

Mr Andrew Barr MLA
Chief Minister and Treasurer
GPO Box 1020
Canberra ACT 2601

Dear Chief Minister

PEDAL POWER ACT – 2019-20 BUDGET SUBMISSION

Thank you for inviting Pedal Power ACT to make a submission to the 2019-20 budget development process.

With over 7500 members, Pedal Power ACT represents the interests of people who already ride bicycles and those who would like to. As well as organising bike rides and events, we work consistently with the ACT Government on all bicycle riding related matters to support the Government's active travel program.

Pedal Power ACT encourages the community to be active and provides opportunities to do so through programs like New Horizons (cycling skills course to instil confidence on a bike), Cycle Well (teaching adults how to ride), Girls on Bikes (supporting migrant and refugee women to learn to ride), and Cycling Without Age (allowing older or less-mobile people to feel the wind in their hair).

Pedal Power ACT supports the ACT Government's Active Travel goals, and particularly the 2026 goal of 7 per cent of trips to work by cycling (raising from the current rate of 3 per cent). Pedal Power believes that sustained, planned, investment in Active Travel is the best means for the ACT Government to improve population health and wellbeing, reduce emissions, and reduce congestion.

Further Pedal Power ACT believes the most effective investment in Active Travel the ACT Government can make to is to continue to develop maintain and improve our cycling infrastructure.

We are pleased to provide the following advice about where Pedal Power ACT believes the ACT Government could best invest funds to improve active travel. This advice is based on:

Our recent engagement with Minister Steel about setting out major project /program needs in active travel, and feedback from Pedal Power ACT membership and the broader cycling community centre on expanding active travel investment, particularly:

- better maintenance of the existing community path network, including revitalising the sweeping program;
- addressing missing cycling links in the community path network; and
- more separated cycling paths.

Current Capital Works Program

Pedal Power ACT publicly welcomed the 2018 Budget's significant capital funding boost for active travel in 2018-19 and 2019-20, predominately related to planned improvements around the Woden, Tuggeranong and Belconnen Town Centres and a one-off

supplementary funding for path improvements. These initiatives will amount to a significant improvement to the network.

The program of active travel capital works will now increase from \$2.5 million in 2017-18, to \$9.7 million in 2018-19 and \$17.4 million in 2019-20, before falling away to a currently planned \$3.5 million in 2020-21.

As a priority, Pedal Power ACT strongly encourages the Government to focus on ensuring the existing planned program of active travel improvements over the next two years are completed in the timeframes set out in the 2018 Budget, and that the active travel budget maintain the momentum gained over this time frame.

Path Maintenance

A key concern among Pedal Power ACT members and the broader cycling community is the degradation of our cycle network due to recurrent and significant underfunding of path maintenance. The Auditor-General's 2017 report highlighted significant problems with path maintenance. Further, the 2016 Labor/Greens Parliamentary Agreement recognised the need for additional path maintenance funding - but this has not occurred. Underfunding has led to the continued deterioration in the quality and safety of this important public asset. The current level of funding (around \$5.8 million) is around half the amount required each year to properly maintain the network. Minimal planned increases in maintenance funding over the next few years (around 2.5 per cent per annum) will not address the problem.

Pedal Power ACT recommends that as a matter of high priority, the expected \$6m to be spent on maintenance in 2019-20 be increased to \$10.5 million to both deal with normal recurring maintenance, and begin to address the existing maintenance backlog. Over the forward estimates, funding should be increased each year after this by \$1 million to reach \$13.5m by 2022-23.

Next Phase of Active Travel Capital Works

Pedal Power ACT and its membership believe that to successfully transform the way Canberrans move, the next Budget needs to provide funding for the piloting/planning and delivery of a number of high priority infrastructure projects. An indicative list of prioritised active travel capital works is **attached**, covering:

- various 'missing links', such as a bridge and path to connect the Molonglo network at Coombs to the Molonglo River path, and Stage I of the Molonglo to the City Bikeway;
- a program of upgraded crossings where main routes intersect with roads;
- the development of 'active travel streets' immediately parallel to Northbourne Avenue;
- an expansion of the Path Upgrades program;
- cycleways which separate bikes from fast moving traffic, and separate bikes from pedestrians on popular lake routes; and
- design work to improve cycling connections at a number of smaller/outlying group centres and service trade areas.

The **attached** list could form the basis for detailed discussions between Pedal Power ACT and ACT Government planners on the projects that will yield the best results for getting more people cycling. At a minimum, the quantum of active travel capital expenditure planned over the next two years needs to be maintained from 2020-21 and through subsequent years.

Pedal Power ACT recommends that an additional \$2 million is provided in 2019-20 for piloting/planning a number of high priority infrastructure projects along the lines set out in this submission, with \$8m provided in 2020-2021 and \$9m in 2021-2022 for the construction phase of these priority projects.

Other Active Travel Initiatives

Other active travel measures Pedal Power ACT asks to be implemented over the next four years are as follows:

- some of the \$2m 2018 Budget funding for Cycle Network Improvements be used to update the popular paper edition of 'The Canberra and Queanbeyan Cycling and Walking Map';
- a Cycle Tourism Fund to implement the Government's Cycle Tourism Strategy and develop cycle tourism in the ACT - \$4 million;
- and, as part of implementing the Strategy, the mapping and signing of two non-technical bush bike rides, one on the north side and one on the south side;
- fund and install signs on the country/rural roads most used by bicycle riders to advise motorists what the minimum passing distance required is, in line with what Tasmania has implemented;
- fund a mass media and education campaign to highlight that the minimum passing distance laws are now permanent;
- make active travel more socially inclusive through Government and community projects that:
 - develop skills and confidence
 - encourage behaviour change, including safer riding and driving
 - increase active travel participation among women, children, youth and people who are socio-economically disadvantaged – \$2.5 million over four years.

Conclusion


Pedal Power ACT recommends that an additional \$8 million is provided in 2019-20 for path maintenance and capital works, and a total of \$71.4 million additional over four years to 2022-2023. Further detail on Pedal Power ACT's 2019-20 budget submission is set out in table 2 and an attached list of projects.

Establishing a clear picture of Government funding commitments for active travel policy and infrastructure from Budget documents remains problematic, and leads to less than informed analysis and debate.

Pedal Power ACT recommends that each ACT Budget contain a clear and comprehensive fact sheet on recurring and capital expenditure on active travel.

Pedal Power ACT is happy for this submission to be made public.

Yours sincerely



Ian Ross
Chief Executive Officer
October 2018

Pedal Power ACT 2019-20 Budget Submission

1. Path maintenance

The ACT's network of paths (totalling 2,870 kilometres) is a significant public asset, highly valued by the community. Nevertheless, as highlighted in a 2017 ACT Auditor-General report, Canberra's 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. The currently level of funding for path maintenance (around \$5.8 million per annum) is poor, and is inadequate to properly manage this important public asset. As this infrastructure deteriorates, far greater funding will be required in the future to properly maintain/reconstruct the network.

Analysis by Pedal Power ACT¹ in 2016 showed that around \$12 million per annum was required to properly maintain the network. In addition, the backlog of maintenance was estimated to cost \$14 million to fix.

Pedal Power ACT recommends a special capital injection of \$14 million over four years (\$3.5 million per annum) to address the backlog of maintenance. It is also recommended that the annual maintenance budget be increased to \$7 million in 2019-20 and progressively increased by \$1 million per annum. The medium-term goal is to reach funding of \$12 million per annum for path maintenance.

As part of an increased maintenance funding regime, Pedal Power recommends the ACT Government undertake a regular and comprehensive program of inspection of the network and early maintenance interventions (supported by appropriate asset management systems). As the Auditor-General report stated, 77 percent of paths in Canberra are not subjected to regular inspections, and the 'risk-based approach' is insufficient to cover all locations that require maintenance. Pedal Power ACT also recommends that a more robust maintenance program should establish public accountability measures, such as an annual resurfacing/resealing target (for example, 5 percent) and take into account the quality of the repair work undertaken.

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.

Pedal Power ACT recommends that two modern path sweepers be purchased to replace the old sweeper that is no longer fit-for-purpose, and staffing resources be allocated that achieve maximum efficiency from the investment in the sweeper machines.

2. Next Phase of Active Travel Capital Works

An improved network of strategic paths that provide safe and attractive routes to where people need to go is essential to encourage greater walking, cycling and public transport use in Canberra. An overview of the type of infrastructure projects required is set out below. An **attachment** to this submission provides a more detailed indicative list of priority cycling infrastructure projects. This list should form the basis for detailed discussions between Pedal Power ACT and ACT Government planners on the projects that will yield the best results for getting more people cycling.

Missing links

Pedal Power ACT welcomes the 2018 Budget funding of two missing links, namely the Heysen Street link between Weston and Lyons, and the Kuringa Drive link between Spence and the Barton Highway. Further development in missing links that would connect residential areas to schools, shops, businesses, parks, and other destinations. Linking the network to and through the town and group centres also needs to be addressed.

¹ <http://www.pedalpower.org.au/wp-content/uploads/2016/09/Pedal-Power-ACT-Addressing-Path-Maintenance-August-2016-Vfinal.pdf>

We are pleased to provide feedback from Pedal Power ACT members and the broader cycling community has highlighted what we view as the most important missing cycling links in the ACT. Our list missing links is provided in the **attachment**.

Upgrade crossings where main routes intersect with roads

Cycle safety at points where people riding on major path trunk routes cross major roads is an increasing concern. For example, in Woden the main (and busy) north-south community route crosses Theodore Street Curtin with no marked crossing, crosses Launceston Street with lights, then crosses Corrina Street with no marked crossing. This type of situation highlights the need for more crossings to be marked on major trunk routes so that people cycling have clear priority when crossing all roads on major trunk routes.

Pedal Power ACT recommends a four-year program to add marked priority crossings on selected trunk routes with high cycling traffic. Examples are set out in the **attachment**.

Active Travel Streets - East and West of Northbourne Avenue

For some time, Pedal Power ACT has been involved in discussions with TCCS on its commendable Active Travel Streets proposal for inner Canberra's De Burgh - Forbes – Moore Streets, and for a similar route in the eastern side of Northbourne Avenue. If done well, these corridors could be a best practice example of providing a safe and efficient route, especially for people who would feel uncomfortable on Northbourne Avenue.

The low speed active travel street approach can be achieved at low cost. Pedal Power ACT sees strong value in trialling active travel streets both east and west of Northbourne Avenue. If these trials are successful, the program could be rolled out into other suburbs through funding in the 2019-20 Budget for such trials.

Path upgrades

The 2018 Budget provided additional funding in 2019-20 for small scale projects involving community paths and age friendly suburbs. This funding of \$2 million should continue in subsequent years to address a number of projects highlighted in the **attachment**.

Separating projects (to improve safety)

A safe cycling and walking environment is an essential element in increasing the take-up of active travel, particularly for women and children. The perceived, actual and potential conflict that arises between people on shared paths as well as on roads reflects a range of factors, including differing speeds and the current design of the infrastructure itself. Ultimately, the key to reducing conflict is to plan and design facilities to meet the needs of all people who use them and to fund programs which achieve behaviour change. The Government's 2015 Active Travel Framework sets out a policy for separated cycle infrastructure.

Pedal Power ACT asks the Government to commit the next budget to support at least two trial projects involving the separation of cycles and pedestrians on our busy lake routes. With the increased popularity of these routes, particularly on weekends, conflict between cycling and walking has become a safety issue that must be addressed. See the **attachment** for suggested sites.

Town and Group Centres

The major town centres of Belconnen, Tuggeranong and Woden received funding in the 2018 Budget for improvements in cycling infrastructure. However, many smaller and outlying centres need attention, including Kippax and the Phillip and Mitchell service trade areas (see **attached**).

Recommendation - Next Phase of Active Travel Capital Works

As part of this submission, Pedal Power ACT recommends that the 2019-20 Budget provide an additional \$10 million over the first two years of the forward estimates for the planning and commencement of construction of priority cycling infrastructure projects.

3. Other Active Travel Initiatives

Mapping

Pedal Power ACT welcomes the 2018 Budget commitment of \$2 million over two years to fund a cycle trunk route map, branding and signage of routes and path improvements. Pedal Power asks that some of this funding is used to update the popular paper edition of 'The Canberra and Queanbeyan Cycling and Walking Map', which ceased publication years ago.

Minimum Passing Distance Laws

Pedal Power welcomes the ACT Government's decision to make the minimum passing distance laws permanent following a two year trial. We believe this will improve the safety of all road users. To improve safety further, Pedal Power asks the ACT Government to follow up their announcement with two further action items: The first is to fund and install signs on the country/rural roads most used by bicycle riders to advise all road users what the minimum passing distance is in that specific location, in line with what Tasmania has implemented on its road network. The second is to fund a mass media and education campaign to highlight that the minimum passing distance laws are now permanent, and what all road users need to do to comply with the new rules.

Cycle Tourism Fund

Cycle tourism helps establish Canberra as the Australasian Cycling Capital - an international destination for cycle-related activities ranging from self-organised touring through to packaged programs or events that utilise cycling as the ideal means of discovering Canberra and the surrounding region. It is becoming popular worldwide, and the ACT is well placed to build this area of tourism.

However, recently the ACT has fallen behind and now needs to catch up quickly. New Zealand is already well established as a cycling destination and Tasmania has established a \$6m Cycle Tourism Fund. Respondents to Tourism Research Australia's 2015 survey rated Victoria as the best destination for cycle tourism, with the ACT second last, just ahead of the NT².

Pedal Power ACT welcomes the ACT Government's progress on its election commitment to develop a unified cycling tourism strategy involving the public sector, business and interested stakeholders, and looks forward to contributing its knowledge and research to the implementation of this strategy.

Pedal Power ACT asks for a cycle tourism fund to be established and \$4 million to be allocated to it over the next four years. This will enable the development of cycle tourism products, programs and supporting marketing, tools and infrastructure to implement the strategy on the ground.

² <https://www.tra.gov.au/Research/View-all-publications/All-Publications/Destination-Visitor-Survey-results/Strategic-regional-research-reports/growing-cycling-tourism-in-victoria>

As part of the \$4m, Pedal Power suggests that funds be allocated in the 2019-20 Budget to an initial demonstration project: the mapping and signing of two non-technical rides in Canberra's urban bushland. By utilising existing management trails or parts of the existing Centenary Trail these routes could be completed relatively easily and quickly to offer visitors as well as Canberra families and retirees a relaxing experience that differs from that offered on dedicated single track rides at Mt Stromlo and Majura. A sample route would be one starting and finishing at the Australian War Memorial and circumnavigating the base of Mt Ainslie using sections of the Centenary Trail and management trails.

Socially inclusive active travel

The Government's Healthy Weight Initiative has been working on improving active living environments to reduce the burden of chronic disease and demand on the health system. Through the Ride and Walk to School program, for example, the Initiative has enabled more children and parents to experience the benefits of riding and walking to school.

However, more must be done. It looks unlikely that the ACT will meet the Initiative's 2018 target of 67% of adults meeting physical activity guidelines. Indeed, the percentage of adults meeting the guidelines fell from 64% in 2015 to 59% in 2016³.

To meet the Initiative's target, and to reach the broader community, initiatives are required that go beyond school and work-based programs. To fill gaps in the current approach there is scope, for example, for after-school programs and weekend programs that can involve parents and their children.

It is well known that obesity rates are highest in areas of socioeconomic disadvantage. Initiatives are required to help people in this area to become more physically active. Isolated community initiatives are developed from time to time. For example, the YWCA is currently funding Girls on Bikes, a program with which Pedal Power ACT is assisting, aimed primarily at migrant and refugee women, and aims to use bike riding to enable fitness, strength, independence and a sense of community. The ACT Government should work with the community to expand programs like this.

To make active travel more socially inclusive Pedal Power ACT recommends the ACT Government work with, for example, multicultural community groups, young people, Housing ACT tenants and others who stand to gain much from the health benefits, social inclusion and financial savings that active travel brings. Funding of \$2.5 million over four years administered through Health and/or Community Services Directorates could:

- develop skills and confidence;
- encourage behaviour change, including safer riding and driving, and;
- increase active travel participation among women, children, youth and people who are socio-economically disadvantaged.

³ Healthy Weight Initiative Progress Report to June 2016
https://www.act.gov.au/__data/assets/pdf_file/0007/885904/HWI_report_2016.pdf

Table 1
2018 budget outcome – main active travel capital initiatives

Items	2018-19 \$m	2019-20 \$m	2020-21 \$m	2021-22 \$m	Total \$m
Belconnen Town Centre active travel improvements	5.0	5.4			10.4
Woden Town Centre active travel improvements	0.8	3.5	0.5		4.8
Tuggeranong Town Centre active travel improvements	1.0	1.5	1.5		4.0
Community path and cycle way upgrades	1.0	3.0	1.0		5.0
Cycle network improvements (maps, signage, etc)	0.5	1.5			2.0
Lyons/Weston Creek – Heysen St link	0.2	1.0			1.2
Spence/Barton H'way – Kuringa Dr link	0.2	1.0			1.2
Active Streets for Schools / walking & cycling around schools	1.0	0.5	0.5	0.5	2.5
- <i>subtotal</i>	9.7	17.4	3.5	0.5	31.1
Community path maintenance*	5.8	6.0	6.1	na	17.9

* Answer to Question on Notice #3 17 November 2017, Inquiry into 2016-17 Annual and Financial Reports, ACT Legislative Assembly.

Table 2

Pedal Power ACT – 2019 budget recommendations for active travel 2019-20 to 2022-23 (in addition to the projects announced in the 2018 Budget in Table 1 above)					
Active Travel Items	2019-20 \$m	2020-21 \$m	2021-22 \$m	2022-23 \$m	Total \$m
Path Maintenance					
• Special capital injection for backlog	3.5	3.5	3.5	3.5	14.0
• Recurring maintenance	1.0	1.9	9.0	10.0	21.9
<i>Sub-total - maintenance</i>	4.5	5.4	12.5	13.5	35.9
Next Phase of Active Travel Capital Works, involving:					
• Missing links					
• Upgrade crossings where main routes intersect with roads					
• Active travel streets (starting with east and west of Northbourne Ave)					
• Path upgrades (widening, ramps, lighting, line marking, etc)					
• Separation projects (to improve safety)					
• Town and Group Centres					
<i>Sub-total – Next Phase Capital Works</i>	2.0	8.0	9.0	10.0	29.0
Other Active Travel initiatives					
• Cycle Tourism Fund	1.0	1.0	1.0	1.0	4.0
• Socially inclusive active travel	0.5	0.8	0.6	0.6	2.5
Total	8.0	15.2	23.1	25.1	71.4

Attachment – Pedal Power’s indicative list of priority cycling infrastructure projects

This list has been prepared for discussion with ACT Government planners to select those projects for construction that will yield the best returns for capital invested in terms of more people on bikes.

Type of Project	Description	Location
Missing Links Develop main routes by filling missing links, ideally by constructing separated cycleways/shared paths within the road/park corridor.		
	Molonglo to City Bikeway – Stage 1 Liversidge St to Marcus Clarke St followed by Acacia Inlet to Liversidge St.	ANU, Civic
	Haig Park: east/west cycle path on southern edge.	Inner North
	Molonglo River Path: a bridge and path to connect Molonglo network at Coombs to the Molonglo River path.	Molonglo
	Belconnen Way between Coulter Dr and Kingsford Smith Dr.	Belconnen
	Grevillia Park: car park was upgraded but without a shared path linking to the existing around the lake path.	Lake Burley Griffin
	Hindmarsh Dr between Woden and Red Hill, Narrabundah, Fyshwick and Queanbeyan.	Woden and Inner South
	Lake Burley Griffin to Hindmarsh Dr via Red Hill: utilising Hopetoun Circuit, Stonehaven Cres, Mugga Way.	Inner South
	West Belconnen (Kippax) to Belconnen Town Centre.	West Belconnen
	Manuka to LGB via Telopea Park East including upgrade of crossing of Wentworth Ave.	Inner South
	Yamba Dr east side: extend path from Carruthers St bridge to Launceston St.	Woden
	Sulwood Dr in Kambah and Wanniasa: an east-west connection in Tuggeranong north.	North Tuggeranong
	Southlands: a separated cycleway along Heard St Mawson to connect the break in the north-south trunk route at Southlands.	Woden
	Macfarland Cres: improved paths to connect Chifley and Pierce shopping centres.	Woden

Belconnen Bikeway: complete Hayden Dr works as originally planned with connection via Battye St to trunk path behind AIS stadium. And a link to Bruce from College St.	East Belconnen
Fyshwick link from Canberra Ave to Dairy Flat Rd via Ipswich St: separated cycleway within the road corridor.	Fyshwick
Launceston St: Lyons Shops to Melrose Dr to connect to Devonport St improvements to be part of the Heysen St project.	Woden
<p>Upgrade Crossings where main routes intersect with roads Constructing priority crossings, including raised crossings where appropriate, and redesigning to ensure waiting vehicles do not block paths. This project would involve a study of crossings on all main community routes to determine which ones should be upgraded. Three examples are set out below.</p>	
Curtin: where the north-south path crosses Theodore St at Melrose Dr	Woden
Kambah: where the north-south path along Athllon Dr crosses Sulwood Dr.	Tuggeranong
Lake Burley Griffin shared path: all road crossings, e.g. Alexandrina Dr near Hopetoun Circuit	Lake Burley Griffin
<p>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.</p>	
This idea was originally proposed by TCCS for the side streets east and west of the Northbourne corridor extending from Civic to Dickson on the east and Civic to Lyneham on the west. This project could be run as a pilot to test the idea and, if successful, other precincts could be developed.	Inner North pilot project Extend to other locations if successful
<p>Path Upgrades This category relates to small scale projects under the existing programs of Footpath and Cycleway upgrades and Age Friendly Suburbs. These projects are normally funded at \$1m/year but the 2018 Budget provided a \$2m boost.</p>	
Bollards on the Lake paths: review all bollard installations with a view to removing unnecessary bollards and bringing the others up to MIS05 standards.	Lake Burley Griffin Lake Tuggeranong Lake Ginninderra Gungahlin and Yerrabi Ponds
Sullivans Creek Path: complete the path widening not undertaken during the recent upgrade.	Inner North, Civic

Streeton Dr Path: upgrade and widen the existing path on the western side	Weston Creek
Marcus Clark St 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.	Civic
Pialligo Av roundabout at Brindabella Circuit: replicate the diversion lanes at the Molonglo Dr roundabout to provide for safer bike passage.	Russell/Airport
Sullivans Creek to Barry Dr crossing at Marcus Clarke St: upgrade the path and improve the crossing to allow more room for bikes.	Civic

<p>Separation Projects (to improve safety) Construct cycleways to separate bikes from fast moving traffic and to separate bikes from pedestrians on our popular lake routes</p>	
Northbourne Ave: separated cycle path on both sides of the road in line with the City and Gateway Urban Design Framework.	Inner North and Civic
<p>Lake routes: provide for separation of bikes and pedestrians on the popular sections of the lake routes. Ideally, this would be undertaken as a pilot exercise at one or two locations. If successful, the exercise could be repeated in other lake locations. Examples of suitable sites are:</p> <p>LBG – Parliamentary Triangle circuit, East Basin from Kings Ave bridge to Kingston foreshore, Yarralumla adjacent to Royal Canberra Golf Club</p> <p>Take Tuggeranong – eastern side from the northern end of the Lake to the pedestrian bridge at South Quay.</p> <p>Lake Ginninderra – eastern side through John Knight Memorial Park</p>	<p>Lake Burley Griffin Lake Tuggeranong Lake Ginninderra Gungahlin and Yerrabi Ponds</p>
Yarra Glen and Adelaide Ave: construct separated cycleways within the road corridor on both sides.	Inner South, Woden
<p>Town and Group Centres The major town centres have been funded for improvements in cycling. However, the smaller and outlying centres have been neglected and need attention.</p>	
<p>The following centres need design work to determine how best to improve cycling connections:</p> <p>Weston Creek, Kippax, Calwell, Dickson, Manuka, Wanniasa, and the Phillip and Mitchell service trades area.</p>	<p>Weston Creek Tuggeranong Inner North Inner South Woden West Belconnen Gungahlin</p>