

SA21.154 Hyams Beach Draft Masterplan

HPERM Ref: D21/219937

Department: Building Services

Approver: Paul Keech, Director - City Services

Attachments:

1. Hyams Beach Draft Masterplan - Plan Ref No: 5518
2. Summary of Feedback - Hyams Beach Draft Masterplan - Community Consultation 30 Sept 2020 to 02 Nov 2020
3. Survey Responses and Consultation Submissions - Hyams Beach Draft Masterplan Feedback - 30 Sept 2020 to 02 Nov 2020 (councillors information folder)
4. Further Submission – Amenities Block – Foreshore Reserve - Hyams Beach (councillors information folder)

Reason for Report

To allow Council to consider and adopt the Draft Hyams Beach Masterplan

Recommendation (Item to be determined under delegated authority)

That after careful consideration of all the feedback obtained from an extensive and thorough community consultation process, Council

1. Adopts the most preferred version of the Hyams Beach Draft Masterplan – Plan Ref No: 5518 – Date Issued: 10 June 2021 (Attachment 1).
2. Commits to implement the following Stage 1 works by December 2023 funded by the Sustainable Tourism & Infrastructure Grant:
 - a. Formalise and construct parallel parking adjacent to Hyams Beach Foreshore Reserve and retain two-way traffic along Cyrus St. as per Plan No: 5518_02 and Plan Ref No: 5518_05;
 - b. Formalise drop-off zones on Cyrus Street as per Plan Ref No: 5518_07;
 - c. Installation of footpath on eastern side of Cyrus St from Chinamans Beach to connect with existing footpath at the intersection of Hyam Rd as per Plan Ref No: 5518_02;
 - d. Installation of new access to beach from Seamans Carpark as per Plan Ref No: 5518_08;
 - e. Finalise Seamans carpark and amenities improvements as per Plan Ref No: 5518-08; and
 - f. Construct pedestrian access along Cyrus Street to connect Seamans Beach carpark with the Southern Beach Access track (known as bush track beach access) as per Plan Ref No: 5518-08 (Note E in legend)
3. Commits to implementing the 2021/2022 budget allocation of \$450,000 Hyams Beach Foreshore Reserve Amenities. Design and construct amenities building containing 2 x Unisex accessible toilets shown as Reference Point E on the Masterplan (Plan Ref No: 5518).

1. As recommended.

Implications: Finalise detailed design to facilitate the implementation of Stage 1 of the Masterplan by December 2023 consistent with the conditions of the NSW Government funding grant and available Council capital works funds. Implementation of other aspects of the Masterplan will be subject to the availability of additional external grant funding and scope within Council's 10 year capital works program. Other aspects of the plan, including accessible amenities blocks, will to be subject to further design work and community consultation.

2. Not adopt the Draft Hyams Beach Masterplan

Possible Resolution would be

"That Council defer consideration of the Hyams Beach Draft Masterplan (as per Attachment 1 – Hyams Beach Draft Masterplan – Plan Ref No: 5518 – Date Issued: 10/06/21) until a detailed Councillor Briefing has been held with council staff."

Implications: Delaying the adoption and implementation of the Hyams Beach Masterplan could potentially result in the loss of \$1.2M in NSW Government grant funding which would lead to a significant loss of credibility and support from the Hyams Beach community.

Background

Council has been working very closely with the Hyams Beach community over the last four years to address safety and accessibility issues due to high visitation numbers. The high visitation and day trippers in this location has caused parking and traffic gridlock, impeding the access of emergency vehicles, increased pedestrian traffic which in the absence of dedicated footpaths has meant that visitors are regularly walking on busy roads at a risk to their own personal safety.

Council has engaged in an ongoing process of consultation with the community and has commissioned a number of surveys seeking community feedback on a range of issues to improve the amenity of Hyams Beach for visitors and residents.

Council has implemented a system of traffic management and controls, approved the installation of a roundabout on Booderee Avenue and Illowra Lane to assist with traffic management, built improved facilities at Seamans Beach Carpark and supported the placement of additional amenities (e.g. portaloos) and services (e.g. rubbish collection) to address some of these issues.

The above actions of Council have been based on the outcomes of the following consultation:

In October 2018, a survey on short and long term options for Hyams Beach – Micromex Research prepared a report for Council on 10 December 2018 (published on the Council's website at <https://getinvolved.shoalhaven.nsw.gov.au/39719/documents/94901>).

The key findings of that report canvassed the need to:

- Manage the number of vehicles that enter the village and congestion in the village;
- Limit the number of large buses and vehicles in the village due to narrow streets;
- Divert focus of tourism advertising away from Hyams Beach;
- Minimise environmental impact of tourism and associated infrastructure development;
- Improve amenities at Seaman's Beach carpark;
- Improve road safety and access/egress;

In November 2019 Council agreed to improvements to Seamans Beach amenities and carpark (MIN19.834) following community consultation on illegal camping, noise and amenities at Seaman's Beach carpark.

Community consultation on a roundabout at Illowra Lane and Booderee Avenue to assist in the management of traffic during peak periods. Council recommendation adopted in March 2020 (MIN20.170);

In October 2019 Shoalhaven City Council was successful in being awarded \$5.3M in grant funding from the NSW Government via the Restart NSW Grant Funding – Sustainable Tourism & Infrastructure Package for seven sustainable tourism projects. The \$5.3 Million together with \$1.63 Million of Council funding and an \$80,000 in-kind contribution from the Ulladulla Local Aboriginal Land Council (ULALC) will provide funding of \$7,010,000 to deliver the seven projects with a target completion date of December 2023. Incorporated in this grant is \$1,221,500 in funding allocated for Hyams Beach.

In response to the Restart NSW grant, Council consulted on and developed the Hyams Beach Draft Masterplan which outlines a general approach to the planning and implementation of streetscaping, open space and traffic/pedestrian improvements in the village.

The Masterplan seeks to align community feedback with the objectives of Shoalhaven City Council's capital and minor works improvement programs. These plans will assist in future funding and grant applications and will guide the upgrade of the public domain of the village into the future.

Council initiated community feedback on the Hyams Beach Draft Masterplan in September 2020. Feedback to the plan was originally sought by 25 October 2020 but following a request from residents seeking more clarification as to the location of parking and footpaths along Cyrus Street (specifically in the region of the Hyams Beach Foreshore reserve) the deadline was extended to 2 November 2020.

Given the scope of the plan and available funding, Council communicated to the community that work will need to be undertaken in stages.

It is proposed that Stage 1 of the plan should focus on supporting increased safety and access improvements including, in order of priority:

Stage 1:

1. Formalise and construct parallel parking adjacent to Hyams Beach Foreshore Reserve and retain two-way traffic along Cyrus St. as per Plan No: 5518_02 and Plan Ref No: 5518_05;
2. Formalise drop-off zones on Cyrus St as per Plan Ref No: 5518_07; – Note to Sharon do you want to formalise all drop off zones e.g. Aster, those south of Hyam road near Bayview – just a question if you do you will need to amend this and also the list at the recommendation on page 1.
3. Installation of footpath on eastern side of Cyrus St from Chinamans Beach to connect with existing footpath at the intersection of Hyam Rd as per Plan Ref No: 5518_02;
4. Installation of new access to beach from Seamans Carpark as per Plan Ref No: 5518_08;
5. Finalise Seamans carpark and amenities improvements as per Plan Ref No: 5518-08;
6. Construct pedestrian access along Cyrus Street to connect Seamans Beach carpark with the Southern Beach Access track (known as bush track beach access) as per Plan Ref No: 5518-08 (Note E in legend).

Stage 1 priority list is subject to detailed design and costing.

Other works identified on the masterplan such as the construction of new amenities in the Foreshore Reserve and the rebuild of boat ramp amenities have been identified for funding in the 10-year Capital Works Programs and will be included in the subsequent stages to implement the plan (subject to, and where appropriate, to community consultation).

Community Engagement

A summary of the feedback received for the Draft Masterplan is at Attachment 2. Survey responses and consultation submissions are provided at Attachment 3.

The key outcomes of the community feedback are:

- 101 submissions were received;
- the survey asked questions relating to the preferred parking option, proposed pathway linking Chinamans Beach to Hyam Road, the number and location of amenities, the proposed number of BBQs in the Foreshore Reserve;
- with the exception of the question relating to amenities, approximately two thirds of the respondents supported the directions proposed in the draft plan

There are three areas where there has been some divergence in the community:

1. Parking options - Two options were presented for parking on Cyrus Street (90 degree or parallel), each assuming a two way flow of traffic. While 90 degree parking was overwhelming rejected (less than 10 per cent support), there was majority support for parallel parking, there was however a group of respondents who did not favour either option and some 16 respondents wanted to reinstate one way traffic north of Hyam Road (previously rejected by the community in response to the 2018 survey).
2. The pathway from Chinamans Beach to Hyam Road - 17 respondents did not support the pathway as they believed it encroached into the reserve thereby reducing green space. It should be noted that the location of the pathway is contained within the existing Council Road Reserve.
3. Amenities - 50 percent of respondents supported the proposed amenities and 20 per cent did not. One of the concerns related to the location of accessible toilets within the Foreshore Reserve. During the development of the Draft Masterplan, it was identified that Hyams Beach did not have enough accessible toilets and that a small accessible toilet could be constructed unobtrusively within the reserve. A proposed accessible car space is also provided in a parallel space on Cyrus Street approximately 20m away. Under the Council's Disability Action Plan, Council has committed to improving access to people of all ages and with a disability. Some respondents considered that the accessible toilets proposed in the reserve could be better addressed by upgrading the existing facilities at Boat Ramp Beach or Chinaman's Beach.

In response to recent representations made by a few property owners regarding the location of the proposed amenities building a meeting was held on site (near the corner of Cyrus Street and Bamboo Ave) 23 June 2021 (see attachment 4), to discuss the location of the building. The logic behind the location and the measures to curb the concerns that relate to an amenities building were discussed. A suggestion by the property owners was to move the building up to the corner of Cyrus Street and Aster Street and on National Parks land. It was explained that this concept had been discussed in detail with the NPWS and their position was very clear and that is NO. At the site meeting staff promised to check the NPWS position and despite a number of emails and phone calls staff have not been able to reconnect with the NPWS but efforts are still being made.

(Director's Note: Given past discussions with NPWS there is nil chance that this position will change given the alternative options available.)

The construction of the amenities building is considered a priority and is funded in 2021/2022 Capital Works Program, it should be noted that the proposed location best meets the disability access requirements in terms of grade and location and complements the use of

the recreation reserve in which it is proposed. Other locations explored fail to achieve these two main criteria.

Masterplan Outcome

Feedback from the survey was well considered and the Draft Masterplan was modified to reflect the views of the community. Specifically, the plan was modified in response to community concerns to:

- acknowledge that pathways will be constructed with materials sensitive to tree roots
- increase the number of drop off zones.
- amend the proposed treatment on various streets, e.g. Rose, Hyam Road, Bayview and Moonah.
- reduce signage in the village (some work has commenced on this).
- ensure drop off zone for regular local/school bus service.

The community has been assured that they will consult and involve Bushcare in planting and vegetation choice in the reserve.

Further detailed engineering, architectural, landscape and detailed design will proceed upon Council endorsement of the Masterplan.

Policy Implications

Nil

Financial Implications

The aim of the Hyams Beach Masterplan is to guide the upgrade of the village into the future. The plans will assist in the planning for future funding and grant applications.

\$1,221,500 has been received for Hyams Beach from the NSW Government grant funding via the Restart NSW for sustainable tourism projects. All proposed works are to be designed and constructed and acquitted by December 2023.

Additional projects currently funded in SCC 10-year Capital Works Program:

- 2021/2022 - \$450,000 Hyams Beach Foreshore Reserve Amenities.
Design and construct amenities building containing 2 x Unisex accessible toilets.
- 2021/2022 - \$40,000 Hyams Beach Boat Ramp Amenities Rebuild – Design only
- 2022/2023 – \$450,000 Hyams Beach Boat Ramp Amenities Rebuild - Construction
Demolish and replace amenities - 4 x unisex accessible toilets.

Stage 1 of the plan is subject to detailed design and costing.

Other works identified on the masterplan such as the construction of new amenities in the Foreshore Reserve and the rebuild of boat ramp amenities have been identified for funding in the 10-year Capital Works Programs and will be included in the subsequent stages to implement the plan.

Risk Implications

Potential loss of NSW Grant funding of \$1,221,500 if the Draft Hyams Beach Masterplan is not adopted and significant public backlash from the community given the investment they have made in working collaboratively with Council over the last 4 years.