

**ORDINARY MEETING OF COUNCIL  
18 DECEMBER 2008**

**ORDER OF THE DAY**

<b>ORDER 4</b>	<b>LUNA PARK INTERCHANGE RENEWAL</b>
<b>LOCATION/ADDRESS:</b>	<b>CARLISLE STREET, ACLAND STREET, UPPER ESPLANADE, CAVELL STREET, ST KILDA</b>
<b>EXECUTIVE DIRECTOR:</b>	<b>GEOFF OULTON, EXECUTIVE DIRECTOR COMMUNITY DEVELOPMENT AND PLANNING</b>
<b>PREPARED BY:</b>	<b>RORY O'LOGHLEN, ST KILDA'S EDGE PROJECT MANAGER</b>
<b>FILE NO.:</b>	<b>78/06/21</b>
<b>ATTACHMENTS:</b>	<b>ATTACHMENT 1 – ST.KILDA URBAN DESIGN FRAMEWORK SUMMARY BROCHURE</b> <b>ATTACHMENT 2 – LUNA PARK INTERCHANGE: EXISTING CONDITIONS</b> <b>ATTACHMENT 3 – LUNA PARK INTERCHANGE: TRAM TRACK RENEWAL</b> <b>ATTACHMENT 4 – LUNA PARK INTERCHANGE: PARTIAL PROJECT</b> <b>ATTACHMENT 5 – LUNA PARK INTERCHANGE: POSSIBLE FUTURE IDEA</b> <b>ATTACHMENT 6 – LUNA PARK INTERCHANGE: OPTION ANALYSIS TABLE</b> <b>ATTACHMENT 7 LUNA PARK INTERCHANGE: DESIGN PRINCIPLES</b>

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**1. PURPOSE**

- 1.1 The Luna Park Interchange Renewal report is being presented to Council to:-
- 1.1.1 Provide a status report on potential improvement ideas for this important location.
  - 1.1.2 Outline a process to progress with improvements which are cognisant of Council's resources and future precinct planning, while maximising the opportunities to leverage shorter term external investment.
  - 1.1.3 Seek in-principle support for the functional and urban design direction.
  - 1.1.4 Support a community engagement process to seek public comment on the design direction and implementation program.
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**1. RECOMMENDATION**

- 1.1. That Council notes the progress of the Luna Park Interchange Renewal project.
- 1.2. That Council provides in-principle support for the functional and urban design direction for the Luna Park Interchange space.
- 1.3. That Council commence a community engagement process seeking public comment on the Luna Park Interchange design ideas, consistent with the program and timelines detailed in this report.
- 1.4. That Council consider the further development and implementation of Option 2 (Partial Project) for the Luna Park Interchange space as part of the 2009/10 capital works budget process.

**2. BACKGROUND AND CONTEXT**

- 2.1. The Luna Park Interchange project is referred to in the Council Plan (pg 8 2008/09 initiatives). The project is also identified as one of the 17 projects in the St Kilda Foreshore Urban Design Framework (UDF) December 2003 (ATTACHMENT 1).
- 2.2. This project seeks to create a vibrant public space where locals and visitors can get where they want to go in safety and comfort, with a focus on improvements to pedestrian safety and amenity, public transport accessibility, urban design, and traffic & road user functionality.
- 2.3. Yarra Trams have advised a tram track renewal, in the order of \$850,000, is required within the Luna Park Interchange space. Yarra Trams have also advised these works are programmed to be completed before their franchise agreement with the State Government expires in November 2009.
- 2.4. The need for tram track renewal has presented an opportunity to achieve three other major Council objectives for the Luna Park Interchange space, namely:-
  - Urban renewal;
  - Tram stop upgrade, and
  - Improvements to road user safety and level of service, particularly pedestrianisation.
- 2.5. Over the past 12 months, a project team including officers from the City of Port Phillip and Yarra Trams have been progressing this project to deliver on these three desired outcomes.
- 2.6. Design consultancy firms Urban Initiatives and Planning Collaborative have been engaged by Council to assist the project team progress this initiative.

**3. DISCUSSION**

- 3.1. The City of Port Phillip has been progressively implementing key projects identified in the UDF over the past five years. Of the 17 projects nominated, the significant majority has been commenced and many are completed.
- 3.2. The timing of this project to some extent is based upon the opportunity to leverage external investment. However, it is considered necessary to improve the existing conditions.
- 3.3. The Luna Park Interchange (ATTACHMENT 2) was given a major renovation in the early to mid 1990's. At that time, urban design and movement focusing on cars were significant design drivers.
- 3.4. The City of Port Phillip has received regular comments and criticism over the past 10 years with respect to the Luna Park Interchange.

These could be summarised as follows:-

- 3.4.1. Pedestrian safety - no formal pedestrian crossings
- 3.4.2. Confusing priority (vehicle, pedestrian, tram, etc) and confusing intersection conditions
- 3.4.3. Tram stop located in central traffic island (with no dedicated pedestrian crossing points to or from, or DDA compliance)
- 3.4.4. Temporary conditions in relation to catering for new 33m long trams operating on the route
- 3.4.5. Aging infrastructure (both Council assets and tram infrastructure)
- 3.5. There have been many slow speed vehicle damage only type crashes at the Luna Park Interchange space since its remodel some 15 years ago. Over the past five years there have been four serious and seven minor personal injuries, including five pedestrian injuries.
- 3.6. Given the significance of the Luna Park Interchange space – size, iconic location and abutting land uses, interfaces to Acland Street shopping precinct and The Esplanade, etc – a major renewal should be considered in the context of wider precinct planning. It is for this reason a staged approach to design, community engagement and implementation of this project is proposed.

**IMPLEMENTATION OPTIONS**

- 3.7. In the context of the prior discussion, three (3) implementation options to progress this project have been developed.

OPTION 1 - 'Like for Like' (ATTACHMENT 3 – black lines).

- 3.8. Responds to the objectives of Yarra Trams only. This option replaces the existing worn tram tracks with new ones on the existing alignment.

This is essentially a 'Do Nothing' option for the City of Port Phillip – in the event that Council were not to proceed with the enhanced project elements, Yarra Trams is likely to proceed with a 'like for like' track renewal only. Thus, the opportunity to consider the function and design of the intersection in a holistic way would be lost.

3.9. OPTION 2 – 'Setting Up for the Future' (ATTACHMENT 4)  
(RECOMMENDED OPTION)

An option whereby the project is staged to initially achieve a functioning intersection, while not constructing out future ideas. This is considered the best way to proceed in the short term. This option excludes some of the hard and soft landscaping and pedestrian crossings articulated in a comprehensive future idea. It would allow for the intersection to function as intended, while allowing the design and pedestrian outcomes to be progressively implemented, if desired. It is noted this option would result in a lesser quality outcome in the short term.

3.10. OPTION 3 – 'Possible Future Idea' (ATTACHMENT 5)

This is a possible idea that would result in a comprehensive functional and urban design outcome that fully accords with the objectives for the site and is fitting of this iconic location. Staging the project, as suggested, would allow greater scope to integrate the final design solution into other initiatives in the immediate area, such as any future Acland Street precinct planning forming part of a larger St Kilda Activity Centre Structure Plan.

3.11. ATTACHMENT 6 provides a summary comparative analysis of the strengths, weaknesses and investment of the three options.

**4. DESIGN DRIVERS AND KEY DESIGN ELEMENTS**

4.1. In addition to the UDF, the design brief for the Luna Park Interchange space provided direction on:-

- Additional urban design
- Pedestrian movements and desire lines
- Role of The (Upper) Esplanade
- Role of Cavell Street
- Priority of Users
- Yarra Trams operational requirements
- Role of other Roads

**ATTACHMENT 7** provides a detailed description of the design principles.

4.2. The possible future idea (ATTACHMENT 5) displays the following qualities:-

- 4.2.1. Dedicated pedestrian crossing points: these generally follow pedestrian desire lines with the exception of the landscaped central island. The design purposely attempts to limit pedestrian access through the central area to limit the potential for pedestrian, tram

and vehicle conflicts (noting that the tram stop would no longer be located in this area).

- 4.2.2. Purposive pedestrian priority.
- 4.2.3. Disability Discrimination Act (DDA) compliant tram stop.
- 4.2.4. Minimal road widths to reduce vehicle speeds and avoid vehicles attempting to pass bicycles.
- 4.2.5. An increase in publicly useable space, including improved bicycle parking and public seating, and a larger forecourt to Luna Park.
- 4.2.6. All traffic movements retained.
- 4.2.7. Improved views to local landmarks through vegetation selection.
- 4.2.8. An ability to close Acland Street to trams and provision of a 'shunt' on Carlisle Street near Havelock Street allowing the ability for trams not to enter the interchange for special events (not shown on plans as slightly outside study area, but forms part of Yarra Trams proposal), if required.
- 4.2.9. Accommodation for new 33m "Bumblebee" trams now operating on the route.
- 4.2.10. An integrated and unified design solution for the space.
- 4.2.11. Provision for WSUD treatments to landscaped areas.
- 4.2.12. Restored rock walls, new seating and planting to O'Donnell Gardens, and improved lighting to monuments.

## **5. CONSULTATION AND STAKEHOLDERS**

- 5.1. The UDF has been the key reference point in progressing with the design ideas. Extensive community consultation was undertaken in formulating the UDF.
- 5.2. Some stakeholders (Yarra Trams, Luna Park, bus companies, Heritage Victoria, Citta) have been engaged with in the development of this project. No significant issues have arisen to date.
- 5.3. Further community engagement and consultation is recommended (detailed in Section 12 of this report).

## 6. POLICY IMPLICATIONS

- 6.1. The Luna Park Interchange Renewal project strongly aligns with the Council Plan, St.Kilda Foreshore Urban Design Framework, City of Port Phillip Tram Stop Refurbishment Strategy, and Sustainable Transport Framework.
- 6.2. The Luna Park Interchange project is identified in the UDF and Council Plan. Accordingly, implementation is a Council priority.
- 6.3. The UDF makes the following references to the Luna Park Interchange space (pgs 42 & 46):-
  - 6.3.1. *'There is scope to improve the Acland Street - Carlisle Street intersection into a truly pedestrian-friendly space, where people feel comfortable to move through and be in'*
  - 6.3.2. *'Move the tram stop at the Carlisle Street-Acland Street intersection towards the Palais and Luna Park and reconstruct into a safe stop and modal interchange incorporating bicycle lockers'*
  - 6.3.3. *'Upgrade the street space surrounding O'Donnell Gardens'*
  - 6.3.4. *'Improve pedestrian crossings across Upper Esplanade at Fitzroy Street, the Acland Street and Carlisle Street intersection and at all tram stops'*
  - 6.3.5. *'Minimise vehicle traffic impact by reconfiguring Shakespeare Grove, Upper Esplanade and Cavell Street to favour pedestrians and cyclists'*
  - 6.3.6. *'Realign Acland Street and Carlisle Street to form a regular crossroads intersection with new traffic signals and surrounding pedestrian space'* [Upon analysis, this outcome was not considered optimal by the project team – i.e would not maximise safety and pedestrianisation of the space which are key principles]
  - 6.3.7. *'Provide a modal bicycle interchange and storage space near O'Donnell Gardens'*
  - 6.3.8. *'Introduce improved tram stops in Fitzroy Street, Upper Esplanade and the intersection of Acland Street and Carlisle Street'*
  - 6.3.9. *'Reduce speed limits on Shakespeare Grove, Upper Esplanade and Cavell Street'*
- 6.4. The *City of Port Phillip Tram Stop Refurbishment Strategy 2007 – 2017* identifies the Luna Park Interchange location as a priority for earlier implementation of DDA compliant tram stop infrastructure.
- 6.5. Council's sustainable transport policy strongly supports initiatives which improve the safety, mobility and level of service for sustainable transport road users, particularly pedestrians, cyclists and public transport patrons.

**7. FINANCE / RESOURCE IMPLICATIONS**

- 7.1. \$50,000 has been allocated within the current 2008/09 financial year to progress concept plans. An additional \$50,000 has recently been approved through the 2008/09 capital works program for detailed design and documentation, should Council endorse further development.
- 7.2. The financial investment to Council for the various implementation options, as outlined in this report are in the order of \$0 – \$2.13m (approx) (ATTACHMENT 6). A further \$850K - \$2.3 million could be expected from external bodies (Yarra Trams / State Government and Melbourne Water). Additional funding programs such as the State's 'Creating Better Places' and various VicRoad / Department of Transport pedestrian programs would also be targeted for financial support / partnering.
- 7.3. Council investment for Option 1 is \$0 - tram track renewal only – investment would be fully borne by Yarra Trams / State Government.
- 7.4. Council investment for Option 2 (recommended) would be in the order of \$500,000. This option provides the necessary civil elements to support the tram track realignment. This would be a capital investment and thus application through the 2009/10 Council capital works program is proposed. Additional external investment in the order of \$2.2 million and \$50,000 by Yarra Trams / State Government and Melbourne Water respectively, could also be expected for the option.
- 7.5. Council investment for Option 3 would be in the order of \$2.1 million as described in an indicative cost plan for implementation of the possible future idea. This would be a matter for consideration in future capital works programs, and also expected to include further additional external funding.

**8. LEGAL & RISK IMPLICATIONS**

- 8.1. There is a risk that construction funding will not be forthcoming. Staging implementation of the project may result in a more favourable consideration of future funding. However, staging may result in the project not being fully realised in the future, including the design quality and public expectations for the space
- 8.2. A loss of momentum in implementing the project may result in Yarra Trams not proceeding with the project as proposed. A 'like for like' track renewal may result which is considered a lost opportunity. Otherwise, a significant time gap in construction between the Yarra Trams and Council components may result. This is not considered optimal and would require implementation of a long-term traffic and pedestrian management plan.
- 8.3. Public consultation is planned in the next stage of the project. It will be important for the community to have knowledge and understanding of the project, including staging.

**9. SUSTAINABILITY ASSESSMENT**

*SOCIAL EQUITY*

*Social Pillar* – The provision of a DDA compliant tram stop in this location would further the ability of disabled persons to access services and facilities in the immediate area. Improvements to open space furthers social interaction and cohesion.

*ECONOMIC VIABILITY*

*Economic Pillar* - The space requires a special response worthy of its iconic location. Capital works expenditure for this project will be significant to realise the full scope of the project. The partnership of Yarra Trams provides a significant opportunity for cost sharing and saving for Council.

*ENVIRONMENTAL RESPONSIBILITY*

*Environmental Pillar* – Improved public transport and pedestrian infrastructure further environmental objectives by reducing reliance on private vehicles.

*CULTURAL VITALITY*

*Cultural Pillar* – The project will revitalise this iconic and culturally significant location.

**10. IMPLEMENTATION STRATEGY**

- 10.1. Option 1 – Proposed to be implemented by Yarra Trams before November 2009.
- 10.2. Option 2 (Recommended) – Construction proposed within the 2009/10 financial year. Should Council adopt to further this option, initial community engagement would be conducted in January and February 2009. Detailed design and documentation is proposed to be scheduled from March to June 2009.
- 10.3. Option 3 – Idea could be implemented in the future.

**11. COMMUNICATION**

General community engagement and consultation is now recommended. The objectives of which are to:

Provide simple and accessible information to the public on the proposed plans and design for the new Luna Park Interchange, including possible program staging.

Build community interest and support for any initial works supporting the tram infrastructure renewal, and future possible urban design and pedestrian facilities.

Provide information through a range of communication channels and tools to facilitate community and public engagement.

The key messages are:

The Luna Park Interchange area is a special place.

It is tired and in need of urban renewal.

An opportunity exists for significant external financial investment.

Pedestrian safety, mobility and level of service will be significantly enhanced.

Design philosophy will provide higher priority for pedestrians, cyclists and public transport users

The tools proposed to deliver the community engagement program include:-

One on one meetings with key stakeholders.

Information and feedback meetings with traders and residents.

Plans viewing billboard.

Poster bills in local cafés and restaurants.

Viewing and information booth to be held on a weekday and Sunday to coincide with the Sunday Markets.

On-line information.

It should be noted that a planning permit would be required for options 2 & 3 and thus further engagement consistent with statutory obligations would also be undertaken.

**12. CONCLUSION**

The Luna Park Interchange space is an important location. Its renewal is supported in the Council Plan and St Kilda Foreshore Urban Design Framework.

The Luna Park Interchange space is tired in an urban design sense, and has a history of complaint / comment with respect to road user access, movement and safety, particularly pedestrians.

An opportunity has arisen to commence the urban renewal of this space as a result of necessary tram track renewal works, to be conducted in the 2009 calendar year by Yarra Trams.

A significant portion of the costs associated with the renewal of this space would be borne by Yarra Trams / State Government and other authorities, such as Melbourne Water.

Council's objectives for this space could be achieved with minimal investment if some civil works can be coordinated with Yarra Trams tram track renewal works.