

Project Scope - Bike Network Connections in Erskineville, Alexandria and Waterloo

File No: X026143.001

Summary

This report describes the proposed bike network connections in Erskineville, Alexandria and Waterloo, which will form part of the Regional and Local Bike Network identified in the City's Cycling Strategy and Action Plan 2018-2030.

Following community consultation in November and December 2020, this report seeks Council approval of the proposals for new separated cycleways and sections of shared paths as well as pedestrian improvements in the form of raised pedestrian crossings, footpath continuations and widening.

Recommendation

It is resolved that Council:

- (A) approve the concept design for the Gadigal Avenue, Potter and Crystal Streets Cycleway as shown in Attachment B to the subject report for detailed documentation and construction tender;
- (B) approve the concept design for the Mitchell Road and Huntley Street Cycleway as shown in Attachment C to the subject report for detailed documentation and construction tender;
- (C) approve the concept design for the Alexandria Shared Path connections as shown in Attachment D to the subject report for detailed documentation and construction tender;
- (D) approve the concept design for the Ashmore and Harley Streets Cycleway as shown in Attachment E to the subject report for detailed documentation and construction tender;
- (E) approve the concept design for the Bridge Street, Railway Parade and Henderson Road Cycleway as shown in Attachment F to the subject report for detailed documentation and construction tender;
- (F) approve the one-way road closure of Railway Parade to northbound traffic between Swanson Street and Sydney Road;
- (G) approve the closure of Alexander Street at Henderson Road to through traffic, allowing left-in and left-out traffic movements only;

- (H) approve the concept design for traffic calming in Park Street as shown in Attachment I to the subject report; and
- (I) note the estimated project costs as detailed in confidential Attachment J to the subject report.

Attachments

- Attachment A.** Bike Network Connections Map
- Attachment B.** Community Consultation Drawings - Concept Design for Gadigal Avenue, Potter Street and Crystal Street Cycleway
- Attachment C.** Community Consultation Drawings - Concept Design for Mitchell Road and Huntley Street Cycleway
- Attachment D.** Community Consultation Drawings - Concept Design for Alexandria Shared Paths
- Attachment E.** Community Consultation Drawings - Concept Design for Ashmore Street and Harley Street Cycleway
- Attachment F.** Community Consultation Drawings - Concept Design for Bridge Street, Railway Parade and Henderson Road Cycleway
- Attachment G.** Engagement Report - Gadigal Avenue, Potter Street and Crystal Street Cycleway
- Attachment H.** Engagement Report - Combined Erskineville and Alexandria Cycleways
- Attachment I.** Park Street - Refined Traffic Calming Concept Design
- Attachment J.** Financial Implications (Confidential)

Background

1. In November 2018, Council endorsed the Cycling Strategy and Action Plan 2018-2030, for incorporation into the City's community strategic plan Sustainable Sydney 2030.
2. The Cycling Strategy and Action Plan includes an overall proposed Bike Network which is being implemented in sections over time. Concept designs for several routes in Erskineville, Alexandria and Waterloo (as shown in Attachment A to the subject report) have been developed and consultation was undertaken at the end of 2020.
3. The proposals for each section are described below.

Gadigal Avenue, Potter and Crystal Streets cycleway

4. The proposal is a separated bi-directional cycleway on the eastern side of Crystal Street between Danks and Potter Streets, the northern side of Potter Street between Crystal Street connecting to the eastern side of Gadigal Avenue between Potter and Lachlan Streets. The design has minor impact to existing kerb locations.
5. The proposed work is comprised of:
 - (a) a separated bi-directional cycleway on the eastern side of Crystal Street between Danks and Potter Streets between existing kerbs;
 - (b) modification to the existing shared pedestrian and bicycle crossing at the intersection of Danks and Crystal Streets;
 - (c) eight new street trees and garden beds on Crystal Street;
 - (d) separated bi-directional cycleway on northern side of Potter Street between Crystal Street and Gadigal Avenue;
 - (e) new raised pedestrian crossing across Potter Street east of Crystal Street; and
 - (f) separated bi-directional cycleway on eastern side of Gadigal Avenue in place of existing shared path between the intersection of Potter and Lachlan Streets.
6. A total of 12 parking spaces will be removed on both Crystal and Potter Streets including:
 - (a) ten parking spaces on Crystal Street to accommodate the cycleway; and
 - (b) two parking spaces on Potter Street to accommodate the new pedestrian crossing.
7. The proposal was endorsed by the Local Pedestrian, Cycling and Traffic Calming Committee on 18 February 2021.

Mitchell Road and Huntley Street Cycleway

8. The proposal is a separated bi-directional cycleway at road level on the western side of Mitchell Road between Sydney Park Road and Coulson Street, and the northern side of Huntley Street between Mitchell Road and Belmont Street. The design minimises changes to existing kerbs, streetscape elements and other infrastructure to reduce impacts to the community during construction.
9. As a condition of the WestConnex New M5, B51 – Pedestrian and Cycle Implementation Strategy, Transport for NSW is required to provide improved pedestrian and bicycle facilities within a one-kilometre area of the St Peters interchange. This project falls within this zone and will directly connect to the cycleway on Sydney Park Road to the south.
10. Proposed work is comprised of:
 - (a) separated bi-directional cycleway on the western side of Mitchell Road between Coulson Street and Sydney Park Road;
 - (b) separated bi-directional cycleway on the northern side of Huntley Street between Mitchell Road and Belmont Street;
 - (c) continuous footpath treatment at Belmont Lane and Huntley Street;
 - (d) continuous footpath treatment at Mitchell Road and the driveway to Sydney Park Village; and
 - (e) shared path at the four corners of the signalised intersection at Mitchell Road and Huntley Street.
11. A total of five parking spaces will be removed, including:
 - (a) Three spaces on the western side of Mitchell Road between Coulson Street and Sydney Park Road.
 - (b) Two spaces on the northern side of Huntley Street between Mitchell Road and Belmont Street.
12. Transport for NSW will make changes to Sydney Park Road and the intersection with Mitchell Road as part of the King Street Gateway project to fulfil the consent conditions of the WestConnex. These changes will include:
 - (a) relocating the existing bus stop (routes 370 to Coogee, 308 to Surry Hills) on the Western Side of Mitchell Road to Sydney Park Road on approach to the Mitchell Road intersection;
 - (b) right turn from Mitchell Road into Sydney Park Road for buses only; and
 - (c) a permanent cycleway on Sydney Park Road, replacing the existing pop-up cycleway
13. The proposal will be reported to a future meeting of the Local Pedestrian, Cycling and Traffic Calming Committee for endorsement.

Alexandria Shared Path connections

14. The proposal for the Alexandria Shared Path Connections includes a suite of shared path and bicycle crossing improvements to create a safe connection for children riding to school. It will connect schools in Alexandria and Erskineville from Buckland Street to Elliott Avenue by creating new shared paths and using low traffic streets.
15. Proposed work is comprised of:
 - (a) a shared path on the southern side of Swanson Street between Fox and Elliott Avenues;
 - (b) a shared path on the northern side of Swanson Street between Park and Newton Streets;
 - (c) a raised pedestrian and cycle crossing across Park Street at Swanson Street. In addition to improving connectivity and safety for pedestrians and bike riders, it will also reduce the speed of vehicles as they enter Park Street. It is expected it will discourage non-local traffic from turning into Park Street;
 - (d) a widened footpath at the corner of Swanson Street and Elliott Avenue to allow space for the shared path around the bus shelter;
 - (e) extension of the existing shared path in Buckland Street to Mitchell Road; and
 - (f) bicycle contraflow provisions in Brown Street and Elliott Avenue.
16. The project does not require changes to parking or loading.
17. The proposal was endorsed by the Local Pedestrian, Cycling and Traffic Calming Committee on 18 February 2021.
18. Note that Council resolved on 22 February 2021 to install temporary barriers to affect a narrowing of Park Street at the Swanson Street intersection, to deter and slow vehicular traffic. These temporary works were also endorsed by the Local Pedestrian, Cycling and Traffic Calming Committee on 18 February 2021 and are currently under way.

Ashmore and Harley Streets cycleway

19. The proposal completes a large portion of the route between McEvoy Street (Alexandria) and Erskineville station, and beyond to the now complete Wilson and Burren Streets Cycleway. It includes a bi-directional cycleway along Ashmore Street and one-way separated cycleways on Harley Street between Mitchell Road and McEvoy Street.
20. Proposed work is comprised of:
 - (a) a continuous footpath treatment across Fox Avenue at the intersection with Ashmore Street, a raised pedestrian crossing across Ashmore Street and widened footpaths in Ashmore Street at the intersection with Fox Avenue;
 - (b) a bi-directional separated cycleway on the northern side of Ashmore Street between Fox Avenue and Mitchell Road;

- (c) upgrading the existing pedestrian crossing across Mitchell Road between Ashmore and Harley Streets to a raised bicycle and pedestrian crossing;
 - (d) one-way cycleways along Harley Street between Mitchell Road and McEvoy Street with separated cycle lanes on each side of the road (in the direction of vehicle travel) between the footpath and parking lane; and
 - (e) footpath widening and short sections of shared path to provide a connection at intersections where the separated on-road cycleway cannot be continued.
21. Parking changes
- (a) On Ashmore Street parking will be kept along the new cycleway. Seven parking spaces will be removed to provide space for widened footpaths and transition to a shared path near the intersections with Fox Avenue and Mitchell Road.
 - (b) On Harley Street parking will be kept along the cycleway on both sides of the road. Seven parking spaces will be removed to provide space for the cycleway transition near Mitchell Road, clearance around mature trees on Harley Street and a wider footpath near McEvoy Street to create short sections of shared path.
22. The proposal was endorsed by the Local Pedestrian, Cycling and Traffic Calming Committee on 18 February 2021.

Bridge Street, Railway Parade and Henderson Road cycleway

23. The Bridge Street, Railway Parade and Henderson Road cycleway forms part of the priority Bike Network and will service the large number of current and future residents in the Ashmore Precinct to the Australian Technology Park, Redfern and on towards other existing bicycle connections to the CBD.
24. This project, in connection with the Ashmore Street and Harley Street Cycleway connects two major trip attractors; University of Sydney to the west and University of New South Wales to the east. The route serves the growing populations of Green Square and the Ashmore Precinct.
25. In May 2020, Transport for NSW approached the City with the proposal to deliver pop-up cycleways in response to the pandemic, to allow people to travel more safely and maintain physical distancing. Henderson Road was identified as a suitable route for a pop-up because the City had already commenced developing a concept design for a permanent cycleway along this route. The City subsequently constructed a pop-up cycleway along Bridge Street, Railway Parade and Henderson Road.
26. Bike counters are in place on Henderson Road. Since the construction of the pop-up cycleway the number of bike trips has increased by 46 per cent (as of the week starting 8 February 2021).
27. The proposal for the permanent cycleway is shown in Attachment F to the subject report. It provides a bi-directional separated cycleway along the western side of Bridge Street north of Ashmore Street, the western side of Railway Parade and the northern side of Henderson Road from Railway Parade to Davy Street.

28. To accommodate the bi-directional separated cycleway and provide safe connections into the wider network, the proposal includes the same functional arrangements and reallocation of road space that have been implemented for the pop-up cycleway, including the following:
- (a) the cycleway replaces 32 parking spaces on the western side of Bridge Street;
 - (b) a one-way southbound restriction for vehicles on Railway Parade, Eveleigh between Sydney and Swanson Streets. Vehicles can no longer turn into Railway Parade from Swanson Street which has allowed the left turn lane on the railway bridge to be re-allocated as a bike lane for eastbound riders;
 - (c) narrower general traffic lanes on Henderson Road in conjunction with speed humps are providing effective traffic calming as previously requested by Henderson Road residents;
 - (d) restricting through traffic along Alexander Street at Henderson Road, making Alexander Street left-in and left-out only; and
 - (e) an overall reduction of on street parking in Henderson Road of one space as a result of the new road geometry.
29. The proposal was endorsed by the Local Pedestrian, Cycling and Traffic Calming Committee on 18 February 2021.
30. Railway Parade has been closed to northbound vehicles at Swanson Street since the pop-up cycleway was installed. This has led to increased traffic volumes and speeds in Park Street. A range of traffic calming measures are proposed to mitigate this impact:
- (a) The narrowing of Park Street at Swanson Street as shown at Attachment D. This narrowing will be installed as a temporary measure ahead of the permanent works as resolved by Council on 22 February 2021.
 - (b) To further calm traffic in Park Street the proposed angled parking and chicanes as shown at Attachment I will be installed as a temporary measure ahead of the permanent works as resolved by Council on 22 February 2021.
31. Note that City staff are also progressing the process for a turn ban or road closure on Park Street at Henderson Road which will be subject to Section 116 (Roads Act 1993) consultation, Local Pedestrian, Cycling and Traffic Calming Committee endorsement and Council approval.

Key Implications

Strategic Alignment - Sustainable Sydney 2030

32. 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 report is aligned with the following strategic directions and objectives:
- (a) Direction 3 - Integrated Transport for a Connected City - The projects include traffic calming initiatives that support behaviour change in the city and its villages and encourage a shift to sustainable travel modes.

- (b) Direction 4 - A City for Walking and Cycling - The proposals will meet the objective of implementing priority projects to improve safety, accessibility, connectivity and amenity across the local government area for people cycling.

Organisational Impact

33. The projects will create additional assets, such as new civil infrastructure and pavement markings, which will require ongoing maintenance.

Risks

34. Risks associated with the proposals have been considered through the concept design and consultation phases. These include safety (in particular road safety for pedestrians, cyclists and motorists), environmental impacts and economic impacts, as well as community concerns.
35. Road Safety Audits will be carried out on the developed designs to further identify any risks associated with the proposals and develop mitigation measures.

Social / Cultural / Community

36. People will have improved access to safe cycling infrastructure. The proposed bike network connections will contribute to better connected neighbourhoods, increased transport choice and a more active and healthier community.
37. These cycleways can supplement public transport in key corridors. They create a safe option for travelling between workplaces, schools, health care and the city centre. The cycleways will free up space on public transport, roads and parking and allow people to travel while maintaining physical distance. They will play an important role in allowing people to safely return to work and local businesses, helping support economic recovery.
38. The City is committed to making bicycle transport easier and safer, so it is an attractive and feasible option for more people.

Environmental

39. The projects align with the City's Sustainable Sydney 2030 goals which aim to provide a better environment for people walking and riding bikes, resulting in lower emissions.
40. Cycling and walking are integral to our transport future because they are the most accessible, equitable, sustainable and reliable forms of transport.

Financial Implications

41. The Mitchell Road and Huntley Street cycleway is funded by Transport for NSW via the WestConnex New M5, B51 – Pedestrian and Cycle Implementation Strategy.
42. The total forecast project construction costs are based on the concept plans and have been verified by independent quantity surveyors. A summary of the financial implications is included in confidential Attachment J.
43. The projects include the upgrade of assets owned by third parties, such as traffic signals owned by Transport for NSW. These works will need to be recognised as expenditure within the City's operating budget for the relevant financial year in which they occur.

44. There are sufficient funds in the 2020/21 Capital Works budget and future year forward estimates to deliver these projects.

Relevant Legislation

45. Local Government Act 1993 - Section 10A provides that a council may close to the public so much of its meeting as comprises the discussion of information that would, if disclosed, confer a commercial advantage on a person with whom the council is conducting (or proposes to conduct) business.
46. Attachment J contains confidential information which, if disclosed, would confer a commercial advantage on a person with whom Council is conducting (or proposes to conduct) business.
47. Discussion of the matter in an open meeting would, on balance, be contrary to the public interest because it would compromise Council's ability to negotiate fairly and commercially to achieve the best outcome for its ratepayers.
48. Roads Act 1993 for road related approvals.
49. Local Government Act 1993 for construction procurement.
50. A Review of Environmental Factors (REF) will be prepared to assess the impacts of the proposal and seek consent under the Environmental Planning and Assessment Act 1979 (Part 5) for the project.

Critical Dates / Time Frames

51. Key dates for Gadigal Avenue, Potter and Crystal Street are:

Milestone	Target Dates
Local Pedestrian, Cycling and Traffic Calming Committee Approval	February 2021
Contractor engagement	April 2021
Construction Commence	October 2021

52. Key dates for Mitchell Road and Huntley Street are as follows:

Milestone	Target Dates
RMS Traffic Signal Plan Approval	March 2021
Local Pedestrian, Cycling and Traffic Calming Committee Approval	April 2021
Tender Period and Approval to appoint contractor	July-October 2021
Construction Period	January-July 2022

53. Key dates for Alexandria Shared Path Connections are as follows:

Milestone	Target Dates
Local Pedestrian, Cycling and Traffic Calming Committee Approval	February 2021
RMS Traffic Signal Plan Approval	March 2021
Construction Period (narrowing and new crossing on Park Street at Swanson Street)	May - June 2021
Tender Period and Approval to appoint contractor	April - July 2021
Construction Period (other intersections)	October 2021 - December 2022

54. Key dates for Ashmore and Harley Streets are as follows:

Milestone	Target Dates
Local Pedestrian, Cycling and Traffic Calming Committee Approval	February 2021
Tender Period and Approval to appoint contractor	April - July 2021
Construction Period	October 2021 - December 2022

55. Key dates for Bridge Street, Railway Parade and Henderson Road are as follows:

Milestone	Target Dates
Local Pedestrian, Cycling and Traffic Calming Committee Approval	February 2021
Temporary traffic calming works in Park Street	March 2021
RMS Traffic Signal Plan Approval	March 2021
Permanent traffic calming works in Park Street	mid 2021
Tender Period and Approval to appoint contractor	April - July 2021
Construction Period	October 2021 - December 2022

Public Consultation

Gadigal Avenue, Potter and Crystal Streets

56. The City consulted residents and businesses in the area between 12 November to 10 December 2020. There were 2,435 letters sent out and advertisements on the Sydney Your Say website and in the Sydney Cycleways newsletter.
57. The City received a total of 55 responses with 51 responses in support of the proposal, two mixed responses and two responses against the proposal.
58. Submissions in support of the proposal believed the project improved safety and connectivity throughout Waterloo. Submissions objecting to the proposal believed the project was unnecessary.
59. A detailed Engagement Report is included at Attachment G.

Erskineville and Alexandria Cycleway Links

60. Public exhibition of the concept designs for Mitchell Road and Huntley Street, Alexandria Shared Path Connections, Ashmore and Harley Streets and Bridge Street, Railway Parade and Henderson Road was undertaken between 20 November and 18 December 2020 and included the following activities:
- (a) mailing consultation letters to 9,750 residents and businesses in the area requesting feedback on the proposal;
 - (b) a page on the Sydney Your Say website where the design plans could be viewed, and feedback provided via a survey;
 - (c) promotion on the SydneyCycleways and City of Sydney social media channels including two Facebook posts and two tweets; and

- (d) community information session on 9 December 2020 on Zoom.
61. Notification, as required under Section 116 of the Roads Act, was also carried out from 20 November to 18 December 2020 for the proposed turn bans at Swanson Street and Railway Parade as well as Alexander Street and Henderson Road.
 62. Overall 599 submissions were received. Details of these can be found in the Engagement Report at Attachment H.

Key findings for Mitchell Road and Huntley Street

63. The design has been developed in consultation with Transport for NSW, and the State Transit Authority.
64. A total of 78 submissions were received during the consultation period with 33 responses supporting the proposal, 29 opposing and 17 with mixed responses.
65. Key points raised during community consultation include:
 - (a) general support for more safe riding and the connection this project will provide;
 - (b) support for spaces for riding over parking spaces is supported by some respondents; and
 - (c) more people will ride knowing that these connections are there.
66. Concerns people raised about the project include:
 - (a) the cycleway on Mitchell Road will cause congestion; and
 - (b) the right-hand turn ban on to Mitchell Road will impact access for people driving.
67. The above concerns are related to the King Street Gateway project, managed by Transport for NSW and feedback will be shared with them.

Key findings for Alexandria Shared Path Connections

68. Of the submissions received, 77 comments were in relation to the proposals for Alexandria Shared Path Connections. Twenty-nine submissions provided mixed or qualified support, 26 were in support of the project and 22 submissions were opposed to the proposal.
69. Submissions in support of the proposal believed the changes would promote walking and cycling and creating safer paths to and from the school. Submissions opposed to the proposal raised concerns about conflicts between cyclists and pedestrians on the footpath.

Key findings for Ashmore and Harley Streets

70. Of the submissions received, 51 comments were in relation to the proposal on Ashmore and Harley Street. Thirty-four submissions received were in support of the project, nine submissions provided mixed or qualified support and eight opposed the proposal.
71. Submissions in support of the proposal identified that the proposal would improve accessibility for bicycle riders and improve safety. Submissions opposed to the

proposal raised concerns about private vehicles ability to park and increased congestion resulting from narrowed streets.

Key findings for Bridge Street, Railway Parade and Henderson Road

72. There were 453 submissions in response to the Henderson Road, Railway Parade and Bridge Street proposal with 347 objecting to the proposal, 65 comments with mixed support and design suggestions, and 41 supporting the proposal.
73. Submissions supporting the proposal believed the changes would improve safety and cycle access through the area and reduce vehicle speeds. Some of the concerns raised related to the narrowing of the adjacent traffic lanes and loss of parking.
74. A large number of submissions opposed the Railway Parade one-way closure as it has resulted in increased traffic in Park Street. In response, the City has developed a proposal for traffic calming measures in Park Street, with input from Park Street residents, and sought community feedback on this proposal from 24 February 2021 to 3 March 2021. Engagement activities have included letterbox drops, drop in sessions at Solander Park and email correspondence. The design will be further refined following review of the feedback from the community.

Future Consultation

75. In response to a request from Park Street residents, Council on 22 February 2021 approved the immediate preparation of a Traffic Impact Assessment Report and Traffic Management Plan for the precinct, for the following two options,
 - (a) Option One: No Right Turn from Park Street into Henderson Road; or
 - (b) Option Two: Full closure of Park Street at Henderson Road;

This proposal will be subject to future consultation with stakeholders from the broader surrounding area.

76. Community members and organisations that have made submissions were notified when the projects were reported to the Local Pedestrian, Cycling and Traffic Calming Committee.
77. Notification letters will be sent to property owners and businesses prior to construction.
78. 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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