

10.1. Burton Street and Bligh Street Kirribilli Permanent Closure - Consultation Outcome Report

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ENDORSED BY: Jon Higlett, Acting Director Engineering and Property Services

ATTACHMENTS:

1. ATTACHMENT 1 List of Indigenous artists from the AHO [10.1.1 - 1 page]
2. ATTACHMENT 2 Broughton & Burton Sts Concept Design Option 1 C [10.1.2 - 13 pages]

PURPOSE:

This report seeks Council's endorsement of the preferred Concept Design Option for the permanent closure of Burton Street, and the transformation of Bligh Street Shared Zone, both in Kirribilli. Council's Strategic Planning, Arts, Open Space, Heritage, and the Aboriginal Heritage Office have been consulted and provided input to the preferred design, to acknowledge and connect the heritage nature of the area and highlight the First Nations history.

EXECUTIVE SUMMARY:

Council, at its meeting on 26 September 2022, endorsed the public exhibition for 42 days of the detailed Concept Design Options for the permanent closure of Burton Street, and the transformation of Bligh Street Shared Zone, both in Kirribilli. Community consultation was undertaken September - November 2022 in line with the project-specific Community Engagement Strategy developed for this project.

The consultation outcome was reported to Council on 12 December 2022 and the preferred design 'Option 1B' for Burton Street and Bligh Street was endorsed by Council, with provisions to acknowledge and connect the heritage nature of the area and highlight its First Nations history.

In response to Council's resolution, Council's Strategic Planning team, Arts Team, Open Space design team, Council's Heritage Planner, and the Aboriginal Heritage Office were consulted between December 2022 and January 2023. Their input has been incorporated in the preferred design 'Option 1C', to provide consistency with Bradfield Park, connect the heritage nature of the area, and highlight First Nations History.

The preferred design 'Option 1C' includes the following changes, which are outlined in table 4 and 5 in this report:

- sandstone heritage character expressed through seats in Burton Street.
- an Indigenous carving artwork in Burton Street.
- existing blue planter boxes to be painted Harbour Bridge grey (Dulux Ferreko No. 6).

- heritage style lights and bollards to be “Harbour Bridge” grey (Dulux Ferreko No. 6).
- native trees - ‘Golden Penda’ proposed as the street tree in Bligh Street instead of an exotic tree species.

Public Art opportunities have been raised, for a mural (suggested by the operators of Bloomingales florist and Botanist Café on Broughton Street) and a memorial to the late Jim Saad ‘60 years a shoemaker in Milson Point’ (suggested by Council’s Historian). Such Public Art options could be considered in future budgets and subject to further reports.

FINANCIAL IMPLICATIONS:

The re-design cost incurred to modify the landscape plans by Turf Design Studio was \$4,500.

An indigenous artist could be commissioned to develop and deliver an artwork in the vicinity of Burton Street, with the cost estimated at \$10,000. The public art mural and memorial are outside the scope of the project budget and should be considered in future budgets and subject to further reports.

Funding for this project is included in the Capital Works delivery program for 2022/23. The project is also partially funded through funds carried over from the Special Rate Variation (SRV) for the 2021/2022 financial year.

Council has also been successful in obtaining \$950,000 in grant funding for the implementation of the Bligh Street Shared Zone as part of Transport for NSW’s 2022/23 “Get NSW Active” program. The funding deadline to finish construction is 2 October 2023.

It should be noted that pursuing further community consultation may result in the loss of grant funding as the program timeframe is constrained, with detailed design and tendering still to be undertaken before construction can commence. A winter (June 2023) construction start date is proposed to minimise the impact on local businesses.

RECOMMENDATION:

1.THAT Council note the input from the Aboriginal Heritage Office, Council’s Strategic Planning team, the Arts team, the Open Space design team and Council’s Heritage planner.

2.THAT Council adopt Option 1C for Burton Street as the preferred option, with the inclusion of modified design elements as outlined in this report.

4.THAT Council proceeds with detailed design and construction of the permanent closure of Burton Street Option 1C.

5.THAT Council adopt Option 1C for Bligh Street Shared Zone as the preferred option, with the inclusion of modified design elements as outlined in this report.

6.THAT Council proceeds with detailed design and construction of the Bligh Street Shared Zone Option 1C.

7. THAT Council note the successful \$950,000 grant funding for the implementation of Bligh Street Shared Zone, and the funding deadline of 2 October 2023 to finish construction.

8. THAT Council receive a report detailing future opportunities to incorporate public art within the project area, including a memorial to the late Jim Saad.

LINK TO COMMUNITY STRATEGIC PLAN

The relationship with the Community Strategic Plan is as follows:

1. Our Living Environment
 - 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
 - 3.2 North Sydney is smart and innovative

4. Our Social Vitality
 - 4.3 North Sydney's history is preserved and recognised

BACKGROUND

The public domain of the Kirribilli Village Centre area is in need of upgrading. Its current form was designed and built in the mid-1990s and is looking increasingly outdated and tired. There are multiple layers of streetscape elements which have been combined over the decades, creating an ad-hoc streetscape character which is visually inconsistent and difficult for Council to maintain. The colour scheme, paving materials and streetscape furniture do not resonate with current contemporary approaches of Urban Design and "Place Making". In addition, some of the various palettes of materials have performed poorly over the years.

Following 60 days of community consultation Council, at its meeting on 22 February 2021 resolved to adopt the Kirribilli Village Centre Public Domain Upgrade Masterplan for the upgrade of Kirribilli Village. Two key areas identified as part of the Masterplan were the closure of Burton Street and the transformation of Bligh Street into a Shared Zone.

The Burton Street Pedestrian Plaza and Bligh Street Shared Zone were also part of a trial in 2021 under the "Streets as Shared Spaces" program, whereby Council received funding from the Department of Planning and Environment (DPIE) to trial the closure of Burton Street and implement a shared zone in Bligh Street. The outcome of the trial was reported to Council on 26 April 2022.

Council endorsed the permanent closure of Burton Street between Humphrey Place and Broughton Street, and the permanent transformation of Bligh Street into a Shared Zone at its 26 April 2022 meeting. It was also resolved that, before proceeding with the final design of

both the permanent closure of Burton Street and the transformation of Bligh Street, Concept Design Options be brought back to Council for endorsement.

In response to the Council resolution of 26 April 2022, Council engaged the professional consultancy services of Turf Design Studio to prepare two detailed design concepts for each site - Burton Street permanent closure and transformation into a pedestrian plaza, and the conversion of Bligh Street into a permanent Shared Zone.

The design concepts are based on the adopted Masterplan for the Kirribilli Village Public Domain improvements, and incorporate the feedback received in both previous Community Consultation periods which showed:

- 84% overall support during the Kirribilli Masterplan community consultation undertaken September - November 2020 (60 days); and
- 88% support for Burton Street Pilot closure and Bligh Street Pilot shared zone during consultation September 2021 - 31 March 2022, reported to Council on 26 April 2022.

As per Council's resolution of 26 September 2022, community engagement and public exhibition was undertaken 4 October - 14 November 2022. The outcome of the consultation was reported to Council at its 12 December 2022 meeting, and Council resolved:

- 1. THAT Council provide an update on the updated design 1B to submitters and thank them for their feedback and suggestions.*
- 2. THAT Council pursue Option 1B for the Burton Street Closure and Design Concepts as the preferred design option with the following provisions:*
 - i) that the modified design elements as outlined in this report be included in the design, and,*
 - ii) that Council's Strategic Planning team, Open Space design team, Council's Heritage architects, and the Aboriginal Heritage Office be consulted and asked to provide input into the preferred design that better acknowledges and connects the heritage nature of the area and highlights the First Nations history, and that this input be provided in a timely manner.*
- 3. THAT Council proceeds with the preparing of the preferred design of the permanent closure of Burton Street as per Point 2 above.*
- 4. THAT the preferred design include detailed landscape plans and be reported back to Council as soon as practicable.*
- 5. THAT the above be clearly communicated to residents/submitters via email, relevant precincts, community groups, small businesses and a letterbox drop in the near vicinity so that the community and other interested parties are kept up to date with the progress of the preferred design and can provide feedback to Council.*
- 6. THAT when the preferred design is reported back to Council, Council can determine whether further community engagement is pursued.*
- 7. THAT Council adopt Option 1B for the Bligh Street Shared Zone as the preferred design option with the following provisions:*
 - i) the inclusion of modified design elements as outlined in this report, and,*

ii) that Council's Strategic Planning team, Open Spaces design team and Council's Heritage architects be consulted and asked to provide input into the final detailed design.

8. THAT Council proceeds with the preferred design of the Bligh Street Shared Zone as per Point 6 above.

9. THAT the preferred design include detailed landscape plans and be reported back to Council as soon as practicable.

10. THAT the above be clearly communicated to residents/submitters via email, relevant precincts, community groups and a letterbox drop in the near vicinity so that the community and other interested parties are kept up to date with the progress of the preferred design and can provide feedback to Council.

11. THAT when the preferred design is reported back to Council, Council can determine whether further community engagement is pursued.

12. THAT Council note the successful \$950,000 grant funding for the implementation of Bligh Street Shared Zone, and the funding deadline of 2 October 2023 to finish construction and as such regards the Bligh Street Shared Zone as a priority.

13. THAT Council notes the submissions of Milson Precinct, the Kirribilli Village Community Group, small business owners and other community members in relation to revisiting the Kirribilli Character Statement and its interplay with the Kirribilli Masterplan and refers this to the General Manager for response.

In response to Point 10 of the above Council resolution, the review process was communicated to residents and submitters through site signage installed 22 December 2022, an email letter to update all submitters on 5 January 2023, and Council's eNewsletter sent 6 January 2023.

4 submissions were received on 15 December 2022, asking that a character statement and masterplan be created for Kirribilli Village, and that Option 1B be paused. No submissions were received after this date.

CONSULTATION REQUIREMENTS

Community engagement has occurred in accordance with Council's *Community Engagement Protocol*.

In response to Point 10 of the above Council resolution, the review process was communicated to residents and submitters through site signage installed 22 December 2022, an email letter to update all submitters on 5 January 2023, and Council's eNewsletter sent 6 January 2023.

4 submissions were received on 15 December 2022, asking that a character statement and masterplan be created for Kirribilli Village, and that Option 1B be paused. Additional verbal representations from a community group included feedback on planter boxes, seating, lighting, paint colour, public art.

No further written submissions were received after this date.

DETAIL

In response to the Council resolution 12 December 2022, consultation was undertaken with Council's Strategic Planning team, Open Space design team, Council's Heritage Planner, and the Aboriginal Heritage Office between December 2022 and January 2023, to provide input to the preferred design, to better acknowledge and connect the heritage nature of the area, and to highlight its First Nations history. Materials and finishes from Bradfield Park North were considered and resulted in the inclusion of "Harbour Bridge" grey for bollards and light posts in the preferred design.

The Aboriginal Heritage Office provided advice on incorporating First Nations History into the space and suggested an indigenous artist could be commissioned to develop some artwork around fish and shellfish, and some Aboriginal words e.g. gadyan (cockle), wulumay (snapper) etc as shown in Photo 1 below. Alternatively, 'You're on Gamaragal Country' carved into a seat or benchtop is considered appropriate. Sandstone has been included as a seat base to enhance the heritage character of Kirribilli, and provide a potential location for an Indigenous sandstone carving artwork. A list of potential indigenous artists has been provided by the Aboriginal Heritage Office and is shown in Attachment 1.



Photo 1 The carving of a whale or fish at Balls Head.

Photograph taken around 1900, Stanton Library. Source: Aboriginal North Sydney, Dr Ian Hoskins

Council has also been approached by the operators of Bloomingales florist and Botanist Café on Broughton Street, to collaborate on a wall mural. The potential mural location is shown in Photo 2 below, at 45 Broughton Street and 17 Willoughby Street and could be considered in future budgets and be subject to further reports.



Photo 2 Proposed location of potential wall mural outside Bloomingales and Botanist on Broughton Street, Kirribilli

Council’s historian, Dr Ian Hoskins has provided historical images of Kirribilli which could also be used as printed artwork on street infrastructure such as traffic boxes. An example is shown in Photo 2 (below) of Grantham Street which was demolished for the Bridge construction, located where the Greenway flats are today.



Photo 3 Heritage photo proposed for use as a print on traffic boxes



Photo 4 Potential location of historic prints on traffic box on Broughton Street, Kirribilli, circled in yellow

Additionally, a memorial to commemorate the late Jim Saad who passed away in 2020 after 60+ years mending shoes in the Milsons Point train station tunnel could be included in Burton Street. His shop was decorated with wreaths etc after his passing, as evidence of the esteem in which he was held. It has been impossible to find a suitable location for a plaque because the entire structure of the bridge is heritage listed and therefore out of bounds.

Dr Hoskins is considering commissioning an artist to create a pair of bronze shoes similar to those in Photo 5 below, by way of a memorial to Mr Saad. Alternatively, a memorial tree with a plaque could be planted in Burton Street, in consultation with the Saad family.



Photo 5 Inspirational example of bronze shoes as a potential memorial to the late Jim Saad, 60+ years a shoemaker in Milson Point. Credit: Paul Biggins, Alamy.com

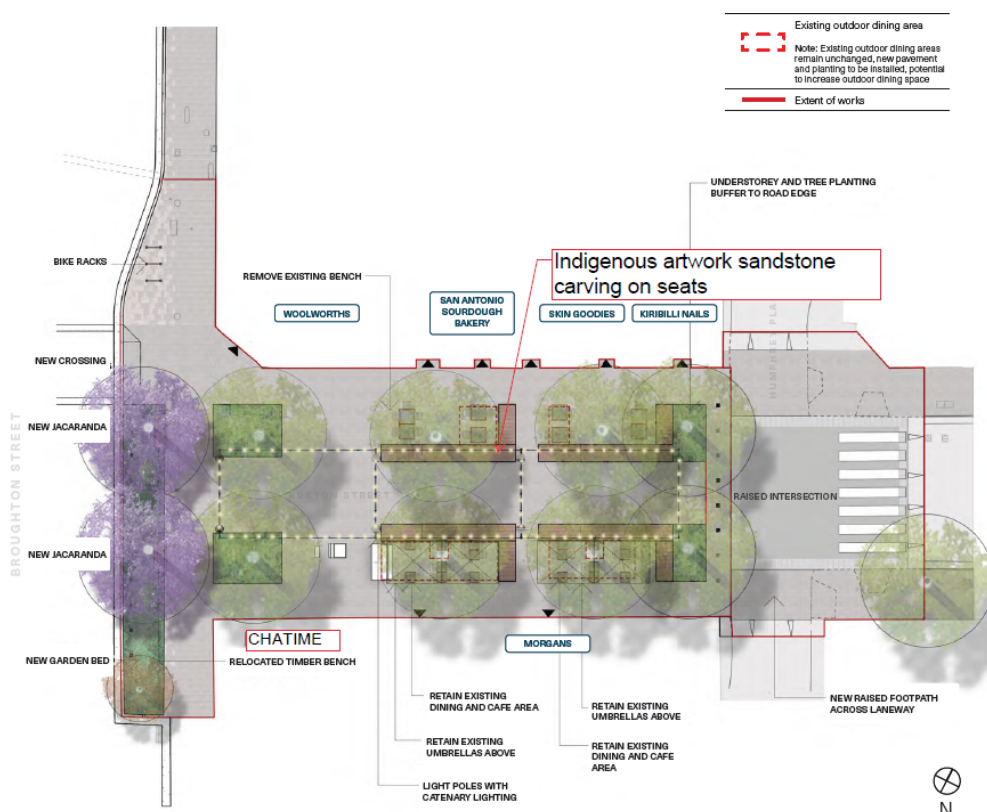





Photo 6 Location plan of potential memorial to the late Jim Saad in Burton Street, Kirribilli

Table 4. Changes incorporated into option 1C – Burton Street Closure - as a result of community and Council staff feedback

Criteria	Option 1 – Original design	Option 1C – Preferred design
1. Pedestrian access	<p>Accessible pathway through the centreline of Burton Street</p> 	<p>Accessible pathway through the centreline of Burton Street</p> 
2. Round concrete seats 'cold, slimy concrete'	<p>Re-use round concrete seats</p> 	<p>Remove round concrete seats</p> 
3. Concrete terrace seats 'Bulky, uncomfortable off form concrete'	<p>Pre-cast concrete proposed for terraces seats in Burton Street</p> 	<p>Timber top seating to terrace seats in Burton Street, narrow gap between timbers to prevent rubbish</p> 
4. Sandstone heritage character	<p>Pre-cast concrete proposed for terraces seats in Burton Street</p>	<p>Sandstone seat base with sparrow pecked finish</p>

Criteria	Option 1 – Original design	Option 1C – Preferred design
		
5. Indigenous carving artwork	Nil	<p data-bbox="967 613 1412 645">To be included on sandstone seat</p> 

<p>6. Paving material</p>	<p>Light coloured pavers proposed</p> 	<p>Dark paver proposed for uniform classic look</p> 
<p>7. Lighting</p>	<p>Modern pole top lights proposed for Burton and Bligh Streets</p>  <p><i>Photo 7</i></p>	<p>Heritage style lights proposed for Burton and Bligh Streets “Harbour Bridge” grey (alternative heritage lights not recommended due to consistency in streetscape and ongoing maintenance considerations)</p>  <p><i>Photo 7</i></p>
<p>8. Bollards</p>	<p>Modern stainless steel bollards proposed</p> 	<p>Heritage style bollards to be used on Burton Street “Harbour Bridge” grey</p> 
<p>9. Planting scheme</p>	<p>Contemporary planting scheme proposed</p>	<p>Heritage style planting scheme proposed e.g. Buxus, flowering colour</p>



Preferred Design Option 1C – Burton Street Closure



Photo 8 Artist impression of Option 1C Preferred design for Burton Street, Kirribilli, day view

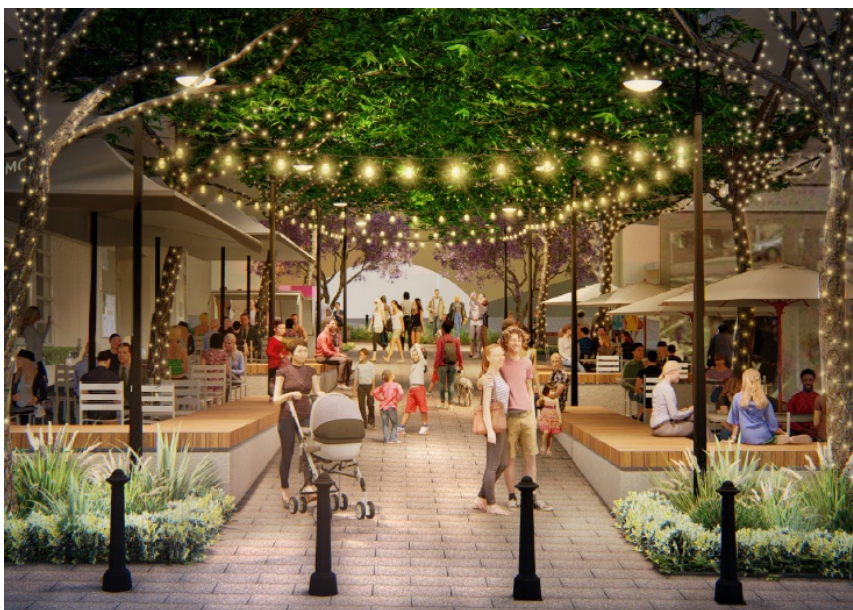





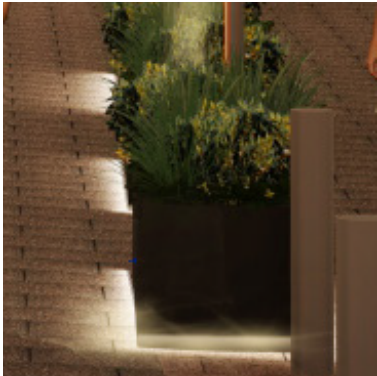
Photo 9 Artist impression of Option 1C Preferred option for Burton Street, Kirribilli, night view

Bligh Street Shared Zone - Concept Design amendments and Preferred Options as a result of Community and Council staff feedback



Design elements identified in community feedback have been included where possible, into an iteration of Option 1 to make it into the Preferred Design – Option 1C. (Attachment 2) Refer to Table 5. In summary, the changes incorporated into Option 1C are:

1. use of darker paver type for a uniform, classic look
2. existing blue planter boxes outside Bligh Street shops to be painted “Harbour Bridge” grey (Dulux Ferreko no. 6)
3. existing 3 x planters outside the Bridge Church on Bligh Street to be removed.
4. use of heritage-style light in “Harbour Bridge” grey
5. future consideration for the removal of 1 x car space outside Coco Chocolate (Bligh Street) for outdoor dining, subject to further consultation.
6. native tree ‘Golden Penda’ *Xanthostemon chrysanthus* as the street tree in Bligh Street (as recommended by Council’s arborist)

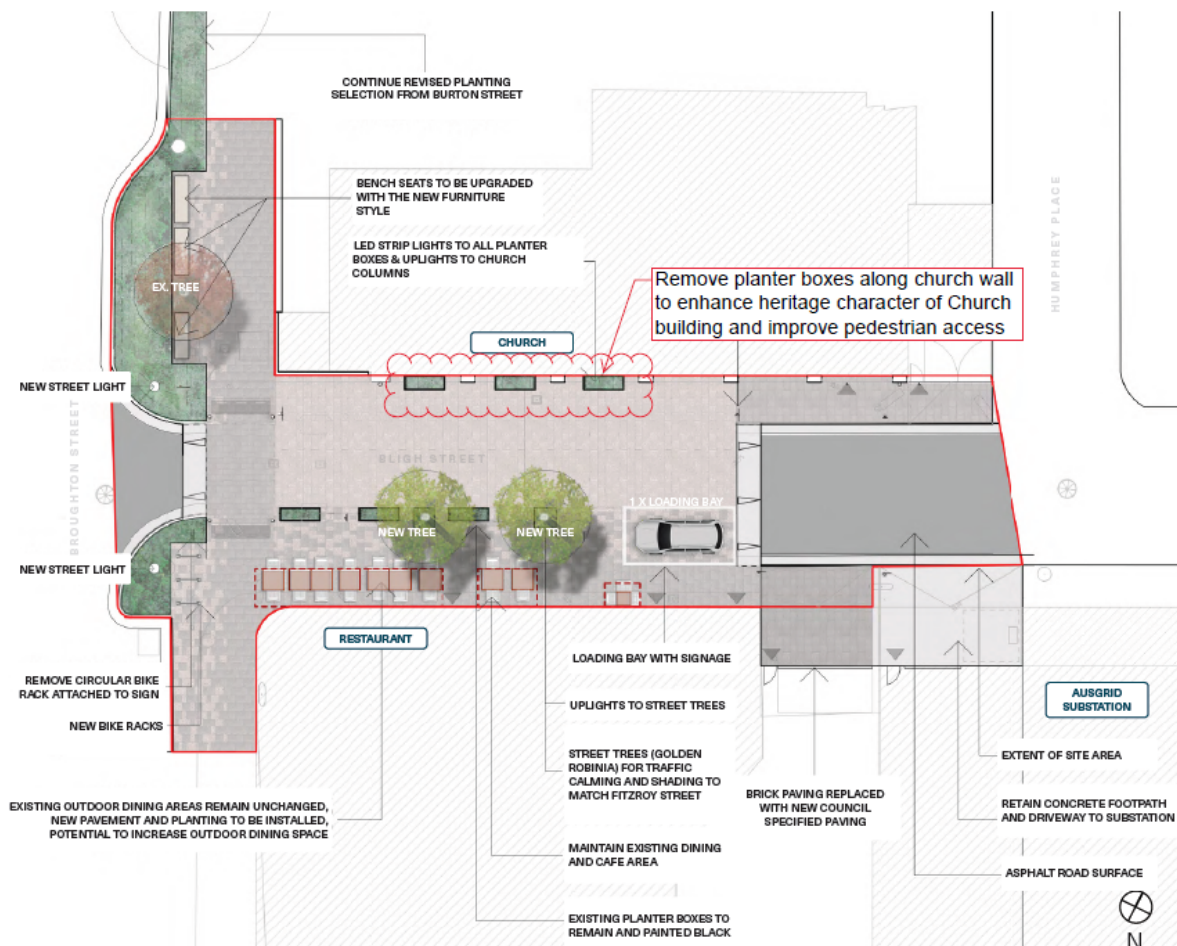
Table 5. Changes incorporated into option 1C – Bligh Street “Shared Zone” - as a result of community and Council staff feedback

Criteria	Option 1 – Original design	Option 1C – Preferred design
1. Paving material	<p>Light coloured pavers proposed</p> 	<p>Dark paver proposed for uniform classic look</p> 
2. Existing blue planter boxes outside shops to be painted “Harbour Bridge” grey	<p>Existing blue planter boxes</p> 	<p>Existing planter boxes outside shops to be painted “Harbour Bridge” grey</p> 

Criteria	Option 1 – Original design	Option 1C – Preferred design
<p>3. Existing 3 x blue planter boxes outside the Bridge Church to be removed</p>	<p>Existing blue planter boxes outside the Bridge Church on Bligh Street</p> 	<p>Existing blue planter boxes outside church to be removed, to highlight the building’s heritage character and improve pedestrian access</p> 
<p>4. Lighting</p>	<p>Modern pole top lights proposed for Burton and Bligh Streets</p> 	<p>Heritage style lights be installed in Burton and Bligh Streets in “Harbour Bridge” grey (alternative heritage lights not recommended due to consistency in streetscape and ongoing maintenance considerations)</p> 
<p>5. Parking</p>	<p>Existing 1 x 4P parking space to be retained</p>	<p>Future consideration of the removal of 1 x 4P parking space to facilitate outdoor dining, subject to consultation.</p>

Criteria	Option 1 – Original design	Option 1C – Preferred design
6. Street trees	Golden Robinia proposed as street tree in Bligh Street, to match Fitzroy Street 	Native 'Golden Penda' proposed as street tree in Bligh Street, as recommended by Council's arborist 

Preferred Design Option 1C – Bligh Street “Shared Zone”



Plan of Option 1C Preferred option for Bligh Street “Shared Zone”, Kirribilli

Program

Table 6. Implementation program

Activity	Delivered by
<i>Detailed Design</i>	<i>February - March 2023</i>
<i>Tender and procurement</i>	<i>April - May 2023</i>
<i>Commencement of Construction</i>	<i>June 2023</i>
<i>Finish Construction (Funding deadline)</i>	<i>2 October 2023</i>

Summary and Recommendations

Given that the majority of respondents generally support Option 1 for the Burton Street Permanent Closure, and Option 1 for the Bligh Street Shared Zone, it is recommended that Council adopts the revised preferred options 1C (Attachment 2), to integrate more community feedback from the recent round of engagement (including the workshop held 8 November 2022) and input from Council staff, in response to the resolution of 12 December 2022, and proceeds with detailed design for tender and construction.

List of Indigenous artists provided by the Aboriginal Heritage Office

Date: 19 January 2023

Name	Ancestry	Contact	Email or website
Leanne Tobin	Darug	0429 169323	lmto61@hotmail.com
Adam Hill Aka Black Douglas	Born in Sydney	0411 440 990	koori8@gmail.com
Bibi Barber		0413 362 364	evie_01@hotmail.com
Boomalli Gallery of Artists			https://www.boomalli.com.au/boomalli-artists/
Walangnari Kantawarra		0414 932863	
Karen Maber	Darkinung		https://www.karenmaber.com.au/
Leanne Watson	Darug	For all enquiries please email	mulgokiwi@bigpond.com

NORTH SYDNEY COUNCIL



Kirribilli Burton and Bligh Streets

CONCEPT DESIGN

DRAFT FOR REVIEW

ISSUE G • 2ND FEBRUARY 2023

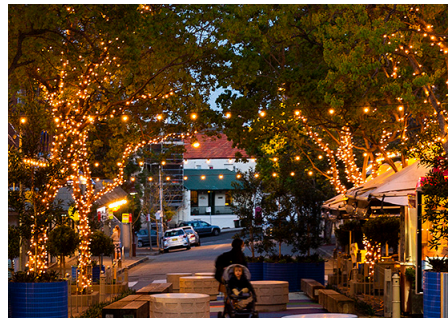
1.1 Burton Street | Option 1 / Existing levels & no kerbs



Bega – Pole top luminaire
77 911 K3



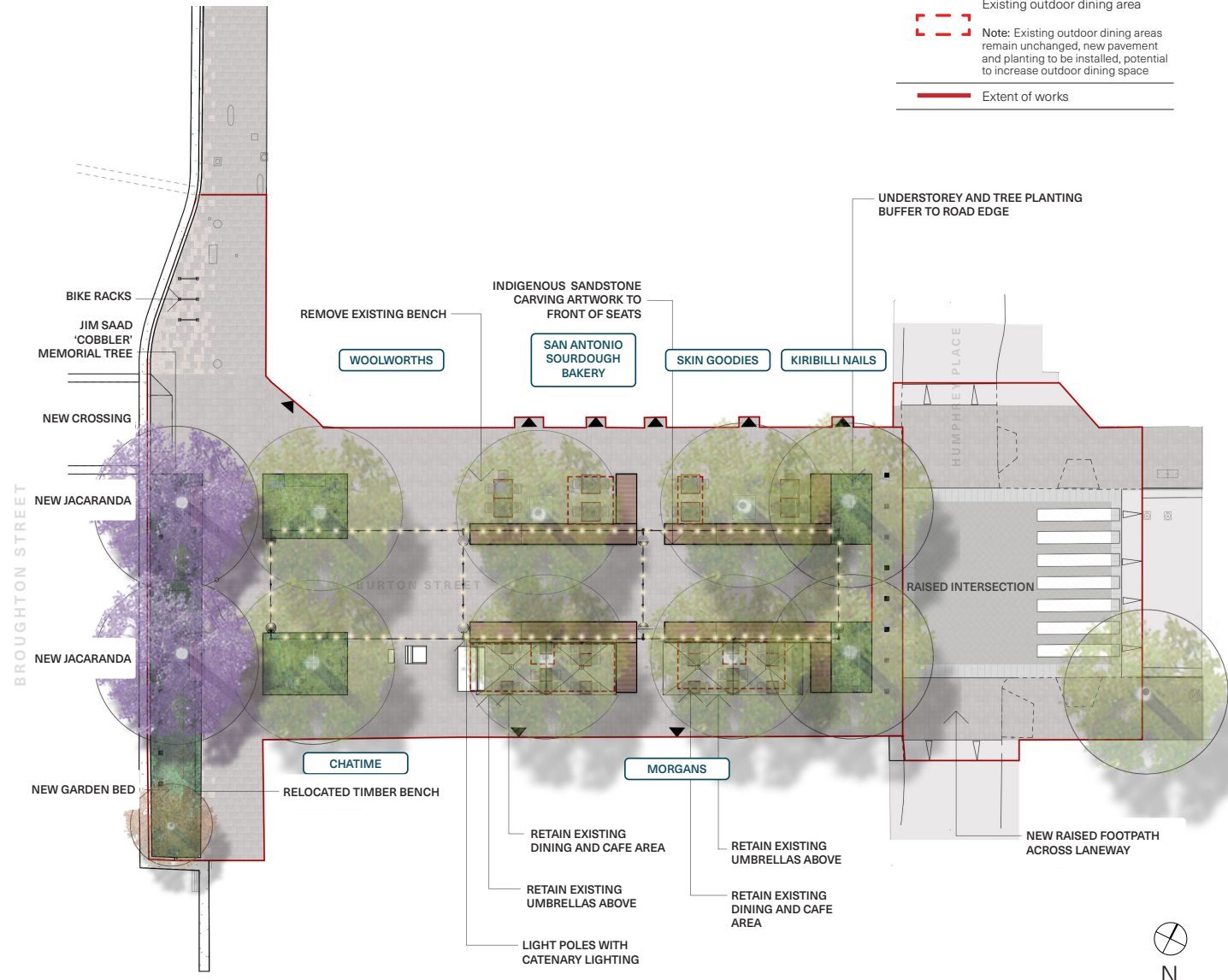
Street Furniture Australia –
Victorian Bollard



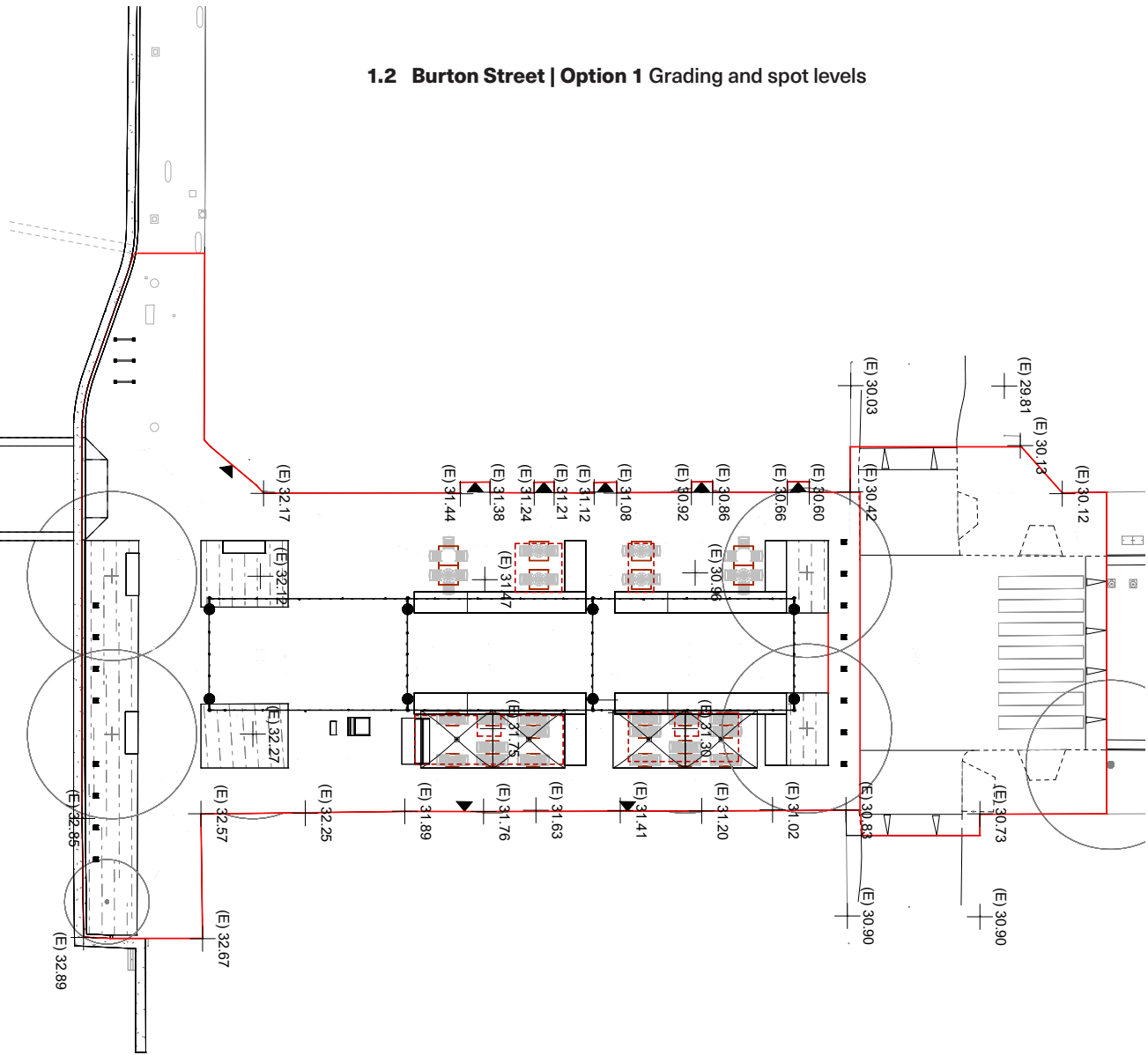
Catenary & fairy lights



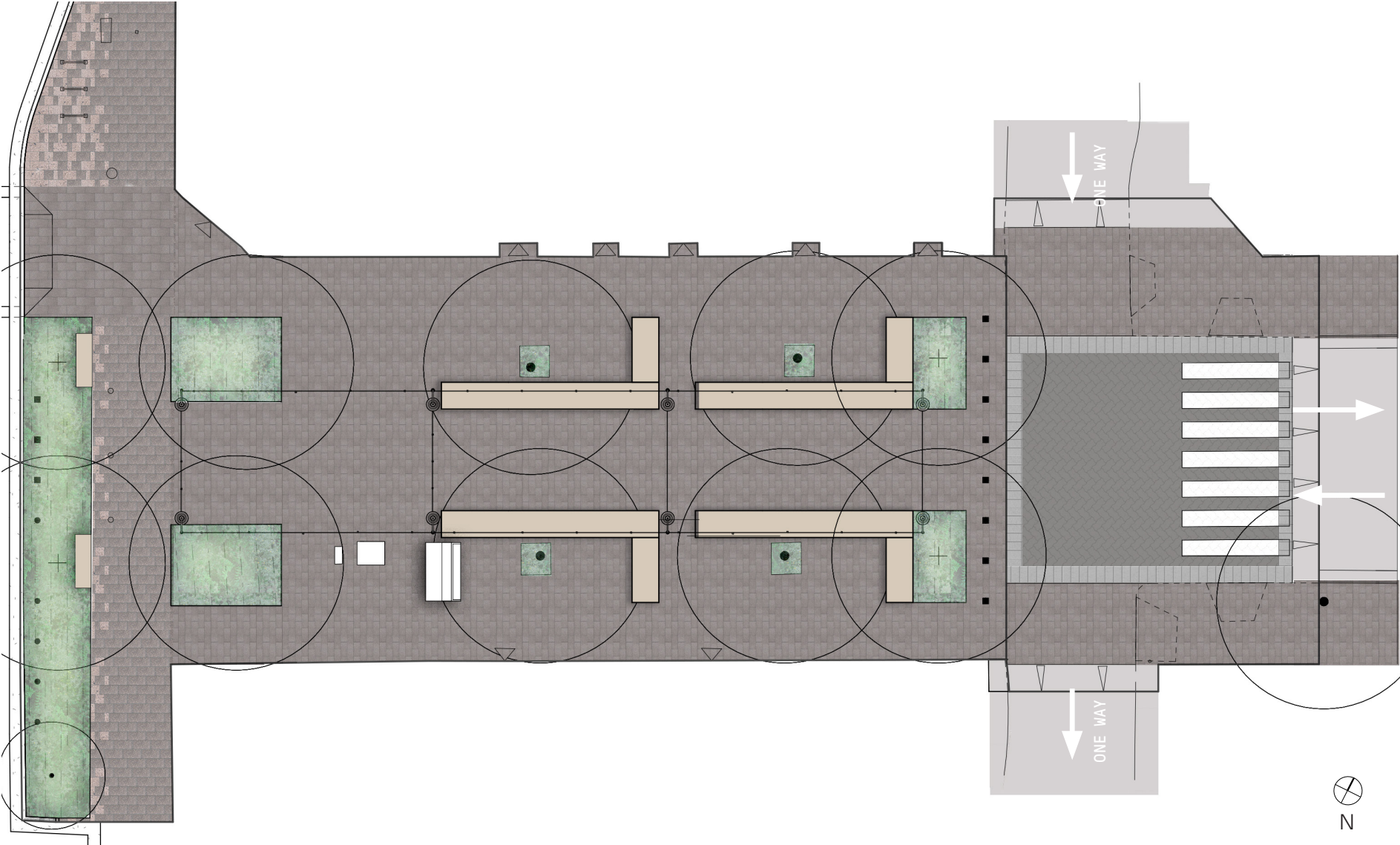
Stone seating edge with timber top



1.2 Burton Street | Option 1 Grading and spot levels



1.3 Burton Street | Option 1 / Dark footpaths high street / Light street closure











1.4 Bligh Street | Shared Zone



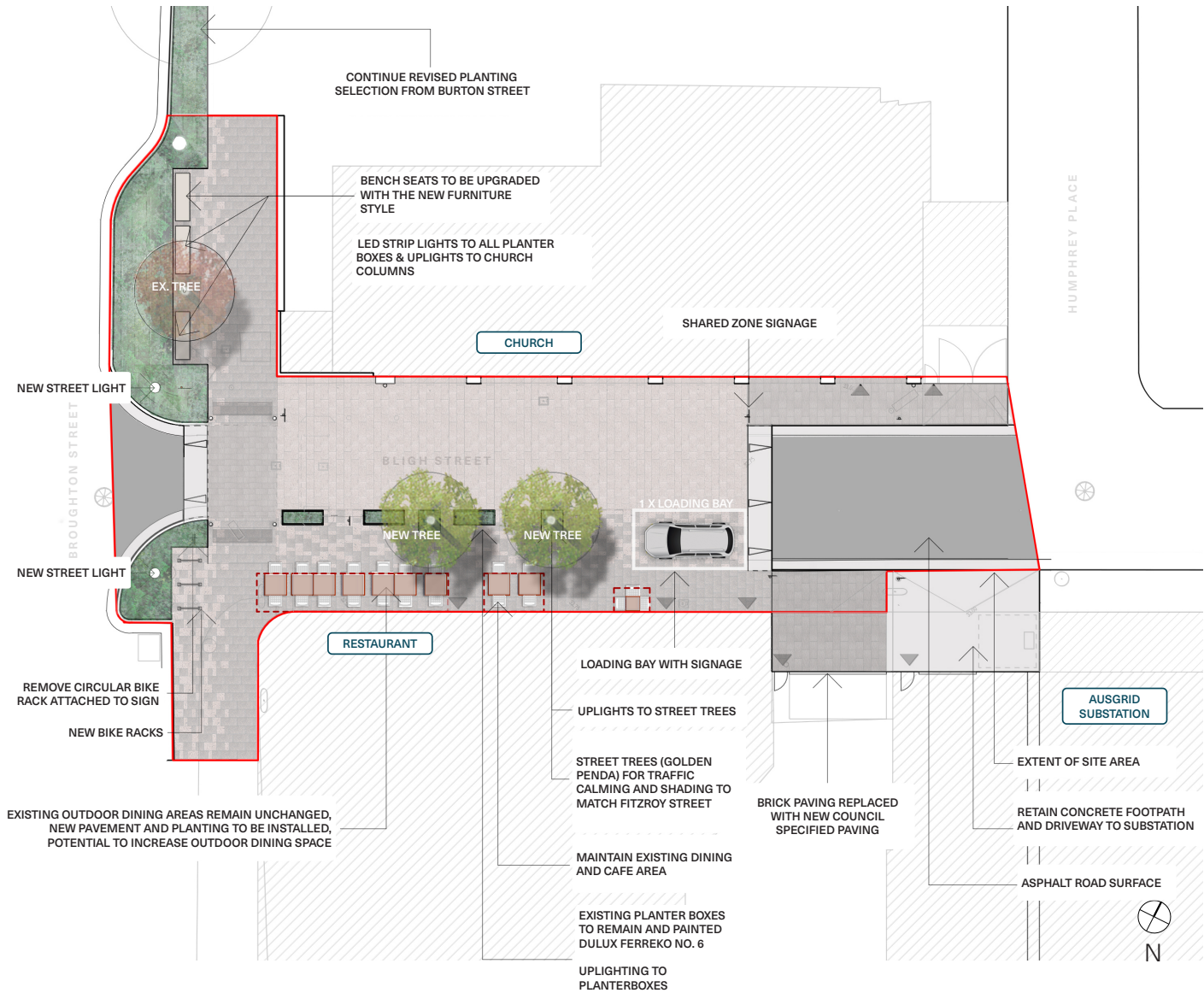
Existing planter boxes (to be painted in Dulux Ferreko no. 6)



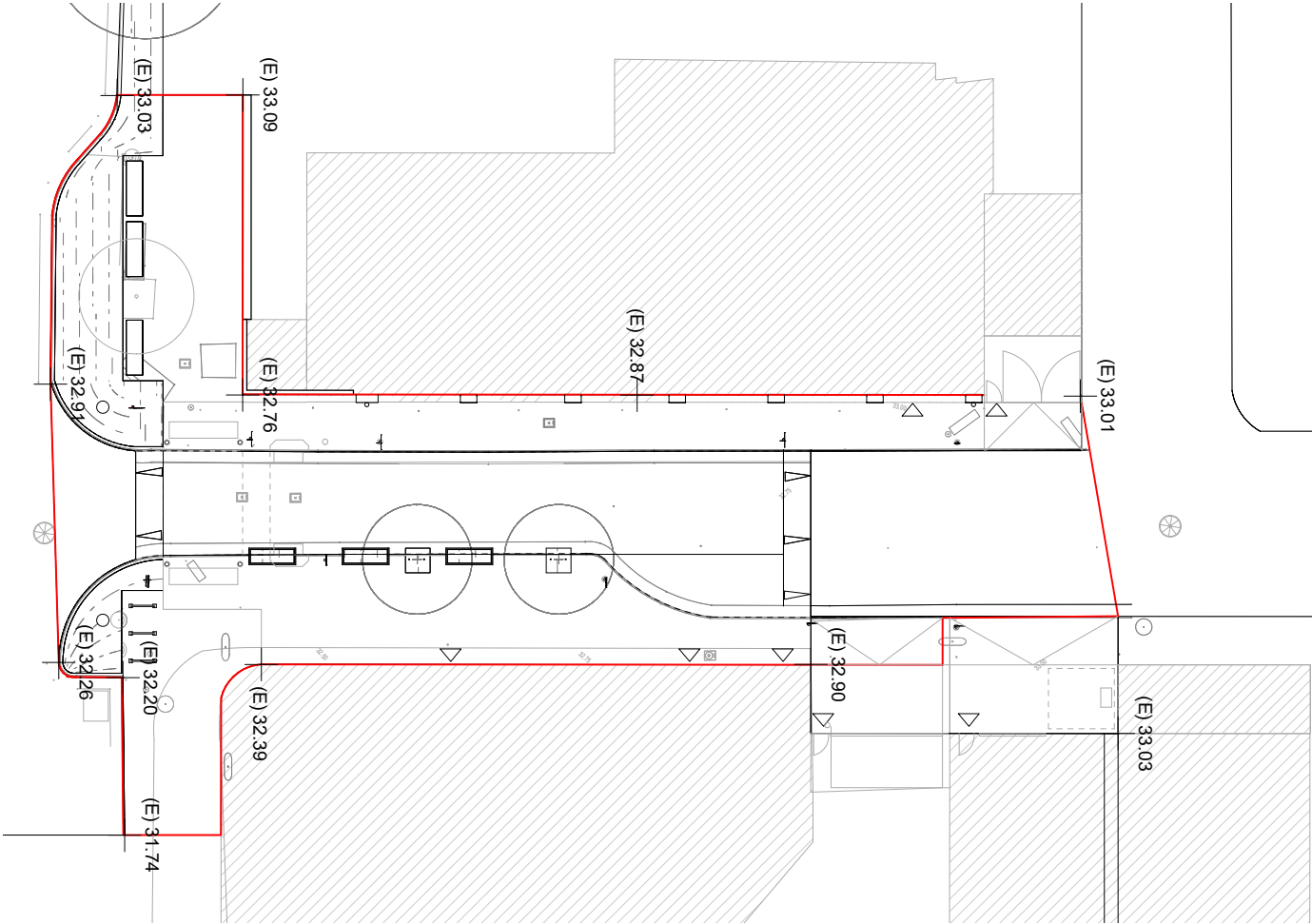
Bega - Pole top luminaire 77 911 K3



New Native street tree planting Golden Penda 'Xanthostemon chrysanthus'



1.5 Bligh Street | Grading and spot levels



1.6 Bligh Street | Shared street

