

General Manager's Report No. GM13/14



Subject: CBD and South East Light Rail Project

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Introduction

The purpose of this report is to:

- Provide an update on negotiations with Transport for New South Wales (TfNSW) regarding the "Development Agreement";
- Seek Council's endorsement of "Light Rail Urban Design Guidelines" which presents Council's preferred design outcomes; and
- Seek Council's endorsement for the light rail support plan measures and public domain improvements associated with the introduction and operation of light rail.

Background:

For a number of years Council has advocated for the introduction of high capacity transport such as a light rail system within the City of Randwick.

Council has continually expressed its support and appreciation for the light rail project. As such, Council has worked co-operatively with TfNSW to achieve the best possible outcomes and to ensure the project is seamlessly integrated with the surrounding community. Council has endeavoured to provide assistance and support to TfNSW to ensure that the project delivers best practice and a world class transport infrastructure to the CBD and Randwick City. In the spirit of this cooperation Council officers will continue to work with TfNSW to resolve any outstanding issues.

In 2003, as a part of the preparation of the Randwick City Plan, Council commissioned a traffic study which among other things recommended a light rail system to Kensington and beyond.

An outcome of Randwick City Plan 2006 was to "advocate and/or plan for integrated local and regional transport improvements including high capacity transport such as light/standard rail".

This position was further reaffirmed by Council in adopting both 2010 and 2012 City Plan reviews.

In 2010 Council entered into a Memorandum of Understanding (MOU) with our major institutions (UNSW, ATC, NSW Health, TAFE and Centennial Park and Moore Park Trust as well as the City of Sydney) to cooperate in progressing the provisions of light rail transport infrastructure to Randwick City. Subsequent to this in 2011 a joint pre-feasibility study was undertaken which noted that the study area offers strong potential for a viable light rail system (Council's various resolutions are at Attachment 1).

In December 2012 the NSW Government announced the construction of a light rail system from the Sydney CBD to Randwick and Kingsford. Council in a press release

dated 13 December expressed its support and noted that Council had strongly advocated for the return of light rail system to the eastern suburbs.

In July 2013 Council signed a MOU with TfNSW for the CBD and South East Light Rail Project with the aim of parties working cooperatively to achieve the best possible outcomes for all stakeholders, (copy of MOU is at Attachment 2).

The MOU is a non binding document. The parties to the MOU agreed that subject to design and other aspects of the project being sufficiently defined, they will use their best endeavours to negotiate, document and execute a "Development Agreement" as soon as reasonably practical.

The parties made a number of commitments in the MOU including:

- *The Parties agree, where possible to work co-operatively to achieve the best possible outcomes for stakeholders, the Project, those affected by the Project during delivery and any private sector participants in the Project.*
- *The Parties agree to work co-operatively to deliver a comprehensive approach to community relations and stakeholder communications and engagement in the RCC LGA.*
- *The Parties agree that, subject to the design and other aspects of the project being sufficiently defined, they will use their best endeavours to negotiate, document and execute a Development Agreement as soon as reasonably practical.*
- *TfNSW acknowledges that the following matters are of importance to RCC in connection with the Project (in part):*
 - *No overall net loss of passenger transport services in the RCC LGA at the time that the light rail service is introduced.*
 - *The concept, nature and quality of the public domain along the route of the Project in the RCC LGA including general consistency with the relevant RCC palette, quality standards and design standards as those items exist at the time the parties enter into the Development Agreement.*
 - *The location of any light rail stabling and/or maintenance facility in the RCC LGA and the need to reduce its impact on its neighbourhood in accordance with any conditions imposed by any planning approval.*
 - *The location and design of each light rail stop in the RCC LGA.*
 - *Protection of significant trees along light rail corridors where possible.*
 - *Corridor alignment and construction which minimise adverse impacts on businesses in the RCC LGA.*
 - *Development and implementation of business continuity measures for businesses in the RCC LGA during construction of the Project.*
- *RCC acknowledges that the following matters are of importance to TfNSW in connection with the Project:*
 - *The assistance of RCC in connection with the location, relocation and connection to power, services and utilities for the Project in the RCC LGA.*
 - *The permanent and temporary land requirements of the Project in the RCC LGA.*
 - *The potential adverse impact on the Project of RCC planning approvals in respect of other projects and developments.*
 - *The timely provision by RCC of information regarding the condition of land within the RCC LGA and asset information to assist the delivery of the Project.*
 - *The timely and cost effective provision by RCC of works authorisations and permits.*

Throughout 2013 Council and its main partners, UNSW and ATC were involved in a number of technical meetings which were the basis for the preparation of the EIS.

At the release of the EIS a number of issues including the Randwick and Kingsford Termini remained unresolved. Discussions with TfNSW continued towards a satisfactory resolution of the outstanding issues during the exhibition and public submission period of the EIS. However, in late 2013 TfNSW advised that the work on an alternative Randwick Terminus would not continue and that the TfNSW's solution would remain at High Cross Park.

Council's submission to the EIS (endorsed at the Planning Committee Meeting of 3 December 2013) highlighted Council's main points of objection and issues requiring resolution (Attachment 3).

The main issues raised in the Council's EIS submission were objections to:

- Location of the Randwick Terminus (Interchange) at High Cross Park with a preference for the location of the Terminus at High Street which would also provide better accessibility for the Prince of Wales Hospital.
- Pedestrian safety at Kingsford Terminus and issues relating to the loss of parking at this location.
- Light rail alignment along Wansey Road.
- Loss of significant trees along Wansey and Alison Roads.
- Loss of parking along the light rail alignment in particular within the Town Centres.
- Stabling location for light rail vehicles and the issues of flooding, visual, noise and vibration impacts.
- Impact on businesses and community during the construction period.
- Traffic impact during construction and operation.
- Visual impact and the need for reduction in visual clutter by the undergrounding of power lines and relocation of poles.

Economic/Employment Benefits

The estimated cost of the construction of CBD and South East Light Rail (CSELR) is \$1.6 billion. The cost benefit of the project over a 30 year period has identified \$4 billion of benefits which equates to a benefit of \$2.50 for each dollar spent. TfNSW notes that the majority of economic benefits relate to a faster, more comfortable and more reliable journey. In addition, TfNSW notes the following benefits:

- Road users with benefits worth \$264 million from decongestion, operating savings and road safety improvements.
- Journey time savings and amenity improvements worth an estimated \$333 million for pedestrians.
- Around \$707 million in public transport operational savings, including increased revenues, reduced bus operating costs and efficiencies from integrating with the existing inner west light rail.
- Environmental and social benefits worth \$308 million, including a reduction in air and noise pollution, a reduction in greenhouse gas emissions and improvements in health.
- Wider economic benefits worth \$222 million, including the sustainability benefits associated with improved urban renewal opportunities.
- Reduction in greenhouse gas emissions by 700,000 tonnes of CO₂ over 30 years.
- Around 77 per cent of the greenhouse gas reduction is due to a decrease in car use, with around 23 per cent due to a reduction in bus use.

The EIS also estimates that the project will help the creation of over 10,000 direct and indirect jobs from 2014 to 2020.

Within the Randwick LGA the project will:

- Support the growth of 4000 jobs in research, health and education in the Randwick Education and Health Specialised Centre which employs 37% of the LGA's workforce and contributes \$1 billion annually to our local economy.
- Provide the flow on jobs in other sectors (retail, commercial and services).
- Support the demand for 50,000 trips per day to the Education and Health Specialised Centre.
- Provide a more reliable service (97% reliability for light rail vs 23% for buses) for our LGA's residents who travel to and from the CBD (11,000 residents).

In addition the light rail will provide:

- A faster, safe, accessible and comfortable service.
- A carrying capacity of 9000 passengers per hour.
- Each service having a capacity of 5 buses.
- Fully integrated ticketing.
- Possible associated public domain improvement opportunities.

Development Agreement:

In late 2013 Council was provided by TfNSW with a draft copy of the Sydney City Council Development Agreement as a basis for the Randwick City Council's Development Agreement. The City of Sydney signed the Development Agreement in December 2013 and provided \$220 million monetary contribution towards the project.

A number of technical and legal meetings were held between TfNSW and RCC in late 2013 and the first quarter of 2014 in progressing the Development Agreement.

The main issues that Council officers consider to be included in the Development Agreement are:

Light rail design and alignment

- Inclusion of Council's Light Rail Urban Design Guidelines.
- The re-location of Randwick Terminus from High Cross Park, to High Street opposite Prince of Wales Hospital.
- Location and capacity of the UNSW upper campus stop and platform and pedestrianisation of High Street between Wansey Road and Botany Street.
- The configuration of the UNSW lower campus platform to provide the required capacity and safety for the community and students.
- The location and the resultant impacts arising from the light rail stabling facility.
- Light Rail project not to preclude RCC's preference for the light rail extension to Maroubra Junction.
- Provision of a table of minimum footpath widths along Anzac Parade.
- Track form to be used adjacent to UNSW upper campus and POW Hospital.
- Inclusion of Public Art along the light rail alignment at Council's cost.

Infrastructure and services

- Undergrounding of power lines along Anzac Parade in line with TfNSW's aim of improving the public domain and providing clutter free public spaces.
- Undergrounding of the sub-station in High Cross Park.

- Electromagnetic field impacts on the research and treatment facilities within the Prince of Wales and UNSW campuses.
- Installation of conduits under the light rail alignment (future proofing).
- NBN conduits to be installed (future proofing).
- All street lighting installed to be energy efficient LED lights.

Parking

- Swap the construction compound site from the Rainbow Street site to Anzac Parade south of Sturt Street to provide for an additional 50 car parking spaces for the Kingsford Town Centre and Souths Juniors. (This will replace Council's previous position of providing temporary parking south of Sturt Street.)
- Provision of car parking on Anzac Parade where configuration allows while maintaining 2 traffic lanes at all times (mainly in Kensington). Augmentation of parking around town centres.
- Provisions of sale of the Rainbow Street site to Council on a reasonable commercial term for the multi-storey car park to serve the Kingsford town centre and adjoining businesses.

Trees and landscape

- Loss of significant trees and measures for retention of trees.
- Agreed process to assess trees for retention along alignment (Wansey Road), instead of leaving it to the discretion of the PPP.
- Tree replacement program of up to 8 trees to every one significant tree removed. 2 year tree maintenance and establishment program.

Construction and operational issues

- Consideration of defects and liability period and warranties.
- Schedule of maintenance and cleaning of the light rail corridor and public domain.
- Access to independent certifier and inspection of work sites.
- Consultation by TfNSW on hours of work.
- TfNSW to provide Council with data on passenger numbers, on-time running, reliability, etc.
- No heavy maintenance works in the light rail stabling facility at 66a Doncaster Avenue.
- Restoration of road pavements to full lane width.
- Input into the design of the construction hoardings to be used, to make visually attractive and interesting during the construction period.
- Construction Parking.
- Public access to the High Cross Park memorial at all times.
- Input into construction staging around key events.

Traffic and cycling

- Incorporation of well designed and safe cycle paths through the Racecourse to UNSW.
- Provision of traffic modeling by TfNSW.
- Provision of traffic lights at Belmore Road/Arthur Street and Botany Street/Arthur Street.

Liaison and consultation

- Provision of a business liaison officer by TfNSW for our Town Centres.
- Development of a business continuity plan in liaison with Council and Chambers of Commerce.

- Input into naming rights of light rail stations within the Randwick Local Government area.
- Assistance with RMS to approve Council's parking mitigation measures.
- Ongoing participation in light rail working groups: Urban domain, utilities, business, community engagement.

A significant element of the Development Agreement would be the incorporation of the Council's Light Rail Urban Design Guidelines which is discussed later in this report.

In a meeting with Councillors, the Minister for Transport advised that the Randwick Terminus would not be relocated away from High Cross Park. Further Council was advised that TfNSW would not be agreeable to the undergrounding of the power lines along Anzac Parade.

Anzac Parade is a significant boulevard in the Metropolitan Sydney and a highly important transport corridor for our city. Council's 2006 City Plan recognised the significance of Anzac Parade by envisaging its transformation into one of Sydney's grand boulevards.

The inclusion of catenary poles on each side of the footpath with wires strung across Anzac Parade to provide power for the light rail interferes and creates visual clutter within the town centres. Kensington and Kingsford Town Centres are mixed use commercial residential areas and all efforts need to be made to provide safe, useable and a visually attractive public domain. To ensure the area could still fulfill its function as a mix used zone along this main boulevard it is imperative that the corridor is capable of supporting appropriate urban landscape including street trees. This would require the undergrounding of wires along the corridor as the proliferation of catenary poles coupled with electricity poles and wires significantly impacts the street scape and reduces the opportunities for street trees.

The TfNSW as one of its key objectives identifies improvement to the overall amenity of public spaces in the CBD and south east suburbs. Despite this TfNSW has not agreed to the undergrounding of the power lines at this stage which is in contradiction with its urban design objectives. Further discussion will need to be undertaken to ensure that the public domain areas are clutter free and are visually enhanced.

Notwithstanding the above, there are many other issues that remain significant for consideration and inclusion in the Development Agreement. Council's Light Rail Urban Design Guidelines will be highly significant in achieving Council's preferred outcomes for the public domain areas associated with the light rail.

There has been no discussion with TfNSW since 17 March 2014 with regard to the Draft Development Agreement. Council will be kept informed of further discussions on the Development Agreement.

Should no Development Agreement be signed between the TfNSW and the RCC, TfNSW will need to compulsorily acquire Council's assets such as footpaths and parks eg (High Cross Park) to construct the alignment, stations and to undertake the required storm water drainage works. TfNSW also will need to comply with all conditions of consent imposed on the development by NSW Planning and Infrastructure. As noted above, Council will be provided with information on the progress of the Development Agreement.

Light Rail Urban Design Guidelines

The Randwick City Light Rail Urban Design Guidelines have been prepared to ensure the proposed light rail design within Randwick LGA is consistent with the Council's existing adopted strategies, design and technical standards. The Guidelines are in two volumes. Volume 1 outlines the urban design context and overall strategy for the light rail project in Randwick City. It includes design concepts for the light rail alignment stops and key elements along the route. It also provides guidelines for addressing the impact of the project on Randwick City's urban spaces and public domain. Volume 2 contains technical specifications (Light Rail Urban Design Guidelines Volumes 1 and 2, Attachment 4).

The Light Rail Urban Design Guidelines detail Council's preferred designs for:

- Randwick Terminus and the creation of an Urban Plaza with provision of facilities such as lockers, cycle facilities, coffee carts, toilets and undergrounding of substation.
- Alternative to Randwick Terminus at High Street should Private Public Partnership (PPP) operator decide to consider this option.
- "Nine-ways" intersection configuration at the Kingsford Terminus.
- UNSW upper campus stop noting Council's and UNSW's preference for the location of the stop closer to Botany Street and the creation of a pedestrian plaza between Wansey Road and Botany Street to provide for the present and projected passenger demands.
- UNSW lower campus stop which addresses the present and future commuter demands.
- Options for Wansey Road alignment to enable retention of significant trees.
- Provision of public domain design and improvements along the route of the Light Rail in particular along Kensington and Kingsford Town Centres.

Council's Light Rail Urban Design Guidelines are prepared in accordance with the principles of the Urban Design Protocol (UDP) for Australian Cities prepared by the Australian Federal Government, with support from all levels of government, and are well aligned with outcomes and directions of the Randwick City Plan:

UDP Principle	Randwick City Plan directions and outcomes
Excellence	Achieve high quality urban design.
Enhancing	Improve the environmental performance of spaces and buildings.
Vibrant	Vibrant businesses, institutions and services that provide ongoing and diverse employment and serve the community.
Comfortable	Foster distinct neighbourhoods with commercial centres that meet the needs of our community as places to live, work, shop, meet and socialise.
Safe	Maximise the identity, amenity and usability of neighbourhoods.
Context	Centres, streets and public spaces are safe, inviting, and clean and support a recognisable image of our City.
Connected	Integrated and accessible transport.
Walkable	

	A network of safe and convenient walking paths and cycle ways that link major and uses and recreation opportunities.
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It is also noted that TfNSW, Australian Local Government Association and the City of Sydney has adopted the principles outlined in the protocol.

It is recommended that Council endorse the Light Rail Urban Design Guidelines.

Light Rail Support Plan Measures/Public Domain Improvements

The introduction of the light rail would bring about loss of a significant number of on-street parking spaces along the route of the light rail. This is estimated to be approximately 700 – 750 spaces.

To mitigate the loss of parking Council commissioned GHD in January 2014 to undertake a parking study to assess the potential for providing angled parking on local roads adjacent to the light rail alignment (Attachment 5).

The study concluded that the additional parking spaces provided by introducing angle parking within the study area would be sufficient to offset the number of parking spaces lost along the proposed light rail corridor in Kensington and Randwick. There will be a net loss of 108 spaces in Kingsford.

The provision of a construction compound at Rainbow Street and Anzac Parade, Kingsford has been identified. It is also proposed that in discussion with TfNSW that the construction compound site be swapped to RCC's land in the middle of Anzac Parade, south of Sturt Street as this will provide approximately 50 additional parking spaces for the Town Centre.

At the outset Council officers requested that TfNSW ensure that the light rail project is fully integrated with the community and is in keeping with the community's needs.

For a number of years Council has been collecting and allocating section 94 funds for works around the UNSW, Randwick Racecourse and the Kingsford and Kensington Town Centres. A substantial s94 contribution has been provided to Council as a result of the recent Racecourse and UNSW developments.

The provision of car parking at the Rainbow Street site has also been discussed with TfNSW. This would provide a long term solution for Kingsford's Town Centre.

The support plan measures to provide additional parking, public domain enhancement and additional public works such as drainage over the next 5 years are estimated to be approximately \$68 million (Attachment 6).

The works outlined in the table in Attachment 6 provide significant improvements for our residents, businesses and visitors within the project area. It is recommended that the Council endorse the package of mitigation measures and public domain improvements outlined in the table in Attachment 6.

Further reports light rail support plan measures and public domain improvement together with funding sources will be provided to the councillors.

Preferred Infrastructure Report and Council Submission

In March 2014 TfNSW provided the Council with the Preferred Infrastructure Report (PIR) for the light rail project. The PIR has been lodged with NSW Planning and Infrastructure (formerly Department of Planning and Infrastructure) in providing

response and support plan measures to the issues raised during the exhibition of the EIS.

Council officers made a submission to the PIR, and while noting overall support for the light rail project, we raised issues associated with the design and implementation of the proposal (Attachment 7).

The main issues raised are as follows:

- High Cross Park Interchange: Noting its significance as a civic space as well as expressing disappointment with the retention of High Cross Park as an interchange due to its poor relationship to the Prince of Wales Hospital and Randwick Junction town centre.
- Upper Campus Stop: Requesting that the stop be further moved to the east towards Botany Street and requesting the creation of a pedestrian Plaza at High Street between Wansey Road and Botany Street.
- Alignment along Wansey Road.
- Design and capacity of UNSW lower campus stop.
- Randwick light rail stabling facility and issues associated with flooding and visual, noise and vibration impacts to the adjoining residents in Doncaster Avenue.
- Undergrounding of substations.
- Undergrounding of power lines along Anzac Parade.
- Retention of significant trees.
- Parking mitigation measures along the corridor particularly Kensington and Kingsford Town Centres.

Future Action:

In recent discussions Council's officers sought assistance from:

- TfNSW to arrange a meeting with RMS, Council & UNSW to discuss the pedestrianisation of High Street.
- TfNSW & Council's arborist undertake a joint inspection of trees along the Wansey Road alignment to ascertain which trees may or potentially could be retained. Further development of a form of words that we could include in the Development Agreement regarding the process for determining which trees could be retained when the PPP was engaged.
- An indication of the possible number of car spaces along Anzac Parade that may be able to be used for on-street parking.
- TfNSW position on the swapping of the construction compound in Kingsford from Rainbow Street to Anzac Parade. As discussed this could potentially provide an additional 50 car spaces for the Kingsford Town Centre and South Juniors.
- TfNSW's feedback on Council's Urban Design Guidelines.
- TfNSW position on the items proposed by Council to include in the Development Agreement.

Discussions on these issues are continuing in parallel with the Development Agreement. TfNSW recently advised Council that a joint arborist inspection of the trees in Wansey Road will be arranged shortly.

Relationship to City Plan

The relationship with the City Plan is as follows:

Outcome: 4. Excellence in urban design and development.

Direction: 4b. New and existing development is managed by a robust framework.

Outcome: 6. A liveable city.

Direction: 6a. Our public infrastructure and assets are planned, managed and funded to meet the community expectations and defined levels of service.

Outcome: 8. A strong local economy.

Direction: 8a. Vibrant business, commercial, and industrial sectors that provide ongoing and diverse employment opportunities and serve the community.

Outcome: 9. Integrated and accessible transport

Direction: 9c. Advocate and/or plan for integrated local and regional transport improvements, including high capacity transport such as light/standard rail.

Financial impact statement

The financial impact for the proposed mitigation measures/public domain improvements over the next 5 years will be approximately \$68 million. The funding will need to be made available through Council s94 contributions budget, future capital works projects and in accordance with the Council's long term financial plan and property strategy.

Conclusion

Randwick City Council has continued to work collaboratively with TfNSW in the development of the light rail project in line with the Council's City Plan. The project has significant economic and social benefits for residents, businesses and visitors to Randwick.

Of a paramount importance to Council is how the light rail will fit with our urban environment and serve our community and businesses as such the Council in the development of the Light Rail Urban Design Guidelines has aimed to ensure that the project will:

- Be consistent with existing adopted Council plans, strategies, codes and standards.
- Seamlessly integrate with the surrounding community
- Achieve a high quality design
- Enhance public spaces and streetscapes
- Integrate with the surrounds, and be safe and accessible.

The light rail support plan measures are developed to integrate with the light rail project as a whole within our city to minimise the impact and enhance the public domain along the corridor.

Recommendation

That Council:

1. Note the discussions with TfNSW to date and the list of potential issues which would be incorporated in a Development Agreement.
2. Endorse the Randwick City Council Light Rail Urban Design Guidelines which presents Council's preferred design outcomes for the light rail corridor, stops

- and interchanges and authorize Director City Planning to make minor typographical, formatting and graphic corrections.
3. Endorse the allocation of \$68 million for the light rail support plan measures and public domain improvements over the next 5 years with the introduction and the operation of the light rail and request the General Manager to provide to Council reports detailing the proposed works and source of funding.

Attachment/s:

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| 1. Council Resolutions Relating to the Light Rail Proposal | Included under separate cover |
| 2. Memorandum of Understanding between Transport for NSW and Randwick City Council for the CBD and South East Light Rail Project | Included under separate cover |
| 3. Randwick City Council's Submission on the Environmental Impact Statement (EIS) for the CBD & South East Light Rail Project | Included under separate cover |
| 4. Randwick City Council Light Rail Urban Design guidelines | Included under separate cover |
| 5. Proposed Eastern Suburbs Light Rail Project - On - Street Parking Appraisal (Report Prepared by GHD for Randwick City Council) | Included under separate cover |
| 6. Randwick City Council Estimated Capital Costs for works associated with the Light Rail Project | Included under separate cover |
| 7. Randwick City Council's Submission on the CSELR Submissions Report & Preferred Infrastructure Report | Included under separate cover |