



City of **HOBART**

Enquiries to: Kelly Grigsby

☎: 6238 2710

✉: ceo@hobartcity.com.au

Our Ref: 18/11

27 September 2021

Mr Gary Swain
Deputy Secretary, Transport and Infrastructure Services
Department of State Growth
GPO Box 536
HOBART TAS 7001

Via Email: southernprojects@wsp.com

Dear Mr Swain

HOBART CITY DEAL - SOUTHERN PROJECTS

At its meeting on Monday 20th September 2021, the Council endorsed the Chief Executive Officer to provide a submission to the 'Hobart City Deal Southern Projects' Public Display.

Council officers have reviewed the material provided as part of the Public Display in order to provide a comprehensive submission to the Department of State Growth on behalf of the Council.

Council's submission includes feedback on the design approach and how these outcomes apply to the City of Hobart's transport, CBD and sustainability goals (i.e. pedestrian and bike safety and connection, resident amenity, business trading conditions, smart city infrastructure, and carbon intensity and growth goals).

Furthermore, Council officers have also advised the Department of State Growth that it's critical that local residents and business operators are consulted with as soon as possible in order to mitigate any unintended consequences.

In addition to the provision of a submission, the Council also resolved as follows:

The Council submission notes the concerns Dynnyrne Road residents have in respect of the State Government compulsorily acquiring properties and strongly urge the State Government to seek various solutions to traffic management before housing is demolished; and

A small delegation on behalf of the Council seek a meeting with the Minister to discuss the Council's submission at the appropriate time.

Hobart Town Hall
50 Macquarie Street
HOBART TAS 7000

Hobart Council Centre
16 Elizabeth Street
HOBART TAS 7000

City of Hobart
GPO Box 503
HOBART TAS 7001

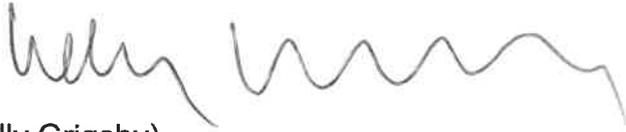
T 03 6238 2711
F 03 6234 7109
E coh@hobartcity.com.au
W hobartcity.com.au

 CityofHobartOfficial

ABN 39 055 343 428
Hobart City Council

I thank you for the opportunity to provide a submission on the *Hobart City Deal – Southern Projects* Public Display.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Kelly Grigsby', with a wavy, decorative flourish extending to the right.

(Kelly Grigsby)
CHIEF EXECUTIVE OFFICER

City of Hobart Submission



Hobart City Deal – Southern Projects



City of HOBART

Contents

Introduction	3
Council Resolution	4
Section title	5
Options and opportunities for the Southern Projects	13



Introduction

At its meeting on Monday 20th September 2021, Council endorsed the Chief Executive Officer to provide a submission to the 'Hobart City Deal Southern Projects' Public Display.

Council Officers have reviewed the material provided as part of the Public Display in order to provide a comprehensive submission to the Department of State Growth on behalf of Council.

Council's submission includes feedback on the design approach and how these outcomes apply to the City of Hobart's transport, CBD and sustainability goals (i.e. pedestrian and bike safety and connection, resident amenity, business trading conditions, smart city infrastructure, and carbon intensity and growth goals).

The City of Hobart's submission specifically includes the following components:

- Davey and Macquarie Streets bus lanes and street improvements be fast tracked
 - » The original design provided by the State Government had dedicated and marked bus lanes and is more closely aligned with Council's penultimate aspiration
- Public transport be prioritised
 - » In order for the address increasing traffic congestion, public transport needs to be prioritised and made more appealing to the community.
 - » The proposed 'T3' lane be extended into the centre of the city along both Macquarie and Davey Streets with consideration given to the beautification and upgrade of the streetscape including undergrounding of powerlines

- » This will deliver on the original vision and project scope and demonstrate that public transport is a prioritised option to access the Hobart CBD
- Transport/transit planning
 - » This project demonstrates that transport/transit planning needs to have greater integration
 - » Other solutions need to be considered, including demand management, workplace travel planning, staggered start times and increased public transport and active transit use

Furthermore, Council officers have also advised the Department of State Growth that it's critical that local residents and business operators are consulted with as soon as possible in order to mitigate any unintended consequences.

Public transport needs to be prioritised and made more appealing to the community



Council Resolution

That:

1. The Council authorise the Chief Executive Officer to write to the Department of State Growth detailing the Council's submission to the '*Hobart City Deal Southern Projects*' Public Display.
2. The Council submission notes the concerns Dynnyrne Road residents have in respect of the State Government compulsorily acquiring properties and strongly urge the State Government to seek various solutions to traffic management before housing is demolished; and
3. A small delegation on behalf of the Council seek a meeting with the Minister to discuss the Council's submission at the appropriate time.

The City of Hobart is concerned that the proposed road infrastructure is singularly focused on mildly improving peak period traffic flow through road expansions at the expense of the safety and amenity of the city, its residents and businesses. The City has a fundamental responsibility to protect and enhance the access and enjoyment of Hobart for all of its residents, visitors and businesses. The City of Hobart is yet to see evidence of a business case or alternative options of how any major infrastructure project will impact these critical stakeholders.

The City of Hobart recommends the development of an options assessment for resolving Greater Hobart's peak hour congestion. This list should include mobility behaviour schemes and incentives, government employee salary packaging and workforce patterns adjustments, expansion of ferry services (from Kingston to eastern shore) and prioritisation of resolving barriers to public transit like unified ticketing. Some of these options are detailed later in this submission.



City of Hobart Submission

Policy Background and Position

The position the City of Hobart assumes is established on a comprehensive process of community consultation and expert input through several contemporary strategies, visions, and plans. Key City of Hobart documents for this submission are:

- *City of Hobart Transport Strategy 2018–30*
- *Hobart: A community vision for our island capital*
- *Sustainable Hobart Action Plan 2020–2025*

Supporting reference documents include:

- City of Hobart Local Area Mobility Plans (LAMP)
- City of Hobart Network Hierarchy
- *MRCagney 2019 Greater Hobart Traffic Congestion Submission* to Legislative Council Select Committee
- Gehl Architects Report, '*Hobart 2010 Public Spaces and Public Life – a city with people in mind*'
- *RACT 2019 Greater Hobart Mobility Vision*

These policies, strategies and plans have a unifying agenda of reducing car trips in favour of public transport and active travel – aligned with Infrastructure Tasmania's *Hobart Transport Vision*. As identified in all these documents and with Australian and international experience, the expansion of a private vehicle road is not considered best practice, and may adversely impact the realisation of positive city transformation goals.

Variation to draft plans

The City of Hobart is concerned about the extent to which the publicly shared drafts of the Southern Projects released in October 2020 have changed compared to the proposals currently out for submission. These changes have been made without detailing the business case of the \$70 million dollar investment, or how alternative options to alleviate Southern Outlet congestion and improving movement through Macquarie and Davey Streets and how they may represent better value for investment.

The Council was broadly supportive of the proposed dedicated transit lane through Macquarie and Davey Streets and the reutilisation of road infrastructure at the exit of the Southern Outlet to support this new transit lane. The 2020 draft had clear reprioritisation toward transit and active transport options and a logical calming of the motorway to enable adjacent city amenity. Larger and safer pedestrian refuges and crossings were evident and showed appreciation for the prioritisation, comfort, and practicality of sustainable movement modes.

The proposal out for comment has removed these progressive and internationally accepted best practices for 21st century transport infrastructure and further erodes the amenity and activation of Hobart's streets by expanding private transport infrastructure at the expense of residents, businesses and pedestrian and bicycle safety. This proposal is reflective of outdated 20th century transport modelling and is a critical threat to the integrity of Hobart's integrated movement network. More broadly, this proposal threatens the global competitiveness of Hobart's



economy and Tasmania’s obligations to contribute to alleviating the causality and implications of climate change.

It is important to note however, that the City of Hobart continues to support the transport design outcomes proposed in the October 2020 proposal; and will embrace working with the Department of State Growth and Infrastructure Tasmania to realise the co-benefits of enhanced transit, pedestrian, and bike riding infrastructure.

'The Freeway Feeling' and loss of place

The proposed road expansion is reinforcing the freeway feeling of the couplet roads of Macquarie and Davey Streets and the Southern Outlet. This expansive and inherently dangerous infrastructure has created a physical separation between the Hobart CBD and the Waterfront and the communities of South Hobart, Sandy Bay and Battery Point. This is having a critical effect on these resident’s travel behaviour, where driving a car is the only safe and reliable method to move around the city and ingraining unnecessary inner city car travel.

The “Freeway Feeling” is not conducive with the feeling of place necessary to improve the cities perceived value, business trading conditions and city amenity. These couplet roads have some of the most significant heritage values in Tasmania and have an established built form that encourages a strong diversity of commercial and residential uses.

Austrroads, as well as a vast swathe of academic and urban literature, has detailed detrimental impact of major roads on local economies. Sacrificing Hobart’s CBD economy, culture and amenity for mildly improved traffic flows must be considered as a cost in the business case.

Tasmania’s visitor economy is restricted by the challenging movement network between activity precincts that limits visitor spending, reducing the access and amenity of heritage and cultural assets and the enjoyability of being in Hobart.

The graphic below details the proposals deterioration of local connectivity.

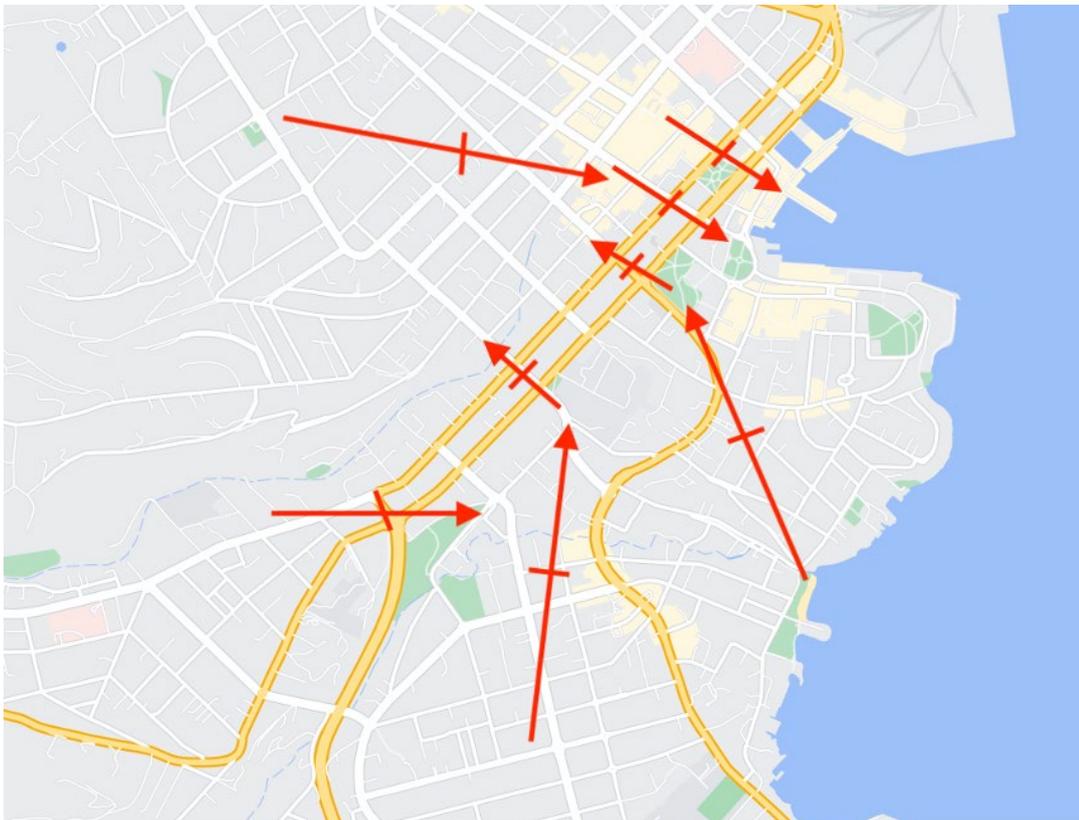


Figure 1: Loss of connectivity breakdowns between Retail Precinct plans and tourism and cultural assets



Induced demand and creating expensive problems for the future

As formally recognised by Infrastructure Tasmania's *Hobart Transport Vision*:

“Doing nothing is not an option, nor can we simply build our way out of the problem. Evidence has proven that more roads and wider roads result in more cars and worse congestion.”

It is unclear how the Department of State Growth has digressed from its Vision position to favour a solution in direct opposition. It is understandable that the intuition of expanding capacity during peak periods would alleviate congestion in the short term. However, the implications of induced demand would mitigate any congestion relief to be in medium to long term and no substantial benefit to either people or commuters of the City of Hobart.

As the **2019 MR Cagney Parliamentary submission to Greater Hobart's congestion details:**

“Our view is that seeking to address congestion by simply building more road capacity is like loosening your belt to address obesity. The approach is unsustainable and unaffordable and fails to recognise underlying factors influencing travel including poor land use planning, lack of investment in alternate mode choice and the socialisation of the cost of parking which distorts travel cost and hence travel choice. Further, research has shown capacity improvements only reduce congestion for 7, possibly 10 years, before the adverse impacts re-emerge. ”

The City expects evidence that expanding the roadway has proven to be the most whole-cost-effective solution for the medium to long term that meets the State and Cities transit and active transport target before it can endorse the plan.

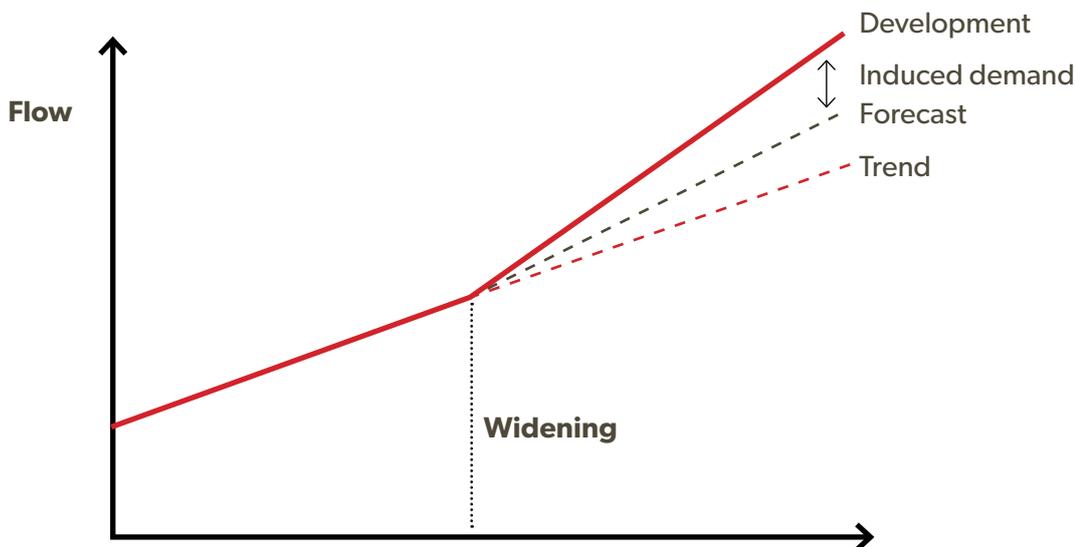


Figure 2: Induced travel demand trends for saturated road networks (source)



UNIVERSITY OF TASMANIA SOUTHERN TRANSFORMATION

The UTas Southern Transformation is expected to radically alter the priorities of the city and its infrastructure. This current proposal undermines efforts by the City of Hobart and the University of Tasmania to decouple growth and travel movements in Hobart from increased congestion.

With the Kingborough Council area declared a major growth centre by the Minister for Infrastructure, the unabated development of car-based transport options at the spatial and safety expense of transit and active transport in no way discourages inefficient private vehicle usage.

PEDESTRIAN AND BIKE RIDER SAFETY

There are serious concerns about some of the engineering solutions in the proposed development. The safety of pedestrians and cyclists to use or traverse the proposed infrastructure has apparently been approached as a secondary consideration.

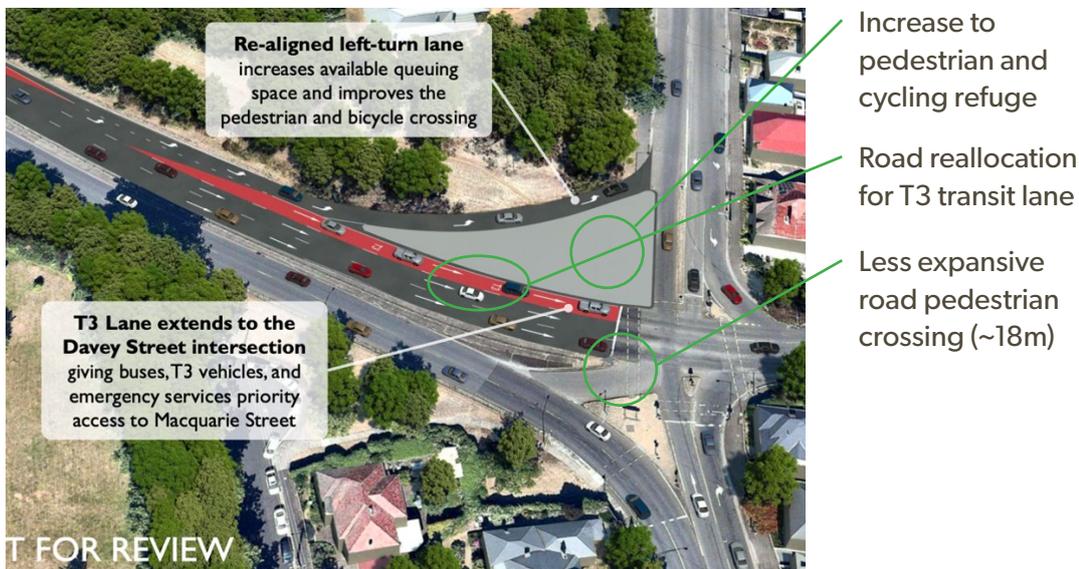


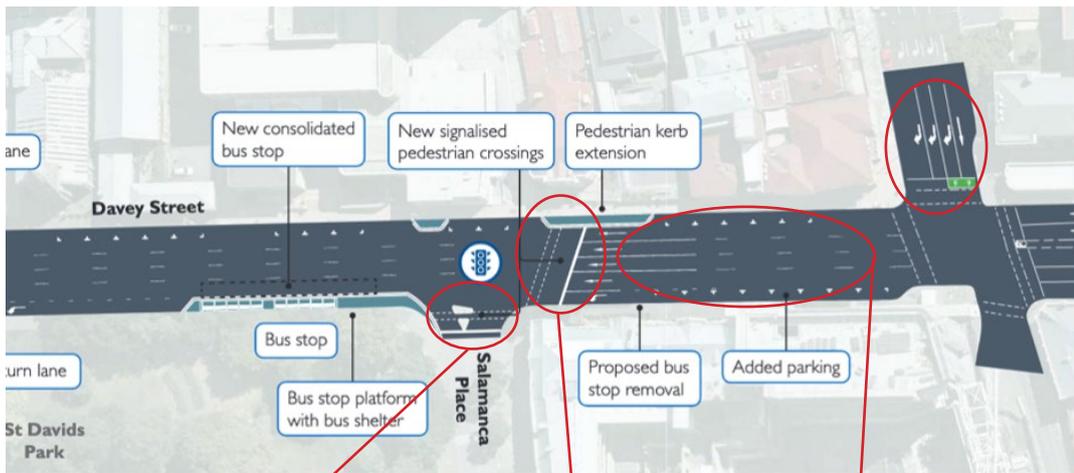
Figure 3: 2020 Draft Concept



Figure 4: 2021 Concept with less pedestrian facilities

Expansive road crossings are perilous to pedestrians, particularly the most vulnerable including the elderly and disabled, and there is no indication in the proposal how signals will be modified to protect the most at risk. Modifications to slip lanes and road exits appear to enhance the ability for vehicles to move at considerable speed, a critical threat to pedestrian safety as reflected by the recent State Road Safety campaign of transferring pedestrian safety to jumping out of the way of speeding cars while having right of way. Where pedestrian crossing is being upgraded, there is a distinct breakdown of logical pedestrian movement ways and may reasonably be considered as a way of restraining pedestrian movement in favour of vehicles.

Figure 5 - reduced pedestrian priority crossing



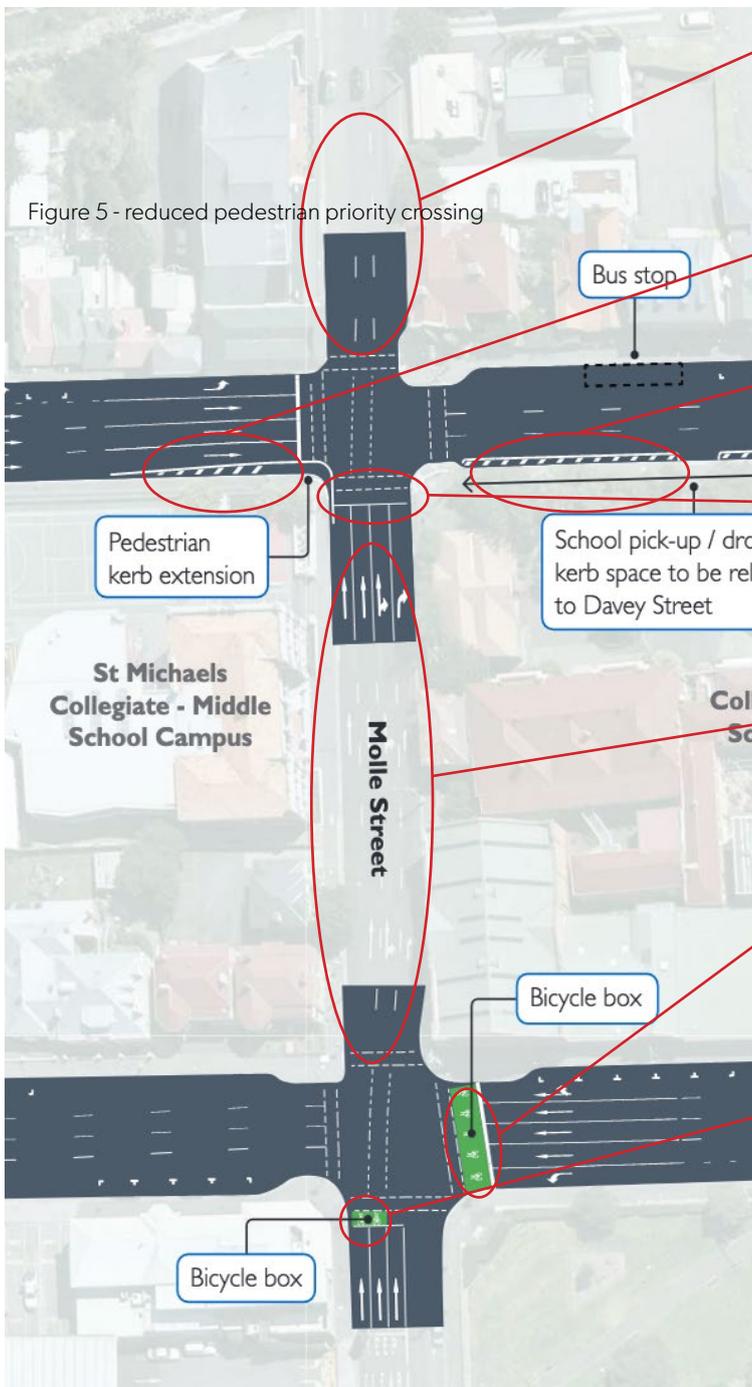
Pedestrian signalisation reduces ped priority at Salamanca Pl in favour of turning vehicles

Ped crossing leads to low amenity footpath and two sets of signals from CBD to enter new bus stop

High volume/low-capacity roadway likely to increase CBD congestion and impingement across Murray St ped crossings



The positive provisioning of bike riding infrastructure is always welcome in the City of Hobart so long as it is safe and efficient for both bike riders and adjacent road traffic. The proposed bike lane has merits, however, there are serious concerns for the network benefit for cyclists and extraordinarily dangerous conflict points that have been engineered into the proposed design. The proposed plan does not account for existing or proposed bike infrastructure, particularly on Molle Street and its connection to Collins Street and the Hobart Rivulet.



Poor connectivity across Molle St onto existing bike lanes and anticipated Collins St infrastructure

Low protection for expanded ped facilities near school

Reallocated bus stops not indicated on Davey St

Removal of bike box reduces safety of vehicles trying to approach bike network infrastructure

Poorly defined added lane leading to conflict between Molle St bike riders and vehicles

Unsafe and illogical bike boxes – how would a bike turn right on to Molle St with green light?

Inadequate bike boxes to enable "hook turn" from Davey to Molle St



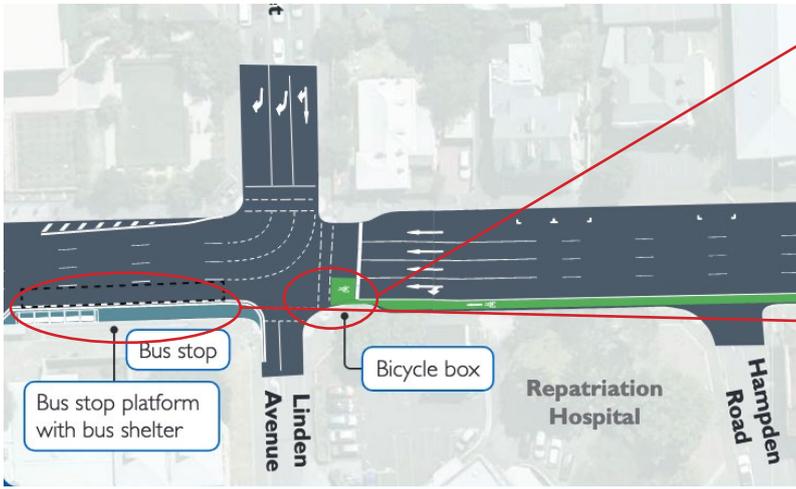
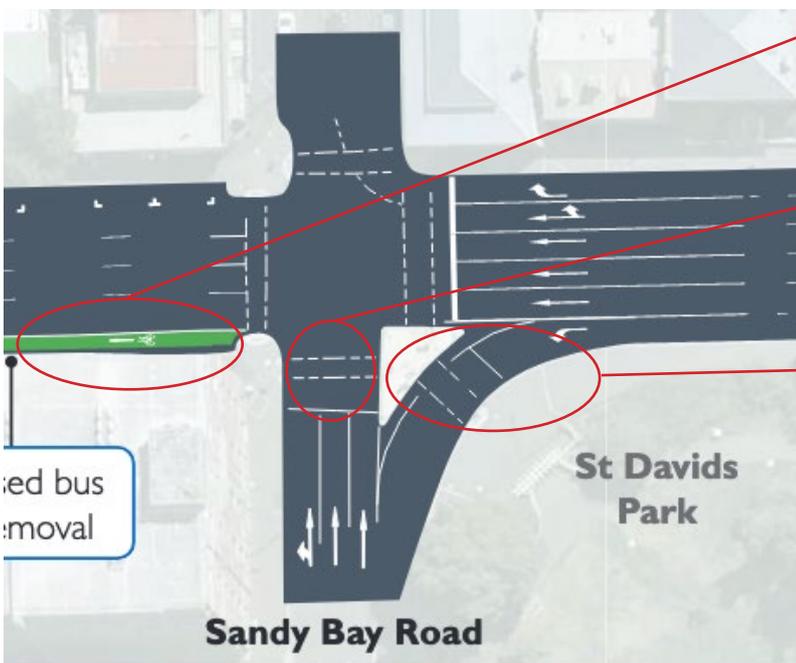


Figure 6: critical conflict points for proposed bike infrastructure

Extremely dangerous conflict points as bikes move from bike lane to active roadway. Irrelevant bike box on priority roadway (light is not often red)

High conflict and low coherence between bicycles and proposed bus stop patrons and infrastructure



Poor access for bicycles to enter the new proposed infrastructure

No bike boxes or infrastructure from Sandy Bay Rd on to Harrington St

Insufficient ped + bike refuge or signal priority for critical ped route to waterfront and high-speed slip lane onto Sandy Bay Rd

PARKING AND CLEARWAYS

The City of Hobart is open to the removal or reallocation of on-street parking but will defend the practicality of the local businesses to continue and enhance their trading conditions. The City of Hobart, following evidence from numerous other Australian cities, does not consider it appropriate that parking facilities currently used for business parking are being altered to improve traffic flow through the provision of a clearway. This is a double negative for the adjacent businesses – limiting customer or client access while eroding the streets amenity and any benefits of enhanced pedestrian facilities.

Understanding the physical constraints of many Hobart streets to increase their parking provision, this double whammy is unacceptable for the City of Hobart’s obligations to equitable access.

The intention of the Department of State Growth to syphon city bound traffic through Molle Street will be influenced by the new signalised intersection and new priority bike infrastructure at Collins Street. To ensure that each transport mode has equitable, safe, and efficient access through this important intersection is an imperative before recommended re-routing can be initiated.



ENVIRONMENTAL IMPACT ASSESSMENT

From the evidence presented to the City of Hobart from the Department of State Growth and community members and groups, there is a seeming lack of Environmental Impact Assessment (EIA) occurring for major transport projects – especially development through residential areas. As per good governance, the City of Hobart expects a comprehensive EIA for the proposed development areas of the Southern Project before it can endorse the details of any design and construction. Essential for the health and wellbeing of the residents and nature, this EIA should include:

- Noise impact of construction and functionality of the new roadway - inclusive of the impact to residents of any demolition and earthworks. Acoustic analysis of the existing roadway should be assessed to determine road noise impacts of the road as per the day/night standards established by the Tasmanian EPA. Should noise exceed allowable levels for residents, noise mitigation devices should be installed.
- Light pollution and smart devices including streetlights, signals, and signage. The proposed development of the Southern Outlet may have significant implications for the spill light pollution into residential areas and more broadly, onto the dark skies of Hobart. A lighting impact assessment should include light pollution attenuation technologies, impact on wildlife and smart systems to minimise unnecessary energy or light usage.
- Wildlife management. Understanding the value that Hobartians place on their natural environment, mitigating wildlife entry into active roadways and measures for avoiding roadkill should be incorporated into the development of transport infrastructure. This consideration should be prioritised for bushland and known wildlife crossings near the roadway. Progressive infrastructure solutions will help build the Tasmanian brand and protect biodiversity in our peri-urban environments.
- Weather, emission, and particulate matter monitoring. The increased understanding of the effect of air quality on human health demands we establish benchmarks for the air quality around our roadways. Aligned with the City of Hobart smart city priorities, utilising technological solutions to track atmospheric and emission air quality over road use periods and seasons will demonstrate the impact of transitional fuels and technologies over time.



Options and Opportunities

The City of Hobart encourages the Department of State Growth to consider the following options and opportunities as part of the development of the Southern Projects:

VARIABLE SPEED LIMITS AND “SMART FREEWAYS” ON SOUTHERN OUTLET

- Slow speed on Southern Outlet to **reduce pressure on saturated peak periods**
- Reduce likelihood and severity of road crashes during peak periods that can compromise the system
- Already demonstrated on Tasman Highway

NETWORK HIERARCHY, BRIDGES AND OVERPASSES

- Simplify the vehicle entry and establish hierarchy of priority at important transit, pedestrian, and bicycle connection routes (especially around the Hobart waterfront, Molle Street, Regent Street, and Southern Outlet crossings)
- Where unable to provide low conflict/risk street level intersections, bridges and overpasses must be considered to eliminate the threat and cost of conflict
- Progress on pathways to realise the grade separated Hobart Transit Centre
- Southern Outlet linking South Hobart to Sandy Bay - Pedestrian overpass
- Molle Street – vehicle overpass to bypass Collins St pedestrian and bike network

SMART CITY INFRASTRUCTURE

- Transitioning underground electrical infrastructure and optimising underground utilities for potential street trees planting
- Engineering advice for locations and power/IT infrastructure for smart signage over and adjacent to roadways
- Smart monitoring systems to track traffic flow and demand, as well as environmental and atmospheric conditions



PEAK PERIOD RESTRICTIONS AND CHARGES

- Explore administration of peak period restrictions for heavy vehicles
- Understand “**Low Emission Zones**” and how IT and administrative infrastructure can encourage and incentivise the use of low-emission vehicles
- Peak hour incentives for sustainable transport options
 - » Ride/Walk to Work/School initiatives
 - » Reduced fares on public transport

CARBON ACCOUNTING AND NEUTRALITY

- Developing Carbon auditing of whole-of-project to account and offset carbon emissions
- Imbued carbon in materials and reductions through design and material choices

ASSOCIATED PLACE/BUSINESS PLAN

- Plan and funding to offset any loss of amenity for people out of cars with investment into place improvement upgrades
- Business impact offset scheme to alleviate impact on trade during construction and loss of access amenity to businesses

In conclusion, as discussed earlier in this submission, the City of Hobart continues to support the transport design outcomes proposed in the October 2020 proposal and will embrace working with the Department of State Growth and Infrastructure Tasmania to realise the co-benefits of enhanced transit, pedestrian, and bike riding infrastructure.

the City of Hobart continues to support the transport design outcomes proposed in the October 2020 proposal





City of **HOBART**