



INVESTMENT IN ACTIVE TRAVEL IS INVESTMENT IN WELLBEING

PEDAL POWER SUBMISSION: ACT 2021-22 BUDGET



PEDAL POWER AT A GLANCE



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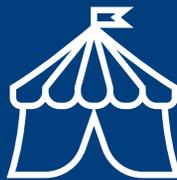
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Direct engagement with more than 15,000 Canberrans



Delivering major **cycling events** and regular social rides across Canberra



The trusted voice for **better cycling conditions** since 1974

WHY INVEST IN ACTIVE TRAVEL?

Cycling makes a strong contribution to personal and community wellbeing. Investing in active travel facilitates better outcomes for Canberrans.



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Pedal Power ACT acknowledges the Traditional Custodians of the Ngunnawal land on which we live, work and ride. We pay respect to Elders – past, present and emerging – and acknowledge the important role Aboriginal and Torres Strait Islander people continue to play within our community.

INTRODUCTION

The Covid-19 period and its aftermath represents challenges and opportunities. 2020 saw a major growth in cycling in the ACT. Sales of electric bikes, and bikes generally, took off and remain strong. The 'electric bike revolution' has the potential to significantly change attitudes to cycling, especially cycling to work. The stimulus package of 'screwdriver-ready' projects resulted in much-needed repairs, upgrades and additional paths to the cycle network, as well as highly effective job creation.

These trends support an increase in cycle commuting and bike riding generally, provided we follow through with improved infrastructure capable of handling the increased traffic that can be expected.

The ACT Government asked what it can do to improve community wellbeing. Cycling makes a strong contribution to the personal wellbeing of Canberrans – it improves outcomes in access and connectivity, by providing a means of social engagement through shared activity; for environment and climate, by offering a zero emission means of transport; for health, both mental and physical; for safety, when good infrastructure allows people to cycle for recreation or transport in a safe environment, while reducing road congestion; and for a sense of identity, belonging and social connection, as an avenue for social participation.

The current Parliamentary and Governing Agreement includes constructive ideas for expanding and improving the cycle network. In addition, a number of valuable projects have been funded, or partially funded, under past budgets (including contributions by the

Federal Government) and are awaiting the go-ahead or the completion of the feasibility/design studies.

ACT Government sought community ideas for the Covid-19 recovery in the immediate future, and suggestions for infrastructure projects over the coming four years. In respect of the Covid-19 recovery, stimulus funding for repairs and upgrades of paths was very successful. These projects were mounted quickly, required minimal planning, and had high employment intensity. We suggest the program continue through 2021-22, and have outlined recommended projects on page 18 of this submission.

INTRODUCTION

This submission contains Pedal Power's five key recommendations for cycling expenditure over the coming four years:

- 1. Path maintenance** – To raise then maintain our path network to good condition, the existing maintenance funding should increase from the current \$5.9 million to \$9.5 million in 2021-22. Going forward, there must be a minimum annual increase of \$5 million, to be informed by a path assessment undertaken as part of a rolling Strategic Asset Management Plan.
- 2. Capital works** – To deliver the active travel commitments within the current Parliamentary and Governing Agreement, the 2021-22 Budget should rebalance the roads and active travel budgets. \$20 million, or 20 per cent of the roads budget (whichever is higher) should be allocated to dedicated active travel works. Additional critical projects are outlined on page 18.
- 3. Strategic planning** – Robust policy planning around active travel investment should include measurable accountability indicators. Reliable data collection should be incorporated into all new active travel infrastructure programs. A mechanism for accurate recording and reporting of active travel collisions should be developed.
- 4. Changing travel habits** – supporting Canberrans to take up active travel provides better wellbeing outcomes for Canberrans. Supporting a shift to active travel needs strong communication and the right infrastructure in the right place.

- 5. Cycle tourism** - Increasing the number of cycling related visitors and the length of their stay in Canberra can be achieved by implementing the Stromlo Forest Master Plan.

Further detail on Pedal Power's recommendations is contained in this submission.



Chief Executive Officer
Pedal Power ACT

11 June 2021

BUDGET PRIORITIES AND RECOMMENDATIONS

Path maintenance and upgrades



BUDGET PRIORITIES AND RECOMMENDATIONS

Path maintenance and upgrades

The ACT's network of paths (around 3,000 kilometres) is a significant public asset, highly valued by the community. This value has recently increased with higher demand on the network due to factors such as Covid-19 and more e-scooters/e-bikes, resulting changes in community behaviour.

However, Canberra's shared path network is rapidly aging, and needs urgent attention. Shared paths are becoming increasingly hazardous and their condition is deteriorating to the point where reconstruction is sometimes required. Despite this, the level of funding for path maintenance (around \$6 million per annum) has remained largely unchanged for many years.

Pedal Power notes that Roads ACT recently commenced a condition audit of shared paths (700 kilometres of the network completed by March 2021). We support the speedy completion of this work to provide a baseline on the condition of the network. This would inform a Strategic Asset Management Plan, incorporating a rolling program that assesses the condition of the network to guide maintenance interventions.

In anticipation that the path condition assessment will identify a substantial proportion of Canberra's path network requiring remediation, Pedal Power urges that an immediate boost of funding be provided to address the most critical works across the network, initially to the principal routes. We also urge that a substantial annual increase in funding be provided to

bring the whole shared path network up to a good standard over the next three years.

The Budget must provide for the machinery and equipment that is required to conduct ongoing path assessments into the future.

Further, while ACT Roads maintains a structured sweeping program for roads, there is no comprehensive sweeping program of the path network. More sweeping machines and staff resources are required to provide a safe and well-maintained network.

Strategic and accountability indicators must be established to measure progress against the proactive maintenance program. These indicators should measure progress towards a path network in good condition. This work should commence with the principal routes, followed by main community routes.

BUDGET PRIORITIES AND RECOMMENDATIONS

PATH MAINTENANCE AND UPGRADES (CONT)

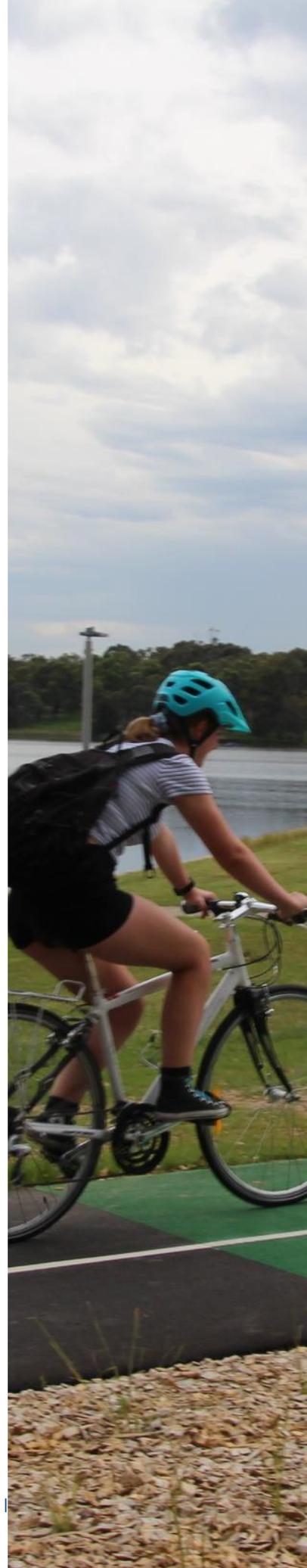
RECOMMENDATIONS

1. Maintenance funding should increase from the current \$5.9 million to \$9.5 million in 2021-22. Going forward, there must be a minimum annual increase of \$5 million, to be informed by a path assessment undertaken as part of a rolling Strategic Asset Management Plan.
2. A Strategic Asset Management Plan should be directed at rehabilitating the path network and then maintaining it. This work should be initially focused on the principal routes, followed by the main community routes. 90% of the path network should be assessed as being in 'good condition'.
3. Funding should be allocated to purchase all additional machinery and equipment to conduct the ongoing path assessment, for the purpose of conducting ongoing path assessments, and adequately sweeping and maintaining the network.

PATH MAINTENANCE AND UPGRADES					
Active Travel Items	2021-22 \$m	2022-23 \$m	2023-24 \$m	2024-25 \$m	4 year Total \$m
Path Maintenance and Upgrades	9.5	14.5	19.5	24.5	68

BUDGET PRIORITIES AND RECOMMENDATIONS

Capital expenditure on active travel infrastructure



BUDGET PRIORITIES AND RECOMMENDATIONS

Capital expenditure on active travel infrastructure

To reflect the active travel commitments within the current Parliamentary and Governing Agreement, the 2021-22 Budget should fund:

- Construction of an off-road shared path along Sulwood Drive
- Commencing design and construction of the Garden City Cycle Route
- Commencing design and construction of a Woden to city separated cycleway
- Extension of the Belconnen bikeway.

In addition to these major projects, the 2021-22 Budget should include funding for critical infrastructure identified by the cycling community. Pedal Power’s recommendations for key capital works are found on page 18, and include missing links in the network, separated cycleways, upgraded crossings, path upgrades, and safety measures.

current Parliamentary and Governing Agreement, capital expenditure on dedicated active travel infrastructure should be a minimum of \$20 million, or 20 per cent of the roads and parking budget, whichever is higher.

2. Annual reporting of active travel expenditure to the Assembly should be established against this \$20 million or 20 per cent target. This reporting should identify only dedicated active travel infrastructure. Roads resurfacing and other projects which do not have a primary purpose of facilitating active travel should not be considered active travel infrastructure.
3. A multi-year program of work should be developed in consultation with active travel groups to address priority infrastructure needs. An indicative list of priority cycling infrastructure projects is provided on page 18.

RECOMMENDATIONS:

1. A program of infrastructure planning and works that rebalances the roads and active travel budgets. In line with the

CAPITAL EXPENDITURE					
Active Travel Items	2021-22 \$m	2022-23 \$m	2023-24 \$m	2024-25 \$m	4 year Total \$m
Capital Expenditure including ACT Government commitments as well as missing links, separated cycleways, upgraded crossings, path upgrades, country roads improvements, group and service centre connections. Includes data collection infrastructure.	20.0	20.0	20.0	20.0	80.0

BUDGET PRIORITIES AND RECOMMENDATIONS

Strategic planning



BUDGET PRIORITIES AND RECOMMENDATIONS

Strategic planning

Resourcing must be allocated to complete critical policy works supported by reliable measurement data.

Accountability indicators

Accountability indicators must be established to measure active travel initiatives. This should include clear definitions of 'active travel' investment and should set out clear methodology and standards for measuring the value of investment.

Targets should be set to regularly assess the condition of existing paths, the volume of path usage, as well as the distance of new paths constructed.

Data

Resourcing should be provided to improve active travel data collection across the ACT, including through a Household Travel Survey and the Australian Walking and Cycling Participation Survey. This data collection should have the ability to distinguish between active travel modes.

Reliable data collection infrastructure (such as bike barometers) should be installed to assess the "before and after" impacts of new active travel investments.

Work should be undertaken to improve the accuracy of data around active travel collisions on ACT roads and shared paths (currently only hospital admissions and police reports are considered).

Policy

Resource the completion of the ACT's key active travel policies:

- The frameworks that support the Transport strategy: (the Investment, Movement and Place, and Safe Systems Frameworks)
- Updating the active travel policy framework

- Completion of the end-of-trip facilities code.

Deliver a community-driven 10 year walking and cycling infrastructure priority plan as per current Parliamentary and Governing Agreement

Research and pilot new, best practice design for intersections that prioritise walking and cycling.

RECOMMENDATIONS:

1. Resourcing should be allocated to undertake all committed policy works.
2. Resourcing should be allocated to improve data collection of active travel participation, and active travel crashes.
3. Accountability indicators and targets for active travel investments should be established with appropriate community consultation.

Additionally, in the context ACT Labor's commitment to prioritise walking and cycling by trialling "new ways to of using roads most efficiently move people and goods while better supporting sustainable transport modes" and to "look at best practice road and intersection design and protected cycle ways", Pedal Power recommends that the redevelopment of the Woden precinct represents an ideal opportunity to test the forthcoming movement and place framework. Redevelopment works include:

- planning for the new CIT and bus interchange and eventual arrival of light rail to Woden
- expansion of the Woden Hospital
- the urban renewal currently underway in Woden.

Pedal Power recommends this involves a study of the demand for people movements to and from the town centre and hospital, and the active travel infrastructure needed to cope with the increased demand we expect from electric bikes and scooters.

BUDGET PRIORITIES AND RECOMMENDATIONS

Changing travel habits



BUDGET PRIORITIES AND RECOMMENDATIONS

Changing travel habits

Supporting Canberrans to take up active travel increases social and workforce participation. It improves wellbeing, it reduces transport emissions, it reduces households' cost of living, and it creates jobs.

Many trips currently made by car could shift to cycling. 38% of all trips in the ACT made by car are less than 10km, 5% are less than 2.5km.

Investment in paths and cycling infrastructure should be supported by programs that actively inspire, encourage and assist more people to ride more often.

- b. Maintain the e-bike library
- c. A 'carer and child' cycle course
- d. Adult cycle confidence building
- e. Cycling tips and skills for targeted groups
- f. Expanding the Make the Move program
- g. Increasing police resourcing to investigate crashes involving vulnerable road users
- h. Expanding the Active Travel Office schools program and traffic-safe zones

RECOMMENDATIONS:

1. Develop and implement a regional education and communications program about active travel, focused on encouraging Canberrans to shift some private vehicle trips to active travel. This could include:
 - a. Delivering the 'car free day' commitment, whereby active travel events are held in regional town centres, commencing with a pilot in Tuggeranong. Some local streets would be closed to regular traffic as part of the event, with local residents encouraged to travel actively to the event. This could be incorporated into existing events such as South Fest.

CHANGING TRAVEL HABITS					
Active Travel Items	2021-22 \$m	2022-23 \$m	2023-24 \$m	2024-25 \$m	4 year Total \$m
Changing Travel Habits initiatives	1.0	1.0	1.0	1.0	4.0

BUDGET PRIORITIES AND RECOMMENDATIONS

Cycle tourism



BUDGET PRIORITIES AND RECOMMENDATIONS

Cycle tourism

Cycle tourism has a major role to play in establishing Canberra as ‘Australia’s Cycling Capital’. Canberra has significant potential as a destination for cycle tourism activities ranging from self-organised touring through to packaged programs or events that use cycling as the ideal means of discovering Canberra and the surrounding region. Cycle tourism is growing in popularity worldwide, and the ACT is well placed to build this increasingly competitive area of tourism and hospitality experience as part of its Covid-19 economic recovery.

The centrepiece of Canberra’s cycle tourism is Stromlo Forest Park (SFP). This unique Canberra asset offers road, track, and mountain biking experiences, along with an aquatic centre and dedicated running tracks. With strategic development, Stromlo Forest Park can become the preeminent centre for local, regional, national, and, eventually, international sport and cycle tourism, driving year-round visitation and tourism. However, a clear plan for future development of this vital asset needs to be developed in consultation with key park stakeholders. In the meantime, funding needs to be allocated to properly maintain the park, and to support the safe conduct of races and events at the park.

RECOMMENDATIONS:

1. Increase the maintenance budget for SFP by \$300k a year to keep up with trail and park maintenance.
2. Finalise the SFP Master plan, and the five recommendations of Pedal Power and the SFP User Group, starting with a north-south access route and the full criterium track extension, with a cycling, walking, and running link to the Holdens Creek underpass.
3. Additional funding for the initial stage of the Criterium Track extension out to Uriarra Road, which will allow safe cycle access to the park and a 6 metre wide road for events and races to depart the park, without impacting on vehicle access to the swimming pool or bike parking.
4. Develop ‘themed cycling experiences’, key trails for on and off-road cycling based largely on existing routes and fire trails, with funding for route continuity, safety and information, to include:
 - A fire trail network in Canberra Nature Parks and Reserves
 - A ‘National Attractions Trail’ including the integration of the national institutions and attractions in the Bike Stop program.

CYCLE TOURISM					
Active Travel Items	2021-22 \$m	2022-23 \$m	2023-24 \$m	2024-25 \$m	4 year Total \$m
Stromlo Forest Park maintenance	1.4	1.4	1.4	1.4	5.6
Finalise the SFP Master Plan	1	-	-	-	1
Additional funding for the Criterium Track extension	.4	-	-	-	.4
Themed cycling trails	1	1	1	1	4

PRIORITY INFRASTRUCTURE: MAJOR CAPITAL PROJECTS

BRINDABELLA

Sulwood Drive between Drakeford Drive and Athllon Drive: an east-west off-road shared path connection in Tuggeranong north. *[Contained in Parliamentary and Governing Agreement]*

Monaro Highway: separated cycleway between Isabella Drive and Canberra Avenue, constructed as part of highway improvements

GINNINDERRA

Belconnen Bikeway extension: complete Haydon Dr and Benjamin Way works as originally planned

Belconnen Way between Coulter Dr and Kingsford Smith Dr.

West Belconnen (Kippax) to Belconnen Town Centre.

Trunk path from corner of Kingsford Smith and Southern Cross, into Kippax to behind the new Ginninderry development

KURRAJONG

Fyshwick link from Canberra Ave to Dairy Flat Rd via Ipswich St: separated cycleway within the road corridor.

Garden City Route: access to Civic from Ainslie, Hackett and Watson *[Contained in Parliamentary and Governing Agreement]*

Molonglo to City 'superhighway' – Stage 1 City end including through ANU. *[Contained in Parliamentary and Governing Agreement]*

Haig Park: east/west cycle path on southern edge

Grevillia Park: car park was upgraded but without a shared path linking to the existing around the lake path. [Note: Federal stimulus funding in 2020-21 earmarked]

Lake Burley Griffin to Hindmarsh Dr via Red Hill: utilising Hopetoun Circuit, Stonehaven Cres, Mugga Way

Manuka to LGB via Telopea Park East including upgrade of crossing of Wentworth Ave

PRIORITY INFRASTRUCTURE: MAJOR CAPITAL PROJECTS

PRIORITY INFRASTRUCTURE: MAJOR CAPITAL PROJECTS (CONTINUED)

MURRUMBIDGEE

- Bridge over Weston Creek to link the Coombs path network to the CBR Route C5.
- Woden to Civic – separated bikeway on Adelaide Ave and Yarra Glen
- Athllon Dr/Sulwood Dr crossing: construct a subway to provide for the CBR Route C4 to pass under Sulwood Dr
- Realign C5 shared path along Eastern Edge of Weston Creek from Cotter Road underpass to Streeton Drive underpass (at Hilder St, Weston)
- Southlands: a separated cycleway along Heard St Mawson to connect the break in the north-south trunk route at Southlands
- Yamba Dr east side: extend off-road path from Carruthers St bridge to Launceston St
- Molonglo (north) to Belconnen Town Centre: a dedicated connection along John Gorton Dr to link the existing cycle network in Belconnen
- Melrose Dr – path upgrade
- Lake Burley Griffin path: prioritise all road crossings. e.g. Alexandria Dr and Hopetoun Crt

YERRABI

- Improve connections into Gungahlin Town Centre

PRIORITY INFRASTRUCTURE: MAJOR CAPITAL PROJECTS

PRIORITY INFRASTRUCTURE: SEPARATED CYCLEWAYS

Construct cycleways to separate bikes from fast moving traffic, provide more direct commuter routes and separate bikes from pedestrians on congested routes

ACROSS CANBERRA

Lake routes: provide for separation of bikes and pedestrians on the popular sections of the lake routes. We note that funding is already available for a feasibility study of the Lake Ginninderra path and widening the path is a Parliamentary and Governing Agreement commitment. This could be undertaken as a pilot exercise and repeated in other lake locations. Examples of suitable sites are:

- LBG – Parliamentary Triangle circuit, East Basin from Kings Ave Bridge to Kingston foreshore, Yarralumla adjacent to Royal Canberra Golf Club
- Lake Tuggeranong – eastern side from the northern end of the Lake to the pedestrian bridge at South Quay.
- Lake Ginninderra – eastern side through John Knight Memorial Park

MURRUMBIDGEE, KURRAJONG

Adelaide Ave: construct an off-road cycleway before construction begins on Light Rail Stage 2B – Civic to Woden.

KURRAJONG

Northbourne Ave: separated cycle path on both sides of the road in line with the City and Gateway Urban Design Framework.

PRIORITY INFRASTRUCTURE: MAJOR CAPITAL PROJECTS

PRIORITY INFRASTRUCTURE: UPGRADE PRIORITY CROSSINGS WHERE PRINCIPAL ROUTES INTERSECT WITH ROADS

Construct priority crossings, including raised crossings where appropriate, and redesign to ensure waiting vehicles do not block paths.

Kambah: where the C4 north-south path along Athllon Drive crosses Sulwood Drive. *[Note: advised that this issue is to be addressed as part of the Athllon Drive duplication]*

O'Connor: Miller Street/Macarthur Avenue

Lake Burley Griffin shared path: all road crossings, e.g. Alexandrina Dr near Hopetoun Circuit; Southern Cross Yacht Club entrances/exits.

ACTIVE TRAVEL STREETS

Converting side streets into cycle friendly routes using cost-effective techniques such as traffic calming and traffic diverting to create a low-speed environment.

Side streets east and west of the Northbourne corridor, extending from Civic to Dickson on the east and Civic to Lyneham on the west.

PRIORITY INFRASTRUCTURE: MAJOR CAPITAL PROJECTS

PRIORITY INFRASTRUCTURE: PATH UPGRADES

This category relates to small scale projects under the existing programs of Footpath and Cycleway upgrades and Age Friendly Suburbs.

ACROSS CANBERRA

Complete removal of unnecessary bollards and bringing the others up to MIS05 standards.

BRINDABELLA

Path between Fadden Pines/Chisholm and Lake Tuggeranong

KURRAJONG

Marcus Clark St, Civic (south): widen the bridge connecting to LBG and construct a separate cycleway from the bridge to improve the northbound connection to the Civic Cycle Loop at Edinburgh St.

Pialligo Av Russell roundabout at Brindabella Circuit: replicate the diversion lanes at the Molonglo Dr roundabout to provide for safer bike passage.

Sullivans Creek to Barry Dr crossing at Marcus Clarke St, Civic: upgrade the path and improve the crossing to allow more room for bikes.

PRIORITY INFRASTRUCTURE: MAJOR CAPITAL PROJECTS

PRIORITY INFRASTRUCTURE: ACT COUNTRY ROADS

Works to improve rider safety on ACT country roads, including signage, shoulder widening, road markings, etc. [Note: pavement widening is planned for Uriarra Road, Brindabella Road and Cotter Road in 2021-22, which is welcomed]

PRIORITY INFRASTRUCTURE: TOWN CENTRES

The major town centres have been funded for improvements in cycling. However, the smaller and outlying group and service centres have been neglected and need attention

The Parliamentary and Governing Agreement includes a planning study of connections to the Gungahlin Town Centre. The following centres also need design work to determine how best to improve cycling connections:

- Weston Creek
- Kippax
- Calwell
- Dickson
- Manuka
- Wanniasa
- Phillip and Mitchell service trades area.

BUDGETED ACT GOVERNMENT FUNDING IN 2020-21 FOR ACTIVE TRAVEL CAPITAL INITIATIVES

Items	2020-21 \$m	2021-22 \$m	2022-23 \$m	2023-24 \$m	Total \$m
Capital Expenditure					
Building Infrastructure Fund • footpath and cycleway upgrades	0.596				0.596
Better infrastructure for active travel • including Belconnen Bikeway; Tuggeranong Town Centre works; network signage; Active Streets for Schools program	10.799	4.500			15.299
More active travel infrastructure for schools and suburbs • including school crossing supervisors; safety measures in and around school; Flemington Rd off-road cycle path	0.720				0.720
Fast Track program • concrete and asphalt path replacement around Canberra	0.300				0.300
Better Infrastructure Fund • path/cycleway upgrades and bike repair stations	0.770				0.770
Look and Feel of the City program • path continuation works at Lyons and Kaleen • bike and ride facilities Civic • park and ride facilities Well Station Drive	0.859				0.859
- ACT Government subtotal	14.054	4.50	0.00	0.00	18.554
Federal Government funding: Local Roads and Community Infrastructure program • cycle way signage • Theodore St path crossing at Melrose Drive Woden • Devonport St path to Lyons Shops from Derwent St • Aikman Dr path Bruce • Menindee Drive shared path Barton • Loftus and Schlich Sts shared path crossings Yarralumla	2.889				2.889
Community path maintenance* (recurrent funding)	5.900				

*Funding for community path maintenance is not identified as a separate item in the ACT Budget, but is included in a range of infrastructure items.

2021 BUDGET RECOMMENDATIONS FOR ACTIVE TRAVEL 2021-22 TO 2024-25

BUDGET RECOMMENDATIONS – TOTAL					
Active Travel Items	2021-22 \$m	2022-23 \$m	2023-24 \$m	2024-25 \$m	4 year Total \$m
Path maintenance	9.5	14.5	19.5	24.5	68
Capital works	20.0	20.0	20.0	20.0	80.0
Strategic planning					
Changing travel habits	1.0	1.0	1.0	1.0	4.0
Cycle tourism	3.8	2.4	2.4	2.4	11
Total	34.3	42.9	52.9	62.9	163