
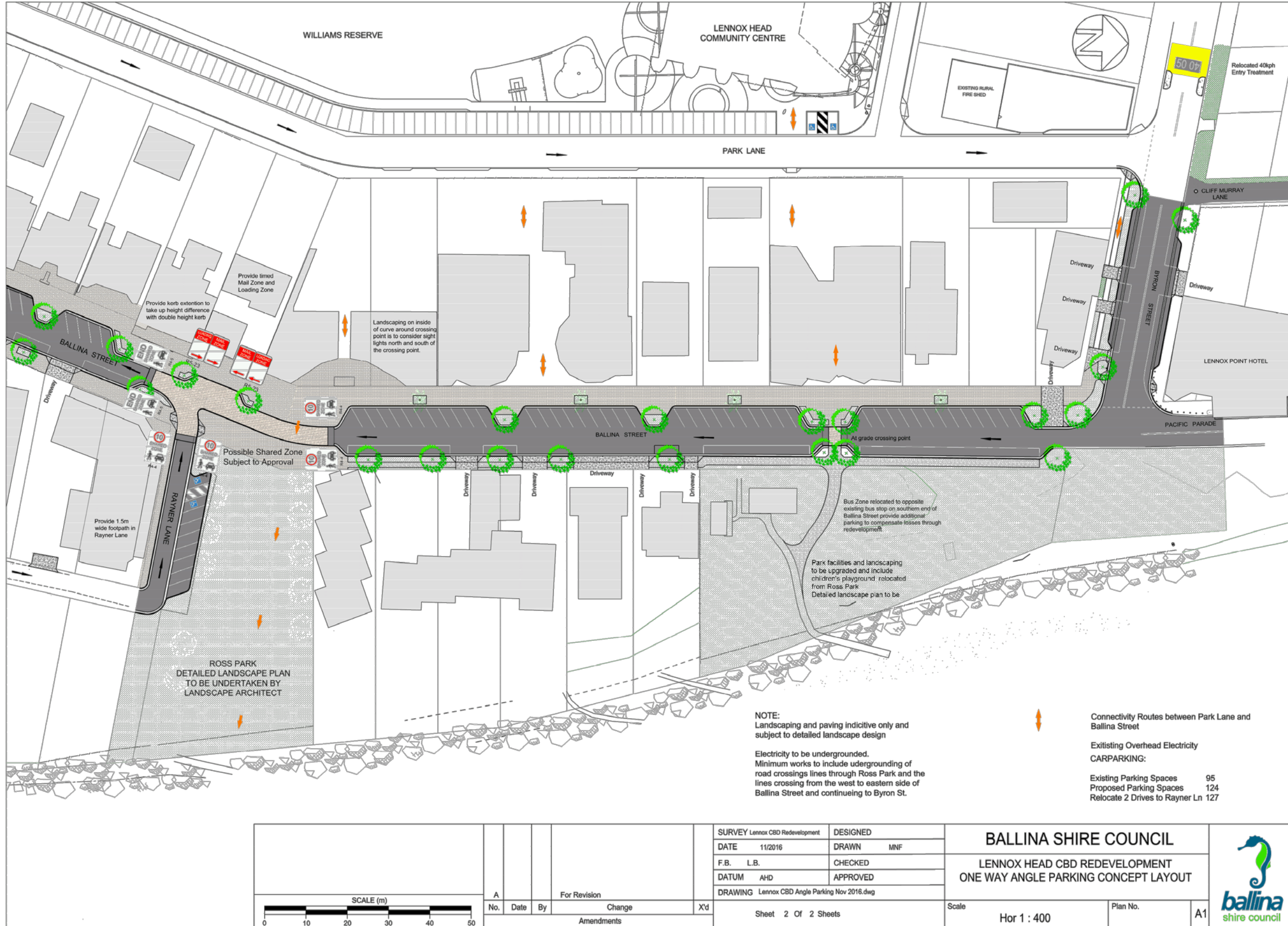


SCALE (m)		A		For Revision		SURVEY Lennox CBD Redevelopment		DESIGNED		<b>BALLINA SHIRE COUNCIL</b> LENNOX HEAD CBD REDEVELOPMENT ONE WAY ANGLE PARKING CONCEPT LAYOUT  Scale Hor 1 : 400 Plan No. A1 	
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		By		Change		F.B. L.B.		CHECKED			
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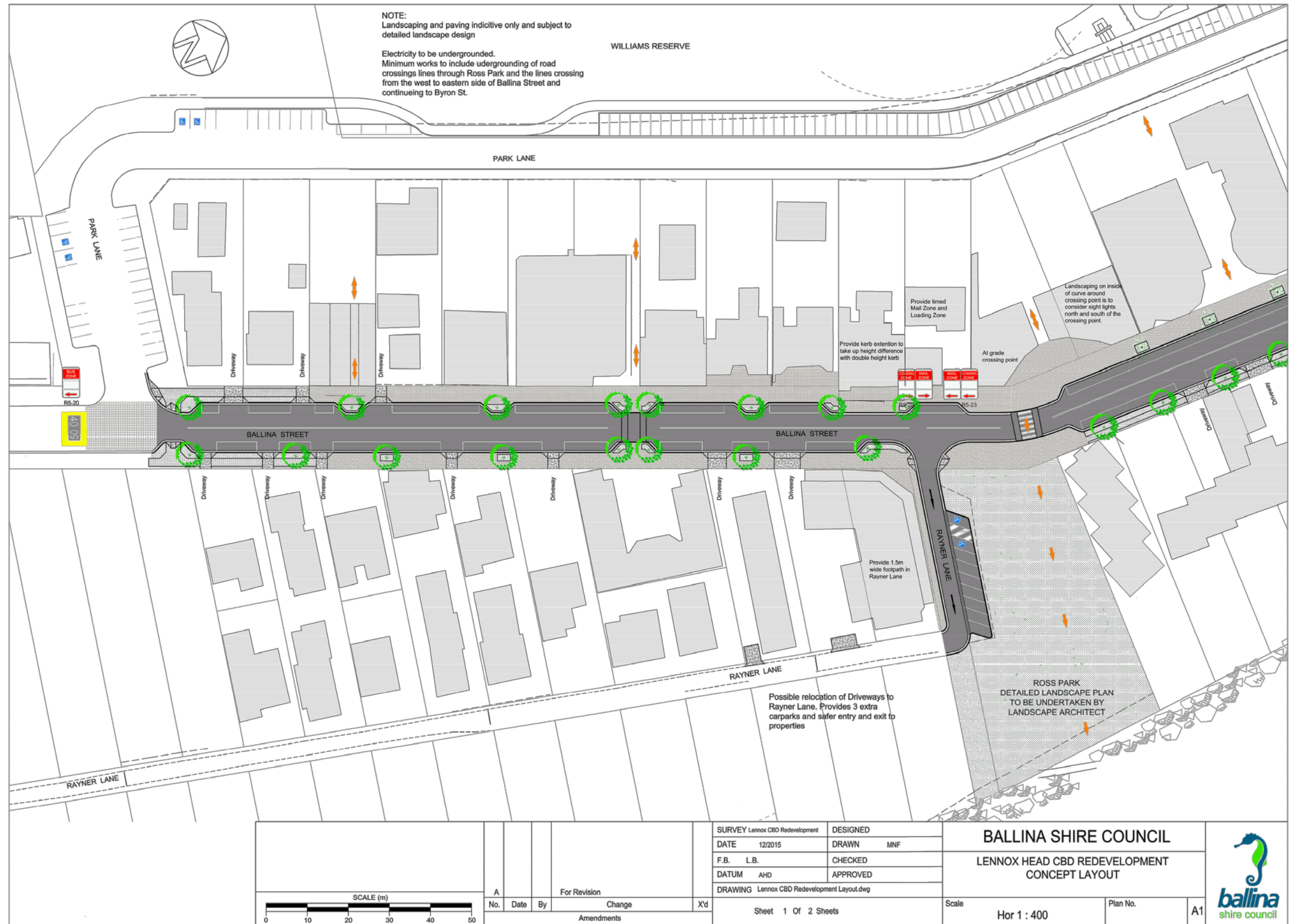


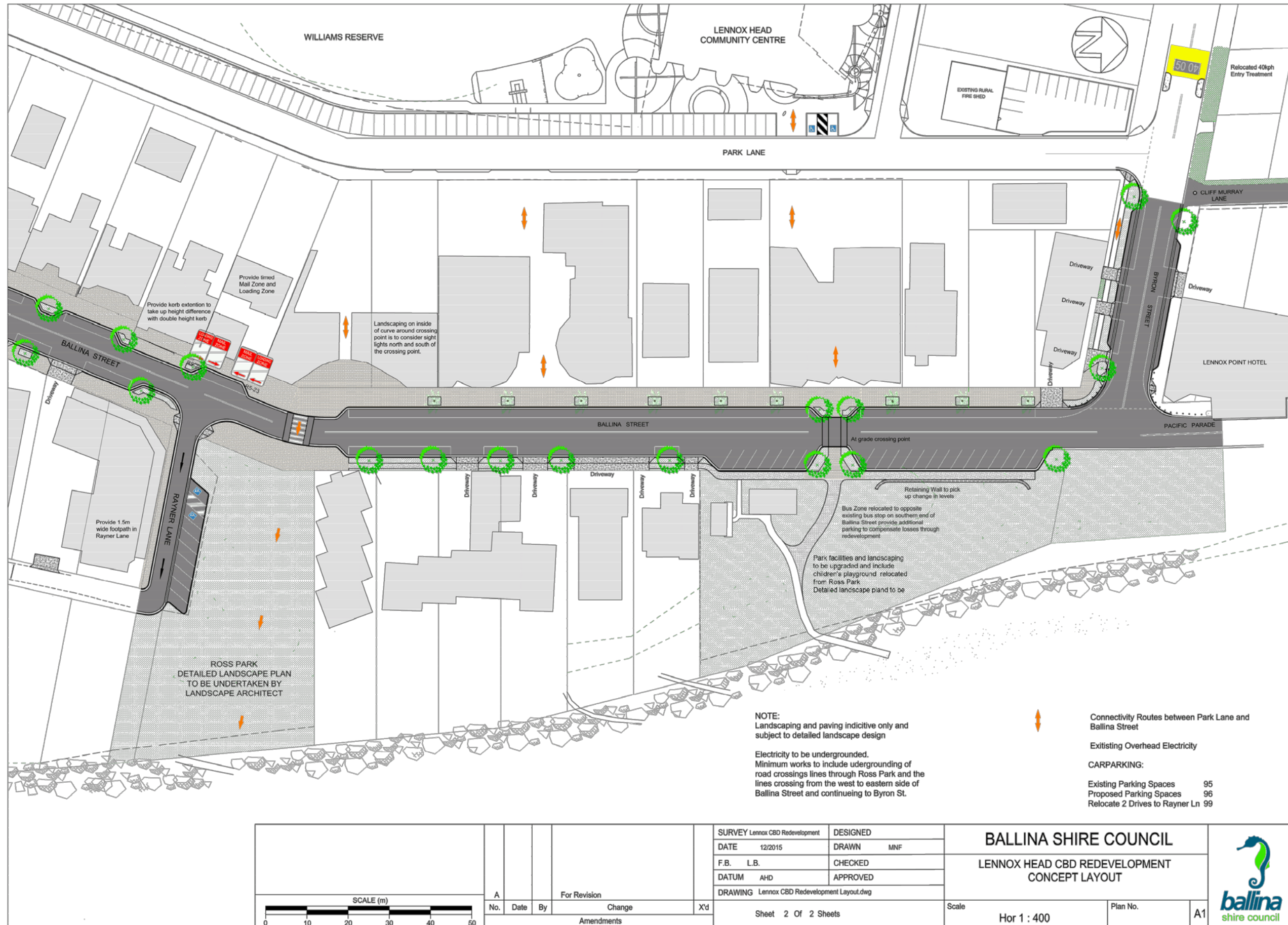
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SURVEY	Lennox CBD Redevelopment	DESIGNED	
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Sheet 2 Of 2 Sheets			

<b>BALLINA SHIRE COUNCIL</b>	
LENNOX HEAD CBD REDEVELOPMENT ONE WAY ANGLE PARKING CONCEPT LAYOUT	
Scale	Hor 1 : 400
Plan No.	A1







**BALLINA SHIRE COUNCIL - PLANNING COMMITTEE 12 FEBRUARY 2004**

**REPORT ON DRAFT LANDSCAPE MASTERPLAN OPTIONS**

**PART 3 - DRAFT LANDSCAPE MASTERPLAN OPTIONS**

**INTRODUCTION**

As Council is aware, two Landscape Masterplan Options were placed on exhibition for public comment. Council has previously been provided with colour copies of the Masterplan Options and accordingly they have not been reproduced in this Report. Additional copies are, however, available for Councillors from the Strategic Services Section upon request.

The primary difference between Options 1 and 2 is the proposed traffic management system in the Village Centre. In this regard, Option 1 proposes one-way traffic in Ballina Street in a southerly direction, and Option 2 maintains the existing two-way traffic flow in Ballina Street. Both Options involve the retention of a two-way system in Park Lane with the provision of nose-in parking along Williams Reserve. Rayner Lane remains one-way in both Options, with traffic moving from north to south, as is currently the case.

**SUBMISSIONS RECEIVED**

70 submissions were received which made reference to the Landscape Masterplan Options. Community support for the 2 design Options presented was very evenly distributed, with 20 submissions supporting Option 1 and 22 supporting Option 2. The remaining submissions did not nominate a preferred Option. Many of the submissions also included useful and positive suggestions for improvements to the Options.

It is relevant to note at the outset that there was broad community support for the concept of undertaking improvements to the Village Centre. Comments to this effect included: "an enormous improvement"; "Council, the community panel and GeoLINK are to be congratulated"; and "the idea of consistent themes of design, materials and pavement is supported".

Given that the key difference between the Options relates to traffic circulation, this Report is primarily seeking a decision from Council concerning this aspect of the project. It is envisaged that once the preferred traffic circulation system has been determined, further more detailed investigations will be held into the comments and suggestions made by the community concerning the Options. Much of this more detailed work would occur at construction design stage.

The assessment of the issues and comments provided in the submissions has been divided into the following headings:

- Submissions Concerning Landscape Masterplan Option 1
- Submissions Concerning Landscape Masterplan Option 2
- Responses to Issues Raised in Submissions
  - Traffic management
  - Impact on businesses at southern end of Village Centre;
  - Upgrading of parks;

- Stormwater management;
- Other suggested improvements; and
- Funding and staging.

**SUBMISSIONS CONCERNING LANDSCAPE MASTERPLAN OPTION 1**

20 submissions support Option 1 for the following reasons:

- Will reduce congestion;
- Slowing of traffic;
- Provides more car parking;
- Provides a safer pedestrian and alfresco dining environment;
- Provides access to the foreshore; reduce the domination of cars;
- Creates an open, user-friendly, village atmosphere; and
- Incorporates improved street furniture and design finishes.

The following objections have been raised in relation to Option 1:

- Inconvenient for residents;
- Will confuse motorists;
- Will cause traffic problems (particularly at the corner of Park Lane and Byron Street);
- Will result in a loss of tourists in Lennox Head – they will go to Byron Bay instead;
- Will impact negatively on businesses (particularly those at the southern end of town and Lennox Motors);
- Will reduce pedestrian safety; and is not justified by the marginal increase in car parking and alfresco dining area available.

A number of submissions include suggestions for improvements to Option 1. The suggestions, whilst wide-ranging, can be grouped into general categories including the following – improvements to the intersection of Park Lane and Byron Street (e.g. roundabout, review widening); make Park Lane two-way; introduce traffic calming measures; introduce a lower speed limit (20-40 km/hr); provide a turnaround in Rayner Lane at Ross Park; leave Rayner Lane as is; close Rayner Lane at the northern end and make it two-way for resident traffic only; reverse the one way flow of Rayner Lane; replace nose-in parking with parallel parking; provide nose-in parking; provide additional pedestrian crossings in Ballina Street, Park Lane, Byron Street; provide consistent, attractive and suitable footpath surfaces; and prioritise pedestrian access to foreshore.

**SUBMISSIONS CONCERNING LANDSCAPE MASTERPLAN OPTION 2**

22 submissions support Option 2 for the following reasons:

- Convenient (particularly for those travelling from the south);
- Will reduce congestion;
- Will reduce traffic;
- Will protect businesses at the southern end of the village;
- Presents a more attractive entry to visitors;
- Includes positive streetscape improvements; and
- The proposed turnaround will reduce traffic in Rayner Lane.

1 submission raises objection to the proposed two-way traffic in the northern section of Rayner Lane on the basis that it is not safe.

A number of submissions contain suggestions for improvements to Option 2. The suggestions, whilst wide-ranging, can be grouped into general categories, including the following – improvements to the intersection of Park Lane and Byron Street (e.g. roundabout); turnaround in Rayner Lane at Ross Park will lose parking spaces and playground area and make the intersection with Ballina Street difficult; northern end of Rayner Lane not wide enough for two-way traffic and parking; leave Rayner Lane as is; close Rayner Lane at the northern end and make it two-way for resident traffic only; reverse the one way flow of Rayner Lane; don't allow any parking in Ballina Street near shops; parking in Park Lane should not change due to potential impacts on Williams Reserve; and provide improved 'more constructive' lighting in restaurant area (e.g. fairy lights all year round).

## **RESPONSES TO ISSUES RAISED IN SUBMISSIONS**

### **Traffic Management**

#### Issues

A range of comments have been made concerning traffic management in the Village Centre. These have been summarised as follows:

- Convenience / Inconvenience for Motorists;
- Potential for Driver Confusion;
- Safety of the Byron Street / Park Lane Intersection;
- Pedestrian Safety;
- Access to Lennox Head Motors;
- Traffic Speeds in the Village Centre;
- Need to provide additional Car Parking in Village Centre over and above that proposed;
- Concern about increased traffic in Rayner Lane; and
- Need for timed or paid parking within the Village Centre.

#### Responses

Council's Civil Services Group has provided the following responses to the traffic management issues raised in the submissions;

##### *"Convenience / Inconvenience for Motorists"*

*There will be a minor increase in travel time and distance for vehicles travelling from the south that wish to park in Ballina Street or access Rayner Lane. An increase in parking supply in Park Lane and pedestrian links to the main street will assist to minimise this inconvenience.*

##### *Potential for Driver Confusion*

*The one way option will require clear signage to avoid driver confusion. This will be investigated in conjunction with the detailed design phase and is also likely to incorporate directional signage to Williams reserve and appropriate parking areas.*

Byron Street / Park Lane Intersection

*It is likely that the intersection of Byron Street and Park Lane will require some form of intersection treatment to accommodate the increased turning movements into and out of Park Lane. This will be investigated as part of the detailed design process and it is not anticipated that it would prohibit the implementation of a one way system.*

Pedestrian Safety

*The Lennox Head Village Master Plan includes widening of the footpath areas in Ballina Street, the creation of a footpath along Park Lane and designated crossing points and 'blisters'. These design elements are proposed to increase pedestrian safety within the village centre.*

Access to Lennox Head Motors

*Access to Lennox Head Motors will need to be considered as part of the detailed design process, as the intersection treatment at the corner of Byron Street and Ballina Street has the potential to impact on access to the existing petrol pumps. Despite this it is considered that a design solution will be available to safely control traffic movements and access to the site and will be further investigated during the detailed design phase.*

Traffic Speeds in the Village Centre

*A number of submissions have been received suggesting that the speed limit on Ballina Street needs to be reduced in order to improve pedestrian safety. The difficulty associated with the formal lowering of traffic speeds is one of enforcement. Accordingly, it is considered appropriate to endeavour to manage traffic speeds by way of streetscape design. In this regard, both Options 1 and 2 will reduce the carriageway width and result in slowing vehicle speeds. Council is also investigating the possibility of implementing in High Pedestrian Areas 40kph speed zones.*

Provision of Additional Car Parking

*A suggestion has been made that Council should purchase additional land within the Village Centre for the purpose of providing additional car parking. There is no present proposal or policy to purchase properties to provide additional car parking within the village and, given the property values within the Village Centre, it is not considered to be a viable or cost effective option.*

Increased Traffic in Rayner Lane

*Rayner Lane currently carries in the order of 1000 vehicles per day. Future traffic volumes along the laneway were considered as part of the 'Traffic and Parking Review' prepared by Council's traffic consultants Eppell Olsen & Partners. This report concluded that:*

*"with either road network option adopted, the use of Rayner Lane is not likely to increase to levels where capacity issues arise, however it will be important to provide a form which can adequately cater for the conflicting demands of vehicular access, servicing and pedestrian movements."*



*The DCP includes a road widening proposal along Rayner Lane to provide for formalised parking and a footpath. With these improvements it is estimated that Rayner Lane will be able to accommodate between 2000-3000 vehicles per day.*

Timed or Paid Parking

*Submissions have suggested that there is a need for timed or paid parking within the Village Centre. Timed or paid parking within the Village Centre does not form part of the current proposal but it may be considered as part of future parking management options."*

**Impact on Businesses at Southern End of Village**

Issue

Concerns have been raised in relation to Option 1 regarding the potential impacts of the one way traffic flow on businesses towards the southern end of the Village Centre.

Response

These concerns are partly related to the recently opened development to the north of the village containing the newsagency etc. It is considered that the proposed village enhancement, improved car parking provision, increased opportunities for alfresco dining, and the relocation of the pedestrian crossing will mitigate potential negative impacts on businesses in the south of the Village Centre.

**Park Lane**

Issues

A range of comments have been received concerning the proposed upgrading of Park Lane, with the vast majority indicating support for the upgrading works proposed. Concern has been expressed however about the impacts on Williams Reserve and the issue of pedestrian safety following the upgrade works, with both pedestrian crossings and "traffic calming" measures suggested.

Response

Considerable support has been expressed with regard to the proposed upgrade of Park Lane. The provision of parking has been optimised with only very minor incursions into the "green space" of Williams Reserve. It is also relevant to note that the works can be accommodated without reducing the playing fields on the Reserve. The potential impacts on pedestrian safety are not considered to warrant the deletion of the nose-in parking and measures to improve safety will be considered further during the detailed design phase of the process.

**Upgrading of Parks**

Issues

The concept of upgrading of Ross Park is broadly supported, however a range of suggestions have been made concerning the detailed design of the proposed works. These include the following:

- Vegetation to be planted along the northern boundary of Ross Park should be carefully selected as there have been problems in the past associated with impacts on the Beachfront Apartments (obscuring views and impacts on solar access);
- Fencing should be provided to the play ground to improve child safety;
- The provision of more appropriate shade structures, and the provision of additional toilet facilities.
- More activities for youths should be provided in all parks such as basketball hoops, small skate areas etc.

An objection was also raised concerning the upgrading of the public land on the foreshore located adjacent to the north of Rutherford Street, with the submission objecting to the "proposed park".

#### Response

The comments regarding vegetation selection in Ross Park and general improvements to Ross Park, such as the provision of shade structures, will be taken into consideration in the detailed design phase of the park upgrade.

The proposed village enhancement will provide improved amenity for all pedestrians and users, including the young. The provision of specific youth-targeted facilities will be considered during the detailed design of specific areas.

The reference to a proposed 'park' at the southern end of Rayner Lane refers to an existing section of unformed road which is presently grassed. The Masterplan options illustrate works in this area comprising the provision of seating, some minor planting, and pedestrian access which will link with public access proposed to the north. The works proposed are considered minor and unlikely to significantly impact on adjoining properties.

#### **Stormwater Management**

##### Issue

Stormwater management needs to be considered as part of the Landscape Masterplan improvements, particularly with respect to oil and other pollutants resulting from increased car parking in the Village Centre. This issue is raised in the submissions from both NSW Fisheries and the Marine Park Authority.

##### Response

This issue will be addressed at such time as detailed design work is undertaken on the adopted Landscape Masterplan.

#### **Other Suggested Improvements**

##### Issues

As advised in the introduction to this section of the Report, a range of suggestions have been made by the community concerning suggested improvements to the Landscape Masterplan Options. These suggestions relate to issues including:

- Signage;
- Location and number of pedestrian crossings;
- Landscape species;
- Location and size of alfresco dining areas;
- Location of long vehicle spaces will be further considered during the detailed design phase; and
- Street furniture, paving and lighting.

Response

The comments regarding specific design suggestions will be further considered as part of the detailed design process.

**Funding and Staging of Lennox Head Village Centre Upgrading Works**

Issue

A range of comments have been made concerning the funding strategy for the construction of the Landscape Masterplan and the staging of construction works.

Response

As advised in the November, 2003 report to Planning Committee, there are significant financial implications associated with construction of an adopted Landscape Masterplan. Preliminary cost estimates prepared by GeoLINK indicate that the total cost of the project will be in the order of \$4,800,000. It must be emphasised that this cost estimate is a "ball-park" indication of potential costs and is based on the conceptual Masterplan Options. Relocation of Telstra services (if required) and preparation of detailed design drawings are not included in this estimate.

There are opportunities to stage construction to distribute these costs over a number of years, however as is evident in the Ballina CBD experience, this is likely to result in an increase in the overall project budget.

Council's Corporate Services Group Manager has considered this matter and has provided the following advice with respect to funding opportunities:

*"Council is not in a position to fund the expenditure envisaged from its recurrent budget. Even though staging the process may result in cost increases, due to the magnitude of the costs involved it will be necessary to stage the works to allow aspects of the project to proceed.*

*Ideally a timeframe for the works will need to be developed and funding sources identified for each component of the work. Section 94 contributions can be of assistance in relation to matters such as car parking and the Civil Services Group is currently developing this Section 94 Plan. One other option that could be considered is the use of special rate variations, however the small size of the Village Centre means that generally any rate increase*

*will need to be substantial to generate adequate revenue to finance part of the works.*

*For capital works of this nature loan funding is also a key funding source. However a loan of say \$1 million requires annual repayments of approximately \$110,000 per annum (term of 15 years). Therefore dependent on the magnitude of works undertaken from loans, it will be very difficult to incorporate the annual loan repayments into Council's existing budget unless there are cuts in other areas of Council's operations."*

With respect to the possible construction timetable for the project, Council's Civil Services Group advises as follows:

*"The commencement of upgrading works for the Lennox Head Village Centre will need to be considered in conjunction with available funding opportunities and future works programs.*

*A staging plan will be developed for the proposed upgrading works in conjunction with the preparation of detailed design and cost estimates. It is anticipated that given the increased traffic that will utilise Park Lane under a one-way system, that upgrading of this road will need to be completed prior to the implementation of one-way traffic in Ballina Street.*

*Car parking and associated pedestrian facilities, landscaping and pavement alterations in Park Lane are to be partially funded through the proposed Lennox Head Village Centre Car Parking Contribution Plan.*

*Cost estimates prepared for the draft Lennox Head Village Centre Car Parking Contribution Plan indicate that the construction of 82 spaces and associated works along Park Lane will cost in the order of \$1,200,000. Under the proposed Contribution Plan 36 of these spaces, or \$510,000, will be funded from developer contributions.*

*The draft Contribution Plan outlines that construction of car parking in Park Lane will take place 'upon receipt of 20 contributions or within 5 years, whichever occurs first'. Should the upgrading of the village centre occur within the next 5 years this timeframe may need to be reviewed."*

#### **CONCLUSION**

There has been broad support for the concept of upgrading the Lennox Head Village Centre. The community appears evenly divided on the issue of a one-way vs two-way traffic circulation system in Ballina Street. From a technical perspective, it is considered appropriate that Council adopt as a long-term strategy for the Lennox Head Village Centre the implementation of one-way traffic flow in Ballina Street. This view is based on both the amenity and traffic management considerations outlined below:

From an amenity perspective, it is acknowledged that both Options 1 and 2 will improve the situation from that which is currently existing in the Village Centre. Option 1, however, provides larger paved areas and more opportunities for landscaping, alfresco dining and public art. These features will provide for significantly enhanced amenity within the Village Centre than that provided by Option 2.

With respect to traffic management issues, Council's Civil Services Group advises as follows:

*"Both a one-way system and a two-way system will operate satisfactorily from a road capacity perspective. However a one-way system provides greater opportunities to reduce and slow down traffic through Ballina Street. Traffic calming in the village's main street is complementary to an increased emphasis on pedestrian, dining and shopping uses.*

*The one-way option will significantly increase the footpath width in Ballina Street and therefore improve disabled access and pedestrian safety. It also allows for nose in parking to be constructed in place of the existing parallel spaces. Parallel spaces are inherently more difficult to negotiate and as such are less efficient. Therefore the provision of nose in parking will increase both the quantum of car parking in the village centre and the safety and accessibility of these spaces.*

*Upgrading of Park Lane will create additional car parking and pedestrian linkages to Ballina Street. This will ensure that convenient access to the businesses along Ballina Street is not unduly impacted upon.*

*A one-way system will require additional intersection treatments and signage to direct traffic appropriately through the village centre. Traffic flow in Park Lane will increase under the proposed one-way system, as this route will take on a connector road function. Upgrading of Park Lane is therefore integral with upgrading of Ballina Street to a one-way system.*

*A number of suggestions for improvement to the concept design and specific design issues have been raised through the public exhibition process. These items will be investigated and considered further during the detailed design process for the enhancement works.*

*It is recommended that a one-way system be adopted for the reasons outlined above. Further, a review of vehicle movements and parking in the Lennox Head Village Centre concludes that traffic can be adequately catered for under a one-way system through the combined upgrading of Ballina Street and Park Lane."*

It is therefore recommended that Council resolve as follows:

1. To adopt Landscape Masterplan Option 1 as the preferred long term approach for the beautification and enhancement of the Lennox Head Village Centre;
2. To receive a more detailed report concerning staging issues and funding opportunities for the construction of the Landscape Masterplan; and
3. To have regard for the many community suggestions concerning the Masterplan design at such time as detailed design work is undertaken, particularly with respect to the following:
  - a. Design of Ross Park, with respect to child safety and minimising disruption of views from adjoining properties;
  - b. Appropriate landscape species, recognising that native vegetation is preferred within the village centre,
  - c. Intersection treatment at Park Lane / Byron Street intersection; and
  - d. Location of alfresco dining areas, with the view to ensuring that existing approved dining establishments have access to such areas.

**Extract of Minutes of the Ballina Shire Council Planning Committee Meeting held on Thursday, 12 February, 2004 at 5.00 p.m.in the Ballina Shire Council Chambers, Ballina**

**17. Proposed new Planning Controls for Lennox Head Village Centre – P120204(001)**

A Motion was moved by Cr A. Kennedy and seconded by Cr P. Moore –

That

1. ....

2. ....

3. With respect to the Lennox Head Village Centre Landscape

Masterplan:

- a. Landscape Masterplan Option 2 be adopted as the preferred long term approach for the beautification and enhancement of the Lennox Head Village Centre;
- b. Receive a more detailed report concerning staging issues and funding opportunities for the construction of the Landscape Masterplan; and
- c. Due regard for the many community suggestions concerning the Masterplan design at such time as detailed design work is undertaken, particularly with respect to the following:
  - i. Design of Ross Park, with respect to child safety and minimising disruption of views from adjoining properties;
  - ii. Appropriate landscape species, recognising that native vegetation is preferred within the village centre,
  - iii. Intersection treatment at Park Lane / Byron Street intersection; and
  - iv. Location of alfresco dining areas, with the view to ensuring that existing approved dining establishments have access to such areas.

4. ....

An Amendment was moved by Cr A. Rich and seconded by Cr D. Wright –

That

1. ....

2. ...

3. With respect to the Lennox Head Village Centre Landscape

Masterplan:

- a. Landscape Masterplan Option 2 be adopted as the preferred long term approach for the beautification and enhancement of the Lennox Head Village Centre;
- b. Receive a more detailed report concerning staging issues and funding opportunities for the construction of the Landscape Masterplan; and
- c. Due regard for the many community suggestions concerning the Masterplan design at such time as detailed design work is undertaken, particularly with respect to the following:
  - i. Design of Ross Park, with respect to child safety and minimising disruption of views from adjoining properties;
  - ii. Appropriate landscape species, recognising that native vegetation is preferred within the village centre,
  - iii. Intersection treatment at Park Lane / Byron Street intersection; and
  - iv. Location of alfresco dining areas, with the view to ensuring that existing approved dining establishments have access to such areas.

4. ....

The Amendment on being put to the vote was **LOST**.

An Amendment was moved by Cr A Rich –

That

1. ...

2. ....

3. With respect to the Lennox Head Village Centre Landscape Masterplan:

- a. Landscape Masterplan Option 2 be adopted as the preferred long term approach for the beautification and enhancement of the Lennox Head Village Centre;
- b. Receive a more detailed report concerning staging issues and funding opportunities for the construction of the Landscape Masterplan; and
- c. Due regard for the many community suggestions concerning the Masterplan design at such time as detailed design work is undertaken, particularly with respect to the following:
  - i. Design of Ross Park, with respect to child safety and minimising disruption of views from adjoining properties;
  - ii. Appropriate landscape species, recognising that native vegetation is preferred within the village centre,
  - iii. Intersection treatment at Park Lane / Byron Street intersection; and
  - iv. Location of alfresco dining areas, with the view to ensuring that existing approved dining establishments have access to such areas.

4. ..

A **Motion of Dissent** from the ruling of the Chair was moved by Cr A. Rich and seconded by Cr M. Howes.

The **Motion of Dissent** from the ruling of the Chair was **LOST**.

Cr Rich called for a division on the Motion of Dissent.

Voting in Favour

Crs Howes & Rich.

Voting Against

Crs Dakin, Moore, Wright, Kennedy, Felsch & Silver.

The **Substantive Motion** on being put to the vote was **CARRIED** unanimously.

(Cr Rich declared an interest in Item 4 and departed the meeting at 6.08 p.m.)

(Cr Perkins returned to the meeting at 6.09 p.m.)