

ITEM 5. BOURKE STREET, WATERLOO – SHARED PATH – PROJECT SCOPE**FILE NO: S104586****SUMMARY**

This report describes the concept design presented to the community for a shared path along both sides of Bourke Street, between Phillip Street and Botany Road in Waterloo (approximately 1.3 kilometres long), and also the response to community consultation.

The Bourke Street, Waterloo shared path will complete the City's Sydney Harbour to Botany Bay cycle route. A separated cycleway has been built from Woolloomooloo to Redfern along Bourke Street, and from Alexandria to Mascot along Bourke Road. This project will link the two cycleways.

The proposal includes a shared path on both sides of Bourke Street in Waterloo with signalised crossings. The project will also enhance the streetscape, improve safety at bus stops and driveways and provide new verge planting to improve street amenity.

This report provides a summary of responses received during the community consultation and recommends a scope of work for staged implementation.

RECOMMENDATION

It is resolved that:

- (A) Council endorse the design scope for the Bourke Street, Waterloo shared path, as described in the subject report and shown in the drawings in Attachment A to the subject report, for progression to design development, construction documentation and tender;
- (B) Council note the estimated project costs as detailed in confidential Attachment D to the subject report; and
- (C) Financial Implications, Attachment D to the subject report, remain confidential in accordance with section 10A(2)(c) of the Local Government Act 1993, as it contains information that would, if disclosed, confer a commercial advantage on a person with whom Council is conducting (or proposes to conduct) business.

ATTACHMENTS**Attachment A:** Exhibition Panels**Attachment B:** Community consultation report**Attachment C:** Construction Staging Plan

Attachment D: Financial Implications (Confidential)

(As Attachment D is confidential, it will be circulated separately from the agenda paper and to Councillors and relevant senior staff only.)

BACKGROUND

1. The City of Sydney has been working to provide safe and connected bicycle routes for people of all ages and riding abilities across the Local Government Area. Since the adoption of the City's Cycle Strategy and Action Plan in 2007, facilities completed to date have seen an increase in the number of people riding. The selection of routes and facility types proposed has been refined in close consultation with Roads and Maritime Services (RMS).
2. Shared paths form an integral part of the network of cycling routes proposed across the City. Over 50 kilometres has been provided by the conversion of existing footpaths to shared paths for pedestrians and bike riders to use. Shared paths are proposed where separated cycleways are not possible, and where high traffic volumes would otherwise prevent a bicycle journey being attempted by potential users, such as younger or low confidence bicycle riders.
3. Shared paths are common in Australia and internationally. Bike riding on the footpath is permitted in five of the eight States and Territories in Australia. NSW, Victoria and Western Australia are the only States where bicycles are not permitted on the footpath, unless the path is identified as a shared path.
4. During the design of the cycleway along Bourke Street from Woolloomooloo to Surry Hills, a separated cycleway was put forward to RMS for the Waterloo section of Bourke Street. RMS, who are the approval authority of this section of Bourke Street, advised that a separated cycleway would not be approved along Bourke Street in Waterloo due to capacity issues. Bourke Street in Waterloo is currently a clearway either full-time or part-time, and therefore a traffic lane would need to be removed to provide a separated cycleway.
5. Community consultation was undertaken on the proposed Bourke Street, Waterloo shared path in November 2011. The community raised concerns about conflict with pedestrians at busy bus stops, and safety of bike riders at driveways with poor sightlines.
6. Investigations have been undertaken to determine if there are other alternative routes in Waterloo, which would provide a better regional route connection than a shared path in Bourke Street. Analysis using the Austroads Design Guidelines criteria for regional routes determined that the Bourke Street shared path was the most coherent, connected, direct, safe and attractive option when compared to the other routes. Additional measures have been integrated to address community concerns.
7. Currently, 458 cyclists ride along Bourke Street in Waterloo either on the road or the footpath on an average weekday. 58 per cent (266) of those cyclists already use the footpath. 74 per cent (197) of current cyclists who use the footpath use the western side. 1,861 pedestrians currently walk along Bourke Street on an average weekday. 44 per cent (819) of those pedestrians use the eastern footpath.
8. There are currently some sections of Bourke Street in Waterloo, which are existing shared paths including:
 - (a) the shared path on footpaths on both sides of the road between Lachlan Street and McEvoy Street; and

- (b) the shared path on the western footpath between Powell Street and Short Street.
9. A concept design for a Bourke Street, Waterloo shared path, which incorporates additional measures to addresses previous community concerns, was prepared for consultation in December 2013 (refer Attachments A and B).

PROPOSED CONCEPT PLAN

10. This project aims to enable bike riders to travel along the footpath safely, along with pedestrians. To ensure that the footpaths are suitable for this purpose, a rigorous process has been devised to identify project issues and a program of footpath improvements and other treatments aimed at minimising the risk of conflict, reducing bicycle speed and maintaining pedestrian safety.
11. A risk assessment was carried out along the route to identify the suitability of the route for a shared path. Works were then identified to upgrade or to rectify infrastructure where required.
12. To address previous community concerns, the proposal includes new design features to further reduce conflicts between pedestrians, bicycle riders and vehicles, in particular at bus stops and driveways.
13. The proposal includes a shared path on both sides of Bourke Street between Phillip Street and Botany Road to provide bike riders with a choice to use the less busy eastern side footpath in the mornings and avoid conflict with pedestrians waiting at bus stops.

Footpath Improvement Works

14. The Austroads Bicycle Design Guidelines recommend, for a regular use shared path like Bourke Street, a 2.5 metre clear width is provided to allow pedestrians and bike riders to safely pass one another.
15. The proposal has achieved a 2.5 metre minimum clear footpath width for the majority of the route. Along part of the street, where there have been recent developments, the footpath is more than 6 metres wide, providing a generous footpath space for pedestrians and bicycle riders to share. For a small section of the route (6 per cent) in front of residential properties where there is existing verge shrub planting, the existing footpath width of approximately 2 metres will be maintained, and additional measures will be provided to mitigate the risks.
16. Arising from the site audits undertaken to identify hazards that do not conform to the design criteria for the shared path, the upgrade works will typically include:
- (a) new paving where required;
 - (b) consolidation of street planting and furniture to a 1.1 metre width along the kerb side of the footpath, which provides a 2.5 metre clear footpath width (where the footpath is 3.6 wide);
 - (c) new decomposed gravel or Terrabond gravel around trees to increase useable footpath width; and
 - (d) improved verge planting in select areas to increase street amenity.

Shared Path Pavement Signage and Line Marking

17. The shared path will include RMS statutory shared path signage.
18. In addition, the City has developed a suite of distinctive signs, symbols and markings to improve safety on shared paths. The markings have been developed to raise user awareness and reduce potential risks. The markings include a blue line along the length of the shared path to inform pedestrians and bike riders that they are on a shared path. The markings will be used at bus stops, driveways and other locations where bike riders should slow down.

New bus stop designs

19. New bus stop designs will provide a wider path behind bus shelters and clear sightlines for pedestrians and bike riders to see each other approaching. They will also comply with accessible bus stop requirements and will include:
 - (a) new 'slimline' bus shelters providing clearer sightlines, so bike riders and pedestrians can clearly see each other. It provides a minimum 2 metre wide path behind the bus shelter, which will allow pedestrians and bike riders to safely pass one another;
 - (b) new paving will be installed around the bus stops to remind bike riders to slow down and give way to pedestrians;
 - (c) new tactile indicators around bus shelters for improved accessibility;
 - (d) new City shared path markings to advise cyclists to slow down; and
 - (e) the City is also currently in negotiations with Sydney Water and a strata body to negotiate more footpath space behind the bus stop next to 'Doug Up on Bourke' and also in front of 'Spinning Wheel Tyres.'

New driveway designs

20. The new design for driveways includes the following measures to address safety concerns, especially at those driveways with poor sightlines for vehicles entering and exiting:
 - (a) new paving at driveways to priorities pedestrian movements over vehicle movements;
 - (b) where there are driveways with poor sightlines, new signage will warn bike riders to slow down and also remind drivers that they are crossing a pedestrian zone and are required by law to give way to pedestrians; and
 - (c) additional devices will be provided in consultation with property owners to further reduce the risk of collision between vehicles and bike riders.

Lighting Improvement Works

21. The aim of the street lighting improvements is to provide a consistent level of lighting to increase safety. The existing lighting will be upgraded to improve environmental performance and comply with regulatory standards for lighting levels.

Adjusted Traffic Signals

22. To allow bike riders to continue cycling through a signalised intersection without having to dismount their bike, bicycle lanterns are proposed on existing traffic signals to allow bike riders to cross with the pedestrian walk phase.
23. There are six existing signalised intersections where bicycle lanterns are proposed to be installed from Danks Street to Elizabeth Street. An application has been lodged with RMS for approval.

Tree Management Works

24. The following Tree Management Plan is proposed to be implemented as part of the works:
 - (a) overhanging branches to be pruned in accordance with the City's Arboriculture techniques;
 - (b) exposed tree roots/lifting and damaging paving will be treated in accordance with the City's Arboriculture techniques;
 - (c) decomposed gravel or Terrabond gravel to be installed around all tree pits in accordance with the City's Arboriculture techniques;
 - (d) pruning of vegetation on private land is to be coordinated with the City's Rangers; and
 - (e) the planting of 40 additional street trees has been identified as part of the concept plan.

Staged Implementation

25. It is proposed to complete the construction of the footpath in several stages (refer to Attachment C) as follows:
 - (a) Stage 1 – it is proposed to complete the western side footpath shared path between Phillip Street and Botany Road by mid-2015;
 - (b) Stage 2 – there are new private developments in construction and proposed along the eastern footpath. These developments will deliver footpaths that exceed the minimum shared footpath width as part of their public domain contributions. These works are estimated to be completed from 2015 to 2017. It is proposed to stage the works along the eastern footpath to coincide with the completion of the private developments; and
 - (c) Stage 3 – the O'Riordan Street intersection realignment between Botany Road and Wyndham Street is forecast to begin construction in 2015/16. New footpaths will be provided as part of this development, including a new signalised crossing at Wyndham Street (where there currently is no crossing). Works for the shared path will be delivered following completion of this intersection, ensuring a safe connection across Wyndham Street.

Management Operations

26. The shared paths will change the way some services operate within the street to ensure the safe continued operation of the shared path. These changes are outlined below:
 - (a) continued monitoring of the identified risks and pavement signage and line marking to ensure these control measures remain effective;
 - (b) cleaning and sweeping operations will need to be tailored to efficiently maintain the cycle facility;
 - (c) waste collection operations will need to acknowledge shared paths to ensure bins are clear of paths;
 - (d) the development of planning controls will need to ensure the shared paths are not encroached or blocked due to construction and development procedures. Areas of focus will include hoarding and fencing, concrete pumps, crossing points, skip bin storage and traffic management plans; and
 - (e) pruning of vegetation is managed by the City's Rangers and maintenance staff to ensure a clear footpath envelope is maintained.

Education and Awareness

27. Pedestrians have right of way on shared paths and bike riders should slow down and give way to pedestrians. The City has a comprehensive "Share the Path" education campaign designed to educate bike riders on how to use shared paths safely and courteously and ensure all users understand their rights and responsibilities.
28. The "Share the Path" campaign will be tailored to meet the needs and respond to particular site specific issues.
29. City staff are out on site four times a week conducting education at shared paths.

Community Consultation

30. Public exhibition of the concept plan was carried out between 25 November and 16 December 2013. The consultation activities included:
 - (a) a mail out to 4,362 local residents and businesses announcing the consultation period;
 - (b) a webpage on sydneyoursay.com.au where submissions could be made;
 - (c) a webpage on the City of Sydney "On Exhibition" page website;
 - (d) face-to-face meetings with key stakeholders; and
 - (e) door knocking took place along the route, including 20 local businesses. Feedback from businesses was mainly neutral for the project, however safety issues were raised. These have been included in the community consultation report at Attachment B.

31. Additional consultation was undertaken with Bicycle NSW, Bike Sydney and the Leichardt Bicycle User Group. All Bicycle User Groups strongly advocated for a separated cycleway facility in this area.
32. On the Sydneyoursay page, the project was viewed by 506 individual users and the plans were downloaded 54 times.
33. 46 submissions were received for the proposal with:
 - (a) 13 submissions being in support of the shared path;
 - (b) 22 submissions advocating for the importance of filling the 'gap' between the existing Bourke Street and Bourke Road cycleways, but stating that a separated cycleway was a better option than the proposed shared path; and
 - (c) 11 submissions being opposed the project.
34. The key concerns of the community relate to reduced safety associated with a shared path around busy pedestrian areas, commercial building driveways and changes to bus stops.
35. The project proposes to address these safety concerns through design, signage, management and maintenance, and education and awareness measures as outlined earlier.

KEY IMPLICATIONS

Strategic Alignment - Sustainable Sydney 2030

36. *Sustainable Sydney 2030* is a vision for the sustainable development of the City to 2030 and beyond. It includes 10 strategic directions to guide the future of the City, as well as 10 targets against which to measure progress. This project is aligned with the following strategic directions and objectives:
 - (a) Direction 4 - A City for Walking and Cycling – outlines actions that will make walking and cycling an easy option for residents and visitors in our city. It recognises the importance of these modes to improve the health and environmental sustainability of our city.
 - (b) Objectives under this Direction include developing a network of safe, linked pedestrian and cycle paths integrated with green spaces throughout both the city and inner Sydney; giving greater priority to cycle and pedestrian movements and amenity in the City Centre; promoting green travel for major workplaces and venues in the city.
 - (c) As a key part of the cycle network, the shared paths proposed in this project will complete the missing link in an existing regional cycle route, which will provide a viable sustainable transport alternative that will contribute to lower carbon emissions and reduced pollution.

Organisational Impact

37. The project will create additional assets, such as new pavement markings, which will require ongoing maintenance.

Risks

38. Risks have been comprehensively identified and rated, and the effectiveness of proposed amelioration measures has been assessed. For a shared path project to proceed, identified risks are required to be rated as moderate risk or lower. This residual risk is documented and then managed and monitored accordingly by the City.
39. An independent Road Safety Audit will be carried out on the developed design to identify and assess any risks associated with the design proposal. The risks will be documented and measures incorporated into the final design. An additional Road Safety Audit will be undertaken on the completion of the works.

Social / Cultural / Community

40. Bike riders enjoy a healthy lifestyle with an increased level of physical activity. As part of the City's cycle network, this project will contribute to better connected neighbourhoods, and a more active and healthier community.
41. The shared path will provide a facility for less confident or younger bike riders, whilst confident bike riders can continue to use the road.
42. The proposal will provide streetscape improvements, addressing pedestrian amenity for able and less able people.
43. As part of the cycle network, this shared path will contribute to reduced travel times, less on-road congestion and more seats being available on public transport.
44. The shared path markings and associated education campaign is aimed at improving behaviours and attitudes, by educating cyclists and pedestrians on the rights and responsibilities of path users.

Environmental

45. As part of the cycle network, the Bourke Street, Waterloo shared path will provide a viable transport alternative, which will contribute to lower carbon emissions and reduced pollution.
46. Once Council resolves to approve the designs, City staff will engage an external planner to consider whether the proposed works require assessment and approval under Part 5 of the Environmental Planning and Assessment Act 1979. A Review of Environmental Factors will be carried out for the approved proposal to ensure that all environmental impacts have been identified, assessed and, where required, action is identified to manage impacts. The review will identify the likely impacts, note steps to be taken to manage them and assess whether residual impacts of the work are likely to be significant.

BUDGET IMPLICATIONS

47. The total forecast project construction cost, based on the concept plans, has been verified by an independent quantity surveyor. A summary of the Financial implications is included in confidential Attachment D.

48. As part of this project, the upgrade of non-Council owned assets, including RMS signal infrastructure and Ausgrid street lighting, is proposed to be carried out. This will need to be recognised as expenditure within the operating budget for the relevant year.
49. A project budget shortfall is currently anticipated, based on the concept design budget estimate and includes contingencies for construction, design and escalation. Additional funding will be requested in the 2014/15 capital and operational budgets and future years forward estimates.

RELEVANT LEGISLATION

50. Attachment D is to remain confidential in accordance with section 10A(2)(c) of the Local Government Act 1993, as it contains information that would, if disclosed, confer a commercial advantage on a person with whom Council is conducting (or proposes to conduct) business.
51. NSW Roads Act 1993 for road related approvals.
52. Local Government Act 1993 for construction procurement.
53. Environmental Planning and Assessment Act 1979.
54. Council and RMS guidelines for cycleway and streetscape design.

CRITICAL DATES / TIME FRAMES

55. Proposed key dates are as follows:
 - (a) Design Development – March 2014;
 - (b) Estimated Tender for Construction – September 2014; and
 - (c) Estimated Construction commencement, subject to endorsement and approval – December 2014.

AUTHORITIES

56. Following Council endorsement of the proposal, it is proposed to submit the detailed design and documentation to the Local Pedestrian, Cycling and Traffic Calming Committee (LPCTCC).
57. In addition, applications have been lodged with RMS for approval of the minor amendments proposed at the signalised intersections.
58. None of the proposed works fall within the identified boundary of the Central Sydney Traffic and Transport Committee.

PUBLIC CONSULTATION

59. The consultation undertaken with the community is outlined in paragraphs 30 to 35 earlier in this report.
60. Community members and organisations that have made submissions will be notified of when the project will be considered by the LPCTCC.

61. Notification will be sent to property owners and businesses prior to construction.
62. During construction, there will be close liaison between property owners, businesses, City staff and the contractors, to minimise disruption to residences and trade in the area.

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