

*Tabled by Mr Gundo Frenda
3.2.06.
SJ*

Inquiry into Cross City Tunnel

Joint Select Committee on the Cross City Tunnel

**To support evidence by Mr G.A.Frenda, Member, Central Community Liaison
Group**

Friday 3 February 2006; 12.15 to 1 p.m

Documents Tabled herewith

**Item 1:- Conditions of Approval relevant to the Urban Amenity
Of East Sydney and Woolloomooloo**

**Item 2:- Surface Traffic Routes:- Right hand turn from William
Street north into Bourke Street Prohibited**

**Item 3:- National Charter of Integrated land Use and Transport
Planning, 2003**

**Item 4:- NSW Roads and Traffic Authority:-
Road Classification Parameters**

**Item 5:- Advantages of the Current Traffic Arrangements:-
Bourke Street/ William Street Intersection**

**Item 6:- Letter from Lord Mayor to RTA Consultants
Re:- Bourke Street Traffic Management Study**

Item 1

Cross City Tunnel

CONDITIONS OF APPROVAL

Relevant to the Urban Amenity Of EAST SYDNEY AND WOOLLOMOOLOO

Condition of Approval No 61

The proponent shall, as part of its impact verification required under Condition 22, monitor traffic changes on regional and local roads/streets in Paddington, Ultimo, Pyrmont, Glebe

(particularly Cowper Street and Bay Street), Darlinghurst and East Sydney.

Monitoring shall be undertaken for a representative period of no less than 12 months after opening. Should monitoring indicate traffic intrusion on these roads/streets reasonably beyond that predicted in the Supplementary Representations Report as a result of the operation of the proposal, the Proponent shall also prepare and implement traffic management measures to mitigate the impacts of intrusive traffic in the affected areas following consultation and agreement with the relevant Council and consultation with the local communities. In the event of any inconsistency, the most recent document as modified by the Conditions of Approval shall prevail

Condition of Approval No 238

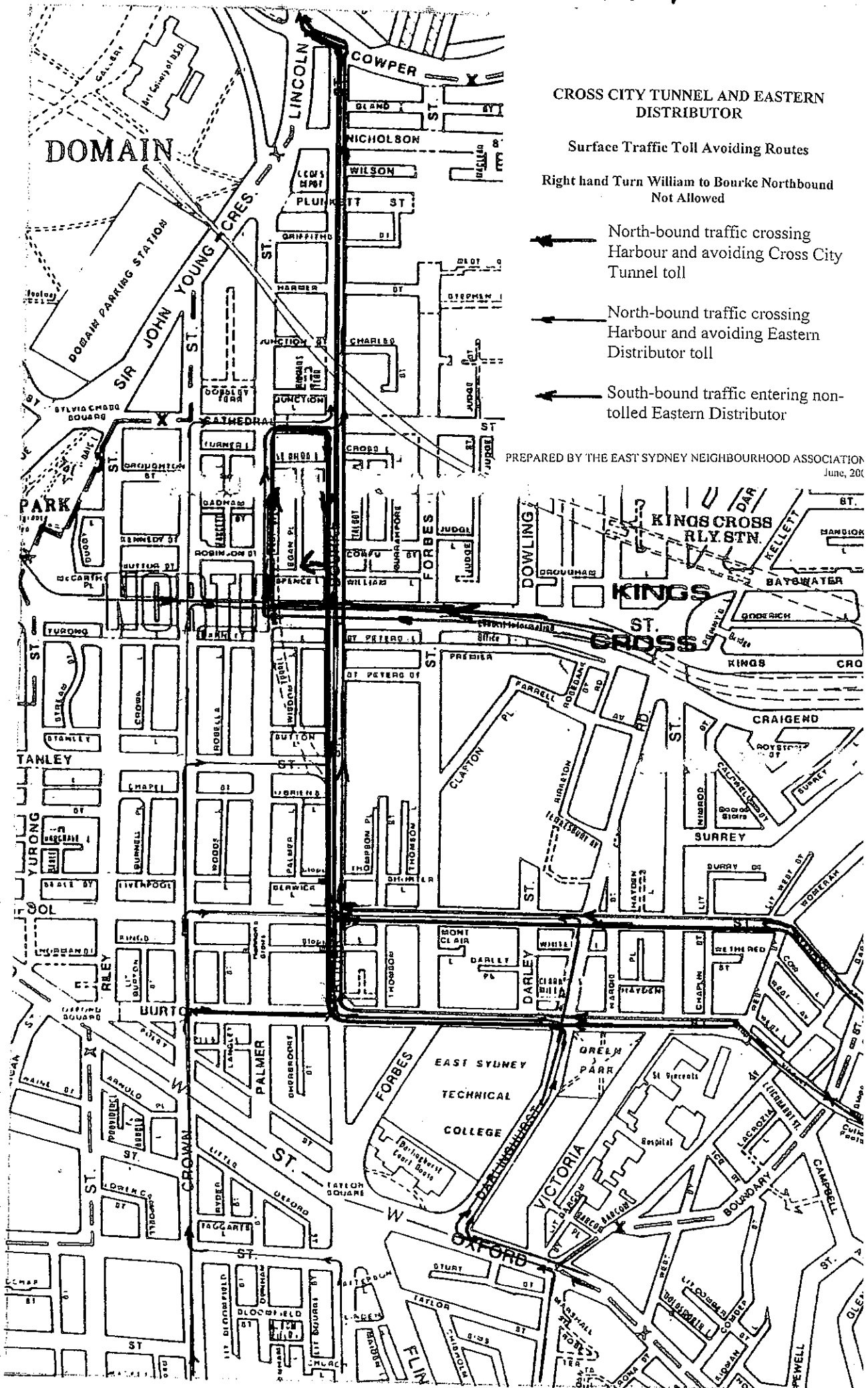
The proponent shall co-operate with the local Steering Group on Street Prostitution and other relevant groups to develop measures to mitigate the potential displacement of sex-industry workers from William Street to nearby local streets

Condition of Approval No 288

The proponent shall submit a report within 18 months from the Approval investigating the feasibility of allowing right-hand turn movements from William Street into Bourke Street. The report shall identify ways of limiting rat-runs using Bourke Street, the option to prohibit right turns at various times of the day (for example during peak periods 6 am to 10 am and 3 pm to 7 pm) and any other required traffic management measures. The findings of the report shall be implemented to the satisfaction of the Director-General.

In each case the proponent is the NSW Roads and Traffic Authority

Item 2



Item 3

National Charter of Integrated Land Use and Transport Planning

"This Charter was endorsed nationally in 2003 by Ministers for Transport and Ministers for Planning. It is a high level agreement committing to a set of good planning practices and working together to achieve better outcomes for land use and transport planning."

2003

NATIONAL CHARTER OF INTEGRATED LAND USE AND TRANSPORT PLANNING

STATEMENT OF PURPOSE

The National Charter is a high level agreement between transport and planning Ministers committing to an agreed set of good planning practices and committing to working together to achieve better outcomes.

The National Charter is designed to support existing and future planning mechanisms by providing a national commitment to a framework for responsive planning, consistent decision-making, and good design and management. All states, territories, and the Commonwealth Government have collaborated to develop this National Charter. The responsibility for its implementation rests with each state, territory and the Commonwealth. Within each state and territory, local governments also play a central role in land use and transport planning for local areas.

THE ROLE OF LAND USE & TRANSPORT PLANNING

Land use and transport planning has a key role to play in delivering social, economic, and environmental sustainability. Roads will continue to dominate as the means of movement for the majority of people and freight in Australia in the foreseeable future. However, by shaping the pattern of development and influencing the location, scale, density, design, and mix of land uses, planning can help to facilitate an efficient transport and land use system by:

- reducing the need to travel;
- reducing the length of journeys;
- making it safer and easier for people to access services;
- reducing the impact of transport on communities;
- improving freight access to key terminals and improved freight flows;
- providing for the efficient distribution of goods and services to business and community;
- providing a choice of travel modes; and
- ensuring flexibility to meet the demands of a changing economy and market environments.

Consistent application of sound planning principles can increase the effectiveness of land use and transport policies and help maximise the quality of life of the community. Planning of transport and land use must also be robust in the face of changes in technology, social conditions, values, resource constraints, and other key factors.

OBJECTIVE

The objective of the National Charter is to achieve greater integration of land use planning and transport planning across agencies, jurisdictions, and levels of government to facilitate effective and sustainable urban and regional development across Australia. The National Charter does this by identifying national aims, a range of measures available to pursue them, and by highlighting the need for coordination of land use and transport planning at and between each level of government.

LINKAGES

The National Charter of Land Use and Transport Planning Principles originated as an action in the 'Integrated National Strategy and Action Plan for Lowering Emissions from Urban Traffic'. The Strategy and Action Plan were developed by the National Transport Secretariat in response to a request from the Australian Transport Council (ATC) to improve the environmental performance of the transport sector.

However, improved environmental performance is only one of many outcomes achieved by engendering best practice in integrated land use and transport planning.

The National Charter also incorporates the intent of the strategic responses prepared for the National Greenhouse Strategy Measure 5.3 'Best Practice Guidelines for Land Use and Transport Planning Principles'

(Queensland Transport, 2002).

AIMS

There are nine aims. The first focuses on processes of integrated planning. The other aims are related to different outcome areas for integrated planning. They are listed below. The following section describes the aims, together with an explanation of what they imply.

1. Integrated and inclusive processes
2. Linked investment decisions
3. Increasing accessibility by widening choices in transport modes and reducing vehicle travel demand and impacts
4. Making better use of existing and future infrastructure and urban land
5. Protecting and enhancing transport corridors
6. Creating places and living areas where transport and land use management support the achievement of quality of life outcomes
7. Increase opportunities for access in both the present and longer term
8. A safer and healthier community
9. Recognising the unique needs of regional and remote Australia

OUTCOMES

The Australian Transport Council has identified the following priority outcomes required from the Australian national transport system over the next ten years:

- Building Australia
- Economic Development
- Regional Development
- Environment
- An integrated system
- Accessibility
- Safety

These outcomes equally apply to the integration of land use and transport planning, but there are also other important outcome areas of broader relevance to land use planning than desirable transport outcomes. These include: Sustainable Development, Equity, Amenity, Liveability, Resource Management, Cost-Effectiveness, Efficiency and Integration between the Public and Private Sectors,

These outcome areas are linked with aims 2 - 9.

1. INTEGRATED AND INCLUSIVE PROCESSES

The **focus** is on the processes used for integrated planning. There is a hierarchy of planning activities at the national, state, regional, and local level. Planning needs to be integrated, within and between, all of these levels of Government.

As such:

- Planning should be undertaken as early as possible and timeframes should be sufficient to consider and incorporate intergenerational issues.
- Partnerships should be established between agencies and key stakeholders with a role in achieving agreed outcomes. Successful integrated planning depends on agreement of the issues to be addressed and the outcomes to be achieved.
- Links should be established with agencies, businesses and community interests that may be affected by the outcome of the planning process. They should be involved in the entire life cycle of problem identification, solution formulation, evaluation, and implementation and this process should be established up-front.
- Current planning policies, practices, and modelling should be reviewed and brought up to date to ensure consistency with integrated plans and policies.
- Options and their consequences (including greenhouse gas emissions) should be explored and include an assessment of social costs and benefits in the short as well as the long term.
- Roles and actions for delivery need to be clearly defined. High level strategic sign-off (e.g. Cabinet) should be sought. Procedures for measuring and reporting progress with integrated planning should be instituted and a process should be developed to handle changes in implementation and emerging issues/opportunities.

2. LINKED INVESTMENT DECISIONS

Outcome areas: Building Australia, Regional Development, An Integrated System, Economic Development, Efficiency, and Integration between the Public and Private Sectors.

The **focus** is on developing an urban and regional form that concentrates the provision of goods and services at hubs, and provides effective transport linkage between those hubs. Whilst it is targeted for planning at the National, State, regional, and metropolitan wide level, it can also apply at the local community level. This concept seeks to ensure that the bulk of goods and services are located at hubs and linked effectively by an efficient transport system. It allows for optimisation of investment decisions and better use to be made of existing infrastructure and services.

As such:

- Investment in transport and development should be linked. Critical activities include linking investment in transport infrastructure and services to economic, social, and environmental outcomes and linking land use decisions to transport infrastructure and services.
- Transport infrastructure and services should be recognised as tools to support the achievement of overall community objectives for towns and cities.

3. INCREASING ACCESSIBILITY BY WIDENING CHOICES IN TRANSPORT MODES AND REDUCING VEHICLE TRAVEL DEMAND AND IMPACTS

Outcome areas: Environment, Accessibility, An Integrated System, Sustainable Transport and Sustainable Development.

The **focus** is on moving people and goods instead of cars and trucks. Land use planning decisions should support the provision of public transport services and other more sustainable transport modes.

- Transport routes and destinations should be managed so that priority can be given to sustainable transport modes. It is important that the sustainability of the modes is established for local conditions through proper and holistic analysis.
- Networks for non-motorised transport modes should also be further developed.
- Planning policies and provisions at the various levels of government need to address how new developments can be orientated to support existing transit facilities.
- Conversely, specific proposals for the development of transport infrastructure needs to address the changes in accessibility and development potential in the short and long term.
- New activity-intensive development should be located at public transport nodes and interchanges and ensure good connectivity to stations and stops.
- Freight generating activities should be concentrated near transport terminals and freight routes.
- Provision for sustainable transport should be given priority in new land use and transport decisions (and those at the early planning stages).
- The potential for parking strategies and congestion management techniques should be considered as a means of influencing vehicle travel demands in particular locations and routes or at particular periods.
- Densities around public transport nodes should be increased and the possibility of reducing the provision for on-site parking in these locations should be considered.
- Fringe development should be integrated with existing public transport routes.
- If new routes are required, the planning and development of new areas should be based on accessibility to these routes.

4. MAKING BETTER USE OF EXISTING AND FUTURE INFRASTRUCTURE AND URBAN LAND

Outcome areas: An Integrated System, Accessibility, Sustainable Development, Efficiency, and Equity.

The **focus** is on developing regional and urban structures which make better use of the existing transport infrastructure and urban land and are less dependent on unsustainable forms of transport. Decisions should also take account of future land development to ensure that they do not undermine achievements in maximising the use of existing infrastructure and land use. Greenhouse gas emissions should be included in the comparative analysis of land use and transport planning.

Some of the principles identified under Aim 3 also apply here. They include compact urban development, and linking the location, type, and density of activities to the management of accessibility provided by transport networks.

As such:

- Promote the development of growth corridors and transit-oriented development.

- Consider the development of parking strategies to discourage car travel in congested locations/areas.
- Developments generating substantial freight movements such as distribution and warehousing, particularly of bulk goods, should be located with adequate access to freight routes and away from congested central areas.
- Industrial areas should be planned and developed as estates and provide for activities with a need for land freight movement, whilst protecting adjoining communities from the impacts of freight traffic.
- Other modes of public transport, walking and cycling, and park and ride facilities should be provided at stations and stops.
- Consideration should be given to the efficiency and effectiveness of existing transport facilities for different sections of the community. Proposals for network improvement, such as internal and external by-passes, should take account of the long term evolution of the land use structure in regions and towns and not simply be seen as a matter of satisfying projected travel demand.

5. PROTECTING AND ENHANCING TRANSPORT CORRIDORS

Outcome areas: Economic development, Cost-Effectiveness, Efficiency, Safety, Resource Management.

The **focus** is on protecting and enhancing major transport routes and their associated land uses.

As such:

- Strategic road and rail routes should be protected from activities that can compromise the efficiency and safety of their functional performance.
- Existing transport investments should be used to the maximum extent to ensure their maintenance, upkeep, and improvement.
- Integrated planning requires a different classification than conventional road hierarchies.
 - Instead, a categorisation should be made of major transport routes and their land use environments as the basis for assigning transport functions, local network connections, and appropriate land use and access associations.
 - A distinction should be made between people-movement routes and freight-movement routes as there are different land use associations and very different performance conditions of these route types.
- Routes (rail and road), both existing and potential, that could be critical for the movement of freight (and the movement of dangerous goods) should be protected for this function.
- New public transport routes should be planned to ensure safe and convenient passenger accessibility and also to facilitate sustainable urban regeneration.
- Selective redevelopment of shopping areas should be planned and implemented as integrated main streets, in which transport and land use are adapted to the needs of pedestrian amenity and safety.
- Integrated management plans for transport corridors should be prepared and implemented. They could address transport functions, traffic growth and change, transport space, transport performance, land use function, redevelopment and change, property and development, and land use performance.
- Land use and development control policies should be introduced to support the implementation of corridor management plans.

6. CREATING PLACES AND LIVING AREAS WHERE TRANSPORT AND LAND USE MANAGEMENT SUPPORT THE ACHIEVEMENT OF QUALITY OF LIFE OUTCOMES

Outcome areas: Liveability, Accessibility, Amenity, Safety and Environment.

The **focus** is on integrated planning as a means of achieving a balance between the need to provide for accessibility and mobility and to create a sense of place where vehicle traffic does not dominate and the impact does not affect people's life styles.

As such:

- There are two dimensions in managing the impact of traffic and transport on the amenity of an area:
 - (i) the selective adaptation of land use and the environment to traffic and transport, and
 - (ii) adapting the transport function and performance to the desired land use environment. The first situation applies to major corridors, the second to local networks.
- Places, centres and communities should be created as precincts where provision for vehicle traffic is subservient to the needs for quality and amenity.
- Preserve, enhance, and encourage local scale and accessible development.
- Provide opportunities for mixed use developments in centres and residential areas.
- Develop local functional road/environment categories and networks which reflect the relationship between different transport functions and the adjoining land use environment.

Provide route continuity through local streets for pedestrians, cyclists and public transport and promote urban design and street layouts that encourage the use of these modes.

7. INCREASE OPPORTUNITIES FOR ACCESS IN BOTH THE PRESENT AND LONGER TERM

Outcome areas: Equity, Accessibility, Liveability, and Sustainable Development

The **focus** is on creating a more inclusive society through integrated planning of accessibility in urban, rural, and remote communities. This aim not only applies to the present but also to future generations.

As such:

- Integrated planning should create options for future generations instead of minimising them.
- The need for accessibility of different sections of the community should be assessed and provision made for them.
- Key stakeholders and community groups should be engaged in developing a common vision to guide the development of a transport system that provides high levels of accessibility to all.
- Initiatives such as the preparation of travel guides and pedestrian accessibility management plans should be undertaken.

- The use of travel behaviour change initiatives should be promoted as means to achieve more sustainable outcomes.
- Assessments of possible longer term changes in land use, household and business needs, and technology should become part of standard planning practice and include an assessment whether any land use or transport decision constrains future options and is sustainable in intergenerational terms.

8. A SAFER AND HEALTHIER COMMUNITY

Outcome areas: Safety, Accessibility, Liveability and Efficiency.

The **focus** is on safe access to preferred destinations, especially for pedestrians and cyclists and reduction in exposure to noise and air pollution.

As such:

- Health and safety issues associated with the provision and promotion of sustainable transport modes should be identified and both land use and transport alternatives should be considered in order to resolve them.
- The safety needs of different sections of the community should be assessed and related to routes they use for access to facilities, services and public transport. (eg safe routes to school and routes to the station and shops).
- In the preparation of local land use and transport plans, noise emissions from transport routes should be considered and be used in the designation of land use, the performance conditions for traffic management and the exercise of development control.

9. RECOGNISING THE UNIQUE NEEDS OF REGIONAL AND REMOTE COMMUNITIES

Outcome areas: Regional Development, Accessibility, Equity, Amenity

The **focus** is on (i) providing regional and remote communities with efficient, accessible and sustainable transport infrastructure and (ii) reinforcing the sense of place.

As such:

- Guidelines should be developed for the provision of a basic level of accessibility for all sectors of the community, particularly those without access to cars, to higher order communities in the region.
- The location of any new development should be considered carefully and aim to reinforce the identity and character of the community.
- The economic and social impacts on the local community of any proposal for a by-pass need to be thoroughly considered.
- Consideration should be given to the adaptation of the main street to create/enhance a sense of place and identity and a high level of pedestrian amenity and safety.
- At the regional level, identify locations suitable for corridors to link intermodal hubs and key centres to ensure the region is accessible and its economy viable.
- Support desirable rural industries by providing access to markets and provide efficient, accessible

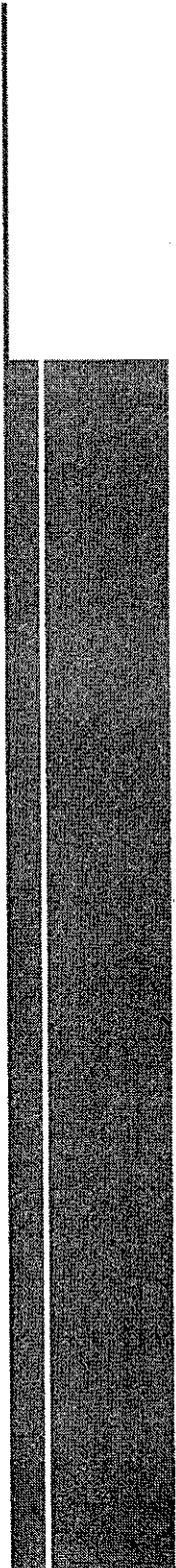
and sustainable transport to enhance the economic performance of rural industries.

- Economic development and employment in rural and regional areas should be supported without diminishing the value of natural resources. In rural areas, most development for housing, jobs, shopping, leisure, and services should be located in local service centres to act as focal points for housing, transport, and other services and encourage better transport provision in rural areas.
- Opportunities for road, rail, air, and shipping connections to existing and potential manufacturing, distribution, and warehousing sites adjacent or close to the rail network, airports, and coastal ports should be identified, provided for, and protected.

APPLICATION

Implementation of the Charter will depend on the commitments made at all levels of government. The form this will take can vary. For example, some States and Territories may develop their own frameworks, policies and guidelines, incorporating the aims of the Charter and promoting their application at regional and local areas, and for transport corridors within their jurisdiction.

In time, there is merit in a national review of the Charter, of progress made in implementation and obstacles which need to be overcome. Integrated land use and transport planning has a vital role to play in an increasingly complex society with competing demands and limited resources. It deserves an ongoing and prominent place on the national agenda.



Item 4

The NSW Roads and Traffic Authority

Road Classification Parameters

Factor	Measure of Effectiveness	Desirable Feature for Each Road Class			
		Arterial	Sub-Arterial	Collector	Local
Vehicle speed	Operating speed	70-110 km/h	60-80 km/h	40-60 km/h	40 km/h or less
Traffic use	Daily volume (vpd)	No limit	20,000 vpd max	5,000 vpd max	2,000 vpd max
	Residential area	No limit	20,000 vpd max	10,000 vpd max	4,000 vpd max
Intersection spacing	Cross street interference	Approx 1 km	Approx 0.5 km		
Road geometry	Number of travel lanes	4 or more	2 or more	2 or more	1 or more
	Medians	Yes	As needed	No	No
	Min carriageway width	13 m	7 m	7 m	4 m
Heavy vehicles	Load restrictions	None	Preferably none	Yes, if residential	Yes, if residential
Traffic management	Parking	None	Prefer none	Yes	Yes
	Lane and separation lines	Yes	Yes	Maybe	No
	Property access	Minimised	Minimised	Yes	Yes
	Control of turning vehicles	Median control	Maybe control	No	No
	Right turn bays	Yes	Preferred	No	No
	Road closures	None	None	Possible	Yes
	LATM devices		Yes	Yes	Yes
SATM devices					
Pedestrian crossings	Type of crossing	Grade separated or signals	Signals or refuge	Marked crossing, children's crossing or refuge	Marked crossing, children's crossing or refuge

Source: RTA (1991) Road Design Guide, Table 1.2.5

• **Note:-**

- For Local Roads in a Residential Area:- 2,000 vehicles per day maximum and Yes to road closures
- For Arterial Roads- no limit to number of vehicles
- For Sub-arterial 20,000 vehicles per day maximum and no to road closures

Item 5

Advantages of the Current Traffic Arrangements Bourke Street/ William Street Intersection

- 1. Compliance with National Charter of Integrated Land Use and Planning 2003**
- 2. Compliance with Condition of Approval 288**
- 3. Compliance with Condition of Approval 238**
- 4. Compliance with RTA Road Design Guide**
- 5. Full time signalled right hand turn from William Street north into Bourke Street to access the Eastern Distributor of great benefit to vehicles from the Eastern Suburbs**
- 6. Elimination of the G-loop through Woolloomooloo resulting in a significant decrease in traffic through that suburb.**
- 7. Separation of Eastern Distributor traffic from traffic making toll-free harbour crossing**
- 8. Improved west-bound traffic flow on William Street**
- 9. No pedestrian/ vehicle conflict on William Street pedestrian crossing from cars turning left into William from Bourke Street**
- 10. No pedestrian/vehicle conflict and traffic hold-ups on William Street on southern closed portion of Bourke Street from peak hour SCEGGS traffic turning left from William into Bourke Street**
- 11. Access for emergency vehicles maintained and improved due to decreased congestion on Bourke St**
- 12. Access for the Bourke Street cycleway improved and maintained with better safety**
- 13. Potential open space 'piazza' supported by local business in open space deprived East Sydney**
- 14. Elimination of former street crime hot spot**
- 15. Elimination of kerb-crawler entry point**
- 16. Less pollution in front of street fronted housing and major primary and secondary school**
- 17. Greater safety for pupils and residents on Bourke Street**
- 18. Better access due to improved turning circle for deliveries in St Peters Lane via Bourke Street**
- 19. Bourke Street has not become a No Trough road- cars can leave at both ends either via St Peters Lane or Forbes Street**

- 20. The major portion of Bourke Street is still on the No 389 Bus route which now has less traffic congestion**
- 21. Less traffic in neighbouring streets, especially along Liverpool Street, Darlinghurst**
- 22. A decrease in vehicle/ vehicle and vehicle/ pedestrian conflict at the Bourke Street/ Liverpool Street intersection which is the most dangerous intersection in East Sydney**
- 23. Improved East Sydney internal peak hour traffic flow from parents dropping off and collecting their children from school**
- 24. Significant improvement in residential amenity.**
- 25. Promotes a village atmosphere and greater social cohesion in East Sydney**
- 26. The absence of vehicle crossings on the sunny southern footway along a large section of William Street between Kirketon Road and Palmer Street will aid in the re-vitalisation of William Street as a pedestrian-friendly boulevard.**



OFFICE OF THE LORD MAYOR

Item 6

27 October 2004

Ms Abigail Jeffs
Parsons Brinkerhoff
Locked Bag 248
RHODES NSW 2138

DUPLICATE

Dear Ms Jeffs

Bourke Street Traffic Management Study

I write following the 20 October 2004 community meeting about alternatives to the right hand turn ban from William Street into Bourke Street north-bound, developed in response to Cross City Tunnel Condition of Approval 288.

The City has reviewed the various traffic management options for the intersection in the light of comments made by the community at that meeting.

The City does not support either of the options that involve the "G-turn" as shown in the Parsons Brinckerhoff brochure dated September 2004. These options impose a significant detour for access to the Eastern Distributor southbound on-ramp during peak times. This increases conflicts as vehicles need to negotiate additional intersections and also adversely impacts on residents due to additional arterial traffic using local streets. It is clear from the meeting participants' input that there is also little community support for the "G-turn" options.

Either Option 2 or 3 are preferred to provide more direct access to the Eastern Distributor and minimise unnecessary through-traffic in local streets.

Community support at the meeting was broadly divided between Alternatives 2 and 3. Residents north of William Street tended to support Alternative 2, while residents south of William Street tended to support Alternative 3.

I also note the strong support at the meeting for the pre-Cross City Tunnel construction arrangements, indicating dissatisfaction with the current alternatives. The following critical issues need to be resolved to address community concern about these alternatives:

- Whether adequate alternative routes for local traffic will exist so that local residents do not face unreasonable delays and circuitous routes;
- Whether Alternative 3 provides additional benefits for East Sydney without imposing disadvantages on Woolloomooloo residents; and
- Whether the existing signalised pedestrian crossing over William, east of Bourke Street, can be retained in either alternative?

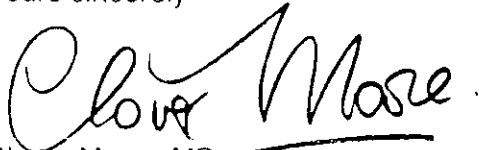
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Improved pedestrian safety and access on William Street are important priorities for the William Street upgrade. At the meeting, I requested a review of the impact of these proposals on pedestrians and ask that this be urgently undertaken.

The City would prefer to keep the existing signalised pedestrian crossings across William Street.

Should you require any addition information, please contact Richard Campbell on 9265 9391 or Col Warne on 9265 9362.

Yours sincerely

A handwritten signature in black ink that reads "Clover Moore". The signature is written in a cursive style with a large initial 'C' and a long horizontal stroke at the end.

Clover Moore MP
Lord Mayor of Sydney