

ITEM 12.3.8 PROSPECT ROAD DRAFT CONCEPT PLANS

Report Type	Decision
City Plan Theme	Economy Placemaking Environment & Heritage
Report Author	Urban Designer – Open Space and Recreation (Corporate Services)
Report Summary	This report provides an update on the Prospect Road Streetscape Upgrade Project, including the developed draft concept designs and recommendation to proceed to community consultation.
Attachments	Attachment 1 - Prospect Road Draft Concept Design Report (Under separate cover)

RECOMMENDATION

Council resolves that:

1. The Director Corporate Services' report titled *"Prospect Road Draft Concept Plans"* be received and noted.
 2. The Prospect Road Streetscape Draft Concept Designs, forming Attachment 1 to this report, be endorsed for community consultation.
 3. Council notes that the project has currently \$2 million allocated towards the streetscape works and that the cost estimates based on the attached concept designs require additional funds in the order of \$2-\$3 million.
 4. The Administration bring a further report back to Council that considers the results of the community consultation and funding options to fully fund the project.
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Background

The suburbs of Kilburn and Blair Athol are undergoing significant urban renewal and have been targeted for major improvements and infrastructure upgrades by both Council and the SA Government.

Council is actively pursuing various initiatives to improve and enhance these suburbs. In June 2017, Council secured a grant from the SA Government for \$3 million, which Council matched with an additional \$3 million to be used to deliver a range of renewal projects including major stormwater upgrades, street improvements, open space improvements and linkages to public transport. Collectively, these projects and the joint funding towards them are known as the 'Kilburn Blair Athol Demonstration Project'.

In March 2018, Council was awarded an additional grant from the SA Government's Places for People Fund in the sum of \$1 million (which Council also matched) to further assist with the delivery of this project. It was agreed that this \$2 million joint funding would be spent on the following initiatives towards the Kilburn and Blair Athol Demonstration project:-

- Green Streets demonstration
- Stormwater and Open Space innovation
- Better linkages to key destinations (east-west walking link and cycling link)
- Improved amenity/safety, and/or
- A new Village (Town) Square.

The date for completion/expenditure of funding associated with the funding Deed when signed in March 2018, was 31 August 2019. Council has subsequently renegotiated an extension to the completion date to August 2021.

Council initially proposed to focus the \$2 million towards a new Town Square on Prospect Road, Kilburn or very near to the heart of activity in this location. Despite significant efforts to secure land for the development of a new Town Square in the Kilburn Blair Athol precinct, Council was unable to secure a suitable site.

As a consequence, at its Ordinary Meeting on 10 December 2019 Council resolved to refocus project funds on a streetscape upgrade that provides 'nodes' and green spaces on Prospect Road. This remains in accordance with the Grant Agreement (March 2018 Deed).

Report

The consultant team for the Prospect Road streetscape upgrade project was engaged on the 28 July 2020; the consultant team comprises of WAX Design – landscape architecture and urban design (lead consultant), WGA – transport planners, and Chris Sales consulting – quantity surveyors.

The project scope was to develop Concept Designs for a range of streetscape upgrades (5-6) in the project area (Prospect Road between Way St and Kintore Ave) which integrate into both the existing streetscape and each other. A construction budget of \$2 million (inclusive of civil works, materials, service relocation/alterations etc.) is allocated to construct 2-3 concept designs immediately.

The Project Objectives are as follows:

- Undertake streetscape improvements to create a series of smaller, connected public places along Prospect Road utilising sections of the side streets.
- Improve the public realm to create a pedestrian friendly environment, providing better accessibility and wayfinding.
- Provide community benefit and add value to local businesses through improvements to street frontages, consideration of parklets, outdoor dining opportunities, and filling in streetscape voids / bridging gap between shops.
- Consider and build on the design and materiality of previous upgrades completed on Prospect Road.

- Material palette and design shall have consideration for previous designs and upgrades, the local cultures of the area and existing art projects.
- Consider the proximity and relationship of Prospect Road to other public spaces and community facilities e.g. Kilburn Community Centre.
- Explore the potential to create a community focal point for flexible informal and formal gathering spaces (events).
- Explore opportunities for narrowing or closing one or more side streets onto Prospect Road to enable the community to hold small scale community events taking into account traffic engineering requirements based on traffic volumes and the local road network.
- Increase landscaping and tree plantings to improve urban greening including consideration of landscaping the medians along Prospect Road.
- Design layout shall be in accordance with relevant standards where necessary (i.e. Austroads, Australian Standards, Disability Discrimination Act (DDA) etc.).
- Consider improvements to the wider pedestrian and cyclist environment along Prospect Road including consideration of lower speed limits and cycle lane connections.

The Draft Concept Designs

The Draft Concept Designs for the Prospect Road Streetscape upgrade project have been developed. These include six projects that have been identified within the project area to provide the project outcomes. These projects are summarised below, the full Draft Concept Design Report is included in **Attachment 1**.

Proposed Speed Limit Change

It is proposed that the speed limit along Prospect Road between Way Street and Kintore Avenue is lowered from 50km/hr to 40km/hr. Lowering the speed limit will improve pedestrian safety, make crossing Prospect Road easier to cross for pedestrians, and improve cyclist safety while traversing the section of Prospect Road which do not have dedicated cycle lanes. Changing the speed limit to 40km/hr has been used in other locations, including Prospect Road in Prospect, and has resulted in a more 'village' shopping feel. The Department of Infrastructure and Transport will be involved during the engagement process and the development of the design.

Project 1: Gladstone Avenue

This project focuses on Gladstone Avenue where it intersects with Prospect Road and approximately 15-20 meters away from this intersection. The key aim of this project is to provide a more significant public realm which will provide the following outcomes:

- Raises threshold to Gladstone Avenue to slow traffic down entering and exiting the street and to provide a crossing surface which is the same level as the footpath;
- Retains two way traffic movement;
- Provides additional tree planting opportunities and landscape;
- Provides additional lighting opportunities for increased safety and to create atmosphere; and

- Provides a larger space which could potentially be temporarily closed for community events.

Project 2: Le Hunte Street

This project focuses on Le Hunte Street where it intersects with Prospect Road and approximately 15-20 meters away from this intersection. The key aim of this project is to improve vehicle and pedestrian safety in this location, this intersection requires traffic management as it has the highest instances of vehicle crashes. The project will provide the following outcomes:

- Restricts movement into Le Hunte Street (left in only) from Prospect Road to eliminate predominate traffic movements which lead to recorded crashes;
- Opportunity to create a 'urban forest' and landscape areas;
- Provides additional lighting opportunities for increased safety with potential banner and public art opportunity; and
- Provides seating opportunities for social interaction.

This project will include a formalised central median to Prospect Road to restrict vehicle movements across Prospect Road between Le Hunte Street and Audrey Avenue and to restrict right turn into Le Hunte Street from Prospect Road.

Project 3: Kintore Avenue, Jersey Avenue and Hopetoun Avenue

This project focusses on three (3) streets that intersect Prospect Road to the west: Kintore Avenue, Jersey Avenue and Hopetoun Avenue. The key aim of these three upgrades is to reduce the width of the carriageway to provide safer pedestrian access, with upgraded amenity from a "place" perspective. These projects will provide the following outcomes:

- Maintains two way vehicular movement but with the vehicular lane reduced to 6 metres;
- Improves pedestrian movements from a safety and amenity perspective;
- Increases tree planting;
- Improves lighting;
- Provides outdoor dining opportunities at Kintore Avenue where adjacent land uses complement this outcome; and
- Provides opportunities for banners.

Project 4: Clifton Street

This project focusses on reducing the carriageway width to enable safer pedestrian movement with improvements to amenity. This project will provide the following outcomes:

- Increases tree planting and landscaping;
- Improves pedestrian movement by reducing the carriageway width to 6 metres (whilst still maintain access for two way traffic);
- Improves lighting;
- Provides opportunities for outdoor dining, and
- Provides opportunities for banners.

Project 5: IGA and Audrey Street

The IGA supermarket at Prospect Road is considered a key “place” with significant frontage to Prospect Road. The site has a significant number of pedestrian and vehicular movements during the day which has potential to create safety and amenity conflicts. This space, together with modifications to the adjacent Audrey Avenue junction, provide a key opportunity for improved definition of public and private realm. The proposal suggests an adjustment of vehicular entrances to Prospect road from the IGA to improve safety and manage traffic movements, with a proposed realignment of the public pedestrian footpath along this frontage. This project will provide the following outcomes:

- Realigns vehicle entrances to the IGA car park (3 metre width) – this will not impact on current vehicle movements;
- Realigns pedestrian footpath incorporating width of existing protuberances;
- Increases tree planting;
- Improves lighting;
- Provides opportunity for banners along Prospect Road at this location;
- Accessible kerb ramps to Audrey Avenue junction;
- Improves pedestrian movement to reduce conflict with vehicles.

Project 6: Trees to central median on Prospect Road

This project will focus on providing additional street trees to the Prospect Road central median wherever possible along the Project area. An assessment of the existing infrastructure and vehicle movements has been undertaken and several key sites along the Project Road have been selected as suitable for tree planting.

Further consultation on the draft Concept Plans

It is proposed that the second round of consultation on the Concept Plans outlined in this report commence on 14 October 2020 and conclude on 15 November 2020. It is proposed that the consultation activities during this time include the following:

- An online review and survey through Council’s “Have your Say PAE” online engagement platform which will include a “fly through” or similar imagery to depict the proposed vision for each project and a copy of the concept design report seeking comments on each of the project proposals;
- Posters to advertise the consultation will be displayed along Prospect Road and in Council facilities including Kilburn Community Centre, Enfield Community Centre and Enfield Library;
- Information on the consultation will be included on the City of PAE’s social media account and in the weekly news;
- A flyer about the project to be mailed to all residents within Kilburn and Blair Athol, with the flyer translated into various languages to guide readers where to find more information;
- Information sessions to be held at the Kilburn Community Centre on Wednesday 4 November in the evening (to suit businesses) and Saturday 7 November in the morning or afternoon (to suit community members) with interpreters on site and several Council staff including representatives from Council’s community

development team to discuss the Project and any other matters that might be raised as part of the consultation. Online feedback platform support will be provided on the day as well as hard copy feedback forms;

- Subject to approval from the property owner/tenant, a small “stall” set up with display boards out the front of the IGA store during a weekend during the consultation period (to be confirmed);
- A “drop in” to businesses along the street similar to the preliminary consultation, to provide information on the designs and talk through the intersection designs with all of the businesses but particularly those that are most affected;
- Engagement with the local State MP and
- Engagement with Department for Infrastructure and Transport (DIT) about the proposals.

All proposed activities will be undertaken in a COVID-19 safe manner with required safety marshals at the various events.

City Plan Relationship

We are a thriving economy and business friendly City – this project will support local business by improving the amenity of the local area and encouraging more people to visit and linger along Prospect Road.

We are a safe, vibrant, inclusive and welcoming City for our residents, businesses and visitors alike and we are a unique and distinctive collection of active places, created and cared for through strong partnerships – this project seeks to improve Prospect road for visitors, improve safety through increased lighting and increase vibrancy through public art.

We are a low carbon, water sensitive and climate resilient City and our built heritage is protected, embraced and celebrated – this project contributes to our commitment to increase tree planting across the City through increased opportunities for trees within the streetscape.

Legislative Context and Related Policies

As Prospect Road is a DIT Road, any works to Prospect Road will require their approval. To that end, DIT has been invited to have a representative from their organisation on the working group. Any changes to carriageway widths and roads will need to meet the relevant Australian Standards. Similarly, public lighting upgrades will also need to meet relevant standards.

Stakeholder Engagement

Initial Consultation

The initial consultation undertaken between 17 August and 14 September 2020 included the following:

- A small project team dropped into each business along Prospect Road within the project area to discuss the project and to provide a flyer;
- Site walkover with the consultant team, Ward Councillors and the Mayor and ongoing consulted with Ward Councillors;
- A consultation page was provided on the Have Your Say PAE Council webpage;
- The consultation was promoted through posters and a flyer distribution of 600 residents within the immediate vicinity of the project area
- Promotion of the consultation via Council's social media page, News video and via the Kilburn Community Centre; and
- A paid social media ad was organised to promote the consultation.

This consultation was open until the 14 September 2020.

The paid social media ad received multiple comments which did not meet the City of PAE's Social Media Moderation Guidelines. Council did not have the resources to actively manage this advertisement and the decision was made to remove this; two days after it was made live.

Consultation on the Draft Concept Designs

A Ward Councillor briefing was held for the Enfield Ward Councillors on Monday 21 September to review the Draft Concept Designs for Prospect Road and provide initial feedback. A Council Workshop was held on Tuesday 22 September which presented this project to all Elected Members prior to this report.

Further consultation on the Draft Concept Designs with the businesses and wider community is outlined in the body of this report.

Consultation with Department of Infrastructure and Transport

As outlined earlier, Prospect Road is a DIT managed north-south road that runs through the City of PAE between Grand Junction Road and Angwin Avenue, just north of Regency Road and the City of Prospect south to Fitzroy Terrace. As such consultation and approval from DIT is required prior to the final approval and construction of any proposed works.

Risk Management

It is considered that one of the major risks at this stage is proceeding with a community engagement on particular projects that Council resolves not to fund in its entirety. Whilst further information is provided in the financial section, it is noted that the current budget of \$2 million is insufficient to fund all of the projects outlined in this report. If only a few of the nodes are funded, there is a risk that the street upgrade will appear incomplete and somewhat half finished.

There is a risk that Department for Infrastructure and Traffic will not approve the proposed changes to Prospect Road. This risk will be minimised through early engagement with DIT staff.

The project also has time risks with the \$1million in State Government funding needing to be expended by August 2021. Council has already renegotiated an extension due to the difficulties associated in delivering on the initial objective of a Town Square and it is unlikely State Government would be open to a further extension. To mitigate this risk a project timeframe has been established which enables works to commence in 2021 and to expend the state Government funds before August 2021. The project will be delivered across 2020/21 and 2021/22 financial years.

Financial Management

The project currently has \$2 million (\$1 million grant from the State Government with \$1 million matched contribution from Council) allocated within the 2020/21 budget.

\$2 million was originally allocated when the project was envisaged as a town square however a town square cannot be achieved due to lack of suitable land. The costs to deliver the streetscape works is higher due to the project spanning a larger area.

Preliminary cost estimates undertaken on the current concept designs estimate the project cost in the order of \$4 to \$5 million.

Administration will engage a quantity surveyor to undertake further assessment of the cost estimate to gain a higher level of certainty regarding costs. This assessment will be provided to Council in a further report after the community consultation has been undertaken.

Council has two options available to it and Administration recommends Council endorse Option 1.

Option 1: Council fund the project in full over the 2020/21 and 2021/22 financial years (Recommended and forms attachment 1 to this report)

This option is recommended to Council for the following reasons:

- Will meets community needs to improve the amenity across the entire precinct
- Maximises the traffic and streetscape outcomes by constructing all nodes which connect with each other
- Ensures the project addresses all key elements of: traffic calming, pedestrian movement & safety, accessibility, street greening and CPTED principles.

Option 2: Deliver the project within the existing funds of \$2 million and consider staging unfunded works at a later date (Not Recommended)

This is not recommended to Council due to the following:

- The project will appear unfinished
- Works will be limited and only benefit some sections of the precinct
- Staging of works is not cost effective with the duplication of project overhead costs

- Community frustration with a project that does not consider the precinct as a whole
- Disruption to businesses with works extended over several years.

Environmental and Social Impacts

The initial consultation and previous information about the area has highlighted that there are other underlying issues and concerns within the area of Kilburn and Blair Athol. These have been summarised below:

Changing community profile

Notwithstanding that many of Kilburn and Blair Athol's residents have lived in the area for much of their lives and have strong ties to the area, a range of factors have contributed to significant changes in the community profile of the area. These include:

- People from a range of cultural backgrounds, many of who are newly arrived in Australia, have chosen to make the area their home.
- In anticipation of redevelopment, many properties have been demolished or left vacant which reduces the amenity of the area for remaining residents.
- The significant number of social housing properties in the area and the priority groups for this housing having altered.
- Anti-social behaviour associated with people rough sleeping in the area.

While the influx of new residents has re-enlivened Prospect Road with new restaurants, supermarkets and businesses; added to the cultural diversity of the area; and regenerated many sporting and other groups - it has also created a complex interplay of factors that at times leads to social conflict.

Safety and Crime

Serious concerns have been raised from a safety and crime perspective in the area. This was raised by the businesses as one of the biggest issues in the area. This is a complex issue and will depend on a coordinated response from Council, State Government and other stakeholders including the South Australian Police.

Waste Management and Illegal Dumping

This has been raised as an ongoing issue in the area particularly at the rear of the commercial properties. This has led to other issues including increased incidents of pests and vermin as well as reduced efficiency of rear car parking areas which then impacts on-street car parking.

Economic Development

There is an opportunity to provide additional support for the local businesses in the area through supportive economic development activities such as training and potential small grants to allow business owners to improve the street frontage of their business. Consideration should be given to extending any business development activities to the whole length of Prospect Road rather than just in the project area to ensure that all businesses are supported.

While outside the scope of this project further, these identified issues are and will continue to impact on the suburbs of Kilburn and Blair Athol. Consideration should be given to how these are managed in future. A working party within Council are currently reviewing what the issues are and how Council could respond to these in future. Further information on this response will be provided at a later date.

The response to the initial consultation, as well as the recognition of the scale of change which is proposed for this area in the short and long term, has highlighted that a more coordinated approach is needed to guide the development of this area in the future.