

**DECISION OF 3390th COUNCIL (ASSESSMENTS) MEETING  
HELD ON 14/06/05**

**532. PDS01: Draft North Sydney Centre Traffic and Pedestrian Management Plan and draft Miller Street/ Victoria Cross Masterplan**

Report of Katrina Best, Senior Strategic Planner, 6 June 2005

At its meeting on 27 January 2004 Council adopted the Public Domain Strategy for the North Sydney Centre. Following the adoption of the Strategy, stage two was developed which included the preparation of the draft North Sydney Centre Traffic and Pedestrian Management Plan and the draft Miller Street/ Victoria Cross Masterplan.

This report outlines the content of the draft documents and recommends placing the documents on public exhibition.

**Recommending:**

- A. **THAT** Council adopt the draft Miller Street/ Victoria Cross Masterplan and draft North Sydney Centre Traffic and Pedestrian Management Plan, attached to this report, for exhibition.
- B. **THAT** the draft Miller Street/ Victoria Cross Masterplan and draft North Sydney Centre Traffic and Pedestrian Management Plan be placed on public exhibition for a period of 21 Days.
- C. **THAT** public notice of the exhibition be given.
- D. **THAT** all precincts be notified of the exhibition.

**RESOLVED:**

**THAT** the report be adopted.

**THAT** the process for the competition for the design of the bus stops be commenced immediately in order to attract the widest possible range of entrants.

**THAT** it be clarified that the source of the funding will be through S94 and capital works and that this is for public domain and traffic improvements.

**THAT** the choice of pavers takes into account ease of cleaning.

**THAT** following the exhibition period, the report to Council contains diagrams of the proposal.

The Motion was moved by Councillor McCaffery and seconded by Councillor Predavec.



---

**Report to General Manager**

---

**SUBJECT:** Draft North Sydney Centre Traffic and Pedestrian Management Plan and draft Miller Street/ Victoria Cross Masterplan.

**AUTHOR:** Katrina Best, Senior Strategic Planner, 6 June 2005

**SUMMARY:**

At its meeting on 27 January 2004 Council adopted the Public Domain Strategy for the North Sydney Centre. Following the adoption of the Strategy, stage two was developed which included the preparation of the draft North Sydney Centre Traffic and Pedestrian Management Plan and the draft Miller Street/ Victoria Cross Masterplan.

This report outlines the content of the draft documents and recommends placing the documents on public exhibition.

**RECOMMENDATION:**

- A. **THAT** Council adopt the draft Miller Street/ Victoria Cross Masterplan and draft North Sydney Centre Traffic and Pedestrian Management Plan, attached to this report, for exhibition.
- B. **THAT** the draft Miller Street/ Victoria Cross Masterplan and draft North Sydney Centre Traffic and Pedestrian Management Plan be placed on public exhibition for a period of 21 Days.
- C. **THAT** public notice of the exhibition be given.
- D. **THAT** all precincts be notified of the exhibition.

**Financial Implications**

Estimates prepared for the project have put the cost of constructing the works for the Miller Street/ Victoria Cross Masterplan at approximately \$4,140,000. This estimate includes the design of the bus stops but does not include traffic management changes. The cost of traffic changes will be determined once these have been discussed and approved in final form by the RTA. The funds will be raised through s94 and capital works. As this report is for exhibition only, funds are not being committed at this stage

Signed \_\_\_\_\_

Endorsed by \_\_\_\_\_  
Manager Strategic Planning

## **INTRODUCTION**

At its meeting on 27 January 2004 Council adopted the Public Domain Strategy for the North Sydney Centre. The Strategy consists of strategies, actions and design principles to guide the future upgrade of the public domain in the North Sydney Centre.

The Strategy ensures that the quality, diversity and capacity of the public domain will be enhanced, in tandem with the anticipated growth and regeneration of the Centre. North Sydney Local Environmental Plan 2001 (Amendment No 9) allows for an additional 250,000m<sup>2</sup> of commercial floor space to be developed within the core, and about 200 additional dwellings to be developed in the remainder of the Centre. When completed this development will accommodate 12,500 additional workers and 374 additional residents.

Following the adoption of the Strategy, stage two was developed which included the preparation of the draft North Sydney Centre Traffic and Pedestrian Management Plan and the draft Miller Street/ Victoria Cross Masterplan.

The draft Management Plan and the draft Masterplan were expected to be finalised in April 2005. However, recommended changes that occurred with the Management Plan had to be coordinated with the consultants for the Masterplan causing delays. In addition, the recommended changes to the Management Plan caused significant delays, as the traffic intersections had to be re- modelled. Significant additional modelling was undertaken, which has added to the time taken to finalise the projects.

## **NORTH SYDNEY CENTRE TRAFFIC AND PEDESTRIAN MANAGEMENT PLAN**

North Sydney Council engaged URaP – TTW Consulting Engineers to prepare the North Sydney Centre Traffic and Pedestrian Management Plan. The Management Plan takes into consideration the recommendations from the North Sydney Centre Public Domain Strategy.

The aim of the draft North Sydney Centre Traffic and Pedestrian Management Plan is to establish the capacity of the traffic system to accommodate the expected population growth and the proposed public domain improvements.

The Management Plan identifies relevant traffic management and pedestrian issues and establishes actions to implement the strategy and accommodate growth. The Management Plan is in accordance with the North Sydney Centre Public Domain Strategy recommendations. The following is a review/summary of URaP – TTW's findings.

The Management Plan provides the following:

1. The current and future traffic situation throughout the study area and the identification of deficiencies in the road network and traffic system. It includes measures to improve these deficiencies.
2. Measures to provide an effective and practical road network system that will resolve vehicular and pedestrian conflicts in the North Sydney Centre for future traffic growth over the next 10 to 20 years.

- 
3. Pedestrian Access and Mobility Plan (PAMP) in accordance with RTA guidelines highlighting the pedestrian desire lines and the necessary pedestrian facilities to cater for existing and future demands.

The Management Plan provides a summary of the current situation in the Centre and identifies deficiencies in the road network. The key elements include:

- The North Sydney Centre is principally being affected by being on and adjacent to major urban roads i.e. Warringah Freeway and Pacific Highway;
- The North Sydney Centre has developed without a city centre focus;
- Past developments have emphasised frontages to the main streets whereas the laneways have been neglected. These neglected laneways are prime pedestrian space and the potential exists to improve the safety and amenity of the laneways;
- Pacific Highway and Berry Street function as a major route through the area with divisive elements to the Centre;
- Miller and Walker Streets are being used as through traffic routes instead of serving the North Sydney Centre for its commercial, recreational, cultural and civic needs.

Urap – TTW assessed the existing land use and traffic flows and forecast and evaluated future scenarios in the Centre. The consultants estimated future traffic flows by developing a trip matrix model; the road network scenarios were assessed using EMME/2 program and intersection analysis was carried out by using SCATES program.

Based on the above technical analysis, the consultants provided a number of vehicular traffic management measures to accommodate the present and future needs of the Centre. The proposed management measures encompass a number of strategies for each street in the Centre. The key elements for the Management Plan follow;

#### *Miller Street*

- To reduce vehicular traffic along Miller Street by;
  - Banning right movements from Pacific Highway onto Miller Street;
  - Introduction of one lane traffic movements in each direction along Miller Street with bus bays;
- Introduction an 'A.M. bus only' lane on Miller Street, south bound from Falcon Street to Berry Street.

#### *Pacific Highway*

- Maintain Pacific Highway as an arterial route with its current lane configurations;
- Ban left turn for private vehicles (buses and taxis excepted) from Pacific Highway onto Blue Street to prohibit unsafe merge movements along Pacific Highway and improve the Blue Street environment;
- Redesign the intersection at Berry Street to allow for easier right turn movements onto Berry Street, north bound;
- Reduce southbound left turn along Pacific Highway into Berry Street from two lanes into one. The one lane into Berry Street will be a bus lane only during the morning peak.

*Berry Street*

- Downgrade Berry Street's road function classification from arterial to major route;
- Reduce one lane of traffic along Berry Street to protect its civic and commercial environment and needs.

*Arthur Street*

- Rationalisation of Pacific Highway, Arthur Street and High Street intersection to promote more use of Arthur Street with two right turns facility from High Street onto Arthur Street;
- Establish a permanent one way traffic movement, north bound, along Arthur Street between Pacific Highway and Mount Street;
- Introduction of two way traffic system along Arthur Street between Mount Street and Berry Street;
- Ban southbound right turn from Arthur Street onto Mount Street to facilitate intersection operation at Mount and Berry Streets;
- Installation of traffic signals at intersection of Berry and Arthur Street.

The Management Plan also provides a Pedestrian Access and Mobility Plan (PAMP). PAMP was developed in accordance with RTA guidelines and highlights the pedestrian desire lines and the necessary pedestrian facilities to cater for existing and future demands.

Pedestrian facilities proposed by the Management Plan include the following;

- Introduction of a shared zone along Little Spring Street, Mount Street (west of Walker), and Gas Lane with a threshold treatment at entry points;
- Improve pedestrian lighting along Spring Street, Little Walker Street, Little Spring Street and Gas Lane;

*Berry Street*

- Provision of a higher pedestrian crossing time as part of the traffic signals at the intersection of Berry and Miller Streets;
- Footpath widening along Berry Street between Miller Street and Walker Street;

*Arthur Street*

- Introduce landscape design measures to prevent any pedestrian crossing at mid block locations;

*Blue Street*

- Improve lighting and ambience during night time;
- Investigate the opportunity to improve pedestrian access at eastern end of Blue Street;
- Investigate the opportunity to provide a pedestrian refuge near the North Sydney Station entrance;

*Walker Street*

- Implement footpath widening on the west side of Walker Street (north and south sections of Mount Street);
- Introduce pedestrian scrambled phase crossing as part of the traffic signals at intersection of Mount Street and Walker Street;

*Miller Street*

- Opportunities for footpath widening between the Pacific Highway and Berry Street.

In addition to the above design measures, the following issues have been investigated. These design measures will assist in the facilitation of the above traffic management measures and encourage a higher use of public transport within the centre. The key elements include;

- Introduce a bus stop on the western side of Arthur Street, north of the Pacific Highway. This measure will help facilitate the bus usage from the Pacific Highway and will accommodate users from this area;
- Introduce a bus stop on the western side of Alfred Street North near the intersection of Mount Street. This measure will help facilitate bus usage from the Centre to the expressway and accommodate users from the eastern side of the expressway;
- Employ latest technology such as introduction of ‘real time table’ for buses on Miller Street;
- Extend the existing bike routes to include Little Walker Street and Ridge Street.

**MILLER STREET/ VICTORIA CROSS MASTERPLAN**

Miller Street and Victoria Cross are the physical crossroads of the Centre and have the potential to represent a ‘heart’ for the North Sydney Centre. The six way intersection is a commercial nucleus, and transport hub with continuous flows of pedestrians which has the potential to become a symbolic focus.

The Miller Street/ Victoria Cross Masterplan follows the recommendations from the Traffic and Pedestrian Management Plan. The Masterplan outlines proposals for the enhancement and upgrade of Miller Street and Victoria Cross Intersection.

North Sydney Council engaged McGregor Partners to prepare the Miller Street/ Victoria Cross Masterplan. The Masterplan outlines proposals for the enhancement and upgrade of Miller Street and Victoria Cross Intersection. The plan is based on existing site conditions, urban context, Council’s strategic direction and the needs and aspirations of key stakeholders. The key elements of the Masterplan include:

- Widening of the footpath on both sides of Miller Street to enhance the provision of pedestrian public space;
- Downgrade the traffic role of Miller Street with one lane of traffic both north and south bound;
- Establish a slip area for the bus stops on both sides of Miller Street;
- Incorporate a dedicated bus stop area on the northern bus stop (on the west side of Miller Street). All bus stops will have all weather protection;
- Upgrading and improving street tree planting; the design intends to keep the MLC plane trees and gradually replace the remaining trees with native trees;

- Repaving with a high quality natural sandstone that will be unique for North Sydney Council;
- Establish a pedestrian crossing across Miller Street between Berry Street and Pacific Highway;
- Upgrading lighting to include catenary lighting as the main lighting in Victoria Cross to improve visibility and pedestrian safety;
- Incorporate environmental sustainable design features which will include;
  - o Using a regional stone for the paving;
  - o Using local resources which will use less energy;
  - o Using native species for the landscaping;
  - o All drainage will be used for irrigation or treated before it drains back into the harbour. This will also include a stormwater storage pit near Victoria Cross.

The Miller Street/ Victoria Cross Masterplan proposes to establish a continuous landscape treatment from public space into private space. The proposal is to negotiate with private owners in the design and implementation of private open space that is in the public domain. The key design principles for a continuous landscape treatment include:

- Activating the area outside 189 Miller Street (Commonwealth Bank) by;
  - o removing the awning;
  - o levelling the area;
  - o define the space by providing public seating;
  - o create an identity by naming the area to establish links to North Sydney's history and establish a possible site for public art.
- The area adjacent to Tower Square is already an active space. However, the Masterplan builds on this by greening the area with tree clusters and extending the outdoor dining areas;
- Activating the area fronting 105 - 153 Miller Street (MLC building) by providing more public seating including seats on the grass embankment and altering the retaining walls to stairs.
- The Masterplan proposes to create a fresh and innovative image for North Sydney Council by refurbishing the Greenwood Plaza entrance. The top of the entrance to Greenwood Plaza and the North Sydney Station has been designed as a meeting point with a grass embankment and stairs. The proposed design looks at incorporating a glass exterior.
- Activating the area fronting 62 Miller Street (the Victoria Cross building) by;
  - o Including a shared access to Mount Street, which will be defined by bollards;
  - o the area will be levelled and the awnings removed;
  - o creating a plaza with seating and grass;
  - o a possible site for public art.

In addition, the Masterplan proposes to develop iconic bus stops on Miller Street. The intention is to develop a multifunctional bus stop, which will be a creative new design. The bus stop will function as a multi-purpose building. A design competition will be organised for the bus stop design.

## **NORTH SYDNEY CENTRE WORKING PARTY**

The North Sydney Centre Traffic and Pedestrian Management Plan and Miller Street/ Victoria Cross Masterplan were presented to the North Sydney Centre Working Party on 16 February 2005 and 5 April 2005. The committee was generally in agreement with the strategies that are proposed.

However, it was resolved that the design of bus stops on Miller Street will be coordinated through a design competition. The competition will have the endorsement of the Royal Australian Institute of Architects and the Design Institute of Australia. The purpose of this design competition is to select the highest quality architectural and urban design solution for the development of the North Sydney Centre bus stops.

## **COST ESTIMATE**

Estimates prepared for the project have put the cost of constructing the works for the Miller Street/ Victoria Cross Masterplan at approximately \$4,140,000. This estimate includes the design of the bus stops but does not include traffic management changes. The cost of traffic changes will be determined once these have been discussed and approved in final form by the RTA. The funds will be raised through s94 and capital works.

## **TIMING**

The project time for the Masterplan is dependent on traffic changes. The traffic changes proposed in Centre are extensive and should occur when traffic is at its lowest. Therefore, during December / January 2006 / 2007 is most the suitable time.

However, Council is still able to implement parts of the Masterplan in the interim. These may include the proposed plaza area fronting 62 Miller Street (the Victoria Cross building), the area outside 189 Miller Street (Commonwealth Bank) and the area fronting 105 - 153 Miller Street (MLC building). In addition, Council officers and the consultants for the Masterplan are currently designing the specifications for the sandstone paving and catenary lighting.

## **CONCLUSION**

The draft North Sydney Centre Traffic and Pedestrian Management Plan is the second stage of the North Sydney Centre Public Domain Strategy. The aim the Management Plan is to establish the capacity of the traffic system to accommodate the expected population growth and the proposed public domain improvements. The Management Plan identifies relevant traffic management and pedestrian issues and establishes actions to implement the strategy and accommodate growth.

The draft Miller Street/ Victoria Cross Masterplan follows the recommendations from the Traffic and Pedestrian Management Plan. The Masterplan outlines proposals for the enhancement and upgrade of Miller Street and Victoria Cross Intersection. It is recommended that Council adopt the draft North Sydney Centre Traffic and Pedestrian Management Plan and draft Miller Street/ Victoria Cross Masterplan for public exhibition.