

Project Scope – Rosebery Quietway

File No: X034672.001

Summary

This report describes the proposed design for a "quietway" on Primrose Avenue, Confectioners Way and Spring Street in Rosebery, between Gardeners Road and Epsom Road.

The project will enable a safe and direct link for people riding between Rosebery and Green Square. This replaces, and is a more direct connection than Dunning Avenue, the former regional route carried over from the South Sydney Council bike plan. The new through site link between Confectioners Way and Spring Street enables this alternative route. The Dunning Avenue pop-up cycleway will be removed by May 2023 and the previous road conditions reinstated.

Transport for NSW defined a "quietway" in its Cycleway Design Toolbox (December 2020): "A quietway is a high-quality 'mixed traffic' treatment, where bicycle riders travel on-road. The design philosophy of a quietway is that people cycling are equal road users to motor vehicle traffic. Supported by very low traffic speeds (e.g. 30km/h or lower) adequate design elements and visual cues, drivers are encouraged to reduce speed and discouraged to overtake bike riders or other vehicles. Quietways are preferred on local streets with low volumes and few heavy vehicles".

This project uses new garden beds and trees, new angled parking and changes to traffic priority and access to calm traffic and reduce through traffic to achieve a quiet way, while also supporting the City's greening targets.

The project includes new road closures on Spring Street at Epsom Road and on Primrose Avenue at Gardeners Road to reduce through traffic and improve safety for people walking along Epsom Road and Gardeners Road. Vehicle access to all properties is retained. Nine on-street parking spaces on Primrose Avenue near Gardeners Road will be removed, however, the remaining 217 on-street spaces will be retained or realigned.

The City developed the project in collaboration with the NSW Government. Transport for NSW are funding the detailed design.

City staff conducted community consultation for the project from 8 June to 11 July 2022, including two drop-in sessions in local parks and letters sent to 6,100 properties. The Sydney Your Say page was visited 1475 times during the consultation period. The plan was downloaded 287 times. We received 59 email submissions during the public exhibition period (similar numbers supporting and opposing) and 63 people made 217 comments on the Social PinPoint map (twice as many comments being supportive as opposing).

The community raised a wide variety of issues, which are detailed in the Engagement Report (refer Attachment C). City staff have provided a response in the Engagement Report to every issue raised.

Recommendation

It is resolved that Council:

- (A) approve the concept design for the Rosebery Quietway as shown in Attachment B to the subject report for proceeding to detailed documentation and construction tender; and
- (B) note the estimated project costs as detailed in Confidential Attachment D to the subject report.

Attachments

- Attachment A.** Sydney Bike Network Map
- Attachment B.** Community Consultation Drawings
- Attachment C.** Engagement Report
- Attachment D.** Financial Implications (Confidential)

Background

1. In November 2018, Council endorsed the Cycling Strategy and Action Plan 2018-2030, for incorporation in the City's community strategic plan, Sustainable Sydney 2030. The Strategy includes an overall proposed Bike Network.
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.
3. The Strategy and Action Plan target is to complete 80 per cent of the regional route network by 2024 and 100 per cent by 2030.
4. Direction 5 in the City's Community Strategic Plan, Sustainable Sydney 2030 - 2050 is to make Sydney a city for walking, cycling and public transport. Its targets include a minimum of 10 per cent of City trips will be made by bicycle and 50 per cent by pedestrian movement by 2030.
5. Transport for NSW research has found that 70 per cent of Greater Sydney residents would ride, or ride more, if it were safe and convenient. Recent surveys of residents in the City of Sydney and neighbouring council areas have consistently found over 70 per cent support for building a bike network.
6. The 1997 South Sydney Bike Plan showed route 12 on Dunning Avenue, between Hansard Street and Harcourt Parade, then using Durdans Avenue to reach the signalised crossing on Gardeners Road near Botany Road. At that time, there was no connection north of Primrose Avenue at Crewe Place.
7. This year, due to a new through site link opening between Crewe Place and Spring Street, Primrose Avenue (and Confectioners Way and Spring Street) now forms the most direct connection between Rosebery into Green Square, the city centre, and Mascot.
8. At the southern end it connects with Bayside Council's future bike network on Gordon Street (and JJ Cahill Memorial High School) via the crossing at the only traffic signals on Gardeners Road between Botany Road and Dalmeny Avenue. At the northern end it connects directly with the cycleway on Epsom Road near Joynton Avenue, linking from there to Gunyama Park and Gadigal Avenue and to the Portman and George Street cycleways to Central station.
9. This project replaces the former regional route on Dunning Avenue and the pop-up cycleway will be removed by May 2023 and the previous road conditions will be reinstated. The Transport for NSW counter on Dunning Avenue counted approximately 710 trips per week in March 2021, and 1,000 trips per week in November 2020.
10. The Greening Sydney Strategy 2021 provides a clear framework and directive to create a 'cool, calm and resilient' city, with the aim to increase canopy and green cover across the Local Government Area. Tree planting in Roseberry and along this part of the Bike Network is a priority due to the low existing canopy cover and high levels of heat exposure.

11. Tree planting in the roadway is integral to achieving the required traffic calming for the quiet way for this project. Planting in the roadway allows for large canopy trees to be planted away from overhead powerlines and provides an opportunity to increase green cover by replacing large areas of asphalt with new garden beds. New inroad tree planting will increase the existing tree canopy from a base line of 15 per cent canopy cover of the project area. Inroad tree planting and garden beds will provide shade and amenity for cyclists using the quiet way and for residents adjacent the quiet way. 26 inroad trees were proposed in the concept plan. Final tree numbers and locations are subject to detailed design development. Tree species will be consistent with the updated Street Tree Master Plan (currently under review).

Concept Design and Scope of Works

12. The project comprises:
 - (a) Reconfiguration of parking, with new rear-to-kerb angle parking on alternate sides of Primrose Avenue between Harcourt Parade and Crewe Place to provide a gently winding roadway and retaining the same number (217) of on-street parking spaces in this stretch. Removal of nine on-street parking spaces on Primrose Avenue near Gardeners Road. All properties in this stretch have on-site parking;
 - (b) New garden beds and new trees, improving the amenity of the street and contributing to the City's greening and canopy targets, calming traffic, and increasing shade;
 - (c) Changes to traffic priority;
 - (d) Changes to traffic access to reduce through traffic and to improve safety for people walking, including a new road closure on Spring Street at Epsom Road and a new road closure on Primrose Avenue at Gardeners Road;
 - (e) New pedestrian crossings;
 - (f) Additional traffic calming measures as needed to facilitate the 30km/h design speed; and
 - (g) Connection to both ends of the new separated cycleway alongside the park in the new through site link between Confectioners Way and Spring Street.
13. Vehicle access to all properties is retained. Access for emergency vehicles is retained.
14. Access for people riding across Gardeners Road between Primrose Avenue and Gordon Street is via the existing shared pedestrian and bicycle traffic signal crossing.
15. Access for people riding across Epsom Road between Spring Street and the Epsom Road cycleway is via a wide pedestrian and bike refuge, allowing staged crossing of one lane at a time, as Transport for NSW did not support new traffic signals or a pedestrian/bike crossing at this location at this stage. The alternative is to cross at the traffic signals at Rothschild Street, some 90 metres to the west.

Key Implications

Strategic Alignment - Sustainable Sydney 2030-2050 Continuing the Vision

16. 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 plan is aligned with the following strategic directions and objectives:

- (a) Direction 2 - A leading environmental performer
 - (i) Objective 2.2 Greening has increased to create a cool, calm, and resilient city
 - a. 2.2.1- Increased canopy cover and landscaping keep our streets and buildings cool and improve our health and wellbeing.
 - b. 2.2.2 - Nature is integrated with the urban landscape, providing wildlife habitat, and supporting healthy ecosystems
 - c. 2.2.3 - Everyone has access to green spaces where trees, vegetation, and water, enhance our climate resilience
 - (ii) Target: Canopy cover across the local government area was 19.1 per cent in 2020, an increase from the 2008 baseline of 15.5 per cent. Our target is 27 per cent by 2050.
- (b) Direction 5 - A city for walking, cycling and public transport
 - (i) Objective 5.1 - Street space is reallocated for people, places and planting
 - a. 5.1.2 - Reallocation of street space - Advocate and plan for reallocating street space from vehicles to people, place and planting
 - b. 5.1.3 - Partnerships to improve road safety and reduce traffic - Partner and work with state government stakeholders to improve road safety and reduce traffic speed.
 - (ii) Objective 5.3 - More people walk more, because walking is the most attractive choice for short trips in the local area
 - a. 5.3.1 - Improve safety, connectivity and amenity - Develop and progress a program of works to improve safety, connectivity and amenity for all people walking
 - (iii) Objective 5.4 - More people ride more, because it is an attractive, convenient and safe option for everyday transport
 - a. 5.4.1- Safe, connected cycleways - Build and manage a network of safe, connected cycleways that operate effectively.

Organisational Impact

17. The project will create additional assets, such as new civil infrastructure and pavement markings, and trees and garden beds, which will require ongoing maintenance.

Risks

18. Risks associated with the proposal have been considered through the concept design and consultation phases. These include safety for people walking, cycling and driving, environmental and economic impacts, and community concerns.
19. A Road Safety Audit (RSA) has been carried out on the concept design to identify any risks associated with the proposal and develop mitigation measures. Further RSAs will be undertaken for detailed design and at the completion of construction.

Social / Cultural / Community

20. People will have improved access to safe walking and cycling environments and green spaces 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.
21. By expanding the bike and walking network, this project will provide a viable travel choice for people to walk and ride between Rosebery and Green Square and onward to the city, and free up capacity on public transport and roads for people who need it.

Environmental

22. The project aligns with the City's Sustainable Sydney 2030-2050 goals which aim to provide a better environment for people walking and riding bikes, resulting in lower carbon emissions and reduced pollution, and more canopy cover, resulting in shade and moderating urban heat.
23. Cycling and walking are integral to our transport future because they are the most accessible, equitable, sustainable and reliable forms of transport.
24. Most construction waste will be diverted from landfill. Materials adopted will be in line with standard City of Sydney approved products, which are selected from responsible manufacturers and sourced within Australia.

Economic

25. The project will support the City's Economic Recovery plan and promote economic activity by increasing transport options to access local and city businesses and workplaces.

Financial Implications

26. The total forecast project construction costs are based on the concept design plans. A summary of the financial implications is included in confidential Attachment D.
27. Any upgrade of assets owned by third parties, such as Ausgrid lighting, will need to be recognised as expenditure within the City's operating budget for the relevant financial year in which they occur.
28. There are currently sufficient funds in the 2022/23 Capital Works budget and future year forward estimates to deliver the project. The project team will continue to review the costs of the project in consultation with an independent Quantity Surveyor and track against current market rates response.
29. Transport for NSW are funding the detailed design. The City will apply for Transport for NSW funding for construction thereafter.

Relevant Legislation

30. 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.
31. Attachment D contains confidential information which, if disclosed, would confer a commercial advantage on a person with whom Council is conducting (or proposes to conduct) business.
32. 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.
33. Roads Act 1993 for road related approvals.
34. Local Government Act 1993 for construction procurement.
35. Environmental Planning and Assessment Act 1979 (EP&A) (Part 5) - The scope of works will be reviewed by a planner to assess consent requirements for the project under the EP&A Act. A Review of Environmental Factors will be completed.
36. Environmental Planning and Assessment (General) Regulation 2000.
37. State Environmental Planning Policy (Infrastructure) 2007

Critical Dates / Time Frames

38. Key dates for the project are:

Milestone	Target dates
Design Development	September 2022 - August 2023
Local Pedestrian, Cycling and Traffic Calming Committee	July 2023
Contractor engagement	December 2023
Construction commences	February 2024
Construction completion	October 2024

Options

39. Not providing a safe bike route in Rosebery to connect the George Street cycleway to the city, and to Bayside Council Local Government Area in the south would fail to achieve the City of Sydney's strategic objectives and its positive impacts and outcomes. This option is therefore not recommended.
40. Converting the existing configuration of the pop-up cycleway on Dunning Avenue does not provide a sufficiently safe and comfortable bike route and does not fit well into the street considering the level of commercial and industrial activity to be catered for. This option is therefore recommended.
41. Building a two-way separated cycleway on Dunning Avenue (and connecting via Tweedmouth and Primrose to the crossing on Gardeners Road) was investigated but is not feasible due to the high number of intersections which would require raised treatments to provide priority and the complexity of drainage for those treatments. This option is therefore not recommended.
42. Building a two-way separated cycleway on Primrose Avenue (and Confectionary Way and Spring Street) was investigated, but similarly had too many cross streets to provide raised priority crossings without serious drainage implications. This option is therefore not recommended.
43. A pair of one-way separated cycleways on Dunning Avenue and Mentmore Street was considered but would still need to converge at the southern end where there is a bus route, would be less legible to people using the route, and doesn't connect directly to the crossing of Gardeners Road. This option is therefore not recommended.
44. A two-way cycleway on Rothschild Avenue was considered but it is a bus route with bus stops and does not connect directly to the crossing of Gardeners Road. This option is therefore not recommended.

45. Rosebery Avenue was considered but does not connect to the crossing of Gardeners Road and so would need to use part of Primrose Avenue in the south, leading to a less direct option than continuing the whole route on Primrose Avenue. This option is therefore not recommended.
46. A two-way cycleway was considered for Dalmeny Avenue, but the steep hill would be a deterrent for some people. It is also too far east to connect easily with Joynton Avenue and the rest of the bike network at this stage. This option is therefore not recommended.
47. The "Quietway" typology documented in the Transport for NSW Cycleway Design Toolbox in December 2020 uses traffic calming and a reduction of through traffic to create a better walking environment, and a suitable environment for mixed use by people riding and driving, resulting in simpler intersection treatments. This option also provides the opportunity and space to add canopy to meet the City's greening targets, was this year made possible by the new site through link and offers the most benefits to people across all groups who will use the street. This option is therefore recommended.

Public Consultation

48. The City staff exhibited the concept design for the project (refer Attachment B) and consulted the community from 8 June to 11 July 2022, including two drop-in sessions in local parks and letters sent to 6,100 properties.
49. The Sydney Your Say page was visited 1475 times during the consultation period. The plan was downloaded 287 times. We received 59 email submissions during the public exhibition period and 63 people made 217 comments on the Social PinPoint map.
50. Of the 59 email submissions, 23 supported the project, 24 opposed the project and 12 were neutral or only addressed unrelated issues (for example - the need for a right turn phase at the Epsom Road/Rothschild Avenue traffic signals). Emails opposing were most commonly because there is too much traffic in Rosebery, or Primrose Avenue is already quiet enough, or because they were concerned there was a loss of parking or concerned there was too much additional parking, or because they don't want more trees or garden beds.
51. Of the 217 comments on the Social Pinpoint map, 65 were supportive of the project (31 per cent), 31 were opposed to the project (14 per cent) and 121 (55 per cent) provided feedback without support or opposition or was on issues not related to the project (such as changes to traffic signals or pedestrian crossings on other streets).
52. On the Social Pinpoint map, others could 'upvote' or 'downvote' comments. The comment with the highest number of likes was "support removal of Dunning Avenue pop-up cycleway" (also with 39 downvotes). The second highest scoring comment was "Close Dunning Avenue at Gardeners Road" which was outside the scope of this project but received 97 likes and 15 dislikes. The third highest scoring was asking for a "Safe crossing across Epsom Road at Spring Street", with 81 likes and 3 dislikes. The full list, showing likes and dislikes scores, is in the attached Engagement Report (refer Attachment C).

53. The community raised issues including support for removal of Dunning Avenue pop-up cycleway, a request to close Dunning Avenue at Gardeners Road, need for a safe crossing of Epsom Road, desire for timed parking in the area, inconvenience of closing Spring Street, support for and opposition to closure of Primrose Avenue at Gardeners Road, desire for clear line marking for right of way, desire for narrower intersections to make walking safer, and a wide variety of other comments, as detailed in the Engagement Report (refer Attachment C). City staff have responded to every issue the community raised.
54. Notification, as required under Section 116 of the Roads Act 1993, was also carried out from 8 June to 11 July 2022 for the proposed road closures of Spring Street at Epsom Road and Primrose Avenue at Gardeners Road.
55. The project will be reported to the Local Pedestrian, Cycling and Traffic Calming Committee, and a Review of Environmental Factors will be prepared for planning approval.
56. The City consulted with Transport for NSW to inform the development of the concept design.

KIM WOODBURY

Chief Operating Officer

Stephen Smith, Design Manager