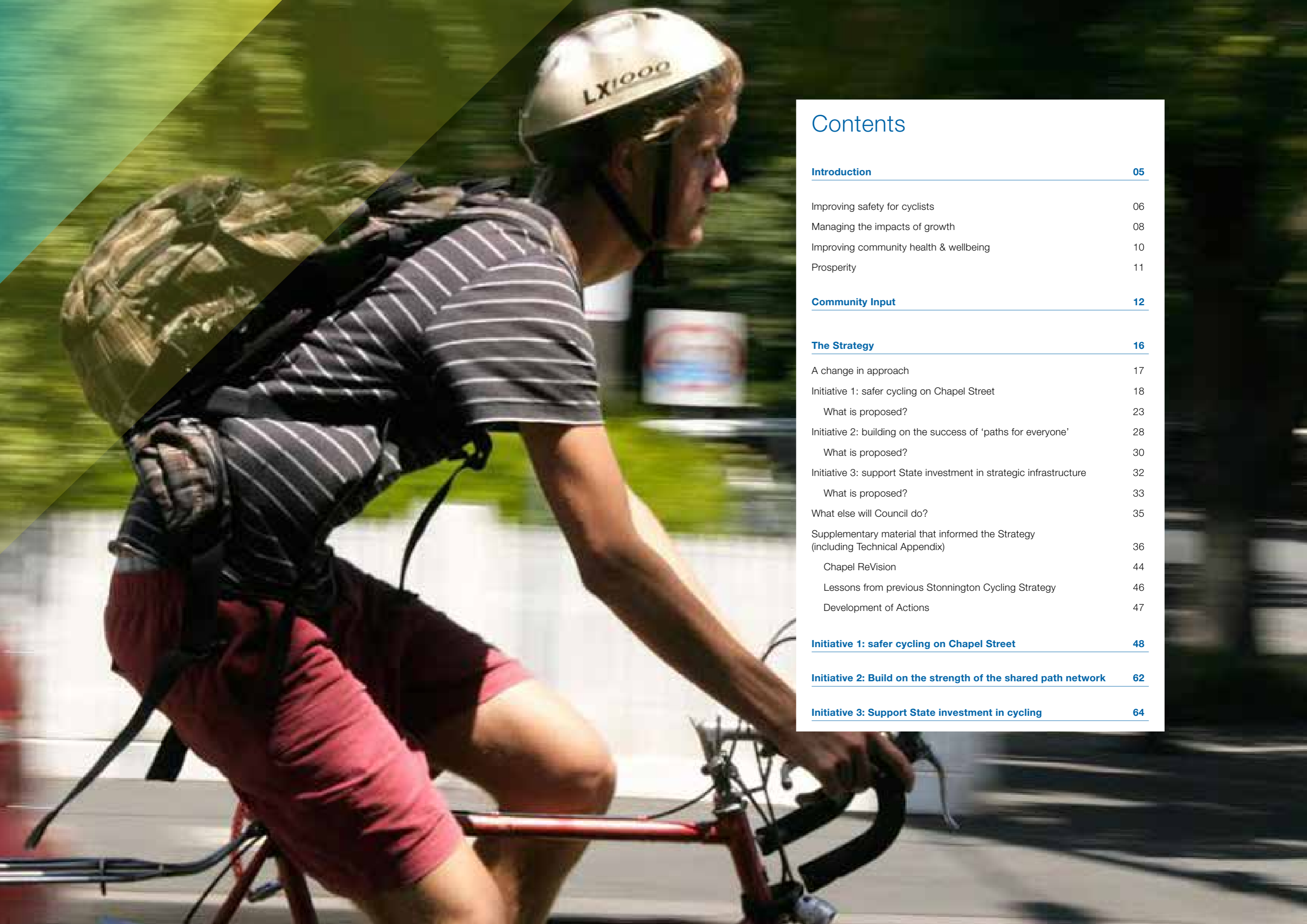


CITY OF STONNINGTON
Cycling Strategy
2020 - 2025



City of
STONNINGTON





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Introduction

From the Mayor



The City of Stonnington Cycling Strategy 2020-2025 sets out initiatives to encourage more cycling, more often – with an emphasis on safety and security – across our municipality.

Now more than ever, cycling is being viewed as an accessible and reliable way of travelling around the city – whether riding to school, to workplaces or to link to public transport.

The challenge for Council is to encourage safer, cleaner and greener habits that become established routines, for both on and off road cycling.

A key component of our transport planning is to provide and encourage viable choices to our community – whether people opt for recreational cycling or commuting.

Short car journeys – below two kilometres – account for 43 per cent of overall travel made in Stonnington. This is an unacceptably high figure. For the good of the environment and our physical and mental wellbeing, this must change.

As an avid cyclist myself, I know the challenges of cycling in some parts of the city, but also the fantastic village-feel when pedalling around most areas of Stonnington.

This strategy will guide our future planning and development for improved cycling across the City.

Cr Steve Stefanopoulos
Mayor

Stonnington's population is expected to grow by 25,000 people over the next two decades.¹ This growth will provide new opportunities and bring more people to businesses and services, but it needs to be handled in a way which preserves the liveability of the community.

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.² 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.³

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.⁴ This is in part due to one person per month on average being hospitalised while riding a bike within the municipality.⁵

The community has asked for better road infrastructure, including facilities which make cycling safer and more comfortable.⁶ The current design of the road network limits the ability for a wide range of people to safely access businesses and services by bicycle.

Part of the effectiveness of the Stonnington Cycling Strategy (The Strategy) is recognising what Council will do, but also won't do, over the next five years to ensure resources are focused on delivering the actions that are committed, and that realistic outcomes can be achieved.

Considering the key challenges facing Stonnington both now and into the future, the aim of this five-year strategy is to **increase the number of people cycling in Stonnington, with a focus on improving safety.**

Lessons from implementation of previous strategies is that a list of actions which is too aspirational, or commits to do too many things, leaves the difficult major issues unresolved. 'Doing everything' is not a strategy. The evidence-base supporting this strategy suggests that if we focus on tackling three major issues, we will have greater impact. Therefore, the strategy specifically targets:

1. Safer cycling along the Chapel Street corridor
2. Paths which everyone can feel comfortable using
3. Delivery of strategic cycling corridors through state investment

These are not easy actions. They will require resources, listening and a commitment to our aim.

1 City of Stonnington - Population Forecast, .id - the population experts, December 2017, <https://forecast.id.com.au/stonnington>. Comparing 2036 to 2019

2 GTA analysis of Victorian Integrated Survey of Travel and Activity (VISTA) data for 2012-16. Sum of vehicle driver and vehicle passenger for trips less than 2km where origin LGA is Stonnington

3 City of Stonnington - Social Atlas, .id - the population experts, <https://atlas.id.com.au/stonnington>. Analysis for Households without a Car, Enumerated, 2016, Percent. Example used is SA1 area '2113616'

4 City of Stonnington - Method of Travel to Work, .id - the population experts, <https://profile.id.com.au/stonnington/travel-to-work>, based on Australian Bureau of Statistics Census of Population and Housing 2016

5 GTA analysis of VicRoads Crash Statistics Data Extract for 2014-2018, VicRoads, made available under CC BY 4.0 (<https://creativecommons.org/licenses/by/4.0/>) at <https://discover.data.vic.gov.au/dataset/crash-stats-data-extract>

6 Moynes, C., Consultation in advance of the Stonnington Cycling Strategy 2019-2024, City of Stonnington, <https://drive.google.com/file/d/1c2iHXooNSKbTzwm2O84HeMci8nfX63Rc/view>

Improving safety for cyclists

IT IS UNSAFE TO CYCLE IN KEY AREAS OF STONNINGTON

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.^{7, 8}

THE FIVE MOST FREQUENT CAUSES OF CRASHES INVOLVING CYCLISTS IN THE LAST FIVE YEARS IN STONNINGTON INCLUDE:

4. Car door opened onto bike path – 85 crashes
5. Vehicle and bike travelling in opposite directions, and one vehicle turning right across the path of the other – 59 crashes
6. Out of control on carriageway – 26 crashes
7. Side swiped by a vehicle making left turn – 17 crashes
8. Vehicles travelling in perpendicular directions (at right angles to each other) at an intersection – 13 crashes

OF THOSE CRASHES INVOLVING CYCLISTS WHICH RESULT IN SERIOUS INJURY OR DEATH, THE TOP THREE CAUSES INCLUDE:

1. Vehicle and bike travelling in opposite directions, and one vehicle turning right across the path of the other – 17 incidents resulting in serious injury or death
2. Car door opened onto bike path – 15 incidents resulting in serious injury or death
3. Out of control on carriageway – 12 incidents resulting in serious injury or death

PARTICULAR ISSUES RAISED BY CURRENT AND POTENTIAL CYCLISTS:⁹

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

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.¹⁰

There is also a perception people riding bikes are 'less than human'. A 2019 Monash University study, involving 442 respondents in Victoria, New South Wales and Queensland, identified people's attitude to cyclists and whether they were cyclists or non-cyclists themselves. The study found 55 per cent of non-cyclists and 30 per cent of cyclists saw people on bikes as 'less than human'. This can have implications for cyclist safety. The same study found 17 per cent of residents had used their car to deliberately block a bike rider, 11 per cent had intentionally driven close to a bike rider and 9 per cent had used their car to cut off a bike rider.¹¹

In this context, it is not be acceptable to treat safety as a 'nice to have', or 'if there's room'. Infrastructure needs to be provided to reduce fatalities and serious injuries to cyclists. Council has committed to ensuring "the greatest emphasis is placed on protecting those who are most vulnerable when using Stonnington's roads".¹² This requires a shift to prioritising safety and human life over other road functions, like free on-street car parking. Creating safer cycling environments will encourage more people to ride and enable those already cycling to ride more comfortably and confidently. These behaviours will help normalise cycling and change perceptions, building a positive cycle of safety.

It is recognised cyclists are also at fault on occasion, such as failing to observe controls or cycling too quickly for conditions, particularly on shared paths with pedestrians. The responsibility to create a safer environment is shared amongst all road and path users.

⁷ GTA analysis of VicRoads Crash Statistics Data Extract for 2014-2018, VicRoads, made available under CC BY 4.0 (<https://creativecommons.org/licenses/by/4.0/>) at <https://discover.data.vic.gov.au/dataset/crash-stats-data-extract>

⁸ 'Dutch cyclist's death in Melbourne prompts calls for 'immediate' action on safety', Australian Associated Press, published in The Guardian, 28 August 2018, <https://www.theguardian.com/australia-news/2018/aug/28/dutch-cyclists-death-in-melbourne-prompts-calls-for-immediate-action-on-safety>

⁹ BikeSpot (2016), Crowdspot and The Squeaky Wheel and TAC, <http://bikespot.org.au/>

¹⁰ GTA analysis of VicRoads Crash Statistics Data Extract for 2014-2018, VicRoads, made available under CC BY 4.0 (<https://creativecommons.org/licenses/by/4.0/>) at <https://discover.data.vic.gov.au/dataset/crash-stats-data-extract>

¹¹ Delbosc, A., Naznin, F., Haslam N. & Haworth, N., 'Dehumanisation of cyclists predicts self-reported aggressive behaviour toward them: A Pilot Study', as referenced in 'Face Off – Cyclists not human enough for drivers: study', Monash University, March 2019, <https://www.monash.edu/news/articles/face-off-cyclists-not-human-enough-for-drivers-study>

¹² Draft - 'Towards Zero' Road Safety Strategy (2018-2022), City of Stonnington, July 2018, <https://drive.google.com/file/d/1LBzci4dUIEp5b-KvUlpuMI00YUC7O90Z/view>

Managing the impacts of growth

MELBOURNE IS FORECAST TO REACH A POPULATION OF NINE MILLION BY 2056¹³ AND BECOME THE MOST POPULOUS CITY IN AUSTRALIA IN THE COMING DECADES.¹⁴

As an inner-city municipality with good access to public transport, jobs, education and services, Stonnington has a role to play in accommodating a share of this growth, with its population expected to grow by 25,000 over the next two decades.¹⁵

In particular, areas in the west of Stonnington (including South Yarra, Windsor and Prahran) are continuing to transform – becoming home to people who seek a ‘big-city’ lifestyle, including living close to their daily needs and high-frequency public transport. Proximity to jobs and opportunities in the CBD and other inner-city areas, and attractiveness of shops and services along Chapel Street, are key factors for people to choose to travel more by bicycle in the west of Stonnington.¹⁶

By comparison, areas within the centre of Stonnington and towards the eastern end, including Glen Iris and Malvern East, reflect more traditional suburban Melbourne, with lower density development and a higher car use, including for trips to work.¹⁷ Despite this, greater use of e-bikes has the potential to enable more people to travel further by bicycle. Linking Stonnington through safe connections will be pivotal in supporting this uplift.

Increased density can bring more people to support shops and services, attract benefits from businesses and workers being located close together (‘agglomeration’) and support the viability of investment in new infrastructure.¹⁸ As the area evolves, new developments and infrastructure also bring more destinations and facilities. However, this growth will also need to be accommodated in a way which enhances existing assets and preserves Stonnington liveability.

¹³ Victoria in Future 2019, State Government of Victoria, https://www.planning.vic.gov.au/_data/assets/pdf_file/0032/332996/Victoria_in_Future_2019.pdf

¹⁴ Hughes, D., ‘Melbourne set to overtake Sydney as nation’s largest city by 2026’, Australian Financial Review, 2 January 2020, <https://www.afr.com/companies/infrastructure/melbourne-set-to-overtake-sydney-as-nation-s-largest-city-by-2026-20191226-p53mww>

¹⁵ City of Stonnington - Population Forecast, .id - the population experts, December 2017, <https://forecast.id.com.au/stonnington>.

Comparing 2036 to 2019

¹⁶ City of Stonnington - Social Atlas, .id - the population experts, <https://atlas.id.com.au/stonnington>. Analysis for Cycled to Work, Enumerated, Persons, 2016, Percent

¹⁷ City of Stonnington - Social Atlas, .id - the population experts, <https://atlas.id.com.au/stonnington>. Analysis for Travelled to Work by Car, Enumerated, Persons, 2016, Percent

¹⁸ Growing Victoria’s Potential: the opportunities and challenges of Victoria’s population growth, Infrastructure Victoria, April 2019, <http://www.infrastructurevictoria.com.au/wp-content/uploads/2019/04/Growing-Victorias-Potential-April-2019.pdf>, pp. 24

THE FRUSTRATION OF CONGESTION AND POOR RELIABILITY

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.¹⁹ 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.¹⁹

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.

Continuing to rely on car travel to cater for growth will continue to increase road congestion. There is little room for wider roads or intersections and improving vehicle capacity is not consistent with an inclusive and healthy community. Delivering changes which make it quicker or easier to drive (such as removing parking for car lanes or building more off-street car parking) encourage even more people to travel by car (including from surrounding areas), further increasing congestion and delays. These changes also make more sustainable transport modes, such as walking, cycling and public transport, less attractive or competitive.

POLICY CONTEXT

These challenges are not new and to counteract them Council committed to our Sustainable Transport Policy in 2008. This plan prioritised walking, cycling and public transport over vehicle travel and aimed to ‘reduce car dependence and to minimise associated impacts’.²⁰ Our current Council Plan (2017-21) reaffirms our commitment to a ‘cleaner, safer and better environment for current and future generations’, including by encouraging and enabling use of sustainable transport options across the city.²¹

As such, our focus is to provide measures which improve the safety and reliability of public transport, walking and cycling so that these modes become ‘the obvious choice’ over car travel, particularly for shorter trips. It is recognised a small group of people will still need to travel by car for various reasons (for example, people with limited mobility or to shift bulky goods). By improving the attractiveness of walking, cycling and public transport, more people will feel safe and comfortable to leave the keys at home and retain the limited road space for those who truly need to drive.

¹⁹ Five Year Focus: Immediate actions to tackle congestion, Infrastructure Victoria, April 2018, <https://www.infrastructurevictoria.com.au/wp-content/uploads/2019/04/Five-year-focus-Immediate-actions-to-tackle-congestion-April-2018.pdf>, pp. 49

²⁰ Stonnington Sustainable Transport Policy, September 2008, City of Stonnington, <https://www.stonnington.vic.gov.au/files/assets/public/adl/council-policies/sustainable-transport-policy.pdf>

²¹ Stonnington Council Plan 2017-21: Snapshot, City of Stonnington, <https://www.stonnington.vic.gov.au/files/assets/public/vision/council-plan/council-plan-2017-2021-snapshot.pdf>, pp. 3

Improving community health and wellbeing

A HEALTHY CITY

We need at least 30 minutes of moderate-intensity exercise (jogging, cycling) five times a week to realise the health benefits of physical activity.²² More than half of Australian adults do not meet the recommended level of physical activity.²³ More than 60 per cent of Australian adults and 25 per cent of Australian children are overweight or obese,²⁴ and coronary heart disease continues to be the nation's single greatest cause of death.²⁵ In a city where everyone is increasingly 'time poor', swapping to more active modes of travel to work, school or the shops is an easy way to increase physical exercise every day and decrease risk factors associated with major health issues.

These challenges are compounded by a lack of areas for active or passive recreation and outdoor activities. Stonnington has the second lowest amount of open space of any Victorian local government - about 7 per cent of its land area.²⁶ As the population continues and demand for open space and recreational opportunities increases, public space will need to be used effectively and efficiently to provide opportunities for exercise and recreation. Improving access to paths where a range of users feel comfortable will help capitalise on existing infrastructure and natural assets.

IMPACTS ON THE ENVIRONMENT

The consequences of climate change are becoming more evident, with warmer weather and several record high temperatures and heatwaves. More frequent and more intense fluctuations in weather and increasingly severe weather events, including droughts, fires, storms and floods may impact productivity, and lead to more hot-weather enforced work stoppages which disrupt transport and electricity supplies.²⁷

Transport and travel in Stonnington accounts for almost 20 per cent of overall greenhouse gas emissions in the municipality,²⁸ consistent with similar data for carbon emissions in Victoria and Australia.^{29, 30} Reducing private car travel and identifying opportunities to make short trips in other ways will help reduce the environmental and health impacts of emissions. For example, 43 per cent of trips less than 2km in Stonnington are undertaken by car.³¹ With the right measures in place, these trips are within comfortable walking and cycling distance for many.

22 TravelSmart Workplace fact sheet: Employee health and active travel, Department of Transport Western Australia, April 2013, <https://healthierworkplace.wa.gov.au/media/2291/employee-health-and-active-travel.pdf>

23 'Australia's Health 2018', Australian Institute of Health and Welfare, 2018, <https://www.aihw.gov.au/getmedia/7c42913d-295f-4bc9-9c24-4e44eff4a04a/aihw-aus-221.pdf>, pp. 190

24 'Australia's Health 2018: In Brief', Australian Institute of Health and Welfare, 2018, <https://www.aihw.gov.au/getmedia/fe037cf1-0cd0-4663-a8c0-67cd09b1f30c/aihw-aus-222.pdf.aspx?inline=true>, pp. 21

25 'Australia's Health 2018: In Brief', Australian Institute of Health and Welfare, 2018, <https://www.aihw.gov.au/getmedia/fe037cf1-0cd0-4663-a8c0-67cd09b1f30c/aihw-aus-222.pdf.aspx?inline=true>, pp. 12

26 Advocacy - Open Space, City of Stonnington, <https://www.stonnington.vic.gov.au/Vision/Advocacy/Open-space>

27 '7. What are the impacts of climate change?', Australian Academy of Science, [science.org.au/learning/general-audience/science-climate-change/7-what-are-impacts-of-climate-change](https://www.aas.org.au/learning/general-audience/science-climate-change/7-what-are-impacts-of-climate-change)

28 Sustainable Environment Strategy 2018-2023, City of Stonnington, <https://www.stonnington.vic.gov.au/files/assets/public/adl/council-policies/sustainable-environment-strategy-2018-2023.pdf>, pp. 15

29 Sustainable Environment Strategy 2018-2023, City of Stonnington, <https://www.stonnington.vic.gov.au/files/assets/public/adl/council-policies/sustainable-environment-strategy-2018-2023.pdf>, pp. 11

30 Victorian Greenhouse Gas Emissions Report 2019, Department of Environment, Land, Water and Planning, https://www.climatechange.vic.gov.au/_data/assets/pdf_file/0016/443014/Victorian-Greenhouse-Gas-Emissions-Report-2019.pdf, pp.3

31 GTA analysis of Victorian Integrated Survey of Travel and Activity (VISTA) data for 2012-16. Sum of vehicle driver and vehicle passenger for trips less than 2km where origin LGA is Stonnington.

Prosperity

A SHIFTING LANDSCAPE FOR RETAIL AND SMALL BUSINESS

Stonnington's economy supports almost 69,000 jobs and generates a total gross regional product of \$9.5 billion.³² Retail is the largest industry of employment. Chapel Street and Chadstone are two of the country's premier shopping destinations. Population growth has also supported the development of restaurants, cafes and bars in shopping strips and an expanding professional sector which leverages strong access and proximity to the CBD.³³

However, retailers face challenging trading conditions and local retail precincts will need to continue to evolve to meet market needs.^{33, 33} Online shopping is changing how people shop for some goods. Studies of other inner-Melbourne shopping strips (in Richmond, St Kilda and Fitzroy) show residents account for most of the expenditure, in some cases up to 86 per cent of spending.³⁴ Strong residential growth will provide further opportunities for retailers to service the local catchment. Recent evidence from London suggests a healthy street (as opposed to one that is full of traffic) will see a lower number of empty shops (17 per cent) and an increase in footfall (93 per cent) and spend (40 per cent)³⁵. Evidence from Lygon Street also suggests encouraging access for bicycles and more bike parking is good for business, but this needs to be trialled in Stonnington to see where and how it would work.³⁴

The Stonnington Economic Development Strategy notes congestion and parking availability were regularly raised as concerns by businesses and retail traders. In response, the strategy emphasises the need to support sustainable transport initiatives as an "imperative" to make sure people can continue to access businesses and services as population (and vehicle traffic) grows.^{33, 33}

32 City of Stonnington - Economic Profile, .id - the population experts, based on data from NIEIR, <https://economy.id.com.au/stonnington>

33 Funtera, C. & Ruzzene, M., City of Stonnington Economic Development Strategy 2017-2021, Final Draft Report, Urban Enterprise, October 2017, <https://drive.google.com/file/d/0B9SC1mVMJNcTzFVSK9aRGo3Nzg/view>

34 Lee, A., 'What is the economic contribution of cyclists compared to car drivers in inner suburban Melbourne shopping strips?', 2008, http://colabradio.mit.edu/wp-content/uploads/2010/12/Final_Thesis_Alison_Lee.pdf

35 Carmona, M., Gabrieli, T., Hickman, R., Laopolou, T. & Livingstone, N., 'Street appeal: the value of street improvements - Summary Report', UCL for Transport for London, November 2018, <http://content.tfl.gov.uk/street-appeal.pdf>




Community Input

In February 2019, Council asked the community to share their thoughts on cycling in Stonnington to inform the preparation of the cycling strategy.³⁶ Almost 600 responses were received via the online survey platform, predominantly from people who cycle (78 per cent), but also with representation from people who do not ride bikes (22 per cent).

A summary of key findings from the online survey is outlined below. Responses received in other formats (i.e. email) were also considered in preparing this strategy.

Figure 1: Summary of survey responses³⁶

Executive Summary

<p>Four-in-five (78%) respondents are regular cyclists, riding at least a few times a week, mostly as commuters.</p> 	<p>Improved on-road cycle lanes and off-road shared paths are the top two things that would encourage people to cycle more.</p>	<p>Chapel Street is a reoccurring theme from respondents, who find it dangerous to cycle on and therefore opt to avoid it.</p>
	<p>50% feel 'slightly' or 'not at all' safe cycling in Stonnington, with only 9% feeling 'very' or 'extremely' safe.</p>	<p>Nine-in-ten (89%) are supportive of removing parking on main roads to create safer bike lanes.</p> 
<p>The Gardiners Creek and Yarra Trial tracks are positively viewed by many respondents.</p>	<p>Connectivity and access to bike tracks and across Stonnington could be improved.</p> 	<p>Close to two-thirds (62%) are supportive of removing parking on main roads to create more bike parking.</p>

The majority of respondents are 'regular cyclists' riding at least a few days a week. The feeling of safety while riding in Stonnington needs improvement with only 9 per cent feeling 'extremely' or 'very' safe and 50 per cent 'slightly' or 'not at all'. Support is high for the removal of parking on main roads to create safer bike lanes and more parking.

Who we talked to

4-in-5 respondents are 'regular riders' - cycling in or around Stonnington at least a few times a week

Regular cyclist profile:

- 58%** 25 to 44 years old
- 59%** Ride for over 30 mins
- 58%** Ride to commute
- 62%** Male
- 73%** Live in Stonnington

Feeling of safety

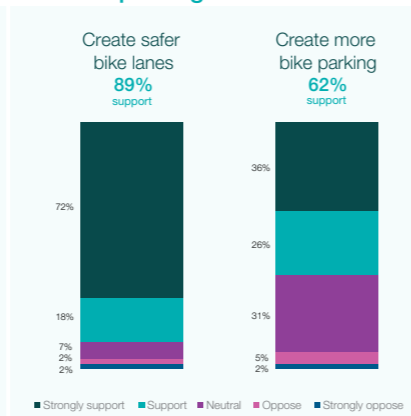


There is room for improvement in how safe people feel cycling in Stonnington.

50% feel **slightly** or **not at all** safe cycling in Stonnington.

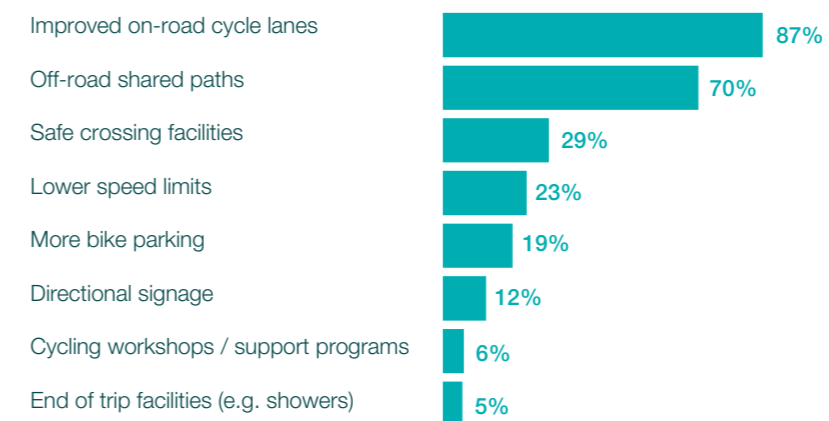
A number of people specifically mentioned Chapel Street being dangerous.

Remove parking to:



Improved on road cycle lanes and off-road paths are the top things that would encourage respondents to cycle more. Common themes mentioned by respondents are more / better bike lanes, better policing of distracted drivers, better connectivity and fixing Chapel Street. Cycling programs and end of trip facilities have little impact on increasing cycling, respondents said.

Encouraging cycling



Quotes from your community:

- "More bike lanes on busy roads, more education to the public to watch out and make way for cyclists particularly in busy / built up areas."
- "Better bike parking and safer crossing facilities would also help."
- "Pedestrianise Chapel Street and make it tram, bike and pedestrian only. Remove the dangerous car parking."
- "Advocate for Amsterdam and London style dedicated on-road cycle ways to make commuting by bike a safe (and therefore realistic and popular) option."
- "Workshops / support programs for drivers, to learn what it feels like when they pass by very close or open car doors without looking."
- "Lobby for minimum passing distance legislation and increased policing of distracted drivers (primarily phone use while driving)."
- "More separated bike lanes. Close Chapel st for cars or at the very least remove on street parking and replace with proper separated bike lanes. I would visit the shops and restaurants in chapel street a lot more. Cars and trams are always stuck on Chapel."
- "Need some safe bike only lanes to get down the Yarra/Gardiners creek (to then commute tot he city), as from there it is safe but dangerous getting to the bike trail."
- "Probably more to do with connecting bike paths between councils than Stonnington itself. Maybe get together with neighbouring Councils and give us a good route south."

³⁶ Data throughout this section: Consultation in advance of the Stonnington Cycling Strategy 2019-2024, City of Stonnington, <https://drive.google.com/file/d/1c2iHXooNSKbTzwm2O84HeMci8nfX63Rc/view>, & Raw survey results collected in advance of the Stonnington Cycling Strategy, City of Stonnington, 2018

In summary, respondent were:

- » cyclists. The cycling community of Stonnington were the majority voice heard during consultation providing constructive input and direction mostly
- » very strongly (89 per cent) in favour of removing car parking to create safer bicycle lanes and supportive of removing car parking to provide more bicycle parking (62 per cent)
- » keen to see improvements to Chapel Street, as bike riders found it dangerous and therefore avoid cycling there
- » wanting improved on-road lanes (87 per cent) and off-road paths (70 per cent) as the two biggest initiatives which would encourage cycling. About a quarter of respondents also said safe crossing facilities and lower speed limits would also encourage them to cycle (or cycle more).

Some quotes which reflected 'what comes to mind when thinking about cycling in Stonnington' were positive:

- » "A convenient way to get around and avoid traffic" / "Easier to get around by bike"
- » "Some beautiful leafy paths"/ "Some pleasant paths through green spaces"
- » "Great opportunities afforded by proximity of Gardiners Creek and Main Yarra off-road bike paths"
- » "The Gardiner Creek Trail is amazing. It's so relaxing to ride through on my way to and from work"
- » "Cycling along the Yarra River away from traffic is good, but can be difficult for people walking during peak hours"
- » "Capital City Trail is great, although some sections are very narrow and unsafe at peak times"

There were also many sentiments of concern:

- » "How lucky I am that most of my journey is on the shared bike path along the river and that I nearly never need to go near Chapel Street"
- » "Chapel Street is an incredibly dangerous and scary nightmare where I have almost died many times. It is so unsafe that it stops me from cycling more"
- » "Bike lanes/cars are too close to cars" / "Cars don't watch out for you"
- » "Disappointed by the lack of safe on-street bicycle lanes and protected intersections"
- » "Bikes too fast on Gardiners Creek path"
- » "It is extremely dangerous to cycle in Stonnington on High St, Malvern or Toorak Road due to poor or no cycle lanes"
- » "Lack of separate cycling lanes (physically separate – not just lines on the road)"
- » "On busy roads, I do not feel remotely safe – the risk of 'dooring' or being hit feels ever present"
- » "I have to ride out in the middle of the lane to avoid the holes"
- » "Poor separation of cars and bikes – over 20 year of cycling I have been doored

twice and almost doored numerous times as the cycle lanes are narrow and right next to parked cars"

- » "Risks of being 'doored' in Chapel Street, or being hit by cars pulling out of side streets or parking places"
- » "Safety – there seems to be a lot of construction works. Trucks blocking blind spots, rubble and debris on roads, truck doors"
- » "Scared about being killed, injured or doored"
- » "Street parking leading to dooring accidents on Chapel St Windsor. This happens way too often and is completely avoidable"
- » "Stonnington is behind what other councils are doing for cyclists"
- » "The most direct ways aren't the safest"
- » "Bike lane marking on Waverley Road to Warrigal Road is a joke. It is too dangerous to cycle with two lanes of traffic"
- » "Car drop offs pulling over in the bike lane causing the need to move out into traffic/cross slippery tram tracks."

Ideas to encourage cycling included:

- » "More separated bike lanes. Close Chapel Street for cars or at the very least remove on street parking and replace with proper separated bike lanes. I would visit the shops and restaurants in Chapel Street a lot more. Cars and trams are always stuck on Chapel"
- » "More bike lanes on busy roads, more education to the public to watch out and make way for cyclists, particularly in busy/built up areas"
- » "Need some safe bike only lanes to get down the Yarra/Gardiners Creek) to then commute to the city as from there it is safe, but dangerous getting to the bike trail"
- » "Pedestrianise Chapel Street and make it tram, bike and pedestrian only. Remove the dangerous car parking"

The quotes which provided contrasting or opposing views (including of cyclists) included:

- » "Reckless attitude, no respect for pedestrians or motorists, need for bike riders to pay registration fee to allow for identification, clearly defined area without risk to motorists and not having bikes on the right hand side of cars where 'dooring' is such high risk - bikes should be completely on the extreme left in a designated lane"
- » "They're ignorant of the road rules, they think they can ride on footpaths, they need to be banned from riding through public parks, rather see cyclists fined for breaking the law and treated as others vehicle users"
- » "More bike parking, but car parking spots need not be taken to do so"

The Strategy

Considering the key challenges facing Stonnington both now and into the future, the aim of this five-year strategy is to increase the number of people cycling in Stonnington, with a focus on improving safety.

Other benefits, including to the economy, community health and wellbeing and travel reliability, are reaped when more people feel empowered to travel by bike.

Safety, and perceptions of safety, are a significant barrier to making cycling more attractive to a broad community demographic. While the Strategy aims to provide a safer network for all users, increasing the uptake of cycling among groups that are traditionally under-represented, such as women, younger and older users, and making cycling more attractive as an 'everyday' mode of transport will be strong indicators of success.

The safety challenges for cycling in Stonnington are real, particularly around Chapel Street,³⁷ and will require focussed intervention to progressively build a safer and more comfortable environment for cycling.

This strategy specifically targets three major issues:

1. Safer cycling along the Chapel Street corridor
2. Improving safety and access to paths which are comfortable for all users
3. Supporting State Government investment in strategic cycling corridors in the municipality

More detail on how these actions were derived can be found in the Technical Appendix.

37 GTA analysis of VicRoads Crash Statistics Data Extract for 2014-2018, VicRoads, made available under CC BY 4.0 (<https://creativecommons.org/licenses/by/4.0/>) at <https://discover.data.vic.gov.au/dataset/crash-stats-data-extract>

A change in approach

Lessons from implementation of previous strategies is that a list of actions which is too aspirational, or commits to do too many things, undermines the quality and delivery of the project as a whole. That is, 'doing everything' is not a strategy.

Instead, this strategy is designed to be realistic and flexible as to what can be achieved in its five-year lifespan. For example, consultation, trial and delivery of footpath widening and streetscape improvements for the recent Greville Street, King Street & Porter Street Improvement Plan occurred over a period of four years, with five rounds of community engagement³⁸

Part of the effectiveness of the strategy is indicating what Council will prioritise over the next five years to ensure resources are focused on delivering committed actions.

It is acknowledged that strategy delivery will include a range of conversations with the community and some challenging decisions about priorities.

38 Greville and King Streets, City of Stonnington, <https://www.connectstonnington.vic.gov.au/kingswalk>

Initiative 1 Safer cycling on Chapel Street



CHAPEL STREET WILL ALWAYS BE A CYCLIST HOTSPOT.

Previous strategies have sought to provide alternative cycling routes to Chapel Street.³⁹ 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.

Local access to Chapel Street and nearby areas by bike is particularly advantageous, as there is a lower susceptibility to delays, greater reliability in travel times and parking is usually free, unlimited and convenient, meaning people can relax, shop or dine at their leisure. Visitors to the area can also travel easily between several shops or destinations by bicycle, even if they are several blocks away, without needing to queue in traffic and circulate for car parking. Various devices make carrying groceries or purchases easier, such as:

- » A backpack, saddle bag (under the seat), handlebar basket, rear rack, case or crate for smaller goods
- » Pannier bags (hanging from the side of the bike) for carrying more goods, including 'hard shells' which can be lockable and weatherproof
- » A large tray on the front or trailer from the back of the bike for carrying larger goods
- » An e-cargo bike

³⁹ Stonnington Cycling Strategy 2013-2018, City of Stonnington, <https://www.stonnington.vic.gov.au/files/assets/public/live/cycling/stonnington-cycling-strategy-2013-2018.pdf>, Chapel ReVision Transport Strategy, GTA Consultants for City of Stonnington, September 2015, <https://www.stonnington.vic.gov.au/files/assets/public/ad/c172-reference-documents/04.-chapel-revision-transport-strategy.pdf>

Initiative 1

Safer cycling on Chapel Street

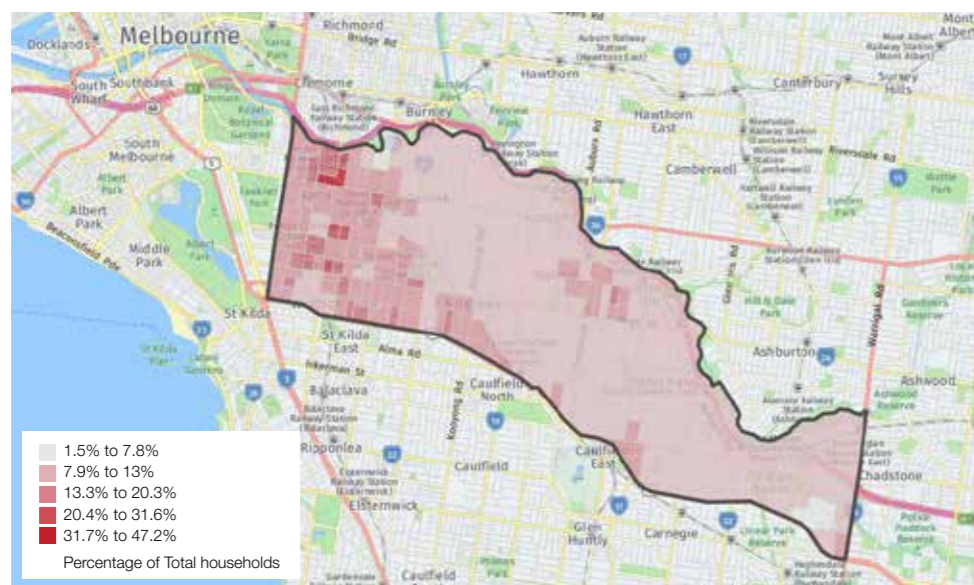
Creating an environment where more people feel comfortable to ride also means people deterred by congestion or locating car parking can choose to cycle to Chapel Street, or those who do not own a car and live too far to walk can choose to cycle instead. This also means that people who need or choose to drive contend with fewer vehicles.

NEW RESIDENTS ARE LIKELY TO WANT TO CYCLE

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.⁴⁰ 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.⁴¹ By failing to enable cyclists to visit safely and comfortably, the design of our road network limits the ability for a catchment of people living nearby to access the businesses and services they need.⁴²

Figure 2: Proportion of households who do not own a car⁴²



40 Review of GTA segmentation data, based on Australian Bureau of Statistics Census of Population and Housing 2016 and Victorian Integrated Survey of Travel and Activity 2012-16 and City of Stonnington - Social Atlas, .id - the population experts, <https://atlas.id.com.au/stonnington>. Analysis for 1) Population Density, Usual Residence, Persons, 2016, Persons Per Hectare, 2) Households without a car, Enumerated, 2016, Percent, 3) Cycled to work, Usual Residence, Persons, 2016, Percent
 41 City of Stonnington - Social Atlas, .id - the population experts, <https://atlas.id.com.au/stonnington>. Analysis for Households without a Car, Enumerated, 2016, Percent. Example used is SA1 area '2113616'.
 42 City of Stonnington - Social Atlas, .id - the population experts, <https://atlas.id.com.au/stonnington>. Analysis for Households without a Car, Enumerated, 2016, Percent.

For several reasons, cycling along the Chapel Street corridor is not safe or comfortable for many people. Although people don't own a car, they still don't cycle.

Chapel Street is relatively narrow yet it must accommodate a mix of different users along its length. Pedestrians, bike riders, scooters, motorcyclists, cars and trams use the corridor both as a thoroughfare and as a destination in its own right. Car parking, taxi zones and loading occupy the kerbside space. Dining, trading, signage, street furniture, bike parking and people movement compete for limited footpath space.

Priority along the corridor is not clearly articulated. As a result, it is conflicted, congested and has poor safety outcomes. For many, this means travel can be slow and unreliable, with delays for cars and trams across various times of day and on Friday and Saturday nights.⁴³ This car traffic slows tram services, making it difficult or unreliable for people to access the area by public transport. Put simply, people will find it increasingly difficult to visit Chapel Street by car as population grows and road congestion worsens. Cyclists also feel the squeeze of high traffic volumes, often required to ride between parked cars and a traffic lane.

From discussions with the community, it is clear the Chapel Street corridor continues to face safety risks and access challenges for cyclists, reaffirmed by crash statistics and recent deaths.⁴⁴

On-street car parking poses risks to bike riders as people open car doors to enter or exit parked cars, particularly as existing bike lanes are immediately adjacent within the 'dooring zone'. About half of all cyclist crashes on Chapel Street that resulted in a serious injury were due to dooring⁴⁵. The short-term nature of parking means that vehicles frequently reverse in, or pull out, of spaces along its length. Some vehicles also partially or fully impede bicycle lanes while parked or to drop off or pick up passengers (including due to size of bays, vehicles and footpath obstacles), forcing people riding bikes to merge into a traffic lane. These central lanes have tram tracks which can trap bicycle wheels and passing vehicles also pose a threat to cyclists.



A door opened into the bike lane by the driver's foot.

43 Google Maps - Typical Traffic for Chapel Street, <https://www.google.com/maps/>
 44 Images in this section captured on one return cycling journey along Chapel Street between Alexandra Avenue and Dandenong Road on Sunday 14 April 2019, early afternoon.
 45 City of Stonnington Chapel Street Cycling Review (Corben Consulting, 2019)

Initiative 1

Safer cycling on Chapel Street

Along the corridor, slow-moving or stationary traffic can decrease visibility and pose risks to bike riders as people emerge from stationary vehicles in the traffic lane or take the opportunity cross the road while vehicles are stopped, particularly near intersections. Some mid-block crash data can also likely be attributed to vehicles pulling out into bicycle lanes while vehicles are stopped, but riders are still moving.



Right turns made across traffic blocks cyclists, pedestrians and car.

There is a need to make decisions about the use of road space to improve cycling safety. 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.

Quotes from community:⁴⁶

“Chapel Street is the biggest issue that needs resolving. It is incredibly scary riding up Chapel Street. Car ‘dooring’ is a constant concern. Please help us be safer.”

“A woman died in the Chapel St bike lane last year and I think about it nearly every day.”

“I think Chapel St is THE MOST dangerous part of Melbourne to ride a bike. PLEASE do something.”

What is proposed?

The first action is to progressively deliver a series of measures which start to build a safe space for cyclists and improve access along Chapel Street. The measures would be delivered in partnership with businesses (e.g. pavement build-outs) to reduce dooring risk, improve business and trading space, create bike lanes, provide more bicycle parking and reinforce ‘a village feel’.

Altering transport habits is a big change and a gradual process. Corridor changes could be carefully phased to allow time for monitoring, adjustments and input from those that live, work and do business here.

In the first instance, this includes testing interventions and how they impact on the community, before re-evaluating and delivering the next stage, with adjustments along the way. Running trials is consistent with the State Government’s Victorian Cycling Strategy:

“User-centred pilot trials (such as using inexpensive, temporary materials for buffers) are a good way to test and validate proposed design solutions, introduce the public to new road conditions and gather evidence about the preferences of people who cycle for transport.”⁴⁷

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.

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.⁴⁸ However, parking management would need to be addressed holistically to ensure desired outcomes are achieved in nearby residential areas. These projects could complement, or extend, similar projects in other areas of Chapel, King and Greville streets and are consistent with the strategic direction of Chapel ReVision.

The trial could be delivered in stages, consistent with the Chapel ReVision, with consultation and adjustments as the project unfolds. Some of the proposed projects are outlined below, with potential sequencing in the implementation plan.

⁴⁷ Victorian Cycling Strategy 2018-28, State Government of Victoria, December 2017, <https://transport.vic.gov.au/-/media/tfv-documents/walking-and-cycling/victorian-cycling-strategy-2018-28.pdf>, pp. 22

⁴⁸ Chapel ReVision Transport Strategy, GTA Consultants for City of Stonnington, September 2015, <https://www.stonnington.vic.gov.au/files/assets/public/adl/c172-reference-documents/04.-chapel-revision-transport-strategy.pdf>. Based on surveys from December 2012.

⁴⁶ Quotes from community throughout this section from survey in advance of the Stonnington Cycling Strategy

Initiative 1

Safer cycling on Chapel Street

Quotes from community:

"I spend my rides constantly watching out for the next car door that might open in front of me"

"People standing in bike lanes, cars pulling out or turning through bike lanes and unmaintained bike lane surfaces are REALLY REALLY dangerous."

"Creating bike lanes that are not along parked cars where you can get hurt by a driver opening his/her door (e.g. Chapel Street)"

"People opening their car doors into the bike lane without looking first is a big issue. It's ambitious, but separate bike lanes next to the footpath rather [than] the road would be AMAZING".

LOCAL SAFETY PROJECTS ALONG CHAPEL STREET

This will include investigating and trialling safety improvements (innovative or otherwise) at select locations to address specific cycling safety issues. These measures seek to balance the use of the road space while also working with the community to improve the area. This could include:

- » Trial bicycle lane protection along segments of Chapel Street where build outs (or parklets) are provided. These build outs should be done in partnership with retailers to further activate space. They should be innovative and trial different approaches. The impacts of the rollout need to be monitored in terms of improvement from the perspective of users (insights) and nearby traders (change in spend). Following this, successful measures could be rolled out to other areas.
- » Using technology to make cycling safer. Investigate use of technology to alert drivers of cyclist presence when opening car doors (such as lights which use sensors to detect when a cyclist is approaching and warn vehicles of cyclist presence). Investigate improved delineation (green surfacing) which prioritises cyclists and alerts drivers to their presence.
- » Advocate for safety improvements. Subject to the outcome of a VicRoads trial, install bicycle blind spot mirrors at traffic signals. Advocate to VicRoads for cyclist priority (jump) signals at signalised intersections.
- » Extend 'advisory' style treatments along the whole corridor to create a consistent experience for drivers and cyclists.

Quotes from community:

"Bicycle paths on major roads that are separated from the traffic. I am a person who rides a bicycle as a form of getting around, not a 'cyclist'. I would ride a lot more if I felt the infrastructure supported my riding"

"A campaign to improve driver awareness of cyclists"

"Better bike lanes with [a] physical barrier [between] traffic and bikes"

"Proper bike lanes with bright colours on the asphalt..."

INVESTIGATING FULL-TIME BICYCLE LANES ON THE NORTHERN LEG OF CHAPEL STREET

Bicycle lanes are in place on the northern leg of Chapel Street (between Alexandra Avenue and Toorak Road). Their use is limited to weekday peak hours. As such, for most of the weekday, during evenings and across weekends, the bike lanes are occupied by a limited number of car parks and cyclists are forced to merge with traffic. This initiative would investigate the use of bicycle lanes and car parks in this area (including extending bicycle lanes through the Toorak Road and Alexandra Avenue intersections) and identify whether these spaces could be relocated to nearby off-street car parking areas in order to facilitate safer full-time cycling access, including to the Main Yarra Trail.

Challenge:

A key challenge will be managing the needs of loading and taxi pick-up drop off in this section.

Quotes from community:

"Better bike paths. The cycling paths along clear-ways are highly dangerous and have no care given to them. Roots, broken concrete and cars too close."

"Bike lanes that are not used as parking spaces most of the day..."

Improved low-stress links to surrounding areas

Over the past years' various alternate routes to Chapel Street have been explored,⁴⁹ however for a range of reasons (local constraints, indirectness of alternate routes, retaining strong access to Chapel Street as a destination), the focus is increasingly on promoting access to and along Chapel Street.

Notwithstanding, with several major projects occurring in the area, including development of a South Yarra Station Masterplan,⁵⁰ there is an opportunity to continue to progress planning for an alternate, low-stress route to some parts of Chapel Street, ideal for cyclists of all abilities.

This includes the potential for a link to Cremorne via a rail bridge, providing an alternative to Chapel and Church streets. Council will continue to work with relevant authorities to enable improved connections to surrounding areas.

Quote from community:

"A comfortable alternative to Chapel Street"

⁴⁹ Stonnington Cycling Strategy 2013-2018, City of Stonnington, <https://www.stonnington.vic.gov.au/files/assets/public/live/cycling/stonnington-cycling-strategy-2013-2018.pdf> and Chapel ReVision Transport Strategy, GTA Consultants for City of Stonnington, September 2015, <https://www.stonnington.vic.gov.au/files/assets/public/ad/c172-reference-documents/04.-chapel-revision-transport-strategy.pdf>

⁵⁰ South Yarra Station Precinct Masterplan, Department of Transport, <https://transport.vic.gov.au/getting-around/public-transport/south-yarra-station-precinct-master-plan>

Initiative 1

Safer cycling on Chapel Street

PRIORITISING CYCLING IN CONSTRUCTION TRAFFIC MANAGEMENT PLANS (CTMPS)

Chapel Street is undergoing significant change, with major new developments under construction or in planning along its length, particularly around Forrest Hill. Planning approval has been granted for the redevelopment of Jam Factory⁵¹ and construction work will continue for Melbourne Metro⁵² and South Yarra Station Upgrades.⁵³ These changes will cause some disruption, including to Chapel Street and surrounds. Council will ensure cyclists and pedestrians are appropriately prioritised through construction periods, including protection from tram tracks, safe use of traffic lanes during cycling lane closure, including reducing traffic capacity where it increases bike safety and maximising provision of direct and convenient routes where possible.

Quotes from community:

“Not treating bike lanes as ‘second class’ assets; e.g. workmen blocking them with warning signs”

“Less construction/ongoing roadworks/closing of roads or paths...”

IMPROVING DATA MONITORING

Monitoring active travel provides the ability to:

- » Evaluate the effectiveness of actions, strategies and plans to promote active travel (e.g., before and after studies)
- » Track trends over time to see how behaviour changes and adapts
- » Understand user behaviour
- » Improve active travel safety
- » Identify locations where active travel facilities could use improvements
- » Assess future active travel demands.

This will include use of various technologies to understand how people use Chapel Street, not only in terms of numbers, but behaviours. Monitoring will also seek to understand the impact of various programs (such as the parklet program) such that they can be communicated to traders and residents. More broadly, this will also include understanding the relationship between mode of travel and retail spend locally.

⁵¹ '\$500m Overhaul of Chapel Street's Jam Factory Gets Green Light', The Urban Developer, 26 April 2018, <https://theurbandevolver.com/articles/500m-overhaul-of-chapel-streets-jam-factory-gets-green-light>

⁵² Construction in South Yarra, Mero Tunnel, <https://metrotunnel.vic.gov.au/construction/south-yarra>

⁵³ South Yarra Station Upgrade, Public Transport Victoria, <https://www.ptv.vic.gov.au/footer/about-ptv/improvements-and-projects/train-stations/south-yarra-station-upgrade/>

SUPPORTING CHANGE THROUGH COMMUNICATION

As changes are rolled out, communication to the community will be key to successful implementation. It should clearly articulate changes and their intentions, tailored to different user groups and their interests (i.e. traders, residents) and what the changes mean to them (i.e. where they can park).

These actions start to build a narrative and demonstrate improving access for cycling can improve urban realm and vibrancy. More aspirational future projects can leverage the findings of these pilots, such as broader reallocation of road space to allow more people to access Chapel Street more efficiently and continue to enhance Stonnington as a great place to live, work and visit.

LEVERAGE CHANGE ALONG THE CORRIDOR

As major developments in the area unfold, on-street car parking lanes are often closed to support construction, or pedestrian movements during footpath closures. These changes and closures create new travel behaviours which Council will seek to leverage by investigating whether on-street parking can be permanently removed along new development frontages. The City of London has been particularly successful in this space over the past 25 years contributing to the UK's highest economic output and more people walking and cycling than ever before⁵⁴.

WHAT ABOUT OTHER AREAS?

There are many other corridors in Stonnington which would benefit from similar treatments – the community suggested High Street, Malvern Road and Toorak Road (amongst other locations) in the Cycling Strategy Survey.⁵⁵

Chapel Street is a good starting point because it is a clear problem area, has several pilot projects and significant ongoing development occurring which can be leveraged and will benefit from a softer transition as there are plentiful off-street parking alternatives (including the expanded Prahran Square car park)⁵⁶ along its length. Chapel Street is also Council-managed, south of Toorak Road, which means implementation is less dependent on external approvals.

If suitable, pilots and lessons from Chapel Street can then be applied to other areas.

Quotes from community:

“Copenhagen lanes down Malvern [Road] or High St or Toorak [Road] all the way to St Kilda Road. Copenhagen lane on Chapel St”

⁵⁴ Traffic in the City 2018, Department of the Built Environment, City of London, <http://democracy.cityoflondon.gov.uk/documents/s91800/Appendix+1+-+Traffic+in+the+City+2018.pdf>

⁵⁵ Consultation in advance of the Stonnington Cycling Strategy

⁵⁶ Prahran Square, City of Stonnington, <https://www.connectstonnington.vic.gov.au/Prahansquare>

Initiative 2

Building on the success of paths for everyone



Community feedback indicates off-road paths in Stonnington are where people feel most comfortable and safe cycling,⁵⁷ usually because there is no interaction with vehicles (except at crossings), there are continuous facilities and the river and parkland provides an enjoyable environment. The width of pathway, low-stress environment and overall quality of surface and amenities means Stonnington's shared paths have matured as paths for everyone. As a result, the off-road shared trail along Stonnington's northern boundary (including Scotchmans Creek Trail, Gardiners Creek Trail and Main Yarra/Capital City Trail) is amongst the most highly utilised paths in the municipality.⁵⁸ It serves an additional purpose as a key commuter route, providing a relatively direct corridor from Chadstone (and beyond) to key employment centres in South Yarra, Richmond, St Kilda Road, Southbank, Docklands and Melbourne's CBD. In the future, these trails will also provide links to new employment clusters in Fishermans Bend and beyond to other urban renewal areas, such as Macaulay.

Shared paths are used by a range of different users, including people riding bikes, strolling, jogging, using a scooter or walking with pets. These people move at different speeds and can create conflict to each other when interacting in a narrow environment - for example, when a bike rider approaches a pedestrian too quickly, or when a dog on a leash crosses the path of a person cycling.

Separation of users on the off-road path network provides a way to address conflicts and deliver safety and other user benefits and is promoted as industry best practice. Council is committed to identifying opportunities to provide separate facilities for cyclists and pedestrians on the Stonnington network where practical. However, there are a range of constraints related to providing a fully separated off-road network, related to available space, path alignment and obstacles along with disruption of the surrounding open space environment.

Maintenance of the off-road path infrastructure, including providing a high quality and consistent surface, trimming vegetation to provide clear passage and sightlines, provision of safety barriers and crossing points is recognised as an important component of providing a safe cycling network.

Continuing to build on the success of paths for everyone will enable more users to feel comfortable commuting, keeping fit or enjoying the scenery in a safer environment.

⁵⁷ BikeSpot (2016), Crowdspot and The Squeaky Wheel and TAC, <http://bikespot.org.au/>. Map available at: https://crowdspot.carto.com/viz/2414a9a0-2d0e-11e6-b90f-0e787de82d45/public_map and consultation in advance of the Stonnington Cycling Strategy
⁵⁸ Global Heatmap, Strava, 2018, <https://www.strava.com/heatmap>

Initiative 2

Building on the success of paths for everyone

What is proposed?

The second initiative proposes to improve safety and access to the riverside/off-road path network by:

PROGRESSIVELY SEPARATING WALKERS AND CYCLISTS

This means beginning to provide separate paths for pedestrians and cyclists, where space permits, enabling walkers, strollers and people with pets to travel at a more leisurely pace without conflict with cyclists, and vice versa. This will also allow commuter riders to access destinations more easily, including people who may now be able to ride longer distances using e-bikes.

Challenges:

The practical constraints of achieving this also need to be recognised – in some locations, geography or available space constrains the feasibility of providing separated facilities. Council will progressively work to deliver separated off-road facilities, noting the need to balance with a consistent user experience and prioritising highest-volume routes.

Quotes from community:

“When I cycle I feel threatened by speeding cyclist[s] who overtake and cut pedestrians off”

“Off road shared paths create anger between pedestrians and cyclists”

“Dedicated bike paths – shared does not work for bike commuting...”

“The shared paths are good, but phone zombies and headphone wearers are a continual issue”

“Bike freeways – i.e. bike-only ‘roads’ like in Holland – other countries do it!”

PROVIDING IMPROVED CONNECTIONS TO SEPARATED BICYCLE PATHS

This means providing improved access to the riverside/off-road paths by identifying gaps between other cycling paths and the river path, on a local scale, and providing new connections. This is particularly important in the east of Stonnington, where access to the shared path can reduce car dependence and provide access to the CBD by bicycle, and, in the other direction, people can access education and employment opportunities in Chadstone, Holmesglen and Monash. This program could complement or leverage VicRoads’ current CBD to Scoresby Cycling Corridor project.⁵⁹

This also means planning for connections to the new St Kilda Road separated bicycle path.⁶⁰

Existing cycling infrastructure with high demand and/or serious safety issues should also be allocated appropriate funding for ongoing maintenance and improvement.

Quotes from community:

“Need some safe bike only lanes to get down [to] the Yarra/Gardiners Creek (to then commute to the city), as from there it is safe, but [it is] dangerous getting to the bike trail”

“A bike lane connecting the Gardiner’s Creek Trail to Chadstone Shopping Mall”

“Better connections from shared paths to commercial and activity precincts”

“Better connections to main bike paths, i.e. Yarra Trail”

⁵⁹ Cycling Corridors in Melbourne’s East and South-East, VicRoads, <https://www.vicroads.vic.gov.au/planning-and-projects/melbourne-road-projects/bikecorridor>

⁶⁰ New Bike Lanes To Make St Kilda Road Safer For Everyone, Minister for Roads, 18 October 2018, <https://www.premier.vic.gov.au/new-bike-lanes-to-make-st-kilda-road-safer-for-everyone/>

Initiative 3

Support State investment in strategic infrastructure



MAJOR ROAD SCHEMES (INCLUDING ADDING BICYCLE LANES AND SUITABLE PROTECTIONS) REQUIRES INVESTMENT AND COMMITMENT FROM BOTH STATE AND LOCAL GOVERNMENT AND VARIOUS AGENCIES AND AUTHORITIES.

What is proposed?

Through delivery of improvements to Chapel Street and improvements to off-road paths, Council will continue to support investment in cycling infrastructure in the municipality, including delivery of strategic cycling corridors as they are proposed.

This means collaborating with authorities through the design and approval process and advocating for measures which prioritise people riding bicycles at intersections and provide direct and safe routes.

Council recognise the role Stonnington plays in the broader regional cycling network and work with State Government to identify and promote connection to the east and south that continue strategic cycling corridors and the shared path and on-road networks. Connections across major barriers including Dandenong Road to connect the Scotchmans Creek Trail with Boyd Park Reserve to the south require close collaboration with and funding support from State Government. However, Council-led projects such as delivery of cycle infrastructure on Bruce Street to provide a short-term alternative to this link while advocacy work is being undertaken is an example of where Council initiatives benefit local community connections.

Investigation of alternative east-west linkages across Stonnington will also continue in partnership with the State Government. The most suitable corridors for east-west movement that provide continuous access, accommodate a mix of land uses, and link up with north-south corridors include High Street and Malvern Road. Both these links are part of the State declared road network and are tasked with a higher order movement role through accommodating tram movements along with clearways during times of peak traffic demand, therefore presenting challenges for provision of safe, dedicated cycling infrastructure. Council will continue to work with State Government and community partners to advocate for cycle improvements on these links, along with identify other alternative east-west cycling pathways.

Quote from community:

“Making it safer to cycle in Stonnington. Dedicated bicycle lanes on Commercial Road, High Street and Toorak Road.”



What else will Council do?

Council will continue to support and uphold the aspirations for greater uptake of cycling as other opportunities and projects arise and through usual day-to-day processes, such as review of planning applications. However, the three target areas form Council's focus areas to improve cycling over the next five years.

Council will also continue to improve safety through other mechanisms (i.e. customer requests), continue to understand how the area is changing and identify areas of high demand, address user conflicts and provide greater choice in ways of travel. Council will also deliver (directly and indirectly) other facilities which make cycling easier or more convenient, such as more and better quality bicycle parking.

Council will undertake regular audits and liaise with the community to identify localised issues and areas which require road surfacing improvements to provide for safe cycling passage and seeks to deliver these improvements through road maintenance programs.

Alongside this strategy, Council will also continue to deliver measures outlined in other plans and strategies, such as the Road Safety Strategy, Open Space Strategy, Structure Plans and Chapel ReVision.

Supplementary material that informed the Strategy (including Technical Appendix)



Context

OVERVIEW

Stonnington extends radially from Melbourne CBD along the city's south-east transport corridor. Compared to other inner-urban areas, the distance from its eastern to western ends means there is great variety in the density, structure and in turn, demographic composition of people living and working in the area.

Population density is much greater to the west of the municipality, where there is more proximate access to jobs, education and social opportunities in the CBD and inner urban areas.⁶¹

Specifically, density is generally highest near Chapel Street, where high-rise apartment towers are increasingly being delivered within close walking distance to good quality public transport, local shops and services.⁶²

By comparison, areas at its eastern end, including Glen Iris and Malvern East, are reminiscent of more classic suburban Melbourne, with lower density development and are coupled with higher car dependency.⁶³

The other obvious characteristic with the east-west rectangular shape of Stonnington it has six bordering municipalities, meaning at least the north-south network arrangements are influenced by the arrangements in adjacent municipalities.

⁶¹ City of Stonnington - Social Atlas, .id - the population experts, <https://atlas.id.com.au/stonnington>. Analysis for Population Density, Usual Residence, Persons, 2016, Persons Per Hectare

⁶² City of Stonnington - Social Atlas, .id - the population experts, <https://atlas.id.com.au/stonnington>. Analysis for Population Density, Usual Residence, Persons, 2016, Persons Per Hectare

⁶³ City of Stonnington - Social Atlas, .id - the population experts, <https://atlas.id.com.au/stonnington>. Analysis for Travelled to Work by Car, Enumerated, Persons, 2016, Percent

DEMOGRAPHIC COMPOSITION

GTA prepared a model based on industry best practice which summarises key demographic characteristics to understand people living in different areas of Melbourne and their propensity to cycle.

Urban living:

In Stonnington, areas around Chapel Street comprise many young people with high-income and likely seeking an urban lifestyle, close to jobs, facilities and public transport. Pockets of young urbanites can also be found around activity centres (particularly along the Cranbourne/Pakenham rail corridor) and around Monash University's Caulfield campus.

Young suburban lifestyle:

Young people seeking a more affordable suburban lifestyle are typically clustered around areas where there are more options for more moderately-sized housing, such as units or townhouses in Tooronga and Armadale.

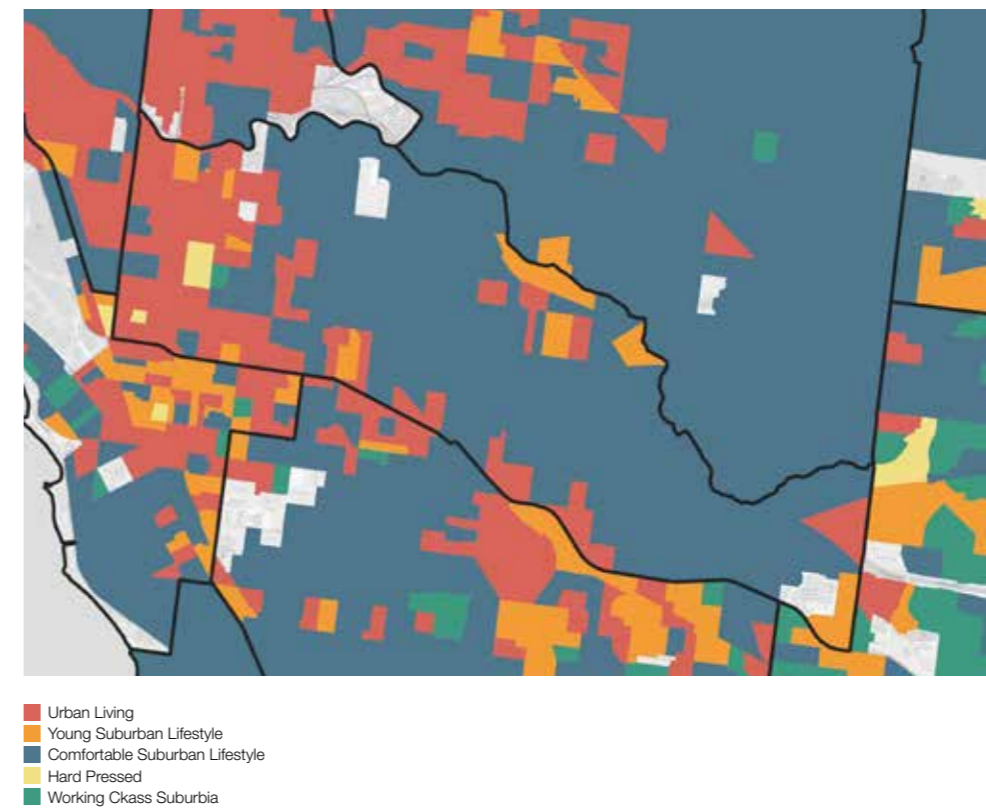
Comfortable suburban:

The majority of Stonnington (particularly in the central and eastern areas) are predominantly high-income middle-aged households.

Hard pressed:

Pockets near Chapel Street where there are high proportions of social housing which typically have below-average income.

Figure 3: Generalised demographic characteristics – GTA segmentation model⁶⁴



Analysis shows people who are characterised as 'Urban Living' (high-income, young age) are more likely to cycle on a given journey than the average person. People living a 'Young Suburban Lifestyle' (middle-income, young age) 'Comfortable Suburban' (high-income, middle- and older-aged) areas are also more likely to cycle than average. People who are 'Hard Pressed' are slightly less likely than average to cycle on a given journey.

⁶⁴ GTA analysis based on data from Australian Bureau of Statistics Census of Population and Housing 2016 and Victorian Integrated Survey of Travel and Activity 2012-16, Department of Transport, <https://transport.vic.gov.au/about/data-and-research/vista>. Basemap tiles © OpenStreetMap contributors. OpenStreetMap® is open data, licensed under the Open Data Commons Open Database License (ODbL) by the OpenStreetMap Foundation (OSMF). Tiles licensed under the Creative Commons Attribution-ShareAlike 2.0 licence (CC BY-SA). Some OpenStreetMap data sourced from PMSA Australia Limited licensed by the Commonwealth of Australia under CC BY 4.0. For more details: <https://www.openstreetmap.org/copyright>

GENERAL TRAITS

Areas in the west of Stonnington (including Prahran, South Yarra and Windsor) have a greater share of households without a car, higher numbers of people who travel to work by bicycle and fewer people who travel to work by car compared to the east.⁶⁵

PURPOSE

According to VISTA data, most respondents ride bikes to commute to work and for recreation – consistent with the findings of the Cycling Strategy survey.⁶⁶ People also cycle short distances to make a purchase or socialise, which reflects use of cycling for local trips.

DISTANCE

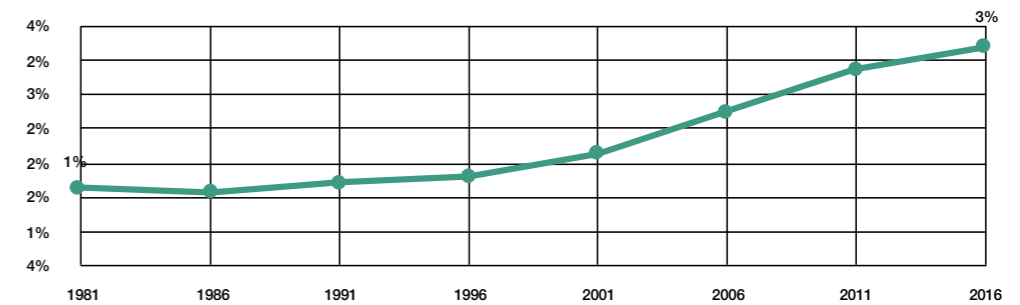
Cycling uptake as a whole remains very low, regardless of distance, indicating it is not a viable travel mode for many.⁶⁷

Most bike trips are relatively short distances (less than 5km).⁶⁸ The exception is work trips, which are most often 5km - 10km, the distance from many parts of Stonnington to the CBD. Beyond this, the proportion of trips undertaken by car increases.⁶⁹

CHANGES OVER TIME

Cycling to work has been increasing marginally, but still represents a small proportion of all commuter trips. The rate of growth is slowing in recent years and cycling now represents 3 per cent of all trips to work from Stonnington.⁷⁰

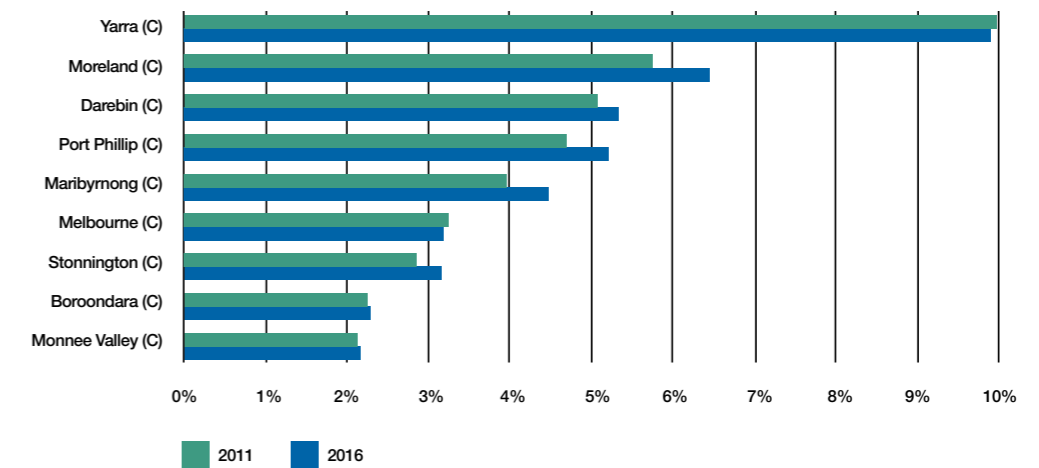
Figure 4: Share of trips to work from Stonnington undertaken by bike over time⁷⁰



COMPARISONS TO OTHER AREAS

Stonnington has relatively low cycling uptake compared to other inner-city municipalities, despite similar geography, proximity to the CBD and demographic composition.⁷¹

Figure 5: Share of trips to work undertaken by bike across inner-city municipalities⁷¹



65 City of Stonnington - Social Atlas, .id - the population experts, <https://atlas.id.com.au/stonnington>. Analysis for 1) Travelled to Work by Car, Enumerated, Persons, 2016, Percent, 2) Households without a car, Enumerated, 2016, Percent, 3) Cycled to work, Usual Residence, Persons, 2016, Percent

66 GTA analysis of Victorian Integrated Survey of Travel and Activity (VISTA) 2012-16 where mode is bicycle and origin LGA is Stonnington.

67 GTA analysis of Victorian Integrated Survey of Travel and Activity (VISTA) 2012-16 where origin LGA is Stonnington.

68 GTA analysis of Victorian Integrated Survey of Travel and Activity (VISTA) 2012-16 where origin LGA is Stonnington.

69 GTA analysis of Victorian Integrated Survey of Travel and Activity (VISTA) 2012-16 where origin LGA is Stonnington and GTA analysis of Australian Bureau of Statistics Census of Population and Housing - Distance to Work, 2016

70 Adapted from Bike Account, Bicycle Network, http://bikeaccount.com.au/#/?p=lga&l=26350&ids=LGA_ModeShare_All&is=true using Australian Bureau of Statistics Census of Population and Housing - Method of Travel to Work 2016

71 Adapted from Bike Account, Bicycle Network, http://bikeaccount.com.au/#/?p=lga&l=26350&ids=LGA_ModeShare_All&is=true using Australian Bureau of Statistics Census of Population and Housing - Method of Travel to Work 2016

Supplementary Material

THE ROAD NETWORK IS REACHING OR EXCEEDING CAPACITY IN MANY KEY LOCATIONS

The road network in Stonnington is at capacity in many locations - including Toorak Road, High Street and Williams Road. Other areas, including Chapel Street, are also nearing capacity in some locations.⁷²

When the number of vehicles approaches or reaches the capacity of the road, the likelihood of delays increases 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 has amongst the worst road travel reliability in Melbourne.⁷³ Delays can also impact on-road public transport performance.

Figure 6: Areas where volume of traffic nears or exceeds capacity of the roads



Volume / Capacity
 0.00-0.20
 0.21-0.40
 0.41-0.60
 0.61-0.80
 0.81-1.00
 At Capacity
 ★ Top two LGAs for reliability issues on road network

72 Five Year Focus: Immediate actions to tackle congestion, Infrastructure Victoria, April 2018, <https://www.infrastructurevictoria.com.au/wp-content/uploads/2019/04/Five-year-focus-Immediate-actions-to-tackle-congestion-April-2018.pdf>, pp. 49
 73 Five Year Focus: Immediate actions to tackle congestion, Infrastructure Victoria, April 2018, <https://www.infrastructurevictoria.com.au/wp-content/uploads/2019/04/Five-year-focus-Immediate-actions-to-tackle-congestion-April-2018.pdf>, pp. 68

ALIGNMENT WITH COUNCIL DIRECTION



Stonnington Municipal Health and Wellbeing Plan 2017 – 2021⁷⁴

Council has committed to invest in cycling facilities and programs to encourage participation and improve health and wellbeing outcomes. Initiatives include development of safe, accessible, legible, functional and appropriate cycling options and initiatives and establish a culture of sharing space.



Draft – Towards Zero Stonnington Road Safety Strategy 2018 – 2022⁷⁵

The Strategy seeks to “ensure that the greatest emphasis is placed on protecting those who are most vulnerable when using Stonnington’s roads. Key strategic directions to identify and support cycle links between principal bicycle routes and support low-risk cycling environments.



Victorian Cycling Strategy, Cycling into the Future 2018 – 2028⁷⁶

The Strategy seeks to increase the number, frequency and diversity of Victorians for transport by investing in safer, lower-stress, better-connected network, prioritising strategic cycling corridors and making cycling more inclusive.



Stonnington Council Plan 2017 – 2021⁷⁷

The Council Plan commits to prioritising quality local streetscapes to create more pedestrian, bicycle and public transport-friendly environments which promotes sustainable transport.



Stonnington Activity Centres Strategy June 2016⁷⁸

The Strategy states that neighbourhood centres are to be accessible by walking, cycling and public transport. The Strategy includes actions which improve cycling access and comfort, including potential for new cycle lanes and bicycle parking in activity centres.



Stonnington Sustainable Environment Strategy 2019 – 2023⁷⁹

The Strategy states that Council working towards improving transport, access and movement within the city by promoting and supporting safe, accessible and convenient local destinations, public transport options, and walking and cycling.



Stonnington Sustainable Transport Policy⁸⁰

Council has committed to prioritising walking, cycling and public transport in preference to vehicles, including in terms of allocating Council time, space and resources. Council has also committed to moderating the impact of cars, improving safety and champion sustainable modes of travel.

74 Stonnington Municipal Health and Wellbeing Plan 2017-2021, City of Stonnington, <https://www.stonnington.vic.gov.au/Vision/Council-Plan-Strategic-Resource-Plan/Stonnington-Public-Health-and-Wellbeing-Plan-2017-2021>

75 Draft - 'Towards Zero' Road Safety Strategy (2018-2022), City of Stonnington, July 2018, <https://drive.google.com/file/d/1LBzci4dUIEp5b-KvUlpUMI00YUC7O90Z/view>

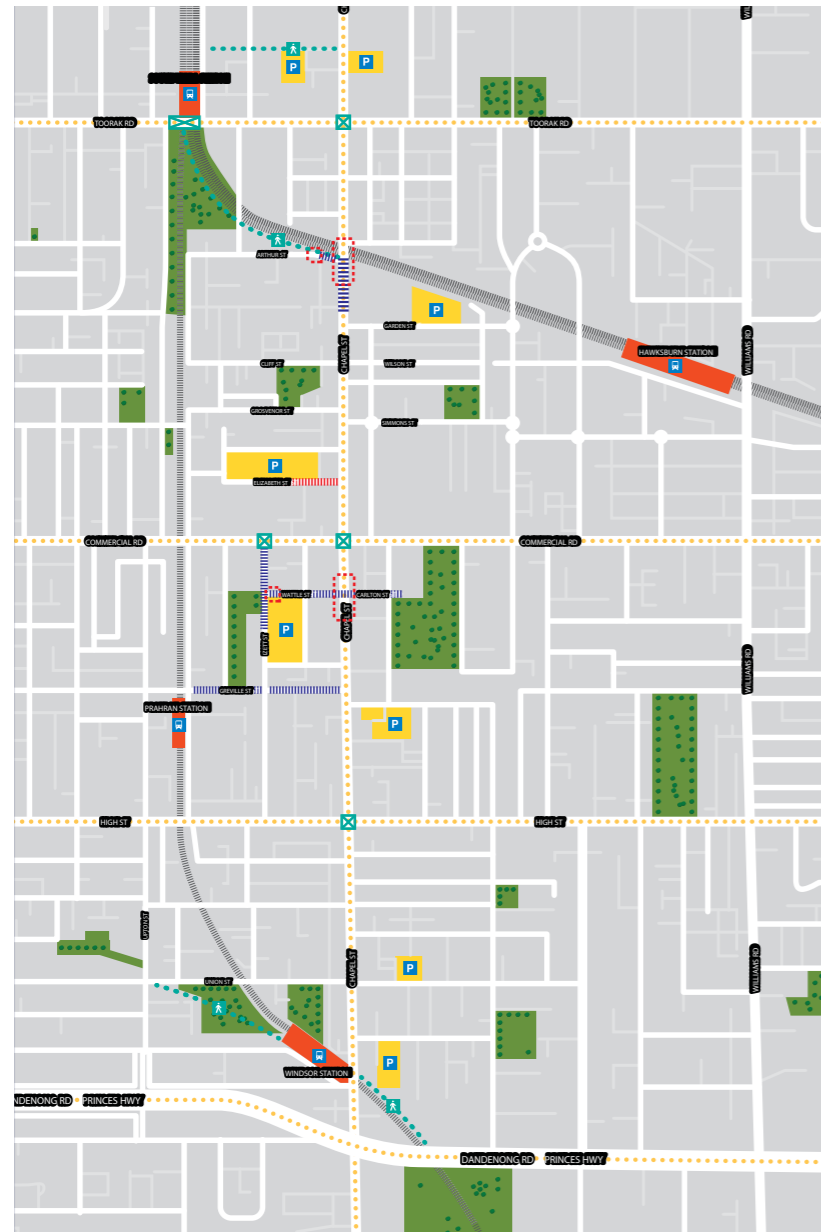
76 Victorian Cycling Strategy 2018-28, State Government of Victoria, December 2017, <https://transport.vic.gov.au/-/media/tfv-documents/walking-and-cycling/victorian-cycling-strategy-2018-28.pdf>

77 Council Plan 2017-2021 (Year 1), City of Stonnington, <https://www.stonnington.vic.gov.au/files/assets/public/vision/council-plan/council-plan-2017-2021-year-1.pdf>

78 Stonnington Activity Centres Strategy, Echelon Planning for City of Stonnington, June 2016

79 Sustainable Environment Strategy 2018-2023, City of Stonnington, <https://www.stonnington.vic.gov.au/files/assets/public/ad/council-policies/sustainable-environment-strategy-2018-2023.pdf>

80 Sustainable Transport Policy, City of Stonnington, September 2008, <https://www.stonnington.vic.gov.au/files/assets/public/ad/council-policies/sustainable-transport-policy.pdf>



- Short term projects (1-2 years)
- Medium term projects (2-5 years)
- Long term projects (5 years +)
- Pedestrian path upgrade
- Proposed Barnes dance crossing
- Future through road restrictions
- Shared space (medium term)
- Shared space (long term)
- Future through traffic restrictions

CHAPEL REVISION⁸¹

Amendment C172 was gazetted in August 2017, which formalises the Chapel ReVision Structure Plan 2013-2031 and associated background documents (including Transport Strategy) into the Stonnington Planning Scheme. This means the Chapel ReVision documents become a formal reference for planning in the Chapel Street Activity Centre.

The Chapel ReVision Transport Strategy⁸² notes:

- » Existing cycling lanes are inadequate in their current form for the number of cyclists using the route, and the conflicts with other modes along Chapel Street
- » Large volumes of traffic, on-street parking (and risk of dooring), busy intersections and high levels of pedestrian activity combine to create a hazardous environment for cyclists
- » The Capital City Trail is a very popular cycling route but is difficult to access from Chapel Street without navigating the issues outlined above.
- » The Strategy proposes the following relevant projects:
 - » Consider converting kerbside parking bays into a bicycle parking islands in busy shopping precincts with limited footpath space.
 - » Creating shared spaces in key pedestrian areas within the precinct, including on Chapel Street in front of the Jam Factory.
 - » North-south alternate commuter bicycle route using local streets and along rail corridor.
 - » Restricting through traffic in some locations.
- » The implementation plan for the Chapel ReVision proposes the following relevant actions:
 - » Removal of car parking spaces at 7 key locations to provide bicycle facilities
 - » Footpath widening to allow on-street activity in high demand areas, with replacement of car parking with kerb outstands
 - » Identification and promotion of alternate commuter routes to Chapel Street (short-term)
 - » Bicycle priority measures at intersections – signal priority, line and road marking, cycle boxes
 - » Limiting through traffic and creating shared spaces in parts of Chapel Street
- » The Transport Strategy for the Chapel ReVision indicates there is 'surplus capacity' within dedicated off-street car parking facilities and that while there are localised areas of high demand for on-street parking, car parking is not at capacity in the wider commercial precinct.⁸³

⁸¹ Chapel ReVision Structure Plan, City of Stonnington, 29 January 2020, <https://www.stonnington.vic.gov.au/Vision/Strategic-Planning/Strategies-and-Structure-Plans/Chapel-reVision-Structure-Plan>

⁸² Chapel ReVision Transport Strategy, GTA Consultants for City of Stonnington, September 2015, <https://www.stonnington.vic.gov.au/files/assets/public/adl/c172-reference-documents/04.-chapel-revision-transport-strategy.pdf>

LESSONS FROM PREVIOUS STONNINGTON CYCLING STRATEGY⁸³

Since the previous Stonnington Cycling Strategy, several improvements have been made to improve the safety and comfort of cycling across the municipality, mainly from a planning perspective. Some recent progress includes:

- » Progressed planning for a potential north-south cycling alternative to Chapel Street.
- » Resourcing has been increased for walking and cycling planning through introduction of a 'sustainable transport planner' role.
- » New bicycle parking racks continue to be delivered across the municipality.
- » Cycling facilities continue to be reviewed as part of asset maintenance.
- » Standard design guidelines have been prepared for new cycling infrastructure.
- » Council continues to advocate for new cycling facilities to be delivered with new infrastructure.
- » A five-year capital works program which includes cycling infrastructure.
- » However, delivery of physical infrastructure has proved challenging and implementation of the previous strategy raised many opportunities to enhance the effectiveness and deliverability of this new strategy. Some of the key lessons include that:
 - » The actions should be feasible, predominantly within Council's control and have high-impact.
 - » Advocacy actions should be limited, targeted and articulate a clear, compelling case for change, ideally leveraging a state government program or project.
 - » The actions should be supported by a clear, staged pathway of works that can be directly implemented by Council.
 - » The actions should be underpinned by a clear strategy and work together to deliver focussed outcomes, rather than broad improvements.
 - » Where possible, the actions should leverage existing programs (particularly behaviour change/promotion programs/grants) or technologies (i.e. apps) in favour of developing from scratch.
 - » The actions should also recognise where initiatives are better delivered by other levels of government or the private sector, with Council support where the outcomes align with the objectives for the area.
- » In summary, this strategy outlines measures which are predominantly within Council's control and are feasible and realistic, considering cost, space and environmental constraints. The actions are also cognisant of the five-year lifespan of the strategy and what can realistically be achieved in this period.

⁸³ Discussions with Council in preparation of draft Stonnington Cycling Strategy

DEVELOPMENT OF ACTIONS

The implementation plan was informed by:

- » Collating a range of material from a variety of sources, including analysis of demographic data and various local characteristics.
- » Establishing a policy context and reviewing ongoing and future projects to understand the strategic direction, challenges and potential opportunities to leverage.
- » Undertaking site-specific investigations of existing cycling conditions to observe local nuances and challenges.
- » Holding a workshop to identify potential initiatives which reflect best practice.
- » Based on discussions at the workshop, reviewing these short-listed initiatives for their impact and feasibility.
- » Identifying a targeted package of works which will create change in a specific problem area – 'putting the strategy in cycling strategy'.

The actions were established to support the intentions of the Chapel ReVision and with a focus on providing a safer and more comfortable cycling environment to encourage more cycling in Stonnington.

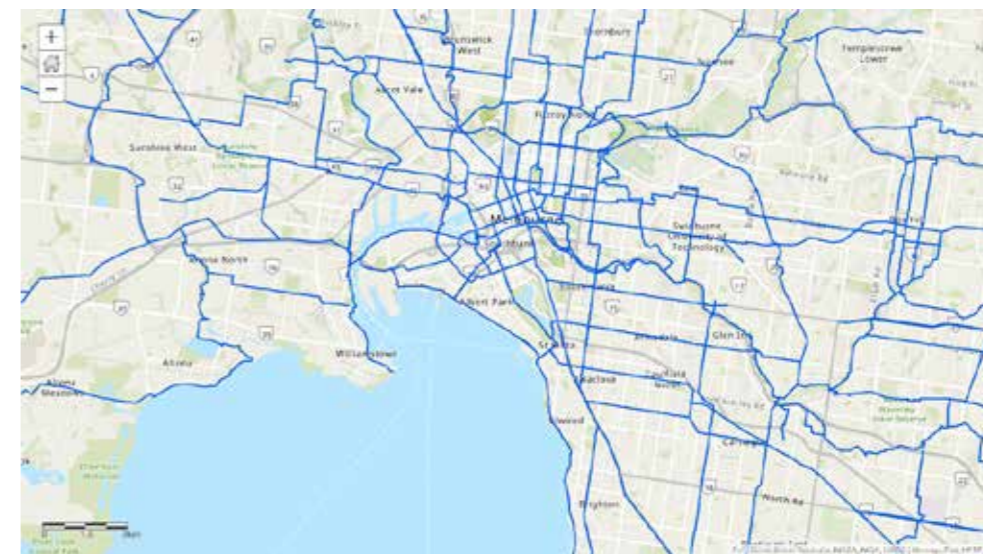
Initiative 1 Safer cycling on Chapel Street



CHAPEL STREET IS A KEY NORTH-SOUTH STRATEGIC LINK

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).

Figure 7: VicRoads Strategic Cycling Corridor Network (emphasis added)⁸⁴



⁸⁴ Strategic Cycling Corridor, Department of Transport Open Data, 7 July 2016, https://vicroadsopendata-vicroadsmaps.opendata.arcgis.com/datasets/c126b57531da48ae8991bda91f1b1d83_0?geometry=144.775%2C-37.903%2C145.239%2C-37.808. Map base Esri, Geoscience Australia, NASA, NGA, USGS | City of Melbourne, Vicmap, Esri, HERE, Garmin, METI/NASA, USGS, powered by Esri.

Initiative 1

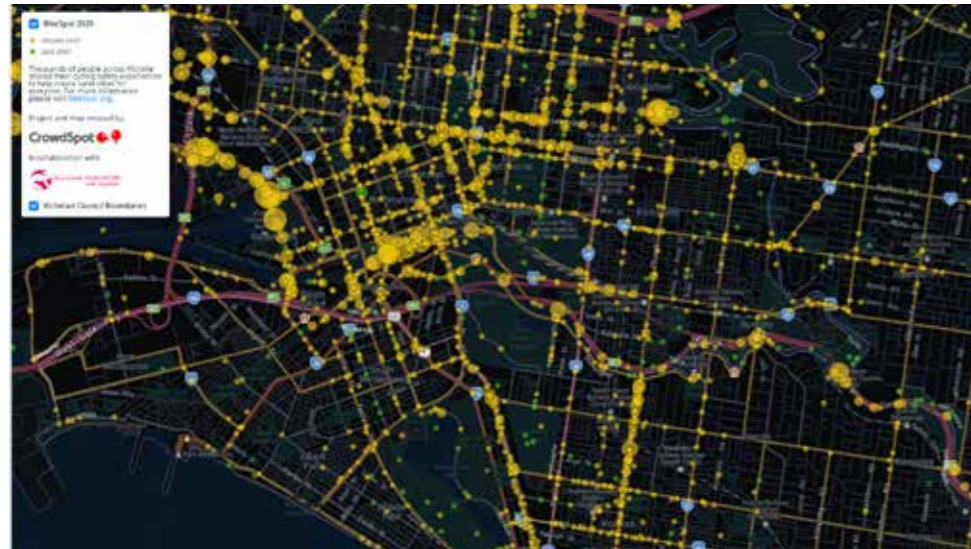
Safer cycling on Chapel Street

HOWEVER, THE CORRIDOR IS PERCEIVED AS AN UNSAFE ENVIRONMENT FOR CYCLING

The BikeSpot study was undertaken in 2016 by CrowdSpot, in collaboration with The Squeaky Wheel and the TAC.⁸⁵ The study identifies 'safe' and 'unsafe' spots for cycling across Melbourne, based on more than 8,000 community contributions.⁸⁶

Community responses to the BikeSpot study provide a general indication of problem areas in the municipality, as well as the types of environments in which people enjoy (or feel uncomfortable) cycling.

Figure 8: 'Issue' spots and 'like' spots for cycling in Stonnington - BikeSpot87



Based on responses, key reasons people feel unsafe cycling include:

- » Risk of dooring, particularly along Chapel Street
- » Absence of bicycle facilities in some locations, including 'disappearing' lanes or car parking overlapping bike lanes outside of clearway times
- » Poor lane delineation on approach to intersections, with people cycling required to merge with traffic
- » Missing or circuitous crossings across major roads
- » Car parking manoeuvres creating dangerous conditions for people cycling.
- » Conflicts with motorists, including drivers failing to check for people cycling or passing too close for comfort
- » Pedestrians stepping into bicycle lanes, particularly in Chapel Street where they emerge between parked cars
- » Poor maintenance, uneven surfaces or assets creating hazards

⁸⁵ BikeSpot (2016), Crowdspot and The Squeaky Wheel and TAC, <http://bikespot.org.au/>. Map available at: https://crowdspot.carto.com/viz/2414a9a0-2d0e-11e6-b90f-0e787de82d45/public_map

⁸⁶ Aisenberg, A., BikeSpot: Perceptions of Risk vs Real Risk, Crowdspot / Medium, 8 July 2016, <https://medium.com/crowdspot-blog/bikespot-perceptions-of-risk-vs-real-risk-549fde708c6f#eb0fo4n0x>

⁸⁷ BikeSpot (2016), Crowdspot and The Squeaky Wheel and TAC, <http://bikespot.org.au/>. Map available at: https://crowdspot.carto.com/viz/2414a9a0-2d0e-11e6-b90f-0e787de82d45/public_map. Map base copyright Mapbox, OpenStreetMap, CARTO.

Chapel Street was overrepresented in the number of issue spots raised compared to other areas of Stonnington. This may reflect higher levels of use and/or particular issues with the area.

Key issues included:

- » Risk of dooring on both sides, including parked cars and passengers exiting vehicles in slow moving traffic.
- » High-turnover car parking presenting a risk, with entering/exiting and reversing manoeuvres occurring frequently along the length of Chapel Street.
- » Poor visibility of people cycling when turning due to stationary traffic.
- » Pedestrians emerging into bicycle lanes from between parked cars.
- » Poor lane delineation on approach to intersections, with cyclists required to merge with traffic.
- » Tram tracks presenting a hazard for bicycle wheels.
- » Taxis and cars parked over bike lanes, and vehicles propping in bicycle lanes to pick-up/drop-off passengers.

Other problem spots identified in the area include:

- » Absence of crossing at Dandenong Road at the Urban Forest.
- » Poor connection from Urban Forest to Scotchmans Creek Trail, conflicting with station car park traffic.
- » Room for improvement on crossings to/from Main Yarra Trail near Como Park/Williams Road.
- » Safety of Gardiners Creek Path at High Street underpass, with a challenging gradient and poor protection from the river interface.

CRASH STATISTICS CONFIRM THAT CHAPEL STREET IS OVER REPRESENTED IN SAFETY ISSUES

Review of VicRoads crash data⁸⁸ shows there have been more than 1300 crashes in the municipality in the past five full years (2014-18). Of these, more than one in five (about 300 crashes) involved a bicycle.

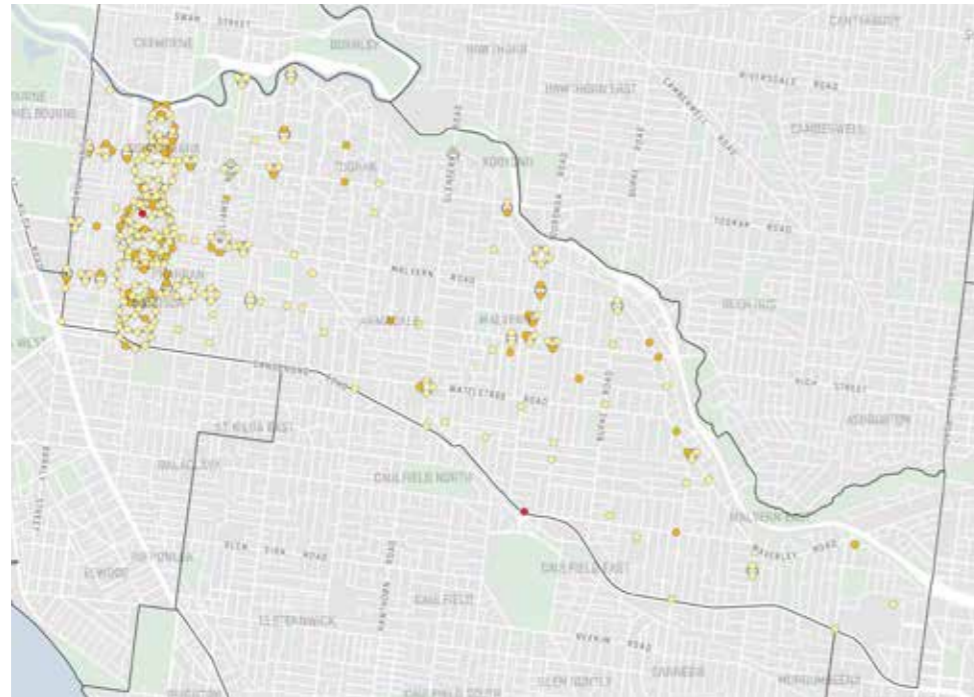
The most common type of crash involving a bicycle across the municipality was dooring, with 59 incidents in the past five years.

⁸⁸ GTA analysis of VicRoads Crash Statistics Data Extract for 2014-2018, VicRoads, made available under CC BY 4.0 (<https://creativecommons.org/licenses/by/4.0/>) at <https://discover.data.vic.gov.au/dataset/crash-stats-data-extract>

Initiative 1

Safer cycling on Chapel Street

Figure 9: Summary of crashes, based on VicRoads data⁸⁹



Other common crash causes included:⁸⁹

- » Collision on a 'right-through' movement, where the bike/car was travelling straight through and was hit by a vehicle/bike turning right.
- » Vehicle or cyclist losing control on the carriageway.
- » Cyclist side-swiped by vehicles making a left turn.
- » Cross-traffic accidents, where a car/bicycle is hit by a vehicle/bicycle travelling in a perpendicular direction.

⁸⁹ Map layer sources: Department of Environment, Land, Water and Planning, Public Transport Victoria, VicRoads under CC BY 4.0 (<https://creativecommons.org/licenses/by/4.0/>)

WHEN YOU VISIT THE AREA THE SAFETY CHALLENGES ALONG THE CORRIDOR ARE CLEAR

The images below were captured on a single cycling journey along Chapel Street and demonstrate potential areas which cause discomfort and unsafe conditions for people riding bikes in the area.⁹⁰

DRIVERS OR PASSENGERS OPENING CAR DOORS ONTO PEOPLE RIDING BICYCLES

People opening car doors onto bicycle lanes creates a hazardous scenario where people riding bicycles are either forced to brake heavily, swerve into the adjacent traffic lane or, if the door is opened particularly close to the cyclist, collide with the door.

All of these scenarios pose risks to the safety of the person riding their bike and opening a door onto a person riding a bike can, and has, been fatal in Melbourne. Even when a door is not opened, squeezing a person on a bike close to parked vehicles can be uncomfortable, especially without adequate protection or space, as every vehicle poses a risk of a door being opened into their path.

Figure Set 10: Drivers or passengers opening car doors onto people riding bicycles (edited to remove personally-identifying features)



⁹⁰ Images captured on one return cycling journey along Chapel Street between Alexandra Avenue and Dandenong Road on Sunday 14 April 2019, early afternoon.

Initiative 1

Safer cycling on Chapel Street

DRIVERS PARKING VEHICLES IN A WAY THAT ENCROACHES ON BICYCLE LANE (FULLY OR PARTIALLY)

Vehicles stopped or parked across bicycle lanes, even partially, pose not only a risk of dooring, but also force people riding bicycles into the adjacent traffic lane where vehicles and tram tracks pose a safety hazard.

Figure Set 11: Drivers parking in a way that encroaches on a bicycle lane



PEDESTRIANS WALKING, WAITING OR EMERGING INTO BICYCLE LANES

Given the volume of pedestrians in the area, and provision of on-street car parking, pedestrians occasionally choose to use the bicycle lane to walk along parts of Chapel Street, particularly when emerging or entering their vehicle or seeking an opportunity to cross the road. Pedestrians emerging from between vehicles pose a risk to the safety of both the pedestrian and the person riding their bike and can cause a bike rider to brake heavily or swerve into the traffic lane where tram tracks and vehicles pose a safety hazard. Pedestrians emerge from both sides of the road, including between parked cars and stationary traffic on Chapel Street.

Figure Set 12: Pedestrians walking, waiting or emerging into bicycle lanes



Initiative 1

Safer cycling on Chapel Street

DISAPPEARING BICYCLE LANES

Currently, bicycle facilities are applied inconsistently along Chapel Street. In some areas, bicycle lanes are provided during peak periods. In other areas, facilities disappear at intersections, or there are no facilities at all, and people riding their bikes are squeezed in the remaining space between traffic/tram lanes and on-street car parking. When facilities disappear (as shown in examples below), people riding bikes can be particularly vulnerable, as drivers may not expect a person on a bike merge, or may not be looking out for bike riders as they move across their path of travel to access turn lanes.

Figure Set 13: Disappearing bicycle lanes



DRIVERS PROPPING ACROSS CYCLING LANES, OR PULLING OUT INTO CYCLING LANES

Intersections can be particularly treacherous for cyclists, as vehicles emerge and move in many directions to make turning movements. This includes vehicles emerging from a side road and propping across the bicycle lane for greater visibility or to demonstrate intent to join, or push into, a traffic queue. This may also include turning vehicles moving (or propping) across the person cycling's path of travel to turn into a side street. Both moving vehicles and propped vehicles pose a risk to people riding bikes or can force them to come to a stop.

Figure Set 14: Drivers propping across cycling lanes, or pulling out into cycling lanes



Initiative 1

Safer cycling on Chapel Street

OTHER GENERAL HAZARDS

1. Parking manoeuvres, including cars reversing in or pulling out of spaces.
2. Stationary vehicles can limit visibility of cyclists from vehicles turning into side streets from the oncoming traffic lane.
3. People riding bikes are generally squeezed into the leftover space between traffic/tram lanes and on-street parking, which creates a narrow corridor with little room for error.
4. Poor or uneven road surfaces can create uncomfortable or unsafe riding conditions, particularly where there is little room to circumnavigate.

Figure Set 15: Other general hazards to bike riders



Previous projects to improve public space, provide bike parking and improve pedestrian conditions have also been successfully implemented in the Chapel Street area.

GREVILLE, KING AND PORTER STREETS IMPROVEMENT PROGRAM

In June 2016, Council implemented a three-month trial to refresh the pedestrian environment in Greville, Porter and King streets in Prahran by creating a shared environment and/or full street closure, changing traffic flow and replacing some on-street car parking with widened footpaths, outdoor dining and trees. In September 2016, the trial was extended for a further three months (with amendments). During this extension, the majority of community feedback was in favour of the changes, with 69 per cent of respondents in favour of reduced car parking for more greenery in Porter street, 59 per cent of respondents in support of reducing car parking to provide wider footpaths, outdoor seating and dining areas in Greville Street and 54 per cent were in support of reducing car parking to provide more greenery in Greville Street. In 2017, Council made the changes permanent.⁹¹

“I love this idea, already enjoy sitting in the extended footpath areas at the cafes and restaurants, it creates a real buzz and vibrancy in the area”
– Round Four Community Survey

JAM FACTORY PARKLET

Three on-street car parking spaces have been repurposed on Chapel Street outside the Jam Factory to provide room for additional bicycle parking, greenery and a new outdoor dining area whilst maintaining the width of the footpath in this key pedestrian area. The treatment has also provided wider space for people riding bikes in the Chapel Street bicycle lane and removed the risk of dooring in this location. Plans for the Jam Factory redevelopment will remove all on-street car parking on this frontage to create an enhanced pedestrian environment and in turn, safer conditions for cyclists by further reducing the risk of dooring incident.⁹²

⁹¹ Round Four Community Engagement: Greville, King and Porter Streets Improvement Plan, City of Stonnington, November 2016, <https://drive.google.com/file/d/0B9SCl1mVMJNcRm9VTXNYbUlhTms/view>

⁹² Jam Factory Redevelopment - 500 Chapel Street, South Yarra - Transport Impact Assessment, GTA Consultants for Newmark Capital, 21 November 2017, accessed via Stonnington ePlanning, <https://eplanning.stonnington.vic.gov.au/EPlanning/Public/ViewActivity.aspx?refid=1027/17&rid=4084256&rst=1300>

Initiative 1

Safer cycling on Chapel Street

Figure 16: Jam Factory Buildout



DUKE STREET TRAM STOP IMPROVEMENTS

Council has also removed car parking either side of Chapel Street near Duke Street to provide improved seating near the tram stop, improve pedestrian access and provide landscaping. Like other examples, removal of car parking reduces risk of dooring.

Figure Set 17: Recent improvements near Duke Street⁹³



⁹³ Google Street View for August 2014 (https://www.google.com/maps/@-37.8542303,144.9929394,3a,75y,327.59h,89.21t/data=!3m7!1e1!3m5!1sKBTiVi2FTJQaZM_br1BhwAl2e0!5s20140801T000000!7i13312!8i6656) and December 2016 (<https://www.google.com/maps/@-37.8542151,144.9929417,3a,75y,327.59h,89.21t/data=!3m7!1e1!3m5!1s8ALNH0yNhUm1N7AtV4eDg!2e0!5s20161201T000000!7i13312!8i6656>), Google

ONGOING DEVELOPMENT IN THE AREA BRINGS OPPORTUNITY FOR CHANGE, INCLUDING TO THE WAY PEOPLE TRAVEL

Chapel Street is undergoing significant change, providing opportunities which can be leveraged to make changes which improve conditions for pedestrians and bike riders, including:

- » Redevelopment of Prahran Square, which provides significant new open space, attracts people to spend time in the area and includes a basement car park which delivers 20 per cent more car parking space off-street than the previous surface car park, providing potential to relocate on-street spaces.⁹⁴
- » Redevelopment of Jam Factory, which is expected to bring 5,000 jobs and more shoppers to the area and create changes to the streetscape which create improved conditions for pedestrians and bike riders.⁹⁵
- » Broader mid- and high-rise developments along Chapel Street, including new residential towers, commercial space and a hotel, which will attract more workers, visitors and residents to the area.
- » South Yarra Station Upgrade and Master Plan,⁹⁶ including a new tram stop, providing improved access for people arriving to the north of Chapel Street by rail.
- » St Kilda Road separated bicycle corridor, to be delivered in 2025⁹⁷

As these projects are delivered, and through ongoing Melbourne Metro construction, there is a unique opportunity to change the ways that people access the area by engraining sustainable travel habits through a period of change.

ENCOURAGING LOCAL ACCESS CAN BE GOOD FOR BUSINESS AND THE ECONOMY

Past studies in Melbourne have found:

- » 86 per cent of expenditure in St Kilda's Acland Street was by local residents.
- » 74 per cent of expenditure in Richmond's Swan Street, 59 per cent in Victoria Street and 57 per cent on Bridge Road was by local residents.
- » 66 per cent of expenditure in Fitzroy's Brunswick Street and 61 per cent of expenditure on Smith Street was by local residents.⁹⁸

These areas share similarities with Chapel Street as inner-city shopping strips with high demand for on-street car parking and in most cases, access by tram. Most people who visited these shopping strips arrived on foot and as a result, nine car parking spaces were removed in Acland Street to create wider footpaths and an improved pedestrian environment.⁹⁹ Although only a small number of people accessed these centres by bicycle, removing car spaces creates safer environments for cyclists and can provide more room for bicycle parking and improve access.

⁹⁴ Prahran Square, City of Stonnington, <https://www.connectstonnington.vic.gov.au/Prahransquare>

⁹⁵ Schlesinger, L., 'Chapel Street retailers battle unreasonable landlords as vacancies surge', Financial Review, 16 May 2018, <https://www.afr.com/real-estate/commercial/leasing/chapel-street-retailers-battle-unreasonable-landlords-as-vacancies-surge-20180515-h1033h>

⁹⁶ South Yarra Station upgrade, Public Transport Victoria, <https://www.ptv.vic.gov.au/footer/about-ptv/improvements-and-projects/train-stations/south-yarra-station-upgrade/>

⁹⁷ New Bike Lanes To Make St Kilda Road Safer For Everyone, Minister for Roads, 18 October 2018, <https://www.premier.vic.gov.au/new-bike-lanes-to-make-st-kilda-road-safer-for-everyone/>

⁹⁸ Lee, A., 'What is the economic contribution of cyclists compared to car drivers in inner suburban Melbourne shopping strips?', 2008, http://colabradio.mit.edu/wp-content/uploads/2010/12/Final_Thesis_Alison_Lee.pdf

⁹⁹ Lee, A., 'What is the economic contribution of cyclists compared to car drivers in inner suburban Melbourne shopping strips?', 2008, http://colabradio.mit.edu/wp-content/uploads/2010/12/Final_Thesis_Alison_Lee.pdf, pp. 17

Initiative 2

Building on the success of paths for everyone



LOW-STRESS ENVIRONMENTS (LIKE OFF-ROAD SHARED PATHS) MAKE THE RIDE COMFORTABLE FOR A GREATER RANGE OF USERS

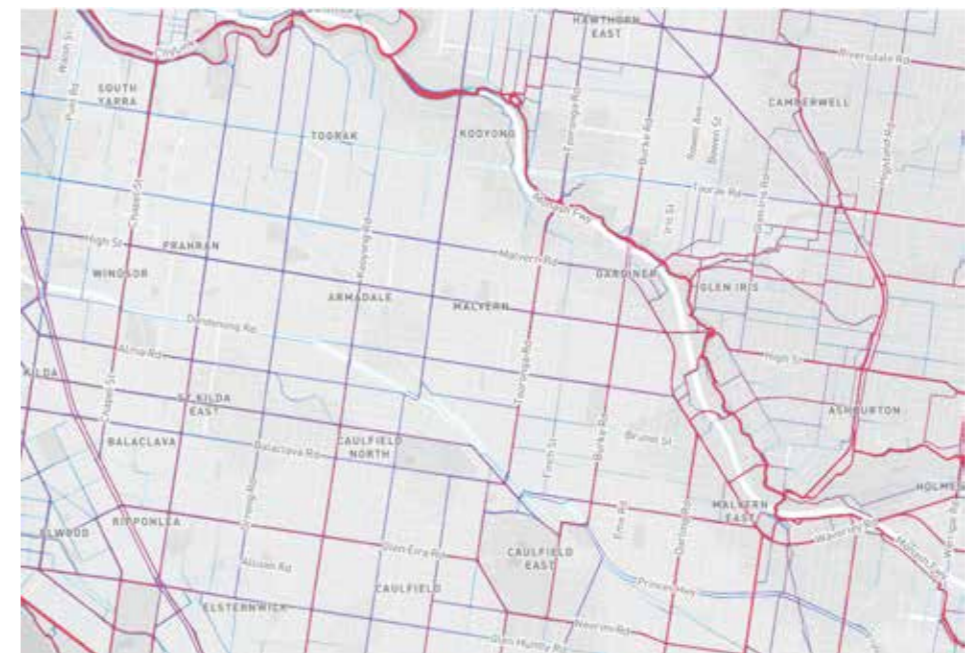
BikeSpot data identifies areas favoured by the community:¹⁰⁰

- » Off-road trails (Main Yarra Trail, Gardiners Creek Trail, Scotchmans Creek Trail) where there is no conflict with vehicles, noting there remains conflict with pedestrians and runners.
- » Alexandra Avenue, where there are spacious traffic lanes so that cars can move around people cycling with a comfortable passing distance. There are also off-road alternatives (Main Yarra Trail) for less confident people cycling.
- » Locations where a good-quality bicycle lane is provided, such as Tooronga Road (south end).

As a result, off-road paths were amongst the most used routes in Stonnington.

Data from Strava provides a general indication of cycling uptake across the municipality and its surrounds.¹⁰¹

Figure 18: Cycling Usage – Strava Global Heatmap¹⁰²



Network usage is generally higher along:

- » Comfortable off-road trails, such as Scotchmans Creek, Gardiners Creek, Main Yarra Trails
- » Key north-south cycling corridors, such as Chapel Street, Burke Road, Darling Road and Tooronga Road
- » Popular shopping areas, such as Chapel Street and High Street
- » Other areas where there are bicycle facilities, such as Malvern Road

Network usage is generally lower along:

- » High-traffic, high-speed arterial roads, such as Punt Road and Dandenong Road
- » Roads which are not safe for cyclists (parked cars, co-mingling with traffic and trams, higher traffic volumes, no cycling facilities), such as Toorak Road and Malvern Road

¹⁰⁰ BikeSpot (2016), Crowdspot and The Squeaky Wheel and TAC, <http://bikespot.org.au/>. Map available at: https://crowdspot.carto.com/viz/2414a9a0-2d0e-11e6-b90f-0e787de82d45/public_map

¹⁰¹ Global Heatmap, Strava, 2018, <https://www.strava.com/heatmap>. Data copyright Strava. Map base copyright Mapbox, OpenStreetMap. Data for last two years, users with the Strava app. Showing bicycle usage only.

Initiative 3

Support State investment in strategic infrastructure

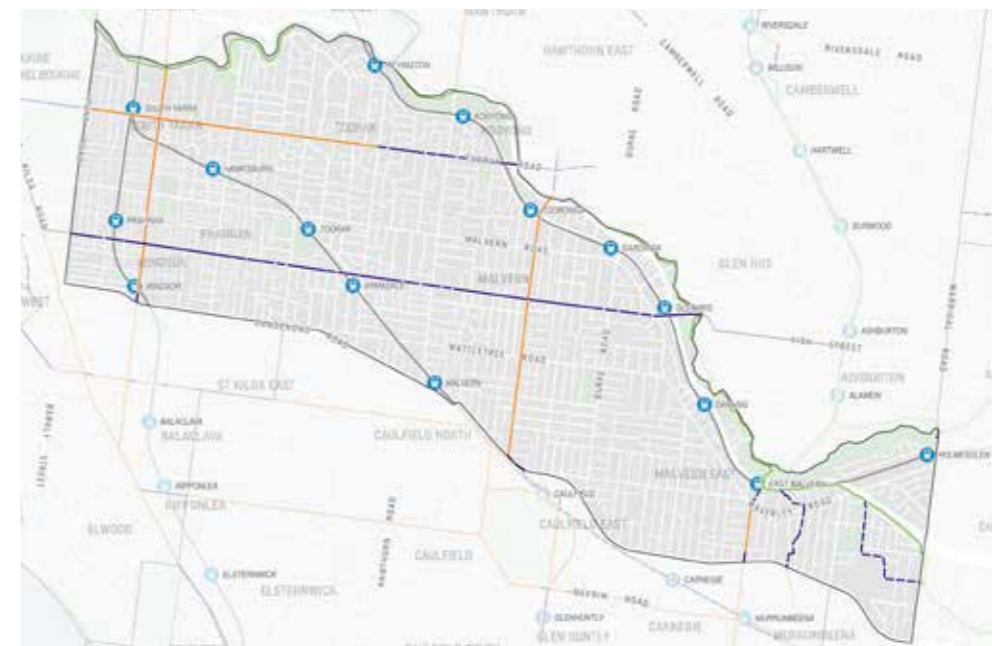


The State Government has identified a range of strategic cycling corridors which aim to provide a safer, lower-stress and more direct cycling journey to key destinations in Melbourne and Victoria – the “arterials of the bicycle network”. These corridors link to activity centres, the central city, key employment areas and other key locations. The State Government will “prioritise investment in the strategic cycling corridors with the current and potential highest levels of demand”¹⁰² and has committed to working with local councils and industry to update guidelines for strategic cycling corridors to understand what a high-quality network of cycling infrastructure looks like. The State Government has also committed to working with councils to connect strategic cycling corridors on local streets, arterial roads, along rail corridors and in green spaces, particularly to schools, train stations and activity centres. The corridors will be designed to “maximise the separation of cyclists and motor vehicles”.

The current strategic cycling corridors are outlined below. However, the Department of Transport has noted part of implementation will involve reviewing the priorities of various transport modes on strategic cycling corridors, which may result in relocation.

PROPOSED STRATEGIC CYCLING CORRIDORS SHOWN IN PURPLE:

Figure 19: Strategic Cycling Corridors – based on Department of Transport



¹⁰² Victorian Cycling Strategy 2018-28, State Government of Victoria, December 2017, <https://transport.vic.gov.au/-/media/tfv-documents/walking-and-cycling/victorian-cycling-strategy-2018-28.pdf>





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