

## **Queensland Government Response to the Transport, Housing and Local Government Committee's Report No. 39 – *Inquiry into Cycling Issues: A New Direction for Cycling in Queensland***

On 7 June 2013, the Queensland Parliament agreed to a motion that the Transport, Housing and Local Government Committee (the Committee) inquire into and report on improving the interaction of cyclists and other road users.

The Committee considered the following:

- short and long term trends in bicycle injuries and fatalities involving motor vehicles
- evaluation, considering factors such as effectiveness, enforceability and impacts on other road users of existing and any other alternative road rules, such as the one metre rule, which govern interaction between cyclists and other road users
- current penalties and sanctions, including where there are differential fine rates for cyclists compared to other road users, and
- the potential benefits and impacts of bicycle registration.

The Committee received 106 public submissions from organisations including road user groups, bicycle rider associations, road safety experts and individual members of the public.

The Committee delivered Report No. 39 – *Inquiry into Cycling Issues: A New Direction for Cycling in Queensland* on 29 November 2013. It made 68 recommendations which can be grouped into the following categories: greater stewardship through the establishment of the Department of Transport and Main Roads as lead agency on cycling to provide oversight, management and coordination of cycling related matters on behalf of the Queensland Government; infrastructure improvements; cycling statistics; review of the Queensland Road Rules and vulnerable road user protection; and changing the road culture through communications and education.

The development of this whole-of-government response to the individual recommendations was led by Transport and Main Roads and involved consultation with other government agencies and external peak bodies. When preparing the response the context of the Inquiry was noted (see Section 2, pages 3-7) with particular reference to the guiding principles applied by the Committee and its conclusions about perceptions of safety, legitimacy and vulnerability.

Transport and Main Roads has developed an implementation plan to be prioritised for delivery under a revised Queensland Cycle Strategy 2011-2021, noting the Committee's view that the strategy is a relevant and comprehensive vehicle for delivering Queensland's cycling vision.

The Implementation Plan will be delivered under six themes:

1. **Immediate implementation** captures the recommendations initially supported by the government in November 2013, including the introduction of minimum passing distances and equalising fines.
2. **Education and awareness** encompasses communication, awareness and education deliverables, including share the road messages and wider social change.
3. **Enforcement, legislation and regulation** encompasses changes to road rules and the delivery of a substantial inter-agency legislative review aimed at improving interactions between cyclists and other road users.

4. **Infrastructure, facilities and technical standards** encompasses the provision of best practice technical standards and guidelines to support better cycling infrastructure and facilities.
5. **Partnerships and supporting a safe and connected network** will leverage existing projects and funding avenues to achieve outcomes and encourage greater investment by local government by promoting Queensland Government funding partnerships.
6. **Research and analysis** includes continued research of opportunities to improve the interaction between cyclists and other road users through an engineering, enforcement and education approach and safe system approach.

Implementation is being delivered in four tranches:

Tranche 1	29 Nov 2013 – 31 May 2014	<ul style="list-style-type: none"> <li>• Commence trial of new rules for minimum passing distances</li> <li>• Commence evaluation of minimum passing distance trial</li> <li>• Equalise penalties for cyclists and motorists</li> <li>• Consult with stakeholders to inform government responses</li> <li>• Respond to Parliament</li> </ul>
Tranche 2	31 May 2014 – 31 Dec 2014	<ul style="list-style-type: none"> <li>• Establish a legislative review of road rules related to cycling and making low risk regulatory changes</li> <li>• Develop a share the road campaign under the social change strategy</li> <li>• Finalise and release best practice standards and guidelines and Traffic and Road Use Management Manual (TRUM) updates</li> <li>• Develop a refreshed Queensland Cycle Strategy</li> </ul>
Tranche 3	1 Jan 2015 – 31 Dec 2015	<ul style="list-style-type: none"> <li>• Progress any legislation and further regulatory changes</li> <li>• Implement initiatives targeting cycling behaviours such as riding through roundabouts and other on-road cycling behaviours</li> <li>• Introduce a Priority Cycle Route Improvement Program, piloting engineering solutions and measurement of improved interactions and mode share increases</li> <li>• Complete all Principal Cycle Network Plans (PCNPs) across Queensland</li> <li>• Further investigate the integration of the Cycling Infrastructure Policy and PCNP into the Transport System 30 Year Strategy (formerly Transport Coordination Plan)</li> </ul>
Tranche 4	1 Jan 2016 – June 2016	<ul style="list-style-type: none"> <li>• Finalise review of legislation including any measures of success</li> <li>• Complete evaluation of Minimum Passing Distance trial</li> <li>• Delivery of first pilots under Priority Cycle Route Improvement Program</li> <li>• Develop 2<sup>nd</sup> State of Cycling Report</li> </ul>

Transport and Main Roads will work closely with relevant stakeholders, particularly the Department of Justice and Attorney-General, Department of State Development, Infrastructure and Planning, Queensland Police Service, local governments and industry partners, to progress these matters.

## Recommendations Table Summary

<b>Category of Response</b>	<b>Definition</b>	<b>No. of recommendations</b>
Supported	The Queensland Government supports the recommendation.	28
Supported in principle	The objective of the recommendation can be achieved through a different mechanism than that proposed by the Committee or the government will undertake further investigation of the recommendation including funding requirements.	15
Supported in part	Where the recommendation has several elements or parts to it and the government is supporting one or more of those parts or within the conditions specified in the response.	7
Not supported	The recommendation is not supported for the reasons stated.	17
Not applicable	The recommendation is offered as an alternative to another recommendation (Recommendation 39).	1

Recommendations	Government Response
<p><b>Recommendation 1</b></p> <p>The Committee recommends that the Department of Transport and Main Roads be provided lead agency status, and be appropriately resourced, to provide oversight, management and coordination of all cycling related matters for the Queensland Government, including implementation of the Queensland Cycle Strategy 2011-2021 and of the recommendations made by the Committee in this report.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports the provision of lead agency status to Transport and Main Roads. The department presently takes a leadership role in cycling matters. Almost all cycling related matters (with the possible exception of some recreational cycling) are referred to Transport and Main Roads for consideration and response. Significant policies and standards related to cycling are generated across Transport and Main Roads' portfolio responsibilities and openly shared with local government authorities and the private sector. Further, Transport and Main Roads has developed and is leading the implementation of the Queensland Cycle Strategy 2011-2021 on behalf of the government.</p> <p>The Queensland Cycle Strategy is a whole-of-government strategy designed to get more people cycling more often on safe, direct and connected routes. The strategy contains actions being undertaken by a range of Queensland Government agencies as well as local governments, cycling organisations and the bicycle industry.</p> <p>As it is two years since the Queensland Cycle Strategy was released, a review of progress against the actions listed in the strategy is currently underway. Transport and Main Roads is leading this review and will work closely with all agencies and organisations with a role to play in delivering actions to identify what progress has been made since the strategy was released and the next steps planned for delivery.</p> <p>As part of this review, Transport and Main Roads will consider the findings of the Inquiry and incorporate relevant actions from the Inquiry into the strategy.</p> <p>To deliver on this recommendation, the government will release a refreshed Queensland Cycle Strategy in late 2014.</p> <p>An implementation plan has also been developed to support action on recommendations made by the Committee. The Queensland Government, through Transport and Main Roads as the lead agency on cycling matters, will implement supported recommendations from within existing resources.</p>
<p><b>Recommendation 2</b></p> <p>The Committee recommends the Minister for Transport and Main Roads investigate robust mechanisms for measuring bicycle participation and mode of transport share in Queensland to support already established targets and inform a business case for bicycle program investment.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>Understanding cycling participation rates (past, present and projected) and mode share is critical for prioritising investment decisions and achieving the government's vision for cycling.</p> <p>In 2011 and 2013, Transport and Main Roads participated in the biennial national cycling participation surveys commissioned by the Australian Bicycle Council to support the National Bicycle Strategy 2011-2016. Transport and Main Roads will continue to participate in these surveys with the next one scheduled for 2015.</p> <p>Transport and Main Roads conducted regular household travel surveys in various regional centres of Queensland between 1976 and 2012. These surveys collected important information about the day-to-day travel choices and activities undertaken by Queenslanders, including mode share and origin-destination data for cycling trips.</p> <p>In 2013-14, Transport and Main Roads is conducting household travel surveys in Cairns and Rockhampton and plans to conduct a rolling program</p>

	<p>of household travel surveys between now and 2017 in South East Queensland (including the Gold Coast, Greater Brisbane and Sunshine Coast).</p> <p>Once collected and analysed, the data from these surveys and from the National Cycling Participation survey will be used to inform cycling strategy and business cases for investment in cycling. Results will be published in the biennial State of Cycling in Queensland report prepared as part of the Queensland Cycle Strategy 2011-2021.</p>
<p><b>Recommendation 3</b></p> <p>The Committee recommends that the Department of Transport and Main Roads work with other relevant agencies to address the current lack of centralised data collection and reporting for on- and off-road cyclist injuries and fatalities.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>Data on cycling fatalities and injuries is recorded through the Queensland Police Service’s QPRIME database and provides a road crash feed for Transport and Main Roads’ Road Crash database.</p> <p>However, under-reporting in relation to non-fatal cycling injuries is a common problem in many jurisdictions. The reasons for this are numerous and complex. Improved and more readily accessible data on the rate and causes of cycling injuries would inform decision making in a number of fields including regulation and enforcement, planning and investment decisions, maintenance programming and health.</p> <p>To better understand the issues and what can be done to resolve them, Transport and Main Roads will work with relevant government agencies, cycling safety groups and academics to identify and make recommendations to government about positive actions that can be taken to improve the collection of and access to cycling injury and incident data.</p>
<p><b>Recommendation 4</b></p> <p>The Committee recommends that the Department of Transport and Main Roads, in partnership with key stakeholders, explore mechanisms to encourage and facilitate bicycle-related incident reporting, particularly where safety issues and potential breaches of the Queensland road rules are involved.</p>	<p><b>Supported</b></p> <p><i>Note: this recommendation should be read in conjunction with the responses to Recommendations 3 and 5 regarding the collection and reporting of cycling injury data.</i></p> <p>The Queensland Government supports this recommendation.</p> <p>As stated in the response to Recommendation 3, Transport and Main Roads will work with relevant government agencies, cycling safety groups and academics to identify and make recommendations to government about positive actions that can be taken to encourage and improve the collection of and access to cycling injury and incident data.</p>
<p><b>Recommendation 5</b></p> <p>The Committee recommends that the Department of Transport and Main Roads develop a strategy to better document the incidence of bicycle-related injuries on roads in order to target appropriate interventions more effectively.</p>	<p><b>Supported</b></p> <p><i>Note: this recommendation should be read in conjunction with the response to Recommendation 3 regarding the centralised collection and reporting of cycling injury and fatality data.</i></p> <p>The Queensland Government supports this recommendation.</p> <p>As stated in the response to Recommendation 3, Transport and Main Roads will work with relevant government agencies, cycling safety groups and academics to identify and make recommendations to government about positive actions that can be taken to encourage and improve the collection of and access to cycling injury and incident data.</p>

<p><b>Recommendation 6</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads develop a ‘vulnerable road user hierarchy’ policy which reflects and promotes the social, health, environmental and community benefits of increased modes of ‘active’ and ‘public’ transport over existing primary road user categories and that the hierarchy be adopted in the relevant planning instruments and transport infrastructure regulations.</p>	<p><b>Not supported</b></p> <p>The Queensland Government does not support this recommendation.</p> <p>The government recognises the particular needs of vulnerable road users and the wide range of benefits that active transport modes such as cycling present to individuals and the community more generally. However, the government does not agree that the needs of any one road user group should be given automatic pre-eminence at the expense of other road user groups.</p> <p>The <i>Transport Planning and Coordination Act 2004</i> already requires Transport and Main Roads to promote the integration of land use and transport planning. This includes ensuring that development supports active transport and, as far as practicable, the provision of active transport infrastructure. The government is also a signatory to <i>Creating Places for People: An Urban Design Protocol for Australian Cities</i> and supports the principles espoused by that protocol in relation to promoting and facilitating active transport modes such as cycling</p> <p>The Queensland Cycle Strategy 2011-21 strongly promotes the full range of social, health, environmental and community benefits of cycling for transport and recreation. Actions in the strategy are designed specifically to encourage more people to cycle more often by highlighting the wide ranging benefits that cycling provides to individuals and the community generally.</p> <p>In relation to planning instruments, the government’s <i>State Planning Policy</i> and supporting <i>State Development Assessment Provisions – Module 17: Public and Active Transport</i> already supports the provision of active transport infrastructure as part of any development conditions applied under the <i>Single Assessment and Referral Agency</i> system.</p>
<p><b>Recommendation 7</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads review all relevant legislation and subordinate legislation to ensure that road rules and definitions accurately and consistently recognise cyclists as legitimate road users and, where appropriate, amend road rules to reflect the general principle that all road users must acknowledge the presence of and give right of way to the more vulnerable road user (for example, motor vehicles giving way to cyclists and cyclists giving way to pedestrians).</p>	<p><b>Not supported</b></p> <p>The Queensland Government does not support this recommendation.</p> <p>The government supports investigating the appropriateness of legislative amendments to acknowledge vulnerable road users in specific circumstances where there is a road safety risk, such as the minimum passing distance rule.</p> <p>However, the government does not support legislative amendments to enshrine an automatic right of way based on the vulnerability of road users. This, in effect, would create a legislative vulnerable road user hierarchy.</p> <p>The legislative implementation of an automatic right of way based on the vulnerability of road users (or hierarchy) may create significant complexity, as it would likely mean that heavy vehicles would need to give way to light motor vehicles, and light motor vehicles would be required to give way to vulnerable road users.</p> <p>There are potentially serious consequences to the concept of all motor vehicles being required to give way to non-motorised vehicles and pedestrians in all circumstances. For example, the general concept at an uncontrolled intersection is for vehicles to give way to vehicles on or approaching from the right. It would be difficult, confusing and potentially dangerous for a vehicle to then have to give way to bicycles approaching from the left as well as traffic approaching from the right.</p>

<p><b>Recommendation 8</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads amend Queensland road rule section 144 to introduce a minimum overtaking distance by inserting a new provision specifying that a sufficient distance for overtaking a bicycle means:</p> <ul style="list-style-type: none"> <li>a) a lateral distance of not less than one metre if the applicable speed limit does not exceed 60km/h, and</li> <li>b) a lateral distance of not less than 1.5 metres if the applicable speed limit exceeds 60 km/h.</li> </ul> <p>(NB. Lateral distance needs to be defined as being measured from the right side of the bicycle or bicycle rider to the left side of the driver's mirrors or other projections including trailers and other attachments.)</p>	<p><b>Supported in part</b></p> <p>The Queensland Government supports this recommendation in part. Appropriate amendments were implemented on 7 April 2014.</p> <p>On 29 November 2013, the Minister announced a two year trial to test the practical implications of introducing a minimum distance for motorists passing cyclists. The results of the trial will be assessed at the end of the two year period.</p>
<p><b>Recommendation 9</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads prescribe a penalty for failing to comply with amended Queensland road rule section 144 set out in Recommendation 8 above as follows:</p> <ul style="list-style-type: none"> <li>a) a maximum fine of 40 penalty units (that is maximum \$4,400), and</li> <li>b) a maximum loss of eight demerit points.</li> </ul>	<p><b>Supported in part</b></p> <p>The Queensland Government supports this recommendation. Appropriate amendments were implemented on 7 April 2014.</p> <p>The maximum (court-imposed) penalty for the offence will be set at 40 penalty units (currently \$4,400) as recommended by the Committee.</p> <p>However, the principle behind the demerit points scheme is that demerit points are set at a fixed amount against particular rules. There is not a court imposed maximum number of demerit points. Demerit points should match the seriousness of the offence so it is important to equate the demerit point penalty for this offence with penalties for existing offences with a similar risk profile. The only current eight demerit point penalty is for speeding more than 40km/h over the speed limit.</p> <p>The penalty infringement (i.e. on-the-spot fine) for this offence will therefore be set at \$330 and three demerit points (the same as the penalty for going through a red traffic light, disobeying a stop or give way sign, failing to give way at or on a roundabout, using a mobile phone, etc.) and is an increase on the current penalty for not keeping a safe distance when overtaking (\$154 and two demerit points).</p>

<p><b>Recommendation 10</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads further amend the Queensland road rules to ensure that motorised wheelchairs, which are lawfully allowed to travel on the road, are also protected by the minimum overtaking distance legislation.</p>	<p><b><i>Supported in principle</i></b></p> <p>The Queensland Government supports the concept of protecting pedestrians and motorised wheelchair users. However, the current road rules provide some complexity, as outlined below.</p> <p>Motorised wheelchair users are considered to be pedestrians and are therefore not generally expected to travel on roads. They are generally expected to travel on a path or a nature strip. Where there is no suitable path or nature strip, a motorised wheelchair may travel on the road facing oncoming traffic. They would therefore not usually be travelling on the same side of the road as a bicycle or motor vehicle and instances of motorised wheelchairs sharing the road are limited. Therefore, the proposal is not considered to be able to be practically implemented.</p> <p>Transport and Main Roads will review existing legislation to determine if alternative solutions or changes to existing road rules for pedestrians address the concerns raised by the Committee and allow for the minimum passing distance rule to be practically applied.</p>
<p><b>Recommendation 11</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads fund an extensive community awareness campaign both prior to and following the introduction of the new minimum overtaking distance regulations and that this campaign incorporates humanising cyclists in a way the general public can identify with them.</p>	<p><b><i>Supported</i></b></p> <p>The Queensland Government supports this recommendation.</p> <p>Transport and Main Roads commenced an extensive community awareness campaign prior to the introduction of the minimum passing distance regulations on 7 April 2014. The objectives of the overall campaign are to ensure:</p> <ul style="list-style-type: none"> <li>• road users are aware of the proposed changes, including the new minimum passing distance that is being trialled</li> <li>• road users understand why the changes are being introduced and the safety benefits (i.e. cyclists are very vulnerable so all road users need to share the road safely), and</li> <li>• cycling, motoring and industry groups know about the changes and provide opportunities to leverage key messages with their members.</li> </ul> <p>This campaign consists of two phases. The first phase involved creating awareness of the initiative and focused on messages about the new minimum passing distances. The second phase will be delivered later in 2014 through the government's 'Join The Drive To Save Lives' social change strategy for road safety (see Recommendation 56 for further details on the social change strategy). This phase will seek to drive behavioural change by activating the community to participate and promote respect for all road users. It will have close links to the thinking, philosophy and intent of the social change strategy.</p>

<p><b>Recommendation 12</b></p> <p>The Committee recommends that the Department of Transport and Main Roads work with motoring organisations (such as the RACQ and the Taxi Council Queensland) and with heavy vehicle and passenger transport operators to ensure all Queensland drivers, and drivers across the nation who might drive in Queensland are made aware of the new minimum overtaking distance requirement in the Queensland road rules. For example: including minimum overtaking distance signs at the Queensland borders.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>It is noted that the Committee recommended a comprehensive education and awareness campaign regarding the implementation of the minimum passing distance legislation (Recommendation 11) and interactions between motorists and cyclists generally (Recommendation 56). Transport and Main Roads is consulting with appropriate industry organisations in the development of the response to these and other related recommendations of the Committee.</p>
<p><b>Recommendation 13</b></p> <p>The Committee recommends that the Department of Transport and Main Roads develop guidelines and an education campaign to inform drivers on ways in which they can avoid close interaction with cyclists – for example, driving in the right hand lane of a multi-lane road.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>It is noted that the Committee recommended a comprehensive education and awareness campaign regarding the implementation of the minimum passing distance legislation (Recommendation 11) and interactions between motorists and cyclists generally (Recommendation 56). Specific tactics on ways for motorists to avoid close interaction with cyclists, will be considered as part of activities described under Recommendation 56.</p>

### **Recommendation 14**

The Committee recommends that the Minister for Transport and Main Roads insert a new Queensland road rule section 139A to provide specific provisions, to accompany the minimum overtaking distance road rule section 144, along the lines of the following:

- (1) A driver on a two-way road without a dividing line or median strip may drive to the right of the centre of the road to overtake the rider of a bicycle if—
  - (a) the driver has a clear view of any approaching traffic, and
  - (b) the driver can do so safely;otherwise the driver must wait until it is safe to overtake the rider of a bicycle.
- (2) A driver on a road with a dividing line, single continuous line or two parallel continuous lines may drive to the right of a dividing line, single continuous line or two parallel continuous lines to overtake the rider of a bicycle if—
  - (a) the driver has a clear view of any approaching traffic, and
  - (b) the driver can do so safely;otherwise the driver must wait until it is safe to overtake the rider of a bicycle.
- (3) A driver who performs an overtaking action in (1) and (2) must signal this right and left change of direction in accordance with Queensland road rules sections 46-48.

### ***Supported***

The Queensland Government supports this recommendation.

To facilitate the safe passing distances, the road rules were amended to allow motorists to pass cyclists by crossing centre lines (including double lines), straddling lane lines and driving on painted islands as long as drivers have a clear view of any approaching traffic and it is safe to do so. This amendment has been implemented on 7 April 2014.

The engineering parameters for the use of continuous centre lines are based on a motor vehicle overtaking another motor vehicle with only a small speed differential between the overtaking vehicle and the vehicle being overtaken. The time it takes for a motorist to overtake a slower moving bicycle is significantly less than when another motor vehicle is being overtaken. As there is less risk involved, the usual rules for crossing centre lines and straddling lane lines can be relaxed in the instance of a motorist passing a cyclist.

### **Recommendation 15**

The Committee recommends that the Minister for Transport and Main Roads:

- introduce a 24 month trial which exempts cyclists aged 16 years and over from the mandatory helmet road rule when riding in parks, on footpaths and shared/cycle paths and on roads with a speed limit of 60 km/hr or less, and
- develop an evaluation strategy for the trial which includes baseline measurements and data collection (for example, through the CityCycle Scheme) so that an assessment can be made which measures the effect and proves any benefits.

### ***Not supported***

The Queensland Government does not support this recommendation.

The weight of evidence confirms the importance of wearing a bicycle helmet while riding. For instance, evidence considered by the Committee (research from the Centre of Accident Research and Road Safety (CARRS-Q) in its Monograph 5 – Bicycle Helmet Research (2010)) concluded that approved bicycle helmets protect a bicycle rider against head, brain, and facial injuries. Helmet wearing was associated with a 69% reduction in the likelihood of head or brain injury and a 74% reduction in the likelihood of severe brain injury. The benefit was the same whether a motor vehicle was involved in the crash or not. The Committee's report presented differing views on mandatory helmet requirements, acknowledging research not only by CARRS-Q but from other sources as well. Transport and Main Roads is supportive of CARRS-Q research and uses this as reliable source material, along with research by other reputable bodies.

Internationally, a fact sheet from the SWOV Institute for Road Safety Research (2012) on helmet research reported that there were an average of 190 fatalities and more than 9,200 serious injuries to cyclists in the Netherlands annually between 2005 and 2009. A third of these serious injuries were diagnosed with head or brain injuries, and approximately three quarters of these head and brain injuries were caused by crashes that did not involve motorised traffic. Furthermore, as many as nine out of ten young children who sustained a head/brain injury did so in crashes not involving motor vehicles. The report concluded that this type of crash is difficult to prevent but it was possible to limit the severity of the head and brain injury by wearing a bicycle helmet. According to the most recent estimate, the risk of sustaining head injury is 1.72 times higher for cyclists who do not wear a bicycle helmet than for the cyclists who do.

Queensland crash data shows that, in crashes from 2005 to 2011 (the most recent year where all casualty severities are available) where helmet use was known, cyclists who were not wearing a helmet were relatively more likely to be killed or hospitalised than cyclists who were wearing a helmet. Cyclists who were wearing a helmet were more likely to sustain less severe injuries (medical treatment or minor injuries). Helmet use is known for the majority (87%) of cyclist casualties over this period. Despite high helmet wearing rates, 14 of the 48 cyclists who died during this period were not wearing a helmet (where helmet use was known). Please note that there were an additional seven deaths during this period where helmet use is not known.

Much of the feedback from those supporting a relaxation of mandatory helmet laws centres on the view that helmets are a significant barrier to cycling participation and that the removal of these laws will lead to an increase in cycling participation. However, recent survey data indicates that concerns about safety, the distance of trips, weather conditions, traffic volume and speed and hilly terrain rate more highly than mandatory helmet laws as reasons why people choose not to cycle.

<p><b>Recommendation 16</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads introduce an exemption from Queensland road rule 256 for all cyclists aged 16 years and over using a bicycle from a public or commercial bicycle hire scheme.</p>	<p><b><i>Not supported</i></b></p> <p>The Queensland Government does not support this recommendation for the reasons outlined in Recommendation 15.</p>
<p><b>Recommendation 17</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads introduce amendments to current regulations to ensure that parents of children (15 years and under) are liable to pay the penalty where their child is found to be riding without a helmet.</p>	<p><b><i>Not supported</i></b></p> <p>The Queensland Government does not support this recommendation.</p> <p>The government recognises that parents should educate children on safe cycling practices, including the wearing of a helmet, and reinforce those practices. However it does not consider it feasible to introduce legislative provision making parents liable for their children not wearing a helmet.</p> <p>Although drivers are accountable for passengers aged under 16 years not wearing a seatbelt, there is an important difference in that child passengers in a moving vehicle are at all times in the company and under the direct guidance of the driver. This would not necessarily be the case in a bicycle situation in particular where a child is old enough and competent enough to ride on their own without adult supervision. Parents may have witnessed or been of the belief that their child was wearing a helmet although the child may have removed it once they left the parent/home.</p> <p>In addition, it would be inconsistent to legislate parental liability for only one of the bicycle specific offences. For example, there are a range of requirements around lights and bells which are equally important for road safety reasons.</p>
<p><b>Recommendation 18</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads amend the relevant Queensland road rules to allow for a 'rolling stop' rule which permits cyclists to treat stop signs as give way signs where it is safe to do so.</p>	<p><b><i>Not supported</i></b></p> <p>There is very limited data and research on the risks and safety issues related to the proposed rolling stop rule. Due to the vulnerability of cyclists and the lack of information available to determine whether a rule change would enhance rider safety, the Queensland Government does not support the rule change at this time.</p>
<p><b>Recommendation 19</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads amend the relevant Queensland road rules to allow a 'left turn on red permitted after stopping' rule for cyclists at red lights.</p>	<p><b><i>Not supported</i></b></p> <p>There is very limited data and research on the risks and safety issues related to the proposed turn left on red rule for cyclists. Due to the vulnerability of cyclists and the lack of information available to determine whether a rule change would enhance rider safety, the Queensland Government does not support the rule change at this time.</p>
<p><b>Recommendation 20</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads amend the Queensland road rule section 248 to permit cyclists to ride on a pedestrian crossing (zebra) or children's</p>	<p><b><i>Supported in part</i></b></p> <p>The Queensland Government supports this recommendation (including amendments to Sections 81 and 248) on the proviso that cyclists come to a complete stop prior to crossing the pedestrian or children's crossing. Where a school crossing supervisor is present, cyclists are expected to follow directions given by the supervisor.</p>

<p>crossing provided the cyclist approaching the crossing:</p> <ul style="list-style-type: none"> <li>a) first slows down, as near as practicable to, but before reaching, the stop line at the crossing; and where required for safety, stop, and</li> <li>b) proceeds slowly and safely; and</li> <li>c) gives way to any pedestrian on the crossing; and</li> <li>d) keeps to the left of any oncoming rider of a bicycle or person who is using a personal mobility device.</li> </ul> <p>The Committee also recommends that the Minister amend Queensland road rule section 81 so that a driver must give way to cyclists using a pedestrian crossing or children’s crossing.</p>	<p>A number of safety issues are relevant in relation to cyclists riding across pedestrian or children’s crossings. For example, cyclists might emerge from a shared path onto a road at speed, giving drivers little notice and opportunity to stop. Further, drivers approaching a zebra crossing may not notice a cyclist travelling along a footpath and not know whether the cyclist was about to turn onto the crossing.</p> <p>Transport and Main Roads has previously determined that the safety implications of allowing cyclists to ride across pedestrian (zebra) crossings were high. However, to reduce the safety risks and allow this recommendation to be safely implemented, it is proposed that requiring a cyclist to stop before proceeding to ride across the crossing will allow vehicles to have time to stop safely.</p>
<p><b>Recommendation 21</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads consider the impact on cyclists of any changes to speed limits when reviewing transport-related policies and strategies, including, for example, the Queensland Road Safety Action Plan 2013–2015 and the Speed Management Strategy 2010–2013.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>When reviewing speed limits, the safety of all road users, including cyclists, is one of many considerations that can influence the recommended speed limit.</p> <p>All speed limit reviews in Queensland are conducted by trained engineers and technical officers using the guidelines in the Manual of Uniform Traffic Control Devices (MUTCD) – Part 4: Speed Controls. These guidelines are legislated under the <i>Transport Operations (Road Use Management) Act 1995</i> and must be strictly adhered to.</p> <p>These guidelines require traffic characteristics including crash rates to be taken into account when considering speed limits. During this process engineers also consider the proportion of cyclists using the road. The government recognises that greater detail about how to consider cyclists in setting speed limits could be incorporated in the MUTCD Part 4 and will examine how best to include this.</p>
<p><b>Recommendation 22</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads remove Queensland road rule section 119 ‘Giving way by the rider of a bicycle or animal to a vehicle leaving a roundabout’.</p>	<p><b>Not supported</b></p> <p>The Queensland Government does not support this recommendation.</p> <p>The government considers there is a value in keeping this rule because it decreases the likelihood of conflict in a multi-lane roundabout environment. Section 119 of the Queensland road rules only applies on multi-lane roundabouts and wide single lane roundabouts where two cars can drive side by side. On a multi-lane roundabout a cyclist does not have to be in the far left lane. If they are confident then they may command the right hand lane and turn right from that lane.</p> <p>However, it is important to note that on multi-lane roundabouts, this rule allows a cyclist to turn right from the left lane. Motor vehicles can only turn right from the left lane if there are road markings or signs allowing the manoeuvre. It is important that cyclists give way to exiting vehicles in the right hand lane if they are turning right from the left lane, even if they are controlling the lane by riding in the centre of the lane.</p>

<p><b>Recommendation 23</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads review and amend all Queensland road rules relating to road user conduct/actions on roundabouts to provide for cyclists to enter and exit a roundabout from the centre of the lane.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>The rules currently allow a cyclist to take up a whole lane where the road is a multi-lane one. However, where the road is just a single lane, a cyclist is required to keep as close to the left side of the road as practicable. It is proposed to amend section 129 of the Queensland road rules to provide an exemption for cyclists to allow them to control the road on a single lane roundabout.</p> <p>The proposal to increase the safety of cyclists at roundabouts by allowing them to use the whole of the road where required is supported.</p> <p>This proposal is linked to Recommendation 43.</p>
<p><b>Recommendation 24</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads amend Queensland road rule section 129 so that motorists are not required to keep to the far left side of the road unless it is impracticable to do so.</p>	<p><b>Not supported</b></p> <p>The Queensland Government does not support this recommendation.</p> <p>This proposal has significant road safety risks. Head on collisions are among the most severe type of crash, when taking into consideration the combined speed of the two vehicles. The rule that requires drivers to keep left on a road without multiple lanes helps to keep opposing lines of traffic apart. It would be incongruous to make a rule that allowed drivers to worsen the situation by not keeping to the left of the driver's side of the road.</p> <p>Further, there is research evidence to show that separating opposing streams of traffic has a beneficial effect on the crash risk for those vehicles. For example, the Bruce Highway upgrade project is establishing wide centre lines wherever possible to keep opposing flows of traffic away from each other. The effect of this is to reduce the possibility of a head on crash. Section 129 has a similar effect to a wide centre line. It mandates that drivers should keep to the left of their side of the road. This rule does not have the same objective as section 131 of the Queensland road rules which only stipulates that opposing flows of traffic should pass to the left of each other; it does not prescribe where on the left side of the road the driver or rider should be travelling.</p> <p>The new rules providing safe passing distances around cyclists will achieve the objective of this recommendation which is to ensure motor vehicles leave a safe distance when passing cyclists.</p>
<p><b>Recommendation 25</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads add a provision to the Queensland road rules to specify that bicycle lanes are clearways between 6–9am and 3–7pm on weekdays.</p>	<p><b>Not supported</b></p> <p>The Queensland Government does not support this recommendation.</p> <p>The government supports measures which decrease the risk of conflict between cyclists and motorists. However, it is conscious that implementing this proposal will remove the ability of residents and business customers to park in close proximity to where they live or shop at certain times of the day. This is likely to cause anxiety and inconvenience for residents and business owners affected. Road authorities already have the power to restrict parking where appropriate. Further, in conjunction with recommendation 26, the Queensland Government intends to remove the mandatory requirement to remain in a bicycle lane.</p>

<p><b>Recommendation 26</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads amend Queensland road rule section 247 'Riding in a bicycle lane on a road' as follows:</p> <p><i>(1) The rider of a bicycle riding on a length of road with a bicycle lane designed for bicycles travelling in the same direction as the rider should ride in the bicycle lane unless it is impracticable to do so.</i></p>	<p><b>Supported in principle</b></p> <p>This recommendation suggests that the word 'must' in the rule be changed to 'should'. However, legislatively it is undesirable to have a rule and penalty provisions for a rule that requires that a person 'should' do something as it will not be able to be treated as an offence if they do not do it.</p> <p>Given the recommendation suggests removing the mandatory nature of the road rule, the Queensland Government proposes removing the rule altogether.</p> <p>A bicycle lane is simply one type of special purpose lane. Other special purpose lanes, such as transit lanes and bus lanes, do not compel drivers to use the lane. The lane is there for them to use if they wish but there is nothing in the rules that says they must use the lane. It seems appropriate that a bicycle lane be provided for in the same way. That is, if a cyclist wants to use the bicycle lane, they can but are not required to do so.</p> <p>This proposal is linked to Recommendation 43.</p>
<p><b>Recommendation 27</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads:</p> <ul style="list-style-type: none"> <li>remove the requirement in road rule (section 258) for a bicycle to have a bell in working order, and</li> <li>insert a new requirement into the road rules that a bicycle rider must give an audible warning of their presence as near as practicable to, but before reaching, a pedestrian or a cyclist they are approaching or passing.</li> </ul>	<p><b>Not supported</b></p> <p>The Queensland Government does not support this recommendation.</p> <p>The current rule makes it clear that a bicycle must have a bell or similar warning device. There is no rule that currently says how a bell or warning device should be used.</p> <p>The government does not support the introduction of a compulsory requirement for cyclists to warn other road users of their presence. Constant audible warnings may have the effect of aggravating relations between cyclists and pedestrians and in locations with high volumes of cyclist and pedestrian traffic would be counterproductive. It would be impractical to outline in legislation all the situations where an audible warning is necessary.</p> <p>It is not compulsory for motorists to use their horns, so to require a cyclist to give an audible warning when approaching a pedestrian or another cyclist would be inconsistent with the rules applied to other road users. It would also be a difficult rule to enforce. Further, it is considered doubtful whether an audible warning would be more likely heard than a bell or necessarily be perceived as less aggressive than a bell. Bells also have the advantage of being universally acknowledged from a multicultural context.</p> <p>It should be noted that Personal Mobility Devices (for example, Segways) also have the same requirement to have a bell or similar warning device in working order.</p>
<p><b>Recommendation 28</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads amend Queensland road rule section 259 to make it compulsory for a flashing or steady light that is clearly visible for at least 200 metres to be displayed on the front and rear of a bicycle, or the cyclist, at all times.</p>	<p><b>Not supported</b></p> <p>The Queensland Government does not support the compulsory use of a light by cyclists at all times for a number of reasons.</p> <p>Research from overseas into the safety implications for the daytime running of lights for motorcycles and cars has revealed conflicting evidence on the positive effects of daytime running lights. In some circumstances, daytime lights can be counterproductive because they have been found to cause distraction to drivers and make it more difficult to perceive hazards. The government considers that, without further</p>

	<p>research on this issue that takes into account Queensland-specific conditions, mandating such a measure may be counterproductive for cyclists.</p> <p>Further, bicycle lights that would be visible for 200m in daylight would cost upwards of \$70 each and would have ongoing costs for recharging or new batteries. This rule may therefore place an overly onerous burden on cyclists and an increased cost to the community, particularly for families, children and less regular riders. Not supporting the introduction of such a rule aligns with the government's community objective of lowering the cost of living.</p> <p>There are other effective ways of ensuring cyclist visibility during daylight hours, such as becoming more visible in terms of road positioning and wearing a safety vest or other high-visibility clothing. Instead of mandating daytime lights, it is the government's view that a public information campaign about the importance of ensuring cyclists are visible to other road users by their preferred means, such as greater use of lighting on their person or bicycle, high visibility clothing and road positioning.</p>
<p><b>Recommendation 29</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads implement the recommendations contained in this Report independently of whether they are agreed to nationally through the national road rule process.</p>	<p><b>Supported</b></p> <p>The Queensland Government recognises that the value in national consistency must be weighed against opportunities to improve road safety through innovation. Those recommendations that are supported by the government will be implemented independently of the Australian Road Rules Maintenance Group process.</p> <p>The National Transport Commission (NTC) administers the Australian Road Rules model legislation. Transport and Main Roads will consult with the NTC in relation to the progression of the cycling recommendation amendments.</p>
<p><b>Recommendation 30</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads introduce a criminal offence of 'Infliction of Injury or Death to Vulnerable Road Users' based on the model statute for a vulnerable road user law drafted by the League of American Bicyclists but which incorporates a range of penalties that include maximum penalties that are tougher than the existing penalty framework provided in section 83 (Careless driving of motor vehicles) of the <i>Transport Operations (Road Use Management) Act 1995 (Qld)</i>.</p>	<p><b>Not supported</b></p> <p>The Queensland Government does not support this recommendation.</p> <p>Section 83 of the <i>Transport Operations (Road Use Management) Act 1995</i> provides for careless driving of a motor vehicle. The maximum penalty associated with this rule is \$4,400 or six months imprisonment.</p> <p>Section 328A of the <i>Criminal Code Act 1899</i> provides for dangerous operation of a vehicle. The maximum penalties for contravention of this rule range from \$22,000 or three years imprisonment to \$44,000 or five years imprisonment and up to 14 years imprisonment if the offence is committed while under the influence of alcohol.</p> <p>By making other changes to the road rules (for example, the minimum passing distance) and by improving communication of the existing laws to road users, the likelihood of the current laws being more effective in producing safer outcomes for cyclists and other road users is increased.</p> <p>As per Recommendations 6 and 7, while not supporting the introduction of a specific criminal offence for vulnerable road users, Transport and Main Roads is committed to reviewing legislation on an ongoing basis to recognise vulnerable road users and increase their safety. Transport and Main Roads will review its policies to highlight the importance of road user vulnerability in road safety considerations.</p> <p>This matter will be further addressed with the relevant departments consulting under Recommendation 32, particularly in relation to the</p>

	situation where a death is caused by careless driving and dangerous driving does not apply.
<p><b>Recommendation 31</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads, in consultation with the Attorney General and Minister for Justice, review the penalties set out in Schedule 3 of the <i>State Penalties Enforcement Regulation 2000</i> with a view to increasing infringement penalty units for cyclists to equal those for motorists where the potential to endanger other road users is greatest.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation. Appropriate amendments were implemented on 7 April 2014.</p> <p>The government supports bringing fines for cyclists into line with those imposed on motorists. Establishing uniformity of penalties for all road users is consistent with the underlying concept of equal responsibility for road safety in the Committee’s report. Increasing the applicable penalties is also intended to reduce the occurrence of risky behaviour among a minority of cyclists.</p>
<p><b>Recommendation 32</b></p> <p>The Committee recommends that the Department of Transport and Main Roads work closely with the Department of Justice and Attorney General, Queensland Police Service and the Queensland Law Society to:</p> <ol style="list-style-type: none"> <li>a) undertake a review to assess the effectiveness of current road rules, demerit point schedules and the criminal code in protecting vulnerable road users</li> <li>b) make recommendations for future law reform in Queensland to provide improved safety for vulnerable road users, and</li> <li>c) ensure that penalties relevant to those road rules amended as a result of the recommendations of this Inquiry are also reviewed and updated as required.</li> </ol>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>Transport and Main Roads, Department of Justice and Attorney-General and Queensland Police Service will work together to review legislation relevant to the safety of cyclists and other vulnerable road users. It is expected that a full review will take approximately 18 months to two years. Key stakeholders such as the Queensland Law Society will be consulted.</p> <p>This recommendation is linked to Recommendation 7 and 33.</p>

<p><b>Recommendation 33</b></p> <p>The Committee recommends that the review recommended in Recommendation 32 above should specifically consider the following:</p> <ul style="list-style-type: none"> <li>a) introduction of specific provisions and tougher penalties relating to Menacing and Predatory Road Behaviour within the Criminal Code and/or other relevant instruments</li> <li>b) introduction of specific provisions and tougher penalties related to leaving the scene of an accident within the Criminal Code and/or other relevant instruments, and</li> <li>c) increasing penalties and provisions for 'on-the-spot' fines for 'dooring' offences within the Queensland road rules, Demerit Points Schedule and/or other relevant instruments.</li> </ul>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>This recommendation is linked to Recommendation 32 and the suggested rule changes in this recommendation will be reviewed as part of the interdepartmental legislative review under that recommendation.</p>
<p><b>Recommendation 34</b></p> <p>The Committee recommends that the registration of bicycles not be introduced in Queensland and, if this recommendation is supported, the Minister for Transport and Main Roads make a public statement clearly outlining the reasons for making the decision.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>It is considered that the introduction of a bicycle registration scheme would have considerable impact on the community without being able to deliver the outcomes frequently claimed for such an initiative.</p> <p>A stated objective of the government is to reduce red tape and the cost of living for families. On 1 July 2012, the government implemented the registration fee freeze for privately operated vehicles for three years. The implementation of a bicycle scheme would negate any benefits that this had provided to families to register their vehicles as many families own multiple bicycles. In many instances, cyclists are also car owners and already contribute to road maintenance through vehicle registration.</p> <p>Cycling is valued for the important contribution it makes to the development of a sustainable and effective transport system. It also has significant benefits for health, the environment and tourism, as well as positive local impacts in connecting communities. It is an important form of exercising as well as being used for commuting.</p> <p>The registration of bicycles in Queensland would be inconsistent with the rest of Australia, which would cause significant problems for those from interstate and overseas who want to ride their bicycles in Queensland as they will need to register their bicycles while in this state.</p> <p>It has been identified that no other country has implemented a bicycle registration system to attempt to identify bicycles for the purposes of enforcement or safe bicycle usage.</p>

### **Recommendation 35**

The Committee recommends that the Minister for Transport and Main Roads review available best practice guidelines and develop a Queensland Cycle Infrastructure Standard to guide the design and placement of bicycle network infrastructure across Queensland.

Further the Committee recommends that this 'standard' be adopted within relevant planning instruments and transport infrastructure regulations to ensure consistency of implementation by local, state and federal government in the provision of cycle infrastructure in Queensland now and into the future.

### ***Not supported***

The Queensland Government does not support this recommendation.

On the state controlled road network, Transport and Main Roads is already legislatively required under the *Transport Infrastructure Act 1994* to construct, maintain and operate transport infrastructure in accordance with best practice standards and national benchmarks. To facilitate compliance with this requirement, Transport and Main Roads publishes the Road Planning and Design Manual which adopts the Austroads Guide to Road Design – Part 6A as the accepted standard for the design of cycling infrastructure in Queensland.

The Austroads website provides an important repository of up-to-date technical information and best practice guidelines for road system design and management for transport planning and engineering practitioners. Documents found in this repository set the national standard for road design and management across Australia and New Zealand for all levels of government. Transport and Main Roads is represented on Austroads and provides feedback into revisions of Austroads guidelines.

As the scope of the Austroads guidelines is limited to issues of national consensus, Transport and Main Roads conducts in-house technical research and publishes detailed design guidance to expand on or complement the Austroads guidance for Queensland-specific needs. This guidance is published on the Transport and Main Roads website and undergoes regular review to ensure it represents contemporary best practice.

Although the construction of infrastructure on local government roads is a matter for local government, Transport and Main Roads promotes compliance with design standards through its ongoing Road Planning and Design technical course series, including the 'Designing for Pedestrians and Cyclists' course. Compliance with these standards is required on any local government project where the Queensland Government contributes funding.

In relation to planning instruments, the government's State Planning Policy and supporting State Development Assessment Provisions – Module 17. Public and Active Transport already mandates compliance with recognised guidelines such as Austroads as part of any development conditions applied under the Single Assessment and Referral Agency system.

<p><b>Recommendation 36</b></p> <p>The Committee recommends that the Department of Transport and Main Roads, as lead agency on cycling, coordinate with local government authorities, to establish an amalgamated statewide cycle network database and infrastructure quality assessment monitoring system which is transparent, regularly updated and publically available; and which assesses infrastructure against the adopted Queensland Cycle Infrastructure Standards (see Recommendation 35).</p>	<p><b>Not supported</b></p> <p>The Queensland Government does not support this recommendation.</p> <p>Transport and Main Roads already collects and maintains data regarding cycling infrastructure on the state-controlled road network. As part of the Queensland Cycle Strategy 2011-2021, Action 3.3.2 outlines Transport and Main Roads' intention to undertake annual statewide reviews of crash data and proactively assess cyclist risk to identify locations for treatment on state and local government roads. Transport and Main Roads will continue to progress these reviews as part of regular operations and use data captured in its Road Crash database as a way of monitoring the condition of cycling infrastructure on state and local government roads.</p> <p>Action 3.3.2 is also complemented by the Queensland Road Safety Action Plan 2013-2015 which commits Transport and Main Roads to making crash data more available to Queenslanders through the implementation of a flexible and contemporary road traffic crash reporting system.</p> <p>The establishment and ongoing maintenance of an amalgamated statewide cycle network database which also includes local government assets would be a complex and costly exercise given the high degree of variability in the extent and type of cycling infrastructure across Queensland's 77 local government areas.</p> <p>There is significant variation in the quality, coverage and consistency of existing cycling asset data held by local governments and no legislative requirement to collect and maintain data on cycling assets.</p> <p>The imposition by the Queensland Government of a requirement to collect, maintain and publish the necessary data in a consistent format and to a consistent standard would impose significant and unreasonable costs on local governments. From the local government perspective, there is little discernible value in participating in such a system given the cost.</p>
<p><b>Recommendation 37</b></p> <p>The Committee recommends that the Department of Transport and Main Roads work with relevant road authorities throughout Queensland to ensure the Austroads 'standard' is applied (as a minimum) for the placement of dedicated bicycle lanes ensuring that: where possible adequate lane width and separation from other road users is provided; and where parking zones are present, bicycle lanes are provided adequate space away from 'dooring' area of parked cars.</p> <p>The Committee further recommends that:</p> <ol style="list-style-type: none"> <li>a) where the above standards cannot be met with respect to width and separation, bicycle lanes be removed and replaced with alternative cycle facilities that do not compromise the safety of cyclists and other road users, and</li> <li>b) where parking zones are present adjacent to a designated bicycle lanes</li> </ol>	<p><b>Supported in part</b></p> <p><i>Note: this response should be read in conjunction with the response to Recommendation 35 which explains Transport and Main Roads' position in relation to the Austroads standard and its application by Transport and Main Roads and local governments.</i></p> <p>The Queensland Government supports this recommendation in part.</p> <p>Transport and Main Roads is undertaking a wide ranging review of the design, implementation and use of dedicated on-road bicycle lanes, including their interaction with car parking. The review will examine safety and crash history (including 'dooring' incidents), applicable road rules, design criteria and standards (such as for kerbside running lanes) and the interactions between and impacts of bicycle lanes, parking and residential and commercial land use. The findings of this review will be used to inform future design guidance and regulation of the use of bicycle lanes.</p> <p>In relation to dedicated on-road bicycle lanes on the state controlled road network, Transport and Main Roads applies existing best practice standards for new projects. Where legacy infrastructure exists that was constructed to different standards, it may not be cost-effective to retrofit to current standards. However, where specific safety issues are identified, these are addressed on a case by case basis. Removal of the dedicated on-road bicycle lane and its replacement with an alternative facility is an option that may be considered where issues have been identified with an existing facility. Transport and Main Roads' Priority Cycle Route</p>

<p>that 'kerbside running' bicycle lanes, which position the cyclist to the left of parked cars and moving traffic between the curb and the car zone (also known as Copenhagen bicycle lanes) be adopted as the best practice and preferred standard for all new and upgraded cycle infrastructure.</p>	<p>Improvement Project (Recommendation 47) will be used as a pilot for assessing opportunities for the application of various treatments to on-road bicycle lanes on priority cycle routes.</p> <p>Projects delivered by local governments which receive funding from the Queensland Government are required to adhere to Austroads standards. Projects which do not or cannot be made to comply with standards, particularly in relation to car parking, are not eligible for funding.</p>
<p><b>Recommendation 38</b></p> <p>The Committee recommends that the Department of Transport and Main Roads work with relevant road authorities throughout Queensland to ensure:</p> <ul style="list-style-type: none"> <li>• the current use of Bicycle Awareness Zones associated line markings are replaced with the more widely used and easily recognizable 'sharrows' placed in the centre of the shared lane space</li> <li>• a 'standard' is developed for the installation and treatment of shared lane facilities such as 'sharrow' markings so that their usage is consistent across Queensland and traffic regimes</li> <li>• The standard needs to make it clear that advisory markings have only a limited use, restricted to lower speed and lower volume traffic conditions in accordance with the best practice/design standards recommended in Recommendation 8.1 above, and</li> <li>• that implementation of this recommendation is supported by an appropriate education and awareness campaign to explain the concept to all road users of 'shared' zones.</li> </ul>	<p><b>Supported in part</b></p> <p>The Queensland Government supports this recommendation in part.</p> <p>A design standard for the application of Bicycle Awareness Zones (BAZ) already exists having first been published in 2009. This guidance forms part of the Transport and Main Roads standards in the Traffic and Road Use Management (TRUM) Manual as Technical Note 1.39.</p> <p>TRUM Technical Note 1.39 was reviewed in October 2013. During the review, Transport and Main Roads examined best practice research, case studies and guidelines on 'sharrows' (which consist of the existing bicycle symbol with two chevrons added at the top.) The review concluded that replacing the existing (and widely-used) yellow bicycle BAZ symbol with the sharrow symbol would not contribute to improving road safety outcomes. It would also impose significant costs to local communities if a retrofit treatment was mandated as the majority of BAZ treatments are installed on local government roads.</p> <p>The design guidance in TRUM Technical Note 1.39 makes it clear that BAZ treatments are not dedicated bicycle facilities, do not serve a route provision function and serve only as a warning function. As such, they are a treatment of last resort where the existing road environment cannot be made to provide visual or physical separation of bicycles and motor vehicles. On the state controlled road network, Transport and Main Roads strongly pursues the implementation of higher order treatments. Projects containing BAZ treatments are ineligible for funding under Transport and Main Roads' Cycle Network Local Government Grants Program.</p> <p>Transport and Main Roads' Priority Cycle Route Improvement Project (Recommendation 47) will pilot a number of infrastructure treatment options to improve the functionality of priority cycle routes including bicycle awareness zones.</p>

<p><b>Recommendation 39</b></p> <p>The Committee recommends that if recommendations 37 and 38 not be adopted, the Department of Transport and Main Roads work with local governments across Queensland to review the current placement and use of on-road bicycle infrastructure (namely bicycle lanes and bicycle awareness zones) across Queensland to determine if they are meeting their intended objectives and providing for the safety of cyclists and other road users.</p>	<p><b>Not applicable</b></p> <p>The Queensland Government has accepted recommendations 37 and 38 in part.</p> <p>Implementation of the actions identified for Recommendations 37 and 38 will meet the intent of this Recommendation.</p>
<p><b>Recommendation 40</b></p> <p>The Committee recommends that the Department of Transport and Main Roads work with relevant road authorities throughout Queensland to ensure the Austroads 'standard' is applied (as a minimum) for the installation and treatment of off-road shared user pathways and cycleways and ensure the consistent application of these standards across Queensland's cycle network.</p> <p>The Committee recommends that the standards for off-road shared user pathways and cycleways should specifically address:</p> <ul style="list-style-type: none"> <li>• the use of consistent advisory speed limits on shared pathways and cycleways</li> <li>• optimal use of separation, line markings and signage on shared pathways and cycleways, and</li> <li>• placement of cycle-friendly kerb mounts and footpath connections installed at the entry and exit points to on-road cycle lanes.</li> </ul>	<p><b>Supported</b></p> <p><i>Note: this response should be read in conjunction with the response to Recommendation 35 which explains Transport and Main Roads' position in relation to the Austroads standard and its application by Transport and Main Roads and local governments.</i></p> <p>The Queensland Government supports this recommendation.</p> <p>Transport and Main Roads has already developed guidance on the design of shared paths and separated cycleways as a supplement to the existing Austroads guidelines in the form of the Queensland Separated Cycleways Guideline. This includes consideration of the volume of cyclists and pedestrians and the advantages/disadvantages of different types of separation (visual, vertical and physical). Guidance is provided on appropriate use of line markings and signage on shared pathways and on the circumstances under which consideration should be given to separating cyclists from pedestrians.</p> <p>Transport and Main Roads is also currently undertaking projects to develop design guidance for cycle-friendly kerb mounts (also known as kerb crossover ramps) and speed management on shared paths. These projects are expected to be completed by June 2014 and updated guidance will be incorporated into the TRUM by December 2014.</p> <p>These guidelines will be available for review on the Transport and Main Roads website and will be published as part of the Traffic and Road Use Management (TRUM) Manual as Technical Note when finalised.</p>
<p><b>Recommendation 41</b></p> <p>The Committee recommends that the Department of Transport and Main Roads review best practice design options for roundabouts; and ensure that road authorities adopt best practice design standards for all new and upgraded roundabout projects along principal high frequency cycle routes.</p>	<p><b>Supported in principle</b></p> <p>The Queensland Government supports this recommendation in principle.</p> <p>Transport and Main Roads has an ongoing program of in-house research and review of roundabout design to improve cyclist safety. This includes a current project to examine world's best practice roundabout design, draw together existing design guidance, investigate the impact of lower speeds in the approach to and at roundabouts and develop bicycle safety retrofit treatment options. Transport and Main Roads is also engaged in a national process to review roundabout design and operation through Austroads.</p> <p>The Transport and Main Roads website is used to publish Queensland-specific best practice road management and design guidance,</p>

	<p>including for the design, construction and operation of roundabouts, through the Traffic and Roads Use Management (TRUM) and Road Planning and Design Manuals. Transport and Main Roads also actively promotes best practice roundabout design and operation through its ongoing Road Planning and Design technical course series, including the ‘Designing for Pedestrians and Cyclists’ course.</p> <p>On the state controlled road network and in any local government road projects where the Queensland Government contributes funding, Transport and Main Roads strives for the consistent application of best practice roundabout design. This includes roundabouts on new projects and cost-effective retrofit treatments on existing roundabouts where safety issues are identified. Transport and Main Roads’ Priority Cycle Route Improvement Project (Recommendation 47) will be used as a pilot for assessing flow and priority issues for cyclists on roundabouts. The design and construction of roundabouts on local government roads where there is no funding contribution by the Queensland Government is a matter for individual local governments.</p>
<p><b>Recommendation 42</b></p> <p>The Committee recommends that the Department of Transport and Main Roads work with all relevant road authorities to implement lower enforceable speed limits in the approach to and at roundabouts in declared shared road user zones.</p>	<p><b><i>Supported in principle.</i></b></p> <p>The Queensland Government supports this recommendation in principle.</p> <p>The implications of this recommendation need to be investigated fully in association with the review of best practice outlined in response to Recommendation 41.</p>
<p><b>Recommendation 43</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads amend the Queensland road rules to formally recognise that, in the absence of fully separated/buffered bicycle lanes, the preferred and legal action at roundabouts is for cyclists to ‘control the lane’ whereby the cyclist merges with other road users and enters/travels through the roundabout from the centre of the lane.</p> <p>The Committee recommends that in order to accommodate the above amendment, the Department of Transport and Main Roads work in collaboration with all Queensland road authorities to review the safety of current bicycle lanes placed around the outside of roundabouts in declared shared road user zones, and make necessary changes to provide either fully separated/buffered bicycle lanes or amend road markings and signage to accommodate the ‘control the lane’ approach.</p>	<p><b><i>Not supported</i></b></p> <p>This proposal is linked to Recommendations 23 and 26.</p> <p>The Queensland Government does not support this recommendation.</p> <p>As the government is proposing to remove the mandatory requirement for cyclists to use bicycle lanes then cyclists will be free to use any part of the road that is safe while circulating around a roundabout that is multi-laned.</p> <p>Transport and Main Roads has an ongoing program of in-house research and review of roundabout design to improve cyclist safety. This includes a current project to examine world’s best practice roundabout design, draw together existing design guidance, investigate the impact of lower speeds in the approach to and at roundabouts and develop bicycle safety retrofit treatment options. Transport and Main Roads is also engaged in a national process to review roundabout design and operation through Austroads.</p> <p>The Transport and Main Roads website is used to publish Queensland-specific best practice road management and design guidance, including for the design, construction and operation of roundabouts, through the Traffic and Roads Use Management and Road Planning and Design Manuals. Transport and Main Roads also actively promotes best practice roundabout design and operation through its ongoing Road Planning and Design technical course series, including the ‘Designing for Pedestrians and Cyclists’ course.</p>

<p><b>Recommendation 44</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads:</p> <ul style="list-style-type: none"> <li>• facilitate a trial of the use of bicycle storage areas, hook turn storage areas, and advanced Stop/Give Way line markings at a greater number of intersections across Queensland to determine their effectiveness in relation to improving visibility and safety of cyclists to other road users, and</li> <li>• should the trial prove successful in improving the safety outcomes for cyclists, look to include bicycle storage areas, hook turn storage areas, and advanced Stop/Give Way line markings as ‘standards’ for intersections along principle cycle routes.</li> </ul>	<p><b><i>Supported in principle</i></b></p> <p>The Queensland Government supports this recommendation in principle.</p> <p>These treatments are an existing option available for consideration on road projects. Transport and Main Roads has published detailed design guidance for the implementation of the treatments on the road network and there are a number of sites statewide where the treatments have already been installed. Such treatments may be considered, along with other options, as part of the Priority Cycle Route Improvement Program outlined in the response to Recommendation 47.</p>
<p><b>Recommendation 45</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads consider the adoption as a standard for cycle network planning and provision one or both of the following principles:</p> <ul style="list-style-type: none"> <li>• Connectivity Principle: That no bicycle lane would be more than 1.5km from another in the inner suburbs, and no more than three kilometres between bicycle lanes in outer suburbs, and</li> <li>• ‘Every Street’ Principle: That ‘every street’ be considered a potential cycle route and where possible cycle-friendly treatment be applied to provide for safe and convenient use by cyclists alongside other road users.</li> </ul>	<p><b><i>Supported in principle</i></b></p> <p>The Queensland Government supports this recommendation in principle.</p> <p>The Queensland Cycle Strategy 2011-2021 and Transport and Main Roads’ Principal Cycle Network Plans (PCNPs) outline cycle network planning principles that recognise the need for the type of connectivity proposed by Recommendation 45.</p> <p>Transport and Main Roads’ PCNP planning principles are designed to ensure that coverage of the network is proportionate to surrounding demand and urban density. As such, no explicit distinction is made between inner city areas and outer suburbs, but it is implicit in that principal cycle routes will be more densely located in areas of increased density and activity. The third PCNP planning principle states that principal routes should be located no further than one kilometre from each other in major urban areas which is consistent with the Queensland Cycle Strategy.</p> <p>The ‘Every Street’ principle is also reflected in Transport and Main Roads’ existing Cycling Infrastructure Policy which states that the department has an obligation to provide a safe environment for cycling on its network.</p> <p>It should be noted that PCNPs identify cycle routes both on the local government and state controlled road network while the Cycling Infrastructure Policy only applies to the state controlled network or to projects which are funded by the Queensland Government.</p>

<p><b>Recommendation 46</b></p> <p>The Committee recommends that the Department of Transport and Main Roads, in consultation with local governments, develop a Principal Bicycle Network plan for all major city centres across Queensland which maps out an integrated network of priority bicycle routes.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>Principal Cycle Network Plans (PCNP) are developed, published and reviewed by Transport and Main Roads on a region by region basis. This is done in consultation with local governments.</p> <p>To date, PCNPs have been published for the South East Queensland and Far North Queensland regions. A review of the South East Queensland PCNP is currently underway.</p> <p>PCNPs for the Wide Bay, Central Queensland and Mackay/Whitsunday regions are nearing completion and are expected to be released later in 2014.</p> <p>PCNPs for North Queensland and the Downs South West regions have recently commenced development.</p> <p>Once completed, this suite of PCNPs will cover all major urban areas in Queensland, identifying principal cycle routes both on state and local government networks. These plans will be published on the Transport and Main Roads website.</p> <p>Following publication of the PCNPs, routes on each of the plans will be prioritised in order to guide the implementation of the cycle network where it will have the most benefit.</p>
<p><b>Recommendation 47</b></p> <p>The Committee recommends that the Department of Transport and Main Roads in consultation with key stakeholders identify a list of all existing cycling infrastructure and routes not considered ‘adequate’ (including those referred to as part of the Inquiry process) and prioritise upgrades to these facilities as the first step towards delivering a Principal Bicycle Network.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>As lead agency for cycling, Transport and Main Roads will facilitate a stakeholder working group to assess and analyse the examples of cycling infrastructure and routes highlighted during the Inquiry process as being inadequate, as well as other examples stakeholders identify. The examples in the final list will be analysed against criteria agreed with the working group. These criteria will include cycling crash history.</p> <p>For infrastructure on the state controlled road network, Transport and Main Roads will determine the scope, urgency, costs and timing of any improvements required and program works accordingly.</p> <p>Infrastructure works on the local government network are a matter for individual local governments. Representatives from local governments will be invited to participate in the stakeholder working group. Where this is not possible, the findings of the working group will be passed to the appropriate local government for consideration and action.</p> <p>Transport and Main Roads is currently scoping a pilot project to develop and trial a new approach to improving priority cycle routes that includes roads on both the state controlled and local government networks. The approach will focus on improving a priority cycle route identified through consultation with stakeholders. The Priority Cycle Route Improvement Project will examine how multiple improvements, including those identified during the Inquiry process, may be applied to a single priority cycle route with the aim of progressively applying the same process to other parts of the principal cycle network.</p> <p>Transport and Main Roads will support applications from local governments that meet the eligibility requirements for grants under the Cycle Network Local Government Grants program which correct deficiencies identified by the stakeholder working group.</p>

<p><b>Recommendation 48</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads explore policy and/or regulatory mechanisms to ensure the ‘mandatory’ consideration and compliance with the following cycling policies in all new and upgrade road projects (local, state and federal; public and private proponents):</p> <ul style="list-style-type: none"> <li>• Cycling Infrastructure Policy</li> <li>• Road User Hierarchy, and</li> <li>• Principal Bicycle Network plan.</li> </ul>	<p><b>Supported in principle</b></p> <p>The Queensland Government supports this recommendation in principle.</p> <p>In relation to Transport and Main Roads’ Cycling Infrastructure Policy, it should be noted that this policy only applies to projects on the state controlled road network or when cycle infrastructure projects are wholly or jointly funded by the Queensland Government. Infrastructure policies on local government roads are a matter for individual local governments.</p> <p>Consideration of and compliance with the Cycling Infrastructure Policy is mandatory for Transport and Main Roads projects. An evaluation of the application of the Policy on recent projects is currently underway to determine the robustness and effectiveness of the policy’s application in practice. The Committee’s findings in relation to cycling infrastructure will also be considered during the review.</p> <p>Please refer to Recommendation 6 for the government’s position with respect to the Road User Hierarchy.</p> <p>In relation to Principal Cycle Network Plans, as part of the government’s planning reform agenda, Transport and Main Roads is working with the Department of State Development, Infrastructure and Planning (DSDIP) to deliver guidelines that assist local government implementation of the government’s interests in transport infrastructure identified in the State Planning Policy (SPP).</p> <p>SPP guidelines on state transport infrastructure will clearly identify the requirement for local governments to facilitate land use patterns and achieve a high level of integration with transport infrastructure including active transport (for example, cycling infrastructure and facilities). Local governments will be directed to reflect the appropriate regional Principal Cycle Network Plan to ensure the ongoing development of regional cycle networks.</p>
<p><b>Recommendation 49</b></p> <p>The Committee recommends the Minister for Transport and Main Roads ensure the transparent reporting and benchmarking of the application of the above policy for mandatory consideration of cycling facilities and the road user hierarchy in all major infrastructure developments and road upgrade projects (public and private); and that this be reported in the Department’s annual report.</p>	<p><b>Supported in principle</b></p> <p><i>Note: the following response should be read in conjunction with the response given to Recommendation 48.</i></p> <p>The Queensland Government supports this recommendation in principle.</p> <p>One of the actions of the Queensland Cycle Strategy 2011 – 2021 (Action 5.4.3) is the development of the biennial State of Cycling in Queensland report. The report is intended to report bicycle usage against Queensland Cycle Strategy outcomes as well as state and local government expenditure on cycling related infrastructure and initiatives.</p> <p>The inclusion of information and analysis of the application of relevant policies designed to deliver improved cycling infrastructure and facilities in the State of Cycling in Queensland report is considered more relevant than its inclusion in Transport and Main Roads’ annual report.</p>
<p><b>Recommendation 50</b></p> <p>The Committee recommends that to support project proponents (public and private) in meeting the above policies and standards, the Minister for Transport and Main Roads should review and update existing guidelines to reflect Australian and</p>	<p><b>Supported in principle</b></p> <p>The Queensland Government supports this recommendation in principle.</p> <p>Transport and Main Roads already undertakes significant programs of work to review, update and publish policies, specifications, standards and guidelines to reflect current Australian and international technical standards on an ongoing basis. Transport and Main Roads also conducts a</p>

<p>international design standards for cycling infrastructure.</p>	<p>Road Planning and Design technical course series which includes a specific course on designing for pedestrians and cyclists.</p> <p>Transport and Main Roads' commitment to completing these important review processes as part of its regular operations has been outlined in the responses to a number of the other Committee recommendations including 35, 41 and 42.</p>
<p><b>Recommendation 51</b></p> <p>The Committee recommends that the Department of Transport and Main Roads, as lead agency on cycling, engage with all relevant local, state and federal authorities to ensure statewide coverage of policies recommended above and to ensure consistency across Queensland in design standards for cycling infrastructure.</p>	<p><b><i>Supported in principle</i></b></p> <p><i>Note: the following response should be read in conjunction with the response given to Recommendation 48.</i></p> <p>The Queensland Government supports this recommendation in principle.</p> <p>Transport and Main Roads undertakes significant programs of work to review, update and publish policies, specifications, standards and guidelines to reflect current Australian and international technical standards on an ongoing basis. These documents are made available to authorities, including local governments, via the Transport and Main Roads website. The effectiveness, flexibility and application of these documents will be further assessed through Transport and Main Roads' Priority Cycle Route Improvement Project.</p> <p>Transport and Main Roads also conducts Road Planning and Design technical courses which includes a specific course on designing for pedestrians and cyclists. These courses are often attended by representatives of local government as well as industry representatives and members of the general public.</p> <p>While infrastructure policies on local government roads are a matter for individual local governments, the eligibility criteria for cycle infrastructure projects on a local government network which are jointly funded by the Queensland Government require adherence to published Transport and Main Roads and Austroads standards.</p>
<p><b>Recommendation 52</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads, in partnership with relevant public transport authorities, review the current integration of cycling infrastructure with public transport networks including consideration of:</p> <ul style="list-style-type: none"> <li>• policies and provisions to allow for the carrying of bicycles on public transport across the state's public transport network, and</li> <li>• provision and placement of bicycle storage facilities at all major public transport interchanges and stations.</li> </ul>	<p><b><i>Supported</i></b></p> <p>The Queensland Government supports this recommendation.</p> <p>Transport and Main Roads currently plans for and delivers facilities for cyclists at major public transport interchanges on the network. Depending on demand factors, these facilities include bicycle racks, lockers, showers, change facilities, drinking fountains and secure bicycle enclosures. Recent station works featuring new bicycle facilities have been undertaken at the Royal Brisbane and Women's Hospital, Petrie, Eight Mile Plains, Richlands, Darra, Sandgate, Ferny Grove and Eagle Junction as examples.</p> <p>To support these connections, Transport and Main Roads has applied the 'connect to' principle as a criterion for assessment during the allocation of capital grants to local governments under the Cycle Network Program. Projects which propose to develop cycle routes consistent with the Principal Cycle Network Plan and which improve cycle access to major bus and rail stations have been prioritised over others.</p> <p>In relation to the carriage of bicycles on public transport, Queensland Rail permits bicycles on its CityTrain network on all services except for peak time services between 7–9.30am toward the Brisbane central business district (CBD) and 3–6.30pm from the CBD. On buses, only folding bicycles can be carried at present. Previous trials of front mounted racks specially</p>

	<p>adapted to minimise danger to pedestrians have been conducted on Brisbane’s TransLink bus network with very limited success.</p> <p>Through its Cycling Infrastructure Policy, Transport and Main Roads has also required consideration of the needs of cyclists (in terms of access and amenities) public transport stops and stations including secure bicycle racks, lockers and change rooms.</p> <p>Transport and Main Roads will give full consideration to carriage of bicycles on public transport services, where appropriate, as an option for increasing cycling participation over the long term. All options will be required to proceed through the key project stages of the project assurance framework to ensure value for money.</p> <p>Investigating opportunities for improving facilities for the carriage of bicycles on trains has been identified as Action 1.2.8 in the Queensland Cycle Strategy 2011-2021. An additional action relating to end of trip facilities in the strategy (Action 3.2.2) is to provide end-of-trip facilities at new and upgraded public transport stops and stations. Transport and Main Roads intends to progress both actions.</p>
<p><b>Recommendation 53</b></p> <p>The Committee recommends that the Department of Transport and Main Roads work with relevant road authorities to review existing maintenance policies for Queensland bicycle facilities and develop a statewide cycle network maintenance protocol which maps out all bicycle network facilities and allocates clear responsibility and funding requirements for maintenance across local, state and federal road authorities.</p>	<p><b><i>Supported in principle</i></b></p> <p>The Queensland Government supports this recommendation in principle.</p> <p>As the lead agency for transport in Queensland, Transport and Main Roads has a strategic role in leading long term sustainable asset management programs. To support this, Transport and Main Roads has developed a Transport Infrastructure Asset Management (TIAM) policy that introduces an integrated Asset Management System across all transport asset classes including active transport infrastructure.</p> <p>A dedicated investment group within the infrastructure portfolio called ‘Maintenance, Preservation and Environment’ has also been established to deliver a rolling program of statewide investment in programmed maintenance and routine maintenance activities. Transport and Main Roads’ Road System Manager Elements provides District-level guidance for the maintenance of the state controlled road system including routine maintenance of cycle paths and facilities. This covers maintenance of all cycle paths for which Transport and Main Roads is responsible for, including pavement defects, defective signs (faded signs replaced under warranty) and vegetation control.</p> <p>Transport and Main Roads is also developing a Maintenance Minimisation guideline to assist designers, engineers and planners to deliver cycling and walking infrastructure that streamlines maintenance activities and ensures value for money over the life of the facility. It is planned that the guideline will be published on the Transport and Main Roads website.</p> <p>Establishing maintenance protocols for cycling infrastructure and facilities located on local government controlled roads is a matter for local government councils and remains outside the scope of Transport and Main Roads’ portfolio responsibilities.</p>
<p><b>Recommendation 54</b></p> <p>The Committee recommends that the Department of Transport and Main Roads investigate available technology and introduce a bicycle network ‘black spot’ reporting system which provides a</p>	<p><b><i>Supported</i></b></p> <p>The Queensland Government supports this recommendation.</p> <p>The need to facilitate reporting safety, security or maintenance issues into existing reporting systems via new technologies such as smartphone</p>

<p>permanent process by which road users can nominate or report 'inadequate' infrastructure, bicycle route upgrades, and maintenance issues to ensure Queensland's cycling infrastructure continues to meet the expectations of cyclists and other road users.</p>	<p>applications was identified as an action in the Queensland Cycle Strategy 2011-2021 (Action 3.3.1).</p> <p>There are a variety of smartphone applications already available that are designed to meet this need, but their functionality, reliability and ability to integrate with Transport and Main Roads systems requires investigation. The Priority Cycle Route Improvement Program provides an opportunity to test appropriate technologies and approaches to support 'black spot' reporting processes.</p>
<p><b>Recommendation 55</b></p> <p>The Committee recommends that the Department of Transport and Main Roads work with other relevant agencies to ensure guidelines for construction and road work sites give due consideration to and minimise hazards to cyclists.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>Transport and Main Roads commenced a project in 2013 to develop guidelines for mitigating hazards to cyclists during construction and road works. This project incorporates guidance on the safe positioning of warning signage and the selection and use of bicycle safe crash barriers.</p> <p>The draft guideline is expected to be released in mid-2014. Once available, the guidelines will be incorporated into the Manual of Uniform Traffic Control Devices (MUTCD) Part 3 and the Road Planning and Design Manual as required, made available on the Transport and Main Roads website, and incorporated into Transport and Main Roads' Road Planning and Design technical course series, including the 'Designing for Pedestrians and Cyclists' course.</p>
<p><b>Recommendation 56</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads develop proactive, comprehensive and integrated education campaigns to be funded and implemented urgently. The campaigns should include any of the changes that are introduced as a result of the recommendation contained in this Report and also encompass (but not be limited to):</p> <ul style="list-style-type: none"> <li>• Queensland road rules and responsibilities, specifically as they relate to cyclists</li> <li>• awareness of penalties</li> <li>• roundabouts</li> <li>• overtaking (cyclists overtaking cars and motorists overtaking bicycles)</li> <li>• left turns on red lights</li> <li>• entitlement to road use (including how road infrastructure is funded)</li> <li>• vulnerable road user principles/liability</li> <li>• dooring, and</li> <li>• rolling stop.</li> </ul>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>The government has committed funding to the development of a social change strategy for road safety. The strategy, 'Join The Drive To Save Lives', was launched with the 2013-14 Christmas-New Year campaign. The strategy aims to achieve long term behavioural change to improve road safety in Queensland.</p> <p>As part of the strategy, a campaign will be implemented about sharing the road, targeting vulnerable road users (including cyclists, motorcycles and older drivers), and is scheduled to commence mid-2014 and run into 2014-15 at an estimated cost of \$1.9 million.</p> <p>This campaign is aimed at achieving social change in relation to driver and rider attitudes about all road users' rights and obligations when sharing the road network. It is expected that the campaign will include elements of mass media, however, will also utilise social and free media. It is also planned to use corporate and community partnerships.</p> <p>In addition to the social change strategy, Transport and Main Roads will also undertake a range of educational activities aimed at creating awareness of road use regulation, penalties for non-compliance and guidance for safe road use interaction.</p>

<p><b>Recommendation 57</b></p> <p>The Committee recommends that the Department of Transport and Main Roads approve and install suitable permanent roadside signs depicting required driver-bicycle interaction as part of the introduction of new minimum overtaking distance laws.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>Transport and Main Roads issues technical guidance on the design and use of traffic control devices such as roadside signs through the Manual of Uniform Traffic Control Devices (MUTCD). The MUTCD contains the design of and the methods, standards and procedures in relation to every sign, signal, marking, light or device, installed on a road.</p> <p>The MUTCD was recently updated to include a new advisory sign depicting required driver-bicycle interaction as part of the introduction of new minimum passing distance laws (TC1878).</p> <p>Transport and Main Roads will alert drivers on Queensland roads about the new minimum passing distance laws during the two year trial period through a mix of fixed and variable messaging signs at appropriate locations.</p>
<p><b>Recommendation 58</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads investigate and incorporate social marketing principles as extensively as appropriate into the education and awareness campaigns recommended in this Report.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>Transport and Main Roads is incorporating social marketing principles as appropriate in its development of the campaign outlined in the response to Recommendation 56.</p>
<p><b>Recommendation 59</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads ensure the proportion of the annual road safety budget dedicated to education and awareness between cyclists and drivers be at least proportional to the representation of cyclists in the Australian population (around 18% in 2011).</p>	<p><b>Not supported</b></p> <p>The Queensland Government does not support this recommendation.</p> <p>As referred to in the response to Recommendation 56, the government has committed funding to the development of a social change strategy by external providers for road safety. This strategy is aimed at long term behavioural change. As part of this broader strategy, the communication program is prioritised on an evidence-based approach through analyses of crash data, international best practice and community engagement. Proposed education and awareness activities are addressed in the response to Recommendation 56.</p>
<p><b>Recommendation 60</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads work collaboratively with organisations involved in cycling safety with a view to sharing resources to achieve efficiency and greater safety outcomes.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>Transport and Main Roads remains committed to actively engaging Queensland Government agencies, local government, transport industry operators, user groups and the broader Queensland community to improve road safety outcomes. As part of the workshop to discuss issues relating to cycling incident data identified in the response to Recommendation 3, Transport and Main Roads will facilitate a discussion with relevant government agencies, cycling safety groups and academics to identify ways of working collaboratively and sharing resources effectively to achieve efficiency and greater safety outcomes.</p> <p>This commitment will be complemented by the government's response to Recommendation 66 which will see Transport and Main Roads partner with relevant stakeholder organisations to review existing education and awareness materials. Following the review, Transport and Main Roads will</p>

	lead the development and implementation of a short form code of conduct brochure on the sharing of roads and paths in partnership with key stakeholders.
<p><b>Recommendation 61</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads include cycling related material in both the written and practical driver's licence testing. Specifically:</p> <ul style="list-style-type: none"> <li>• mandatory inclusion of at least 5% (or two questions, whichever is higher) about road rules</li> <li>• relating to cycling in the theoretical/written component of driver's licence testing, and</li> <li>• mandatory inclusion of interaction with cycling related infrastructure in the practical component of driver's licence testing.</li> </ul>	<p><b>Supported in part</b></p> <p>There are currently three questions relating to cycling in the class C written road rules test. However, new questions relating to the minimum passing distance rule will be required.</p> <p>The written road rules test to apply for a learner licence is reviewed periodically. Questions relating to the new rules will be included in the revised road rules test by the end of 2014.</p> <p>In terms of the practical component of the Q-SAFE driving test, wherever there is abundant cycling infrastructure it would usually be incorporated into the test. For example, in urban areas of South East Queensland there are many bicycle lanes. At most driving centres it would be difficult to do a driving test without encountering a bicycle lane on a road. However, Transport and Main Roads considers it might be more beneficial for a driving test applicant if they were to encounter a cyclist during the test who was not using bicycle infrastructure. The evasive action required to ensure the minimum passing distance road rule is adhered to would be more likely to test the applicant's knowledge of how to pass cyclists safely if there was no bicycle lane. It would not be possible to mandate inclusion of cycling infrastructure in Q-SAFE test routes across all of Queensland as some areas have no cycling infrastructure or very little cycling infrastructure.</p>
<p><b>Recommendation 62</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads develop a simple form of road rules revision (such as a short, online, open-book check list) which should be promoted in driver's licence renewal, registration and traffic offence notices.</p>	<p><b>Supported in principle</b></p> <p>Transport and Main Roads will investigate the most effective way to communicate information about the road rules and proposed road rules changes as part of its communications strategy for these initiatives. See Recommendation 56.</p> <p>Further, existing initiatives such as the Road Rules Refresher Pocket Guide will also be reviewed and updated as required.</p>
<p><b>Recommendation 63</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads ensure the consolidation of all cycling related information in the <i>Your Keys to Driving in Queensland</i> driver's licence guide into one distinct section.</p>	<p><b>Supported in principle</b></p> <p>The cycling information in <i>Your Keys to Driving in Queensland</i> is already consolidated in two main sections, 'Rules for other road users' and 'Sharing with other road users'. The first section outlines the road rules that relate only to cyclists and the second section contains advice on how cyclists should be treated by other road users. This is similar to the presentation of pedestrian information in the publication.</p> <p>The new online version of <i>Your Keys to Driving in Queensland</i> was released in January 2014.</p>

<p><b>Recommendation 64</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads consider making specific road-sharing training and education compulsory for all professional bus, taxi and truck drivers as part of obtaining their operating licences.</p>	<p><b>Supported in part</b></p> <p>Adherence to road rules is already assessed through formal testing for light and heavy vehicles. Road sharing is part of the road rules such as right of way, safe overtaking and so on. Transport and Main Roads will also review the heavy vehicle written road rules test in the short to mid term and consideration will be given to including further specific questions about interaction with and sharing the road with cyclists.</p> <p>In addition, Transport and Main Roads will consider how the Operator Accreditation process could be used to achieve this objective for bus, limousine and taxi drivers. Operator Accreditation holders currently have a responsibility to ensure their drivers are trained in relevant legislative requirements.</p>
<p><b>Recommendation 65</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads consider re-prioritising implementation of the Queensland Cycle Strategy 2011-2021 Signature Project 2.1 (<i>pilot and deliver nationally accredited bicycle education programs suitable for children and adults</i>).</p>	<p><b>Supported in principle</b></p> <p>The Queensland Government supports this recommendation in principle.</p> <p>Since the Queensland Cycle Strategy 2011-2021 was released, Transport and Main Roads has implemented a successful Community Road Safety Grants program. Grants are available for community groups and local governments to encourage community involvement in local road safety projects. The first round of applications resulted in five programs receiving almost \$100,000 grant funding to provide bicycle safety education programs in various locations throughout Queensland.</p> <p>In the Queensland Cycle Strategy, the government outlined that as part of its second signature project, bicycle education, it would work with other stakeholders to pilot and deliver a nationally accredited bicycle education program suitable for children and adults. However, following a review of departmental funding priorities in 2012, implementation of the initiative was put on hold. Given the Committee's recommendation, Transport and Main Roads will consider the best method of approaching the delivery of this signature project in fiscally constrained circumstances.</p>
<p><b>Recommendation 66</b></p> <p>The Committee recommends the Minister for Transport and Main Roads develop, fund and implement a single, short form code of conduct brochure to be widely distributed to replace the multiple documents produced by multiple agencies throughout Queensland.</p>	<p><b>Supported</b></p> <p>The Queensland Government supports this recommendation.</p> <p>Transport and Main Roads provides the community and transport industry operators with a number of educational and awareness resources. To streamline and target these resources, Transport and Main Roads will partner with relevant stakeholder organisations to review existing materials from Transport and Main Roads and other agencies to develop and implement a short form code of conduct brochure on the sharing of roads and paths.</p>
<p><b>Recommendation 67</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads proactively promote the Bicycle Train (Bike Bus) scheme to schools throughout Queensland and that schools be more actively supported to implement the scheme in their school communities.</p>	<p><b>Supported in principle</b></p> <p>The Queensland Government supports this recommendation in principle.</p> <p>Existing Transport and Main Roads resources allow for delivery of the bike bus scheme to schools participating in the Healthy Active School Travel (HAST) program, funded under the National Partnership Agreement on Preventative Health (NPAPH) – Healthy Children initiative. Schools undergo a rigorous selection process to be considered for participation in HAST and are assessed on issues such as traffic congestion, topography,</p>

	<p>public transport, walking and cycling accessibility, student density, health needs and cluster approach.</p> <p>Funding for this program is short term and is administered by Queensland Health from 1 July 2011 until 30 June 2015. The reach of this program in 2013 was to 20 schools and approximately 13,000 students and in 2014 may increase to 40 schools and approximately 26,000 students.</p> <p>The program recognises the influential role of local government in community issues and seeks to establish commitment to active transport. Four local government areas have been selected to participate in the program including Cairns Regional Council, Townsville City Council, Ipswich City Council and City of Gold Coast.</p> <p>Councils are provided with the tools and resources to empower them to deliver a series of events and activities to promote walking, cycling and public transport. Instructional resources have been developed to assist with implementing a bike bus and will be made available on the Transport and Main Roads website for access by all Queensland schools.</p> <p>The bike bus scheme was a successful four year pilot initiative in the Far North region where awareness of the bike bus increased by 25%, increasing from 32% to 58% in the post survey. Trinity Beach State School Bike Bus achieved a Guinness World Record for the largest bike bus travelling to schools with 639 participants in 2013.</p> <p>Schools may be able to apply for grants to facilitate this process.</p>
<p><b>Recommendation 68</b></p> <p>The Committee recommends that the Minister for Transport and Main Roads consider the suggestions for new education and awareness initiatives made in submissions to this Inquiry with a view to incorporating them into the broader education and awareness campaign as appropriate.</p>	<p><b><i>Supported</i></b></p> <p>The Queensland Government supports this recommendation.</p> <p>The submissions to the Inquiry will be reviewed. Suggestions for relevant initiatives will be considered for incorporation into the campaign outlined in the response to Recommendation 56.</p>