HOLLOWAYS BEACH FORESHORE IMPROVEMENT PLAN

Luke Jackson | 73/2/11 | #5427564v2

RECOMMENDATION:

It is recommended that Council endorses the Holloways Beach Foreshore Improvement Plan and Report.

EXECUTIVE SUMMARY:

The Holloways Beach Foreshore is one of the key recreation parks at Holloways Beach. The foreshore has minor improvements along its length and is most heavily embellished at the southern end which is the main activity hub. There is no current plan to guide future improvements at the foreshore.

In response to community and stakeholder consultation, as well as site analysis and assessment of issues, constraints and opportunities, Council prepared a draft improvement plan for the site.

Key improvements in the plan include a 3m wide leisure trail along the length of the foreshore (which ultimately is intended to be part of the Northern Beaches Leisure Trail), new fitness stations, a new BBQ at the northern end, sealing of existing car parking, upgrades to the southern end including new playground, new shelter and community hub and new pathway, altered road configuration resulting in a one way south to north flow of Casuarina Street (between Luke and Oleander Streets), opening of the road at the intersection of Casuarina and Luke Streets and angled car parking.

The plan is proposed in four stages which can be completed in up to five years depending on budget. Funding is budgeted in the 2017/2018 Capital Works programme for Stage 1.

Public consultation resulted in 22 responses covering a range of items including safety, opening of the road, request for road opened two ways, support for a 2m wide path only, erosion issues and keeping the bird tree. There were many responses supporting the proposal. Issues raised are addressed in the report and do not require any amendment to the plan.

The improvement plan and required budget are recommended for approval.
BACKGROUND:

The Marlin Coast Masterplan (adopted in 1998) proposed a range of improvements to the Holloways Beach foreshore. The recommendations in the Masterplan were largely not implemented. The Masterplan is now out of date, so there is no current strategic plan or vision for the foreshore.

Improvements in the past decade have been largely sporadic and have been as a result of requests from the public. The toilets at the southern end of Casuarina Street have been replaced recently. Holloways Beach is the last foreshore on the northern beaches that has not been substantially improved or strategically planned for in the past few years.

An improvement plan is therefore proposed to provide a better and more usable foreshore park for the community.

COMMENT:

The draft improvement plan (see Attachment 1) and report have been developed as a result of extensive external and internal consultation. The key improvements proposed are as follows:

- Upgrade the southern area as a major focal point for the community by enhancing the ability to host community events and support the markets
- Re-open Casuarina Street at the intersection of Luke Street to a one way northbound flow only. This will ensure that the additional space required for the new foreshore leisure trail does not impinge upon foreshore green space. The one way system will enable Council to retain sufficient car parking whilst improving traffic circulation and safety at the Casuarina Street / Matthew Street intersection
- Car parking is proposed to be angled on the eastern side of Casuarina Street for safety purposes and better access to the markets
- Establish a new picnic node at the northern end with picnic benches, BBQ and formalised car parking
- Upgrade picnic area near cul de sac
- Implementation of a 3m wide Northern Beaches Leisure Trail across the length of the foreshore
- Provide outdoor exercise equipment at several locations
- Redevelop the old rotunda and area behind the lifeguard hut to support a small community events/gatherings space and add additional shaded seating
- Seating edge, levelling and re-profiling surface at southern end
- Replace playground at southern end
- Improved access for surf lifesaving vehicles
- Revegetation of foreshore dune areas with low native ground covers
- Improved beach entry points and access
- Formalise gravel parking areas by sealing and line marking them
- Upgrade bollards along foreshore to meet current standards
- Rationalise and or redistribute bins, seating and bubblers as required.
It is proposed to roll out the plan in four stages over five years as follows:

<table>
<thead>
<tr>
<th>Stage</th>
<th>Improvements</th>
</tr>
</thead>
<tbody>
<tr>
<td>1A</td>
<td>Casuarina Street works, leisure trail, parking, intersection treatment</td>
</tr>
<tr>
<td>1B</td>
<td>New pathway, benches, sealed car parking, fitness station, bin and tap relocation and or rationalisation</td>
</tr>
<tr>
<td>2</td>
<td>Southern area improvements (beach wall and grassed area, stabilisation and drainage works, levelling and re-profiling surface), dune revegetation, beach entry points</td>
</tr>
<tr>
<td>3</td>
<td>Southern area improvements (playground, rotunda, seating, access for lifeguard service vehicles), bollards</td>
</tr>
<tr>
<td>4</td>
<td>Upgrade picnic area near cul de sac, upgrade northern picnic area</td>
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**OPTIONS:**

**Option 1:** (Recommended)

That Council endorses the Holloways Beach Foreshore Improvement Plan and Report.

This is the preferred option as it ensures that the foreshore will be upgraded to meet the recreation and access needs of residents and visitors.

**Option 2:**

That Council does not endorse the Holloways Foreshore Improvement Plan.

This option results in no changes to the site and does not address the recreation and access needs for the area.

**CONSIDERATIONS:**

**Risk Management:**

Risks with the project largely revolve around community opinion. Casuarina Street was closed at the intersection of Luke Street some time ago due to a traffic accident. The street still conveys two way traffic, however such traffic must enter and exit at the intersection of Oleander Street and Casuarina Street due to the closure. Widespread community consultation of the draft Improvement Plan has occurred with only four objections to opening the road. It is noted that ten residents wanted the road re-opened completely for two way traffic. It is considered that the very low number of requests for a two way system is a low risk to Council in terms of adverse community reaction to the proposal for one way only.

The seating edge proposed adjacent to the levelled formal open space area at the southern area will both assist in preventing erosion to the open space area as well as acting as a barrier to sand drift over the open space.
Council Finance and the Local Economy:

The total project indicative cost (at concept stage) is $1,228,525. The proposal contains four stages proposed to be constructed over five years. The Capital and Operational Costs for this are provided below.

Stage 1 will be funded from the Northern Beaches Esplanade Renewal Programme 2017/2018 ($200,000 provisional). Funds for remaining stages will come from a mix of sources including future playground new/renewals, parks new/renewals, bike paths new, signage and potential grant funding rounds.

Operational Cost

The current total annual operational cost to maintain the foreshore is $135,900. The estimated cost to maintain the foreshore in its ultimate form as a result of the improvement plan is $275,150 annually, a difference of $139,250 over the current cost.

Capital Cost

The total project indicative capital cost (at concept stage) is $1,228,525 and details of each stage and costs are provided below.

<table>
<thead>
<tr>
<th>Stage</th>
<th>Improvements</th>
<th>Cost</th>
<th>Funding Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>1A &amp; 1B</td>
<td>Casuarina Street works, leisure trail, sealed car parking, intersection treatment, new pathway, benches, fitness station, bins and taps</td>
<td>$511,300</td>
<td>Northern Beaches Esplanade Renewal</td>
</tr>
<tr>
<td>2</td>
<td>Southern area improvements (beach wall and grassed area, stabilisation and drainage works, levelling and re-profiling surface), dune revegetation, beach entry points</td>
<td>$218,755</td>
<td>Northern Beaches Esplanade Renewal</td>
</tr>
<tr>
<td>3</td>
<td>Southern area improvements (playground, rotunda, seating, access for lifeguard service vehicles)</td>
<td>$308,750</td>
<td>Northern Beaches Esplanade Renewal</td>
</tr>
<tr>
<td>4</td>
<td>Upgrade picnic area near cul de sac, upgrade northern picnic area</td>
<td>$189,750</td>
<td>Northern Beaches Esplanade Renewal</td>
</tr>
</tbody>
</table>

Community and Cultural Heritage

The proposal will result in an improved recreation space by providing all abilities access across and to the foreshore as well as recreational improvements for the community to enjoy, including a renewed southern area activity space, fitness stations, open air community hub, new play space and a new BBQ.

Traditional owners were consulted throughout the planning process and have assisted Council in providing recommendations for future interpretive signage content.
Natural Environment

Revegetation of the foreshore dunes with suitable native plants is proposed to maintain the integrity of the dunes, provide aesthetic amenity and fauna habitat.

Corporate and Operational Plans

The improvement plan aligns with Strategic Action 3.3.4 of the Corporate Plan.

Statutory:

There are a range of government statutory requirements with respect to vegetation and undertaking certain improvements in erosion prone areas. Relevant approvals will be obtained for works where necessary. The proposed improvements are largely self-assessable under Cairns Plan.

Policy:

The proposal results in a high degree of compliance with the minimum standards in the Cairns Public Open Space Policy.

**CONSULTATION:**

Two phases of community consultation have been undertaken. These were:

1. Initial public survey via Council website, community and stakeholder consultation; and
2. Public consultation of the draft plan.

Comments below relate to the results of the public consultation of the draft plan.

Council received 22 responses from the public during and after the public consultation phase. All of the matters raised in the responses are provided in a graph at Attachment 2.

Stakeholder consultation occurred throughout the development of the plan. Key stakeholders consulted were the traditional owners, Surf Lifesaving Queensland and local businesses.

The most frequently raised matters with respect to the draft plans are as follows:

<table>
<thead>
<tr>
<th>Matter Raised</th>
<th>Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Casuarina Street opened the full length as two way</td>
<td>Opening the road to two way traffic will increase traffic conflict, result in loss of parking and loss of either the leisure trail or foreshore space due to width constraints. Opening Casuarina St for full length two way is therefore not supported.</td>
</tr>
<tr>
<td>Do not support opening of cul de sac as a one way street</td>
<td>The one way system will enable Council to retain sufficient car parking whilst improving traffic circulation and safety at the Casuarina Street / Matthew Street intersection as well as ensuring that no green space is lost on the foreshore. A one way option results in no loss of car parking,</td>
</tr>
<tr>
<td>Matter Raised</td>
<td>Response</td>
</tr>
<tr>
<td>---------------</td>
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</tr>
<tr>
<td>Enables the Northern Beaches Leisure Trail to fit within the current carriageway and reduces traffic conflict at the existing intersection of Oleander and Casuarina Streets and in Casuarina Street itself.</td>
<td></td>
</tr>
<tr>
<td>Safety: Vehicle/Pedestrian vulnerability</td>
<td>The proposed one way system and car parking will improve vehicle/pedestrian safety by reducing conflicts associated with the two way system.</td>
</tr>
<tr>
<td>Bird Tree: please keep</td>
<td>The plans have been designed specifically to keep the tree in Casuarina Street that hundreds of metallic starlings breed in every summer.</td>
</tr>
<tr>
<td>Safety: Narrow corner/congestion</td>
<td>The proposal results in the opening of road at a corner in the road on the northern side and a slight narrowing at the southern end. A one way system does not require the same width as two ways. All lane and isle widths will comply with relevant standards. Congestion will be alleviated with a one way system.</td>
</tr>
<tr>
<td>Safety: Potential black spot north along Casuarina Street at the intersection</td>
<td>The line of site at the proposed intersection conforms to Australian Standards and won’t create a black spot.</td>
</tr>
<tr>
<td>Previous survey showed residents as majority against this idea</td>
<td>The previous survey conducted in 2016 showed a very small percentage of residents were against a two way system only. The one way system was not surveyed.</td>
</tr>
<tr>
<td>Foreshore: Only one pathway at 2m (Northern Leisure Trail)</td>
<td>A 2m wide pathway is not a sufficient width to accommodate the range of users of modern paths and such width no longer meets accessibility standards.</td>
</tr>
<tr>
<td>Foreshore: Erosion problems</td>
<td>The proposed improvements are largely on the foreshore park and road and are unaffected by erosion. Suitable erosion protection is undertaken by Council regularly.</td>
</tr>
<tr>
<td>Foreshore: Need curb and channel and stormwater drainage</td>
<td>These items can be considered at detailed design.</td>
</tr>
</tbody>
</table>

Other matters raised in the submissions were wide ranging and varied and included: a dog off leash area, BBQ location, toilet location, traffic, bins, bubblers, car parking, leaving the area as is, impacts to privacy and lifestyle. Detailed designs will capture much of this whilst some matters were unrelated to the project. It is noted many responses were positive and supported the proposal.

Given the intensive level of community consultation already undertaken, it is considered that no further community consultation of the plans is necessary; however community consultation with regards to each stage prior to implementation will be carried out.
ATTACHMENTS:

Attachment 1: Holloways Beach Foreshore Improvement Plans and Staging Plan (doc #5428574 – includes report).

Attachment 2: List of items raised in submissions.

Luke Jackson  
Parks and Natural Areas Planner

[Signature]

Brett Spencer  
Manager Parks and Leisure

[Signature]

Linda Kirchner  
General Manager Community, Sport and Cultural Services
Attachment 1: Holloways Beach Foreshore Improvement Plans and Staging Plan

Holloways Beach Foreshore - master plan

Prepared for: Cairns Regional Council May 2017
Agenda – Sport & Community Services Committee 21 June 2017

Legend:
1. Beach access
2. Entering BBQ shelter
3. 6m wide pedestrian/cycle path
4. Exercise nodes
5. Open lawn
6. Beach cafe
7. Litter bin
8. Public toilet
9. Ocean outlook

Formal garden planting area with timbered seat.

Custom bench seating: Introduction of a style of seating to a formal garden planting area. It should be located in an organic shape using natural materials while providing functional seat-steps for views of the foreshore. A larger version of this is proposed at the southern end of the foreshore.

Artist Impression: View from the eastern area of the foreshore looking north.
Attachment 2: List of items raised in submissions

Holloways Beach Improvement Plan - Community Consultation

- Convert taps north of the BBQs into Bubblers
- Keep noise and traffic on the Foreshore not in residential area
- Public transport service to be improved/Luke Street corner
- No extra BBQs
- Fencing: renew similar to "Fruit Bat" Reserve
- Yakka Antenna, poor community consultation
- Signage: Add - Yirrganydji Traditional Use of Marine Resources Agreement
- Signage - Add - Awareness on Crocose and hazarding jellyfish
- Shelters: Add in shape of traditional aboriginal huts, large or small
- Safety: 45 degree parking should be on opposite side of road
- Repaving (and levels will promote poor drainage)
- Replace the removed bines
- No more toilet blocks
- No concrete or paved pathways
- Need more information on the proposed Entertainment Shell
- Markets only held 12 days a year, residents 365 days a year
- Like proposed bike and walking paths
- Increased traffic on Luke and Matthew Streets
- HR is a residential area, not commercial
- Great community consultation at the Markets
- Foreshore: Revegetation needed
- Foreshore: Revegetate with traditional food/medicine plants
- Foreshore: Make sure pathway remains on edge of green space
- Foreshore: Entrance to the beach from Tamarind Street is overgrown and in need of...
- Foreshore: Retain all and keep natural green space
- Don’t make this foreshore like the Cairns Esplanade, too developed
- Dog Off Leash: remove access on beach
- Dog Off Leash: is an issue
- Do not use wood and chains for pathways
- Do not like proposed bike and walking paths
- Development of properties due to additional traffic
- Casuarina Street: Safer southern entry
- Car Parking: Very pleased with sealing the 2 northern car parks
- Car Parking: Can the 2 northern car parks remain the current size
- Car Parking: Can the 2 northern car parks be prioritised from Stage 4 to Stage 3
- BBQ: do not support new BBQ at northern end
- BBQ: at Luke and Casuarina Street: relocate it
- BBQ: at Luke and Casuarina Street: need nightly patrols
- BBQ: at Luke and Casuarina Street: antisocial behaviour
- Add another kids play area at northern BBQ
- Playground and recreational equipment: support additional
- Will disadvantage locals over visitors
- Will affect lifestyle/privacy of residents
- Street on the Beach: Safer entry for deliveries etc
- Safety: Proposal does not address walking poor line of sight issues
- Safety: Other
- No event space, not warranted
- Need to address other issues prior to this proposal
- Luke Street: Closed to all traffic, pedestrian access only from Matthew Street to issue with on-line survey tool
- Improvement Plan looks great
- Fitness Stations: Support
- Do not change anything
- Casuarina Street: Parallel parking installed the full length
- Foreshore: Need curb and channel and stormwater drainage
- Foreshore: Erosion problems
- Previous Survey showed residents as majority against this idea
- Long Term Resident
- Safety: Potential black spot north along Casuarina Street at the intersection
- Safety: Narrow corner/congestion
- Bird Tree: please keep
- Safety: Vehicle/Pedestrian vulnerability
- Foreshore: Only one pathway at 3km (Northern Leisure Trail)
- Do not support opening of cul-de-sacs as one-way Street
- Casuarina Street: Opened the full length as two way