



COUNCIL MINUTES

for the Special meeting

Tuesday 23 March 2021

in the Colonel Light Room,
Adelaide Town Hall



Present - The Right Honourable the Lord Mayor, Sandy Verschoor (Presiding)
Deputy Lord Mayor, Councillor Couros
Councillors Abrahamzadeh, Donovan, Hou, Hyde, Khera, Knoll, Mackie, Martin, Moran and Simms.

Acknowledgement of Country

At the opening of the Special Council Meeting, the Lord Mayor stated:

'Council acknowledges that we are meeting on traditional Country of the Kurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kurna people living today.

And we also extend that respect to other Aboriginal Language Groups and other First Nations who are present today.'

Acknowledgement of Colonel William Light

The Lord Mayor stated:

'The Council acknowledges the vision of Colonel William Light in determining the site for Adelaide and the design of the City with its six squares and surrounding belt of continuous Park Lands which is recognised on the National Heritage List as one of the greatest examples of Australia's planning heritage.'

Apologies and Leave of Absence

Nil

Reports for Council (Chief Executive Officer's Reports)

1. Item 4.1 - East-West Bikeway [VS2020/7596] [C]

Deputation – East-West Bikeway - Mr Luigi Di Costanzo

The Lord Mayor tabled and drew Council Members attention to a written deputation provided by Mr Luigi Di Costanzo who was unable to attend the Special meeting in person.

Councillor Khera entered the Colonel Light Room at 5.04pm

Deputation – East-West Bikeway - Mr Greg Griffin

Mr Greg Griffin, property owner on Flinders Street, on behalf of himself and solicitor for others addressed the Special meeting to oppose the East-West Bikeway.

Order to exclude the public

Moved by Councillor Abrahamzadeh,
Seconded by Councillor Donovan –

THAT COUNCIL

- Having taken into account the relevant consideration contained in section 90(3) (h) and section 90(2) & (7) of the *Local Government Act 1999 (SA)*, this Special meeting of the Council dated 23 March 2021 resolves that it is necessary and appropriate to act in a meeting closed to the public to discuss legal advice in relation to Item 4.1 [East-West Bikeway] listed on the Agenda.

Grounds and Basis

This discussion is confidential because it includes legal advice in relation to the matter.

The disclosure of information in this legal advice would reasonably be expected to prejudice Council's position.

2. Pursuant to section 90(2) of the *Local Government Act 1999 (SA)* (the Act), this Special meeting of the Council dated 23 March 2021 orders that the public (with the exception of members of Corporation staff and any person permitted to remain) be excluded from this Special meeting to enable this meeting to discuss in confidence legal advice in relation to Item 4.1 [East-West Bikeway] listed in the Agenda, on the grounds that such item of business, contains information and matters of a kind referred to in section 90(3) (h) of the Act.

Carried

The public and members of Corporation staff not directly involved with Item 4.1 left the Colonel Light Room at 5.10 pm.

Item 4.1

East-West Bikeway - Legal Advice Discussion
Section 90 (3) (h) of the *Local Government Act (SA) 1999*
Page 4

The Special meeting re-opened to the public at 5.36pm

Confidentiality Order

Minute 1 - Item 4.1 – Legal Advice Discussion in relation to East-West Bikeway [C]

In accordance with Section 91(7) and (9) of the *Local Government Act 1999 (SA)* and because legal advice in relation to Item 4.1 [East-West Bikeway] listed on the Agenda for the Special meeting of the Council held on 23 March 2021 was discussed in confidence pursuant to Section 90(3) (h) of the *Local Government Act 1999 (SA)*, this Special meeting of the Council do order that:

1. The discussion and any other associated information submitted to this meeting and the Minutes of this meeting in relation to the matter remain confidential and not available for public inspection until 31 December 2027.
2. The confidentiality of the matter be reviewed in December 2021.
3. The Chief Executive Officer be delegated the authority to review and revoke all or part of the order herein and directed to present a report containing the Item for which the confidentiality order has been revoked.

Reports for Council (Chief Executive Officer's Reports) (cont)

1. Item 4.1 - East-West Bikeway [VS2020/7596] [C]

The Director Services, Infrastructure & Operations gave a precis of the matter before Council.

Discussion ensued

It was then -

Moved by Councillor Donovan,
Seconded by Councillor Simms –

THAT COUNCIL

1. Receives the Consultation Report, for the consultation undertaken from Friday 29 January 2021 to Friday 19 February 2021, for the proposed East-West Bikeway as contained in Attachment A to Item 4.1 on the Agenda for the Special meeting of Council held on 23 March 2021.
2. Notes the Initial Concept Design prepared for the East-West Bikeway as contained in Attachment B to Item 4.1 on the Agenda for the Special meeting of Council held on 23 March 2021.
3. Notes the cost estimate prepared for the East-West Bikeway as contained in Attachment C to Item 4.1 on the Agenda for the Special meeting of Council held on 23 March 2021.
4. Notes the independent Economics Summary Report undertaken for the proposed East-West bikeway as contained in Attachment D to Item 4.1 on the Agenda for the Special meeting of Council held on 23 March 2021.
5. Receives and notes the Prudential Issues Report as contained in Attachment E to Item 4.1 on the Agenda for the Special meeting of Council held on 23 March 2021.
6. Approves the kerbside separated bike lanes along Franklin Street, Flinders Street, Gawler Place, Wakefield Street and Wakefield Road, as per Option 1 in Attachment B to Item 4.1 on the Agenda for the Special meeting of Council held on 23 March 2021.

Discussion continued

Adjourned at 6.21pm

Moved by Councillor Martin,
Seconded by Councillor Knoll –

That the Special meeting of Council do now adjourn and reconvene in the Colonel Light Room Town Hall Adelaide following an adjournment of the Special meeting of The Committee.

Carried

Reconvened at 6.23pm

The Special meeting reconvened at 6.23pm with the Lord Mayor, Deputy Lord Mayor and all Councillors present.

Discussion continued during which Councillor Khera left the Colonel Light Room at 6.24pm and re-entered at 6.25pm

The motion was then put and lost

Councillor Hyde requested that a division be taken on the motion

Division

For (3):

Councillors Donovan, Martin and Simms

Against (8):

Deputy Lord Mayor Councillor Couros and Councillors Abrahamzadeh, Hou, Hyde, Khera, Knoll, Mackie and Moran

The division was declared against the motion

The tabled Deputation and Item 4.1 - Attachment E, distributed separately is attached for information at the conclusion of the Minutes.

2. Item 4.2 - Community Land Revocation – James Place Public Toilets [2020/00594] [C]

Moved by Councillor Hyde,
Seconded by Councillor Abrahamzadeh –

THAT COUNCIL

1. Approves to revoke the James Place Public Toilet land as defined within Attachment A to Item 4.2 on the Agenda for the Special meeting of Council held on 23 March 2021 and described as Allotment 123 in Filed Plan 181775 comprised in Certificate of Title Volume 5883 Folio 435 from the classification as community land pursuant to section 194(3)(b) of the *Local Government Act 1999 (SA)*.
2. Authorises the Lord Mayor and Chief Executive Officer to execute and affix the common seal to all necessary documents to give effect to the revocation of the community land classification of the James Place Public Toilet land.

Discussion ensued

Acting CEO Undertaking – Status of James Place Public Toilets [C]

In response to a query from Councillor Martin, an undertaking was given to ensure the status of the public toilets is communicated to City of Adelaide Volunteers and Customer Centre.

The motion was then put and carried

Councillor Moran requested that a division be taken on the motion

Division

For (8):

Deputy Lord Mayor Councillor Couros and Councillors Abrahamzadeh, Donovan, Hou, Hyde, Khera, Knoll and Mackie

Against (3):

Councillors Martin, Moran and Simms

The division was declared in favour of the motion

Closure

The Special meeting closed at 6.49pm

Clare Mockler,
Acting Chief Executive Officer

Sandy Verschoor,
Lord Mayor

Documents Attached for Reference

Minute 1 – Item 4.1 – East-West Bikeway, Tabled Deputation

Minute 1 - Item 4.1 - East-West Bikeway, Attachment E, distributed separately

Luigi

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Luigi Di Costanzo Deputation

I have been a business owner in the CBD for several years. I own and run Luigis Delicatessen which is directly affected by the proposed path for the East-West Bikeway.

I am not opposed to the concept of a dedicated Bikeway in the Adelaide CBD, it adds to the utopian and cosmopolitan lifestyle that comes along with cycling. What I am opposed to, is the proposed East-West Bikeway. I struggle to contemplate the idea behind it. One East-West corridor to navigate the City for cyclists just doesn't make sense. Where are the cyclists coming from to access this particular bikeway, and then where is it taking them?

Also, by creating the bikeway through the East-West location that is proposed you are taking away the accessibility to many of the local business in the area, mine included. The on-street parking that is currently available will become almost non-existent to my customers and the many delivery drivers who deliver to me and all the local businesses in the area will now be parking miles away. This particular East-West corridor relies heavily on the on-street parking, and if this were to be taken away, all the local businesses would be deprived of their customers purely because they can no longer obtain free parking close by or in fact, park at all.

Demolishing streets, outdoor dining areas and potential access to the current businesses along this bikeway seems baffling.

If a corridor for a Bikeway within the Adelaide CBD is to be implemented, then surely a North-West corridor would make more sense. Cyclists are then able to access any street in an eastern or western direction direct from the north-south corridor and can also go straight through the middle of the city. Further, if the Adelaide City Council is truly wanting to make the CBD more accessible to cyclists then why not consider pursuing a proposal that creates a better grid within the CBD? This allows cyclists to access the bikeway regardless of which direction they are coming from and can travel freely and safely to any part of the Adelaide CBD, as opposed to only a section of the city.

I urge the council to reconsider their proposal for the East-West Bikeway and to undertake proper consultation of the local businesses and ratepayers in the area.

I am against the current proposals as they have been put forward.

I am happy to meet with the Council to discuss.



City of Adelaide

Section 48 Prudential Report:
East West Bikeway

March 2021

BUSINESS • RESOURCE • MANAGEMENT



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EXECUTIVE SUMMARY

Purpose

The following report has been prepared in accordance with the requirements of the City of Adelaide (CoA) Prudential Management Policy and Section 48 of the Local Government Act 1999 which require a Council to consider a report addressing the prudential issues set out in Section 48 subsection 2 of the Act before engaging in a major project. The purpose of a Prudential Report is to ensure the Elected Members have the necessary information to enable an informed decision whether or not to proceed with a project.

The Project

The construction of a separated East-West Bikeway through the Adelaide CBD from West Terrace to Dequetteville Terrace at an estimated cost of \$5.826 million.

Summary Conclusion

Council has been provided with **information to satisfy the requirements of Council's Prudential Management Policy and Section 48 of the Local Government Act**, except for a whole of life cost estimate which has not been calculated due to uncertainties in the final form of design, and complexity in terms of renewal schedules for road pavements on the Bikeways route. We also note that Council is to consider the outcomes of the current community engagement process along with this report.

Prudential Review Issues and Findings

The Project is strongly aligned with the City of Adelaide's key strategic planning documents and is forecast to have a positive economic and social impact on the City.

An iterative development approach to delivery and community engagement is being employed with the initial focussed engagement to inform stakeholders of the Project and seek feedback on proposed parking controls, to be followed by broad engagement once the bikeway is in place. The most recent consultation utilised the 'Inform' approach to ensure the community was provided with balanced and objective information on the design elements proposed for the East-West Bikeway and car parking implications. The **'Engage' approach was used** to provide the impacted business community and schools with opportunities to provide practical input to the localised design implications. Due to timing considerations, Council has yet to be provided with the consultation report.

Subject to the final design between 132 and 179 car parking spaces will be lost, and subject to policy decisions on whether paid or unpaid parking spaces are prioritised, there could be a financially material reduction in revenue. Further, in our view the averaging approach used to estimate demand is likely to underestimate parking requirements during peak periods.

There is a strong possibility that the Project will not be delivered in sufficient time to comply with timeframes set out in the State Government Funding Deed, unless these dates can be renegotiated the CoA will need to return the grant funds it has already received.

Given the nature of the Project and the multiple stakeholder interests, the residual Project risk for this Project is higher than most capital works projects of this nature.

Our detailed report follows.



1. INTRODUCTION

1.1 Background

1.1.1 In recent years, the City of Adelaide (CoA) has been investing in projects to improve **Adelaide's bicycle networks**. Some of the key projects undertaken include:

- Frome Street Bikeway (North-South route);
- Owen / Russell / Compton Street – infrastructure, signage and line marking to allow two-way bike riding in these one-way streets;
- Pirie / Waymouth Street enhance bike lanes; and
- Shared bike / pedestrian paths in the Park Lands.

1.1.2 The CoA has advocated for State Government funding to be made available to further **improve the City's bicycle networks**. As a result of this advocacy, a Funding Deed for the Adelaide Bikeway Infrastructure Project (Funding Deed) was negotiated between the Minister for Transport and Infrastructure and the City of Adelaide for the period between 1 July 2016 and 30 June 2018.

1.1.3 The Funding Deed allocated a total of \$12.0 million of State Government funding to complete the following projects:

1.1.3.1 Project 1 - North-South Bikeway from Carrington Street to Lefevre Terrace (\$5.50 million);

1.1.3.2 Project 2 - East-West Bikeway from West Terrace to Dequetteville Terrace (\$5.50 million); and

1.1.3.3 Project 3 - Point to Point City Bike Share Scheme, at a minimum to conduct a feasibility study into the scheme (\$1.00 million).

1.1.4 At its meeting on 29 November 2016 Council approved the assessment criteria and further reporting for the preferred route of the East-West Bikeway and noted that key engagements with industry stakeholders had included the October 2016 Adelaide Bikeways Summit and an Industry Design Charrette, both of which informed the development of the City of Adelaide Bikeways Project.

1.1.5 On 12 September 2017 Council considered a report on three possible route options for the East West Bikeway, the route options were:

1.1.5.1 Waymouth Street – Pirie Street.

1.1.5.2 Flinders Street – Franklin Street.

1.1.5.3 Grote Street – Wakefield Street.

1.1.6 These routes were assessed against the criteria and Council approved the selection of the Flinders Street – Franklin Street corridor as the proposed route and the



commencement of an engagement process for adjacent owners/occupiers and other relevant stakeholder groups in order to finalise the design.

- 1.1.7 In early 2018 the CoA and the State Government agreed to an extension of the Funding Deed timeframe and the CoA postponed the engagement process.
- 1.1.8 On 12 August 2019, a revised Funding Deed was provided which extended the end date to 30 June 2021, removed the requirement to complete the Point to Point Bike City Bike Share Project and removed the specified financial allocation for each remaining project. The CoA has nominally allocated \$6.00 million to each of the bikeways projects.
- 1.1.9 At the Council Meeting on 3 December 2019, Council resolved to remove the Point to Point City Bike Share Scheme and consistent with the Funding Deed to instead reallocate the funding to the completion of the North-South and East-West Bikeways.
- 1.1.10 Since conception, the East-West Bikeway has been the subject of a number design iterations and Council decisions. A copy of each Council decision relating to the East-West Bikeway is included at Attachment One.
- 1.1.11 Much of the design work and the Project delays have related to identifying the optimal route for the bikeway and finding solutions to construct the bikeway to minimise impacts on the complex city environment.
- 1.1.12 The most recent iteration of the East-West Bikeway project was presented to Council Committee on 8 December 2020 and then to Council on 15 December 2020. This iteration of the design incorporates a path commencing on Franklin Street in the West, through to Flinders Street, south on Gawler Place and then east on Wakefield Street and Wakefield Road.
- 1.1.13 At the 15 December 2020 meeting, Council resolved a number of key decisions (Council Resolution [VS2020/7596]).

That Council:

1. *Notes the alignment of Franklin Street – Flinders Street – Gawler Place – Wakefield Street/Road as the route of the separated East-West Bikeway, as per Attachment A to Item 10.4 on the Agenda for the meeting of Council held on 15 December 2020.*
2. *Approves the Lord Mayor to write to the Minister to seek an extension to the separated bikeways deed following impacts to community and delays to economic stimulus in the city due to COVID 19 and to enquire with the State Government around their desire to broaden the deed so that it may be used for other cycling infrastructure improvements within the City of Adelaide.*
3. *Approves engagement to commence in January 2021 to notify the community about the project and seek feedback on the proposal as per the engagement approach (Option 2 Iterative Development Approach) as per Attachment C to Item 10.4 on the Agenda for the meeting of The Committee held on 8 December 2020.*



4. *Consults on the East-West Bikeway Design Guide as per Attachment B to Item 10.4 on the Agenda for the meeting of Council held on 15 December 2020, and for design work to commence consistent with this guide to inform the community consultation being undertaken.*
5. *Approves the engagement of a consultant to undertake the Prudential report on behalf of Council for the proposed East-West Bikeway, and to prepare a Cost-Benefit Analysis consistent with the approach outlined in the Infrastructure Australia Assessment Framework.*
6. *Notes that the recommended east west route selection will be provided to the Minister for Transport for concurrence prior to proceeding, in accordance with the City Bikeways Funding Deed.*
7. *Notes a report will be brought to Council in March 2021 seeking approval for the east west bikeway project with accompanying Prudential Report, designs, early consultation feedback and market sounding on project delivery.*

1.1.14 Since December 2020, planning works for the project have continued including public consultation and further refinement of the design, consistent with the Council Resolution VS2020/7596. The Lord Mayor has also written to the Minister to seek an extension to the separated bikeways deed and to enquire whether the deed can be broadened so that it may be used for other cycling infrastructure improvements within the City of Adelaide. The CoA has yet to receive a response to this request.

1.1.15 Following discussions between the CoA and the Department for Infrastructure and Transport, on 23 December 2020 the Chief Executive of the Department for Infrastructure and Transport agreed to a further extension of time to the funding period of the Adelaide Bikeway Infrastructure Project Funding Deed beyond 30 June 2021, on the following basis:

- *"the route alignment for the east-west bikeway is finalised by 31 March 2021; and*
- *Its construction is practically complete and the bikeway is opened for users no later than 31 December 2021."*

1.2 The Project

1.2.1 The creation of a separated East-West Bikeway connecting West Terrace and Dequetteville Terrace in Adelaide consistent with the East-West Bikeway Design Guide dated November 2020.

1.2.2 The route and key connections for the proposed bikeway is shown in Figure One.



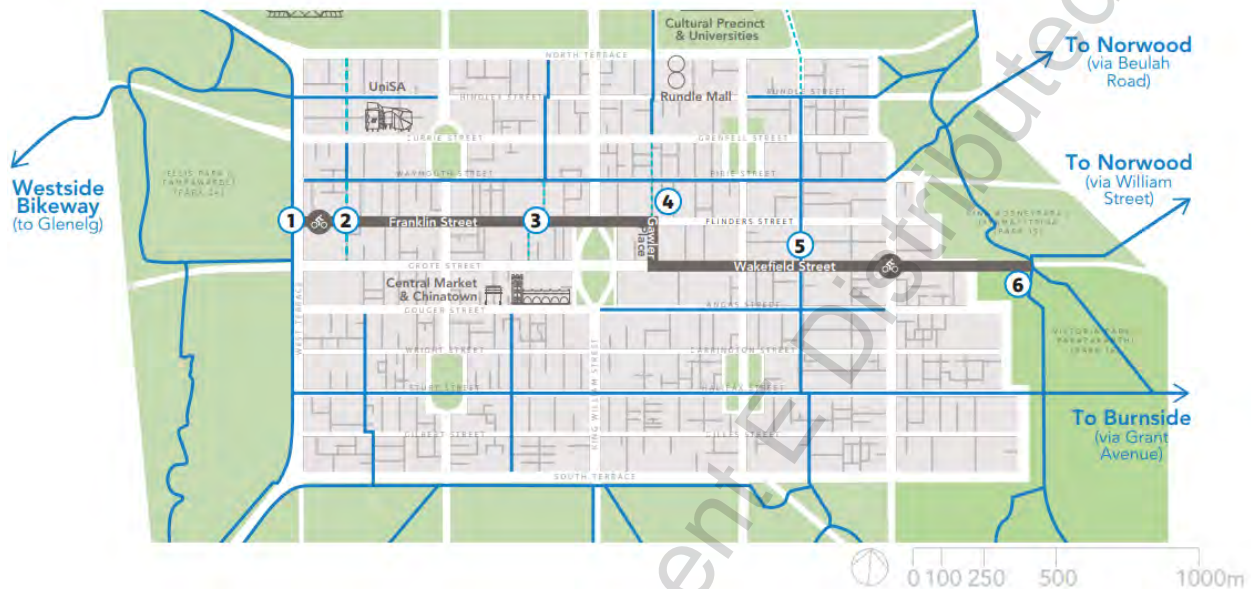
Figure One: East-West Bikeway Proposed Route and Key Connections

East-West Bikeway Proposed Route

The proposed East-West Bikeway begins to the east on Wakefield Road, and runs along Wakefield Street until Gawler Place. At Gawler Place, the bikeway diverts and exits west onto Flinders Street. It then crosses King William Street, continuing westward until West Terrace.

Key bike connections:

1. West Terrace shared path via existing signals to western suburbs
2. City West Quietway - Gray Street (north) Gray and Blenheim streets (south)
3. Market to Riverbank link at Pitt and Bentham streets
4. Gawler Place (through to Rundle Mall)
5. Frome Street - North-South bikeway
6. Park 15 shared path & Park Lands Trail & east suburbs



1.3 Project Rationale

The Project has been developed to achieve key outcomes as documented in the City of Adelaide 2020-24 Strategic Plan, the Carbon Neutral Adelaide Action Plan 2016-21 and the Smart Move Transport Strategy to establish new bicycle infrastructure to encourage active transport options and reduce vehicle traffic in the City.

1.4 Legal Framework and Prudential Issues

1.4.1 The Local Government Act 1999 (Act) Section 48 states that a council must develop and maintain prudential management policies, practices and procedures for the assessment of projects to ensure that the council—

- acts with due care, diligence and foresight; and
- identifies and manages risks associated with a project; and
- makes informed decisions; and
- is accountable for the use of council and other public resources.

1.4.2 The CoA adopted a Prudential Management Policy on 27 February 2018 (Decision ID#18298) which satisfies the requirements of the Act. The Prudential Management Policy and the Act 1999 require Council to consider a report addressing the prudential issues set out in subsection 2 of Section 48 when a project meets certain criteria, specified in (1) (b), namely where a council:



- (b) *engages in any project (whether commercial or otherwise and including through a subsidiary or participation in a joint venture, trust, partnership or other similar body)—*
- (i) *where the expected operating expenses calculated on an accrual basis of the council over the ensuing five years is likely to exceed 20 per cent of the council's average annual operating expenses over the previous five financial years (as shown in the council's financial statements); or*
 - (ii) *where the expected capital cost of the project over the ensuing five years is likely to exceed \$4 000 000 (indexed); or*
 - (iii) *where the council considers that it is necessary or appropriate.*

1.4.3 As the capital cost of the Project will exceed the stipulated threshold, the CoA has commissioned the preparation of this report to ascertain whether the provisions of the Prudential Management Policy and Section 48 of the Act have been satisfied in the due diligence processes that have accompanied the Project.

1.4.4 The prudential issues set out Section 48 of the Act are reproduced in full as Attachment Two.



2. RELATIONSHIP WITH RELEVANT STRATEGIC MANAGEMENT PLANS

Local Government Act, Section 48 (2) The following are prudential issues for the purposes of subsection (1):

(a) *the relationship between the project and relevant strategic management plans;*

2.1 Relevant Strategic Management Plans

2.1.1 Section 122 of the Act requires a Council to develop and adopt strategic management plans; these are required to incorporate the extent to which a Council's objectives are related to regional, state and national objectives.

2.1.2 For the purposes of this report the relationship between the Project and the following plans is considered relevant.

2.1.2.1 City of Adelaide Plans

- (a) 2020-24 Strategic Plan;
- (b) Carbon Neutral Adelaide Action Plan 2016-2021;
- (c) Smart Move Transport and Movement Strategy 2012-2022;
- (d) The Smart Move Interim Action Plan 2016-2018;
- (e) 2020-21 Business Plan and Budget;
- (f) Priorities of the Adelaide Capital City Committee
- (g) Long Term Financial Plan 2020-21 to 2029-30; and
- (h) Infrastructure and Asset Management Plans (Transport Asset Management Plan).

2.1.2.2 Regional

- (a) No relevant regional plans have been identified.

2.1.2.3 South Australian State Government Plans

- (a) 30 Year Plan for Greater Adelaide; and
- (b) Growth State.

2.1.2.4 Commonwealth Government Plans

- (a) National Road Safety Strategy 2021-30 (Consultation Draft).



2.2 City of Adelaide Plans

2.2.1 The City of Adelaide Strategic Plan 2020-24

2.2.1.1 The City of Adelaide Strategic Plan 2020 – 2024 **guides the Council's work** over the four-year period in delivering on its vision for Adelaide as the most liveable city in the world.

2.2.1.2 The Strategic Plan sets out a number of Guiding Principles to help Council in delivering the strategies and actions to achieve the stated vision.

2.2.1.3 The Strategic Plan also strives to achieve the following four Community Outcomes:

- (a) Thriving Communities
- (b) Strong Economies
- (c) Dynamic City Culture
- (d) Environmental Leadership

2.2.1.4 Table One shows that the Project will progress the 'Thriving Communities' and 'Environmental Leadership' Community Outcomes set out in the Strategic Plan.

Table One: Key linkages with CoA Strategic Plan

Community Outcome	Achievement	Alignment
Thriving Communities	Implement City Access projects in partnership with the State Government, including the North-South and East-West city bikeways	The Project is specifically referenced as a project to be implemented under this community outcome.
Thriving Communities	A safe, affordable, accessible, well-connected city for people of all ages and abilities, and all transport modes	The Project makes cycling in the city safer and connects a number of existing bicycle routes around the city.
Environmental Leadership	One of the worlds first carbon neutral cities	Removing vehicle traffic and providing environmental friendly transport options in and around the city.

2.2.1.5 In directly progressing two of the four Community Outcomes the Project is strongly aligned with the Strategic Plan 2020-2024.



- 2.2.2 Carbon Neutral Adelaide Action Plan 2016-2021**
- 2.2.2.1** In 2015 the State Government and the CoA committed to a joint aspiration **for Adelaide to be the world's first carbon neutral city.**
- 2.2.2.2** The Carbon Neutral Adelaide Action Plan was jointly developed to outline specifically how it was planned to make Adelaide the **world's first carbon neutral city** by building community partnerships and focussing on five pathways to carbon neutrality.
- 2.2.2.3** Pathway 2 is 'zero emission transport' which was to decarbonise transport and change the way we travel to and in the city.
- (a) Within this pathway, Strategy 2.8 is to "develop integrated cycling and walking networks".
- (b) One of the specified actions of this strategy was the 'development of a comprehensive and integrated network of bicycle ways that connect Adelaide, North Adelaide and surrounding suburbs to provide safe and convenient access to workplaces, services, shops, leisure activities and bus, train and tram services.' The timeframe for the delivery of this action was 2016-2021.
- 2.2.2.4** The improved cycling linkages created by undertaking the Project will help to progress the objectives of the Carbon Neutral Adelaide Action Plan 2016 - 2021.
- 2.2.3 Smart Move Transport and Movement Strategy 2012 - 2022**
- 2.2.3.1 Smart Move, outlines Council's desired transport and movement outcomes** for the City, and the strategies to achieve these over the specified ten year period.
- 2.2.3.2 Smart Move's key** priority is to create a people friendly City by improving conditions for pedestrians, cyclists and those using public transport.
- 2.2.3.3 'Safe Cycling' is one of eight core outcomes in Smart Move.** This outcome is intended to create a City where:
- "» *people of all levels of cycling ability feel that they can cycle safely;*
- » *cycling is the most convenient form of transport for local trips;*
- » *cycling to and from the suburbs is safe and convenient.*"
- 2.2.3.4** The Safe Cycling strategies focus on:
- (a) completing a network of continuous, connected and low-stress priority bicycle routes in the City;
- (b) implementing separated bicycle lanes or paths on busy traffic streets; improving public end-of-trip bicycle facilities;



- (c) improving bicycle routes to and within the Park Lands; and
- (d) expanding the Adelaide City Bike hire scheme to encourage greater use by residents, businesses and visitors.

2.2.3.5 The Project will contribute to the network of connected and separated cycling networks in the City and assist to create a City where people feel they can cycle safely accordingly it will help to progress the achievement of the Smart Move Strategy.

2.2.4 Smart Move Strategy Interim Action Plan 2016 – 2018

2.2.4.1 The Smart Move Strategy Interim Action Plan 2016 - 2018 was developed after a review of Smart Move. The Smart Move Interim Action Plan was intended to provide a bridge between Smart Move 2012 and the CoA's commitment to deliver an Adelaide 2040 Plan, which will ultimately direct the development of a new Transport and Movement Strategy.

2.2.4.2 Since the endorsement of Smart Move in 2012, a number of major projects such as the new Royal Adelaide Hospital, and redeveloped Adelaide Oval, together with investments in rail, tram, bus and bike infrastructure have influenced the way the City moves and functions.

2.2.4.3 In response to the new influences, the directions contained in Smart Move 2012 have been fine-tuned in the Smart Move Interim Action Plan. The new directions outlined below will inform the delivery of new transport and movement projects in the CoA:

- (a) Balancing Transport Options;
- (b) Influence of Technological Change;
- (c) City Growth; and
- (d) **Council's Role in Transport.**

2.2.4.4 The Balancing Transport options direction seeks to achieve a better balance between the full suite of transport options including vehicles, public transport, cycling and walking.

2.2.4.5 The Interim Action Plan identified as a specific action assessing 'east-west bikeway route options; and select, design and implement a preferred route in collaboration with DPTI.'

2.2.4.6 The Project will therefore help to achieve the Balancing Transport Options objective.

2.2.5 Priorities of the Adelaide Capital City Committee

2.2.5.1 The Adelaide Capital City Committee is a partnership of the Government of South Australia and the City of Adelaide at the highest political level.



Established through an Act of Parliament in 1998; the City of Adelaide Act, the Capital City Committee recognises the special role played by the City of **Adelaide in South Australia's social, commercial, cultural and civic life.**

- 2.2.5.2 As a partnership, the Committee is about building relationships between the Government and Council and reinforcing their long-term commitment to work together, with the goal of integrating efforts and investment for **the benefit of the City. The Committee's role is one of facilitation, coordination and advice;** formal decisions are referred to Cabinet and to Council.
 - 2.2.5.3 Each year the Capital City Committee is required to prepare an annual Capital City Development Program that identified priorities and guides work.
 - 2.2.5.4 The 2016/17 and 2017/18 Capital City Development Programs identified "Bikeways" **as a** Supplementary project, this was a CoA led initiative to improve and extend the existing CBD bikeway network.
 - 2.2.5.5 The Capital City Committee is overseeing the development of a City Access Strategy which will articulate the future development, operations and governance of transport networks within the City. A key objective of the strategy is the provision of an integrated transport network approach to the planning for existing and future infrastructure for all modes of transport.
 - 2.2.5.6 The State Government has recognised the importance of improving **Adelaide's Bikeway** infrastructure by providing the CoA with a grant of \$6.0 million to be spent the North-South Separated Bikeway and East-West Separated Bikeway.
 - 2.2.5.7 The Project is aligned to the priorities of the Adelaide Capital City Committee.
- 2.2.6 Business Plan and Budget 2020 - 2021
- 2.2.6.1 The Business Plan and Budget 2020 - 2021 is the annual operational and **financial planning document for the CoA. It describes the Council's** priorities for the year, what services, projects and infrastructure that the CoA plans to deliver and how it plans to allocate its financial resources. It **also provides an overview of Council's rating policies and how** the Annual Budget delivers on the CoA Strategic Plan.
 - 2.2.6.2 The CoA adopted the Business Plan and Budget 2020-2021 on 13 August 2020. As shown in Figure Two, the Project is specifically identified in the Business Plan as one of the Key Activities to progress the Community Outcome of Thriving Communities.



Figure Two: Project Reference in Business Plan and Budget

Implementation of East-West and North-South bikeways, providing safe access for people riding bikes in the city.

Delivered by: June 2021

Strategic Plan Key Action:

1.08 Implement City Access projects (walking, cycling and public transport) in partnership with the State Government, including the North-South and East-West city bikeways

Strategic / Infrastructure Project (s):

City of Adelaide Bikeways – East West (\$5.8m)*
City of Adelaide Bikeways – North South (\$3.0m)*

- 2.2.6.3 A total of \$5.826 million of funding has been allocated in the Annual Budget in FY2021 to complete the Project.
- 2.2.6.4 The CoA has expended \$0.250 million to date in progressing the Project. The balance of the budget allocation will be carried forward as a capital project to be completed in FY2022.
- 2.2.6.5 Given the Project design has yet to be finalised, it is unclear whether the capital funding provision will be adequate or not.
- 2.2.6.6 However, the CoA has obtained Preliminary Cost Estimates from independent cost management professionals Rider Levett Bucknall which suggest that the current budget allocation should be sufficient (subject to any design or scope changes).

2.2.7 Long Term Financial Plan

- 2.2.7.1 The CoA has developed a Long Term Financial Plan (LTFP) as part of **Council's suite of 'strategic management plans'**. **The LTFP covers the 10 year period from the 2020-2021 budget through to 2029-2030.**
- 2.2.7.2 The LTFP seeks to ensure that CoA can deliver services, maintain assets, and achieve its strategic objectives in a financially sustainable manner. **The LTFP is a forecast of CoA's financial position based on its strategic plans,** anticipated service levels and economic and political indicators. It is reviewed quarterly and updated on an iterative basis to reflect the latest available information.
- 2.2.7.3 The LTFP was adopted by Council on 13 August 2020.
- 2.2.7.4 As the first year of the LTFP includes the Annual Budget as its base year, financial provisions for the capital cost of the Project have been included in the LTFP.
- 2.2.7.5 However, given the current status of the Project it is highly likely that the majority of the Project capital expenditure will not be expended before the end of the current financial year.
- 2.2.7.6 The LTFP will need to be adjusted to include the revised expected timing of the Project when this becomes known.



2.2.8 Asset Management Plan

- 2.2.8.1** The CoA undertakes a comprehensive process of asset management planning to ensure delivery of services from infrastructure is provided in a financially sustainable manner. This is documented in a series of **Infrastructure and Asset Management Plans (IAMP's)**.
- 2.2.8.2** The IAMPs detail information about infrastructure assets including actions required to provide an agreed level of service in the most cost effective manner. They define the services to be provided, how the services are provided, and what funds are required to provide the services.
- 2.2.8.3** The Project will result in the creation of new transport infrastructure assets including line-marking, flexi posts, concrete medians, and landscaping. These assets are expected to have a useful life of between 5 and 20 years.
- 2.2.8.4** The Project will also involve removal of 160 metres of kerbing and 320 metres of pavement, these assets will need to be written-off.
- 2.2.8.5** Once the Project is completed, the Transport Asset Management Plan will need to be updated to reflect the new assets that will be created.

2.3 Regional Objectives

- 2.3.1** There are no relevant regional objectives or plans identified as relevant to the Project.

2.4 South Australian State Plans

2.4.1 30 Year Plan for Greater Adelaide

- 2.4.1.1** The 30-Year Plan for Greater Adelaide was first prepared in 2010 to **describe the State Government's plan for how Adelaide should grow to become more liveable, competitive and sustainable**. It is the strategic land-use plan that guides the long-term growth of the city and its surrounds.

- 2.4.1.2** The current 30 Year Plan, prepared in 2017, has three objectives:

- (a) Maintain and Improve Liveability;
- (b) Increase Competitiveness; and
- (c) Drive Sustainability and Resilience to Climate Change.

- 2.4.1.3** The 30 Year Plan has six key targets, these are:

- (a) Containing our urban footprint and protecting our resources;
- (b) More ways to get around;
- (c) Getting active;
- (d) Walkable neighbourhoods;



- (e) A green liveable city; and
- (f) Greater housing choice.

2.4.1.4 The 30 Year Plan identifies that progress against the Getting Active target will be measured through an increase in the share of work trips made by active transport modes.

- (a) The Plan aims to encourage active transport (i.e. walking, cycling and public transport) as important everyday modes of travel and as key parts of our urban transport systems.
- (b) With so many workers frequenting the CBD on a daily basis, the Project will be important in helping the State achieve the Getting Active target of 30% of work trips being made by active transport modes by 2045 as set in the 30 Year Plan.

2.4.1.5 There are 14 Policy Themes in the 30 Year Plan, these are supported by policies which are high level strategic directions and actions to guide land use across the Greater Adelaide region until 2045 and facilitate the implementation of the update. The alignment of the Project with the Policy Themes and Policies of the 30 Year Plan is shown in Table Two.

Table Two: Project Alignment with 30 Year Plan Policies

Policy Theme	Policy
Adelaide City Centre	P24. Enhance the city's street network to support the intensity and complexity of people movement, business and community activity, to provide great 'people places' befitting Adelaide's heart.
Health, wellbeing and inclusion	P47. Plan future suburbs and regenerate and renew existing ones to be healthy neighbourhoods that include (amongst other things): <ul style="list-style-type: none"> • safe cycling and pedestrian friendly streets that are tree-lined for comfort and amenity
Transport	P78 Improve, prioritise and extend walking and cycling infrastructure by providing safe, universally accessible and convenient connections to activity centres, open space and public transport.

2.4.2 Growth State

2.4.2.1 **Growth State is the South Australian Government's plan for economic growth.** It responds to the needs of industry and focuses on building South Australia as a place to invest, expand existing business or create a new one. Within the identified key areas for growth, the State Government has **committed to building the state's** economic and social infrastructure to enhance the economy and liveability of South Australia.

2.4.2.2 Although the Project provides improved infrastructure it is not expected to directly progress any of the Growth State objectives.



2.5 Commonwealth Government

2.5.1 National Road Safety Strategy 2021-30 (Consultation Draft)

- 2.5.1.1 The Commonwealth Government has released a draft National Road Safety Strategy for the decade 2021-2030 for public consultation.
- 2.5.1.2 The draft Strategy has three key themes: Safe Roads, Safe Vehicles and Safe Road Use. Speed management is embedded within all three themes. According to the document, these themes represent a continued commitment to the safe system approach and aim to strengthen all elements of our road transport system through improvements under each.
- 2.5.1.3 Under the theme of Safe Road Use, one of the identified priorities is **"Vulnerable Road Users"**. This priority is focussed on providing safe access for all road users with an identified action of implementation of Movement and Place frameworks to support best practice speed management and identifies a road's strategic importance within a broader network, as well as its significance and community value as a place. This framework guides authorities in how to prioritise and integrate movement in areas where liveability and vibrant streets attract greater numbers of cyclists and pedestrians and reduce the risk of exposure to crashes.
- 2.5.1.4 The development of the East-West Bikeway is likely to attract a greater number of cyclist and is an opportunity to provide enhanced safety consistent with the draft national strategy.



3. OBJECTIVES OF THE DEVELOPMENT PLAN

Local Government Act, Section 48 (2) the following are prudential issues for the purposes of subsection (1):

(b) the objectives of the Development Plan in the area where the project is to occur;

3.1 Development Plan

3.1.1 Development in Adelaide is governed by the Development Plan – Adelaide (City) (Development Plan), pursuant to Section 33 of the Development Act 1993 and the associated Development Regulations 2008. The current version of the Development Plan is dated as consolidated on 30 April 2020.

3.1.2 The Development Plan is a statutory policy document which guides the type of development that can occur within a Council area.

3.1.3 The Development Plan outlines what land uses are envisaged within different zones and those land uses which are not contemplated. The Development Plan contains objectives, principles and policies that will control and affect the design and location of land use activities.

3.1.4 The Project scope of works has yet to be finalised, it will however include the following elements:

3.1.4.1 Creation of a separated bikeway using median kerbing and line marking/flexi-posts;

3.1.4.2 Line-marking works – grinding existing, add new line-marking and green surface treatment in bike lane;

3.1.4.3 Installation of low landscaping in medians with associated irrigation and water meters;

3.1.4.4 Kerbing and footpath works at seven bus stops;

3.1.4.5 Kerbing works at drop-off locations (schools and hotels);

3.1.4.6 Installation of associated parking and traffic signage;

3.1.4.7 Installation of parking sensors;

3.1.4.8 One new Pedestrian Actuated Crossing; and

3.1.4.9 Upgrades to two signalised intersection plus new bike loops at a further four intersections.

3.1.5 The Development Regulations provide exemptions from approval for certain works, **for example Schedule 3 2 (1) (a) and (g) excludes works performed by Council's** to roads, drains or pipes and items of street furniture. Therefore, it is unlikely that Development Approval is required for this Project and therefore the objectives of the Development Plan are not relevant.



4. ECONOMIC DEVELOPMENT

Local Government Act, Section 48 (2) The following are prudential issues for the purposes of subsection (1):

- (c) *the expected contribution of the project to the economic development of the local area, the impact that the project may have on businesses carried on in the proximity and, if appropriate, how the project should be established in a way that ensures fair competition in the market place;*

4.1 Contribution to Economic Development

4.1.1 Economic development can be defined as efforts that seek to improve the economic well-being and quality of life for a community by creating and/or retaining jobs and supporting or growing incomes and the tax base.

4.1.2 The contribution to economic development from the Project will primarily come from the following sources:

4.1.2.1 construction activity in the area; and

4.1.2.2 purchases of goods and services by the CoA to deliver the Project.

4.1.3 There are economic and employment multiplier benefits to the broader economy from the economic activity generated by the Project.

4.1.3.1 The economic impact assessment undertaken to identify the potential jobs and incomes that may be associated with the Project is based on a measure of the value added and employment associated with the investment. This is consistent with the predominant measure of national economic activity, Gross Domestic Product.

4.1.3.2 The expenditures associated with this Project will have direct economic effects, indirect effects of related purchases in the broader economy and induced effects of spending on goods and services by the employees of the companies providing goods and services to the Project.

4.1.4 To quantify the benefits from these multiplier effects we have utilised the "*economy.id*" **economic impact model, a tool for measuring secondary and tertiary** economic effects of a capital investment. The output from the model quantifies the expected impact the Project will have on the City of Adelaide area and on the national economy more broadly. The *economy.id* model relies on inputs from the National Institute of Economic and Industry Research, an independent private research company.

4.2 Construction Impact

4.2.1 For modelling purposes, the Project budget has been assumed at \$6.00 million and the expenditure associated with the Project has been characterised as Heavy and Civil Engineering Construction (Sub Division to ANZSIC code 3101). Table Three summarises the construction impact of the Project.



Table Three: Construction impact of Project

Summary	Output (\$m)	Value added (\$m)	Local jobs
Impacts on City of Adelaide economy			
• Direct impact on construction sector	6	2	7
• Industrial impact	1	0	3
• Construction impact	0	0	1
Total impact on City of Adelaide economy	7	2	11
Impact on South Australia economy			
• Total impact - South Australia outside CoA	2	1	9
• Total impact South Australia economy	9	3	20
Impact on Australian economy			
• Total impact outside South Australia economy	2	1	7
• Total impact on Australian economy	11	4	27

Source: NIEIR compiled and presented by economy.id. Figures may not add due to rounding.

4.2.2 The construction activity generated by the Project is forecast to have a positive impact on the CoA economy and a broader positive impact on the South Australian and Australian economies.

4.3 Impact on Business in the proximity

4.3.1 Businesses most likely to be impacted by the Project are those that have physical presence in and around the proposed bikeways route.

4.3.2 The Project will have an impact on business in the proximity from three perspectives:

4.3.2.1 disruption caused by Project works during construction limiting access to businesses on the route (this is a temporary impact which can be mitigated by the Project Management approach utilised by the CoA);

4.3.2.2 reducing on street carparks by up to 179 spaces (permanent impact); and

4.3.2.3 the longer-term impact on vehicle, cycling and pedestrian traffic flows and patronage of businesses in the proximity as a result of the change in traffic conditions (permanent impact).

4.3.3 Impact of Project works

4.3.3.1 With each 'block' of work estimated to take between six to eight weeks, it is highly likely that businesses along the route will be impacted directly by the road works and the reduced traffic flows and availability of parking during construction.



- 4.3.3.2** As a direct result of Project works, these businesses will likely experience reduced foot traffic, vehicle traffic and patronage during the construction phase.
- 4.3.3.3** The Project Management approach employed by the CoA for the delivery of the Project works should seek to minimise this impact. Although this impact has not been quantified it will be directly linked to the timeframe under which the Project can be completed.
- 4.3.4** Impact of reduced on street parking
- 4.3.4.1** The Project envisages there will be a loss of between 132 to 179 on-street parking spaces.
- 4.3.4.2** The CoA has estimated that if average parking demand remains static then the predicted number of spaces after completion of the East-West Bikeway will be sufficient to meet current on-street demand on all sections of street apart from on Franklin Street, between West Terrace and Morphett Street.
- 4.3.4.3** The CoA estimate is based on parking utilisation data collected as a weekday average between 7 a.m. and 7 p.m. as presented to Council in December 2020. Based on this approach we expect that there will not be enough parking spaces to meet demand during peak periods.
- 4.3.4.4** Reduced on street parking in the area during peak times, is expected to result in a reduction in patronage for businesses in the proximity from patrons originating from motor vehicles. While this may be offset by increased traffic from patrons originating from other forms of transport, the impact this will have on businesses in the proximity has not been modelled.
- 4.3.5** Long term impact on traffic flow in the area
- 4.3.5.1** Traffic conditions along the bikeway will change as a result of the Project.
- (a) The Project will result in a loss of on-street parking spaces which may change the number of vehicles using the route.
- (b) Based on the experience of the Frome Street bikeway where the volume of cyclists using the southern section (between Pirie Street and Carrington Street) has more than doubled in some cases. The number of cyclists is likely to increase.
- 4.3.5.2** The CoA obtained empirical data from the City of Sydney relating to the positive impact that the installation of bikeways has had on the Sydney Council Area.
- (a) In 2010, the City of Sydney commissioned independent research to quantify the benefits of implementation of Inner Sydney Regional Bike Plan.



- (b) A Demand Assessment and Economic Appraisal was completed which determined that the full implementation of the Inner Sydney Regional Bicycle Network was predicted to generate significant economic benefits in excess of the economic costs and deliver high return on investment.
- (c) Based on two future demand scenarios it found that for every \$1 invested the return would be between \$3.88 and \$11.08 in benefits to individuals, government and the general economy.
- 4.3.5.3** In 2016, the City of Sydney reported to the Adelaide Bikeways Summit that the installation of bikeways in key city streets has had the following impact.
- (a) Attracted new businesses;
- (b) Increased property values;
- (c) Improved safety; and
- (d) Doubled bike trips across the Sydney local government area.
- 4.3.5.4** The Queensland Government has also reported that on average every \$1 invested in cycling infrastructure returns almost \$5 to Queensland in health benefits, reduced traffic congestion and other benefits.
- 4.3.5.5** As a result of the East-West Bikeway, cycling volumes are expected to increase and more commuters may be attracted to the area as part of their daily commute to work. Based on the experiences of the City of Sydney this could have positive benefits for businesses in the proximity and may even attract new businesses to the area.

4.4 Cost Benefit Analysis

- 4.4.1** The CoA engaged NineSquared to undertake a Cost Benefit Analysis of the development of the East-West bikeway. According to NineSquared the benefits of a road project include impacts to road users, non-road users and government and, using widely accepted methods, the following benefits were monetised:
- Impacts on health due to changes in active travel provisions.
 - Impacts on congestion due to changes in choice of transportation.
 - Impacts on injuries due to changes in road conditions and distance.
 - Impacts on vehicle operating costs due to changes in speed and distance.
 - Impacts on noise due to changes in choice of transportation.
 - Impacts on travel time due to changes in speed and distance.



- 4.4.2** As per the Council Resolution of 15 December 2020, the Cost Benefit Analysis was based on the guidance provided by Infrastructure Australia. This includes the overall approach taken to the economic analysis and the assessment of the monetised and qualitative impacts.
- 4.4.3** Based on the Cost Benefit Analysis undertaken, NineSquared concluded that the benefits of the Project significantly exceed the costs. The output of the Cost Benefit Analysis is summarised in Figure Three.

Figure Three: Cost Benefit Analysis summary results

Parameter	Value
Benefit cost ratio (BCR)	2.2
Net present value (NPV) (\$m)	\$9.33
Internal rate of return (IRR)	10.40%
Present value of benefits (PVB) (\$m)	\$17.38
Present value of costs (PVC) (\$m)	\$8.05

Source: NineSquared, 2021

- 4.4.4** To assess the robustness of the economic analysis NineSquared undertook a series of sensitivity tests on factors such as discount rate, Project costs and identified benefits. Under these sensitivity tests, the benefit cost ratio ranged between 1.7 and 2.9 and the Net Present Value ranged from \$5.28 million to \$16.05 million.

4.5 Fair Competition

The Project does not involve the CoA undertaking a Significant Business Activity and does not raise any material competition issues.



5. COMMUNITY CONSULTATION

Local Government Act, Section 48 (2) The following are prudential issues for the purposes of subsection (1):

- (d) *the level of consultation with the local community, including contact with persons who may be affected by the project and the representations that have been made by them, and the means by which the community can influence or contribute to the project or its outcomes;*

5.1 Level of Consultation

5.1.1 The CoA Community Consultation Policy, prepared pursuant to Section 50 of the Act, sets out the steps that Council intends to take to deliver effective community consultation, whilst **fulfilling Council's requirements under the Act.**

5.1.2 This Policy outlines the minimum communication and consultation requirements under the Act that Council is required to comply with and should be read in conjunction with the Community Engagement Strategy and **the CoA Administration's** online toolkit, to ensure consistent, meaningful and effective consultation is achieved.

5.1.3 In addition, the City of Adelaide Act 1998 (s29) states that:

The Council must, in the performance of its roles and functions:

- 1. Provide open, responsive and accountable government;*
- 2. Be sensitive to the needs, interests, and aspirations of individuals and groups within the City of Adelaide community; and*
- 3. Seek to ensure a proper balance within the community between economic, social, environmental and cultural considerations.*

5.1.4 The Public Consultation Policy identifies the activities that Council undertakes where public consultation is required by legislation. The Policy also recognises:

5.1.4.1 the importance of non-legislated engagement which is not covered by the Policy;

5.1.4.2 there are occasions where community engagement may be desirable, but there is no statutory requirement to undertake the same. Although the Council acknowledges the importance of these occasions, they are not covered by the requirements of the Policy;

5.1.4.3 Council has a responsibility as a capital city council in seeking the views of all stakeholders impacted by our decisions and may elect to undertake community engagement above and beyond the minimum legislative requirements where deemed appropriate.

5.1.5 On 12 September 2017 Council approved a public consultation, including with adjacent owners and occupiers and other relevant stakeholders in finalising the design



for the Bikeway. However, in November 2017 Council resolved to put on hold the engagement strategy and all design work until further notice.

- 5.1.6** At a meeting on 15 December 2020, Council resolved to undertake a specific engagement approach (Option 2 Iterative Development Approach) for the Project based on the following principles.
- 5.1.6.1** The details of the engagement process will be developed in conjunction with external engagement specialists to ensure that it meets best practices expectations.
- 5.1.6.2** The engagement process will be inclusive, transparent and accountable and undertaken in line with **CoA's Community Consultation Policy and Community Engagement Strategy**.
- 5.1.6.3** The engagement will seek the views of all impacted community members and stakeholders, consistent with our responsibilities as a Capital City Council.
- 5.1.6.4** Once the bikeway route has been approved by Council, the alignment will be a non-negotiable through the engagement process.
- 5.1.6.5** The negotiables to be considered with the community and stakeholders through the engagement process will focus on the:
- (a)** Controls applied to on-street parking spaces, i.e. whether a space will be short term parking or loading etc.
 - (b)** Location of trees and landscaping (noting design constraints and the available budget will also be considered).
- 5.1.7** Consistent with these principles and the Iterative Development Approach, independent consultants Holmes Dyer were engaged to undertake the initial focussed community engagement on the East-West Bikeway. The Holmes Dyer Community Engagement Plan is included as Attachment Three.
- 5.1.8** The Community Engagement Plan identifies the range of consultation methodologies employed for various groups which is broadly based on the CoA Community Engagement Strategy which is derived from the Spectrum of Public Participation developed by the International Association of Public Participation (IAP2), as shown in Figure Four.



Figure Four: Community Engagement Approaches

	Inform	Consult	Involve	Collaborate	Empower
Goal	One way communication to provide balanced and objective information to assist understanding about something that is going to happen or has already happened.	Two way communications designed to obtain feedback on ideas, alternatives and proposals to inform our decision making.	Participatory process designed to help identify issues and views to ensure that concerns and aspirations are understood and considered prior to our decision making.	Working together to develop an understanding of all issues and interests to work out alternatives and identify preferred solutions for joint decision making.	To place final decision-making in the hands of the community.
Council's Approach	We will share information about a decision or direction.	We will explore options, gain feedback and an understanding of your concerns and preferences.	We will involve you in the process so your ideas, concerns and aspirations are reflected in the alternatives developed or the final decision.	We will collaborate with you so your advice, innovation and recommendations are included in the final decision that we make together.	We will implement what you decide.
Role of Stakeholder/Community	Listen	Contribute	Participate	Partner	Decide

5.1.9 The engagement approaches used by Holmes Dyer for each of the stakeholder groups and the objectives sought from the approach are shown in Table Four.

Table Four: Community engagement approaches used

Consultation approach	Group	Objective
Inform/Consult	General community Visitors Residents Service consumers Broader stakeholders	Raise awareness of the project and provide avenues for input
Engage	Business community and landlords Schools	Raise awareness and collect input from the business sector and initiate communication with property owners and land holders. Obtain practical input to the localised design implications where the cycle route intersects with school traffic
Participate	Council staff	Grounded perspective on engagement ideas, test and challenge feedback

5.1.10 The engagement was designed to:

- 5.1.10.1 Include stakeholders within the city (property owners, occupiers, residents, businesses etc) as well as existing and potential street users (walking, cycling, driving etc).



- 5.1.10.2 Provide information that is clear and easy to understand that enables community members and stakeholders to make informed feedback.
- 5.1.10.3 Provide various opportunities for people to provide feedback and discuss the Project if required.
- 5.1.11 The purpose of the engagement was to:
 - 5.1.11.1 Inform the community of the proposed alignment of the East-West Bikeway.
 - 5.1.11.2 Consult with the community for feedback on the East-West Bikeway Design Guide.
- 5.1.12 Consistent with the decision of Council on 15 December 2020, the engagement undertaken specifically did not set out to seek feedback on:
 - 5.1.12.1 the proposed route of the East-West Bikeway; or
 - 5.1.12.2 the treatments to be applied in specific sections of the Bikeways (such feedback is planned to form part of future iterations of consultation).
- 5.1.13 The engagement techniques employed included:
 - 5.1.13.1 Temporary gateway signage at the east and west entrance to the bike way, at pedestrian crossings along the cycle route, at car park ticket dispensers along the bikeways route, at pay stations and elevators of multilevel car parks within one block of the proposed route and at bus stops/shop fronts along the bikeways route.
 - 5.1.13.2 Information distribution to all Council database mailing lists, including YourSay Adelaide (YSA), the recreation mailing list, e-news subscribers, and through social media.
 - 5.1.13.3 Liaison with agencies such as Bicycle Institute of South Australia, Bike SA, RAA, Walking SA and National Heart Foundation of Australia to undertake engagement its members.
 - 5.1.13.4 Distribution of information to Visitor Information Centre news subscribers and provide information including fliers at the Council office.
 - 5.1.13.5 Talking with local businesses on the route about displaying bikeway project fliers for patrons and customers.
 - 5.1.13.6 Set meetings for key stakeholders (property owners or occupiers) along the proposed route.
 - 5.1.13.7 Targeted interviews with property owners/landlords including properties with higher dependency on roadside access e.g. schools.
 - 5.1.13.8 Sending 4,270 letters to all affected businesses and property owners.

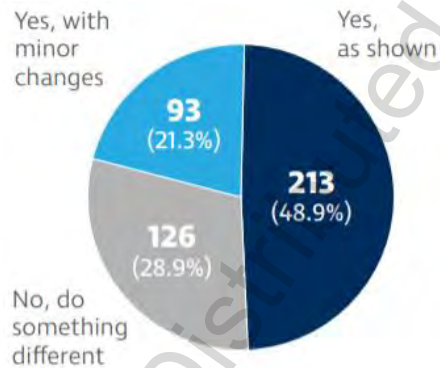


5.1.14 The YSA website page went live on 29 January 2021. This contained a six question survey which formed the main component of the consultation. The feedback from the survey is summarised below.

Survey Question

Feedback

Q1. Do you support the proposed design principles of traffic and parking lanes, separated bike lanes and existing footpaths in each direction?



Q2. Do you have any comments on the design approach for a two-way separated bikeway in the centre of the street as proposed by the City of Sydney?



Q3: Do you have any comments about the proposed bikeway design?

This question brought about a summary of early responses for and against the bike way. This included respondents that wanted the bikeway installed, follow a straight alignment and include greening. There was also straight opposition to the bikeway, concerns for loss of parking and the potential for conflict/need for separation from cars and bus stops

Q4: Do you have any comments about the proposed parking layout?

This question generated a mixed response with respondents both supporting and opposing the proposed parking layout with potential conflicts, loss of car parking and access being the main comments.

74 opposed the layout with 26 of these specific to schools, while 14 suggested removing more car parking

Q5: Do you have any comments about the proposed associated street improvements?

Greening, amenity, shade and visibility were key comments for the bikeway.

Some opposition to both the bikeway, improvements and planter boxes was also expressed.

Q6: Of those that provided 'Other Comments'

The 'dog leg' alignment was the most common 'other comment' from respondents, with 99 expressing displeasure at the dog leg route, although none said it was unacceptable.

20 expressed clear opposition to the Project.



- 5.1.15** During the engagement process direct email feedback was also provided to the consultant team or the CoA Bikeways team. Of the 66 responses which expressed direct opinions:
- 5.1.15.1** 45 (68%) were broadly supportive of the bikeway (based generally on improving cycling safety); and
 - 5.1.15.2** 21 (32%) were unsupportive or opposed (based primarily on losses in car parking).
- 5.1.16** The common themes from the engagement process were as follows.
- 5.1.16.1** A preference for a continuous route over the dog-leg route proposed.
 - 5.1.16.2** A desire for proper separation between pedestrians, cyclists and vehicles.
 - 5.1.16.3** A mixed response to the parking layout.
 - 5.1.16.4** Concerns around impact on schools and places of worship; preference for these not to be included on the route.
 - 5.1.16.5** Concerns for the safety of pedestrians, especially children, older people and people with a disability.
- 5.1.17** However, the stakeholders along the route such as schools, landowners and places of worship were broadly not supportive of the current route citing concerns with:
- 5.1.17.1** Access across the bikeway for children, older people and people with disability;
 - 5.1.17.2** Loss of carparking or drop-off space, particularly in front of schools, places of worship and care providers; and
 - 5.1.17.3** Impact of parking controls such as clearways on Drop-offs/pick-up and deliveries.
- 5.1.18** Under the Iterative Development Approach agreed to by Council on-going stakeholder engagement is to occur during the construction phase and further broad engagement is to be undertaken once the bikeway is in place.
- 5.1.19** The engagement process has been undertaken consistent with the Council resolution and CoA Policy.

5.2 Community Influence

- 5.2.1** The community has been provided with the opportunity to comment on the East-West Design Bikeway Guide and the CoA ought to be mindful of these comments in preparing the final designs.
- 5.2.2** The community has also used the consultation process to comment on the proposed route **identifying concerns with the 'dog leg'**, loss of parking and safety.



6. FINANCIAL ASSESSMENT

Local Government Act, Section 48 (2) The following are prudential issues for the purposes of subsection (1):

- (e) *if the project is intended to produce revenue, revenue projections and potential financial risks;*
- (f) *the recurrent and whole-of-life costs associated with the project including any costs arising out of proposed financial arrangements;*
- (g) *the financial viability of the project, and the short and longer term estimated net effect of the project on the financial position of the council;*

6.1 Revenue Production, Revenue Projections and Potential Financial Risks

6.1.1 Revenue Production and Projections

6.1.1.1 The Project is not intended to produce revenue for the CoA, consequently there are no revenue projections for the Project.

6.1.1.2 Conversely, and depending on the final design specifications, progressing the Project is highly likely to reduce on street parking revenue with between 132 and 179 spaces subject to the final design. This impact is shown in Figure Five.

Figure Five: Impact of Bikeways route on parking

Route Section	Existing situation			Bikeway Option 1 Kerbside bike lanes		Bikeway Option 2 Centre-road bike lanes on Franklin (W)	
	Number of spaces	Utilisation (weekday average)	Spaces used (weekday average)	Remaining spaces	Spaces removed	Remaining spaces	Spaces removed
Franklin Street (West Tce to Morphett St)	128	67%	86	59	69	106	22
Franklin Street and Flinders Street (Morphett St to Gawler Place)	101	52%	53	63	38	63	38
Gawler Place	10			10	0	10	0
Wakefield Street (Gawler Place to Pulteney Street)	34	56%	19	30	4	30	4
Wakefield Street (Pulteney Street to East Terrace)	169	51%	86	111	58	111	58
Wakefield Road (Hutt Street to Park Lands Trail)	61	49%	30	51	10	51	10
Total spaces	503		273	324	179	371	132

6.1.1.3 Figure Six shows the CoA FY2022 forecast parking revenue from paid parking on the East West Bikeway route.

Figure Six: Paid Parking revenue estimates FY2022

	Paid bays	Timed bays >15mins	15min	Other	Total	Income for section
A - Franklin Street (West Tce to Morphett St)	0	113	10	5	128	\$ -
B - Franklin Street and Flinders Street (Morphett St to Gawler Pl)	40	17	19	25	101	\$ 187,489
C - Gawler Place (Flinders St to Wakefield St)	0	0	7	3	10	\$ -
D - Wakefield Street (Gawler Pl to Pulteney St)	12	12	0	10	34	\$ 35,927
E - Wakefield Street (Pulteney St to East Terrace)	74	71	8	16	169	\$ 436,133
F - Wakefield Road (Hutt St to Park Lands Trail)	51	10	0	0	61	\$ 78,720
Grand Total	177	223	44	59	503	\$ 738,269



- 6.1.1.4** The CoA has estimated that if average parking demand along the Bikeways route remains static the predicted number of parking spaces is not sufficient to meet demand on Franklin Street (between West Terrace and Morphett Street) where there is a potential reduction of 69 spaces.
- 6.1.1.5** However, based on a more detailed analysis of impacted parking spaces it is evident that Council will need to determine whether it wishes to prioritise paid parking or unpaid parking when addressing parking along the proposed Bikeways route. If paid parking is not prioritised then the impact could be up to \$498,000 per annum, although this would reduce to approximately \$89,000 if paid parking and 15 minute parking zones are prioritised.
- 6.1.1.6** However, we also recognise that there could be an even greater decrease in revenue from the loss of a total of between 132 and 179 on-street parking spaces along the East-West Bikeways route as the occupancy of on-street parking spaces following the installation of the bikeway will be dependent on a number of factors, including:
- (a) Redistribution between on-street spaces within the city, along this corridor, in side streets or more widely within each precinct.
 - (b) Redistribution to off-street car parks.
 - (c) Change in mode of transport used.
- 6.1.1.7** It is possible that some of this lost revenue would be replaced by increased demand in other nearby areas, either alternative paid on or off-street parking.
- 6.1.1.8** The CoA has not undertaken any financial modelling to determine the estimated impact on parking revenue (both on-street and off-street parking revenue) as a result of proceeding with the Project.

6.1.2 Financial Risks

- 6.1.2.1** Project delivery within timeframes specified in Funding Deed.
- (a) Failure to meet this milestone may result in the State Government withdrawing funding and CoA would then be left to complete the Project using its own funding.
- 6.1.2.2** Project delivery within budget allocation.
- (a) The CoA has obtained cost estimates from RLB which range from \$5.098 million to \$5.195 million (depending upon the design option chosen), both estimates are within the Project budget allocation.



6.2 Recurrent and Whole of Life Costs, Financial Arrangements

6.2.1 Recurrent Costs

The Project will result in recurrent costs associated with maintenance of Project **assets, depreciation, the cost of funding Council's contribution and other identified** expenses.

6.2.1.1 Maintenance

- (a) The CoA has prepared a schedule of expected costs to maintain the new assets created by the Project. These additional maintenance activities have been identified as:
- additional cleansing i.e. street sweeping and catchpit and drain cleaning;
 - Line marking and greening renewals;
 - Traffic signals;
 - Median kerbing; and
 - Landscaping
- (b) The expected additional maintenance costs have been estimated by CoA at \$0.091 million per annum.
- (c) While the maintenance provision appears adequate it will be dependant on the final design of the Project and the assets to be constructed. This cost estimate should therefore be reviewed once the final design and specification has been prepared.

6.2.1.2 Depreciation

- (a) There are a number of classes of assets expected to be created by the Project including Water Infrastructure (drainage), Lighting and Electrical (below ground), Transportation (kerbing and traffic signals), Open Space (street trees, and irrigation, and Urban Elements (parking sensors, signage and greening).
- (b) There are varying useful lives of the assets within each of these asset classes and consequently different depreciation rates have been applied to various Project elements. The useful life assumptions range from 10 years for urban elements to 125 years for drainage.
- (c) Based on the indicative costings for the Project, the CoA has calculated expected annual depreciation at \$0.152 million per annum in relation to the Project assets.
- (d) The depreciation estimates have been based on reasonable assumptions.



6.2.1.3 Financing

- (a) Total expected Project costs are \$5.826 million of which \$2.913 million will be contributed by the CoA.
- (b) The CoA financial contribution will be funded by borrowings with the annual interest expense on the borrowings will be a recurrent cost to the Project for the life of the loan.
- (c) While the current LGFA CAD rate is 2.05%, it has been assumed that the current long term (20 years) interest rate of 2.95% has been used and the Project is financed over this period.

6.2.2 Whole of Life Costs

A whole of life cost for the Project has not yet been prepared due to the lack of certainty on the final design, however the following elements will need to be considered as part of the whole of life cost.

- 6.2.2.1 The loss of car parking revenue from the reduction in the number of on-street parking spaces.
- 6.2.2.2 Maintenance expenses are estimated at \$0.091 million per annum. There is no change to the service level over the life of the Project. These are forecast to commence in FY2022.
- 6.2.2.3 The Project assets are to be constructed on an underlying road base with different road segments which have varying remaining useful lives, these are shown in Table Five.

Table Five: Remaining useful life East West Bikeway route

Street Name	From	To	Surface End of Life	Remaining Useful Life
Wakefield Road	East Terrace	Hutt Street	2031	10 years
Hutt/Wakefield Intersection	n/a	n/a	2023	2 years
Wakefield Street	Hutt Street	Pulteney Street	2024	3 years
Wakefield Street	Pulteney Street	Gawler Place	2023	2 years
Gawler Place	Wakefield Street	Flinders Street	2031	10 years
Flinders/Gawler Intersection	n/a	n/a	2040	19 years
Flinders Street	Gawler Place	King William Street	2026	5 years
King William/Flinders Intersection	n/a	n/a	2035	14 years
Franklin Street	King William	Pitt Street	2035	14 years
Franklin Street	Pitt Street	Morphett Street	2033	12 years
Morphett/Franklin Intersection	n/a	n/a	2023	2 years
Franklin Street	Morphett Street	West Terrace	2026	5 years
West/Franklin Intersection	n/a	n/a	2030	9 years



- 6.2.2.4** As a result of the range of useful lives there will be some Project assets that will need to be re-built as the underpinning road base is re-constructed or renewed. As this occurs the CoA will need to write off some assets which have recently been constructed to form the Bikeway and have a remaining useful life.
- (a) For example, the 900m section of Wakefield Street between Hutt Street and Gawler Place has a remaining useful life of between two and three years.
 - (b) Undertaking these road renewal works will result in some components of the Project expenditure (e.g. signage and line marking costs etc.) needing to be re-done. This will increase the future cost of the renewal works above amounts currently included within Asset Management Plans
 - (c) The extent of these write-offs is not known as the Project designs are yet to be completed nor is it clear what is planned for the road renewal works.
- 6.2.2.5** The depreciation expense is based on varying estimated useful life assumptions for the various classes of assets created by the Project. Asset classes with a longer expected useful life (such as drainage and pavement base) will have a residual asset value remaining at the end of the Project life.
- 6.2.2.6** Depreciation should be calculated with reference to the estimated capitalised constructed asset value of \$5.653 million which recognises certain Project costs will not be capitalised. All Project assets will be owned by the CoA at completion.
- 6.2.2.7** Finance costs should be calculated based on the costs of the Project at the interest rate included in the CoA LTFP.

6.2.3 Financial Arrangements

- 6.2.3.1** The financial arrangements for the Project are described in the Funding Deed for the City Bikeway Infrastructure Project between Minister for Transport and Infrastructure and the City of Adelaide (Funding Deed).
- 6.2.3.2** Under the Funding Deed, the State Government has agreed to contribute a total of \$6.0 million of funding for the City Bikeways Project.
- 6.2.3.3** The CoA has nominally allocated this funding in equal amounts (\$3.0 million each) across the two Bikeways Projects.
- 6.2.3.4** Under the terms of the Funding Deed, the CoA is required to match State Government funding for the Project.



6.3 Financial Viability

- 6.3.1** Financial viability can be defined as the ability to generate sufficient income to meet operating expenses, financial obligations and to provide the potential for future growth.
- 6.3.2** The Project represents a social infrastructure upgrade rather than one which is based on a financial business case.
- 6.3.3** No additional direct revenue has been forecast or quantified and therefore the Project on its own is not financially viable.
- 6.3.4** The CoA has adopted the following financial indicators.
- | | |
|---------------------------|---------------------|
| Operating Surplus Ratio | Leverage Test Ratio |
| Net Financial Liabilities | Borrowings |
| Interest Expense Ratio | Operating Surplus |
- 6.3.5** Based on the relatively low level of capital cost as a percentage of the CoA's total capital works budget, the Project is unlikely to materially impact the CoA's financial stability or adopted key financial indicators, even if there was a considerable cost over run on the projected budget.



7. PROJECT RISK AND MITIGATION STRATEGIES

Local Government Act, Section 48 (2) The following are prudential issues for the purposes of subsection (1):

- (h) *any risks associated with the project, and the steps that can be taken to manage, reduce or eliminate those risks (including by the provision of periodic reports to the chief executive officer and to the council);*

7.1 Risk Management

- 7.1.1** This report assesses the risk management actions taken or being considered by CoA for the Project. It is not the purpose of the report to prepare a comprehensive risk management plan, however a level of assessment has been undertaken on the identified risks and the mitigations that have been developed.
- 7.1.2** The CoA has adopted an Enterprise Risk Management Framework consistent with the International Standard for Risk Management, AS/NZS/ISO31000: 2009 for the identification and management of risk.
- 7.1.3** The Enterprise Risk Management Framework notes the requirement to include a risk assessment and to consult with the Risk and Governance Team when undertaking a project that requires the preparation of a Section 48 report.
- 7.1.4** Consistent with this requirement a risk workshop was held for the City Bikeways projects on 14 September 2016 with Project Team Members and representatives of the Risk and Governance Team. Since this time the Project Lead has regularly updated the risk register to reflect changes in circumstances.
- 7.1.5** The Project Risk Register has identified 80 active risks for this stage of the Project each of which has had mitigation strategies identified. The risk ratings are shown in Table Six.

Table Six: Project Risk Ratings

Risk Category	Inherent Rating	Residual Rating
Extreme	28	2
High	44	31
Moderate	7	35
Low	1	12
Total	80	80

- 7.1.6** Of the 80 risks identified, 28 had an inherent risk rating of **'Extreme'** and 44 were rated as **'High'** prior to the application of any risk controls.
- 7.1.7** After the application of risk controls Table Seven shows the residual risk rating by risk category, after the application of the identified mitigations. Two risks had a residual rating of **'Extreme'** and 31 risks had a rating of **'High'**.



Table Seven: Project Residual Risk Rating

Risk Category	Extreme	High	Moderate	Low	Total
Engagement			1		1
Environment		1	1		2
Financial		6	1	4	11
Legal / Governance		6	9	1	16
Public & Workplace Health & Safety		5	2		7
Reputation /Political	2	5	8	4	19
Service Delivery		8	13	3	24
Total	2	31	35	12	80

7.1.8 The two risks with a residual risk rating of 'Extreme' are:

7.1.8.1 Council may not approve the East-West Bikeway project within timeframe required in Funding Deed; and

7.1.8.2 Failure to engage with a key stakeholder / criticism that they have not been consulted.

7.1.9 Based on our review, we agree with the 'Extreme' risk ratings being assessed for these two risks.

7.1.10 Further, based on our review of the risk register we recommend the following risk ratings be reviewed and amended.

7.1.10.1 The **identified risk of "High-levels of negative public commentary"** has an inherent rating of 'Extreme' and was rated as 'High' after the application of the following identified treatments.

"Monitor media and digital networks

Ensure key spokesperson is briefed on messaging

Evaluate need to respond against benefits of not responding

Pitching positive news stories.

Keep LM, EMs and Key Stakeholders apprised of nature of commentary"

(a) This risk, after treatments, **has been rated as 'moderate' consequence and 'possible' likelihood with an overall residual rating of 'High'.**

(b) Recent **media articles in "The Advertiser"**, indicate that the likelihood rating should be amended to 'almost certain' which would result in this risk being re-rated as 'Extreme'.

(c) We recommend that this risk be reviewed and re-rated accordingly.



7.1.10.2 The risk “Failure to fulfil obligations of overarching funding agreement” has an inherent rating of ‘Extreme’ and was rated as ‘High’ after the application of identified treatments.

- (a) The risk has been rated as ‘major’ consequence and ‘possible’ likelihood with an overall residual rating of ‘High’.
- (b) The CoA has an obligation to agree route alignment by 31 March 2021 and complete and open the East-West Bikeway by 31 December 2021.
- (c) Due to the likely timeframes involved in engagement, completion of design works, procurement and indicative construction timeframes we have strong reservations on the whether the Project can be delivered to meet these timeframes. In our view the likelihood rating should be amended to ‘likely’ if not ‘almost certain’, under either scenario this would result in this risk being re-rated as ‘Extreme’.
- (d) We recommend that this risk be reviewed and re-rated accordingly.

7.1.11 Based on the number of risks which have a residual rating of ‘Extreme’ or ‘High’, the risk assessment demonstrates that the Project carries a relatively high level of residual risk.

7.2 Risk Mitigation

7.2.1 The CoA has prepared a Project Risk Register that identifies the mitigation strategies to be implemented to reduce the identified risks associated with the Project. For each of the current 79 active risks identified in this risk assessment, the Risk Register:

- 7.2.1.1** determines the risk rating, based on the likelihood and the consequence of an event occurring;
- 7.2.1.2** provides a treatment plan for the mitigation of the risk; and
- 7.2.1.3** identifies a revised risk rating based on the likelihood and consequence of the risk with regard to the mitigating activities and controls.

7.2.2 We acknowledge that quality risk assessment and mitigation is an iterative process. Good risk management involves constantly monitoring and assessing risk and regularly updating the risk assessment to reflect changes in risk as the Project progresses. The Project Lead is responsible for ensuring this occurs.

7.2.3 The completeness of the risk assessment demonstrates the Project Lead has an appropriate appreciation of the relevant Project risks which in itself helps to mitigate the risk of the Project.

7.2.4 The CoA will utilise a Project Control Group (PCG) to manage risk. The PCG is expected to provide oversight and direction to the Project Lead ensuring project resourcing is made available and any emerging high level issues or risks to the Project are addressed.



- 7.2.5 The delivery of the Project within timeframes will be strongly linked to the effectiveness of the PCG and its ability to provide high level oversight and drive strong Project governance.
- 7.2.6 Consistent with good risk management practices, the PCG includes a standing item on the weekly meeting agenda to review and update the Project Risk Register and to monitor the progress and implementation of agreed risk controls including a **discussion around 'Extreme' Project risks.**
- 7.2.7 The CoA has an internal process to ensure that key project risks get reported at **Council's Strategic Risk and Internal Audit Group (SRIA) on a monthly basis.** This provides the CoA Executive Leadership Team an immediate oversight of extreme project risks.
- 7.2.8 SRIA reports go to the CoA Audit Committee (quarterly) and then are provided to **Council, as part of the formal SRIA reporting process.** SRIA also has an 'emerging issues' agenda item where Administration can report any risk matters of concern.
- 7.2.9 The Chief Executive Officer should be kept apprised of Project progression and any areas of risks through meetings with the Director, Services, Infrastructure & Operations. The Chief Executive Officer should update Council on Project progression and risk as required.



8. PROJECT DELIVERY

Local Government Act, Section 48 (2) The following are prudential issues for the purposes of subsection (1):

(i) *the most appropriate mechanisms or arrangements for carrying out the project.*

8.1 Mechanism for carrying out the Project

8.1.1 On 15 December 2020 Council adopted the East-West Bikeway Design Guide for design work to commence consistent with the guide.

8.1.2 The Design Guide envisages that a number of different approaches can be applied in the design of the East-West Bikeway and that these **approaches, or 'toolkits' can be** applied simultaneously along a street to address various conditions. The four toolkits identified are as follows.

Toolkit 1 – Line marking and flex-posts.

Toolkit 2 - Concrete buffer and integrated greening.

Toolkit 3 - Bus stop islands.

Toolkit 4 - Planter boxes.

8.1.3 The CoA considered the two options shown in Figure Seven for the delivery of the Project and resolved to pursue Option 2, the Iterative Development Approach to allow for the potential for construction to commence prior to 30 June 2021.

Figure Seven: Proposed Project Delivery approaches

Option 1 – Traditional Approach	Option 2 – Iterative Development Approach
<p>The approach would include the following steps:</p> <ul style="list-style-type: none"> • Data collection to inform the design process and better understand how the streets operate • Develop a concept design for the bikeway route • Undertake a broad engagement process with the community and stakeholders to gain feedback on the concept design • Make design changes to negotiable elements of the project as necessary • Install the bikeway • Receive and react to comments and complaints about the bikeway as necessary 	<p>The approach would include the following steps:</p> <ul style="list-style-type: none"> • Data collection to inform the design process, better understand how the streets operate and provide a baseline for the evaluation • Develop designs for the bikeway route in two stages (for the western and eastern street sections) • Undertake initial focused engagement activity to inform stakeholders of the project and seek feedback from property owners/occupiers on the proposed parking controls • Install the bikeway, with ongoing stakeholder engagement during the construction phase • Undertake a broad engagement process once the bikeway is in place to proactively gain feedback from all street users and stakeholders. • Ongoing feedback loop to make adjustments to the bikeway as needed. • Undertake the evaluation of the project and report back to Council.

8.1.4 Under this approach the design of the bikeway will be undertaken in two stages (western and eastern street sections) and informed by data collection and focussed engagement to inform stakeholders and to seek feedback from property owners / occupiers on the proposed parking controls.



- 8.1.5** There is a risk that the **stakeholders who are 'informed' are unhappy with** either the toolkits to be applied or the proposed parking controls. The extent to which design elements are re-worked to reflect feedback received through the engagement process could significantly compromise Project delivery timeframes.
- 8.1.6** The CoA has undertaken **limited 'market sounding'** to ascertain the likely construction timeframes for the Project. These timeframes have been estimated at between four and six months but subject to a range of caveats including:
- 8.1.6.1** Design completion to 100% to facilitate programming of works and procurement of goods or services which may have long lead times.
 - 8.1.6.2** Commencement by 1 July 2021.
 - 8.1.6.3** The extent to which underground stormwater or services require alteration.
 - 8.1.6.4** Construction stages of no less than 500 metres.
- 8.1.7** Given the indicative construction timeframes and the design and engagement works that are required to be undertaken the iterative development approach offers some prospect that the Project can be delivered within the required timeframes however, in our view, there remains a high likelihood that the current 31 December 2021 State Government funding deadline may not be achieved.

8.2 Project Procurement

- 8.2.1** The City of Adelaide Procurement Policy, approved by Council on 13 December 2016, **covers CoA's requirements in relation to the procurement of goods, works and services.** It contains the following primary procurement principles:
- 8.2.1.1** Obtaining value in the expenditure of public money;
 - 8.2.1.2** Providing for ethical and fair treatment of participants; and
 - 8.2.1.3** Ensuring probity, accountability and transparency in procurement operations.
- 8.2.2** The CoA Procurement Policy applies to all Council staff and personnel engaged by Council to undertake procurement activities on its behalf, and it relates to all procurement activities associated with the acquisition of Goods, Works or Services of any value by the CoA.
- 8.2.3** The Policy prescribes that the procurement method for obtaining goods, works and services will be determined according to the estimated cost across the total life of the project, the nature of the procurement and the risk profile of the project. Subject to the estimate of total costs, the procurement method may be by oral quotes, written quotes or by a range of tender process options aligning to the formal procurement thresholds.
- 8.2.4** **In accordance with Council's Procurement Policy and associated Operating Guidelines,** the City of Adelaide is required to prepare a Procurement Strategy for the Project.



This has yet to be developed, the Procurement Strategy will need to reflect the key procurement objectives of:

- 8.2.4.1 achieving practical completion by 31 December 2021;
 - 8.2.4.2 ensuring value for money; and
 - 8.2.4.3 ensuring the Project delivery methodology of the successful contractor considers the complex needs of various stakeholders in and around the bikeways route to minimise disruption.
- 8.2.5 In order to meet the procurement objectives, the procurement process is expected to occur in a single phase.
- 8.2.6 To date the CoA has utilised a combination of internal resources and external consultants to progress the Project. The external contracts were procured using the procurement approaches shown in Table Eight.

Table Eight: Project Procurement approaches

Supplier	Activity	Procurement Approach
Gould Thorpe Planning	Engagement strategy (2017)	Request for quote
Fyfe	Engineering survey	Request for quote
Infraplan	Concept design	Request for quote
RLB	Cost estimation	Direct engagement
NineSquared	Cost benefit analysis	Request for quote
Holmes Dyer	Engagement process (2021)	Request for quote
BRM Advisory	Preparation of a prudential report	Existing contract

- 8.2.7 We consider that to date the procurement process undertaken have been in accordance with the CoA Procurement Policy.
- 8.2.8 **We note that under CoA's existing Procurement Policy Council approval will be required to enter into the final agreements for the Project works if an individual contract has a value of over \$1 million. Obtaining the approval of Council may further delay the Project and impact the Project delivery timeframes.**



9. SALE AND OR DISPOSITION OF LAND

Local Government Act, Section 48 (2) The following are prudential issues for the purposes of subsection (1):

(i) if the project involves the sale or disposition of land, the valuation of the land by a qualified valuer under the Land Valuers Act 1994.

9.1 Valuation of Land

The Project does not involve the sale of disposition of land and accordingly part (j) of the Act is not considered relevant.



10. CONCLUSION

- 10.1** This report has been prepared to meet the requirements of the Prudential Management Policy and Section 48 of the Local Government Act and to provide Council with a comprehensive understanding of the prudential issues relating to the East-West Bikeways Project.
- 10.2** The Project is the creation of a separated East-West Bikeway connecting West Terrace and Dequetteville Terrace in Adelaide consistent with the East-West Bikeway Design Guide dated November 2020 at an estimated cost of \$5.826 million.
- 10.3** The Project is strongly aligned to the CoA's key strategic management plans and the State Government strategic plans. The Project:
- 10.3.1** is specifically mentioned in the CoA's Strategic Plan and will assist to progress two of the four Community Outcomes identified in the Plan;
 - 10.3.2** is specifically referenced and funded in the Annual Business Plan and Budget;
 - 10.3.3** is provided for in the CoA's Long Term Financial Plan;
 - 10.3.4** has been recognised as important by the State Government which evidenced by the grant contribution to the Project cost; and
 - 10.3.5** will assist to advance the Getting Active target in the 30-Year Plan for Greater Adelaide.
- 10.4** At this stage of the Project no Development Plan implications have been identified as the Project works are mostly excluded from development.
- 10.5** The CoA has obtained an independent Cost Benefit Analysis which indicates the benefits of the Project exceed the costs with a benefit cost ration of 2.2 and a Net Present Value of \$9.33 million.
- 10.6** The Project will have an impact on business in the proximity from three perspectives:
- 10.6.1** disruption caused by Project works during construction limiting access to businesses on the route (this is a temporary impact which can be mitigated by the Project Management approach utilised by the CoA);
 - 10.6.2** reducing on street carparks by up to 179 spaces (permanent impact); and
 - 10.6.3** the longer-term impact on vehicle, cycling and pedestrian traffic flows and patronage of businesses in the proximity as a result of the change in traffic conditions (permanent impact).
- 10.7** The CoA is implementing an Iterative Development Approach to deliver the Project.
- 10.7.1** This approach involves the engagement activity being undertaken to inform stakeholders on what has been designed for construction and to obtain feedback on proposed parking controls.



- 10.7.2** The consultation undertaken specifically did not set out to seek feedback on the proposed route of the East-West Bikeway; or the treatments to be applied in specific sections of the Bikeways (such feedback is planned to form part of future iterations of consultation).
- 10.8** The engagement undertaken by CoA has been consistent with the Council resolution and the Community Consultation Policy.
- 10.9** Subject to the final design between 132 and 179 car parking spaces will be lost. Depending on whether council prioritises paid or unpaid parking when replacing these bays, the loss in revenue is likely to be between \$89,000 and \$498,000. At the upper end of this estimate this number is financially material. Some of this lost revenue may be recouped from increased demand for other on-street and off-street paid parking owned by the CoA, however this impact has not been quantified.
- 10.10** The underpinning road base on which the Project will be constructed has a range of remaining useful lives. As these underpinning road segments are re-constructed or renewed some of the recently constructed Project assets will need to be re-built or replaced which will add to the future cost of renewal works on the route.
- 10.11** Consistent with the CoA Enterprise Risk Management Framework a comprehensive risk register has been prepared identifying 80 risks. Of these there are two risks which remained rated as **'Extreme'** after the assessment of identified treatment strategies.
- 10.11.1** We have also identified two other risks that have a residual risk rating of **'High'** that we consider ought to be rated as **'Extreme'**. These are:
- 10.11.1.1** "High-levels of negative public commentary", given the media coverage of the Project; and
- 10.11.1.2** "Failure to fulfil obligations of overarching funding agreement", given our concerns about the ability of the CoA to deliver the Project within the timeframes currently stated in the Funding Deed.
- 10.12** Based on the number of risks which have a residual rating of **'Extreme'** or **'High'**, the risk assessment demonstrates that the Project carries a relatively high level of inherent and residual risk.
- 10.13** The Iterative Development Approach being employed offers some prospect that the delivery timeframes set out in the Funding Deed can be achieved. However, this is subject to the CoA completing and implementing a procurement strategy by no later than 1 July 2021.



ATTACHMENT ONE: COUNCIL DECISIONS IN RELATION TO PROJECT

15/12/2020 Item 10.4 - East-West Bikeway [VS2020/7596] [C]

That Council:

1. Notes the alignment of Franklin Street – Flinders Street – Gawler Place – Wakefield Street/Road as the route of the separated East-West Bikeway, as per Attachment A to Item 10.4 on the Agenda for the meeting of Council held on 15 December 2020.
2. Approves the Lord Mayor to write to the Minister to seek an extension to the separated bikeways deed following impacts to community and delays to economic stimulus in the city due to COVID 19 and to enquire with the State Government around their desire to broaden the deed so that it may be used for other cycling infrastructure improvements within the City of Adelaide.
3. Approves engagement to commence in January 2021 to notify the community about the project and seek feedback on the proposal as per the engagement approach (Option 2 Iterative Development Approach) as per Attachment C to Item 10.4 on the Agenda for the meeting of The Committee held on 8 December 2020.
4. Consults on the East-West Bikeway Design Guide as per Attachment B to Item 10.4 on the Agenda for the meeting of Council held on 15 December 2020, and for design work to commence consistent with this guide to inform the community consultation being undertaken.
5. Approves the engagement of a consultant to undertake the Prudential report on behalf of Council for the proposed East-West Bikeway, and to prepare a Cost-Benefit Analysis consistent with the approach outlined in the Infrastructure Australia Assessment Framework.
6. Notes that the recommended east west route selection will be provided to the Minister for Transport for concurrence prior to proceeding, in accordance with the City Bikeways Funding Deed.
7. Notes a report will be brought to Council in March 2021 seeking approval for the east west bikeway project with accompanying Prudential Report, designs, early consultation feedback and market sounding on project delivery.

10/03/2020 Item 15.8 - Councillor Donovan – Motion on Notice – East-West Bikeway [2019/00951] [C] – Amended Motion

That Council:

1. Requests Administration hold a workshop with Council Members on the currently incomplete City of Adelaide Bikeways Design Guide dated September 2017, with a view to updating and finalising the document before progressing any East-West Bikeway route.
2. Approves Administration to undertake research of business and customer activity on the East-West Bikeway routes to include current perceptions of the streets and feedback focused around their specific needs.
3. Requests Administration also undertake economic analyses of the following:
 - a. The economic uplift of access through a separated bikeway to the Adelaide Central Market, in consultation with the Adelaide Central Market Authority;
 - b. Changes in real estate value changes along the Frome Street Separated Bikeway corridor;
 - c. Economic uplift realised as a result of delivering the Frome Street Separated Bikeway;
 - d. The effects of separated bikeway proposals and iterations that limit traffic flow along the three proposed East-West corridors and how they may affect the City's U Park revenue.
4. Prioritises this work to ensure it is achieved within a timeframe that allows the data, analyses and reports gained to be used to deliver an East-West bikeway within the timeline stipulated in the bikeways Funding Deed with DPTI.

3/12/2019 Item 9.2 - Recommendations of The Committee – 3/12/2019 [2018/04062] [C]

Recommendation 6 - City Bikeways Funding Deed – revised scope of works

That Council:

1. Approves the removal of the point-to-point bike share scheme feasibility study from the scope of works for the City Bikeways Funding Deed with the State Government, with the \$1 million funding to be allocated to the delivery of the North-South and East-West Bikeways instead.



9/04/2019 Item 11.6 - Councillor Donovan – Motion on Notice – City Bikeways [C]

That Council administration, noting Council's 2016 decision to partner with the State Government of South Australia to design and fund a dedicated North-South and East-West bikeway, and the outcomes of The Committee workshop on bikeways on 2/4/2019:

1. Prepare bikeway concept designs, in preparation for community engagement, for the Pirie/Waymouth Street corridor with two options as follows:
 - a bikeway design option which could be delivered for the currently allocated \$5.5m
 - a bikeway design being consistent with the CoA Bikeways design guide for a fully separated Bikeway and an indication of the associated cost.
2. Prepare an engagement strategy for the East-West bikeways project, which includes impacted rate payers, businesses, residents and visitors to the city.

26/02/2019 Item 15.4 - Councillor Donovan - Motion on Notice - East-West Bikeway [C]

That Council Administration:

1. Provide a workshop briefing to Councillors by 31 March 2019 which contains:
 - 1.1. A summary of the Bikeways project to date
 - 1.2. **An overview of Bikeways as part of Council's Integrated Transport Strategy**
 - 1.3. Opportunities to discuss options for the dedicated East-West bikeway, and
 - 1.4. Pays consideration to reroute or find new funding to support a separated bike way as part of the Tram Upgrade on King William St
 - 1.5. A proposed consultation strategy for businesses, property owners, residents and visitors to the City, that may be used as a framework for future cycling infrastructure works.
2. Table for the Next Capital City Committee Meeting an item to discuss Smart Move 2.0 in partnership with the State Government.

28/11/2017 Item 12.5 - East-West Bikeway Engagement Strategy [2016/02813] [C]

THAT COUNCIL:

1. Requests for administration to put on hold, until further notice, the East West Bikeway Engagement Strategy as presented in Attachment A Item 12.5 on the Agenda for the meeting of the Council held on the 28th November 2017.
2. Requests for administration to immediately stop, until further notice, any design work with regards to the East West Bikeway Project.
3. Approves administration to immediately consult with the impacted ratepayers of the East West Bikeway Project, being the property owners, business owners and residents only, along Flinders St, Franklin St and all branching side roads and laneways.
4. Requests Administration to ask the impacted ratepayers the following question: **"Do you support an East West Separated Bikeway along Flinders and Franklin St?"** with options to answer of Yes, No or Depending on the design.
5. Requests for the consultation results to come back to Council by April 2018.

Item 12.5 - East-West Bikeway Engagement Strategy [2016/02813] [C]

CEO Undertaking – East-West Bikeway Engagement Strategy [C]

In response to Councillor Abiad, an undertaking was given that the survey that will be sent to impacted ratepayers will be provided to Councillors for feedback before being distributed.

In response to Councillor Wilkinson, an undertaking was given that the breakdown of the total costs of the whole stretch of the North South bikeways would be provided, through E-news.

In response to Councillor Clearhin, an undertaking was given in relation to whether COA lose State Government funding as result of any delays with the project.



14/11/2017 Item 7.6 - East-West Bikeway Consultation [2016/02813] [C]
Public

THAT COUNCIL:

Approves the details of the consultation for the proposed East-West Bikeway as included in this report and in the confidential report listed as Item 13.1.1 on the Agenda for the meeting of Council held on 14 November 2017, save that **prior to commencement of the consultation, the "Engagement Strategy" adopted** by the consultant firm shall be approved by Council and shall address the following matters including but not limited to:-

- 1) Correspondence and materials which will be provided to the interviewees;
- 2) Questions to be put to the interviewees;
- 3) A grouping of the interviewees into separate categories including a category for property owners, business owners and residents of Franklin and Flinders"

14/11/2017 Item 13.1.1 - East-West Bikeway Consultation [2016/02813] [C]
Confidential

THAT COUNCIL:

1. Approves the details of the consultation for the proposed East-West Bikeway to allow the approved **consultation to commence consistent with Council's resolution of 12 September 2017.**

2. In accordance with Section 91(7) & (9) of the Local Government Act 1999 (SA) and on the grounds that Item 13.1.1 [East-West Bikeway Consultation] listed on the Agenda for the meeting of Council held on 14 November 2017 was received, discussed and considered in confidence pursuant to Section 90(3) (a) & (b) of the Local Government Act 1999 (SA), this meeting of the Council, do order that:

2.1 The report, the discussion and any other associated information submitted to this meeting and the Minutes of this meeting in relation to the matter remain confidential and not available for public inspection until 14 November 2024.

2.2 The confidentiality of the matter be reviewed in December 2018; and

2.3 The Chief Executive Officer be delegated the authority to review and revoke all or part of the order herein and directed to present a report containing the Item for which the confidentiality order has been revoked.

26/09/2017 Item 15.2 - Councillor Antic – Motion on Notice – Flinders Street East West Bikeway Project [C]

That Council be provided with a report detailing the following matters material to the consultation to be **undertaken in relation to the Flinders Street East West Bikeway project ("the Consultation") for approval** by Council prior to commencement namely:-

- 1) A detailed bio/cv of any external consultant(s) proposed to be engaged by Council for the purposes of undertaking the Consultation;
- 2) Copies of all proposed correspondence between council and any consultants engaged to conduct the Consultation including a copy of the letter/email of engagement from council to the said consultants;
- 3) A copy of all documents proposed to be provided to the consultants by Council;
- 4) A list of all entities who will be contacted (including the contact person of any business) for the purposes of the Consultation and copies of the correspondence which it is proposed be sent to those persons;
- 5) A list of the questions proposed to be put to the interviewees for approval;
- 6) The total cost of the Consultation.



12/09/2017 Item 7.5 - City Bikeways: East-West Bikeway [2016/02813] [C]

THAT COUNCIL:

1. Approves the selection of the Flinders Street – Franklin Street corridor as the route of the East-West Bikeway through the city, consistent with the assessment included in Attachment A to Item 7.5 on the Agenda for the meeting of Council held on 12 September 2017, noting that this recommended route selection will be provided to the Minister for Transport for concurrence and joint agreement to proceed.
2. Approves a public consultation, including with adjacent owners and occupiers and other relevant stakeholders in finalising the design for the Bikeway.
3. Requests the Administration seeks its approval for the recommended final design, including associated streetscape improvements on the Flinders Street – Franklin Street corridor.
4. On approval of the final design authorises the Chief Executive Officer or delegate to negotiate and finalise any agreements and/or contracts in relation to the implementation of the East-West Bikeway and associated streetscape improvements on the Flinders Street – Franklin Street corridor.

7/03/2017 Item 4.1 - City Bikeways – North-South City Bikeway Design Approach [2016/02813] [C]

That Council

1. Approves the following detailed design approach for the separated North-South City Bikeway:
 - 1.1 Regent Street North and Frome Street, between Carrington Street and Wakefield Street (2 city blocks) to be one lane of traffic in each direction at all times, with on-street parking at all times, as per the existing configuration.
 - 1.2 Frome Street between Wakefield Street and North Terrace (5 city blocks) to be two lanes of traffic in each direction during peak periods only, and on-street parking at all other times. As a consequence, this section of bikeway will be no less than 2 meters in width.
 - 1.3 For the program of works to commence, as a priority, with the Pirie Street to North Terrace Bikeway development.
 - 1.4 Approves engagement with the adjacent ratepayers in finalising the design of the North-South City Bikeway.
2. Approves the initiation of the design process for the East to West Bikeway.
3. **Approves that Administration develop a bespoke 'Adelaide Design Manual – City Bikeways' that includes, but is not limited to, the following:**
 - 3.1 A separated bikeway width of no less than 2.5 meters - except where traffic volumes and streets widths do not permit.
 - 3.2 The use of design treatments 1 and 3, with treatment 3 to be preferred for bike lanes narrower than 2.5 metres.
 - 3.3 Street cross sections.
 - 3.4 Interfaces with adjacent properties.
4. **Notes that this Manual will form the basis of a 'Reference Design' for the remainder of the North-South and East to West City Bikeway.**

29/11/16 - Undertakings - City of Adelaide Bikeways Project [C]

In response to DLM Councillor Hender the Director Operations undertook to take into account the Deputations received by Council 29/11/2016 as part of the consultations process.

In response to Councillor Verschoor the Director Operations undertook to clarify buffers and buffer zones.



29/11/16 - Recommendation 9.2 - Recommendation for Committee Item 7 for Council Consideration – Design & Strategy Program – City of Adelaide Bikeways Project [2016/02813] [C]

That Council:

1. Notes that to date:

1.1 Key engagements with industry stakeholders have included the October 2016 Adelaide Bikeways Summit and an Industry Design Charrette, both of which have informed the development of the City of Adelaide Bikeways Project.

1.2 A deed of conditions of grant for the City of Adelaide Bikeways Project with the South Australian Government is being finalised and is anticipated to be executed by end of December 2016.

2. With regard to the Frome Street Bikeway:

2.1 Approves the release of the Bikeway design typologies and overall concept as presented in Attachments A and B to Item 7 on the Agenda for the meeting of the Economic & Community Development Committee held on 22 November 2016 respectively for community engagement as per the engagement strategy extract presented in Attachment C to Item 7 on the Agenda for the meeting of the Economic & Community Development Committee held on 22 November 2016, but noting that the consultation on the Adelaide bikeway will acknowledge that the width of the bikeway will not generally be less than 2.5m, where street width and traffic volumes permit.

2.2 For the purposes of community consultation the portion of Frome Street between Carrington Street to North Terrace have Option 1 and Option 6 as the principle options for public comment.

2.3 Notes that a further report will be presented to Council early in 2017 presenting the outcomes of the community engagement and the resulting final concept design for the Frome Bikeway for its consideration and approval prior to procuring a contractor for its delivery.

3. With regard to the East-West Bikeway:

3.1 Notes the assessment criteria that are to be applied to identify a preferred route for the East-West Bikeway as outlined in Item 7 on the Agenda for the meeting of the Economic & Community Development Committee held on the 22 November 2016.

3.2 Notes that community feedback derived through engagement on the Frome Bikeway will be used to inform the concept design for the East-West Bikeway on the preferred route, but noting that the consultation on the Adelaide bikeway will acknowledge that the width of the bikeway will not generally be less than 2.5m, where street width and traffic volumes permit.

3.3 Notes that a further report will be presented to Council regarding the East-West preferred route and its design in early 2017 for its consideration and approval prior to community engagement.

22/11/16 - Recommendation for Committee Item 7 for Council Consideration – Design & Strategy Program – City of Adelaide Bikeways Project [2016/02813] [ECD]

That the Economic & Community Development Committee recommends to Council that Council:

1. Notes that to date:

1.1 Key engagements with industry stakeholders have included the October 2016 Adelaide Bikeways Summit and an Industry Design Charrette, both of which have informed the development of the City of Adelaide Bikeways Project.

1.2 A deed of conditions of grant for the City of Adelaide Bikeways Project with the South Australian Government is being finalised and is anticipated to be executed by end of December 2016.

2. With regard to the Frome Street Bikeway:

2.1 Approves the release of the Bikeway design typologies and overall concept as presented in Attachments A and B to Item 7 on the Agenda for the meeting of the Economic & Community Development Committee held on 22 November 2016 respectively for community engagement as per the engagement strategy extract presented in Attachment C to Item 7 on the Agenda for the meeting of the Economic & Community Development Committee held on 22 November 2016.

2.2 For the purposes of community consultation the portion of Frome Street between Carrington Street to North Terrace have Option 1 and Option 6 as the principle options for public comment.

2.3 Notes that a further report will be presented to Council early in 2017 presenting the outcomes of the community engagement and the resulting final concept design for the Frome Bikeway for its consideration and approval prior to procuring a contractor for its delivery.



3. With regard to the East-West Bikeway:

3.1 Notes the assessment criteria that are to be applied to identify a preferred route for the East-West Bikeway as outlined in Item 7 on the Agenda for the meeting of the Economic & Community Development Committee held on the 22 November 2016.

3.2 Notes that community feedback derived through engagement on the Frome Bikeway will be used to inform the concept design for the East-West Bikeway on the preferred route.

3.3 Notes that a further report will be presented to Council regarding the East-West preferred route and its design in early 2017 for its consideration and approval prior to community engagement.

13/9/16 - Recommendation 5.4 - Recommendation for Committee Item 7 for Council Consideration - Design & Strategy Program – Bike Share Scheme – Options for Adelaide [2015/03534] [C]

That Council:

1. Notes the presentation of the Institute for Sensible Transport and recognises that improvements **to the City's current immature** bike lane infrastructure is required.

2. Approves Administration to work with the Department of Planning, Transport and Infrastructure to undertake further feasibility, preparatory work and due diligence relating to the development of the bike share scheme for the City of Adelaide.

3. Notes no further work to take place on the Bike Share Scheme until this report goes to Council and Council has a plan to move forward on improved cycling infrastructure.

26/7/2016 - Confidential Tabled Item 26 - City of Adelaide Bikeways Projects [2015/02349] [C]

That Council:

1. **Notes that Council has been invited to provide a submission in response to the State Government's** offer to support improving north-south and east-west cycling infrastructure, with Council contributing \$6 million to the project, contingent on the State Government providing \$6 million in matching funding.

2. Approves contributing matched funding to the value of \$6 million over two years for the City of **Adelaide Bikeways Projects, subject to Council's** consideration of a Prudential Issues Report.

3. **Approves the use of borrowings of up to \$6 million over two years as Council's funding contribution** to the project.

4. Approves that the funding be contingent upon delivering the following:

4.1 New high-quality cycling infrastructure and corresponding streetscape improvements on Frome Road and Frome Street to complete a network that provides for safer cycling outcomes between Greenhill Road/South Terrace through to the River Torrens and North Adelaide, to better connect with the neighbouring City of Prospect.

4.2 New high-quality cycling infrastructure and corresponding streetscape improvements to create improved cycling outcomes in an east-west direction.

4.3 Changes to the current separated design of Frome Bikeway to enable two lanes of motor vehicle **traffic in both directions during peak hours, funded through Council's contribution to the project.**

5. Approves that a report outlining route options for the east-west bikeway be brought to Council for consideration and that this report provide a detailed cost breakdown to inform funding allocation.

6. Notes that the design(s) for the east-west and north-south bikeways will be brought to Council for consideration prior to consultation, and will be brought to Council for approval of the final design(s).

7. Notes that the allocation of the \$6 million funding for the City of Adelaide Bikeways Projects will be considered as part of the 2015-16 Preliminary End of Year Report in August 2016. As part of this process, the State Government contribution of \$6 million and the total project expenditure of \$12 million will be incorporated in the 2016-17 Integrated Business Plan and the Long Term Financial Plan.

8. Approves that up to \$1m of the funding be dedicated to the investigation and initiation of infrastructure for a bike share program in and around the CBD and North Adelaide, with a view to it extending beyond the Council boundaries in the future.

9. Approves the LM to commence discussions with neighbouring Mayors to extend the bike share program beyond the boundaries of the City of Adelaide in the future.

10. Authorises the Chief Executive Officer or delegate to negotiate and finalise the Deed of Conditions of Grant to the value of a \$6 million contribution to Council.



11. Authorises the Lord Mayor and Chief Executive Officer to affix the Common Seal of the Council to the Deed of Conditions of Grant to the value of \$6 million and any other items to give effect to that document.
12. In accordance with Section 91(7) & (9) of the Local Government Act 1999 and on the grounds that Tabled Item 26 [City Infrastructure Development Project] for the meeting of the Adelaide City Council held on 26 July 2016 was received, discussed and considered in confidence pursuant to Section 90(3) (g) of the Local Government Act 1999, this meeting of the Adelaide City Council, do order that:
- 12.1 The resolution, the report, the discussion and any other associated information submitted to this meeting and the Minutes of this meeting in relation to the matter remain confidential and not available for public inspection until 2 December 2017 or until a joint State and Local Government announcement is released in relation to the City of Adelaide Bikeways Projects.
- 12.2 The confidentiality of the matter be reviewed in December 2017.
- 12.3 The Chief Executive Officer be delegated the authority to review and revoke all or part of the order herein and directed to present a report containing the Item for which the confidentiality order has been revoked.



ATTACHMENT TWO: LOCAL GOVERNMENT ACT, 1999 SECTION 48

Section 48 – Prudential requirements for certain activities

- (aa1) A council must develop and maintain prudential management policies, practices and procedures for the assessment of projects to ensure that the council—
- (a) acts with due care, diligence and foresight; and
 - (b) identifies and manages risks associated with a project; and
 - (c) makes informed decisions; and
 - (d) is accountable for the use of council and other public resources.
- (a1) The prudential management policies, practices and procedures developed by the council for the purposes of subsection (aa1) must be consistent with any regulations made for the purposes of this section.
- (1) Without limiting subsection (aa1), a council must obtain and consider a report that addresses the prudential issues set out in subsection (2) before the council—
- (b) engages in any project (whether commercial or otherwise and including through a subsidiary or participation in a joint venture, trust, partnership or other similar body)—
 - (i) where the expected operating expenses calculated on an accrual basis of the council over the ensuing five years is likely to exceed 20 per cent of the council's average annual operating expenses over the previous five financial years (as shown in the council's financial statements); or
 - (ii) where the expected capital cost of the project over the ensuing five years is likely to exceed \$4 000 000 (indexed); or
 - (iii) where the council considers that it is necessary or appropriate.
- (2) The following are prudential issues for the purposes of subsection (1):
- (a) the relationship between the project and relevant strategic management plans;
 - (b) the objectives of the Development Plan in the area where the project is to occur;
 - (c) the expected contribution of the project to the economic development of the local area, the impact that the project may have on businesses carried on in the proximity and, if appropriate, how the project should be established in a way that ensures fair competition in the market place;
 - (d) the level of consultation with the local community, including contact with persons who may be affected by the project and the representations that have been made by them, and the means by which the community can influence or contribute to the project or its outcomes;
 - (e) if the project is intended to produce revenue, revenue projections and potential financial risks;
 - (f) the recurrent and whole-of-life costs associated with the project including any costs arising out of proposed financial arrangements;
 - (g) the financial viability of the project, and the short and longer term estimated net effect of the project on the financial position of the council;
 - (h) any risks associated with the project, and the steps that can be taken to manage, reduce or eliminate those risks (including by the provision of periodic reports to the chief executive officer and to the council);
 - (i) the most appropriate mechanisms or arrangements for carrying out the project;
 - (j) if the project involves the sale or disposition of land, the valuation of the land by a qualified valuer under the Land Valuers Act 1994.
- (2a) The fact that a project is to be undertaken in stages does not limit the operation of subsection (1)(b) in relation to the project as a whole.
- (3) A report is not required under subsection (1) in relation to—
- (a) road construction or maintenance; or
 - (b) drainage works.



- (4) A report under subsection (1) must be prepared by a person whom the council reasonably believes to be qualified to address the prudential issues set out in subsection (2).
- (4a) A report under subsection (1) must not be prepared by a person who has an interest in the relevant project (but may be prepared by a person who is an employee of the council).
- (4b) A council must give reasonable consideration to a report under subsection (1) (and must not delegate the requirement to do so under this subsection).
- (5) A report under subsection (1) must be available for public inspection at the principal office of the council once the council has made a decision on the relevant project (and may be available at an earlier time unless the council orders that the report be kept confidential until that time).
- (6) However, a council may take steps to prevent the disclosure of specific information in order to protect its commercial value or to avoid disclosing the financial affairs of a person (other than the council).
- (6a) For the purposes of subsection (4a), a person has an interest in a project if the person, or a person with whom the person is closely associated, would receive or have a reasonable expectation of receiving a direct or indirect pecuniary benefit or a non-pecuniary benefit or suffer or have a reasonable expectation of suffering a direct or indirect detriment or a non-pecuniary detriment if the project were to proceed.
- (6b) A person is closely associated with another person (the relevant person)—
- (a) if that person is a body corporate of which the relevant person is a director or a member of the governing body; or
 - (b) if that person is a proprietary company in which the relevant person is a shareholder; or
 - (c) if that person is a beneficiary under a trust or an object of a discretionary trust of which the relevant person is a trustee; or
 - (d) if that person is a partner of the relevant person; or
 - (e) if that person is the employer or an employee of the relevant person; or
 - (f) if that person is a person from whom the relevant person has received or might reasonably be expected to receive a fee, commission or other reward for providing professional or other services; or
 - (g) if that person is a relative of the relevant person.
- (6c) However, a person, or a person closely associated with another person, will not be regarded as having an interest in a matter—
- (a) by virtue only of the fact that the person—
 - (i) is a ratepayer, elector or resident in the area of the council; or
 - (ii) is a member of a non-profit association, other than where the person is a member of the governing body of the association or organisation; or
 - (b) in a prescribed circumstance.
- (6d) In this section, \$4 000 000 (indexed) means that that amount is to be adjusted for the purposes of this section on 1 January of each year, starting on 1 January 2011, by multiplying the amount by a proportion obtained by dividing the CPI for the September quarter of the immediately preceding year by the CPI for the September quarter, 2009.
- (6e) In this section—
- employee* of a council includes a person working for the council on a temporary basis;
- non-profit association means a body (whether corporate or unincorporate)—
- (a) that does not have as its principal object or 1 of its principal objects the carrying on of a trade or the making of a profit; and
 - (b) that is so constituted that its profits (if any) must be applied towards the purposes for which it is established and may not be distributed to its members.
- (7) The provisions of this section extend to subsidiaries as if a subsidiary were a council subject to any modifications, exclusions or additions prescribed by the regulations.



ATTACHMENT THREE: HOLMES DYER ENGAGEMENT PLAN

HOLMES DYER

Our Engagement Plan

Method	Stakeholders	Techniques	Desired Outcome(s)
Objective: General Awareness Raising and Targeted Concept Testing			
Strategy: Provide public promotion of the proposed east west bikeway in locations with a spatial relationship to the proposed route to capture drivers, pedestrians, cyclists and visitors. Direct engagement with adjacent property owners and tenants for in depth discussion and input			
Inform/Consult	<ul style="list-style-type: none"> General community Visitors 	<ul style="list-style-type: none"> Temporary signage at key locations such as cycle routes, car parks, bus stops and key intersections shown on map attached. 	Raise awareness of the project and provide avenues for input
Inform/Consult	<ul style="list-style-type: none"> General community Visitors Residents Service consumers Broader stakeholders 	<ul style="list-style-type: none"> Information distribution to all Council databases, E-news subscribers, social media, service consumers promoting the project Collaborate with Bike SA, Bicycle Institute of South Australia (BISA), and the Royal Automobile Association (RAA) to undertake engagement with their members Distribute information to VIC news subscribers and provide information including temporary signage at Council libraries Liaise with Council communications team for internal and external editorial opportunities 	Raise awareness of the project and provide avenues for input
Engage	Business community and landlords	<ul style="list-style-type: none"> A road show of three presentations/ workshops held with business precincts along the proposed route before or after hours <ul style="list-style-type: none"> Adelaide West End Association Grote Business Precinct Hutt Street Traders Association Targeted interviews with property owners/ landlords including properties with higher dependency on road-side access e.g. Hotels and places of worship Letters to all property owners and occupiers along the proposed route 	Raise awareness and collect input from the business sector and initiate communication with property owners and land holders
Engage	Schools	<ul style="list-style-type: none"> Hold up to six meetings with school leadership to understand traffic patterns and engage the faculties and governing bodies to support/ undertake engagement - reach out to school communities Work with United Nations Youth SA to identify school students who can act as "champions" for the project. 	Obtain practical input to the localised design implications where the cycle route intersects with school traffic
Participate	Council staff	<ul style="list-style-type: none"> Workshop with staff such as economic development officers that have a working relationship with businesses, regulatory staff that manage traffic conflicts etc. 	Grounded perspective on engagement ideas, test and challenge feedback