



TRAFFIC COMMITTEE

16 March 2023

(VIA EMAIL)

MINUTES

Committee Members:

| | |
|--------------------|----------------------------|
| Cr Michael Megna | Chair |
| Sergeant S Tohme | NSW Police |
| Ms Kathryn Hawkins | Transport for NSW |
| Mr J Sidoti | Local Member of Parliament |

Advisory Members:

| | |
|--------------------|--|
| Mr B MacGillicuddy | CCB Council |
| Mr L Huang | CCB Council |
| Mr S Lindsay | CCB Council |
| Mr S Pandey | CCB Council |
| Mr P Whitney | State Transit Authority, Sydney Buses |
| TBA | Access Committee |
| Mr D Martin | Bay Bug – Canada Bay Bicycle Users Group |
| Mr S Lumley | Busways |

Minute Taker: Ms Christine Di Natale CCB Council

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APOLOGIES

| | |
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| TBA | Access Committee |
| Mr S Lumley | Busways |
| Mr P Whitney | State Transit Authority, Sydney Buses |

DECLARATIONS OF PECUNIARY INTEREST

Nil

CONFIRMATION OF MINUTES

Traffic Committee Meeting – 23 February 2023

COMMITTEE RECOMMENDATION

THAT the minutes of the Traffic Committee Meeting of 23 February 2023 be confirmed.

ITEM 1 HEATH STREET, FIVE DOCK – CYCLEWAY REVIEW**Department City Assets****Author Initials: FG**

REPORT

This report outlines the background, follow up review and proposed modifications to cycling infrastructure in Heath Street, Five Dock.

Project Background

Through the Parramatta Road Urban Amenity Improvement Program, the NSW Government is funding the delivery of the East-West Regional Cycleway. This \$7 million regional cycling route will connect Concord with the Bay Run, enhancing safe connectivity through Five Dock and various parts of the LGA to the inner west and Sydney CBD.

Heath St is part of the of the for the East-West Regional Cycleway which is continuing to be progressively delivered.

Community engagement

In 2020, Council consulted with the community regarding a proposed East-West Regional Cycleway. Council received valuable feedback from the broader community and residents in and around Heath Street, Five Dock.

In mid-2021, Council provided an update to the community on how the project was progressing. This included information on the initial part of the route and scope of the works. Further investigation and design works were still underway on other parts of the project, including Heath Street.

During the preparation of the detailed designs for Heath Street and Henley Marine Drive, Council staff consulted with many of the affected residents in the area.

Community feedback

In May 2022 a petition was submitted from residents in and around Heath Street. It raised concerns that residents did not feel they had adequate opportunity to provide feedback on the project and that the associated removal of on-street parking would have a negative impact on the community.

Suggestions were made to convert end of Heath Street into a cul-de-sac, or make it a one-way street.

A letter was distributed by Council in July 2022 providing residents with additional background on community engagement to date and how feedback had been considered. In this correspondence it was confirmed that construction was planned to proceed shortly.

Construction

Construction works in Heath Street and Henley Marine Drive commenced in September 2022 and were complete by early November 2022.

Community concerns

Following construction, a number of concerns have been raised by the community and there has been further correspondence and meetings between residents, Council staff and Councillors.

Two incidents have since been reported to Council. One involving a pedestrian who had been injured and one with a cyclist who had collided with a vehicle.

In October 2022, Council received a petition from residents, raising concerns that the cycleway in the street had not properly considered the safety of pedestrians or cyclists.

The concerns raised by the community are captured within the Consultation portion of this report.

Review of Cycleway

In November 2022, Council distributed a letter to the community advising that Heath Street would be reviewed in conjunction with a broader Timbrell Park Traffic, Parking and Pedestrian Study.

In December 2022 Council distributed a further letter to the community advising that after receiving the consultant's advice, Council would seek further independent advice, followed by community consultation.

Traffic Counts

The below table summarises traffic counts undertaken before and after the construction of the cycleway.

| | 7-day count start date | 7-day average daily volume | Northbound 85% speed (km/h) | Southbound 85% speed (km/h) | Combined 85% speed (km/h) |
|--------|------------------------|----------------------------|-----------------------------|-----------------------------|---------------------------|
| Before | 5/3/2021 | 803 | 48 | 48 | 48 |
| After | 20/11/2022 | 818 | 41.3 | 46.5 | 43.9 |

Whilst at a glance the average traffic volume has increased, that can be attributed to sport on a Monday night which was not captured back in 2021. Where Monday is excluded, the average traffic volume has reduced modestly to 758. Speeds have also reduced.

Proposed modifications

The independent review commissioned by Council in December 2022 has been received and Council staff are proposing changes to the current design in order to

deliver a more balanced solution for the residents and all road users. A copy of this review is attached.

The review suggested the removal of parking along the western side of Heath Street or removal of the separated cycleway. The review also identified potential improvements to linemarking.

Noting concerns previously raised by residents about parking in the area, the removal of all parking along the western side would not be an acceptable outcome to the community including users of the Timbrell Park facilities.

As outlined in the attached plans, it is proposed to modify the cycleway as suggested in the report. This includes the removal of the uphill separated cycleway and conversion to a mixed traffic arrangement in both directions.

This change means some of the 'No Stopping' restrictions previously implement to facilitate passing movements are no longer required and are also proposed to be removed.

Minor changes to existing linemarking and additional linemarking is proposed to assist in guiding drivers around the refuges. The refuges are proposed to be retained noting that they will continue to assist cyclists and pedestrians in safely getting to and from Timbrell Park.

Community consultation

Council sought the community's feedback on the modifications from 27 January – 24 February 2023. This was advertised through a letter to the residents in and around Heath Street and via email to community members subscribed to the project on Council's community engagement platform, Collaborate.

A community meeting was also held on 2 February 2023 at Timbrell Park, Five Dock with the community and Council staff.

Across 135 submissions, Council received feedback in support of the modifications. Council also received submissions in opposition to the modifications, advocating for greater safety measures for cyclists. It should be noted that over half of the opposing submissions were from community members who live outside of Canada Bay LGA, showing the diversity of riders using the cycleway.

The themes collected from the consultation are detailed in the attached Community Consultation report.

The number of the safety concerns raised by the community are supported by the findings of the independent review. Heath Street, in its proposed modified form, does however remain the most appropriate route for the Regional Cycleway based on a number of factors including relatively low traffic volumes, minimising negative impacts on residents, connectivity etc.

The need for more effective consultation with the community to fully understand concerns prior to proceeding with construction has been noted. The learnings will be incorporated into future consultation on other parts of the Regional Cycleway and Council projects more broadly.

The attached plans, which were distributed to the community, note that should the proposed changes be implemented, further investigation will need to be undertaken to determine if and what further works may be required e.g. traffic calming.

In addition to this, once the draft Timbrell Park Traffic, Parking and Pedestrian Study has been finalised, Council will consult with the community regarding the findings and proposed works.

STAFF RECOMMENDATION

THAT the separated cycleway in Heath Street be removed and replaced with a two-way mixed traffic arrangement as outlined in the attached plan.

THAT existing linemarking be modified and additional linemarking installed as outlined in the attached plan.

DISCUSSION

The State Member noted that they had received numerous complaints in regards to the Heath Street cycleway so supported its removal. Both the TfNSW and BayBUG representatives provided extensive feedback which has been summarised into key themes as follows.

Funding

The TfNSW representative noted that consideration needs to be given to the funding implications of the proposed changes. As the works to date have been funded by NSW Department of Planning and Environment (DPE), they may request reimbursement as removing the separated cycleway contradicts the objective of the Parramatta Road Urban Amenity Improvement Program (PRUAIP).

Council staff noted that they understood from DPE that they would not fund the modifications currently proposed and as a result they would need to be funded by Council. Any dispute over funding utilised to date on Heath Street would need to be reviewed in accordance with the funding deed between Council and DPE.

Vehicles Speeds

The TfNSW representative noted that the current configuration has already reduced vehicle speeds, so that has made the roads safer. Both the TfNSW and BayBUG representatives raised concern that removing the separated cycleway will increase the speed of vehicles on Heath St and therefore will reduce safety.

The BayBUG representative noted that residents at the Community Meeting (2 February) identified excessive car speed as a fundamental cause for concern on

Heath Street, First Avenue and Henley Marine Drive. It was queried if Council officers consider prevailing speeds on Heath (and similar) local streets as acceptable for the safety of riders and walkers.

Council staff noted that the TfNSW Cycleway Design Toolbox suggests a speed of 30km/h for a mixed traffic environment (also known as a quietway). Should the separated cycleway be removed as proposed, follow up traffic counts will be undertaken to determine what further action may be required.

Suitability of mixed traffic environment

The TfNSW representative noted that when travelling uphill, cyclists require a wider path as they must swerve their bicycles slightly to maintain movement and this makes travelling uphill a slower process than either on the flat or downhill.

The TfNSW representative raised concern that having the cyclists travel uphill with traffic will result in drivers becoming impatient and trying to overtake the cyclist and therefore potentially not see a cyclist travelling down the hill in the opposite direction.

The TfNSW representative also noted that the proposed modifications conflict with TfNSW Active Transport policy and design guides, including the Cycleway Design Toolbox. It was posed that most of the target cycling customers won't ride in Heath Street without separation and so what council is proposing will essentially exclude some people in the community from being able to choose cycling as a transport option.

The BayBUG representative similarly indicated that they believed the proposed mixed traffic arrangement will be less safe for cyclists and that it will also be perceived as less safe by many potential users, thereby depressing its attractiveness, especially to less confident riders.

Council staff noted that the traffic volumes in Heath Street were relatively low and well below the maximum 2000 vehicles suggested in the TfNSW Cycleway Design Toolbox as being appropriate for a quietway (mixed traffic arrangement). Whilst both before and after vehicle speeds are above the 30km/h specified in the Toolbox, as noted in the report, further investigation will need to be undertaken to determine if and what further works may be required e.g. traffic calming.

Cycleway usage data

The BayBUG representative queried the absence of data on cyclist usage of Heath Street and before and after implementation comparisons. Concern was raised that there has been no apparent attempt to use sources such as Strava, yet claims are presented from community consultation that no-one uses the cycleway.

Council staff noted that 'before' cyclist counts had not been obtained, however a contractor has been engaged to undertake counts prior to further works being undertaken in Heath Street. This will provide a data point for future comparison.

I was also noted that in any case, at this stage of the Regional Cycleway project delivery, before and after cyclist counts are not a useful metric to understand the success or otherwise of the infrastructure in Heath Street as other sections of the Regional Cycleway are not yet complete, and a transition towards cycling is expected to be gradual over an extended period.

Alternative options

The TfNSW representative suggested Council consider several design changes to address some of the concerns raised in the report, such as raised wombat crossings to improve local access and reduce vehicle speeds.

The TfNSW representative also noted that their Active Transport team can provide design support to assist Council in developing an improved concept design for the street that balances all user requirements. It was suggested that council consider deferring the decision on removal of the separated cycleway pending the outcome of a design review conducted in partnership with TfNSW.

The BayBUG representative acknowledged that further minor corrective actions may be needed to the new infrastructure. They indicated they strongly support the implementation of further traffic calming and place making initiatives in Rodd Point and indeed across Canada Bay. It was noted that current traffic studies that are underway should make the safety and convenience of active transport modes as a core focus.

Independent Review

The BayBUG representative raised concern that there neither the Review or report include any discussion of the safety of bicycle users, let alone consideration of what might be a “balance” of their safety in relation to other road users.

Both the TfNSW and BayBUG representatives raised concerns regarding the conclusions made in the independent Review as summarised below.

Alignment issues for vehicles exiting from Henley Marine Drive onto Heath Street and conflicting with the offset-kerbside (western) parking lane.

The TfNSW representative requested swept paths for waste collection trucks be provided to assess if parking lane is impacted or not. If impacted, then a slight increase of ‘No Stopping’ could be provided.

Alternatively the TfNSW representative suggested that the refuges could be replaced by kerb extensions to increase turning space while still enabling safe pedestrian and cycle crossing. This treatment could be supplemented with raised pedestrian / cycle priority crossings on Henley Marine Drive and across Heath Street which would further improve pedestrian and cycle access and slow vehicles on Heath Street. The TfNSW representative provided the intersection of George St and Phillip St, Waterloo, as an example.

Council staff advised that as part of the detailed design process, the traffic island layout was marked out on-site and successfully tested by Council’s waste

collection contractor. No manoeuvring issues have been raised with Council by the contractor following construction.

Council staff indicated that they understood from the Review that the issue raised primarily related to convergence of opposing traffic lanes in Heath Street immediately north of the refuge and how the northbound traffic lane aligns drivers with the western parking lane, creating a potential conflict.

Sight distances for drivers of vehicles exiting the residential driveways along Heath Street have been reduced, or otherwise restricted creating unsafe Conditions.

The TfNSW representative noted that vehicles exiting driveways should always check if the uphill cycle way is clear first. Once they are crossing over the cycleway, they are then only dealing with the visibility of traffic on Heath Street. As such, the sight lines they would have would be the same without the cycleway and as per sight lines for any driveway in NSW.

Noting this, the TfNSW representative indicated that sight lines and safety has technically not been reduced. If blind spots are being created by the parked cars, then that needs to be attended to appropriately by Council as it is an issue whether the cycleway is there or not.

The BayBUG representative raised concerns that here is no data presented to support residents' claims that entry and exit from their properties by motor vehicle is now more dangerous. They queried if analysis had been undertaken of these claims and compared with technical standards and other local streets in the Council area.

Council staff noted that whilst it is difficult to quantify the impact, a number of residents had raised concerns with Council regarding the increased difficulty in exiting their properties. Whilst removal of parking along the west side of Heath Street is one option outlined in the Review which would significantly improve sight lines, this would not be an acceptable outcome to the community including users of Timbrell Park.

Sight distances for drivers of vehicles performing right turns from Rickard Street onto Heath Street have been reduced, or otherwise restricted creating unsafe conditions.

The TfNSW representative suggested that this issue be rectified by performing a sight distance analysis from the 'Give Way' line prior to the cycle path, and then extending the length of 'No Stopping' restrictions on Heath Street accordingly.

The BayBUG representative noted that if sight distances at the intersection of Rickard Street and Heath Street are found on further investigation to be inadequate, then Council should consider implementing small traffic management devices as necessary.

Council staff noted that removal of parking on Heath Street was identified in the Review as one option. Whilst only a small number of spaces may need to be removed to address this particular issue, more extensive removal of parking would be required to address the other issues identified. As outlined in the report, this level of parking removal would not be an acceptable outcome to the community including users of the Timbrell Park facilities.

The carriageway width of Heath Street has reduced resulting in fewer passing opportunities, restricting two-way traffic flow and creating the potential for hazardous "Head-on" collisions.

The TfNSW representative indicated that they believe there are appropriate passing opportunities and that the street is consistent with the 'yield street' that it is. The TfNSW representative noted that the reduction of the 85th speed percentile when comparing before and after counts reflects that drivers are forced to slow down and that the narrower road visually discourages any speeding.

The TfNSW representative referenced Council's "Community Consultation Report September 2020" which outlines that the width is similar to other streets in the Council area and that sections of 'No Stopping' have been strategically located to ensure there are sufficient passing opportunities even when parking demand is high.

Council staff noted that compared to the historic arrangement, the narrowing of the roadway has introduced a new potential conflict between vehicles travelling in opposing directions. The independent Review identified that this potential conflict is an issue, notwithstanding previous consideration of it.

Voting on recommendation

The Police, Councillor and State Member voted in support of the recommendation. TfNSW voted against the recommendation.

MAJORITY RECOMMENDATION

THAT the separated cycleway in Heath Street be removed and replaced with a two-way mixed traffic arrangement as outlined in the attached plan.

THAT existing linemarking be modified and additional linemarking installed as outlined in the attached plan.

Attachments:

1. Heath St Proposed Modifications
2. Heath St Community Consultation Report
3. Heath St Review

**ITEM 2 BEVIN AVENUE, FIVE DOCK – CONSTRUCTION OF
ANGLED PARKING****Department City Assets****Author Initials: BM**

REPORT

Further consideration by Traffic Committee of proposed new angled parking in Bevin Avenue is required. Since the matter was previously considered, minor design changes that have arisen during the detailed design process. These works are being funded and project managed by the adjoining Canada Bay Club.

Background

At the Traffic Committee meeting on 20 August 2015 a report was considered proposing changes to parking in Bevin Avenue, Five Dock, adjoining the Canada Bay Club.

Parking in Bevin Avenue is currently permitted on both sides of the roadway. Given the narrow width of the roadway, this means that vehicles travelling in opposing directions are unable to pass each other without one vehicle giving way to the other.

It is advised that during peak operating times of the Canada Bay Club, the inability for two vehicles to pass can result in traffic delays and driver agitation. To allow two vehicles to pass in Bevin Avenue whilst not resulting in the loss of parking, the Club has requested Council consider the installation of angled parking on the north side of Bevin Avenue and the removal of parking on the south side between William Street and the existing midblock road closure.

It is noted that the manoeuvring clearance provided between the trafficked lanes and the angled parking does not comply with the Australian Standard for on-street parking. Bevin Avenue is however a no through road with a low speed environment and low traffic volumes.

Following discussion at the Traffic Committee meeting on 20 August 2015 and consideration at the subsequent Council meeting, it was resolved as follows.

1. THAT detailed design be provided to the RMS for review and comment.
2. THAT subject to the Canada Bay Club committing to funding the works, the installation of angled parking on the north side of Bevin Avenue and the removal of parking on the south side between William Street and the road closure be approved.
3. THAT cycle logos be installed on Bevin Avenue adjacent to the angle parking.

Proposed changes to approved works

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Detailed designs for the proposed works have now been prepared and construction is scheduled to commence shortly. Minor modifications have occurred during the detailed design process which require further consideration by the Traffic Committee.

In particular, a power pole which was previously proposed to be removed is now to be retained. This results in the creation of one less angled parking spaces and instead the creation of two motor bike parking spaces as outlined in the attached plans.

It is also noted that the speed cushions, an adjoining small traffic island, and a pedestrian refuge at the western end of the proposed works overlap with Council's East-West Regional Cycleway project. As part of the Regional Cycleway, a large continuous footpath treatment is to be constructed on Bevin Avenue at William Street.

Detailed designs for the Regional Cycleway works are however still being finalised. The speed cushions and adjoining small traffic island are still required to be implanted in the interim to assist in safely managing traffic flow. Construction of the pedestrian refuge indicated on the plans is not proposed to proceed given the pending Regional Cycleway works.

In line with the arrangement previously supported by the Traffic Committee, the angled parking will be restricted to '90° Angled Parking, Rear to Kerb, Vehicles Under 6m Only'. Parking on the opposite side of the road will be restricted to 'No Parking'. Bicycle logos will also be installed on the roadway to highlight the potential presence of cyclists.

STAFF RECOMMENDATION

1. THAT at Canada Bay Club's cost, angled parking be created on the north side of Bevin Avenue as outlined in the attached plan, including '90° Angled Parking, Rear to Kerb, Vehicles Under 6m Only', 'Motor Bike Only', and 'No Parking' restrictions.
2. THAT cycle logos be installed on Bevin Avenue adjacent to the angle parking.

DISCUSSION

The BayBUG representative noted that construction was now underway and that whilst this report pertains to the angled parking, it has high relevance to the Regional Cycleway. The creation of angled parking adds to the type and number of motor vehicle movements interacting with the Regional Cycleway and increases the potential for conflicts between motor vehicles and bicycle users.

The Regional Cycleway should provide a safe route east for bicycle riders of varying confidence levels. It will also serve a valuable intra-regional role. Residents around Mackaness Close, for example, may wish to access Five Dock Public School and other facilities in central Five Dock by bicycle.

Council staff noted that Bevin Avenue has been identified as a cycling route through historic bike network planning, predating previous Traffic Committee consideration of the proposed angled parking and subsequent planning of the East-West Regional Cycleway. As a result, the interaction of vehicles and cyclists has been considered at each stage.

The BayBUG representative noted that it is unacceptable to suggest that placing bicycle logos on Bevin Ave (west) is sufficient to establish the Regional Cycleway in this location. In addition, placing the cycleway along the footpath in front of the Canada Bay Club, as currently proposed is, in itself, of dubious merit.

Bicycle logos on Bevin Ave will not give the level of protection from cars that many potential bicycle users would expect of a proper cycleway. A separated facility would be desirable; however, if this is not possible in the space available and a mixed traffic environment is the best option, then additional treatments are needed to ensure the prominence of the cycleway and its visibility to motorists.

Council staff noted that there is inadequate width between the southern kerbline and the property boundary to the north to accommodate a separated cycleway facility in conjunction with angled parking and bidirectional traffic. It is not feasible to relocate the southern kerbline due to several very significant trees.

Bevin Avenue is already a low-speed low traffic environment. The Regional Cycleway will feature a continuous footpath treatment across the end of Bevin Avenue at William Street to further reinforce that drivers need to exercise appropriate due care and caution.

The BayBUG representative recommended that Council engage expert advice to re-examine current plans for the Regional Cycleway on Bevin Ave, to promote the convenience and safety of the East-West Regional Cycleway at this location.

Council staff noted that the consultant which prepared the concept for the Regional Cycleway already reviewed its interaction with the proposed angled parking. The Regional Cycleway concept plans depict the angled parking arrangement, reflecting the consideration given. The finer design elements of the Regional Cycleway are being considered in conjunction with the detailed design process.

COMMITTEE RECOMMENDATION

1. THAT at Canada Bay Club's cost, angled parking be created on the north side of Bevin Avenue as outlined in the attached plan, including '90° Angled Parking, Rear to Kerb, Vehicles Under 6m Only', 'Motor Bike Only', and 'No Parking' restrictions.
2. THAT cycle logos be installed on Bevin Avenue adjacent to the angle parking.

Attachments:

1. Bevin Avenue – Angled Parking

ITEM 3 TENNYSON ROAD AT HERBERT ST, MORTLAKE – NO STOPPING**Department City Services and Assets****Author Initials: BM**

REPORT

Concerns have been raised by the community regarding vehicles parking on Tennyson Road near Herbert Street, within the statutory 10m 'No Stopping' zone that applies.

On-site observations by Council staff have confirmed that at times vehicles are being illegally parked. Due to the geometry of the intersection, it appears that some drivers are unclear as to where the statutory 10m 'No Stopping' restriction applies.

Herbert Street intersects with Tennyson Road in the form of a 'T' intersection, however the streets are not perpendicular to each other. The radius of the kerb on the western side where Herbert Street joins Tennyson Road is also at a relatively small radius.

To assist drivers in parking legally, it is proposed that the statutory 10m 'No Stopping' zone be signposted on Tennyson Road on the west side of its intersection with Herbert Street as outlined in the attached plan. This will correspond with existing 'No Stopping' signage on the west side of Herbert Street.

It is noted that due to the constrained road width, some community members have previously requested that parking be prohibited entirely on the south side of Tennyson Road between Herbert Street and Adams Lane. Conversely, community members in the immediate area likely place a high value on this parking including people attending the adjoining medical centre.

Given this and the traffic calming effect of the constrained road width, removal of existing legal parking spaces is not currently proposed.

STAFF RECOMMENDATION

THAT the statutory 10m 'No Stopping' zone be signposted on Tennyson Road on the west side of its intersection with Herbert Street.

DISCUSSION

Item is in order.

COMMITTEE RECOMMENDATION

THAT the statutory 10m 'No Stopping' zone be signposted on Tennyson Road on the west side of its intersection with Herbert Street.

Attachments:

1. Tennyson Rd – No Stopping