

**ITEM 6. CROWN STREET PUBLIC DOMAIN IMPROVEMENTS – PROJECT SCOPE****FILE NO: S110345****SUMMARY**

This report describes the developed design presented to the community for the public domain improvement works at the southern area of Crown Street, Surry Hills, and recommends a scope of works for documentation and tender.

A suite of improvements is proposed to address amenity issues and capitalise on opportunities to enhance public amenity and public life within the precinct. The improvements are centred on Crown Street, between Cleveland Street and Devonshire Street, and include works to the Crown and Cleveland Street intersection. Some additional works to Baptist Street are also recommended.

In February 2012, Council endorsed works including a program for hedge planting along Cleveland Street and paving and improvements on Baptist Street. A portion of these works was completed in September 2012, with a further stage due for completion early next year.

In February 2012, Council also endorsed a concept design for Crown Street for design development and public consultation. These proposals are the subject of this report. A developed design for Crown Street has been prepared, community consultation has been undertaken and community feedback has been received.

**RECOMMENDATION**

It is resolved that:

- (A) subject to approval by the Local Pedestrian, Cycling and Traffic Calming Committee, Council endorse the developed design for Crown Street Public Domain Improvements as described in the subject report and shown in Attachment A to the subject report, for construction documentation and tender;
- (B) Council note the project cost estimate detailed in confidential Attachment D to the subject report; and
- (C) the Financial Overview, Attachment D to the subject report, remain confidential in accordance with section 10(A)(2)(c) of the Local Government Act 1993.

**ATTACHMENTS**

**Attachment A:** Developed Design for Crown Cleveland and Baptist Street as Exhibited

**Attachment B:** Summary of Community feedback and responses schedule

**Attachment C:** Cleveland Street Works – Staging plan

**Attachment D:** Financial Overview (Confidential)

**(As Attachment D is confidential, it will be circulated separately from the Agenda Paper and to Councillors and relevant senior staff only).**

**BACKGROUND**

1. Crown Street is one of ten local Village Centres identified in Sustainable Sydney 2030. Located around key community main streets, these centres provide a focus for business, shopping, meeting, culture and learning and foster the vitality of the surrounding precinct.
2. The recent investment in public facilities, including the Surry Hills Library, has been a significant contribution to the public life of Crown Street. The City's Corporate Plan identified the need for further public domain investment in the southern portion of the Crown Street, centred on the intersection of Crown, Cleveland and Baptist Streets, where the amenity of the public domain is poor.
3. On 20 February 2012, Council endorsed a range of potential improvement works, which focussed on the Crown and Cleveland Street intersection. These included:
  - (a) a comprehensive upgrade of the southern section of Crown Street with widened footpaths, footpath extensions, new paving, garden beds and street furniture and new Smartpole lighting between Devonshire and Cleveland Street;
  - (b) upgrade of the Crown and Cleveland intersection with the removal of an existing slip lane, additional footpath space, undergrounding of overhead lines and new Smartpole lighting;
  - (c) refurbishment of the Wilshire Street through site link, creating an opportunity for artist involvement;
  - (d) improved lighting along Matterson Lane and Cleveland Avenue;
  - (e) lighting and pavement improvements to the High Holborne Street closure;
  - (f) improvements to the Baptist Street bridleway, with new planting and paving; and
  - (g) extension of paving and hedge planting along Cleveland Street from Bourke to South Dowling Street and from Marriot Street to Chalmers Street.
4. The works are being staged to reduce the impact of extensive construction activities and to allow more extensive consultation to be undertaken on more complex works (refer the staging plan at Attachment C).
5. Cleveland and Baptist Street works have been implemented incrementally. These works have included paving and landscape improvements to Baptist Street, and hedge planting and paving along sections of Cleveland Street. These were completed in September 2012. Additional hedge planting along Cleveland Street will be completed early next year.
6. The proposed design takes into consideration the proposal for Light Rail along Devonshire Street by minimising works at the Devonshire and Crown Street intersection.

**Project objectives**

7. The aim of the public domain improvements is to:
  - (a) improve pedestrian amenity, accessibility and safety, and encourage outdoor seating and street life with generous, accessible, safe and inviting pedestrian space;
  - (b) provide an environment which supports local business;
  - (c) improve the streetscape amenity with new paving finishes, street trees and street furniture; and
  - (d) minimise parking loss.

**Design Elements**

8. The project area is Crown Street between Devonshire Street and Cleveland Street, including works to the Crown and Cleveland Street intersection and some minor works on Baptist Street and the Wilshire Street through site link. The works are illustrated in Attachment A.
9. The key elements of the works include:
  - (a) widened footpaths along each side of Crown Street to enhance pedestrian amenity and enable outdoor dining where possible;
  - (b) kerb extensions for additional trees and planting beds, and to encourage slow speed and help reduce the impacts of traffic flows;
  - (c) new raised pedestrian crossing providing mid-block access across Crown Street as approved by the Sydney Traffic Committee in 2010;
  - (d) new paving, street furniture and Smartpole lighting along both sides of Crown Street;
  - (e) replacing existing bus stops with an in-lane bus stop configuration. This accommodates State Transit Authority (STA) requirements for articulated buses, reduces the length required for the bus zone and minimises parking loss;
  - (f) remove two raised thresholds, which are replaced by the mid-block raised pedestrian crossing;
  - (g) removal of a slip lane at the Crown and Cleveland intersection to reduce pedestrian crossing distances and wait times;
  - (h) undergrounding of power lines and new Smartpole lighting at the Crown and Cleveland Street intersection to reduce visual clutter;
  - (i) additional pedestrian lighting for areas on the footpath overshadowed by street trees and awnings;
  - (j) footway continuations across Lansdowne and Miles Streets, prioritising pedestrian flow;

- (k) paving upgrade of the Wilshire Street through site link;
- (l) new public art work within the project precinct; and
- (m) new planting and paving along the Baptist Street bridleway.

### **Works on Private Property**

10. The proposed works area includes small sections of private property, which form a natural extension of the street's public domain.
11. These sections are minor, narrow segments at property street frontages formed over time as a result of historical development and consecutive realignment of the built form.
12. The occurrence of these is common throughout the City's streets, and is commonly incorporated in street works to achieve continuity and uniformity within the public domain.
13. The proposed works on privately-owned land are limited to surface treatment and do not contain key structural, amenity or service elements.
14. The City will proceed with these works, subject to written agreement from the property owners.

### **Approvals**

15. State Transit Authority (STA) has given in principle approval for the consolidation of the two northbound bus stops, and the relocation and in-lane configuration of the bus stops between Cleveland and Devonshire Street.
16. Roads and Maritime Services (RMS) has given in principle approval for the removal of the slip lane at the Crown and Cleveland intersection, consolidation and relocation of bus stops to in-lane configuration, traffic signal plans and line markings and replacing two raised thresholds with a new raised pedestrian crossing.
17. Approval for the footway continuations at Lansdowne and Miles Streets is pending and is subject to a new technical direction from RMS currently being developed.
18. Following Council endorsement of the developed design and technical approvals, the proposal will be submitted to the Local Pedestrian, Cycling and Traffic Calming Committee for approval.
19. Written agreement for works on private property will be sought from each affected property owner.

### **Traffic and Parking**

20. Crown Street between Devonshire and Cleveland Streets is an existing 40km/hr zone with high pedestrian activity.
21. Traffic modelling has been carried out and has identified that the proposed changes will have only minor impacts on traffic flow. RMS in principle approval is based on this modelling.

22. The existing bicycle shoulder lanes will be removed, with new cycling signage reinforcing equal road share within the proposed traffic lanes. After the implementation of the Bourke Street separated cycleway, which provides the main north-south route for the area, the demand for a dedicated cycling lane in this section of Crown Street is reduced.
23. Parking will still be available on both sides of Crown Street. Along the street, parking currently consists of a mix of loading zones, general street parking, a mail zone and car share spaces.
24. Currently, 45 parking spaces are available during the day between 8am and 6pm Monday to Friday. These will be reduced to 43. This loss is due to setbacks required for the pedestrian crossing, as well as the introduction of kerb extensions for new trees.
25. The total number of existing loading zones will remain the same, however some will be reduced in length to encourage turnover and allow for kerb extensions for tree planting. The total loading zone length will be reduced from 105 metres to 80 metres.
26. These loading zones convert to general parking overnight, between 6pm and 8am from Monday to Friday and on weekends. Due to the reduced length loading zones, the currently available 60 parking spaces at night will be reduced to 55.
27. This constitutes an overall loss of two parking spaces in the day time, rising to five parking spaces lost in the evenings and on weekends.
28. As a consequence of the proposed changes, parking meter revenue will reduce by \$9,000 per annum.

### **Tree Management**

29. No trees will be removed with these works.
30. Seven new trees will be planted in accordance with the City's Street Tree Master Plan.

### **Public Consultation to date**

31. Community consultation, including a local business survey, was undertaken in 2011. The feedback from this consultation informed the recommended scope of works for the southern Crown Street precinct, which was reported to Council in February 2012.
32. Public exhibition of the developed design was carried out between 13 May and 2 June 2013. The Community Consultation Report is included in Attachment B. It includes a summary of issues and suggestions raised by the community and responses from the City.

33. The consultation activities included:
  - (a) a news article on [sydneyyoursay.com.au](http://sydneyyoursay.com.au);
  - (b) a community information session on 18 May 2013 at Shannon Reserve, Surry Hills from 11am to 1pm;
  - (c) a webpage on the City of Sydney website;
  - (d) a mail out to 6,400 local residents and businesses announcing the consultation period; and
  - (e) door-knocking of local businesses along Crown Street.
34. The community information session was attended by over 60 people. From this, 24 formal submissions were received.
35. In addition, 16 submissions were received throughout the consultation period. Of these, five were critical of the proposal and 11 were in support.
36. Approximately 60 local businesses were engaged directly (via door-knocking) on 20 May to discuss the project and give feedback.
37. Overall, 42 submissions were received during the consultation period, with the majority expressing support for the proposal.
38. A detailed response to the issues raised during consultation is provided in Attachment B. The key issues are:
  - (a) potential traffic congestion along Crown and Baptist Street;
  - (b) loss of parking;
  - (c) conflicting needs of green grocer and restaurant patrons in the use footpath and parking space at No.559 to No.563 Crown Street;
  - (d) need for accessible parking space for people with disabilities using the precinct; and
  - (e) safety issues associated with the operation of the in-lane bus stop at Miles Street.
39. Submissions suggested that the narrowing of traffic lanes and removal of slip lane at the Crown and Cleveland intersection will cause traffic delays in the precinct. In relation to traffic congestion, it is noted that:
  - (a) the footpath widening is achieved with the removal of the bicycle shoulder lane and the traffic lanes are not reduced by the proposal;
  - (b) the City has undertaken traffic modelling of the proposed changes, which indicate minor impact on traffic flow. These results have been reviewed by RMS and received in principle approval; and
  - (c) the proposed changes will provide substantial benefit to the precinct through improved pedestrian safety, which will outweigh minor impacts to traffic flow.

40. A number of submissions expressed concerns over loss of parking, insufficient parking limits and lack of parking permits for local business owners. In relation to parking, it is noted that:
- (a) the proposal has minor impact on parking with a loss of two spaces in the daytime, raising to five spaces at night and on weekends. This loss is attributed to safety improvements such as the pedestrian crossing;
  - (b) the proposed parking limits and residential restrictions are in line with Council's policy for village centres; and
  - (c) the proposed changes aim to provide a substantial improvement of the public domain and pedestrian activity and amenity. The aim of this is to benefit local businesses through increased pedestrian flow and improved outdoor dining setting.
41. In response to the issues raised and suggestions made by the community, the City will:
- (a) provide a kerb extension in front of no.561 Crown Street as a physical separation from the loading zone servicing the adjacent properties;
  - (b) provide accessible parking space within the precinct; and
  - (c) investigate improved sightlines and safety for vehicles and pedestrians at the proposed bus stop location adjacent to the Miles and Crown Street intersection.

## KEY IMPLICATIONS

### Strategic Alignment - Sustainable Sydney 2030

42. *Sustainable Sydney 2030* is a vision for the sustainable development of the City to 2030 and beyond. It includes 10 strategic directions to guide the future of the City, as well as 10 targets against which to measure progress. This report is aligned with the following strategic directions and objectives:
- (a) Direction 6 - Vibrant Local Community and Economies – objectives under this Direction include maintaining and enhancing the role and character of the Villages; creating a network of Village Centres as places for meeting, shopping, creating, learning and working for local communities; providing a rich layer of accessible community-level social infrastructure, services and programs across the City; developing and supporting local economies and employment; and building opportunities for lifelong learning in new literacies.
    - (i) This project aims to furnish an identified Village Centre with a public domain that facilitates the envisaged role and character.
  - (b) In addition, this project contributes to Direction 4 - A City for Walking and Cycling and Direction 9 - Sustainable Development, Renewal and Design.

### Organisational Impact

43. The project will create additional assets, which will require ongoing maintenance. These include new pavements, trees, mass planting, street furniture, street lights and public art elements.



**Risks**

44. Risks associated with the proposal have been considered throughout the concept design and consultation phase. These include safety (in particular road safety for pedestrians, cyclists and motorists), environmental impacts and economic impacts, as well as community concerns.
45. An Independent Road Safety Auditor has been engaged to review the design and advise on any safety issues arising from the proposal.

**Social / Cultural / Community**

46. The proposal improves pedestrian amenity and provides opportunities for informal community interaction in the streets.
47. Public transport, delivery and parking within the street will be maintained with minimal impacts.

**Environmental**

48. The proposal includes Environmentally Sustainable Design elements to support the City's Sustainable Sydney 2030 vision for achieving high quality sustainable outcomes on all new capital works developments. This will include passive irrigation of garden beds and tree pits, increased tree canopy and landscaping in streets and low energy lights.
49. The proposed works require assessment and approval under Part 5 of the Environmental Planning and Assessment Act 1979 (the Act). A Review of Environmental Factors will be carried out to ensure that all environmental impacts have been identified assessed and, where appropriate, action is identified to manage impacts. The review will identify the likely impacts, note steps to be taken to manage them and assess whether residual impacts of the work are likely to be significant.

**Economic**

50. The program of works responds to the desires of the business community and will help to build this centre as an attractive destination.
51. Loading zones are maintained where they are currently located and are servicing the adjacent businesses.

**BUDGET IMPLICATIONS**

52. Funds are allocated for this project within the current capital works budget and future years forward estimates.
53. The current estimate indicates a shortfall in funding for the full scope of work as outlined in confidential Attachment D. This shortfall has arisen as a result of a higher than estimated construction cost of the Cleveland Street works. Further additional expenditure was identified during design development of Crown Street, with the need for additional flood mitigation works and the consequential rationale for comprehensive road re-sheeting upon completion of the works.

- 54. The following essential works within the project have been identified as requiring funding under the operational budget for the 2013/14 and 2014/15 years:
  - (a) traffic signal upgrade;
  - (b) power undergrounding at the Cleveland Street intersection; and
  - (c) upgrading assets which still have a residual accounting value.
- 55. In addition, preferable but not essential works within the project have been identified for potential funding under alternative programs, or otherwise deletion from the project:
  - (a) comprehensive road re-sheeting for the length of Crown Street at the project completion; and
  - (b) public artwork.
- 56. The proposed reduction of parking spaces along Crown Street between Devonshire and Cleveland Street results in loss of parking meter to the value of \$9,000 per annum.

**RELEVANT LEGISLATION**

- 57. NSW Roads Act 1993 for road related approvals.
- 58. Local Government Act 1993 for construction procurement.
- 59. Environmental Planning and Assessment Act 1979.
- 60. The activities related to this project fall under Part 5 of the Environmental Planning & Assessment (EP&A) Act. An Environmental Impact Assessment has been completed in accordance with the EP&A Act, and has concluded that the proposal is not likely to significantly affect the environment.
- 61. Attachment D is to remain confidential in accordance with Section 10A(2)(c) of the Local Government Act 1993, as it contains information that would, if disclosed, confer a commercial advantage on a person with whom Council is conducting (or proposes to conduct) business.

**CRITICAL DATES / TIME FRAMES**

- 62. The proposed program for this project is:

<b>Milestone</b>	<b>Target date</b>
Documentation and approvals	September 2013
Tender period for Stage 2 construction contract and Council endorsement	September 2013 – December 2013
Construction start	February 2014 (start to avoid Christmas trading period)
Construction completion	October 2014

**PUBLIC CONSULTATION**

63. The Community Consultation Report is included in Attachment B. It includes a summary of issues and suggestions raised by the community and responses from the City.
64. The following further engagement will take place to ensure the community is kept up to date with further developments regarding the design and construction of the Crown, Cleveland and Baptist Street Public Domain Improvements program:
  - (a) City of Sydney Website updated;
  - (b) project update letters and emails to local residents and interested community members;
  - (c) door-knocking nearby properties and businesses; and
  - (d) during construction, the selected contractor will be required to provide a Community Liaison Officer on-site to assist all stakeholders with day-to-day operational construction related issues.

**MICHAEL LEYLAND**

Director City Projects and Property

Chaya Bratoeva, Landscape Architect