

TITLE: [E-CM] Unnamed Lane Pottsville between Berkleys Lane and Eastern Sportsfield Car Park Traffic Flow

SUBMITTED BY: Design

Valid



Supporting Community Life

LINKAGE TO INTEGRATED PLANNING AND REPORTING FRAMEWORK:

2	Supporting Community Life
2.4	An integrated transport system that services local and regional needs
2.4.1	Provide a safe and efficient network of arterial roads connecting neighbourhoods to town centres, employment, shopping, health, commercial and education facilities

SUMMARY OF REPORT:

Council at its meeting held 15 May 2014 considered a report titled "Formation of Rear Lane Coronation Avenue Pottsville" and resolved the following:

1. *Endorses the construction of the rear lane off Coronation Avenue, Pottsville and supports a change to one way traffic flow from Coronation Avenue north along Berkley's Lane (including the retention of the fig tree) then east along the unnamed lane and south through the eastern car park with left turn only into Coronation Ave.*
2. *Approves the construction of an additional three parallel car parks to the western side of Berkley's Lane whilst ensuring an appropriate green buffer to the adjoining residence together with adequate vehicle turning paths.*
3. (a) *In accordance with Section 11 of the Local Government Act 1993, releases pertinent excerpts of the report and diagram 1b of Attachment 1, and seeks input from the Pottsville Community and Business Associations on the proposed changes and advertises the proposed changes for a period of 28 days.*

(b) *Calls for suggestions on the naming of the proposed rear lane.*
4. *Approves entering into Deeds of Agreement for the payment of monetary contributions for the construction of the rear lane from owners of adjacent commercial properties, proportionately based on their road frontage, and formally writes to those business owners concerning these contributions.*
5. *Seeks comment from the Local Traffic Committee to the proposed changes."*

As resolved, letters were sent to the Pottsville Community Association and the Pottsville Beach Business Association seeking a response to the proposal.

Similarly, the proposal was advertised in the Tweed Link including a diagram showing the proposed laneway traffic flow.

The proposal was also added to the Local Traffic Committees agenda for its meeting on 12 June 2014, the minutes of which are listed for Council's consideration at its meeting on 17 July 2014.

At the closing date 30 submissions had been received, strongly in support of two way traffic flow in Berkleys Lane, the unnamed lane and eastern sports field car park.

In regards to naming of the unnamed lane the advertising period for submissions is currently being undertaken and a further report on a proposed name for the laneway will be prepared for 21 August 2014 Council meeting.

RECOMMENDATION:

That Council adopts:

- 1. Two way traffic flow in Berkleys Lane, the new unnamed lane and the eastern sports field car park when the unnamed lane is constructed.**
- 2. A slow point in Berkleys Lane at the fig tree.**
- 3. No turning movement restriction at the intersection of Coronation Avenue and the eastern sportsfield car park access.**
- 4. The deletion of one of the three parallel car parks proposed to the western side of Berkleys Lane.**

REPORT:

Council at its meeting held 15 May 2014 considered a Report titled Formation of Rear Lane Coronation Avenue Pottsville and resolved the following:

- "1. *Endorses the construction of the rear lane off Coronation Avenue, Pottsville and supports a change to one way traffic flow from Coronation Avenue north along Berkley's Lane (including the retention of the fig tree) then east along the unnamed lane and south through the eastern car park with left turn only into Coronation Ave.*
2. *Approves the construction of an additional three parallel car parks to the western side of Berkley's Lane whilst ensuring an appropriate green buffer to the adjoining residence together with adequate vehicle turning paths.*
3. (a) *In accordance with Section 11 of the Local Government Act 1993, releases pertinent excerpts of the report and diagram 1b of Attachment 1, and seeks input from the Pottsville Community and Business Associations on the proposed changes and advertises the proposed changes for a period of 28 days.*
 (b) *Calls for suggestions on the naming of the proposed rear lane.*
4. *Approves entering into Deeds of Agreement for the payment of monetary contributions for the construction of the rear lane from owners of adjacent commercial properties, proportionately based on their road frontage, and formally writes to those business owners concerning these contributions.*
5. *Seeks comment from the Local Traffic Committee to the proposed changes."*

As per the resolution, letters were sent to the Pottsville Community Association and the Pottsville Beach Business Association seeking a response to the proposal.

Similarly, the proposal was advertised in the Tweed Link including a diagram showing the proposed laneway traffic flow.

The proposal was also added to the Local Traffic Committee (LTC) agenda for its meeting on 12 June 2014, the minutes of which are listed for Council's consideration at its meeting on 17 July 2014.

As at the closing date 30 submissions had been received, strongly in support of two way traffic flow in Berkleys Lane, the unnamed lane and eastern sports field car park.

In regards to naming of the unnamed lane the advertising period for submissions is currently being undertaken and a further report on a proposed name for the laneway will be prepared for 21 August 2014 Council meeting.

Background

In terms of road network planning, the construction of a road directly to the north of the commercial centre of Pottsville has been proposed in varying forms since 1996 when community consultation was undertaken, and the community preferring what was known as Option C which ran from the Tweed Coast Road Roundabout, behind the commercial centre and joined Pottsville Mooball Road about 200 metres west of Berkleys Lane and was to act as a bypass of the commercial centre precinct.

With the construction of the Pacific Highway Motorway (Yelgun to Chinderah) and the development of the Tweed Road Development Strategy (TRDS), the need for the Option C bypass diminished. To reduce traffic travelling through the Pottsville commercial centre, the TRDS identified a connection road from Koala Beach estate to the Seabreeze estate west of the commercial centre. This link provides a more direct route for traffic from Koala Beach to access the Pacific Highway and avoid the commercial centre. This link has been constructed. Similarly further future development of the Dunloe Park requires the construction of Kellehers Road from Pottsville Waters estate to the Pottsville Mooball Road again providing a more efficient route for traffic from that area wishing to access the Highway.

These bypass routes to the north and south will effectively enable traffic to bypass the Pottsville Commercial area meaning the new lane can serve a more localised function of a service lane providing service vehicle and car access to the northern side of the commercial properties as an alternative (or replacement) to Coronation Avenue.

CORONATION AVENUE - west of PHILLIP STREET (average daily traffic volume - vehicles per day)	02/07/2014 - 5543 31/03/2010 - 5374 5/11/2008 - 4740 17/05/2006 - 3893 1/04/2004 - 3241
---	---

The TRDS estimates the ultimate traffic flow on Coronation Avenue to be 5,700 vehicles per day (which assumes Kellehers Road is constructed), which equates to 570 vehicles per peak hour. Such volumes are considered well below capacity of a two lane urban road.

Submissions

Relevant extracts from the submissions received is included for information as Attachment 1.

In general the main points raised are:

- Nearly all respondents objected to the one way proposal
- Nearly all respondents wanted two way flow for the full length
- Of those that accepted one way traffic flow in Berkleys Lane and the unnamed lane most wanted two way flow in the eastern carpark at least to the tennis courts
- Some respondents expressed concern over the conflict with pedestrians and traffic at the existing IGA entrance
- The Pottsville Community Association supports two traffic flow
- The Tweed Shire Council Local Traffic Committee(LTC) supports two Way traffic flow (LTC minutes are being reported to Council at its meeting on 17 July 2014)
- The Pottsville Beach Business Association supports two way traffic flow

To assist in analysing the submissions, Table 1 below has been developed listing the positives and negatives of the Options considered.

TABLE 1 OPTIONS ANALYSIS

	Benefits	Issues
<p>Option 1 Two Way Traffic Flow along Berkleys Lane, new lane and Eastern Sports field Carpark</p>	<ul style="list-style-type: none"> • Provides maximum choice/flexibility for drivers to enter from Berkleys Lane or the eastern car park access • Reduces traffic on Coronation Ave between Berkleys Lane and the eastern sportsfields car park access • Reduces pedestrian and vehicle conflict as traffic volume on Coronation Ave reduced • Delivery and service vehicles to use new lane reducing conflict on Coronation Ave • Reduces conflict at the eastern carpark access by banning right turns on to Coronation Ave with little impact on traffic as they can use the new lane and Berkleys Lane to travel west. 	<ul style="list-style-type: none"> • Narrow road pavement at the Figtree in Berkleys Lane restricts traffic flow to one way to be managed as a "slow point" with Give way control • Prevents service/delivery vehicles from servicing from the new laneway as traffic flow would be impeded • Berkleys Lane and Coronation Ave intersection becomes busier. • Increases traffic on roundabout albeit less than Options 1 and 3 • Additional traffic on Berkleys Lane
<p>Option 2 One Way Traffic Flow along Berkleys Lane, new lane and eastern Sportsfield carpark, left only exit from car park onto Coronation Avenue</p>	<ul style="list-style-type: none"> • Reduces conflict in Berkleys Lane at the fig tree constriction • Reduces turning movements at Berkleys Lane and Coronation Ave • Reduces turning movements at Eastern carpark access and Coronation Ave which has many conflict points • Would enable service vehicles to service businesses from on the laneway reducing conflict in on site car parking areas • Reduces conflict at 90 degree parking near tennis courts • Delivery and service vehicles to use new lane reducing conflict on Coronation Avenue 	<ul style="list-style-type: none"> • Forces traffic wanting access to sports fields carpark at eastern end to travel west to Berkleys La on Coronation Avenue <ul style="list-style-type: none"> - increasing traffic - increases fuel use - increases travel time for many - may lead to non-compliance as vehicles enter against signage • Increases traffic on Coronation Av by forcing all West bound traffic to turn left only to travel to the Coast Rd Roundabout then back along Coronation Av • Increases traffic on Berkleys Lane as sportsfields traffic has to use it to access the carpark • Delivery/service vehicles travelling west to the Pacific Highway have to circulate back along Coronation Avenue • Increased congestion at the Coast Road /Coronation Avenue roundabout • May lead to queues forming on Coronation Ave for vehicles waiting

		to turn right into Berkleys Lane and possible impact on marked pedestrian crossing
Option 3 One way traffic flow in Berkleys Lane and new lane eastbound and two way in the eastern Sportsfield carpark	<ul style="list-style-type: none"> • Reduces conflict in Berkleys Lane at the fig tree constriction • Reduces turning movements at Berkleys Lane and Coronation Ave • Reduces turning movements at Eastern carpark access and Coronation Ave by allowing left out only onto Coronation Ave • Would enable service vehicles to service businesses from on the laneway reducing conflict in on site car parking areas • Reduces conflict at 90 degree parking near tennis courts • Delivery and service vehicles to use new lane reducing conflict on Coronation Ave • Enables traffic to the sportsfields and adjoining shops to access at the eastern end reducing -traffic flow on Coronation Avenue - Travel time and distance for these motorists -less traffic on Berkleys Lane than Option 1 	<ul style="list-style-type: none"> • Increases traffic on Coronation Av by forcing all West bound traffic from the Lane to turn left only to travel to the Coast Rd Roundabout then back along Coronation Avenue • Delivery/service vehicles travelling west to the Pacific Highway have to circulate back along Coronation Avenue • Increased congestion at the Coast Road /Coronation Ave Roundabout • May result in non-compliance from drivers using the off road and on road parking in Berkleys Lane • Difficult for larger vehicles to exit off road parking in Berkleys Lane into rear lane.
Option 4 Two way traffic flow in Berkleys Lane and new lane but no through connection	<ul style="list-style-type: none"> • Maintains current traffic volumes and usage of Berkleys Lane • Reduces some traffic on Coronation Ave as traffic from the east can access properties from the rear lane (as does happen informally now) • Maintains traffic flow to the sportsfields and adjoining shops to access at the eastern end 	<ul style="list-style-type: none"> • Doesn't reduce traffic flow on Coronation Ave as much as option 2 as all traffic from the west must come through Coronation Avenue • May reduce functionality for service vehicles as they will have to turn around to exit. • Potential to increase traffic conflict at the intersection of Coronation Ave /Elisabeth St and the eastern carpark
Option 5 Do Nothing	<ul style="list-style-type: none"> • Maintains current traffic patterns 	<ul style="list-style-type: none"> • Doesn't reduce traffic on Coronation Ave • Doesn't formalise alternative access for service vehicles • Doesn't improve pedestrian/vehicle

		<p>conflict on Coronation Ave</p> <ul style="list-style-type: none"> • Does not maximise return on investment in acquiring the land for the laneway • Does not incur potential additional costs associated with Lane construction
--	--	---

It is considered that Option 1 being two way traffic flow in the new laneway and Berkleys Lane provides the greatest benefit and return on investment in that it:

- I. Provides maximum choice/flexibility for drivers to enter from Berkleys Lane or the eastern car park access
- II. Reduces traffic on Coronation Ave between Berkleys Lane and the eastern sportsfields car park access
- III. Reduces pedestrian and vehicle conflict as traffic volume on Coronation Avenue reduced
- IV. Delivery and service vehicles to use new lane reducing conflict on Coronation Avenue
- V. Reduces conflict at the eastern carpark access by banning right turns on to Coronation Avenue with little impact on traffic as they can use the new lane and Berkley's Lane to travel west.

There are some issues created by the two way proposal which are:

- I. increased traffic flow on Berkley's Lane and associated impact on adjoining residences
- II. a narrow section midway along Berkley's Lane due to a fig tree which only enables one way traffic flow over a short length.

In regards to Point I, the increased traffic flow is estimated to be up to 1,000 vehicles a day using the new unnamed lane (20% of the Coronation Avenue traffic) to access car parks and make deliveries.

Assuming the lane will be two way it is expected that traffic using the lane will be split equally between Berkleys Lane and the Eastern Car park access road. This equates to 500 vehicles per day in Berkleys lane which is a relatively small volume of traffic for a road located in a commercial centre. Berkleys Lane and the land to the east is currently zoned B2 Local Centre (previous LEP 2000 zoning was 3b Commercial) and the land to the west of Berkleys Lane is zoned R3 Medium Density (previous LEP 2000 zoning was 2b Medium Density). Potential problems with car headlight glare affecting the residence opposite the new lane are not expected to be significant as most traffic using the lane at night will be accessing the tennis courts and sports field and are likely to use the eastern carpark access as they currently do.

Point II can be managed using standard traffic management procedure, which will effectively create a mid block slow point under Give Way control. The Give Way control would apply to traffic heading south towards Coronation Avenue, to avoid the unlikely potential for queuing onto Coronation Avenue.

Based on the above the estimated peak hour traffic in Berkleys Lane will be around 50 vehicles per hour, which equates to over one minute per vehicle. This implies that none, or very little queuing and delay are expected at the slow point.

Two other issues recommended for change, is the proposed restriction to left out only traffic flow from the eastern sports field car park access road and the proposed three extra parallel car spaces on the western side of Berkleys Lane.

The LTC recommends that the left out only restriction be abandoned and several objections were made against the left turn only proposal. It is considered the restriction is not required with two way traffic flow as the intersection turning movements will be shared with Berkleys Lane, however, this could be monitored and addressed if considered a problem.

The three extra car parks proposed for Berkleys Lane were also identified by several objectors as being too close to the two private driveways. It is agreed that whilst three spaces are possible they could pose difficulties for vehicles entering and leaving the private driveways and require some minor vegetation clearing. It is considered that one of these three spaces should be removed from the project to facilitate property access.

Some comment was received regarding the need for the tree in Berkleys Lane to be removed to enable pavement widening to facilitate two way traffic.

Advice is that the tree is of significance and should be preserved if possible. The distance from the outer line of the eastern parking bay to the trunk of the tree is 6.3m. The provision of a 6m two way carriage way would result in physical damage to the tree plus the requirement to remove significant limbs on the road side of the tree to provide clearance for service vehicles. Steel plating installed over the root area to allow vehicular traffic and prevent compaction and root damage would need to be located far enough from the trunk so as not to impact the buttressing roots. While this distance has not been measured, it could be estimated to be around 2 metres, which would only provide 4 metres of trafficable width. It also needs to be recognised that as the tree matures, the trunk and buttress roots will continue to expand.

As explained above, a slow point in Berkleys Lane at the tree is expected to function in a satisfactory manner, but should be monitored to identify any problems created and allow remedial action to be taken as deemed necessary.

Similarly, ongoing monitoring of the eastern car park access road and Coronation Avenue intersection to assess any performance issues will be undertaken.

Submissions also raised the provision of loading zones on the unnamed lane. Such loading zones may be possible and offer some benefits in increasing speed of deliveries, reducing complex truck turning manoeuvres into and out of properties and maximising use of the private car parking areas. These requests however, need to be made to the Local Traffic Committee for consideration and endorsement in the first instance once the unnamed lane is constructed.

OPTIONS:

- Option 1** Two way traffic flow along Berkleys Lane, new lane and Eastern Carpark.
- Option 2** One way traffic flow along Berkleys Lane, new lane and eastern carpark, left only exit from car park onto Coronation Avenue.
- Option 3** One way traffic flow in Berkley's Lane and new lane eastbound and two way in the eastern carpark.
- Option 4** Two way traffic flows in Berkleys Lane and new lane but no through connection.

Option 5 Do nothing.

CONCLUSION:

Following consideration of advice from the Local Traffic Committee, Council engineers, and community submissions, it is considered that on balance, the traffic flow in Berkleys Lane, the new unnamed lane and the eastern sportsfield car park should operate as two way traffic flow (Option 1). A slow point in Berkleys Lane at the fig tree should be added to the project to manage the short "squeeze point" and monitored for performance, and, if required further works to provide a two way pavement width at this location be undertaken.

The intersection of Coronation Avenue and the eastern sportsfield car park access should not have any traffic movement restrictions but should be monitored to identify any issues that may arise.

COUNCIL IMPLICATIONS:

a. Policy:

Corporate Policy Not Applicable.

b. Budget/Long Term Financial Plan:

The road construction to be funded by contributions from adjoining property owners and Council budget.

c. Legal:

Not Applicable.

d. Communication/Engagement:

Consult-We will listen to you, consider your ideas and concerns and keep you informed.

UNDER SEPARATE COVER/FURTHER INFORMATION:

Attachment 1.

Submission extracts (ECM 3398466).
