

**ITEM 4. PUBLIC EXHIBITION - DRAFT MOTORCYCLE AND SCOOTER STRATEGY AND ACTION PLAN****FILE NO: S053481****SUMMARY**

It is proposed that the draft Motorcycle and Scooter Strategy and Action Plan be placed on public exhibition to obtain feedback from riders and the wider community.

Motorcycle and scooter ownership and use is growing rapidly in metropolitan Sydney, and in the City of Sydney. Motorcycles are an enjoyable, fuel efficient, convenient and low-cost alternative to private cars, and are well suited to the City of Sydney's higher density neighbourhoods.

In developing the draft Motorcycle and Scooter Strategy and Action Plan, the City has consulted with riders and motorcycle groups, including the Motorcycle Council of NSW. The City surveyed more than one thousand riders, advertised the development of the draft Strategy in motorcycle and scooter publications, and reviewed extensive rider correspondence to the City.

The City has responded to recent requests from riders by increasing dedicated free motorcycle parking across the local government area. In the last two years, the City has more than doubled free motorcycle parking to over 600 spaces, and the draft Strategy recommends the continued provision of such spaces in suitable locations. The City has also expanded secure off-street motorcycle and scooter parking in the City's Goulburn Street Parking Station, which is provided at a significant discount.

Ticket parking, however, is the single most significant barrier to motorcycle and scooter access across the City's local government area. While car drivers can park in any ticket parking zone by displaying a ticket on the dashboard within the vehicle, this option is not available to motorcyclists, who are at risk of having their ticket blown away or stolen. This means riders are effectively excluded from short-stay parking in spaces available to car drivers in the City's most popular village areas, such as Crown Street, Glebe Point Road, King Street, Oxford Street, and the Pyrmont and Ultimo peninsula.

The impossibility of securely displaying a visitor parking permit on a motorcycle means that riders are further disadvantaged. For example, car drivers can use visitor permits to get free all-day parking in areas such as Ultimo Pyrmont, where ticket parking is widespread. Riders however cannot securely display a parking ticket or a visitor parking permit. As a consequence, many riders risk fines by parking on the street or parking illegally on footpaths or within building forecourts.

The draft Strategy proposes to address these concerns by trialling for one year an exemption of riders from the requirement to buy and display a parking ticket. This will enable riders to park in short-stay spaces available to car drivers.

The environmental performance of motorcycles and scooters is improving rapidly in response to new international standards. Motorcycles and scooters emit less greenhouse gas than cars, and require far less parking space which is scarce in inner Sydney. The City has already proposed, in the draft schedule of fees and charges for the 2008/09 financial year, to charge motorcycles the lowest permit parking fee, reflecting their low greenhouse gas emissions. To further improve emissions performance, the draft Strategy supports the deployment of electric scooters by trialling charging points in suitable locations. To improve information available to riders and intending purchasers, the draft Strategy also advocates for inclusion of motorcycle comparisons in the Commonwealth's Green Vehicle Guide.

Motorcycle security can be improved by the trial installation of on-street fastening points for motorcycle cable locks. These devices have been successfully used in other cities, and will be particularly valuable to owners of smaller scooters, who face particular risk of theft. In residential areas, on-street locking points may also prevent potential problems associated with locking motorcycles to fences, poles or porches.

Safety of motorcyclists is a concern of riders and the City of Sydney. The City has conducted a number of safety campaigns focused on both rider and car driver behaviour. The draft Strategy proposes the City continue to develop and promote driver and rider safety education programs.

## **RECOMMENDATION**

It is resolved that Council endorse the Draft Motorcycle and Scooter Strategy and Action Plan, as shown at Attachment A to the subject report, for public exhibition and comment, for a period of six weeks.

## **ATTACHMENTS**

**Attachment A:** Draft Motorcycle and Scooter Strategy and Action Plan

**BACKGROUND**

1. The City of Sydney's 2008-2011 Corporate Plan includes the development of a Strategy to remove barriers to the use of motorcycles and scooters.
2. The City conducted an online survey of motorcycle riders in August 2007 to identify barriers to riding in the City of Sydney. The survey received approximately 900 responses, and a further 45 emails.
3. The City also consulted with the Motorcycle Council of NSW to identify issues faced by riders, particularly access to parking and road safety. The barriers identified by the Motorcycle Council are similar to those raised in correspondence from riders over the last two years.
4. According to motorcyclists who completed City surveys, key barriers to riding in the City of Sydney include difficulty finding parking, road safety concerns, vehicle security and motorway tolls.
5. Ticket parking is the major barrier to equitable motorcycle and scooter access across the City of Sydney. While car drivers can park in any pay parking zone by displaying a ticket on the dashboard within the vehicle, this option is not available to riders, who are at risk of having their ticket blown away or stolen. As a result of this dilemma, many riders park informally on footpaths or behind building alignments, and risk infringement for breaching the Australian Road Rules. Other riders resort to placing tickets in their pockets and, if fined, appeal to have the fine waived claiming it was displayed as required. The draft Strategy therefore proposes to trial the removal of this unworkable requirement for motorcyclists to display a ticket.
6. Motorcyclists are also unable to use visitor parking permits which are available in Glebe, Ultimo, Pyrmont and Millers Point. Unlike a car driver, a motorcyclist cannot secure a transferable Visitor Parking Permit, and so cannot be exempted from time restrictions or the requirement to use ticket parking. This also encourages riders to park on footpaths or in breach of parking restrictions and risk fines.
7. Council resolved in February 2008 to exhibit differential pricing for resident parking permits in the proposed Schedule of Fees and Charges for 2008/09. Motorcycles are rated as 'very low environmental impact', and will pay the lowest fee, which is 25% of the standard fee. This change is endorsed in the draft Strategy and consistent with previous requests by motorcyclist representatives, including the Motorcycle Council of NSW, for a differential charge for motorcycles which takes into account the space they occupy and their environmental impact.
8. The 2008/2009 Corporate Plan also includes a Key Performance Indicator for the provision of an additional 120 motorcycle and scooter parking spaces. The City has exceeded this target for 07/08.

**PROPOSAL**

9. The draft Motorcycle and Scooter Strategy and Action Plan will ensure motorcycle and scooter riders have equitable access to parking on City of Sydney streets, and will address other barriers to motorcycle and scooter use.

10. Key proposals in the draft Motorcycle and Scooter Strategy and Action Plan include:
  - (a) a one-year trial exemption of motorcycles from the requirement to display a ticket in short-stay ticketed parking, and trial adjustment of the ticket parking fee for motorcycles to zero in the City's Schedule of Fees and Charges;
  - (b) continue the complementary rollout of dedicated free motorcycle parking in response to rider requests or identified need. Dedicated parking may also be installed to protect sight distances near driveways;
  - (c) provide discounted, secure off-street parking for motorcycles in the Goulburn Street Car Park;
  - (d) trial installation of on-street fastening points for motorcycle cable locks in residential and commercial areas;
  - (e) introduce lower Resident Parking Permit fees for motorcycles reflecting the space they occupy and environmental impact;
  - (f) continue to develop and promote motorcycle safety programs for both riders and drivers;
  - (g) advocate for regulatory change to permit motorcycle couriers to park in loading zones;
  - (h) trial one or more electric vehicle charging points suitable for electric and hybrid-electric motorcycles;
  - (i) advocate for the inclusion of motorcycles in the Green Vehicle Guide, and advocate for mandatory national emission requirements for new motorcycles and scooters;
  - (j) support the continued use of bus lanes by motorcycles; and
  - (k) advocate for fair and convenient toll arrangements on motorways.

## KEY IMPLICATIONS

### Strategic Alignment

11. The development of a Motorcycle and Scooter Strategy and Action Plan is a Priority Project in the City of Sydney's 2008-2011 Corporate Plan.
12. Additional motorcycle parking is consistent with the Transport and Accessibility targets in the 2008-2011 Corporate Plan, which aim to provide fair access to motorcyclists.
13. Ensuring motorcycle and scooter access to on-street ticket parking in local retail precincts will complement the City's investments in local business and retail districts, such as the Redfern Street Upgrade, the Oxford Street Revitalisation Strategy, and the Glebe Point Road Upgrade.

14. The Motorcycle and Scooter Strategy and Action Plan is consistent with the City's *Sustainable Sydney 2030* plan, which proposes improved bus services, public transport interchanges, metro rail and a light rail loop to improve CBD amenity and reduce congestion. The Strategy also encourages the use of more sustainable forms of motorised transport, such as motorcycles, scooters and car share.

### **Organisational impact**

15. Actions proposed in the Strategy can be implemented within existing City programs administered by Transport Strategy, City Infrastructure, Parking Services and Traffic Operations.

### **Social**

16. Facilitating motorcycle parking in previously inaccessible areas will improve access to the City's villages.
17. Residents and visitors will have the choice of a convenient, lower-cost and importantly, enjoyable, transport mode. They will be better able to use a motorcycle or scooter, especially in cases where public transport services are not available or sustainable modes are not feasible.
18. A trial of free access to short stay parking in ticketed areas may benefit traders and shopkeepers by increasing accessibility for motorcycle-riding customers without any significant reduction in car space.
19. Trial provision of free access to short-stay parking is likely to reduce the incidence of illegal parking on footways.
20. Restrictions on the use of loading zones by courier motorcycles are outdated, and a hindrance to courier operators in central Sydney. The Strategy includes advocacy to the Roads and Traffic Authority to permit courier motorcycles to use loading zones.
21. Trialling embedded anchors or fastening devices will increase security options for motorcyclists parked on-street, reduce theft, and reduce the need to chain motorcycles to fences, porches or poles.
22. Motorcyclists are far more likely than a car occupant to be fatally or seriously injured in a road accident. The City will continue road safety campaigns for both riders and drivers to help address this trend.
23. In some locations, unrestricted motorcycle and scooter parking along short lengths of road, which would otherwise be sign posted as 'no stopping', can have a road safety benefit. Encouraging use of such spaces by scooters and motorcycles ensures driver and pedestrian sightlines are not obstructed by larger illegally parked vehicles, such as vans or light trucks, while at the same time providing dedicated parking spaces for riders. This has recently been successfully trialled by the City in a number of problematic locations where sight lines were continually being obstructed by illegally parked vehicles, and will continue to be implemented in appropriate locations.

## Environment

24. The potential environmental advantage of motorcycle use lies in the replacement of unavoidable single occupant car trips by new motorcycles or scooters with advanced emissions-control technology.
25. Parking policy should be managed carefully to ensure growing motorcycle usage does not occur at the expense of public transport.
26. Figures prepared by the Australian Greenhouse Office indicate that, in urban environments, motorcycles produce approximately 70% of the greenhouse emissions per passenger kilometre when compared to cars.
27. While greenhouse gas emissions from motorcycles and scooters are lower than from cars, they can emit equivalent or more urban air pollution per kilometre.
28. While no international standards yet require motorcycle exhaust to be as clean as car exhaust, the emissions performance of new motorcycles is improving rapidly in response to recent standards, particularly in Japan and the European Union. Given the dominance of imported motorcycles in the small Australian market, cleaner technology is likely to increase steadily in the Australian fleet.
29. The draft Strategy proposes to advocate for adoption of Australian emissions standards for motorcycles, and inclusion of motorcycles in the Green Vehicle Guide. This will accelerate the uptake of cleaner motorcycles and scooters, and allow riders to make more informed environmental choices.
30. Electric and hybrid petrol-electric scooters, which have recently become available, have potential to dramatically reduce air pollution, greenhouse gases and noise levels from motorcycles. Electric scooters, such as the Vectrix or EVT, have zero emissions. The draft Strategy recommends the investigation of measures to promote the uptake of electric and hybrid motorcycles, including trialling the installation of electric vehicle charging points in suitable locations.
31. Residential areas adjacent to late night trading zones such as Kings Cross suffer impacts from noisy vehicles, including motorcycles which may have modified exhaust systems.
32. Noise pollution from motor vehicles is controlled by the NSW Protection of the Environment Operations Act, and noise standards for new vehicles are contained in the Australian Design Rules. In 2008, the NSW Regulations were tightened to allow State Government agencies to take more effective action against the small minority of vehicles with modified or illegal exhaust systems. This will benefit City residents in areas affected by noise from illegally modified motorcycles. The City is also developing a campaign to inform residents of action they can take to report noisy vehicles.

## FINANCIAL IMPLICATIONS

33. Trialling free access to ticket parking will only very marginally reduce parking income from motorcycles. Most motorcyclists do not use ticket parking areas, and many do not currently purchase tickets in pay parking zones because the ticket cannot be securely displayed.

34. The displacement of pay parking spaces used by cars is expected to be very low, as up to five motorcycles can be accommodated in the space required for one car. Motorcycles generally park rear to kerb, and will be required to observe time restrictions to ensure turnover and discourage commuter parking.
35. The City will review the trial of free short-stay parking after 12 months. The review will assess compliance levels of motorcycles with timed parking restrictions, and any impact on the availability of short-stay parking for other uses, including business and retail parking.
36. Improvements to motorcycle parking at the Goulburn Street Car Parking Station can be funded from the Station's operational budget. Minor civil works in the public domain, including installation of trial locking points, can be funded within existing programs.

### RELEVANT LEGISLATION

37. The City has authority to implement parking schemes in accordance with:
  - (a) *Australian Road Rules*;
  - (b) *Road Transport (Safety and Traffic Management) Act 1999*, and
  - (c) *Road Transport (Safety and Traffic Management)(Road Rules) Regulation 1999*.
38. The Roads and Traffic Authority has issued mandatory *Pay Parking* guidelines for Councils to implement pay parking schemes in accordance with the relevant legislation. The changes proposed to are in accordance with existing legislation and the RTA's *Pay Parking* guidelines
39. The Roads and Traffic Authority's Technical Direction TDT 2004/02 *Motor Bike Parking* provides guidelines on the implementation of motorcycle parking. The proposed draft Strategy and Action Plan are in accordance with existing legislation and this Technical Direction.
40. Noise from motorcycles is regulated under the *Protection of the Environment Operations (Noise Control) Regulation 2008*.

### PUBLIC CONSULTATION

41. In developing the draft Strategy, the City has consulted extensively with riders and motorcycle organisations, including the Motorcycle Council of NSW. The City surveyed more than a thousand riders, advertised the development of the strategy in motorcycle and scooter publications, and reviewed extensive rider correspondence to the City.
42. An online survey was undertaken between August and November 2007. More than 900 surveys were completed, and a further 45 emails were received as a result of the promotion on the City's website. 55 written surveys were returned at the City's Live Green event on 25 August 2007, which included a motorcycle and scooter exhibition.
43. Almost all respondents identified the accessibility and availability of parking as a major concern. Other significant concerns focused on safety, tolls and motorcycle security, including damage to parked motorcycles.

44. The draft Scooter and Motorcycle Strategy and Action Plan will be placed on public exhibition for six weeks.

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