

St Helens Urban Design & Traffic Management Strategy- Part A

A.A.

82.5

Break O' Day Council Municipal Management Plan September 2013

ST HELENS TRAFFIC STUDY

BREAK O'DAY COUNCIL

FOR



Gold Coast

Suite 26, 58 Riverwalk Avenue Robina QLD 4226 P: (07) 5562 5377 W: www.bitziosconsulting.com.au

Brisbane Level 2, 428 Upper Edward Street Spring Hill QLD 4000 P: (07) 3831 4442 E: admin@bitziosconsulting.com.au

004

Project No: P1064

Version No:

Issue date: 1st October 2013

Studio 203, 3 Gladstone Street

Newtown NSW 2042

P: (02) 9557 6202

Sydney



DOCUMENT CONTROL SHEET

Issue History

Report File Name	Prepared by	Reviewed by	Issued by	Date	Issued to
P1064.001R St Helens Draft Traffic Study	M.Kimmins / A.Bitzios	A.Eke	A.Bitzios	29/4/2013	Nadine Page (TCG Planning)
P1064.002R St Helens Traffic Study	M.Kimmins / A.Bitzios	A.Eke	A.Bitzios	11/9/2013	Nadine Page (TCG Planning)
P1064.003R St Helens Traffic Study	M.Kimmins / A.Bitzios	A.Bitzios	A.Bitzios	30/9/2013	Nadine Page (TCG Planning)
P1064.004R St Helens Traffic Study	M.Kimmins / A.Bitzios	A.Bitzios	A.Bitzios	1/10/2013	Nadine Page (TCG Planning)



ISO 9001 SAI GLOBAL Copyright in the information and data in this document is the property of Bitzios Consulting. This document and its information and data is for the use of the authorised recipient and this document may not be used, copied or reproduced in whole or in part for any purpose other than for which it was supplied by Bitzios Consulting. Bitzios Consulting makes no representation, undertakes no duty and accepts no responsibility to any third party who may use or rely upon this document or its information and data.

CONTENTS

		Page
1.		1
11	Purpose	1
1.1		1
1.2	BACKGROUND	1
2	PREVIOUS STUDY RECOMMENDATIONS	2
2.1	REGIONAL LAND USE STRATEGY OF NORTHERN TASMANIA (2011)	2
2.1.1	Strategic Directions	2
2.1.2	Settlement Hierarchy	3
2.1.4	Regional Activity Centre Network	4
2.1.5	Regional Activity Centre – Policies and Actions	5
2.1.0	Intrastructure Provisions Tasmania Freight Strategy	5
2.1.8	Northern Integrated Transport Plan	6
2.1.9	Regional Infrastructure Network – Policies and Actions	6
2.2	Break O'Day Tourism Development Strategy 2012-2017 (2012)	8
2.3	BREAK O'DAY TRANSPORT MASTERPLAN (UNDER DEVELOPMENT)	8
2.4	ST HELENS STRUCTURE PLAN	9
3.	Existing Issues	11
3.1	ROAD HIERARCHY	11
3.2		12
3.3	CRASH ANALYSIS	13
3.4	TRAFFIC ISSUES	16
3.4.1	Traffic Network	16
3.4.2	Cecilia Street (Tasman Highway)	17
3.4.3	Cecilia Street / Quail Street Intersection	18
3.4.4	Road Signage	21
3.4.6	Intersection Alignment	22
3.4.7	Foreshore Access	22
3.5	PARKING	23
3.5.1	Parking Supply Parking Configuration	23
3.5.3	Parking Policy	24
3.6	Pedestrians/Cyclists	25
3.6.1	Pedestrians	25
3.6.2	Pedestrian Issues	25
3.6.4	Cyclina Issues	26
3.6.5	Walk and Cycle Network Connectivity	27
3.7	PUBLIC TRANSPORT	30
3.8	LAND USE	30
3.9	EXISTING ISSUE SUMMARY	30
4.	GUIDING TRANSPORT PRINCIPLES	33
41		33
4.1	BETTER MANAGE ROAD SAFETY	33
4.3	BETTER MANAGE THE LIRBAN FOOTPRINT	34
4.4	IMPROVE BUS ACCESS	35
4.5	LIPGRADE THE COASTAL CYCLEWAY	35
4.6	SEPARATE TRAFFIC TYPES	35
4.7	CREATE A PLACE FOR PEDESTRIANS	36
4.8	IMPROVE PARKING LEGIBILITY	36
4.9	IMPROVE SIGNAGE	37
5.	STAKEHOLDER CONSULTATION	
51	COUNCIL SITE INSPECTION	રઠ
5.2		38 20
53	Consultation with DIER	38
6.	IMPLEMENTATION PLAN	

St Helens Traffic Study	BITZIOS
Tables	
Table 2.2:	Regional Activity Centre – Transport Related Policies and Actions
Table 2.3:	Regional Infrastructure Network – Transport Related Policies and Actions
Table 3.1:	Recommended lane widths
Table 5.1:	Community Comments
Table 6.1:	Short Term Actions (1-3vrs)
Table 6.2:	Medium Term Actions (3yrs-10yrs)
Table 6.3:	Long Term Actions (>10yrs)
Figures	
Figure 1.1:	Study Area
Figure 2.1:	Northern Tasmania Settlement Hierarchy
Figure 2.2:	Freight Survey Data Summary
Figure 2.3:	Break O'Day Transport Master Plan Objectives
Figure 2.4:	Break O'Day Transport Master Plan – St Helens Actions
Figure 3.1:	St Helens Existing Road Hierarchy
Figure 3.2:	2012 Peak and Off Peak Daily Traffic Volumes
Figure 3.3:	Crash by Type (St Helens North)
Figure 3.4:	Crash by Time of Year (St Helens North)
Figure 3.5:	Crash by Severity (St Helens North)
Figure 3.6:	Crash by Type (St Helens South)
Figure 3.7:	Crash by Time of Year (St Helens South)
Figure 3.8:	Crash by Severity (St Helens South)
Figure 3.9:	Traffic Network Opportunities
Figure 3.10:	
Figure 3.11:	Cecilia Street / Quali Street Layout
Figure 3.12.	Tasman Highway – Dight Turn Warrante
Figure 3.13.	Structure Plan (Trhis, 2013)
Figure 3 15	Tasman Highway Intersection Sight Distance Issues
Figure 3.16:	Parking Utilisation
Figure 3.17:	Parking Configurations
Figure 3.18:	Town Centre Footpaths
Figure 3.19:	Poor Footpath Widths
Figure 3.20:	Pedestrian Crossing
Figure 3.21:	Bicycle Parking Facilities
Figure 3.22:	Discontinuous Crossing
Figure 3.23:	Beauty Bay Walkway
Figure 3.24:	Proposed Cycle Routes - Structure Plan (Urbis, 2013)
Figure 3.25:	Bus Stop Locations
Figure 4.1:	Intersection Upgrade Requirement Examples
Figure 4.2:	Suggested Villages Concept
Figure 4.3:	Proposed Town Centre Structure Plan Revisions
Figure 4.4:	Parking Legibility Improvements



1. **INTRODUCTION**

1.1 **PURPOSE**

Bitzios Consulting is working with TCG Planning to develop an urban design strategy and masterplan for St Helens.

This report provides a summary of the condition of the existing traffic network in terms of operating efficiency, safety and connectivity. The recommendations from this report will provide an input towards the development of the final urban design strategy and masterplan.

1.2 LOCATION

The geographic scope of the study is shown in Figure 1.1.



Figure 1.1: Study Area

1.3 BACKGROUND

A number of previous studies and strategies exist which relate to traffic and transport issues in the St Helens area. These studies and strategies are listed as follows:

- Regional Land Use Strategy of Northern Tasmania (2011);
- Break O'Day Tourism Development Strategy 2012-2017 (2012);
- Break O'Day Transport Masterplan (under development); and
- St Helens and Surrounds Structure Plan (under development).

A short summary of the key issues raised in each of the above studies / strategies are discussed in Section 2.

2. PREVIOUS STUDY RECOMMENDATIONS

2.1 REGIONAL LAND USE STRATEGY OF NORTHERN TASMANIA (2011)

2.1.1 Strategic Directions

The Regional Land Use Strategy of Northern Tasmania (RLUSNT) is the state governments current strategic direction document for the northern region of Tasmania. This encompasses the Break O'Day municipality.

The RLUSNT places an emphasis on the need to better integrate land use and transport as outlined early within the document within Strategic Direction #2 as follows:

• 2(b) Co-ordinate transport planning and land use planning by:

- safeguarding planned network improvements;
- identifying key transport networks and future networks; and
- understanding growth predictions.

• 2(c) Encourage sustainable modes of transport by:

- protecting the rail and road network from encroachment of sensitive issues;
- ensuring traffic impacts and car parking are adequately considered;
- encouraging greater cycling, walking and public transport use.

The RLUSNT also has a strong emphasis on promoting the use of non-car based modes of travel and is listed in Strategic Direction #9 as follows:

Integrated Sustainable Transport Design

- encourage access by means other than private car and creating opportunity and infrastructure for sustainable transport;
- ensure that residential and freight transport and travel demands are central concerns in the location of new development; and
- ensure full consideration is given to creating and securing opportunities for sustainable transport initiatives such as improved access to walking, cycling and public and freight transport networks.

2.1.2 Strategic Directions - Policies and Actions

Stemming from the strategic directions are regional policies and actions. The 'Integrated Land Use and Transport' section is shown in Table 2.1 below.



Table 2.1: Strategic Directions - Integrated Land Use and Transport Policies and Actions

Deliev	Action
RNS-P7 Ensure new development utilises existing infrastructure or can be provided with timely transport infrastructure, community services and employment. RNS-P8 Apply transit oriented development principles and practices to the planning and development of transit nodes, having regard for local circumstances and character. RNS-P9 Plan new public transport routes, facilities and high-frequency services to ensure safe and convenient passenger accessibility, and support the interrelationship between land use and transport.	RNS-A10 Prioritise amendments to planning schemes to support new urban growth areas and re-development sites with access to existing or planned transport infrastructure namely to support delivery of transit oriented development outcomes in activity centres and identified transit nodes (i.e. bus interchanges) on priority transit corridors.
RNS-P10 Undertake land use and transport planning concurrently and sequence development with timely infrastructure provision. RNS-P11 Connect active transport routes to improve accessibility and encourage transport use by a broader range of people.	 RNS-A11 The strategy will be further informed by the 2012 Northern Integrated Transport Plan. Future iterations of the strategy are to ensure planning schemes provide appropriate zoning patterns and supporting land use activities with regard to: identification of transport demands and infrastructure required; protection of key transport corridors from incompatible land uses, and creation of sustainable land use patterns that maximise efficient use of all future transportation modes i.e. road/rail, freight routes (including land and sea ports), and public transport, pedestrian and cyclists networks.
RNS-P12 Manage car parking provision in regional activity centres and high-capacity transport nodes to support walking, cycling and public transport accessibility.RNS-13 Ensure all new development within walking distance of a transit node or regional activity centre maximises pedestrian amenity, connectivity and safety.	RNS-A12 Promote the region's Activity Centres network as multi-functional mixed use areas that provide a focus for integrating higher residential development outcomes, delivering of social and community facilities and services, and public transport provision.

2.1.3 Settlement Hierarchy

The RLUSNT specifies a settlement hierarchy for the northern Tasmania region. St Helens is identified as a 'district centre'. Figure 2.1 shows the activity centre locations in North East Tasmania.





Figure 2.1: Northern Tasmania Settlement Hierarchy

A 'district centre' is described as a town providing a high concentration of businesses, supporting a local workforce. Local amenity includes employment generating land uses, education, sporting and health facilities, churches, community services and administration offices.

District centres are often based on natural and/or built amenity and heritage with a grid pattern layout and commercial core adapted to the landform.

2.1.4 Regional Activity Centre Network

St Helens is identified to contain facilities and services of an activity centre network. The RLUSNT states that activity centre networks are to:

- create economic growth by co-locating a mix of land uses;
- concentrate goods and services more efficiently;
- provide appropriate locations for government investment in public transport, health, education, cultural and entertainment facilities;
- provide a focus for community and social interaction;
- encourage multi-purpose trips and shorter travel distances to reduce demand for private travel;
- integrate land use and transport to support walking, cycling and public transport; and
- accommodate higher density residential development, employment and trip-generating activities.

The settlement hierarchy for a 'district service centre' further emphasises that St Helens should provide local bus services with connections to higher order centres but with low frequencies. It also discusses the

high reliance on private vehicle use to access the centre as well as the need to provide good walking and cycling linkages to surrounding residential areas.

2.1.5 Regional Activity Centre – Policies and Actions

Key traffic and transport related policies and actions relating to regional activity centres are shown in Table 2.2.

Table 2.2: Regional Activity Centre – Transport Related Policies and Actions

Policy	Action
RAC-P5 Ensure safe and amenable access for all members of the community to Activity Centres by supporting active transport opportunities to encourage people to walk, cycle and use public transport to access Activity Centres.	RAC-A6 Ensure planning schemes have consistent policy, planning and design provisions to support and maximise public transport and pedestrian and cycle access to the hierarchy of activity centres;
	RAC-A7 Support the improved use of public transport and alternative modes of transport, pedestrian amenity and urban environment in a coordinated and consistent manner between the higher order activity centres.
RAC-P6 Improve the integration of public transport with Activity Centre planning, particularly where it relates to higher order activity centres.	RAC-A8 Ensure planning schemes support integrated land use and transport planning principles to reinforce the role and function of the Regional Activity Centres network.
RAC-P7 Coordinate with state agencies such as DIER to ensure the ongoing delivery of high quality, high frequency public transport that meets the needs and expectations of the community and supports the Regional Activity Centres network	RAC-A9 Ensure transport strategies and future infrastructure provision support the role and function of the Regional Activity Centres network.

2.1.6 Infrastructure Provisions

The RLUSNT commits to a number of short term and long term infrastructure priorities. There is no mention of any strategic intent to upgrade the Tasman Highway though St Helens.

2.1.7 Tasmania Freight Strategy

A Tasmania Freight Strategy will soon be developed for the State. The 2008/09 freight survey data is shown in Figure 2.2.



Figure 2.2: Freight Survey Data Summary

Figure 2.2 shows a relatively low demand for freight traffic through the St Helens Town Centre and no freight demand is shown towards Binalong Bay.

2.1.8 Northern Integrated Transport Plan

The Northern Integrated Transport Plan (NIPT) 2003, is currently being updated and has objectives to:

- provide guidelines to facilitate planning for the development of transport infrastructure to enhance economic and social development of the region taking into account environmental and safety needs;
- identify key transport corridors (freight, tourist);
- identify transport demands and infrastructure required to 2020;
- identify future land use patterns;
- identify suitability for development of future transport modes in response to predicted demands for their use;
- promote a cooperative approach to the development of other transport infrastructure to meet needs; and
- encourage a partnership between Region North and State Government in prioritising projects.

2.1.9 Regional Infrastructure Network – Policies and Actions

Key traffic and transport related policies and actions relating to the regional infrastructure network are shown in Table 2.3. Table 2.3 contains important information that should be used to assist with shaping the masterplan for the St Helens town centre.

Table 2.3: Regional Infrastructure Network – Transport Related Policies and Actions

Poliov	Action
RIN-P1 Coordinate, prioritise and sequence the supply of infrastructure throughout the region to match its settlement framework.	RIN-A1 Liaise with state agencies principally DIER to develop transport initiatives.
RIN-P2 Identify infrastructure capacity, need and gaps in current provision to meet requirements for projected population and economic activity.	RIN-A2 Liaise with state agencies namely DEDTA and DIER to develop infrastructure strategies for Northern Tasmania.
RIN-P3 Direct new development towards settlement areas that have been identified as having spare infrastructure capacity.	RIN-A3 Preference growth in areas in that uses under capacity of existing infrastructure and give preference to urban expansion that is in physical proximity to existing transport corridors and the higher order Activity Centres.
RIN-P4 Recognise the DIER Road Hierarchy and protect the operation of major road and rail corridors (existing and planned) from development that will preclude or have an adverse effect upon the existing and future operations.	RIN-A7 Protect the region's road and rail infrastructure network to enable a transition between compatible land uses and an adequate separation between conflicting development (e.g. ribbon residential development and limit multiple new accesses onto regional freight roads) that would compromise safe and efficient operations of existing and future planned road and rail corridors.
RIN-P5 Recognise and protect the region's port, and airport and other intermodal facilities (existing and planned) and protect their operation from development that will preclude or have an adverse impact upon the existing and future operations.	RIN-A8 Protect strategic road corridors that are predominately State Roads (Category 1-3) under Tasmanian Road Hierarchy (i.e. includes the Esk Main Road and the Tasman Highway between Esk Main Road to St Helens). It should also be noted that the Tasman Highway between Ringarooma Main Road and St Helens is a Category 4 – Feeder Road and therefore not included in this action.
	planning schemes support future roads that are currently being planned by DIER.
RIN-P6 Facilitate and encourage active	RIN-A10 Ensure that subdivision roads are designed and
modes of transport through land use	constructed to meet the needs of all users and to reinforce the
planning.	functions, safety and efficiency of the road or communal driveway, e.g. pedestrians and cyclists
	RIN-A11 Ensure that future subdivision design allows for
	permeability and connectivity in the transportation network.
	RIN-A12 Incorporate contemporary guidelines and other relevant
	subdivision design codes into Planning Schemes to ensure the provision of facilities for walking and evaluate doals with this
	RIN-A13 Ensure the needs of off-road and on-road facilities cycle
	facilities (shared pathways and engineering aspects associated
	with the different needs of cyclists and walkers) are addressed.
	RIN-A14 Ensure future Specific or Local Area Development Plans
	can provide a means of linking the development of the Principal Urban Cycling Networks (bike highways) with the work that has to
	be done at local level to create appropriate local cycling 'connector
	routes' and end of trip facilities.
	RIN-A15 Ensure Local Area Development Plans enable and
	motivate walking for transport via provision of local walking routes as part of Local Area Development Plans
	RIN-A16 Facilitate the increased use of active transport modes for
	short trips by ensuring future subdivisions provide for pedestrian
	connectivity to open spaces, trails, and cycle and bus routes and
	include adequate provision of cycle ways.

2.2 BREAK O'DAY TOURISM DEVELOPMENT STRATEGY 2012-2017 (2012)

The Break O'Day Tourism Development Strategy identified that whilst there was growth in visitors to the area in 2009/2010, there has been a reduction in visitations in 2011.

A key development strategy is to improve traffic management in St Helens and the impact of caravan and RV's. The strategy also discusses developing initiatives that provide 'year round' benefits. Another key strategy is the continuation of lobbying the State Government on the importance of the road access through St Marys pass.

2.3 BREAK O'DAY TRANSPORT MASTERPLAN (UNDER DEVELOPMENT)

The Break O'Day Transport Masterplan is currently under development and is shortly due for release. The transport masterplan will provide overarching guiding principles and infrastructure solutions to the management of the movement of people and goods through the region over the next 20 years. Figure 2.3 details the transport objectives of the masterplan.



Source: Draft Transport Master Plan 2012 -2017, Break O'Day Council

Figure 2.3: Break O'Day Transport Master Plan Objectives

Key strategies for St Helens identified in the draft masterplan are shown in Figure 2.4.

BITZIOS



Source: Draft Transport Master Plan 2012 -2017, Break O'Day Council

Figure 2.4: Break O'Day Transport Master Plan – St Helens Actions

2.4 ST HELENS STRUCTURE PLAN

The St Helens and Surrounds Structure Plan provides some general objectives and recommended actions that should be incorporated into transport planning projects within the region. These include:

Objectives

- 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;
- Ensure the town centre is accessible for all people, including those using wheelchairs and personal mobility devices;
- Protect airport operations; and
- Provide for expanded airport operations.

Recommended Actions

- Explore measures to reduce conflicts in the town centre through the St Helens Traffic and Parking Strategy;
- Investigate whether Reids Road should be utilised as the main access road to Binalong Bay through the Break O'Day Transport Masterplan;
- Investigate options to expand the airport, and investigate whether a buffer should be provided around the airport to avoid conflicts between sensitive uses and airport operations as part of the Airstrip Redevelopment Feasibility Study;
- Develop a bus shelter with timetable information for the bus services and community transport information;
- Complete the walking and cycling track from St Helens to Binalong Bay; and
- Complete the walking and cycling track from St Helens to Akaroa.

3. EXISTING ISSUES

3.1 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, Figure 3.1 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. There are potential opportunities to reduce local traffic movements away from Cecilia Street by improving routes around the town centre via Georges Bay Esplanade and Medea Street. This will be further considered in the development of the longer term masterplan by promoting the development of the Esplanade.



Figure 3.1: St Helens Existing Road Hierarchy

3.2 TRAFFIC VOLUMES

A summary of the existing traffic volumes (2012) are shown in Figure 3.2. The traffic volumes were based on 2011 traffic surveys provided by Council and DIER. The counts were seasonally adjusted to peak (January) and off-peak (June) periods and increased by 1.25% per annum to reflect 2012 peak traffic conditions.



Figure 3.2: 2012 Peak and Off Peak Daily Traffic Volumes

Figure 3.2 shows that the traffic volumes within the town centre is 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 Medeas 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.

3.3 CRASH ANALYSIS

Crash data for a five year period between 2006 and 2011 was provided by DIER. Figure 3.3 to Figure 3.8 provides a summary of the key crash trends.



Figure 3.3: Crash by Type (St Helens North)





Figure 3.4: Crash by Time of Year (St Helens North)



Figure 3.5: Crash by Severity (St Helens North)

The crashes in St Helens Town Centre are mainly manoeuvring crashes resulting in property damage only. There are 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.



Figure 3.6: Crash by Type (St Helens South)



Figure 3.7: Crash by Time of Year (St Helens South)



Figure 3.8: Crash by Severity (St Helens South)

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.

3.4 TRAFFIC ISSUES

3.4.1 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. Strategies should be developed that focus on creating a supporting street frame network to improve traffic circulation and potentially improving 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. Figure 3.9 shows 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 Figure 3.9, is a suggestion that will improve connectivity whilst also provide an alternative to the Quail Street / Cecelia Street intersection during congested periods.





Figure 3.9: Traffic Network Opportunities

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.

3.4.2 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. Figure 3.10 shows some of the above issues on Cecilia Street.





Figure 3.10: Cecilia Street Traffic Issues

Traffic issues in Cecilia Street 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.

3.4.3 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. Figure 3.11 shows the existing Cecilia Street / Quail Street intersection.





Figure 3.11: Cecilia Street / Quail Street Layout

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

3.4.4 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. Figure 3.12 shows the locations of these intersections with estimated PM peak turn counts based on link volumes provided by Council. Assumptions made to establish these PM peak turn volumes were as follows:

- 40% northbound / 60% southbound on the Tasman Highway;
- 70% turning north / 30% turning south from side streets;
- 70% in / 30% out from the side streets; and
- Peak hour volumes are based on 10% of the daily volumes.





Figure 3.12: Tasman Highway Intersections – Estimated PM Peak Hour Volumes

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.

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. Figure 3.13 details the Tasman Highway right turn treatment warrants.



Figure 3.13: Tasman Highway – Right Turn Warrants

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).

Due 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.

3.4.5 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.

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.



3.4.6 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
- Arganaut Road / Hills Road.

3.4.7 Foreshore Access

Access to the foreshore via Georges Bay Esplanade and Cecilia Street has poor signage and lacks legibility and direction. 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 structure plan currently under development suggests a layout as shown in Figure 3.14 below, however it still 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.



Source: St Helens and Surrounds Structure Plan – 18-03-13, Urbis.

Figure 3.14: Structure Plan (Urbis, 2013)

Figure 3.15 shows some of the intersection layouts and sight distance issues. The blue boat docked adjacent to the Georges Bay bridge has a substantial impact on sight distance for through traffic. This boat should be prohibited from docking at this location. Figure 3.15 also show narrow lane widths with road side hazards. This offers minimal room available for pedestrian/cyclists to safely share the road.



Figure 3.15: Tasman Highway Intersection Sight Distance Issues

3.5 PARKING

3.5.1 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. Figure 3.16 shows the typical parking utilisation in the seasonal off-peak (September).





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 for 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.



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 and will need to be further considered in overflow parking locations.

3.5.2 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 with a dish drain 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 slowly parking 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. Figure 3.17 shows the various on-street parking configurations used in the town centre.



Figure 3.17: Parking Configurations

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.

3.5.3 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.

3.6 PEDESTRIANS/CYCLISTS

3.6.1 Pedestrians

Pedestrian footpaths along the 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. A strategy to increase development on the esplanade and improve pedestrian amenity will assist with addressing this issue. Figure 3.18 shows typical footpaths used along the main town centre streets.



Figure 3.18: Town Centre Footpaths

3.6.2 Pedestrian Issues

Pedestrians issues generally relate to the town centre as this is the 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 Figure 3.19.



Figure 3.19: Poor Footpath Widths

It is recommended that Council restrict footpath displays in these reduced width areas or work with business owners to develop a compromise.

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. Figure 3.20 shows the location of the crossing.



Figure 3.20: Pedestrian Crossing

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.

Another concern for pedestrians is during the night where poor lighting can contribute to safety and security issues. It is recommended to provide additional lighting in higher pedestrian activity areas including intersections and pedestrian crossings.

3.6.3 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 a high majority of the existing users of cycling paths.

The St Helens Central IGA has provided some bicycle parking facilities as shown in Figure 3.21 below. Should cycle infrastructure be improved in St Helens, improvements to 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.





3.6.4 Cycling Issues

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*. This manual provides guidance in relation to directional signage principles, implementation process and includes a suite of directional signage for use on cycleways.



All cycle infrastructure should be designed in accordance with *Austroads: Guide to Road Design.*

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.

There are currently reasonably good trails along the Tasman Highway which provide for mountain bike users, however in the long term this should be upgraded to asphalt/concrete shared pathways to provide for all users.



3.6.5 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 3.22 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.



Source: Google Maps, Australia Figure 3.22: Discontinuous Crossing

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 Medias Cove Road is misleading, appearing to exist on private land, forcing pedestrians/cyclists onto the roadway. Figure 3.23 shows the pathway adjacent to the Tasman Highway to the south of the town centre.





Figure 3.23: Beauty Bay Walkway

Currently there are plans to further connect and upgrade shared paths from St Helens town centre to both Akaroa via Stieglitz as well as to Binalong Bay as shown in Figure 3.24 from the proposed draft structure plan.



Source: St Helens and Surrounds Structure Plan -18-03-13, Urbis.

Figure 3.24: Proposed Cycle Routes - Structure Plan (Urbis, 2013)

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 associated as a result question their benefit and viability. The St Helens to Binalong Bay route is approximately 10km's 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.

3.7 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. Figure 3.25 shows the two different locations.



Source: Google Maps, Australia

Figure 3.25: Bus Stop 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 during the peak seasonal periods providing a local mini bus service that connects these centres 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.

3.8 LAND USE

Current residential development is continuing to sprawl. The urban footprint should be set, with urban consolidation promoted within the town centre. This will promote urban renewal, and through developer contributions provide opportunities to improve the public domain. Strong planning controls in this regard will also assist with promoting non-car based models of transport in the future.

Introduction of residential units into the town centre will assist with improving the night-life through the additional demand for extended hours of retail uses.

3.9 EXISTING ISSUE SUMMARY

Bitzios Consulting was requested to provide an existing conditions traffic report that summarises the traffic network in terms of operating efficiency, safety and connectivity. The recommendations from this report will provide an input towards the development of the final urban design strategy and masterplan.

The key findings from the existing issues assessment are as follows:

- The Regional Land Use Strategy of Northern Tasmania (RLUSNT) places an emphasis on the need to better integrate transport and land use planning as well as encouraging sustainable modes of transport through integrated transport strategies.
- RLUSNT identifies St Helens as a 'district centre' which is described as a town providing a high concentration of businesses, supporting a local workforce with local amenities including employment generating land uses, education, sporting and health facilities, churches, community services and administration offices.



- The Break O'Day Tourism Development Strategy identified that a key strategy for St Helens is to improve traffic management and reduce the impact of caravan and RV's. The strategy also discusses developing initiatives that provide 'year round' benefits and lobbying the State Government on the importance of the road access through the St Marys pass.
- The road hierarchy in St Helens is a typical grid pattern in the commercial centre with the collector roads feeding onto the Tasman Highway / Cecilia Street. There are opportunities to reduce local traffic movements away from Cecilia Street by improving routes around the town centre via Georges Bay Esplanade. This should be further considered in the development of the longer term masterplan by promoting the development of the Esplanade. 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. 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. This is also considered to be beneficial to the DIER as it will potentially improve traffic flow through St Helens for freight and general through traffic.
- The traffic volumes within the town centre are relatively low with traffic congestion mainly due to
 parking manoeuvring. The Cecilia Street / Circassian Street intersection, Cecilia Street / Quail Street
 intersection and the Tasman Highway / St Helens Point Road intersection are most likely to be affected
 by traffic impacts in the coming years.
- Cecilia Street could potentially be improved by:
 - additional and improved directional and priority signage;
 - providing turn treatments where warranted; and
 - providing cycle lanes and/or pedestrian crossing improvements to reduce lane widths and act as traffic calming measures.
- The Tasman Highway to the south of the town centre includes a number of T-intersections with local and collector roads as well as concealed driveways/entrances. There are no turn treatments at any of these intersections and due to the meandering nature or the roadway there are sight distance restrictions that introduce safety concerns. Turn treatments are warranted at some of these intersections, however due the geographical constraints of the roadway, turn treatments may not be a viable solution at some locations and therefore a reduction in the speed limit with more cautionary signage and advanced warning signs may improve safety.
- Parking is generally underutilised, however in peak seasonal periods it is understood that parking can be an issue. There are an adequate number of bus and caravan/RV parking spaces provided in the seasonal off peak period. Overflow parking areas may also need to accommodate caravan and RV parking areas in peak periods.
- On-street parking configurations are generally inconsistent and in many locations may not comply with standards. On Cecilia Street, on-street parking is included without kerbs. In some locations bollards have been used to distinguish parking areas from the footpaths. As a result there is a clutter of bollards throughout the area.
- Parking strategies and opportunities include:
 - provide for overflow parking during these periods;
 - time restricting premium locations and creating higher turnover parking areas;
 - improve parking signage to direct motorists to parking areas from all the major approaches to the town centre; and
 - creation of a developer contributions scheme to support the increases in public car parks;
 - the high cost involved in re-configuring 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 parking kerbing and guttering should be updated to provide an adequate roadway cross section that meets compliance. All new on-street parking areas should not be designed without appropriate kerbs and gutters.
- During peak seasonal periods pedestrian movements across Cecilia Street (Tasman Highway) may
 cause some safety concerns. Pedestrian footpaths along the Cecilia Street in many locations are at
 the same grade as the on-street parking bays and drive way crossovers with bollards and different
 pavements used to distinguish between them.
- Pedestrian issues are primarily within the town centre where the majority of pedestrian activity takes place. There are sections of narrow footpaths and a general lack of pedestrian crossings provisions



across Cecilia Street. Poor lighting is also a concern for pedestrians and can contribute to safety and security issues.

- The key cycle issues mainly relate to the lack of cycle provisions throughout St Helens including lack of continuity of the foreshore cycleway, poor signage, pathway conditions and delineation for on-road cyclists.
- 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. The connectivity of walk and cycle paths to other areas outside of the town centre is
 generally poor. Providing a pedestrian / cycle route between St Helens and St Helens Point Road
 should be a priority in the short term with further connection to Stieglitz, Akaroa and Binalong Bay in
 the longer term.
- Pedestrian, cycling and public transport strategies, opportunities and considerations include:
 - restrict footpath displays to provide sufficient footpath widths;
 - provide more frequent formal pedestrian crossing facilities across Cecilia Street to assist pedestrians and calm traffic;
 - provide additional lighting in higher pedestrian activity areas including intersections and pedestrian crossings;
 - 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;
 - investigate opportunities to incorporate on-road cycle lanes on Cecilia Street;
 - upgrade and complete the shared pathway between St Helens and St Helens Point Road as a short term priority; and
 - investigate opportunities to provide local bus services connecting local centres such as St Helens, Binalong Bay, Stieglitz / Akaroa and Scamander during the peak seasonal periods.
- Urban consolidation within the town centre will promote urban renewal and in conjunction with developer contributions will provide opportunities to improve the public domain and increase the proportion of non-car based trips. An increase in walking and cycling movements within the town centre will increase its vibrancy and overall attractiveness, which will ultimately increase the demand for a greater level of re-development.

4. **GUIDING TRANSPORT PRINCIPLES**

4.1 **OVERVIEW**

St Helens currently experiences traffic and parking issues during peak holiday periods, particularly during the summer months. The provision of suitable infrastructure levels is subsequently challenging given the broad range of utilisation expected across the year.

Regardless of the annual traffic profile, there are a number of fundamental transport principles that should be deployed for the St Helens District Centre. These principles have been targeted towards addressing key existing issues experienced 'all year round' which will benefit the town during both 'peak' and 'off-peak' periods.

The key principles are aligned with regional strategies and are suggested as follows:

- 1. Better manage road safety;
- 2. Better manage the urban footprint;
- 3. Improve bus access;
- 4. Improve the coastal cycleway;
- 5. Separate traffic types;
- 6. Create a place for pedestrians;
- 7. Improve parking legibility; and
- 8. Improve signage.

The above key principles are discussed in further detail in the following sections:

4.2 BETTER MANAGE ROAD SAFETY

As traffic continues to grow on the Tasman Highway and adjacent development areas, the road safety condition along a number of key intersections are likely to further diminish. Council, in conjunction with DIER, will soon be required to undertake preliminary planning to conduct localised road widenings to facilitate necessary intersection upgrades. Figure 4.1 shows two locations that would benefit from localised road widening. Lawry Heights Drive is also likely to require a right turn pocket, however already contains a wider pavement area which is likely to be less problematic.



Figure 4.1: Intersection Upgrade Requirement Examples

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 Street. This will also require consideration when considering the road widening needs for the various intersection upgrades along the entire corridor.

4.3 BETTER MANAGE THE URBAN FOOTPRINT

Currently development appears to be occurring sporadically with the majority of developments taking the form of low-density holiday home style accommodation. Urban consolidation is recommended to be encouraged ahead of a continual increase in urban sprawl. Increased densities around key nodes would provide improved opportunities for introducing viable public transport and walk/cycle alternatives.

It is recommended that a series of 'villages' 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. Given the current economic climate, the focus of re-development should reside with the St Helens Town Centre, with the 'village' concept providing a longer term solution to manage population growth.

The planning controls within the St Helens Town Centre should be incentivised to encourage the shorter term densification of mixed uses within the retail/commercial zone.



The suggested 'village' centres approach is shown in Figure 4.2.

Figure 4.2: Suggested Villages Concept

The suggested longer term village concept highlights opportunities to consolidate cycle movements to a single crossing point on the Tasman Highway from the two main southern proposed village centres. This reinforces the priority to build the first stage of the Foreshore Cycleway from Lawry Heights Drive to St Helens, inclusive of a formal pedestrian/cycle crossing facility at that location.

Given the large amount of campervan and caravan associated with the 'Big 4' caravan park at this location, the installation of either a channelized right turn facility with a staged pedestrian/cycle crossing incorporated or a signalised intersection could be warranted in the longer term.

The longer term 'village' structure will also assist with efficiently managing the provision of appropriate footpath infrastructure for an ageing community.

4.4 IMPROVE BUS ACCESS

Aligned with the State Government's Regional Strategy for St Helens, it is suggested to utilise the 'village centre' approach to implement a local bus service (as shown in Figure 4.2) and encourage a reduced reliance on private motor vehicle use. It is envisaged that the bus frequencies could be increased during the summer months and branding and funding opportunities investigated to support the service.

It is also suggested that the bus stops in St Helens be relocated and upgraded to reside in close proximity to the main retail / commercial area (refer Section 4.7).

4.5 UPGRADE THE COASTAL CYCLEWAY

The Coastal Cycleway will provide a 'spine' for cycle movement from multiple village centres into St Helens. Figure 4.2 and Section 4.3 re-iterates the importance of providing a connected foreshore cycleway between Lawry Heights Drive and the St Helens Town Centre, where high quality end of trip facilities should exist.

A 'second' priority would be to extend the cycleway to St Helens Point Road with an ultimate connection to Steiglitz or Binalong Bay to the north unlikely to occur for many years due to the expected return on investment and constructability issues.

The proposed higher priority section between Lawry Heights Drive and the St Helens Town Centre should be supplemented with appropriate cycleway signage. Feeder cycle facilities from adjacent village centres should be also implemented as a 'second' priority to the main cycleway facility proposal.

4.6 SEPARATE TRAFFIC TYPES

The retail / commercial area currently resides along the main road (Cecilia Street) which is problematic form both a traffic efficiency and road safety perspective, particularly during peak periods. The main pressure areas noticed is the Circassian Street intersection and the Quail Street intersection. The current retail / commercial area also does not integrate, consolidate or encourage movement with the foreshore area.

It is suggested to separate 'through' and 'local' traffic within the retail/commercial area by promoting the use of the 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. Figure 4.3 introduces minor refinements to the current draft structure plan to better separate 'through' traffic (cars and trucks) and local traffic (pedestrians/cars/cyclists).



Figure 4.3: Proposed Town Centre Structure Plan Revisions

4.7 CREATE A PLACE FOR PEDESTRIANS

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. Pedestrian movements subsequently are 'dispersed' resulting in a reduced level of vibrancy. Consolidation of retail uses within the town centre will create a vibrant active space, particularly if it is in an area where pedestrian movement dominates vehicle movement.

Intensifying the retail/commercial zone to the east as shown in Figure 4.3 results in an opportunity to create a strong concentrated 'pedestrian' place, with good connections to a 'high quality' foreshore precinct. There is also opportunity to promote tourist accommodation to the immediate south (south of Circassian Street), directly opposite the foreshore open space area.

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.

4.8 IMPROVE PARKING LEGIBILITY

Access to the current formal off-street parking areas contains limited directional signage. Any signage that does exist is typical placed at an incorrect location or is obscured by parked vehicle / vegetation.

It is suggested that a signposting strategy be deployed to improve parking legibility. Furthermore, the signposting strategy should aim at encouraging motorists from the north to park in the northern areas and motorists from the south to parking in the southern car park areas. This is done to reduce the level of traffic driving through the town centre searching for a car space.

The current on-street car park configuration should also be reviewed and a more standardised approach should be considered for Cecilia Street, providing longer term opportunities to implement 'no stopping' areas during peak periods/seasons to enable cars to safely pass turning traffic.

Parking policy should incentivise developers to contribute towards public car space provisions to improve cross-utilisation and improve Council's ability to manage its use in the future. These spaces would be provided in lieu of private spaces.

Figure 4.4 shows the current main parking areas and high level strategy for promotion of access.



Figure 4.4: Parking Legibility Improvements

4.9 **IMPROVE SIGNAGE**

There is current confusion by signage that exists with traffic entering from the south facing a St Helens Point Road sign, with no other advice given to guide motorists towards the town centre. Signage should also be provided to safely guide motorists back into the town centre once passed, to address current u-turn safety concerns. The implementation of the Bowen Street extension could assist in that regard.

It is recommended for the directional signage to the town centre to be reviewed. Within the town centre area, signage should be provided to guide motorists to the key parking areas. Signage should also be provided to guide tourists to the information centre (which would be best located in the proposed intensified retail / commercial area). Intersection direction signage should also be provided to be 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.

Cycleway signage is also not consistent with DIER guidelines and will require enhancement as part of any foreshore cycleway upgrade. Cycleway signage from the proposed (long term) village centres to the town centre would also be encouraged.

5. STAKEHOLDER CONSULTATION

5.1 COUNCIL SITE INSPECTION

A site inspection was conducted with Council officers on 3rd and 4th 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 relating to an under-supply of parking and a general lack of parking guidance signposting.

5.2 COMMUNITY ENGAGEMENT

A community engagement forum was conducted on 20 March 2013 between 5pm and 6.30pm at the St Helens Foreshore car park.

The key issues raised from the forum is summarised in Table 5.1.

Table 5.1:Community Comments

#	Comment
1	 Lack of u-turn facility for tourists travelling in a northbound direction; General poor intersection alignments, promoting faster turning speeds; Need for improved signage.
2	 Concern with right turn difficulty out of Quail Street with offset centre medians.
3	 Encouraged by Esplanade improvements proposed; Need to open 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.
4	 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.

5.3 CONSULTATION WITH DIER

A meeting was held with a DIER transport planning representative of 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.



6. IMPLEMENTATION PLAN

The key items for implementation have been separated into Short Term (1-3yrs) actions, Medium Term (3yrs-10yrs) actions and Long Term (>10yrs) actions. Indicative costings have been provided for the Short Term and Medium Term items.

Each recommendation has been categorised as follows:

CW – Cycling and Walking

P – Parking

T – Traffic Infrastructure

L – Land Use Planning

B - Bus

The key recommendations for implementation are included in the tables below.

Table 6.1: Short Term Actions (1-3yrs)

Item#	Action	Cost (\$ 2013)	Sketch Reference
L.01	Introduce Parking Policy to better manage development proposals.	-	-
L.02	Introduce incentives to encourage developers to contribute to public car parks in lieu of private spaces	-	-
L.03	Provide mechanism for parking contributions for provision short falls as part of any development proposal	-	-
L.04	Relocation blue boat from Georges Bay inlet	-	S-01
L.05	Promote re-development of Pendrigh Place properties to encourage commercial / retail consolidation establishing improved linkages to the foreshore	-	-
L.06	Footpaths to be upgraded within the Town Centre as developments occur.	\$530,000	S-02
L.07	Lobby for reduced speed limit on Tasman Highway from St Helens Point Road to Tully Street	-	-
L.08	Partial acquisition of property at 36a Quail Street for additional parking	\$180,000	S-03
L.09	Reduce the urban footprint	-	-
P.01	Improve parking guidance signposting	\$2,500	S-04
T.01	Improve directional signage at St Helens Point Road to include 'Town Centre' signage	\$5,000	S-05
T.02	Upgrade St Helens Point Road Intersection to include a channelised right turn bay	\$1,800,000	S-06
T.03	Improve line marking along Cecilia Street to incorporate additional pedestrian refuges and turn lanes where possible (existing width 8.5m)	\$50,000	S-08



Item#	Action	Cost (\$ 2013)	Sketch Reference
T.04	Improve line marking over the Georges Bay bridge to improve safety at Medeas Cove Road (existing width 6.5m)	\$5,000	S-01
T.05	Improve signage for traffic to safely turn around back into the town centre, when travelling north	\$5,000	S-04
T.06	Install treatment to prevent right turn movements to/from Cecilia Street between Quail Street and Circassian Street	\$35,000	S-09
T.07	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	S-10
T.08	Guardrail required for bridge north of St Helens Point Road on Tasman Highway	\$55,000	S-06
T.09	Line mark Circassian Street	\$15,000	S-08
T.24	Improve directional signage within the Town Centre	\$20,000	S-04
T.28	Install line marking and RRPMs along the Tasman Hwy between St Helens Point Road and Georges Bay bridge	\$90,000	-

Table 6.2:Medium Term Actions (3yrs-10yrs)

Item#	Action	Cost (\$ 2013)	Sketch Reference
B.01	Provide Bus Shuttle Service in peak summer months (consider Council Community Bus / Taxi service in interim)	\$100,000 p.a	-
B.02	Provide bus stops in outer areas to support a future shuttle service	\$15,000 (advertising agencies may part fund bus shelters)	-
B.03	Improve town centre bus stop and timetable (shelter with timetabling)	\$20,000 (advertising agencies may part fund bus shelters)	-
CW.01	Construct shared path (bridge) for cyclists and pedestrians across the Georges Bay inlet	\$1,000,000	S-01
CW.02	Construct shared path from Georges Bay inlet to Lawry Heights Drive	\$2,500,000	S-11, S-12
CW.03	Maintain shared path from Lawry Heights Drive to St Helens Point Road	-	-
CW.04	Improve cycleway signposting along the foreshore between St Helens Point Road and Pendrigh Place	\$25,000	S-10
CW.05	Construct shared path from Georges Bay inlet to Pendrigh Place	\$200,000	S-07, S-08, S-13
L.10	Acquisition and development agreement for pedestrian / shared road connection from Pendrigh Place to Georges Bay Esplanade	\$250,000	S-13



Item#	Action	Cost (\$ 2013)	Sketch Reference
L.11	Acquire property for improved parking access from Cecilia Street	\$150,000	S-03
L.12	Upgrade street lighting along Cecilia Street	\$100,000	-
L.13	Upgrade street lighting along Georges Bay Esplanade	\$100,000	-
L.14	Promote an alternative access to the Tasman Highway for the St Helens Point Road traffic	-	S-14
P.02	Revise foreshore parking and access	\$3,000,000	S-07, S-08, S-13
T.11	Upgrade Lawry Heights Drive intersection to include a channelised right turn bay	\$500,000	S-12
T.12	Upgrade Jason Street intersection to include a channelised right turn bay	\$1,500,000	S-11
T.13	Widen Georges Bay Esplanade to promote Binalong Bay and local traffic.	\$1,200,000	S-08
T.14	Upgrade Georges Bay Esplanade / Cecilia Street intersection	\$200,000	S-08
T.15	Revise the Quail Street / Cecilia Street intersection to remove the offset medians	\$200,000	S-16
T.16	Construct additional parking to the north of Quail Street	\$2,000,000	S-03
T.17	Construct access from Cecilia Street to the car park north of Quail Street	\$250,000	S-03
T.18	Upgrade Cecilia Street / Tully Street intersection	\$5,000	S-15
T.19	Line mark and provide central refuge area and turn bays along Quail Street	\$30,000	S-16

Table 6.3: Long Term Actions (>10yrs)

ltem#	Action	Sketch Reference
B.04	Provide Bus Shuttle Service all year round	-
CW.06	Construct Pedestrian Mall or Shared Road from Pendrigh Place to Georges Bay Esplanade	S-13
L.15	Partial acquisition of property on 49 Quail Street and relocate information centre to the foreshore to enable the Bowen Street extension.	S-03
L.16	Upgrade street lighting along Tasman Highway from St Helens Point Road to Georges Bay Bridge	-



ltem#	Action	Sketch Reference
L.17	Introduce village concept to promote public transport, cycling and walking	-
L.18	Acquire properties for rear service lane network north of Quail Street	S-03
P.03	Re-configure parking bays on Cecilia Street and Quail Street to a more standardised approach (ie four lane cross-section)	-
T.20	Construct the Bowen Street extension	S-03
T.21	Re-align Bowen Street and Groom Street intersection	S-09
T.22	Widen road formation along Tasman Highway between St Helens Point Road and Georges Bay Bridge to enable edge line marking and sealed shoulder	-
T.23	Re-configure line marking and modify kerbs between Georges Bay Bridge and Georges Bay Esplanade	-
T.25	Construct rear service lane network north of Quail Street	S-03
T.26	Roundabout Bowen Street / Quail Street	S-03
T.27	Roundabout Bowen Street / Groom Street	S-09



APPENDIX A

IMPROVEMENT SKETCHES

.































