



Brisbane Central Business District Bicycle User Group

CBD BUG

GPO Box 2104, Brisbane 4001

convenors@cbdbug.org.au

www.cbdbug.org.au

Minister for Economic Development Queensland
C/- EDQ Development Assessment
Department of Infrastructure, Local government and Planning
GPO Box 2202
BRISBANE QLD 4001
Via email: pdadevelopmentassessment@dilgp.qld.gov.au

Dear Sir or Madam

CBD BUG Submission: Queensland Wharf Brisbane development application

The following comprises the Brisbane Central Business District Bicycle User Group (CBD BUG) submission on the Queensland Wharf Brisbane (QWB) development application (DA) (Reference number DEV2017/846).

As background on the Brisbane CBD BUG, we are a grass roots volunteer organisation of more than 800 members, representing the interests of the very large number of residents who ride bicycles to, from and within the city of Brisbane. The Brisbane CBD BUG actively seeks policy decisions at all levels of government that support cycling. In particular CBD BUG seeks improved infrastructure, end-of trip facilities, integration of cycling with other transport modes and a cyclist-friendly regulatory environment.

In line with our normal approach this submission is confined to commenting on matters directly relevant to the needs of cyclists.

The key reference document used for the CBD BUG's assessment of this development application has been the *QWB Priority Development Area Development Scheme January 2016* published at <https://www.dilgp.qld.gov.au/resources/plan/pda/qwb-pda-development-scheme.pdf>.

The CBD BUG notes in particular that the following transport infrastructure listed in Table 3 of the *QWB Priority Development Area Development Scheme* (QWB PDADS) is required as a condition of development approval:

- Upgrade the Bicentennial Bikeway.
- Upgrade other existing cycleways and provide new connections within the PDA to enable integration with the Bicentennial Bikeway, principally outbound on Alice Street and inbound on Margaret Street.
- Provide publicly accessible cycle facilities.

The Brisbane CBD BUG is very alarmed at many aspects of the currently proposed development - due to the resulting major negative impacts on cyclists.

Instead of upgrading the Bicentennial Bikeway as required in the development scheme the current QWB development application indicates that over 400 metres of the bikeway at the upstream end of the Queensland Wharf PDA is to be re-constructed as a shared zone. The CBD BUG's view is that this is actually a downgrading of cyclist safety and amenity.

As the QWB project proponent points out in the Infrastructure Master Plan the Bicentennial Bikeway is the primary cyclist access route to and from the CBD and connects between the Kurilpa bridge and the Goodwill Bridge. (Source: [http://edqdad.dsdip.qld.gov.au/documents/916/10491/Volume3AttachmentHInfrastructureMasterPlan\[10\].pdf](http://edqdad.dsdip.qld.gov.au/documents/916/10491/Volume3AttachmentHInfrastructureMasterPlan[10].pdf))

According to the QWB Traffic Engineering Report an average of 3,038 cyclists ride along this section of the Bicentennial Bikeway every week day, while an average of 1,394 people cycle along there each weekend. (Source: [http://edqdad.dsdip.qld.gov.au/documents/916/10492/Volume3AttachmentGTrafficEngineeringReport\[9\].pdf](http://edqdad.dsdip.qld.gov.au/documents/916/10492/Volume3AttachmentGTrafficEngineeringReport[9].pdf))

People riding bikes typically avoid using the parallel lying South Bank Parklands on the other side of the river - as the presence of large numbers of pedestrians along the riverfront make this route unviable. With the lack of safe off-road alternatives and the cyclist-hostile road conditions in the CBD there are no other safe routes available to cyclists.

In view of its central position and cyclist traffic volumes this section of the Bicentennial Bikeway is held by the Brisbane CBD BUG to be one of Brisbane's most important stretches of cycling infrastructure segregated from motor vehicle traffic.

However, despite the critical importance to cyclists of this section of the Bicentennial Bikeway - and in apparent contravention of the requirement under the *QWB Priority Development Area Development Scheme* that the Bicentennial Bikeway be upgraded – the QWB DA proposes to downgrade a considerable length of the bikeway by converting it into a “Shared Zone” and aligning it to pass through the middle of a pedestrian plaza.

The CBD BUG views this proposed approach as delivering an outcome for cyclists even worse than the disaster for people riding bikes in the South Bank Parklands that are located directly across the river from the QWB PDA.

With the markets and other regular events to be held in this plaza that have already been indicated by the QWB Project Team it will clearly be the case that with the large numbers of pedestrians in this area, rather than the reduced speed zone described in the QWB DA cyclists will not be able to ride at all along this section of the Bicentennial Bikeway. Based on previous experiences the most likely response to the minority of cyclists who may still try to ride through this plaza area is that they will be directed by either private security staff or police to dismount.

According to state and federal guidelines (*Transport and Main Roads and Austroads Cycling Guides 2017*) the only appropriate design for this area is to separate people walking from people cycling. The current situation is indicated by the star marked 2016 on the chart in the Appendix. This reflects 2016 volumes of 172 pedestrians and 519 cycles, east of Elizabeth Street during the AM peak on weekdays (as found in TTM's Traffic Report for the DA: “Surveyed Pedestrian and Cycle Volumes on Bicentennial Bikeway”).

If Brisbane City Council active transport strategy targets are to be met, walking and cycling numbers will increase in line with the projected population growth in the inner city, requiring separated paths. These numbers are marked on the chart in Appendix 1 to this submission. By 2021, a 3.0 metre bike path and 2.0 metre footpath is indicated and by 2026, a 4.0 metre bike path and 2.0 metre footpath is indicated.

A shared path is appropriate only for very low volumes of pedestrians. To try to force together high volumes of pedestrians and cyclists is only going to cause conflict and lead to legal liabilities for state government. The design is in total contradiction to the state and federal guidelines, given the high volumes of people in these inner-city locations.

As an alternative, cyclist-friendly approach to the currently proposed deficient plan the Brisbane CBD BUG has developed its own plan, which is provided with this submission at Appendix 2. As this shows, physical separation for cyclists and pedestrians can be easily achieved via the application of four (4) metre wide green surface colouring (as a continuation of the approach along the rest of the Bicentennial bikeway) supported by parallel kerbing with 45 degree edges. Regularly spaced gaps in the kerbing would allow the movement of pedestrians.

This plan also addresses some of the other identified issues with the QWB DA, such as the inappropriate design of pedestrian crossing points of the section of the Bicentennial Bikeway that the QWB DA indicates will be retained and upgraded.

Another aspect of the QWB DA that does not meet the requirements of the QWB Priority Development Area Development Scheme is the total absence of enhanced cyclist links to the CBD. In fact, in complete contrast again to the development's requirements for approval, the currently proposed shared zone along the western end of Queens Wharf Road will actually result in reduced amenity for cyclists.

Prior to the QWB PDA being handed over the developer Queens Wharf Road was popular route for cyclists to access the CBD from the Bicentennial Bikeway. This popularity stemmed from this route's more gentle gradient in comparison to most other connections between the CBD from the Bicentennial Bikeway, and the low frequency of other traffic.

However, the redevelopment detailed in the current DA proposes to convert Queens Wharf Road into another "shared zone" – with the likely outcome that it will be regularly unrideable by cyclists due to the presence of large crowds of pedestrians. This will equate to another downgrading of cyclist amenity and safety. Image 17 at page 10 of the Plan of Development Landscape Concept Report suggests this precinct will be heavily dominated by cafes, eateries and street furniture making it highly unsuited to cyclist traffic. (Source: [http://edqdad.dsdip.qld.gov.au/documents/916/10830/Volume3AttachmentBLandscapeConceptReport\[16\].pdf](http://edqdad.dsdip.qld.gov.au/documents/916/10830/Volume3AttachmentBLandscapeConceptReport[16].pdf))

Notwithstanding the large amount of CBD space occupied by the QWB and the numerous city streets it spans the new cycling links between the Bicentennial Bikeway and Margaret Street required in the QWB PDA Development Scheme is not evident.

In relation to the third cycling infrastructure element listed in the *QWB PDADS* - Deliver publicly accessible cycle facilities within the development - the positioning of only two public bike racks in the entire precinct is woefully inadequate. As a minimum public bike racks should be situated outside every building under cover and in close proximity to the door.

In light of these comments the Brisbane CBD BUG now looks forward to the revisions of the QWB DA that will ensure its alignment with the QWB PDADS and the outcomes sought for cyclists through that scheme.

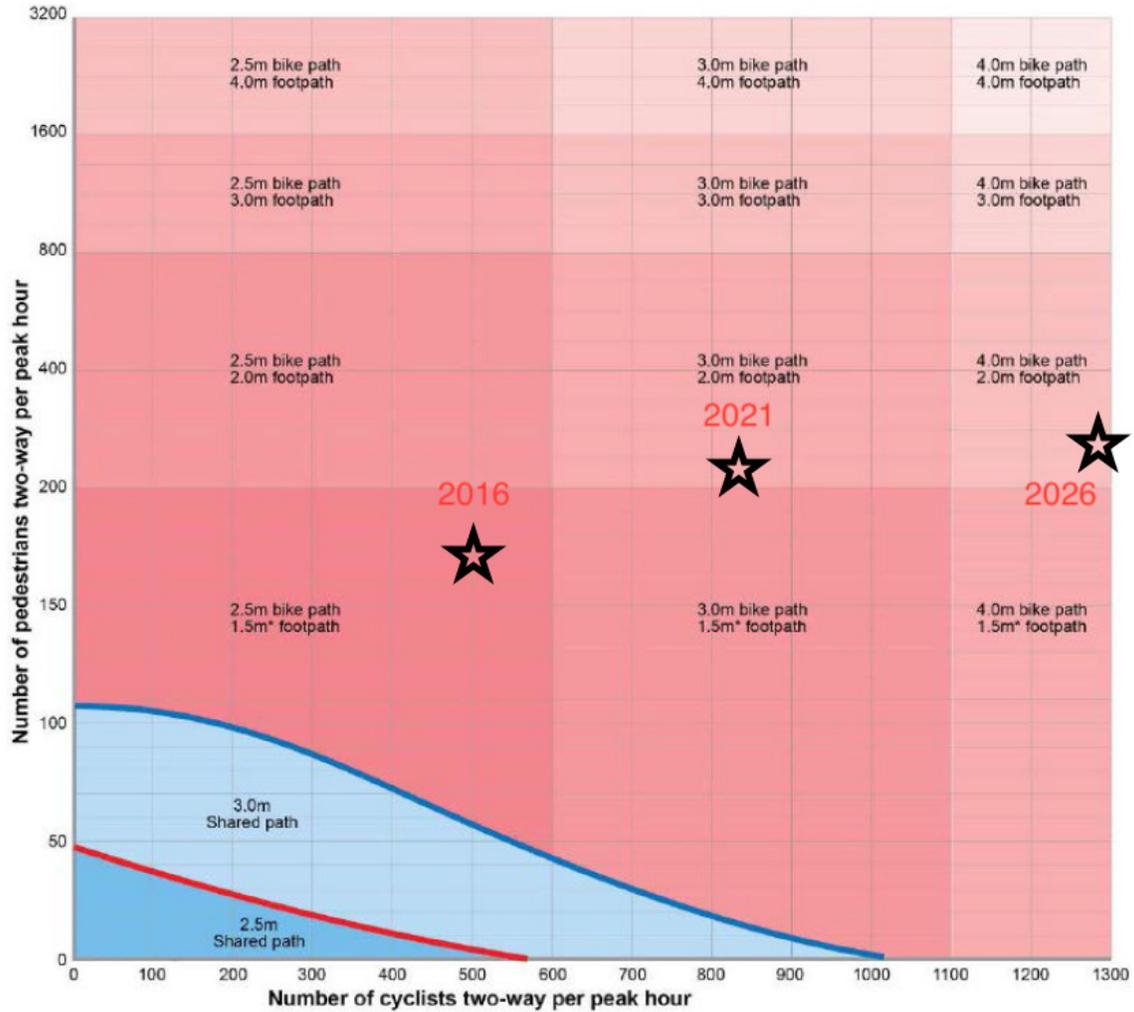
Thank you for the opportunity to provide comment on the QWB development application.

Yours faithfully

Paul French
Co-convenor
Brisbane CBD BUG
18 October 2017

Appendix 1

Figure 7.2: Path widths for a 50/50 directional split



Year	QGSO Inner City Brisbane population	Pedestrian Count	Cycling Count	Pedestrian Percentage	Cycling Percentage
2016	10,248	172	519	13.3	2.5
2021	11,464	204	836	14.1	3.6
2026	12,800	242	1,296	15.0	5

Queensland Government population projections -

<http://www.qgso.qld.gov.au/subjects/demography/population-projections/tables/proj-pop-lga-qld/index.php>

BCC Active Transport Strategy -

https://www.brisbane.qld.gov.au/sites/default/files/active_transport_strategy_2012-2026.pdf

Calculation -

<https://docs.google.com/spreadsheets/d/1Y0NmtKDr2igOB5x5mkPDapl4C0k1oTh5auuZM1MZo/edit?usp=sharing>

