

Item 3.

Extension of Moore Park Road and Fitzroy Street Cycleways

File No: X020922.035

Summary

On 15 May 2023, Council approved the continued operation and use of the Moore Park Road and Fitzroy Street pop-up cycleway for a period of 3 years until 31 May 2026 or until the permanent Oxford Street Cycleway between Taylor Square and Centennial Park (to be constructed by the NSW Government) is operational, whichever came first.

Since that 2023 Council resolution, usage of Moore Park Road cycleway has increased by 89% and Fitzroy Street cycleway by 74% and there are 13 times as many share bike trips on these routes.

In the 5 years since the cycleways on Moore Park Road and Fitzroy Street opened there have been no reported fatal or serious injuries, compared to one fatal and 4 serious injuries in the 5 years before the cycleways opened.

There are now up to 1,000 bike trips a day on each of these cycleways, the removal of which would put many people riding at serious risk and would also present a risk to people walking were those riders to avoid the dangers of riding in traffic by using footpaths or shared paths.

To address safety, and considering the growing number of people riding on this part of the network, and consistent with the adopted *Cycling Strategy and Action Plan 2018-2030* which has always planned for cycleways on Moore Park Road, Fitzroy Street and Oxford Street (between Paddington Gates and College Street), it is recommended that Council take steps to ensure the permanent retention and upgrade of the Moore Park Road and Fitzroy Street cycleways.

Oxford Street, Moore Park Road and Fitzroy Street all serve different cycling desire lines and different functions in the City's adopted cycleway network. Oxford Street provides a direct route between Bondi Junction/the East and the city centre - with a gentle and consistent grade. Moore Park Road and Fitzroy Street provide a direct route between Bondi Junction / the East and Surry Hills, Central Station and the West. Fitzroy Street also provides a connection between Anzac Parade / the South East and Surry Hills, Central Station and the West. They are all valid and necessary network connections and this is supported by the significant increase in cycling trips along all these routes. Oxford Street (west) cycleway has an average of 3,257 bike trips daily so far this year (peaking at 4,500 daily bike trips) and Transport for NSW is progressing the cycleway on Oxford Street (east) with a Review of Environmental Factors (REF) due soon.

As part of the process for removing the cycleways, staff assessed the impacts on: safety of people walking, riding and driving on the road, the significant increase in demand for cycling along this route (and in the surrounding area), the costs (and impacts) of removal and providing an alternative cycling connection to serve the demand along this route. Based on this assessment, staff found that the risks of removing the cycleways would likely outweigh any benefits of their removal.

The planning approval process for the permanent retention of the cycleways requires a Review of Environmental Factors of the proposal to be developed and publicly exhibited. This will allow the community to provide feedback for consideration before it is reported to Council under Part 5 of the Environmental Planning and Assessment Act 1979. To allow time to prepare and exhibit a Review of Environmental Factors for permanent retention and upgrade of the cycleways this report recommends a temporary extension of the existing Moore Park Road and Fitzroy Street cycleways until December 2026.

This temporary extension beyond May 2026 is on the basis that there is no change to the existing infrastructure and the environmental impact is minimal. This approach is recommended based on changes to the Part 5.1 assessment under the Environmental Planning and Assessment Act 1979 and guidelines which commenced on 21 March 2026. A determining authority such as Council is now required to consider matters in a manner proportionate to the nature and risk of the activity (in this case, the retention of existing infrastructure and the current operation of the cycleway, meaning little risk of additional impacts).

Recommendation

It is resolved that:

- (A) Council approve the continued operation and use of the Moore Park Road and Fitzroy Street cycleways until 31 December 2026;
- (B) the Chief Executive Officer be requested to prepare and exhibit a Review of Environmental Factors for the upgrade and permanent retention of the Moore Park Road and Fitzroy Street cycleways to be reported back to Council following public consultation within 6 months; and
- (C) the Lord Mayor be requested to write again to the NSW Minister for Transport urging Transport for NSW to expedite design and fully fund the construction of the cycleway on Oxford Street between Paddington Gates and Taylor Square.

Attachments

Attachment A. Location Map

Background

1. The pop-up cycleways on Moore Park Road and Fitzroy Street were installed by Transport for NSW in mid-2020 to provide a safe connection for people riding between the city and the east.
2. In May 2021, Council endorsed a Review of Environmental Factors that would allow the cycleways to remain in place until May 2023.
3. In May 2023, Council resolved to remove the pop-up cycleways on Moore Park Road and Fitzroy Street once Transport for NSW opens the Oxford Street East cycleway, or in May 2026, whichever was earlier.
4. This commitment was reaffirmed by Council resolution in February 2024.
5. Transport for NSW has taken much longer than expected to progress the cycleway on Oxford Street, east of Taylor Square, which is currently in design stage. Transport for NSW is currently preparing the Review of Environmental Factors, after multiple rounds of community consultation and the release of the Oxford Street Revitalisation Project Public Domain and Activation Strategy.
6. Cycling data on Moore Park Road and Fitzroy Street shows heavy and growing use. This includes people accessing local destinations (including the stadium precinct) and a high number of workers using bikes to service local destinations.
7. Recent openings of new cycleways on Oxford Street West and Castlereagh Street and their usage demonstrates the City will need to provide further increases in this form of active transport into the future.
8. Current data indicates that Oxford Street, Moore Park Road and Fitzroy Street all serve different cycling desire lines and different functions in the City's adopted cycleway network. Oxford Street provides a direct route between Bondi Junction/the East and the city centre - with a gentle and consistent grade. Moore Park Road and Fitzroy Street provide a direct route between Bondi Junction / the East and Surry Hills, Central Station and the West. Fitzroy Street also provides a connection between Anzac Parade / the South East and Surry Hills, Central Station and the West. They are all valid and necessary network connections and this is supported by the significant increase in cycling trips along all these routes.
9. Cycleway usage and safety considerations are discussed in more detail below (refer Key Considerations).

Current Status

10. The expiry of approval for the temporary cycleways on Fitzroy Street and Moore Park Road in May 2026 necessitates action to either remove the facilities or extend the planning approval. This report recommends approval for a temporary extension for the cycleways until 31 December 2026, to allow time to prepare a Review of Environmental Factors for the upgrade and permanent retention of the Moore Park Road and Fitzroy Street cycleways and undertake public consultation, with the recommended outcome to be reported back to Council by December 2026.

11. As part of the process for removing the cycleways, staff assessed the impacts on: safety of people walking, riding and driving on the road, the significant increase in demand for cycling along this route (and in the surrounding area), the costs (and impacts) of removal and providing an alternative cycling connection to serve the demand along this route, the delays in Transport for NSW delivering the Oxford Street East cycleway. Based on this assessment, staff found that the risks of removing the cycleways would likely outweigh any benefits of their removal.

Key Considerations

Safety

12. It would be unsafe to remove the separated cycleway and return to previous “door zone” bike lane on Moore Park Road. In March 2018, before the separated cycleway, a 29-year-old Rose Bay man was tragically killed by a vehicle following a dooring on Moore Park Road.
13. In the 5 years before the cycleway there was that one fatality; 4 serious injuries and 3 minor injuries to riders from being hit by motor vehicle drivers on this stretch of Moore Park Road. Those 4 serious injuries were a 69-year-old Paddington man who was doored; a 35-year-old Tamarama woman hit by the driver of a light truck changing lanes; a man hit by a 4WD; a 55-year-old Zetland man who was doored; and a 44-year-old Tamarama woman hit from behind by a driver who fled the scene. In the 5 years since the cycleway there have been only 2 minor injuries from being hit by a motor vehicle driver - one of those was on the opposite side of the road from the cycleway where there is only an unprotected bike lane. This dramatic reduction in casualties was at the same time as a significant increase in usage.
14. Removing a safer, separated cycling facility could be a high risk for Council in the case of future injuries or fatalities.
15. Table: Collisions involving people riding and motor vehicles on Moore Park Road

Severity	5 years before cycleway (2015-2019)	5 ½ years after cycleway (2020-2024)
Fatality	1	0
Serious injury	4	0
Minor injury	3	2
Total	8	2

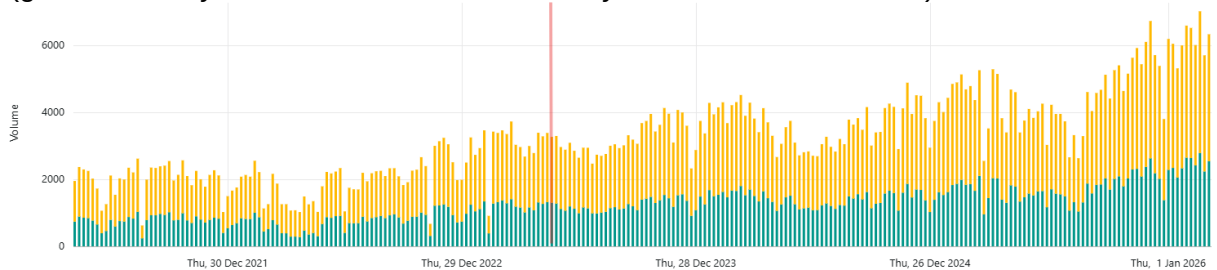
16. If the separated cycleway were removed, it is likely that a significant proportion of people still riding along Moore Park Road would ride illegally on the footpath, presenting a safety risk for residents (particularly elderly residents) and those attending the childcare centre, on this long downhill stretch with narrow path and some high front fences. Those who ride on the road (as the law requires) would be at higher risk of being hit by motor vehicles.
17. Similarly, it would be unsafe and high risk to return Fitzroy Street to its previous narrow shared paths alongside the front fences of residences, now that there are up to a thousand bike trips a day.

Usage - Moore Park Road cycleway

18. Weekly bike trips on Moore Park Road have tripled from around 2,000 per week in May 2021 (earliest data) to 6,000+ per week (February and March 2026), peaking at over 7,000 in the third week of February 2026.
19. Since the Council resolution on the future of Moore Park Road in 2023 just 3 years ago, weekly bike trips have nearly doubled (an 89% increase).
20. Hundreds of people riding every day are currently protected from traffic, who would otherwise be left riding in traffic or alongside in the door zone, or resorting to footpaths or shared paths, or getting back in their car or back on the bus, if they have no separated cycleway option.
21. Table: Weekly bike trips summary – Moore Park Road cycleway

Period	Weekly bike trips	% increase since 2021	% increase since 2023
1st week May 2021	1,952		
1st week March 2022	2,164	11%	
1st week March 2023	3,353	72%	
1st week March 2024	4,520	132%	35%
1st week March 2025	4,370	124%	30%
1st week March 2026	6,335	225%	89%

22. Graph: Weekly bike trips - Moore Park Road cycleway
(green = east, yellow = west, red line = 15 May 2023 council resolution)



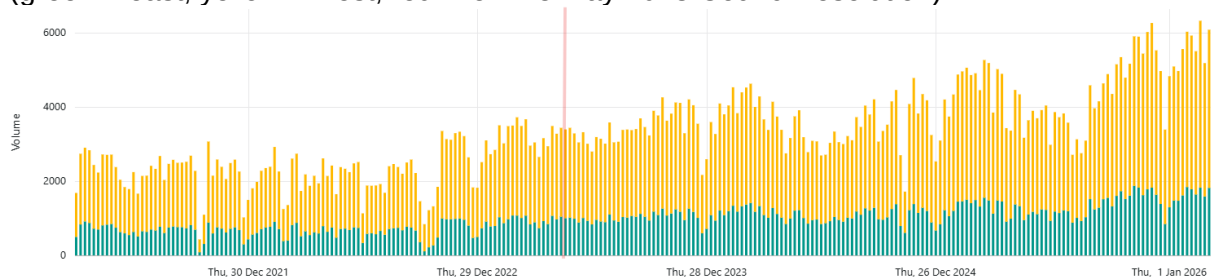
Data source: TfNSW bike counter, by MetroCount, via Atlyst platform

Usage - Fitzroy Street cycleway

23. Weekly bike trips on Fitzroy Street have more than doubled from around 2,700 per week in April 2021 (earliest data) to nearly 6,000 per week (February and March 2026), peaking at 6,325 in the third week of February 2026. Since Council last considered the future of Fitzroy Street in 2023 just 3 years ago, weekly bike trips have increased by 74%.
24. Table: Weekly bike trips summary – Fitzroy Street cycleway

Period	Weekly bike trips	% increase since 2021	% increase since 2023
1st week April 2021	2,738		
1st week March 2022	2,608	-5%	
1st week March 2023	3,489	27%	
1st week March 2024	4,627	69%	33%
1st week March 2025	5,266	92%	51%
1st week March 2026	6,083	122%	74%

25. Graph: Weekly bike trips - Fitzroy Street cycleway
(green = east, yellow = west, red line = 15 May 2023 Council resolution)



Usage - Share bikes

26. Share bike usage has increased even more dramatically since Council's decision in 2023. Overall, share bike trips are now 13 times what they were in February 2023, just 3 years ago. Bike share trips on Moore Park Road more than doubled from February 2023 to February 2024, then doubled again in 2025 and again in 2026. This is relevant as people using share bike are often less experienced riders than the people who have traditionally commuted by bike. People riding share bikes are more likely to resort riding on the footpath rather than ride in traffic conditions, adding risk for residents and people walking.

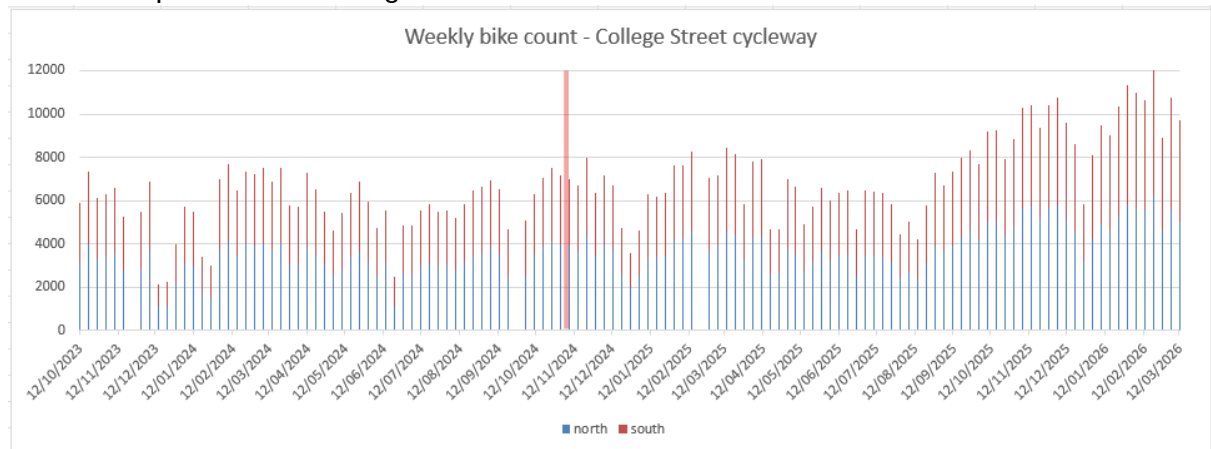
Network Design

27. In the City's adopted Cycling Strategy and Action Plan 2018-2030, Priority 1 is "Connecting the network – We are building a safe bike network connecting people and destinations, suitable for all ages and abilities, within 250 metres of all residents."
28. Oxford Street, Moore Park Road and Fitzroy Street all serve different cycling desire lines and different functions in the City's adopted cycleway network. Oxford Street provides a direct route between Bondi Junction / the East and the city centre - with a gentle and consistent grade. Moore Park Road and Fitzroy Street provide a direct route between Bondi Junction / the East and Surry Hills, Central Station and the West. Fitzroy Street also provides a connection between Anzac Parade / the South East and Surry Hills, Central Station and the West. They are all valid network connections and this is supported by the significant increase in cycling trips along all these routes.
29. The Cycling Strategy bike network map, on page 17, shows planned cycleways for both Oxford Street and Moore Park Road, to ensure that destinations such as the stadium, Sydney Cricket Ground and Entertainment Quarter are connected and residents are within reach of a safe bike network.
30. Council has adopted the Cycling Strategy that includes both Oxford Street and Moore Park Road routes.
31. Planning to retain the existing infrastructure is more financially responsible than footing the cost of removing it now to be rebuilt at a later date at a much higher cost.

Case study - 'parallel' routes on College Street and Castlereagh Street north

32. The graph below shows the weekly bike trips on College Street, between Liverpool and King Streets, showing the opening on 1 November 2024 (red line) of the cycleway on Castlereagh Street, between Liverpool and King Streets.
33. The opening of a 'parallel route' on Castlereagh Street which serves slightly different destinations had no significant impact on the volume of bike trips on College Street which has since grown strongly.

34. Graph: College Street weekly bike trips October 2023 – March 2026, showing opening date of the parallel Castlereagh Street north on 1 November 2024.



Adaptation

35. Research published last year (“Community perceptions on the contribution of bicycle paths to street quality in cities new to cycling infrastructure”, at <https://www.sciencedirect.com/science/article/pii/S2213624X2500197X>) about Bourke Street cycleway revealed that “Despite early opposition, the bicycle path has gained widespread acceptance among residents, with 83% believing it positively contributes to their street” and “Concern about losing car parking is highest in the planning phase and dissipates over time. Only 6.8% of residents would like to see more car parking”. It may be that those benefiting from these cycleways (for example being able to bring their children to the childcare centre and continue riding safely to work) now outweigh those who see it as an unbearable inconvenience.
36. At the time the pop-up was installed in 2020, 43 of the 66 dwellings on Moore Park Road between Cook and Poate Roads had a total of 62 off street parking spaces. Twenty dwellings had a total of 23 parking permits. Up to 23 residents' vehicles with permits could have been displaced by the pop-up required to use parking in surrounding streets. In the area, parking compliance could be improved by additional enforcement if more parking spaces for permit holders needed to be made available. Overnight parking (7pm to 6am) outside those residences was introduced in June 2022 after negotiations with Transport for NSW.
37. The redeveloped stadium and entertainment precinct have ample parking and drop off space within the site. The stadium is completing a new 1,500 space multi-level car park. Driver Avenue and other internal roads include parking and drop off space.

Key Implications

Strategic Alignment - Sustainable Sydney 2030-2050 Continuing the Vision

38. Sustainable Sydney 2030-2050 Continuing the Vision renews the communities' vision for the sustainable development of the city to 2050. It includes 10 strategic directions to guide the future of the city, as well as 10 targets against which to measure progress. This report is aligned with the following strategic directions and objectives:
- (a) Direction 2 - A leading environmental performer - by continuing to contribute to the city reaching net zero emissions by 2035.
 - (b) Direction 3 - Public places for all - by continuing welcoming, inclusive and connected streets and public spaces and enabling equitable access for social connection and wellbeing.
 - (c) Direction 4 - Design excellence and sustainable development - through communities being supported by the provision of infrastructure and assets that are aligned with growth.
 - (d) Direction 5 - A city for walking, cycling and public transport - through continuing to have street space allocated for people and supporting more people to ride more, as an attractive, convenient and safe option for everyday transport.
 - (e) Direction 6 - An equitable and inclusive city - through continuing to provide infrastructure that helps everyone feel welcome and included in the city and giving everyone equitable access.
 - (f) Direction 7 - Resilient and diverse communities - through communities being connected, and people feeling safe.

Organisational Impact

39. There is no organisational impact from temporarily extending the operation of the cycleways.

Risks

40. There are no financial, environmental, service delivery, asset, or compliance risks from temporarily extending the operation of the cycleways, but there is a safety risk to members of the public if they were to be removed.
41. This approach is within the City's risk appetite, which states:
- The City has a responsibility to ensure that it has sufficient resources in the short, medium and long term to provide the levels of service that are both affordable and considered appropriate by the community.
 - We recognise the critical importance of environmental protection and sustainability in our operations and decision-making. We are committed to minimising our negative impact on the environment and striving for a more sustainable future.

- Our primary objective is to prevent harm, injuries and workplace illnesses to our workers, residents, visitors and other stakeholders. We acknowledge that achieving a risk-free environment is not feasible, especially in the public domain. We therefore aim to minimise health, safety and wellbeing risks within our organisation and in the public domain as far as reasonably practicable and in keeping with our legal obligations. In the context of new data on usage of cycleways on Moore Park Road and Fitzroy Street, their removal presents a foreseeable risk of increased harm and injury to cyclists and pedestrians, through a greater number of users being exposed to traffic and the likelihood of increased footpath riding should the cycleways be removed, resulting in conflict with pedestrians.
- We recognise the importance of prudent financial management when it comes to our assets and we strive to maintain a financially sustainable position. Our risk appetite acknowledges the need to balance investment in infrastructure with the Council's overall financial capacity.
- While we strive to maintain an impeccable reputation, we acknowledge that unforeseen events can occur. We also acknowledge that a diversity of views exist in our community and it will not always be possible to provide a positive outcome for every member of the community.
- We make decisions that align with our corporate objectives, policies and strategies. We are committed to conducting our activities in full compliance with applicable laws, regulations and relevant industry standards.

Social / Cultural / Community

42. This proposal to temporarily extend the operation of the Moore Park Road and Fitzroy cycleways until 31 December 2026 continues the safety benefits for the many hundreds of people who use them each day, particularly women (who tend to have lower risk thresholds and a stronger preference for being separated from traffic), children who use the cycleway to get to school or sporting events, parents taking their children to the childcare centre and vulnerable gig workers in the transport industry doing food deliveries by bike.
43. Parking arrangements for residents and outside the stadium would be unchanged from the existing situation during this temporary extension.

Environmental

44. This proposal supports the City's Environmental Strategy 2025-2030 priority of "Improve walking, cycling and zero emissions transport options for everyone".

Economic

45. This proposal is not expected to have any significant economic impact.

Financial Implications

46. There are no budget implications from temporarily extending the operation of the cycleways for a limited period.
47. If Council approves the permanent retention at a future Council meeting following appropriate community consultation and a review of environmental factors, permanent works will involve an upgrade of lane separator materials. This will reduce ongoing separator maintenance cost and will be subject to approval of the appropriate budget for the works. No major changes would be required to traffic signals, pavements or kerbing.

Relevant Legislation

48. Environmental Planning and Assessment Act 1979 Division 5.1 and section 192 of Environmental Planning and Assessment Regulation 2021.

Critical Dates / Time Frames

49. The current approval expires on 31 May 2026. If a further extension is not approved by Council the temporary cycleway will be required to be removed by that date.

Options

50. Not extend the current temporary approvals for the cycleways beyond 31 May 2026, which would require them to be removed by that date. This option is not recommended as it would significantly impact the high number of people currently using the route without an appropriate alternative being in place.
51. Temporarily extend the cycleways on Moore Park Road and Fitzroy Street until Transport for NSW has completed the Oxford Street East cycleway (between Paddington Gates and Taylor Square) and for one additional year to reassess post-Oxford cycleway usage patterns before deciding on permanent retention. This option is not recommended as it has become clear already that there are sufficient trip attractors and desire lines creating the need for both routes, and so this would just prolong the uncertainty.
52. The recommended approach is to extend planning approval for the operation and use of the Moore Park Road and Fitzroy Street cycleways until 31 December 2026. In this time to prepare and exhibit a Review of Environmental Factors for the upgrade and permanent retention of the Moore Park Road and Fitzroy Street cycleways to be reported back to Council by December 2026.

Public Consultation

53. If the extension is approved, community consultation would be undertaken on an updated Review of Environmental Factors in June 2026 or soon after and reported back to Council later in 2026.

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Chief Operating Officer

Fiona Campbell, Manager Cycling Strategy