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The Right Honourable Graham Quirk
Lord Mayor of Brisbane
GPO Box 2287
BRISBANE QLD 4001

Dear Lord Mayor

On behalf of the members of the Brisbane Central Business District Bicycle User Group (CBD BUG) I would like to provide the submission attached to this letter commenting on the transport and pathway aspects of the Draft Local Government Infrastructure Plan (LGIP) 2016-2026.

It is highly regrettable that these comments are being submitted after Council's deadline. However, with over 300 pages of material, over 350 maps, and a number of spreadsheets put together by many Council staff over many, many months, we feel the balance weighs heavily on the part of Council to allow an extension for us to properly consider this material.

Yours sincerely

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Co-convenor
Brisbane CBD BUG
31 July 2017

CBD BUG submission:
Brisbane City Council Draft Local Government Infrastructure Plan (LGIP) 2016-2026

(To facilitate ease of reading the CBD BUG's comments appear in blue)

PART 3

Part 3: Brisbane's Outstanding Lifestyle, Strategic Framework
We applaud your recognition of the importance of "active travel" in strategic outcome (j) *"Brisbane's healthy and safe communities are ensured through development which is designed to minimise environmental risks, contribute to crime prevention and promote active travel and recreation.".* However, promotion of active travel is not enough. Brisbane is extraordinarily dependent on private motor vehicle transport to an extent that it does not need to be. A heavy weight needs to be placed on the scales to tip the current "balance" (the favourite BCC euphemism for misrepresenting the current massive imbalance in Brisbane's current transport system) away from the car towards active transport. "Transport Corridors" are mentioned in strategic outcomes (b), (i) and (p). For these to be anything other than traffic pipelines completely dominated by private motor vehicles that exclude people who wants to ride bikes with the possible exception of people who are both very confident and fast cyclists, significant investment in separated cycling infrastructure along and between them will be required.

Brisbane's Identity Table 3.4.2.1—Specific outcomes and land use strategies
We note with significant irony that Strategic Outcome SO2, *"Brisbane has a clear identity as a subtropical river city"* Land Use Strategy *"L2.3 In the City Centre, priority is given to access to the river for pedestrians through building design, attractive streetscapes, public spaces and arcades as well as pedestrian and cycle river crossings."* that Council is currently in the process of significantly reducing the amenity for people riding bicycles across one of these major river crossings – the Victoria Bridge, through the poorly thought out BCC-proposed Metro project. The current arrangements on the Victoria Bridge up-stream shared footpath fall woefully short of the requirements of Austroads (AP-G88 Cycling Aspects of Austroads Guides). The proposal under Metro will see the number of people riding bicycles here decrease as those currently riding on the road will be severely discouraged, and likely prevented, by the removal of the current Victoria Bridge "bike-lanes".

L14.1 The road hierarchy, streetscape hierarchy and bicycle network determines the distribution and type of public spaces and pedestrian and cycle connections between destinations and public transport stops. We infer this is to mean that cycle connections are between destinations themselves, as well as between destinations and public transport stops. This also needs to be made clear in *L15 (b) provides direct, convenient, comfortable, safe and equitable pedestrian and cycle routes between public transport stops, centres, key destinations and adjoining neighbourhoods;*

Brisbane's transport infrastructure networks Table 3.6.2.1—Specific outcomes and land use strategies
L1.1 Development contributes to the safety and efficiency of the road network and seeks to minimise impacts of traffic on surrounding areas. The strategic outcome of moving people efficiently needs to recognise that transport people by bicycle is by many orders of magnitude the most efficient of all modes. A road network with separated infrastructure for people to comfortably ride bicycles is essential to achieving this strategic outcome.

SO5 Brisbane's development provides sufficient car parking to: (b) encourage public and active transport.
This strategic outcome appears to us to be self contradictory. We reject the notion that encouraging public and active transport can be achieved through providing sufficient car parking. Car parking should be gradually and consistently REDUCED, as it has in other cities which have been achieving the public and active transport outcomes that Council is targeting.

SO9 Brisbane has a safe and convenient, comfortable pedestrian and bicycle network to support development. Positive provision for people riding bicycles needs to also include a connected, coherent network that is direct and attractive.

L9.2 Development within Major Centres, Growth Nodes on Selected Transport Corridors, and larger scale developments are designed to balance the needs of all road users including pedestrians and cyclists. Pedestrians and cyclists need to be placed at the top of the hierarchy of users, not just included as an afterthought, as seems to be the implication of this land use strategy.

L9.4 Brisbane's active transport infrastructure is supported by end-of-trip facilities within development to make walking, cycling and multimodal trips a convenient travel option. End of trip facilities need to be placed close to the main entrance of development and sited to allow for high levels of passive surveillance.

SO10 Brisbane's high-density employment nodes, particularly the City Centre, ensure safe and efficient movement for pedestrians People riding bicycles need to be able to safely and efficiently move about the city centre and between there and the other nearby high density employment nodes. The current lack of safe space for cycling within the CBD is evidenced by the continuing, very low mode share of cycling in the CBD.

Brisbane's CityShape 3.7.1 Strategic outcomes

(1) The strategic outcomes for the CityShape theme are:

(b) Brisbane's City Centre is a larger and more powerful economic engine for growth of the city which:

*(ii) is a focal point for Brisbane's outstanding lifestyle that offers an urban metropolitan way of life based on its memorable precincts and their relationship to the Brisbane River, the 24-hour economy, access to major community, cultural and education facilities, significant places of cultural heritage and world-class recreation; all of which is enjoyed in an **easily accessible, high-quality pedestrian environment**;*

*(iii) comprises three corridor hubs at the edges of the City Centre (Fortitude Valley, Woolloongabba and Milton) that act as gateways to the Selected Transport Corridors upon which its Growth Nodes are based. This ensures seamless transition points and **connections between these different parts of the city** (shown below in Figure b).*

*(iv) the City Centre and three corridor hubs sit within the Inner City area that is comprised of selected **transport corridors** and growth nodes, Suburban Living Areas, Special Centres, transport infrastructure and urban open spaces. This Inner City area is the highest concentration of employment, cultural facilities and residential development in the City.*

As mentioned previously, a high-quality safe environment for people riding bicycles within the CBD and between it and the other major employment corridor hubs is essential for the efficient movement of people. It is surprising that the Major Industry Areas are seen as appropriate for *"major transport infrastructure which provides for: (a) more sustainable travel modes such as public transport, walking and cycling;"* something we applaud, and that "*Brisbane's Major Centres are highly accessible elements in the city's public and active transport network".* However, the CBD and surrounding major service sector employment generators, and the Growth Nodes on Selected Transport Corridors are not supplied with transport infrastructure that supports people riding bicycles.

3.7.2 Element 5.1 – Brisbane's City Centre

Table 3.7.2.1—Specific outcomes and land use strategies

L2 The City peninsula is the most prominent location within the City Centre whilst the other City Centre precincts such as Fortitude Valley, Milton and South Brisbane offer local diversity, connected by high-frequency public transport and high-quality pedestrian environments. As previously mentioned, the CBD and surrounding major service sector employment generators require high quality cycling environments if the City Centre is to prioritise active transport (SO9).

L9.1 Development provides for street improvements including: (c) extension of pedestrian-only access on laneways and streets. For the CBD to prioritise cycling as well as walking, people riding bicycles need to be actively considered in the design of laneways and streets so their desire lines are not compromised by an extension of pedestrian-only areas.

Brisbane's Major Industry Areas Table 3.7.3.1—Specific outcomes and land use strategies

L1.2 Development supports improved connections between the Australia TradeCoast and the south-west industrial gateway to facilitate movement of freight and workers. Development needs to occur so workers can live close to their place of work, with high quality public and active transport networks making those connections easy for the workers who live further way..

L2.2 Development encourages commuters to the Australia TradeCoast to use public transport. And active transport. Australia TradeCoast is within an easy cycling commute distance of many residential developments. The poor or absent state of the current cycling network is all that is discouraging people from riding bicycles to work there.

Northern industrial area (extending from Northgate to Zillmere)

Similar to Australia TradeCoast, with residential suburbs so close to the Northern industrial area high quality public and active transport networks would make accessing this area easily within cycling distance.

South-west industrial gateway

SO17 The south-west industrial gateway's open space network is enhanced by development. L17.2 Development supports the provision of an open space network along Oxley Creek addressing natural, recreational and active transport options. Development should also facilitate the connection of these active transport options to the rest of the active transport network, recognising that pathways following creeks are generally poorly sited with regard to CPTED principles.

Brisbane's Major Centres Table 3.7.4.1—Specific outcomes and land use strategies

SO2 Major Centres are well serviced by the city's public transport and ***active transport networks*** *which are supported by development. L2 Development supports the following key public transport networks in the Major Centres:* Nowhere is the active transport network referred to in the dot points that address each of the major centres. Walking and especially cycling need to be specifically included to the same extent as public transport.

Brisbane's Special Centres Table 3.7.5.1—Specific outcomes and land use strategies

S01 Special Centres are characterised by a dominant use or activity that is reflected in the zone. Many of these centres already have higher than average mode share to active transport. This needs to be encouraged further by providing high-quality cycling infrastructure that connects them to the rest of the active transport network.

Brisbane's Suburban Living Areas Table 3.7.6.1—Specific outcomes and land use strategies

Given the looming public health impacts of our obesogenic suburban environments, Brisbane's suburban living areas require a specific outcome that development will encourage active transport.

Brisbane's Growth Nodes on Selected Transport Corridors Table 3.7.9.1—Specific outcomes and land use strategies

Logan Road transport corridor—Kangaroo Point to Upper Mount Gravatt

This transport corridor may require road widening to achieve the alignment that is sufficient to provide for public and private transport capacity, and for ***safe and convenient active transport*** *within the transport corridor.* Given the current speed and high volumes of motorised traffic in this corridor, safe cycling can only be provided by separated infrastructure. However, widening the road to achieve this outcome is rejected - as it is a very high cost approach in economic, social and environmental terms. This approach is based on the flawed perspective that private motorists "own" the road and therefore public and active transport improvements can only come from widening the road - rather than repurposing the existing road. Logan Rd as far out as the Mt Gravatt Central "Terminus", formerly had a trams running along its length and this road space could be returned to priority use by public transport at a fraction of the cost of widening the road. Furthermore, maintaining road space for private motor vehicle usage will simply reinforce the current traffic levels, which have been a major factor in the limited success of Council's Suburban Centre Improvement Program undertaken at Mt Gravatt Central during 1998.

Gympie Road and Northern Busway transport corridor—Royal Brisbane Hospital to Carseldine

The Kedron Brook, Downfall Creek, Cabbage Tree Creek, Breakfast Creek and Enoggera Creek multifunctional Greenspace System corridors provide strategic east–west pedestrian and cyclist links. These linear parklands provide designated active transport connections from within the transport corridor with surrounding neighbourhoods. We note these "multifunctional Greenspace System corridors" currently provide convenient connections for some active transport users in an east-west direction. However they offer nothing in the much more strategic north-south direction to connect local residents to the CBD . The need for separated space for cycling in the north south direction of this corridor should be acknowledged.

Old Cleveland Road and Eastern Busway transport corridor—Stones Corner to Carindale

The Bulimba Creek multifunctional corridor within the Greenspace System provides recreational opportunities and a strategic pedestrian and cyclist link between the Carindale Principal Regional Activity Centre and surrounding neighbourhoods Again, the strategic direction of this corridor is not along the creek corridor. The active transport network needs to parallel the direction of the strategic links of the rest of the transport network: east-west in this instance.

Brisbane South Rail transport corridor—Princess Alexandra Hospital to Coopers Plains

The major road corridors may require capacity improvements sufficient to provide for public and private transport capacity, and for safe and convenient active transport. As for all the other strategic transport corridors, motor traffic volume and speed is such that separated cycling infrastructure is essential for active transport to become safe and convenient for people aged eight to eighty.

The corridor also hosts a number of important Special Centres with a research focus, such as the Ecosciences Precinct at Boggo Road Urban Village, Dutton Park. As previously mentioned these centres already have higher than average mode share to active transport. This needs to be encouraged further by providing high-quality cycling infrastructure that connects them to the rest of the active transport network.

Kingsford Smith Drive transport corridor—Newstead to Hamilton

Current Kingsford Smith Drive upgrades at the eastern end will assist in transport movements through this transport corridor to the Australia TradeCoast. Further augmentation may be required to underpin the ultimate growth of this transport corridor including investigation and improvements through to Breakfast Creek. Safe and convenient active transport connections from the "upgraded" Kingsford Smith Drive to Newstead, Teneriffe and further south Fortitude Valley and the CBD are required if the bikeway provided as part of the KSD "upgrade" is to be anything other than a facility to which people need to drive.

The Newstead corridor centre is the centre of the 17ha mixed use Newstead Riverpark residential, business and retail precinct. It will contain significant public spaces and active travel and ferry links to the City Centre The active travel links to the City Centre need to be significantly more direct than the current "safer" route which requires a significant detour that adds approximately another four kilometres to a cycling trip by traveling via the Powerhouse and Riverwalk.

Brisbane South-west Rail transport corridor—Milton to Wacol

Growth in this transport corridor will need to be coordinated with infrastructure upgrades to the road and rail transport network. Access through the transport corridor is constrained, including along Oxley Road, over the Walter Taylor Bridge to Indooroopilly and at Toowong Central. Augmentation upgrades will need to be identified and improvements made to achieve a desired standard of service for road transport, and to include safe and convenient access for active transport travel. Given traffic speeds and volumes, this can only be achieved through separated infrastructure.

Enoggera Road and North-west Rail transport corridor—Kelvin Grove to Mitchelton

The Kedron Brook multifunctional corridor within the Greenspace System provides a strategic east–west pedestrian and cyclist link between the Mitchelton Major Regional Activity Centre and surrounding neighbourhoods. The Enoggera Creek multifunctional corridor within the Greenspace System also provides a strategic east–west pedestrian and cyclist link between the Newmarket corridor centre and surrounding neighbourhoods. Again, the strategic direction of this corridor is not along the creek corridors. The active transport network needs to parallel the direction of the strategic links of the rest of the transport network.

Brisbane North-east Rail transport corridor—Bowen Hills to Northgate

The Kedron Brook multifunctional corridor within the Greenspace System provides a strategic pedestrian and cyclist link between the Toombul—Nundah Major Regional Activity Centre, recreational opportunities at Kalinga Park and surrounding neighbourhoods. Again, the strategic direction of this corridor is not along the creek corridors. The active transport network needs to parallel the direction of the strategic links of the rest of the transport network. Cycling links between Bowen Hills and Northgate are not provided by the "multifunctional corridor" along Kedron Brook.

SCHEDULE 6

2.2 Road hierarchy

2.2.1 General

Cities that have managed to shift the balance of mode share away from the private motor vehicle, towards active and public transport have implemented a hierarchy of road users, in order of consideration:

People walking

People cycling

People using public transport

People driving service vehicles (eg: ambulance)

People driving freight vehicles

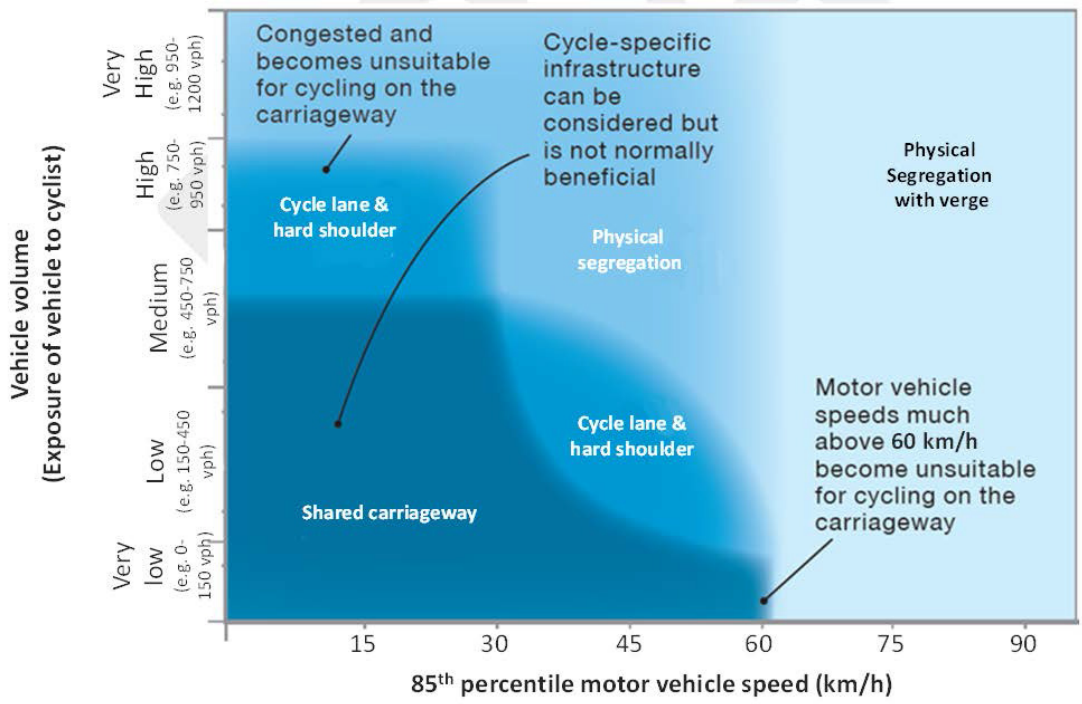
People driving themselves, and others

People driving themselves

Until the current "balance" in favour of those driving themselves is reversed, Brisbane cannot expect people's behaviour to change.

A number of sections in Part 6 outline the relationship between road space and people riding bicycles. Disappointingly none of them seem to have taken into account the most recent Austroads guidance outlined in AP-G88-17_Cyling_Aspects_of_Austroads_Guides. Figure 2.2 from this guide shows when physical separation is required between motor vehicles and people riding bicycles. If Brisbane is to achieve the mode share targets set out in the strategic documents that inform the LGIP, these guidelines are the minimum that must be followed.

Figure 2.2: Guidance on the separation of cyclists and motor vehicles for the preferred bicycle route



The following sections should be amended to reflect this guidance, as they seem to reflect a view that a bicycle lane, is physical segregation. It also appears that these tables are internally inconsistent, with one aspect of the function of the road being "physically segregating different modes", yet the cross section includes "a bicycle lane", as does the On Road, Cycling Characteristic. A painted white stripe, inside which cars can legally be parked, does not constitute physical segregation.

2.2.3 Minor roads

(5) Mode separation by lane allocation or wider kerb side lanes on minor roads that carry in excess of 3,000 vehicles per day is preferred.

Table 2.2.4.B—Arterial road, Table 2.2.4.C—Suburban road

Characteristic	Attribute	Description
Function	Primary function and traffic role	An arterial road: (a) ... (b) ...; (c) ...; (d) ...; (e) avoids conflicts between pedestrian, bicycle and motorised traffic by **physically separating pedestrian, non-motorised and motorised modes**;.
Description	Cross-section	An arterial road is typically a divided road of 2 to 3 traffic lanes each way and may include: (a)...; **(b) a bicycle lane;** .
Bicycle	On road	**Bicycle lane**

We note the speed and volume characteristics of Figure 2.2 advise that physical segregation is required on District and Neighbourhood roads depending on speed and volume:

Table 2.2.4.D—District road

Characteristic	**Attribute**	**Description**
Function	Primary function and traffic role	A district road provides: (f) for through-traffic including local freight and public transport; (g) links for minor roads and local centres to suburban and arterial roads.
Description	Cross-section	A district road is typically an undivided road with 1to 2 lanes each way and may include: **(h) a bicycle lane;** (i) indented bus stops; (j) footpaths on both sides and streetscape treatment.
Traffic	Traffic volume	6,000–**15,000** vehicles per day
	Typical signposted speed	40km/h–**60km/h** appropriate to adjoining land uses
Cycling	On road	**Bicycle lanes**

Table 2.4.2.A—Primary bicycle routes, Table 2.4.2.B—Secondary bicycle routes

Again, it appears that bike lanes are considered adequate irrespective traffic volumes and speeds.

And the allowance of kerbside parking on both primary and secondary bicycle routes is not conducive to encouraging more people to ride. TMR *Technical Note 128: Selection and Design of Cycle Tracks* has advice on better treatment of parking in cycling corridors. Consideration of parking protected bike lanes should be strongly encouraged, as these provide more protection, and offer fewer conflicts.

Other attributes	Parking	Parking comprises: (k) kerbside lanes on bicycle routes that are either 4.5m wide or an off-road alternative is provided; (l) parking bays that are delineated by T markers.	N/A

2.5 Streetscape hierarchy

Table 2.5.2.A—Subtropical boulevards, Table 2.5.2.B—City streets, Table 2.5.2.C—Neighbourhood streets, Table 2.5.2.D—Industrial streets

Cycling	On verge	May be appropriate as shared path where designated on the bicycle network.

Shared paths are not appropriate for spaces where there are a significant number of people cycling and walking. Figure 7.2: Path widths for a 50/50 directional split, and Figure 7.3: Path widths for a 75/25 directional split of the Austroads has guidance regarding the required path widths and requirements for separation.

3.2.2 Standard drawings

Brisbane City standard drawings do not conform to Austroads advice regarding traffic volumes and speeds and should be amended to reflect the guides advice to physically separate people riding bicycles from motor vehicle traffic.

Table 3.2.3.A—Design standards for major roads, 3.2.4 Cross-section for major roads standards, Table 3.3.3.A—Design standards for minor roads, Table 3.4.2.A—Design standards for freight network

3.2.4.5 Bicycle lanes

On-carriageway bicycle lanes are required on all major roads. Further information is provided in section 3.5 of this planning scheme policy.

3.2.4.8 On-street parking

Bicycle lane requirements and On-street parking requirements in the design standard for major roads need to be replaced with requirements that reflect Austroads advice.

3.2.6.2 Signalised intersections

(2) In the vicinity of uses generating high pedestrian volumes (e.g. shopping centres and schools), slip lanes are not preferred and signalisation of pedestrian movement should be considered.

Condition (2) should also be applied for all intersections that lie on the bicycle network.

3.3.4 On-street parking

(6) A separation of 0.25m is required between parking bays and the bicycle lane to mitigate effects of door opening.

Austroads advice is that a buffer space of between 0.4m and 1m is required to ensure someone riding a bicycle is safe and feels comfortable when passing parked cars. As discussed earlier, TN128's advice on parking separated bike lanes would be even more preferable.

3.4.3.5 Bicycle lanes

The minimum width of bicycle lanes on primary freight routes is 2m.

This is not consistent with Section 2.3.2.A which requires a primary freight route to have " ... full separation of motorised and non-motorised modes"

3.6 Bicycle routes

3.6.1 Design principles

(2) The on-road bicycle routes of the bicycle network provide:

(a) bicycle lanes;

3.6.2 Design standards and standards for bicycle routes on roads

(b)bicycle lanes are provided on all major roads

3.6.3.2 Bicycle lanes

(3) The width of a bicycle lane is dependent on the speed of the traffic and is shown in Table 3.6.3.2.A. The width of a bicycle lane is measured from the nominal face of kerb. The minimum width of a bicycle lane is 1.5m.

(8) Where an on-road bicycle route is also a freight route, bicycle lanes must be 2m wide.

Please see our previous comments about the need to comply with Austroads Figure 2.2 in this aspect, and the internal inconsistency regarding physical separation of motorised and non-motorised modes on freight routes.

Table 3.6.3.2.A—Width of bicycle lane

Sign-posted speed	Bicycle lane width
60km/h	1.8m
80km/h	2.0m

Please see our previous comments about the need to comply with Austroads Figure 2.2 in this aspect.

3.6.3.5 Intersections

(1) Bicycle lanes are required on the approach and departure of all legs of signalised intersections on all major roads, as well as minor roads identified as bicycle routes in the bicycle network.

(3) For guidance on bicycle lanes at four-way intersections, T-intersections and roundabouts, refer to BSD-5102, BSD-5103, BSD-5105, BSD-5106.

Please see our previous comments about the need to comply with Austroads Figure 2.2 in this aspect, and our discussion on the inadequacy of the standard drawings.

10.3.3.3 Pathways and paved areas

(6) The decision whether to use a shared (pedestrian and cyclist) path or separated paths is determined by a number of factors, including

Please see our previous comments about the need to comply with Austroads Figures 7.2 and 7.3

10.3.3.6 Bikeways

(3) Bicycle paths are not connected to a district network, and the level of expected cyclist use will be low.

(4) Bicycle paths, shared paths and separated paths in parks incorporate threshold treatments, signage and textured surface materials where appropriate, to warn cyclists and pedestrians of intersections and other hazards (in compliance with Chapter 4 of this planning scheme policy).

Bicycle paths should be connected to the district network if possible. The use of "threshold treatments" has been an issue of significant contention in the past, especially in regard to the widespread and inappropriate use of "banana bars", which Council has finally decided to remove. In the light of this, we strongly encourage Council to comply with TMR technical guidance on threshold treatments. Any which fall outside these guidelines should be canvassed widely among the cycling community, with well publicised and evaluated pilot projects prior to adoption.

EXTRINSIC MATERIAL

Space for Cycling Brisbane has shared with us their critique of the methodology used in determining the process of selecting projects for the pathway network. We concur with their comments.

Additionally, we argue for the inclusion of criteria which capture the extent to which a project will add to the achievement of the targets outlined in the Active Transport Strategy. This does not appear to have been included. It seems clear that the failure to include active transport along the direction of the Strategic Corridors is indicative of this lack of appropriate criteria, and will see Council fall well short of these targets.

SCOPE OF WORKS

Again we acknowledge and support the comments forwarded by Space for Cycling Brisbane, regarding the profligacy with which "creekways", "polish" on existing facilities, and obvious recreational facilities far from the city centre that are very unlikely to contribute to any significant mode shift, are funded at the expense of any real change that upsets the current subordination to those choosing to drive private motor vehicles. We note for some projects it is quite difficult to ascertain exactly what is proposed, given most are indicated via a line on a map and cursory description. Given our argument that the entire prioritisation methodology is lacking, we do not see much point commenting on specific projects listed in Scope of Works. However some examples of projects we consider need to be included are:

- Woolloongabba bikeway, and Annerley Road - given the Council budget commitments to these projects.
- Projects aimed to attract new commuting cyclists in suburbs within a comfortable 20 minute bicycle ride of the CBD and fringe employment centres. Eg: Paddington, Ashgrove, Bardon, Red Hill, Kelvin Grove, New Farm, East Brisbane and West End.
- Wynnum Road bikeway from Thynne Road to Lytton Road.
- Inner northern Commuter Route (Victoria Park to Brisbane Boys Grammar School (ICB overpass)), which was included in the previous Priority Infrastructure Plan, and some of which we understand to be included in this year's budget allocation for improved lighting.

Examples of the types of projects we question the inclusion of are:

- Kangaroo Point Bikeway (Goodwill Bridge to Thornton Street) – the cycling community is well aware of the existing inadequacies here. However, we consider this a lower priority.
- Enoggera Creek Bikeway (Clyde Road to Gould Road Park). Significant funding has already been spent on the bikeway on the northern side of Breakfast Creek in this location, and the fairly recent bridge construction at Granville Street mean that very little extra utility is likely from this extra bikeway.