



10.3 COUNCIL SUBMISSION IN RESPONSE TO CROSS YARRA PARTNERSHIP'S AMENDED DEVELOPMENT PLAN FOR THE DOMAIN PRECINCT (ANZAC STATION AND SURROUNDS)

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1 PURPOSE

- 1.1 To seek endorsement of the City of Port Phillip's submission in response to Cross Yarra Partnership's (CYP) amended Development Plan for the Domain Precinct.

2. EXECUTIVE SUMMARY

- 2.1 The Metro Tunnel Project (MTP) is one of Victoria's most significant public transport infrastructure projects and is part of an unprecedented investment in Melbourne's public transport infrastructure, primarily within the inner-Melbourne area. Once completed, the project will see the creation of a new underground rail line and the construction of five new underground stations, including Anzac Station in the Domain Precinct, thereby increasing capacity and connections within the metropolitan rail network.
- 2.2 The Domain Precinct is experiencing a significant transformation with the construction of Anzac Station, including the new interchange, and expansion of the Albert Road Reserve. The station is due to open by 2025, and will relieve pressure on St Kilda Road, Melbourne's busiest tram corridor.
- 2.3 It is projected that Anzac Station will be used by almost 40,000 people per day in 2031, with 33,000 jobs and 17,000 residents located within 800 metres of the station and an additional 800,000 people located within 30 minutes travel time of the Station by public transport.
- 2.4 The Metro Tunnel Project and its Domain Precinct amended Development Plan covers the station and surrounding project area including:
- St Kilda Road, the road reserve and footpath area from Toorak Road in the south to Dorcas Street in the north
 - part of the Shrine of Remembrance area on the eastern side of St Kilda Road
 - Albert Road and the Albert Road Reserve, on the western side of St Kilda Road from St Kilda Road through to Kings Way.
- 2.5 The Anzac Station Site Master Plan prepared by Cross Yarra Partnership is included as **Attachment 1**. It provides an overview of the design for the Domain Precinct and the extent of works proposed by Cross Yarra Partnership as part of its amended Development Plan.



- 2.6 The Development Plan, prepared by Cross Yarra Partnership (CYP), the joint venture design and construction contractor for Rail Projects Victoria (RPV), is a legal requirement of the Metro Tunnel Project, and is required to be approved by the Minister for Planning prior to commencement of construction.
- 2.7 The Draft Domain Precinct Development Plan was made available for public display and comment from Monday 27 November to Friday 15 December 2017.
- 2.8 Council provided a formal submission on Cross Yarra Partnership's draft Development Plan for the Domain Precinct, which was endorsed at the ordinary Council meeting of 13 December 2017.
- 2.9 The Minister for Planning approved the current Development Plan (Approved Development Plan) for the Domain Precinct on 3 April 2018.
- 2.10 The amended Domain Precinct Development Plan was released for public consultation on 22 September 2020 for a period of three weeks, closing on 13 October 2021.
- 2.11 The purpose of the amended Development Plan is to demonstrate how the Metro Tunnel Project construction works will be delivered in accordance with the approved Environmental Performance Requirements as defined in the Metro Tunnel Environmental Management Framework, and the approved Urban Design Strategy for the Metro Tunnel Project.
- 2.12 The key changes from the Approved Development Plan in 2018 to the amended Development Plan in September 2021 include:
 - Maintaining two, rather than three, traffic lanes in both directions along St Kilda Road and on-street parking maintained at all times, compared to peak hour clearways when three traffic lanes were previously proposed in the Approved Development Plan.
 - The further retention of several significant and mature trees, including in the central median of St Kilda Road adjacent to the Toorak Road West tram platform stop.
 - Relocation of the South African Soldiers' War Memorial within an enhanced setting within the Albert Road Reserve, better reflecting its significance.
- 2.13 Since Council endorsed its submission on the draft Development Plan in December 2017, Council officers have worked to influence the design process to achieve the various priorities contained in the endorsed submission.
- 2.14 Working closely with Rail Projects Victoria, Cross Yarra Partnership, City of Melbourne and other stakeholders, Council has successfully secured 10 priorities contained in Council's 2017 submission.
- 2.15 Officers have undertaken a detailed assessment of Cross Yarra Partnership's amended Development Plan and supporting designs and documents and summarised its position in the draft Council submission, included as **Attachment 2**.
- 2.16 Further work detailed in this report is required by Cross Yarra Partnership and Rail Projects.
- 2.17 In addition to the priorities in response to the amended Development Plan, there are outstanding priorities from Council's 2017 submission on the draft Development Plan, which Council remains committed to being incorporated into the amended Development Plan proposed by Cross Yarra Partnership and Rail Projects Victoria.



- 2.18 Council officers have prepared a plan that provides an overview of the location of the priorities within the draft submission, included as **Attachment 3**.
- 2.19 Council urges CYP and RPV to review the current design to ensure that it meets its obligations and achieves a high quality, safe and functionally sound legacy outcome for the community and Council as it will inherit ownership and management of new assets within the Precinct.
- 2.20 Council Officers intend to provide the formally endorsed Council submission to Cross Yarra Partnership as soon as possible following the Council meeting.
- 2.21 Council then looks forward to working with CYP and RPV to embedding these priorities within the Amended Development Plan approved by the Minister for Planning and subsequent detailed design process.

3. RECOMMENDATION

That Council:

- 3.1 Endorses the City of Port Phillip submission to the Amended Domain Precinct Development Plan dated 13 October 2021, included at **Attachment 2**.
- 3.2 Authorises the Chief Executive Officer delegate to make any required minor editorial corrections and finalise the design and formatting of the submission document.
- 3.3 Requests Council officers continue to work closely with the Cross Yarra Partnership and Rail Projects Victoria to secure the priorities as described in Council's submission and resolve key aspects of the design of Anzac Station and surrounds within the Amended Development Plan.
- 3.4 Notes that the City of Port Phillip's submission to the Amended Domain Precinct Development Plan dated 13 October 2021 demonstrates Council's ongoing commitment to work in partnership with the Rail Projects Victoria (RPV) and Cross Yarra Partnership (CYP) to achieve high quality outcomes for our current and future community.
- 3.5 Notes the success Council officers have had to-date in influencing the design of the Domain Precinct with the inclusion of 10 of Council's original advocacy priorities contained in its submission on the draft Development Plan for the Domain Precinct in December 2017.

4. KEY POINTS/ISSUES

Benefits of Metro Tunnel Project:

- 4.1 The Metro Tunnel Project (MTP) Project is one of Victoria's most significant public transport infrastructure project and is part of unprecedented investment in Melbourne's public transport infrastructure primarily within the inner Melbourne area. It involves the creation of a new underground rail line and the construction of five new underground stations, including Anzac Station in the Domain Precinct, in inner Melbourne to increase capacity and connections within the metropolitan rail network.
- 4.2 The Domain Precinct is experiencing a significant transformation with the construction of Anzac Station, including the new interchange, and expansion of the Albert Road Reserve. The station is due to open by 2025, and will relieve pressure on St Kilda Road, Melbourne's busiest tram corridor.



- 4.3 The Metro Tunnel Project will also provide significant support for our community in broadening the range of travel options available to residents, workers and visitors, in doing so enhancing the city's liveability and delivering the Council Plan 2021-31 and Council's endorsed Move Connect Live Strategy 2018-28.
- 4.4 It is projected that Anzac Station will be used by almost 40,000 people per day in 2031, with 33,000 jobs and 17,000 residents located within 800 metres of Anzac Station and an additional 800,000 people located within 30 minutes travel time of the Station by public transport.
- 4.5 The forecast usage and population catchment of the Station increases the attractiveness of the Domain Precinct to businesses and the greater levels of foot traffic to and from the Station provides 'passing-trade' to the local economy. There is an opportunity for Rail Projects Victoria to boost businesses by supporting the local economy as the Metro Tunnel Project shifts from construction to operation.

Metro Tunnel Project scope and inclusions:

- 4.6 The Metro Tunnel Project and its Domain Precinct Amended Development Plan covers the station and surrounding project area including:
- St Kilda Road, the road reserve and footpath area from Toorak Road in the South to Dorcas Street in the North
 - part of the Shrine of Remembrance area on the eastern side of St Kilda Road
 - Albert Road and the Albert Road Reserve, on the western side of St Kilda Road from St Kilda Road through to Kings Way.
- 4.7 The Amended Development Plan presents the scope and extent of the built form of CYP's works in the Domain precinct, including the new Anzac Station up to the ticket gate, which include:
- 4.7.1 New underground train station;
- 4.7.2 New pedestrian underpass linking Albert Road Reserve and the Shrine of Remembrance Reserve with the new underground station;
- 4.7.3 New tram stop on St Kilda Road to the south of Domain Road, providing direct interchange between trains and trams;
- 4.7.4 Reinstatement of a realigned St Kilda Road between Dorcas Street and Toorak Road that allows for the new station entrances and tram stop, including realigning traffic lanes (and reduction of three to two traffic lanes), Copenhagen-style separated bicycle lanes, tram lines, footpaths, car parking and pedestrian crossings;
- 4.7.5 Reinstatement of a relocated South African Soldiers Memorial within Albert Road Reserve;
- 4.7.6 An expanded, landscaped and upgraded Albert Road Reserve; and
- 4.7.7 Reinstatement of Edmund Herring Oval and Domain Road.
- 4.8 The Anzac Station Site Master Plan prepared by Cross Yarra Partnership is included at **Attachment 1**. It provides an overview of the design for the Domain Precinct and the extent of works proposed by Cross Yarra Partnership as part of its Amended Development Plan.



Development Plan process:

- 4.9 The Development Plan, prepared by Cross Yarra Partnership (CYP), the joint venture design and construction contractor and Rail Project Victoria (RPV), is a legal requirement of the Metro Tunnel Project, and is required to be approved by the Minister for Planning prior to commencement of construction.
- 4.10 Following its public display Council made a formal submission on the draft Development Plan for the Domain Precinct (endorsed at the Council meeting of 13 December 2017).
- 4.11 The Minister for Planning approved the current Development Plan (Approved Development Plan) for the Domain Precinct on 3 April 2018. As part of the updated Development Plan submission to the Minister for Planning, Cross Yarra Partnership provided all written comments received during the stakeholder and community consultation process, including Council's formally endorsed 2017 submission.
- 4.12 An Amended Domain Precinct Development Plan was released for public consultation on 22 September 2020 for a period of three weeks, closing on 13 October 2021.
- 4.13 The Amended Development Plan's purpose is to demonstrate how the Metro Tunnel Project construction works will be delivered in accordance with the approved Environmental Performance Requirements as defined in the Metro Tunnel Environmental Management Framework, and the approved Urban Design Strategy for the Metro Tunnel Project.

Key changes in the Amended Development Plan:

- 4.14 The key changes between the Approved Development Plan in 2018 and the Amended Development Plan include:
 - 4.14.1 Maintaining two rather than three traffic lanes along St Kilda Road in both directions and maintaining on-street parking at all times, compared to peak hour clearways when three traffic lanes were proposed in the Approved Development Plan;
 - 4.14.2 The retention of several significant and mature trees, including in the central median of St Kilda Road adjacent to the Toorak Road West tram platform stop.
 - 4.14.3 Relocation of the South African Soldiers' War Memorial within an enhanced setting within the Albert Road Reserve, better reflecting its significance.
- 4.15 The amendments to this Development Plan improve the design in-line with the design principles for the Metro Tunnel Project and include changes to the architectural layout, landscape design and public realm components of the Project. including:
 - 4.15.1 Retaining 14 more trees compared to the Development Plan, which is 68 more than in the 2016 Environmental Effects Statement.
 - 4.15.2 Roadway redesign of St Kilda Road from three to two through traffic lanes and revised bicycle parking locations.
 - 4.15.3 Relocation of the South African Soldiers' War Memorial.
 - 4.15.4 Reduced footprint at eastern entrance due to combined entrance lift with skylight.
 - 4.15.5 Improved Public Realm and Public Open Space design.



4.15.6 Reconfiguration of chiller plant and vents.

4.16 The intent of the amendments is to improve access to the Anzac Station, reduce the above ground footprint, respond to heritage values of the Domain precinct, and retain more greenery.

Council success in influencing the design of the Domain Precinct:

4.17 Working closely with Rail Projects Victoria, Cross Yarra Partnership, City of Melbourne and other stakeholders, Council has successfully secured 10 of the priorities contained in Council's 2017 submission. These improvements have been included in the Amended Development Plan and are outlined in more detail in **Attachment 2**.

Council Assessment of the Amended Domain Precinct Development

4.18 The new Anzac Station, tram interchange and associated infrastructure will provide access for thousands of passengers travelling into and between the employment and residential areas of St Kilda Road the CBD and broader Metropolitan Melbourne.

4.19 The City of Port Phillip and its residents will gain benefits as a result of the revitalisation of and investment in the Station, surrounding streetscape and the Albert Road Reserve.

4.20 Officers have undertaken a detailed assessment of Cross Yarra Partnership's Amended Development Plan and supporting designs and documents and summarised its position in the draft Council submission, included at **Attachment 2**.

4.21 Council officers have prepared a plan that provides an overview of the location of the priorities within the draft submission, included at **Attachment 3**.

4.22 Council officers acknowledge the Amended Development Plan presented by Cross Yarra Partnership resolves a number of technical issues for the Metro Tunnel Project. However, further work is required by Cross Yarra Partnership and Rail Project Victoria to incorporate the following priorities within the Amended Development Plan:

4.22.1 Maximise the retention of on-street parking spaces and provide on-street parking offsets across the Domain Precinct.

4.22.2 Provide safe and convenient access in and out of existing buildings

4.22.3 Minimise the size of above-ground infrastructure and provide suitable visual screening of these structures in front of residential buildings by planting advanced tree stock to support the heritage boulevard

4.22.4 Achieve minimum tree plot depths to ensure advanced tree stock can be planted in front of residential buildings and ancillary structures

4.22.5 Promote local business

4.22.6 Ensure the design of Domain Precinct seamlessly integrates with other intersecting projects – including the Shrine to Sea Project, St Kilda Road Safety Improvement Project and Park Street Streetscape Improvement Project.

4.22.7 Implement a safer 40km/h speed limit on St Kilda Road

4.22.8 Demonstrate suitability of flood modelling, WSUD and stormwater management

4.22.9 Ensure universal access and Disability Discrimination Act compliance



- 4.22.10 Provide public access to toilets within the Station Concourse
- 4.22.11 Establish clear and agreed land/ asset ownership and responsibilities
- 4.22.12 Demonstrate the need for a widened central reservation in St Kilda Road

4.23 In addition, there are eight outstanding priorities from Council's 2017 submission on the draft Development Plan, which Council remains committed to being incorporated in the Amended Development Plan.

4.24 Council urges Cross Yarra Partnership and Rail Projects Victoria to review the current design to ensure that it achieves a high quality, safe and functionally sound legacy outcome for the community and Council as Council will inherit ownership and management of new assets within the Precinct.

4.25 Council officers look forward to continuing to work with Cross Yarra Partnership and Rail Projects Victoria to embed these priorities as part of the amended Development Plan and subsequent detailed design process.

5. CONSULTATION AND STAKEHOLDERS

5.1 The amended Domain Station Development Plan has been placed on public exhibition for 15 days from Monday 22 September 2021. It has been made available on the Engage Victoria website and notices have been placed in newspapers.

5.2 In anticipation of the release of the amended Development Plan, Council officers have met internal and external stakeholders, participated in the Domain Community Reference Group and met with City of Melbourne representatives and other Victorian Government departments.

5.3 Council officers met building representatives from the Domain Precinct, including members for the G12+ residents' group to discuss the amended Development Plan and to refine responses to key aspects of the design.

6. LEGAL AND RISK IMPLICATIONS

6.1 There are no immediate legal or significant risk implications in responding to the amended Development Plan as Council is a key stakeholder in this project.

6.2 Not providing feedback to the amended Development Plan could be a risk, as our community may believe Council are not fulfilling their role as the Local Government representative of the City of Port Phillip.

6.3 Council has prepared a submission to the Development Plan as a significant stakeholder, to ensure that design and construction is suitable, based on the following grounds:

- Council is the Local Authority for all land on the southern side of St Kilda Road (the municipal boundary sits mid-way on St Kilda Road).
- Council is expected to be appointed Committee of Management of Albert Road Reserve on completion of the works.
- Council will be the future land manager, and be responsible for the design, maintenance, activation and commercial operation of the site.

6.4 Council's submission includes seeking changes to the design of Albert Road to ensure the safety for all road users and to preserving reasonable access to existing buildings. Council is the road authority for Albert Road. The risk for Council is in inheriting assets



with operational limitations in the road layout of Albert Road if the design is not amended in response to Council's submission.

- 6.5 Should the design and assets of Albert Road, and those included in the road reserve of St Kilda Road not meet City of Port Phillip's requirements, there is a risk that some of these assets will not be able to be suitably maintained once assets, land ownership and management is handed over to Council.

7. FINANCIAL IMPACT

- 7.1 There are no financial impacts arising from Council lodging a formal submission to the Amended Development Plan for the Domain Precinct.
- 7.2 Providing a submission on the amended Development Plan will assist in establishing Council's expectations in relation to the design of assets that Council will subsequently inherit, thereby limiting the financial impact to Council from the maintenance and management of assets created by the Metro Tunnel Project.

8. ENVIRONMENTAL IMPACT

- 8.1 In a broader sense, the project will improve the overall sustainability of Victoria's transport system by allowing a significant mode shift away from private vehicles to rail, with a commensurate decrease in greenhouse gas emissions and other environmental externalities associated with car travel.
- 8.2 The Metro Tunnel Project supports the UN Sustainable Development Goal 11: Make cities inclusive, safe, resilient and sustainable by providing additional capacity and resilience to the transport network.
- 8.3 Rail Projects Victoria is using the Infrastructure Sustainability Council of Australia (ISCA) and GreenStar rating systems to measure the environmental performance of the project. This approach is supported by Council.

9. COMMUNITY IMPACT

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



10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 10.1 The proposals recommended in this report are aligned to the Liveable Port Phillip Strategic Direction within the Council Plan 2021-31.
- 10.2 Council's submission to the amended Development Plan for the Domain Precinct forms part of delivering on Action 23 of Council's Move, Connect, Live Strategy 2018-28 (Strategy) to partner with Rail Projects Victoria to design and deliver place, walking bike riding and public transport improvements around Anzac Station.

11. IMPLEMENTATION STRATEGY

11.1 TIMELINE

11.1.1 Rail Projects Victoria have advised the following implementation timeline:

- Late 2021 to early 2022: Development Plan issued to Minister.
- Mid-2022: anticipated approval of amended Development Plan by Minister for Planning.
- Late 2024 to mid-2025: construction of Anzac Station and Domain Precinct enhancements completed. Anzac Station commences operation.
- 2025: handover of new and enhanced assets from the Metro Tunnel Project to Council takes place.

11.2 COMMUNICATION

11.2.1 Following Council endorsement, the submission will be provided to Cross Yarra Partnership and Rail Projects Victoria, as well as being available on Council's website.

11.2.2 Council officers will work with Rail Projects Victoria and Cross Yarra Partnership to influence the design process to secure the priorities in Council's submission.

11.2.3 Council officers will continue to engage with building representatives in the Domain Precinct.

11.2.4 Key messages:

- Rail Projects Victoria is the lead agency responsible for delivering the Metro Tunnel Project, including the Domain Station and redevelopment of Albert Road Reserve. Council is working to ensure our community receive the best design outcomes, have their feedback heard and are informed of construction timelines and design decisions.
- Council will continue to work in partnership with Rail Projects Victoria and Cross Yarra Partnership to mitigate the impacts of the construction of this transformative project and maximise its benefits for the existing and future community.
- Council seeks to work with Rail Projects Victoria to take advantage of this real opportunity to attract businesses and increase trade to the Domain Precinct, whilst collaborating closely with Cross Yarra Partnership and Rail Projects Victoria in the design process to secure the priorities detailed in this submission that will enhance the liveability of this precinct for the benefit of its current and future community.



MEETING OF THE PORT PHILLIP CITY COUNCIL 20 OCTOBER 2021

12. OFFICER DIRECT OR INDIRECT INTEREST

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

ATTACHMENTS

- 1. Cross Yarra Partnership - Anzac Station Site Master Plan (Domain Precinct Amended Development Plan - Appendix A)**
- 2. Council Submission on CYP Amended Development Plan for Domain Precinct (Draft)**
- 3. Overview Plan of Council's submission priorities**