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St Helens Urban Design and Traffic Management Strategy

**Break O' Day Council
Municipal Management Plan
February 2015**

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Significant Sections of this document incorporate (where referenced) the report prepared by Bitzios Consulting; contracted by TCG Planning for Break O' Day Council, entitled '*St Helens Traffic Study*' (Project Ref: P1064, Version 004, Issued 1 October 2013), which forms the Existing Traffic and Pedestrian/Cycle Analysis (Part 5) of this Strategy) and Traffic, Transport and Pedestrian and Urban Design Framework (Part 9) and Implementation Plan (Part 11). All photographs within these Sections are provided by Bitzios Consulting.

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1 Executive Summary

The *St Helens Urban Design and Traffic Management Strategy* provides a framework to guide the future use and development of the Township of St Helens, the largest centre within the Break O'Day Municipality, and the north-eastern region. The Strategy has been prepared by TCG Planning, with significant input by Bitzios Consulting through the traffic management component of this work entitled '*St Helens Traffic Study*' (Project Ref: P1064, Version 004, Issued 1 October 2013). All traffic-related content is sourced from this Study, and is re-formatted to present in a more consistent manner with this overall Strategy document (referenced accordingly).

Part 2 of the Strategy 'Introduction' outlines and describes the Study Area (generally comprising the commercially-zoned area of the town), within the context of the Break O'Day Municipality. Part 1 also outlines the strategic context of the Strategy as it relates to the overall Municipal Management Plan (MMP) and its various components, which will establish priorities for Break O'Day Council over the next twenty year period. This part of the Strategy also outlines the objectives of the Strategy, and details the methodology and stakeholder consultation undertaken during its preparation

Part 3 'Existing Analysis - Overview' provides an overview and summary of the themes and issues identified within existing local, regional and state-wide studies, strategies and documents which are of relevance to the St Helens Strategy. From the consultation, review of existing documents, and a thorough analysis of the town, the key matters to be addressed in the future planning of St Helens have been identified, including the strengths, weaknesses, opportunities and threats faced by St Helens. Appendix 1 provides a summary outline of the content, outcomes and recommendations of the documents reviewed.

Part 4 'Existing Issues Analysis: Town Centre Urban Design' identifies in detail the existing issues relevant to the township of St Helens from an urban design and land use perspective, including built form, land use and ownership, opportunities for key sites, streetscape and public realm and existing and future environmental constraints (flooding and climate change impacts).

Part 5 'Existing Issues Analysis: Parking, Traffic, Pedestrian and Cyclist Movement' outlines the key movement and connection matters within St Helens and nearby surrounding street network (as identified by Bitzios Consulting).

Part 6 'Existing Issues Analysis: Georges Bay Foreshore Parklands' describes the public foreshore areas, including positive aspects and areas that can be improved.

From the community consultation, analysis of the township and document review, Part 7 'Strategy Vision and Guiding Principles' establishes the following Vision:

St Helens will be:

- *"An inclusive community that is sought out by young and old to visit, move to, live in and retire in.*
- *A place where the environment is protected.*

- *A place which provides educational and employment opportunities.*
- *A place with strong linkages to its exceptional coastal setting.*
- *A place known around the world for the Bay of Fires.*
- *A thriving, vibrant place with high quality establishments, facilities and infrastructure."*

The Vision is underpinned by ten Guiding Principles which form the basis for the St Helens Urban Design and Traffic/Transport Framework/Strategy.

This Strategy will:

- *Provide a Vibrant St Helens: Consolidate Residential and Tourism Uses, and active business uses (by redeveloping key sites & providing a community focal point).*
- *Provide increased amenity within the public domain, by creating a place for pedestrians by improvements to Cecilia Street.*
- *Provide linkages to the waterfront.*
- *Improve the public realm along foreshore parks and providing an upgraded walkway/cycleway.*
- *Separate traffic types and provide/promote alternate town centre routes.*
- *Improve parking legibility through improved signposting and parking configurations.*
- *Better manage road safety through revision of speed limits and other pedestrian and road treatments for the wider St Helens area.*
- *Improve bus infrastructure and access.*
- *Improve signage at town centre and directional signage generally.*
- *Respond to existing & future environmental hazards.*

Part 8 'Urban Design Framework' outlines the recommended strategies and actions for change from a built form and land use perspective. Recommended strategies include: consolidation of the township and active land uses; recommended land sale and purchase strategies; development of key sites; provision of township entry statements; and recommended improvements to the public and private domain. Map 8 provides the overall Masterplan for this Framework.

Part 9 'Traffic, Transport, Pedestrian and Cycling Framework' identifies strategies and actions on how the existing vehicular and pedestrian environment could be improved for the future (as outlined by Bitzios Consulting's Study). The framework addresses traffic management measures, strategies for improved parking, pedestrian and cyclist movement, and improvements to signposting throughout the township. Maps 9 and 10 provides the overall Masterplan for this Framework.

Part 10 'Georges Bay Foreshore Parks Strategy' outlines the recommended strategies and actions for the improvement of foreshore parklands. Maps 12 and 13 provide the overall Masterplan for this Framework.

Part 11 'Strategy Implementation' provides an Implementation Table listing all of the recommended actions (and associated cost estimates, within short, medium and long term timeframes) to achieve this Strategy. It is considered that the implementation of this Strategy will achieve the identified Vision for the township of St Helens and serve the town well into the future.

2 Introduction

2.1 The Study Area

Site and Context: Location and Setting

St Helens is located within the Break O'Day Municipality in the north-east of Tasmania. The township is the largest urban area in the Municipality and is the main regional centre on the north-east coast of Tasmania. The township is located on the western shores of Georges Bay and enjoys a scenic coastal setting. St Helens has a key employment and service role for this region, in particular for the many visitors to the region in the warmer months visiting the world-renowned Bay of Fires (located only 11 to 20 kilometres to the key viewing points).

Beyond the commercial centre of Helens are low density and rural residential areas beyond to the north, west and south. There is a cluster of Industrial-zoned land to the west of the township, and small nodes of marine industry and oyster farming along the coastline of Georges Bay and Moulting Bay, in addition to a sewage treatment plant servicing the township to the east. The wider township area features a school, sportsgrounds, golf course, and a cemetery. The surrounding urban area includes the suburbs/settlements of Binalong Bay and The Gardens (to the north) and Stieglitz and Akaroa (on a narrow peninsular across Georges Bay to the east). The town also services the beachside settlements of Beaumaris and Scamander to the south. The population of the wider St Helens Urban Area (comprising St Helens, The Gardens, Binalong Bay, Akaroa and Stieglitz) was 2816 (ABS 2011).

The main northern Tasmanian city of Launceston is approximately 95 kilometres away directly, with road distances being approximately 165 kilometres, via both St Marys to the south and Scottsdale to the north). Hobart is located 250 kilometres by road to the south. Refer to Figure 1 indicating the location of St Helens in its regional context, Figure 2 for an aerial view of the township, and Figure 3 for an aerial view of the Georges Bay Foreshore.

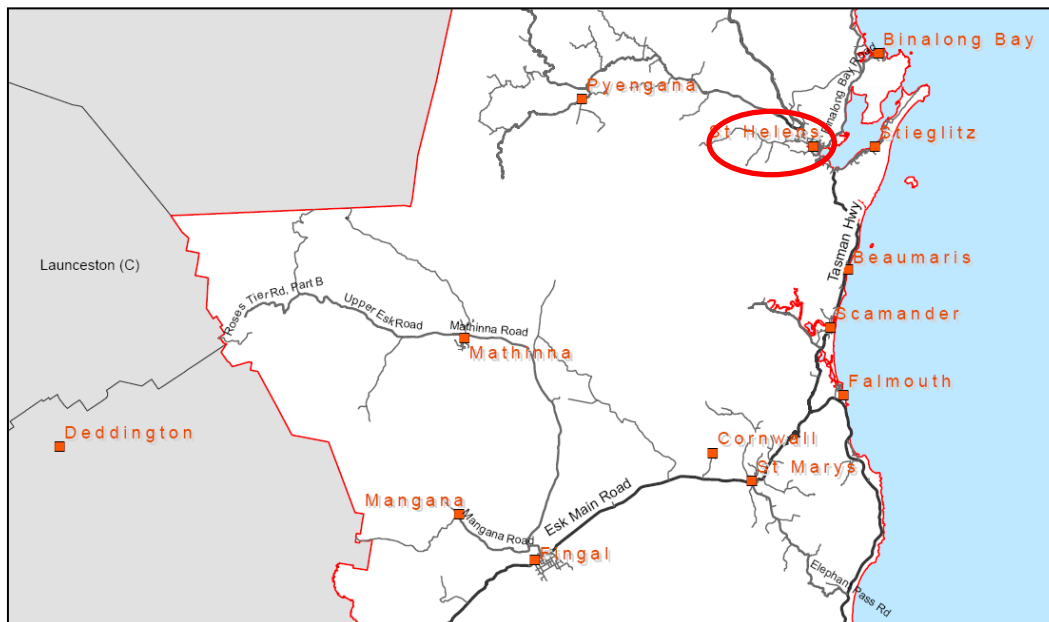


Figure 1: Location of St Helens: Regional Context

(Map Source: TCG Planning/Niche Environment and Heritage, from date source Break O'Day Council and LIST)

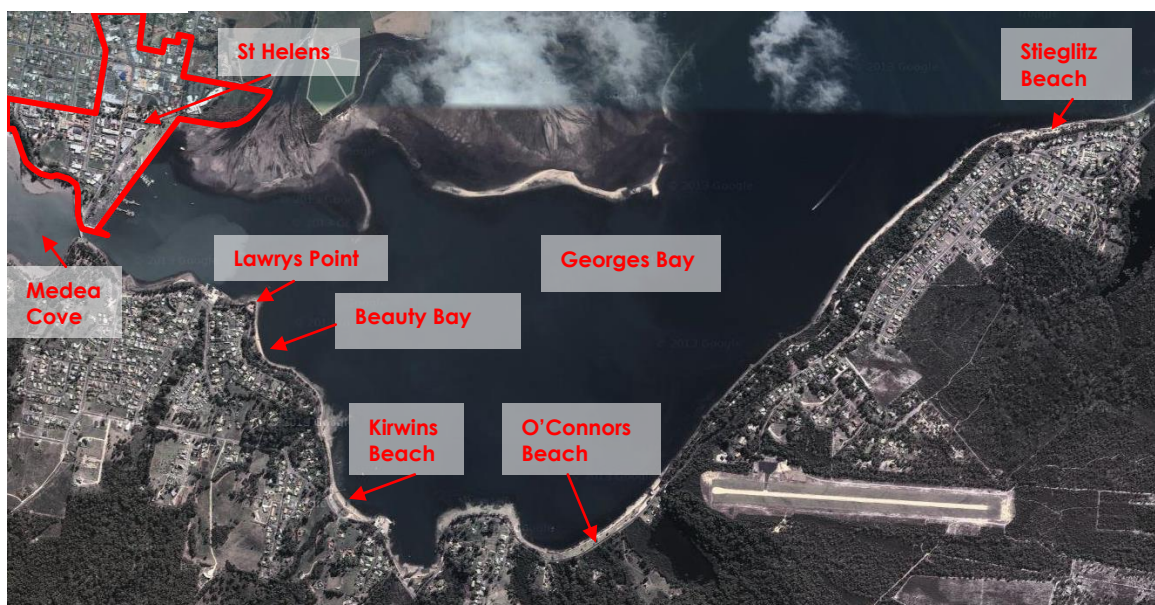


Figure 2: Aerial Photograph of the Study Area indicating the key features of the township of St Helens

(Source:
<http://maps.thelist.tas.gov.au/listmap/app/list/map>)

Figure 3: Aerial Photograph indicating St Helens Township, surrounding residential area and Georges Bay Foreshore

(Source:
<http://maps.thelist.tas.gov.au/listmap/app/list/map>)

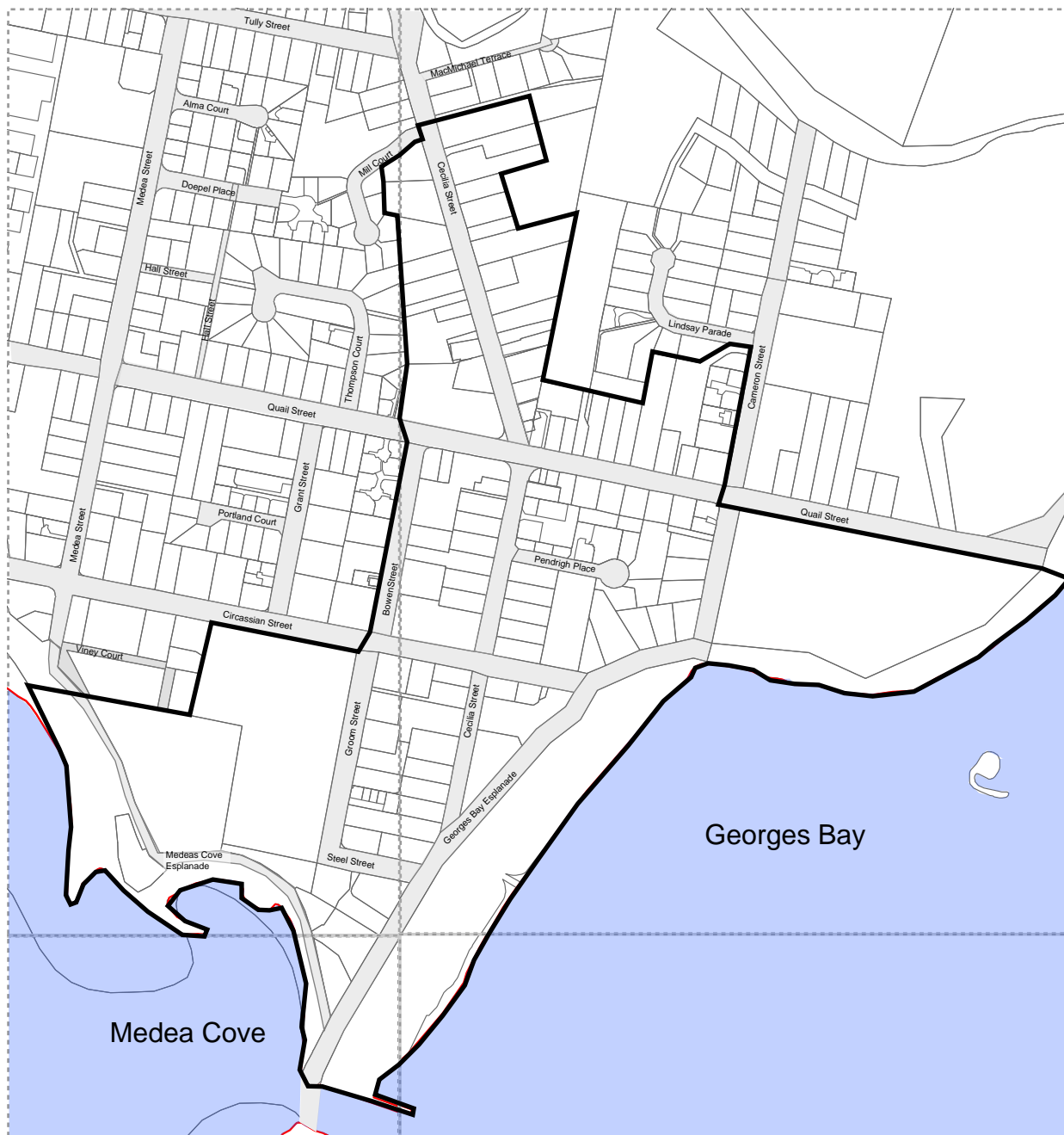


Defining the Study Area

This Strategy, entitled the 'St Helens Urban Design and Traffic Management Strategy' considers the overall issues affecting the township of St Helens but focuses on the town centre, the "hub" of economic and social activity of the population of St Helens. In accordance with the brief, and in acknowledging the importance of the coastal environment to the township, this Study also includes part of the southern foreshore of Georges Bay (from St Helens Foreshore Park to Lions Park).

It is acknowledged that the town centre does not sit in isolation and the town centre needs to be considered within the context of surrounding lands. However, it is the town centre and foreshore parks that requires a framework for the key elements of the township to be addressed, being traffic and transport infrastructure, streetscape and landscape treatments, open space and the identification of key development sites. Therefore, this study does not propose built form outcomes for areas outside of the St Helens Town Centre and Foreshore Parklands mentioned above, however it does address important linkages, associations and opportunities outside this area.

The Study Area comprises the retail, commercial and civic uses bounded by the Georges Bay Foreshore Park/Georges Bay Esplanade in the east, the business-zoned properties clustering around Cecilia Street (Tasman Highway) and Quail Street, Pendrigh Place, and the community-use zoned land bounded by Circassian and Groom Streets, south to Medeas Cove (refer Map 1). This area generally accords with the 'Town Centre Plan' within the St Helens and Surrounds Structure Plan' (Urbis 2013). Map 2 identifies the Foreshore Parks also included within the Study Area for this Strategy.



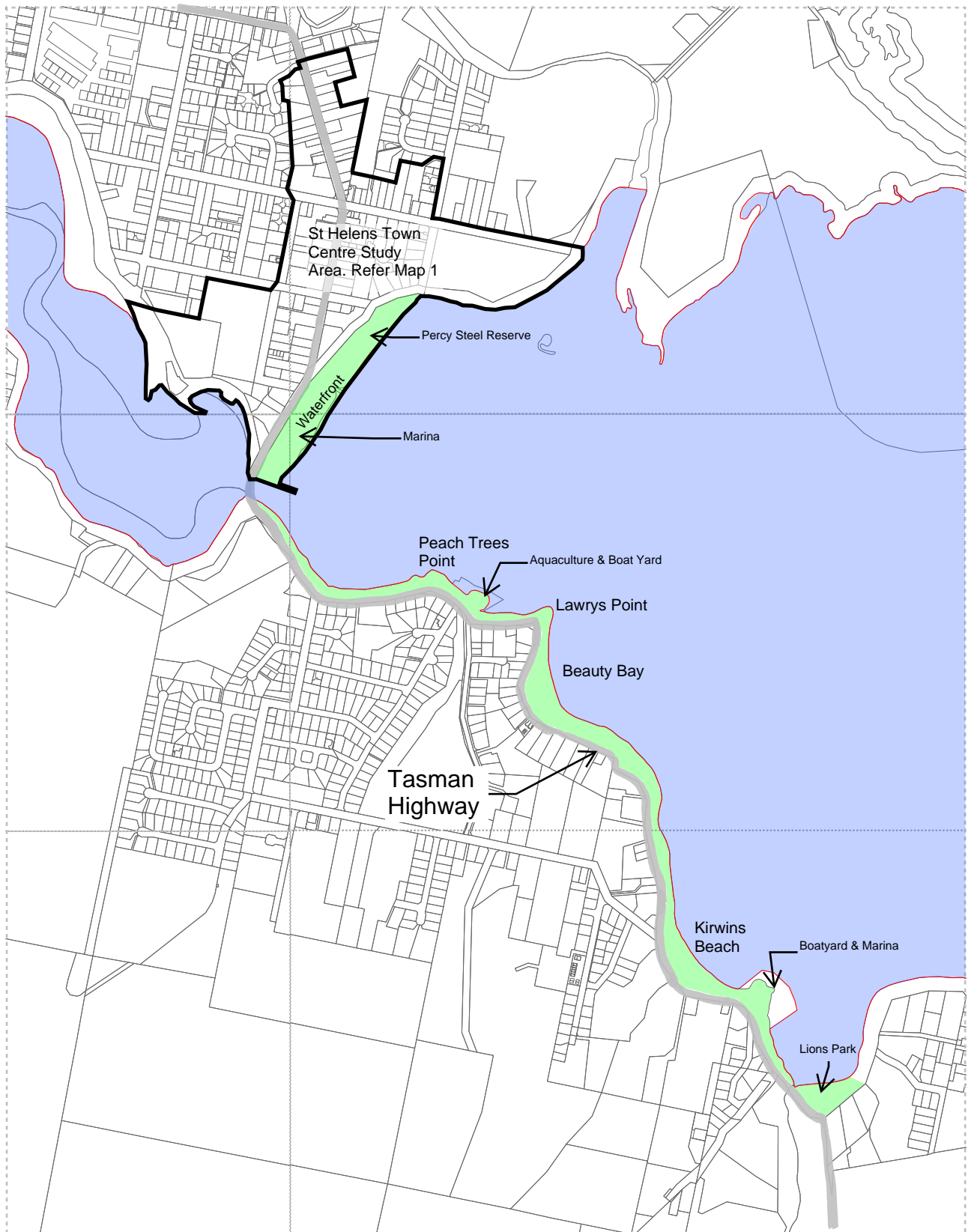
St Helens Urban Design & Traffic Management Strategy **Map 1 Town Centre Study Area**

Break O' Day Cadastre Map Reference: 54,55,58,59,
 Data Source: Break O' Day Council, Niche Environment and Heritage

 Study Area



0 0.1 0.2
 km



St Helens Urban Design & Traffic Management Strategy Map 2 Foreshore Parklands Study Area

Break O' Day Cadastre Map Reference: 54,55,58,59,
Data Source: Break O' Day Council, Niche Environnement and Heritage

Study Area



2.2 Strategic Context - The Municipal Management Plan (MMP)

In September 2012 TCG Planning, together with its specialist consultant team, was engaged by Break O'Day Council to prepare Council's Municipal Management Plan (MMP), which includes the preparation and integration of a number of reports, plans and strategies (including this Urban Design and Traffic Management Strategy).

The aim of the MMP is to ensure that future development in the Municipality is undertaken in a strategic and integrated manner. The Plan will establish priorities for works over a 10 year period in order to provide appropriate infrastructure for residents and visitors to the area; promote ongoing tourism while acknowledging and protecting the values of the natural environment; improve the physical appearance and functionality and livability of the towns; and encourage economic growth and future prosperity of the Municipality. The MMP will be a comprehensive strategic planning document that will provide an action plan identifying what needs to be undertaken to achieve the identified priorities.

The MMP will also consolidate a number of studies which have previously been prepared by Council or which are under preparation. Many of the specialist background documents that will inform the MMP have been prepared and/or coordinated by TCG Planning, together with the specialist project team.

2.3 Objectives

This Urban Design and Traffic Management Strategy has been developed in accordance with the Project Brief prepared by Break O'Day Council. The Objectives of the project are to:

- *Weave the environment and built form influences with the social, cultural and economic influences in the Municipality;*
- *Promote, stimulate and facilitate the established vision for the Municipality;*
- *Understand the Municipality's historical development, natural heritage, urban form, diverse social, cultural and scenic character, and economic influences;*
- *Enhance the identity and character of the Municipality by managing and guiding future use and development; and*
- *Provide an overall strategy and program of works that can be progressively implemented.*

2.4 Methodology

This Strategy has been undertaken by

- Reviewing existing data and studies;
- Assessing and identifying existing issues (presented within an initial issues paper in January 2013);
- Analysing the Urban Design of the township and Foreshore Parks (Built Form, Traffic, Cycling and Spatial Aspects) via mapping and site inspections;
- Identifying Opportunities, Constraints, Strengths and Weaknesses;
- Developing Goals, Objectives, Principles, Strategies and Structure Plans;

- Masterplanning Land Uses and Traffic/Transport Interactions);
- Preparing a Framework Document;
- Preparing an implementation plan and associated strategic costing of major items.

Bitzios Consulting was commissioned by TCG Planning for Break O'Day Council in November 2012 to prepare the Traffic Study component of this Strategy which is entitled '*St Helens Traffic Study*' (Project Ref: P1064, Version 004, Issued 1 October 2013). Where indicated, significant content of the Bitzios is presented within this document and is re-formatted to be more consistent with this overall Strategy.

2.5 Consultation

Overview of MMP Consultation Strategy

Engagement with key stakeholders (including focus groups, the community, business groups, government agencies) was a major component of the overall MMP project. Effective engagement will ensure that the MMP (including all of its components, such as this Strategy for St Helens) responds to community needs; involves various sectors at appropriate stages in the project; provides opportunity to participate in a variety of ways; and ensures that information on the project is readily accessible. TCG Planning prepared a Consultation Strategy (dated October 2012) to ensure that consultation is widely undertaken, is inclusive and is effective in its delivery and outcomes. Consultation and engagement commenced in October 2012 and continued through preparation of the various strategies, as shown in Table 1 below. At the time of completion of this document, Stages 1, 2 and 3 are complete and Stage 4 is soon to occur.

Table 1: Consultation Process Summary, MMP Project	
Consultation Stage	Consultation Methods
Stage 1: Scoping and Issues Stormwater/flooding, economic issues, climate change, airstrip operations, community infrastructure requirements, and traffic management concerns for St Helens and St Marys.	Staff Workshops Targeted Surveys Focus Group Meetings (Business Meeting, St Helens; Developer's Forum and St Marys Business owners)
Stage 2: Discussion of Guiding Principles Guiding principles, draft masterplans and draft strategies, particularly in relation to stormwater matters, economic outcomes and urban design/master-planning options for St Helens and St Marys. Prior to the holding of the consultation sessions Council's web page will be updated with a summary of the outcomes from the final Issues Paper.	Issues Paper Completion Staff Feedback on Issues Paper Internal Staff/Councillor Workshop Community Engagement and Drop-in Sessions Staff Workshop-Steering Committee
Stage 3: Consultation Land Use Issues: Prior to the preparation of the Land Use Strategy and MMP Priorities list and finalisation of the Recreation and Open Space Plan and Coast Park Concept Plan.	Targeted Surveys with user groups
Stage 4: Workshopping Outcomes Masterplans and MMP	Staff Workshop/Steering Committee – Draft Reports Formal exhibition of the draft Land Use Strategy Staff Workshop-Steering Committee – Draft MMP focusing on costings and priority works Final MMP Presentation

Consultation Outcomes

The consultation process to date has focused on the community in the form of feedback from workshops held in November 2012, "drop-in" sessions held in February 2013 and a review of the 50 written responses to the MMP community survey. The issues which were identified that are relevant to the St Helens Urban Design and Traffic Management Strategy are summarised below (adapted from the *Consultation Outcomes Stages 1 and 2* report (TCG Planning, 26 April 2013).

Of the community survey respondents, 30% of respondents were St Helens residents (17% Binalong Bay, 6% Artakoa/Stieglitz) who raised a number of issues and suggestions (generally reflecting the community workshop issues listed below). General issues that arose from the Round 1 and 2 workshops, focus group meetings and 'drop in sessions' held in November 2012, March and July 2013 are listed below.

Table 2: Outcomes of Workshops, Focus Group Meetings and Drop in Sessions (Adapted from Table 3 of <i>Consultation Outcomes Stages 1 and 2</i> report, TCG Planning, 26 April 2013).	
Issue	Feedback
St Helens	<p><u>Traffic, Parking and Footpaths</u></p> <ul style="list-style-type: none"> ▪ Traffic congestion is an issue in holiday season. ▪ Car parking is an issue although the supermarket has improved it a little. ▪ The issue of large vehicles and accessibility through the town. ▪ The lack of a U-turn facility for tourists travelling in northbound direction. ▪ There are poor intersection alignments in some areas that are promoting faster turning speeds. ▪ There is concern with right turn difficulty out of Quail Street with offset centre medians. ▪ Where lower pedestrian's volumes exist, concrete paths should be avoided. ▪ Need to widen lanes on St Helens Point Road. ▪ Need to improve pedestrian/ cycle facilities along St Helens Point Road and along Tasman Highway. ▪ Tasman Highway needs improved delineation (i.e. raised pavement markers) as well as improved lighting. ▪ Line marking (centre line) is missing St Helens Point Road new works. ▪ Prefer traffic to come up Cecilia Street and then turn right into Circassian Street. ▪ Some residents don't want additional traffic along the foreshore, while others are supporting of an alternate access along the foreshore. ▪ Heavy traffic shouldn't come through town at all. ▪ Quail street is only 50 km- why are others 60km? ▪ Road from Stieglitz- people can't drive at 60km. ▪ Cecilia/Circassian Street intersection is a problem due to range of uses in this location eg.SES/school etc. ▪ Large vehicles move at high speed through town- roundabouts would slow them down. ▪ Parallel parking and pedestrian pathways is suggested on Georges Bay Esplanade. ▪ There need to be a parking policy to manage future developments - Council to enforce fees/contributions payable for a shortfall in parking. ▪ Look at incentives for developers to contribute towards public parking. Funding for recreation spaces has worked well in the past so a similar principle could be applied. ▪ Upgrading is needed of St Helens point intersection. There is also a need for improved line marking of footpaths in town centre. ▪ Limit right turn movements to/from Cecilia Street. ▪ Property acquisition will be needed for additional parking. ▪ Cycle ways – upgrade to standard for cyclists, including walkways where there is a need to keep cyclists off the road. ▪ Pedestrian refuges are needed near the pharmacy. ▪ The movement of traffic is a concern with in the town centres. ▪ Consider utilising overflow parking area (behind ANZ) - consult with landowners. <p><u>Signage</u></p> <ul style="list-style-type: none"> ▪ The need for improved signage. ▪ Need signage to Bay of Fires.

Table 2: Outcomes of Workshops, Focus Group Meetings and Drop in Sessions (Adapted from Table 3 of <i>Consultation Outcomes Stages 1 and 2 report</i> , TCG Planning, 26 April 2013).	
Issue	Feedback
	<p><u>Aged Population</u></p> <ul style="list-style-type: none"> Ageing population – build shop top housing and apartments walking distance to town centre. Aged accommodation tends to be out of town (some elderly not drive). People are going into retirement homes at a later date - more need for high care. With ageing, health services become more important. <p><u>Streetscape, Urban Design and Land Use</u></p> <ul style="list-style-type: none"> St Helens streetscape looks very average. Power lines should be underground. Something needs to be done with burnt down hotel site. Visitor information centre at St Helens is well hidden. Difficult to relocate - has a museum attached - but no state funding to relocate it. Could have a lookout on the way in to St Helens. Memorial park- can you sit and use it? Difficult to tell as the fence is a visual barrier. This area requires seating. Meet with RSL? Town plaza needed within the town centre – mixed opinions. The foreshore is not ideal at all times of year due to wind. Urban design strategy for St Helens should look at possible future site for Civic Centre so Council can landbank if necessary. Can Tourism Tasmania be moved? Need to encourage people to stop. <p><u>Foreshore</u></p> <ul style="list-style-type: none"> Need an interactive foreshore. Encourage café development near the foreshore. The foreshore should be utilized more. Need to better link town centre and waterfront. Foreshore area underutilized and not well designed. <p><u>Signage</u></p> <ul style="list-style-type: none"> Signage needs to be addressed, including at entrance to town. The town centre needs to be revitalized.
Open Space and Recreation	<ul style="list-style-type: none"> There is a desire for a swimming pool at St Helens – even a small pool for the elderly. Tidal pool could be provided rather than a swimming pool. BBQ in shelter at St Helens needs to be replaced as you need to turn on 2 hours before commencing cooking
Coastal & Vegetation	<ul style="list-style-type: none"> Require improved footpaths eg. from the caravan park. The pull in bays along highway are lacking garbage bin facilities. The need for more toilets along the main highway and also coastal walking tracks. Issues with campers on the foreshore- used to take visitors for picnics but unable to use area due to campers. Need to keep camping well back from the foreshore. At Harbour Point there are only two (2) tables which is not sufficient especially for caravaners etc.
Arts and Culture	<ul style="list-style-type: none"> Events are important: Bay of Fires Art Prize (June); Jazz Festival. The need for community events that can be suited to changing weather conditions. "Light the Night" for the leukemia Foundation was held last year however it was nearly cancelled due to unsuitable weather conditions- no alternate venue. There is a need for there to be more activities for young people (e.g. cinema/ Bowling). Would like to see a growers market in the hall at St Helens. Transport is an issue for youth. Skate park worthwhile. History room is great - "Friends of the History room".
State of the Area	<ul style="list-style-type: none"> Growth was strong 10 years ago and now there has been a downturn in the last 5-8 years. In St Helens there were no shops available (10) ten years ago. However, now there are vacant shops. Tourism is the key driver but has been neglected for so long.

Table 2: Outcomes of Workshops, Focus Group Meetings and Drop in Sessions (Adapted from Table 3 of <i>Consultation Outcomes Stages 1 and 2 report</i> , TCG Planning, 26 April 2013).	
Issue	Feedback
	<ul style="list-style-type: none"> Families moving into area for affordable accommodation. The need for more training/ educational opportunities for young people.
Tourism	<ul style="list-style-type: none"> Summer and Easter are the main peaks. The tourist season is October to May. The average population has more than tripled to 20,000. Visitor information centre is hard to find. Signage to regional attractions is a major issue (e.g. Bay of Fires.) The area needs better signage – including signs and trails in the reserves/forests
Land Use and Development	<ul style="list-style-type: none"> Council needs to stop preparing studies and just actually implement some of the recommendations. Tired of not seeing any action. Major issue is what large parcels of land are available for development. Lack of information for developers/investors/architects to make decisions. Difficulty in gaining access to accurate information. Need for hospital relocation – needs a 25% bigger site. Council doesn't assist development in proceeding. Infrastructure in Break O Day is limited. Service Tas should review hours of operation(have reduced them). Look at land uses for long term growth.
Stormwater & Climate Change	<ul style="list-style-type: none"> St Helens existing drainage system needs upgrading. St Helens can become isolated due to flash flooding. Hospital floods 2-3 times a year. Foreshore development needs to withstand damage. Future buildings in St Helens need to consider impact of climate change.

Stakeholder Consultation by Bizios Consulting (Traffic Management Component)

Bitzios Consulting, as part of the '*St Helens Traffic Study*' (Project Ref: P1064, Version 004, Issued 1 October 2013) undertook the following stakeholder consultation (p 38):

Council Site Inspection: A site inspection was conducted with Council officers on 3 and 4 September 2012. Key past and current issues were highlighted and discussed. Some of the issues identified included:

- Transport Masterplan was being prepared by Infraplan and required consideration;
- Structure Plan for the town centre required consideration;
- Impacts and management of a number of proposed developments, including the continual urban sprawl;
- A description of the type of accommodation that exists and the seasonal impacts this has;
- The need to improve the foreshore area;
- A proposal to create foreshore cycleway;
- Need to upgrade St Helens Point Road intersection;
- Consideration for enhancing the Esplanade for Binalong Bay destined traffic; and
- Concerns relation to an under-supply of parking and general lack of parking guidance signposting

Community Engagement: A community engagement forum was conducted on 20 March 2013 between 5pm and 6.30pm at St Helens Foreshore Carpark. The key issues raised from the forum are summarised as follows:

- Lack of u-turn facility for tourists travelling in a northbound direction;
- General poor intersection alignments, promoting faster turning speeds;
- Need for improved signage;

- Concern with right turn difficulty out of Quail Street with offset centre medians;
- Encouraged by Esplanade improvements proposed;
- Need to pen bar-way to further promote Marina and employment opportunities;
- Where lower pedestrian volumes exist, concrete paths should be avoided. No kerbing and use of grass verge is more appropriate;
- Need to widen lanes on St Helens Point Road;
- Need to provide improve pedestrian/cycle facilities along St Helens Point Road and along Tasman Highway;
- Tasman Highway needs improved delineation (ie raised pavement markers) as well as improved lighting;
- Linemarking (centre-line) is missing on St Helens Point Road new works.

Consultation with Department of Infrastructure, Energy and Resources (DIER): A meeting was held with DIER transport planning representative on 22 March 2013. Discussions surrounded the proposed improvements to the Tasman Highway and Cecilia Street. Suggested signposting improvements, land use improvements, proposed shuttle bus services, improvements to the foreshore cycleway and foreshore area were all noted and appeared to be generally well-accepted. Future suggested improvements to the St Helens Point Road, Jason Street and Lawry Heights Drive intersections were noted, as well as opportunities to improve the lane configuration along Cecilia Street as part of any upcoming asphalt resurfacing works.

Consultation Outcomes of Other Related Strategic Planning Processes

Section 3 of this Strategy 'Document Review' summarises the key issues and outcomes identified in previous studies and reports relevant to the study area, including the *St Helens and Surrounds Structure Plan* (Urbis, 2013). This document is particularly relevant to this Strategy, and the Structure Plan process involved the following extensive public and stakeholder consultation:

- August 2012: Workshops held by the authors (Urbis) with key stakeholder groups (state government departments, Council officers, Councillors, community and business interests). Outcomes presented in a 'SWOT Analysis' document, which has been summarised and adapted in Section 3.2 of this Strategy.
- 20 October-16 November 2012: public exhibition of the Draft Structure Plan, including two public drop in sessions and display at Town Centre (held on 2-3 November 2012). The outcomes of this were presented in a document 'Community Views Report'. A summary of the key issues from this document as relevant to this Strategy is provided below.

Written feedback

- *Department of Infrastructure, Energy & Resources (DIER): notes that the Structure Plan Background Report recognises the importance of the Tasman highway as the key transport link to the region. DIER supports the theme to develop and integrated transport network that provides a range of access options including private vehicles, public transport, cycling and walking. That the Highway function is not unnecessarily eroded. DIER is supportive of this approach and looks forward to working with Council to achieve an improved regime.*
- *Aged care is one of the fastest growing sectors in Australia and the opportunity in St Helens in relation to service growth and employment is recommended in the plan and is supported.*

- Clive and Veronica Jupp, St Helens Books and Coffee: Access road or walking path from Pendrigh Place to the waterfront is supported as long as it does not impinge on the St Helens Books and Coffee building at 15 Pendrigh Place.
- North-East Bioregional network: There is little need for "improvements" to the St Helens or Binalong Bay foreshore just the need for maintenance. It is important that open space on the St Helens Foreshore is not alienated by commercial development such as marinas/shops.

Drop-in Session Feedback

The ideas which are recommended for inclusion in the structure plan are as follows:

- Install footpaths in Stieglitz, including along St Helens Point Road
- Better footpaths in St Helens
- More trees and parks
- Develop an urban piazza to the east of Cecilia Street that includes access ways to Quail Street and Pendrigh Place. Some preliminary plans have been drawn up that include arcade shopping and public outdoor area. Make it like Leichardt in Sydney or behind Salamanca Place in Hobart. At least pave the area, as it is currently gravel.

The ideas which reflect elements already included in the structure plan are as follows:

- Support for developing an urban plaza
- Support for 1-3 storey tourism accommodation overlooking the waterfront
- Support for extending Pendrigh Place
- Make the St Helens marina more like at Hobart where you can buy fish-floating restaurants etc
- Create a foreshore precinct along Georges Bay Esplanade with cafes and shops
- Develop more community events space

Other ideas are as follows

- Install more toilets on the St Helens Foreshore near the playground
- Stop hiding the tourist information office-it needs to be on the wharf
- Ideas for the proposed urban plaza include a park, a grassed area, a playground, and a car park.
- Move the market in front of the Community Hall
- Improve the skate park-include a half pipe like at Scamander
- Call the foreshore the waterfront
- Put a nature-based playground at the St Helens Foreshore
- Promote a well-advertised walking track network (e.g. Flagstaff walk) as a present visitors do not know where the walks are
- Water play features in playgrounds
- Develop a permanent outdoor events space on the foreshore, like the outdoor pavilion at MONA
- Install better lighting at the wharf
- Renourish the St Helens foreshore with sand dredged from the bar
- Council could do some commercial development and lease it out. This would allow Council to have some control over the design and the uses that locate there.

3 Existing Issues Analysis - Overview

3.1 Document Review

Appendix 1 provides a review and overview/summary of the content, outcomes and recommendations of existing local, regional and state-wide studies, strategies, documents and maps previously prepared, which are of relevance to the St Helens Urban Design and Traffic Management Strategy (listed below), including the other reports prepared for the MMP. Where considered appropriate, these documents have been incorporated in the recommendations of this Strategy.

Of particular relevance, and worthy of specific mention in this section is the *St Helens and Surrounds Structure Plan* (SH&SSP) prepared by Urbis in 2012 (commissioned by Break O'Day Council and the Department of Economic Development, Tourism and the Arts) and adopted by Council on 18 March 2013. The purpose of the Structure Plan is to provide a vision for future land use and development within St Helens and its surrounds over the next 20 years and to ensure the town's future is planned and managed in a coordinated manner, including the provision of recommendations that can be translated into the new planning scheme. It comprises one of the suite of component documents within the MMP project for Break O'Day Council.

The Structure Plan involved extensive research and consultation and comprised four documents: (i) background report; (ii) SWOT report; (iii) community views report and (iv) the Structure Plan report. A summary of the key issues identified within the background report and SWOT report are incorporated into Section 3.2 of this document. The outcomes of the Community Views Report are provided in the previous section (2) of this Strategy document.

The Structure Plan aims to further the goals of the existing strategic planning documents such as the *Regional Land Use Strategy of Northern Tasmania* and *Vision East 2020*. The Structure Plan addresses a range of matters, including population planning, locations for tourism and economic drivers, and land use supply for the study area that includes the entire township of St Helens and surrounding areas including The Gardens, Binalong Bay, Akaroa and Stieglitz.

The review of the Structure Plan provided in this Section outlines the issues relevant to the study area only for this St Helens Urban Design and Traffic Management Strategy, which is limited to the Central Business Area and Foreshore Areas identified in Figure Maps 1 & 2. There is significant overlap in some of the scope of this Strategy and the completed Structure Plan and hence the relevant Recommended Actions and Implementation Plan of the Structure Plan are incorporated within this Strategy so as to avoid repetition of this work. However, given the more detailed analysis and study area, where applicable, the outcomes of this Urban Design and Traffic Management Strategy may recommend alternative approaches to the St Helens Town Centre and Foreshore areas than that recommended in the Structure Plan. Broadly, the Structure Plan recommends that (p19-20):

- An urban boundary should be enforced to ensure the sustainable and efficient use of land;
- Environmental features that are the key elements of the character of the study area should be protected;

- Consideration be given to potential locations for tourist attractions and accommodation;
- The settlement hierarchy in Vision East be implemented, where St Helens will function as a district town and will have a high growth scenario. It should continue to be the primary urban area in the study area and the municipality. It will evolve to provide a wider range of living and tourist accommodation options, and any potential long term growth will be in a defined area to the south. Stieglitz, Akaroa, Binalong Bay and The Gardens will function as hamlets with low growth scenario.

Figure 6: 'Settlement Framework Plan' (p31) identifies the following main aspects of the Structure Plan for the centre of St Helens:

- Key service centre where civic functions, community services and commercial businesses are concentrated;
- Key location for retirement housing and aged care facilities;
- More intensive development of the town centre;
- More medium density development within walking distance of the town centre;
- Significant capacity for residential development of land with urban boundary.

Figure 7: 'Regional Framework Plan (p32) recommends the following:

- Protect the Bay of Fires foreshore and continue to provide camping facilities;
- Develop Bay of Fires interpretation material;
- Retain vegetated buffer between road and dwellings;
- Potential tourism development sites (subject to addressing certain criteria);
- Investigate long term access options between St Helens and Binalong Bay;
- Potential long term residential development site with access road linking Douglas Court and Leaside Drive;
- Potential long term rural lifestyle development growth fronts;
- Protect airport operations;
- Link St Helens and Binalong Bay via shared paths;
- Link St Helens and Akaroa via shared paths.

Figure 8 'Town Centre Plan' recommends the following be investigated and/or established/encouraged for the Town Centre (addressed in this Strategy Framework):

- New access connection between Pendrigh Place and Georges Bay Esplanade and the waterfront;
- Convert Georges Bay Esplanade into a one way street between the Tasman Highway and Cameron Street and extend the foreshore park;
- Landscaping the main street and key routes between the town centre and the waterfront;
- Redevelopment of one of four key development sites, including the development of one of them for an urban plaza/piazza;
- Promote two to three storey tourist accommodation developments including ground floor shops and cafes;

- Promote the development of two storey buildings that include shop top housing and built form to the road boundaries where activity is greatest, along parts of Cecilia Street and Quail Street;
- Undertake detailed parking surveys prior to additional parking being provided;
- Parking: Incorporating town centre into a car parking precinct for integrated car parking provision and management that will provide for both on-site parking and shared parking nodes, in addition to overflow parking options.

3.2 SWOT Analysis

The document review, consultation (and town centre, traffic and parking analysis provided in the next section) identified the following strengths, weaknesses, opportunities and threats (SWOT) for St Helens, as summarised in the table below:

Table 3: SWOT Analysis/Summary of Issues – St Helens	
Strengths	Weaknesses
Pristine and unpolluted Aesthetically pleasing Temperate climate Relaxed lifestyle/retirement location Recreational and educational facilities Accessible and convenient transport/parking Introduction of NBN broadband network Cultural heritage Tourism -Aquaculture Housing affordability Interactive tourism facilities	Areas vulnerable to flooding Population fluctuations – winter/Summer Increased summer population-parking Implications Minimal health services Lack of transport knowledge Minimal cultural heritage Disconnected/Missing a 'sense of place' Demand/ supply of housing – concerns Lack of tourism accommodation/ information Lack of skilled chefs
Opportunities	Threats
Future opportunities for specialised food industries Enhancement of recreational facilities – larger swimming pool Tertiary training opportunities Recreation and Leisure -cycling NBN Broadband network Improved residential/ commercial development Enhancement of foreshore areas Work/home opportunities Tourism expansion opportunities	Areas prone to: <ul style="list-style-type: none"> ▪ Flooding ▪ Sea Level rise ▪ Potential Acid Sulphate Soils ▪ Fluctuating water salinity levels ▪ Landslips Forestry industry- job losses Coastal implications – sand impacting channel Management of Bay of Fires site

4 Existing Issues Analysis: Town Centre Urban Design

4.1 Land Use - Overview

Historical Land Use and Heritage

The Tasmanian Aboriginal people (Kunnarra Kuna tribe) occupied what is now the St Helens township which had a good supply of fresh water, game, shell fish and fish. It was also close to the coast where the ambient temperature was much warmer in winter. The nearby Bay of Fires is also well known to be a place of significance for the Tasmanian Aboriginal community. Consideration of potential impact on Aboriginal cultural heritage should occur in the development of land in the study area, including surveys where necessary.

What is now known as the Georges River was named in 1824 and in 1830 the first land grants were made to early settlers. The area was mainly a farming area (with a whale fishery established at Binalong Bay in 1833 and military station established at Arakoa in 1834), until the 1870s when tin was found near St Helens, starting a rush of miners to the area. In 1902, the Municipality of Portland was established (administered from Lottah and later Gould's Country). The administration of the Portland Municipality was moved to St Helens in 1956, later becoming the administration centre for Break O'Day Council, where it remains today.

(Source: SHS&SP Background Report, p24 after Alexander, 2005 'The Companion to Tasmanian History').

There are three listed heritage items within the study area, (indicated on **Map 3**):

- Former Post Office, 44 Cecilia Street (refer Figure 4 below);
- St Pauls Anglican Church, 58 Cecilia Street (at right of Figure 5 below);
- Shop (Gallery Parnella) at 60 Cecilia Street (refer Figure 4 below).



Fig 4



Fig 5

Town Centre: Description of Existing Land Uses

The size and land uses of St Helens reflects its role as the regional service centre for Break O'Day Council and the coastal north-east of Tasmania. As indicated in the *St Helens and Surrounds Structure Plan -Background Report* (Urbis, 2013), *"the town centre of St Helens is centred on Cecilia Street and is predominantly zoned General Business in the Break O'Day Interim Planning Scheme 2013. It contains a mix of land uses including shops, tourism facilities, food and drink premises. There are also a number of dwellings within the General Business Zone. The town centre also contains civic, health, educational and community facilities, including the Break O' Day Council offices in the southern portion of the town centre. Some of these uses are located within the Community Purpose zone."*

Map 3 indicates the existing zoning and the three heritage items within the Study Area.

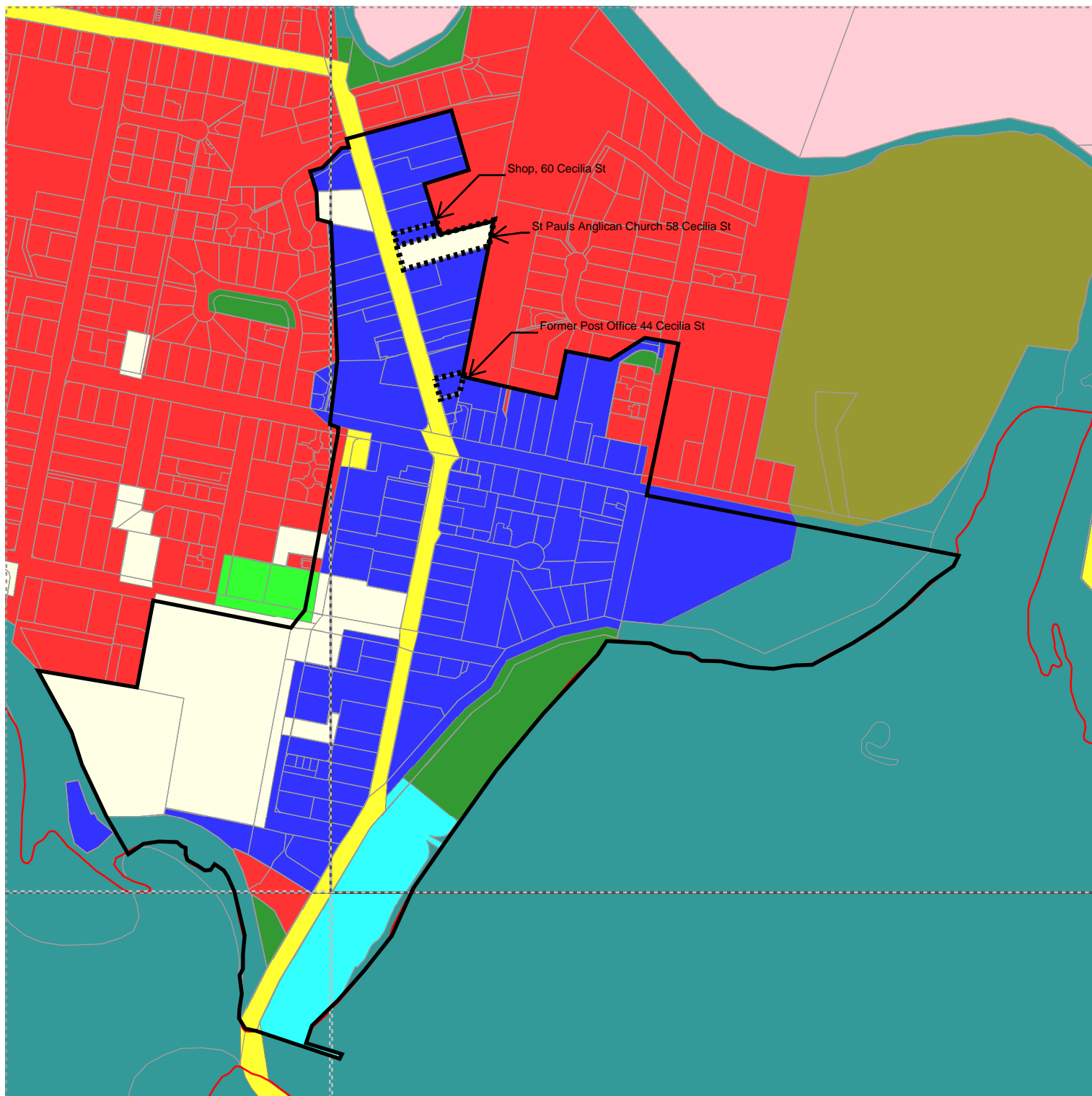
Map 4 indicates the existing land uses (general) and vacant sites. The land uses within the township of St Helens can generally be described as having the following broad "precincts"; also indicated on Map 4:

- Civic, Health and Educational Precinct (Steel and western Groom Streets);
- Waterfront and Tourist (Marina, Percy Steel Reserve, Baysite Inn and Tidal Waters sites);
- Central commercial precinct (Cecilia Street north and south of hospital and to north of Quail Street, including Pendrigh Place);
- Religious, residential, accommodation precinct (Cecilia Street, north of Library and Post Office).

Spatially, the town centre is long and linear, following the north-south alignment of Cecilia Street. There is a significant distance between some of the key "attractors" of the township (ie. the educational and civic facilities in the south; the commercial "core" near St Helens Central/Portland Hall; and the Library/Post Office. There is also a lack of connection (visually and physically) to the waterfront, another important precinct. As a result of these factors, the township lacks a "community heart" - a focal point for social interaction.

Several comments have been made during the consultation that the tourist information centre is poorly located and "tucked away" at the "far end" of the town. There is merit in the consideration of relocating the tourist information centre to a more legible location at the southern end of the town, possibly adjacent to the waterfront, being the point of most visitors' arrival and a more scenic stopping place for visitors.

The town centre also contains a number of large vacant sites, and there are numerous and underutilised properties. The *St Helens and Surrounds Structure Plan-Background report* (Urbis, 2013 Final, p30) states *"there is currently 1.19 ha of vacant commercial land within the town centre. In addition to these vacant site, there are also a number of vacant properties for sale or lease. Discussions with local real estate agents have confirmed that there have been low levels of demand for commercial properties in recent years"*. Also, the document indicates that *"there have been 14 new commercial buildings erected between 2001 and 2012, resulting in an average of 1.2 new buildings per year. These have included shops (including the supermarket complex), offices, a gallery, travellers accommodation, a restaurant, and a remodelled service station. Several of the developments have involved replacing existing buildings."* In addition, the "Morty's Business Complex" and "BWS" have been constructed (refer Figures 21 and 22).

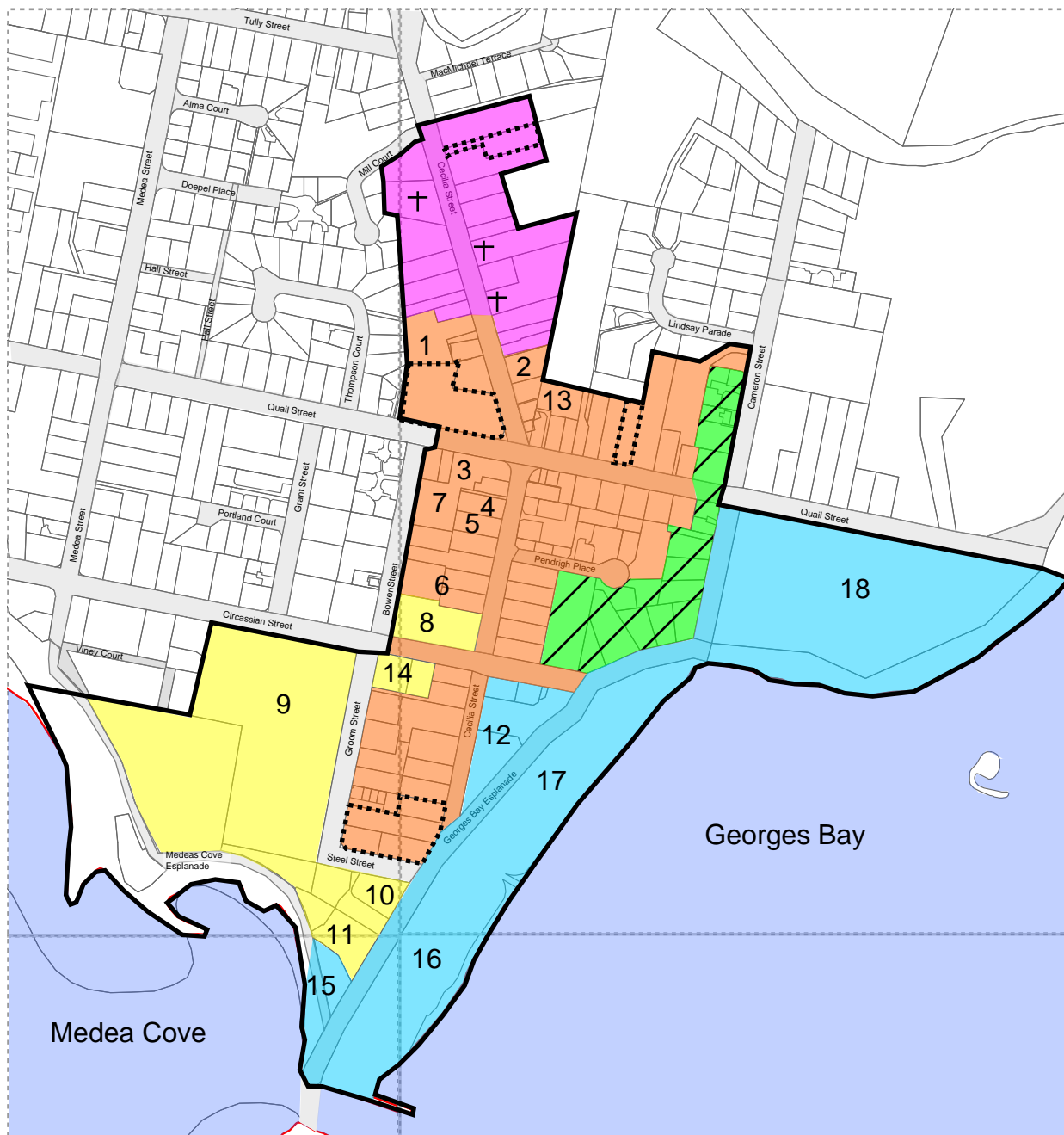


St Helens Urban Design & Traffic Management Strategy
Map 3 Land Zoning and Listed Heritage items

Break O' Day Interim Planning Scheme 2013 Land Zoning Map Reference:54,55,58,59,
 Data Source: Break O' Day Council, Niche Environment and Heritage

- | | |
|----------------------|--------------------------|
| Map Index | General Business |
| Cadastre | Rural Resource |
| Scheme Boundary | Utilities |
| General Residential | Environmental Management |
| Rural Living | Port and Marine |
| Environmental Living | Listed Heritage Items |
| Community Purpose | Study Area |
| Recreation | |
| Open Space | |





St Helens Urban Design & Traffic Management Strategy
Map 4: General Landuse Precincts, Key Sites & Vacant Land

Break O' Day Cadastre Map Reference:54,55,58,59,
 Data Source: Break O' Day Council, Niche Environment and Heritage

Legend:

Key Land Uses (and Landowner)

1. Library, History & Information Centre (BODC DOE)
2. Post Office (COFA)
3. RSL (Private)
4. Portland Memorial Hall (BODC)
5. Memorial Park (BODC)
6. St Helens Central Shopping Centre
7. St Helens Centra Shopping Centre Car Park
8. Hospital (DOHHS)
9. St Helens District High School & Child & Family Centre (DOE)
10. Break O' Day Council (BODC)
11. Police Station & Court (DOPPS)
12. Bayside Inn (Private)
13. Car Park (BODC)
14. NE Education Centre (DOE)
15. Fishermans Memorial Park (DOIPWE)
16. Marina (DOIPWE)
17. Percy Steel Reserve (DOIPWE)
18. Tidal Waters (Private)

General Land Use "Precincts"

- Civic, Education & Health
- Waterfront & Tourist
- Religious, Residential & Accommodation
- Central Commercial
- Underutilized Commercial Residential Uses
- Vacant Site
- + Church
- Study Area

Existing and Future Required Land Use/Floor Space

As part of the Draft *Break O'Day Land Use and Development Strategy* (TCG Planning, 2014) an analysis of retail/commercial/business zoned land within the Municipality was undertaken using the following methodology:

- Determine the land uses operating within the retail/commercial zoned area and the floor space occupied by each land use type;
- Determine the area of land zoned for retail/commercial use;
- Determine the area of land currently used for that purpose;
- Assess the area of vacant land or land not being used for retail/commercial uses; and
- Estimate the area of floor space available in each existing centre.

Floor space analysis

Using the above methodology, current floor space estimates based on land uses within retail/commercial/business zoned land were prepared by TCG Planning and MCA (based on aerial mapping). These figures are based on a review of maps in May 2013 and are indicative of current floor space. They are not based on a detailed survey of the town centre, which would measure both space and allow for qualitative judgements on particular sites. The analysis identified that the overall Total Floor Space of retail/commercial/business zoned land within St Helens is 38,549m².

Table 4 below, derived from information from the Draft *Break O'Day Land Use and Development Strategy* which confirms the floor space estimates for retail/commercial/business uses only within those areas zoned as discussed. It should be noted that the analysis also included Community Purpose-zoned floor space which was also identified as being located within the commercial zones. The findings indicate there is approximately 24,553m² of commercial/retail/business floor space at St Helens.

Table 4: Current (2013) Retail/Commercial/Business Floor Space Estimates – St Helens

Floor Space Estimates (2013)	St Helens m ²
Retail & Food Service Use	16,232
Commercial Office Use	3352
Accommodation (motels)	4969
Total Floor Space	24,553

Source: Analysis by TCG and MCA

Table 5, also derived from information from the Draft *Break O'Day Land Use and Development Strategy*, provides an estimate of future commercial/retail floor space needs to 2030 (from 2011), based on population and employment projections utilised by MCA within the Economic Development Strategy for Break O'Day

prepared in 2013. A larger population has implications for services and in the quantity of floor space for businesses and other similar uses.

Table 5: Predicted (2030) Retail/Commercial/Business Floor Space Estimates - St Helens

	St Helens			Change
Floor Space Based on Employment Estimates	2011 m ²	2020 m ²	2030 m ²	2011-30 m ²
Retail & Food Service Use	15800	17248	18645	2845
Commercial Office Use	1540	1681	1817	277
Accommodation (motels)	4200	4585	4956	756
Total Floor Space	21540	23514	25418	3878

Source: MCA Analysis based on analysis of population and employment.

It is predicted that in the period to 2030, within St Helens:

- an additional 2845m² of retail and food service space will be required for growth;
- an insignificant quantity (ie: 277m²) of commercial office space required;
- additional accommodation is also likely to be required, where an additional 756m² of floor space is estimated for visitor accommodation by 2030.

Having regard to the extent of existing land zoned General Business (and current vacant and/or underutilised land, in addition to the extent of business zoned land currently used for residential purposes), there is no necessity for additional land to be zoned for business/commercial purposes in St Helens. In fact there may be merit in reducing the amount of underutilised business-zoned land, such as that in the northern portion of the town centre (dominated by residences and community/religious uses), in order to consolidate and further "activate" the core commercial area.

4.3 Land Use Ownership and Key Site Opportunities

Map 4 illustrates some of the key publicly-owned land within the study area, in addition to some larger privately owned land holdings that may provide opportunities for development and improvements to the town. Each of the identified sites are listed below (with corresponding numbering to Map 4) and a brief description on each site.

Land owned by public authorities:

Break O'Day Council (BODC)

- Corner of Georges Bay Esplanade (No. 32-34) and Steel Street: Break O'Day Council Administration Building. The administration building is aging and, according to the Civic Centre Feasibility Study (AEJ Architects, June 2014), Council is committed to the environmental upgrade of the building. The Study reviewed the option to purchase and develop an adjoining property (and a first floor extension), however this was dismissed as future growth of the Council is not expected over the next 20 years. The study provides a ground floor extension to improve the functionality of the building and add increased amenity for the staff over the next 20 years.
- 39 Cecilia Street: Portland Hall and Memorial Park (refer Figure 6): This is a central location in the town and acts as a "pocket" rest park;
- Car Park behind Nos. 36-40 Quail Street (ANZ Building and Newsagent): used as a car park.

- 63-65 Cecilia Street: Family History Centre and Tourist Information Centre (adjoins Library and Service Tasmania) and associated car park. Refer Figure 7.

Department of Education (DoE)

- No. 61 Cecilia Street: Library and Service Tasmania (adjoins Council-owned Family History Centre and Tourist Information Centre (refer Figure 7);
- Large landholding fronting Groom and Circassian Streets: contains the St Helens District High School, and the recently constructed Break O'Day Community College and Child and Family Centre (refer Figures 8 and 9). Across Groom Street (eastern side) there is the North-east education centre, comprising two residential-scale building(s).

Department of Police and Public Safety (DoPPS)

- Georges Bay Esplanade: for the Police station. The site also fronts Steel Street which is less developed, comprises a dwelling-type building. This site is the obvious choice for the Council building car park extension (refer above) in the future.

Department of Health and Human Services (DoHHS)

- St Helens District Hospital (fronting Cecilia, Circassian and Bowens Streets), refer Figure 10: In October 2013, Council passed a motion to purchase a 3.4 hectare parcel of land within the St Helens town boundary (accessed from Annie Street) with a view to the block being used for the relocation of the St Helens District Hospital should it meet the requirements of the Department of Health and Human Services). St Helens District Hospital is due for replacement or upgrade under the State Government's long term plan, however with the site prone to flooding and inundation with greywater and other issues (inadequate car parking poor ambulance access etc). Council's view is that this should be brought forward as a matter of urgency (Media Release, 22 October 2013, www.bodc.tas.gov.au).

Commonwealth of Australia (CoA)

- 46 Cecilia Street: single storey building used as a Post Office (refer Figure 30).

Department of Primary Industries Parks, Water and Environment (DoPIPWE)

- All foreshore land of the study area is owned by this Department, including Percy Steel Reserve, the Port and Marine-zoned waterfront land, and land fronting Medea Cove (including Fisherman's Memorial Park) and the Tidal Waters property. According to www.thelist.tas.gov.au mapping, part a small triangular parcel of land (forming part of the retail building as 36-42 Cecilia Street) is also owned by this Department.

Large Private Landholdings

There are a number of large under-utilised privately-owned land holdings that have opportunities for development, including (but not limited to):

- No. 5 Cecilia Street (also bordered by Steel and Groom Streets);
- Vacant parcel of land at the north-western corner of Quail and Cecilia Streets, recently converted to use as a car park (refer Figure 11);
- Residences at 2 Circassian Street;
- Residences at 6-12 Georges Bay Esplanade;
- The Bayside Inn site (refer Figure 12).



Fig 6



Fig 7



Fig 8



Fig 9



Fig 10



Fig 11



Fig 12

4.4 Built Form Analysis

The St Helens town centre generally comprises a grid street pattern with good vehicular and pedestrian connectivity. However there is no consistent urban form, in terms of architectural style or siting. The town centre is low scale, predominantly comprising one storey buildings, with some two storey buildings. **Map 5** indicates the built form of the St Helens town centre, and highlights the low scale and density of the town centre.

There is no typical architectural style, being largely post-mid century commercial premises, with most lacking design quality, particularly the newer "big box" type of commercial structures (refer figures 13 & 14). There is a range in building quality and presentation to the street, and a lack of consistency in materials and colours. Some buildings have reached their useful lifespan and/or require upgrading (refer Figure 15), while others have character and/or design interest and contribute positively to the street (refer Figure 21). Unattractive advertising signage on some buildings dominates the structures and contributes little to the streetscape (refer Figure 18).

There is generally a lack of enclosure by buildings and consistent presentation to the street (eg. by continuous façade and/or awnings) that often provide character and coherence of well-designed urban spaces (refer Figure 16). An exception to this is the Cecilia Street streetscape north of the Memorial Park and Pendrigh Place (which exhibits some consistency of building alignment, albeit with unattractive business identification signage - refer Figures 17, 18 & 19). The range of building setbacks, inconsistent treatment to property frontages (eg. fencing or lack of), and vehicular access entry/egress driveways to almost all properties fronting Cecilia, Circassian and Quail Streets (leading to front or rear car parking areas) results in many "gaps" in the urban form of the streetscape (refer Figure 20). This leads to a poor critical mass of uses and low density of built form which are characteristics that do not align with a vibrant town centre environment.

While most individual shops and premises have active frontages with entries directly from the street, the advantages of this activity is compromised by the separation of streetscapes by the dominant driveways and inconsistent pedestrian areas to provide for car parking spaces (see below). In addition, the newer St Helens Central shopping centre development attempts to provide an active cafe use fronting Cecilia Street, however this is separated by a glazed barrier and "internalises" the access from the Cecilia Street footpath to a footpath within the site linking to other stores within the site and away from Cecilia Street (refer Figure 22).



Fig 13



Fig 14



Fig 15



Fig 16



Fig 17



Fig 18



Fig 19



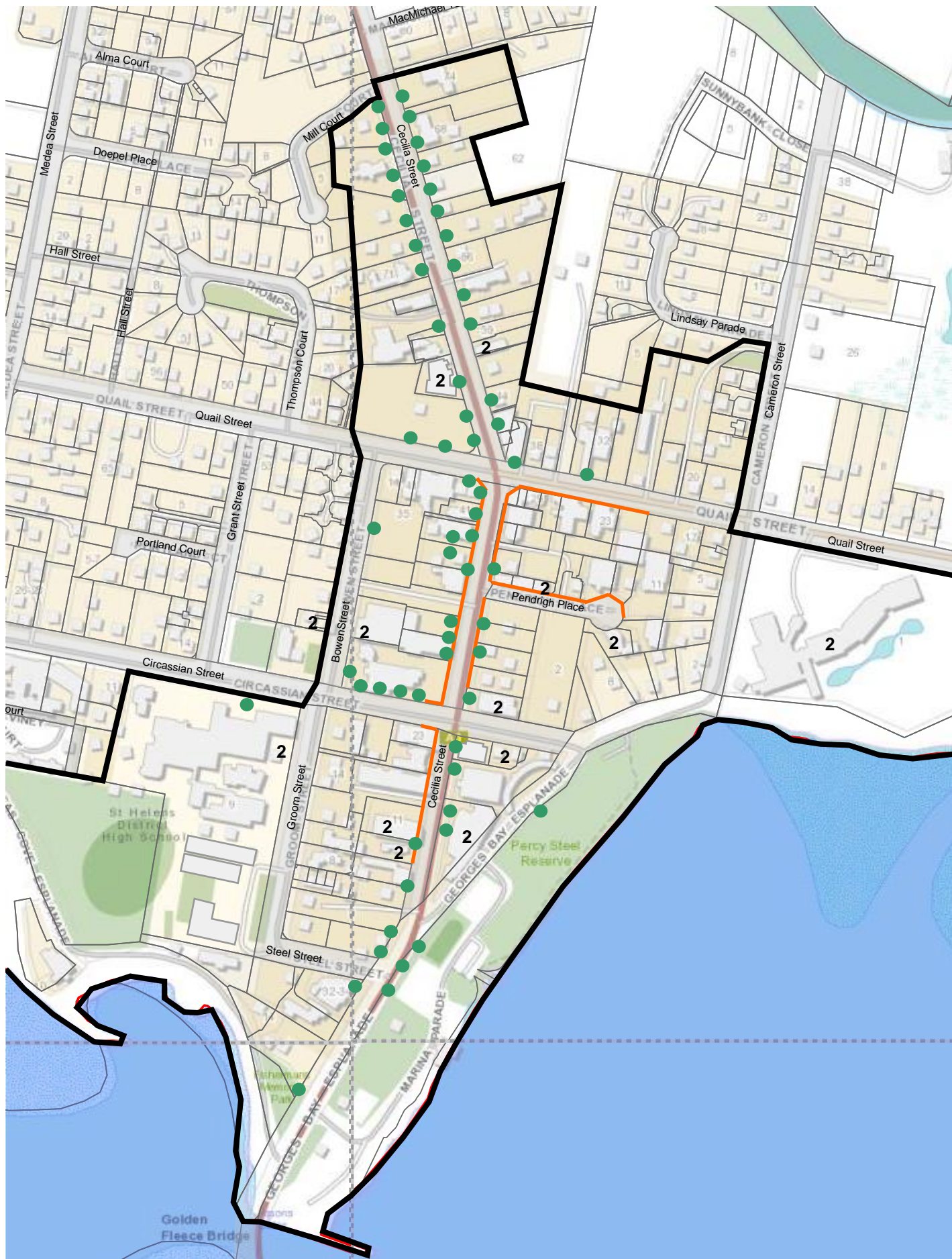
Fig 20



Fig 21



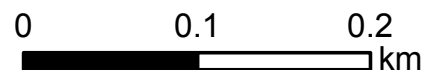
Fig 22



St Helens Urban Design & Traffic Management Strategy
Map 5 Town Centre Built Form and Key Existing Streetscape Elements

Break O' Day Cadastre Map Reference: 54, 55, 58, 59,
 Data Source: Break O' Day Council, The LIST, Niche Environement and Heritage

- Study Area
- Built Form (Approximate)
- 2** Two Storey Building or Equivalent, Remainder 1 Storey
- Existing Street Trees (Approximate Location)
- Consistent Footpath Paving Materials



4.5 The Public Realm and Streetscape

Surface Materials - Footpaths and On-street Parking

The abovementioned lack of consistency of the built form is further compounded by the dominance of on-street parking design along the central part of the town (Cecilia Street between Georges Bay Esplanade and Quail Streets - refer Figure 23). The colour, quality and materials (terracotta-coloured footpath paving and asphalt parking areas) within this area are consistent, following streetscape improvements undertaken in recent years (refer also Map 5 indicating these areas). However, it is noted that this pavement material type was not continued for the recently constructed BWS Bottle Shop at the Corner of Cecilia and Circassian Street and the Morty's Development further north at 55-59 Cecilia Street (refer Figures 14 and 22). As detailed in Section 5 later in this document, the lack of a kerb impacts pedestrian safety which also reduces clarity of where pedestrians should cross. As a result of the lack of kerbing there is a clutter of bollards throughout the area (refer Figure 25) which affects the visual amenity of the town centre. The narrowing of the footpath areas to accommodate car parking (refer Figure 25), and in some areas further narrowed by street displays, is detrimental to the pedestrian experience and visual appearance of the centre. Footpath quality, connections and materials in the remainder of the centre are generally poor. The recent investment in these upgrade works do not justify rectification works from a cost/benefit consideration, and this matter should be addressed in the long term.



Fig 23



Fig 24



Fig 25

Street Furniture

The areas of the more recently developed consistent paved footpath and on-street parking described above also incorporate consistent bollards and waste bins of good quality design and material (steel). However, as indicated in Figures 26 and 27, there is inconsistent street furniture and generally poor quality in the remainder of the township (planter boxes, seating, waste bins etc). In addition, the on-street car parking design has led to a proliferation of bollards to achieve pedestrian safety (refer Figure 25). Some seating placement near the centre of the footpath and hence in the main path of pedestrian flow. These seats would be better placed away from the street edge (toward the front property boundary) to enable seated persons to "watch the passing parade." There are some poles erected along Cecilia Street for banners for events/festivals which, when utilised, provide unity, interest and visual appeal to the town.



Open Spaces

The small park adjacent to (and on the southern side of) the Portland Hall and Senior Citizens centre (Memorial Park) is a centrally located town park. It contains the local Anzac cenotaph and memorial structures and is a locally-significantly space for the residents of St Helens. The park is attractive, contains a level grass area, some formal landscaping and public toilet amenities are located at the rear (western) corner of the park. Pedestrian linkages are available to the adjacent Returned Services League (RSL) Club and extensive car park of the St Helens Central. The southern boundary of the park is the wall of the adjacent commercial building and contains a mural. The park has potential for further beautification and increased use. The fence/barrier fronting Cecilia Street restricts movement from the wide footpath on this side of the street to/from the park and in a north-south direction.



The Fisherman's Memorial Park is located at the southern bounds of the town (Medea Cove and Georges Bay Esplanade) and is a passive rest area suitable for visitors to the town and residents/workers within town. Percy Steel Reserve and adjoining waterfront land is a large open space area on the western shores of Georges Bay and is accessed via Georges Bay Esplanade. Despite the close proximity of the park to the town, there is little or poor visual and physical connection from the main commercial area to the waterfront areas. The park has very attractive views of the Bay and surroundings. This is a key opportunity of this Strategy which will be explored later in this document.

Lighting

Lighting in the township is generally limited to that provided by (unsightly) street telegraph poles located at lengthy intervals. Lighting at night is generally poor and contributes to unsafe areas after dark, and can contribute to a lack of vibrancy after hours.

Signage

Being a main road, Cecilia Street contains a number of DIER-installed directional signs within the road reserve. However, there is not a proliferation of these signs and the street signs are fairly consistent. Section 9 recommends improved traffic signage for the township.

Landscaping

A number of attractive mature street trees exist along Cecilia Street, in particular the northern end (within the "religious, residential, accommodation precinct" which is very leafy in character - refer Figure 29). The street trees significantly contribute to the visual appeal of the town. Some newer street trees have been planted (refer figures 34 and 35 but are a different species to the older street trees). The existing street trees should be retained and protected as much as possible.



4.6 Environmental Hazards and Constraints - Flood Inundation

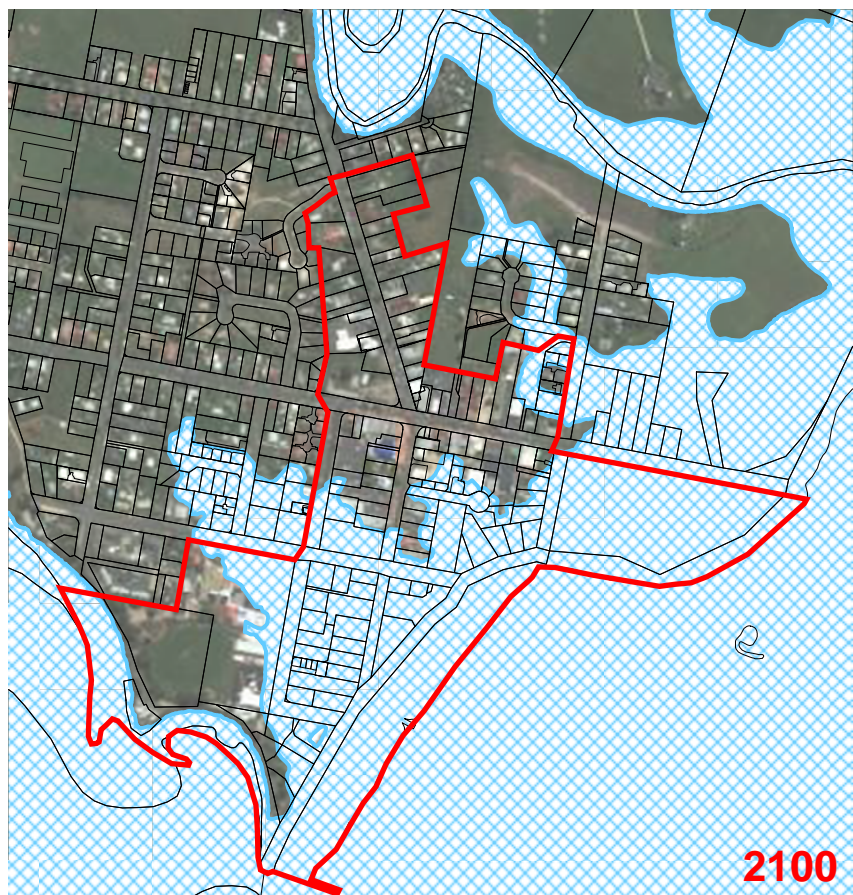
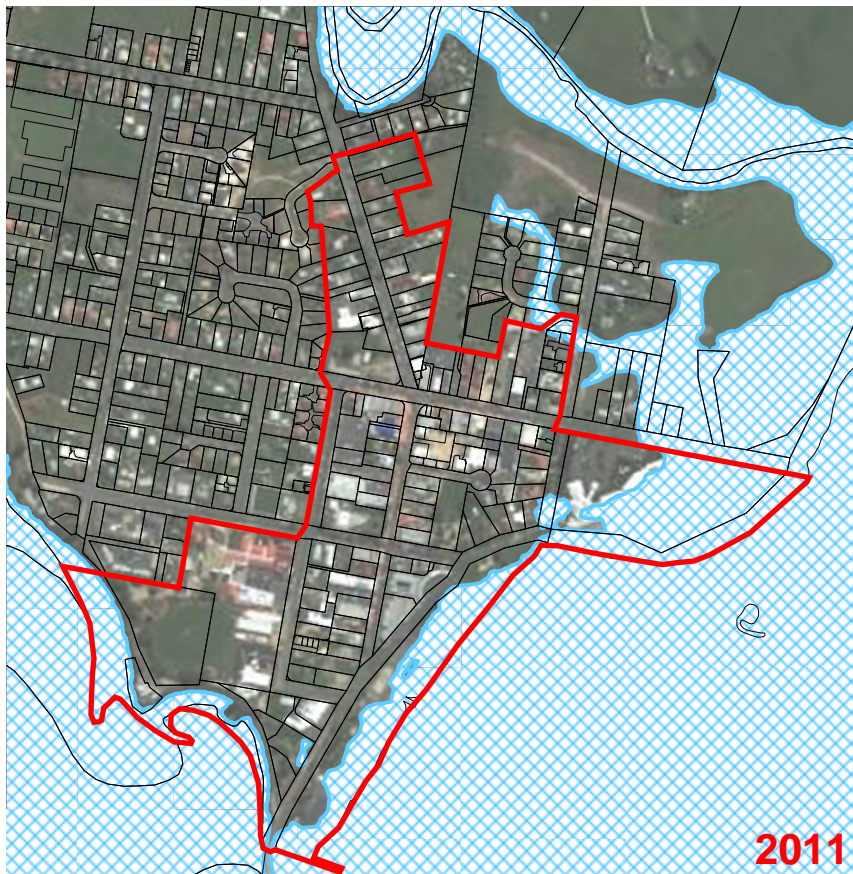
The St Helens Town Centre is located on flat and low-lying land, and is regularly impacted by flooding. Numerous studies have also confirmed the likely significant potential impacts resulting from climate change. The Foreshore Parklands are also likely to be impacted by climate change. The key outcomes of the relevant studies require consideration for future land use planning of the St Helens Town Centre, as discussed below.

The 'Georges Bay Inundation Vulnerability' Study (Pitt and Sherry, November 2011) indicates potential inundation levels that may be anticipated to occur within the Georges Bay area of St Helens. The potential inundation considered river flood volumes, rainfall intensity changes from climate change, impacts from storm surges, wind wave effects and potential impact of projected changes in sea levels as a result of climate change.

For planning purposes, the study identified an estimate of the potential 1 in 100 year occurrence, or 1% probability event for potential surface levels in the bay, and the lower value of assessed potential inundation was selected as a reasonable lower limit. The estimate was based on possible combinations of the above events, with a potential (highly unlikely) upper limit of inundation also provided determined from coincident combination of the respective components. The authors indicated that potential inundation levels identified (refer table below) in the study are considered to represent a reasonable range based on available information and may or may not be reached, or be exceeded.

Table 6: 1% Annual Exceedence Probability (100yr ARI) - Planning Inundation Levels		
<i>(Source: Table 14: Pitt and Sherry, 2011, page 19)</i>		
Potential Inundation Levels	1% AEP (100 year ARI lower limit)	1% AEP (100 year ARI upper limit)
Present Day	1.25m AHD	2.3m AHD
2050	1.6m AHD	3m AHD
2100	2.3m AHD	3.7m AHD


Map 6 (derived from Northrop, 2014, after Pitt and Sherry), indicates the inundation levels for the present day (2011) and 2100 (worst case scenario).



St Helens Urban Design & Traffic Management Strategy
Map 6 Coastal Inundation (upper levels 2011 and 2100) Stormwater Management Plan

Data Source: Map 5 Excerpt from Northrop, 2013

 Study Area

 Coastal Inundation

The 'Stormwater Management Plan' (SMP) prepared by Northrop (March 2014) as part of the MMP Project provides an analysis of current stormwater planning, design and approvals processes (including values and guiding principles), and assessed physical stormwater management and drainage problems. This SMP has been adopted in principle by Break O'Day Council. Of particular relevance are the following Values and related Objectives and Principles which will be required to be implemented for future development, including any recommended outcomes from this Strategy:

Table 7: Relevant Stormwater Management Values to St Helens Town Centre (Selected Excerpts only) (Source: 'Stormwater Management Plan' (SMP) prepared by Northrop (March 2014))	
Value 3: Protect People and Property from Flooding	Plan for the Potential Effects of Climate Change
Objective: Establish Flood Levels for development	Objectives: <ul style="list-style-type: none"> ▪ Promote water conservation; ▪ Factor in the effects of increasing rainfall intensity, evaporation and sea level
<u>Flood Protection:</u> levels of flood protection are recommended for various types (and components) of development, including the following examples: <ul style="list-style-type: none"> ▪ Residential Development (habitable floor levels): 500mm freeboard above the critical 100-year ARI ▪ Commercial development: 300mm freeboard above the critical 100 year ARI flood event (subject to specific insurance requirements) <u>Methods to be implemented:</u> measures will incorporate raised floor levels, physical flood protection/'bund' walls, major stormwater collection/conveyance systems, and/or a site specific flood emergency and evacuation plan.	<u>Increased rainfall intensity:</u> Flood studies should assess the potential effects of increased rainfall intensities due to climate change - i.e the impact/change to calculated flood levels and reduction in the proposed freeboard to floor levels. <u>Rising sea level:</u> <ul style="list-style-type: none"> ▪ It is recommended floor levels for all development should be established to provide freeboard above the maximum projected sea level rise. Refer also to Stormwater Management Value - Flooding. ▪ The coastal Inundation Report prepared by Pitt and Sherry provides inundation levels projected for the Georges Bay district.

The 'Tasmanian Coastal Adaptation Pathways Project (TCAPP) for Georges Bay' (SGS Economics, 2012) forms part of the Tasmanian Coastal Adaptation Pathways Study. The document "informs the St Helens and wider Georges Bay and Break O'Day community about coastal risks in light of sea level rise resulting from climate change and considers ways to respond to risks while considering the values of the local community and the wider benefits of this coastal area (p2)."

The report identified that as a result of climate change, the surface level of Georges Bay will be higher during extreme events. If nothing is done to prevent this more frequent flooding of St Helens will occur (in addition to impacts to other areas). An assessment of the risks of climate change was also undertaken in addition to how people value property and other values of the study area. In relation to the current and predicted impacts, the report states the following (p41):

"Analysis shows that the town centre is above the expected flood levels in Georges Bay, even with sea level rise of up to 0.9 m including some allowance for contributions by river flooding to high Bay levels. Areas of the foreshore would be susceptible to flooding in extreme storm events, particularly near the Tidal Waters Resort, an area fringed by wetlands. The foreshore adjacent to the town centre, formerly wetlands, has already been filled and the raised shoreline hardened. A few houses in the vicinity of Quail Street/Cameron Street/Lindsay Parade would be affected with an extreme storm event and sea level rise of 0.9 m- that is, in about 90 years time.

The town centre is already experiencing flooding from rainfall in combination with high tides due to inadequate drainage capacity. With sea level rise, St Helens town centre would become inundated more frequently after intense rainfall in combination with high surface levels in the bay. As a result of climate change, the amount of rain during extreme rainfall events is expected to increase. The severity of this increased flooding from rainfall was not modelled as part of this project. Sewer reticulation and pumping stations in affected areas would need to be sealed and made flood proof to avoid health and environmental risks.

In the short term, Council plans are well under way to improve the drainage of the town centre to reduce flooding from rainfall with larger drainage pipes. These works will be complete whichever adaptation pathway is chosen. Note: at the time of preparation of this Strategy, these works were underway.

The northern edge of the town bounds the George River. This edge may be subject to river erosion along the banks, but is generally high enough that floods have limited opportunity to overtop embankments. In the longer term with sea level rises greater than 1.0-1.5 m, more of the town will progressively be subject to flooding in extreme events, if there is no adaptive response. As the commercial centre of the town is among the lowest areas, that raises questions over the long term pathway to be followed for the town centre in particular.

The effects of changes in rainfall patterns and drainage effectiveness should be monitored and modelled."

Two adaptation pathways were identified for the St Helens Town Centre and explored:

- Pathway 1: Long term relocation of the town centre: allows nature to take its course with minimum protection, and requires Council to plan for the long term relocation of the town centre to higher ground with associated zoning and other controls. Incentives would be required to encourage businesses to relocate. Actual relocation would not likely occur until the existing town centre floods regularly and no longer is worth repairing (likely to be in the longer term). Little or no new development or intensification would be permitted in existing developed areas. Property owners would be allowed to upgrade and repair properties, but no filling works would be permitted. The hardened foreshore areas would need to be maintained to resist erosion. The main road connection through St Helens would need to be maintained.
- Pathway 2: Long term protection of the town centre: requires properties, infrastructure and facilities to be raised over time in situ. It is likely that any new structures and significant redevelopment would need to be on a raised level and for the land to be filled, depending on the expected lifetime of the asset and the expected damage from a 1% AEP storm event by the end of its remaining life. A gradual approach to land filling will need to be managed, including the appropriate stormwater management of unfilled surrounding land. Water retention measures could be provided to improve drainage. In the long term (likely after 2100) the town centre would need to be protected by a levee or dyke with a hardened outer face to prevent erosion (in addition to raising of the land). The majority of stakeholders engaged in the consultation leaned toward the second pathway. Key considerations were retaining the links of the town centre to the waterfront and protection of the character of the town. The report also noted the relocation may risk losing tourist numbers and spending, a concern given the existing fragile economy.

The TCAPP report makes a number of specific recommendations, under the broad categories of: gaining a better understanding of current and expected hazards and adaptation works; a better knowledge of the environment; protect impacted areas (including eroding coastlines) by future planning schemes; more accurately identify likely costs of adaptation and likely funding; and local and wider community values and

objectives need to be clarified, formally adopted and backed in a framework supported by Council and State Government.

At the time of preparation of this Strategy, Break O'Day Council had not yet adopted the TCAPP and made a decision on which pathway it proposed to follow. For the purposes of this Strategy, Pathway 2 (long term protection of town Centre) has been assumed, given the community preference for this option identified by the community consultation undertaken for the preparation of the TCAPP document. As the exact extent of required filling levels are not known, there is no consideration made for the urban design, accessibility etc impacts of raising the levels of the township as this assessment is beyond the scope of this Strategy. However, clearly the urban design impacts would be significant if floor levels were required to provide freeboard above the maximum predicted sea level rise. A detailed whole of town strategy would be required following adoption of the preferred pathway addressing detailed ground levels and associated likely built form outcomes resulting from necessary filling works and/or amelioration measures to existing and future buildings.

The *'Responding to Climate Change'* report (Energy Made Clean, 2013) identifies and quantifies the risks that climate change poses to Break O'Day. Strategies are suggested to reduce and manage those risks, including recommended actions to address climate change that are relevant to the St Helens Town Centre (p52). All are related to property damage from flooding (during a combined storm surge and high tide event) resulting from the effects of sea level rise:

- Further work is required to quantify flooding risk in terms of number and value of properties at risk for different sea levels.
- Identify whether risks are due to sea level rise or increased rainfall intensity. It is necessary to identify properties at risk in terms of temporary flooding, permanent inundation and erosion risks;
- It will be necessary to review planning restrictions to reduce the number of new properties being exposed to future risks;
- There are measures that can be taken to reduce flooding risks from stormwater. Risks have been identified but it is necessary to examine protection measures for those areas such as levees.
- Some areas of Georges Bay will be permanently inundated and it is necessary to develop a longer term settlement plan.
- The long term options for St Helens as detailed in the Tasmanian Coastal Adaptation Pathways Project for Georges Bay (SGS Economics) are to protect with levees or dykes OR to evacuate the site and relocate the CBD (refer above).

5 Existing Issues Analysis: Traffic, Parking, Pedestrian and Cyclist Movement

Bitzios Consulting was commissioned by TCG Planning for Break O'Day Council in November 2012 to prepare the Traffic Study component of this Strategy and is entitled '*St Helens Traffic Study*' (Project Ref: P1064, Version 004, Issued 1 October 2013). Significant extracts from the Bitzios report are presented within this document and is re-formatted to be more consistent with this overall Strategy (referenced accordingly adjacent to each heading below). Refer also to Section 9 'Traffic, Transport and Pedestrian Framework' of this document which presents strategies and recommendations on how to address the issues identified below.

5.1 Roads and Traffic Network Issues

Road Hierarchy

The Tasmanian State Road Hierarchy is specified by DIER. The State road hierarchy maps show that the Tasman Highway through St Helens is a Category 3 – Regional Access Road. This Category 3 road continues south of St Helens to the Esk Main Road connecting via St Marys to the Midland Highway. The Tasman Highway to the north between St Helens and Ringarooma Main Road is classed as a Category 4 – Feeder Road.

Regional Access Roads are intended to facilitate:

- connection of smaller regional resource bases with trunk and regional freight roads;
- local commercial interaction;
- sub-regional and inter-regional freight movement by connecting with trunk and regional freight roads;
- sub-regional passenger vehicle movement and connection to trunk and regional freight roads; and
- sub-regional tourist movement and connection to trunk and regional freight roads.

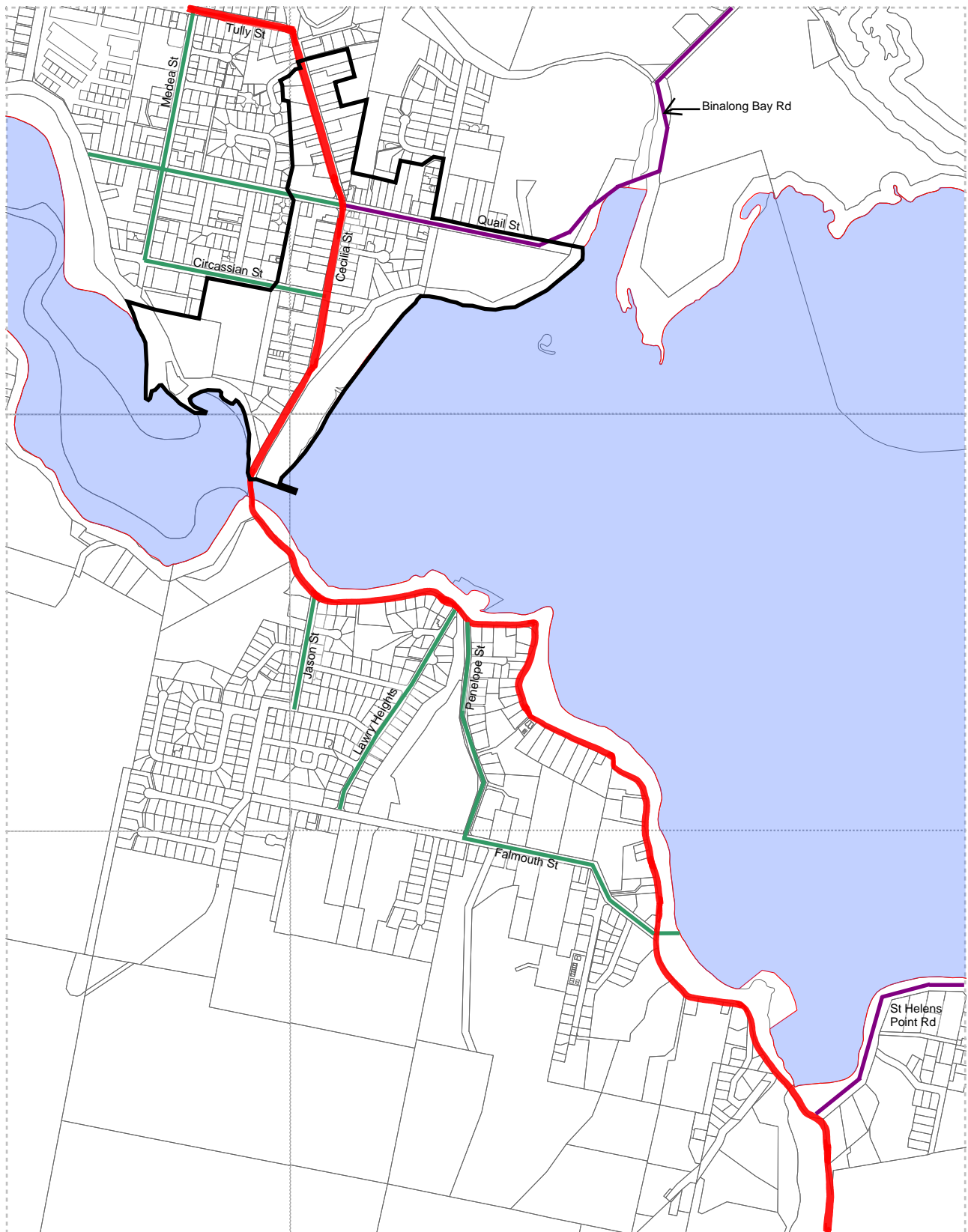
Feeder Roads are intended to facilitate:

- local commercial interaction;
- local freight movement;
- smaller regional resource bases;
- local passenger vehicle movement; and
- tourists and major tourist destinations.

The above road hierarchy presents a functional hierarchy focussed on freight transport needs. More traditional road hierarchies in its most simplistic form are as follows:

- Arterial roads carry through traffic external to the specific area;
- Sub arterial roads carry through traffic between multiple specific areas and the arterial roads;
- Collector streets are located within the specific area, providing indirect and direct access for land uses within the specific area to the road network. These streets should carry no traffic external to the specific area; and
- Local streets are bounded by the collector streets with low speed environments and pedestrian priority. Their function is to provide direct property access.

Based on the more traditional functional hierarchy, **Map 7** shows the existing road hierarchy in St Helens. The road hierarchy is a typical grid pattern in the commercial centre with the collector roads feeding onto the Tasman Highway / Cecilia Street.



St Helens Urban Design & Traffic Management Strategy **Map 7 St Helens Existing Road Hierarchy (adapted from Bitzios Consulting, 2013)**

Break O' Day Cadastre Map Reference: 54,55,58,59,
 Data Source: Break O' Day Council, Niche Environment and Heritage

- Arterial Road (Tasman Highway)
- Sub-arterial Road
- Collector Street
- Local Road

Traffic Volumes

Traffic volume counts obtained from 2011 traffic surveys provided by Council and DIER were seasonally adjusted to peak (January) and off-peak (June) periods and increased by 1.25% per annum to reflect 2012 peak traffic conditions. This data indicates that the traffic volumes within the town centre are relatively low even within the peak seasonal period, and that the traffic issues are as a result of on-street parking manoeuvring and access to / from the side streets intersecting Cecilia Street / Tasman Highway. The Cecilia Street / Circassian Street intersection, the Cecilia Street / Quail Street intersection and the Tasman Highway / St Helens Point Road intersection are the most likely to be affected by traffic impacts in the coming years. An increase in traffic volumes, poor delineation and poor sightlines on the bridge over Georges Bay (compounded by the close location of the Medea Cove Road intersection) are also likely to cause significant traffic impacts to the traffic network in future years.

The key traffic capacity issue surrounding the town centre relates to the reliance on the 'main street' (Cecilia Street) to withstand the majority of traffic volumes. However, as the town centre is a grid network, alternate routes can be utilised to distribute traffic and reduce the dependence on Cecilia Street. Routes through St Helens should focus on improving tourism by improving road-side attractions and signage to encourage tourists to 'stop' within the town centre.

Crash Analysis

Crash data for a five year period between 2006 and 2011 was provided by DIER. This data indicates that the crashes in St Helens Town Centre are mainly manoeuvring crashes resulting in property damage only. There were only two crashes involving pedestrians, both of which did not occur on Cecilia Street. There is a reasonably high number of crashes at the Cecilia Street / Circassian Street intersection however these crashes are generally minor.

The crashes in the southern area of St Helens are predominantly on the Tasman Highway. These crashes typically result in property damage and/or minor injuries are most likely caused due to the lack of turn treatments and poor sight lines. It should also be noted that there are no pedestrian related crashes on this section of road. Overall the severity of the crashes throughout St Helens is considered to be low with the majority of crashes causing property damage only.

Traffic Network

Cecilia Street operates as a typical 'main street' environment with the majority of the commercial uses fronting and accessing via Cecilia Street. This 'main street' road network has the potential to significantly increase traffic issues over time as the traffic growth and development continues.

Intersection Alignment

A number of T-intersections contain approaches that are conducive for vehicles to cut corners, including: Cecilia Street/Georges Bay Esplanade; Cecilia Street/Medea Cove Esplanade; Cecilia Street/Tully Street; and Argonaut Road / Hills Road.

Cecilia Street (Tasman Highway)

Cecilia Street approaching and through the town centre has wide lanes, and as a result causes issues with lane discipline and speeding. Vehicles were observed to be noticeably speeding particularly in the southern 50km/h section. There are also no turn treatments or u-turn provisions available, although the through lanes in some locations are wide enough for a through vehicle to pass a turning vehicle. There is also a lack of intersection priority signage and direction signage. Figures 34 to 37 illustrate some of the above issues on Cecilia Street.



Fig 34



Fig 35



Fig 36



Fig 37

Cecilia Street / Quail Street Intersection

The Cecilia Street / Quail Street intersection has a poor layout and alignment. The intersection is a standard four-way intersection but the centre lines / central medians on Quail Street have created a staggered T-intersection layout. This is confusing for motorists as to who has priority at the opposing give-way approaches on Quail Street. This is compounded by the fact that the intersection is located on a bend surrounded by high levels of pedestrian activity. Sight distance from the west is also restricted.

This intersection is also the most likely to be impacted by future traffic growth as Quail Street carries Binalong Bay Road traffic to/from the east. Figures 38 and 39 show the existing Cecilia Street / Quail Street intersection.

Future traffic growth may warrant upgrades at this Cecilia Street / Quail Street intersection in the long term.



Fig 38



Fig 39

Tasman Highway

The Tasman Highway to the south of the town centre traverses adjacent to Georges Bay. This section of the Tasman Highway includes a number of T-intersections with local and collector roads as well as concealed driveways/entrances (namely Medea Cove Road, Jason Street, Lawry Heights Drive, Falmouth Street and St Helens Point Road). There are no turn treatments at any of the above intersections and due to the meandering nature of the roadway there are sight distance restrictions that introduce safety concerns. Refer also Section 9.

Turn warrant assessments have been determined based on AUSTROADS's 'Guide to Road Design: Part 4a Unsignalised and Signalised Intersections'. Section 4.8 'Warrants for BA, AU and CH Turn Treatments' and more specifically 'Figure 4.9: Warrants for turn treatments on the major road at unsignalised intersections' has been used to assess the turn treatment warrants for the intersections along the Tasman Highway from estimated peak PM turn counts utilising Council link volumes and peak turn volume assumption). The turn warrant assessments indicate that the Tasman Highway requires CHR(S) turn treatment warrants at Media Cove Road, Jason Street, Lawry Heights and St Helens Point Road (based on existing peak seasonal volumes).

5.2 Directional Signage and Visibility

The St Helens Point directional signage is confusing for tourists approaching St Helens as they may not be aware of the difference between St Helens Point and St Helens. It is recommended to provide directional signage for both 'St Helens Town Centre' and 'St Helens Point Road' with directional arrows to remove any confusion between the two locations. Advanced directional signage has been provided in many locations, but intersection direction signage is often missing. This leads to confusion and unfamiliar drivers turning at incorrect locations. A good example of this is the access to Binalong Bay via Quail Street, where it is known that many tourists turn down Pendrigh Place. Access to the foreshore via Georges Bay Esplanade and Cecilia Street has poor signage and lacks legibility and direction. Figures 40-43 shows some of the intersection layouts and sight distance issues on the Tasman Highway. The blue boat docked adjacent to the Georges Bay bridge (Figure 41) has a substantial impact on sight distance for through traffic. This boat should be prohibited from docking at this location. Figures 40-43 also show narrow lane widths with road side hazards. This offers minimal room available for pedestrian/cyclists to safely share the road.

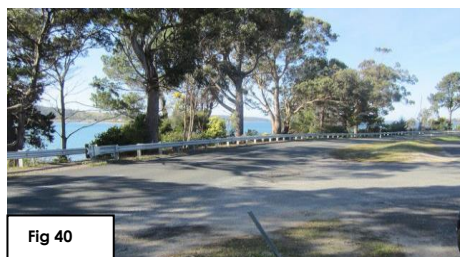


Fig 40



Fig 41



Fig 42



Fig 43

5.3 Parking Issues

Parking Supply

Parking is generally underutilised across the year, however in peak seasonal periods it is understood that parking is of a much greater demand. Figures 44-45 show the typical parking utilisation in the seasonal off-peak (September). Directional signage is also lacking. There are an adequate number of bus and caravan/RV parking spaces provided in the seasonal off peak period. However, as for general parking, overflow for caravans/RVs may also be necessary during peak periods.



Fig 44



Fig 45

Parking Configuration

On-street parking configurations are inconsistent and in many locations may not comply with relevant standards. On Cecilia Street, on-street parking is included without kerbs and a dish drain is located between the roadway and the parking bays. This is not ideal for a main road as the dish drain impacts traffic capacity with cars parking slowly and the lack of a kerb impacts pedestrian safety which also reduces clarity of where pedestrians should cross. As a result of the lack of kerbing there is a clutter of bollards throughout the area which affects the visual amenity of the town centre. Figures 46-49 shows the various on-street parking configurations used in the town centre.



Fig 46

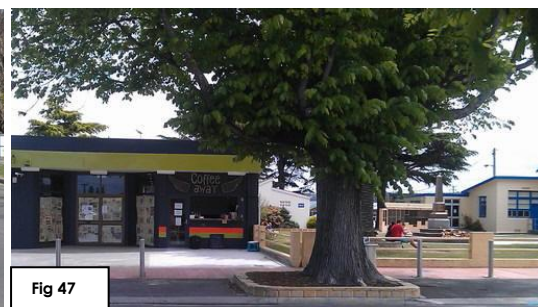


Fig 47



Fig 48



Fig 49

5.4 Pedestrian and Cycling Issues

Pedestrian Issues

Pedestrian footpaths along Cecilia Street in many locations are at the same grade as the on-street parking bays and driveway crossovers. Bollards and different pavement treatments are used to distinguish between the footpaths and on-street parking / driveway crossovers. Footpath widths are generally too narrow for the town centre areas, mainly due to roadside clutter. Figures 50 and 51 show typical footpaths used along the main town centre streets.



Fig 50



Fig 51

Pedestrian issues generally relate to the town centre as this is where the majority of pedestrian activity takes place. There are sections of footpath that have reduced widths as a result of on-street parking and retail footpath displays as shown in Figures 52 and 53.



Fig 52



Fig 53

There is a lack of pedestrian crossings across Cecilia Street, with only a single formalised refuge crossing location. The refuge is in an isolated location on the approach/departure to a bend and appears to have been struck by vehicles several times. It is considered to be a hazard more so than to assist pedestrian crossing movements. Figures 54 & 55 show the location of the crossing.



Fig 54

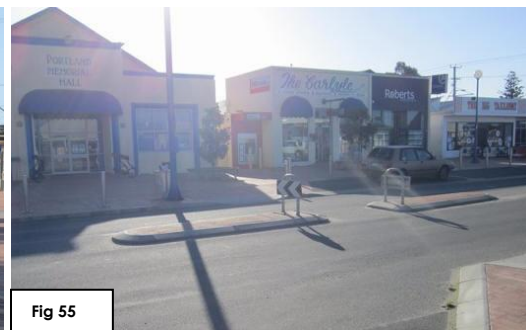


Fig 55

Another concern for pedestrians is during the night where poor lighting can contribute to safety and security issues.

Cyclists

Cyclists were rarely seen during the site visit, however as with the pedestrian movements they are expected to increase during peak seasonal periods. School students are also expected to be major users of existing cycling paths.

The St Helens Central IGA has provided some bicycle parking facilities as shown in Figures 56 and 57 below.

The key cycling issues mainly relate to the lack of cycle provisions throughout St Helens and the restricted road widths available in some areas for on-road cyclists. There is a general lack of signage for cycle routes and they should be designed in accordance with the state's *Cycleway Directional Signage Resource*.

There are currently reasonably good trails along the Tasman Highway which provide for mountain bike users.



Fig 56

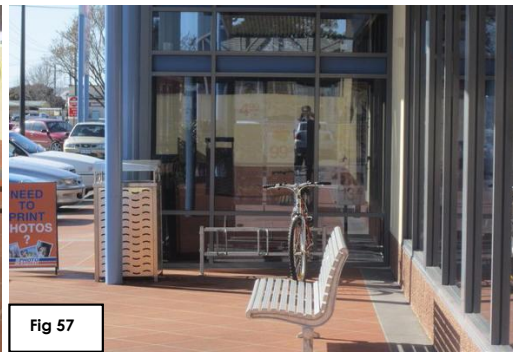


Fig 57

Walk and Cycle Network Connectivity

Throughout the town centre the footpath network is reasonably well connected. Most streets have a footpath on at least one side of the road. There are only few locations where footpaths end abruptly or are required. Figure 58 shows a pram ramp crossing leading to nowhere as there is a kerb on the opposite side of the street. This is a safety concern as prams and wheel chairs, etc. are required to navigate along the roadway to find an appropriate location to access another footpath.



Fig 58

Source: Google Maps, Australia

The connectivity of walk and cycle paths to other areas outside of the town centre is generally poor. Furthermore the entrance to the footpath network south of Medea Cove Road is misleading, appearing to exist on private land, forcing pedestrians/cyclists onto the roadway. Figures 59 to 62 shows the pathway adjacent to the Tasman Highway to the south of the town centre.



Fig 59



Fig 60



Fig 61



Fig 62

5.5 Public Transport

There are currently some inter-regional bus services connecting St Helens to Bicheno and Launceston with connections to Hobart operating daily. A formal bus stop has been constructed on Bowen Street, however the bus timetables refer to an older bus stop location at 2 Circassian Street. Figures 63 and 64 show the two different locations. There are no local bus services connecting local centres such as St Helens, Binalong Bay, Stieglitz / Akaroa and Scamander. These local connections are not likely to be warranted in the off season however could be beneficial in peak seasonal periods.



Fig 63



Fig 64

6 Existing Issues Analysis: Georges Bay Foreshore Parklands

6.1 Foreshore Parklands - Location, Ownership and Zoning

Map 2 earlier in this Strategy illustrates the continuous open space/parklands that follow the foreshore/coastline from Percy Steel Reserve (located east of Georges Bay Esplanade at St Helens township) and the Marina/St Helens Wharf on the northern side of Medea Cove Road/Golden Fleece Bridge, to Peach Trees Point, Lawrys Point, Beauty Bay, Kirwins Beach, Lions Park (on the southern shores of Georges Bay). These parklands form part of the study area for this Strategy. All foreshore land comprising the foreshore parks is owned by the Tasmanian Department of Primary Industries, Parks, Water and Environment.

While not forming part of the study area, this section also comments on the eastern foreshore land comprising O'Connors Beach, Treloggens Track, Parnella Conservation Area, Stieglitz Beach to Arakoa, which has strong connections to the foreshore parklands described above. This land is also mostly owned by the Tasmanian Department of Primary Industries, Parks, Water and Environment, with the exception of the Parnella Conservation Area and a small section on the northern end of Stieglitz Beach to Arakoa, which is owned by Parks and Wildlife Service (also part of a Conservation Area). The remaining land is 'Unreserved Crown Land' and 'Public Reserve' (the latter being Percy Steel Reserve and Marina Land, and part of Stieglitz Beach).

All of the foreshore land is zoned Environmental Management under the Break O'Day Interim Planning Scheme 2013, with the exception of:

- Percy Steel Reserve (zoned Recreation);
- The St Helens Waterfront (the Marina/Wharf), and the two commercial marine operations north of Lawrys Point and at the southern end of Kirwins Beach (zoned Port and Marine); and
- The Tasman Highway (zoned Utilities).

6.2 Description of Foreshore Parklands and Pedestrian Linkages

The entire foreshore of Georges Bay from St Helens township to Arakoa is publicly owned land and is a spectacular natural feature of the landscape that provides recreational, health and tourism benefits to locals and visitors alike. This Section describes the existing foreshore parklands and pedestrian linkages/movement network and identifies the usage of these spaces, positive features of the foreshore environment and improvements which need to be addressed.

A recurring theme in the public consultation was that the waterfront/foreshore areas were underutilised, were poorly designed/require upgrading and should be more of an attraction to the area. Numerous existing plans, policies and strategy documents have also recommended and/or recognised the need to upgrade and extend the existing foreshore parklands and pathway connection between St Helens, Lions Park and further along the eastern shores of Georges Bay adjacent to the suburbs of Stieglitz and Akaroa. This includes the *St Helens Tourism Precinct Development Plan* (Inspiring Place, 2007) and more recently the *St Helens and Surrounds*

Structure Plan (Urbis, 2013). Figure 7 (Regional Framework Plan) of the Structure Plan included the linking of St Helens and Akaroa via shared paths within as one of ten key recommendations for the Region.

A key issue identified in the foreshore parklands analysis was poor quality, condition and appearance of the aging public infrastructure. This, mostly resulting from ad-hoc and inconsistent design and the harsh impacts of the coastal environment, do little to enhance the experience of the coastline for visitors and locals alike. There is a need for an overarching plan to improve the foreshore lands in a coordinated way.

The Georges Bay Foreshore Parklands Strategy has been developed (refer Section 10 of this Strategy document) to address the amenity and connectivity issues identified here. The Georges Bay Foreshore Parklands are described in this Section and are separated into the 'St Helens Waterfront' Precinct and 'Foreshore Parklands' sub-precincts.

St Helens Waterfront (Percy Street Reserve and Marina/Wharf land to Golden Fleece Bridge)

The St Helens Waterfront is a linear strip of land located between the western shores of Georges Bay and the commercial area of the township of St Helens. At the northern end is Percy Steel Reserve, a passive open space comprising mostly open lawn areas with some scattered trees and shrubs. A small unsealed informal car park is located at the northern end, accessed from Georges Bay Esplanade, with several picnic tables, exercise equipment/stations and public art "egg" sculpture located nearby (refer Figure 69). A pathway (along the eastern (coastal) edge) links this car park to the Marina/Wharf land (described below). The Reserve is zoned Open Space under the Break O'Day Interim Planning Scheme 2013.

The Marina/Wharf area (zoned Port and Marine under the Planning Scheme) adjoins the Percy Steel Reserve and includes a children's playground, skate park and a formal/sealed car park accessed from Georges Bay Esplanade. This area comprises four boat berthing wharves and a boat ramp/jetty. An internal road (Marina Parade) links the northern car park with several car parking areas, including a boat and trailer parking and manoeuvring area at the southern end. The Blue Shed Restaurant is located on the waterfront and a MAST building is located at the southern end of the waterfront land. Other facilities and amenities include public toilet/shower facilities (one of the main reasons that the majority of visitors stop at the waterfront) and a tourist information sign. A native garden/landscaped area and picnic facilities (including shelters) are located in the central area of the land. Refer to Figures 65-68.

The St Helens Tourism Precinct Development Plan (Inspiring Place 2007, p47-48) recognised the importance of the St Helens Waterfront and the following has been reproduced as it is still relevant seven years after the preparation of this document:

"The St Helens waterfront is a significant community space within the town, due largely to its historical and contemporary importance for the local, and to some extent, State fishing and tourism industries that primarily operate from the wharf area. Although large areas are under-utilised at present, the waterfront plays an important role for recreational boaters and fishers, with boat launching, trailer parking and general public facilities, and hosts the annual game fishing competition in summer.

Some passive recreation also occurs along the waterfront, including walking, picnics/barbeques, and use of the playground and skate park facility. Other facilities and amenities include public toilet/shower facilities (one of the main reasons that the majority of visitors stop at the waterfront), a fish and chip shop, and a temporary coffee van located near the working wharf during summer months.

The waterfront has a history of ad hoc development and improvement, the most recent examples of which include the construction of a skate park, sealing and some rationalisation of vehicular parking and turning areas, installation/upgrade of MAST and Marine Rescue Service facilities, improvements to the public boat ramp and marina facilities, the development of a section of foreshore pathway, new playground, the installation of community art an some landscaping works at the northern end (within the area known as Percy Steel Reserve).

Whilst these improvements have resulted in increased amenity for both visitors and residents, particularly those involved in boating/fishing and skating, the waterfront remains disconnected from the town centre, is generally under-utilised by residents and visitors (in relation to the overall area available for use), lacks visual appeal (does not have a distinctive identity or unique character), and lacks quality attractions or facilities that entice visitation and activation in other locations-such as waterfront cafes, seafood dining, art, quality foreshore trails or passive recreation facilities (picnic/barbeque facilities)."



Fig 65



Fig 66



Fig 67



Fig 68

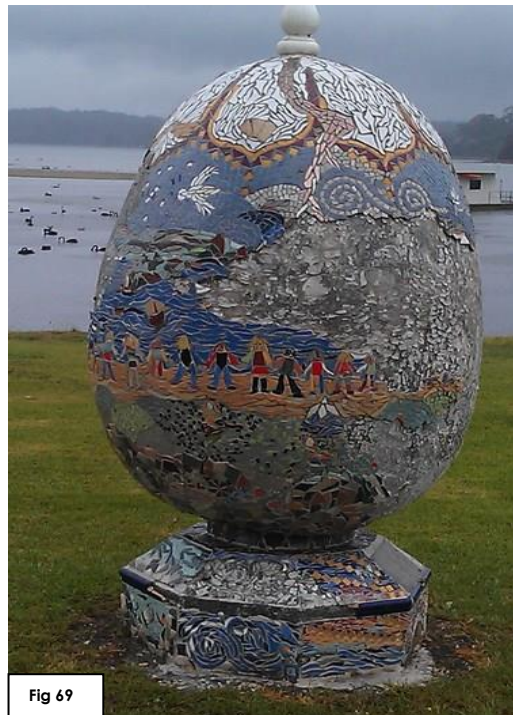


Fig 69

Georges Bay Foreshore Parklands Precincts

Golden Fleece Bridge to Peach Trees Point

There is a pedestrian pathway on one side of the Golden Fleece Bridge only (the western side, refer figure 70) and from here it is necessary to cross Medea Cove Drive and access the formal pathway through Kings Park (refer Figures 71-72). From here there is a significant gap in pedestrian footpath facilities, where a slip road that runs parallel to the Tasman Highway is traversed (generally from Jason Street to in front of Homelea accommodation). An existing footpath commences on the northern side of the Tasman Highway approximately 100 metres west of the boatyard, which again requires pedestrians to cross the road. This poor safety and pedestrian connectivity needs to be addressed to encourage pedestrian activity from the residential areas to the St Helens Town Centre and celebrate the spectacular Georges Bay Foreshore environment for visitors.



Fig 70



Fig 71



Fig 72

Peach Trees Point/Beauty Bay to Lions Park:

The *St Helens Tourism Precinct Development Plan* (Inspiring Place, 2007 p53) provides the following succinct background and description of this precinct of the foreshore parklands and trail:

"The Lions Park to Beauty Bay shared trail was developed to provide safe access for walkers and cyclists along this section of the foreshore, where road conditions are particularly dangerous for pedestrians. The trail provides easy access to the fore shore and sites along the trail, including small jetties for fishing and access to swimming location such as Beauty Bay. Scenic views of the hills to the north east of St Helens (the Blue Tier), and of the wider Georges Bay can be glimpsed from that trail. The popularity of this existing section of foreshore trail indicates that there is likely to be a community demand for further development of trails, particularly within the town boundary. "



Fig 73



Fig 74



Fig 75



Fig 76

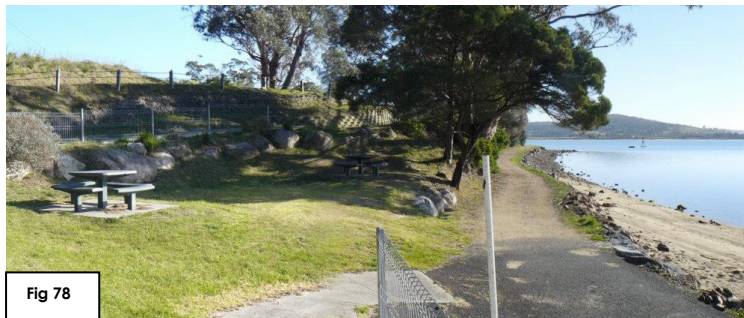


Fig 77

A narrow footpath located on the northern side of the roadside barrier links Peach Trees Point (Figure 77), past the slip yard north of Lawrys Point (requiring pedestrians to cross the driveway of the slipyard, Figure 76 and 77). The footpath then follows the foreshore below the Lawrys Point Headland - which comprises a poorly formed carpark (also with dangerous access points and junction with Atlas Drive) and aging picnic facilities. The path continues along the foreshore along Beauty Bay, Kirwins Beach, to Lions Park, virtually continuously. The key features and deficiencies of these foreshore parklands and pathway are listed below (source: site inspections and Jennifer Binns maps).

Lawrys Point and Beauty Bay Area

- Upper carpark picnic area (Figure 79); scope to improve amenity; swimming & lower picnic area; fishing jetty (Figure 80); Temporary amenities subject to vandalism; links pathway; pedestrian & cycleway link;
- Scope to improve access, signage and visual appeal;
- Vehicle movement: deficient junction at Atlas Drive; scope to rationalise size of carpark to reclaim green space.



Kirwans Beach Area (Figure 81)

- Recreation: Primary fishing jetty; BBQ & seating; scope to provide shelter.
- Promenade: Key open space promenade; scope to improve amenity; Pedestrian & cycleway link; Scope to improve access, signage and visual appeal.
- Vehicle movement: Key 'pullover' opportunity with open views over Georges Bay; Inadequate sight distance at northern access to carpark; Scope to rationalise size of carpark and vehicle movements to reclaim green space; Conflict between vehicles entering and leaving carpark, jetty access and pedestrians/cyclists using pathway.



Fig 81

Lions Park Area (Figures 82-85)

- Gateway: Visual gateway to St Helens; approaching from the south the highway winds through the trees and opens to views of Georges bay across the park; Key 'pullover' opportunity at first sight of St Helens with scope for way finding and visitor information; BBQ shelter located in line of sight to the bay; scope to improve visual appeal and wind protection for shelter; Gateway to pedestrian & cycleway link; scope to improve access, signage and visual appeal; Entrance statement sculpture planned for park.
- Recreation: Popular family recreation area: large BBQ shelter, playground, amenities, swimming, start of walking path & cycleway link toward town centre, convenient parking & access; Vegetation buffer to St Helens Point Road.
- Park open to carpark and Tasman highway; No pedestrian access to jetty from park or cycleway; Toilet block scheduled for replacement; scope to relocate; Power poles and overhead power lines through park
- Vehicle movement: Traffic flow along main carriageway impeded by vehicles turning onto St Helens Point Rd and from single lane junction; Traffic flow north into town centre impeded by cyclists choosing to stay on winding roadway rather than use cycleway; scope to increase use of cycleway; Conflict between carpark & junction with St Helens Point Rd; There is no formal footpath to the Talbot Street Jetty - a desirable short "destination" walk/stroll form the Lions Park.



Fig 82



Fig 83



Fig 84



Fig 85

Lions Park to Arakoa (Figures 86 to 89)

The foreshore on the eastern side of Georges Bay offers spectacular scenery however is currently limited to beach and/or informal trails (including Treloggans Track within Parnella Conservation Area), thereby providing limited connectivity as a coastal walk. There are no cycle facilities along these coastal reserves and cyclists are required to use St Helens Point Road. The narrow lawn reserves along O'Connors, Stieglitz and Arakoa Beaches provide attractive recreational destinations, including picnic tables and seating, toilet facilities and a playground (at Steiglitz). Jetties are also located at Talbot Street, O'Connor's Beach, Steiglitz Beach (in addition to boat ramps). There are challenging landslip/geotechnical constraints along much of this coastline.



Fig 86



Fig 87



Fig 88



Fig 89

7 Strategy Vision and Guiding Principles

7.1 Vision

A "Vision" indicates outcomes sought to be achieved by the Urban Design and Traffic Management Strategy and summarises the community's goals and aspirations for St Helens.

The Break O'Day Council's Vision for the Municipality (Strategic Plan 2011-2015) is:

"To ensure an active, forward-looking and well-managed community creating a unique and desirable place to live, work and visit."

Based on the commonalities with the work undertaken (including significant community consultation) by the *St Helens and Surrounds Structure Plan*, the same **Vision** for St Helens is adopted for this Strategy:

St Helens will be:

- *"An inclusive community that is sought out by young and old to visit, move to, live in and retire in.*
- *A place where the environment is protected.*
- *A place which provides educational and employment opportunities.*
- *A place with strong linkages to its exceptional coastal setting.*
- *A place known around the world for the Bay of Fires.*
- *A thriving, vibrant place with high quality establishments, facilities and infrastructure."*

7.2 Guiding Principles

The Vision is underpinned by **Guiding Principles** which form the basis for the St Helens Urban Design and Traffic/Transport Framework/Strategy. Each of the following Principles are derived from the community consultation and Existing Issues Analysis, and are embedded in this Framework in the following sections of this document, including the recommended strategies/actions within the Action Plan.

A Vibrant St Helens : Consolidate commercial uses, redevelop key sites & provide a community focal point

The significant vacant and/or underutilised sites should contribute positively to the urban form and the vibrancy of St Helens. A centrally-located "heart of the town" is required and will provide a vibrant community focal point of social activity for locals and visitors to St Helens. Intensifying the retail/commercial zone to the east provides an opportunity to create a strong concentrated 'pedestrian' place, with good connections to a high quality foreshore precinct.

A Vibrant St Helens: Residential and tourism Uses

Containment of the current residential zones (beyond the study area) for consolidated redevelopment, and encouragement of residential uses within the study area/town centre should be promoted, particularly smaller dwellings (apartment and townhouses/villas) that will contribute to urban renewal, non-car based models of transport, and after hours vitality. Development of quality tourism accommodation uses within the town centre and near to the waterfront will also assist in the achievement of these outcomes. The planning controls within

the St Helens Town Centre should be incentivised to encourage the shorter term densification of mixed uses within the business zone. In the longer term, it is recommended that a series of 'villages' in the suburbs beyond St Helens be created, with their own identity, which may include a local corner store with a bus stop out the front. The 'villages' should be supported with medium density development incentives to promote increased levels of pedestrian activity. Access from these villages centres to the 'coastal cycleway' and to local buses would be promoted, enabling direct access into the St Helens Town Centre. The longer term 'village' structure will also assist with efficiently managing the provision of appropriate footpath infrastructure for an ageing community.

Provide increased amenity within the public domain, by creating a place for pedestrians by improvements to Cecilia Street

Currently the 'pedestrian' high quality experience is missing, mainly due to the harder edge that exists along Cecilia Street due to through traffic and the spread of retail activity along the length of Cecilia Street. Consolidating active land uses will improve the current dispersal of pedestrian activity. Footpaths within the town centre will also require additional width to safely cater for mobility scooter travel, which is likely to increase due to the ageing community profile.

Provide linkages to the waterfront

The extension of Pendrigh Place to Georges Bay Esplanade and increased use in the vicinity will encourage linkage to the waterfront - a scenic feature which should be celebrated.

Improve the public realm along foreshore parks and providing an upgraded walkway/cycleway

Provide a high quality pedestrian and cyclist experience along the Georges Bay Foreshore by improved parkland design, consistent community infrastructure and pedestrian/cycle connection. A high priority is the connection of the foreshore cycleway between Lawry Heights Drive and the St Helens Town Centre, where high quality end of trip facilities should exist, in addition to clear directional signage. A second priority would be to upgrade the Parklands and associated cycle/pedestrian link to St Helens Point Road (Lions Park). An ultimate connection to Steiglitz or Binalong Bay is also warranted as a lower priority.

Separate traffic types and provide/promote alternate town centre routes

Separate 'through' and 'local' traffic within the retail/commercial area by promoting the use of Georges Bay Esplanade for local traffic. This should be complemented through intensifying retail/commercial zones to the east of Cecilia Street and south of Quail Street to provide improved linkages to the foreshore area. This will relieve existing pressure from the Circassian and Quail Street intersection and resolve some road safety issues.

Improve parking legibility through improved signposting and parking configurations

Implement a signposting strategy to improve parking legibility and encourage motorists from the north to park in the northern areas and motorists from the south to parking in the southern car park areas. This will reduce the level of traffic driving through the town centre searching for a car space. A parking policy should incentivise developers to contribute towards public car space provisions to improve cross-utilisation and Council's ability to manage its use in the future. These spaces would be provided in lieu of private spaces.

Longer term: Review the current on-street car park configuration to consider a more standardised approach for Cecilia Street and opportunities to provide 'no stopping' areas during peak periods/seasons to enable cars to safely pass turning traffic.

Better manage road safety through revision of speed limits and other pedestrian and road treatments for the wider St Helens area.

Increased traffic growth will require preliminary planning to conduct localised road widening of Tasman Highway (eg. at St Helens Point Road, Jason Street) to facilitate necessary intersection upgrades (also Lawry Heights Drive). In the short term, a revision of the speed limit from the southern approach from 60kph to 50kph may be appropriate to assist with addressing this issue. There is also a general lack of pedestrian crossing infrastructure along the entire corridor length between St Helens Point Road and Medea Cove Road. This will also require consideration when addressing the road widening needs for the various intersection upgrades along the entire corridor.

Improve bus infrastructure and access

Relocate and upgrade the bus stops in St Helens to reside in close proximity to the main retail/commercial area. Longer term: Implement a local bus service and encourage a reduced reliance on private motor vehicle use. It is envisaged that the bus frequencies could be initially introduced in the shorter term during the summer months and branding and funding opportunities investigated to support the service.

Improve signage at town centre and directional signage generally

The directional signage to the town centre requires review to address current confusion:

- St Helens Point Road: for traffic entering from the south to the town centre.
- North of the town centre: Signage should also be provided to safely guide motorists back into the town centre once past, to address current u-turn safety concerns. The implementation of the Bowen Street extension could assist in that regard.
- Within the town centre: signage should be provided to guide motorists to the key parking areas and to guide tourists to the information centre (which should be relocated to the proposed intensified retail / commercial area).
- Provide intersection direction signage to key roads such as Binalong Bay Road (ultimately, this traffic should be guided down the Esplanade to reduce impacts on the Circassian Street and Quail Street intersections.
- Upgrade cycleway signage to be consistent with DIER guidelines and in association with foreshore cycleway upgrade.

Respond to existing and future environmental hazards

Future development within the current town footprint will need to address current and future predicted impacts from flooding and climate change.

8 Urban Design Framework

8.1 Introduction: Overarching Strategic and Land Use Objectives

Section 4 described the characteristics and key urban design issues for the St Helens Township. This section outlines the recommended framework for change, which accord with the *Break O'Day Interim Planning Scheme 2013* 'Zone Purpose ' and 'Local Area Objectives' and suggested Local Areas Objectives and Desired Future Character Statements within the *St Helens and Surrounds Structure Plan (SHSSP)* (Urbis, 2013) - refer Table 8 on the next page.

The relevant overall objectives from the Structure Plan (p35, 45) for the Town Centre and Community Uses (listed below), are also adopted for this Strategy Framework (in addition to the Coastline and Natural Hazards objectives provided in Section 10 for the Waterfront and Georges Bay Foreshore Parks). Many of the recommendations of the SHSSP are also included within this Strategy Framework.

The recommended Strategy Framework identifies key Urban Design principles that, will assist in the achievement of the following overarching objectives (together with the Traffic and Parking Framework Strategy identified in Section 9). **Map 8** at the end of this Section is a 'Masterplan' summarising the Urban Design Framework.

Town Centre Objectives

- Improve connections between the town centre and the foreshore
- Identify a community focal point for the town centre
- Support the development of an urban piazza linking Cecilia Street, Quail Street and Pendrigh Place
- Identify key development sites
- Encourage more intensive use of land within the town centre, including shop top housing
- Identify appropriate landscaping treatments for the town centre.
- Protect heritage buildings
- Identify key urban design and built form parameters to guide the style of development
- Provide for car parking on a strategic town centre basis rather than a site-by-site basis (PG35)

Community Land Uses Objectives

- Facilitate the provision of additional low and high care residential aged care beds;
- facilitate the provision of additional child care facilities,
- provide additional community meeting spaces;
- provide guidance for the establishment of a new hospital site.

Table 8: Zone Purpose and Local Area Objectives and Desired Future Character Statement for St Helens Town Centre	
Town Centre General Business Zone	Schools and Hospital Community Purpose Zone
Zone Purpose	
<p>To provide for business, community, food, professional and retail facilities serving a town or group of suburbs.</p> <p>To create through good urban design:</p> <ul style="list-style-type: none"> (a) an attractive and safe environment; (b) activity at pedestrian levels with active road frontages offering interest and engagement to shoppers; and (c) appropriate provision for car parking, pedestrian access and traffic circulation. <p>(BODIPS 2013)</p>	<ul style="list-style-type: none"> ▪ To provide for key community facilities and services where those facilities and services are not appropriate for inclusion as an associated activity within another zone; ▪ To provide for a range of health, educational, government, cultural and social facilities to serve the function of settlements and local communities. <p>(BODIPS 2013)</p>
Local Area Objectives should include the following elements:	
<ul style="list-style-type: none"> ▪ Provide a centre for business to serve the whole municipality located in St Helens. ▪ Provide for a mix of uses including commercial, civic and residential on the second storey of buildings. ▪ Provide a community focal point via a civic plaza. ▪ Provide for travellers accommodation that capitalises on coastal views. ▪ Improve connections between the town centre and the waterfront ▪ Utilise a precinct-wide approach to car parking throughout the town centre ▪ Improve pedestrian safety and amenity. ▪ Protect and enhance trees and landscaping in the town centre streetscapes. <p>(SH&SSP 2013)</p>	<ul style="list-style-type: none"> ▪ To ensure that residential amenity of adjoining residential properties is maintained; ▪ To limit the range of uses to only that necessary to serve the purpose of the zone; ▪ To recognise the historical development of community service sites. <p>(SH&SSP 2013)</p>
Desired Future Character Statement	
<ul style="list-style-type: none"> ▪ The 8m historical setback on the western side of Cecilia Street will be retained between Quail Street and Circassian Street ▪ Stormwater will be managed to reduce the impacts of flash flooding in Cecilia Street ▪ Buildings should be built to the road boundary in the core area ▪ One and two storey buildings are encouraged on Cecilia Street and Quail Street ▪ Two and three storey buildings are encouraged near the waterfront. ▪ High quality built form outcomes are encouraged ▪ Public parking should be provided via shared parking nodes ▪ The civic plaza should be developed and landscaped to encourage use by all member of the public ▪ Pedestrian paths will be safe and accessible to all ▪ Streetscapes will include trees and landscaped areas. (PG 25) <p>(SH&SSP 2013)</p>	<ul style="list-style-type: none"> ▪ Community land uses will be integrated with the surrounding area <p>(SH&SSP 2013)</p>

8.2 Consolidate Active Land Uses to Create a Vibrant 'Heart of Town'

While the township of St Helens is relatively compact with frontage to only on a few streets (Cecilia, Circassian and Quail Streets and Pendrigh Place), the town's long, linear north-south spatial configuration, in addition to numerous vacant/underutilised sites, results in active uses "spread out" along the township and a lack of an identified centre.

The following strategies will assist in the creation of a vibrant, successful and viable town centre, where residents and visitors enjoy spending time:

Encourage higher-order active retail and business uses in the central business-zoned precinct: This will include "busy" community uses such as a relocated library, community meeting rooms and tourism information centre (refer Map 8). While the historical centre of town may once have been nearer to the corner of Circassian and Cecilia Streets, the long term presence of the large vacant site (former hotel) and development of the St Helens Plaza has altered this situation. The relocation of some popular active uses in the northern precinct to the new central location should be encouraged (post office, pharmacy, newsagent, ANZ Bank).

Creation of an urban plaza or "town centre" within this active precinct: This area would include public open space food and drink premises where residents and visitors can congregate, and has good connections to the waterfront. The large and underutilised allotments on the southern side of Pendrigh Place (proposed to be extended in this Strategy) is considered a suitable location as it will provide a centralised position for intensification of the primary active uses of the township, is large enough for an urban plaza and complimentary active spaces (including tourism uses), with a north-facing orientation within close proximity to the waterfront (assuming the Pendrigh Place extension proceeds). Refer to Figure 90 indicating its current unattractive and underutilised appearance. This will require a long term coordinated land purchase strategy by Council and proponents of the redeveloped block.

Note: The potential urban plaza site identified in the SHSSP (current car park site, with proposed Cecilia Street, Quail Street and Pendrigh Place) could also be considered, however would not provide the same amenity outcomes as the preferred site described above. The additional community focal point location identified in the SHSSP (current hospital site, if relocated), while centrally-located, is not considered an appropriate site as it is physically separated from the waterfront by two roads (and is opposite two recently constructed unattractive buildings (BWS and BP Service Station) that do not befit the surroundings of a heart of town. The objectives of high quality urban setting and strong linkages to the waterfront will not be achieved by the development of this site for a community focal point.



Fig 90

8.3 Encourage Residential Consolidation

There are many properties within the General Business zone (ie. within the study area of this strategy) that are used for (low density) residential purposes, in particular the northern precinct, north of Circassian Street. The surrounding residential-zoned areas are also predominantly low density and have scope for development of medium density housing within the town centre and within walking distance of the town centre. To achieve land use and movement efficiencies and greater concentrations of activity:

- shop-top housing should be encouraged in the recommended high-order/active business precinct;
- one and two storey medium density development should be encouraged in the recommended lower-order business zoned parts of the town (in particular the precinct north of Quail Street). This may require amendments to the Interim Planning Scheme as the current provisions only allow for shop top (first floor) housing in the General Business Zone, and limit residential uses to properties that were dwellings at the date of commencement of the planning scheme;
- one and two storey medium density development should be encouraged in the surrounding residential-zoned areas within walking distance of the town;
- encourage the development of aged care facilities within the study area and surrounds.

8.4 Create a Linkage to the Waterfront

One of the recommendations of the SHSSP was to investigate the potential for new access connection between Pendrigh Place and Georges Bay Esplanade and the waterfront through this Strategy. As identified in the next Section (9), Bitzios Consulting confirmed advantages from a traffic and pedestrian connection perspective for this connection and this access also is recommended in the Urban Design Strategy Framework for St Helens. This will require a long term coordinated land purchase strategy by Council and proponents of the redeveloped block, and will require acquisition of several properties, including Nos. 13 and 15 Pendrigh Place (refer Figures 91 and 92) and Nos 6 and 8 Georges Bay Esplanade. This linkage will assist in the achievement of other key Strategies, such as the creation of a vibrant heart of town.



Fig 91



Fig 92

8.5 Encourage Tourist Accommodation and Activity near Waterfront

The St Helens Waterfront is the primary asset of the town and the scenic beauty of the area (including the nearby Bay of Fires) and is the main reason for visitors coming to the town. Location of accommodation and associated tourism uses, such as restaurants and cafes, within proximity to the views and foreshore amenities is essential to the ongoing success of tourism that is so important to the economy of St Helens. Map 8 shows the sites that should be promoted for primary tourism uses. Two of these sites already contain tourism accommodation and uses (Tidal Waters and Bayside Inn). The Bayside Inn property is the most prominent site that is in need of redevelopment.

The following strategies will assist in encouraging tourism uses near the waterfront:

- Support the redevelopment of the Bayside Inn site. Key urban design outcomes for this site include 2-3 storey building(s); high quality architectural form, in particular the "gateway" facade at the corner of Cecilia Street and Georges Bay Esplanade; ground floor active tourism uses (retail/restaurants) and upper floor accommodation optimising views of the waterfront with covered outdoor seating and balconies.
- The vacant site on the north-eastern corner of Cecilia Street and Steel Street enjoys excellent views of the waterfront and is also a "gateway" entry site to the township of St Helens (when arriving from the south). Future development of this corner site should also achieve high quality architectural form, in particular the "gateway" facade at the corner of Cecilia Street and Georges Bay Esplanade.
- The creation of a linkage to the waterfront via the extension of Pendrigh Place (refer 8.4 above) will provide opportunities for increased pedestrian and vehicular movement to the foreshore. This, together with the intensification of active commercial uses within this central block of St Helens, warrants a high-order tourism use at the newly formed corner of Georges Bay Esplanade and Pendrigh Place, such as a relocated tourism office. Visitors to St Helens should be able to navigate to this site (with clear and legible signposting) via Georges Bay Esplanade and park their vehicle in a nearby car park close to the waterfront - ensuring their first impressions to the town is a scenic one. Visitors can then access the tourism information centre which will be surrounded by cafes, restaurants and other tourist-friendly shops and services (including accommodation sites). The pedestrian friendly Pendrigh Place linkage and adjacent town square will be the hub of town, easily navigable for tourists for their future stay.

8.6 Better Integrate and Define the Built Form

The existing commercial premises within the town centre are currently characterised by single storey buildings, with inconsistent building setbacks, uncomplimentary external building finishes, unsightly signage, and building separations from driveway entries. The following strategies will assist in better integrating and defining the built form, predominantly buildings fronting Cecilia, Circassian and Quail Streets:

Built form character: Maintain a predominantly one and two storey built form (maximum 9 metres), with the higher built forms being the tourism use sites along the foreshore which may also be required to address minimum floor levels to ameliorate impacts from flooding. New building and renovated existing buildings to have a contemporary/modern "coastal" aesthetic and colour scheme, utilising glazing and detailing/architectural interest to street facades. New buildings and redeveloped existing buildings must consider beyond the subject site - ie. must respect the public domain and consider the relationship to the adjoining buildings/properties.

Building Alignments: The 8m historical setback on the western side of Cecilia Street will be retained between the St Helens Central Shopping Centre car park and Quail Street. The remainder of properties in the General Business zone should be built to the front property boundary, with the exception of the "religious, residential, accommodation precinct" (Cecilia Street, north of Library and Post Office), which has a more leafy, lower density character and should have increased setbacks (6 metres minimum).

Driveway removal: Consolidate and/or remove some of the numerous individual driveway entries to properties to increase streetscape and site amenity. Creation of a car park precinct approach (refer to Map 8, 10 and Section 9.5) where shared car parks are provided in lieu of the provision of on-site car parking.

Awnings: With a few exceptions, the majority of existing buildings do not have awnings, and rather have smaller "portico" structures at the shop entries. While awnings can be an attractive element that unifies the streetscape, a consistent lack of this building form also can define the streetscape character. There should not be a mix of awnings and lack of awnings for new or redeveloped existing buildings, which would be detrimental to the streetscape and result in an inconsistent built form. Therefore awnings should not be encouraged for the town centre to maintain consistency of built form. The provisions of awnings, however along the future waterfront development sites and Pendrigh Place extension should be required, to protect diners at cafe and restaurant establishments from the elements. New awnings must integrate with and compliment adjacent sites.

Signage: It is recommended that Council prepare an integrated signage guidelines for all commercial properties within the Study Area for inclusion within the Interim Planning Scheme 2013 that addresses the following: compatibility with the character of the town; high quality design and finish; signage to not protrude above buildings and structures; compatibility with the scale, proportion and other characteristics of the site or building; and ensures road safety is maintained/improved. Any unauthorised advertising signage and signage that does not align with this policy should be required to be removed and incentives should be provided for removal/replacement of inappropriate signage in accordance with the guidelines. This will assist in the improvement of the visual quality of the town.

Building Upgrades: The key areas for improvement to the private domain are to some of the aging existing commercial buildings in the central precincts of the town. Given this is the area where consolidation of activity is to occur, the priority focus should be for upgrading and developing this area. It is recommended Council

investigate strategies for incentives to property owners for facade improvements, such as a dollar for dollar financial incentive (eg. of up to 50% facade upgrade costs for up to \$5,000, to a Council budgetary cap per annum). This approach has been implemented successfully in precincts within regional centres of Wollongong and Newcastle in New South Wales.

8.7 Public Domain Improvements

The following strategies are recommended to improve the public domain of the St Helens town centre:

Provision of kerbing and consistent footpath width (long term): The narrowing of the footpath areas to accommodate car parking, resultant bollard proliferation - in some areas further narrowed by street displays - is detrimental to the pedestrian experience and visual appearance of the centre. A long term strategy to remove affecting car parking spaces, provision of kerbing to provide a consistent footpath width is recommended.

Consistent footpath quality and materials to be provided to all streets: The terracotta coloured paving along Cecilia Street and the northern side of Pendrigh Place installed in recent years is in good condition, appears to robust and is wearing well, and therefore is recommended to be continued throughout the town centre.

Consistent planting theme to be provided throughout the town centre to unite the public domain, including:

- small "pocket" plantings within the footpath area (such as kerb built-outs on corners and between car parking bays) and waterfront area;
- on the western side of Cecilia Street between the intersection with Georges Bay Esplanade and Quail Street: removal of newly planted inconsistent species (ie. in front of the St Helens Central Shopping centre and Memorial Hall) and replacement with street trees that are consistent with the existing established street trees; and planting of new trees, with appropriate spacing between No. 11 Cecilia Street ("Chickenfeed") and Quail Street. This may require removal of one or two on-street car parking spaces, in the vicinity of Mitre 10 and Hilly's IGA Supermarket. Narrower spacing in front of the St Helens Central car park is warranted to screen the large open car park and enclose the street. If the existing predominant street tree species is not suitable, then an alternative species that has a similar aesthetic should be selected by Council's Landscape Architect.

Consistently-themed and designed community infrastructure: All public domain areas within the entire township (including parks) should be provided with updated consistently-themed and designed community infrastructure (picnic tables and shelters, bench seats, bollards, rubbish bins, lighting, planter boxes and signage). It is recommended that a review and replacement of all of the community infrastructure should be undertaken in accordance with the principles outlined in the 'Community Infrastructure Design Guide' for Break O'Day Council prepared by AEJ (May 2013). This Design Guide recommended St Helens be within a 'Coastal' catchment style. The regional centre of St Helens deserves bespoke community infrastructure that reflects this identity and to improve the attractiveness of its coastal setting for visitors and residents alike.

8.8 Township Entry Statements

As part of the improved signage strategy recommended in Section 9, the township should have two bespoke consistent sculptural and artistic entry statements that reflects the town's coastal environment. This should be complimented by clear and coordinated directional signage to key sites in the township, particularly parking and tourist information:

- at the southern approach to the town (on the northern side of the Golden Fleece bridge on Cecilia Street). This is particularly important for when the recommended alternative traffic movements along Georges Bay Esplanade and connection between the waterfront and the town centre; and
- at the northern approach to the township opposite Mills Lane.

An additional (lower priority) entry statement on Tully Street, west of the Medea Street intersection may also be warranted, should the recommended alternative vehicular route along Medea Street (refer Section 9.3) be encouraged by Council.

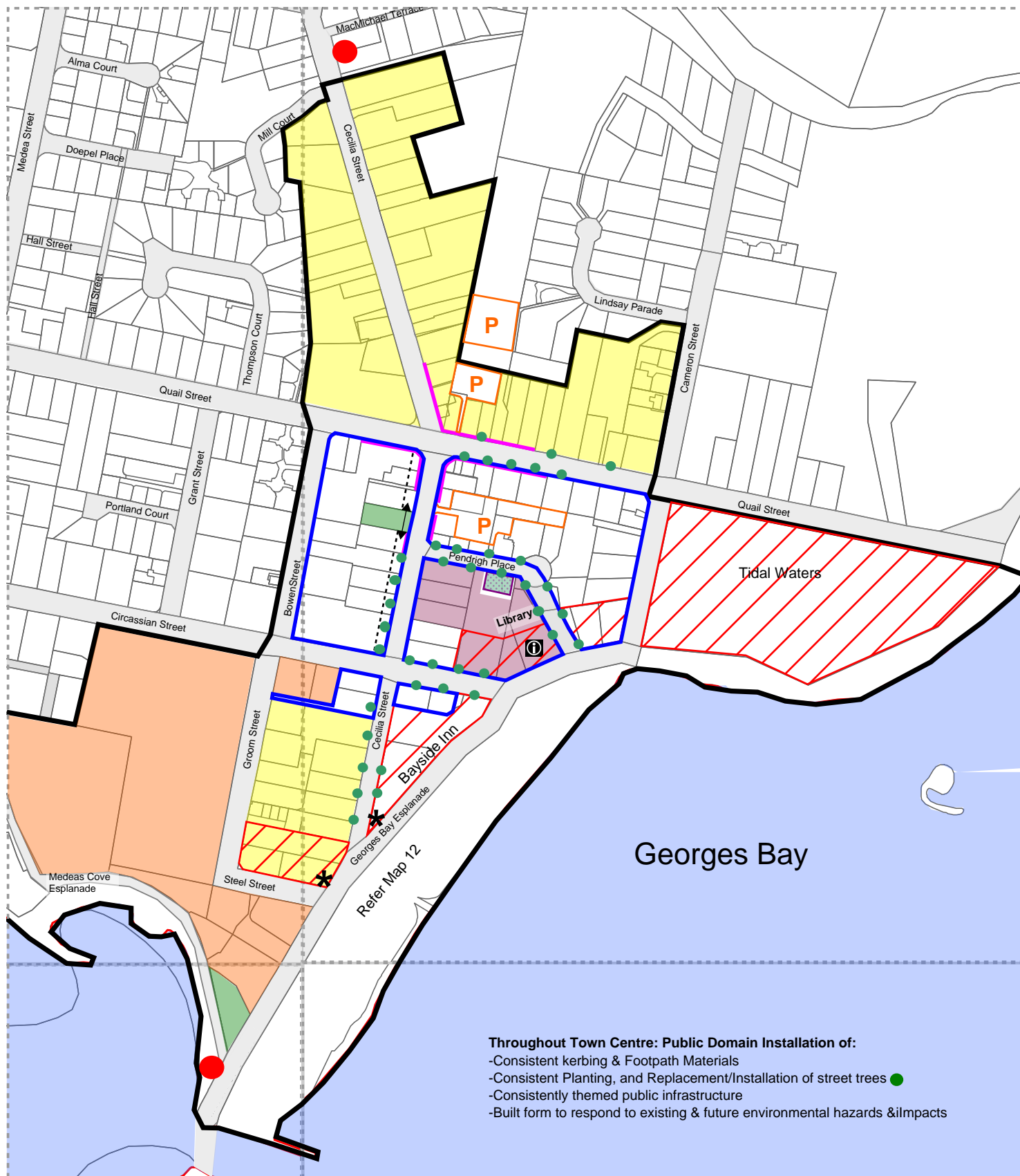
Refer also to the '*Community Infrastructure Design Guide*' for Break O'Day Council prepared by Architects Edmiston Jones (May 2013). This Design Guide recommended St Helens be within a 'Coastal' catchment style.

8.9 Built Form to Respond to Existing and Future Environmental Hazards

Future development within the current town footprint will need to address current and future predicted long term flooding impacts to property from flooding and climate change (in particular during a combined storm surge and high tide event). Council has not adopted a way forward in response to the two long term options for St Helens as detailed in the *Tasmanian Coastal Adaptation Pathways Project for Georges Bay* (SGS Economics) - ie. protection with levees or dykes (with shorter term filling/raising land) or to evacuate the site and relocate the CBD. Based on the assumption that Council will adopt the former having regard to existing community preferences, this Strategy recommends that further work is required to:

- quantify flooding risk in terms of number and value of properties at risk for different sea levels;
- Identify whether risks area due to sea level rise or increased rainfall intensity. It is necessary to identify properties at risk in terms of temporary flooding, permanent inundation and erosion risks;
- review planning restrictions to reduce the number of new properties being exposed to future risks;
- identify/prepare a detailed whole of town strategy addressing detailed ground levels and associated likely built form outcomes resulting from necessary filling works and/or amelioration measures to existing and future buildings.

In the interim, implement flood protection measures that accommodate the inundation and withstand the impact, such as raised floor levels, construction with flood-resistant materials, physical flood protection/'bund' walls, major stormwater collection/conveyance systems, and/or a site specific flood emergency and evacuation plans for new development in the central business areas of St Helens, including the proposed intensified Pendrigh Place link block and Bayside Inn sites. While this constraint is a significant challenge to the future of the town, there is also opportunity to turn this into a positive outcome. For example, required raised floor levels could provide opportunities for new developments fronting Georges Bay Esplanade to incorporate elevated podiums (with accessible access and attractive landscape elements) that capture superior views of the Georges Bay Waterfront than that achieved by at-grade levels.



St Helens Urban Design & Traffic Management Strategy

Map 8 Town Centre Land Use, Built Form, and Public Domain Framework/Masterplan

Break O' Day Cadastre Map Reference: 54,55,58,59,

Data Source: Break O' Day Council, Niche Environment and Heritage

- Study Area
- Periphery Lower Order Business Uses and Increased (medium) Density Residential Development
- Core/High Order, Active Retail/Business Uses
- Redevelopment Site for Town Centre
- Town Square Plaza
- Library** Relocated Library Site
- Relocate Tourist Information Centre
- Civic Uses and Education Uses
- Town Entry Statement Location
- Tourism Accommodation & Uses (Existing & Potential Redevelopment)
- Existing & Proposed Consolidated Parking
- Park
- ✱ Important visual "Gateway" Site
- 8m Setback/building frontage
- Upgrade Existing Building Facades with Complimentary Colour Schemes and Signage

0 0.1 0.2 km



9 Traffic, Transport and Pedestrian Framework

9.1 Introduction and Context

Section 5 identified the key existing traffic, parking, cycling and pedestrian issues within the township of St Helens. From this work, Bitzios Consulting identified strategies and actions as to how the vehicular and pedestrian environment could be improved (within the document '*St Helens Traffic Study*' (Project Ref: P1064, Version 004, Issued 1 October 2013)). This section outlines the recommended framework for change and comprises extracts from the Bitzios Consulting Study (re-formatted to be more consistent with this overall Strategy and referenced accordingly). This Section generally accords with the recommendations of existing relevant planning documents, in particular, the *Break O'Day Council Masterplan 2013-2018* and *St Helens and Surrounds Structure Plan* (Urbis, 2013). **Maps 9 and 10** (provided later in this Section) is the 'Masterplan' that illustrates the overall traffic, transport, pedestrian and cycle framework recommended for St Helens and the following discussion should be read in conjunction with these Plans. These Masterplans also reference more detailed concept/design plans prepared by Bitzios Consulting which are provided at **Appendix 2**.

9.2 Overarching Strategic and Land Use Objectives

This Strategy also accords with the *Movement Network Objectives* within the *St Helens and Surrounds Structure Plan* (Urbis, 2013, 4.11, p46):

- Ensure access can be provided between the study area and the wider region.
- Ensure access can be provided between settlements in the study area.
- Address "hotspots" in the town centre where there are conflicts between cars, pedestrians etc.
- Address the needs of people waiting for bus services.
- Expand the walking and cycling track network.
- Expand the footpath network.
- Ensure the town centre is accessible for all people, including those using wheelchairs and personal mobility devices.

9.3 Road and Traffic Network Strategies

Road Hierarchy

The existing road hierarchy identified in Section 5 is a typical grid pattern in the commercial centre with the collector roads feeding onto the Tasman Highway / Cecilia Street. There are potential opportunities to reduce local traffic movements away from Cecilia Street (the Arterial Road) by improving routes around the town centre via Georges Bay Esplanade and Medea Street. This is a key feature of the masterplan for the longer term which will provide alternative collector roads and promote the development of the Esplanade (refer **Map 9**).

Traffic Volumes

The key traffic capacity issue surrounding the town centre relates to the reliance on the 'main street' (Cecilia Street) to withstand the majority of traffic volumes. However, as the town centre is a grid network, alternate routes can be utilised to distribute traffic and reduce the dependence on Cecilia Street (refer 'Traffic Network'

below). Routes through St Helens should focus on improving tourism by improving road-side attractions and signage to encourage tourists to 'stop' within the town centre.

Traffic Network

Cecilia Street's operation as a 'main street' road network has the potential to significantly increase traffic issues over time as the traffic growth and development continues. Strategies should be developed that focus on creating a supporting street frame network to improve traffic circulation and potentially improve throughput on Cecilia Street. This could be achieved by promoting development away from Cecilia Street onto the supporting network such as on the Georges Bay Esplanade. Improving the Georges Bay foreshore could not only significantly increase tourism but could also deter local traffic away from Cecilia Street and reduce traffic impacts. **Map 9** highlights the supporting traffic network that could be promoted to reduce the traffic impacts on Cecilia Street.

As Cecilia Street is a DIER controlled road, focusing development away from Cecilia Street will provide Council with more flexibility in improving the town centre amenity and provide an improved framework to deliver many of the state and local government's objectives. This framework will assist with preserving the capacity of the state road network, separating pedestrians and slow moving traffic from the through traffic. This will also help reduce the amount of manoeuvring crashes through the town centre.

The new connection to the north (Bowen Street extension), as shown in Map 9, is a suggestion that will improve connectivity whilst also providing an alternative to the Quail Street/Cecilia Street intersection during congested periods.

The supporting street network is also designed to protect the intersection of Cecilia Street and Circassian Street which experiences congestion and safety concerns, particularly during peak periods. Focussing traffic towards the Esplanade and encouraging local traffic to use Groom Street and Bowen Street will also assist with better distributing traffic away from the main road during peak periods.

Cecilia Street (Tasman Highway)

Traffic issues in Cecilia Street (lane discipline and speeding) could potentially be improved by:

- additional and improved directional and priority signage;
- providing turn treatments where warranted; and
- providing a central pedestrian refuge lane or turn lane to reduce lane widths to improve cycle amenity and reduce traffic speeds.

Some suggestions of roundabouts have been made to assist with reducing heavy vehicle speeds. There are issues with roundabouts in town centres particularly relating to heavy vehicle turn paths, management of pedestrians and the associated infrastructure land requirements. Preference from a technical perspective is to more appropriately separate heavy vehicle and passenger vehicle traffic by encouraging local traffic to use the surrounding street network. Intersections containing larger turn movement volumes to or from the main road should be signalised (in the longer term) to also assist with providing a safe crossing facility for pedestrians.

Cecilia Street / Quail Street Intersection

The Cecilia Street/Quail Street intersection has a poor layout and alignment (standard four-way intersection with the centre lines/central medians on Quail Street having created a staggered T-intersection layout, compounded by its location on a bend with high pedestrian use and restricted sight distance from the west). Future traffic growth may warrant upgrades at this Cecilia Street / Quail Street intersection in the long term. A signalised intersection at this location would most likely provide the most effective treatment in the longer term, providing for pedestrian, cycle and vehicular traffic.

Tasman Highway

Turn warrant assessments undertaken for intersections along the Tasman Highway indicate that the Tasman Highway requires CHR(S) turn treatment warrants at Medea Cove Road, Jason Street, Lawry Heights and St Helens Point Road (based on existing peak seasonal volumes). Refer to Figure 93.



Due to the geographical constraints of the roadway, turn treatments are difficult to implement at some of the intersection locations and therefore a reduction in the speed limit and more cautionary signage and advanced warning signs may be required to improve safety.

The Tasman Highway / Lawry Heights intersection is of the highest priority to formalise the right turn pocket as this is the main access to the Caravan Park and may be of a significant safety concern due to the volume of wide and slow turning caravan movements.

Intersection Alignment

A number of T-intersections contain approaches that are conducive for vehicles to cut corners. This can easily be addressed through re-aligning the side-street approaches to be perpendicular to the main road.

Examples of this include:

- Cecilia Street/Georges Bay Esplanade;
- Cecilia Street/Medea Cove Esplanade;
- Cecilia Street/Tully Street; and
- Argonaut Road/Hills Road.

9.4 Signpost Strategies and Visibility

Road Signage

The St Helens Point directional signage is confusing for tourists approaching St Helens as they may not be aware of the difference between St Helens Point and St Helens. It is recommended to provide directional signage for both 'St Helens Town Centre' and 'St Helens Point Road' with directional arrows to remove any confusion between the two locations. Intersection direction signage is required.

Foreshore Access

Access to the foreshore via Georges Bay Esplanade and Cecilia Street has poor signage and lacks legibility and direction which require improvement. The foreshore/esplanade requires a Masterplan to be developed to facilitate all modes of transport and promote development and tourism away from Cecilia Street. The St Helens and Surrounds Structure Plan suggests a layout that retains Cecilia Street as the main street, with a suggested one-way arrangement of the Esplanade. The proposed one-way arrangement of the esplanade is unlikely to resolve the conflicting use of Cecilia Street between local and through traffic and may compromise its viability for development.

The blue boat docked adjacent to the Georges Bay bridge has a substantial impact on sight distance for through traffic and should be prohibited from docking at this location.

9.5 Parking Strategies

Parking Supply

Strategies should be developed that can provide for (or better manage) overflow parking during the peak periods. Time restricting premium parking locations and creating higher turnover parking areas, improving / providing bus services or ferry services, cycle facilities or encouraging accommodation / development in the town centre may also help during these peak periods. Directional parking signage should also be implemented to direct motorists to parking areas from all the major approaches to the town centre. Creation of a developer contributions scheme is expected to be beneficial to support an increase in the provision of public car parks so they can be appropriately designed and managed by Council. During off-peak seasons the parking areas could be utilised for other purposes. Consideration should be given to the provision of multi-storey car parks for all year use and shared 'green' spaces that can be used for overflow parking during peak periods. This will help address parking shortfalls and make it easier to direct vehicles to public car parks. Overflow for caravans/RVs may also be necessary during peak periods and will need to be further considered in overflow parking locations.

Parking Configuration

On-street parking configurations are inconsistent and in many locations may not comply with relevant standards. Problems identified on Cecilia Street include lack of kerbs, dish drain located between the roadway and the parking bays (and associated lack of clarity of where pedestrians should cross), and clutter of bollards.

The high cost involved in re-configuring these on-street parking areas may not be viable. Strategies should therefore focus on improving these parking areas to a level that is considered to be acceptable to the relevant standards. Over time a standard four lane configuration with kerbs and gutters should be provided, enabling

peak hour 'no stopping' areas during the high-season, and on-street parking during the off-peak periods and the low-season. Some two lane pinch points can still be provided at select locations to assist with preserving the current streetscape.

Parking Policy

There is a general lack of detail surrounding parking policy to manage parking supply requirements and design standards surrounding development proposals. In addition, consideration should be given to providing incentives for developers to contribute financially to the provision of public car spaces in lieu of private car spaces. The sharing of public car spaces across multiple land uses will result in improved levels of utilisation across the day, provide Council with better control and management of parking access and generally provides an improved use of limited space within the town centre.

9.6 Pedestrian and Cycle Strategies

Pedestrians

Pedestrians issues generally relate to the town centre as this is where the majority of pedestrian activity takes place. There are sections of footpath that have reduced widths as a result of on-street parking and retail footpath displays. It is recommended that Council restrict footpath displays in these reduced width areas or work with business owners to develop a compromise.

More formalised pedestrian crossings are required through the town centre particularly near higher pedestrian activity areas. It is understood that the state may not consider 'zebra' crossings as an appropriate pedestrian crossing treatment in this area and that pedestrian refuge treatments are generally preferred throughout Tasmania. Due to the wide road widths available in many areas on Cecilia Street, it is recommended to provide more midblock crossings possibly in the form of road narrowing treatments. An increased number of crossings treatments will improve with reducing traffic speeds through the town centre.

It is also recommended to provide additional lighting in higher pedestrian activity areas including intersections and pedestrian crossings.

A strategy to increase development on the Esplanade and improve pedestrian amenity will also assist with addressing this issue.

Cyclists

There is a lack of cycle infrastructure in St Helens, and should this be improved, end of trip facilities on both private developments and public locations should be implemented. They should be consistently applied and located in a legible manner. All cycle infrastructure should be designed in accordance with *Austroads: Guide to Road Design*.

Signage for cycle routes should be designed in accordance with the state's *Cycleway Directional Signage Resource*. This manual provides guidance in relation to directional signage principles, implementation process and includes a suite of directional signage for use on cycleways.

There are opportunities to improve shared pathways along the Tasman Highway and in higher cycle activity areas within the town centre such as near the school, skate park and foreshore. There are also opportunities

along Cecilia Street to incorporate on-road cycle lanes. This can be achieved due to the wide lanes that exist and the appearance of reduced lane widths could act as a traffic calming measure.

In the long term trails along the Tasman Highway which provide for mountain bike users should be upgraded to asphalt/concrete shared pathways to provide for all users.

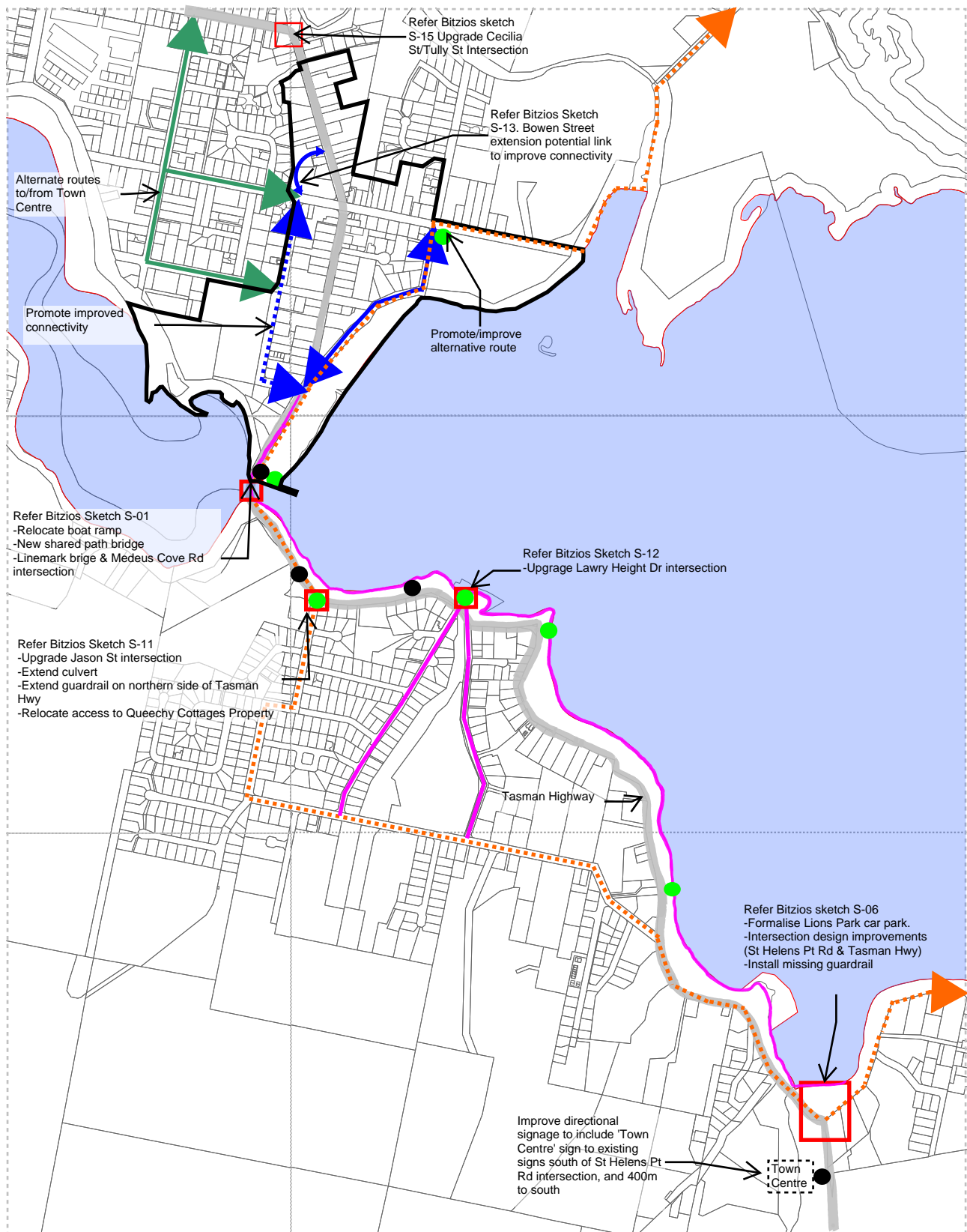
Walk and Cycle Network Connectivity

St Helens and Surrounds Structure Plan recommends the further connection and upgrade of shared paths from St Helens town centre to both Akaroa via Stieglitz, as well as to Binalong Bay. Although these pathways are considered to be a way of promoting active transport and reducing the demands of private vehicle use, the length of these pathways and costs results in questioning of their benefit and viability. The St Helens to Binalong Bay route is approximately 10kms in length and as there is little to no development between these centres the catchment is minimal. The route between St Helens Point Road and Akaroa will be challenging to construct and provide connections to residential areas, and may be best located adjacent to the road. The route between St Helens and St Helens Point Road is therefore considered to be a more beneficial route as it picks up built environments throughout its entirety. It is also shorter in length and will most likely be more beneficial in off-seasonal peak periods. Priority should be to connect St Helens Town Centre to St Helens Point Road in the short term.

9.7 Public Transport Strategies

It is recommended that bus timetables are updated (which refer to an older bus stop location at 2 Circassian Street) when a new bus stop has been constructed at Bowen Street.

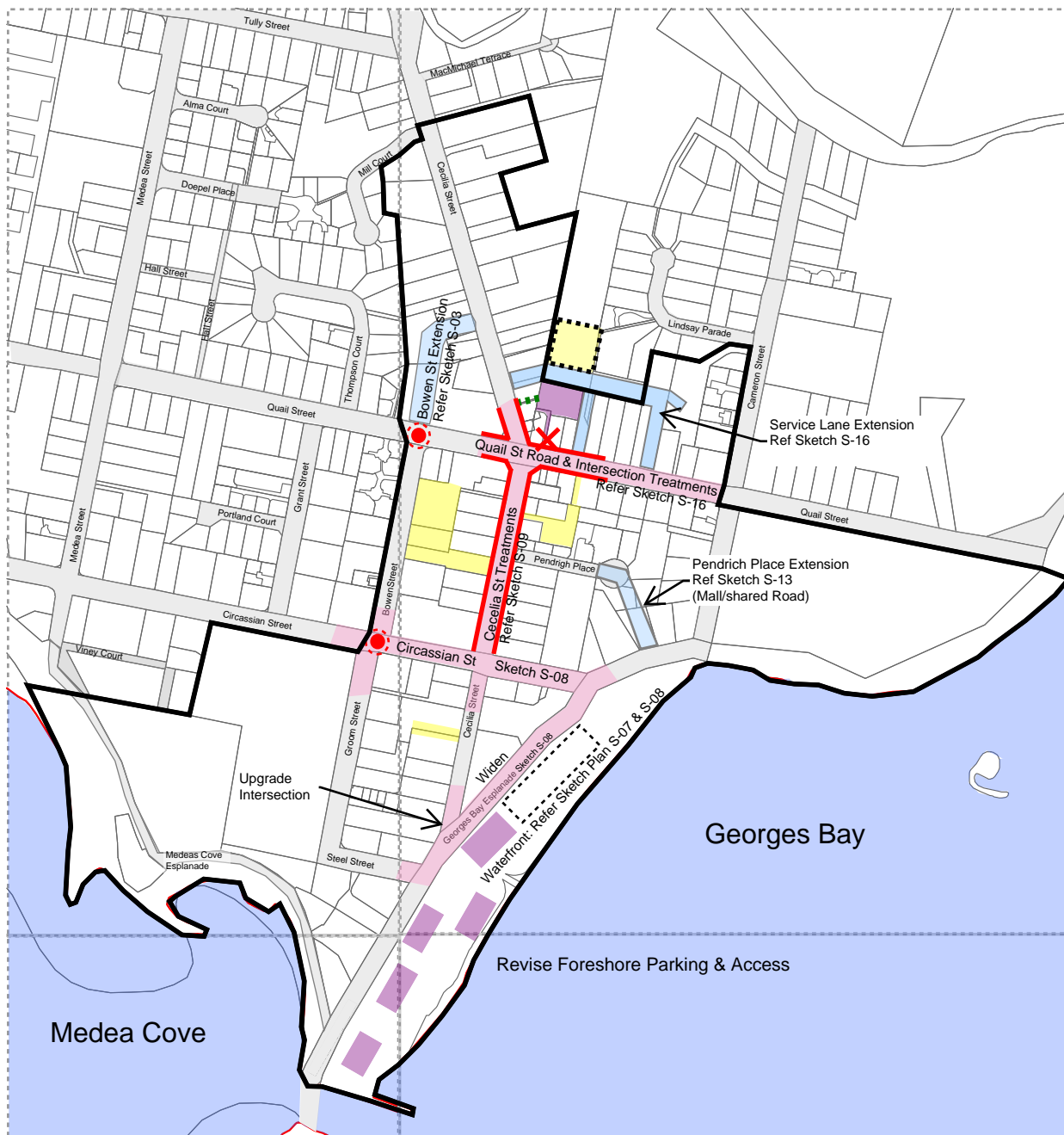
During the peak seasonal periods it is recommended that a local mini bus service be provided that connects local centres (St Helens, Binalong Bay, Stieglitz/Akaroa and Scamander, currently not available) and which could be greatly beneficial in reducing parking demand in the town centre. For many years Wollongong Council has operated a 'Summer Bus' service that runs for extended hours and improved frequencies during the summer months. A tourism rate levy could be considered for areas such as St Helens CBD, Binalong Bay, Stieglitz and Akaroa to assist in funding public transport services during peak tourist seasons. Gold Coast City Council imposed a transport rate levy of \$93.50 per household this year which funds public transport improvements in the Gold Coast local government area.



St Helens Urban Design & Traffic Management Strategy
Map 9: Road & Traffic Network Signpost, Pedestrian/Cycle & Public Transport Strategies/Masterplan
(adapted from Figure 3.9 and sketch plans from Bitzios Consulting, 2013 at Appendix 2)

Break O' Day Cadastre Map Reference: 54,55,58,59,
Data Source: Break O' Day Council, Niche Environment and Heritage

- Possible shuttle bus route (to Binalong Bay & Akaroa)
- Cycleway connections: Foreshore Cycleway (2.5m wide)
- Intersection warning signage & ● proposed cycleway signage (Refer to Bitzios Sketch S-10)
- ↔ Town Centre Alternate Route
- ↔ Alternate Route
- Improved Connectivity



St Helens Urban Design & Traffic Management Strategy
Map 10 Town Centre Traffic, Parking, Signage & Pedestrian Strategy/Masterplan
(adapted from Figure 4.4 & sketch plans from Bitzios Consulting, 2013 at Appendix 2)

Break O' Day Cadastre Map Reference: 54,55,58,59,
Data Source: Break O' Day Council, Niche Environment and Heritage

Key/Legend

- Study Area
- Future Roundabout
- Continuous Foreshore shared path
- Improved Line marking, pedestrian refuges, intersection treatments, turn lanes & restrictions, widening (Refer Sketch Plans)
- Future road extensions, new service lanes. Requires property acquisition
- Pedestrian Link
- X Remove existing vehicular access driveway
- Private parking areas (existing, approx 400 spaces)
- State/Council owned parking (existing, approx 160 spaces)
- Potential additional parking (approx 200 spaces)
- Reconfiguration to four lane with kerb & gutter (long term)

Other treatments:

- Lighting upgrade along Cecilia St, to Georges Bay Esplanade
- All footpaths within Study Area to be min 2.4m each side of road
- Signage (Directional & Parking): Ref Sketch Plan S-04

10 Georges Bay Foreshore Parks Strategy

10.1 Introduction and Context

Section 5 described the foreshore parklands from St Helens to Arakoa, including the key existing issues to be addressed. This section outlines the recommended framework for change, which accords (and mostly adopts) the recommendations of numerous existing plans, policies and strategy documents that have recognised the need to improve the foreshore parklands and pathway connections between St Helens, Lions Park and further along the eastern shores of Georges Bay adjacent to the suburbs of Stieglitz and Akaroa. Such documents include the *St Helens Tourism Precinct Development Plan* (Inspiring Place, 2007) and more recently the *St Helens and Surrounds Structure Plan* (Urbis, 2013) and *Concept Plans for the St Helens Waterfront and Foreshore to Georges Bay Multi-User track* prepared by Jennifer Binns for Break O'Day Council (2012-2014).

10.2 Overarching Strategy Vision and Land Use Objectives

For the purposes of this Strategy, the following overall Vision has been developed from the issues analysis:

"The waterfront area of the St Helens township (incorporating Percy Steele Reserve and Marina/Wharf) will become a high quality, popular and beautiful open space area that has strong linkages to the magnificent Foreshore Parks and Beaches of Georges Bay, that will have substantially enhanced amenity for residents and visitors to this exceptional coastal setting.

This Strategy Vision accords with the *Break O'Day Interim Planning Scheme 2013* 'Zone Purpose' and 'Local Area Objectives' and suggested Local Areas Objectives and Desired Future Character Statements within the *St Helens and Surrounds Structure Plan* (Urbis, 2013) - refer Table 9. The overall objectives from the Structure Plan (p36, 46-47) for the coastline and natural features and hazard areas are also adopted for this Strategy:

- Improve linkages between the urban areas and the waterfront areas, especially at the town centre of St Helens, and at Binalong Bay.
- Improve the appearance of the waterfront areas.
- Ensure that the public can access the coastline at appropriate places.
- Ensure all user groups are catered for in the waterfront areas.
- Support the continued operation of the port.
- Support the continued operation of the aquaculture operations.
- Avoid development in flood prone areas (including those subject to sea level rise), land prone to landslips and priority habitat areas.

Table 9: Zone Purpose and Local Area Objectives and Desired Future Character Statements for Foreshore Parks		
Waterfront - Percy Steel Reserve Open Space Zone	Waterfront - south Port and Marine Zone	Foreshore Parks and Beaches Environmental Management Zone
Zone Purpose		
To provide land for open space purposes including for passive recreation and natural or landscape amenity. (BODIPS 2013)	To provide for port and marine activity related to shipping and other associated transport facilities and supply and storage. (BODIPS 2013)	To provide for the protection, conservation and management of areas with significant ecological, scientific, cultural or aesthetic value, or with a significant likelihood of risk from a natural hazard. To only allow for complimentary use or development where consistent with any strategies for protection and management. (BODIPS 2013)
Local Area Objectives		
To ensure that residential amenity of adjoining residential properties is maintained. To limit the range of uses to only that necessary to serve the purpose of the zone. To recognize historical development of open space sites. (SH&SSP 2013)	To provide for other uses that support, supply or facilitate port and/or marine activity; To ensure that buildings are sympathetic to the existing character. (BODIPS 2013) To provide a mix of part and tourist-related activity in manner that promotes the St Helens foreshore as a place to visit. (SH&SSP 2013)	Ensure that high value conservation areas are protected from inappropriate development and to follow planning controls to provide for their long term protection; To limit the range of uses that are suitable to fit within their natural surrounds; To provide for tourism opportunities that are appropriate to their setting in the natural environment; To provide for recreation opportunities that are appropriate to their setting in the natural environment. To ensure that areas subject to high levels of risk from natural hazards are managed to minimise the risk from the natural hazard. (SH&SSP 2013)
Desired Future Character Statement		
Areas of open space will provide active and passive recreational opportunities for public use. The foreshore areas at St Helens will have strong linkages to the town centre. (SH&SSP 2013)	The St Helens Port will provide economic and recreation opportunities; The St Helens Port will be expanded to include additional marina berths; The St Helens Port including the landside car parking area and other features will be of high visual standard befitting its gateway location into the town centre. (SH&SSP 2013)	The zone will contribute to maintaining biodiversity corridors; The zone will contribute to the protection of areas of high scenic value. (SH&SSP 2013)

10.3 Background: Existing Foreshore Studies and Concept Plans

Significant work has already been undertaken on plans and strategies for the Waterfront and Foreshore Parklands. This section provides an overview and discussion of the relevant plans and documents.

St Helens Tourism Precinct Development Plan (Inspiring Place, 2007)

Concept Plans for the St Helens Waterfront and Foreshore Walk link from St Helens to Beauty Bay were prepared as part of the *St Helens Tourism Precinct Development Plan* (Inspiring Place, 2007). The key features of these concept plans are still considered to be sound, and are included within this Strategy for each identified Precinct of the Foreshore Parklands. A summary of the features of this Plan are described below.

The St Helens Waterfront Precinct

The *St Helens Tourism Precinct Development Plan* (Inspiring Place 2007, p47-58) proposed a concept plan for the St Helens Waterfront (refer **Appendix 3**), incorporating the following concept outline.

"The St Helens Waterfront Concept Development Plan presents a conceptual framework for the future development of the St Helens waterfront area-being the area between the Golden Fleece Bridge and Tidal Waters Hotel, and between Georges Bay Esplanade and the Bay.

It should be noted that the Plan is conceptual only in its level of detail, and that detailed investigations and design will need to be undertaken prior to the implementation of any on-ground works. For many years there has been discussion within the community about upgrading the waterfront but for a range of reasons (including lack of resources and agreement about what should be done) the potential has yet to be realised. The revitalisation of the waterfront requires some bold moves and Concept Development Plan has been prepared to generate interest in what could be achieved. Getting there will be difficult and costly but it does set a future vision that would transform the waterfront into a more achieve, exciting and enticing space for the community and visitors.

The key opportunities identified on the Concept Development Plan are:

- The potential for the redevelopment of the Bayside Inn site as the main commercial/tourism core of the waterfront. This would involve closure of the Georges Bay Esplanade link road and the creation of a new avenue road that links the whole of the waterfront together. This would also provide a new commercial edge to the waterfront that may include contemporary visitor accommodation, cafes, restaurants, art galleries, conference facilities and tourism retail space. The integration of commercial, public and industrial (working port) activities is intended to encourage activation and interest in the waterfront for both locals and visitors.
- The rationalisation and reconfiguration of parking to facilitate safe and logical movement along the waterfront, and between the waterfront and the town centre and surrounds, and the incorporation of landscaping within parking area to improve the visual amenity and provide some shade. The potential to relocate the visitor centre currently located behind the library of Cecilia Street, to the waterfront, where visitors will have easy access to parking, information, facilities and amenities, and to the activities of the working port. The visitor centre would be integrated with commercial development including food, beverage, branded products and waterfront tour services.
- The development of a new pier consistent with the size and design of the existing marina, to support water-based tourism businesses and integrate with proposed visitor centre, whilst maintain the existing marina berths for private/commercial use.
- Developing a foreshore promenade and pathways, to facilitate safe pedestrian movement between facilities and between the waterfront and the town centre, and to connect to surrounding trail networks, particularly the proposed St Helens foreshore walk. Pathways may be constructed so as to support shared use (walking and cycling). The concept also indicates maintaining and improving the industrial wharf area, including adequate parking and turning space for large vehicles, MAST office and other associated infrastructure. Any new development of the waterfront will need to consider interactions between the work

port and the public areas, to ensure that pedestrian and vehicular safety is maintained, and the activities of the working port are not compromised.

- Maintaining and improving the existing public boat ramp and associated trailer parking areas
- Improving the existing skate park, including the introduction of new skate features, shelter and seating, and increased safety (given the close proximity of this facility to the main road and to surrounding parking areas).
- Relocating and redevelopment a regionally significant playground. The proposed new site is within close proximity to the proposed visitor centre, with adjacent parking, and allows for the development of a more passive picnic/barbeque area with associated open recreational space (e.g. for ball games, kites) in the area where the existing playground is located. New playground facilities should be built to Australian Standards, including a child-safe fence, alleviating any potential safety risks associated with the boat ramp, or with vehicles or dogs.
- Upgrading the grassed foreshore parkland areas to provide improved spaces for passive recreational activities, including the introduction of shade trees and/or shelters, and water sensitive landscaping.
- Installing major signature artwork pieces at critical visual points bounding the foreshore, to contribute to the development of a unique identity for the waterfront, and to act as a visual enticement for visitors passing through the town."

The St Helens Tourism Precinct Development Plan summarises the Waterfront Concept Development Plan as follows:

- "Provides an example of a strategic planning approach for the future development of the St Helens waterfront area;
- Utilises an existing site of importance and interest within the town, and provides the vision to transform it into a high quality tourism and public recreational destination;
- Illustrates a concept for better integration and connection (pedestrian and vehicular) between facilities and amenities along the foreshore, and between the waterfront and the town centre;
- Integrates commercial, industrial (working port) and public use of the foreshore; and
- Strengthens the profile of the waterfront as a visitor destination, with the potential to boost the local economy which may result in the impetus for the upgrade of other facilities and opportunities within the town"

and recommended that the "St Helens Waterfront Concept Development Plan should be considered as a starting point for Break O' Day Council and other stakeholders, in reviewing the long term planning, development and management options for making the waterfront area a significant attraction for visitors and the local community." This Strategy develops some of these concepts further following the additional detailed urban design and traffic management analysis undertaken.

Georges Bay Multi-user Track and Foreshore Parklands

The St Helens Tourism Precinct Development Plan (Inspiring Place 2007,p47-58 proposed a concept plan for the 'St Helens Foreshore Walk Experience' Waterfront (refer **Appendix 3**), incorporating the following concept outline.

"Development of a trail connection between the town centre/waterfront precinct and the existing shared trail terminating at the slip yard north of Beauty Bay has been talked about by local residents for many years. Council have previously commissioned engineering and costing investigations by consultants Sinclair Kight Merz. Discussions with Council indicated that the major cost hurdle was the construction of the pedestrian link on the eastern side of the Golden Fleece Bridge that was estimated to be in the order of \$15,000. It is understood that the Department of Infrastructure, Energy and Resources did not support connecting the pedestrian link to the existing bridge.

The pedestrian link is vital to establishing the foreshore trail that will be attractive to both local residents and visitors-currently the connection involves crossing the highway (St Helens Point Road) to use the western side of the bridge, then an incline to Kings Park and crossing residential roads before re-crossing the highway to connect back to the foreshore trail.

Although expensive to implement, the foreshore trail connection has the potential to provide a strong point of interest and activity for visitors, that may be developed in such a way as to be an experience rich product (value add with interpretation or art), and aid in the revitalisation of the waterfront.

The following description of the trail connection is conceptual only, and will require further investigations, including a geological assessment, environmental and visual impact assessment and detailed design prior to the implementation of any on ground works.

The foreshore trail connection concept includes:

- Constructing a 1.8m wide foreshore boardwalk and using existing trails to connect the town centre/waterfront area with Beauty Bay (linking with the existing trail at the slip yard), allowing for shared pedestrian and bike use. The existing section of trail is compacted gravel- this construction method is considered to be suitable for large sections of the trail, however the section from northern side of the Golden Fleece bridge to opposite Jason Street will require the construction of a boardwalk out in Georges Bay. The boardwalk will also be a design feature in itself, particularly when viewed from the waterfront area.
- Incorporating a number of viewing /fishing nodes along the trail and constructing a lookout with seating.
- Improving the existing Beauty Bay car park, including formalising parking space, providing picnic facilities and incorporating thematic interpretive material relating to the fishing/aquaculture history of Georges Bay.
- Promoting the existing slip road route to provide a circuit.
- Installing a trail-head on the western side to the Golden Fleece Bridge at the start of the trail. The trail-head should include a basic map of the trail and information relating to the difficulty, length and time needed. Trail markers may also be required at key intersection (e.g near slipyard).
- Promoting the foreshore trial as key attraction, integrated with the proposed redevelopment of the waterfront."

The St Helens Tourism Precinct Development Plan summarises the proposed St Helens Foreshore Walk Connection Concept Development Plan as follows:

- "Utilises and builds upon existing trail infrastructure to connect the popular Lions park to Beauty Bay shared trail with the waterfront and town centre;
- Provides a new visitor attraction for the St Helens area that can be marketed in conjunction with other tourism packages;
- Provides a safer and more interesting alternative to that of the roadside route that is currently walked by users between Beauty Bay and the town centre, and can be combined with this route to form a loop trail (loops or circuits are popular for those users seeking fitness outcome);
- Is consistent with the findings and recommendation of the draft Trails Tasmania Strategy;
- Provides improved recreational and alternative transport infrastructure, with associated health, wellbeing and environmental benefits;
- Provides opportunities for wide range of users (across age, interest and use type); and
- Has the potential to incorporate thematic interpretation and/or artwork, to further value add to the St Helens experience"

and recommended that "the pedestrian link near the Golden Fleece bridge to allow for a safe and attractive foreshore trail should form the basis of an application for a joint funding partnership between the Break O' Day Council, State Government and Commonwealth Government." This Strategy develops some of these concepts further following the additional detailed urban design and traffic management analysis which has been undertaken.

St Helens and Surrounds Structure Plan (Urbis, 2013)

As identified earlier in this document, the St Helens and Surrounds Structure Plan (Urbis, 2013) recommended that a linkage from St Helens and Arakoa be completed via shared paths and extension of the foreshore park (waterfront) at St Helens (Figures 7 and 8 of the Structure Plan).

Recent Concept Plans - Break O'Day Briefing Document for Major Projects

Council has also more recently responded to the obvious benefits of some key projects for the foreshore lands, by the preparation of concept plans and 'Briefing Documents' (some with accompanying plans) for a range of other priority projects recognised by Council to be beneficial to the Municipality, publicly exhibited (in late 2013 and early 2014):

1. a 'Briefing Document' for the St Helens Waterfront (which did not include concept plans) for the development to minimise risks from environmental events, including the development of a structure to withstand storm and climate change impacts, restoration of the foreshore area and improved amenity and passive recreation opportunities.
2. a Briefing Document and accompanying plans (prepared by Jennifer Binns) for the 'St Helens Foreshore-Georges Bay Multi-user Track' - refer **Appendix 4** for concept plans. The Briefing Document identifies the following benefits of multi-user tracks: *"...they make our communities more liveable; improve the economy through tourism and township improvement; preserve and restore open space; and provide opportunities for physical activity to improve fitness and mental health."* The document estimated cost of upgrading and extending the multi-user track from St Helens to Akaroa as \$17.3 million (2013). The Draft/Concept Plans are separated into five Foreshore Park Precincts (Wharf Link, Beauty Bay, Kirwins Beach, Lions Park and Akaroa Link) and associated main works. These draft/concept plans have been reviewed and are considered to be an appropriate framework for the linkage of the Georges Bay Foreshore from St Helens to Lions Park and beyond to Akaroa. The framework is outlined in **Map 12** within this Section (and references the key works within the *St Helens Foreshore-Georges Bay Multi-user Track Draft Concept Plans* (Jennifer Binns, 2012) at Appendix 4).
3. a Concept Plan for the St Helens Waterfront, generally limited to the Port and Marine Zoned land south of Percy Steele Reserve was publicly exhibited in early 2014 - Refer to **Appendix 5** for the exhibited version). Key features of this Concept plan include an vehicular additional entry/egress point (at Steel Street intersection) and reconfigured internal access road (ie current Marine Parade) and car parking areas/linemarking. Separate existing access only for the car park north of the skate park (closing off existing link road) to make way for new playground equipment, half court and sound shell structure. A deck to the restaurant building and a new shade sail and picnic table adjacent to the existing playground is also proposed on the plan.

At its meeting of 15 September 2014, Council considered a report on the feedback received from the exhibited plan and resolved:

"(i) That Council only develop the northern end of the St Helens Foreshore and not change the existing commercial business and working port area;

(ii) That in line with the community feedback received on the St Helens Waterfront Conceptual Plan, Council adopt the amended conceptual plan which includes:

- closing off the existing entry to the "Fieldwork's Car park" and forming a new entrance point to the left of the existing boat ramp;
- a toilet block be located near the existing playground;
- the road between the skate park and playground to be closed off and turned into green space;
- a new entrance be formed from The Esplanade to allow access to the existing car park;
- improved pathways to connect areas;
- BBQs and tables to be placed within the green space;
- That the basketball ring not be erected on the St Helens Foreshore and that another location be allocated."

Figure 94 below is an adapted excerpt of the exhibited draft Concept Plan indicating the key features of the plan that Council resolved to proceed with:



Fig 94

The report indicated that of the nineteen responses received, that the comments primarily were supportive of the closing of the road between the skate park and the playground; consideration of a unisex toilet to be built close to the playground and skate park; and that a BBQ and tables be built near the playground - to encourage families to stay longer. Elements deleted/not supported from the exhibited concept plan included a relocated north-south Marina Parade connection to the western part of the site (terminating/closing current road at the Blue Shed), with parallel long trailer parking, and increased/formalised car park at eastern portion of site (current Marina Parade). At the northern portion (ie. that part of the site adopted by Council to proceed), the half court, seating mound, new playground equipment and sound shell sculpture indicated on the exhibited plan were deleted from the adopted plan. The report stated that *"the cost of the identified infrastructure has not been budgeted for in the 2014-2015 Budget Estimates and there will be a cost to Council. This project needs to be costed once design drawings are completed."*

10.4 Georges Bay Parklands Framework/Masterplan

This Strategy Framework fully supports the recommended creation of an improved Waterfront Precinct and new links and improvements to the existing Foreshore Multi-user track (and associated improvement works such as traffic and parking management and integrated stormwater management) as indicated in the Jennifer Binns concept plans as a Masterplan for this Strategy. The separation of the project into precincts and identification of priorities for precinct works is useful to break the project down into manageable stages, and suits funding requirements from diverse sources and builds flexibility into a project. The prioritisation of the precincts is indicated below.

St Helens Waterfront (Percy Steel Reserve and Marina/Wharf Precinct)

Issues and Outcomes:

From the recent consultation undertaken for the exhibited draft concept plan for the Marina/Wharf Precinct of the Waterfront, and resultant Council resolution of 15 September 2014, the community and relevant agencies preferred the "do nothing" option for the southern part of the precinct. An amendment to the central portion of this land is to proceed, involving partial closure of Marina Parade, provision of a new access/egress point to the site, and limited public infrastructure.

Separate to this process, Bitzios Consulting, as part of the work undertaken for this Strategy (St Helens Traffic Study) recommended road and intersection improvements to Cecilia Street/Georges Bay Esplanade that did not include a new entry/egress to the waterfront area as proposed by the adopted plan (refer **Map 11** and associated Sketch Plans S-07 and S-08 at **Appendix 2**). In fact, the proposed new access point may impact on the recommended road and intersection improvements to Cecilia Street/Georges Bay Esplanade. It is therefore recommended that detailed design drawings for the adopted design ensure that the road treatments recommended by Bitzios Consulting are not compromised.

Strategy Framework Objectives (refer **Map 11**):

- Integration of the western side of the waterfront land with the town through improved vehicular and pedestrian connections (in particular the future redeveloped Bayside Inn site and Pendrigh Place linkage);
- High quality foreshore promenade/pathways through the site linking to the Georges Bay foreshore parklands, with integrated interpretive signage/artwork;
- Rationalisation and reconfiguration of parking and associated landscaping;
- Improve pedestrian linkages/legibility throughout the Waterfront Precinct;
- Landscape works to Percy Steel Reserve (northern part of precinct);
- Upgrading and maintaining an effective "working waterfront" boat ramp, port and marina area;
- Redevelopment (including expansion) of a nature-based playground, once the existing playground has reached its usable life;
- Allocation of north-western portion of site for car parking (Long term, if warranted);
- Implement works to protect the waterfront from the impacts of extreme events and climate change.

Implementation Strategy/Prioritisation

- Stage 1 (High Priority): Upgrade works as adopted by Council on 15 September 2014 (must ensure that recommended road and intersection improvements to Georges Bay Esplanade by Bitzios Consulting are not compromised);
- Stage 2: (High Priority): improve pedestrian linkages/legibility throughout the Waterfront Precinct;
- Stage 3: (Medium-Low Priority): Landscape works to Percy Steel Reserve (northern part of precinct) and upgrade to Port/Marina precinct (southern part of site).

Georges Bay Multi User Track and Foreshore Parklands

As detailed in this section, and in various previous strategy documents, there are significant advantages to improving the connectivity and amenity of the Georges Bay Foreshore from St Helens to Akaroa. Such advantages focus on upgrading and beautifying recreation areas, pedestrian and cycle connectivity and vehicular access and parking.

The Draft Concept Plans already prepared (by Jennifer Binns for Break O'Day Council dated 2012-2013) are an effective concept framework/Masterplan for the improvement to the Foreshore Parklands and should be implemented in accordance with the recommended prioritisation and detailed works plans (refer **Appendix 4**).

Map 12 provides a summary of priority works for each of the Foreshore Precincts (Wharf Link; Beauty Bay; Kirwans Beach; Lions Park Precinct and Akaroa Link).

Implementation Strategy/Prioritisation

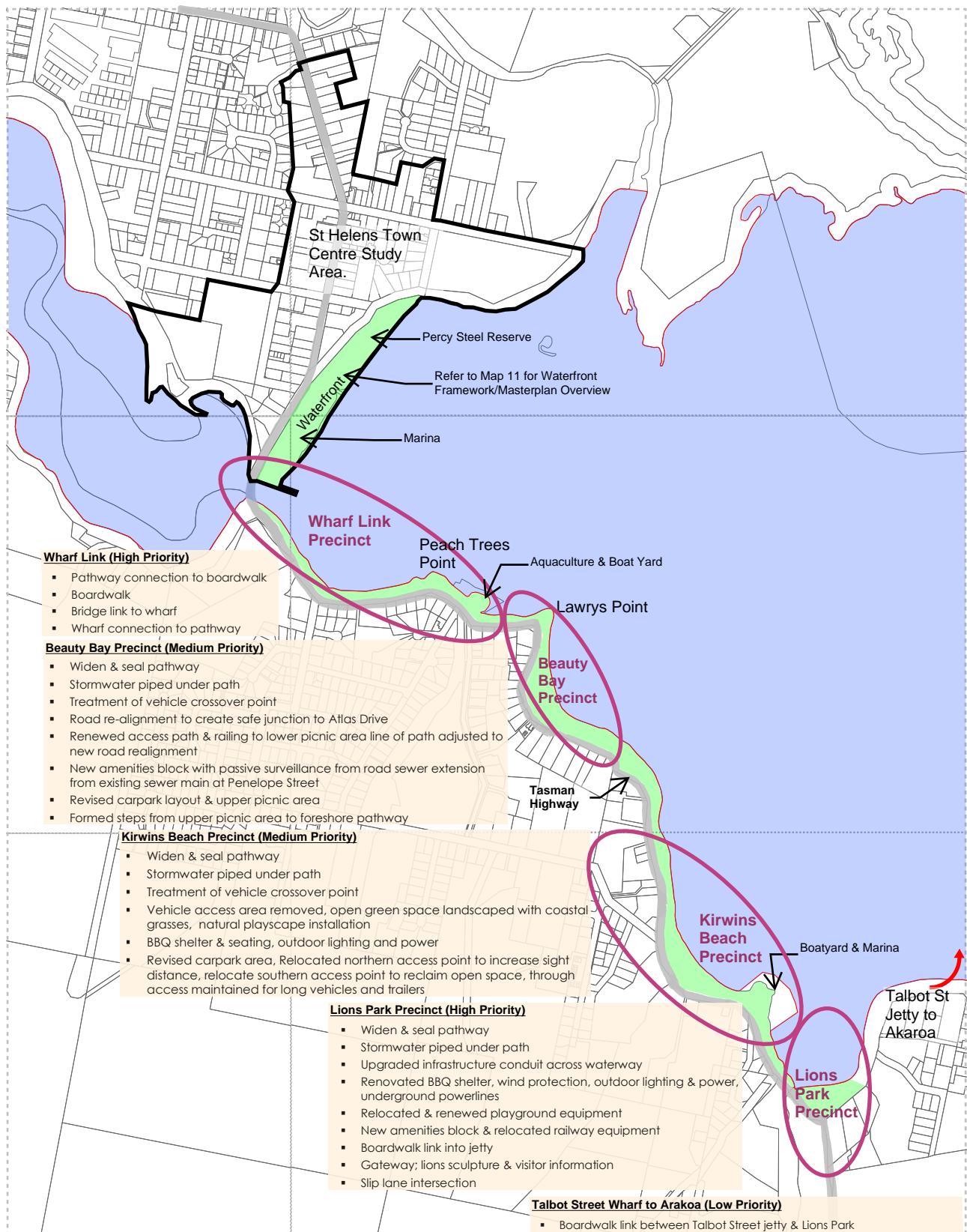
- High priority: Wharf link precinct (St Helens Waterfront to Lawrys Point linkage, including a new pedestrian pathway on the eastern side of the Golden Fleece Bridge, either as an extension to the existing bridge or a new free-standing bridge link), and Lions Park Precinct;
- Medium Priority: Beauty Bay and Kirwins Beach Precincts;
- Low Priority: Akaroa Link.



St Helens Urban Design & Traffic Management Strategy Map 11 Waterfront Framework/Masterplan Overview

Data Source: Break O' Day Council & The List

- ==== Recommended Road & Intersection improvements to Cecilia St/Georges Bay Esplanade (Bitzios, 2013 refer Sketch Plans S-07 S-08)
- Upgrade/Construct 2.5m Wide Shared Path
- - - - - Future Connection Pathways
- Pedestrian Footpath Connections
- - - - - Concept Design Adopted By Council 15/9/14-
New Proposed Driveway Access Must Not Comprise Recommended Road & Intersection Improvements to Cecilia St/ Georges Bay Esplanade (Bitzios, 2013)
- ~~~~~ Protect Waterfront From Impacts of Extreme Events & Climate Change/Sea Level Rise



St Helens Urban Design & Traffic Management Strategy Map 12 St Helens Foreshore Parklands Framework/Masterplan

Break O' Day Cadastre Map Reference:54,55,58,59,
Data Source: Break O' Day Council, Niche Environement and Heritage

- Foreshore Parklands
- Foreshore Park Precinct (Refer Detailed Plans by Jennifer Binns at Appendix 4)

11 Strategy Implementation

The key identified outcomes of the Urban Design Framework (Section 8), Traffic, Transport, Pedestrian and Cycling Framework, (Section 9) and Georges Bay Foreshore Park Strategy (Section 10) are illustrated in Framework Masterplan Maps 8 to 12.

Table 11 within this Section lists each of the actions recommended within this document to achieve the Vision and Guiding Principles that underpin this Urban Design and Traffic Management Strategy (reproduced below).

VISION - St Helens will be:

- *"An inclusive community that is sought out by young and old to visit, move to, live in and retire in;*
- *A place where the environment is protected;*
- *A place which provides educational and employment opportunities;*
- *A place with strong linkages to its exceptional coastal setting;*
- *A place known around the world for the Bay of Fires;*
- *A thriving, vibrant place with high quality establishments, facilities and infrastructure."*

GUIDING PRINCIPLES - This Strategy will recommend outcomes that:

1. *Provide a Vibrant St Helens: By Consolidating Residential and Tourism Uses; and consolidating active business uses (by redeveloping key sites & providing a community focal point);*
2. *Provide increased amenity within the public domain, by creating a place for pedestrians by improvements to Cecilia Street;*
3. *Provide linkages to the waterfront;*
4. *Improve the public realm along foreshore parks and providing an upgraded walkway/cycleway;*
5. *Separate traffic types and provide/promote alternate town centre routes;*
6. *Improve parking legibility through improved signposting and parking configurations;*
7. *Better manage road safety through revision of speed limits and other pedestrian and road treatments for the wider St Helens area;*
8. *Improve bus infrastructure and access;*
9. *Improve signage at town centre and directional signage generally;*
10. *Respond to existing and future environmental hazards.*

Each recommended Action within the Implementation table below references the relevant Guiding Principles to be achieved, and is set out in short, medium and long term timeframes together with the estimated cost. Where no costing is indicated, this is assumed to be tasks to be undertaken by existing Break O'Day Council staff within current position scope. Unless otherwise indicated in the table, the responsibility for all actions is to be led by Break O'Day Council. Other stakeholders may be required to be involved in many of the actions, in particular DIER with respect to works within the Tasman Highway which is within its jurisdiction. All costings are broad estimates only and will be subject to the need for detailed and more precise costing, prior to making a decision to proceed.

Table 11: Implementation Table*(also adapted from Tables 6.1, 6.2 and 6.3 of Bitzios Consulting report)*

Action No. (Guiding Principle #)	Key Action/Recommendation	Approx Cost (\$)- Estimate Only
Short Term Actions (1-3 years)		
1. (GP 1)	Prepare Parking Policy to better manage development proposals.	-
2. (GP 6)	Introduce incentives to encourage developers to contribute to public car parks in lieu of private spaces	-
3. (GP 6)	Provide mechanism for parking contributions for provision short falls as part of any development proposal	-
4. (GP 7)	Relocate blue boat from Georges Bay inlet Ref: Appendix 2: Sketch Plan S-01	-
5. (GP 1,3)	Investigate and promote re-development of Pendrigh Place properties for an urban plaza and encourage consolidation of high-order retail/tourism uses establishing improved linkages to the foreshore	-
6. (GP 1,3)	Promote relocation of active/high order retail and business services located north of Quail Street (post office, newsagent, ANZ bank) to central consolidated business (Pendrigh Place) precinct	-
7. (GP 1,3)	Investigate sites for relocated library and tourism information centre in central consolidated business (Pendrigh Place) precinct	-
8. (GP 1,3)	Amend Planning Scheme provisions to: <ul style="list-style-type: none"> consolidate urban footprint promote northern precinct (north of Quail Street) for lower order business activity and medium density residential use; promote medium density generally in the surrounding residential zones; encourage the development of aged care facilities within the town centre and immediate surrounds; allow buildings to be built to the front boundary (ie. 0m instead of current 2m) no permitting above awning signs. 	-
9. (GP 1,3)	Encourage redevelopment of key vacant and underutilised sites "gateway sites" (the Bayside Inn, and corner of Steel and Cecilia Streets) for tourist accommodation/uses with appropriate high quality urban design outcomes.	-
10. (GP 2,6,9)	Prepare integrated signage guidelines for all commercial properties within the Study Area for inclusion within the Interim Planning Scheme 2013 and provide incentives for removal/replacement of inappropriate signage in accordance with the guidelines.	\$5,000
11. (GP 2)	Council identify any unauthorised signage and require removal and/or approval/upgrading to improve visual amenity of town.	-
12. (GP 1,2,3,6,7,9)	Appoint a St Helens Town Centre Project/Place Manager to liaise with relevant stakeholders to commence the above recommended strategies. This could be an existing Council Officer's position or a new part time contract position.	\$30,000pa
13. (GP 2,4,6,9)	Prepare, adopt and implement in stages consistent community infrastructure for the entire township as recommended by the Community Infrastructure Design Guide (AEJ)	\$15,000
14. (GP 1,2)	Implement the recommendations of the Break O'Day Arts and Cultural Strategy - in particular the 'Identity' actions (39 and 41) for the identification of public art sites within St Helens and ongoing "creative township" approach to development	-
15. (GP 2,9)	Council investigate and implement strategies for incentives to property owners for facade improvements within the town centre, such as a dollar for dollar financial incentive (eg. of up to 50% facade upgrade costs for up to \$3,000, to a Council budgetary cap per annum). Priority should be given to buildings fronting Cecilia and Quail Streets and Pendrigh Place.	\$25,000pa (5 years \$125K)
16. (GP 2,4)	Prepare a consistent planting theme throughout township with selected species.	-
17. (GP 2)	Install 'pocket planters' within footpath and replacement/additional street planting	-

Action No. (Guiding Principle #)	Key Action/Recommendation	Approx Cost (\$)- Estimate Only
	on western side of Cecilia Street (refer Section 8.7)	
18. (GP 2)	Footpaths to be upgraded in consistent materials within the Town Centre as developments occur, and as Council budget permits. (ongoing to long term)	\$530,000
19. (GP 7)	Lobby for reduced speed limit on Tasman Highway from St Helens Point Road to Tully Street	-
20. (GP 6,7,9)	Commission artist to design three entry statements (then construction and installation) at the two-three entry points of the town nominated in this Strategy (to be coordinated with a Municipal-wide 'coastal catchment' style/design as recommended by the Community Infrastructure Design Guide (AEJ))	\$20,000
21. (GP 6)	Partial acquisition of property at 36a Quail Street for additional parking	\$180,000
22. (GP 6,9)	Improve parking guidance signposting	\$2,500
23. (GP 9)	Improve directional signage at St Helens Point Road to include 'Town Centre' signage	\$5,000
24. (GP 7)	Upgrade St Helens Point Road Intersection to include a channelised right turn bay <i>Note: at time of preparing this Strategy funding had been allocated for this project</i>	\$1,800,000
25. (GP 2,6,7)	Improve line marking along Cecilia Street to incorporate additional pedestrian refuges and turn lanes where possible (existing width 8.5m)	\$50,000
26. (GP 7)	Improve line marking over the Georges Bay bridge to improve safety at Medeas Cove Road (existing width 6.5m)	\$5,000
27. (GP 7,9)	Improve signage for traffic to safely turn around back into the town centre, when travelling north	\$5,000
28. (GP 7)	Install treatment to prevent right turn movements to/from Cecilia Street between Quail Street and Circassian Street	\$35,000
29. (GP 7,9)	Install intersection warning signage for key intersections and intersections with sight distance constraints along the Tasman Highway between St Helens Point Road and Georges Bay Bridge	\$15,000
30. (GP 7)	Guardrail required for bridge north of St Helens Point Road on Tasman Highway	\$55,000
31. (GP 2,6,7)	Line mark Circassian Street	\$15,000
32. (GP 6,9)	Improve directional signage within the Town Centre	\$20,000
33. (GP 7)	Install line marking and RRPMS along the Tasman Hwy between St Helens Point Road and Georges Bay bridge	\$90,000
34. (GP 2,4)	Prepare detailed Landscape Design palette for Waterfront and Foreshore Parklands to be consistently themed in a 'coastal catchment' style/design as recommended by the Community Infrastructure Design Guide (AEJ)	\$10,000
35. (GP 3,4)	Waterfront: Prepare detailed design and construct Council-adopted concept plan for upgrade to central Waterfront land (refer Map 8) following consideration that new access will not impact on longer-term strategy for Georges Bay Esplanade treatments.	To be costed as per resolution of Council
36. (GP 3,4,6)	Prepare detailed design and construct upgrade of foreshore parklands and shared path/multi-user track: <ul style="list-style-type: none"> Wharf Link Precinct (from the Golden Fleece Bridge to Lawry's Point, including a new pedestrian pathway on the eastern side of the Golden Fleece Bridge, either as an extension to the existing bridge or a new free-standing bridge link); Lions Park Precinct. (refer Draft Concept Plans prepared by Jennifer Binns for Break O'Day Council dated 2012-2013 at Appendix 4)	\$3,500,000
37. (GP 2,10)	Council adopt a way forward in response to the two long term options for St Helens as detailed in the <i>Tasmanian Coastal Adaptation Pathways Project for Georges Bay</i> (SGS Economics) - ie. protection with levees or dykes (with shorter term filling/raising	-

Action No. (Guiding Principle #)	Key Action/Recommendation	Approx Cost (\$)- Estimate Only
	<p>land) or to evacuate the site and relocate the CBD.</p> <p>Based on the assumption that Council will adopt the former having regard to existing community preferences, Council undertake further work to:</p> <ul style="list-style-type: none"> quantify flooding risk in terms of number and value of properties at risk for different sea levels; Identify whether risks are due to sea level rise or increased rainfall intensity. It is necessary to identify properties at risk in terms of temporary flooding, permanent inundation and erosion risks; review planning restrictions to reduce the number of new properties being exposed to future risks; identify/prepare a detailed whole of town strategy addressing detailed ground levels and associated likely built form outcomes resulting from necessary filling works and/or amelioration measures to existing and future buildings. <p>In the interim, implement flood protection measures that accommodate the inundation and withstand the impact, such as raised floor levels, construction with flood-resistant materials, physical flood protection/'bund' walls, major stormwater collection/conveyance systems, and/or a site specific flood emergency and evacuation plans for new development in the central business areas of St Helens, including the proposed intensified Pendrigh Place link block and Bayside Inn sites.</p>	
Medium Term Actions (3-10 years)		
38. (GP 1,2,3,7)	Appoint a Town Centre Project/Place Manager (part time) to implement/facilitate recommended strategies within Section 8.2: consolidation of active land uses to create heart of town and acquisition and development of Pendrigh Place	\$30,000pa
39. (GP 8)	Provide Bus Shuttle Service in peak summer months (consider Council Community Bus / Taxi service in interim)	\$100,000 p.a
40. (GP 8)	Provide bus stops in outer areas to support a future shuttle service	\$15,000 (advertising agencies may part fund bus shelters)
41. (GP 8)	Improve town centre bus stop and timetable (shelter with timetabling)	\$20,000 (advertising agencies may part fund bus shelters)
42. (GP 3,4)	Construct shared path (bridge) for cyclists and pedestrians across the Georges Bay inlet	\$1,000,000
43. (GP 3,4)	Upgrading of Foreshore parklands and shared path/multi-user track: Beauty Bay and Kirwins Beach Precincts (refer Draft Concept Plans prepared by Jennifer Binns for Break O'Day Council dated 2012-2013 at Appendix 4)	\$7,000,000
44. (GP 3,5,7,9)	Improve cycleway signposting along the foreshore between St Helens Point Road and Pendrigh Place	\$25,000
45. (GP 3,4,5)	Construct shared path from Georges Bay inlet to Pendrigh Place (as staged part of Waterfront strategy)	\$200,000
46. (GP 1,2,3,4,5,7)	Acquisition and development agreement for pedestrian / shared road connection from Pendrigh Place to Georges Bay Esplanade	\$250,000
47. (GP 2,6)	Acquire property for improved parking access from Cecilia Street	\$150,000
48. (GP 2)	Upgrade street lighting along Cecilia Street	\$100,000
49. (GP 3,4)	Upgrade street lighting along Georges Bay Esplanade	\$100,000
50. (GP 3,4,6,7)	Revise foreshore parking and access	\$3,000,000

Action No. (Guiding Principle #)	Key Action/Recommendation	Approx Cost (\$) - Estimate Only
51. (GP 7)	Upgrade Lawry Heights Drive intersection to include a channelised right turn bay	\$500,000
52. (GP 7)	Upgrade Jason Street intersection to include a channelised right turn bay	\$1,500,000
53. (GP 3,4,5,7)	Widen Georges Bay Esplanade to promote Binalong Bay and local traffic.	\$1,200,000
54. (GP 3,4,5,7)	Upgrade Georges Bay Esplanade / Cecilia Street intersection	\$200,000
55. (GP 7)	Revise the Quail Street / Cecilia Street intersection to remove the offset medians	\$200,000
56. (GP 6)	Construct additional parking to the north of Quail Street	\$2,000,000
57. (GP 6)	Construct access from Cecilia Street to the car park north of Quail Street	\$250,000
58. (GP 7)	Upgrade Cecilia Street / Tully Street intersection	\$5,000
59. (GP 2,7)	Line mark and provide central refuge area and turn bays along Quail Street	\$30,000
60. (GP 3,4,10)	Prepare a detailed design for the Waterfront upgrade incorporating the following objectives (<u>refer Map 8</u>): <ul style="list-style-type: none"> Integration of the western side of the waterfront land with the town through improved vehicular and pedestrian connections (in particular the future redeveloped Bayside Inn site and Pendrigh Place linkage); High quality foreshore promenade/pathways through the site linking to the Georges Bay foreshore parklands, with integrated interpretive signage/artwork; Rationalisation and reconfiguration of parking and associated landscaping; Improve pedestrian linkages/legibility throughout the Waterfront Precinct; Landscape works to Percy Steel Reserve (northern part of precinct); Upgrading and maintaining an effective "working waterfront" boat ramp, port and marina area; Redevelopment (including expansion) of a nature-based playground, once the existing playground has reached its usable life; Allocation of north-western portion of site for car parking (Long term, if warranted); Protect the waterfront from the impacts of extreme events and climate change. 	\$30,000
Long Term Actions (> 10 years)		
61. (GP 8)	Provide Bus Shuttle Service all year round	-
62. (GP 1,3,5)	Construct Pedestrian Mall or Shared Road from Pendrigh Place to Georges Bay Esplanade	-
63. (GP 5)	Partial acquisition of property on 49 Quail Street and relocate information centre to the foreshore to enable the Bowen Street extension (if not already undertaken)	-
64. (GP 7)	Upgrade street lighting along Tasman Highway from St Helens Point Road to Georges Bay Bridge	-
65. (GP 1)	Introduce village concept to promote public transport, cycling and walking	-
66. (GP 5,6)	Acquire properties for rear service lane network north of Quail Street	-
67. (GP 2,6)	Re-configure parking bays on Cecilia Street and Quail Street to a more standardised approach (ie four lane cross-section)	-
68. (GP 5)	Construct the Bowen Street extension	-
69. (GP 5)	Re-align Bowen Street and Groom Street intersection	-
70. (GP 7)	Widen road formation along Tasman Highway between St Helens Point Road and Georges Bay Bridge to enable edge line marking and sealed shoulder	-
71. (GP 7)	Re-configure line marking and modify kerbs between Georges Bay Bridge and Georges Bay Esplanade	-

Action No. (Guiding Principle #)	Key Action/Recommendation	Approx Cost (\$)- Estimate Only
72. (GP 5,6)	Construct rear service lane network north of Quail Street	-
73. (GP 5,7)	Roundabout Bowen Street / Quail Street	-
74. (GP 5,7)	Roundabout Bowen Street / Groom Street	-
75. (GP 3,4)	Construct Waterfront upgrade	-
76. (GP 3,4)	Construct Akaroa Link (refer Draft Concept Plans prepared by Jennifer Binns for Break O'Day Council dated 2012-2013 at Appendix 4)	

Appendix 1: Document Review and References

This Appendix provides an overview and review of the main outcomes and recommendations of existing key local, regional and state-wide studies, strategies and documents which are of relevance to the St Helens Urban Design and Traffic Management Strategy.

Plan or Policy	Key Issues of Relevance
State Coastal Policy 1996	<p>Applies to land within 1km of the high water mark (i.e. the 'Coastal Zone'). Three main principles guide Tasmania's State Coastal Policy, being:</p> <ul style="list-style-type: none"> ▪ Natural and cultural values of the coast shall be protected; ▪ The coast shall be used and developed in a sustainable manner; and <p>Integrated management and protection of the coastal zone is a shared responsibility.</p> <p>The Policy provides a series of outcomes that embody the principles under the following four sections:</p> <ol style="list-style-type: none"> 1. Protection of Natural and Cultural Values of the Coastal Zone; 2. Sustainable Development of Coastal Areas and Resources; 3. Shared Responsibility for Integrated Management of Coastal Areas and Resources; and 4. Implementation, Evaluation and Review. <p>The Strategy must be consistent with the objectives of this Policy.</p>
Vision East 2030 (partnership) – The East Coast Land Use Framework (December 2009)	<p>The Vision East 2030 document is the land use framework for the north-east coast of Tasmania (a 'sub-region' of Northern Tasmania). This document not only encompasses Break O'Day, but also Glamorgan Spring Bay, Tasman and the parts of Sorell. The document provides guidance for the implementation of new planning schemes to provide consistency across the East Coast region. The aim of Vision East 2030 seeks to enhance the community and economic potential of the East Coast, to manage its natural assets, set up a settlement hierarchy and investigate transport links between these settlements. A specific vision was provided for Break O'Day municipality, being the promotion of St Helens as one of the sub-regional service centres and improving tourist accessibility whilst maintaining a sense of seclusion to protect the coastal landscapes. In the settlement hierarchy, St Helens is classed as a district town, with a high growth scenario.</p> <p>A specific Action (S13) of the document (within settlement policies) is to "ensure town centre structure plans, master plan and urban design frameworks address the following: provision of commercial land, the form and function of land uses, the movement of vehicles cycles and pedestrians parking; urban design and any other relevant issues.</p> <p>The document also includes actions within the following policy areas: settlement; environment and heritage, resource utilisation, linkages and service provision.</p>
Regional Land Use Strategy of Northern Tasmania (Northern Tasmania Development and JMG Engineers and Planners, 2011)	<p>The <u>desired regional policy outcomes</u> are integrated and holistic and appear in the document under the following headings:</p> <ul style="list-style-type: none"> ▪ Regional Settlement Network; ▪ Regional Activity Centre Network; ▪ Regional Infrastructure Network; ▪ Regional Economic Development; ▪ Social Infrastructure and Community; ▪ Regional Environment. <p>Break O'Day is expected to experience a <u>1.6% annual growth rate</u> to 2032.</p> <p>The Regional Land Use Framework provides the strategic context at a regional level for planning schemes within the region and contains <u>strategies for the future use and development of land</u> within the region.</p>

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	<p>The <u>Settlement Hierarchy</u> is provided where St Helens (including Stieglitz and St Helens Point - Akaroa) is classed as a District Centre, St Marys is classed as a Rural Town, with Fingal and Scamander classed as Rural Villages. Part 4.5 'Regional Activity Centres Network' identifies a town and village hierarchy for Break O'Day Municipality, with St Helens being classified as a District Service Centre.</p> <p><u>Table of Policies and Actions:</u> Stemming from the strategic directions are specific regional policies and actions that are relevant to the Urban Design and Traffic Management Strategy for the towns of St Helens, including the headings of regional settlement networks, integrated land use and transport, regional activity centres network, tourism, cultural heritage, coast and waterways, and landscape and scenic amenity.</p>
<p>Break O'Day Strategic Plan 2011-2015 (Break O'Day Council)</p>	<p>The BOD Strategic Plan will play a vital role in guiding the future directions of the Break O'Day Community and the Council. It draws on extensive community consultation process (discussed above) which was completed in February 2011 and has been further refined to focus on key outcomes which can be achieved by Council working on conjunction with the community and all relevant key stakeholders. The overall 'Vision' and 'Mission' is provided below:</p> <p><u>Vision:</u> <i>To ensure an active, forward looking and well managed community creating a unique and desirable place to live, work and visit.</i></p> <p><u>Mission:</u> <i>We value the natural and built environment that supports us and will ensure resources are utilized responsibly and effectively nurturing, empowering and communicating with one another.</i></p> <p>The Strategic Plan identifies <u>five (5) key goal areas</u> that will be addressed by the BOD Council over the life of the Plan. The strategies for each goal provide more detail about what is to be achieved, including performance measures which will judge Council's performance over the life of the plan. The Goal areas identified are as follows:</p> <ul style="list-style-type: none"> ▪ <i>Community Building: Build capacity to improve community spirit and enhance a sense of well being</i> ▪ <i>Environment and Planning: Ensure sustainable management of natural and built resources is respectful to our unique location</i> ▪ <i>Leadership and Governance: Provide strong and informed leadership and effective management of community resources; empowering and involving the community at all levels</i> ▪ <i>Economic Development" Achieve sustainable economic development</i> ▪ <i>Asset Management: Ensure the efficient and effective provision of appropriate community assets.</i> <p><u>Relevance to St Marys Urban Design and Traffic Management Strategy</u></p> <p>The preparation of the St Helens Urban Design and Traffic Management Strategy should achieve the overall Vision for the Council, being "to ensure an active, forward looking and well managed community creating a unique and desirable place to live, work and visit" in addition to achieving the five key goals being:</p> <ul style="list-style-type: none"> ▪ <i>Community Building</i> ▪ <i>Environment and Planning</i> ▪ <i>Leadership and Governance</i> ▪ <i>Economic Development</i> ▪ <i>Asset Management</i> <p>Specifically, under the Goal of Asset Management: "Ensure the efficient and effective provision of appropriate community assets" by the strategy of (1)Provide a strategic framework for Council to manage, ,maintain, enhance and develop open space and associated public realm areas for the benefit of residents and visitors via the Activity of "Prepar(ing) a Municipal Management Plan (MMP) that incorporates the following components: Urban Design Framework."</p>

Plan or Policy	Key Issues of Relevance
Break O'Day Settlement Strategy (Break O'Day Council, November 1996)	<p>The Settlement Strategy set out matters to inform the Break O'Day Planning Scheme 1996 with the underlying principle that all development should be economically, socially and environmentally sustainable, and within the goals and objectives of the (then) strategic plan of Council. A vision was set for each township, as well as direction for rural development, urban design, town centres roads, major tourist developments, forestry, farming and reserves identified as 'Elements' of the Strategy. A settlement strategy map was established which demonstrated areas of resource management, and resource production across the region. Detailed investigations including natural resource assets, and population projects were included to inform the planning scheme.</p> <p>While this document is sixteen years old, there are still relevant issues or 'Elements' (which apply to the whole Municipality) that are still very relevant for consideration for Break O Day Municipality within the context of the St Helens Urban Design and Traffic Management Strategy, summarised below:</p> <p>Constraints:</p> <ul style="list-style-type: none"> ▪ broader social changes including aging population and endemic unemployment especially for people under the age of 25; ▪ the fragile and significant nature of many of the Municipality's environmental resources – particularly the coastal areas, rivers and watercourses and its biological reserves; ▪ existing infrastructure investments, and the limited resources available for major new investments; ▪ economic trends, particularly the decline in traditional economic activities. <p>Opportunities:</p> <ul style="list-style-type: none"> ▪ The existing and evolving agricultural base; ▪ High quality and extent of environmental assets; ▪ High quality of service provision in most urban settlements; ▪ Opportunity for investment in alternative agricultural and tourism activities; ▪ The skills and knowledge available in the local community; ▪ The remaining resource base in forestry, mining and fishing. <p>Development in Key Centres:</p> <p>The Strategy identifies that "the main settlements in the Municipality have different characteristics which influence their planning and potential for development. It is intended that they are the main foci for new development."</p> <p>Urban Design:</p> <p>Use of 'planning credits' to promote quality development in all areas; All infill development to be subject to consideration of effects on surrounding areas; Special consideration to be given to development on highly visible sites; Protection of important views and vistas; Adoption and implementation of AMCORD through the planning scheme; Code for design and construction of public works; Promotion of development that minimizes ground disturbance; Adoption of a signs code for all urban areas-consistent public signage.</p> <p>Town Centres</p> <p>Identifiable/attractive town centres; Definition of town entrances; Separation of pedestrians and traffic; Highlight assets eg. history room; Urban design theme and streetscape plan for each major centre.</p> <p>Roads</p> <p>All road development to support settlement strategy and be considered as part of the overall development of the Municipality;</p>

Plan or Policy	Key Issues of Relevance
	<p>Emphasis on better traffic management, especially in towns and settlements; Bypasses of town centres using existing road networks; Shared carriageways – pedestrians/cyclists; Roadside signage subject to State Signs Code and enforcement of existing controls (no advertising outside town boundaries and visible from public roads except in accordance with code)</p> <p>Planning Issues The following issues were identified in the strategy as a result of the inadequacy of past planning instruments to be better managed in the future:</p> <ul style="list-style-type: none"> ▪ <i>Sprawl of urban settlements</i> (mostly coastal); ▪ <i>Poor visual amenity</i>: of land clearance and impacting on view corridors. There is a need to maintain visual backdrops; ▪ <i>Poor standard of design and constructions</i>: of both buildings and public works that do not fit in with the environment, colours and designs; little amenity considerations; public signage is ad hoc and of a low standard; streetscapes are confused and messy and landscaping does not build on high quality of the physical environment. Will decline if not addressed. Lack of innovation in new development. ▪ <i>Vehicle conflict</i>: no facilities for cyclists and conflict between through and local traffic particularly St Marys and St Helens. Should be provision for heavy vehicles. ▪ <i>Incremental growth</i>: management of urban settlements is required; ▪ <i>Lowest common denominator development</i>: of subdivision and construction further degrades and reduces the quality of both the built and natural environment. ▪ <i>Declining in development densities</i>: land resources need to be used effectively <p>Relevance to St Helens Urban Design and Traffic Management Strategy The Settlement Strategy recommends the following key issues for the townships (including St Marys):</p> <ul style="list-style-type: none"> ▪ Development and redevelopment within existing settlement boundaries; ▪ Extension of services to land within defined town boundaries; ▪ Town Centre improvement, with Identifiable/attractive town centres and definition of town entrances and Urban design theme and streetscape plan for each major centre. ▪ Maintain infrastructure ▪ Provide opportunities for new forms of development to widen local economic base; ▪ Protect and enhance local heritage. ▪ Separation of pedestrians and traffic.
<p>St Helens Tourism Precinct Development Plan (Inspiring Place, 2007)</p>	<p>This Plan is "intended to provide a framework for strengthening the St Helens Precinct as a sustainable tourism hub, improving visitor experiences and opportunities, and increasing the economic, environmental and community benefits of tourism" (p2)</p> <p>For the purposes of the project, the St Helens Precinct was defined as the area extending from Bay of Fires in the north, to Diana's Basin in the south, including Binalong Bay, the Gardens and the town of St Helens. (p3)</p> <p>The aim of the project was to develop a "fully integrated tourism development plan for the St Helens Tourism Precinct" that will assist Council, Tourism East Tasmania and the community to:</p> <p><i>Maximise the economic and community benefits of tourism visitation to the North East and to grow and add depth to the visitor experience"</i></p> <p>Concept Plans for the St Helens Waterfront and Foreshore Walk link from St Helens to Beauty Bay were prepared as part of the plan, many parts of which are considered to still be relevant.</p> <p>The Action Plan for the Plan recommended a number strategies to promote tourism, including marketing, and development of the waterfront concept plans including lobbying or funding for the project.</p>

Plan or Policy	Key Issues of Relevance
Break O'Day Tourism Development Strategy 2012-2017 (Adam Saddler Consulting, June 2012)	<p>The Strategy document and action plan forms the basis of Council's strategic direction for both management and development over the next 10 years.</p> <p>The purpose of the Strategy is to identify clear and achievable strategies to establish Break O'Day Council area as a <u>key tourist destination and business investment centre</u>. The document focuses on the economic benefits of tourism and its inter-relationships with the community's sense of place and environmental values.</p> <p>The Strategy provides for:</p> <ul style="list-style-type: none"> ▪ Forward planning - investments, change facilitation, brandings; ▪ Visitor Services – Visitor Information Centre, information points, other information mechanisms including publications, website, etc; and ▪ Council infrastructure – new, upgrading, maintenance.
Break O'Day Natural Resource Management Strategy (Tasmanian Government, NRM North and BODC Partnership, 2012)	<p>This Strategy has recently been endorsed by the NRM Special Committee and the Break O'Day Council. The strategy is an important document for guiding positive natural resource outcomes in Break O'Day. The Strategy sits within the NRM North Strategy.</p> <p>The Strategy documents:</p> <ul style="list-style-type: none"> ▪ values and physical aspects of the region, including climate, resources, geology, water catchments, and atmospheric conditions; ▪ land tenure; ▪ demographic profile; <p>objectives, goals and actions for managing (a) biodiversity, (b) the coastal and marine environment, (c) soil, and (d) water.</p>
Break O'Day Interim Planning Scheme 2013	<p>Based on a standard state-wide template under which local council areas could include certain local provisions, within restricted limitations and guidelines and subject to approval by the Interim Planning Scheme Advisory Committee for the Tasmanian Planning Commission (TPC).</p> <p>Provides land use zones provided by the Template. The St Helens Study Area predominantly includes: General Business: Environment Management, Community Purpose, Open Space, Port and Marine and Utilities Zones.</p> <p>Under each zone are different land uses need a permit or do not need a permit, whether the use can be considered as discretionary development, or whether the use is prohibited. The major land use categories used in the land use tables are Primary Industry, Accommodation, Commercial, Community, Industrial, Infrastructure, Recreational and Other.</p> <p>The Interim Scheme prepared is a document based on a translation from the existing Planning Scheme.</p> <p>There are specific controls that apply to the St Helens Town Centre</p>
Economic Development Strategy (MCA, Sept 2013)	<p>Break O'Day Local Government Area (LGA) Economic Development Strategy has set out six main goals as follows:</p> <ol style="list-style-type: none"> 1. Growing the region - through encouraging sustainable population growth in the LGA; 2. Generating on-going sustainable jobs - through growing the economy; building on existing industries; and encouraging new activities; 3. Building skills and a productive workforce; 4. Reinforcing the strategic role of St Helens as a regional service centre; 5. Improving liveability of the towns and villages - through recognising the importance of place and improving infrastructure and connectivity; and 6. Taking an active approach to economic development - to implement all elements of the strategy. This includes new structures in Council and improved regional and industry information. 7. <p>The key requirements for Break O'Day in terms of economic and community infrastructure include the following:</p> <p>Town Centres</p> <ul style="list-style-type: none"> ▪ Improve town centre and their transport access and mobility (e.g. St Helens and St Marys);

Plan or Policy	Key Issues of Relevance
	<ul style="list-style-type: none"> ▪ Ensure provision for future floor space requirements - retail, commercial and light industrial; and ▪ Allow for development of industrial land at St Helens and Scamander. <p>Tourism</p> <ul style="list-style-type: none"> ▪ Improve investment in tourism infrastructure at major destinations such as Steiglitz, Binalong Bay, St Helens and Scamander; ▪ Develop waterfront (St Helens) facilities covering the wharf area, marina, and the precinct. Activate the area while ensuring it is maintained as a commercial port; ▪ Develop an East Coast Marine Infrastructure Strategy; and ▪ Extend bike paths and develop mountain bike trails and walking tracks to link areas and to utilise national park areas. <p>Transport</p> <ul style="list-style-type: none"> ▪ Maintain St Helens Airstrip's facility and its potential for future long term uses; and ▪ Upgrade of roads linking the north east region. <p>Appendix C 'St Helens Issues' highlights some economic issues specific to St Helens as follows:</p> <p>"C.1 Regional Economy</p> <p>The town of St Helens is the major regional service centre for Break O'Day and for the broader East Coast area. The regional economy comprise retail, food service, accommodation, health, community services, business services and sea food (including an expanding aquaculture sector).</p> <p>It has an industrial estate which is occupied by a saw mill, light industrial businesses and warehousing and storage.</p> <p>St Helens is a major centre for the tourist market, with the population growing during the summer season. St Helens and the coastal areas have experience ongoing population growth with older person retiring in the area.</p> <p>C.2 Employment</p> <p>St Helens is the major centre for jobs (928) in the LGA and accounts for 55% of jobs in the LGA. In all 66% of jobs are in-person services jobs (615) and 8% were business services jobs (77). Goods producing industries accounted for 16% of jobs (153).</p> <p>C.3 Future of the Area</p> <p>The future of the area is dependent on population growth and increasing visitor numbers.</p> <ul style="list-style-type: none"> ▪ Population: the area offers housing options in a coastal environment, with access to a full range of services. There is a need to ensure that population growth continues and this is dependent on a combination attracting retirees and generating new local jobs and business opportunities (to retain and attract families). ▪ Visitor market: there is a need to arrest the decline in visitors, which has been impacting on local service businesses. Expanding the market requires an active approach to product development and marketing, which is detailed in this strategy report. <p>Some key issues that were raised in consultations were:</p> <ul style="list-style-type: none"> ▪ Population - a need to encourage continued growth of the population in the area. ▪ Jobs in the area - growth is required in local jobs if families are to be retained in the area. ▪ Young people - a need to offer education and training opportunities for young people (eg. trades training at the St Helens Trade Training Centre) and employment. ▪ Improving town infrastructure and the developing the port area as a hub for visitors. ▪ Better linking attractions in the area as visitor "trails". ▪ Improving directional signage to major attractions. ▪ Developing a better service culture in retail and service businesses. ▪ Creating more events to bring visitors in in off peak periods. ▪ Council having more active engagement with businesses in the area.

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	<ul style="list-style-type: none"> ▪ Taking a more proactive approach to economic development and encouraging investment in the area. ▪ Fast tracking development approvals for housing and other facilities to speed up investment."
Airstrip Feasibility Investigations (MCA and Aurecon, October 2013)	<p>The existing St Helens Aerodrome site has potential to expand to the west and south in the future, subject to environmental studies.</p> <p>Summary of recommendations:</p> <ul style="list-style-type: none"> ▪ There is no current potential to develop regular direct passenger services via St Helens Aerodrome. ▪ The size of the fishing market may not be of the scale to maintain regular charter flights. However there may be the potential to develop special packages for the premium market (covering charter flights, transfers, fishing charter and accommodation) during the peak season. ▪ There may be some limited demand for golf packages, but these would likely to be irregular special packages, rather than part of a regular service. The aerodrome has the potential for this type of special use and needs to be maintained and developed to support these aviation uses. ▪ In the longer term there may be future potential for seafood industry freight and this should be taken into account in any infrastructure development of the aerodrome. ▪ St Helens Airport would have limited market appeal as an Airpark location. Any residential development would be chasing a very narrow potential market. <p>An assessment of each of the development options which were prepared by Aurecon in the facility upgrade assessment for the aerodrome are provided.</p>
Georges Bay Inundation Vulnerability Study (Pitt and Sherry, November 2011)	<p>The report indicates potential inundation levels that may be anticipated to occur within the Georges Bay area of St Helens. The potential inundation considered river flood volumes, rainfall intensity changes from climate change, impacts from storm surges, wind wave effects and potential impact of projected changes in sea levels as a result of climate change.</p> <p>For planning purposes, the study identified an estimate of the potential 1 in 100 year occurrence, or 1% probability event for potential surface levels in the bay, and the lower value of assessed potential inundation was selected as a reasonable lower limit. The estimate was based on possible combinations of the above events, with a potential (highly unlikely) upper limit of inundation also provided determined from coincident combination of the respective components. The authors indicated that potential inundation levels identified (refer table below) in the study are considered to represent a reasonable range based on available information and may or may not be reached, or be exceeded.</p>
Tasmanian Coastal Adaptation Pathways Project (TCAPP) for Georges Bay (SGS Economics, 2012)	<p>The 'Tasmanian Coastal Adaptation Pathways Project (TCAPP) for Georges Bay' (SGS Economics, 2012) forms part of the Tasmanian Coastal Adaptation Pathways Study. The This document "informs the St Helens and wider Georges Bay and Break O'Day community about coastal risks in light of sea level rise resulting from climate change and considers ways to respond to risks while considering the values of the local community and the wider benefits of this coastal area (p2)."</p> <p>The report identified that as a result of climate change, the surface level of Georges Bay will be higher during extreme events. If nothing is done to prevent this more frequent flooding of St Helens will occur (in addition to impacts to other areas). An assessment of the risks of climate change was also undertaken in addition to how people value property and other values of the study area. Two adaptation pathways were identified for the St Helens Town Centre and explored:</p> <ul style="list-style-type: none"> ▪ <u>Pathway 1: Long term relocation of the town centre:</u> allows nature to take its course with minimum protection, and requires Council to plan for the long term relocation of the town centre to higher ground with associated zoning and other controls. ▪ <u>Pathway 2: Long term protection of the town centre:</u> requires properties, infrastructure

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	<p>and facilities to be raised over time in situ. It is likely that any new structures and significant redevelopment would need to be on a raised level and for the land to be filled, depending on the expected lifetime of the asset and the expected damage from a 1% AEP storm event by the end of its remaining life.</p> <p>The TCAPP report makes a number of specific recommendations, under the broad categories of: gaining a better understanding of current and expected hazards and adaptation works; a better knowledge of the environment; protect impacted areas (including eroding coastlines) by future planning schemes; more accurately identify likely costs of adaptation and likely funding; and local and wider community values and objectives need to be clarified, formally adopted and backed in a framework supported by Council and State Government.</p>
<p>Stormwater Management Plan (Northrop, 2014)</p>	<p><u>Approach - '8 Guiding Principles'</u></p> <p>Northrop reviewed industry best practice and performed an initial 'gap analysis' on the physical and procedural issues that could affect good stormwater management practices for Break O'Day Council. This included performing initial site inspections and consulting with Council Officers, Developers, Practitioners and the community.</p> <p>The outcomes of this initial assessment resulted in '8 Guiding Principles' for the Stormwater Management Plan to address.</p> <ol style="list-style-type: none"> 1. Maintain stormwater runoff quality 2. Manage development increases in runoff rates 3. Protect people and property from flooding 4. Protect habitats, maintain environmental flows and support the natural water cycle 5. Identify and manage existing environmental constraints 6. Respond to the potential effects of climate change 7. Clear and relevant stormwater guidelines for development planning, design and approval 8. Maintain, Plan and Future-Proof Stormwater Infrastructure <p><u>Stormwater Management Plan - Structure</u></p> <p>The Stormwater Management Plan is presented in three (3) core parts. These are intended / structured to encourage activities that will address the '8 Guiding Principles'.</p> <p>Part A: Framework for Effective Stormwater Management Outcomes for Development</p> <p>Part A has been prepared to provide a structure for Council to integrate stormwater and flood management principles into aspects of the development assessment and approval process, and the delivery and maintenance of their own projects. This responds to the '8 Guiding Principles' – for planning, design, assessment, approval and performing future drainage works.</p> <p>This Part is presented as a design guideline to be used for reference by Council Officers, development Proponents and their Practitioners.</p> <p>Part B: Current Drainage Problems, Priority Works Program and Budget</p> <p>Council had numerous sites registered from constituent complaints related to stormwater drainage matters. The consultation process, through preparation of the Stormwater Management Plan, also revealed a number of existing concerns for the effectiveness of existing drainage infrastructure. The total number of these 'problem drainage' sites is 166.</p> <p>Part B was prepared in response to Northrop investigating the matters raised by the 'problem drainage' sites. Over 140 sites were inspected by Northrop - the remainder had insufficient details for Northrop to locate them. The work in Part B comprised the following for each of the sites that were inspected:</p> <ul style="list-style-type: none"> ▪ A brief description and likely cause of the drainage problem ▪ Recommended improvement works ▪ Opinion on Potential Cost ▪ Preliminary 'Risk Rating'

Plan or Policy	Key Issues of Relevance
	<p>Appendix B2 lists each of the sites - along with their 'simplified' risk rating (high, medium or low); recommended action plan and estimate of cost for repair. This is intended as a 'tool' for Council to establish a strategy to address the drainage problems that have been recorded.</p> <p>Part C: Stormwater Management Plan</p> <p>Part C provides an Action Plan to implement the activities recommended throughout the Stormwater Management Plan – mainly to address the '8 Guiding Principles'. Two (2) Action Plans have been presented – relating to the 'Stormwater Management Values' of PART A; and the (peripheral) 'Education, Regulation and Operation' aspects of Council.</p> <p>The Action Plans are extensive - and provide a description, suggested timeframe, the parties to be involved with implementation and key performance measures for the respective activities.</p> <p>Activities include implementing specific Conditions of Planning Approval – that are targeted to achieve industry-accepted standards in controlling the quality and quantity of runoff from new development and works; Education Programs; Rebate Programs; and ways to increase the level of technical input (from both Proponents and Council) - through the development assessment, approval and certification phases.</p>
<p>Responding to Climate Change Report (EMC)</p>	<p>The key changes to climate within Break O'Day are:</p> <ul style="list-style-type: none"> ▪ Annual average temperatures are projected to rise by between 1 to 1.5°C by 2070. ▪ The number of days per year above 25°C will double by 2100 and the temperature of very hot days will increase by 3-4°C. ▪ Summer and spring rainfall will decrease by up to 10% by 2070. Rainfall intensity and associated flooding may increase, and there may be longer periods between rain events. ▪ An increase in fire-weather risk is likely with warmer and drier conditions. ▪ East coast water temperatures are projected to increase by up to 2 to 3°C by 2070 relative to 1990 levels. ▪ By 2100, the sea level may have risen by as much as 76 cm relative to 2010 levels putting over 1000 homes at risk in Break O'Day. ▪ The number of days of frosts is expected to reduce substantially. <p>The key risks identified include:</p> <ul style="list-style-type: none"> ▪ Temporary or permanent loss of access to towns and surrounding areas. ▪ Changes to primary production both in terms of agriculture, fisheries and aquaculture. ▪ Flooding of the pumps and ponds of the sewage treatment works in St Helens. ▪ Sea level rise affecting the Bay of Fires and related tourism. <p>Inundation of homes and loss of property value</p> <p>Strategies are suggested to reduce and manage those risks, including recommended actions to address climate change that are relevant to the St Helens Town Centre (p52). All are related to property damage from flooding (during a combined storm surge and high tide event) resulting from the effects of sea level rise and recommends that further work is required to quantify flooding risk in terms of number and value of properties at risk for different sea levels.</p>
<p>Coastal Plan, (TCG Planning, 2014)</p>	<p>This Coastal Plan contains a written, visual and mapped analysis of coastal areas within Break O'Day Council Area and identifies areas for protection and utilisation. From this analysis, an Action Plan has been devised which informs how the future use and management of the coastline should be prioritised.</p> <p><u>Extract from Table A: Coastal Study Action Plan Summary relevant of the St Helens Study Area:</u></p> <p>St Helens: Redevelopment Foreshore Park</p> <p>Medeus Cove Esplanade, St Helens: Replace damaged picnic facilities</p> <p>St Helens to Lions Park: Develop Foreshore Multi-User Track</p>

Plan or Policy	Key Issues of Relevance
	<p>Lions Park to Stieglitz: Develop Foreshore Multi-User Track</p> <p>Improvements to Stieglitz Boat ramp/jetty</p> <p>Stieglitz and Akaroa: Protect existing & revegetate foreshore vegetation</p>
<p>Recreation and Open Space Strategy (TCG Planning, 2014)</p>	<p>Summary of Outcomes:</p> <ul style="list-style-type: none"> Within the Municipality there are a number of allotments which have been zoned Open Space under the Break O' Day Interim Planning Scheme 2013, however such spaces have limited availability for open space purposes due to a lack of visibility, slope or location. Disposal of the number of such allotments is recommended. <p>The plans details short, medium and long term actions for implementation.</p> <p>Some outcomes relevant to St Helens are:</p> <ul style="list-style-type: none"> Whilst the ability to provide linkages between existing open space, foreshore areas and community spaces is limited by distance, land acquisition constraints and financial impediments it is recommended that greater consideration be given to linkages in the siting of open space within future subdivisions or when additional land is purchased by Council for this purpose. Specifically, Council should pursue future opportunities to provide linkage between open space areas, adjacent residential areas and/or other community facilities in its future selection of open space land. Within St Helens existing opportunity to provide improved pedestrian access from the town centre to the foreshore, through the provision of pedestrian access through Pendrigh Place, in accordance with the recommendations of the St Helens Traffic Management Strategy (Bitzios, 2013) and the St Helens and Surrounds Structure Plan. This would facilitate improved access to the foreshore, resulting in increased use of the upgraded recreational spaces which are proposed within the Masterplan prepared by Jennifer Binns (2013). To facilitate increased informal use of the St Helens Sports and Recreation Ground, particularly after completion of the additional courts and the future indoor recreation and aquatic centre, it is recommended that improved signage directing visitors to this facility be provided at the entrance to, and within, the town centre. This should be coupled with advertising and promotion of the facility, to update residents of activities and to advise tourists of events and available sporting options. <p>Short Term Actions (1-3yrs) (Extract from Table 15.1):</p> <ul style="list-style-type: none"> Dispose of various local parks and vacant sites within Council ownership as identified by the Recreation and Open Space Strategy –St Helens, Steiglitz, Fingal, Cornwall. Steiglitz - Funds from the sale of land in Steiglitz should be utilised to provide one appropriately located local park in Steiglitz in a position accessible from residences in the southern section of Steiglitz and to upgrade facilities at the foreshore. Proceed with its intended construction of a tennis court at the Final Recreation Ground to be funded by the sale of the Grant St tennis court site. Provide more challenging climbing equipment for 8-15 year olds at the St Helens Foreshore in accordance with the St Helens Foreshore Redevelopment Plan prepared by Jennifer Binns. Further, when selecting specific equipment with this area investigate options for the provisions of play equipment for children with physical or intellectual limitations. Provide a half court basketball facility at St Helens Foreshore to provide a complimentary activity to the skate park which is well utilised by youth. <p>Medium Term Actions (3yrs-10yrs) (Extract from Table 15.2):</p> <p>Complete the construction of a walking and cycling track from St Helens to Binalong Bay as recommended by the St Helens and Surrounds Structure Plan (Urbis, 2013)</p>
<p>Arts and Cultural Strategy (TCG Planning, February 2014)</p>	<p>Art, Culture and Heritage play a significant role in expressing the character of the population of the Break O'Day Municipality. In recognising this important aspect of the community, Break O'Day Council has commissioned the preparation of this Arts and Cultural Strategy to seek to strengthen this identity of the community by identifying ways to better connect the</p>

Plan or Policy	Key Issues of Relevance
	<p>community and coordinate cultural development.</p> <p>Action Plan</p> <p>Implement and require a “creative township” approach to planning and policy direction and, including city planning, recreation and urban/built form outcomes that reflects the identity of the area.</p> <p>It is recommended that the following Actions be undertaken in response to the recommendations of the Arts and Cultural Strategy:</p> <ul style="list-style-type: none"> ▪ Incorporate planning and policy directions and identities for towns and villages stemming from the Arts and Cultural Strategy into Vision Statements and Desired Future Character Statements within the Planning Scheme. <p>Incorporate city planning, recreation and urban/built form outcomes reflecting the identity of areas within the Planning Scheme.</p>
<p>Community Infrastructure and Design Guidelines (AEJ, May 2013)</p>	<p>Community Catchment Area identification:</p> <p><u>Past</u>: In the past communities within the Break O Day municipality were recognised as individual towns. Each town expressed a theme from either its industrial, natural or community history. A local artist then graphically displayed these themes on the entrance signs to each town.</p> <p><u>Present</u>: The issue with current representation of the catchment areas is that not everyone in the community identifies with the depictions. The images only express one aspect of the population and for communities that are diverse in its history, its environment and its industry this paints a narrow picture. As it stands there is a necessity to widen the scope of the catchment areas and broaden the identification of the community for improved resonance with the population.</p> <p><u>Future</u>: The proposal is to allocate two themes across the Break O Day municipality; the “coast” and the “country.” The two arterial roads, the Esk Highway (the country road) and the Tasman Highway (the coastal road), express the physical division. The 16 suburbs that make up the Break O Day municipality are accessed from one of these roads. Having two themes instead of 14 allows for wider acceptance in the community and for the possibility for clearer visions for marketing tourism, investment and settlement.</p> <p>Proposed “Coast and Country” Catchments</p> <p>Towns of the <u>country catchment</u> include St Mary's, Fingal, Pyengana, Mathinna, Mangana, Cornwell and Weldborough.</p> <p>Towns within the proposed <u>coastal catchment</u> include St Helen's, Beaumaris, Binalong Bay, Scamander, Falmouth, Seymour and Anson's Bay. The history of the coast involved industry in forestry and commercial fishing.</p> <p>Advantages of the broad character themes of “coast” and “country” that may inform the design of future infrastructure items include:</p> <ul style="list-style-type: none"> ▪ allowing for streamlined design decisions regarding future infrastructure items; ▪ providing stronger connections among the townships; and ▪ longevity of themes as they are objective observations that allow for flexibility in interpreting the character themes. <p>The recommended 'Coast' Theme needs to be incorporated for St Helens.</p>
<p>Civic Centre Feasibility Study (AEJ, April 2013)</p>	<p>This report advises that the Civic Centre remain at its current location.</p> <p>The results of the site analysis, staff survey, space data Sheets, on-site inspection and staff consultation indicate the current layout will provide the Council with 20 more years of use.</p> <p>Improvements to the function and amenity, for the benefit of the staff, have been explored in the concept design within a 75 square metre extension and internal refurbishments. These alterations would see the Civic Centre extend its lifespan past the 20-year horizon.</p>

Plan or Policy	Key Issues of Relevance
	<p>Remaining on site and retrofitting the current building will cost approximately half that of a new development. The community benefits as Council lowers costs by retrofitting Council facilities and reducing energy consumption instead of proposing a new development. The concept plans outline the potential for a staged redevelopment that would allow the Council to complete the alterations and additions as the funds become available further easing financial pressures of a new development.</p>
<p>St Helens Structure Plan (Urbis, 2013)</p>	<p><u>Broadly the Structure Plan recommends that:</u></p> <ul style="list-style-type: none"> ▪ An urban boundary should be enforced to ensure the sustainable and efficient use of land (refer to Figures 4 and 5). ▪ The environmental features including the significant flora and fauna that are key elements of the character of the study area should be protected. ▪ Consideration be given to potential locations for sensitive development of tourist accommodation and/or tourism related attractions in a coastal setting (see Recommendation 4 on Figure 7). <p>It is recognised that there can be pressure to backzone urban land where current landowners are uninterested in developing sites, and to zone more land for urban development on the edge of settlements by interested parties. However, the retention of a compact urban form is an important planning principle. This means that land that is already zoned for urban purposes should be retained for this use to ensure land that is already serviced and is located close to urban amenities is available for development.</p> <p>St Helens</p> <p>Recommended actions</p> <ul style="list-style-type: none"> ▪ Investigate the potential for a new access connection between Pendrigh Place and Georges Bay Esplanade and the waterfront (refer to Figure 8) through the St Helens Traffic and Parking Strategy to improve access between the town centre and the waterfront, ensuring factors such as impacts on existing buildings are considered. ▪ Through the St Helens Traffic and Parking Strategy and the St Helens Foreshore Master Plan, investigate converting Georges Bay Esplanade into a one way street between the Tasman Highway and Cameron Street and extending the foreshore park (refer to Figure 8). ▪ Investigate landscaping key routes between the town centre and the waterfront with coastal themed plantings to create an appealing visual connection between the areas (refer to Figure 8) as part of the St Helens Urban Design Framework. ▪ Investigate a mainstreet and coastal themed tree planting program as part of the St Helens Urban Design Framework and the St Helens Foreshore Master Plan. ▪ Establish an urban plaza at one of the locations indicated on the Town Centre Plan (Figure 8). A preferred location should be further investigated and resolved through the St Helens Urban Design Framework. ▪ Encourage landowners to develop an urban piazza linking Cecilia Street, Quail Street and Pendrigh Place. ▪ Encourage appropriate redevelopment of key development sites at the corner of Cecilia Street and Groom Street, Cecilia Street and Quail Street, and the hospital site if existing operations are relocated (refer to Figure 8). ▪ Promote the use of sites with coastal views for two to three storey tourist accommodation developments including ground floor shops and cafes where appropriate (refer to Figure 8). ▪ Promote the development of two storey buildings that include shoptop housing and built form to the road boundaries where activity is greatest, along parts of Cecilia Street and Quail Street (refer to Figure 8). ▪ Undertake detailed parking surveys through the St Helens Traffic and Parking Strategy to confirm the availability of parking during peak tourist periods and during typical peak periods prior to additional parking being provided. ▪ Investigate incorporating all land in the town centre into a car parking precinct that will provide for both on-site parking requirements and cash-in-lieu arrangements and will include shared parking nodes through the St Helens Traffic and Parking Strategy to

Plan or Policy	Key Issues of Relevance
	<p>address the difficulties of providing on-site parking in all situations.</p> <ul style="list-style-type: none"> Investigate overflow parking options through the St Helens Traffic and Parking Strategy to address any defined need for additional parking at peak holiday periods.
<p>Break O'Day Transport Masterplan (Bitzios Consulting, March 2014)</p>	<p>The Key Projects of the Transport Master Plan that will underpin a future for 'unlocking regional opportunities' are as follows:</p> <ol style="list-style-type: none"> 1. St Mary's Pass, Weldborough Pass and Elephant Pass; 2. The sealing and extension of the Airport, including new link*; 3. Binalong Bay Access Road; 4. All weather Esk main Road; 5. Developing the 'S' Road; 6. The Barway; and 7. Fully funded bridge and road program; 8. Supporting the growth of town centres; 9. Improving connectivity between centres; and 10. Review and implement sustainable road and bridge maintenance procedures and best practices. <p><u>Actions: Improve the amenity of the town centres.</u></p> <p>Upgrade tourist signs and maps at the entry of all significant towns and major tourist areas.</p> <p>Work with the private bus operators and community transport providers to provide comprehensive transport information</p> <p>Develop formalised pedestrian crossings and roundabouts.</p> <p>Develop pedestrian linkages for St Helens between the foreshore and Cecilia Street based on pedestrian desire lines.</p> <p>Apply the principles of pedestrianisation as per above.</p> <p><u>Figure 38: St Helens Transport Actions and Improvements</u></p> <p>Traffic Management Principles: Improve safety and traffic flow through main street; develop key intersections with traffic control measures; develop town-wide bicycle/footpath program; priority for local traffic and pedestrians during peak periods; street furniture and on-street dining/parking located so as to not impede pedestrian movement; east-west connectivity; off-street parking off main street to be determined.</p> <p>Develop Georges Bay Foreshore via continuous path from St Helens Foreshore to St Helens Point Road; revised parking provisions and traffic management to improve safety and accessibility.</p> <p>Main Street/Traffic controls: Improve driver safety and fit within property constraints and associated mid-block pedestrian refuges; apply traffic controls.</p> <p>Consider alternative route to Binalong Bay during high seasonal tourist movements.</p>
<p>Draft Land Use and Development Strategy (TCG Planning, November 2014)</p>	<p><u>. Background to the Study</u></p> <p>The draft Land Use and Development Strategy has been prepared as an integral part of the Municipal Management Plan, in order to provide direction for future land use and development in Break O'Day. The Land Use and Development Strategy is one of a number of comprehensive studies which will inform the Municipal Management Plan, thereby ensuring that an appropriate level of infrastructure is provided within the municipality and that the future vision for Break O'Day and its townships is realised.</p> <p>Part A of the Land Use Strategy, referenced as the 'State of the Area Report' provides a snapshot of the local area, a history of land use and development direction/policy and summarises the key issues and constraints for land use and development. The State of the Area Report' has informed the final Strategy document and specifically Part B, referenced as the 'Land Use and Constraints Report' which provides the framework and future strategic policy direction to cater for the land use and growth needs of the Municipality. The Scope of</p>

Plan or Policy	Key Issues of Relevance
	<p>the Strategy as provided by Break O'Day Council is to:</p> <ul style="list-style-type: none"> a) Provide a sound framework for strategically planned and orderly future development; b) Understand and identify settlement patterns and existing land uses within Break O'Day in context of the social, cultural, environmental and economic features of the region; c) Understand the Municipality's historical development, natural heritage, urban form, diverse social, cultural and scenic character, and economic influences; d) Analyse current demographic features and trends relevant to population and land use within Break O'Day; e) Following understanding of these trends and opportunities and the existing land use situation, identify opportunities and constraints for future use and development including provision of residential land, community, health, tourist and recreational services over the next 20 years; f) Analyse the capacity for growth in relation to opportunities and constraints for each major township within Break O'Day; g) Estimate future requirements over the next 20 years for residential, commercial and industrial zoned land in respect to vacant land ability and servicing requirements; h) Assess the necessity of Environmental Living, Rural Living and Environmental Management zones within the Break O'Day Municipality; i) Identify areas of resource land and environmental value for protection of biodiversity; j) Identify areas of hazard risks, particularly in relation to flooding, and necessary mitigation measures; k) Interpret the impact of Climate Change upon land use within the Break O'Day LGA; l) Assess localised impact of climate change impacts upon current and future land use opportunities; m) Respond to any relevant requirements of State Policies and Regional Frameworks; and n) Provide policy directions into a Land Use and Development Strategy, and assist in facilitating a vision for future management for new development within Break O'Day over the next 20 years. <p><u>Aims and Objectives</u></p> <p>The purpose and objective of the Land Use and Development Strategy is to inform and identify land use and development issues and opportunities requiring further action, including recognition of state and local planning policy frameworks and implementation in the Break O'Day Planning Scheme. It is intended that the Land Use and Development Strategy will be used as the integrated policy document for guiding future land use and development in Break O'Day. Specifically, the Strategy will provide the principles and guiding settlement patterns in order to make changes to the Break O'Day Planning Scheme for sustainable long term economic development. The document will provide for a sense of place for the existing towns and villages within Break O'Day. The objectives of the strategy as provided by Break O'Day Council are to:</p> <ul style="list-style-type: none"> a) Analyse and report on the existing land use conditions in Break O' Day; b) Identify opportunities and constraints to new use and development; c) Analyse and review the existing conditions and identified issues to determine relevant policy directions to pursue with each issue; d) Resolve all of the relevant policy directions into one organised Land Use and Development Strategy; and e) Thoroughly consult with the community through each identified stage of the project

Appendix 2: Relevant Road and Traffic Improvement Sketches

(Source: Appendix A of St Helens Traffic Study, Bitzios Consulting, 2013)



Date:
15 April 2013

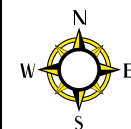
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Sketch S-10 : T.07, C.04

Project No.:
P1064

Project Name:

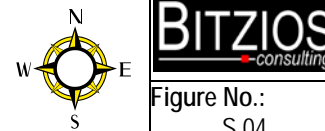
Break O'Day Traffic Study



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Figure No.:
S.10



Date: 15 April 2013	Figure Title: Sketch S-04 : P.01, T.05, T.24	
Project No.: P1064	Project Name: Break O'Day Traffic Study	
		Figure No.: S.04



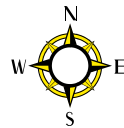

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Figure No.:
S.15



Date:
15 April 2013

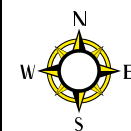
Figure Title:

Sketch S-03 : L.08, T.16, T.17, L.15, T.20, L.18, T.25, T.26

Project No.:
P1064

Project Name:

Break O'Day Traffic Study



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Figure No.:
S.03



Date:
15 April 2013

Figure Title:

Sketch S-09 : T.03, T.06, T.21, T.27

Project No.:
P1064

Project Name:

Break O'Day Traffic Study

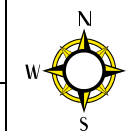


Figure No.:
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Project No.: P1064	Project Name: Break O'Day Traffic Study	



Date:
15 April 2013

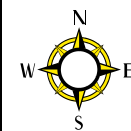
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Sketch S-13 : L.10, C.06, P02.3, C.05.3

Project No.:
P1064

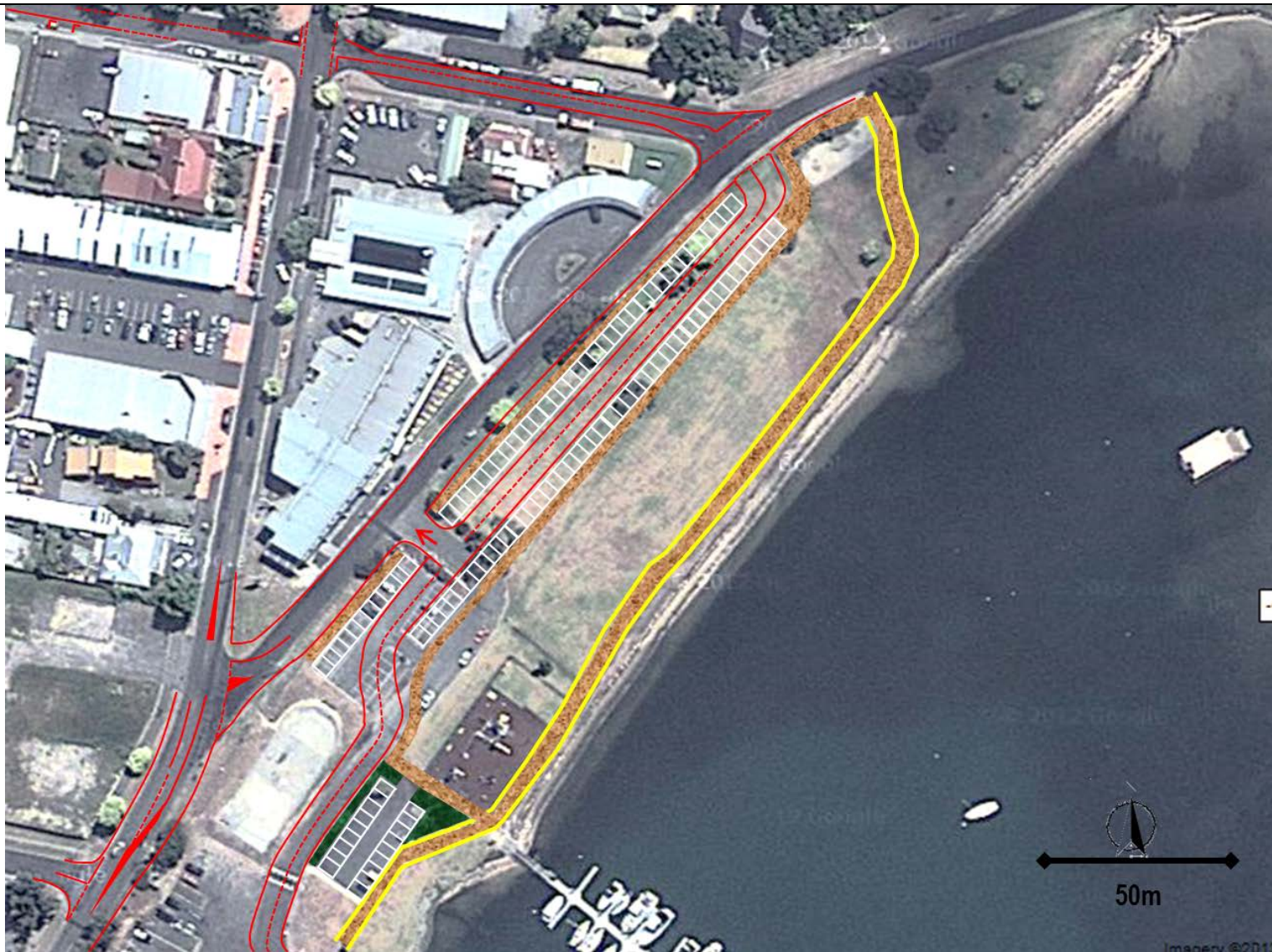
Project Name:

Break O'Day Traffic Study



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Figure No.:
S.13



Date:
15 April 2013

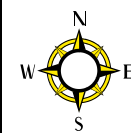
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Sketch S-08 : C.05.2, T.03, T.09, P-02.2, T.13, T.14

Project No.:
P1064

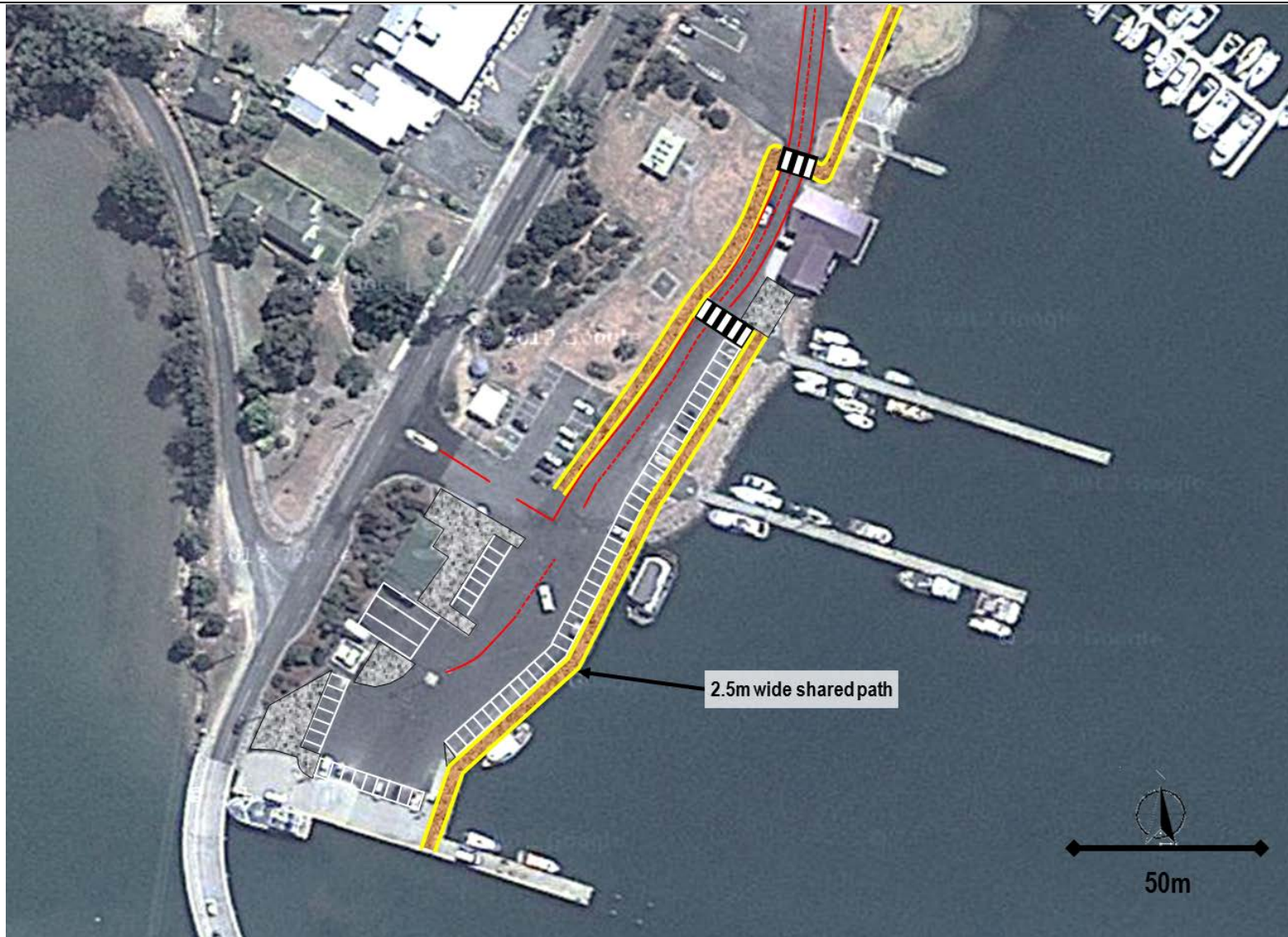
Project Name:

Break O'Day Traffic Study



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Figure No.:
S.08



Date:
15 April 2013

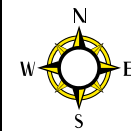
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Sketch S-07 : C.05.1, P02.1

Project No.:
P1064

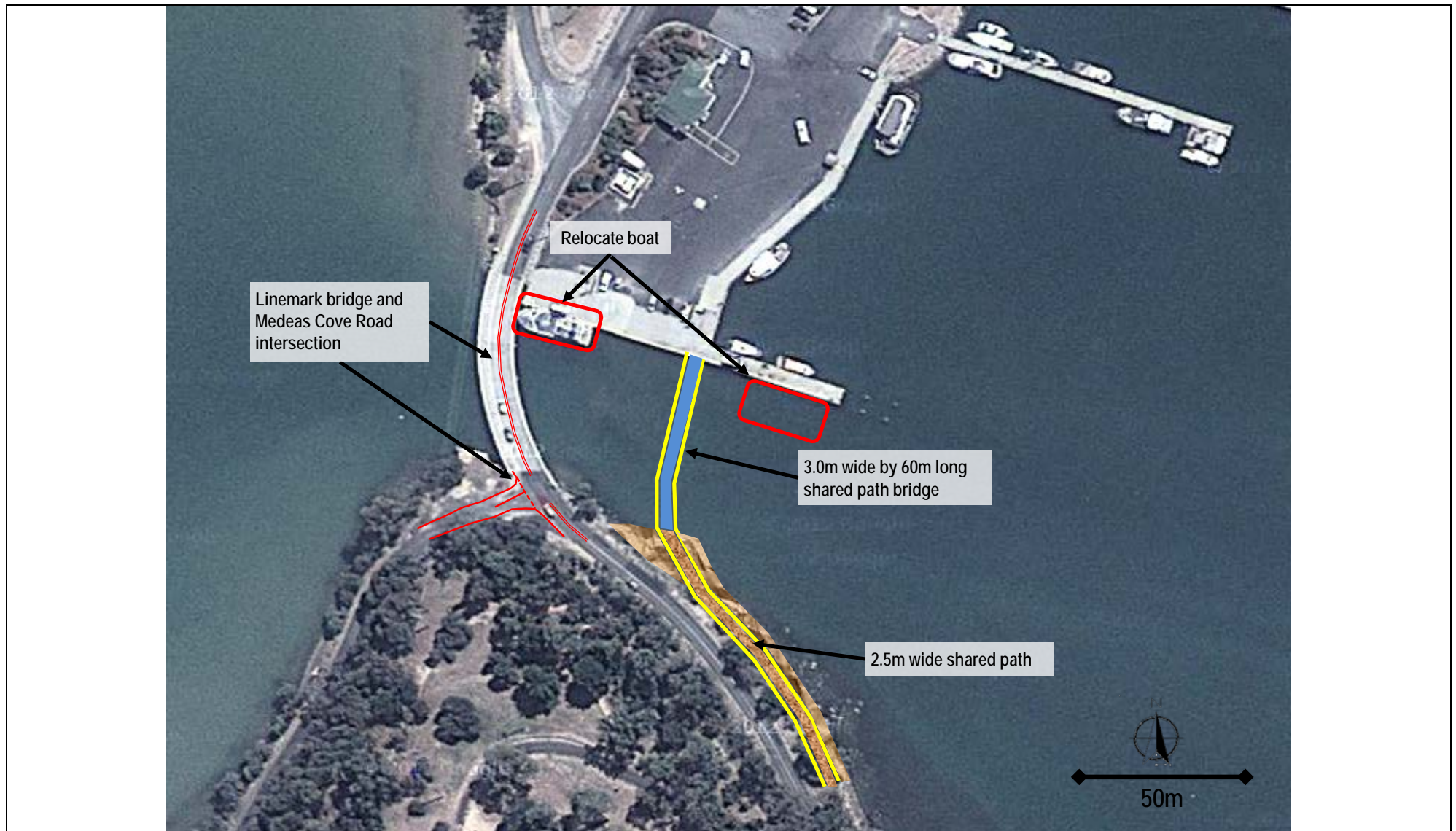
Project Name:

Break O'Day Traffic Study



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Figure No.:
S.07



Date: 15 April 2013	Figure Title: Sketch S-01 : C.01, T.04, L.04	
Project No.: P1064	Project Name: Break O'Day Traffic Study	

Figure No.:
S.01



Date:
15 April 2013

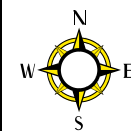
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Sketch S-11 : C.02.1, T.12

Project No.:
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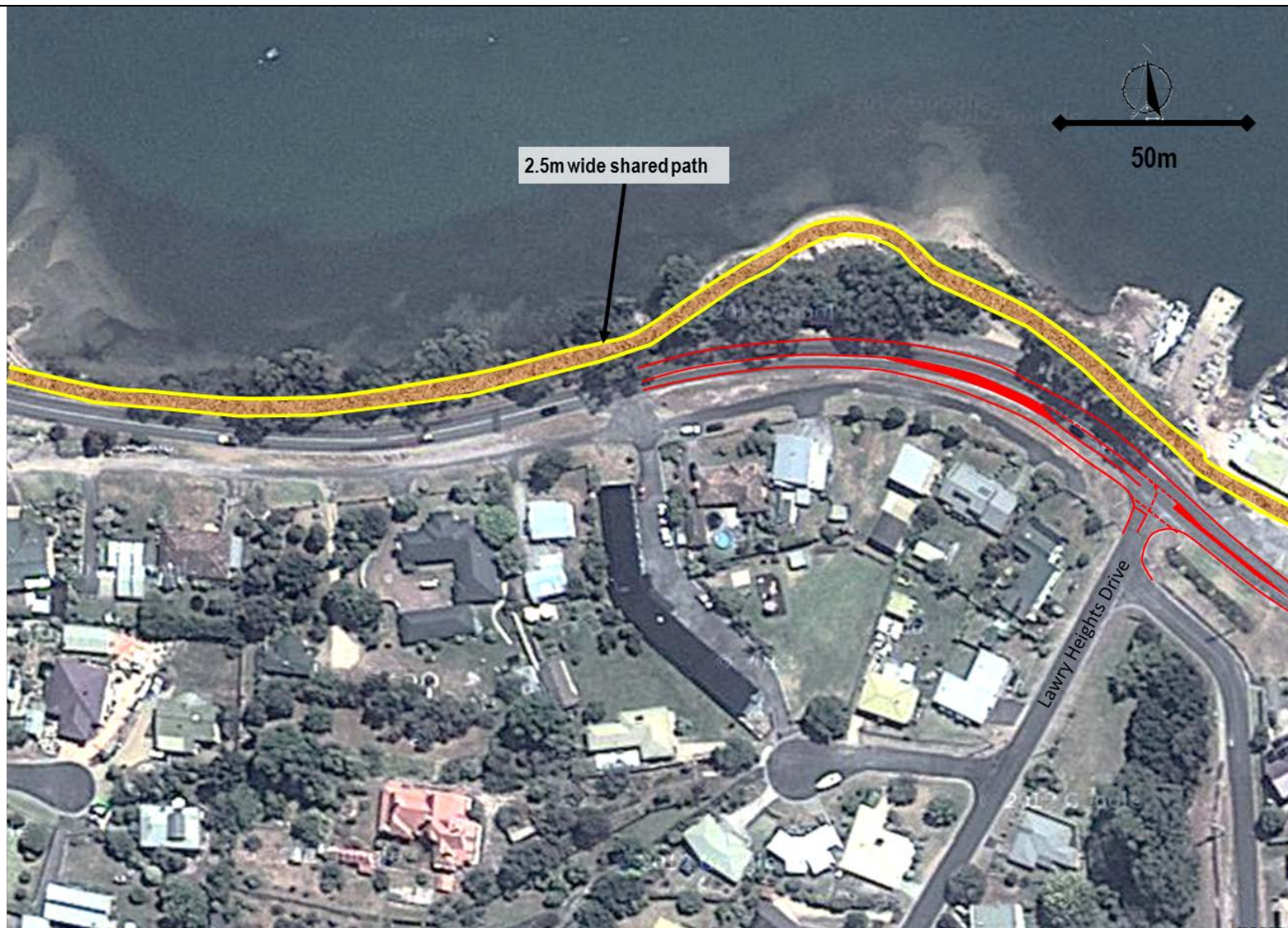
Project Name:

Break O'Day Traffic Study



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Figure No.:
S.11



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15 April 2013

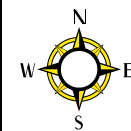
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Sketch S-12 : C.02.2, T.11

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P1064

Project Name:

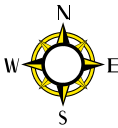

Break O'Day Traffic Study



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Figure No.:
S.12



Date: 15 April 2013	Figure Title: Sketch S-06 : T.02, T.08		 Figure No.: S.06
Project No.: P1064	Project Name: Break O'Day Traffic Study		

Appendix 3: St Helens Waterfront and Foreshore Concept Development Plans

(Source: St Helens Tourism Development Plan, Inspiring Place, 2007)



St Helens Waterfront

Concept Development Plan



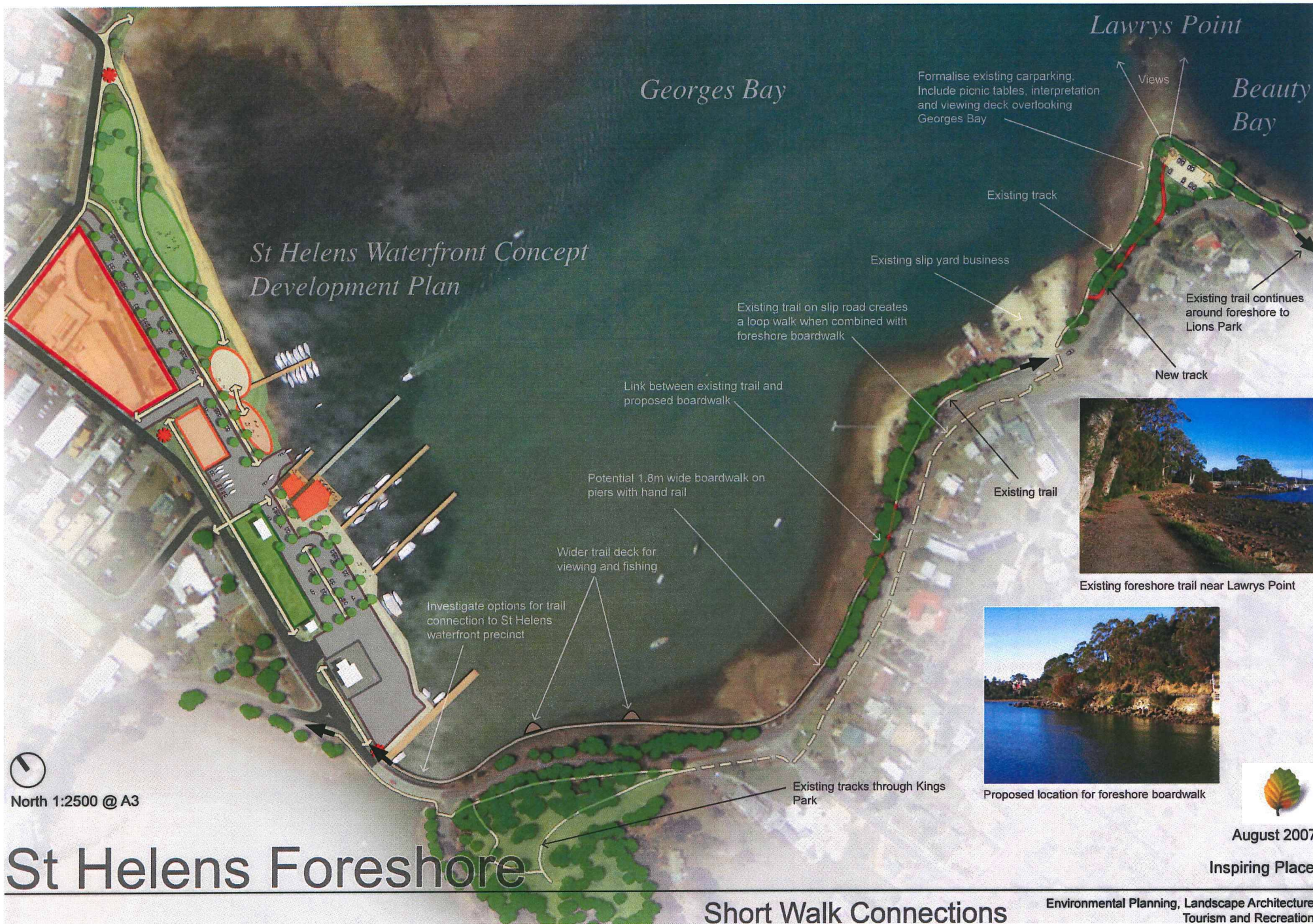
North 1:1000@A2



August 2007

Inspiring Place

Environmental Planning, Landscape Architecture
Tourism and Recreation



Appendix 4: Georges Bay Multi-User Track: Draft Proposed Concept Plans

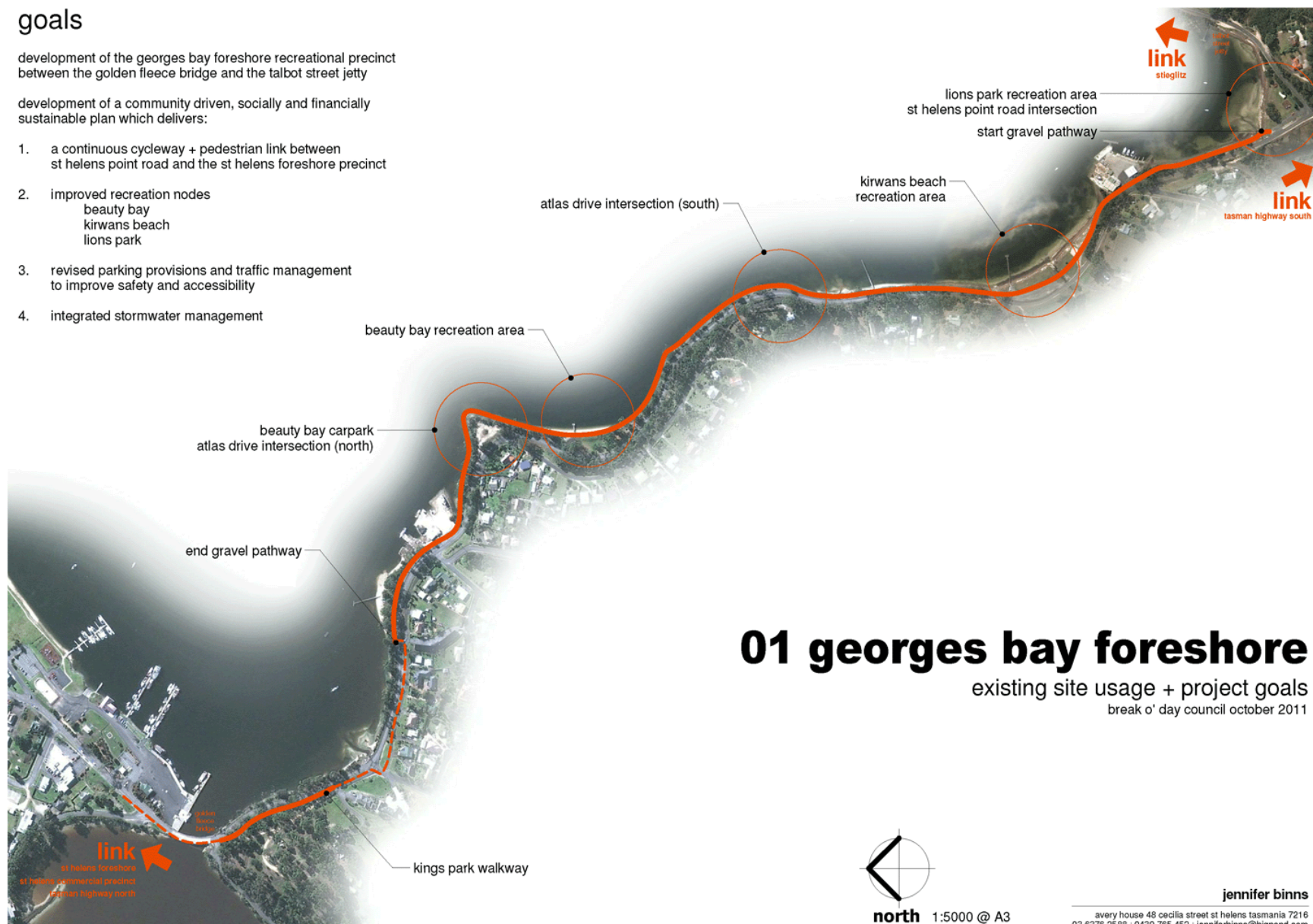
(Source: Jennifer Binns, 2012-2013)

goals

development of the georges bay foreshore recreational precinct between the golden fleece bridge and the talbot street jetty

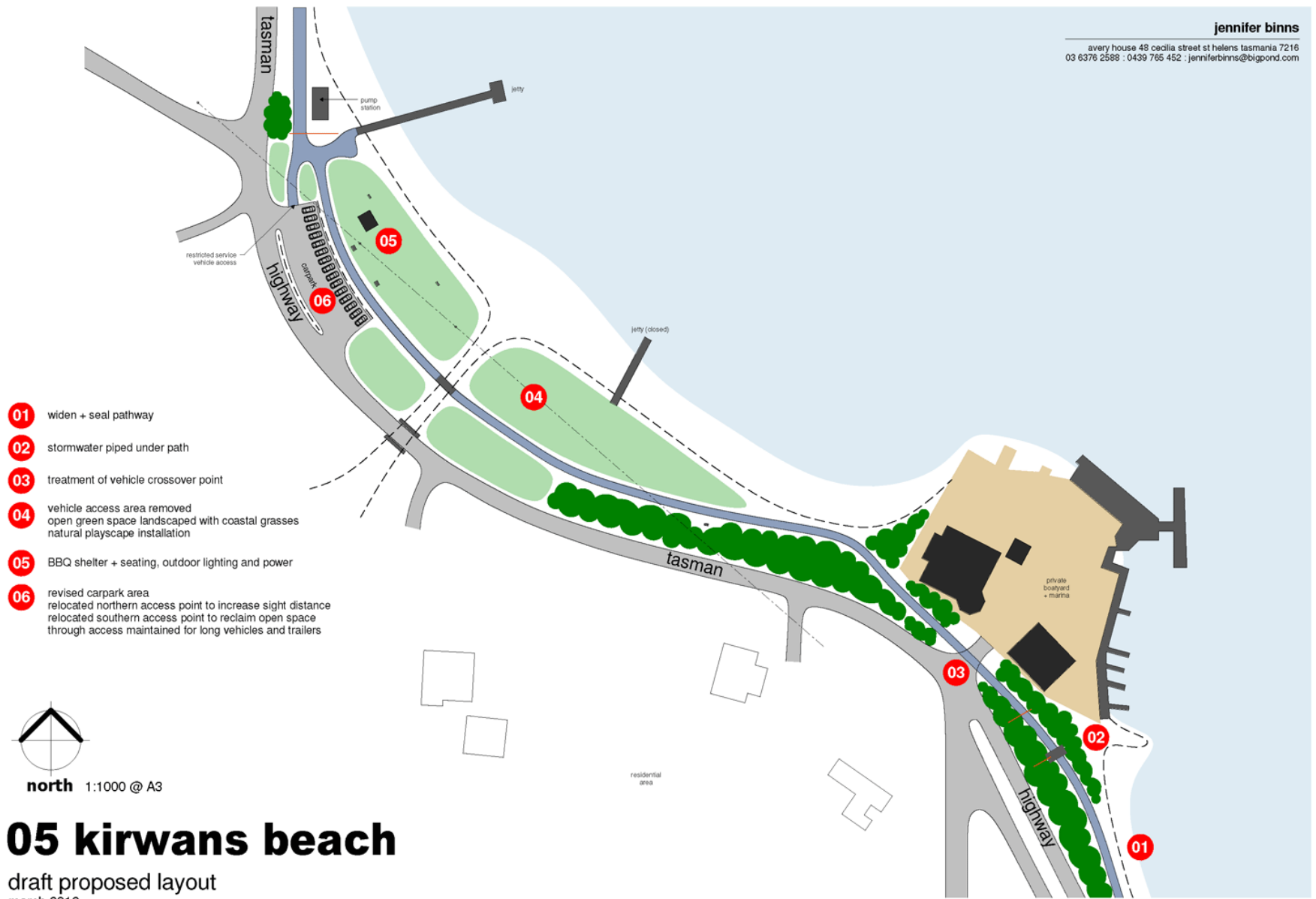
development of a community driven, socially and financially sustainable plan which delivers:

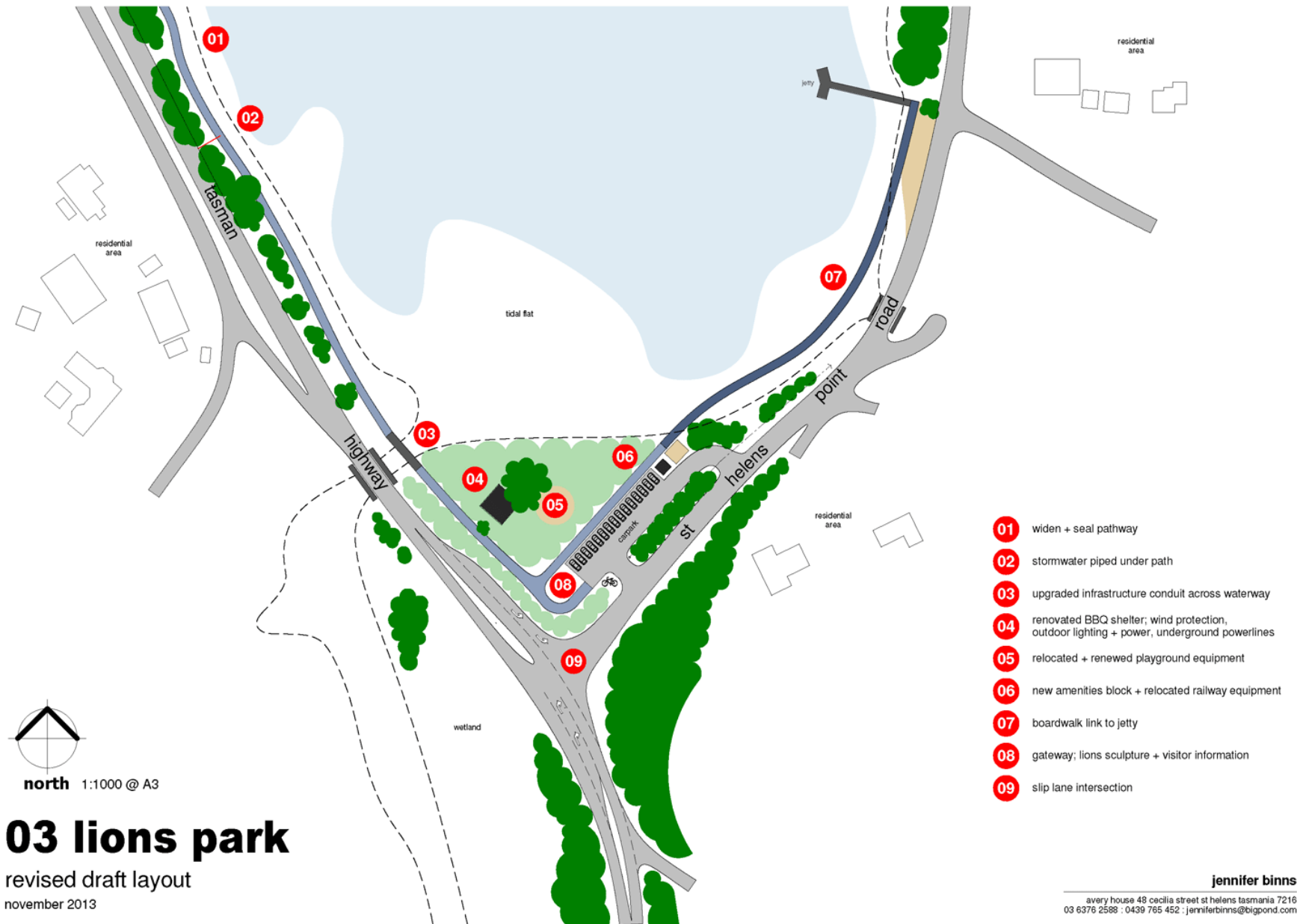
1. a continuous cycleway + pedestrian link between st helens point road and the st helens foreshore precinct
2. improved recreation nodes
beauty bay
kirwans beach
lions park
3. revised parking provisions and traffic management to improve safety and accessibility
4. integrated stormwater management

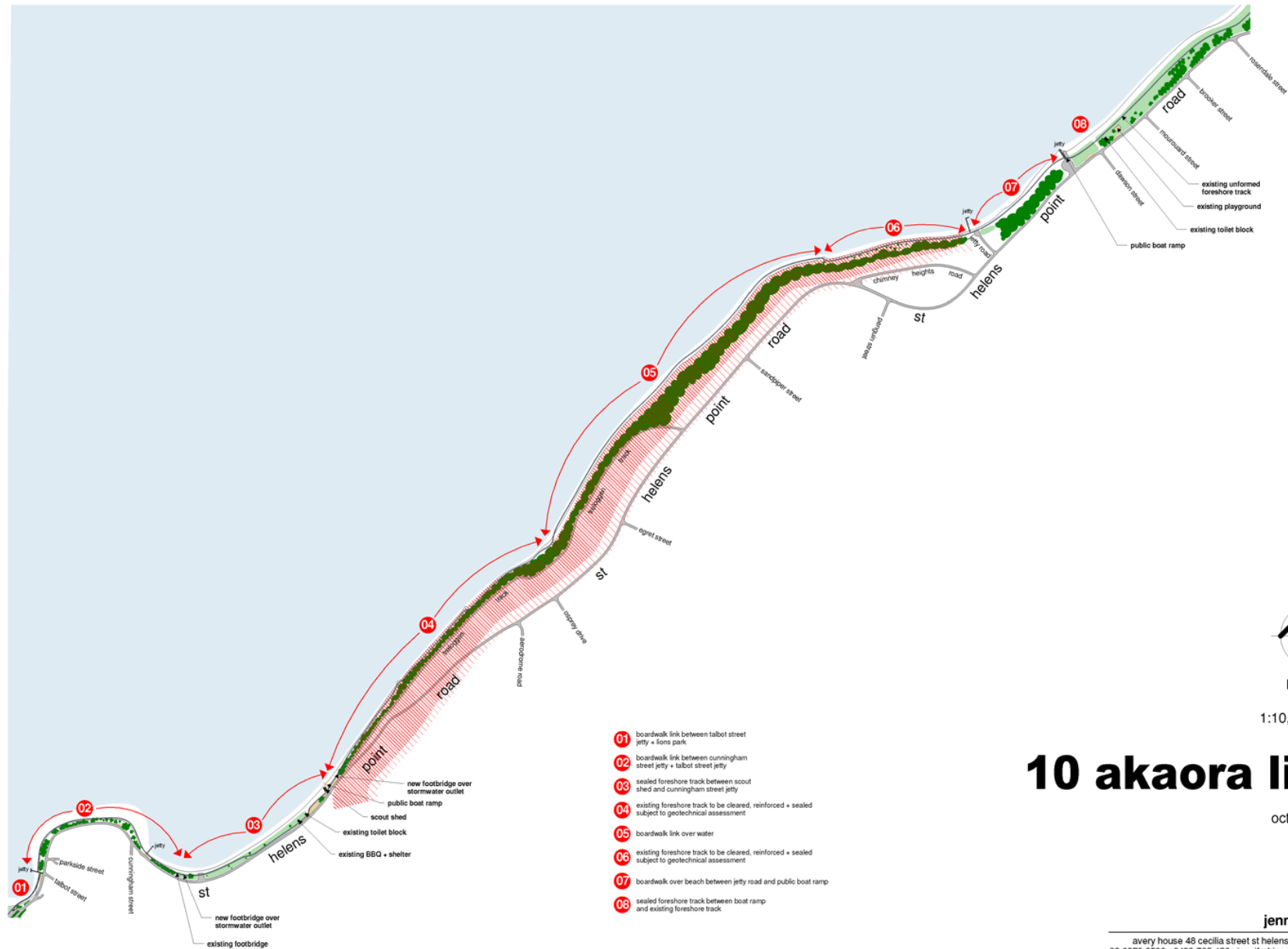












Appendix 5: St Helens Waterfront Concept Plan

(Source: Prepared by Jennifer Binns dated January 2014, Exhibited by Break O'Day Council early 2014)

CONCEPT ONLY



st helens waterfront 01

break o' day council january 2014

jennifer binns

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north 1:1000 @ A3