

An Integrated Plan for the Public Domain and Transport in PADDINGTON

The Paddington Society - July 2004



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*The area for this Plan is generally defined by New South Head Road, Ocean Street, Oxford Street, Moore Park Road, South Dowling, Barcom and Boundary Streets and McLachlan Avenue. This is an area slightly larger than the suburb of Paddington.

Most of the Plan concerns North Paddington, which is on the northern side of Oxford Street. The issues in South Paddington, while important, are not so complex. This North Paddington area is the responsibility of Woollahra Council while South Paddington is within the Sydney City Council area.

Important transport and traffic networks around, through and linkages to areas immediately adjacent to Paddington, are also covered in this Plan.

The Paddington Society has for many years been concerned with traffic and urban design issues. Several plans have been prepared. This present plan has been informed by substantial changes in the approach of governments towards sustainable transport and the management of urban areas. There is also an urgent need to respond to the actual and potential effects of two major road tunnels through the Eastern suburbs.

A *Taming Cars Workshop*, held 1 May 2004 assisted the preparation of this new Plan. This Workshop was organised and the Plan prepared by a subcommittee of the Society comprising Adrian Boss (Convenor), Susie Powell, Dr Nina Mistilis, Leone Morrison, Robyn Attuell, Bill Morrison, and John Mant (President) with the assistance of Andrew Hulse (Traffic Consultant to the Society) and Carolyn Stone (Workshop Chairperson).

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PREFACE TO THE 2004 PLAN

The National Charter on Land Use and Transport

Since the preparation of the Society's *Integrated Traffic Management Plan* in 1993, the principles espoused there have obtained general acceptance in governments of every level.

In 2003 all the Ministers for Transport and Planning agreed a National Charter for Integrated Land Use and Transport.

The Charter recognised that the city is divided into different types of areas. What might be appropriate planning for one area would not be correct for another.

The Charter stated that areas such as Paddington *should be created as precincts where provision for vehicle traffic is subservient to the needs for quality and amenity*¹.

In these areas, governments *should provide route continuity through local streets for pedestrians, cyclists and public transport and promote urban design and street layouts that encourage the use of these modes.*

Planning should *preserve, enhance, and encourage local scale and accessible development and develop local functional road/environment categories and networks which reflect the relationship between different transport functions and the adjoining land use environment.*

This Integrated Public Domain and Transport Plan for Paddington applies these nationally endorsed principles. It supports the Paddington Townscape Study, Sept 1997, which has been implemented by the Paddington Development Control Plan 7 July 1999 (DCP).²

The Impact of the CCT

The need for more urgent action has become much more obvious with the approval of the Cross City Tunnel (CCT) project in Dec 2002. This project is due for completion in 2005 with significant impacts likely to be induced around and through the north Paddington/West Woollahra and along western fringes of South Paddington.

The planning for the CCT has been inadequate for two main reasons.

Firstly, the planning for the CCT started as a short tunnel under Park Street in the City. Progressively it was extended out to Rushcutters Bay where it meets with an already overtaxed arterial road system in New South Head Road. Traffic will be drawn from Bondi and Randwick in a north easterly manner to access the CCT, which, of course, is a private development dependent on attracting throughput. The north/south links, such as Ocean Street, McLachlan and Neild Avenues and Boundary Street, are far less able to service this traffic than even the east/west New South Head Road.

¹ **NATIONAL CHARTER OF INTEGRATED LAND USE AND TRANSPORT PLANNING**

Endorsed nationally by both Ministers for Transport and Ministers for Planning in 2003.

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

² The Paddington Society's *Toward an Integrated Traffic Management Plan, 1993* (1993 TMP), on which this amended Plan is based, addressed the northern Paddington area only. This was because it was primarily prepared as a submission to the Woollahra Municipal Council. At the time it was believed that the then council had introduced reasonable traffic planning and management measures - mostly making the southern Paddington areas two separate cohesive neighbourhoods that were then not subject to undue through traffic. The design of the measures and implementation were consistent. The Society was seeking to achieve similar traffic management outcomes and better urban design and landscaping for the remainder of Paddington, consistent with the area's heritage conservation values.

Secondly, unlike with the Eastern Distributor (ED), the Government has refused to prepare a Local Area Traffic Management Scheme to deal with the impacts and take the opportunity to improve the Paddington precinct, although the RTA has now agreed with the City Council to prepare a LATM for Rushcutters Bay. The conditions of approval for the Tunnel adopt an attitude of 'a wait and see and then maybe do something'

If the projections for the use of the CCT are to be met and the financial returns promised are to be realised, not only will Ocean Street see a major increase in traffic but there will be a very considerable increase in 'rat running' through Paddington North.

1. INTRODUCTION

The Paddington Society aims to:

Conserve Paddington as a rare and intact example of a 19th century inner city Victorian suburb offering residents an attractive, efficient and convenient lifestyle combined with a rich tradition of culture, history and heritage.

The Paddington DCP and the Society's Strategic Plan for Paddington contains important objectives relating to traffic management and the quality of the public domain, especially the encouraging of walking rather than using the motor car.

Being a Victorian suburb Paddington has unique qualities when it comes to traffic management and the public domain. The population of the Paddington Ward in Woollahra in 2001 was 10,565 people a slight reduction since 1996. Although there were more dwellings, household sizes reduced.

Density is quite high – within the 1.3sq km of the Paddington Ward there is a density of 79 persons per hectare.

While there was a slight increase in car ownership between 1996 and 2001, on a per household basis it is 25% lower than in the rest of Woollahra. And 25% of households did not own a car at all.

Despite the slight increase in car ownership, journey to work by car actually dropped. The journey to work differs considerably compared to the rest of Woollahra, with only 39% going to work by car from Paddington as against 47% in Woollahra overall and 57% for the Vaucluse Ward.

Parking in Paddington is mainly on-street, although there has been an increase in on-site garages, built off the lanes at the back of houses.

Over the last decade, the volume of vehicular traffic, with all its attendant effects and threats, has continued to increase in the precinct at a rapidly accelerating rate. As can be seen from the drop in the journey to work trips by Paddington residents, only small amount of this increase in traffic is due to growth of trips from and to Paddington. In other words the increase is from through traffic.

Unlike South Paddington, which, with the exception of Oatley Road and South Downing Street/Barcom Ave, has had little through traffic since the traffic management improvements, Woollahra Council's Paddington Ward is bisected by several roads which encourage traffic through, rather than to and from, Paddington.

The difficult task of any plan for traffic and the public domain is discouraging and reducing the impact of the through traffic while still allowing adequate access to and from the area itself. One way to discourage through traffic is to close streets. However one of the great assets of Paddington is the mix of residences and cultural and other businesses. This must

be retained and the broader public must be able to get access to the many businesses that operate in the Paddington Ward.

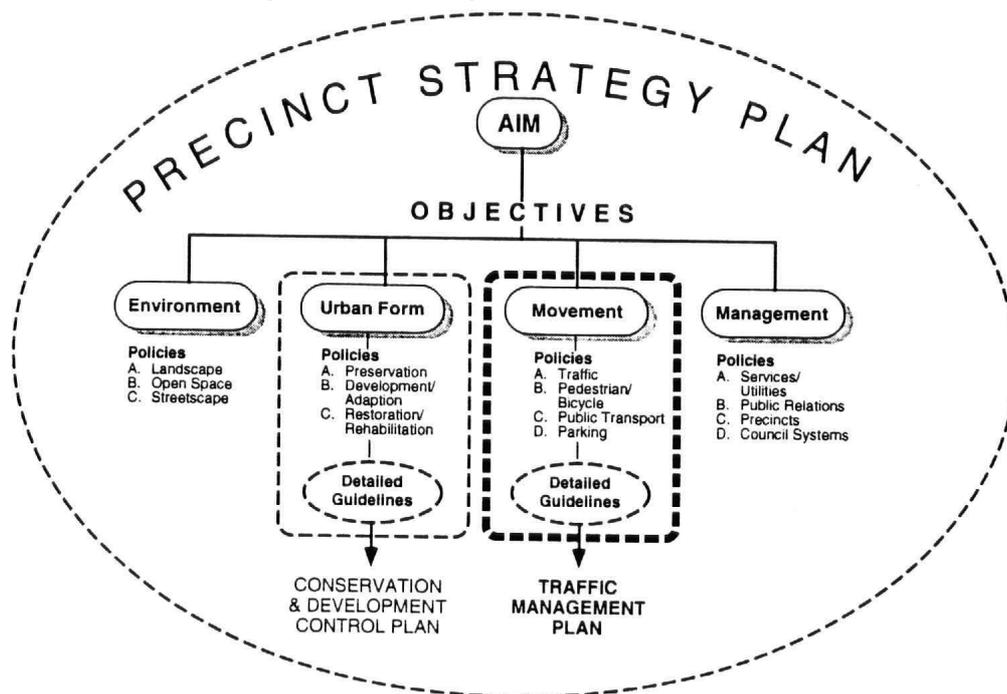
Without closing Paddington to through traffic, the design of the public domain and the management of traffic must send a clear signal to drivers that they are entering an area where pedestrians, bicycles and public transport have priority. Paddington must not present merely as a place to cut through. If one enters Paddington one must respect its qualities, which includes the presence of slow moving vehicles traversing carefully multipurpose streets and spaces.

This *Integrated Public Domain and Transport Plan* is designed to do just this.

2. FRAMEWORK FOR AN INTEGRATED TRAFFIC MANAGEMENT PLAN

In keeping with the Ministers' demand that the provision for vehicle traffic be subservient to the needs for quality and amenity³, the Society considers the four main inter-related issues affecting Paddington traffic management to be:

- the imposition of regional traffic changes on the precinct
- the impact of through traffic originating outside the precinct
- the need for a different approach to the administration of traffic control
- the integration of traffic, parking control, pedestrian and cycling improvements with the urban design of the heritage suburb



The Society's objective is:

Plan for and permit vehicular and pedestrian movements which are appropriate to an historic inner residential neighbourhood environment.

For this objective, detailed objectives and policies have been developed for **traffic, pedestrians/bicycles, public transport and parking**. These four movement themes are fully elaborated on the next pages.

³ NATIONAL CHARTER OF INTEGRATED LAND USE AND TRANSPORT PLANNING

Endorsed nationally by both Ministers for Transport and Ministers for Planning in 2003.

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

3. TRAFFIC

Direct traffic around Paddington and manage each precinct as a local traffic area to allow access to and circulation between properties and community facilities whilst eliminating through traffic.

- 3.1** Develop a functional hierarchy of arterial roads for Sydney's Eastern Suburbs that ensures through traffic travels along arterial roads, while limiting increased flows along residential sub-arterial and collector roads⁴, particularly through Paddington.
- 3.1.1 Ensure traffic with destinations for the Harbour or Anzac Bridges with origins east and south-east of Paddington use arterial roads such as Oxford Street or divert around Paddington and Centennial Parklands via Alison Road, Anzac Parade and through the Eastern Distributor (and conversely).
 - 3.1.2 Challenge any growth in traffic levels along Ocean Street above the maximum acceptable as indicated under the Minister's Conditions of Approval - Condition 61, Cross City Tunnel, being 25,490 average daily flows.
 - 3.1.3 Minimise potential for Glenmore Road, Hargrave/Brown/Macdonald Streets and Neild Avenue to become de facto sub-arterial roads by introducing additional fast and through vehicle deterrents.
 - 3.1.4 Seek reclassification of South Dowling Street (between Flinders and Oxford Streets) from an arterial to a sub-arterial road, after traffic calming measures have been implemented, with traffic directed down Flinders to Oxford Street.
- 3.2 Control and severely restrict traffic generating development⁵ and business or commercial developments that generate additional vehicle traffic.**
- 3.2.1 Ensure permissible high activity uses, including commercial and private recreation and sporting facilities⁶, use public transport for access and enjoy existing or provide new, direct vehicle access to arterial or sub-arterial roads, such as New South Head Road, Oxford Street and Moore Park Road. Where access is to collector or local roads only, traffic should be contained by severely restricting parking permissible on-site.
 - 3.2.2 Do not rezone land to create opportunities for new traffic generating uses.
 - 3.2.3 Design and develop a Plaza and entry area for the UNSW College of Fine Arts to ensure direct access to the Campus for art gallery visitors, students and staff is from Greens Road and off Oxford Street.
 - 3.2.4 Ensure future redevelopment of large sites⁷ or business, commercial and industrial type trip generating uses, are required to prepare a comprehensive 'Transport Access Guide⁸' for their development.

⁴ New South Head Road, Oxford Street and South Dowling Street (between Flinders and Oxford Sts) are arterial roads; Ocean Street & Moore Park Roads are sub-arterial roads; and Cook Roads, , Barcom/Boundary Streets and north Neild Ave, are collector roads. Glenmore Rd, Hargrave St & Jersey Rd and Cascade Streets are also collector roads. All other streets are local streets.

⁵ Traffic Generating uses are as defined in State Environmental Planning Policy No. 11

⁶ Sport & recreational developments permissible on the SCC and Aussie Stadium for example.

⁷ For example, White City, The Scottish Hospital, or UNSW College of Fine Arts or similar large sites.

⁸ A Transport Access Guide is a concise presentation of how to reach a site or venue using low-energy forms of transport - public transport, walking or cycling. Refer to RTA/SEDA for information.

⁹ Woollahra Traffic & Transport Study GHD's 1999: "The primary objective of LATM are to provide safety ... and improve ... amenity ..." (pg. 69)

3.3 Maximise the effectiveness of traffic management within Paddington's⁹ residential precincts to mitigate the impact of intrusive traffic.

- 3.3.1 Designate each Paddington precinct as a local traffic zone with a maximum speed of 40 kph and ensure effective enforcement of restrictions by police or other measures.
- 3.3.2 Introduce 50 kph speed zoning for Paddington's 'high street', along Oxford Street between the Centennial Park Paddington Gates to Glenmore Road and 40 kph west to Taylor Square to match the speed zoning for the City of Sydney CBD.
- 3.3.3 Limit vehicle movements into and out of Paddington precincts from Oxford Street, New South Head Road, Moore Park Road and South Dowling Street with traffic lights and special gateway designs.
- 3.3.4 Introduce landscaped traffic management devices along South Dowling and Ocean Streets, and further limit access from Sid Einfield Drive and York Road northward into Ocean Street by constraining overall traffic flow to the maximum acceptable as indicated under the Minister's CCT Conditions of Approval - Condition 61.
- 3.3.5 Provide special ingress to Paddington's residential precincts¹⁰ - gateways - including use of pedestrian priority zoning and urban design based landscape schemes.
- 3.3.6 Reduce invitation for traffic to funnel through Paddington to and from New South Head Road by re-introducing 2 way traffic to Neild Avenue, Boundary Street and McLachlan Avenue.
- 3.3.7 Introduce intersection redesigns at selected locations to consolidate residential character and reduce through traffic.

3.4 Rationalise tolling to discourage access to CCT's eastern portal so that alternative access via ED¹¹ may be encouraged¹².

- 3.4.1 Consider tolling¹³ traffic through North Paddington that uses the Cutler Footway during peak hours other than bicycles, public transport, taxis and emergency vehicles.
- 3.4.2 Consider tolling¹⁴ traffic through north Paddington that reaches the CCT's eastern portal (and conversely).

¹⁰ The gateways are at: Barcom Street, Glenmore Road, Elizabeth Street, Jersey Road, Queen Street, Wallis Street, Oatley Road, Greens Road and South Dowling Street – off Oxford Street; Neild Ave – at Lawson/ Boundary/Brown Streets; South Dowling Street – off Flinders Street; and Greens & Oatley Roads, Regent and Gordon Streets, Lang and Cook Roads – off Moore Park Road. Pedestrian priority zoning should be developed at gateway sections along Glenmore Road, Elizabeth Street, Greens Road at Oxford Street, Neild Ave at Lawson Street and Glenmore Road down from New South Head Road, where shops, pubs with high pedestrian activity arises.

¹¹ ED = Eastern Distributor.

¹² Eliminate price differentials between the CCT and ED for the same origins/destinations trips for any route taken.

¹³ Apply e-tag tolling system.

¹⁴ Ditto

- 3.5 Ensure traffic calming measures are designed with recognition for the special urban, residential and conservation characteristics of Paddington precincts** by either amending or preparing and finalising for adoption, integrated urban design and landscape plans for each precinct.
- 3.6 Restrict the size and movement of tourist buses within precincts to designated routes.**
- 3.7 Develop and implement traffic management plans and walking bus and cycling schemes for every school within Paddington.**

4. PEDESTRIAN/BICYCLE/URBAN DESIGN

Improve pedestrian/bicycle access by development of an integrated network of landscaped priority pathways providing safe access to all parts of the precinct and adjacent parklands.

- 4.1 Improve the pedestrian network and access for persons with disabilities or special needs.**
- 4.1.1 Finalise the Pedestrian Access Management Plan for the northern part of Paddington and establish a pedestrian priority system throughout Paddington to fix footpaths.
- 4.1.2 Provide marked pedestrian crossings and paved at-grade thresholds for selected village centres¹⁵ and at high activity locations¹⁶ to define these places and improve safety and amenity.
- 4.1.3 Introduce Shared Zones at selected gateways¹⁷ and along suitable rear lanes, where pedestrians shall have priority over all vehicles.
- 4.1.4 Widen footpaths on selected routes. This is required particularly along arterial roads, at approaches to intersections along sub-arterial roads¹⁸, through village centres and past corner shops and where shared pedestrian/cyclist facilities are required to ensure the safety of both pedestrians and cyclists¹⁹.
- 4.1.5 Expedite the design and implementation of intersections and pedestrian crossings along the east-west central routes through north Paddington²⁰, west Woollahra²¹.

¹⁵ Village centres are: Five Ways, Paddington and Queen Street, Woollahra (Note: These centres are along a sub-arterial road.)

¹⁶ Additional high activity locations requiring urgent crossing treatments are at Oatley/Moore Park Roads (three-way crossing), Ocean Street Gate, Centennial Plaza/Paddington Gate and South Dowling/Barcom/Oxford Street (four-way crossings).

¹⁷ See footnote 4, above.

¹⁸ Urgently consider upgrading footpaths along Glenmore Road between Brown Street and Fiveways in tandem with the landscaping of the Royal Hospital for Women's Park.

¹⁹ The routes where shared pedestrian/cyclist paths are required are along New South Head Road, parts of Ocean Street, and near intersections including CP Paddington Gate, Driver Triangle, Oxford Street where north and south Paddington cycle routes cross, and the northern end of Neild Avenue.

²⁰ The east west route follows: Moncur/Hargrave/Moncur Streets, Glenmore Road, Brown/MacDonald Streets. Urgently expedite planned intersection concepts for Five Ways and at Glenmore Road/Brown and MacDonald Streets and at Gurner/Cascade and Hargrave Streets.

²¹ Along potential CCT 'rat-run' routes.

4.2 Link the parks and open spaces of Paddington and surrounds with better pedestrian/cyclist connections.

- 4.2.1 Providing traffic-controlled crossings at Oatley Road to the Aussie Stadium complex and at Neild Avenue across New South Head Road to Rushcutters Bay.
- 4.2.2 Redesign the Woollahra and Paddington Gate intersections into Centennial Park to provide four-way crossing and visual and direct pedestrian and cycle entry.

4.3 Improve the bicycle network for Paddington.

- 4.3.1 Implement bicycle facilities, including appropriate directional signage and links that integrate Paddington bicycle routes²² with the surrounding areas, including Rushcutters Bay, Centennial Park and to the City and Edgecliff and Kings Cross Stations²³.
- 4.3.2 Provide bicycle routes and facilities that do not impact upon pedestrian usage.
- 4.3.3 Require the provision of on-site bicycle parking and amenities for all educational, commercial and recreational developments to encourage cycling.

4.4 Ensure that facilities for pedestrian/cyclists are designed for safety and recognise the special urban/streetscape qualities and conservation values of Paddington.

- 4.4.1 Develop special facilities to accommodate pedestrian numbers and encourage community usage including seating, outdoor dining etc at appropriate locations.
- 4.4.2 Implement a Paddington style manual to establish the range of street furniture, street signs, footpath design and maintenance, street planting with pedestrians in mind and lighting which is appropriate to the character of Paddington.
- 4.4.3 Remove the clutter of signs in footpaths.
- 4.4.4 Remove roundabouts as a traffic management technique and replace with alternatives, such as paved at-grade thresholds, pedestrian crossings and landscaped schemes, which maximise available space for pedestrian usage and improve safety for both pedestrians and cyclists.

4.5 Promote walking and cycling instead of using cars by communicating the benefits walking and cycling²⁴.

- 4.5.1 Adjust traffic lights to improve pedestrian flow along Oxford Street, including automatic change to pedestrian crossings.

²² Woollahra Bike Plan Routes 1 through north Paddington and route 7 along Ocean Street, preferably before CCT is opened.

²³ Significant investment for bicycle facilities by the RTA and the City of Sydney Council are proposed along William Street, Kings Cross (down Kings Cross Road and up Craigend Street), but these do not connect with Rushcutters Bay and the Paddington bicycle routes. Design and implement the missing regional bicycle network into the CBD from Driver Triangle to Taylor Square along Flinders Street and across South Dowling Street. A Bicycle Coordinator for Sydney's Eastern Suburbs is required to facilitate this process and for developing the Bike Plan networks elsewhere in the Eastern Suburbs.

²⁴ Promotion could cover publication of maps, improved signage, provision of improved amenities at selected locations and organising walking and cycling buses for children and fitness awareness and training programs.

5. PUBLIC TRANSPORT

Serve Sydney's Eastern suburbs and Paddington with adequate and convenient public transport which is environmentally acceptable to the residential and conservation status of Paddington.

5.1 Improve regional public transport systems to minimise the need for private car usage.

- 5.1.1 Develop above and below ground light rail/tram services from the CBD along Oxford Street and Anzac Parade and integrate with the train and bus systems.
- 5.1.2 Up-grade the train system and potential for integration of bus and train services, including the provision of an integrated ticketing system.
- 5.1.3 Provide bus lanes in William Street (not T2 lanes)²⁵
- 5.1.4 Investigate the possible extension of the Eastern suburbs ferry service to Rushcutters Bay at David Martin Reserve.
- 5.1.5 Encourage greater use of Edgecliff Station by feeder transport system and improved and safe bicycle/pedestrian paths.

5.2 Improve local public transport systems

- 5.2.1 Improve peripheral bus routes supplemented by a 'phone for a mini bus' shuttle service which is "in scale" with the village environment.
- 5.2.2 Provide shelter and other facilities to make public transport more user friendly and accessible to all.

6. PARKING

Provide parking in context with other needs for street space by controlling car parking for both residents and visitors.

6.1 Discourage the further provision of car parking within Paddington.

- 6.1.1 Do not introduce further right-angle parking on-streets.
- 6.1.2 Review parking codes applicable to commercial development in Paddington, taking into account location, access to public transport and proximity to facilities and services.

6.2 Give priority to resident vehicle parking within residential precincts.

- 6.2.1 Extend resident only parking schemes and impose appropriate non-resident parking limits (maximum of 2 hours) including total restrictions along rear lanes.
- 6.2.2 Significantly improve enforcement of parking controls.

²⁵ Bicycle lane between a bus lane and lane 2 is acceptable (not ideal), but cycling between T2 kerb lane and lane 2 is totally unsafe.

- 6.2.3 Limit parking on private properties only where accessible from rear lanes where width of lane and size of property permits and where sufficient open space can be retained, and in accordance with appropriate architectural development controls.
- 6.2.4 Do not permit basement car parks.
- 6.2.5 Provide parallel on-street resident parking along both sides of sub-arterial and collector roads within residential precincts to off-set supply lost elsewhere and as a traffic calming tool, where appropriate²⁶.

6.3 Limit and price parking for traffic generating development and for permissible residential, business and commercial uses.

- 6.3.1 Reduce the current maximum permissible car parking for residential, business and private recreation zoned sites that cannot provide direct vehicle access to arterial or sub-arterial roads.
- 6.3.2 Consider significantly higher prices on second and subsequent resident parking stickers to discourage excessive car ownership by residents.

6.4 Develop policies to mitigate visual and other adverse impacts of car parking.

- 6.4.1 Consider the visual impact of parking on streetscape character, vistas and potential detrimental effect on visual and heritage qualities of the area.

7. CONCLUSIONS

The Charter endorsed by the Planning and Transport Ministers provides the framework for what needs to be done to manage traffic and improve the urban design of the public realm in Paddington.

Traffic needs to be subordinate to the heritage qualities of the unique Victorian suburb. Residents and visitors need to be encouraged to increase still further the use of public transport. Walking to and about the suburb should be a pleasurable experience. Parking supply should be controlled in the interests of encouraging the use of public transport and walking.

While traffic should be able to get in and out of Paddington, the design of streets and traffic management should discourage rat running.

A total traffic and transport plan for the region is urgently needed. It is evident that the Cross City Tunnel was designed as an ad hoc project and not as part of an Eastern suburbs traffic management plan. The suburb of Paddington should not have to bear the brunt of rat running by those trying to access the new Tunnel, on the one hand, or avoid the toll, on the other.

Before the Tunnel opens there must be a Local Area Traffic Management Plan for Northern Paddington. This document provides the case for such a Plan.

²⁶For example, Glenmore Road, between New South Head Road and Cascade Street and between Brown Street and Liverpool Street could be provided with parking both sides of the street, subject to 40 kph speed zoning. Parallel parking should be reintroduced along the full length of Boundary Street, McLachlan and Neild Avenues when converted to two way traffic