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## Brisbane Central Business District Bicycle User Group

### CBD BUG

GPO Box 2104, Brisbane 4001

[brisbanecbdbug@gmail.com](mailto:brisbanecbdbug@gmail.com)

[www.facebook.com/cbdbug/](http://www.facebook.com/cbdbug/)

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Neighbourhood Planning and Urban Renewal  
(City Reach Waterfront)  
Brisbane City Council  
GPO Box 1434  
BRISBANE QLD 4001

Via email to: [cityreachwaterfront@brisbane.qld.gov.au](mailto:cityreachwaterfront@brisbane.qld.gov.au)

Dear Sir or Madam

### **Submission on Brisbane City Council draft City Reach Waterfront Master Plan**

This submission provides the views of the Brisbane Central Business District Bicycle User Group (CBD BUG) on Brisbane City Council draft City Reach Waterfront Master Plan.

As background to this submission, the Brisbane CBD BUG is a grass roots volunteer organisation of more than 800 members, representing the interests of the very large number of people riding bicycles to, from and within the Brisbane city centre. We are active in seeking policy decisions at all levels of government supporting people who want to cycle, and in particular relating to improved infrastructure, end-of-trip facilities, integration of cycling needs with other transport modes and a regulatory environment friendly towards people riding bikes. CBD BUG members meet monthly to exchange information and ideas, discuss issues of relevance and determine the direction of policies to benefit CBD cyclists.

While the CBD BUG focuses on issues affecting people riding bikes, we also strongly support initiatives enabling people to: 1) walk more, and 2) utilise public transport more often.

The City Reach Waterfront is one of the most popular off-road corridors for people riding bicycles in the Brisbane CBD. It links the CBD to northern suburbs such as New Farm and Teneriffe and further out to Newstead, Hamilton and beyond. It also connects to the City Botanic Gardens, which sees people riding in from the south side via Goodwill Bridge and for people cycling in from the western suburbs along the Bicentennial Bikeway.

The CBD BUG sees a number of positive aspects in this master plan and commends BCC for taking this step towards improving what has long been recognised as a corridor that has exceeded it's carrying capacity. Elements of this draft master plan that the CBD BUG strongly supports for improving amenity for promenade users are:

- increasing the width of the promenade for the full length of the City Reach Waterfront to a consistent and unobstructed eight metres
- resolving conflict points and improving visibility, and
- providing more shade.

Nevertheless, we are extremely disappointed the current draft plan proposes the widened promenade would continue to be shared by people walking and cycling, instead of segregating this space to enhance safety and amenity for cyclists and pedestrians. Such a proposal contradicts previous advice that Brisbane City Council has provided to Howard Smith Wharves (Figure 1) and Queens Wharf (Figure 2). The proposal for shared use instead of segregation also contradicts AustRoads Part 6a (figure 3). The flow diagram on page 7 (of AustRoads document) clearly shows a segregated path as preferred.

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Advocacy

Advice

Action

Whether a Brisbane CBD minimum grid of protected bikelanes is installed or not, this promenade will remain a key route for cyclists for the foreseeable future! Many people want to ride for transport but are too intimidated by Brisbane's hostile road environment and a corridor such as the promenade resolves this barrier. It should be pointed out that both Brisbane City Council and Transport and Main Roads list this as a "Primary Cycle Route" (Figure 4) and "Route Priority A" (Figure 5) respectively. The TMR document indicates that the Cityreach Boardwalk Promenade is to complement the proposed CBD bike lanes and not be a replacement for them.

While it may only be an artist's impression, Figure 6 from the draft Master Plan shows the future anticipated pedestrian densities along the Admiralty section of the City Reach Waterfront will be high - meaning sharing this space will be ineffective and cause conflict for both people on foot and bicycle. This is further proven by real world examples such as Southbank (Figure 7) and Howard Smith Wharves (Figure 8). Both examples have been subject to social media commentary where people on bicycles are subject to hate and criticism. Additionally, even at low speeds shared spaces can be uncomfortable for users, as walkers do not anticipate or appreciate people riding bicycles passing at close range. This tends to create public disdain for people on bicycles. This occurs regardless of path width due to the human nature to spread out and fill space (Figure 10). People on bicycles also do not like having to weave through people walking as it creates conflict and the risk of injury to both parties. It should be pointed out that simply creating a wider path does not make it any better. TMR Technical Note 133 (Figure 9) clearly states for paths over 4 m in width, a shared path is not recommended but segregated for the safety and amenity of both user groups. The TMR TN133 clearly states that a segregated path is of greater benefit to those with a disability.

This proposal (by BCC) as it stands will provide a substandard upgrade to the Cityreach Boardwalk Promenade. It does not align with Council's announced intention to deliver the Kangaroo Point to CBD Green Bridge, which will see many more people walking and cycling along this boardwalk.

We note the opportunity identified in the draft plan for improving the promenade's safety and amenity, but do not anticipate or agree that people walking, running and cycling sharing the same space (without segregation of user groups) would contribute to these objectives. People on foot naturally gravitate towards the river side of the path. Placing pedestrian movements on the river side of the path would resolve many conflicts that will occur and will provide improved promenade safety.

Accordingly, as the safest approach we call for the master plan to include the segregation of pedestrians and cyclists. This will reduce legal liability for Council and align it with Austroads and TMR guidelines on high use active transport corridors.

Thank you for the opportunity to provide input on the draft City Reach Waterfront Master Plan.

Yours faithfully



Donald Campbell  
Co-convenor  
Brisbane CBD BUG  
5 December 2019

Cc:           Bicycle Queensland  
              Space4Cycling Brisbane  
              Cr Adrian Schrinner   Lord Mayor of Brisbane  
              Patrick Condren       Labor Candidate for Lord Mayor of Brisbane  
              Kath Angus            Greens Candidate for Lord Mayor of Brisbane  
              Cr Vicki Howard       Councillor for Central Ward  
              Judi Jabour            Labor Candidate for Central Ward  
              Trina Massey           Greens Candidate for Central Ward

Austrroads standards state a path with the predicted peak-hour capacity of 260 pedestrians and 740 cyclists per hour should require a shared path.

A council officer said the council had written to the state government several times raising concerns about the design and made a submission that the council believed the path should be separated.

“We have got grave concerns about the 320-metre shared areas placed in the middle of a major commuter recreation bikeway.

“We believe they should be sticking to the Austrroads standards.”

Figure 1 - Brisbane City Council officer stating Queens Wharf should be a segregated path as per Austrroads Brisbane Times, 5th June, 2018



*Dedicated to a better Brisbane*

Brisbane City Council ABN 72 002 765 795

**City Planning & Sustainability  
Development Services**  
GPO Box 1434, Brisbane QLD 4001  
T 07 3403 8888  
[www.brisbane.qld.gov.au](http://www.brisbane.qld.gov.au)

15 October 2018

ADG Engineers (Aust) Pty Ltd  
PO Box 1492  
TOOWONG QLD 4066

Attention: Mr Matthew Lewis

**Application Reference:** A004897686  
**Address of Site:** 11A IVORY LANE FORTITUDE VALLEY QLD 4006  
**Condition Compliance:** Signs and Line Marking for Minor Roads to comply with Condition 42a and 53c of Development Permit A004877743

Dear Mr Matthew Lewis

RE: Howard Smith Wharves, Matters to be Resolved.

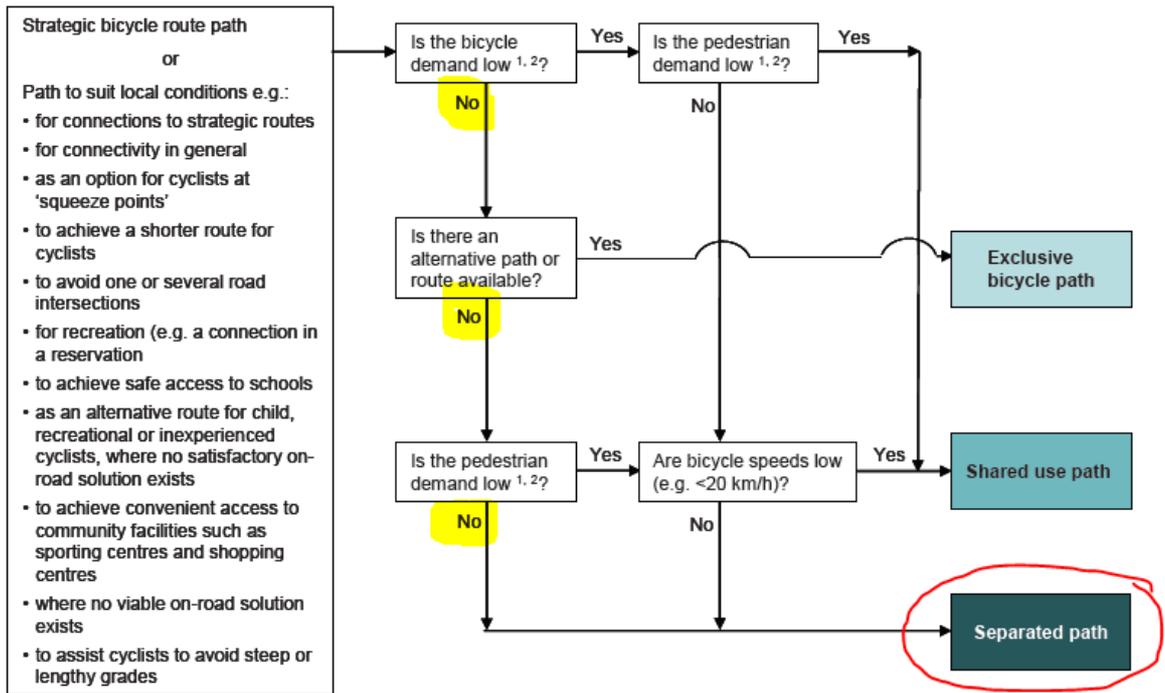
The Council has assessed the request from Luke Fraser, CEO HSW Nominees, by letter dated 2 October 2018 to review its signs and lines requirements for this development, as per amended plans issued with an information request on this application and on the Traffic Functional Layout application – reference no. A004897423 by letter dated 8 August 2018.

The Howard Smith Wharves Nominees' consistent desire for the shared pathway not to have an overt through movement function is acknowledged. The issues raised have been discussed with Council's Public and Active Transport team and Transport technical specialists. They have confirmed that Council's position remains consistent in requiring the through movement function of cyclists and pedestrians to be apparent to all users of the site, since it forms part of the Riverwalk linking New Farm to the CBD that is intended to have a significant people movement function.

The plan amendments specified are aimed at ensuring that all users of Howard Smith Wharves are aware of the important through movement function the link provides and to facilitate its safe operation, while allowing some flexibility in movement across the site. Concessions have been given to the form of the facility at the high-level approval stage, by permitting a shared pathway arrangement **in lieu of desirable segregated facilities**, and a relatively short shared zone with reduced speed limit in the constrained areas adjacent to the hotel pick up/ drop-off and service bay.

In the circumstances, Council is not satisfied that the submitted documents would achieve compliance with approval conditions.

Figure 2 - Brisbane City Council advice stating HSW path should be segregated



Notes:

1. The level of demand can be assessed generally on the basis of the peak periods of a typical day as follows:

- a. Low demand: Infrequent use of path (say less than 10 users per hour)
- b. High demand: Regular use in both directions of travel (say more than 50 users per hour).

2. These path volumes are suggested in order to limit the incidence of conflict between users, and are significantly lower than the capacity of the principal path types.

Source: Austroads (1999)

Figure 2.1: Guide to the choice of path treatment for cyclists

Figure 3- Austroads Part 6a – Figure2.1 page 7

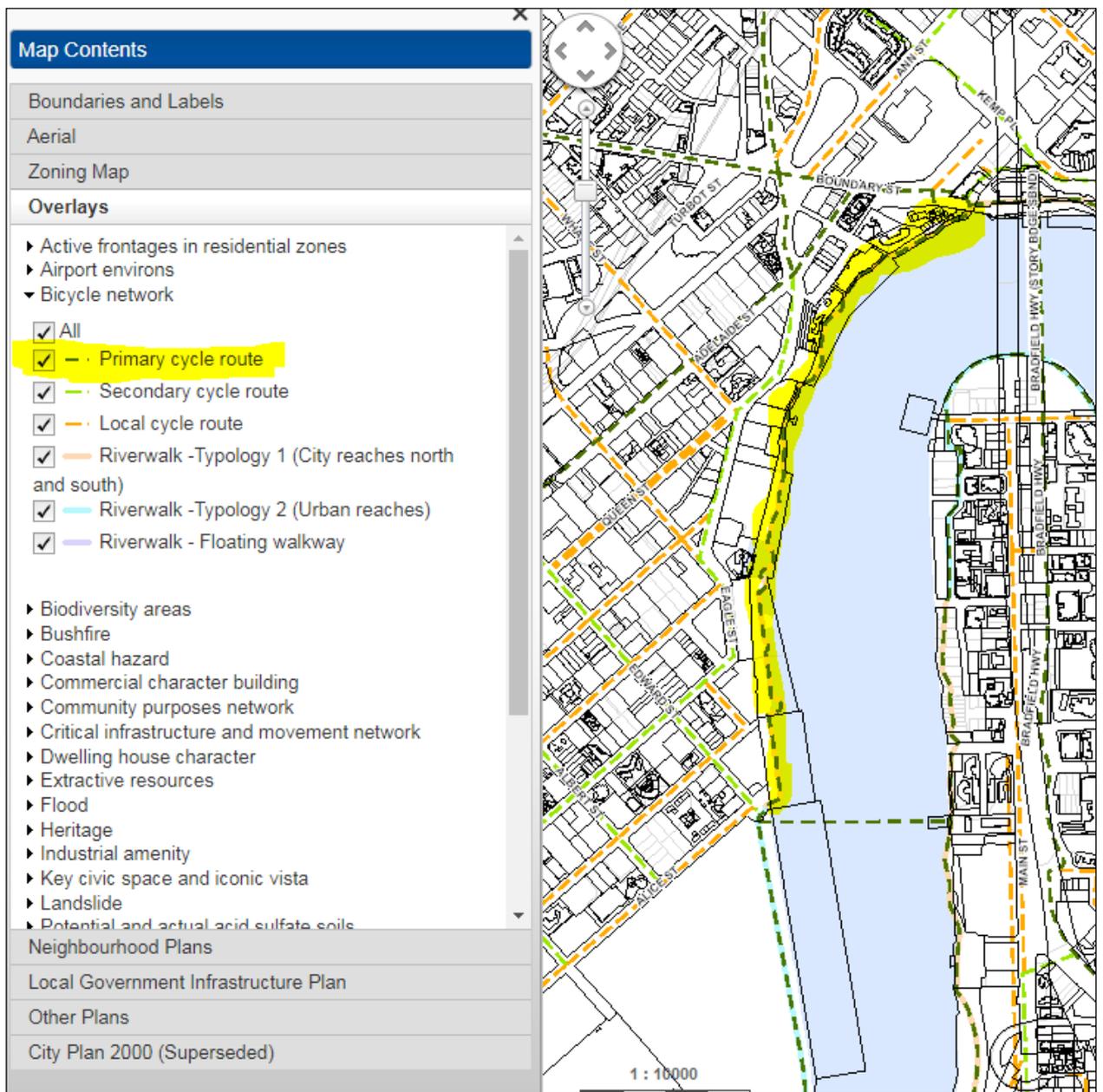


Figure 4 – Brisbane City Council City Plan 2014

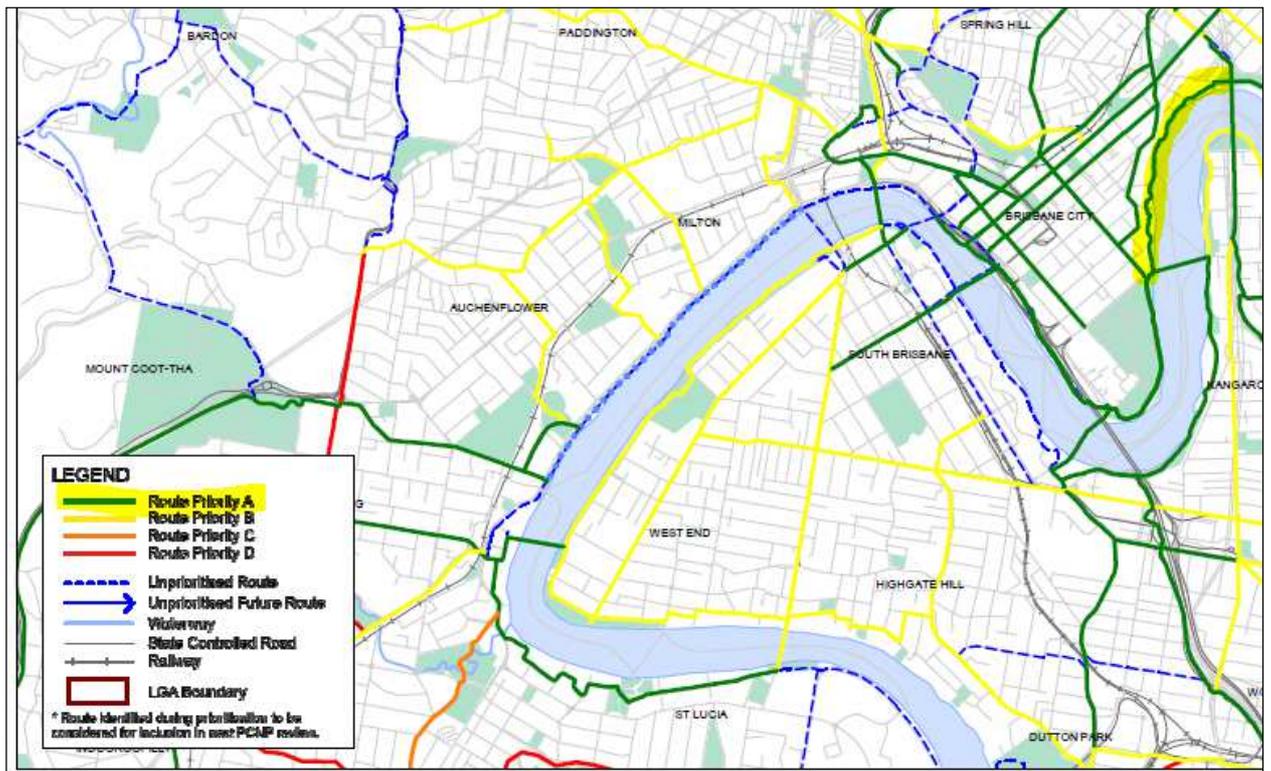


Figure 5 – Transport and Main Roads Principal Cycle Network Plan



Figure 6 – Masterplan document showing, people on bicycles riding towards and weaving between pedestrians



Figure 7 - Howard Smith Wharves, main active transport corridor



Figure 8 - Southbank Promenade

## 7 Separating cyclists from pedestrians

The most effective way to increase the capacity of off-road facilities for cyclists and pedestrians of 4.0 m width and above is to separate the user types by providing a separate footpath and a separate bicycle path.

### 7.1 *The benefits of separation: increased capacity, safety and LOS*

Separating cyclists from pedestrians recognises the speed differential between cyclists and pedestrians and reduces the number of delayed passings that cyclists experience along a path.

Separation improves the safety and sharing difficulties between the different user groups by providing clearly defined operating space designed to cater to their particular operating characteristics.

Separation also allows cyclists to maintain more comfortable speeds, reduces the potential for conflict between cyclists and pedestrians and improves the level of service for pedestrians, especially elderly pedestrians or those with a disability.

### 7.2 *Effective separation requires effective design*

Refer to the department's *Road Planning and Design Manual* Volume 3, Part 6A for guidelines for separating cyclists from pedestrians.

Figure 9 – Transport and Main Roads , TN133 page 8



Figure 10 – people on foot spreading out to fill space