



Released under RTI - DTPR

Bribie Island and Surrounds Transport and Mobility Study

September 2024



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Introduction

A multi-modal transport study for a unique, changing subregion

The Bribie Island and Surrounds Transport and Mobility Study (the Study) was centred around the developed extent of Bribie Island and the surrounding mainland area, including Donnybrook, Toorbul, Ningi, Sandstone Point, Godwin Beach, and Beachmere (the Study Area - Figure 1).

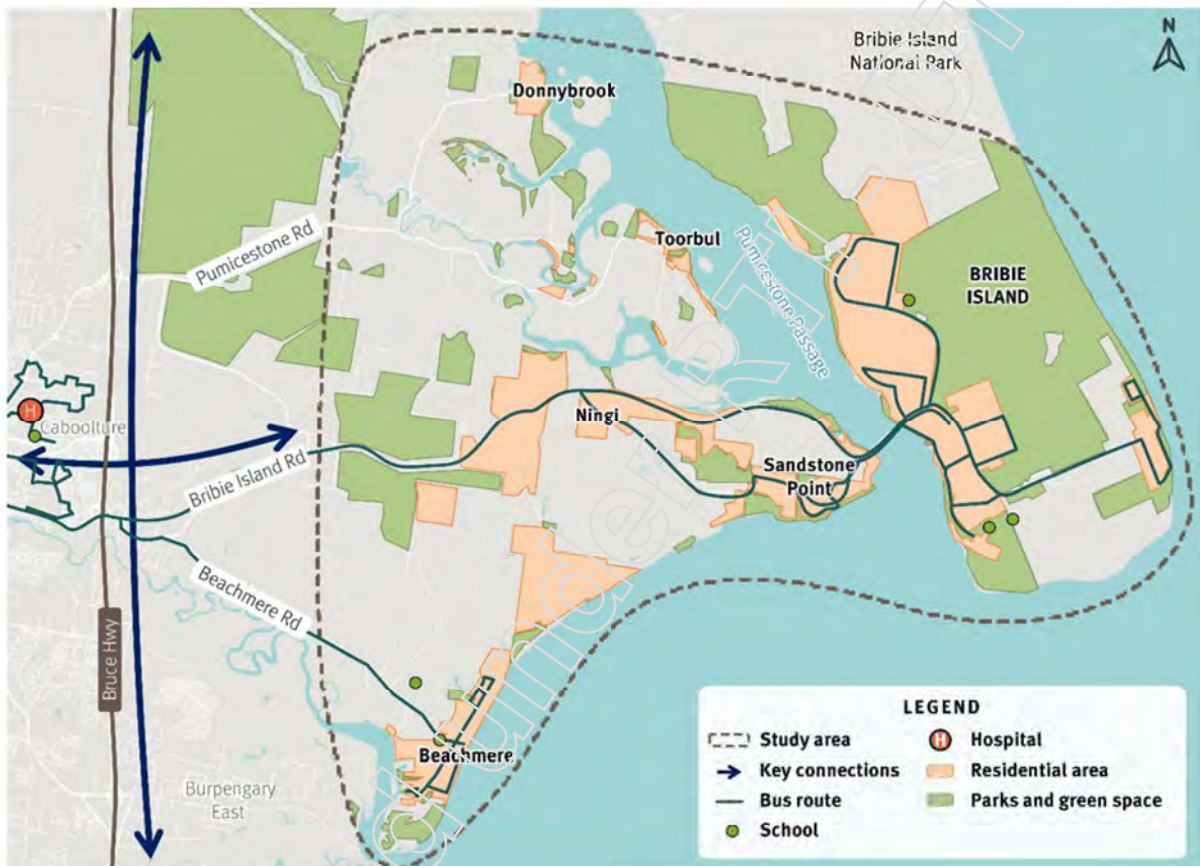


Figure 1 Bribie Island and Surrounds Transport and Mobility Study Area

In the Study, the Department of Transport and Main Roads (TMR) examined transport networks to identify issues and opportunities, and to propose a series of actions to address them. All existing transport modes in the study area are road-based, and as such, this study focuses on improving road-based transport modes in order to make the most effective use of existing road infrastructure. This report summarises the analysis conducted to understand these issues and opportunities, provides an overview of the strategic intent for the Study Area, and outlines the vision and actions that form the basis of the Study.

The Study was led by TMR and undertaken in collaboration with Moreton Bay City Council (MBCC), and sets out actions to guide transport network development (road,

public transport, and active transport) to address the needs of Bribie Island and surrounding areas over the coming years. These actions will be used by the Queensland Government, MBCC and stakeholder partners to inform transport planning priorities and future investment decisions.

The Study Area

Demography

The distinctive demographics of the Study Area were a key input to the Study. Bribie Island and the surrounding mainland area has a population of approximately 37,100 people. This is forecast to increase by 14.5% by 2046 to 42,518 people.

The Study Area has lower labour force engagement compared to the Queensland average, along with higher proportions of people with long-term health concerns and high motor vehicle ownership. These demographic factors have significantly influenced the strategic vision and actions outlined in the Study. Notable demographic statistics from the 2021 census include:

Estimated residential population

- The estimated residential population is 37,081.

Labour force

- 39.8% of residents are in the labour force, compared to 61.6% in Queensland's population, presumed to be driven largely by retirement.

Health

- 25.0% of residents are living with a long term health condition, compared to 19.3% of Queensland residents.
- 11.1% of residents are living with two long term health conditions, compared to 6.2% of Queensland residents.

Private vehicle ownership

- 42.6% of households have one registered motor vehicle, compared to 35.2% of Queensland households.
- 51.2% of households have more than one registered motor vehicle, compared to 57.5% of Queensland households.

2046 population projections

- 14.5% population growth, or 5,437 additional people, compared to 40.0% population growth in Queensland.

Land use

The Urban Footprint is the formally designated area intended to meet South East Queensland's urban development needs. Growth within the Urban Footprint is encouraged to concentrate housing and development in areas where existing infrastructure and services can be utilised, thereby minimising urban sprawl and preserving the region's values. The Urban Footprint within the Study Area is concentrated around Beachmere, Donnybrook, Toorbul, Ningi, Sandstone Point, Godwin Beach, Woorim and the south-western corner of Bribie Island, as shown in Figure 2. This means population growth and transport opportunities within the Study Area over the foreseeable future will be focussed within these locations.

Under the South East Queensland Regional Plan (*ShapingSEQ 2023*), the area outside the Urban Footprint is within the mapped Regional Landscape and Rural Production Area (RLRPA). *ShapingSEQ 2023* protects areas within the RLRPA through the *Planning Act 2016* (Qld) to limit further land fragmentation and restrict urban development. Under the MBCC Planning Scheme, these areas are mapped as rural residential, extractive industries, community facilities, or environmental management and conservation.

ShapingSEQ 2023 has introduced an inter-urban break to provide a separation between the northern urban extents of Greater Brisbane and the Sunshine Coast. The alignment of the inter-urban break can be seen in Figure 2, with land north of the thick dotted line to be protected from urban development. The communities of Donnybrook, Meldale and Toorbul were settled before its establishment and are located north of the line.

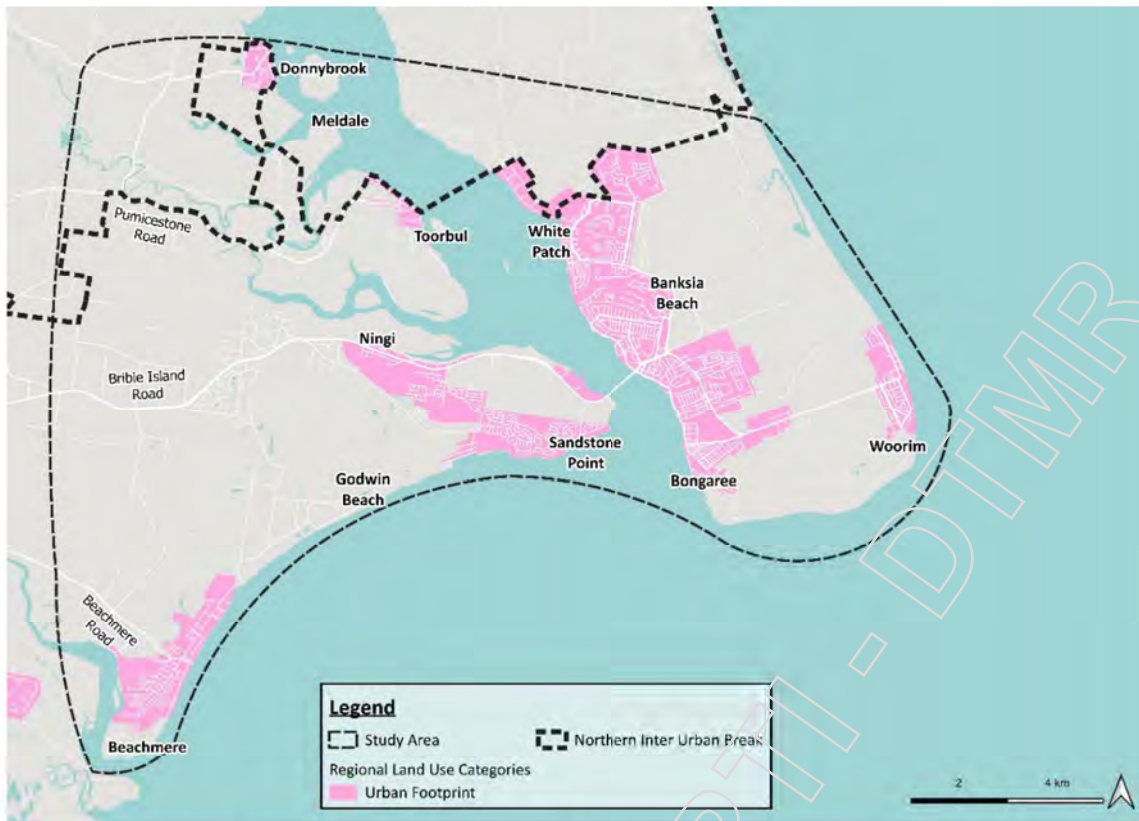


Figure 2 Urban Footprint and Inter-Urban Break in and around the Study Area

The Study Area is located within the MBCC local government area, and land use zoning serves to guide and regulate development and the use of land. Zoning ensures specific areas are designated for purposes such as residential, commercial, or rural activities. This zoning system helps in preserving the character of neighbourhoods, promoting sustainable growth, and ensuring that infrastructure and services are efficiently utilised.

The urban areas within the MBCC Planning Scheme zones identified in Figure 3 also reflect the Urban Footprint established in *ShapingSEQ 2023*.

These urban areas are primarily located along the coast and concentrated in the centre of the Study Area. They are comprised of the general residential zone with small portions of recreation and open space, centre and industry zones scattered throughout. The portions of the Study Area outside of the Urban Footprint are predominantly zoned for rural, rural residential, extractive industry or community facilities, with a large proportion of land on Bribie Island zoned for environmental management and conservation.

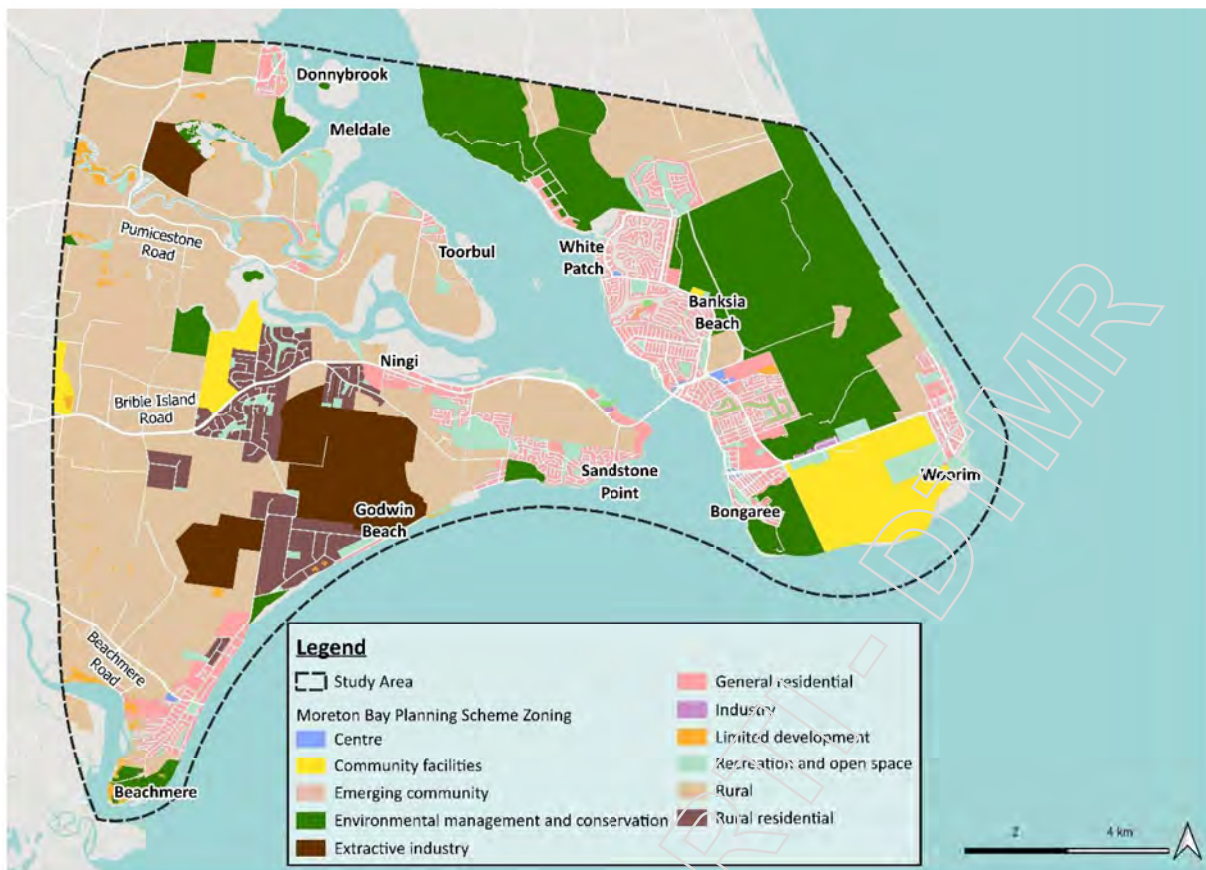


Figure 3 MBCC Planning Scheme zoning in the Study Area

Environment

The Study Area is an environmentally diverse subregion within MBCC that is divided by the Pumicestone Passage and characterised by national parks in the east and sand mining activities in the south between Godwin Beach, Ningi and Beachmere.

Road access is only way to travel in and out of each of the activity centres within the Study Area, meaning that communities are prone to isolation when the road network is closed due to impacts from flood or bushfire events.

The MBCC Planning Scheme flood hazard overlay identifies significant portions of Pumicestone Road and Beachmere Road, and some areas of Bribie Island Road, as being sensitive to flooding events (see Figure 4). Additionally, the MBCC Planning Scheme Bushfire hazard overlay identifies vast areas of the Study Area that are prone to bushfire risks (see Figure 5).

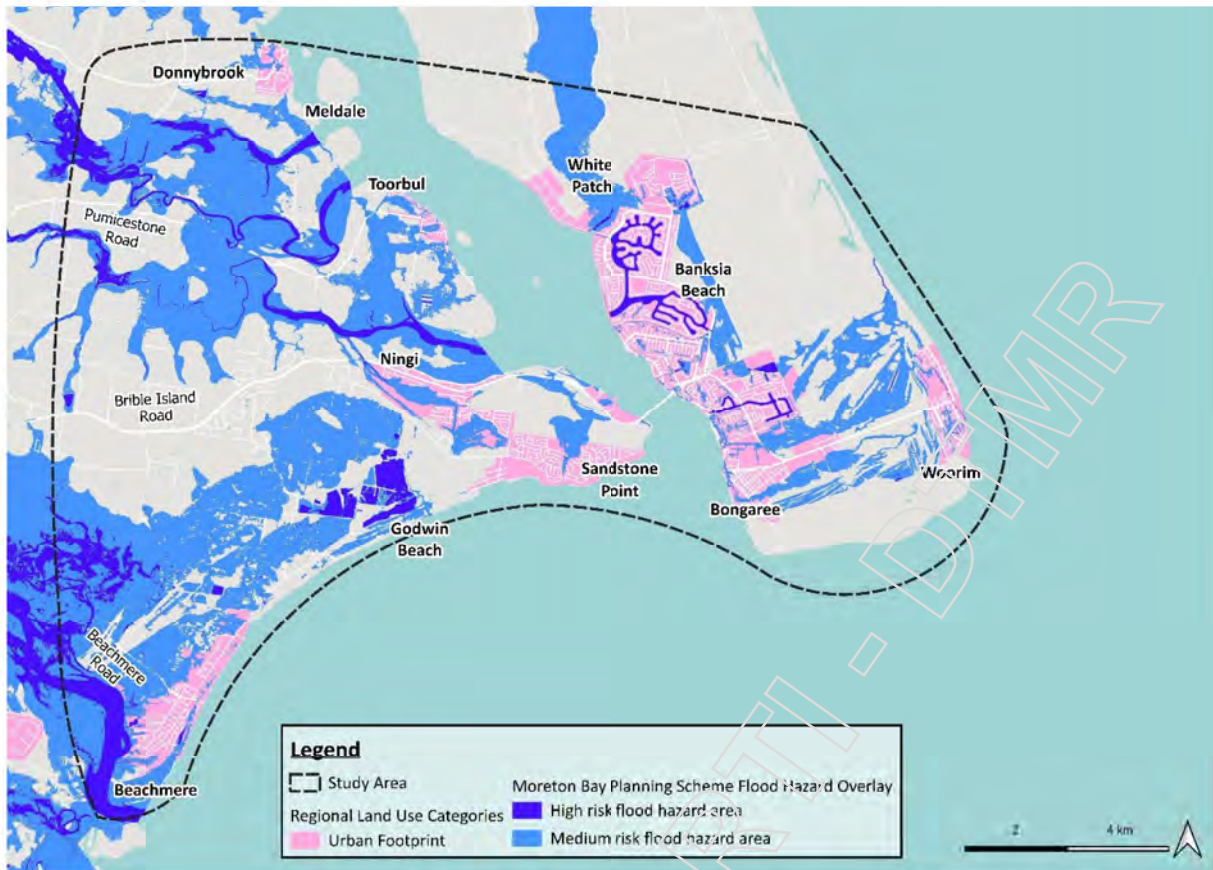


Figure 4 Flooding risk in the Study Area

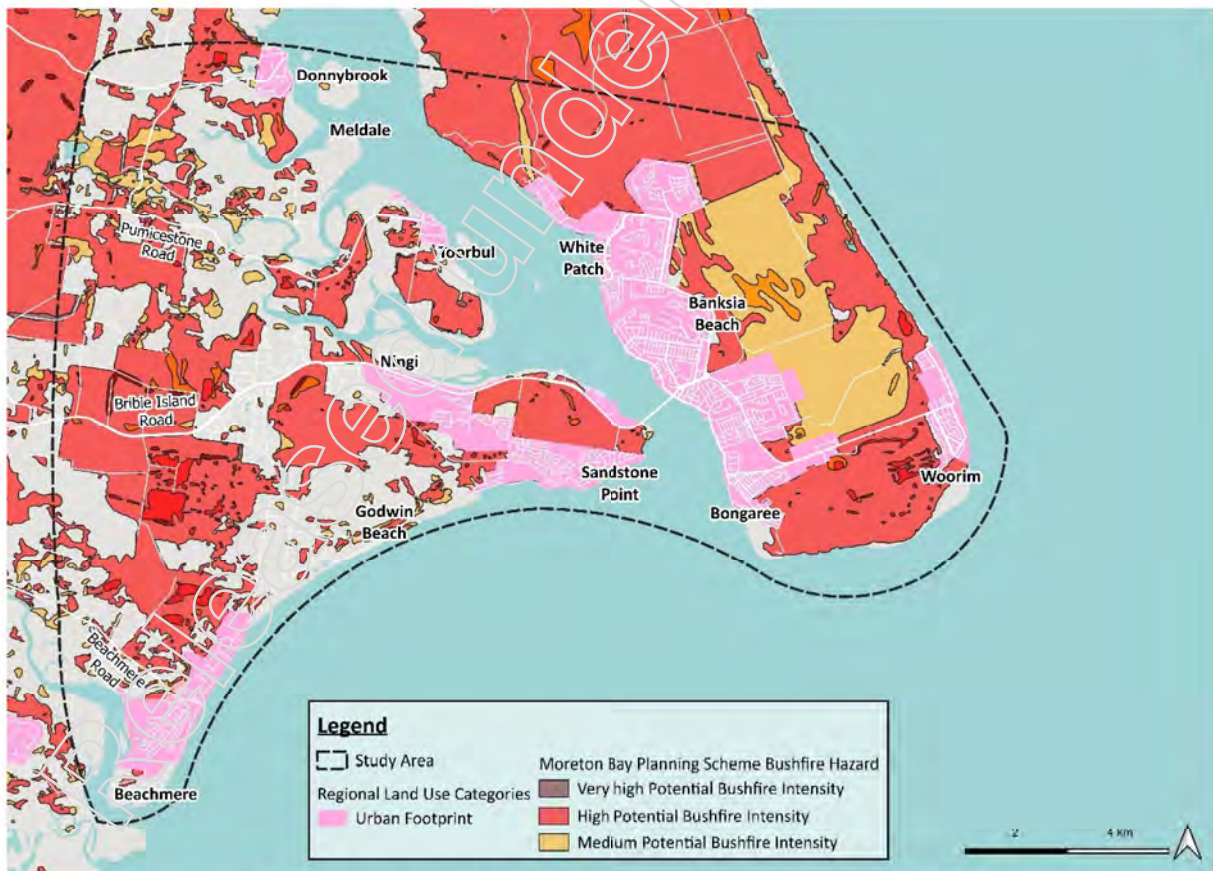


Figure 5 Bushfire risk in the Study Area

Transport

Active transport

Given the Study Area's demography and the popularity of walking and riding for recreation and exercise, the active transport network in the subregion needs to cater for more types of users than just commuters. Bribie Island's natural beauty and proximity to major urban areas also presents an opportunity to encourage bike riding and walking tourism experiences.

Between TMR's and MBCC's existing and planned active transport network, the Study Area has a good network of active transport facilities. However, a number of gaps have been identified, most notably in Toorbul and Donnybrook, Banksia Beach, and northern Beachmere. These are shown in Figure 6.

There may also be a long-term opportunity to connect Bribie Island's network to nearby regional active tourism attractions including the Moreton Bay Cycleway.

Due to the generally older population in the Study Area, and the number of participants that highlighted concerns about the safe use of personal mobility devices (e-scooters, e-skateboards, solo wheels and similar devices) during the public consultation period (discussed later in this report), it is evident that an effective and suitable active transport network must be tailored to address the community's specific needs. The Study's strategic vision and actions have been crafted in response to this necessity, aiming to directly resolve these concerns.

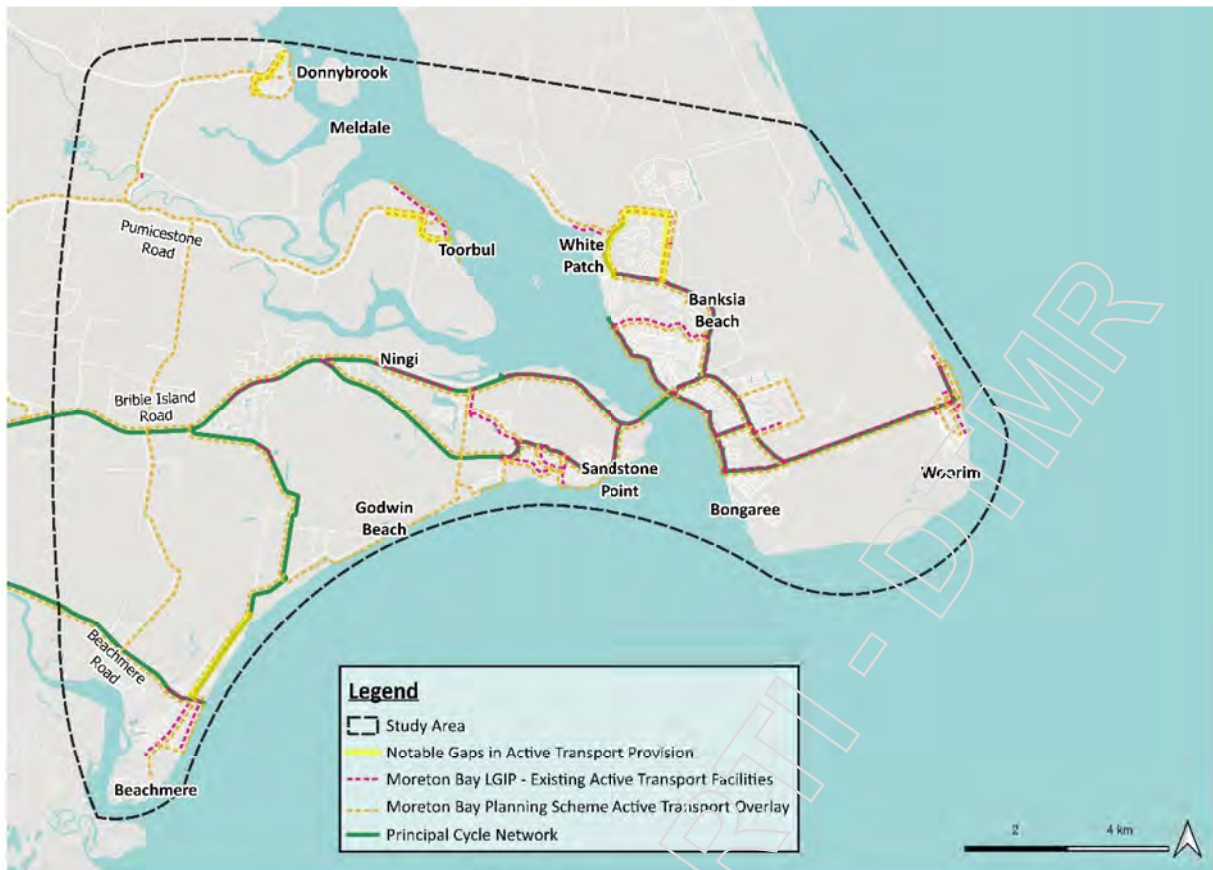


Figure 6 Active transport infrastructure provision in the Study Area

Public transport

There are six Translink bus routes that operate within the Study Area, and one community bus route that operates in the northern extent of the Study Area. Figure 7 illustrates each bus route, and Table 1 provides the minimum and maximum frequency of each route.



Figure 7 Bus routes in the Study Area

Table 1 Bus route frequencies and target demographics

Route	Peak Frequency	Off-Peak Frequency	Key Demographic
640	30 min	60 min	-
641	60 min	60 min	Senior
642	60 min	60 min	-
643	45 min	-	Child / Senior
644	60 min	60 min	-
652	60 min	>60 min	School / STAS ¹
9999	One service, once weekly	-	Senior

¹ School Transport Assistance Scheme

Key observations from the analysis are:

- No bus service is considered 'frequent', as the most frequent service within peak periods (640) runs at 30-minute frequencies.
- The 643 does not operate in off-peak periods.
- The 9999 is run by Translink and operates once per week in the Donnybrook and Toorbul area and travels to Caboolture.
- Bellara, Sandstone Point and Bongaree have access to at least two bus services.

Figure 8 illustrates a 400m (or 5 minute) walking catchment around each bus stop, which aims to demonstrate bus access within the Study Area. Most existing residential areas have access to a bus stop within a 400m walk, with notable exceptions in parts of Ningi, all of Toorbul and Donnybrook and patches of rural residential land uses between Beachmere and Godwin Beach.

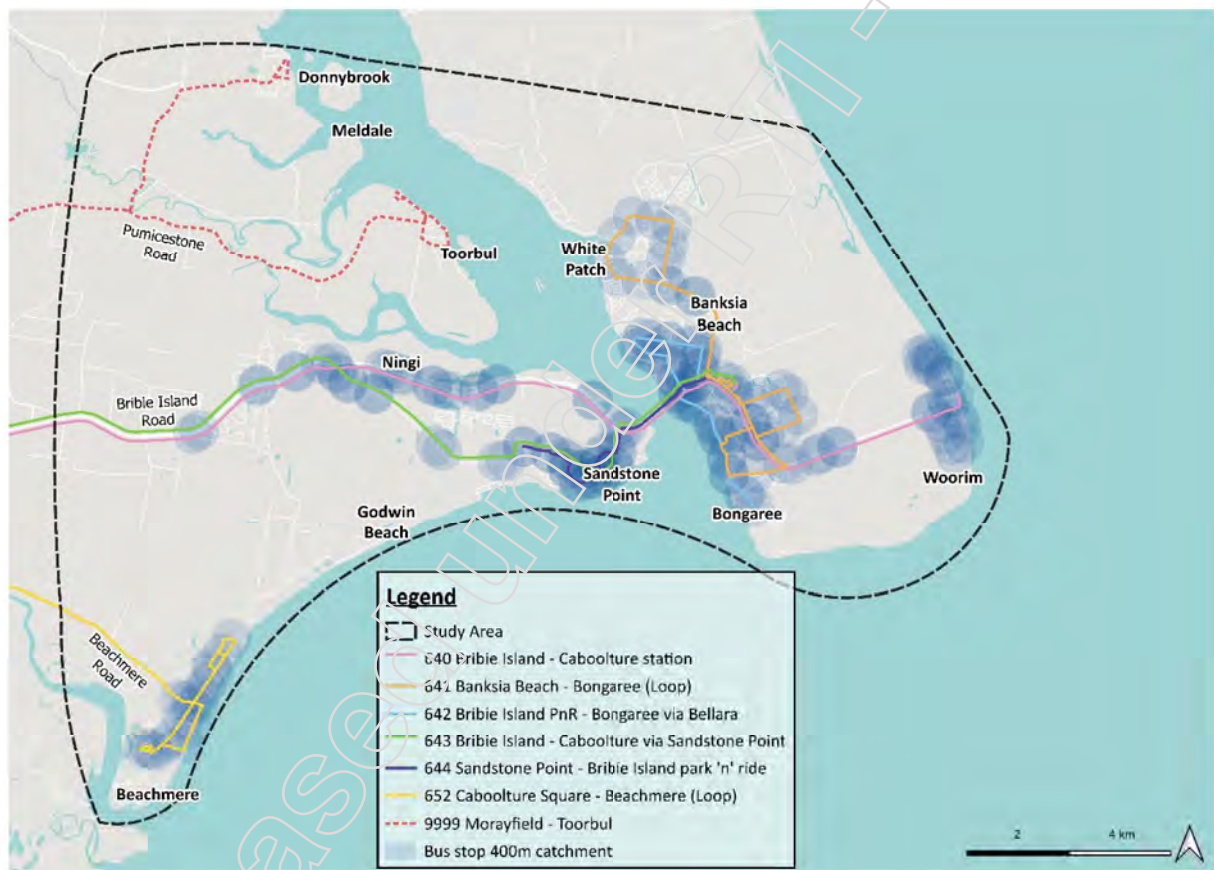


Figure 8 Bus routes and 400m bus stop catchments in the Study Area

Road network and hierarchy

There are three state-controlled roads within the Study Area, these being the first three listed below:

Bribie Island Road

- Bribie Island Road connects the Study Area from east to west and continues across the bridge between the mainland portion of the Study Area and the developed extent of Bribie Island.
- A third of its length is bordered by residential and commercial land uses.
- It contains sections of four-lane median-divided road, and some sections are two lanes undivided. Shoulder widths vary between 0.5m to 2.5m.
- According to TMRs Caboolture-Bribie Island Road Upgrade Program, the ultimate vision is for all to be a four-lane road.
- Speed limits fluctuate between 60km/h and 90km/h. The lower speed limits are isolated to more developed areas, notably in Ningi and Sandstone Point, with higher speed limits in the more rural areas providing connectivity between urban centres.

Pumicestone Road

- Pumicestone Road provides east to west connectivity from the Bruce Highway to Toorbul.
- Its cross section is typically two lanes undivided with narrow shoulders.
- Pumicestone Road has a posted speed limit of 80km/h within the Study Area.

Beachmere Road

- Beachmere Road provides north-west to south-east connectivity between Caboolture and Beachmere.
- It has a two-lane undivided cross section with shoulders ranging between 0.5m to 1.5m in width.
- Beachmere Road has a posted speed limit of 80km/h within the Study Area.

There are also several important MBCC-controlled roads in the Study Area:

Bestmann Road and Bestmann Road East

- Bestmann Road and Bestmann Road East provide key higher-capacity local access through the developed extent of Sandstone Point. The roads intersect Bribie Island Road west of the Bribie Island Bridge. Bestmann Road and Bestmann Road East provide access to supermarkets and medical providers.

- Bestmann Road and Bestmann Road East have a posted speed limit of 60km/h and consist of a single lane of traffic in each direction, separated by a wide median.

Benabrow Avenue

- Benabrow Avenue is an extension of Bribie Island Road from the Bribie Island Bridge in the west, to the intersection with Sunderland Drive/Goodwin Drive in the east. Due to its connection to Bribie Island Road, Benabrow Avenue experiences congestion in peak travel periods.
- Benabrow Avenue has a posted speed limit of 60km/h and consist of two lanes of traffic in each direction separated by a car park and planted medians.

First Avenue

- First Avenue is an east to west connection between Bongaree and Woorim. This is the only road connection between the two localities. First Avenue is also a key road used for tourism, as it is the only access path to the Bribie Island Caravan Park in Woorim.
- First Avenue has posted speed limits of 50km/h, 70km/h and 80km/h and consists of two lanes of traffic in each direction for most of its length. First Avenue also has a separated active transport path on the southern side of the road.

Sunderland Drive

- Sunderland Drive is the main connection between Banksia Beach in the north of the developed extent of Bribie Island, and Bellara, located immediately south of Banksia Beach. According to Google Maps, the road experiences medium levels of congestion on typical school day peak hours, especially near the Bribie Harbour Shopping Village and Banksia Beach State School.
- Sunderland Drive has a maximum posted speed limit of 70km/h and consists of a single lane of traffic in each direction. There is a footpath separated from the eastern side of the road by a reasonably sized nature strip, however, the footpath is unlikely to be wide enough to accommodate both cyclists and pedestrians.

Goodwin Drive

- Goodwin Drive is the main north to south connection between Bellara and Bongaree. According to Google Maps, the road experiences medium levels of congestion during typical school day peak hours on northbound lanes.
- Goodwin Drive has posted speed limits of 50km/h and 60km/h and is largely comprised of a single lane of traffic in each direction. There is a footpath separated from the western side of the road by a reasonably sized nature strip, however, the footpath is unlikely to be wide enough to accommodate both cyclists and pedestrians.

Donnybrook Road

- Donnybrook Road is the key north to south connection between Pumicestone Road and Donnybrook. There are no other road connections to Donnybrook in the Study Area.
- Donnybrook Road has a posted speed limit of 80km/h, mostly undivided with a single lane of traffic in each direction.

Freight

Both extractive and agricultural industries have been established in the Study Area for many decades, therefore these industries and their freight movements are an important part of the local economy. Areas associated with heavy freight movements have been reviewed as part of the Study. Figure 9 indicates freight routes and the extractive industries mapped within the MBCC Planning Scheme.

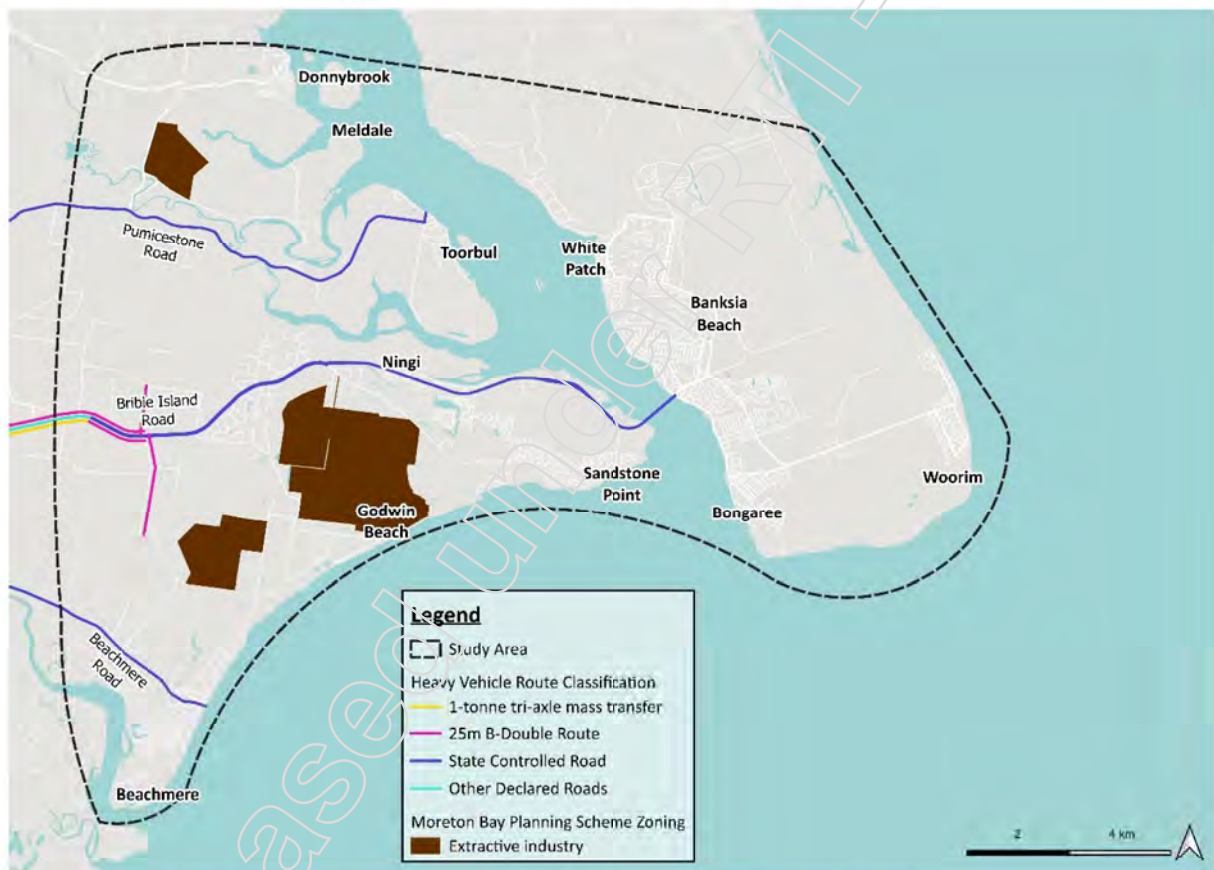


Figure 9 Freight routes and extractive industry zones in the Study Area

The following observations have been made from the analysis of the freight network:

- Heavy vehicle usage on Pumicestone Road and Beachmere Road is high compared to other roads in Queensland (20% and 11% respectively compared to a Queensland average of 6%).
- The extractive industries throughout the Study Area are related to sand mining.

- There are three recognised B-Double routes: one that runs along Bribie Island Road, and two that branch off Bribie Island Road in the west of the Study Area to the north and south.

Consultation

Overview

Community engagement was undertaken for the Study from 2 November to 17 December 2023, and included:

- an online survey and an interactive mapping tool
- a hardcopy survey mailout to residences and businesses in the Study Area
- community information sessions across the Study Area
- community focus group meetings.

Consultation focused on gaining insights into the community's views on transport and mobility to, from, and within the Study Area, including priority issues and opportunities.

The types and level of engagement undertaken in the public consultation period were:

Community drop-in sessions

- Eight sessions, reaching 184 attendees
- Held in Bongaree, Toorbul and Donnybrook.

Online engagement

- 3,610 TMR *Have Your Say* webpage visitors
- 330 online surveys completed.

Focus group sessions

- Two community focus groups for more detailed feedback and insights
- 11 representatives attended.

Email

- 57 stakeholders contacted to provide information and encourage feedback
- Eight written submissions to the TMR project email.

Interactive mapping tool (Social Pinpoint)

- 150 interactive map comments.

Letterbox drop

- 19,300 surveys delivered
- 2,799 responses received.

Social media

- One geotargeted TMR Facebook post
- 1,261 link clicks, 211 reactions, 69 comments, 26 shares.

The key areas of interest that were identified from the responses received were:

- traffic management and safety
- active transport
- public transport
- alternative transport (specifically related to commuter ferries using the Pumicestone Passage)
- taxi and rideshare
- community transport
- the Bribie Island Bridge.

What we heard

Theme 1: Safety

Safety was an important consideration across all transport modes within the Study Area. Traffic congestion was raised as an issue during peak travel periods and major events. Comments identified Bribie Island Road and Bribie Island Bridge as areas with opportunities for improvement that could include:

- wider roads
- improved surface quality
- additional road signage.

Additionally, more direct routes for all modes of transport between suburbs was also noted as a potential opportunity to improve road safety for users. Issues such as travel speed, frequent speed limit changes, low visibility and a lack of signage were noted as contributors to road safety issues within the area. The narrow width of the Bribie Island Bridge pedestrian/cycle path was highlighted for safety concerns.

Respondents suggested the implementation of mitigation measures such as:

- lower speed limits

- installation of speed cameras
- increased police presence
- consistent speed limit along Bribie Island Road
- limiting four-wheel drive permits for beaches.

Theme 2: Connectivity and accessibility

Over the consultation period, it was noted that residents relied on private transport due to concerns with the public transport options available. This has been summarised as connectivity and accessibility.

Public transport options are limited and operate within limited hours, even to key locations. The lack of adequate shelters at bus stops and misalignment of bus and train connections at Caboolture Station were also raised. Some of the improvements suggested during consultation were:

- more frequent and direct services, both within and outside of the Study Area
- increased service hours
- better connections at multi-modal hubs
- the potential use of smaller, on-demand buses

On Demand Transport (ODT) is a flexible form of public transport that aims to fill gaps in transport networks in places where traditional bus services are not operated. ODT works by passengers booking a ride to one of many designated locations, which may include public transport hubs, shopping centres, and doctors' surgeries, with a smart-phone application, website or telephone line. Passengers are then given a time and address to meet the vehicle for their ride.

- increased availability of taxis and rideshare schemes across the region
- additional park 'n' ride facilities at locations like Sandstone Point to ease congestion.

Active transport was also highlighted with some key insights that present positive opportunities for the Study Area. It was noted during the consultation that a lack of safe and accessible active transport pathways across the Study Area limited opportunities to make the most of this transport mode.

Residents also reported that the implementation of wider, better connected and well-lit pedestrian and cycle paths across the Study Area would encourage greater use of active transport options over private vehicles.

Issues we heard that were outside the scope of the Study

The following matters identified during consultation were not within the scope of the Study:

- four-wheel drive vehicles on local beaches, and their potential impacts on flora and fauna
- specifics on the potential duplication of the Bribie Island Bridge, which are being managed by the new Bribie Island Bridge project.

Whilst these matters are outside the scope of the Study, TMR has noted the issues raised, and this feedback will be passed onto relevant departments and teams within the Queensland Government.

Places for people

Movement and Place methodology

Movement and Place is an internationally recognised best practice approach which seeks to balance the transport network's function in moving people and goods with the role of transport corridors, nodes and precincts as places that are essential to social and economic activity. This study was prepared with a high-level reference to TMR's Movement and Place Policy and Practitioner Guidance, specifically the urban street classification matrix shown in Figure 10 below.

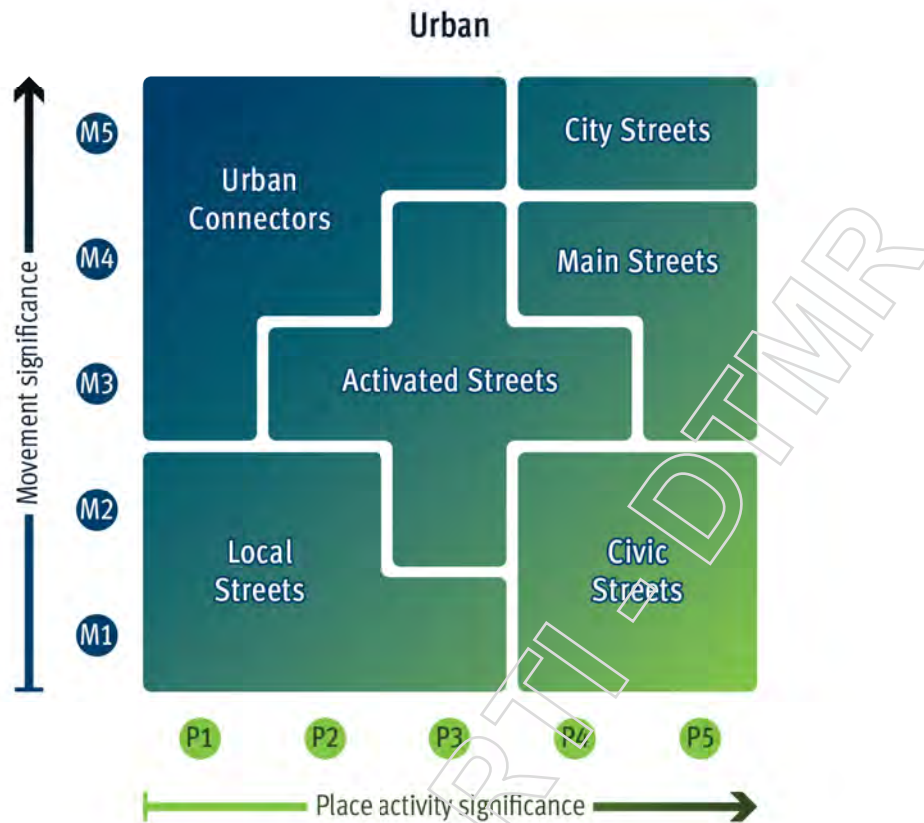


Figure 10 TMR Movement and Place (urban) Classification Matrix

Based on a holistic and collaborative consideration of different attributes and activities occurring within a road corridor or space, the Movement and Place approach can be used to understand and define the individual ‘movement’ and ‘place’ needs and characteristics of transport corridors and spaces, before considering how they interact together. If the main role of a corridor is to accommodate private vehicles, freight, and public transport through-movement, a road may sit within the category of an Urban Connector, Main Road or City Street where movement significance is high. Alternatively, if the corridor is intended for mixed-use land uses and more localised vehicle access with pedestrian and active transport movements and a higher place value, it may be more appropriately categorised as an Activated Street or Civic Street. Local Streets typically represent most of the roads in a network and are characterised by both low movement and low place functionality.

The TMR Movement and Place ‘urban’ classification matrix was adopted as a high-level guide to demonstrate and consider the potential enhancement opportunities for ‘place’ values along the Study Area’s numerous movement-focused corridors. The aim of this approach was to provide the Bribie Island, Beachmere, Sandstone Point, Donnybrook, Toorbul and Ningi activity centres with corridors that are friendly to people living in these areas, and visitors to those locations.

The Study Area has a number of corridors that are currently balancing movement and place values well, however there are opportunities that have been identified for targeted place-driven interventions to be installed to maximise place values. Subject to a more detailed Movement and Place investigation, assessments and stakeholder engagement, targeted interventions may include the planting of more street trees, installation of more 'wombat' crossings, and posted speed limit reviews, with the aim of making spaces more people-oriented.

Identified strategy

The high-level approach that has been adopted for this study puts people at the forefront of movement and place interventions to enable the transport network to better serve the people that use it every day. This is reflected in the Amenity theme along with several actions detailed later in the strategy.

Subregional vision

The vision

The subregional vision for the Study Area is presented below. This vision will help guide transport planning initiatives for the subregion over the next two decades.

A safe, connected transport system accessible for everyone on Bribie Island and the surrounding mainland area

Themes

The actions presented in this document have been grouped with relevant themes. The themes have been expanded on below.

Theme 1: Safety

The Safety theme is driven by the thematic analysis undertaken for the public consultation period. Actions that have been grouped under the Safety theme include seeking to encourage safe use of active transport modes.

Theme 2: Connectivity

The Connectivity theme also emerged from public consultation. Actions under this theme aim to address issues and opportunities identified in the public and active transport networks.

Theme 3: Accessibility

The final theme to come out of the public consultation was Accessibility. Accessibility, as it relates to this study and the actions presented, refers to actions that aim to improve resident access to the public and active transport networks.

Theme 4: Amenity

Amenity as a theme came from the high-level movement and place analysis undertaken for the Study. Actions that are grouped under the Amenity theme aim to maximise the place functionality of corridors, and make the Study Area a place that people want to be in.

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Study outcomes and next steps

The Study Area has a unique demography, with a population that is set to grow by 14.5% over the next two decades, and the transport networks and systems within the subregion need to grow with it. The Study was aimed at identifying how to improve the local transport network in a way that makes it safer and more accessible and connected and outlines a vision to achieve this goal by 2041.

This study has presented a series of actions that are focussed on improving public transport, active transport, road safety, amenity within the Study Area, and road transport generally. These actions are both infrastructure-based solutions, and non-infrastructure interventions.

The next steps for the Queensland Government will be to seek appropriate funding pathways for priority actions identified in this study and work closely with MBCC, relevant stakeholders, and the community to progress them.

Department of Transport and Main Roads
Noting Brief
MBN27164

To: Minister for Transport and Main Roads and Minister for Digital Services

<p>SUBJECT: On Demand Transport investigation for Bribie Island and Surrounds</p>	<p>ROUTINE:</p>
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Summary

- The Department of Transport and Main Roads (TMR) is undertaking the Bribie Island and Surrounds Transport and Mobility Study (BISTMS) to investigate current and emerging traffic and transport pressures relating to movement to, from and within Bribie Island and the surrounding area.
- As part of BISTMS, TMR has conducted preliminary investigations into the use of on demand transport (ODT)—also referred to as ‘demand responsive transport’—in the study area and modelled the costs of implementation.
- This brief provides an update on the ODT element of the study, noting a draft study will be provided to you for consideration late August/early September 2024.

Background

- Community consultation was undertaken from 2 November 2023 to 17 December 2023, which included an online survey and interactive mapping tool, survey hardcopy mailout, community information sessions and community focus-group meetings.
- This process found, out of the 3129 survey respondents, 1038 people (33 per cent) listed changes to public transport in their top three priorities for improving transport in the area. A prominent theme among these answers was the desire for on-demand bus services to be introduced.
- On 20 March 2024, you met with Ms Ali King MP, Assistant Minister for Housing, Local Government, Planning and Public Works. A key point of discussion in this meeting was the investigation of the merits of ODT for the BISTMS area.
- As a result of the community interest in ODT, TMR undertook a preliminary investigation examining the feasibility of implementing ODT in the study area. Five proposals for ODT in different segments of the study area were investigated as well as improvements to the existing fixed route bus network.

Issues and Suggested Approach

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<p>Action Officer: Myles Fairbairn Executive Director Statewide Transport Planning Management</p> <p>Tel: 3066 3805 Date: 5 July 2024</p>	<p>Endorsed by: Penny Ford General Manager Transport Strategy & Planning</p> <p>Tel: 3066 1653 Date: 12 July 2024</p>	<p>Endorsed by: DDG Andrew Mahon Deputy Director General Policy, Planning & Investment</p> <p>Tel: 3066 7512 Date: 12 July 2024</p>	<p>Endorsed by: DG Sally Stannard Director-General</p> <p>Tel: 3338 4158 Date: 15 July 2024</p>
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Financial Implications

- Further investigations would be required to accurately understand the financial implications of implementing ODT and/or bus network improvements in the BISTMS area.

Consideration of the *Human Rights Act 2019* (HR Act)

- The HR Act was considered when making the recommendations outlined in this brief, and there are no impacts to human rights.

Consultation with Stakeholders

- Community consultation was undertaken from 2 November 2023 to 17 December 2023, with 3129 responses to the community insight survey.
- Moreton Bay Regional Council and relevant TMR divisions—including Translink Division—are represented on the BISTMS Technical Working Group.

Employment

- There are no employment impacts associated with this brief, but there would be employment implications associated with either an ODT trial or bus network improvements.

Media

- There is no media impact associated with this.

Election Commitments

- This matter does not relate to an election commitment.

Government Objectives

- This matter does not relate to a government objective.

Minister's comments

Noted/Not Noted

Minister's signature.....

Date 23 / 7 / 24.....

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