

ATTACHMENT A

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**DRAFT MOTORCYCLE AND SCOOTER  
STRATEGY AND ACTION PLAN**

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AND SCOOTER  
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AND ACTION PLAN  
2008 - 2011

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## Executive summary

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

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

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

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

The impossibility of securely displaying a visitor parking permit on a motorcycle means that riders are further disadvantaged. For example, car drivers can use visitor permits to get free all-day parking in areas such as Ultimo Pyrmont, where ticket parking is widespread. Riders however

cannot securely display a parking ticket or a visitor parking permit. As a consequence, many riders risk fines by parking on the street or parking illegally on footpaths or within building forecourts.

The draft Strategy proposes to address these concerns by introducing a one-year trial exempting riders from the requirement to buy and display a parking ticket. This will enable riders to park in spaces that are available to car drivers.

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

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

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

# MOTORCYCLE AND SCOOTER STRATEGY AND ACTION PLAN 2008 - 2011

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**This is a draft strategy for public exhibition,  
and the City welcomes your feedback.**

Please email your comments to  
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or write to:

Motorcycle Strategy, c/o Transport Strategy,  
City of Sydney,  
GPO Box 1591 Sydney 2000.

For any enquiries, please call 9265 9333.



*Extensive motorcycle and scooter parking at DrUITT Street.*

ATTACHMENT A



<b>Introduction</b>	<b>2</b>
1.1 Motorcycle growth	2
1.2 Motorcycle travel to work	2
1.3 Consultation and survey	3
<b>The Benefits</b>	<b>4</b>
2 <b>Social</b>	<b>4</b>
3 <b>Environmental</b>	<b>5</b>
3.1 Greenhouse emissions	5
3.2 Emissions in practice	6
3.3 Air quality	6
3.4 Noise	6
4 <b>Economic</b>	<b>7</b>
4.1 Congestion	7
4.2 Land use	7
4.3 Travel cost	7
<b>The Barriers</b>	<b>8</b>
5 <b>Parking</b>	<b>8</b>
5.1 Resident and visitor parking	8
5.2 Marked parking bays	9
5.3 Tolls and tags	9
6 <b>Safety</b>	<b>10</b>
6.1 Crashes in the City of Sydney	11
7 <b>Security</b>	<b>12</b>
7.1 On-street security	12
7.2 Off-street security	12
<b>The Way Forward</b>	<b>13</b>
8 <b>Parking</b>	<b>13</b>
8.1 Resident parking	13
8.2 Visitor parking	14
8.3 Off-street parking	14
9 <b>Parking in central Sydney</b>	<b>15</b>
9.1 Long-stay parking	15
9.2 Footpath parking	17
9.3 Motorcycle couriers	18
9.4 Design of motorcycle parking	18
9.5 Other parking opportunities	19
10 <b>Encouraging sustainability</b>	<b>20</b>
10.1 Promoting Euro 3 emissions standards	20
10.2 Hybrid and electric scooters	20
11 <b>Motorcycle security</b>	<b>21</b>
11.1 Off-street secure parking	21
11.2 On-street secure parking	21
12 <b>Tolls</b>	<b>22</b>
13 <b>Safety</b>	<b>23</b>
13.1 Designing for safety	23
13.2 Training	23
<b>Action Plan</b>	<b>24</b>
13.3 Motorcycle parking & tolls	24
13.4 Road safety	25
13.5 Security	25
13.6 Encouraging sustainability	25
14 <b>References</b>	<b>26</b>

## Introduction

*The Motorcycle Strategy and Action Plan will ensure that the City of Sydney equitably accommodates the needs of motorcycle and scooter riders, and removes barriers to riding in the City of Sydney.*

### 1.1 Motorcycle growth

Motorcycle and scooter use is growing rapidly across Australia. Between 2001 and 2007, the number of registered motorcycles rose from 351,000 to 512,000, which represents an average annual growth of 6.8%. Over the last decade, the vehicle kilometres travelled (VKT) by the Australian registered motorcycle fleet grew at an annual average of 2.8%, higher than the 1.8% growth in VKT by cars and light commercial vehicles.

In NSW, average annual growth in registrations is very similar to the national average, but has been particularly high since 2004. In the City of Sydney in 2007, half of the estimated 1,250 scooters and one third of the 3,000 motorcycles were less than three years old.

### 1.2 Motorcycle travel to work

On Census day in 2006, City of Sydney residents made approximately 68,000 journeys to work. Less than 1 percent (574) of these journeys were by a scooter or motorcycle only, while another 36 residents combined their motorcycle or scooter trip with another mode. Approximately three quarters of riders were male.

The largest single mode for City of Sydney residents to travel to work is by car, as driver or passenger, with approximately 21,000 trips. However, most journeys to work by City residents are by walking (18,000), cycling (1,400) and public transport (21,500).

In total, 2,064 people (316 women and 1,748 men) from greater Sydney rode a motorcycle or scooter to workplaces in the City of Sydney on Census day in 2006. Approximately 1,100 of these journeys were to central Sydney.

## 1.3 Consultation and survey

To understand the issues facing riders, the City of Sydney surveyed riders about their travel patterns, the reasons for their choice of motorcycle or scooter, and the problems they encounter. Motorcyclists cited lower fuel costs, convenient parking, reduced congestion, enjoyment, and lack of public transport alternatives as factors influencing their mode choice.

Approximately 950 riders completed the City's paper and online surveys. Approximately 10% of respondents reside within the City of Sydney, and most rode motorcycles rather than scooters.

Low cost and the convenience of motorcycling were cited by most riders as their reason for using a motorcycle or scooter, followed by availability of parking. An important facet however is the enjoyment derived from riding a motorcycle or scooter which can often compensate for the inconveniences associated with riding.

The most frequent request of motorcyclists was for more parking, followed by lower tolls, improved driver education and dedicated parking spaces to prevent damage to motorcycles.

In addition to the survey of motorcycle riders, the City has reviewed correspondence received over the past two years of rapid growth in motorcycle use. The review identified a number of general rider requests, mostly relating to motorcycle parking. A large majority of correspondents raised issues related to weekday parking in central Sydney. Of these, most sought an increase in the supply of free untimed commuter parking on-street, while others requested City support for footpath parking. In residential areas, riders requested dedicated motorcycle spaces in suburbs including South Paddington, Glebe, Pyrmont and Erskineville.

Many motorcycle riders also contacted the City to raise their concerns about the unsuitability of ticket parking, or to object to infringement notices received by riders after the rider's ticket was stolen from the motorcycle.

Reasons for riding a motorcycle or scooter cited in the correspondence reviewed by the City includes the lower petrol cost, faster journey times relative to cars, unwillingness or inability to use public transport, and ease of parking. Most scooter riders commuting to central Sydney gave addresses in inner suburbs such as Balmain, Darlinghurst, Ultimo, Redfern, Potts Point and Bondi, while motorcycle riders tended to give addresses from further afield.

In addition to surveying riders, the City has consulted the Motorcycle Council of NSW, a peak body representing 35,000 members of affiliated motorcycle groups.





## The Benefits

### 2 Social

*Motorcycles and scooters offer enjoyable, convenient and low-cost accessibility in the city.*

Motorcycles and scooters provide an effective, enjoyable and low-cost way of connecting the City's villages. Many riders surveyed by the City cited the enjoyment of motorcycle and scooter riding as a principle reason for their choice.

Motorcycle and scooter riders enjoy the freedom of riding in the open air, and can run errands in their neighbourhood with fewer parking hassles.

Motorcycle use could help to support the viability of traditional shopping and retail strips by allowing more shoppers to use existing kerbside parking space. Increased accessibility and prosperity of village retail centres would complement the City's investment in streetscape upgrades and revitalisation strategies, including the Redfern Street and Glebe Point Road upgrades, and the Oxford Street Revitalisation Strategy.

The reduced land requirement for motorcycle parking may help accommodate growing demand for kerbside parking in the City of Sydney local government area, and potentially free up parking space for alternative uses, including allocation to car share vehicles, loading zones, footpath extensions, bicycle infrastructure and tree planting.

In residential areas it is possible to park scooters and motorcycles in very small spaces such as the front verandahs of terrace houses and unused space in apartment parking areas. This adds mobility for their owners without occupying otherwise useful private, common or road space.



## 3 Environmental

*Motorcycling emits less greenhouse gas than driving, and requires less parking space, which is scarce in inner Sydney.*

The environmental advantages of motorcycles relative to cars include lower greenhouse emissions per passenger kilometre and lower space requirements for parking, which is scarce in inner Sydney. The cleanest motorcycles and scooters available in Australia are electric, such as the Vectrix or EVT, and have no on-road emissions.

Despite these advantages, the average petrol motorcycle in Australia currently produces higher levels of most urban air pollutants per kilometre travelled than petrol cars<sup>1</sup>. This reflects the failure of government to adopt national emissions standards and to ensure that prospective motorcycle owners have comparative information on the greenhouse and air pollution performance of different models. By contrast, this information has been available to car drivers through the Green Vehicle Guide since 2004. Overseas experience, particularly in Europe and Japan, demonstrates that there is potential to achieve rapid improvements in the environmental performance of motorcycles.

### 3.1 Greenhouse emissions

Greenhouse emissions from petrol engines reflect fuel consumption. Small and medium sized motorcycles typically consume around 2.5 to 3.5 litres per 100 kilometres. Australian motorcycles consume an average of approximately 5.5 litres per 100 kilometres.

Table 1 compares the gross fuel consumption of motorcycles with the top eight selling cars in Australia. The petrol-electric Toyota Prius is included as a comparison. Small and medium motorcycles generally consume less fuel than small cars, including the Toyota Prius, which achieves 4.4 litres per 100 kilometres.

Motorcycle or scooter		Litres/100km	Prius + Top 8 Vehicles		Litres/100km
Yamaha	YBR 125	2.6	Toyota	Prius	4.4
Piaggio	Zip 100	2.8	Toyota	Yaris	6.0
BMW	F650GS	3.2	Hyundai	Getz	6.1
Kawasaki	EX250	3.5	Toyota	Corolla	7.3
Suzuki	SV650	4.6	Mazda	3	8.2
BMW	RC1200C	4.7	Toyota	Camry	8.9
Kawasaki	650	5.5	Toyota	Aurion	9.9
Yamaha	1100	6.4	Ford	Falcon	10.2
Honda	CB1300	6.9	Holden	Commodore	11.2

*Source: Total Motorcycle.com; Piaggio*

*Source: Green Vehicle Guide*

Fuel consumption data is widely available for cars, including through the *Australian Government's Green Vehicle Guide*. However, consumption figures for motorcycles or scooters are more difficult for prospective buyers to obtain, and are not published in the Green Vehicle Guide.

<sup>1</sup> *Australian Methodology for the Estimation of Greenhouse Gas Emissions and Sinks 2006 Energy (Transport)*, Department of Climate Change, Commonwealth of Australia, 2007, p43.

## 3.3 Air quality

Motorcycles and scooters contribute only a very small proportion of total vehicle exhaust pollution in Sydney, reflecting their small mode share. At the leading edge, the recent introduction of electric and hybrid-electric motorcycles and scooters to the Australian market has the potential to dramatically reduce air pollution, greenhouse gases and noise levels. For example, the European designed Vectrix is a fully electric vehicle which has zero emissions and can be recharged at a conventional powerpoint,

Per kilometre, however, the average motorcycle can still produce more air pollution than the average petrol car. This reflects the relatively recent introduction of emissions standards, the difficulty in fitting large and relatively expensive exhaust-cleaning technology to motorcycles and that emissions standards still do not apply to motorcycles sold in Australia.

The emissions performance of new motorcycles is however improving rapidly in response to the introduction of standards in overseas markets, such as Japan and the European Union. In Europe the current standard for both two-stroke and four-stroke motorcycles is Euro 3. According to the European motorcycle industry association, advances in engine design have reduced some pollutants by up to 94% relative to pre-Euro 1 motorcycles. Motorcycles and scooters which comply with the most stringent European standards are available domestically, including recently introduced electric and hybrid electric vehicles with zero emissions, and given the dominance of imported motorcycles in the small Australian market, cleaner technology is likely to increase steadily in the Australian fleet.

These gains might be offset to some extent by increased imports of some very high selling low-cost scooters, including traditional two-stroke models that do not incorporate the pollution-control technology required for sale in Europe and parts of East Asia. This underscores the need for adoption of national motorcycle emissions standards, and inclusion of motorcycles in the Green Vehicle Guide.

## 3.4 Noise

Sydney has very high urban noise levels, most of which is generated by cars, trucks and buses. In the CBD for example, Gehl Architects found noise levels of 70-75dbA on George Street, attributable largely to buses as they stop and accelerate.

Residential areas adjacent to late night trading zones such as Kings Cross suffer impacts from noisy vehicles, including motorcycles, which may have modified exhaust systems.

Noise pollution from motor vehicles is controlled by the NSW Protection of the Environment Operations Act, and noise standards for new vehicles are contained in the Australian Design Rules.

In 2008, the NSW Regulations were tightened to allow State Government agencies to take more effective action against the small minority of motorcycles with modified or illegal exhaust systems. This is likely to particularly benefit City residents in areas affected by noise from illegally modified motorcycles. The City is also developing a campaign to inform residents of action they can take to report noisy vehicles.

## 4 Economic

### 4.1 Congestion

Motorcycle riders can benefit from significantly shorter trip times. European studies have found that motorcycles have trip times up to 50% shorter than cars, and are less affected by congestion<sup>1</sup>. Australian studies have also found significant trip time savings. The time saving available to motorcyclists is influenced by traffic regulation (tolerance of lane splitting) and the availability of bus lanes. Along with taxis and bicycles, motorcycles and scooters in New South Wales benefit from the legal use of most bus lanes. Accordingly, an extensive bus priority network can also significantly reduce motorcycle travel times.

In addition to reduced trip times for motorcyclists, a mode shift from cars to motorcycles may have congestion benefits for other road users. Research in the United Kingdom indicates that substitution of single occupant car trips by single occupant motorcycle trips can increase road network capacity<sup>2</sup>.

### 4.2 Land use

Motorcycles can make more effective use of road space and parking in the City's villages than cars.

Replacement of car parking space by scooter or motorcycle parking increases the vehicle parking capacity of the kerb. Five scooters or motorcycles can be parked in the space required for a car, effectively increasing parking available to serve local businesses and village centres. Most motorcycles or scooters can carry some luggage or shopping, and can be fitted with panniers to increase capacity. Improved accessibility may be beneficial for traditional shopping strips which face competition from malls offering on-site car parking.

### 4.3 Travel cost

Motorcycles and scooters can be a low cost alternative to cars. Although they are not a practical option for everyone, the City of Sydney has a relatively young population with a high proportion of singles and families without children. Many of these individuals can take advantage of the lower capital cost of motorcycles and scooters, which begin at approximately \$2,500 for an entry level 50cc scooter, or \$4,000 for a small motorcycle.

Typical fuel consumption for Australian motorcycles is 5.5L/100km, although many commonly available scooters achieve fuel consumption of 3L/100km or less. The financial advantages of motorcycles over cars are likely to increase in line with rising fuel prices.

While motorcycle costs are generally lower than cars, repair costs after relatively small incidents (such as a bike falling over) can be high relative to the purchase price. This underlines the need for parking facilities for motorcycles that are protected from inadvertent damage by other vehicles entering or leaving a parking space.

<sup>1</sup> Agence de l'Environnement et de la Maitrise de l'Energie, France, 2007

<sup>2</sup> Motorcycles and Congestion, Halcrow and UK Department for Transport, September 2005.

## The Barriers

### 5 Parking

*Lack of parking and vehicle security are key obstacles to those who ride, or would like to ride, a motorcycle or scooter.*

Lack of access to convenient motorcycle and scooter parking is a significant barrier to motorcycle and scooter use in the inner City. This issue was cited by more than one third of respondents to the City survey as a discouragement to motorcycle use.

The major barrier to general motorcycle use is ticket parking. Over time, the City will explore alternatives to ticket parking that do not disadvantage riders. Currently, however, the City relies on ticket parking to help manage demand for on-street parking and encourage a regular turnover of parking spaces. The requirement to display a ticket is a barrier to motorcyclists, who are at risk of having a ticket stolen, blown away or damaged by weather. Riders consequently do not have access to kerbside parking that other motorists take for granted.

To help address this, the City provides free dedicated on-street motorcycle parking spaces. This parking, which now numbers more than 600 spaces, is however mostly in select locations within the CBD. This means that riders are still effectively excluded from a large number of areas where there is ticket parking, yet little or no dedicated motorcycle parking. This includes areas such as Millers Point, The Rocks, Glebe Point Road, most of Pyrmont and Ultimo, and Oxford Street.

While it is important to extend the provision of dedicated motorcycle parking across the broader local government area, this can at best only be a partial response. Providing selectively located motorcycle parking is inherently less convenient than providing riders with equitable access to the extensive kerbside ticket parking spaces which are available to all other drivers.

#### 5.1 Resident and visitor parking

The City of Sydney has 32 resident parking precincts throughout the local government area. Residential parking schemes exempt resident vehicles from period parking restrictions provided they display a valid City of Sydney permit.

Motorcycles and scooters can securely display a residential parking permit because they bear the registration number of the motorcycle, and consequently these permits are of no use to thieves. However, motorcycle and scooter riders have been required to pay the same fee as car drivers, despite the smaller land area used by motorcycles.

Visitor parking permits however, which are available in some precincts such as Ultimo, Pyrmont, Glebe and Millers Point, cannot be used by motorcycle or scooter riders. Unlike resident parking permits, visitor permits are transferable between vehicles, and are extremely vulnerable to theft if displayed on a motorcycle. Visitor permit theft is common, and the resale value can be high in areas close to the CBD, such as Pyrmont and Millers Point. Consequently, visitors to such areas are advantaged if they chose to visit by car, rather than by scooter or motorcycle, as they can then use visitor permits to obtain unrestricted and free all day parking. Motorcycle riders who are unable to use visitor permits are also faced with the further burden imposed by the widespread use ticket parking in these areas which they cannot use. As a consequence, riders risk fines and many resort to informal parking on footpaths or in building recesses.

## 5.2 Marked parking bays

The use of marked parking bays can discriminate against the use of smaller vehicles in high demand inner-city neighbourhoods. If parking bays are marked, then the bays must be of a standard size, capable of catering for comparatively large vehicles. In practice, this significantly reduces the number of vehicles that can be accommodated within a given street, particularly in the inner city where smaller cars and motorcycles are more prevalent. Moreover, it is a parking offence under the Australian Road Rules for more than one vehicle to park in a marked parking bay. A motorcycle or scooter is therefore required to exclusively occupy a large marked bay to avoid the risk of being issued a parking fine, despite the inefficiency involved.

For these reasons the City of Sydney generally does not provide marked parking bays, although there are a small number of exceptions where this has been done due to specific local circumstances.

## 5.3 Tolls and tags

Tolls on the Harbour Crossings, Eastern Distributor and Cross City Tunnel were cited as a disincentive to ride by a number of motorcyclists who completed the City's survey, particularly given the free use of toll roads in Melbourne.

Current electronic tolling technology does not adequately accommodate the needs of riders and therefore discriminates against the use of motorcycles and scooters. While a number of e-tag holders have been designed or marketed, they are not as convenient or reliable as car-mounted tags, and remain vulnerable to theft and rain. Alternatively, riders are required to strap on e-tags to their arms for their entire trip, which is both inconvenient and uncomfortable. Where motorcycle riders are still able to use cash booths, such as on the Harbour Bridge, they are required to remove gloves and locate coins, which is inconvenient for the rider, and can delay following traffic. There appears to be little incentive on the part of tolling companies to address these issues.

## 6 Safety

*Motorcyclists are the most vulnerable group of road users.*

The rate of motorcycle fatalities per 10,000 registered motorcycles in Australia is approximately 4.5, which is higher than the OECD median, and comparable to the UK and Canada. Motorcycles constitute less than five percent of all registered passenger vehicles and account for less than one percent of vehicle kilometres travelled, yet motorcyclists account for almost 15% of Australian road fatalities. Per vehicle kilometre travelled, Australian motorcyclists are approximately 30 times more likely than a car occupant to be fatally injured, and 41 times more likely to sustain a serious injury<sup>1</sup>, making safety an important priority.

In 2007, 63 motorcyclists were fatally injured in NSW, and 239 nationally. The slight upward trend in deaths in NSW is similar to the national trend, although more serious increases have occurred in Queensland and Western Australia.

Motorcycle accidents account for an increasing proportion of road fatalities and injuries, up from 10.3% in 1998 to 14.8%. This is due in part to a downward trend in pedestrian and car passenger fatalities, while the number of driver fatalities remained steady.

In some jurisdictions it may be that a sizeable increase in the numbers of scooters and motorcycles on the road will raise car driver awareness, and could help reduce the rate of accidents attributable to other drivers. At present, however, increasing motorcycle use in Australia has led to a pro rata increase in accident numbers relative to distance travelled<sup>2</sup>.

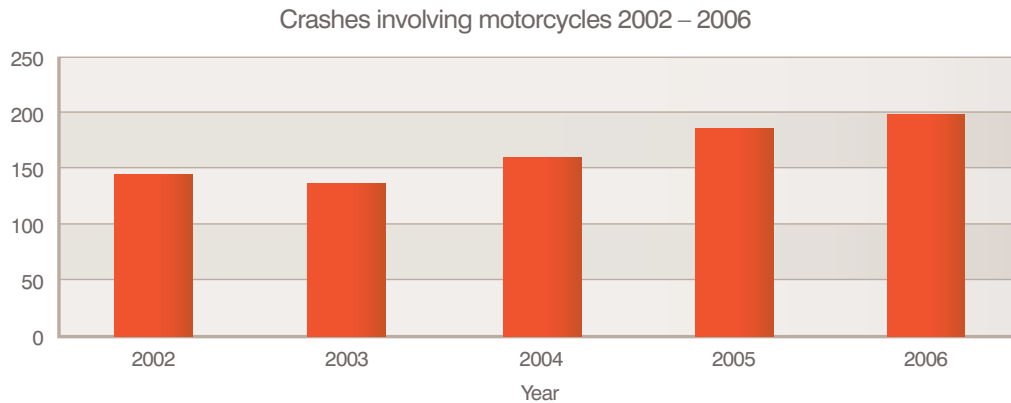


<sup>1</sup> Johnston, J., Brooks, C., Savage H., 2008 *Fatal and serious road crashes involving motorcyclists*. Department of Infrastructure, Transport, Regional Development and Local Government.

<sup>2</sup> Johnston et al. 2008

## 6.1 Crashes in the City of Sydney

The number of crashes involving motorcycles and scooters has increased between 2002 and 2006, with an average of 163 crashes per year. During this five year period, there were seven fatal crashes involving motorcycles.



Motorcycle crashes in the City of Sydney have significantly different characteristics to those in other areas. The most common crash involving a motorcycle and another vehicle in the City involves a vehicle turning right across the path of an oncoming vehicle.

In the case of multiple vehicle accidents in Australia between 1999 and 2003, responsibility was attributed to the driver in just under half of the cases, where the driver had usually failed to give way to the motorcyclist. Eleven percent of crashes were due to a driver pulling out of a driveway or from a parked position into the path of a motorcycle (Liz de Rome, *Positioned for Safety 2010*, Motorcycle Council of NSW, 2007). However, in the City of Sydney between 2002 and 2006, approximately two thirds (68%) of multi-vehicle accidents involving motorcycles were attributed to another vehicle, which typically failed to give way at an intersection.

Where only a motorcycle is involved, loss of control is the most common type of crash. While single vehicle accidents account for approximately 40% of all motorcycle fatalities nationally, they are less common in lower-speed urban environments. Approximately 21% of motorcycle crashes in the City of Sydney are single vehicle accidents.

Around 27% of motorcycle crashes in the City of Sydney involve young adults aged under 25.





## 7 Security

*Some motorcycles and scooters experience high rates of theft, and securing motorcycles is difficult.*

Motorcycle theft is a problem in NSW, with low recovery rates for stolen bikes. In 2006, the majority of stolen motorcycles were taken from a residential location, such as a house or driveway (69%). Fifteen per cent of motorcycle thefts occurred outdoors or in public spaces, such as streets and open car parks.

Unlike car theft, which predominantly affects older vehicles, most motorcycle and scooter thefts involve late-models. In particular, prestige scooters suffer high theft rates, although absolute numbers are small. Recovery rates vary between makes of motorcycle or scooter, but the NSW average in 05/06 was 32%, less than half the recovery rate of cars (72%). However, 47% of those taken from an outdoor or public space were recovered.

From July 2006 to June 2007, 136 motorcycles and scooters were stolen within the City of Sydney local government area<sup>1</sup>.

### 7.1 On-street security

Currently the dedicated on-street motorcycle parking locations in the City of Sydney do not provide anchor devices for securing motorcycles. Riders generally use security devices such as disc brake locks, chains, alarms and immobilisers. These devices are at best a deterrent, and cannot prevent the physical removal of the motorcycle.

Data tagging and other vehicle identification systems can assist in the recovery of a stolen vehicle, and a number of technologies are being developed to aid in the immobilisation and tracking of stolen motorcycles.

### 7.2 Off-street security

Off street locations such as commuter car parks usually provide high levels of security, because of the gate control and closed circuit television. However, unattended car parks, such as the basement levels of residential buildings, are generally open plan areas. They may not provide sufficient security for motorcycles or scooters if the car park security is breached, for example by tailgating legitimate residents.

<sup>1</sup> National Motor Vehicle Theft Reduction Council

# The Way Forward

## 8 Parking

*Motorcycle and scooter riders deserve fair access to on and off-street parking.*

*The City of Sydney will trial the provision of free parking by removing the unworkable requirement for motorcycles to display tickets in pay parking areas.*

The requirement to display a ticket in pay parking zones across the City of Sydney is arguably the most significant impediment to riders, who unlike car drivers do not have a secure dashboard in which to display a parking ticket, and therefore regularly risk being fined and often resort to parking on footpaths and in building foyers.

The City therefore proposes to provide motorcycle and scooter riders with equitable access to all the on-street pay parking spaces available to car drivers by trialling the removal of the requirement to purchase and display a parking ticket. Riders will still be required to comply with time restrictions and will face fines for overstaying limits, as do

other vehicles. This will give riders free access to the kerbside pay-parking locations available to car drivers, from which they are currently excluded, while at the same time ensuring an appropriate turnover of on-street parking spaces'.

The City will also continue to identify and install free dedicated motorcycle parking zones in specific on-street locations. For example, in response to specific needs or requests, particularly locations in small or less accessible sites that cannot feasibly be used by cars, or in locations where the provision of dedicated motorcycle parking can help achieve other road safety goals, such as maintaining visibility at intersections and near driveways. The provision of dedicated motorcycle parking can be supplemented with security devices, and can also reduce parking conflict between motorcycles and other vehicles, and protect motorcycles from inadvertent damage by other vehicles entering or leaving kerbside spaces.

### 8.1 Resident parking

Resident parking schemes allow residents to park without restriction in specified precincts provided they display a valid City of Sydney permit. To date, the fee for a motorcycle permit has been the same as that for any other vehicle. Given that motorcycles require only a small amount of parking space, the City will amend this requirement.

From July 1, 2008, permits for motorcycles and scooters will be charged at half the cost of the standard permit fee.

## 8.2 Visitor parking

Visitor parking permit schemes operate in Pyrmont, Ultimo, Glebe and Millers Point, and consideration is being given to the possibility of introducing visitor parking permit schemes across the local government area more generally, with the exception of the CBD.

The City will ensure that any new visitor parking permit schemes that are developed or introduced in the local government area cater fairly for motorcycle and scooter riders, and not just car drivers. Equally, the City will explore opportunities for reforming existing visitor parking permit schemes to ensure they can be used by riders.

In the meantime, to accommodate motorcyclists who are currently unable to securely display Visitor Permits, the City will provide dedicated motorcycle parking bays in suitable locations. Period restrictions may however be applied to such spaces during business hours to prevent monopolisation of these spaces by commuters, or by residents who are not eligible for a resident parking permit. In addition, riders who qualify for a resident parking permit may choose to use these dedicated bays where motorcycles are less prone to damage by cars. Permit holders will remain eligible to use any kerbside parking, including ticket parking, where resident parking exemptions apply.

## 8.3 Off-street parking

The City's planning controls provide strict criteria for determining the quantity and nature of parking facilities in new developments. The objectives for parking and access include the promotion of sustainable modes of transport such as walking, cycling and public transport, and in central Sydney, the planning controls currently require that at least 1 out of every 100 parking spaces is provided for motorcycle parking in new developments.

In reviewing its planning controls, the City will consider increasing the requirement for developers to allocate a minimum of one space to motorcycles and scooters for every 20 parking spaces provided.

## 9 Parking in central Sydney

*Competition for the limited road space in the CBD is extremely high. The City will provide fair access to parking for motorcyclists.*

The CBD is the economic, cultural and social heart of Sydney. The City of Sydney is committed to revitalising public streets and creating an attractive, diverse and liveable CBD where public transport use is prioritised and residents and visitors are encouraged to walk and cycle and to linger and enjoy public spaces, including plazas, shared zones and wide footpaths capable of accommodating outdoor dining.

The City's vision for a more liveable and sustainable core has been articulated in the Public Life and Public Spaces Study prepared by Gehl Architects. The City's long term strategy, Sustainable Sydney 2030, also proposes creation of new public spaces, green corridors, and public transport routes in the CBD.

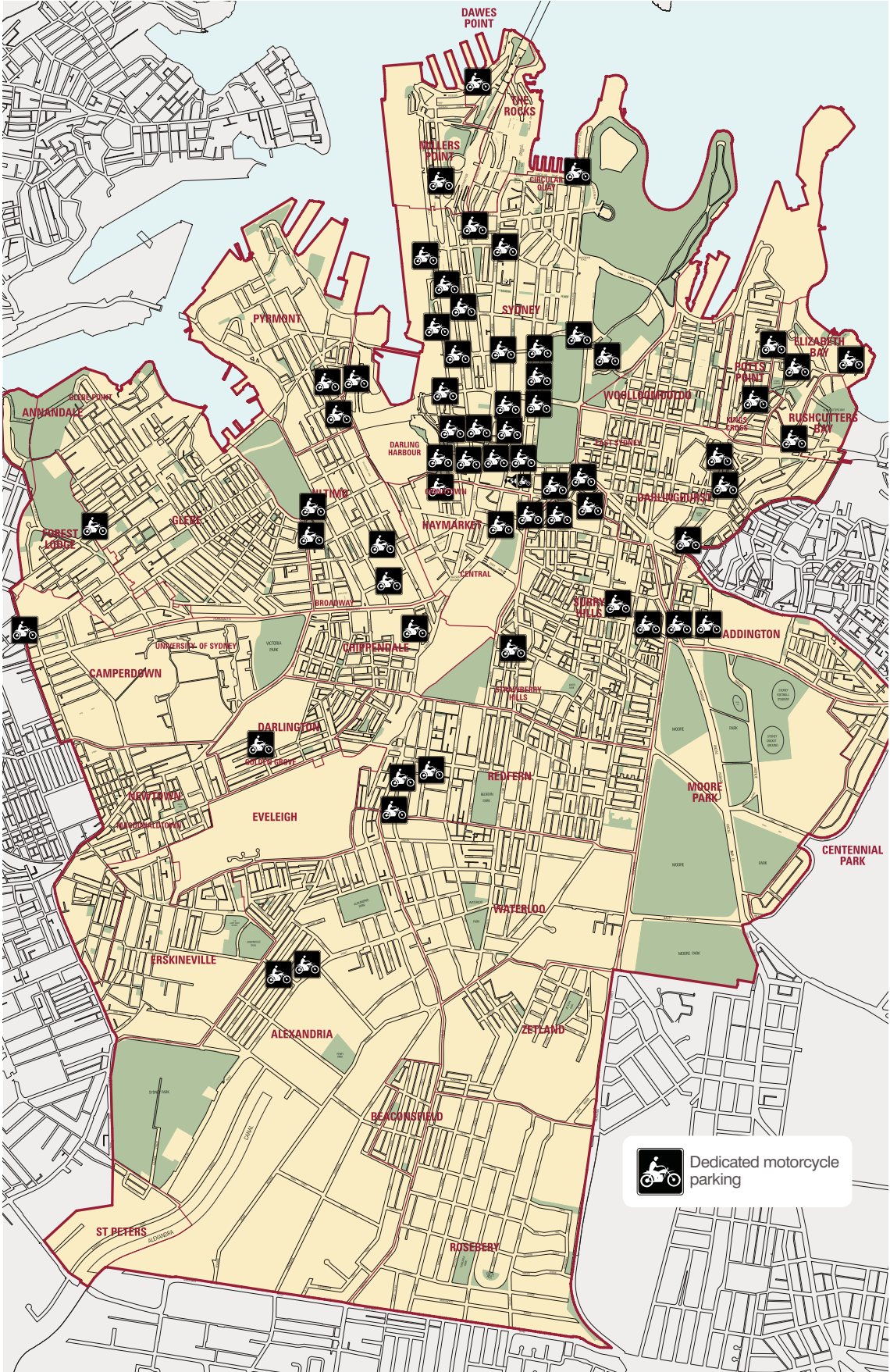
The allocation of motorcycle parking in the CBD will be sensitive to the City's goal of increasing pedestrian amenity and encouraging sustainable transport.

### 9.1 Long-stay parking

The limited amount of kerbside space in the CBD is in high demand for a wide range of uses necessary for the effective functioning of the city centre, in particular public transport facilities, such as bus services, light rail, taxi services, loading zones, as well as essential services and construction zones. These uses have priority over the parking requirements for general purposes. Moreover, much kerbside space cannot be used for parking, and is used for both pedestrian and vehicle movement and safety. Only a very limited amount of the remaining kerbside space is available for general vehicle parking during business hours, and this is generally dedicated to short term uses, such as the needs of clients and shoppers. Within this context, the City of Sydney has provided more than 500 free and dedicated motorcycle spaces in the CBD, most of which have been installed in the previous two years in response to rider requests. The majority of the dedicated motorcycle parking in central Sydney is currently unrestricted. Motorcyclists are now the only motorists with access to dedicated on-street commuter parking. All other on-street parking spaces available to general drivers are timed pay parking spaces for short stays. Car drivers wishing to commute to central Sydney must use off-street spaces. Despite the provision of more than 500 on-street commuter spaces, demand for further motorcycle parking is high and growing. Riders wishing to rely on on-street parking to commute are having to arrive earlier each morning to secure a space. It is not however feasible for the supply of on-street motorcycle parking to continue to grow at recent rates. Given the competing demands for the allocation of the limited kerbside parking and the growth in motorcycle usage, it is not possible to continue to increase the supply of parking and to remain ahead of demand for free unrestricted parking on the streets of central Sydney.

The extensive provision of on-street commuter parking for motorcycles also caters poorly for riders who require short-stay parking: no spaces are typically available after 8am and there is very little turnover before 5pm. Riders wishing to visit the CBD during business hours for short stay purposes are forced to seek off-street parking even for brief stops or to park illegally and risk being fined. This is inconvenient and contrary to the general principle that commuter parking is best provided off-street, while short stay parking is best accommodated on-street, close to a motorist's destination. The removal of the requirement for riders to display a ticket will make available a sizeable amount of short stay parking space for use by riders. Dedicated and long-term parking will continue to be provided for motorcyclists. The City will also continue to review the appropriateness of parking restrictions, and ensure new parking arrangements are accessible to motorcycles and scooters. Given it is not possible to accommodate continuing growth in demand for on-street commuter parking for motorcycles and scooters, the City will seek to accommodate future demand through off-street parking facilities. The City will provide discounted commuter parking in secure parking stations, such as Goulburn Street Parking Station, which currently offers motorcycle parking spaces with CCTV surveillance for \$6 per day.

# ATTACHMENT A



Dedicated on-street parking in the City of Sydney.

## 9.2 Footpath parking

As a result of the unsuitability of ticket parking spaces for motorcycles, and the high demand for untimed commuter spaces, many riders resort to parking motorcycles on footpaths. Permission to park on footpaths is also a common theme of requests from riders to the City and to the State Government.

Under the Australian Road Rules, parking on footpaths is not permitted, and vehicles can be infringed for parking on a designated footpath or in an area that accommodates pedestrians as one of its main uses. In Victoria, the Australian Road Rules were adopted with a number of variations, including provisions to allow motorcycle parking on footpaths. Parking is permitted provided that motorcycles do not obstruct pedestrians, park in private forecourts, or park on footpaths where motorcycle parking is expressly prohibited.

The physical conditions which allow footpath parking in Melbourne differ from those found in Sydney. Whereas Melbourne's road reservations are 30-40m in width across much of the CBD, most reservations in Sydney are 20m, and footpaths are generally no more than 3.6m wide. In Melbourne, the Victorian Motorcycle Advisory Council recommends that motorcycles are parked at least one vehicle length from the building line, and at least one wheel diameter from the kerb. This maintains access to the building line for vision-impaired pedestrians. A motorcycle parked in compliance with these guidelines on a typical Sydney footpath would frequently obstruct the main travel path for pedestrians, or obstruct secondary pedestrian spaces such as near street trees or street furniture.

Footpath motorcycle parking also has the potential to conflict with the strategic goals outlined in the Sustainable Sydney 2030 plan. Improving the public domain and the experience of outdoor life in the CBD will require increased pedestrianisation, reduced footpath clutter, higher standards of urban design and measures to reduce the noise and amenity impact of motor vehicles. The City has already begun working to achieve these goals by rationalising signage on the footpath and developing a trial system of on-street markings for parking controls.

The City's proposed changes to ticket parking will provide a convenient alternative to footpath parking, and will reduce the incidence of unauthorised footpath parking in central Sydney. In addition, the trial of secure anchor points in inner neighbourhoods will provide motorcyclists with a safe alternative to locking bikes against poles or fences.

## 9.3 Motorcycle couriers

Motorcycle couriers serve an important function in the CBD and inner suburbs, however they are not permitted to use loading zones and they cannot access existing motorcycle parking spaces in central Sydney, which are fully occupied by commuters from early morning until late in the day. As a result, motorcycle couriers continually risk fines.

The legislative restrictions on motorcycle access to loading zones are outdated and in need of reform. Currently, only three-wheeled motorcycles are allowed to use loading zones, yet such vehicles are no longer used for loading purposes, and sidecars are effectively a novelty owned by a very small number of motorcycle enthusiasts. Accordingly, the City will ask the Roads and Traffic Authority to amend the regulations to allow two-wheeled courier motorcycles to use loading zones.

In the interim, the City's exemption of motorcycles from the need to purchase and display a ticket parking will improve courier access to parking in areas close to their delivery or pick-up destination, and reduce the incidence of illegal parking by couriers on footpaths or within building forecourts.

## 9.4 Design of motorcycle parking

Where new dedicated motorcycle parking spaces are installed in the City of Sydney, the location will be chosen to maximise convenience for riders, ensure safety of all road users and pedestrians, and avoid negative impacts on surrounding land uses (eg outdoor dining).

The City will investigate locating dedicated scooter or motorcycle spaces at the ends of car parking bays or loading zones next to kerb extensions, as well as near corners where scooters or motorcycles will not interfere with sightlines of drivers or pedestrians.

In some locations, unrestricted motorcycle and scooter parking can be used in place of 'no stopping' restrictions, to improve road safety for all road users. For example, short spaces between driveways are typically signposted as 'no stopping' to ensure sightlines for pedestrians and exiting vehicles. However, despite 'no stopping' restrictions, such sightlines are often obstructed by illegally parked vans and cars. Replacing 'no stopping' restrictions with dedicated motorcycle parking is a way of permanently securing sight lines and preventing large vehicles from parking. This practice has recently been used successfully by the City in a number of locations.

The City of Sydney has also undertaken a preliminary investigation of the potential option of creating additional motorcycle parking on the departure side of signalised intersections, within the 20m zone currently mandated as No Stopping. The City will continue to liaise with the RTA to determine the feasibility of this proposal.

## 9.5 Other parking opportunities

A number of locations within central Sydney are effectively unused spaces where the City will consider options to provide dedicated motorcycle parking.

One such parking opportunity was identified at Circular Quay East, where the City has installed a shared zone. Parking in this location assists employees of Sydney Ferries who arrive before public transport services are available.

The City will identify additional unused spaces where motorcycle parking may be appropriate, and where this does not conflict with pedestrians or disabled access, or detract from amenity of the area. In some cases, these areas are already used for de facto parking and are on private land. The City will consult with the landowner and surrounding residents and businesses with a view to formalising parking in these locations.





## 10 Encouraging sustainability

*The City will promote adoption of cleaner motorcycles and scooters, including electric vehicles.*

The environmental advantages of motorcycles relative to cars include lower greenhouse emissions per passenger kilometre and lower space requirements for parking, which is scarce in inner Sydney. However there are opportunities for significantly improving the environmental performance of the Australian motorcycle fleet.

### 10.1 Promoting emissions standards

Many motorcycles and scooters available domestically meet the most stringent emissions standards imposed in overseas markets, such as those imposed in the European Union and Japan. However many riders are unaware that no emissions standards apply in Australia, and that this enables the importation of motorcycles and scooters that do not incorporate the pollution-control technology required for sale in Europe and parts of East Asia.

By advocating the introduction of national motorcycle emissions standards and encouraging prospective motorcycle or scooter riders to choose modern Euro-3 compliant motorcycles, the City can help to foster a greener motorcycle and scooter fleet. The inclusion of motorcycles in the Green Vehicle Guide will also encourage the uptake of cleaner motorcycles and scooters, and will enable prospective buyers to make more informed choices.

### 10.2 Hybrid and electric scooters

Electric and hybrid petrol-electric scooters, which have recently become available, have the potential to dramatically reduce air pollution, greenhouse gas emissions and noise levels.

In order to encourage the development of hybrid and electric scooters, the City will investigate the potential to trial electric vehicle charging points that could be used by cars and scooters. A number of international cities, including London, have already installed a network of on-street electric recharge points, and the technology is now commercially available.

## 11 Motorcycle security

*Motorcycles and scooters can be easily lifted and stolen. The City will trial measures to provide secure parking for motorcycles, both on and off the street.*

### 11.1 Off-street secure parking

Riders of valuable or vulnerable motorcycles have the option of off-street parking in commercial CBD parking stations, which generally offer very high security, including CCTV.

The City of Sydney operates the Goulburn Street Parking Station, which offers motorcycle parking spaces for \$6 per day. These spaces are already protected by CCTV.

The City will investigate the feasibility of installing an additional locking rail or fastening point to further increase security. The City will also investigate the installation of lockers of an adequate size to securely store motorcycle jackets, helmets and protective footwear.



### 11.2 On-street secure parking

The provision of fastening points improves the on-street security of motorcycles and scooters. Fastening options range from rails or posts to retractable ground anchors in the parking surface.

The City will investigate and trial an on-street locking point. Potential designs and a trial location will be chosen to be consistent with pedestrian and rider safety, ease of maintenance, and a high quality streetscape. Suitable trial locations could include Circular Quay under the rail viaduct, Drutt Street, or Waratah Street Rushcutters Bay, where a number of smaller motorcycles have been reported stolen.

If the trial is successful, the City will extend security measures to additional public parking locations to provide riders with greater choice. Priority will be given to those parking spaces which do not have current time restrictions. The City will also assess rider demand for fastening points at timed parking locations.



## 12 Tolls

*The City will advocate for fair and convenient payment options for riders.*

The use of e-tags on motorcycles remains inconvenient and problematic for many riders, and there is a clear need to adopt a better e-tolling or charging system for motorcycles.

In Melbourne motorcyclists are not tolled on motorways, and motorcyclists in London do not pay the Congestion Charge. However, in Sydney motorcyclists pay the same fee as cars. Riders at toll booths must stop, remove their gloves, retrieve coins or notes, and then replace their gloves before resuming their journey. The delay is frustrating both for riders and following drivers.

E-tag systems could overcome this inconvenience, but tag technology has not been developed with motorcyclists in mind. In some cases, riders must wear an armband to secure a tag, which is less convenient than a vehicle-mounted tag, and is easily lost or forgotten. It does not represent a fair long-term solution for motorcyclists.

The City will advocate for a more convenient and equitable tolling arrangement for motorcyclists.



## 13 Safety

*The City continues to promote low risk driving and riding, and will consider motorcyclists in all aspects of managing local roads.*

The City is developing a *Road Safety Strategy* and has annual *Road Safety Action Plans* to implement road safety programs aimed at all road users. Motorcycle and scooter safety programs are considered in the development of all road safety plans.

The rate of motorcycle accidents involving other vehicles may decrease as car drivers respond to motorcycle awareness messages, and learn to expect scooters and motorcycles.

The City currently undertakes road safety education programs for drivers in relation to scooter and motorcycle riders, and participates in road safety education programs run by other organisations, including the Motorcycle Council of NSW (MCCNSW). In developing its *Road Safety Strategy*, the City will also consider the recommendations of the Motorcycle Council's strategic plan, *Positioned for Safety 2010*.

### 13.1 Designing for safety

The City of Sydney is responsible for the design, maintenance and repair of local and regional roads. Local roads are resheeted on a regular cycle, and surface defects are repaired promptly when identified. Any identified safety hazards can be reported to the City of Sydney's 24-hour Customer Service Centre. Road maintenance or resheeting by the City or its contractors is compliant with relevant engineering standards, including Austroads Guide to Traffic Engineering Practice Part 15 – Motorcycle Safety. Part 15 covers issues of road design and maintenance practices that affect scooters and motorcycles.

So-called 'road furniture' can affect motorcyclist safety in some accidents. The City of Sydney supports research into improving the safety requirements for motorcyclists and scooter riders and will implement any changes to the Austroads Guide to Traffic Engineering Practice Part 15 – Motorcycle Safety and will also respond to Technical Directions from the Roads and Traffic Authority.

The City will also identify crash barriers on local or regional roads within the local government area that may cause increased risks for motorcyclists and scooter riders. The City notes the need for further research to quantify the risks and benefits posed by different forms of safety barriers, and will support changes consistent with international best practice and road safety research findings.

### 13.2 Training

Training for scooter and motorcycle riders is a proven safety initiative. In NSW, compulsory rider training was introduced for new license applicants in 1990, but training for existing riders is voluntary.

BikeSafe and ScooterSafe-London are rider education programs for motorcyclists and scooter riders, provided by London's Metropolitan Police, the City of London Police and Transport for London. This initiative has contributed to reducing the number of riders killed or injured since 2003.

The City will co-operate with the Roads and Traffic Authority and consider training opportunities that can be provided by the City.

# Action Plan

## 13.3 Motorcycle parking & tolls

	Action	Responsibility	Implementation Timeframe
1.1	Allow motorcycles to park free of charge in Ticket Parking zones without a ticket, subject to compliance with time restrictions.  Review after one year to assess compliance with parking restrictions and impact, if any, on other short stay parking.	Parking Services	Short term
1.2	Provide free dedicated motorcycle parking in appropriate locations.	Traffic Operations	Ongoing
1.3	Introduce differential prices for residential parking permits that reflects the environmental impact of vehicles, including motorcycles.	Transport Strategy	Short term
1.4	Provide discounted commuter parking for motorcycles in secure City parking stations.	Parking services	Short term
1.5	Explore alternatives to Ticket Parking that do not discriminate against motorcycles.	Parking services	Medium term
1.6	Develop visitor permit parking schemes that can be used by riders.	Transport Strategy	Long term
1.7	Advocate reform of regulations preventing motorcycle couriers from using Loading Zones.	Transport Strategy	Short term
1.8	Review the parking provisions in the City Plan Local Environmental Plan to further encourage provision of secure on-site motorcycle and scooter parking in residential and commercial developments.	City Plan Development	Ongoing
1.9	Liaise with the RTA to investigate feasibility of motorcycle parking on the departure side of intersections.	Traffic Operations	Ongoing
1.10	Advocate for fairer and more convenient toll-payment options for motorcycles.	Transport Strategy	Short term

## 13.4 Road safety

	Action	Responsibility	Implementation Timeframe
2.1	Include road safety programs for motorcyclists and scooter riders as part of the City's Road Safety Strategy and Action Plans.	Road Safety Team	Ongoing
2.2	Investigate opportunities to contribute to improved rider education and training.	Road Safety Team	Ongoing
2.3	Promote improved motorcycle awareness by drivers in the City of Sydney.	Road Safety	Ongoing
2.4	Ensure well-maintained road surfaces and respond promptly to reports about deficiencies.	City Infrastructure	Ongoing
2.5	Identify and rectify any crash barriers or potential hazards on local or regional roads within the City which may present dangers to motorcyclists.	City Infrastructure	Ongoing

## 13.5 Security

	Action	Responsibility	Implementation Timeframe
3.1	Trial on-street devices for securing motorcycles.	City Infrastructure	Mid term
3.2	Investigate secure fastening points and gear lockers for motorcyclists at Goulburn Street Car Park.	Parking Services	Ongoing

## 13.6 Encouraging sustainability

	Action	Responsibility	Implementation Timeframe
4.1	Advocate for the inclusion of motorcycles in the Green Vehicle Guide.	Transport Strategy	Short term
4.2	Advocate for the adoption of national emissions standards for motorcycles.	Transport Strategy	Short term
4.3	Promote electric motorcycle and scooter use of as part of the City's promotion programs, such as Live Green.	Events and Marketing	Ongoing
4.4	Investigate the installation of a trial electric vehicle charging point.	Parking Services	Mid term

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# ATTACHMENT A

**MOTORCYCLE  
AND SCOOTER  
STRATEGY  
AND ACTION PLAN  
2008 - 2011**

**CONSULTATION  
DRAFT**

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# ATTACHMENT A