



PMHC - Active Transport Crossings Paths and Walkways in Public Road Reserve Policy

Document Control

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Purpose

Port Macquarie Hastings Council is committed to providing a connected community with well planned, accessible and sustainable infrastructure including roads, cycleways, footpaths and adequate pedestrian and vehicle crossings. This policy sets out Council's adopted position on safe and functional footpaths, walkways and pedestrian and cycle crossing infrastructure requirements and how assessments for new footpaths, walkways and new crossings can be undertaken consistently on the regions roads.

The policy is based on existing state and national guidelines and standards for footpaths, walkways and crossing infrastructure.

This policy does not include footpaths and walkways works within park and recreational areas.

Statement and Scope

This policy applies to the local and regional road network across the Port Macquarie Hastings Council (PMHC) Local Government Area (LGA). This policy does not apply to state roads, which are managed by Transport for NSW (TfNSW).

The objective is for Council to plan for the provision of footpaths, walkways and crossings to support Council's Community Strategic Plan (CSP) and Council's Pedestrian Access and Mobility Plan.

1.1. Footpaths, Walkways, Cycleways and Shared paths:

Footpaths, walkways, cycleways and shared paths will be provided in accordance with Council approved strategies, plans and NSW Government Guides. Council will plan for the provision new paths and walkways as part of its corporate objective to provide sustainable infrastructure services. Council will use the Pedestrian and Access Mobility Plan and PMHC Bike Plan as a planning guide, and look at the safety, cost, traffic volumes and location of community footpaths/cycleways/shared path requests to decide where to build new paths and walkways. Council will partner with the State and Federal Governments, community groups and property developers for opportunities to deliver more paths and walkways for PMHC residents and businesses.

1.2. Pedestrian Crossings:

There are several possible pedestrian crossing treatments which can improve pedestrian safety and amenity, Council will assess upgrades, changes or new crossings based on risk and resources in line with these guidelines. Transport for NSW Pedestrian Crossing Guideline has categorised the types of crossing facilities as follows.

- Multiple pedestrian crossings (e.g., in high pedestrian areas with a minimum distance of 40m between them).
- Pedestrian crossing with kerb blisters or kerb extensions
- Pedestrian crossing with refuge
- Raised pedestrian crossings
- Raised safety platforms at intersections
- Pedestrian crossings at shared paths
- Integration of a protected cycling paths

Principles

Council will approach the provision of active transport crossings and footpaths and walkways using the following principles. Delivery of services as it relates to this policy will be subject to the availability of resources and will be prioritised based on a risk management approach.

Service category	Principles
Footpaths, walkways, shared paths and cycleways warrants	Council will prioritise in accordance with Council approved strategies, plans and available resources. We use our Pedestrian and Access Mobility Plan and Council's Bike Plan as a planning guide which includes safety, cost, traffic numbers and location of community requests to determine new paths and walkway builds. The upgrade of, or installation of alternative paths and/or walkways will only be undertaken through defined special purpose projects identified by resolutions of Council, within the Operational Plan and subject to available funding. Council will partner with State and Federal Governments for opportunities to deliver more paths and with community groups and property developers.
Adjoining landowners	In line with provisions within NSW Roads Act 1993, Council may require a contribution from adjoining land owners for construction of paths or walkways fronting their respective properties, within the Public Road Reserve. Port Macquarie Hastings Council has previously resolved to charge half the actual construction costs up to a maximum capped rate, determined annually. However, it is considered the benefit from the provision of a path is primarily to the wider community and not the adjoining landowners. As such, Council does not charge adjoining landowners for contributions to Council for path provision. This does not affect construction of paths related to conditions of development. Please refer to Council's Contributions for Paths Kerbs and Gutter Construction Policy
New Developments	For works associated with land developments, Council has the primary responsibility of assessing the path and walkway requirements of the developer. Developers will be required to provide path or walkway as a condition of development consent as follows: - Where a path or walkway has been identified in a Development Control Plan (DCP), Town Centre Master Plan or Precinct Plan; - Along the property frontages of existing and planned arterial, sub-arterial, collector roads or predetermined bus routes; - Full width paths or walkways across the road frontages may apply to a retail and/or commercial developments; - The warrants for paths or walkways for all other developments (except those excluded by this Policy) will be considered on the merits of each application with regard to: a. The proximity to existing path or walkways b. Existing path or walkways planning for the locality; c. The existing and future pedestrian movements

Service category	Principles
	Council may require a retail, commercial land or residential development to extend new path or walkway works to link with existing path or walkway. Each application will be assessed on our adopted strategies and plans. Council may consider offsetting the costs of these works from Local Infrastructure Contributions and/or as a Works in Kind.
Pedestrian crossing warrants	Council utilises the TfNSW warrants outlined in the Supplement to Australian Standard AS 1742.10-2009. These warrants assist in assessing the need for pedestrian crossings on local and regional roads. If a crossing passes the numerical warrant trigger, a detailed risk assessment will be undertaken to determine local conditions and type of treatment.
Selection of pedestrian crossing treatment	If a crossing meets one of the above warrants, Council shall utilise all available Australia State and Council Standards, Policies, Technical Directions and Guidelines to inform a risk based approach for suitable pedestrian crossing treatment options on a case by case basis.
Integration of cycle treatments at crossings	Where a protected cycleway exists prior to a crossing, a continuous protected path may need to be provided for cyclists as they approach, move through and depart the crossing or intersection. Council will undertake a detailed risk assessment to determine broader cycleway connectivity, local conditions and whether there is significant current/forecast future demand to warrant the inclusion of a continuous protected cycle path through a crossing.
Accessibility of crossings	Council shall utilise all available Australia State and Council Standards, Policies, Technical Directions and Guidelines to inform the design of road crossings. Council shall seek to: • Provide for aligned kerb ramps in the urban planning process. • Where blended kerbs exist, install warning tactile ground surface indicators. • Install kerbs as per the Transport for NSW (TfNSW) guidelines or modify through reconstruction or installation of tactile ground surface indicators where appropriate. • Check and review progress with users on a regular basis to measure improvement and identify priority areas. Accessibility improvements to existing crossings throughout the network will be subject to the availability of resources and will be prioritised on a risk assessment approach.
Kerb ramps	It is Council's practice to install kerb ramps on kerbed roadways, in carparks and on pedestrian routes at standard locations suitable for use by the broader community, including pedestrians, cyclists and persons using a mobility assistance device to move between pedestrian areas, pathways and the road carriageway. Standard locations for kerb ramps may include: • Intersections • Signalised, marked, and signed pedestrian crossings

Service category	Principles
	- Limited use crossing location where crossings are warranted (e.g. school crossings) - Locations where pathways cross or terminate at roadways and access to the road carriageway is appropriate - At locations where it is assessed that significant volumes of pedestrian movements exist or are likely to occur due to activities attractive to pedestrians
Personal access ramps	Council does not install personal access ramps or kerb ramps in a location that is primarily for use by a single user or inhabitants of a single residence. Council will consider installing kerb ramps where it benefits the broader community. Council may permit a resident to modify their driveway or construct a personal access ramp (at their cost) to improve access for mobility assistance devices. Residents seeking to carry out personal access ramp construction works beyond the boundary of their property on Council land are required to submit an application to carry out work within a road reserve. Cost and associated work to install personal access ramps is the responsibility of the applicant.
School Crossing	Management of school crossings is via Transport for NSW

1.3. Crossing Risk Assessment

The following items have been identified as key risk assessment considerations and warrants for pedestrian crossings. The below should be considered in conjunction with the Transport for NSW Pedestrian Crossing Guideline treatments and Supplement to Australian Standard AS 1742.10-2009.

Minimum criteria set out for pedestrian crossings in AS 1742.10 are:

- Non-arterial road
- 50 km/h or less
- No more than one lane of moving traffic on each approach
- Adequate sight distances (refer to Austroads Guide to Road Design Part 4A: Unsignalised and Signalised Intersections)
- Adequate kerb ramps (refer to AS 1428)
- Adequate lighting (refer to AS/NZS 1158.4)

Other considerations:

- Road type/hierarchy
- Impact to traffic with consideration of the Movement and Place Framework
- Location of Public Utility Plant
- Interaction with adjacent land uses and generators
- Suitable sight-distance being available for pedestrians and motorists
- Suitable road geometry including horizontal and vertical road grade, and camber
- Suitable adjacent footpath connectivity and accessibility
- Suitable speed profile
- Suitable location to achieve lighting requirements
- Proximity to alternate pedestrian facilities
- Adverse impact to flooding and drainage conditions
- Consideration of crash history
- Consideration of proportion of heavy vehicle volumes

Austrroads also suggests that the following road and environmental factors will play a role in determining a suitable treatment (Austrroads, 2020).

- Number of traffic directions
- Centre treatment
- Parking/shoulder
- Pedestrian visibility
- Posted speed limit
- Approach speed (85th percentile)
- Traffic volume (AADT)
- Peak vehicle volume
- Peak sensitive pedestrian volume
- Peak non-sensitive pedestrian volume
- Estimated daily pedestrian volume
- Average vehicle occupancy
- Flow type
- Crossing distance
- Interactions with slip lanes, rail and roundabouts

In accordance with the NSW Government Cycleway Design Toolbox, the following cycling treatments should also be considered when assessing the form and function of crossings:

- Where a protected cycleway exists prior to a crossing, a continuous protected path may need to be provided for cyclists as they approach, move through and depart the crossing or intersection
- Kerbs may be built out, in combination with physical islands on each crossing/ intersection corner, to increase the separation between cyclists, pedestrians and motorists who are turning.

Active transport user safety may not necessarily increase with the installation of a new crossing treatments in isolation. Crossing facilities should also be considered with supporting kerbside management treatments, and local area traffic management treatments to heighten pedestrian, cyclist and driver awareness.

1.4. Walking Space Requirements

Pedestrian comfort and safety (including the width of a footpath) will be considered in line with TfNSW's Walking Space Guide, as shown in the table below. The application of this guide will be assessed on a case by case basis. Intervention triggers will inform the prioritisation of footpath upgrades.

Footpath Type	Type 1	Type 2	Type 3	Type 4	Type 5
Description	Local footpath- Low activity	Local footpath – Medium activity	Main street footpath- medium activity/ Local footpath- high activity	Main street footpath – High activity	Main street footpath- very high activity
Intervention trigger	1.3m*	1.6 +0.6m passing zone	2.3m (2.2m)	2.9m 2.7m*	Greater than 18.0 people Per Meter/Minute
Minimum target	2.0m	2.3m + 0.6m	3.2 (3.0m not adjacent to	3.9m 3.7m*	Less than or equal to 9.5 People Per Meter/Minute

walking space		passing zone	active shopfronts)		
*If not adjacent to active shopfronts					
Other intervention trigger considerations: • 1.8m, there is insufficient space for two wheelchairs to pass • 1.5m, there is insufficient space for a wheelchair to turn, if the length exceeds 6m action must be taken • 1.2m, there is insufficient space for a wheelchair to navigate safely, action must be taken					

For active transport works associated with land developments, the Community Planning and Environment division of Council has the primary responsibility of assessing the requirements of the developer.

Developers will be required to provide footpaths as a condition of development consent as follows:

- Where a footpath has been identified in a Development Control Plan (DCP), Town Centre Master Plan or Precinct Plan;
- Along the property frontages of existing and planned arterial, sub-arterial, collector roads or predetermined bus routes;
- Full width footpaths across the road frontages may apply to a retail and/or commercial developments;
- The warrants for footpaths for all other developments (except those excluded by this Policy) will be considered on the merits of each application with regard to:
 - a. The proximity to existing footpaths;
 - b. Existing footpath planning for the locality;
 - c. The existing and future pedestrian movements.
- Council may require a retail, commercial land or residential development to extend new footpath works to link with existing footpaths. Each application will be assessed on our adopted strategies and plans. Council may consider offsetting the costs of these works from Local Infrastructure Contributions and/or as a Works in Kind.

1.5. **Asset Management**

Council will manage these assets in accordance with the Asset Management Plans.

1.6. **Grant Funding**

Council shall seek available Australian government and State government grant funding to assist with programming improvements in crossing, path and walkways infrastructure in the road reserve. Grant funding applications shall be coordinated, integrated and prioritised alongside other asset class needs across the Council network based on the PHMC Operational Plan, Prioritised Pedestrian and Access Mobility Plan and PHMC Bike Plan. The source program for any grant application will be determined based on the risk, asset class/ownership, location, treatment(s) and feasibility.

Responsibilities and Authorities

Council is the Road Authority for all roads vested in fee simple to Council (meaning that it has absolute ownership of the land) as described within the Roads Act 1993.

1.7. **Council as the governing body is responsible and accountable for:**

- Adopting the Active Transport Crossings, paths and walkways in Road Reserve Infrastructure Policy.

- Oversight of the implementation.

1.8. The Chief Executive Officer and Directors are responsible and accountable for:

- Implementing and communicating this policy.
- Monitoring compliance of this policy.
- Ensuring the policy is reviewed and updated to meet current legislative requirements.
- Ensuring appropriate delegations are in place with regard to exercising Road and Local Government Authority functions.

1.9. Group Managers Community Infrastructure Planning and Design are responsible and accountable for:

- Implementing and communicating this policy.
- Monitoring compliance of this policy.
- Ensuring the policy is reviewed and updated to meet current legislative requirements.
- Ensuring appropriate procedures are developed, implemented and monitored to meet the principles of this policy.

1.10. Managers and Engineers: within Community Infrastructure Planning and Design, and Development Assessment are responsible and accountable for:

- Implementing and communicating this policy and any associated procedures.
- Monitoring compliance of this policy and any associated procedures.

1.11. Coordinators: Community Infrastructure Planning and Design are responsible and accountable for:

- Implementing and communicating this policy and any associated procedures.

1.12. All Council Officers are responsible and accountable for following this policy and any associated procedures.

References and Related Documents

This policy must be followed by all Council staff. All significant changes to this policy will be tabled at a future meeting of Council for consideration.

Legislative References include:

- Roads Act (1993)
- Road Transport Act (2013)
- Local Government Act (1993)
- Disability Discrimination Act (1992)
- Disability Standards for Accessible Public Transport (2002)
- Passenger Transport (General) Regulation (2017)
- Environmental Planning and Assessment Act 1979

Other references:

- PMHC Contributions for Paths and Kerb and Gutter Construction Policy
- PMHC Making a Council Policy
- PMHC Community Inclusion Plan
- PMHC Asset Management Plans
- PMHC Road Reserve and Public Road Management Policy
- PMHC Pedestrian Access and Mobility Plans
- PMHC Development Control Plan (DEP)
- PMHC Local Environmental Plan (LEP)

- PMHC Management of Public Spaces
- PMHC Bike Plan
- PMHC Local Strategic Planning Statement
- Transport for NSW Pedestrian Crossing Guideline
- School Crossing Supervisors
- Australian Transport Assessment and Planning (ATAP) procedures
- Austroads: Integrating Safe System with Movement and Place for Vulnerable Road Users (2020)
- PMHC AUS-SPEC Design and Construction Specifications
- Guide to Road Design Part 4 Intersections and Crossings
- NSW Technical Direction: TTD 2020/03 Shared Environment Intersection Treatment
- NSW Technical Direction: TTD 2014/005 Statutory 10 m No Stopping at Unsignalised Intersections Review Checklist
- NSW Technical Direction: TDT 2013/05 Continuous Footpath Treatments
- NSW Technical Direction: TDT 2011/01a Pedestrian Refuges
- NSW Technical Direction: TDT 2002/12c Stopping and Parking Restrictions at Intersections and Crossings
- NSW Government Cycleway Design Toolbox
- NSW Pedestrian Crossing Guideline
- NSW Movement and Place resources:
- TfNSW Walking Space Guide
- NSW Direct pedestrian crossings to make walking, cycling and public transport more convenient and accessible
- Continuous footpath treatment to reinforce pedestrian priority at driveways
- Pedestrian refuge
- Austroads Guide to Road Design Part 3: Geometric Design. 2016
- RMS Supplement to Austroads Guide to Road Design Part 3
- Austroads Guide to Road Design Part 4: Intersections and Crossings – General
- Austroads Guide to Traffic Management Part 6 Intersections, Interchanges and Crossing Management
- Austroads Guide to Traffic Management Part 7 Activity Centre Transport Management
- Austroads Guide to Traffic Management Part 8 Local Street Management
- AS 1742.10 Manual of uniform traffic management devices: Pedestrian control and protection
- AS 1158.4 Lighting for roads and public spaces: Lighting for pedestrian crossings
- Supplement to
- AS 1742.10 Manual of Uniform Traffic Devices: Pedestrian Protection and Control
- AS1428 (Set) – Design for Access and Mobility

Definitions

85th percentile speed: 85% percentile speed is used as a design speed, it indicates the speed at which 85 percent of vehicles travel at or less than.

AADT: Annual Average Daily Traffic

LATM: Local Area Traffic Management

Local Transport Committee: Committee constituted by Council to enable Council to exercise delegation granted by TfNSW pursuant to S50 Transport Administration Act 1988.

TfNSW: Transport for NSW

Path: Refers to cycleways, shared paths and footpaths

Responsible Officer

The Group Manager Community Infrastructure Planning and Design is the process owner. The process owner should be contacted for any information in relation to this policy.

Amendments

This is a new Council Policy.

This policy merges the content contained within the following policy to reduce overlap, gaps and the need to amend multiple policies containing the same information:

- Footpaths and Walkways in Public Road Reserves.