

5.1. Permanent Burton Street Road Closure

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ENDORSED BY: Gary Parsons, Director Open Space and Infrastructure

ATTACHMENTS:

1. Burton Street - Full Time Closure - Final TMP Signed [5.1.1 - 4 pages]

PURPOSE:

This report seeks endorsement for the permanent closure of Burton Street between Broughton Street and Humphrey Place in Kirribilli. This closure is proposed to facilitate the construction of a permanent public plaza.

EXECUTIVE SUMMARY:

- In February 2021, Council adopted the Kirribilli Village Centre Masterplan. The masterplan identified the construction of a public plaza on Burton Street between Broughton Street and Humphrey Place. Council trialled the implementation of the plaza on Burton Street for six months.
- On 26 April 2022, the outcome of the trial and associated community consultation were reported to Council, resulting in the endorsement of the permanent transformation of Burton Street into a public plaza.
- Approval for the trial closure was obtained under the TfNSW Special Covid-19 traffic regulation delegation to Councils - Section 115 of the Roads Act 1993 for temporary pedestrian and bicycle works.
- On 13 February 2023, following additional community consultation, Council resolved to adopt concept design (Option 1C) and proceed with detailed design and construction of Burton Street Plaza.
- In compliance with NSW ROADS ACT 1993 - SECT 116, a public notice to declare the permanent road closure of Burton Street was published on the Mosman Daily Thursday 27 July 2023. The feedback period ended at 5pm on Thursday 24 August 2023, and no submissions were received.

FINANCIAL IMPLICATIONS:

The project is currently funded in the Kirribilli and McMahons Point Village Centres Upgrade.

RECOMMENDATION:

1. THAT Traffic Committee endorse the permanent closure of Burton Street, between Humphrey Place and Broughton Street in Kirribilli, for the construction of public pedestrian plaza.

LINK TO COMMUNITY STRATEGIC PLAN

The relationship with the Community Strategic Plan is as follows:

1. Our Living Environment
 - 1.2 Environmentally sustainable community
 - 1.3 Clean and green places
 - 1.4 Well utilised open space and recreational facilities
2. Our Built Infrastructure
 - 2.1 Infrastructure and assets meet diverse community needs
 - 2.2 Vibrant public domains and villages
3. Our Innovative City
 - 3.1 Our commercial centres are prosperous and vibrant
4. Our Social Vitality
 - 4.1 North Sydney is connected, inclusive, healthy and safe

BACKGROUND

In February 2021, Council adopted the Kirribilli Village Centre Masterplan which identified a series of streetscape upgrades opportunities within the town centre, including the pedestrianisation of Burton Street, between Humphrey Place and Broughton Street.

As part of this masterplan, Council implemented a six-month trial of a pedestrian plaza on Burton Street, between Humphrey Place and Broughton Street. The outcome of the trial projects and community consultation were reported to Council on 26 April 2022, when it resolved to endorse the implementation of a permanent plaza on Burton Street.

Between 4 October 2022 and 14 November 2022, Council consulted on two design options for the proposed plaza. These designs were based on the Kirribilli Village Public Domain upgrades Masterplan and incorporated feedback from previous community consultations.

On 12 December 2022, Council resolved to adopt the consulted concept design option known as 'Option 1B' but with provisions for additional amendments based on community feedback. This adjusted design, named 'Option 1C,' was subsequently submitted for Council adoption.

On 13 February 2023, Council resolved to adopt concept design 'Option 1C' and proceed with the detailed design and construction of Burton Street Plaza.

CONSULTATION REQUIREMENTS

Community engagement has occurred in accordance with Council's *Community Engagement Protocol and with required advertisement under Section 116 of the Roads Act 1993*.

Consultation on two concept design options for the proposed plaza was undertaken between 4 October to 14 November 2022. During this time 3,434 letters were sent out to the local community to promote the public exhibition. Additional promotion included Council's e-newsletters, on-site posters with QR codes, social media ads, one in-person workshop, one online information session and a project specific 'Have Your Say' webpage.

In total, Council received 191 submissions, including 10 written, 13 workshop, and 168 online submissions. The submissions preferences from the Burton Street Plaza options were 62.50% for design Option 1, 10.42% for design option 2 and 27.08% for neither of the options.

Additionally, and in compliance with NSW ROADS ACT 1993 - SECT 116, a public notice to declare the permanent road closure of Burton Street, between Broughton Street and Humphrey Place, was published on the Mosman Daily Thursday 27 July 2023. The feedback period ended at 5pm on Thursday 24 August 2023, and no submissions were received.

Relates to ECM No: 9196688, 9341430, 9103762.

Standard or Guideline Used: NSW ROADS ACT 1993 - SECT 116

Signs & Lines Priority: N/A

Precinct and Ward: Bradfield and Cammeraygal

Impact on Bicycles: Provision for bicycle racks.

Impact on Pedestrians: Pedestrianised plaza will improve pedestrian safety, amenity, and connectivity.

Impact on Parking: N/A

DETAIL

To improve pedestrian safety, amenity, and connectivity in the Kirribilli Village Centre, it is proposed to convert Burton Street, between Humphrey Place and Broughton Street, into a pedestrianised public plaza. The upgrade will include removal of kerb, installation of new paving and street furniture, planting, drainage, bollards and lighting to convert the street into a Public Pedestrian Plaza.

Based on the results of the community consultation a revised design concept was developed 'Option 1C' which included improvements to pedestrian access through the centreline of the plaza and village specific street furniture selection. On 13 February 2023, Council resolved to adopt detailed concept design 'Option 1C' and to proceed with detailed design and construction of Burton Street Plaza.

1.1 Burton Street | Option 1 / Existing levels & no kerbs

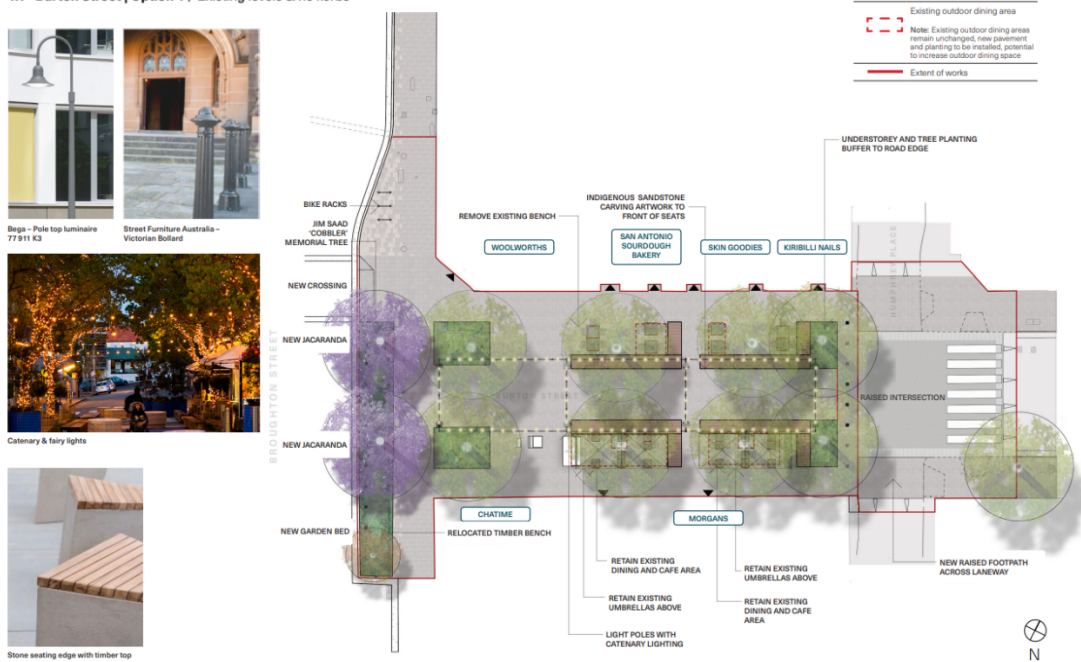


Image 1- Bligh Street Shared Zone Adopted Concept Plan Option 1C

On 21 October 2022 a Traffic Delegated Authority (TDA 22/100) request for Permanent Closure of Burton Street, Street as Shared Spaces was made. In response TfNSW prepared a memo including the “Permanent Traffic Management Plan” for review and approval of TfNSW Senior Management. After their review on 3 July 2023, TfNSW approved the proposal and recommended:

“The submission from North Sydney Council regarding the proposal to implement the permanent closure of Burton Street between Broughton Street and Humphrey Place has satisfactorily addressed the necessary requirements of the TMP and is recommended for approval.”

Given the community support, **approval from TfNSW** and adoption of the project by Council, it is recommended that North Sydney Council Traffic Committee endorse the proposal of the permanent closure of Burton Street between Humphrey Place and Broughton Street in Kirribilli, for the implementation of a Public Pedestrian Plaza.



Permanent Traffic Management Plan

Site Details

Address: Burton Street, Kirribilli	LGA: North Sydney
Ref / Version: V.1	Date of TMP Submission: 21/10/2022
Council Contact Name: Brinthaban Baskaran	Council Contact Number: 02 9936 8266

Introduction

North Sydney Council has submitted a Traffic Management Plan (TMP) in accordance with the Transport for NSW *Procedures for use in the preparation of a Traffic Management Plan (2001)* for the proposal to convert Burton Street between Broughton Street and Humphrey Place to a permanent closure following the 6 month trial closure approved in July 2021 under the DPIE Streets as Shared Spaces Program to improve pedestrian safety.

Details

In April 2021, as part of the Kirribilli Activation project, North Sydney Council temporarily closed Burton Street to private vehicles between Broughton Street and Humphrey Place whilst still maintaining pedestrian and cyclist access. At that time, and as part of the temporary closure, PeopleTrans prepared a traffic management plan to safely accommodate the changes to the road network as far as traffic accessibility was concerned.

Prior to the temporary closure, Burton Street operated as a one-way eastbound road between Broughton Street and Humphrey Place including a westbound contraflow cycle lane. North Sydney Council are now considering making this temporary closure permanent

North Sydney Council are now proposing to make this temporary closure permanent and commissioned PeopleTrans in July 2022 to further assess in the traffic and transport impacts of a long-term permanent closure of Burton Street. The key objective of the Traffic and Transport Impact Assessment (TIA) is to identify any adverse access or safety implications resulting from a permanent closure of Burton Street.

The key roads surrounding Burton Street include Broughton Street, which is a two-lane two-way road, running north to south, Crescent Place, Humphrey Place and Bligh Street, which are all one way local roads and Burton Street which is a two-way local road.

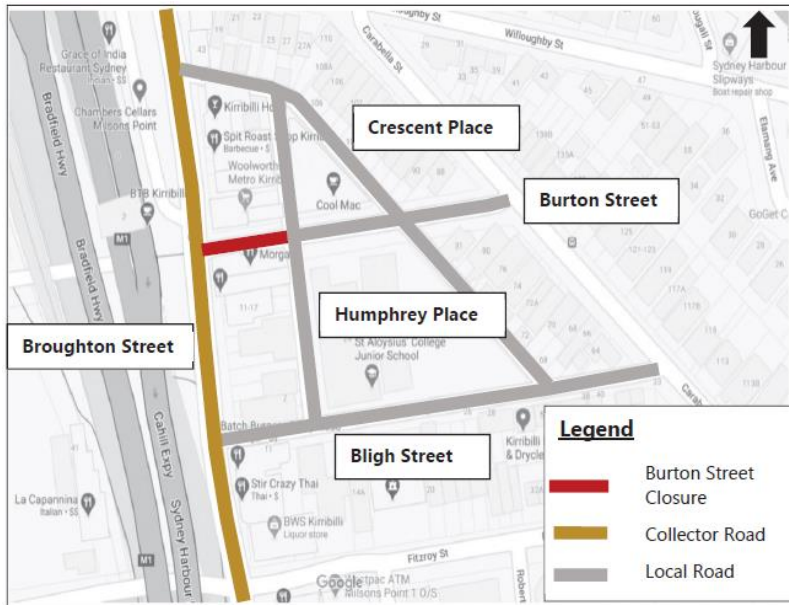
Key land uses in proximity of Burton Street, which are key trip attractors, include Milsons Point Train Station, Kirribilli Hotel, St Aloysius Junior School, Woolworths Metro and the various cafes and restaurants on Burton Street itself. Of note during the weekday AM and PM school peak periods is the heavy flow of pedestrians along the northern footpath of Burton Street between the Milsons Point train station and St Aloysius school.

The closure of Burton Street at this intersection has resulted in a cross intersection becoming a T-Intersection. However, this has also created new diagonal pedestrian desire lines from the southern and northern footpaths of Burton Street south to the opening in the Burton Street closure. This is not considered an issue as traffic volumes in this location are very low, particularly during the weekends and this type of pedestrian movement is not as prominent during the early weekday mornings when traffic volumes are higher associated with St Aloysius school pick up and drop off.

The closure of Burton Street would not have any adverse impacts to bus services. Given that no bus routes go through Burton Street, the impacts on these routes due to the closure of Burton Street would be limited to any potential queues at the Broughton Street / Crescent Place intersection.

Traffic Impact Assessment

North Sydney Council commissioned PeopleTrans in July 2022 to undertake Speed and traffic volume and pedestrian counts on the surrounding local road network and undertook a comparison study with the pre-closure traffic studies. The extent of the study area is in the suburb of Kirribilli, in the North Sydney Council Local Government Area. Key roads assessed as part of the TIA include Broughton Street, Burton Street, Crescent Place and Humphrey Place.

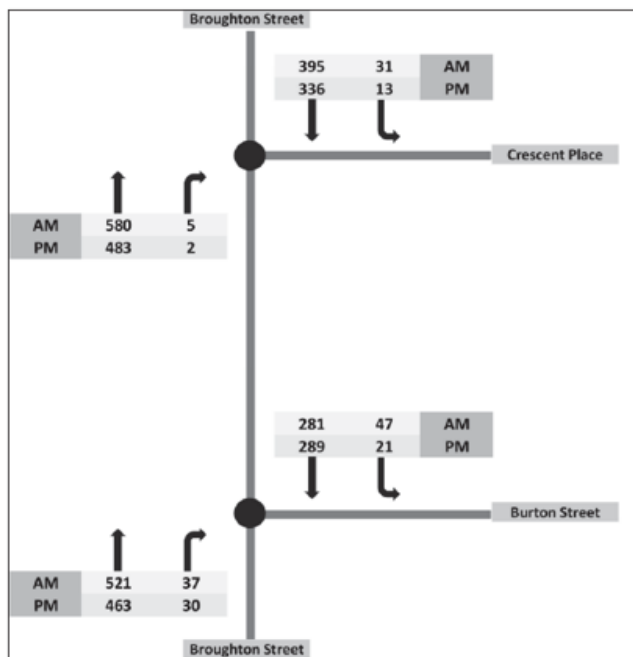


Intersection Operation (Pre Closure)

In April 2021 during the planning of the temporary closure of Burton Street PeopleTrans collected weekday peak hour traffic data (7:30am-8:30am & 2:45pm-3:45pm) at the intersections of Broughton Street/Burton Street and Broughton Street/Crescent Place as indicated below in Figure 2-9:

Survey indicates mid-block AM and PM peak hour weekday traffic volumes of 35v/hr and 15v/hr respectively on Crescent Place and 84v/hr and 51v/hr on Burton Street. It should be noted that the traffic volumes recorded on Crescent Place and Burton Street were well within the NSW environmental capacity standards for local roads.

PRE-CLOSURE (April 2021): Weekday AM/PM Peak Hour Traffic Volumes



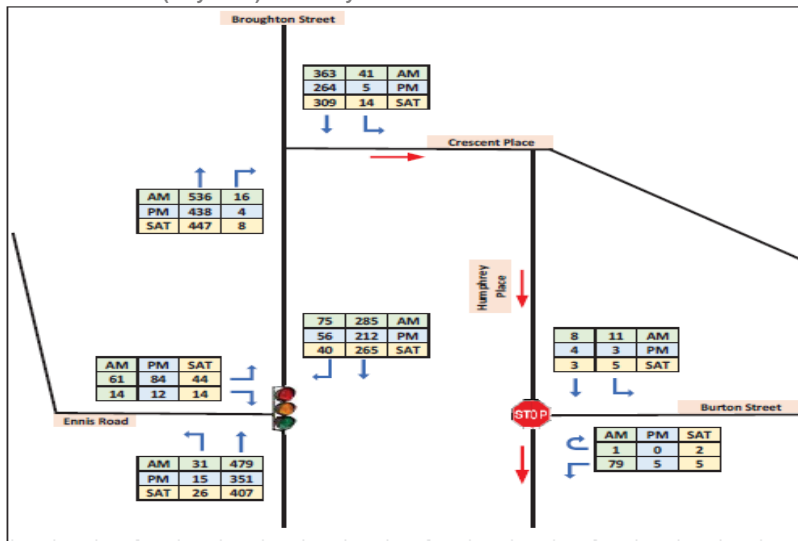
Intersection Operation (Post Closure)

PeopleTrans analysed the weekday operation of the Broughton Street/Crescent Place intersection post-closure given that it was anticipated that this intersection would have to manage the majority of redirteved traffic from the Burton Street closure. The operation of this intersection was assessed using Sidra Intersection, which calculates intersection performance.

Modelling indicated that all the intersections within the study area currently operate well during the weekday AM, PM and Saturday peak hours with minimal queues and delays on all approaches.

Minor increases in traffic volumes at the intersection of Broughton Street/Crescent Place were noted in July 2022 when surveys were compared to the traffic volumes recorded in April 2021 as part of the temporary closure of Burton Street. These increases were not as high as was anticipated or modelled in 2021 and resulted in negligible network impact.

POST CLOSURE (July 2022): Weekday AM/PM Peak Hour Traffic Volumes



Conclusion

Based on the analysis contained within the Traffic Impact Assessment the following summary is provided on the impacts of this closure:

- The proposed full time closure of Burton Street will result in a Level of Service (LoS) "A" at the key intersections affected by the closure. Please refer to table 3.5 shown above.
- The additional traffic diverted by the proposed temporary road closure of Burton Street is not compromising the safety or function of the surrounding road network. This would be the same for a permanent closure of Burton Street.
- The current road network traffic volumes and speeds are within the limits of the NSW environmental capacity standards for local roads, with the exception of Broughton Street.
- The current intersections near Burton Street are operating satisfactorily with minimal queues and delays on all approaches.
- Cycle movements on Burton Street itself were negligible with a total of 17 cyclists observed during the surveys undertaken in March 2021 between 7:00 am and 4:00pm. Cycle movements recorded in August 2022 indicated similar volumes.
- No public or school buses travel directly on Burton Street and as such a permanent closure will have no adverse impacts on bus operations.
- Based on the analysis above, the transport impacts of a permanent closure of Burton Street would be negligible but there could still be opportunities to improve pedestrian and cyclist safety and amenity during the design of the permanent closure. These relate specifically to the interfaces with the trafficable roads at either end of Burton Street.

The additional traffic diverted by the proposed temporary road closure of Burton Street is not compromising the safety or function of the surrounding road network. This would be the same for a permanent closure of Burton Street.

The current road network traffic volumes and speeds are within the limits of the NSW environmental capacity standards for local roads, with the exception of Broughton Street. The current intersections near Burton Street are operating satisfactorily with minimal queues and delays on all approaches.

Recommendation

The submission from North Sydney Council regarding the proposal to implement the permanent closure of Burton Street between Broughton Street and Humphrey Place has satisfactorily addressed the necessary requirements of the TMP and is **recommended for approval**.

RECOMMENDED



David Osborne
Network and Safety Officer
Greater Sydney

CONCURRENCE



Peter Carruthers
Manager Network & Safety Services
Greater Sydney

APPROVAL



Natalie Gulliver
A/Director Network Management Eastern
Greater Sydney
