

BATHURST TOWN CENTRE MASTER PLAN

MASTER PLAN REPORT

ISSUE 4
22 FEBRUARY 2021

BATHURST
REGIONAL COUNCIL

AJ+C
ALLEN JACK+COTTIER

AJ+C acknowledges the Wiradjuri people, the traditional custodians of Bathurst, and recognise their continuing connection to land, waters and culture. We pay our respects to their Elders past, present and emerging.

TABLE OF CONTENTS

1.0 EXECUTIVE SUMMARY	5	5.0 MASTER PLAN	89
EXECUTIVE SUMMARY	6	5.1 INTRODUCTION	90
MASTER PLAN ON A PAGE	16	5.2 GUIDING PRINCIPLES	91
2.0 LITERATURE REVIEW	19	5.3 MASTER PLAN PROPOSALS	92
2.1 STATE STRATEGIC FRAMEWORK	20	5.4 ALIGNMENT WITH PRINCIPLES	94
2.2 LOCAL STRATEGIC FRAMEWORK	22	6.0 STREETS & TRANSPORT	97
2.3 DEMOGRAPHIC & ECONOMIC TRENDS	26	6.1 OVERVIEW	98
2.4 STATUTORY FRAMEWORK	28	6.2 CBD VEHICLE SPEED & ACCESS	102
3.0 SITE ANALYSIS	31	6.3 PUBLIC TRANSPORT	104
3.1 STUDY AREA	32	6.4 CYCLING INFRASTRUCTURE	108
3.2 SURROUNDING CONTEXT	34	6.5 ROUNDABOUTS	112
3.3 PUBLIC TRANSPORT	36	6.6 STREET TREES	114
3.4 CYCLING NETWORK	38	6.7 PARKING	118
3.5 STREET NETWORK	40	6.8 PROPOSED STREET DESIGNS	122
3.6 PEDESTRIAN EXPERIENCE	52	7.0 KEY OPPORTUNITY SITES	133
3.6.1 PHOTOGRAPHIC SURVEY	54	7.1 BATHURST GATEWAY PROJECT	134
3.6.2 BLOCK STRUCTURE	58	7.2 GEORGE STREET COUNCIL CAR PARK	140
3.6.3 TOPOGRAPHY	60	7.3 CIVIC HEART PROJECT	148
3.6.4 PARKING	62	8.0 CENTRE-WIDE INITIATIVES	167
3.6.5 STREET FRONTAGES	64	8.1 WAYFINDING & HERITAGE	168
3.7 HERITAGE	68	8.2 PUBLIC ART STRATEGY	172
3.8 CHALLENGES & CONSTRAINTS	70	8.3 CHANGES TO BUILT FORM CONTROLS	176
3.9 STRENGTHS & OPPORTUNITIES	72	9.0 IMPLEMENTATION	181
4.0 ENGAGEMENT	75	9.1 STAGING	182
4.1 ENGAGEMENT PROCESS	76	9.2 IMPLEMENTATION	184
4.2 PREVIOUS ENGAGEMENT	76	9.3 GOVERNANCE	188
4.3 STAKEHOLDER EVENTS	78	9.4 PROJECT MATRIX	190
4.4 COMMUNITY EVENTS	79		





1.0

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

The Bathurst Town Centre Master Plan provides a vision for improving seven city blocks within the Bathurst CBD, an area known as the Bathurst Town Centre.

The master plan has been prepared by Allen Jack+Cottier Architects (AJ+C) for Bathurst Regional Council (BRC). The project was co-sponsored by Charles Sturt University, who were investigating the opportunities for a Bathurst CBD Campus.

This report outlines the design team's analysis of the existing condition of the Town Centre, the outcomes of stakeholder and community engagement undertaken for the project, and then makes a number of site/area-specific as well as Centre-wide master plan proposals. As CSU has currently decided not to proceed with a CBD Campus, several options explored for campus facilities have identified as open opportunities for other uses.

Eight key proposals are highlighted for priority, reflecting the results of extensive research, engagement and outreach with Council, external stakeholders and members of the Bathurst community:

- Wide-ranging street and traffic improvements including pedestrian crossing infrastructure, street trees, designation of shared and slow streets, a CBD speed limit and limited median parking.
- The implementation of the Bathurst Bike Plan through the CBD, with facilitating infrastructure such as protected bike lanes, bike racks and public amenities.
- The facilitation of improved public transport through the Bathurst CBD, with two-directional routes replacing loops and potential for micro-and on-demand services.
- The support of businesses, residents and visitors to the Town Centre through the ongoing provision of public parking, with several proposals to increase supply in certain key locations in order to offset reductions in other areas.
- Several projects to create a stronger 'Gateway' into Bathurst Town Centre from Durham Street. This includes an expansion of public space, the introduction of 'Bathurst' lettering, the establishment of new active frontages and contributory buildings.
- The strengthening of the Civic Heart of Bathurst through a number of proposals such as the partial closure of Russell Street to create a year-round events plaza, the creation of a new public plaza within the Town Square block through the replacement of permit-only Council car parks and the removal of the rear additions of the Former TAFE Building, an extension of the AFMM, and the introduction of a new commercial building.
- Expanded heritage interpretation and wayfinding signage, including bringing Wiradjuri histories into the Town Centre and a physical heritage trail.
- The pairing of major works with a public art program explicitly focused on Bathurst Wiradjuri artists.

Each project listed is further explained in the remaining pages of this Executive Summary section, with greater detail available within the main body of the Master Plan Report.

REPORT STRUCTURE

1. EXECUTIVE SUMMARY

The current Executive Summary introduces the master plan report, identifies key projects, and provides a broad 'plan on a page' overview of the entire Town Centre Master Plan.

2. LITERATURE REVIEW

A summary of NSW State Government and Bathurst Regional Council (BRC) strategic and statutory planning frameworks as they relate to the Town Centre, as well as the economic and demographic context of Bathurst more generally.

3. SITE ANALYSIS

Detailed study of the existing Town Centre area and its surrounding context including street hierarchy and design, characteristics that influence the pedestrian experience, cyclist and public transport infrastructure, building frontages including heritage as well as the city block structure and natural topography.

4. COMMUNITY & STAKEHOLDER ENGAGEMENT

An overview of the community and stakeholder workshops, presentations and surveys undertaken by the AJ+C design team with support from Bathurst Regional Council and Charles Sturt University.

5. MASTER PLAN OVERVIEW

Introduces an overall view of the proposed Master Plan, as well as establishing the guiding principles (drawn from the Bathurst Regional Council Local Strategic Planning Statement) that were used to inform the master plan proposals selected for study.

6. STREETS & TRANSPORT

Outlines proposed changes to the street hierarchy, speed limits, cycling and public transit infrastructure, and the physical design of each street in the Town Centre area.

7. KEY OPPORTUNITY SITES

Site-specific proposals for the key-opportunity sites are described, with certain areas identified with several supportable options. Proposals are identified for the Bathurst Town Centre including the Former TAFE Building, the Haymarket Reserve and surrounds, and the George Street Council Car Park.

8. CENTRE-WIDE INITIATIVES

Describes proposals that apply across the Town Centre without being specific to a site or street, including changes to heritage interpretation signage, walking priority signs, a public art strategy and potential changes to built form controls.

9. IMPLEMENTATION

The implementation chapter distributes the master plan projects according to whether they should be near-term, medium-term and or long-term priorities. This distribution is based on the guiding master plan principles, community and stakeholder feedback, and the potential impacts of the proposals. Early, low-cost implementation strategies are also identified for certain proposals.

PROPOSAL #1

Implement wide-ranging street improvements.



pictured: photomontage showing improved pedestrian crossing infrastructure on Howick Street.

Numerous changes to Bathurst streets are proposed across the entire Town Centre:

- Regular Rows of Street Trees
- Raised Pedestrian ('Wombat') Crossings
- Four-Way Crossings at CBD Intersections
- Targeted Creation of Shared Zones
- 40kmh CBD Speed Limit with Truck Limitations

Key to the improvements is the belief that **all** road users must be valued in street design, with priority given to maximising amenity and pedestrian safety.

PROPOSAL #2

Build out the Bathurst Bike Network.



pictured: illustrative master plan showing intersection of the proposed William Street and Keppel Street bike lanes (part of the BRC Bike Map)

The Master Plan supports the renewed prioritisation of building out the Bathurst bike network, connecting Kelso and Windradyne via the CBD. The current BRC bike plan identifies protected bike lanes down Keppel and William Street, however routes and timing should be confirmed by the next Active Transport Strategy (an LSPS priority).

Providing quality cyclist infrastructure has been shown to improve safety for all road users, increase ridership, reduce traffic and parking demand by taking drivers off the roads, and increase expenditure in businesses near bike lanes beyond the impact of reduced front-of-business public parking.

PROPOSAL #3

Facilitate improved Public Transport



pictured: illustrative master plan showing extension of Howick Street bus stop to opposite side of the street.

As part of Transport for NSW's 16 Regional Cities program, improvements to bus services in Bathurst are being considered. Among other initiatives, the Town Centre master plan proposes a new stop on Howick Street to facilitate a transition from one-way loops to regular two-way routes. This will support greater ridership, and so less demand on traffic and public parking.

In addition, the master plan proposes a CBD loop service be introduced, connecting a potential commuter parking lot east of the city to either the train station via William and Keppel or onwards to CSU.

PROPOSAL #4

Continue to support businesses with public parking.



pictured: George St car park development (left),
median parking on slow street (centre), and
proposed Bentinck St car park (right)

To offset any reduction in parking caused by Priorities #1-3, a number of new parking projects have been proposed. These include the ongoing supply of public parking in a future George Street Car Park redevelopment, the introduction of median street parking in slow streets, and the development of a new surface parking lot at Carrington Park. Street parking will be improved by striping spaces, adding concrete stops, and switching to front-in.

Measures to increase the number of spaces can be staged with those opportunities that result in reductions, maintaining Bathurst Regional Council's extensive investment in public parking.

PROPOSAL #5

Improve the 'Gateway' into Bathurst.



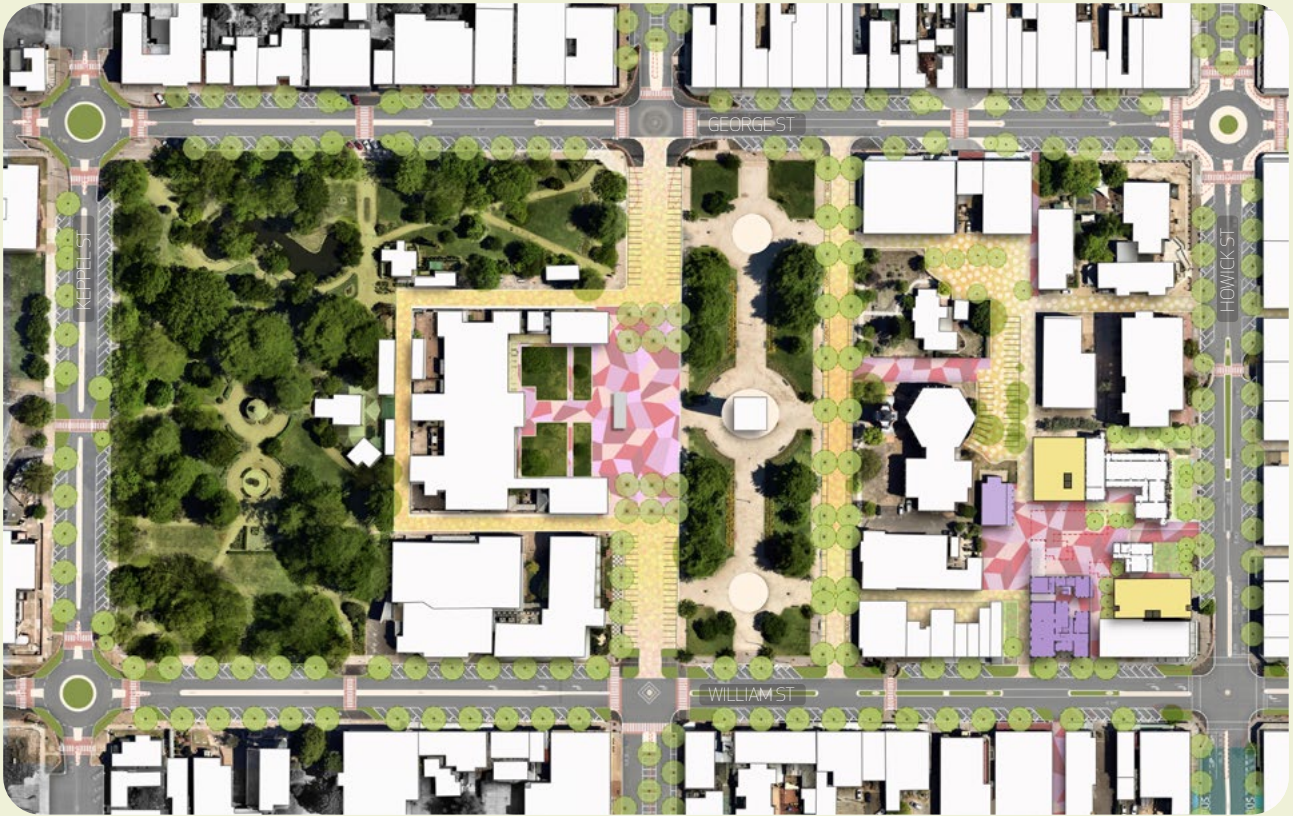
pictured: photomontage of Bathurst lettering

To improve the experience of entering Bathurst Town Centre from the east, this Master Plan proposes a number of initiatives:

- Large three-dimensional Bathurst branding with the Ambulance Station as a backdrop.
- New plaza across William St from Haymarket Reserve, creating a gateway of public spaces.
- New laneway along the eastern edge of Armada Bathurst, encouraging contributory frontage to replace the open loading dock.
- Blank walls public art program to improve the poor frontage along Bentinck St (and elsewhere).

PROPOSAL #6

Strengthen the 'Civic Heart' of Bathurst.



pictured: illustrative plan of the Civic Heart

A series of projects are proposed to physically and visually link Machattie Park and the Bathurst Court House with The King's Parade and the rest of the Town Square block, strengthening the 'Civic Heart' of Bathurst and creating east-west pedestrian linkages across the town centre.

This will include the formalisation of part of Russell Street as a permanent events plaza, the creation of a public square within the Town Square activated by new and modified buildings along its perimeter (including the Former TAFE Building), as well as the transition of several streets and mid-block laneways into low-speed pedestrian-priority shared zones.

PROPOSAL #7

Extend heritage interpretation and wayfinding signage.



pictured: statue of the surveyor George Evans with an unidentified Wiradjuri man, located within the King's Parade.

A number of opportunities are identified to enhance and expand signage across the Town Centre in order to:

- Inform residents and visitors of the Wiradjuri histories in Bathurst, parallel and prior to the European heritage on display.
- Implement a physical heritage trail to guide visitors through Bathurst's place histories.
- Expand wayfinding and other directional signage to promote walking as well as the right-of-way priority for pedestrian and cyclists in the Town Centre.

PROPOSAL #8

Pair all major works with major public art.



pictured: *untitled (maraong manaóuwi)*, a 2020 temporary installation at Hyde Park Barracks, Sydney by Bathurst-born Wiradjuri artist Jonathan Jones.

All major projects in the Master Plan are proposed to be paired with a public art program. This should feature a strong emphasis on Wiradjuri art and artists, particularly where adjacent to items of European heritage.

This will leverage the cultural leadership of local Elders and knowledge holders, make clearer the Wiradjuri presence and histories in Bathurst, expand on and complement the extensive physical European heritage on display, and create a strong and positive image for the city of Bathurst. In doing so it will contribute to Bathurst's capturing of the tourist market.

MASTER PLAN ON A PAGE

MID-BLOCK THROUGH LANEWAYS TO
OPEN UP CENTRE OF LARGE BLOCKS

ADD 90 DEGREE MEDIAN PARKING ON
SLOW SPEED STREETS

REDEVELOP THE GEORGE STREET
COUNCIL CAR PARK (INCLUDING
INCREASED PUBLIC PARKING)

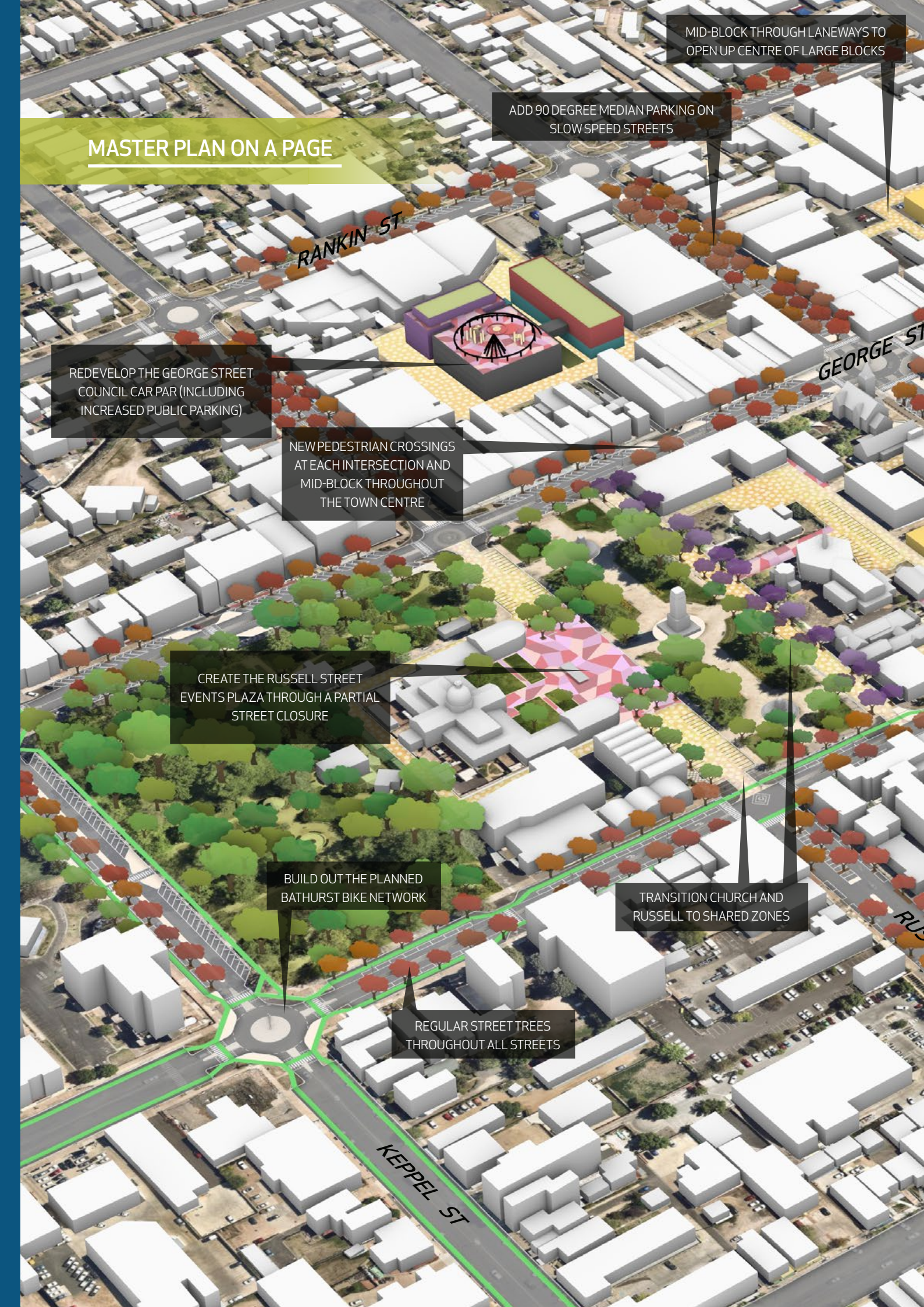
NEW PEDESTRIAN CROSSINGS
AT EACH INTERSECTION AND
MID-BLOCK THROUGHOUT
THE TOWN CENTRE

CREATE THE RUSSELL STREET
EVENTS PLAZA THROUGH A PARTIAL
STREET CLOSURE

BUILD OUT THE PLANNED
BATHURST BIKE NETWORK

REGULAR STREET TREES
THROUGHOUT ALL STREETS

TRANSITION CHURCH AND
RUSSELL TO SHARED ZONES



EXPANSION OF RESIDENTIAL OPTIONS
WITHIN THE TOWN CENTRE

INCENTIVISE REPLACEMENT OF ANY
STREET-FACING PARKING LOTS

NEW PUBLIC PLAZA AT GATEWAY TO
BATHURST

EXTEND AFMM & MOVE
ENTRANCE TO HOWICK ST

THREE-DIMENSIONAL
'BATHURST' ENTRY LETTERS

CREATION OF A PUBLIC PLAZA,
ADAPTIVE RE-USE OF TAFE BUILDING
AND NEW COMMERCIAL BUILDING
WITHIN THE TOWN SQUARE BLOCK

REDEVELOPMENT TO REPLACE
BLANK FRONTAGE

NEW MID-BLOCK LANE

EXTEND REPLICA STREET
LAMPS DOWN HOWICK STREET

FACILITATE IMPROVEMENTS
TO BUS NETWORK

ADDRESS ANY BLANK
FRONTAGES WITH PUBLIC ART

NEW PUBLIC PARKING LOT
IN CARRINGTON PARK





2.0

LITERATURE REVIEW

2.1 STATE STRATEGIC FRAMEWORK

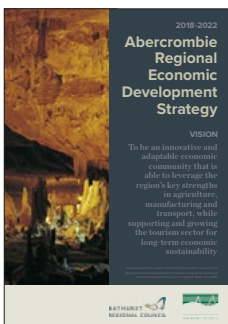


CENTRAL WEST AND ORANA REGIONAL PLAN

NSW Department of Planning,
Industry & the Environment (2017)

The Central West and Orana Regional Plan is a high level vision document establishing broad directional planning principles for the region. It provides an overview of the natural, economic and social aspects of the region.

Major opportunity industries identified by DPIE for the Bathurst Regional area are Manufacturing, Education and Tourism, the last two being particularly important for this master plan. Although not highlighted, the strength of retail and the number of major state agencies in Bathurst are also identified.



2018-2022 ABERCROMBIE REGIONAL ECONOMIC DEVELOPMENT STRATEGY

The Balmoral Group
for BRC, ORC and DPIE (2018)

The Regional Economic Development Strategy (REDS) for the 'Abercrombie' region confirms much of the material outlined in the NSW DPIE's Central West and Orana Regional Plan, with an expanded focus on specific recommendations for the Bathurst and Oberon LGAs.

As well as recommendations related to agriculture, manufacturing and forestry that are external to the master plan, the REDS proposes numerous initiatives with relevance to the Town Centre.

The following planning priorities are identified for Bathurst:

- Continued residential land release
- Increase housing diversity in existing areas
- Create automotive industry hub at Mount Panorama, inclusive of a 2nd motor racing circuit.
- Promote status as a centre of excellence in technology and education
- Recognise and enhance cultural, heritage, rural and environmental values.

Initiatives include development partnerships between CSU and local businesses, 'smart city' projects, expanding cultural heritage tourism, and investing in city infrastructure. Each of these initiatives fall within larger strategies to:

- provide opportunities for attracting and retaining entrepreneurs as well as skilled professionals
- develop the region's brand and diversify local tourism offering



BETTER PLACED SUITE
NSW Government
Architects Office (2017-19)

The Government Architect Office NSW (GAO) has issued a series of built environment guidelines, largely targeted at local, state and federal government bodies as well as design professionals.

The core policy is 'Better Placed'. This document advocates for design to be at the forefront of any decisions related to city development, and sets out general principles intended to be used to assess design quality.

Underneath 'Better Placed' are a series of subject guidelines, many in draft status: Green Places, Open Space for Recreation, Aligning Movement and Place, Design Guide for Heritage, Urban Design Guide and the Urban Design Guide for Regional NSW. They have also issued draft guides on Evaluating Good Design and Implementing Good Design.

Of the GAO suite, the Urban Design for Regional NSW Guide is most relevant and is discussed in more detail below.



URBAN DESIGN GUIDE FOR REGIONAL NSW, DRAFT
NSW Government
Architects Office (2018)

The GANSW's regional urban design guide outlines several design principles with relevance to Bathurst:

1. Leverage historic and cultural assets
2. Integrating with the natural environment
3. Revitalising main streets and town centres
4. Improving connectivity, walkability, and cycling
5. Balancing urban growth
6. Increasing options for diverse and healthy living
7. Responding to climate impacts.

The guide also identifies four typical project types that are appropriate for most towns and cities in regional NSW. These are:

1. Public realm and open spaces
2. Town centres and main streets
3. Infill development in existing neighbourhoods
4. Greenfield development in new neighbourhoods

The first three suggested projects will be addressed in the master plan for Bathurst Town Centre.

2.2 LOCAL STRATEGIC FRAMEWORK

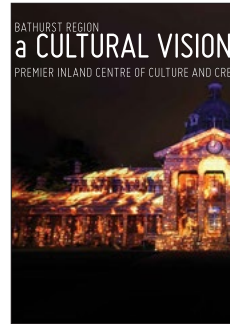


LOCAL STRATEGIC PLANNING STATEMENT (LSPS)
Bathurst Regional Council (2020)

BATHURST 2040 COMMUNITY STRATEGIC PLAN
Bathurst Regional Council (2018)

The BRC LSPS identifies the city's current priorities and guides how land is used in the Bathurst Region over the next 20 years. Nineteen priorities are proposed under the four themes of 1. infrastructure and transport, 2. diverse and strong economy, 3. heritage and sustainable environment, 4. dynamic and healthy communities.

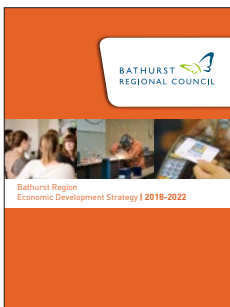
The Community Strategic Plan supports the LSPS with specific strategies under the six key objectives of 1. sense of place and identity, 2. smart and vibrant economy, 3. environmental stewardship, 4. sustainable growth, 5. community health, safety and well being, and 6. community leadership and collaboration.



BATHURST REGION: CULTURAL VISION 2036
Bathurst Regional Council (2017)

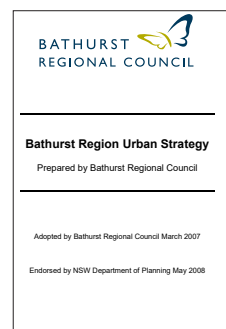
The 2036 Cultural Vision establishes an ambition to be the premier inland centre of culture and creativity in NSW. Project ideas include "next practice" cultural facilities including a library, an art gallery, performing arts facilities, Wiradjuri Cultural Centre, and a revitalised Town Square Precinct.

Of particular relevance to the Town Centre Master Plan are aspirations of mixed-use development of the Town Square precinct including cultural uses of the Former TAFE Building.



BATHURST REGION ECONOMIC DEVELOPMENT STRATEGY 2018-2022
Bathurst Regional Council (2018)

The BRC Economic Development Strategy provides SWOT analysis of local economic conditions and defines 'economic enablers' to maintain a sustained minimum annual growth in Bathurst of 1% GRP. These enablers are categorised as: infrastructure, planning, marketing, business networks, employment and smart city development. The plan defines an economic vision statement for Bathurst: "a pioneering, adaptable economic hub that celebrates the region's rich diversity, culture, skills and history, yet nourishes innovative, nimble industries and professionals of the future."



BATHURST REGION URBAN STRATEGY
Bathurst Regional Council (2007)

Bathurst Regional Council was created as a result of the amalgamation of the former Bathurst City Council, and Evans Shire Council in 2004. This Strategy was carried out as a precursor to the preparation of a comprehensive Local Environment Plan (LEP) for the new local government area (LGA). Based on an overview of Bathurst's planning, community consultation, economic, environmental and social opportunities, the Strategy establishes a series of objectives and recommendations in response to economic, environmental, housing and social issues.

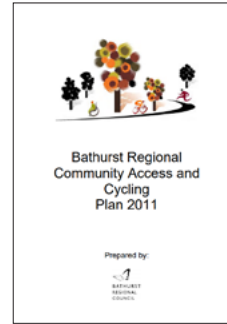


BATHURST VEGETATION MANAGEMENT PLAN

Molino Stewart for BRC (2019)

The Plan establishes vegetation management principles for core themes such as significant landscapes, native remnant vegetation, waterways, streetscape, parks, as well as public reserves and gateways etc.

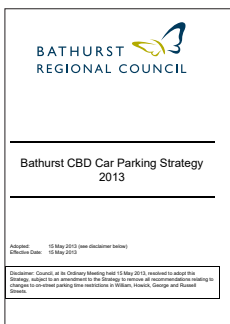
The plan identifies a planting strategy of autumnal colouring in the town centre, with avenues of single- or similar- species, and identifies a list of tree preferred tree species.



BATHURST COMMUNITY ACCESS & CYCLING PLAN

Bathurst Regional Council (2011)

The Bathurst Community Access and Cycling Plan guides the construction of footpaths and cycleways across the LGA. Within the Town Centre study area, it includes two protected bike routes: north-south along Keppel St connecting the train station to an existing protected path along Jordan Creek, and north-south along William St connecting CSU Bathurst to Macquarie River via the CBD.



BATHURST CBD PARKING STRATEGY

Bathurst Regional Council (2013-15)

The CBD Parking Strategy is based on surveys of off and on street car parks in 2009/2010 and an additional survey in 2012. Key recommendations for off-street parking include improving wayfinding, amenity, lighting, encouraging provision of bicycle parking and maintaining public ownership of Council's parking. Key recommendations for on-street parking is to increase 1-2 hours restricted on-street parking to 2-3 hours to achieve higher usage, and to increase the amount of unrestricted parking to meet demand. Unpublished surveys have since contradicted the first on-street recommendation, but confirmed the second.

BATHURST TOWN CENTRE MASTER PLAN | AJ+C



BATHURST CBD & BULKY GOODS BUSINESS DEVELOPMENT STRATEGY

Renaissance Planning for BRC (2011)

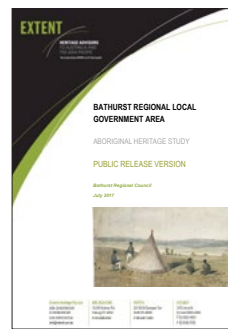
The CBD & Bulky Goods Business Development Strategy examines the role, structure and function of Bathurst retail and commercial districts, and assesses future floor space requirements from 2010 – 2036.

The strategy confirms planning principles that have maintained the core Bathurst retail precinct as the single regional shopping district. It also notes the strength and high degree of clustering of commercial businesses in the CBD.



**BATHURST REGION
HERITAGE PLAN 2017-2020**
Bathurst Regional Council (2018)

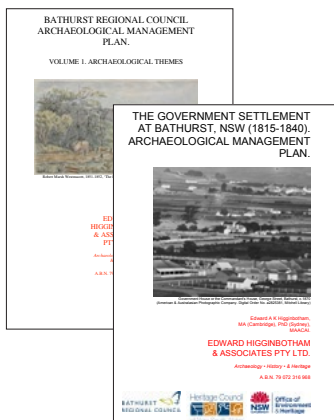
The Heritage Plan provides a strategy to protect, enhance and promote heritage within the Bathurst LGA, including: buildings and places, the natural environment, people and projects, and their embedded stories.



**BATHURST LGA
ABORIGINAL
HERITAGE STUDY**
Extent for BRC (2017)

The Bathurst region is largely Wiradjuri Country. The Bathurst LGA Aboriginal Heritage Study identifies particular Aboriginal heritage objects, sites and places, and provides recommendations for the management of Aboriginal cultural heritage.

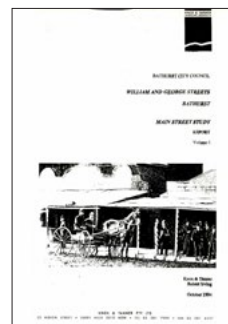
Two areas of significance are identified within the Town Centre Master Plan study area, on Rankin and William Streets.



BATHURST & BATHURST GOVERNMENT SETTLEMENT ARCHAEOLOGICAL MANAGEMENT PLANS

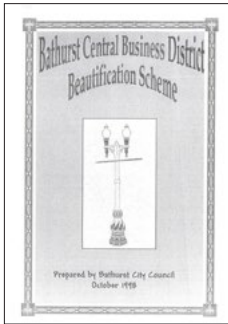
Edward Higginbotham
for BRC (2012, 2013)

The Archaeological Management Plans (AMPs) identify archaeological themes, site survey, maps and a heritage inventory including significant archaeological sites with recommendations for their conservation as well as opportunities for their interpretation and display. The Bathurst AMP covers the entire LGA, and much of its' focus is located outside of the master plan study area. However, the Settlement AMP focuses on the initial Bathurst Government Settlement which covers all seven blocks of the Town Centre.



**WILLIAM & GEORGE ST
MAIN STREETS STUDY**
Knox & Tanner for BRC (1994)

This inventory of buildings provides ownership history, construction dates, references, historical photographs and conservation recommendations for the full extents of William and George streets in the CBD.

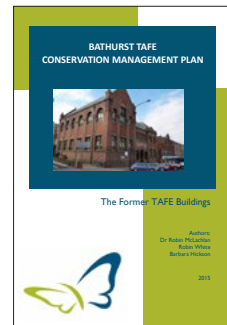


BATHURST CBD BEAUTIFICATION SCHEME

Bathurst Regional Council (1998)

The CBD beautification scheme is a comprehensive set of recommendations for each of the street blocks within the Bathurst CBD General Business zone (per the superseded Bathurst LEP 1997).

The Scheme considers detail elements such as street lamp painting, pavement, and raised mid-block crossing, as well as structural changes such as closing Howick Street at its intersection with William Street.



BATHURST FORMER TAFE CONSERVATION MANAGEMENT PLAN

McLachlan, White & Hickson (2015)

The Bathurst Former TAFE Conservation Management Plan (CMP) covers a broad context and a great number of details of the former TAFE, former Public School, the Town Square and their settings. It includes a comprehensive study of the significance and condition of relevant heritage items and polices for their future reuse. Recommendations of the CMP will be considered in the Bathurst Town Centre Master Plan.

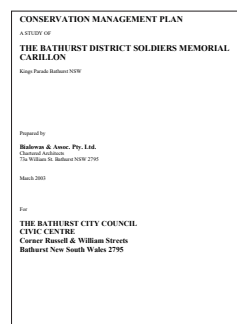


HEADMASTER'S HOUSE CONSERVATION STRATEGY

NSW Public Works (2018)

This Strategy outlines the condition of the building fabric, structure and original internal configuration of the Headmaster's House, a heritage listed property within the Town Square lot. The conservation strategy is intended to inform maintenance and remediation options.

The strategy was developed before temporary structural supports were installed. The building is currently uninhabitable and is undergoing restoration works.



BATHURST CARILLON CONSERVATION MANAGEMENT PLAN

Bialowas & Assoc for BRC (2003)

The Management Plan outlines the framework for the preservation and maintenance of the Bathurst War Memorial Carillon. According to the Plan, Carillon Working Party's intention is to bring the Carillon into full world carillon status, through the installation of a clavier (since installed, in 2020) and the development of carillon studies. This Management Plan also identifies key opportunities for future uses of the Carillon in music, museum and tourism etc.

2.3 DEMOGRAPHIC CONTEXT & ECONOMIC TRENDS

The following is a short and necessarily incomplete summary of certain demographic and economic trends in Bathurst with particular relevance to the CBD master plan.

POPULATION

Bathurst is a growing region, with a 2016 population of 43,300 expected to increase to 55,250 by 2036, representing an increase of 28% over 20 years (BRC Economic Development Strategy, 2018). It has a younger population than the rest of Regional NSW, including a significantly higher percentage of households with children. Population trend analysis by .id Consulting estimates that the younger segments of the Bathurst population (0 to 49) will hold largely steady as a percentage of total residents. Older workers (50 to 59) are expected to reduce as a percentage, while all age groups above 60 are expected to increase as a percentage of the overall population.

With population growth across all age groups, the supply of social infrastructure of all kinds will need to increase accordingly. Based on the trends in Bathurst, infrastructure such as schools and open spaces in particular will need to be added to support the continued strength in the younger population groups. The town square master plan covers numerous open spaces, and there may be options to propose additional child care locations. Expansion of health services will also be needed to service the expanding older age groups, many of which are best positioned in areas of high access and other amenity such as the CBD.

HOUSING CHOICE

Almost all residents in Bathurst currently live in free-standing dwelling homes (82.6%) or low-to-medium density housing like semi-detached houses, townhouses, villas and 1-2 storey apartment buildings (15.7%). A statistically insignificant 0.1% of Bathurst residents live in higher-density apartment buildings of 3-storeys or above. This compares to 2.5% of higher-density apartment dwellings in Regional NSW.

With an expected population growth of 24%, additional housing will be required. While the BRC Bathurst 2036 Housing Strategy notes there is room to increase the supply of free-standing and low-to-medium density housing outside of the CBD, the higher uptake of higher-density apartments across the rest of Regional NSW also indicates there may be demand for this kind of housing in the Bathurst CBD. Denser housing located around central services in the CBD suits the smaller household sizes and aging population trends that have been predicted for the future growth of Bathurst.

ECONOMY

Employment is high in Bathurst, with an unemployment rate in the June 2019 quarter of 4.1%, compared to 4.9% in Regional NSW and 5.2% nationally. The top three professions in Bathurst in 2018/19 were Health Care & Social Assistance (15%), Education (13%) and Retail (11%), with all three sectors having significant presences in the CBD.

Overall growth paired with a slightly aging population in Bathurst means jobs in Health Care & Social Assistance are expected to continue to increase. However, significant recent investment in health infrastructure in nearby Orange NSW may result in some future growth moving to that region.

Bathurst has a larger education sector than most surrounding areas largely because of the CSU Bathurst campus. An Economic Impact Report by the

Western Research Institute (commissioned by CSU) found that CSU Bathurst accounts, by itself, for 7% of Bathurst's Gross Regional Product and 9% of its full-time equivalent employment earnings.

Due to a long-term, strong downwards trend in enrolments at the dominant education provider Charles Sturt University, the higher education sector in Bathurst may be expected to reduce overall. Employment in primary and secondary education as well as child care can be expected to maintain its strength through population growth.

Despite a very challenging national retail environment, exacerbated by the still unmeasurable 2020 corona virus pandemic, the retail industry is relatively well positioned in Bathurst. Long-standing planning policy in the Bathurst Local Government Area has limited competition to the CBD's position as the main regional retail centre, meaning there are not multiple competing locations of declining chains.

Despite this, employment in the retail trade sector is generally expected to diminish. Department Store, Discount Department Store and Mini-Major chains saw extensive closures in 2019, including in nearby regions, with many more expected in 2020. This may mean that some of the large retail centres may in future wish to downsize and partly redevelop if there are significant tenant exits. To ensure viability of the interior specialty and main street retail with fewer anchors, public realm improvements and non-retail anchor attractions should be promoted.

The other key economic sector most relevant to the Bathurst CBD is tourism. The region benefits from major national motor sports events, cycling and marathon races, annual music festivals, one-off concerts, and a number of CBD-located urban events like Bathurst Winter Festival. These events bring hundreds of thousands of visitors to Bathurst annually, supporting an extensive accommodation sector as well as contributing to the viability of the city's food & beverage and other retail offerings.

Other major sectors in Bathurst include agriculture and manufacturing. These sectors are going through significant technological change, potentially resulting in fewer production-related jobs. The Abercrombie [Bathurst and Oberon LGAs] Regional Economic Development Strategy (REDS) notes that, were manufacturing to move to a smaller but more highly-skilled workforce with greater automation of production" there may be a corresponding "increase [in] the number of high-paying jobs". It therefore advocates for the creation of industry cluster groups to be located in Bathurst city.

The REDS also identifies a desired strategy to attract and retain entrepreneurs and skilled professionals. In particular, it notes the need to link local and regional businesses with the educational institutions in Bathurst. Although the CSU City Campus project is currently not being pursued, a university with a presence in the Bathurst CBD could provide a significant boost to this initiative in the future.

COMMUTING CHOICE

The overwhelming majority (93.8%) of residents in Bathurst drive to work via car, truck or motorbike. 1.1% of residents take public transport, 0.6% cycle and 4.6% walk. Compared to the rest of regional NSW, which is similarly weighted to driving trips (92.8%), this represents significantly lower use of public transport (-55.2%) and cycling (-25%), but a higher percentage of residents walking to work (+5.5%).

Combining current traffic trends with predicted population and employment growth, traffic through the CBD can be expected to continually increase with an ongoing reduction in parking availability. As will be discussed later in this report, there are few remaining options to further increase traffic flow or increase street parking in the town centre. However, there is significant room to grow the percentage of trips into the CBD using walking, cycling as well as shared and public transport modes.

2.4 STATUTORY FRAMEWORK

BATHURST REGIONAL LOCAL ENVIRONMENTAL PLAN 2014

The Bathurst Regional Local Environmental Plan 2014 (BRLEP) is the primary statutory planning instrument applicable to the study area, limiting building use and scale. LEPs are written in a standard format established by the NSW State Government, and represent the most rigid set of limitations on development available to be set by Local Governments.

The key BRLEP controls that apply to the Bathurst Town Centre are listed here.



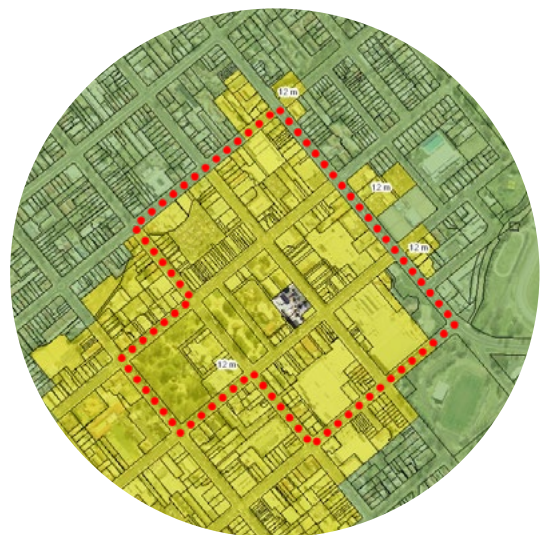
LAND ZONING

The study area is largely zoned B3 Commercial Core. The B3 zone aims to provide commercial, entertainment and community uses; encourage employment, public transport patronage, walking and cycling; and conserve the CBD's historic and scenic quality.



FLOOR SPACE RATIO

A Floor Space Ratio of 2:1 applies to all the developable properties within the study area.



BUILDING HEIGHT

The Bathurst LEP restricts most properties in the study area to a Height of Building limit of 12m, which allows 3-storey buildings. The park and child care building on the southeast corner of the site area have a 9m limit, and there is no limitation on the Former TAFE site.

BATHURST DEVELOPMENT CONTROL PLAN 2014



HERITAGE

The study area is entirely contained within the C1 Bathurst Conservation Area, which is classified as being of Local significance. Numerous buildings and features are on Local and State heritage registers, which are identified later in this report.



MINIMUM LOT SIZE

Although no blanket minimum lot size applies to the study area, the controls do limit Residential Flat Developments on sites smaller than 600sqm.

The Bathurst Regional Development Control Plan 2014 (BRDCP) provides planning guidelines specifically relevant to the Bathurst Town Centre as well as the wider LGA. These include broad urban design and architectural considerations, as well as detailed landscape, lighting, wayfinding/signage and parking controls.

DCPs are designed to supplement the key controls established in the LEP, providing more detailed and locally-specific guidelines for development. As a guideline document, the controls of the DCP have less statutory force than those of an LEP, intended instead to provide a more detailed understanding of Council ambitions for future development in the Bathurst LGA.

Key BRDCP controls that relate to the Town Centre are listed here:

C 5.5.2 (a) A building containing more than 3 floors shall not be erected on land within Zone B3

C5.6.2 (i) A minimum 6 metres access width is to be provided at the property boundary. Major traffic generating developments may require a greater access width, divided at the property boundary. Council may consider a lesser access width within Zone B3 - Commercial Core.

C 5.8.3 (b) Fences/screen walls (including security fencing) are not to be located within 5 metres of the front property boundary and 3 metres of a property boundary adjoining a side or rear street, unless adequate landscape screening is provided.

C10.4 Infill development can be proposed for vacant land which has direct street frontage. This includes land which has been subdivided from existing properties or where an existing building is to be demolished and replaced.

C14.3 Car parking requirements are established for most building uses.





3.0

SITE ANALYSIS

3.1 STUDY AREA

The Bathurst Town Centre Master Plan covers 7 blocks within the Bathurst CBD, which together represent a site area of approximately 50 hectares. The study area is bounded by Durham Street to the east, Rankin Street to the north, Russell and Keppel Streets to the west, and Bentinck Street to the south.

All seven blocks are largely within a 400 metre radius from the centre block (Block 1, also known as the Bathurst Town Square), a distance which represents a 5-minute walk at an average adult's walking speed.

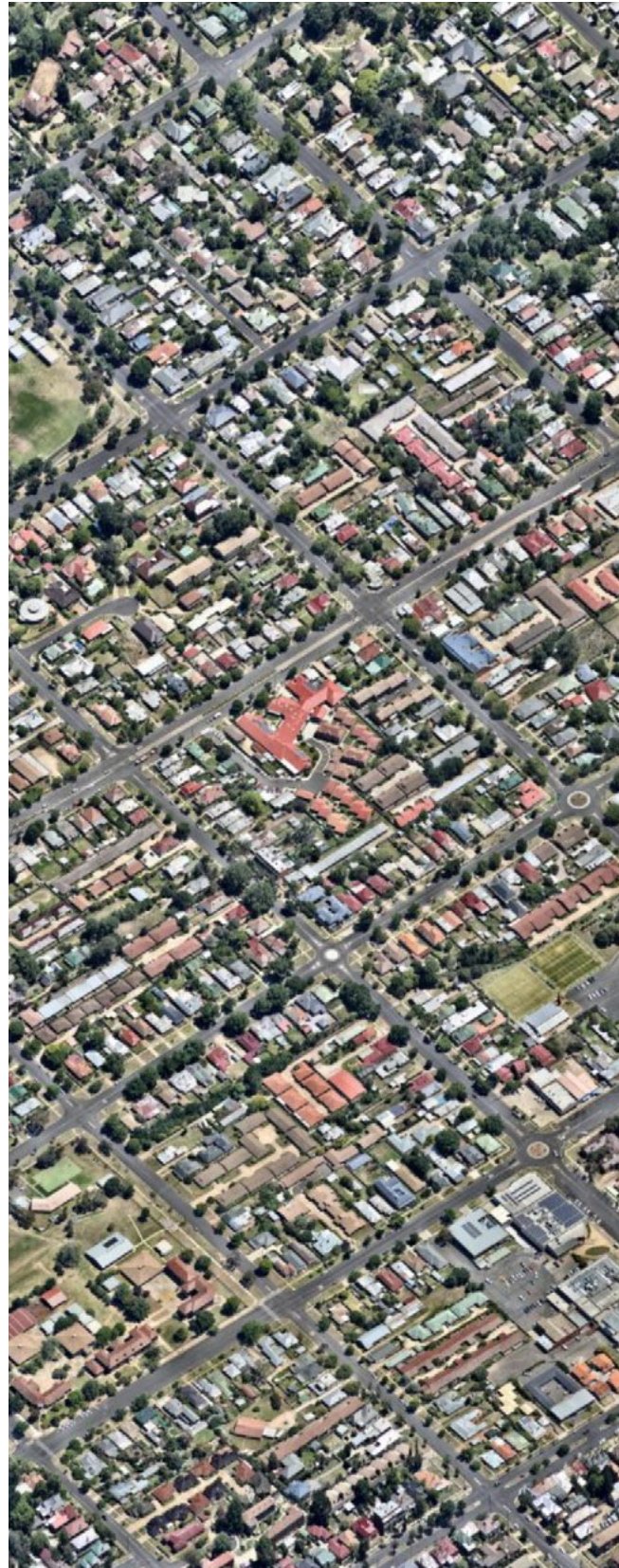
The whole study area is located within the Bathurst City Heritage Conservation Area and features numerous heritage assets throughout, particularly across Block 1, which is a heritage item entirely, and Block 7, which contains a range of heritage listed buildings. These two blocks also contain two of the most prominent open spaces in Bathurst, the King's Parade and Machattie Park, both of which are also heritage listed.

Blocks 2, 3 and 4 each contain a separate shopping centre. These centres are each anchored by a supermarket major and a number of mini-major stores, with Block 3 also containing two discount department stores. Together, these blocks make up Bathurst's pre-eminent regional shopping precinct and are a significant generator of daily activity in the CBD. They represent the only regional scale retail hub within the Bathurst LGA.

In addition to the three main retail blocks, Block 5 contains a large neighbourhood grocer and large-format liquor store, which have a more drive-up suburban character with surface car parks fronting the Durham Street (which is a section of the Great Western Highway) and Rankin Street.

Blocks 5 and 6 contain much of the CBD's 'dining precinct', being the north side of George Street. They also each contain a public car park, the largest of which is on Block 6. The car park on Block 6 is understood to be used extensively by patrons of the adjacent Bathurst RSL, in addition to some all-day parking by visitors to the larger CBD.

Figure 1: Aerial view of Study Area





3.2 SURROUNDING CONTEXT

This master plan focuses on the area widely understood to be the centre of Bathurst, known as the 'Town Centre'.

The study area is surrounded by much of the major social infrastructure that services the entire Bathurst region. This includes local, district and regional scale open spaces such as Macquarie River, Morse Park and Centennial Park; the Bathurst Showground events space; many regional sporting facilities such as the aquatic centre, field sports, and tennis centre, as well as at least three bowling clubs; primary and secondary schools; as well as many of the region's hotels.

The Bathurst Visitor Centre is to the east of the study area, positioned to encourage drivers travelling west along the Great Western Highway to pull over before entering Bathurst.

Keppel Street forms the western extent of the master plan study area and connects the site to Bathurst Train Station. Keppel St is a fine-grain, small tenant retail and cultural precinct that is one of the most vibrant areas of Bathurst, containing the Bathurst Library, Bathurst Art Gallery as well as numerous cafés restaurants and small shops interspersed with historic townhouses and other residential buildings. Many of these residential buildings have been adapted to retail or commercial uses. At the southern end of Keppel St, the ongoing redevelopment of the historic Tremain's Mill has created an experience-based anchor to Keppel which will be complemented by the nearby Rail Museum that opened in February 2020.

Figure 2: Site context surrounding the Town Centre





3.3 PUBLIC TRANSPORT

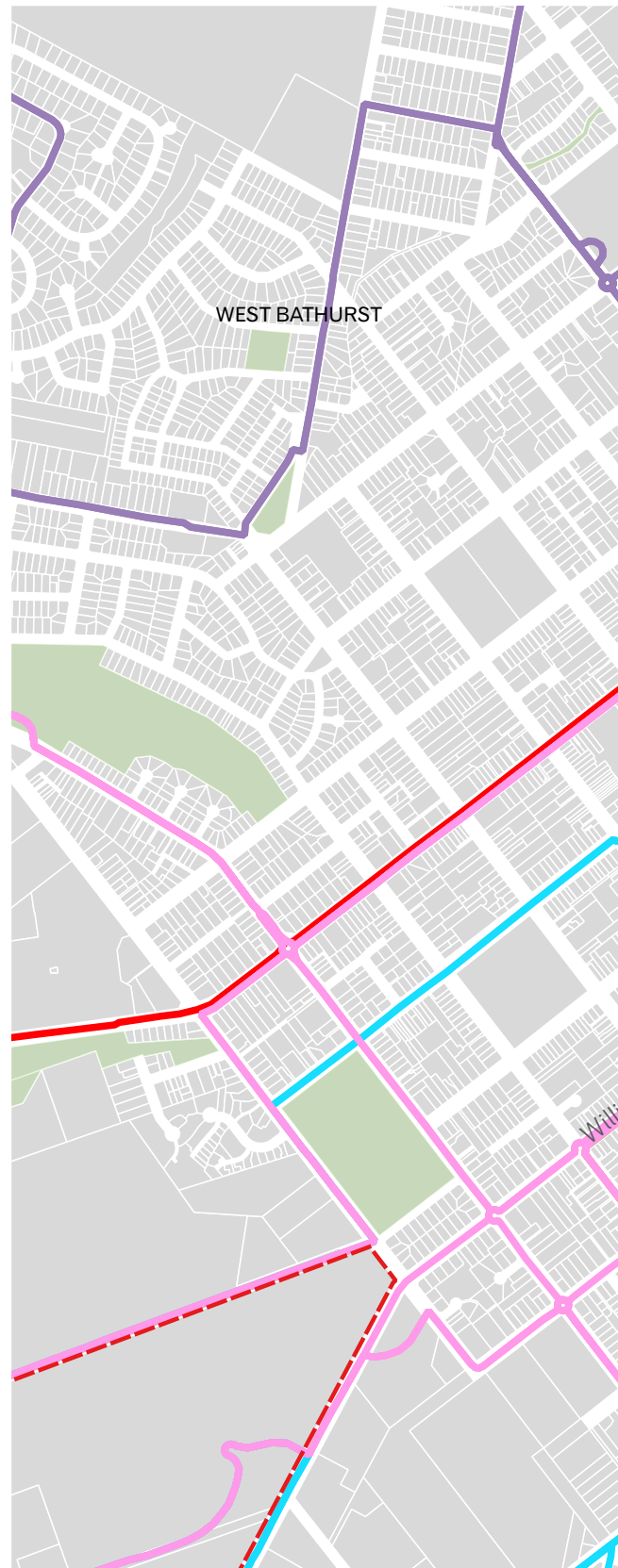
As the central point of Bathurst, and being approximately 800-metres from Bathurst Train Station, the study area is connected to all the main public transport links in Bathurst.

Bathurst Train Station is on the Blue Mountains and Western NSW Lines, providing access east to Lithgow (1 hour), the Blue Mountains (2.25 hours to Katoomba) and Sydney (3.5 hours to Penrith, 3.75 hours to Parramatta and 4.25 hours to Central), as well as west to Orange (1 hour), Dubbo (3 hours), Parkes (3 hours) and once-per-week to Broken Hill (10 hours). Two timetabled weekday day-return rail services known as the 'Bathurst Bullet' trains travel to Sydney in the early morning and return to Bathurst in the evening. The timetabling and route times of train and regional bus services mean it is possible for Bathurst residents to commute to jobs in Orange or Lithgow (or vice versa) using public transport, but they are not likely to be used for daily work travel to job centres in Sydney, Dubbo or Parkes.

Most bus routes through Bathurst stop in the CBD or at Bathurst Train Station, meaning almost all suburbs have local bus access to the Town Centre. Routes from either the CBD or the Train Station travel to Eglinton & North Bathurst, South Bathurst & Gormans Hill, the Bathurst CSU and TAFE campuses, Raglan, Kelso, and Laffing Waters. Routes are one-way loops and are fairly circuitous; trip times can be short in one direction but long in the return. Most bus timetables reviewed ran at least every hour through the weekday, with last service of the day ranging from 6pm to 9pm. Weekend services end at 2pm or 6pm on Saturdays with no services on Sunday.

Overall Bathurst is reasonably serviced by local buses in terms of overall network reach, but is sub-optimal in terms of frequency of services and directness of routing. However, this is expected to change into 2021 with significant changes being undertaken by Transport for NSW (beginning July 2020) through the 16 Regional Cities Program. Initial changes have included extended week-night and Saturday services, and more frequent service on some routes. A more holistic review is scheduled for 2021.

Figure 3: Public Transport Route Network





3.4 CYCLING NETWORK

Although the majority of Bathurst residents live within a 15-minute cycle to the CBD (5km at an average adult's riding speed), a cycling network is largely absent from the Bathurst Town Centre. Existing off-road cycleways in Eglinton, Windradyne, West Bathurst, Laffing Waters and Kelso do not extend into the CBD.

Once inside the CBD, there is similarly little facilitating cyclist infrastructure, with only a single short section of paint-separated bike lane on Bentinck Street that begins mid-block and ends at the first intersection (Howick Street). Footpaths have painted 'no cycling' signs, with no corresponding 'cycle here' signs on the streets.

A 2011 Bathurst Regional Access & Cycling Plan and the subsequent 2017 BRC Cyclist Network Map indicates an aspiration for a 'Proposed Cycleway' running down William Street from Mount Panorama to the Macquarie River. It also identifies numerous bike routes through and around the CBD, including down Keppel Street, that do not currently have any facilitating infrastructure. As will be discussed, this master plan seeks to inform how these improvements can be prioritised as part of future changes within the study area, and in doing so contribute to the overall Cycle Network Program in Bathurst.

LEGEND




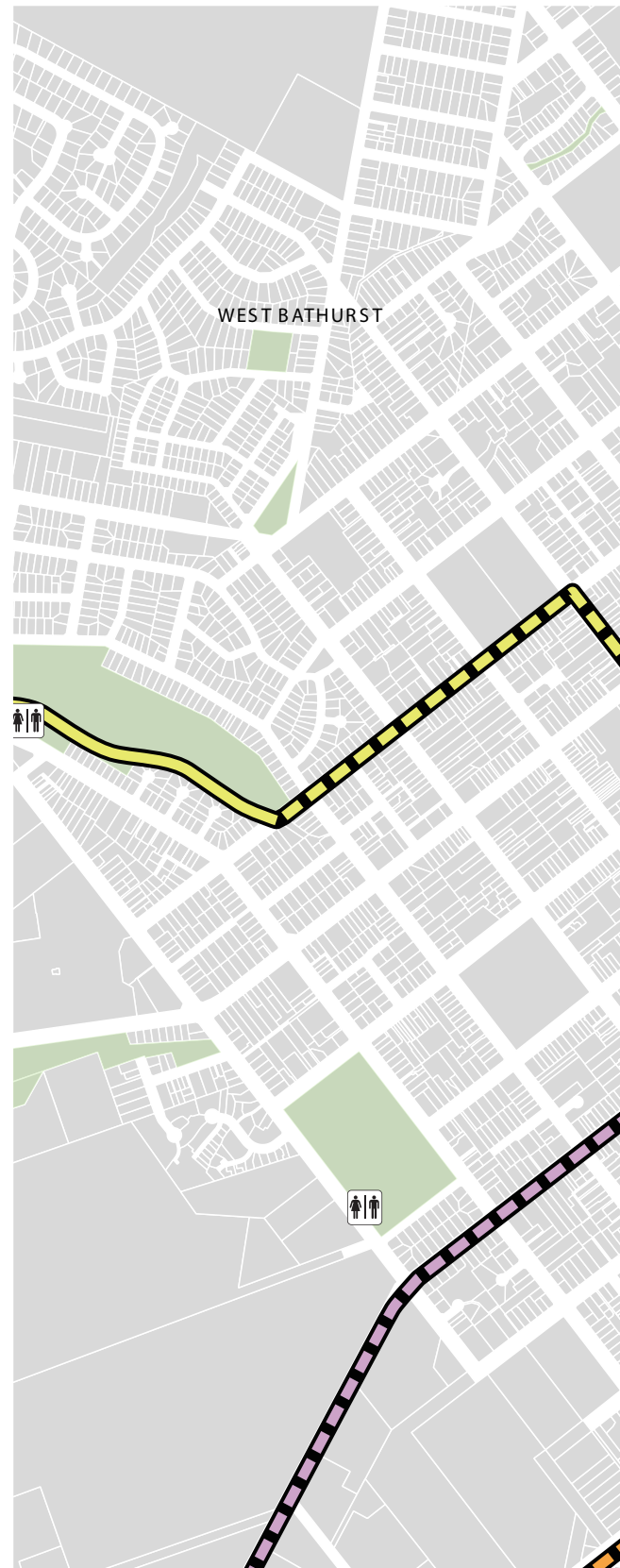
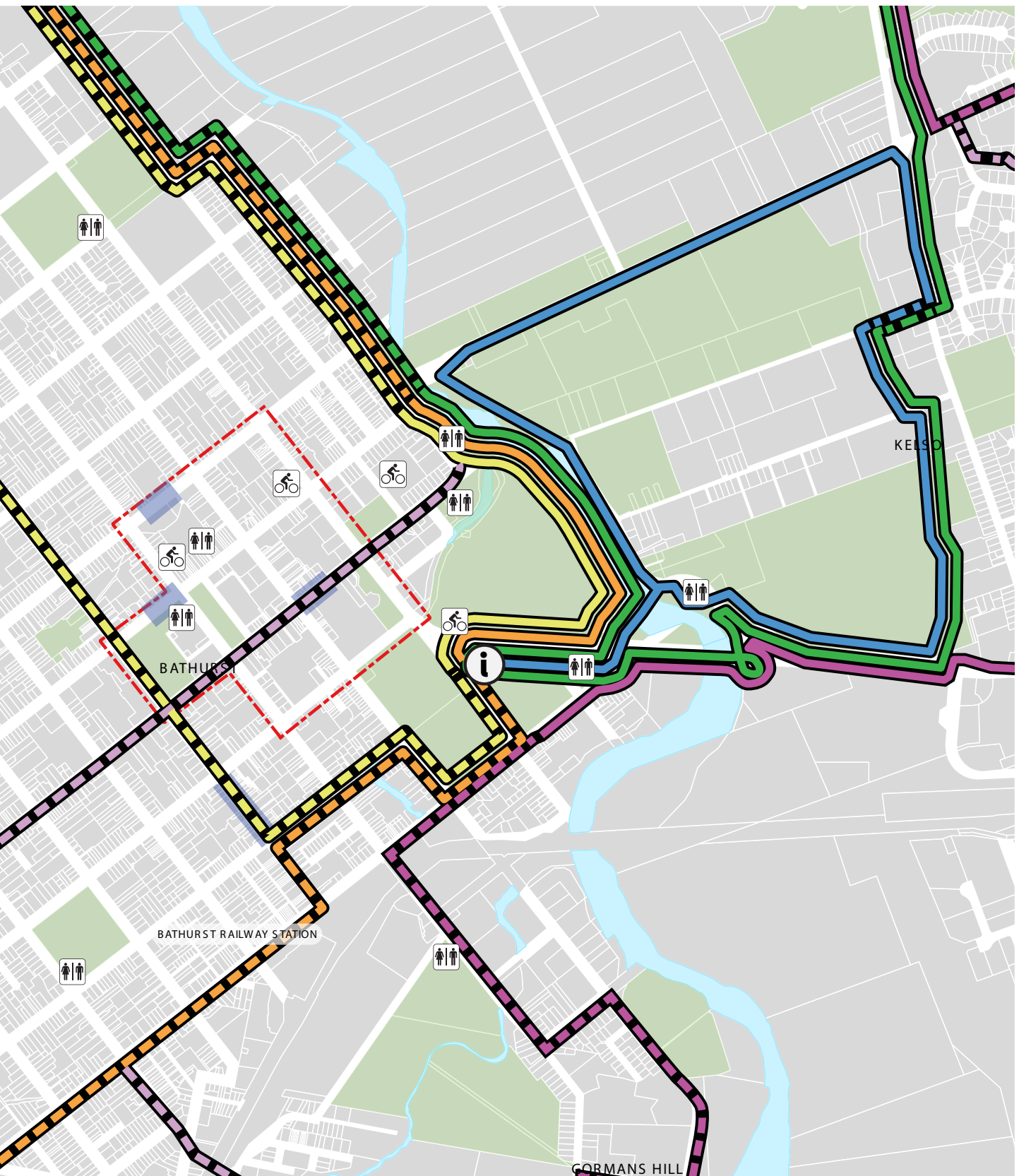
- Site Boundary
- Existing Blocks
- City Loop
- Eglinton Loop
- Wahluu Loop
- River Loop
- Council Proposed Cycleway
- Cycle Friendly Cafe Zones
-  Public Toilets
-  Bike Hire/Shop
-  Information Centre

Figure 4: Bathurst Bike Plan





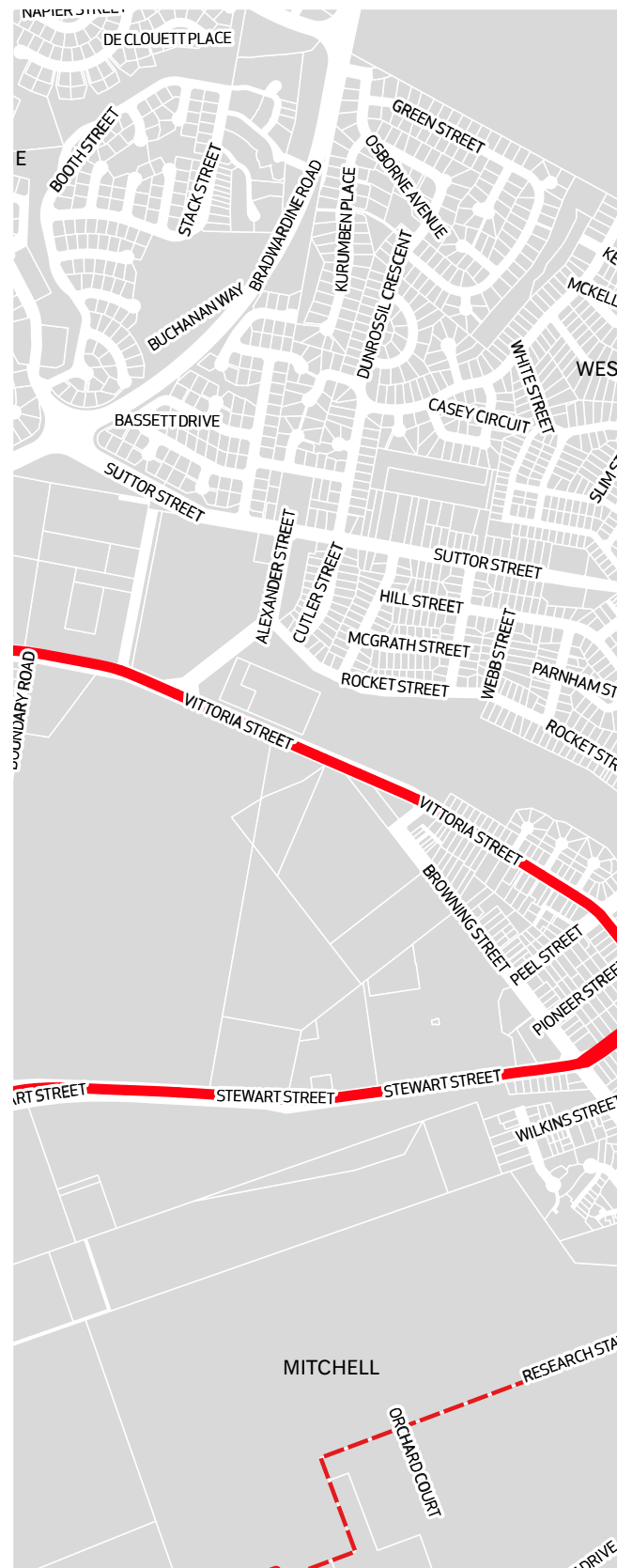
3.5 STREET NETWORK

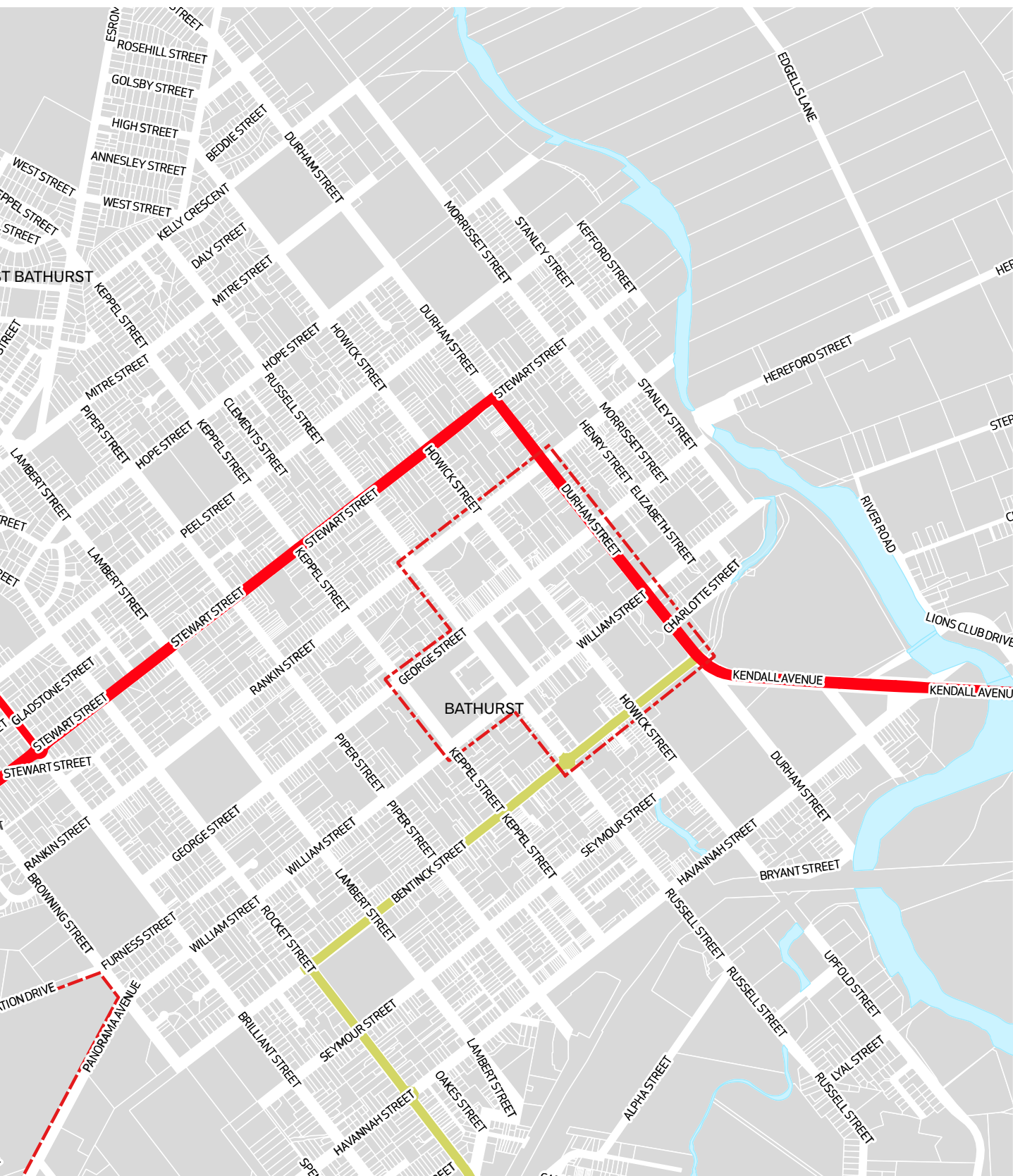
The Bathurst Town Centre is connected directly to the Great Western Highway via Durham Street, which is part of the highway. After clearing the study area, the highway then turns east down Kendall Ave towards Sydney. In the other direction, the highway turns west from Durham Street at Stewart Street, which is one block north of the master plan study area. The Great Western Highway terminates within Bathurst, at the junction of Vittoria Street (part of Mitchell Highway towards Orange) and the continuation of Stewart (part of the Mid Western Highway towards Cowra).

Each of these streets is an RMS-Classified Arterial Road, meaning that the BRC does not have control over their design or their operation. Similarly, Bentinck Street, which forms the southern edge of the study area, is an RMS-Classified Sub-Arterial Road. The classification of Bentinck Street stops at Rocket Street, where it continues southeast. All other streets both within the master plan and the surrounding area are BRC-owned Local Roads. BRC has much greater control over the design and operation of these roads.

Most of the 'Local Roads' in the study area are two-lane, bi-direction streets with parking on both sides. The typical street design of Local Roads within the study area have one to two travel lines in each direction, 45 degree angled on-street parking on both sides, and either central loading zones or a raised concrete or landscaped median strip. Many streets in the study area feature state-listed heritage lamp standards in the centre of the reserve.

Figure 5: Existing Street Hierarchy





RANKIN STREET

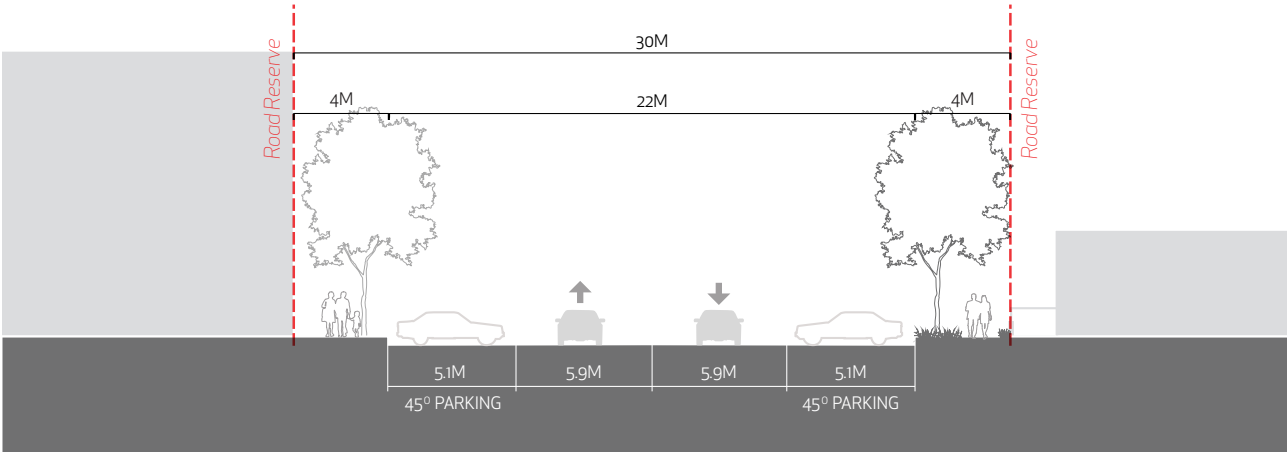
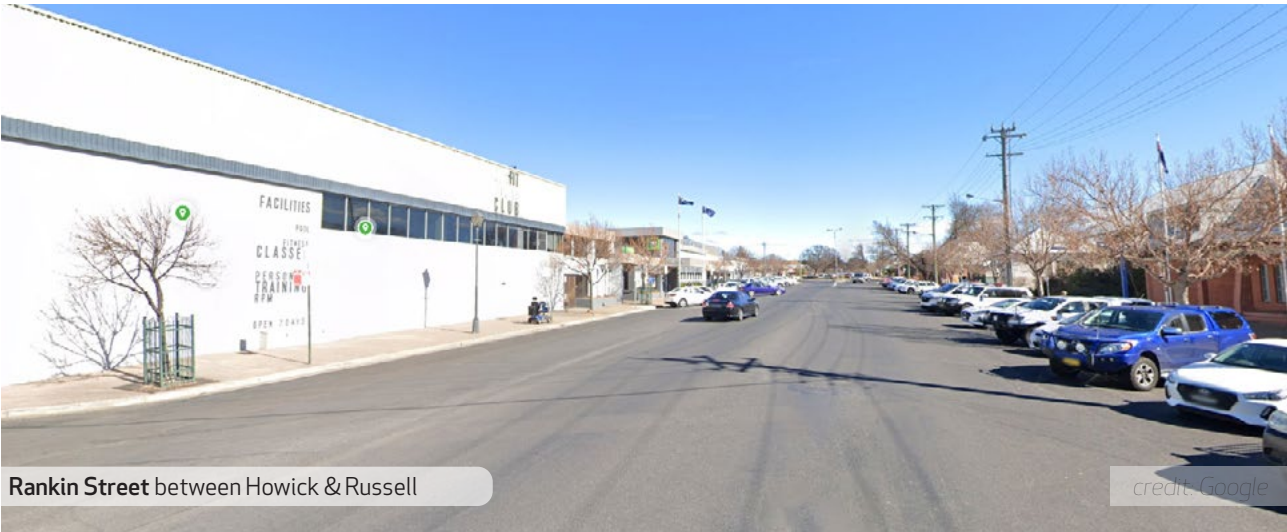


Figure 6: Rankin St. Typical Section

GEORGE STREET

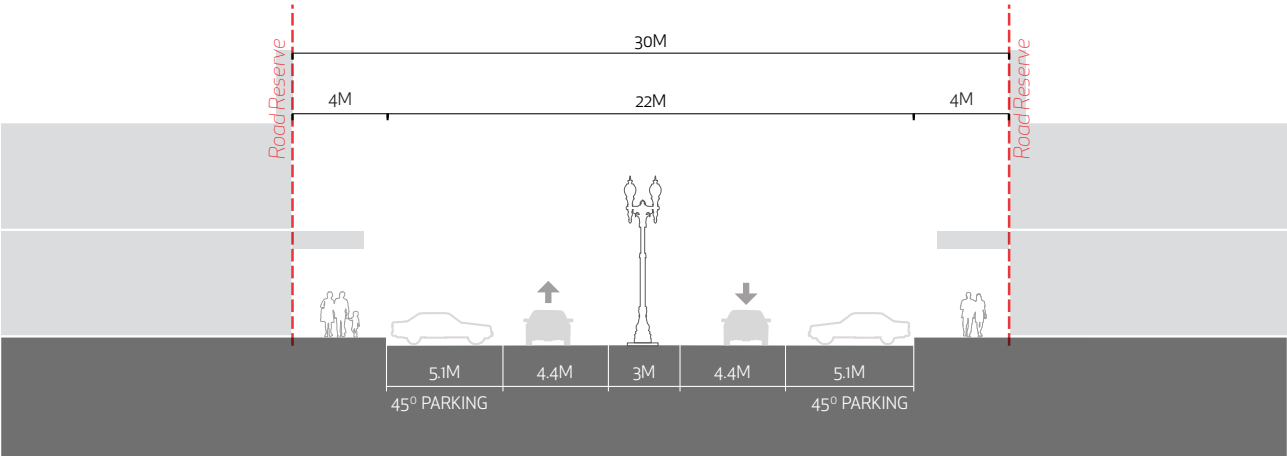
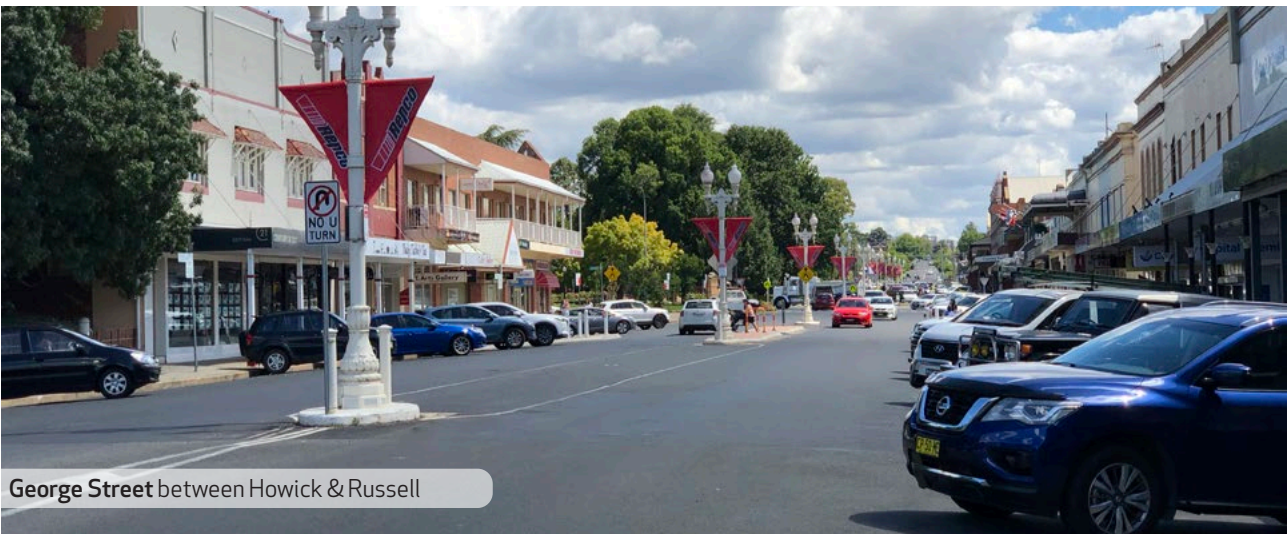
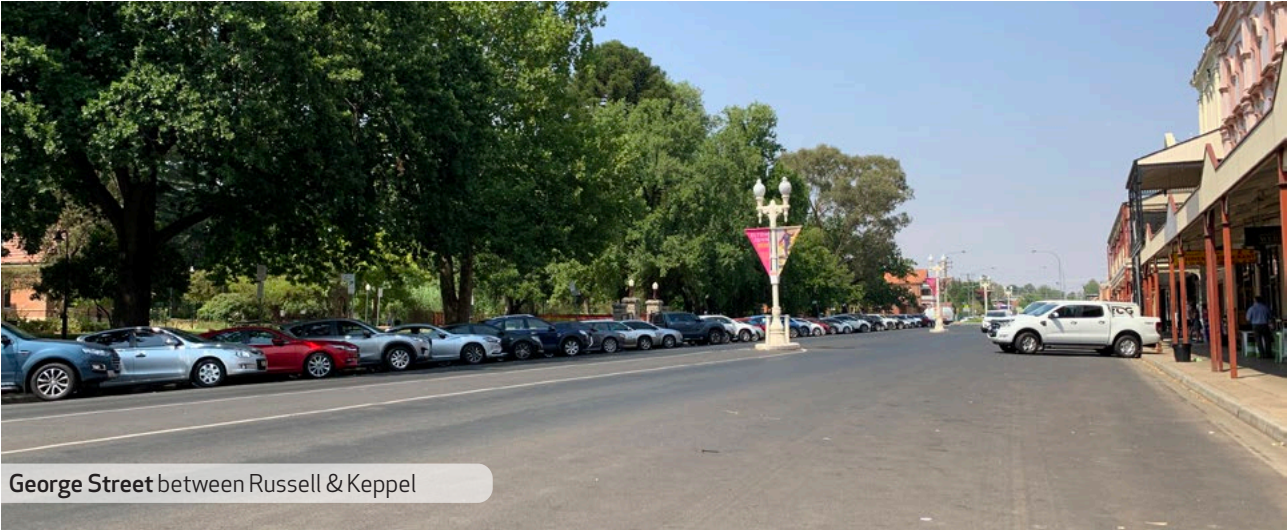


Figure 7: George St. Typical Section

WILLIAM STREET

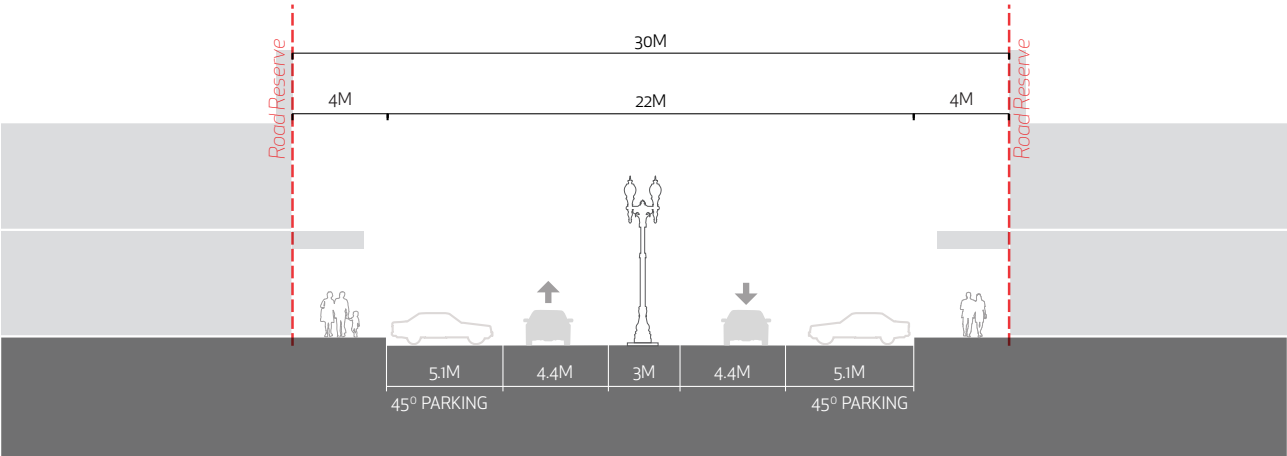


Figure 8: William St. Typical Section

BENTINCK STREET

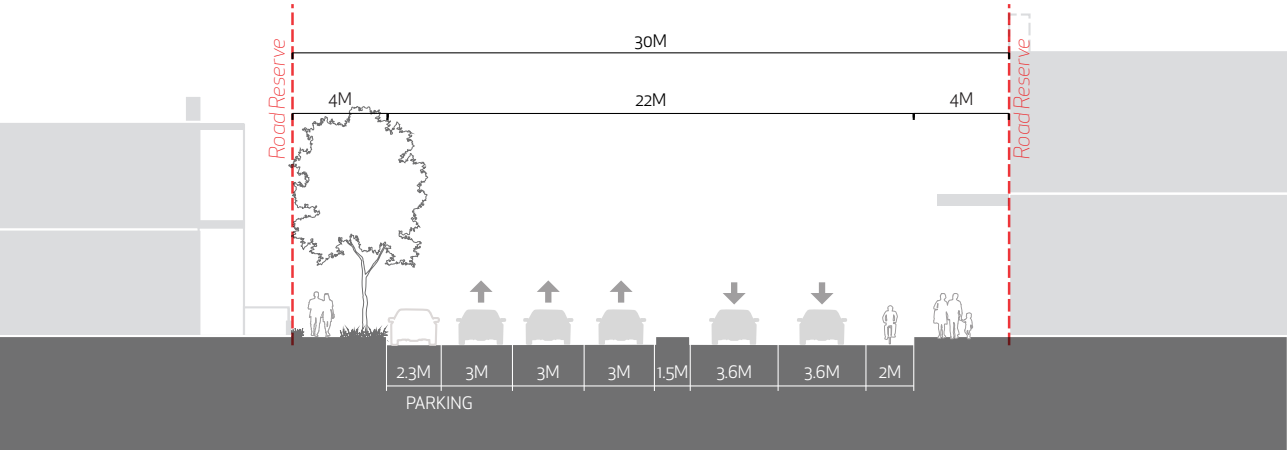


Figure 9: Bentinck St. Typical Section

DURHAM STREET

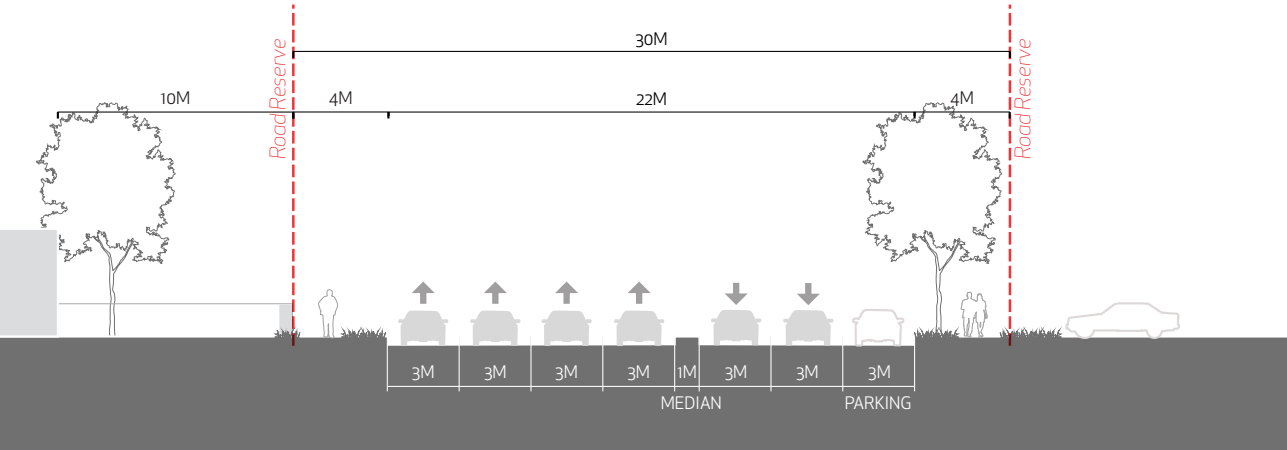
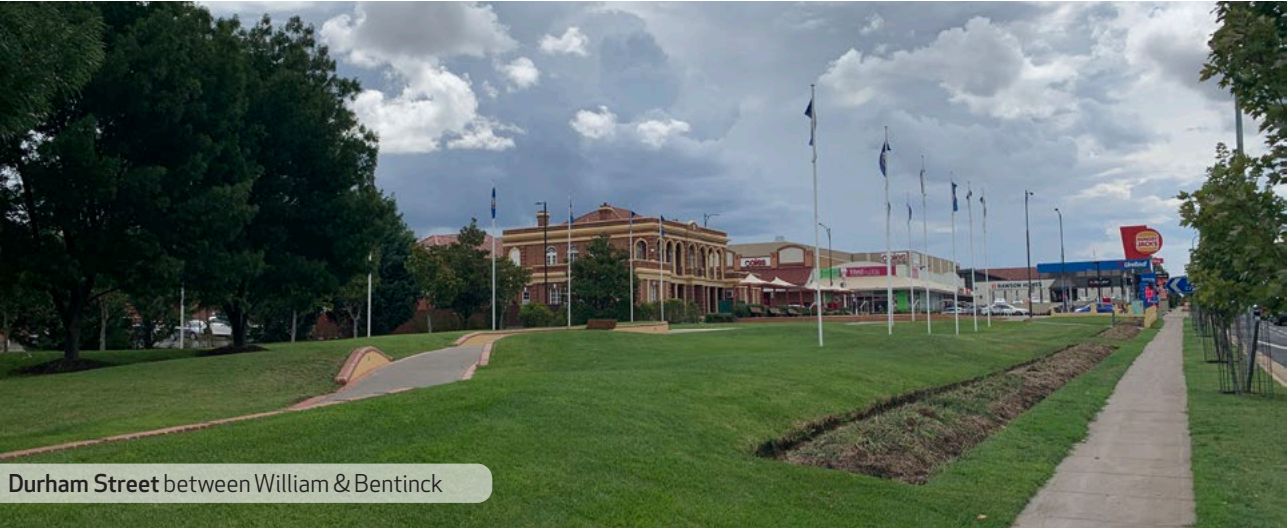


Figure 10: Durham St (Great Western Highway) Typical Section

HOWICK STREET

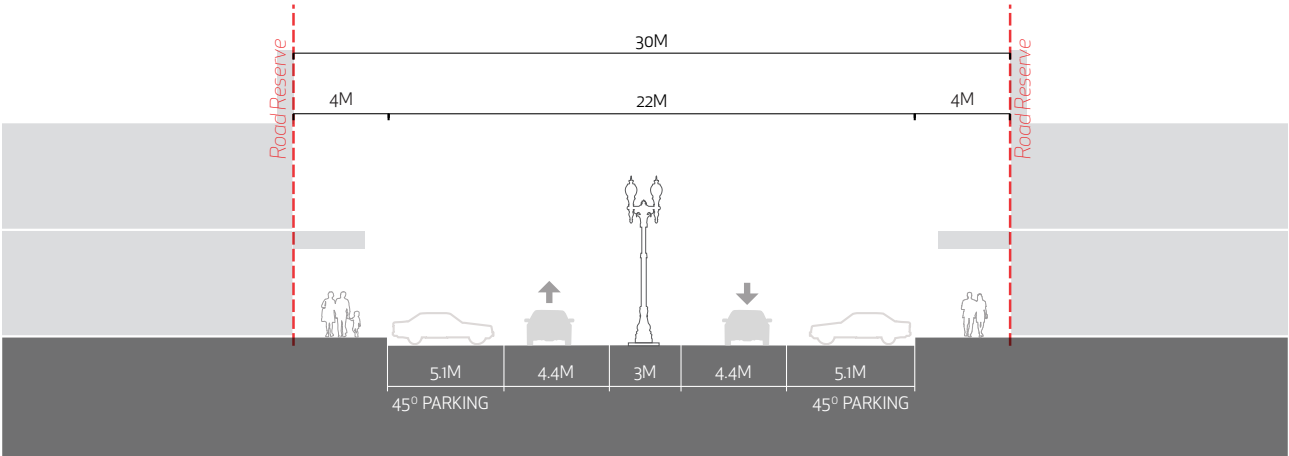
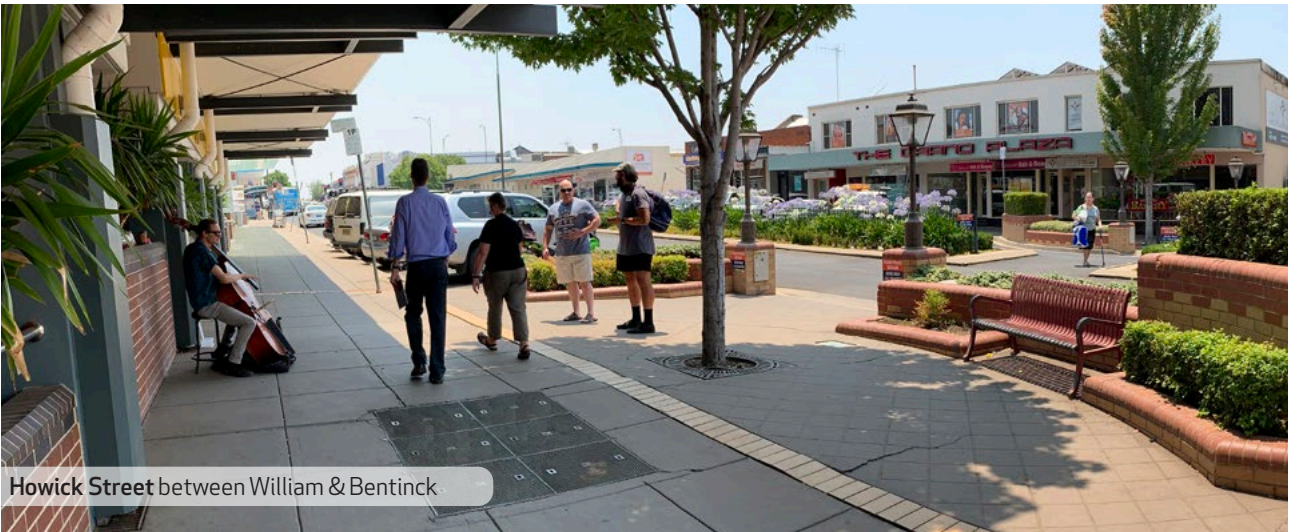


Figure 11: Howick St. Typical Section

RUSSELL STREET

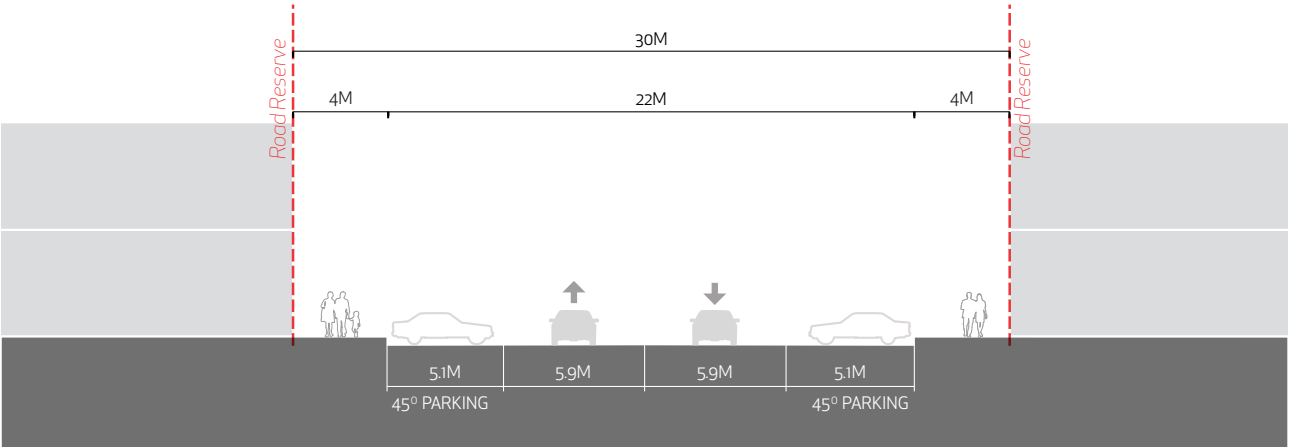


Figure 12: Russell St Typical Section

KEPPEL STREET

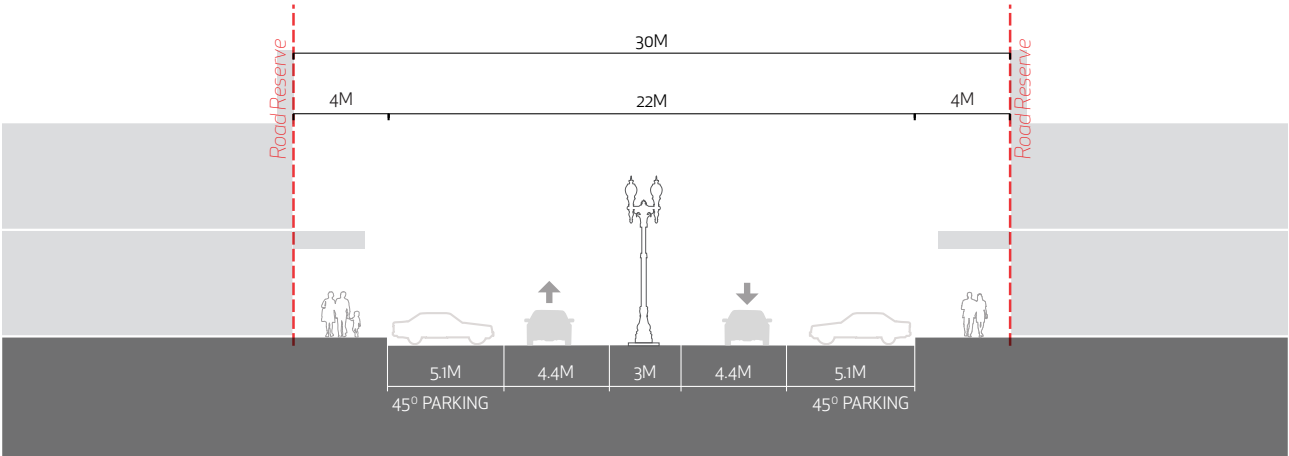
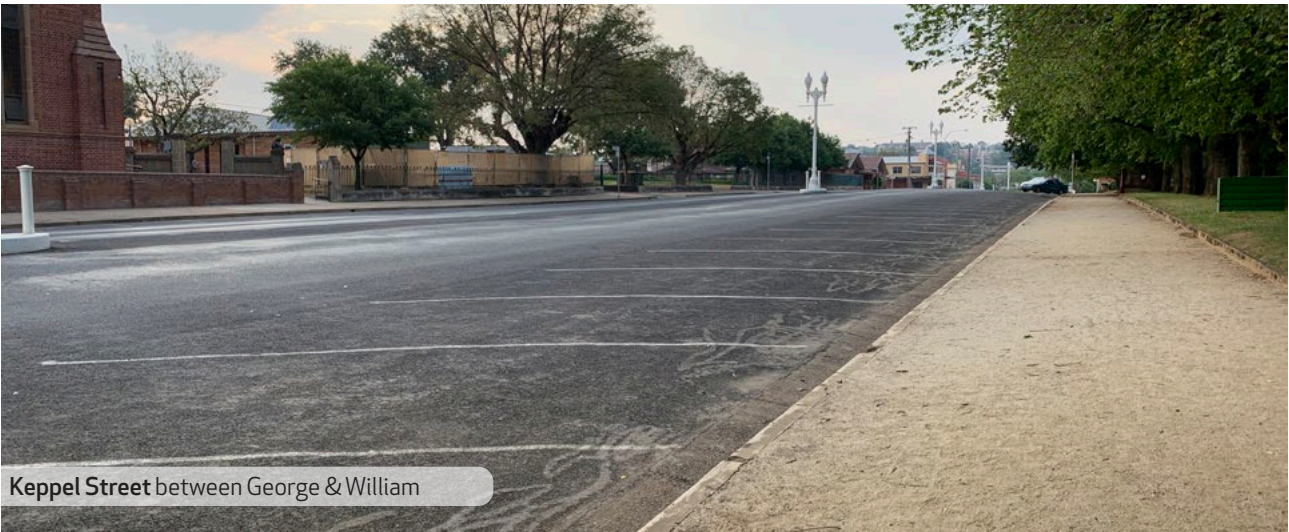
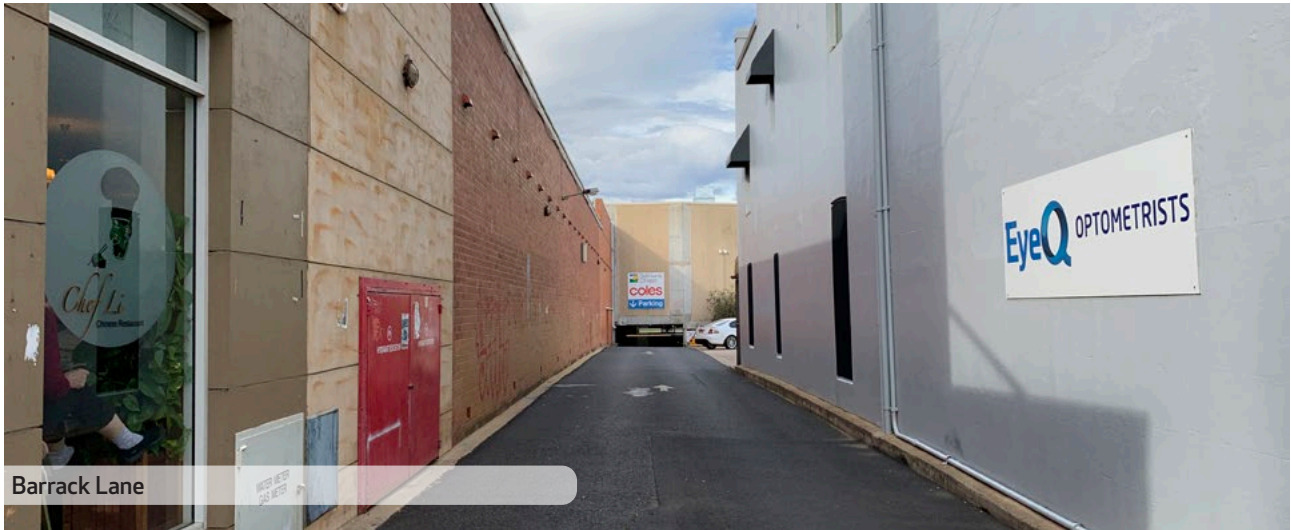


Figure 13: Keppel St. Typical Section

OTHER STREETS IN STUDY AREA





3.6 PEDESTRIAN EXPERIENCE

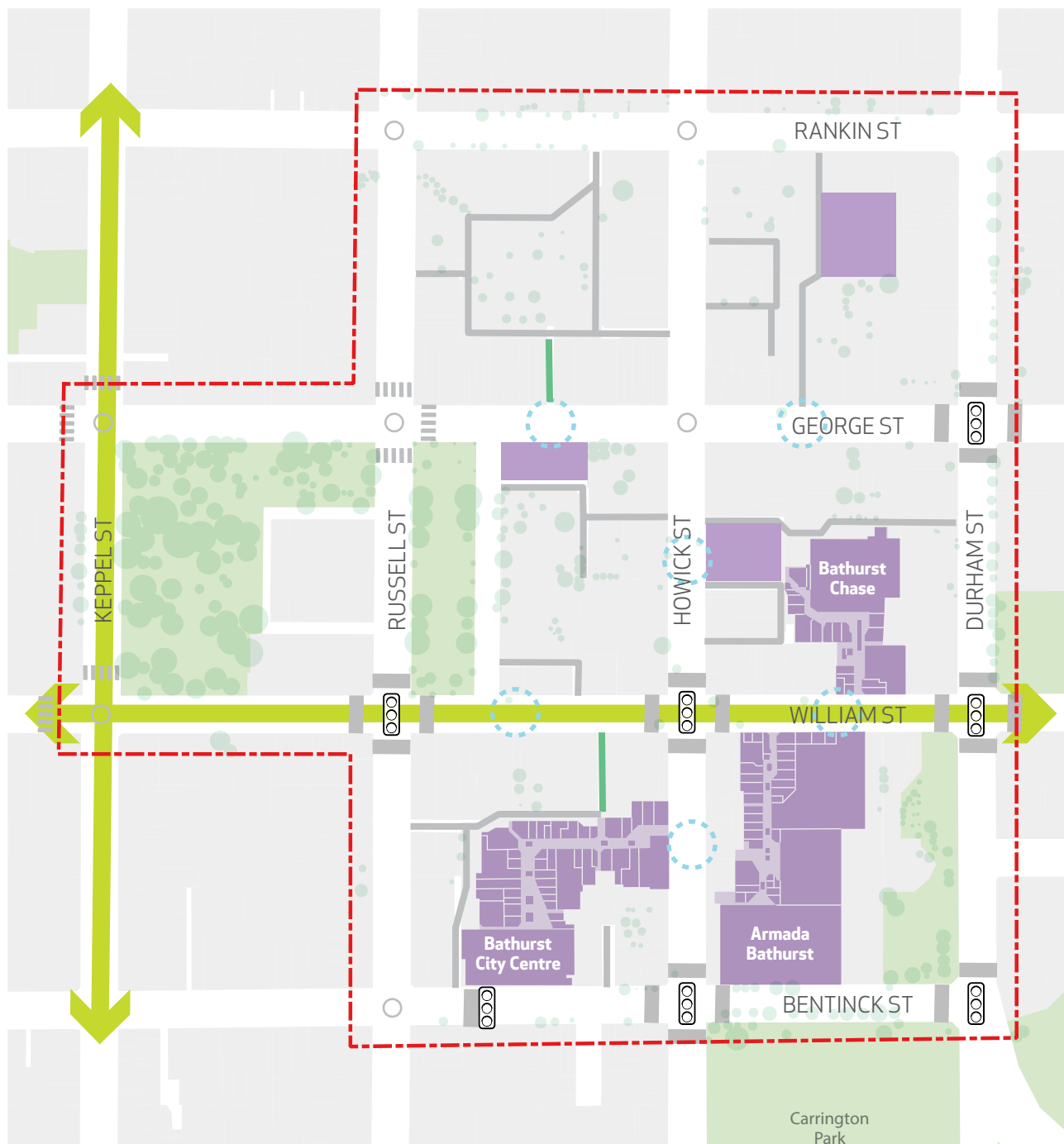
The pedestrian experience in Bathurst is variable.

Positive attributes include:

- Built infrastructure designed to facilitate mid-block crossings, although under-utilised by giving vehicles priority.
- Extensive awnings providing shade and shelter to sidewalk in many streets of the CBD.
- Three retail centres (Bathurst Chase, Bathurst City Centre and Bathurst Armada) that together create a regional-scale retail centre within the CBD, driving weekday and weekend foot traffic.
- Bathurst Chase, Bathurst City Centre and Bathurst Armada are understood to function as a super-centre, despite separate ownership. Drives foot traffic outside of the internal mall space.
- The majority of commercial floor space in Bathurst is within or nearby the study area, driving weekday foot traffic into the CBD.
- Numerous non-retail anchor functions / points of interest to drive foot traffic through areas outside of the major retail centres.
- Extensive heritage fabric, and nearly constant active frontage, provide continual visual interest and a strong aesthetic quality.

Negative attributes include:

- Few street trees. Excluding parks (Machattie Park, King's Parade, and Haymarket Reserve), the study area has approximately 2% tree canopy coverage, compared to the current best practice of 40%.
- Large roundabouts at several intersections, which require pedestrians to walk out of their desire line, and prioritise vehicles over pedestrians at all times.
- Pronounced lack of pedestrian crossings throughout the CBD, and Bathurst more generally. Mid-block crossing infrastructure has been signposted to give priority to vehicles.



LEGEND

- | | |
|--|---------------------------------------|
| - - - Site Boundary | Signalled Crossing |
| Existing Blocks | Shopping Centre and Key Retails |
| Key Open Space | Existing Trees |
| Water Body | Crossing Infrastructure (With Vehicle |
| Existing Vehicle Laneways | Right of Way) |
| Existing Pedestrian Laneway | Cycleways |
| Zebra Line | |
| Roundabout | |
| Signal Lights | |



Figure 14: Summary diagram of pedestrian experience

3.6.1 PHOTOGRAPHIC SURVEY

ATTRIBUTES CONTRIBUTING TO THE PEDESTRIAN EXPERIENCE



Extensive heritage building fabric interspersed through Town Centre



Several high quality public spaces: Machattie Park, King's Parade and Haymarket Reserve



Heritage street lamps are a visually defining feature throughout much of Bathurst's conservation area



Lengths of heritage (and imitation) column-supported awnings contribute to area character



Occasional kerb extensions for street dining and street trees



Seating opportunities at mid-block crossing areas



A small number of pedestrian passage-ways, with opportunities for several more



Early signs of mid-block activity in the Town Square

ATTRIBUTES DETRACTING FROM THE PEDESTRIAN EXPERIENCE



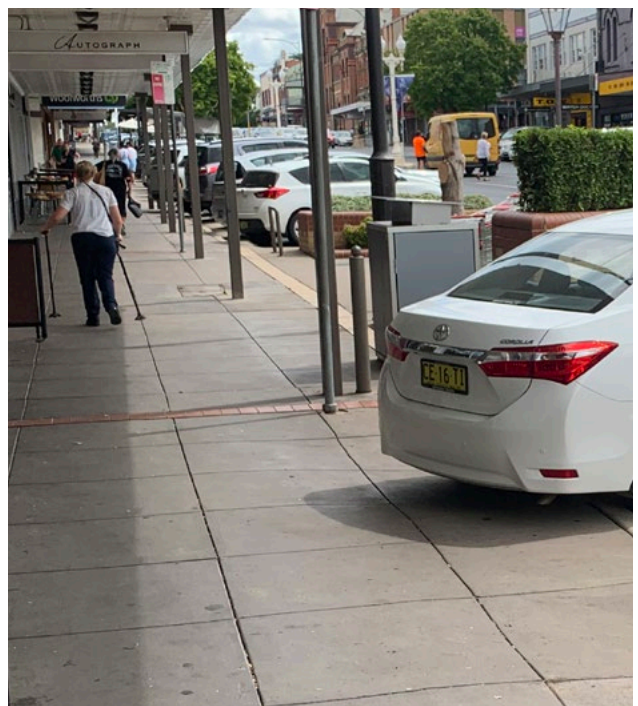
Some buildings are out of scale and character, without offsetting articulation like upper level setbacks



Pedestrian crossing bump-outs give right-of-way to vehicles



Large suburban roundabouts in the CBD, requiring significant detours to cross.



Cars overhang kerb, partly due to lack of wheel stops or raised kerbs combined with poor striping.



Signage prohibits bicycles without providing formal routes or facilitating infrastructure



Certain streets with no street trees or pedestrian infrastructure with limited active frontage



Extensive lengths of blank and service frontage on Bentinck Street in particular



Gateway street to Bathurst populated by highway businesses with open car parks and wide kerb cuts

3.6.2 BLOCK STRUCTURE

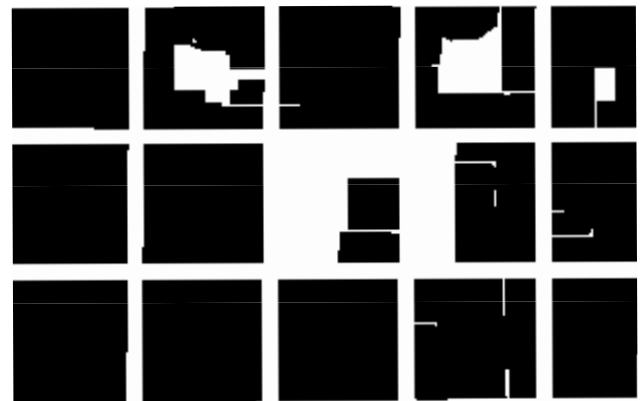
Bathurst is a planned city featuring a gridiron structure through the CBD and much of the surrounding area, with approximately 8 by 10 square blocks set out in a grid before breaking down into typical suburban subdivision.

A gridiron pattern is regarded as a highly walkable subdivision model, as it maximises the number of intersections and choice of route. However, in Bathurst the blocks are sized at 200 by 200 metres and separated by 30 metre road reserves. The combination of large blocks and wide reserves is not ideal from a walkability perspective.

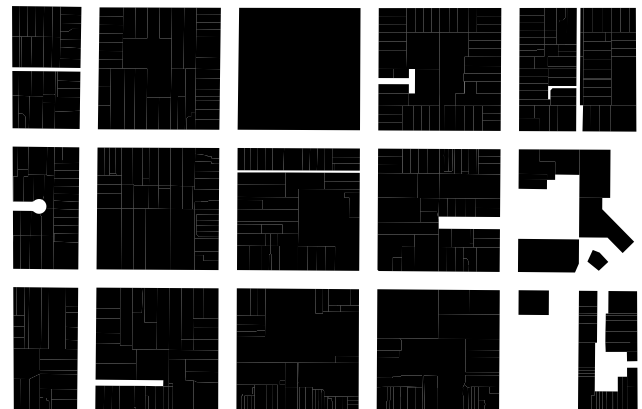
Most of the 200x200 blocks are largely undivided. Where there are mid-block service lanes, they are typically used for access to particular properties rather being designed for through-traffic. This means dead-end lanes, short streets that turn mid-block to rejoin the primary street network, and lanes that curve or kink inside the blocks. There are exceptions: Church St subdivides Block 1 into two clear blocks, for example, and there are a handful of divided residential blocks elsewhere in the gridiron pattern.

The 200x200 pattern is typical of other Australian cities. For instance, Orange repeats the pattern. Orange also features person-centred street design, with significant tree canopy, and mid-block through-streets are more typical. However, it is still not a walkable pattern.

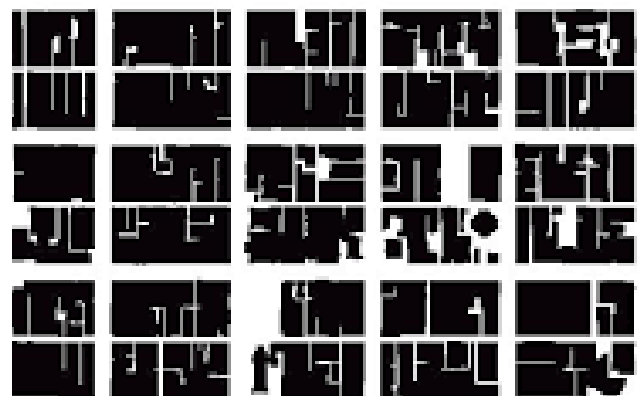
Melbourne CBD also repeats the 200x200 gridiron with 30-metre road reserves, but is considered a highly walkable city. It achieves this by dividing every 200x200 block into two 200x95 blocks using a continuous east-west laneway system. It then further subdivides the 200x100 sections with numerous north-south laneways. Further, street design is varied and balanced. Within the same road reserve width as Bathurst, the Melbourne CBD accommodates street dining, street trees in blisters and central medians, parallel street parking combined with angled parking in the centre of the reserve, and tram routes.



Bathurst CBD Figure Ground

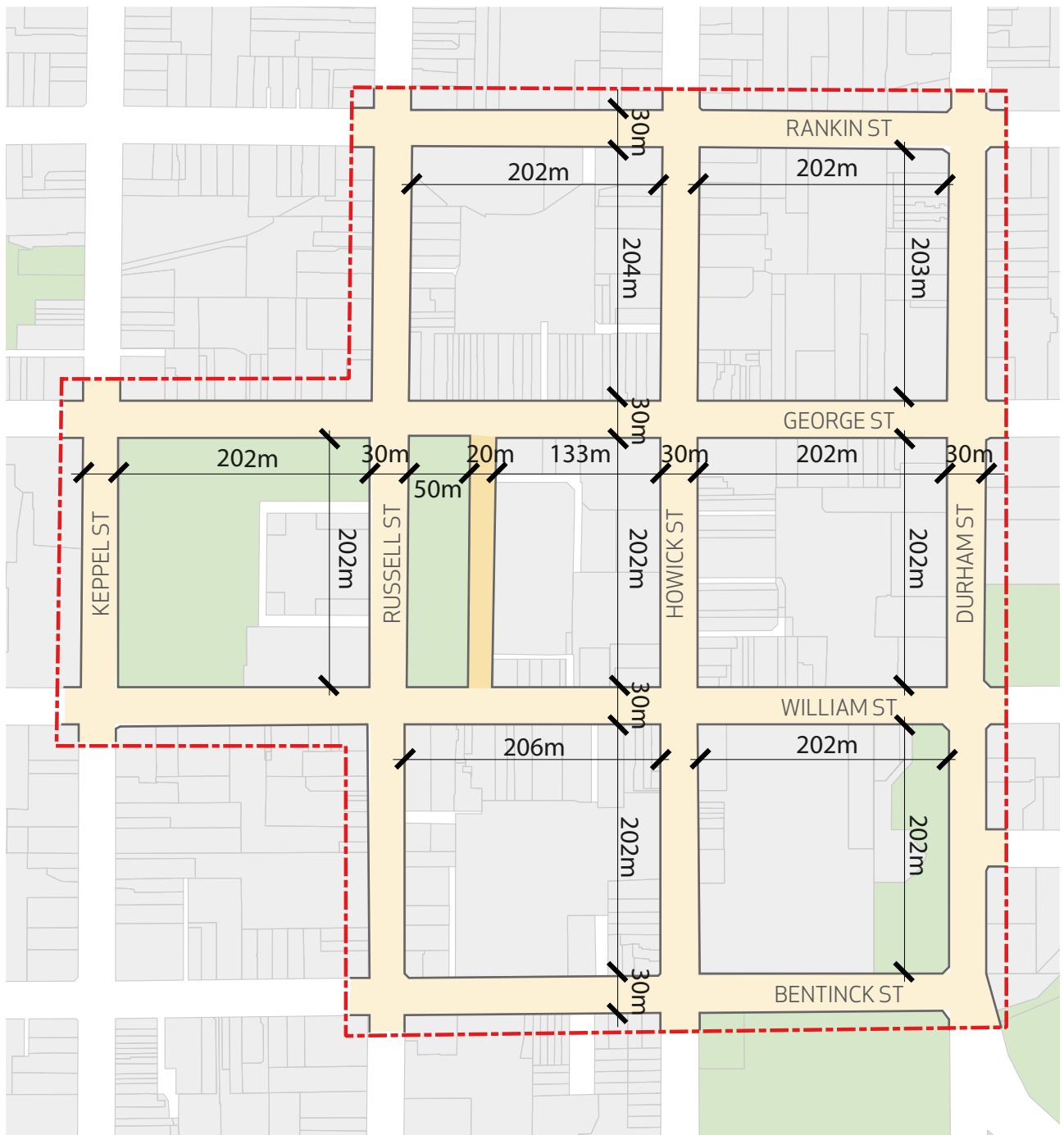


Orange CBD Figure Ground



Melbourne CBD Figure Ground

Figure 15: Figure ground comparison of similarly structured Australian city block patterns



LEGEND

- Site Boundary
- Existing Block Boundary
- 202m Block Size in Metres
- Road Reserve

Figure 16: Block & street widths



3.6.3 TOPOGRAPHY

The topography of the Bathurst CBD contributes to its walkability, with the slope of the land sufficiently distributed so that there are no unacceptably steep streets within the study area. The slope gradient within the Town Centre is rarely steeper than 1 in 20, and is usually shallower than 1 in 30. This will allow streetfront dining and other flat-surface activities in most locations throughout the centre.

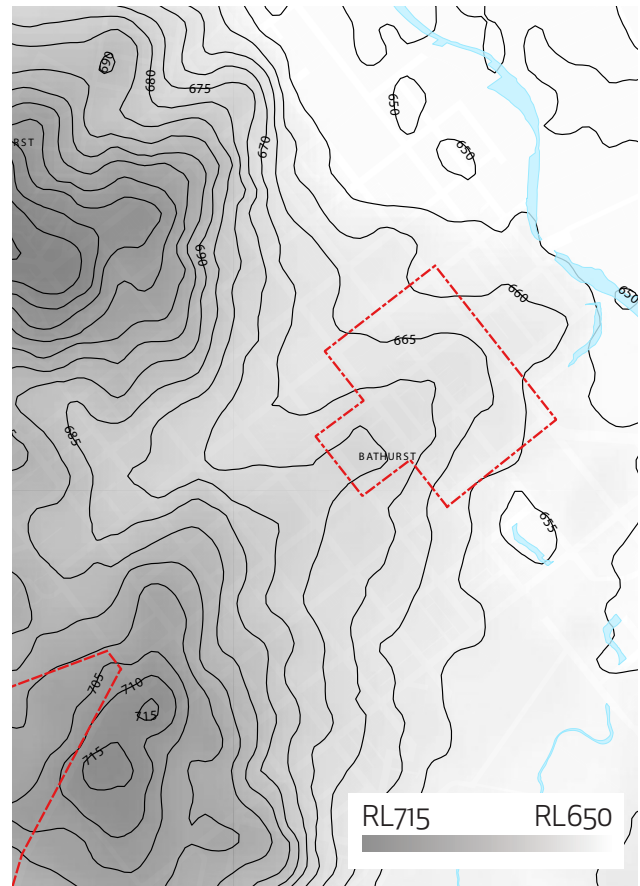


Figure 17: Dominant topography of Bathurst CBD



LEGEND

- - - Site Boundary
- Lot Lines
- $\leq 1:40$ Slope
- $1:40 - 1:30$ Slope
- $1:30 - 1:20$ Slope
- $1:20 - 1:14$ Slope
- $1:14 - 1:10$ Slope
- $1:10 - 1:5$ Slope
- $> 1:5$ Slope



0 50 100 250m
1:5,000 @ A4

Figure 18: Slope analysis of Town Centre

3.6.4 PARKING

Most pedestrian trips in the Bathurst CBD begin and end at a parking space, as the overwhelming majority of trips in Bathurst are taken using private vehicles. Parking within the CBD is extensive, with a combination of street parking and consolidated public and semi-public parking lots on most blocks.

Street design has largely been driven to maximise the number of available spaces, with a 45-degree angled arrangement along both sides of the street. The annual street parking audit undertaken by BRC counts approximately 1100 on-street spaces within the study area.

In most streets, including the busiest areas of George and William Streets, street car spaces are not line-marked. This could theoretically result in greater utilisation, as people park closer together than envisaged in the Australian Standards, however site observation indicates the opposite is true in Bathurst, with cars parked at different angles creating obvious inefficiencies.

The major off-street parking lots are Council's George Street Parking, Bathurst Chase, Armada Bathurst and the Bathurst City Centre. Adding the Council-owned Rankin Street and Scots Centre lots as well as the retail parking associated with Bernardi's IGA/ Harris Farm and Dan Murphy's, there are 1965 publicly accessible off-street parking spaces in the study area.

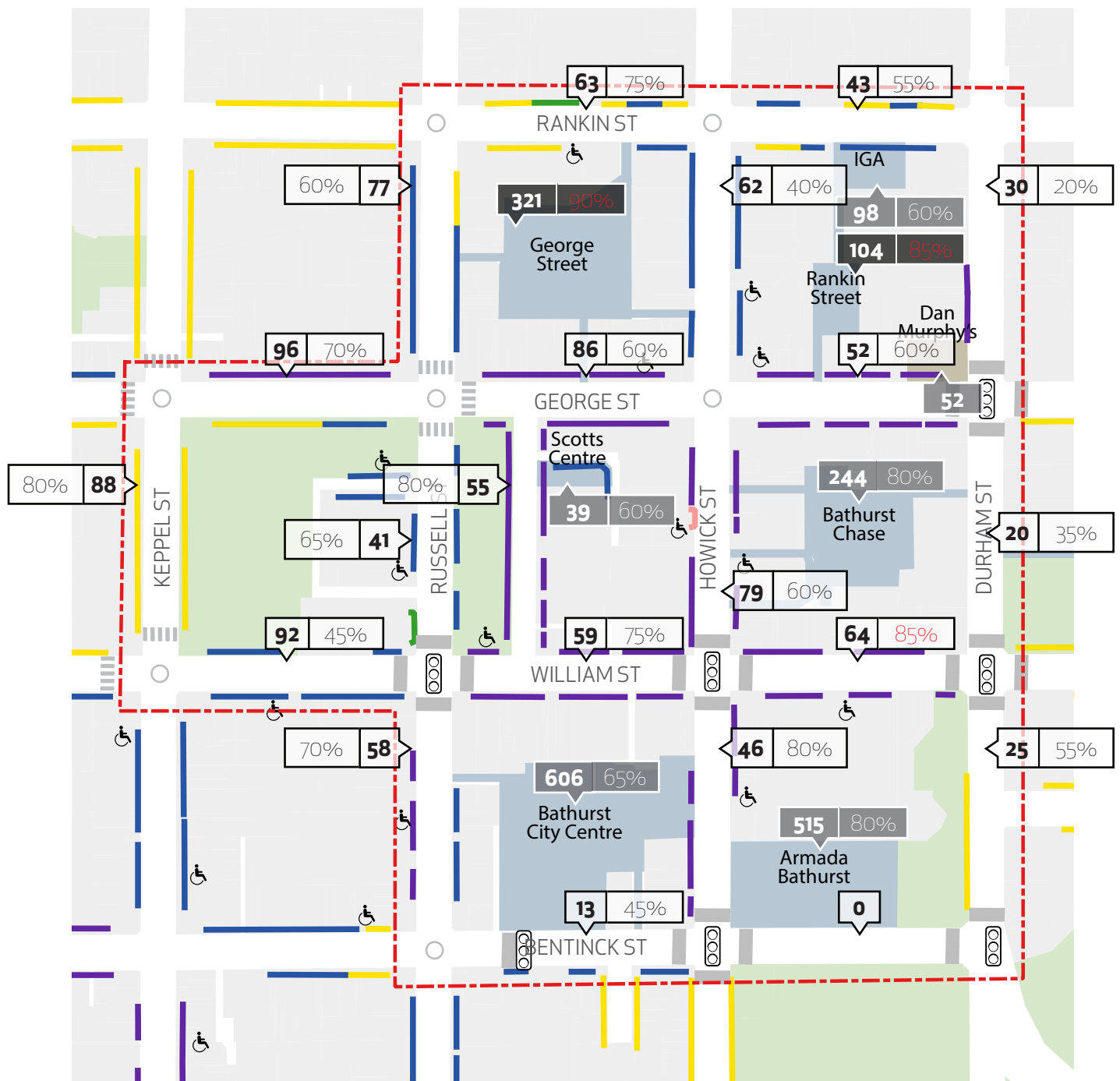
There are therefore a theoretical total of approximately 3065 publicly accessible free car parking spaces, including parking lots and street parking spaces, in the 7-blocks of the Bathurst CBD study area.

Street parking in the study area is mostly time-limited to 1- or 2- hours, except for a strip of all-day parking along Keppel and George Streets at Machattie Park as well as half one block of Durham Street (the Great Western Highway). Off-street parking is time-limited at 2-hours for the smaller retail lots, 3-hours for the larger centres, 4-hours for the George Street public car park, and all-day at the Rankin Street public lot.

The generally accepted occupancy target for street parking is 85%, beyond which either time limitations or hourly pricing should be calibrated to incentivise 15% of drivers to drive further to a cheaper / less restricted space.

Annual street parking audits by BRC show utilisation of parking varies by street, as is expected, with the area of highest occupancy/demand being the crossroads of Howick and William Streets: that is, Howick from George to Bentinck, and William from Durham to Russell. Occupancy here ranges from 60-85%, meaning demand is high but can still be considered acceptable.

The BRC street parking audits have also consistently found much lower occupancy rates within a short (<5 minute) walk of the Howick/William crossroads. Occupancies outside the main crossroads average around 55%, falling to as low as 20%.



LEGEND

- Site Boundary
- Existing Blocks
- Key Open Space
- Water Body
- CBD Parking Restrictions Zone
- Disabled Parking
- 15 Minute Parking
- 30 Minute Parking
- 1 Hour Parking
- 2 Hour Parking
- 4 Hour Parking
- All Day Parking
- 117 Off-Street Public Parking
- 117 Off-Street Retail/Commercial Parking
- Pedestrian Crossing
- Roundabout
- Signal Lights
- Signalised Crossing

Car space numbers and utilisation are based on Bathurst Regional Council's 2018 parking survey, except for the Dan Murphy's lot which is based on a field survey. Utilisation rates have been rounded to the nearest 5%.



Figure 19: Public parking availability and occupancy

3.6.5 STREET FRONTAGES

Once out of a vehicle, walkability is driven by interest and variety. The next three figures provide an analysis of each lot's frontage and contribution to street character.

One aspect of this is numerous points of attraction, encouraging a visitor to walk from one 'anchor' use to another, ideally stopping several times along the way. Whether arriving by foot, bike, bus or vehicle, there are numerous points of interest to encourage walking through the Bathurst Town Centre.

The two main streets - George and William - have distinctly different characters. George Street is known as the dining street, because of the number and quality of food and beverage tenancies. William Street is better known as the core retail street, as all three major retail centres can be accessed off it.

Both main streets have nearly continuous active or contributory frontage, as does the connecting section of Howick Street. There are a sprinkling of vacant properties on George Street. There are also several vacant properties along or off William Street, mostly associated with the Bathurst Chase which has the weakest trading of the three centres.

The western end of the study area is understood to have the highest quality street frontages, courtesy of numerous heritage buildings and public space assets. Although the Council streetscape map identifies the retail centres as having contributory characters, this is only true for relatively short extents around their entries. The two southern centres - City Centre and Armada - have distinctly intrusive frontages along most of Bentinck Street, and part of Durham and Howick Streets.

Other than the two southern retail centres, parking and servicing areas are generally appropriately located behind shopfronts in the centre of the blocks. Interfaces to internal laneways are generally blank walls or servicing areas, except in Block 1 (the Town Square) which has a number of contributory façades inside the block.

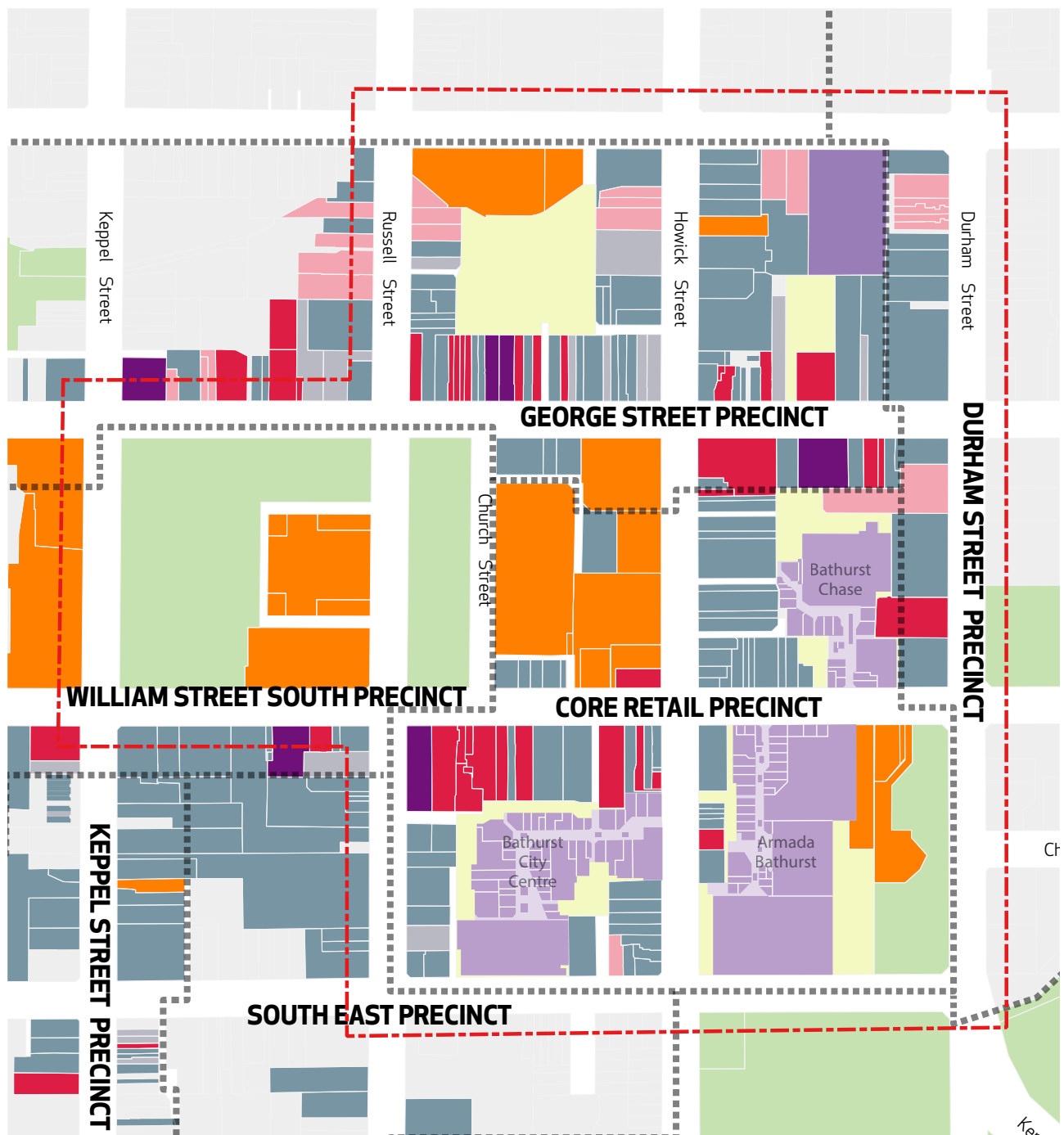
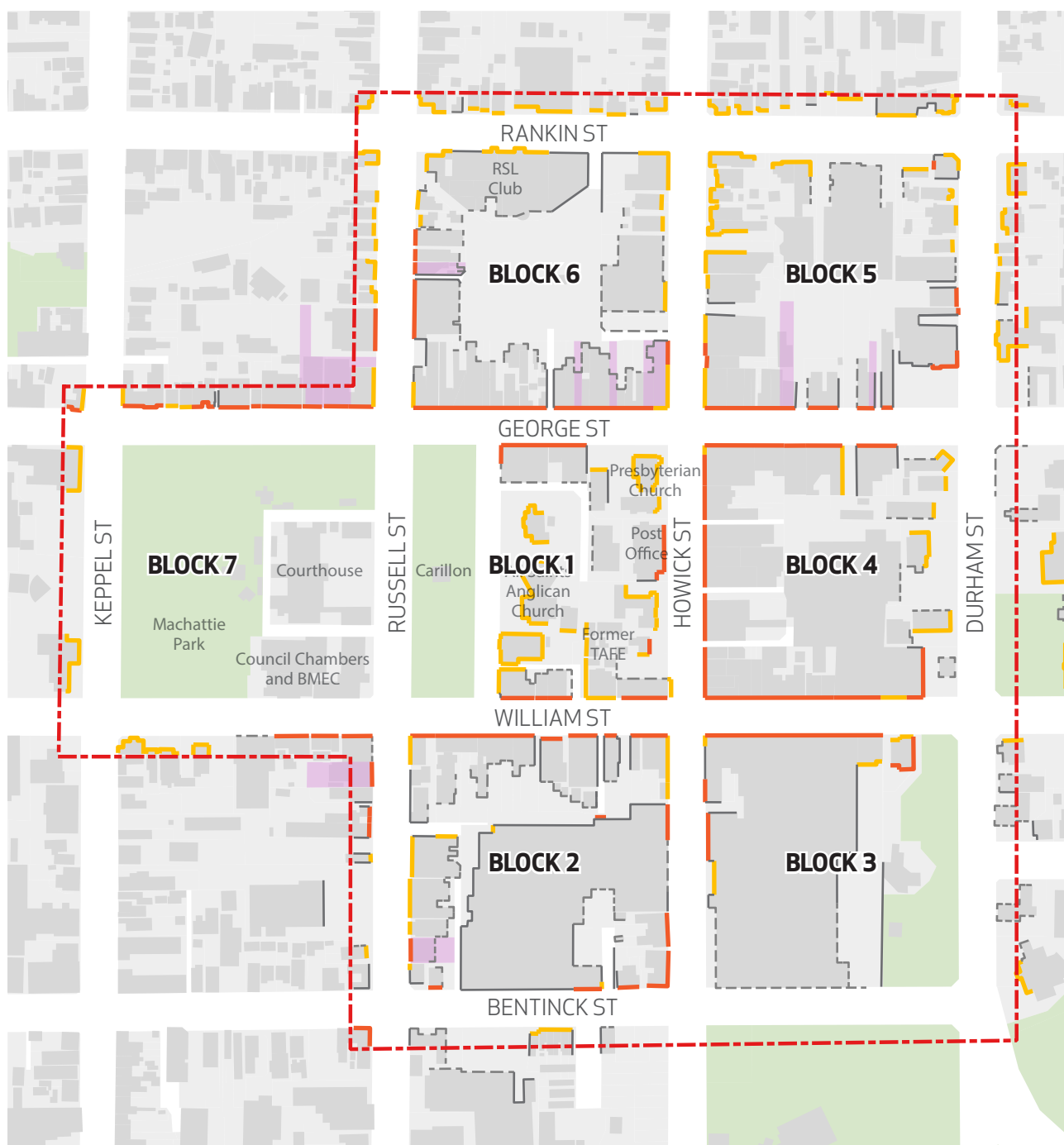


Figure 20: Tenant types

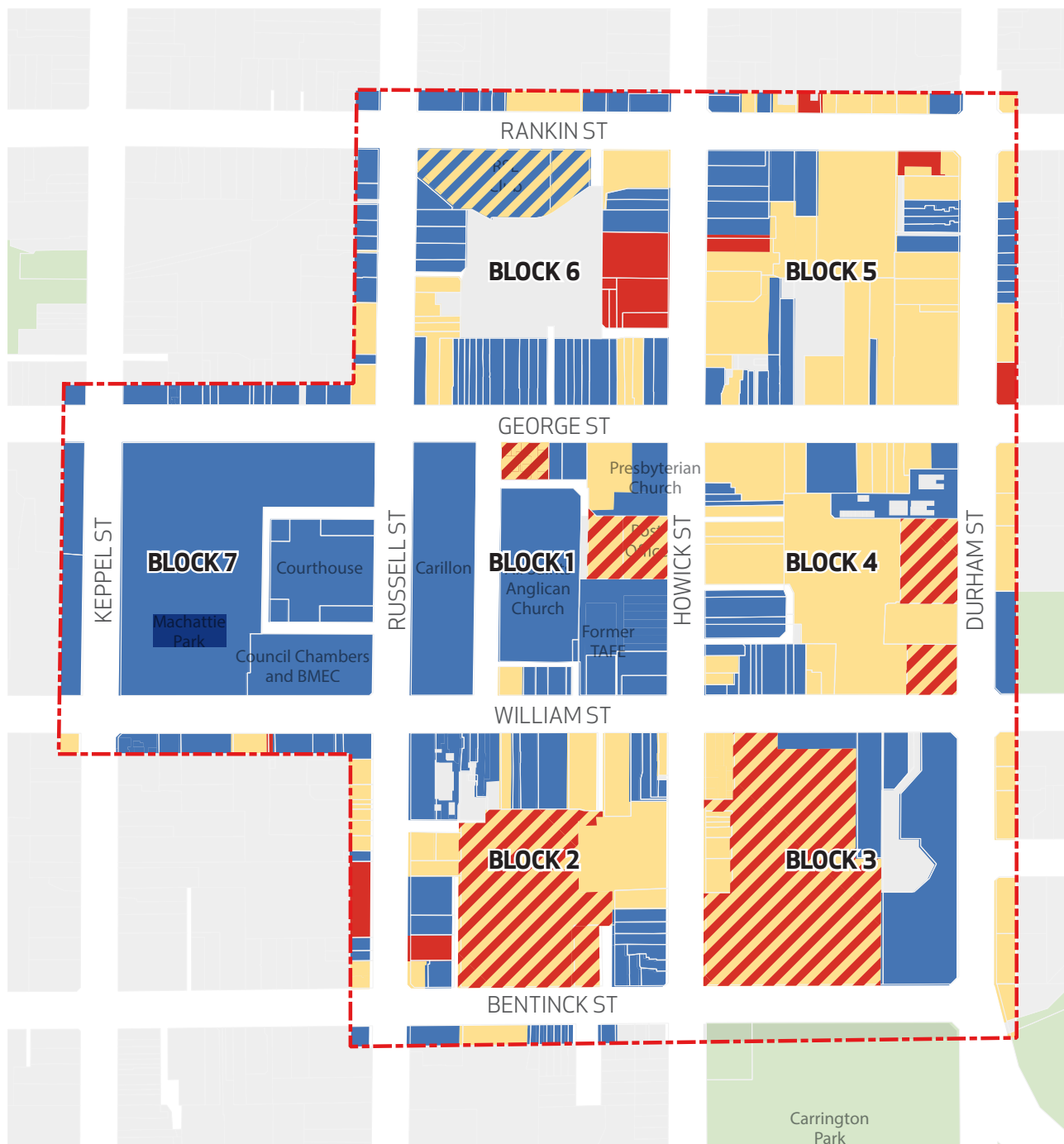


LEGEND

- Site Boundary
- Existing Blocks
- Existing Building Footprint
- Key Open Space
- Water Body
- Active Frontage
- Non-Active Frontage
- Service
- Blank Walls
- Vacant Property (per 2019 field survey)



Figure 21: Street frontage types



LEGEND

- - - Site Boundary
- Existing Blocks
- Existing Open Space
- Contributory To Streetscape (BRC)
- Neutral To Streetscape (BRC)
- Intrusive To Streetscape (BRC)
- Neutral To Streetscape (AJ+C)
- Intrusive To Streetscape (AJ+C)



0 50 100 250m
1:5,000 @ A4

Figure 22: Building contribution ratings

3.7 HERITAGE

Bathurst is Wiradjuri Country. A 2017 study for BRC identified 262 known sites or objects with Aboriginal heritage or significance across the Bathurst Regional LGA but outside of the study area. Engagement run for this project noted several other sites within the study area with Wiradjuri heritage, including the area of The King's Parade and the Bathurst Court House. The 2017 study also identified two European records of events within the study area: May 1815 with Governor Macquarie's tour of Bathurst, and a peaceful visit of 60 Wiradjuri during the 1824 Bathurst Wars.

Due to its status as 'the first inland European settlement in Australia', there are a larger number of European heritage items that have been documented or retained within the Bathurst LGA. This includes many high-value items from several historic periods within the study area. These positively contribute to the city's general aesthetic and character, and so form an important asset that should continue to be protected. Past periods of development have allowed demolition of buildings that would otherwise be expected to have heritage protection in place today.

The study area is at the heart of the Bathurst City Heritage Conversation Area, which provides the entire site with considerable heritage value. Within the study area, there is a concentration of heritage-listed items in Blocks 1 and 7 in particular. Block 7 holds Machattie Park as well as the spectacular Bathurst Courthouse.

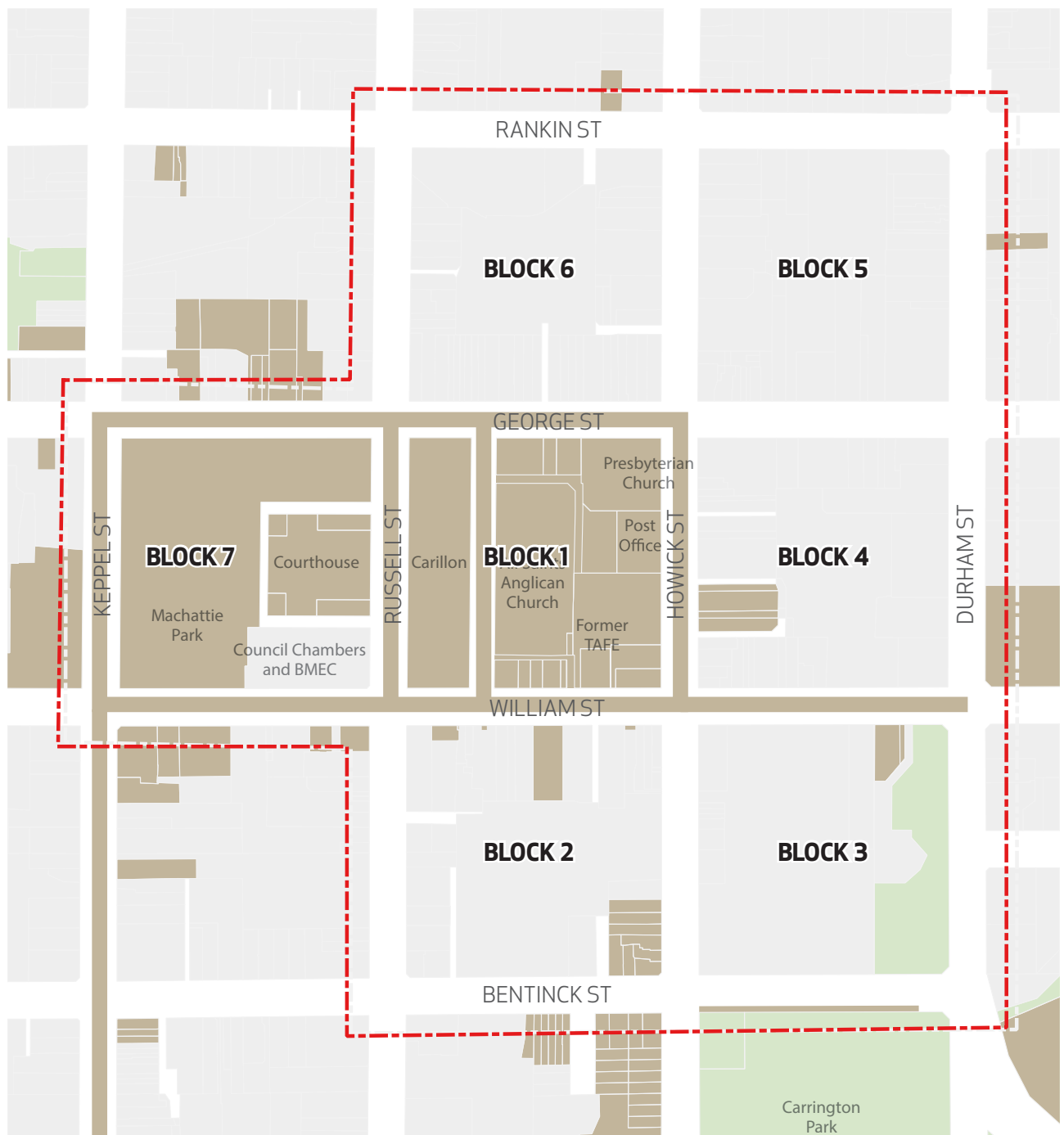
Block 1 is the Bathurst Town Square block, and is heritage listed in its entirety. Buildings with particular heritage value include the former TAFE buildings, the former Public School (now Australian Fossil and Mineral Museum), Headmasters Residence, as well as the Presbyterian Church and the later-dated All Saints Anglican Cathedral.

King's Parade in Block 1 features three major monuments: the War Memorial Carillon in its centre, Boer War Memorial to its south, and a statue of early surveyor George William Evans.

Blocks 2, 3 and 4 also include a number of historic commercial buildings and shopfronts, including the Council owned, heritage-listed Ambulance Station.

Rows of heritage-listed street lamps run down the centre of George, William, Russell, and Keppel Streets, as well as a row of replica lamps on Howick Street installed as part of 1998 CBD Beautification works. Their alignment form a visual median line through the streets, and the lamps are one of the most distinctive attributes of Bathurst. Replica lights have been added to extend the George Street row to meet Durham Street, meaning that each of the three key streets of Bathurst (George, William and Keppel) share a common attribute along their main lengths.

A number of heritage walking trails have been defined through the study area and further through Bathurst. Heritage signage, including information boards and historical photographs, have been positioned near many items with European heritage. The 2015 BRC initiative - 'A Delightful Spot' - is believed to be the most recent interpretative project, with some signs (outside of the master plan study area) including mention of Europeans' first contacts with the Wiradjuri. However, within the core Bathurst Town Centre no signage has been identified that makes mention of Bathurst's traditional owners deeper Wiradjuri histories.



LEGEND

- - - Site Boundary
- Existing Blocks
- Key Open Space
- Water Body
- Heritage items
- Aboriginal Heritage (Ethnographic)
- Aboriginal Heritage (Cultural Values)

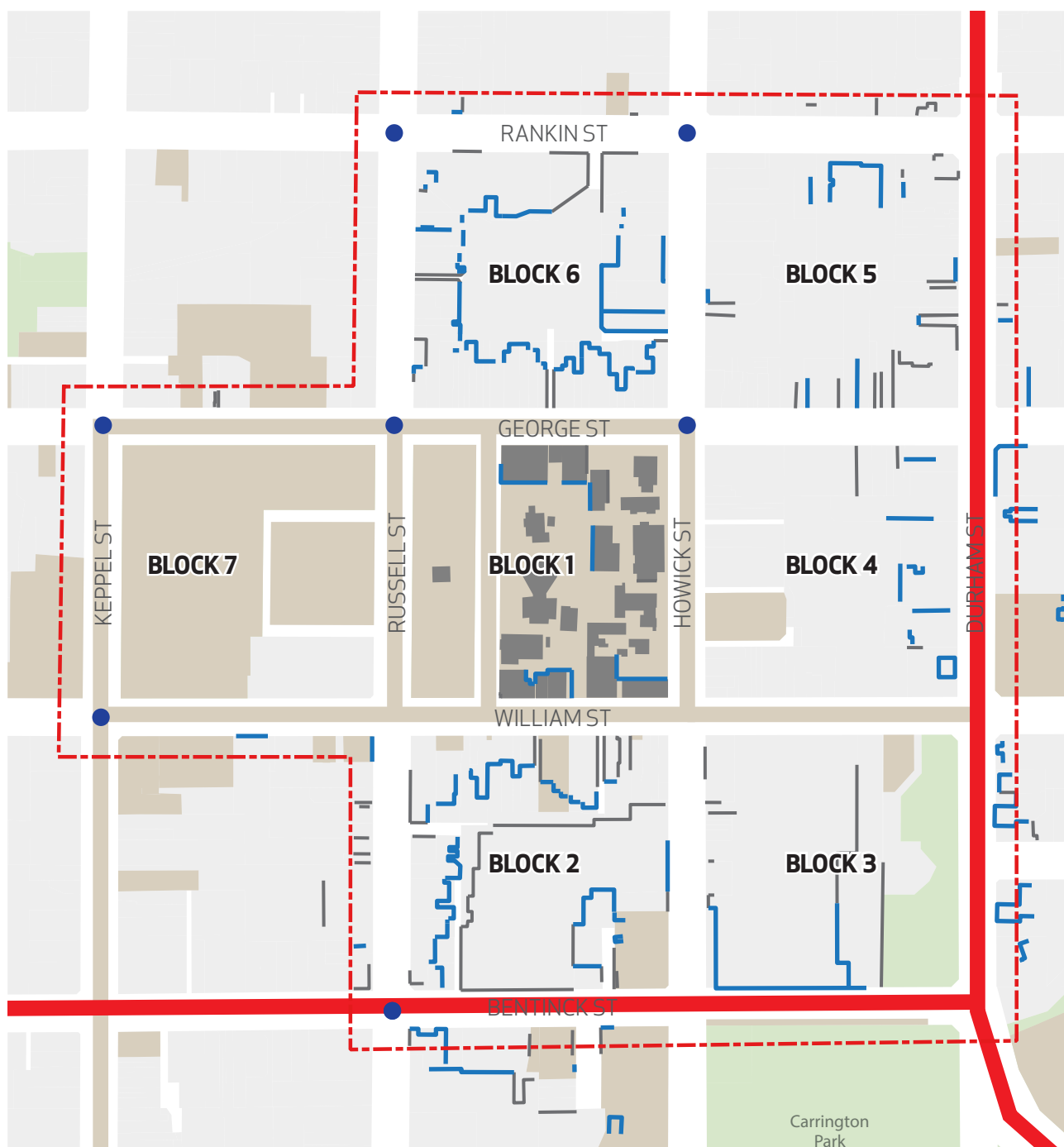
Figure 23: Heritage items in Bathurst Town Centre



3.8 CHALLENGES & CONSTRAINTS

In summary, there are a number of attributes that may contain or challenge master planning initiatives within the study area. Note that, as will be outlined on the next page, many of these challenges also represent opportunities.

- Durham St/the Great Western Highway is a relatively significant barrier to the continuation of the city to the north-east. As a Highway, it encourages non-urban typologies such as fast food and petrol stations. Consequently, it is an aesthetically poor entry point into the city of Bathurst. Because it is RMS-classified, BRC has limited options to improve its character.
- Similarly Bentinck Street forms a barrier to the south, exacerbated by the long lengths of blank multi-level car park façades built by two large shopping centres. It also provides a poor aesthetic for visitors entering Bathurst.
- Generally, Bathurst streets have been overwhelmingly designed to facilitate vehicular movement and ease of parking, in a way that has been detrimental to the pedestrian experience.
- Large roundabouts have been installed within the CBD, impacting pedestrian circulation and safety.
- There are no connections to the cyclist network or bike infrastructure in the CBD.
- Bathurst city blocks are large, with few mid-block through-links or laneways, impacting walkability.
- There are many long lengths of blank facade, such as those mentioned above as well as the majority of middle-of-block façades.
- Heritage-listed items, while undeniably a civic asset, will constrain certain master plan initiatives such as street redesign.
- There is little reference or recognition of the traditional owners of Bathurst, the Wiradjuri, within the built environment.



LEGEND

- Site Boundary
- Existing Blocks
- Existing Open Space
- Existing Building Footprints
- Existing Servicing Interface
- Existing Blank Walls
- Existing RMS Roads
- Existing Roundabouts
- Heritage Items

Figure 24: Summary diagram of site challenges & constraints



3.9 STRENGTHS & OPPORTUNITIES

Bathurst is already a well-functioning, vibrant regional city with a strongly defined centre (being the Town Centre / CBD this master plan targets). There are therefore numerous strengths to capitalise upon and potential project opportunities within the study area:

- Wide 30-metre road reserves provide ample space for a rebalancing of street design to better prioritise pedestrian safety and circulation.
- There are several locations where through-block links and laneways might be improved or introduced, to improve walkability and permeability.
- Strong main street network - William, George and Keppel - each with a different character.
- Strong relationship between major retail centres creates an effective super-centre under multiple ownership, encouraging activity on the connecting streets (Howick and William)
- Most commercial floor space in Bathurst located in or near the study area, and numerous non-retail anchor buildings such as BMEC and major churches. Combined with retail centres, there are existing drivers for foot traffic at all times of day and week.
- Opportunities to extend existing common pedestrian routes (such as between the retail centres) through to additional areas, using existing and future anchor buildings.
- Several established bike networks on the city fringes that would benefit from being connected through the CBD.
- Numerous large surface car parks, vacant sites, and vacant heritage buildings, several of which are in Council ownership. In particular: the George St Car Park, Rankin St Car Park, the Former TAFE site and the Former Ambulance Building are sites with significant potential.
- Opportunities to further existing heritage initiatives, such as better recognition of the Wiradjuri history.

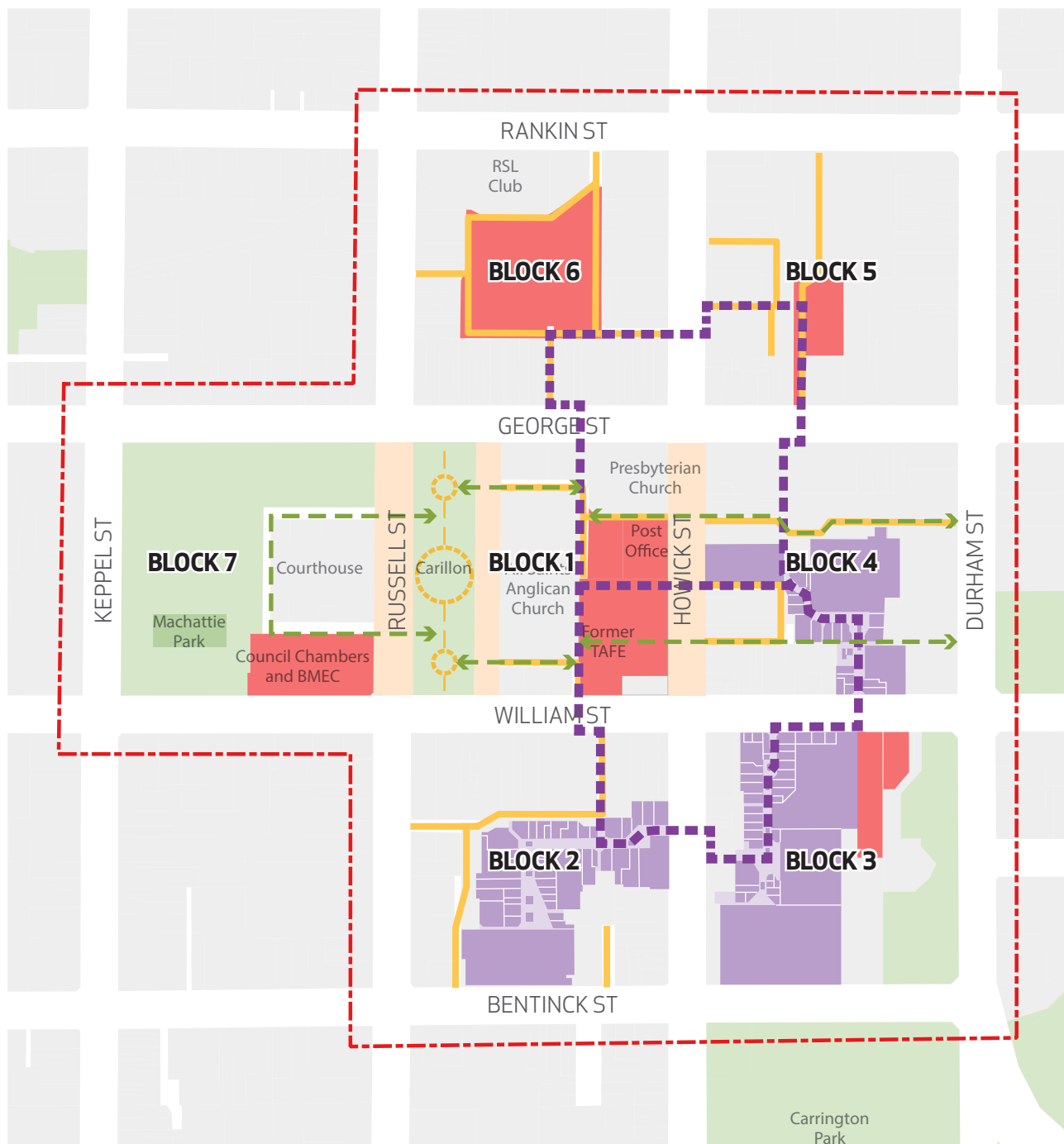


Figure 25: Summary diagram of site strengths & opportunities



...an idea on these posters you
...it to the box below.
...members of the design team are present today, with

Maintain glimpses
of Carillon from
edges of CBD area.
Preserve height
limits.

Refer to MULTI-USE
development over
carparking areas

NEED TO MAKE
IT EASY TO RIDE
& PARK BICYCLES:
SHORT TERM
LONG TERM

Have a cycleway
between the campus
and CBD

Art Heritage & Wayfinding
Example of
"Bathurst
Settlement"
signage is
author. Make
sure design is
sympathetic to street idea

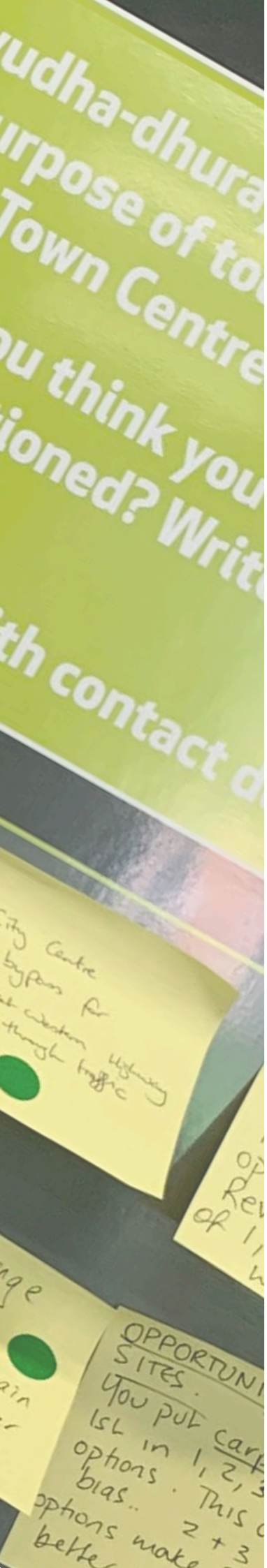
Run classes on the
hour on campus &
1/2 hour in the CBD
so it is easy to move
between them

OLDER Pedestrians:
Shaded, leafy
canopied seating
at regular
Intervals through
Bathurst especially
CBD
To help tired walkers do
without can

Public transport wasn't
really emphasised on
the posters!
- on demand mini buses

Climate Change
AND WATER -
Harvest All rain
water plus water
as Prots drip -

BATHURST BY



4.0

COMMUNITY & STAKEHOLDER ENGAGEMENT

4.1 ENGAGEMENT PROCESS

To support the design process and recommendations contained within this report, the AJ+C design team led several rounds of community and stakeholder engagement, as well as a review of the outcomes of engagement phases run for previous projects.

Engagement sessions run for the Town Centre Master Plan project involved:

- Outreach through direct mailers, articles and advertising in the Western Advocate, posts and advertising on Council's Facebook page, a dedicated page on Council's YourSay portal, an AJ+C hosted website, and a radio interview
- Community 'Drop-in' Sessions
- Live community webinar
- Youtube video of webinar
- Online community survey
- Responses through Council YourSay portal
- Presentations to and workshops with Bathurst Councillors as well as Council staff
- Stakeholder workshops
- Consultant workshops

This chapter describes each phase of engagement, and identifies their major outcomes.

4.2 PREVIOUS ENGAGEMENT

As well as project-specific engagement process, the AJ+C design team reviewed findings from previous engagement processes. In particular, this included the 'Wish Upon A Square' campaign run by BRC with the local Town Square group following the publication of an updated Former TAFE Building Conservation Management Plan (see Literature Review). This established a list of community objectives for the Town Square block, which are summarised below.

IDEAS PROPOSED FOR FORMER TAFE BUILDING

- Community centre
- Public Hall
- Local showcase
- Interpretive Centre
- Bathurst Museum / history of Bathurst exhibits
- Bathurst District Historical Society
- Brick Appreciation Society
- Art & cultural centre
- Artist studios with public access
- Hotel
- Housing/accommodation
- Commercial uses or Council Offices
- Cafés & restaurants
- Small tenant office, retail & dining
- Mixed-use

IDEAS PROPOSED FOR LARGER TOWN SQUARE BLOCK

- Pedestrian accessible precinct
- Trees, planting & green space
- Remove fences, car parks and walls
- Opening of old laneways and creating new ones, pedestrian connections to King's Parade
- Pedestrianise lanes and streets, such as partial or complete closure of Church Street
- Electronic poster board(s)
- Water feature as a centre piece
- Outdoor events spaces with infrastructure: markets, festivals, art exhibition, concerts, buskers
- Childrens' areas/adult play: accessible playground, chess set, hopscotch, edible gardens, seating areas, tables, shelter, accessible pathways, public art
- A natural rock garden
- Interactive Science Park, high-tech playground
- Aboriginal cultural designs, spaces to tell the stories of the Wiradjuri, dedication of land and floor space to Elders
- Bookable community rooms, arts workshops, youth centre, indoor climbing centre
- New public toilets, kitchen, catering facilities
Activity creation through retail, cafés offices, etc.
- New commercial & retail buildings
- Businesses on George and William Streets could open to the Square as eating and coffee venues
- Reuse Headmaster's Residence for AFMM
- Reuse the Telstra buildings as arts centre
- Reuse the Deanery as a kiosk or tourism hub
- Use of Post Office wall for projected images
- Promote heritage
- Enhance surrounding shopping precinct
- Large underground carpark or transport hub.
- Prevent new buildings in the Town Square.
- Demolish Post Office, Telstra Building, Scout Hall, Telstra Building, Anglican House (variously)

4.3 STAKEHOLDER EVENTS

AJ+C ran several stakeholder engagement sessions, using a presentation and workshop format that involves AJ+C staff presenting work and then illustrating suggested changes 'live' by drawing on screen.

Sessions included:

- 2 x workshops with Bathurst Council Staff (one in-person, one remote)
- 1 x presentation with Bathurst Councillors (remote)
- 1 x workshop with Bathurst Councillors (remote)
- 3 x workshops with Master Plan Consultative Group (one in-person, two remote)
- 1 x workshop with the Bathurst Wiradjuri Elders Group (remote)
- 1 x workshop with Next Generation Performing Arts Project (remote)
- 2 x workshops with local Bathurst architects (remote)

Master Plan Consultative Group: members of the Town Square Group, local land/business owners and developers.

Bathurst Council Staff: managers and senior staff from all relevant departments – planning, engineering, galleries museums & events.

Bathurst Councillors: elected representatives of the Bathurst LGA.

Bathurst Wiradjuri Elders Group: 'The Elders' and Traditional Owners of the Gunhigal Mayiny Wiradjuri Dyilang Enterprise (Plains People of the Wiradjuri Enterprise).

Local Bathurst Architects: sole practitioners as well as representatives of small- and medium-scale Bathurst practices.

The Next Generation Performing Arts Project: consultants undertaking a separate study for next generation performing arts facilities in Bathurst, as well as related Bathurst Council and CSU staff.

4.4 COMMUNITY EVENTS

AJ+C also led a more open community engagement process, assisted by Council. This included:

INITIAL VISIONING

- 3 x Community Drop-in Sessions held at the Bathurst Memorial Entertainment Centre as well as Charles Sturt University Bathurst. Published in the Western Advocate, marketed using radio advertisements, Facebook advertisements and direct mail. Attended by 133 people.
- Paper survey issued at Drop-in Sessions, 72 responses
- Website on AJ+C server displaying material from Community Drop-in Sessions.

DRAFT DESIGN CONCEPTS

- 1 x Public Webinar with Q&A, held online as free ticketed event, 45 registrations.
- Webinar Recording on YouTube (unlisted, viewable with URL only), approximately 3000 views.
- 1 x radio interview with 2BS 95.1 Bathurst Local Radio (Duncan Corrigan, Director AJ+C)
- Article in the Western Advocate
- Mentions & marketing on Council's Facebook page.
- AJ+C-run online survey following the Public Webinar open for 4 weeks, with 227 responses
- Council-run YourSay portal with 43 submissions: 25 from individuals; 2 from community groups; and 16 from land or business owners.

INITIAL VISIONING: COMMUNITY DROP-INS

The initial three Community Drop-in Events were designed to set the vision and priorities for the master plan. 10 panels were placed on walls and easels (1 x introduction, 4 x information panels, 4 x ideas panels and 1 x open response panel) with attendees provided with stickers to place on ideas they supported. To allow for more qualitative responses, attendees were also provided with post-it notes and a one-page survey. Two Directors from AJ+C were in attendance for questions and feedback.

The intent of the Drop-In events was to inform and inspire the project team prior to initiating our design process, and does not attempt to represent a statistically valid survey of community views.

The outcomes of the Drop-In Events are summarised on the next pages. The stickers added to 'Dot-mocracy' Panels were counted, and are identified on the next page as having 'Low' support when the number of stickers added to that item was below 75% of the average, 'High' support at 150% of the average, and 'Medium' support identified in between. Averages are blended across multiple boards in the case of the information boards, and calculated per board for the ideas boards. The Survey and the Post-Its are briefly outlined through a summary list of the key issues raised by participants.

Note that the Initial Visioning Phase was completed prior to CSU's decision not to proceed with a CBD Campus.



Note: Panel 1 was an introduction panel.
The different dot colours each represent a separate drop-in session.

Figure 26: Community Engagement Posters

DOT-MOCRACY OUTCOMES SUMMARY

INFORMATION BOARDS	STICKERS	SUPPORT
COMPETITIVE CITIES		
Focus on Growth	5	LOW
Focus on Education	26	MEDIUM
Focus on Economy	9	LOW
Focus on Retail	21	LOW
FUTURE TRANSPORT		
Active Transport	49	HIGH
Rideables	9	LOW
Autonomous Vehicles	6	LOW
Loss in parking	27	MEDIUM
SMART & SUSTAINABLE CITIES		
Urban data collection	15	LOW
High-tech service infrastructure	16	LOW
Adaptive re-use of historic buildings	52	HIGH
Climate mitigation through trees	60	HIGH
Water recycling	58	HIGH
PEOPLE FIRST DESIGN		
Prioritise people over cars	43	HIGH
Prioritise comfort as well as safety	27	MEDIUM
In-fill development & small tenant retail	32	MEDIUM

IDEAS BOARDS	STICKERS	SUPPORT
ART, HERITAGE & WAYFINDING		
Public Art	36	HIGH
'Bathurst Settlement' City Branding	18	LOW
'Motor Sports' City Branding	2	LOW
In-fill Development	25	MEDIUM
Physical Heritage Trail	31	MEDIUM
'Now and Then' Heritage Signage	28	MEDIUM
BATHURST TOWN SQUARE		
Adaptive Re-use of Historic Buildings	56	HIGH
New or Extended Buildings	10	LOW
Create Laneways, Remove Walls	51	MEDIUM
Create Inner-block Shared Zones	20	LOW
New Public Squares & Gardens	42	MEDIUM

IDEAS BOARDS	STICKERS	SUPPORT
OPPORTUNITY SITES		
Use Former TAFE Building as:		
CSU CBD Campus	38	HIGH
Community or Cultural Space	46	HIGH
Commercial Space	5	LOW
Use Bathurst Ambulance Station as:		
CSU CBD Campus	11	LOW
Community or Cultural Space	40	HIGH
Commercial Space	4	LOW
Use George Street Car Park as:		
Multi-deck Parking Garage	28	HIGH
Apartments or Hotels	5	LOW
Public, Commercial or Education Uses	9	LOW
Use Rankin Street Car Park as:		
Multi-deck Parking Garage	18	MEDIUM
Apartments or Hotels	7	LOW
Public, Commercial or Education Uses	8	LOW

IDEAS BOARDS	STICKERS	SUPPORT
STREET CHANGES		
Mid-block Pedestrian Crossings	18	MEDIUM
Introduce Traffic Signals at Intersections	6	LOW
Widen Footpaths Everywhere	3	LOW
Widen Footpaths Intermittently	12	MEDIUM
Introduce Street Trees	34	HIGH
Extend Awnings	22	HIGH
Better Footpath Lighting	5	LOW
Better Street Lighting	12	MEDIUM
Create Bike Lanes & Infrastructure	29	HIGH
Upgrade Inner-block Lanes	31	HIGH
30kmh Speed Limit in the CBD	3	LOW
40kmh Speed Limit in the CBD	11	LOW
Church Street Shared Zone	6	LOW
Pedestrianise Church Street	14	MEDIUM
Russell Street Shared Zone	2	LOW
Pedestrianise Russell Street	18	MEDIUM
Intersperse Parking with Street Trees	35	HIGH
90 Degree Median Parking	3	LOW
Parallel Parking & Wider Footpaths	10	LOW

QUALITATIVE RESPONSES

Key ideas and points of concern raised in both the Post-It notes and a short paper survey are identified here. Where issues were raised by multiple respondents, they have been summarised into a single dot point by the design team.

TOWN SQUARE & FORMER TAFE BUILDING

- Deliver on “wish upon a square” engagement.
- Desire that Town Square be oriented to civic and cultural uses, retaining public access.
- Concern on CSU reducing public access.
- Use of the Former TAFE Site for the Conservatorium of Music
- Encourage more visitors to the town centre, encourage heritage tourism, provide heritage walk.
- Create connections between Town Square to King’s Parade and Machattie Park
- Provide open space, cafes, small tenant retail, shade to Town Square.
- Provide more parking in the Town Square
- Reduce building bulk and scale in the Town Square
- Refrain from new buildings to the Town Square
- Remove all surface parking and prevent any new parking in the Town Square
- Provide more parking in the Town Square, provide basement parking
- Improve lighting in Town Square
- Create greater access into the Town Square and its tenants from Howick Street
- Re-establish view axes to King’s Parade memorials from Howick Street.
- Demolish buildings, remove fences/gates, remove car parks in Town Square
- Reuse Headmaster’s Cottage as café

PUBLIC REALM

- Ready Bathurst for warming climate, including increasing tree count, canopy cover, rainwater capture/water harvesting, water sustainable urban design, composting public waste bin.
- Protect and expand public open spaces, particularly green spaces
- Better public realm: shade, seating, amenities, lighting
- More amenities, particularly to better service women, the elderly and the less able.

STREETS & TRANSPORT

- Prioritise, make safe and encourage pedestrians through better signals, crossings, wider footpaths, better public realm, better lighting, accessibility.
- Create new pedestrian streets
- Concern over new pedestrian streets
- Provide cyclist, shared bikes and e-bike infrastructure including bike lanes, bike parking, amenities blocks, removing ‘no bikes signs’
- Promote public transport, provide on-demand mini-buses, bus routes between CSU and CBD, trams.
- Fewer cars, less parking, reduce parking requirements
- Replace any lost parking at city fringes.
- Position new parking outside of CBD and provide park and ride
- Line-mark parking spaces.
- Reduce speed limits
- Provide links through large blocks

DRAFT DESIGN CONCEPTS: PUBLIC WEBINAR

BUILDINGS

- Increase residential accommodation in the CBD
- Maintain viability of businesses in the town centre
- Promote mixed-use development
- Create small retail spaces with lower rents
- Create Town Centre Health Precinct
- New architecture to be considerate of heritage context.

ART, EVENTS & HERITAGE

- Prioritise Wiradjuri acknowledgement, engagement, public art and heritage interpretation
- Retain and emphasise Bathurst's heritage, encourage heritage tourism, improve heritage signage, provide heritage walk
- Public art, sculptures, art walks, installations, blank wall art, graffiti walls
- Encourage open air activities
- Create new military museum
- Concerns about limited scope of master plan
- No above-ground parking, underground only

GENERAL COMMENTS

- Do not design Bathurst based on uncertain future of autonomous vehicles
- Consider that autonomous vehicles and mobility as a service will soon make parking redundant.
- Promote Bathurst bypass to reduce cars travelling through the centre.

An approximately 1-hour public webinar, with 30 minute Q+A, was held on 2 July 2020 to seek feedback on certain ideas proposed by AJ+C. The decision to hold a webinar rather than face-to-face engagement was required due to COVID-19 restrictions on public gatherings.

45 people registered for the webinar, which was then uploaded to YouTube as a private link. The recording was advertised through the Council YourSay website as well as in the preamble to the Survey (discussed below), and viewed more than 3000 times.

At the webinar, AJ+C presented sketches of several proposals in the Town Centre Master Plan that included:

- Street changes to George and William
- Major projects: Town Square, Former TAFE Building, Howick Street Events Space, Ambulance Station and George Street Car Park
- Built form control changes, increasing allowable building heights
- Wayfinding & public art program, including heritage interpretation

Note that this phase of engagement was held following CSU's decision not to proceed with the CBD Campus project, with design proposals revised accordingly.

ONLINE SURVEY

Following the Webinar, an online survey was prepared and advertised through emails to webinar participants, posts on Council's YourSay website and Facebook, an interview on 2BS 95.1 Bathurst Local Radio (with AJ+C Director Duncan Corrigan), and an article in the local newspaper The Western Advocate.

The survey ran for 3-weeks; uploaded on 14 July and closed to responses at 11:59pm on 7 August, 2020.

227 responses were received:

- Respondents were 54% female, 45% male and 1% non-binary
- 2% of respondents were of Aboriginal and/or Torres Strait Islander origin
- 89% of respondents go to the Bathurst CBD at least a few days per week
- 86% of respondents typically drive to the CBD, either being dropping off or using on-street or off-street parking.
- 14% of respondents typically walk to the CBD, 2% use taxis/Ubers, 2% take a bus and 1% cycle.

The average time to complete the survey was approximately 28 minutes, and 75% of respondents had viewed at least part of the webinar either live or as a recording. The survey was designed to be self explanatory; having viewed the webinar was not a requirement of answering the survey.

The full survey is available in the Appendix, with responses summarised below.

RUSSELL STREET EVENTS SPACE

62% of respondents completely (43%) or partially (19%) supported the closure of part of Russell Street in front of the Bathurst Court House. 38% of respondents did not support the idea.

TOWN SQUARE

71% of respondents completely (49%) or partially (22%) supported the creation of pedestrian links and the designation of vehicular streets within the Town Square as shared zones. 29% did not support these ideas.

77% of respondents completely (37%) or partially (41%) supported the ideas for the Former TAFE Building and surrounds, being the: demolition of the rear of the TAFE Building, the introduction of two new buildings, and the creation of a plaza between. 23% of participants did not support any of the ideas for the Former TAFE Building and surrounds.

FORMER AMBULANCE STATION & SURROUNDS

55% of respondents supported the new public open space north of William St, 51% the Bathurst welcome sign, 51% the redevelopment of Armada Bathurst, and 44% the new street west of the Reserve. 24% of respondents do not support any of the ideas for the Former Ambulance Station and surrounds.

GEORGE STREET CAR PARK

Proposals for the George Street Car Park were framed in the survey as being test cases for height incentives/changes to the statutory framework. The results below should therefore be viewed within that frame. See Appendix for the exact question wording.

52% of respondents completely (24%) or partially (28%) supported height and density changes at the George Street Car Park in order to create a mixed-use commercial and residential development, the funds from which would be used for public works elsewhere. 63% of respondents completely (38%) or partially (25%) supported height and density changes at this location for the purposes of a Performing Arts Centre. Approximately 25% of respondents did not support height and density changes for either of those reasons.

STREETS CHANGES

Mid-block crossings and street trees were two ideas with significant support, with approximately 77% and 74% of respondents supporting those ideas respectively. Bike lanes on William St, were supported by 40% of respondents (supporting a bike lane on one side of William St, bike lanes on both sides of William St, or supporting either option).

PARKING

85% of respondents supported changes to the Bathurst Town Centre even if they impacted on-street parking. 43% of respondents would support a reduction in on-street parking to achieve features such as street trees, dining areas and bike lanes. A further 42% of respondents supported these ideas but only if any lost on-street parking was replaced elsewhere, such as by expanding off-street parking lots or increasing the number of on-street spaces in surrounding streets. 15% of respondents did not support changes to Bathurst that would affect on-street parking.

A change from 45 degree to parallel parking was supported by 23% of respondents.

In written feedback available by clicking 'Other', a number of other suggestions were also made:

- Increase the number of on-street parking spaces
- Change from rear-in to nose-in parking
- Change from 45 to 80- degree parking
- Line-mark parking spaces

INTERPRETIVE SIGNAGE

82% of respondents completely (63%) or partially (19%) supported the update and expansion of heritage interpretation signage in Bathurst to include Wiradjuri histories.

WIRADJURI PUBLIC ARTS PROGRAM

76% of respondents completely (49%) or partially (28%) supported pairing major public works with public art specifically focused on Wiradjuri art.

BUILT FORM CHANGES

As described above, built form changes were explored using George Street Car Park as an example. These results are listed again here:

52% of respondents completely (24%) or partially (28%) supported height and density changes in the Bathurst CBD if this change created funding for public works elsewhere. 63% of respondents completely (38%) or partially (25%) supported height and density changes for the purposes of a Performing Arts Centre. Approximately 25% of respondents did not support height and density changes for either of those reasons.

OTHER COMMUNITY COMMENTS

122 written comments were added at the end of the survey. Comment topics covered are listed below.

General Comments

- General statements in support for master plan ideas and enthusiasm for their implementation
- General statements identifying a lack of support for master plan ideas, often also citing parking
- Concern about insufficient advertising of survey
- Concern businesses were not adequately consulted
- Requests for information about funding

Streets

- Mobility concerns for Elderly
- Better connections between CBD & other areas
- Better street signage
- Concern about vacant shopfronts
- Introduction of native street tree species
- Identification of issues around drought/water use

Parking

- Concern for any reduction in on-street parking due to impact on businesses, convenience, and association with the city's character
- Support for, and notes against, Park and Ride options outside of the CBD
- Both support for, and notes against, nose-in parking

Town Square & Civic Block

- Need for dedicated space for Mitchell Conservatorium, Former TAFE Building identified
- Concern there should not be any additional buildings within the Town Square
- Proposal for outdoor screens/cinema, including in the Town Square
- Idea to move Council offices out of the CBD

COUNCIL 'YOURSAY' PORTAL & DIRECT EMAILS

As well as using the survey, community members were also able to use the 'Your Say Bathurst' website, run by BRC, to send feedback to the project design team via Council staff. Some members of the community also chose to email or post letters directly to Council, which were also then forwarded to the project design team.

Responses to the ideas presented in the Webinar were received via Council through to 7 September, 2020 from 24 individuals, 2 community groups and 16 owners of businesses or properties within the town centre, the last received on the 7 September, 2020.

Comments general aligned with those listed under 'Other Community Comments' from the Survey. The majority of responses from individuals were positive about master plan ideas, with the most consistent notes of support related to pedestrian oriented improvements and the most consistent concern being any loss in public parking. Community group responses were also supportive of the major master plan proposals, but not supportive of proposals to construct any new buildings in the Town Square and/or increasing building height allowances there or elsewhere. Business and property owner responses were majority negative, largely focused on losses in public parking and impacts to traffic flow.

One large business and property owner submission included a private survey that they had undertaken. It is unclear what master plan information was provided to participants, with 70% of respondents unaware of the master plan. Two questions asked about the master plan proposals were framed around inaccurate estimates regarding loss in parking, which may explain the unusually consistent 98% rate of negative responses. Consequently, this private survey was not used to inform the design process, beyond confirming that the focus of business/property owners in the CBD is on the retention of public parking. This is consistent with the findings of formal project engagement.





5.0

MASTER PLAN OVERVIEW

5.1 INTRODUCTION

Building from the initial literature review and site analysis, with progressive implementation of community and stakeholder engagement throughout the design process, a master plan has been established that outlines several dozen design proposals for the Bathurst Town Centre.

A plan outline of the main site-specific proposals is provided in Section 5.3. The plan covers many, but not all, designs for particular streets and sites within the master plan. There are also a number of centre-wide and un-sited proposals, which are described in Section 5.4 and throughout this master plan report.

In order to develop, confirm and then prioritise the master plan proposals, a number of guiding principles were established. These principles are identified in Section 5.2. They were developed using the Vision Bathurst 2040 (the Bathurst LSPS) and the Bathurst Community Strategic Plan 2040.

The LSPS identifies the nineteen key planning priorities for the Bathurst LGA, grouped into four themes. The four themes – “infrastructure and transport”, “diverse and strong economy”, “heritage and sustainable environment” and “dynamic and health communities” – are used in the master plan as its core guiding principles. To explain each principle, LSPS planning priorities relevant to the Town Centre are listed underneath each theme. These are then expanded with strategies from the Community Strategic Plan.

Section 5.4 identifies how the design proposals of the master plan - including centre-wide initiatives - map onto the guiding principles. Each proposal is allocated under its key guiding principle, although it should be noted that many proposals satisfy multiple principles.

The design proposals outlines in 5.3 are each discussed in detail within the remaining chapters of this report. They are arranged into three chapters - streets, key sites, and centre-wide - with a final chapter identifying an implementation strategy:

STREETS & TRANSPORT

This chapter will outline proposed changes to the street hierarchy, speed limits, cycling and public transit infrastructure, and the physical design of each street in the Town Centre area.

KEY OPPORTUNITY SITES

Site-specific proposals for key-opportunity sites are described, including areas such as the George Street Council Car Park which has several supportable options identified.

CENTRE-WIDE INITIATIVES

Centre-wide initiatives are those proposals recommended for the Town Centre that do not specifically relate to a single site or street. These include changes to heritage interpretation signage, walking priority signs, a public art strategy, and potential changes to built form controls to incentivise the master plan’s realisation.

IMPLEMENTATION

The implementation chapter distributes the master plan projects according to near-term, medium-term and long-term priorities. This distribution is based on the guiding master plan principles, community and stakeholder feedback, and the potential impacts of the proposals. Early, low-cost implementation strategies are also identified for certain proposals.

5.2 GUIDING PRINCIPLES



INVEST IN INFRASTRUCTURE AND FACILITATE TRANSPORT

- LSPS 1.2 Align development, growth and infrastructure
- CSP 4.4 Provide parking to meet the needs of the city
- LSPS 1.3 Connect the Bathurst Region
- CSP 4.2 Provide safe and efficient road, cycle and pathway networks
- CSP 4.5 Work with partners to improve public transport



PROTECT HERITAGE AND CHAMPION SUSTAINABILITY

- LSPS 3.9, CSP 1.1 Protect, respect, enhance and promote Bathurst's Aboriginal heritage
- LSPS 3.10, CSP 1.2 Protect, respect, enhance and promote Bathurst's European heritage
- CSP 1.4 Protect and improve landscapes, vistas and open space
- CSP 1.3 Enhance Bathurst's cultural vitality
- LSPS 3.11 Maximise tourism opportunities
- LSPS 3.15 Minimise the City's environmental footprint as well as increase its resilience to natural hazards and climate change



SUPPORT A DIVERSE AND STRONG ECONOMY

- LSPS 2.4 Maintain a thriving local business and retail economy
- CSP 2.2 Grow local employment & investment; attract new businesses
- CSP 2.4 Support education as a significant contributor to the region's economy
- LSPS 2.7 Leverage new opportunities
- CSP 4.1 Facilitate development that considers current and future needs of the Bathurst community
- LSPS 2.8, CSP 2.3 Develop Bathurst as a Smart City



CREATE DYNAMIC AND HEALTHY COMMUNITIES

- LSPS 4.16 Provide new homes
- CSP 1.5 Promote good design in the built environment
- CSP 5.5 Plan and respond to demographic changes
- CSP 5.2 Make the CBD attractive and full of life
- CSP 5.4 Make safe and welcoming public places
- LSPS 4.19 Deliver social, community and cultural infrastructure

5.3 MASTER PLAN PROPOSALS

STREETS & TRANSPORT

1. Street Redesigns
 2. Protected Bike Lanes
 3. New Bus Stops for Bi-Directional Routes
 4. Raised Pedestrian Crossings at Mid-Block
 5. 4-way Pedestrian Crossings at Intersections
 6. Church Street Shared Zone
 7. Mid-block Laneways
 8. Town Square Shared Zones
 9. Town Square Pedestrian Pathways
 10. New Council Car Park within Carrington Park
- Regular Street Trees
 - Striped Parking Spaces
 - Wheel-stops
 - Nose-in Parking in Dining Precincts
 - Trucks Limitations
 - Reduced CBD Speed Limit
 - On-demand CBD/CSU Shuttle Loop

KEY SITE PROPOSALS

11. Bathurst Gateway Lettering
12. Extend Haymarket Reserve
13. Redevelopment of Armada Bathurst
14. Replace or screen street-facing surface parking
15. Redevelopment of George St Car Park
16. Russell Street Events Plaza
17. Town Square Plaza
18. Adaptive re-use of Former TAFE Building
19. Adaptive re-use of Former Headmaster's Cottage
20. Adaptive re-use of Scouts Building

CENTRE-WIDE INITIATIVES

- Bathurst Heritage Trail
- Update Heritage Interpretation Signage
- Wiradjuri Public Art Program
- Walking Priority Signage
- Height & Density Increases
- Reduced Parking Minimums

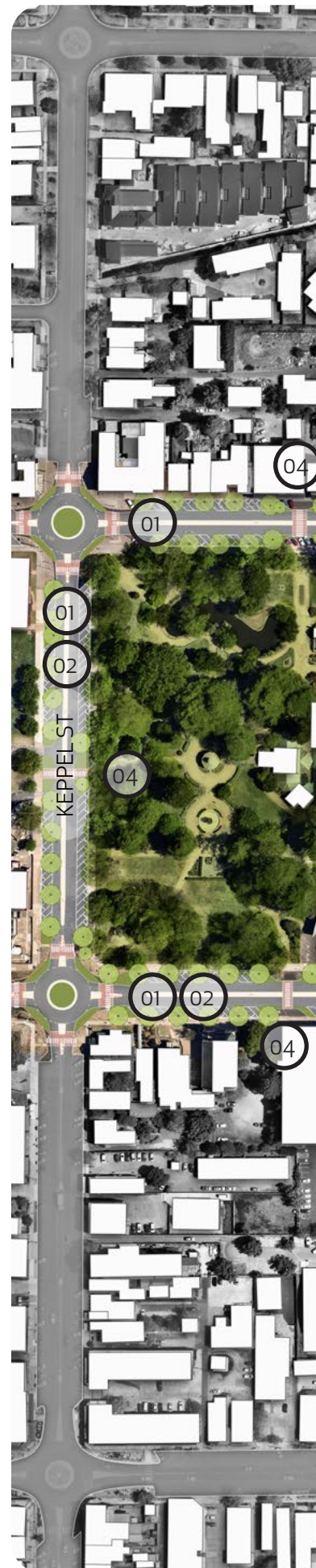
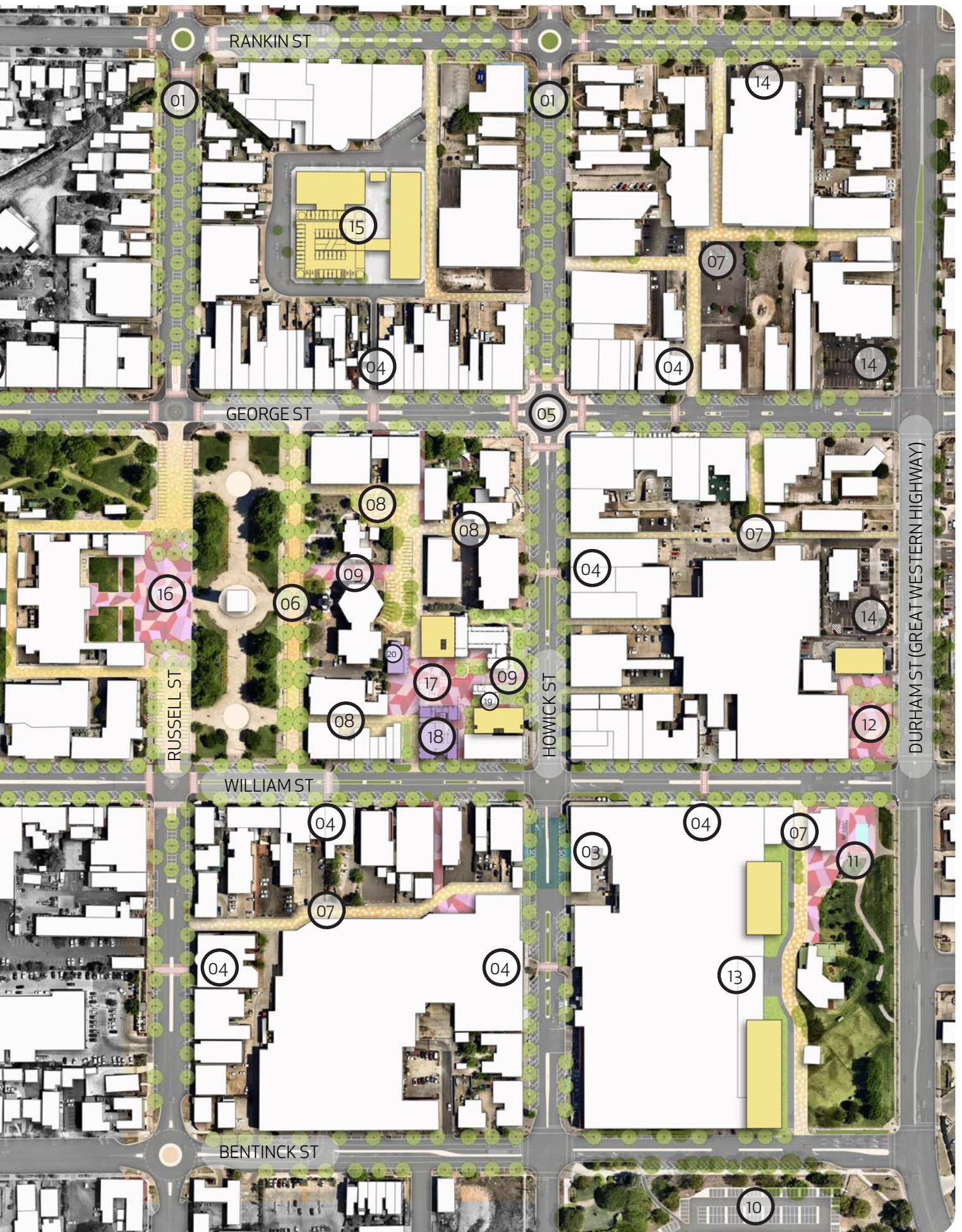


Figure 27: Illustrative Master Plan





5.4 ALIGNMENT WITH PRINCIPLES



INVEST IN INFRASTRUCTURE AND FACILITATE TRANSPORT

- Street redesigns, including the prioritisation of pedestrians and support of cyclists, will ensure road, cycle and pathway networks are balanced to provide safe and efficient travel for all users. This includes raised pedestrian crossings at every mid-block, four-way pedestrian crossings at intersections, protected bike lanes and several shared zones.
- The balanced analysis of supply and demand of parking including its opportunity costs (such as is undertaken in this Master Plan Report) will ensure public parking continues to meet city needs while aligning with the guiding strategic principles for Bathurst's future. This means the balancing of place-enhancing features such as pedestrian crossings and street trees with new parking supply, for example through median parking, the expansion of George Street car park, and the new Carrington Park lot.
- The striping of parking spaces, provision of wheel-stops and investigation of changes to nose-in parking will make spaces more efficient and reduce the impact of cars on footpaths.
- New bus stops to facilitate the expansion of bi-directional routes will better connect the Bathurst Region, and reduce demand on roads and parking.
- An on-demand CBD/CSU shuttle loop will bring more people to the CBD and create greater connections between the two major job centres.
- Building out the Bathurst bike network will increase ridership, reduce demand on parking, and make roads safer for all users.
- A reduced CBD speed limit with truck limitations (prohibiting trucks passing through, rather than going to, the CBD) for safety and pedestrian comfort.



SUPPORT A DIVERSE AND STRONG ECONOMY

- Street changes are designed to expand the walkable area in Bathurst, increasing the foot traffic to support a thriving retail economy in the Town Centre. The expanded walkable area will also open up new areas to attract new street-facing businesses.
- The adaptive re-use of the Former TAFE Building, Headmasters Cottage and Ambulance Station, new buildings proposed in the Town Square block, and the redevelopment of the George Street Car Park will support the creation of new businesses and so grow local employment.
- The CBD/CSU shuttle loop and potential securing of CSU or another university as a CBD-campus tenant in Bathurst's renovated heritage buildings will support education as a significant contributor to the region's economy.
- The creation of mid-block laneways will open up the centre of Bathurst's large neighbourhood blocks to new forms of development, including commercial businesses and CBD housing.
- Projects and incentives to create housing in the Town Centre, coupled with expanded public open spaces and more walkable streets, will help facilitate development and social infrastructure that consider the future needs of Bathurst.



PROTECT HERITAGE AND CHAMPION SUSTAINABILITY

- Emphasising Wiradjuri artists as part of a broader Public Art Program will bring Bathurst's First Nations presence to the foreground, complementing the visually prominent European heritage. This will respect, enhance and promote both the Aboriginal and the European heritage of Bathurst.
- Expanding heritage interpretation signage to acknowledge the deep history of the Wiradjuri, including their presence in and contribution to the European history of Bathurst, will again respect and promote Bathurst's heritage.
- A physical heritage trail, covering both European and Wiradjuri points of interest, will help educate visitors and residents of items of Bathurst's history that they might not otherwise encounter.
- The Wiradjuri Public Art Program, Bathurst welcome signage, heritage trail, and interpretation signage will maximise tourism opportunities in Bathurst.
- The same features will serve to enhance Bathurst's cultural vitality.
- Street redesigns, public art, and public realm proposals will improve the vistas and open spaces of/ within the Bathurst Town Centre.
- Built form incentives are designed to protect existing views of the Bathurst Carillion.
- Improving walkability, introducing street trees, making public transport more usable, supporting cyclists and building centrally located homes to minimise the City's environmental footprint.
- The adaptive reuse of old buildings is the most sustainable way of introducing new floor space into the Town Centre.



CREATE DYNAMIC AND HEALTHY COMMUNITIES

- Mixed-use & residential development options for George Street Council Car Park, as well as built form incentives and lower parking minimums for residential uses, aim to increase the number of people living in the Town Centre. As well as providing new homes for Bathurst, having a greater resident population will increase vitality in the CBD.
- These new homes will increase the diversity in housing choice in Bathurst, allowing greater options for a changing population.
- Street redesigns, the redevelopment of poor frontages and replacing surface parking with contributory buildings, as well as a public art program will promote good design in the built environment and make the CBD more attractive.
- Designs for the Russell Street Events Plaza, the Town Square Plaza and Haymarket Reserve all aim to create safe and welcoming public places, as well as delivering social infrastructure.
- Improving walkability, public transport, and cycling infrastructure supports a healthier community.
- Every one of these attributes will contribute to making the "CBD full of life" by encouraging more people to come to the Town Centre, more often, for longer.





6.0

STREETS & TRANSPORT

6.1 OVERVIEW

PRINCIPLES FOR TOWN CENTRE STREET DESIGN

The Bathurst Town Centre is the central gathering place for the city, and must be considered differently to the rest of Bathurst. Past decision making around street design in Bathurst has been almost entirely focused on speed and continuity of traffic flow, as well as the ease of parking, at the expense of all other conditions. Over time, we understand that pedestrian crossings have been removed, roundabouts installed, footpaths reduced in width, awning columns demolished (which would likely have been heritage listed today), and street trees either replaced with smaller slower-growing species or removed entirely.

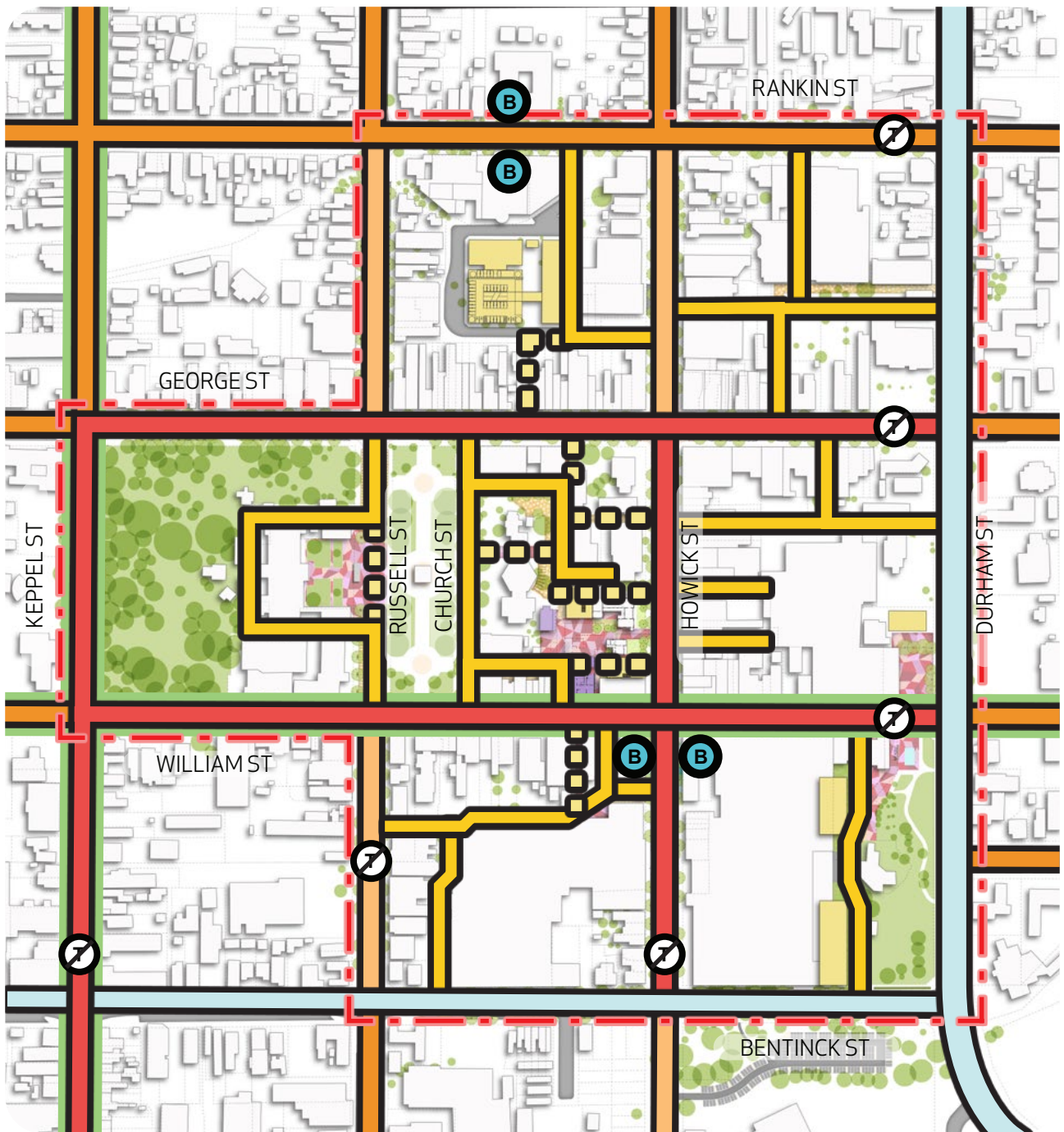
This master plan recommends that all decisions about street design in the CBD from this point onwards be analysed on a 'people-first' design approach within a 'complete streets' framework.

Complete Streets is a global trend to consider all road users in every aspect of street design, rather than the 20th century approach of focusing on vehicles and then distributing the space left over.

People-First means giving people on foot or and on cycle priority over vehicles wherever possible, to ensure their actual and perceived safety. This will encourage people to come to the CBD more often, stay for longer, and walk further to more businesses.

Critically, Complete Streets and People-First design does not mean ignoring the parking needs of businesses. It means providing more options to people, which helps reduce and spread out the demand on that parking. A focus on complete streets has been proven around the world to help, not hurt, street-oriented businesses.

**'Complete Streets' means
designing streets for all users:
pedestrians, cyclists, drivers;
the young and the elderly;
the fit and the less-abled;
supporting businesses and
visitors alike.**



LEGEND

- | | | | |
|--|---------------------------|--|-------------------|
| | HIGHWAY OR COLLECTOR ROAD | | BIKE LANE |
| | MAIN STREET | | PEDESTRIAN LANE |
| | SHARED STREET | | BUS STOP |
| | SLOW STREET | | TRUCK LIMITATIONS |
| | NEIGHBOURHOOD STREET | | |
| | SITE AREA | | |



Figure 28: Proposed Street Hierarchy

PROPOSED STREET TYPES

COLLECTOR ROADS

Collector roads are used for all traffic either 'bypassing' or entering the Bathurst Town Centre. They are the one street type where traffic flow can be prioritised, to a degree, over the needs of other users.

Two collector roads - Durham Street (the Great Western Highway) and Bentinck Street - define the eastern and southern boundaries of the study area. The Great Western Highway also continues as Stewart Street just north of the study area.

MAIN STREETS

Main streets are the primary retail streets in Bathurst, and should be the target of the greatest level of focus and investment. Main Street designs should prioritise pedestrians as the most important road user, justifying investment in lighting, awnings, seating, canopy cover, safe crossings, and vibrant street-oriented businesses.

The main streets of Bathurst - William, George and Keppel - are currently easily identified with the heritage Lamp Standards, including one block of replica lamps on George between Howick and Durham. For visual continuity, we recommend extending the replica lamps down Howick between William and Bentinck, as we have identified that street for main street designation.

SHARED STREETS

Part of Russell Street, all of Church Street and all mid-block lanes are proposed to become shared zones, where pedestrians are given full right-of-way at all times. Vehicles still use shared zones, however are limited to a 10km/h speed limit and must give way to pedestrians using the road reserve.

The design of these shared zones should include:

- Single-surface 'kerb-less' roads
- Textured road surfacing such as brick paving
- Shared zone signage and iconography
- Speeds bumps and chicanes

Many of the Shared Streets identified are new or extensions to existing laneways through neighbourhood blocks. Although largely in private ownership, there are numerous logical points where easements or local roads could be extended to provide these laneways that will serve to connect the public streets via the inside of city blocks. Where possible, these should then be dedicated to Council rather than remaining in private ownership.

Through-block laneways improve walkability by increasing the number of intersections and so route choice. Permitting vehicles in a shared zone arrangement increases the potential viability for new small-tenant retail inside the blocks, as well as encouraging existing businesses to open 'two-sided frontage' where servicing arrangements allow it. The through-block lanes also support the redevelopment of properties in the centre of the blocks, which are currently relatively resistant to development due to the lack of street frontage/access.

SLOW STREETS

Slow streets are streets designed to reduce vehicle speed and through-traffic. This allows additional features to be integrated such as median parking, chicanes, and curves.

We have designated several slow streets on the secondary northern and southern approaches to the Town Centre. As well as discouraging drivers from using the Town Centre/CBD as a shortcut, rather than a destination, the lower design speed allows a row of 90 degree angled parking spaces to be introduced in the centre of the road reserve (with kerbside shifted to parallel), providing new parking to offset losses in other streets.

NEIGHBOURHOOD STREETS

Neighbourhood streets are local streets which have a largely residential character, with low foot and vehicle traffic.

Within the study area, Rankin Street has been labelled a neighbourhood street despite several large retail and commercial businesses between the single-storey residential dwellings. Overall, the street is not well activated, and we do not see any benefit in promoting greater commercial activation. The centre of gravity of the Bathurst CBD is the twin main streets of George and William, as well as Howick, and we suggest that commercial activation does not need to continue more than approximately half or 1/3 of one block north of George Street. Rankin has therefore been designated a neighbourhood street, to indicate that it should not necessarily be considered as being part of the Town Centre.

CASE STUDIES

STREET TYPE EXAMPLES



6.2 CBD VEHICLE SPEED & ACCESS

REDUCED SPEED LIMIT

It is recommended to lower the speed limit in the Bathurst CBD to 40kmh, with the intention to further lower it to 30kmh when that becomes a typical speed zone supported by RMS.

40kmh speed limits are recommended as appropriate in the RMS NSW Speed Zoning Guidelines as well as the RMS 40kmh High Pedestrian Activity Area Guidelines for any urban areas that generate significant pedestrian traffic, including CBD areas, shopping strips, medical centres and service agencies. The Bathurst Town Centre, as well as the rest of the Bathurst CBD, clearly meets this definition.

RMS Guidelines also include the advice that physical devices and treatments are required to be used in 40kmh zones to help direct driver behaviour. This is known as the 'design speed', and acknowledges that the physical road environment directs driver behaviour over and above signposted speed limits.

In the case of Bathurst, the existing pedestrian crossing point infrastructure at most mid-blocks and the general use of rear-in angled parking layout are both physical attributes that support a 40kmh or lower design speed. Conversely, where roundabouts have been installed they appear to be designed at 50km design speeds and prioritise vehicular through-movement over pedestrian circulation; while the mostly unmarked drive lanes result in wide lane widths, which encourages speeding.

FUTURE 30KMh SPEED LIMIT

30kmh speed limits are increasingly being identified as international best practice. In the medium to long term, therefore, the further reduction from 40kmh to 30kmh is recommended for the Bathurst Town Centre. This should occur when the NSW RMS begins support for a 30kmh speed zone. In the immediate term, all road changes should be designed to a 30kmh design speed, as lower design speeds are still appropriate for 40kmh speed zones.

DESIGN SPEED

A number of changes to the road environment are recommended to help match the design speed to the proposed speed limits:

- Upgrade of existing mid-block crossing infrastructure to raised pedestrian 'wombat' crossings (see Mid-Block Crossings)
- Provision of raised pedestrian 'wombat' crossings at roundabouts (see Roundabouts)
- Striping of driving lanes to minimum (3m) widths (see Street Design)
- Eventual removal of roundabouts in CBD areas (see Roundabouts), replaced with four way intersections with signal crossings.
- Standard RMS Gateway treatments at transitions into the 40kmh zones: pedestrian activity plates, 40kmh gateway signage, 40kmh repeater signs, and 40kmh road surface signage.

LOW SPEED CASE STUDIES

'THANKS FOR 30'; '20s PLENTY'



The City of Yarra, Melbourne was the first LGA in Australia to introduce a 30km/h zone, beginning in late 2018 and continuing today. The 'Thanks for 30' initiative has lowered the speed limit across retail and residential areas covering much of the suburbs of Fitzroy and Collingwood.

The City of Christchurch, New Zealand introduced a 30km/h limit to the most visited areas of its CBD in 2016, further expanding the zone in 2019.

The '20s Plenty' campaign in the U.K. (referring to 20mph, being 32kmh) In the UK, aims to reduce local speed limits to 20mph. This has now been adopted by more than half of the largest 40 urban authorities in the UK.

The Stockholm Declaration to the United Nations was adopted in February 2020 from representatives from 130 countries, including Australia, advocating for the global reduction of urban speed limits to 30kmh as part of a push to reduce traffic fatalities by 50% this decade.

TRUCKS

Semi-rigid and rigid trucks have been observed by the project team using Russell Street to pass through the CBD. William and Russell Streets have also been observed being used by learner truck drivers receiving instruction. These streets are currently not restricted to trucks unless they are affected by the Heavy Vehicle National Law, meaning they are open to all General Access vehicles including 42.5 tonne semi-trailers and 50 tonne 19m B-Doubles.

Most businesses in the CBD that require large trucks for loading are oriented to the state roads of Durham St and Bentinck St Bentinck or Durham. These include each of the main retail centres (Chase, City Centre and Armada), while Aldi as well as IGA/Harris Farm are half a block up a connecting local road. It is not, therefore, clear that any large trucks have any need to traverse the CBD, and we consider the use of any CBD streets by any trucks that are not directly servicing CBD businesses as unsafe and inappropriate.

'No Truck' signs should be installed on all local roads leading into the CBD, either with or without a weight restriction. This will prohibit large trucks travelling into the CBD unless their destination is within it.

The 'No Truck' limitation will not prevent any vehicle required for loading entering the CBD, nor moving trucks accessing residences within the town centre. The signs only require trucks to take the route that minimises use of the local roads, even if it involves circling the CBD via the surrounding state roads (a maximum 5 minute detour). The signs will, however, prevent trucks with no specific business in the CBD from travelling through it.

6.3 PUBLIC TRANSPORT INFRASTRUCTURE

As discussed in Site Analysis | Public Transport, Transport for NSW (TfNSW) has begun implementation of the first phase of the 16 Regional Cities program in Bathurst, with a larger holistic review of the network scheduled for early 2021.

A number of changes in the Town Centre area would help facilitate better bus services in Bathurst, with key proposals identified here. Note that although some of the proposals below have been developed in part through early engagement with TfNSW, they do not represent the confirmed policies or intention of TfNSW.

BUS INFRASTRUCTURE

- Formalisation and extension of the bus stop on Howick Street at William into a larger interchange. This should include:
 - The upgrade of the existing bus stop to provide contemporary standards of shelter, seating and visibility.
 - Removal of the loading zone in the centre of the existing stop to provide better visibility of approaching buses.
 - The creation of a new stop on the opposite side of Howick Street, built to the standards of contemporary best practice, to permit new bus routes to travel south down Howick.

The position of the expanded Howick Street stop is roughly equidistant from the entrances to each of the three major shopping centres. It is also diagonally opposite the Town Square, and alongside the proposed bike route down William Street. The stop will therefore also contribute to creating a critical mass of people at this intersection, improving the overall vibrancy of the Town Centre and the CBD.

- Greater kerb control of bus stops. Bus zone signage should be properly signposted to ensure cars do not park within the recommended 30m of kerb length.
- Provision of bus poles/signage at all stops, including service information where possible. As well as improving usability for riders, this will create greater visibility of the bus network as a whole.
- Removal of bus zone time restrictions. This will further increase visibility of the network, provide consistency and clarity for drivers, and avoid the inhibition of future service expansion.



Figure 29: Bus Infrastructure

NETWORK CHANGES

In addition to improved bus infrastructure, a number of service changes are supported by this master plan:

1. Expand all bus routes to provide bi-directional services, rather than the existing situation of circuitous one-way loops.

Residents who live towards the end of a route (particularly those near the CBD) will then benefit from much shorter travel times in one direction, which will encourage greater use of bus services and generate less demand on public parking.

The expansion of bus routes to be bi-directional will also remove the need for at least four of the five existing local bus routes that currently use Russell Street. These routes only use Russell Street due to their need to approach the existing Howick Street stop from the south.

As an expansion of existing local bus services, these would need to be provided by TfNSW in association with the local provider Bathurst Buslines.

2. Creation of on-demand service in suburban areas connecting to the CBD.

The organic suburban subdivision pattern of numerous new suburbs around Bathurst is resistant to fixed bus routes, as to reach enough properties to justify any route is required to be long and circuitous. An on-demand service would instead allow smaller vans and buses to calculate customised routes to meet real-time demand, encourage greater use (by providing greater utility) of public transport in suburban subdivisions.

It is likely this service would need to be provided by TfNSW in association with the local provider.

3. Creation of a dedicated CBD, or CBD/CSU, on-demand or loop service.

A frequent, free bus service that connects major commercial and retail areas, civic points of interest, and off-street parking lots could serve to spread parking demand further from the core cross-roads of Howick and William.

The extension of the CBD loop to cover CSU would better connect the city's major employer and the university population to the CBD. The utility of this route would likely be dependent on a City Campus presence for CSU.

An on-demand service focused only on the CBD would be highly appropriate for small electric vehicles, as well as a trial of autonomous services.

This service route could be provided by any combination of BRC, CSU and TfNSW.

CASE STUDY

'FRED' SHUTTLES, SAN DIEGO



'FRED' shuttles ('Free Rides Everywhere Downtown') are small on-demand electric vehicles used to provide free public transport within the CBD and surroundings in San Diego, California. The shuttles are paid for by the city government, offset by local advertising.

FRED uses 6-seater (including the driver) Polaris People Movers, a fully electric shuttle available in Australia.

The service works by hailing a shuttle with a phone application, similar to any rideshare company, with the application then pooling riders' origins and destinations to identify the most efficient route. Riders can also flag a passing shuttle and speak to the driver as if it were a shared taxi. There are no fixed routes, but the service is 'geofenced' to restrict pick-up and drop-off locations to be within a set area.

The service is understood to reduce the demand on contested inner-city public parking, and thus reduce overall traffic within the city centre as fewer drivers cruise for parking (see previous discussion on parking-induced traffic).

The same provider that runs the FRED shuttles, Circuit, provides shuttles in 20 other United States jurisdictions, including in small cities with less than 10,000 residents.

CASE STUDY

REGIONAL NSW AUTOMATED VEHICLE TRIALS



The NSW State Government's Transport for NSW agency is currently running autonomous shuttle trials in multiple locations in metropolitan Sydney and regional NSW.

The trials first started at Sydney Olympic Park, where the shuttles have been operating for more than two years without incident.

The first regional NSW trial is underway at Coffs Harbour, with a second trial confirmed for Armidale. At Coffs Harbour the shuttles began operating on a national park entry road, progressed to service a retirement village, and are now progressing to a fixed on-road route linking the harbour to the CBD.

The trial services are on-demand within a contained area, with passengers calling the vehicle using a TfNSW phone application.

The TfNSW trial vehicles are EasyMile EZ10 driverless shuttles, which operate fully autonomously within a fixed route or zone. The vehicles are fully accessible with an automated electric ramp.

6.4 CYCLING INFRASTRUCTURE

The Town Centre Master Plans supports the build out of the extensive bike network proposed in the 2011 Bathurst Community Access & Cycling Plan (and confirmed in the 2017 Bathurst Regional Council Cycling Map and Guide). This includes two protected routes within the master plan study area: a north-south route along Keppel Street and an east-west route along William Street.

Cycling in Bathurst is currently unsafe and unsupported in the CBD, and so requires investment. A wide, connected bike network would be a major benefit to Bathurst generally, potentially connecting up to 85% of the resident population to within a 15-minute ride of the CBD. This will then encourage the use of active transit to reduce the number of drivers using limited public parking.

Even without protected lanes, supporting infrastructure can be provided. The master plan proposes bicycle racks are proposed along the future William St bike lane, as well as at public parks and near shared zones. A new public amenities block at the future Town Square Plaza is proposed to include showers with change areas to support distance cyclists travelling to the Town Centre for other business.

Community engagement undertaken for this project has identified that the lanes along William Street, in particular, as well as Keppel Street can be expected to be highly contentious due to their impact on public on-street parking in areas of high demand.

Two alternative route combinations are identified on the next page:

1. The east-west route along William Street could be replaced by George Street. On-street parking occupancies along George Street are consistently measured as lower than William Street in BRC's annual street parking audits, and George Street has a similar level of activity, interest and connection potential for cyclists to William.
2. A more extensive alternative shows the north-south route along Keppel moved east to Russell Street and the east-west route along William moved north to Rankin Street. In both cases, this moves the routes away from the areas of highest parking demand. They would also help validate the investment in wider street works on lower-priority street areas.

These alternatives may impact the rest of the bike network proposed for Bathurst, so they should be paired with its review and overall build-out. We therefore advise that the project for bike lanes through the Town Centre be pursued through the 'Active Transport Strategy' identified as a priority in the Bathurst Region Local Strategic Planning Statement, which will include investigation/confirmation of the preferred and best routes through the CBD (inclusive of those alternatives listed above) informed by extensive community engagement on potential routes and their impacts.

Note that this should be an implementation plan rather than a policy update. The need for the network, including a route through the CBD, is critical if cyclists are to be supported in Bathurst.



LEGEND





-  PROTECTED BIKE LANE PROPOSED IN BATHURST CYCLING PLAN
-  ALTERNATIVE LOCATIONS FOR PROTECTED BIKE LANES
-  AMENITIES BLOCK
-  CYCLE RACKS



Figure 30: Cycling Infrastructure

RESEARCH

“Measuring the Local Economic Impacts of Replacing On-Street Parking With Bike Lanes”

D. Arancibia et al. Journal of the American Planning Association, 85:4, 462-481 (2019)

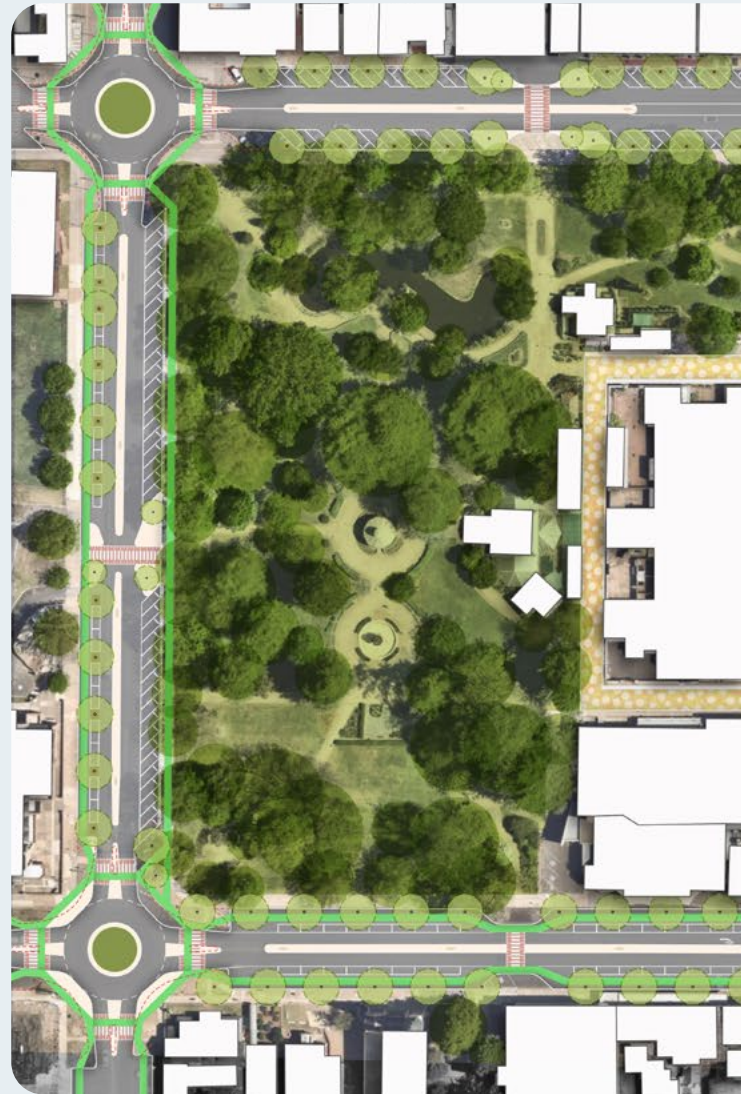
Research finds that bike lanes benefit businesses even if they replace car parking, increasing the number of customers as well as the amount they spend.

Research on a 2018 bike-lane pilot project along a commercial street in Toronto, Canada found that a new bike lane had an overall positive economic effect despite an associated loss of 137 parking spaces. The study found that:

- The total number of visitors to the commercial street increased, as did the regularity of their visits.
- The proportion of cyclists doubled.
- The proportion of drivers was unchanged, despite potentially needing to park further away.
- The total number of customers to retail as well as food and beverage businesses increased, both on Saturdays and during the week.
- The total number of customers to service businesses (banks, real estate agents, hair dressers, etc) on the commercial street did not change.
- Cyclists spent more in businesses on the commercial street than drivers, transit users or pedestrians.
- There was no increase in vacant shopfronts / business vacancies.

PROJECT EXAMPLE

WILLIAM & KEPPEL STREET BIKE LANES

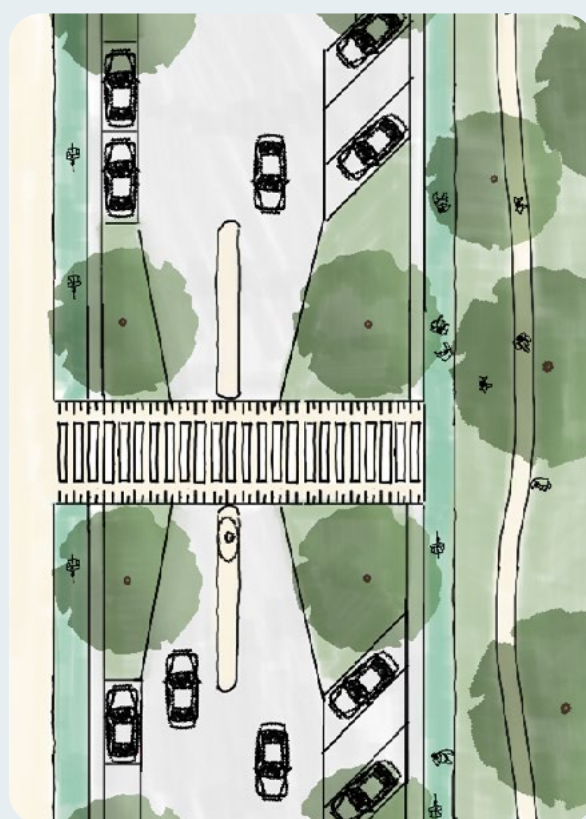
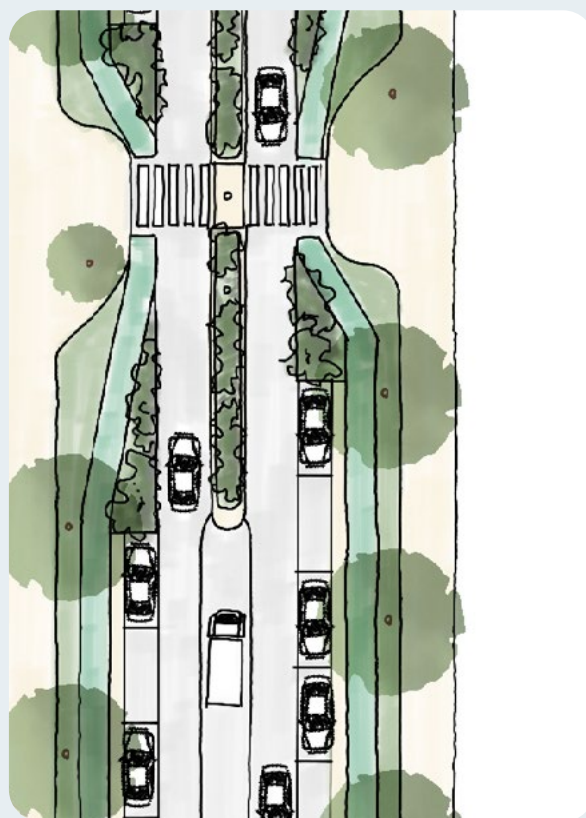


The 2011 Bathurst Community Access & Cycling Plan as well as the 2017 Bathurst Regional Council Cycling Map & Guide show protected bike lanes running north-south down Keppel Street and east-west down William Street. These will connect to a wider network covering much of the urban area of Bathurst.

Despite their wide road reserves, both William and Keppel are more space constrained than most streets in Bathurst due to the central row of heritage-listed lamp standards. Central loading zones are threaded through the lamps forming a median, although these could be relocated kerbside. The remaining reserve is used for slightly non-compliant 45-degree angle parking.



Due to the lamp standards, a two-way bike lane cannot comfortably fit on one side of the street. Instead, if routes are to be contained within William and Keppel they will likely require one-direction bike lanes on either side of the street with a similar design to the case study shown on the previous page. This is considered best practice, as it allows easier joining/exiting to the rest of the street network. The Keppel St bike lane is further complicated by numerous large roundabouts, which are generally unsafe for cyclists. This would also be an issue for most alternative routes, and so a cycling-supportive redesign is proposed in the pages that follow.



6.5 ROUNDABOUTS

Roundabouts are used extensively across Bathurst, including at key intersections within the Town Centre. Due to the width of the road reserve, the lack of safety features, and the large design vehicle size used for establishing their radii, all CBD roundabouts appear to have a design speed well in excess of the maximum 30kmh entry speed appropriate for areas with high pedestrian use.

Pedestrian crossing points at Bathurst's roundabouts are typically provided as safety medians only, with vehicles provided with the constant right-of-way. Crossing points are positioned away from the intersection, increasing the walking time/length for a pedestrian to cross those intersections.

A number of design changes to existing roundabouts and their crossing points are recommended to give pedestrians greater priority in the CBD:

- Install raised wombat crossings on all approaches to each roundabout, to slow traffic through the roundabout and allow pedestrians to cross easily.
- Move pedestrian crossings as close to the intersection as possible, taking into account the lower design speed.
- Where roundabouts intersect with bike lanes, the bike lanes should be combined with raised 'wombat' pedestrian crossings. This will increase cyclist safety by providing them with visibility and clear right-of-way.
- Limit roundabouts to one vehicle lane to reduce crossing width.
- Minimise radii of future roundabouts to the minimum RMS guidance to reduce vehicle speeds.

The master plan shows one roundabout removed at the intersection of George and Russell Streets. This is because the utility of this roundabout is largely erased by the transition of Russell Street to a dead-end shared zone on the south and a slow street on the north.

Longer-term, the recommendation for the high pedestrian activity areas in Bathurst is to replace all other roundabouts with signalised crossings or stop-signs. Roundabouts on Keppel St should have priority for removal due to the planned bike lane running down this street, which will be critical to realising the William St bike lane. The roundabouts on Keppel also significantly detract from its level of walkability, with detours of up to 70m to cross an intersection (outside of the study area). The remaining roundabout on George St should then have next priority to improve walkability in the town centre.

If a bike lane is realised on William St west of Keppel, which is outside the study area, then roundabouts on that section of the street should also be considered for removal to improve cyclist safety. Where removal of roundabouts is not possible or practical, their design must be reconsidered to ensure bicycle safety and pedestrian priority.

Austroroads, which publishes the road design standards used across Australia and New Zealand, published a report in 2017 noting the inherent dangers of standard roundabout design to cyclists, but has not yet provided guidance on safer design alternatives. The master plan proposes following recent examples by VicRoads in Melbourne, which has the same regular 200x200 street grid as Bathurst and also has a predominance of roundabouts. The Moray Street roundabout shows how all users can be accommodated safely: cars, pedestrians and cyclists.

CASE STUDY

MORAY STREET ROUNDABOUT



A protected bike lane was constructed in Moray Street, Melbourne as part of the Metro [Rail] Tunnel project, which crossed two intersections with existing roundabouts. Noting the inherent danger of typical roundabout design for cyclists, the design above was used at both intersections.

The design is a local version of the 'Dutch Roundabout', with additional safety features to mitigate Australian drivers' lack of familiarity with the prioritisation of cyclists. At each roundabout, the bike lanes separate from the main road reserve to match the ground level of the kerb and cross the intersection alongside pedestrians on a raised 'wombat' crossing. Cyclists are thus, from the drivers perspective, given equal priority to pedestrians on the crossing.

PROJECT EXAMPLES

GEORGE & HOWICK



The roundabout at the intersection of George Street with Howick Street was reconstructed in early 2019, with three pedestrian crossings removed. The current design is not safe or comfortable for pedestrians, impacting the walkability of the Town Centre. Crossings on all four approaches should be reinstalled as soon as practicable.

WILLIAM & KEPPEL



The roundabout at the intersection of William Street with Keppel Street is shown in the master plan with a similar design to the Moray Street case study, prioritising cyclists and pedestrians.

6.6 STREET TREES

The Bathurst Vegetation Management Plan (2019) and Bathurst Street Tree Audit (2006) have established the street tree planting strategy for Bathurst including species selection for the study area.

The Town Centre master plan proposes implementing several of the strategies outlined in these reports, namely:

- Avenues of single species, or those with similar visual characteristics, planted on both sides of the street (Avenues 1 and 2)
- Kerbside tree positioning, widely spaced, in streets with Lamp Standards* (Avenue 1)
- Exotic deciduous species selection characterised by significant autumn (red or yellow) colouring (Mixed Species & Avenues)
- Accentuation through tree selection of intersections, gateways and zone transitions

*Note that the VMP also includes a recommendation that trees on streets with Lamp Standards should be limited to small trees with maximum 7m height.

We have not carried this recommendation through to the master plan. If only small trees were used their effect would be minimal given their spacing and the width of the streets. The positioning of street trees on either side of the street, rather than a central row, will serve to adequately accentuate the Lamp Standards without needing to be subservient in height. Medium trees of 10-15m are instead recommended, with sufficient height to clear the awnings without significant works.

While the current Town Centre Master Plan does not seek to alter any other major recommendations of the VMP or Tree Audit, we note that Bathurst has had difficulty in delivering street tree planting programs in the town centre. Planting programs have been aborted midway, tree removal has occurred shortly after installation, and healthy mature trees have been replaced with smaller stock to reduce their perceived impact.

We therefore recommend that:

- Tree plantings are trialled before permanent installation using moveable planter boxes, so that they can be relocated if their initial positioning is not supported.
- Initial tree selection should prioritise growth rate, even at the expense of life cycle, so that the potential effect of street trees can be felt as soon as possible.
- Trees should be installed at maximum possible maturity, with initial tree selection based on availability of 1000L stock, again so they begin to show their impact as soon as possible after installation.
- Avoid initial use of Plane species. Several rows of London Planes have been removed from streets in Bathurst, including recently.
- Drought resistant species be selected given the prolonged period of extreme water restrictions.

**“Trees can transform a street
more easily than any other
physical improvement”**

The Heart Foundation Australia



LEGEND

-  AVENUE STYLE 1
-  AVENUE STYLE 2
-  MIXED SPECIES
-  NONE REQUIRED
-  GATEWAY PLANTING



Figure 31: Street Trees Strategy

PLANTING PALETTE

The Bathurst Vegetation Management Plan (2019) sets out a planting palette for the Bathurst Town Centre / Conservation Zone.

This has been reviewed and expanded on by Oculus Landscape Architects to select trees with seasonal colour that are generally available in large size stock. As discussed, the selection of trees available for wholesale purchase in large sizes is important due to the history of difficulty in installing street trees in the past.



Acer buergerianum Trident Maple



Quercus palustris ‘Freefall’ Pin Oak



Fraxinus ‘Urbanite’ Urbanite Ash



Populus simonii Simon’s Poplar



Pyrus calleryana Capital Pear



Populus simonii

Simon's Poplar



C) OTHER APPROPRIATE ALL-ROUND STREET TREES

Aesculus hippocastanum

Horse Chestnut



B) OTHER TREES WITH SEASONAL COLOURING

Pistachia chinensis

Chinese Pistachia



Sophora japonica

Japanese pagoda Tree



Koelreuteria paniculata

Golden Rain Tree



Liriodendron tulipifera

Tulip Tree

6.7 PARKING

Several master plan proposals will impact public parking. As discussed in the Implementation chapter later in this report, proposals have been designed and staged so as to balance reductions in parking with new supply. However, community engagement has identified that any change - even if relatively neutral - should be expected to provoke robust discussion.

It is the view of AJ+C that the design of many streets in the Bathurst Town Centre are overbalanced towards on-street parking. We believe a more pleasant street environment is possible while still providing the convenience of abundant parking, keeping businesses healthy and making the town centre even more vibrant.

There is no perfect number of public parking spaces. Matching available supply to the upper limit of perceived demand is impractical, as there is a point at which the land area required for parking supply negatively impacts the character of a place sufficiently to remove the demand for it.

Conversely, we know that the insufficient supply of public parking can impact the street-facing retail businesses that rely on it, causing vacant shopfronts that are equally detrimental to a Town Centre.

Any proposals that impact parking should be based on a discussion about balance. The percentage of public land to be used for parking to support the businesses that make Bathurst CBD a destination must be considered against the opportunities for wider footpaths, street front dining, street trees, bicycle infrastructure and pedestrian crossings.

ON-STREET PARKING

As has been identified in the Site Analysis chapter, public parking occupancy in the Town Centre is largely within the target ideal of 85%, with the highest-demand crossroads of Howick and William ranging from 60-85%, and nearby streets as low as 20%.

Anecdotal evidence communicated to the team through public and stakeholder engagement is that, despite the general availability of parking, people will circle the block waiting for a spot in the area of highest demand rather than taking an available space in a parallel street. This is well recognised behaviour known to represent a significant percentage of traffic in a CBD environment.

The typical recommendation to reduce 'cruising' is to charge a fee for public parking sufficient to reduce the occupancy rate. However, as identified, occupancy rates are within target even in the areas of highest demand so alternative measures are required.

It is AJ+C's view that investment in better street design would encourage more residents and visitors to walk a greater distance from the main retail crossroads than current behaviour. Indicative designs are provided in section 7.7.

STREET PARKING DESIGN

On-street parking across Bathurst is largely provided as unmarked rear-in 45 degree angled spaces. Due to the width of the road reserve, the central lamp standards, and median loading zones, the arrangement is not fully compliant with Australian Standard dimensions. Perhaps due to the minor variance from the Standard, cars and trucks regularly park with a significant overhang of the pavement. However, the dimensions in the Standard are generous, and the current parking arrangement is functional, so we support the ongoing use of 45 degree angled parking with some modification.

First, we recommend all spaces in the Town Centre be line marked, as is typical of any high-use area. Second, we recommend concrete wheel stops be installed to prevent excessive vehicle overhang of the pavement.

Separately, as part of the works we also recommend a change to nose-in parking be explored. This could occur at the same time as striping spaces.

Rear-in parking is safer for cyclists and passing vehicular traffic, as cars exiting spaces have better visibility, as well as for loading/unloading from the rear of the vehicle. However, it also results in the greater overhang mentioned above as well as tailpipe emissions being directed towards pedestrians, shopfronts and outdoor dining. Nose-in parking avoids these issues and is safer for pedestrians on the footpath. The impact on through-traffic is similar: rear-in arrangements slow traffic more when manoeuvring into the space, whereas nose-in slows traffic more on exiting.

Note that, given the safety implications for cyclists, if nose-in parking is introduced it would ideally be paired with the delivery of protected bike lanes in order to provide a safe alternative route.

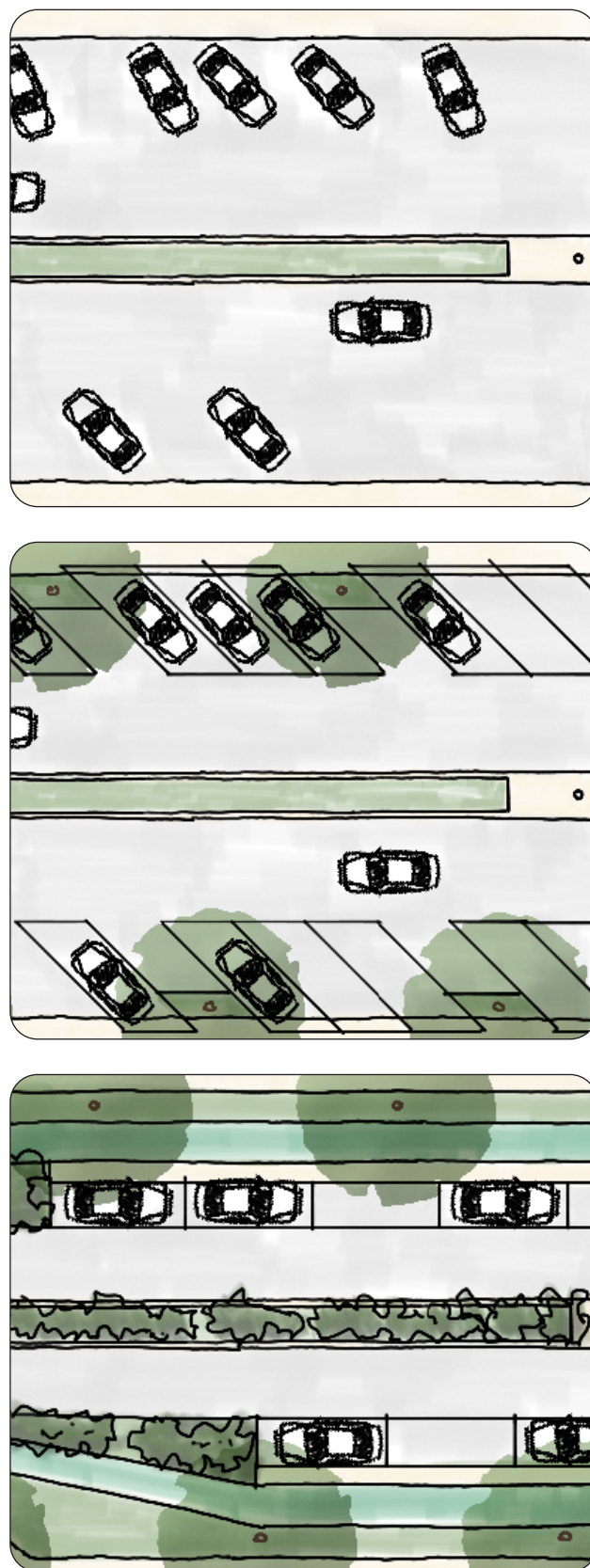


Figure 32: Progressive design of Bathurst streets

OFF-STREET PUBLIC PARKING

There are number of publicly owned off-street parking lots within the Study Area, some of which will be affected by the master plan proposals.

TOWN SQUARE LOTS

There are three separate car parks within the Town Square, owned by the BRC and the Anglican Cathedral, which are a mix of public parking and dedicated/permit parking. In the proposals for the Town Square, two of these lots are replaced by new buildings.

Noting that the public parking component of the Town Square parking has extremely low occupancy rates (0-25%), as measured in the BRC Street Parking Audit, we have recommended this lot be made permit-only, instead used as dedicated parking from the Cathedral and any other adjoining businesses. This will allow the reduction of surface area dedicated to parking within the Town Square block.

RANKIN STREET CAR PARK

The Rankin Street car park is currently unrestricted parking, and consequently has a very high occupancy rate. Given its position within the retail core, directly off George Street near Howick, we recommend this car park be time restricted to encourage greater turnover. This may require replacement of the all-day spaces in an alternative location, such as the expanded George Street lot or the proposed Carrington Park lot.

The Rankin Street Car Park has also been identified as one of the sites on this block that could combine to create mid-block laneways to divide the block into quadrants. It is expected that these laneways can be achieved without any significant loss in the number of parking spaces in the Rankin Street lot, as they will largely replace drive aisles.

GEORGE STREET CAR PARK

The George Street Car Park is prime land in the CBD held in public ownership, and consequently has been identified as a potential development site. It is also an optimal location for public parking, providing easy access to George Street without creating any negative visual impact due to its mid-block location. Several options for this site are identified in the Key Opportunity Sites chapter, most of which will increase the provision of public parking.

CARRINGTON PARK

External to this project, a new off-street parking lot has been proposed at Carrington Park. Given the community focus on protecting the total supply of public parking, we have supported this new lot in the master plan. Parking can be installed here at relatively low cost, with surface parking filling the flat empty portion of the northern end of the site between two lines of mature trees.

The Carrington Park lot would mean there are large Council-owned public parking lots at opposite ends of the Town Centre with less than a 10-minute walk between them.

Beyond everyday use, the lot is also appropriate as Carrington Park is a Council-owned regional-standard sports venue, meaning the parking can be validated by events crowds. The Park has a total capacity of 13,000, including an 1,100 seat grandstand facing a multi-use rectangular show field with broadcast standard lighting that has been used for NRL and A-League Football matches.

ESTIMATED IMPACT OF MASTER PLAN PROPOSALS ON PUBLIC PARKING

As identified, the need to maintain or even expand publicly funded parking in Bathurst is a commonly and strongly held view amongst much of the community as well as by business and property owners in the CBD. These views should be heard and respected, without restricting Bathurst from making improvements to its CBD.

The table below has been prepared to confirm that Council can continue to prioritise public parking investment alongside city improvement works. The estimates show that there are options to sufficiently increase supply to offset any loss from the proposals in this master plan.

As will be discussed in the 'Implementation' chapter, master plan projects can be paired with supply increases to maintain the existing number of public spaces at any one time.

Both the existing and proposed spaces listed below are high level estimates. The existing spaces are from the BRC Annual Street Parking Audit based on kerb measurements, and the proposed spaces tally is derived from a sketch master plan that includes bike lanes on Keppel and William.

ON-STREET	Keppel & Russell		Russell & Howick		Howick & Durham		SUBTOTAL		CHANGE
	existing	proposed	existing	proposed	existing	proposed	existing	proposed	
Rankin	outside study area		63	51	43	60	106	111	+5
George	96	51	80	51	52	46	228	148	-80
William with Bike Lane	92	44	59	35	64	37	215	116	-99
Bentinck	outside study area		13	22	0	0	13	52	+9
	Rankin & George		George & William		William & Bentinck		SUBTOTAL		
	existing	proposed	existing	proposed	existing	proposed	existing	proposed	
Keppel with Bike Lane	outside study area		88	56	outside study area		88	56	-32
Russell	77	88	41	78	58	47	176	213	37
Church	n/a		55	38	n/a		55	38	-17
Howick	62	82	79	38	46	26	187	146	-41
OFF-STREET							existing	proposed	
George Street Council Car Park Car Park, Mixed-Use Option. <i>Public Car Park Option could provide an additional 200 public spaces not shown.</i>							321	400	+79
Rankin Street Council Car Park							104	104	-
New Carrington Park Council Car Park								165	+165
							1493	1549	+26

6.8 PROPOSED STREET DESIGNS

Indicative designs are provided for all streets in the Town Centre except the Highway (Durham Street) for which no changes are proposed. The designs could also be considered for extension through to the streets surrounding the Centre, outside of this master plan's study area.

The street designs aim to:

- Create a safer environment for all road users.
- Provide pedestrians with priority and better ease of navigation.
- Locate new street trees, variously in the footpath, parking or median zones.
- Facilitate the expansion of the local bus network.
- Facilitate the build out of the Bathurst bike network.
- Improve the aesthetic of the Town Centre.

As well as these improvements in amenity and aesthetics, we believe that redesigning city streets will have a number of benefits for the Bathurst Town Centre:

- By allowing parking supply to be more evenly distributed over the study area, overall demand can continue to be met even as road reserve area in key areas is transitioned to place-contributory features such as trees, café tables and wider footpaths.
- Expanding foot traffic will then increase viability of retail and service businesses that are further from the main crossroads of William and Howick.
- A corresponding reduction in 'cruising' driver behaviour can be expected to significantly reduce traffic in and around the CBD.

Street designs are displayed in order of north to south, then east to west. As will be discussed in the Implementation chapter, changes to streets can be introduced using a staged program with changes been made in a low-cost way which can be reversed following community and business feedback.

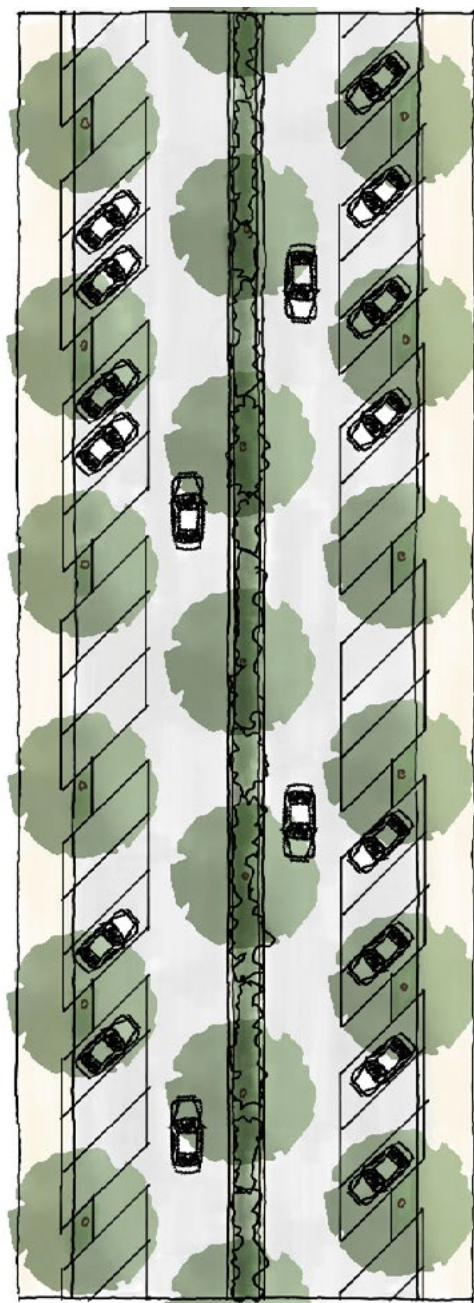
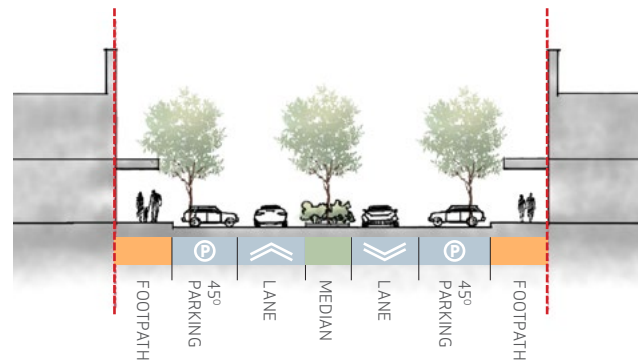
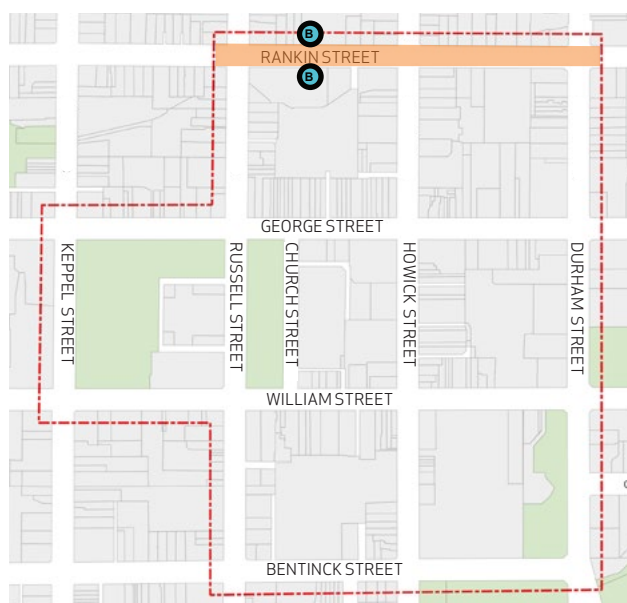
RANKIN STREET

Rankin Street has been designated as a Neighbourhood Street, as it currently has a similar character of the surrounding residential neighbourhoods, rather than being perceived as part of the Town Centre. Although the RSL, police station and IGA front onto Rankin Street, it should be regarded as a transition street rather than attempting to create a main/commercial street character.

The design here shows:

- Street trees within road reserve, replacing every fourth car space.
- Additional street trees in median.
- Pedestrian crossings at intersections (roundabouts).
- Bus stops are recommended on both sides of Rankin Street alongside the RSL (this includes the relocation of an existing one-way stop on the eastern end of Rankin before Durham).
- Line-marked 45-degree spaces with concrete wheel-stops.

Figure 33: Rankin Street Redesign



GEORGE STREET

George Street is Bathurst's second Main Street, after William. There are no access points to any of the main internal retail centres, with George Street instead occupied with mostly smaller shops including bars, cafés and restaurants.

The design for George Street shows:

- Street trees within road reserve, replacing every fourth car space.
- Raised 'wombat' pedestrian crossings at mid-block.
- Pedestrian crossings at existing roundabout intersections, before longer term replacement with four-way intersections.
- Four way pedestrian crossings at signalised intersections.
- Line-marked 45-degree spaces with concrete wheel-stops.
- Central/median loading zones.

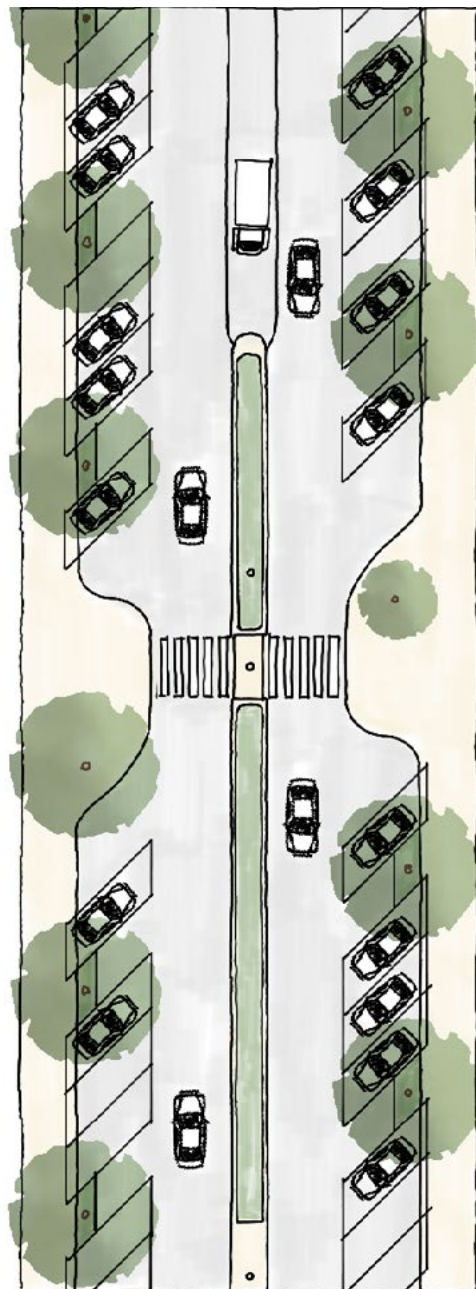
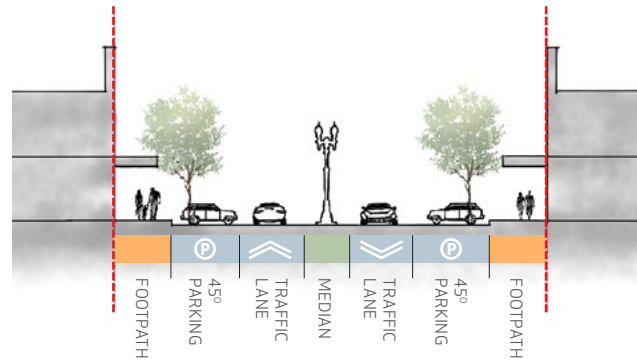


Figure 34: George Street Redesign



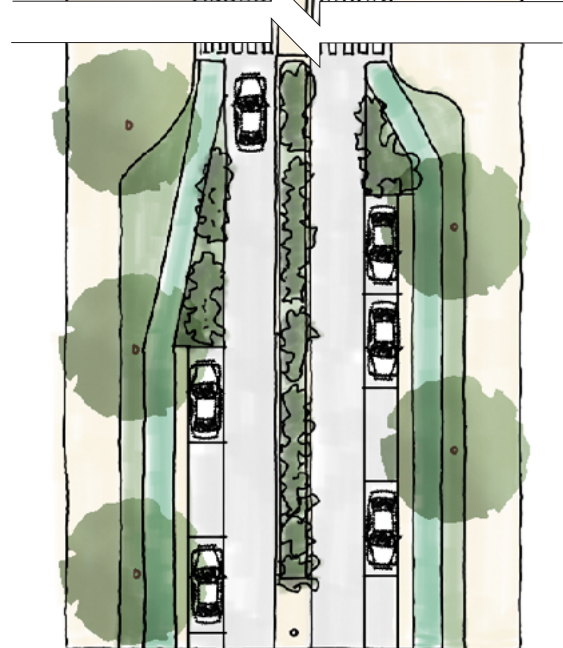
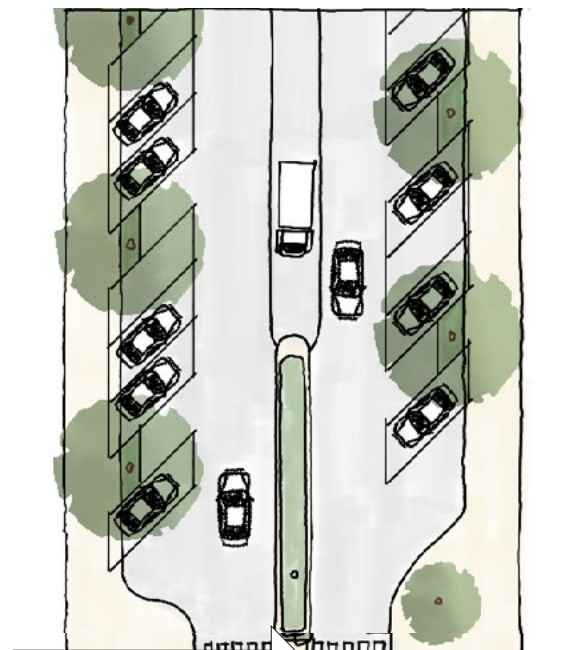
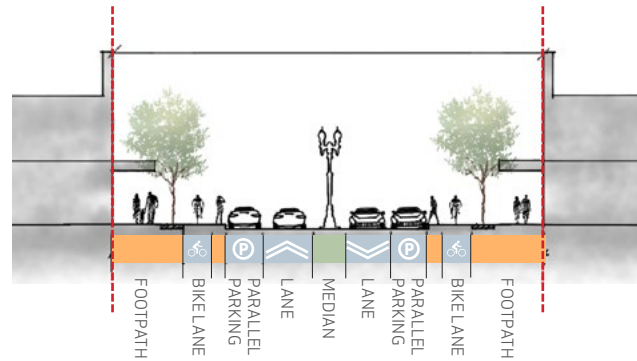
WILLIAM STREET

William Street is the Main Street of Bathurst, with access routes into all three retail centres and continuous shopfronts along its length. The Bathurst Bike Plan shows a protected cyclist route on William, which is supported by this master plan while noting alternative routes may also be appropriate.

The design for William Street shows:

- Street trees within road reserve, replacing every fourth car space.
- Raised 'wombat' pedestrian crossings at mid-block.
- Pedestrian crossings at existing roundabout intersections, before longer term replacement with four-way intersections.
- Four way pedestrian crossings at signalised intersections.
- Line-marked 45-degree spaces with concrete wheel-stops.
- Central/median loading zones.
- Tree pits located to support future bike lanes, or confirmation of William Street bike lane option.

Figure 35: William Street Redesigns
(top) without bike lane; (bottom) with bike lane



BENTINCK STREET

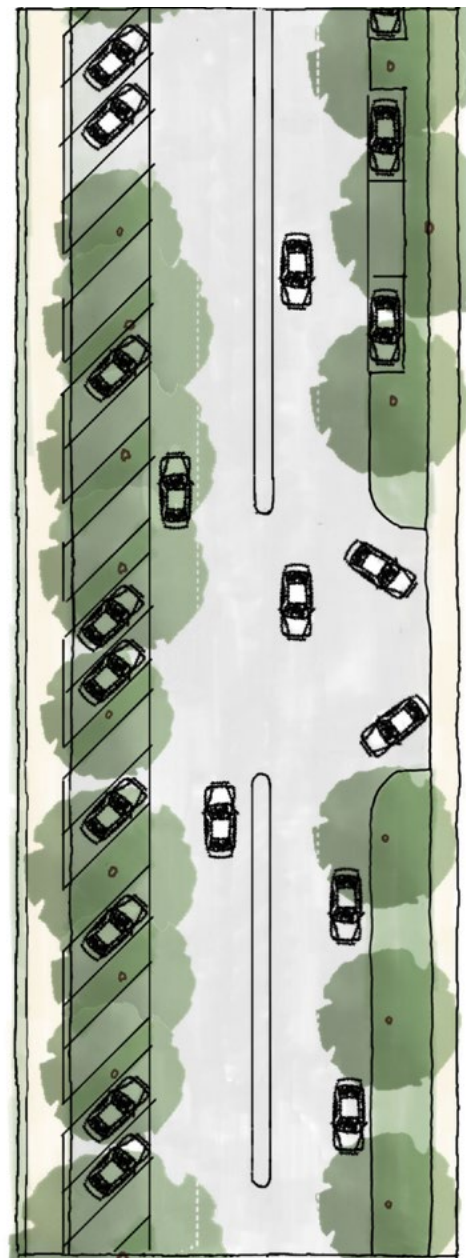
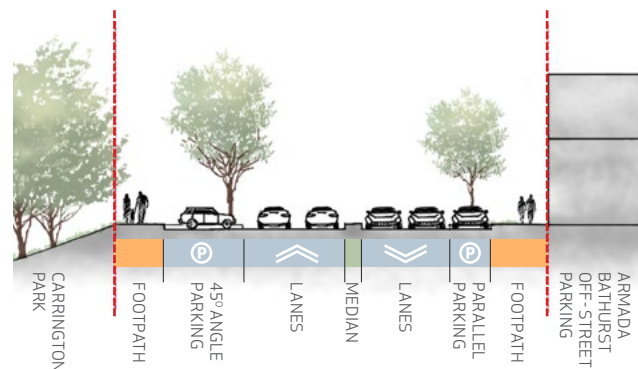
Bentinck Street is a state classified Collector Road bounding the southern extent of the Town Centre. A small number of heritage properties along Bentinck are dominated by block-length, multi-level stretches open car park, service areas and blank walls of the two largest retail centres in Bathurst. There are several travel lanes in both directions, including very long turning lanes, and less parking than on most other streets in the Town Centre. There is also a short disconnected stretch of painted bike lane.

The Bentinck Street design shows:

- Increased landscape strip to support additional canopy trees to screen the shopping centre walls.
- Additional 45-degree angled or parallel parking between trees on the southeast end of the street.

Note that, as a classified road, any changes would need to be designed and undertaken by RMS, rather than BRC. Council can, however, advocate for a more contributory street design that better responds to its context.

Figure 36: Bentinck Street Redesign

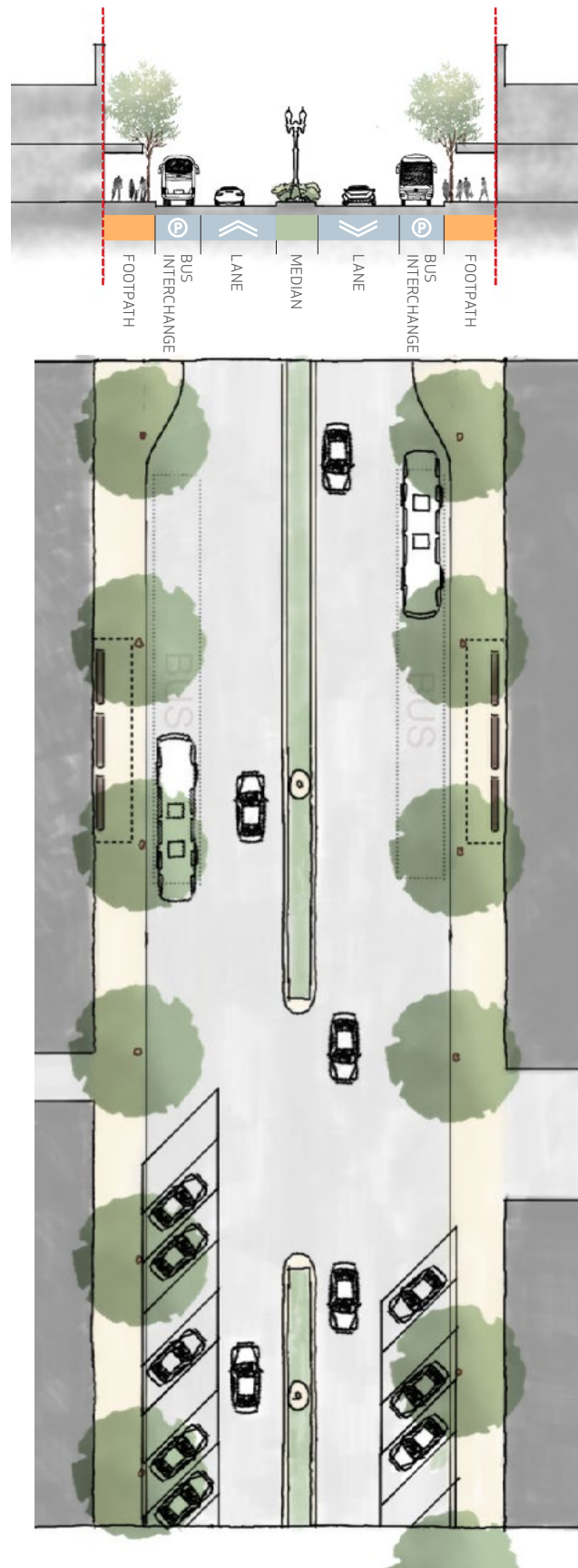
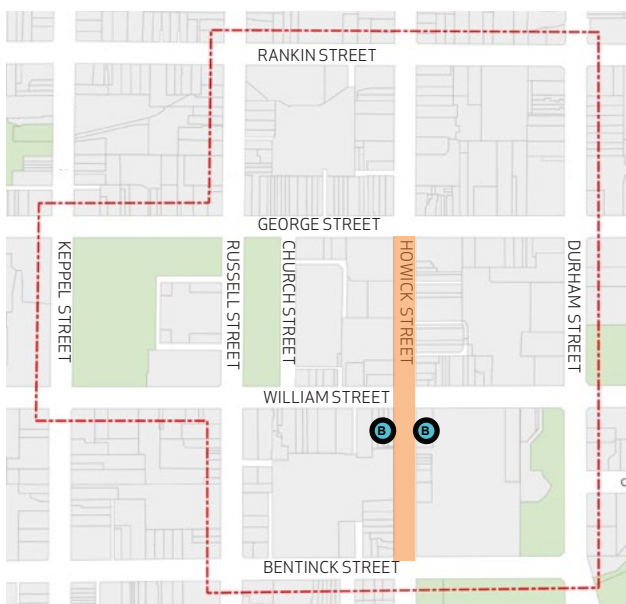


HOWICK STREET SOUTH

Howick Street connects the two main streets of William and George, with the two central entrances into the larger retail centres facing onto it. The Master Plan also designates Howick as a Main Street from Bentinck to George Streets, due to its role in connecting the key blocks of the Town Centre. Consequently, the Howick Street design shows:

- The extension of replica Lamp Standards down the central median of south Howick Street.
- Duplication of bus stop on eastern side of the street, to support two-way bus services in Bathurst.
- Street trees within road reserve or footpath zone, depending on area.
- Raised 'wombat' pedestrian crossings at mid-block.
- Pedestrian crossings at intersections with roundabouts.
- Four way pedestrian crossings at signalised intersections.
- Line-marked 45-degree spaces with concrete wheel-stops.

Figure 37: Howick Street Redesign



CHURCH STREET

Church Street is identified as a Shared Zone, with a design that seeks to visually bind the Town Square to the King's Parade. The design shows:

- Raising of road level to create a kerbless surface from the Town Square Block to the King's Parade.
- Painted or paved surface to delineate shared area of road reserve, in common with Russell Street, Ribbon Gang Lane, and mid-block laneways in the Town Square block.
- Coach bays facing both travel directions.
- Taxi ranks facing both travel directions.
- Parallel on-street parking.
- Interspersed street trees within road reserve.
- Removable bollards at both ends of the street, to support regular street closure for events.

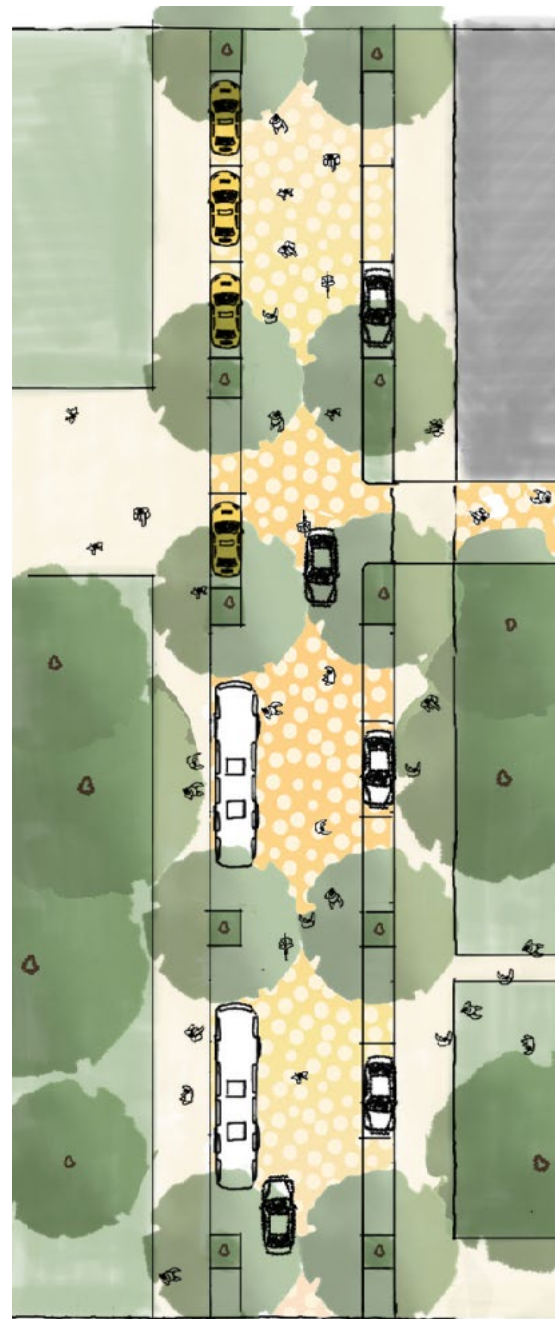
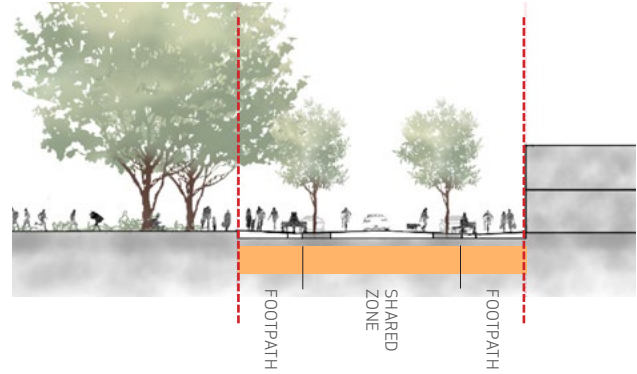
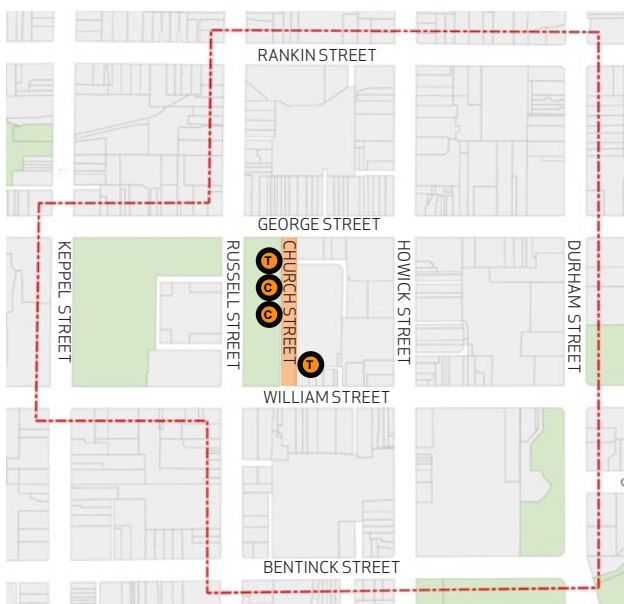


Figure 38: Church Street Design

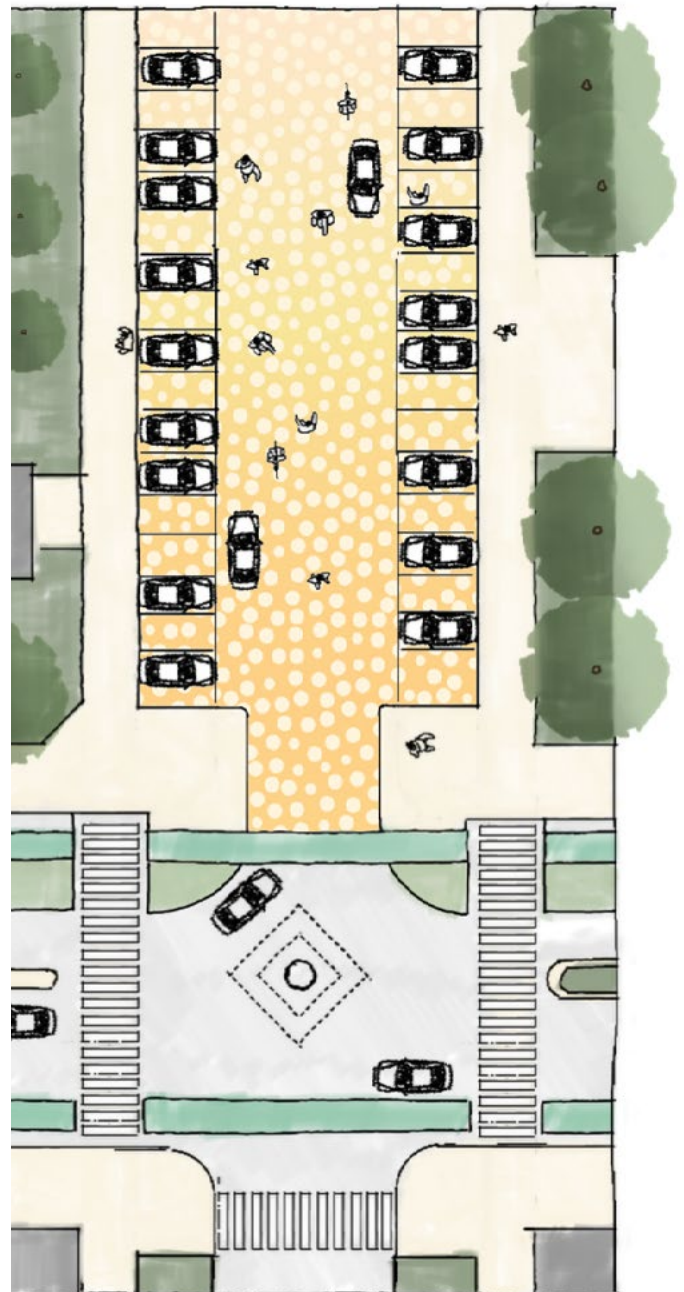
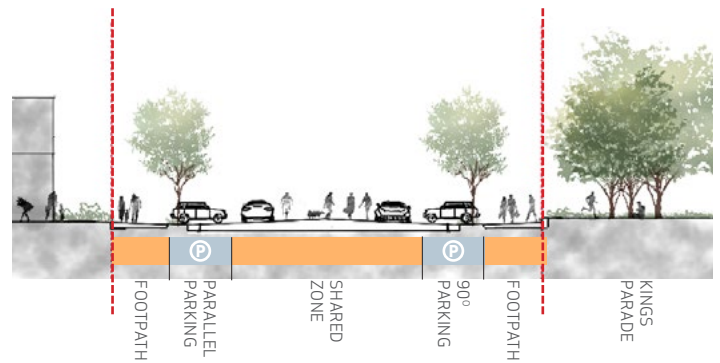


RUSSELL STREET SHARED ZONES

As well as the partial closure of Russell Street outside the Bathurst Court House, the north and south ends are identified as Shared Zones. These will effectively act as surface parking lots, as well as maintaining access to the Bathurst Council building and three sides of the Court House. The design shows:

- Raising of road level to create a kerbless surface from the Town Square Block to the King's Parade.
- Painted or paved surface to delineate shared area of road reserve, in common with Church Street, Ribbon Gang Lane, and mid-block laneways in the Town Square block.
- 90-degree on-street parking.
- Removable bollards at both ends of the street, to support regular street closure for events.
- Removal of bus stop and relocation of coach parking to Church Street.
- Relocation of taxi rank to an expanded rank on Church Street.

Figure 39: Russell Street Shared Zones Design



SLOW STREETS: RUSSELL ST NORTH, RUSSELL ST SOUTH & HOWICK ST NORTH

Russell Street North, Russell Street South and Howick Street North are identified as Slow Streets, where the design speed of traffic is to be reduced allowing median 90-degree parking and public street parking increased. The design shows:

- Kerb-side street parking adjusted from 45-degree to parallel alignment.
- New row of central 90-degree all-day parking spaces.
- Line marking of all spaces.
- Street trees interspersed between every two parallel spaces and approximately every sixth parallel parking space in the median.
- Raised 'wombat' pedestrian crossings at mid-block.
- Pedestrian crossings at intersections with roundabouts.
- Four way pedestrian crossings at signalised intersections.

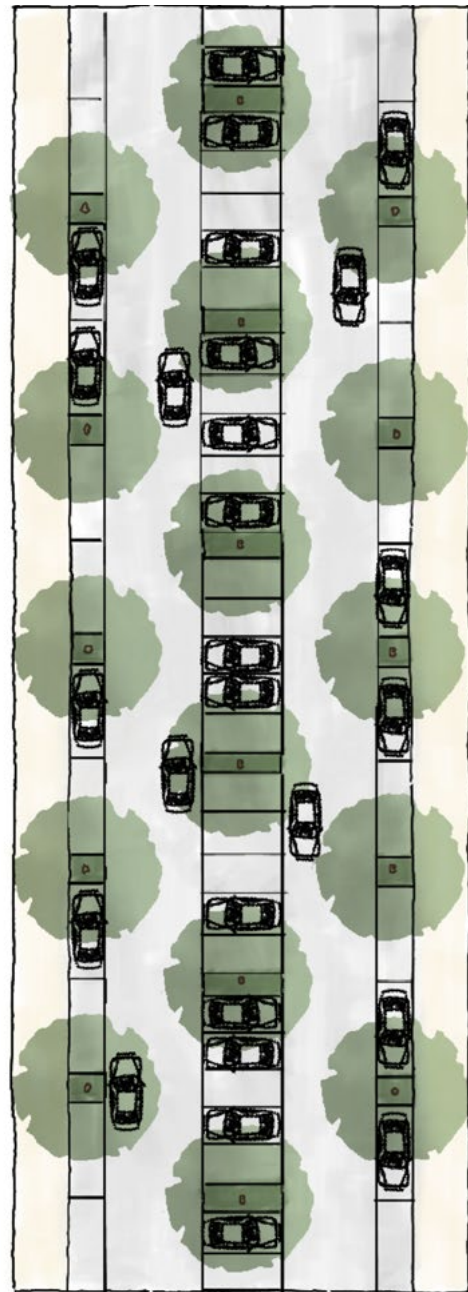
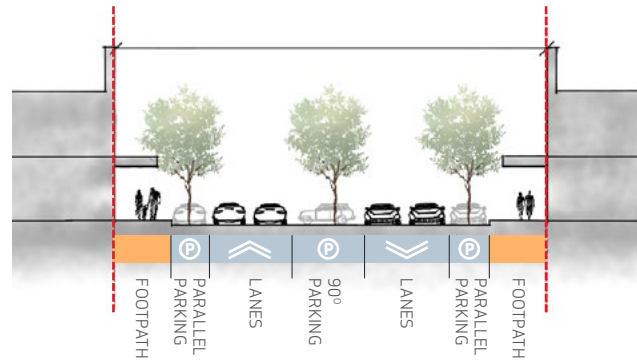


Figure 40: Russell Street N & S, Howick St N Design

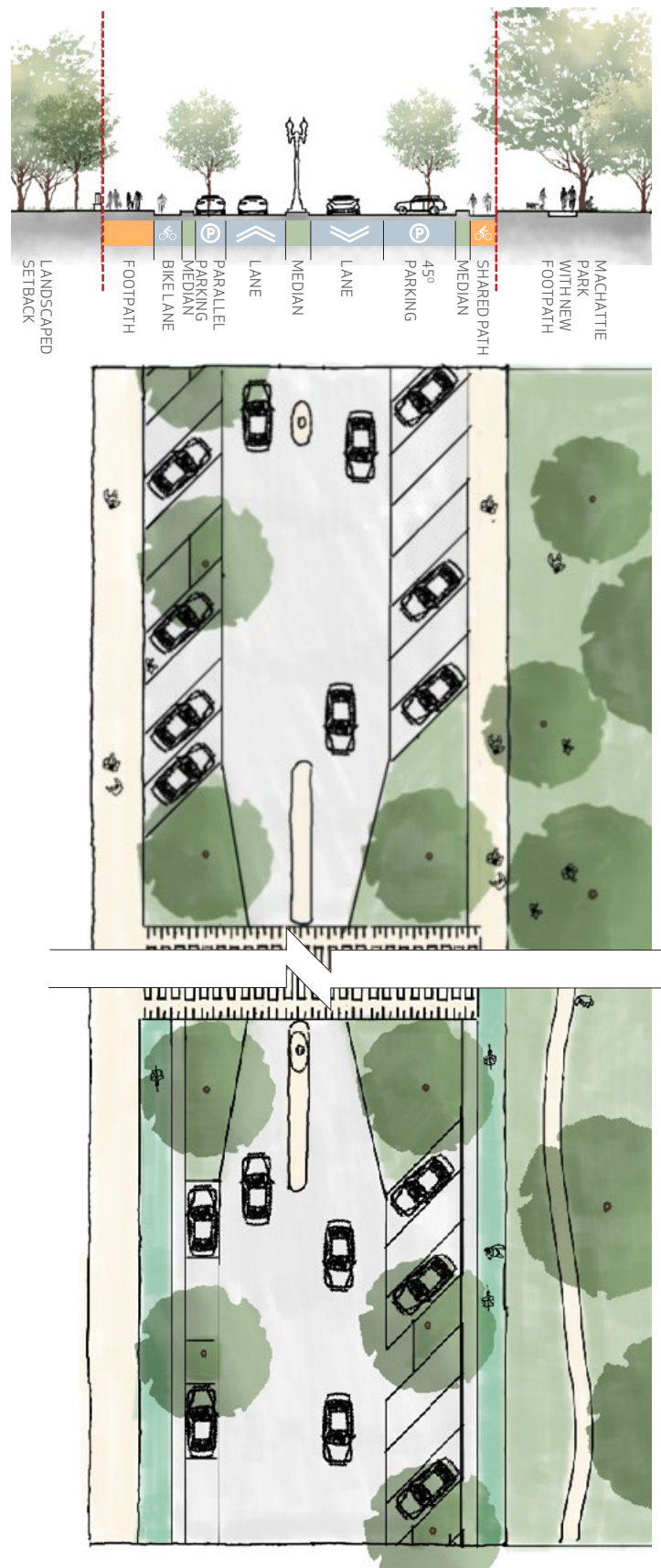


KEPPEL STREET

Keppel Street is regarded as Bathurst's third Main Street; the spine of the city's other commercial neighbourhood with retail, bar/restaurant and service businesses lining both sides of the street. Within the study area, the street design is largely focused on accommodating the proposed bike lanes while retaining parking. All-day parking currently provided on Keppel is replaced by the new central parking in Russell St North & South and Howick St North. The design for Keppel St shows:

- 2m-wide protected bike lanes.
- Western bike lane located between parking and footpath with 1m buffer for doors and unloading.
- Eastern bike lane replaces the footpath, with a 1m buffer zone including raised kerb separating cyclists from parked or parking vehicles.
- Eastern street parking remains at 45-degrees.
- Western street parking modified to parallel.
- Eastern footpath relocated to Machattie Park.
- Street trees added to both sides of the street.
- Raised 'wombat' pedestrian crossings at mid-block.

Figure 41: Keppel Street Design







7.0

KEY
OPPORTUNITY
SITES

7.1 BATHURST GATEWAY PROJECT

The Haymarket Reserve and adjoining areas are proposed to be upgraded to create a formal gateway to Bathurst, welcoming visitors – both residents and tourists - into the city. This project will involve several projects:

Haymarket Reserve is a park on Crown Land on Durham Street/the Great Western Highway. Bathurst Regional Council is its land manager. The heritage-listed Former Ambulance Station fronting the Reserve is in Council ownership. Together, the Reserve and the Ambulance Station represent the only stretch of Bathurst's entry street with any positive aesthetic quality. The rest of Durham Street is occupied by highway-servicing tenancies such as fast food and service stations, which do not provide a sense of arrival or even indicate to a visitor that they are passing by the centre of Bathurst.

The Bathurst Gateway Project seeks to remedy this issue using several related projects:

- Adaptive Reuse of Ambulance Station
- Extension of Haymarket Reserve Across William Street
- Bathurst Welcome Sign
- New Public Laneway between William and Bentinck Streets
- Partial redevelopment of Armada Bathurst

ADAPTIVE REUSE OF FORMER AMBULANCE STATION

The Former Ambulance Station is the only building on the highway that gives passersby a sense of the built quality of the city within, and we recommend it be used to signal the beginning of the Town Centre and provide information to visitors.

This master plan generally does not attempt to direct tenant types for public buildings, as BRC has a number of vacant heritage items in their ownership and the ultimate use of each will generally be reliant on securing a paying tenant and/or funding partner. However, in the case of the Ambulance Station we do recommend that at least part of the building be occupied by a welcome station that provides visitors on foot some direction on how to navigate the city. This is to enshrine its role as an entrance to the city.

EXTENSION OF HAYMARKET RESERVE

Extending the Reserve so that it fronts both sides of William St will further the new gateway image of Bathurst, with parallel public spaces inviting visitors to enter down the main street.

Currently, this prime gateway corner site is occupied by a petrol station, as well as a line of food outlets that face onto the petrol station car park (within the same land parcel). We support the retention of food outlets here, but recommend that the petrol station is replaced with public open space to create the entrance to Bathurst outlined above. There are also a number of highway-oriented fast-food outlets directly north of the petrol station. As part of the transformation of this area, we recommend these outlets also be amalgamated and redeveloped into a building that can make better use of its new frontage onto a public open space.



Figure 42: Indicative massing of contributory facade changes to Armada Bathurst



BATHURST WELCOME SIGN

A large city branding installation is proposed as part of the works in Haymarket Reserve. This project involves three dimensional lettering that reads 'b a t h u r s t' positioned in front of the Former Ambulance Station.

The intention of the sign is to provide a single postcard image for Bathurst that includes part of its built heritage, as an additional brand for Bathurst other than the motor racing imagery that currently dominates mass media depictions of the city. Per the experience of the 'I amsterdam' and numerous other city signs throughout the world, the Bathurst sign is expected to become part of visitor photos – always with the Ambulance Station in the background – and eventually become part of Bathurst's visual brand.

The sign will also identify the gateway to the Town Centre. Currently the view of Bathurst to visitors arriving (or bypassing) Bathurst via the Great Western Highway from the west is largely highway-oriented fast food, petrol stations and the Armada Bathurst loading dock ramp. Haymarket Reserve and the Former Ambulance Station within it are the two positive features at the gateway. The Bathurst sign will be oriented in this direction to capture the attention of drivers and, combined with other works proposed in this area, create a gateway to the centre.

'I AMSTERDAM'

CASE STUDY



The 'I amsterdam' sign was a set of large three-dimensional lettering that established a worldwide trend, with the sign itself becoming such a tourist draw-card that the letters were removed due to crowding. The case study is highlighted in particular because of its positioning in front of the Amsterdam's Rijksmuseum, with the heritage museum becoming part of tourist-taken media as being representative of the city.





Figure 43: Photomontage: Bathurst
Welcome Sign



ARMADA BATHURST

The Armada Bathurst shopping centre is on the southeast corner of the Town Centre, and consequently is the first part of the CBD visible to visitors to Bathurst arriving from the east. The shopping centre frontage on the east is an open-air ramp to the loading dock and rooftop parking, while the south presents a 120-metre length of open-walled car park below a 100-metre unarticulated upper level facade painted a consistent dark grey. Both are extraordinarily poor frontages that are detrimental to the pedestrian experience on Bentinck St as well as Haymarket Reserve, and present a negative image of the city from the main route of arrival.

NEAR-TERM MITIGATION

In the near-term, the presentation of Armada to people arriving in Bathurst could be improved through landscape screening and potentially public art. Along Bentinck St, street trees obscure much of the blank upper frontage. However, these begin some distance from Durham, meaning the loading dock is very visible from the highway. Additional trees should be planted within the existing landscape strip. The landscape strip may also be expanded via a reduction in lanes to allow a greater density of screening to further obscure the frontage.

The shopping centre façades should also be addressed by public art or by more contributory signage. Currently, the only feature on the facade is the Armada, Big W and Woolworths branding. This could be replaced by or added to with wall murals or city branding for Bathurst. Surface treatment should include the ground floor, with mesh or partial walls installed to reduce the visual impact of the car park when viewed from the street.

FUTURE REDEVELOPMENT

In the longer-term, any future redevelopment of the Armada Bathurst shopping centre should be required to replace the blank walls and service areas with contributory façades facing the Reserve. This would create a better entrance to Bathurst, improve the quality of Haymarket Reserve, and increase activity in the Reserve.

Redevelopment of the centre is possible, as at least one of its anchoring Discount Department Stores (DDS) is Big W, a poorly performing brands currently downsizing nationally. Until 2020 there was also a Target, another poorly performing DDS brand undergoing wide store closures, however this was replaced by a K-Mart which is considered a more stable DDS tenant. If the Centre wishes to downsize in future, alternative uses may be envisaged.

Using adjacent land owned by BRC and the Crown, a north-south mid-block laneway could be built to provide eastern street frontage to the Armada property. This would facilitate development of that edge of the shopping centre into more contributory uses. Based on the floor plans of Armada, it appears possible that a redevelopment of the centre could move the loading dock ramp - the worst attribute of the building from the city's perspective - slightly further west if the footprint of the DDS' are reduced. This could create a zone for new buildings fronting the Reserve. In the sketch here, two new buildings are shown, nominally a hotel or residential, with single aspect units facing northeast onto the Reserve.

However, it must be noted that the location of the Centre makes it relatively inappropriate for height and density changes, which would be required to incentivise its development. The Centre is therefore considered unlikely to be significantly improved in either the near or medium term.



Figure 44: Indicative massing of contributory facade changes to Armada Bathurst: contributory frontage as part of a redevelopment (top), and mitigating work through public art in the near-term (bottom).

7.2 GEORGE STREET COUNCIL CAR PARK

The George Street Car Park is a large publicly owned parcel of land occupying prime real-estate in the CBD and consequently is a strong candidate for several alternative options for redevelopment including increased parking supply, commercial office space, residential dwellings and/or a major public use.

The size of the site – approximately 100mx100m clear space – is sufficient to support almost any development type. Although it does not have any primary street frontage, laneway access is provided off George St (pedestrian only), Howick St and Russell St.

Currently, the site is used as a 330-space surface car park. Positioned in the centre of its block, the George Street Car Park has the advantage of being hidden from surrounding streets, allowing a large number of parking spaces to be provided without impacting the quality of the heritage streets. That parking is understood to operate largely at capacity by a specific group of users, which limits its utility to the larger public.

A number of options were explored in the master plan as to how BRC might gain greatest public benefit out of the public's land:

1. Change in operating model to service a wider user group
2. Expansion of the parking to service a wider user group
3. Partial sale of land to adjoining landowners
4. Residential development
5. Commercial office development
6. Mixed-use development
7. Public Building

These are described in detail in the pages that follow.

Although the mixed-use option has been used for the purposes of master plan summary graphics, **all seven options shown are supported by the master plan.**

1. CHANGE OPERATING MODEL

Given the prime position of this site in the CBD and the low turnover of its all-day spaces, we recommend that in the near-term the George Street Car Park be transitioned to a paid/ticketed parking lot with a free parking period.

The annual parking utilisation survey undertaken by BRC identifies that the George Street Car Park is operating at near capacity – with an average 90% utilisation rate and frequent periods of 100% utilisation. As discussed in the Streets & Transport | Parking chapter, high parking utilisation rates can contribute significantly to local traffic and this should be addressed.

Currently, most of the public parking is unrestricted with approximately 30% time-restricted to 4 hours. Anecdotally, we understand much of the unrestricted parking is occupied consistently from early morning through weekdays as it is used by workers in CBD businesses, whereas the 4-hour spaces are used primarily by patrons of the Bathurst RSL (the George Street Car Park is known locally as ‘the RSL Car Park’).

As well as allowing Council to generate an income stream from its asset (rather than a cost to the public, as it is currently), charging for parking after a free period will allow Council to better align the supply of public parking with demand at this location. Price bands can be progressively tested to give CBD businesses the option to continue to utilise the lot for all-day parking, while ensuring there are sufficient vacant spaces for visiting patrons of the Town Centre. It also allows Council to make commercial arrangements with the RSL and other adjoining businesses to extend the free parking period for their patrons.

2. EXPAND PUBLIC PARKING

If Council, either out of ratepayer preference or future need, wishes to provide additional or replacement public parking within the Town Centre, the mid-block positioning of the George Street Car Park is an optimal location to provide public parking without impacting the character of the city.

We urge any above-ground parking lots in Bathurst be developed with future adaptability in mind. The design life (that is, the time a building is expected to remain in place before being redeveloped or demolished) of any new parking building is at least 50 years, a period which is longer than all estimates of how long parking will remain a necessity. Transport for NSW notes most local and international forecasts expect 100% of new vehicle sales to be autonomous vehicles by 2056, including in regional areas. Autonomous vehicles are not expected to be held in private ownership in the way most cars are today, and will not require the convenience of a CBD parking lot.

AJ+C’s recommended future adaptability strategy is to design a car park that could transition to a large commercial office building in future. This limits the depth of the car parking structure and utilises a central access ramp designed to be removed to become a large atrium. Floor-to-floor heights are increased to allow floor surfacing and ceilings to be built-in at a later point, and structural support increased to accommodate the live loads of future office workers.

Noting community attitudes, we recommend any expansion of public parking be staged with street improvement works to ensure public parking is maintained. It is important, however, that the projects be explicitly tied together, so that a temporarily inflated figure does not become a new ‘floor’ that is then considered the minimum supportable parking in Bathurst CBD (as is the case today).

3. SALE TO ADJOINING LANDOWNERS

Partial sale of the George Street Car Park to adjoining landowners for use as their dedicated parking would generate capital for Bathurst Council to spend on other public works and reduce ongoing maintenance costs, while retaining sufficient land area to accommodate all other development options.

The adjoining Bathurst RSL, one of the largest venues in Bathurst, does not currently have any associated parking. A partial sale of the land to the RSL would allow this business to provide dedicated parking for its patrons, and benefit Council in the ways described above, without any measurable impact on the parking lot's current use patterns

The George Street Car Park site also adjoins a vacant car yard formerly known as Clancy Motors which is the current focus of development interest. The value of both the Clancy Motors site and the George Street Car Park would be significantly increased by their amalgamation, however previous negotiations between the two landowners were unsuccessful. If the Clancy Motors site is developed independently, as is currently envisaged, it will need to provide its full parking allowance within its boundaries. It may be that a partial purchase of the George Street Car Park or joint venture with Council may be more viable than providing parking with that footprint, again generating capital for Bathurst Council while reducing maintenance costs.

4. RESIDENTIAL DEVELOPMENT (OR SALE OF LAND FOR THAT PURPOSE)

Providing greater housing diversity in the CBD through medium-density residential development is encouraged, and the George Street Car Park has optimum dimensions for a medium-density residential development.

The sketch to the right shows:

- Increases the number of public parking spaces from 330 to 350 across two basement levels underground.
- Provides dedicated resident parking partially in the basement and partially above ground, with any above-ground parking concealed from the street by ground-floor residential properties.
- Allows for a perimeter lane maintaining existing and future rear access to properties on George, Russell, Rankin and Howick Streets.

A residential development on public land could be used as proof-of-concept that alternative housing options are supportable in Bathurst, which currently has very few apartments available. This would involve large cross-ventilated units with views over the city and shared amenities such as a private gym and a courtyard entertaining space, all within a short walk of all the Bathurst Town Centre.

Note that the 6-storey residential building height shown here will be discussed in a subsequent chapter of this report.

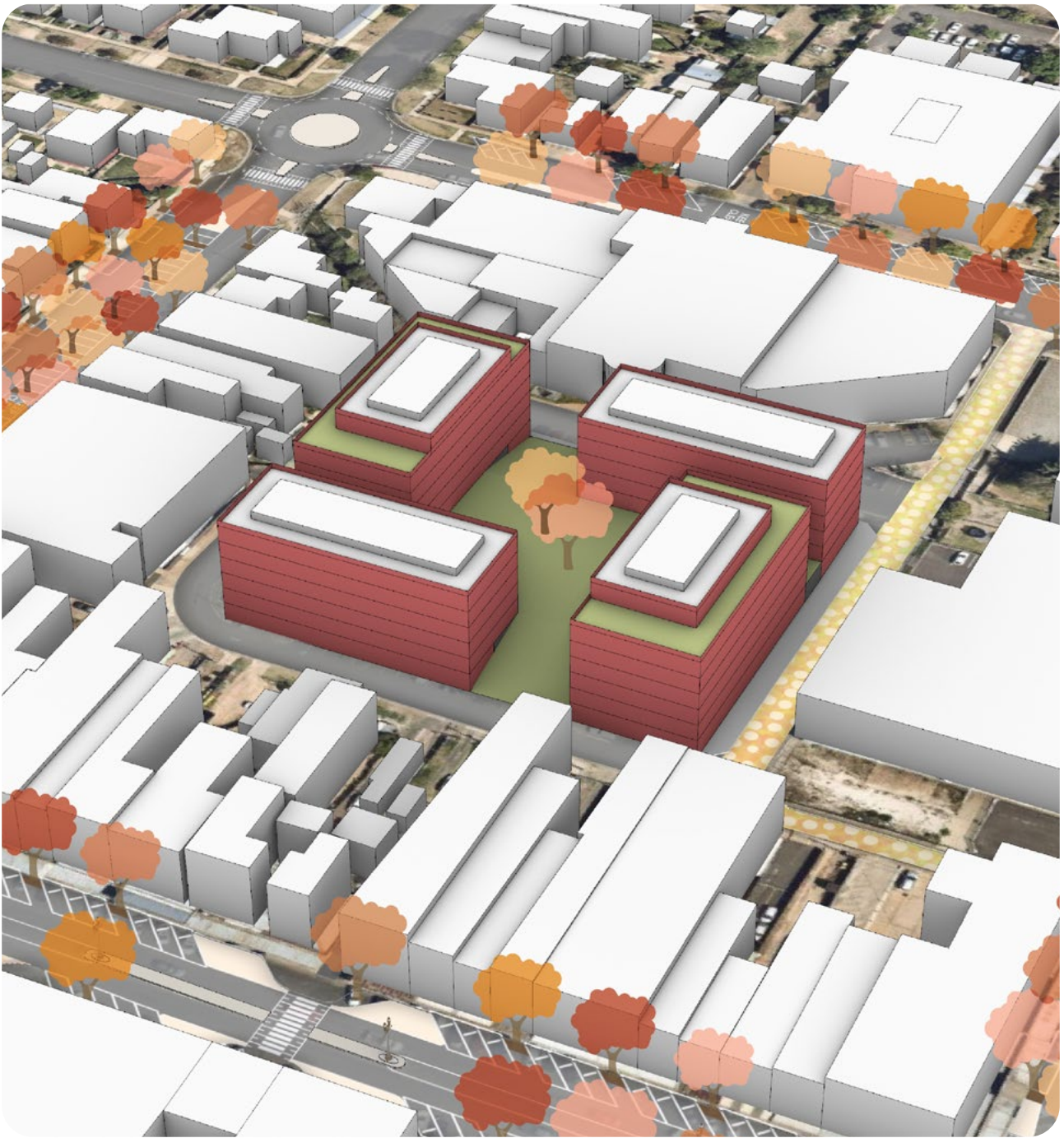


Figure 45: Indicative massing of residential development option for George Street Council Car Park

5. COMMERCIAL DEVELOPMENT (OR SALE OF LAND FOR THAT PURPOSE)

The Town Centre, as part of the larger Bathurst CBD, is the primary location of businesses in Bathurst. Subject to market demand, the provision of contemporary office space is therefore appropriate at the George Street Car Park.

The 100x100m clear dimensions of the Car Park would support one or more large-plate Class A Office Buildings that could either service multiple companies or, more likely, a single tenant such as a government department, education provider or large business. The NSW Department of Primary Industry, for example, moved 220 jobs to a new 4-storey 9245GFA office building constructed in 2020 on a similarly sized 100x100m site in nearby Orange, NSW.

6. MIXED-USE DEVELOPMENT (OR SALE OF LAND FOR THAT PURPOSE)

With 100x100 of unbuilt area, the George Street Car Park is by itself the size of a typical neighbourhood block in many cities and consequently could accommodate several functions together which would create a vibrant block-within-a-block. The sketch shown here, which is used as the basis for the master plan summary graphics, combines several of the uses identified in #2-#4:

- A commercial office building is located on the north-west of the site.
- A residential building is located on the eastern side of the site. (Alternatively, this could be designed as a serviced apartment building within the same footprint.)
- A linear park separates the office and residential, with opportunities for park-facing retail/cafés on the ground floor.
- Public parking is replaced and extended through basement as well as in an above-ground parking lot.
- Part of the parking lot would be dedicated for the commercial and residential/hotel uses.
- The above-ground parking lot is designed for future adaptability, allowing the commercial office building to extend to the south when the parking ceases to be required.

Note that the 6-storey building height shown here will be discussed in a subsequent chapter of this report.

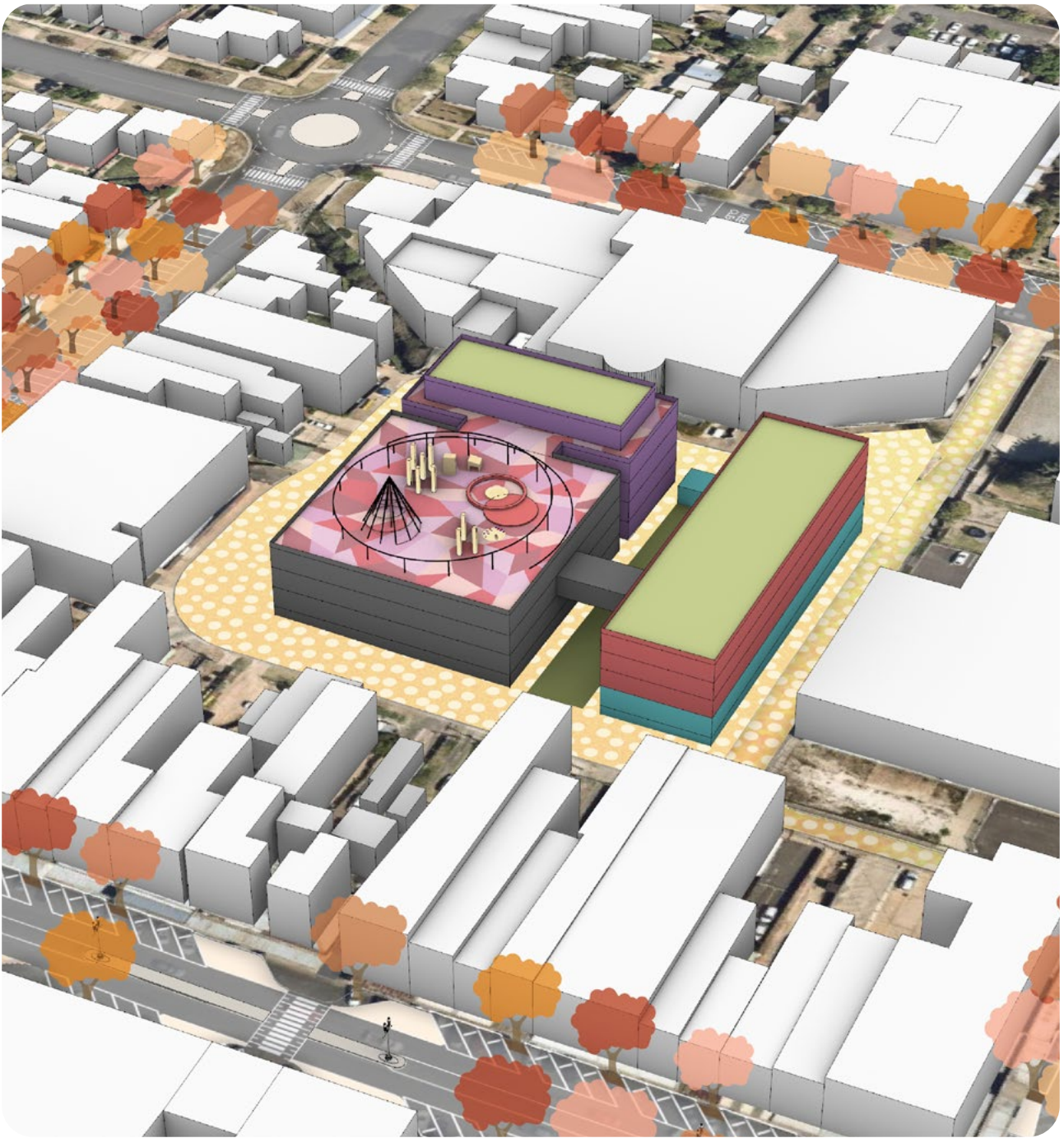


Figure 46: Indicative massing of mixed-use development option for George Street Council Car Park

7. PUBLIC BUILDING, SUCH AS A PERFORMING ARTS CENTRE

An alternative option was also reviewed in which the George Street Car Park is used as the site for a new publicly-funded Performing Arts Centre and Conference Facility. This would replace BMEC, with that building redeveloped to provide room for the expansion and consolidation of the Bathurst Regional Council Offices, which are currently split over two locations.

BMEC is considered to be nearing the end of its operating life, and its relocation and potential expansion is being considered in a separate Next Practice Performing Arts Study commissioned by BRC. The Next Practice Performing Arts Facilities Needs Analysis undertaken for that study, which does not investigate potential site selection, outlines a potential future brief for a centralised performing arts facility in Bathurst that includes:

- 600 seat Proscenium Auditorium
- 60-100 seat Intimate Performance Space
- 100-300 seat Studio Theatre & Civic Space
- 200 seat Rehearsal Room
- 250-1000 person Outdoor Space
- 70-150 seat Café
- Conference Rooms & Training Spaces
- Creative Office Space
- Maker Space & Digital Facilities

The sketch shown here is undertaken only to confirm the viability of the George Street Car Park as a potential site. It is based on the footprint of a comparably scaled regional facility, the Shoalhaven Entertainment Complex, and does not reflect the exact brief above.

During stakeholder engagement, the consultant group undertaking the Next Practice Performing Arts Study identified prominent street frontage as a key requirement of site selection. This is partly addressed in the sketch shown here by construction of a portal at Machattie Lane, which has recently been pedestrianised, however it remains a concern and does reduce this site's suitability.

An alternative site identified in the Town Centre study area is the Council Chambers building, which adjoins BMEC and contains theatre space shared by BMEC. This would require Council moving to an alternate, larger building. We recommend Council remain in the 'Civic Heart' block, such as taking over the leases of the Post Office Building (which is in Council ownership) and potentially the upper floors of the Telstra Exchange (currently empty).

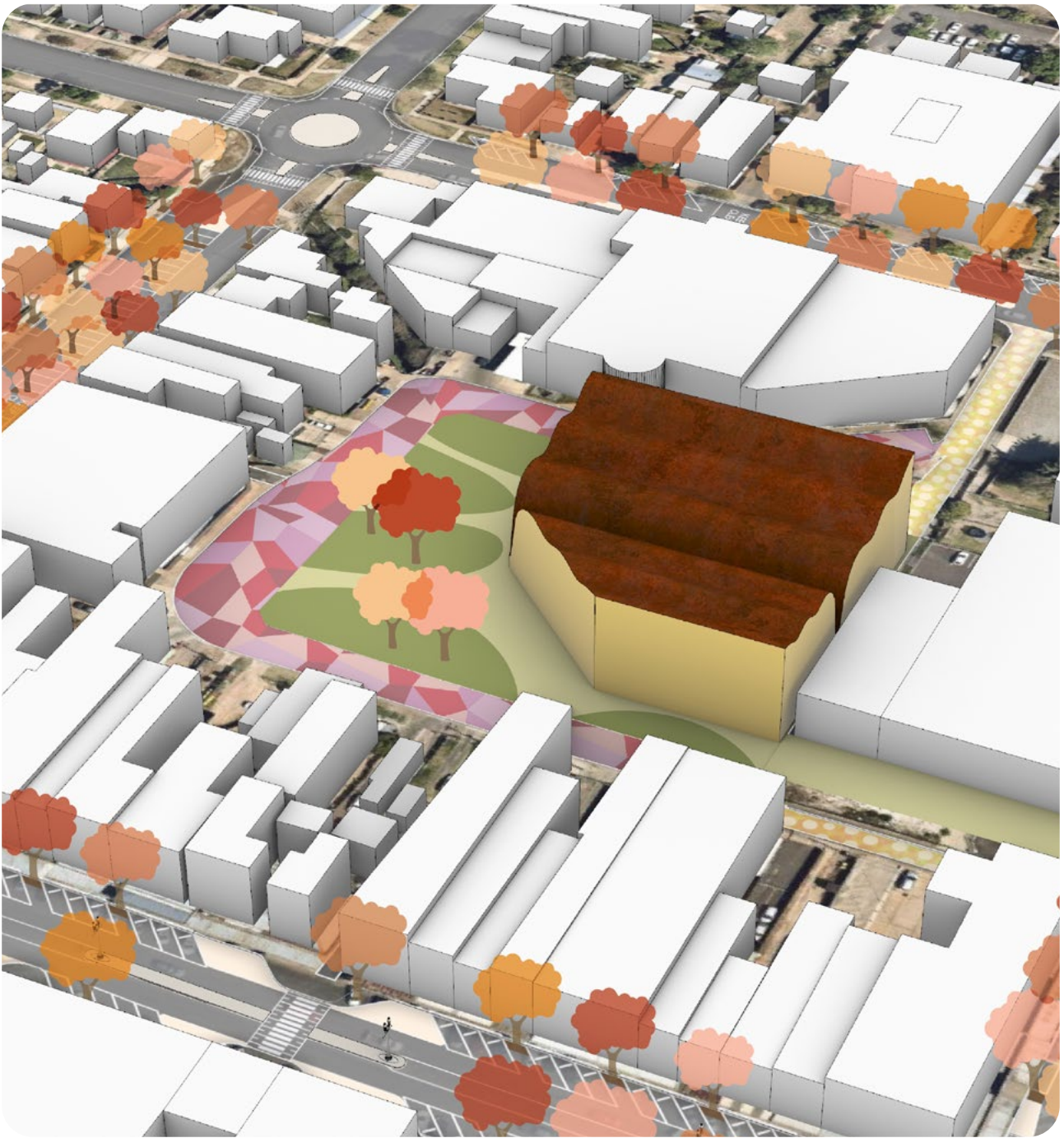


Figure 47: Indicative massing of Performing Arts Centre
option for George Street Council Car Park

7.3 CIVIC HEART PROJECT

MACHATTIE PARK TO THE TOWN SQUARE

A number of proposals in this master plan are designed to link Machattie Park via King's Parade and Church Street to a redeveloped Bathurst Town Square, together creating a continuous, legible and highly usable civic heart for Bathurst.

First, the proposed Russell Street Events Space will create a new public plaza through the partial closure of Russell Street where it adjoins the Bathurst Court House. This will connect Machattie Park to King's Parade. The northern and southern ends of Russell Street will remain open to traffic but will become paved shared zones, raised to the level of King's Parade without dividing kerbs.

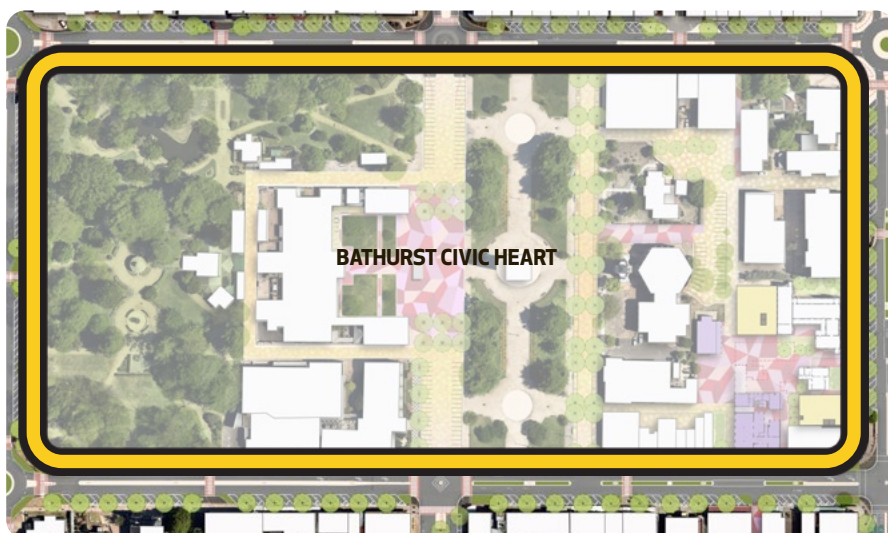
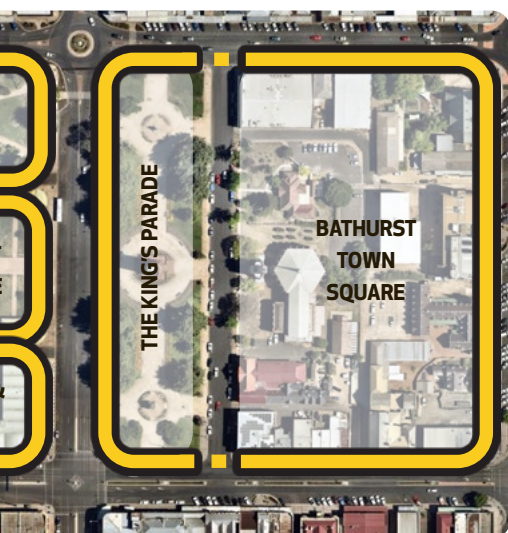
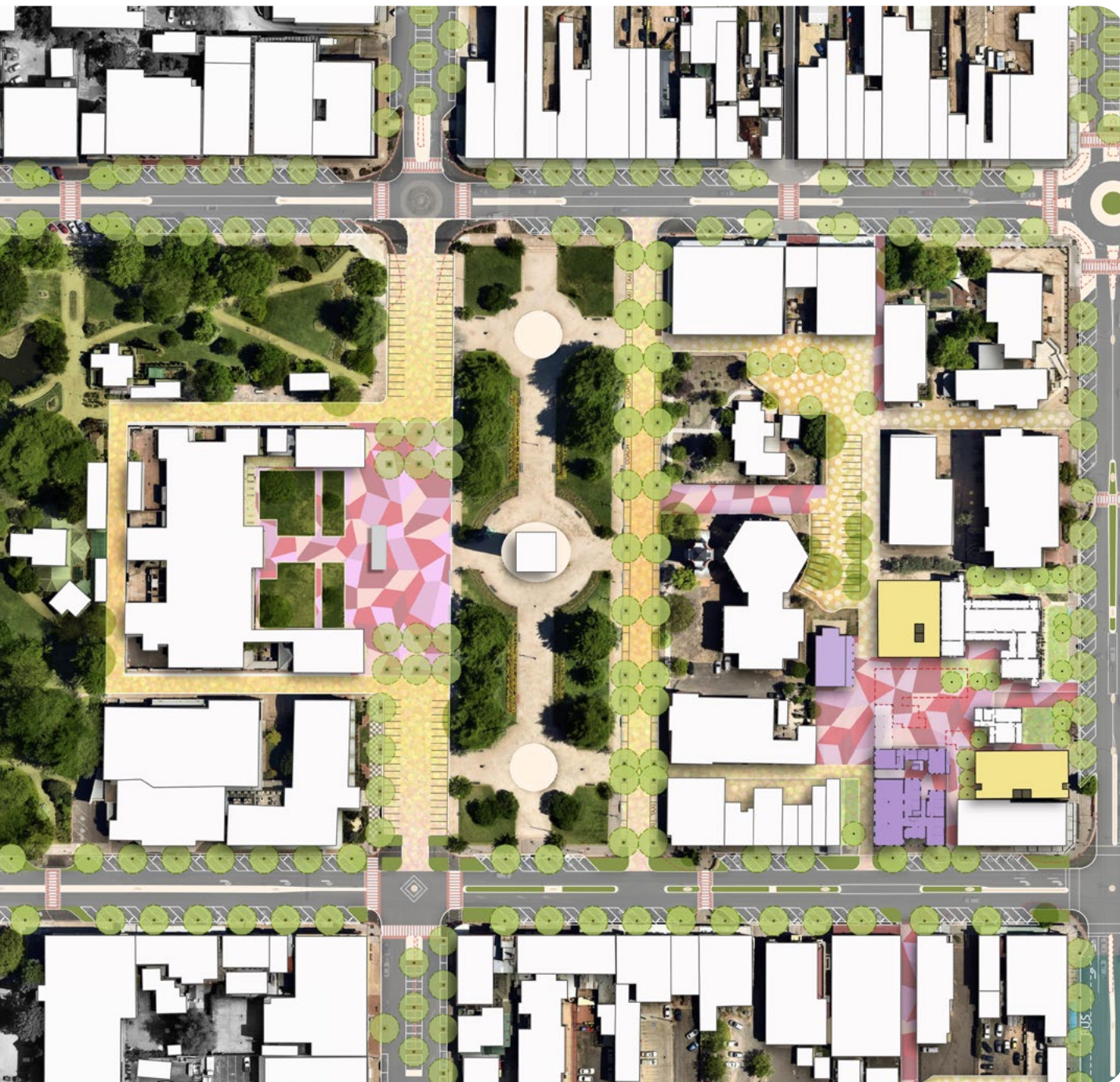
Second, Church Street, along the eastern edge of King's Parade, will also become a shared zone, with the street level raised to that of King's Parade. This will allow pedestrians to walk from Machattie Park to the Bathurst Town Square with constant right-of-way.

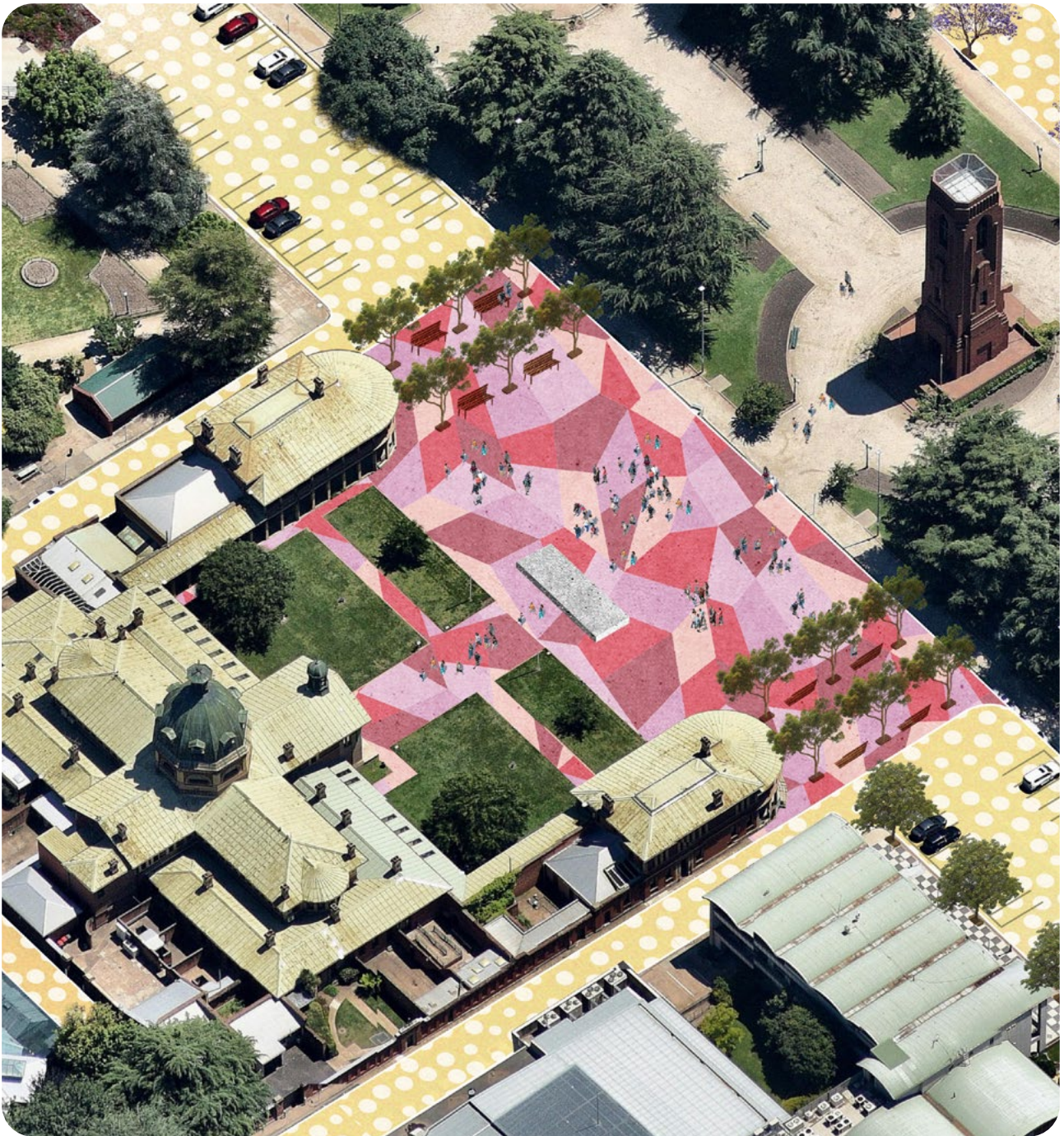
Third, the Bathurst Town Square will be re-imagined as a pedestrian-priority block, while retaining necessary vehicular access to all buildings. A number of new pedestrian routes will be created criss-crossing the Town Square block, the vehicle streets will be made low-speed shared zones with paving consistent with Russell and Church Street shared zones. A new public plaza will be created at the rear of the Former TAFE Building, created via both demolition of lower value areas of TAFE and also through the introduction of new buildings.

Each of these proposals is described in more detail in the pages that follow.



Figure 48: Illustrative Master Plan of Civic Heart Block





RUSSELL STREET EVENTS SPACE

Part of the Civic Heart Project involves the partial closure of Russell Street in front of the Bathurst Court House. This is a critical piece of visually connecting the Court House and the rest of the Machattie Park block through the King's Parade which is then reconnected to the rest of the Bathurst Town Square. By turning this section of road into a permanent plaza, it will also formalise the area as the premier outdoor civic events space within the Bathurst CBD.



CHURCH STREET SHARED ZONE

Church Street is proposed to be transitioned to a Shared Zone - a kerbless, 10kmh street where pedestrians have priority. By providing a continuous surface and using a consistent paving pattern, the Town Square will be visually connected to the King's Parade and then to the Court House and Machattie Park.

Access to the Cathedral and through to the Town Square car parks are maintained for everyday and events use, while coaches that previously parked in Russell Street outside the Court House would now drop off on Church Street (as discussed in 'Transport Impacts' below).



Figure 49: (opposite) Photomontage of Russell Street Events Space

Figure 50: Illustrative Master Plan of Church Street Shared Zone

TRANSPORT IMPACTS OF RUSSELL STREET EVENTS SPACE

As identified, this area hosts major events requiring road closures several times per year, meaning the traffic and access impacts of the closures has been proven to be manageable. The section of Russell Street identified for a new public plaza is closed most often, with up to a dozen events in a year including for two weeks during the annual Bathurst Winter Festival. Church Street and Ribbon Gang Lane are also closed to traffic during weekends for part of this period.

Predicted impacts on each type of road user are outlined below.

Pedestrians & cyclists – access is improved by being given either right-of-way or exclusive use of the space depending on the area.

Buses – 4 of the 5 local bus routes that currently use this stretch of Russell St only do so to approach their route through Howick St from the south. As is noted in Streets and Transport > Buses, the TfNSW initiative to extend routes to be bi-directional using a new interchange at Howick will result in four of these routes ceasing to use Russell Street. The fifth route will need to be altered.

Private Coaches – coaches that currently park on this section of Russell Street will move one street over, with coach bays dedicated to drop-off/pick-up on Church Street. This location provides easy access to the current amenity block in Machattie Park, the proposed amenity block in the Town Square, and points of interest in the Town Centre.

Vehicle Access, Through-Traffic – the parallel streets of Keppel St and Howick St will continue to be available, representing a maximum 600m or 2-minute detour for the small number of vehicles that need to travel from Russell St directly north of George St to Russell St directly south of William St. Cars travelling to/from other destinations can take alternate routes without additional distance or travel time.

Vehicle Access to Court House, BMEC and Council Chambers – access to these properties is retained through Court House Lane, which remains open as a shared zone, via the portions of Russell Street that also remain open. On-street public parking is still provided at either end of Russell Street, and the permit spaces on Court House Lane are unaffected.

Vehicle Access to Town Square Properties – access to the rears of all properties and to private car parks are maintained. Church Street, Parish Lane and Ribbon Gang Lane will all remain as trafficable streets, with their speed limit reduced and pedestrians granted right-of-way.

Trucks – During Community Engagement sessions the impact of this proposal on trucks specifically was raised, including by businesses on Russell Street south of William Street.

As described earlier in this document, trucks are currently using Russell Street and other local roads as the shortest route from north to south of the CBD, as well as a learner route for trainee drivers. These are not considered appropriate uses of streets in pedestrian areas. A recommendation is therefore made to require any trucks accessing Town Centre businesses to use the shortest route to/from their destination from state roads. They will also not be permitted to enter the CBD unless their destination is within it, removing short cuts through and learner trucks routes from the Town Centre.

Given the location of surrounding businesses, this means that trucks are no longer be expected to use Russell Street between William and George Streets, and so would not be further affected by this proposal.

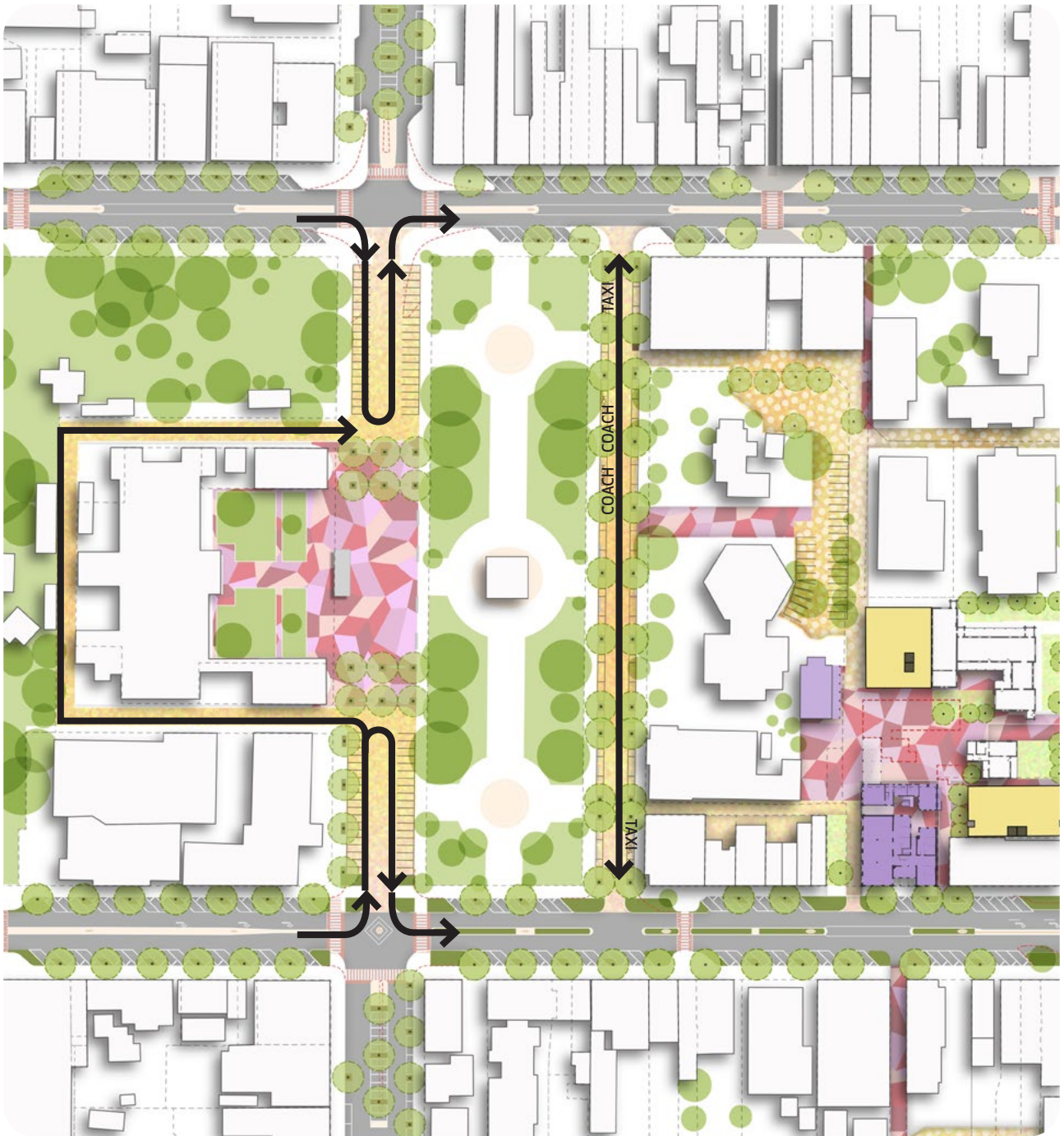


Figure 51: Transport impacts of Russell Street Events Space



TOWN SQUARE LANEWAYS

The Bathurst Town Square includes a series of important civic and religious buildings, as well as the spectacular King's Parade. However, the King's Parade is separated from the rest of the Town Square block by Church Street, and the block includes a number of non-contributory items such as multiple surface car parks, a multi-level telecommunications exchange, and a brutalist office block built by Australia Post but owned by Bathurst Regional Council. There are two particular heritage-listed properties that have been empty for several decades: the Former TAFE Building and the Former Headmaster's Residence (also formerly used by TAFE).

It is desirable that the whole block be considered public and permeable, despite the different landowners and tenants. Existing pedestrian shortcuts should be formalised, as well as new routes opened up such as through the Former TAFE Building. New routes should align with major features wherever possible, such as the Boer War Memorial.

Routes through and into the Town Square (public or private) should be allocated as either shared zones or pedestrian routes. Existing streets required for vehicular access to private property are designated shared zones, while any length of the street that is not critical for vehicle access are designated as pedestrian-only routes.

Fully opening the Town Square block for public access will require the support and contribution of several private landowners. Engagement with stakeholders from the Anglican Cathedral and Presbyterian Church indicate that both are generally amenable to allowing public access through their grounds, providing environmental safety features like proper lighting and creating opportunities for passive surveillance.

The rears of the buildings spanning Ribbon Gang Lane and William Street appear to be used primarily for weekday parking, and so may be immediately appropriate for market and pop-up style retail on weekends. Eventually, as the Town Square becomes more successful, we expect those car parks may be permanently reallocated to retail if it brings a greater return than the current parking arrangement. This should be encouraged through the waiving of replacement parking fees charged by Bathurst Council.

Figure 52: (opposite) Illustrative Master Plan of Town Square Block

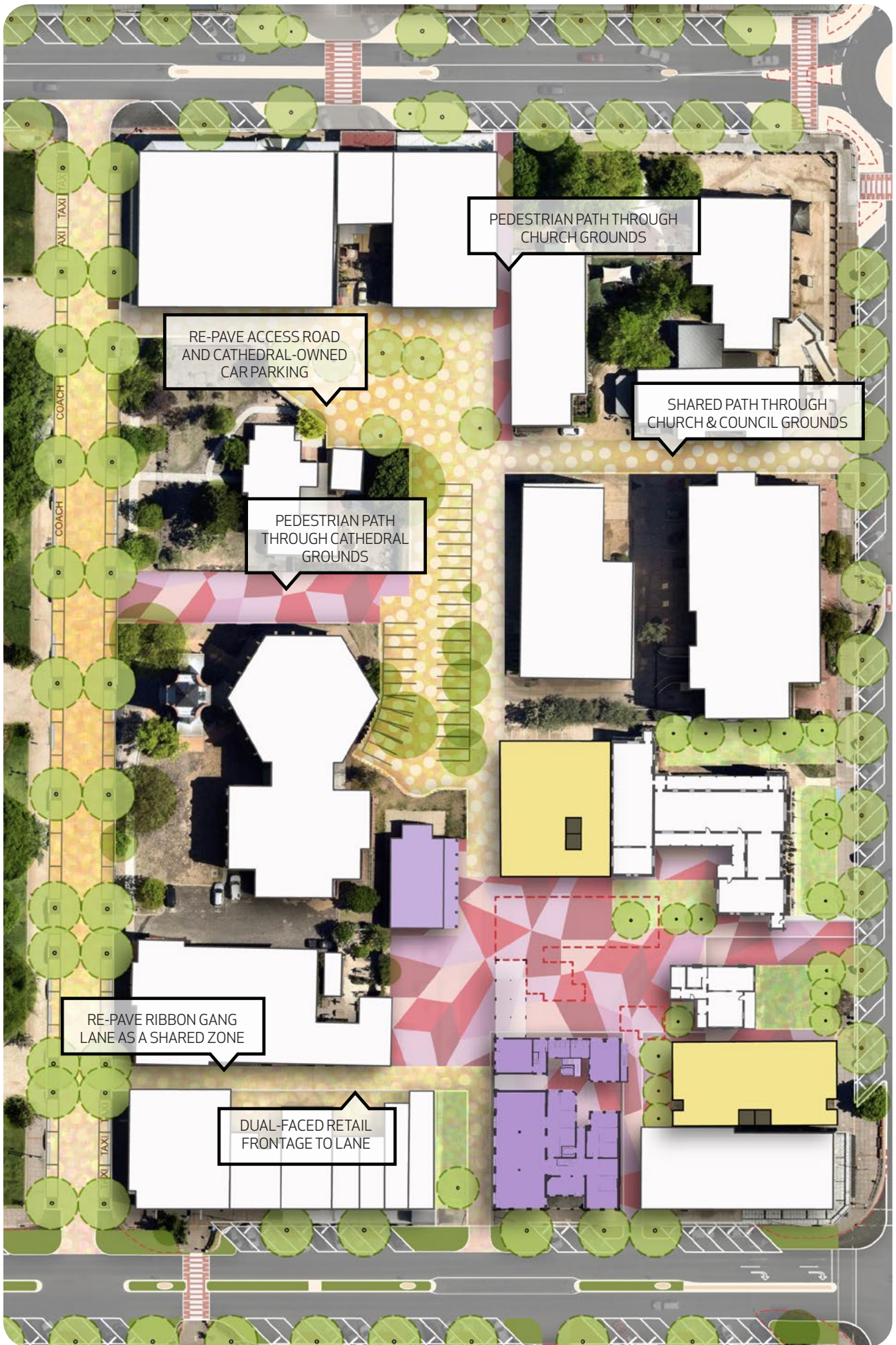


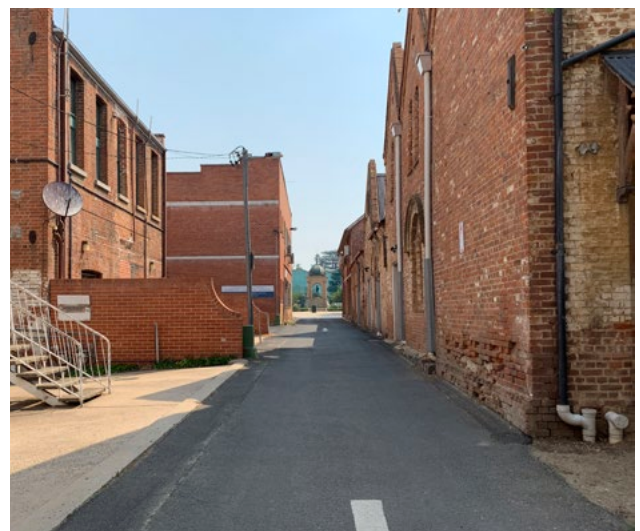


Figure 53: Photomontage of Entry into Town Square from William St, with Former TAFE Building on the right.





Figure 54: Photomontage of Ribbon Gang Lane looking towards Boer War Memorial.



TOWN SQUARE PLAZA

The Master Plan proposes the redevelopment of the Former TAFE Building as a key component of opening up the inner-block of the Town Square Block for public-oriented uses. This will involve the removal of later additions at the rear of the building, the demolition of which is confirmed as appropriate in the building's Conservation Management Plan.

The removal of the rear additions will open up a large area within the Town Square block that the master plan has nominated as a plaza, due to its advantageous connections to the Australian Fossil and Minerals (AFMM), Church Bar, Ribbon Gang Lane and the Scouts Building.

At mid-block with no street frontage, it is critical that the plaza be maintained at a manageably small size to allow relatively continuous active and/or contributory façades along all sides.

Several initiatives are therefore proposed to create and then hold the plaza perimeter:

REAR EXTENSION OF THE AFMM

A new building volume is shown on the southwest of the AFMM. This is to provide expanded exhibition and bump-in storage space, as well as contributory frontage onto the square.

As part of these works, we recommend the entrance into the AFMM be reoriented towards Howick Street. Depending on the building design, this may still facilitate an a secondary museum entrance or exit from/into the Town Square Plaza (such as via a gift shop).

Providing an entrance on the north-eastern corner of AFMM would allow better use of the fenced off courtyard, as well as prominent signage on the 5-storey blank concrete wall of the Post Office Building (which is owned by Council).

PUBLIC AMENITIES

Public amenities are identified as part of the rear of the AFMM extension. These will replace the free-standing amenities block positioned between the Former Headmaster's Quarters and the Former TAFE Building, which are currently used as the primary facilities for AFMM. As well as toilets, this should provide showers for cyclists and other users.

NEW BUILDING AT WILLIAM & HOWICK STREETS

A new building is shown at the corner of William and Howick Streets, replacing a Council-owned permit car park. Given the site and its neighbouring uses, we have identified this as a commercial building. The project could be combined with the existing property to the south, which currently contributes little to the character of the street beyond ground level retail. The potential to combine the two buildings could also be retained by matching the floor levels of the new building to those of the existing one.

CHURCH BAR CAR PARK

Church Bar, a popular bar and restaurant in a former School House owned by the Anglican Church, is currently accessed from the rear via an outdoor seating area. The master plan proposes this seating be extended into the plaza, replacing what is currently used as a surface car park for the Bar.

SCOUTS HALL

The Scouts Hall, also owned by the Anglican Church, is a small brick building used for regular Scouts meetings and associated storage. We propose these community function be expanded as a bookable community hall that opens onto the Plaza, with moveable seating. The Scouts would continue to meet at this location, with any displaced storage room moved to the AFMM Extension and Amenities building.

FORMER HEADMASTER'S COTTAGE

This Council-owned free-standing brick building, currently supported by temporary steel reinforcing, previously had its interior walls and upper floor removed for use as a TAFE classroom. Consequently it is high-ceilinged and relatively open, making it appropriate for a cafe facing onto the new Plaza.

FORMER TAFE BUILDING

The Former TAFE Building is a spectacular but vacant Council-owned building that has long been identified for several different adaptive re-use projects. This master plan does not make a recommendation for the building's function or tenant type, as this will ultimately be dependent on Council securing a funding partner, grant funding, or approving the use of debt to self-finance the project. We do recommend that the final use be publicly-oriented at least on the ground floor, even if it is not retained in Council ownership as a public building. For instance, CSU previously explored establishing a CBD Campus at this location, and the Mitchell Conservatorium has been identified as a possible tenant for the building, both of which we support due to their alignment with the rest of the master plan for this area.

General sketched architectural plans for the Former TAFE Building are provided to show one iteration of how the building could contribute to the new plaza around it, without identifying a particular tenant type.

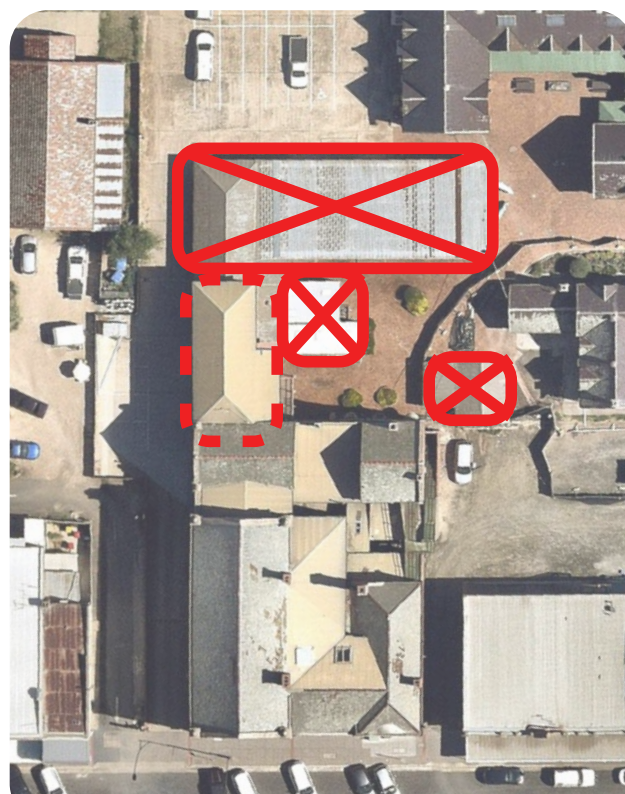


Figure 55: Site photos identifying extent of recommended demolition.

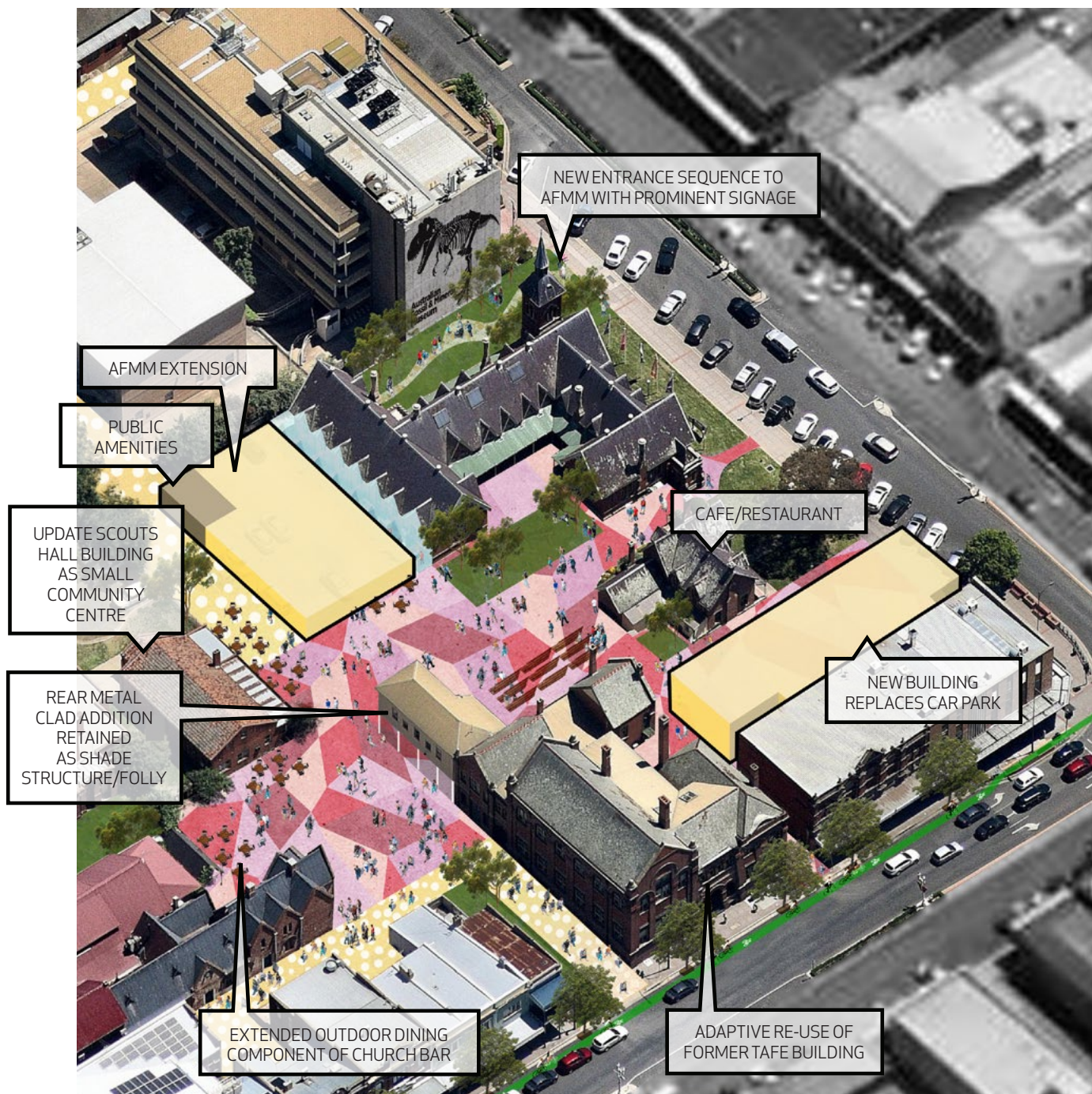


Figure 56: Photomontage of Town Square Plaza and surrounding projects





Figure 57: Photomontage of Scout Hall
redeveloped as community hall

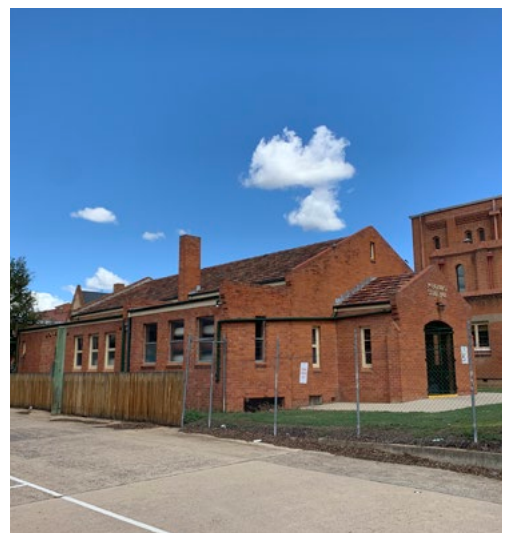




Figure 58: Existing (left column) and Proposed (right column) Ground (bottom row) and First (top row) Floor Plans of the Former TAFE Building



CASE STUDIES

SCALE COMPARISONS

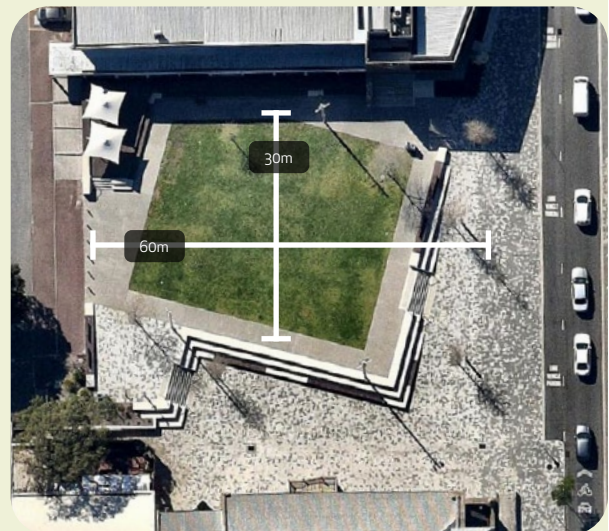
The Town Square Plaza will be approximately 30x60m once works are complete (being the demolition of the structures at the rear of the Former TAFE Building and the introduction of new/extended buildings around the perimeter). This represents a medium sized public open space intended to feel intimate but not constrained. It will be fully surrounded by buildings, presenting a combination of heritage and contemporary façades onto the Plaza.

The images below show two squares of approximately the same size, to indicate the scale of the Plaza proposed here.

(top right) proposed Bathurst Town Square Plaza

(middle) Joynton Ave Community Centre, Sydney NSW

(bottom) Albany Town Square, Albany WA



EVENTS SUPPORT

The Bathurst Civic Heart will be fitted with infrastructure to better support events currently held as well as future events not yet established.

Currently, most major public events within the Bathurst Town Centre are already held in this location and the proposals in this master plan seek to better facilitate them. The following infrastructure is proposed to be installed as part of each major public works project in the Civic Heart area:

- In-ground removable bollards at Russell Street (north and south), Church Street (north and south) and Ribbon Gang Lane (south) to close off the entire civic block to traffic during major events.
- External Three Phase power connection at both the Russell Street Events Space and the Town Square Plaza, to facilitate bump in light and sound.
- Linear external Single Phase power connections along The King's Parade, to facilitate market stalls.
- Permanent stage area at the Russell Street Events Space, as part of future plaza design.
- New fully-accessible public amenities block at the Town Square Plaza with toilet stalls, parents room(s) as well as showers with change areas.

Figure 59: Media photography of regular events in Russell Street, Bathurst Court House and the King's Parade.

PROJECT EXAMPLES

EVENTS IN RUSSELL STREET



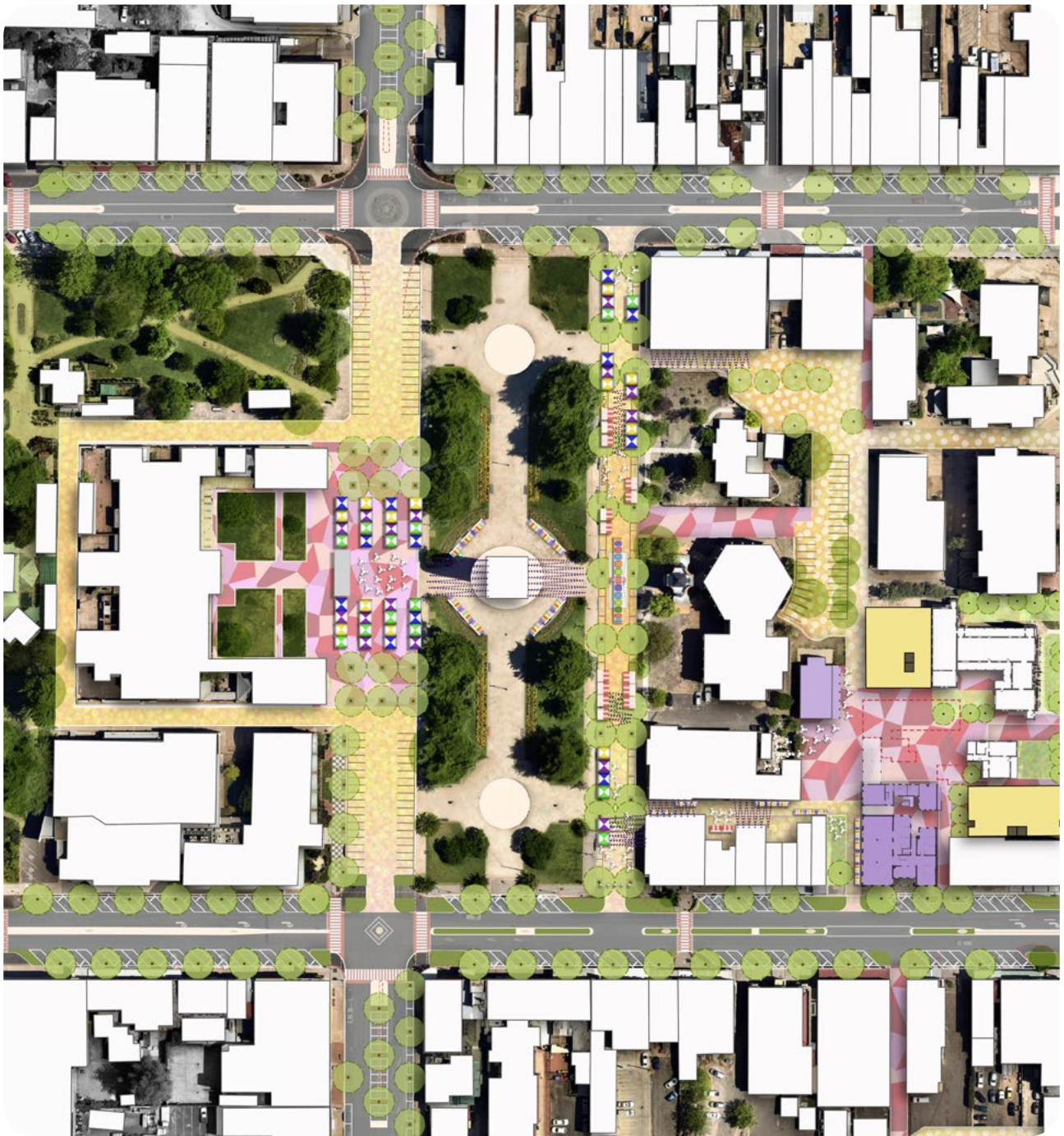


Figure 60: Illustrative Master Plan identifying events spaces in the Civic Heart project.







8.0

CENTRE-WIDE INITIATIVES

8.1 WAYFINDING & HERITAGE INTERPRETATION

Wayfinding in the Town Centre should aim to help guide people through Bathurst, enhance both visitors' and residents' understanding of the city, contribute to the Bathurst tourist brand, and communicate the city's future direction.

A number of initiatives are proposed:

- Pedestrian & cyclist priority signage
- Walking signage
- Updated heritage interpretation signage
- Physically marked heritage trail

PEDESTRIAN PRIORITY & CYCLIST SIGNAGE

Many of the initiatives in the master plan aim to expand areas where pedestrians and cyclists have priorities over vehicles. As this is a change from the current hierarchy in the CBD, extensive signage (including transitional signage) is recommended.

Currently, priority signage in the CBD is focused only on identifying to pedestrians that they do *not* have right-of-way and must give way to traffic even where the street environment is indicating pedestrian priority. In addition, spray painted signs throughout the CBD indicating to cyclists that they are not to ride on footpaths without indicating any safe alternative location.

Signage should instead be focused on indicating pedestrian priority at new crossings, identifying shared zones through both pole signs and road surface signage, and adding High Pedestrian Activity Area pole signs directed at vehicles to indicate that the Town Centre has a different user hierarchy than the rest of Bathurst.

Signage directed at cyclists should indicate where they are welcome, rather than the blanket 'No Bikes' signs. Where footpath riding has been a problem, signs should explicitly state where an alternative is located. For example:

'No Bikes on Footpaths on William St | Use Rankin St.'

WALKING SIGNAGE

In addition to priority signage, wayfinding signage aimed at pedestrians is also recommended. This involves adding additional plates to street signs (or alternative poles) that are oriented towards the footpath at eye-height. Rather than duplicating street names, the signs should identify points of interest in Bathurst, an arrow in their direction and, in keeping with the proposals around improving walkability, an estimated walking time.

This type of signage will:

- Help orient residents and visitors alike, as many people build a mental map of a city through key points of interest rather than street names.
- Encourage walking by being explicit about the time to walk between major points of interest in Bathurst, which is usually very brief.
- Inform visitors of the key points of interest around the city.

CASE STUDY

WALK [YOUR CITY]™



Walk [Your City]™ is a global initiative to provide pedestrian-focused wayfinding, either as official signage or as citizen-led 'guerrilla urbanism'.

The initiative grew out of 'Walk Raleigh', an initiative of a local resident in Raleigh, NC (USA) to print out and fix temporary walking signs across the town centre. Initially unauthorised, the signs were adopted by the city government and reinstalled as permanent metal plates. Raleigh continues to install new signage.

Walk [Your City]™ now provides the template for similar signs to be installed in other cities.



HERITAGE INTERPRETATION SIGNAGE

There are numerous heritage interpretation signs around Bathurst. However, they focus on the European history of Bathurst with limited mention of the traditional owners of the Bathurst, the Wiradjuri. This signage should be updated and expanded to cover the involvement of the Wiradjuri in the stories of European heritage outlined in existing signage.

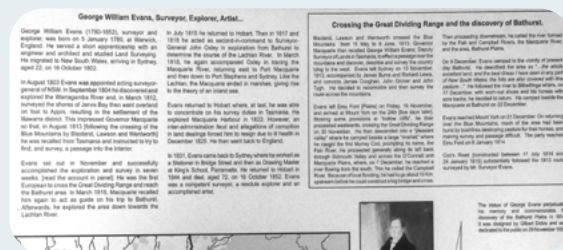
New, separate signage should also be included that tells the stories of the land prior to European occupation. The nature of this component of Bathurst's heritage is different to the current focus of heritage interpretation signage, which largely refers to histories associated with buildings (retained or lost) or commemorative statues.

Preliminary engagement undertaken during this master plan identified that there are many verbal histories related to the Town Centre area, including both past events and important sites within the study area. This history should be recorded through formal engagement with local Wiradjuri groups and included in the information available to casual visitors and residents in Bathurst through signage.

Heritage Interpretation Signage should be visually accentuated to draw occasional visitors' attention. Despite often prominent positioning, much of the current signage is not immediately visible to passersby. If signage is replaced during updates it should use a consistent colouring that is visible from a distance, or a separate prominent marker should be added to all signage to achieve the same effect.

PROJECT EXAMPLE

GEORGE EVANS STATUE



One opportunity to expand existing interpretive signage is at the statue of surveyor George Evans in the King's Parade. This statue was a topic of debate in media outlets during 2016, but no change appears to have occurred. The statue shows surveyor George Evans standing with an Aboriginal man crouched at his feet. The accompanying 500-word information board does not address the presumed guide at Evans' feet, or mention the presence of Wiradjuri at the time Evans surveyed Bathurst, although this is discussed in the BRC-issued 'Surveyors Trail' heritage trail brochure.

Extending the signage to address these features would allow visitors to understand the history of the statue: that the artist Gilbert Dobie wished to acknowledge the Wiradjuri, despite there being no evidence of Evans using Aboriginal trackers in his surveyance work.

Source: "Debate Rages About Statue Wording in Bathurst" by Melanie Pearce, ABC News 2016.

HERITAGE TRAIL

A physically marked Bathurst Heritage Trail is proposed, marking one or all of the heritage trails currently available in tourist brochures and a 'Town Square' app. This would use a continuous line of paint, permanent paving works, or wayfinding flags/markers to identify to visitors and residents certain points of interest and draw them to information boards outlining their historical importance. A physical route would encourage visitors and residents to explore Bathurst with minimal effort or prior investigation, without needing to stop at the Visitor Information Centre (which is a short drive away from the Town Centre).

There are a number of heritage trails that have been mapped out through Bathurst and either packaged into brochures or delivered as guided tours, which could form the basis of a physically installed route.

Note that, as with existing signage in Bathurst, route maps do not currently make significant mention of any sites or histories with Wiradjuri significant, and rely on attending a visitor information point, museum or website.

The formalisation of a Heritage Trail could either be part of or separate to the improvement of Heritage Interpretation Signage in the Town Centre. It would be most effective if it extended outside of the Town Centre / CBD.

CASE STUDY

BOSTON FREEDOM TRAIL & SALEM HERITAGE TRAIL



The Freedom Trail in Boston, Massachusetts (USA), is a 4km heritage trail that leads visitors around major attractions in and around the CBD. In the older parts of the city, the trail is a formal line of red bricks and embedded steel plates. Other areas use the brick pattern but printed on polyurethane mats, and in other areas red paint is used.



In Salem, Massachusetts (USA), a physical heritage trail has similarly been added to the pavement. This is a shorter trail, in a much smaller city, and is achieved more simply through the regular painting of a thick red line across the pavement along the trail.

8.2 TOWN CENTRE PUBLIC ART STRATEGY

The Town Centre Master Plan provides the opportunity to deliver on Bathurst Regional Council's Public Art Policy by pairing the major works proposed in the master plan with an equally significant Public Art program. Through this program each major street change or major Council-run development would have a portion of its budget dedicated to Public Art. Large Development Applications and Planning Proposals should also include a strategy to have public art delivered as part of the buildings works.

We also recommend that funding, or fund matching, be provided for a mural program for those buildings with very poor quality frontage - such as the shopping centre façades on Bentinck Street - as well as certain sections of blank walls - such as the ends of rows of attached buildings including in the Bathurst Town Square.

Public art should be used to communicate and highlight histories not currently on display in Bathurst, as well referring to the gaps in the record. This includes post-Settlement events such as the history of Ribbon Gang Lane, as well as the deep histories of the Wiradjuri (as discussed in the next column).

WIRADJURI FOCUS

For any artworks associated with major public works, particularly around items of European heritage, we recommend a strong curatorial focus on Wiradjuri artists. This is intended to make clearer the Wiradjuri presence within the built environment of Bathurst, complementing the extensive physical European heritage already on display by expanding the histories recalls.

untitled (maraong manaóuwi) by Wiradjuri artist Jonathan Jones is identified as a case study on the following spread, and indicates the powerful effect such an art program could have on the Bathurst Town Centre. That artwork served to visually recontextualises an item of European heritage – Sydney's Hyde Park Barracks – by surrounding it with bold and visually prominent visual symbols that recall both Aboriginal and European heritage.

The European history of Bathurst is similarly visually dominant by virtue of its extensive built heritage. The integration of public artworks like *untitled (maraong manaóuwi)* intertwined with the city's heritage buildings would serve to create a constant visual presence of the Bathurst Wiradjuri.

There is a significant Wiradjuri artistic capital available to Bathurst to ensure such a program's success, with major Wiradjuri artists exhibiting around Australia and Bathurst's Wiradjuri Elders Group providing cultural advisory services on artworks delivered around Australia. This cultural capital leaves Bathurst unusually well placed to have a nation-leading public art program.

We therefore recommend that Wiradjuri art be paired with key public works in the Town Centre.



Figure 61: Public Art Opportunities



CASE STUDY

UNTITLED (MARAONG MANAÓUWI) BY JONATHAN JONES



untitled (maraong manaóuwi) was a 2020 installation by Jonathan Jones, a Bathurst-born Wiradjuri/Kamilaroi artist. Jones worked with the Bathurst Wiradjuri Elders Group as the cultural advisors for the artwork.

The work was comprised of gravel set in the pattern of *maraong manaóuwi* (emu footprints), a common inscription found in rock carvings around Sydney, that was laid around the Hyde Park Barracks. Designed to be worn away as visitors walked across it, the symbols also recall the shape of the Broad Arrow insignia used extensively by the English including on the clothing of convicts at this Barracks.

Jones' artwork is identified as a case study for the Bathurst Town Centre Master Plan because of the way it visually recontextualises an item of European heritage – the Barracks – by surrounding it with bold and visually prominent visual symbols of Aboriginal presence within that heritage.

The European history of Bathurst is similarly visually dominant by virtue of the extent of its remaining physical/ built heritage. An integration of public artworks like *untitled (maraong manaóuwi)* intertwined with the city's heritage buildings would serve to create a constant visual presence of the Bathurst Wiradjuri for visitors and residents alike.



Barracks before artwork



Barracks during artwork

PROJECT EXAMPLES

MASTER PLAN OPPORTUNITIES TO IMPLEMENT WIRADJURI PUBLIC ART PROGRAM



Opportunities pictured:

- Russell Street Events Space (top left)
- Bathurst Lettering Sign (top right)
- Town Square Plaza (centre left)
- Shared Zones (centre right)
- Heritage Signage (bottom left)

8.3 CHANGES TO BUILT FORM CONTROLS

HEIGHT & DENSITY

Potential increases to height and density controls within the Town Centre, particularly when paired with the delivery of public benefits, are supported by this master plan. Increases in height and density allowances, provided they are appropriate to their location and surrounding context, could be used to incentivise the delivery of master plan proposals on private land.

The study area is the core of the Conservation Area in Bathurst, and consequently any changes to building height and density must respond to the heritage environment. The existing Bathurst Town Centre is largely a 2-to-3-storey environment, which is a human scale consistent with historical photos of the city.

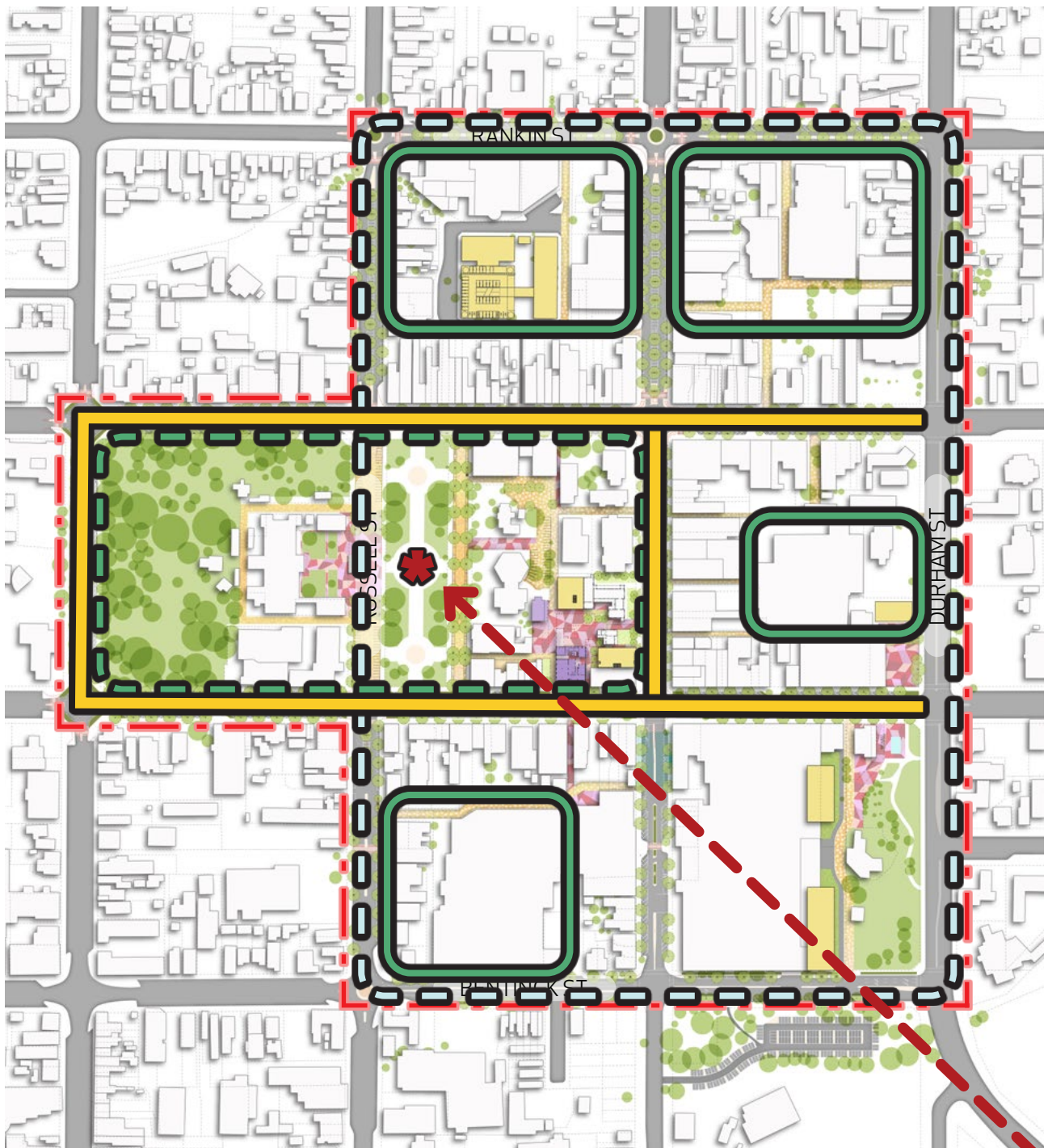
However, not all streets in the study area have significant heritage value, and the introduction of larger buildings may be supportable. The streets of George, William and Keppel are the primary heritage frontages, as well as central Howick St. Outside of this, the remaining streets in the Town feature few heritage frontages. Certain streets, particularly the southern end of Russell and the northern end of Howick, have a very poor urban character. Furthermore, at approximately 200 by 200 metres, the blocks in Bathurst are very large, and the centre as well as the rear of the blocks at the perimeter of the Conservation Area can feel quite separate from the heritage frontages along (for example) George or William Streets.

Consequently, we believe increases in building heights and densities are supportable in the Town Centre, provided this is undertaken in a way that retains Bathurst's two- and three-storey character when viewed from the main heritage streets.

PARKING MINIMUMS

Another suggested incentive-based modification to the existing statutory framework is the reduction or removal of parking minimums across much of the Town Centre. In particular:

- Remove parking minimums in the Town Square block for all uses, or waive fees where parking is not provided. The Town Square is intended to become a pedestrian-oriented civic block, with the surface parking lots replaced with public open space as far as possible. The block also includes a number of heritage properties that will resist the construction of basements for parking. We propose that the public benefits of improving the Town Square exceeds the need for businesses to be self-sufficient in their parking needs.
- Reduced parking minimums for residential uses in the Town Centre. Currently there are slightly reduced parking minimums for an approximately 3km² section of central Bathurst. A further reduction should be considered for the walkable distance around the Bathurst Town Centre. Residents here can be expected to walk for many more trips than in the outskirts of the CBD, making lower parking requirements appropriate.
- Remove visitor parking requirements for residential buildings within the Town Centre, within the same area as the point above. There is adequate publicly-available parking in the Town Centre for occasional guests, and sharing these will encourage residential visitors to frequent Town Centre businesses.



LEGEND








-  HERITAGE STREETS
-  AREAS APPROPRIATE FOR HEIGHT & DENSITY INCENTIVES
-  REDUCED PARKING MINIMUMS FOR RESIDENTIAL USES
-  ZERO PARKING MINIMUMS FOR ALL USES
-  CARILLION
-  VIEW LINE TO CARILLION
-  SITE AREA

Figure 62: Areas appropriate to investigate changes to Built Form Controls



0 50 100 250m
1:5,000 @ A4

METHODOLOGY TO ESTABLISH HEIGHT & DENSITY INCREASES

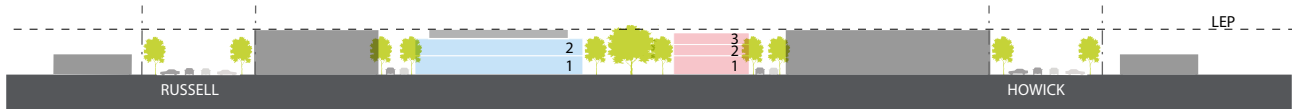
Height and density increases in the areas identified should be considered at an individual development level, once potential amalgamation patterns are known. The recommended methodology to consider changes to built form controls is a viewshed approach, with height increases tested to ensure they are positioned largely out of sight from the designated heritage streets. Using this approach, which is illustrated on the next page, involves drawing a view line from the eye level height of an average adult (1.6m) standing on any point of the heritage street to the current LEP height control. Anything below this line is considered an acceptable view impact, as it will only be visible in gaps between buildings or across buildings below their allowable height limit.

This limitation can be applied wherever increased building heights would be visible from George and Howick Streets, as well as the lower scale neighbouring blocks outside of the study area. This effectively positions increased building heights from the centre of the blocks to the outside street of the blocks surrounding the Town Centre.

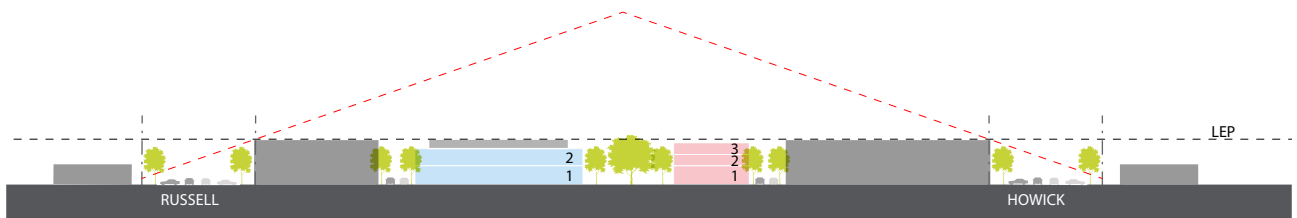
In order that the current character of the city is maintained when viewed from afar, a further limitation is also proposed: limiting maximum building heights to a measurable distance (proposed as approximately one-storey) below the current high point of the city, the Carillon.

There may be locations where an increase in height negatively impacts view corridors into the CBD from locations well outside of it, such as the approach into the city from the Great Western Highway / Sydney Road. Wider views must be considered, which is why mid-block height and density increases should be on a case-by-case basis. Generally, any mid-block areas that do not obscure major view lines appear appropriate for increases.

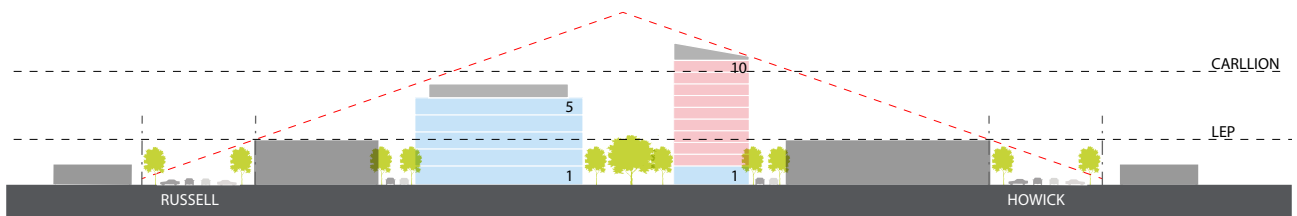
Increases to building scale along streetfronts may also be appropriate, provided they respond to the predominant scale of Bathurst streets through significant upper level setbacks. This should be limited to areas of poor existing street quality, such as north/south Russell and north Howick, and most of Durham and Bentinck. The heritage streets of William, George and Keppel should retain their existing scale as viewed from the street.



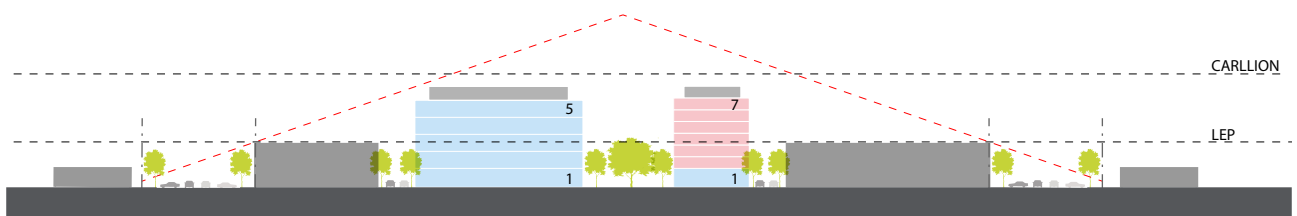
Existing Built Form Controls



Step 1: Establish View Plane from surrounding streets



Step 2: Allow height increases within View Plane



Step 3: Reduce any building heights that exceed the datum of the Carillon

Figure 63: Viewshed methodology for establishing appropriate height and density increases





9.0

IMPLEMENTATION

9.1 STAGING STRATEGY

A proposed staging strategy has been developed for the Bathurst Town Centre master plan identifying near, medium and long term priorities. The matrix of projects and their suggested staging can be viewed in Section 9.3. Prioritisations were selected based on expected impacts, cost of implementation, alignment with guiding principles, and potential contribution to economic recovery following COVID-19.

BALANCING PARKING IMPACTS

The proposed prioritisation and staging of proposals has also been significantly influenced by their expected impacts on parking, as this represents the most commonly communicated concern by community and business groups during engagement.

Projects with near and medium term prioritisation have been selected to largely balance changes to parking supply; pairing works that decrease parking with projects that increase them. For example, street works in Russell Street add median parking between Rankin and George as well as William and Bentinck, which can be used to offset the minor losses due to the partial closure in front of the Bathurst Court House. The more extensive works in George and William Streets, particularly the introduction of protected bike lanes, can be offset by the new parking provided by the redevelopment of the George Street Car Park as well as the proposed new surface lot in Carrington Park.

STREET TREES

Street trees can be staged to first target areas most in need of them, such as Howick south of William. Where streets adjoin parks, such as the sides of George, Keppel and William that surround Machattie Park, street trees can be delayed to balance improved amenity with its impact on public parking.

BIKE LANES

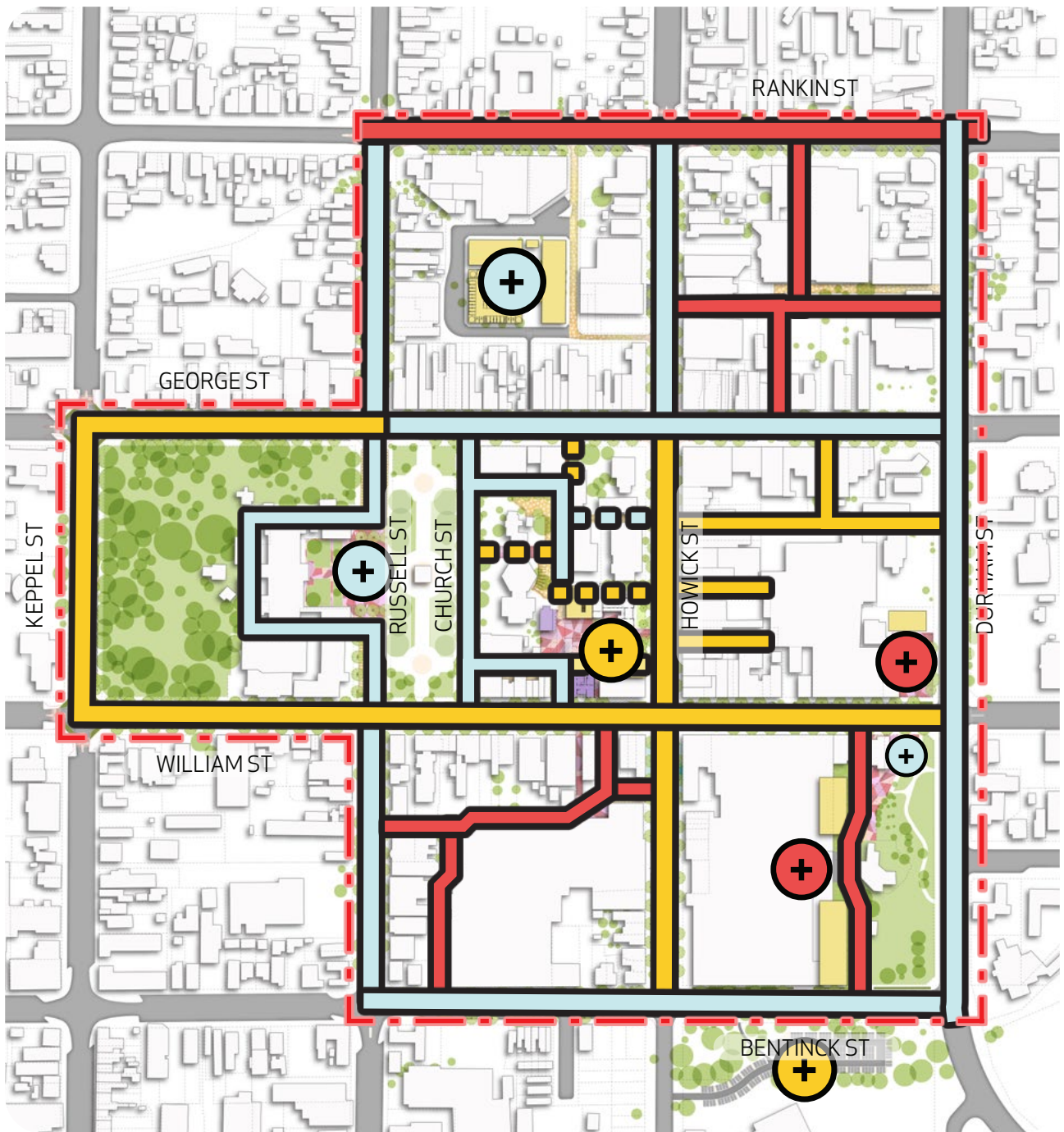
As discussed, the current ambition to position protected bike lanes on Keppel St and William St is supported, but likely to be contentious. We do recommend a bike lane project be initiated as soon as practicable, however note this may involve alternative routing where the lanes cross the CBD.

The staging shown here assumes the current route is installed, although alternatives could equally be supported. We recommend it be paired with the Carrington Park parking lot project, which will offset the loss in on-street parking.

Bike lanes should be introduced with an extension of the larger bike network through Bathurst. Although still effective as a short route through the Town Centre, to ensure the lanes are sufficiently used to justify their external impacts they should be constructed as part of the larger project connecting to existing protected bike networks in Kelso and Windrayne.

EARLY IMPLEMENTATIONS

Pilot versions of several proposals are identified in the next section to support immediate but temporary implementation of projects. This will create immediate impact while testing community support.



LEGEND

- / + NEAR-TERM PROJECT (STREET / KEY SITE)
- / + MEDIUM-TERM PROJECT (STREET / KEY SITE)
- / + LONGER-TERM PROJECT (STREET / KEY SITE)

SITE AREA



0 50 100 250m
1:5,000 @ A4

Figure 64: Project Staging

9.2 EARLY & STAGED IMPLEMENTATION STRATEGIES

The proposals in this master plan are concentrated within the relatively small but critically important area of Bathurst known as the Town Centre. Due to the number of competing interests (business and community) in the Town Centre, we recommend that, where possible, proposals be first implemented using low-cost, reversible proposals. This will allow BRC to first test community reactions and attitudes before progressively making projects permanent where they find sufficient community support. They will also allow BRC to focus investment on projects with immediate impact, in the context of the economic recovery from COVID-19.

Early implementation strategies should prioritise speed of implementation, the adaptability of designs to create alternate outcomes, and a formal review process to confirm community attitudes pre-, during and post- intervention.

SPEED LIMITS & ACCESS

The progressive reduction of CBD speed limits from 50kmh to 40kmh to 30kmh, as well as the restriction of trucks from using the CBD as a shortcut or as a training route, can be undertaken as a time limited pilot. This is appropriate and has occurred in numerous jurisdictions, allowing the community to experience the benefits and the impact of lower speeds and access restrictions before they are made permanent.

SHARED ZONES

Streets identified as proposed shared zones can be implemented through a staged process: in the first instance, signposting is sufficient; followed by the painting of road reserves; and finally the longer-term project of removing kerbs and re-paving.

Again, early implementation will allow the community and impacted landowners/tenants to experience and balance the benefits alongside the impacts. Shared zone designations, prior to infrastructure changes, are very simple to reverse if certain locations are not ultimately supported.

PEDESTRIAN CROSSINGS

Pedestrian crossings should be striped immediately, with investment in raised wombat crossings a lower priority. Painting the road reserve is a small investment that can be undertaken nearly immediately with support from Council's traffic engineers. It is expected to involve paint, signage and the removal of a small number of parking spaces on either side of the crossings.

RUSSELL STREETS EVENTS SPACE

The Russell Street Events Space involves the partial closure of a public street in a location that is already closed to traffic for events many times per year. The impacts of this proposal on traffic and navigation have therefore been extensively tested. No businesses directly adjoin that section of Russell Street, meaning there will not be an economic impact from removing passing traffic.

However, street closures are invariably controversial, and we still recommend the Events Space be introduced progressively to test the level of community support.

The section of Russell Street that will create the Events Space should start to be closed to traffic at regular intervals that do not necessarily align with large events. This could, for instance, first occur every Saturday, then every weekend, then for a whole season, etc.

As identified, the Events Space is already a part of Bathurst's regular calendar, so investment in permanent infrastructure (such as retractable bollards within the road reserve) can be justified immediately, allowing the section of street to be closed more often at little ongoing cost, with the adjacent Council buildings used to store moveable trees/planting, street furniture and shade devices. As the Events Space finds support, the amount of permanent infrastructure can be increased accordingly.

PROJECT EXAMPLE

PROGRESSIVE IMPLEMENTATION OF PEDESTRIAN CROSSINGS



STREET TREES

Street tree positioning should be trialled using potted trees in order to establish ideal spacing. For example, trials can be undertaken variously replacing every 3rd, 4th or 5th space to ascertain the differing effect on parking availability. The final balance of canopy coverage to parking impact can then be established through discussion and demonstration.

Note that potted trees are necessarily small, particularly when intended to be moved more than once. The full transformative effect of street trees on Bathurst's micro-climate, aesthetic and perception will not be evident until trees are permanently installed and then protected until they achieve near continuous canopy coverage

In the first instance, we therefore recommend street trees be paired with other street furniture and clustered outside existing food and beverage tenancies. This is to maximise the perceptible effect of the trees despite their small size. This type of intervention is generally known as a 'parklet'. Parklets have been installed around the world for hours, days, weeks, months or permanently (see Case Study), with an enormous increase in use following COVID-19, and we expect that the typology could find significant community support in Bathurst.

CASE STUDY

PARKLETS



The word 'Parklet' is a play on the shared naming of a public park to a vehicle parking space. The term was coined by a community group that laid out chairs and artificial turf within the lines of an on-street parking space in San Francisco, paying the meter by the hour, as a commentary on the public subsidy that all on-street parking represents. This became an international movement known as 'International Parking Day', which continues to this day.

The concept of a Parklet has since become a standard urban design typology, with 1000s of miniature parks permanently or temporarily replacing areas of road reserve previously used for parking.

Pictured: (top) a permanent parklet in Austin, Texas USA; (bottom) a temporary parklet in Clovelly, Sydney.



BIKE LANES

Community engagement undertaken for this project identified significant concern about the removal of any parking spaces, including due to the proposed bike lane down William Street. This concern was expressed at both a community and a business level.

Concerns about bicycle infrastructure replacing parking is typical to any bike lane project, and we therefore recommend it also be installed in a staged fashion. In the first instance, a low-cost, short install bike lane demonstration in Bathurst using paint, planters and roadwork traffic control devices will enable the community and businesses to understand the extent of its impact while experiencing the benefits. As has been identified, research shows that bike lanes can prove to be a greater economic driver than parking spaces.

The introduction of a separated bike path through the town centre, even if temporary, should be connected to the wider bicycle network of Bathurst which currently ends some distance from the CBD. The 'pop-up' bike lane should therefore extend to connect to Bathurst's existing separated bikeways.

Note that off-street bicycle infrastructure – such as bike racks, bike storage and amenities blocks – should be installed as a priority, separate to the larger project of separated bike lanes. These can be installed permanently, as they are justified with or without protected bike lanes. Immediate investment in this type of bicycle infrastructure will encourage those cyclists already willing to cycle on Bathurst's existing local streets to spend more time in the town centre, and continue to support new cyclists in future as the practice becomes more widespread.

CASE STUDY

POP-UP BIKE LANES



Although bike lanes, like all street works, typically involve significant public investment, there are numerous examples of pilot, demonstration and 'pop-up' bike lanes. City responses to COVID-19 has resulted in a large expansion of the latter type: 'pop up' lanes that are installed quickly and at very low cost.

Using paint, planter boxes, roadwork traffic control measures, and other low-cost temporary markers, bike lanes can be established in hours or days rather than the months of construction sometimes required for bike lanes involving significant kerb works.

Pictured: (top) Bloor Street Pop-up, Toronto Canada; (bottom) Henderson Road Pop-up, Sydney.



9.3 TOWN CENTRE STREET WORKS GOVERNANCE

To ensure improvements to Bathurst's centre can be made even where they impact traffic, we recommend engineering decisions related to the Town Centre be considered by a cross-departmental team of engineers and strategic planners (members of Bathurst Council's existing Planning and Engineering departments). This group should follow a formal decision-making process that is established for the Town Centre according to the NSW Government 'Movement and Place Framework'.

The intention of the Framework is to "change some established working practices and standards to produce more consistent, higher quality outcomes". That is, to establish a methodology by which the place-contributory characteristics of a proposal alongside its more easily measured impacts on traffic, so that changes with sufficient strategic merit can be implemented even at the expenses maintaining the traffic status quo.

The Framework is being prepared by the Government Architect of NSW (GANSW) with Transport for NSW (TfNSW). At the time of writing, the Framework includes the outline document *Aligning Movement and Place*, as well as the *Practitioner's Guide to Movement and Place* and the *Cycleway Design Toolbox*. A further guide note *Design Considerations for Street Environments* as well as the *Evaluator's Guide to Movement and Place* are currently in development.

The latter document - the Evaluator's Guide - is expected to provide a tool that can be used by the cross-department team to balance traffic impacts against city improvements that have previously proved difficult to measure. Prior to that documents release, the existing published suite of 'Movement and Place' documents should be sufficient to help reorient engineering decisions immediately.

"Movement and Place takes into account the needs of all users, including people walking and cycling, making deliveries, and using public transport, as well as the broader community, people spending time in places, going to school, shopping, dining, exercising, or waiting for a bus."

A new governance model is required because the Bathurst Town Centre Master Plan is designed around a 'complete streets' approach that considers all road users, including but not exclusively the needs of drivers. Since prior decision making in Bathurst has been almost exclusively oriented to supporting drivers at the expense of all other users, many master plan proposals function to rebalance street design to give greater priority to pedestrians and cyclists. Consequently, traffic will necessarily be impacted.

For example, the proposed mid-block pedestrian crossings are a clear improvement to walkability and involve a relatively small investment. With 200m long city blocks, Bathurst's street network should be easily able to accommodate an additional crossing point; most cities have much smaller block lengths and so would have an full intermediate intersection across that distance. However, mid-block pedestrian crossings will inevitably have an impact on the existing traffic pattern in Bathurst. Traditional engineering models focus on the impact to the existing service level, making even simple changes difficult to support if they impact the surrounding streets. The TfNSW/GANSW Framework helps addresses this: allowing engineers to prioritise certain strategic benefits above immediate traffic impacts.

CASE STUDY

ELYSIUM IN LANTEEN LANE, BYRON BAY NSW



Lanteen Lane in Byron Bay, NSW has been fitted with extensive public artworks including suspended installations, wall murals and artwork on the road surfaces. The lane was changed from a service lane to a shared lane, befitting its character as a pedestrian friendly street in the town centre while maintaining vehicular access to businesses along the street.

In this case, Byron Bay Council had to balance general concern of driver distraction against the actual measured effects on driver behaviour, the low speed of a shared zone, and the public benefit of the artwork. The first point refers to a feature of 'distracting' features such as public art in shared zones, which can equally be considered a safety feature. They help identify to drivers that they are in a different kind of street where pedestrians, rather than vehicles, are prioritised. This then influences driver behaviour, helping drivers keep to the low speed limit of a shared zone.

Each of these case studies is in a regional NSW city, where the local Councils follow the same engineering vt and regulations as Bathurst.

CASE STUDIES

ROUNABOUT WOMBATS & MID-BLOCK CROSSINGS



This roundabout with raised 'wombat' crossings on all four legs of the intersection was constructed in Katoomba, NSW by Blue Mountains City Council in 2014. The Council needed to balance traffic congestion and driver convenience in the Town Centre with supporting safe pedestrian crossings.



This mid-block crossing was installed between 2008 and 2010 by Orange City Council NSW, who balanced the effect on through-traffic and traffic light timing with pedestrian safety as well as the encouragement of visitors to criss-cross between businesses on both sides of this CBD street.

9.4 PROJECT MATRIX

IMMEDIATE IMPLEMENTATION

Projects that should be initiated as soon as possible, due to their low cost of implementation and/or potential to immediately support the recovery of Town Centre businesses from COVID-19 impacts.

Painted Pedestrian Crossings
Reduced CBD Speed Limit with Truck Limitations
Removable Street Tree Trials including Parklets
Establish Public Art Program
Update Heritage Interpretation Signage
Walking Priority Signage
Signpost Designation of Church Street Shared Zone
Removable Bollards at Church Street for Regular Closure
Removable Bollards at Russell Street Events Space for Regular Closure
Selective Demolition of Unnecessary Walls & Fencing within Town Square Block
Programmed Events in Council-Owned Surface Car Parks within Town Square block
Creation of Integrated Planning & Engineering Town Centre Governance Model
Investigate Change to Nose-in Parking

NEAR-TERM IMPLEMENTATION

Other projects worth prioritising, that either build on the Immediate Priority projects or require a greater amount of planning and engagement.

New Bus Stops for Bi-Directional Routes
New Howick Street Entrance to AFMM
Painted Road Surface of Church Street Shared Zone
Painted Road Surface of Russell Street Events Space
Bathurst Heritage Trail
Bathurst Gateway Lettering
Progressive Striping of Parking Spaces
Progressive Introduction of Wheel-stops to Angled Parking Spaces
On-demand CBD/CSU Shuttle Loop
Introduce Town Square Pedestrian Pathways



INFRASTRUCTURE & TRANSPORT



STRONG & DIVERSE ECONOMY



HERITAGE & SUSTAINABILITY



DYNAMIC & HEALTHY COMMUNITIES

	●	●	●	●	
		●	●	●	
	●		●	●	
		●		●	
		●	●	●	
		●	●		
	●				
	●			●	
	●	●	●	●	
	●		●	●	

MEDIUM-TERM IMPLEMENTATION

Projects that will have significant immediate impact, but require a greater level of investment.

Temporary Implementation of Protected Bike Lanes on Keppel & William Streets (or alternative)

Redevelopment of George Street Car Park

New Council Car Park within Carrington Park

Permanent Implementation of Russell Street Events Space

Russell Street Shared Zones (Central)

Construction of Town Square Plaza through removal of rear additions of Former TAFE Building

Adaptive re-use of Former TAFE Building

Adaptive re-use of Former Headmaster's Cottage

Adaptive re-use of Scouts Building

Rear Extension of AFMM including Public Amenities

Russell Street Redesign (North & South)

Howick Street Redesign (North)

Howick Street Redesign (South)

George Street Redesign (West)

LONGER-TERM PROJECTS

Projects that are dependent on previous works, street works of lower importance or higher external impact, and building projects that will be significantly developed by private landowners.

- Construction of Raised 'Wombat' Pedestrian Crossings
- Permanent Implementation of Protected Bike Lanes on Keppel & William Streets (or alternative)
- Kerbless Raised Surface of Church Street Shared Zone
- Selective Height & Density Increases with Reduced Parking Minimums
- Extend Haymarket Reserve north of William
- Creation of Mid-block Laneways
- Redevelopment of street-facing surface parking
- Redevelopment of Armada Bathurst
- Bentinck Street Redesign
- Rankin Street Redesign
- George Street Redesign (East & Central)
- Howick Street Redesign (Central)



INFRASTRUCTURE &TRANSPORT



STRONG & DIVERSE ECONOMY



HERITAGE & SUSTAINABILITY



DYNAMIC & HEALTHY COMMUNITIES



