



10.1 **ADOPTION OF THE DOMAIN PRECINCT PUBLIC REALM MASTERPLAN**

EXECUTIVE MEMBER: **LILI ROSIC, GENERAL MANAGER, CITY STRATEGY AND SUSTAINABLE DEVELOPMENT**

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1. PURPOSE

1.1 To present the Domain Precinct Public Realm Masterplan to Council for adoption.

2. EXECUTIVE SUMMARY

- 2.1 The Domain Precinct, located 1.5 km south of the Melbourne central business district (CBD), is experiencing great change due to activities led by both the Victorian Government and commercial sector, namely construction of the Metro Tunnel Project (MTP). The City's resident population is projected to grow by 23 per cent by 2027, placing considerable strain on existing open spaces. The demand for public spaces and how people use it will change and there is a need to design spaces that assist people to socialise, move and connect to.
- 2.2 To respond to the opportunities and challenges that this change presents, Council has prepared a Domain Precinct Public Realm Masterplan (the Masterplan) (Attachment 1) to improve public spaces in the precinct.
- 2.3 The Masterplan, developed through three stages of community engagement, proposes a range of improvements to the Domain Precinct's public realm, including footpaths, roads, trees and streetscapes.
- 2.4 Five projects have been identified in the Masterplan:
- Park Street Link
 - Kings Way Reserve Upgrade
 - Kings Place Plaza / Millers Lane
 - Streetscape improvements
 - Pedestrian connections.
- 2.5 The Masterplan focuses on public spaces in the precinct. The Masterplan does not provide guidelines or recommendations on building heights and setbacks on privately-owned land.
- 2.6 The Masterplan acknowledges the work of Rail Projects Victoria (RPV) in the delivery of Anzac Station and surrounding Albert Road Reserve, but does not propose any changes to the design of this area.



- 2.7 To commence implementation of the Masterplan, detailed designs will need to be developed for each project. This will require further site analysis to assist with preparing construction-ready designs. Construction is also dependent on the availability of funding and prioritisation of the project.
- 2.8 Some of the Masterplan projects can be progressed sooner than others due to funding and stages of project development. The Masterplan will also be used to inform Council's other current projects, including the Public Space Strategy and ongoing advocacy with key stakeholders.

3. RECOMMENDATION

That Council:

- 3.1 Endorses and publicly releases the Domain Precinct Public Realm Masterplan (2019) (Attachment 1).
- 3.2 Acknowledges and thanks the community members and stakeholders who provided input and feedback through the engagement process to develop the Domain Precinct Public Realm Masterplan.
- 3.3 Authorises the Chief Executive Officer delegate to make minor editorial corrections and finalise the design and formatting to finalise the Domain Precinct Public Realm Masterplan (if required).

4. KEY POINTS/ISSUES

- 4.1 In early 2018, Council officers commenced a process to develop a Public Realm Masterplan for the Domain Precinct (the Masterplan).
- 4.2 The purpose of the Masterplan is to identify future public realm projects in the Domain Precinct, including Council-led upgrades to streetscapes and improved travel choices from major activity centres to the Anzac Station precinct (currently in construction as part of the Metro Tunnel Project).
- 4.3 The Masterplan will help Council advocate to other tiers of government for infrastructure in the Domain Precinct, particularly in relation to sustainable travel choices.
- 4.4 The Masterplan proposes a range of improvements to the Domain Precinct's public realm, including footpaths, roads, trees and streetscapes.
- 4.5 The public realm can be defined as any space that is free and open to everyone. The term often refers to the space between and within buildings that can be accessed by anyone, usually at any time of the day. This encompasses streets, squares, laneways, forecourts, parks and open spaces.
- 4.6 The Masterplan is made up of:
 - a vision for the precinct



- a historical and contemporary context
 - an urban context analysis
 - a summary of the community engagement process to date
 - plans, sections and images that detail the proposed improvements
 - suggested steps for implementing the Masterplan
 - funding opportunities.
- 4.7 The Masterplan is informed by community engagement and several technical reports and studies.
- 4.8 The project was achieved over four stages:
- Stage 1 – Place Identity (July / August 2018)
 - Stage 2 – Design Response (May 2019)
 - Stage 3 – Draft Public Realm Masterplan (July / August 2019)
 - Stage 4 – Final Public Realm Masterplan (September 2019).
- 4.9 **Place Identity (July / August 2018)**
- 4.10 The first stage of engagement focused on Domain’s Place Identity, providing a forum for the community to share its thoughts and experiences on a broad range of topics, including:
- priorities for public spaces, transport, access, services and amenities
 - what is and isn’t working well in the precinct
 - its vision for the precinct in 10 years’ time.
- 4.11 Feedback was collected through a survey from Tuesday 24 July to Tuesday 14 August 2018, with both online and intercept surveys taken. The data from the survey was used to inform an independently facilitated workshop on Tuesday 28 August 2018 at Seasons Botanic Gardens, Melbourne.
- 4.12 A total of 453 survey responses were received and 14 people attended the facilitated workshop.
- 4.13 The results of this engagement highlighted that the community thought a few things weren't working well in Domain, namely:
- poor pedestrian connections and environment
 - a lack of community heart and social disconnection
 - a loss of established trees and landscape character due to the Metro Tunnel Project.
- 4.14 We also heard that the Domain community wanted to have:
- walkable, green, safe and relaxing spaces
 - high quality streets
 - easy access to trams, bike connections and parking.



4.15 Design Response (May 2019)

4.16 In late-2018 Council officers reviewed the feedback received on Domain's Place Identity to inform a Design Response. The Design Response included:

- a site analysis
- design principles
- draft tree planting palette
- public realm projects that could be constructed in the Domain Precinct, subject to a delivery and funding commitment.

4.17 Community members provided feedback on the Design Response by completing an online survey or attending a facilitated workshop on Saturday 25 May 2019 at Seasons Botanic Gardens, Melbourne.

4.18 The online survey was open from Wednesday 1 May to Wednesday 29 May 2019. A total of 74 survey responses were received and 35 people attended the workshop.

4.19 There was overall support for each of the proposed Design Response projects, with several emerging themes for officers to consider in the Draft Masterplan. These themes included:

- the importance of greening the precinct
- balancing the needs of vehicles, pedestrians and bike riders, including the consideration of traffic and on-street parking
- improving streetscapes, including consistent and flush paving, more lighting and amenities
- better and more accessible pedestrian connections, particularly across Kings Way
- ensuring shared spaces are safe and useable
- a desire to plant mature trees, with better maintenance and care.

4.20 Draft Masterplan (July / August 2019)

4.21 Council officers compiled and reviewed the community feedback received on the Design Response to influence the designs proposed in a Draft Masterplan.

4.22 The five projects identified in the Draft Masterplan to improve the public spaces include:

- Park Street Link - To meet demand for future population growth and connect the precinct to the rest of Melbourne, this project proposes to deliver a safe bike connection, improved pedestrian streetscape and missing tram link along Park Street.

Project Objectives:

- A high-quality streetscape along Park Street, with potential footpath trading and wayfinding.
- Consistent and increased tree planting on Park Street to continue the boulevard feel of St Kilda Road, including the relocation or replanting of the olive tree.



- A safe, on-road separated bike lane to connect to other bike riding routes, including St Kilda Road, Moray Street and beyond (Outcome 2, *Move, Connect, Live 2018-28*).
 - Passive irrigation and water sensitive urban design (WSUD).
 - A safe and controlled intersection at Park Street and Wells Street for pedestrians, bike riders, vehicles and trams.
 - Short-term / drop-off parking zones where possible.
 - Extension of existing tram tracks and route to connect St Kilda Road to South Melbourne.
 - Increase in open space by closing Park Street and Eastern Road with new community amenities.
- Kings Way Reserve Upgrade - This local park featuring significant, quality shade trees provide several amenities, including public toilets, seating, fitness equipment and a barbecue. This project proposes to improve the reserve and its pedestrian environment.

Project Objectives

- Ensure no loss of existing trees.
 - The heritage aspect of the layout and form of the reserve is maintained with formal landscaping and footpaths.
 - Landscape mounding to improve visual amenity and mitigate noise and visual pollution from Kings Way.
 - Irrigation for low-level shrubs and grass planter beds.
 - New active recreation spaces with upgraded ground surface.
 - Increased open space by potential full or partial closure of Queens Road at Kings Way, with maintaining access to all buildings.
 - Relocate and upgrade toilet facilities to improve views and compliance.
 - Realigned footpath away from Kings Way to improve pedestrian amenity.
 - Improve barbecue facilities, lighting, seating, bike parking and drinking fountains.
- Kings Place Plaza / Millers Lane - This area is currently of poor design, consisting of a narrow laneway, on-street parking, wide road and inconsistent and sparse tree planting. This project proposes to provide a new public plaza and pedestrian environment for the community to enjoy.

Project Objectives

- A new safe shared space, public plaza and improved pedestrian connections with the reduction of roadway.
- Prioritise short-term parking and servicing on Park Street, Kings Place and Cobden Street.
- A gathering place for pedestrians with landscaping, bike parking, seating and drinking fountains.
- Opportunities for community events such as markets and festivals.
- Pedestrian connectivity between trams and trains.



- An enhanced interface with Kings Way by creating a landscaped sound and visual barrier.
- Streetscape improvements - This project identifies several streets that currently have poor amenity for pedestrians and inconsistent planting. It proposes new kerb outstands, landscaping, and street furniture.

Project Objectives

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 - A gathering place for pedestrians with landscaping, bike parking, seating and drinking fountains.
 - Opportunities for community events such as markets and festivals.
 - Pedestrian connectivity between trams and trains.
 - An enhanced interface with Kings Way by creating a landscaped sound and visual barrier.
- Pedestrian connections - These links have been identified to improve pedestrian permeability (directness of links) of the entire precinct. Proposed wayfinding, lighting, public art and landscaping.

Project Objectives

- Improve access across the precinct and to main transport hubs.
- Prioritise pedestrians and manage potential conflicts with other vehicles such as scooters, motorbikes and cars.

4.23 Community Feedback

- 4.24 The Draft Masterplan was exhibited online for public comment from Thursday 18 July to Wednesday 14 August 2019.
- 4.25 A direct mail out to all households in the precinct (4767 letters) were sent to residents advising them the draft Masterplan was on exhibition.
- 4.26 A pop-up information session was held on Saturday 20 July 2019 from 10 am to 1 pm outside The Kettle Black, South Melbourne. Council officers had over 30 conversations about the project with interested community members.
- 4.27 Information boards relating to each of the proposed projects were erected around the precinct to communicate the opportunity to provide feedback on the Draft Masterplan.
- 4.28 Fifty-seven submissions to the Draft Masterplan were received during the exhibition period, with one received outside of the period.



- 4.29 Officers have summarised the main themes from the 58 submissions received on the Draft Masterplan.
- 4.30 A full overview of and response to the submissions and other feedback received, grouped by project and themes, can be found in Attachment 2 - *Draft Domain Precinct Public Realm Masterplan – Officers’ response to community feedback, and Attachment 3 – Officer Response to Late Submission*
- 4.31 A summary of the feedback is provided by project is as follows:
- 4.32 **Park Street Link** - Delivery of a safe bike connection, improved pedestrian streetscape and missing tram link along Park Street.
- 4.32.1 Consultation summary:
- Separated Bike lane*
- Support for a protected separated bike lane.
 - Concerns regarding loss of car parking and footpath width due to proposed bike lane.
 - Some concern that there is not considered a local need for a separated bike lane
 - Concerns about the safety of the Wells Street / Park Street intersection and support for a safe solution.
 - Support for more trees and street furniture.
- Tram Line Extension*
- Mixed views about the proposed tram link, specifically noise and amenity.
 - Support for more trees and street furniture.
 - Mixed views about the closure of Eastern Road having regard to future access.
- 4.33 **Kings Way Reserve** - Landscape and amenity improvements to the local reserve and its pedestrian environment.
- 4.33.1 Consultation summary:
- Concerns about closing Queens Road and the impact on access and traffic.
 - Support for new amenities and landscaping, including a playground.
 - Mixed views about whether upgrades (including toilets) are required.
- 4.34 **Kings Place Plaza / Millers Lane** - A new public plaza and pedestrian environment for the community to enjoy.
- 4.34.1 Consultation summary:
- Support for more pedestrian areas and activations.
 - Questions about access to properties and future developments with the proposed one-way arrangement.
 - Concerns about safety and how the shared space / zone will function.



4.35 **Streetscape improvements** - Various streetscape improvements across the precinct, such as kerb outstands, landscaping and street furniture.

4.35.1 Consultation summary:

- General support for landscaping and footpath improvements.
- Call for more maintenance and servicing of streets.
- Widespread concerns about pedestrian safety at key crossing points, such as Kings Way.

4.36 **Pedestrian connections** - Links that have been identified to improve pedestrian permeability (directness of links) in the precinct.

4.36.1 Consultation summary:

- Calls for a DDA-compliant overpass over Kings Way.
- Mixed views about the proposed mid-block connections due to some being on private land.

4.37 **Final Masterplan**

4.38 Officers have reviewed the submissions received on the Draft Masterplan, which prompted the following changes reflected in the final Masterplan (Attachment 1).

4.39 **Park Street Link**

4.40 Proposed changes from Draft Masterplan to Final Masterplan:

- Additional sections have been included to illustrate how the section of Park Street between Wells Street and Kings Way can accommodate different modes of transport and impacts to the pedestrian environment.
- The plans have been amended to show the Masterplan does not propose to alter access to any private buildings in the precinct.
- Text has been added to the Masterplan to recognise the olive tree and that it requires further investigation, (i.e. explore options for retention or replacement).
- To further clarify the timing of the Park Street Tram Link the following text was included: *'At this project's inception, Park Street west of Kings Way was not included due to a lack of information from the Victorian Government. In 2018 the Victorian Government committed to deliver the tram extension. It has been included since consultation on the Design Response'*.
- Plans have been updated to illustrate some key intersections require further detailed design and consultation with key stakeholders.
- The plans have been updated to clearly indicate Council's position on the Wells Street / Park Street intersection and that it should be fully signalised.

4.41 Other Actions:

- Continue advocacy for a safe and controlled intersection with Victorian Government agencies.
- Work with Victorian Government on the future design of the Park Street tram link.



- Begin process for speed limit reduction between Heather Street and Kings Way with VicRoads.
- Install temporary speed humps to improve safety and compliance on Wells Street.

4.42 Kings Way Reserve Upgrade

4.43 Change from Draft Masterplan to final Masterplan:

- To respond to community feedback about the potential closure of Queens Road, Council has amended the plans for Kings Way Reserve to illustrate that the road closure may be a partial or full closure.

4.44 Other Actions:

- Advocate to VicRoads to upgrade the existing pedestrian overpass to a DDA compliant connection.

4.45 Kings Place Plaza / Millers Lane

4.46 Change from Draft Masterplan to final Masterplan:

- To illustrate how a shared space can work, an image of a successful case study has been added to the Masterplan.

4.47 Other Actions:

- Following adoption of the Masterplan, initiate discussions with adjacent developers about timing of delivery and funding opportunities.

4.48 Streetscape improvements

4.49 Change from Draft Masterplan to final Masterplan:

- Include text: *'To achieve a consistent and quality streetscape character across Port Phillip, Council is developing a Design and Technical Standards palette for the city. This may include the use of bluestone in particular locations.'*

4.50 Other Actions:

- Council's amenity and safety team to undertake targeted cleaning in some locations and provide additional bins if appropriate.
- Council's asset maintenance team to review if tactile are safe and DDA compliant.
- Council's will work with the Department of Environment, Land, Water and Planning's (DEWLP's) on the Shrine to Sea project to ensure a focussed response to improving the safety and connections at the Albert Rd/Kings way intersection..
- Council to continue to advocate to VicRoads for safety improvements and turn restrictions where appropriate.

4.51 Pedestrian connections

4.52 Change from Draft Masterplan to final Masterplan:



- The plans have been updated to differentiate the variety of pedestrian links in the precinct.
- Due to the existing narrow configuration of Law Street, and inability to increase the pedestrian infrastructure in this location, the project was moved from the Pedestrian connections section to the Streetscape upgrades section.

4.53 Other Actions:

- Any future pedestrian links through private property will require further feasibility and consultation with land owners. The Masterplan only identifies potential future links.

4.54 General

- All comments regarding Metro Tunnel project and on-site amenity have been passed onto the Victorian Government project team.
- Council is looking to prioritise short-term parking and loading to allow for service provider parking.
- As part of the delivery of *Move, Connect, Live 2018-28*, Council is in the process of developing a new Parking Management Policy.
- Council assesses requirements for open space in accordance with its Public Space Strategy. Council is currently reviewing how its public spaces could be used, re-designed and upgraded to meet increasing demands across the City from population growth.

4.55 Late submission

4.56 One late submission was received from a community group on the 9 September 2019, after the 14 August closing date.

4.57 The issues raised in the submission and officer's response is outlined in Attachment 3.

4.58 The following issues raised in the submission were considered outside the scope of the Masterplan included:

- Concerns about the overall impact of Anzac Station and Metro Tunnel Project works to the community, and the future design of Albert Road Reserve which is still unknown to the public.

Officers' response: This is a Victorian Government-led project. The Masterplan focuses on public realm projects that are outside the project land area. However, all projects consider connections and programming to respond to the wider precinct, including the Metro Tunnel Project area.

- Concerns about the planning controls currently in place, resulting in poor amenity.
Officers' response: Council's previous endorsed and updated planning controls in C107 and DDO26 cover all built form outcomes. Internal apartment amenity is now protected through DELWP's Better Apartment Design Standards.
- Rerouting traffic and management in the precinct overall due to restricted vehicle movements on Park Street resulting from the tram stop installation.



Officers' response: These turning constraints are a result of the Metro Tunnel Project and Yarra Tram's superstop. The Masterplan does not propose to undo the recent Victorian Government infrastructure. However, comments will be passed on to the relevant agencies.

5. CONSULTATION AND STAKEHOLDERS

- 5.1 To ensure that the Draft Masterplan accurately reflected the community's views and vision for the precinct, Council consulted with stakeholders over three stages in 2018/19. Key stakeholders included:
- residents
 - businesses and business owners
 - Metro Tunnel Project Domain Community Reference Group (CRG)
 - Local community group
 - building managers and body corporates
 - Victorian Government partners
 - City of Melbourne.
- 5.2 Council used several channels to communicate the opportunity to provide feedback to key stakeholders, including:
- social media
 - Have Your Say website and newsletter
 - Council website
 - postcards
 - direct mail out to 4,753 residents and businesses in the precinct
 - large information boards at project sites in the precinct
 - regular electronic direct mail (EDM)
 - posters in Council buildings
 - local newspaper advertisements.

6. LEGAL AND RISK IMPLICATIONS

- 6.1 There may be legal and risk implications due to permitted buildings yet to be constructed that may be impacted by the proposed projects.
- 6.2 Before any Masterplan projects are progressed, Council will consult with all impacted stakeholders and will work collaboratively to reach a consensus on project outcomes.

7. FINANCIAL IMPACT

- 7.1 The proposed Park St separated bike lane is a Victorian Government \$1.2 M funded project.
- 7.2 Council has an agreement with the Victorian Government to replace trees removed due to the Metro Tunnel project. New trees must be planted within or near the precinct area. This involves an additional tree for every tree lost (2:1) to be planted within the



City of Port Phillip (as reasonably practicable to the Project Area), up to a value of \$10,000 per tree.

- 7.3 Other proposed projects in the Masterplan are not currently funded in Council's adopted Annual Budget. These will be considered in future Council Budgets, or Victorian Government funding will be sought where appropriate.
- 7.4 Suggested prioritisation of projects is dependent on securing funding and subject to further community engagement.
- 7.5 The Masterplan will be used to inform some of Council's other projects, including the new Public Space Strategy which is currently in development.
- 7.6 The various Masterplan projects could be funded via the provision of external funding sources, such as grants or Victorian Government commitments.

8. ENVIRONMENTAL IMPACT

8.1 Alignment with sustainable environment strategy

8.2 Council is committed to supporting a sustainable future for our City, as reflected by strategic direction three of the Council Plan – we have smart solutions for a sustainable future. This project is aligned with the *Act and Adapt 2018-28* sustainable environment strategy.

8.3 Metro Tunnel Project tree replacement program

8.4 To deliver the Metro Tunnel Project (MTP) Rail Projects Victoria (RPV) is removing approximately 115 trees in the Anzac Station precinct. Council recognises the significant environmental and social impact of these tree removals.

8.5 An agreement between Council and the Victorian Government states that replacement trees should be replanted close as possible to their original location within the Metro Tunnel Project Area, with an additional tree for every tree lost (2:1) to be planted within the City of Port Phillip (as reasonably practicable to the Project Area).

8.6 To maximise community benefit and restore our City's urban forest canopy as soon as possible, Council officers have identified the following locations for priority planting as part of the 2:1 tree replacement program:

- Moray Street
- Hanna Street / Louise Street / Leopold Street / Arthur Street.

8.7 The proposed plantings are aligned with the Masterplan's tree planting palette.

9. COMMUNITY IMPACT

9.1 It is anticipated that any proposed improvements would have a positive community impact by encouraging people to meet, socialise and enjoy the Domain Precinct's public realm.



10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

10.1 This project is aligned with the following *Council Plan 2017-27* directions:

10.1.1 Direction two: We are connected and it's easy to move around.

- 1: An integrated transport network that connects people and places.
- 3: Our streets are designed for people.

10.1.2 Direction four: We are growing and keeping our character.

- 1: A liveable, higher density City.
- 2: A City of diverse and distinctive neighbourhoods and places.

11. IMPLEMENTATION STRATEGY

11.1 TIMELINE

11.1.1 Following adoption of the Domain Precinct Public Realm Masterplan (the Masterplan), projects will be progressed in accordance with the table on page 59 of the Masterplan. Implementation is dependent on obtaining funding from the Victorian Government or through Council's budgeting process.

11.1.2 This ranking has considered each projects' response to community engagement, issues, design principles, endorsed strategies and funding potential.

11.1.3 Projects that can be progressed first include the Park Street Bike Link (being a Victorian Government funded project), tree replacement program and on-street car parking management.

11.1.4 The need for a protected bike corridor along Park Street was identified in Council's *Move, Connect, Live 2018-28* integrated transport strategy to provide a safe and continuous bike link from St Kilda Road to South Melbourne and beyond.

11.1.5 The Victorian Government, through the Metro Tunnel Project, has made a \$1.2 million commitment for Council to deliver this bike link.

11.1.6 A review of on-street car parking restrictions will be undertaken in parallel to the bike link to optimise availability of parking to locals and visitors and discourage the use of long-term parking spaces by commuters.

11.1.7 The detailed design stage will require further community involvement and site analysis to assist with preparing a construction-ready design for these projects. Delivery is also dependent on the availability of funding and prioritisation of the project in Council's Annual Budget.

ORDINARY MEETING OF COUNCIL 18 SEPTEMBER 2019



11.2 COMMUNICATION

11.2.1 Key stakeholders will continue to be kept up to date on the project and future engagement opportunities via Council's regular communications channels.

12. OFFICER DIRECT OR INDIRECT INTEREST

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

TRIM FILE NO: 66/30/10

ATTACHMENTS

1. Domain Precinct Public Realm Masterplan
2. Draft Domain Precinct Public Realm Masterplan - Officers' response to community feedback
3. Draft Domain Precinct Public Realm Masterplan - Officer responses to late submission received Monday 9 September 2019