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The Honourable Grace Grace MP  
Minister for State Development and Infrastructure  
Economic Development Queensland  
GPO Box 2202  
BRISBANE QLD 4001

Via email: [edq@dsdilgp.qld.gov.au](mailto:edq@dsdilgp.qld.gov.au)

Dear Minister

**Brisbane CBD BUG submission on Woolloongabba PDA development scheme**

This submission provides the views of the Brisbane Central Business District Bicycle User Group (CBD BUG) on the proposed planning framework for the Woolloongabba PDA, which is detailed in A Proposed Development Scheme, called The Woolloongabba Plan and Draft Public Realm Guideline.

As a matter of policy, the comments in this submission are limited to issues impacting bicycle riders and other active travel users.

Overall, the CBD BUG very much welcomes the Woolloongabba Plan and the associated Draft Public Realm Guideline.

Our positive assessment of these documents is attributable to them:

- 1) acknowledging that within the area encompassed by the Woolloongabba PDA the amenity and comfort of active travel users are limited (to put it mildly) by the current prioritisation of motor vehicle movements, and
- 2) detailing how the massive imbalance in transport priorities within the Woolloongabba PDA is to be addressed over time by installing infrastructure supporting increased active travel.

In particular, approaches such as those articulated at Section 4.4.1.1, where the intent for the Woolloongabba core will be to “focus on establishing an environment conducive to safe and equitable active travel, the extent of surface roads will be minimised, with car parking facilities minimised and situated underground” – are greatly needed to enable people of all ages and abilities to ride bicycles for transport safely.

The following points are provided in respect of specific elements of the Woolloongabba Plan and Draft Public Realm Guideline.

## The Woolloongabba Plan

### *2. Strategic context - 2.1 urban context*

The statement that “At a neighbourhood scale, the streets within the PDA play an important role in supporting active transport for the communities of Woolloongabba, Kangaroo Point, East Brisbane, Dutton Park, Highgate Hill, South Brisbane, and Brisbane City” - significantly underplays the importance of the area encompassed by the Woolloongabba PDA for people riding bicycles for transport.

This understatement arises because the Woolloongabba PDA is at the confluence of important commuter routes for bicycle riders traveling to/from suburbs further to the east and south than the suburbs named in this statement. Suburbs in this category to the east include - Stones Corner, Coorparoo and Camp Hill, while to the south there is Annerley, Greenslopes and Holland Park. These suburbs are only those that are within a 5km radius, which is well within range for bicycle commuting. When riding a bicycle, distances of up to 10km can easily be travelled by commuters in a time-effective basis compared to driving.

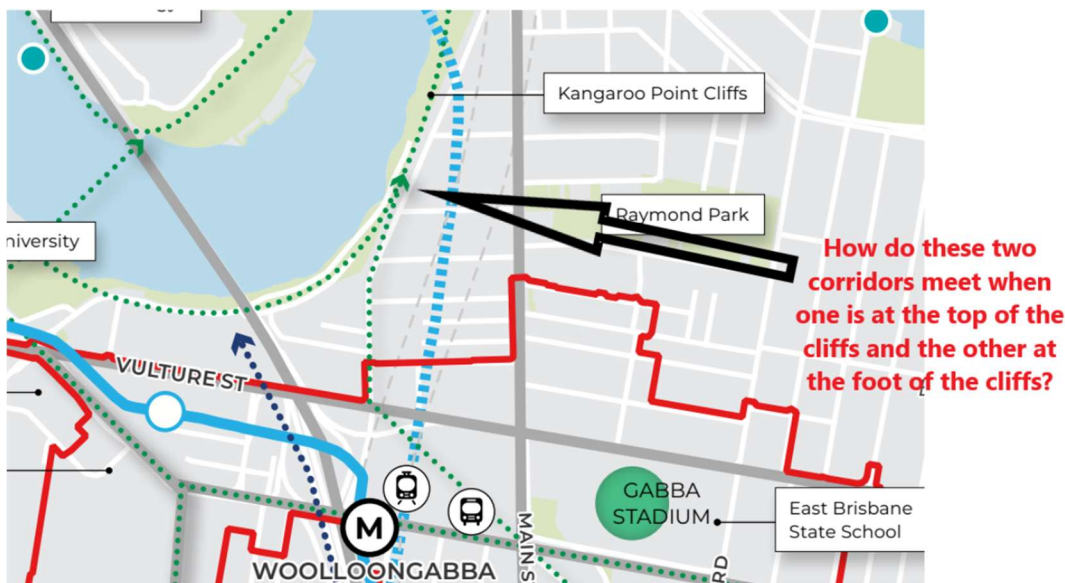
#### *Map 2: Key features – Woolloongabba and surrounds*

The "Key active movement routes" marked in Map 2 do not include the new green bridge that will span the rail line at the rear of the Princess Alexandra Hospital that is currently being constructed as part of the Cross River Rail project.

There are also important existing cycling routes that have been omitted from this map - such as the corridor to the eastern suburbs that runs past Mowbray Park.

It needs to also be pointed out that every major road in this map should be a key active movement route because bicycle riders need to access the same destinations as motorists – but because of the long standing prioritisation of motor vehicles these roads are typically only used by the small minority of riders who fit the typology of being “Strong and Fearless”.

The “Creek to Cliffs Green Corridor” is a very commendable concept. However, at its northern end it is very difficult to understand how this will link to the existing path along the foot of the Kangaroo Point Cliffs given the significant differences in grade/elevation (refer following image). The only existing street that directly connects Leopard St to the path at the foot of the Kangaroo Point cliffs is Ellis St, which is narrow and has an extremely steep grade, such that is unrideable for many people traveling by bicycle and unfriendly for people walking. The stairs and ramp linking the cliff tops to Lower River Terrace can be used by some pedestrians – but are steep and narrow and from a bygone era.



*Table 14: Infrastructure catalogue for the Woolloongabba PDA*

On page 58 under the “Transport” infrastructure element, details for pedestrian and cyclist movement seem to be incomplete – as the statement currently reads as “As required to service the PDA and may include enhancements to the local and principal pedestrian and cycle network. This may include:”

#### *4.4.1 Precinct 1: Woolloongabba core 4.4.1.1 Precinct intent*

We strongly support the proposed closure of Hubert St and Gibbon St to through-traffic, as these thoroughfares should be quiet “local streets,” but are instead unfriendly environments to active travel users due to rat running motorists. The closure of these streets to through-traffic needs to be supported by applying the same treatment to nearby Reid St, Trinity Lane and Merton St.

Leaving Reid St, Trinity Lane and Merton St available for through-traffic will see their motor vehicle traffic levels increase - as rat running motorists who have been blocked from using Hubert St and Gibbon St look for other corridors for bypassing traffic congestion.

In the case of Reid St this would be an especially poor outcome as the anticipated additional motor vehicle traffic would negatively impact access to and usage of the new green space planned for that street.

#### *4.4.1 Precinct 1: Woolloongabba core 4.4.1.1 Precinct intent Sub-area 1d – Mark Lane*

Paragraph 1 currently states “Sub-area 1d will leverage important views to the Brisbane River and Kangaroo Point Cliffs. Mark Lane will be complemented by high-quality landscape treatments, delivering improved pedestrian comfort and sensitive interface to lower density residential development to the north.”

This para should be amended to state Mark Lane will also deliver improved comfort for bicycle and personal mobility device (PMD) riders.

#### *4.4.1.8 Sub-area 1d – Mark Lane*

Point 3 currently states “enables safe and comfortable pedestrian access to the CRR station and over Vulture Street.”

This para needs to be amended to include bicycle riders and PMD users.

### **Draft Public Realm Guideline**

#### *2 Public realm strategy guidance 2.2 Green streets*

The last paragraph in this section states “To support these outcomes, The Woolloongabba Plan enables an improved streetscape hierarchy designed for prioritisation of pedestrian comfort.”

This paragraph needs to be amended to also specify streetscape hierarchy design prioritisation for bicycle and PMD riders.

#### *Table 2: Precinct 1 - Woolloongabba Core public realm catalogue*

We strongly support closure of the left turn into the Stanley Street service road, in proximity to the intersection of Stanley Street and Main Street. This is another rat run used by drivers wanting to travel between Main St and Annerley Rd via Gibbon St

We also very much support the creation of a new shared zone to replace the Stanley St service road, to be used for servicing and deliveries within set times only. The background to this support is that its current design has meant this service road has itself become a rat run for motorists travelling along Stanley St, who use it to move up a few car lengths but in doing so twice cross the path of bicycle riders travelling along the bikeway. During the peak travel periods many motorists also block the bikeway while waiting to re-enter the Stanley St general traffic lanes.

*Figure 15: Cross section - Stanley Street - Precinct 1 - subtropical boulevard (major)*

This figure should show the protected bike lane with green pavement colouring – the same as in Figure 14: Cross section - Ipswich Road - subtropical boulevard (major).

#### *4.2 Precinct 2 - Logan Road*

The plan needs to specify closing the left slip lane from Stanley St into Ipswich Rd and only allow motorists to make this left turn via the traffic lights.

This is a very busy crossing for people riding bicycles and PMDs and people walking. But most motorists turning left here from Stanley St into Ipswich Rd ignore their requirement to give way to the vulnerable road users wanting to cross this slip lane, with many motorists making this turn at speed.

Apart from removing the danger to active travel users travelling along Stanley St from motorists ignoring their requirement to give way to active travel users crossing this slip lane, removing this slip lane this will also enable further extension of the planned new park along Logan Rd and will be an important component of the Creek to Cliffs Green Corridor.

*Figure 16: Cross section - Stanley Street - Precinct 5 - subtropical boulevard (major)*

The separation kerb depicted in this figure should also feature vertical delineation devices as the preferred separation device configuration detailed in Guideline, Transport and Main Roads, November 2021 Pt 10 Guideline Bicycle lane separation devices.

*Figure 19: Cross section - Hawthorne Street - subtropical boulevard (minor)*

Hawthorne St is part of a notorious motorist rat run because it allows motorists to cross over the Pacific Motorway and bypass many lights-controlled intersections along Stanley St. Even after the planned closure of Hubert St and Gibbon St to through-traffic Hawthorne St is still highly likely to see excessive motorist traffic levels relative to its “Neighbourhood street” status due to it being used as a shortcut to/from Ipswich Rd to Stanley St via Trinity Lane and between Ipswich Rd and Annerley Rd.

The design of this street still appears to prioritise motorists with the an excessive amount of the corridor’s width dedicated for driving and car parking.

Together with the hilly terrain of Hawthorne St, which means riders will be travelling slowly when travelling up-hill, we envisage most bicycle riders will only feel safe riding on the footpath.

While *Section 3.2.3 Neighbourhood streets* includes an implementation measure of “Large lanes to allow for shared use (vehicles and micro-mobility)” this approach conflicts with the research showing that wider traffic lanes encourage higher motorist speeds.

Accordingly, the seven-metre carriageway should be narrowed to a maximum of six metres to reinforce to drivers that this is a low-speed zone.

Further reinforcement for motorists of the reduced speed zone along Hawthorne St needs to occur through the guideline specifying that instead of the road being bitumen, alternative pavement materials / colours will be installed e.g. red pavers.

The plan should also specify how much of the kerb space will be allocated to car parking versus the new tree plantings.

Other measures that should be installed to reduce the ongoing Hawthorne St through-traffic and thereby enhance safety and amenity for vulnerable road users include curb extensions at intersections - to slow motorist speeds when turning corners.

Yours faithfully

*Paul French*

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12 June 2024

Cc: Bicycle Queensland  
Space 4 Cycling Brisbane  
Queensland Walks