Road User Space Allocation Policy

Implementation Review Report

December 2023

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NSW GOVERNMENT

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Document control

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Versions

Version	Amendment notes	Date
0.1	Draft report structure	6 September 2023
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1.0	Final report for consideration by Transport Executive Committee, Minister for Transport, Minister for Roads and Minister for Regional Transport and Roads	8 December 2023 Endorsed 13 February 2024

1 Executive summary

Background

The Road User Space Allocation Policy (the policy) was released in early 2021 as a Transport for NSW (Transport) corporate policy. Later in 2021, the supporting Road User Space Allocation Procedure (the procedure) was released. The release of the policy and procedure was supported by a series of webinars to communicate its release. The policy and procedure are publicly available on the transport.nsw.gov.au website.

The policy was developed to support the NSW Movement and Place Framework and operationalise the consideration of movement and place outcomes for all Transport staff. The policy is intended to support the implementation of the strategic direction and intent set out in the state and metropolitan strategic planning documents, including the Future Transport Strategy. The policy and procedure form the tangible link between strategy and execution, providing place-based guidance across the life cycle of a road, bridging the existing gap between strategic intent and design standards. At its core, the policy directs practitioners to understand both the movement and place needs of an area, and to consider sustainable, efficient and healthy transport modes first.

Transport regularly reviews its corporate policies and procedures to monitor compliance and understand the impacts of the policy. It also reviews its corporate policies to ensure they are still current and reflect the objectives of the organisation and the Government. From September to November 2023, the Strategic Transport Planning Branch within Transport undertook the review of the policy and procedure. The Offices of the Minister for Transport, Minister for Roads and Minister for Regional Transport and Roads requested Transport review the implementation of the policy across the organisation and provide a report of the review in addition with recommendations on how to strengthen the policy.

The review considers:

- evidence of how the policy has been used and not used, and the resulting outcomes

- problems, issues and barriers to implementing the policy (real or perceived) which are leading to the policy not being used or implemented consistently

- how the policy relates with Transport's other policies, guidelines and standards with respect to implementation, governance and decision-making around road space allocation and network operations

- how the policy sits within other requirements for planning and projects (e.g. reporting).

The review provides recommendations on:

- what is needed to consistently deliver better road space allocation outcomes

- how can road user space allocation can be better considered and assured in major projects, and road network operations

- what is required to ensure internal culture and practices support better road space allocation for our communities

- whether the policy and/or procedure needs to be strengthened and how.

The methodology employed by the review team included gathering evidence from:

1. online surveys for Transport staff (more than 190 surveys completed across all levels of employees)

2. extensive interviews with Transport staff and light touch engagement with councils and other government agencies (more than 80 interviews conducted – at executive director, director and senior manager level)

3. deep dives into a series of recent Transport projects (eight case studies completed)

4. desktop review and analysis of original supporting documents, advice and policy drafts, as well as investigating approaches to road user space allocation in other jurisdictions.

Key findings

The findings have been formed based on a review of extensive evidence obtained from the stakeholder interviews, surveys and case studies.

1. **The policy principles are generally well-supported –** There is a strong level of support for the intent and principles of the policy. However, challenges and issues were identified in the implementation of the policy.

2. **Lack of awareness of the policy and procedure –** Many stakeholders were either unaware of the policy entirely, or unaware of the details. Some stakeholders were aware of the policy and using it but had misinterpreted it.

3. **Lack of understanding of the scope and breadth of the policy** – Staff are unclear about where and when to use the policy, and who it applies to. The complex policy context is contributing to the confusion around the scope and breadth of the policy.

4. **The policy lacks sufficient weight to achieve the desired outcomes** – In the absence of an agreed network vision and primary road function, the principles outlined in the policy are difficult to implement. The policy does not form part of any assurance requirements.

5. **The relationship between the policy and procedure and other technical directions, standards, and guidelines is unclear** – Many other documents are used ahead of the policy with practitioners choosing other guidance.

6. **There is inconsistency in the interpretation and development of strategic intent and this is a key barrier to implementing the policy** – There is often a lack of strategic alignment to the policy demonstrated through strategic and final business cases. Without a clear strategic direction, community or local businesses opposition to road space allocation trade-offs may prevent policy outcomes being achieved.

7. **Lack of clarity across Transport on accountability (or responsibility) for decision making on road space allocation impacting outcomes and ways of working** – There are many decision-makers and multiple decision points, with a lack of clarity on which area is accountable for road space allocation. Many road space allocation decisions and trade-offs happening throughout the lifecycle of projects are going undocumented.

Road User Space Allocation (RUSA) Review Report

8. **Transport's structure and processes do not deliver consistent outcomes** – The policy is not considered in investment prioritisation and different divisional focuses results in competing priorities. Funding is usually attached to a certain modal solution or outcome and there is no dedicated funding stream for road user space allocation projects.

9. **Balancing local outcomes with network outcomes is a challenge when making road space allocation decisions** – Local considerations often conflict with network considerations. Identifying which road user or mode to trade off is challenging with conflict over desired outcomes at many levels.

10. **The policy does not form part of assurance requirements and often conflicts with the standard methods for economic appraisals –** The policy is not being applied in business cases and the standard methods of economic appraisal are at odds with the intent of the policy.

11. **Current tools are not helpful in making trade-off decisions for road space –** A lack of maturity in tools to quantify impacts of changes to road space allocation for non-car modes makes it difficult to fairly assess trade-offs and is not suitable for holistic decision-making based on the policy.

12. **The role of council with respect to the policy is unclear – The** current jurisdictional split along state and local roads leads to confusion about the application of the policy, as both parties need to work together to allocate road user space.

13. **The procedure is not used and lacks sufficient detail to achieve the desired outcomes** – Most staff were not aware that there was a supporting procedure. Those who had used it said it was not clear on how to apply it. The procedure references other guides and standards that contain advice at odds with the intent of the policy.

Recommendations

The review has found that the implementation of the policy has been challenged by a wide range of barriers. Many of these barriers are beyond the scope of the policy – for example funding arrangements or challenges arising out of Transport's delivery model.

While acknowledging that there are limitations on what can be achieved through a single corporate policy, a range of actionable recommendations were identified which respond to the key findings. The recommendations apply to many areas of Transport including governance, processes, legislation, funding and guidance.

Recommendation	Findings addressed
1. Update the policy	1, 2, 3, 4, 5
2. Update the procedure(s)	5, 9, 13
3. Develop performance indicators and tools to support the updated policy	5, 9, 11, 13
4. Develop compulsory training, education and facilitate capability development	2, 3, 7
5. Establish a requirement to demonstrate adherence to the policy as part of assurance reviews	6, 10
6. Undertake a detailed review of the economic appraisal methodology	6, 13
7. Review and revise organisational and governance arrangements to embed the policy	6, 7, 12
8. Complete the review of local council delegations	7, 9, 12
9. Review and update the Roads Act 1993 and broader legislative framework	1, 4, 8
10. Review and update technical guidance, standards and warrants to embed the policy and principles	1, 3, 11
11. Review existing programs for alignment and potential underspend for reprioritisation to a road user space allocation funding stream	4, 6, 8

Next steps and implementation

A responsible lead and timeframe for each recommendation will be assigned. Adopted recommendations will be reported back to the Ministers and Executive at an annual interval, or as requested.

2 Introduction

2.1 Overview of the Road User Space Allocation Policy

Transport developed the Road User Space Allocation (RUSA) Policy in 2021. The aim of the policy is to ensure Transport can deliver on the safe and equitable allocation of space on roads to different transport and non-transport uses. The supporting Road User Space Allocation Procedure (the Procedure) was also developed by Transport in late 2021.

The policy and procedure apply to the entirety of the public road reserve from boundary to boundary on proposed and existing classified roads. They apply to roads in urban areas in regional and metropolitan NSW except for motorways.

By implementing the policy, Transport ensures the allocation of road user space:

- is a deliberate exercise that considers the place, function and movement requirements of roads
- achieves the strategic intent and outcomes as set out in statewide, metropolitan and regional strategies and plans
- achieves the movement and place vision of a corridor or network
- considers the limited amount of space available to accommodate competing user needs
- can be adjusted to respond to specific circumstances.

2.2 The strategic challenge – better road space allocation

Allocating road space efficiently and equitably to cater for the diverse needs of all users poses a significant strategic challenge. Over the past decade and more, state, regional and metropolitan plans in NSW have outlined the challenge of a growing population, constrained road and street space (in urban contexts), and the need to shift road network policies from a focus on private vehicle usage to supporting more sustainable modes. The policy aimed to operationalise the strategic directions in Transport's strategies and plans at an organisational level.

Road space, being a scarce public resource, has historically been allocated mostly for general traffic and private vehicle parking. Increased traffic will slow our networks, undermine productivity, dominate our streets and public spaces, and reduce our quality of life. As a result, communities will need better alternatives to driving and a more sustainable transport system that fosters participation and inclusion. To do this, recent strategies and plans from Transport have outlined the need to improve public transport, walking and cycling connections and networks whilst supporting these trips with adequate infrastructure, travel demand management and improved digital connectivity.

Achieving a balanced allocation in the road space that considers the needs of pedestrians, bike riders, public transport passengers, freight and motorists is vital for:

- improving safety

- enhancing accessibility for all members of the community

- providing environmental and social improvements

- helping towards net zero targets

- reducing congestion

- providing positive economic impact

- improving community health and wellbeing

- making the most of existing assets and infrastructure spending

- future-proofing our cities and towns.

2.3 Background to the RUSA Policy

The policy was prepared to support improved movement and place outcomes for the people of NSW. The policy, an action from the *Future Transport Strategy 2056 (2018),* was developed with a primary objective to ensure all modes of transport and place outcomes are considered when making decisions within the road reserve. It seeks to shift the emphasis from a singular concern with traffic-related metrics towards a more comprehensive, place-centric, and multimodal approach. This takes into account the diverse needs of transport passengers, customers and communities, in addition to local strategies and plans. A breakdown of the development of the policy can be seen in the figure below.

Greater Sydney and Regional NSW Services and Infrastructure Plan

Outlined the need for a Road Space Allocation policy to clearly establish principles for allocation road space, outlining that to reduce the need for more infrastructure, more efficient road space allocation was needed.

Road User Space Allocation Policy

Developed to ensure that the considerations of road space allocation occurs as early as the strategic planning phase and increasingly more detailed through the project life cycle. Developed as a complimentary instrument to the *Movement and Place* guidance on the expectations of Transport to projects and programs that impact or influence the way road space is allocated and road users are considered.

Road User Space Allocation Policy and Procedure Review

2018   2020   2021   2023

Future Transport Strategy 2056

Concept for a Road User Space Allocation (RUSA) Policy in NSW first formally appeared as a future direction 'to investigate' in support of improved network optimisation, travel behaviour change, connectivity, safety and improved place outcomes for the people of NSW.

The Practitioners Guide to Movement and Place

Represented a shift in implementing Movement and Place, from being a quickly measurable internal Transport for NSW tool and way of thinking, to a detailed methodology for place and movement practitioners endorsed by government and adopted across NSW.

Figure 1: Timeline of the development of the policy

The Road User Space Allocation Policy was developed as a Transport for NSW corporate policy under the Corporate Policy Framework. A corporate policy is defined as: *Transport's corporate policies, procedures and standards provide high-level mandatory principles and requirements for how we operate and make decisions. They apply to everyone at Transport.*

Transport's Corporate Policy Framework explains*: Corporate policies are high-level mandatory position statements containing principles and commitments. They are the guardrails within which delegated decision-makers act on behalf of our people, customers, systems and finances. Corporate policies help connect decisions made in and about the business to Transport's visions, goals and outcomes.*

2.4 Purpose of this review

Transport regularly reviews its corporate policies and procedures to monitor compliance and understand the impacts of the policy. It also reviews its corporate policies to ensure they are still current and reflect the objectives of the organisation and the Government.

The policy was due to expire in December 2023. From September – November 2023, the Strategic Transport Planning Branch within Transport undertook the review of the policy and procedure. The Offices of the Minister for Transport, Minister for Roads and Minister for Regional Transport and Roads requested Transport review the implementation of the policy across the organisation and provide a report of the review in addition with recommendations on how to strengthen the policy.

The Road User Space Allocation Policy Implementation Review Report (this report) outlines:

- evidence of how the policy is being used and/or not used across Transport
- problems, issues and barriers to implementing the policy (real or perceived) which are leading to the policy not being used or implemented consistently
- how the policy fits in with Transport's other policies, guidelines and standards with respect to implementation, governance and decision-making around road space allocation
- how the policy sits within other requirements for planning and projects (e.g. with respect to reporting).

The review recommendations will be based on:

- what is needed to deliver better road space allocation outcomes successfully and consistently
- how road user space allocation can be better considered and assured in major projects
- what is required to ensure culture and internal practices support better road space allocation for our communities
- whether the policy and/or procedure needs to be strengthened and how.

3 Implementation review framework

3.1 Implementation review questions

An implementation review of the policy and procedure has been undertaken to understand how they have been applied across Transport to date. Review questions were prepared to form the scope of the review. The questions focus on four key areas: Process and guidelines, Governance, Project and community outcomes and Legislation and policy.

The review questions formed the basis of the evidence gathering and analysis process.

Table 1: RUSA review questions

Theme	Review question
Process & guidance	What is the level of awareness and understanding of the policy and procedure?
Process & guidance	When and where is the policy being used and not used?
Process & guidance	Are there any problems, issues and barriers to implementing the policy (real or perceived)? Are there any issues leading to the policy not being used or implemented consistently?
Process & guidance	How does the policy relate to Transport's other policies, guidelines and standards? How does it relate to local council policy, guidance and procedures?
Governance	How is the policy used and embedded with respect to implementation, governance and decision-making around road space allocation?
Governance	How does the policy sit within other requirements for planning, projects and places (e.g. with respect to reporting, reviews and assurance)
Project & community outcomes	What is needed to deliver better road space allocation outcomes successfully and consistently?
Project & community outcomes	How can road user space allocation be better considered and assured? How are trade-offs made as part of these projects? How are the impacted communities considered?
Project & community outcomes	What is required to ensure culture and internal practices support better road space allocation for our communities?
Legislation & policy	Does the policy and/or procedure need to be strengthened? If so, how would this be achieved?

3.2 Governance

3.2.1 Overview

The review has been overseen by the Strategic Transport Planning and Community Outcomes Committee (STPCO), with visibility of the recommendations also provided to the Transport Executive Committee (ExCo).

The governance structure of the policy implementation review is detailed in *Figure 2*.
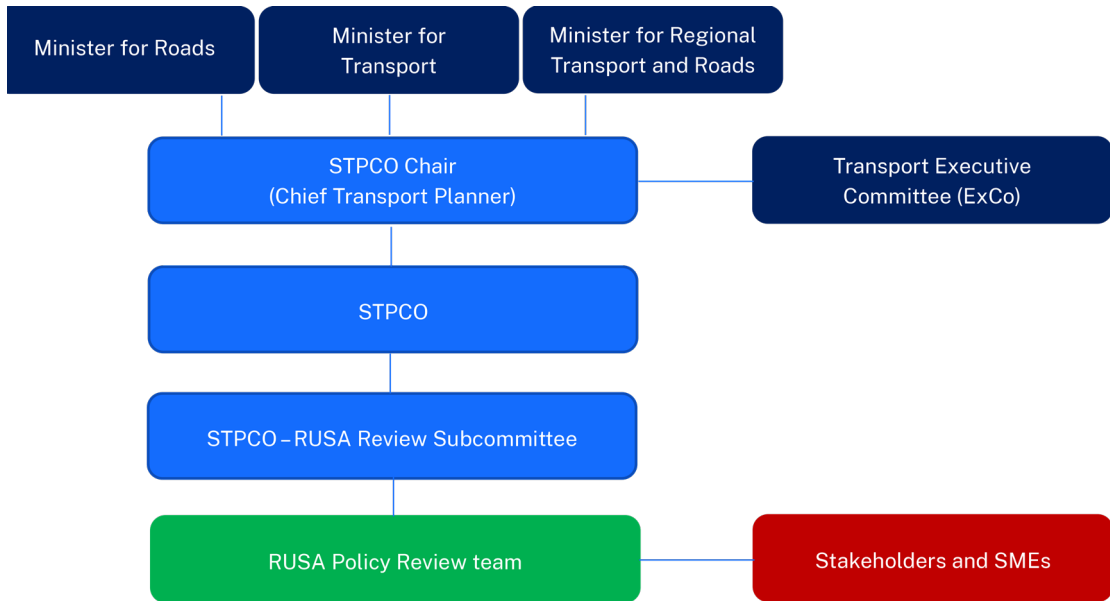
Figure 2: Policy implementation review governance

3.2.2 RUSA Policy Review Subcommittee

Due to the tight timeframes, a subcommittee of STPCO was formed to guide the delivery of the policy implementation review and champion the recommendations. The RUSA Policy Review Subcommittee comprised the following STPCO members:

- Chief Transport Planner, Strategic Transport Planning, Customer Strategy and Technology (CST) (chair)
- Executive Director Planning & Programs, Regional and Outer Metropolitan (ROM)
- Executive Director Active Transport, Cities and Active Transport (CAT)
- Executive Director Customer Strategy and Experience, CST
- Executive Director Planning and Programs, Greater Sydney (GS).

3.2.3 Roles

The governance structure and roles are detailed in *Table 2,* below.

Table 2: RUSA Policy implementation review roles and responsibilities

Role	Responsibility
Minister for Transport Minister for Roads Minister for Regional Transport and Roads	Recipient of review report and consider recommendations
Transport Executive Committee (ExCo)	Note report and recommendations
STPCO Chair (Chief Transport Planner)	Final approver/Executive leadership
Strategic Transport Planning and Community Outcomes Committee (STPCO)	Strategic oversight
SPTCO – RUSA Review Subcommittee	Review steering committee
RUSA Policy Review project team	Review management and delivery (lead CST)
Stakeholders and SMEs	Input into review

3.3 Review methodology

The policy implementation review has adopted elements of process and outcome reviews to form the methodology:

- **A process review** looks at how an initiative is delivered, describing the current operating conditions and identifying processes hindering success. When an initiative has not met its outcomes, process reviews can help distinguish implementation issues from design issues.

- **An outcome review** examines if and how an initiative is leading to intended outcomes. It seeks to understand the extent of any change and the degree to which the initiative has contributed to them. It can include assessing if the initiative is the best option to achieve desired outcomes.

The review process is detailed below and provides a visual representation of the key steps involved in the RUSA review.

Road User Space Allocation Implementation Review Process

Road User Space Allocation Policy (CP21000) and the associated Procedure (CPr21038) published in 2021

Terms of Reference and review questions Outlines requirements, scope, governance, methodology and timeframes

Evidence review Review and analysis of evidence captured

Key findings, recommendations and next steps Aimed at delivery of better road space outcomes, responding to the review questions to strengthen the Policy
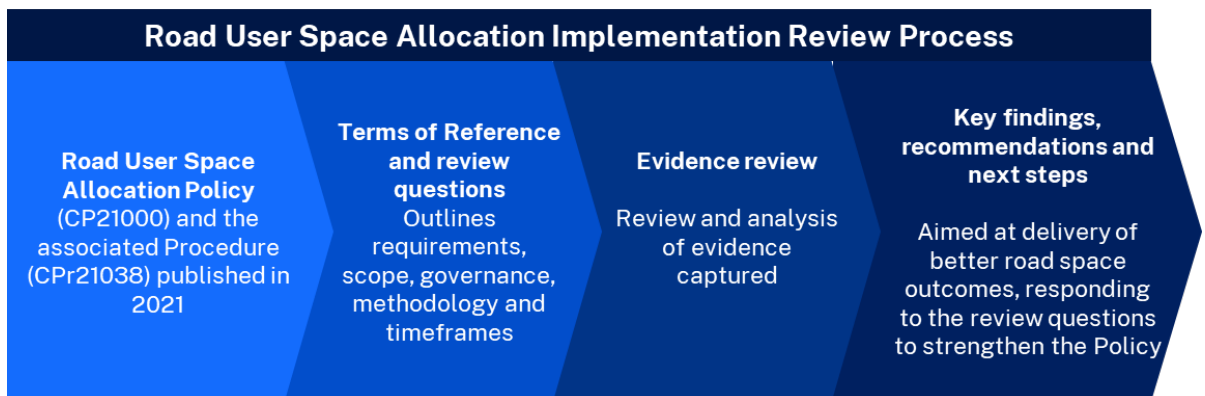
Figure 3: The review process

A mix of quantitative and qualitative methods were used to gather evidence to answer the review questions.

The evidence gathered for this review included:

- **desktop review** and analysis of the policy and procedure and all original supporting documents and drafts considered in the policy's development. The desktop review also examined approaches to road user space allocation in other jurisdictions.

- **surveys** across Transport to gauge the level of awareness of the policy and understand how the policy and procedure have been applied, including challenges and opportunities.

- **case studies** of selected projects, which were nominated by the Subcommittee, raised by stakeholders in the survey and/or interviews or identified through the desktop review.

- **stakeholder interviews** with a wide range of stakeholders to dive into more detail on the awareness and application of the policy and procedure.

The review draws on evidence from a sample of practitioners, executives, and other relevant parties to uncover the root causes of implementation challenges. It answers the review questions by compiling and reviewing evidence from several sources. The process and coverage of the evidentiary review are outlined below. This evidence was analysed and reviewed to form the key findings and recommendations in sections 4 and 5.

3.3.1 Desktop review

A desktop review was undertaken of the initial drafts and supporting research and materials underpinning the development of the policy and procedure. The desktop review also looked at how other jurisdictions have addressed similar challenges.

The desktop review examined background drafts and research from the original policy development, including commentary from Transport subject matter experts and legal advice at the time of its development. It considered the origins of the policy including supporting materials, to clarify the original intent of the policy.

The desktop review also looked at several international case studies to examine the drivers and tools used to reallocate road space in other jurisdictions, and the outcomes achieved.

The review team also engaged with legal and policy teams within Transport to ensure alignment and connection with other policy and legislative reviews either planned or underway.

3.3.2 Transport staff survey

A survey was developed and distributed across Transport to gauge the level of awareness and understanding of the policy and procedure among Transport staff at all levels of seniority, working in a range of road-related roles from strategy through to operations).

The survey also contained open questions for respondents to provide details of examples or to raise issues for the review.

The survey received more than 190 responses. Respondents ranged from Award staff through to Senior Executive staff.

● Award staff	119
● Senior Manager (TSSM)	45
● Senior executive (TSSE)	27
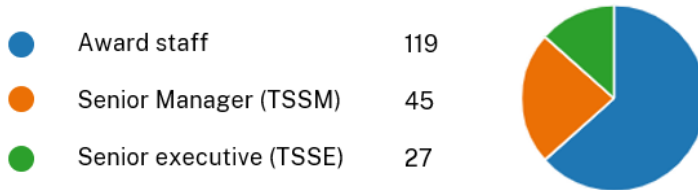
Figure 4: Survey respondent's level

The survey was distributed via STPCO and through the stakeholders interviewed to ensure a good cross section of relevant Transport staff.

● Cities & Active Transport	23
● Corporate Services	0
● Customer Strategy & Technology	24
● Finance & Investment	3
● Greater Sydney	35
● Infrastructure & Place	32
● Point to Point Transport Commission	0
● Regional & Outer Metropolitan	22
● Safety, Environment & Regulation	52
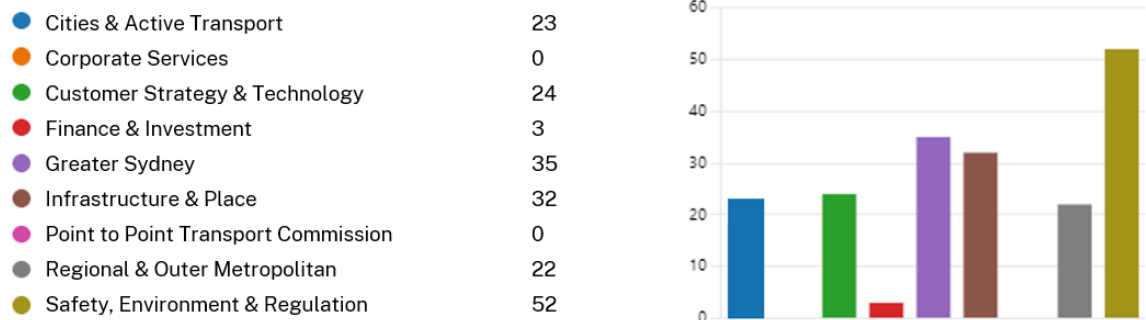
Figure 5: Survey respondent's Division

Just over two thirds of respondents (68 per cent) identified as being directly involved in developing strategic guidance, plans, policies, initiatives or business cases for the development or use of road infrastructure or services.

● Yes	130
● No	61
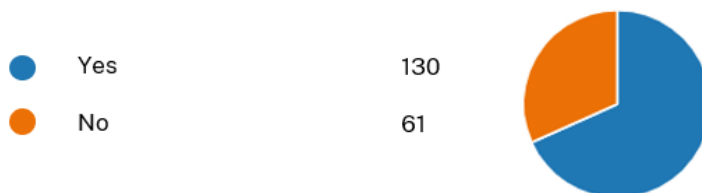
Figure 6: Respondent's directly involved in developing strategic guidance, plans, policies, initiatives or business cases for road infrastructure or services

3.3.3 Case studies

A series of case studies were completed to review how the policy has been implemented to date. The case studies informed the findings and recommendations detailed in this report.

Table 3: RUSA Implementation review case studies

| Project	Area of focus
Oxford Street East Cycleway	Process & guidance
Victoria Road	Process & guidance
North Sydney Integrated Transport Plan	Process & guidance
Epping Bridge	Governance
Liverpool to Airport Transport Corridor (previously Fifteenth Avenue Transit Corridor)	Process & guidance
Coffs Harbour Bypass	Project & community outcomes
Wyong Town Centre	Project & community outcomes
Bus Priority Improvement Program	Project & community outcomes
International case studies: Reshaping Streets (NZ), Barcelona Superblocks, Oxford Low Traffic Neighbourhoods	Governance, process & guidance

3.3.4 Stakeholder engagement and interviews

Stakeholder engagement was undertaken early in the process to inform the review of strategic drivers and needs assessment.

A series of interviews with 100 internal and external stakeholders was conducted over several weeks. These interviews informed the findings and recommendations detailed in sections 4 and 5 of this report. Appendix A provides a summary of the interviews and engagements undertaken as part of the review.

Stakeholder groups either interviewed or engaged through meetings to inform the review included:

- Transport for NSW (80 stakeholders)

- Other agencies: Ministry of Health, Department of Education, Western Sydney Planning Partnership, Schools Infrastructure, Infrastructure NSW, and Infrastructure Victoria

- Local councils (six Western Sydney Councils) and Local Government NSW.

Road User Space Allocation (RUSA) Review Report

4 Key findings

The key findings have been formed through a review of the extensive evidence gathered through the stakeholder interviews, surveys, and case studies.

4.1 The policy principles are generally well-supported

a) Overall support for the overarching principles of the policy

Evidence from the interviews and surveys demonstrated a good level of general support for the intent of the policy. The policy provides clear principles and direction on how road space should be prioritised in new projects and existing roads.

It was heard through the survey and interviews the policy reiterates good transport planning practices which were already being applied by many before the policy was released. Many noted they applied these principles despite not knowing about the policy.

There is strong support for the principles outlined in the policy, and the need to balance the movement of people and goods with place, starting with the network vision.

While there was general support for the policy principles, there was mixed feedback about the policy and procedure being made publicly available, particularly as it was an internal corporate policy that applied to Transport staff. Alternatively, others welcomed the transparency Transport provided as a mechanism to open discussions around best outcomes for communities.

b) Support for the intent of the 'Order of considerations' graphic but it is often misinterpreted

In the interviews with Transport and council stakeholders there was strong support for the 'Order of considerations' graphic which forms the cornerstone of the policy. It was noted the graphic was often misinterpreted as a strict modal hierarchy but this could be clarified through further education and procedures. It was also noted the ability to access the policy publicly meant misinterpretations flowed to others outside of Transport and this hindered collaborative discussions.

The 'Order of consideration' graphic from the policy can be found here:

Figure 7: Order of road user space considerations (Road User Space Allocation Policy, 2021)

c) **While policy's principles were generally well-supported, challenges and issues arose in the implementation of the policy**

Among those who supported the policy's principles and intent, there were many issues identified in its implementation. Many of the issues and challenges around implementation are documented in the following findings.

4.2 Lack of awareness of the policy and procedure

a) **Many stakeholders were either unaware of the policy entirely, or unaware of the details**

Many staff at Transport involved in road user space allocation decisions are unaware of the policy and procedure.

Of the survey participants, 38 per cent were not aware of the policy, and more than half (54 per cent) were not aware of the procedure.

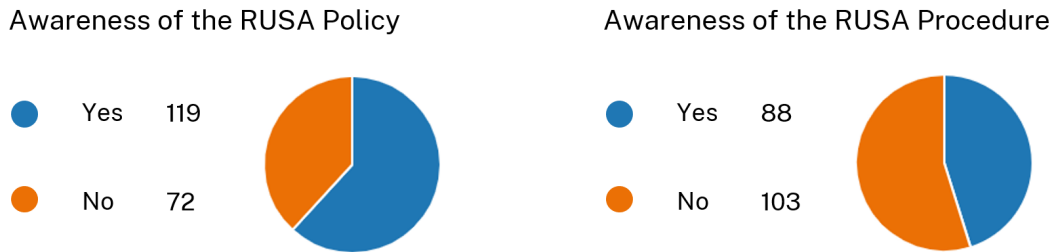| Awareness of the RUSA Policy	Awareness of the RUSA Procedure
● Yes 119	● Yes 88
● No 72	● No 103

Figure 8: Awareness of the policy and procedure

The level of awareness of both the policy and procedure is concerning considering 68 per cent of the survey sample self-identified as being 'directly involved in developing strategic guidance, plans, policies, initiatives or business cases for the development or use of road infrastructure or services'.

The survey results were consistent with what was heard in the stakeholder interviews.

Most stakeholders interviewed had heard of the policy but admitted they had limited understanding of the detail in the two-page policy. Some stakeholders had no awareness of the policy, despite being involved in, or leading, processes directly related to the allocation of road user space.

The level of awareness of the procedure among stakeholders interviewed was even lower. A small number of stakeholders interviewed were aware of the procedure, but only several had used the procedure in their work.

There was a greater level of awareness of the policy and procedure in the Greater Sydney (GS) division, compared to Regional and Outer Metropolitan (ROM). This is likely due to the greater competition between users of space in the metropolitan context, making road user space more highly contested. Stakeholders from ROM involved in road user space decisions in Newcastle and Wollongong were familiar with the policy.

There was a greater level of awareness from survey participants and stakeholders involved in planning, compared to those involved in detailed design, delivery, and operations.

b) A number of stakeholders were aware and used the policy but when they described how they used it, had misinterpreted the intended use

A key finding from the interviews was many stakeholders who identified as being familiar with the policy and using it in their work, had misinterpreted the policy. This was evidenced in interviews when stakeholders described how they used the policy. This misinterpretation of the policy can, in most cases, be attributed to a lack of understanding of the scope and breadth of the policy (which is discussed in detail in finding 4.3).

c) Many stakeholders noted there was no training to raise awareness or on how to use the policy

Several factors may be contributing to the lack of awareness and understanding of the policy.

There is no training to raise awareness of the policy. Training is commonly available, and often mandatory for other longer standing corporate policies.

The policy and procedure are difficult to find. They can be found on the intranet in the Corporate Policy Library. However, this is not a common place for practitioner's and decision-makers to look for transport planning resources (guides, procedures, manuals, standards etc.). The policy and procedure are also publicly available and can be found with a quick internet search; however, the search leads straight to the documents (which are not linked) with no landing page, no context and or instructions on how, when and where the policy applies.

A small cohort viewed the policy as the 'new flavour of the month' and dismissed it. The policy is, in some instances, dismissed or considered as an attempt to override the expertise and knowledge of individuals who already perceive themselves as consistently adhering to the policy principles as part of sound traffic management practices. This is concerning, as it indicates a deliberate lack of awareness. This is coupled with there being no negative impacts for non-compliance (unlike other corporate policies).

4.3 Lack of understanding of the scope and breadth of the policy

Many of the stakeholders who are aware of the policy, and who are trying to implement it, are unclear on where it applies, or have misunderstood or misinterpreted the policy.

a) The order of road user space considerations is widely misunderstood

There is widespread confusion around the order of road user space considerations.

The order of road user space considerations is commonly being misinterpreted and used as a modal hierarchy. This has lead to a common misunderstanding that the policy is only about prioritising walking and cycling on all corridors at all times, without considering the desired network function, and all other road users.

This confusion has been compounded by the lack of an existing, documented vision for the entire state road network. In the absence of an agreed position on the desired future function, project teams, usually with an inherent modal focus, are responsible for establishing the primary road function. This can lead to disagreements when a road has been identified by multiple project teams as the primary movement corridor for multiple modes (for example, general traffic, buses, and cycling).

The misinterpretation of the order of considerations as a modal hierarchy, in the absence of a publicly available future road network vision, has led to different parts of Transport conflicting over the application of the policy. With many who are responsible for active transport outcomes, using the order of considerations as proof cycling is to be prioritised. This black and white interpretation of the policy has in turn allowed project teams and decision-makers with a focus on providing efficient access for general traffic to dismiss the policy, labelling it as unhelpful, even unworkable, and as such it is not being meaningfully considered.

The policy, which is publicly available, has also been misinterpreted by some Local government stakeholders, who in turn, use the policy when accusing Transport of not adhering to their own policies.

b) Staff are unclear about where the policy applies

Staff are unclear about where the policy applies. The greatest area of confusion is around whether the policy applies to all roads, or if it is limited to the state road network.

On this point, when asked if there was anything that would make the policy more workable, practitioners were split, with some suggesting it should not apply to the state road network, and others suggesting it should only apply to the state road network.

There was also confusion about whether the policy only applied to decisions relating to existing roads, or whether it also applied to the planning and development of new roads. For example, in the greenfield context, where future road user's requirements are detailed in the planning stage to achieve the desired function of the road in the future.

There was some stakeholder confusion around the geographical application of the policy. Questions regarding its application across Regional and Outer Metropolitan (ROM) geographies or whether it was limited to Greater Sydney. The policy is clear on the geographic coverage as well as by road type.

It was also raised that temporal considerations of road space allocation are rarely discussed in the road space allocation conversation. It was suggested the policy was used to deliberate on permanent road space trade-offs, before consideration of dynamic control of space, access, level of priority, speed and kerbside use through signage, signals, and other technology.

c)   There is a lack of understanding regarding at what stage in the planning, design, delivery, and management of the road network the policy applies

There is a lack of understanding around what stages in the planning, design, delivery, and operation stages the policy is applicable. With many stakeholders considering the scope of the policy being limited to a tool for strategic planning investigations. The policy states it applies to *anyone in Transport involved in the planning, design, scheme approval, building, management or operation of roads in NSW when reviewing traffic management arrangements, extending existing roads and/or developing new roads*.

When asked: *At what stage (planning, design, delivery, operation) have you used the policy?*, 51 per cent of survey participants responded with planning and 28 per cent stated design.

In interviews the policy was seen as reasonably embedded and considered in the development of Transport's planning and guidance documents, but during the detail design and delivery, road user space trade-off decisions continue to be made. These are guided by other considerations and conditions adhered to above the policy and, in some cases, have prevented the desired outcomes being realised.

d) The complex policy context is contributing to the confusion around the scope and breadth of the policy

Contributing to the lack of understanding of the scope and breadth of the policy, is the current complex policy and guidance landscape.

Many stakeholders stated there was too much guidance, and too many directions for consideration with so many guidance documents, new frameworks, and no clear way of navigating or prioritising.

This has led to confusion, policy shopping, and falling back on other guidance, for example Austroads guidance, ahead of Transport for NSW guidance.

e) Staff are unclear on whom the policy applies to

Many staff were unclear on to whom the policy applies to, and whether it applies to interactions with other stakeholder agencies outside of Transport. Some staff also appeared to be unclear about to whom within Transport it applies.

4.4 The policy lacks sufficient weight to achieve the desired outcomes

The policy lacks sufficient weight to achieve the desired outcomes, with evidence some staff do not believe the policy is mandatory or are disregarding the policy.

a) There is not an agreed network vision and primary road functions for all the roads under Transport's control

The policy ensures the allocation of road user space is a deliberate exercise that considers the place, function and movement requirements of roads by first establishing a network vision and primary road functions based on strategies and plans.

The lack of an agreed position within Transport on the primary function (network vision) for all state roads, is leading to a situation where there are competing views, on what the vision is (e.g. a road may be identified as a key bus corridor and key cycling corridor). There are cases identified where different project teams have developed competing visions (with different primary road functions) for the same road. The review heard of examples where teams within Transport have a different position on the primary road function to the council.

The review heard in the interviews, and validated through the case studies, that a primary function, or desired future function of a road may be identified in the planning stages, but as the project progresses, decisions are made along the way that negatively impact the desired future outcome. The project development process for Epping Bridge is an example of this.

Some interviews also suggested there is often no network or corridor vision established prior to project development. This often leads to a project team establishing a network vision in isolation of the broader multimodal/integrated network approach.

b) The order of considerations outlined in the policy is widely misunderstood and misinterpreted

After establishing the primary road function, based on the network vision, the policy requires practitioners and decision-makers to consider all road users in the order of walking (including equitable access for people of all abilities); cycling; public transport; freight and deliveries; and point-to-point transport ahead of general traffic and on-street parking for private motorised vehicles.

The two-step process, where practitioners consider the road users after establishing the network vision, makes the policy difficult to enforce, or asses the implementation of in the absence of a very clearly articulated network vision. It's also susceptible to inherent modal bias depending on who is running the process. Many practitioners and decision-makers may be unaware of this modal bias. There has been evidence of this in many cases where the network vision/primary road function was identified early in the process as being a movement function, based on the road being a state road, and movement equating to private vehicles. With this being the starting point, other users are then being considered. As well as projects being driven by safety and efficiency outcomes, with the performance of safety and efficiency being measured through a private vehicle lens primarily, considering these road users above all others when trade-offs are made.

c) The principles outlined in the policy are difficult to implement when the desired outcome does not align with other (external) interests

The policy principles include an aim 'for the reduction of the mode share of private motor vehicle trips within built-up areas'. With these principles to be adhered to 'ahead of any guidance that seeks to protect or maintain private vehicle level of service.'

In interviews the review heard the ideal planning outcome and the community outcome rarely align. That is, the policy does not have enough weight to be implemented when the desired outcome (or trade-off) does not align with the wants of a local community. However, it was also acknowledged that the community may have been engaged too late or not sufficiently and this was also a factor resulting in contested outcomes.

For example, the conversion of an existing general traffic lane (or removal of on-street parking) for bus priority or to install a separated cycleway may have strong opposition from residents, local businesses and motorists. In this scenario, there is no documented direction explicitly directing practitioners to maintain a required level of service for one group of road users, at the expense of another group of road users. The review heard any trade-off decisions that led to a reduction in general traffic lanes or a significant reduction in on-street parking was viewed as high risk. The review heard that Transport lacked true key performance indicators (KPI) and that the number of complaints received when a change was made was the de facto KPI.

A project example of where the policy's order of considerations were not considered alongside the strategic intent is the Oxford Street East Cycleway. In this instance, a separated cycleway is being installed, which will impact bus efficiency and reliability. However on-street parking, which could be removed to provide bus priority, is being maintained.

d) The policy does not form part of any assurance requirements

The policy does not form part of any assurance requirements for project development or business cases. The application of the policy has not been specifically used in business cases to date. The gateway assurance process does not require adherence to the policy, and during interviews it was stated the Gate 0 phase is often skipped or done retrospectively – leading to a solution already being identified.

The lack of any formal requirement in assurance processes for road projects has potentially led to instances of projects proceeding to a strategic or final business case with no strategy, plan, Gate 0 document or client requirement document. Stakeholder interviews revealed examples of the policy being disregarded in favour of pursuing a predetermined solution.

4.5 The relationship between the policy and procedure and other technical directions, standards, and guidelines is unclear

The relationship between the policy and procedure and other technical directions, standards and guidelines is unclear (and in instances at odds) resulting in inconsistent application and poor outcomes. The individual status and enforceability of the policy are also unclear.

a) There is no clear hierarchy of documents to guide road space allocation and network decisions resulting in inconsistent application

The relationship between policies, procedures, and other technical directions, standards, and guidelines is unclear and, in some instances conflicting, leading to confusion and inconsistent application. The absence of a structured hierarchy contributes to unclear priorities and enforceability, with no indication of which documents take precedence over others. As a result, practitioners can pick and choose the policies, procedures, guidelines, or standards that align with their desired outcomes.

b) Many other documents are used ahead of the policy and practitioners tend to choose other guidance

The policy is not considered compulsory. There is a tendency among practitioners to prioritise and adhere to technical directions and standards, which are seen as compulsory, over the policy which is viewed as optional.

Alternatively, practitioners often resort to alternative guidance and frameworks, such as Road Network Operating Framework and the Austroads Guide to Road Design as they are perceived to be more technical and detailed.

In some instances, standards and frameworks were overlooked with decisions on road space allocation being determined by general traffic forecasts or pre-determined judgements.

4.6 There is inconsistency in the interpretation and development of strategic intent and this is a key barrier to implementing the policy

There is inconsistency in the interpretation, and development of strategic direction or intent and this is a key barrier to implementing the policy. Strategic intent is open to interpretation, leading to an environment where 'the strategic intent' means different things to different stakeholders. A lack of strategic direction (either through endorsed network, corridor or other transport strategies and plans) is a barrier to implementing the policy.

a) The integrated network or corridor vision is not always available or it is disregarded

The intended vision prepared as part of the strategic planning process is rarely considered during project development and as a result, projects are often progressed and delivered without the full consideration of the network, precinct and place.

In some instances, due to the overlapping transport planning functions across Transport, multiple visions are prepared for the same network or corridor. This could be because there is a lack of awareness of an existing vision or due to different divisions having different, competing, objectives and goals. The Liverpool to Airport Transport Corridor (previously Fifteenth Avenue Transit Corridor) is an example of this scenario.

The review heard there is the absence of a clear line of assessment back to the strategic vision. Benefit realisation assessments are rarely undertaken to ensure the implementation of outcomes on the ground are aligned with the intended vision and outcomes.

b) **There is a lack of alignment to the policy demonstrated in strategic business cases and final business cases development**

While the policy does not form part of any assurance requirements for business cases, as previously mentioned, it was found that business cases were prepared with a preconceived solution in mind. This limits the scope for comprehensive strategic analysis or optioneering outcomes in line with the policy.

Moreover, the overarching challenge is compounded by the fact there is often insufficient strategic background or context provided during the transition to Infrastructure & Place for business case development. The predefined solutions, coupled with the expectation for business case teams to 'back cast', results in a fragmented approach that may not be fully aligned with the policy or Transport's strategic direction.

c) **Without a clear strategic direction, community or local businesses opposition to road space allocation trade-offs may prevent policy outcomes being achieved**

The preparation of a strategic vision is a collaborative process in nature. It includes all areas of state government but also includes local government and other key stakeholders who, in turn, represent the community, local businesses and local needs. Without this strategic vision guiding road space allocation decisions, the outcomes of the road network may not necessarily align with the evolving needs of the community. This in turn can often lead to contentious issues involving community, businesses, and other stakeholders and delay project delivery.

This conflict results in instances where the community has not been brought along in the process and they escalate concerns very late in a project lifecycle which can often result in extensive delays, costs and, in some instances, project cancellation; this is especially an issue relating to road space allocation decisions around parking and reducing general travel lanes as well as changing the road speed environment.

d) **Strategic intent can often be missing at the development proposal stage which results in ad hoc decisions not following the policy**

Transport reviews many development proposals each year, assessing the impacts of the application to the transport network. The focus for the transport assessment is to understand the implications the development would have on nearby intersections, general traffic movements and journey time reliability. As a result, mitigation measures and contributions are often made by the developer and agreed by Transport on the improvement of these focus areas.

These assessments and agreements on mitigation measures and improvements to the transport network are made without understanding and measuring impacts to the strategic vision and long-term intended outcome to the road, precinct or place. Without a comprehensive strategic plan and vision, assessors make road space allocation decisions ad hoc and primarily based on the immediate development rather than considering the broader surroundings.

4.7 Lack of clarity across Transport on accountability (or responsibility) for decision-making on road space allocation impacting outcomes and ways of working

a) There are many decision-makers and multiple decision points

Current decision-making processes relating to road space allocation lack transparency, with decision-making often opaque. Almost unanimously, the review identified it is unclear who (or what function) is the decision-maker in relation to road user space allocation. There is no clarity in accountability (or responsibility) for decision-making on road space allocation. During the review, various branches within Transport were considered as responsible for changes to road space allocation. However a unanimous decision-maker or function within Transport could not be determined.

The procedure attempts to clarify responsibility at the network, precinct and corridor level but aligns this to outdated governance structures. The structure of the organisation is viewed as a challenge to effective road user-based decision-making. As noted previously, multiple interviewees noted the organisation is still modally focused leading to bias in decision-making / prioritising one customer group over another or one outcome over another. An example is the Bus Priority Improvement Program excluding the consideration of cycleways from corridors they are studying as their program only funds temporal solutions that cannot include the delivery of dedicated cycleway facilities.

b) There are many instances of undocumented road space allocation decisions and trade-offs happening throughout the lifecycle of projects

Crucial assumptions and alignment to vision often go unrecorded creating challenges as trade-offs remain undocumented. This often leads to concerns about the robustness and clarity of the decision-making framework and outcomes delivered on the ground.

Decisions relating to general traffic road space allocation lack the necessary consultation and documentation. Frequently these decisions are not treated as active decisions, and the rationale behind them is rarely documented. In some instances, projects are guided to maintain certain number of general traffic lanes with the rationale noted as business as usual.

Concerns have been raised the policy does not help in rectifying the mismatch between local and state government outcomes and road and street design.

Despite its publication, the policy fails to exert a substantive influence on actual decision-making processes related to road space allocation. Feedback often heard was the policy does not help show how trade-offs can be made and what good outcomes look like. As a result, practitioners have been found to make decisions based on judgment.

c) No one person or unit is accountable for road space allocation decisions and decisions made depend on if they are permanent or temporary, state or local

Many stakeholder interviews identified it is not always clear who the client is for decisions relating to road space allocation. With decision-making involving many stakeholders at many levels, there is a lack of centralised decision-making responsibility. No single person or unit could be clearly identified as accountable or responsible for road space allocation decisions and outcomes, creating confusion across Transport about who is ultimately responsible.

It was generally agreed decisions vary based on factors such as permanence, temporality, and jurisdiction (state, local), and the level of risk, further complicating pinning down accountabilities for the road user space allocation process.

d) There are often many stakeholders consulted for projects with an 'equal voice' leading to road space decisions that do not reflect the strategic intent

A key challenge identified was decisions that involved multiple stakeholders with equal voices in the decision-making process, leading to outcomes that don't align with Transport's strategic intent or goals. For example, many stakeholders identified in greenfield locations every road user wants to be accommodated and this can end up in 80-metre wide corridors that then impact the land use. Client requirement documents stipulate 80km/h design speed and four general traffic lanes result in wide corridors with costly acquisition needs. Other interviewees noted it is challenging because there are so many different divisions within Transport with a single mode focus, making it difficult to get people to consider all road users.

e) Decisions made at one point in the process can be altered, reversed, or vetoed downstream without circling back to the strategic intent or earlier decision-makers

With the process of road space allocation and prioritisation lacking formal documentation, it is difficult to trace and understand the basis of decisions. Often decisions made at one stage of the process may be altered, reversed, or vetoed downstream without clear communication or feedback loops. For example, issues were cited where Transport Local Traffic Committee representative disagreed with a position established between council, Sydney Metro and Roads and Maritime Services (former state government agency).

The protracted decision-making process of the Eastern Suburbs Cycling Corridor (including Oxford Street East) is an example of decisions being made throughout the process but not mapped back to agreed visions with stakeholders or communicated to other teams.

North Sydney Integrated Transport Plan (NSITP) is a good case study on decision-makers ensuring downstream alignment to strategic intent and clearly documenting trade-offs. The NSITP was established to create a cohesive long-term vision for the North Sydney CBD. The vision was developed involving Transport, North Sydney Council, Greater Cities Commission, and Government Architect NSW and aimed to create an integrated transport network to support economic growth in North Sydney by aligning outcomes from major transport projects (Sydney Metro City & Southwest, Warringah Freeway Upgrade, Western Harbour Tunnel) with North Sydney CBD's development into a globally-connected 'Harbour CBD'. To ensure this strategic intent would not be altered, vetoed or reversed downstream, the vision was approved and endorsed by the Client team within Transport, ensuring ownership and accountability. As the project progressed, decisions impacting road space allocation underwent rigorous assessment against the vision's alignment to prevent alterations, including during the business case optioneering phase. This ensured consistency in project outcomes and options, safeguarding the vision's integrity throughout the process.

f) There was no change management process accompanying the release of the policy and procedure to support changes to ways of working and behaviour

Stakeholders highlighted the lack of any change management process accompanying the release of the policy and subsequent procedure. This process should have raised awareness and supported changes to Transport staff's ways of working following the publication of the policy. As a result, many chose whether or not they would follow and adhere to the policy, leading to a lack of consistency across Transport.

Some stakeholders took issue with the development of the policy, which came out of the Customer Strategy and Technology (CST) division. They suggested more consultation and testing of the policy, prior to release, with the teams who would be responsible for implementing it would have been beneficial. Desktop review of earlier drafts demonstrated that there was widespread consultation on the policy development, suggesting that the issue may be a symptom of a bigger issue at Transport relating to confidence, respect and trust between the areas that develop guidance and the areas responsible for implementation.

In addition, various teams across Transport said the policy did not apply to their work and choose to ignore its application. With this perception, practitioners often resorted to other documentation to guide their work, often developed by their division, quoting their frameworks aligned more closely to on-the-ground realities.

4.8 Transport's structure and processes do not deliver consistent outcomes

a) Funding is usually attached to a certain modal solution or outcome

Funding is often attached to a certain program our outcome, often with a modal focus, leading to situations where a specific solution or mode is already identified upfront, when alternative options may exist offering better use of the limited road space.

The first step in the policy is to establish the primary road function (network function). However, funding at Transport is often approached modally, so once there is funding, the functional outcomes are viewed through that modal lens. For example, a bus project, will be viewed through a bus lens, therefore presenting an underlying bias towards a bus solution without considering other modes. There is no obligation for modally focussed programs to undertake a fully integrated network planning process as per the policy or to consider other modes.

An example given related to 'capturing' the space or opportunity on Victoria Road before traffic conditions changed with the new Rozelle interchange opening. There was a limited opportunity to make some road user space allocation decisions in the short term, to work towards realising the long-term vision for the corridor, but the team looking into the opportunities was limited by the existing funding which was related to bus improvements.

b) No dedicated funding stream for road user space allocation projects

Many stakeholders highlighted a lot of opportunities for great road space reallocation projects and outcomes, but there is no dedicated funding stream or program source to deliver them.

One example provided, that preceded the policy, was an existing light rail stop on the network that only had one access point for passengers due to the potential network impacts on the road. This has resulted in a poor outcome for light rail passengers walking to the stop who must detour around 200 metres to access the stop. An outcome that would not have been realised if the policy applied. It was highlighted that if there was a mechanism or funding available now, Transport would go back and retrofit it.'

c) The policy is not considered in investment prioritisation

While the policy does not contain any explicit references to investment prioritisation, the governance sub-committee requested interviews of those responsible with financial and investment prioritisation decision-making. The interviews concluded that current investment prioritisation processes and tools do not apply the policy.

Issues around the current investment prioritisation process may be exacerbated by the Client-Deliverer Model, where there is a perception Greater Sydney (GS) and Regional and Outer Metropolitan (ROM) are the only client divisions, and therefore run the investment prioritisation process.

The Parramatta Road SBC was given as an example of where the policy is not considered as a pathway for investment prioritisation. The SBC was developed within the Customer Strategy and Technology division. However, when it was handed across to the Greater Sydney division, it did not trigger prioritisation of funding, despite going through Cabinet, being a precondition of WestConnex, and being listed as a priority by Infrastructure NSW (INSW).

Several stakeholders we spoke to responsible for investment decisions were not aware of the policy and were not aware of its use in prioritising projects coming forward. Some interviewees suggested aligning the policy to where the investment decisions are made would help with implementing it.

d) Modal focus and different divisional focuses can mean priorities are competing

There is still a view among many at Transport that the organisational structure is modal, and the Greater Sydney division is the roads function, or the client for 'general traffic'.

Stakeholder feedback:

> *'Many different divisions within Transport have the single mode focus, it is really hard to get people to think about all road users.'*

> *'The issue is not with the policy or procedure. What we need in Transport is a cultural shift towards more holistic thinking about the network, journeys and all road users, particularly the most vulnerable ones. This would enable us to implement the objectives of the policy. Unfortunately, many good ideas and intentions in support of road space re-allocation are prevented because of a singular focus on network performance or access for vehicles.'*

The misconception that Transport's organisational structure is still modally focussed, has led to confusion around who the client is for projects which are not focussed on general traffic improvements.

The Evolving Transport reforms merged Roads and Maritime Services (RMS) with Transport for NSW, transferring all the roads and transport functions to a single agency handling all modes of transport in NSW. The review heard from some stakeholders that the previous RMS functions were largely transferred to the GS and ROM divisions, with many practitioners and decision-makers bringing their existing skillsets, expertise, and priorities to the new entity. The review heard that this contributed to issues around competing priorities and resulted in outcomes that reinforce the view (the review hearing this from both within and outside GS and ROM) that the client divisions focus primarily on private vehicle outcomes. This has contributed to challenges in allocating space away from cars and reframing our thinking to focus on moving people and considering place.

Stakeholder interviews offered insights suggesting the *'client divisions just don't apply the policy'* and there was a willingness to ignore the policy. *'What are we trying to achieve, I don't need a guide or a policy. We know already, the directions come from above and we have modal objectives.'*

This willingness to ignore the policy may be a symptom of competing priorities being communicated at a divisional, branch or team level as heard from one stakeholder *'RUSA outcomes are not a priority for our executives'*.

4.9 Balancing local outcomes with network outcomes is a challenge when making road space allocation decisions

a) Applying the policy at a network level versus a local level can result in two different outcomes

When practitioners apply the policy at the local scale, they are looking at a section of road/public space from property boundary to property boundary and usually block-by-block. This local lens works well for considering local place outcomes, kerb width, loading zones, parking etc., however used alone it can often lead to practitioners trying to place every mode of transport into the same road corridor.

Applying the policy to a network scale works well for considering broader route options for cycle lanes, buses, and traffic, so movement functions can be distributed across the network. However, applying the policy at this scale alone can often lead to localised functions being overlooked, such as placemaking, loading, parking, pedestrian activity, etc.

The policy is best applied at a local scale, with a supplementary understanding of the wider network. This broader context can often help to inform, and communicate, the trade-offs and decisions at the local scale.

b) Local considerations (movements within) can often conflict with network considerations (movements through)

This finding reflects a traditional conflict point for the road network in an urban context - one that is challenging to solve. Over recent decades our priority as practitioners has primarily been to take a network view to ensure traffic growth is accommodated and road space is allocated to achieve this. However, there are often other users or uses competing for this limited public space, such as pedestrian movement, public dwelling space, parking and loading requirements for businesses, all of which add to the vibrancy of local communities. Councils are the usual champions of these more localised uses or needs.

A stronger policy working well should be able to prioritise the local needs for place and movement, support more decision-making for councils and result in private vehicles better utilising major movement corridors where space is less contested. Where private vehicle redistribution is not possible and additional people movement needs to be accommodated in limited road space, this would point to the need for on-street transit lanes to move more people.

c) Modal considerations and priorities can conflict, and it is unclear how the policy resolves this conflict

There is an expectation amongst many practitioners the policy will provide the answer on this matter. Those who have not read the document thoroughly often make the misinterpretation that the policy provides a hierarchy of modes. It does not. It directs practitioners to consider all modes and relies on supplementary documentation to inform prioritisation.

The procedure does not cover all decision types and is long, so is not being used. In addition, there are now a number of documents that have a role in this space, usually generated independently of one another and from across different divisions within the agency, like the Road Network Operations Framework in Greater Sydney. This has created confusion among practitioners or allowed them to seek guidance selectively depending on the outcome they desire.

Many respondents argue the default position in Transport is always to preserve the traffic movement function, such as experienced on Harris Street on the fringe of the Sydney CBD.

d) Identifying which road user to trade-off is challenging – there is conflict over outcomes at many levels

Disagreements are unavoidable when decision-making is not done holistically. If a bus team is leading a project, they will prioritise buses and trade-off against other modes. If active transport teams are leading the project they will trade-off against other modes, or even place function. In the majority of situations the project team is made up of practitioners with a traffic engineering skillset and will prioritise private vehicle flow over other modes of traffic and place function, particularly in less urbanised areas.

In addition, respondents suggested most Transport projects prioritise traffic flow as a default mechanism. Some interviewees maintain Transport is responsible for through movement only and is not responsible for other elements, like place-making. This has led to some councils growing frustrated and trying to use the policy to hold Transport to account; to date this has not worked because the policy does not prescribe outcomes and has no teeth.

Any update to the policy will need to be clearer on how to identify trade-offs and what constitutes as acceptable. It will also need to be supported by governance that includes arbitration so that conflicts can be resolved from a broad, holistic perspective, rather than by project teams with a specific agenda or inherent modal bias.

The North Sydney Integrated Transport Plan (NSITP) is a good case study on assessing, measuring, identifying and recording trade-offs relating to road space allocation. The policy and procedure were used later in the process to guide how the reallocation of road space should be delivered (prior to the policy, the project applied the Movement and Place framework). The project meant a change in road space allocation or use for certain road corridors, for example Miller Street between Berry Street and Pacific Highway seen as a future pedestrian plaza, Berry Street is to be downgraded from a motorway access route to provide a more local function, and Pacific Highway is hoped to form part of the strategic cycling network. The trade-offs of the reallocation were captured as part of the NSITP Final Business Case Multi Criteria Assessment (MCA) to inform the selection of the preferred option. The trade-offs were assessed with relevant stakeholders informed and discussed on changes, trade-offs and findings as part of the process. Once confirmed and committed, the MCA and preferred option were endorsed by client governance.

e) Differences in regional and urban contexts not clear or clearly articulated

There was less awareness and application of the policy outside of Greater Sydney, because space is often less contested and projects teams can acquire more land to expand the road corridor without needing to explore potential trade-offs. An updated policy could focus on regional specific needs, such as saving money by considering modal trade-offs instead of corridor expansion and focus on trade-offs in built up areas. It could also seek to embed place funding requirements into major projects so that place benefits can be realised at a wider scale, in the neighbouring town for example, rather than on the road corridor of a particular project.

An obvious setting identified where the policy applies to regional NSW is in the main streets of regional towns. These typically represent opportunities to reallocate space by drawing traffic away from the main street and onto bypasses. An updated policy could better reflect this setting.

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f) Greenfield areas have not been applying the policy

Similar to the regional context, greenfield expansion areas such as Western Sydney are less constrained by space and therefore not pushed to make trade-offs for space. As such, the view of many practitioners is the policy does not apply. Western Sydney councils who were interviewed had never heard of the policy and were unaware of it being applied in their local government areas.

When designing greenfield road networks, the review heard that every stakeholder tended to want their own mode or utility to have space reserved on every corridor. The result is often very wide road corridors that can become barriers between our future communities, and prevent us from supporting the desired land use, or sustainable travel habits for future generations. An example is Fifteenth Avenue, where four traffic lanes and 80km/h design speeds are included as essential requirements, when the original intent of the corridor is use as a busway. This increases the cost and scale of the infrastructure and impacts adjacent land use.

A revised policy could improve its application to these types of areas. There is an opportunity for the policy to be the mechanism of constraint that encourages project teams to reduce the size and cost of infrastructure. Sydney Metro has already used the policy to limit road scope expansion and increased cost beyond station operational and interchange requirements.

4.10 The policy does not form part of assurance requirements and often conflicts with the standard methods for economic appraisals

The policy does not form part of any assurance requirements and is incompatible with current, standard methods for economic appraisal.

a) The policy is not being applied in business cases

There were very few examples of the policy being applied, or specifically referred to, in business cases developed since the policy was released in 2021.

The gateway assurance process does not require consideration of the policy, and as such there are no consequences for not applying the policy in the development of business cases.

During the business case process, solutions are often identified up front, with Gate 0 often skipped or done retrospectively, with little consideration of strategic alignment, or strategic intent. This has led to situations where the options development component is comprised. This has been reflected in INSW feedback.

The gateway process does not require teams to apply the policy. This leads to the problems being defined as single mode issues rather than multimodal issues or opportunities. This results in a built-in bias towards build infrastructure type projects with their scope already set for this type of project and not looking at a full range of projects. Leading towards pre-defined solutions not aligned with the directions Transport is communicating to the public.

INSW advised it was not aware of the policy and had not observed it being used in Transport business cases it was involved in.

b) Project managers are not aware of the policy and not applying it

Project managers have been known to descope or over scope projects in a way not aligned with the policy and not reflective of the original strategic intent of the projects.

Examples from stakeholders of projects being descoped due to budget overspend or limited space. Leading to project teams having to make trade-offs around road user space and priority - 'which one is the sacrificial lamb? It is a tough one'.

One example was a footbridge being cut from the scope of a project due to cost blowouts on the road: 'I think they'll have to go back for extra funding later on – you can't build half a road, but you can go back and add the extras'.

Stakeholders provided multiple examples of downstream teams making judgement calls to alter the scope of projects to improve the benefit-cost ratio (BCR) of a project or because it 'represented value for money' or 'improved efficiency' or to 'future proof' projects. These examples included adding additional lanes of general traffic, and intersection configurations that improved traffic efficiency, but denied crossing opportunities for pedestrians, despite being an original driver of the project.

> 'Going into the next stage of development it has had its own challenges, in the design the background and the experience of the team and what they want to achieve that is where the challenge has been, the road designers are focussing completely on what the road design can do for traffic, pushing back on the active transport component, we are challenging them on some of the assumptions which they are using, still challenging them on how we get the best outcome on that one.'

c) Our standard methods of economic appraisal do not support the policy

Business cases that want to reallocate existing road space, currently used for general traffic, to space for buses, cycling, or walking struggle to show benefits (BCR greater than 1) because of the way economic benefits are calculated and evaluated with agreed values for travel time savings and vehicle operating costs, and a multiplier for heavy vehicle travel time and operating costs. Any deduction of road space for general traffic shows as a cost, even if it is a desired outcome of the project.

'We get high BCRs when we generate traffic benefits... Our other outcomes don't influence BCRs enough.' This not only makes the policy's outcomes difficult to justify using current methods, but it may also lead to perverse outcomes, such as the incentivising of additional lanes of traffic to improve the BCR, regardless of the strategic direction or network vision.

Transport investment decisions contribute to broader government goals and directly affect public health, social equity, liveability, the economy, and the environment. But current methods of economic appraisal, paired with the difficulty in quantifying these other benefits, limits practitioners' ability to incorporate them into an existing decision-making process currently focussed on general traffic throughput.

The current economic appraisal of business cases, generating a BCR for a project, does not cater for a big reduction in general traffic in a project, even if that is a desired outcome of the project. It does not reflect the order of considerations outlined in the policy, often working against it.

One example provided was around the challenges with modelling and projections for business cases. It requires a fundamental shift in how things are done: 'It is difficult to get modelers to think if you have reduced the speed, or reduced the road space (added congestion), project case is then worse than the baseline/base case'. This was a project where the base case was three lanes of general traffic in each direction. The project proposed converting this to a dedicated

bus lane and two general traffic lanes in each direction. Using our current methods of evaluation this proposal would cause significantly increased travel time to private vehicles, which needs to be offset by the benefits to bus users to result in a positive benefit.

4.11 Current tools are not helpful in making trade-off decisions for road space

a) Our current tools and processes focus on measuring vehicle movements, and benefits such as travel time savings and safety, making it difficult to fairly assess trade-offs

Our current tools and processes are not suitable for holistic outcomes-based decision-making based on the policy. Current perception for how Transport typically measure transport impacts during road space allocation decisions include:

- visible queue lengths
- travel time delays
- congestion
- travel time savings
- efficiency of intersections
- vehicle throughput
- more stable traffic flow
- road safety statistics.

The review identified that there is not a similar standard set of tools to measure the holistic road network and assess trade-offs. While tools do exist to understand other modes, we heard that they tend not to be as mature, and that Transport needed to get better at using them to inform decision-making.

Another pain point identified was a reliance on traffic modelling tools to inform road user space allocation decisions. It was noted Transport's modelling tools often lead us to a 'predict and provide' result, even though Transport adopts a 'vision and validate' approach to network planning. Traffic modelling tended to demonstrate a need to maintain or improve general traffic levels of service, while the policy states general traffic levels of service should not be used as a primary decision-tool when considering road space allocation decisions.

To demonstrate the point traffic models should not always be relied on and tend towards a predict and provide approach, the case of Sydney's George Street light rail was raised. The modelling for George Street reportedly demonstrated from a traffic network perspective, closing it off to general traffic would not work – the adverse network impacts would be too great. A strategic decision was made to go ahead regardless, and the results have shown the network did not break down – despite the outputs of the traffic modelling. Similar examples were highlighted with temporary closures for public realm improvements (such as the Streets as Shared Space Program). Interviewees stated this was an outlier and it was unclear when or how to push back against traffic modelling results – like the George Street light rail example.

The policy outlines principles need to be adhered to ahead of any guidance seeking to protect or maintain private vehicle level of service. The policy also sets out an order of road user space considerations which states general vehicle traffic must be considered last when determining the allocation of road user space. However, in reality, general vehicle level of service reduction is not considered acceptable in most projects.

b) There was a reported lack of maturity in tools to trade-off or quantify impacts of changes to road space allocation for non-car modes

There was overall acknowledgement it is difficult to measure road user trade-offs across the network and quantify the impacts as the tools and performance measures are lacking.

The policy asks practitioners to develop a holistic and balanced solution – but interviewees noted it was challenging to get quantitative data that represents the whole situation, and there is a dominant culture of hard data, (e.g. travel times saving, crash data), that often only gives a few angles. It was highlighted that the amount of analysis of assessment is often limited on particular modes. Often there is not a lot of data and evidence to make road user space allocation changes.

There remains a focus within Transport on through movement of traffic on state road corridors (as that is the area of accountability for Transport) and there is a distinct lack of guidance to suggest what would be acceptable levels of reduced private vehicle levels of service. It was noted Transport does not have similar metrics for levels of service for other modes.

As mentioned against other findings, many projects are funded by mode and generally have good data for that mode and for that program but there's not a consistent way to prepare an evidence base for accepting trade-offs.

4.12 The role of council with respect to the policy is unclear

a) Current jurisdictional split on state/local roads leads to confusion about application of the policy

The current jurisdictional split along state/local roads leads to confusion about application of the policy, with council responsible for footpaths and local roads and Transport responsible for state roads.

Some respondents raised the state road/local road divide as an opportunity for a clear divide in the roles and responsibilities of levels of government. However, the reality is somewhat different, with Transport effectively exerting control of all physical changes to the local road network via warrants and traffic committees.

The is an opportunity for an updated policy to be clearer on the role of council in informing road user space decisions on state roads and how Transport engages on local roads.

b) The policy requires both parties to work together to allocate road space, especially where state and local roads intersect

Due to the lack of maturity and clarity in making decisions on trade-offs, subject matter experts are often relied upon to make decisions. This can work well with broad stakeholder input from councils and holistic governance; however, it presents a risk of poor outcomes when project scope is narrow and engagement is limited, largely due to the narrow expertise and priorities of subject matter experts. Clarifying the role of councils in an updated policy will help this collaboration to occur.

c) The policy is often used by councils when discussing state road issues

Council is not the target of the policy as it currently stands, however they are using the policy to challenge Transport on road user space decisions they disagree with. The review heard this is sometimes done based on an incorrect interpretation of the policy, commonly misinterpreting the order of considerations as a strict modal hierarchy to be applied to every street and road.

There is an opportunity for an updated policy to clarify and improve Transport's role in engaging with councils and other agencies in applying the policy to state and local road contexts.

4.13 The procedure is not used and lacks sufficient detail to achieve the desired outcomes

a) Most staff were not aware of the procedure

The survey and interviews highlighted a lack of awareness and application of the procedure. Less than 50 per cent of survey respondents were aware of the procedure. Of the respondents surveyed and stakeholders interviewed aware of the procedure, most had used it in the planning and design space.

Raising awareness of the procedure and providing training on how to use it would be beneficial.

b) Staff reported the procedure was not clear on how to apply the policy

Of those who were aware of the procedure and applied it, there were varying views about its usefulness. Due to the low numbers of those who were aware of the procedure, it is difficult to make findings on its strengths and weaknesses.

There were some issues and opportunities highlighted by the few who provided commentary on the procedure's use:

- The length of the procedure was mentioned by some as barrier. Developing a shorter version, or multiple shorter procedures for specific issues, would be beneficial.

- The procedure describes a lengthy process which does not reflect the full scale of daily road space allocation decisions made (i.e., it is more fit-for-purpose for large scale and difficult road space allocation decisions).

- Some stakeholders noted there was not enough direction or examples/case studies of how to do trade-offs (particularly for difficult decisions). There were many suggestions of the need to include case studies/examples of how the policy has been successfully implemented in a variety of contexts. Education and Health agency stakeholders also suggested specific case studies relating to health precincts and schools would be useful for guiding better road user space allocation decisions around these areas.

- Some interviewees noted the table of the procedure highlighting the needs for different road users was useful to show how road users should be considered in different road and street environments.

- Individual roles and responsibilities with respect to road space allocation decisions are vague and out-of-date within the procedure. It is not clear who is responsible for implementing and enforcing the various elements of the procedure.

- The procedure does not make clear who is the approver of the proposed road space allocation decision. This can result in individuals deciding the space allocation-based on their knowledge, experience or opinions. It was suggested the relevant transport planning director be required to approve each Gate against network function alignment.

- The procedure (and policy) are difficult to find online and navigate (not interactive or visual).

- The procedure was not clear enough on how to establish the primary road function and users and how to determine who is traded off in that process. In addition, there is often a contest for all road users on the same corridor as all modes try to claim that space.

- The procedure be updated with more involvement of those involved in the reallocation decision-making process.

- It was noted the escalation method described in the procedure was slow and unworkable due to day-to-day time pressures of individual projects that may have time-bound expectations out of Transport's control.

c) The procedure references several other guides and standards as 'required' or 'recommended' with advice at odds with the policy

The procedure (Appendix C of the procedure) contains a list of relevant guides and standards which are either required or recommended.

Decisions made by many of these guidance documents are not aligned with the principles and intent of the policy. For example, the current Traffic Signal Design Guide - Section 2: Warrants, has numbers of pedestrians and vehicles required to 'warrant' signalised crossings. However, stakeholders often note the thresholds are too high, do not reflect a vision and validate approach and the warrants should not be rigidly applied. Many other documents are older and continue to highlight the primacy of general traffic priority over other modes.

It was also noted the latest Transport NSW Speed Zoning Standard is now in effect and the procedure should be updated to align with the new standard. The procedure should cross-reference the standard when it provides any speed-related guidance.

5 Recommendations

The review has found the implementation of the policy has been challenged by a wide range of barriers. Many of these barriers are symptoms of something larger than the policy – for example, confusion relating to Transport's strategic intent or direction, funding arrangements, lack of support at a senior level, failures in communication, challenges arising out of Transport's delivery model and organisational structures, the complex policy and guidance landscape, and behavioural and cultural issues.

While acknowledging many of the findings outlined above may be symptomatic of broader issues, and there are limitations on what can be achieved through a single corporate policy, the following subsections outline a range of actionable recommendations which respond to the key findings. The recommendations apply to many areas of Transport including governance, processes, legislation, funding and guidance.

These recommendations seek to leverage opportunities available and overcome the barriers or challenges identified to drive better road space allocation outcomes. The recommendations respond to the core review questions, outlined in the review framework.

5.1 Recommendation 1 – Update the policy

It is recommended the policy is updated to provide more clarity on the scope and breadth of the policy, strengthening the role of the policy and by better communicating the role the policy plays to raise awareness.

The update should consider:

- revising content in line with the latest Corporate Policy Framework and associated requirements
- clarifying the scope, how place is considered, and formalising the role of councils
- clarifying the role and application of the procedure(s), standards and other guidance
- ministers and the Transport Executive to champion the policy.

This recommendation seeks to address findings that the policy principles are well supported however there is a lack of understanding of the scope and a lack of clarity in the relationship with the procedure and other technical directions.

Recommendation	Findings addressed
1. Update the policy	1, 2, 3, 4, 5

5.2 Recommendation 2 – Update the procedure(s)

It is recommended the procedure is revised to provide practical guidance for challenging situations and for different stages in planning, development and delivery processes. This will include:

- Undertaking an update of the current procedure to improve clarity of scope, alignment with the policy and greater guidance on balancing network and local place outcomes.
- Develop clear links to other technical guidance and standards documents, including consideration of additional procedures to provide advice for specific issues or challenges related to road space decisions.
- Case studies and examples of how to apply the policy in different contexts and for complex situations. This would include areas such as health precincts and schools.

This recommendation addresses the findings that there is a lack of detail in the procedure to achieve the desired outcomes, an unclear relationship with other guidance and challenges balancing network outcomes with local place outcomes.

Recommendation	Findings addressed
2. Update the procedure(s)	5, 9, 13

5.3 Recommendation 3 – Develop performance indicators and tools to support the updated policy

The findings of this review indicated the relationship between the policy and the application of standards and guidelines was unclear. There was also a lack of clarity in how to make decisions balancing local outcomes with network outcomes when making road space allocation decisions. Many stakeholders noted there is a lack of detail in guidance and current tools are not mature enough for making evidence-based trade-off decisions for road space.

It is recommended tools are developed to support the updated policy and clarify the future desired network, precinct and local place functions. A potential tool to be considered is to develop a statewide map of modal networks and establish street typologies to operationalise the policy on all roads. This could provide a nuanced hierarchy of functions on each individual road, which reflects the strategic significance of a given link on the walking, cycling, bus, freight and private vehicle networks. This would allow an understanding of the strategic importance of a route and test opportunities to move a function to a parallel road. Typologies could be built off the modal networks and embed an understanding of local place functions, with all links categorised by a street typology. This could be used as a tool for more coherently communicating a tangible vision to the public and combines movement and local place aspirations. This is not the only tool option and there are other methods that could be tested to ensure a suitable vision and validate approach to network, corridor and place-based planning occurs.

In addition, it is recommended simple and clear performance indicators are developed for movement for all road users and all road and street types. There should also be clear and objective indicators for local place and amenity.

Adopting an approach with performance indicators and working with a mapping tool could allow for more informed trade-offs to be made, a more consistent approach to decision making and more transparency in decision-making. This recommendation requires extensive planning, involvement and collaboration across Transport from operations, delivery, development and strategy areas.

Recommendation	Findings addressed
3. Develop performance indicators and tools to support the updated policy	5, 9, 11, 13

5.4 Recommendation 4 – Develop compulsory training, education and facilitate capability development

The review found there was a general lack of awareness and understanding of the policy and procedure. The review findings also indicated some decisions and trade-offs were made, but the process was either unclear or undocumented.

It is recommended compulsory training and education is provided to all Transport staff involved in road space allocation through the value chain, following the completion of the policy update. This would enable all staff to have a more consistent understanding and application, resulting in a strengthening of the policy. Training and education resources may include:

- a dedicated intranet page or SharePoint site with the policy and supporting material available
- a case study library demonstrating how the policy applies at different scales and for different issues
- refined materials to understand key considerations and application for regional, greenfield and brownfield contexts.

Training resources should also be made available for other NSW Government agencies such as INSW assurance teams and Department of Planning.

Recommendation	Findings addressed
4. Develop compulsory training, education and facilitate capability development	2, 3, 7

5.5 Recommendation 5 – Establish a requirement to demonstrate adherence to the policy as part of assurance reviews

It is recommended adherence to the policy be assessed as part of internal Transport assurance reviews and INSW reviews for projects proposing changes to road space. This may include:

- developing a compulsory checklist for assurance processes (particularly for Gates 0, 1 and 2)
- requirement to document trade-off decisions including evidence and rationale
- a requirement to demonstrate how a project's strategic intent has been maintained
- identifying and prioritising 20 initial projects at various scales and geographies to apply the policy and be implemented through planning, business cases and delivery
- periodic reporting on all road-related projects passing through assurance processes to enable monitoring against the policy.

This recommendation responds to findings that there is inconsistency in the interpretation, development and implementation of strategic intent in projects and the policy has not been considered through project assurance processes. It is anticipated adding a requirement to demonstrate adherence will increase awareness of the policy for project teams and help generate innovate solutions which align with the principles and intent of the policy.

Recommendation	Findings addressed
5. Establish a requirement to demonstrate adherence to the policy as part of assurance reviews	6, 10

5.6 Recommendation 6 – Undertake a detailed review of the economic appraisal methodology

It is recommended a detailed review is undertaken on the economic appraisal methodology for road projects. Considerations include:

- improving quantification of benefits streams such as improved performance on non-car modes, place and amenity benefits, health, and other relevant benefits
- reconsider how journey time savings are evaluated in projects
- improving guidance on appraisal techniques for evaluating non-monetised benefits
- reviewing best practices around the world to refine the appraisal approach to support implementation of the policy.

As outlined in the key findings, current economic appraisals are seen by stakeholders a barrier to implementing the policy. Private vehicle travel time savings and journey time reliability are a significant benefit that can be monetised, but they are often resulting in a lack of consideration of wider government priorities which are harder to estimate or monetise, such as transports contribution to supporting housing, social equity, accessibility, health benefits and the local economy. For example, if a lane of general traffic was removed to install a bus lane, this often results in a net disbenefit under our current appraisal methods.

This has been considered overseas in countries like Wales, with their 2022 ministerial position statement on the Welsh Transport Appraisal Guidance, which states:

'If drivers save time this tends to create more vehicle mileage, carbon, pollution, congestion, road danger and ill-health from sedentary lifestyles, and thus runs directly contrary to top-level Welsh Government objectives for climate, mode shift, air quality and social well-being. Under these circumstances it would be perverse to consider these time savings as a benefit without fully accounting for the offsetting disbenefits just described. However, many of these disbenefits are not amenable to full quantification, and thus require a ministerial judgement to be applied'.
– Extract from the 'Ministerial position statement to assist Welsh Transport Appraisal Guidance (WelTAG) 2022 users'

Recommendation	Findings addressed
6. Undertake a detailed review of the economic appraisal methodology	6, 13

5.7 Recommendation 7 – Review and revise organisational and governance arrangements to embed the policy

It is recommended that organisational and governance arrangements are reviewed and revised to support implementation of the policy.

Improved organisational and governance arrangements would ensure accountabilities are clearer and facilitate better processes around how road space allocation decisions are made and documented. This could include:

- clarifying accountabilities and responsibilities for decision-making and approval processes for road space changes
- reviewing and updating governance groups arrangements for significant decisions related to road space allocation to make accountabilities clearer and ensure road space allocation decisions are well-documented
- reviewing organisational arrangements to ensure Transport grows transport planning / engineering subject matter expertise to make or advise on road space decisions in line with the principles outlined in the policy; and ensuring trained staff are inserted at each part of the transport process to be able to advise on the policy.

This recommendation addresses the view there is inconsistency in project development, a lack of clarity in accountabilities and a lack of clarity in the role of other bodies in applying the policy.

Recommendation	Findings addressed
7. Review and revise organisational and governance arrangements to embed the policy	6, 7, 8, 12

5.8 Recommendation 8 – Complete the review of local council delegations

It is recommended that Transport completes the review of local council delegations to improve the application of the policy and broader community outcomes. This could include:

- incorporating the policy in an update to the Local Traffic Committee Guidelines to improve application on local roads
- delegating decision-making to local councils where appropriate, through an expansion of the current temporary delegation
- creating a governance forum for state roads that includes council in the decision-making process to enable the policy's outcomes across the kerbline and across jurisdictions.

This recommendation addresses the findings that there is a lack of clarity in accountability and responsibilities, balancing local place outcomes with broader network outcomes and a lack of clarity in the role of local councils.

Recommendation	Findings addressed
8. Complete the review of local council delegations	7, 9, 12

5.9 Recommendation 9 – Review and update the *Roads Act 1993* and broader legislative framework

It is recommended that the Roads Act 1993 and the broader legislative framework is reviewed and updated. This would include:

- amending the Roads Act 1993 and undertaking any necessary consequential amendments to the Road Transport Act 2013 to better reflect the principles outlined in the policy, Transport's strategic direction, and the Government's priorities

- amending the Roads Act 1993 to support the functions of roads and streets, taking account of the needs of all road users

- considering future updates to the Transport Administration Act and Road Transport Act.

This recommendation addresses findings that while the principles of the policy were well supported, the policy requires regulatory backing to encourage and support wider application to achieve the desired outcomes. Embedding within legislation would assist with addressing these issues.

Recommendation	Findings addressed
9. Review and update the *Roads Act 1993* and broader legislative framework	1, 4, 8

5.10 Recommendation 10 – Review and update technical guidance, standards and warrants to embed the policy and principles

It is recommended that all technical guidance, standards and warrants related to road space allocation are reviewed and updated to embed the policy and principles. Key considerations include:

- updating technical guidance and standards documents to closely align with the policy following the planned update (e.g., the Greater Sydney Road Network Operating Framework and Traffic Signal Guidelines)

- updating the Design of Roads and Streets Manual to embed the updated policy and reflect the practical application of the policy for key users (e.g., traffic engineers and transport planners).

This recommendation responds to a view that while the policy and the principles are generally well supported, there is a lack of understanding of how to apply it for a range of specific issues and there is a lack of tools for making decisions on road space allocation.

Recommendation	Findings addressed
10. Review and update technical guidance, standards and warrants to embed the policy and principles	1, 3, 11

5.11 Recommendation 11 – Review existing programs for alignment and potential underspend for reprioritisation to a road user space allocation funding stream

It is recommended that all programs relating to road users are reviewed to ensure alignment with the policy, and to identify any potential underspend for reprioritisation to a road user space allocation funding stream. Funding for a dedicated program for road user space improvements, could operate in a similar way to the Australian Government's Black Spot Program for safety upgrades. Considerations for establishment include:

- requiring the program to report back to STPCO twice a year on progress, outcomes, lessons learned and benefits realisation
- reviewing opportunities to provide funding or co-fund projects with councils to support road space reallocation
- reviewing other rolling programs and their alignment to the policy.

This recommendation addresses findings that the policy lacks weight, that projects are not aligned with the principles in the policy or Transport's strategic intent, and that funding allocations make the policy difficult to implement.

Recommendation	Findings addressed
11. Review existing programs for alignment and potential underspend for reprioritisation to a road user space allocation funding stream	4, 6, 8

6 Conclusion and next steps

This implementation review report outlined key findings and recommendations to strengthen the implementation of the Road User Space Allocation Policy based on a thorough review of evidence including a survey distributed to Transport staff, case studies and 100 stakeholders engaged. The recommendations apply to many areas of Transport including governance, process, legislation and guidance, which together have the potential to improve outcomes for communities across NSW through road space allocation processes and decisions.

The Strategic Transport Planning and Community Outcomes Committee (STPCO) of Transport will assign a responsible lead and timeframe for each of the adopted recommendations. Adopted recommendations will be reported through twice a year at STPCO and the Transport Executive Committee (ExCo), with reporting back to the Ministers at an annual interval, or as requested.

Appendix A – Interviews and engagement undertaken as part of the review

The following table outlines the number of Transport for NSW interviews undertaken as part of the review.

Division	Number of interviews undertaken
Cities and Active Transport	8
Customer Strategy and Technology	21
Finance and Investment	2
Greater Sydney	27
Infrastructure and Place	7
Safety Environment and Regulation	2
Sydney Metro	1
Corporate Services	2
Regional and Outer Metropolitan	10
Total	**80**

The following table outlines the number of external stakeholder engagements undertaken as part of the review.

Organisation	Number of engagements undertaken
Infrastructure NSW	1
Infrastructure Victoria	2
LGNSW	2
Local Councils	7
NSW Department of Education	3
NSW Health	1
NSW Health	1
School Infrastructure NSW	2
Western Sydney Planning Partnership	1
Total	**20**

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Appendix B – Case studies

The following tables outlines key case studies undertaken as part of the review.

Table B1 – NSW case Studies

Project	Overview	Area of focus	Source	RUSA issue(s)	Informed finding(s)
Oxford Street East Cycleway	A two-way cycleway on the south side of Oxford Street between Paddington Gates and Taylor Square. It will change the allocation of road space, reducing four traffic lanes to two and retaining two bus lanes and kerbside parking.	Process & guidance	• Nominated by subcommittee	• Interpretation of the order of consideration • Strategic intent • Trade-offs between road users	4.4, 4.7
Victoria Road	The long-term vision for Victoria Road (as set in the SBC), prioritises place, walking and cycling outcomes and includes dedicated lane space for buses to support a rapid bus line between Sydney and Parramatta as well as a separated cycleway as part of the Strategic Cycleway Corridor.	Process & guidance	• Nominated by subcommittee • Interviews • Survey	• Network Vision • Strategic Intent • Trade-offs between road users • Decision-making	4.8
North Sydney Integrated Transport Program (NSITP)	Development of an aligned long-term vision for North Sydney CBD with key stakeholders (including North Sydney Council) to ensure that the planned major transport projects (Sydney Metro City & Southwest, Warringah Freeway Upgrade and Western Harbour Tunnel) intersect with the North Sydney CBD in a manner that supports and enables the delivery of place-based outcomes.	Process & guidance	• Nominated by subcommittee	• Network Vision • Strategic Intent • Trade-offs between road users • Decision-making	4.7
Epping Bridge	The Epping Bridge project proposes to replace the existing Epping Road bridge with a new, wider, bridge. Investigations undertaken included investigating an active transport option across the rail line to link adjacent active transport links.	Governance	• Nominated by subcommittee • Interviews	• Network vision • Strategic intent • Governance • Decision-making • Evaluating projects/benefits	4.4, 4.7, 4.10

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Project	Overview	Area of focus	Source	RUSA issue(s)	Informed finding(s)
	undertaken included investigating an active transport option across the rail line to link adjacent active transport links.		• Interviews	• Governance • Decision-making • Evaluating projects/benefits	
Liverpool to Airport Transport Corridor (previously Fifteenth Avenue Transit Corridor)	Upgrade of Fifteenth Avenue and Hoxton Park Road as part of a vital east west public transport corridor between Liverpool, Bradfield and the Western Sydney Airport.	Process & guidance	• Nominated by subcommitteeInterviews	• Network vision • Strategic intent • Governance and Decision-making • Standards/ design process influencing strategic intent • Greenfield vs Brownfield	4.6, 4.7, 4.9
Coffs Harbour Bypass	The 14-kilometre Coffs Harbour bypass project seeks to improve connectivity, road transport efficiency and safety for local and interstate motorists.	Project & community outcomes	• Nominated by subcommittee	• Funding • Process and guidance • Decision-making	
Wyong Town Centre	An upgrade the Pacific Highway through the Wyong Town Centre. The upgrade will improve traffic flow, travel times and safety for all road users as well as provide for future improvements to the public transport network.	Project & community outcomes	• Interviews	• Network vision • Strategic intent • Decision-making • Local vs network conflict	
Bus Priority Improvement Program (BPIP)	The BPIP program supports this vision by delivering infrastructure that make bus services faster and more reliable, such as bus lanes, bus priority at intersections or more efficient bus stop placement.	Project & community outcomes	• Interviews	• Network vision • Decision-making • Local vs network conflict • Funding arrangements informing solutions • Tools for measuring and/or informing trade-offs	4.7, 4.8, 4.11

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Table B2 – International case studies

Project	Overview	Area of focus	Source	RUSA issue(s)	Informed finding(s) and/or recommendation(s)
Reshaping Streets (NZ)	Reshaping Streets is a package of regulatory changes designed to enable communities and local authorities (like councils) to work together to modify their existing streets to provide more space for people to move around using a variety of transport options.	Process & guidance	• Desktop review	• Trade-offs between road users • Local vs network	
Barcelona Superblocks (Spain)	Superblocks were conceived as a way to meet demand for public space by reducing through-traffic and repurposing streets. Key elements of the program include intentional design to foster walkability, clear governance arrangements, and strong political support to make implementation possible.	Process & guidance	• Desktop review	• Trade-offs between road users • Local vs network • Planning outcomes vs political outcomes	
Oxford Low Traffic Neighbourhoods (UK)	Low traffic neighbourhoods (LTN) are being implemented in two locations in Oxford: Cowley and east Oxford. A LTN is an area where car traffic is prevented from shortcutting for the purposes of through-traffic. This creates quieter and safer streets where residents can be safer and more comfortable when making local journeys by cycling, wheeling, or on foot.	Process & guidance	• Desktop review	• Trade-offs between road users • Local vs network • Decision-making	
Welsh Transport Appraisal Guidance (Wales UK)	The Welsh transport appraisal guidance (WelTAG) helps plan transport programmes, policies and projects. The guidance was recently updated to reflect. The recently updated the guidance is toto reflect the new Wales transport strategy 2021.	Process & guidance	• Desktop review	• Economic appraisal methodology • Modelling related (tools)	Recommendation 6

Road User Space Allocation (RUSA) Review Report

Appendix C – Road User Space Allocation Policy

The policy can also be found at the following link:

https://www.transport.nsw.gov.au/system/files/media/documents/2021/road-user-space-allocation-policy.pdf

Road User Space Allocation Policy
CP21000

Transport for NSW allocates physical and temporal road user space safely and equitably to support the movement of people and goods and place objectives.

This Policy applies to the entirety of the public road reserve from boundary to boundary on proposed and existing classified roads in built up areas in regional and metropolitan NSW except for motorways.

By implementing this Policy, TfNSW ensures that the allocation of road user space:

- is a deliberate exercise that considers the place, function and movement requirements of roads
- achieves the strategic intent and outcomes as set out in state-wide, metropolitan and regional strategies and plans
- achieves the movement and place vision of a corridor or network
- considers the limited amount of space available to accommodate competing user needs, and
- can be adjusted to respond to specific circumstances.

These objectives can be achieved by:

- Physical allocation: The physical road user infrastructure of the road, such as kerbs, medians, lane delineation and surface treatments. This includes both permanent and temporary treatments.
- Temporal allocation: Optimising how space is allocated throughout the day, week or year. This includes the dynamic control of space, access, level of priority, speed and kerbside use through signage, signals, and other technology.

This Policy is to be implemented in partnership with relevant road and place managers, including local government and other road authorities and should be read in conjunction with supporting procedures.

TfNSW allocates road user space based on the following principles:

- Realise a balance between place and the movement of people and goods by first establishing a network vision and primary road functions based on strategies and plans
- When allocating road user space based on the network vision and road functions, consider all road users in order of: walking (including equitable access for people of all abilities); cycling (including larger legal micro-mobility devices); public transport; freight and deliveries; and point to point transport ahead of general traffic and on-street parking for private motorised vehicles
- Facilitate the movement of goods and servicing of property in a manner that responds to the local movement and place context
- Aim for the reduction of the mode share of private motor vehicle trips within built up areas

- Where it is not practicable to allocate physical space in line with these principles, dynamically allocate road user space
- Implement measures over time to achieve the strategic intent and outcomes identified as part of strategies or plans
- Track how these road space allocation principles are being implemented against the strategic intent and outcomes identified as part of strategies or plans
- Adhere to these principles ahead of any guidance that seeks to protect or maintain private vehicle level of service.

This Policy applies to anyone in TfNSW involved in the planning, design, scheme approval, building, management or operation of roads in NSW when reviewing traffic management arrangements, extending existing roads and/or developing new roads.

Rodd Staples
Secretary
27 January 2021

Outcomes to be avoided

When allocating road user space, the following outcomes are to be avoided:

- adverse impacts on road safety for all road users including a focus on vulnerable road users, particularly when considering re-routing heavy vehicles or public transport
- discriminatory barriers to access an adjacent place or service due to people's physical ability

and where reasonably practicable and feasible:

- loss of allocation of space for walking, cycling
- loss of trees, green space and other amenities, and
- an overall increase in general traffic lanes for private motorised vehicles.

Context Specific Trade Offs

When a proposed allocation of road user space results in:

a) the loss of trees, green space and other place amenities then alternative provision must be allocated;

b) the re-routing of on-street public transport corridors then this should form part of a network plan endorsed by the Executive Director Planning & Programs;

c) the loss of kerbside space used for loading and servicing (including mail) of freight and deliveries then ensure that local access for freight is maintained in the immediate precinct. In these cases, consider implications of access between loading zones and destinations;

d) substantially increased delay for freight travelling along a road then ensure alternative corridors are identified and that accessibility between major destinations is maintained for the majority of users;

e) physical changes to the allocation of road user space then a road safety audit is required;

f) the loss on kerbside space used for on-street parking supply then the reduction in demand for parking as a result of the road space re-allocation should be determined and catered for within the precinct considering disability parking needs first; or

g) an inability for classified highways to provide for their designated through movement function then develop a plan to transfer that through movement onto another mode and/or identify a suitable alternative corridor.

❶ **Establish Primary Road Function**   ❷ **Order of Road User Space Considerations**

Balance between place and the movement of people and goods based on strategies and plans

Figure 1: Order of Determination for Allocating Road User Space

Appendix D – Road User Space Allocation Procedure

Full Procedure at the following link:

https://www.transport.nsw.gov.au/system/files/media/documents/2022/road-user-space-allocation-procedure.pdf

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