

# NOTICE OF MEETING



## TRANSPORT ADVISORY COMMITTEE MEETING

A Transport Advisory Committee Meeting of Byron Shire Council will be held as follows:

Venue	<b>Conference Room, Station Street, Mullumbimby</b>
Date	<b>Thursday, 10 March 2016</b>
Time	<b>9.00am</b>

A handwritten signature in black ink, appearing to read 'Phillip Holloway', is located below the meeting details.

Phillip Holloway  
Director Infrastructure Services

I2016/207  
Distributed 04/03/16

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## CONFLICT OF INTERESTS

**What is a “Conflict of Interests”** - A conflict of interests can be of two types:

**Pecuniary** - an interest that a person has in a matter because of a reasonable likelihood or expectation of appreciable financial gain or loss to the person or another person with whom the person is associated.

**Non-pecuniary** – a private or personal interest that a Council official has that does not amount to a pecuniary interest as defined in the Local Government Act (eg. A friendship, membership of an association, society or trade union or involvement or interest in an activity and may include an interest of a financial nature).

**Remoteness** – a person does not have a pecuniary interest in a matter if the interest is so remote or insignificant that it could not reasonably be regarded as likely to influence any decision the person might make in relation to a matter or if the interest is of a kind specified in Section 448 of the Local Government Act.

**Who has a Pecuniary Interest?** - a person has a pecuniary interest in a matter if the pecuniary interest is the interest of the person, or another person with whom the person is associated (see below).

**Relatives, Partners** - a person is taken to have a pecuniary interest in a matter if:

- The person's spouse or de facto partner or a relative of the person has a pecuniary interest in the matter, or
- The person, or a nominee, partners or employer of the person, is a member of a company or other body that has a pecuniary interest in the matter.

N.B. “Relative”, in relation to a person means any of the following:

- (a) the parent, grandparent, brother, sister, uncle, aunt, nephew, niece, lineal descends or adopted child of the person or of the person's spouse;
- (b) the spouse or de facto partners of the person or of a person referred to in paragraph (a)

**No Interest in the Matter** - however, a person is not taken to have a pecuniary interest in a matter:

- If the person is unaware of the relevant pecuniary interest of the spouse, de facto partner, relative or company or other body, or
- Just because the person is a member of, or is employed by, the Council.
- Just because the person is a member of, or a delegate of the Council to, a company or other body that has a pecuniary interest in the matter provided that the person has no beneficial interest in any shares of the company or body.

### Disclosure and participation in meetings

- A Councillor or a member of a Council Committee who has a pecuniary interest in any matter with which the Council is concerned and who is present at a meeting of the Council or Committee at which the matter is being considered must disclose the nature of the interest to the meeting as soon as practicable.
- The Councillor or member must not be present at, or in sight of, the meeting of the Council or Committee:
  - (a) at any time during which the matter is being considered or discussed by the Council or Committee, or
  - (b) at any time during which the Council or Committee is voting on any question in relation to the matter.

**No Knowledge** - a person does not breach this Clause if the person did not know and could not reasonably be expected to have known that the matter under consideration at the meeting was a matter in which he or she had a pecuniary interest.

### Participation in Meetings Despite Pecuniary Interest (S 452 Act)

A Councillor is not prevented from taking part in the consideration or discussion of, or from voting on, any of the matters/questions detailed in Section 452 of the Local Government Act.

**Non-pecuniary Interests** - Must be disclosed in meetings.

There are a broad range of options available for managing conflicts & the option chosen will depend on an assessment of the circumstances of the matter, the nature of the interest and the significance of the issue being dealt with. Non-pecuniary conflicts of interests must be dealt with in at least one of the following ways:

- It may be appropriate that no action be taken where the potential for conflict is minimal. However, Councillors should consider providing an explanation of why they consider a conflict does not exist.
- Limit involvement if practical (eg. Participate in discussion but not in decision making or vice-versa). Care needs to be taken when exercising this option.
- Remove the source of the conflict (eg. Relinquishing or divesting the personal interest that creates the conflict)
- Have no involvement by absenting yourself from and not taking part in any debate or voting on the issue as if the provisions in S451 of the Local Government Act apply (particularly if you have a significant non-pecuniary interest)

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## RECORDING OF VOTING ON PLANNING MATTERS

### Clause 375A of the Local Government Act 1993 – Recording of voting on planning matters

- (1) In this section, **planning decision** means a decision made in the exercise of a function of a council under the Environmental Planning and Assessment Act 1979:
  - (a) including a decision relating to a development application, an environmental planning instrument, a development control plan or a development contribution plan under that Act, but
  - (b) not including the making of an order under Division 2A of Part 6 of that Act.
- (2) The general manager is required to keep a register containing, for each planning decision made at a meeting of the council or a council committee, the names of the councillors who supported the decision and the names of any councillors who opposed (or are taken to have opposed) the decision.
- (3) For the purpose of maintaining the register, a division is required to be called whenever a motion for a planning decision is put at a meeting of the council or a council committee.
- (4) Each decision recorded in the register is to be described in the register or identified in a manner that enables the description to be obtained from another publicly available document, and is to include the information required by the regulations.
- (5) This section extends to a meeting that is closed to the public.

**BYRON SHIRE COUNCIL**  
TRANSPORT ADVISORY COMMITTEE MEETING

**BUSINESS OF MEETING**

- 1. APOLOGIES**
- 2. DECLARATIONS OF INTEREST – PECUNIARY AND NON-PECUNIARY**
- 3. ADOPTION OF MINUTES FROM PREVIOUS MEETINGS**
  - 3.1 Transport Advisory Committee Meeting held on 1 December 2015
- 4. BUSINESS ARISING FROM PREVIOUS MINUTES**
- 5. STAFF REPORTS**

**Infrastructure Services**

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| 5.3 | Byron Transport Information Day .....                                   | 60 |

**STAFF REPORTS - INFRASTRUCTURE SERVICES**

**Report No. 5.1 Outstanding Resolutions - Transport Advisory Committee**

**Directorate:** Infrastructure Services

**Report Author:** Simon Bennett, Traffic and Transport Planner

**File No:** I2016/193

**Theme:** Community Infrastructure  
Local Roads and Drainage

**Summary:**

On 4 February 2016, Council resolved as follows:

**Res 16-038** *That Council note the Transport Advisory Committee was provided a list of outstanding Council Resolutions, relating to the Committee's work and an update will be provided at the March 2016 Committee meeting.*

This report provides such update, for both the outstanding or active resolutions of Council which were resolved due to a recommendation or report of the Transport Advisory Committee (hereon referred to as TrAC).

The relevant part of each resolution is reproduced and discussed further below, along with proposed actions to complete each. The following summary table highlights the matters discussed in this report or its attachments.

Table 1: summary of outstanding or active TrAC resolutions

NB: TfNSW = Transport for NSW

Resolution	Origin (report title & file)	Proposed action
14-409	Proposed Bike Plan Project Prioritisation (#E2014/40547)	To be part of the suite of documents that forms Council's Transport Strategy. See separate report I2016/194
14-565, Pt 2	Suffolk Park to Byron Bay cycleway and other priority bike projects (#E2014/61678)	Committee input sought on priorities noting project delivery superseded by 15-131. Res Completed.
14-565, Pt 3	TfNSW CPTIGS Funding for bus shelter	Completed. Update provided.
14-565, Pt 4	Local Government Safety Infrastructure Program 2015/16 Funding - Road Safety	Completed. Update provided.
13-469 (b)	Byron Bay Pedestrian Projects and Audits (E2013/54100)	Committee input sought.
15-528, parts 4 and 5	Pay parking: exemption policy and Butler St Reserve	To be part of the resolved 6-month pay parking review
16-037	TfNSW proposal, Byron Bay bus/coach interchange (I2015/1426)	A further verbal update will be provided
16-040	Calls for report on development of Council's Transport Strategy	See separate 10 March 2016 TrAC report, file I2016/194
16-041	Pacific Highway T2E Upgrade update	A further verbal update will be provided

**RECOMMENDATION:**

**1. That Council note that the Transport Advisory Committee regard the following as completed:**

**(a) Resolution 14-409, on the proviso it informs the development of Council's bike plan which is to be drafted and subject of consultation during 2016 and to be concluded during the 2016/17 financial year;**

**(b) Resolution 14-565, on the basis that Part 2 is continued and superseded as follows:**

**(i) Broken Head Road, Suffolk Park (bike plan project no. 73) is given priority for design, costing, consultation and funding, with options to be reported back to the Committee at the next meeting for the development of continuous cycleway link between Suffolk Park and Byron Bay which follows the road corridor;**

**(ii) two Bangalow projects, being Rafton's Road for an off-road path (bike plan project no. 43) and a path adjacent to Lismore Road, from Rifle Range Road to town (project no. 40), are developed with a project scope to assist determine their priority, cost and community acceptance, plus assist with the Bangalow master plan (place making) process to be undertaken 2016;**

**(iii) the bike plan review includes a revision of those projects within Council's s94 contributions plan; and**

**(iv) by those projects to be undertaken as per Resolution 15-131.**

**(c) Resolution 13-649, subject to the undertaking of the pedestrian and cyclists counts described and reported back to the next Committee meeting;**

**(d) Resolution 15-528, the completion of which will be subject of the Council report which reviews the first 6-months of Byron Bay pay parking; and**

**(e) Resolutions 16-037, 16-038, 16-040 and 16-041.**

**Attachments:**

- |     |  |
|-----|--|
| 1   | Resolution 15-131 - PAMP and Bike Projects, E2016/13588 , page 17                        |
| 5 2 | Pay Parking Review - exemption criteria and Butler Street Reserve, E2016/13631 , page 20 |

**Report**

This report provides an update and seeks to complete both the outstanding or active resolutions of Council which were resolved due to a recommendation or report of the Transport Advisory Committee (hereon referred to as TrAC).

The relevant part of each resolution is reproduced and discussed further below, along with proposed actions to complete each.

**Resolution 14-409 – Proposed Bike Plan Project Prioritisation (#E2014/40547)**

This resolution resulted from the report (E2014/40547) as tabled to the TrAC meeting held 24 June 2014, which in turn was subsequently reported to Council (E2014/41551) on 28 August 2014 who resolved as follows:

***14-409 Resolved (in part):***

*2. That in relation to Report No. 4.1 - Proposed Bike Plan Project Prioritisation (#E2014/40547), Council adopt:*

*Committee Recommendation TrAC 4.1*

*1. That Council note the work being undertaken by the Transport Advisory Committee in regard to reviewing the bike plan.*

*2. That the Bike Plan be reviewed with the following strategic considerations:*

*a) Support commuters on key strategic routes, including:*

*i) inter-town routes Suffolk - Byron, Byron - Sunrise/Ewingsdale and Mullumbimby - Brunswick Heads.*

*ii) intra-town routes Tallowood to Mullumbimby town centre and Bangalow outskirts to Bangalow town centre*

*b) the need for flexibility to allow for changing priorities as grant funding or Section 94 - Infrastructure Renewal funding opportunities arise.*

*c) clear performance indicators to be included.*

*4. That the potential use of Railway corridor lands be incorporated into consideration of the bike plan.*

*5. That resolution (10-142) of 11 March 2010 continue to be considered within the bike plan review.*

As the above namely relates to the development of a new and revised bike plan, discussion on this matter is continued in the accompanying 10 March 2016 Agenda report regarding strategic transport development (see I2016/194).

Committee input however is sought in regard to a specific project that has taken precedence based on the following resolution 14-565 which seeks to deliver “a predominantly on-road cycleway along Bangalow Road, Byron Bay from Browning Street to Old Bangalow Road”.

**Resolution 14-565 – seek funding for pedestrian, bike and road safety projects**

This resolution resulted from the TrAC Agenda (E2014/60659) and meeting held 23 September 2014, which in turn was subsequently reported to Council (E2014/67424) on 30 October 2014 who resolved as follows, noting the three (3) parts of the resolution relevant to the Committee are listed and discussed.

***14-565 Resolved (in part):***

*2. That in relation to Report No. 4.1 - Proposed Pedestrian and Cycleway projects for RMS funding 2015-16 (#E2014/61678), Council adopt:*

*Committee Recommendation TrAC 4.1*

*a) That Council support the nomination of the following projects for RMS cycleway and pedestrian funding, which if successful will be delivered in 2015/16 and require 50% contribution from Council:*

*i) a predominantly on-road cycleway along Bangalow Road, Byron Bay from Browning Street to Old Bangalow Road, which is to be consulted upon, constructed and costed as per Council design plan number 2045 and is undertaken as stage one of a three staged Suffolk Park -Byron Bay cycleway*

*ii) stage one of a three staged project for shared path on New Brighton Road, Ocean Shores extending approximately 130m north of the existing shared path at Redgate Road*

*iii) improved path on east side of Tweed Street, Brunswick Heads connecting to new kerb ramps at Fingal Street; and*

*iv) removal of steps on Ashton Street, Bangalow at Byron Street and replacing with new path and ramp*

*b) That Council nominate the shared path on Lismore Road, Bangalow, from Reading Bridge to Rifle Range Road for RMS cycleway and pedestrian planning funding for 2015/16, with the view of applying for construction funding for 2016/17 (based on 100% contribution from RMS).*

*c) That the projects be nominated to meet RMS 30 September 2014 deadline, on the proviso they remain subject to a further report to Council in 2014 seeking Council endorsement and providing costings for the 2015/16 budget*

*d) That the other projects listed within this report (#E2014/61678) be further developed for future funding consideration and report to Council, namely those in Table 2 and stages two and three of the Suffolk Park-Byron Bay cycleway project*

Projects listed within Part (a), at (ii), (iii) and (iv), are part of the current year delivery program and discussed briefly below and outlined at Attachment 1 as part of a subsequent Resolution 15-131. The remaining larger projects however are considered more strategic and discussed as follows, as is the project for Rafton's Road, Bangalow which is also outlined in the attached (Res 15-131).

**Suffolk Park to Byron Bay cycleway**

The intention of delivering “a predominantly on-road cycleway along Bangalow Road, Byron Bay from Browning Street to Old Bangalow Road” has been the focus of an engineering design and

staff priority to resolve the stage 1 issues of delivering such a facility on Bangalow Road between Old Cemetery Road (Roadhouse café / blues festival officer) and Browning Street (Green Garage). The design plan will be tabled at the meeting for review and issues to be flagged include loss of kerbside parking, transition from off to on-street and likelihood of delays due to consultation and staged funding (due to cost), noting a completed and costed design is needed to assist with any RMS funding bid to be made.

As such it is recommended the Committee consider changing priority of this staged project by instead making stage 1 focus on the section of Broken Head Road between the two Beech Drive intersections. Unlike the current stage 1 focus, this section has no current off-road facility and the constraints to providing such are considered less, which if true will result in a better return (e.g. greater length of path or bike lane) for the budget made available, which is yet to be determined. A focus on this section also provides greater opportunity to deliver a built facility and more choice as the width for either a shared path or extended road shoulders for a bike lane is more likely than elsewhere on the entire Suffolk Park-Byron Bay route. Staff will table a concept of the options at the meeting to assist with the discussion.

Lismore Road shared path, from Rifle Range Road to town.

Given Council is to embark on a master plan (place making) process for Bangalow, it is recommended this project be considered in that broader context. Doing so would also help understand the community's expectations around the use of the rail line versus a path along the road corridor.

While the project also requires an engineering design to assist with any approval or assessment required, plus it would provide confidence in any cost estimate or budget assigned, the first recommended undertaking is a proper project scope to understand the options and impacts of delivering the project. Such a scoping document would also help with community consultation and understand the expected and derived benefits or problems of such a project.

As such it is recommended this project be scoped and reported back to the Committee later this year following the Suffolk Park-Byron Bay link discussed above.

Rafton's Road, Bangalow

This project has been included in Resolution 15-131 however subsequent review indicates a dedicated budget and staging is likely required to achieve it. Therefore a similar approach to its delivery as described above for Lismore Rod is recommended.

Other bike projects as listed within report #E2014/61678

Council's s94 plan indicates which projects are considered as priority as the plan collects development contributions toward their delivery, or assists with seeking their provision by developers, for example the new hospital has delivered the shared path on Ewingsdale Road between McGettigans Lane to the east and the western hospital boundary.

Based on previous assessed priority, the projects within the s94 plan are tabled (in priority order) as below. However if adopted as recommended in this report, and discussed above, this list will change by making the following a 2016 priority for staff:

1. the delivery of projects as per Resolution 15-131;
2. Broken Head Rd, Suffolk Park (bike plan project no. 73) for design, costing, consultation and funding, with options to be reported back to the Committee at the next meeting;



3. Rafton's Road off-road path (bike plan project no. 43, and Resolved as part of 15-131) and Lismore Road (project no. 40) with a project scope developed for both to assist with the Bangalow master plan (place making) process to be undertaken 2016;

Table 2: priority of bike projects

**NB:** bike plan projects no. 72 and no. 73 form part of the above discussed Suffolk Park-Byron Bay project and bike plan no. 38 has been completed

<b>Bike plan no. &amp; project</b>
65 Shared path Browning Street from Bangalow Road to Jonson Street and to RSL 161.3m
58 Shared path Bayshore Drive from Ewingsdale Road to rail corridor 917.7m
72 Shared path Broken Head Road (western side) between Beech Drive (north) to "Byron at Byron Resort" 398.6m
76 Shared path From Broken Head Rd to Alcorn Street 683.9m (route to be determined)
73 Shared path Broken Head Road (western side) between Beech Drive north and south roundabouts 654.9m
62 On-road advisory Along Cowper Street through to Browning Street 523.6m
38 Shared path From 7 Byron Bay Rd to Bangalow Bowling Club & extension on southern side to Ferros Village entry 168.4m
43 Shared path Raftons Road from Rifle Range Rd to Lismore Road via Leslie Street 649.4m
59 Shared path Sunrise Boulevard and Julian Rocks Drive to existing path 246.2m
64 On-road advisory Along Lighthouse Road from Brooke Drive (The Pass) to Lighthouse. 1018m
15 Shared path Balemo Drive from Orana Road to Brunswick Valley Way 2,373.80m
42 Shared path Rifle Range Road from viaduct on Lismore Road to existing at Samson Street 376.1m
40 Shared path Lismore Road from Rifle Range Road to Dudgeons Lane, Industrial Estate 1078m
46 Shared path Tristania Street from Rifle Range Road to Sansom Street 168.6m
New footpath from Broken Head Road to Kalemajere Drive 420m

**14-565 Resolved (in part):**

3. That, in relation to NSW Transport CPTIGS Funding Round, Council:

a) note that the application for funding for the 2014/15 CPTIGS funding for the Beaches Caravan Park (5 - 37 Broken Head Road) was unsuccessful.

b) complete the map project which was the reason for non-success; and

c) resubmit an application for the 2014/2015 round of CPTIGS funding.

Despite the incompleteness of the mapping project, Council has since re-submitted the funding application and been successful in securing funds to build a bus shelter at the frontage of the Beaches Caravan Park (5 - 37 Broken Head Road) which is opposite the Byron Bay golf course.

Council has two (2) years to expend the funds (by March 2017) and a design plan has been developed which requires a third party review prior to construction. The funding has a requirement that an accessible audit is also undertaken so as to ensure the facility is compliant with accessibility standards.

**14-565 Resolved (in part):**

*4. That in relation to item 6.2 Local Government Safety Infrastructure Program 2015/16 Funding - Road Safety, Council:*

*a) adopt the Committee recommendation TrAC 6.2, that is Council note that the applications for the Local Government Safety Infrastructure Program 2015/16 Funding are due 31/10/14 and that staff will report eligible projects to Council for concurrence ; and*

*b) support the Management Recommendation that, as based on the staff review provided in this report (E2014/67424) submit the following for 100% funding, that is:*

*i) \$3m for the construction of a roundabout on Ewingsdale Road at Bayshore Drive, Byron Bay;*

*ii) \$3m for the construction of a roundabout at Kendall Street and the modification of the roundabout at Butler Street/Lawson Street to accommodate the creation of a second inbound lane on Shirley Street between both; and*

*iii) \$30,000 for delineation improvements on Coolamon Scenic Drive, Ocean Shores for an approximate 2km length from Mudges Road southward.*

Such a funding bid was made but proved unsuccessful. Since then Council has put funds toward the design of a roundabout for Bayshore Drive, and continue to assess the merits of a funding bid (via the annual black spot program, amongst other program when they become available) for Kendall Street.

As for the delineation improvements for Coolamon Scenic Drive, they have also been superseded and incorporated into a successful \$450,000 of funding secured from the RMS through their Safer Roads program with delivery scheduled for April/May 2016.

**Resolution 13-469**

This resolution resulted from the TrAC Agenda (E2013/53070) and meeting of 27 August 2013, which in turn was subsequently reported to Council (E2013/56041) on 19 September 2013 who resolved as follows:

**13-469 Resolved (in part):**

*...that in relation to Report 4.4.1 – Byron Bay Pedestrian Projects and Audits (Community Infrastructure E2013/54100), Council not adopt Committee Recommendation 4.4.1, but instead adopt: Management Recommendation TrAC 4.4.1*

*b) That Council undertake cyclist and pedestrian counts of Byron Bay town centre to further inform:*

*i) the resolved and funded 2013/14 review of Council s Pedestrian Access and Mobility Plan (PAMP), with priority given to Lawson Street, between Butler Street and Jonson Street, and Jonson Street, between Bay Street and Marvell Street*

ii) *the necessary investigations regarding the proposal for providing direct vehicular access from Lawson Street into the Lawson Street north car park*

5           iii) *the proposed development of a pedestrian precinct and / or shared zone in Jonson Street, Byron Bay, between Bay Street and Lawson Street and / or Lawson Street and Byron Street*

10           iv) *the enhancement of the existing shared zone in Bay Lane and the potential of including Jonson Street, from Bay Lane to Bay Street, and Bay Street, between Jonson Street and Fletcher Street*

15           Each year Council sets aside a budget for delivery of PAMP projects and has carried over the funds set aside for the development of a new PAMP. Projects for delivery this financial year (2015/16) are those as resolved by 15-131, which was based on a March 2015 TrAC recommendation and it, along with update on the current projects, is found at Attachment 1.

Part 1 of Resolution 15-131 however is also relevant for undertaking Res 13-469, as follows:

20       **15-131 Resolved (in part):**

1. *That Council adopt Committee Recommendation 5.3 in part as follows:*

25           a) *that the revision of the PAMP document be undertaken in the first instance with a review by staff and report back to Council via this Committee; and*

b) *that the PAMP review, which has commenced with staff and Access Advisory Committee input, be continued with a draft document to be tabled to the Committee prior to consultation being undertaken.*

30       Both Part (a) and (b) of the above has commenced and will inform the new PAMP, the strategic need of such is discussed in a separate report; which is also for the 10 March 2016 TrAC meeting and is in regard to the development of a Council Transport Strategy (see I2016/194).

35       More immediately is the requirement of Res 13-469 to undertake pedestrian counts and investigations into pedestrian related projects. Such undertakings will aid the development of a new PAMP and the funds reserved for it can be used for such a purpose.

40       To this end Committee advice on the nature of the counts is sought, noting such counts are to be scheduled to occur after the 2016 Easter holidays and the sites and routes they are to be undertaken are depicted below. The method, i.e. the same site counted at three (3) separate hours in the same day, is a standard practice when assessing the need for pedestrian facilities, such as a pedestrian crossing or shared zone which would require Roads and Maritime Services (RMS) approval via the Local Traffic Committee.

45       Such a method and process will be employed to also further inform these projects which should be noted as being progressed within Council beyond Res 13-469:

- 50           - investigation of direct access to Lawson Street north car park, which is also to include use of boom gate entry/exit and specifically a need to consider pedestrian safety and movement, which the counts to be undertaken are expected to confirm are predominantly on the north side and that direct access (arguably as does the new two lanes inbound) increase risk to pedestrians;
- a potential new pedestrian or shared zone on Jonson Street; and

- the enhancement of Bay Lane.

On these latter two, it is noted they are specifically the focus of other Council projects, namely and respectively the Byron Bay town centre master plan and the Bay Lane project, which has recently been resolved by Council to receive \$20,000 for enhancements subject to stakeholder consultation and approvals.

Figure 1: proposed count sites and routes



### **Resolution 15-528 –reports on pay parking: exemption policy and Butler Street Reserve**

This resolution resulted from the TrAC report of their meeting held 1 September 2015, which in turn was subsequently reported to Council (I2015/1109) on 8 October 2015 who resolved as follows:

#### ***15-528 Resolved (in part):***

- That in noting the Committee concerns regarding Butler Street Reserve, including the potential it will at most times be under utilised and a site of last choice, Council receive a report that considers but not limited to the matters to be raised in the staff cover report to Council (I2015/1109).
- That the forthcoming staff report on exemptions and criteria, as called for by Part 2 of Resolution 15-378, also consider the following Committee recommendations:

- a) that the volunteer and worker exemption be only made available to the individuals via their respective Council recognised volunteer organisation or place of employment on the basis that such organisations:
- i) have a physical premises within the pay parking area;
  - ii) open and hold a single account, similar to an eTag account, whereby they as the account holder can verify those who are eligible or not for such an exemption;
  - iii) as account holder, can remove, add and transfer exemptions as needed;
  - iv) are responsible for the payment of the account; and
  - v) accept that Council staff can, with notice, audit, cease or decline any account or request for such.
- b) that given the above, the same report also detail criteria:
- i) of a Council recognised volunteer organisation or place of employment; and
  - ii) regarding the circumstances that staff would issue notice or undertake audit of an account held, or cease or decline any account or request for such.

To assist the Committee the relevant extract of the above cited report (I2015/1109) and copy of Resolution 15-378 is found at Attachment 2, noting that it and the above will be addressed in a report to Council which reviews the first 6 months of pay parking. To this end Committee advice on criteria for such a review is welcome.

While the forthcoming review will also include Butler Street Reserve an update is provided as follows, which suggests (that at financially at least) pay parking is only warranted on market days. Caution however is recommended with such an interpretation given the following is a review based on a few weeks only and based on a scheme in its infancy.

#### Butler Street Reserve

In the configuration depicted (Figure 2), Butler St Reserve provides approximately 260 car spaces and offers parking between 6am-1am each day. Pay parking currently applies 9am-6pm at \$3 per hour, capped at \$20 per day. The site is not available for parking on community market days as held the first Sunday of each month plus the third Sunday of each December and January. Each Thursday morning parking remains available however capacity is reduced (by about half) due to the Farmers Markets, which takes the area shown by the yellow lines on below figure. As the figure also highlights, the reserve is only 140m (as the 'crow flies') from the main street and provides four (4) parking meters (as indicated by the letter 'M').

Figure 2: Butler Street Reserve car park layout





# BYRON SHIRE COUNCIL

## STAFF REPORTS - INFRASTRUCTURE SERVICES

5.1

Payment for parking at the reserve can be via any 1 of 4 pay parking meters which have been deliberately located so as to also be used and accessed by those that also park on-street the north-side of Somerset Street and west-side of Butler Street, which provide approximately another 60 and 20 car parking spaces respectively. As such the figures in the below table regarding revenue needs to be read in caution.

Firstly, the figures for the 22 day period does not solely represent the revenue or uptake of only the reserve but instead includes both the reserve and the adjacent on-street parking. Secondly, for the purposes of understanding a Sunday revenue, three Sundays are used, being two non-market days (24 and 31 January) which are inside the 22 day period reviewed to 6 February and one Sunday being outside that period, a market day as held 7 February; the inclusion of which is to highlight the distortion and impact of single market day as it is the only Sunday of the three reviewed whereby the 4 machines at the reserve took a payment. Thirdly, anecdotal evidence and advice to date would suggest the revenue derived from the 4 machines at the reserve is namely due to on-street parking with relatively little parking detected onsite to date.

This appears to be reflected in the data, noting the 4 machines at Butler Street Reserve were operational by the end of Saturday 16 January. Taking the period from then to Saturday 6 Feb inclusive, a total of \$977.30 has been collected from these 4 meters over these 22 days, which equates to \$44.42 per day, or a \$14.81 per day per machine. The table below compares all day parking sites for this same 22 day period. It shows how Butler Street Reserve area compares with the six other all day areas. As shown Butler St Reserve area is ranked 4th of these 7 areas based on the 22 days of data.

The table also highlights the total revenue collected for three consecutive Sundays across the same all day sites, which as noted above includes two non-markets days of 24 and 31 January (as included in the 22 day period) and one market day of 7 February, which is outside the 22 days reviewed. On this Sunday comparison, Butler Street reserve ranks 2nd of the 7 sites listed based on revenue derived. This however is only due to the market day as held 7 February, which is the day where all the Sunday income for the site was derived (\$611.50), which is to say no revenue was derived from the 4 meters at Butler Street Reserve on the previous two Sundays of 24 and 31 January.

Table 3: comparison of all day pay parking areas

No. of		22 days - excludes market day				Sunday		
Meters	Site description	Total \$	Avg \$/day	Avg \$ per meter/day	Rank	Total \$	Avg \$/day	Rank
3	Middleton St, Lawson-Marvell	\$2,399.00	\$109.05	\$36.35	1	\$565.10	\$188.37	3
10	Lawson St, east of Middleton	\$5,762.10	\$261.91	\$26.19	2	\$1,553.40	\$517.80	1
4	Marvell St, east of Middleton St	\$1,324.00	\$60.18	\$15.05	3	\$196.20	\$65.40	4
4	Butler St Reserve	\$977.30	\$44.42	\$14.81	4	\$611.50	\$203.83	2
3	Wordsworth St (hospital/police)	\$305.00	\$13.86	\$4.62	5	\$82.10	\$27.37	5
2	Carlyle St, east of Middleton St	\$189.30	\$8.60	\$4.30	6	\$12.70	\$4.23	7
3	Shirley St, north side	\$253.50	\$11.52	\$3.84	7	\$37.90	\$12.63	6
	<b>Totals</b>	<b>\$11,210.20</b>	<b>\$509.55</b>	<b>\$105.16</b>	<b>na</b>	<b>\$3,058.90</b>	<b>\$1,019.63</b>	<b>na</b>

While this indicates (to date at least) that no demand exists for Sunday car parking at the reserve other than on a market day, it also indicates that a market day Sunday could be expected to provide between 30-40% of each month's revenue to be derived from the Butler Street Reserve area should this pattern remain, i.e. of the near \$1,588.80 collected in 23 days, \$977.30 (62%) was

over 22 days when no market was held, whereas \$611.50 (38%) was collected from the 4 meters at the site on one single market day (7 February), thereby indicating the importance of market day to (amongst other things) to future Butler Street Reserve pay parking revenue and the site as a viable pay parking site.

Alternatively, such results - should they continue at least – would suggest little revenue should be expended on the site for car parking purposes and an argument could be mounted for making the site either as free parking, or provide discounted all day (or even weekly) rates to entice uptake.

**16-037 – update on TfNSW Byron Bay bus interchange upgrade project**

This resolution resulted from the TrAC meeting held 1 September 2015, which in turn was subsequently reported to Council (I2015/1109) on 4 February 2016 who resolved as follows:

**16-037 Resolved:**

1. *That Council note the Transport Advisory Committee was provided with an update on the proposal by Transport for NSW for the development of the old Byron Bay bus/coach interchange in Jonson Street.*
2. *That Council:*
  - a) *notify Transport for New South Wales that Council is near the end of a Master Planning process for the town of Byron Bay*
  - b) *seek from Transport for New South Wales funding assistance for the proposed location of a bus interchange in accordance with the Master Plan*
3. *That Council seek the assistance of the Premier of NSW, of the local member for Ballina, and other members of parliament to have Transport for New South Wales coordinate with Council on the siting of a bus interchange, in accordance with the Master Plan, west of the rail way corridor.*

Since the above was resolved, staff have liaised and met with TfNSW staff. While TfNSW funding allocated to the upgrade of the existing Jonson Street facility will be determined once a project is designed and costed, it appears the funding could instead be allocated to a new facility subject to it being delivered by 30 June 2017 and within their (at this time) undisclosed budget.

In particular, TfNSW are aware of the long-held suggestion of relocating the facility to Butler Street (west side of the rail platform) once a bypass road is operational, which was studied and publicly exhibited circa 2002/03 as part of the Statement of Environmental Effects (SEE) which compared the 2001 EIS bypass proposal against the 'mini-bypass'.

As such the two projects (the bypass and a new transport passenger facility) should not be confused or considered in the same project or context. The bypass is progressing as planned and publicly exhibited. Subject to its approval the potential of a transport facility along its corridor is considered as a separate and distinct project requiring its own consultation and approval process.

**Resolution 16-040 – update on development of a Council transport strategy**

The 1 December 2015 meeting of TrAC was reported to Council Meeting of 4 February 2016. One of the reported items (I2015/1429) was resolved upon as follows:

**16-040 Resolved:**

1. That Council note the existing Transport Policy and that the Transport Advisory Committee is charged with developing a Draft Transport Strategy.

2. That a report be provided to the March 2016 meeting of the Transport Advisory Committee.

This report is to be tabled at the 10 March meeting of the Committee (see file I2016/194).

**Resolution 16-041 – Pacific Highway T2E Upgrade update**

The 1 December 2015 meeting of TrAC was reported to Council Meeting of 4 February 2016. One of the reported items (I2015/1430) was resolved upon as follows:

**16-041 Resolved:**

1. That Council notes that the Transport Advisory Committee was provided with an update on the progress of the T2E Pacific Highway upgrade.
2. That Council advise RMS of community and bus operator concern about new arrangements for the post opening of the Pacific Highway T2E regarding access to the Highway from Grays Lane and disruption to existing school bus and other services, as well as potential congestion associated with Blues Fest.
3. That Council advise RMS that signage on the new T2E Pacific Highway directing traffic through Bangalow to Lismore is not supported by Council and the Bangalow community.

A verbal update on the above will be provided, namely Part 2 (Grays Lane) and in response to Part 3, RMS has advised signage as currently used on the highway is considered temporary until such time the highway upgrade is 100% completed. This includes the black text on yellow signs which currently indicate destinations such as Woodburn and Lismore are accessed via the Ewingsdale interchange, which Council has resolved and publicly objected to previously.

**Financial Implications**

Nil, as the projects discussed are either already funded or to be undertaken by staff.

**Statutory and Policy Compliance Implications**

RMS requirements need to be considered in regard to shared zones and pedestrian counts. State and Australian standards apply to construction of bike and pedestrian facilities.



# BYRON SHIRE COUNCIL

## STAFF REPORTS - INFRASTRUCTURE SERVICES

## 5.1 - ATTACHMENT 1

### Attachment for TrAC meeting 10 March 2016 (Report I2016/193)

#### Status of PAMP Projects – 2015/16 delivery

##### 15-131 Resolved (in part):

- 5 2. That Council not adopt Committee Recommendation 5.3(b) and instead endorse the Management Recommendation as follows:




*That the funds within the adopted s94 plan, which are within the 2014/15 budget, be used to implement projects as detailed in the Committee Agenda at Report No. 5.3 (file I2015/187) with priority given as follows to projects within:*

- 10 a) Table 1, which are endorsed as Part 2 of Resolution 14-565; and

- b) Table 2, with the exception of bike plan number 43.:

- 15 To assist the committee, the above cited tables (from report I2015/187) are reproduced as follows with the addition of a 'status update' advising progress of each.

Table 1 (from report I2015/187): resolved (14-565) projects for 2015/16

		
<b>Ocean Shores</b>		
<b>Location:</b> New Brighton Road (refer bike plan - project no. 12)		
<b>Project:</b> staged project Kolora Way-New Brighton Rd, year 1 pink line 127m shared path, year 2 blue line 90m shared path, year 3 bridge widening with shared path 85m		
<b>Status update:</b> now part of separate project as to be funded by sale of Roundhouse property. If PAMP funds not required they will be diverted to another PAMP project		
<b>Brunswick Heads</b>		
<b>Location:</b> Fingal Street		
<b>Project:</b> upgrade kerb ramps on Fingal St and path east side of Tweed St, Provide		

# BYRON SHIRE COUNCIL

## STAFF REPORTS - INFRASTRUCTURE SERVICES

## 5.1 - ATTACHMENT 1



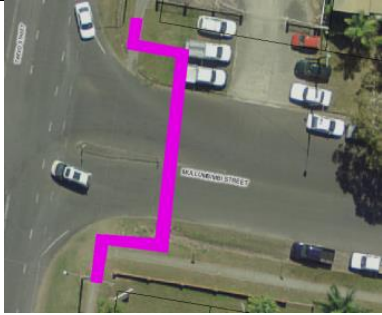

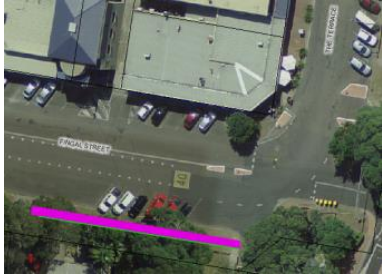

cut in median.  <b>Status:</b> to be completed 2015/16		
<b>Bangalow</b>  <b>Location:</b> see Figure 3, site 7  <b>Project:</b> remove steps, provide path, kerb ramps on Ashton St at Byron St. Topography difficult. Link to north side of Byron St		
	<b>Status:</b> due to grade and site constraints (limited length and width) project has proven more complex than first considered and design to be undertaken. Will proceed if budget permits, otherwise further report will be necessary.	

Table 2 (from report I2015/187): other projects for consideration

5

<b>Brunswick Heads</b>  <b>Location:</b> Tweed Street  <b>Project:</b> construct kerb ramps on Mullumbimbi St at, and path east side of, Tweed St. Provide cut in median or as shown divert crossing due to topography.  <b>Status:</b> to be completed 2015/16		
<b>Brunswick Heads</b>  <b>Location:</b> Fingal Street  <b>Project:</b> construct kerb ramp and extend path (approx 45m length) to connect with existing on south side of Fingal St  <b>Status:</b> completed		

# BYRON SHIRE COUNCIL

## STAFF REPORTS - INFRASTRUCTURE SERVICES

## 5.1 - ATTACHMENT 1

### Bangalow

**Location:** refer bike plan project no. 43.

**Project:** staged project - connect Granuaille Rd and Rifle Range Rd via a 300m long path along Leslie St (pink line) and 330m long path along Raftons Rd (green line). Connect with child care (red circle) and provide kerb extensions at child care (reduce road width, increase off-road space)

**Status:** need to determine priority of delivery, likely to be frontage of child care and crossing to new path (western section of pink line) as to be provided by developer. Project will likely require staging over 2 years at least subject to funding, noting external funds will be sought (eg RMS).



### Byron Bay

**Location:** Lawson Street

**Project:** 20m of path to connect existing paths either side

**Status:** completed  
2015/16

**Status:** completed



# BYRON SHIRE COUNCIL

## STAFF REPORTS - INFRASTRUCTURE SERVICES

## 5.1 - ATTACHMENT 2

### Attachment for TrAC meeting 10 March 2016 (Report I2016/193)

#### Pay Parking Policy: exemption criteria and use of Butler Street Reserve

- 5 Resolution 15-528 resulted from the TrAC report of their meeting held 1 September 2015, which in turn was subsequently reported to Council (I2015/1109) on 8 October 2015 who resolved as follows:

#### **15-528 Resolved (in part):**

- 10 4. *That in noting the Committee concerns regarding Butler Street Reserve, including the potential it will at most times be under utilised and a site of last choice, Council receive a report that considers but not limited to the matters to be raised in the staff cover report to Council (I2015/1109).*
- 15 5. *That the forthcoming staff report on exemptions and criteria, as called for by Part 2 of Resolution 15-378, also consider the following Committee recommendations:*
- 20 a) *that the volunteer and worker exemption be only made available to the individuals via their respective Council recognised volunteer organisation or place of employment on the basis that such organisations:*
- 25 i) *have a physical premises within the pay parking area;*
- ii) *open and hold a single account, similar to an eTag account, whereby they as the account holder can verify those who are eligible or not for such an exemption;*
- 30 iii) *as account holder, can remove, add and transfer exemptions as needed;*
- iv) *are responsible for the payment of the account; and*
- v) *accept that Council staff can, with notice, audit, cease or decline any account or request for such.*
- 35 b) *that given the above, the same report also detail criteria:*
- i) *of a Council recognised volunteer organisation or place of employment; and*
- ii) *regarding the circumstances that staff would issue notice or undertake audit of an account held, or cease or decline any account or request for such.*

- 40 The following is reproduced from the Committee report as tabled to Council 8 October 2015:

- 45 The Committee seek a report in regard to the use of Butler Street Reserve given the following was highlighted through the discussions held, namely concern that Resolution 15-370 as rescinded by 15-368 and was subsequently superseded by 15-378 which as copied further below has:

# BYRON SHIRE COUNCIL

## STAFF REPORTS - INFRASTRUCTURE SERVICES

## 5.1 - ATTACHMENT 2

a) in Part 2, provided an annual exemption to paying the meter to those who live outside the shire yet work or volunteer within the pay paying area, thereby allowing them to park anywhere within it and not just upon Butler Street Reserve as originally intended; and

b) in Part 3, maintained the \$20 all day cap despite reducing the hourly rate from \$4 to \$3, and in doing so means the benefit of the cap is only derived in and from the seventh hour of parking and not the fifth hour as originally intended, thereby reducing incentive further to park at the site.

In considering the above, the view was formed that both have the potential to reduce the incentive to park upon the Reserve and therefore Committee discussion included the need to consider the 'target' market (i.e. who and why will they park there) and at what times demand for the site will occur (potentially peak times only).

Therefore the Committee have recommended a report to Council be brought forward that considers such issues. Given such an opportunity is likely, staff also offer the following considerations for such a report, that is:

- a) the site remain as all day parking as intended, 6am to 6pm but pay parking only apply as elsewhere within the scheme, that is between 9am and 6pm including public holidays for both consistency across the scheme and incentive for those that need to park earlier than 9am and thereby have those hours available free of charge;
- b) consider change to hourly or day rates to encourage greater uptake,
- c) determine the number of spaces and infrastructure or capital upgrade requirements and costs, including hard stand, fencing, paths and lighting, etc
- d) management of the site, be it meter or boom-gates and resourcing,
- e) the use of exemptions, or not given they can park elsewhere,
- f) potential of cost-existence with the weekly Farmers markets and/or Sunday markets given the potential for low or seasonal only demand
- g) impacts of the bypass construction
- h) consider sites that may offer priority and potentially preferred, such as formal parking/upgrades upon rail land at the Rails Hotel area and south of the Lawson Street south car park.

### Management Comments

The Committee recommend further details be considered by the report as called for by Part 2 of Resolution 15-378, which as copied (in full) further below also provides an annual exemption to paying the meter to those who live outside the shire yet work or volunteer within the pay paying area.

Committee discussion revolved around criteria for such and the potential extra administrative load for Council and the burden of proof for both Council and the individual.

Therefore in efforts to address this and simplify the process for both the applicant and Council, benefit was perceived in that such exemptions be applied for and approved by the organisation responsible for the individuals engagement, subject to that organisation first applying to Council for and being approved for an account.

# BYRON SHIRE COUNCIL

## STAFF REPORTS - INFRASTRUCTURE SERVICES

## 5.1 - ATTACHMENT 2

Akin to an eTag account, the concept is that once the account is established the workplace or the volunteer organisation can via an online process add, remove or transfer exemptions as their demands require it.

5 In doing so the organisation can pay for one exemption but allow it be used by many people, subject to the number of exemptions being accessed at any one time equates to the number purchased.

10 For example an organisation with a number of volunteers or employees establishes the single account for free, but will need to pay the annual amount for each exemption they wish to 'activate', and therefore leaving it to them to decide how many they need to purchase and if they will foot the bill or recoup the amount from the individual they verify.

15 Then once entered, the licence plate as associated with the account receives the exemption. If only one exemption has been purchased but numerous vehicles are attached to it, only one vehicle will be able to access the exemption at any one time. If two exemptions are purchased, then only two vehicles will be able to access the exemption at any one time, etc.

20 If such a process can be achieved (subject to supplier capabilities) this will place the onus back on the organisation not Council to manage, verify and pay for the exemptions required.

25 Also by making it transferable the one annual exemption can be allocated to another vehicle, for example an employee leaves their employment meaning the workplace is responsible for removing their details from the account and adding the details of the new employee to their account.

30 While there is potential for fraudulent use in such a system (e.g. charging a new employee for full amount for a new exemption despite an existing exemption still valid or loading friends or family vehicles into the account) the following safe guards will assist to deter and reduce the benefit of such behaviour, namely:

- 35
- that as described above, access to simultaneous use of exemptions on the account will be restricted to the number purchased, i.e. one exemption will not mean two or vehicles can benefit at the same time;

40

  - that such restrictions will help with demand management; i.e. one exemption purchased when in use equates to one vehicle able to park at any one time, two exemptions equals two vehicles, etc and that any more than the purchased amount will need to pay the meter;

45

  - the ability of staff (or potentially the third party provider) to issue notice and audit, cease or decline any account or request for such should fraudulent use be detected or account is in arrears.

50 As the functionality however of the account system will depend greatly upon the capabilities of the supplier, a report will on such matters will be forthcoming once the tender has been awarded. The same report will also detail exemptions and criteria, as called for by Part 2 of Resolution 15-378 which is reproduced (in full) as follows.

### **15-378 Resolved:**

- 55
1. *That Council confirm its intention to introduce a system of paid parking to the Byron Town Centre during the 2015/16 financial year as outlined in resolution 15-235 and that this system is based upon a pay by number plate approach.*
  2. *That Council set a yearly Shire Resident or Ratepayer exemption fee of \$50 per annum for fee paying coupon recipients, a non Shire resident worker/volunteer*



# BYRON SHIRE COUNCIL

## STAFF REPORTS - INFRASTRUCTURE SERVICES

## 5.1 - ATTACHMENT 2

*exemption fee of \$100 per annum and receive a report on establishing the costs, benefits and other criteria of pay parking exemptions including that:*

- 5                   a) *for an annual fee an exemption is provided for two categories of end user, one being a shire resident/ratepayer and the second being for a business operator, or an employee of one, located within the pay parking area and appropriate form of proof of residence/employment status requirements.*
- 10                  b) *the exemption benefit is for 12-months from date of purchase, can be transferred to another vehicle if needed and not based on date or jurisdiction of registration;*
- 15                  c) *investigate implications of payment options for both residents and non Shire workers/volunteers, including an annual fee as a single fixed amount, or providing an option of periodic payments;*
- 20                  d) *no refunds be provided for or towards cost of exemptions except that those wishing to upgrade their fully paid exemption be provided credit of their unused amount, calculated at a daily pro-rate rate, toward such upgrade;*
- e) *considering businesses with multiple vehicles.*
3.   *That Butler Street Reserve:*
- 25                  a) *Be made available as an all day car park, operating 6am to 6pm daily with an hourly rate of \$3.00 per hour, up to a maximum of \$20 all day, with the Shire Resident or Ratepayer and non Shire resident worker/volunteer exemption applying*
- 30                  b) *Be considered for continued use as a markets site.*
4.   *That, to provide incentive to park outside the town centre, Clarkes Beach carpark, Jonson Street (south of Kingsley Street) and on-street, east of Middleton, operate as all day car parks with an hourly rate of \$3.00 per hour, up to a maximum of \$20 all day, with the Shire Resident or Ratepayer and non Shire worker/volunteer exemption applying, and operating hours of 9am to 6pm.*
- 35                  5.   *That 4P areas have an hourly rate of \$3.00 per hour with a maximum of \$10 and 1P and 2P areas have an hourly rate at \$3.00.*
- 40                  6.   *That after 6 months an evaluation report be brought to Council including impacts on residents and businesses including Butler Street Markets.*

**Report No. 5.2**                      **Proposed Development and Contents of a Council Transport Strategy**  
**Directorate:**                      Infrastructure Services  
**Report Author:**                  Simon Bennett, Traffic and Transport Planner  
**File No:**                              I2016/194  
5    **Theme:**                              Community Infrastructure  
    Local Roads and Drainage

**Summary:**

Council at their meeting of 4 February 2016 resolved as follows:

**16-040 Resolved:**

1. *That Council note the existing Transport Policy and that the Transport Advisory Committee is charged with developing a Draft Transport Strategy.*

2. *That a report be provided to the March 2016 meeting of the Transport Advisory Committee.*

Accordingly this report seeks to update and seek feedback from the Committee in efforts to develop a shire-wide transport strategy. This is done by summarising key documents that will inform a transport strategy (see Table 1).

However as Table 1 indicates, a Transport Strategy has the potential risk of becoming large and at times impractical 'beast' which contain many written words and aspirations, but just as often prove difficult to deliver, be it lack of funding, jurisdiction or clear, measurable and achievable objectives.

Therefore to avoid a voluminous, unread or at worst forgotten document, this report seeks to gain consensus for the development of a strategy that is practical, focused and achievable, and one that incorporates much existing undertakings of Council and – most importantly – responds to the needs of community and transport providers alike.

---

**RECOMMENDATION:**

**Committee input into priority actions for the development of a shire-wide Transport Strategy is sought.**

**Attachments:**

- 1      Strategic Transport Statement (Transport Policy) - Adopted 28/5/09 Res 09-371, DM861019 , page 27
- 2      DRAFT Transport Strategy Discussion Paper, DM1030717 , page 36



## Report

The Transport Advisory Committee (here on referred to as TrAC) is a committee of Council which operates in accordance with its constitution as provided to members when they first join. A key objective of the constitution is the development of a shire-wide transport strategy.

To assist in this task, Council has adopted a Strategic Transport Statement (Transport Policy) as provided at Attachment 1 (DM861019); and as at Attachment 2 commenced a discussion paper. Both are provided as background. Given the extent of detail of both attachments this report remains succinct, which it is proposed should be the same aim of any transport strategy eventually adopted.

### Council policy and other key documents

The Strategic Transport Statement (Transport Policy) remains relevant as it contains objectives, key resolutions and other key documents to consider and include in a Transport Strategy, many of which are being (or due to be) revised, such as the Pedestrian Access and Mobility Plan (PAMP) and the bike strategy and action plan, or have commenced, such as parking studies for the town centres.

As such it is proposed that these, plus other existing Council work, including annual road safety analysis for government funding, completed or planned network and traffic management studies, Council's policy on Maximum Speed Limits on Rural Roads (DM1130465) and Council's audit of assets (such as footpath defects), but to name a few, all provide a solid basis for – and should be included (at least in reference) – in any transport strategy.

These documents, policies and undertakings are typical and within the realm of influence for local government, and hence should be valued and given due consideration as the strategy is developed, as should Council's strategic policies in regard to land use, settlement, development and master planning, all of which have transport provision (or at least traffic and parking management) as a key component.

Table 1 below lists and hyperlinks such documents or references.

### State documents and responsibility

Table 1 also includes state references, as in addition to the above operational or strategic matters, Council has the role of leadership, especially in regard to representation, advocacy and partnership. Prime examples include public transport or school services, typically a state jurisdiction, and community transport, which is typically not-for-profit and member based.

There is also opportunity for targeted sustainable or active travel behaviour change programs, for example working with schools, and specifically in this area a need for commuter and intra-regional links and an often expressed desire for late night and youth services and cheaper and faster transport options.

Given most of these are state matters Table 1 below includes links to relevant Transport for NSW (TfNSW) documents and resources.

By doing so, this report tables such matters to be considered in regard to the development of a transport strategy and provided in efforts to reach consensus on a way forward and deliver a strategy that is practical in nature, focused on deliverables, reflects community expectations and indicates clear intent of Council.

To this end, Table 1 highlights topics to be considered or incorporated into a transport strategy. Where possible the documents are hyperlinked and they - plus the two attachments - provide considerable background and suggestions for a way forward.

- 5 To this end Committee advice is sought in regard to key considerations for the transport strategy.

Table 1: documents proposed for consideration or inclusion in Council's transport strategy

10

NB: TfNSW =Transport for NSW; TS=Transport Strategy

Source	Title or issue (hyperlinked)	Proposal	Comment
Council	<a href="#">Strategic Transport Statement</a> (Transport Policy) (DM861019).	Include	Make as first chapter of transport strategy (TS)
Council	TS Discussion Paper (see Attachment 2, DM1030717)	Consider	Are the objectives and purpose of this document still relevant?
Council	<a href="#">Community Strategic Plan</a>	Consider	Provides guidance on community priorities
Council	<a href="#">s94 contributions plan</a>	Consider	To provide or collect funds for TS projects
Council	<a href="#">Delivery and Operational Plans</a>	Consider	TS should influence
Council	<a href="#">Bike Strategy and Action Plan</a>	Revise, include	To be revised during 2016 and completed by mid-2017
Council	Draft PAMP (not online)	Revise, include	To be revised during 2016 and completed by mid-2017
Council	Town centre plans (e.g. master plans, traffic and parking studies)	Consider	Incorporate goals, align with funding opportunities
Council	<a href="#">Roads Hierarchy</a>	Include	Maps of roads
Council	Road network studies (e.g. MR545 Study)	Consider	Further such studies will help inform and evolve the TS I
Council	Road Safety Priorities (e.g. <a href="#">black spot</a> analysis)	Include	To provide direction/priority, via annual crash data analysis
Council	<a href="#">Maximum Speed Limits on Rural Roads</a> (DM1130465)	Consider	Incorporate goals, align with funding opportunities
Council	Search "settlement strategy" at <a href="http://www.byron.nsw.gov.au">www.byron.nsw.gov.au</a>	Consider	TS to respond to existing and future settlement and land use
TfNSW	<a href="#">Long Term Transport Master Plan</a>	Consider	Incorporate goals, align with funding opportunities
TfNSW	Intra & inter shire <a href="#">public service</a> and school routes, times, costs	Consider	Review, include to inform and assist advocacy/representation
TfNSW	<a href="#">Various land use and transport strategies and guidelines</a>	Consider	Review, include to inform and assist advocacy/representation

### Financial Implications

- 15 Nil at this time.

### Statutory and Policy Compliance Implications

- 20 Nil at this time.



## BYRON SHIRE COUNCIL

### POLICY NO 09/001

## STRATEGIC TRANSPORT STATEMENT (TRANSPORT POLICY)

## BYRON SHIRE COUNCIL

STAFF REPORTS - INFRASTRUCTURE SERVICES

5.2 - ATTACHMENT 1

### INFORMATION ABOUT THIS DOCUMENT (INTERNAL USE ONLY)

<b>Date Adopted by Council</b>	28 May 2009	<b>Resolution No.</b>	09-371
<b>Policy Responsibility</b>	Guide development of a potential Council transport strategy		
<b>Review Timeframe</b>	As needed		
<b>Last Review Date:</b>		<b>Next Scheduled Review Date</b>	

#### 5 **Document History**

<b>Doc No.</b>	<b>Date Amended</b>	<b>Details Comments eg Resolution No.</b>
<b>(#PDF 853432)</b>	17/6/09	To accompany Council report #862460
<b>#861019</b>	11/6/09	Res 09-138, 08-776

#### **Further Document Information and Relationships**

<b>Related Legislation</b>	
<b>Related Policies</b>	
<b>Related Procedures/ Protocols, Statements, documents</b>	Improving the Town Centre #179156

# BYRON SHIRE COUNCIL

STAFF REPORTS - INFRASTRUCTURE SERVICES

5.2 - ATTACHMENT 1

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<b>POLICY TITLE</b>	STRATEGIC TRANSPORT STATEMENT (TRANSPORT POLICY)
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<b>FILE REFERENCE</b>	COR710160
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**NB:** For words in italics see the Glossary at end of document.

## 1. OBJECTIVES

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1.1. *reduce* the need for and/or *dependency* on private motor vehicle trips

1.2. *improve* public transport;

15

1.3. *support* community transport;

1.4. *increase* the bike network and/or use;

20

1.5. *improve* pedestrian and residential *amenity*;

1.6. *support* advocacy, partnerships and/or community involvement;

1.7. *improve* road user safety;

25

1.8. *improve* integration and regional connectivity;

1.9. *support* climate change adaptation and mitigation.

30

Further defining and obtaining of these objectives will be the role of the proposed transport strategy.

*Support* of each objective can be sought via relevant Council *instruction* through available *mechanisms* regarding any proposed and/or existing *activity*, all of which will be explored via development of the proposed transport strategy that will be guided by Council's vision.

35

## 2. POLICY STATEMENT / VISION

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In an era of depleting natural resources, climate change and increasing financial, environmental and community costs, Byron Shire Council aim is:

45

To develop and *support* an effective, *convenient*, *efficient*, *equitable* and *integrated* shire-wide transport network and management approach that *improves mobility*, *accessibility* and *choice* for all *users*, especially the transport *disadvantaged*, while *reducing* use of *non-renewable energy* and *improving sustainability*, *amenity* and opportunities for individual, community and environmental health, wellbeing and interaction.

50

This will be achieved by delivering an *integrated* and partnership approach of developing, managing, constructing and/or maintaining all facets of the multi-modal transport mix to meet the above objectives; the attainment, responsibility and measurement of which will be subject to the transport strategy and its subsequent actions.

### 3. TOOLS FOR IMPLEMENTATION

#### 3.1. Existing

Council have many existing *mechanisms* (i.e. tools) to implement actions aimed at meeting the above objectives. These actions, either existing or future, will be initially identified and tabled during development of, and updated as needed through, the transport strategy, which will be an evolving and living (working) document for Council implementation.

In a transport context however, most actions fall within and/or influenced by travel or transport demand management (*TDM*) techniques which, broadly speaking, has two tools at its disposal: supply and demand.

Supply tools are a more traditional approach and typically attempt to manage demand by increasing or decreasing available infrastructure. Examples include increasing the bike network and its facilities and use, reducing car parking and developing alternatives to road transport (e.g. rail).

Supply side techniques is often the approach of development assessments, devising works programs, etc which look to assess impacts (in terms of vehicle volumes/growth, safety, maintenance, cost to benefit, etc) to determine needs (e.g. parking, traffic management, road space, facilities etc). Examples of existing supply techniques include the following, with others to be identified during the “gaps” and needs analysis as per resolution 09-138:

- Council adopted bike plan: which tables an array of needs from off-road paths, on-road lanes to secure parking and education.
- Proposed PAMP and car parking studies/reviews: which will be influenced by development of a transport strategy to ensure an integrated and coordinated approach is considered with the first step being assessment of existing infrastructure/supply.
- Disability and Inclusion Action Plan (DAIP), Youth and Aged Strategies, Cultural and Events Plans and other Council documents: the influence and direction of which will be identified during development and evolvement of the transport strategy.

Demand techniques are tools used to manage the demand for services and/or facilities and include hard (i.e. physical) and soft (i.e. behavioural) approaches to effect change. Typically, physical actions attempt to enforce change, whereas behavioural change is often voluntary. Examples are as follows.

- Physical: via use of engineering and enforcement; such as traffic calming devices, reallocation and/or change of road space/use, the cost, supply and availability of parking, etc. Specific examples include reduction of parking, user pays parking, physical barriers to entry or ease of travel, such as entry threshold treatments, speed humps, one way/no entry, turn bans, etc
- Behavioural: via education and engagement; attempt to influence or change people's habit via voluntary behaviour change, either through formal programs (e.g. TravelSmart, Council policy, education, walking school bus) or informal means (e.g. promotion, events, activities like ride to work or school days, etc). Often such techniques accompany any physical implementation to help promote and educate change.

#### 3.2. Future

It is envisaged the development of the transport strategy:

# BYRON SHIRE COUNCIL

## STAFF REPORTS - INFRASTRUCTURE SERVICES

## 5.2 - ATTACHMENT 1

a) will *develop* and be based on a sustainable transport hierarchy, an example being Yarra City Council's Strategic Transport Statement for inner city Melbourne (#834889); and

b) identify need for new and/or changes/modifications to existing *mechanisms* to implement. These will be flagged, investigated and reported as appropriate.

### 4. PARTNERS

Council view partnerships as key to delivering the vision and meeting the objectives outlined above, especially as many facets of transport fall outside the traditional sphere of Council operations, such as public and community transport which are typically state and/or private concerns.

Council also realise each potential partner may have different priorities and by engaging each it is hoped an understanding is struck that will assist all parties in obtaining respective and common goals.

The following list is not viewed as exhaustive.

#### 4.1. Residents

Council recognise that residents, while a small base in relation to the demand placed on, and contributions toward, transport services and infrastructure, remain a priority as they rely on the transport network on a daily basis for movement of people and goods.

#### 4.2. Business / Commercial

The diversity, accessibility and feasibility of local business and commercial operations contribute to the Shire's economic wellbeing and influence resident and visitor perceptions of the region, all of which is affected by *transport*.

#### 4.3. Visitors and Tourism

The shire is a popular tourist destination and supports many local business and commercial operations either directly or indirectly. Some locations are more popular than others. Visitors and those benefiting from tourism require transport and hence need to be engaged and contribute in the development of transport and its associated infrastructure.

#### 4.4. Development / Developers

Potential areas for development will be identified in other documents. Developments can play a significant role in contributing toward attainment of the stated transport vision and objectives. How this can occur will be subject for the transport strategy and its subsequent actions.

#### 4.5. Community Groups / Events

The shire has many active community groups and events that require and/or influence *transport*. Coordinating the timing and scheduling of events and assisting groups will assist Council in attaining the stated transport vision and objectives.

#### 4.6. Other Authorities

At the State level the RTA and Departments of Transport, Lands, Planning, State Development and Revenue are the most prevalent. At the Federal level the departments responsible for infrastructure, roads, region, local government and climate change, including Australian Greenhouse Office (AGO) are primary candidates.



## 5. GLOSSARY

For the purposes of this policy words in italics used in this policy mean the following.

- 5        *amenity* refers to safety, noise, pollution, etc
- activity* means a proposal, project, event, development, activity, festival and the like.
- 10       *accessibility* – includes *access* and *accessibility* as identified in Councils' Disability Action and Inclusion Plan (#790622) as follows.
- accessibility* refers to having features to permit use by people with disabilities. It should be stressed that the term "accessibility" does not just lend itself to providing wheelchair access. Accessibility is relative; meaning that different types of disability require different forms of access.
- 15       *access* refers to the individual's ability to use the service, facility, program or *activity* provided. Consequently, a service is accessible when it is easy to find out about; easily understood; easy to get to; easy to use; people who use it feel they are welcome; people know that they will get the right assistance when they need it; people are confident that every reasonable effort will be made to address the customer's requirements. Good access can be defined as beneficial not only to people with a disability but a significant proportion of other people in our community including parents with prams; elderly people with walking frames or sticks; sporting people with injuries; people with temporary disabilities, injuries or medical conditions; delivery people with trolleys.
- 20       *convenient or convenience* refers to ease (or not) of undertaking and/or participating in an *activity* and includes a variety of factors to measure. For example in a transport context factors include *choice*, reliability, frequency, *accessibility*, travel time, location, safety, etc
- 25       *choice* means ability to choose from various options
- 30       *dependency* means reliance, due to either habitat, behaviour, conception and/or *choice*
- 35       *develop* means *create, expand, enlarge, build up, extend, etc*
- 40       *disadvantaged* on grounds of either age (e.g. young or elderly), physical and/or mental health and/or economic, social and/or cultural status, and/or location (e.g. rural)
- 45       *efficient or efficiency* is a quantifiable measure that *reduces resource* use (especially *non renewable energy*)
- equitable* is to make any *activity* just and fair and especially to consider the *disadvantaged*
- 50       *increase* means an undertaking that produces a quantifiable and/or measurable increase/addition to existing.
- integrated* means connected, coordinated, considered and/or inclusive
- 55       *instruction* means either requiring, requesting, undertaking and/or encouraging
- improve* means an undertaking that produces a quantifiable and/or measurable improvement and/or addresses a concern, for example *choice, options, accessibility, mobility, services, safety, amenity* and/or *convenience*

## BYRON SHIRE COUNCIL

### STAFF REPORTS - INFRASTRUCTURE SERVICES

### 5.2 - ATTACHMENT 1

*mechanism* means existing or future process of Council and/or other authority, either by way of resolution, by law, law and/or regulation, for example LTC and/or DA approval process, s138 activity permits, s94 contributions, s96 modifications, state regulations and/or guidelines, adopted policy and/or procedure, etc.

*mobility* refers to the movement of people and/or goods and can generally be measured in terms of *convenience*. Mobility is not confined to physical or mental limitations as other factors, such as age, culture, economic/social status, geographical location, etc may limit and/or influence a person's mobility due, for example, to lack of *choice* or inability to drive due to age and/or health, etc.

*non-renewable energy* refers to any finite energy source based on use of fossil fuels, for example oil, gas, coal, uranium, etc.

*reduce* means an undertaking that produces a quantifiable and/or measurable decrease and/or addresses a concern regarding choice, options, accessibility, services and/or convenience

*resource* can refer to time, cost, natural resources, pollution, energy (especially *non renewable*) and the like

*support* is any means that is deemed sufficient to provide, support and/or *improve*. Examples of *support* can include the following, which are neither mutually exclusive nor exhaustive:

- Proximity: locating in close proximity of existing services, infrastructure, etc;
- Provision: organising new and/or augmenting existing alternative transport arrangements, especially where existing services are deemed inadequate (e.g. Blues Festival);
- Promotion: e.g. via event ticket sales, general and targeted advertising, resident/visitor information, etc;
- Contribution: direct or indirect financial contribution toward new and/or existing services and/or facilities;
- *Integration*: timing, resources, impact, etc especially in regard to other projects/*activities*

*sustainability* is defined within Council's Management Plan as a concept that protects "environment and communities for now and the future" and "requires the successful integration and balancing of ecological, social and economic values". These three values form the "triple bottom line" and must be considered in any reporting, decision making and subsequent action or *activity*.

*transport* (as per Council resolution 08-776) is defined as any possible method of human or goods movement for the purposes of travelling to and from various locations within or beyond the Shire, including rail, roads, paths, pedestrian, water craft, mobility aids (e.g. wheelchairs, skateboards, scooters, gophers, etc).

*TDM* – according to the Canadian based Victoria Transport Policy Institute, TDM, which is also referred to as Mobility Management, is a general term for strategies that result in more efficient use of transportation resources. More details are online: <http://www.vtpi.org/tdm/index.php>

*users* refers to all existing and potential *transport* users who transport themselves, others and/or goods

## 6.

# BYRON SHIRE COUNCIL

## STAFF REPORTS - INFRASTRUCTURE SERVICES **ATTACHMENTS**

## 5.2 - ATTACHMENT 1

### **Resolution 08-776**

5 08-776 Resolved:

1. That Council:

- 10 a) Note outstanding resolution 06-334 and the proposal for a transport Project Reference Group contained in item 12.1.
- 15 b) Noting outstanding resolution 06-333 and subject to consideration by the Strategic Planning and Policy Review Committees, develop a whole of shire transport strategy and receive further advice as to the necessary level of funding to complete a transport study that informs an integrated transport plan for the Shire as it connects with regional transport networks.
- 20 c) Receive a progress report in March 2009 on item 2 above including the scope and relevance of previous research (eg 'Transport Management Strategy, project scope document' #589880).
- 25 2. That in this resolution transport is defined as any possible method of human movement for the purposes of travelling to and from various locations within or beyond the Shire, including rail, roads, paths, pedestrian, water craft, mobility aids (eg wheelchairs, skateboards, scooters).
- 30 3. That core community concerns requiring consideration of specific actions in the development of a low carbon polluting transport network as part of a financially, ecologically and socially sustainable transport strategy include:
- 35 a) a reduction in road traffic levels and congestion through the expansion of an alternative transport network throughout the shire
- 40 b) improved safety and residential amenity resulting from reduced road traffic
- 45 c) improved public transport services that connect with regional public transport networks
- d) expansion of alternative and public transport network to hinterland areas to ensure that rural and village amenity are enhanced
- 50 e) increased rate of cycleway and alternative transport network development
- f) light rail solutions, particularly in and around Byron Bay (eg town tram service)
- g) park and ride facilities as a key part of tourism management
- h) need for high level of integration between tourism and transport management, including how to encourage tourists to visit and move around the shire by alternative or public transport.
4. That should funding be necessary for projects referred to in item 1, it is to be sourced from any savings made from existing actions and projects made superfluous by this resolution or in the alternative from General Reserve funds.



Byron Shire Council

**DRAFT**

*Transport Strategy  
Discussion Paper*

November 2010

**For consultation  
purposes only**

## Context

Council is developing a Transport Strategy. It is proposed this broad strategic document consists of three distinct parts:

1. Strategic Transport Actions;
2. Discussion Paper; and the
3. 2009 adopted *Strategic Transport Statement* (aka Transport Policy, #861019).

Community and stakeholder feedback is sought on this proposal and the details within each part, all of which is available online at: [www.byron.nsw.gov.au/transport-strategy](http://www.byron.nsw.gov.au/transport-strategy)

## Feedback

**Feedback is requested by Friday 15 October, 2010** via post (PO BOX 219 Mullumbimby 2482) or email [council@byron.nsw.gov.au](mailto:council@byron.nsw.gov.au). General queries can be made directly, 02 6626 7080.

## Process

The Transport Strategy, once adopted, will provide a clear strategic direction that contains the broad objectives, goals and actions of Council. How these will be achieved will be addressed in the development of a key issues document which, along with the adopted Transport Strategy, will be refined and further developed with the assistance of the above consultation period and Council's internal *Transport Project Reference Group* and its proposed successor, the yet to convene, community based *Transport Advisory Committee*. The Key Issues document will form the basis of a detailed action plan which will help inform further development and implementation of the Transport Strategy.

**! Further details are available online:** [www.byron.nsw.gov.au/transport-strategy](http://www.byron.nsw.gov.au/transport-strategy)

## Background

Council has identified five strategic transport actions, which in no particular order are:

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- Park and Ride Services
- Retention of the Rail Corridor for Provision of Rail Services
- Byron Bay Town Centre Traffic: Congestion Relief and Improved Access
- Improved Public Transport Options

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- Future Land Use: Residential and Transport Corridors

These are further explained within this document and are viewed as a suite of actions that will help address what Council has identified as the five key transport issues facing the shire:

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- Non resident impacts;
- Transport Disadvantage;
- Transport Choices;
- Safety, Amenity and Access; and
- Infrastructure at Risk.

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These key issues are further explained in the transport Discussion Paper and the adopted Transport Policy and will assist with the further development of both the strategic vision of the Transport Strategy and the more detailed action plan within the proposed key issues document.

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These key issues have also helped frame the proposed Strategic Transport Actions detailed below, all of which will be subject to the **'next steps'** as proposed below each action including

further development and refinement of these actions via Council's internal *Transport Project Reference Group* and the newly (2010) appointed, community based, *Transport Advisory Committee*.

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## Part 1: Strategic Transport Actions

Council has identified five strategic transport actions, which in no particular order are as follows.

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### → Park and Ride Services

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**Problem:** The majority of the 1.5 million that visit the shire each year arrive by car. The most visited area within the shire is the township of Byron Bay, which attracts many day trippers who, along with many a local resident, are delayed by traffic congestion and are restricted by the transport options available.

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**Solution:** Park and ride is most often employed to assist both daily commuters and visitors reach a specific destination at and within specific (often peak) times. It also offers opportunity to reduce vehicle numbers on the road network. To do both, it has to offer an attractive and real alternative to the private motor vehicle and cater for substantial numbers.

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**Location:** On this criterion, the most obvious location is a park and ride service for Byron Bay which, in particular, caters for those from the north (ie the Pacific Highway) and west (ie along Ewingsdale Road) and *at least* operates at peak times, including large events and summer/Easter holidays during which near on 20,000 vehicles per day descend upon Byron Bay via the sole rail crossing on Lawson Street.

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**Next Steps:** Modal options, route details, stop locations and operational times along with potential patronage numbers and costs require a feasibility study. External funding is preferred for both the study and the operation of any service which would require support from various stakeholders, such as the state authorities for roads, rail and bus, and local operators including those within the bus and tourism industries.

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Image source: [www.varratrams.com.au](http://www.varratrams.com.au)

*Parking your car or hop aboard with your bike or board and then ride either a bus or rail service to complete a journey may offer many a real alternative, especially those who have no private transport option (due to age, income, disability) or simply wish to spend less time behind the drivers wheel.*

→ Retention of the Rail Corridor for Provision of Rail Services

**Problem:** The rail line remains unused (but not formally closed) since mid 2004 and as of May 2010 there remains no clear or apparent intention from the state government regarding its future use. Meanwhile, a significant opportunity cost and community asset is lost and left to waste and continually degraded due to physical neglect and undermined by constant conjecture which fractures a united local or community position with speculation ranging from a sell-off through to its use as a bike and/or walking corridor or ultimately a return of a rail service.

**Solution:** While requiring state government agreement, Council wish to see the rail corridor used to provide a frequent, several times a day, ~~public transport~~ service, preferably one that uses the existing rail infrastructure and caters for the daily commuter and visitor alike. ~~In some instances the corridor may contain width to also provide a bike and walking corridor.~~ Use of the corridor also offers great potential to reduce car dependency within the region, especially as it would offer a transport alternative between the major residential and business centres. A frequent service also offers opportunity to deliver a park and ride service.

**Location:** Constructed late 19<sup>th</sup> century as a branch line from the state corridor between Casino and Murwillumbah and following the region's settlement patterns, a regular, frequent service has the opportunity to re-link the major residential areas the rail corridor bisects, including the well travelled corridor between the regional city of Lismore and the region's most popular destination, Byron Bay. Specifically for Byron Shire, over 90% of residents live within a 5km radius of the train line and many are within a similar radius of the previous (platform) stops at the major towns of Bangalow, Byron Bay, Mullumbimby and Ocean Shores (with a stop at Billinudgel). While a full, frequent service connecting all is preferred, a staged re-opening of the rail line may remain more practicable, such as a focus on a Mullumbimby to Byron Bay link with a stop at Tyagarah that is accessible from the highway and could operate as the "park and ride" service previously described for summer/Easter periods and during events, such as the Blues Festival.

**Next Steps:** Modal options (~~eg bus~~, either light or heavy rail), route staging, stop locations and operational times along with potential patronage numbers and costs require a feasibility study. External funding is preferred for the study and is required for the operation of any service which would require support from various stakeholders, such as the state authorities for roads, rail and bus, and local operators including those within the transport and tourism industries.



*Could heavy rail offer potential connection to the Queensland Rail city network system?*

Image source: [www.queenslandrail.com.au/AboutUs/MediaCentre](http://www.queenslandrail.com.au/AboutUs/MediaCentre)



*Light rail, such as a tram service that connects the shire's towns, may offer a less expensive and more immediate, and maybe even an interim, solution to heavy rail.*

Image source: [www.yarratrams.com.au](http://www.yarratrams.com.au)



## → Byron Bay Town Centre Traffic: Congestion Relief and Improved Access

**Problem:** The majority (~~ie over 95%~~) of visitors to Byron Bay arrive by car who, along with many a local resident, are delayed by traffic congestion. This is most evident in the traditional peak times of summer and Easter holiday periods and when events are held, including small events like the weekly or monthly markets through to the larger, annual events. Traffic congestion is costly in terms of economics (delayed people and freight), environment (longer travel and idle times) and community (loss of amenity, restricted access, etc).

**Solution:** No single, “silver bullet” fix is available. A balance between supply and demand management is required. Supply typically results in an increase of, whereas demand management seeks to be more effective and efficient with existing, resources and infrastructure. On the *traffic* supply side, Byron Bay requires another rail crossing that provides *both* an alternative to enter (80% of the traffic) or avoid (20%) the ‘most congested’ areas of the town centre. Also required is various intersection upgrades to improve levels of service and reduce congestion and conflict points within the network. Demand options include new or improved management practices regarding the timing, location and access to: events, car parking, information and alternative transport options.



**Location:** Various studies have identified the benefit of an additional rail crossing at the site of the old emergency rail crossing between Butler and Jonson Streets, the most recent being the MR545 Strategic Study which, as reported to Council 9 April 2009, also identified various and associated road and intersection upgrades required in parallel (such as a roundabout at the intersection of Marvell Street and Jonson Street, pictured) and those required through to 2018 and 2028. Previous studies and investigations have also provided recommendations regarding management of community events, car parking, information and alternative transport options.

**Next Steps:** Council are ~~progressing in accordance with Council resolutions and studies and~~ undertaking necessary steps with stakeholders regarding the use of the old emergency rail crossing between Butler and Jonson Streets. Traditional barriers have been state ~~rail~~ approval for a new rail crossing and RTA agreement for works along the ~~main road~~ route ~~which includes~~ **Ewingsdale Road, Bangalow Road and the town centre roads of Jonson, Lawson and Marvell Streets. Main Road 545. These barriers have lessened due to the loss of** rail services and RTA involvement in, and concurrence with, the MR545 Study. Other town centre traffic management options such as traffic flow, one or two way routes, car parking and event and information management, while remaining matters for Council, also have various stakeholders and will be progressed via consultation (as required) and within the context of the second rail crossing and the progress of other town centre matters, such as urban design, land use, amenity and safety.



## BYRON SHIRE COUNCIL

### STAFF REPORTS - INFRASTRUCTURE SERVICES

### 5.2 - ATTACHMENT 2

**More information:** The latest traffic study; the Main Road 545 Strategic Study was reported to Council on the 9 April 2009. The report to Council is available online within the PDF Council Agenda, see pages 69-93: [www.byron.nsw.gov.au/files/meetings/2009/2009-04-09\\_Ordinary\\_Agenda.pdf](http://www.byron.nsw.gov.au/files/meetings/2009/2009-04-09_Ordinary_Agenda.pdf)

- 5 The report included three Annexure documents, including:
- Map of the proposed works: [www.byron.nsw.gov.au/files/Meetings/20090409\\_13a\\_map.pdf](http://www.byron.nsw.gov.au/files/Meetings/20090409_13a_map.pdf)
  - Consultants report: [www.byron.nsw.gov.au/files/Meetings/20090409\\_13c\\_strategic\\_report.PDF](http://www.byron.nsw.gov.au/files/Meetings/20090409_13c_strategic_report.PDF)
  - RTA letter: [www.byron.nsw.gov.au/files/Meetings/20090409\\_25c\\_letter\\_rta.pdf](http://www.byron.nsw.gov.au/files/Meetings/20090409_25c_letter_rta.pdf)

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### → Improved Public Transport Options

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**Problem:** Much of the shire provides little to no public transport choice, other than a school bus route. Such services and the potential provision of further services is not within Council's jurisdiction and are typically subject to NSW Transport licence and contractual arrangements as undertaken in accordance with state legislation and regulation. Moreover, these contracted services are typically subsidised by substantial state (public) funding and have strict passenger and competition rules regarding the acceptable geographical, route and patronage operations of each service; for example regional services such as CountryLink while operating between the shire's major towns is not available as an intra-shire service.

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This lack of and separation between available services places many outside the populated areas at a particular disadvantage to those within the town centres, who have at very least have a local bus service; albeit for some very limited, such as a single bus route and/or no weekend or evening service. In acknowledging the limited choice, and the cost of public transport and taxi services, some local pubs and clubs run their own private/patron shuttle service. These services do little for those most disadvantaged however, such as the youth of the shire who are too young to drive or frequent the destination. Another problem is that the information regarding the available services, be it private, public or community transport, is also limited with many a resident not knowing services either exist and/or where information can be obtained.

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**Solution:** More transport options (ie new services) and better integration and information of services (including availability of private operations) is required. Organised car pooling and car sharing also has a role to play and needs to be encouraged and supported further, as does greater use of existing private, public and community transport services.



Council are supporters of the Northern Rivers Carpool program which "is a free, online service for anyone who wants to save money, meet new people and reduce their carbon footprint while travelling to work or study". Details are online at: [www.nrcarpool.org](http://www.nrcarpool.org)

Car pooling, via using private vehicles for public access, offers a greater flexibility to the travelling public than fixed in time and route services as offered by traditional public transport services.

Image source: [www.nrcarpool.org](http://www.nrcarpool.org)

## BYRON SHIRE COUNCIL

### STAFF REPORTS - INFRASTRUCTURE SERVICES

### 5.2 - ATTACHMENT 2

**Location:** Given the majority of residents live in proximity to the train line, Council are supportive of a public transport use of the rail corridor. For others, bus services are required and given the nature of local rural roads, small mini-bus, shuttle type services is favoured that joins the small villages and rural residential areas with the main trunk bus routes operating between the major centres. Within the centres that are comparatively well served, better information, marketing and visibility of such services is required.

**Next Steps:** A feasibility study is required to gain a better understanding of the use of existing services and resources and the unmet demand (ie potential market), along with identification of any new services and routes and ideas to increase awareness of services. The study requires a coordinated approach to reflect the need for a move toward an integrated transport system. Cooperative work between government (all levels), non-government (such as the Northern Rivers Social Development Council) and service providers (private, public and community transport) is needed, along with community input, to assess the current 'state of play' and possible current and future opportunities and constraints to improving transport options within the shire.

Visibility of services is one area requiring improvement and Council have secured NSW Transport funding and installed (April 2010) 'J-Pole' bus signage to highlight the major bus route between Suffolk Park and Byron Bay's town centre and Arts and Industry estate.

Follow up funding has also been secured to attach timetable casing to these new signs (due late 2010) and develop and circulate shire wide and specific locality public transport and way-finding maps (by October 2011).



### → Future Land Use: Residential and Transport Corridors

**Problem:** Byron Shire, like the broader Northern Rivers region, is expected to be home to many more people in the next 30 years and their travel patterns, like those already here, will be shaped (in the main) by the type and location of their work and where they live; which is a personal choice that is dictated by the supply and mixture of housing stock and affordability. The current situation of limited stock and high rents and sale prices, which along with increasing demand, is expected to continue and only exacerbate further if not addressed.

**Solution:** In recognising this nexus between land and transport use, Council are supportive of developments that offer employment and/or greater variety in available housing stock and price that make better use of existing infrastructure and services. In new areas where this is not possible, preference will be for developments that link into, or deliver, alternative options to the motor vehicle, such as active transport (walking and cycling) and sustainable transport (public or community transport). In existing settled areas, for example infill development, this includes greater density and proximity (preferably walking distance) to services and employment such as those typically found in a town centre.

**Location:** Given Council's desire has identified the need for a park and ride service, a rail service a public transport use of the rail corridor and improved public transport options, future developments and land use that assist in their delivery or make their delivery more attractive are encouraged over developments in areas viewed as isolated, distant or limited in regards to infrastructure, services, access and opportunities for social, employment or educational engagement. More specifically, Council encourage consideration of the rail corridor and its role in future transport and land use.

## BYRON SHIRE COUNCIL

### STAFF REPORTS - INFRASTRUCTURE SERVICES

### 5.2 - ATTACHMENT 2

- Next Steps:** Determine how best to assess proposed land use, be it commercial or residential, in relation to its existing use of, and contribution toward future, transport services and improvements. Undertake a similar assessment to identify potential future residential and transport corridors within the shire, starting with land use and residential patterns within a 1km (walking), 2km (walking, cycling) and 5km (cycling, car/bus ride) distance of the rail corridor; an assessment which will also help determine potential development/infill areas and patronage of any rail ~~corridor transport~~ service.
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#### 10 → Part 1: Further references

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##### Bike Plan:

[http://files.byron.nsw.gov.au/files/publications/Bike\\_Strategy\\_and\\_Action\\_Plan\\_Bike\\_Plan\\_-\\_Byron\\_Shire.pdf](http://files.byron.nsw.gov.au/files/publications/Bike_Strategy_and_Action_Plan_Bike_Plan_-_Byron_Shire.pdf)

##### 15 Transport Services Information

[www.byron.nsw.gov.au/transport-information](http://www.byron.nsw.gov.au/transport-information)

##### Public Transport Maps and Timetables

[www.goingplaces.org.au](http://www.goingplaces.org.au)

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##### Disability Access and Inclusion Plan 2008-2013

[http://files.byron.nsw.gov.au/files/publications/Disability\\_Access\\_and\\_Inclusion\\_Plan\\_2008-2013.pdf](http://files.byron.nsw.gov.au/files/publications/Disability_Access_and_Inclusion_Plan_2008-2013.pdf)

##### Local Environmental Plan 1988

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[http://files.byron.nsw.gov.au/files/publications/Local\\_Environmental\\_Plan\\_1988.pdf](http://files.byron.nsw.gov.au/files/publications/Local_Environmental_Plan_1988.pdf)

##### Affordable Housing

<http://www.byron.nsw.gov.au/publications/a>

##### 30 Growth Management Strategy

Search "Growth Management Strategy" on Council web site for updates: <http://www.byron.nsw.gov.au>

## Part 2: Discussion Paper

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### 1. Introduction

In December 2008, Council resolved 08-776 (see pages 23-24) to develop a strategic transport plan. Council's resolution referred to

*'core community concerns requiring consideration of specific actions in the development of a low carbon polluting transport network as part of a financially, ecologically and socially sustainable transport strategy'.*

The purpose of this paper is to discuss the 'core community concerns' and identify an approach to 'specific actions' that may be appropriate to meet the aims of a shire-wide Transport Strategy.

### 2. Transport Policy Statement

A Transport Policy Statement (see Part 3) has been developed that sets out the aims of a Transport Strategy for Byron Shire Council as follows.

To develop and support an effective, convenient, efficient, equitable and integrated shire-wide transport network and management approach that improves mobility, accessibility and choice for all users, especially the transport disadvantaged, while reducing use of non-renewable energy and improving sustainability, amenity and opportunities for individual, community and environmental health, wellbeing and interaction.

The policy statement also identified a range of potential partners that includes residents, business, developers, tourism industry, tourist visitors, community groups and other authorities such as state and federal government departments.

### 3. Definition of Transport

Any possible method of human movement for the purposes of travelling to and from various locations within or beyond the Shire, including rail, roads, paths, pedestrian, water craft, mobility aids (eg wheelchairs, skateboards, scooters. (Res 08-776).

### 4. Key Principles

The approach to be taken by the Transport Strategy in identifying 'specific actions' will be based around two key principles as identified in Res 08-776 – network management and integration.

#### 4.1 Network Management.

Transport systems or networks are made up of many different types or modes of transport (eg roads, rail, cycleways etc). Strategic long term planning for transport needs to be based on a whole of network approach. That is individual modes of transport are considered in relation to all modes of transport that make up or may make up a transport network. This recognizes that a change to one area of the network will have an impact on another area. For example, improved public transport may reduce users of other transport modes such as cars.

#### 4.2 Integration and Connectivity

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The most effective transport networks will usually ensure that a range of different transport modes are integrated or linked together. This is vital for changing commuter behaviour. For example, a cycleway that connects a rural village to a public transport service such as a bus will help to increase the overall number of public transport users (and reduce the number of road users) than would be the case if either existed in isolation.

#### 5. Why Develop a Transport Strategy?

Provision of transport infrastructure and services is one of the most important needs of our community and is a vital support to our economy. Although funded by all levels of government and the private sector, local government plays a key coordinating role in planning and delivery of infrastructure and services. Increasingly, local government planning for transport infrastructure and services needs to be considered in the context of a range of pressing environmental, economic and social challenges. Recently introduced planning reforms in NSW require Council's to develop 10 year community strategic plans that identify community needs and include long term asset management plans. Strategic transport planning provides the opportunity to give consideration to transport challenges so as to maximise the benefits and reduce the economic, environmental and social costs of an integrated transport network that meets the long term needs of the community.

#### 6. Challenges to Byron Shire's Transport Network.

Transport infrastructure, particularly the road network, is a major concern for Byron Shire Council, being costly to develop and maintain. Transport needs to be considered in long term land use planning to ensure that future growth is catered for and well managed. This requires credible demographic and growth forecasts. Byron Shire's position as a 'seachange' community in transition means that the transport needs of the shire are likely to change over time.

Currently (as with most LGAs) Council has identified significant funding gaps in the maintenance of transport infrastructure, notably the road network. Council's Draft Asset Management Plan identifies a \$? Shortfall of funding for maintenance of the shire's road assets over the next ? years. In the context of climate change and peak oil, a significant risk is that our current transport network's bias towards motorised road transport will make the expansion and development of our transport system increasingly financially unsustainable. Moving towards a multi-modal transport network that builds on the strengths of the existing network can help to make the funding of transport infrastructure and services more financially sustainable.

Climate change is likely to impact on how we manage our transport network in a number of ways. Existing infrastructure may be threatened by rising sea levels and require costly relocation. In addition, construction of the road network is a high carbon intensity activity and as such is likely to become more costly as the price of carbon pollution increases. Similarly, motorised road users produce significant greenhouse gas emissions compared to other transport modes and as such the development of alternative transport modes will assist in the mitigation of greenhouse gas pollution.

Climate change and peak oil pose significant risks to the Byron Shire community in that the potential for higher costs of motorised transport may disrupt the local economy due to decreased tourist visitors and a reduced ability of residents to drive to work and services. Long term transport planning needs to consider alternative transport networks including public transport networks to ensure greater economic resilience.

Increasing costs of transport networks and the lack of public transport disadvantage a number of groups within the community, notably young people, seniors and others without access to private transport. Ensuring access and equity for all by providing public transport helps to reduce social

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costs and can lead to greater economic resilience by providing opportunities for maximum participation in employment, education and training.

In Byron Shire, consideration of non-resident (notably tourist visitors) transport needs is significant because of the contribution tourism makes to the local economy. Currently, the level of tourism leads to significant congestion on some parts of the road network, however the low rate base in Byron Shire and lack of direct contribution by tourist visitors for development and maintenance of the network presents a financial challenge to the expansion of the network. Development of less costly transport infrastructure for tourists may lead to significant improvements to the operation of the transport network that benefits the community as a whole through reduced congestion and financial costs of network development and maintenance. Exploring the potential to develop tourism product aligned to particular modes of transport (eg cycle or rail tourism) provides an opportunity to further reduce tourism reliance on the road network. Expansion of public transport, including to rural areas would also help to diffuse economic benefits of tourism throughout the Shire in a way that is consistent with the community's desire for more ecological and financially sustainable ways to support tourism.

Connectivity of the Byron Shire transport network with regional and national networks is a consideration for a Transport Strategy. National links have a significant impact on the level and type of road traffic within the shire, notably heavy freight using the Pacific Coast corridor and high levels of tourists visiting our communities. Currently all tourist visitors arrive in the shire by road based transport even if they flew or caught a train. Improved links with airports and rail infrastructure provide the opportunity to shift visitors to an alternative transport mode. Regional transport networks also play an important role in developing economic and social links within the region especially within the east-west Bruxner corridor (Byron/Ballina to Casino) and north-south Pacific Coast corridor between Ballina and Tweed Heads.

An opportunity exists to make effective use of existing infrastructure, notably the Casino-Murwillumbah rail line. Local and/or regional rail services have the potential to address many of the challenges discussed above. The challenge for an effective Transport Strategy is to identify the benefits and actions required to better integrate rail into the existing transport network.

#### 7. 'Community Concerns'

The following community concerns stated in Res 08-776 are discussed in the context of the challenges referred to above and possible actions are identified by applying the key principles set out in Section 4.

*7.1 A reduction in road traffic levels and congestion through the expansion of an alternative transport network throughout the shire.*

Road traffic congestion within Byron Shire is increasing and is most obvious in and around Byron Bay. However, congestion is becoming a problem in other coastal communities such as Mullumbimby, Bangalow and Brunswick Heads. AADT (Average Annual Daily Traffic) data for 2004 indicates that over 20,000 vehicles a day crossed the railway tracks on Lawson Street, Byron Bay. To put this figure in perspective, this was almost double the amount of daily traffic on the Pacific Highway at Ewingsdale and about half the number of vehicles crossing the Queensland border at Tweed Heads.

Traffic levels within the Shire are highly influenced by links to National and Regional transport networks. For example upgrades to the Pacific Highway in recent years has dramatically increased the number of day trip visitors to our region. Day trip visitors to Byron Bay rose by 209,000 in a single year taking the Annual total to over ¾ of a million. (Annual Visitor Survey September 2006).

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### 5.2 - ATTACHMENT 2

**Part 2, Annexure 1** provides a snapshot of transport statistics and indicators of growth with Byron Shire and the Northern Rivers.

- 5 Expansion of the road network is limited by a lack of financial resources and in the case of Byron Bay is limited by geography.

A mix of possible solutions include

- 10
- Expanded cycleways
  - Safe walkways
  - Improved public transport network
  - Use of rail line for inter-town commuter service and/or intra-town tram service.
  - Park and ride facilities
- 15
- Reduced in town car parking
  - Congestion charge on road users
  - Central public transport hub

#### 7.2 *Improved safety and residential amenity resulting from reduced road traffic*

20

Congestion and high traffic levels within communities increase the risks of injury to residents and reduce the amenity of local neighbourhoods. School zones are a particular concern. The narrow pavement width of rural roads also raises safety issues for residents and tourists wishing to walk or cycle on rural roads or within village zones. Measures to reduce overall road traffic levels can be supplemented to improve safety and amenity issues.

25

- Reduced speed limits on residential streets.
  - Reduced parking on residential streets.
  - Better management of parking- eg park and ride.
- 30
- Improved management of traffic zones adjacent to schools.
  - Extension of walkway and cycleway network to rural roads and villages.
  - Separation of walkway and cycleway infrastructure.
  - Expanded carpool networks.

35

#### 7.3 *Improved public transport services that connect with regional public transport networks*

Currently, public transport is limited within the Shire and across the region. While local bus and taxi services exists in most communities, there is a limited amount of regional services linking local services, which reduces the viability of local services and acts as a disincentive to the expansion of public transport usage. The location of the rail line and stations in the centre or close to most population centres within the shire and region provide significant scope for rail to act as the 'spine' of a public transport network.

40

- 45
- Linking cycleways infrastructure with surrounding LGAs.
  - Improving bus networks and linking with regional services and networks.
  - Use of rail line as a 'spine' of integrated regional transport network.
  - Further integration of carpool services

#### 7.4 *Expansion of alternative and public transport network to hinterland areas to ensure that rural and village amenity are enhanced*

50

Rural areas are not well serviced by public transport. In addition, the standard of the rural road network is coming under increasing pressure from high levels of tourist visitors leading to increased safety and amenity issues. Provision of public transport to rural areas helps to overcome social isolation and other disadvantages as well as helping to boost economic participation by rural residents.

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## STAFF REPORTS - INFRASTRUCTURE SERVICES

## 5.2 - ATTACHMENT 2

- Infrastructure to support carpool services.
- Hinterland bus services.
- Safe cycleway and walkway infrastructure.
- 5 • Tourism strategies based around use of alternative transport.

### 7.5 *increased rate of cycleway and alternative transport network development.*

- 10 • Increase funding for cycleway and walkway development.
- Conduct feasibility studies for use of rail corridor.
- Regional cooperation for integration and expansion of alternative transport network.

### 15 7.6 *Light rail solutions, particularly in and around Byron Bay (eg town tram service).*

- Conduct feasibility study for light rail operations.
- Integrate with tourism strategy to enhance viability.
- Compare long term costs with financial and ecological sustainability of expanded road
- 20 networks.
- Integrate with park and ride operations.
- Consider community based operations.

### 25 7.7 *Park and ride facilities as a key part of tourism management*

- Develop as part of tourism strategy.
- Integrate with alternative transport network.
- Develop in conjunction with demand and supply management of road based infrastructure.
- 30

### 7.8 *Need for high level of integration between tourism and transport management, including how to encourage tourists to visit and move around the shire by alternative or public transport.*

- 35 • Differentiate between commuter and tourism transport needs.
- Develop marketing strategy based on use of alternative transport networks.
- Emphasise 'experience' of alternative transport use.
- Link ecological and environmental values to tourism strategies that use alternative
- 40 transport.

### Challenges

- Environmental, ecological and financial constraints.
- Working with other jurisdictions and agencies
- 45 • Being bold – putting forward ideas that challenge existing constraints.

### Working towards a Transport Strategy

- Long term development of sustainable transport network.
- 50 • Land use planning
- Identify short term, medium term and long term actions.
- Identify policy areas requiring review.
- Identify policy linkages
- Identify partners and strategies required to progress 'specific actions'.
- 55



## Part 2: Discussion Paper

### Annexure 1

#### Regional and National Transport Networks

- Over 120,000 vehicles use the Pacific Motorway each day. By 2026 this is expected to increase to 214,000 at Helensvale. (SBCS)

- 42,724 vehicles a day cross the Queensland border. (2004 AADT counts).

- 151,000 vehicles a day are projected to cross the Queensland border by 2026 (Sydney-Brisbane Corridor Strategy, 2007, p 24).

#### Heavy Freight

- Heavy vehicle use on the Pacific Highway is expected to increase by 3.4 per cent every year to 2025

(Working Paper 66, BTRE p 60).

- 'Interstate freight between Sydney and Brisbane is expected to almost triple in the next 20 years'

(Sydney-Brisbane Corridor Strategy, 2007, p i)

#### Sydney-Brisbane Corridor Strategy, 2007 (SBCS)

Growth along the 'coastal side of the corridor' is likely to lead to 'congestion, capacity, safety and traffic issues' that 'will challenge the performance and adequacy of the transport system' in a 'number of key regional locations' including 'the Gold Coast and Northern NSW down to Byron Bay'. Ballina is another coastal centre cited as presenting specific challenges for the management of regional transport systems

(SBCS, p 28).

The Bruxner corridor is the busiest east-west corridor connecting with the Pacific Highway between the Hunter region and the Qld border.

Approximately 85% of all daily east-west vehicle movements use the Bruxner corridor to move through the region. (AADT, 2007)

#### Air Passenger Movements

- In 2005 there were 3.9 million air passenger movements on the Sydney-Brisbane air route (SBCS, p 8). [This is now closer to 5 million a year]

- In 2007 Gold Coast Airport handled 3.7 million passengers.

- Approximately 300,000 passengers are handled annually by the Ballina/Byron Gateway Airport at Ballina.

All arrivals and dispersals to and from the Gold Coast Airport generate at least as many commuter trips along the Pacific Highway/Motorway. Approx. 45% to NSW.

#### Tourism

# BYRON SHIRE COUNCIL

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## 5.2 - ATTACHMENT 2

Visitor number for the Northern Rivers

- 5
- 225,000 international visitors
  - 1.8 million domestic overnight visitors
  - 2.7 million day trip visitors

10 (Northern Rivers Tourism 2009)

## **~~Part 2: Discussion Paper~~**

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**~~Annexure 4~~**

15

~~Annexure 4 — detailed economic, social and demographic snapshot of Byron Shire?~~

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25

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## Part 3: Transport Policy

Byron Shire Council adopted the Strategic Transport Statement (Transport Policy) on 28 May 2009.

The policy is reproduced below and also available online at:

[http://files.byron.nsw.gov.au/files/publications/Strategic\\_Transport\\_Statement\\_Transport\\_Policy.pdf](http://files.byron.nsw.gov.au/files/publications/Strategic_Transport_Statement_Transport_Policy.pdf)

*Policy 09/001*

**POLICY TITLE** STRATEGIC TRANSPORT STATEMENT (TRANSPORT POLICY)

**FILE REFERENCE** COR710160

**NB:** For words in italics see the Glossary at end of document.

### 1. OBJECTIVES

1.1. *reduce* the need for and/or *dependency* on private motor vehicle trips

1.2. *improve* public transport;

1.3. *support* community transport;

1.4. *increase* the bike network and/or use;

1.5. *improve* pedestrian and residential *amenity*;

1.6. *support* advocacy, partnerships and/or community involvement;

1.7. *improve* road user safety;

1.8. *improve* integration and regional connectivity;

1.9. *support* climate change adaptation and mitigation.

Further defining and obtaining of these objectives will be the role of the proposed transport strategy.

*Support* of each objective can be sought via relevant Council *instruction* through available *mechanisms* regarding any proposed and/or existing *activity*, all of which will be explored via development of the proposed transport strategy that will be guided by Council's vision.

### 2. POLICY STATEMENT / VISION

In an era of depleting natural resources, climate change and increasing financial, environmental and community costs, Byron Shire Council aim is:

## BYRON SHIRE COUNCIL

### STAFF REPORTS - INFRASTRUCTURE SERVICES

### 5.2 - ATTACHMENT 2

To develop and support an effective, *convenient, efficient, equitable and integrated* shire-wide transport network and management approach that *improves mobility, accessibility and choice* for all users, especially the transport *disadvantaged*, while *reducing* use of *non-renewable energy* and *improving sustainability, amenity* and opportunities for individual, community and environmental health, wellbeing and interaction.

This will be achieved by delivering an *integrated* and partnership approach of developing, managing, constructing and/or maintaining all facets of the multi-modal transport mix to meet the above objectives; the attainment, responsibility and measurement of which will be subject to the transport strategy and its subsequent actions.

### 3. TOOLS FOR IMPLEMENTATION

#### 3.1. Existing

Council have many existing *mechanisms* (i.e. tools) to implement actions aimed at meeting the above objectives. These actions, either existing or future, will be initially identified and tabled during development of, and updated as needed through, the transport strategy, which will be an evolving and living (working) document for Council implementation.

In a transport context however, most actions fall within and/or influenced by travel or transport demand management (*TDM*) techniques which, broadly speaking, has two tools at its disposal: supply and demand.

Supply tools are a more traditional approach and typically attempt to manage demand by increasing or decreasing available infrastructure. Examples include increasing the bike network and its facilities and use, reducing car parking and developing alternatives to road transport (e.g. rail).

Supply side techniques is often the approach of development assessments, devising works programs, etc which look to assess impacts (in terms of vehicle volumes/growth, safety, maintenance, cost to benefit, etc) to determine needs (e.g. parking, traffic management, road space, facilities etc). Examples of existing supply techniques include the following, with others to be identified during the "gaps" and needs analysis as per resolution 09-138:

- Council adopted bike plan: which tables an array of needs from off-road paths, on-road lanes to secure parking and education.
- Proposed PAMP and car parking studies/reviews: which will be influenced by development of a transport strategy to ensure an integrated and coordinated approach is considered with the first step being assessment of existing infrastructure/supply.
- Disability and Inclusion Action Plan (DAIP), Youth and Aged Strategies, Cultural and Events Plans and other Council documents: the influence and direction of which will be identified during development and involvement of the transport strategy.

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Demand techniques are tools used to manage the demand for services and/or facilities and include hard (i.e. physical) and soft (i.e. behavioural) approaches to effect change. Typically, physical actions attempt to enforce change, whereas behavioural change is often voluntary. Examples are as follows.

- Physical: via use of engineering and enforcement; such as traffic calming devices, reallocation and/or change of road space/use, the cost, supply and availability of parking, etc. Specific examples include reduction of parking, user pays parking, physical barriers to entry or ease of travel, such as entry threshold treatments, speed humps, one way/no entry, turn bans, etc
- Behavioural: via education and engagement; attempt to influence or change people's habit via voluntary behaviour change, either through formal programs (e.g. TravelSmart, Council policy, education, walking school bus) or informal means (e.g. promotion, events, activities like ride to work or school days, etc). Often such techniques accompany any physical implementation to help promote and educate change.

#### 3.2. Future

It is envisaged the development of the transport strategy:

a) will *develop* and be based on a sustainable transport hierarchy, an example being Yarra City Council's Strategic Transport Statement for inner city Melbourne (#834889); and

b) identify need for new and/or changes/modifications to existing *mechanisms* to implement. These will be flagged, investigated and reported as appropriate.

## 4. PARTNERS

Council view partnerships as key to delivering the vision and meeting the objectives outlined above, especially as many facets of transport fall outside the traditional sphere of Council operations, such as public and community transport which are typically state and/or private concerns.

Council also realise each potential partner may have different priorities and by engaging each it is hoped an understanding is struck that will assist all parties in obtaining respective and common goals.

The following list is not viewed as exhaustive.

#### 4.1. Residents

Council recognise that residents, while a small base in relation to the demand placed on, and contributions toward, transport services and infrastructure, remain a priority as they rely on the transport network on a daily basis for movement of people and goods.

#### 4.2. Business / Commercial

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### 5.2 - ATTACHMENT 2

The diversity, accessibility and feasibility of local business and commercial operations contribute to the Shire's economic wellbeing and influence resident and visitor perceptions of the region, all of which is affected by *transport*.

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#### 4.3. Visitors and Tourism

10 The shire is a popular tourist destination and supports many local business and commercial operations either directly or indirectly. Some locations are more popular than others. Visitors and those benefiting from tourism require transport and hence need to be engaged and contribute in the development of transport and its associated infrastructure.

#### 4.4. Development / Developers

15 Potential areas for development will be identified in other documents. Developments can play a significant role in contributing toward attainment of the stated transport vision and objectives. How this can occur will be subject for the transport strategy and its subsequent actions.

20

#### 4.5. Community Groups / Events

The shire has many active community groups and events that require and/or influence *transport*. Coordinating the timing and scheduling of events and assisting groups will assist Council in attaining the stated transport vision and objectives.

25

#### 4.6. Other Authorities

30 At the State level the RTA and Departments of Transport, Lands, Planning, State Development and Revenue are the most prevalent. At the Federal level the departments responsible for infrastructure, roads, region, local government and climate change, including Australian Greenhouse Office (AGO) are primary candidates.

5. GLOSSARY

For the purposes of this policy words in italics used in this policy mean the following.

5 *amenity* refers to safety, noise, pollution, etc

*activity* means a proposal, project, event, development, activity, festival and the like.

10 *accessibility* – includes *access* and *accessibility* as identified in Councils' Disability Action and Inclusion Plan (#790622) as follows.

15 *accessibility* refers to having features to permit use by people with disabilities. It should be stressed that the term “accessibility” does not just lend itself to providing wheelchair access. Accessibility is relative; meaning that different types of disability require different forms of access.

20 *access* refers to the individual's ability to use the service, facility, program or *activity* provided. Consequently, a service is accessible when it is easy to find out about; easily understood; easy to get to; easy to use; people who use it feel they are welcome; people know that they will get the right assistance when they need it; people are confident that every reasonable effort will be made to address the customer's requirements. Good access can be defined as beneficial not only to people with a disability but a significant proportion of other people in our community including parents with prams; elderly people with walking frames or sticks; sporting people with injuries; people with temporary disabilities, injuries or medical conditions; delivery people with trolleys.

30 *convenient* or *convenience* refers to ease (or not) of undertaking and/or participating in an *activity* and includes a variety of factors to measure. For example in a transport context factors include *choice*, reliability, frequency, *accessibility*, travel time, location, safety, etc

*choice* means ability to choose from various options

35 *dependency* means reliance, due to either habitat, behaviour, conception and/or *choice*

*develop* means *create, expand, enlarge, build up, extend, etc*

40 *disadvantaged* on grounds of either age (e.g. young or elderly), physical and/or mental health and/or economic, social and/or cultural status, and/or location (e.g. rural)

*efficient* or *efficiency* is a quantifiable measure that *reduces resource* use (especially *non renewable energy*)

45 *equitable* is to make any *activity* just and fair and especially to consider the *disadvantaged*

*increase* means an undertaking that produces a quantifiable and/or measurable increase/addition to existing.

50 *integrated* means connected, coordinated, considered and/or inclusive

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### 5.2 - ATTACHMENT 2

*instruction* means either requiring, requesting, undertaking and/or encouraging

*improve* means an undertaking that produces a quantifiable and/or measurable improvement and/or addresses a concern, for example *choice*, options, *accessibility*, *mobility*, services, safety, *amenity* and/or *convenience*

*mechanism* means existing or future process of Council and/or other authority, either by way of resolution, by law, law and/or regulation, for example LTC and/or DA approval process, s138 activity permits, s94 contributions, s96 modifications, state regulations and/or guidelines, adopted policy and/or procedure, etc.

*mobility* refers to the movement of people and/or goods and can generally be measured in terms of *convenience*. Mobility is not confined to physical or mental limitations as other factors, such as age, culture, economic/social status, geographical location, etc may limit and/or influence a person's mobility due, for example, to lack of *choice* or inability to drive due to age and/or health, etc.

*non-renewable energy* refers to any finite energy source based on use of fossil fuels, for example oil, gas, coal, uranium, etc.

*reduce* means an undertaking that produces a quantifiable and/or measurable decrease and/or addresses a concern regarding choice, options, accessibility, services and/or convenience

*resource* can refer to time, cost, natural resources, pollution, energy (especially *non renewable*) and the like

*support* is any means that is deemed sufficient to provide, support and/or *improve*. Examples of *support* can include the following, which are neither mutually exclusive nor exhaustive:

- Proximity: locating in close proximity of existing services, infrastructure, etc;
- Provision: organising new and/or augmenting existing alternative transport arrangements, especially where existing services are deemed inadequate (e.g. Blues Festival);
- Promotion: e.g. via event ticket sales, general and targeted advertising, resident/visitor information, etc;
- Contribution: direct or indirect financial contribution toward new and/or existing services and/or facilities;
- Integration: timing, resources, impact, etc especially in regard to other projects/*activities*

*sustainability* is defined within Council's Management Plan as a concept that protects "environment and communities for now and the future" and "requires the successful integration and balancing of ecological, social and economic values". These three values form the "triple bottom line" and must be considered in any reporting, decision making and subsequent action or *activity*.

*transport* (as per Council resolution 08-776) is defined as any possible method of human or goods movement for the purposes of travelling to and from various locations within or



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beyond the Shire, including rail, roads, paths, pedestrian, water craft, mobility aids (e.g. wheelchairs, skateboards, scooters, gophers, etc).

- 5 *TDM* – according to the Canadian based Victoria Transport Policy Institute, TDM, which is also referred to as Mobility Management, is a general term for strategies that result in more efficient use of transportation resources. More details are online:

<http://www.vtpi.org/tdm/index.php>

- 10 *users* refers to all existing and potential *transport* users who transport themselves, others and/or goods

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## BYRON SHIRE COUNCIL

### STAFF REPORTS - INFRASTRUCTURE SERVICES ATTACHMENTS

### 5.2 - ATTACHMENT 2

#### **Resolution 08-776**

5 08-776 Resolved:

1. That Council:

10 a) Note outstanding resolution 06-334 and the proposal for a transport Project Reference Group contained in item 12.1.

15 b) Noting outstanding resolution 06-333 and subject to consideration by the Strategic Planning and Policy Review Committees, develop a whole of shire transport strategy and receive further advice as to the necessary level of funding to complete a transport study that informs an integrated transport plan for the Shire as it connects with regional transport networks.

20 c) Receive a progress report in March 2009 on item 2 above including the scope and relevance of previous research (eg 'Transport Management Strategy, project scope document' #589880).

25 2. That in this resolution transport is defined as any possible method of human movement for the purposes of travelling to and from various locations within or beyond the Shire, including rail, roads, paths, pedestrian, water craft, mobility aids (eg wheelchairs, skateboards, scooters).

30 3. That core community concerns requiring consideration of specific actions in the development of a low carbon polluting transport network as part of a financially, ecologically and socially sustainable transport strategy include:

a) a reduction in road traffic levels and congestion through the expansion of an alternative transport network throughout the shire

35 b) improved safety and residential amenity resulting from reduced road traffic

c) improved public transport services that connect with regional public transport networks

40 d) expansion of alternative and public transport network to hinterland areas to ensure that rural and village amenity are enhanced

e) increased rate of cycleway and alternative transport network development

45 f) light rail solutions, particularly in and around Byron Bay (eg town tram service)

g) park and ride facilities as a key part of tourism management

50 h) need for high level of integration between tourism and transport management, including how to encourage tourists to visit and move around the shire by alternative or public transport.

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### 5.2 - ATTACHMENT 2

4. That should funding be necessary for projects referred to in item 1, it is to be sourced from any savings made from existing actions and projects made superfluous by this resolution or in the alternative from General Reserve funds.

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**Report No. 5.3**                      **Byron Transport Information Day**  
**Directorate:**                      Infrastructure Services  
**Report Author:**                  Helen Waldron, EA Infrastructure Services  
**File No:**                              I2016/195  
5    **Theme:**                            Community Infrastructure  
   Local Roads and Drainage

10    **Summary:** Alex Lewers, from the Northern Rivers Social Development Council, will provide a verbal update on the Byron Transport Information Day.

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**RECOMMENDATION:**

**That Council notes the Transport Advisory Committee received a verbal update by the Northern Rivers Social Development Council representative on the Byron Transport Information Day.**

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**Report**

Alex Lewers, from the Northern Rivers Social Development Council, will provide a verbal update on the Byron Transport Information Day for the information of Committee members.

5

**Financial Implications**

Nil

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**Statutory and Policy Compliance Implications**

Nil