

Deep Dive Review

Choose one of the following: (Gate 0 Project Justification, Gate 1 Strategic Assessment Gateway Review, Gate 2 Business Case Gateway Review, Gate 3 Pre-tender Gateway Review, Gate 4 Tender Evaluation Gateway Review, Gate 5 Pre-commissioning Gateway Review, Gate 6 Benefits Realisation Gateway Review, Health Check, or Deep Dive Review)

Project:	Bowral Town Centre Distributor Road (Station St Upgrade) Project
Sponsor Agency:	Infrastructure NSW (Restart NSW)
Agency Head:	Jim Betts
Program:	
Delivery Agency:	Wingecarribee Shire Council
Delivery Agency Head:	Ann Prendergast, General Manager
Asset Owner/ Operator Agency:	Wingecarribee Shire Council
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Status of Report:

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Review Dates:

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GLOSSARY

Term	Definition
Capital project	<p>A project primarily comprised of one or more of the following elements:</p> <ul style="list-style-type: none"> ▪ Infrastructure ▪ Equipment ▪ Property developments <p>Operational technology that forms a component of a capital project</p>
CEO	Chief Executive Officer
Delivery Agency	The Government agency tasked with developing and / or delivering a project applicable under this Framework and the NSW Gateway Policy.
Equipment	The necessary assets used on or to support an infrastructure system and can include fleet and rolling stock.
ECI	Early Contractor Involvement
ETC	Estimated Total Cost
FBC	Final Business Case
Gate	Particular decision point(s) in a project/program's lifecycle when a Gateway Review may be undertaken.
Gateway Review	<p>A Review of a project/program by an independent team of experienced practitioners at a specific key decision point (gate) in the project/program's lifecycle.</p> <p>A Gateway Review is a short, focused, independent expert appraisal of the project/program that highlights risks and issues, which if not addressed may threaten successful delivery. It provides a view of the current progress of a project/program and assurance that it can proceed successfully to the next stage if any critical recommendations are addressed.</p>
Health Check	Independent Reviews carried out by a team of experienced practitioners seeking to identify issues in a project/program which may arise between Gateway Reviews.
Infrastructure	The basic services, facilities and installations to support society and can include water, wastewater, transport, sport and culture, power, policy, justice, health education and family and community services.
PBC	Preliminary Business Case
Program	<p>A temporary, flexible organisation created to coordinate, direct and oversee the implementation of a set of related projects and activities in order to deliver outcomes and benefits related to the organisation's strategic objectives. A program is likely to be longer term and have a life that spans several years. Programs typically deal with outcomes; whereas projects deal with outputs.</p> <p>Projects that form part of a program may be grouped together for a variety of reasons including spatial co-location (e.g. Western Sydney Infrastructure Program), the similar nature of the projects (e.g. Bridges for the Bush) or projects collectively achieving an outcome (e.g. 2018 Rail Timetable).</p> <p>Programs provide an umbrella under which these projects can be coordinated.</p> <p>The component parts of a program are usually individual projects or smaller groups of projects (sub-programs). In some cases, these individual projects or sub-programs may have a different Project Tier to the overall program.</p>
Project	<p>A temporary organisation, usually existing for a much shorter duration than a program, which will deliver one or more outputs in accordance with an agreed business case. Under the IIAF a capital project is defined as infrastructure, equipment, property developments or operational technology that forms a component of a capital project.</p> <p>Projects are typically delivered in a defined time period on a defined site. Projects have a clear start and finish. Projects may be restricted to one geographic site or cover a large geographical area, however, will be linked and not be geographically diverse.</p> <p>A particular project may or may not be part of a program.</p> <p>Where a project is delivered in multiple stages and potentially across varying time periods it is considered a 'complex project'. Refer to the definition for 'complex project'.</p>
Review Team	A team of expert independent reviewers, sourced from the Expert Reviewer Panel engaged by Infrastructure NSW to undertake a Gateway Review, Health Check or Deep Dive Review.
SBC	Strategic Business Case
Senior Responsible Officer	The delivery agency executive with strategic responsibility and the single point of overall accountability for a project/program. Refer to Attachment B for further detail.
SRO	Senior Responsible Officer

EXECUTIVE SUMMARY

In peak periods, key roads within the Bowral Town Centre experience significant traffic congestion, particularly Bong Bong St (the main street for the Bowral retail area while at the same time serving as a north-south thoroughfare) and Station St (the main access point for the Bowral train station and a key feeder for north-south vehicle movements). At the same time, other streets are under-utilised due to restrictions placed on traffic movements at key intersections (for example, limitations on access to Station St from Bundaroo St), forcing traffic onto neighbouring streets and further exacerbating congestion in those areas. Both congestion and avoidance have a consequential negative impact on the commercial viability of businesses in those areas.

The Wingecarribee Shire Council (the Council) has assessed a number of options for relieving traffic congestion and re-invigorating under-utilised roads to support the Town's future economic growth and determined that the upgrading of Station Rd to four lanes delivers the most network efficiency benefits. The Review Team believes that the project as currently scoped is a very well considered and appropriate solution, has considerable merit and should be expedited.

In this regard, the Council has modified the scope in certain respects from that documented in the Restart NSW Funding Deed in response to community concerns, to address changes in design standards or to implement enhancements developed during detailed design. Key scope changes are:

- Removal of the pedestrian over-rail bridge adjacent to the Wingecarribee St bridge

The Council has identified as a near term priority project the duplication of the Wingecarribee St rail overpass and signalisation upgrade to facilitate more efficient traffic movements at the Station St intersection and thereby improve the north-south distribution function of Station St. As this project would incorporate a pedestrian path/cycleway, construction now of the proposed free-standing pedestrian bridge would not represent a value for money investment. The Review Team supports removal of the pedestrian bridge from the project scope.

However, Sydney Trains does not support the Council's proposal to access the station platform as an interim public thoroughfare until such time as the bridge duplication is undertaken. As an alternative measure not impacting Sydney Trains and potentially offering greater pedestrian safety, the Review Team has suggested signalisation of the Wingecarribee St – Kirkham Rd intersection to enhance pedestrian access and safety. The Council has indicated a willingness to further explore this option.

- Amendments to the location and/or number of car parking spaces provided in response to adjustments to the route alignment required for safety and/or service performance, the preservation of significant trees previously earmarked for removal, road safety considerations or other issues identified through detailed design. Overall, the current scope provides for ten less car parks in the Station St/Kirkham Rd precincts than the Deed scope, but with significantly better streetscaping outcomes (and the project has prompted the Council acquisition of a Town Centre site that will provide a further 50 parks). The more significant changes are highlighted below:
 - removal of 24 spaces on the service road between Bowral St and Banyette St to enable the retention of significant trees

- removal of 20 spaces between Banyette St and Boolwey St that would have blocked driveways to commercial premises
- additional 25 spaces in the car park adjacent to the old Co-op facilitated by changes to the road alignment (to improve traffic operational performance)
- additional 16 spaces on Station St between Boolwey St and Wingecarribee St during off-peak
- removal of 5 spaces under the Pin Oaks opposite the station to retain more trees and to accommodate new road alignment to fit slip lane into roundabout
- removal of 21 spaces on Kirkham Rd outside the station to accommodate a change from perpendicular to parallel parking to resolve safety issue identified in detailed design stage
- additional 24 spaces on the western side of Kirkham Rd to compensate
- Significant enhancement of the performance of the northern roundabout by the addition of a bypass (slip) lane on the north-bound carriageway
- Installation of traffic lights at the Boolwey St – Station St intersection delayed until this section of road is opened to four lanes. It is currently intended that the upgrading of Station St will be undertaken in sequence to minimise disruptions. The lights will not be installed ahead of the upgrading of the relevant section of road given that the existing roundabout is functioning efficiently. That is, this is a timing issue rather than a material scope change.
- Minor adjustment to the geometry of the Bowral St roundabout in recognition of the reticence of the long-term owners of an adjacent property to sell their property at this time.
- Minor adjustments to road alignment (for example, with the service road in the vicinity of the old co-op building) to enhance lines of sight and improve road performance
- Significant retention of existing trees, with 72 significant trees now being preserved and the additional planting of 96 mature trees along the length of the upgraded road.

The Review Team considers that, overall, the changes to scope have enhanced the value for money proposition offered by the project and that the current scope is in line with the community and economic outcomes as described in the original application for funding. In particular, the Review Team notes the Council's advice that traffic modeling has confirmed that the inclusion of the north-bound bypass (slip) lane at the northern roundabout has enhanced the overall network performance and thereby better satisfies all of the project objectives as documented in the funding submission:

- *Reduce congestion within the Bowral Town Centre*
- *Provide efficiency improvements and facilitate access throughout the Town Centre*
- *Significantly reduce North/South through traffic from the Town Centre*

- *Provide opportunities to provide better access to public transport throughout and within the Town Centre*
- *Increase capacity within an expanding Town Centre providing direct access to growth locations and employment growth opportunities*
- *Release latent road capacity in currently under-utilised local side streets due to providing safe and efficient access to the Distributor Road which will also make land holdings more viable as commercial development sites on the side streets*
- *Support the continued success of the Bowral economy as the driver to growth across the Southern Highlands*
- *To provide a road that will be a viable Classified Regional Road (meeting RMS approval)*
- *To ensure that the primary movement function of the Bowral Town Centre Distributor Road is preserved over the long term by ensuring that on-street parking (in particular) is limited and controlled as outlined in the adopted Bowral Parking, Traffic and Transport Strategy.*

Further, the revised scope provides for an enhanced environmental outcome with the preservation of additional significant tree specimens and the planting of further mature trees. A quid pro quo for the retention of more trees has been the further (minor) loss of car parking bays. The Review Team considers that this to be insignificant in comparison to the network benefits discussed above.

In the context of the foregoing, the Review addresses each of the issues raised in the correspondence to the Chair, Infrastructure NSW, from Bowral resident Mr Peter Edwards and the Review Team is satisfied that the solutions developed by the Council in relation to those matters are appropriate in the circumstances.

The Review has identified two key risks (in particular) to the successful implementation of the project that need to be addressed as a matter of priority:

- the resolution of concerns held by Sydney Trains around encroachment of the project on the heritage value of the station precinct and the loss of parking available to commuters in the station vicinity. Failure to satisfactorily resolve these matters in a timely manner will compromise the rail property acquisition that is critical for the continuation of the project. This is a “drop dead” issue for the project.
- the appropriate level of resourcing to enable efficient and effective management of the project

The Review Team has made several key recommendations as encapsulated below:

- Council to re-engage with Sydney Trains as a matter of urgency to expedite land acquisition in the station precinct. This will necessitate discussion around heritage and commuter parking.
- Council not to proceed with tenders for project construction (with the exception of Kirkham Rd works) until agreement is reached with Sydney Trains.

- Council to proceed with the installation of car parking, footpaths and associated lighting on Kirkham Road as a matter of priority.
- Council to explore the potential to install a new signalised pedestrian crossing at the Wingecarribee St – Kirkham Rd intersection, with installation (if technically viable) to be undertaken in parallel with the Kirkham Rd reconstruction works
- Appropriate Change Management provisions to be included in the formal agreement with Public Works Advisory for project management.

Overall, the Review Team considers that the Station Street Upgrade Project continues to be competently managed by the Council and that both scope and design offer a scheme that is consistent with the community and economic outcomes set forth in the original application for funding. However, there are several important matters as identified above that have the potential to compromise successful delivery of the project and these need to be appropriately addressed by Council as a matter of priority.

SUMMARY OF REVIEW FINDINGS

The Review Team's **OVERALL** level of confidence that the project is being effectively developed and delivered in accordance with the Government's objectives is:

MEDIUM

Where the overall development and delivery confidence rating is defined as:

High	Successful delivery of the project to time, cost and quality appears highly likely and there are no major outstanding issues that at this stage appear to threaten the successful delivery.
Medium	Successful delivery is feasible but significant issues exist which require timely management attention.
Low	Successful delivery of the project is in doubt, with major risks or issues apparent in a number of key areas. Urgent additional action is needed.

The Review Team's Ratings for the prescribed key focus areas are:		No. of Recommendations		
		Critical	Essential	Suggested
1. Service Delivery	Satisfactory	2	3	1
2. Affordability and Value for Money	Satisfactory			1
3. Sustainability	Strong			
4. Governance	Satisfactory		1	
5. Risk Management	Satisfactory		1	
6. Stakeholder Management	Satisfactory			
7. Change Management	Strong		1	
8. Other Matters	-			
TOTAL		2	6	2

Where the key focus areas are rated to appraise how the topic has been addressed or considered by the project team and what risk it poses to the development/delivery confidence according to the following rating definitions:

Strong	There are no major outstanding issues that at this stage appear to threaten delivery.
Satisfactory	There are issues that require timely management attention.
Weak	There are significant issues in this key focus area that may jeopardise the successful delivery of the project.

Where each recommendation of the Review Team is rated according to its urgency and criticality:

Suggested	The recommendation is not considered critical or urgent but the project may benefit from the uptake of this recommendation.
Essential (Do By)	The recommendation is important but not urgent. The project team should take action before further key decisions are taken. 'Clearance of Gateway' will not be provided by Infrastructure NSW until a plan of action in response to this recommendation has been approved by Infrastructure NSW.
Critical (Do Now)	This item is critical and urgent. The project team should take action immediately. "It means fix the key problems fast, not stop the project" 'Clearance of Gateway' will not be provided by Infrastructure NSW until this recommendation has been actioned.

BACKGROUND

Project Name:	Bowral Town Centre Distributor Road (Station St Upgrade) Project
Program Name:	Restart NSW
Description of project scope:	<p>The project scope as presented to Infrastructure NSW in the Wingecarribee Shire Council (Council) submission for grant funding under the Illawarra Infrastructure Fund involved:</p> <ol style="list-style-type: none"> i. the construction of a 2.2 km four lane carriageway connecting the northern and southern approaches to Bowral township from Mittagong and Moss Vale (respectively) and utilising the existing Station St road reserve and certain lands between Station St and the north-south rail line; and ii. the upgrade of Kirkham Rd immediately to the west of the rail line to provide formal safe parking for rail commuters and town centre patrons. <p>Key scope elements were:</p> <ul style="list-style-type: none"> • three project stages – <ul style="list-style-type: none"> ○ Stages 1 and 2 from Victoria St in the north to Bowral St in the south (now referred to as the current Stage 1 project); and ○ Stage 3 from Bowral St south to Links Road. With limited funding available for projects under the Illawarra Infrastructure Fund, Stage 3 (now referred to as the future Stage 2 project) was not approved for funding at this time. Any future funding will be subject to funding availability. • new roundabout at the intersection of Station St, Bong Bong St (Bowral’s main street), Bundaroo St and Mittagong Rd • upgraded roundabout at the intersection of Station St and Bowral St • signalisation of the Station St/ Boolwey St intersection • creation of offset railway commuter parking in Kirkham Rd in the vicinity of the station • formalisation of car parking on the railway side of Kirkham Rd south of the station • construction of a pedestrian/cycleway bridge over the railway line immediately south of the Wingecarribee St rail overpass

<p>Objectives and intended outcomes of the project:</p>	<p>The project has the following objectives:</p> <ul style="list-style-type: none"> • reduce congestion within the Bowral Town Centre • provide efficiency improvements and facilitate access throughout the Town Centre • significantly reduce north-south through traffic from the Town Centre • provide opportunities to provide better access to public transport throughout and within the Town Centre • increase capacity within an expanding Town Centre providing direct access to growth locations and employment growth opportunities • release latent road capacity in currently under-utilised local side streets by providing safe and efficient access to the Distributor Road and thereby enhance the viability of currently marginalised commercial development sites • support the continued success of the Bowral economy as the driver to growth across the Southern Highlands • ensure that the primary movement function of the Bowral Town Centre Distributor Road is preserved over the long term by limiting and controlling on-street parking as outlined in the <i>Bowral Parking, Traffic and Transport Strategy</i>. • facilitate the reclassification of Station St as a Classified Regional Road (meeting RMS approval), thereby enabling the main Town Centre access corridor (Bong Bong St) to be reclassified to local road. Reclassification of Bong Bong St will remove current restrictions on implementation of innovative improvements to public transport access, streetscapes and tourism amenity.
<p>Agency priorities driving the project:</p>	<p>The project aligns with several key policy frameworks:</p> <ul style="list-style-type: none"> • the <i>NSW Government's 2021 Masterplan Regional Action Plan (2012)</i>, in particular: <ul style="list-style-type: none"> ○ Goal 3: drive economic growth in regional NSW ○ Goal 7: reduce travel times ○ Goal 20: build liveable town centres • <i>Wingecarribee Shire's Economic Development Strategic Plan 2008-2026</i>

	<ul style="list-style-type: none"> • <i>Bowral Parking, Traffic and Transport Strategy</i> <p>The project also supports Council initiatives to distribute commercial development activity to a broader area within the Town Centre precinct, as recommended in the <i>Wingicarribee Retail Analysis Report 2006</i>.</p>
<p>Summary of the proposed benefits from the project:</p>	<p>The project will:</p> <ul style="list-style-type: none"> • strengthen mobility and distribution through the Town Centre by alleviating traffic congestion to ensure that Bowral remains functional, productive and a desirable destination • provide wider network efficiency improvements, enhancing mobility across the local area • provide road capacity to accommodate future growth • indirectly facilitate access throughout the Town Centre via the high capacity traffic controls at each end of the Town Centre • improve public transport connections • enhance the viability of currently marginalised commercial development sites • provide more efficient north-south connectivity

Primary Purpose of the Gateway Review



**The Review Team Recommendations are listed in Appendix A.
The people interviewed by the Review Team are listed in Appendix B.
The documents reviewed by the Review Team are listed in Appendix C.**

REVIEW METHODOLOGY

Review Team’s Approach to the Review

This Gateway Review is being conducted in-line with the NSW Gateway Policy, and the Infrastructure Investor Assurance Framework (IIAF) for Capital Projects.

The purpose of this Gateway Review is to provide an independent peer review that assesses the development and delivery confidence of this project at a point in time in the project’s phase of development and delivery. This Report includes recommendations from the Review Team intended to enhance the Agency’s ability to confidently develop and deliver the project.

This Report will provide constructive commentary to assist the Agency’s project team achieve delivery success and realise the business objectives and benefits expected from the investment in this project.

The Review Principles that have been adopted in approaching this Gateway Review are as follows:

- Be helpful and constructive to the Senior Responsible Officer (SRO) and Project Team
- Be independent, with the Review Team’s recommendations not directed or influenced from others outside the Review Team
- Adhere to the Terms of Reference provided by Infrastructure NSW
- Result in a Review Report that is clear in its highlighting of substantive issues, the causes and the consequences, with recommended actions to address those issues

The NSW Treasury Gateway Review Workbook (October 2013) requires the Review Team to address the following prescribed review topics:

1. Service Delivery
2. Affordability and Value for Money
3. Sustainability
4. Governance
5. Risk Management
6. Stakeholder Management
7. Change Management

Review Team commentary that does not fall within one of these prescribed review topics is covered in Other Matters.

Focus of the Review

Following community consultation and detailed design review, the Council has amended certain elements of the Stage 1 project scope. The scope changes have been brought to the attention of Infrastructure NSW by way of correspondence to the Chair, Infrastructure NSW, from Mr Peter Edwards, a Bowral resident. The overall contention in the correspondence is that the current scope is not consistent with the purpose for which funding was granted by Restart NSW.

The overarching purpose of the Gateway Review was to determine whether the project as currently proposed by the Council will deliver on the original project objectives for which funding was granted.

In undertaking the review, the Review Team reviewed the relevant project documentation and interviewed senior Council officers tasked with delivery of the project, Infrastructure NSW Restart Team officers responsible for monitoring the application of grant funding towards the project and senior officers from Sydney Trains, a key project stakeholder.

In addition to the use of the NSW Treasury Gateway Workbook relevant to the project's Gateway Stage, the Review Team has sought to provide commentary relating to the Terms of Reference provided by Infrastructure NSW. The Terms of Reference sought to address the following questions:

- What are the variations between the current scope as planned by the Council and the original scope, as per the Restart NSW Funding Deed?
- Noting these variations, is the current scope in line with the community and economic outcomes as described in the original application for funding?
- Are there any other key risks associated with this project or Council's management of the project that could have a further impact on Council's ability to meet its project obligations under the Deed?

The Review also specifically addresses the issues raised by Mr Edwards in his correspondence to the Chair, Infrastructure NSW.

1. SERVICE DELIVERY

There are two fundamental requirements considered critical to the fulfilment of Service Delivery for projects and programs. The Review Team’s view on whether these requirements have been appropriately addressed are represented below:

REQUIREMENT	ASSESSMENT
Appropriate to the stage of the project, the scope has been defined and is well understood by the project team and relevant stakeholders:	Yes
Appropriate to the stage of the project, the project’s scope appears to be aligned to the stated project objectives and intended outcomes:	Yes

Matters raised by Mr Edwards

The overall contention in Mr Edward’s correspondence is that the current project scope is not consistent with the purpose for which funding was granted by Restart NSW. The specific matters raised by Mr Edwards in the main relate to the ability of the project as currently scoped to address the identified Service Delivery needs. Each matter is discussed in turn below:

Wingecarribee Council has reassessed the purpose of this road and determined that it is not a Bypass nor a Distributor. Instead it is to be an “Upgrade” of Station Street.

The crux of the matter is the intended functionality of the road, and whether the project design will facilitate delivery of that functionality, rather than descriptors used to badge the project. In this regard:

- notwithstanding that the project has been renamed from the *Bowral Town Centre Distributor Road Project* to the *Station St Upgrade Project*, the project’s fundamental purpose has not been changed in any way. The function of the upgraded Station St remains one of a traffic redistributor for the Town Centre, thereby alleviating congestion in Bong Bong St and improving east-west traffic movements through enhanced access arrangements for Banyette St, Bundaroo St and Merrigang St at Station St. That is, the change is in name only, not functionality;
- the name change was prompted by community feedback, with residents concerned at the prospect of having an “Eastern Distributor” or a higher speed town bypass road on their doorstep. *Station St Upgrade Project* is intended to convey that the road will remain very much a Town Centre road;
- critically, the design of the road has not been subjected to any material changes, with scope and (near final) detailed design highly consistent with that submitted in the funding application. In this regard:

- traffic modelling has demonstrated that the operating performance of the roundabout at the northern end of the project (at the intersection of Station St, Bong Bong St, Bundaroo St and Mittagong Rd) has been enhanced by the recent incorporation in the roundabout design of a slip-lane for through traffic heading north towards Mittagong
- curb alignment at the southern end has been modified to enable retention of an additional substantial Pin Oak tree
- acquisition of a substantial number of mature trees for roadside landscaping (cost of some \$0.75 million) has been brought forward to an early stage in the project to ensure that treescaping would not be compromised should cost increases place funding pressure on the project as it progresses

The Deed requires a new 4 lane road from Victoria St to Bowral St. In the current plan, exhibited by Council on 20th September 2017, the new roadworks start about 100 metres south of Victoria St on Mittagong Rd.

Victoria St was adopted as the nominal northern extremity of the project at the concept stage (as submitted in the funding application), with detailed design required to define the specific road geometry required for an efficient and safe roadway. In this regard, detailed design development identified that there was not sufficient available land immediately adjacent the “seagull” configuration at Victoria St (the right turn lane for access from the south) to accommodate a two-lane northbound carriageway. Traffic modelling undertaken in concert with detailed design development identified that running two lanes up to the “seagull” turnoff would create a significant safety issue, with vehicles not turning right being forced to merge left to continue north. Accordingly, the (near) final design provides for merging of the two northbound lanes at the new roundabout and traffic modelling confirms no loss of service outcome with this configuration. The Review Team considers that this configuration is necessary to address safety requirements, does not impact the overall performance of the new road and represents an appropriate solution given the specific circumstances.

The new road does not provide 4 lanes for its full length, but requires merging from 2 lanes into 1 lane at both ends.

This statement is not factually correct in that the project *does* provide four lanes for its full length from the new roundabout at Bundaroo St in the north to Bowral St in the south. The road was always going to require merging of two lanes into one at its extremities, given that the approaches to Bowral from Mittagong in the north and Moss Vale in the south are single carriageway. These merges could only be avoided by duplicating the Bowral-Mittagong and Bowral-Moss Vale Roads, which works are outside the scope of this project and, in any case, are not required to achieve the project’s Town Centre traffic redistribution function.

While the road will be four-laned over its entire length, all four lanes will not be available to traffic at all times over its full length. Specifically, it is the Council’s intention to allow parallel parking in off-peak periods along the middle “third” of the four-laned Station St, with the Council monitoring the road’s performance to ensure that off-peak parking does not compromise efficient traffic

movements. No on-street parking will be permitted in the southern or northern sections. The southern section will accommodate off-Station St parking in the new service road on the eastern side (created by diverting the new four lanes off the existing Station St route) and a new parking lot on the western side adjacent to the old co-op building. The northern section suffers from a particularly constrained geometry, with off-Station St parking only available in a 20-odd bay lot adjacent to the war memorial.

The major cause of traffic blockages is the traffic lights at Wingecarribee St which the plan does nothing to rectify, not even a southbound right-turn sequence at Wingecarribee St.

While the Council has identified the Wingecarribee St rail overpass onto Station St as a major congestion point, the Council's immediate priority in a funding-constrained environment is the four-laning of Station St which is required to funnel traffic away from that intersection. While the Review Team agrees with Council that it is unlikely that signalling changes at the Wingecarribee St-Station St intersection would realise any material traffic flow efficiency benefits unless Station St is first upgraded, the Review Team would encourage the Council to model various traffic signal and turn modifications to determine whether any network efficiency gains are possible.

To this end, the Council has identified duplication of the Wingecarribee St rail overpass and signalisation upgrade as a near term priority project, potentially of higher priority than Stage 2 of the Bowral Town Centre Distributor Road Project (south of Station St). Initial estimates indicate that the funding requirement for a new dual carriageway rail crossing at Wingecarribee St with dedicated pedestrian pathway/cycleway and upgraded/new signalisation at Station St (eastern end) and Kirkham St (western end) would be in the order of \$5.2 million. The Review Team would encourage the Council to develop engineering designs for these rail bridgeworks and hold early discussions with the rail authority (ARTC) so as to be fully informed as to its requirements.

The Deed requires signalisation of the intersection of Station St and Boolwey St (subject to RMS concurrence), which has been deleted from the current plan.

Given lead times for the various land parcel acquisitions, the Council's current intention is to progress the Stage 1 project in sections ("stages"), commencing with the southern "third" of Station St given that the parties have agreed to terms for the land acquisition required for these works and documentation is well advanced. The Council is intending to in parallel negotiate with Sydney Trains for acquisition of a small land parcel required at the north-east corner of the station car park and with Endeavour Energy for the relocation of power poles on the western side of the middle "third" of Station St and the undergrounding of the power lines. In relation to the staging of works, the Review Team:

- considers that the Council's plan to delay (not delete as suggested by Mr Edwards) signalisation of the Station St – Boolwey St intersection until the middle section of Station St is duplicated is appropriate (the existing roundabout will continue to function efficiently while this section remains two lanes, but there is not sufficient space to support the significantly larger roundabout required to accommodate dual carriageway in each direction and so the roundabout will need to be replaced by traffic signals)

- has several concerns around Sydney Train’s demonstrated negative attitude towards the project at officer level and advice provided to the Review Team that at least twelve months is needed to resolve (“if possible”) “heritage issues” raised by the project-station interface and to gain concurrence from Sydney Train’s internal Station Working Group and Configuration Change Board in relation to the proposed land acquisition and associated station car park configuration changes. In particular, the Review Team has highlighted the following concerns with the Council:
 - Sydney Train’s approval process timelines will have an adverse impact on the efficient scheduling of works along the project route
 - the negativity towards the project displayed by Sydney Train officers interviewed suggests that there is a real risk that Sydney Trains will not agree to the project taking any station car park land. The Council has confirmed that this land is critical to the implementation of the northern “third” of the project and that if this section of the project was to be prevented from proceeding, there would be no network benefits to be gained from constructing the remaining two sections. Accordingly, the Review Team considers that there is an unacceptable level of risk inherent in the Council’s current plan to proceed to tender for the southern “third” of the upgrade works prior to reaching agreement with Sydney Trains in relation to works in the station precinct. The Review Team further notes that Sydney Trains has been recalcitrant in its dealings with the Council on this matter (with the minutes of the mid February meeting still not being released and the identity and contact details of the relevant groups within the broader Sydney Trains organisation with whom the Council must interact still not being made available to the Council). In this context, the Review Team encourages the Council to seek the assistance of Infrastructure NSW in expediting negotiations with Sydney Trains.

The Deed requires ‘offset railway commuter parking’ in Kirkham Rd in the vicinity of the railway station, subject to consultation and approval of TfNSW. The plan in the Deed shows 41 spaces of 90 degree angle parking on Kirkham Rd. In Council’s revised plan the angle parking has been deleted and the existing on-street parallel parking will be the only parking on both sides of Kirkham Rd. No compensatory parking is now proposed in the near vicinity of the railway station. There is a shortfall of approximately 20 spaces of offset commuter parking in the revised plan on Kirkham Road.

The Application included ‘replacement of lost car parking spaces’, 70 spaces between Victoria St and Wingecarribee St. The estimate includes \$980,000 for these spaces (= \$14,000 per space). Only 22 spaces are proposed on the current pavement of Station St opposite the War Memorial, and 2 extra spaces on the current pavement of Merrigang St. The cost of these spaces is not \$14,000 each on current prices. These spaces have been designated “Town Centre” parking and therefore would be time-restricted. There is a shortfall of 46 replacement spaces in the current plan.

The current plan removes 114 all-day unrestricted parking spaces from the eastern side of the Heritage-listed railway station, and provides no replacement all-day parking for use by commuters, visitors and employees in the town.

The Council openly acknowledges that Town Centre parking for both commuters and Town Centre patrons is a particularly vexed issue for the local community given that currently available parking in the Town Centre does not meet the capacity demands of the community and that this situation will be further exacerbated by the loss of parking as a result of the Station St Upgrade Project.

In this regard, the Review Team:

- noted that the constrained geometry of the Town Centre means that there is an unavoidable tension between the provision of parking spaces and the functionality of the road system;
- considers that, within reason, the desires of competing interests to maximise different forms of parking (time restricted or unrestricted) or parking locations, should not be permitted to unduly compromise the efficient operation of the road network;
- is of the firm view that, in the context of the physical constraints faced in developing further safe parking in the Town Centre, the Council has made every reasonable effort to maximise outcomes in the design for the Station Street Upgrade from the somewhat limited opportunities available; and
- considers it inevitable given the constrained geometry of the Bowral Town Centre that there will be a net loss of car parking from the development of this significant and much-needed traffic flow improvement project

The following Table details changes in car park numbers and locations following the development of the Station St Upgrade Project and compares the existing situation (as modelled by detailed survey in late 2016), the proposal put forward by the Council in its 2013 submission for grant funding and the (near) final Station St Upgrade Project design.

In summary, the net impact on car parking capacity of the Station St Upgrade Project, in conjunction with the associated redevelopment of Kirkham Rd parking and a new car park in Wattle Lane off Banyette St that will provide for an additional 50 off-street at-grade parks initially (with potential for expansion with a multi-story facility) is:

- a net loss of seven car spaces across the Town Centre when compared with the existing configuration.
- leaving aside the additional 50 spaces at Banyette St, a reduction of seven car spaces across the Town Centre when compared with the scope of works on which the 2013 funding approval was based. The major impact of the (near) final design has been at the Bowral St end of the project:
 - a reduction of 24 spaces as a result of enhanced landscaping and retention of existing trees

- a “reduction” of 20 spaces to account for existing driveway accesses for local properties not allowed for in the conceptual Deed plan

In this regard, it is noted that the specific location of the car parks lost, retained and gained is a relevant consideration and that, in this context, car parking in the vicinity of the station precinct is understood to be a particular point of focus. Key observations around station precinct parking are as follows:

- given that there have not been any surveys undertaken to properly establish the demand for rail commuter parking in Bowral, it is not possible to predict with any certainty the impact that the Station St Upgrade Project will have on commuter parking
- there are currently 138 car parking spaces in the immediate vicinity of the Bowral train station:
 - Sydney Trains provides 52 dedicated commuter car parks in the station forecourt. Of these, 26 would be lost with construction of the project. However, 28 new parks will be created under the Pin Oaks adjacent the Memorial Park with the re-routing of Station St. Pedestrian crossing of Station St at this location is provided for in the (near) final design. It is intended that these bays be designated unlimited time parking and therefore would be available to rail commuters
 - the Council provides 86 unlimited time car parking spaces in a lot immediately adjacent to the station contiguous with the Sydney Trains car park. All of these spaces will be lost under the project. Rail commuters normally accessing these parking spaces (noting that the proportion of commuter patronage in this parking lot is not well understood) would need to find alternative parks. The upgraded parking facilities on the eastern side of Kirkham Rd represent a viable alternative with reasonable access to the station.
 - the Review Team noted, in several drive-throughs, that neither the station forecourt car parking bays nor those in the contiguous Council parking area were fully occupied

Table: Car park changes

Location	Now	Deed	Δ	Final Project	Δ from now	Δ from Deed	Comment
Station St							
Bowral – Banyette (E)	9	65	56	41	32	(24)	Additional trees on service road
Banyette – Boolwey (E)	9	31	22	11	2	(20)	Deed plan was conceptual and did not account for property access driveways
Bowral – Boolwey (W)	29	0	(29)	0	(29)	0	On-street parking eliminated to facilitate efficient traffic movement
Co-op carpark	59	14	(45)	39	(20)	25	Changed alignment to improve road performance
Boolwey – Wingecarribee (E)	5	0	(5)	5*	0	5	* off-peak parking
Boolwey – Wingecarribee (W)	11	0	(11)	11*	0	11	* off-peak parking
Wingecarribee – Merrigang (E)	3	0	(3)	0	(3)	0	On-street parking eliminated to facilitate efficient traffic movement
Wingecarribee – Merrigang (W)	6	0	(6)	0	(6)	0	On-street parking eliminated to facilitate efficient traffic movement
Station forecourt	52	26	(26)	26	(26)	0	Parcel of land in north east corner of forecourt required for new four lanes to achieve safe operation of new roundabout and preserve stand of Pin Oaks
Adjacent station	86	0	(86)	0	(86)	0	Council land required for new four lanes to achieve safe operation of new roundabout preserve stand of Pin Oaks
Merrigang	3	10	7	8	5	(2)	Deed plan resumed land from the Memorial park. New design preserves Memorial park
Pin Oaks opposite station	0	33	33	28	28	(5)	New design preserves more Pin Oaks than the Deed plan. Changed alignment of Station St to accommodate new slip lane on roundabout reduced car park space
Totals	272	179	(93)	169	(103)	(10)	
Kirkham Rd							
Sherwood – Wingecarribee (E)	22	41	19	20	(2)	(21)	The 90 ^o parking proposed at conceptual plan stage was found on modelling to create a safety issue, particularly with traffic turning into Kirkham Rd
Sherwood – Willow (W)	24	12	(12)	36	12	24	Car parks moved from east to west side
Wingecarribee – Oxleys Hill (E)	51	85	34	85	34	0	
Willow – Oxleys Hill (W)	45	47	2	47	2	0	
Totals	142	185	43	188	46	3	
Banyette St car park	0	0	0	50	50	50	
Grand Totals	414	364	(50)	407	(7)	43	

The Deed requires a pedestrian/cycle bridge connecting the shared path on the east side of Kirkham Rd with the traffic signals at Wingecarribee & Station Sts – this bridge has been deleted from the scope of work.

As noted above, the Review Team considers that the current Council proposal to duplicate the Wingecarribee St rail overpass to provide dual carriageway access between Station St and Kirkham Rd is an appropriate solution to traffic congestion at the Wingecarribee St – Station St intersection. The new bridge would accommodate a new pedestrian pathway/cycleway and, together with signalisation, will enhance safety for traffic and pedestrians.

In implementing this project, a stand-alone pedestrian/cycle bridge constructed now would be demolished. The Review Team considers that expenditure of in excess of \$1 million for a short-term pedestrian access would not represent value for money use of Government grant funding. In the circumstances, the Review Team supports the Council's decision to remove the pedestrian bridge from the scope of works.

Pedestrian access from Kirkham Rd, south of Wingecarribee St, is to be by a ramp and stairs from the shared path onto Railway Platform No.1, then by the Railway's stair or lift between the platform and the existing footpath on the Wingecarribee St road bridge, and hence to the traffic signals. There has been no agreement with TfNSW to use its lift and stair, and its railway platform as a public footpath. It is doubtful if such agreement would be given due to potential and known safety hazards (including ice in winter) and public liability issues.

The Council has proposed in the immediate term, in lieu of the pedestrian bridge, a temporary access arrangement utilising the station platform as described in Mr Edwards' correspondence. Review Team discussions with Sydney Trains have (not surprisingly) confirmed Mr Edwards' view that such an arrangement for Town Centre access via the station precinct would not be acceptable to the rail authorities.

In the circumstances, the Review Team has suggested that the Council investigates a new signalised pedestrian crossing at the Wingecarribee St – Kirkham Rd intersection to provide safe passage to the existing footpath on the Wingecarribee St rail overpass for people parking in the new formalised parking areas on the southern end of Kirkham Rd. Such signalisation could later be incorporated into the signal system that would be implemented with duplication. The Council has indicated a willingness to explore this potential solution.

In addition to the deletions of scope, Council has failed to prepare for tender in the following ways: Council does not own or control the land necessary to build this road, as admitted in Council meeting on 14th February 2018. Property acquisitions from State Rail have not progressed due to its longer term plans at Bowral Station, which are understood to include a third railway track.

The Council has confirmed that it will not proceed to tender for any works that require the use of land not already under Council control.

As discussed above, the lack of progress of negotiations with Sydney Trains appears to have little if anything to do with any plans that rail authorities may or may not have for the station precinct. Sydney Trains representatives had ample opportunity to raise such “plans”, including a possible third track, but failed to do so. Given their apparent negativity towards the project, it is reasonable to assume that any plans on the drawing boards that might compromise their ability to deal with the Council over the project would have been raised at interview.

In addition to the deletions of scope, Council has failed to prepare for tender in the following ways: The Council has no concurrence by RMS to re-classify Station St as the north-south Main Road in Bowral, which is a major objective of building this road.

The Council has confirmed to the Review Team that, while the reclassification of Station St as a main road has certain benefits (responsibility for future maintenance would rest with RMS, although Council experience suggests that this would not necessarily guarantee that the Council would be absolved of any responsibility in practice; it would allow for the potential declassification of Bong Bong St which would afford the Council flexibility in how it treats that road going forward) and is a stated objective of the project, failure to achieve the classification would not be fatal to (and in fact would have little to no consequences for) the successful distributor functionality of the road. In fact, the road is already signed by RMS at the north and south to divert through traffic and its designation as a main road would do nothing to further promote Station St’s role in diverting through traffic away from the Town Centre.

In addition to the deletions of scope, Council has failed to prepare for tender in the following ways: The Council has no approval by TfNSW for replacement parking near the railway station, or for use of its railway platform as a public footpath.

It is not clear to the Review Team the Council requires any approvals from TfNSW for the provision of replacement parking and considers that this is a matter for Council.

As discussed above, the Council will not be further pursuing its proposal to utilise the station platform as a public thoroughfare.

The relocation of the bus stop 70 metres from the station exit will cause safety and risk issues, loss of security and shelter as well as inconvenience.

The Review Team considers that visibility of bus commuters to station vehicle traffic is enhanced with the separation of bus passengers from vehicles parking and/or effecting turning manoeuvres at the station and from improved lines of site afforded in the new location. The Council advises that the bus companies have indicated that they are amenable to the proposed new laydown areas.

The residual 26 bay parking area at the station has only one vehicle entry/exit which will necessitate U-turns by every vehicle that enters to drop off or pick up passengers.

The Review Team notes that the (near) final design has reinstated the separate ingress to and egress from the station car park.

No.	Recommendation	Rating
SD-1	Council to develop engineering designs for the duplication of the Wingecarribee St rail overpass and hold early discussions with the rail authority (ARTC) so as to be fully informed as to its requirements	Essential – as soon as possible
SD-2	Council to model various traffic signal and turn modifications at the Wingecarribee St rail overpass – Station St intersection to determine whether any network efficiency gains are possible in the short term	Suggested
SD-3	Council to urgently commence negotiations with Sydney Trains and the Heritage Council around land acquisition in the station precinct. In this regard, the Council is encouraged to seek the assistance of Infrastructure NSW in expediting discussions and concluding the necessary agreement(s)	Critical – do now
SD-4	Council to defer the release of tenders for any component of the Station St Upgrade Project (with the exception of Kirkham Rd works) pending agreement with Sydney Trains for the acquisition of the required station precinct land	Critical – ongoing
SD-5	Council to explore the potential to install a new signalised pedestrian crossing at the Wingecarribee St – Kirkham Rd intersection, with installation (if technically viable) to be undertaken in parallel with the Kirkham Rd reconstruction works	Essential – to be co-ordinated with the upgrade works on Kirkham Rd
SD-6	Council to progress the installation of car parking, footpaths and associated lighting on Kirkham Rd as a matter of priority	Essential – to be co-ordinated with the upgrade works on Kirkham Rd

The Review Team’s Rating for SERVICE DELIVERY is:

Satisfactory

2. AFFORDABILITY AND VALUE FOR MONEY

There are two fundamental requirements considered critical to the fulfilment of Affordability and Value for Money for projects and programs. The Review Team’s view on whether these requirements have been appropriately addressed are represented below:

REQUIREMENT	ASSESSMENT
Appropriate to the stage of the project, the cost plan/assessment and associated information has a logical structure and sufficient justification:	Yes
Appropriate to the stage of the project, the project has clear cost tracking and management controls in place:	Partially

- Given the finite availability of grant funding under the Illawarra Infrastructure Fund and the demand for funding assistance from regional projects, Infrastructure NSW (Restart NSW) agreed to provide funding of \$7.5 million toward the \$9.5 million cost estimate for the first two of three stages of the project (now combined into Stage 1). The Council committed the remaining \$2 million.
- The current estimated cost for Stage 1 of the project (including parking-related works on Kirkham Rd) is approximately \$11.75 million. The increase in cost reflects:
 - firming of the design from concept plan to (near) final detailed design
 - detailed costing undertaken by experienced cost consultants
 - inclusion in the streetscaping of the planting of 96 mature trees, increasing the landscaping cost to over \$1 million
 - construction cost increases being experienced across industry, particularly on the eastern seaboard, in response to the high levels of major construction activity, partially offset by the removal from scope of the pedestrian rail overpass

The Council is meeting the cost increase, but given its limited capacity to raise capital, this necessarily means diverting funding capacity away from other infrastructure priorities (for example, the much-needed duplication of the Wingecarribee St rail overpass).

- Cost estimates include an average 20% contingency allowance (range across cost items is 20% - 30%). The Review Team considers that this level of contingency is appropriate for a project of this scale at the detailed design stage.

- The Review Team believes that the current project design and scope provides for a better value for money outcome than the project scope and concept plan initially put forward for grant funding. In this regard:
 - the Council has removed the pedestrian bridge from the scope, preferring instead to pursue duplication of the Wingecarribee St rail overpass (including pedestrian/cycle path) which provides significant community and network benefits beyond that provided by a standalone pedestrian bridge. The scope change avoids sacrificial expenditure, conservatively in the order of \$1 million.
 - the redesign of the northern roundabout to include a slip lane for northbound through traffic has been modelled to provide significant additional network efficiency benefits
 - the Council has further enhanced the project scope at its cost with the undergrounding of electricity services along the route, thereby allowing removal of electricity poles to provide sufficient corridor width to accommodate four lanes and enhancing the streetscape by obviating the need for Endeavour Energy to severely prune the trees (cost \$1.46 million)
- The economic assessment included in the 2013 funding submission forecast an economic Benefit Cost Ratio (BCR) of 3.5. In this regard:
 - while the economic assessment was for the complete project, the Review Team understands that the most significant benefits derive from the Stage 1 project.
 - the BCR was shown to be very robust under varying economic conditions, with a project capital cost increase of 30% still resulting in a BCR significantly above 1.0 (2.7). It is noted that the capital cost for Stage 1 has increased (ignoring scope enhancements) by less than 30% since the time of the economic assessment.
 - the Council has enhanced the project outcomes since the 2013 scope and plan on which the economic assessment was based

In the circumstances, it is expected that the BCR would be materially above 1.0 for the current Stage 1 project.

- Critically, as discussed in *Section 1: Service Delivery*, the achievement of a value for money outcome from the project is dependent on agreement being reached with Sydney Trains for the transfer of the required tract of station forecourt land. In fact, no component of the Station St Upgrade Project (save for the car park works on Kirkham St) can proceed without this agreement given that the northern section as designed is essential for the achievement of network benefits.
- The Council should continue explore avenues to increase the value for money outcome from the project. In this regard, the Council intends to engage the local office of Public Works Advisory to directly manage the procurement and delivery phases and so will have less opportunity to introduce value accretive initiatives as the project progresses. To this end, it would be prudent

for Council to ensure that an agenda item in the regular management meetings (presumably monthly) is “Opportunities for Project Value for Money Enhancements”.

No.	Recommendation	Rating
A-1	Council should consider an Agenda item in the regular meetings with Public Works Advisory is “Opportunities for Project Value for Money Enhancements”	Suggested

The Review Team’s Rating for **AFFORDABILITY AND VALUE FOR MONEY** is:

Satisfactory

3. SUSTAINABILITY

There are two fundamental requirements considered critical to the fulfilment of Sustainability for projects and programs. The Review Team’s view on whether these requirements have been appropriately addressed are represented below:

REQUIREMENT	ASSESSMENT
Appropriate to the stage of the project, sustainability has been considered holistically from social, economic and environmental perspectives:	Yes
Appropriate to the stage of the project, the project identifies how it will meet the needs of present users without comprising the needs the broader community in the future:	Yes

- The Review Team noted the intent of the design to provide for the expected ongoing increase in traffic flows into and through the Bowral Town Centre. The anticipated outcome is for Station St to be more attractive for through traffic, enabling Bong Bong St to more effectively operate as the key local road servicing the Town Centre shopping precinct. Subject to RMS approving the declassification of Bong Bong St, which would allow proposed streetscaping treatments, this street will present enhanced public amenity and an environment better suiting the needs of pedestrians and shopkeepers.
- The Review Team noted that considerable attention has been paid in the design development process to maximising (within the constrained built environment) both commuter parking and on-street parking for the shopping precinct, including longer duration parking for employees in the Town Centre. In this regard, the Council has taken other initiatives such as:
 - the recent purchase of land in Wattle Lane for additional off-street at-grade parking, with potential for the future development of a multi-story car parking facility.
 - in conjunction with the Station St Upgrade, the Council is reconstructing Kirkham Rd, with a design to formalise parallel parking adjacent to the railway for the complete length from Oxleys Hill Rd to Sherwood Rd and for certain sections on the western side of Kirkham Rd. Importantly, these works will incorporate a lit pedestrian walkway, where at present the roadside does little to facilitate safe parking, particularly at night. The Council has indicated that it will take every opportunity to further extend parking adjacent to the railway north of Sherwood Rd as the Kirkham Rd pavement upgrade works progress should funding available for those works permit.

In view of the proximity of Kirkham Rd to the station and the western side of the Town Centre, it is considered that these works should provide a viable parking option for rail commuters and Town Centre patrons.

Given the physical constraints faced in developing further parking in the Town Centre, it is considered that the Council has maximised its somewhat limited opportunities for providing safe parking.

- In relation to landscaping:
 - the Council has planned Station Street Upgrade so as to minimise tree loss to the extent possible. The attractive avenue of pin oaks has largely been retained with only two trees out of fifteen situated in positions where retention is not possible given the highly constrained area.
 - overall, 73 existing trees will be retained – the thirteen Pin Oaks, ten advanced Camellias in front of the station (some may be replanted) and 45 other peripheral trees in a variety of species
 - the Council arborist has recommended removal of an existing stand of Elm trees to the south of Boolwey St. These trees are exhibiting signs of disease and are also suffering the effects of attack by the elm leaf beetle. Their poor condition would be further exacerbated by the roadwork as it will remove a current source of water for the elms – the unsightly open drain adjacent to Station St will be filled and the water diverted through underground pipes. The Council intends that, condition permitting, the Elm trees will be replanted elsewhere in the Town.
 - six Plane trees will be transplanted from the footpath in front of the old co-op as their roots are lifting the footpath and presenting pedestrian safety issues. They will be replaced by less invasive species as part of the streetscaping works.
 - 96 new mature trees, including eleven Pin Oaks, will be planted along the upgraded Station St and in the station precinct. Project streetscaping costs have increased to some \$1 million, reflecting the importance of this element from the community’s perspective.

No.	Recommendation	Rating
	NIL	

The Review Team’s Rating for SUSTAINABILITY is:

Strong

4. GOVERNANCE

There are two fundamental requirements considered critical to the fulfilment of Governance for projects and programs. The Review Team’s view on whether these requirements have been appropriately addressed are represented below:

REQUIREMENT	ASSESSMENT
Appropriate to the stage of the project, a robust formal governance structure is in place with appropriate and empowered representation:	Yes
Appropriate to the stage of the project, the project’s governance structure has been communicated and is understood by stakeholders:	Yes

- The Review Team observed that the current governance arrangements involve endorsement of design and delivery arrangements by senior management and final approval by Council. This is considered appropriate given the scale of the undertaking.
- In the Restart NSW Funding Submission, the Council intended to have a cross agency Project Management Team largely comprising senior Council engineering staff. This Team has effectively managed the project throughout concept development, community engagement, liaison with key stakeholders and the resultant more detailed design work to the current stage where procurement could commence in the near future.

However, due to the increased infrastructure activities within the municipality, a decision has been taken within Council to engage the local office of Public Works Advisory to manage the procurement and delivery phases. Council would continue to be involved through a Project Manager having liaison responsibilities with Public Works Advisory to ensure local issues are managed effectively during delivery. The Review Team endorses this approach to the management of the project given observations made around the workload on key Council staff engaged on the project.

- The Review Team understands that Council’s Community Engagement Officer would continue to manage communications relating to the Project.

No.	Recommendation	Rating
G-1	Appropriate provisions be included in the formal agreement with Public Works Advisory to ensure the necessary involvement of Council staff during delivery with engineering and community engagement activities	Essential – current

The Review Team’s Rating for GOVERNANCE is:

Satisfactory

5. RISK MANAGEMENT

There are two fundamental requirements considered critical to the fulfilment of Risk Management for projects and programs. The Review Team’s view on whether these requirements have been appropriately addressed are represented below:

REQUIREMENT	ASSESSMENT
Appropriate to the stage of the project, a Risk Management Plan has been developed and includes sufficient consideration of risks and the mitigations:	Yes
Appropriate to the stage of the project, the Risk Management Plan has been communicated to appropriate stakeholders and is regularly updated:	Partially

- The Review Team observed that identified risks to the Project and proposed ameliorative measures were shown in a list included in the original Restart NSW submission by Council. A more comprehensive Risk Register was updated twice in 2016. This approach to Risk Management is considered appropriate to the scale of the Station St Upgrade Project and the significant local knowledge of the Council staff responsible for the planning and management of the project.
- With the passage of time, new risks have emerged which could still impact on the viability of the project unless properly managed. These key risks include community pushback on matters relating to the design and functionality of the road, and the views within Sydney Trains concerning possible effects on the station precinct and commuter parking.
- The Review Team noted the strategy to manage negativity by elements in the community through the release of a Community Update in April. This newsletter provided advice and detail on the Council’s endorsement of design modifications and further information on sensitive community issues such as tree removal and parking. It also outlined the future program for implementation works.
- In regard to Sydney Trains, this Report recommends (refer *Section 1: Service Delivery*) immediate increased liaison to clarify aspects of the design and resolve outstanding concerns about heritage of the station forecourt area and commuter parking in order to expedite property acquisition critical for the continuation of the project.

Overall, the Review Team considers that further emphasis is required on the management of risks to the implementation Project.

No.	Recommendation	Rating
RM-1	The Risk Register to be updated to include emerging risks and mitigation strategies and such strategies be implemented forthwith.	Essential – current

The Review Team's Rating for *RISK MANAGEMENT* is:

Satisfactory

6. STAKEHOLDER MANAGEMENT

There are two fundamental requirements considered critical to the fulfilment of Stakeholder Management for projects and programs. The Review Team’s view on whether these requirements have been appropriately addressed are represented below:

REQUIREMENT	ASSESSMENT
Appropriate to the stage of the project, the importance of stakeholder management and the potential impacts on the project have been appropriately considered/assessed by the Agency:	Yes
Appropriate to the stage of the project, a list of key stakeholders has been developed, is understood by the project team and is regularly updated:	Yes

- The Review Team noted the advice of the Council Community Engagement Officer that the Community engagement program for the Station St Upgrade Project is arguably the most extensive ever undertaken by the Council. It commenced with the public display of the *Bowral Town Centre Parking, Traffic and Transport Strategy* in 2012.
- A Shop Front was established in Bowral where the public could engage with Council staff. The key issues raised related to parking changes and the potential loss of trees. Since then, there has been four published Community Updates on the project, the most recent being released in late April. Information about the project development is also included in the quarterly Council newsletter *Wingecarribee Today*.
- This latest Community Update provided details of the Council’s February endorsement of design modifications and other important information, including the decision to proceed with Kirkham Rd improvements and the early purchase of advanced trees for landscaping. It informed the community and provided clarity on contentious matters such as tree removal and parking, as well as the future program for delivery.
- Following the Council’s recent decision to proceed, detail on property impacts has become the focus for some residents.

No.	Recommendation	Rating
	NIL	

The Review Team’s Rating for **STAKEHOLDER MANAGEMENT** is:

Satisfactory

7. CHANGE MANAGEMENT

There are two fundamental requirements considered critical to the fulfilment of Change Management for projects and programs. The Review Team’s view on whether these requirements have been appropriately addressed are represented below:

REQUIREMENT	ASSESSMENT
Appropriate to the stage of the project, if there are impacts on other infrastructure, resources or processes these have been appropriately considered:	Yes
Appropriate to the stage of the project, a change management plan is at an appropriate stage of development or implementation:	Yes

- The Station Street Upgrade Project is a vital undertaking to improve traffic flow through and around Bowral Town Centre and has naturally been of high interest to local residents. There has been extensive interaction with the community about the detail of the project since its inception as a consequence of the original *Traffic and Transport Study*. The community engagement has a broad range of topics, including traffic functionality, access to properties, parking changes, impacts on significant and valued trees, the future function of Bong Bong St, and the change in project descriptor from “Distributor” to “Upgrade”.
- There have been many competing interests and the general locality is heavily constrained by existing development, limiting the potential to develop any wholesale change to the concept. It is the view of the Review Team that Council staff have carefully considered community inputs and gone about modifying the design in a comprehensive and thoughtful manner, fully cognisant of the key issues.
- It was observed that there is a high level of dialogue between the responsible managers covering planning, traffic engineering, detailed design, and community engagement. It was apparent that the staff shared a commitment to achieve the best possible outcome for Bowral.
- The experienced staff are well aware of the process for gaining approval to changes through senior management and eventually from the Council. However, in view of community sensitivities and the intention to engage Public Works Advisory to manage the procurement and delivery of the Station Street Upgrade, it would be appropriate to ensure there is a relevant process to manage and approve any change that could eventuate during development of the project.

No.	Recommendation	Rating
CM-1	Appropriate Change Management provisions be included in the formal agreement with Public Works Advisory.	Essential

The Review Team's Rating for *CHANGE MANAGEMENT* is:

Strong

OTHER MATTERS

The Review Team acknowledges the level of co-operation of the Wingecarribee Council staff during the interviews and their willingness to provide additional information that was required to enable this Review to address the sensitive issues surrounding this very important infrastructure development in Bowral.

CONCLUSIONS AND RECOMMENDATIONS

Based on documentation reviewed and interviews conducted, the Gateway Review Team recommends that additional work be considered on the following aspects of the project:

1. Expediting agreement with Sydney Trains for acquisition of the station precinct land required for the project
2. Examining the potential for signalised pedestrian crossing at the Wingecarribee St – Kirkham Rd intersection
3. Developing engineering designs for the duplication of the Wingecarribee St rail overpass and exploring rail requirements with the rail authority (ARTC)
4. Modelling various traffic signal and turn modifications at the Wingecarribee St rail overpass – Station St intersection to determine whether any network efficiency gains are possible in the short term
5. Updating the Risk Register to include emerging risks and mitigation strategies, with timely implementation of identified strategies
6. Ensuring the formal agreement with Public Works Advisory for the management of procurement and delivery include provisions for the ongoing involvement of Council staff and sets down the process for approvals to any changes to the project

APPENDIX A – REVIEW RECOMMENDATIONS

REFER EXCEL SPREADSHEET [INSW Review Report Rec_COP Table]

APPENDIX B – REVIEW INTERVIEWEES

The Reviewers are grateful to the following people that gave generously of their time at the interviews. Each individual’s contribution assisted the Review Team in coming to an understanding of the Project and in the development of the Report.

PERSON	AGENCY	PROJECT ROLE	EMAIL or PHONE
Ann Prendergast	Wingecarribee Shire Council	General Manager	
Barry Paull	Wingecarribee Shire Council	Deputy General Manager	
Bob Lewis	Wingecarribee Shire Council	Manager Project Delivery	
Frank Iacono	Wingecarribee Shire Council	Traffic and Transport Planning Engineer	
Charmaine Cooper	Wingecarribee Shire Council	Community Engagement Officer	
Jim Tsirimiagos	Sydney Trains	Town Planning Manager	
Richard Wolfson	Sydney Trains	Station Precinct Development Manager	
Ross Parker	Infrastructure NSW	Executive Director Program Management Office	
Julie Paton	Infrastructure NSW	Director Program Management Office	

APPENDIX C – DOCUMENTS REVIEWED

The following documents have been provided to the Review Team. The Team has reviewed these documents and used them as the basis for interviews and has included relevant commentary on the documents in the Gateway Review Report.

DOCUMENT NAME	DATE OF PUBLICATION
Council Report - Community Engagement Revision	14.02.2018
Council Report - Community Engagement	22.11.2017
Letter Mr P Edwards to Chair, INSW	28.02.2018
Southern Highland News article: Is the Station Street project to be the next debacle	05.02.2018
Council letter to INSW	12.03.2018
Council Report - Design Changes	14.02.2018
Map: Distributor Road Stages 1 and 2	08.2017
Design drawings: Draft St 1 & 2	22.04.2016
Site Map: Kirkham Road_1 OF 2	09.2017
Site Map: Kirkham Road_1 OF 2	09.2017
L-SD-01_Overview_Plan_-_Station_Street_Upgrade__Bowral_170810 (4)	29.06.2017
L-SD-06_Overview_Plan_-_Station_Street_Upgrade__Bowral_New_Road___Existing_Trees_170810 (4)	29.06.2017
L-SD-07_Overview_Plan_-_Station_Street_Upgrade__Bowral_Proposed_Master_Plan_170810 (4)	29.06.2017
Drawing: Station Street Design	26.04.2018
Electrical Design	
2016 Community Engagement Plan GHD_FINAL	07.2016
Advertisements_Aug2017	08.2017
Community Update #1_May 2016	05.2016
Community Update #2_August 2017	08.2017

Community Update #3_Feb2018_full page advert	02.2018
Community Update #4 April 2018	04.2018
Fact Sheet - Bypass or upgrade Aug2017	08.2017
Fact Sheet - Heritage 1Aug16	01.08.2016
Fact Sheet -Traffic FINAL_1Aug16	01.08.2016
Fact sheet -Trees FINAL_1Aug16	01.08.2016
FINAL_NOTES_Public_Meeting_for_Station_Street_Upgrade_20September2017	20.09.2017
History of project and consultation	
Online information and enewsletters	
Poster for train stn	
Report to WSC re exhibition submissions and promo-pg34-22november2017	22.11.2017
Station St upgrade_A1 corflute sign #1_June2016	06.2016
Station St upgrade_A1 corflute sign #2_August 2017	02.08.2017
Report 002 Ver 2 - REF Bowral Station Street Upgrade	16.02.2016
WSC_FactSheet_CARPARKDESIGNS_2017_lowres (1)	
WSC_FactSheet_CARPARKDESIGNS_2017_lowres	
WSC_FactSheet_CENTRALSECTION_2017	
WSC_FactSheet_EXHIBITED OPTIONS_2017	
WSC_FactSheet_MEMORIALPARK_2017	
Bowral Distributor Rd Restart funding Submission	09.2013
Budget summary	04.05.2018
Deed Response (003)	25.04.2018
Draft-operational-plan-and-budget-2018-19	04.2018
Restart NSW Funding Deed	17.07.2015
STATION STREET (STAGE 1) COST ESTIMATE	04.2018

IMG_3959: parking Funding Deed	07.2015
issue-a-bowral-parking-traffic-transport-strategy-as-per-council-resolution-12-12-12	12.12.2012
Parking (003) reconciliation	04.2018
Parking_FINAL_1Aug16	01.08.2016
Map: Parking	04.2018
Revised Parking reconciliation	04.05.2018
Property Acquisition Details	04.2018
Map: Rail Properties	04.2018
Regional Infrastructure - Bowral rail overbridge duplication	04.2018
Risks register (V2)	16.12.2016
Bowral Town Centre – Microsimulation Model : Scenario Testing Final Report	30.09.2011