

8 PLACES FOR PEOPLE

Item: 8.1

Subject: BELLINGEN MAIN STREET PLAN

File/Index: Design & Construction (Roads) Main Street Plan for Bellingen

Presented by: Phil Buchan, Manager Asset Management & Design

ALIGNMENT WITH DELIVERY PROGRAM

(CW) COMMUNITY WELLBEING

(CW.4) We are connected, safe and healthy with a strong sense of community.

(CW.4.4) Our community is diverse, tolerant and understanding.

(CW.4.4.1) Represent the aspirations of the community as expressed in the Community Vision as opportunities are identified.

RECOMMENDATION

That Council:

- 1. Adopt the Bellingen Main Street Plan
- 2. Actively seek grant funding from the Roads & Maritime Services to support the progression of projects identified in the plan
- 3. Add the construction projects to the capital works program for future budget consideration.

EXECUTIVE SUMMARY

Council at its meeting of 26 August 2015 resolved to place the draft Bellingen Main Street Plan on public exhibition for a period of 28 days. The exhibition period provided an opportunity for further community feedback and input toward the preparation of a final plan. This process concluded on 30 September 2015 during which time Council received a total of eight (8) written submissions. The issues raised within these submissions do not require modification of the final document as they relate mostly to design details and parking needs which will be assessed during the detailed design process. This will include the issues relating to the IGA carpark and linkage from Church Street to Short Street Lane.

REPORT DETAIL

The principle aims of the study related to the Bellingen Main Street Plan (Main Street Plan) was to create good urban design outcomes for the main street of Bellingen - Hyde Street (State Road – Waterfall Way) and to achieve high quality public domains and experiential journeys for all types of travellers. Particular emphasis was placed on pedestrians creating a walkable town centre which allows everyone to move around easily within streetscapes that are lively and green and which support the community's unique vitality.

The key elements within the plan contribute to a walkable main street through defining a 40kph high pedestrian activity precinct. The precinct contains:



- entry gateway points
- traffic calming by way of selected road narrowing and landscaping
- improved pedestrian crossing facilities
- improved intersection design
- pedestrian linkages to parking facilities
- improved off-street parking layouts and Church Street (north) to become a 10kph shared zone.

The project involved significant community engagement commencing on 23 April and concluding on 30 September 2015.

The draft Main Street plan was considered by Council at its meeting of 26 August 2015 and Council resolved as follows:

012/15

RESOLVED (Cr Klipin/Cr Scott)

That Council:

- 1. Place the Draft Bellingen Main Street Plan on public exhibition for a period of 28 days in accordance with the engagement strategy specified in this report.
- 2. Note a further report will be presented to Council at the conclusion of the engagement process.

UNANIMOUS

The issues raised in the 8 submissions as detailed in Attachment B are summarised below.

Issue	Response
Additional parking is required to reduce the parking problem in Short Street Lane resulting from existing business (Resident)	The Main Street Plan is primarily focused on improving pedestrian safety and walkability; parking issues will be taken into consideration during the detail design phase.
The proposal to relocate the crossing at the intersection of Hyde and Church Streets seems unnecessary and will be a disruption to the manner in which people move easily around town (Business Owner)	Justification for the relocation of the crossing is primarily based on the safe movement and crossing for pedestrians. The Main Street Plan aims to improve the ease with which people walk around the town.
The need for a marked pedestrian crossing at the southern side of Church Street at the intersection of Hyde Street (Business Owner)	Marked pedestrian crossings are subject to a warrant administered by the Roads & Maritime Services. The Main Street Plan recognises that there may be further opportunities to implement marked pedestrian crossing facilities at various locations once warrants can be demonstrated. The design proposed provides kerbside pedestrian refuges and a narrow crossing point for pedestrians that can accommodate a marked crossing should a warrant be met.
There is a need to accommodate customer parking in the retail and commercial	The plan is primarily focused on improving pedestrian safety and walkability; the plan



precinct and a concern regarding the lack of Council budget to improve its own car parking areas. Current unlimited parking in William Street and the location of 1 & 2 hour time limits needs review to provide appropriate turnover to support the viability of existing business and contribute to increased visitation to the town and walkability. (Business Owner) The treatment of the intersection of Hyde and Church Streets will reduce the visual connection from west to east reducing the incentive for pedestrians to move eastward on the southern side of Hyde Street creating longer path to travel than the current situation. The proposed treatment may impact the ongoing viability of the retail precinct as it reduces the line of direct pedestrian movement along the street. (Business Owner)	did not provide recommendations for parking time limits and areas for all day parking apart from improvements to off street parking within the study area. Further analysis of parking turnover and demand will need to be undertaken to adequately investigate and recommend parking strategies to address the broader parking issues. The plan is primarily focused on improving pedestrian safety and walkability, the proposed crossing points at the intersection provides a shorter road crossing and a clearly defined path that provides separation with minimal deviation for pedestrians. The facilities are designed to improve both driver and pedestrian awareness of the locations where pedestrian road crossing is focused. The plan's implementation is expected to
The street tree foliage in Hyde Street has the potential to obscure the upper level street frontages from drivers and pedestrians running the risk of destroying street character and its authentic attractiveness. (Business Owner) Careful consideration is needed to avoid risking the original character of the town. (Business Owner)	achieve a high quality public space that supports community vitality. Street tree planting shown in the plan is conceptual. A detailed landscaping plan will be developed as part of the staged detail design process. The issue raised will be considered as part of the detail design phase. The plan aims to create good urban design outcomes that preserve the character of the town. Specifically the Main Street Plan indicates as follows: "The overall urban design vision for Bellingen's main street is 'Keeping Bello
The loss of parking around the intersection of Oak and Hyde Streets, suggested option is to move the entry gateway on Oak Street to south of William Lane and extend the 90-degree angle parking. (Business Owner)	Real'. Bellingen's main street continues to be a lively, quirky public realm where all types of locals and travellers are welcome. The main street is improved to become over time a more civil and child friendly place and a great place to experience." The proposal will be considered in the detail design for the entry gateway treatment.
The narrowing for informal crossings are welcome, more formal pedestrian crossings would be better. In particular there should be a formal crossing at or near the cenotaph. (Resident)	Marked pedestrian crossings are subject to a warrant administered by the Roads & Maritime Services. The Main Street Plan recognised that there may be further opportunities to implement marked pedestrian crossing facilities at various locations once warrants can be demonstrated. The design proposed





In the Church Street north shared zone priority should be given to improve the laneway next to the public toilets and surrounding areas and car park east and less priority given to the one-way loop lane west of Church Street. (Resident)	provides kerbside pedestrian refuges and a narrow crossing point for pedestrians that can accommodate a marked crossing should a warrant be met. The stages identified in the plan primarily target pedestrian safety and walkability as high priorities. The issues raised focus on parking and streetscape improvements, which will be considered during detailed design.
There appears to be an excessive cumulative loss of parking at the Oak and Hyde Streets intersection around the Cenotaph; Church Street South onto the pedestrian crossing and the new crossing near the Police station (Business Owner)	The primary focus of the plan is to improve pedestrian safety and walkability. Parking spaces in Hyde Street will be reduced to accommodate additional pedestrian facilities and intersection development. Parking improvements in off-street areas will increase the amount of usable spaces within the study area. Detailed designs for the intersection and pedestrian improvements will aim to minimise parking loss where possible.
The heritage value of buildings in the main street is well recognised. However there is also heritage value in the traditional country town main street, it is suggested to resist over landscaping. (Business Owner) The proposal for the intersection of Bridge and Hyde Streets will not alleviate traffic congestion. The length of the left turn lane even if extended would not adequately address the issue. Alternatives that could be considered are a roundabout at the	The Main Street Plan is conceptual; a detailed landscaping plan will be developed as part of the staged detail design process. The issue raised will be considered as part of the detailed design phase. The alternative proposals were considered as part of the community engagement in the concept development phase. These were not considered cost effective or suitable in regard to overall traffic management. The current traffic delays are
junction of Hyde Street or re-establish a road at the southern end of the bridge to allow one-way traffic to access Ford Street behind the Council building from Bridge Street. (Resident) Consultation is requested to consider an	experienced for a short duration mostly during the morning peak. Discussions with the CWA will be
option to provide access from the off-street car park to the rear of the Country Women's Association (CWA) property in Church Street. The Association also proposes to replace the fence fronting Church Street and wants to know if this should go ahead. (Community Organisation)	undertaken to consider the option of access from the car park and gain an understanding of any impacts associated with the proposed fencing referred to in the correspondence.
The plan provides almost no mention of cycleways. The road verges are disgraceful and there are limited locations to securely stow bicycles when you reach town. Council needs to improve infrastructure for this mode of transport. (Resident)	The plan is primarily focused on improving pedestrian safety and walkability; the main street is unable to accommodate dedicated bicycle lanes due to the limited carriageway width and high kerbside parking demand. These limitations along with the volume and composition of vehicles were acknowledged

as part of the plan's original scope with the Roads & Traffic Authority. The current draft Pedestrian Mobility and Cycleway Plan was
used as a reference document to the Main Street Plan.

BUDGET IMPLICATIONS

The development of the Main Street Plan was fully funded from a grant received from NSW RMS, totalling \$65,000. Current grant funding of \$100,000 has been received from NSW RMS to establish detailed design. Construction of the capital projects within the plan will be subject to further grant applications and consideration by council as part of the annual budgeting process.

SUSTAINABILITY ASSESSMENT

It is considered that the Main Street Plan is well balanced in terms of environmental, economic and social impacts. The Main Street Plan's implementation will deliver a range of ongoing benefits to the community of Bellingen and its visitors. The Main Street Plan endeavours to maintain the character of Bellingen while addressing the community's access and mobility needs through an ongoing visionary plan for the town centre.

ENGAGEMENT

The Bellingen Shire Council Community Engagement Strategy was adopted by Council at its Meeting 22 February 2012. This strategy is designed to outline the approach Bellingen Shire takes towards engaging with our community.

Having regards to the Community Engagement Strategy it is considered that the actions/initiatives contained within this report are appropriately categorised as having a LEVEL 4 impact. (eg Level 4 – Low impact local). To address the requirements of Council's Community Engagement Strategy and the *NSW Local Government Act 1993*, Council carried out the following actions:

- Information session with Councillors 29 July 2015
- Community open forum meeting held on 29 July 2015
- Bellingen Chamber of Commerce breakfast information session 30 July 2015
- Public exhibition period from 2 to 30 September 2015

During the exhibition period copies of the draft document were placed in the libraries, council administration office and also on Council's web site. In addition, a one day information tent set up in Maam Gaadying Park located in front of Bellingen Library where the community meet with the consultant, Council and RMS officers to discuss the draft plan.

ATTACHMENTS

- 8.1.A A Bellingen Main Street Plan (under separate cover)
- 8.1.B B Submissions Bellingen Main St Plan





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SUBMISSION - BELLINGEN DRAFT MAIN STREET PLAN



As property and business owners in the Bellingen CBD we wish to make comment on several of the proposals put forward in this Draft Main Street Plan, in particular in relation to the proposed positioning of pedestrian crossings, and we wish to identify areas where carparking spaces could be better utilised in order to actively support the aims of the plan namely to create a safe pedestrian precinct and to enhance the existing retail diversity by enabling greater visitation.

Church & Hyde St Crossing Relocation

One of the main proposals of the Plan is to move the existing Hyde St crossing 19 metres further up the street. By regular observation and by the survey numbers indicated in the plan it appears that this crossing works extremely well, it serves to slow traffic down in Hyde St and there is no record of accidents at that crossing. It is a natural spot for movement across Hyde St as it not only suits those using Hyde St but also takes the natural flow of pedestrians from both sides of Church St. To move this crossing west up the street seems unnecessary and will be a disruption to the manner in which people move easily around the town.

The reasoning for this move being the prevention of cars queueing across the intersection, would only be effective in the case of 2 cars stopping as any more will still cause a blockage. A more cost effective and less disruptive solution would be to provide signs before the intersection directing vehicles not to queue across the intersection, and painted markings on the roadway indicating a "Keep Clear" space.

Informal Crossing Church St South

Our next concern is with the proposed "informal crossing" at the Church St south intersection. At present there is no safe way to walk along the retail strip of Hyde St on either side of the road. With an ageing population this is a critical safety issue that must be addressed with a formal crossing. As shown in the RMS survey figures, this crossing is very heavily utilised and almost 75% of people using the main Hyde Street crossing are also crossing Church St and proceeding up or down the southern side of east Hyde St or into Church St south. The Plan also indicated that a large number of users are elderly or school children who should be provided with a safer option to cross this street than the current proposal. A formal crossing at this position is, in our view, the primary requirement to increase the safety and walk ability of the town centre.

Car Parking Review

It was stated in the Draft Plan that Bellingen has very high levels of pedestrian activity, but of those surveyed, only 16% arrived by walking. The rest came by private car. There is clearly a need to accommodate these users as they are a substantial portion of the customers for the retail and commercial precinct. In addition there is a stated aim in the plan for visitation to be able to be extended. Currently there is no room for an extension of visitation due to the set time limits of car parking areas and the lack of current council budget to improve their own carparking areas.

Presently there is a small amount of 2 hour parking in Church St north. There is 1 hour parking in Hyde St and Church St south. The 2 hour parking is very well patronised as it allows users to shop, conduct business, meet and eat. The 1 hour parking allows only short term shopping and maybe a coffee stop, but does not encourage extended stays. The whole of William Street which is very close to the retail precinct, provides only All Day Parking. This is a very under utilised asset of the Town. With very little expense or disruption the southern part of William St, which has become an extension of the business area, could be converted from All Day to 2 Hour Parking, which would enable up to 5 times the number of current users of this space. As in inner city Sydney, if all day parking is required by residents who do not have off street parking, a Permit System can be easily implemented, exempting them from the limited timing. However it would mean that workers who are currently using this space but not accessing their cars during the day could be comfortably accommodated in the underused council car park behind the Memorial Hall. This would further the aim of connecting the whole town with walking facilities and increase the visitation to the town which is important for the viability of existing businesses and fundamental to retaining the character of the streetscape. Bellingen

Bellingen Main Street Plan - consultation

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From:

Sent: Wednesday, 30 September 2015 1:41:44 PM

----- once Dame.

To: Council

CC:

Subject: Bellingen Main Street Plan -Consultation_Comments

The General Manger, Dear Madam,

I have some concerns about the Draft Bellingen Main Street Plan. Those concerns are centred mainly on the impact the works may have on the retail strip that our business and a number of others currently occupy on the South side of Hyde Street, east of the Church Street intersection.

Since attending the briefing meeting for the BCofC at the Butter Factory and viewing the plans and statements in the Draft Street Plan I have given considerable thought to some main features of the plan with respect to the Hyde Street treatment in particular.

My major concerns about the proposed plan are as follows:

- The treatment of the intersection of Hyde and Church Streets will reduce a visual connection from the west to the east thereby reducing the incentive for pedestrians (and potential customers) to move eastwards of the intersection towards shops that line the S side of Hyde Street east of the intersection.
- Additionally, the proposed changes to pedestrian routes around the treatment of the
 intersection will provide further disincentive to those pedestrians. Pedestrians will have a rather
 longer path to travel from Hyde Street west of the intersection to the S side of Hyde on the
 eastern side of the intersection than they currently do.
- 3. While this treatment of the intersection might improve safety through the separation of pedestrians and traffic turning in and out of Church Street, this treatment of this intersection could be managed equally well by design that does not reduce the opportunity for pedestrians to move through it (in any direction).
- The above matters need to be addressed to ensure the ongoing viability of the retail precinct east of Church Street intersection.
- 5. While introducing tall trunk trees to the street frontage along Hyde Street will not impair visibility for cars and pedestrian along the street, the high level foliage has the potential to obscure the upper level street frontages from the view of drivers and pedestrians. These frontages are a key feature of the town's streetscape. The street was never a heavily landscape strip and introducing such features runs a big risk of destroying that character in the street and hence its authentic attractiveness.
- 6. I believe these issues/features need very careful consideration to avoid risking the original character of the town.

Regards

9/10/2015



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From: .

Sent: Wednesday, 30 September 2015 1:26:58 PM

To: Council

Subject: Draft Bellingen Main Street Plan

To: The General Manager

Re: Draft Bellingen Main Street Plan

Firstly, I'd like to congratulate Council and particularly John Mongard Landscape Architects on the development of this plan. The level of understanding of community concerns gained through the ideas tent is impressively high, and the proposed solutions appropriate and achievable.

The list of comments below are little more than suggestions for tinkering at the edges of the plan:

- 1) The plans for the Cenotaph Memoral Park are excellent. There is however a loss of parking in the area that could be compensated for by moving the entry gateway on Oak St to south of William Lane, and extending formal 90 degree parking on Oak St south of William St to the new entry gateway, and on William St west of Oak St. The current location of the entry gateway on Oak St alienates potential parking near commercial and medical business that may be needed wth the loss of parking on Oak St near the Centotaph.
- 2) While the narrowings for informal crossings is welcome, more formal pedestrian crossings would be better. In particular, there should be a formal crossing in place of one of the informal crossings at or near the cenotaph where many children cross to get to the sweet shop and gelato bar.
- 3) In the Church St North shared zone, priority should be given to improving the laneway next to the public toilets, the surrounding areas, and the car park east of Church St, and less priority given to the one-way loop lane west of Church St. Leaving the last section of Church St (outside the CWA and Ambulance station) two-way as it is now seems reasonable, especially if Church St North as a whole is treated as a shared zone.

Regards,

file:///C:/DataWrks/temp/583321/dwa1794.htm

9/10/2015



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Corrections:

1) References throughout to the "Town Hall" should be amended to the "Memorial Hall"

9/10/2015

S GORRELL ARCHITECT ENVIRONMENT & LANDSCAPE



Reg No 3950



21st September 2015

The General Manager Submission Re: Draft Bellingen Main Street Plan

The Draft Plan is acknowledged as being generally sound. The need to make the main street safer by virtue of emphasizing the 40km zone, the design of pedestrian crossings, and the increased street plantings are all good. The river connection from the Library through the 'Telstra' car park is to be encouraged as it would also be a great tourist walk. And the dual turning lane at Bridge St is far better than an unwieldy round-about.

However as with all planning, the devil is in the detail.

The need to make intersections with Hyde Street safer is recognized. However the following are areas of concern

1. There appears to be excessive cumulative loss of parking spaces adjacent to St Margaret's Church, the NAB bank, and the Gelato Bar. The retention of the ability to turn around the Cenotaph is great, as is the Cenotaph park and the new intersection shape. But the car spaces lost here are all sought after parking areas, and the loss of these (how many – 6? 12?) would not be welcomed by the community. The design here has not been done by someone who lives and parks daily in Bellingen.

Recommendation: Achieve safe intersection requirements with less loss of parking.

- Church St South: Again the double path onto the pedestrian crossing on the eastern side of the pedestrian crossing results on more loss of parking than may be necessary. Can this be simplified?
- 3. Future pedestrian Crossing adjacent to Police Station. Not sure how necessary this is, but if so the landscaped planting bays again result in loss of parking in the most sought after area in town. This is not a place people want to sit down at.

A General Comment: The Heritage value of the buildings in Bellingen's main street is well recognized. However there is also heritage value in the simplicity of a traditional country town's main street. I suggest resisting the temptation to over "landscape" it so that it begins to look like Tenterfield's and other towns' "make overs". Keep it simple.

Kind regards,



From: Steve Gorrell Sent: Monday, September 21, 2015 9:27:39 AM

To: Council
Subject: Submission re Draft Main Street Plan

Submission enclosed below.

Kind regards,



From:

Sent: Tuesday, September 29, 2015 5:58:55 AM

To: Council

Subject: BELLINGEN STREET PLAN

To Whom It May Concern,

The attached Word document is my suggestion on one aspect of the proposed Bellingen Street

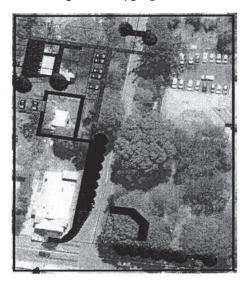
With Compliments,

BRIDGE ST & HYDE ST INTERSECTION

The aim of the Street Plan to make Waterfall Way traffic flow easier and safer is only going to impact adversely on road users trying to exit Bridge St unless the intersection is improved in some way. This intersection is the only town access point for vehicles travelling to and from North Bellingen and carries an ever increasing amount of vehicles of all shapes and sizes. The option of having a marked small left turn lane at the intersection of Bridge and Hyde St will not work because:

- Vehicles turning right onto Hyde St have to wait for a gap in East and West bound traffic on Hyde St. They also block the vision of drivers trying to turn left onto Hyde St.
- Locals already use the interection as both left and right turn, ie vehicles turning right onto Hyde St stay over to the right to let vehicles through on the left to do a left turn. This currently does very little to ease the congestion on Bridge St.

This daily congestion (and associated long waiting times) builds up along Bridge St, from the intersection of Bridge and Hyde St and at times going as far back as the North side of the bridge. It occurs during morning and afternoon peak hour times, on market weekends, during festivals, school holidays etc. The main cause of the congestion seems to be that vehicles (including trucks, buses, cars with caravans and horse trailers etc) doing a right or left turn onto Hyde St have to wait for a break in long lines of Waterfall Way traffic. The Council keeps approving housing developments on the North side and this congestion is only going to increase as more houses are built.



Some alternative suggestions include:

- Increase the length of the 'left turn lane' further down the hill towards the bridge. This solution may only result in two congested long lanes of traffic.
- Build a roundabout at the intersection using part of the SW side of Maam Gaduying Park. This would also act as another calming point for traffic on Hyde St.
- There was previously a left turn off the Southern end of Lavenders Bridge which went around the bottom of the Council Chambers and on to Ford St. The road could be rebuilt as a one way 'Left Turn Only' lane off the bridge and also include another left turn lane at the Ford and Hyde St intersection.

From:

Sent: Wednesday, 30 September 2015 10:08:33 AM To: Council

Subject: The MAIN STREET SUBMISSION



General Manager,

M/s Liz Jeremy

The Main Street Project,

Dear M/s Jeremy,

Bellingen Country Women's Association would like to congratulate all involved in contributing to the 'Street Plan''. The improvements to Hyde Street (pedestrian crossings) are long overdue.

We have just a few comments to make regarding the area around the CWA Rooms.

Parking: A large number of people using the rooms have disability issues. In fact 20% of CWA Members have Disabled Parking Stickers. The Disabled parking in front of the rooms is very much appreciated by those with disabled parking stickers.

Over the years parking near the CWA rooms has become a problem to those using the rooms. Many clients bring a lot of heavy, bulky equipment for use when hiring the rooms.

Eg. Acupuncture and massage practitioners bring tables to provide their services.

Ladies doing handicraft bring their very heavy sewing machines.

When catering is being done a lot of equipment needs to be brought to the rooms.

Maybe consideration could be given to give us access to the rooms via the Telstra carpark.

THE FRONT FENCE: This is very necessary on days when parents are attending 'The Early Childhood Centre'. On nice sunny days, gates are closed and older children safely play outside while the parent is having her consultation with the Early Childhood Sister. (We hope to apply for a grant in 2016 to replace the fence – should we go ahead with this plan?)

These rooms are used by a wide sector of the community as well as organisations outside the area. Meetings, training workshops and seminars, demonstrations, woodwork displays. Camp Creative also hire the rooms. This is just a few of its uses. CWA members hold their monthly meeting, six handicraft sessions per month which are available to members of the our community and make the rooms available for any special events like catering, International days, Awareness day to name a few of our activities.

I hope this gives the Committee and overview as to the importance the rooms are to the town,

Yours sincerely,

President

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From: Sent: Sunday, 6 September 2015 8:18:02 PM To: Council Subject: Bellingen Main Street Plan

I have looked at the above plan on the RMS website. The Plan is quite interesting and if it comes to realisation will be an improvement on the current hotchpotch Hyde St and associated roadways system.

However as an urban cyclist the Plan is very disappointing. There is almost no mention of cycle ways. In fact Bellingen does not have any cycle ways which is quite disgraceful in 2015 and for a town that espouses its environmental credentials. Cyclists in this town do it tough. The road verges are disgraceful and there are limited locations to securely stow your bicycle when you reach town. The Council can do better to improve the infrastructure for this mode of transport.

Thank you

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