



**10.2 ST KILDA LANDSIDE WORKS UPGRADE - ROAD CLOSURE**

**EXECUTIVE MEMBER: LACHLAN JOHNSON, GENERAL MANAGER, OPERATIONS AND INFRASTRUCTURE**

**PREPARED BY: KAREN MILLER, MANAGER PROJECT DELIVERY  
CHRISTOPHER COOK, HEAD OF OPEN SPACE PROJECTS  
ZOE AKGUN, SENIOR PROJECT MANAGER - OPEN SPACE**

**1. PURPOSE**

- 1.1 To consider feedback from those who have made submissions on the proposed closure of a section of Pier Road between Jacka Boulevard and Royal Melbourne Yacht Squadron, St Kilda in accordance with the Local Government Act 1989, Section 207 (Power of Council over traffic), Schedule 11, Clause 9 (Power to place obstructions or barriers on a road permanently) (known as the “road closure”).

**2. EXECUTIVE SUMMARY**

- 2.1 The extension of the St Kilda Pier landing through to Jacka Boulevard is part of the St Kilda Pier redevelopment project, which is funded through the Department of Transport and Planning (DTP) and Parks Victoria (PV). PV is the appointed Project Manager for the rebuild.
- 2.2 Works to improve the integration of the Pier, Pier Road entrance and Foreshore will provide safer access for vehicles, pedestrians, and bike riders to this busy area of the foreshore. It will ensure logical connections for visitors between the Pier and other parts of St Kilda, particularly Fitzroy Street and gaps in the Bay Trail.
- 2.3 The Council Plan 2021-31 included \$3.7M for this project over three years.
- 2.4 Works to Pier Road entrance and environs will address current pedestrian, bike rider, bus, visitor and event conflicts, and help to make a safer environment for the local community and general public.
- 2.5 The extended landside connection for the St Kilda Pier Reconstruction was going to be delivered in partnership with PV to ensure the St Kilda Pier has a greater connection to Jacka Boulevard and a more welcoming entrance for future tourism to the area. Due to changes in PV’s project timelines and unexpected delays occurred during the procurement phase to appoint a lead consultant, Council will no longer be able to partner with PV on the extended landside (Stage 2) design.
- 2.6 Council will continue to work with PV’s project team on the landside section which connects the Pier to the promenade (Stage 1) to achieve a great outcome.
- 2.7 The extension of the Pier landing will require a change of the status of a section of the Pier Road, effectively closing the road to vehicular access. The formal process to partially or fully close roads requires a statutory notification process and application to DTP.
- 2.8 The formal process to restrict the passage of vehicles on the section of Pier Road commenced on 19 April 2023 and involves consultation with service authorities and the DTP and a statutory community notification process, inviting community members to make a submission to the proposed road closure. The submissions deadline for written submissions was 5pm on Monday 12 June 2023.

2.9 Only one submission was received, and the feedback included comments on:

- Accessibility of the St Kilda Sea Baths car park by staff, customers with mobility issues and contractor during the major events.

### 3. RECOMMENDATION

That Council:

- 3.1 Notes that on 19 April 2023, Council resolved to commence the process to restrict the passage of vehicles on the section of Pier Road between Jacka Boulevard and Royal Melbourne Yacht Squadron, St Kilda.
- 3.2 Receives and considers all written and verbal submissions to the proposed road closure.
- 3.3 Extends its gratitude to all submitters.
- 3.4 Notes that officers will bring back a report for consideration for Council at a future meeting on the proposed road closure.

### 4. KEY POINTS/ISSUES

4.1 On 19 April 2023, Council resolved to:

- (a) Commence the statutory process to restrict the passage of vehicles on the section of Pier Road between Jacka Boulevard and Royal Melbourne Yacht Squadron, St Kilda.



Figure 01. – Subject Site



*Figure 02. – Artist's Impression - Landside works funded through Parks Victoria project*

- 4.2 Section 223 of the Local government Act 1989 requires Council to undertake a formal public consultation process which is specific to the proposal to road closure.
- 4.3 Council carried out community consultation throughout May to June 2023, providing an opportunity for community members to make submissions. The submissions deadline was 5pm on 12 June 2023.
- 4.4 Only one written submission was received.
- 4.5 The feedback included comments on accessibility of the St Kilda Sea Baths car park by staff, customers with mobility issues and contractor during the major events.
- 4.6 Current and future access arrangements will be carefully assessed during the concept refinement phase and any likely future impacts associated with the Pier Road closure and retention of ongoing access to the St Kilda Sea Baths complex will be evaluated based on the specific requirements and findings of the Traffic Impact Assessment. Additionally, relocation of the Sea Baths car park access function from Pier Road to a new access point to be considered.





*Figure 03. – Artist's Impression - Council funded Landside Upgrade*

- 4.7 Service vehicle, emergency vehicle and loading delivery arrangements under post development conditions will be considered during the design phase.
- 4.8 Formal functional layout plan associated with the vehicle access arrangements from Jacka Boulevard and incorporating any new bus stop design along Jacka Boulevard will be prepared in consultation with DTP. A written advice along with the proposed layout plan will be submitted to DTP for approval.
- 4.9 Council will consider submissions received at its Ordinary Meeting of Council on 19 July 2023. Any person who makes a submission (or persons acting on their behalf) is entitled to speak to their submission at this Council Meeting.

## 5. CONSULTATION AND STAKEHOLDERS

- 5.1 The local community was extensively engaged in from September to October 2017 through the development of the St Kilda Pier Redevelopment project, which involved more than 550 participants.
- 5.2 The feedback was considered by PV in finalizing the conceptual design for foreshore integration in November 2021.
- 5.3 PV has a communications plan in place to inform the community of the build process [St Kilda Pier Redevelopment \(parks.vic.gov.au\)](https://parks.vic.gov.au)
- 5.4 The project webpage and Council's Have Your Say website have been updated with the latest project information prior to commencing the road closure process.
- 5.5 During the road closure process, the local community will be engaged through the development of the concept plan for St Kilda Pier entry area as well as along the Pier Road outside Royal Melbourne Yacht Squadron in parallel. This engagement program will be undertaken in three stages:
  - a) Stage 1: Draft Concept Plans - Online surveys, workshops and drop in- sessions
  - b) Stage 2: Final Concept Plan – Have Your Say project page
  - c) Stage 3: Detailed Design - Have Your Say project page and workshops



- 5.6 The key previous consultation steps include:
- (a) Statutory requirements have been met by advertising intent of permanent closure in the Public Notice Section of The Age on 15 May 2023.
  - (b) Have Your Say online engagement page with feedback form was published on 15 May 2023.
  - (c) Letters were distributed to all the external stakeholders and owners/occupiers in the area including:
    - Royal Melbourne Yacht Squadron
    - St Kilda Sea Baths & Tenants
    - Victoria Police
    - West St Kilda Residents Association
    - Department of Transport and Planning
    - Victorian Aboriginal Heritage Council
    - Department of Energy, Environment and Climate Change
    - Parks Victoria
    - West Beach Pavilion
    - Fire Rescue Victoria (FRV)
    - ESTA
    - Ambulance Victoria
- 5.7 On 5 June 2023, Council received a response from FRV with several considerations on the proposed closure of Pier Road. FRV's access requirements were included in their feedback and a copy of the design proposal was requested from Council for review. Based on the information provided by Council, FRV has requested further clarifications from PV regarding the Pier design as they had some concerns in terms of access. Any required design changes will be reviewed and considered by PV's design team.
- 5.8 The following statutory authorities will be advised of the proposed road closure and asked to respond to the question of whether they have any existing assets in the roads, which should be saved under section 207C of the Act.
- a. Council;
  - b. South East Water;
  - c. Melbourne Water;
  - d. CitiPower;
  - e. Multinet;
  - f. AusNet Electricity Services.
  - g. Australian Gas Networks;
  - h. United Energy;
  - i. NBN;
  - j. Telstra;
  - k. TPG Telecom; and
  - l. Optus.



5.9 To date Council has not received responses from the statutory authorities. Any responses will be addressed in future report to Council.

## **6. LEGAL AND RISK IMPLICATIONS**

- 6.1 Council has the power to place and maintain any obstructions or barriers on a road permanently to restrict the passage or access of vehicles under Schedule 11, clause 9 of the Local Government Act 1989.
- 6.2 Council must not exercise this power unless it has received a report from DTP, concerning the exercise of this power.
- 6.3 A key risk to the successful delivery of this project in partnership with PV is the requirement for the road closure process to be concluded by December 2023. If this timeline is not achieved, Council runs the risk of ending the partnership for the delivery of the Stage 1 works, between the Pier entry and Sea Baths carpark.
- 6.4 Aside from the timeline risks, there are some unknowns at the site regarding soil contamination, drainage requirements and underground service locations.
- 6.5 By complying with legislation, policy and creating reasonable provision for service authorities, there is no legal risk associated with changing the function of these road.
- 6.6 Council will need to obtain formal acceptance by the Sea Baths for the proposed changes to their current lease with Council.

## **7. FINANCIAL IMPACT**

- 7.1 The full project cost is \$3.7M over three years and it included delivery of all the works including greening, tree establishment maintenance period, landscape works as well as project contingency and project management fees.
- 7.2 The initial costings for the project were based on a cost plan organised by PV with Donald Cant Watts Corke. The cost plan, based on the concept designs, indicates that the project can be delivered within the existing project budget.
- 7.3 The proposed road closure has no detrimental financial implications.

## **8. ENVIRONMENTAL IMPACT**

- 8.1 The new entrance will provide increased canopy cover and decrease the urban heat island effect through new garden beds and canopy tree planting.

## **9. COMMUNITY IMPACT**

- 9.1 This project received overall community support through the previous consultation process during the concept development phase of the St Kilda Pier Redevelopment and Foreshore Integration project.
- 9.2 Once the project complete, it will increase the provision of public space in the foreshore area.
- 9.3 Well-design public spaces have economic benefits and help facilitate the economic recovery from the COVID-19 pandemic.
- 9.4 Public space contributes to the liveability of our City and defines our unique sense of identity and place. It is open and accessible to people. It is where we meet our friends, exercise, play sport and relax and is essential to our physical and mental well-being.



- 9.5 The project will provide additional open space and align with Council's vision to create a well-connected network of public spaces for all people that nurture and support the health, wellbeing, social connection, creative expressions, economy, and environment of our community.
- 9.6 Furthermore, the new Pier entrance will offer improved access and circulation throughout the foreshore area by providing upgraded paths and safer opportunities to access the area by more users.

## 10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 10.1 The permanent closure of Pier Road to vehicular traffic creates an iconic visitor entrance aligning with the key moves of council's Places for People: Public Space Strategy 2022-2032 to repurpose road space to create more usable public spaces, ensuring our community is within a short, easy, and safe walking distance to public space.

### 10.2 Council Plan – Liveable Port Phillip

Strategic Objective – Port Phillip is a great place to live, where our community has access to high quality public spaces, development and growth are well managed, and it is safer and easy to connect and travel within.

What we will work towards (our four-year strategies) – Port Phillip is safer with liveable streets and public spaces for people of all ages and abilities to enjoy.

We will provide – Access to upgraded, expanded and well-maintained public and outdoor spaces for people of all ages and abilities to visit, in line with our 10-year Public Space Strategy (once adopted by Council), prioritised within available budgets each year.

We will facilitate and advocate for – The best possible public space outcomes that support community health and wellbeing, through infrastructure projects undertaken in our City by other levels of government and stakeholders.

### 10.3 Council Plan – Sustainable Port Phillip

Strategic Objective – Port Phillip has a sustainable future, where our environmentally aware and active community benefits from living in a bayside city that is greener, cooler, cleaner and climate resilient. The importance of action in this area is emphasised by Council declaring a Climate Emergency in 2019.

What we will work towards (our four-year strategies) – Port Phillip has cleaner streets, parks, foreshore areas and waterways where biodiversity flourishes.

We will provide – Urban forests to increase tree canopy, vegetation, greening and biodiversity and reduce urban heat, in line with Council's Greening Port Phillip and Act and Adapt Strategies prioritised within available budgets each year.

We will provide – Increased permeability of ground surfaces across public streets and in our public spaces as well as examining ways to support greater permeability on private property.

## 11. IMPLEMENTATION STRATEGY

### 11.1 TIMELINE

- 11.1.1 At a subsequent Council meeting, Council to determine whether to permanently restrict the access by vehicles on Pier Road taking into account the submissions received.



11.1.2 It is anticipated that officers will finalise the road closure process by October 2023.

11.1.3 It is anticipated that construction of the extension of Pier landing will commence later this year and Stage 2 works will commence in June 2024, subject to PV's completion date for the St Kilda Pier and Stage 1 works.

## 11.2 COMMUNICATION

11.2.1 After submissions have been considered, Council may decide to proceed to permanently restrict the access by vehicles on Pier Road or to reject the proposal in entirety.

11.2.2 Information about this project will be available on Council's website, along with information about how to sign up for updates on the project's process.

11.2.3 Additionally, Council's Have Your Say page will be updated with the details of Council's decision and a link to the minutes of this Council meeting.

## 12. OFFICER DIRECT OR INDIRECT INTEREST

12.1 No officers involved in the preparation of this report have any material or general interest in the matter.

### ATTACHMENTS

1. Letter distributed to all the external stakeholders and owners/occupiers in the area [↓](#)