



- 8.1** **FERRARS ST EDUCATION AND COMMUNITY PRECINCT SCHEDULE AND APPROACH**
- LOCATION/ADDRESS:** **FISHERMANS BEND**
- ACTING GENERAL MANAGER:** **VANESSA SCHERNICKAU, COMMUNITY DEVELOPMENT**
- PREPARED BY:** **JANELLE BRYCE, MANAGER FAMILY YOUTH & CHILDREN**  
**ANTHONY TRAILL, MANAGER OPEN SPACE AND RECREATION**  
**MIKE COULTAS, SENIOR PROJECT MANAGER**  
**BRIAN TEE, SENIOR STRATEGIC RELATIONS ADVISOR**
- TRIM FILE NO:** **66/18/33**
- ATTACHMENTS:**
1. Proposed Car Parking Layout
  2. Car Parking Numbers
  3. Summary of Community Feedback
  4. Traffic Consultant Report
  5. VSBA letter

## **PURPOSE**

To brief Council on the outcomes of community engagement for the Open Space (Montague Community Park) and the Streetscape Works (associated with the South Melbourne School and Community Facilities), to seek authorisation to vary the Streetscape works to reflect the outcome of the community engagement and to seek authorisation to proceed with the design and delivery of the amended Streetscape works and Montague Community Park.

## **I RECOMMENDATION**

That Council:

- 1.1 Notes the community engagement process and the analysis of an alternate option.
- 1.2 Notes that, to accommodate the outcome of the community engagement, the Streetscape Works (associated with the South Melbourne School and Community Facilities) have been modified to provide additional parking to reflect the needs of existing creative industries at Surveyors Place.
- 1.3 Authorises the design and delivery of the Streetscape Works incorporating modifications arising from the community engagement, in accordance with Attachment I, and including

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- School drop-off zones in Ferrars Street, Kerr Street and Whiteman Street;
  - Loading zones in Meaden Street and Kerr Street;
  - Traffic treatments including pedestrian crossings and 40km/h School Zone in the vicinity of the new school including Buckhurst Street, Ferrars Street and Railway Place;
  - A bus zone in Kerr Street;
  - 20 additional visitor parking spaces in Douglas Street included 2 disabled bays;
  - 11 additional visitor parking spaces in Ferrars Street.
- 1.4 Authorises the postponing of further bike and pedestrian prioritisation works in Douglas Street and Meaden Street until bike infrastructure works occur in Buckhurst Street.
- 1.5 Authorises the completion of Montague Community Park, as depicted in Attachment 1, that
- maximises the provision of Open Space while also providing pedestrian and emergency vehicle access to all properties at Surveyors Place;
  - provides effective flood mitigation measures; and
  - provides for safe and cost effective management of any contaminated soil.
- 1.6 Authorises Council Officers to amend Council's request to the Minister for Planning to prepare and approve Amendment C135 to the Port Phillip Planning Scheme pursuant to section 20(4) of the Planning and Environment Act 1987 which implements the Montague Community Park and surrounding streetscape works, by updating the Incorporated Document titled 'Montague Community Park and associated Streetscape Works' to include the provision of parking along Ferrars Street south of Buckhurst Street and along Douglas Street.
- 1.7 Authorises the Chief Executive Officer (or delegate) to finalise the amendment documentation to form the basis of the request to the Minister for Planning.
- 1.8 Writes to all submitters thanking them for their interest in the matter and advising them of Council's decision.

## 2 BACKGROUND

- 2.1 On 23 August 2016, Council resolved the following design assessment criteria of the streetscape and Open Space:
- *Manages all design constraints and priorities;*
    - *Soil contamination – mitigate risks*
    - *Design of “The Knuckle”*
    - *Maintain 1:100 year flood overland flow path*
    - *Delivery of required underground infrastructure*
    - *Maintain access to properties*
    - *Can be constructed by January 2018*
  - *Ensures safety within the precinct for vulnerable road users;*
  - *Maximises the provision of public open space;*
  - *Supports creative industries operating – visitor precinct parking*



2.2 On 13 September 2016, Council resolved to:

- (1) Request the Minister for Planning to prepare and approve Amendment C135 to the Port Phillip Planning Scheme as shown in Attachment 1, pursuant to section 20(4) of the Planning and Environment Act 1987 to:
  - Rezone land at 2-4 Buckhurst Street, Ferrars Street (between Douglas and Gladstone Streets) and Gladstone Street (from Ferrars Street to Kerr Street) and part of Kerr Street, from the Capital City Zone (CCZ) to a Public Park and Recreation Zone (PPRZ).
  - Apply the Road Closure Overlay (RXO) to legally close Ferrars Street (between Douglas and Gladstone Streets) and Gladstone Street (from Ferrars Street to Kerr Street) and to narrow Kerr Street.
  - Include an Incorporated Document titled '*Montague Community Park and associated Streetscape Works*', which facilitates the delivery of the Montague Community Park and associated streetscape works along Buckhurst Street (between Kerr Street and Ferrars Street), Douglas Street and Ferrars Street (between Buckhurst Street and Thistlethwaite Street), as part of the *Ferrars Street Education and Community Precinct Proposed Works* (June 2016), in the:
    - Schedule to Clause 52.03 – Specific Sites and Exclusions; and
    - Schedule to Clause 81.01 – 'Table of Documents Incorporated in this Scheme'.
- (2) Design and deliver open space, street upgrade and parking outcomes in the Ferrars Street Education and Community Precinct that balances the maximising of public open space in the long term with temporary traffic and parking needs in recognition of current creative industry operations, summarised by:
- (3) Rezoning the land, closing the roads and remediating the land in accordance with the exhibited plan.
  - Convert 25 to 50 existing 4 hour / all day on street car parking spaces to 1 hour / 2 hour restrictions in the precinct to accommodate visitor parking needs subject to consultation with affected properties.
  - Constructing the full vision of the park by 2018 while also supporting the important creative industries, Council will temporarily offer a new permit type and mechanism (or other similar solution) to provide 20 local employment car parking spaces for Surveyors Place owners and employees within 200 metres of corner of Ferrars Street and Douglas Street until and not beyond 2023, in recognition of the unique transition circumstances they face (having a park built on a current roadway in an area undertaking urban renewal) subject to the Surveyors Place owners corporation agreeing to designate at least 20 of their off street title car parking spaces for business customers and couriers.
  - Postponing works in Meaden Street until 2023, after which time the works described in the *Ferrars Street Education and Community Precinct Proposed Works* for Meaden Street are to be completed in support of expected increased bicycle and pedestrian traffic through the precinct.
  - Delivering the *Ferrars Street Education and Community Precinct Proposed Works* for Douglas Street, Ferrars Street South and 'The Knuckle' as planned due to the important interface the works has to the school, public transport and park boundaries.



- Opportunities to review and convert existing long-term parking restrictions to shorter time limits in the precinct to accommodate visitor parking needs subject to consultation with affected properties.
  - Delivery of school drop-off zones in Ferrars Street, Kerr Street and Whiteman Street
- 2.3 In November 2016 Council submitted to the Victorian Government Amendment (C135) to introduce an Incorporated Document into the Planning Scheme.
- 2.4 On 13 December 2016, Council made the following resolutions relevant to this report:
- (a) Note that the Victorian Government has indicated that the availability of developer contribution funding for the Streetscape has been significantly reduced compared to Council's previous understanding requiring a re-scoping of the streetscape works.
  - (b) Reinforce the principles for the revised streetscape scope is to maintain quality and ensure the safety of the local community including students accessing the School and Community facilities.
  - (c) Authorise officers to work with local residents, particularly those at Surveyors Place to re-scope the streetscape works to consider measures that will address their concerns about business access including loss of parking.
  - (d) Note that the contract for construction of the school and community facilities buildings has been awarded by the Victorian Government and works will commence this month. As a result, there may be delays on the delivery of Streetscape works until work on the School and Community Facilities allows necessary access to the surrounding roads.
  - (e) Authorise the CEO to enter into agreement permitting the release of Lot 133 (Vic Track lease) on Whiteman Street to facilitate the exchange of car parking from Lot 33 on Railway Place supporting the improvement of safety within Precinct and taking into account the lower priority of commuter parking.
  - (f) Note that work on the remediation and construction of Montague Community Park (including the surrounding streets) will not commence until the Victorian Government confirms that it has the necessary funding.

### **3 KEY INFORMATION**

#### **Car Parking, Access and Streetscape Design**

- 3.1 A proposed streetscape design was created considering previous feedback on previous concepts and conversations with various stakeholders.
- 3.2 The focus of the design was to improve parking and access in the precinct and maintaining a balanced outcome in accordance with our design assessment criteria.
- 3.3 In summary, the new design provides a further 31 car parking spaces in Douglas Street and Ferrars Street.
- 3.4 Further detail on parking options were also documented within the design:
  - (a) Loading zones will be provided in Kerr Street and Meaden Street to provide convenient access for local businesses.
  - (b) School Drop off parking will be provided in Ferrars Street, Kerr Street and Whiteman Street.



- (c) The bus zone was re-located to Kerr Street to propose 11 additional car parking spaces in Ferrars Street;
  - (d) Pedestrian crossings and 40km/h School Zone are included to prioritise the safety of the Douglas Street / Ferrars Street intersection for all road users. The proposed treatments are subject to VicRoads assessment and approval.
- 3.5 The proposed design is provided as Attachment 1 and a detailed summary of the proposed parking provision is provided as Attachment 2.

### **Community Engagement**

- 3.6 The proposed design was provided to the community to seek feedback. The community engagement on the design included;
- (a) **Formal consultation period** of 27 February 2017 – 10 March 2017
  - (b) **Key stakeholder emails** to residents and businesses in the precinct and the Fishermans Bend Community Forum to inform them of the consultation and opportunity to provide feedback;
  - (c) **Promotion of the consultation on social media** via CoPP social media and also the new Ferrars Street school social media page
  - (d) **Have Your Say** engagement page featuring fact sheet, online interactive parking map, FAQs, online feedback form;
  - (e) **Meeting** with Surveyors Place body corporate representative during the consultation period on 9 March 2017 to discuss and seek feedback on revised streetscape design;
  - (f) **Presentation** of proposed streetscape design to Fishermans Bend Community Forum on 16 March 2017.
  - (g) **Meeting** with Victorian School Building Authority on 17 March 2017.
- 3.7 Of the 16 feedback submissions received:
- Seven submitters stated support for the revised streetscape plan
  - One submitter stated support with suggested enhancements to parking provision
  - Three submitters did not support the revised streetscape plan
  - Five submitters provided comments but did not indicate a position on the revised streetscape plan.
- 3.8 The key feedback themes are in Table 1 as follows:



Feedback Theme	Officer Response
<p><b>On Street Parking spaces</b></p> <p>The car parks on Douglas Street and loading zones on Meaden Street will provide better access to businesses;</p> <p>The removal of some on-street parking spaces will help transition the area from an “industrial feel”;</p> <p>Changes to timed parking restrictions in the precinct could cause parking pressures to migrate to streets south of City Road; and</p> <p>On-street parking spaces should be included on Ferrars Street north;</p>	<p>The design proposes various parking locations to encourage multiple traffic routes due to the constrained site.</p> <p>Monitoring of parking will be an ongoing assessment as the precinct and municipality changes.</p> <p>The revised streetscape design provides a total of 31 additional car parking spaces above the current resolution (20 in Douglas Street and 11 in Ferrars Street).</p> <p>The proposed design is considered by officers to be the optimal parking that can be introduced safely in accordance with our design assessment criteria.</p>
<p><b>Streetscape Design</b></p> <p>The revised design is a compromise which considers local businesses as well as the future community.</p> <p>The design should include a cul-de-sac for Ferrars Street to provide vehicle access and on-street parking spaces near properties fronting the northern end of Ferrars Street (alternative proposal submitted).</p> <p>Businesses at the northern end of Ferrars Street need access and parking spaces otherwise these businesses will be unviable.</p>	<p>The revised design considered feedback from previous concepts and conversations with various stakeholders with a focus on improved parking and access.</p> <p>An alternate proposal received as part of our community engagement was considered and a response to this proposal is provided in Section 3.10 of this report.</p>
<p><b>Bike Infrastructure</b></p> <p>Bike racks should be included in the design to encourage school community to cycle.</p> <p>Separated bike lanes should be included in the streetscape design to provide safe and easy access for all road users.</p>	<p>The South Melbourne Ferrars Street Primary School will include 80 bike racks located within the school site. Council will also install bicycle parking infrastructure within the streetscape.</p> <p>Separated bike lanes within the precinct are supported but recommended to be delayed until such time the Buckhurst Street streetscape is upgraded. At this point in time the impact to Douglas and Meaden street will need to be assessed to safely connect bike network into the Capital City Trail.</p>

Table 1 – Key Feedback Themes

3.9 A full summary of submissions received during the consultation period is provided in Attachment 3.



**Alternate Proposal (Ferrars Street North cul-de-sac)**

3.10 An alternative design was proposed by Surveyors Place residents to introduce a cul-de-sac and additional 16 car spaces instead of proposed parkland north of Douglas Street (Figure 1)

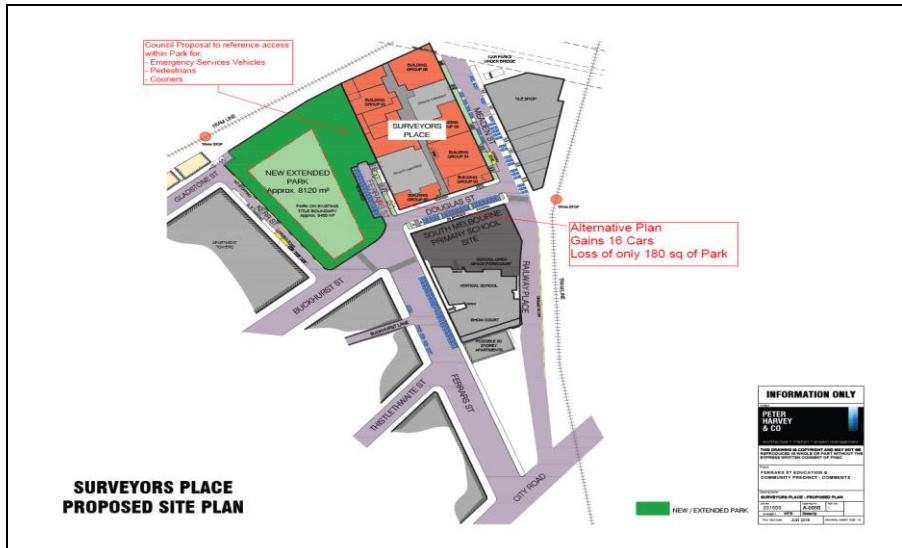


Figure 1 – Alternative Design proposed by Surveyors Place residents

- 3.11 Council has reviewed this alternate proposal in accordance with design assessment criteria.
- 3.12 Council have also sought independent advice from a Traffic consultant on the alternate proposal. An assessment against the design criteria is provided in Table 2. The full traffic and parking assessment is provided in Attachment 4.

Assessment Criteria	Response
<b>Manages all design constraints and priorities;</b>	<p>Independent assessment of the alternative proposal shows that the design of the Knuckle would be compromised and would need to be modified in response to the alternate proposal (i.e. cross intersection layout).</p> <p>The introduction of car parking within the proposed park area is likely to impact flood management mitigation approaches.</p>



<p><b>Ensures safety within the precinct for vulnerable road users.</b></p>	<p>Independent assessment of the alternative proposal highlighted the adverse impact to safety in the area due to the following:</p> <ul style="list-style-type: none"> <li>(a) an increase in vehicle movements compared to the current consultation proposal which does not include any on-street parking in Ferrars Street north of Douglas Street;</li> <li>(b) the provision of publicly accessible car parking in such close proximity to the school would attract additional traffic during the school pick-up and drop-off period from parents seeking to collect children as close to the school as possible, with a potential for parents to utilise the area to pick-up and drop-off children even if all 16 spaces are occupied (e.g. a 5.5 metre carriageway would allow a vehicle to prop illegally on one side potentially obstructing vehicle access to the off-street car parks and/or turning manoeuvring to the 16 car spaces),</li> <li>(c) the use of this area for picking up and/or dropping off school children would be undesirable from a pedestrian safety perspective,</li> <li>(d) the increased carriageway width required to facilitate access to 90-degree car spaces would require a re-design of the “knuckle” intersection which is currently envisaged as a reverse priority T, with priority to Buckhurst Street and Ferrars Street (south), and with Douglas Street forming the minor leg (and Ferrars Street north operating as a minor driveway connection to Douglas Street to the east of the T-intersection), in particular, the higher traffic volume and wider carriageway width would return the intersection configuration to a four-way cross-intersection as per the existing layout, albeit with narrowed approaches, and</li> <li>(e) a cross-intersection arrangement would be undesirable for the following reasons:                         <ul style="list-style-type: none"> <li>▪ the short term (known) development of the immediate surrounds (including approved Gladstone Street and Buckhurst Street developments as well as the school and park) will result in an increased number of pedestrians crossing between the park, school and the Route 96 tram stop in the vicinity of the Ferrars Street/Buckhurst Street/Douglas Street intersection,</li> <li>▪ as a result of known development in the immediate area likely to occur in the short-term future (including the school opening in 2018 and future upgrades to the Montague Street/Buckhurst Street and Ferrars Street/City Road intersections), there will be an increase in traffic at the “knuckle” intersection, in particular turning from west to south and vice-versa which would have adverse safety implications and increase the probability for vehicle and pedestrian conflicts if retained as a cross-intersection, and</li> <li>▪ Retention of the northern leg as a publicly accessible roadway would have adverse safety implications in terms of introducing the potential for school parents to enter and circulate as previously flagged, which would increase the safety risks for pedestrians (including children).</li> </ul> </li> </ul>
<p><b>Maximises the provision of public open space;</b></p>	<p>Independent assessment has indicated that over 350 sq.m will be required to facilitate the additional 16 on street car spaces.</p>





<p><b>Supports creative industries operating – visitor precinct parking</b></p>	<p>The alternative proposal would increase the proposed car parking within the precinct of 31 car parking spaces to 47 car parking spaces.</p> <p>Independent assessment noted that the nearby short term car parking provision on Douglas Street and surrounding streets car parking is sufficient to accommodate visitor car parking needs of local businesses.</p>
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Table 2 – Assessment against Design Criteria

- 3.13 Officers met with the Victorian Schools Building Authority (VSBA) on 17 March 2017 on the proposed design. VSBA supported the proposed designs and in particular consideration of school requirements – school drop off and safe access to the park and public transport. The letter is provided in Attachment 5.

**Open Space Design**

- 3.14 In February 2016, Council was advised that the Victorian Government has allocated funding for the design of the Open Space Remediation and the demolition of the building on the site. This work is now underway.
- 3.15 For the Open Space, the key issues are soil remediation, flood management and environmental considerations.



Figure 2 – Flood Management and Water Flow.

Council have worked with Melbourne water, their consultants and our civil engineers to develop an appropriate approach to the management of the flood water.

Figure 2 shows how flood mitigation and key water flow issues have been resolved through the introduction of soil mounding.

Importantly, soil mounding also provides a mechanism to reduce the cost of soil remediation and off-siting of soil.

- 3.16 Subject to receipt of the approved Amendment C135 to the Port Phillip Planning Scheme pursuant to section 20(4) of the Planning and Environment Act 1987, Council will complete the design and construction of Montague Community Park
- 3.17 Regular updates will be provided to all stakeholders throughout the delivery of the project.



**Officer Assessment of Alternate Proposal**

- 3.18 The proposed works for Streetscape and Open Space has been assessed as the most appropriate balanced outcome in accordance with design assessment criteria.
- 3.19 The design outcome is supported by an independent Traffic Management consultant.
- 3.20 The proposal improves parking by 31 spaces within precinct. It also considers various access improvements, whilst still maximising the delivery of important open space for our current and future communities.

**Next Steps**

- 3.21 Subject to council resolution, a Planning Scheme Amendment will be submitted to the Minister for Planning.
- 3.22 Officers will progress the design of the Open Space and Streetscape in accordance with the adopted resolution. The design approach will include the appointment of an independent environmental auditor.
- 3.23 Note the inclusion of Railway Place as part of the Streetscape scope is subject State approval and a statutory process to close the road.
- 3.24 Officers plan and deliver temporary works for the Streetscape to support school operations from January 2018.
- 3.25 Officers deliver Montague Community Park and Streetscape works as soon as practical, safely and with consideration of impacts to our community in the Precinct.



## **FURTHER SUPPORTING INFORMATION**

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

- 4.1 The Fishermans Bend Program responds to Council Plan Priority 4.2: Ensure growth is well planned and managed for the future.
- 4.2 The work of the program continues Council's intent to work with and advocate to, State Government to guide the renewal of Fishermans Bend to a modern, sustainable and diverse extension of our City, where social connections and the health and wellbeing of future communities will thrive.
- 4.3 The Fishermans Bend Program is supported through a set of key initiatives. Of primary importance is the delivery of the Ferrars St Education and Community Program where City of Port Phillip are working with Fishermans Bend Taskforce and Department of Education and Training (DET) to develop the Ferrars St Education and Community zone within the Montague Precinct and importantly manage key community issues including car parking, open space and public realm development, environmental considerations and delivery of key community services.

### **5 DELIVERY OF COMMUNITY FIRST**

- 5.1 Over the next 40 years the City of Port Phillip's population is forecast to double and both the level and rate of this growth will have significant impacts on Council's service delivery standards and the organisations resourcing.
- 5.2 Working with the State Government to plan for the future development of Fishermans Bend supports the community first priority 'Great Places and Precincts', demonstrated by:
  - a) *Council have listened and responded to key community issues including innovative business needs, car parking school drop off requirements.*
  - b) *Public realm and open space design demonstrates excellence in design and ensures that key issues including the challenges of soil management, flooding are long term growth are managed appropriately.*
  - c) *The design of community services and the open space and public realm amenity demonstrates flexibility to support the evolution of the area over time.*
  - d) *Key projects are managed within appropriate governance structures, to budget and demonstrate a high level of interaction between all stakeholders.*

### **6 CONSULTATION AND STAKEHOLDERS**

- 6.1 Consultation has occurred with the following stakeholders:
  - a) Surveyors Place
  - b) Fishermans Bend Taskforce
  - c) Fishermans Bend Community Forum
  - d) Victorian Schools Building Authority



## **7 LEGAL AND RISK IMPLICATIONS**

- 7.1 The proposed approval process via a Ministerial Amendment would enable Council to deliver the park in time for the opening of the school.
- 7.2 The community consultation process has ensured property owners are aware of the proposed rezoning of the site and closure of parts of the surrounding roads, and that they have been given the opportunity to comment.
- 7.3 Council has been able to consider and respond to the community's views before deciding to proceed with a request for a 20(4) amendment.
- 7.4 The proposed amendment aligns with the Practice Note – Ministerial Powers of Intervention – Planning and Heritage Matters. Specifically:
- (1) Project is in the interests of State and has State significance
    - Project supports the new State Government School as well as providing a community benefit to the wider Montague community (noting the first tower is going up on the corner of Montague and Gladstone Streets).
    - Implements a key element of the *Ferrars Street Community and Education Precinct Proposed Works* released by the State Government in June 2016.
    - Ensures the park is delivered in time for the opening of the school in January 2018.
    - Secures the land as open space and integrates the surrounding roads into the park.
  - (2) Consultation has been undertaken to ensure the views of affected parties have been considered
    - The consultation process has ensured the views of affected land owners and occupiers, statutory bodies and the wider community are known before requesting any amendment.
    - The Minister will be provided with a summary of community consultation which enables consideration the community's perspective before proceeding with a 20 (4) amendment.
    - Council has worked with the submitters to ensure a fair and balanced outcome which provides for the operational needs of local businesses but also maximises the provision of public open space.

## **8 SUSTAINABILITY – Triple Bottom Line**

### **8.1 ENVIRONMENTAL IMPLICATIONS**

- The proposed extension of the Montague Community Park will have no negative environmental impacts. This proposal would provide the Montague Community and new school with a new open space.

### **8.2 SOCIAL & CULTURAL IMPLICATIONS**

- The Montague Community Park delivers the Community First priority of Support our community to achieve improved health and wellbeing as well as Great Places and Precincts.
- The proposed extension of the Park through road closures will facilitate delivery of a larger community open space which will provide further opportunity for relaxation and recreational activity.



**8.3 ECONOMIC IMPLICATIONS**

- Submissions from business owners have expressed strong concerns about the potential impacts on their businesses due to the loss of on-street parking.

**8.4 FINANCIAL IMPLICATIONS**

- All works associated with the Montague Community Park are being funded by Council and the State Government.

**9 IMPLEMENTATION STRATEGY**

**9.1 TIMELINE**

- Subject to Council's consideration of feedback and submissions at the meeting on 13 September 2016, Council would request the Minister for Planning introduce a Ministerial amendment to facilitate the development of the park.
- Design and construction of park and streets is proposed to be completed by May 2018.

**9.2 COMMUNICATION**

- Council will develop a project webpage to provide regular updates on the project.
- Submitters will be notified of the adopted resolution in writing.

**10 OFFICER DIRECT OR INDIRECT INTEREST**

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