

Project Scope - South Eveleigh to Waterloo Metro Cycleway

File No: X102108

Summary

This report describes the project scope for the proposed walking and cycling improvements on Henderson Road and Raglan Street between Mitchell Road and George Street (Waterloo).

The project will deliver a safe and continuous 2-way connection and close the network gap for people riding east-west between the existing cycleway on Henderson Road and the major north-south bike network spine on George Street at Waterloo.

The proposed scope includes the re-allocation of road space on Henderson Road, east of Mitchell Road and on Raglan Street between Botany Road and George Street. This will provide the space for a 2-way cycleway along the northern side of the corridor, separated from traffic lanes by wide, planted medians to provide an opportunity for additional tree planting wherever possible.

The City carried out community consultation for the project between 4 February 2026 and 4 March 2026, which included sending notification letters to 1,635 residents and businesses, 2 on-site community information sessions as well as staff attending three local events and meetings. The Sydney Your Say page was visited 3,982 times and the plans were downloaded 924 times during the consultation period. A total of 180 email submissions were received, including 11 on behalf of local community groups/organisations and 207 people left 585 comments on the interactive map. While there was strong support for the cycleway, key concerns included changes to local vehicle access, parking loss and congestion.

This report seeks Council's approval of the project scope.

Recommendation

It is resolved that Council:

- (A) approve the project scope for the South Eveleigh to Waterloo Metro cycleway as shown at Attachment B to the subject report and with amendments as described below in (B) for progression to detailed design and submission of a grant application for construction funding under the Get NSW Active program;
- (B) approve the following amendments to the exhibited concept design shown at Attachment B to the subject report:
 - (i) remove the bus-only restriction on Raglan Street between Botany Road and Cope Street; and
 - (ii) retain kerbside parking on the southern side of Henderson Road between garden Street and Wyndham Street;
- (C) note the financial implications detailed in the subject report; and
- (D) note that the construction of the project is subject to the City receiving grant funding.

Attachments

- Attachment A.** Sydney Bike Network Map
- Attachment B.** Concept Plans Exhibited for Community Feedback
- Attachment C.** Engagement Report

Background

1. In November 2018, Council adopted the Cycling Strategy and Action Plan 2018-2030, for incorporation into the City's community strategic plan Sustainable Sydney 2030. The Strategy includes an overall proposed Bike Network as shown in Attachment A to the subject report.
2. Priority 1 of the Strategy and Action Plan is to connect the bike network, as there is strong evidence that safe, connected cycling infrastructure is essential to making bike riding a viable transport option for the majority of the population, and doing so has strong support from the community.
3. Henderson Road and Raglan Street are currently a missing link in the City's planned regional bike network. The proposed new cycleway will complete this key east-west link and close the network gap between the existing cycleway on Henderson Road and the major north-south bike network spine on George Street.
4. Completing important regional cycling connections such as the South Eveleigh to Waterloo cycleway is a key road safety intervention. Without this cycleway, the large (and increasing) number of people riding along this route for transport and/or work will be subject to significantly higher risk of being injured or killed by motor vehicle drivers.
5. When the City builds new separated cycleways, it is common for the number of bike trips along that route to double within the first year and to double again within another one to 2 years. The existing cycleway further west on Henderson Road currently has an average of 510 bike trips per day (between February 2026 and May 2026), with very few people riding on the section with no cycleway. We expect the new cycleway may reach up to a thousand daily trips within a year of opening.
6. The design approach is consistent with the NSW Government's Movement and Place Framework, its Road User Space Allocation Policy and its hierarchy of road users, which prioritises people walking. The City has collaborated closely with Transport for NSW on the reallocation of road space for the cycleway. Transport for NSW have provided agreement in principle to the changes required at the signalised intersections.

Concept Design as Exhibited for Community Consultation

7. The City exhibited the concept design as shown in Attachment B to the subject report and consulted with the community over 4 weeks from 4 February 2026 to 4 March 2026. The key features of the concept design include:
 - (a) a 2-way cycleway along the north side of Henderson Road and Raglan Street, connecting to existing cycleways and providing safe access to Waterloo Metro
 - (b) kerb extensions on Davy Road and Garden Street to widen the footpath and reduce crossing distances for people walking
 - (c) up to 28 new trees in new planted median strips which separate the cycleway from vehicle traffic, and removing 6 trees struggling to grow against private awnings
 - (d) retaining existing access to buses, including a new bus stop platform next to the cycleway west of Garden Street and providing space for a new bus stop on the northern side of Raglan Street at Waterloo Metro station

- (e) removing 45 car parking spaces along the length of the 600 metre corridor. This includes 20 spaces on Henderson Road between Mitchell Road and Wyndham Street, and 25 spaces on Raglan Street between Cope and George streets
 - (f) restricting Raglan Street to bus-only access between Botany and Cope streets.
8. Community feedback included key concerns about loss of on-street parking, local access changes and traffic congestion.
9. The City has reviewed the concept design in response to the community feedback and has identified opportunities to address these concerns. Further background and proposed changes to the concept design to address these concerns is provided below.

Local Access

10. The concept design showed a "bus only" section on Raglan between Botany Road and Cope Street, closing this block to general traffic. It also proposed consolidating existing and future bus stops in this block, in line with the NSW Government's Interchange Access plan for the Waterloo Metro Station.
11. This arrangement would prioritise public transport and active transport and simplify traffic movements at the Raglan Street and Botany Road intersections and allow longer green times for pedestrians waiting to cross Botany Road.
12. The proposal also provided the opportunity for new trees to be planted in a wide median between the cycleway and the roadway in this block.
13. The community raised concerns about the impact on local access for east-west traffic movements and the displacement of traffic onto other streets in the precinct. In response, the City proposes to amend the concept design and retain access for general traffic on Raglan Street between Botany Road and Cope Street.
14. Transport for NSW have indicated their support for this change which will be further developed during the detailed design stage. Further changes to the lane arrangements in this block may be required and may result in a reduced opportunity to plant new trees in this block.

On-Street Parking

15. The majority of the existing 45 parking spaces along the 600m length of the corridor are currently unrestricted and the community benefit from turnover of spaces is very low.
16. There are 6 spaces on the southern side of Henderson Road between Garden and Wyndham Street are restricted to 2-hour parking. This results in higher turnover and the spaces being more frequently available to residents and businesses in this block where no on-site parking or rear lane access is available.

17. During consultation the community raised concerns about the reduction in kerbside parking spaces. In particular, the 6 spaces on the southern side of Henderson Road, between Garden and Wyndham Street are seen as important to service the adjacent buildings. In response to this feedback, the City will work to develop the detailed design with the aim of retaining the parking spaces between Garden and Wyndham Street.
18. Separately to the project, the City is reviewing parking restrictions, in particular areas of unrestricted parking in line with the City's Neighbourhood On-Street Parking Policy to increase availability of parking for residents.

Congestion

19. The concept design includes road space reallocation on Henderson Road and a reduction from 2 eastbound lanes to one lane between Mitchell Road and Gerard Street.
20. Community feedback included concerns about increased congestion arising from this lane reduction as well as the bus-only section on Raglan Street.
21. Traffic modelling was a key aspect of developing the concept design, recognising the importance of understanding the implications for traffic congestion in this area. The City worked closely with Transport for NSW on the design of the project and they provided agreement in principle for the proposed changes to the signalised intersections.
22. While community feedback often raises concerns that changes to street configuration will result in traffic congestion, the City is confident based on past experience that it has a good understanding of potential traffic impacts and they are not anticipated to be substantial in this instances.
23. Recent cycleway projects in busy traffic environments where the City has successfully managed this risk include Oxford Street (Taylor Square to Hyde Park) which removed an inbound traffic lane, and Castlereagh Street which was reduced to one traffic lane with an evening peak bus lane that is loading/parking the rest of the day.

Concept Design Amendments

24. In response to community feedback the proposal will be amended and changes incorporated in the detailed design to:
 - (a) retain access for general traffic on Raglan Street between Botany Road and Cope Street
 - (b) retain parking as many parking spaces as possible on the southern side of Henderson Road between Garden and Wyndham Streets.
25. These changes will have further flow on effects to the road geometry and will result in fewer opportunities for new trees to be planted.

Key Implications

Strategic Alignment - Sustainable Sydney 2030-2050 Continuing the Vision

26. Sustainable Sydney 2030-2050 Continuing the Vision renews the communities' vision for the sustainable development of the city to 2050. It includes 10 strategic directions to guide the future of the city, as well as 10 targets against which to measure progress. This report is aligned with the following strategic directions and objectives:
- (a) Direction 5 - A city for walking, cycling and public transport
 - (i) 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; and promoting green travel for major workplaces and venues in the city.
 - (ii) As a key part of the cycle network, the cycleways proposed in this project will complete missing links in the bike network, which will provide a viable sustainable transport alternative that will contribute to lower carbon emissions and reduced pollution.

Organisational Impact

27. The project will create additional assets, such as new civil infrastructure, pavement markings and additional street trees and plantings, which will require ongoing maintenance.

Risks

28. Risks associated with the proposal have been considered through the concept design and consultation phases. These include safety for people while walking, cycling and driving, environmental and economic impacts, and community concerns. The risks will be further addressed in the forthcoming design development and documentation phases.
29. A Road Safety Audit has been carried out on the concept design and the findings will inform the next stage of the design to improve the safety of all road users. Further Road Safety Audits will be carried out at the completion of the design and at the completion of construction to identify and mitigate any residual risks.
30. This approach is within the City's risk appetite, which states:
- (a) The City has a responsibility to ensure that it has sufficient resources in the short, medium and long term to provide the levels of service that are both affordable and considered appropriate by the community.
 - (b) Our primary objective is to prevent harm, injuries and workplace illnesses to our workers, residents, visitors and other stakeholders. We acknowledge that achieving a risk-free environment is not feasible, especially in the public domain. We therefore aim to minimise health, safety and wellbeing risks within our organisation and in the public domain as far as reasonably practicable and in keeping with our legal obligations.

- (c) We recognise the importance of prudent financial management when it comes to our assets and we strive to maintain a financially sustainable position. Our risk appetite acknowledges the need to balance investment in infrastructure with the Council's overall financial capacity.

Social / Cultural / Community

- 31. People will have improved access to safe cycling infrastructure to enjoy a healthy lifestyle with an increased level of physical activity. As part of the City's bike network, this project will contribute to better connected neighbourhoods and workplaces, increased transport choice and a more socially connected, active and healthier community.

Environmental

- 32. The project aligns with the City's Sustainable Sydney 2030 goals which aim to provide a better environment for people walking and riding bikes, resulting in lower carbon emissions and reduced pollution.

Cycling and walking are integral to our transport future because they are the most accessible, equitable, sustainable and reliable forms of transport.

Financial Implications

- 33. Funding for the project is included in the adopted 2025/26 Long Term Financial Plan (LTFP) and the draft 2026/27 LTFP. An allocation of \$5,016,810 has been provided, based on benchmarking against comparable projects.
- 34. The City has secured \$580,000 in design funding from the NSW Government under the Get NSW Active program. Reimbursement has been received for actual costs incurred to date, with further reimbursements available up to the total approved funding amount for the design phase.
- 35. A further grant application covering the full construction scope will be submitted under the Get NSW Active program once the detailed design is complete. Construction of the project will be contingent on securing future grant funding
- 36. The project includes the upgrade of assets owned by third parties, such as traffic signals owned by Transport for NSW. These works will be recognised as expenditure within the City's operating budget for the relevant financial year in which they occur.

Relevant Legislation

- 37. Roads Act 1993
- 38. Local Government Act 1993
- 39. Environmental Planning and Assessment Act 1979 (EP&A)- The scope of works will be reviewed by a planner to assess consent requirements for the project under the EP&A Act.

Critical Dates / Time Frames

40. Key dates for the project are:

Milestone	Target dates
Design Development	July 2026 to May 2028
Funding Application Period	November 2027 to June 2028
Construction Tender Period (subject to funding from Transport for NSW)	August 2028 to March 2029
Construction (subject to funding from Transport for NSW)	March 2029 to July 2030

Options

41. Council has the option not to proceed with the project. This is not recommended as it would not close the network gap to provide safe access for riders to the Metro station and between the existing cycleways on Henderson Road and George Street.
42. Council has the option to proceed to construction of the project without construction grant funding. This is not recommended due to financial constraints. .

Public Consultation

43. The City exhibited the concept design for the cycleways and consulted with the community over 4 weeks from 4 February 2026 to 4 March 2026. A total of 180 email submissions were received, including 11 submissions on behalf of local community groups/organisations. 207 people left comments on the interactive map. Further detail is provided in the Engagement Report (Attachment C)
44. Consultation activities included:
- (a) A letter was posted to residents, inviting them to give feedback on the proposal. 1,635 letters were distributed.
 - (b) A Sydney Your Say webpage was created. The page included an electronic copy of the concept design, survey, interactive map and other key information about the consultation.
 - (c) The community and stakeholders were able to give feedback using an online feedback form. A link to the feedback form was provided on the Sydney Your Say website.
 - (d) 2 community information sessions were held on Thursday 12 February and Saturday 14 February 2026 and were attended by 10 residents and stakeholders.
 - (e) A total of 12 notice boards were installed along the alignment, inviting people to give feedback on the proposal.
 - (f) City staff attended Summer on the Green at Waterloo, Waterloo Wellbeing and Safety Action Group and a REDWatch committee meeting.

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