

Draft as of May 2025

Redlands Coast Active Transport Strategy



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Acknowledgement of Country

Redland City Council is committed to working with Traditional Owners, supporting their role as custodians of their traditional lands and helping ensure the future prosperity and cultural enrichment across the community. Council recognises that the Quandamooka People are the Traditional Owners of much of Redlands Coast. Council also extends its acknowledgement of Traditional Owners to the Danggan Balun (Five Rivers) People who are currently in the process of Native Title determination for an area that crosses into southern Redlands Coast.

Mayor's foreword

As Redlands Coast evolves, so too must our local transport network. At the heart of the *Draft Redlands Coast Active Transport Strategy 2025-2046* is a desire to provide our community with greater choice over how we move around the city.

This draft plan is a unique opportunity to reimagine travel for our residents and visitors, with a focus on making more walking and riding facilities available within five kilometres of our major destinations.

Council's adopted Corporate Plan *Our Future Redlands – A Corporate Plan to 2026 and Beyond* identifies active transport investment and increased participation in these activities as a catalyst for creating more liveable, healthy and connected neighbourhoods. The Draft Active Transport Strategy has been developed to align with this objective and outlines some of the key steps Council and other stakeholders can take in the years ahead to get more people walking and riding more frequently.

One of the key reasons for developing this draft strategy today is to cater for the Redlands Coast population of tomorrow. With the number of people living in the city expected to increase by 50,000 people and another 18,000 people forecast to be working within our borders over the next 20 years, effective alternatives to car travel will be required to help take pressure off the road network.

Council studies have found that unless there is greater uptake of public transport and other modes of travel such as cycling and walking during this period of population growth, the number of trips undertaken on our roads could increase by 50 per cent.

Getting more people to leave their car at home is key to reducing any potential traffic impacts and will be achieved by ensuring the city's active transport network is accessible to our diverse community and well connected to areas such as town centres, transport and lifestyle hubs, and community facilities. This will also assist with building our visitor economy by allowing for easy and safe movement between attractions and city centres.

Council supports active travel and, with the release of this draft Strategy for public consultation, looks forward to taking the next step in giving the community more flexibility over how they move around their suburbs and the city into the future.



Councillor Jos Mitchell

Mayor of Redland City

Executive summary

The Redlands Coast Active Transport Strategy (the Strategy) responds to Redland City Council's *Our Future Redlands – A Corporate Plan to 2026 and Beyond* and the Redlands Coast Transport Strategy. These documents seek to improve cycling and pedestrian facilities by “pivot(ing) Council’s existing expenditure to deliver a step change in active transport connectivity”, to reverse the significant decline in people walking and riding over the last 40 years.

The city is expected accommodate between 30,000 to 50,000 more people and 18,000 more jobs by 2046 in new and established urban communities. This growth will result in a large increase in the number of trips made by residents and workers in, and visitors to the city. If people continue to drive a private motor vehicle for most of their trips, this growth will put enormous pressure on the transport system in the city and beyond, resulting in the need for bigger roads, more parking to accommodate these vehicles, congestion and health impacts.

The city already has an older (and more rapidly ageing) population than Greater Brisbane, which is particularly pronounced on the islands and in some mainland suburbs. Up to 29% of the population are either too old or young to drive – this proportion will increase significantly by 2046. This highlights the need for appropriate, safe and convenient access and travel choices, especially for pedestrians, riders and people with disabilities.

Active travel (walking and riding) modes are particularly suited to shorter trips associated with journeys to school, to the shops, to parks, community facilities, and public transport stops and stations, as well as commutes to work. 50% all trips are less than 5 km long, suited to riding and 25% are less than two km long, suited to walking. Redlands Coast has spectacular landscapes, coastlines and the islands, connected by quiet streets and over 558 km of paths, which also makes it attractive for tourism, recreational walking and riding. It has walkable, vibrant town centres and villages, where people enjoy the sense of community in those places.

The more we walk and ride, the more we reduce traffic congestion, pollution and car born emissions, and can help our centres and communities thrive. We can build on this to create a connected and safe network for all users, whether going to the shops, school or work, or to explore the Naturally Wonderful Redlands Coast as a tourist or for recreation.

This Strategy outlines what Council envisages is needed to encourage more people to walk and ride. This includes:

- Completing a connected network of paths and low trafficked streets around major destinations and public transport, particularly targeting 5 km catchments
- Improving conditions in locations with limited travel options, with limited facilities or specific access needs (such as higher rates of disability or around hospitals)
- Enhancing safety through more and safer crossings, traffic calming, speed reductions and separating general traffic from pedestrians and riders on busier roads
- Encouraging more people to walk and ride, such as through more information, signage, promotions/events, providing end-of-trip facilities and trialling new approaches

- Appropriately accommodating emerging modes, such as e-cycles and e-scooters, while reducing potential conflicts with other modes, notably pedestrians
- Upgrading existing facilities to encourage optimal use, support tourism (in time for the 2032 Olympics and Paralympics) and to meet current standards
- Increasing the investment in walking and riding facilities that result in more people walking and riding for many more trips.

1.0 Introduction

1.1 About the Strategy

The Redlands Coast Active Transport Strategy provides long-term guidance on how more people can be encouraged to walk and ride on the Redlands Coast in the future than they do today. Underpinning this is a pivotal shift in Active Transport Investment (Redland City Council's Corporate Plan, 2021 to 2026).

The Strategy also builds on the Redlands Coast Transport Strategy (2020) which envisages transitioning from a car-dependent to a more sustainable city over the next 20 years, by embracing active and public transport as convenient and sustainable ways to travel.

1.2 What is active transport?

Active transport entails walking and riding to get around for transport, exercise and recreation.

Walking includes people running, jogging and using mobility aids such as walking frames and wheelchairs (including motorised wheelchairs).

Riding includes pedal cycles, foot scooters, skateboards and micro-mobility (such as e-bikes, e-scooters etc.), but excludes riding motorcycles or animals.

This Strategy addresses the needs of pedestrians, traditional and emerging riders, as well as those of people with disabilities.



1.3 Why is this Strategy needed?

It is timely that Council revisits its response to active travel, with the Seven Cs Connection Strategy (2011) and the 2004 Redlands Walking and Pedestrian Strategy no longer reflecting latest population, community attitudes, and travel trends. Despite many improvements in facilities since 2004, active travel mode share has declined, resulting in more trips being made by private vehicle and rising congestion levels.

Shaping SEQ2023 and the Redland Housing Strategy 2024 identify a development pattern that differs from that previously envisaged, with significant population and employment growth anticipated around Cleveland, Capalaba and in the southern sections of the city. Without a change in focus, this growth could make walking and riding more challenging for residents, workers and could undermine the city's attractiveness to visitors who explore Redlands Coast during and after the 2032 Olympics and Paralympics.

Connecting SEQ, the Queensland Cycling Strategy and Redland City Council's Corporate Plan allude to this change, by envisaging active transport playing a significant role in reducing car

dependency and resultant congestion on the road network. Ultimately, this could reduce or delay spending on the road network and on associated parking, assist in realising health, and environmental benefits, and increase people's travel options.

This Strategy recognises the emerging role of micro-mobility, such as e-bikes and e-scooters, to increase riding, while acknowledging challenges posed by these modes.

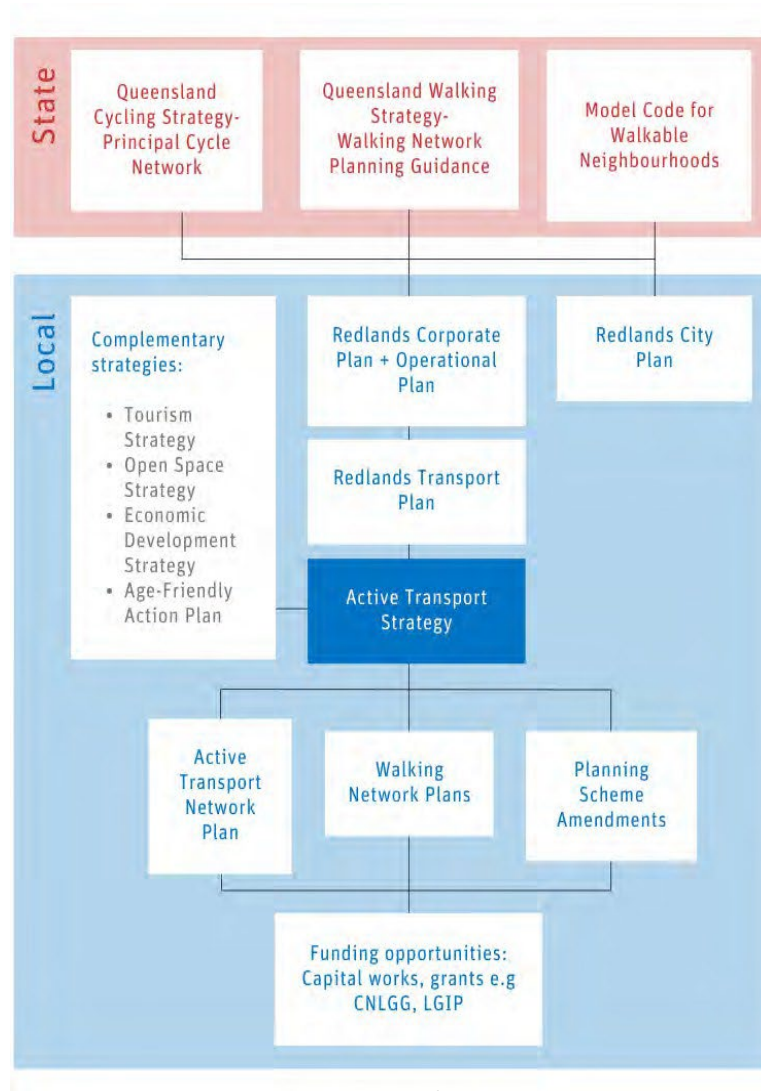


Figure 1: Policy Context

1.4 What this Strategy does

In preparing this Strategy, Council researched the current network and policies guiding active transport (Figure 1). It investigated trends, issues, and opportunities impacting active travel. These inform Council's vision and outcomes the community is seeking when delivering the Strategy. Initiatives to achieve these outcomes are outlined.

The Strategy provides a framework for more detailed planning, which is delivered through the Redlands Coast Active Transport Network Plan, local active transport network plans and Local Area Transport Plans.

The Strategy will also inform other planning work being delivered by Council and others, such as its City Plan, Priority Development Plans and State Government initiatives.

1.5 Consultation

The Strategy responds to advice and feedback received from a range of stakeholders and the community, including:

- Multi-disciplinary workshops with State and local government officers (Figure 2).
- The community-based Redlands Coast Active Travel Reference Group
- Previous community engagement, such as that undertaken for the Ride Redlands Coast, Ride2Work and Cleveland Immersion Project.
- YourSay surveys, social media, pop-up events and targeted meetings with community groups.



Figure 2: Officer workshops held to inform the Strategy

Further community engagement is anticipated following Council's endorsement of this preliminary draft Strategy.

2.0 Issues & opportunities

2.1 Our changing population

Redland City is expected to grow from around 159,000 people in 2021 to 210,000 people by 2046 (Figure 3). This 33% increase in residents will result in at least 50% more trips, which will put significant strain on our roads, without a shift towards more sustainable travel (such as walking, riding and public transport).

Demographic	2021	2046 (Projected)
City population	159,222	~209,350 (+31%)
Young (<18)	29,180 (21%)	27,226 (15%)
Seniors (65+)	28,660 (18%)	52,512 (approx. 30%)
Disability	10,591 (6.7%)	18,086 (8.7%)

Figure 3: Population change 2021- 2046
Sources: ABS, 2021, Redland Housing Strategy, 2024

Redlands Coast has a median age five years older than Queensland overall (43 years old compared to 38 years), but Islanders' median age is noticeably older (58 years old on the Southern Moreton Bay Islands and 52% on Minjerribah). One in 5 people are aged over 65 years, with this expected to rise to one in three residents by 2046. Older people often have specific mobility needs and disability rates increase with ageing.

The *Redlands Coast Age- Friendly Action Plan* identified transport as a key theme needing to be addressed to create an age-friendly city. Safe walking and riding infrastructure is essential to ensure equitable access, especially for vulnerable groups (the young and seniors), which will represent 48% of the city's population in 20 years' time. This will especially be the case in Cleveland, Victoria Point and the islands (Redland City Council, 2021).

Not everybody can drive a car. 4.5% of households in Redlands Coast don't own a car. Approximately 20% are below the driving age (17 years old) and 9% are over 75 when the capacity to drive a motor vehicle is more limited (ABS, 2021). This large cohort of residents has more limited travel choices, but walking, riding and using mobility devices remain travel options.

2.2 Decline in active travel mode share

Since 1970, there has been a dramatic reduction in children walking or riding to school in Australia, shrinking from 75% to 25% trips, by 2010 (Figure 4). This is consistent with travel in trends in Queensland (TMR, 2021).

Today, 87% trips in Redland City are made by private vehicle, with only 9% being made by active travel modes and 3.5% by public transport. Low public transport mode share also limits the number of people who walk and ride, as public transport passengers tend to walk or ride as part of their journey. Redland city has higher proportions of trips taken by private vehicle than the state average (TMR, 2014).

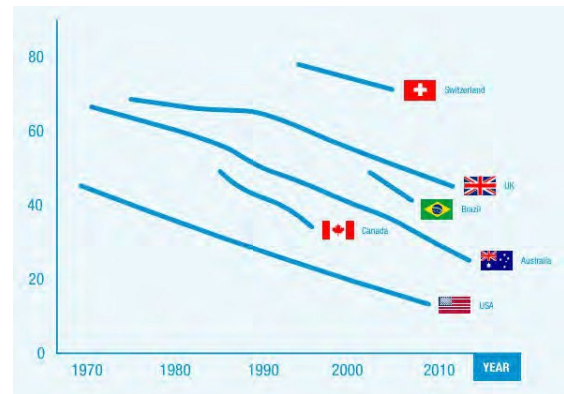


Figure 4: Active Travel Mode Share by year & country
Source: Active Healthy Kids, 2015

2.3 Other travel patterns

With less than half the city's workers being employed within Redlands Coast, many residents commute some distance to reach their jobs (Figure 5). This is particularly pronounced for public transport commuters, who will walk or ride as part of their trip. However, many will drive in the absence of public transport (PT). Without improvements to PT, drivers are unlikely to walk or ride in the city. Only 2% journeys to work are by foot or are ridden.

Employment self containment (2021)	42.3%
Work commute (average)	16.6 km
Work commute by PT	23.6 km
Work commute by private vehicle	12.5 km

Figure 5: Travel to Employment. Sources: Australian Bureau of Statistics, Census of Population and Housing, 2021 (Usual residence data); Household Travel Survey, TMR, 2018

2.4 Gaps in the active transport network

While most urban communities have paths and quiet streets that are suitable for pedestrians and riders, there are some locations where there are gaps in the network. These include:

- Some older suburbs which predate current planning scheme requirements to provide paths, such as in Alexandra Hills and parts of Cleveland.

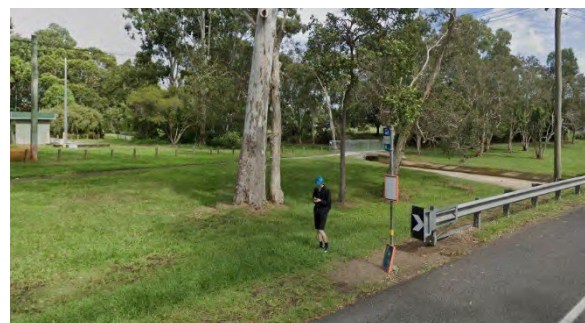


Figure 6: Lack of paths and associated infrastructure at a bus stop on a major bus route - 138 Cleveland-Redland Bay Rd, Thornlands

- Some major intersections with high volumes of motor vehicle traffic, such as the Shore St West/ Wellington St roundabout and several major junctions in and around Capalaba and Victoria Point.
- ‘Last mile’ pathway connections and infrastructure, such as to public transport stops and stations (Figure 6).

Council is filling some of these gaps through its Gap Program. However, some of these locations are managed by the state government, which has no immediate improvements scheduled in the short term, except in Victoria Point.

2.5 Safety

A city designed for motor vehicles creates safety issues for pedestrians and riders. In 2020, there were 130 pedestrian fatalities and 42 cyclist fatalities in Australia. Many of these are at intersections including roundabouts and were predominantly in 50km/h to 60km/h speed zones. (National Road Safety Strategy, 2020). Locally, there were 165 crashes involving pedestrians and riders between 2016-2021 (Figure 7).

Unsafe road conditions are a major deterrent to riders and pedestrians, particularly for vulnerable road users.

There are often delays and a lack of frequent crossings on major roads, which can make walking and riding trips slower and longer.

Some of the city’s busiest intersections have limited or no safe crossings (such as Cleveland and Moreton Bay/ Redland Bay Road intersection in Capalaba (Figure 8)). Ironically, some of these locations are perceived to be so dangerous to pedestrians and riders that they don’t use or attempt to cross them.

Factor	Conditions limiting frequency of riding	Reasons people do not ride	What would encourage active travel
Unsafe road conditions	67%	46%	55%
Speed & volume of traffic	53%	42%	
Do not feel safe riding	48%	41%	
Lack of cycle lane/need for	44%	35%	66%
Better parking and end of trip facilities			30% and 23%
More information			25%
Buddy			14%
Distance			13%

Figure 7: Factors influencing travel decisions (City of Unley, 2022; Redland City Council, 2021).



Figure 8: One of the city’s busiest intersections, Moreton Bay Road/ Redland Bay Road, Capalaba, which lacks adequate crossings, and which can take 10 minutes to cross by foot or cycle

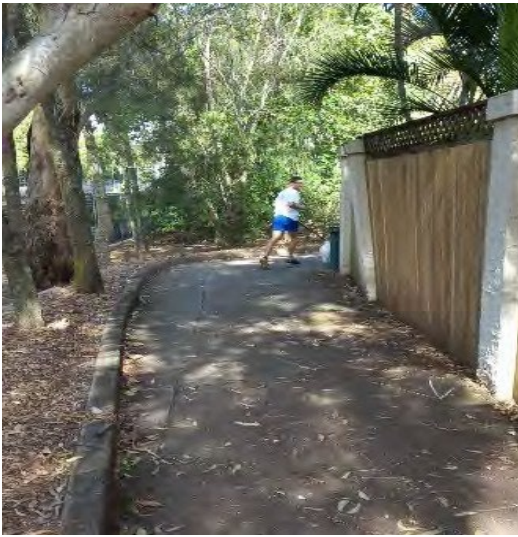


Figure 9: Moreton Bay Cycleway, Cleveland Station

Surveys indicate that high traffic speeds and volumes and lack of connecting infrastructure are major deterrents to people choosing to walk and ride (Figure 7).

Perceived and actual safety concerns can also be an impediment to pedestrians and riders, according to 40-50% respondents to surveys. Stranger danger, lack of visibility, narrow, uneven or poorly maintained paths and inadequate lighting contribute to these concerns (Figures 7 & 9).

2.6 Awareness and education



Figure 10: Wayfinding signage, Bloomfield Street, Cleveland

Lack of awareness of what facilities and opportunities exist is often cited as an impediment to people walking and riding. Council produces several useful guides, such as the very popular Redland City Cycling and Walking Guide (2025): such guides are critical to increase awareness of these facilities.

Wayfinding signage is also important with many opportunities to improve awareness and to assist people to navigate around and to reach their destinations (Figure 10).

Improving the skill levels of road users is also important, with many councils running training and providing vital information, especially for the young, scooter and new riders.

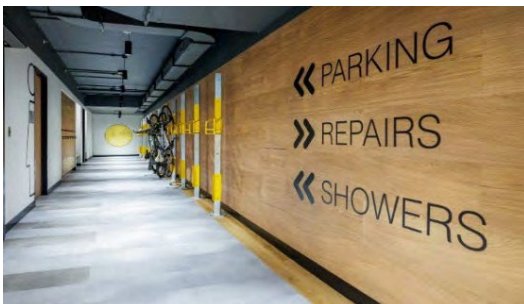


Figure 11: End of Trip facilities for walkers and riders, Brisbane City

The provision of quality end-of-trip facilities (such as secure racks, lockers and changing facilities) is frequently requested by the community and workers at destinations and can be a key to achieving a shift to active travel modes (Figure 11).

2.7 Cost considerations

Traditional responses to addressing population growth and peak travel demand have been to build or widen roads to accommodate assumed vehicular traffic, which is very costly, in terms of construction costs, acquisition of land etc. Providing active transport infrastructure is often seen as an extra cost but it can offset transport expenditure by reducing or delaying the need for road building and the provision of more parking.

There are other indirect costs associated with building a transport system that prioritise private vehicle trips. These include property resumptions, destruction of natural ecosystems, loss of greenspace and health impacts arising from lack of exercise.

Demand for vehicular parking correlates with the proportion of trips made by private vehicle and is expensive for councils and developers to provide. Parking in centres can lessen the viability and vibrancy of centres by reducing the amount of developable space for urban uses.

Conversely, creating walking and riding friendly centres can enhance the vitality of centres (Heart Foundation, 2011). According to Urbis (2021), a parking space is the least efficient use of space and generates the least amount of revenue in the form of retail turnover, at only \$950 for surrounding businesses, compared to \$1,700 from using that same space as bicycle and e-scooter parking or \$1,660 generated as dining space.



Figure 12: Annual costs of active transport compared with owning and running a private vehicle: Source: RACQ 2024

The lack of transport choice in many parts of the city results in a significant personal cost to households, when they need to have two or more cars to access jobs, facilities and services in and beyond the city (Figure 12). This is particularly the case for people living on the islands, due to the cost of transporting vehicles between the islands and mainland as well the need to register and maintain multiple vehicles.

Active transport is a free or inexpensive way to travel, which can make an important difference for many households, where this reduces the need to own private vehicle and increases their travel options.

Council allocates some 13% of its transport budget to active travel, whereas the state and commonwealth governments spend 1% (Figure 13). While Council's allocation is in line with other councils in South East Queensland, the low level of investments by other governments limits the tangible benefits that active travel can deliver for the community. For example, Council officers are not resourced to initiate travel behaviour change programs, increase the community's awareness of facilities available to them in the city or proactively advocate for and pursue funding from

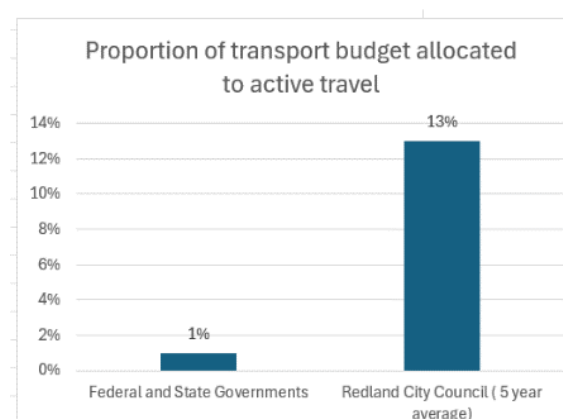


Figure 13: RCC, State & Federal Government budget allocated to active transport

other governments.

This low level of investment is a key factor underpinning why active travel mode share has plateaued at a very low level. Conversely, countries and cities that invest more in active travel see many more people walking and riding.

2.8 Opportunities for active travel

Potential to convert trips

55% of all trips originating in Redlands Coast are less than 5km and 25% are less than 2km long. Approximately 60% of trips to school in Redlands Coast are under three km (Figure 14).

Trips to work are only a part of a household's daily trips, with shorter trips to school, to shops or to sports and recreational activities making up much of the balance (State of Queensland, 2018). Active transport is especially well suited to these shorter trips, highlighting the potential for more people to walk and ride more often.

Trips	
25% all trips	2 km
55% all trips	5 km
60% trips to school	3 km
25% RCC staff journeys to work (2017)	<5km
RCC staff journeys to work by private vehicle	92%

Figure 14: End of Trip facilities for walkers and riders, Brisbane City Sources: ABS, RCC Workplace Travel Plan, 2021, Zwart 2022

The potential to combine active transport with public transport for longer trips also presents an opportunity. Currently, the Cleveland rail line is well utilised at peak times, with high usage of the of the park 'n' ride and cycle parking facilities, with scope to further increase walking or riding trips to rail stations.

Building on what the city has

Redlands Coast has many low trafficked streets and 558 km of paths that serve our established communities and natural areas, which are attractive and safe for walking and riding (Figure 15). This legacy could be boosted by better connecting our centres and other key destinations. Many of our existing and emerging urban areas are flat or have natural corridors that can be integrated into the walking and riding network.

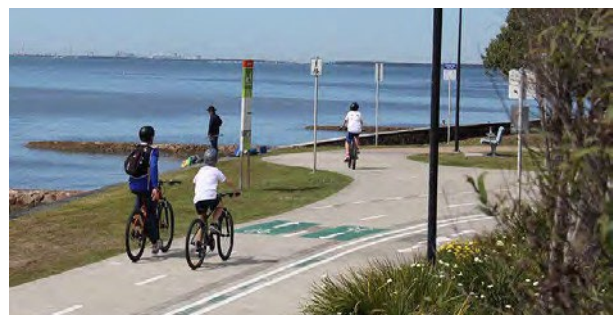


Figure 15: Moreton Bay Cycleway, Victoria Point

The City's grid of streets could be enhanced into quality, safe and direct routes. This may be as simple as providing wayfinding signage and more information or building paths on established busier streets.

Development of the Principal Cycle Network, the Greenways and Moreton Bay Cycleway could provide key elements of an active transport network that support recreational and tourist-based trips, as well as enabling commutes to work or school.

Evidence from across the world, in Australia and locally indicate that, if we provide safe and direct separated (from traffic) infrastructure, more people are likely to ride or walk (State of Queensland, 2020 & Cervero et al, 2013, The Ride Redland Coast project, 2021).

Realising community benefits

Improving walking and riding infrastructure is relatively cheap, when compared with building or expanding roads and building more car parks. Provision of active transport infrastructure that is based on travel demand and local knowledge can ensure that these facilities will be well used.

The financial benefits of increased active travel investment that lifts active travel mode share include:

- Reducing congestion related delays (estimated at \$100M each year for Redland City).
- Potentially reducing or delaying the need for expensive road upgrades.
- Reducing or containing the need for more vehicular parking at destinations, thereby reducing costs for developers and public agencies and making those destinations more accessible by other modes (saving between \$10,000 and \$150,000 per parking space not required).
- Reducing the cost of living, especially if this reduces the need for a car (saving households between \$8,000 to \$17,000 each year).
- Reducing health costs associated with lack of exercise and obesity (reducing health costs by over \$4M each year).
- Improving safety, especially for pedestrians and riders.
- More footfall and spending in local businesses (increased spending by between 40 and 49%).
- Potentially, improved active transport facilities at the city's major tourist destinations could increase visitation, boosting local economies and promoting jobs.
- Greater capacity for officers to chase increased investment from other levels of government, such as through matching grants and more advocacy.

Mode	Benefits from Investment (rate of return)
Pedestrian facilities	13 times
Cycling facilities	5 times

Figure 16: Benefits of Active Transport Investment:

Source: State of Queensland, 2019 & 2020)

Overall, investing in walking and riding interventions have a very high rate of return, especially in urban settings (Figure 16).

Non-financial community benefits of investing in active travel include:

- Providing greater transport choice, especially for people who cannot access public transport or don't drive a private vehicle
- Future proofing our communities.



Figure 17: Family enjoying a ride

- Improving Redlands Coast as a place to live & visit (Figure 17).
- Not requiring any prior fitness and which can be easily added to one's routine.
- Improving mental and physical health, which is also consistent with Council's goal to create healthy and liveable neighbourhoods.
- Reducing environmental and climate impacts derived from passenger and light commercial vehicles – saving 244g of carbon emissions per km travelled (Australian Government, 2023).

The many financial and non-financial benefits of increased active transport spending are substantial for a relatively small investment, when compared with building or expanding roads (a road can cost over 17 times more to build than a three-metre pathway over the same distance).

Increasing travel choices

Providing facilities for active transport modes increases people's travel options. There is considerable potential to do so on the islands, around centres and transport hubs and in some of the city's less advantaged communities. The benefits are magnified where the provision of better walking and riding facilities improves access to public transport, to shops and employment opportunities.

Micro-mobility, such as e-bikes or e-scooters, can be a game changer for reducing car trips. E-scooters and e-bikes are becoming more widely used for all types of trips and by a variety of users. E-bikes and e-scooters can also fill a needs gap, providing transport for a distance that may otherwise be too tiring, too slow or too hot to walk or ride. They offer greater travel choice in locations where there is limited public transport, such as on the Southern Moreton Bay Islands.

3.0 The Active Transport Strategy

3.1 The vision

The vision builds on existing goals as enunciated in Council's Corporate Plan, such as creating 'strong communities' and 'liveable neighbourhoods'. It also responds to Council's intention to see *a step change in active transport investment*.

The vision aligns with Council's Redlands Coast Transport Strategy 2020, which sees pedestrians and riders being given the highest priority, especially at the city's destinations (Figure 18).

The vision addresses the issues and opportunities impacting active transport, as outlined in previous chapters.

The Strategy and vision respond to the State Government's Movement and Place Methodology to determine how transport networks interact with places they serve and pass through. The approach "*...balance(s) the transport system's role to move people and goods with the roles of transport corridors, nodes and precincts, as places that are essential to live, shop, work, carry out business and socialise*" (State of Queensland, 2024).

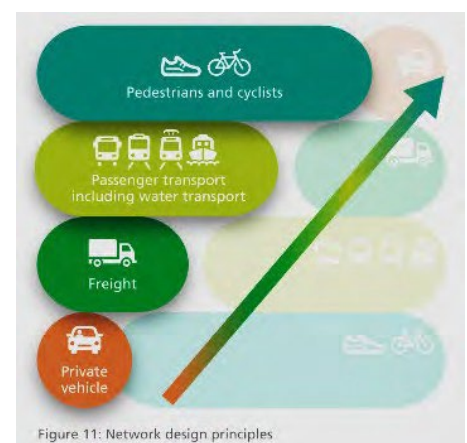


Figure 18: Prioritisation of modes in the Redlands Coast Transport Strategy

This approach means that priority is given to these vulnerable users around destinations, such as in centres, around stations and schools. There is also some provision for pedestrians and riders along major movement corridors, such as through the provision of segregated paths and safe and regular crossings of major roads.

In response to these strategic needs and priorities, the Active Transport Strategy vision for Redlands Coast is follows:

Walking or riding are safe, convenient and viable options people of all ages and abilities, supported by connected infrastructure that ensures easy and direct access to key destinations.

3.2 The Strategy on a page

Figure 19 defines the outcomes that support the Vision:



Figure 19: Vision and supporting Outcomes

4.0 Strategy outcomes

This chapter will detail each outcome and initiatives that contribute to achieving them.

4.1 A connected active transport network links major destinations and public transport

The core of this Strategy is to create a network that converts a proportion of the 50% trips that are less than 5 km of centres and other major destinations, to walking and riding trips. Typically, these trips entail trips to schools, town centres and shops, train stations and ferry terminals, community facilities, to recreational facilities and parkland.

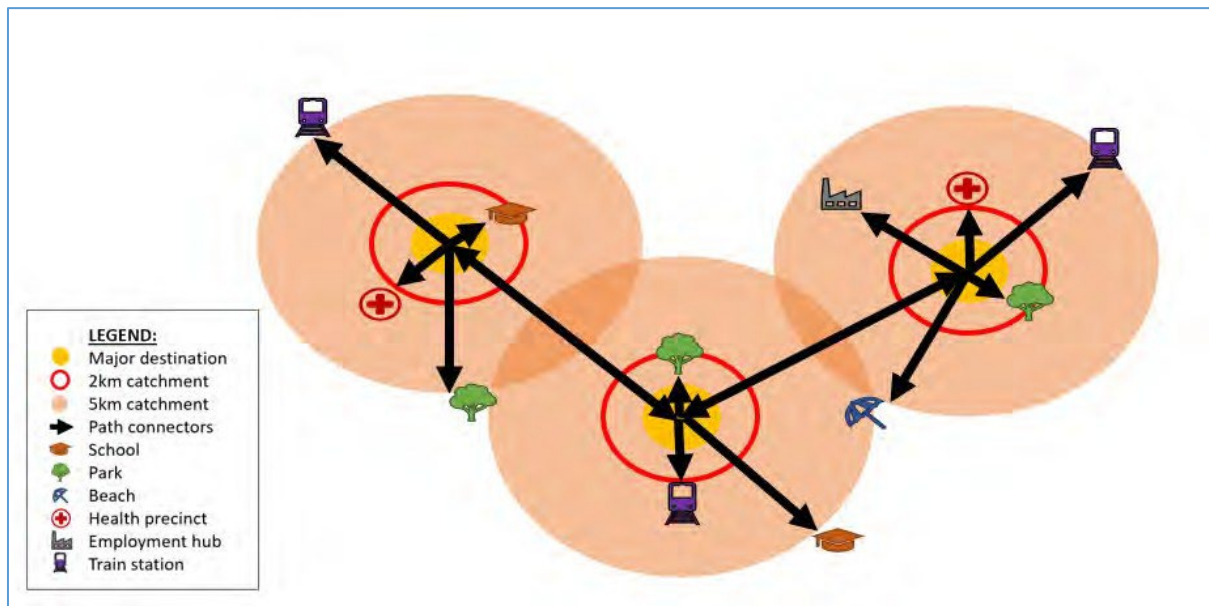


Figure 20: Focus on completing active transport networks around major destinations

Council will generally prioritise local connectivity over longer distance routes to capture local trips, focusing on completing networks so that walkers and riders can safely and conveniently reach destinations within each catchment (Figure 20).

This Strategy will also make it easier to walk or ride as part of a longer trip, such as by improving connections to and providing facilities at public transport stations or stops.

The Queensland Government's Principal Cycle Network provides the backbone of inter-urban connectors to destinations in and beyond the city. These connections are being rolled out as roads and other settings are upgraded or properties are developed.

The Redlands Coast Active Transport Network Plan associated with this Strategy presents a prioritised plan for delivering the network. Other more detailed investigations (such as local Active Transport Network Plans) will be undertaken for locations with high needs, where transport choices are limited, or which lack key facilities.

Extending Council's Missing Gaps Program beyond 2024-5 will assist in filling gaps identified in the Active Transport Network Plan.

Council will also require developers preparing master and structure plans to identify, safeguard and develop extensive connected networks within their sites and to integrate these into the city's active transport network.

4.2 Improved equity of access for pedestrians and riders

With 48% city's population being seniors or of school age and a near doubling in the proportion of people with a disability by 2046, the active transport network will play a central role in ensuring the city's destinations and neighbourhoods are accessible for all. This will require places to be compliant with disability legislation and being designed to be comfortable, shady and safe environments, especially for these vulnerable users (Figure 21).



Figure 21: Bloomfield Street, Cleveland- wide, shaded paths with seating and lighting

Cleveland, Victoria Point and the islands already have an older demographic than other parts of the city, but also include schools and other attractors that draw students from further afield (Figure 22). These locations may warrant priority consideration for enhanced facilities.



Figure 22: Catering to the needs of people with limited mobility

Other locations in the city also require high priority consideration for improved facilities due to having limited transport choices or suffering socio-economic disadvantage. This includes Alexandra Hills, the Redlands Health Precinct and Capalaba (Figure 23).

Rank	Destination
1	Alexandra Hills, Redlands Hospital, near some schools
2&3	Cleveland and Capalaba
4	Islands, around ferry terminals, Birkdale
5-6	Victoria Point, Redland Bay, Ormiston College, Birkdale Community Precinct

Figure 23: Target locations to improve travel choice, especially for disadvantaged communities: Source, Zwart Transport Planning, 2023

4.3 Enhanced safety for pedestrians and riders

Creating a safe, conducive environment for walking and riding necessitates prioritising these modes, when delivering municipal projects and programs. This applies when maintaining and replacing assets, constructing new roads and streetscape works, installing or upgrading street lighting, developing new suburbs or parks and other municipal projects.

Some initiatives that will enhance safety include **providing crossings that prioritise safe pedestrian and rider access**. This may necessitate converting roundabouts to four-way or raised crossings, signalling intersections, completing the ‘missing leg’ at major intersections and improved lighting (Figure 24). Locations that currently warrant this include Cleveland, Capalaba and Victoria Point Centres, and on roads near schools.

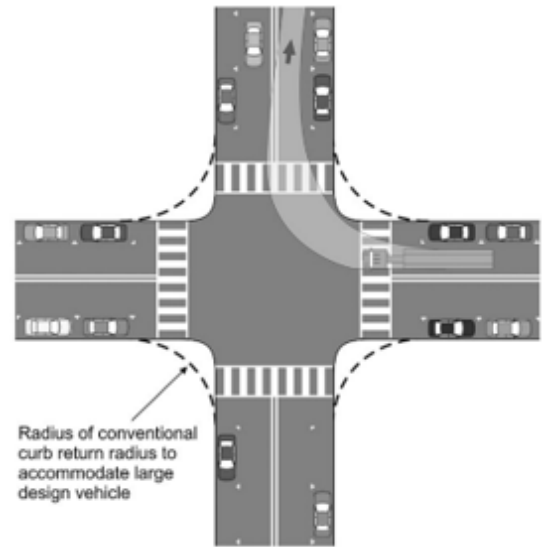


Figure 24: Raised four-way intersection

Traffic calming and reduced speeds will be appropriate in some settings where there is pedestrian activity on busy roads, such as along Shore St in Cleveland and Redland Bay Road north of Moreton Bay Road in Capalaba (Figure 25).



Figure 25: End of Trip facilities for walkers and riders, Brisbane City

Some settings call **for riders to be segregated from pedestrians and other vehicles**, particularly where there is considerable pedestrian footfall or where traffic speeds and conditions justify it (Figure 26). In urban centres, this may include reducing speeds and changing parking configurations. Along the city’s major roads, segregation is required, such as is being provided on Cleveland- Redland Bay Road.



Figure 26: Segregating pedestrian, rider and motor vehicle traffic

The rapid rise in ‘rideables’, such as e-cycles and scooters, and potential conflict with pedestrians warrants attention in centres and other destinations, such as Cleveland Centre and Wellington Point. Accommodating these modes on the main carriageway may be the most appropriate response.

Council will continue **working with the Queensland Government** to enhance facilities for pedestrians and riders along roads they control

and to public transport. Target locations include several intersections in Cleveland, Capalaba, Birkdale and Victoria Point, in the vicinity of schools, recreational areas and commercial precincts and around rail stations.

4.4 Encourage more people to walk and ride

This outcome aims to have people walking and riding more often because these modes meet their travel needs, they appreciate the benefits and enjoy doing so. Improving people's

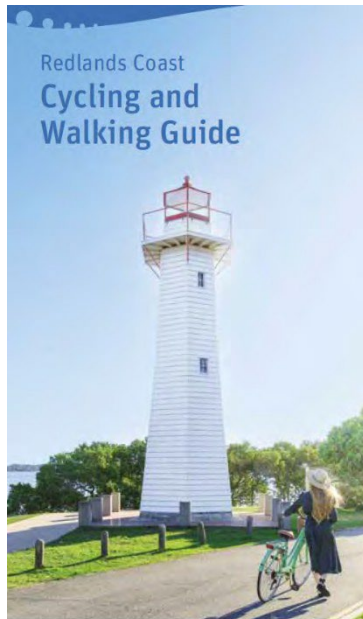


Figure 27: Redland City Cycling & Walking Guide, 2025

awareness of the benefits and knowledge of what exists is crucial to changing travel habits that place a reliance on motor vehicle trips. Changing travel habits also necessitates changing attitudes and behaviours.

Providing readily accessible, **easy-to-use, current information and promoting it** are simple and effective ways to encourage more walking and riding on Redlands Coast. This can include interactive mapping online and publications, such as updated versions of the very popular Redland City Cycling & Walking Guide. Information on Open-Source platforms, such as OpenStreet maps, and in mobile apps will be used to increase awareness of the City's extensive pathways and cycle routes.

Over time, this information will be bolstered by highlighting and signposting named routes, which are safe and accessible, especially for the young, seniors and less confident users of the network. First Nations, students and local people will be consulted to identify suitable placenames and settings.

Wayfinding signage and associated information will be increased, especially around town centres, public transport and tourist attractions (Figure 28).

Combining promotion with an activity, such as a Walking School Bus or assisted rides to work, can help overcome safety and navigating concerns. Council's Ride Redlands Coast campaign targeted school students in Thornlands and included raising awareness of riding safely when interacting with car drivers on roads (Figure 29). Workplaces can offer assisted rides and provide incentives for staff to walk and ride to work or for business trips (such as salary packaging and bike pools). Surveys will be conducted with these campaigns to identify barriers and identify needed infrastructure improvements.



Figure 28: Wayfinding signage; Moreton Bay Cycleway, Cleveland

Pilot projects to trial new approaches are also another effective, low-cost tool for councils to adopt (Figure 30). For example, they can be used to test the viability of a road closure, speed reduction or rideable share scheme before investing significant capital to such projects. Such trials have resulted in significant numbers of people purchasing their own devices or cycles in some settings (RAC Western Australia trial).

Redlands Coast enjoys spectacular beaches and coastline, many unique natural areas, accessible via quiet roads, trails and paths. These are ideal settings for businesses and community organisations to provide guided tours, hire schemes and events, such as during Ride2Work Day and Walk month. The 140 km long Moreton Bay Cycleway and Northern Greenway are two key opportunities to showcase the city's attractions and involve businesses and community organisations to capitalise on them.



Figure 30: Temporary cycle lanes, Brisbane City

Negative **attitudes and behaviours** by some groups in the community present significant challenges for increasing participation. Council will work with relevant parties to change these. Increasing awareness and, ultimately, participation will eventually create a critical mass where attitudes may change.

Council will pilot **education and incentive programs** to its 1100 staff that can be rolled out to other organisations and employers. Its Workplace Travel Plan will be used as a template for rolling out such plans to other organisations. Council will also work with schools and other organisations to improve road sense and improve attitudes and behaviours to

riders and pedestrians. Safe Schools Travel programs will be included in the mix of initiatives to encourage greater active transport participation.

Council will require developers and larger employers to **include end-of-trip facilities** for their staff, future residents and customers via provisions in City Plan.

There may be potential for **“Cycle Centres”** to be created at major destinations, that are accessible to all (Figure 31). A similar centre has been operating in Brisbane City for many years and provides an effective end-of-trip facility for riders and walkers, combining secure racks and lockers, as well as showers and changing facilities.



Figure 29: Ride Redlands Coast promotion



Figure 31: End of Trip facilities for walkers and riders, Brisbane City

4.5 Appropriately accommodate emerging active transport modes

Micromobility is a rapidly growing, affordable and evolving form of transport that offers an additional transport choice in locations with limited public and other transport options, such as for seniors and youth. (Figure 32). Combined with cycling, these devices are particularly suited to 50% all trips that are less than five km long or to form part of a longer trip, such as



Figure 33: Rideables are popular with all age groups, especially on the islands

when catching a train or bus to a more distant location.

These devices are replacing many private vehicle trips, with potential for convert many more. They enable islanders to access ferry terminals and destinations on the mainland, eliminating the need for a “mainland” vehicle (Figure 33).

While there has been a negative reaction to risky behaviours by some e-scooter and e-cycle riders, particularly where this occurs in heavily pedestrianised areas, and issues with inconsiderate

parking, these concerns largely relate to e-scooter hire schemes outside of Redland city (Figure 34). The State Government introduced legislation in 2022 & 2025 that enables authorities to address these concerns. Other local governments are imposing restrictions on e-scooter companies that should mitigate some of these issues (such as geofencing and speed controls).

Council will formulate a policy that investigates the role that micromobility can play in the city. It will identify challenges and mitigation treatments to manage speed, parking and conflicts with other modes. The policy will also investigate opportunities for supporting micromobility, such as running e-scooter hire trials in selected locations and the provision of e- scooter parking in centres for the general user (Figure 33).

No of devices purchased in 2019-21	350,000
No of purchases in 2022	100,000

Figure 32: Growth in purchases of e- scooters and e-cycles”:
Source: Australian Financial Review, 2023



Figure 34: e-scooter parking is essential to keep paths safe for all users

4.6 Upgrade the active transport network for optimal use



Figure 35: Well-maintained paths, Cleveland



Figure 36: Modified carriageways to provide segregated riding zones

Maintaining the active transport network is important so that pedestrians and riders can safely and comfortably reach their destinations (Figure 35). While the network is well maintained, infrastructure will be upgraded for increased resilience against adverse weather and erosion.

In addition, infrastructure will be upgraded to meet latest standards, such as for slip resistance, path widths and barriers (Figure 36).

Council will continue advocating for safer and more crossings on major roads and improved connections to public transport stations and stops.

High quality recreational paths will be extended and upgraded to support tourism and boost recreational and commuting opportunities consistent with Naturally Wonderful Redlands Coast branding and Council's Redlands Coast Destination Management Plan 2023-2028. This will include upgrading the Moreton Bay Cycleway, progressively delivering the Northern Greenway and upgrading the Central Greenway between Capalaba and Cleveland (Figure 37). Council will also work with others to investigate the feasibility of an East Coast Road trail on Minjerribah.

4.7 A pivotal shift in investment increases active travel mode share

Council's Corporate Plan seeks to '*...pivot Council's existing transport expenditure to deliver a step-change in active transport connectivity across the city, through improving cycling and pedestrian facilities*'. This necessitates increased investment in active transport infrastructure, combined with behaviour change and awareness raising.

This Strategy seeks an increase in active transport spending by all governments to support an anticipated increase in active travel mode share and to support other Strategy outcomes. Best practice standards suggest that governments should allocate at least 20% their transport budgets to active travel, to deliver these outcomes (Climate Council, 2023). This covers both provision of new and upgraded facilities (capital costs), maintenance and other operational costs, but excludes the cost of replacing infrastructure that has been damaged or destroyed by natural disasters.

Council will advocate for other levels of government to invest significantly more in active transport infrastructure to match the 20% benchmark, particularly to ensure that the city's extensive state government-controlled roads and public transport are made more accessible and safer for pedestrians and riders. This will be augmented by Council applying for grants from other levels of government to wholly or partially cover investment in transport facilities.



Figure 37: Artist's impression of future Northern Greenway, Wellington Point

Other facilities will be delivered via developer contributions for trunk infrastructure under the Local Government Infrastructure Program. Local networks will also be integrated into development sites and conditioned in development approvals.

Paths and/or wider inside road lanes will be provided on all new or upgraded Council-controlled roads except low-density residential neighbourhood streets and cul-de-sacs, as defined in Council's City Plan.

Publicly accessible end-of-trip facilities will also be provided at key destinations, with Council working with others to deliver such facilities.

Council will also support low cost but impactful activities that can boost walking and riding, such as through promotion, events and education. It will trial new approaches that achieve a cultural shift within the organisation, whereby more Council staff ride or walk to work or to meetings, as a pilot for application by businesses and community organisations.

Funding for iconic tourist or regional recreational routes will continue to be funded. This will contribute to extensions or upgrades to the Moreton Bay Cycleway, Northern Greenway, Central Greenway (between Capalaba and Cleveland), the Southern Trail and various off-road routes on the islands.

Additional or redeployed Council staff may be required to support these initiatives and tap into other government funding pools, to facilitate mode shift and deliver the community benefits outlined in Section 2.8.

The Strategy is deliverable through a sustained, incremental increase of funding over 20 years in response to population growth, that can be readily absorbed within Council's transport budget. This can be augmented through tapping into other funding channels, such as state and federal government grants.

Prioritising active transport spending on improvements within five km of major destinations over investment elsewhere would improve value for money, where it results in more people choosing to walk, ride and use public transport. If this results in fewer people driving, such an investment may offset other transport expenditure by delaying or negating the need for road upgrades.

5.0 Implementation

5.1 Approach

This Active Transport Strategy identifies transport initiatives that support a pivotal shift in investment and significant mode shift to active transport modes over the next 20 years.

Council will liaise with and survey local businesses, riders, walkers and community groups to identify local issues and opportunities that impact active travel. The Redlands Coast Active Travel Reference Group will be consulted to identify and provide advice on potential initiatives, as well as on the delivery of this Strategy and the Network Plan.

Partnerships with and support for local businesses and community organisations to promote and develop active travel-based business opportunities on Redlands Coast will be explored by Council. Opportunities could include developing public end-of-trip facilities, e-scooter and

cycle hire in tourist destinations, sponsorship of major events (such as Ride2Work Day) and app development.

Council will continue working with other government agencies and developers to ensure that active travel considerations are addressed in the planning and delivery of the transport network in Redland City, such as for state-controlled roads, to public transport and within development sites.

5.2 Targets and tracking progress

Figure 38 outlines targets for to measuring and tracking progress towards achieving this Strategy.

Factor	2021	2046	Impact
Journeys to school or college by active travel (mode share)	25%	50%	Substantial reduction in peak hour local traffic
Active travel journeys to local work, perhaps including public transport (mode share)	3%	10%	Substantial reduction in peak hour local traffic
Active travel journeys to work outside the city, perhaps including public transport (mode share)	4%	15%	Contain peak hour road congestion. Contain growth in vehicle parking around stations
Journeys taken by foot or ridden (all journeys) – mode share	9%	22%	Reduction in % private motor vehicle trips & parking, especially at major destinations.
Proportion of Council transport budget allocated to active transport	15%	20%	- Contained peak hour local traffic and congestion - Containment of motor vehicle trips and parking demand - Greater capacity to pursue funding from other governments.
\$/capita spent on active travel (2024/5 \$, rising with inflation)	\$13-18	\$30	As above

Figure 38: Active transport targets for Redland City

Council will also measure its investment in active transport by:

- comparing it with investment by other local government authorities
- undertaking and participating in data collection mechanisms, intercept surveys, online engagement
- utilising emerging technologies and tools to collect and analyse data.

This information will also assist Council in periodically reviewing and modifying this Strategy and other plans to ensure effective implementation in line with community needs and expectations.

The table in the Appendix details performance indicators that can be used to measure and track progress.

5.3 Priority initiatives

While the Strategy outlines initiatives that will be delivered over the next 20 years, the

following priority initiatives will be Council's focus over the next five years:

- Deliver **active travel network plans** for high needs' locations, including accessibility and safety audits.
- **Critical gaps in active transport network being filled within five km** of major destinations and to public transport stations and stops.
- **Travel behaviour change plan** delivered, including greater awareness raising and support for public events.
- **Increased advocacy** with State and Federal Government agencies to secure enhanced passenger transport, more responsive investment in active travel and more grant funding of local active transport initiatives.
- **Best practice standards in City Plan**, that facilitates greater active travel participation and delivery of "future proofed" communities.
- Delivery of **key "named" recreational and tourism routes** that supports economic development and eco-tourism and enhance wayfinding.
- Stepped **increase in active transport investment to 20%** council transport budget.

More information

Glossary

ABS – Australian Bureau of Statistics

Active transport: means walking and riding. This includes travel by foot, cycle, personal mobility devices (such as e-scooters and e-cycles) and wheelchair or mobility scooter. It excludes riding an animal or motorcycle.

CBD – Central Business District

City Plan – Redland City Council’s town planning scheme for developing Redlands Coast, in accordance with ShapingSEQ.

End of trip facilities – Facilities that help encourage and support people who walk or cycle to work or a major destination (cycle or scooter or parking/storage, locker facilities, showers and change rooms, ironing facilities, etc.)

Local Area Transport Plans (LATPs) - Local area transport plans are specific projects that will address transport issues across a defined area. The development of a LATP will include centres, schools, transport hubs and corridors and seeks to clearly define the desired transport outcomes in relation to movement, accessibility, and connectivity. These outcomes will be considered in the context of network pressures such as population growth, mode share and infrastructure requirements.

Micromobility – modes of transit that use small, slow vehicles powered by battery or human-power. Examples include e-scooters, roller skates/skateboard, segways, etc.

Mode – a method of moving people or goods from one place to another. Modes include walking, riding a cycle or personal mobility device, mobility scooters, private vehicles and trucks, buses, trains, ferries and other forms of passenger transport.

Path – a cleared section that allows people to be separated from faster traffic or the ability to cut through busy streets. In an urban area, there are pedestrian paths, bike paths and shared paths, and are usually made of concrete, bitumen, pavers or gravel.

Personal mobility device – Small vehicles powered by battery which includes e-scooters, e-skateboards, self-balancing unicycles,

Redlands Coast Transport Strategy (2020) - The Redlands Coast Transport Strategy is Redland City Council’s strategy that provides the direction for developing the transport system in Redland city over the next 20 years. The Strategy’s life aligns with the timeframes defined in the Council’s City Plan and the South East Queensland Regional Plan 2017 (ShapingSEQ 2023).

Rideable – means any vehicle that is fitted to allow at least one person to ride on.

Ride Share – means a service that allows you to book a driver with a private vehicle from any location.

Riding - means riding cycles but also wheeled recreational devices (such as foot scooters and skateboards), as well as micro-mobility devices (such as e-bikes, e-scooters and other personal mobility devices). It excludes riding an animal or motorcycle.

Regional Plan – synonymous with ShapingSEQ 2023: see below.

ShapingSEQ 2023 - The Queensland government’s long-term vision for handling urban growth in the South East Queensland region by accommodating for future population growth while sustainably enhancing our communities and maintaining the South East Queensland we love.

Street activation – the process of enabling more pedestrian activity on a street that enhances the environment into a more attractive and vibrant space (street theatres, cafes, outdoor dining or seating, street performances, farmer’s markets, etc.).

Sustainable (travel) modes – any mode that has a reduced carbon output, as compared with private vehicles. This includes buses, trains, ride share or non-motorised transport (bike, walking, etc.)

TMR – Department of Transport and Main Roads (Queensland Government)

Traffic calming – physical design elements that aim to improve safety for all users on the road and promote responsible driving.

Transport Strategy – Redland City Council’s Redlands Coast Transport Strategy 2020

Walking - means walking but also running, jogging and using mobility aids such as walking frames and wheelchairs (including electric wheelchairs/motorised mobility scooters).

Wayfinding – physical elements that allow people to orientate and navigate themselves within an area. This could be done through signage or physical cues, such as road markings, landmarks and nominated route markings.

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Appendix: Measuring performance

Key Performance Indicator	Measure	Data Source	Base Line (2024)- where available
Outcome 1: A connected active transport linking major destinations and public transport			
Completeness of network	Percentage of urban network completed around major destinations	Active Transport Network planning	% urban network completed
Walking & riding access to public transport	Percentage (%) of population that live within a walkable or cycle- able distance to a key transport node.	Redlands Coast Transport Strategy 2020	9% of Redlands Coast's population live within 800m of a rail station or high frequency bus service
Outcome 2: Improved equity of access for walkers and riders			
Active transport access to major destinations for people with limited mobility	Proportion of adults who report their neighbourhood is safe and accessible by foot or mobility aid	RCC Community Satisfaction Surveys	
Active transport facilities in high needs' suburbs	Percentage of non-neighbourhood streets with paths	Council's Asset Database	High needs locations as per section 4.2
Outcome 3: Enhanced safety for active transport users			
Safety of network for pedestrians and riders	Crash numbers for each active transport mode	TMR Crash Database	165 crashes involving pedestrians & riders between 2016 and 2021
Outcome 4: Encourage more people to walk and ride			
Walking and cycling participation growth	Percentage of people walking and riding for all trips and short trips (mode share)	TMR Household Travel survey, staff surveys, traffic count data	Mode share (2021) Riding: Walking:

Key Performance Indicator	Measure	Data Source	Base Line (2024)- where available
		CWANZ, ABS Method of Travel to Work	
Outcome 5: appropriately accommodate emerging active transport modes			
Safety of network for pedestrians and riders	Crash numbers between rideables and other modes.	TMR Crash Database or hospital admissions (QH Admissions Database)	As per Outcome 3 above
Outcome 6. Upgrade the active transport network for optimal use			
Community satisfaction with active transport network	Percentage (%) of residents satisfied with the safety, convenience and comfortableness of the active transport network	RCC Community Satisfaction Survey (2019) 'Performance'	In 2019, 43% of the surveyed participants considered the footpaths to be 'good' or 'very good', with 32% stating 'fair only'.
Outcome 7. A pivotal shift in active transport investment supports increased mode share			
Increase in investment in active transport	Annual expenditure on walking and cycling infrastructure, supporting infrastructure and maintenance	Redland City Council annual budget (Capital Investment Program 2022-2023)	\$4,680,000 allocated in the 2024-25 Budget for active transport (footpaths, bikeways, boardwalks, bus stops/shelters)
Pedestrian and cycle network growth	Annual kilometres of pedestrian and cycle network constructed.	Redlands City Council GIS and asset management data / Corporate Plan target	558km of off-road walking and cycling paths in the local government area

Contact details

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