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### **CITY OF PORT PHILLIP SUBMISSION TO MMRA AND CYP DRAFT DOMAIN PRECINCT DEVELOPMENT PLAN**

**WARD:**

**LAKE**

**GENERAL MANAGER:**

**CLAIRE FERRES MILES, PLACE STRATEGY & DEVELOPMENT**

**PREPARED BY:**

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**TRIM FILE NO:**

**66/33/02**

**ATTACHMENTS:**

- 1. MTP - CoPP Submission Letter - Domain Precinct Development Plan**
- 2. MTP - EES Status Update - Working Doc / Report Card**
- 3. Domain Precinct Wider Area Map**
- 4. Summary of Domain Precinct Development Plans**
- 5. Stakeholder Meeting Notes - Domain Precinct draft Development Plan and early works**

### **PURPOSE**


To seek endorsement of the City of Port Phillip's Submission to the Melbourne Metro Tunnel Project draft Domain Precinct Development Plan.

### **RECOMMENDATION**

That Council:

- 1.1** Notes that the City of Port Phillip's submission to the Domain Precinct Development Plan dated 27 November 2017 demonstrates Council's ongoing commitment to work in partnership with the Melbourne Metro Rail Authority (MMRA) and Cross Yarra Partnership (CYP) to achieve high quality and sustainable outcomes for the benefit of our community.
- 1.2** Endorses the City of Port Phillip submission to the draft Domain Precinct Development Plan dated 27 November 2017 ([Attachment 1](#)).
- 1.3** Notes that Council officers will continue to work closely with the Melbourne Metro Rail Authority (MMRA) to resolve key design elements of the draft Development Plan as described in the submission.

## 2. BACKGROUND

- 2.1 The Metro Tunnel (MT) Project is currently Victoria's public transport largest infrastructure project and involves unprecedented investment in Melbourne's public transport infrastructure primarily within the inner Melbourne area. It involves the creation of a new underground rail line and the construction of five new underground stations within the inner metro area to:
- increase capacity of the rail network
  - improve transport integration (including train, tram and bike connections)
  - facilitate associated transport network engagements within Metropolitan Melbourne.
- 2.2 The southernmost station, Domain (recently renamed as Anzac), will be located below St Kilda Road and includes a new tram interchange, a significant increase in public open space and a civic plaza.
- 2.3 On 28 June 2016, Council endorsed a submission to the Melbourne Metro Rail Project Environmental Effects Statement. This submission outlined 48 recommendations to the MT Project. A summary of these recommendations, including status of their implementation is included in [Attachment 2](#).
- 2.4 To date thirty (30) of Council's recommendations have been adopted, which demonstrates that Council partnership approach with MMRA has been effective to achieve the highest quality community outcomes.
- 2.5 To support the functioning, connection and accessibility to the station for residents and business within the City of Port Phillip, other supporting projects within the broader area are also being developed ([Attachment 3](#)). These include:
- Moray Street bike link upgrade
  - Albert Road Reserve Design
  - Park Street Tram extension (the missing Park Street Link)
  - Park Street bike link and streetscape upgrade
  - upgrades to intersection and traffic flows on Kings Way.
- 2.6 On 27 November 2017, significant community consultation began on the MT Project. This included the release of the following documents by Cross Yarra Partnership:
- 



Development Plans for each Station Precinct

- the above ground treatment for the five new MT Stations (Arden, Parkville, CBD North, CBD South and Domain) became available for public consultation for 15 business days

Early Works Plan

- includes road changes to St Kilda Road around the footprint of the new station to allow for construction. Major impacts include reduction of lanes from three lanes to one lane for a period of 18 months to two years. Also included are changes to bike, pedestrian and tram movements
- the Early Works Plan has also been made available for public comments for 15 business days

Heritage Permits

- acts as notification of Heritage Victoria permits for the removal of heritage trees within the development area, and additional changes to St Kilda Road, Domain Parkland, Shrine of Remembrance and Albert Road Reserve.

- 2.7 This report provides a response to the Domain Precinct Development Plan (Draft for comment) dated 27 November 2017. Officers are working with MMRA to respond to the Heritage Permit Application and the Early Works Plan.
- 2.8 On 29 November 2017, the Victorian Government announced the new names for the five new MT Stations, with Domain Station being renamed as Anzac Station. As the Draft Development Plan refers to Domain Station, Council's Submission continues to refer to Anzac Station as Domain Station for consistency.

### 3. KEY INFORMATION

- 3.1 The Development Plan, prepared by Cross Yarra Partnership (CYP), the preferred contractor by Melbourne Metro Rail Authority (MMRA), is a legal requirement of the MT Project, and is required to be approved by the Minister for Planning prior to commencement of construction.
- 3.2 The Domain Precinct Development Plan covers the station and surrounding project area including:
- St Kilda Road, the road reserve and footpath area from Toorak Road in the South to Dorcas Street in the North
  - part of the Shrine of Remembrance area on the eastern side of St Kilda Road
  - all of the Albert Road Reserve (boundary to boundary), on the western side of St Kilda Road from St Kilda Road through to Kings Way.
- 3.3 The key features of the Domain Precinct Development Plan include:
- new underground train station, including new pedestrian underpass linking Albert Road Reserve and the Shrine of Remembrance Reserve with the new underground station



- new tram stop on St Kilda Road to the south of Domain Road, providing direct interchange between trains and trams
  - a legacy treatment to St Kilda Road between Dorcas Street and Toorak Road that allows for the new station entrances and tram stop. This includes realigning traffic lanes, tram lines, bicycle lanes and footpaths and pedestrian crossings
  - relocation of a restored South African Soldiers' War Memorial
  - retention of the Windsor Oak within the Albert Road Reserve
  - removal of eighty-four (84) trees, of which seven have already been removed
  - removal of a significant number of car parking spaces (*approximately 211*) which are currently on St Kilda Road and Albert Road, the majority of which is to be replaced by landscaped open space and improved sustainable transport infrastructure
  - separated bike paths on the western section of Albert Road Reserve providing a bike link from the Station to the Albert Road / Kings Way intersection
  - closure of the southern road access way to St Kilda Road, and replacement with a shared pedestrian and vehicle road to provide access to existing buildings, including the Albert Road Clinic
  - areas for loading, bus parking (for replacement buses) and kiss and ride parking
  - retention of the slip lane on the southbound approach from Kings Way
  - bike parking for 126 bikes in the central corridor of St Kilda Road.
- 3.4 An extract of the Development Plan, showing the proposed design of Domain Station and Albert Road Reserve has been attached to this report ([Attachment 4](#)).
- 3.5 Council has prepared a submission to the Development Plan as a significant stakeholder, based on the following grounds:
- Council is the Local Authority for all land on the southern side of St Kilda Road (municipal boundary sits mid-way on St Kilda Road)
  - Council is expected to be appointed Committee of Management of Albert Road Reserve on completion of the works
  - Council will be the future land manager, and be responsible for the design, future maintenance obligations, activation potential and commercial operation of the site.

#### Council Design Criteria

- 3.6 At an early stage of the MT project, Council contributed to high level design guidelines for the Domain Station and other MMRA material which provided to all potential bidders to respond to as part of their bids for the MT project.



- 3.7 More recently, Council officers have provided feedback through working group meetings and workshop discussions with both MMRA and CYP.
- 3.8 To guide Council officer discussions with MMRA and CYP and Council's evaluation of the Development Plan, Council officers established a set of design criteria, developed in line with the St Kilda Road North Structure Plan and Council policies, such as the Sustainable Transport Strategy.

### **Council Assessment of the draft Domain Precinct Development**

- 3.9 The new Domain Station, tram interchange and associated infrastructure included in the draft Development Plan will provide access for thousands of passengers commuting into and between the employment and residential areas of St Kilda Road and the CBD.
- 3.10 The City of Port Phillip and its residents will gain significant environmental, open space and community benefits as a result of the design proposed in the draft Development Plan for the station and Albert Road Reserve.
- 3.11 Officers have undertaken a detailed assessment of the plan and supporting documents and summarised it's position in a formal submission Council conditionally support the draft Development Plan presented by MMRA and CYP and believe it resolves many of the significant technical issues of the project, however further work is required to address seven (7) key design elements, namely:
- the location of the South African Soldiers Memorial
  - Albert Road Reserve - Civic space and design
  - heritage features and design
  - car parking
  - bike parking and facilities
  - St Kilda Road boulevard legacy condition
  - tree removal and tree replanting program.
- 3.12 The seven (7) design elements outlined above are discussed a length in the submission including specific recommendations.
- 3.13 Council urges MMRA and CYP to review the current design to ensure that it meets its obligations and achieves a sound legacy outcome for the community.
- 3.14 Council officers look forward to continuing to work with MMRA and CYP to resolve these matters.

## FURTHER **SUPPORTING INFORMATION**

### **4. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY**

- 4.1 There are a number of key Council documents that support the design approach adopted in the Domain Precinct Development Plan to prioritise public open space and public and sustainable transport over vehicle usage and storage. The approach taken



aligns strongly with Council direction and reflects the importance of the Domain Precinct as a significant public and sustainable transport centre that will set the standard for future growth of the municipality.

#### Council Plan

- 4.1.1 Direction 2 of the Council Plan states “We are connected and it’s easy to move around”. To support this the outcomes that are relevant to vehicle use and car parking are:
- our streets are designed for people
  - demand for parking and car travel is moderated as our City grows.
- 4.1.2 This supports the design in the Development Plan which reflects that public spaces are designed for people.
- 4.1.3 The development of an Integrated Transport Strategy is identified in the Council Plan as one of the priority strategies to support transformational change in the municipality and deliver the outcomes of Direction 2.

#### Integrated Transport Strategy

- 4.1.4 “Setting the Direction” a position paper for developing an integrated transport strategy, was endorsed by Council on 18 October 2017 for public consultation. The position paper identifies that an increase of either 20 per cent road space or 20 per cent more road congestion will be required to absorb the projected number of trips generated by vehicles by 2027. It is also noted that 17 per cent of Council land is road space of which 20 per cent is currently used just to store cars. No more road space can be created, therefore Council aims to support increased travel choices including more sustainable modes of transport. The following objectives are proposed to reduce reliance on vehicles and car parking:
- 4.1.4.1 Great Places – Our streets and places are designed for people:
- reclaim our streets as the “front yards” of our city
- 4.1.4.2 Smarter Parking Management – Demand for parking and car travel is moderated as our city grows:
- progressive decrease of on-street car parking by conversion to higher value community use
  - ensure all residential demand is provided off street

#### Sustainable Transport Strategy

- 4.1.5 Under the City of Port Phillip Sustainable Transport Strategy one of the four Guiding Principles for progressing sustainable transport referenced in section 4.4 (page 23) is:
- 4.1.5.1 Ensure Priority – The Council will give preference to, and right of way to sustainable transport modes in terms of allocation time, space and facilities, guided by Council’s Road User Hierarchy.
- Walking



- Bike Riding
- Public Transport
- Freight
- Multiple-occupancy Vehicles
- Single-occupancy Vehicles

4.1.6 This makes it clear that vehicles, and the provision of facilities for them, is the lowest priority and this is consistent with the design that has been adopted in the Domain Precinct Development Plan.

## 5. CONSULTATION AND STAKEHOLDERS

- 5.1 The draft Domain Station Development Plan has been placed on public exhibition for 15 days from Monday 27 November 2017. It has been made available on the MRMA website and notices have been placed in newspapers.
- 5.2 In anticipation of the release of the draft Development Plan Council officers meet with internal and external stakeholders, participated in the Domain Community Reference Group and met with other State Government departments and officers.
- 5.3 During Council's assessment of the draft Development Plan, several internal workshops were held with Council departments to receive input on the designs, future proofing and other details.
- 5.4 In addition, Council officers have participated in MMRA-led Community Reference Group meetings, and other meetings hosted by community members, including the G12 residential group and Albert Road Clinic, to ensure Council's assessment captures community concerns .
- 5.5 A summary of the meetings and issues raised as part of that consultation process is included in Attachment 5.

## 6. LEGAL AND RISK IMPLICATIONS

- 6.1 There are no immediate legal or significant risk implications in regards to providing feedback to the draft Development Plan as Council is a key stakeholder in this project.
- 6.2 Not providing feedback to the draft Development Plan could be a risk, as our community may believe Council are not fulfilling their role as the Local Government representative of the City of Port Phillip.

## 7. SUSTAINABILITY – Triple Bottom Line

### ENVIRONMENTAL IMPLICATIONS

- 7.1 The Melbourne Metro Rail Project supports the *UN Sustainable Development Goal 11: Make cities inclusive, safe, resilient and sustainable* by providing additional capacity and resilience to Melbourne's transport network, and significantly improving accessibility to jobs, recreation and services for residents of Port Phillip.
- 7.2 MMRA is using the Infrastructure Sustainability Council of Australia (ISCA) and GreenStar rating systems to measure the environmental performance of the project. This approach is supported by Council.





- 7.3 In a broader sense, the project will improve the overall sustainability of Victoria's transport system, by allowing a significant mode shift away from private vehicles to rail, with a commensurate decrease in greenhouse gas emissions and other environmental externalities associated with car travel.
- 7.4 Further detail on Council's recommendations regarding environmental implications of the project, including water management and greenhouse gas emissions are contained in Council's submission to the MMRA Environmental Effects Statement.

#### SOCIAL, CULTURAL AND ECONOMIC IMPLICATIONS

- 7.5 The Domain Precinct is of strategic importance to the planning and urban development of Port Phillip, with St Kilda Road currently undergoing a transition from predominantly commercial land uses, towards higher density residential uses, including significant redevelopment and intensification in the wider catchment including South Melbourne.
- 7.6 Domain Station will provide daily access for thousands of passengers destined for the employment and residential precinct along St Kilda Road, and it will also help address the continuing growth and redevelopment of the Kings Way precinct of South Melbourne, with a mix of high and low density office space and high-density residential projects.
- 7.7 The Domain Precinct generates a significant volume of road, public transport, walking and cycling trips. Connecting this precinct to the rail network provides connectivity benefits for thousands of people seeking to access the St Kilda Road employment precinct and key civic and recreational facilities as well as connecting Port Phillip residents to the north of the city.
- 7.8 It is projected that 33,000 jobs and 17,000 residents will be located within 800 metres of Domain station and it will be used by almost 40,000 people per day in 2031, with an additional 800,000 people located within 30 minutes travel time of the precinct by public transport.

#### FINANCIAL IMPLICATIONS

- 7.9 The loss of paid parking spaces will have a financial implication on Council.
- 7.10 As part of Council's submission to the MMRA Environmental Effects Statement, Council indicated that it would seek compensation resulting from the loss of car parking revenue.
- 7.11 Ongoing discussions are being held with MMRA regarding the loss of parking revenue and compensation.
- 7.12 Council also recognises that there will be additional costs to Council associated with maintenance of Albert Road Reserve, civic space and landscaped areas.

## 8. IMPLEMENTATION STRATEGY

### TIMELINE

- 8.1 MMRA have advised the following implementation timeline:
- 27 November to 15 December – Development Plan open for public comment



## ORDINARY MEETING OF COUNCIL– 13 DECEMBER 2017



- Late 2017 to early 2018 - Development Plan issued to Minister
- Early January 2018 to April 2018 - Enabling Works
- Late April 2018 for about 18 months - Works Stage 1 (bookend station pits)
- October 2019 for 12 to 18 months - Works Stage 2 (join station pits)
- Unknown - Works Stage 3 (cover station and complete legacy design)

### COMMUNICATION

- 8.2 Council officers have updated Council's website with relevant information on the MMRA Development Plan and links to the MMRA website which includes a 'Have Your Say' page for community feedback.
- 8.3 Officers have also updated Council's online calendar of events to show MMRA Domain drop-in sessions for the draft Development Plan
- 8.4 Following Council endorsement endorsed by Council, the submission will be provided to MMRA, as well as being available on Council's website.
- 8.5 As requested, Council officers will continue to engage community on specific concerns arising from the draft Development Plan.
- 8.6 Key messages:
- 8.6.1 Melbourne Metro Rail Authority (MMRA) is the lead agency responsible for delivering the Metro Tunnel Project, including the Domain Station and redevelopment of Albert Road Reserve. Council is working to ensure our community receive the best possible design outcomes, have their feedback heard and remain informed of construction timelines and disruptions.
- 8.6.2 Council encourage community members to provide feedback to the Development Plan as part of MMRA's public consultation.
- 8.6.3 Council is seeking a balanced solution for the Domain community and all users of the road, future station and shared spaces.
- 8.6.4 Council has worked, and will continue to work in partnership with MMRA to save as many trees possible as during the construction of Domain Station. Council has secured an agreement for two trees to be installed for any tree removed as part of construction of the Metro Tunnel.

## 9. OFFICER DIRECT OR INDIRECT INTEREST

- 9.1 No officers involved in the preparation of this report have any direct or indirect interest in the matter.