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28th March 2024

Dear Ms Brooks,

Re: Draft Active Transport Strategy

Thank you for the opportunity to provide feedback on Clarence Valley Council's draft Active Transport Strategy.

Bicycle NSW has been the peak bicycle advocacy group in NSW for forty-seven years and has more than 30 affiliated local Bicycle User Groups. Our mission is to *'create a better environment for all bicycle riders'*, and we support improvements to facilities for pedestrians and cyclists. We advocate for new cycling routes to provide connections to jobs, schools and services for daily transport and recreation trips. Bike riding provides a healthy, congestion-reducing, low-carbon form of travel that is quiet, efficient and attractive for all ages with the correct infrastructure design.

Bicycle NSW considers the draft Active Transport Strategy to be of a very high standard. The document provides an excellent foundation for Council's development of active transport facilities over the next 10 years. It replaces the outdated PAMP and 2015 Bike Plan. The clear set of actions and projects will support advocacy for Council and State Government funding and assist all stakeholders to deliver works on the ground.

We strongly support Council's vision for the community to be 'supported in living healthy, wellconnected lives with active transport available to all.'

Active travel projects that stitch the suburbs together and enable people of all ages and abilities to get around without a car are more sustainable than megaprojects. Such projects have big benefits, and not only for reducing pollution and congestion. Active mobility improves public health, activates high streets, helps build social connections and addresses inequality.

In a region where 5% of households have no access to a car and many struggle to afford one, transport poverty is a serious issue. 25% of households have a weekly income below \$650, more than the NSW average of 16%ⁱ, and inequality is likely to widen further with rising housing and transport costs. If education facilities, workplaces and community facilities can be accessed safely on foot or by bike, families can be released from the financial burden of owning multiple cars.

In this submission, we draw attention to the **highlights** of the Strategy and make some **recommendations** to inform the final version

There are some gaps in the strategy, particularly relating to tourism. Bike riding facilities are proven to attract tourists and support the visitor economy. New businesses support eco-, active and adventure tourism while existing businesses benefit from increased passing trade and foot trafficⁱⁱ. Rural cycling, tree canopy and shade, safe speed limits and multi-modal transport also need more attention.

The Strategy highlights:

- The barriers to walking and cycling, and the key actions to create <u>Better Streets</u>, are clearly articulated (Page 11)
- Connecting neighbourhoods through small interventions is prioritised over big picture projects. These smaller changes raised crossing, complete footpaths, kerb cuts in the right places make a big difference to access at a relatively low cost, and allow people to walk and cycle safely to their front door (Page 31).
- A transport mode hierarchy is front and centre of the plan (Page 20). People on foot, public transport and bicycle are prioritised in the townships. On regional and rural roads buses and freight come first. Where walking and bike riding is accommodated, this will be on a separated piece of infrastructure parallel to the main corridor. Council is to be congratulated on articulating two hierarchies that will help in making consistent and transparent decisions about road space allocation. Of course, Council proposals to change streets are bolstered by the <u>Road User Space Allocation Policy</u>, published by Transport for NSW in early 2021. This policy provides local and State governments with a powerful lever to prioritise road space for active transport.

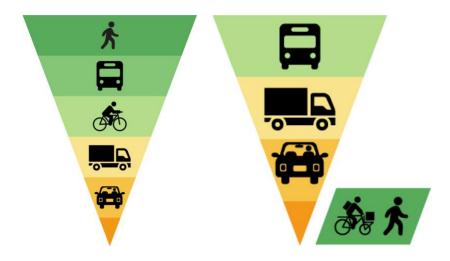


Figure 1: Clarence Valley's mode hierarchy for townships (left), and regional roads (right) is clearly expressed (Source: Clarence Valley Council)

- The background research and community engagement has been well summarised.
- There are clear and ambitious numerical targets for future mode share, active travel to school, annual spend, annual expansion of the path network and road trauma reduction (Pages 17 and 77). Council makes a strong commitment to measure, monitor and improve. The Strategy does not give in to the 'tyranny of distance', so often used as an excuse not to invest in active transport infrastructure in regional areas. Data shows that 72% of resident of the LGA live in 1% of the land area and many trips are short. 40% of work trips are under 5km and the Strategy aims for 20% of these to be walked or cycled by 2040.
- The strategic context has been presented clearly although it should be updated to highlight two important recent documents the new <u>Future Transport Strategy</u>, which has a key ambition to reduce car reliance and prioritise active, public and multi-modal transport options, and the December 2022

<u>Active Transport Strategy</u> which strives to double walking and cycling trips and deliver 100km of new cycleways by 2028.

• The active transport 'toolkit' (Section 6), based on the latest NSW Government policies and Austroads guides, will be very useful for getting all stakeholders to work on the same page. The series of default templates (Appendix 1) provides a starting point for any project to design new or revitalized streets.

We suggest supporting the cross-section diagrams with images and photos of existing facilities to clarify the typologies. This will help the lay community understand Council's aspiration to deliver best-practice infrastructure.

If possible, identify the most suitable typology for each of the Stage 1 projects. Bicycle NSW has been very impressed by recent strategies for regional LGAs by Currajong such as the excellent <u>Narrandera</u> <u>Active Transport Plan</u>. The priority projects in each township are drawn up as part of the plan so council staff in other units know exactly what is needed.

- There is an excellent focus on walking. Walking is the primary active mode and safe comfortable facilities for walking are essential to support the use of public transport. The walkability checklist will be very useful for Council project planning. Note that **safe places to cross the road near bus stops** must also be included in the checklist.
- Accessibility for residents of all ages and abilities is clearly a priority. It is encouraging to see such support of emerging forms of micromobility. This covers more than e-bikes and e-scooters. A wide range of mobility aids which will be increasingly important as the population ages.

All types of bikes should be accommodated by the infrastructure, including cargo bikes and tricycles. Cargo bikes will increasingly be used for deliveries and have huge potential to play a key role in a sustainable transport system. Non-standard bikes such as hand-cycles, recumbents and wheelchair bikes offer disabled people independent mobility but are a rare sight on urban streets due to barriers caused by poor urban design. Any measures enabling cycling by disabled people will support a growth in cycling by novice cyclists, children and older people, and improve conditions for those using mobility scootersⁱⁱⁱ.

- The strategy contains important actions to integrate walking and cycling into new developments, road renewal projects and streetscape upgrades through changes to local planning instruments. The ambition for bike parking is excellent (Page 41)!
- Bicycle NSW strongly supports the action to lower speed limits, both in townships and on regional roads. However, there is no details on what the future speed limit should be.
- The network plans are very clear. All stakeholders can see exactly which streets are proposed for new and upgraded paths, and can maintain a sharp focus on getting projects delivered. Bicycle NSW is unable to make detailed comments on the chosen routes as we are not familiar with the Clarence Valley towns. We defer to local advocates for this more granular feedback.
- The initiatives to encourage behaviour change are very important (Page 46). Green Travel Plans will support new modal choices, and it is great to see Clarence Valley Council starting with its own staff! Cycle training, cycling promotion, good maps and info, and cycling events all feature in the actions. It is important to fund this and provide adequate resources for Council staff or these soft programmes can lag behind delivery of infrastructure.

Alongside Ride2School and Ride to Work days, a programme of proactive community initiatives should be developed to help residents build cycling skills and confidence, understand the network as it is

delivered, and share the road more safety, whether walking, rolling or driving.

Clarence Valley Council should mobilise its artistic capital to create inclusive, fun street activations that connect people and places whilst leaving out the cars. Not only does this stimulate street business and assist with post-COVID recovery through concentration of human-paced traffic; it also warms the community to the significant social and retail benefits of walkable, liveable streets.

Some recommendations for the final Strategy:

• Keep the pipeline of shovel-ready active transport projects stoked

The Action Plan is very detailed and clear but steady progress is needed. Council should always aim to have several projects ready to construct if funding becomes available. Cycleways and new footpath infrastructure represent a substantial investment. It is much easier to apply for funding and secure grants for projects if detailed design and community engagement is complete

Remember, projects to reconfigure streets and develop green corridors are not just about cycling. Council must factor in health, wellbeing, reduced trauma, reduced noise and increased tree canopy when assessing business cases and applying for grants.

• Aim to separate bike riders from vehicles and pedestrians on more routes

Bicycle NSW does not generally support shared paths in the road-related environment. There are several reasons why shared paths are not appropriate for important and well-used sections of a cycling network. These include conflict between people walking and cycling, which will get worse as population and active travel increase; the loss of verges, vegetation and, in some instances, mature trees; the uncomfortable pinch points caused by bus stops, power poles and retained trees; and constant interruptions when crossing side streets where vehicles effectively have priority. Importantly, no attempt is made to change the dial on car use when bicycles are squeezed into pedestrian spaces. By leaving the road between the kerbs as the unchallenged domain of private cars, with wide vehicle lanes and ample parking, car travel is encouraged, unsafe speeds are common and the modal shift needed to meet climate, health and liveability imperatives may not occur.

Segregated bicycle paths have many benefits over shared paths:

- People riding bikes are separated from pedestrians and vehicles, reducing conflict.
- · Street trees and green verges are not impacted.
- The narrower vehicle lanes will slow traffic, reducing noise and improving safety for all road users.
- No additional asphalt is required, reducing issues with urban heat and stormwater.
- Sufficient space is created to enable a significant modal shift to active transport.
- New landscaping and important pedestrian safety features such as kerb extensions can be incorporated into the buffers and the parking lanes.
- The cycle paths can be prioritised over driveways and minor road intersections.
- · Motorists exiting driveways have a better sightline to approaching cyclists, improving safety.
- · Dedicated bicycle paths are proven to entice new riders of all ages and abilities

Shared user paths will continue to be appropriate for off-road green corridors and along busy roads with very low pedestrian activity. It is important to future proof shared paths by allowing for increased demand at the outset. Paths should be wide enough for overtaking and must accommodate a range of mobility options such as cargo bikes and disability scooters. A minimum width of 2.5m should be achieved at all times with

extra width considered where volumes of people walking and cycling may be high^{iv} (see Figure 2). It is important that faster cyclists can overtake and that pedestrian comfort is never compromised. In busy areas, or on steeper sections, paths should be wide enough to provide separate space for pedestrians.

Bicycle NSW recommends referring to the new Cycleway Design Toolbox^v and the 2017 Austroads Cycling Aspects of Austroads Guides (AP-G88-17) to ensure that the paths are constructed to current best practice.

Figure 2: Suggested shared user path widths (Source: Austroads Guide to Road Design Part 6A: Paths for Walking and Cycling AGRD06A-17

	Suggested path width (m)		
	Local access path	Regional path ⁽³⁾	Recreational path
Desirable minimum width	2.5	3.0	3.5
Minimum width – typical maximum	2.0 ⁽¹⁾ - 3.0 ⁽²⁾	2.5 ⁽¹⁾ - 4.0 ⁽²⁾	3.0 ⁽¹⁾ - 4.0 ⁽²⁾

1. A lesser width should only to be adopted where cyclist volumes and operational speeds will remain low.

2. A greater width may be required where the numbers of cyclists and pedestrians are very high or there is a high probability of conflict between users (e.g. people walking dogs, in-line skaters etc.).

3. May be part of a principal bicycle network in some jurisdictions.

• Improve safety on rural roads linking smaller towns and villages

There is little discussion in the strategy of improving facilities for riding on regional roads. It is recognised that a small percentage of 'strong and fearless' bike riders prefer the direct routes offered by busier roads and are comfortable in traffic. Cycling can be made safer on these roads with wide shoulders, reduced speed limits, forward stop lines at intersections, head start green lights, and regular maintenance to ensure smooth surfaces. In the longer term, separate cycle paths should be developed along key routes as per the Regional connectors shown in Figure 26.

• Make every residential street a cycle street

In 2016 BIKEast prepared the case for *Safe-street Neighbourhoods*^{vi}. This strategic document has been endorsed by Bicycle NSW and outlines ideas to slow traffic on residential streets to provide a convenient network of cycling routes that complement and connect the priority separated network on key corridors. It is an urban design-based approach to tame the behavior of motorists and make local streets safe for everyone to share and enjoy. Specific design initiatives include:

- Introduce 30km/h speed limits for residential streets and local high streets
- Implement initiatives to reduce traffic volumes such as street narrowing or closing off some streets (while retaining filtered permeability for people walking or riding bikes)
- Primarily serve residential needs while maintaining essential vehicular access
- Re-landscape land currently covered in bitumen.

This approach aligns with the 'quietway' treatments outlined in the Cycleway Design Toolbox^{vii} which suggests a range of traffic calming interventions applied to ensure very slow vehicle speeds and low traffic volumes.

Calming traffic, lowering speeds and putting people first is fully supported by the <u>Better Streets for New</u> <u>South Wales</u> campaign, launched in November 2022.

• Reduce speed limits to 30km/h for all local streets and shopping areas and 80km/h on undivided regional roads.

The Vision Zero goal of lowering speed limits to 30 km/h on residential streets and around schools and town centres is considered international best practice and is gaining momentum in Australian and New Zealand. This approach includes pedestrian zones, physical separation between bicycle and car traffic, data-based traffic enforcement and behaviour-change education^{viii}. The British Medical Journal^{ix} found that the use of 20mph (32km/h) over a twenty-year period from 1986–2006 significantly improved road safety for users of all transport modes and ages.

The rate of children under 15 years old being killed and seriously injured dropped by 50% in areas where the speed limit is reduced to 20mph (32km/h). Most Australians already support lowering speed limits in neighbourhoods^x. Acceptance usually increases after implementation, as has been the case in countries like the UK and Germany. Several 30km/h trials run in Melbourne and New Zealand before 2020 have been successful. Popularity increased further after people experienced the benefits^{xi}. The UN resolution of August 2020^{xii} urged all countries to adopt 30 km/h limits in areas where people are walking and playing.

There is sufficient evidence from Australia and overseas that low speed environments improve safety and amenity. Another huge benefit of lower speed limits is that vehicle lanes can be narrowed, allowing more road space to be reallocated to wider footpaths and landscaping.

The <u>NSW speed limit guidelines</u> have recently received a much-needed update. We now have official recommendations for 30km/h speed zones and it is easier for councils to implement change.

• Use temporary materials to demonstrate best-practice infrastructure

Bicycle NSW suggests that Clarence Valley Council uses pop-up methods to trial separated cycle paths and other streetscape interventions such as outdoor dining areas and parklets. Temporary materials can be installed quickly (Figure 3) to show how unfamiliar infrastructure can fit into the street. Use can be observed over several months, and any issues resolved before permanent infrastructure is constructed.



Figure 3: Pop-up infrastructure in Sydney (Source: Bicycle NSW / Randwick Today)

• Develop sensational facilities for cycle tourism

Cycle tourism has enormous potential to attract visitors to regional areas and provide business opportunities for local residents.

<u>Rails trails have been championed by Bicycle NSW</u> over many years and completed projects are bearing fruit for communities. The Northern Rivers Rail Trail has been a catalyst for the Tweed Valley becoming an

important hub for cycling. The Tumbarumba to Rosewood trail has brought a constant flow of visitors to small villages in the area since it opened in 2020, supporting 9 new businesses^{xiii}. Tourism on the <u>Brisbane Valley</u> <u>Rail Trail</u> (BVRT) is going from strength to strength.

Discussions have begun about the <u>Tallowood Rail Trail</u> from Glenreagh towards Ulong. However, this is not mentioned in the draft Strategy.

Dedicated infrastructure is not always required for tourist routes. Establishing a series of waymarked routes on scenic back roads and publishing maps and resources to promote cycle touring will draw cyclists from far and wide and support a vibrant rural economy. The <u>Central West Cycle Trail</u> near Dubbo provides a 400km waymarked loop that has revitalised several country towns since April 2020^{xiv}, attracting thousands of cyclists to the area for a 5- or 6-day adventure. It is important to work closely with neighbouring LGAs to facilitate longer touring routes.

Mountain biking is also very popular. The Blue Derby trails in north-eastern Tasmania provide an excellent example of bike tourism bringing economic benefits for local communities. \$3.1 million was invested in mountain bike trails in 2015. Now, more than 30,000 tourists visit the trails each year, injecting more than \$30 million back into the Tasmanian economy^{xv}.

Share bike rental hubs should be provided in tourist centres to ensure access to the trails for all visitors. Facilities for e-bike charging, bike maintenance and bike storage need to be created in key locations.

• Promote multi-modal options for local and regional trips

Multi-modal connectivity will improve access within <u>and</u> beyond the LGA for residents of all ages and abilities. The seamless integration of buses, light rail, shared cars, cycleways, secure bike parking and highquality pedestrian realm is key to making active and public transport attractive alternatives to the private vehicle for more trips, more often.

Bikes must be boxed and weigh under 20kg to be accepted onto regional train services to Grafton. Only a limited number of bikes (usually 5) can be carried on each train. Many bicycles, such as e-bikes and tandems, do not fit within the size and weight limits. This is a serious impediment to bike-related tourism, particularly as e-bikes grow in popularity, opening up cycle touring to a much broader demographic.

Bicycle NSW has <u>campaigned to change the boxing rule</u> and there has been some progress, with a small trial announced for the Dubbo XPT. We urge Clarence Valley Council to advocate for roll-on bike on trains. The Member for Clarence, Richie Williamson, has indicated that he will support this at NSW Parliament.

To augment multi-modal transport, Council should work with bus operators to allow carriage of cycles on **front-mounted bike racks**. This is common in Canberra and parts of Victoria and would unlock car-free mobility across the Clarence Valley where most communities are served only by bus. In addition, Council should explore exciting opportunities for micromobility technologies to support multimodal end-to-end journeys, such as shared scooter and e-bikes.

The bike can break down the last mile barrier to public transport access at each end of the trip. Facilitating multi-modal transport options may help households reduce the number of cars owned, and the cost of living.

• Be strong about removing street parking spaces in town centres

Removal of street parking will be necessary in places to create safe raised crossings, wide footpaths and shared paths, and new social spaces. Council must be strong when faced with resident opposition. On-street

parking is fundamentally the storage of private property in the public domain. Free and abundant parking encourages car use for short local trips. Filling public space with car parking reduces opportunities for creating attractive places for people that are proven to have higher economic and social benefit.

Remember that the best places always have a parking problem! Council should concentrate on making the best possible use of public space to create town centres that people will flock to, even if they have to park off-street in a private facility or a find a street space a little further away from their destination.

• Prioritise pedestrians and cyclists at all intersections

Traffic light phasing and sensors must favour active modes to encourage more people to walk and cycle. In line with the Road User Space Allocation Policy and other State and Council strategies, small delays to vehicle traffic should never prevent the delivery of safer, more efficient and more attractive active transport infrastructure. Pedestrian and bicycle level of service should be optimised with the following features:

- Instant green on demand for pedestrians and bicycles at mid-block crossings, with induction loop detectors for bicycles/wheelchairs/mobility scooters and fully accessible push buttons.
- · Longer crossing times so that pedestrians of all ages and abilities have time to cross safely and without stress.
- Automatic green for pedestrians/bicycles at all signalised intersections so there is no need to press a 'beg button'
- · Raised crossings at unsignalised intersections will slow cars and improve safety.
- Bicycle paths must continue across the raised and signalised crossings so people riding bikes are not required to dismount.

• Ensure that children can walk and cycle safely to school

According to the NSW School Safety Survey, 36% of parents don't let their children walk or ride to school due to unsafe road crossings. 25% of Australian children aged 2-17 and 67% of adults are considered overweight or obese. Obesity linked to physical inactivity is a major contributor to type 2 diabetes with estimates showing that eliminating obesity from the population can potentially reduce the incidence of diabetes by over 40%.

Safe paths to school were unanimously voted as the 'most achievable goal for active transport' at the 2022 Transport for NSW Mobility Summit. A key <u>Better Streets</u> ask is that 75% of children walk, cycle or use public transport to get to school. Safe paths to school can be rolled out rapidly and cheaply through relatively minor adjustments to existing infrastructure. New pedestrian crossings, greater pedestrian priority at intersections, continuous raised footpaths across minor intersections and footpath upgrades with pram ramps, landscaping and seating will encourage more walking and cycling.

• Increase tree canopy cover over the walking and cycling network

Climate change is causing an increase in hot weather across NSW. <u>Maximum summer temperatures on the</u> <u>North Coast</u> are predicted to increase by 2.1°C by 2070 when 30 annual hot days over 35°C are likely. It is essential to create a tree canopy over footpaths and shared paths to ensure that they are comfortable to use in the warmer months, allowing opportunities for exercise and mitigating the health impacts of inactivity, such as diabetes and heart disease. The correct trees for the climate, soil and topography must be selected, and an adequate maintenance programme instigated. We recommend that Clarence Valley Council follows the research being undertaken into heat resilient street trees at Western Sydney University through the <u>Which Plant Where?</u> Project.

• Create physical and digital mapping to highlight walking and cycling routes

Wayfinding must support visitors by clearly articulating and communicating the most efficient and safest way to reach a destination on foot or bike. Active transport is often inhibited by a lack of knowledge about attractive and convenient routes. Even life-long residents of a neighbourhood may not realise that a trip could be completed more quickly and efficiently on foot than by car. Signage style for wayfinding should be consistent throughout each town and reflect the diversity of the community.

• Develop compelling storytelling and communications strategies

Communicate proposed changes to residents in terms of road safety, children's independence, traffic calming, noise reduction, business improvement, environmental amenity improvements. Avoid focusing on what bike riders or pedestrians gain, or highlighting the number of car parking spaces lost. The <u>Better</u> <u>Streets</u> alliance has resources to help frame projects in a way that will bring everyone on board.

Conclusion

Since 2018, there has been a seismic shift in NSW Government policy direction, framed by innovative thinking around 'place' after 70 years of car-centric planning to the detriment of community, urban amenity, walkability, public health and air quality. There is clear agreement from all sides of politics that walking and cycling are essential to enable a healthier, less car-dependent future.

Bicycle NSW wishes to stress that this is the best moment in recent years for local and State governments to collaborate to create a truly transformational network for cycling, but there is no time to waste.

We look forward to reading the final Active Transport Strategy and working with Clarence Valley Council to progress the delivery of high-quality walking and cycling infrastructure.

Please reach out with any questions or help needed. If requested, Bicycle NSW would be delighted to assist with advocating for new bicycle facilities through our connections with politicians, Transport for NSW and neighbouring councils.

Yours sincerely,

Sach Tichbrd.

Sarah Bickford

Active Transport Planner Bicycle NSW

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Peter McLean

Chief Executive Officer Bicycle NSW

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