



ACT
Government

PLANNING FOR ACTIVE TRAVEL IN THE ACT

ACTIVE TRAVEL INFRASTRUCTURE
INTERIM PLANNING GUIDELINE

Transport Canberra and
City Services

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PREFACE

TCCS has prepared this document to complement the release of *Municipal Infrastructure Standard 05 Active Travel Facilities Design (MIS05)*. At this stage it is an interim guide to assist with the planning and development of infrastructure for walking, cycling and equestrian use.

It is intended that elements of this document will form the basis of a variation to the Territory Plan that will ensure active travel considerations are incorporated into all development applications. At that time the objectives and requirements outlined in the document will be developed into rules and criteria that will need to be considered by the proponents of development in the ACT. The variation will complement the recent Active Living Principles variation and the current Bicycle Parking General Code.

The context of this document relative to other documents that describe the Active Travel Network is illustrated in Figure 1.

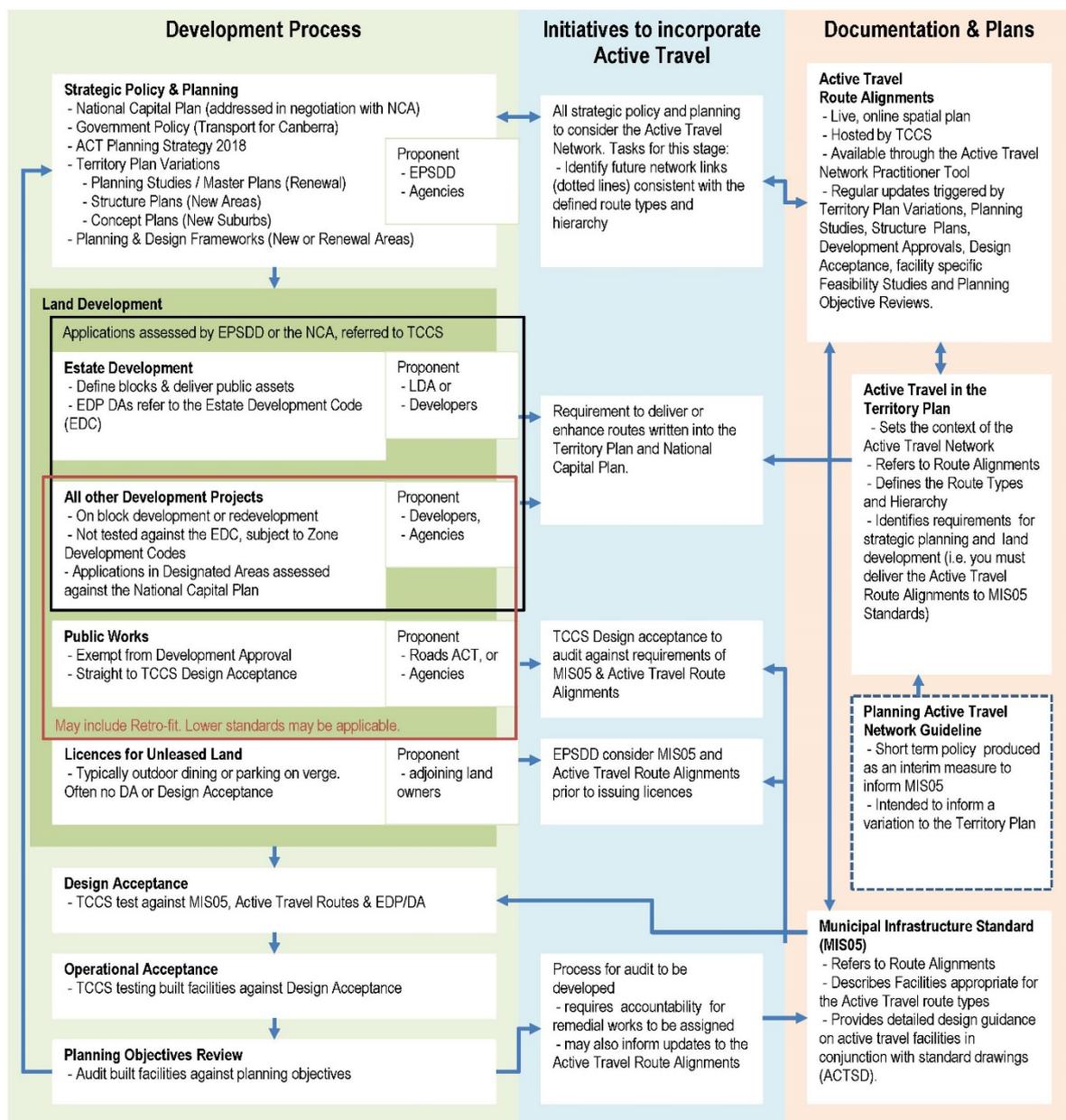


Figure 1: Development Context

1 INTRODUCTION

This guideline includes information, concepts, and illustrations intended to assist planners and urban designers to deliver development where active travel is an integral component of successful urban design. It also sets out minimum expectations for the planning of facilities for active travel and examples of the facilities that may be associated with each route type.

The term 'active travel' is used in this document to encompass active modes of transport and recreation including walking, cycling and equestrian activities. Active travel can also refer to any form of human powered mobility such as using a wheelchair or other personal mobility device; pushing a pram; wheeling luggage; riding an e-bike/pedelec, scooter, skateboard, tricycle or rollerblades.

The ACT Government recognises the importance of active travel in the creation of sustainable neighbourhoods and a sustainable city. Urban planning has an important role to play in promoting sustainability as it influences the relationship between transport and urban form and can ensure that urban areas include designs and facilities which support active travel.

There are numerous benefits from better planning for active travel. Our health can be improved by integrating exercise into our day-to-day activities, and the safety and security of our neighbourhoods enhanced by providing attractive and welcoming active travel environments. Equity of access to services can be improved by reducing household travel costs and providing an alternative means of travel for people who do not drive. The liveability of our cities and neighbourhoods can be improved by reducing traffic-related air and noise pollution.

There are also direct benefits to urban developers. The marketability of developments can be improved by catering for people's desires for healthy lifestyles. This guideline aims to reduce compliance costs by facilitating agreement on good practice up front and avoiding expensive remedial works.

The ACT Active Travel Routes (ATR) system includes five different route types for transportation and recreation:

- > Community Routes (for walking and cycling);
- > On Road Cycling Routes;
- > Accessible Pedestrian Routes;
- > Recreational Routes (for walking and cycling); and
- > Equestrian Routes.

These five route types can be divided into three purpose groups:

- > Active transportation routes;
- > Active travel recreation routes; and
- > Special needs routes.

The structure and composition of the routes are detailed in Section 5 of this guideline with the mapping of the routes documented in the Active Travel Routes Alignments (ATRA) available through the Active Travel Infrastructure Practitioner Tool (<http://ACTiveinfrastructure.net.au>) .

The term Active Travel Network is used through the document to describe infrastructure that exists at any given time. The term Active Travel Routes is used to describe the various alignments of where facilities are required to meet user needs as detailed in Municipal Infrastructure Standard 05 – Active Travel Facilities Design.

2 POLICY CONTEXT

The Australian Capital Territory is focused around the planned city of Canberra which, as the Capital City of Australia is controlled by two planning authorities; the National Capital Authority on behalf of the Commonwealth Government and the ACT Planning Authority on behalf of the ACT Government.

The National Capital Authority represents the interests of the Commonwealth in the planning and promotion of Canberra as the National Capital. For the purposes of planning and land development, these interests are administered through a National Capital Plan.

The ACT Government represents the interests of the citizens of the ACT. For the purposes of planning and land development these interests are reflected in the ACT Planning Strategy and the Territory Plan.

It is a policy of the ACT Government to actively encourage active travel modes such as walking, cycling and riding as healthy, low cost and environmentally friendly forms of transport.

The ACT Government has adopted the Transport for Canberra policy and is an active member of the national body Cycling and Walking Australia and New Zealand. Both of these support an increase in commuter walking and cycling in favour of private car use. The ACT Government's Active Travel Framework is also intended to facilitate greater participation in walking, cycling and riding.

Other ACT Government policies also support an increase in active travel to improve community health and fitness, to increase accessibility (particularly for disabled people) and to reduce air pollution, noise and greenhouse emissions.

Government policy on active travel is subject to change and practitioners should check current policy whenever planning or designing a project. This section presents a brief explanation of the policy documents that underpin the planning and provision of the network of walking, cycling and equestrian facilities within the ACT.

2.1 Cycling and Walking

[Cycling and Walking Australia and New Zealand](#) was formed in mid-2018, replacing the Australian Bicycle Council. It has a mission to collaborate in the national interest to implement strategies and actions that will rapidly improve the conditions for and uptake of cycling and walking on Australia and New Zealand transport and recreation networks. This agency is made up of senior representatives from state transport agencies from every state and territory in Australia, plus New Zealand; advocacy groups and local councils and is to collaborate on and co-ordinate cycling and walking action at a national and international level.

Focus is to be on a small number of strategic actions to deliver outcomes in the national interest that cannot be delivered effectively by jurisdictions working alone. Issue of regular position statements provide the direction of influence and strategic actions. Further information is available from the website.

2.2 Equestrians

The ACT Government is committed to ensuring the long-term sustainability of the equestrian sector in the ACT. A 2014 Memorandum of Understanding (MoU) between the ACT Government and the ACT Equestrian Association (ACTEA) promotes a more integrated approach to planning and infrastructure provision with a whole of government approach in the consideration of equestrian interests in relevant government planning and decision-making processes.

2.3 National Capital Plan

The National Capital Plan identifies:

- > broad land use policies for the whole of the ACT;
- > detailed planning controls for areas of Designated Land where the National Capital Authority maintain responsibility for assessing proposed development; and
- > special requirements for other areas of the ACT that are important to the maintenance of the significant role of Canberra as the National Capital.

The Designated Land areas include the Parliamentary Triangle, Main Avenues, Inner Hills and Lake Burley Griffin and foreshores. These areas contain important links in the broader walking and cycling network and coordination between the policies of the National Capital Authority and the ACT Planning Authority is required.

The areas that are subject to special requirements include land within 200 metres of the main avenues and approach routes. These areas also contain important walking and cycling links. Decisions about special requirements should seek to incorporate the wider walking and cycling network.

2.4 ACT Planning Strategy & Territory Plan

The ACT Planning Strategy is intended to provide guidance to the future spatial planning, development and management of Canberra and the ACT to help achieve the economic, cultural and environmental aspirations of its people. One of the five Strategic Directions identified relates to Accessibility and includes the intention to “create a better experience for walking and cycling into and within the city centre and our town centres” and to “deliver well designed, safe and sustainable streets and public spaces to create walkable neighbourhoods that are inclusive and fair”. A number of actions are identified to support this Strategic Direction, with a key action being “Support the Active Travel Office to improve walking and cycling network connectivity and urban amenity, particularly close to key transport corridors, local and town centres and education institutions”.

The Territory Plan provides strategic directions and detailed requirements for land development in all areas of the ACT except Designated Land. At a local level there are a number of non-statutory strategic plans such as ‘master plans’ and ‘planning and design frameworks (PDF)’ that are intended to inform future changes to the statutory planning controls or to provide guidance to development or re-development proposals.

2.5 Transport for Canberra

Transport for Canberra lists a number of targets and actions to increase walking and cycling as sustainable modes of transport in the ACT. The plan aims to increase the journey to work modal split to 7% for cycling and 7% for walking by 2026. A key objective of the policy is to continue the planning of walking and cycling routes and appropriate design of paths and on-road cycling facilities to provide an integrated walking and cycling network.

2.6 Active Travel Framework

The Active Travel Framework is intended to guide continued investment in active travel infrastructure, policies, education, planning and behavioural change initiatives, enabling more active lifestyles and increasing the uptake of active travel modes across the ACT.

The Framework outlines ways to better plan, build, encourage and manage the role of active travel modes in an integrated transport system by:

- > enhanced planning of active travel routes in conjunction with infrastructure improvements that would cater for greater numbers of people participating in active travel ;
- > promotion and behavioural interventions to further raise awareness and encourage active travel participation; and
- > ensuring best practice governance arrangements, monitoring, and implementation.

2.7 Policy Summary

There are numerous other policy documents that support the overall intention of increasing the relative attractiveness of active travel to obtain benefits for the whole community. To assist practitioners in the planning and design of active travel facilities the ACT Government has developed the Active Travel Infrastructure Practitioner Tool. The tool is a web-based user interface that provides access to spatial mapping of the route alignments for walking, cycling and equestrian routes as well as access to planning and design policies, guides and other information relevant to the development of active travel infrastructure in the ACT.

The tool is available for use by all stakeholders including government agencies, developers and consultants and may be accessed at <http://ACTiveinfrastructure.net.au>.

3 DOCUMENT CONTEXT

3.1 Development Process Diagram

The following diagram (Figure 2) has been developed to place this document in context with the relevant processes relating to the incorporation of active travel into all land development projects.

The diagram illustrates that there are a range of processes associated with strategic policy and land development, and that each stage needs to consider potential improvements to the active travel network. The details of the development processes are described in Section 4.

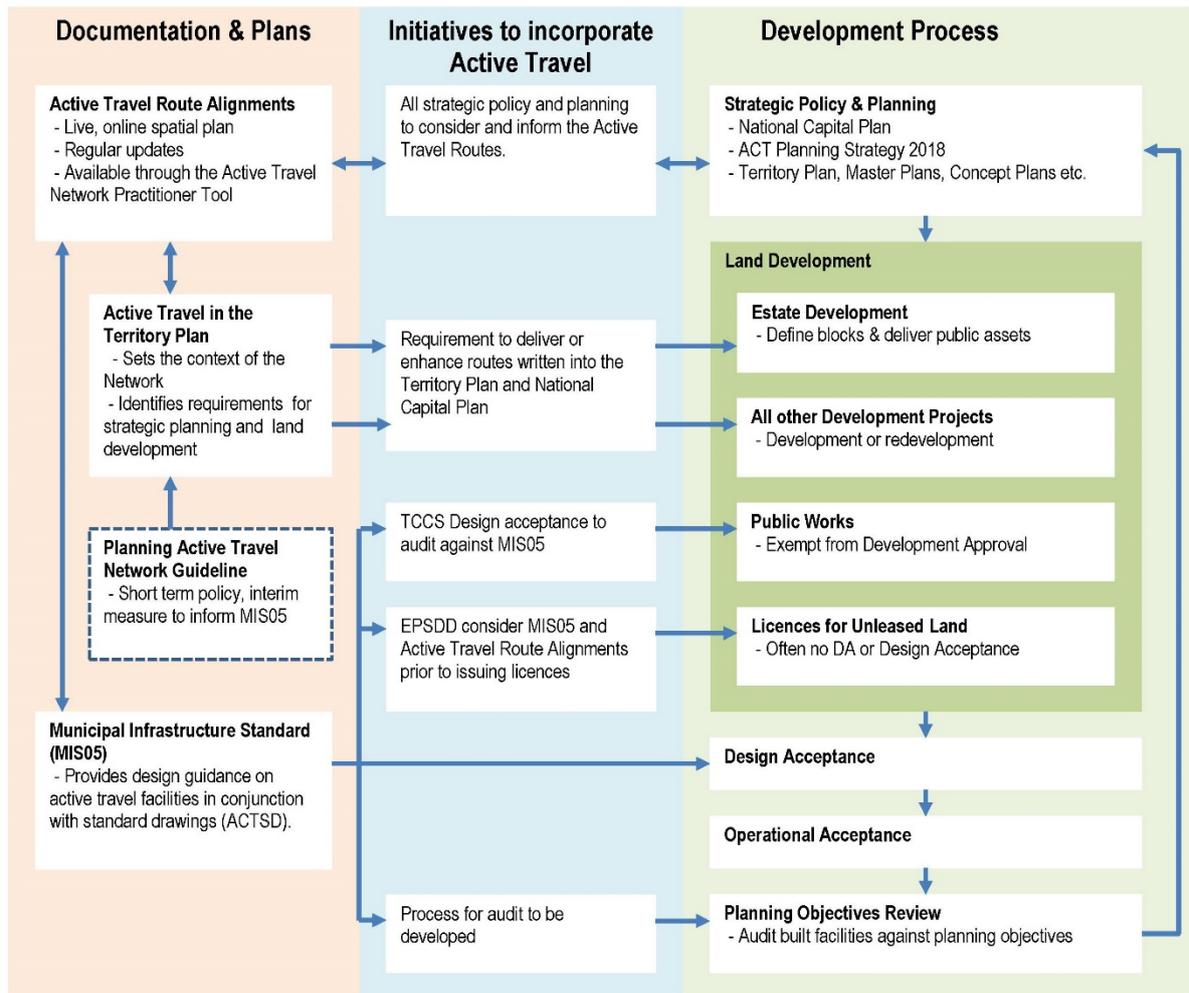


Figure 2: Development Process Diagram

Importantly, the diagram identifies four documents that form the core of the Active Travel Route system, and are intended to establish and maintain the integrity of the Active Travel Network they are the:

- > Active Travel Route Alignments;
- > Active Travel Interim Planning Guideline (this document);
- > Active Travel elements incorporated into the Territory Plan & National Capital Plan (Proposed); and
- > Municipal Infrastructure Standard 05 - Active Travel Facilities Design.

These documents are described in the following sub-Sections.

Implementing ATN facilities in a new development using the Active Travel Routes system

1. Commencement of concept planning for a new development adjacent to an established area

The existing components of the Active Travel Routes system in town and local centres are shown. The new estate development area (shown in green) includes identified group and local centres.

2. Concept plan for Active Travel Routes is finalised for the new development area

Future MCRs, LCRs and MORCRs are laid out to connect destinations and existing Active Travel Routes aligned to suit the terrain, directness and the requirements of human-powered transport modes. Alignments are indicative and may evolve with further design.

3. Estate Development Plan initial layout

Streets are set by terrain, block layouts and open space layouts. Any advanced infrastructure is to incorporate facilities such as underpasses associated with the future Active Travel Routes. The street layout should consider Active Travel Route alignments including their interaction with open spaces suitable for MCR and LCR alignments.

4. Approved Estate Development Plan with ATN and road system

Road reserves reviewed and adjusted to suit the required facilities for Active Travel Route types. Facilities are to be provided in accordance with the Estate Development Code and adjusted to account for Active Travel Route types. For example, this may include adjusting block layouts and siting paths to avoid driveway access across MCRs or LCRs. New Principal Recreational Trails and Equestrian Routes are also added at this stage.

Key to route types shown on maps

- Main Community Route (MCR)
- Local Community Route (LCR)
- Main On-road Cycling Route (MORCR)
- Local On-road Cycling Route (LORCR)
- Principal Recreational Trail (PRT)
- Principal Cycle Training Route (PCTR)
- Accessible Pedestrian Route (APR)
- Equestrian Route (ER)



Figure 3: Planning for Active Travel Routes in Future Urban Areas

3.2 Active Travel Route Alignments

The current version of the Active Travel Routes (ATR) are available for use in preparing land development proposals at both a broad strategic scale and site specific level. The Active Travel Route Alignments (ATRA) represent an interconnected web of routes in established areas as well as indicative (future) alignments for routes in new areas. It is not intended to represent the facilities that currently exist on the routes, rather it shows the best alignments for human powered transport and recreation,

Traditionally, in the ACT routes for active travel modes such as walking and cycling were planned within “green corridors” utilised for “cycle paths” connecting main destinations. In recent times however, routes have followed roads with the level of amenity such as path width and lighting levels dictated by the road hierarchy. Open spaces have been subject to landscaping only, with little regard to “big picture” planning or the design of facilities necessary for active travel. This approach has not provided for route characteristics likely to encourage active travel as an alternative travel mode over vehicle use.

The ATR system provides for the planning of active travel routes as a separate overlay on the urban fabric that may be independent of the road network. This approach is illustrated in Figure 3 and allows for routes to be set out to have the best possible characteristics to make the route attractive to meet active travel user needs; whether this be human powered transport or recreation, or horse riding.

The required characteristics of the best physical alignment will depend on the route type and for transportation would usually include directness, terrain, grades, the number and type of vehicle interaction points and the likely environment such as passive surveillance, traffic noise and fumes. For recreational routes other characteristics such as aesthetic values and the needs of the specific users may be of greater importance.

Once the physical route alignments have been planned and included as part of the ATRA, the route type provides the basis for the design of the facilities required to serve the needs of users of the identified routes. In effect, it sets the aspirational standards for the routes.

The Active Travel Route Alignments may be referenced via the Active Travel Infrastructure Practitioner Tool (<http://ACTiveinfrastructure.net.au>).

Datasets produced by EPSD through the structure or concept planning and other EDP process are provided to TCCS for update of the Active Travel Route Alignments on completion of each of these processes. TCCS will update the Active Travel Route Alignments to include amendments to the alignments resolved primarily through the outcomes of feasibility and planning studies. This exercise is to be undertaken on a proposed 6 monthly basis.

3.3 Active Travel Infrastructure - Interim Planning Guideline

This document is identified as the Active Travel Infrastructure - Interim Planning Guideline. It represents an interim guideline produced to inform and facilitate the implementation of the requirements of MIS05. Ultimately elements of this document are intended to inform a variation to the Territory Plan to incorporate considerations for Active Travel in all development proposals. This may be achieved through the introduction of an Active Travel General Code (similar to the current Bicycle Parking General Code), or it could be through changes to all of the development tables and zone codes (similar to the recent Active Living Principles variation).

This document may also be used to inform an amendment to the National Capital Plan, or the policies of the National Capital Authority, to ensure seamless planning for active travel across the two planning jurisdictions.

Other elements of this document are intended to inform policies and practices that are outside of statutory planning processes. Projects such as master planning and other strategic planning are expected to adopt the nomenclature to ensure consistency of route types and associated facilities throughout the planning process.

3.4 Active Travel General Code (Proposed)

When incorporated into the Territory Plan, the Active Travel General Code (or other form of variation) will be the trigger for all development proposals to include the appropriate facilities for active travel. It will refer to both the Active Travel Routes and Active Travel Route Alignments to provide the context of the development location within the Active Travel Network and MIS05 for detailed guidance on the design of facilities to respond to the identified context.

The intention is to define route types and route hierarchy to inform all of the steps in the development process from strategic policy and planning, through land development, asset acceptance and review.

3.5 Municipal Infrastructure Standard 05 – Active Travel Facilities Design (MIS05)

MIS05 covers the design of pedestrian and cyclist facilities associated with all ACT roads and urban open space areas including land developments, redevelopments and retrofitted facilities. The guideline is designed to be read in conjunction with the Austroads national guidelines and the Australian Standard AS1742.

ACT Standard Drawings (ACTSD)

The ACT Standard Drawings are a set of design plans for infrastructure facilities and treatments referenced in ACT Government standards. Pedestrian and cyclist facilities are generally covered in the 0500 series of drawings and equestrian facilities in the 0600 series, however other drawings may also include relevant information. These drawings provide the detail of recommended standard treatments, designs, dimensions, linemarking information and construction details not included in MIS05.

Austroads Guidelines and Australian Standard AS1742

The ACT, along with other Australian jurisdictions, have adopted as national guidelines for road design and traffic management the Austroads Guide to Road Design, Austroads Guide to Traffic Management and the Australian Standard AS1742.

All of these are multi-volume guidelines and in many instances provide an overview of recommended practice with designs and treatments that are generalised or do not conform to ACT preferred practice. Details to ensure consistency of design approach and language for the ACT context are provided in MIS05 and other parts in the Municipal Infrastructure Standard series which includes the relevant ACT Standard Drawings.

4 THE LAND DEVELOPMENT PROCESS

Figure 3 presents a diagram illustrating the land development process in the ACT and identifies some of the initiatives required to ensure that considerations of active travel are an integral part of planning and land development.

This Section seeks to elaborate on the development processes and describe the important implications that each step may have in relation to the Active Travel Network.

4.1 Strategic Policy and Planning

The highest level strategic policy and planning, such as the National Capital Plan, the ACT Planning Strategy, Transport for Canberra and Active Travel Framework do not provide specific input to the Active Travel Network, however the policy directions that they set provide the impetus for the network to exist. At the highest level these policy and planning documents are unequivocal in their support for increased active travel within Canberra.

INDICATIVE CYCLEWAYS AND FERRY

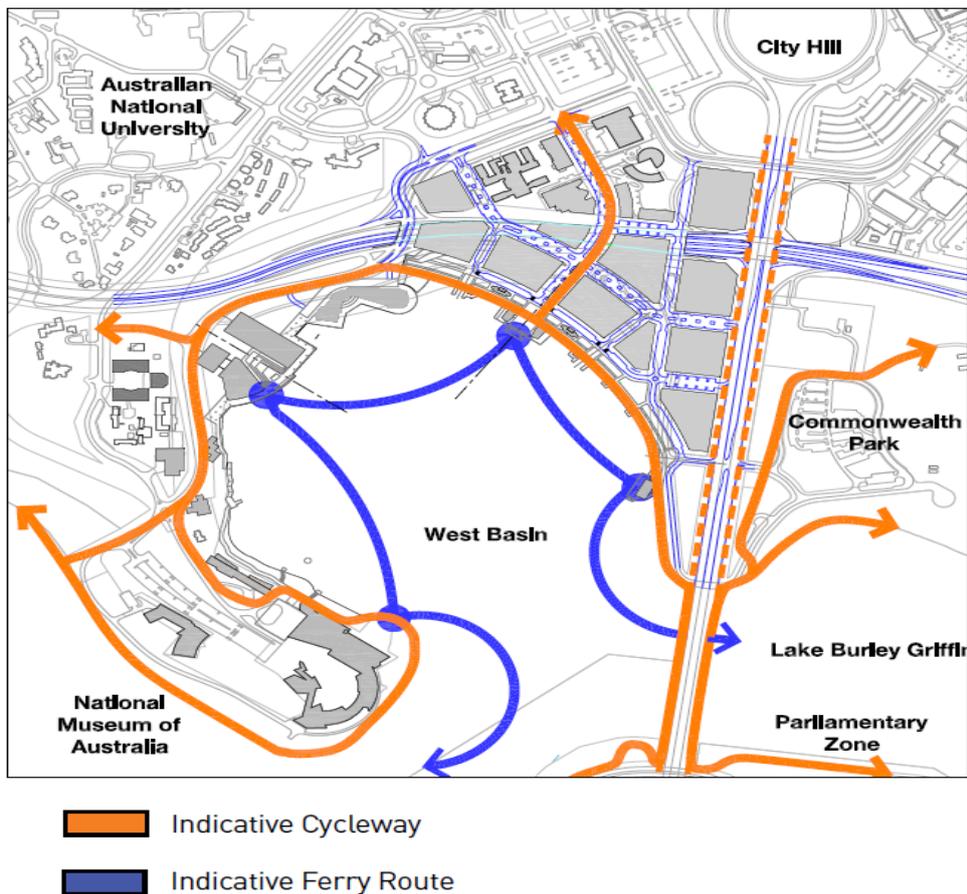


Figure 4: Example of Cycling routes identified in the National Capital Plan

The key to delivering and maintaining a Canberra wide Active Travel Network lies in the next level of Strategic Planning – planning studies that relate to a specific location. These studies are typically undertaken by either the National Capital Authority for areas of Designated Land or ACT Planning Authority for other areas within the Territory. Occasionally other agencies or private proponents develop strategic planning documents to support a specific project.

The National Capital Authority makes strategic planning decisions when preparing variations to the National Capital Plan, especially where detailed planning controls are prepared for areas of Designated Land. These controls are typically adopted into Precinct Codes in the National Capital Plan and sometimes provide specific details about the delivery of active travel connections. For example, the West Basin Precinct Code provides for cycleways in the West Basin area as illustrated in Figure 4. Currently these plans do not take into account the various Active Travel Route types however it is the intention of the ACT Government to work with the NCA to have the ATR included in the National Capital Plan.

The National Capital Authority also makes strategic planning decisions when preparing special conditions for other areas of the ACT, normally in the form of Development Control Plans. These plans also sometimes provide specific requirements for active travel infrastructure.

The ACT Planning Authority is responsible for providing detailed planning controls for much of the ACT and prepares area based strategic planning documents to guide the ongoing review of the Territory Plan. Detailed planning controls take many forms, some of which have statutory effect and some remain as guidelines for the future development of statutory controls.

The non-statutory documents include Planning and Design Frameworks, Master Plans and Planning Studies that are prepared to guide the development or re-development of areas of Canberra. Typically, completion of these studies is followed by a Territory Plan variation to adopt the important planning controls into the relevant codes, giving them statutory effect.

Structure Plans for new areas and Concept Plans for new suburbs are specific strategic planning documents that exist within the Territory Plan and provide guidance for subdivision and development of Future Urban Areas.

Strategic planning will not deliver the network but must identify the necessary corridors to enable individual projects to provide the links to form a network over time. The individual projects will include Estate Development, Other Development and Public Works as further described below.

4.2 Estate Development

Estate developments are generally on land where the proponent is creating block boundaries, delivering services and constructing the public domain (paths, parks etc.). These developments are subject to specific type of Development Approval known as an Estate Development Plan.

Estate Development Plans are often in Future Urban Areas (normally “greenfield” estates) but can include significant infill development projects. They are assessed against the requirements of the Estate Development Code in the Territory Plan.

The Estate Development Code (EDC) aims to facilitate sustainable, safe, convenient and attractive neighbourhoods that meet the diverse and changing needs of the community. This includes offering a wide choice in housing and associated community and commercial facilities, providing for local employment opportunities, encouraging active travel, minimising energy consumption, and promoting a sense of place.

In assessing a proposal against the Estate Development Code, The Planning Authority will refer the proposal to all relevant agencies. Part of the code requires TCCS to check compliance of the proposal in relation to their assets, including that any proposed active travel facilities will comply with MIS05.

If the estate is within a Future Urban Area it will also be assessed against the requirements of any relevant Structure Plan or Concept Plan. If it is not within a Future Urban Area then it will be assessed against the requirements of the relevant zone, precinct and general codes. This is why it is important for all Structure Plans, Concept Plans and relevant codes to include the requirements necessary to maintain and deliver the ATN.

If the estate is within Designated Land the National Capital Authority has responsibility to ensure delivery of the ATN.

Following development approval, any works that will result in assets being handed to the ACT Government (such as new roads or shared paths) are subject to the design acceptance process described at 4.6 below.

4.3 Other Development

Most developments (other than Estate Developments) in existing and new areas will trigger the need for Development Approval and hence be assessed against the requirements of the Territory Plan. Development of this nature may include the redevelopment of the adjoining street verge and hence may provide small sections of new or upgraded facilities on Active Travel Routes.

In some cases, redevelopment of large blocks in commercial or the higher density residential zones can result in hundreds of new dwellings without triggering assessment against the Estate Development Code.

This is why it is important for the Territory Plan to include a requirement for all development applications to consider the potential to contribute to the delivery of the ATN.

Following development approval, any works that will result in assets being handed to the ACT Government (such as new roads or paths) will be subject to the design acceptance process described at 4.6 below.

It is important that the Development Approval does not approve any works that are inconsistent with the relevant TCCS Design standards as this will result in the proponent being rejected at the design acceptance stage. If this occurs the proponent may have to vary the Development Approval to achieve compliance.

4.4 Public Works

Public Works are infrastructure projects typically in existing streets or public areas. They include specific projects to improve the ATN or other projects that may be adjacent to or impact on the ATN and could be the catalyst for local improvements. These projects are generally exempt from requiring a Development Application but will be subject to the design and asset acceptance processes described below.

It is important that the design acceptance process reviews all projects in relation to the ATN to ensure that the amenity of the routes is not diminished by adjacent works and, if possible the opportunity is taken to enhance or provide facilities on the routes to conform with the current standards.

TCCS (including Roads ACT) are responsible for the planning, design, upgrade and maintenance of active travel facilities in established areas. Upgrades are progressively provided based on an evaluation process that includes review of existing routes, identification of missing links and community requests.

It is ACT Government policy to consider retrofit of on-road cycling facilities when resurfacing arterial roads and major collector streets in established areas. All road projects including gifted assets are to provide for active travel in the design of signage, linemarking and traffic arrangements.

Improvement works on facilities should also improve amenity to meet the current standards for any identified routes within the area to be upgraded. This includes maintenance activities where road space may be reallocated to provide increased cycling amenity or by extending the continuity of facilities along identified routes.

Public Works to improve or expand the ATN may encounter physical limitations such as site boundaries, services and landscape features. As a result the standard of on-road cycling facilities in this type of “retrofit” development may be relaxed as detailed in MIS05 to provide an acceptable balance in the opportunity presented by maintenance works to extend facilities within the existing road space. Explanations of deviations away from standards must be provided and must be based upon a risk assessment.

4.5 Licences & Permits for Unleased Land

Licences are issued to allow the beneficial use of unleased territory land. Often the licences are issued to the lessee of adjoining land to allow them to use part of a road reserve or other public space for outdoor dining or car parking.

As the licences are frequently over road verges they have the potential to impact upon the utilisation of the space for active travel. This is especially relevant in highly urbanised areas where the mode share of active travel is higher than average, but is also relevant in localities such as Fyshwick where car parking takes up much of the verge space at the expense of pedestrian accessibility.

Prior to the issuing of licences or permits the proposal should be reviewed for possible impacts upon any affected ATRs. The assessment should consider the ATR types including the potential for active travel and not be restricted to the facilities that may currently be in place.

4.6 Design Acceptance

Prior to the construction of any assets on Territory Land, whether they are associated with Estate Development, Land Development or Public Works, detail design plans are submitted to TCCS for Design Acceptance. This typically includes all active travel infrastructure. TCCS review the detailed design for consistency with the approved Development Applications and relevant standards including MIS05 to ensure the appropriate facilities are provided on the identified Active Travel Routes.

If significant compliance issues are identified the proponent may be required to vary the Development Application.

Once design acceptance is issued there are no further opportunities to improve the design of the asset prior to it being handed to the ACT Government.

4.7 Operational Acceptance

Infrastructure is constructed by the developers and assets including active travel infrastructure are handed over to TCCS with review of the constructed assets against the Design Acceptance plans and infrastructure specifications. This is known as Operational Acceptance. Following operational acceptance the ACT Government takes ownership and responsibility for the ongoing maintenance of the asset.

4.8 Review of Planning Objectives

The purpose of this final stage in the planning and delivery process is to flag any deficiencies in the ATN in new areas which may be detrimental to achieving mode share targets of relevant strategies and policies.

Infrastructure deficiencies associated directly with the project identified by an independent audit are required to be rectified prior to final completion of the project. This review requirement is included as part of the statutory planning requirements and may be linked to bonds required for completion of the development works.

Other deficiencies in the ATN may be identified by the independent audits that are not associated directly with the project and these are to be detailed and provided to the relevant agencies. If a deficiency in the mapping of ATRs has been identified, then it should be referred to the Planning Authority . If facilities have not been provided to meet the requirements of mapped ATRs these should be referred to TCCS for rectification in future projects including public works as appropriate.

5 ROUTE TYPES AND FACILITIES

The Active Travel Routes (ATR) system is designed to allow the provision of appropriate facilities to make travel by foot and by bicycle easy, attractive and competitive with other modes within the ACT. The system is also designed to make walking, cycling and riding available and attractive for recreation. The ATR is comprised of a number of route types which cater for differing user groups and their needs. The existing facilities “on the ground” at any given time are known as the Active Travel Network (ATN).

5.1 Route types

The ATR consists of five route types which provide for active people of all ages and levels of experience:

1. Community Routes for walking and cycling make up the bulk of the routes with facilities designed to provide Canberra residents of all ages with a safe, comfortable and convenient active transport option;
2. On-Road Cycling Routes provide facilities to cater to the transport, fitness and recreational needs of a subset of generally fitter and faster cyclists comfortable riding on the roadway;
3. Accessible Pedestrian Routes identify the essential walking and wheelchair access routes to cater specifically for the needs of people with visual or mobility impairments;
4. Recreational Routes are those routes that include trails and paths specially developed for recreational and tourist purposes, for example, the Centenary Trail and Lake Circuits; and
5. Equestrian Routes identify the alignments of the trails and corridors for equestrian use including the Bicentennial National Trail (BNT).

The requirements of the route types may be implemented using one or a number of facility types to suit active travel or recreational users. These range from off-road paved paths, separated paths or unpaved trails and for people riding bicycles, on-road treatments such as bicycle lanes or active traffic streets.

Route types may overlap with, for example, a single path providing for both a Community Route and a Recreational Route such as the Centenary Trail and parts of the Lake Circuits.

The route types require facilities of a particular amenity level to meet the expectations of the users. They also need to connect to relevant destinations. The different types of facilities used to implement continuous routes are described in MIS05, associated ACT Standard Drawings (ACTSD) and national guidelines and standards.

Purpose Groups

The five route types can be divided into three purpose groups to assist in planning of alignments:

- > Active Transportation Routes are for travelling from A to B. They include the Community Routes and the On-Road Cycling Routes.
- > Active Travel Recreation Routes are for people to enjoy the journey itself. These include Recreational Routes and Equestrian Routes.
- > Special Needs Routes are for visually or mobility impaired people and include Accessible Pedestrian Routes.

Walking facilities

Three of the five route types in the ATR are for walking trips, with the exceptions being On-Road Cycling Routes that are specifically for cycling, and Equestrian Routes that are for horse riding.

The walking route types provide facilities for walkers of all physical abilities and trip purposes. Community Routes are to provide paths with sealed surfaces for active transport while Recreational Routes are to provide paths of varying surface types to suit the active travel needs associated with the particular recreational activity. Recreational Routes such as the Centenary Trail incorporate a mix of formed unsealed tracks and fire trails to provide for walkers as well as overlaying sections of Community Routes. Lake Circuits are fully overlapped with Community Routes and for example may require separation when overlapped with Principal or Main Community Routes.

Accessible Pedestrian Routes are an overlay on Community Routes that provide facilities to cater for people with vision or mobility impairment. Special detailing of kerb ramps, road crossings, shorelining and consistent installation of tactile ground surface indicators is required along these routes. Separation of cycles may also be required along some sections of these routes.

It is important to recognise that within the ACT path infrastructure is space that is shared with bicycles but that pedestrians have priority over cyclists in this environment.

Providing route choice for a wider range of cycling trips

A key feature of the ATR design for cycling trips is that by using the facilities provided on both Community Routes and On-Road Cycling Routes, riders can increase their choice of possible routes for trips across the ATN.

Route choice is particularly important to cyclists because the availability of additional options can often help them to overcome the challenges of difficult terrain or traffic conditions depending on the time of day. Trip purpose (recreational, commuter or with family/children) will also influence user needs and subsequently facilities choice.

A decision to take a particular route will depend on the rider's assessment of prevailing traffic volumes and speeds (pedestrians or people walking dogs on paths or vehicles on roads), the number and type of vehicle interaction points, the facilities available on the route including surface conditions and lighting, terrain (hills) and the weather. These variables will influence a rider's choice to use the facilities on sections of either Community Routes, On-Road Cycling Routes or Recreational Routes to complete a journey.

The road environment is not a constant and as a result people not comfortable riding on an arterial road bicycle lane during weekday peak hours may prefer this type of facility on weekends or early in the morning. This may be due to lower vehicle traffic volumes weighted against the perceived higher-risk of using a path where pedestrians have priority. Faster moving cyclists may assess the collision hazard from meandering pedestrians and dogs on paths as a higher risk than the hazards present on the road at that time. In this regard a critical aspect of the ATRs 'dual system' for cyclists is the provision of link paths or transitions wherever possible to allow easy interchange between the facilities provided on On-Road Cycling Routes and Community Routes. People travelling by mountain bike may also use facilities such as fire trails or unsurfaced single track to complete a journey.

A key principle of the ATR system is that cyclists using the facilities on one type of cycling route (On-Road Cycling Routes or Community Routes) should be able to complete their journeys without needing to use facilities associated with the other type of route. In some arterial and major collector road corridors, particularly those which run through open space areas, bicycle lanes may be provided paralleling paths within the verge area. Both facilities cater for the needs of the various users of the two different route types and are highly valued by the riders who use them. Existing facilities should not be removed or altered in ways that diminish the usefulness or amenity offered to the riders choosing to use each facility associated with the different route types.

The ATR cycling transportation approach is supported by the Austroads study, *Cycling on Higher Speed Roads* which states that “Ideally, all high speed roads would cater for a range of (rider) abilities with a good quality sealed shoulder or bicycle lane (for roads that are not access controlled motorways) and an off-road path.” In the Canberra context, the path would be provided on a Community Route and the bicycle lane or marked shoulder would form an On-Road Cycling Route. Providing facilities on-road for cyclists also helps “normalise” cycling as a transport mode and reinforces the legitimacy of the use of the road by cyclists if they so choose.

Influence of urban context and route type on facilities

Facilities along a route are to be provided to meet the user needs determined from the route type. Alignments of various route types may overlay each other and in these cases common or separate facilities may be provided for users.

Facilities must also be provided with careful consideration of urban context. For this purpose, there are three urban context types; inner-urban, suburban and rural.

Inner urban areas are considered to be those areas defined in the Territory Plan for medium and high density residential development, commercial or industrial land and community facility zones (RZ3, RZ4, RZ5, CZ1-CZ6, IZ1, IZ2 & CF).

Suburban areas are those areas identified for low density residential development (RZ1 & RZ2). The full details of the urban context is described in MIS05.

Rural areas are those outside the urban area as defined in the Territory Plan.

In inner-urban contexts use of separated paths may be preferred due to volumes of pedestrians and / or cyclists or the need to remove cyclists due to risk of conflict on a path. This could be because the path that forms part of a Principal or Main Community Route is coincident with Accessible Pedestrian Route. Crossing types and facilities, vehicle restriction devices and treatments at intersections will also be influenced by urban context.

Equestrian facilities

Equestrian routes and horse paddocks have been included in the ATR to enable appropriate planning for routes and facilities design as part of development works. Areas where equestrians, walkers and cyclists may interact, including route crossings, along paths and at underpasses, can be identified and appropriate facilities designed to provide for the safety of all users.

Inclusion of the Bicentennial National Trail that generally follows the Canberra urban fringe also allows for the appropriate planning of route re-alignments required as the city grows. New facilities can then be identified and provided as part the impacting development work.

5.1.1 Community Routes

Community Routes are the alignments where the facilities representing the backbone of the ATN are to be provided for active transportation. They link all major centres to residential areas and cater for walkers and cyclists of all abilities and ages (8-80s).

The Community Route component of the ATR consists of a hierarchy of four levels designed to cater for the widest range of trips for different user types: walkers, joggers, cyclists, people pushing prams, wheelchairs, mobility scooters, the very young and the elderly.

Principal Community Routes (PCRs)

These routes represent the “highways” for active transportation.

- > Generally, connect town centres and to Queanbeyan
- > To be branded as CBR Cycle Routes
- > Include the same facilities as Main Community Routes except for the inclusion of route labels and brands as part of directional signage. For this reason PCRs may also be referred to as MCR - Primary

Main Community Routes (MCRs)

These are the “arterials” for active transportation and connect PCRs to group and employment centres. Connected destinations also include hospitals, industrial areas and the airport precinct as well as major active travel venues such as Stromlo Forest Park.

There are a number of different types of Main Community Routes that have different purposes such as connecting town centres by alternative routes, links to other MCRs and PCRs to form a connected network and inner-urban loops in town and group centres. The latter allow higher amenity movement around these destinations with PCRs and MCRs generally terminating at the loops.

MCRs are numbered and labelled to allow for the easy reference to specific locations for the co-ordination of improvements and maintenance into the future. Further details on this system are included at the end of this Section.

Local Community Routes (LCRs)

These are routes that link Main Community Routes (MCRs) with local destinations such as local centres, colleges, high schools, district parks and district playing fields.

Access Community Routes (ACRs)

Access Community Routes are like local access streets in the road network and provide the alignment of the web of connected and attractive facilities predominately minor paths through all inner urban and suburban areas mostly located within verges in the local residential street system.

The facilities associated with Access Community Routes provide safe and attractive connections to cater for the important ‘last kilometre’ at each end of a transport trip and from the front door to nearby destinations for local shopping, school and recreational trips.

Some Access Community Routes require a higher level of facilities to be planned for and provided as they may have more traffic or connect larger residential catchments to a PCR / MCR / LCR. The three types of ACRs are:

- > **ACR - General** – connect to local residences, buildings and parks with lower user volumes and generally include a minor path.

- > **ACR - Feeder** – connect to an MCR / LCR with higher user volumes that require facilities with a greater capacity than a minor path. This may be to serve larger residential catchment and may include intermediate and trunk paths as well as bicycle-only paths.
- > **ACR - Special** – run adjacent to or connect to major community facilities not on the MCR / LCR networks such as primary schools, elderly people’s homes, leisure centres etc. and may include an intermediate or trunk path or a fully paved verge when adjacent the destination.

Route Status

Status is an attribute that is included on Community Routes to clearly show the state of planning of route segments. There are four status settings for Community Routes, these are:

- > **endorsed** - Estate Development Plan has been approved in new areas or in established areas facilities are on the ground and the alignment is fixed by the topography and urban fabric.
- > **intended** - Only used in established areas where sub-standard facilities may exist on the ground but the route requires ground-proofing prior to the route becoming endorsed. This applies to many LCRs where facilities are poor and should be scheduled for future upgrade, directional signage would be on hold until facilities are considered acceptable on these routes,
- > **temporary** - facilities are on the ground but will change to an endorsed route when infrastructure is constructed on a new and better alignment (which would be shown with a status of “future”). May also be used to show temporary traffic arrangements for long term developments (> 6 months), and
- > **future** – for use in new and established areas, alignment for these routes are not necessarily fixed, included as a place marker that a route is needed between destinations and may include a review of terrain to set an approximate alignment if appropriate.

Route Status is not included on Access Community Routes which are not generally included in the ATRA dataset as these may be determined from the path dataset as the paths not on a PCR / MCR / LCR.

Route Numbering

PCRs and MCRs are numbered to allow for location reference of route segments for planning, design and maintenance.

- > PCR – Numbered M100, M200 etc to M900
- > MCR Primary – Numbered M110, M120 etc. to M990
 - MCRs that provide connection to group centres and alternative, usually longer routes to town centres
 - The numbered route may represent only part of the route between origin and destination
- > MCR Secondary – Numbered M101-M109, M111-M119 etc to M991-M999
 - Provide interconnection of MCRs to complete the MCR network
 - Numbering generally terminates at the crossing PCR or MCR Primary to not overlap these routes. They may continue across these routes for continuity when there is no overlap.
- > Inner Urban Loops – Town centres MT11 – MT19 Group Centres MG11-19 etc.
 - Circulation / connecting routes within town and group centres.
 - PCRs and MCRs generally commence / terminate at inner urban loops at town and group centres.
 - Distance is measured to the destination focal point including along the Inner Urban loop to the shortest connection to the destination focal point.

5.1.2 On-Road Cycling Routes

The On-Road Cycling Routes (ORCRs) component of the ATR is a legacy of Canberra's planned urban form and its high quality arterial and collector road system. ORCRs recognise that bicycles are vehicles and have the right to use the road network with the same priority as other vehicles. Similar to the Community Routes, the ORCRs are in a three-level hierarchy recognising that different facilities should be provided to suite the anticipated traffic mix along routes. A key aspect of the ORCRs is that they are always connected to adjacent and parallel Community Routes so that cyclists using this route type may easily reach their more localised destinations.

ORCRs are highly valued by rider groups that use them as they can provide a higher level of service with higher cycling speeds than paths. Cyclists using the facilities on this route type must be comfortable in sharing space with and interacting with vehicles. This may be balanced by the alternative path environment provided on Community Routes where pedestrians have priority over cyclists unless it is a separated path.

The ACT Government's endorsement of ORCRs has provided a mandate to improve on-road facilities relatively inexpensively over time through the resurfacing program. These routes also help to reinforce the legitimate use of all roads by cyclists thus helping to "normalise" cycling rather than the complete separation model which practically may take several decades to deliver and may never resolve the highest risk interaction zones at crossings and intersections.

This approach does not preclude facilities that allow for separation of bicycles from vehicles on certain routes however the facilities should not reduce the amenity of the existing infrastructure to meet user needs.

Main On-Road Cycling Routes

Main On-Road Cycling Routes (MORCRs) are the "arterial" ORCRs and connect town, group and employment centres. They are mostly located on arterial roads and can provide a higher level of service to the type of rider who prefers an on-road environment with priority, directness and a higher speed environment than a path shared with pedestrians where pedestrians have priority.

Local On-Road Cycling Routes

Local On-Road Cycling Routes (LORCRs) connect MORCRs to local centres and local residential streets providing a higher level of service as with MORCRs. They are usually located on arterial roads and major collectors.

Access On-Road Cycling Routes

This is the lowest level of the hierarchy and represents all other streets that connect destinations including the important 'last kilometre' at each end of a transport trip and from the front door to nearby destinations for local shopping, school and recreational trips that may utilise the roadway. This also recognises that all streets in the ACT are generally available for cycling within the roadway.

Roads not recommended for cycling

A small number of roads in the ACT have been identified in the ATN as not recommended for cycling. These roads do not include prohibition of cycling however cycling facility improvements will not generally be provided as part of planned maintenance or public works.

5.1.3 Accessible Pedestrian Routes

The Accessible Pedestrian Routes (APRs) component of the ATR system consists of a series of defined routes primarily for people with a vision or mobility impairment in town, group and local centres. Along these routes tactile ground surface indicators (TGSI), shore lining and street crossing facilities are to be provided to meet DDA requirements in a consistent and systematic way and maintained to the required standards. There is only one level of hierarchy associated with this type of Active Travel Route. Accessible Pedestrian Routes generally overlay Community Routes and facilities will need to provide for the needs of all users depending on the level of the Community Route and the adjacent land use or urban context.

5.1.4 Recreational Routes

Recreational Routes (RRs) are a component of the ATR system catering specifically for the recreational forms of walking and cycling. There are broadly two types of RRs, Principal Recreational Trails for walkers and riders and Principal Cycle Training / Racing Routes for cyclists only. The identification of these routes assists in the development, management and maintenance of a range of recreational walking and cycling routes and trails to cater for the strong community demand.

Principal Recreational Trails

Principal Recreational Trails (PRTs) are usually made up of paths or unsealed trails through open spaces that may include a higher level of amenity than other recreational paths or trails and offer better continuity or directional and interpretative signage. These trails sometimes overlay Community Routes and may be developed with special branding to create a unique route identity (examples: the Centenary Trail and Lake Circuits). Principal Recreational Trails may cater for one or more activities such as bushwalking, sightseeing, mountain bike riding and running/jogging. Horse riding is generally restricted to Equestrian trails but may be allowed on some PRTs.

Principal Cycle Training Routes

Principal Cycle Training Routes (PCTRs) generally overlay ORCRs and have been identified as routes that are regularly used by fitness and training riders and groups (pelotons) of faster moving cyclists. This type of route has been identified so that the facilities valued by groups of faster moving cyclists are maintained and enhanced when development occurs along these routes. This is in response to the degradation of amenity from past development and maintenance activities where these routes have not been acknowledged by planners and engineers.

PCTRs may include branded training circuit signage (refer to MIS05) especially when these routes traverse rural areas of the ACT.

Principal Cycle Racing Routes

Principal Cycle Racing Routes (PCRRs) are wholly within rural areas of the ACT and are routes identified and used for cycle racing by cycling clubs in the ACT and region. These routes have been identified to ensure that development works and maintenance activities on the roads making up the routes enhance the facilities valued by this user group. Development works and maintenance activities should never be detrimental to the facilities valued by the users of this route type.

5.1.5 Equestrian Routes

Equestrian Routes (ERs) are a component of the ATR catering specifically for horse riding activities. The routes and horse paddocks have been identified to ensure development works and maintenance activities along the routes enhance the facilities valued by this user group. Development works and maintenance

activities need to acknowledge the facilities and amenity along the identified routes in areas such as parkland and the urban fringe.

The identification of ERs also assists in the recognition of sections of the ATN where equestrians may interact with walkers and cyclists. This will allow appropriate facility design to provide for the safety of all users. Facilities on ERs may include route marker signs and branding for routes such as the BNT.

5.2 Facilities associated with route types

Active Travel Routes represent the identified alignments for the provision of the appropriate facilities that will allow walkers and cyclists to easily and safely travel around the Canberra region. Because walking and cycling rely on human power the alignments (or routes) should be designed with regard to terrain and urban form including grade, directness, and passive surveillance. Routes may be formed by one or more types of facilities as defined in MIS05 and the National and other ACT guidelines. Routes shown on ATRA may not currently have any facilities however they have been identified because of the advantage the alignment provides for the particular active travel user whether for transport or recreation.

When on paths, pedestrians have priority and where pedestrian or cyclist volumes are high or there is a coincident APR, separation may be required to more closely meet the operational needs of the different user types.

Maintaining priority over vehicular traffic for cyclists at road crossings is an important consideration on Principal, Main and Local Community Routes to assist in the reduction of journey times.

The Community Route component of the ATR system is to be designed so that walkers and cyclists using these routes will not be required to use On-Road Cycling Route facilities on arterial roads or major collectors to complete their journeys. Facilities on Community Routes include paths with paved surfaces to allow for use by all types of pedestrians including walkers, joggers and people pushing prams.

Retrofit development

In recent years the community has placed a higher expectation on the level of amenity and safety required of active travel facilities. The ATR system has been developed in response to these higher community expectations. In established areas however, there are many instances of locations where existing facilities on identified routes will not meet the current standards for the route type and hierarchy. This includes for example Main Community Routes where, due to existing constraints, some short links require cycling on-street and pedestrians to use available paths. In some local access streets without a path, pedestrians may also have to walk within the roadway. Active Travel Streets can provide improved access for walkers and cyclists utilising improved paths for walking and a low speed mixed traffic environment for cycling.

In inner-urban environments where pedestrian and cyclist volumes are high these routes may include physical separation through use of facilities such as bicycle only paths or visual separation utilising bicycle lanes or marked shoulders.

5.2.1 Community Route facilities

Community Routes generally consist of shared or separated paths but also include shared zones, shared space and Active Travel Streets. The facilities associated with these routes cater for walkers, joggers, the very young and the elderly as well as most types of cyclists and the facilities must allow for the needs of all of these users. The range of facilities to be used on Community Routes can be summarised as follows:

- > Paths surfaced with concrete, pavers or asphalt of varying width set by the user need or route type.
- > Active Travel Street - paths in the verge provide for pedestrians, mixed traffic on road with slow speed environment through design of physical elements in the streetscape (not signage), priority for active travel modes at intersections (Suburban or inner-urban context).
- > Shared space - people in cars, walking or cycling share the same space - must not look like a road, negotiate priority through eye contact. (Inner-urban context only).
- > Separated bicycle or pedestrian only paths, generally for use in inner urban areas but may be utilised in suburban contexts with higher user volumes or speed differentials.
- > Priority crossings – crossing types that provide priority to active travel modes, the crossing type is to be selected based on path type, route and road hierarchy.
- > Lighting.
- > Wayfinding, behavioural signage and linemarking.

Table 1: Types of facilities used on Community Routes

Route	Facilities
Principal and Main Community Routes	<p>3.0m minimum width paths, wider when volumes warrant.</p> <p>May utilise bicycle only paths for separation of riders from both vehicles and pedestrians, or shared space in inner urban contexts.</p> <p>Priority crossings are provided at intersections where possible, driveway crossings are not generally permitted in Estate Development .</p> <p>Active Travel Streets may be used in suburban contexts with appropriate traffic calming and priority provided at intersections.</p> <p>May include use of the roadway for cycling when speed environment and traffic volumes are appropriate. MCR directional signage to be used.</p>
Local Community Routes	<p>3.0m width paths minimum in Estate Development and 2.0m minimum in Retrofit (2.5m minimum preferred in Retrofit).</p> <p>Priority crossings are provided at intersections where possible, driveway crossings are not generally permitted in Estate Development .</p> <p>Active Travel Streets may be used in suburban contexts with appropriate traffic calming and priority provided at intersections</p> <p>May include use of the roadway for cycling when speed environment and traffic volumes are appropriate. LCR directional signage to be used.</p>
Access Community Routes	<p>1.5m minimum width paths generally in Estate Development, may be wider when adjacent land use warrants. These are then Access Community Route - Feeder or – Special where path widths are 2.0m minimum to 3.0m width or greater if warranted</p> <p>The roadway is also used by riders on local access streets where speed environment and traffic volumes are appropriate.</p>

5.2.2 On-Road Cycling Route facilities

Main and Local On-Road Cycling Routes are principally comprised of facilities on arterial and major collector roads which link town and group centres. Facilities may also be provided on routes along minor collector roads if these provide a more direct alignment to destinations suitable for faster moving cyclists. On-Road Cycling Routes represent the basic right of riders to use the roadway if they choose. Facilities suitable for On-Road Cycling Routes include:

- > Bicycle lanes on arterial or major collector roads.
- > Marked shoulders.
- > Mixed traffic streets.
- > Active Travel Streets.
- > Shared space.

Table 2: Types of facilities used on On-Road Cycling Routes

Route	Facility
Main On-Road Cycling Routes	Bicycle lanes generally on arterial roads (with additional visual separation where possible) and special cycle treatments at intersections eg. Traffic signals and roundabouts. Physical separation not applicable on arterial roads but may be implemented on major collector roads when combined with a Principal, Main or Local Community Route.
Local On-Road Cycling Routes	Bicycle lanes or marked shoulders on all other arterial roads and major collector roads. Physical separation not applicable on arterial roads but may be implemented on major collector roads when combined with a Principal, Main or Local Community Route.
Access On-Road Cycling Routes	All other streets designed to allow use by cyclists within the roadway.

5.2.3 Accessible Pedestrian Route facilities

The Accessible Pedestrian Routes are defined routes for visually impaired and mobility impaired people in town, group and local centres. The routes connect to destinations such as bus stops, shops, offices and community facilities and provide the alignments along which DDA requirements, TGSi and shore lining/crossing facilities are to be provided in a consistent and systematic way and maintained to the required standards.

Accessible Pedestrian Routes always utilise concrete, asphalt or paved paths adjacent to streets or may also be through parkland. Facilities provided on APRs are to include:

- > Facilities that meet DDA requirements.
- > Ample safe crossing opportunities including appropriate refuge island widths.
- > Kerb ramps designed for wheelchair access and people with a visual impairment.
- > TGSi and audio tactile crossing devices.

5.2.4 Recreational Route facilities

Recreational Routes can require the installation of a wide range of facilities depending on the user for which the route has been designed and any other overlay of routes that may exist.

For Principal Recreational Trails facilities are to be provided as follows:

- > Surfacing appropriate to the type of use (i.e. unsealed surface suitable for mountain bike trail, asphalt or concrete paths preferred for Principal Recreational Trail in an urban park setting.)
- > Path width according to volumes of walkers and cyclists (refer VicRoads Cycle Note 21). When designing facilities any overlay of Community Routes should be considered with appreciation of the anticipated time of peak traffic which may vary for different trip purposes.
- > Branded signage for wayfinding at all junctions on selected routes.
- > For Principal Cycle Training and Racing Routes the facilities and conditions that make up the routes should be as follows:
 - High quality road surface preferably with visual separation provided by a bicycle lane or marked shoulder in retrofit.
 - Limited intersections and route turnings.
 - Appropriate space for queueing at signalised intersections.

- Routes made up of loops of variable lengths of between 30 and 90km.
- Branded marker signage on selected routes to clearly identify the route at all turnings.

5.2.5 Equestrian facilities

Equestrian Routes are principally comprised of formed or unformed trails in parkland and open spaces. Underpasses may provide for separation of equestrians and other users and special facilities may also be provided at signalised road crossings. Surface treatments at the approaches to underpasses and use of barriers and other facilities at these locations requires careful consideration.

5.2.6 Formation of a network

The design of active travel facilities will vary depending on adjacent land use and whether the route is through an inner-urban, suburban or rural context. Routes for walking and cycling are not required to follow road alignments and may be aligned through open space if the alignment provides for better grades, directness or attractiveness.

Minimum facility widths are set by the development case and may be of a lower standard in Retrofit than Estate Development. The Estate Development Code (EDC) sets walking and cycling path widths based on road hierarchy for estate developments which may require amendment dependent on the overlay of the active travel route alignments on the road layout. As illustrated in Figure 2 consideration of facility requirements for active travel routes is part of the planning process and will influence block layouts and road reserve widths.

6 REQUIREMENTS FOR ACTIVE TRAVEL

This Section sets out the planning requirements for the processes related to land development that are described in Section 4.

The intention is to present the requirements in a form that can be converted into a planning code in the future. In converting to a code, the identified objectives are expected to become Elements of the Code with the Requirements being converted into Rules and Criteria.

Note: conversion of the requirements into a planning code will also require a review of existing walking, cycling and equestrian related requirements in the Territory Plan to remove any duplication or conflict.

6.1 Strategic Policy and Planning

Introduction

Strategic Policy and Planning provides the broad planning directions for the city and the framework in which the ATN can exist.

At a strategic level, there are both statutory and non-statutory planning documents.

6.1.1 Non Statutory Strategic Policy

The non-statutory documents include government policies such as the ACT Planning Strategy, Transport for Canberra, the Active Travel Framework or location specific Master Plans or Frameworks.

As this level of strategic planning is non-statutory, this Section can only provide a guideline for planning practitioners rather than specific controls in the National Capital or Territory Plan.

Objective

To provide consistent nomenclature and planning approach to the ATN.

Requirements

- > Descriptions of route types and facilities to be consistent with the terminology identified in MIS05.

Objective

To provide appropriate active travel facilities to all development areas

Requirements

- > Identify the alignments of future active travel routes in accordance with the hierarchy identified in MIS05 and provide the appropriate facilities required for the routes.

Objective

To progressively enhance the Active Travel Route Alignments.

Requirements

- > Provide suitable plans that can be used to update the Active Travel Route Alignments.

6.1.2 Statutory Planning

The main statutory planning documents are the National Capital Plan and the Territory Plan. Importantly, the objectives and requirements below need to be incorporated into proposed amendments and

variations to these documents. This is particularly important for elements of the plans such as Development Control Plans, Structure Plans or Precinct Codes that relate to specific locations.

If appropriate, the objectives and requirements identified below should be referenced in scoping requirements for Environmental Impact Statements and Planning Studies.

Objective

To provide consistent nomenclature and planning approach to the active travel network

Requirements

- > Descriptions of route types and facilities to be consistent with the terminology identified in MIS05.

Objective

To create active travel friendly neighbourhoods through the identification of appropriate route alignments which can inform the provision of active travel facilities.

Requirements

- > Consider the existing Active Travel Route Alignments and the capacity to service the study area.
- > Identify alignments for future active travel routes in accordance with the hierarchy identified in MIS05 with consideration of the requirements of each route type.
- > Identify crossing points of major roads where grade separation may be required for Main and Local Community Routes, Recreational Routes or Equestrian Routes.
- > Planning for Town Centres, Group Centres, district public transport nodes or other major employment locations must identify connection to Main Community Routes and the Main On-Road Cycling Routes.
- > Planning for Local Centres, major community facilities, suburban public transport nodes, schools, recreation centres and the like must identify connecting Local Community Routes and Local On-Road Cycling Routes.
- > Planning for local bus routes must identify Access path connections between bus stops and developable areas.

Objective

Provide active travel facilities that cater for everyone in the community.

Requirements

- > Identify access to public transport.
- > Identify crossing points on Arterial and Collector Roads that are suitable for aged people and people with disabilities to provide continuity of active travel routes

Objective

Provide active travel facilities that respond to their environment and provide greater amenity to users.

Requirements

- > Consider the topography when identifying alignments for cycling routes.
- > Look for opportunities to connect Community Routes through green spaces or service corridors rather than following the road network, especially if these can offer more direct alignment and better grading opportunities.
- > Align routes for active travel transportation to minimise vehicle interaction areas including property accesses and intersections.

- > Consider the likely speed and frequency of users when identifying routes through high pedestrian areas or close to community facilities such as schools, aged care facilities and the like.
- > Consider the amenity of all users when identifying areas where route types share alignments.

Objective

Efficiently use space and resources and avoid excessive areas of pavement

Requirements

- > Utilise shared space and shared paths where appropriate
- > Do not identify walking or cycling routes where there is no conceivable need.

Objective

To progressively enhance the Active Travel Route Alignments

Requirements

- > Provide a plan that can be used to update the Active Travel Route Alignments.

6.2 Estate Development Design

Introduction

Estate developments are generally on land where the proponent is creating block boundaries, delivering services and constructing the public domain. These developments are subject to a specific type of Development Approval known as an Estate Development Plan.

Objective

To provide consistent nomenclature and planning approach to the active travel network

Requirements

- > Descriptions of route types and facilities to be consistent with the terminology identified in MIS05.

Objective

To create active travel friendly neighbourhoods through the provision of appropriate active travel facilities

Requirements

- > Consider the existing Active Travel Route Alignments and the capacity to service the estate.
- > Identify new or upgraded active travel facilities in accordance with the hierarchy identified in MIS05.
- > Estates within or including Town Centres, Group Centres, district public transport nodes or other major employment locations must identify the alignments of connecting Main Community Routes and Main On-Road Cycling Routes.
- > Estates within or including Local Centres, major community facilities, suburban public transport nodes, schools, recreation centres and the like must identify connecting Local Community Routes and the Local On-Road Cycling Routes.
- > Estates must identify Access path connections between bus stops (not necessarily within the estate) and blocks within the estate that are within 400 metres of that stop.
- > Estates that include blocks that are zoned CZ1, CZ2, CZ3, CZ4, CZ5 or RZ5 must identify locations of Class 3 (visitor) bicycle parking to serve those blocks

- > Estates that include bus stops should provide sufficient space in the verge for active travel infrastructure around the bus stop.
- > When Main or Local Community Routes are located in a road verge, access to blocks should be restricted to avoid excessive driveway crossings.
- > When Main or Local Community Routes are located in a road reserve, provision of on-street parking should be restricted unless it can be provided without introducing conflict points or interrupting sight lines.
- > When Main or Local Community Routes are located in a road reserve, the width of the road reserve may need to be increased to provide sufficient space for the route plus clearance distances from fixed objects such as trees or street furniture
- > Where Main or Local Community Routes cross an Access Street or Minor Collector, assign priority to the Community Route unless it will be unsafe to do so.
- > Where Minor Collector Streets include a bus route on-road cycling facilities should be provided.

Objective

Provide active travel facilities that cater for everyone in the community.

Requirements

- > Identify crossing points on Collector and Arterial Roads that are suitable for aged people and people with disabilities to provide continuity of main and local active travel routes
- > Estates that include blocks that are zoned CZ1, CZ2, CZ5 or RZ5 must provide Accessible Pedestrian Route Facilities along the frontage of those blocks designed in accordance with MIS05.
- > Consider the existing Active Travel Route Alignments and the capacity for the development to contribute to the identified Recreational Routes including any interaction with equestrian trails.

Objective

Provide active travel facilities that respond to their environment and provide greater amenity to users.

Requirements

- > Main and Local Community Routes should be intuitive and direct. Their alignment may influence the layout of the estate.
- > Consider the terrain when identifying Community Routes.
- > Look for opportunities to connect Community Routes through green spaces or service corridors rather than following the road network.
- > Where Main and Local Community Routes are provided outside road reserves passive surveillance must be provided by adjacent development.
- > Consider the likely speed and frequency of users when identifying Community Routes through high pedestrian areas or close to community facilities such as schools, aged care facilities and the like.
- > Consider the amenity of all users when identifying areas where route types share alignments.

Objective

Efficiently use space and resources and avoid excessive areas of pavement.

Requirements

- > Utilise shared space, mixed traffic and separated paths where appropriate depending upon the traffic environment (taking into consideration traffic volume, speed and number of heavy vehicles).
- > Do not identify walking or cycling routes where there is no conceivable need.

Objective

To demonstrate that active travel has been adequately considered in the design of the estate.

Requirements

- > Provide cross sections of Main and Local Community Routes that are not within a road reserve.
- > Provide long sections for Main and Local Community Routes that do not follow an adjacent road.
- > Provide an active travel plan that illustrates compliance with the above requirements.

Objective

To progressively enhance the Active Travel Route Alignments.

Requirements

- > Provide a plan that can be used to update the Active Travel Route Alignments.

6.3 Other Development

Introduction

Most developments (other than Estate Development) in existing and new areas will trigger the need for Development Approval and hence be assessed against the requirements of the Territory Plan. Development of this nature may include the redevelopment of the adjoining street verge and hence may provide small sections of new or upgraded active travel routes.

Objective

To provide consistent nomenclature and planning approach to the active travel network

Requirements

- > Descriptions of route types and facilities to be consistent with the terminology identified in MIS05.

Objective

To create active travel friendly development through the provision of appropriate active travel facilities

Requirements

- > Consider the existing Active Travel Route Alignments and the capacity for the development to contribute to or impact the network.
- > Propose new active travel facilities to service the development in accordance with the hierarchy identified in MIS05.
- > Development within Town Centres, Group Centres, or at district public transport nodes or other major employment locations must identify connection to the Main Community Route Network and the Main On-Road Route Network.
- > Development within Local Centres, or at major community facilities, suburban public transport nodes, schools, recreation centres and the like must identify connecting Local Community Routes and the Local On-Road Cycling Routes.
- > Developments of the two types identified above must identify Access path connections between the development and bus stops that are within 400 metres.
- > Development must provide end of trip bicycle parking and facilities in accordance with the Bicycle Parking General Code.
- > When Main and Local Community Routes are located in the road verge, vehicular access across the verge should be restricted.

- > When Main and Local Community Routes are located in a road reserve, provision of on-street parking should be restricted unless it can be provided without introducing conflict points or interrupting sight lines
- > When active travel facilities are provided as part of a development project that is physically constrained, the standards for facilities may be relaxed as detailed in MIS05.

Objective

Provide active travel facilities that cater for everyone in the community.

Requirements

- > Developments on blocks that are zoned CZ1, CZ2, CZ5 or RZ5 must provide Accessible Pedestrian Route Facilities along the frontage of those blocks

Objective

Provide active travel facilities that respond to their environment and provide greater amenity to users.

Requirements

- > Developments that include green spaces or service corridors should consider opportunities to provide enhanced active travel connectivity.
- > Developments that adjoin Main or Local Community Routes should provide passive surveillance of the corridor through the design of the development,
- > Developments that adjoin Main or Local Community Routes should allow adequate offset of walls or other structures from connecting paths so they do not impede sight lines.
- > Developments of facilities such as schools, churches, aged care facilities, playgrounds and the like should consider the likely speed and frequency of users of any adjacent active travel facilities and provide barriers or separation if necessary.

Objective

To demonstrate that active travel has been adequately considered in the design.

Requirements

- > Provide an active travel plan that illustrates compliance with the above requirements.

Objective

To progressively enhance the Active Travel Route Alignments.

Requirements

- > If necessary, provide a plan that can be used to update the Active Travel Route Alignments.

6.4 Public Works

Introduction

Public Works are infrastructure projects typically in existing streets or public areas. They include specific projects to improve the Active travel network or other projects that may be in proximity to the network and could be the catalyst for local improvements.

These projects are generally exempt from requiring a Development Application but should be subject to similar design considerations.

The appropriateness of the design will be tested at the Design Acceptance stage described below.

The following objectives and requirements will apply to the application for Design Acceptance.

Objective

To provide consistent nomenclature and planning approach to the active travel network

Requirements

- Descriptions of route types and facilities to be consistent with the terminology identified in MIS05.

Objective

To create active travel friendly neighbourhoods through the provision of appropriate active travel facilities

Requirements

- > Consider the existing Active Travel Route Alignments and the capacity for the project to contribute to or impact all of the identified routes that form the network.
- > Propose new or upgraded active travel facilities in accordance with the route types and hierarchy identified in MIS05.
- > Projects within Town Centres, Group Centres, or at district public transport nodes or other major employment locations must provide connections to the Main Community Routes and the Main On-Road Cycling Routes.
- > Projects within Local Centres, or at major community facilities, suburban public transport nodes, schools, recreation centres and the like must provide connecting Local Community Routes and the Local On-Road Cycling Routes.
- > Projects adjacent to blocks that are zoned CZ1, CZ2, CZ3, CZ4, CZ5 or RZ5 must identify locations of Class 3 (visitor) bicycle parking to serve those blocks.
- > Projects that include bus stops should provide sufficient space in the verge for active travel infrastructure to and around the bus stop.
- > When Main and Local Community Routes are located in the road verge, vehicular access across the verge should be restricted.
- > When Main and Local Community Routes are located in a road reserve, provision of on-street parking should be restricted unless it can be provided without introducing conflict points or interrupting sight lines.
- > When active travel facilities are provided as part of a public works project that is physically constrained, the standards for facilities may be relaxed as detailed for retrofit in MIS05.

Objective

Provide active travel facilities that cater for everyone in the community.

Requirements

- > Projects should include crossing points on arterial and collector roads that are suitable for aged people and people with disabilities to provide continuity of main and local active travel routes.
- > Projects that are adjacent to blocks that are zoned CZ1, CZ2, CZ5 or RZ5 must provide Accessible Pedestrian Route Facilities along the frontage of those blocks.

Objective

Provide active travel facilities that respond to their environment and provide greater amenity to users.

Requirements

- > Main and Local Community Routes should be intuitive and direct. Their alignment may influence the layout of other public works.
- > Consider the terrain when providing Community Routes.
- > Look for opportunities to connect Main and Local Community Routes through green spaces or service corridors rather than following the road network, especially if these can offer a more direct alignment and / or better grading opportunities.
- > Align routes for active travel transportation to minimise vehicle interaction areas including property accesses and intersections.
- > Where Main or Local Community Routes are provided outside road reserves passive surveillance must be provided by adjacent development.
- > Consider the likely speed and frequency of users when providing Community Routes through high pedestrian areas or close to community facilities such as schools, aged care facilities and the like.
- > Consider the amenity of all users when identifying areas where route types share alignments.

Objective

Efficiently use space and resources and avoid excessive areas of pavement.

Requirements

- > Utilise shared space, mixed traffic on-road and shared paths where appropriate depending upon the traffic environment (taking into consideration traffic volume, speed and number of heavy vehicles).
- > Do not provide walking or cycling routes where there is no conceivable need.

Objective

To demonstrate that active travel has been adequately considered.

Requirements

- > Provide an active travel plan that demonstrates consideration of the above requirements.

Objective

To progressively enhance the Active Travel Route Alignments.

- > If necessary, provide a plan that can be used to update the Active Travel Route Alignments.

6.5 Licences & Permits for Unleased Land

Introduction

Licences or Permits are issued to allow the beneficial use of unleased territory land. Often the licences are issued to the lessee of adjoining land to allow them to use part of a road reserve or other public space for outdoor dining or car parking.

Objective

To ensure that licence or permit areas do not diminish the Active travel Network

Requirements

- > If a licence or permit is to be issued or renewed on land that adjoins an Active Travel Route Alignment, the applicant must demonstrate that the amenity of any of the route will not be diminished and provide enhancements if possible.

6.6 Detailed Design/Design Acceptance

Introduction

Prior to the construction of any assets on Territory Land, whether they are associated with Estate Development, Land Development or Public Works, detail design plans are submitted to TCCS for Design Acceptance.

This process follows the planning approval and hence this section can only provide a guideline for TCCS rather than specific controls in the National Capital or Territory Plan.

Objective

To ensure that active travel has been adequately considered in the design of public infrastructure

Requirements

- > Demonstrate that the detailed design complies with any relevant Development or Works Approval.
- > Demonstrate that the proposal includes facilities that are consistent with the intentions of the Active Travel Route Alignments
- > Demonstrate that the detailed design of active travel facilities complies with the requirements of MIS05 including widths, surface treatment, lighting, gradients, priority, linemarking, signage, TGSI, temporary traffic arrangements etc.



Transport Canberra and
City Services

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