

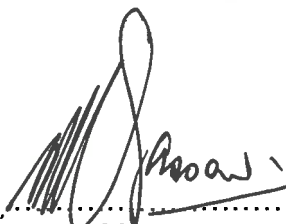


GLEN INNES SEVERN COUNCIL

2017 Pedestrian Access and Mobility Plan (PAMP)

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Glen Innes Severn Council

2017 Pedestrian Access and Mobility Plan (PAMP)

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1. Introduction

Glen Innes Severn Council has prepared an updated Pedestrian Access and Mobility Plan (PAMP) to guide the development and implementation of new or improved pedestrian facilities. This PAMP builds on the previous PAMP developed in 2012 and the existing footpath register. It has been developed in accordance with the Roads and Traffic Authority publication '*How to Prepare a Pedestrian Access and Mobility Plan – An easy three stage guide (2002)*' and is designed to be a living document that is reviewed and updated regularly.

The aim of the PAMP is to create a safe, accessible and connected pedestrian network that promotes walking as an attractive alternative to motorised transport. The PAMP will provide a framework for the long term delivery of pedestrian facilities in the Glen Innes Severn LGA.

Walking is an integral part of the transport system and day-to-day mobility. Walking provides an important role in bringing people out into the community for a wide range of reasons, be it travelling to work, school, visiting local facilities, getting to public transport or walking for fitness and recreation. Walking is one of our most social, accessible and sustainable modes of transport. Most individual trips, whatever the primary mode used, begin and / or finish with a walk section, so that walking is a fundamental component of all travel. Thus, pedestrians form the largest single road user group.

Walking provides a range of benefits to both individuals and society as a whole ranging from health and fitness, economic including tourism, and environmental. Walking is a form of transport that has a negligible environmental impact. Outlined below is a summary of some of the benefits.

Health and wellbeing of communities

In the last ten years, it has emerged that one of the major causes of preventable illness is overweight and obesity. Improving the frequency of participation in physical activity (e.g. walking) is the best way to combat obesity and set a lifelong pattern for an active and healthy lifestyle.

Responding to climate change

We are currently living in a time where climate change and the issues arising from it will impact upon our everyday lives. Increased walking can reduce air pollution and reduce greenhouse gas emissions.

Economic benefits

Achieving increases in walking numbers can have economic benefits for communities. This can be a result of a more productive workforce. Physical activity can increase an individual's health resulting in a more fit and productive workforce with reductions in absenteeism.

The importance and benefits of walking are recognised within our communities and it is commonly acknowledged that further actions are needed in order to provide for safe and convenient walking.

Pedestrian Access Mobility Plans (PAMPs) are aimed at reducing the incidence and severity of pedestrian crashes. It also aims to optimise and promote the movement of recreational, commuter and local pedestrians throughout the community. This is achieved by providing more appropriate pedestrian facilities especially in busy areas and improving access for mobility-impaired groups.

The Pedestrian Council of Australia comments that 'walking is a fundamental and direct means of access to most places and to the goods, services and information available at those places' and that 'walking can be an ideal substitute for short car trips, including those to public transport stops. Those short trips contribute disproportionately to air pollution: the more they can be avoided, the better for us all'.¹

¹ Pedestrian Council of Australia (1999) The Australian Pedestrian Charter

1.1 Background

Roads and Maritime Services (RMS) have developed the Pedestrian Access and Mobility Plan (PAMP) program to ensure better planning for pedestrians and to assist the NSW Councils with planning for pedestrian facilities.

It is the responsibility of every Council in NSW to ensure the Pedestrian Access and Mobility Plan (PAMP) is developed and implemented to provide for safe and convenient pedestrian routes that will encourage people to walk rather than use their cars. It also has a responsibility to ensure that people who do not have access to cars – particularly the young – are able safely to reach needed facilities in their everyday activities, and that as far as possible, people with a physical disability do not have their access impaired because of that disability.

The PAMP is essentially a strategic document that identifies the pedestrian network hierarchy and an associated pedestrian facilities action plan. It is developed through community consultation, data collection, and review of existing standards and current practice.

The outcomes of this process are the identification of pedestrian routes within the study area that form a coherent pedestrian network and the development of an action plan for these routes identifying locations where work is required to ensure the routes are safe, convenient, and meet current standards.

The benefits to the community of a properly implemented Pedestrian Access and Mobility Plan are wide, including transportation, environmental and social benefits, such as:

- more appropriate pedestrian facilities, especially in the busy areas;
- improved access for mobility impaired groups in the community, including older persons;
- safe and convenient crossing opportunity on major roads;
- reduced injuries to pedestrians;
- meeting the special events needs for pedestrians;
- pedestrian facilities which are consistent and appropriate throughout NSW.

The PAMP has been developed in accordance with principles within the Roads and Maritime Services best practice guide, which highlights the main issues that need to be considered during the process.

Glen Innes Severn Council is committed to providing long term planning for pedestrian access and mobility, and to promote walking and cycling as desirable replacements for short trips to community facilities.

1.2 Study Objectives

The focal aim of the Glen Innes PAMP is to identify the pedestrian routes of most significance to the community and provide a strategy for the enhancement of those routes in terms of safety and mobility.

1.3 Objectives

The objectives of the PAMP need to be clear and measurable. In setting the objectives, consideration was given to the existing footpath network, its maintenance requirements and the likely availability of funding. Connectivity within the network, directness, safety, accessibility and mobility were also considered. Specifically, there has been a focus on providing continuity of pedestrian routes of similar standard linking the major pedestrian generators.

The objectives of the PAMP are:

- To ensure safe and convenient independent mobility by providing pedestrian access to as many places as possible particularly to community facilities;
- To integrate the needs of all pedestrians by providing for and maintaining high quality facilities that are socially inclusive;
- To facilitate improvements in the level of personal mobility and safety for pedestrians with disabilities and older persons;
- To provide clean, well-lit streets and footpaths free from obstruction, with sufficient opportunities to cross roads safely;
- To provide safe access for those who choose walking as a primary mode of transport for short to medium distance trips;
- To ensure clear signage and onsite information is provided to increase awareness of pedestrian movements;
- To ensure that pedestrian spaces are safe for all users.

1.4 Methodology of PAMP

In preparing this PAMP, three broad stages were involved in the process, namely:

- Stage 1:** Objectives
- Stage 2:** Preparation
- Stage 3:** Implementation

There are a number of components involved in the various stages of this methodology including:

- Data review;
- Community consultation;
- Development of PAMP routes;
- Pedestrian audit of the routes;
- Development of actions and the forward works program.

1.5 Structure of Report

The structure of this report is based on the RTA document *'How to Prepare a Pedestrian Access and Mobility Plan – An easy three stage guide (2002)'*. The PAMP is comprised of the following sections:

1. Introduction
2. Study Area
3. Research, Review and Data Collection
4. Characteristics of the Local Government Area
5. Public Consultation
6. PAMP Routes and Audits
7. Funding Sources and Implementation of PAMP
8. Monitoring Program
9. Recommendation for Future Studies
10. Conclusions and Recommendations



Lang Street Rail Overpass, Glen Innes

2. Study Area

2.1 Scoping Study

Glen Innes Severn Council covers an area of 5,487 km² and has a population of approximately 9,000. The Council area is comprised of a mix of villages and rural communities as well as the township of Glen Innes.

Considering the extent and condition of infrastructure, the PAMP has been developed for the township of Glen Innes only. There is scope to expand the document and include other areas, for example Emmaville and Deepwater, as the PAMP is reviewed and updated.

2.2 Study Area

Although pedestrian and traffic volumes in the Glen Innes Local Government Area (LGA) are relatively low in comparison with the much more densely populated areas, the need to provide adequate facilities is just as important to the community.

Glen Innes

Figures from the 2011 census show that the population of Glen Innes is 5,173. The main method of travel in the area is mostly by private vehicle, with small numbers using public transport. Public transport is predominantly used for inter town travel with few opportunities for intra town trips, other than those undertaken by various forms of community transport.

The town is located at the junction of the New England Highway and the Gwydir Highway in the Northern Tablelands. The main commercial area runs along Grey Street between East Avenue and Church Street. Glen Innes has wide road reserves laid out on a very regular grid pattern. The railway line runs through the western side of town and severs a number of connections at road level.

3. Research, Review and Data Collection

3.1 Literature Review

The main resource for the preparation of this PAMP was the document titled *‘How to Prepare a Pedestrian Access and Mobility Plan – An easy three stage guide’* produced by the RTA in 2002. This document is essentially a practical manual for the preparation of a PAMP, and includes information on document structure, methodology and implementation of a PAMP.

Transport has been identified as a key issue in the Glen Innes Severn Council *‘10 Year Strategic Plan for Community Services (2008-18)’*. One of the objectives in this document is to improve transport options – type, accessibility, cost and flexibility. The Action Plan aims to improve transport especially for those using wheelchairs and young people.

The Glen Innes Severn Council *‘Age and Disability Services Strategic Plan 2008-2018’* has been prepared by Verso Consulting and was adopted by Council in February 2002. This plan identifies the twelve most significant issues through its consultation process. One of the issues listed in the plan is “Transport in Glen Innes”. Development of Healthy Aging and Health Promotional programs is listed as number one priority (*Priority 1*). Further in its SWOT analyses it identifies walking as strength in accomplishing positive outcomes for this program.

3.2 Traffic and Pedestrian Data

Traffic volumes are generally considered moderate and traffic circulation within the town centre does not constitute a major issue.

To assess potential PAMP works, available traffic and pedestrian data for intersection movements and crossings were examined.

3.3 Pedestrian Crash Data

Glen Innes LGA Pedestrian crash data from January 2010 to June 2016 was obtained from Transport NSW Centre for Road Safety. A summary of the data is provided below. Incidents and anecdotal evidence of near misses and high-risk areas are not included in this report and are unavailable to Council.

Table 1 Number of pedestrian crashes from the period 2010-2016

Year	Number of Crashes	Number of Casualties
2010	3	3
2011	1	1
2012	0	0
2013	2	2
2014	2	2
2015	0	0
2016	0	0

The analysis of pedestrian crash data for the Glen Innes LGA shows that the majority of the crashes occurred in fine conditions, with 50% occurring in daylight hours and 50% occurring at dusk or in darkness.

3.4 Design Standards

Many existing paths in Glen Innes, excluding the CBD, no longer comply with current best practice, as defined by Australian Standard 1428 and 1742 series, and the Austroads *'Guide to Traffic Engineering Practice Part 13: Pedestrians'*.

Examples of "poor infrastructure" can be found in many locations, particularly bad kerb ramps and absence of paved footpaths.



The review of the background information mainly provides information to help formulate concepts and support the direction of thinking for the PAMP, rather than to raise key findings.

4. Characteristics of Local Government Area

4.1 Population and Land use

According to the Australian Bureau Statistics for the 2011 census:

- Glen Innes Severn LGA has a population of 8,965 people.
- 18% of the population is aged 55 years and over.

Glen Innes Severn LGA has an ageing population and this trend will continue over the next 20 years. It is estimated that 30% of the population will be aged over 65 in 2026 and 34% of the population by 2036.

This factor must be a major consideration in planning for pedestrian access and mobility.

4.2 Road Hierarchy and Footpath Network

The road network of the Glen Innes Severn LGA includes state, regional and local roads. The New England Highway and Gwydir Highway pass through Glen Innes generating reasonable traffic volumes in the study area. Council has adopted a road hierarchy with eight (8) levels that has been structured to replicate existing traffic use patterns.

Council maintains a footpath network with a total length of approximately 17.5km, comprising a mix of concrete, paved and gravel paths. The majority of these footpaths are located in the main commercial area along Grey Street between West Avenue and Church Street.

The width of some of the streets in Glen Innes has made pedestrian travel more difficult and pedestrian facilities will need to be considered to assist with road crossing in these areas.

4.3 Public Transport

Public transport in the Glen Innes Severn LGA is limited to community transport services operated by government agencies or non-profit organisations, school buses and taxi services.

4.4 Future Pedestrian Needs

As mentioned in *'Aged and Disability Services Strategic Plan 2008-2018'*, there appears to be a significant demographic shift which will see an increase in the aged population. This expected growth, along with the increase of people choosing to walk and the increase of special mobility vehicles, means that pedestrian facilities must cater for a number of different needs.

With the completion of this PAMP, and following the crash analysis, community consultation and existing facility audit, the aim is to create pedestrian facilities for all pedestrians.

5. Public Consultation

An important factor in the development of a PAMP is community consultation. When the original PAMP was developed in 2012, community input was sought via letters to stakeholders, a stakeholder workshop and a survey to homes. Through this consultation, a number of pedestrian issues were identified and incorporated into the PAMP.

As part of the PAMP review process, a workshop was held with the Access Committee in March 2017 to help identify and prioritise existing and future pedestrian facilities in Glen Innes.

Members of the Access Committee were asked to identify locations that they felt were unsafe and hazardous, areas where they walk and find it difficult to walk, locations where they have difficulty crossing the road and areas they would like to walk if made available.



5.1 Identified Pedestrian Issues

Through the consultation with the Access Committee and various correspondence to Council, the following issues were identified:

Pedestrian Crossing Facilities

- Lack of safe pedestrian crossing facilities on Church Street near the Cross Street intersection.
- Lack of safe pedestrian crossing facilities around the Church Street / Meade Street roundabout.
- Steepness of, or lack of, pram ramps at various locations.

Footpath Issues

- Lack of pedestrian facilities across the railway tracks to connect to western side of town.
- Safety issues at the Lang Street bridge where there is a no vehicular and pedestrian separation.
- Lack of pedestrian facilities on Oliver Street to access the childcare facility.
- Various locations with poorly surfaced, or lack of, footpath.

Other issues

- Road surface in general; in places where there are no footpaths, people walk on the road.

All representations from the consultation process were collated and considered when identifying the forward works program for the Glen Innes PAMP project.

6. PAMP Routes and Audits



The existing pedestrian facilities audit forms part of Glen Innes Severn Council's Pedestrian Access and Mobility Plan. On-foot field audits are essential to determine the type and scale of work required along designated pedestrian routes.

6.1 Route Selection

Pedestrian routes were selected for the study area. A number of pedestrian generators and attractors are located within the study area. Pedestrian attractors and generators include community centres, hospitals, medical and aged care centres, schools, business zones, and recreational facilities (e.g. sporting facilities and parks).

Existing footpaths and pedestrian facilities were reviewed as part of the PAMP. Off road paths provide a safer walking environment and often present shortcuts between areas, therefore making them more appealing for pedestrians.

PAMP routes should:

- Provide links between main attractors and generators;
- Improve existing pedestrian hazards locations;
- Formalise existing pedestrian links;
- Create new off-road facilities.

6.2 Route Audit Process

On site physical audits were conducted along the selected routes. The key focus of the audits was to identify any access impediments for pedestrians with a particular focus on access for less mobile pedestrians. The identified difficulties found in a number of locations were:

- Poor kerb ramp design;
- Lack of kerb ramps at pedestrian crossings;
- Lack of footpaths;
- Inconsistent footpaths;
- Deficiency of pedestrian crossing points.

6.3 Work Prioritisation Methodology

The Roads and Maritime Services (RMS) Weighted Criteria Scoring System for PAMP Works Prioritisation was applied to the proposed works. This scoring system takes into account land use, traffic impacts, safety issues and continuity of routes. When reviewing the proposed PAMP works, other factors such as the results of the community consultation and Council's existing works program were also considered.

6.4 Proposed Works

The proposed PAMP works are all within a 2km walking catchment of the Glen Innes CBD and focus on improving connectivity for pedestrians. Also included in the works schedule is a number of crossing points that require upgrading of existing ramps in conjunction with footpath or shared path projects.

A priority listing has been provided below to enable Glen Innes Severn Council to determine works each year, subject to available funding. The proposed works schedule with cost estimates are included in Table 2 below.

Table 2 Proposed PAMP Works

Project ID	Location	Work Proposed	Estimated Cost
New Footpath Connections and Upgrades			
1450	Railway crossing from Lambeth Street to Railway Street	Install a 315m x 2.5m concrete shared path	\$142,000
1850	Bourke Street (Hunter Street - Standing Stones)	Install 659m x 2.5m concrete shared path	\$297,000
1150	Bourke Street (Hunter Street - Clarke Street)	Install 510m x 2.5m concrete shared path	\$230,000
1650	Bourke St (Church Street to Clarke Street)	Install 200m x 2.5m concrete shared path	\$92,000
1700	Bourke Street (Coronation Avenue - Railway Street)	Install 180m x 2.5m concrete shared path	\$81,000
2350	Hunter Street (Bourke Street - George Street)	Install 240m x 1.5m concrete footpath	\$65,000

2400	George Street (Hunter Street - Oxford Street)	Install 215m x 1.5m concrete footpath and 2 kerb ramps	\$58,000
1400	Lang Street bridge (Railway Street to Lambeth Street)	Upgrade Lambeth Street corner and 170m x 1.5m concrete footpath	\$46,000
1500	Lambeth St (Lang Street - Wentworth Street)	Install 240m x 1.5m concrete footpath	\$65,000
2300	Oliver Street (Church Street - West Avenue)	Install 565m x 1.5m concrete footpath	\$150,000
1100	Taylor Street (Macquarie Street - West Avenue)	Install 208m x 1.5m concrete footpath	\$56,000
1050	West Ave (Ferguson Street - Taylor Street)	Install 208m x 1.5m concrete footpath and 2 kerb ramps	\$56,000
1051	Grey Street (Ferguson Street - Taylor Street)	Install 208m x 1.5m concrete footpath and 2 kerb ramps	\$56,000
2150	Coronation Avenue (Bourke Street - Meade Street)	Install 215m x 1.5m concrete footpath	\$58,000
2250	Church Street (Heron Street - Oliver Street)	Install 400m x 1.5m concrete footpath	\$108,000
		Total	\$1,559,000

7. Funding Sources and Implementation of PAMP

Generally, funding for implementation of the projects identified in this PAMP comes from Council and the RMS. The works identified in this PAMP total \$1,331,000.

Council's '2017/18 Operational Plan' contains a total funding allowance in the order of \$25,000 for the renewal of pedestrian facilities. An allowance is also included in 2017/18 of \$50,000 for new shared walking and cycling paths.

Council is eligible to apply for contributions towards the PAMP works from NSW Roads and Maritime Services. The current RMS policy is for 100% RMS funding for road crossing facilities and kerb ramps on State Roads, and 50% contribution towards works on regional and local roads. RMS funding up to 75% is also available towards planning and design. It is noted that footpaths are not funded under the current RMS policy. Only shared walking/cycling paths may be funded under RMS program guidelines, having a recommended width of between 2.5 and 3.0 metres.

Funding for the maintenance of pedestrian facilities is generally provided from Council's General Fund. No specific funding is provided by RMS for maintenance activities associated with pedestrian facilities.

8. Monitoring Program

Initial monitoring of this plan will consist of management of works within the current budget projections and input to future budget considerations. Works as completed will be recorded and incoming comments will be recorded to gauge effectiveness.

It is proposed to review the plan on a five (5) year basis. This will allow the document to be reviewed against works completed and community expectations. The five (5) year cycle will also allow for a review of the objectives to ensure they remain relevant.

9. Recommendation for Future Studies

As described earlier in this study, many deficiencies have been identified during the route audit process. Considering the limitation of the scope of PAMP, several issues will remain unsolved. If incorporated with Council's asset management plans, this document may assist in resolving those problems.

At this point, it is not envisioned that further studies will be required outside the review of this PAMP at the nominated interval. Further detailed investigation and design will be required for many projects and there will be a need to ensure these works are completed and that delays to programmed works are minimal when funding is made available.

10. Conclusion and Recommendations

This PAMP will be a valuable tool to assist in providing enhanced access for pedestrians, cyclists and the mobility and/or vision impaired. The implementation of the nominated improvements to the pedestrian facilities in Glen Innes will also provide more opportunity to the aged and a safer pedestrian environment for school children.

It is recommended that Council provide a budget allowance for the implementation of the PAMP project which reflects the community's expectations and priorities, and to allow the project to be implemented in the fastest possible timeframe.

This PAMP is a long-term planning document, to guide the implementation of new and improved pedestrian facilities in Glen Innes.