

STATUTORY PLANNING COMMITTEE
10 JUNE 2008

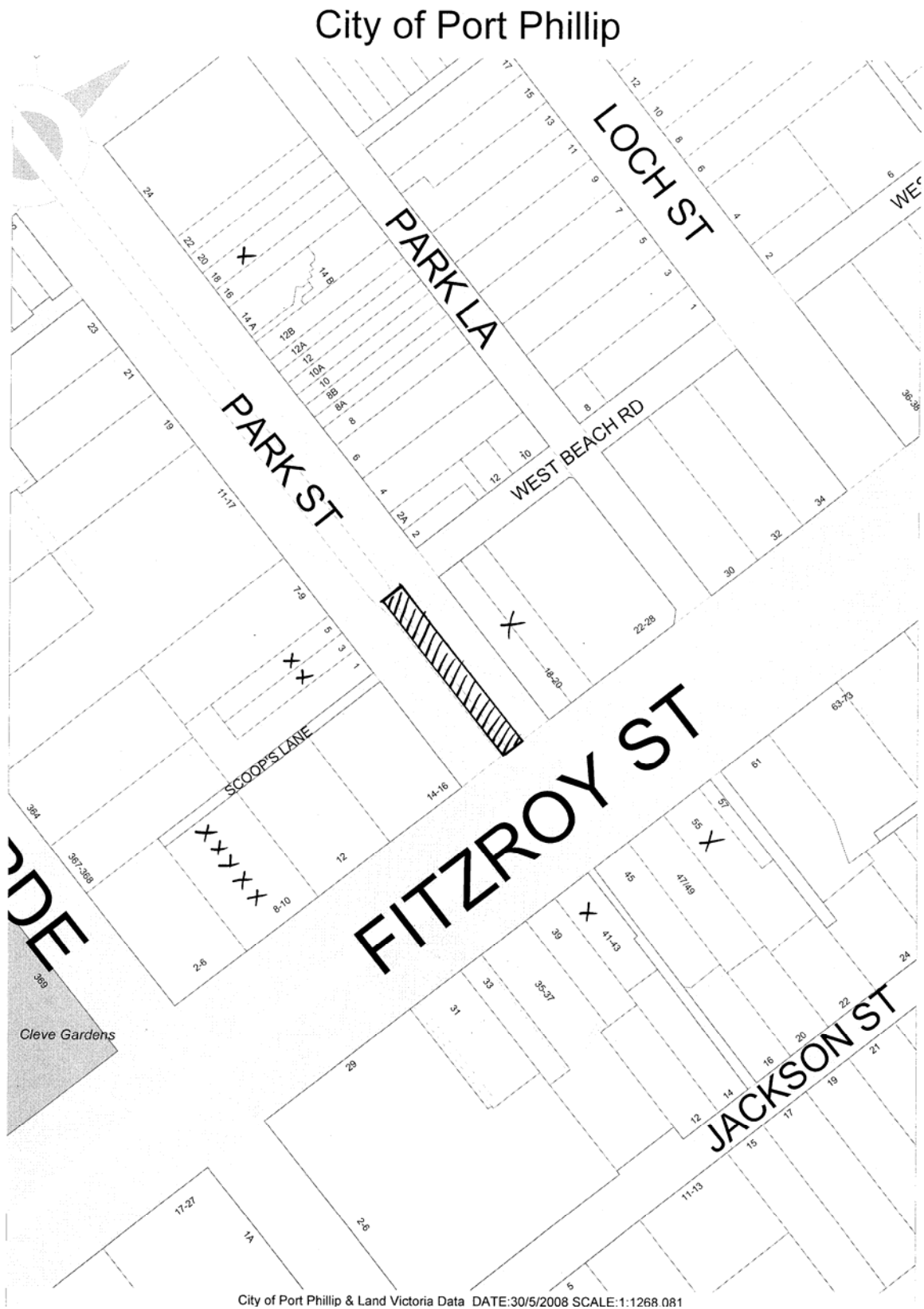
B1:	TRAM TERMINUS PARK STREET, ST KILDA
ADDRESS:	Park Street tram terminus at the Park and Fitzroy Street intersection, St Kilda
PROPOSAL:	Construction of a new Disability and Discrimination Act (DDA) compliant tram terminus and associated road works
WARD:	St Kilda
NEIGHBOURHOOD:	St Kilda
TRIGGER FOR DETERMINATION BY STANDING COMMITTEE:	More than 15 objections
APPLICATION NO:	P0258/2008
APPLICANT:	Yarra Trams
EXISTING USE:	Tramway
ABUTTING USES:	Commercial, residential
ZONING:	Business 5 Zone
OVERLAYS:	Design and Development Overlay, Schedule 6-3 Heritage Overlay, Schedule 3
STATUTORY TIME REMAINING FOR DECISION AS AT DAY OF COUNCIL:	Expired
RESPONSIBLE EXECUTIVE DIRECTOR:	Geoff Oulton, Executive Director Community Development & Planning
AUTHOR:	Ashley Treloar, Urban Planner

1. EXECUTIVE SUMMARY

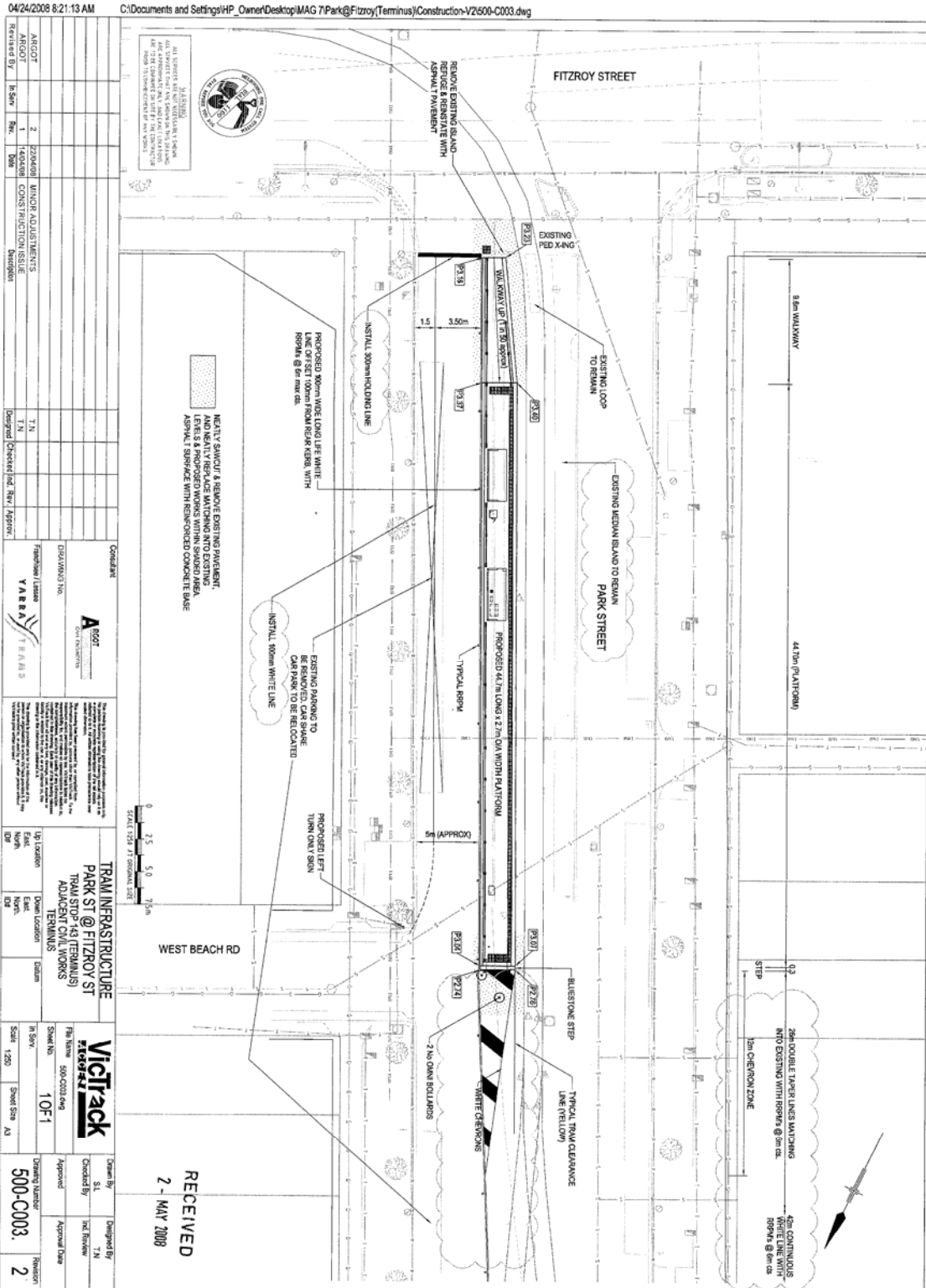
- 1.1. The application proposes a new Commonwealth Disability and Discrimination Act 1992 (DDA) compliant tram terminus to replace the existing terminus. Only matters of heritage impact can be considered in the assessment. Thirty-one objections have been received raising grounds mainly related to traffic and parking issues (as opposed to heritage implications).
- 1.2. There are no heritage reasons to refuse the application, and therefore it is recommended that a Notice of Decision to Grant a Permit be issued.

KEY ISSUES

1. Heritage.



Subject Property Objectors X Supporters ✓



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Revised By	In Ser	Rev	Desc	Checked	Appr
ARCOT		2	ISSUING		
ARCOT		1	ISSUING		
ARCOT		1	ISSUING		

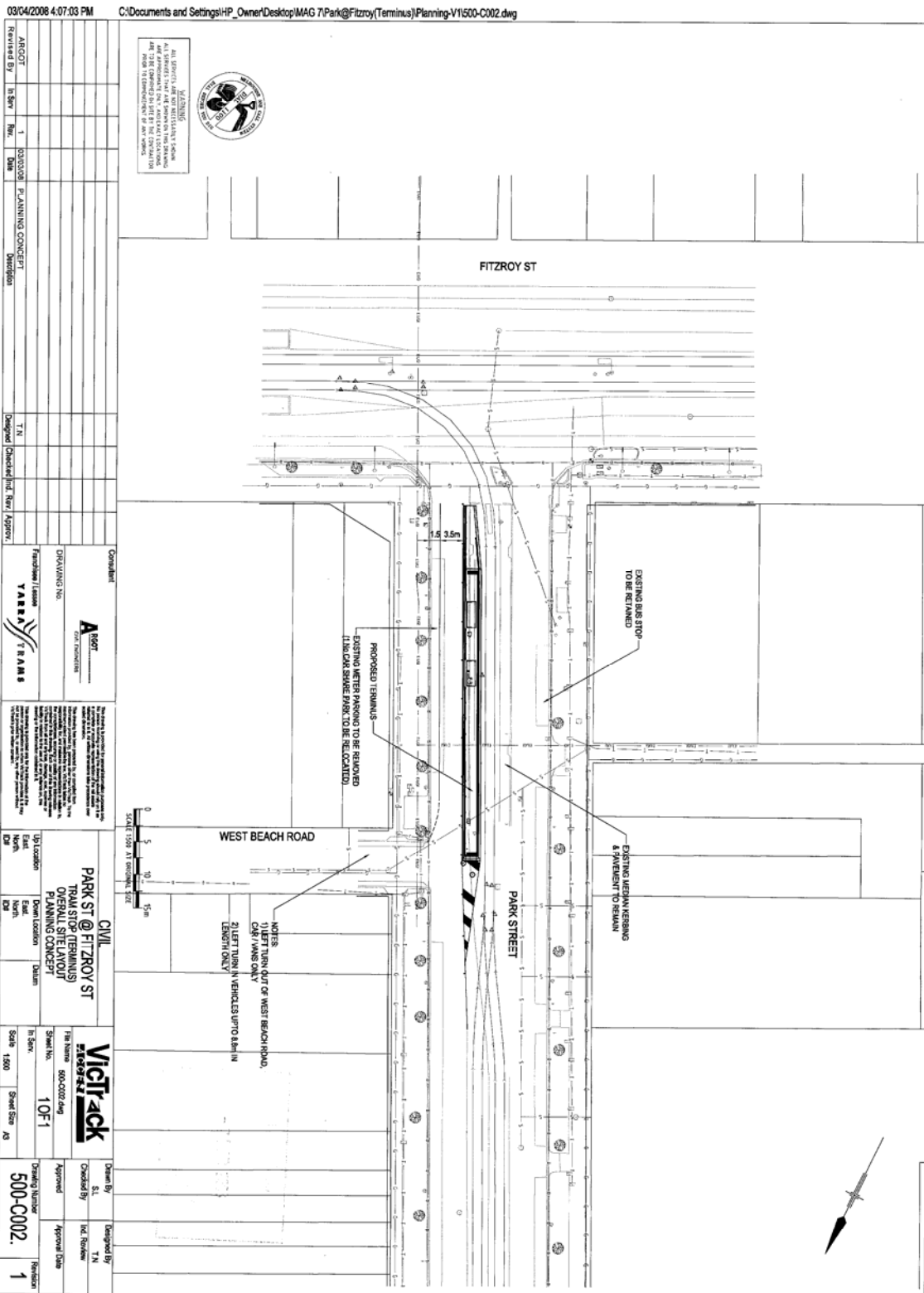
Consultant	Contractor
ARCOT	ARCOT
Y.A.B.R.A.S.	Y.A.B.R.A.S.

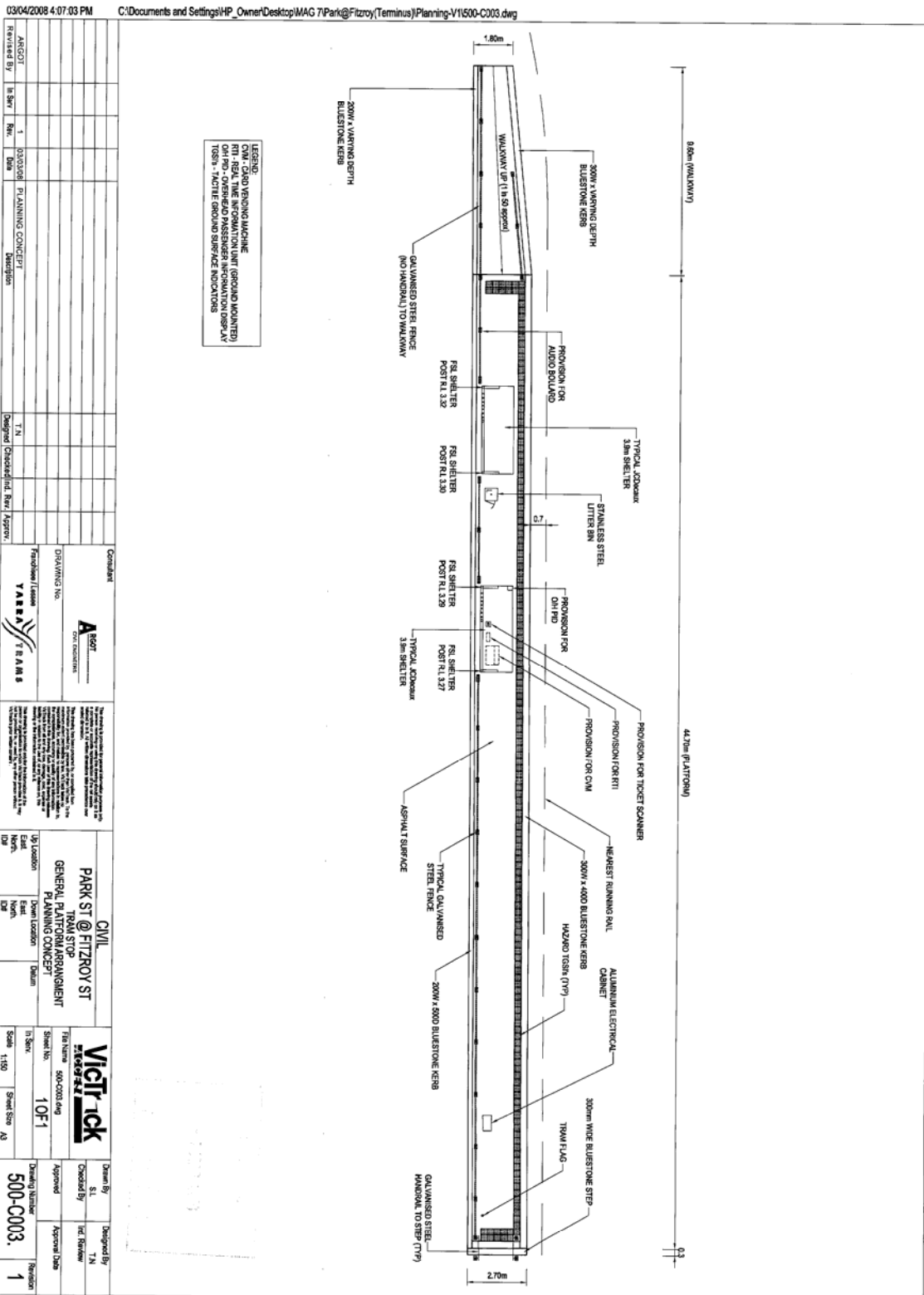
Location	Station
Park St @ Fitzroy St	500-C003

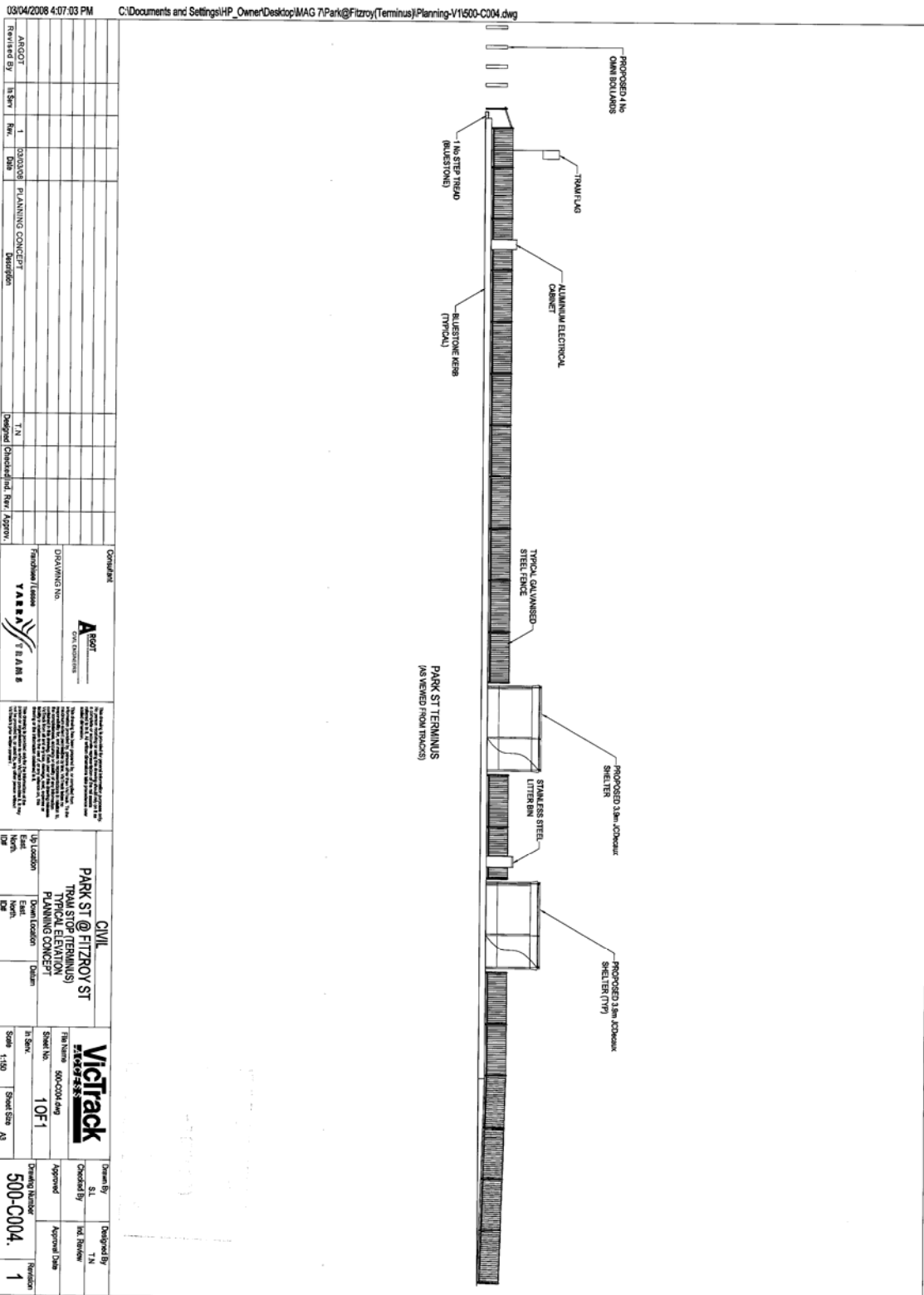
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Drawn By	Checked By	Approved
T.N.	T.N.	

Design Number	Revision
500-C003	2







2. RELEVANT HISTORY

- 2.1. The DDA requires all public transport services to be accessible by 2022.
- 2.2. Trams are the major public transport service in the City of Port Phillip. There are a total of 99 tram stops in the municipality, 15 of which comply with the DDA access requirements. Yarra Trams in partnership with the City of Port Phillip and in consultation with the Department of Infrastructure and VicRoads have a program to upgrade the remaining tram stops to DDA compliance.
- 2.3. The Park Street tram terminus at the Park and Fitzroy Street intersection (Route 112, Stop 143) has been identified as a high priority for conversion as it has high patronage and services Fitzroy Street.

3. PROPOSAL

- 3.1. The application seeks approval for construction of a new DDA compliant tram stop (terminus) and associated road works at the Park Street tram terminus at the Park and Fitzroy Street intersection, St Kilda.
- 3.2. The proposed platform would be located on the east side of the terminus, to minimise impact on an existing bus service and waste collection service on the west side of the terminus. The existing median island on the west side of the terminus would remain.
- 3.3. The proposed platform would be 44.7m in length x 2.7m wide with an asphalt surface, rising to a surface of 300mm (approx). The platform would include two shelters, a stainless steel litter bin, and a galvanised steel fence and handrail. The application does not include advertising panels.
- 3.4. The existing bluestone kerb located between the traffic lane and the east side of the terminus would be removed to accommodate the new platform. New bluestone kerbs would be installed along the perimeter of the platform, and a bluestone step installed to maintain the heritage materials.
- 3.5. By way of information only, the proposal also includes alterations to the parking and single traffic lane on the east side of Park Street. It would be replaced with a bicycle lane and single traffic lane, and the right turning movement from West Beach Road to Park Street would be eliminated as the new platform and white chevrons would exceed 45m length. These are not relevant heritage matters and will not be assessed by this report.
- 3.6. The traffic and parking conditions on the west side of Park Street would remain. Turning movements from Park Street to Fitzroy Street and from Fitzroy Street to Park Street would remain.

4. SUBJECT SITE AND SURROUNDS

- 4.1. The tram terminus is located within a paved median in Park Street, at the intersection of Park Street and Fitzroy Street, St Kilda.

- 4.2. There is ticket parking and a single traffic lane on both sides of the terminus. Bluestone edging forms a barrier between traffic and the terminus on both sides of the tracks. There are paved and grass nature strips on both sides of Park Street. Park Street is a residential street, with a speed limit of 50km/h.
- 4.3. On the west side of the terminus, a bus shelter services Bus Route 606 and there is parking allocated for waste collection vehicles. On the east side of the terminus is an allocated space for 'car share' vehicles.

5. PLANNING SCHEME

Port Phillip Planning Scheme Provisions:

Clause 62.02-2 – Buildings and works not requiring a permit unless specifically required by the planning scheme:

Pursuant to this clause any requirement in this scheme relating to the construction of a building or the construction or carrying out of works does not apply to:

Road works.
Street furniture.

This does not apply if a permit is specifically required for any of these matters.

Clause 34.05 – Business 5 Zone

Pursuant to this zone a permit is not required to use land for a tramway, nor for road works or street furniture by virtue of Clause 62.02-2 (above).

Clause 43.01 – Heritage Overlay, Schedule 3 South Melbourne, Albert Park, Middle Park, part of St Kilda

Pursuant to this overlay a permit is specifically required to construct a building or construct or carry out works, including road works and street furniture other than traffic signals, traffic signs, fire hydrants, parking meters, post boxes and seating.

On this basis, the exemptions at Clause 62.02-2 do not apply in this instance.

Clause 43.02 – Design and Development Overlay, Schedule 6-3 Fitzroy Street Central (north-west side between Canterbury Road and Beaconsfield Parade):

Pursuant to this overlay a permit is not specifically required for road works or street furniture and thus the exemption afforded by Clause 62 applies.

6. CONSULTATION

6.1. Objections:

The application was advertised via three signs on site and notices to the surrounding owners and occupiers. Thirty-one objections to the proposal have been received.

The grounds of the objections are summarised below.

Planning Scheme Requirements

- The plans do not show how the proposed tram terminus meets the objectives and requirements of the Business 5 Zone, the Heritage Overlay Schedule 5, or the Design and Development Overlay Schedule 6-3.
- The plans do not include a site analysis or urban context report as required by the Design and Development Overlay Schedule 6-3.

Use and Amenity

- The application does not include an assessment of the likely affects on the adjoining land, including noise, traffic, light spill and glare.
- The application does not detail how anti-social behaviour is to be mitigated and how such behaviour may impact upon surrounding residents.
- Noise from the operation and maintenance of the trams and tram terminus.

Traffic and Parking

- Restricted access to and from West Beach Road and Park Street.
- The change in traffic conditions at the intersection of Park and Fitzroy Streets.
- The proposal would facilitate increased levels of traffic, with public safety implications.
- The loss of on-street car parking and the increased pressure on surrounding on-street parking.

Design

- Neighbourhood character; the design has no regard for the unique location, specifically the heritage context and residential setting.
- The plans do not provide justification for the proposed length of the terminus.

- The proposal is an overdevelopment of the site.
- The proposal appears to be a “stock standard super tram stop”.
- The proposed steel fence would be unsightly and dense in its appearance.
- The plans provide no detail of how the tram stop is to be lit.
- The plans do not detail whether the shelters are to contain advertising panels and whether they are to be lit.

Research / Justification

- The application does not appear to have taken into account local conditions.
- What research has been undertaken in relation to usage, number of patrons, and traffic and parking conditions?
- What is the justification for the “super stop”?

Other

- Council has not properly consulted with residents.
- The proposed “super stop” should not be located in a residential zone.
- The preliminary selection of Park Street as a location for a public toilet is inappropriate as it is in a residential zone.
- Council is seeking to push its commercial, retail and tourism strategies for Fitzroy Street (a commercial zone) into Park Street (a residential zone).

6.2. Internal Referrals:

The application was referred to Council’s Heritage Advisor who provided the following comment:

“There are no heritage concerns associated with the proposed tram terminus.

The terminus would provide improved access, enhanced shelter and utilities, and bluestone reflective of the precinct.”

6.3. External Referrals:

The application was not required to be referred to any external referral bodies or departments.

7. OFFICER'S ASSESSMENT

7.1. Objector Concerns

Planning Scheme Requirements

The Heritage Overlay is the only trigger for a permit. The objectives and requirements of Business 5 Zone and Design and Development Overlay are not applicable to the proposed works, as a permit is not specifically required under these planning scheme controls.

Use and Amenity, and Traffic and Parking

Clause 43.01 (Heritage Overlay) is the only trigger for a permit. Hence, use and amenity, and traffic and parking issues are not relevant considerations in this assessment.

Design

The proposed terminus has been designed to reflect the heritage significance of the area within the principal design parameters of the Client Design Requirements for Accessible Tram Stops (Department of Infrastructure 2007).

The Client Design Requirements for Accessible Tram Stops specifies the design considerations, processes and standards for DDA accessible tram stops, including the length and width of platforms, the length of access ramps, the height of platforms above rails etc.

The finishes and fixtures of the proposed terminus including the shelters, litter bin, fence and balustrade have been designed to reflect the existing and preferred character of Park Street. The shelters, stainless steel litter bin and galvanised steel fence would be of simple, minimalist design. (Note the application does not include advertising panels).

The proposed works would increase the bluestone heritage material by installing bluestone along the perimeter of the platform and constructing the step with bluestone.

Council's Heritage Advisor has indicated support for the proposal.

Research / Justification

The proposed conversion of the tram terminus is a part of the City of Port Phillip Tram Stop Refurbishment Strategy 2007-2017. Whilst sufficient research has been undertaken, this is not a heritage matter and therefore not a valid consideration for this application.

However, for Council's background information, to develop the strategy the following process was undertaken:

- Liaison with Yarra Trams to obtain support for the process and data.

- Field assessment of tram stops to identify conversion issues and opportunities.
- Development of a criteria for the assessment of priorities which included patronage levels, services to facilities likely to attract high levels of use by disabled people, activity focal points served, community service centres and facilities served, traffic volumes, connections to the public transport network and similar matters.
- From the data collected and its analysis, determination of a 'Community Access' rank identified the relative importance of each tram stop in providing access to key community focal points in the municipality.
- A 'Conversion Policy' rank was then determined by assessing the design constraints and identified safety issues of each tram stop.
- The Tram Stop Refurbishment Strategy 2007-2017 was established.

Other

Council gave notice of the proposal by mail to the owners and occupiers of the surrounding properties and directed that the applicant give notice of the proposal by posting 3 signs on the site for a 14 day period, in accordance with Section 52 of the Planning and Environment Act 1987.

The application seeks approval to convert the existing tram terminus to a DDA compliant terminus, not to construct a "super stop" as found in Fitzroy Street.

The application does not include the installation of a public toilet, and should not be confused with a preliminary proposal to construct a public toilet in Park Street.

7.2. Officer's Assessment:

The proposed DDA compliant tram terminus would not adversely affect or detract from the heritage significance of the area. The proposed terminus including platform, shelters, fence and handrails on the east side of the terminus would respectfully integrate with the Park Street / Fitzroy Street character. The proposed terminus would employ a contextual design approach with simple design, modern and heritage materials, including stainless steel, galvanised steel and bluestone.

8. ENVIRONMENTAL ASSESSMENT

8.1. An environmental assessment is not relevant to this application.

9. COVENANT

9.1. There are no covenants.

10. OPTIONS

- Approve as recommended.

- Approve with changed conditions.
- Refuse.

11. CONCLUSION

- 11.1. Pursuant to the Port Phillip Planning Scheme the only trigger for a planning permit is the Heritage Overlay, therefore this assessment can only consider the heritage impact of the proposed development.
- 11.2. The proposed DDA compliant tram terminus would not adversely affect or detract from the heritage significance of the area. The proposed terminus would employ a contextual design approach and respectfully integrate with the Park Street / Fitzroy Street character.
- 11.3. Subject to the above it is recommended that a Notice of Decision be issued.

12. RECOMMENDATION – NOTICE OF DECISION

- 12.1. That the Statutory Planning Committee being the Responsible Authority, (having caused the application to be advertised) and having received and noted the objections, is of the opinion that the proposed construction of a new Disability and Discrimination Act (DDA) compliant tram terminus and associated road works will not cause material detriment to any person other than the applicant.
- 12.2. That a Notice of Decision to Grant a Permit be issued for the purposes of construction of a new Disability and Discrimination Act (DDA) compliant tram terminus and associated road works at the Park Street tram terminus at the Park and Fitzroy Street intersection, St Kilda.
- 12.3. That a Notice of Decision be issued subject to the following conditions.
1. The development as shown on the endorsed plans must not be altered without the written consent of the Responsible Authority.
 2. This permit will expire if one of the following circumstances applies:
 - a) The development is not started within two (2) years of the date of this permit.
 - b) The development is not completed within two (2) years of the date of commencement of works.The Responsible Authority may extend the periods referred to if a request is made in writing before the permit expires or within three months afterwards.