ITEM 2. **SURRY HILLS PEDESTRIAN, CYCLING AND TRAFFIC CALMING SCHEME**

FILE NO: **S057852**

SUMMARY

Sustainable Sydney 2030 sets a vision to create a city for walking and cycling, where local amenity is protected from intrusion by through-traffic and where residents are within reasonable walking distance of services, facilities and a major park. *Sydney 2030* outlines five big moves to create a comprehensive and interwoven liveable green network across the City of Sydney local government area which provides safe, high quality and continuous routes for pedestrians and cyclists.

The draft Surry Hills Pedestrian, Cycling and Traffic Calming Scheme will improve resident amenity by calming traffic and giving priority to pedestrians, cyclists and sustainable transport options. Improved public transport, an inviting pedestrian environment and better provision for cyclists are significant steps in moving towards a Sustainable Sydney in 2030.

Local community participation in the development of the draft scheme was obtained through community consultation meetings, local advertising and public display of the proposals. The first community meeting held in November 2007 was attended by approximately 85 community members, with 66 registering their attendance. At this meeting 170 traffic, pedestrian and cyclist issues were raised with 10 public submissions received during the following public consultation period.

Stakeholder consultation and input to develop the draft scheme was also undertaken with the Roads and Traffic Authority, State Transit Authority, City Partnership Inc, Darlinghurst Residents Action Group (DRAG), Nichols Street Community Group, Paddington-Darlinghurst Community Working Group, Surry Hills Neighbourhood Centre, Darlinghurst Business Partnership and Surry Hills Business Alliance.

Traffic, pedestrian and cyclist counts were obtained for key streets and intersections identified by the community in the study area. The study also investigated conversion of key laneways to shared zones, together with safer walking to school routes.

A second community workshop, held in June 2008, presented the draft scheme to the community and received feedback on proposals. At this workshop 63 residents registered their attendance, with 26 feedback sheets being received. The public consultation period ended on 1 July 2008, with 21 written submissions being received.

Following consultation, changes were made to the scheme, including a proposal to restrict traffic access and provide traffic calming in Nickson Street.

The revised draft scheme proposes fifty (50) treatments to improve safety and amenity in the study area. These have been prioritised for implementation, as shown at Attachments D and E including:

- separated cycleways on Bourke Street and Chalmers Street;
- investigating two-way cycle access on all one-way roads;

- widening of footpaths at all intersections along Albion and Foveaux Streets to provide a pedestrian corridor with opportunities for urban domain improvements;
- widening of the footpath along Crown Street between Cleveland and Devonshire Streets to improve street dining and activate the street.
- kerb extensions at intersections along Elizabeth Street;
- an additional signalised pedestrian crossing on Chalmers Street to link Surry Hills to Prince Alfred Park;
- investigating the closure of Nickson Street at Cleveland Street;
- Shared Zones are proposed in Nichols Street, Bennet Place, Fanny Place, Bennet Street, McElhone Place and Prospect Street; and
- a 40km/hr speed zone on all local streets.

These improvement works are proposed for implementation over at least a 5 year period, given the high cost of works and the likelihood of other works being identified in schemes for other precincts. Priority rankings of 1 or 2 have been assigned to each treatment.

Residents raised various issues concerning State classified roads during the study. State roads are under the jurisdiction of the Roads and Traffic Authority, rather than the City. The draft Scheme does include a number of issues and recommendations relating to State roads which will be referred to the Roads and Traffic Authority to consider.

RECOMMENDATION

It is resolved that:

(A) Council endorse the draft Surry Hills Pedestrian, Cycling and Traffic Calming Study, as shown at Attachment B to the subject report, including the treatments and priorities, as shown at Attachments D and E to the subject report;

(B) authority be delegated to the Chief Executive Officer to vary the detail of the treatments, project funding and priorities as may be required;

(C) Council ask the Roads and Traffic Authority to install a 40km/h speed limit on all local roads within the study area; and

(D) Council ask the Roads and Traffic Authority to investigate issues raised on classified roads within the study area that are the Authority's responsibility.

ATTACHMENTS

Attachment A: Map of the Surry Hills Pedestrian, Cycling and Traffic Calming Scheme area

Attachment B: Surry Hills Pedestrian, Cycling and Traffic Calming Scheme 2008 – Final Report

Attachment C: Advice of the Sydney Traffic Committee – 19 November 2008

Attachment D: Draft Surry Hills Pedestrian, Cycling and Traffic Calming Scheme – Maps of treatments

Attachment E: Draft Surry Hills Pedestrian, Cycling and Traffic Calming Scheme – Table of treatments

BACKGROUND

1. *Sustainable Sydney 2030* sets a vision for a city for walking and cycling, where all residents are within reasonable walking distance of services and facilities and a green corridor which will connect them to a major park. Fifty percent of trips in the city will be walking and 10 percent by cycling.

2. Traffic calming schemes use physical measures, such as kerb extensions, raised platforms, traffic signals, roundabouts, turn prohibitions, road closures, etc, to control the movement of vehicles into and through a local area to improve pedestrian, cyclist and resident amenity and safety. Schemes are intended to address traffic issues on a precinct-wide basis, with each precinct being bounded by the main traffic routes, which are usually arterial or sub arterial roads. Addressing issues on a precinct-wide basis is intended to ensure that traffic problems are resolved and not merely relocated to another street in the area.

3. The City of Sydney *Corporate Plan 2009-2012* identifies the Surry Hills Local Area Traffic Management (LATM) Scheme as a priority project in the Road Safety, Congestion and Parking area to manage traffic and give priority to pedestrians, cyclists and sustainable transport.

4. The draft Surry Hills scheme used a more holistic approach to addressing issues of amenity and priority for walking and cycling; which are the primary modes of transport in the area. The draft scheme was developed to provide necessary access for residents, businesses and visitors to the area.

5. The development of the Surry Hills scheme commenced in November 2007.

6. The study area is bounded by Cleveland Street, Chalmers Street, Elizabeth Street, Wentworth Avenue, Oxford Street, Flinders Street and South Dowling Street, as shown in Attachment A.

PROPOSAL

Local roads

7. The draft scheme identifies 50 proposals to improve safety and amenity and provide priority for pedestrians and cyclists in the Surry Hills area, which are prioritised for implementation. These are shown at Attachments D and E and include:

   (a) separated cycleways on Bourke and Chalmers Streets;

   (b) investigating two-way cycle access on all one-way roads;

   (c) footway widenings to reduce crossing distances and provide increased amenity for pedestrians on Crown, Albion and Foveaux Streets;

   (d) a new signalised pedestrian crossing across Chalmers Street to connect Surry Hills to Prince Alfred Park;

   (e) improvements to intersections on Elizabeth, Goulburn and Crown Streets to making walking easier and more attractive;

   (f) shared zones in Nichols Street, Bennet Place, Fanny Place, Bennet Street, McElhone Place and Prospect Street; and

(g) introducing a 40km/h speed limit on all local roads within the area.

8. Changes were made to the draft scheme in response to the second round of community consultation including:

   (a) Left in/Left out restriction at the intersection of Nickson Street and Cleveland Street and speed reduction measures in Nickson Street;

   (b) a Shared Zone in Hill Street and extension of the proposed Shared Zone in Mary Street; and

   (c) a pedestrian crossing on Bourke Street between Arthur and Phelps Streets.

State Roads

9. The Roads and Traffic Authority of NSW (RTA) controls all State Roads in NSW. State Roads in the Surry Hills area include Oxford Street (east of Crown Street), Flinders Street, South Dowling Street and Cleveland Street.

10. Residents raised various issues relating to the State Road Network during the study. While the City has no jurisdiction to change facilities on State Roads, it can fully examine proposals and advocate that the RTA allow the City to implement its proposals or provide alternative solutions to address community concerns. These include:

   (a) reviewing operations of the traffic signals at the intersection of South Dowling Street, Moore Park Road, Flinders Street, Fitzroy Street and Anzac Parade to improve pedestrian access and amenity, especially relating to major sporting events at the Football Stadium and Cricket Ground;

   (b) reviewing traffic signal timings at various intersections around the area to provide improved pedestrian access;

   (c) installing pedestrian countdown timers at signalised intersections; and

   (d) providing turn arrows at the intersections of Crown Street and Albion Street and Crown to Foveaux Streets to provide access for residents and visitors turning right at these intersections.

KEY IMPLICATIONS

Strategic Alignment

11. The draft Surry Hills Scheme implements the *Sustainable Sydney 2030 Vision*, through the following actions:

   (a) helping create a city for walking and cycling by improvements, facilities, amenity and priority, particularly the Bourke and Chalmers Streets separated bicycle roads and footpath widenings on Crown, Foveaux and Albion Streets;

   (b) protecting the Surry Hills village hub by redirecting through-traffic to appropriate roads;

   (c) improving the urban environment through footpath widenings and kerb extensions, which can be used for additional street trees, public art, street dining, poster bollards or seats to enjoy the city; and

(d) delivering the first liveable green corridor, as identified through the Bourke Street cycleway project, which will improve footpaths, provide safe crossings, reduce traffic volumes on Bourke Street and upgrade street lighting.

12. The Surry Hills Local Action Plan identified that all laneways are to be investigated for conversion to Shared Zones. This requires data collection for each laneway, which will be undertaken separately to this study to avoid delaying consideration of the scheme. However, a number of laneways identified by the community during the consultation process have been included in the draft scheme as Shared Zones.

13. On 27 August 2007, Council resolved to identify and implement safety improvements, including traffic management measures around schools and along identified walking to school routes within traffic calming schemes. The roads and footpaths near the schools in the area were examined as part of the Surry Hills scheme development and recommendations have been made relating to improvements to these routes.

14. The Cycle Strategy and Action Plan 2007-2017 has identified routes and roads within the study area for construction of new bicycle facilities, including separated bicycle roads. These facilities are currently being separately investigated by the City and are reported in the study where they provide a treatment to local traffic safety issues identified during the study.

15. The study identifies that Albion and Foveaux Streets may not be viable for conversion to two-way traffic on a traffic capacity and parking basis. However, this was a preliminary investigation and only considered the full lengths of these streets for possible conversion.

Organisational Impact

16. Delivery of the Surry Hills scheme projects will have an impact on the City's ability to deliver projects in other areas of the City. The streetscape upgrade projects identified for Foveaux, Crown and Albion Streets are not currently planned.

17. The City is currently committed to delivering five (5) other schemes – Redfern East, Redfern West, Glebe and Forest Lodge, Chippendale and City East. Each of these schemes is to be delivered in a 5 year time frame, as adopted by Council.

18. The City is also developing schemes for other precincts. Consultation will commence in 2009 for Newtown/Darlington/Erskineville and Paddington/Centennial Park.

Community

19. The Surry Hills area has a particular demographic which is suited to a high level of provision for walking and cycling. These demographics, as identified in the 2006 census include:

    (a) sixty-two (62) percent of the population is aged younger than thirty-nine (39) years, with forty-nine (49) percent of the population being aged between fifteen (15) and thirty-four (34) years;

    (b) forty-seven (47) percent of households do not own a car, with forty-three (43) percent of households only owning one (1) car;

(c) fifty-eight (58) percent of residents did not live in the City of Sydney in 2001 and thirty-three (33) percent of the population did not live in the same address in 2005; and

(d) five (5) percent of the population has a need for assistance for self care, mobility or communications, due to disability or long term health condition (lasting 6 months or more).

Social and Environmental

20. The Surry Hills scheme will create an improved living environment and amenity for residents and workers of the City by enhancing the area's walkability and bicycle friendliness. This will help achieve the City's Environment Management Plan goals relating to sustainable transport.

21. The Surry Hills scheme will create an enhanced community and social environment by redirecting through traffic to appropriate roads. This will reduce traffic on residential streets and improve amenity on key streets to encourage economic activity.

BUDGET IMPLICATIONS

22. The prioritised works identified within the draft Surry Hills scheme require significant lead times to allow design, local consultation and final approval. Additional scoping of the complete scheme will commence after Council endorsement.

23. Implementation will be subject to future years funding and resource allocation. However, it is noted that capital works contained in the draft scheme are currently unfunded and will require funds estimated in excess of $5,000,000 in future years.

RELEVANT LEGISLATION

24. The Roads and Traffic Authority is responsible for the control of traffic on all roads in New South Wales and has sole jurisdiction to determine and manage traffic management facilities on state classified roads.

25. The Authority has, however, only delegated to councils certain aspects of the control of traffic on local roads under Division 2 of Part 8 of the *Roads Act 1993.*

26. The Roads and Traffic Authority has sole jurisdiction to determine speed limits on all roads, including local roads, in New South Wales.

CRITICAL DATES / TIME FRAMES

27. It is proposed to program treatments for implementation over a 5 year period, given the high cost of works and the likelihood of other works being identified in other precincts.

28. A Priority ranking of either 1 or 2 has been assigned to each treatment. Priority 1 works are programmed for estimated completion in 0-2 years and Priority 2 works are estimated for 3-5 years.

OPTIONS

29. Options to address traffic, safety and amenity have been examined at each of the identified locations in the study area during the formation of the draft scheme.

30. Council can vary the treatments and priorities in the draft scheme. Not proceeding with the implementation of the draft scheme will leave traffic and amenity issues in the Surry Hills area unresolved.

PUBLIC CONSULTATION

31. Residents and Stakeholders were widely consulted in the formulation of the draft scheme including:

    (a) a Community newsletter and local newspaper advertising inviting residents and businesses to provide input to the development of the draft scheme was circulated in the Surry Hills area in early November 2008;

    (b) a Community workshop on 27 November 2007. Approximately 85 community members attended this meeting, with 66 registering their attendance and 170 issues were raised;

    (c) following the November workshop, 10 written submissions were received.'

    (d) key stakeholders were given the opportunity to provide input prior to the development of the draft scheme. These stakeholders included the Roads and Traffic Authority, State Transit Authority, City Partnership Inc, Darlinghurst Residents Action Group (DRAG), Nichols Street Community Group, Paddington-Darlinghurst Community Working Group, Surry Hills Neighbourhood Centre, Darlinghurst Business Partnership and Surry Hills Business Alliance;

    (e) the draft scheme was presented to the community at a workshop on 24 May 2008, at which 66 residents and stakeholders registered their attendance;

    (f) during the community feedback period, which ended on 1 July 2008, 21 written submissions were received that related to the items other than the Bourke Street Cycleway project. Residents and stakeholders were concerned about the speed of vehicles on local streets. They were also concerned about intersection, cyclist and pedestrian safety; and

    (g) comments from residents and stakeholders were assessed and proposals were modified, where appropriate.

32. The draft Surry Hills scheme was considered by the Sydney Traffic Committee on 19 November 2008 and no objection in principle to the draft scheme was raised. (Attachment C).

33. Further consultation will be undertaken with residents and the Sydney Traffic Committee on the detail of proposed treatments; and during the implementation of treatments of the scheme, as approved by Council.

VICTOR FRANCO
Director City Transport and Major Projects

(Richard Campbell, Manager Transport Strategy
Graham McCabe, Senior Traffic Network Manager)