

The Chapel Street Realisation Project

People have died and been seriously injured riding bikes along Chapel Street and this will likely continue unless we work together to address the issue.

City of Stonnington
Cycling Strategy 2020-2025

Stonnington Bike Users Group
Submission for council funding

27 November 2020

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In memory of
Gitta Scheenhouwer and James Cross



EXECUTIVE SUMMARY

- [1] Chapel Street is the primary north-south bicycle route from Elwood and St Kilda, through to Richmond and the Yarra River, however, its cycling infrastructure is poor:¹
- a) the Amy Gillett Foundation rated Chapel Street as Melbourne's most unsafe stretch of road for cyclists; and
 - b) research commissioned by the RACV found Chapel Street to be the most deserving of attention among Melbourne's cycling routes because of its:
 1. crash history;
 2. population and student density;
 3. existing and latent demand for cycling facilities; and
 4. road congestion benefits from improved infrastructure.
- [2] Stonnington's Cycling Strategy already allows businesses to use the car spots in front of their premises for outdoor trading, but the onus is on the traders to ask to build into the road reserve. Recent parklet development in Chapel Street has given traders a glimpse of how the road reserve might be better used, but implementation is patchy and makeshift, and not reflective of Chapel Street's standing and potential.
- [3] While the economic impact of removing kerbside parking in Chapel Street has long been a traders' concern, research from other shopping strips suggest that traders are better off without it:
- a) alternative commuters (all modes except driving) can make up to 95% of the retail dollars spent in an area;
 - b) while the average cyclist's retail spending is only \$16.20/hr compared to a car driver's \$27.00/hr, six bicycles can park in the same space required for one car, so bicycles can generate nearly four times as much economic activity for every car. Moreover, consumers visiting via bicycles tend to shop more frequently than consumers visiting via motor vehicles, over the course of a week;
 - c) restaurateurs tend to overestimate the number of patrons they believe travel by car and the revenue they provide;
 - d) 65% of storefronts interviewed four years after a bike lane was built said a bike lane had a positive impact on their business; and
 - e) properties within 50 metres of a bike path have sold for 4% greater than comparable properties.

¹ Response to invitation for community submissions on Council funding:
<https://www.connectstonnington.vic.gov.au/budget-2021-22>.

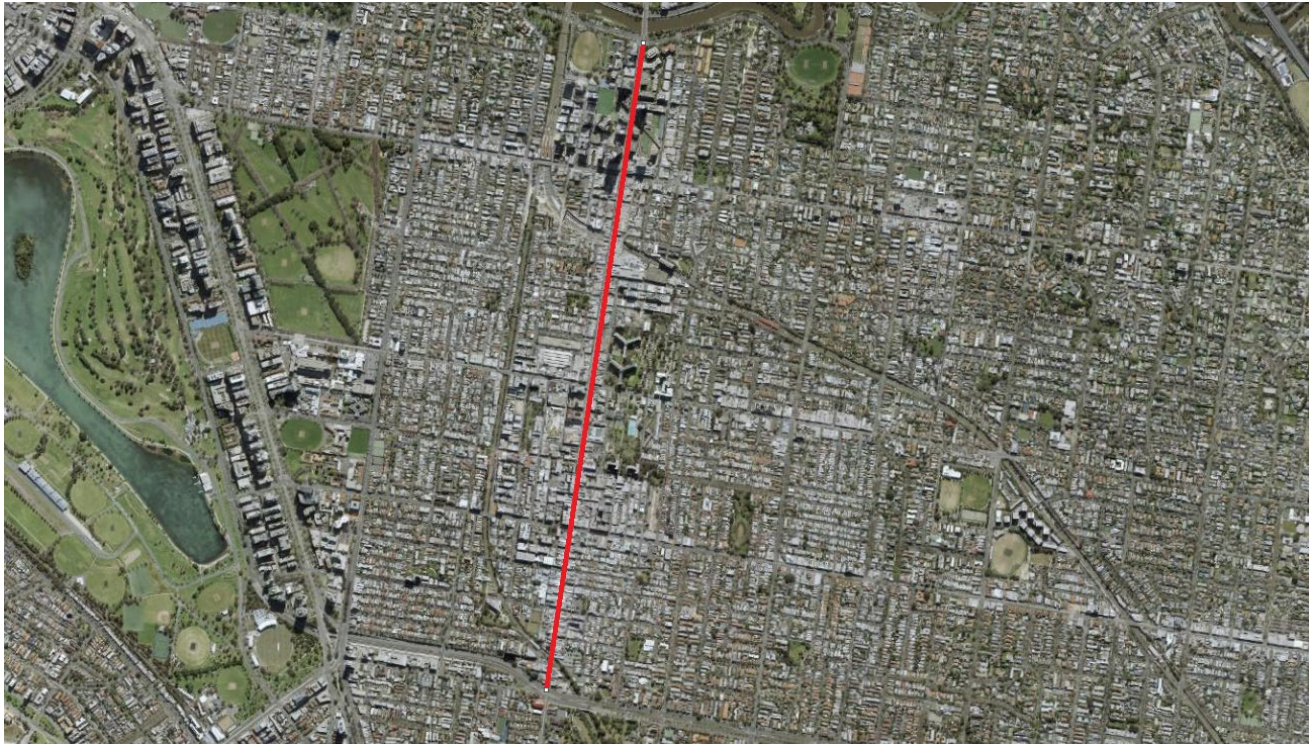
- [4] Critically, by not making Chapel Street accessible to people using active transport, Chapel Street is failing to service the rapidly growing catchment on its own doorstep given that up to half of surrounding residents now do not own a car.
- [5] The Chapel Street precinct is not short of parking. GTA consultants found that there is ‘surplus capacity’ in nearby off-street car parking facilities, including during peak periods—and this was before the 500 car spaces were constructed at Prahran Square.
- [6] Council can therefore offer reliable, cheap and convenient parking at council-run car parks (if that is its wish) while at the same time investing in the precinct to create more space for pedestrians, more outdoor trading areas for restaurants and bars, while making Chapel Street safer for active transport.
- [7] Removing circulating motor vehicles hunting for free on-street car parking will have consequential improvements for street ambience and the free flow of trams and emergency vehicles.
- [8] This submission invites Council to invest heavily in Chapel Street, to not only make it safer for pedestrians and cyclists, but to help re-establish Chapel Street as Australia’s pre-eminent retail and entertainment strip.
- [9] Chapel Street prospered in the years before motor vehicles and it can prosper again in times of an increasingly saturated road network.



STUDY AREA

[10] The study area for this Proposal extends:

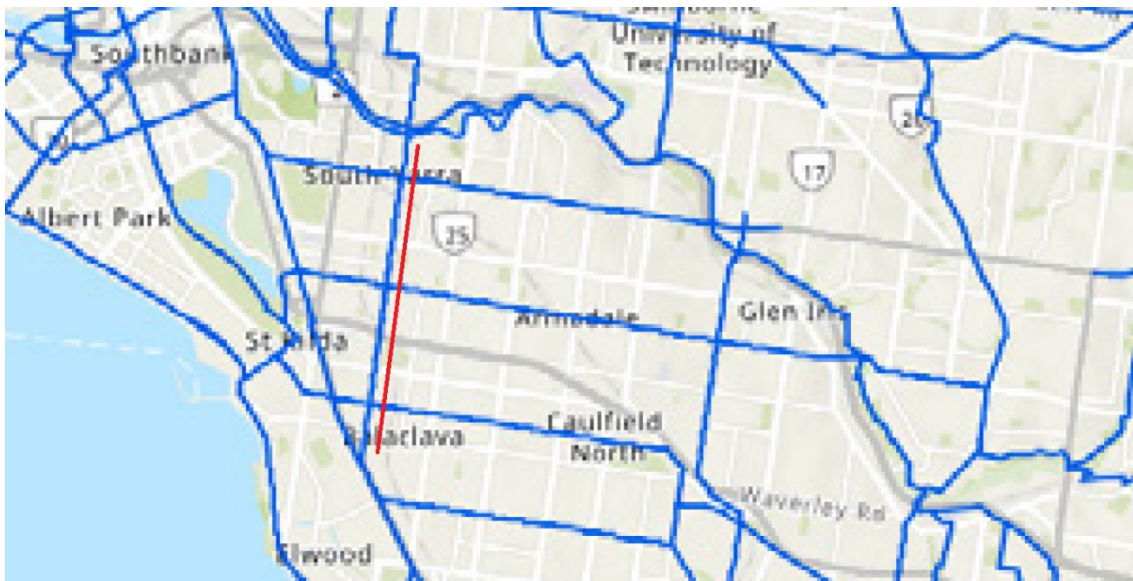
- a) from the intersection of Dandenong Road and Chapel Street to the south; through
- b) to the intersection of Chapel Street and the Yarra River, to the north:



[11] Chapel Street is a major north-south strategic cycling link. The *Stonnington Cycling Strategy* explains its importance:²

The corridor connects the Capital City Trail in the north with St Kilda, Elwood and other bayside localities in the south, via key employment and residential centres in Richmond, South Yarra, Prahran and Windsor. The corridor also links to other major cycling routes, including the Main Yarra Trail, which links Scoresby to the CBD and, in the future, urban renewal areas beyond (Fishermans Bend, Macaulay, Docklands):

² City of Stonnington, [Cycling Strategy 2020-2025](#) (Report, 2019) 49.



- [12] While alternative cycling routes to Chapel Street have been considered over the years, Chapel Street remains popular amongst cyclists as the most direct and level means of travelling through Stonnington to access trails along the Yarra River and through to the city.

PLANNING POLICY ENCOURAGES SAFER CYCLING INITIATIVES

State planning policy calls for the separation of cyclists and cars

- [13] Clause 18.02-1S in the [Stonnington Planning Scheme \(Planning Scheme\)](#) calls for the separation of cars and bicycles:

Ensure cycling infrastructure (on-road bicycle lanes and off-road bicycle paths) is planned to provide the most direct route practical and to separate cyclists from other road users, particularly motor vehicles.³

Stonnington’s Cycling Strategy calls for “safer cycling on Chapel Street”

- [14] Stonnington’s Cycling Strategy explains that more residents of the municipality will use cycling infrastructure if people can cycle safely:

Increasingly, people are frustrated by Melbourne’s congested roads. Yet in Stonnington, more than 40 per cent of trips under 2km are made by car. However, in some parts of Stonnington, many households do not own a car. For example, in a small area near Chapel Street, almost half of households (46 per cent) do not own a car.

Policy at all levels supports getting more people cycling, but progress has been very slow, with only 1 in 30 Stonnington residents choosing to cycle to work. This is in part

³ City of Stonnington, *Stonnington Planning Scheme* (at 25 November 2020) cl 18.02-1S <<https://www.planning.vic.gov.au/schemes-and-amendments/browse-planning-scheme/planning-scheme?f.Scheme%7CplanningSchemeName=stonnington>>. All emphasis added.

due to one person per month on average being hospitalised while riding a bike within the municipality.

The community has asked for better road infrastructure, including facilities which make cycling safer and more comfortable. The current design of the road network limits the ability for a wide range of people to safely access businesses and services by bicycle.⁴

Alternative cycling routes to Chapel Street have been unsuccessful

- [15] Alternatives to Chapel Street have been suggested in the past—however, Chapel Street provides direct and level access to other metropolitan districts and remains a local destination. As the Stonnington Cycling Strategy explains, ‘Chapel Street will always be a cyclist hotspot’:

CHAPEL STREET WILL ALWAYS BE A CYCLIST HOTSPOT

Previous strategies have sought to provide alternative cycling routes to Chapel Street. Despite these efforts, evidence shows it remains a popular route for cyclists as one of the most direct north-south connections and a local destination in its own right.

Chapel Street provides not only a direct link from Richmond in the north to St Kilda in the south, via Church Street and the crossing of the Yarra, but a key regional and local destination for shopping, entertainment, dining, recreation and employment. While there may be some other options for cycle access north-south parallel to the Chapel Street corridor, there are also several constraints and barriers to access, such as at crossing points of major road and other barriers (Dandenong Road, Commercial Road/High Street, Toorak Road, rail corridors and the Yarra River), less direct pathways along with traffic management initiatives such as one-way street operations. Other options for north-south access, such as Punt Road and Williams Road, are part of the State arterial network and perform a higher order traffic role, with fewer local attractors and poorer cycling infrastructure, making them less suitable as primary cycling links.

While the local street network performs an important role in providing access to and from Chapel Street from surrounding neighbourhoods, the role, attractiveness and suitability of Chapel Street alignment for cycling access underpins this strategy’s first initiative.⁵

Chapel Street has the potential to become a key cycling corridor

- [16] Research for the RACV in January 2019, titled ‘*Strategic Cycling Corridors Review*’,⁶ found that Chapel Street is a strategic cycling corridor in Metropolitan Melbourne with great potential to meet the objectives of the *Victorian Cycling Strategy 2018-28*:

⁴ City of Stonnington, *Cycling Strategy 2020-2025* (Report, 2019), 6

⁵ City of Stonnington, *Cycling Strategy 2020-2025* (Report, 2019), 19

⁶ RACV, *Strategic Cycling Corridors Review: Priorities for Metropolitan Melbourne* (Report, January 2019)

Table 5.2: Trunk corridors prioritisation

CORRIDOR	Length (km)	Crashes/yr/km	AADT	Population linear density (pers/km)	Student linear density (students/km)	Commuting density (trips/km)	ATTRIBUTE							TOTAL	
							Safety	Existing demand	latent demand	Schools	Network connectivity	Technical feasibility	Road congestion benefit		PT crowding benefit
Chapel St	4.2	7.5	1,400	6,583	778	1,654	5	5	5	5	4	5	5	3	37
St Kilda Road	7.9	3.3	2,100	5,705	466	1,872	4	5	5	5	5	3	5	5	37
Preston - CBD	9.1	2.4	1,000	4,023	417	989	3	5	4	5	4	5	5	5	36
Canning St	3.3	4.4	2,000	6,860	198	1,112	5	5	4	2	5	4	5	5	35
Essendon - CBD	7.4	3.4	700	6,443	296	1,508	4	5	5	3	4	4	5	5	35
City Loop	16.3	1.1	1,500	2,962	114	841	2	5	4	2	5	5	5	5	33
Coburg - CBD	7.8	4.7	2,000	5,754	93	1,437	5	5	4	1	3	4	5	5	32
East Malvern - CBD	13.6	0.2	2,000	2,166	150	809	1	5	5	2	5	5	5	4	32
New St	5.4	0.8	500	2,809	690	659	1	5	3	5	4	5	4	3	30
St Kilda via Cecil St	5.3	1.3	300	3,270	67	806	2	4	3	1	4	5	5	5	29
Maribyrnong River South - CBD	4.4	0.7	2,000	2,522	0	340	1	5	3	1	5	5	4	5	29
Kew - CBD	9.4	1.0	570	4,231	31	901	2	5	3	1	5	2	5	5	28
Port Melbourne - CBD	3.4	0.8	950	6,400	129	1,584	1	5	3	2	3	4	5	5	28
Maribyrnong River North - CBD	5.1	1.3	300	2,300	26	297	2	4	4	1	3	4	5	4	27
Sunshine - Footscray	7.0	0.2	200	2,282	51	362	1	4	3	1	4	5	3	3	24
Surrey Hills - CBD	11.1	0.9	250	3,530	124	929	1	4	5	2	3	1	4	4	24
Williamstown - Maribyrnong River	7.1	1.0	700	1,074	22	353	1	5	3	1	3	5	3	3	24

[17] The review revealed that Chapel Street is deserving of attention, by reason of its:

- a) relatively short distance;
- b) high proportion of crashes;
- c) high surrounding population density generally;
- d) high surrounding student density in particular;
- e) high surrounding commuting density;
- f) high existing and latent demands; and
- g) road congestion benefits if it were to receive attention.

[18] Schools/educational facilities in the vicinity of Chapel Street include:

- a) Melbourne High School;
- b) St Michaels Grammar;
- c) Preservation College/Christian Brothers;
- d) Windsor Primary School;
- e) Richmond High School;
- f) Swinburne University;
- g) Melbourne Polytechnic (Prahran Campus);

- h) National Institute of Circus Arts; and
- i) St Kilda Primary School.

[19] Many students already cycle to school. Decision makers should take all reasonable steps to enable them to do it safely.

[20] Strategic cycling corridors (SCCs) are described in the *Victorian Cycling Strategy 2018-28* as the main routes of the bicycle network:

Strategic cycling corridors are the main routes of the bicycle network, like arterials are the main routes of the road network. ...

Strategic cycling corridors are the most important routes for people cycling for transport as they link up important destinations: the central city, national employment and innovation clusters, major activity centres and other destinations of metropolitan or state significance.⁷

[21] The RACV review used a scoring system to rank SCCs in Melbourne to identify those that could best serve as ‘trunk corridors’ for the broader cycling network. Attributes scored included:

- a) existing and potential cycling demand for transport;
- b) cycling safety;
- c) proximity to residential populations and schools;
- d) network connectivity; and
- e) technical feasibility.

[22] The review identified Chapel Street as one of the ‘highest priority routes’⁸ to serve as a ‘trunk corridor’ in the Melbourne cycling transport network:⁹

The scoring for each corridor is given in Table 5.2. Again, it is suggested there is a compelling case for prioritising Chapel Street, St Kilda Road and the Preston – CBD (i.e. St Georges Road, Napier Street) corridors. Others with high merit include the Canning Street route, Essendon – CBD (i.e. Flemington Road, Mount Alexander Road) and City Loop (Lennox Street and Capital City Trail from Abbotsford to West Melbourne).

[23] The review noted a ‘compelling safety case for action along Chapel Street’:¹⁰

The key statistics for each corridor are shown in Figure 5.2 and reflect similar results as for the strategic cycling corridors. Specifically, these are:

- the compelling safety case for action along Chapel Street.

⁷ Transport for Victoria, *Victorian Cycling Strategy 2018-28* (Report, December 2017), 20

⁸ RACV *Strategic Cycling Corridors Review: Priorities for Metropolitan Melbourne* (Report, January 2019), 4

⁹ *Ibid*, 16

¹⁰ *Ibid*, 16

- high population and commuting density along many corridors, and particularly those in the inner city, and
- high student catchments along Chapel Street ...

[24] As the road network in Stonnington becomes increasingly saturated, the need for Chapel Street to serve as a key cycling route becomes more pronounced:

As population increases, Council and other authorities have a role in providing infrastructure which supports this growth, particularly transport. The road network in Stonnington is now at capacity in many locations throughout the day - including Toorak Road, High Street and Williams Road. Other areas, including Chapel Street, are also nearing capacity in some locations. When roads reach their capacity, delays increase and trips become less reliable. For example, a trip that might take 30 minutes on one day could take more than an hour the next. Research shows Stonnington's travel reliability is among Melbourne's worst.¹¹

[25] This has a consequential impact on the efficiency of public transport travel:

Delays and uncertainty affect not only motorists, but also bus and tram services which mix with traffic, such as along Chapel Street and High Street. It can also introduce costs in time and fuel and generate carbon emissions and air pollution.¹²

[26] Presently, during peak periods, walking can be faster than taking the tram.

PROPOSAL

[27] The Proposal in this submission includes changes to enhance the safety and desirability of active travel. These initiatives include recommendations to:

- a) remove parallel parking along Chapel Street to:
 1. expand space for pedestrians, trees, street furniture and outdoor dining; and
 2. reduce the risk of cyclists colliding with car doors;
- b) improve cycling and pedestrian infrastructure along Chapel Street;
- c) reduce the speed limit along Chapel Street to 30km/h:
 1. to lessen the frequency and severity of collisions between cars and cyclists, and cars and pedestrians;
 2. to decrease vehicle noise and exhaust emissions;
- d) closing Chapel Street off to through traffic at one point along its length;

¹¹ City of Stonnington, *Cycling Strategy 2020-2025* (Report, 2019), 9

¹² *Ibid*, 9

- e) elevating footpaths on side-streets feeding into Chapel Street; and
- f) automating pedestrian crossing lights at intersections.



Image credit: OCULUS

A—Remove parallel parking along Chapel Street

Parallel parking makes Chapel Street unsafe for cyclists

[28] More people will cycle in Stonnington if it is safe to do so:

People riding bikes in Stonnington to many key locations are required to share road space with vehicle traffic. There has been a total of more than 1,300 crashes in Stonnington over the past five years, of which almost one in five involved a person riding a bike – more than one bike crash every week on average. Of these crashes, two people were killed while riding their bikes, including a tragic death in 2018 in the bike lane on Chapel Street, and 68 crashes resulted in a serious injury which required hospitalisation – about one per month on average.¹³



[29] The existence of parallel car parking is a large reason why Chapel Street is unsafe. For example, in the last five years in Stonnington:

¹³ Ibid, 6

1. Car doors opening into a bike path generated 85 crashes;
2. Vehicle and bikes travelling in opposite directions, and one vehicle turning right across the path of the other generated 59 crashes;
3. loss of control on a carriageway generated 26 crashes;
4. being side swiped by a vehicle making left turn generated 17 crashes; and
5. vehicles travelling in perpendicular directions (at right angles to each other) at an intersection generated 13 crashes.¹⁴

[30] Car doors opening onto bike paths is described in the *Stonnington Cycling Strategy* as a major concern to existing and potential cyclists:

1. Risk of dooring, particularly along Chapel Street
2. Drivers not giving enough space to vulnerable road users
3. Absence of bicycle facilities in some locations, including ‘disappearing’ lanes or cars parking in bike lanes outside of clearway times
4. Poor lane delineation on approach to intersections, with people cycling required to merge with traffic
5. Missing or circuitous crossings across major roads
6. Car parking manoeuvres creating dangerous conditions
7. Drivers failing to check for people cycling or passing too close
8. Pedestrians stepping into bicycle lanes, including from between parked cars
9. Poor maintenance, uneven surfaces or assets creating hazards¹⁵

[31] While this reflects a higher volume of use along Chapel Street, it also reflects the ‘significant potential to improve conditions for people choosing or limited to active travel:

There is significant over representation of crashes occurring on Chapel Street. This reflects both the higher volume of people riding to and through the area and significant potential to improve conditions for bike riders.¹⁶

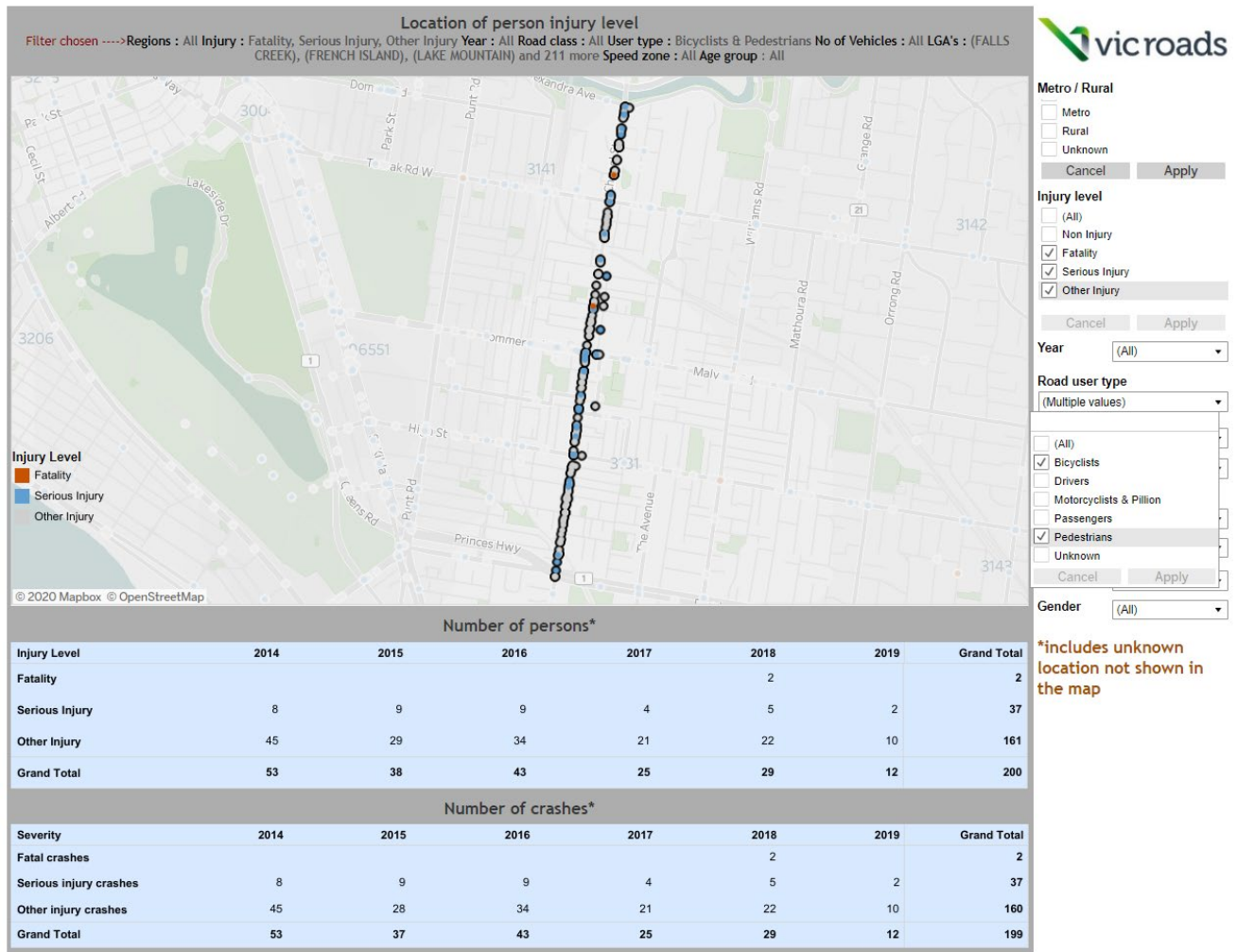
[32] VicRoads’ data suggests there were ~200 pedestrians and cyclists injured in the study area from 2014 to 2019:¹⁷

¹⁴ Ibid, 6

¹⁵ Ibid, 7

¹⁶ Ibid, 7

¹⁷https://public.tableau.com/views/Injurystatfacts/Mapviewbypersoninjurylevel?:embed=y&:display_count=yes&:showTabs=y&:showVizHome=no#1&%3Adisplay_count=yes&%3Atoolbar=no&:render=false



[33] Chapel Street is now one of Melbourne’s top 10 locations for crashes involving cyclists:¹⁸

Cycle safety

Cycling is an increasingly important choice of transport. It takes pressure off the public transport system, reduces congestion and noise and is non-polluting. More people on bikes means a more active and healthier population who are able to enjoy a cleaner and less congested city. Safety (and perception of safety), is a key barrier.

The primary north-south on-road cycle route in Stonnington is along Chapel Street. Chapel Street is an area of very high activity with a range of competing demands for on-road space. As a result, space for cyclists is limited and in close proximity to on-street car parking bays. In combination with traffic volumes and the high turnover of parking, this has contributed to a relatively high level of car dooring incidents, and concentration of crashes causing injury to cyclists. Chapel Street is regularly reported as one of the top ten locations for crashes involving cyclists in Melbourne.¹⁹

¹⁸ City of Stonnington, *Integrated Transport Plan*, (Report, January 2020), 14

¹⁹ City of Stonnington, *Integrated Transport Plan*, (Report, January 2020), 38

Chapel Street was named by BikeSpot as Melbourne's most dangerous place to cycle

- [34] The Amy Gillett Foundation partnered with interactive map-based platform, CrowdSpot, to improve safety and stress levels for cyclists across Victoria.
- [35] Nearly 6,000 cyclists and drivers participated through the BikeSpot 2020 map by adding 'pins' to highlight more than 7000 'Safe' and 'Unsafe' locations in the state, including comments and votes on other users' submissions.
- [36] Chapel Street was rated as the most unsafe place to cycle in Melbourne.²⁰



Image: BikeSpot 2020 Report (Crowdspot)

Chapel Street is an unsafe workplace for many in the gig-economy

- [37] At night, Chapel Street is the workplace for dozens of cyclists working for food delivery services such as Deliveroo, Uber Eats, Menu-Log and others:

²⁰ <https://www.amygillett.org.au/bikespot-2020-results>



[38] This is a dangerous occupation, aggravated by the number and speed of vehicle movements and the prospect of being doored by parked vehicles:



Food delivery rider killed in Sydney is the fifth death in two months
String of deaths puts focus on safety, poor pay and conditions for riders,
as well as the lack of compensation for families left behind

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[39] The proposals in this submission will not only benefit residents of Stonnington, but also persons who travel to the area for work.²²

Parallel parking encourages vehicles to circulate

[40] Available research suggests that for improvements in street appeal, road capacity must be reduced:

Whilst the traffic data was inconsistent, partial and often individually inconclusive, collectively across the improvement cases it revealed a very clear story. By itself, and

²¹ Namaan Zhou, 'NSW government announces taskforce to investigate food delivery deaths' *The Guardian* (online, 24 November 2020) <<https://amp.theguardian.com/australia-news/2020/nov/24/food-delivery-driver-killed-in-sydney-is-the-fifth-death-in-two-months>>

²² Streets Alive Yarra, 'Better for People on Low Incomes' (online, 2020) <<https://streets-alive-yarra.org/better-for-people-on-low-incomes/>>

without associated reductions in road capacity (removing traffic lanes), street improvements do not seem to impact on traffic flows or modes of travel.

Some limited evidence was found of rising levels of walking, and particularly cycling, in the improved streets, but the limitations of the data meant that this could not be tied directly to the street improvements. In the streets with higher pre-existing levels of collisions (prior to the interventions), evidence was also found of a reduction in levels of serious or fatal accidents in the improved streets, equivalent to a reduction of two accidents per year in the two cases concerned.²³

- [41] Free parking along Chapel Street has a superficial appeal, but research suggests that its primary effect is to encourage cars to circulate looking for a free space. As a Professor in Urban Planning Donald Shoup explains, free or under-priced curb parking creates an incentive to cruise in already congested traffic. Cruising creates a moving queue of cars that are waiting for curb vacancies, but no one can see how many cars are in the queue because the cruisers are mixed with other cars that are actually going somewhere.²⁴

On-street parking is the most contested public land outside the Gaza Strip, and the competition for space can be fierce. In one study, the German Automobile Club set up video cameras at each intersection in central Freiburg and used them to follow randomly selected cars traveling from one intersection to another. The researchers estimated that 74 percent of the 800 cars followed on camera were cruising for parking and would have parked immediately had they found a space. The cameras revealed another notable finding: cruising, the researchers reported, produces psychological changes as drivers creep along in search of a parking space:

This fixation on a parking space turns many drivers into unscrupulous maniacs. When all else fails, they will pull into any available space in a no-stopping zone, on the sidewalk, or even in an intersection (The High Cost of Free Parking, Chapter 11).

- [42] Removing ‘cruisers’ for free parking spots will also mean that existing trams can service Chapel Street more efficiently and emergency vehicles can travel along Chapel Street with fewer delays.

- [43] Where similar measure have been taken in the past, for example outside the Jam Factory, along Greville Street and along Chapel Street near Duke Street, it has been a success:

Building on previous successes (Chapel Street outside Jam Factory, Greville Street, Chapel Street near Duke Street), these changes will continue to trial a shift in the use of space on Chapel Street to create an environment more conducive to spending time in the area, including for those walking and accessing the area by bicycle. These public spaces will also make the area more attractive, provide more opportunities for outdoor dining and enjoyment of the streetscape and create wider lanes on Chapel Street for bicycles to ride safely and comfortably.²⁵

There is sufficient alternative car parking capacity in the precinct

- [44] Research carried out by GTA Consultants for Stonnington Council found that there is adequate parking supplied in and around the Chapel Street precinct:

²³ Transport for London, *Street Appeal: The value of street improvements* (Report, September 2017), 24

²⁴ Donald Shoup, *Parking and the City* (Routledge, 2018), 23

²⁵ *Ibid*, 23

Chapel Street is particularly well-suited as previous studies have indicated there is 'surplus capacity' in nearby off-street car parking facilities, including during peak periods. However, parking management would need to be addressed holistically to ensure desired outcomes are achieved in nearby residential areas.²⁶

[45] This is particularly so given the recent addition of 500 car parks at Prahran Square:



Traders will benefit from removing parallel car parks

[46] In response to an article about the removal of parallel parking in the City of Yarra, Chapel Street Traders' Association Chrissie Maus implied that parallel parking is good for business:²⁷

Chrissie Maus, general manager of the Chapel Street Traders Association, said it could be a sensible solution to have pop-up dining for three months every year.

But she said businesses in the precinct, in Stonnington Council, depended on free parking and needed it back when the parklet program ends on March 31.

[47] We were not able to find empirical research that supports this view. On the contrary:

- a) Alison Lee looked at the retail spend of cyclists on Lygon St. She found that while the average cyclist's retail spending is only \$16.20/hr compared to a car driver's \$27.00/hr, six bicycles can park in the space required for one car. Therefore, while one car space equates to \$27 per hour retail spending, six bicycle spaces (of the same total space) equate to \$97.20 per hour.²⁸

²⁶ City of Stonnington, *Cycling Strategy 2020-2025* (Report, 2019), 23

²⁷ Rachel Eddie 'Gertrude Street locals don't want council to call time on 'garden party'' *The Age* (online, 20 November 2020) <<https://www.theage.com.au/national/victoria/gertrude-street-locals-don-t-want-council-to-call-time-on-garden-party-20201117-p56fb3.html>>

²⁸ Alison Lee, *What is the Economic Contribution of Cyclists Compared to Car Drivers in Inner Suburban Melbourne's Shopping Strips?* (Thesis, University of Melbourne, 2018) <http://colabradio.mit.edu/wp-content/uploads/2010/12/Final_Thesis_Alison_Lee.pdf>

- b) a study by the Conversation found that restaurateurs overestimated the number of patrons they believed travel by car and the revenue they were providing, with customers who walk, cycle or use public transport contributing significantly more to trade than realised;²⁹
- c) a study conducted in 2003 by Emily Drennen, examined a new bike lane on Valencia Street in San Francisco’s Mission District. To gather an idea of how the bike lane affected the businesses, the study interviewed twenty-seven businesses four years after the facility was built. 65% of the storefronts interviewed responded that the bike lane had a positive impact on their business, and 65% also said they would support more traffic calming on Valencia Street;³⁰
- d) following a New York study of protected bike lanes and improved bus service, 420 visitors to the business district were interviewed. The results of these interviews found:
 - 1. alternative commuters (all modes except driving) made up 95% of the retail dollars spent in the area;
 - 2. customers on bikes spent the most per capita per week;
 - 3. 61% of walkers and 58% of cyclists visit the business district more than five times per week, being the highest among the various modes;
 - 4. 73% of respondents reported that the new bikes lanes had a “positive” or “very positive” impact on the neighbourhood;³¹
- e) Kelly Clifton, Associate Professor of Civil and Environmental Engineering at Portland State University, researched and wrote two articles:
 - 1. *Business Cycles: Catering to the Bicycling Market*; and
 - 2. *Exploring the Relationship Between Consumer Behavior and Mode Choice*), with graduate students Sara Morrissey and Chloe Ritter.

The findings show that ‘contrary to what businesses believe, motorists are not the biggest spenders in their city. Customers who came by car spend, on average, the most per visit; but since cyclists visit more frequently, they spend the most per month.’³²
- f) in terms of property values, a 2006 study in Delaware used property sales data to establish that properties within 50m of a bike path were sold for \$8,800 more,

²⁹ Barbara T. H Yen, *Parking isn’t as important for the restaurant as the owners think it is* (online, 2017) <<https://theconversation.com/parking-isnt-as-important-for-restaurants-as-the-owners-think-it-is-74750>>

³⁰ Ibid, 6 (citations omitted)

³¹ Ibid 7 (citations omitted)

³² Ibid (citations omitted)

which is about 4% of the average sale price in the study (Dhanju and Racca 2006).³³

- [48] Moreover, once Chapel Street reaches saturation in peak periods, customers will simply avoid the area, whereas Chapel Street has a far higher capacity for consumers travelling by public transport and bicycles.³⁴



- [49] Consequently, the argument that on-street parking is ‘good for business’ increasingly diminishes as the road network approaches saturation. Customers will not drive to Chapel Street if it means sitting in a traffic jam, unable to move or find a car park.
- [50] This is a critical point. Already at peak times such as weekends and in the trading period up to Christmas, there is a real prospect that people are already avoiding visiting Chapel Street for reasons of inaccessibility. Without improved access, Chapel Street will stagnate and be even less capable of competing with shopping/dining precincts such as Chadstone and the City of Melbourne.
- [51] But even during non-peak periods, Chapel Street can remain off-limits to cyclists because of its inherent dangers and lack of cycling facilities.

B—Improve cycling infrastructure along Chapel Street

- [52] At the present time, cycling facilities along Chapel Street are poor:

³³ Ibid (citations omitted) 9

³⁴ The Life-Sized City ‘5 Minute Urbanism - Melbourne - with Mikael from The Life-Sized City’ (YouTube, 23 September 2020) <https://youtu.be/SJ_urYOBNcs>; VicRoads (Facebook, 5 June 2018) <<https://www.facebook.com/vicroads/posts/a-bike-lane-is-able-to-carry-three-times-as-many-people-as-a-traffic-lane-in-les/939309606252070/>>

- a) bicycle lanes are routinely subservient to the parking of motor vehicles and the absence of kerbing means that cars have little reservation about travelling or parking in the bicycle lane:



- b) cycling lanes are narrow and for the most part, unpainted:



and—

- c) much of the cycling lane is in the door zone:



[53] This prompts some cyclists to cycle on the footpath increasing risks for pedestrians as well as reducing the ability of businesses to service outdoor diners:



State planning policy calls for the adequate provision of bicycle storage

[54] Clause 18.02-1S of the Planning Scheme ‘Sustainable Personal Transport’ encourages Council to require the provision of adequate bicycle parking and related facilities to meet demand and to:

Provide improved facilities, particularly storage, for cyclists at public transport interchanges, rail stations and major attractions.

Local planning policy supports infrastructure that encourages people to cycle

[55] The objective of clause 21.08-2 in the Planning Scheme is to ‘create a cycling network that is integrated, safe, accessible and encourages more people to cycle more often’:³⁵

Strategies

- 3.1 Support the extension of the existing network of dedicated cycle routes to improve the connections and safety for all cyclists.
- 3.2 Ensure cycle routes are continuous and connected to key locations.

Bicycle parking in Chapel Street is in short supply

[56] One suggested action for Council is to buy one or more pop up bicycle parklets. These have the capacity to accommodate a dozen bicycles. Once fully utilised, the parking bay can be built out and the temporary parklet deployed somewhere else:

³⁵ City of Stonnington, *Stonnington Planning Scheme* (at 25 November 2020) cl 21.08-2
<<https://www.planning.vic.gov.au/schemes-and-amendments/browse-planning-scheme/planning-scheme?f.Scheme%7CplanningSchemeName=stonnington>>



- [57] Self-evidently, a dozen bikes stored in front of a shop generates greater visitation and greater local expenditure than a single parked car.³⁶

Chapel Street lacks adequate pedestrian space

- [58] Stonnington's [Integrated Transport Plan](#) acknowledges that Chapel Street lacks adequate pedestrian space:

Creating space for pedestrians

Walking is an important means of transport in Stonnington, with over 4,000 residents walking to work in 2016 (seven per cent of journeys to work), in addition to trips for education, shopping and recreation. Walking also forms a key component of other active, public transport and private vehicle journeys. At rail stations in Stonnington, over two thirds of passengers arrive on foot.

Stonnington has a comprehensive pedestrian network due to extensive work to create high quality streets. The growth in jobs, population and visitors, however, mean that footpaths are becoming overcrowded in key locations, putting people at risk and affecting the performance of Stonnington's activity centres. These include parts of Chapel Street, where alfresco dining and street clutter can reduce walkable widths, and parts of Toorak Road, which are narrower than normally observed, as well as busy interchanges, which highlight the important interaction between walking and public transport use.³⁷

- [59] Academic and empirical research suggests that 'walkability' is undervalued as a form of transport, and that walkability should be prioritised over road space for motor vehicles:

Conventional planning practices may conclude that walking currently receives a fair and efficient share of transportation resources. However, this reflects an undercounting of walking trips, an undervaluation of walking benefits, and undervaluation of motor vehicle costs. More comprehensive evaluation indicates that walking receives less than its

³⁶ See [46] above

³⁷ City of Stonnington, *Integrated Transport Plan*, (Report, January 2020), 19

appropriate share of transportation resources, and that walkability improvements can provide a high economic return on investment.

Greater appreciation of the full benefits of walking could change planning priorities. It would justify devoting more government funding to walking facilities and programs, shifting road space from traffic and parking lanes to sidewalks and paths, policies to create more walkable land use patterns, and greater efforts to manage motor vehicle traffic to improve walking safety and comfort. These shifts support and are supported by other transport and land use management reforms that improve transportation options, reduce automobile dependency and create more accessible land use.³⁸

[60] Limited street space hampers the walkability of Chapel Street:



[61] The Integrated Transport Plan calls for:

- a) improvements to the pedestrian priority network along Chapel Street; and
- b) priority measures to reduce overcrowding including:
 1. widening footways;
 2. reducing crossing distances; and
 3. lowering speed limits:
 - W3 Identify a pedestrian priority network for the highest level of pedestrian facilities/services (such as through the Chapel Street Precinct and public transport hubs). Deliver priority measures to reduce overcrowding. These should consider: widening footways, reducing crossing distances, minimising waiting times at signalised crossings, converting laneways into shared zones with lower speed limits, etc.³⁹

³⁸Todd Litman, 'Economic Value of Walkability', *Victoria Transport Policy Institute*, (2018) 1–33, 26

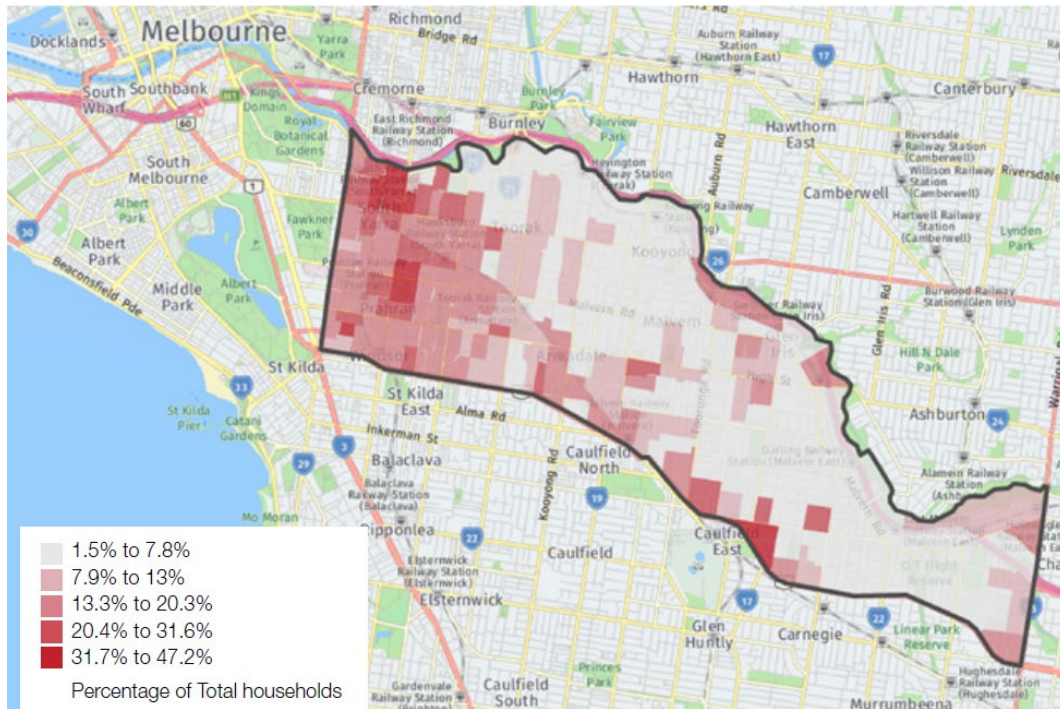
³⁹ *Ibid*, 41

[62] Chapel Street is noted as a priority:

- W6 Undertake a review of local roads with a record of serious cycle crashes and implement measures to reduce identified risks. Chapel Street will be a key priority.⁴⁰

Chapel Street is underservicing people without cars

[63] The proportion of people who do not own a car is high in the Precinct:⁴¹



[64] Residents in surrounding areas such as St Kilda and Balaclava will use the commercial precinct of Chapel Street more if it the street becomes safer to use by active transport.

[65] Indeed, many people in this catchment are unable to, or refuse, to access local services and retailers in Chapel Street because they are unable to get there safely:

Analysis of ABS datasets shows that, when compared to other areas, people living near Chapel Street have a higher population density, lower car ownership and feature a young, high-income urbanite market with a high propensity to cycle. The area also provides good opportunities to shop locally and cycle to access wider employment and education in the CBD, Richmond and the St Kilda Road corridor. As population grows, demand for road space and car parking will become increasingly competitive and as a result, people may be more likely to choose alternate ways to travel.

Data shows the highest proportions of households without a car in Stonnington live in South Yarra, Prahran and Windsor (within cycling distance of Chapel Street). In one area near Chapel Street, almost half of households (46 per cent) do not own a car. By failing to enable cyclists to visit safely and comfortably, the design of our road network limits the

⁴⁰ Ibid, 60

⁴¹ City of Stonnington, *Cycling Strategy 2020-2025* (Report 2019), 20

ability for a catchment of people living nearby to access the businesses and services they need.⁴²

[66] This will get worse over time as the population of Stonnington grows while the supply of on-street parking remains fixed.

E-bikes and cargo e-bikes may dramatically increase cycling participation

[67] The recent advent of the e-bike and cargo e-bike has the potential to dramatically increase cycling take-up. Cargo e-bikes have become popular in other cities as they allow persons to carry their groceries and shopping with comfort:

E-bike sales have been growing steadily over the years, but they still only represent a small portion of the overall bike market in the US. E-bike sales jumped by an incredible 91 percent from 2016 to 2017 and then another 72 percent from 2017 to 2018 to reach an impressive \$143.4 million, according to the market research firm NPD Group. Sales of electric bikes in the US have grown more than eightfold since 2014.⁴³



[68] However, if locals are going to ride to the Prahran Market, Coles or Woolworths to buy groceries, the trip needs to be safe and there must be sufficient space to lock up their bike.

⁴² City of Stonnington, *Cycling Strategy 2020-2025* (Report 2019), 20

⁴³ <https://www.theverge.com/2019/12/16/21016306/electric-bike-ebike-sales-us-numbers-deloitte-cars>

C—Reduce the speed limit to 30km/h

- [69] Council and VicRoads should reduce the speed limit 30km/h along the length of the study area.
- [70] In February 2020, 130 nations supported a mandate to impose 30km/h speed limits wherever cyclists or pedestrians mix with motor vehicles. This mandate, known as the *Stockholm Declaration*, emphasises speed reduction except where evidence exists that higher speeds are safe.⁴⁴ This was endorsed in August 2020 by the General Assembly of the United Nations.⁴⁵
- [71] Consequently, there is a united global movement to reduce posted speed limits to 30km/h in shared cycling and motor vehicle zones.⁴⁶
- [72] This global movement also coincides with the position of Victorian Council groups, that are currently pushing for a speed limit reduction to 30km/h in highly pedestrianised zones.⁴⁷

Lower speed limits are safer

- [73] A reduction in speed limit has been proven to decrease the severity of pedestrian motor vehicle collisions (**PMVC**). The relationship between the severity of PMVC and a change in posted speeds from 40 km/h to 30 km/h was examined in Toronto, Canada. The study found that:⁴⁸
- a) speed limit reductions from 40 km/h to 30 km/h were associated with a 28% decrease in the PMVC incidence rate; and
 - b) speed limit reduction also influenced injury severity, with a significant 67% decrease in major and fatal injuries in the post intervention period on streets with speed limit reductions.
- [74] This reduction in fatalities has been observed in Helsinki and Oslo, as both cities cut the maximum speed limit to 30km/h in populated areas and subsequently had zero PMVC fatalities in 2019.⁴⁹ Both cities reported zero cyclist deaths last year.

⁴⁴ *Stockholm Declaration Third Global Ministerial Conference on Road Safety: Achieving Global Goals 2030*, signed 19 February 2020 (Declaration)

⁴⁵ FIA Foundation, 'UN General Assembly urges halving of global road traffic deaths by 2030' (online, 2 September 2020) <<https://www.fiafoundation.org/blog/2020/september/un-general-assembly-urges-halving-of-global-road-traffic-deaths-by-2030>>

⁴⁶ *Stockholm Declaration Third Global Ministerial Conference on Road Safety: Achieving Global Goals 2030*, signed 19 February 2020 (Declaration), 3 [**Error! Hyperlink reference not valid.**11]

⁴⁷ Neil Mitchell, 'Melbourne councils push to slash speed limits to 30km/h' *3AW* (online, 29 September 2020) <<https://www.3aw.com.au/melbourne-councils-push-to-reduce-some-speed-limits-to-30km-h/>>

⁴⁸ Liraz Fridman et al 'Effect of reducing the posted speed limit to 30 km per hour on pedestrian motor vehicle collisions in Toronto, Canada - a quasi experimental, pre-post study' (2020) 20(56) *BMC Public Health*, 1

⁴⁹ Jessica Murray, 'How Helsinki and Oslo cut pedestrian deaths to zero' *The Guardian* (online, 16 March 2020) <<https://www.theguardian.com/world/2020/mar/16/how-helsinki-and-oslo-cut-pedestrian-deaths-to-zero>>; Julie

[75] The implementation of a 30km/h zone on Chapel Street will reduce the severity and number of incidents of PMVC and other cyclist-motor vehicle collisions.

Lower speed limits reduces vehicle emissions

[76] The reduced speed limit will enhance the safety of cyclists and encourage more persons to cycle along Chapel Street.⁵⁰

[77] This will lead to an overall reduction in pollution on Chapel Street and enhance the air-quality of pedestrians and participants in outdoor dining.⁵¹

Lower speed limits reduce road noise

[78] Empirical research also suggests that reductions in speed limits reduce noise emissions and improves amenity for diners, shoppers and residents.⁵²

D—Close Chapel Street off to through-traffic

Planning policy discourages the use of Chapel Street for through-traffic

[79] Local planning policy discourages the use of local streets by through-traffic. Clause 21.03-2 in the Planning Scheme calls for:

- a) the re-routing of through-traffic around Stonnington;
- b) the conversion of ‘main roads’ with trams to ‘main streets’ where pedestrians, bicycles and public transport are given priority; and
- c) the creation of world class walking areas, where it is safe and convenient to walk to destinations:

Infrastructure

The City’s prosperity is fostered by well-integrated transport and land use, including improved pathway connectivity to local activity centres and public transport nodes, so as to reduce car trips to local shops and services.

Through traffic is significantly reduced within the City and re-routed around the City, with resulting reductions in congestion, air pollution and noise.

The City’s main roads with trams are progressively converted to ‘main streets’ where *pedestrians, bicycles and public transport have priority and private motor vehicles are limited to local (Stonnington) traffic.*

The need for sustainable personal transport modes (for pedestrians, cyclists and public transport users) is given priority over the needs of motorists.

Power, ‘Push to cut speed limit to 30km/h in risky areas by 130 nations’ *The Sydney Morning Herald* (online, 20 February 2020) <<https://www.smh.com.au/national/push-to-cut-speed-limit-to-30km-h-in-risky-areas-by-130-nations-20200219-p542he.html>>

⁵⁰ See [75]-[78] above

⁵¹ <https://www.sciencedirect.com/science/article/pii/S016041202032081X#b0100>

⁵² <https://www.sciencedirect.com/science/article/pii/S016041202032081X#b0100>

The City's suburbs and precincts are world class walking areas, where it is safe and convenient to walk to destinations, and where people are actively encouraged and enabled to walk.

[80] One means of achieving this is to block Chapel Street off at one point along its length so that drivers of through traffic choose to avoid Chapel Street.

Closing off Acland Street to through-traffic was a success

[81] Such a step was taken in Acland Street, St Kilda:



[82] [A 12 month evaluation](#) revealed the following benefits:

- a) 25% increase in pedestrian and footpath trading area;
- b) community satisfaction with the public space;
- c) a reduction to zero in the number of injuries to road users involving cars in the project area; and
- d) zero complaints about accessibility:

Improved public space of Acland Street	
25% Increase in pedestrian space	achieved
25% Increase in footpath trading space	achieved
A new shared public space of 500 m2 (approx.) in the Acland St Plaza	achieved
Community satisfaction with public space	achieved
Increased visitation	
Increasing by 10% from previous year	partially achieved
Traffic Safety	
Injuries to road users involving cars reduced to zero between Belford & Barkly St	achieved
Accessibility for all abilities to tram	
Accessible access for all abilities to trams	achieved
Zero complaints relating to accessibility	achieved
Reliability and punctuality of Tram 96	
Increased punctuality (77%) and reliability (98%)	achieved
Street Activation - Events Program	
Successful program of events that attract locals and visitors to the precinct	achieved
Opportunities for, and participation in, events and cultural activities	achieved

[83] Such an initiative in Chapel Street will allow the precinct to hold drawcard events such as the Chapel Street Festival:

MITSEIN by One Fell Swoop Circus

March 2017

Mitsein ('being-with') explores the way we connect with others through a large circus installed in the Acland Street Plaza. A spectacular sculpture of aluminium truss came alive with five circus artists performing wire-walking, aerial acrobatics, juggling and physical theatre, from ground-level to nine metres in the air.



[84] This outcome is not something traders should be frightened of. It is something traders should be demanding:



Acland Street looking towards Barkly Street



Acland Plaza

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[85] Impact on the surrounding road network of Acland Plaza was limited:

⁵³ Acland Street 12 month evaluation, City of Port Phillip, April 2018

Impact on traffic

To what degree did the Acland Street upgrade impact on traffic on the surrounding road network?

Council undertook with the community to conduct a six and 12 month post construction study of the traffic impacts in the surrounding street network to assess the result of the Acland Street road closure.

This was done by collecting traffic speed and volume data at 23 locations, six and 12 months post closure and comparing this data with pre-closure data at the same locations, thus determining what, if any traffic impacts have occurred as a result of the Acland Street closure.

Surveys were undertaken for seven days at the 23 locations in May and December 2017.

Results included:

The greatest traffic increases occurred in:

- Dickens Street (407 vehicle increase per day) to an average weekday volume of 3009 v.p.d
- Chaucer Street (644 vehicle increase per day) to an average weekday volume of 3710 v.p.d
- Blessington Street (1170 vehicle increase per day) to an average week day volume 4554 v.p.d

To put this in context, the following table shows the industry standard classification of volumes on roads

Road function	24 hour traffic volume in vehicles per day
Local Roads	500 – 3,000
Collector Roads	3,000 – 8,000
Arterial Roads	More than 10,000

- [86] The 12 month evaluation explains that the project was a success, notwithstanding that it was an unpopular decision at first:

Local and state governments showed courage to work together outside their comfort zones to deliver an integrated streetscape and infrastructure upgrade. Making the unpopular but necessary decision to close the road and remove car parking from one of Melbourne’s premier shopping and dining strips enabled the creation of a sustainable, future orientated, pedestrian friendly public space that has surpassed original estimates of success.⁵⁴

E—Elevate footpaths along side streets to Chapel Street

- [87] Council has elevated footpaths in many parts of the municipality. However, it should be done along the entirety of the study area.

- [88] Walking across side streets involves stepping down into “car space”. Road engineers should aim to keep pedestrians in a raised, prioritized, seamless space. This forces drivers to decrease speed and increase vigilance, reducing any sense of entitlement to the street:

⁵⁴ Acland Street 12 month evaluation, City of Port Phillip, April 2018, 36



F—Automated pedestrian crossing lights

[89] Pedestrian lights at intersections along Chapel Street should be automated. This approach is being increasingly adopted as standard practice, for example in many parts of Queensland:

In normal conditions, pedestrians need to push the pedestrian button at traffic signals to tell the signals they are waiting to cross the road.

Since March 2020, The Department of Transport and Main Roads has automated some high-use pedestrian crossings across Queensland meaning you do not need to touch the button at these intersections to change the lights.⁵⁵

⁵⁵ <https://www.qld.gov.au/transport/covid-19-transport/automation-of-pedestrian-crossing-signals-at-intersections>

COVID-19 HAS CREATED AN OPPORTUNITY FOR CHANGE

[90] In response to COVID-19, the City of Stonnington has accelerated the expansion of trading in the road reserve. However:

- a) current rates of adoption is insufficient to remove all parallel car parks in Chapel Street;
- b) the roll-out is inefficient insofar as space is lost to kerbing and grade changes; and
- c) the roll-out is *ad hoc*, meaning that the development does not allow for the regular planting of street trees and street furniture. This will become problematic in the future once traders settle in to their trading spaces.

[91] A formal build out can be seen below:



[92] In contrast, an informal build out can be seen here:



- [93] Significantly, the above formal build-out at the corner of Duke and Chapel Street is heavily patronised even in the winter months because of its structured shelter arrangement.
- [94] Self-evidently, tables full of diners will generate more economic activity than a single car park, particularly when a vehicle wishing to use that car park could readily park in a designated off-street car park.

Paris is aiming to cut the number of car parks in the city by 50%

- [95] While COVID-19 has accelerated the pace of change to the way in which public spaces are used, the City of Stonnington’s response has been modest at best.
- [96] The City of Paris intends to reduce the amount of parking in the city by 50%:
- Half of all car parking spaces in Paris are to disappear in new government plans to make more room for alternative, eco-friendly options - with a new online survey inviting residents to share their ideas.
- The Paris mairie has confirmed that 70,000 car parking spaces of the 140,000 currently available in the capital will be removed in future years.
- The idea is that removing car parking spaces, especially those along narrow roads and residential streets, will free up space for alternative and more eco-friendly forms of transport and leisure.
- David Belliard, deputy mayor in charge of public space, told newspaper *Le Parisien* that in removing 50% of car parking spaces in the capital, 65 hectares would become available - almost three times’ the size of the city’s Jardin du Luxembourg park, in the 6th arrondissement.
- He explained: “Cars make up just 13% of journeys [in the city].”

He added that only 30% of Parisians own a car, and even those who do own one, tend to use them mainly at the weekends.⁵⁶

London has introduced cycling paths and low traffic neighbourhoods

[97] Cycling in London could increase tenfold and pavements could be widened to allow for physical distancing and queuing outside shops, under plans to overhaul the capital's streets post-lockdown:⁵⁷

As part of the London Streetscape plans, new walking and cycling routes along major corridors would be fast-tracked, including temporary cycle lanes along routes such as the busy thoroughfare of Euston Road.

The mayor and Transport for London (TfL) said they would work with boroughs to focus on three areas:

- The “rapid construction” of a strategic cycling network, using temporary materials, with new routes, aimed at reducing crowding on public transport.
- A “complete transformation” of local town centres so that people can walk and cycle where possible, including widening footways on high streets so that people can safely queue outside shops.
- Reducing traffic on residential streets and creating “low-traffic neighbourhoods”.

TfL said its modelling suggested there could be a tenfold increase in distances cycled, and up to five times the amount of walking compared with pre-coronavirus levels, if travel demand returned.

Pavements have already been doubled in size at locations such as Camden High Street and Stoke Newington High Street, and widened at six other locations – two in Southwark and one each in Hackney, Lambeth, Hammersmith and Fulham, and Croydon.



⁵⁶ <https://www.connexionfrance.com/French-news/Calmer-safer-greener-Paris-to-cut-parking-spaces-by-50-and-replace-them-with-other-things>

⁵⁷ <https://www.theguardian.com/world/2020/may/06/cycling-could-increase-five-fold-in-london-after-lockdown>

Spanish cities are reducing their speed limits to 30km/h

- [98] Spain's Directorate General of Traffic (**DGT**) has announced a speed limit drop for the country's urban road network to address the increase in accidents caused by delivery vehicles in Spanish cities over recent years:

DGT deputy director Susana Gómez made the announcement at a conference in Zaragoza on Tuesday, stating that a Royal Decree is currently being drafted for the speed limit in Spanish cities to be fixed at 30km/h, suggesting that it could be lowered even further.

"Speed kills and we have to argue that a speed limit of 20km/h may be more suitable for cities," Gómez told journalists, citing London as an example of a city which has reduced its speed limit on central roads in a bid to reduce road deaths.

The DGT deputy head stated that "something must be done" to address the 69 percent accident rise caused by delivery vehicles in Spanish cities in recent years, with COVID-19 lockdowns and restrictions only serving to increase the proliferation of these commercial activities. But the spike in accidents isn't just caused by delivery vans.

"Moving around when there are scooters, bicycles, motorcycles and e-scooters - which are now all used as delivery vehicles - is not easy," Gómez said.

"Addressing the issue of 'last-mile logistics in Spanish cities is of the utmost interest to the DGT, as is finding a way of putting pedestrians first.'"⁵⁸

The City of Melbourne has created 40kms of separated bike lanes

- [99] The City of Melbourne is working to fast-track the delivery of 40kms of bike lanes to help people travel safely and support city businesses to recover from the COVID-19 pandemic:⁵⁹

"Riding and walking have increased in popularity during the pandemic. As people return to the city they will want to travel in ways that allow them to maintain physical distance," the Lord Mayor said.

"I look forward to seeing lots of Melburnians enjoying our city on bikes – as I do – especially those who've taken up riding as a way to stay fit and healthy during the pandemic.

"We will fast-track the delivery of 40 kilometres of bike lanes to enable more people to cycle safely into the city. These will be built in two stages, with the first 20 kilometres delivered in 2020-21, through a \$16 million investment.

"By fast-tracking the delivery of bike lanes on key routes, we're creating streets that people can feel confident riding along, which in turn will free up space on our roads, buses, trams and trains.

"Our research shows that it's essential to create physical protection from motor vehicles to encourage more people to ride in the central city.

⁵⁸ <https://www.thelocal.es/20201022/spain-will-lower-speed-limit-in-cities-to-30kmh-to-curb-spike-in-accidents>

⁵⁹ <https://www.melbourne.vic.gov.au/news-and-media/Pages/Fast-tracking-40-kilometres-of-new-bike-lanes-in-Melbourne.aspx#:~:text=%22We%20will%20fast%2Dtrack%20the,through%20a%20%2416%20million%20investment>



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In 2019 Oslo, Norway recorded zero pedestrian or cyclist deaths

[100] In 2019, Oslo, Norway recorded zero pedestrian or cyclist deaths. There was only a single traffic fatality, which involved someone driving into a fence. In comparison Melbourne experienced 12 fatal crashes and 201 serious injury crashes involving pedestrians and cyclists.⁶¹

[101] Oslo has achieved this by making it easier for people to use alternatives to motor vehicles:

Oslo officials have removed more than a thousand street-side central parking spots, encouraging people to lean on an affordable and flexible public transport network, and added more bike lanes and footpaths. Significant areas are closed off to cars entirely, including “heart zones” around primary schools. “The wish to pedestrianise the city isn’t a new policy, but it has accelerated now,” Rune Gjøes, a director at Oslo’s Department of Mobility, says. “The car became the owner of our cities, but we’re resetting the order again.”

CONCLUSION

[102] This is an unusual infrastructure opportunity for Council:

- a) the relevant regulatory controls and policies are, to a large degree, already in place;

⁶⁰ <https://www.melbourne.vic.gov.au/sitecollectiondocuments/bike-lane-design-guidelines.pdf>

⁶¹ https://public.tableau.com/views/Crashstatfacts/Mapviewbycrashes?%3Aembed=y&%3Adisplay_count=yes&%3AshowTabs=y&%3AshowVizHome=no#1&%3Adisplay_count=yes&%3Atoolbar=no&%3Arender=false

- b) council already has control or management of most of the relevant land in the study area;
- c) local and international experience supports the measures that are recommended; and
- d) Council has the resources to do this job well.

[103] The only remaining challenge is political, and this involves bringing the various stakeholders on board for the implementation phase of an infrastructure project that has dogged Council for years.

[104] We recommend that Council prioritises the revitalisation of and realisation of Chapel Street's potential to not only assist our traders recover from the devastating impacts of COVID-19, but to make Chapel Street a safer more inviting precinct for pedestrians, cyclists and those on public transport.

[105] The measures in this submission are not just about making Chapel Street a safer place to walk and ride, but helping re-establish Chapel Street as Australia's pre-eminent shopping strip.

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ANNEXURE 1—RECOMMENDED PAVEMENT DESIGN

- [1] Relocate loading bays, disabled parking and metred parking to the first 5-10 bays on each side street to eliminate dooring.
- [2] Use demand responsive pricing for metres to manage demand.
- [3] Extend the kerb up to the yellow tram line, adding ~3.1 metres or so of width to the footpath.
- [4] Designate the outermost ~2 metres of the footpath as a protected bike lane (protected by the kerb) and bending behind the tram stops.
- [5] Designate the other ~ 1.1 metres of space for footpath dining (outside cafes) or bike parking outside other shops:



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Proposed design

We advocate for Yarra's shopping streets to be upgraded with wider footpaths, bicycle lanes, level access tram stops and more trees; cars share a lane with trams and shoppers park on side streets. For our 20 metre wide tram-based shopping streets, we call this the 'Melbourne Shopping Street' reference design.



Existing and proposed layout for Swan Street. Image credit: Streets Alive Yarra.

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⁶² https://streets-alive-yarra.org/wp-content/uploads/191220_Brunswick-Street-Trial.pdf

⁶³ <https://streets-alive-yarra.org/shopping-streets/>

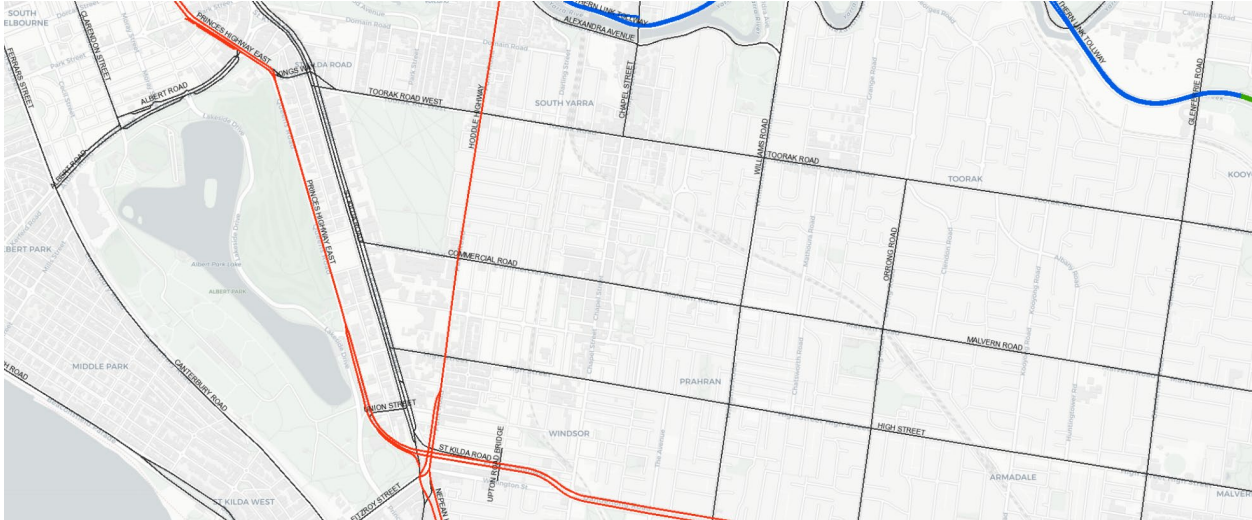
- [6] An alternative is to make each lane of Chapel Street a sharrow⁶⁴ where bikes and cars share the pavement, but if this design is adopted, it is critical to reduce the speed to 30km/h to avoid drivers trying to overtake cyclists and forcing them to the side of the road:



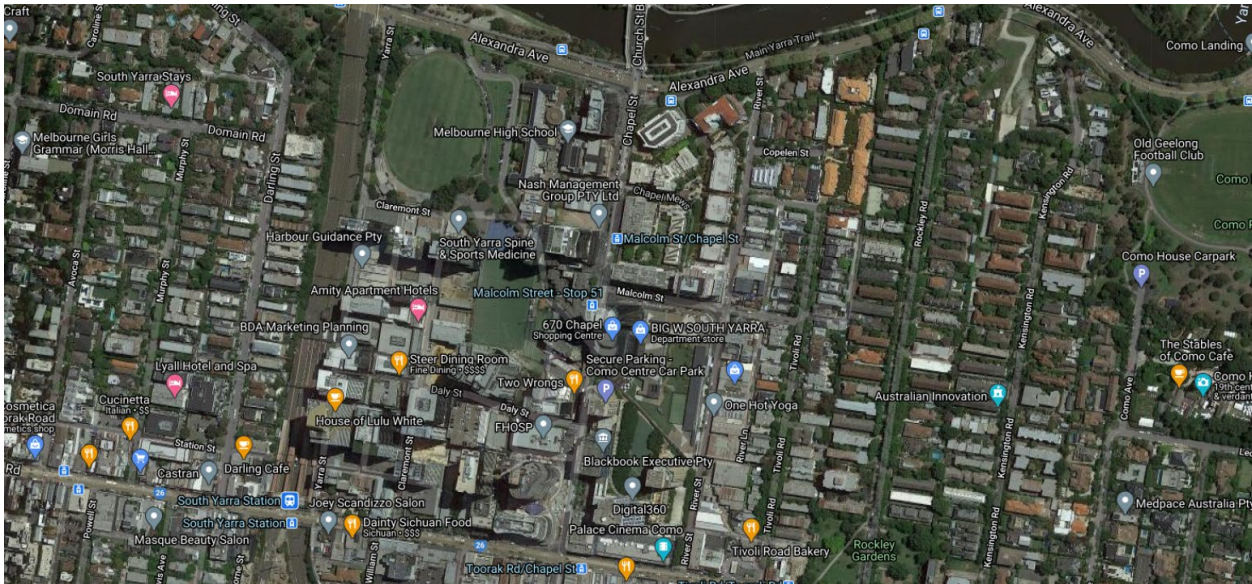
⁶⁴ A road marking in the form of two inverted V-shapes above a bicycle, indicating which part of a road should be used by cyclists when the roadway is shared with motor vehicles

APPENDIX 2—VICROADS' RESPONSIBILITY FOR CHAPEL STREET

- [7] Council should engage with VicRoads and the Cities of Yarra and Port Philip over the rejuvenation works. This is particularly so at the northern end of the study area where this part of Chapel Street is managed by VicRoads.⁶⁵



- [8] This is one of the most densely settled parts of the City of Stonnington:

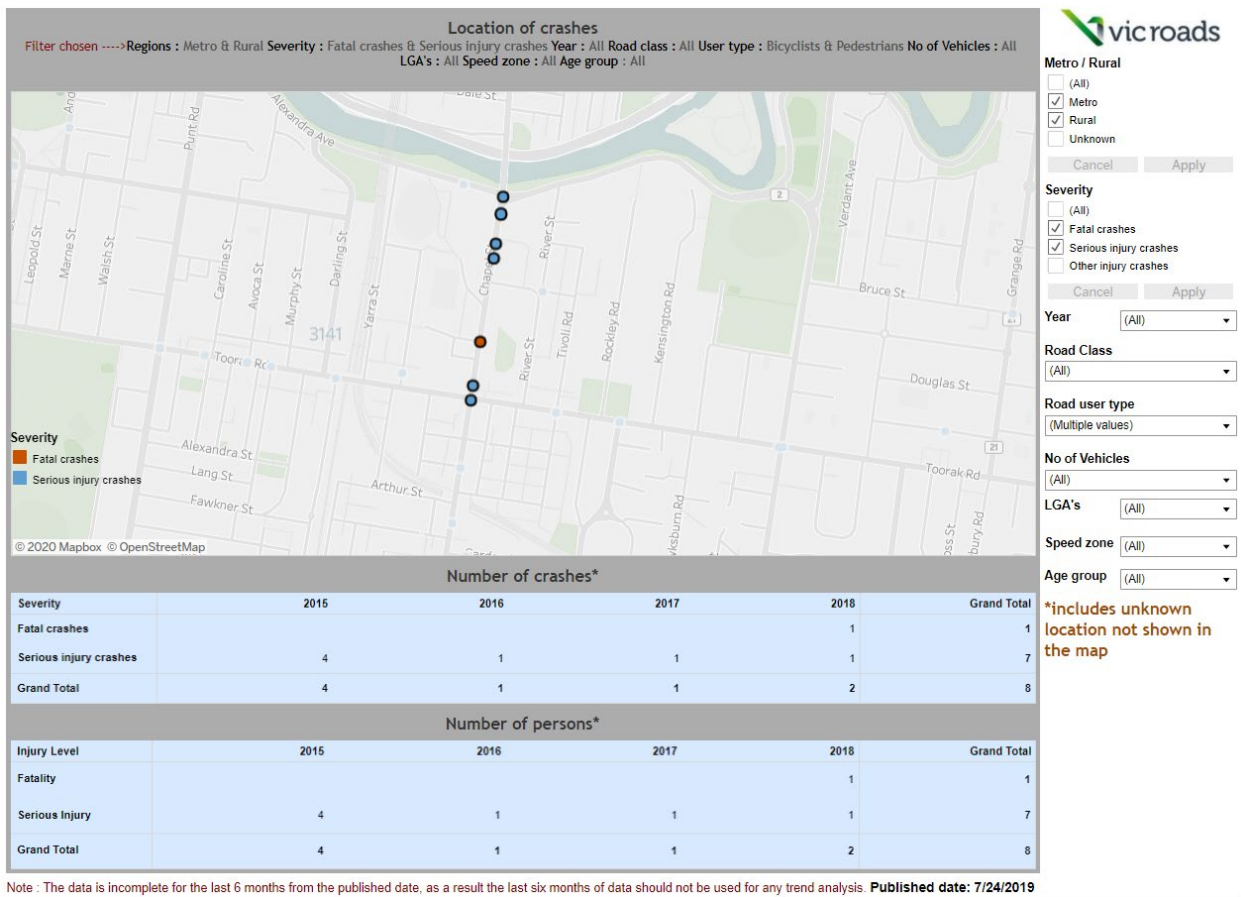


- [9] It can be particularly dangerous for cyclists trying to reaching the relative safety of the Yarra River Corridor:

⁶⁵ <https://vicroadsmaps.maps.arcgis.com/apps/webappviewer/index.html?id=c8fa54687853433eb58e51584b36f681>



[10] There has been one fatality and seven serious injuries for pedestrians and cyclists in this short strip of road in the last five years. Without the cooperation and assistance of VicRoads it will quickly become the weak link in the north-south cycling axis:⁶⁶



END

⁶⁶https://public.tableau.com/views/Crashstatfacts/Mapviewbycrashes?%3Aembed=y&%3Adisplay_count=yes&%3AshowTabs=y&%3AshowVizHome=no#1&%3Adisplay_count=yes&%3Atoolbar=no&%3Arender=false