

**2022**

**THE LEGISLATIVE ASSEMBLY FOR THE  
AUSTRALIAN CAPITAL TERRITORY**

**Variation to the Territory Plan 357  
End-of-Trip Facilities General Code**

**Presented by Mick Gentleman MLA  
Minister for Planning and Land Management**

**August 2022**

# Planning and Development (Plan Variation 357) Approval 2022

Notifiable instrument NI2022–

made under the

**Planning and Development Act 2007, s 76 (Minister's powers in relation to draft plan variations)**

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## 1 Name of instrument

This instrument is the *Planning and Development (Plan Variation 357) Approval 2022*.

## 2 Commencement

This instrument commences on the day after its notification day.

## 3 Approval of draft plan variation

(1) I approve under section 76 (2) (a) of the *Planning and Development Act 2007* the plan variation 357 to the Territory Plan.

(2) In this section:

*plan variation 357 to the Territory Plan* means the plan variation in the schedule.



Mick Gentleman MLA  
Minister for Planning and Land Management

4<sup>th</sup> August 2022



**ACT**  
Government

Environment, Planning and  
Sustainable Development

**Schedule (See section 3 (2))**

*Planning and Development Act 2007*

# **Variation to the Territory Plan 357**

**End-of-Trip Facilities General Code**

**August 2022**

Final variation prepared under section 76 of the  
*Planning and Development Act 2007*

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# 1. EXPLANATORY STATEMENT

## 1.1 Background

### **The policy development background**

The ACT Government's vision for Canberra is to be a healthy and active city. Active living and active travel are considered integral to this vision. The ACT Government is committed to providing facilities that support active travel and active living through its policies and programs.

The Planning Minister's 2015 Statement of Planning Intent includes priorities to create environments that support walking, cycling and other forms of active travel and demonstrates that planning encourages greater take-up of active travel. The Statement of Planning Intent calls for active living principles to be incorporated into the Territory Plan, and for the Bicycle Parking General Code to be reviewed to promote best practice bicycle parking and end-of-trip facilities for bicycle riders and other active travel users.

In response to the Statement of Planning Intent, a review of the Bicycle Parking General Code was undertaken by the Transport Canberra and City Services Directorate in consideration of whether the Bicycle Parking General Code meets best practice industry standards. The review concluded that the Bicycle Parking General Code needed updating and should be replaced. In 2017, Draft Variation 357 was prepared to replace the Bicycle Parking General Code with a new End-of-Trip Facilities General Code to provide end-of-trip facilities for bicycle riders and other active travel users.

The new code encourages greater use of active travel. In order to support active travel, end-of-trip facilities are required to meet existing demand and foreseeable increases in demand, without incurring an unreasonable burden on building developers, owners and managers. The code plays a pivotal role in seeking to make active travel a mainstream element of Canberrans' daily lives.

Although principally for bicycle riders, showers, lockers, change rooms and drying facilities are also used by other active travel users who use active travel to get to work or educational institutions, or exercise at lunch time. End-of-trip facilities encourage people to use active travel modes of transport now and into the future. This is consistent with the Government's plan to promote physical activity and healthy lifestyles by providing accessible opportunities for active travel users and reducing the barriers that might limit the uptake of these activities.

The provision of bicycle parking facilities at destinations and places of residence provides the fundamental requirements to support cycling as a form of active travel. In many instances, the provision of basic bicycle parking with good passive surveillance adjacent to a building entrance may be all that is required.

Commuters and riders, however, also require longer term parking, more secure facilities and appropriate showers and change rooms.

Showers and change facilities in workplaces reduce barriers to active travel and contribute to making active travel a viable alternative to less sustainable travel modes such as private car trips. To change travel choices, and make active travel more attractive, it is necessary to equip workplaces with convenient, easy to locate and functional end-of-trip facilities. These facilities offer benefits and/or incentives to bicycle riders as well as other people who walk or exercise regularly.

One set of uniform provision rates are proposed to determine the required number and size of end-of-trip facilities for non-residential development based on land use type. The resultant rates are designed to cater for an overall mode share target of seven percent both for walking and bicycle riding. Many areas, particularly within inner Canberra are likely to exceed this target.

Cycling mode share percentages for each area were calculated using ABS Census (2016) data for transport mode by place of work. The ABS information was separated into four categories: private vehicle, public transport, cycling and walking.

### **Previous Public Consultation (2017)**

The draft variation was initially released for public consultation in 2017 for a period of six weeks. During that process, a total of five written submissions were received. Three were from professional/industry organisations. One was from a private company and one was from an individual.

All five submissions supported the intent of the draft variation in providing facilities for bicycle riders and other active travel users at either end of a trip (either origin or destination).

The key issues raised by the submitters are summarised below:

- Changes to the definition of *gross floor area* to clarify what is excluded from the gross floor area calculation to determine the amount of end-of-trip facilities to be provided
- Clarification of the type of developments that trigger the application of the code
- Flexibility of location of end-of-trip facilities to cater for building design and tenancy requirements

- Preference for including criteria which allow some flexibility in meeting requirements rather than only mandatory rules
- The proposed provision rates for end-of-trip facilities were generally considered too high, especially for City and town centres.

### **Collaborative consultation and reasons for revisions to the draft variation**

To work through the key issues, a series of workshops were held from 2017 to 2019 with interested community and professional/industry stakeholders. The outcomes of this collaboration resulted in changes to the draft variation which are summarised below:

- Introduce a new definition, being for *net lettable area* contained in the code to more accurately reflect the number of people in a building during business operating hours, and further clarify the *gross floor area* definition.

Concerns were raised about using *gross floor area* to calculate the minimum requirement for bicycle parking spaces. These concerns included that the *gross floor area* would include not just floor area, but also other areas within a building that were not able to be occupied, such as circulation areas, kitchens, bathrooms, lifts and stairwells.

It was discussed at the workshops that the definition of *net lettable area* would better reflect the usable floor area for workers in a building and generate a more accurate calculation of the number of short and long-stay bicycle parking required for new and refurbished buildings.

Based on these discussions, the current definition of *gross floor area* in the Territory Plan is proposed to be amended and introduce the definition of *net lettable area* in the code.

- Clarify the types of development where the code will apply.  
The code has been changed to make sure that bicycle parking rates are consistent with development types that are defined in the Territory Plan.  
For example, educational establishment is a use defined in the Territory Plan and a rate for this land use was not previously specified. Rather than bicycle parking rates being stipulated for primary, secondary and tertiary schools it is proposed that the same provision rate will apply to all educational establishments.
- Allow for flexibility in the location of end-of-trip facilities, especially for major alterations and extensions to existing buildings that require a development application.

The draft variation initially prescribed rules and criteria for the location of long and short-stay bicycle parking arrangements. At the workshops key stakeholders gave examples where the proposed provisions would be difficult to achieve.

Examples included:

- Difficulty in providing end-of-trip facilities at the prescribed location for developments involving major alterations and/or extension to existing buildings
- The desired location of short-stay bicycle parking would be difficult to achieve in areas where the verge adjacent to a development is narrow and/or where street furniture and landscaping are extensive.
- Simplify the calculation of end-of-trip facilities by proposing one set of provision rates that apply to the entire ACT, instead of three sets of rates for three geographical areas across the ACT that were generally considered too high for the City and town centres.

The draft variation initially proposed three different bicycle parking rates for the City; town centres, Northbourne Avenue Corridor and Dickson Group Centre; and for the rest of Canberra.

During the workshops, concerns were raised by certain stakeholders that the bicycle parking rates for the City were too high, particularly for the proposed short-stay bicycle parking rates for development types such as drink establishments and restaurants, whilst other stakeholders noted that the lower bicycle parking rates outside the City and town centres would not necessarily result in more active travel.

In addition, it was noted in the workshops that improved end-of-trip facilities alone would not result in higher bicycle usage without more investment in other capital works and travel demand management initiatives.

Following these discussions, feedback was sought from the key stakeholders involved in the workshops as to how the rates of provision could support the anticipated increase in cycling and walking in the ACT. A single set of provision rates for land uses were agreed that are similar to the rates that previously applied to town centres, the Northbourne Avenue Corridor and Dickson Group Centre. The analysis that TCCS undertook also showed that uniform rates can achieve the mode share target of seven to ten percent across the Territory.

- Provide criteria to increase flexibility in meeting code requirements for most of the rules that were previously proposed to be mandatory.

During the workshops, some stakeholders felt that the number of mandatory rules could result in difficulties achieving the requirements. The addition of criteria provides increased flexibility for industry to provide facilities in an innovative way that may even exceed code requirements.

## **1.2 Summary of the Proposal**

The variation replaces the Bicycle Parking General Code in the Territory Plan with a new End-of-Trip Facilities General Code. The aim of the code is to provide adequate facilities for bicycle riders and other active travel users at either end of a trip (either origin or destination). These facilities include bicycle parking, showers, change rooms, lockers, and drying areas.

The End-of-Trip Facilities General Code applies to all new developments, major alterations or extensions to existing buildings and/or changes of use that require a Development Application.

The End-of-Trip Facilities General Code does not apply to single residential development or to end-of-trip facilities provided on public land. Such facilities on public land are the responsibility of the ACT Government. Some guidance on these facilities is provided in the Municipal Infrastructure Standards 05 – Active Travel Facilities Design and Planning for Active Travel.

## **1.3 The National Capital Plan**

The *Australian Capital Territory (Planning and Land Management) Act 1988* (Cwlth) established the National Capital Authority (NCA) with two of its functions being to prepare and administer a National Capital Plan (NCP) and to keep the NCP under constant review and to propose amendments to it when necessary.

The NCP, which was published in the Commonwealth Gazette on 21 January 1990 is required to ensure that Canberra and the Territory are planned and developed in accordance with their national significance. The *Australian Capital Territory (Planning and Land Management) Act 1988* (Cwlth) also required that the Territory Plan is not inconsistent with the NCP.

In accordance with section 10 of the *Australian Capital Territory (Planning and Land Management) Act 1988*, the NCP defines the planning principles and policies for Canberra and the Territory, for giving effect to the object of the NCP and sets out the general policies to be implemented throughout the Territory, including the range and nature of permitted land uses.

It also sets out the detailed conditions of planning, design and development for areas that have special significance to the National Capital known as designated areas and identifies special requirements for the development of some other areas.

## 1.4 Changes to the Territory Plan

Detailed changes to the Territory Plan are noted in section 2 Variation.

## 1.5 Consultation on the Draft Variation

The draft variation was released for public comment between 7 August 2021 and 17 September 2021 with a further extension of the consultation period until 29 October 2021. A consultation notice under section 63 of the *Planning and Development Act 2007* (P&D Act) was published on the ACT Legislation Register on 7 August 2021 and on 10 September 2021 for the extension. A public notice was placed on the ACT Government public notices website on 9 August 2021 and on 10 September 2021 for the extension.

A total of six written submissions were received:

- three submissions were from individuals
- one submission was from the Conservation Council
- one submission from Pedal Power ACT and
- one submission from Molonglo, a developer company.

Comments related to the following:

Issue	Number of Submissions
Support for the intent of the draft variation	3
Provision of adequate locker space needed	3
Greater ambition needed to drive significant shift from car use to active travel	2
Rapid implementation of end-of-trip facilities needed	2
Other measures to support uptake of active travel needed	2
Code should also be applicable to Government facilities	2
Code should clarify responsibilities within type of development	2
Existing buildings need to be addressed	2
Provision rates should accommodate future growth	2
Bicycle parking needs to accommodate variety	2
End-of-trip facilities must support broad participation	2
Associated companion guide needed	2
Code needs a statement of purpose / objective	1

Definition of 'gross floor area' needs revising	1
Definition of 'end-of-trip facilities' needs revising	1
Umbrella term 'SHOP' is excluded from tables in the code	1
Code should apply to more specific uses such as cafes and retail use	1
Carparking should be offset with active travel facilities	1
'Outdoor recreation' would fit better under Table 3	1
Short stay rates should be increased for some uses	1
Provisions for proximity to destination and the cycling network need to be reconsidered	1
Long-stay parking should be sufficiently secure	1

The above issues were considered and are detailed in a report on consultation. Changes were informed by the issues raised. The outcomes of consultation were considered by the Minister responsible for planning prior to approval of this variation.

## **1.6 Revisions to the Draft Variation Recommended to the Minister**

No changes have been made to the draft variation following the referral of the recommended version to the Minister responsible for planning.

## 2. VARIATION

### 2.1 Variation to the Territory Plan

The Territory Plan is varied in all of the following ways:

#### 1. General Codes, Part 11.2 Bicycle Parking General Code

*Substitute*

Bicycle Parking General Code

*with*

End-of-Trip Facilities General Code (**Appendix A**).

#### 2. Part 3-9 Zone Development Codes, Part 10 Precinct Maps and Codes and Part 11. General Codes

*Substitute*

All references to the 'Bicycle Parking General Code'

*with*

'End-of-Trip Facilities General Code'

#### 3. Part 13 Definitions, Part 13.1 Definitions

*Substitute*

**Active Travel** is defined as physical activity undertaken as a means of transport and not purely as a form of recreation. Active travel can include walking, cycling and scooting – as well as skating, skateboarding, and the use of mobility aids. Active travel also includes using any of these forms as incidental activity associated with the use of public transport.

*Insert*

**End-of-trip facilities** means places where amenities are provided for bicycle riders and other active travel users at either end of a trip (either origin or destination). The end-of-trip facilities can include amenities such as bicycle parking, shower and change facilities, lockers and drying areas.

*Substitute*

**Gross floor area (GFA)** means the sum of the area of all floors of the building measured from the external faces of the exterior walls, or from the centre lines of walls separating the building from any other building, excluding any floor area reasonably used and necessary solely for fixed mechanical plant, bicycle parking and associated end-of-trip facilities, and/or basement car parking.

## Interpretation service

ENGLISH	If you need interpreting help, telephone:
ARABIC	: إذا احتجت لمساعدة في الترجمة الشفوية ، إتصل برقم الهاتف :
CHINESE	如果你需要传译员的帮助，请打电话：
CROATIAN	Ako trebate pomoć tumača telefonirajte:
GREEK	Αν χρειάζεστε διερμηνέα τηλεφωνήσετε στο
ITALIAN	Se avete bisogno di un interprete, telefonate al numero:
MALTESE	Jekk għandek bżonn l-għajjnuna t'interpretu, ċempel:
PERSIAN	: اگر به ترجمه شفاهی احتیاج دارید به این شماره تلفن کنید:
PORTUGUESE	Se você precisar da ajuda de um intérprete, telefone:
SERBIAN	Ako vam je potrebna pomoć prevodioca telefonirajte:
SPANISH	Si necesita la asistencia de un intérprete, llame al:
TURKISH	Tercümana ihtiyacımız varsa lütfen telefon ediniz:
VIETNAMESE	Nếu bạn cần một người thông-ngôn hãy gọi điện-thoại:

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Environment, Planning and  
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# End-of-Trip Facilities General Code

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# Introduction

## Name

The name of this code is **End-of-Trip Facilities General Code**.

## Application

This code applies to all new developments, major alterations and/or extensions to existing buildings (if the work affects more than 50% of the floor area of the whole of an existing building), or changes of use that require approval of a Development Application (DA) by the planning and land authority.

Table 1 identifies the developments that are required to comply with this code.

**Table 1: Development required to comply with this code**

Airport	Drive-in cinema	Outdoor recreation facility
Animal care facility	Educational establishment	Personal service
Aquatic recreation facility	Emergency services facility	Place of assembly
Boarding house	Farm tourism	Place of worship
Bulk landscape supplies	Freight transport facility	Produce market
Bulky goods retailing	Funeral parlour	Public transport facility
Caravan park/camping ground	Group or organised camp	Railway use
Cemetery	Health facility	Religious associated use
Child care centre	Hospital	Residential care accommodation
Civic administration	Indoor entertainment facility	Restaurant
Club	Indoor recreation facility	Scientific research establishment
COMMERCIAL ACCOMMODATION USE	Industry	SHOP
Community activity centre	Light industry	Student accommodation
Community theatre	Mental health facility	Supermarket
Corrections facility	Minor use	<i>Supportive housing</i>
Craft workshop	Mobile home park	Take-away food shop
Cultural facility	<i>Multi-unit housing</i>	Tourist facility
Department store	Municipal depot	Veterinary hospital
Drink establishment	NON-RETAIL COMMERCIAL USE	Warehouse
		Vehicle sales

This code does not apply to single residential development. This code does also not apply to end-of-trip facilities provided on public land which are the responsibility of the ACT Government. Some guidance on these facilities is provided in the Municipal Infrastructure Standards Part 5 - Active Travel.

The developments listed in table 3 do not have a set rate specified for the number of end-of-trip facilities required, and as such should be provided to the satisfaction of the planning and land authority.

## National Capital Plan

Where a development is subject to special requirements under the National Capital Plan (NCP), or any relevant development control plan prepared under the NCP, the development must not be

inconsistent with the special requirements or development control plan. Where any provision of this is inconsistent with special requirements under the NCP, or any relevant development control plan prepared under the NCP, that provision has no effect.

### **Purpose**

The purpose of the code is to make sure that adequate facilities are provided for bicycle riders and other active travel, sporting and recreational user groups at either end of a trip (either origin or destination). These facilities include bicycle parking, showers, change rooms and lockable personal storage devices (lockers).

End of trip facilities are to be provided for non-residential development and the non-residential component of mixed use development in all zones in accordance with the tables in the code.

This code will be used by the planning and land authority to assess all new development proposals, major alterations and/or extensions to existing buildings, or changes of use that require a DA.

### **Structure**

This code has an introduction, a reference to other relevant codes and the following parts:

**Part A – Provision of end-of-trip facilities** stipulates the standard requirement for the number of end-of-trip facilities based on the type, size and location of a development, and a corresponding criterion which provides the qualitative controls for the development.

**Part B – Design requirements of end-of-trip facilities** provides the general requirements to be met for end-of-trip facilities design, including the type of bicycle parking device, their placement, access and other considerations.

Each part contains one or more elements. Each element has one or more rules and, unless the rule is mandatory, an associated criterion. Rules provide quantitative, or definitive, controls. In contrast, criteria are chiefly qualitative in nature.

In some instances rules are mandatory. Such rules are accompanied by the words “This is a mandatory requirement. There is no applicable criterion.” Non-compliance with a mandatory rule will result in the refusal of the DA. Conversely, the words “There is no applicable rule” is found where a criterion only is applicable.

### **Assessment tracks**

Assessment tracks for particular developments are specified in the relevant zone development table.

Proposals in the **code track** must comply with all rules relevant to the development.

Proposals in the **merit track** and **impact track** must comply with a rule or its associated criterion, unless the rule is mandatory (i.e. it has no related criterion). Where a rule is fully met, no reference to the related criterion needs to be made. Where there is a departure from a rule, or where a criterion only applies, the onus is on the applicant to demonstrate that the relevant criterion is satisfied, through supporting drawings and/or written documentation. In addition, the applicant for proposals in the impact track must justify any non-compliance by reference to the Statement of Strategic Directions.

### **Code hierarchy**

Where more than one type of code applies to a development, the order of precedence when there is inconsistency of provisions between codes is precinct code, development code, and general code, as defined by the *Planning and Development Act 2007*.

### **Definitions**

Defined terms and references to legislation and other documents are italicised.

Definitions of terms used in this code are listed in part 13 of the Territory Plan or, for terms applicable only to this code, listed below and associated with the respective rule.

**Active travel** means physical activity undertaken as a means of transport and not purely as a form of recreation. Active travel can include walking, cycling and scooting – as well as skating, skateboarding, and the use of mobility aids. Active travel also includes using any of these forms as incidental activity associated with the use of public transport.

**At-grade** means the same level as the surrounds. This will commonly be street-level, however should be considered in the context of the surrounding bicycle riding network for more complex sites.

**AS1158.3.1** means the Australian Standard for Pedestrian Area (Category P) Lighting, as amended from time to time.

**AS2890.3** means the Australian Standard for Parking Facilities Part 3: Bicycle Parking Facilities, as amended from time to time.

**Bicycle parking device** means a product constructed of high security material designed to provide stability to a bicycle parked in or against the device. For example, bicycle rails or hanging racks.

**Bicycle parking spacing envelope** means the design space of a standard bicycle, which allows for locking and parking movements as defined by AS2890.3

**Long-stay user** means a category of user generally defined by the time spent at the end-of-trip (either origin or destination) where the duration of the stay is typically half a day or more. Long-stay users generally include employees, residents, and students.

**Major alterations and/or extensions to existing buildings** means works to an existing building that affects more than 50% of the floor area of the whole of the existing building.

**Mode share** means the percentage of people using a particular 'mode' (or category) of transport.

**Mode shift** means the change in the mode share of a demographic within a given area.

**Multi-tier bicycle parking** means a multi-tier bicycle parking racking system in accordance with AS2890.3.

**Net lettable area (NLA)** means the sum of a building's lettable floor area measured from the interior faces of the exterior walls, excluding the areas for stairs, fire stairs, accessways, lift shafts, toilets, recessed doorways, cupboards, fire hose reel cupboards, smoke lobbies (must be compliant with relevant Acts and Regulations), escalators, plant/motor rooms, telecommunications cupboards, kitchen and other service areas, and lift lobbies and areas dedicated to public spaces and the like.

**Primary access** means the most logical route between the entry/exit points at arrival to/from the building with a bicycle.

**Short-stay user** means a category of user generally defined by the time spent at the end-of-trip (either origin or destination) where the duration of the stay is typically a few hours or less. Short-stay users generally include shoppers, meeting attendees or residential visitors.

**Wheeling ramp and/or bicycle channel** means a device that makes stairs accessible to bicycle riders.

#### Acronyms

AS	Australian Standard	NCP	National Capital Plan
DA	Development Application	NLA	Net Lettable Area
GFA	Gross Floor Area		

## Relevant development codes and general codes

Development codes that may be relevant to the End-of-Trip Facilities General Code are:

- Residential Zones Development Code
- Multi Unit Housing Development Code
- Commercial Zones Development Code
- Industrial Zones Development Code
- Community Facility Zone Development Code
- Parks and Recreation Zone Development Code
- Transport and Services Zone Development Code
- Non-Urban Zones Development Code

In addition to the **development codes** specified above, **general codes** may be relevant. The following general codes, in particular, may be relevant to the End-of-Trip Facilities General Code:

- Parking and Access General Code
- Crime Prevention through Environmental Design General Code

Development must comply with all relevant codes (including precinct codes and other general codes not listed above), subject to the code hierarchy outlined in the introduction to this code. General codes are found in part 11 of the Territory Plan.

# Part A – Provision of end-of-trip facilities

## Element 1: End-of-trip facilities provision

Rules	Criteria
<b>1.1 Bicycle parking facilities for long-stay users</b>	
<p>R1</p> <p>Development listed in table 2 provides on-site secure bicycle parking spaces for long-stay users in accordance with the relevant rates shown in table 4.</p> <p>Net lettable area is calculated in one of the following ways:</p> <ul style="list-style-type: none"> <li>a) in accordance with the NLA definition</li> <li>b) 85% of a building's gross floor area.</li> </ul> <p><b>Note:</b> Wall-mounted bicycle parking devices located above the bonnet of car parking spaces must not be counted toward the provision of bicycle parking required to meet this rule.</p>	<p>C1</p> <p>The required amount of on-site bicycle parking spaces for long-stay users may be varied, to the satisfaction of the planning and land authority and the government entity responsible for bicycle parking facilities, after consideration of a proposal to construct secure off-site end-of-trip facilities at a nearby location.</p>
<b>1.2 Bicycle parking facilities for short-stay users</b>	
<p>R2</p> <p>Development listed in table 2 provides publicly accessible bicycle parking spaces for short-stay users in accordance with the relevant rates shown in table 4.</p> <p>Net lettable area is calculated in one of the following ways:</p> <ul style="list-style-type: none"> <li>a) in accordance with the NLA definition</li> <li>b) 85% of a building's gross floor area.</li> </ul> <p><b>Note:</b> Wall-mounted bicycle parking devices located above the bonnet of car parking spaces must not be counted toward the provision of bicycle parking required to meet this rule.</p>	<p>C2</p> <p>For development listed in table 2, short-stay bicycle parking must be provided to meet the anticipated demand of users, to the satisfaction of the planning authority and the government entity responsible for bicycle parking facilities.</p>
<b>1.3 Bicycle parking facilities subject to individual assessment</b>	
<p>There is no applicable rule.</p>	<p>C3</p> <p>For development listed in table 3, long-stay and short-stay bicycle parking must be provided to meet the anticipated demand of users, to the satisfaction of the planning authority and the government entity responsible for bicycle parking facilities.</p>

**Table 2: Development with set rate end-of-trip facilities provisions**

Aquatic recreation facility	Emergency services facility	Produce market
Bulky goods retailing	Health facility	Public transport facility
Caravan park/camping ground	Hospital	Religious associated use
Child care centre	Indoor entertainment facility	Residential care accommodation
Civic administration	Indoor recreation facility	Restaurant
Club	Industry	Scientific research establishment
COMMERCIAL ACCOMMODATION USE	Light industry	SHOP
Community activity centre	Mobile home park	Student accommodation
Community theatre	<i>Multi-unit housing</i>	Supermarket
Corrections facility	Municipal depot	<i>Supportive housing</i>
Cultural facility	NON-RETAIL COMMERCIAL USE	Take-away food shop
Department store	Personal service	Tourist facility
Drink establishment	Place of assembly	Veterinary hospital
Educational establishment	Place of worship	Warehouse

**Table 3: Development subject to individual assessment for end-of-trip facilities**

Airport	Drive-in cinema	Minor use
Animal care facility	Farm tourism	Outdoor recreation facility
Boarding house	Freight transport facility	Railway use
Bulk landscape supplies	Funeral parlour	Vehicle sales
Cemetery	Group or organised camp	
Craft workshop	Mental health facility	

**Table 4: Provision rates for end-of-trip facilities - all areas**

Land use	Standard rates for end-of-trip facilities	
	Long-stay users (residents, employees, students)	Short-stay users (customers, patrons, visitors)
Aquatic recreation facility	1 space per 3000m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Bulky goods retailing	1 space per 1750m <sup>2</sup> NLA	1 space per 1000m <sup>2</sup> NLA
Caravan park/camping ground	1 space per 5 ha	5 spaces per ha
Child care centre	1 space per 600m <sup>2</sup> NLA	1 space per 65m <sup>2</sup> NLA
Civic administration	1 space per 200m <sup>2</sup> NLA	1 space per 400m <sup>2</sup> NLA
Club	1 space per 150m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
COMMERCIAL ACCOMMODATION USE	1 space per 250m <sup>2</sup> NLA	1 space per 250m <sup>2</sup> NLA
Community activity centre	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15 seats or 1 space per 15m <sup>2</sup> NLA
Community theatre	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15m <sup>2</sup> NLA
Corrections facility	1 space per 15 staff	Individual assessment
Cultural facility	1 space per 1200m <sup>2</sup> NLA	1 space per 60m <sup>2</sup> NLA
Department store	1 space per 1500m <sup>2</sup> NLA	1 space per 200m <sup>2</sup> NLA
Drink establishment	1 space per 150m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Educational establishment	1 space per 10 staff plus 2 spaces per 10 students	1 space per 100 students
Emergency services facility	1 space per 1000m <sup>2</sup> NLA	None
Health facility	1 space per 4 practitioners or 1 space per 1500m <sup>2</sup> NLA	1 space per 2 practitioners or 1 space per 75m <sup>2</sup> NLA
Hospital	1 space per 3 beds or 1 space per 150m <sup>2</sup> NLA	1 space per 15 beds or 1 space per 900m <sup>2</sup> NLA
Indoor entertainment facility	1 space per 3000m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Indoor recreation facility	1 space per 3000m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Industry	1 space per 800m <sup>2</sup> NLA	1 space per 2,000m <sup>2</sup> NLA or part thereof
Light industry	1 space per 800m <sup>2</sup> NLA	1 space per 2,000m <sup>2</sup> NLA or part thereof
Mobile home park	1 space per 5 ha	5 spaces per ha
<i>Multi-unit housing, including Attached house</i>	1 space per one or two bedroom dwelling, 2 spaces per three or more bedroom dwelling with a car parking space AND 1 space per bedroom for dwellings not allocated a car parking space	1 space per 10 dwellings

Land use	Standard rates for end-of-trip facilities	
	Long-stay users (residents, employees, students)	Short-stay users (customers, patrons, visitors)
Municipal depot	1 space per 2 ha	None
NON-RETAIL COMMERCIAL USE	1 space per 200m <sup>2</sup> NLA	1 space per 400m <sup>2</sup> NLA
Personal service	1 space per 500m <sup>2</sup> NLA	2 spaces, plus 1 space per 1000m NLA above 2000m <sup>2</sup> NLA
Place of assembly	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15 seats or 1 space per 15m <sup>2</sup> NLA
Place of worship	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15 seats or 1 space per 15m <sup>2</sup> NLA
Produce market	1 space per ha	30 spaces per ha
Public transport facility	1 space per 1500m <sup>2</sup> NLA	1 space per 30m <sup>2</sup> NLA
Religious associated use	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15 seats or 1 space per 15m <sup>2</sup> NLA
Residential care accommodation	1 space per 2000m <sup>2</sup> NLA	1 space per 1000m <sup>2</sup> NLA
Restaurant	1 space per 150m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Scientific research establishment	1 space per 150m <sup>2</sup> NLA	None
SHOP*	1 space per 250m <sup>2</sup> NLA	1 space per 100m <sup>2</sup> NLA
Student accommodation	1 space per student bed	1 space per 10 student beds
Supermarket	1 space per 600m <sup>2</sup> NLA	1 space per 200m <sup>2</sup> NLA
<i>Supportive housing</i>	1 space per dwelling	1 space per 10 dwellings
Take-away food shop	1 space per 250m <sup>2</sup> NLA	1 space per 100m <sup>2</sup> NLA
Tourist facility	1 space per 15 staff	1 space per 15 patrons
Veterinary hospital	1 space per 300m <sup>2</sup> NLA	1 space per 300m <sup>2</sup> NLA
Warehouse	1 space per 800m <sup>2</sup> NLA	1 space per 2,000m <sup>2</sup> NLA or part thereof

\* This applies to all other retail land uses not specifically listed in Table 4 that are included under the Territory Plan definition of SHOP.

## Part B – Design requirements of end-of-trip facilities

This part specifies the design requirements for end-of-trip facilities. End-of-trip facilities should comply with the requirements of this code. Where similar guidance is provided under the Australian Standard for Bicycle Parking Facilities, this code takes precedence. The Australian Standard specifies the minimum requirement, and in some instances this code will require a higher standard to be met.

### Element 2: Access and location

Rules	Criteria
<b>2.1 Bicycle parking spaces</b>	
<p>R4</p> <p>Bicycle parking facility security levels for long-stay users must be Security Level A or B, as set out in AS2890.3, and be:</p> <ul style="list-style-type: none"> <li>a) securely enclosed and separated from publicly accessible areas, including car parking areas</li> <li>b) protected from the weather</li> <li>c) provided on a hard floor surface such as concrete or paving.</li> </ul>	<p>C4</p> <p>Bicycle parking for long-stay users must be:</p> <ul style="list-style-type: none"> <li>a) securely enclosed and separated from publicly accessible areas, including car parking areas</li> <li>b) protected from the weather</li> <li>c) provided on a hard floor surface such as concrete or paving.</li> </ul>
<p>R5</p> <p>Bicycle parking facilities security levels for short-stay users must be Security Level C, as set out in AS2890.3.</p>	<p>C5</p> <p>Short-stay bicycle parking is located in a publicly accessible location that provides an appropriate level of security, surveillance, safety and shelter.</p>
<p>There is no applicable rule.</p>	<p>C6</p> <p>The bicycle parking location and its access route(s) must provide an appropriate level of security, surveillance, shelter and lighting, in accordance with the Crime Prevention through Environmental Design General Code and AS1158.3.1.</p>
<p>R7</p> <p>Off-site bicycle parking must be located so that there is a minimum clearance of 0.5m between a parked bicycle and the edge of a motor vehicle traffic lane, parking lane or roadway, except where exempt under AS2890.3.</p>	<p>C7</p> <p>The location of bicycle parking facilities is designed to reasonably prevent motor vehicles encroaching into bicycle parking areas.</p>

Rules	Criteria
<b>2.2 Access</b>	
<p>R8</p> <p>The access path to end-of-trip facilities provides a minimum unobstructed width of:</p> <ul style="list-style-type: none"> <li>a) 1.5m where the number of bicycle movements is less than 30 per hour in peak periods</li> <li>b) 2.5m where the number of bicycle movements is 30 or more per hour in peak periods.</li> </ul> <p>The access path to end-of-trip facilities must also be in accordance with AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>R9</p> <p>Ramp gradients must not exceed 1:12 where they are to be ridden by a bicycle rider accessing end-of-trip facilities, in accordance with AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<b>2.3 Location</b>	
<p>R10</p> <p>Bicycle parking facilities for all development listed in Table 1, except major alterations and/or extensions to existing buildings, must comply with the following:</p> <ul style="list-style-type: none"> <li>a) for long-stay users: located within one level of the building entrance and no more than 30m from this entrance</li> <li>b) for short-stay users: located at-grade and on the main access route to the entrance, is clearly visible and not more than 30m from a major entrance or destination.</li> </ul> <p>Bicycle parking facilities are located to allow a bicycle to be ridden within 30m of the end-of-trip facilities.</p> <p>The pedestrian and bicycle access paths associated with these bicycle parking facilities must feed into and provide connections to existing path networks.</p>	<p>C10</p> <p>The location of access points to the bicycle parking facility must facilitate a convenient, safe, legible and contiguous link between the site and the surrounding network.</p>
<p>R11</p> <p>Bicycle parking facilities for major alterations and/or extensions to existing buildings must comply with the following:</p> <ul style="list-style-type: none"> <li>a) for long-stay users - <ul style="list-style-type: none"> <li>i) if located within the main building, it is</li> </ul> </li> </ul>	<p>C11</p> <p>The location of access points to the bicycle parking facility must facilitate a convenient, safe, legible and contiguous link between the site and the surrounding network.</p>

Rules	Criteria
<p>easily accessible and able to be located from the building entrance, is well-lit, secure, safe and well ventilated</p> <p>ii) if located outside the main building, it is located no more than 30m from the main building, is well-lit, secure, safe and easy to access and find, and is located where there is an appropriate level of surveillance</p> <p>b) for short-stay users -</p> <p>i) if located within the main building, it should be near the entrance of the main building, be well-lit, secure, safe, easy to find, and well ventilated</p> <p>ii) if located near the main building, it is not more than 15m from the main building and is clearly visible and easily accessible with an appropriate level of surveillance, safety and is sheltered.</p> <p>The pedestrian and bicycle access paths associated with these bicycle parking facilities must feed into and provide connections to existing path networks.</p>	
<p>R12</p> <p>Bicycle parking facility users must not be required to walk up or down vehicular ramps to access bicycle parking.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>There is no applicable rule.</p>	<p>C13</p> <p>Stairs are only permitted as the primary access route from a building entrance to bicycle parking facilities in constrained circumstances, including:</p> <p>a) in a change of lease application for an existing building where a stair cannot be avoided</p> <p>b) for new developments or major alterations and/or extensions to existing buildings where the site area is exceptionally constrained such that level differences cannot be met by use of ramp(s).</p> <p>In such instances, a solution must be provided, such as a wheeling ramp and/or bicycle channel.</p>

### Element 3: Signage

Rules	Criteria
<b>3.1 Wayfinding signage</b>	
<p>R14</p> <p>Bicycle parking wayfinding signage is provided in accordance with AS2890.3.</p>	<p>C14</p> <p>Directional wayfinding signage must be clearly displayed adjacent to entrances to the parking area to promote awareness, visibility and maximum use of facilities by prospective users.</p>

### Element 4: Bicycle parking devices

Rules	Criteria
<b>4.1 Bicycle parking facilities design</b>	
<p>R15</p> <p>Access aisles adjacent to bicycle parking devices must be a minimum width of:</p> <p>a) 1.5m for side-by-side bicycle parking, and</p> <p>b) 2.0m for multi-tier bicycle parking or bicycle lockers.</p> <p>Access aisles are designed in accordance with AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>R16</p> <p>Not more than 80% of all bicycle parking spaces are to be multi-tier, in accordance with AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>There is no applicable rule.</p>	<p>C17</p> <p>Bicycle parking facilities must be well lit to meet the minimum requirements of the Crime Prevention through Environmental Design General Code to enhance user safety and mitigate risk of theft or vandalism.</p>
<p>R18</p> <p>Bicycle parking devices must accommodate the bicycle space envelope nominated in AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<b>4.2 Bicycle parking devices</b>	
<p>There is no applicable rule.</p>	<p>C19</p> <p>General storage areas in residential development may be counted as bicycle parking subject to achieving all of the following:</p> <p>a) any provision is provided in addition to other planning requirements for storage areas, such as within development codes</p> <p>b) meet the minimum dimensions and access requirements of AS2890.3, including internal storage and access aisle dimensions</p>

Rules	Criteria
	c) provide a minimum Security Level C bicycle parking facility, as set out in AS2890.3.

## Element 5: Shower and change facilities

*Note: This Element does not apply to the multi-unit housing component of mixed use development.*

Rules	Criteria
<b>5.1 Shower and change facilities</b>	
<p>R20</p> <p>Shower and change facilities must be provided for long-stay users in non-residential development.</p> <p>A minimum of one shower is provided for the first 5 long-stay spaces or part thereof, plus an additional shower for each 10 bicycle parking spaces thereafter.</p>	<p>C20</p> <p>For development requiring multiple showers, up to 25% less than the total required number of showers may be considered where it can demonstrate to meet one or more of the following:</p> <ul style="list-style-type: none"> <li>a) for on-site shower facilities, shower facilities are safe, secure and are provided in one of the following locations: <ul style="list-style-type: none"> <li>i) next to main bicycle parking area</li> <li>ii) close to key entry points</li> </ul> </li> <li>b) for off-site shower facilities, shower facilities are safe, secure, easy to find and are provided in one of the following locations: <ul style="list-style-type: none"> <li>i) reasonably close to main bicycle parking area of the development</li> <li>ii) reasonably close to key entry points of the development</li> </ul> </li> <li>c) shared or off-site facilities in developments where less than 5 long-stay bicycle parking spaces area required</li> <li>d) facilities that are specifically designed for use by a single-sex, such as women's and men's refuges.</li> </ul>
<p>R21</p> <p>Shower and change facilities must be rounded up such that an equal number of male and female facilities are provided.</p> <p>Separate male and female shower and change facilities must be provided.</p>	<p>C21</p> <p>Where only one shower and change facility is required under other parts of this code, the facility is to be designed as a unisex facility.</p>
<p>R22</p> <p>A minimum of one toilet, wash basin and drying area is provided to shower and change facilities.</p>	<p>C22</p> <p>Where toilet, wash basin and drying area are conveniently located near shower and change facilities, no extra toilet, wash basin and drying area are required.</p>

Rules	Criteria
<p>R23</p> <p>A minimum of one change room is provided per shower as one of the following:</p> <ul style="list-style-type: none"> <li>a) a combined shower/change room</li> <li>b) direct access to a communal change room.</li> </ul>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>There is no applicable rule.</p>	<p>C24</p> <p>For development requiring multiple change rooms, up to 25% less than the total required number of change rooms may be considered where it can demonstrate to meet one or more of the following:</p> <ul style="list-style-type: none"> <li>a) change rooms are safe, secure and are provided in one of the following locations: <ul style="list-style-type: none"> <li>i) next to main bicycle parking area</li> <li>ii) close to key entry points</li> </ul> </li> <li>b) more than one toilet, wash basin and drying area are provided with shower and change facilities</li> </ul> <p>Change rooms are provided with showers as one of the following:</p> <ul style="list-style-type: none"> <li>a) a combined shower/change room</li> <li>b) direct access to a communal change room.</li> </ul>
<p>R25</p> <p>Where a communal change room is provided, direct access is provided via the shower facility, without passing through a publicly accessible area.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>There is no applicable rule.</p>	<p>C26</p> <p>Separate gender-neutral shower and change facilities are provided where possible.</p>

## 5.2 Personal storage facilities

R27

Personal storage facilities must be provided for long-stay users in non-residential development.

Personal storage facilities (lockers) must be:

- a) provided at a rate of 2 for each bicycle parking space provided (lockers may be used by a variety of active travel, recreational and sport user groups)
- b) of suitable volume and dimensions to allow adequate storage of clothing, towels, helmets, footwear and other personal items
- c) well ventilated, secure and lockable, and
- d) located in one or both of the following locations:
  - i) close to shower and change facilities to provide for the safety, privacy and convenience of the user
  - ii) within communal change rooms.

C27

Personal storage facilities (lockers) must be provided to meet the reasonable needs of active travel, recreational and sport user groups within a place of work or study.

Lockers must provide adequate, secure and lockable storage for clothes, footwear, towels and other personal items and where possible be located close to shower and change facilities.



**ACT**  
Government

Environment, Planning and  
Sustainable Development

**Schedule (See section 3 (2))**

*Planning and Development Act 2007*

# **Variation to the Territory Plan 357**

**End-of-Trip Facilities General Code**

**July 2022**

Final variation prepared under section 76 of the  
*Planning and Development Act 2007*

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# 1. EXPLANATORY STATEMENT

## 1.1 Background

### **The policy development background**

The ACT Government's vision for Canberra is to be a healthy and active city. Active living and active travel are considered integral to this vision. The ACT Government is committed to providing facilities that support active travel and active living through its policies and programs.

The Planning Minister's 2015 Statement of Planning Intent includes priorities to create environments that support walking, cycling and other forms of active travel and demonstrates that planning encourages greater take-up of active travel. The Statement of Planning Intent calls for active living principles to be incorporated into the Territory Plan, and for the Bicycle Parking General Code to be reviewed to promote best practice bicycle parking and end-of-trip facilities for bicycle riders and other active travel users.

In response to the Statement of Planning Intent, a review of the Bicycle Parking General Code was undertaken by the Transport Canberra and City Services Directorate in consideration of whether the Bicycle Parking General Code meets best practice industry standards. The review concluded that the Bicycle Parking General Code needed updating and should be replaced. In 2017, Draft Variation 357 was prepared to replace the Bicycle Parking General Code with a new End-of-Trip Facilities General Code to provide end-of-trip facilities for bicycle riders and other active travel users.

The new code encourages greater use of active travel. In order to support active travel, end-of-trip facilities are required to meet existing demand and foreseeable increases in demand, without incurring an unreasonable burden on building developers, owners and managers. The code plays a pivotal role in seeking to make active travel a mainstream element of Canberrans' daily lives.

Although principally for bicycle riders, showers, lockers, change rooms and drying facilities are also used by other active travel users who use active travel to get to work or educational institutions, or exercise at lunch time. End-of-trip facilities encourage people to use active travel modes of transport now and into the future. This is consistent with the Government's plan to promote physical activity and healthy lifestyles by providing accessible opportunities for active travel users and reducing the barriers that might limit the uptake of these activities.

The provision of bicycle parking facilities at destinations and places of residence provides the fundamental requirements to support cycling as a form of active travel. In many instances, the provision of basic bicycle parking with good passive surveillance adjacent to a building entrance may be all that is required.

Commuters and riders, however, also require longer term parking, more secure facilities and appropriate showers and change rooms.

Showers and change facilities in workplaces reduce barriers to active travel and contribute to making active travel a viable alternative to less sustainable travel modes such as private car trips. To change travel choices, and make active travel more attractive, it is necessary to equip workplaces with convenient, easy to locate and functional end-of-trip facilities. These facilities offer benefits and/or incentives to bicycle riders as well as other people who walk or exercise regularly.

One set of uniform provision rates are proposed to determine the required number and size of end-of-trip facilities for non-residential development based on land use type. The resultant rates are designed to cater for an overall mode share target of seven percent both for walking and bicycle riding. Many areas, particularly within inner Canberra are likely to exceed this target.

Cycling mode share percentages for each area were calculated using ABS Census (2016) data for transport mode by place of work. The ABS information was separated into four categories: private vehicle, public transport, cycling and walking.

### **Previous Public Consultation (2017)**

The draft variation was initially released for public consultation in 2017 for a period of six weeks. During that process, a total of five written submissions were received. Three were from professional/industry organisations. One was from a private company and one was from an individual.

All five submissions supported the intent of the draft variation in providing facilities for bicycle riders and other active travel users at either end of a trip (either origin or destination).

The key issues raised by the submitters are summarised below:

- Changes to the definition of *gross floor area* to clarify what is excluded from the gross floor area calculation to determine the amount of end-of-trip facilities to be provided
- Clarification of the type of developments that trigger the application of the code
- Flexibility of location of end-of-trip facilities to cater for building design and tenancy requirements

- Preference for including criteria which allow some flexibility in meeting requirements rather than only mandatory rules
- The proposed provision rates for end-of-trip facilities were generally considered too high, especially for City and town centres.

### **Collaborative consultation and reasons for revisions to the draft variation**

To work through the key issues, a series of workshops were held from 2017 to 2019 with interested community and professional/industry stakeholders. The outcomes of this collaboration resulted in changes to the draft variation which are summarised below:

- Introduce a new definition, being for *net lettable area* contained in the code to more accurately reflect the number of people in a building during business operating hours, and further clarify the *gross floor area* definition.

Concerns were raised about using *gross floor area* to calculate the minimum requirement for bicycle parking spaces. These concerns included that the *gross floor area* would include not just floor area, but also other areas within a building that were not able to be occupied, such as circulation areas, kitchens, bathrooms, lifts and stairwells.

It was discussed at the workshops that the definition of *net lettable area* would better reflect the usable floor area for workers in a building and generate a more accurate calculation of the number of short and long-stay bicycle parking required for new and refurbished buildings.

Based on these discussions, the current definition of *gross floor area* in the Territory Plan is proposed to be amended and introduce the definition of *net lettable area* in the code.

- Clarify the types of development where the code will apply.

The code has been changed to make sure that bicycle parking rates are consistent with development types that are defined in the Territory Plan.

For example, educational establishment is a use defined in the Territory Plan and a rate for this land use was not previously specified. Rather than bicycle parking rates being stipulated for primary, secondary and tertiary schools it is proposed that the same provision rate will apply to all educational establishments.

- Allow for flexibility in the location of end-of-trip facilities, especially for major alterations and extensions to existing buildings that require a development application.

The draft variation initially prescribed rules and criteria for the location of long and short-stay bicycle parking arrangements. At the workshops key stakeholders gave examples where the proposed provisions would be difficult to achieve.

Examples included:

- Difficulty in providing end-of-trip facilities at the prescribed location for developments involving major alterations and/or extension to existing buildings
  - The desired location of short-stay bicycle parking would be difficult to achieve in areas where the verge adjacent to a development is narrow and/or where street furniture and landscaping are extensive.
- Simplify the calculation of end-of-trip facilities by proposing one set of provision rates that apply to the entire ACT, instead of three sets of rates for three geographical areas across the ACT that were generally considered too high for the City and town centres.

The draft variation initially proposed three different bicycle parking rates for the City; town centres, Northbourne Avenue Corridor and Dickson Group Centre; and for the rest of Canberra.

During the workshops, concerns were raised by certain stakeholders that the bicycle parking rates for the City were too high, particularly for the proposed short-stay bicycle parking rates for development types such as drink establishments and restaurants, whilst other stakeholders noted that the lower bicycle parking rates outside the City and town centres would not necessarily result in more active travel.

In addition, it was noted in the workshops that improved end-of-trip facilities alone would not result in higher bicycle usage without more investment in other capital works and travel demand management initiatives.

Following these discussions, feedback was sought from the key stakeholders involved in the workshops as to how the rates of provision could support the anticipated increase in cycling and walking in the ACT. A single set of provision rates for land uses were agreed that are similar to the rates that previously applied to town centres, the Northbourne Avenue Corridor and Dickson Group Centre. The analysis that TCCS undertook also showed that uniform rates can achieve the mode share target of seven to ten percent across the Territory.

- Provide criteria to increase flexibility in meeting code requirements for most of the rules that were previously proposed to be mandatory.

During the workshops, some stakeholders felt that the number of mandatory rules could result in difficulties achieving the requirements. The addition of criteria provides increased flexibility for industry to provide facilities in an innovative way that may even exceed code requirements.

## **1.2 Summary of the Proposal**

The variation replaces the Bicycle Parking General Code in the Territory Plan with a new End-of-Trip Facilities General Code. The aim of the code is to provide adequate facilities for bicycle riders and other active travel users at either end of a trip (either origin or destination). These facilities include bicycle parking, showers, change rooms, lockers, and drying areas.

The End-of-Trip Facilities General Code applies to all new developments, major alterations or extensions to existing buildings and/or changes of use that require a Development Application.

The End-of-Trip Facilities General Code does not apply to single residential development or to end-of-trip facilities provided on public land. Such facilities on public land are the responsibility of the ACT Government. Some guidance on these facilities is provided in the Municipal Infrastructure Standards 05 – Active Travel Facilities Design and Planning for Active Travel.

## **1.3 The National Capital Plan**

The *Australian Capital Territory (Planning and Land Management) Act 1988* (Cwlth) established the National Capital Authority (NCA) with two of its functions being to prepare and administer a National Capital Plan (NCP) and to keep the NCP under constant review and to propose amendments to it when necessary.

The NCP, which was published in the Commonwealth Gazette on 21 January 1990 is required to ensure that Canberra and the Territory are planned and developed in accordance with their national significance. The *Australian Capital Territory (Planning and Land Management) Act 1988* (Cwlth) also required that the Territory Plan is not inconsistent with the NCP.

In accordance with section 10 of the *Australian Capital Territory (Planning and Land Management) Act 1988*, the NCP defines the planning principles and policies for Canberra and the Territory, for giving effect to the object of the NCP and sets out the general policies to be implemented throughout the Territory, including the range and nature of permitted land uses.

It also sets out the detailed conditions of planning, design and development for areas that have special significance to the National Capital known as designated areas and identifies special requirements for the development of some other areas.

## 1.4 Changes to the Territory Plan

Detailed changes to the Territory Plan are noted in section 2 Variation.

## 1.5 Consultation on the Draft Variation

The draft variation was released for public comment between 7 August 2021 and 17 September 2021 with a further extension of the consultation period until 29 October 2021. A consultation notice under section 63 of the *Planning and Development Act 2007* (P&D Act) was published on the ACT Legislation Register on 7 August 2021 and on 10 September 2021 for the extension. A public notice was placed on the ACT Government public notices website on 9 August 2021 and on 10 September 2021 for the extension.

A total of six written submissions were received:

- three submissions were from individuals
- one submission was from the Conservation Council
- one submission from Pedal Power ACT and
- one submission from Molonglo, a developer company.

Comments related to the following:

Issue	Number of Submissions
Support for the intent of the draft variation	3
Provision of adequate locker space needed	3
Greater ambition needed to drive significant shift from car use to active travel	2
Rapid implementation of end-of-trip facilities needed	2
Other measures to support uptake of active travel needed	2
Code should also be applicable to Government facilities	2
Code should clarify responsibilities within type of development	2
Existing buildings need to be addressed	2
Provision rates should accommodate future growth	2
Bicycle parking needs to accommodate variety	2
End-of-trip facilities must support broad participation	2
Associated companion guide needed	2
Code needs a statement of purpose / objective	1

Definition of 'gross floor area' needs revising	1
Definition of 'end-of-trip facilities' needs revising	1
Umbrella term 'SHOP' is excluded from tables in the code	1
Code should apply to more specific uses such as cafes and retail use	1
Carparking should be offset with active travel facilities	1
'Outdoor recreation' would fit better under Table 3	1
Short stay rates should be increased for some uses	1
Provisions for proximity to destination and the cycling network need to be reconsidered	1
Long-stay parking should be sufficiently secure	1

The above issues were considered and are detailed in a report on consultation. Changes were informed by the issues raised. The outcomes of consultation were considered by the Minister responsible for planning prior to approval of this variation.

## **1.6 Revisions to the Draft Variation Recommended to the Minister**

No changes have been made to the draft variation following the referral of the recommended version to the Minister responsible for planning.

## 2. VARIATION

### 2.1 Variation to the Territory Plan

The Territory Plan is varied in all of the following ways:

#### 1. General Codes, Part 11.2 Bicycle Parking General Code

*Substitute*

Bicycle Parking General Code

*with*

End-of-Trip Facilities General Code (**Appendix A**).

#### 2. Part 3-9 Zone Development Codes, Part 10 Precinct Maps and Codes and Part 11. General Codes

*Substitute*

All references to the 'Bicycle Parking General Code'

*with*

'End-of-Trip Facilities General Code'

#### 3. Part 13 Definitions, Part 13.1 Definitions

*Substitute*

**Active Travel** is defined as physical activity undertaken as a means of transport and not purely as a form of recreation. Active travel can include walking, cycling and scooting – as well as skating, skateboarding, and the use of mobility aids. Active travel also includes using any of these forms as incidental activity associated with the use of public transport.

*Insert*

**End-of-trip facilities** means places where amenities are provided for bicycle riders and other active travel users at either end of a trip (either origin or destination). The end-of-trip facilities can include amenities such as bicycle parking, shower and change facilities, lockers and drying areas.

*Substitute*

**Gross floor area (GFA)** means the sum of the area of all floors of the building measured from the external faces of the exterior walls, or from the centre lines of walls separating the building from any other building, excluding any floor area reasonably used and necessary solely for fixed mechanical plant, bicycle parking and associated end-of-trip facilities, and/or basement car parking.

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Environment, Planning and  
Sustainable Development

# End-of-Trip Facilities General Code

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# Introduction

## Name

The name of this code is **End-of-Trip Facilities General Code**.

## Application

This code applies to all new developments, major alterations and/or extensions to existing buildings (if the work affects more than 50% of the floor area of the whole of an existing building), or changes of use that require approval of a Development Application (DA) by the planning and land authority.

Table 1 identifies the developments that are required to comply with this code.

**Table 1: Development required to comply with this code**

Airport	Drive-in cinema	Outdoor recreation facility
Animal care facility	Educational establishment	Personal service
Aquatic recreation facility	Emergency services facility	Place of assembly
Boarding house	Farm tourism	Place of worship
Bulk landscape supplies	Freight transport facility	Produce market
Bulky goods retailing	Funeral parlour	Public transport facility
Caravan park/camping ground	Group or organised camp	Railway use
Cemetery	Health facility	Religious associated use
Child care centre	Hospital	Residential care accommodation
Civic administration	Indoor entertainment facility	Restaurant
Club	Indoor recreation facility	Scientific research establishment
COMMERCIAL ACCOMMODATION USE	Industry	SHOP
Community activity centre	Light industry	Student accommodation
Community theatre	Mental health facility	Supermarket
Corrections facility	Minor use	<i>Supportive housing</i>
Craft workshop	Mobile home park	Take-away food shop
Cultural facility	<i>Multi-unit housing</i>	Tourist facility
Department store	Municipal depot	Veterinary hospital
Drink establishment	NON-RETAIL COMMERCIAL USE	Warehouse
		Vehicle sales

This code does not apply to single residential development. This code does also not apply to end-of-trip facilities provided on public land which are the responsibility of the ACT Government. Some guidance on these facilities is provided in the Municipal Infrastructure Standards Part 5 - Active Travel.

The developments listed in table 3 do not have a set rate specified for the number of end-of-trip facilities required, and as such should be provided to the satisfaction of the planning and land authority.

## National Capital Plan

Where a development is subject to special requirements under the National Capital Plan (NCP), or any relevant development control plan prepared under the NCP, the development must not be

inconsistent with the special requirements or development control plan. Where any provision of this is inconsistent with special requirements under the NCP, or any relevant development control plan prepared under the NCP, that provision has no effect.

### **Purpose**

The purpose of the code is to make sure that adequate facilities are provided for bicycle riders and other active travel, sporting and recreational user groups at either end of a trip (either origin or destination). These facilities include bicycle parking, showers, change rooms and lockable personal storage devices (lockers).

End of trip facilities are to be provided for non-residential development and the non-residential component of mixed use development in all zones in accordance with the tables in the code.

This code will be used by the planning and land authority to assess all new development proposals, major alterations and/or extensions to existing buildings, or changes of use that require a DA.

### **Structure**

This code has an introduction, a reference to other relevant codes and the following parts:

**Part A – Provision of end-of-trip facilities** stipulates the standard requirement for the number of end-of-trip facilities based on the type, size and location of a development, and a corresponding criterion which provides the qualitative controls for the development.

**Part B – Design requirements of end-of-trip facilities** provides the general requirements to be met for end-of-trip facilities design, including the type of bicycle parking device, their placement, access and other considerations.

Each part contains one or more elements. Each element has one or more rules and, unless the rule is mandatory, an associated criterion. Rules provide quantitative, or definitive, controls. In contrast, criteria are chiefly qualitative in nature.

In some instances rules are mandatory. Such rules are accompanied by the words “This is a mandatory requirement. There is no applicable criterion.” Non-compliance with a mandatory rule will result in the refusal of the DA. Conversely, the words “There is no applicable rule” is found where a criterion only is applicable.

### **Assessment tracks**

Assessment tracks for particular developments are specified in the relevant zone development table.

Proposals in the **code track** must comply with all rules relevant to the development.

Proposals in the **merit track** and **impact track** must comply with a rule or its associated criterion, unless the rule is mandatory (i.e. it has no related criterion). Where a rule is fully met, no reference to the related criterion needs to be made. Where there is a departure from a rule, or where a criterion only applies, the onus is on the applicant to demonstrate that the relevant criterion is satisfied, through supporting drawings and/or written documentation. In addition, the applicant for proposals in the impact track must justify any non-compliance by reference to the Statement of Strategic Directions.

### **Code hierarchy**

Where more than one type of code applies to a development, the order of precedence when there is inconsistency of provisions between codes is precinct code, development code, and general code, as defined by the *Planning and Development Act 2007*.

### **Definitions**

Defined terms and references to legislation and other documents are italicised.

Definitions of terms used in this code are listed in part 13 of the Territory Plan or, for terms applicable only to this code, listed below and associated with the respective rule.

**Active travel** means physical activity undertaken as a means of transport and not purely as a form of recreation. Active travel can include walking, cycling and scooting – as well as skating, skateboarding, and the use of mobility aids. Active travel also includes using any of these forms as incidental activity associated with the use of public transport.

**At-grade** means the same level as the surrounds. This will commonly be street-level, however should be considered in the context of the surrounding bicycle riding network for more complex sites.

**AS1158.3.1** means the Australian Standard for Pedestrian Area (Category P) Lighting, as amended from time to time.

**AS2890.3** means the Australian Standard for Parking Facilities Part 3: Bicycle Parking Facilities, as amended from time to time.

**Bicycle parking device** means a product constructed of high security material designed to provide stability to a bicycle parked in or against the device. For example, bicycle rails or hanging racks.

**Bicycle parking spacing envelope** means the design space of a standard bicycle, which allows for locking and parking movements as defined by AS2890.3

**Long-stay user** means a category of user generally defined by the time spent at the end-of-trip (either origin or destination) where the duration of the stay is typically half a day or more. Long-stay users generally include employees, residents, and students.

**Major alterations and/or extensions to existing buildings** means works to an existing building that affects more than 50% of the floor area of the whole of the existing building.

**Mode share** means the percentage of people using a particular 'mode' (or category) of transport.

**Mode shift** means the change in the mode share of a demographic within a given area.

**Multi-tier bicycle parking** means a multi-tier bicycle parking racking system in accordance with AS2890.3.

**Net lettable area (NLA)** means the sum of a building's lettable floor area measured from the interior faces of the exterior walls, excluding the areas for stairs, fire stairs, accessways, lift shafts, toilets, recessed doorways, cupboards, fire hose reel cupboards, smoke lobbies (must be compliant with relevant Acts and Regulations), escalators, plant/motor rooms, telecommunications cupboards, kitchen and other service areas, and lift lobbies and areas dedicated to public spaces and the like.

**Primary access** means the most logical route between the entry/exit points at arrival to/from the building with a bicycle.

**Short-stay user** means a category of user generally defined by the time spent at the end-of-trip (either origin or destination) where the duration of the stay is typically a few hours or less. Short-stay users generally include shoppers, meeting attendees or residential visitors.

**Wheeling ramp and/or bicycle channel** means a device that makes stairs accessible to bicycle riders.

#### Acronyms

AS	Australian Standard	NCP	National Capital Plan
DA	Development Application	NLA	Net Lettable Area
GFA	Gross Floor Area		

## Relevant development codes and general codes

Development codes that may be relevant to the End-of-Trip Facilities General Code are:

- Residential Zones Development Code
- Multi Unit Housing Development Code
- Commercial Zones Development Code
- Industrial Zones Development Code
- Community Facility Zone Development Code
- Parks and Recreation Zone Development Code
- Transport and Services Zone Development Code
- Non-Urban Zones Development Code

In addition to the **development codes** specified above, **general codes** may be relevant. The following general codes, in particular, may be relevant to the End-of-Trip Facilities General Code:

- Parking and Access General Code
- Crime Prevention through Environmental Design General Code

Development must comply with all relevant codes (including precinct codes and other general codes not listed above), subject to the code hierarchy outlined in the introduction to this code. General codes are found in part 11 of the Territory Plan.

# Part A – Provision of end-of-trip facilities

## Element 1: End-of-trip facilities provision

Rules	Criteria
<b>1.1 Bicycle parking facilities for long-stay users</b>	
<p>R1</p> <p>Development listed in table 2 provides on-site secure bicycle parking spaces for long-stay users in accordance with the relevant rates shown in table 4.</p> <p>Net lettable area is calculated in one of the following ways:</p> <ul style="list-style-type: none"> <li>a) in accordance with the NLA definition</li> <li>b) 85% of a building's gross floor area.</li> </ul> <p><b>Note:</b> Wall-mounted bicycle parking devices located above the bonnet of car parking spaces must not be counted toward the provision of bicycle parking required to meet this rule.</p>	<p>C1</p> <p>The required amount of on-site bicycle parking spaces for long-stay users may be varied, to the satisfaction of the planning and land authority and the government entity responsible for bicycle parking facilities, after consideration of a proposal to construct secure off-site end-of-trip facilities at a nearby location.</p>
<b>1.2 Bicycle parking facilities for short-stay users</b>	
<p>R2</p> <p>Development listed in table 2 provides publicly accessible bicycle parking spaces for short-stay users in accordance with the relevant rates shown in table 4.</p> <p>Net lettable area is calculated in one of the following ways:</p> <ul style="list-style-type: none"> <li>a) in accordance with the NLA definition</li> <li>b) 85% of a building's gross floor area.</li> </ul> <p><b>Note:</b> Wall-mounted bicycle parking devices located above the bonnet of car parking spaces must not be counted toward the provision of bicycle parking required to meet this rule.</p>	<p>C2</p> <p>For development listed in table 2, short-stay bicycle parking must be provided to meet the anticipated demand of users, to the satisfaction of the planning authority and the government entity responsible for bicycle parking facilities.</p>
<b>1.3 Bicycle parking facilities subject to individual assessment</b>	
<p>There is no applicable rule.</p>	<p>C3</p> <p>For development listed in table 3, long-stay and short-stay bicycle parking must be provided to meet the anticipated demand of users, to the satisfaction of the planning authority and the government entity responsible for bicycle parking facilities.</p>

**Table 2: Development with set rate end-of-trip facilities provisions**

Aquatic recreation facility	Emergency services facility	Produce market
Bulky goods retailing	Health facility	Public transport facility
Caravan park/camping ground	Hospital	Religious associated use
Child care centre	Indoor entertainment facility	Residential care accommodation
Civic administration	Indoor recreation facility	Restaurant
Club	Industry	Scientific research establishment
COMMERCIAL ACCOMMODATION USE	Light industry	SHOP
Community activity centre	Mobile home park	Student accommodation
Community theatre	<i>Multi-unit housing</i>	Supermarket
Corrections facility	Municipal depot	<i>Supportive housing</i>
Cultural facility	NON-RETAIL COMMERCIAL USE	Take-away food shop
Department store	Personal service	Tourist facility
Drink establishment	Place of assembly	Veterinary hospital
Educational establishment	Place of worship	Warehouse

**Table 3: Development subject to individual assessment for end-of-trip facilities**

Airport	Drive-in cinema	Minor use
Animal care facility	Farm tourism	Outdoor recreation facility
Boarding house	Freight transport facility	Railway use
Bulk landscape supplies	Funeral parlour	Vehicle sales
Cemetery	Group or organised camp	
Craft workshop	Mental health facility	

**Table 4: Provision rates for end-of-trip facilities - all areas**

Land use	Standard rates for end-of-trip facilities	
	Long-stay users (residents, employees, students)	Short-stay users (customers, patrons, visitors)
Aquatic recreation facility	1 space per 3000m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Bulky goods retailing	1 space per 1750m <sup>2</sup> NLA	1 space per 1000m <sup>2</sup> NLA
Caravan park/camping ground	1 space per 5 ha	5 spaces per ha
Child care centre	1 space per 600m <sup>2</sup> NLA	1 space per 65m <sup>2</sup> NLA
Civic administration	1 space per 200m <sup>2</sup> NLA	1 space per 400m <sup>2</sup> NLA
Club	1 space per 150m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
COMMERCIAL ACCOMMODATION USE	1 space per 250m <sup>2</sup> NLA	1 space per 250m <sup>2</sup> NLA
Community activity centre	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15 seats or 1 space per 15m <sup>2</sup> NLA
Community theatre	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15m <sup>2</sup> NLA
Corrections facility	1 space per 15 staff	Individual assessment
Cultural facility	1 space per 1200m <sup>2</sup> NLA	1 space per 60m <sup>2</sup> NLA
Department store	1 space per 1500m <sup>2</sup> NLA	1 space per 200m <sup>2</sup> NLA
Drink establishment	1 space per 150m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Educational establishment	1 space per 10 staff plus 2 spaces per 10 students	1 space per 100 students
Emergency services facility	1 space per 1000m <sup>2</sup> NLA	None
Health facility	1 space per 4 practitioners or 1 space per 1500m <sup>2</sup> NLA	1 space per 2 practitioners or 1 space per 75m <sup>2</sup> NLA
Hospital	1 space per 3 beds or 1 space per 150m <sup>2</sup> NLA	1 space per 15 beds or 1 space per 900m <sup>2</sup> NLA
Indoor entertainment facility	1 space per 3000m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Indoor recreation facility	1 space per 3000m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Industry	1 space per 800m <sup>2</sup> NLA	1 space per 2,000m <sup>2</sup> NLA or part thereof
Light industry	1 space per 800m <sup>2</sup> NLA	1 space per 2,000m <sup>2</sup> NLA or part thereof
Mobile home park	1 space per 5 ha	5 spaces per ha
<i>Multi-unit housing, including Attached house</i>	1 space per one or two bedroom dwelling, 2 spaces per three or more bedroom dwelling with a car parking space AND 1 space per bedroom for dwellings not allocated a car parking space	1 space per 10 dwellings

Land use	Standard rates for end-of-trip facilities	
	Long-stay users (residents, employees, students)	Short-stay users (customers, patrons, visitors)
Municipal depot	1 space per 2 ha	None
NON-RETAIL COMMERCIAL USE	1 space per 200m <sup>2</sup> NLA	1 space per 400m <sup>2</sup> NLA
Personal service	1 space per 500m <sup>2</sup> NLA	2 spaces, plus 1 space per 1000m NLA above 2000m <sup>2</sup> NLA
Place of assembly	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15 seats or 1 space per 15m <sup>2</sup> NLA
Place of worship	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15 seats or 1 space per 15m <sup>2</sup> NLA
Produce market	1 space per ha	30 spaces per ha
Public transport facility	1 space per 1500m <sup>2</sup> NLA	1 space per 30m <sup>2</sup> NLA
Religious associated use	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15 seats or 1 space per 15m <sup>2</sup> NLA
Residential care accommodation	1 space per 2000m <sup>2</sup> NLA	1 space per 1000m <sup>2</sup> NLA
Restaurant	1 space per 150m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Scientific research establishment	1 space per 150m <sup>2</sup> NLA	None
SHOP*	1 space per 250m <sup>2</sup> NLA	1 space per 100m <sup>2</sup> NLA
Student accommodation	1 space per student bed	1 space per 10 student beds
Supermarket	1 space per 600m <sup>2</sup> NLA	1 space per 200m <sup>2</sup> NLA
<i>Supportive housing</i>	1 space per dwelling	1 space per 10 dwellings
Take-away food shop	1 space per 250m <sup>2</sup> NLA	1 space per 100m <sup>2</sup> NLA
Tourist facility	1 space per 15 staff	1 space per 15 patrons
Veterinary hospital	1 space per 300m <sup>2</sup> NLA	1 space per 300m <sup>2</sup> NLA
Warehouse	1 space per 800m <sup>2</sup> NLA	1 space per 2,000m <sup>2</sup> NLA or part thereof

\* This applies to all other retail land uses not specifically listed in Table 4 that are included under the Territory Plan definition of SHOP.

## Part B – Design requirements of end-of-trip facilities

This part specifies the design requirements for end-of-trip facilities. End-of-trip facilities should comply with the requirements of this code. Where similar guidance is provided under the Australian Standard for Bicycle Parking Facilities, this code takes precedence. The Australian Standard specifies the minimum requirement, and in some instances this code will require a higher standard to be met.

### Element 2: Access and location

Rules	Criteria
<b>2.1 Bicycle parking spaces</b>	
<p>R4</p> <p>Bicycle parking facility security levels for long-stay users must be Security Level A or B, as set out in AS2890.3, and be:</p> <ul style="list-style-type: none"> <li>a) securely enclosed and separated from publicly accessible areas, including car parking areas</li> <li>b) protected from the weather</li> <li>c) provided on a hard floor surface such as concrete or paving.</li> </ul>	<p>C4</p> <p>Bicycle parking for long-stay users must be:</p> <ul style="list-style-type: none"> <li>a) securely enclosed and separated from publicly accessible areas, including car parking areas</li> <li>b) protected from the weather</li> <li>c) provided on a hard floor surface such as concrete or paving.</li> </ul>
<p>R5</p> <p>Bicycle parking facilities security levels for short-stay users must be Security Level C, as set out in AS2890.3.</p>	<p>C5</p> <p>Short-stay bicycle parking is located in a publicly accessible location that provides an appropriate level of security, surveillance, safety and shelter.</p>
<p>There is no applicable rule.</p>	<p>C6</p> <p>The bicycle parking location and its access route(s) must provide an appropriate level of security, surveillance, shelter and lighting, in accordance with the Crime Prevention through Environmental Design General Code and AS1158.3.1.</p>
<p>R7</p> <p>Off-site bicycle parking must be located so that there is a minimum clearance of 0.5m between a parked bicycle and the edge of a motor vehicle traffic lane, parking lane or roadway, except where exempt under AS2890.3.</p>	<p>C7</p> <p>The location of bicycle parking facilities is designed to reasonably prevent motor vehicles encroaching into bicycle parking areas.</p>

Rules	Criteria
<b>2.2 Access</b>	
<p>R8</p> <p>The access path to end-of-trip facilities provides a minimum unobstructed width of:</p> <ul style="list-style-type: none"> <li>a) 1.5m where the number of bicycle movements is less than 30 per hour in peak periods</li> <li>b) 2.5m where the number of bicycle movements is 30 or more per hour in peak periods.</li> </ul> <p>The access path to end-of-trip facilities must also be in accordance with AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>R9</p> <p>Ramp gradients must not exceed 1:12 where they are to be ridden by a bicycle rider accessing end-of-trip facilities, in accordance with AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<b>2.3 Location</b>	
<p>R10</p> <p>Bicycle parking facilities for all development listed in Table 1, except major alterations and/or extensions to existing buildings, must comply with the following:</p> <ul style="list-style-type: none"> <li>a) for long-stay users: located within one level of the building entrance and no more than 30m from this entrance</li> <li>b) for short-stay users: located at-grade and on the main access route to the entrance, is clearly visible and not more than 30m from a major entrance or destination.</li> </ul> <p>Bicycle parking facilities are located to allow a bicycle to be ridden within 30m of the end-of-trip facilities.</p> <p>The pedestrian and bicycle access paths associated with these bicycle parking facilities must feed into and provide connections to existing path networks.</p>	<p>C10</p> <p>The location of access points to the bicycle parking facility must facilitate a convenient, safe, legible and contiguous link between the site and the surrounding network.</p>
<p>R11</p> <p>Bicycle parking facilities for major alterations and/or extensions to existing buildings must comply with the following:</p> <ul style="list-style-type: none"> <li>a) for long-stay users - <ul style="list-style-type: none"> <li>i) if located within the main building, it is</li> </ul> </li> </ul>	<p>C11</p> <p>The location of access points to the bicycle parking facility must facilitate a convenient, safe, legible and contiguous link between the site and the surrounding network.</p>

Rules	Criteria
<p>easily accessible and able to be located from the building entrance, is well-lit, secure, safe and well ventilated</p> <p>ii) if located outside the main building, it is located no more than 30m from the main building, is well-lit, secure, safe and easy to access and find, and is located where there is an appropriate level of surveillance</p> <p>b) for short-stay users -</p> <p>i) if located within the main building, it should be near the entrance of the main building, be well-lit, secure, safe, easy to find, and well ventilated</p> <p>ii) if located near the main building, it is not more than 15m from the main building and is clearly visible and easily accessible with an appropriate level of surveillance, safety and is sheltered.</p> <p>The pedestrian and bicycle access paths associated with these bicycle parking facilities must feed into and provide connections to existing path networks.</p>	
<p>R12</p> <p>Bicycle parking facility users must not be required to walk up or down vehicular ramps to access bicycle parking.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>There is no applicable rule.</p>	<p>C13</p> <p>Stairs are only permitted as the primary access route from a building entrance to bicycle parking facilities in constrained circumstances, including:</p> <p>a) in a change of lease application for an existing building where a stair cannot be avoided</p> <p>b) for new developments or major alterations and/or extensions to existing buildings where the site area is exceptionally constrained such that level differences cannot be met by use of ramp(s).</p> <p>In such instances, a solution must be provided, such as a wheeling ramp and/or bicycle channel.</p>

### Element 3: Signage

Rules	Criteria
<b>3.1 Wayfinding signage</b>	
<p>R14</p> <p>Bicycle parking wayfinding signage is provided in accordance with AS2890.3.</p>	<p>C14</p> <p>Directional wayfinding signage must be clearly displayed adjacent to entrances to the parking area to promote awareness, visibility and maximum use of facilities by prospective users.</p>

### Element 4: Bicycle parking devices

Rules	Criteria
<b>4.1 Bicycle parking facilities design</b>	
<p>R15</p> <p>Access aisles adjacent to bicycle parking devices must be a minimum width of:</p> <p>a) 1.5m for side-by-side bicycle parking, and</p> <p>b) 2.0m for multi-tier bicycle parking or bicycle lockers.</p> <p>Access aisles are designed in accordance with AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>R16</p> <p>Not more than 80% of all bicycle parking spaces are to be multi-tier, in accordance with AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>There is no applicable rule.</p>	<p>C17</p> <p>Bicycle parking facilities must be well lit to meet the minimum requirements of the Crime Prevention through Environmental Design General Code to enhance user safety and mitigate risk of theft or vandalism.</p>
<p>R18</p> <p>Bicycle parking devices must accommodate the bicycle space envelope nominated in AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<b>4.2 Bicycle parking devices</b>	
<p>There is no applicable rule.</p>	<p>C19</p> <p>General storage areas in residential development may be counted as bicycle parking subject to achieving all of the following:</p> <p>a) any provision is provided in addition to other planning requirements for storage areas, such as within development codes</p> <p>b) meet the minimum dimensions and access requirements of AS2890.3, including internal storage and access aisle dimensions</p>

Rules	Criteria
	c) provide a minimum Security Level C bicycle parking facility, as set out in AS2890.3.

## Element 5: Shower and change facilities

*Note: This Element does not apply to the multi-unit housing component of mixed use development.*

Rules	Criteria
<b>5.1 Shower and change facilities</b>	
<p>R20</p> <p>Shower and change facilities must be provided for long-stay users in non-residential development.</p> <p>A minimum of one shower is provided for the first 5 long-stay spaces or part thereof, plus an additional shower for each 10 bicycle parking spaces thereafter.</p>	<p>C20</p> <p>For development requiring multiple showers, up to 25% less than the total required number of showers may be considered where it can demonstrate to meet one or more of the following:</p> <ul style="list-style-type: none"> <li>a) for on-site shower facilities, shower facilities are safe, secure and are provided in one of the following locations: <ul style="list-style-type: none"> <li>i) next to main bicycle parking area</li> <li>ii) close to key entry points</li> </ul> </li> <li>b) for off-site shower facilities, shower facilities are safe, secure, easy to find and are provided in one of the following locations: <ul style="list-style-type: none"> <li>i) reasonably close to main bicycle parking area of the development</li> <li>ii) reasonably close to key entry points of the development</li> </ul> </li> <li>c) shared or off-site facilities in developments where less than 5 long-stay bicycle parking spaces area required</li> <li>d) facilities that are specifically designed for use by a single-sex, such as women's and men's refuges.</li> </ul>
<p>R21</p> <p>Shower and change facilities must be rounded up such that an equal number of male and female facilities are provided.</p> <p>Separate male and female shower and change facilities must be provided.</p>	<p>C21</p> <p>Where only one shower and change facility is required under other parts of this code, the facility is to be designed as a unisex facility.</p>
<p>R22</p> <p>A minimum of one toilet, wash basin and drying area is provided to shower and change facilities.</p>	<p>C22</p> <p>Where toilet, wash basin and drying area are conveniently located near shower and change facilities, no extra toilet, wash basin and drying area are required.</p>

Rules	Criteria
<p>R23</p> <p>A minimum of one change room is provided per shower as one of the following:</p> <ul style="list-style-type: none"> <li>a) a combined shower/change room</li> <li>b) direct access to a communal change room.</li> </ul>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>There is no applicable rule.</p>	<p>C24</p> <p>For development requiring multiple change rooms, up to 25% less than the total required number of change rooms may be considered where it can demonstrate to meet one or more of the following:</p> <ul style="list-style-type: none"> <li>a) change rooms are safe, secure and are provided in one of the following locations: <ul style="list-style-type: none"> <li>i) next to main bicycle parking area</li> <li>ii) close to key entry points</li> </ul> </li> <li>b) more than one toilet, wash basin and drying area are provided with shower and change facilities</li> </ul> <p>Change rooms are provided with showers as one of the following:</p> <ul style="list-style-type: none"> <li>a) a combined shower/change room</li> <li>b) direct access to a communal change room.</li> </ul>
<p>R25</p> <p>Where a communal change room is provided, direct access is provided via the shower facility, without passing through a publicly accessible area.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>There is no applicable rule.</p>	<p>C26</p> <p>Separate gender-neutral shower and change facilities are provided where possible.</p>

## 5.2 Personal storage facilities

R27

Personal storage facilities must be provided for long-stay users in non-residential development.

Personal storage facilities (lockers) must be:

- a) provided at a rate of 2 for each bicycle parking space provided (lockers may be used by a variety of active travel, recreational and sport user groups)
- b) of suitable volume and dimensions to allow adequate storage of clothing, towels, helmets, footwear and other personal items
- c) well ventilated, secure and lockable, and
- d) located in one or both of the following locations:
  - i) close to shower and change facilities to provide for the safety, privacy and convenience of the user
  - ii) within communal change rooms.

C27

Personal storage facilities (lockers) must be provided to meet the reasonable needs of active travel, recreational and sport user groups within a place of work or study.

Lockers must provide adequate, secure and lockable storage for clothes, footwear, towels and other personal items and where possible be located close to shower and change facilities.



**LEGISLATIVE ASSEMBLY**  
FOR THE AUSTRALIAN CAPITAL TERRITORY

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STANDING COMMITTEE ON PLANNING, TRANSPORT AND CITY SERVICES  
Jo Clay MLA (Chair), Suzanne Orr MLA (Deputy), Mark Parton MLA

Mr Mick Gentleman MLA  
Minister for Planning and Land Management  
Legislative Assembly for the ACT

Dear Mr Gentleman,

Thank you for your letter of 1 June 2022 in which you referred Draft Plan Variation 357 entitled *End-of-Trip Facilities General Code*, for our consideration.

The Committee discussed the DV357 referral at its meeting on 16 June 2022, and appreciated the briefing materials supplementing the correspondence referral. The Committee noted the consultation and consideration to amend the legislation to take account of submissions.

The Committee resolved not to inquire and report on the Draft Plan Variation 357.

Thank you for bringing the proposed legislation to the Committee's attention.

Yours sincerely,

  
Jo Clay MLA  
Chair

June 2022



**ACT**  
Government

Environment, Planning and  
Sustainable Development

*Planning and Development Act 2007*

# **REPORT ON CONSULTATION**

## **Draft Variation to the Territory Plan 357**

**End-of-Trip Facilities General Code**

**May 2022**

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# 1. INTRODUCTION

This consultation report was prepared in accordance with s 69 of the *Planning and Development Act 2007* (the P&D Act). The report describes the consultation undertaken on the draft variation with the public, the National Capital Authority (NCA), the Conservator of Flora and Fauna, the Environment Protection Authority (EPA), and ACT Heritage Council, and responds to the issues raised.

## 2. COMMENTS FROM THE PUBLIC

### 2.1 Details

Draft variation 357 (DV357) was released for public comment on 7 August 2021. The closing date for comments was 17 September 2021 with an extension to the consultation period until 29 October 2021. A copy of DV357 that was released for public comment is at **Appendix 1**.

Copies of submissions received from the public are provided in **Appendix 2**.

The comments from the NCA, the Conservator of Flora and Fauna, EPA, and ACT Heritage Council were received and assessed prior to release of the DV357 and are addressed in section 4.2 of this report.

### 2.2 Summary of matters raised

A total of six written submissions were received. Three were from individuals, and one each from the Conservation Council, Pedal Power ACT and Molonglo.

The following Table 1 provides a summary of the considerations raised in the public submissions, as well as the number of submissions that raised the matter.

**Table 1 Summary of matters raised in public submissions**

Issue	Number of submissions
Support for the intent of the draft variation	3
Provision of adequate locker space needed	3
Greater ambition needed to drive significant shift from car use to active travel	2
Rapid implementation of EOT facilities needed	2
Other measures to support uptake of active travel needed	2
Code should also be applicable to Government facilities	2
Code should clarify responsibilities within type of development	2
Existing buildings need to be addressed	2
Provision rates should accommodate future growth	2
Bicycle parking needs to accommodate variety	2

EOT facilities must support broad participation	2
Associated companion guide needed	2
Code needs a statement of purpose / objective	1
Definition of 'gross floor area' needs revising	1
Definition of 'end-of-trip facilities' needs revising	1
Umbrella term 'SHOP' is excluded from tables in the code	1
Code should apply to more specific uses such as cafes and retail use	1
Carparking should be offset with active travel facilities	1
'Outdoor recreation' would fit better under Table 3	1
Short stay rates should be increased for some uses	1
Provisions for proximity to destination and the cycling network need to be reconsidered	1
Long-stay parking should be sufficiently secure	1

## 2.3 Issues and responses

The key issues raised are summarised below, and responses provided.

### 2.3.1 Support for the intent of the draft variation (Submissions 1,2,5)

Three of the submissions supported the intent of the draft variation to encourage the provision for cyclists and other active travel users.

#### Response

The support for the draft variation is noted.

### 2.3.2 Code needs a statement of purpose / objective (Submission 1)

*The proposed Code does not state an objective within the Code.*

The current Bicycle Parking General Code contains a more detailed objective.

Given the focus on outcomes as the Territory Plan is revised, it is entirely appropriate to include a clearly stated, easily seen objective at the very beginning of the Code itself. It should cover people's needs for short, medium and long term parking.

Suggested objective wording:

"The objective of the Code is to promote active travel by providing high amenity, safe, secure, convenient facilities for bicycle riders and other active travel users at either end of a trip, with the facilities sufficient to meet additional demand over the life of this Code."

## Response

Noted and agreed in part.

The structure of the most recent general codes incorporated into the Territory Plan do not include a stand-alone objective. The inclusion of a statement of objective can be considered as the structure of the codes are reviewed as part of the planning system review and reform project.

The Territory Plan is continuously monitored to identify areas that require updating to bring it in line with changes in policies and changing community expectations. The rates for end-of-trip facilities will likewise be monitored, assessed and adjusted where necessary as part of the ongoing monitoring of the Territory Plan.

A paragraph has been added to the Introduction to the Code under the sub-heading titled 'Purpose' to provide a description of the aim of the code and reads as follows:

“The purpose of the code is to make sure that adequate facilities are provided for bicycle riders and other active travel, sporting and recreational user groups at either end of a trip (either origin or destination). These facilities include bicycle parking, showers, change rooms and lockable personal storage devices (lockers).

End of trip facilities are to be provided for non-residential development and the non-residential component of mixed-use development in all zones in accordance with the tables in the code.”

### **2.3.3 Definition of gross floor area (GFA) needs revising (Submission 5)**

*The proposed adjustment to the definition of GFA would result in bicycle parking and associated end-of-trip facilities being excluded from the GFA calculation only when located in a basement.*

This discourages the provision of bicycle parking and end-of-trip (EOT) facilities at ground level directly accessible from the street.

Such facilities are more likely to be more attractive and better utilised if able to be located at street level and would avoid cyclists having to use basement access ramps and minimise the potential for conflicts with vehicles.

Some instances where it is impractical to incorporate basements, and the incorporation of EOT in the adaptive reuse and refurbishment of such buildings should not be discouraged due to lack of a basement.

Public foyers and internal walkways open to the general public should also be excluded from GFA calculations. This will encourage developers to provide such facilities on a more generous scale, which in turn will greatly enhance the experience of a place for pedestrians and other active travel users.

## Response

Noted.

The proposed revised definition of GFA **does** exclude bicycle parking and associated end-of-trip facilities from GFA calculations, regardless of where it is located in a building.

The definition has been adjusted in the recommended version of the draft variation to make clear that bicycle parking and end-of-trip facilities are excluded from GFA calculations:

“Gross floor area (GFA) means the sum of the area of all floors of the building measured from the external faces of the exterior walls, or from the centre lines of walls separating the building from any other building, excluding any floor area reasonably used and necessary solely for fixed mechanical plant, bicycle parking and associated end-of-trip facilities, and/or basement car parking.”

The exclusion of public foyers and internal walkways open to the general public from the definition of GFA may be further considered as part of the planning system review and reform project.

### **2.3.4 Definition of end-of-trip facilities needs revising (Submission 5)**

The proposed EOT facilities definition does not make any specific mention of other amenities such as toilets and parents rooms readily available to pedestrians and the general public.

By specifically including such amenities in the EOT facilities definition means that these amenities will be excluded from the definition of GFA and encourage developers and property owners to provide them.

## Response

Not agreed.

It is expected that toilets and parents rooms will be provided in accordance with any requirements in the National Construction Code for restroom facilities in a building. It is the expectation that a building accessed by the general public should provide for these facilities. EOT facilities are specifically provided for those people who wish to commute to their place of work or study via active travel means or participate in active recreational or sporting activities during lunch or break times.

### **2.3.5 Provision of adequate locker space needed (Submissions 2, 4, 6)**

*The Code is lacking in any specifications for lockers and their size.*

Some submissions expressed concerns from personal experience that lockers were insufficient, and too small and narrow.

The provision of adequate locker space to allow the storage of a number of items of clothing, shoes and other items is important, so that active travel users do not need to carry clothes in every day, in addition to other items such as lunch and work related material.

Providing adequate locker space would likely encourage people to commute to work via active travel modes.

Different storage needs can be addressed by providing a range of lockers of different sizes.

Preference would be to provide lockers in the change room facilities, or if this is not possible, within 15 metres of it, with the number of lockers to be in proportion to the size of the building. A criterion can provide some flexibility about their size and number, but they must be big enough to accommodate a week's supply of work clothing.

Health and environmental benefits would offset any increased costs for provision of adequate locker facilities.

Buildings must include adequate lockers for all staff (including contractors).

Response

Noted and agreed.

The provision of clothing lockers in a place of work or study (like the provision of showers) is an essential component of end-of-trip facilities for cyclists and active travellers, including people who jog or walk a long distance to work, carry out manual labour or exercise at lunchtime. It is acknowledged that the uptake of active travel would be greatly diminished by not providing lockable personal storage facilities in association with bicycle parking facilities and change room facilities.

The code has been revised in the recommended version of the draft variation to include a new rule and criterion for locker provision as follows:

Rules	Criteria
<b>5.2 Personal storage facilities</b>	
<p>R26</p> <p>Personal storage facilities must be provided for long-stay users in non-residential development.</p> <p>Personal storage facilities (lockers) must be:</p> <ul style="list-style-type: none"> <li>a) provided at a rate of 2 for each bicycle parking space provided (lockers may be used by a variety of active travel, recreational and sport user groups)</li> <li>b) of suitable volume and dimensions to allow adequate storage of clothing, towels, helmets, footwear and other personal items</li> </ul>	<p>C26</p> <p>Personal storage facilities (lockers) must be provided to meet the reasonable needs of active travel, recreational and sport user groups within a place of work or study.</p> <p>Lockers must provide adequate, secure and lockable storage for clothes, footwear, towels and other personal items and where possible be located close to shower and change facilities</p>

<ul style="list-style-type: none"> <li>c) well ventilated, secure and lockable, and</li> <li>d) located in one or both of the following locations: <ul style="list-style-type: none"> <li>i) close to shower and change facilities to provide for the safety, privacy and convenience of the user</li> <li>ii) within communal change rooms.</li> </ul> </li> </ul>	
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The provision rates for lockers have been determined by considering other Australian jurisdictions that have requirements for lockers in their planning schemes.

**2.3.6 Umbrella term ‘SHOP’ is excluded from tables in the code (Submission 3)**

In the Territory Plan ‘SHOP’ is a unique definition because it is both an umbrella term and a defined use. None of the other umbrella terms have a definition and common terminology, indicating the intention to treat ‘SHOP’ differently to other umbrella terms.

If ‘SHOP’ is not included in Table 1 and Table 3 of the code, then many retail spaces may not be required to consider the provision of EOT facilities.

Response

Noted and agreed.

SHOP has been included in the recommended version of DV357 in Tables 1, 2 and 4 with a provision rate of one long stay space per 250 m<sup>2</sup> NLA and one short stay space per 100 m<sup>2</sup> NLA in Table 4, which is the same rate for take-away food shop. A note has been added to Table 4 to clarify that this applies to SHOP (retail) land uses not specifically listed in Table 4.

**2.3.7 Apply the code to more specific uses such as cafes and retail use (Submission 1)**

*Add cafes and retail use otherwise not specified, as developments the code covers.*

DV 357 provides for non-retail commercial use and certain specific types of retail use such as supermarkets and takeaway food shops. However, it does not appear to apply to other retailers who sell goods such as hardware, books or coffee. While it provides for department stores it does not appear to apply to aggregated retail developments such as shopping centres or malls. The current Bicycle Parking Code, under Shops, provided for ‘All other developments or parts of developments’.

These anomalies need to be addressed by including in Tables 2 and 4 a catch all category such as 'Retail use not specified in this table', with provision for one long stay space per 250 m<sup>2</sup> NLA and one short stay space per 150 m<sup>2</sup> NLA.

As cafes are particularly popular with individuals and cycling groups, a specific cafe category in tables 2 and 4 with one long stay space per 250 m<sup>2</sup> NLA and one short stay space per 15 m<sup>2</sup> NLA is requested.

#### Response

Noted.

See response to 2.3.6 above regarding 'SHOP' for the inclusion of other retail uses not specified in the Tables. Café is categorised under the definition of restaurant or take-away food shop for the purposes of this code.

There is scope to review the definitions of uses as part of the current review and reform project. Changes to the categories and rates will be considered as part of the ongoing monitoring of the Territory Plan.

### **2.3.8 Offset carparking with active travel facilities (Submission 1)**

*Allow developers to offset carparking with active travel facilities.*

The current Bicycle Parking Code, and the 2017 version of DV357, included an option for proponents to reduce the provision of car parking if additional EOT facilities are provided.

Offsetting can help encourage a shift in mode share towards active travel.

#### Response

Noted.

There are other policies in place to promote a reduction in car parking rates for buildings accommodating residential and mixed use where located in areas of increased commercial and residential intensification (such as in the city and town centres, and along the light rail route).

The Parking and Vehicular Access General Code allows for parking provision less than the calculated parking requirement to be considered, if it can be demonstrated that the objectives for the provision of parking in that area can still be met. Therefore it is not considered necessary to duplicate this consideration in the proposed End of Trip Facilities General Code.

### **2.3.9 'Outdoor recreation' would fit better under Table 3 (Submission 1)**

This use appears in Table 2 and 3. Would fit better under Table 3.

#### Response

Agreed.

Outdoor recreation facility has been removed from Table 2 and is retained in Table 3.

### **2.3.10 Greater ambition needed to drive significant shift from car use to active travel (Submission 5, 6)**

Target of 7-10% participation in active travel a modest level of ambition compared to leading European cities that have cycling rates of up to 60% on short trips.

#### Response

Noted.

The ACT Government is currently exploring new active travel targets as part of the ACT Transport Strategy 2020.

### **2.3.11 Rapid implementation of EOT facilities needed (Submissions 1,5)**

The Government should move quickly to implement minimum standards for EOT facilities.

Workshops for developers and major employers, and the publication of a companion guide to explain the End-of-Trip Facilities General Code and demonstrate best practices is needed.

The code should be accompanied by legislated ambitious targets for active travel and a Ministerial Advisory Council on Transport to advise the government and monitor the implementation of an integrated transport policy.

#### Response

Noted.

The ACT Government is required to follow a statutory process for draft variations to the Territory Plan to take effect. The ACT Government is committed to implementing the provisions of the End-of-Trip Facilities General Code as soon as practicable while following due process.

The ACT Government is also currently preparing an End of Trip Facilities Guide (EOTF Guide) to complement the Code. The EOTF Guide is aimed at: architects; engineers; project managers; developers; building owners and managers; employers and employees; and other intended users. It will provide examples of best practice and include key design principles that address issues such as, location selection, safety, access, and wayfinding.

### **2.3.12 Other measures to support uptake of active travel needed (Submissions 1,5)**

Other measures to support the uptake of active travel should include significantly increased expenditure on building and maintaining active travel infrastructure focused on safe, efficient and pleasant commuting, incentives to purchase and ride push bikes and e-bikes, more rigorous travel data collection (live sensors plus surveys and other sources), greater integration with public transport, and greater provision of cycle training.

#### Response

Noted.

The ACT Government has allocated \$10.8 million for new active travel capital works and \$6.3 million for age friendly suburbs and cycle path maintenance over the next four years. There is currently \$4.45 million allocated for active travel infrastructure in progress (to be completed in financial year 2021-2022).

The ACT Bike Barometer located on one of our busiest north-south cycling routes on MacArthur Avenue in O'Connor captures hourly data on the number of cycling trips. This data is uploaded to the [Open Data Portal](#).

The [ACT and Queanbeyan-Palerang Household Travel Survey 2017](#) and biennial [National Walking and Cycling Survey](#) provide more detailed data on cycling participation rates and are used to inform active travel transport planning and policy development.

### **2.3.13 Code should also be applicable to Government facilities (Submissions 1,5)**

*DV357 should apply to public land for which the ACT Government is responsible, as well as privately owned developments.*

The current bicycle parking code does not contain an exclusion for government owned facilities.

The draft variation states that the code does not apply to EOT facilities provided on public land which are the responsibility of the ACT Government because some guidance on these facilities is provided in the 'Municipal Infrastructure Standards 05 – Active Travel Facilities Design' (MIS 05.) However, this document only refers to major stops and does not set provision rates.

The code should apply to government facilities as well as privately owned developments. Inequitable that code does not apply to government owned facilities. Facilities [as per the code] should be provided for the thousands of people employed in the public service in Canberra and consistent with the Government's Statement of Strategic Directions which seeks to "prioritise active travel".

## Response

Noted.

The code covers all developments that require development application approval by the ACT Government's planning and land authority. This includes government buildings such as office buildings, as well as privately owned developments.

MIS 05 covers the design of pedestrian and cyclist facilities associated with all ACT roads and public open space areas.

### **2.3.14 DV357 should clarify responsibilities within type of development (Submissions 1,5)**

*The relative responsibilities of individual businesses / tenants within a shared shopping centre or office building or local shops precinct compared to the centre developer / manager needs to be clarified.*

Table 1 does not include shopping / retail centre or office building or retail / wholesale precinct. The code needs to clarify the relative responsibilities of individual businesses / tenants within a shared shopping centre, office building or local shops precinct compared to the centre developer / manager.

Are individual businesses required to provide their own facilities or is the centre required to provide shared facilities for use by all tenants?

What is the trigger or threshold to differentiate between individual versus centre responsibilities?

## Response

Noted.

Table 1 lists type of development / land uses as defined in the Territory Plan and applies to the development proposal seeking approval.

For a large, new shopping centre which combines a range of uses, a shared end-of-trip facility is required, based on the GFA or NLA and provision rate requirements listed for those uses in the code.

The centre owner is responsible for providing shared facilities as the definition of NLA relates to a building's NLA, rather than that of an individual tenancy.

For a development for one of the listed uses which is not incorporated into a larger shopping centre, such as a substantial expansion of a supermarket, the individual end of trip facility would be required to be incorporated into that development. This would be in line with the development application submitted for that expansion.

### **2.3.15 Existing buildings need to be addressed (Submissions 1,5)**

*Separate to this draft variation, the ACT Government should develop a strategy to address provision of EOT facilities in existing buildings.*

DV357 does not address increased access to EOT facilities for occupants of existing buildings.

Lack of or inadequate EOT facilities in existing commercial and office buildings and retail centres is a major obstacle to participation in cycle commuting by staff, particularly staff in retail outlets or small business tenants that may have very little space of their own to accommodate bikes and no capacity to add their own change rooms.

The ACT Government must extend its consideration of this issue to existing buildings not currently covered by DV357. Government regulation, incentives and active engagement will be required to overcome the split incentive whereby building owners will bear the cost of supplying/upgrading end-of-trip facilities whereas the building tenants are perceived to accrue the benefits.

An alternative to requiring every building to retrofit end-of-trip facilities would be for the Government to build public/shared facilities in/near commercial/retail centres, perhaps funded through a levy on commercial leases. The Government could also install additional end-of-trip facilities in all publicly owned buildings and make them available to the occupants of neighbouring buildings.

#### Response

Noted.

The proposed End of Trip Facilities General Code will only apply to developments that require development approval (in accordance with the Territory Plan) from the date DV357 takes effect. The provisions of the code will not apply retrospectively to existing development if a development application is not required.

The End of Trip Facilities Guide, which is currently being developed, will outline the benefits of these facilities in all buildings and workplaces across the ACT. The Guide will be a valuable resource for the installation or upgrading of EOT facilities in existing buildings (that are otherwise outside the scope of the Code). As more buildings with EOT facilities come online, there will be an increasing commercial benefit and community expectation for building owners to retrofit EOT facilities to existing buildings.

### **2.3.16 Provision rates should accommodate future growth (Submissions 1,5)**

*Provision rates should include identifying opportunities for future expansion of cycling facilities beyond the currently required rate.*

Increase the provision rates by 7% for all rates calculated that are based on the area of the premises. This is in line with more people having bicycles, particularly e-bikes and other electric rideables which empower a wider range of people to cycle over commuter distances.

This code should require developers to identify opportunities and future-proof current developments to allow for an expansion of end-of-trip facilities and bicycle parking as the uptake of cycling increases over time. For example, a major employer in the building may convert car parking spaces to end-of-trip facilities for a bicycle fleet.

Calculation of provision rates should be as easy as possible to make in practice.

#### Response

Noted.

The ACT Government is currently exploring new active travel targets as part of the ACT Transport Strategy 2020. As noted above, the End of Trip Facilities Guide will outline the benefits of these facilities in all buildings and workplaces across the ACT, encouraging developers, building owners and employers to consider how the EOT facility needs of the building users could be enhanced.

### **2.3.17 Short stay rates should be increased for some uses (Submission 1)**

*Increase Club, Drink establishment and Restaurant short stay rates.*

DV357 could result in practice in a lower provision than the current Bicycle Parking Code for a Club or Drink Establishment.

Club and Drink Establishment uses should have the same rate as community theatres and activity centres being 1 per 15 m<sup>2</sup> NLA; and 1 per 75 m<sup>2</sup> NLA for Restaurant use.

#### Response

Noted.

End-of-trip facilities are required to meet existing demand and foreseeable increases, without incurring an unreasonable burden on building developers, owners and managers.

The rates for these and other uses were calculated to help achieve the 7-10% mode share target, and comparisons were undertaken between the rates in the Bicycle Parking Code and the proposed rates in the new code.

The rates could be revisited again in the future in response to changes in mode share and priorities in the city and as further work is done on new active travel targets as part of the ACT Transport Strategy 2020.

### **2.3.18 Reconsideration of provisions on proximity to destination and the cycling network (Submission 1)**

*Revise the rules and criteria on proximity to destination and the cycling network (Rules 10 and 11 and Criteria 10 and 11).*

These rules deal with proximity to the rider's destination, while the criteria deal with access to the cycling network. This appears a bit puzzling. They in effect head in opposite directions. All new developments should facilitate a good link to the cycling network.

#### Response

Noted.

Rule 10 has been revised to include the requirement that the pedestrian and bicycle access paths associated with the bicycle parking facilities must feed into and provide connections to existing path networks. This brings Rule R10 (Bicycle parking facilities for all development listed in Table 1, except major alterations and/or extensions to existing buildings) in line with Rule 11 (Bicycle parking facilities for major alterations and/or extensions to existing buildings).

### **2.3.19 Bicycle parking needs to accommodate variety (Submission 1, 5)**

*Bicycle parking should include charging points, maintenance space and room to securely accommodate a variety of rideables.*

#### **Charging power points:**

Given the rapid uptake of electric bikes, electric scooters and other electric personal mobility devices, bicycle parking areas should include easily accessible powerpoints to allow for recharging of batteries.

#### Response

Noted.

Consideration is being given to include details on the provision and location of power points for charging e-bikes and e-scooters and other electric rideables in the associated End-of-Trip Facilities Guide being prepared by the Active Travel Office, Transport Canberra and City Services Directorate (see response to 2.3.22 below).

#### **Workshop space**

Workshop space should be included to enable simple repairs and maintenance such as replacing flat tyres.

## Response

Noted.

Consideration is being given to include details on the provision of workshop facilities (bike stand, pumps) in the associated End-of-Trip Facilities Guide being prepared by the Active Travel Office, Transport Canberra and City Services Directorate (see response to 2.3.22 below).

### **Parking areas**

Parking areas should have enough space and a variety of rails/racks to allow for manoeuvring and secure storage of cargo bikes, bicycles with attached trailers, non-standard bicycles, scooters and other mobility rideables to support a greater diversity of people to adopt active travel.

Rule 18 should provide that a proportion of spaces, e.g. 25% of space in shopping related uses and 10% in other uses provide sufficient space for a bicycle with an attached trailer.

If building a vertical racking system, consideration needs to be given to ensuring priority access to suitable storage for people unable to lift a bicycle (like the wheelchair symbol for disabled parking – electric bikes, for instance, are quite heavy).

## Response

Noted.

Rule 18 refers to the Australian Standard AS2890.3. The latest and revised version of the standard, released in 2015, introduced significant changes to bicycle parking space and product design requirements in Australia. The Standard has an additional requirement that a Bicycle Parking Facility must include a minimum of 20% horizontal, ground level Bicycle Parking Spaces. This is to ensure access for users unable to lift a bicycle, and for the parking of non-standard bicycles.

### **2.3.20 End-of-trip facilities must support broad participation (Submissions 1,5)**

*Showers and changing rooms need to enable equity of access to support higher participation rates*

While shared facilities may be more space-efficient, individual unisex facilities would provide privacy for those of all gender identities who prefer, for whatever reason, not to change in shared facilities.

Government should consult with the ACT Human Rights Commission and gender diversity advocates regarding best practice for inclusion.

Amend Rule R21 so that a percentage of shower and change facilities are individual gender-neutral facilities and a minimum number of unisex facilities are provided wherever shower and change facilities are required by the code.

#### Response

Noted.

A criterion (C26) requiring the provision of gender-neutral facilities where possible has been added.

EPSDD will engage with gender diversity advocates, including the ACT Government's Office of LGBTIQ+ Affairs regarding best practice for providing gender-neutral facilities into the code.

The new planning system will provide the flexibility to add new and updated policy adjustments to the code when these policy recommendations are made.

### **2.3.21 Long-stay parking should be sufficiently secure (Submission 1)**

#### **Criterion C4**

An example of what is meant by 'securely enclosed' should be shown, as Figure 1 in the current Bicycle Parking Code does.

#### Response

Noted.

Consideration is being given to include examples of securely enclosed facilities in the associated End-of-Trip Facilities Guide being prepared by the Active Travel Office, Transport Canberra and City Services Directorate (see response to 2.3.22 below).

#### **Criteria C5 and C6**

Add 'security' to the criteria so they read: '...an appropriate level of security, surveillance,...'

#### Response

Agreed.

The recommended version of the Code in DV357 has been amended to include this wording in Criteria C5 and C6.

## Rules R10 and R11, Criteria C10 and C11

To avoid the locking of bikes in inappropriate places and to avoid placing parking in hard-to-find places, the following changes are requested:

- a) add to Rule R10 a requirement that cycling access points to all new developments facilitate a good link to the cycling network
- b) Rules R10, R11 to provide that short-stay parking is visible (as R11(b)(ii) requires)
- c) uses that cater for customers on the ground floor or outdoors to require short-stay parking that is visible to customers or staff
- d) Criterion C10 can allow some flexibility in providing visibility
- e) reduce distances for short-stay parking to, e.g., 15m
- f) delete 'should' where the criteria say location 'should facilitate a convenient safe...link' to facilitate the desired outcomes and to avoid exemptions for developments that do not.

### Response

- a) Agreed. This wording has been added to R10 to mirror the provision in R11
- b) Agreed. R10 b) has been revised to provide that short stay parking is visible
- c) Agreed. Visibility of short stay parking is included in R10(b) and R11(b) (ii)
- d) Noted. For C10 - visibility may not always be achievable – the important aspect is to provide for a convenient, safe, legible and contiguous link, which is covered in the criterion.
- e) Noted. The distance to short stay bicycle parking of 15m as required in R11b(ii) is because for an existing building, the outdoor built environment is largely set and hard to change to accommodate EOTF. The closer the short stay EOTF are to the existing building, the safer it is for cyclists and bicycle parking. It has a corresponding criterion if this is hard to achieve.  
  
R10b is for new development which will have to be assessed against the Crime Prevention Through Environmental Design General Code and should cover the safety concerns so the longer distance of 30m for short stay bicycle parking can be used here.
- f) Agreed. Criteria C10 and C11 have been revised to refer to 'must' instead of 'should' in line with other criteria.

### **Criterion C19**

A request was made for Criterion C19 to include a requirement along the lines of:  
c) secure cladding such as 4mm steel mesh

#### Response

Noted,

It may not always be possible to provide a separate, secure stand-alone bicycle parking facility structure if the general storage areas in a residential development is proposed to be counted as bicycle parking. A minimum level of secure bicycle parking facility should be expected to be provided, where a bicycle can be locked up safely and securely. This requirement has been added to Criterion C19.

### **2.3.22 Associated companion guide needed (Submissions 1,5)**

*The code must be accompanied by a suite of infrastructure and engagement measures including a companion guide for developers to explain the code and demonstrates best practice for selecting and placing EOT facilities*

It can help explain terms used in the Code and illustrate acceptable Code compliance. For example, it could show enclosures that are acceptably 'secure' and those that are not. This would help avoid the use of easily cut chain wire enclosures.

#### Response

Agreed.

The ACT Government is currently preparing an End of Trip Facilities Guide (EOTF Guide) to complement the Code, once the variation comes into effect and the new provisions are incorporated into the Territory Plan. The EOTF Guide is aimed at: architects; engineers; project managers; developers; building owners and managers; employers and employees; and other intended users. It will provide examples of best practice and include key design principles that address issues such as, location selection, safety, access, and wayfinding.

### 3. SUMMARY OF CHANGES TO THE DRAFT VARIATION

#### 3.1 Changes to the draft variation after public consultation

Topic	What has changed?
Gross floor area (GFA) definition	The definition has been re-ordered to clarify that end of trip facilities are excluded from GFA, regardless of where they are located in a building.
Introduction – Purpose of Code	Two new paragraphs have been inserted into the ‘Introduction’ section of the new code to explain the purpose of the code and what types of development it applies to.
‘Outdoor recreation facility’	‘Outdoor recreation facility’ has been moved from Table 2 to Table 3 – as it is more appropriately located under development subject to individual assessment for end-of-trip facilities.
‘SHOP’	‘SHOP’ has been added to Tables 2 and 4 to include all other retail land uses not specifically listed and provide a set rate of EOT facilities.
Security	Security considerations have been added to criteria C5 and C6 for bicycle parking location and accessibility.
Wording	Criteria C10 and C11 have been adjusted to replace ‘should’ with ‘must’.
Visibility	Rule R10b) has been amended to make sure that bicycle parking facilities are also clearly visible for short-stay users.
Connectivity	Rule R10 has been amended to be consistent with Rule R11 to include a requirement that the pedestrian and bicycle access paths associated with the bicycle parking facilities must feed into and provide connections to existing path networks.
Consistency	Rule R11b) ii) has been amended to include a requirement that for short stay users, bicycle parking, if located near the main building, is not more than 15m from the main building and is clearly visible and easily accessible with an appropriate level of surveillance, safety and is sheltered. This is to be consistent with requirements for bicycle parking for short stay users in Rule 10b) ii).
Storage	Criterion C19 has been amended to include an additional requirement, being the provision of a minimum ‘Security Level C’ bicycle parking facility, for general storage areas in residential development to be counted as bicycle parking.  Typos have also been rectified in C19.
Gender-neutral facilities	A new criterion C26 has been added to require gender neutral facilities to be provided where appropriate.
Personal storage facilities	A new rule R27 and criterion C27 has been added to require lockers to be provided as part of EOT facilities.

### 3.2 Other changes following public consultation

Changes were made following public consultation as follows:

Topic	Changes made in recommended version
References to active travel	Various references to active travel in the background text is proposed to be amended to refer more broadly to other emerging forms of active travel, such as scooting, and not just limited to cycling or walking.
Definition of ' <i>active travel</i> '	The definition of ' <i>active travel</i> ' as defined in the Territory Plan is proposed to be amended to refer to more broadly to other emerging forms of active travel, not just limited to cycling or walking. The proposed change is consistent with the intent of the definition as it adds scooting as another mode of active travel.

## **4. COMPLIANCE WITH THE PLANNING AND DEVELOPMENT ACT 2007**

### **4.1 Release for Public Comment (section 63)**

DV357 was made available for public comment from 7 August 2021 to 29 October 2021. A consultation notice under s 63 of the P&D Act was published on the ACT Legislation Register on 7 August 2021 and a public notice was posted online on 9 August 2021. The extension of time for public consultation was published on the ACT Legislation Register and a public notice was posted online on the 10 September 2021.

### **4.2 Consultation with Government agencies (section 61 (b))**

Consultation was undertaken with the following agencies and their comments reported in the draft variation that was released for public notification (**Appendix 1**): the National Capital Authority, the Environment Protection Authority, the Conservator of Flora and Fauna and the ACT Heritage Council.

### **4.3 Notice of Submission to the Minister (section 70)**

In accordance with s 70 of the P&D Act, a public availability notice will be placed on the ACT Legislation Register stating that DV357 has been submitted to the Minister and that the documents are available for public inspection.

## 5. APPENDICES

**APPENDIX 1**  
**Draft variation 357 public release version**

**APPENDIX 2**  
**Copies of public comments received on draft variation 357**

**DV357 Consultation version**

# Planning and Development (Draft Variation 357) Consultation Notice 2021

## Notifiable instrument NI2021–462

made under the

Planning and Development Act 2007, s 63 (Public consultation—notification)

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### 1 Name of instrument

This instrument is the *Planning and Development (Draft Variation 357) Consultation Notice 2021*.

### 2 Draft variation to the Territory Plan

The planning and land authority (the *Authority*) has prepared a draft variation – 357 End-of-trip Facilities General Code (the *draft variation*) to vary the Territory Plan. The draft plan variation 357 proposes to vary the Territory Plan by replacing the Bicycle Parking General Code with a new End-of-Trip Facilities General Code.

### 3 Documents available for public inspection

- (1) The Authority gives notice that the following documents are available for public inspection and purchase:
  - (a) the draft variation; and
  - (b) the background papers relating to the draft variation.
- (2) Copies of the documents mentioned in section 3 (1) are available for inspection and purchase at Access Canberra Land, Planning and Building Services Shopfront, 8 Darling Street, Mitchell ACT, Monday to Friday (except public holidays) between 8:30am and 4:30pm for the period commencing on the day this notice commences and ending on **Friday 17 September 2021** (the *consultation period*).
- (3) Copies of the documents mentioned in section 3 (1) are also available for inspection during the consultation period online at: [www.act.gov.au/draftvariations](http://www.act.gov.au/draftvariations).

### 4 Invitation to give written comments

- (1) The Authority invites written comments about the draft variation during the consultation period. Comments should include reference to the draft variation and be addressed to the Territory Plan Section of the Environment, Planning and Sustainable Development Directorate (*EPSDD*). Please also provide your name and contact details to assist in the assessment of the comments provided and to enable the Authority to contact you in relation to your comments, if required.

- (2) Written comments should be provided to the Authority by:
- (a) email to [terrplan@act.gov.au](mailto:terrplan@act.gov.au); or
  - (b) mail to Territory Plan Section, EPSDD, GPO Box 158, Canberra, ACT 2601; or
  - (c) delivered to the Access Canberra Land, Planning and Building Services Shopfront, 8 Darling Street, Mitchell ACT.

*Note* All personal information will be managed in accordance with the *Information Privacy Act 2014* and the *EPSDD Information Privacy Policy* which are available through the EPSDD website.

## 5 Public inspection of written comments

- (1) Copies of written comments about the draft variation given in response to the invitation in section 4, or otherwise, or received from the National Capital Authority will be available (unless exempted) for public inspection for a period of at least 15 working days starting 10 working days after the day the consultation period ends, at Access Canberra Land, Planning and Building Services Shopfront, 8 Darling Street, Mitchell ACT, Monday to Friday (except public holidays) between 8:30am and 4:30pm and may be published on the EPSDD website at [www.planning.act.gov.au](http://www.planning.act.gov.au).
- (2) You may apply under section 411 of the *Planning and Development Act 2007* (the *Act*) for part of your consultation comments to be excluded from being made available to the public. A request for exclusion under this section must be in writing, clearly identifying what you are seeking to exclude and how the request satisfies the exclusion criteria. Please note that your name and contact details and other personal information will not be made public unless you request otherwise.

## 6 Effect of the draft variation

Section 65 of the Act does not apply in relation to the draft variation and therefore it does not have interim effect as a result of notification of this instrument. Where a draft variation does not have interim effect, the current Territory plan will continue to apply.

## 7 Obtaining further information

Further information about the draft variation can be obtained through email correspondence with the Territory Plan Section, EPSDD, at [terrplan@act.gov.au](mailto:terrplan@act.gov.au). A reference to the draft variation should be included in any email.

## 8 Dictionary

In this instrument:

*draft plan variation 357 End-of-Trip Facilities General Code* means the draft plan variation in schedule 1.

Dr Erin Brady  
Delegate of the planning and land authority  
30 July 2021



**ACT**  
Government

Environment, Planning and  
Sustainable Development

Schedule 1

*Planning and Development Act 2007*

**Draft**  
**Variation to the**  
**Territory Plan**  
**357**

End-of-Trip Facilities General Code

August 2021

Draft variation for public consultation prepared  
under s60 of the *Planning and Development Act 2007*

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# 1. INTRODUCTION

## 1.1 Summary of the Proposal

The draft variation is proposed to replace the Bicycle Parking General Code in the Territory Plan with a new End-of-Trip Facilities General Code. The aim of the code is to provide adequate facilities for bicycle riders and other active travel users at either end of a trip (either origin or destination). These facilities include bicycle parking, showers, change rooms, lockers, and drying areas.

The End-of-Trip Facilities General Code applies to all new developments, major alterations or extensions to existing buildings and/or changes of use that require a Development Application.

The End-of-Trip Facilities General Code does not apply to single residential development or to end-of-trip facilities provided on public land. Such facilities on public land are the responsibility of the ACT Government. Some guidance on these facilities is provided in the Municipal Infrastructure Standards 05 – Active Travel Facilities Design and Planning for Active Travel.

## 1.2 Outline of the process

The Commonwealth's *Australian Capital Territory (Planning and Land Management) Act 1988* allows for the Legislative Assembly to make laws to establish a Territory Planning Authority and for that Authority to prepare and administer a Territory Plan. The *Planning and Development Act 2007* (the Act) establishes the planning and land authority as the Authority that prepares and administers the Territory Plan, including continually reviewing and proposing amendments as necessary. The functions of the planning and land authority are administered by the Environment, Planning and Sustainable Development Directorate (EPSDD). The Director-General of EPSDD is the planning and land authority.

The Territory Plan is comprised of a written statement and a map. The written statement contains a number of parts, namely governance; strategic directions; zones (including objectives and development tables and zone or centre development codes); precinct codes; general codes; overlays; definitions; structure plans, concept plans and development codes for future urban areas.

The Territory Plan Map graphically represents the applicable land use zones (under the categories of residential, commercial, industrial, community facility, urban parks and recreation, transport and services and nonurban), precincts and overlays. The zone, precinct and overlay requirements are detailed in the volumes of the Territory Plan.

Draft variations to the Territory Plan are prepared in accordance with the Act. Following the release of the draft variation under section 63 of the Act, submissions from the public are invited. At the conclusion of the consultation period the EPSDD (planning and land authority) submits a report on consultation and a recommended final variation to the Minister responsible for planning for referral to the Legislative Assembly standing committee responsible for planning. The Minister must consider the findings of the committee before deciding whether to approve the draft variation. If the Minister approves the variation, the variation and associated documents will be tabled in the Legislative Assembly. Unless disallowed by the Legislative Assembly within five sitting days, the variation commences on a day nominated by the Minister.

### **1.3 Public Consultation**

Written comments about the draft variation are invited from the public by **Friday 17 September 2021**.

Comments should include reference to the draft variation and be addressed to the Territory Plan Section, EPSDD. Please also provide your name and contact details to assist in the assessment of the comments provided, and to enable EPSDD to contact you in relation to your comments, if required. Your personal information will be managed in accordance with the *Information Privacy Act 2014* and the EPSDD Information Privacy Policy, which is available for viewing on EPSDD's website.

Comments can be:

- emailed to [terrplan@act.gov.au](mailto:terrplan@act.gov.au)
- mailed to Territory Plan Section, GPO Box 158, Canberra, ACT 2601
- delivered to the Access Canberra Land, Planning and Building Services Shopfront, 8 Darling Street, Mitchell ACT.

Copies of written comments received with respect to the draft variation will be made available for public inspection for no less than 15 working days starting 10 working days after the closing date for comment. The comments will be available at the Access Canberra Land, Planning and Building Services Shopfront, 8 Darling Street, Mitchell ACT and will be published on EPSDD's website. Comments made available will not include personal contact details unless you request otherwise.

A request may be made for parts of a submission to be excluded under section 411 or 412 of the *Planning and Development Act 2007*. A request for exclusion under these sections must be in writing, clearly identifying what parts of your submission you are seeking to exclude and how the request satisfies the exclusion criteria.

*Further Information*

The draft variation is available online at **[www.act.gov.au/draftvariations](http://www.act.gov.au/draftvariations)** until the closing date for written comments.

Printed copies of the draft variation (this document) is available for inspection and purchase at the Access Canberra Land, Planning and Building Services Shopfront, 8 Darling Street, Mitchell ACT, Monday to Friday (except public holidays) between 8:30am and 4:30pm. Please call 6207 1923 to arrange a copy for purchase.

## **2. EXPLANATORY STATEMENT**

### **2.1 Background**

#### **2.1.1 The policy development background**

The ACT Government's vision for Canberra is to be a healthy and active city. Active living and active travel are considered integral to this vision. The ACT Government is committed to providing facilities that support active travel and active living through its policies and programs.

The Planning Minister's 2015 Statement of Planning Intent includes priorities to create environments that support walking and bicycle riding (active travel) and demonstrates that planning encourages greater take-up of active travel. The Statement of Planning Intent calls for active living principles to be incorporated into the Territory Plan, and for the Bicycle Parking General Code to be reviewed to promote best practice bicycle parking and end-of-trip facilities for bicycle riders and other active travel users.

In response to the Statement of Planning Intent, a review of the Bicycle Parking General Code was undertaken by the Transport Canberra and City Services Directorate in consideration of whether the Bicycle Parking General Code meets best practice industry standards. The review concluded that the Bicycle Parking General Code needed updating and should be replaced. In 2017, Draft Variation 357 was prepared to replace the Bicycle Parking General Code with a new End-of-Trip Facilities General Code to provide end-of-trip facilities for bicycle riders and other active travel users.

The proposed new code encourages greater use of active travel. In order to support active travel, end-of-trip facilities are required to meet existing demand and foreseeable increases, without incurring an unreasonable burden on building developers, owners and managers. The code plays a pivotal role in seeking to make active travel a mainstream element of Canberrans' daily lives.

Although principally for bicycle riders, showers, lockers, change rooms and drying facilities are also used by other active travel users who walk or run to work or educational institutions, or exercise at lunch time. End-of-trip facilities encourage people to use active travel modes of transport now and into the future. This is consistent with the Government's plan to promote physical activity and healthy lifestyles by providing accessible opportunities for active travel users and reducing the barriers that might limit the uptake of these activities.

The provision of bicycle parking facilities at destinations and places of residence provides the fundamental requirements to support cycling as a form of active travel. In many instances, the provision of basic bicycle parking with good passive surveillance adjacent to a building entrance may be all that is required. Commuters and riders, however, also require longer term parking, more secure facilities and appropriate showers and change rooms.

Showers and change facilities in workplaces reduce barriers to active travel and contribute to making bicycle riding a viable alternative to less sustainable travel modes such as private car trips. To change travel choices, and make active travel more attractive, it is necessary to equip workplaces with convenient, easy to locate and functional end-of-trip facilities. These facilities offer benefits and/or incentives to bicycle riders as well as other people who walk or exercise regularly.

As explained in section 2.1.3, one set of uniform provision rates are proposed to determine the required number and size of end-of-trip facilities for non-residential development based on land use type. The resultant rates are designed to cater for an overall mode share target of seven percent both for walking and bicycle riding. Many areas, particularly within inner Canberra are likely to exceed this target.

Cycling mode share percentages for each area were calculated using ABS Census (2016) data for transport mode by place of work. The ABS information was separated into four categories: private vehicle, public transport, cycling and walking.

### **2.1.2 Previous Public Consultation (2017)**

The draft variation was initially released for public consultation in 2017 for a period of six weeks. During that process, a total of five written submissions were received. Three were from professional/industry organisations. One was from a private company and one was from an individual.

All five submissions supported the intent of the draft variation in providing facilities for bicycle riders and other active travel users at either end of a trip (either origin or destination).

The key issues raised by the submitters are summarised below:

- Changes to the definition of *gross floor area* to clarify what is excluded from the gross floor area calculation to determine the amount of end-of-trip facilities to be provided
- Clarification of the type of developments that trigger the application of the code
- Flexibility of location of end-of-trip facilities to cater for building design and tenancy requirements

- Preference for including criteria which allow some flexibility in meeting requirements rather than only mandatory rules
- The proposed provision rates for end-of-trip facilities were generally considered too high, especially for City and town centres.

### **2.1.3 Collaborative consultation and reasons for revisions to the draft variation**

To work through the key issues, a series of workshops were held from 2017 to 2019 with interested community and professional/industry stakeholders. The outcomes of this collaboration resulted in changes to the draft variation which are summarised below:

- Introduce a new definition, being for *net lettable area* contained in the code to more accurately reflect the number of people in a building during business operating hours, and further clarify the *gross floor area* definition.

Concerns were raised about using of *gross floor area* to calculate the minimum requirement for bicycle parking spaces. These concerns included that the *gross floor area* would include not just floor area, but also other areas within a building that were not able to be occupied, such as circulation areas, kitchens, bathrooms, lifts and stairwells.

It was discussed at the workshops that the definition of *net lettable area* would better reflect the usable floor area for workers in a building and generate a more accurate calculation of the number of short and long-stay bicycle parking required for new and refurbished buildings.

Based on these discussions, the current definition of *gross floor area* in the Territory Plan is proposed to be amended and introduce the definition of *net lettable area* in the code.

- Clarify the types of development where the code will apply.

The code has been changed to make sure that bicycle parking rates are consistent with development types that are defined in the Territory Plan.

For example, educational establishment is a use defined in the Territory Plan and a rate for this land use was not previously specified. Rather than bicycle parking rates being stipulated for primary, secondary and tertiary schools it is proposed that the same provision rate will apply to all educational establishments.

- Allow for flexibility in the location of end-of-trip facilities, especially for major alterations and extensions to existing buildings that require a development application.

The draft variation initially prescribed rules and criteria for the location of long and short-stay bicycle parking arrangements. At the workshops key stakeholders gave examples where the proposed provisions would be difficult to achieve.

Examples included:

- Difficulty in providing end-of-trip facilities at the prescribed location for developments involving major alterations and/or extension to existing buildings
- The desired location of short-stay bicycle parking would be difficult to achieve in areas where the verge adjacent to a development is narrow and/or where street furniture and landscaping are extensive.
- Simplify the calculation of end-of-trip facilities by proposing one set of provision rates that apply to the entire ACT, instead of three sets of rates for three geographical areas across the ACT that were generally considered too high for the City and town centres.

The draft variation initially proposed three different bicycle parking rates for the City; town centres, Northbourne Avenue Corridor and Dickson Group Centre; and for the rest of Canberra.

During the workshops, concerns were raised by certain stakeholders that the bicycle parking rates for the City were too high, particularly for the proposed short-stay bicycle parking rates for development types such as drink establishments and restaurants, whilst other stakeholders noted that the lower bicycle parking rates outside the City and town centres would not necessarily result in more active travel.

In addition, it was noted in the workshops that improved end-of-trip facilities alone would not result in higher bicycle usage without more investment in other capital works and travel demand management initiatives.

Following these discussions, feedback was sought from the key stakeholders involved in the workshops as to how the rates of provision could support the anticipated increase in cycling and walking in the ACT. A single set of provision rates for land uses were agreed that are similar to the rates that previously applied to town centres, the Northbourne Avenue Corridor and Dickson Group Centre. The analysis that TCCS undertook also showed that uniform rates can achieve the mode share target of seven to ten percent across the Territory.

- Provide criteria to increase flexibility in meeting code requirements for most of the rules that were previously proposed to be mandatory.

During the workshops, some stakeholders felt that the number of mandatory rules could result in difficulties achieving the requirements. The addition of criteria provides increased flexibility for industry to provide facilities in an innovative way that may even exceed code requirements.

## **2.2 Proposed Changes**

### **2.2.1 Proposed Changes to the Territory Plan Map**

There are no changes proposed to the Territory Plan Map.

### **2.2.2 Proposed Changes to Territory Plan**

It is proposed to:

- replace the Bicycle Parking General Code of the Territory Plan by introducing an End-of-Trip Facilities General Code. The aim of the code is to provide adequate facilities for bicycle riders and other active travel users
  - introduce other definitions which specifically relate to end-of-trip facilities, including *net lettable area*.
- amend the current definition of *gross floor area* (GFA) in the Definitions section of the Territory Plan to exclude areas for bicycle parking and associated end-of-trip facilities from GFA calculations.
- include a new definition for *end-of-trip facilities* in the Definitions of the Territory Plan
- consequential changes to substitute Bicycle Parking General Code with End-of-Trip Facilities General Code in relevant development codes and precinct codes.

## **2.3 Reasons for the Proposed Draft Variation**

The reasons for the draft variation are as follows:

- respond to the Planning Minister's Statement of Planning Intent (2015), in particular for the Bicycle Parking General Code to be reviewed to promote best practice bicycle parking and end-of-trip facilities for bicycle riders and other active travel users
- encourage bicycle riding and other forms of active travel in the ACT by providing adequate provision of end-of-trip facilities

- improve the health, social and economic benefits of active travel for the ACT community.

## 2.4 Planning Context

### 2.4.1 National Capital Plan

The *Australian Capital Territory (Planning and Land Management) Act 1988* established the National Capital Authority (NCA) with two of its functions being to prepare and administer a National Capital Plan (NCP) and to keep the NCP under constant review and to propose amendments to it when necessary.

The NCP, which was published in the Commonwealth Gazette on 21 January 1990 is required to ensure that Canberra and the Territory are planned and developed in accordance with their national significance. The *Planning and Land Management Act 1988* also requires that the Territory Plan is not inconsistent with the NCP.

### 2.4.2 ACT Planning Framework

#### Statement of Strategic Directions

The Statement of Strategic Directions sets out the principles for giving effect to the main objective of the Territory Plan as required by the *Planning and Development Act 2007*. The proposal is consistent with the Territory Plan's statement of strategic directions in terms of environmental, economic and social sustainability and spatial planning and urban design principles.

*1.10 Integrated land use and transport planning will seek to maximise accessibility and transport efficiency, prioritise active travel, reduce energy consumption, increase physical activity, support the preferred pattern of development, promote safety, safeguard environmental quality, and minimise greenhouse gas emissions.*

The draft variation seeks to encourage active travel as a mode of transport by reducing the barriers, particularly to the uptake of bicycle riding. This will maximise accessibility and transport efficiency, contribute to community health and vitality, allow for changing needs, and encourage use of walking and bicycle riding, including commuter bicycle riding, as active modes of transport.

*1.18A Development is planned to promote active living through the following six principles:*

- a) *providing connectivity between uses and activity nodes*
- b) *preserving open space*
- c) *encouraging mixed land use and density*
- d) *ensuring public places are safe and attractive for all*

- e) *providing supportive infrastructure that encourages regular physical activity*
- f) *ensuring environments promote social inclusion, and are equitable and where practicable are accessible by all.*

Active living principles were incorporated into the Statement of Strategic Directions in December 2017. The draft variation is consistent with these principles as the provisions will encourage development to promote active travel by providing connectivity between uses and activity nodes and supportive infrastructure that encourages regular physical activity.

*2.6A Development will provide suitable and well-designed supportive infrastructure that enhances the experience of the urban environment for people of all abilities and encourages and supports regular physical activity.*

The draft variation will provide end-of-trip facilities such as bicycle parking, shower and change facilities, lockers and drying areas that will encourage people of all abilities to experience the urban environment and be active regularly.

*2.7 Development will be planned to encourage use of public transport, walking and cycling, including commuter cycling. Routes will be reserved for an enhanced inter-town public transport system. Requirements for vehicle parking will be related to commercial needs and transport policy objectives.*

The draft variation encourages development to be planned to promote active travel including walking and bicycle riding and use of public transport.

## Other Strategic Documents

The draft variation complements and responds to the relevant actions of the ACT Government's policies, including the ACT Planning Strategy 2018 and the Planning Minister's 2015 Statement of Planning Intent.

The Statement of Planning Intent includes as an immediate action, a review of the Bicycle Parking General Code of the Territory Plan to promote best practice bicycle parking and end-of-trip facilities for bicycle riders.

The draft variation is consistent with the ACT Transport Strategy and provides end-of-trip facilities such as bicycle parking, shower and change facilities, lockers and drying areas that will encourage cycling and walking.

## 2.5 Interim Effect

Section 65 of the Planning and Development Act 2007 does not apply in relation to the draft variation so it does not have interim effect. The current Territory Plan continues to apply.

## 2.6 Consultation with Government Agencies

The Environment, Planning and Sustainable Development Directorate is required to, in preparing a draft variation under section 61(b) consult with each of the following in relation to the proposed draft variation:

- the National Capital Authority
- the Conservator of Flora and Fauna
- the Environment Protection Authority
- the Heritage Council
- the Land Custodian, if the draft variation would, if made, be likely to affect unleased land or leased public land – each custodian for the land likely to be affected

### National Capital Authority

The National Capital Authority provided the following comments

*The NCA has no comment on Draft Variation 357 End-of-Trip Facilities General Code. Proposed planning policy that encourages active travel is supported.*

#### Response

Noted.

### Conservator of Flora and Fauna

The Conservator of Flora and Fauna made the following comments

*Thank you for the opportunity to review the revised version of Draft Variation No. 357. NIL comments from the Conservator.*

#### Response

Noted.

### Environment Protection Authority

The Environment Protection Authority provided the following comments

*The EPA has no comments on the re-circulate DV357 End-of-Trip Facilities General Code after its first round of public consultation.*

Response

Noted.

**Heritage Council**

The Heritage Council provided the following comments

*The Council does not object to the changes proposed by DV357, or the most recent alterations to the draft General Code, as the provisions of the Heritage Act 2004 will continue to guide the management of heritage places and objects that may be affected by any requirement for end of trip facilities.*

Response

Noted.

### 3. DRAFT VARIATION

#### 3.1 Variation to the Territory Plan

The Territory Plan is varied in all of the following ways:

#### Variation to the Territory Plan Written Statement

##### 1. General Codes, Part 11.2 Bicycle Parking General Code

*Substitute*

Bicycle Parking General Code

*with*

End-of-Trip Facilities General Code (**Appendix A**).

##### 2. Part 3-9 Zone Development Codes, Part 10 Precinct Maps and Codes and Part 11. General Codes

*Substitute*

All references to the 'Bicycle Parking General Code'

*with*

'End-of-Trip Facilities General Code'

##### 3. Part 13 Definitions, Part 13.1 Definitions

*Insert*

**End-of-trip facilities** means places where amenities are provided for bicycle riders and other active travel users at either end of a trip (either origin or destination). The end-of-trip facilities can include amenities such as bicycle parking, shower and change facilities, lockers and drying areas.

*Substitute*

**Gross floor area (GFA)** means the sum of the area of all floors of the building measured from the external faces of the exterior walls, or from the centre lines of walls separating the building from any other building, excluding any floor area reasonably used and necessary solely for fixed mechanical plant, and/or basement car parking, bicycle parking and associated end-of-trip facilities.

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ITALIAN	Se avete bisogno di un interprete, telefonate al numero:
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# End-of-Trip Facilities General Code

## August 2021

Draft for public consultation

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# Introduction

## Name

The name of this code is **End-of-Trip Facilities General Code**.

## Application

This code applies to all new developments, major alterations and/or extensions to existing buildings (if the work affects more than 50% of the floor area of the whole of an existing building), or changes of use that require approval of a Development Application (DA) by the planning and land authority.

Table 1 identifies the developments that are required to comply with this code.

**Table 1: Development required to comply with this code**

Airport	Drive-in cinema	Outdoor recreation facility
Animal care facility	Educational establishment	Personal service
Aquatic recreation facility	Emergency services facility	Place of assembly
Boarding house	Farm tourism	Place of worship
Bulk landscape supplies	Freight transport facility	Produce market
Bulky goods retailing	Funeral parlour	Public transport facility
Caravan park/camping ground	Group or organised camp	Railway use
Cemetery	Health facility	Religious associated use
Child care centre	Hospital	Residential care accommodation
Civic administration	Indoor entertainment facility	Restaurant
Club	Indoor recreation facility	Scientific research establishment
Commercial accommodation use	Industry	Student accommodation
Community activity centre	Light industry	Supermarket
Community theatre	Mental health facility	Supportive housing
Corrections facility	Minor use	Take-away food shop
Craft workshop	Mobile home park	Tourist facility
Cultural facility	Multi-unit housing	Veterinary hospital
Department store	Municipal depot	Warehouse
Drink establishment	Non-retail commercial use	Vehicle sales

This code does not apply to single residential development. This code does also not apply to end-of-trip facilities provided on public land which are the responsibility of the ACT Government. Some guidance on these facilities is provided in the Municipal Infrastructure Standards Part 5 - Active Travel.

The developments listed in table 3 do not have a set rate specified for the number of end-of-trip facilities required, and as such should be provided to the satisfaction of the planning and land authority.

## National Capital Plan

Where a development is subject to special requirements under the National Capital Plan (NCP), or any relevant development control plan prepared under the NCP, the development must not be inconsistent with the special requirements or development control plan. Where any provision of this is

inconsistent with special requirements under the NCP, or any relevant development control plan prepared under the NCP, that provision has no effect.

## **Purpose**

This code will be used by the planning and land authority to assess all new development proposals, major alterations and/or extensions to existing buildings, or changes of use that require a DA.

## **Structure**

This code has an introduction, a reference to other relevant codes and the following parts:

**Part A – Provision of end-of-trip facilities** stipulates the standard requirement for the number of end-of-trip facilities based on the type, size and location of a development, and a corresponding criterion which provides the qualitative controls for the development.

**Part B – Design requirements of end-of-trip facilities** provides the general requirements to be met for end-of-trip facilities design, including the type of bicycle parking device, their placement, access and other considerations.

Each part contains one or more elements. Each element has one or more rules and, unless the rule is mandatory, an associated criterion. Rules provide quantitative, or definitive, controls. In contrast, criteria are chiefly qualitative in nature.

In some instances rules are mandatory. Such rules are accompanied by the words “This is a mandatory requirement. There is no applicable criterion.” Non-compliance with a mandatory rule will result in the refusal of the DA. Conversely, the words “There is no applicable rule” is found where a criterion only is applicable.

## **Assessment tracks**

Assessment tracks for particular developments are specified in the relevant zone development table.

Proposals in the **code track** must comply with all rules relevant to the development.

Proposals in the **merit track** and **impact track** must comply with a rule or its associated criterion, unless the rule is mandatory (i.e. it has no related criterion). Where a rule is fully met, no reference to the related criterion needs to be made. Where there is a departure from a rule, or where a criterion only applies, the onus is on the applicant to demonstrate that the relevant criterion is satisfied, through supporting drawings and/or written documentation. In addition, the applicant for proposals in the impact track must justify any non-compliance by reference to the Statement of Strategic Directions.

## **Code hierarchy**

Where more than one type of code applies to a development, the order of precedence when there is inconsistency of provisions between codes is precinct code, development code, and general code, as defined by the *Planning and Development Act 2007*.

## **Definitions**

Defined terms and references to legislation and other documents are italicised.

Definitions of terms used in this code are listed in part 13 of the Territory Plan or, for terms applicable only to this code, listed below and associated with the respective rule.

**Active travel** means physical activity undertaken as a means of transport and not purely as a form of recreation. Active travel can include walking and bicycle riding – as well as skating, skateboarding, and the use of mobility aids. Active travel also includes using any of these forms as incidental activity associated with the use of public transport.

**At-grade** means the same level as the surrounds. This will commonly be street-level, however should be considered in the context of the surrounding bicycle riding network for more complex sites.

**AS1158.3.1** means the Australian Standard for Pedestrian Area (Category P) Lighting, as amended from time to time.

**AS2890.3** means the Australian Standard for Parking Facilities Part 3: Bicycle Parking Facilities, as amended from time to time.

**Bicycle parking device** means a product constructed of high security material designed to provide stability to a bicycle parked in or against the device. For example, bicycle rails or hanging racks.

**Bicycle parking spacing envelope** means the design space of a standard bicycle, which allows for locking and parking movements as defined by AS2890.3.

**Long-stay user** means a category of user generally defined by the time spent at the end-of-trip (either origin or destination) where the duration of the stay is typically half a day or more. Long-stay users generally include employees, residents, and students.

**Major alterations and/or extensions to existing buildings** means works to an existing building that affects more than 50% of the floor area of the whole of the existing building.

**Mode share** means the percentage of people using a particular 'mode' (or category) of transport.

**Mode shift** means the change in the mode share of a demographic within a given area.

**Multi-tier bicycle parking** means a multi-tier bicycle parking racking system in accordance with AS2890.3

**Net lettable area (NLA)** means the sum of a building's lettable floor area measured from the interior faces of the exterior walls, excluding the areas for stairs, fire stairs, accessways, lift shafts, toilets, recessed doorways, cupboards, fire hose reel cupboards, smoke lobbies (must be compliant with relevant Acts and Regulations), escalators, plant/motor rooms, telecommunications cupboards, kitchen and other service areas, and lift lobbies and areas dedicated to public spaces and the like.

**Primary access** means the most logical route between the entry/exit points at arrival to/from the building with a bicycle.

**Short-stay user** means a category of user generally defined by the time spent at the end-of-trip (either origin or destination) where the duration of the stay is typically a few hours or less. Short-stay users generally include shoppers, meeting attendees or residential visitors.

**Wheeling ramp and/or bicycle channel** means a device that makes stairs accessible to bicycle riders.

#### Acronyms

AS	Australian Standard	NCP	National Capital Plan
DA	Development Application	NLA	Net Lettable Area
GFA	Gross Floor Area		

## Relevant development codes and general codes

Development codes that may be relevant to the End-of-Trip Facilities General Code are:

- Residential Zones Development Code
- Multi Unit Housing Development Code
- Commercial Zones Development Code
- Industrial Zones Development Code
- Community Facility Zone Development Code
- Parks and Recreation Zone Development Code
- Transport and Services Zone Development Code
- Non-Urban Zones Development Code

In addition to the **development codes** specified above, **general codes** may be relevant. The following general codes, in particular, may be relevant to the End-of-Trip Facilities General Code:

- Parking and Access General Code
- Crime Prevention through Environmental Design General Code

Development must comply with all relevant codes (including precinct codes and other general codes not listed above), subject to the code hierarchy outlined in the introduction to this code. General codes are found in part 11 of the Territory Plan.

# Part A – Provision of end-of-trip facilities

## Element 1: End-of-trip facilities provision

Rules	Criteria
<b>1.1 Bicycle parking facilities for long-stay users</b>	
<p>R1</p> <p>Development listed in table 2 provides on-site secure bicycle parking spaces for long-stay users in accordance with the relevant rates shown in table 4.</p> <p>Net lettable area is calculated in one of the following ways:</p> <p>a) in accordance with the NLA definition</p> <p>b) 85% of a building's gross floor area.</p> <p><b>Note:</b> Wall-mounted bicycle parking devices located above the bonnet of car parking spaces must not be counted toward the provision of bicycle parking required to meet this rule.</p>	<p>C1</p> <p>The required amount of on-site bicycle parking spaces for long-stay users may be varied, to the satisfaction of the planning and land authority and the government entity responsible for bicycle parking facilities, after consideration of a proposal to construct secure off-site end-of-trip facilities at a nearby location.</p>
<b>1.2 Bicycle parking facilities for short-stay users</b>	
<p>R2</p> <p>Development listed in table 2 provides publicly accessible bicycle parking spaces for short-stay users in accordance with the relevant rates shown in table 4.</p> <p>Net lettable area is calculated in one of the following ways:</p> <p>a) in accordance with the NLA definition</p> <p>b) 85% of a building's gross floor area.</p> <p><b>Note:</b> Wall-mounted bicycle parking devices located above the bonnet of car parking spaces must not be counted toward the provision of bicycle parking required to meet this rule.</p>	<p>C2</p> <p>For development listed in table 2, short-stay bicycle parking must be provided to meet the anticipated demand of users, to the satisfaction of the planning authority and the government entity responsible for bicycle parking facilities.</p>
<b>1.3 Bicycle parking facilities subject to individual assessment</b>	
<p>There is no applicable rule.</p>	<p>C3</p> <p>For development listed in table 3, long-stay and short-stay bicycle parking must be provided to meet the anticipated demand of users, to the satisfaction of the planning authority and the government entity responsible for bicycle parking facilities.</p>

**Table 2: Development with set rate end-of-trip facilities provisions**

Aquatic recreation facility	Emergency services facility	Place of worship
Bulky goods retailing	Health facility	Produce market
Caravan park/camping ground	Hospital	Public transport facility
Child care centre	Indoor entertainment facility	Religious associated use
Civic administration	Indoor recreation facility	Residential care accommodation
Club	Industry	Restaurant
Commercial accommodation use	Light industry	Scientific research establishment
Community activity centre	Mobile home park	Student accommodation
Community theatre	Multi-unit housing	Supermarket
Corrections facility	Municipal depot	Supportive housing
Cultural facility	Non-retail commercial use	Take-away food shop
Department store	Outdoor recreation facility	Tourist facility
Drink establishment	Personal service	Veterinary hospital
Educational establishment	Place of assembly	Warehouse

**Table 3: Development subject to individual assessment for end-of-trip facilities**

Airport	Drive-in cinema	Minor use
Animal care facility	Farm tourism	Outdoor recreation facility
Boarding house	Freight transport facility	Railway use
Bulk landscape supplies	Funeral parlour	Vehicle sales
Cemetery	Group or organised camp	
Craft workshop	Mental health facility	

**Table 4: Provision rates for end-of-trip facilities - all areas**

Land use	Standard rates for end-of-trip facilities	
	Long-stay users (residents, employees, students)	Short-stay users (customers, patrons, visitors)
Aquatic recreation facility	1 space per 3000m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Bulky goods retailing	1 space per 1750m <sup>2</sup> NLA	1 space per 1000m <sup>2</sup> NLA
Caravan park/camping ground	1 space per 5 ha	5 spaces per ha
Child care centre	1 space per 600m <sup>2</sup> NLA	1 space per 65m <sup>2</sup> NLA
Civic administration	1 space per 200m <sup>2</sup> NLA	1 space per 400m <sup>2</sup> NLA
Club	1 space per 150m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Commercial accommodation use	1 space per 250m <sup>2</sup> NLA	1 space per 250m <sup>2</sup> NLA
Community activity centre	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15 seats or 1 space per 15m <sup>2</sup> NLA
Community theatre	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15m <sup>2</sup> NLA
Corrections facility	1 space per 15 staff	Individual assessment
Cultural facility	1 space per 1200m <sup>2</sup> NLA	1 space per 60m <sup>2</sup> NLA
Department store	1 space per 1500m <sup>2</sup> NLA	1 space per 200m <sup>2</sup> NLA
Drink establishment	1 space per 150m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Educational establishment	1 space per 10 staff plus 2 spaces per 10 students	1 space per 100 students
Emergency services facility	1 space per 1000m <sup>2</sup> NLA	None
Health facility	1 space per 4 practitioners or 1 space per 1500m <sup>2</sup> NLA	1 space per 2 practitioners or 1 space per 75m <sup>2</sup> NLA
Hospital	1 space per 3 beds or 1 space per 150m <sup>2</sup> NLA	1 space per 15 beds or 1 space per 900m <sup>2</sup> NLA
Indoor entertainment facility	1 space per 3000m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Indoor recreation facility	1 space per 3000m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Industry	1 space per 800m <sup>2</sup> NLA	1 space per 2,000m <sup>2</sup> NLA or part thereof
Light industry	1 space per 800m <sup>2</sup> NLA	1 space per 2,000m <sup>2</sup> NLA or part thereof
Mobile home park	1 space per 5 ha	5 spaces per ha
<i>Multi-unit housing, including Attached house</i>	1 space per one or two bedroom dwelling, 2 spaces per three or more bedroom dwelling with a car parking space AND 1 space per bedroom for dwellings not allocated a car parking space	1 space per 10 dwellings

Land use	Standard rates for end-of-trip facilities	
	Long-stay users (residents, employees, students)	Short-stay users (customers, patrons, visitors)
Municipal depot	1 space per 2 ha	None
Non-retail commercial use	1 space per 200m <sup>2</sup> NLA	1 space per 400m <sup>2</sup> NLA
Personal service	1 space per 500m <sup>2</sup> NLA	2 spaces, plus 1 space per 1000m NLA above 2000m <sup>2</sup> NLA
Place of assembly	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15 seats or 1 space per 15m <sup>2</sup> NLA
Place of worship	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15 seats or 1 space per 15m <sup>2</sup> NLA
Produce market	1 space per ha	30 spaces per ha
Public transport facility	1 space per 1500m <sup>2</sup> NLA	1 space per 30m <sup>2</sup> NLA
Religious associated use	1 space per 1500 seats or 1 space per 1500m <sup>2</sup> NLA	1 space per 15 seats or 1 space per 15m <sup>2</sup> NLA
Residential care accommodation	1 space per 2000m <sup>2</sup> NLA	1 space per 1000m <sup>2</sup> NLA
Restaurant	1 space per 150m <sup>2</sup> NLA	1 space per 150m <sup>2</sup> NLA
Scientific research establishment	1 space per 150m <sup>2</sup> NLA	None
<i>Student accommodation</i>	1 space per student bed	1 space per 10 student beds
Supermarket	1 space per 600m <sup>2</sup> NLA	1 space per 200m <sup>2</sup> NLA
<i>Supportive housing</i>	1 space per dwelling	1 space per 10 dwellings
Take-away food shop	1 space per 250m <sup>2</sup> NLA	1 space per 100m <sup>2</sup> NLA
Tourist facility	1 space per 15 staff	1 space per 15 patrons
Veterinary hospital	1 space per 300m <sup>2</sup> NLA	1 space per 300m <sup>2</sup> NLA
Warehouse	1 space per 800m <sup>2</sup> NLA	1 space per 2,000m <sup>2</sup> NLA or part thereof

## Part B – Design requirements of end-of-trip facilities

This part specifies the design requirements for end-of-trip facilities. End-of-trip facilities should comply with the requirements of this code. Where similar guidance is provided under the Australian Standard for Bicycle Parking Facilities, this code takes precedence. The Australian Standard specifies the minimum requirement, and in some instances this code will require a higher standard to be met.

### Element 2: Access and location

Rules	Criteria
<b>2.1 Bicycle parking spaces</b>	
<p>R4</p> <p>Bicycle parking facility security levels for long-stay users must be Security Level A or B, as set out in AS2890.3, and be:</p> <ul style="list-style-type: none"> <li>a) securely enclosed and separated from publicly accessible areas, including car parking areas</li> <li>b) protected from the weather</li> <li>c) provided on a hard floor surface such as concrete or paving.</li> </ul>	<p>C4</p> <p>Bicycle parking for long-stay users must be:</p> <ul style="list-style-type: none"> <li>a) securely enclosed and separated from publicly accessible areas, including car parking areas</li> <li>b) protected from the weather</li> <li>c) provided on a hard floor surface such as concrete or paving.</li> </ul>
<p>R5</p> <p>Bicycle parking facilities security levels for short-stay users must be Security Level C, as set out in AS2890.3.</p>	<p>C5</p> <p>Short-stay bicycle parking is located in a publicly accessible location that provides an appropriate level of surveillance, safety and shelter.</p>
<p>There is no applicable rule.</p>	<p>C6</p> <p>The bicycle parking location and its access route(s) must provide an appropriate level of surveillance, shelter and lighting, in accordance with the Crime Prevention through Environmental Design General Code and AS1158.3.1.</p>
<p>R7</p> <p>Off-site bicycle parking must be located so that there is a minimum clearance of 0.5m between a parked bicycle and the edge of a motor vehicle traffic lane, parking lane or roadway, except where exempt under AS2890.3.</p>	<p>C7</p> <p>The location of bicycle parking facilities is designed to reasonably prevent motor vehicles encroaching into bicycle parking areas.</p>

Rules	Criteria
<b>2.2 Access</b>	
<p>R8</p> <p>The access path to end-of-trip facilities provides a minimum unobstructed width of:</p> <ul style="list-style-type: none"> <li>a) 1.5m where the number of bicycle movements is less than 30 per hour in peak periods</li> <li>b) 2.5m where the number of bicycle movements is 30 or more per hour in peak periods.</li> </ul> <p>The access path to end-of-trip facilities must also be in accordance with AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>R9</p> <p>Ramp gradients must not exceed 1:12 where they are to be ridden by a bicycle rider accessing end-of-trip facilities, in accordance with AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<b>2.3 Location</b>	
<p>R10</p> <p>Bicycle parking facilities for all development listed in Table 1, except major alterations and/or extensions to existing buildings, must comply with the following:</p> <ul style="list-style-type: none"> <li>a) for long-stay users: located within one level of the building entrance and no more than 30m from this entrance</li> <li>b) for short-stay users: located at-grade and on the main access route to the entrance, not more than 30m from a major entrance or destination.</li> </ul> <p>Bicycle parking facilities are located to allow a bicycle to be ridden within 30m of the end-of-trip facilities.</p>	<p>C10</p> <p>The location of access points to the bicycle parking facility should facilitate a convenient, safe, legible and contiguous link between the site and the surrounding network.</p>
<p>R11</p> <p>Bicycle parking facilities for major alterations and/or extensions to existing buildings must comply with the following:</p> <ul style="list-style-type: none"> <li>a) for long-stay users - <ul style="list-style-type: none"> <li>i) if located within the main building, it is easily accessible and able to be located from the building entrance, is well-lit, secure, safe and well ventilated</li> <li>ii) if located outside the main building, it is located no more than 30m from the</li> </ul> </li> </ul>	<p>C11</p> <p>The location of access points to the bicycle parking facility should facilitate a convenient, safe, legible and contiguous link between the site and the surrounding network.</p>

Rules	Criteria
<p>main building, is well-lit, secure, safe and easy to access and find, and is located where there is an appropriate level of surveillance</p> <p>b) for short-stay users -</p> <p>i) if located within the main building, it should be near the entrance of the main building, be well-lit, secure, safe, easy to find, and well ventilated</p> <p>ii) if located near the main building, it is not more than 15m from the main building and is clearly visible and easily accessible with an appropriate level of surveillance, safety and is sheltered.</p> <p>The pedestrian and bicycle access paths associated with these bicycle parking facilities must feed into and provide connections to existing path networks.</p>	
<p>R12</p> <p>Bicycle parking facility users must not be required to walk up or down vehicular ramps to access bicycle parking.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>There is no applicable rule.</p>	<p>C13</p> <p>Stairs are only permitted as the primary access route from a building entrance to bicycle parking facilities in constrained circumstances, including:</p> <p>a) in a change of lease application for an existing building where a stair cannot be avoided</p> <p>b) for new developments or major alterations and/or extensions to existing buildings where the site area is exceptionally constrained such that level differences cannot be met by use of ramp(s).</p> <p>In such instances, a solution must be provided, such as a wheeling ramp and/or bicycle channel.</p>

### Element 3: Signage

Rules	Criteria
<b>3.1 Wayfinding signage</b>	
<p>R14</p> <p>Bicycle parking wayfinding signage is provided in accordance with AS2890.3.</p>	<p>C14</p> <p>Directional wayfinding signage must be clearly displayed adjacent to entrances to the parking area to promote awareness, visibility and maximum use of facilities by prospective users.</p>

### Element 4: Bicycle parking devices

Rules	Criteria
<b>4.1 Bicycle parking facilities design</b>	
<p>R15</p> <p>Access aisles adjacent to bicycle parking devices must be a minimum width of:</p> <p>a) 1.5m for side-by-side bicycle parking, and</p> <p>b) 2.0m for multi-tier bicycle parking or bicycle lockers.</p> <p>Access aisles are designed in accordance with AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>R16</p> <p>Not more than 80% of all bicycle parking spaces are to be multi-tier, in accordance with AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<p>There is no applicable rule.</p>	<p>C17</p> <p>Bicycle parking facilities must be well lit to meet the minimum requirements of the Crime Prevention through Environmental Design General Code to enhance user safety and mitigate risk of theft or vandalism.</p>
<p>R18</p> <p>Bicycle parking devices must accommodate the bicycle space envelope nominated in AS2890.3.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>
<b>4.2 Bicycle parking devices</b>	
<p>There is no applicable rule.</p>	<p>C19</p> <p>General storage areas in residential development may be counted as bicycle parking subject to achieving all of the following:</p> <p>a) any provision is proved in addition to other planning requirements for storage areas, such as within development codes</p> <p>b) meeting the minimum dimensions and access requirements of AS2890.3, including internal storage and access isle dimensions.</p>

## Element 5: Shower and change facilities

*Note: This Element does not apply to the multi-unit housing component of mixed use development.*

Rules	Criteria
<b>5.1 Shower and change facilities</b>	
<p>R20</p> <p>Shower and change facilities must be provided for long-stay users in non-residential development.</p> <p>A minimum of one shower is provided for the first 5 long-stay spaces or part thereof, plus an additional shower for each 10 bicycle parking spaces thereafter.</p>	<p>C20</p> <p>For development requiring multiple showers, up to 25% less than the total required number of showers may be considered where it can demonstrate to meet one or more of the following:</p> <ul style="list-style-type: none"> <li>a) for on-site shower facilities, shower facilities are safe, secure and are provided in one of the following locations: <ul style="list-style-type: none"> <li>i) next to main bicycle parking area</li> <li>ii) close to key entry points</li> </ul> </li> <li>b) for off-site shower facilities, shower facilities are safe, secure, easy to find and are provided in one of the following locations: <ul style="list-style-type: none"> <li>i) reasonably close to main bicycle parking area of the development</li> <li>ii) reasonably close to key entry points of the development</li> </ul> </li> <li>c) shared or off-site facilities in developments where less than 5 long-stay bicycle parking spaces area required</li> <li>d) facilities that are specifically designed for use by a single-sex, such as women's and men's refuges.</li> </ul>
<p>R21</p> <p>Shower and change facilities must be rounded up such that an equal number of male and female facilities are provided.</p> <p>Separate male and female shower and change facilities must be provided.</p>	<p>C21</p> <p>Where only one shower and change facility is required under other parts of this code, the facility is to be designed as a unisex facility.</p>
<p>R22</p> <p>A minimum of one toilet, wash basin and drying area is provided to shower and change facilities.</p>	<p>C22</p> <p>Where toilet, wash basin and drying area are conveniently located near shower and change facilities, no extra toilet, wash basin and drying area are required.</p>
<p>R23</p> <p>A minimum of one change room is provided per shower as one of the following:</p> <ul style="list-style-type: none"> <li>a) a combined shower/change room</li> <li>b) direct access to a communal change room.</li> </ul>	<p>C23</p> <p>This is a mandatory requirement. There is no applicable criterion.</p>

Rules	Criteria
<p>There is no applicable rule.</p>	<p>C24</p> <p>For development requiring multiple change rooms, up to 25% less than the total required number of change rooms may be considered where it can demonstrate to meet one or more of the following:</p> <ul style="list-style-type: none"> <li>a) change rooms are safe, secure and are provided in one of the following locations: <ul style="list-style-type: none"> <li>i) next to main bicycle parking area</li> <li>ii) close to key entry points</li> </ul> </li> <li>b) more than one toilet, wash basin and drying area are provided with shower and change facilities</li> </ul> <p>Change rooms are provided with showers as one of the following:</p> <ul style="list-style-type: none"> <li>a) a combined shower/change room</li> <li>b) direct access to a communal change room.</li> </ul>
<p>R25</p> <p>Where a communal change room is provided, direct access is provided via the shower facility, without passing through a publicly accessible area.</p>	<p>This is a mandatory requirement. There is no applicable criterion.</p>

**Public submissions**

SUBMISSION TO DV 357 – END OF TRIP FACILITIES GENERAL CODE

27/10/2021

PEDAL POWER IS CANBERRA'S OLDEST AND LARGEST CYCLING ORGANISATION. WE ARE A NOT-FOR-PROFIT MEMBERSHIP BASED COMMUNITY ORGANISATION AND A REGISTERED CHARITY. OUR MISSION IS TO ADVANCE THE HEALTH AND WELL-BEING OF OUR COMMUNITY THROUGH THE PROMOTION OF THE SAFE AND CONVENIENT USE OF BICYCLES AND OTHER PEDAL POWERED VEHICLES.

FOR OVER 45 YEARS PEDAL POWER ACT HAS CHAMPIONED THE CAUSE OF CYCLING IN CANBERRA – STARTING AT A PROTEST RIDE IN 1974 AND GROWING INTO CANBERRA'S LARGEST CYCLING ORGANISATION.

PEDAL POWER HAS APPROXIMATELY 7000 MEMBERS. OUR TEAM OF PAID STAFF IS SUPPORTED BY HUNDREDS OF VOLUNTEERS. OUR VOLUNTEERS ARE THE HEART AND SOUL OF PEDAL POWER, GIVING THEIR TIME, SKILLS AND PASSION TO SUPPORT CYCLING IN CANBERRA – FROM BOARD MEMBERS TO EVENT VOLUNTEERS, SOCIAL RIDE LEADERS AND OUR ADVOCACY TEAM.

WE REPRESENT THE INTERESTS OF ALL PEOPLE WHO RIDE BIKES, AND THOSE WHO WOULD LIKE TO – WHETHER THAT BE FOR TRANSPORT, FUN, FITNESS, OR SPORT. WE PROVIDE A RANGE OF SERVICES TO OUR MEMBERS FROM ADVOCACY ON CYCLING ISSUES, TO BIKE SKILLS COURSES, INFORMATION ON CYCLE SAFETY AND OUR SIGNATURE CYCLING EVENTS.

For further information about this submission please contact



## Introduction

Thank you for providing Pedal Power with this opportunity to comment on the Draft Variation to 375 to the End of Trip Facilities General code.

Canberra is a great place for cycling! We have good path network that connects our suburbs and town centres, and a relatively good climate and terrain for active travel. We have also benefited from significant government investment in initiatives that support active travel such as the establishment of Park & Pedal schemes, secure bike cages at bus stops, and bike racks on our buses and light rail vehicles.

However, despite these resources, our active travel rates have remained relatively low. The 2021 national cycling and walking survey showed that that most cycling in Canberra occurs for recreational purposes, this is supported by Census data shows that the percentage of people who cycled to work in the ACT has remained at 3% or below since 1981! There is scope for considerable further growth.

There are clear and compelling economic, health, and environmental benefits from supporting more people to travel. The Queensland Department of Transport and Main Roads report, [\*Benefits of inclusion of active transport in infrastructure projects\*](#), Table EX.1: *Benefits summary* lists the cumulative total for cycling as \$1.4343 per kilometre; Indexed for CPI, this results in a net benefit of \$1.69 in savings to Government budgets per kilometre cycled.

The ACT Government declared a climate emergency 16 months ago and set a nation-leading target of achieving zero net greenhouse gas emissions by 2045. The ACT Climate Change Strategy identifies transport emissions as contribute 60% of ACT's greenhouse gas emissions and sets targets to shift an *"additional 10–15% of car journeys shifting to public or active travel by 2025, with an additional 10% mode shift of these car journeys by 2030, and a further 20% mode shift by 2045"* Pedal Power applauds these targets, and believes that cycling can play a major role in the effort of reducing the car mode share over the next 25 years

With the growing popularity of cycling, and the increased densification of our city, the provision of good end of trip facilities are essential to convert our high level of recreational cycling into active travel Participation. We will not convince people to take their bikes to work, education, or to their local shops if there are no facilities, and nowhere safe to park their bikes.

Pedal Power believes DV 357 is only a modest improvement on the Bicycle Parking General Code (the current Code) and is disappointed to find it less ambitious than its first draft.

Our submission provides an overview of the current state of cycling in the ACT; cites research showing the importance of end-of-trip facilities; and then makes comments and proposals where we consider DV 357 can be improved.

### Cycling in the ACT – more bicycles and more people riding them

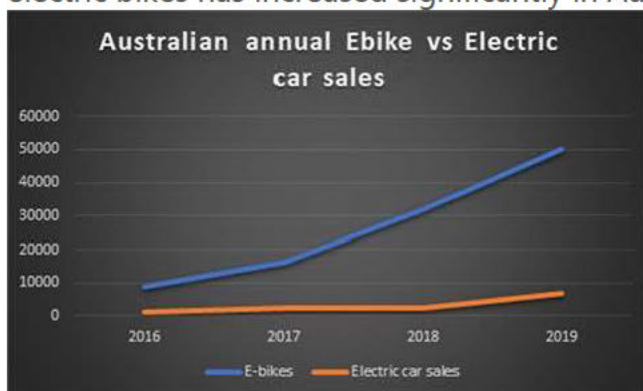
Canberra is a great city for cycling, with a stated ambitions to become the cycling capital of Australia.

The 2021 national cycling and walking participation survey shows that the ACT leads the nation in cycling participation, with 23.3% (99,400) ACT residents riding a bike regularly (at least once a week), and 44.3% (189,200) riding a bicycle at least once in the last year. Engagement in cycle participation is set to grow further.

The number of bicycles imported into Australia increased by half a million (over 44%) over this past year. In 2020/2021 1.69 million bicycles were imported into Australia compared with 1.17 million the year before<sup>1</sup>. (By comparison 917,000 motor vehicles were sold in Australia in 2020.)

The availability of bicycles in Canberrans has also increased. In 2019 57% of Canberra households had access to a bicycle. By 2021 availability increased to 67.5%. In raw numbers this is an increase of about 19,000 bicycles based on the increase in Canberra's population.<sup>2</sup>

Electric Bikes are a new and significant development in the cycling market, the uptake of electric bikes has increased significantly in Australia since work first commenced on DV357



<sup>1</sup> ABS data based on Australian Customs import codes – reported [here](#)

<sup>2</sup> National Cycling Participation Survey 2019 – ACT (Austroads 2019) and National Walking & Cycling Participation Survey 2021 – ACT (CWANZ 2021)

The industry body, *Bicycle Industries Australia* reported that for the 2018/19 financial year 27,500 e-bikes were sold. For 2019/20 the total was 48,000!

Bike retailer *99 Bikes* has three shops in Canberra. Its national e-bike sales have increased 131% since 2018. Its founder has said "Most of our buyers are people aged 25-plus, who want to cycle to work but have been put off by concerns about their fitness, how long it will take, or just the thought of arriving hot and sweaty at the office... An e-bike takes away all of those factors and the research suggests that once they have an e-bike, 93 per cent of people starting biking to work every day."<sup>3</sup>

### The importance of good quality end-of-trip facilities

There is significant research that good end of trip facilities are a major contributor to cycle participation. Heinen and Buehler conducted a literature review of bicycle parking in 2019 and reported <sup>4</sup>:

Most papers found a positive relationship between parking and bicycle mode choice. ... the presence of (safe) bicycle parking increases the likelihood of commuting by bicycle

- Bueno et al. (2017) found that individuals with either bicycle parking, workplace showers and lockers, or shared-use paths were 50% more likely to cycle to work.
- On a zoning level, Chriqui et al. (2016a, 2017) found that zoning provisions including bicycle parking were associated with higher levels of active travel to work.
- The extent to which bicycle parking is important for mode choice is perhaps best shown by Hunt & Abraham (2007). They found that secure parking results in the same effect on utility as a decrease of 26.5 min spent cycling in mixed traffic. Parking may be more important to younger people, as they valued secure parking much more highly, possibly as the bicycle is a relatively more expensive possession (Hunt & Abraham, 2007).

At the conclusion of the review Heinen and Buehler said:

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<sup>3</sup> <https://thewest.com.au/news/transport/aust-e-bike-demand-gears-up-post-lockdown-ng-s-2048480>

<sup>4</sup> Heinen, E., Buehler, R. 2019. "Bicycle parking: a systematic review of scientific literature on parking behaviour, parking preferences, and their influence on cycling and travel behavior," *Transport Reviews*, Vol. 39, No. 5, pp. 630-656 at <https://eprints.whiterose.ac.uk/143013/1/Bicycle%20parking%20paper%20revision3%20final.pdf>

Bicycle parking supply appears to be a determinant of cycling for current and potential cyclists. Conversely, a lack of bicycle parking and/or inadequate bicycle parking discourages cycling. Higher quality bicycle parking facilities are associated with more bicycle use (e.g. Halldórsdóttir et al., 2017; Heinen et al., 2013; Taylor & Mahmassani, 1996). More convenient bicycle parking is also associated with more cycling. Convenience includes easy access to bicycles, e.g. short distances between bicycle parking and actual trip origins or destination<sup>5</sup>.

## **Pedal Power ACT's comments and proposals**

### Summary of Pedal Power ACT's proposals

- include a statement of purpose/objective at the beginning of the new Code
- apply the new Code to public land for which the ACT Government is responsible
- make specific provision for recharging points for long stay users with e-bikes, e-scooters and other electric personal mobility devices
- add Cafes and Retail use not otherwise specified, as developments the Code covers
- allow developers to offset car parking with active travel facilities
- increase the provision rates, as since 2018 when the DV 357 rates were last revised more people have bicycles, especially e-bikes, and more people are cycling
  - increase provision rates by 7% for all rates calculated on floor area
- increase Club, Drink Establishment and Restaurant short-stay rates
- revise the rules and criteria on proximity to destination and the cycling network
- provide that a proportion of spaces provide sufficient space for a bicycle with an attached trailer
- ensure long-stay parking in residential uses is sufficiently secure
- provide for lockers in change facilities
- publish a companion Guide to explain the Code and show developers best practice facilities.

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<sup>5</sup> Ibid

### The Code needs an objective

Given the focus on outcomes as the Territory Plan is revised, it is entirely appropriate to include a clearly stated, easily seen objective at the very beginning of the Code itself. It should cover people's needs for short, medium and long term parking. The proposed Code does not state an objective within the Code. DV 357's introductory summary merely includes amongst other material this brief aim:

*The aim of the code is to provide adequate facilities for bicycle riders and other active travel users at either end of a trip*

The current Code contains a more detailed objective:

- a) To reduce the barriers to cycling by ensuring safe and convenient end-of-trip facilities are available at residences as well as common commuting and recreational destinations.*
- b) To ensure the quantity of bicycle parking available is enough to meet demand, which is expected to increase significantly in line with the Sustainable Transport Plan.*
- c) To ensure bicycle parking is safe, secure, convenient and meets the needs of a wide range of cyclists.*
- d) To ensure end-of-trip facilities for cyclists are cost-effective, and do not impose an unreasonable cost burden on developers.*
- e) To promote cycling as a healthy and environmentally friendly way to make commuter, shopping and recreational trips.*

The objective should be placed prominently at the beginning of the Code to draw the attention of busy practitioners. It can be broader while still being concise, e.g.:

*The objective of the Code is to promote active travel by providing high amenity, safe, secure, convenient facilities for bicycle riders and other active travel users at either end of a trip, with the facilities sufficient to meet additional demand over the life of this Code.*

### Apply the Code to public land

DV 357 provides that the Code does not apply to end-of-trip facilities on public land which is the responsibility of the ACT Government. The current Code does not contain an exclusion.

The reason given for its exclusion is that Municipal Infrastructure Standards Part 5 (on Active Travel) provides 'some guidance'. It does not. It is merely aspirational; it refers only to major stops; and it does not set provision rates, stating only:

*Bicycle parking facilities should be provided at major light rail and bus stops including the provision of transport smart card operated bicycle lock-up cages at high volume stops and interchanges.*

It is inequitable for the Code to apply to privately owned public transport facilities, but not to government owned facilities.

The 2019 and 2021 surveys cited above found that of the people surveyed in 2019 who rode in the last week only 0.6% rode to catch public transport. In 2021 that figure had risen only to 1.4%. Given the Government places a high priority on encouraging people to return to public transport, the Code should continue to apply to public transport facilities to ensure that secure bicycle parking is available to encourage more people to combine cycling with public transport.

The benefits to public transport patronage from adequate and appropriate bicycle parking have been well known overseas: 'The successful coordination of public transport (PT) and bicycle parking can enlarge the PT catchment area, reduce the need of operating feeder bus services, and increase demand for bicycling and PT.' (Krizek & Stonebraker, 2011<sup>6</sup>)

Applying the Code to public land would be consistent with the Government's Statement of Strategic Directions, sections of which are cited in DV 357:

*1.10 Integrated land use and transport planning will seek to maximise accessibility and transport efficiency, prioritise active travel...*

*2.7 Development will be planned to encourage use of public transport, walking and cycling, including commuter cycling...*

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<sup>6</sup> Cited in Heinen, E., Buehler, R. 2019.



Washington DC's well patronised transit bicycle parking shows that people appreciate and use ample secure bicycle parking

If the Code does not apply to public land, it relies on officials to remember and apply these principles. In the recent case of the Woden transport interchange, no secure (or any) bicycle parking was included in the DA. Only after comments from Pedal Power ACT and other DA submitters did officials prepare plans showing some (but insufficient) cycle parking provision.

**Pedal Power asks that the new Code be amended to also apply to public land for which the ACT Government is responsible.**

### Apply the Code to more specific uses – retail and cafe

DV 357 provides for non-retail commercial use and certain specific types of retail use such as supermarkets and takeaway food shops. However, it does not appear to apply to other retailers who sell goods such as hardware, books or coffee. While it provides for department stores it does not appear to apply to aggregated retail developments such as shopping centres or malls. The current Code, under Shops, provided for 'All other developments or parts of developments'.

Pedal Power ACT asks for these anomalies to be addressed by **including in Tables 2 and 4 a catch all category such as 'Retail use not specified in this table', with provision for one long stay space per 250 m<sup>2</sup> NLA and one short stay space per 150 m<sup>2</sup>.**

As cafes are particularly popular with individuals and cycling groups, **Pedal Power ACT asks for a specific cafe category in tables 2 and 4 with one long stay space per 250 m<sup>2</sup> NLA and one short stay space per 15 m<sup>2</sup>.**

### Offset car parking

The current Code, and the 2017 version of DV357, included an option for proponents to reduce the provision of car parking if additional end of trip facilities is provided.

As the Minister's 2015 Statement of Planning Intent includes priorities to create environments that support walking and bicycle riding. The proposed new code encourages greater use of active travel. Offsetting can help encourage a shift in mode share towards active travel.

### **Recommendations:**

**Please allow developers to offset car parking with active travel facilities to help achieve the Minister's intent and the Code's objective.**

### Outdoor Recreation

Comment: This use appears in Table 2 and Table 3. It would fit better under table 3.

### Element 1 Provision rates

The 2017 draft of DV 357 provided higher provision rates in the City than other areas. The discussions with stakeholders that led to the current proposed provision rates led to uniform provision rates applying across the ACT. While not completely satisfied with this result, Pedal Power ACT would prefer to see other more easily implemented improvements to DV 357 rather than spend time and resources renegotiating this aspect.

The current draft of DV 357 uses net lettable area (NLA) where the 2017 draft used gross floor area (GFA). While NLA perhaps better reflects the usable and therefore occupiable space, Pedal Power ACT notes other views that GFA is well understood in the industry and may be easier to apply in practice. We simply ask that the calculation should be as easy as possible to make in practice.

The stakeholder discussions that led to the currently proposed rates concluded in October 2018. Since then, the number of Canberrans who cycle and the number of bicycles available to households has risen as indicated above.

In the discussions with stakeholders Pedal Power ACT recognized the concern of industry about the provision rates originally proposed for DV 357. Since the currently proposed provision rates were calculated in October 2018, the numbers of bicycles and people who do cycle has increased. E-bikes and other 'electric rideables' have also surged in popularity. To take this into account Pedal Power ACT asks for the provision rates to be increased.

To simplify this increase Pedal Power ACT suggests that while not perfect, a simple percentage increase across all provision rates would be the easiest approach to take. The 2019 and 2021 surveys cited above indicate varying percentage increases in bicycles and cycling. For example, access to all bikes increased by 21% while access to e-bikes increased by 38%.

**Pedal Power ACT proposes a uniform minimum increase of 7% to all provision rates that are based on the area of the premises.** It should be rounded up to the nearest 5 m<sup>2</sup> for ease of calculation. Based on the increase in Canberra's population, we calculated a 6% increase between 2019 and 2021 in the number of people who cycle each week:

Survey	Cycled last Week %	People	% Increase
Austroads 2019	22.2	93,700	
CWANZ 2021	23.3	99,400	
increase	1	5,700	7%

An additional 1% allows for the population increase from the October 2018 draft of DV357 to 2019.

As it would be more complicated to calculate an easy to apply increase for provision rates that are not based on area, e.g. multi-unit housing, Pedal Power ACT does not press for an increase there.

#### *Club, Drink Establishment and Restaurant short-stay rates*

Under the current Code a club with 75 m<sup>2</sup> of bar and 200 m<sup>2</sup> of lounge/beer garden requires 4 spaces. The rates in the 2017 draft of DV 357 were 1 per 6, 15 or 30 m<sup>2</sup> GFA, depending on the location. The current draft proposes 1 per 150 m<sup>2</sup> NLA for a Club, Drink Establishment and Restaurant. The current draft could result in practice in a lower provision than the current Code for a Club or Drink Establishment.

**Pedal Power ACT asks for Club and Drink Establishment uses to have the same rate as community theatres and activity centres: 1 per 15 m<sup>2</sup> NLA and 1 per 75 m<sup>2</sup> NLA for Restaurant use.**

#### Element 2 Access and location

##### *Criterion C4*

Bicycle parking for long-stay users states that it must be 'securely enclosed'. Pedal Power ACT has some concerns about the vagueness of this term. We have had reports of bikes being stolen from locked chain wire storage enclosures in apartment basements.

Please show an example of what is meant by 'securely enclosed', as Figure 1 in the current Code does. Transport Canberra bike cages illustrate acceptably secure steel mesh.:



*Criteria C5 and C6*

**Please add 'security' to the criteria so they read:  
'... an appropriate level of security, surveillance, ...'**

*Rules R10 and R11, Criteria C10 and C11*

These rules deal with proximity to the rider's destination, while the criteria deal with access to the cycling network. This appears a puzzling. They in effect head in opposite directions. All new developments should facilitate a good link to the cycling network.

Many riders seeking short term parking during the day and on weekends are riding expensive bikes. They park where they can keep an eye on their bikes while they grab a coffee or a meal. Riders will continue to park bikes in inappropriate places unless the Code provides for close, convenient visible parking wherever possible. The Code's criteria can allow some flexibility with destination proximity.

Rules R10 and R11 also provide for parking to be no more than 30m from 'a major entrance or destination' (R10) and 'from the main building' (R11).

**To avoid the locking of bikes in inappropriate places and to avoid placing parking in hard-to-find places, please make these changes:**

- add to Rule R10 a requirement that cycling access points to all new developments facilitate a good link to the cycling network
- Rules R10, R11 to provide that short-stay parking is visible (as R11(b)(ii) requires)
- uses that cater for customers on the ground floor or outdoors to require short-stay parking that is visible to customers or staff

- Criterion C10 can allow some flexibility in providing visibility
- reduce distances for short-stay parking to, e.g., 15m
- delete 'should' where the criteria say location 'should facilitate a convenient safe...link' to facilitate the desired outcomes and to avoid exemptions for developments that do not.

### Element 3: Signage

These requirements are supported.

### Element 4: Bicycle parking devices

Rule 18 relies on AS2890.3 to set the space envelope for parking devices. The popularity of longer cargo bikes and bikes with trailers for children and shopping is growing. The rule should **provide that a proportion of spaces, e.g., 25% of spaces in shopping related uses and 10% in other uses provide sufficient space for a bicycle with an attached trailer.**

Criterion C19 provides that general storage areas in a residential development may be counted as bicycle parking. As noted above chain wire storage enclosures are not secure enough. Please add to criterion C19 a requirement along the lines of:

- c) *secure cladding such as 4mm steel mesh*

### Element 5: Shower and change facilities – lockers

Parking and showers are both essential to encourage cycle commuting. Analysis of commute data of workers in Washington, DC showed: 'The odds for cycling to work are greater for employees with access to both cyclist showers and bike parking at work compared to those with just bike parking, but no showers at work. Free car parking at work is associated with 70% smaller odds for bike commuting'<sup>7</sup>.

Shower and change facilities requirements are supported in general. However, they do not refer specifically to the storage of riders' personal items such as clothing. Riders often bring a supply of clothing to work to avoid carrying fresh clothes each day. Small lockers can make this difficult.

**Pedal Power ACT asks for a rule to require the provision of lockers in the change room facilities, or, if this is not possible, within 15 metres of it, with the number of lockers to be in proportion to the size of the building.** A criterion can provide some flexibility about

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<sup>7</sup> Buehler, R. 2012 'Determinants of bicycle commuting in the Washington, DC region: The role of bicycle parking, cyclist showers, and free car parking at work' Transportation Research Part D: Transportation and Environment Vol. 17, No. 7, pp. 525-531.

their size and number, but they must be big enough to accommodate a week's supply of work clothing.

### Apply the Code to e-bikes and other electric personal mobility devices

As indicated above there is a dramatic increase in sales and use of electric mobility devices such as e-bikes, scooters and 'one wheels'.

Electric assist bikes have a range upwards of 70 kms. However, Pedal Power ACT considers there is still a need for end of trip facilities to provide e-bike charging. Members report that it is quite common for commuters to take their bike battery to recharge in their workspace. People forget to recharge at home overnight (or forget to turn on the charger). They use the e-assist more than expected or take a diversion on their trip to work. They simply want the peace of mind that they will get home without running out of power.

Canberra's Switched-On Cycles, which sells exclusively e-bikes, estimates that about a quarter of its commuting customers would use end of trip charging facilities.

Workplace work health and safety officers should be glad to see the removal of an electrical and trip hazard from work areas.

#### *Types of charging facilities*

E-bike batteries can be recharged simply at a standard domestic electrical socket. Since there is no 'one type fits all' battery charger, people will invariably use their own charger.

Some European charging facilities include chargers and charging cords so that people simply plug the cord into their bike. However, for simplicity Pedal Power ACT recommends a standard domestic socket as the minimum requirement, with a BYO charger approach.

As e-bike batteries are high-cost items, end of trip facilities should provide secure charging. Often, but not always, batteries can be unlocked and removed from the bike for charging. To cater for removeable batteries, a power socket can be included in a secure locker the rider uses to store clothes. To cater for both removeable and non-removable batteries facilities can provide secure charging with a combined bike rack and lockable charging point such as this example:



<https://www.cleanenergyplanet.com/products/simply-plus/>

### *Optimal number of charging points*

Pedal Power ACT proposes a proportional approach to the number of charging points required. The number of showers required is in proportion to the number of bike parking places. For multi-use dwellings, parking spaces are in proportion to the number of units. Charging point requirements can adopt similar proportions.

The number of charge points should reflect the anticipated continued increase in the number and usage of e-bikes among the Canberra community. It should also take into account that secure charging points can be used for other mobility devices such as e-scooters and for charging lights and GPS devices.

At this stage, Pedal Power ACT does not consider that charging points are essential for short stay users. Building owners may well choose voluntarily to include them to encourage people to visit and spend more time at a venue, for example shopping centres, restaurants, cinemas, museums, galleries.

### *Recommendations*

**Pedal Power ACT recommends an adaptable rather than type prescriptive approach to incorporating e-bike charging points into DV 357, along the lines of:**

- Include 'electric assist bicycles (e-bikes)' in the definition of active travel
- add a definition of 'Secure charging point, such as: 'a standard three-point electrical power outlet in a container fixed to the floor or wall that can be locked by the user'
- include in Element 2 Access and location, R5 and C5:  
'and must include conveniently located secure charging points for electric assist bicycles and other electric personal mobility devices'
- include a new Element 6 Facilities for electric assist bicycles and other electric personal mobility devices

Multi-unit housing, including attached house

For long-stay users: 1 secure charging point for the first 5 dwellings or part thereof plus an

additional charging point for each 10 dwellings thereafter.

All other cases

Rule

A minimum of one secure charging point is provided for the first 5 long-stay spaces or part thereof, plus an additional charging point for each 10 long-stay spaces thereafter.

Criterion

Minor departures from the rule of up to 10% of the total required number of secure charging points may be considered where reasonable attempts have been made to accommodate the required number.

### A guide to best practice

**A guide should accompany the Code to show developers best practice for selecting and placing end of trip facilities.**

It can help explain terms used in the Code and illustrate acceptable Code compliance. For example, it could show enclosures that are acceptably 'secure' and those that are not. This would help avoid the use of easily cut chain wire enclosures. The commercially available 10 bike modular kit cage with 4mm steel mesh shown below occupies two car spaces:



[www.securabike.com.au/Shop/Bike-Cages/Bike-Parking-Module-for-2-Car-Space-End-of-Journey](http://www.securabike.com.au/Shop/Bike-Cages/Bike-Parking-Module-for-2-Car-Space-End-of-Journey)

The guide can also illustrate world best practice. The examples here show what can be done:

<https://www.researchsolutions.com.au/2019/03/21/end-of-trip-facilities-from-around-the-world/>

Sydney's Barangaroo offices has excellent end of trip facilities for commuters: 1,100 bicycle racks, showers, thousands of individual lockers, a bicycle repair station and a dedicated Concierge.



Barangaroo, left

but it is not alone



## Conclusion

Pedal Power ACT is committed to working with the ACT Government to meet the ACT Climate Change Strategy mode shift targets by encouraging a greater uptake of cycling across the broader community.

Raising the standard and availability of end-of-trip facilities is critical to this aim. However attractive the cycle journey is, people will not choose to ride if there is nowhere safe – or nowhere at all – to leave their bike and belongings when they arrive, or nowhere to shower and change.

Implementing the recommendations in this submission will promote increased cycling in Canberra and all the resultant benefits that flow to the ACT Government and community in areas like health and wellbeing, the environment, road congestion, public transport patronage and tourism revenue. The many benefits will more than offset the cost of making the necessary improvements in end-of-trip facilities.

DV357's has had a slow gestation period. Much building work has occurred in Canberra since work on this code first commenced including the densification of Northbourne Avenue, and town centres. These works occurred without the requirements of the updated code to provide improved end-of-trip facilities. These are missed opportunities and will leave a legacy for active travel in Canberra for decades to come. Work to retrofit improved end of trip facilities for existing will remains an ongoing issue for our city and Government to address.

Should you wish to discuss any of these proposals please contact   


Our members look forward to the finalisation and implementation of the new Code at the earliest opportunity.



Pedal Power ACT

28October 2021

**From:** [REDACTED]  
**To:** [Terrplan](#)  
**Subject:** DV357 - End of trip facilities  
**Date:** Wednesday, 6 October 2021 10:34:07 AM

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Dear TerrPlan

Taking the opportunity to provide some comments on DV357 (Mark II).

As a person who commuted to work at a range of office locations I have experienced a 'variety' of end-of-work facilities, some more dubious than others. I also had the opportunity to experience the latest version of end-of-trip facilities at the new ACT Government office on Northbourne Avenue - some features excellent but others pretty poor.

It is pleasing to see that efforts are being made to improve what is provided for cyclists that want to ride to work. In studies that I have seen, cyclists often mention end-of-trip facilities as improvements considered necessary to encourage greater uptake of cycling.

I note that these facilities are also available for other users eg people who want to exercise at lunch who may have different requirements to a commuter cyclist.

My comments are shaped by my personal experiences as a commuter cyclist, and that other commuters and short-distance cyclists may have different views on the provisions of DV357. To that end:

- The provision of adequate locker space to allow the storage of a number of shirts, trousers, shoes and other clothing is important - often travelling in excess of 20kms to get to work I would take a weeks worth of clothing in to work on the weekend and store them in lockers/cupboards etc. Carrying each days clothing to work on a daily basis, along with lunch and work related material would have severely impacted on my commuting arrangements, and subsequent health benefits I received from regular exercise.
- To that end DV357 is lacking in any specifications for lockers and their size. By way of example, the end-of-trip facilities at the ACT Government office in Dickson would probably be consistent with the provisions of DV357 yet they only provide minimal storage space that does not allow for a weeks worth of clothing to be stored there. If adequate storage space is not available in the change rooms, cyclists would need to look for other storage areas to store clothing etc - which seems to defeat the purpose of the end-of-trip facilities.
- Providing good locker space would likely encourage people to commute to work via bike or foot - increasing active travel numbers and subsequent health and environmental benefits. The different storage needs could be addressed by providing a range of different sizes - but based on my experience one size that allows adequate storage for a weeks worth of clothing is a better response - it is more equitable and allows for changes in usage that will occur overtime.
- The preference would be to provide all of the lockers in the change room area - or close by. This would be preferable to storing clothes in other parts of buildings and having to carry these through the building to the change room areas - which has been

my common experience.

- Increased locker size would likely increase construction/fit-out costs but these would be marginal and as studies have shown, the health and environmental benefits clearly offset the one off build costs. These may result in a marginal increase in leasing costs (if the office space was rented), but again the increase would be marginal and better end-of-trip facilities would make the space more attractive for letting.

Thank you for the opportunity to comment. If you would like clarification on any of the points I have raised please do not hesitate to get in touch via email.

I look forward to DV357 progressing so that it becomes part of the Territory Plan as soon as possible.



**From:** [REDACTED]  
**To:** [Terrplan](#)  
**Subject:** DV357 - End of Trip Facilities Code.  
**Date:** Monday, 25 October 2021 12:28:26 PM  
**Attachments:** [image001.png](#)

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Hi Territory Plan Team,

It has been brought to my attention that there may be a gap in the types of development to which this code applies.

In the current code, Table 1 includes Shop, but it also includes Supermarket, Take-away etc that are sub-sets of the umbrella term SHOP. This seems like a potential duplication, but I think that it is intentional because it allows for specific requirements for certain types of shops (i.e. supermarket) and a catch-all for all other types of shop. In the draft DV357 from April 2017, Table 1 did not include Shop. It actually looks like it stops alphabetically at R and a large number of uses are missing.

Tables 3 & 4 did not include Shop. They only included some of the sub-uses like department store, supermarket etc. There was no catch-all.

In the current draft, Table 1 has been corrected to be the full list, however it still doesn't include Shop.

Tables 3 & 4 also do not include Shop.

In the Territory Plan SHOP/Shop is a unique definition because it is both an umbrella term and a defined use. SHOP is an umbrella term that includes Bulky goods retail, Department store, Personal service, Retail Plant nursery, Supermarket, Take-away food shop.

But Shop is also a defined use

SHOP - means the use of land for the purpose of selling, exposing or offering the sale by retail or hire, goods and personal services

Common terminology for Shop includes Butcher, Florist, Toy store etc. A toy shop for example is a Shop, but it's not Bulky goods, Department store, Personal service, Retail Plant nursery, Supermarket or Take-away food.

None of the other Umbrella Terms have a definition and common terminology, indicating the intention to treat SHOP differently to NON-RETAIL COMMERCIAL for example.

If Shop is not included in Table 1 and Table 3 of the code, then many retail spaces in Canberra (like all those identified in the common terminology associated with SHOP) may not be required to consider the provision of end of trip facilities.

The End of Trip Facilities code needs to include Shop.

In the absence of specific information about appropriate provision rates, the new code should at least match the current requirements.

Cheers

[REDACTED]



Dhawura Nguna Dhawura Nugnawal

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**CONSERVATION  
COUNCIL** ACT REGION

# Submission to EPSDD: DV357

## End-of-trip facilities general code

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October 2021

The Conservation Council ACT Region is the peak non-government environment organisation for the Canberra region. Since 1981, we have spoken up for a healthy environment and a sustainable future for our region. We harness the collective energy, expertise and experience of our more than 40 member groups to promote sound policy and action on the environment.

We campaign for a safe climate, to protect biodiversity in our urban and natural areas, to protect and enhance our waterways, reduce waste, and promote sustainable transport and planning for our city. Working in the ACT and region to influence governments and build widespread support within the community and business, we put forward evidence-based solutions and innovative ideas for how we can live sustainably.

At a time when we need to reimagine a better future, the changes we need will only happen with the collective support of our community.

For further information please contact:



# Introduction

The Conservation Council ACT Region appreciates the opportunity to provide feedback on Draft Variation 357 End-of-trip facilities general code.<sup>1</sup>

Canberrans traverse the city daily for social, recreational, household and employment activities. Transport emissions contribute 60% to the ACT's direct greenhouse emissions, primarily through the use of petrol and diesel vehicles. Our transport choices have a significant impact on our environment, the liveability of our city, and our productivity, health and wellbeing. We need to build a strong public transport network and enable active transport as a viable and attractive option for commuters, reduce emissions from use of cars, and transition to an electrified transport system, which can run on 100% renewable energy.

The 2021 ACT Budget commits millions of dollars to road infrastructure and measures to encourage a transition from petrol internal combustion engine vehicles (ICEV) to electric cars. While Australia needs to get ICEVs off the nation's roads to reduce emissions from road transport, there are many more benefits to be gained for individuals, cities and the environment by shifting car drivers onto public and active transport rather than a 1-for-1 "upgrade" into electric vehicles. Switching car travel to active travel is one of the most effective ways for individuals to reduce their carbon footprint, save on car running costs and improve their health and wellbeing.<sup>2</sup> In addition, reducing the number of cars used by the population will deliver reduced congestion and improve livability of our cities as density increases, and has the potential to free up public space for uses that are more beneficial to the community's well being.<sup>3</sup>

While the Conservation Council supports the purpose of DV357, greater ambition is needed to drive a significant shift from Canberra's car culture to one of active travel, particularly for regular commuting to places of work or education. Although Canberra has a high rate of cycling participation (broadly defined for all purposes) compared to other Australian states,<sup>4</sup> participation declined across the country between 2011 and 2017. Despite the recent reversal of this trend due to people purchasing bikes for recreation during Covid lockdowns, only about 11% of Canberrans who cycled during the month of a 2021 survey did so to commute to places of work or education (as opposed to 80% who cycled for recreation or fitness).<sup>5</sup>

The Draft Variation's stated target of 7–10% participation in active travel seems like a modest level of ambition compared to leading European cities that have cycling rates of up to 60% on short trips.<sup>6</sup> According to the ACT Government's Integrated Transport Strategy, Canberra has shorter than average capital city journeys at just 7.9km per trip<sup>7</sup> – a distance easily cycled in around 20 minutes on good paths. The average work journey of 11.1km would also be quite

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<sup>1</sup> ACT Government Environment, Planning and Sustainable Development Directorate, n.d., [DV357 End-of-trip facilities General Code](#).

<sup>2</sup> University of Oxford, 2021, [Get on your bike: Active transport makes a significant impact on carbon emissions](#)

<sup>3</sup> Moss S, 2015, [End of the car age: how cities are outgrowing the automobile](#), The Guardian

<sup>4</sup> Austroads, 2019, [Australian cycling participation: results of the 2019 national cycling participation survey](#)

<sup>5</sup> Cycling and Walking Australia and New Zealand, 2021, [National walking and cycling participation survey 2021: Australian Capital Territory](#)

<sup>6</sup> Buehler, R & Pucher, J, 2021, [Cycling for sustainable cities](#)

<sup>7</sup> ACT Government, 2018, [Moving Canberra 2019–2045: Integrated transport strategy](#)

achievable for most people, particularly with electric bikes or combining push bikes with public transport and the availability of end-of-trip facilities. Given that 60–69% of cyclists say they would ride further or more often if they felt safer on roads,<sup>8</sup> there is considerable potential to increase participation if barriers are proactively addressed. Evidence from cities in Europe, the UK and the US demonstrates that cycling participation can be dramatically and rapidly increased when ambitious policies are implemented, infrastructure adequately funded and the community broadly and deeply engaged.<sup>9</sup>

As well as the health and cost-saving benefits that accrue to individuals switching to cycling, the economic benefits are significant. Cycling directly contributed \$6.3 billion to the Australian economy in 2020.<sup>10</sup> That contribution could increase by \$90 million annually if people who cycle monthly increase to fortnightly.

A unique opportunity exists in the ACT to disrupt previous norms of commuting due to:

- Covid lockdowns in 2020 and 2021
- the increasing popularity and availability of electric bicycles
- the construction of light rail in the ACT, and
- the recognition of the need to phase out ICEVs to achieve climate policy ambitions.

As many cities around the world are now doing<sup>11</sup>, the ACT Government should capitalise on measures initiated during lockdowns, such as slower streets, to build momentum in changing the travel behaviours of commuters as they return to regular employment. The Government should move quickly to implement minimum standards for end-of-trip facilities and integrate the contributions from the Canberra community as a result of this consultation process. Deep community engagement on the code could include workshops for developers and major employers, and publication of a companion guide to explain the end-of-trip facilities code and demonstrate best practices.

In addition, the end-of-trip facilities code should be accompanied by legislated ambitious targets for active travel and a Ministerial Advisory Council on Transport to advise the government and monitor the implementation of an integrated transport strategy.

Other measures to support the uptake of active travel should include significantly increased expenditure on building and maintaining active travel infrastructure focused on safe, efficient and pleasant commuting, incentives to purchase and ride push bikes and e-bikes, more rigorous travel data collection (live sensors plus surveys and other sources), greater integration with public transport, and greater provision of cycle training.

Additional measures that could re-balance the transport environment in favour of active and public travel could include:<sup>12</sup>

- disincentives for private vehicle travel, such as redesign and repurposing of streets and carparks towards active travel and prioritisation of cycling connections,

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<sup>8</sup> We Ride Australia, 2021, [The Australian cycling economy 2021 report](#)

<sup>9</sup> Buehler R & Pucher J, 2021, [Cycling for sustainable cities](#)

<sup>10</sup> We Ride Australia, 2021, [The Australian cycling economy 2021 report](#)

<sup>11</sup> Perry F, 2020, [How cities are clamping down on cars](#), BBC Future Planet

<sup>12</sup> Smarter Cambridge Transport, 2016, [Reducing traffic congestion and pollution in urban areas](#)

- increased parking fees and car registration, road-use or congestion charges,
- extending lower speed zones, and
- urban planning that limits urban sprawl and locates services and employment within short distances of homes.

## DV357

### Government should lead by example

DV357 provides that the Code does “not apply to end-of-trip facilities provided on public land which are the responsibility of the ACT Government” because “some guidance on these facilities is provided in the Municipal Infrastructure Standards Part 5 - Active Travel”. However, that guidance is merely aspirational, refers only to major public transport stops, and does not set provision rates, stating only that “bicycle parking facilities should be provided at major light rail and bus stops including the provision of transport smart card operated bicycle lock-up cages at high volume stops and interchanges”.

It is inequitable for the code to apply to privately owned public transport facilities, but not to government owned facilities. Government must lead by example, applying the code to its own facilities as a minimum standard to provide for the thousands of Canberrans employed in public service, and consistent with the Government’s ‘Statement of Strategic Directions’ which seeks to “prioritise active travel”.

### Variation should clarify responsibilities within type of development

The code “applies to all new developments, major alterations and/or extensions to existing buildings ... or changes that require approval of a Development Application”, and Table 1: Development required to comply with this code (p27 of consultation document) specifies 57 different types of development to which the code applies. Although this list includes many of the types of businesses that may occupy a mixed-use shopping centre or office building (for example: “department store”, “take-away food shop”, “non-retail commercial use”), the table does not include “shopping/retail centre” or “office building” or “retail/wholesale precinct”.

Advice provided to the Conservation Council by the Territory Plan Section (pers. comm, 26 Oct 2021) is that “for a large, new shopping centre which combines a range of uses, a shared end-of-use facility is required based on the GFA & provision rate requirements listed for those uses in the code”; and “for a development for one of the listed uses which is not incorporated into a larger shopping centre, such as a substantial expansion of a supermarket, the individual end of trip facility is required to be incorporated into that development.”

Perhaps this is a problem of terminology or requires reference to other legislation. The Conservation Council recommends that the code clarify the relative responsibilities of individual businesses/tenants within a shared shopping centre or office building or local shops precinct

compared to the centre developer/manager – are individual businesses required to provide their own facilities or is the centre required to provide shared facilities for use by all tenants? What is the trigger or threshold to differentiate between individual versus centre responsibilities?

## Existing buildings need to be addressed

DV357 applies to “all new developments, major alterations and/or extensions to existing buildings (if the work affects more than 50% of the floor area of the whole of an existing building), or changes of use that require approval of a Development Application (DA) by the planning and land authority.” This will be good for those applicable future developments and renovations.

However, there are likely thousands of existing buildings around Canberra hosting tens of thousands of Canberra’s workforce that have inadequate or no end-of-trip facilities and no plans to renovate in the near future. This may include thousands of people employed in existing federal government department buildings.

Feedback from participants in the Conservation Council and Canberra Environment Centre’s Make the Move active travel project (funded by an ACT Government Community Zero Emissions Grant) indicates that the lack of end-of-trip facilities in existing commercial buildings and retail centres is a major obstacle to participation in cycle commuting by staff, particularly staff in retail outlets or small business tenants that may have very little space of their own to accommodate bikes and no capacity to add their own change rooms. This variation to the Territory Plan offers little hope of increased access to end-of-trip facilities for occupants of existing buildings.

The ACT Government must extend its consideration of this issue to existing buildings not currently covered by DV357. Government regulation, incentives and active engagement will be required to overcome the split incentive whereby building owners will bear the cost of supplying/upgrading end-of-trip facilities whereas the building tenants are perceived to accrue the benefits.

An alternative to requiring every building to retrofit end-of-trip facilities would be for the Government to build public/shared facilities in/near commercial/retail centres, perhaps funded through a levy on commercial leases. The Government could also install additional end-of-trip facilities in all publicly owned buildings and make them available to the occupants of neighbouring buildings.

## Provision rates should accommodate future growth

The Conservation Council supports Pedal Power ACT’s recommendation to increase provision rates by at least 7% compared to the 2018 draft, commensurate with the recent increase in bike purchases through covid lockdowns, particularly e-bikes and other electric rideables which empower a wider range of people to cycle over commuter distances.

Additionally, the Conservation Council recommends that this code require developers to identify opportunities and future-proof current developments to allow for an expansion of end-of-trip facilities and bicycle parking as the uptake of cycling increases over time. For example, a major employer in the building may convert car parking spaces to end-of-trip facilities for a bicycle fleet.

## Bicycle parking needs to accommodate variety

Bicycle parking supply and quality is a significant determinant of cycling for current and potential cyclists,<sup>13</sup> and needs to accommodate the needs of a wide variety of cyclists such as parents trip-chaining with children on family logistics.

Given the rapid uptake of electric bikes and rideables, bicycle parking areas should include easily accessible powerpoints to allow for charging of batteries. Workshop space should be included to enable simple repairs and maintenance such as replacing flat tyres. Parking areas should have enough space and a variety of rails/racks to allow for manoeuvring and secure storage of cargo bikes, trailers, non-standard bicycles, scooters and other mobility rideables to support a greater diversity of people to adopt active travel. If building a vertical racking system, consideration needs to be given to ensuring priority access to suitable storage for people unable to lift a bicycle (like the wheelchair symbol for disabled parking – electric bikes, for instance, are quite heavy).

## End-of-trip facilities must support broad participation

Rule 5.1 Shower and change facilities proposes that “shower and change facilities must be rounded up such that an equal number of male and female facilities are provided. Separate male and female shower and change facilities must be provided.” (R21)

End-of-trip facilities such as showers and change rooms are crucial to build participation, and as such need to be accessible to as many people as possible, addressing concerns about safety, privacy and gender identity.<sup>14</sup> Whilst shared facilities may be more space-efficient, individual unisex facilities would provide privacy for those of all gender identities who prefer, for whatever reason, not to change in shared facilities.<sup>15</sup>

The Conservation Council recommends that the Government consult with the ACT Human Rights Commission and gender diversity advocates regarding best practice for inclusion, and suggests amending R21 so that a percentage of shower and change facilities are individual gender-neutral facilities and a minimum number of unisex facilities are provided wherever shower and change facilities are required by the code.

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<sup>13</sup> Heinen E & Buehler R, 2019, [Bicycle parking: a systematic review of scientific literature on parking behaviour, parking preferences, and their influence on cycling and travel behaviour](#), Transport Reviews vol 39, iss 5

<sup>14</sup> Kulick A, Wernick L, Espinoza M, Newman T & Dessel A, 2020, [Three strikes and you're out: culture, facilities and participation among LGBTQ youth in sports](#), Society for Social Work and Research

<sup>15</sup> ACT Human Rights Commission, 2019, [Supporting gender transition in the workplace: a toolkit for ACT employers](#), and 2018, [Everyone can play: guidelines for local clubs on best practice for inclusion of transgender and intersex participants](#)

## **Recommendations**

- DV357 should apply to government facilities as well as privately owned developments
- Under “Application”, clarify the relative responsibilities of individual businesses/tenants within a shared shopping centre or office building or local shops precinct compared to the centre developer/manager
- Provision rates should include identifying opportunities for future expansion of cycling facilities beyond the currently required rate
- Bicycle parking should include charging points, maintenance space and room to securely accommodate a variety of rideables
- Showers and changing rooms need to enable equity of access to support higher participation rates.
- Separate to this Draft Variation, the ACT Government should develop a strategy to address provision of end-of-trip facilities in existing buildings
- The code must be accompanied by a suite of infrastructure and engagement measures including a guide for developers that demonstrates best practice in end-of-trip facilities

To  
Territory Plan Section  
Environment Planning & Sustainable Development Directorate  
GPO Box 158  
Canberra  
Ngunnawal Country  
ACT 2601

Date  
2.9.2021

Subject  
Draft Variation 357 Active Travel

1

Thank you for the opportunity to provide a submission on Draft Variation 357 Active Travel.

Molonglo supports the intent of the draft variation to encourage the provision of facilities for cyclists and other active travel users. We believe that the key to success is the removal of any anomalies or ambiguities in the relevant planning controls and definitions which inadvertently frustrate this objective. The critical planning control is the definition of gross floor area (GFA).

### **Definition of Gross Floor Area**

The current definition does not exclude areas for bicycle parking and associated end of trip facilities from GFA calculations. Despite being contrary to the active travel policy aspirations of the ACT Government, the literal interpretation of the current definition penalised developers and commercial property owners who sought to provide such facilities on a scale which exceeds the minimum code requirements..

### **GFA Definition - Potential Anomalies and Ambiguity**

DV 357 proposes to amend the GFA definition to read as follows:

Gross floor area (GFA) means the sum of the area of all floors of the building measured from the external faces of the exterior walls, or from the centre lines of walls separating the building from any other building, excluding any floor area reasonably used and necessary solely for fixed mechanical plant, and/or basement car parking, bicycle parking and associated end-of-trip facilities.

This definition infers that bicycle parking and associated end-of-trip facilities are excluded from the GFA calculation only when located in a basement. If so, then this discourages the provision of bicycle parking and end of trip (EOT) facilities at ground level directly accessible from the street. It is a reasonable assumption that such facilities are more likely to be more attractive and therefore better used if able to be located at street level. This would avoid cyclists being obliged to use basement access ramps and minimise the potential for conflicts with vehicles.

It should also be acknowledged that in many instances it is not practical to incorporate basements. For example, many of the existing buildings in the city, town and group centres do not and cannot incorporate basements because they adjoin public plazas and spaces. The incorporation of EOT in the adaptive reuse and refurbishment of such buildings should not be penalised simply because they lack basements.

It should be noted that this is not to suggest that bicycle parking and EOT only be located at street level. Circumstances will inevitably arise where this may not be possible nor desirable for security or other operational reasons. Nonetheless, the opportunity for location of such facilities above ground where practical to do so should not be inadvertently discouraged. Further appropriate amendments to the proposed GFA definition should be made to address this.

### **MOLONGLO**

hello@molonglo.com +61 2 6171 8400  
GPO Box 1565 Canberra, Ngunnawal Country, ACT 2601 molonglo.com

**EOT Definition - Public and Pedestrian Amenities**

DV 357 proposes to define end of trip facilities as follows:

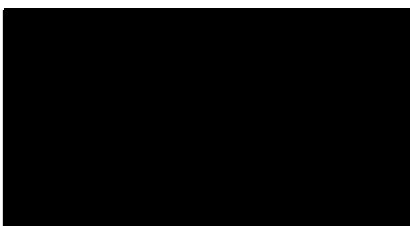
End- of-trip facilities means places where amenities are provided for bicycle riders and other active travel users at either end of a trip (either origin or destination). The end-of-trip facilities can include amenities such as bicycle parking, shower and change facilities, lockers and drying areas.

The proposed definition does not make any specific mention of other amenities such as toilets and parents rooms readily available to pedestrians and the general public. The provision of such amenities makes a valuable contribution to a positive experience for “other active travel users” and encourages visitation by public transport and exploration and experience of urban areas on foot. By specifically including such amenities in the EOT definition they will be excluded from the definition of GFA and therefore developers and property owners will be encouraged to provide them.

In Molonglo’s experience the provision of generous public foyers and permeable connections through buildings greatly enhances the experience of a place for pedestrians and other active travel users. Such spaces provide safety, shelter, respite, meeting places and mid block connections. This was certainly the case at NewActon where the then applicable definition of GFA in the National Capital Plan specifically excluded public foyers and internal walkways open to the general public. The outcomes for pedestrians thus achieved have been warmly welcomed by residents and visitors to NewActon. The provision of such facilities on a generous scale was possible only because the GFA definition did not financially penalise us for doing so. Further appropriate amendments to the proposed GFA and/or EOT definition in DV 357 should be made to address this. If this is done then planning policy makers and regulators will have the necessary tools to deliver similar outcomes throughout Canberra.

In conclusion we applaud the efforts being made to encourage active travel and a cycling culture. The above comments are made in the spirit of better realising that outcome and trust that they will be given favourable consideration.

Yours sincerely



**From:** [REDACTED]  
**To:** [Terrplan](#)  
**Cc:** [REDACTED]  
**Subject:** Feedback regarding the Draft Variation to the Territory Plan 357  
**Date:** Wednesday, 18 August 2021 5:33:12 PM  
**Attachments:** [94321F40446A430BB8A5DFE445982C86\[27009882\].jpg](#)

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**CAUTION:** This email originated from outside of the ACT Government. Do not click links or open attachments unless you recognise the sender and know the content is safe.

Hi

This is a comment about the End-of-Trip Facilities General Code

I have been cycling to work for years now. I have also been a contractor for a few years, so that this comment is based on lived experience.

1. Most government department and agencies have bike cages that are secure and big enough.
2. Most have showers and locker rooms, BUT as a contractor I typically don't get a locker, let alone 2 (one for dry and 1 for wet/damp clothes and towels).
3. Typically the airing is bad, so that wet and damp clothes don't dry during the day.
4. If there are lockers, then they are too small and too narrow.

Proper end-of-trip facilities must include adequate lockers for ALL staff, please. Thanks

Warm regards,

[REDACTED]

[REDACTED]

