



STRATEGIC PLANNING AND DEVELOPMENT COMMITTEE MEETING

A meeting of the STRATEGIC PLANNING AND DEVELOPMENT COMMITTEE will be held at Waverley Council Chambers, Cnr Paul Street and Bondi Road, Bondi Junction at:

7.30 PM, TUESDAY 3 MAY 2022

A handwritten signature in black ink, appearing to read 'Emily Scott'.

Emily Scott
General Manager

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Delegations of the Waverley Strategic Planning and Development Committee

On 10 October 2017, Waverley Council delegated to the Waverley Strategic Planning and Development Committee the authority to determine any matter **other than**:

1. Those activities designated under s 377(1) of the *Local Government Act* which are as follows:
 - (a) The appointment of a general manager.
 - (b) The making of a rate.
 - (c) A determination under section 549 as to the levying of a rate.
 - (d) The making of a charge.
 - (e) The fixing of a fee
 - (f) The borrowing of money.
 - (g) The voting of money for expenditure on its works, services or operations.
 - (h) The compulsory acquisition, purchase, sale, exchange or surrender of any land or other property (but not including the sale of items of plant or equipment).
 - (i) The acceptance of tenders to provide services currently provided by members of staff of the council.
 - (j) The adoption of an operational plan under section 405.
 - (k) The adoption of a financial statement included in an annual financial report.
 - (l) A decision to classify or reclassify public land under Division 1 of Part 2 of Chapter 6.
 - (m) The fixing of an amount or rate for the carrying out by the council of work on private land.
 - (n) The decision to carry out work on private land for an amount that is less than the amount or rate fixed by the council for the carrying out of any such work.
 - (o) The review of a determination made by the council, and not by a delegate of the council, of an application for approval or an application that may be reviewed under section 82A of the *Environmental Planning and Assessment Act 1979*.
 - (p) The power of the council to authorise the use of reasonable force for the purpose of gaining entry to premises under section 194.
 - (q) A decision under section 356 to contribute money or otherwise grant financial assistance to persons,
 - (r) A decision under section 234 to grant leave of absence to the holder of a civic office.
 - (s) The making of an application, or the giving of a notice, to the Governor or Minister.
 - (t) This power of delegation.
 - (u) Any function under this or any other Act that is expressly required to be exercised by resolution of the council.
2. Despite clause 1(i) above, the Waverley Strategic Planning and Development Committee does not have delegated authority to accept any tenders.
3. The adoption of a Community Strategic Plan, Resourcing Strategy and Delivery Program as defined under sections 402, 403, and 404 of the *Local Government Act*.

Live Streaming of Meetings

This meeting is streamed live via the internet and an audio-visual recording of the meeting will be publicly available on Council's website.

By attending this meeting, you consent to your image and/or voice being live streamed and publicly available.

AGENDA

PRAYER AND ACKNOWLEDGEMENT OF INDIGENOUS HERITAGE

The Chair will read the following Opening Prayer and Acknowledgement of Indigenous Heritage:

God, we pray for wisdom to govern with justice and equity. That we may see clearly and speak the truth and that we work together in harmony and mutual respect. May our actions demonstrate courage and leadership so that in all our works thy will be done. Amen.

Waverley Council respectfully acknowledges our Indigenous heritage and recognises the ongoing Aboriginal traditional custodianship of the land which forms our Local Government Area.

1. Apologies/Leaves of Absence

2. Declarations of Pecuniary and Non-Pecuniary Interests

3. Addresses by Members of the Public

4. Confirmation of Minutes

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5. Reports

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6. Urgent Business

7. Meeting Closure

CONFIRMATION OF MINUTES PD/4.1/22.05



Subject: Confirmation of Minutes - Strategic Planning and Development Committee Meeting - 5 April 2022

TRIM No: SF21/6065

Author: Richard Coelho, Executive Manager, Governance and Risk

RECOMMENDATION:

That the minutes of the Strategic Planning and Development Committee meeting held on 5 April 2022 be received and noted, and that such minutes be confirmed as a true record of the proceedings of that meeting.

Introduction/Background

The minutes of committee meetings must be confirmed at a subsequent meeting of the committee, in accordance with clause 20.23 of the Code of Meeting Practice.

Attachments

1. Strategic Planning and Development Committee Meeting Minutes - 5 April 2022 .



**MINUTES OF THE STRATEGIC PLANNING AND DEVELOPMENT COMMITTEE MEETING
HELD AT WAVERLEY COUNCIL CHAMBERS, CNR PAUL STREET AND BONDI ROAD, BONDI JUNCTION ON
TUESDAY, 5 APRIL 2022**

Present:

Councillor Steven Lewis (Chair)	Hunter Ward
Councillor Paula Masselos (Mayor)	Lawson Ward
Councillor Elaine Keenan (Deputy Mayor)	Lawson Ward
Councillor Sally Betts	Hunter Ward
Councillor Angela Burrill	Lawson Ward
Councillor Ludovico Fabiano	Waverley Ward
Councillor Leon Goltsman	Bondi Ward
Councillor Michelle Gray	Bondi Ward
Councillor Tony Kay	Waverley Ward
Councillor Tim Murray	Waverley Ward
Councillor Will Nemesh	Hunter Ward

Staff in attendance:

Emily Scott	General Manager
George Bramis	Acting Director, Planning, Environment and Regulatory
Meredith Graham	Acting Director, Customer Service and Organisation Improvement
Dan Joannides	Acting Director, Community, Assets and Operations
Richard Sheridan	Interim Director, Finance and Governance

At the commencement of proceedings at 7.30 pm, those present were as listed above.

PRAYER AND ACKNOWLEDGEMENT OF INDIGENOUS HERITAGE

The General Manager read the following Opening Prayer and Acknowledgement of Indigenous Heritage:

God, we pray for wisdom to govern with justice and equity. That we may see clearly and speak the truth and that we work together in harmony and mutual respect. May our actions demonstrate courage and leadership so that in all our works thy will be done. Amen.

Waverley Council respectfully acknowledges our Indigenous heritage and recognises the ongoing Aboriginal traditional custodianship of the land which forms our Local Government Area.

1. Apologies/Leaves of Absence

Apologies were received and accepted from Cr Wy Kanak.

2. Declarations of Pecuniary and Non-Pecuniary Interests

The Chair called for declarations of interest and none were received.

3. Addresses by Members of the Public

- 3.1 C Lynch – PD/5.3/22.04 – Planning Proposal – Waverley Heritage Policy Implementation.
- 3.2 S Polkinghorne (on behalf of Uniting) – PD/5.3/22.04 – Planning Proposal – Waverley Heritage Policy Implementation.
- 3.3 J Stewart – PD/5.5/22.04 – 20 Illawong Avenue, Tamarama.
- 3.4 M Manton – PD/5.5/22.04 – 20 Illawong Avenue, Tamarama.
- 3.5 K and T Brooks – PD/5.5/22.04 – 20 Illawong Avenue, Tamarama.
- 3.6 R Galt – PD/5.5/22.04 – 20 Illawong Avenue, Tamarama.

4. Confirmation of Minutes

PD/4.1/22.04 Confirmation of Minutes - Strategic Planning and Development Committee Meeting - 6 July 2021 (SF21/281)

MOTION / UNANIMOUS DECISION

Mover: Cr Lewis
Seconder: Cr Murray

That the minutes of the Strategic Planning and Development Committee meeting held on 6 July 2021 be received and noted, and that such minutes be confirmed as a true record of the proceedings of that meeting.

5. Reports

PD/5.1/22.04 Mill Hill Heritage Conservation Area Rezoning (A21/0431)

MOTION

Mover: Cr Masselos

Seconder: Cr Keenan

That Council:

1. Proceeds with the rezoning of the Mill Hill Heritage Conservation Area from R3 Medium Density Residential to R2 Low Density Residential.
2. Implements all necessary changes to the permitted uses in the R3 Medium Density Residential Zone in the *Waverley Local Environmental Plan 2012*.

THE MOVER OF THE MOTION THEN ACCEPTED AN AMENDMENT TO CLAUSE 2 SUCH THAT IT NOW READS AS FOLLOWS:

‘Implements all necessary changes to the permitted uses in the R2 Low Density Residential Zone in the *Waverley Local Environmental Plan 2012*.’

AMENDMENT (LAPSED)

Mover: Cr Goltsman

That clause 1 be amended to read as follows:

‘Investigates the intention of rezoning of the Mill Hill Heritage Conservation Area from R3 Medium Density Residential to R2 Low Density Residential, with officers to prepare a report to Council.’

THE AMENDMENT LAPSED DUE TO THE ABSENCE OF A SECONDER.

THE MOVER OF THE MOTION THEN ACCEPTED AN AMENDMENT TO CLAUSE 2.

THE MOTION AS AMENDED WAS THEN PUT AND DECLARED CARRIED.

DECISION

That Council:

1. Proceeds with the rezoning of the Mill Hill Heritage Conservation Area from R3 Medium Density Residential to R2 Low Density Residential.
2. After further investigation, implements all necessary changes to the permitted uses in the R2 Low Density Residential Zone in the *Waverley Local Environmental Plan 2012*.

Division

For the Motion: Crs Betts, Burrill, Fabiano, Gray, Keenan, Lewis, Masselos and Murray.

Against the Motion: Crs Goltsman and Nemesh.

Cr Kay was not present for the vote on this item.

PD/5.2/22.04 Design and Place State Environmental Planning Policy - Submission (SF21/1404)**MOTION**

Mover: Cr Murray

Seconder: Cr Fabiano

That Council endorses the submission to the NSW Department of Planning and Environment attached to the report (Attachment 1) on the draft Design and Place State Environmental Planning Policy.

THE MOVER OF THE MOTION THEN ACCEPTED THE ADDITION OF A NEW CLAUSE 2.

THE MOTION AS AMENDED WAS THEN PUT AND DECLARED CARRIED UNANIMOUSLY.

UNANIMOUS DECISION

That Council

1. Endorses the submission to the NSW Department of Planning and Environment attached to the report (Attachment 1) on the draft Design and Place State Environmental Planning Policy (SEPP).
2. Council requests the Mayor to write to the Minister for Planning in support of the SEPP and its importance in addressing climate change.

Cr Kay was not present for the vote on this item.

PD/5.3/22.04 Planning Proposal - Waverley Heritage Policy Implementation (A20/0261)**MOTION**

Mover: Cr Masselos

Seconder: Cr Keenan

That Council:

1. Notes that the Waverley Heritage Policy was first adopted by Council on 8 June 2021.
2. Notes that Council requested further consideration of the following matters:
 - (a) Western boundary for the O'Brien Estate Urban Conservation Area (UCA).
 - (b) Western boundary for the Bondi Basin UCA (formerly named the Inter-War UCA).
 - (c) Group local listing for 50–58 Campbell Parade.
3. Adopts the amended Heritage Policy with the inclusion of the following amendments:
 - (a) Add a group local listing for 50–58 Campbell Parade.
 - (b) Amend the western boundaries of the O'Brien Urban Conservation Area and the Bondi Basin Urban Conservation Area (as shown in Attachment 1 – Proposed Heritage Maps).
4. Endorses the inclusion of the entire Waverley War Memorial Hospital site bounded by Birrell, Bronte, Church and Carrington Road as a local Heritage Conservation Area for inclusion as part of the planning proposal.

5. Notes the Waverley Local Planning Panel's advice on the Waverley Heritage Policy Implementation planning proposal attached to the report (Attachment 2).
6. Supports the Waverley Heritage Policy Implementation planning proposal attached to the report (Attachment 1) being forwarded to the Department of Planning and Environment (DPE) for Gateway Determination.
7. Notes that the planning proposal will implement the changes in the amended Waverley Heritage Policy, as well as the new proposed Waverley War Memorial Hospital Conservation Area. The planning proposal will also update existing item number A541 to rectify a housekeeping error.
8. Publicly exhibits the planning proposal in accordance with any conditions of the Gateway Determination that may be issued by the DPE.
9. Requests the role of local plan-making authority from the DPE to exercise the delegations issued by the Minister under section 3.36 of the *Environmental Planning and Assessment Act 1979*.

AMENDMENT 1 (WITHDRAWN)

Mover: Cr Betts

Seconder: Cr Burrill

That:

1. The following clause 3(c) be added to motion:

'Any further amendments listed under clause 6 below.'

2. Clause 6 be amended to read as follows:

'Supports the Waverley Heritage Policy Implementation planning proposal attached to the report (Attachment 1) being forwarded to the Department of Planning and Environment (DPE) for Gateway Determination subject to the following amendments:

- (a) Delete item 12, 5 Penkivil Street, Bondi, from Attachment A, Schedule 5, Part 1 Heritage Items – General and the associated Heritage Map.
- (b) Amend the western boundary of the Bondi Basin Conservation area to be the middle of Wellington Street to align it with the western boundary of the O'Brien Estate Conservation Area on Heritage Map Sheet HER_003 (page 104 of the agenda).
- (c) Delete properties in Rickard Avenue from the O'Brien Conservation Area in view of resident objections.

THE MOVER OF THE AMENDMENT THEN WITHDREW THE AMENDMENT.

AMENDMENT 2

Mover: Cr Betts

Seconder: Cr Burrill

That:

1. The following clause 3(c) be added to motion:

'Any further amendments listed under clause 6 below.'

2. Clause 6 be amended to read as follows:

‘Supports the Waverley Heritage Policy Implementation planning proposal attached to the report (Attachment 1) being forwarded to the Department of Planning and Environment (DPE) for Gateway Determination subject to the following amendments:

- (a) Amend the western boundary of the Bondi Basin Conservation area to be the middle of Wellington Street to align it with the western boundary of the O’Brien Estate Conservation Area on Heritage Map Sheet HER_003 (page 104 of the agenda).
- (b) Delete properties in Rickard Avenue from the O’Brien Conservation Area in view of resident objections.

THE AMENDMENT WAS PUT AND DECLARED LOST.

Division

For the Amendment: Crs Betts, Burrill, Goltsman, Kay and Nemesh.

Against the Amendment: Crs Fabiano, Gray, Keenan, Lewis, Masselos and Murray.

THE MOVER OF THE MOTION THEN ACCEPTED THE ADDITION OF A NEW CLAUSE 3(c) AND AN AMENDMENT TO CLAUSE 6.

THE MOTION AS AMENDED WAS THEN PUT AND DECLARED CARRIED.

DECISION

That Council:

- 1. Notes that the Waverley Heritage Policy was first adopted by Council on 8 June 2021.
- 2. Notes that Council requested further consideration of the following matters:
 - (a) Western boundary for the O’Brien Estate Urban Conservation Area (UCA).
 - (b) Western boundary for the Bondi Basin UCA (formerly named the Inter-War UCA).
 - (c) Group local listing for 50–58 Campbell Parade.
- 3. Adopts the amended Heritage Policy with the inclusion of the following amendments:
 - (a) Add a group local listing for 50–58 Campbell Parade.
 - (b) Amend the western boundaries of the O’Brien Urban Conservation Area and the Bondi Basin Urban Conservation Area (as shown in Attachment 1 – Proposed Heritage Maps).
 - (c) Any further amendments listed under clause 6 below.
- 4. Endorses the inclusion of the entire Waverley War Memorial Hospital site bounded by Birrell, Bronte, Church and Carrington Road as a local Heritage Conservation Area for inclusion as part of the planning proposal.
- 5. Notes the Waverley Local Planning Panel’s advice on the Waverley Heritage Policy Implementation planning proposal attached to the report (Attachment 2).

6. Supports the Waverley Heritage Policy Implementation planning proposal attached to the report (Attachment 1) being forwarded to the Department of Planning and Environment (DPE) for Gateway Determination subject to the following amendment:
 - (a) Delete item 12, 5 Penkivil Street, Bondi from Attachment A, Schedule 5, Part 1 Heritage Items – General and the associated Heritage Map.
7. Notes that the planning proposal will implement the changes in the amended Waverley Heritage Policy, as well as the new proposed Waverley War Memorial Hospital Conservation Area. The planning proposal will also update existing item number A541 to rectify a housekeeping error.
8. Publicly exhibits the planning proposal in accordance with any conditions of the Gateway Determination that may be issued by the DPE.
9. Requests the role of local plan-making authority from the DPE to exercise the delegations issued by the Minister under section 3.36 of the *Environmental Planning and Assessment Act 1979*.

Division

For the Motion: Crs Fabiano, Gray, Keenan, Lewis, Masselos and Murray.

Against the Motion: Crs Betts, Burrill, Goltsman, Kay and Nemesh.

C Lynch and S Polkinghorne (on behalf of Uniting) addressed the meeting.

PD/5.4/22.04 Sustainability Expert Advisory Panel (A10/0022)**MOTION**

Mover: Cr Keenan

Seconder: Cr Gray

That Council:

1. Changes the name of the Environmental Sustainability Advisory Committee to the Sustainability Expert Advisory Panel.
2. Adopts the terms of reference for the Sustainability Expert Advisory Panel attached to the report.
3. Invites expressions of interest for the appointment of community sustainability experts to take place in April 2022.

AMENDMENT

Mover: Cr Goltsman

Seconder: Cr Burrill

That clause 2 be amended to read as follows:

‘Adopts the terms of reference for the Sustainability Expert Advisory Panel attached to the report subject to the Chair of the Committee being an expert in environmental sustainability.’

THE AMENDMENT WAS PUT AND DECLARED LOST.

Division

For the Amendment: Crs Betts, Burrill, Goltsman, Kay and Nemesh.

Against the Amendment: Crs Fabiano, Gray, Keenan, Lewis, Masselos and Murray.

FORESHADOWED MOTION

Mover: Cr Goltsman

That Council defers this item to the next Council meeting.

THE MOTION WAS THEN PUT AND DECLARED CARRIED.

DECISION

That Council:

1. Changes the name of the Environmental Sustainability Advisory Committee to the Sustainability Expert Advisory Panel.
2. Adopts the terms of reference for the Sustainability Expert Advisory Panel attached to the report.
3. Invites expressions of interest for the appointment of community sustainability experts to take place in April 2022.

PD/5.5/22.04 20 Illawong Avenue, Tamarama (SF22/866)**MOTION / UNANIMOUS DECISION**Mover: Cr Murray
Seconder: Cr Fabiano

That Council:

1. Supports a planning proposal for the property at 7B and 5 Tamarama Street (legal description being Strata Plan 1737) to rezone the land from R3 to R2, with a maximum height of 8.5 m and FSR of 0.5:1 to match the surrounding R2 zone.
2. Forwards the planning proposal to the Department of Planning and Environment (DPE) for Gateway Determination.

Division

For the Motion: Crs Betts, Burrill, Fabiano, Goltsman, Gray, Kay, Keenan, Lewis, Masselos, Murray and Nemesh.

Against the Motion: Nil.

J Stewart, M Manton, K and T Brooks and R Galt addressed the meeting.

PD/5.6/22.04 Oxford Street Mall Upgrade - Pedestrian Activity Monitoring (A14/0404)**MOTION**Mover: Cr Masselos
Seconder: Cr Keenan

That Council:

1. Notes the activity monitoring of Oxford Street Mall, as set out in Table 1 of the report.
2. Approves the short-term infrastructure upgrades of Oxford Street Mall, as set out in the report, to be undertaken in the 2022–23 and 2023–24 financial years.

3. Undertakes a preliminary strategic audit and scoping exercise of Oxford Street Mall, reviewing the 2004 Graham Jahn masterplan for Oxford Street Mall, with a report on the findings to be prepared to Council.

AMENDMENT

Mover: Cr Betts

Seconder: Cr Burrill

That clause 3 be amended to read as follows:

‘Undertakes a preliminary strategic audit and scoping exercise of Oxford Street Mall, with a report on the findings to be prepared to Council.’

THE AMENDMENT WAS PUT AND DECLARED LOST ON THE CASTING VOTE OF THE CHAIR.

THE MOTION WAS THEN PUT AND DECLARED CARRIED UNANIMOUSLY.

UNANIMOUS DECISION

That Council:

1. Notes the activity monitoring of Oxford Street Mall, as set out in Table 1 of the report.
2. Approves the short-term infrastructure upgrades of Oxford Street Mall, as set out in the report, to be undertaken in the 2022–23 and 2023–24 financial years.
3. Undertakes a preliminary strategic audit and scoping exercise of Oxford Street Mall, reviewing the 2004 Graham Jahn masterplan for Oxford Street Mall, with a report on the findings to be prepared to Council.

PD/5.7/22.04 NSW Public Spaces Charter (A22/0067)**MOTION / UNANIMOUS DECISION**

Mover: Cr Masselos

Seconder: Cr Gray

That Council:

1. Defers becoming a signatory to the NSW Public Spaces Charter.
2. Requests the Mayor write to the Minister seeking clarification on Principle 7 (Local Business and Economies) with respect to allowing commercial activities on the sand that may require a development application.
3. Officers report back to Council with their findings.

**PD/5.8/22.04 Tamarama Park and Beach Plan of Management - Stage 1 Consultation
(A21/0475)****MOTION / DECISION**

Mover: Cr Murray
Seconder: Cr Fabiano

That Council:

1. Commences stage 1 consultation on the draft Tamarama Park and Beach Plan of Management for a minimum 28 days.
2. Officers prepare a report to Council following stage 1 consultation, summarising the consultation outcomes.
3. Note that the draft Plan of Management will be reported to Council prior to public exhibition, which is stage 2 of the consultation.

6. Urgent Business

There were no items of urgent business.

7. Meeting Closure

THE MEETING CLOSED AT 9.22 PM.

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SIGNED AND CONFIRMED
CHAIR
3 MAY 2022

REPORT
PD/5.1/22.05

Subject: Waverley Park Plan of Management - Exhibition

TRIM No: A20/0656

Author: Neal Ames, Recreation and Open Space Planner

Director: Sharon Cassidy, Acting Director, Community, Assets and Operations

RECOMMENDATION:

That Council:

1. Endorses the draft Waverley Park Plan of Management attached to the report.
2. Seeks approval of the draft Plan of Management from the NSW Minister for Planning in accordance with the *Crown Land Management Act 2016*.
3. Authorises the Acting Director, Community, Assets and Operations to make changes to the draft Plan of Management as directed by the NSW Minister for Planning.
4. Publicly exhibits the draft Plan of Management, as amended following feedback from the NSW Minister for Planning, for 42 days.
5. Officers prepare a report to Council following the exhibition period.

1. Executive Summary

This report presents the draft Waverley Park Plan of Management for approval and endorsement. Once the draft Waverley Park Plan of Management is endorsed by Council it will be forwarded to the Minister for Planning for endorsement in accordance with Council's responsibilities under the *Crown Land Management Act 2016*. Once endorsed, a community consultation process will be undertaken with the draft Waverley Park Plan of Management to be presented to the community for feedback.

2. Introduction/Background

Council's Community Strategic Plan 2018-2029 details the following goals for our open spaces:

- 3.1 – Improve health and quality of life through a range of recreational opportunities and quality open spaces.
- 3.2 – Expand the network of parks and open spaces, sporting and recreational facilities.

Council's open spaces are planned for, and managed through, the Open Space and Recreation Strategy (OSRS) and parks plans of management. A plan of management is a document that defines the value, use, management practices, and intent for the public purpose for which the land has been reserved. The Waverley Park Plan of Management (WP PoM 2012) was adopted by Council in 2012. Over the last ten years the Action Plan contained within the WP PoM 2012 has been implemented, with new multi-purpose courts, amenities building, synthetic cricket training nets, St Marys Avenue parking, cricket site screens, synthetic field, lighting, path and landscape upgrades completed.

Since Council's adoption of the WP PoM 2012, Crown Lands updated the *Crown Land Management Act 2016* (CLM Act), which came into effect in June 2018. This legislation requires Council to update all our plans of management by June 2023. In October 2020, Council resolved to update a priority list of Plans of Management (PoM) to comply with the new CLM Act. To meet Council's obligations for Crown Land, it is now time to update the Waverley Park PoM.

The Waverley Park PoM is the first PoM drafted since the OSRS was adopted by Council in April 2021. The OSRS helps to understand the priorities for our parks to deliver quality greenspace and community recreation outcomes, as well as provide direction in their management. In addition, the recent Inclusive Play Study has further defined how Council plans and upgrades play spaces. All the preliminary ideas presented in the engagement material have been identified through these existing Council strategies. These strategies are based on community feedback and independent expert advice.

The initial consultation for the plan of management undertaken in late 2021 sought to understand how the park was used, level of satisfaction with the park's facilities, and how the community wanted to see the park used in future. In addition, some preliminary ideas for improvements were made available for feedback. These ideas were based on actions identified in Councils Open Space and Recreation Strategy (OSRS), Play Space Strategy, Inclusive Play Strategy and the WP PoM 2012. The feedback received through the initial consultation with both the community and key stakeholders, such as sporting clubs have been incorporated into the draft management plan.

Feedback was sought through an online survey, and the consultation was promoted by on-site posters, letterbox drops and email inviting residents to have a say. A series of stakeholder meetings took place with Sydney Water and sporting clubs who use Waverley Park. Council officers also hosted a series of webinars with the community. These webinars replaced face-to-face site meetings due to COVID-19 restrictions. In addition, a webinar briefing for Councillors was conducted on 28 September 2021.

Council and Crown Lands are required to formally endorse the draft plan and then the final plan. A project time frame was provided to all councillors at the Councillor workshop in March 2022 and is detailed below.

3. Relevant Council Resolutions

Meeting and date	Item No.	Resolution
Council 15 March 2022	CM/7.11/22.03	<p>That Council:</p> <ol style="list-style-type: none"> Notes the results and recommendations from initial Waverley Park Plan of Management community consultation. Proceeds to second stage community consultation to confirm fitness station concept design. Notes that the playspace and intergenerational fitness designs will be reported to Council at the May 2022 Council meeting. Notes the feedback received on the proposed Indoor Cricket Nets Facility concept design. Does not include provision for an Indoor Cricket Net Facility in the draft Waverley Park Management Plan Collaborates with Eastern Suburbs Cricket Club Cricket to address shortfalls in indoor training facilities, including

		<p>consideration of appropriate existing facilities across the local government area.</p> <p>7. Notes that Council officers will present a report to Council on the draft Waverley Park Management Plan for endorsement and approval for community consultation in April 2022, which will also include sending the draft to the Minister for Planning for approval.</p>
<p>Operations and Community Services Committee 12 October 2021</p>		<p>That Council:</p> <ol style="list-style-type: none"> Continues with stage 1 consultation on the Waverley Park Plan of Management for a minimum 28 days, including specific consultation on the play space, fitness station (excluding the smaller fitness pods) and indoor cricket nets training facility: <ol style="list-style-type: none"> Noting that additional information will be provided on Council's website to support the Have Your Say website survey, including elements from Council resolution PD/5.3/20.11 concerning the indoor cricket nets training facility, provision of amenities and layout and location of the commercial café Subject to not considering alternative surfaces such as hybrids or synthetics. Notes that an email update on consultation outcomes for the Waverley Park Plan of Management, play space, fitness station and indoor cricket nets training facility will be provided to Councillors in November 2021. Subject to consultation outcomes, prepares a concept design for the play space and fitness station, with a report to Council in February 2022. Officers prepare a report to Council following the stage 1 consultation, summarising the consultation outcomes and presenting the draft Plan of Management for public exhibition. Notes that the time frame for endorsing a new Waverley Park Plan of Management has been extended and the expected timing for commencing construction of the indoor cricket nets is 2023 at the earliest. Investigates options to prioritise the following works, with a report to be prepared to Council detailing the scope and funding required: <ol style="list-style-type: none"> Combining and better configuring the two change rooms (Sports Court and Away Team/Visitors) to the

		<p>immediate south of the centre stairwell of the Margaret Whitlam Recreation Centre at the level of the playing field, subject to consultation with the Eastern Suburbs Cricket Club and other regular users of the facility.</p> <p>(b) Removing the non-structural blade wall at the northern end of the Margaret Whitlam Recreation Centre on the eastern side of Waverley Oval at the level of the playing field to provide much improved amenity and line of sight to the playing area.</p>
Council 20 April 2021	CM/7.6/21.04	<p>That Council:</p> <ol style="list-style-type: none"> Notes the feedback received on the draft Open Space and Recreation Strategy during the public exhibition period between September and November 2020. Adopts the Open Space and Recreation Strategy attached to the report (Attachment 1) subject to the following amendment: <ul style="list-style-type: none"> (a) Page 216 of the attachments under separate cover, after the first paragraph – Insert the following: <p>‘Section 2 of the <i>NSW Constitution Act 1902</i> recognises that Aboriginal people, as the traditional custodians and occupants of the land in New South Wales have a spiritual, social, cultural and economic relationship with their traditional lands and waters, and have made, and continue to make, a unique and lasting contribution to the identity of the State.’</p>
Council 20 October 2020	CM/7.6/20.10	<p>That Council:</p> <ol style="list-style-type: none"> Pursuant to section 3.23 of the <i>Crown Lands Management Act 2016</i>, gives notice to the Minister administering the <i>Crown Lands Management Act 2016</i> of the initial categorisation of Bondi, Bronte, Tamarama and Waverley Parks Crown Reserves as detailed in Attachment 1 of the report. Authorises the General Manager to approve any minor amendments to the initial categorisations that may be required by Crown Lands. Notes that plans of management prepared prior to 2018 are required to be updated to comply with the new <i>Crown Lands Management Act 2016</i>. Updates the plans of management as prioritised in the report. Notes that the plans of management listed as a priority

		<p>will be updated concurrently, and that the General Manager may reprioritise plans of management to respond to Crown Lands requirements if they change.</p> <p>6. Writes to the Crown Lands Area Manager requesting them to:</p> <p>(a) Appoint Council as Crown Land Manager for Gaerloch Reserve, Eastern Reserve, Raleigh Reserve and Clarke Reserve, which are devolved lands.</p> <p>(b) Formally confirm the earliest permissible time for the lodgement/assessment of the development applications for the Bondi Surf Life Saving Club and Bronte Surf Life Saving Club.</p> <p>7. Notes that there are capacity issues in completing all the requirements by the current deadline and that there are discussions underway with Crown Lands in relation to a possible extension of deadline and programming of work.</p> <p>8. Investigates options for recognising the cultural significance of land to First Nations people in NSW within plans of management.</p>
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4. Discussion

What is different

The draft Waverley Park Plan of Management includes a number of inclusions that are in addition to management plans that Council has produced in the past. The following highlights should be noted:

- More focus on Traditional Owner connection with the park, including the official Native Title declaration. The plan highlights that Council is demonstrating its commitment to Traditional Owner connections to Country through not extinguishing any future claims over the park under the Native Title Act.
- The plan sets out the planning hierarchy that directs the development of management plans, including other Council strategies that direct open space planning.
- The open spaces of Waverley will face challenges in the future, including from over-use of our parks, to challenges from climate change. Therefore, the draft Waverley Park Plan of Management has been developed through an adaptive management model. This model, known as Thresholds of Change, is discussed in the plan, and will form the basis of management and maintenance decisions made for the park. This model will allow Council to clearly explain to the community management decisions, as well as manage the park for future generations.
- The plan discusses the concept of carrying capacity, defines what it is, and creates a narrative that clearly explains to stakeholders, including sports clubs, that the park has a limit to how much visitation can be sustained, and that Council will manage within the parks carrying capacity.

What's next

We are now at the next step, as set out in the Crown Land Management Act (2017) and require Council endorsement of the draft, followed by the Minister's endorsement and then seek community feedback. Council endorsement of the draft does not mean the end to councillor's input and further opportunities will be made available for councillors to provide their input into the draft. The draft Waverley Park PoM is attached.

5. Financial impact statement/Time frame/Consultation

The PoM development is expected to be completed within the allocated budget. Several projects will result from the Action Plan that will be developed as part of the PoM. These projects will be funded from future capital works budgets and will be identified accordingly in the Long-Term Financial Plan. Other actions are expected to be funded by Council's operational budget. Some projects are suitable for a range of Federal and State grant programs and the Plan of Management will provide weight to these applications.

Time frame

The time frame for development of the Waverley Park PoM is outlined in the following table:

Table 1. Time frame.

Serial	Activity	Date
1	Waverley Park Plan of Management, startup and background studies	May – Aug 2021
2	Initial Engagement Phase, including stakeholder engagement	Aug – Sep 2021
3	Council briefing	28 Sep 2021
4	Council report on engagement to Committee meeting	12 Oct 2021
5	Initial Engagement Phase resumed	Oct – Nov 2021
6	Email update to Council on playspace, fitness and cricket facility results	Nov 2021
7	Report to Council on PoM engagement for public exhibition	Mar 2022
8	Report to Council on draft PoM	May 2022
9	Draft to Crown Land to approve for public exhibition	May 2022
10	Draft Plan of Management engagement (public exhibition)	May – Jul 2022
11	Integrate feedback changes into final management plan	Jul – Aug 2022
12	Final management plan to Council for endorsement	Sep 2022
13	Endorsed management plan to Department and Minister	Oct 2022

Consultation

Initial engagement was conducted from mid-October to mid-November 2021. In December 2021 an email update to Councillors detailed the results of engagement and sought approval to continue with the development of the draft PoM. During Mar 2022 a Councillor briefing on the results of the initial consultation was conducted as well as a Council report detailing the consultation outcomes and presenting the engagement summary report.

Once endorsement is received from the Minister for Planning, the draft PoM will be placed on public exhibition for a period of 42 days.

6. Conclusion

The engagement process has been vital for the future management of Waverley Park. The draft WPMP will be provided to the Minister for Planning, and once endorsed will be provided to the community for their feedback. This is an important step in the development of this critical planning document.

7. Attachments

1. Draft Waverley Park Plan of Management (under separate cover) .

REPORT
PD/5.2/22.05

Subject: Social and Affordable Housing Review Project - Findings and Recommendations

TRIM No: SF20/3503

Author: Andrew Best, Executive Manager, Property and Facilities
Tim Sneesby, Manager, Strategic Planning
Annette Trubenbach, Executive Manager, Community Programs

Director: Sharon Cassidy, Acting Director, Community, Assets and Operations

RECOMMENDATION:

That Council:

1. Notes the findings and recommendations of the Social and Affordable Housing Program and Portfolio Review Report prepared by SGS Economics and Planning attached to the report.
2. Updates the Affordable Housing Program Tenancy Policy to target highest priority households that are in severe housing stress to maximise the social outcomes achieved from Council's affordable housing portfolio.

Endorses the award of a new contract to a community housing provider to manage Council's social and affordable housing tenancies following a tender process, with the new contract to reframe maintenance responsibilities and contain a robust performance management framework to ensure improved outcomes for tenants and Council, with a report to be prepared to Council to endorse the award of the contract.
3. Continues to support the funds raised through voluntary planning agreements to be paid into the Affordable Housing Contributions Reserve to be used to fund additional housing to expand Council's affordable housing portfolio only, in accordance with the Planning Agreement Policy.
4. Endorses entering a new partnership with a community housing provider to deliver additional housing stock under a delivery contract via an open tender process, noting that the partnership will allow Council to leverage off a community housing provider's access to significant State and Federal funding to increase Council's affordable housing portfolio, with a report to be prepared to Council to endorse the award of the contract.
5. Pursues additional opportunities outside of the community housing provider delivery contract to further increase housing stock, including regional partnerships or alternative models that may present themselves in the affordable housing space.
6. Notes that Council submitted the Affordable Housing Contributions Scheme to the Department of Planning and Environment in April 2021, with a decision expected by mid-2022.
7. Notes that it is proposed to retain vacant units in the portfolio to be used to temporarily house tenants from those units in the greatest need of refurbishment to allow for the asset management backlog to be addressed, with this only taking place if the vacant unit is in a satisfactory condition

and meets the tenants' needs.

1. Executive Summary

In October 2020, SGS Economics and Planning was appointed to undertake a holistic review of Council's Social and Affordable Housing (SAH) Program and Portfolio. The review project commenced in late 2020 with the final report being issued in April 2021. The report provides analysis in the following three key focus areas.

- Review of current management model and service delivery.
- Asset Management of the existing housing stock.
- How to deliver Council's goal of increasing social and affordable housing stock.

Several alternative management and delivery models were analysed as part of the review and input received from Councillors during two workshops and an online survey. The feedback received indicated there was a clear preference for Council to retain control and ownership of the social and affordable housing portfolio.

The high-level recommendation of the report is that Council retain and improve the current management approach for the Social and Affordable Housing program, with Council maintaining ownership of current housing stock and a Community Housing Provider (CHP) managing the tenants on Council behalf under a new contract that contains a robust performance management framework that is closely managed by Council officers.

Through its adoption of the Waverley Local Housing Strategy in June 2020, Council identified the expansion of its social and affordable housing portfolio as a priority action. The consultant's report recommends establishing enhanced partnerships for delivery with the community housing sector (as a separate delivery contract procurement process), possibly in partnership with a neighbouring Council. It is recommended that in a partnership model Council use contributions to leverage opportunities for CHPs to access Australian government financing support to expand the portfolio.

The report outlines that a key element of retaining the current approach is the need for significant modification to the financial model for the SAH program, to include additional funding annually as part of Council's Long Term Financial Plan (LTFP) for asset renewal, to ensure the condition of Council's housing stock is brought up to and maintained at an agreed service level.

This report provides a summary of the consultant's specific findings and recommendations in each of the three key focus areas with officer comments or recommendations provided against each item. This report seeks Council support to implement a range of specific recommendations as summarised in the report and included in the report resolutions.

2. Introduction/Background

In June 2020, Council endorsed the Waverley Local Housing Strategy (2020-2036) which included as a priority action Council's goal to increase the provision of affordable rental housing and social housing.

In September 2020, Council endorsed the Waverley Council Property Strategy (2020-2024) which included as a strategic action for officers to undertake a holistic review of Council's social and affordable housing property portfolio and program.

A Social and Affordable Housing Internal Working Group was established to oversee the delivery of the review project. The group comprises officers from the Property and Facilities, Community Programs and Urban Planning, Policy and Strategy departments.

In October 2020, SGS Economics and Planning was appointed to undertake a holistic review of the social and affordable housing program and portfolio. In early 2021 a Councillor workshop was facilitated by the consultants to seek Councillor input into desired outcomes from the review project. A further Councillor workshop was held at the end of the review where high level findings were presented and discussed. The final consultant's report is provided as Attachment 1 to this report.

Council endorsed the re-establishment of the Housing Advisory Committee (HAC) in October 2020. The Committee was reconstituted in early 2021 to explore and provide feedback on Council's social and affordable housing programs. The objective of the committee is 'to enable detailed consideration of analysis, service and program information on Social and Affordable Housing in the context of Council strategic and operational goals, and to provide perspectives and comment for consideration by both Council staff and Council.'

The Committee is advisory to Council and provides a variety of perspectives on matters such as housing needs, priorities, and potential approaches to achieving growth in provision. Following Council's endorsement, it is proposed that officers prepare a briefing session for the HAC to seek their feedback particularly in relation to the recommendations relating to increasing housing provision, and the identification of specific target groups.

This report summarises the key consultant findings and recommendations aimed at enhancing the delivery of the service, to meet Council's strategic goals in respect of the service and to ensure that existing housing stock is adequately maintained into the future. Officer comments or recommendations for endorsement by Council have been provided in relation to each of the consultant's recommendations.

The recommendations seek to improve the current management model for the social affordable housing service, to expand the provision of affordable housing stock, to ensure that the existing asset management backlog is addressed, and to ensure Council's housing portfolio is adequately maintained into the future.

3. Relevant Council Resolutions

Meeting and date	Item No.	Resolution
Council 20 October 2020	CM/7.15/20.10	That Council: <ol style="list-style-type: none"> Reinstates the Housing Advisory committee. Adopts the Housing Advisory Committee Terms of Reference attached to the report (Attachment 1). Appoints the Mayor, Cr Masselos, as the Chair, Cr Lewis, Cr Keenan and Cr Betts as members of the Committee. Seeks expression of interest for up to four community representative members of the committee to serve a 19-month term from their appointment in February 2021 to September 2022.
Strategic Planning and Development Meeting 1 September 2020	PD/5.1/20.09	That Council: <ol style="list-style-type: none"> Adopts the Property Strategy 2020-24 attached to this report (Attachment 1), subject to the following amendments: <ol style="list-style-type: none"> Amend Introduction (page 3) as follows:

		<p>‘Waverley Council (Council) is responsible for the management of property including land and built assets across the 9.2 km² of the local government area. Council’s land and building portfolio has a value of \$583 million, of which \$156 million is Crown Land, including the buildings upon it.’</p> <p>(b) Amend Scope (page 3) as follows:</p> <p>‘This Property Strategy applies to all Council property assets (land and buildings), that are either Council owned or managed (including Crown land), whether in full or part, or occupied by Council as lessee.’</p> <p>(c) Add the following sentence at the end of Scope (page 3):</p> <p>‘Council owns considerable road assets which are not included in the scope of this Strategy. Council-owned roads are managed through Council’s Strategic Asset Management Plan (SAMP).</p> <p>(d) Delete the word ‘demands’ from the first dot point under Key Principle 3 (page 10).</p> <p>2. Adopts the Leasing and Licensing on Council Managed Land Policy attached to this report (Attachment 2).</p> <p>3. Adopts the Property Acquisition and Disposals Policy attached to this report (Attachment 3).</p> <p>4. Adopts the Commercial Property Policy attached to this report (Attachment 4).</p> <p>5. Notes the status of the projects identified in the Property Strategy as strategic actions, to be delivered in the current financial year.</p>
Council 2 June 2020	CM/7.2/20.06	<p>That Council:</p> <p>1. Adopts the Waverley Local Housing Strategy attached to this report.</p> <p>2. Forwards the Waverley Local Housing Strategy to the Department of Planning, Industry and Environment for assurance.</p>

4. Discussion

The review project focused on three key areas

1. Review of current management model and service delivery.

2. Asset Management of the existing housing stock.
3. How to deliver Council's goal of increasing social and affordable housing stock.

This report will summarise the consultants' detailed findings and recommendations in each of the three key focus areas and provide commentary in respect of each.

Review Area 1 – Current management model and service delivery

A high-level summary of Council's current Social and Affordable Housing Program management model is provided below.

Service model

- Two services/portfolios – Affordable Housing and Social Housing. Council owns outright or in partnership with NSW Government or a Community Housing Provider (CHP).
- Delivery of service through management contract with a CHP. Complex issues with the properties or tenants are referred to Council staff.
- The current management contract is with Bridge Housing and expires in March 2023.

Target groups

- Majority of tenants are single person households. Number of single female households has increased as a proportion over time which is reflective of broader societal trends.
- Survey identified in 2020 an overall satisfaction rating of 92% in Waverley tenants with around half of Waverley's tenants responding to the survey.

Funding and financing

- Maintenance of existing portfolios is funded from rents, alongside other administrative expenses.
- General Council rates not used to subsidise the program – intended to be 'self-funding'.
- Surplus funds returned to the reserves for each portfolio. Reserve balance fluctuates with upgrades to properties. Current reserves are restricted.
- Current projects to address backlog of asset renewal through reserve funding where possible, including SAMP 10-year program.

Asset management

- Most of Council's Social Housing portfolio has been deemed to be of 'fair' condition and well maintained to an appropriate standard—though this is weighted to external/structural elements rather than internal.
- Age of Council's existing stock varies substantially. Made up of mostly 1-bed units, with some studio and 2-beds.
- Council's SAMP is transitioning to a 'Cost to agreed service level,' to achieve good internal standard for dwellings.
- At the time of the report, condition assessments have not been undertaken on the affordable housing portfolio and therefore capital renewal costs are not captured in SAMP budgets.

Delivery model

- Funding for new housing highly reliant on the Planning Agreement Policy, revenue from which is uncertain. Limited large scale redevelopment prospects left in the local government area (LGA).
- Delivery hampered by high land and unit prices.

- Opportunities to redevelop existing Council sites appears limited, though there may be opportunities with Not-for-Profit organisations.

The consultant provided some high-level observations in relation to Council's current management model of its Social and Affordable Housing Program. They identified that:

- There is a considerable need for additional social and affordable housing, due to high housing costs and housing stress for low-income households. Lone person households projected to remain in most stress to 2036.
- There is an asset maintenance backlog for the existing housing stock. Lifecycle costs for assets in the portfolio need additional funding allocated or risk deterioration of the stock.
- Council has had trouble in procuring new stock in Waverley LGA with high costs and limited redevelopment opportunities.
- A range of different approaches could be considered for social and affordable housing service – including better utilising CHP sector capacity and scale for financing, delivery and management – though high costs in eastern suburbs may still be an issue.
- The current financial position of the program is not self-funding when Asset Maintenance liabilities are considered.

The consultant undertook analysis of several alternative management options as part of the review. It became clear through the workshops undertaken with Councillors that Council wished to retain direct management of the service and as such the consultants have recommended that the management model be retained but have made the following recommendations aimed at improving the current model. Council should:

- (a) Refine the target groups for the Waverley Affordable Housing Program (WAHP) from targeting low-moderate income households to targeting as the highest priority lone person households in severe rental stress, single parent households in severe rental stress (where properties are available). Better social outcomes will be gained if there is less of a focus on providing housing to households on moderate incomes (and for example key workers) due to the limited housing that Council will be able to supply. This will require updates to Council's tenancy policies.

Officer comment – The feedback of the Housing Advisory Committee will be sought in relation to the updating of target groups and Council's policy. The internal working group to be tasked with updating Council's current policy position to ensure that increased social outcomes are provided through Council's management of the service. The updated policy will be presented to Council for endorsement prior to going on public exhibition.

- (b) Retain the current approach that has a CHP managing the social and affordable housing tenants for Council, and in future contracts reframe responsibilities of the CHP for proactive and responsive maintenance (and planning) including funding, established in a plan delivered by the CHP and monitored by Council. The services of future contracts for management should be delivered through a robust performance management framework that draws positive and proactive outcomes for tenants and Council, including asset management KPIs and achievement of agreed service levels.

Officer comment – To undertake a Tender process to award a new contract to a CHP prior to the expiry of the current contract with Bridge housing in March 2023. The Tender should address the issues identified with the current contract as identified in the review to ensure that a better-quality service is provided.

- (c) Better integrate property asset management, major projects and SAH service functions internally with focus on developing the capacity/expertise for significant asset renewal over next 10 years. In

addition, this integration should deliver integrated asset management system and processes that enables sharing of common data between the asset management team and the SAH services team. Stronger integration between the teams will be essential for major asset renewal, that will require effective engagement and trust being developed with tenants who will be impacted.

Officer comment – As part of the Organisational Development Program and Structure Review presented to the 12 April 2022 Council meeting, it is proposed that the responsibility for the procurement and ongoing management of a new CHP contract be repositioned to within the Property and Facilities team. It is intended that the new contract will leverage off a CHPs capacity to effectively deliver capital renewal works to alleviate the asset management back log that exists across the portfolio. In addition, the inter-departmental Social and Affordable Housing Internal Working Group will continue to meet to coordinate the work required to implement the review recommendations and to incorporate feedback received through the Housing Advisory Committee into these actions.

- (d) Review the financial model for the SAH program by providing the additional capital renewal funding identified in this report on an annual basis to ensure a financially sustainable program. This will allow for the achievement of the agreed service level standard for both the social housing and affordable housing portfolios through the next SAMP update and funding within the Council Long-Term Financial Plan.

Officer comment – Recommendations in relation to the asset management model and service levels are provided in Review Area 2 below.

Review Area 2 – Asset Management of the existing housing stock.

The review identified the need for several improvements in relation to the way that Council currently coordinates the asset management of its Social and Affordable housing stock with a focus on facilitating significant asset renewal over the next 10 years. The condition assessments undertaken in 2018 showed the internal fit outs of some units being in a sub-standard condition. It should be noted that condition assessments are being undertaken on Council's entire social and affordable housing portfolio as part of the development of SAMP 6, which includes the provision of a fifteen-year capital expenditure plan.

The consultant has made the following recommendations regarding the asset management of the existing housing stock.

- (a) Develop a clear definition for the Service Level for the social and affordable housing units that aligns with Council's asset condition standard. Council through the development of SAMP 6 has indicated it is moving from 'Cost to Satisfactory' which generally compares with 'fair' condition (also identified as condition 3) to 'Cost to Agreed Service' a standard that aligns with community expectations and could be higher than 'fair' condition. The informal standard for SAH units of a 'nice place to live' should be developed into a clear definition of a standard that is aligned with Council's asset condition standard.

Officer comment – This recommendation has already been adopted. All Social and Affordable Housing properties have been assessed as part of the building portfolio condition assessment project currently underway. The properties have been integrated into Council's existing asset management framework, utilising the existing category structure of 1 – Very Good to 5 Poor.

- (b) Establishment of a 15-year capital renewal expenditure plan for the Affordable Housing portfolio based an assessment of the current condition and considering the standard of maintenance that aligns with Cost to Agreed Service. Noting that some housing units appear to be approaching 20-years since its last major renewal, urgent attention is required.

Officer comment – This recommendation has already been adopted. The building portfolio condition assessment project currently underway includes assessments of the internal fit outs of all Affordable Housing units and an update in relation the condition of Council's Social Housing stock. The assessments include a 15-year capital maintenance renewal program which has been included in future year SAMP estimates in the LTFP and which prioritises the units in poorest condition to bring them up to a good condition. The project is expected to be completed in June 2022.

- (c) Review of the 15-year capital renewal expenditure plan for the Social Housing portfolio based an assessment of the current condition and considering the improved service level standard of maintenance that aligns with Cost to Agreed Service principle. The update of the 2018 capital renewal expenditure plan for the Social Housing portfolio is also required as a matter of priority.

Officer comment – This recommendation has already been adopted as outlined above.

- (d) Council demonstrate leadership in delivering compliance upgrades, including disabled access and BCA compliance as part of the capital renewal program, to ensure that Council housing assets meet current accessibility requirements.

Officer comment – The condition assessment project currently underway includes an audit of all Council buildings from a compliance perspective. It should be noted that given the age of some of the Social Housing unit blocks they do not meet current BCA/DDA standards e.g. provision of lifts. It would be expected that full DDA/BCA compliance would be achieved through any future large-scale redevelopment of the buildings.

- (e) Noting the extent and complex nature of the asset renewal requirements over the next 10 years, adopt a program management approach with adequately structured governance arrangements for this extensive capital renewal program. This could mean resourcing of Council's major projects team to achieve the 10-year renewal plan, which would require an expertise in the PMO and/or in project management of building projects.

Officer comment – The capital renewal expenditure program being developed as part of the current building portfolio conditions assessment project identifies priority upgrades to be delivered as part of Council's annual building renewal program. There is the opportunity through the award of a new CHP contract to leverage off a CHPs experience, and established framework for delivery of maintenance across their portfolio. It is proposed to the requirement for the CHP to deliver and coordinate upgrades is included in the Tender specification for the upcoming procurement of a CHP.

- (f) Retain as vacant a number of affordable housing units, as they fall vacant, to be used as part of the asset renewal program. The purpose will be to allow opportunities for capital renewal to occur in tenanted SAH units, with the opportunity for current tenants to temporarily relocate in the local area while these works are undertaken. This would need to be made available with considerable sensitivity to the needs of current tenants, and temporary relocation should be offered on a voluntary basis only with support from Council to manage this disruption. This would potentially allow greater speed of delivery of asset renewal plans aimed at ensuring units meet an agreed service level.

Officer comment – As highlighted earlier in the report, there is an identified asset management backlog across Council's housing portfolio. The issue of how best to carry out the necessary upgrades while minimising disruption to the tenants will need to be coordinated with care. It is proposed to relocate the tenants from the unit most in need of refurbishment as identified through the condition assessment project into the next unit that becomes vacant that is in a good condition and meets the tenants needs. This process will be repeated until such time as the backlog can be addressed.

Review Area 3 – Planning and delivery of additional social and affordable housing stock.

One of the strategic goals identified in the Local Housing Strategy endorsed by Council in June 2020 is the desire to increase the service through the expansion of its SAH stock. The review project undertook an analysis of several alternate delivery models to achieve this goal.

The review report highlights the following actions that could be considered as part of Council's future planning for the expansion of its SAH stock.

- (a) Introduce in the short-term a SEPP 70 affordable housing contribution scheme for the LGA as the basis for securing affordable housing contributions long-term, in identified precincts or sites where rezoning is being proposed.
- (b) Advocate to the NSW government that the application of an inclusionary approach, with a low rate for all residential and non-residential development in the LGA, is the preferred long-term mechanism to implement SEPP 70 in Waverley and allow Council to provide additional supply of social and affordable housing.

Officer comment – The above two recommendations have already been adopted. The Waverley Affordable Housing Contributions Scheme has been submitted to the Department of Planning and Environment in April 2021 and is awaiting a decision. The Scheme identifies a specific percentage of 1% on all new residential apartment development to be affordable and 10% on sites receiving uplift through planning proposals. Officers expect to be advised of the outcome in mid-2022.

- (c) Raise concerns with the NSW government regarding the recently announced reforms that would act to restrict the ability of Council to utilise Voluntary Planning Agreements for affordable housing contributions.

Officer comment – This recommendation has already been adopted. A Council submission was made objecting to these reforms to the NSW Government.

- (d) Continue to explore establishment of alternate recurrent funding through the planning system e.g. contributions from commercial floorspace to provide recurrent lease income for Council that may be used for affordable housing delivery.

Officer comment – This recommendation has already been adopted. The VPA for the Whitton Lane office suites which Council has recently taken into its portfolio requires that the annual rent received is to be paid into the Affordable Housing Contributions Reserve to be used to increase the affordable housing portfolio.

- (e) Retain current Reserve funding that has been collected specifically for the purpose of funding additional affordable housing provision, through contributions from developers, for the delivery of additional social and affordable housing provision that expands the current portfolio.

Officer comment – This recommendation reinforces the intent of the funds collected from VPAs being for the delivery of additional housing, not the maintenance or capital renewal of housing, as this monetary contribution is effectively in lieu of floorspace. The intent is that the Affordable Housing Program Reserve, which collects surplus rental funds from the program, would be used to fund the affordable housing service including maintenance and renewal, while the Affordable Housing Contributions Reserve collected from VPAs is used to fund additional housing.

- (f) Establish a partnership with a Community Housing provider to deliver additional social and affordable housing, seeking to leverage the community housing sectors access to finance from the Australian Government for the delivery of future affordable housing. These should test the

market through a competitive process that allows for competition based on CHPs demonstrating additional value in SAH provision, potentially for 5-year delivery contracts.

- (g) Investigate whether these delivery partnerships would best leverage additional value if transfer of the ownership of new SAH stock to a delivery CHP was included. In principle it is recommended that Council not increase its ownership of additional SAH assets and seek CHP ownership and responsibility for future SAH and the asset management responsibilities on the condition that the housing is retained in perpetuity for affordable housing, with access by the Waverley community.

Officer comment – CHPs have access to significant State Government grant funding to deliver new affordable housing stock in addition to low-cost loans from NHFIC National Housing Finance and Investment Corporation. Council leveraging off the CHPs access to these funds is considered the most effective way by which Council is able to expand its affordable housing portfolio. It should be noted that any additional housing stock gained via this model will be owned by the CHP and not Council.

Regarding (f) and (g), It is recommended that Council supports establishing a new partnership with a CHP to deliver additional housing stock under a five-year delivery contract. Any future Tender would require the CHP to demonstrate their expertise and experience in successfully accessing state and federal funding.

The proposed new delivery model to be presented to the HAC for their feedback, with a report to be brought back to Council for endorsement.

- (h) Expand the region in which Council seeks to deliver future affordable housing to include the Waverley LGA, the Randwick LGA, and the Woollahra LGA, to allow greater opportunity for partnerships and to achieve better value for money in delivery of additional stock.
- (i) Investigate opportunities for regional collaboration (through pooling of funds and joint procurement of delivery partnerships) to part fund new social and affordable housing stock, particularly with neighbouring Councils such as Randwick Council that may have established an affordable housing contribution and are envisaging significant contributions being realised as a result of development.

Regarding (h) and (i), it is recommended that Council supports pursuing opportunities for the delivery of additional housing stock through regional partnerships e.g. entering into a delivery contract with CHP in partnership with a neighbouring Council.

- (j) Continue to explore partnership opportunities on a case-by-case basis with CHPs, not for profits, and other landholders that facilitate additional affordable housing supply.

Officer comment – It is important that Council remains agile in the affordable housing space and is open and able to respond when new potential delivery models present themselves. As such a new delivery contract with a CHP would not provide exclusivity so that officers are able to respond to new opportunities that may arise with potential partners.

5. Financial impact statement/Time frame/Consultation

The Housing Advisory Committee was reconstituted in early 2021. Following Council's consideration of the consultant's report and endorsement of the recommendations in this report, it is proposed that officers prepare a briefing session for the HAC to seek their feedback particularly in relation to the report recommendations related to delivery options to increase service provision and updates to target groups and Council's policy position.

It is proposed that the Social and Affordable Housing Internal Working Group continue to meet in the coming months to ensure that the recommendations are implemented, and the necessary further work is progressed through a multi departmental response.

6. Conclusion

An internal working group was established in late 2021 to oversee the delivery of the Social and Affordable Housing Review project. The group comprises of officers from the Property and Facilities, Community Programs and Urban Planning, Policy and Strategy departments.

As part of the project SGS Economics and Planning were engaged to undertake a detailed and holistic review of Council's affordable housing program. Through consultation undertaken with Councillors during the review project it was established that Council wished to continue with the direct management and ownership of its program and portfolio.

This report seeks Council endorsement of a number of recommendations based on the consultants' findings that aim to improve the current management model for the social affordable housing service, to expand the provision of affordable housing stock, to ensure that the existing asset management backlog is addressed, and to ensure Council's housing portfolio is adequately maintained into the future.

Following Council endorsement of this report the Internal Working Group will continue to meet to coordinate the implementation of the recommendations. Further input will be sought from the HAC during this phase of the project and further reports will be brought back to Council as required.

7. Attachments

1. Social and Affordable Housing Program and Portfolio Review – Final Report (under separate cover) .

REPORT
PD/5.3/22.05

Subject: 87-99 Oxford Street and 16-22 Spring Street, Bondi Junction - Classification of Land

TRIM No: SF18/2505

Author: Jaime Hogan, Senior Strategic Planner

Director: George Bramis, Acting Director, Planning, Environment and Regulatory

RECOMMENDATION:

That Council:

1. In accordance with section 34 of the *Local Government Act 1993*, publicly exhibits for 28 days its intent to classify as operational land the commercial office Suites 2, 4, 5 and 6 of 87–99 Oxford Street, Bondi Junction, and Suite 1 of 16–22 Spring Street, Bondi Junction (Lots 128, 129, 131, 132 and 133 of DP 1274466).
2. Creates a covenant under section 88D of the *Conveyancing Act* for transparency regarding the use of the premises.

1. Executive Summary

This report relates to the ongoing management of a voluntary planning agreement (VPA) associated with the approved development application (DA-498/2017) at 87–99 Oxford Street and 16–22 Spring Street, Bondi Junction. The Planning Agreement relates to the dedication of 505sqm of commercial floor space and associated common space to Council for the purpose of leasing the premises and 100% of the resultant funds being dedicated to Council's affordable housing fund.

In regard to the future use of these lots, under section 31(2) of the *Local Government Act 1993*, there is a requirement for Council to classify land before it acquires it, or within three months after it acquires it.

If this does not occur within three months of acquiring the land, then section 31(2A) states the land is taken to have been classified under the *Local Government Act* as community land and in the current circumstances these lots are unable to be leased out as required by the VPA.

In addition, this report recommends that a public positive covenant is created under section 88D of the *Conveyancing Act 1919* to impose obligations on the owner of the land to ensure the continuous public purpose of the use of the land.

2. Introduction/Background

The development application was approved by the Sydney Eastern City Planning Panel on 13 December 2018 for the demolition of existing buildings and construction of 14 storey mixed use building with four levels of basement car parking and offer to enter into a VPA to the value of \$5,164,236.85.

Council officers initiated negotiations for an in-kind dedication of commercial floor space on level one of the approved development in lieu of the monetary contribution. The contribution enabled the acquisition

of 505sqm of commercial floor space and associated common space. The net revenue from the leasing of commercial tenancies would fund a public purpose, in this instance the funds going directly to Council's affordable housing fund.

Council's Planning Agreement Policy allows for in-kind contributions, as well as monetary contributions. The main in-kind contributions that it allows for are affordable housing and commercial floor space. Commercial floor space dedication has been encouraged, particularly in Bondi Junction, given that it is important for Council to offset the loss of commercial floor space, achieve the aims of the following strategic documents: Bondi Junction Commercial Centre Review, Waverley Economic Development Strategy, Community Strategic Plan, draft Local Strategic Planning Statement as well as the commercial floor space focus and jobs targets for Bondi Junction as outlined in the Greater Sydney Commission's Eastern City District Plan.

Land and floor space in Waverley local government area is very expensive. The dedication of floor space provides a significant opportunity to create new dedicated and specialised community space for Bondi Junction and the broader community. The provision of a revenue generating asset also provides a sustainable long-term source of revenue towards a public purpose.

The VPA for the Whitton Lane office suites requires that the market rent received from leasing the suites be paid into the Affordable Housing Contributions Reserve to be used to expand Council's affordable housing portfolio.

Council has obtained legal advice in relation to its temporary use of the office suites to accommodate Council staff while the Council Chambers is undergoing refurbishment. The legal advice has confirmed that transferring funds equivalent to the market rent into the Affordable Housing Contributions Reserve meets the requirements of the VPA. Based on the legal advice on 4 April 2022 the Executive Leadership Team approved the use of office suites as temporary staff accommodation.

Once the refurbishment of these other buildings is complete council staff will return to them and an external leasing agent will be used to find suitable long-term tenants from the private market to occupy Whitton Lane.

This may only occur if the premises are classified operational land, as provided for under the *Local Government Act 1993*.

3. Relevant Council Resolutions

Meeting and date	Item No.	Resolution
Council 18 February 2020	CM/7.12/20.02	<p>That Council:</p> <ol style="list-style-type: none"> Notes that Council authorised the Mayor and General Manager to sign and execute the planning agreement and affix the Council seal to the documentation at the December Council 2019 meeting. Notes that the VPA contribution is for the in-kind dedication of commercial floor space in perpetuity and that, in part, some of the floor space must be used for community purposes. Requires that all commercial units, with the exception of the multi-purpose community facility, be rented at market rates, and ensures that 100% of the total revenue generated by the properties is allocated to

		Waverley's Affordable Housing Program.
Council 10 December 2019	CM/7.9/19.12	<p>That Council:</p> <ol style="list-style-type: none"> 1. Endorses the draft Planning Agreement attached to this report applying to land at 87–99 Oxford Street and 16–22 Spring Street, Bondi Junction. 2. Authorises the Mayor and General Manager to sign and execute the agreement and affix the Council seal to the documentation. 3. Notes that the VPA is for the provision of floor space, and that, generally, Council's policy is that monetary VPA contributions are spent in the immediate vicinity of the development to which they relate. 4. Investigates allocating 15–25% of any monies generated by the VPA to affordable housing, and that a report comes back to Council.

4. Discussion

Council has obtained legal advice that confirms Council may lease some of the suites to itself at market rental while the Chambers and Mill Hill buildings are undergoing refurbishment which require staff to be temporarily housed elsewhere.

Once the refurbishment of these other buildings is complete, Council staff will return to them and an external leasing agent will be used to find suitable long-term tenants from the private market to occupy Whitton Lane.

This may only occur if the premises are classified operational land, as provided for under the *Local Government Act 1993*.

Classification of land

Public land is managed under the *Local Government Act 1993* based on its classification. All public land must be classified as either community land or operational land. The purpose of classification of land is to identify clearly that land made available for use by the public is community land and land which is not is operational land.

How public land is classified determines the ease or difficulty with which a council can have dealings in public land, including its sale and leasing or licencing. It also provides for transparency in councils strategic asset management or disposal of public land.

Under section 31(2), before a council acquires land, or within three months after it acquires land, a council may resolve that the land be classified as community land or operational land. If the land is not classified under subsection (2), it is at the end of the three-month period taken to have been classified under a local environmental plan as community land.

While the land remains unclassified, the land may not be used for any purpose other than that for which it was being used immediately before it was acquired. In this instance, being a newly built development, there are no alternative uses available to Council, hence classification is required.

Accordingly, it is recommended that Council resolve to classify the land as operational as soon as reasonably possible, and at the latest within three months of acquiring the land. The land was acquired by Council on 12 April 2022. In addition, the provisions of the VPA provide the commercial suites are leased out and/or used for a community tenancy hub with 100% of the revenue to go towards social and affordable housing.

Under section 34 of the *Local Government Act 1993*, Council must provide public notice of the intent to classify the land and allow for 28 days for the public to make a submission. Accordingly, it is proposed that Council resolve the intent to classify the land, and place a public notice including the terms of the proposed resolution and a description of the public land concerned on exhibition for 28 days only, in order to ensure that the three month deadline is met.

Covenant

Council has obtained legal advice that the creation of a public positive covenant under section 88D of the *Conveyancing Act 1919* would be advisable for Council to ensure public transparency over the use of the land. A covenant of this nature would ensure in an ongoing way that the following information is clearly available in the public realm:

- How Council came to own and manage the subject lots via the process of the planning agreement.
- The purpose for which the management of the subject lots is for, that is for the purpose of commercial rental and the income of which is to be dedicated to Council's affordable housing program for the life of the development.

Once Council has endorsed the covenant, Council officers will instruct the preparation of the covenant by Council's consultant solicitors.

5. Financial impact statement/Time frame/Consultation

There are no financial implications as a result of classifying the land.

The classification of the land is required within three months of Council acquiring the land, and a public exhibition period of 28 days is required. Council acquired the lots on 12 April 2022, meaning that the land needs to be classified by 12 July 2022. Council will therefore need to classify the land at its meeting on 21 June 2022, subject to any feedback received during the public exhibition.

6. Conclusion

Council at its meeting on 18 February 2020 endorsed the VPA for the premises of 87–99 Oxford Street, which has now been executed. For the premises to comply with the VPA that has been executed, the classification of the land as operational is required. It is recommended that Council endorse the intent to classify the land and place the intent to classify on public exhibition for 28 days in accordance with the *Local Government Act 1993*.

In addition, the creation of a public positive covenant on the site is recommended to ensure public transparency over the use of the land is advisable, which requires Council's endorsement to proceed.

7. Attachments

Nil.

REPORT
PD/5.4/22.05

Subject: Bicycle Ridership Survey Engagement

TRIM No: A11/0612

Author: Clint Yabuka, Manager, Strategic Transport
Carolyn New, Sustainable Transport Officer

Director: George Bramis, Acting Director, Planning, Environment and Regulatory

RECOMMENDATION:

That Council:

1. Notes the community responses received from the Bicycle Ridership Engagement Survey and particularly the strong community concern about the safety of riding a bicycle in Waverley and the absence of safe bicycle lanes.
2. Conducts community workshops to discuss and investigate potential separated bicycle routes that will inform the development of a revised Waverley Bike Plan.

1. Executive Summary

This report is to advise Council of the findings from the Bicycle Ridership Engagement Survey that was conducted in August and September 2021.

This engagement survey sought community comment upon their willingness to ride a bicycle in Waverley, their concerns about riding if they do so already and what would help them to ride in Waverley more often.

There was strong concern expressed for the safety of bicycle riding in Waverley and the absence of safe bicycle lanes from almost all respondents regardless of their level of riding experience or how often they currently ride in Waverley.

2. Introduction/Background

This report discusses the community responses to the survey that sought information and commentary about riding a bicycle in Waverley and what would help our community ride more often. The survey did not propose any new plan or proposals to the community.

Between 5 August and 13 September 2021, Council's Strategic Transport team undertook a survey engagement with the general community as the first stage of developing a new Bicycle Strategy and Action Plan. The purpose of this engagement was to gain an understanding from the community of their habits with respect to riding in Waverley and offer the community the opportunity to articulate their thoughts and ideas in consideration of developing the new Bicycle Strategy and Action Plan. The need for a revised bicycle plan is to incorporate the Transport for NSW Principal Bicycle Network of safe separated cycleways thereby unlocking the potential for grant funding to deliver these projects.

Bicycle Ridership Survey

To identify concerns of Waverley residents a detailed survey was developed that identified a range of factors including riding frequency, degree of comfort with varying types of riding infrastructure, and desired destinations. This initial round of engagement sought community comment regarding these factors. Questions sought people's perceptions of existing bicycle infrastructure in Waverley and what bicycle infrastructure should be provided in the future to help people ride a bike more often. There was no proposal and no plan provided as part of the survey. Rather, the engagement sought information from our community about their perceptions and what they want. A draft plan and accompanying information will be provided in subsequent consultation phases as described below:

- Phase 1: Community engagement – gathering information.
- Phase 2: Develop draft Plan.
- Phase 3: Community consultation – draft route plan and infrastructure typologies.
- Phase 4: Review and develop Plan.
- Phase 5: Community consultation – draft route plan and infrastructure typologies.
- Phase 6: Review and finalise.



Figure 1. Consultation phases.

The figure below is from Transport for NSW (TfNSW) research into bicycle riding behaviours and attitudes across the broader community. It identifies that there are a small percentage of people who ride frequently, and this includes people who ride for transport. Similarly, there is a group who are not interested in riding. However, there is a significantly larger segment of our community that would be interested in riding more often if they felt safe doing so, this group is up to 72% of the broader community.

Segment overview: there are 7 segments in the population that have different bike-riding behaviours and attitudes

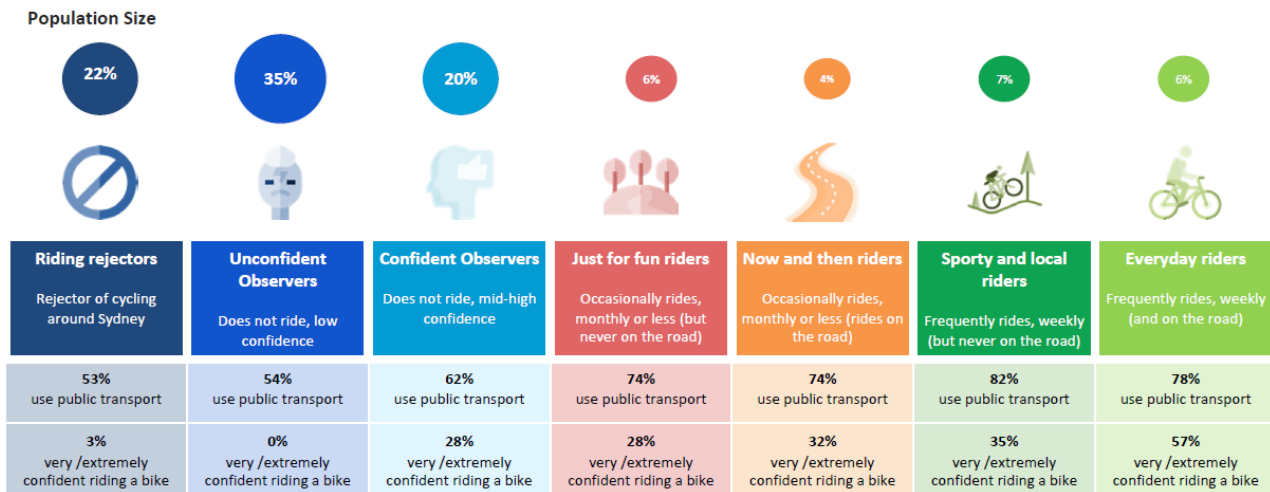


Figure 2. Bicycle riding behaviours (source: TfNSW – Active Transport Campaign Toolkit, May 2021)

Phase 1 Community Engagement – Information Gathering

The first stage of community engagement was undertaken to gather community input to the development of a new Bicycle Strategy. This community engagement was conducted via a Have Your Say page and offered the community the opportunity to:

- Complete a detailed survey.
- Identify concerns by placing pins on a map.
- Map and share their bike riding routes.

To facilitate the Have Your Say feedback an on-line workshop was held on 7 September 2021. Due to the timing of this engagement, during the COVID-19 Delta wave, it was not practical to hold any public meetings or displays.

The community was made aware of this Have Your Say engagement via e-news, Have Your Say News, social media posts and email advice to stakeholders such as bicycle groups and precincts. Posters with QR links were also displayed in the windows of local bike stores.

3. Relevant Council Resolutions

Nil.

4. Discussion

The Have Your Say consultation was conducted between 5 August and 13 September 2021 and offered the community the opportunity to:

- Complete a detailed survey about their bicycle riding habits and preferences and to provide more detailed comments to questions.
- Place pins on a map of Waverley (and surrounding areas) identifying issues they experience with the existing local bike network and provide comments or suggestions.
- Share their bike riding routes that can be mapped via freely available apps.

The findings from the survey are unique to Waverley. From the 198 responses 86% were Waverley residents, 10% were residents of Woollahra or Randwick who regularly ride into Waverley and 4% were

people who ride to Waverley from inner Sydney local government areas (LGAs). There were 5% of respondents who do not ride a bike and these were all Waverley residents.

Have Your Say Survey

The Have Your Say Survey consisted of 33 questions. These questions covered a range of topics including:

- Who is riding and their riding habits.
- Where they ride.
- How safe they feel riding around Waverley.
- Treatment types – Comfort Level.
- Bike parking.
- Wayfinding.
- General suggestions.
- About the consultation.

Responses from community to Have Your Say

As a result of the engagement with the community the following was received:

- 198 survey responses.
- 373 pins on map (49 individuals).
- 7 individual written submissions.
- 2 bicycle group written submissions.
- 3 Route information maps.

Key findings from Phase 1 engagement

- 86% of responses were from Waverley residents.
- 85% were from frequent or occasional bike riders.
- 69% felt unsafe riding around Waverley (another 13% who felt neither safe or unsafe).
- 16% felt safe riding in Waverley, (these are people who already ride frequently in Waverley).
- 95% are comfortable riding on separated bike paths (100% of respondents who ride).
- 72% are comfortable riding on shared path.
- 53% are comfortable riding on painted bike lane in mixed traffic at any speed.
- 19% felt comfortable riding with mixed traffic in a 50 km/h zone.
- 30% felt comfortable riding with mixed traffic in a 40 km/h zone.
- 54% felt comfortable riding with mixed traffic in a 30 km/h zone.

Engagement results – Survey

There were a significant number of questions in the survey and the level of detail often provided indicated the high level of interest in this subject from the respondents.

Most of the questions required a response to be selected from a drop-down menu with a further 11 follow-up questions to allow an expanded response. There was one further question which provided the respondents with the broader opportunity to provide feedback or ideas that could be considered in developing the Bicycle Strategy.

The responses to the survey questions and the comments provided are detailed in the attached Engagement Report.

About the consultation

What is the person's interest in the Bicycle Strategy and Action Plan

A large majority of respondents live and/or ride in the Waverley.

Table 1. Source of motivation.

Source of motivation	#	%
Live in Waverley	170	86
Ride in Waverley	142	72
Visit Waverley (recreation/work/education/friends/family)	37	19
Live in a neighbouring LGA	21	11
BIKEast member	11	5
Sporting club member	13	7
Other	10	5
Member of other BUG (Bicycle User Group)	8	4

How people found out about the consultation

Table 2. Source of information.

Source of information	#	%
Council's facebook/Instagram/twitter page	51	
HYS engagement newsletter	80	
Waverley Weekly newsletter	41	
Other	39	

The other sources were primarily word of mouth and specific social media that had been shared.

Interest in stakeholder workshop

It is envisaged that this engagement will be followed up by a series of stakeholder workshops, geographically based, to identify and prioritise alternative options for the priority routes and improvements to local routes. Respondents were asked if they were interested in participating in these workshops, identified as Central, South and North. These workshops will likely be held in June 2022 and include invitations to Councillors, relevant council staff, TfNSW representatives and neighbouring council staff. There was a high level of community interest in these workshops as follows:

Table 3. Interest in stakeholder workshop.

Workshop	#
Central – Bondi Junction to Bondi Beach	72
South – Bondi Junction & Bondi to southern suburbs	62
North – Bondi Junction and Bondi North to Vaucluse	40

Summary of the survey response

Although most responses were received from frequent or regular riders, the responses indicate that many are committed riders, riding despite experiencing a lack of safety on Waverley roads. They have overwhelmingly stated their preference for:

- Separated bike paths 95% support (or 100% of riding respondents).
- Shared paths 72% support (although 21% of riders don't support).
- Painted bike lanes 53% support (although 40% uncomfortable).
- Uphill bike lanes 50% (although there are few of these to compare against).
- 30 km/h mixed traffic 55% support.
- 10 km/h shared zones 54% support.

The significant level of detail asked for in the survey is also an indication that most responses came from people who are quite passionate about bike riding and want safer and more useful bicycle infrastructure.

5. Financial impact statement/Time frame/Consultation

There is no financial impact from this engagement.

Grant funding is being sought for the development of the new Bike Strategy and Action Plan. Should this not be successful then council staff will develop the plan with the stakeholders identified for the workshops above.

As identified above the next stage of consultation is to conduct a series of bike route development workshops, these are tentatively scheduled for June 2022 and are intended to be held in person at Council Chambers.

6. Conclusion

This engagement survey is the first stage in developing a new Bike Strategy and Action Plan for Waverley. The key reason for developing the revised plan is to increase bike riding participation in Waverley.

Increasing the amount of bike riding has multiple benefits:

- Increasing mobility options for residents and visitors and giving more people the choice to travel other than by car thereby reducing congestion and parking stress.
- Making short trips in and around Waverley an opportunity to connect with the local area and local shops rather than just places that people drive past.
- Improving health and wellbeing by providing more opportunities to integrate physical activity into everyday activities,
- Making our streets and places calmer and more welcoming.

A revised Waverley bicycle plan will incorporate the Transport for NSW Principal Bicycle Network of safe separated cycleways thereby unlocking the potential for grant funding to deliver these projects. The engagement survey found that separated cycleways were highly supported by our community and identified as a key enabler of feeling safe whilst cycling around Waverley. Safety was identified as the key barrier to riding more often.

While separated bike paths were identified as a preference, shared paths were considered an acceptable compromise where necessary to ensure separation from motor vehicles, especially on higher speed roads. Bike routes on the road mixing with traffic were only acceptable when traffic was travelling at very slow speeds, preferably 30 km/h.

The key recommendations arising as a result of this work are outlined below:

1. Officers to conduct community workshops to discuss and investigate potential separated bicycle routes that would be included in a revised Waverley Bike Strategy.

2. Results of this engagement and the community workshops inform the development of a new draft Waverley Bicycle Strategy for further community consultation.
3. The development of a new Bicycle Strategy to deliver the following objectives:
 - (a) Connecting key destinations through a network of separated cycleways.
 - (b) Provide a network of quiet local streets and connections.
 - (c) Support our residents by providing secure bike parking at destinations and residences.
 - (d) Provide education to improve behaviours and understanding of bike infrastructure.
 - (e) Supporting business and visitation.

7. Attachments

1. Waverley Bike Plan Renewal - Engagement Survey Report 2021 [↓](#) .



Waverley Bike Plan Renewal:

What would make Waverley a more inviting place to ride a bike?

ENGAGEMENT SURVEY REPORT - 2021

Waverley Council acknowledges the Bidjigal and Gadigal people, who traditionally occupied the Sydney Coast and we acknowledge all Aboriginal and Torres Strait Islander Elders both past and present.

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Executive summary

This Report is to advise Council of the findings from the Bicycle Ridership Engagement Survey that was conducted in August and September 2021. This engagement survey sought community comment upon their willingness to ride a bicycle in Waverley, their concerns about riding if they do so already and what would help them to ride in Waverley more often. There was strong concern expressed for the safety of bicycle riding in Waverley and the absence of safe bicycle lanes from almost all respondents regardless of their level of riding experience or how often they currently ride in Waverley.

The purpose of this community engagement is to better understand community concerns about riding a bicycle in Waverley and to use these insights to inform the development of a revised Bike Strategy and Action Plan. The engagement took the form of a survey with a mapping option to identify specific concerns in the existing bike network. The survey was conducted via a Have Your Say page and promoted using newsletters, social media, and posters.

There were 198 survey responses, 373 pins on map (49 individuals), 7 individual written submissions, 2 bicycle group written submissions and 3 Route information maps. The key findings are that:

- 86% of responses were from Waverley residents
- 85% were from frequent or occasional bike riders
- 69% felt unsafe riding around Waverley
- 19% felt comfortable riding with mixed traffic in a 50kph zone
- 30% felt comfortable riding with mixed traffic in a 40kph zone
- 54% felt comfortable riding with mixed traffic in a 30kph zone
- There is also a significant amount of detailed information attached to map pins
- There were a significant number of general comments about concerns and potential improvements

It is recommended that council staff use the information received through this engagement process to inform the subsequent stages of development of a revised Bicycle Strategy and Action Plan.

Background

This Report discusses the community responses to the survey that sought information and commentary about riding a bicycle in Waverley and what would help our community ride more often, the survey did not propose any new plan or proposals to the community.

Between 5 August and 13 September 2021 Strategic Transport undertook a broad community engagement survey as the first stage of developing a new Bicycle Strategy and Action Plan. The purpose of this engagement was to gain an understanding from the community of their habits with respect to riding in Waverley and offer the community the opportunity to articulate their thoughts or ideas in consideration of developing the new Bicycle Strategy and Action Plan. The need for a revised bicycle plan is to incorporate the Transport for NSW Principal Bicycle Network of safe separated cycleways thereby unlocking the potential for grant funding to deliver the projects.

In 2019-2021 Transport for NSW developed the Principal Bicycle Network (PBN) that identified a connected network of separated bicycle paths across metropolitan Sydney. Transport for NSW (TfNSW) have since focussed on prioritising the inner 10km of the PBN around the Sydney and Parramatta CBD's, this area includes Waverley Council. The proposed routes for separated cycleways are in supplementary to the existing local bicycle network and generally do not overlap.

The intent of the PBN is to provide cycleways between the various strategic centres such as Bondi Junction, Randwick Town Centre, Green Square and the Sydney CBD. As Waverley is located on a coastal fringe and

therefore does not have a strategic centre to its east, key destinations such as Bondi Beach, Bronte Beach, and Watsons Bay are included as part of the PBN.

The current Waverley Bike Plan was adopted in 2013, this plan identified six primary bicycle routes, these were primarily improvements to existing routes, with one exception being the new Route 2 - Bondi Beach to Rose Bay which linked to existing bike routes in Woollahra and created a flat route between Bondi Beach and Rose Bay Wharf. The plan identified Routes 1 (Bondi Junction) and 2 (Curlewis St) as separated cycleways.

In 2017 Council adopted Waverley's People Movement and Places this strategy included 12 Signature Projects, Signature Project 2 is to plan and build separated cycleways on high priority routes. The development of a new Bicycle Strategy and Action Plan is delivering on this commitment.

In 2018 Waverley Council established the Waverley Cycling Advisory Group. That group has advised the need not just for the main priority routes, but also other lower cost connections, including short shared paths and local access paths. Any opportunities for such connections will be part of further consideration in a new Bike Strategy.

The 2013 Waverley Bike Plan is the third Waverley Bike Plan and followed 1999 and 1989 plans with the first bicycle routes in Waverley installed in 1991, these plans were preceded by the 1982 Inner Sydney Bike Network. The Waverley Bike Plans have been prepared with the input of TfNSW (and its former Roads Authorities) and currently TfNSW is developing the next stage of separated cycleway planning following on from the development of its Principal Bicycle Network. The purpose of the community engagement reported here is to begin the process of developing a revised Waverley Bike Plan that integrates with and informs the TfNSW separated cycleway network planning.

The revision of the Waverley Bike Plan also aligns with the objectives of Waverley's People Movement and Places, Signature Project 2 – Cycling Strategy that identifies the need to provide safe cycling infrastructure across Waverley. People Movement and Places identifies the rationale for providing safe and separated cycleways in Waverley including:

- Short average trip distances of 2.2kms that are easy to ride
- 3x cycling participation in Waverley than in greater Sydney
- Strong community support for separated cycleways in consultation for People Movement and Places

There are a number of international best practice principles for the development of and provision of cycling infrastructure, these are:

- Safe – that all road users are provided with safe facilities
- Connected – provides routes that are connected across a network
- Direct – provides people riding a bike with a direct route
- Attractive – provide safe and attractive surroundings that improve public spaces
- Comfortable – ensure that people of all ages and abilities can be safe and comfortable

These principals are the focus of the engagement survey conducted in late 2021 and reported here.

This initial round of engagement sought community comment regarding these principles, these were expressed in the survey as questions about people's perceptions of these principles and how they apply to the existing bicycle infrastructure in Waverley and what they would like to help them to ride a bike more often.

There was no draft proposal and no information provided for the survey, it sought information from our community about their perceptions and what they want.

A draft plan will be developed incorporating the insights gained from this survey and will be the subject of future consultation phases as described below:

Phase 1: Community Engagement - Gathering information

- Review existing data and ridership in Waverley
- Review and investigate best practice approaches
- Engage community through a survey to better understand their concerns and wishes
- Conduct 3 workshops to generate community led ideas for a draft bike plan

Phase 2: Develop Draft Plan

- Conduct route analysis
- Prepare draft separated and local route plan
- Draft Route Infrastructure Typology for separated and local routes
- Workshop separated and local routes with Council staff
- Prepare high level cost and constructability analysis for separated routes
- Prepare cost estimate for local routes and minor works
- Present Draft Plan to Councillors prior to consultation

Phase 3: Community consultation: Draft Route Plan and Infrastructure Typologies

- Broad community consultation on proposed routes and infrastructure types

Phase 4: Review and Develop Plan

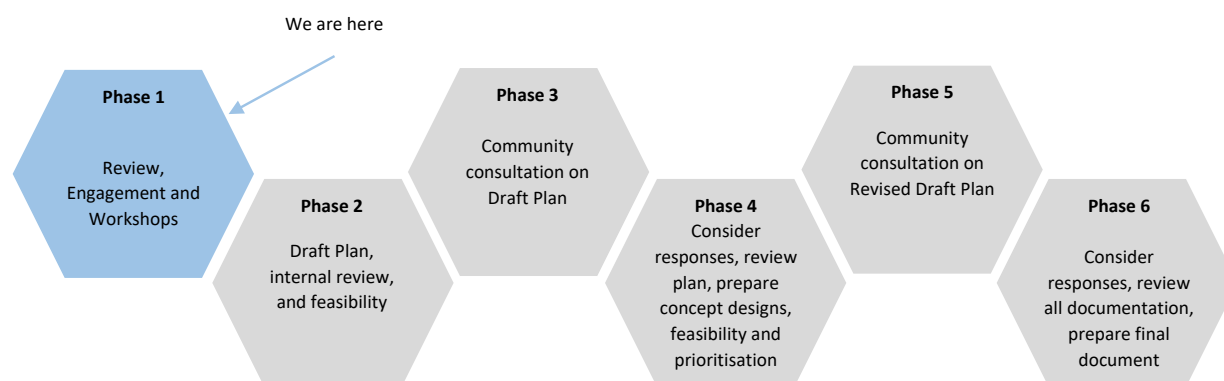
- Consider community consultation feedback and revise plan as appropriate
- Assess bike parking requirements at destinations and residential areas
- Prepare a Bicycle Wayfinding Plan
- Prepare concept plans and photomontages for separated routes
- Prepare cost estimate from concept plans for each route
- Develop a prioritisation using TfNSW Prioritisation Framework
- Prepare delivery time frame for all works with projected costs over 15 year horizon
- Prepare Final Draft Plan for Consultation including typologies and concept plans
- Present Draft Plan to Councillors prior to consultation

Phase 5: Community consultation: Draft Route Plan and Infrastructure Typologies

- Broad community consultation on developed plan and strategy

Phase 6: Review and Finalise

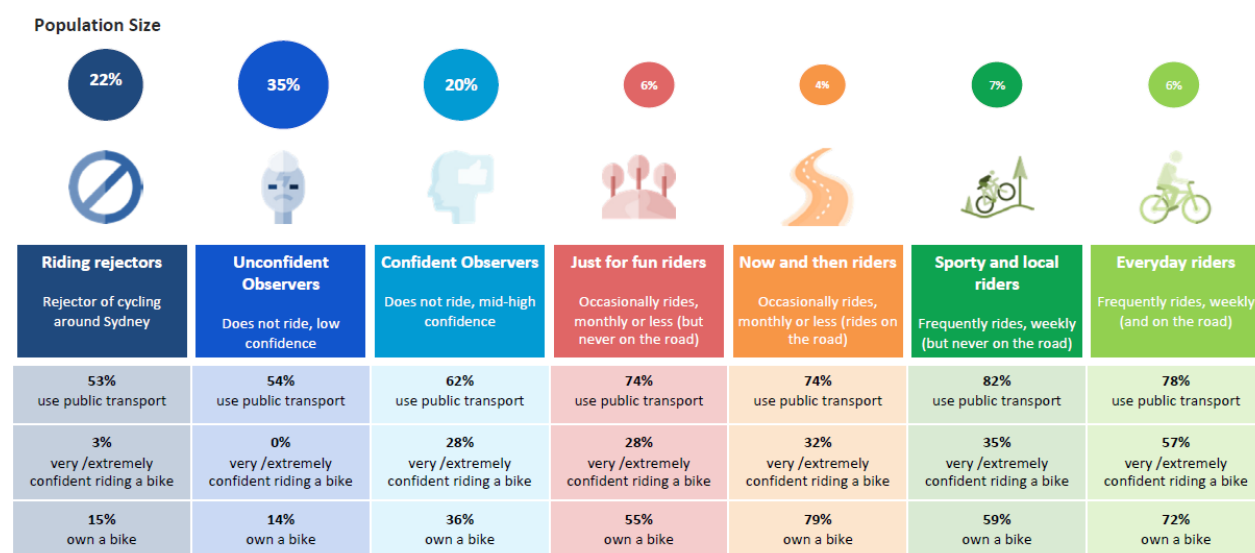
- Consider community consultation feedback and amend as appropriate
- Revise concept plans and determined from consultation
- Revise prioritisations (separated and local), treatments, costs and delivery timeframe
- Present finalised plan to Councillors
- Prepare and collate final documentation package/document



The graphic below is from TfNSW research into bicycle riding behaviours and attitudes across the broader community, it identifies that there are a small percentage of people who ride frequently and this includes people who ride for transport, similarly there is a group who are not interested in riding around 4% of our survey respondents fit this category. Whilst around 16% of people who responded to the survey are occasional riders this group is a significantly larger segment of our community that would be interested in riding more often if they felt comfortable doing so.

This larger section of our community are sometimes identified as 'interested but concerned riders' are approximately 72% of our community. This is a similar proportion to studies in other Australian cities and internationally. It is difficult to reach the large segment of the community who may be interested but concerned about in riding in Waverley as they are less likely to have responded to the survey, however the survey responses identify that there are responses to the survey from people who fit all of the categories below.

Segment overview: there are 7 segments in the population that have different bike-riding behaviours and attitudes



Source: TfNSW – Active Transport Campaign Toolkit, May 2021

Engagement methodology and approach

The first stage of community engagement was undertaken to gather community input to the development of a new Bicycle Strategy. This community engagement was conducted via a Have Your Say page and offered the community the opportunity to:

- complete a detailed survey
- identify concerns by placing pins on a map
- map and share their bike riding routes

To facilitate the Have Your Say feedback an on-line workshop held on 7 September, 2021. Due to the timing of this engagement, during the Covid-Delta wave, it was not practical to hold any public meetings or displays.

The community was made aware of this Have Your Say engagement via e-news, Have Your Say News, social media posts and email advice to stakeholders such as bicycle groups and precincts and posters with QR links kindly displayed in the windows of local bike stores.

As a result of the engagement with the community the following was received:

- 198 survey responses
- 373 pins on map (49 individuals)
- 7 individual written submissions
- 2 bicycle group written submissions
- Route information

Method	Overview	Date	Response
Have Your Say website	Council dedicated a Have Your Say page to the survey.	Aug 2021 – Sept 2021	757 visits to the page 591 aware visitors 71 new registrations
Flyer drop	To local Bike Shops	Aug 2021	6 bike shops
Online survey			198 survey responses
Online workshop	Workshop via zoom.	7 September	12 participants
Social media posts (Facebook)	Social media post encouraging people to participate in the consultation	12 August	Reach: 992 Engagements: 13
		23 August	Reached: 1129 Engagements: 1
		4 September	Reached: 2291 Engagements: 21
Social media post (Instagram)	Asked for ideas to make Waverley's streetscapes more welcoming, inclusive and better for bike riding	23 August	Reached: 1489 Interactions: 58
		6 September	Reached: 1444 Interactions: 50

Detailed results – Survey

The Have Your Say Survey consisted of 33 questions. These covered a range of topics including:

- Who is riding and what are their riding habits
- Where they ride
- How safe they feel riding around Waverley
- Treatment types comfort level
- Bike parking
- Wayfinding
- General suggestions
- About the consultation

There were 198 survey respondents.

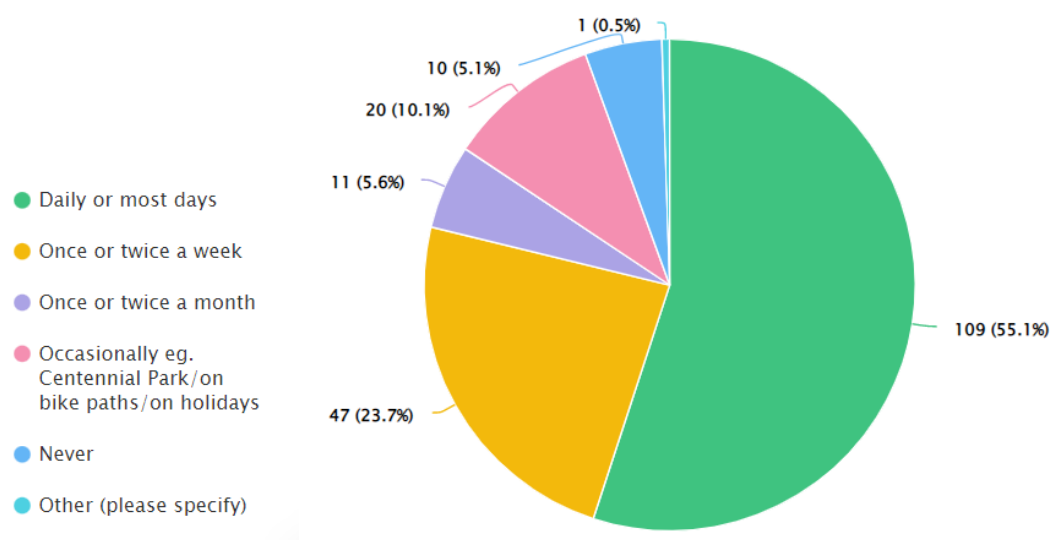
Age: 65% of respondents were in the 32-61 age range.

Age Group	Count	%
Under 21	3	2
22-31	21	11
32-41	48	24
42-51	48	24
52-61	34	17
62-71	16	8
72 and over	4	2
TOTAL	198	

Gender: 67% were male and 31% female.

Frequency of riding: 79% were frequent riders, another 6% ride regularly. 10%, of occasional riders and 5% don't ride.

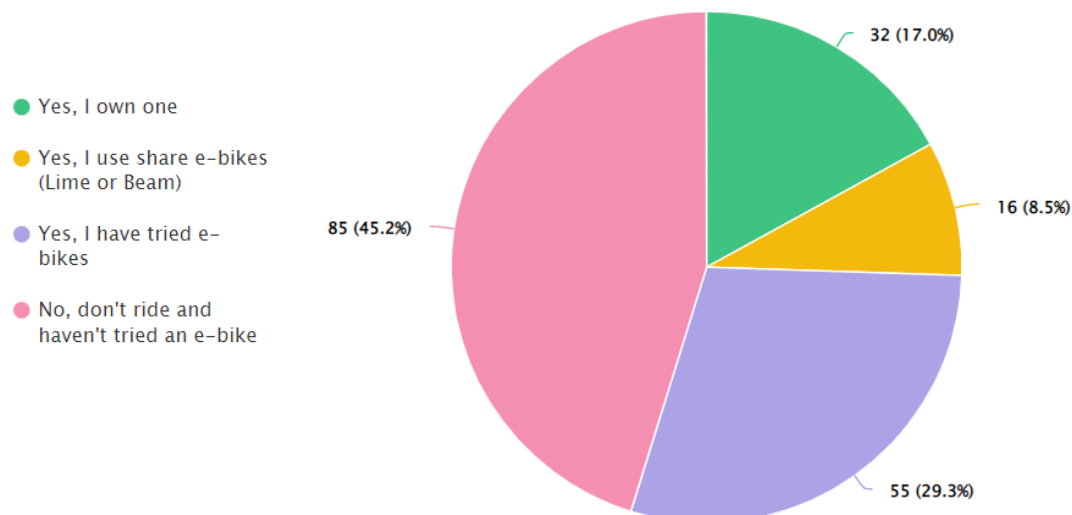
Of the 10 people who said they never rode a bike, eight respondents were not interested the other two said they would if there were safe cycleways.



E-Bikes

135 people responded to their experience with e-bikes. 55% own, have tried or used share e-bikes.

Only frequent or regular riders have ever used an e-bike.



What is stopping people from riding more often in Waverley

The main barrier stopping people from riding more often in Waverley was they didn't feel safe riding on roads mixed with traffic – 62%. Other responses mostly related to one or more of; changed circumstances under COVID, other priorities / convenience, specific route issues and not interested.

Barrier	#	%
Don't feel safe riding on roads mixed with traffic	65	62
Too hilly	15	14
Don't have experience to ride in traffic	5	5
Don't have access to a bike	1	1
Other	19	18

How safe people feel riding around Waverley

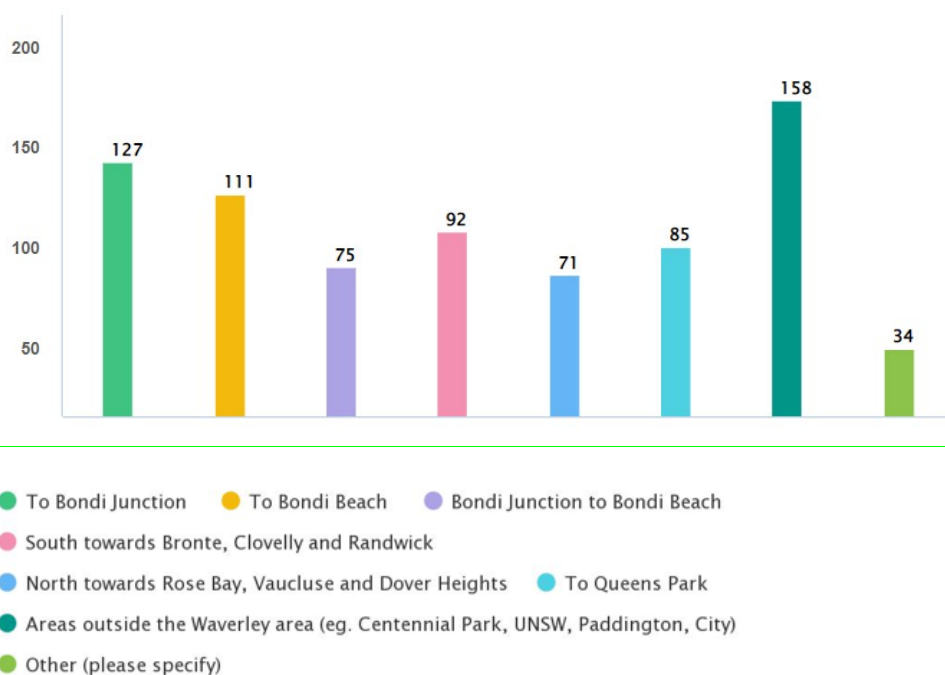
Most people 69% feel unsafe riding around Waverley. An additional 13% feel neither safe nor unsafe whilst only 18% feel safe. The respondents who feel safe are all regular riders, although this could still be restricting where they ride in Waverley.

For those who only rode occasionally the result for unsafe riding around Waverley was a little higher at 75%. Most of those who 'never rode' did not respond to this question but 2 did report they felt very unsafe. 19 people did not respond to this question.

Level of Safety	#	%
Very unsafe	44	25
Somewhat unsafe	79	44
Neutral	24	13
Somewhat safe	27	15
Very safe	5	3

Where people ride now

There were 190 responses identifying that 84% of respondents one or more destinations they rode in the Waverley and 97% said they rode somewhere outside the Waverley. Those who replied Other, primarily mentioned the places that they rode outside Waverley and had already also selected that they rode outside Waverley. While all areas of Waverley were well represented not surprisingly the most popular destinations are Bondi Junction and Bondi Beach.



Where people want to ride but don't

163 people responded to the question about places they wanted to ride but didn't. Bondi Junction was the least problematic destination, this corresponds with being the place most people were already riding to. The destinations with the highest proportion of riders deterred were to the South and North, both 28%.

Where people want to ride to but don't	#	%
To Bondi Junction	12	7
To Bondi Beach	24	15
Bondi Junction to Bondi Beach	20	12
South towards Bronte, Clovelly & Randwick	45	28
North towards Rose Bay, Vaucluse & Dover Heights	46	28
To Queens Park	18	11
Areas outside Waverley area	22	13
Other	8	5
None	66	40

Purpose of ride (actual and aspirational)

190 people responded to the question of what people rode to. These demonstrated a strong demand of bike riding for transport with 65% commuting for work, 72% to get to the beach or park, and 65% to local shops. There is a strong overlap with 72% riding for exercise and 63% for fun.

Purpose of Ride	#	%
Work	124	65
Education (School / University)	22	12
Public Transport	40	21
Beach or park	137	72
Local shops	124	65
Friends & Family	99	52
To sports such as soccer	61	32
For exercise	136	72
For fun	120	63
Other	6	3

Benefits of Riding

189 people responded about the benefits of riding a bike. This found an overwhelming 93% for health, this overlapped with 76% convenience, 76% sustainability, 70% ease of parking, and 56% speed.

Benefits of Riding	#	%
Health	176	93
Convenience	143	76
Sustainability	143	76
Ease of parking	133	70
Speed	106	56
Other	26	

Criteria for Chosen Route

188 people responded to the criteria they use in selecting a particular bike route, these results overlap but show a clear preference 76% for minimal interaction with cars and a secondary preference for designated routes that suggest the designated routes should also be safe whilst the fastest route was only relevant for about 1/3 of respondents whilst hills weren't identified as significant.

Route Criteria	#	%
Minimal Cars	143	76
Designated Bike Route	115	61
Fastest Route	67	36
Other	13	7

Bicycle Infrastructure Type and Comfort Level

This question asked how comfortable people felt riding on different treatment types. These were:

- **Bike path** – a separated bike only path that is separate from pedestrians and motor vehicles such as Bondi Junction or Darley Rd
- **Shared path** – a path shared with pedestrians and bike riders such as the Old South Head Road shared path between Bondi Road and Victoria Road. Where these paths are in high use by pedestrians there can be difficulties.
- **Painted bike lane** – a section of the road which is designated for bike riders but is only designated by paint such as the bike lanes on Bourke Road in Queens Park or Wairoa Ave in Bondi Beach. This is typically between parked and moving cars.
- **Uphill bike lane** - this is a hybrid treatment which is used on hills, it is a wider bike lane on the uphill side of the road (separated if possible) and no bike lane on the downhill where bikes mix with cars and can

travel at vehicle speeds. This is a compromise that acknowledges the greater need for separation when riding uphill slowly versus the higher danger in riding faster downhill close to parked cars.

- **Mix with vehicles under 50kmh** – this is the most common bike route treatment in Waverley comprised primarily of bike logos painted on the road surface.
- **Mix with vehicles under 40kmh** – this is the same as above only the speed is limited to 40kmh, currently only in limited areas.
- **Mix with vehicles under 30kmh** – this is similar to above, only the speed is limited to 30kmh. This speed zone (currently under trial), along with further quietening treatments is termed a quiet way in TfNSW Cycleway Toolkit. It is understood that the next Speed Zone Guidelines from TfNSW will include the provision for 30kmh speed zones.
- **Shared Zone** – 10kmh pedestrian priority zone such as Notts Ave.

Respondents were asked to select how much they agreed with being comfortable riding on each of these treatments.



95% of people who took the survey (or 100% of the people who took the survey and ride) agreed (definitely or somewhat) that they were comfortable riding on a separated bike path. This was by far the strongest positive response to any treatment type.

The response for a shared path treatment was still very positive with 72% of respondents in agreement, but there was a significant minority of 21% that did not favour this due to conflict with pedestrians.

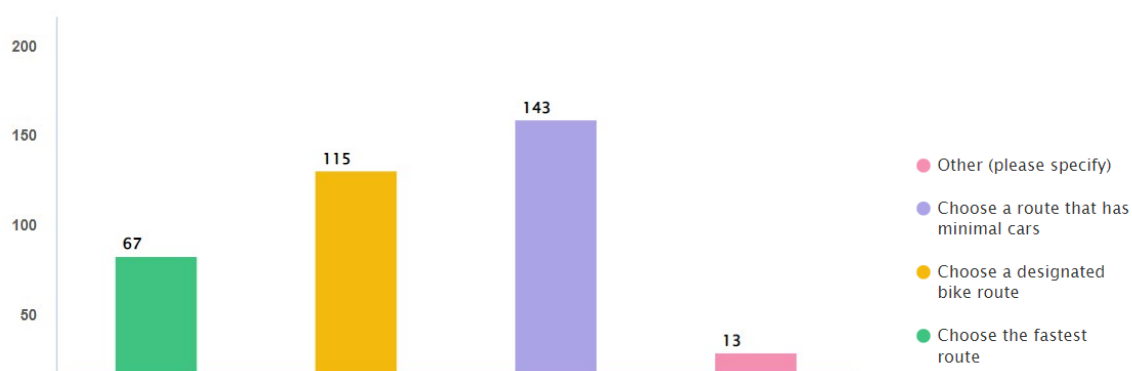
The response to a painted bike lane was mixed with 53% comfortable and 40% uncomfortable, an uphill bike lane had a similar level of support more at 50% feeling comfortable but only 22% not comfortable and 18% undecided, possibly because this treatment is not commonly used.

The option to mix with vehicles was generally not well supported, except when mixing with vehicles travelling in a 30kmh zone. In a 30kmh zone 55% were comfortable and in shared zones 54% are comfortable.

A further 11 did not respond to this question. This included most of those who had identified that they never rode, so these results apply primarily to those who are already riding.

Criteria for Chosen Route

188 people responded to the criteria they use in selecting a particular bike route, these results overlap but show a clear preference 76% for minimal interaction with cars and a secondary preference for designated routes that suggest the designated routes should also be safe whilst the fastest route was only relevant for about 1/3 of respondents whilst hills weren't identified as significant.



Bike Parking

Over time Council has installed a number of bike racks in response to observed demand and community requests and is working with TfNSW for a secure bike compound under Syd Einfeld Drive for the Bondi Junction Interchange.

While requests for specific bike parking continue, some residents are also starting to identify issues with parking their bikes at home. These are in areas with older style medium density housing where there is no space on the land for storing bikes and limited space and difficult accessibility to apartments. This appears to have become more an issue of late due to more stringent enforcement of strata regulations such as storing bicycles under common stairs. Such buildings typically don't have parking so providing an alternative to another car parked near a building is beneficial to the broader community. The question asked 'where people have issues parking their bicycles' specifically to find out more about the prevalence of this type of issue.

While the responses showed that 65% have no specific issues with bike parking, 13% do have issues at their residences and 11% at their workplace. Another 21% have issues at other places, mostly in retail areas at the

shopping centres but also at the local shopping strips. Beaches, including surf clubs, parks and pools were also noted as having poor quality or no bike parking. Most of those who indicated issues provided further commentary as included below.

Type of Location	#	%
Home	23	13
Work	19	11
Other	38	21
No issues	117	65

Wayfinding

Wayfinding is currently provided by Council through Destination Signage along a bicycle route and a Bicycle Map available in hard copy and on Councils web site. The Cycling in Waverley and Woollahra Map is out of date and needs review. There is the potential to provide more up-to-date wayfinding and a question was included to discover the preferred methods of wayfinding. The most supported wayfinding methods were 51% for on-route destination signage and 63% better integration with Google Maps.

There is value in printed and on-line versions of a Bike Map as these are good promotional tools to encourage new or unfamiliar riders.

Type of Wayfinding	#	%
Destination signage	95	51
On-road markings	79	42
Print/On line Bike Map	19	10
Bike App	39	21
Better integration with Google Maps	118	63
Other	9	5

General Comments

The majority of questions in the survey were drop down menus with the option for 'Other'. There was one question which asked for any feedback or ideas we should consider in developing the Bicycle Strategy and Action Plan. 152 responses were received.

An example that typified many of the responses is as below:

From all the cities I have lived in during my life Sydney is the most unfriendly regarding bikes. I have never felt so unsafe while riding a bike. Instead of having a relaxing bike ride I am just constantly scared. A couple of suggestions are:

- *Promote bike riding under children. Give high school students the option to choose a bike voucher instead of the SSTs.*
- *More bike racks.*
- *Create more dedicated bike paths that are properly connected between districts.*
- *To increase the safety of everyone, lower the speed of cars.*
- *Cars are often aggressively towards bike riders. A reputation change is needed. If more people would realise how beneficial bike riding is for our physical health, mental health, climate and air quality, they might become more supportive.*
- *Cars are often (partly) parked on bike lanes. This creates many dangerous situations.*

- *Subsidise bike usage.*

- *I have many friends who would love to ride their bikes, but they don't because they feel unsafe. They think that I'm crazy that I do ride my bike to work. Unfortunately, I do agree with them.*

- *Make bike paths more visible and attractive to ride on.*

Online Mapping Comments

The Have Your Say also offered an on-line mapping tool where respondents were invited to locate a pin on the map and provide comment. 373 pins were identified on this map from 49 individuals. These responses covered a broad range of topics which will provide input to the next stages of engagement and development of the new Bicycle Strategy. These topics included

Bondi Junction Cycleway

42 comments related to the Bondi Junction Cycleway. The section of the cycleway between St James Road and Bronte Road was usable at the stage these comments were made, but the cycleway was not complete. 6 positive comments were made about the cycleway, for example, *'The Spring Street cycle way is fantastic - safe and out of the way of cars. Nicely landscaped.'* A larger number of comments, 10, related to the sudden ending, with barriers, at St James Road and the lack of completeness towards Centennial Park. Another 6 related concerns about the indirectness of the cycleway away from Oxford Street and the Mall. Much of these concerns may be addressed once the cycleway is completed to join with the path along Centennial Park.

The rest of the comments covered a broad range from confusion over usage of the shared intersections and crossing, concerns with driveways and pedestrians using the path, bins and requesting the cycleway to continue all the way to Bondi Beach. This confirmed the need for an informational / behaviour change program which Council is working towards.

There will be an opportunity to follow-up this survey with respondents with specific cycleway questions once the cycleway and behaviour change program are in place.

Priority Route 1 – Bondi Junction to Bondi Beach

36 comments related to the current priority route 1, Bondi Junction to Bondi Beach. Of these, the majority, 18, related to Martins Avenue, which is a narrow one-way road which is the only through access between Bondi Junction and Bondi Beach that is not along a state road, but vehicles use as a rat run. For example comments such as *'Insane route to suggest we ride along this footpath. Be great to remove the parking lane and have a contraflow bike lane'* and *'drivers hate getting stuck behind cyclists on the hill, becoming aggressive, abusive and dangerous'*

A further 6 comments related to the shared path on Old South Head Road. Concerns were raised regarding the need for separation from pedestrians, the condition of the path and issues with wheely bins on the path.

These comments reflect issues the Council has unsuccessfully attempted to address and the need for a review of the various options for a strategic cycling corridor in the next stage of engagement.

Alternative Strategic Routes – Bondi Junction to Bondi Beach

A range of comments referred to potential strategic corridor alternatives for the Bondi Junction to Bondi bike route. These included:

- **Birrigha Road (Woollahra)**
'there is a very convenient cycle way up Birrigha Road'

- **Curlewis St** *'Curlewis St cycleway is very important for getting between the beach and the junction, as it provides access to Birriga Rd'*
- **Sections of Old South Head Road** *'The kerbside path between Flood St and Francis St should be a shared path. This is an important link providing local residents with a connection to the local bike route network - and avoiding having to ride up or downhill on the very busy road.'*
- **Bondi Road back lanes** *'These lanes (Castlefield) could form the basis for a backstreet alternative to Bondi Rd, connecting via Edward St in the east'*
- **Bondi Road** *'Bondi Rd has plenty of space to replace a travel/parking lane with a high quality separated bike path.'*
'an off-road option for people riding bikes along Bondi Rd - particular where people are require to ride uphill adjacent to parked vehicles. The kerbside pathway adjacent to Waverley Park should be a shared path'

Alternative Strategic Routes – Southern Routes

A range of comments referred to potential strategic corridor alternatives for southern bike routes such as the Bondi Junction to Randwick bike route. These included

- **Carrington Road / Bronte Road** *'We need a safe cycleway or separated path along Carrington road and Bronte road towards Bondi junction'*
- **Bronte Road (Ebley to Birrell)** *'Lovely wide section of Bronte Rd that would be perfect for a bike lane. It would also improve streetscape of what is an ugly section'*
- **Macpherson St roundabouts** *'Build a bicycle priority roundabout like Melbourne did'*
- **Queens Park connections** *'Centennial Park and now Queens Park (with the new Darley St cycleway) provide a fast, safe cycle route between Bronte and the city. Yet the route stops suddenly here. We need safe, separated cycles routes to connect to Charing Cross, Bronte Beach, Clovelly Beach.'*

Alternative Strategic Routes – Northern Routes

A range of comments referred to potential strategic corridor alternatives for northern bike routes. These included

- **Campbell Parade** *'Dangerous along Campbell Pde due to cars, motorbikes either suddenly stopping to pick-up/drop off, or suddenly taking a left turn.'*
'Campbell parade requires a separate bike laneway from parked cars and buses'
- **Military Road** *'Children on bikes often crossing here (near Kimberley Rd). Speed limit on Military Road should be reduced and perhaps a dedicated crossing installed to allow bicycle users to more easily use the path between Military Rd and Craig Ave.'*
'This is a high-traffic cyclist's route to Watsons Bay. It is shared by cars, buses, and trucks and is very narrow. There is no road signage whatsoever for cyclists - or a cycle image on the road alerting car drivers to beware of cyclists.'
'Wide footpaths here. Reduce size of footpath and add bike lane to road.'
- **Old South Head Road** *'Old South Head Road is marked as a bike route, but vehicles are always opening their doors into the road'*

New and Improvements to Local Routes

A large number of comments made suggestions for new routes, better access to desirable destinations and improvements to existing routes. A sample is shown below. All comments will be considered as to their appropriateness and priority for a new bicycle strategy.

- *Roscoe St is a quiet and ideal route to/from the beach. Just need two way connection for bikes at Glenayr end; a bike cut through or ramp at Gould St; and bike crossing light across Campbell Pde.*
- *The zebra crossings across Glenayr Ave and Hall St should have priority bike crossings parallel to them, with a bidirectional path joining them around the corner of Bar Copo. This would allow movement between Cox, Glenayr, Hall and O'Brien safely.*
- *Gould St is plenty wide enough for a contraflow bike lane, as in Henrietta St. This would make trips between Hall St and North Bondi, which are very common to reach the shopping/cafes, much safer and quicker than using Campbell Pde.*
- *Glenayr St The bike lanes are half covered by parked cars, some of which are parked half a metre from the curb. Much, much more enforcement needed. The downhill sections are far too steep to be riding in the door zone of parked cars, considering it is a shopping street with high parking turnover and thus lots of door opening. Between Beach Rd and O'Brien St it would probably be better to just have a wider bike lane uphill, and a shared lane downhill. The central median between Beach Rd and Warners Ave should be removed to make way for bike lanes.*
- *Several uphill sections on Warners Ave need bike lanes. The central median could be narrowed.*
- *Birrell St would be a very useful route if it had a wide uphill bike lane, swapping sides when at Henrietta St and Bennett St. It is plenty wide enough for this.*
- *It's not obvious/possible to ride from Bronte Rd into Brisbane St.*
- *Farralleys Rd This street is very narrow but has heavy traffic with drivers going to Bondi Beach, avoiding the busy Bondi Road, Needs a safe shared path for bicycles (bi-directional)*
- *Allow bike riding on promenade or convert part of Queen Elizabeth Drive to a shared path. There needs to be some way to ride along the beach legally.*

Other comments

Many of the other comments referred to

- Maintenance, with potholes featuring heavily on Campbell Parade and Bondi Road as well as bike marking on Campbell Parade
- Bike Parking, with locations at Bondi Junction, other retail and beaches were especially identified for casual bike parking along with a request for more shelter for Bondi Junction parking and a large secure compound under Syd Einfield Drive
- Wayfinding, including suggestion for network wayfinding boards at strategic locations on the bicycle network

Bike Group Submissions

Two submissions were received from bicycle organisations, Bicycle NSW and Bike East. Whilst these submissions differ in their emphasis both identify the need for safe and separated bicycle infrastructure to increase riding participation and rider safety.

Both submissions reference the TfNSW Future Transport 2056 Policy that identifies the PBN and identifies that there are subsets of rider groups that are interested in riding more often but typically do not feel safe riding in the existing bicycle infrastructure. Both submissions also identify the need to provide connected networks not isolated routes and that local access and wayfinding are key components of the network.

Both submissions identify that the cross section of riders has at one extreme those who will ride in any road conditions (these are typically fast riders in lycra or delivery riders), there are those who are simply not interested in riding a bike and that there is a large majority of around 70% of the population who would like to ride more often but have concerns about safety. The submissions identify that addressing these safety concerns is key to increasing ridership and improving amenity for residents through improved bike riding opportunities, increased transport options and reduced car dependency for local trips.

Both submissions identify key routes for separated cycleways that align with the PBN these routes are identified as connections between key destinations although they do not appear on the current 2013 Waverley Bike Plan.

Submission from Bike NSW

As the state based bicycle advocacy organisation Bike NSW has addressed high level planning and network considerations. Key amongst these is alignment with the state planning and metropolitan planning goals and how these are reflected in Waverley's local planning strategies.

The submission from Bike NSW identifies that Waverley has very high levels of bike riding at double the Sydney average and amongst the highest in Australia. Average trip distances for all journeys in Waverley are 2.2kms this is very short and very appropriate distances for bicycle.

Identified are the key TfNSW and Planning strategies that support improvements to bicycle facilities including:

- TfNSW Future Transport 2056 that commits to providing the PBN
- Greater Sydney Regional Plan that identifies the 30 minute city and active transport networks along green corridors
- Eastern District Plan that emphasises increased connections for walking and cycling
- Sydney Green Grid that proposes an interconnected network of active transport corridors
- Waverley CSP 2018-2029 that commits to 15kms of separated cycleway by 2029
- Waverley LSPS that commits to delivering PBN Routes within 10 years
- Waverley's People Movement and Places that prioritises safe separated cycleways

The submission identifies that the Waverley Bike Plan 2013 does not adequately include separated routes and mostly confirms existing bicycle routes (from previous bike plans), for these existing routes and where new routes are proposed these are mixed traffic or shoulder lanes that are not considered safe or comfortable for the majority of people who would like to ride more often. There is concerns expressed in the submission that the Bondi Junction Cycleway has progressed slowly and that there is much to do to meet the targets in the LSPS, CSP and Future Transport policies.

The submission identifies that there is a difference between where people want to ride and where the 2013 Bike Plan identifies routes, this is best illustrated by the share bike ride mapping that is attached to the submission where the more casual bicycle riders whom we want to encourage to ride more follow intuitive paths not the designated bike routes that frequently need to be understood in advance of riding a journey.

The submission identifies that there is a significant discrepancy between PBN Routes and those routes in the 2013 Bike Plan. The discrepancy between the priority routes in the 2013 Bike Plan and the PBN Routes is stark, and the usership as evidenced by the share bike data, and food delivery companies is that the key road corridors are also the key bike routes and that relegating bike riding to the back streets is not going to increase cycling participation as these routes are indirect and don't increase participation.

One of Bike NSW key policy themes is to build, safe and connected infrastructure for everyone that is suitable for people from 8 to 80 years of age. To achieve this there are three recommendations:

1. Deliver the active transport network as soon as possible, this has been committed to by TfNSW and is backed by the TfNSW Road Space Allocation Policy. There needs to be delivery of key routes between key destinations.
2. Ensure that paths are constructed to best practice to future proof for increased use, this means providing more than the minimum widths for bike and walking paths.
3. Provide separated not shared paths in most locations, that will help 70% of people to ride more often.
4. Reduce speed limits to make every street a cycle street and therefore safer for all road users, reinforce this with road design that discourages fast driving
5. Where bicycle riders are mixed with traffic make these streets 30kmh, this standard is becoming increasingly common globally.
6. Maintain focus on the detailed design of the Bicycle Network by including daily destinations, such as schools, parks, beaches and access to public transport, including wayfinding

Submission from Bike East

As the local bicycle advocacy group Bike East have provided a more detailed submission on local issues and opportunities with the Waverley bicycle network and what is required to improve it.

There is recognition that the 2013 Bike Plan does not meet community needs and that there is a need to provide more physically separated bicycle infrastructure. There is recognition of the different rider segments found in Sydney and the identification of 72% of the population that are interested in riding a bike more often but have safety concerns.

The submission also identifies that there is significant amounts of road space dedicated to the parking of cars and that this is to the exclusion of other transport modes (active, shared or public) and that the provision of parking only increases the rates of driving.

Bike East have included a map of their proposed Bike Network, this substantially aligns with the PBN and the existing local bike network although there are some differences. A three-tiered bike network is proposed consisting of Principal, Regional and Local Bike Routes. Accompanying these routes maps is a matrix of suggested infrastructure types that are suitable for each context and a description of each of the routes with the suggested treatments and a delivery prioritisation this is detailed across pages 3 to 10. These routes include: Bondi Rd (to Denham St), Bronte Rd and Macpherson St, Old South Head Rd and Curlewis St. There are also proposed connections to neighbouring LGA's.

There is a discussion about the benefits of different types of bicycle infrastructure, this includes a recognition that separating bicycles from vehicles and pedestrians is preferred by all, but there are some instances where shared environments are necessary and these are not appropriate when speed or volume of any mode is high.

The submission also details a numerous improvements to the existing local bicycle network, these are listed and described in detail across pages 11 to 15. These recommendations include safe crossing points, additional kerb ramps and short sections of widened sections of path to facilitate safe bicycle access. There is a recommendation to coordinate wayfinding signage coherently within Waverley but also across council boundaries as there has been incomplete and lost signage along difficult to navigate routes over time.

Stakeholder meetings

On 7 September 2021 Waverley Council hosted an online workshop via Zoom. There were twelve participants. The participants all use bikes as a form of transport. They were asked to pick three things that would make it more appealing to ride bikes throughout Waverley:

1. Each participant said separated bike paths. The next most preferred were;
2. a reduction in car speeds
3. connected bike routes.

Comments and questions and Council's response.

Theme	Question / Statement	Response
Bike connections	Connections are needed between Bondi Junction and the beaches.	
Curlewis Bike Path	Will the Curlewis St Bike Path continue through the Ferry in Rose Bay?	Our part of the bike path will stop at O'Sullivan, Woollahra has committed to their section of the cycleway but it is up to them when/if they do connect it to the ferry.
Cross Council collaboration	Do you (Waverley Council) work with Randwick and Woollahra on the plans?	Yes, we regularly work with both Councils. They will be invited to attend workshops in the next stage of the Bike Strategy.
Rickard Avenue	Could you comment on the closure of Rickard Ave? It is a residential street that was closed about 12 months ago. What was the consultation carried out with residents? It now acts as an informal bike connection. If this has been a success, it is fantastic by the way, can this be replicated across the LGA as a solution	Residents of Rickard Avenue pursued the plans for sometime and garner both political support and persuaded the traffic officers to install a trial. If it is permanently installed, it will be made so its easier for bike riders to access.
Road closures and active transport link	It seems in order to create these road closures or an active transport link, you need a serious concerted effort from the residents. Is there a way that Council, is offering or suggesting this with residents to try and reduce the volume of traffic to their streets? In a way this could also tie into a bike and transport corridor.	I agree, it is about slowing speeds, making road space available for active transport. Definitely something to think about and we will include that going forward.
Martin Ave	The link between Bondi and Bondi Junction goes past Martins Ave, it used to be blocked on the corner, then the street was opened and it became really risky to cycle there. It is narrow and we have to share with pedestrians. What is the future of Martins Ave?	Martins has a long history. When the triangle was installed cars ended up doing the rat race they are doing now. There have been a number of investigations into Martins Ave to see what the best treatment would be. Because it is so narrow, none had really solved the issue. We need to look at what other alternatives there are.
Martins Ave Data shows people are using the main roads	The centre for road safety crash data would suggest that Martins Ave isn't known by cyclists in Bondi. We have a large overseas population and large shared facilities. If you are looking at crash data up to 2019, a clear pattern emerges on Bondi Rd, the end of Campbell Pde and other key areas like Old South Head Rd and Blair St. It suggests people are choosing the most direct route. They're not following the signage directing people to Martins Ave. It indicates that Bondi Rd would be the most obvious option for the east/west link.	Yes, Bondi Rd is a state road. We would like to workshop what options people would like and we acknowledge Martins Ave is quite difficult.

	Is Bondi Rd an RMS state road?	
Cars parked on bike path	I've reported to council, resident cars parked across driveways on Lamrock Ave one way bike lane. Council came back saying that rangers turn a blind eye to this happening as cars find it hard to park, and they need to leave space for pedestrians on footpath. Does this sound right?	No that doesn't sound right, although Covid has proved quite a different time. It is a compliance issue and you can make the complaint through our customer service centre.
Rangers/ road rules and enforcement	We have been told consistently that Waverley Council has decided not to enforce if you can get a stroller through and I note, you can't get a wheelchair through or a bike. Unless the resident at the home complains. Is this true?	I have not heard anything like that, that doesn't sound right to me but I know things have been changed through Covid. We will chase this up for you.
Henrietta St	What is the general feedback on the Henrietta counter traffic bike path?	Residents aren't very positive about the noise and things like that. Even users would like us to look for other options to try and make it safer. It is a lot better than it was.
Henrietta St	I am confused are they annoyed about the noise of bikes?	Noise of cars hitting the dividers.
Henrietta St	Why are there dividers on Henrietta north but not Henrietta south?	Henrietta north and south are different road environments. Henrietta north has a higher traffic volume than Henrietta south. The dividers provide safety to cyclists where as the southern part of Henrietta the vehicles speeds are not as high and the traffic is lower. When we did the initial consultation we realised there was a greater need on the north so decided to start there.
Henrietta St	Henrietta is very unique in Waverley as it is very narrow. If the dividers actually brought speed down. The mix in most of Waverley of wide streets and fast European cars leads to overall a very high speed through residential areas. Will there be a infrastructure treatment to match a 40km environment? How do we demonstrate to motorists that speeding up when you enter residential streets is unacceptable?	One of the best ways to slow speeds is to create narrow roads. Henrietta is a great example of this, the cars slowed down when we narrowed the street and included the barrier between the bike path and the road. We have a project to reduce speed limits in Waverley everything south of Bondi Road. In order to change to 40km we need to install traffic calming treatments.
Ebikes	There are more and more ebikes around, does this affect decision making? Are we including them as push bikes?	Do ebikes affect planning for bicycles in Waverley? It means routes can be made a lot flatter with an ebike. It makes routes that may not have been accessible much more accessible. We see this as a positive thing.

Conclusion

This engagement survey is the first stage in developing a new Bike Strategy and Action Plan for Waverley. The key reason for developing the revised plan is to increase bike riding participation in Waverley.

Increasing the amount of bike riding has multiple benefits:

- increasing mobility options for residents and visitors and giving more people the choice to travel other than by car thereby reducing congestion and parking stress,
- making short trips in and around Waverley an opportunity to connect with the local area and local shops rather than just places that people drive past,
- improving health and wellbeing by providing more opportunities to integrate physical activity into everyday activities,
- making our streets and places calmer and more welcoming.

A revised Waverley bicycle plan will incorporate the Transport for NSW Principal Bicycle Network of safe separated cycleways thereby unlocking the potential for grant funding to deliver these projects. The engagement survey found that separated cycleways were highly supported by our community and identified as a key enabler of feeling safe whilst cycling around Waverley. Safety was identified as the key barrier to riding more often.

Key Findings from Phase 1 Engagement

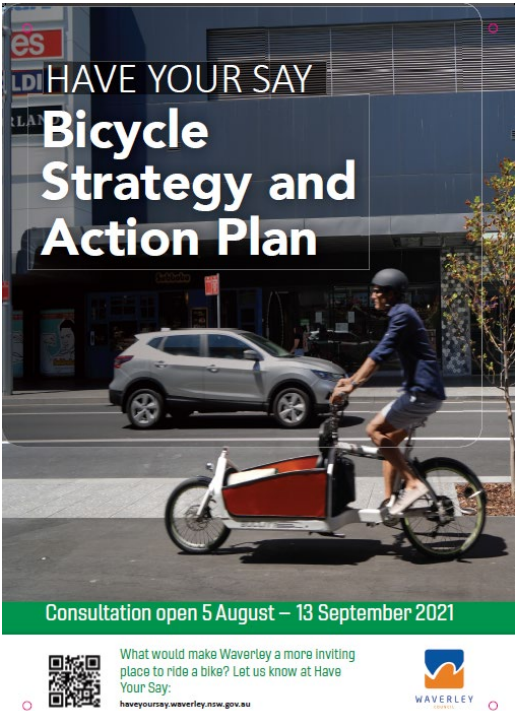
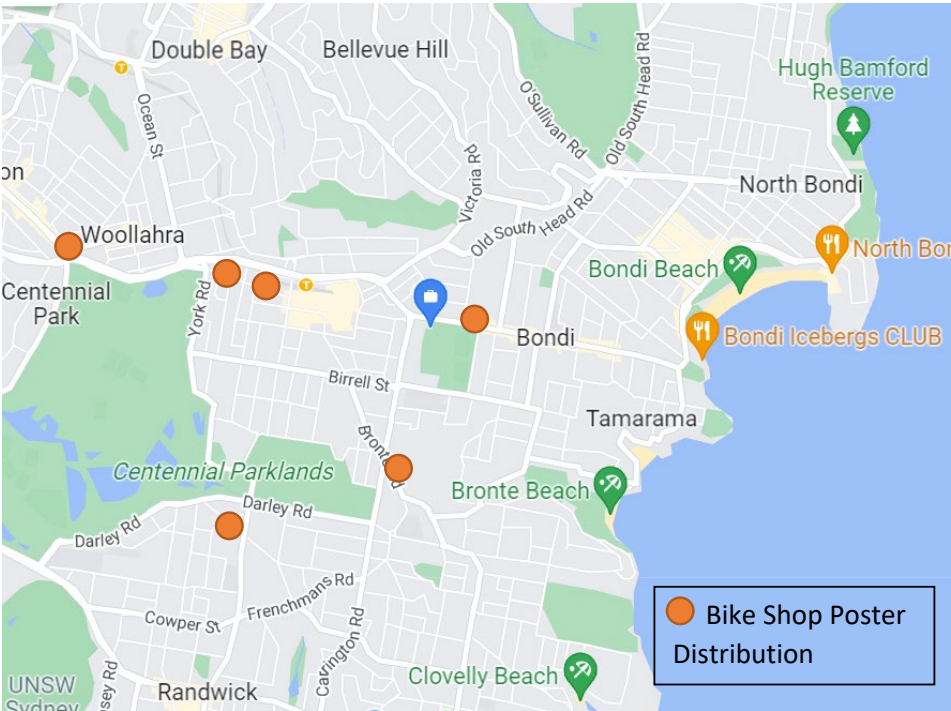
- 86% of responses were from Waverley residents
- 85% were from frequent or regular bike riders
- 69% felt unsafe riding around Waverley (another 13% who felt neither safe or unsafe)
- 16% felt safe riding in Waverley, these are people who already ride frequently in Waverley
- 95% are comfortable riding on separated bike paths (100% of respondents who ride)
- 72% are comfortable riding on shared path
- 53% are comfortable riding on painted bike lane in mixed traffic at any speed
- 19% felt comfortable riding with mixed traffic in a 50kph zone
- 30% felt comfortable riding with mixed traffic in a 40kph zone
- 54% felt comfortable riding with mixed traffic in a 30kph zone

While separation was preferred, shared paths were considered an acceptable compromise where necessary to ensure separation from motor vehicles, especially on higher speed roads. Bike routes on the road mixing with traffic were only acceptable when traffic was travelling a very slow speeds, preferably 30kph.

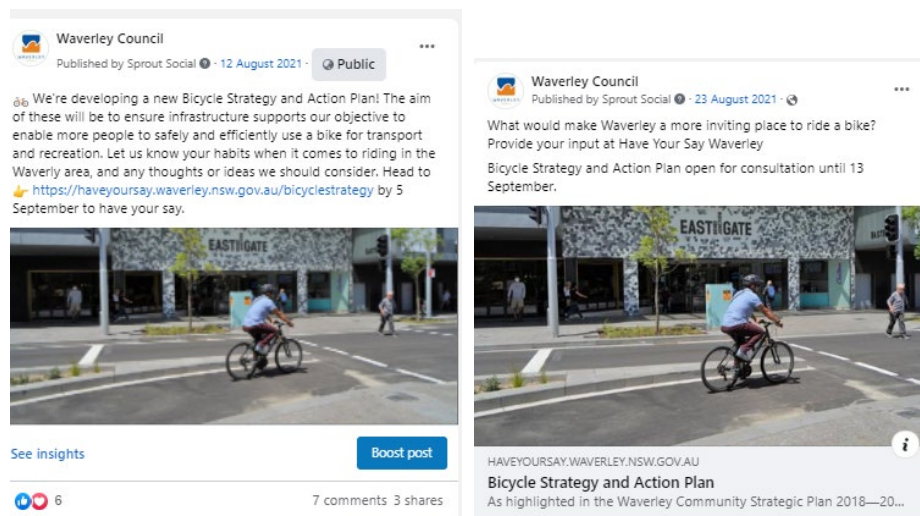
Recommendations:

1. Officers to conduct community workshops to discuss and investigate potential separated bicycle routes that would be included in a revised Waverley Bike Strategy.
2. Results of this engagement and the community workshops inform the development of a new draft Waverley Bicycle Strategy for further community consultation.

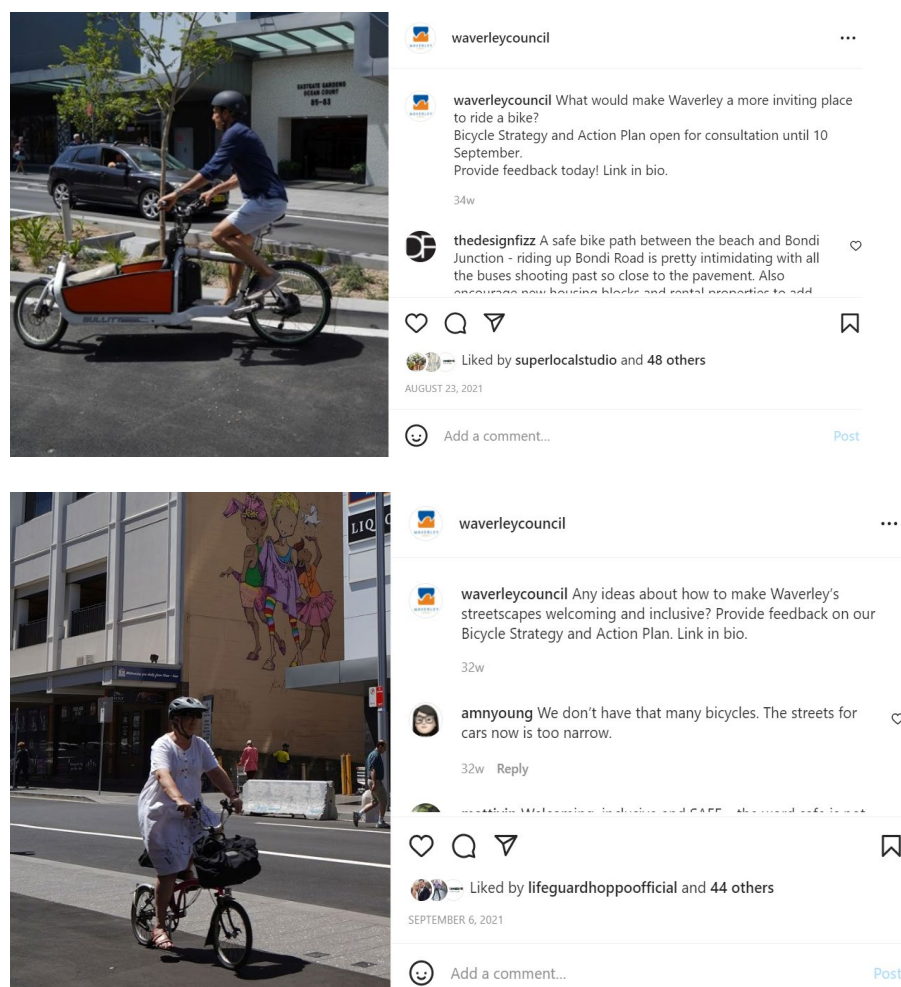
Appendix A – Poster distribution map



Appendix B – Facebook posts



Appendix C – Instagram posts



REPORT
PD/5.5/22.05

Subject: Bus Privatisation Inquiry - Submission

TRIM No: A11/0612

Author: Clint Yabuka, Manager, Strategic Transport

Director: George Bramis, Acting Director, Planning, Environment and Regulatory

RECOMMENDATION:

That Council endorses the submission to the NSW Parliament Bus Privatisation Inquiry attached to the report (Attachment 1).

1. Executive Summary

Council is within Sydney Bus Region 9 and shares this region with Woollahra and Randwick Councils, in addition to part of the City of Sydney and Bayside Council Areas. Region 9 is the last Bus Region in Sydney to have its operation privatised. This occurred on Sunday, 3 April 2022.

The submission identifies the likely impacts to routes and frequency because of the privatisation of the operation of bus services as experienced in other Bus Regions in Sydney. The privatisation of public transport services occurs under the R6BSP Services Contract where key clauses relating to route planning (i.e. changes to routes and frequency) are redacted.

Refer to Attachment 1 for the submission and Attachment 2 for the Region 9 Area Map.

2. Introduction/Background

The terms of reference for the inquiry into the privatisation of bus services are via the Sydney Metropolitan Bus Contracts, and in particular:

- The modelling, rationale and process of privatising bus services.
- The impact on the commuting public through the loss of bus stops and services.
- The economic, social, safety, employment and environmental implications of bus privatisation.
- The transition to an electric bus fleet and supporting infrastructure.
- The impact of bus privatisation on worker pay and conditions.
- Any other relevant matter.

The committee will report by 1 October 2022.

3. Relevant Council Resolutions

Meeting and date	Item No.	Resolution
Council 25 May 2021	CM/6.2/21.05	<p>That Council:</p> <ol style="list-style-type: none"> 1. Notes: <ul style="list-style-type: none"> (a) The development of Transport for NSW's new integrated transport network in Sydney's south-east, which will be introduced in late 2021. (b) That 25 bus routes will be withdrawn, 23 bus routes will be modified and 11 new bus routes introduced. (c) That the bus routes being cut are: 300, 301, 302, 309X, 310X, 314, 316, 317, 338, 353, 357, 372, 373, 376, 377, 391, 393, 394, 395, 400, 400N, L94, X40, X93 and X99. (d) That the bus routes being modified are: 303, 304, 307, 309, 313, 320, 339, 339X, 343, 348, 355, 363, 362, 370, 373X, 364, 374X, 377X, 392, 397, 399, 418, 420 and 420N. (e) That the following routes from Bondi Junction are not impacted by the changes: 200, 326, 327, 328, 333, 380, 381, 386, 387, 388. (f) That the following routes will only have stand changes at Bondi Junction station: 328, 355, 360. (g) That route 357 from Bondi Junction is replaced by new route 356. (h) That route 353 from Bondi Junction is replaced by new route 350. (i) That the promised reinstatement of the 378 did not eventuate. (j) That these changes impact the suburbs of Waverley, Bondi Junction and Queens Park in particular. (k) Concerns from schools in the Eastern Suburbs about the proposed reduction in bus services coupled with the already limited service availability for local school students. 2. Requests further information from Transport for NSW on route 389 and invites a representative to provide a Councillor briefing prior to the end of the consultation period and allowing sufficient time for a Council

		<p>submission.</p> <p>3. Directs the Mayor to write to the Premier for NSW, the Hon Gladys Berejiklian MP; the Minister for Transport, the Hon Andrew Constance MP; the Member for Vaucluse, the Hon Gabriel Upton MP; the Member for Coogee, Dr Marjorie O'Neill MP; and the Member for Wentworth, Dave Sharma MP:</p> <p>(a) Affirming Council's support for public transport.</p> <p>(b) Advising that as one of Australia's most densely populated local government areas, Waverley residents rely very heavily on, and use, public transport.</p> <p>(c) Acknowledging the additional frequency and services on routes 313, 352, 362, 379 and new route 390X.</p> <p>(d) Requesting that adequate capacity is ensured on bus routes for Waverley residents, especially at peak times.</p> <p>(e) Calling on Transport for NSW to consider further extending the 362 service to Edgecliff station and increasing availability year-round to provide another public transport option for visitors to and from Bondi Beach and Bondi to City commuters.</p> <p>4. Makes a submission to the consultation presently being undertaken by State Transit, which closes on 18 June, advocating for the importance of public transport and requesting that adequate capacity is ensured on bus routes for Waverley residents, especially at peak times.</p> <p>5. Develops and implements a communications strategy to promote this community consultation to the broader community and to the precincts as a matter of urgency.</p> <p>6. Urgently requests:</p> <p>(a) That its officers be given access to the ministerial briefing papers that established the consultation, all resultant data and analysis and a statement by the State Government of its immediate intention in the medium- to long-term for public transport in the Eastern Suburbs.</p> <p>(b) That any intended workshops with Council be undertaken as a matter of urgency.</p>
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4. Discussion

See attachment.

5. Financial impact statement/Time frame/Consultation

Nil.

6. Conclusion

The attached submission identifies the likely outcome of privatisation of bus services in Region 9 as experienced in other parts of Sydney. These impacts are expected to be the incremental diminishment of service levels and the resulting detrimental impact upon the mobility options for many people.

7. Attachments

1. Submission to Bus Privatisation Inquiry [↓](#)
2. Region 9 Network Map (5 December 2021) [↓](#) .

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ABN: 12 502 583 608

Our ref: D22/035151

27 April 2022

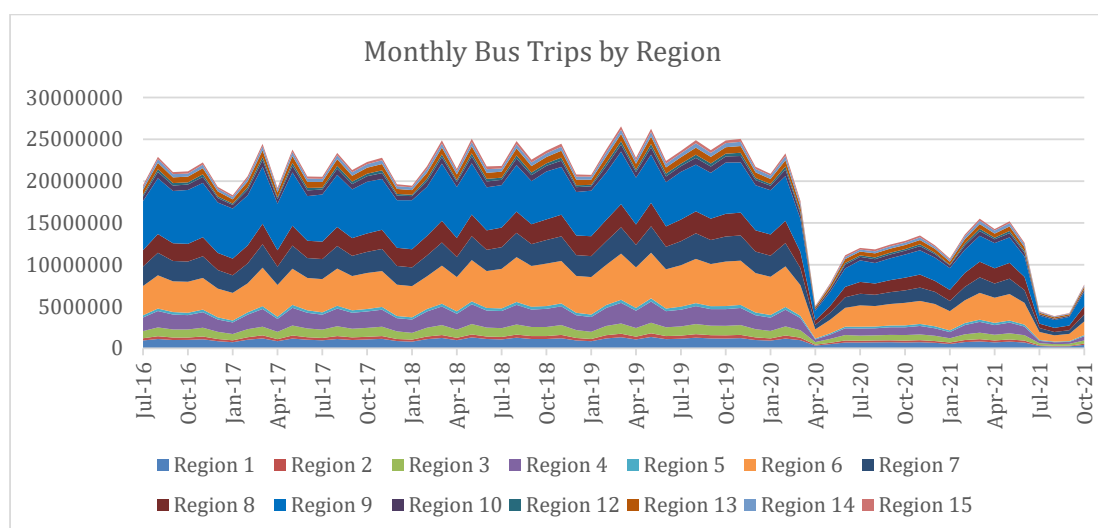
Re: Submission to the Parliamentary Inquiry into the Privatisation of Bus Services

Dear Inquiry Members,

Introduction

Buses are fundamental to the Waverley Local Government Area and surrounds that form Region 9 of the Sydney Bus Network. The connection between public transport and the livability of the area is critical to the Waverley LGA, with its historically high density and significant cultural and recreational destinations. This area is dependent upon not just basic bus services but a highly functional public transport network to ensure that it can perform its role for both residents and broader Sydney.

Region 9 has the highest patronage of any region in the Sydney Bus network. In 2019 this totaled almost 68M trips, out of a total of 315M trips across the network, or approximately 21% of all network patronage shown in blue below. Region 6 servicing the inner-west is the only comparable bus region with 19% of all trips across the bus network, shown in orange below.



Data from: NSW Open Data Portal - Bus Trip Counts - by month, contract region and card type
Monthly data, July 2016 to February 2022.

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Waverley Council is deeply concerned that the privatization of the operation of Region 9 buses will lead to a reduction in service levels (routes, timetables and number of stops). For comparative purposes, Region 6 – the most comparable in the Sydney Bus Network having an equivalent road network and similar population density – had its operations privatized in April 2018. However the experience of privatization has been less than compelling, with a range of reductions to the breadth and frequency of services without consultation so as to maintain ‘on time running’ of bus services.

Whilst winning a contract to operate an established network, the operator of Region 6 has made numerous small scale and incremental changes to the delivery of bus services in Region 6 that have a significant effect upon the overall level of service provided as discussed below. The overall result is that profitable routes on key corridors that are already well served are maintained whilst indirect routes that are likely the only service in the location are rationalized and reduced in ways that undermine the level of service provided and thus the attractiveness of the greater bus network.

The importance of an effective bus service and network

The provision of bus services in the inner regions of Sydney provides far more than just a cheaper alternative to cars or taxi's, the provision of mass public transportation as provided by the bus network in region 6 and 9 is a part of the character of these parts of Sydney that were developed prior to mass car ownership. These bus services that still substantially replicate the tram network they replaced are a necessary part of the function of our transportation networks and neighbourhoods that are unable to support higher levels of private car ownership than we currently have due to simple spatial constraints, we don't have additional space to drive or park more cars.

Reductions to the level of bus service provision will irrevocably damage the functionality of our transport networks and consequently the livability and vibrancy of our local areas. Car ownership rates within Waverley are around 1.1 cars per household, this is less than the inner Sydney average of 1.2 cars per household and the greater Sydney average of 1.5 cars per household, this means that many of our residents don't own a car and are reliant upon buses as their primary means of mobility. Encouraging residents and visitors to maintain or even increase their use of buses and public transport is critical to maintaining the livability of Waverley and the eastern suburbs more broadly. If bus services are less frequent or less accessible more people will have to seek alternatives that typically mean the purchase of a vehicle. Our congested roads will become more congested increasing travel times and demand for parking where there is effectively no additional space available.

Buses perform a substantial component of the transport task in Waverley, we estimate that during the established pre-Covid movement patterns that key corridors such as Bondi Rd or Old South Head Rd carry the same number of people daily via bus services as by all private vehicles. This region of Sydney has been dependent upon public transport during its development over the last 150 years, this development has evolved with the former tram network that has shaped its buildings and planning.

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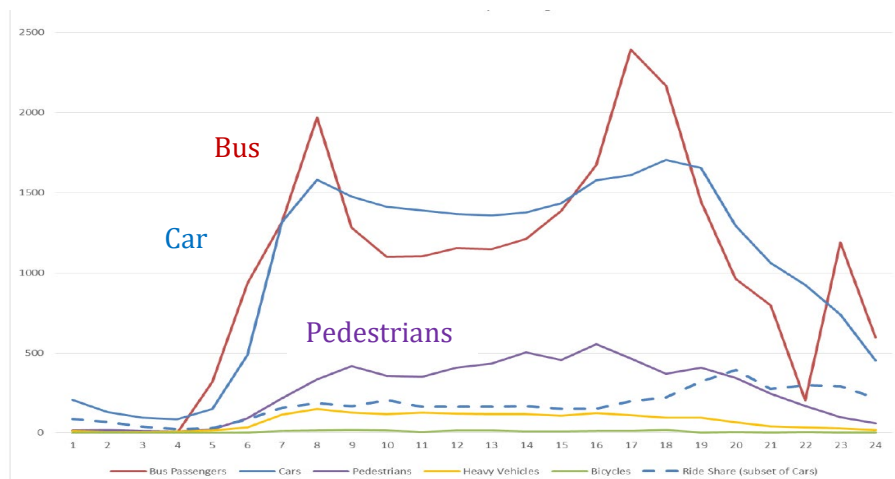
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Number of people by mode on Bondi Rd typical weekday 2019



Data from: multiple sources including bus patronage, road counts, ped and bike counts

The former tram network included a Tram Depot at the corner of York and Oxford Sts, the use of this location as the Waverley Bus Depot now underpins the operation of the bus network linking to Bondi Junction Interchange and is critical to maintaining service efficiency of the bus network.

Recent Changes to the Region 9 bus network

Within Waverley the recent review of the Region 9 bus network has resulted in the consolidation of 6 routes along the Bronte Rd corridor into 2 routes, this means that any reduction to these two routes would have an amplified effect upon service levels and will not meet the existing frequency of service nor the breadth of service currently utilized by residents, patrons and visitors to the areas served. Additionally the 390x Route that is one of the replacement services utilizes large 18m articulated buses, these vehicles improve an operators metrics by increasing capacity but this comes at the expense of smaller and more frequent buses that offer a higher service level. It also comes at the expense of passenger comfort as the articulated buses have a significantly lower ride quality, fewer windows and have a negative effect upon the streets in which they operate as they are larger and louder than a typical 12m bus.

The recent review of eastern suburbs bus services was understood to be about the integration of the light rail services and a preparation of the network in advance of privatisation of operations. Whilst the changes to bus routes in the Waverley area were minimal outside of the Bronte Rd corridor it would be a significant frustration to residents to have service provision again modified and further eroded.

The level of service provision

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The likely outcome of privatisation of bus operations is that local routes and limited frequency routes are likely to be affected with either route rationalisation, reduction in the number of services, or reductions in the number of bus stops. These reductions in service provision have been experienced in Region 6 and would have a detrimental impact upon the lives of residents and the liveability of neighbourhoods if such changes occurred in Region 9.

Such potential changes will affect customer satisfaction and ultimately utilisation of the bus network. A reduction of utilisation of the network has potentially disastrous long term affects to the more highly populated areas of Sydney where these services are currently serving a broad cross section of the community.

The areas served by Region 9 have a broad range of housing types and a broad cross section of community, the bus network is used by a broad range of community members of varying ages, wealth, income, education etc. If the bus network is reduced in its service levels this has the potential to discourage ridership such that those with the means to use private transport will shift modes ultimately resulting in a bus network that serves a narrower section of our community and falling into a spiral of degraded service provision and declining utilisation.

This has significant consequences for Region 9 and the Waverley Council area in particular that has a development pattern that evolved with the tram network and has resulted in low car ownership and dense housing patterns (typically small houses and walk-up apartments) that necessarily limits the space for private vehicles and hence the number of vehicles that can be parked and owned.

The link between the development patterns and access to reliable, frequent and distributed public transport is fundamental to the economic and social function of the eastern suburbs. However the changes to the bus network through reviews of service levels (permitted under clause 16 of the R6BSP Services Contract) would be incrementally implemented under the guise of operational efficiency will adversely affect the utilisation of the existing bus network.

These incremental changes that have been permissible under the R6BSP Services Contract for bus operation contracts include:

- **Reduction in service frequency** (Number of buses serving a route daily)
Affects the long-term viability of a given route as when the service becomes less available more passengers seek alternatives, this ultimately leads to the demise of a route as its utilisation does not adequately meet its operating costs.
- **Rationalisation of indirect routes** (reducing service to inefficient areas)
Reduces network coverage as the indirect routes provide breadth of service that is otherwise not provided and thereby serving those members of our community that have limited mobility options such as the elderly or those unable to drive.

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- **Removal of bus stops** (reducing accessibility to services)
Reduces accessibility to bus routes and has a similar effect to rationalisation of routes by reducing the serviceable catchment to a route. Additionally the availability of 30m of kerb will provide additional parking opportunities and potentially encourage additional car ownership. This kerbside space will be difficult to re-acquire once given up.

There are 10 'local' routes in the Waverley Council area that are potentially affected by reductions to Contract Service Levels, these changes that are proposed by an operator and approved by TfNSW are subject to the Operators Stakeholder Engagement Plan that should require 'proactive collaboration and engagement with key stakeholders'. However the operators stakeholder engagement plan is not openly available and the key stakeholders therefore not known, it is likely that this includes TfNSW as required under the Services Contract and potentially councils as the applicable roads authority. There is no public consultation on these matters only a requirement for notification after the change is approved.

Relationship between service provision and On Time Running contractual requirements

Reductions in service reliability refers to the 'On Time Running' (OTR) of individual bus services, typically this is required to achieve 95% on time running for all bus services in a contract area. The reliability of services at 95% is higher than historic levels and use of such a metric to assess the level of service provision is not characteristic of bus operations in a dense urban area and leads to perverse outcomes under which an operator is effectively encouraged to reduce service levels to maintain this metric.

Region 9 and Region 6 are historically the lowest performing regions for 'on time running' in the Sydney Bus Network although for both regions this reliability has improved to meet the 95% within the last two years, however this is likely related to reduced patronage due to the pandemic restrictions.

That these two bus regions operate at the lowest levels of reliability is symptomatic not of the operator but of the operating environment that is characterised by 2 key factors: congested road environments and high patronage levels. The change of operator for Region 6 from STA to Transit Systems from July 2018 demonstrates a decrease in OTR until September 2019 and in a revealing way similar improvement to OTR is observed for STA operating Region 9 at that time.

This suggests that there is not a significant improvement to OTR when other factors are accounted for, rather there are two alternative trends evident. First that there is a long-term trend towards increased reliability for all Bus Operation Regions in the Bus Network, and second that events outside the transport network have the greatest effect upon bus reliability these being summer holidays and the Covid lockdowns that both result in reduced traffic congestion and reduced patronage.

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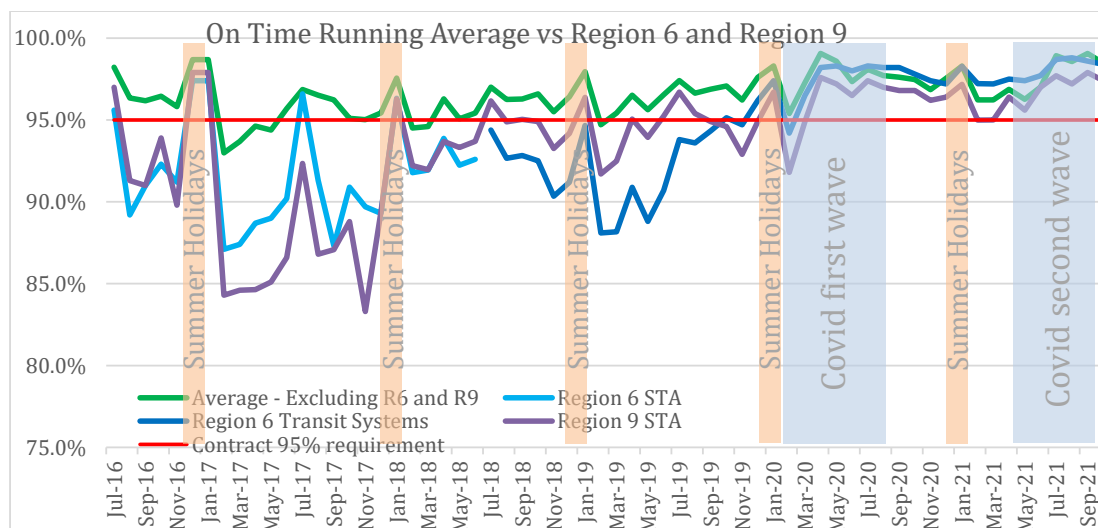
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Given the similarities in operating environment and patronage across Region 6 and 9 this shows that there are structural factors affecting the reliability of the bus network and it cannot be expected that a change of operator would deliver any significant change to the on time running performance.



Data from: NSW Open Data Portal - Sydney Metropolitan Bus Service Contracts on-time running results
Monthly data - February 2010 to January 2022

The chart above shows three data sets: the on time running (OTR) average for All Regions (excluding 6 and 9), the monthly OTR for Region 6 and the monthly OTR for Region 9. It is clear that there is a long-term trend of below 95% OTR for Regions 6 and 9 has been relatively consistent until the decline of patronage and general road traffic as a result of Covid measures in early 2020. The improvement of both operators to above 95% OTR is now more likely a reflection of reduced patronage rather than any other change as the improvements are seen across Region 6 and 9 in an equivalent amount.

The reliance upon OTR as a key performance metric over breadth of service provision should not be taken as a blanket measure for all routes. The recent changes to Region 9 identified 'frequent' and 'local' routes, where frequent routes are typically direct and on arterial roads the local routes are indirect and disperse into local roads. Thus the frequency of service is complimented by a breadth of service however these should have different operating parameters, where a high frequency route on an arterial road should have a high reliability (OTR) a local route that provides breadth of coverage should not be required to perform to the same reliability (OTR).

An OTR measurement that distinguishes between frequent and local routes could alleviate the need to reduce service provision on local routes, such as 95% for frequent routes but 90% for local routes.

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Crowding at peaks and peak periods

There are existing capacity constraints within the existing bus services operating in Waverley, these occur at peak periods but they also occur irregularly with events and during summer at the beaches, this crowding is made acute if a summer storm suddenly clears a beach in the afternoon.

Peak period crowding occurs most frequently in the Bondi area with the 379 frequently full before the third stop on Glenayr Ave or the 333 full before it has progressed half way along Bondi Rd. This results in an unmet demand where approximately 12,000 people a day walk into Bondi Junction via either Bondi Rd or Old South Head Rd.

Summer beach bus crowding has been addressed by STA by the provision of an extra bus services at times of peak demand, these services are not identified in published schedules but serve a critical need, it is essential that this practice continues.

Recommendations

The R6BSP Services Contract identifies Performance requirements (Clauses 6 and 7) and a number of KPI's (Clause 13), there are requirements to meet these measures and penalties specified if operators fail to do so.

The ability of an operator to meet these requirements is facilitated by the requirement upon the operator to undertake reviews as described in Clause 16.2. These reviews are required annually and any changes requested are to be approved by TfNSW. Whilst there is a requirement to 'have regard to the needs of passengers and key stakeholders' there is not a requirement to determine the effect upon network coverage meaning that changes to the number of passengers served within a 400m radius of a bus stop. Changes to routes, schedules or stops are likely to be reductions and therefore a reduction in the overall breadth of service provided.

1. There needs to be a requirement upon the operator to maintain or improve the breadth of coverage in any proposal to TfNSW to amend the Contract Service Levels. Simply reducing service scope to meet performance or budget constraints is not a customer first proposition.
2. Community need to be given an opportunity to respond to proposed changes to routes or stops prior to a decision by TfNSW to support proposed changes to Contract Service Levels by an operator. These responses need to be publicly available and a rationale provided by TfNSW for supporting or declining the request made available. Ideally any request or decision would remain publicly available over time so that changes made under Contract can be tracked.
3. There is insufficient requirement to deal with 'crowding' (a full bus unable to pick up passengers). Whilst there are requirements under contract to improve the ridership by 1%p.a. this does not adequately address existing crowding issues.
4. That the Waverley Bus Depot is protected as a critical operational component of the bus network that ensures availability of buses to Bondi Junction Interchange.

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Conclusion

The eastern suburbs of Sydney have a high reliance upon buses to perform a substantial component of the transport task. On key corridors in Waverley before Covid, buses carried approximately half the people moving through the road corridor. Waverley and the eastern suburbs need a functional bus network that caters to a diverse range of users including workers, school children, retirees and elderly, visitors and those who don't have space to park a car.

The experience of incrementally diminished service levels in other Bus Regions has a significant and detrimental impact upon the mobility options for many people. That the erosion of service levels that occurs through route rationalisation, reductions in frequency or removal of bus stops – which can occur after an operator has procured a contract, without community consultation and as a response to maintaining a 95% on time running metric – is not an acceptable way of providing a necessary public service.

Diminishing the level of service provided by our buses incrementally under the provisions of a contract has a significant and compounding impact upon the liveability of our neighbourhoods and places as it forces people away from public transport to private transport with its accompanying impacts upon parking and congestion.

Regards,

A handwritten signature in blue ink, appearing to read "Clint Yabuka", written over a light blue grid background.

Clint Yabuka
Manager Strategic Transport

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Eastern and south eastern suburbs public transport network Effective 05/12/2021

