

ITEM NUMBER: 18.1

CONFIDENTIAL REPORT

CHAPEL STREET ROAD CLOSURE (Report No: 74/21)

Pursuant to Section 90(2) of the Local Government Act 1999 the Report attached to this agenda and the accompanying documentation is delivered to the Council Members upon the basis that the Council consider the Report and the documents in confidence under Part 3 of the Act, specifically on the basis that Council will receive, discuss or consider:

- h. legal advice.

CONFIDENTIAL

Recommendation – Exclusion of the Public – Section 90(3)(h) Order

- 1** That pursuant to Section 90(2) of the *Local Government Act 1999* Council hereby orders that the public be excluded from attendance at this meeting with the exception of the Chief Executive Officer and Staff in attendance at the meeting in order to consider Report No: 18.1 Chapel Plaza Road Closure in confidence.

 - 2.** That in accordance with Section 90(3) of the *Local Government Act 1999* Council is satisfied that it is necessary that the public be excluded to consider the information contained in Report No: 18.1 Chapel Plaza Road Closure on the following grounds:
 - h.** pursuant to section 90(3)(h) of the Act, the information to be received, discussed or considered in relation to this Agenda Item is legal advice has been provided.

 - 3.** The Council is satisfied, the principle that the meeting be conducted in a place open to the public, has been outweighed by the need to keep the information or discussion confidential.
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CONFIDENTIAL

Item No: 18.1
Subject: CHAPEL PLAZA ROAD CLOSURE
Date: 23 March 2021
Written By: Project Manager
General Manager: Strategy and Business Services, Ms P Jackson

SUMMARY

Council approved the detailed design of the first stage of the Jetty Road Glenelg Masterplan on 19 January 2019, which included the creation of a pedestrian friendly space as Chapel Plaza.

The design requires the closure of the northern end of Chapel Street between Jetty Road and Milton Street and Council approved the associated public consultation activities be undertaken in line with the requirements of the Road Traffic Act, Section 32 on 10 December 2020.

The requirements of *Road Traffic Act 1961* Section 32 have been followed, feedback has been received and Council is now requested to formally proceed with the closure.

RECOMMENDATION

That Council:

1. consider all written submissions received during the consultation period;
2. resolve to close the portion of Chapel Street between Jetty Road Glenelg and Milton Street from Tuesday 6 April 2021 and cause the publication of the resolution as required by Section 32 (1) of the *Road Traffic Act 1961*;
3. approve the removal 4 car parks in Chapel Street (3 within the area of closure, and 1 south of Milton Street) to enable successful implementation of the design;
4. approve the implementation of a school drop off and pick up clearway between 8 - 9 am and 3 - 4 pm on school days on the eastern side of Chapel Street, south of Milton Street;
5. approve the removal of 3 car parks in Milton Street on the northern side and change 3 car parks on the southern to no parking at all times, with a 2 minute 'kiss and drop' zone between 8 - 9 am and 3 - 4 pm on school days;

6. considers the options for the location of the vehicle access point for St Andrew's by the Sea and approves the relocation of the access point from Chapel Street to Milton Street as part of the delivery outcomes of the Chapel Plaza and Hindmarsh Lane project; and

RETAIN IN CONFIDENCE - Section 91(7) Order

7. that having considered Agenda Item 18.1 Chapel Plaza Road Closure (Report No: 74/21) in confidence under Section 90(2) and (3)(h) of the *Local Government Act 1999*, the Council, pursuant to Section 91(7) of that Act orders that the report, attachments and minutes be retained in confidence for a period of 24 Months and that this order be reviewed every 12 months.

COMMUNITY PLAN

Placemaking: Creating lively and safe places

Placemaking: Developing walkable connected neighbourhoods

Placemaking: Building character and celebrating history

Community: Providing welcoming and accessible facilities

Economy: Supporting and growing local business

Economy: Boosting our visitor economy

Environment: Building an environmentally resilient city

COUNCIL POLICY

Not Applicable.

STATUTORY PROVISIONS

Road Traffic Act 1961

BACKGROUND

The closure of Chapel Street enables delivery of the first stage of the Jetty Road Glenelg Masterplan, endorsed on 13 February 2018 (C130218/1032).

Council committed funding for detailed design for the creation of Chapel Plaza in the 2018/19 financial year and on 29 January 2019, Council endorsed (C290119/1367) expansion of the project scope and budget to include additional funding for a combined commitment of \$1.8 million for construction of both Chapel Plaza and Hindmarsh Lane (subject to matching grant funding). The expanded design included the extension of the Chapel Plaza to Milton Street and moving new toilets to Hindmarsh Lane.

The Department of Planning, Transport and Infrastructure (DPTI) awarded a construction grant for a value of \$1.7 million. Further funding was granted by the Department of Communities and Social Inclusion (DCSI) for a Changing Places Toilet facility.

Engagement with properties owners and businesses surrounding Chapel Street and Hindmarsh Lane was undertaken on the design concepts from March 2019. At the meeting on 23 July 2019, Council noted (C230719/1557) the feedback received during engagement with key stakeholders on Chapel Plaza and Hindmarsh Lane designs and acknowledged that final designs would be brought back to Council for endorsement.

In June 2019, Council considered a number of short and long term changes to improve pedestrian safety and ease traffic congestion in Chapel Street south in response to concerns raised with traffic management along Milton Street and interactions with pedestrians, with a particular focus of safety for school children at the peak periods associated with school pick up times. Council resolved to consult with residents and nearby businesses on providing a clearway on the eastern side of Chapel Street south during school pick up and drop off times once construction on Chapel Plaza commenced, installing a left turn only sign at the exit from Milton Street to Jetty Road, and considering a new initiative in the 2020/21 budget process for the construction of the raised platform at the intersection of Milton Street and Chapel Street to improve pedestrian safety (C250619/1524). The left turn sign exiting from Milton Street to Jetty Road was installed in 2019. The proposed raised platform was considered as part of the 2020/21 budget but was not funded as it was deemed unnecessary at this time. The intended creation of a school drop-off/pick-up clearway was referenced in the road closure process, which commenced in November 2020.

As part of detailed design, traffic modelling of the paths trucks would take to access the two properties directly affected by the proposed road closure were undertaken to ensure that large service vehicles could safely enter and exit both the Chapel Plaza private lane and the relocated church entrance on Milton Street.

Design elements such as planter boxes, light poles and bollards were included in the design to delineate the vehicle area from dedicated pedestrian areas. Appropriate paving was also specified to enable heavy vehicle use in designated areas. On 10 December 2019 Council endorsed the final designs for Chapel Plaza and Hindmarsh Lane and commencement of the construction tender process.

Construction was due to commence in April 2020, but was delayed in response to requests received from Jetty Road traders and the Jetty Road Mainstreet Committee. COVID-19 resulted in a substantial increase in people shopping locally and the project site is adjacent to grocery-type retailers who particularly enjoyed a surge in patronage.

REPORT

On 10 November 2020 (C101120/2123) Council agreed to undertake required consultation pursuant to Section 32 of the *Road Traffic Act 1961* prior to making a decision regarding the closure of part of Chapel Street to create a pedestrian plaza.

Public consultation commenced on 13 November 2020 and concluded on the 14 December 2020. As required by the *Road Traffic Act 1961*, consultation activities included a public notice in the Advertiser and notices sent to businesses and residents within the directly affected area of the closure, inviting feedback about the road closure. Concurrently a project update flyer was distributed widely in the Jetty Road Glenelg area, which also referred the road closure process and referred to the website for more information.

Results of consultation

One submission was received in response to the consultation, from St Andrews by the Sea Church, expressing concern about changes to their vehicle access. The submission is provided as Attachment 1.

Refer Attachment 1

No other submissions regarding the road closure or changes to the parking were received.

Impacts on St Andrew's by the Sea

The current access to the Church property/car parking is via Chapel Street, near the corner of Milton and Chapel Streets. Retaining the existing property access has been explored and this entrance does not meet Australian Standard AS2890.1 in relation to the egress of trucks, nor does it meet the projects objectives of prioritising pedestrian movements by reducing vehicle traffic in this location. Therefore Council has consequently proposed an alternative access to the property from Milton Street, as indicated in the detailed designs approved by Council in December 2019.

The proposed Milton Street access was designed by Tonkin Engineering and considers the current environment, traffic requirements, frequency of vehicles, frequency of pedestrians and vehicle types. The vehicle access requirements to the back of the church are considered constant, which is incompatible with a pedestrian plaza.

The proposed change in access for Church property users will result in:

- loss of 1 car park from the car park behind St Andrew's By the Sea
- loss of 3 short-term (1 hour 9-5 Mon-Sat/2 hour 9-5 Sun) car parks on the northern side of Milton Street to accommodate the new cross-over location.

A trial of the alternative access point from Milton Street commenced in January 2020 to ensure the design would be practical for Church property users.

Legal advice was obtained regarding the road closure and the relocation of the existing access from Chapel Street. The legal advice is included in Attachment 5 of this report. In summary, Council can legally close the road and move the property access to an alternative location acting reasonably in accordance the Road Traffic Act 1961. The project believes the current design meets the requirement that Council is acting reasonably by relocated the existing access to Milton Street.

Refer Attachment 5

The Church's preference is to retain their existing property access from Chapel Street. Detailed exploration of design options and analysis was completed by Tonkin Consulting and Jensen Plus

to determine if retaining a property entrance off of Chapel Street was a feasible option ensuring Australian Standards were met. The review determined a property access from Chapel Street was a compromised design and didn't meet safety standards or project objectives. The Milton Street property entrance was also reviewed against the same criteria and resulted in this option being the superior outcome and met all safety and project objectives. Therefore, it is recommended that the new property access be created and located on Milton Street, per the existing designs and per the approved project budget. However, to accommodate some of the concerns raised by Church representatives during the trial, it is recommended that additional changes be made to parking in Milton Street, namely:

- removing 3 short-term (15min any time/2hours on Sunday between 9am and 5pm) car parks on the southern side of Milton Street to enable safe ingress and egress from the new access point and to meet relevant Australian Standards
- maintaining the 2 minute 'kiss and drop' between 8-9am and 3-4pm on school days along the southern side of Milton Street to facilitate school drop-offs and pick-ups.

A summary of the options analysis can be found in Attachment 6.

Refer Attachment 6

Other properties affected by proposed road closure

Private lane access

Chapel Street access to the private Lane at the rear of shops 94 Jetty Road Glenelg has been maintained by creating a trafficable paved area and signage for deliveries and waste management vehicle to enter the closed area of Chapel Street. These activities are not considered as constant and therefore can be accommodated within a pedestrian plaza.

Environmental design elements such as bollard and planted garden beds have been included in the design to delineate the primary pedestrian areas.

School and pedestrian traffic and safety

In 2019 Administration considered a number of short and long term changes to improve pedestrian safety and ease traffic congestion in Chapel Street south in response to concerns raised with traffic management along Milton Street and interactions with pedestrians, with a particular focus of safety for school children at the peak periods associated with school pick up times. This led to the recommendation to create a clearway for school drop-offs and pick-ups on the eastern side of the southern end of Chapel Street.

No formal submission was lodged by St Mary's School in response to the road closure consultation however, following recent discussions with the school's Principal, Administration understands that there is support for a school drop-off and pick-up clearway on the eastern side of Chapel Street south.

Summary

The proposed road closure enables the creation of a public plaza in line with the detailed designs for the area approved by Council in December 2019.

As well as enabling the creation of an inviting new public space for activation, the road closure will enable pedestrian safety to be addressed in this area, in particular, safe 'kiss and drop' areas for children attending St Mary's School.

Nevertheless, there are some attendant, necessary losses of car parking, namely:

- 3 car parks in Chapel Street north (plaza area)
- 1 car park in Chapel Street south (to accommodate larger vehicles turning left from Milton Street to High Street and delivering to 94 Jetty Road rear Laneway)
- 3 car parks in Milton Street, northern side (to accommodate the new Church access)
- 3 car parks in Milton Street, southern side (to meet Australian Standards in relation to the new Church access).

Refer Attachment 2, 3 & 4

BUDGET

If the project is implemented as per the recommendations, all costs associated with this recommendation are within the current project budget for Chapel Plaza and Hindmarsh Lane.

LIFE CYCLE COSTS

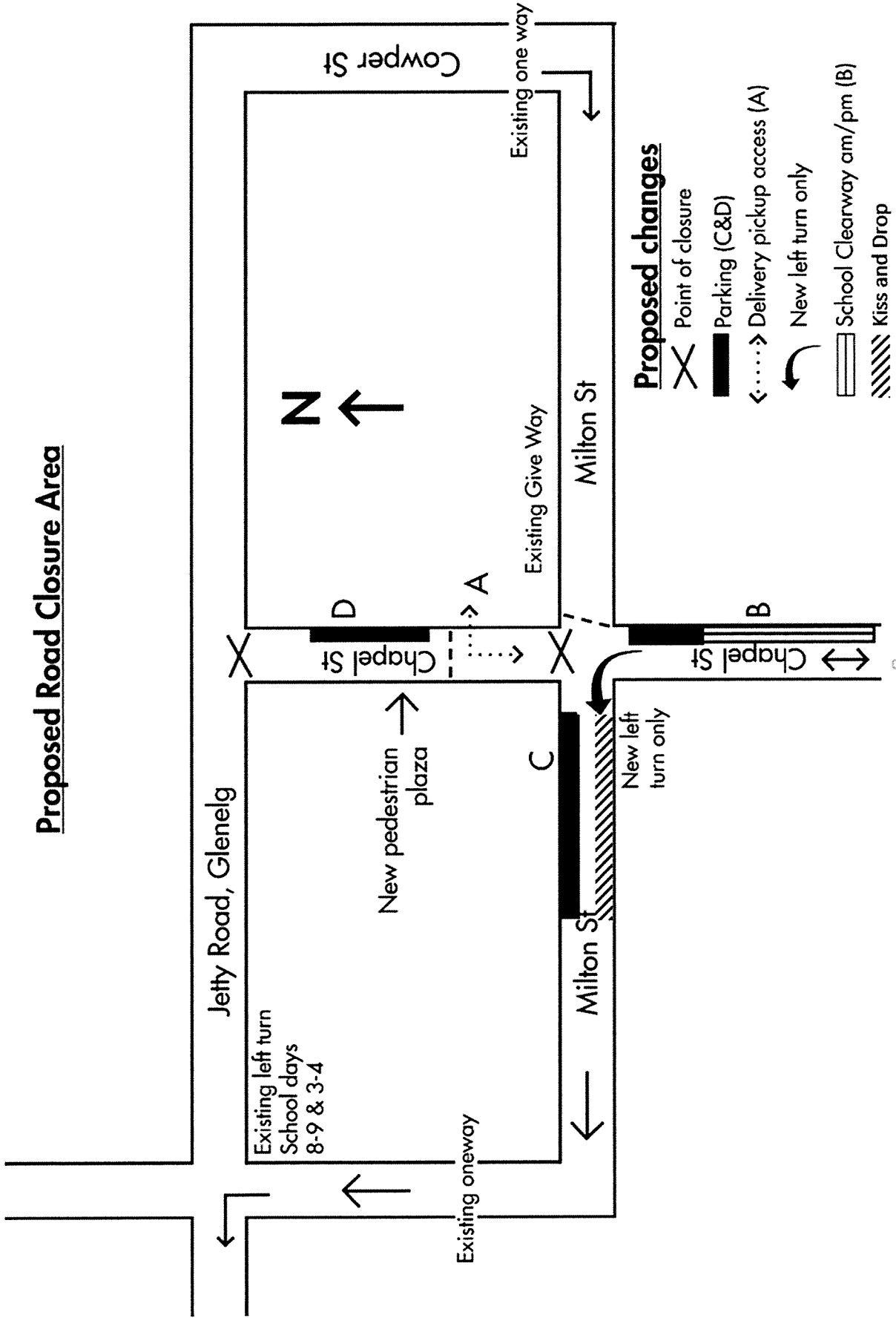
Materials have been selected with long term considerations in mind and financial and asset management plans will be updated following construction.

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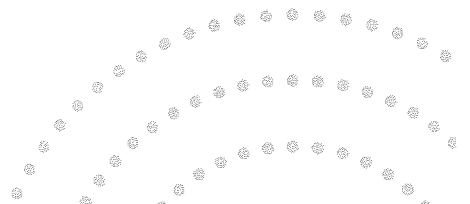
Attachment 1



Proposed Road Closure Area



Attachment 2



From: [Morrie Croucher](#)
To: [Chapel Plaza Project](#); [Holdfast Mail](#)
Cc: [Caroline Chapman](#); [Rebecca Abley](#); [Nick Bond](#)
Subject: Jetty Road Master Plan - Proposed road closure
Date: Tuesday, 1 December 2020 3:34:31 PM
Attachments: [20180894_AutoTurn_SUEZ_FEL.PDF](#)
[20180894_AutoTurn_V6.pdf](#)

Attention Ms P Jackson

Dear Ms Jackson

I write in response to your letter dated 13 November, 2020 on behalf of St Andrews Uniting Church, Glenelg to express my concern re the proposed relocation of the entrance to the Church carpark to Milton Street.

I am currently in discussions with the City of Holdfast Bay's Strategic Planner and Manager, Strategy and Governance about issues affecting the church including the proposed relocation of the church carpark entrance and hope the following concerns will be addressed.

In the interim I write to express my concerns in accordance with the road closure process pursuant to the South Australian Road Traffic Act.

My major area of concern relates to the safety of vehicles exiting from the proposed relocated crossover in Milton Street. The church has several vehicles using the carpark including cars and trucks up to 11.0m long.

I don't believe there is sufficient space in Milton street for the vehicles to enter and exit safely with vehicles parked on the southern side of the road. I am concerned at possible damage to these cars unless carparks on the southern side of the street opposite the proposed access are removed.

I understand this is currently being examined by the City of Holdfast Bay's traffic engineer.

I have been provided with Tonkin Traffic Engineers swept paths (attached) for vehicles which shows the path to be taken is extremely tight. While it might just be workable in theory, many cars aren't parked within the parking lines which could further restrict the amount of space available to exit.

I am also concerned that only 2 carparks will be removed from the northern side of Milton Street in front of the proposed crossover. I don't believe that this will suffice or is in accordance with traffic regulations.

At present, the church users can exit to the north, south and west from the current carpark exit point. We also request permission to exit the carpark to the East of Milton Street before continuing south along Chapel Street.

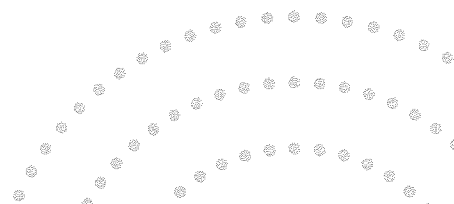
I am awaiting a temporary crossover to be installed in order to trial the proposed arrangement and come to an agreement, however, if not acceptable, we would request retaining the current location for the church carpark entry.

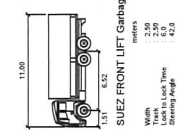
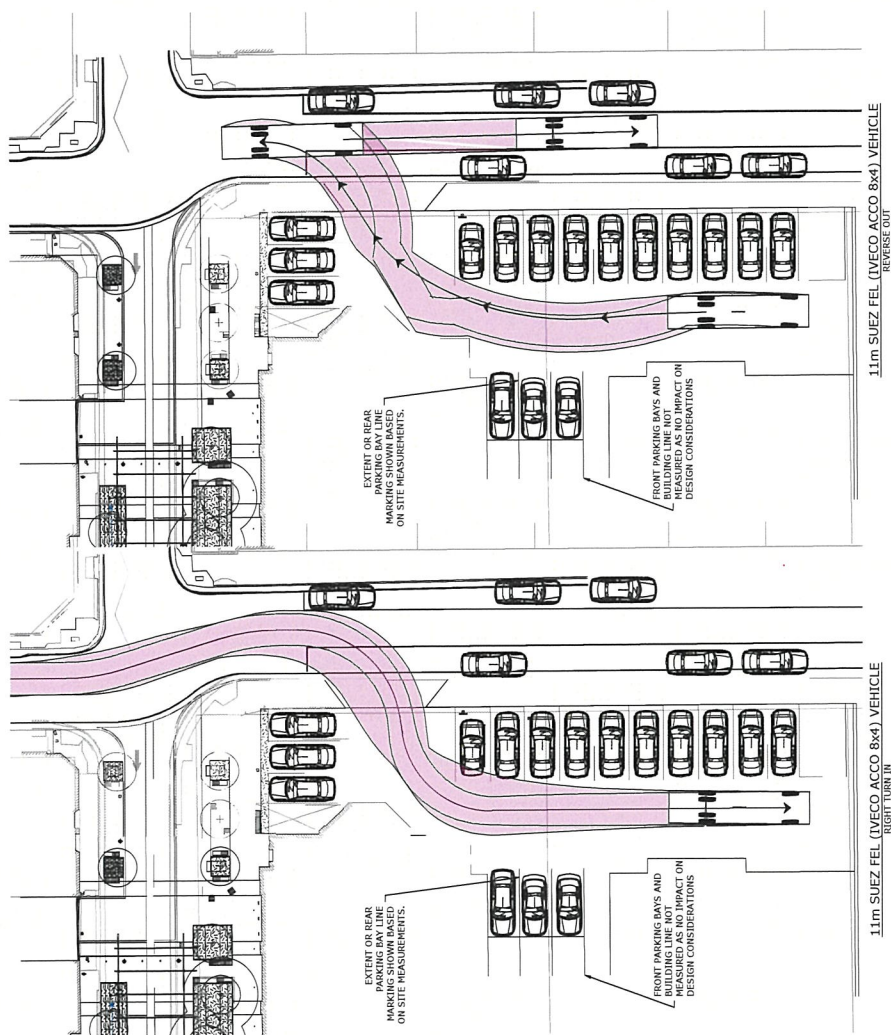
Kind Regards

Morrie Croucher
Mobile 0409 475454

Treasurer

Attachment 3





COORDES. LOCATION: MG94 ZONE 54
ALL LEVELS TO A.H.D. A1

SCALE: 1:200
SURVEYED A.C.S.
SURVEY DATE: OCT-2018

1:200 (A1): 1:400 (A3)
10mm ON ORIGINAL DRAWING - DO NOT SCALE DRAWING

DATE: 14.08.19
DESIGNER: DWG. DWGCHK. VERIFIED APPROVED



PUBLIC UTILITIES:
THE SERVICES SHOWN ARE DERIVED FROM PLANS OBTAINED FROM THE CONTRACTOR TO ARRANGE WITH THE RELEVANT SERVICE AUTHORITIES FOR CONFIRMATION OF SERVICES AND THEIR LOCATION BEFORE EXCAVATION WORK COMMENCES.

THIS DRAWING IS TO BE VIEWED IN COLOUR AS SOME FEATURES / SYMBOLS ARE DIFFERENTIATED BY COLOUR. DRAWING NOT TO BE RELIED ON IF PRINTED IN GREYSCALE.

PRELIMINARY

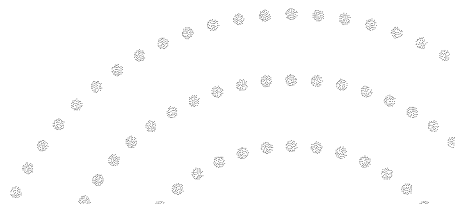
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tonkin.com.au

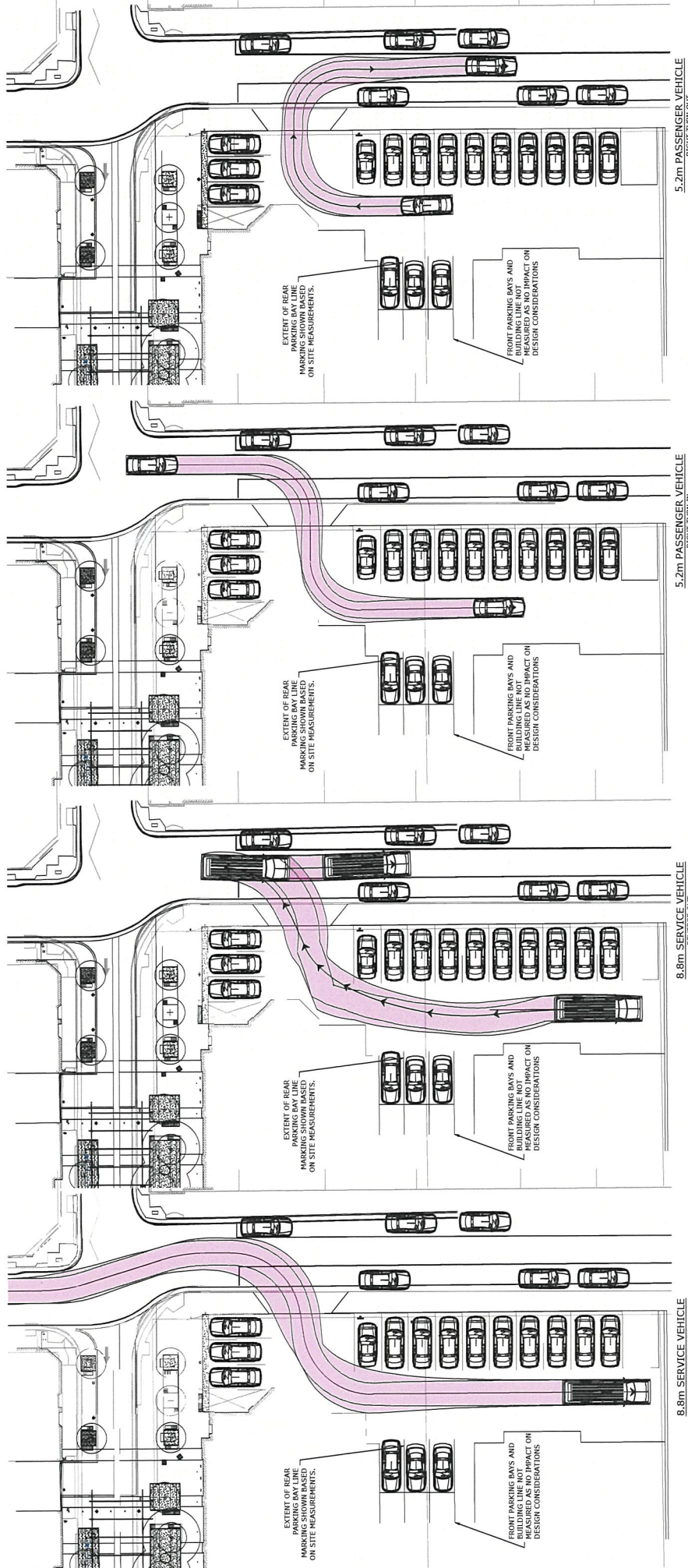
CITY OF HOLDFAST BAY
JETTY ROAD MASTERPLAN
CHAPEL STREET AND HINDMARSH LANE
TURN PATHS - CHAPEL STREET CHURCH CARPARK

FILENAME: 20180894_J1_AUTOTURN.DWG
SHEET NUMBER: 103
REVISION: A

T:\2018\20180894_JETTY ROAD MASTER PLAN DETAILED DESIGN - CITY OF HOLDFAST BAY\3_DEVELOPMENT\1_ACAD\20180894_L1_AUTOTURN.DWG-AT_04- (14-08-19 11:52:47AM)

Attachment 4



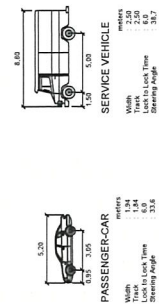


5.2m PASSENGER VEHICLE
RIGHT TURN OUT

5.2m PASSENGER VEHICLE
RIGHT TURN IN

8.8m SERVICE VEHICLE
REVERSE OUT

8.8m SERVICE VEHICLE
RIGHT TURN IN



VEHICLE TEMPLATES
N.I.S.

SCALE: 1:200
SURVEYED: A.C.S.
SURVEY DATE: OCT 2018

COORDS: K/DATUM
MGRN ZONE 54
ALL LEVELS TO A.H.D.

SHEET SIZE
A1

1:200 (A1): 1400 (A3)
[Dimension ON ORIGINAL DRAWING - DO NOT SCALE DRAWING]

REV	ISSUED FOR INFORMATION / AMENDMENT / REASON FOR ISSUE	DATE	DES.	DWN.	DWGCHK.	VERIFIED	APPROVED	PCS
		20.06.19						



PUBLIC UTILITIES:
ALL PUBLIC UTILITIES RESEARCHED FROM PLANS OBTAINED FROM THE RELEVANT SERVICE AUTHORITIES. IT IS THE RESPONSIBILITY OF THE CONTRACTOR TO ARRANGE WITH THE RELEVANT SERVICE AUTHORITIES FOR CONFIRMATION OF SERVICES AND THEIR LOCATION BEFORE EXCAVATION WORK COMMENCES.

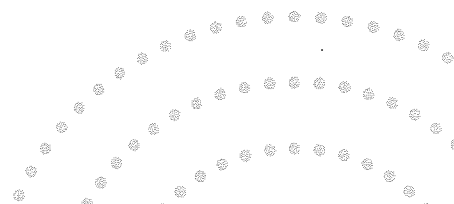
THIS DRAWING IS TO BE VIEWED IN COLOUR AS SOME FEATURES / SYMBOLS ARE DIFFERENTIATED BY COLOUR. DRAWING NOT TO BE RELIED ON IF PRINTED IN GREYS/SCALE.

PRELIMINARY

CITY OF HOLDFAST BAY
JETTY ROAD MASTERPLAN
CHAPEL STREET AND HINDMARSH LANE
TURN PATHS - CHAPEL STREET CHURCH CARPARK

FILENAME: 20180894_11_AUTOTURN.DWG
JOB NUMBER: 20180894
SHEET NUMBER: 102
REVISION: A

Attachment 6



Design Option	Relevant Project Objectives				Other Project Requirements			
	Destination (Creates a space that people want to stay and spend time rather than just travel through)	Urban Comfort (Seating, shade, noise level, pedestrians prioritised)	Safety (Safety through urban design principal's e.g. lighting, site lines etc.)	Pedestrian Safety	Cost / time	Access and Inclusion (DDA)	Overall Impact	
Option 1 Existing access integrated (Chapel Street)	Compromised	Compromised	Unsatisfactory	Unsatisfactory	Unsatisfactory	Unsatisfactory	Unsatisfactory	
Option 2 Retain Existing Access*	Unsatisfactory	Unsatisfactory	Unsatisfactory	Unsatisfactory	Unsatisfactory **	Unsatisfactory	Unsatisfactory	
Option 3 Proposed Access (Milton Street)	Achieved	Achieved	Achieved	Satisfies	Achieved	Achieved	Achieved	

Legend

Achieved: meets the core criteria

Satisfies: meets 70% or more of the criteria

Compromised: meets 50 - 70% of the criteria

Unsatisfactory: meets less than 50% of the criteria

* assessed by external design team as unsafe for use and recommended that Council intervene to address pedestrian and vehicle safety issues

** Cost > \$40,000 and time impact > 3 months delay