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Bayside Council
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24th February 2025

Dear Bayside Council,

Re: Draft Scarborough Park Masterplan

Thank you for the opportunity to comment on the exciting draft masterplan for Scarborough Park (the 'Masterplan').

Bicycle NSW is a non-profit membership organisation operating in NSW that represents the interests of people who ride bikes. Bicycle NSW has been promoting bicycle use, behaviour change and effective bicycle user environments since it was established in 1976. Bicycle NSW has been responsible for many active transport infrastructure outcomes and positively supports thousands of people of all ages to safely utilise bicycles for transport and recreational purposes.

Bicycle NSW is very supportive of the game-changing plans to develop Scarborough Park into a more vibrant, active and accessible asset for the community.

We recognise that sport facilities, recreational opportunities, high-quality play experiences, conservation and education are all key elements of the masterplan. However, **this submission focuses on the proposed walking and cycling pathways**, and emphasises the importance of embedding safe, attractive and connected active transport links in the project from a very early stage.

A summary of Bicycle NSW recommendations:

1. Incorporate the community's Kamay Greenway concept into the Masterplan
2. Provide a direct, safe and comfortable cycling link from north to south through the park
3. Separate people walking and riding with dedicated paths wherever possible
4. Extend the Masterplan limits to include adjacent neighborhood streets so safe access to the park on foot and by bike can be prioritised.
5. Develop alternative north-south through-routes for commuter riders
6. Propose a bridge over the culvert at the northern end of Scarborough Park
7. Seek expert assistance from the Transport for NSW's Get NSW Active team to optimise strategic alignment and funding opportunities

The Scarborough Park paths are of huge strategic significance

They contribute to the Rockdale Wetlands Open Space Corridor that was identified in [Sydney's Green Grid](#) in 2017, and the Brighton-le-Sand to San Souci [Strategic Cycleway Corridor](#) proposed in 2023. A north-south active transport link through Scarborough Park will extend the [M6 Active Transport Corridor](#) (ATC) which is currently under construction. [Bayside's 2024 Bike Plan](#) has a Priority Cycleway Network showing the Ramsgate to Cooks River north-south path as a key route.

Finally, in 2024, a community coalition developed a proposal to make Bayside Council's aspirational green corridor south of Ramsgate to Sandringham a reality – the [Kamay Greenway](#), now endorsed by Council. The northern half of Kamay uses Scarborough Park.

Please refer to our [submission on the M6 Stage 1 draft Urban Design Landscape Plan](#) project for a summary of the strategic context. Relevant maps can be found at the end of this submission.

The M6 ATC will encourage many more bike riders to travel to and from the Bayside suburbs for commuting, transport and recreation. A safe, direct and comfortable route through Scarborough Park and south to Sandringham will take a lot of pressure off the congested parallel foreshore shared path.

Bicycle NSW would like to acknowledge BIKEast, an affiliated Bicycle User Group in the Eastern Suburbs. BIKEast members have worked hard over many years to advocate for better conditions for active travel. We align with their [detailed feedback](#) on the draft Masterplan.

Comments and Recommendations:

1. Incorporate the community's Kamay Greenway concept into the Masterplan

Kamay is currently not mentioned at all in the draft Scarborough Park Masterplan, presumably because the drafting of the Masterplan predates the Kamay concept. Council resolved to prioritise investigations into the feasibility of the Kamay Greenway at its 22 May 2024 meeting and demonstrated very strong support for extending the active transport route south of Robinson Avenue.

The documentation for both projects must align to ensure that all stakeholders are working towards a common goal.

2. Provide a direct, safe and comfortable cycling link from north to south through the park

The construction of a wide, high-quality linear path for the length of Scarborough Park, providing essential local and regional access for transport, fitness and recreation, must be a key focus of the Masterplan.

This path would continue the fantastic ATC being delivered by the M6 project that terminates in the North Precinct of Scarborough Park. It would contribute to the Kamay Greenway and a future 16km walking and cycling loop that relieves congestion on the popular foreshore path.

A series of east-west connecting routes will act as ribs, supporting access from several points to the main regional north-south cycleway.

Ideally the main north-south cycling path would stay as close to the creek as possible. We hope it will be possible to resolve environmental concerns without compromising connectivity.

The paths must be constructed to current guidelines, as set out in the [Transport for NSW Cycleway Design Toolbox](#) and the 2017 Austroads Cycling Aspects of Austroads Guides (AP-G88-17).

The draft Masterplan does not specify path widths, but these should be defined in the final document. Previous experience at Kyeemagh Foreshore and along the Parramatta River indicates that the new paths will attract high demand. It would be a mistake not to future-proof the active transport connections from the beginning by stipulating best-practice minimum widths.

Note that 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 bikes carrying children, e-bikes and tricycles. They can be dangerous, particularly in the dark. Bicycle NSW Members are [frequently hurt by bollards](#).

3. Separate people walking and riding with dedicated paths for as much of the corridor as possible

Bicycle NSW strongly recommends separation of path users. This would continue the separated paths being constructed for the M6 ATC (Figure 1). Path usage will grow with the new connections north. Bayside is already struggling with conflict on the heavily-used shared paths along the foreshore. The Scarborough Park Masterplan offers an opportunity to future-proof the infrastructure - and avoid expensive upgrades in the future.

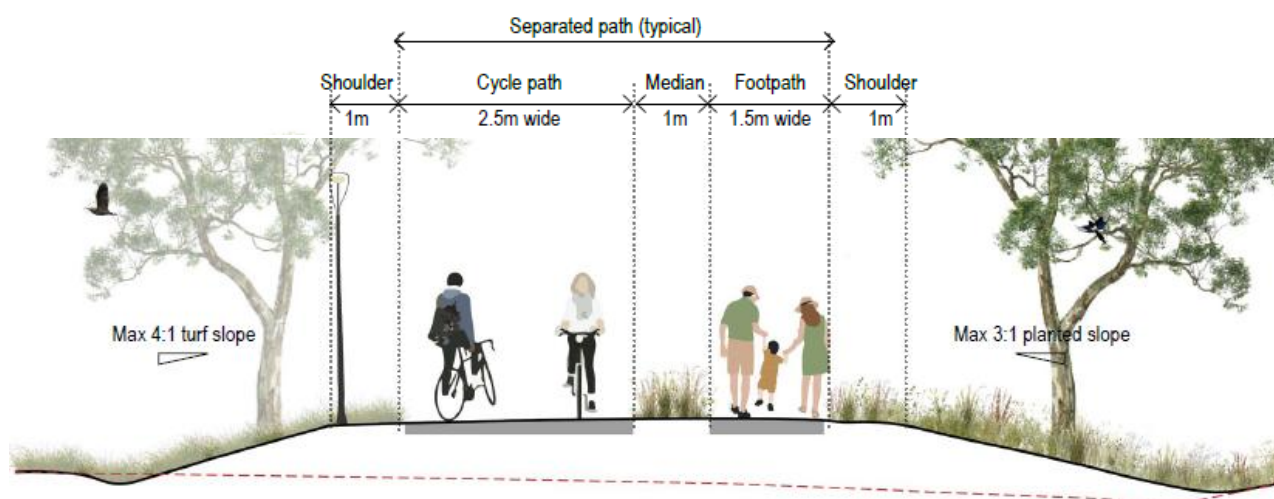


Figure 1: Typical cross section of the separated walking and cycling paths to be constructed for the M6 ATC, showing a 1m median and shoulders (Source: TfNSW)

As a key section of a strategic cycleway corridor, it is important that bike riders can move through the park without constant conflict with pedestrians, joggers and dogs. Sharing the space will slow cyclists down but this is not going to grow cycling for longer trips. The ability to ride safely at a reasonable speed will encourage more people to commute by bike.

The paths could join for shared sections at pinchpoints such as bridges and boardwalks. However, shared paths are NOT recommended for a path of this significance with high usage.

This is reflected in official guidance:

The [Transport for NSW Cycleway Design Toolbox](#) says:

Shared paths with both pedestrians and bicycle riders sharing the space may be considered where the predicted demand or activity is low and where there are limited interactions along the cycleway (ie. driveways, side streets). Shared paths are not preferred in areas with high pedestrian activity, where there is significant cross cycleway movement, or where cycling speeds may be high. Mixing pedestrian and cycling movements in these locations could pose safety risks to users and offer a low Level of Service to bicycle riders.

Priority cycling routes are those serving a regional function and/or catering for higher levels of cycling demand. Due to the higher order function and to support rider safety, bicycle paths - and quietways on low speed, low traffic streets - are the required facility types on priority cycling routes.

Transport for NSW's *Shared paths - Discussion of research findings and key safety issues* (August 2015) notes that separated paths are likely to be more effective than dual occupancy shared paths (4.1.3)

Most surveyed cyclists and pedestrians stated a preference for segregated paths and this treatment should be a policy priority where appropriate over the construction of shared paths in the first instance.

2017 Cycling Aspects of Austroads Guides has a decision-making tool in Chapter 5 (Pages 27-30) for determining shared vs separated paths. It is clear that separated paths are the more suitable facility for busy parklands. As is discussed in Section 2.5, separation with paint alone is not considered best practice. Some vertical or horizontal physical separation (Figure 2) is preferred to line marking.



Figure 2: Walking and cycling paths separated by landscaping.

4. Extend the Masterplan limits to include adjacent neighborhood streets so safe access to the park on foot and by bike can be prioritised.

The project needs to consider how people will move from the park to the local street network, so the new active travel paths don't stop dead at the park boundaries. Safe and accessible links need to be incorporated in early design work and the funding strategy. Bayside must avoid the [mistakes of Rozelle Parklands](#) which Inner West Council is now trying to fix with very limited resources.

Links east towards the beach are required at regular intervals along the length of the park. To the west, it is essential to develop safe connections via local streets to schools, TAFE, and the private and public hospitals, and train stations.

The Masterplan should identify which local streets will be used by people walking and cycling to reach Scarborough Park and propose necessary upgrades to improve safety. On some streets, separated cycleways or shared paths will be appropriate. On others, 'Quietway' treatments, as endorsed by the [Transport for NSW Cycleway Design Toolbox](#), would create low-cost, high-impact on-road bike routes.

All road crossings on these routes need raised shared user crossings. Note that TfNSW has recently published a new standard [TS 00143:1.0 - Raised Safety Platforms - Use at Intersections](#). This official NSW Government instrument promotes raised platforms at intersections along main roads and main streets, including at signalised intersections. These treatments reduce the design speed at the intersection by 20km/h.

Approaches to developing Quietways in different jurisdictions are discussed in our article [Making Local Streets Safe for Bikes](#).

In 2016 Bicycle User Group BIKEast prepared the case for [Safe-street Neighbourhoods](#) where 'every street is safe for bikes'. This strategic document has been endorsed by Bicycle NSW and discusses how to reconfigure residential streets to provide a convenient network of cycling routes that complement the priority separated network on key corridors. Specific design initiatives include 30km/h speed limits, filtered

permeability to reduce traffic volumes (such as narrowing or closing off some streets while maintaining essential vehicular access) and re-landscaping public space currently covered in bitumen.

Calming traffic, lowering speeds and putting people first is fully supported by the [Better Streets for New South Wales](#) campaign, launched in November 2022.

Lower speed limits are essential to make the streets safe and welcoming for people outside a car. The existing 50km/h speed limit on streets adjacent to Scarborough Park is far too high, given the changing character and usage of the area. The sporting and recreational venues attract many children, and the active transport links will be busy with people walking and cycling.

Bicycle NSW aligns with the Better Streets coalition and our colleagues at WalkSydney to advocate that Bayside Council sets a **30km/h** on streets with a high concentration of pedestrian activity and streets which form part of the bicycle network.

The importance of lower vehicle speeds cannot be overstated. Our roads are becoming less safe every year. The [road toll is rising](#). Slowing down traffic has a transformative effect on our communities. The change will significantly improve safety for everyone in the community, particularly people walking and cycling, children going to school and other vulnerable road users outside a car.

Over short trips, a 30km/h speed limit makes virtually no difference in travel time. Another huge benefit of lower speed limits is that vehicle lanes can be narrowed, allowing more road space to be reallocated to wider footpaths and landscaping, improving amenity for residents and visitors.

The [NSW speed limit guidelines](#) have recently received a much-needed update. There are now official recommendations for 30km/h speed zones and it is easier for councils to implement change.

Bicycle NSW will **support Bayside Council's efforts to reduce the speed limits** in the area.

An additional tool is allowing contraflow cycling on one-way streets to make it easier for people riding to avoid busy roads and use quiet, low-traffic streets. City of Sydney is signing 159 one-way streets to allow two-way bike traffic. A [recent study](#) has shown that contraflow cycling does not increase cyclist crash or casualty rates and that all one-way streets should be evaluated to allow contraflow cycling to improve cycling network connectivity.

5. Develop alternative north-south through-routes for commuter riders

The inclusion of local streets in the Masterplan would also allow Bayside Council to advance an alternative north-south route along the park edge or in adjacent streets. Traffic calming, signage and on-road markings would identify the route to road users. This route would accommodate higher speed bike riding and attract more confident commuters, reducing conflict with other path users.

6. Propose a bridge over the culvert at the northern end of Scarborough Park

Bicycle NSW is concerned that the pedestrian detour to access the M6 ATC from President Avenue has not been addressed in the Masterplan. We became aware of this issue during our site visit in August 2024 with the M6 project team. There will be a 300m detour for someone approaching from the beach. Adding 300m (or 4mins) to a walk is like asking a driver to detour 3km at 50km/h.

A bridge over the drainage channel is surely feasible but this was not included in the project. We suspect that no one considered direct access for pedestrians while the tender documents were being prepared – it

was omitted by neglect rather than necessity. Despite our advocacy, Transport for NSW maintains that changes cannot be made now to the scope of the M6 ATC.



Figure 2:
Extract from the Northern Precinct of the Masterplan
(Image: Bayside Council)

1. The solid yellow line indicates the the 300m detour via Civic Avenue that pedestrians coming from the beach will have to take to access the active transport corridor (dark blue line) and head south.
2. A bridge over the culvert here would be most direct but may not fit a around the geometry of the ramp
3. A bridge over the creek here would allow walkers to get off noisy President Avenue at Coulson Crescent to access the ATC.
3. A bridge over the culvert here is less direct but still shaves 200m off the detour.

Although a solution should be provided by Transport for NSW as part of the M6 project, we recommend including options in the Masterplan to challenge this barrier to walking.

Conclusion

We congratulate Bayside Council for advancing this Masterplan and look forward to the construction of the new pathways in and around Scarborough Park.

Of course, funding the work is likely to be the biggest obstacle going forward. Bicycle NSW urges Bayside Council to seek expert assistance from the Transport for NSW's Get NSW Active team to ensure current and future planning is aligned, optimising opportunities to draw on funding from all levels of government.

Please do not hesitate to get in touch with Bicycle NSW if we can assist further at this stage.

Yours sincerely,

Sarah Bickford

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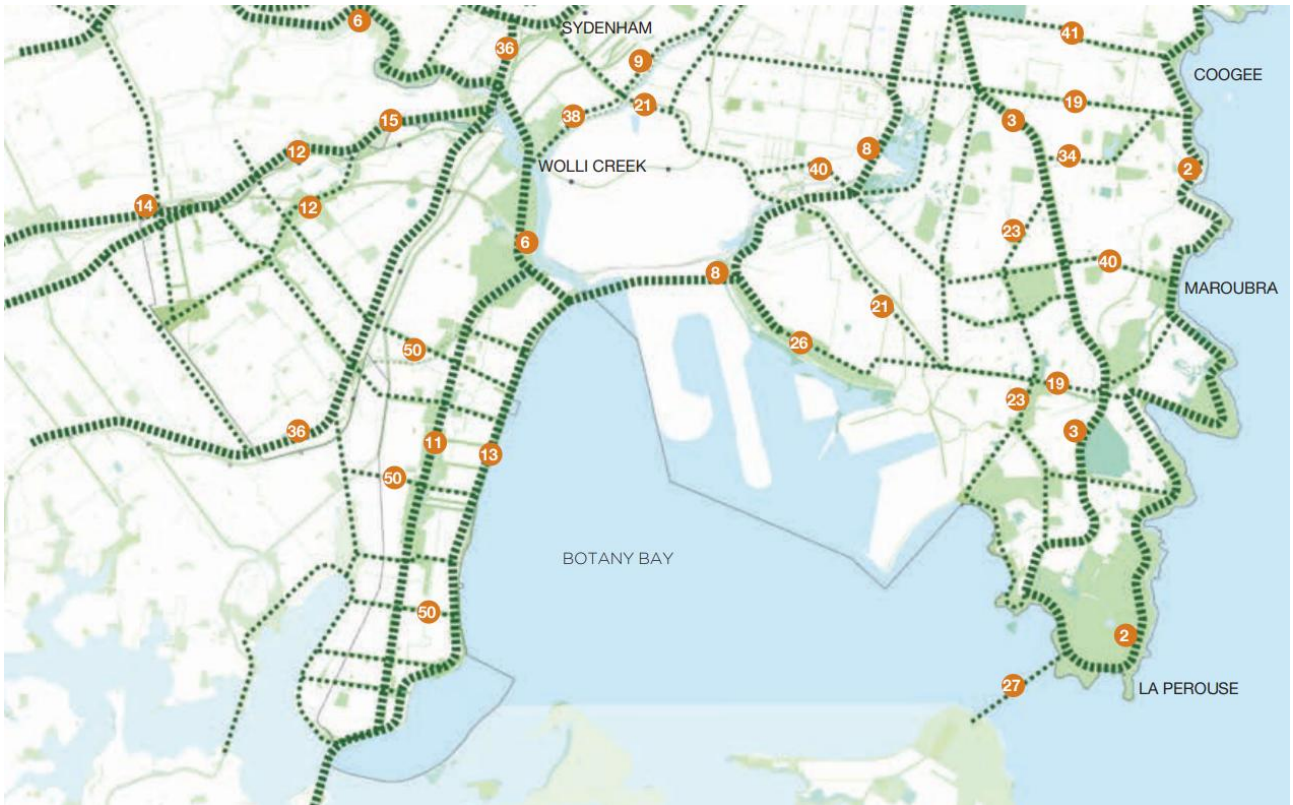


Figure 3:
Extract from the [Green Grid](#) showing project opportunities in the Bayside area (Source: Tyrrell Studio / NSW Government Architect)
Priority project opportunity 11 is the Rockdale Wetlands Open Space Corridor

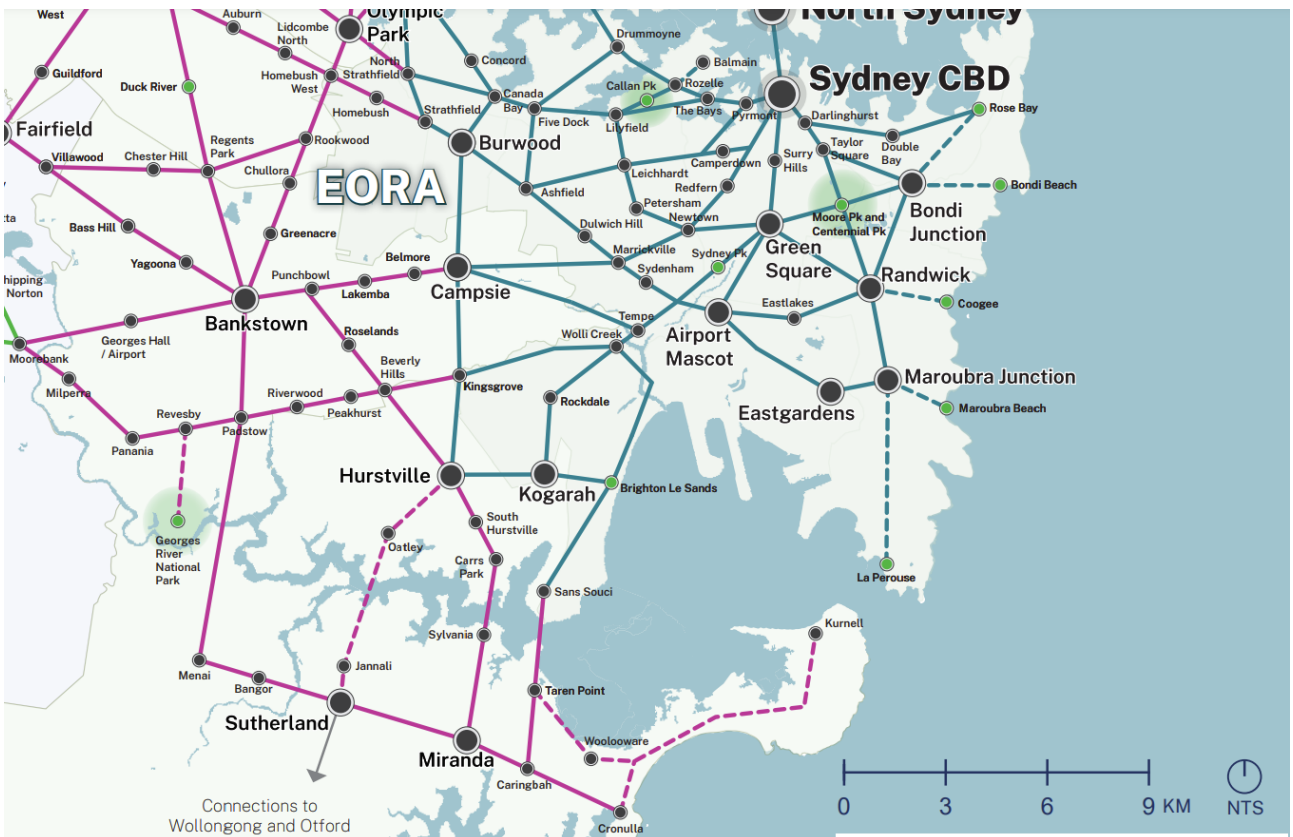


Figure 4:
The [Strategic Cycleway Corridors](#) network map, showing the Bayside regional corridor from Brighton Le Sands to San Souci. (Image: Transport for NSW)

Bayside's Priority Cycleway Network

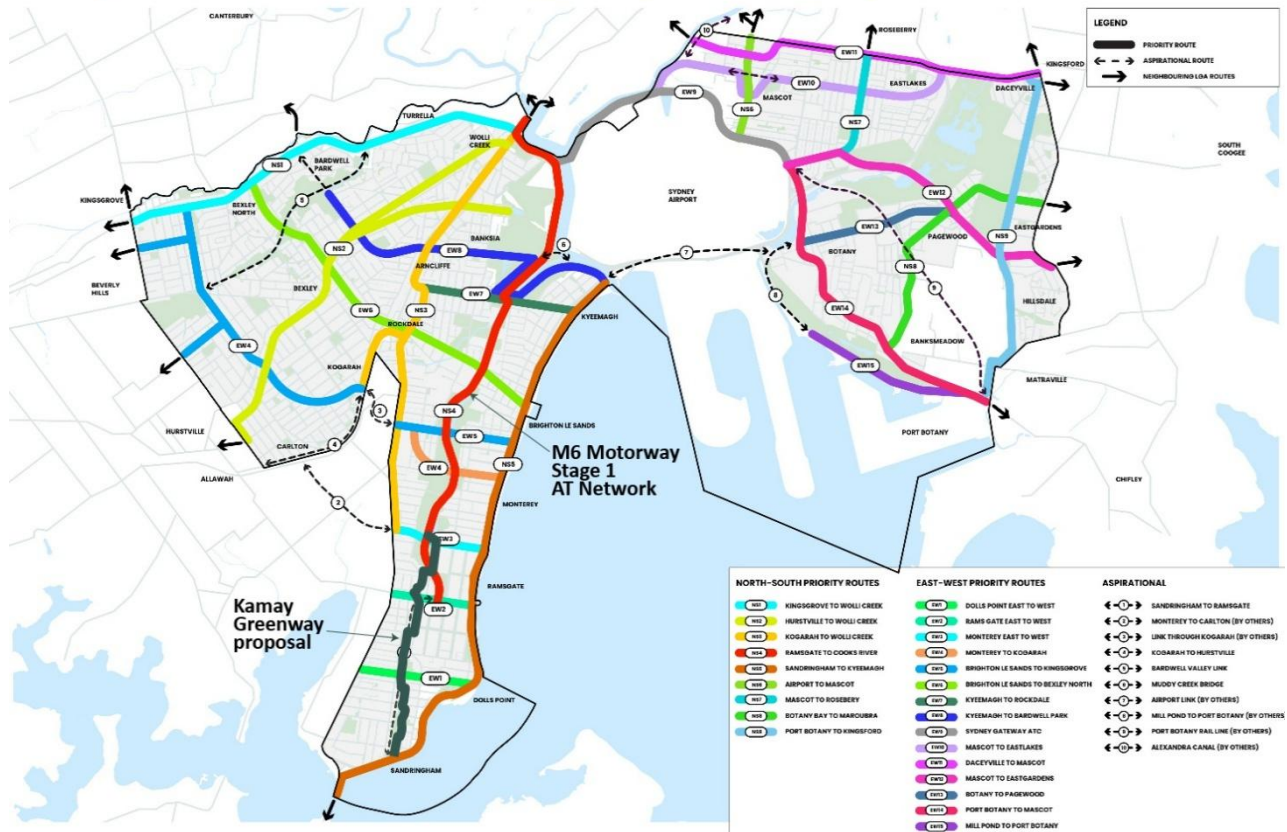


Figure 5: The Priority Cycleway Network from Bayside's [new Bike Plan](#). The red line shows the Ramsgate to Cooks Rover route. The Kamay Greenway has been added. (Image: Bayside Council)