

Supplement to Active Transport Infrastructure Policy

Document ID: A16158012
Revision Date: 9 May 2022
TPGC Meeting Date: 16 May 2022

Purpose

The policy is to guide the provision of active transport infrastructure along State controlled roads and rail corridors. It replaces the Main Roads WA (MRWA) *Policy for Cycling Infrastructure (Document No. 37/09/01, November 2000)* and complements the Public Transport Authority (PTA) *Accessibility Policy (Document No. 9002-000-043)*.

The Transport Portfolio is committed to integrated transport planning and making communities across WA great places to live, work and visit. As part of this commitment, we strive to enhance the customer experience by delivering active transport infrastructure that is safe, comfortable and convenient for as many people as possible.

Bike riding, walking and other forms of micromobility are integral to the State's transport system. Infrastructure that supports and encourages these modes is critical to enhancing place; creating vibrant, liveable and connected communities; and helping people access key destinations and public transport.

While this policy refers predominantly to cycling infrastructure, it recognises that these networks are used extensively by other active transport modes including people walking and using a range of existing and emerging micromobility devices. Consideration is required on a project by project basis to determine the specific needs of people walking, riding bicycles or other micromobility devices, as well as those with a disability.

The policy recommends the delivery of Activation and Travel Behaviour Change programs alongside provision of infrastructure to help optimise the use of new and/or expanded networks. This encourages local community engagement throughout the project lifecycle and future uptake by people of all ages and abilities.

This policy does not cover maintenance of infrastructure assets, albeit its principles remain valid. The respective asset owners will remain responsible for the ongoing management and maintenance of active transport infrastructure.

Context

This policy supports delivery of many of the WA Government's key strategic priorities and is consistent with WA legislation that promotes the coordination and delivery of efficient transport services.

Section 3 of the *Transport Co-ordination Act 1966* sets out a number of objectives which include the “formulation of policies relating to the provision of transport services”.

This policy also aligns with the State Planning Strategy which seeks to build strategic planning capacity and capability across government and enable it to adapt to change in pursuit of sustained growth.

The Transport Portfolio is committed to reducing carbon emissions and contributing to Net Zero by 2050. Facilitating, enabling and promoting active transport is part of the solution.

The Road Safety Commission has developed a *Road Safety Action Plan 2021-2023* which includes relevant Priority Area actions related to Safe Roads and Safe Road Users.

Infrastructure WA has produced a draft of the first State Infrastructure Strategy for public comment and notes: *“Government aims to provide a safe, efficient, resilient, accessible and sustainable transport system. To do so, transport networks and infrastructure must be effectively integrated across modes (including road, rail, active, air and maritime), efficiently linking people to employment centres, housing, schools, universities, hospitals and tourism attractions. Achieving this aim requires a highly coordinated approach and alignment between WA’s transport’s planning, investment, delivery, operations and governance arrangements.”* The draft strategy also promotes a mode agnostic approach to transport network planning and delivery.

Key principles

This policy is founded on the following key principles:

- Bike riding and walking are key components of a safe and integrated transport system and important transport modes that deliver significant benefits to the WA community;
- The requirements of people walking, riding bikes and other micromobility devices, and those with disabilities are integral to all places and settings and are inherent in the design and delivery of transport infrastructure and facilities;
- Increasing mode share of bike riding, walking and other modes of micromobility is critical to support population growth, mitigate congestion and enable transit-oriented development;
- The provision of high-quality, safe and connected bicycle networks will increase active transport participation rates and help riding and walking to become widely accepted forms of transport, creating a healthier and more accessible community;
- Activation and Travel Behaviour Change programs address information, motivational and efficacy barriers to active transport and encourage greater uptake of new cycling and walking infrastructure by people of all ages and abilities.
- As Perth and regional centres grow, a strategic (long term) bicycle network will be required to deliver increased transport options, recreation opportunities and support for tourism and commercial activity;
- The inclusion of active transport infrastructure and facilities as part of State transport infrastructure upgrades and/or network expansions represent a far more efficient and cost-effective option than retrofitting at a later date.

Objectives

The key objectives of this policy are to:

- Ensure that the planning and provision of new active transport infrastructure is integrated with other transport infrastructure projects;
- Support the delivery of the WA Bicycle Network Plan (WABN) and the Long Term Cycle Network (LTCN) (see Relationship to other transport strategies and plans below); and enable the delivery of a bicycle network that promotes travel choice and forms an integrated transport system for Perth and Western Australia (WA);
- Support the collaborative development and delivery of projects across the Portfolio and help to coordinate strategic priorities across transport modes; and
- Ensure the design and delivery of active transport infrastructure along State controlled roads and rail corridors is consistent and suitable for people of all ages and abilities including those riding bicycles and other micromobility devices, walking, and people with a disability.

Relationship to other transport strategies and plans

Western Australian Statewide Active Mobility Strategy (WASAMS)

The WASAMS under development will be an overarching strategic document providing a coordinated approach to increasing active mobility throughout the State. It will capture the strategic direction from over 15 State government agencies and partner organisations and articulate focused outcomes.

The strategy will aim to improve the efficiency and effectiveness of delivery of active transport infrastructure in both metropolitan and regional areas. It will provide direction on

- planning for healthy, connected communities;
- reducing barriers to uptake of active transport;
- promotion of health and economic benefits;
- increasing access to best practice infrastructure and promotion to make active mobility an easy choice.

The strategy will include a delivery plan and measurement tools for evaluation and sharing of data and recognise the WABN and LTCN as key foundations to enable active mobility.

Western Australian Bicycle Network (WABN) Plan

The WABN Plan provides the strategic direction for bike riding across the state and outlines a vision to make WA a place where bike riding is safe, connected, convenient and a widely-accepted form of transport. This policy will support delivery of many of the key WABN Plan objectives to provide a high-quality, interconnected bicycle network and improve the level of safety for people on bikes.

Long Term Cycle Network (LTCN)

The LTCN refers to the aspirational bicycle network identified across metropolitan Perth and Peel and key regional centres (Regional Cycling Strategies) for implementation over the long term. This network is to be accessible to people of all ages and abilities, meaning that it is safe, comfortable and convenient for as many people as possible, so that most people can

realistically travel by bike to their key local destinations as well as connect into the broader network.

The LTCN identifies routes by the function they perform within the bicycle network (Primary, Secondary and Local), rather than their built form. Function considers the type of activities that take place along a route and refers to how the route will be used. The built form, which is not prescribed by the LTCN, needs to be based on the characteristics of the environment and how to best respond to these in delivering an infrastructure form that is suitable for people of all ages and abilities.

As parts of the LTCN are aspirational this network may change over time as individual route justifications are established and more detailed feasibility work is undertaken.

Perth and Peel

The LTCN has been endorsed by relevant local government authorities across the Perth and Peel and has been reviewed by the PTA and MRWA. There is high level agreement for routes on, alongside or across State owned road and rail assets and/or corridors.

Regional Cycling Strategies

Long term bicycle networks are also being identified across large centres and towns in regional WA, referred to as *Regional Cycling Strategies*. These strategies use the same route hierarchy and intent as the LTCN for Perth and Peel to ensure a consistent approach and level of service is provided for people on bicycles in both metropolitan and regional areas of WA.

Several *Regional Cycling Strategies* have already been completed and all regions will have a relevant LTCN by 2023.

Whilst the *Regional Cycling Strategies* do not specifically cover all regional locations, the key principles and objectives of this Policy remain relevant. All WA transport agencies should refer directly to DoT for guidance on cycling infrastructure requirements as part of State road and rail projects in regional locations.



| | 1. PRIMARY ROUTE | 2. SECONDARY ROUTE | 3. LOCAL ROUTE |
|-------------------|---|--|---|
| Function | Primary routes are high demand corridors that connect major destinations of regional importance. They form the spine of the cycle network and are often located adjacent to major roads, rail corridors, rivers and ocean foreshores. Primary routes are vital to all sorts of bike riding, including medium or long-distance commuting / utility, recreational, training and tourism trips. | Secondary routes have a moderate level of demand, providing connectivity between primary routes and major activity centres such as shopping precincts, industrial areas or major health, education, sporting and civic facilities. Secondary routes support a large proportion of commuting and utility type trips, but are used by all types of bike riders, including children and novice riders. | Local routes experience a lower level of demand than primary and secondary routes, but provide critical access to higher order routes, local amenities and recreational spaces. Predominantly located in local residential areas, local routes often support the start or end of each trip, and as such need to cater for the needs of users of all ages and abilities. |
| Design Philosophy | An <u>all ages and abilities</u> design philosophy is about creating places and facilities that are safe, comfortable and convenient for as many people as possible. By planning for and designing infrastructure that caters for the youngest and most vulnerable users, we create a walking and bike riding network that everyone can use. At the heart of this approach is fairness and enabling all people to use the network regardless of age, physical ability or the wheels they use. | | |
| Form | All routes can take a number of different forms and are designed to suit the environment in which they are located. These forms include: <ul style="list-style-type: none"> • Bicycle only, shared and/or separated paths; • Protected bicycle lanes (uni or bi-directional, depending on the environment); and • Safe active streets Principal Shared Paths (PSPs) are often built along primary routes. A PSP is a high quality shared path built to MRWA PSP standard which generally means the path will be 4m wide, have adequate lighting and be grade separated at intersections (where possible). In some locations, quiet residential streets incorporating signage and wayfinding may be appropriate for local routes. | | |

Figure 1: Assigned routes in the LTCN

Movement and Place

Movement and Place is an approach to planning and designing roads and streets that recognises their dual roles as transport corridors (movement) and destinations (place) in their own right. DoT is currently working with government agencies and other stakeholders to develop a movement and place framework for WA.

Once complete, *Movement and Place* will provide an additional opportunity to consider mode priority by corridor and also guide investment in walking and cycling infrastructure.

PTA Station Access Strategies

PTA’s Station Access Strategies aim to prioritise bike riding and walking to station facilities as well as encourage more users to public transport. The Policy complements the Station Access Strategies by providing the broader active transport infrastructure that will encourage more people to walk, ride or use micromobility devices for the first and last mile transfer to the station.

Applicability to planning and construction of State road and rail projects

In general, the types and costs of active transport infrastructure are to be integrated with road and rail transport infrastructure projects and should be embedded in project business cases and budgets at the earliest opportunity. This includes costs associated with Activation and Travel Behaviour Change programs, where appropriate.



Advice should be sought from DoT as early as possible these programs to facilitate planning and delivery options.

The following sets out when and how the Transport Portfolio should collaborate to ensure Active Transport infrastructure is integrated with other transport infrastructure over the planning and delivery life cycle of State road and rail projects. It encourages engagement with the DoT Active Transport team at every stage in a project lifecycle and recommends that the Active Transport team endorse the outcomes of each stage outlined below. This will provide appropriate guidance to inform the next step in the planning and delivery process.

Long-term road and rail network planning including reservation review

When planning for road or rail projects, land acquisition and reservations should provide for the incorporation of the bicycle network as per LTCN requirements, subject to the outcomes of any detailed feasibility work.

The LTCN considers all future State road and rail projects that are known at the time of development and identifies future alignments where considered plausible. Cycling infrastructure requirements within any new road or rail corridors or network extensions need to be considered collaboratively with DoT. This planning may identify new opportunities not previously considered for potential inclusion within the LTCN. Conversely, there may be instances where identified alignments considered plausible are proven to be unachievable. This circumstance may require the exploration of alternative solutions to provide for the intended LTCN functionality.

Project definition and development phases

Consideration of bicycle network and functional requirements (consistent with the LTCN) should be included in all options developed as part of the overall project definition and development phases. These phases should also start to consider the more specific needs of pedestrians.

Provision of active transport infrastructure should be reflected in all aspects of project definition and development including budget estimates and procurement processes. Most importantly, the basis of design should include this infrastructure and thereby inform estimates, budgets and project objectives.

Active transport infrastructure constructed as part of network upgrades and expansions needs to also connect to existing and future active transport networks, and/or local roads to optimise legibility of the overall network. Limiting the scope of construction in line with the boundaries of project construction may contribute to a disconnected active transport network and this can restrict the use of new or upgraded infrastructure and impact on its overall success.

Early scoping of projects should contemplate all connectivity requirements and appropriately inform the overall budget required to deliver active transport infrastructure. This should include consideration of relevant funding sources.

Project definition and development should also consider priority measures to provide efficient options for people walking and riding bikes or micromobility devices. The priority afforded to any or all modes will be context appropriate.

Project delivery

During project delivery, collaboration is required between Portfolio agencies on changes to the timing, cost or scope of the project. Activation and Travel Behaviour Change program delivery



should be aligned with infrastructure provision to help optimise the use of new and/or expanded active transport networks.

The Office of Major Transport Infrastructure Delivery (OMTID) will need to consider this policy at the outset of the delivery of major infrastructure projects for which it is responsible and establish the necessary coordination with DoT Urban Mobility.

Project objective and scope variations

Physical, approval or budgetary constraints sometimes require a project scope to be varied.

Active transport infrastructure and associated activities is often omitted to address these constraints. However, following the above guidance will minimise the likelihood of this and facilitate provision of the necessary infrastructure to occur as part of or post delivery.

Decision making matrix

The lifecycle of a project necessarily contains many milestones and decision points. Various processes and governance structures already exist to manage the lifecycle. Best practice is to ensure early and ongoing involvement with DoT on active transport matters and its input into the decision making processes.

Reference to and engagement with DoT should include:

- Active transport objectives applicable to specific circumstances and locality
- Consistency with network planning and associated impacts, positive and negative
- Standards to be adopted or varied
- Extent of scope and associated variations, along with provisional arrangements
- Coordination with other active transport and behaviour change activities

The decision-making matrix provides a high-level overview of standard decision authority at each stage of the project lifecycle regarding active transport infrastructure provision as part of road and rail projects.

Where decisions are to be contemplated that do not align with the intent of this policy, appropriate justification should be provided from the lead agency. The decision and recommendation should be informed following discussions with Director, Active Transport and Executive Director, Urban Mobility at DoT. DoT will consider the proposal in light of the Policy and provide a recommendation to assist decision makers.

This step aims to achieve consistency in decision making related to active transport infrastructure across the Portfolio. This guidance should be sought before submission of proposals to project decision makers to provide reassurance to Steering Committees and senior decision makers responsible for scope and funding decisions.

| Role on Major Road or Rail Project | DoT | | MRWA or PTA | |
|---|-----|---|-------------|---|
| Establishment of agreed project design principles and criteria | C | I | A | R |
| Project management and delivery of Project Definition phase | C | I | A | R |
| Ensure high level design principles and criteria agreed and approved within the Project Definition phase are maintained through Project Development phase | C | I | A | R |
| Project management and detailed design development | C | I | A | R |
| Secure agreement on project design | C | I | A | R |
| Delivery of project to agreed scope | C | I | A | R |
| Key | | | | |
| Responsible - The organisation responsible for completing the task | | | | |
| Accountable - The organisation that makes the final decision and has the ultimate ownership of that decision | | | | |
| Consulted - The organisation to be consulted to inform decisions and seek agreement before a decision or action is taken. | | | | |
| Inform - The organisation to be updated on progress and informed that a decision or action has been taken. | | | | |

Matters of a more generic nature that require alignment and direction across the Portfolio should be referred to and considered through the Cycling Portfolio Directors Group.

Policy Exceptions

Where the intent of the policy cannot be met, a decision should be supported by a recommendation from the DoT Executive Director, Urban Mobility. The recommended decision-making process is outlined below:



Policy exceptions may be considered on the following basis:

- There are physical constraints in the road or rail corridor that preclude the installation of appropriate cycling and walking infrastructure and require an agreed alternate solution.
- A project scope variation is warranted due to budget constraints. Consideration should be given to scope reduction, staging, provision to enable future delivery of active transport infrastructure. Alternative solutions to excising the provision of this infrastructure from the project scope should also be considered.
- Deferral of investment is warranted on the basis that planning and provision has been made to achieve the required outcome at an appropriate future time.
- There are sound and justified reasons why proposed infrastructure is superseded by an alternate proposal.



An exception is unlikely to be supported based solely on the rationale of reducing total project costs by removing active transport provision from the project scope.

The current governance structure that guides bike riding in WA is as follows:

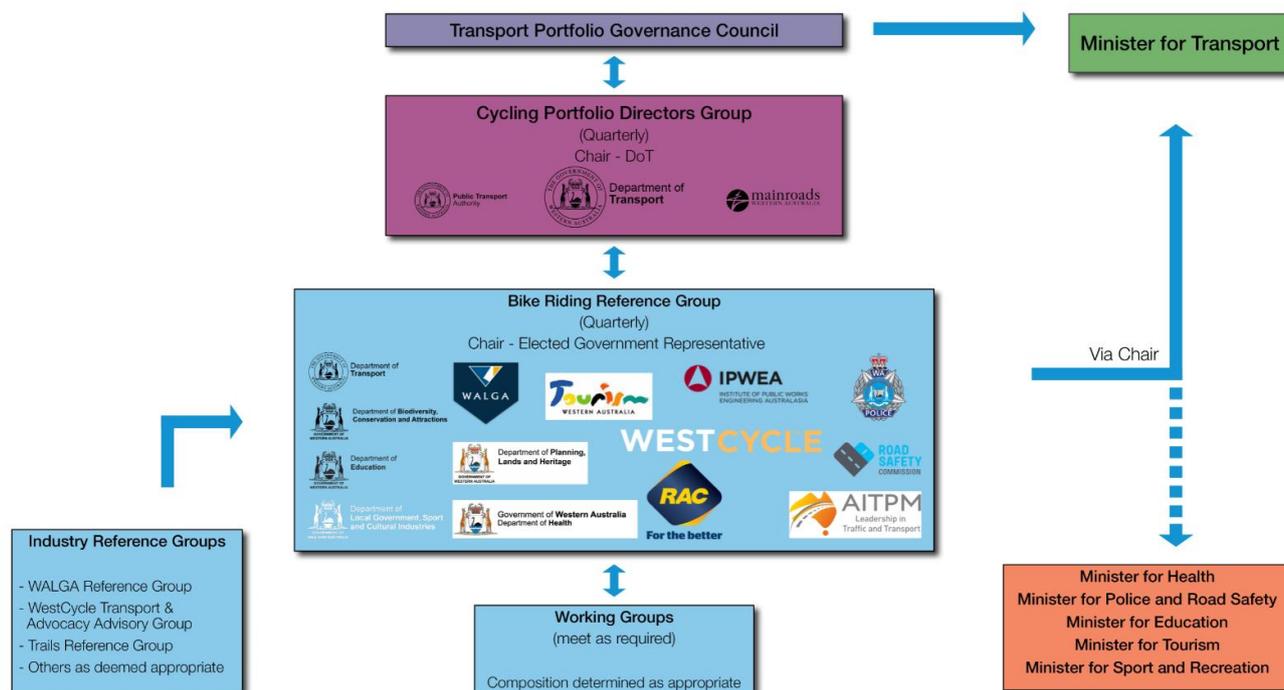


Figure 2: WA cycling governance structure

The Cycling Portfolio Directors Group has been established to provide a forum for Portfolio agencies to confer and collaborate and achieve greater integration within the Portfolio in relation to bike riding matters. This forum is following a broader trend of evolving to be applicable to all matters related to active transport. Portfolio members are encouraged to raise systemic matters of importance within this group to seek collaborative resolution.

Definition of network upgrades and expansion

For the purposes of this policy, the following provides definitions of road and rail upgrades and network expansion and the cycling infrastructure required.

Guidance on cycling infrastructure requirements as part of State road and rail projects should be sought from DoT as early as possible in project planning.

New roads and network expansion

These include

- All new or extended state freeways and control of access (CoA) highways identified in the LTCN. These road projects should include cycling infrastructure appropriate to the assigned routes in the LTCN as shown at Figure 1.



- Other new State operated roads or extensions of the existing network identified in the LTCN. Collaboration will be required between Portfolio agencies to determine the preferred cycling infrastructure type, in line with the route classification assigned under the LTCN.

Any new road corridors or network extensions not included in the LTCN need to be considered collaboratively with DoT relating to cycling infrastructure needs. This includes projects across regional WA.

Future planning related to State Road reservations should make provision for cycling infrastructure consistent with the intentions of the LTCN.

Existing roads (upgrades)

These include upgrades (including widening) of all Highways and Main Roads. Upgrades of these roads should include implementing or upgrading cycling infrastructure appropriate to the assigned routes in the LTCN.

Where cycling infrastructure already exists on the existing roads being upgraded, it should be upgraded to current best practice standard to ensure cycling infrastructure provision reflects the route classification assigned under the LTCN, unless otherwise agreed (see [Policy Exceptions](#), p. 8).

For the purposes of this policy, upgrades to existing roads includes projects being undertaken to add capacity for vehicle movements along a route or grade separations to aid vehicle movements. This excludes:

- General maintenance, including resurfacing of roads;
- Widening of roads in cases where a route has not been identified within the LTCN and land for cycling infrastructure is not available within the existing road reserve; and
- Upgrades relating to bus priority schemes with minimal associated civil works.

It is recognised that the scale of works associated with active transport infrastructure will be commensurate with the project's primary purpose and should not add unreasonable costs or complexity. Discussion of these matters with the DoT Active Transport team will help reach consensus regarding an agreed and appropriate scale of works to include within a project.



New and extended rail

This includes all rail extension projects or new rail lines. These projects should include active transport infrastructure appropriate to the route classification assigned in the LTCN and responsive to Station Access Strategies.

Existing rail (upgrades/level crossings)

This includes all existing metropolitan rail corridors (including grade separations) identified in the LTCN and Station Access Strategies. Upgrades of these will likely require active transport infrastructure to be provided in accordance with the assigned route classification.

Where active transport infrastructure already exists on the existing rail lines being upgraded, it should be upgraded to current best practice standard to ensure the infrastructure provision reflects the route classification assigned under the LTCN or as otherwise agreed (see [Policy Exceptions](#), p. 8).

A rail upgrade that requires active transport infrastructure to be included within a project scope is best defined as projects that are undertaken to deliver significant civil engineering infrastructure to the network or grade separations to achieve safety improvements.

DoT should be considered the primary source of guidance on active transport infrastructure requirements to be delivered as part of State rail projects.

Adjacent routes to State controlled road or rail

Where it is not possible to accommodate cycling infrastructure within a State controlled road or rail corridor because of physical or other constraints, the LTCN may indicate an adjacent route to be established.

Delivery and the funding of costs of establishing infrastructure or facilities will likely require agreement between all appropriate parties, including local government, where the adjacent route is on a local road.

Whilst alternate routes may be required to facilitate cycling and micromobility access, it may not always be appropriate to expect pedestrian routes to also be realigned given that the increased distance impacts on the amenity of these routes.

Type of infrastructure required

Since most State-owned active transport infrastructure is constructed as PSPs this form is likely to make up a large proportion of the primary route network within the LTCN. However, this does not preclude the State from constructing other forms of active transport infrastructure where appropriate.

Specific information on infrastructure design and construction requirements can be found in relevant Austroads and MRWA technical guidelines. Guidance on infrastructure selection and design should also be sought from DoT.

- DoT remain the custodians of the LTCN network planning and governance and are responsible for defining the functional classification of the route in question. Related matters will need to be discussed with DoT as part of the above recommended guidelines.

It is critical to consider and make provision for the differing needs of active transport users.

Off road infrastructure

Many of the routes identified by the LTCN along State transport corridors will be primary routes which provide the highest level of service for active people. Therefore, for the purposes of this policy, off-road separated infrastructure is likely to be the predominant form of infrastructure to be implemented. This includes:

- Principal Shared Paths (PSPs)
- Bicycle only paths (sometimes called Principal Cycle Paths) and;
- Separated paths (bicycle path with adjacent pedestrian path)

On-road cycling infrastructure

Since most main roads have heavy traffic volumes and fast vehicle speeds, unprotected bicycle lanes on these roads generally feel unsafe and will not encourage new and potential riders onto the network. In accordance with a safe systems approach, unprotected on-road cycling facilities are not acceptable in high speed (>60km/h) traffic environments.

Consideration of on-road cycling infrastructure may be more appropriate when constructing or upgrading some regional roads or rail corridors. However, in most cases regional town centres require a similar level of service to metropolitan areas (e.g. off-road separated infrastructure).

It will be necessary to contemplate the progressive upgrading of assets. It is not the intent that existing on road facilities will be removed as a matter of course. i.e. they serve a purpose and will be replaced/upgraded on a systematic and opportunistic basis.

DoT is currently developing contextual guidance which considers on-road cycling infrastructure provision. Until this is available, specific direction should be sought from DoT.

Grade separation

Grade separation usually provides a safer and more appealing experience for bike riders by:

- reducing physical barriers as well as improving actual and perceived safety levels;
- reducing overall travel times, particularly at intersection crossings; and
- improving the amenity and legibility of the State's transport corridors, particularly for riding.

In general, riding and walking infrastructure should be grade separated in cases where the other modes are grade separated (i.e. road over/under road, road over/under rail or vice versa).

There may be situations where this may not be feasible or even desirable. If consensus at project level cannot be achieved between Transport Portfolio agencies appropriate justification should be provided from the lead agency and a decision informed by a recommendation from the Executive Director of Urban Mobility. (see Policy Exceptions, p. 8)

Where an exception from this requirement is supported for the project case design, the ultimate design should accommodate future implementation where feasible and desired.

Road and rail crossings

The LTCN identifies critical and agreed locations for crossings of the State network. This does not include all crossing requirements which should be discussed with DoT and the relevant local government.



Overpasses or underpasses for active transport should be designed in accordance with the relevant technical guidelines and constructed at locations that facilitate and encourage local trips by people riding and walking. These locations should be determined by considering current and future demand, sites of interest, connectivity (particularly in relation to the LTCN), funding and access to transport routes and facilities.

Policy review

This policy will be reviewed on an ongoing basis to ensure its currency and reflect other changes to WA transport plans, strategies and guidelines.

