

PARK STREET STREETSCAPE IMPROVEMENT PROJECT -

RELEASE OF DRAFT CONCEPT DESIGN FOR

CONSULTATION

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DOMAIN PRECINCT

1. PURPOSE

1.1 To seek Council's endorsement to release the draft concept design for the Park Street Streetscape Improvement Project for community consultation including the temporary 'pop-up' protected bike lanes in the section of Park Street west of Kings Way.

2. EXECUTIVE SUMMARY

- 2.1 Council's endorsed Domain Precinct Public Realm Masterplan (Masterplan) included delivery of the Park Street Streetscape Improvement Project as a high priority project. The Park Street bike corridor is included in Council's Move, Connect, Live (Integrated Transport Strategy) 2018-28.
- 2.2 At the Council Meeting on 3 March 2021, Council considered release of the draft concept design of the Park Street bike corridor for community consultation and resolved:

"That Council:

- 3.1 Requests officers to redesign the Park Street Streetscape Improvement
 Project to provide Loading bays on Park Street within the vicinity of commercial
 premises and residential buildings located on Park Street.
- 3.2 Requests officers to bring the revised design to a future Council Meeting for endorsement prior to proceeding to community consultation.
- 3.3 Notes there will be an additional cost for the redesign adding to the total Project cost.
- 3.4 Notes that in the event it is not possible to achieve the redesign outcomes of 3.1 that officers will bring back a further report to Council at the earliest opportunity.
- 3.5 Requests officers to repurpose existing carparks on Bank Street to provide up to 30 parking spaces as soon as possible and bring forward \$70,000 of funding from 2022/23 financial year to complete these works".
- 2.3 In response to the Council resolution, officers have worked with design consultant SMEC to reconfigure parking on Bank Street and redesign the Park Street Streetscape Improvement Project.



- 2.4 The scope of the Park Street Streetscape improvement Project includes:
 - Protected bike lanes between Moray Street and St Kilda Road (temporary provision between Moray Street and Kings Way and permanent construction between Kings Way and St Kilda Road);
 - The redesign of parking on Park Street as per the March Council resolution including the retention of 12 car parking spaces Park Street between Kings Way and St Kilda Road. The previous design provided for the temporary retention of 5 spaces.
 - Enhanced streetscape between Kings Way and St Kilda Road, including resurfacing the footpaths, 400 square metres of new low-level garden beds (depaving) and increased tree canopy (15 additional trees)
 - Removal of 13 parking spaces west of Kings Way. The remaining parking spaces will prioritise public parking spaces and discontinue the taxi rank, to minimise the impact on residents, and businesses in this section of the street.
 - Introducing a safer 40km/h speed limit on Park Street between Moray Street and Kings Way;

The draft concept design for the Streetscape Project is included at Attachment 1.

- 2.5 An independent Safe System Assessment demonstrated that the concept designs developed by SMEC had a substantive overall safety improvement compared with existing conditions, for all road users.
- 2.6 The Park Street Streetscape Improvement Project including the temporary protected bike lane has been allocated **\$2.215m** allocated in the Council Budget, comprised of:
 - \$1.2m external funding
 - \$1.015m Council funding (through the Sustainable Transport Reserve)
- 2.7 A Quantity Surveyor cost estimate of the revised design is \$2.240m.
- 2.8 In September 2021 Council requested the Victorian Government fund the following components of the Park Street Project through its Pop-up Bike Lane Program:
 - \$150k for the temporary protected bike lane between Moray Street and Kings Way
 - \$70k for the delivery of the Bank Street parking reconfiguration works (parking offset for Park Street).
- 2.9 A response to Council's request for funding is imminent. If this external funding is secured, the **\$2.020m** estimated cost to deliver the Park Street Project is within the budget allocated to it by Council.
- 2.10 Subject to Council endorsement, Community engagement on the draft concept design including the temporary protected bike lane will commence in November 2021 for a four week period. The engagement will seek feedback on the draft concept design and will include an on-line survey, drop-in sessions and meetings with local stakeholders. Further details on the community engagement is included in section five of this report and Attachment 5.



2.11 Community feedback provided through the engagement process and responses to the feedback will inform changes to the concept design which will be considered at a Council meeting in early 2022 as part of Council's consideration of proceeding to detailed design and delivery of the Streetscape Project.

3. RECOMMENDATION

That Council:

- 3.1 Endorses the release of the draft concept design for the Park Street Streetscape Improvement Project for community consultation, included at **Attachment 1**.
- 3.2 Requests a subsequent report be tabled at an ordinary Council meeting as soon as practicable in 2022 for Council to consider the results of the community consultation and whether to progressing the Park Street Streetscape Improvement Project to detailed design and construction.

4. KEY POINTS/ISSUES

Leveraging the Victorian Government's Big Build

- 4.1 The transformation of the Domain Station including the construction of ANZAC station, coupled with other legacy projects, will see a significant increase in pedestrian and cycling traffic through the area. This will have a catalytic impact to the immediate surrounds of the station and wider Domain Precinct.
 - Legacy projects within the Domain Precinct include: a new underground metro station, upgraded Domain tram interchange, new Park Street tram stop, new Toorak Road West tram stop, enhanced bike riding facilities on St Kilda Road, new bike parking across the precinct, the development of Kings Place Plaza and installation of the Park Street Tram Link (Kings Way to Heather Street) connecting South Melbourne to the Domain Precinct.
- 4.2 The new, accessible Park Street Tram Stop was completed in February 2018. Council feedback through the design process included identifying opportunities for improved bike lane facilities on Park Street and the delivery of wider streetscape improvements as part of the transformation of the Domain Precinct.
- 4.3 Consequently, Rail Projects Victoria (RPV) committed up to \$1.2m for Council to construct a protected bike lane along Park Street between Kings Way and St Kilda Road. RPV has also relocated nine overhead tram poles at a cost of about \$1m so Council can install a bike lane adjacent to the tram stop. In addition, the Department of Transport funded the upgrade of the Park and Wells Street intersection to be fully signalised, with existing turn bans retained, at an estimated cost of \$1m.

The Park Street Tram Link is a key legacy project that will be delivered as part of the Metro Tunnel Project to be completed in line with the opening of the ANZAC Station. The project includes the installation of new tram tracks on Park Street (Heather Street to Kings Way) to enable the rerouting of several trams removing pressure on the St Kilda Road tram line.

Domain Public Realm Masterplan



- 4.4 Council's support for the Park Street Streetscape Improvement Project was included as part of the Domain Precinct Public Realm Masterplan (The Masterplan). The Masterplan was informed by the following community engagement activities:
 - Domain Precinct Place Identity, August / September 2018
 - Design Response, May 2019
 - Draft Masterplan, July August 2019.
- 4.5 Community feedback on the Park Street Streetscape Improvement Project did identify issues regarding safety, loss of parking and increased congestion. Consequently, on 18 September 2019, when Council endorsed the Masterplan, including the Park Street Streetscape Improvement Project, Council resolved to undertake, "community consultation on the Park Street Bike Link, following the adoption of the Domain Precinct Public Realm Masterplan, to enable opportunities for affected residents and stakeholders to provide input into the design".
 - The Council resolution also resolved to consider "the feasibility of a protected bike lane in the section of Park Street between Kings Way and Moray Street. As part of the feasibility assessment, officers consider testing a temporary separated bike lane prior to the implementation of the Park Street Tram Link. Officers to report back to Council on the cost and feasibility of the trial."
- 4.6 When adopting the Masterplan, Council responded to community feedback on safety and parking with a resolution that Council:
 - "strengthens its advocacy to the Victorian Government's transport statutory authorities and RPV to resolve safety and traffic issues at the intersection of Park Street and Wells Street in South Melbourne through the delivery of a fully signalised intersection.
 - optimises opportunities for short-term, servicing and visitor car parking in the Domain Precinct, and minimises any further reduction of car parking where practicable without compromising safety and in accordance with Council's Move, Connect, Live: Integrated Transport Strategy 2018-28".
- 4.7 Council officers have pursued design outcomes that respond to community concerns reflected in the Council resolution of 18 September 2019 by improving safety outcomes and minimising parking loss.

Alignment to Council's Move, Connect Live Strategy 2018-28

- 4.8 Park Street, between Moray Street and St Kilda Road, is one of the corridors in Council's bike network included in its Move Connect Live, Integrated Transport Strategy 2018 (ITS).
- 4.9 The Park Street Streetscape Improvement Project is a Council priority for the following reasons:
 - FUNDING the \$1.2m funding committed for this project by RPV contributes significantly to the total project cost. The funds cannot be used for other Council projects.



- SAFETY this is a road safety blackspot with 20 crashes in the past 5 years. The project will upgrade the whole of the streetscape, making Park Street safer for all users (i.e. vehicles, cyclists, pedestrian and trams).
- HEALTH Cycling is forecast to grow when the ANZAC Station and the St Kilda Road protected bike lanes start operating and Park Street. It is further anticipated that uptake in cycling will increase as a result of COVID-19.
- DELIVERY REPUTATION Council demonstrating its ability to deliver a project with state funding in a timely manner.
- 4.10 The Park Street Streetscape Improvement Project is a strategically important east-west bike riding connection. It links the Domain Precinct and future ANZAC Station on St Kilda Road to the South Melbourne Activity Centre and ultimately to the Fishermans Bend Urban Renewal Area.
- 4.11 The bike lane will connect the existing bike corridor on Moray Street (ITS Route 1) though to St Kilda Road (ITS Route 15), a current \$27m State Government project.
- 4.12 There are limited opportunities to cross Kings Way at grade that connect directly to St Kilda Road (and ANZAC Station). As such, the Department of Transport classified Park Street as a Strategic Cycling Corridor for Victoria in late 2019.

Park Street - Transport data and behaviour snapshot.

Crash History

- 4.13 Park Street has a high number of crashes compared to other Council-managed roads in Port Phillip. In the 5-year period ending December 2020, there were 20 recorded crashes on Park Street between Moray Street and St Kilda Road. Crashes are a "Recorded Crash" if the crash is attended by emergency services, or a Transport Accident Commission (TAC) claim has been made, with a formal police report being submitted.
- 4.14 11 crashes on Park Street between Moray Street and St Kilda Road (inclusive) have resulted in serious injuries (2x involving bike riders, 5x involving pedestrians, 3x vehicular only, and 1x involving motorcyclist).
 - A 'serious injury' is where at least one person is sent to hospital at the time of the crash or suffers a long-term impairment that is reported retrospectively (e.g. TAC claim).
- 4.15 The Park Street concept design is holistic, addressing safety of all users, separating transport modes where practical, and reducing vehicle speeds.

Traffic Data

- 4.16 Current usage of Park Street is as follows
 - 9,800 vehicle movements per day
 - 3,500 pedestrians (based on a 12-hr video counts)
 - 370 riders (currently 23% ride on the footpath based on video surveys)

Park Street - Streetscape Design Development



- 4.17 \$225k contribution has been allocated for design. This is within the scope of the RPV contribution.
- 4.18 Following the Council Meeting held 3 March 2021, officer's worked with Council's design consultant SMEC Australia Ltd Pty (SMEC) to produce a redesigned proposal. These changes have been incorporated into the design **Attachment 1**, which includes:
 - enhanced streetscape between Kings Way and St Kilda Road, including resurfacing the footpaths, 400 square metres of new low-level garden beds (depaying) and increased tree canopy (15 additional trees);
 - retention of footpath widths on average of three metres, with some narrower locations at the intersections with Kings Way and St Kilda Road;
 - temporary protected bike lanes between Moray Street and Kings Way;
 - permanent retention of 12 of the current 23 parking spaces on Park Street;
 - 100% offset in car parking spaces removed on Park Street by reconfiguring existing parking spaces in Banks Street;
 - integration with the proposed signalisation of Park Street and Wells Street intersection, a RPV project nearing completion;
 - no material reduction in the number of cars that can be driven on Park Street;
 - raising the bike lane to footpath level adjacent to the tram stop to maximise bike lane width, and ensure separation from traffic;
 - removal of the Kings Way left turn slip lane to increase the footpath width, and providing a safer pedestrian waiting area and more direct crossing alignment over Kings Way;
 - retaining the left turn lane on Park Street at the intersection with St Kilda Road;
 - provision of strategically located bike parking spaces along the corridor.

Design Assessments

4.19 The redesigned streetscape has been subject to an independent Safe System Assessment (SSA) which compared the existing conditions, the initial SMEC concept and the alternate SMEC concept deign (current). The scoring of the SSA is out of a total of 448 evenly assessed against 7 categories. A lower overall score indicates a safer design in line with the Safe System Principles. The results of the SSA are:

Kings Way to St Kilda Road

| • | Existing conditions | 204 |
|---|---------------------------------|-----|
| • | Initial SMEC concept design | 152 |
| • | Alternative SMEC concept design | 168 |
| | Moray Street to Kings Way | |



• Existing conditions 179.5

• Initial/Alternate SMEC concept design 94.5

The SSA found that the designs had a substantive overall safety improvement compared with existing conditions, for all road users. The SSA is shown in **Attachment 2**

Road Safety Audit

4.20 An independent road safety audit was completed to identify any risks associated with the designs. The risks identified within the RSA can be readily addressed as a part of the next stage of the design. The RSA is shown in **Attachment 3**

Footpath trading review

- 4.21 On Park Street, footpath trading guidelines require a minimum 1.8m unobstructed pedestrian zone. The average 3m effective footpath along Park Street will accommodate a 1.2m wide footpath trading zone which aligns with the Council guidelines. Officers consulted with Council's Footpath Trading team to understand the impact of the design on footpath trading. Advice received indicates
 - 4.21.1 Businesses with existing footpath trading permits will continue to be able to trade using the footpath with adjustments, which will be consulted directly with affected parties.
 - 4.21.2 Additional footpath trading opportunities are possible along other parts of Park Street. All future footpath trading permits will be individually assessed in accordance with Council's footpath trading guidelines.

Park Street Project - Proposed Changes to On-Street Parking

Kings Way to St Kilda Road

- 4.22 There are currently 23 parking spaces on Park Street between Kings Way and St Kilda Road. These spaces are comprised of the following parking controls:
 - Nine 1P paid parking spaces
 - Five 15-minute parking spaces (available outside of peak-hour Clearway)
 - Nine 2P paid parking spaces
- 4.23 Of the 23 existing spaces, 11 need to be removed to provide sufficient space to provide a protected bike lane as part of the streetscape improvement project. To minimise the impact of the removal of these spaces officers are proposing to test the following through consultation with the community:
 - Installation of a combination of public parking spaces, loading zones and short term drop off bays during business hours. To be made available for public use outside of these times.
 - Convert four (4) parking spaces on Wells Street and Palmerston Crescent near the intersection of Park Street to loading zones and short term drop off bays



during business hours, and available for public use outside of these times. (2 spaces each on Palmerston Crescent and Wells Street).

The new loading zones and short term drop off bays, both on and near Park Street, are to address community concerns regarding a lack of conveniently located parking for servicing and loading of properties along Park Street.

Moray Street to Kings Way

- 4.24 There are currently 50 parking spaces on Park Street between Moray Street and Kings Way. These spaces are comprised of the following parking controls:
 - 21 1P paid parking spaces (unavailable during Peak periods).
 - 3 Taxi parking spaces
 - 1 carshare spaces
 - 11- Permit Zone spaces
 - 14- No Limit Parking spaces
- 4.25 Of the 50 existing spaces, 12 need to be removed to provide sufficient road space to provide a temporary protected bike lane. To address the impact the removal of these spaces may have on community officers are proposing to test the following through consultation with the community:
 - Remove the taxi parking bays and replace with public parking spaces.
 - Potential relocation the car share bay to a nearby street
 - Change the no limit parking spaces to short term parking to allow for greater turnover to support local resident and business parking.

Bank Street Parking changes

- 4.26 A total of 30 new parking spaces will be installed on Bank Street through the changing parking spaces to 90 degree 'nose-in' and reconfiguration of existing road space.
- 4.27 The new bays proposed on Bank Street will offset the bays removed from Park Street. These spaces will primarily be available for public use e.g. customers and visitors. Bank Street is approximately 110 metres from Park Street, placing these additional spaces within a short walk of Park Street properties.

Consideration of Alternative Alignments to Park Street

- 4.28 Three alternative bike corridor alignments running parallel to Park Street along Kings Way-Albert Park Reserve, Albert Road and Coventry Street-Dorcas Street have been independently assessed by traffic consultant (CDM Research).
- 4.29 The routes have been assessed considering both;
 - a) delivery based on the existing cycling infrastructure and connections, and
 - b) delivery based on the existing cycling infrastructure and connections, as well as the completion of the Albert Road link upgrade which forms part of the DELWP lead Shrine to Sea project.



4.30 A map of Park Street and the alternative alignments is included at **Attachment 4**. The CDM comparative assessment of the four alignments is summarised below:

| Attribute | Corridor | | | |
|---------------------|----------------|--------------------|----------------|-----------|
| | Park Street | Coventry Street | Albert Road | Kings Way |
| Strategic alignment | High | Low | Medium | Low |
| Cycling activity | High | Low | High | Medium |
| Crash history | Medium | Low | Low | Low |
| Commuter travel | High | Low | Medium | Low |
| Catchment | Medium | Medium | Low | Low |
| Future Development | High | Low | Medium | Low |
| Ease of Delivery | High | Low | Medium | Low |

- 4.31 The CDM report recommended the Park Street Streetscape Improvement Project alignment in preference to the Coventry Street and Kings Way alignment and, in addition, recommended the planned Albert Road connection. Key findings of the report included:
 - "Park Street best aligns with the most likely usage for travel along an arc from Fishermans Bend through Port Melbourne to South Melbourne and east to South Yarra.
 - This primary market is distinct from that likely to be met by the Shrine to Sea project along Albert Road, such that there is limited duplication in having both links. There is already demonstrable rider demand along Park Street; these riders are choosing not to use the shared path along Albert Road that already exists. The proposed improvements along Albert Road as part of Shrine to Sea are unlikely to be sufficient to encourage these riders to divert to instead use Albert Road given the longer distance and incremental nature of the improvements.
 - The impediments to construction of the Park Street Streetscape Improvement Project are less than for the Coventry Street and Kings Way options. There would be almost insurmountable difficulties in providing a high-quality cycling connection along Sturt Street and Coventry Street to the north or from the shared path behind Mac Robertson Girls School across Queens Road to St Kilda Road."



5. CONSULTATION AND STAKEHOLDERS

5.1 Community engagement will be undertaken on the concept design and the changes made since the Domain Precinct Masterplan was presented to the public. An overview of the proposed community consultation approach is included at **Attachment 5**.

The following is a summary of the feedback being sought on the concept design:

- Do the proposed landscaping interventions meet the community's expectations?
- How does the community currently use on-street parking?
- How does the community want to use on-street parking in the future (through choice of parking controls)?
- Does the design provide sufficient user amenity such as street furniture and bike parking?
- Does the community wish to see dedicated provision for dockless bikes and escooters on Park Street?
- How can the proposed design of the streetscape best support your business?
- Any other feedback on the streetscape improvements design?
- 5.2 Significant community engagement was undertaken on bike corridors and transport planning as part of the development of the Council Plan 2017-27, the Move, Connect, Live: Integrated Transport Strategy and the Domain Precinct Plan Public Realm Masterplan which included the Park Street Streetscape Improvement Project.
- The proposed community engagement will build on that previous engagement. Affected residents and businesses will be contacted by mail with an update on the Park Street Streetscape Improvement Project and changes since the endorsement of the Domain Precinct Public Realm Masterplan. The letter will include links to the Council's website where the updated concept designs can be viewed, and to the Have Your Say site which will host a survey seeking feedback on the current design.
- 5.4 Direct engagement will be undertaken with those residents and businesses that will be most impacted by the bike link installation, such as footpath trading areas, and parking.
- 5.5 Community feedback will be considered in the development of the final concept design. This feedback will be included in a subsequent Council meeting for Council to consider proceeding to detailed design.

6. LEGAL AND RISK IMPLICATIONS

6.1 RPV have advised that seeking an alternative alignment to the bike corridor or deferring the Park Street Streetscape Improvement Project would trigger a review of the \$1.2m funding agreement. If this occurred, it would risk opportunities for seeking funding for future projects and Council's reputation for delivery

7. FINANCIAL IMPACT

7.1 The Park Street Streetscape Improvement Project has **\$2.215m** allocated to it in the Council Budget, comprised of:



- \$1.2m external funding
- \$1.015m Council funding (through the Sustainable Transport Reserve)
- 7.2 The current project cost estimate is **\$2.240m**, based on a review of the redesign proposal by a Quantity Surveyor.
- 7.3 In September 2021 Council requested the Victorian Government fund the following components of the Park Street Project through its Pop-up Bike Lane Program:
 - \$150k for the temporary protected bike lane between Moray Street and Kings Way
 - \$70k for the delivery of the Bank Street parking reconfiguration works (parking offset for Park Street).
- 7.4 Formal confirmation from the Department of Transport on the proposals to be funded through its Pop-up Bike Lane Program is imminent. Assuming the external funding is secured for these components, the **\$2.020m** budget allocated by Council will deliver the Park Street Project.
- 7.5 Council officers have also reviewed the opportunities to align delivery of the project with other Council projects to reduce costs, improve project efficiency and minimise the impact on community during construction. This includes alignment with the road reconstruction of Park Street, which is proposed for delivery at a similar time
- 7.6 The Victorian Government has funded and delivered the following works on Park Street totalling approximately \$2m, in addition to funding for the Park Street Project:
 - relocated nine overhead tram poles to enable Council to install a bike lane adjacent to the tram stop - \$1m;
 - upgraded the Park and Wells Street intersection to be full signalised \$1m.
- 7.7 The proposed reconfiguration of parking spaces on Bank Street may offer a comparable or higher revenue return than from the existing spaces on Park Street.

8. ENVIRONMENTAL IMPACT

- 8.1 Opportunities have been identified through this project to increase tree canopy cover, support biodiversity and improve water quality.
- 8.2 The strategic bike connection enables safe multi-modal sustainable transport options, given its direct connection to the ANZAC Station as a future public transport hub.
- 8.3 Prioritising the delivery of comfortable, safe, continuous and connected protected bike lanes will encourage increased bike riding for local access, commuting and recreational trips throughout the municipality. It also has the potential to decrease car dependency and associated pollution.

9. COMMUNITY IMPACT

9.1 The Park Street Streetscape Improvement Project delivers Outcome 2 of Councils' Move Connect Live: Integrated Transport Strategy, 'Our community is healthier because it has safe, connected and convenient walking and bike riding choices'.



- 9.2 Bike corridors have the potential to increase social connectivity through increased transport choices as well as providing places that foster greater social interaction and healthier lifestyles as part of informal recreation.
- 9.3 The delivery of a network of bike corridors and improving access will help to realise 10-minute neighbourhoods within the municipality.
- 9.4 Losing on-street parking outside business could adversely impact business. However, research by Victoria Walks in 2019 in middle and outer Melbourne suburbs found that most people walk rather than drive to local shopping strips. Feedback captured through the community engagement process will include the proposed opportunities within the draft concept design to increase parking and updating parking restrictions to improve access.

10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

10.1 The Park Street Streetscape Improvement Project aligns to Strategic Direction 2 of the adopted Council Plan 2021-31:

Liveable: 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.

The project fits within the four year strategy: The City is well connected and easy to move around with options for sustainable and active transport.

10.2 The Park Street Streetscape Improvement is a project that was identified in Council's Domain Precinct Public Realm Masterplan 2019, with the draft concept design represents further design development from the initial concept included in this Masterplan.

11. IMPLEMENTATION STRATEGY

11.1 TIMELINE

October 2021

- Council decision point: Council report seeking a formal Council decision to release the draft concept design for community engagement – 20 October 2021 (this Report)
- Community engagement on the design for Park Street Streetscape Improvement Project November to December 2021 (four weeks);

Early 2022

• **Council decision point**: Community feedback considered in the development of the design, which will be considered by Council in early 2022 along with proceeding to detailed design and delivery of the Streetscape Improvement Project.

Late 2022

Complete Detailed Design

2023

• Construction commencement.



11.2 COMMUNICATION

• If Council endorse the release of the draft concept design for the Park Street Streetscape Improvement Project for community engagement, Council officers will proceed with the consultation process and engagement activities listed in section five of this report.

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.

ATTACHMENTS

- 1. Draft Concept Design Park Street Streetscape Project
- 2. Safe System Assessment
- 3. Road Safety Audit Park Street Streetscape Project
- 4. Map of alternative alignments to Park Street
- 5. Community Consultation Approach Park Street Streetscape Project