

10. COUNCIL REPORTS

10.1 RAILWAY PARADE PEDESTRIAN CROSSING

PURPOSE OF REPORT:

To seek Council's approval to form a Railway Parade/Northwood Street Precinct Project Reference Group (PRG) for the purpose of developing a precinct plan for the area in collaboration with all relevant stakeholders. Additionally, Council's approval is sought to progress the installation of a Type 'A' Children's Crossing on Railway Parade to the west of Northwood Street to facilitate the safe crossing for school children.

SUMMARY:

Over the past two years, both Vision Australia and the Bob Hawke College have approached the Town requesting the installation of pedestrian crossings on Railway Parade in West Leederville. Most recently, the Bob Hawke College Board wrote to the Town requesting works to be expedited on either a guarded school crossing or a signalised pelican crossing for their children.

The Town had been working with the Children's Crossings and Road Safety Committee to gain approval for a Type 'A' Children's Crossing close to Northwood Street. Vision Australia has also been successful in their attempts to gain approval from Main Roads Western Australia (MRWA) for a signalised pelican crossing between Northwood and Rosslyn Street. Unfortunately, the installation of both crossings would not be approved by MRWA as they are within 100 metres of each other.

The optimum option for pedestrians and cyclists is to install a pelican crossing to the east of Northwood Street which would serve the requirements of both Vision Australia and the Bob Hawke College children. However, the crossing would result in the loss of approximately 10 short term parking bays which is not supported by local businesses.

To achieve the optimum long term result for this precinct, a more detailed and collaborative approach is necessary involving key stakeholders such as MRWA, PTA, DoT, Bob Hawke College and the local businesses. Therefore it is recommended the Town establishes a Railway Parade and Northwood Street Precinct Project Reference Group to explore all possibilities and funding options for the area.

As an interim measure, the Town should progress with the installation of a Type 'A' Children's Crossing to the west of Northwood Street to address the safety concerns raised by the Bob Hawke College. It is anticipated this crossing would be in place for at least two years while the Project Reference Group works through the complexities in developing a long term plan for the area.

AUTHORITY / DISCRETION

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|-------------------------------------|-----------|--|
| <input type="checkbox"/> | Advocacy | When the Council advocates on its own behalf or on behalf of its community to another level of government/body/agency. |
| <input checked="" type="checkbox"/> | Executive | The substantial direction setting and oversight role of the Council. e.g. adopting plans and reports, accepting tenders, directing operations, setting and amending budgets. |

<input type="checkbox"/>	Legislative	Includes adopting local laws, town planning schemes & policies.
<input checked="" type="checkbox"/>	Review	When the Council operates as a review authority on decisions made by Officers for appeal purposes.
<input type="checkbox"/>	Quasi-Judicial	When the Council determines an application/matter that directly affects a person's right and interests. The judicial character arises from the obligation to abide by the principles of natural justice.
<input type="checkbox"/>	Information	For the Council/Committee to note.

Address/Property Location:	Railway Parade, West Leederville
Report Date:	9 December 2020
Responsible Officer:	Director Infrastructure and Works, Kelton Hincks
Reporting Officer:	Manager Technical Services and Works, Peter Foxcroft
Contributing Officers:	Acting Director Planning and Development, Brett Cammell
Reporting Officer Interest:	Nil
Attachment(s):	<ol style="list-style-type: none"> 1. Letter from the Bob Hawke College Board 2. Railway Parade Pedestrian Crossing Concept Design 3. Proposed location of a Type 'A' Children's Crossing 4. Project Reference Group Terms of Reference

BACKGROUND:

Vision Australia approached the Town early in 2019 requesting the installation of a pelican crossing to facilitate the safe crossing of Railway Parade for their vision impaired customers. Their ideal crossing location was proposed to be located close to the west of Rosslyn Street. Vision Australia met with MRWA in March 2020 to request the waiving of the unmet criteria required for the approval of such a crossing. MRWA later provided conformation of their in principle support for a pelican crossing on Railway Parade near Rosslyn Street.

During February 2020, the Town was contacted by the Principal of the Bob Hawke College for the purpose of providing a travel plan for the school and additional information in support of a Type 'A' Children's Crossing. The proposed location of the crossing was on Railway Parade to the west of both West Leederville Train Station underpass and the Northwood Street intersection. The Type 'A' Children's Crossing is to assist school children traverse Railway Parade from the northern catchment areas.

Unfortunately, the proposed Type 'A' Children Crossing and the signalised pelican crossing are in close proximity (less than 100 metres apart), which will not be approved by MRWA, as it could be contrary to their standards.

The Town was working with the Children's Crossings and Road Safety Committee (CCRSC) on the approval process for the location and design of the Type 'A' Children's Crossing. At a site meeting with stakeholders on 25 August 2020, a decision was to be made by the CCRSC on the approval of the crossing. However, at the meeting, the CCRSC were informed about the proposed signalised crossing to the east towards Rosslyn Street. MRWA discussed the issues in relation to the proximity of the crossings and also the relocation of a bus embayment in front of the train station. As a result of this discussion, the CCRSC delayed their decision on the Type 'A' Children's Crossing pending the Town's resolution on the signalised pelican crossing.

The location of the pelican crossing was chosen after consideration for the type and number of users. It would offer safe crossing of Railway Parade between the West Leederville Commercial Area, West Leederville Train Station and the railway under pass. It would provide a connection along the proposed Safe Active Street route, cycle networks and would be used by school students from three different schools.

Following discussions with MRWA and the PTA, the Town produced concept plans for the modification of Railway Parade to facilitate the signalised pelican crossing. The installation of the crossing would require the relocation of a PTA bus bay. The embayment adjacent to the West Leederville Train Station is used by standard bus services as well as school buses and acts as a stop for train replacement bus services. Therefore, before the Town could proceed to detailed design, there was a requirement to acquire an agreement in principle from the PTA, this was received in mid-October 2020.

On 4 November 2020, the Town received a letter from the Bob Hawke College Board in relation to the delays in the construction of a crossing. The main purpose of the letter was to request the Town construct either the Type 'A' Crossing or a signalised pelican crossing prior to the commencement of the 2021 school year (**Attachment 1**).

In response to the letter, a report was presented to the November 2020 Ordinary Meeting of Council (Item 10.4) to provide information on the background issues, recommend a condensed schedule of works and request an increase to the project budget. At the meeting, Elected Members raised concerns over the potential loss of 10 short term car parking bays and the resulting impact on local business. At the meeting it was resolved:

"That Council:-

- 1. APPROVES the Railway Parade, West Leederville Pedestrian Crossing to be a signalised crossing and the Schedule of Works as detailed in this report;*
- 2. APPROVES BY ABSOLUTE MAJORITY the relocation of \$125,100 from the Area Improvement Reserve to increase the project budget to \$250,000, to enable the works to be completed as a priority, for safety reasons;*
- 3. REQUESTS the CEO and Mayor write to the Minister of Infrastructure and the Minister for Education seeking a funding contribution toward the construction of the pedestrian crossing;*
- 4. REQUESTS the Administration consults with affected local businesses on the design and the likely reduction of on street parking required by the proposed design; and*
- 5. REQUESTS the Administration works with Bob Hawke College to look at an interim solution."*

Given the complexities around this project and the likely impact to local businesses, Officers prepared a briefing for Elected Members to be presented at the December 2020 Confidential Elected Member Forum. At the Forum, Councillors were provided with additional background to the factors contributing to the issues at the site for discussion. The general consensus was that the Town should collaborate with key stakeholders within the precinct such as the Department of Transport, Public Transport Authority, MRWA, etc.; to develop a precinct master plan for the area. Also discussed was the requirement to provide an interim solution to facilitate the safe crossing of Railway Parade for the school children and how to fund the solution.

DETAILS:

Railway Parade is a District Distributor 'B' road with a traffic volume over 15,900 vehicles per day. Vehicles traveling along Railway Parade travel at approximately 58 km/h (85th percentile average).

According to the Bob Hawke College travel plan, two thirds of the students live in the Town of Cambridge (refer **Attachment 1**). The numbers of children crossing Railway Parade is approximately 40 to 70. It is anticipated these numbers will grow each year as school enrolments increase. Town Officers' have witnessed the number of children crossing and observed the preferred path of travel across Railway Parade to the west of Northwood Street, generally using the pedestrian island as a refuge between traffic movements.

Vision Australia have on average 20 customers crossing Railway Parade each day. Currently their administration staff are assisting their clients cross the road as an interim measure. This situation is not ideal for them which would be negated by the installation of a pelican crossing between Northwood Street and Rosslyn Street.

The West Leederville Activity Centre Plan (ACP or Plan) identifies Northwood Street and the section of Railway Parade as 'active streets' meaning that pedestrian orientated design and active ground floor uses are mandated in the Plan. This area of West Leederville will become a key focal point for business and community activity and pedestrian movement, which makes the overall design and integration of crossing points on Railway Parade critical to its ultimate success. As there are a number of stakeholders with land interest in the area (i.e. PTA, local businesses, local government and residents), a collaborative approach to a coordinated design should be pursued, rather than seeking to address issues separately. The recently released State Planning Policy 7.2: Precinct Design provides a good framework to base such a planning exercise on.

COMMENTS:

Both guarded school crossings and signalised pelican crossings require similar amounts of roadworks and therefore the time to complete will be comparable. The main difference being the pelican crossing requires the installation of poles and signal lights which would take place during the road works.

Type 'A' Crossing:

The Type 'A' Children's Crossing is dependent on a guard to stop vehicle traffic and direct the pedestrians. This guard is only present during the times required by school students, outside of these times the crossing will only act as a standard pedestrian road crossing. This treatment would not be acceptable by other frequent users such as Vision Australia, shop owners, customers and the PTA as it operates at limited times during the school term.

Pelican Crossing:

A pelican crossing would operate 24 hours a day, seven days a week without the need for a guard. However, the proposed alignment (refer **Attachment 2**) of the crossing will result in approximately 10 short term parking bays being removed. This is not acceptable to local businesses such as Besk and the Mary Street Bakery who receive a large volume of short stay customers utilising these parking bays.

To accommodate both a guarded school crossing and a pelican crossing will double the required roadworks and substantially increase traffic congestion on Railway Parade. Regardless, both crossings will not be accommodated or approved by MRWA within the available area.

The installation of a pelican crossing to the east of Northwood Street would be the most sensible decision for the safe crossing of Railway Parade. The proposed pelican crossing would be located at the end of the Town's proposed Safe Active Street connecting the West Leederville Train Station with Lake Monger. It would provide a safe crossing for pedestrians and cyclists between the commercial area of West Leederville, bus stops, Train Station and the railway under pass to Subiaco. However, the loss of approximately 10 short term parking bays is not tolerable to the local businesses.

Proposed Project Reference Group:

To achieve the optimum long term result for this precinct, a more detailed and collaborative approach is necessary involving key stakeholders such as MRWA, PTA, DoT, Bob Hawke College and local businesses. Therefore it is recommended the Town establishes a Railway Parade and Northwood Street Precinct Project Reference Group to explore all possibilities and funding options for the area.

Interim Arrangement:

As an interim arrangement, the Town should progress with the installation of a Type 'A' Children's Crossing to the west of Northwood Street to address the safety concerns raised by the Bob Hawke College. It is anticipated this crossing would be in place for at least two years while the Project Reference Group works through the complexities of the larger project for the area.

POLICY/STATUTORY IMPLICATIONS:

There are no Policy or Statutory Implications related to this report.

RISK MANAGEMENT IMPLICATIONS:

Medium: There is a medium risk that the Town could receive reputational damage if there is little or no progress made on a solution to install a crossing on Railway Parade.

FINANCIAL IMPLICATIONS:

The Town has allowed for \$124,900 in the 2020/2021 Budget for a Pelican Crossing on Railway Parade. A Type 'A' Children's Crossing would cost approximately \$40,000 to design and construct as the existing infrastructure requires reconstruction to comply with current standards.

The Principal of Bob Hawke College has indicated that the Department of Finance is willing to contribute to the costs of any interim solution the Town implements.

STRATEGIC DIRECTION:

In accordance with the Town's strategic community plan 2018-2028, the following goals and strategies are applicable:

Goal 4: Neighbourhoods where individual character and quality is respected, and planning is responsive to residents

Strategy 4.3: Ensure new development is harmonious with established residences and respects our existing 'sense of place' and our unique character

Strategy 4.4: Enhance and respect our existing streetscapes, setbacks and green spaces.

Goal 5: Successful commercial, retail and residential hubs

Strategy 5.1 Ensure future planning recognises the emerging diverse role, mixed use potential and opportunities of our centres, and integrates change and growth with surrounding local areas.

Strategy 5.2 Foster and encourage local business development in the local and district centres which support our residents and the local and broader community.

Strategy 5.3 Ensure a high standard of public infrastructure is maintained in and around our centres throughout the Town.

Strategy 5.4 Develop and implement activity centre planning and/or local development plans for all centres to reflect the community's expectations for these nodes and corridors of activity.

Our Council

- Goal 10:** The Town is a proactive local government that provides financially sustainable public assets, services and facilities.
- Strategy 10.1 Ensure appropriate resources are allocated to the preparation and implementation of day to day decision making, broader strategic planning and major projects.
- Strategy 10.2 Promote equity and transparency in the provision of infrastructure and services throughout the Town.
- Strategy 10.3 Ensure sound and sustainable financial planning, management and reporting.
Sustainability implications: not applicable.

COMMUNITY ENGAGEMENT:

In accordance with Policy No: 019 - Community Engagement, community consultation will be undertaken for the installation of a Type 'A' Children's Crossing.

Significant community engagement will be undertaken through the planning process for the Railway Parade and Northwood Street Precinct Project involving key stakeholders and the community.

ADMINISTRATION RECOMMENDATION:

Moved by Cr Barlow, seconded by Cr Mack

That Council:-

- 1. REQUESTS the Chief Executive Officer to approach the key stakeholders within the Railway Parade/Northwood Street Precinct to seek support and participation in the development of a precinct master plan for the area;**
- 2. APPROVES the formation of a 'Railway Parade/ Northwood Street Precinct Project Reference Group';**
- 3. ADOPTS the Terms of Reference for the Railway Parade/ Northwood Street Precinct Project Reference Group as per Attachment 3, and appoints the following:**
 - 3.1 (Chair).....;**
 - 3.2 Cr**
 - 3.3 Cr**
 - 3.4 Chief Executive Officer;**
 - 3.5 Director Infrastructure and Works;**
 - 3.6 Director Planning and Development;**
 - 3.7 Two Business Proprietors from Railway Parade, as determined by the Chief Executive Officer;**
 - 3.8 Two Business Proprietors from Northwood Street, as determined by the Chief Executive Officer;**
 - 3.9 Other Town of Cambridge Officers, as nominated by the Chief Executive Officer; and**
- 4. APPROVES the installation of a Type 'A' Children's Crossing on Railway Parade to the west of Northwood Street as an interim solution, until a permanent crossing is installed, as shown on Attachment 3.**

During discussion, Crs Barlow and Haddon-Casey nominated to be on the Railway Parade/Northwood Precinct Project Reference Group. Cr Everett then nominated Cr Mack to be the Chair of the Reference Group, with Cr Mack accepting the nomination.

In accordance with Clause 9.11 of the *Town of Cambridge Meeting Procedures Local Law 2019*, the mover of the motion, with the consent of the seconder, amended Clauses 3.1, 3.2 and 3.3 of the motion accordingly.

The Chief Executive Officer advised that there had been a suggestion for Council to consider including two community representatives on the Reference Group, and that if Council wished to do so, there would need to be an amendment to the motion.

Discussion ensued.

In accordance with Clause 9.11 of the *Town of Cambridge Meeting Procedures Local Law 2019*, the mover of the motion, with the consent of the seconder, amended Clause 3 to include a new Subclause 3.10 to read; "Two community representatives, as determined by the Chief Executive Officer".

Debate ensued.

AMENDMENT

Moved by Cr Timmermanis, seconded by Cr Haddon-Casey

That Clause 4 of the motion be amended to read as follows:

- 4. APPROVES the installation of a Type 'A' Children's Crossing on Railway Parade to the west of Northwood Street as an interim solution, pending the recommendation from the Railway Parade / Northwood Street Precinct Project Reference Group.**

Debate ensued, with Cr Haddon-Casey seeking clarification in relation to the selection of community representatives, as detailed in Subclause 3.10. The Chief Executive Officer advised that advertisements would be placed seeking community interest, with submissions received being assessed against a matrix prior to appointment.

Amendment put and CARRIED (9/0) (Unanimous)

COUNCIL DECISION:

That Council:-

- 1. REQUESTS the Chief Executive Officer to approach the key stakeholders within the Railway Parade/Northwood Street Precinct to seek support and participation in the development of a precinct master plan for the area;**
- 2. APPROVES the formation of a 'Railway Parade/ Northwood Street Precinct Project Reference Group';**
- 3. ADOPTS the Terms of Reference for the Railway Parade/ Northwood Street Precinct Project Reference Group as per Attachment 4, and appoints the following:**
 - 3.1 Cr Mack (Chair)**
 - 3.2 Cr Barlow**
 - 3.3 Cr Haddon-Casey**
 - 3.4 Chief Executive Officer;**

- 3.5 Director Infrastructure and Works;**
 - 3.6 Director Planning and Development;**
 - 3.7 Two Business Proprietors from Railway Parade, as determined by the Chief Executive Officer;**
 - 3.8 Two Business Proprietors from Northwood Street, as determined by the Chief Executive Officer;**
 - 3.9 Other Town of Cambridge Officers, as nominated by the Chief Executive Officer;**
 - 3.10 Two community representatives as determined by the Chief Executive Officer;**
and
- 4. APPROVES the installation of a Type 'A' Children's Crossing on Railway Parade to the west of Northwood Street as an interim solution, pending the recommendation from the Railway Parade / Northwood Street Precinct Project Reference Group.**

Motion, as AMENDED, put and CARRIED (9/0) (Unanimous)