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**CITY OF PORT PHILLIP SUBMISSION TO THE
MELBOURNE METRO RAIL PROJECT
ENVIRONMENTAL EFFECTS STATEMENT**

LOCATION/ADDRESS:

ACTING GENERAL MANAGER:

**FIONA BLAIR, PLACE STRATEGY &
DEVELOPMENT**

PREPARED BY:

**THOMAS COURTICE, STRATEGIC
TRANSPORT PLANNER**

TRIM FILE NO:

70/02/23-02

ATTACHMENTS:

- 1. City of Port Phillip submission to the Melbourne Metro Rail Project EES**
- 2. South African Soldiers Memorial Conservation Management Plan**

PURPOSE

- To seek endorsement of the City of Port Phillip's submission to the Melbourne Metro Rail Project (MMRP) Environmental Effects Statement (EES)
- To resolve the final location of the South African Soldiers Memorial following construction of the MMRP

I. RECOMMENDATION

That Council:

- I.1 Notes the City of Port Phillip's Environmental Effects Statement submission demonstrates Council's commitment to minimising the impact of the construction and operation of the Melbourne Metro Rail Project (MMRP) on the community.
- I.2 Notes that when operational, the MMRP will directly benefit the Port Phillip community by delivering increased access to more frequent public transport, along with improvements to bicycle and pedestrian networks.
- I.3 Endorses the Submission to the Melbourne Metro Rail Project Environmental Effects Statement (included as Attachment 1).
- I.4 Endorses the recommendation of the Conservation Management Plan (CMP) to retain the South African Soldiers Memorial within Albert Road Reserve following construction of the MMRP (CMP included as Attachment 2).
- I.5 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).



2. BACKGROUND

- 2.1 The MMRP was announced by the Victorian Government in early 2015, with construction due to commence in mid-2017. The project will create a new end-to-end rail line from Sunbury to Cranbourne/Pakenham, with high capacity trains and five new underground stations.
- 2.2 By giving the Cranbourne, Pakenham and Sunbury lines their own tunnel through the CBD, additional capacity for more services will be created on the Werribee, Frankston, Craigieburn, Upfield and Sandringham lines. As a result, 39,000 more passengers during each peak period will be able to use the rail network from the first day of operation.
- 2.3 Of relevance to the City of Port Phillip, the project includes the following key components:
 - 2.3.1 A new railway station at Domain, providing direct access to the metropolitan rail network to residents, businesses and students in the St Kilda Road and South Melbourne area (including a direct tram interchange). The station is expected to be used by approximately 40,000 people per day by 2031
 - 2.3.2 Completion of the Park Street Tram Link, which will provide additional resilience to the tram network, and connect the St Kilda Road corridor with South Melbourne and the western part of the CBD via a direct, high frequency tram service
 - 2.3.3 Improved frequency of train services on the Sandringham Line, improving access and capacity for trips to and from the City from the eastern part of Port Phillip
 - 2.3.4 Delivery of legacy bicycle and pedestrian network improvements around Domain Station, which will be compatible with the future St Kilda Road Safety Corridor Project cross section (including protected bicycle lanes and pedestrian safety improvements)
 - 2.3.5 Delivery of improved public open space around Domain Station, including the relocation of the South African Soldiers Memorial within the Albert Road Reserve. The new station and public realm works will also require the permanent conversion of some on street car parking spaces in the precinct to other uses.

3. KEY INFORMATION

City of Port Phillip submission to the EES

- 3.1 The MMRP Environmental Effects Statement (EES) is being publicly exhibited from 25 May – 7 July 2016, in advance of an independent Panel hearing (likely to be commencing in late August). It is expected that the Minister for Planning will make a decision on project approvals at the end of 2016 or early 2017, to enable construction to begin in mid-2017. Construction will be complete by 2026.
- 3.2 The EES documentation includes numerous technical appendices which are being considered by agencies such as Melbourne Water and the EPA. These agencies will also provide comprehensive submissions to the EES. This provides confidence that key issues outside Council's direct remit will be subject to an appropriate level of



independent technical advice and assessment (for example, topics such as ground movement, contaminated spoil disposal and noise / vibration).

- 3.3 The attached submission includes recommendations covering a wide range of issues relevant for the City of Port Phillip, including:
- 3.3.1 Overall support for the project and the inclusion of a new station at Domain
 - 3.3.2 Appropriately planning and managing the disruptions to the transport network during construction, and ensuring that the Travel Demand Management (TDM) strategy for the project is appropriately resourced and responsive to wider transport network impacts
 - 3.3.3 Advocating for key transport network improvements to be implemented prior to the main construction phase of the project, such as the Park Street Tram Link and bicycle network improvements, in order to improve travel choices and support the TDM strategy for the project
 - 3.3.4 Recommendations to clarify and strengthen the proposed planning framework for the project, in order to provide increased certainty to the community and provide appropriate safeguards over the life of the project
 - 3.3.5 Recommendations to manage and mitigate construction related impacts on the immediate precinct and wider area, which includes:
 - Maintaining pedestrian, bicycle, tram and traffic connections through the St Kilda Road construction site (including access to local businesses and residents)
 - Seeking a commitment from MMRA to resolve an appropriate level of compensation for impacts such as loss of car parking and impacts to trees (as well as minimising these impacts)
 - Exploring different construction methodologies for Domain Station, to minimise impacts on residents and other users of the precinct
 - Ensuring the appropriate standards are adhered to and reported on for noise, dust, vibration and other impacts to minimise social and business impacts, and ensure transparency throughout the construction period
 - Advocating for a best practice approach to water management and minimising greenhouse gas emissions
 - Removal and storage of the South African Soldiers Memorial (refer to Section 3.4 below)
 - 3.3.6 Recommendations for the legacy arrangements in the Precinct following completion of the station:
 - Creating a legacy of high quality public spaces, protecting and enhancing the St Kilda Road boulevard, and enhancing Albert Road Reserve and Albert Road
 - Appropriate location and treatment of external elements of the project including station entrances, mechanical plant and ventilation structures



- Ensuring that the delivery of the Park Street Tram Link is appropriately supported by level access stops and a high level of pedestrian accessibility
- Planning for appropriate legacy transport outcomes in the precinct, including safer speed limits and pedestrian and bike priority
- Delivery of an appropriate level of secure bicycle parking at the station
- Clarity around ownership and management of assets in the precinct following completion of the project
- Realising opportunities for integrated water management and re-use in the precinct (including the key opportunity to support the Albert Park Lake water recycling scheme)

3.3.7 Recommendations for commitment to wider legacy improvements to fully capitalise on the significant benefits of the new station, including:

- An upgrade to the Domain – Spencer Street tram link, including Clarendon Street to provide tram priority and level access stops, commensurate with the route's importance in providing access to the western part of the CBD
- Delivery of bicycle network connections to complement the station, such as the St Kilda Road Safety Corridor Project, Albert Road / Kerferd Road and Dorcas Street
- Delivery of improved public realm in the wider area, to maximise accessibility to the new station.

South African Soldiers Memorial

- 3.4** The City of Port Phillip has been the custodian of the South African Soldiers Memorial, Albert Road Reserve, South Melbourne since the monument was erected in 1924, and dedicated to those who served in the Boer War. The memorial is included on the Victorian Heritage Register as a site of historical, social and aesthetic importance to Victoria. This significant cultural asset was valued at \$1.6 million in 2013 as part of the triennial Port Phillip City Collection valuation.
- 3.5** The memorial will need to be temporarily removed as a result of the construction of Domain Station. The reference design for MMRP includes a station entrance at the current location of the memorial. Even if the final design of the station does not include an entry in this exact location, the memorial would still need to be removed during construction to avoid any damage due to construction works, vibration or other impacts.
- 3.6** Council has commissioned a Conservation Management Plan for the Memorial (included as Attachment 2). The recommendation of the CMP, which is supported by Council officers, is that new landscaping opportunities and proposed enlargement of the Albert Road Reserve site have the potential to ensure a better outcome for the memorial and those for whom it is significant.



FURTHER SUPPORTING INFORMATION

4. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

Delivery of Council Plan

- 4.1 The City of Port Phillip's submission regarding the Environmental Effects Statement (EES) of the Metropolitan Metro Rail Project (MMRP) provides an opportunity to advocate for:
- 4.1.1 transport and access improvements that directly benefit our community, and which align with the project
 - 4.1.2 effective strategies to minimise adverse impacts during construction and operation
 - 4.1.3 best practice in environmental sustainability.
- 4.2 The submission relates directly to the following strategic objectives in the Council Plan:
- 4.2 Ensure growth is well planned and managed for the future
 - 4.3 Improve and manage local amenity and assets for now and the future
 - 4.4 Ensure people can travel with ease using a range of convenient, safe, accessible and sustainable travel choices.

5. CONSULTATION AND STAKEHOLDERS

Council input to project planning

- 5.1 Council officers from across the organisation have provided significant input to the planning and design of the MMRP through ongoing meetings and collaboration with the Melbourne Metro Rail Authority (MMRA) since early 2015, including Sustainable Transport, Transport Safety Engineering, City Design, Strategic Planning, Statutory Planning and City Permits, Communications and Engagement, Community Development, Parks Services, Sustainable Policy, Parking Enforcement and Arts and Heritage.
- 5.2 The project proponent (MMRA) has conducted extensive direct consultation with affected residents and business owners in Port Phillip (around Domain Station). Council will continue to be involved closely in the project, however it is appropriate that MMRA and the contractor (once appointed) take the lead in consultation on the project.
- 5.3 From November 2015 to March 2016 the Department of Environment, Land, Water and Planning (DELWP) convened a series of Technical Reference Group (TRG) workshops to examine and refine the EES. The TRG included representation from a wide range of stakeholders including the Cities of Melbourne and Stonnington, VicRoads, Public Transport Victoria, Melbourne Water, Heritage Victoria, Aboriginal Affairs Victoria, the Environment Protection Agency (EPA) and others. The input of the TRG has resulted in a large number of issues with the draft EES documentation being resolved prior to exhibition.
- 5.4 Council officers will continue to be closely involved in the planning and consultation for the Precinct as the project progresses.



South African Soldiers Memorial

- 5.5 As part of the research into the South African Soldiers Memorial, the Conservation Management Plan authors have consulted with residents, heritage experts, Council's Cultural Heritage Reference Committee, the National Boer War Memorial Association and military heritage organisations, MMRA and its heritage advisors Lovell Chen, and the National Trust.
- 5.6 There are differing stakeholder views on the future of the South African Soldiers Memorial:
 - 5.6.1 MMRA have received heritage advice that the memorial be retained at the Albert Road Reserve.
 - 5.6.2 Local residents support the retention of the memorial in its current location, as it is a highly valued part of the overall character and identity of the Albert Road Reserve
 - 5.6.3 The National Boer War Memorial Association and military history groups are advocating for the re-location of the memorial to the Shrine precinct
 - 5.6.4 The Shrine of Remembrance does not support the memorial being moved to their grounds. They support the opinion that the significance of the memorial is best served if it is retained on its present location.
 - 5.6.5 The City of Melbourne has indicated it would not want to house the memorial in the nearby Domain parklands as there is an existing Boer War memorial there.
 - 5.6.6 Heritage Victoria will not provide a formal view on this matter unless there is a request from Council to relocate the memorial.

6. LEGAL AND RISK IMPLICATIONS

- 6.1 Council is seeking separate advice regarding issues such as compensation from loss of trees, loss of car parking during construction and any safeguards required for the South African Soldiers Memorial during removal, storage and reinstatement.
- 6.2 Council will continue to maintain a close working relationship with MMRA during construction, to ensure that any emerging risks or resident / business concerns can be appropriately resolved.

7. SUSTAINABILITY

Environmental Implications

- 7.1 The Melbourne Metro Rail Project supports the *UN Sustainable Development Goal 11: Make cities inclusive, safe, resilient and sustainable* by providing additional capacity and resilience to Melbourne's transport network, and significantly improving accessibility to jobs, recreation and services for residents of Port Phillip.
- 7.2 MMRA 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. Council is seeking further information on targets and strategies within each category for the rating tools and how these contribute



to the overall targets. It is important that the potential for a high score in each category is maximised to prevent a contractor seeking 'easy wins' by compromising on certain areas.

- 7.3 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.
- 7.4 Further detail on Council's recommendations regarding environmental implications of the project, including water management and greenhouse gas emissions are contained in the submission.

Social, cultural and economic implications

- 7.5 **Construction impacts:** There are a range of significant, temporary adverse social and business impacts expected from the construction of the project around the Domain precinct, extending into South Melbourne. These impacts include:
 - 7.5.1 Loss of the use of Albert Road Reserve for passive recreational use for nearby residents and workers, as well as the loss of the Edmund Herring Oval and a portion of the Shrine of Remembrance Reserve located within the City of Melbourne.
 - 7.5.2 Construction activities and the closure of Domain Road acting as a barrier to existing community access patterns, disrupting or displacing established social, recreational and community activities and networks.
 - 7.5.3 Disruption to businesses as a result of changed traffic conditions, reduction in passing foot traffic and constrained access for customers, deliveries and staff.
 - 7.5.4 Reduced air quality from dust generating construction activities.
 - 7.5.5 Noise and vibration from above and below ground construction activities, some of which will be for 24 hours a day, seven days a week.
 - 7.5.6 Traffic congestion in the immediate and surrounding areas from reduced lane capacity on St Kilda Road and the volume of truck movements needed to transport spoil and construction materials to and from the site.
 - 7.5.7 Difficulty renting commercial properties due to reduced amenity and access constraints.
 - 7.5.8 Loss of trees and reduced visual amenity from above and at ground level
- 7.6 Council recognises that MMRA, in developing its reference design, has focused on reducing the temporary social and business impacts of the project by taking into account a wide range of complex considerations. It is not possible to address one item in isolation without understanding the many other associated issues, therefore the focus has been on reducing amenity impacts for the precinct overall.
- 7.7 **Legacy implications:** 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.



- 7.8 Domain Station will provide access for thousands of passengers destined for the employment and residential precinct along St Kilda Road every day, and it will also help to address the continuing 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.
- 7.9 The Domain Precinct generates a significant volume of road, public transport, walking and cycling trips. Connecting this precinct to the rail network for the first time provides connectivity benefits for thousands of people seeking to access 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.
- 7.10 The provision of direct rail access to the CBD, Parkville and Monash is a key opportunity for significant agglomeration and uplift benefits that will transform the role and function of the wider area over time.
- 7.11 It is projected that 33,000 jobs and 17,000 residents will be located within 800 metres of Domain station and 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 (Source: Appendix 5, Melbourne Metro Business Case).

Financial implications

- 7.12 **Car Parking Impact.** The reference design and proposed construction methodology will impact on a number of parking spaces in the Domain precinct. The exact impact will not be known until the successful contractor is appointed and construction management plans have been agreed (i.e. late 2017 or early 2018). However, a preliminary assessment of the likely impact based on available information indicates that a proportion of parking in Albert Road and St Kilda Road will be unavailable for periods over the construction timeframe. This impact may be in the order of two hundred parking bays, with foregone parking revenue in the order of \$1-2 million dollars over the main construction period, with impacts beginning in 2017 and carrying through to approximately 2021-22. Further advice from MMRA is required to quantify the extent of impact and how it will change over the construction period.
- 7.13 There will be a reduction in the number of on street parking spaces in the precinct as some spaces will be converted to facilitate the redesign of the station precinct and Albert Road Reserve, and changes to the St Kilda Road cross section to facilitate improved tram and bicycle provision. Based on the reference design, the loss of parking in the station precinct would be in the order of 130 spaces. This figure is subject to further refinement through future project planning stages, including the design of the wider precinct.
- 7.14 Following project completion, any ongoing loss of paid parking spaces in the precinct needs to be seen in the context of value uplift created by the station, as well as the ability to review paid parking charges in the area once the station is operational.

8. IMPLEMENTATION STRATEGY

Timeline

- 8.1 The planning approval process for the project is as follows:
 - 8.1.1 EES public exhibition closes 6 July 2016

AGENDA - ORDINARY MEETING OF COUNCIL – 28 JUNE 2016



- 8.1.2 Inquiry hearings will commence in August 2016 and conclude in late 2016
 - 8.1.3 The final assessment and Minister for Planning decision is expected in late 2016 / early 2017
 - 8.2 The construction timeline for the project is expected to be as follows:
 - 8.2.1 Enabling works (minor works that fall outside of EES approvals) are expected to commence in late 2016
 - 8.2.2 Construction of early works such as tram diversions commences in mid 2017
 - 8.2.3 Tender award for the main construction works (tunnels and stations Public Private Partnership (PPP)) is expected in early 2018, with major construction commencing shortly thereafter
 - 8.3 Significant surface level impacts to Domain precinct are expected from mid 2017, including re-routing of the Number 8 Tram from Domain Road to Toorak Road West.
- Communication**
- 8.4 Once endorsed by Council, the Submission will be provided to MMRA, as well as being available on Council's website.

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.

