

Lachlan Wood
Senior Sustainable Transport Officer
Randwick City Council
30 Frances Street
Randwick NSW 2031

16th April 2024

council@randwick.nsw.gov.au

Dear Lachlan,

Re: Draft Randwick Active Transport Strategy

Thank you for the opportunity to provide feedback on Randwick City Council's draft Active Transport Strategy (the 'Strategy').

Bicycle NSW has been the peak bicycle advocacy group in NSW for forty-eight years, and has more than 30 affiliated local Bicycle User Groups. Our mission is to *'create a better environment for all bicycle riders'*, and we support improvements to facilities for pedestrians and cyclists. We advocate for new cycling routes to provide connections to jobs, schools and services for daily transport and recreation trips. Bike riding provides a healthy, congestion-reducing, low-carbon form of travel that is quiet, efficient and attractive for all ages with the correct infrastructure design.

Bicycle NSW strongly supports Randwick City Council's work to develop a new Active Transport Strategy.

Our [July 2023 submission](#) set out a **preliminary list of topics** to consider. We are delighted that most of our recommendations have been included in the Strategy and associated Walking and Cycling Plan (the 'Plan').

The strategic alignment is strong. Reallocation of road space is high on the agenda, as is encouraging active transport to school. Reducing speed limits is a key action, with a stated goal of working towards 30km/h in suitable locations. The Strategy is supported by detailed data and metrics, and there are strong targets for new infrastructure and mode share. Inclusive accessible infrastructure is clearly very important to Randwick. Prioritizing active modes at intersections is focus area. The use of temporary materials is proposed to demonstrate innovative cycleway designs. Treatments will be informed by the 2021 Transport for NSW Cycleway Design Toolbox. 'Quietways', low traffic streets with modal filters and low speed limits, will create low-cost, high impact cycle routes. Shading and landscaping, bike parking and end of trip, and wayfinding all receive plenty of attention in the Plan.

The concise Strategy and the accompanying Walking and Cycling Plan are packed with **great actions and outcomes**. All will make a huge difference to the safety, comfort and convenience of moving through Randwick's lively 15-minute neighbourhoods on foot or two wheels.

However, we are **concerned** by the lack of detailed route mapping on the cycling network plan.

This submission makes some general comments on the documents that we would like Randwick to consider when finalising the Strategy. This is followed by more detailed recommendations for the cycle network mapping and route prioritisation.

Bicycle NSW works closely with BIKEast, an affiliated Bicycle User Group in the Eastern Suburbs. BIKEast members have worked hard over many years to advocate for better facilities for active travel in and around

Randwick. We are very grateful for their detailed knowledge of local conditions and their enormous contribution to bicycle advocacy. Bicycle NSW aligns with BIKEast's feedback on the draft Active Transport Strategy and the Walking and Cycling Plan.

General comments and recommendations

Bicycle NSW strongly supports Randwick's **Active Transport Vision**: *Everyone should be able to safely and easily choose to walk or bike – regardless of their age, gender, race or location – to move about, get daily exercise, enjoy fun and healthy lives and to access public transport.* This aligns with the commitment in Vision 2040 Local Strategic Planning Statement to create a *'transport network where sustainable transport options are the preferred mode choice for people'*.

- However, some of the language used could indicate a stronger commitment to active transport. For example, change *"Moving around by walking or riding a bicycle is seen by many as being vital to our Randwick communities"* to *"Moving around by walking or riding a bicycle is vital for the health and wellbeing of our Randwick communities."*

We congratulate Randwick on the **ambitious goals established to measure success**. The unambiguous targets for mode shift, reduced casualties, and improved community satisfaction will help keep Council on track. We are particularly excited by the commitment to deliver 30km of new safe cycling routes by 2031!

- However, current benchmark data on walking and cycling to school needs to be included so any increase between 2024 and 2031 can be measured.

The draft Active Transport Strategy and the Walking and Cycling Plan are both **concise documents** that are easy to digest. We appreciate the focus on a clear list of actions and outcomes and agree that the background analysis is best left in a separate document.

- However, there is considerable repetition between the Strategy and the Plan, as well as items which don't align (please see our next point about the 'high priority' actions). Of the 15 pages in the Strategy, 4 are repeated in the Plan. Once you take out the cover pages and the index, only 6-7 pages have new information. We suggest combining the Strategy and the Plan into **one document**. This would be clearer for community and council staff. It would be easier to update and share. There would be less chance of misaligned, outdated information.

The Strategy's eight Priority Actions, shown in the table in Figure 1, are all excellent and supported by Bicycle NSW.

- However, it is very unclear how these relate to the 65 Actions in the Walking and Cycling Plan. It seems that the eight Priority Actions align with the actions marked High Priority (in red) in the table in the Plan. But why is a School Streets Trial shown as one of the 8, but in the Walking and Cycling Plan, Action 6.3a is marked Low Priority? Is there any need to have two sets of priority actions? This is an example of how combining the Strategy with the Walking and Cycling Plan, as discussed above, would ensure a more streamlined document.

1.7. Priority Actions

Council has identified the following eight priority initiatives to ensure we are well on the way to achieving our targets for 2031. These form part of the broader suite of actions outlined in the Walking and Cycling Plan.

| Priority initiative | Description |
|---------------------------------|--|
| 1 Walking Improvement Precincts | Nine precincts have been earmarked for streetscape enhancements. These precincts encompass our busiest 'bustling' shopping streets and ensure seamless access to nearby schools and public transport. |
| 2 Cycling Network | Building on the foundation of our 2015 Priority Routes and the NSW Government's Strategic Cycling Corridors from 2022, we have delineated 15 cycling routes to explore to safely connect our key destinations to the existing cycling network. |
| 3 Footpath Upgrades | A cornerstone of our plan is to continue ensuring that footpaths across our LGA are universally accessible wherever possible. This means providing even surfaces and consistent ramp installations, catering especially to parents with prams and individuals with disabilities. These will help people reach bus and light rail, and other local destinations, more easily. |

| | |
|------------------------|---|
| 4 School Streets Trial | In our ongoing efforts to bolster safety around schools, we propose to pilot a School Streets Trial on the local streets around select schools. This initiative is geared towards ensuring the safety of students, parents, and school staff. Similar 30kmh trials in Manly and Wollongong have been highly successful. |
| 5 Pedestrian Crossings | To further enhance safety and convenience for people walking, we will install more pedestrian crossings throughout our LGA. These will enable people to walk to shops, schools, and other amenities which is good for our local businesses and good for our local communities. |
| 6 Street Activation | To provide local places to visit, we will make it easier to install kiosks, pop-up coffee carts, and outdoor dining spaces. These will provide more local places to visit, foster community engagement, and support locals being enterprising. |
| 7 School Footpaths | Footpaths leading to schools will be made wider, making it easier and more fun for families to walk, scoot or cycle together, fostering both health and bonding. |
| 8 Space Allocation | Recognising the multifaceted needs of our community and use of street space, we will work on ways to better allocate our street space for diverse activities such as walking, outdoor dining, greenery, and riding. |

Figure 1: The eight Priority Actions from Page 12 of the draft Active Transport Strategy (Source: Randwick City Council)

It is good to see a **strong transport hierarchy** expressed in the text: *“The vision is supported by the proposed Transport Hierarchy in which any road works first considers people walking, followed by people riding bicycles, catching public transport, delivering goods, sharing rides such as taxis, and finally people driving in private vehicles.”*

- However, a visual representation is required to clarify the hierarchy to the community. Randwick has already developed an excellent infographic (Figure 2) which should be included in the Strategy.
- Note that a [Randwick City Council motion on 27th February 2024](#) proposed changing the hierarchy to put public transport above the needs of people riding when considering priorities in managing traffic, transport and parking issues. We share BIKEast’s concerns about this move which would conflict with Transport for NSW policy and global best practice.



Figure 2: The Transport Mode Hierarchy establishes the vision for active transport in the City and will guide strategic decisions of Council and Council officers. (Source: [Randwick City Council](#))

The **detailed definitions** of active transport modes are very useful.

- However, the statement that *“walking’ does not include people on bikes, although children and youths can legally ride on footpaths with their guardians”* is incorrect. Children do not need to be with their guardians to [use the footpath](#).

65 clear and ambitious Actions are set out in Section 3 of the Plan. Bicycle NSW particularly likes all the images from the local context to highlight issues. The images really help stakeholders understand the aspirations of the Plan.

- 1.1b should include maintenance of line marking and maintenance following construction projects.
- 1.4b, 1.6b - the **use of bollards** for filtered permeability should be avoided. Bollards and chicanes discriminate against those with diverse mobility requirements, for example those in wheelchairs, walking with trailers and prams and those with larger bicycles (cargo bicycles carrying children), e-bikes, tricycles. They can be dangerous, particularly in the dark. Bicycle NSW Members are [frequently hurt by bollards](#). Randwick Council ran a [Bad Bollards](#) consultation 5 years ago. Don't go putting more back in! Please refer to BIKEast's submission for detailed commentary on this topic and recommendations for alternative treatments to mitigate speed, such as path decals.
- The actions to encourage people to walk and cycle under 2.1 should be augmented with a much more ambitious **programme of proactive community initiatives**. Education programs will help residents build cycling skills and confidence, understand the network as it is delivered, and share the road more safely, whether walking, rolling or driving. [City of Sydney run a very comprehensive behaviour change program](#) that should provide inspiration to Randwick. Council staff should be encouraged to ride to set an example to the community and better understand the barriers that need to be overcome.
- The analysis to identify priority areas for walking upgrades reveals clusters of shops and schools located close together. The upgrades would extend into side streets and ensure that people walking to shops, schools and public transport are accommodated with quality footpaths. We support the program-based approach of developing Walking Improvement Areas (WIA)
- Action 5.1a is to plan and prioritise the design and delivery of the Cycling Network which incorporates the Strategic Cycleway Corridors (Action 5.1b) and Council's previously published priority routes (2015). However, Action 5.1c *to investigate community suggestions and requests for improvements to missing links in the cycling network* is kicking the can down the road. Surely this has been done to death for decades!
- And the vague and noncommittal graphic showing the Cycling Network Plan (Figure 5) avoids the detailed route options that emerged from years of detailed consultation with Transport for NSW and the community. It seems like Randwick wants to start the planning process again.

Which brings us to Bicycle NSW's major concern about the draft Active Transport Strategy.

Why we are unenthusiastic about the Cycling Network Plan

Broadbrush strokes across the map don't help stakeholders plan for the future. Residents need to know which streets will benefit from bike infrastructure, developers need to make contributions to pay for it and create adequate setbacks, utilities companies need to be aware of alignments before they dig up roads, maintenance staff need to ensure that resurfacing and landscaping works contribute to the future network, and Council needs to be ready to apply for funding.

The Randwick bike network plan was published in 2006. Neither Anzac Parade or Maroubra Road are included in the proposed network (Figure 3). A 2008 update located a central north-south route in Anzac Parade median south of Kingsford, establishing a long-term strategic plan for this corridor. In 2015, Randwick City Council undertook community consultation to identify 11 routes for priority construction (Figure 4).

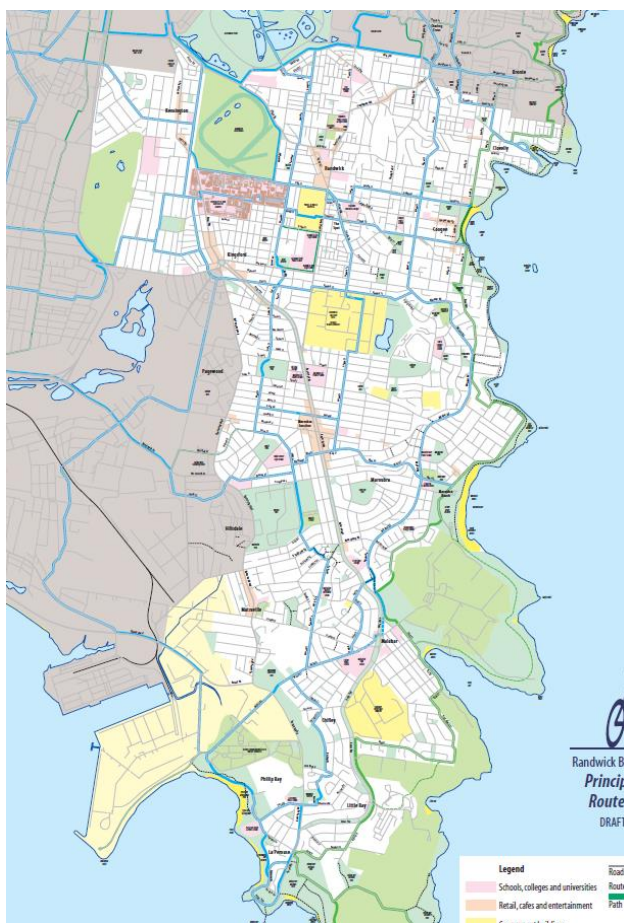


Figure 3: The 2006 Randwick Bicycle Plan network (Source: Randwick City Council)



Figure 4: The 11 priority routes identified by Randwick City Council in 2015 following community consultation

Progress has been made since 2015. The northern part of the Kingsford to Centennial Park route is complete, high quality shared paths have been delivered with the light rail, Council is developing designs for the northern section of the Anzac Bikeway between Kingsford and Maroubra Junction, and the Sturt/Bundock cycleway is moving forwards. However, it is still very difficult to find safe, comfortable and attractive bike routes across the Randwick area, particularly south and east of UNSW.

Of course, these earlier plans need updating for the new Strategy. Policy has evolved in the last 5 years. Previously unimaginable cycleway treatments are now feasible. For instance, 30km/h speed limits allow

mixed traffic 'Quietways', and the Road User Space Allocation Policy opens opportunities to repurpose vehicle or parking lanes for separated bicycle paths.

It is disappointing that the new Cycle Network Plan (Figure 5) does not synthesize all the detailed planning work, exciting strategic change and dedicated stakeholder advocacy of recent years.



Figure 5: the 2024 Cycle Network Plan has less information than before! And the labelling is inaccurate. (Source: Randwick City Council)

We note that some of the descriptions in the Strategy and Plan are inaccurate and inconsistent.

For example, route C4 is shown on map as Eastlakes to Hillsdale via South Coogee and Maroubra but in the legend C4 is South Coogee to Maroubra. In the table, C4 is described as the Eastlakes to Maroubra, a Tier 1 Strategic Cycleway Corridor from Kingsford to Maroubra via Sturt Street and Bundock Street.

And what about Eastgardens to Maroubra Junction? This is clearly a Strategic Cycleway Corridor (Figure 6) and should be highlighted as such on the plan.

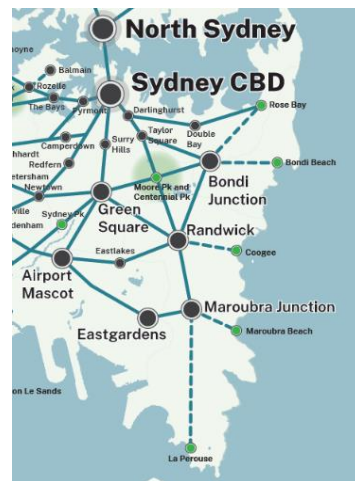


Figure 6: Extract from the 2022 [EHC Strategic Cycleway Corridor](#) network map. The 30 corridors aim to connect key centres such as Randwick, Eastgardens and Maroubra Junction. (Source: TfNSW)

Recommendation for mapping the proposed network

Route options have been thrashed out many times over three decades by BIKEast, Randwick City Council and Transport for NSW.

Some recent planning work includes the 2023 draft implementation plan for the Strategic Cycleway Corridors program (Figure 7), the 2019 Principle Bicycle Network plan (Figure 8) and BIKEast’s Eastern Sydney Regional Bike Network (Figures 9 and 10) These networks need updating and fleshing out, but they provide a very useful starting point for the new 2024 Cycle Network Plan.

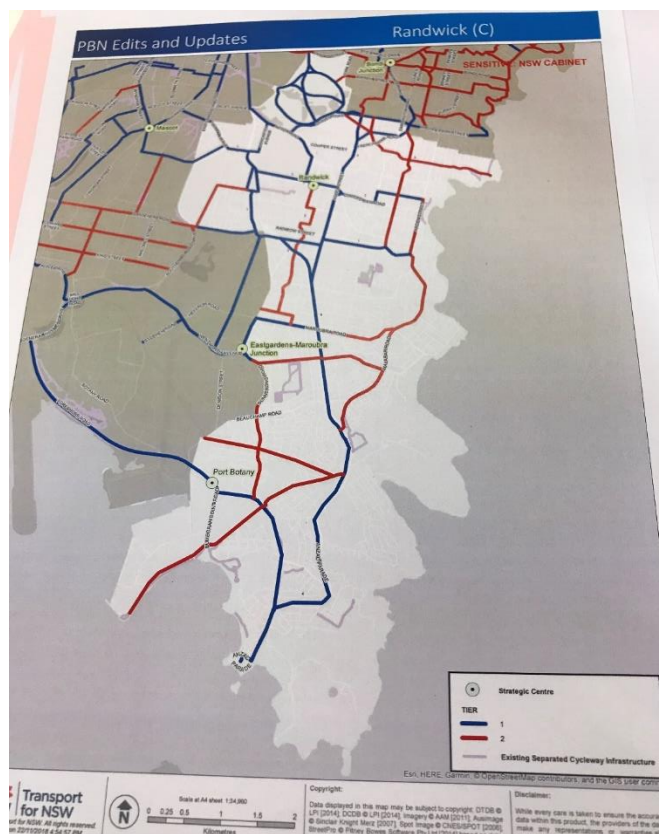


Figure 7: An extract from the 2023 draft implementation plan for the Strategic Cycleway Corridors program (Source: Transport for NSW)

Figure 8: The draft Principle Bike Network developed by Transport for NSW in 2019/2020 in consultation with Randwick City Council (Source: Transport for NSW)



Figure 9: BIKEast’s proposed regional network of bicycle routes from 2016(-ish) was aligned with the TfNSW Strategic Bike Network and consistent with objectives of the Greater Sydney Regional Plan (GSRP). The network includes and extends on the City of Sydney’s Inner Sydney Regional Bicycle Network. Explore where these routes sit on a map [here](#) (Image: BIKEast)

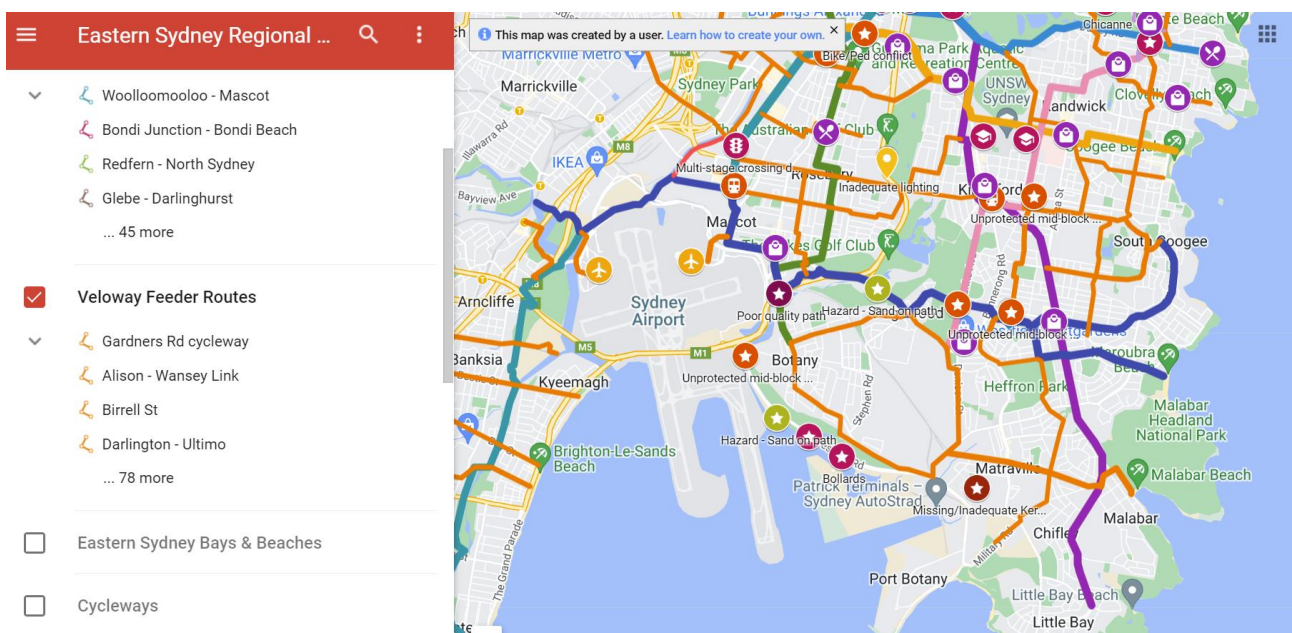
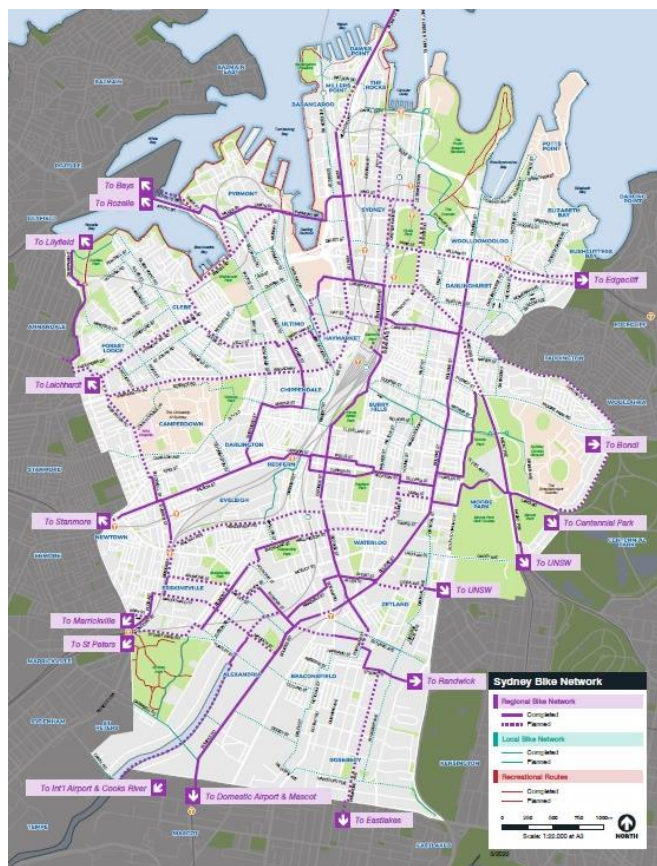


Figure 10: BIKEast’s Eastern Sydney Regional Bike Network can be explored in detail on [Google Maps](#). Both regional ‘velways’ and local feeder routes were identified. This work is outdated now but still useful for Randwick City Council (Source: BIKEast)

- The current ‘best’ options should be indicated clearly on a plan. We suggest an interactive plan that can be updated as required to reflect the evolving needs and priorities of the community. This will ensure all stakeholders can understand the desired outcomes.

- Bicycle NSW recognises that it is a difficult task to provide a detailed and clear network map within an A4 document for an area as large as Randwick. Instead, Randwick City Council should investigate a dynamic [online mapping system](#) such as the one embedded in the Northern Beaches Bike Plan 2020¹.
- An online map allows the location, status and treatment of each element of cycleway to be described and updated quickly as projects evolve. Layers can be set up to show what is existing, where upgrades are needed and which sections are proposed for short-, medium-, and long-term delivery. Users can zoom in on specific sections to see which typologies are currently proposed as the cycleway navigates junctions, open spaces and different street conditions.
- On-road painted lanes should not form part of the principal network of safe, all ages and abilities routes, or the list of preferred typologies.
- However, we understand that a small percentage of 'strong and fearless' bike riders prefer the direct routes offered by busier roads and are comfortable in traffic. We also realise that budget and spatial constraints prevent the provision of separated bike infrastructure in every corner of Randwick.
- Cycling can be made safer on these roads with reduced speed limits, painted bike logos, warning signs for all road users, forward stop lines at intersections, head start green lights, and regular maintenance to ensure smooth surfaces. It is important that on-road commuting routes are shown on planning maps so all stakeholders can continue to ensure that the road environment and signage is up to scratch.
- Bicycle NSW suggests that Randwick considers the approach taken by [Northern Beaches Council](#). A separate Road Cycling Network identifies major routes used by commuting and sport cyclists and provides actions to make these areas safer for all road users. The road cycling network could be shown in a separate layer in a different colour on the Randwick's interactive Cycle Network Plan.
- A simplified 'printed' map for new Active Transport Strategy could be similar to the [City of Sydney plan](#) (Figure 11). This clearly shows the major cycleway routes and highlights what is still to be delivered. A third line type could indicate existing sections in the queue for upgrades. The main safe bicycle network would use one colour. Two more colours could be used to identify the road cycling network and any additional local routes.
- Cycleway treatments are not shown as these can change frequently within short stretches of a route, and this is hard to show clearly on a small-scale map. Instead, cycleway designers can propose the most appropriate typology for each section at the time of delivery and update the online map as projects evolve.

Figure 11: The Sydney Bike Network
(Source: [City of Sydney Cycling strategy and action plan 2018-2030](#))



- Bicycle NSW recommends referring to the new Cycleway Design Toolboxⁱ and the 2017 Austroads Cycling Aspects of Austroads Guides (AP-G88-17) to ensure that the paths are constructed to current best practice

Conclusion

Bicycle NSW wishes to stress that this is the best moment in recent years for local and State governments to collaborate to create a truly transformational network for cycling, but there is no time to waste.

We look forward to working with Randwick City Council to progress the delivery of high-quality walking and cycling infrastructure. Please reach out with any questions or help needed. If requested, we would be delighted to assist with advocating for new bicycle facilities through our connections with politicians, Transport for NSW and neighbouring metropolitan councils.

Yours sincerely,



Sarah Bickford

Active Transport Planner
Bicycle NSW



Peter McLean

Chief Executive Officer
Bicycle NSW

ⁱ Northern Beaches Council. 2020, July. Northern Beaches Bike Plan. https://s3.ap-southeast-2.amazonaws.com/hdp.au.prod.app.nthbch-yoursay.files/7315/9738/2036/2020_466898__Northern_Beaches_Bike_Plan_-_FINAL_Adopted.PDF

ⁱⁱ Cycleway Design Toolbox: designing for cycling and micromobility. Transport for NSW. <https://www.transport.nsw.gov.au/system/files/media/documents/2021/Cycleway-Design-Toolbox-Web.pdf>