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PROVIDING COUNCIL'S IN-PRINCIPLE SUPPORT FOR THE ST KILDA ROAD SAFETY IMPROVEMENT PROJECT

WARD:

CANAL AND LAKE

GENERAL MANAGER:

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TRIM FILE NO:

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ATTACHMENTS:

Nil

PURPOSE

This report seeks Council's support for the development and implementation of VicRoads' Central Safety Zone design option for the St Kilda Road Safety Improvement Project (the Project), subject to requirements for community consultation, scope, design and mitigating impacts. An endorsed Council position on the Project will support negotiations with Victorian Government Departments and agencies aligned with the City of Port Phillip Council Plan 2017-27.

I. RECOMMENDATION

That Council:

- 1.1 Provides in-principle support for VicRoads' St Kilda Road Safety Improvement Project including a Central Safety Zone design option subject to Council's requirements being addressed, namely:
 1. Effective community engagement along the precinct corridor
 2. Scope from Carlisle Street to Linlithgow Avenue, including St Kilda Junction
 3. Safe, connected design
 4. Minimise loss of street trees and reduction in on-street car parking
- 1.2 Notes that delivery of the St Kilda Road Safety Improvement Project is a priority outlined in the City of Port Phillip Council Plan 2017-27 to provide convenient, safe and continuous walking and bicycle riding travel choices for residents, works and visitors in our municipality.

2. BACKGROUND

What is this Project about?

- 2.1 The Victorian Government's aspiration for St Kilda Road is to promote active and public transport modes in a safer environment.
- 2.2 Objectives for the Project in realising this aspiration are:
 1. Improve safety and accessibility for all road users, including public transport, pedestrians and cyclists
 2. Consult with the community and stakeholders to develop a vision and concept for St Kilda Road.
 3. To minimise the impact of the project to the local community and the surrounding network.
- 2.3 The Central Safety Zone option to address collisions with bike riders on St Kilda Road involves converting the two central traffic lanes to be vehicle-free with dedicated bicycle lanes running adjacent to the tram tracks between St Kilda Junction and Linlithgow Ave. There would be between two (for example at Domain) and three through vehicle lanes in each direction along with some kerbside parking, with dedicated right turning lanes and staged signalised pedestrian crossing points at each intersection.
- 2.4 VicRoads is the responsible road authority for St Kilda Road. Adding to the legislative complexity, St Kilda Road also forms part of the boundary between the City of Port Phillip and City of Melbourne.

Why is this Project a priority for Council?

- 2.5 The St Kilda Road neighbourhood is forecast to grow by 44.4% between 2017 and 2027 (from 12,241 to 17,675 people residing in this neighbourhood).
- 2.6 Car dooring incidents are concentrated along several key cycling corridors in Melbourne with St Kilda Road having the highest rate of car dooring in the State. Between 2011 and 2016 a total of 122 cyclists were reported as injured (over one third by car doors).
- 2.7 The Melbourne Metro Rail Authority (MMRA) are delivering a new station at Domain. This will be a key interchange point and several projects are being delivered to enhance walking and cycling infrastructure. It is critical that the Project and Melbourne Metro Rail Project be aligned.
- 2.8 Once the new Metro Tunnel is operational, nearly 40,000 people are expected to use Domain Station each day from 2031. The current design for the station encourages riding a bike to the station with bike parking and dedicated bike lanes which will connect the station to South Melbourne and neighbouring suburbs.
- 2.9 In addition there will be an increased number of people walking to and from tram stops on St Kilda Road and in particular interchanging with trams at Domain Station.





What resolutions has Council previously made on this project?

- 2.10 On 26 July 2016 there was a Council report on the Project seeking Council endorsement of proposed objectives, design principles and in-principle support for the Project stating that Council:
- 2.10.1 Provides in-principle support for the Project, noting that it will deliver protected bike lanes along St Kilda Road and improved pedestrian safety and amenity.
- 2.10.2 Advocates that the following actions are incorporated into the Project scope:
- An effective consultation process, including an appropriate feedback mechanism and a commitment to providing regular community updates, is in place over the life of the Project.
 - The community and stakeholder engagement approach allows the community to both engage in the problem and the opportunity to influence the final design concept prior to the completion of the business case.
 - Alignment of the delivery of the Project with the Melbourne Metro Rail Project to improve the range of safe and convenient travel choices available to our community in advance of the disruptions to traffic and tram services on St Kilda Road and the surrounding road network arising from construction of the future Domain Station.
- 2.10.3 Notes that construction will be contingent on the success of the Business Case.

What related resolutions has Council made in respect to integrated transport and land use in this area?

St Kilda Road North Precinct (St Kilda Road north from St Kilda Junction north to the municipal boundary at Dorcas Street)

- 2.11 At its ordinary Council Meeting of 29 July 2015, Council adopted the St Kilda Road North Precinct Plan. The Plan promotes ‘Sustainable Transport Priority’ and seeks to achieve principles that are consistent with the Project.

St Kilda Road South Precinct (includes St Kilda Road south between the Junction and Carlisle Street / Inkerman Street)

- 2.12 At its ordinary Council meeting of 24 November 2015, Council adopted the *St Kilda Road South Urban Design and Land Use Framework*, with key directions related to access and parking that included:
- Prioritising walking, cycling and public transport as the primary transport modes for a growing resident and worker population, and reduce the reliance on car travel.
 - Mitigate the impacts of through-traffic to enhance neighbourhood identity and activity, and limit traffic speed and volumes in residential streets.
 - Pursue improvements to the accessibility and safety of St Kilda Junction.



Domain Station

- 2.13 At the Council Meeting on June 28, 2016 Council endorsed the officer submission to the Metro Rail Project Environmental Effects Statement which included the following recommendation to provide for legacy transport network outcomes in the construction of Domain Station through:
- Introduction of safer speeds: 40km/h through the
 - Providing support for the ‘two lane’ cross section for St Kilda Rd.
 - Implementing protected bicycle lanes consistent with the St Kilda Road Safety Improvement Project should be included (with a minimum 2.5m protected lane).
 - Minimising kerbs and other barriers to pedestrian movement
 - Converting a substantive amount of on-street parking in the precinct to other uses, commensurate with its new role as a major public transport interchange.
- 2.14 At the Council Meeting on June 28, 2016 Council also:
1. Notes that Council officers will continue to work closely with the Melbourne Metro Rail Authority (MMRA) to resolve key aspects of the project including transport network impacts during construction, and the design of Domain Station Precinct (the Precinct).

St Kilda Junction

- 2.15 At its ordinary meeting of 1 February 2017, Council resolved to advocate ‘for a study with the State Government and other parties which identifies future opportunities and preferred outcomes for the St Kilda Junction as a significant urban node, including traffic flows and an enhanced pedestrian experience and connectivity of the Junction and its surrounds’.
- 2.16 There has been uncertainty that the Project will include continuous provision for people walking and riding a bike at street level (rather than requiring use of subways) across and through St Kilda Junction. Similarly as there are a large number of State Government assets and overlapping responsibilities within the Junction, the need to devise a master plan for the precinct by Transport for Victoria in partnership with Council has been identified as a way of addressing current issues and progressing the Council resolution of 1 February 2017.

Changes to car parking

- 2.17 There is a potential for significant changes to the number of on-street car parking spaces on St Kilda Road resulting from the Project:
- 2.18.1 Currently there are 128 parking spaces in central carriageway in St Kilda Road North which will be converted into dedicated bike lanes as part of the Project.
- 2.18.2 There are currently 495 kerbside parking spaces in the City of Port Phillip in St Kilda Road North.



2.18.3 South of St Kilda Junction there are 115 kerbside spaces on the inbound side and 117 kerbside spaces on the outbound side of St Kilda Road South.

2.18 Should kerbside parking become part-time through expansion of parking clearways, the equivalent of 31 kerbside spaces for essential uses including disabled parking, car share vehicles and mail, taxi and loading zones will need to be relocated into the neighbouring side streets.

3. KEY INFORMATION

What outcomes is Council seeking from the St Kilda Road Safety Improvement Project?

3.1 Consistent with the Council Plan 2017 – 2027 Council seeks to realise the following outcomes for the City through any projects:

1. Complete Connections – An integrated transport network that connects people and places.
2. Smart Parking Management – Demand for parking and car travel is moderated as our city grows.
3. Great Places – Our streets and places are designed for people.

What requirements does Council need to have addressed by the Project?

3.2 Council's in-principle support for the Central Safety Zone is subject to the following requirements:

Effective Community Engagement:

- 3.1 VicRoads engage the broader community through mail outs, drop in sessions and workshops, as well as electronically, to inform the concept and detailed design phases of the Project.
- 3.2 All residents living in residential towers addressing St Kilda Road and streets intersecting with St Kilda Road and all employers to be individually mailed community engagement information to ensure effective project communication and feedback.
- 3.3 VicRoads provide regular progress updates to the community in print and electronically over the life of the Project.

Scope – Carlisle Street to Linlithgow Avenue, including St Kilda Junction

- 3.4 Project will encompass the full length of St Kilda Road from Carlisle Street to Dorcas Street in our city (and onwards to Linlithgow Avenue within City of Melbourne).
- 3.5 Includes a redesign of St Kilda Junction to improve safety and convenience for walkers and people riding a bike in the interim, while a comprehensive masterplan future redesign of the St Kilda Junction is undertaken and implemented by Transport for Victoria and VicRoads, in partnership with the City of Port Phillip.



Safe Connected Design:

- 3.6 Designed as a continuous and connected bike route for people of all ages, which makes bike riding comfortable, safe and convenient;
- 3.7 The Central Safety Zone dedicated bicycle lanes must be wholly car-free between St Kilda Junction and Linlithgow Avenue, with all car through and turning lanes located in the allocated car vehicle lanes located west and east of the landscaped medians.
- 3.8 Design enables safe and convenient access to and from St Kilda Road Central Safety Zone from local streets and paths;
- 3.9 Traffic signals and the crossing points are optimised to make it easy, safe and direct for people to walk along, to and from public transport and across St Kilda Road.

Mitigating Impacts – Minimise Street Trees and reduction in on-street car parking

- 3.10 Comply with the Environment Protection and Biodiversity Conservation Act 1999, as St Kilda Road and the environs is an iconic part of Melbourne’s ceremonial landscape and design heritage and is listed on the National Heritage Places List;
- 3.11 Minimise net loss of street trees with opportunities taken for additional tree planting and landscaping to benefit people who are dwelling, walking or riding a bike along St Kilda Road.
- 3.12 Minimise the reduction in on-street parking spaces. North of the Junction: where appropriate maintain kerbside parking on a full-time basis, South of the Junction: Maintain parking in the outbound direction on a full-time basis, Inbound create a shared off-peak parking and peak hours clearway traffic lane;
- 3.13 Devise a local traffic circulation and access plan and fund the implementation of any required traffic control measures to facilitate the use of appropriate routes for building access, servicing and loading.
- 3.14 Fund required parking changes along St Kilda Road and the cost of reallocating any spaces from St Kilda road into side streets for users that will be disrupted by part-time parking (disabled bays, car share bays and loading zones);



FURTHER SUPPORTING INFORMATION

4. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 4.1 The St Kilda Road Safety Improvement Project is aligned to Directions Two and Four in the Council Plan:
- **Direction 2: We are connected and easy to move around**
The Project contributes to realising Outcome 2.1: An integrated transport network that connects people and places and Outcome 2.3: Our streets and places are designed for people.
 - **Direction 4: We are growing and keeping our character**
The Project contributes to the delivery of Outcome 4.2: A City of diverse and distinctive neighbourhoods and places

5. CONSULTATION AND STAKEHOLDERS

- 5.1 A number of areas across Council and externally have been involved in the development of this report and the St Kilda Road Safety Improvement Project:
1. Domain Precinct Management Team
 2. Fitzroy Street Precinct Management Team
 3. City Strategy
 4. Transport Safety Engineering
 5. City Design
 6. Parks Services

6. LEGAL AND RISK IMPLICATIONS

- 6.1 This reports identifies risks to Council and the current and future community by seeking an endorsed position from Council for in-principle support with Council's requirements for inclusion in the Project.
- 6.2 Should VicRoads' not effectively engage the community in the design of the Project it is likely that it will not be well-designed or built resulting in significant community discontent and continued crashes involving people who ride a bike or walk.

7. SUSTAINABILITY – Triple Bottom Line

7.1 ENVIRONMENTAL IMPLICATIONS

- 7.1.1 The Project has the potential to attract people who are currently driving and travelling by public transport to ride a bike and walk. This will result in reduced greenhouse gas emissions from transport in the municipality.

7.2 SOCIAL & CULTURAL IMPLICATIONS

- 7.2.2 The Project is intended to benefit the community more widely by reducing the need for car travel resulting in improved physical health and wellbeing of our community and increasing amenity along St Kilda Road.



- 7.2.3 The design outcome needs to respond to existing issues and address the future challenges of growth in our city and the St Kilda Road precinct by improving the safety and convenience of travel choices along the roads length.

7.3 ECONOMIC IMPLICATIONS

- 7.3.1 The Project has the potential to attract people who are currently driving and travelling by public transport to ride a bike and walk. This will decrease delays and increase economic productivity through a more effective overall transport network (roads and footpaths, bike routes and public transport) especially within and through the St Kilda Road neighbourhood.
- 7.3.2 The Cost Benefit Ratio commissioned by City of Port Phillip in 2014 demonstrated that for every dollar spent protected bike lanes are expected to deliver economic benefits of 1.134. This is for a length of 5.3 kilometres in length northwards towards the Melbourne CBD from Carlisle Street.

7.4 FINANCIAL IMPLICATIONS

- 7.4.1 The costs of the Project will be borne by the Victorian Government. VicRoads is required to submit a business case to the Transport Accident Commission for funding the design, consultation and delivery of the St Kilda Road Safety Improvement Project.
- 7.4.2 Council may wish to partner with the Victorian Government to improve streetscape and heritage outcomes which are unlikely to be addressed to Council expectations within TAC funding.
- 7.4.3 Parking supply and thus Council's parking revenue from paid parking fees may be reduced by the implementation of this project through the conversion of on-street parking spaces on St Kilda Road to other uses.
- 7.4.4 The extent of change and the consequential reduction of revenue can only be estimated once VicRoads have prepared a concept design for the Project for the full extent of St Kilda Road.

8. IMPLEMENTATION STRATEGY

8.1 TIMELINE

- 8.1.1 December 2017: Council officers formally communicate Council's resolution to VicRoads and the Melbourne Metro Rail Authority and request that these requirements be fulfilled.
- 8.1.2 December 2017: Council officers work with VicRoads to incorporate these requirement into the Project through to its delivery.
- 8.1.3 December 2017: Council officers negotiate with MMRA to ensure the final design of St Kilda Road within the Domain Station Precinct aligns with the design of the Project and Council's requirements.



8.2 COMMUNICATION

- 8.2.1 Council provides in-principle support for the Project, including protected bike lanes along St Kilda Road, subject to Council’s requirements relating to the community consultation, scope, design and mitigating impacts being incorporated into the Project.
- 8.2.2 Council recognises the Project needs to respond to existing problems and address the future growth challenges being experienced along the St Kilda Road corridor by delivering a redesign of the road that provides for convenient, safe and continuous walking and bike riding.
- 8.2.3 The design and delivery of the Project needs to align with the final design of the Melbourne Metro Rail Project’s Domain Station and tram interchange to ensure the maximum benefits are generated by these projects for our current and future community.

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.