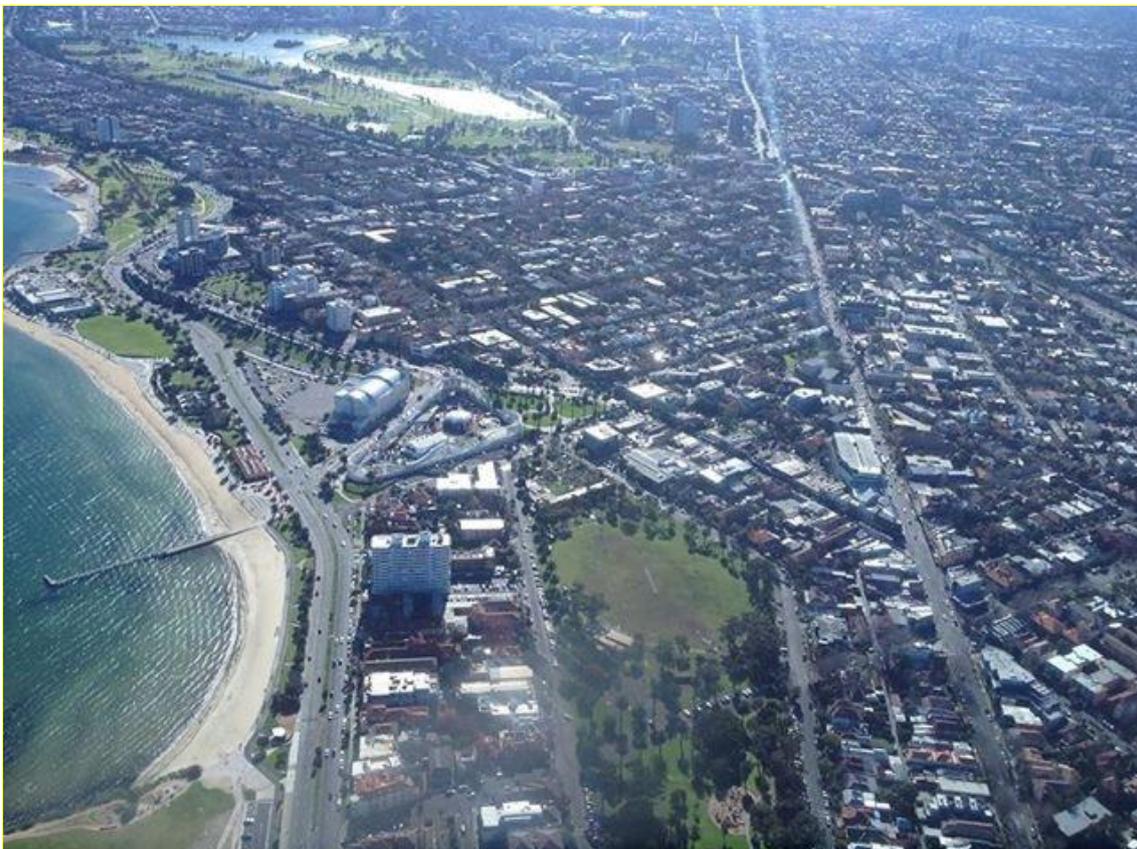




CITY OF
PORT PHILLIP

Tram Routes 96 and (Part) 16 Upgrade Project: Acland Street and Fitzroy Street Concept Design Options

**Submission by the City of Port Phillip to Public
Transport Victoria**



27 August 2013

1.0 Introduction

The City of Port Phillip (CoPP) welcomes the opportunity to provide feedback on the initial concept design options for tram stop upgrades on Acland Street and Fitzroy Street as part of Public Transport Victoria's (PTV) Tram Route 96 and (Part) 16 Upgrade Project.

Council considers that developing designs for this project by engaging with the local community over the life of the project, is critical to both the success of the project and the continued economic and social vitality of St Kilda.

Council's desired outcome for this project is to ensure it capitalises on our community's assets, inspiration, and potential, by ultimately strengthening the quality and performance of the places and precincts it covers.



2.0 Key points

1. Council requests that Public Transport Victoria (PTV) and Yarra Trams adhere to an ongoing community engagement process for Acland Street and Fitzroy Street with transparent decision making across the life of the project.
2. Council supports projects that improve our city's tram services and is keen to contribute our local knowledge to help deliver the best outcome for our community and the liveability of our city.
3. Feedback from the community throughout the consultation conducted by PTV and Yarra Trams has indicated a degree of dissatisfaction and a general feeling that the communication processes concerning both the public meetings in particular and the proposed upgrade project in general have been poor. This has resulted in a section of the community feeling as though they have a lack of knowledge in the options being presented by PTV, so they are unable to assess what impacts, if any, this project will have on them.
4. Council has identified issues which need to be resolved collaboratively with community representatives, PTV and Yarra Trams in order to determine the best design outcomes for each street; to not just ensure PTV and Yarra Trams objectives are met, but for the long term social and economic viability of both the Acland Street and Fitzroy Street precincts.
5. Council's view is that this project has provided the community with the opportunity to not only comment on the proposals put forward by PTV and Yarra Trams, but it has, and will continue to, enable the community to communicate what they aspire the Acland Street and Fitzroy Street precincts to be in the future.
6. To enable the community to continue to participate in the consultation phase of this project as an active partner, the creation of Community Reference Groups (CRG) for this project is vital. Council has taken the initiative in forming the CRGs and is inviting PTV, Yarra trams and VicRoads to participate with these groups.
7. Council's view is that more extensive consultation needs to be conducted as part of this project given the importance of this project to the future of both the Acland and Fitzroy Street precincts. Greater time and effort must be afforded in the consultation and planning stage if PTV is to deliver a successful project that addresses all stakeholder requirements.

3.0 What the designs must deliver

Council is mindful that the impact of this project on the way Acland Street and Fitzroy Street precincts will function into the future will be long lasting, and that even though it originates as a public transport project, it needs to reflect broader considerations. As a result, Council wishes to ensure that the best possible outcome is achieved for both locations. The best outcome is one which anticipates the future needs of the community and maximises the long-term economic, social and environmental benefits in adding to the vibrancy of these places.

To assist in achieving the best outcome, Council requests the key objectives below be acknowledged and agreed in determining the final design outcome for each street. The project must:

1. Strengthen the vibrancy and unique identity of Acland Street and Fitzroy Street as not only major shopping and tourism destinations, but also how it supports the local community.
2. Support the creation of a better connected public transport network which maximises the community's access to key services and employment.
3. Promote equitable access to public transport services and the precinct for people of all abilities.
4. Identify opportunities to improve the long term viability of both Acland and Fitzroy Streets through using this project as the catalyst to firstly identify that vision, and creating linkages to other major projects; and
5. Constructively engage the community in the public design and decision making processes.



4.0 Issues that must be addressed in developing the final design outcomes

In developing this submission, Council sought input from the community. In reviewing and considering the feedback, it has become clear that there are combinations of process and design issues that then need to be resolved in order for this project to progress with community support.

Feedback from the community throughout the consultation conducted by PTV and Yarra Trams has indicated a degree of dissatisfaction and a general feeling that the communication processes concerning both the public meetings in particular and the proposed upgrade project in general, has been poor. This was highlighted by project information failing to be distributed to numerous addresses in the St Kilda area.

This has resulted in some members of the community feeling as though they have a lack of confidence and knowledge in the options being presented by PTV, meaning they are unable to assess what impacts this project will have on them. Therefore rather than articulate a preferred design, our submission, across the following sections, will discuss the salient issues that must be addressed as part of the project and its design process.

Our intention is that Council works collaboratively with community representatives, PTV, Yarra Trams and VicRoads to address the issues which we and the community have, and will continue to identify and develop the best outcome for each street.

As agreed at senior levels within the Department of Transport, Planning and Local Infrastructure (DTPLI), PTV, Yarra Trams and Council, the form of this input will be via Community Reference Groups set up to represent the community interests for each precinct.

A summary of the feedback received from the community on Council's draft submission is included within the relevant sections. A full outline of the 83 responses Council received through its 'Have Your Say' webpage is included in **Appendix A**. Feedback received by Council via email or letter has been forwarded to PTV for consideration as part of the project consultation.

4.1 Better information and communication

Council requests that PTV provides clarity to it and the St Kilda community on the following aspects of the project:

- The extent of works and the budget range for each stop as part of this project;
- Further details on the remaining stages of this project, as well as timeframes, that includes how the community and stakeholders will be engaged with in the development of the preferred design outcome;
- The key design parameters for the project and the underpinning rationale and assumptions;
- The community has requested further information on the rationale for upgrading the Fitzroy Street Stop 133 that serves the tram Route 16 as part of the Route 96 project, and the need for a tram stop to be located on Fitzroy Street between Grey and Princes Streets;
- The results of the initial community consultation already undertaken to demonstrate how this feedback has been reflected in the concept design options; and
- Clearly articulating the supporting information and assumption that any design must fulfil including operational requirements of the tram network and making technical studies publicly available, along with summaries of these documents.

4.2 Ongoing community involvement

As with a Council run project, the expectation of PTV and Yarra Trams is that similar communication and engagement opportunities will be provided for the local community to contribute, as part of the process of developing designs solutions for stops as part of the Route 96 tram route upgrade project.

In recognition of the need for greater community involvement in the project, Council has initiated the creation of Community Reference Groups (CRGs) for the St Kilda Precinct, with one focussing on Fitzroy Street and another on Acland Street. The purpose of the reference groups is to provide a forum:

- For all key stakeholders (Victorian Government, Council, Yarra Trams, PTV, community, business) to understand each other's objectives;
- For stakeholders to work together to try identify solutions for the Tram Stop upgrades to Route 96 and related aspects of Route 16;
- That aims to meet the objectives of all key stakeholders.

Each of the CRGs will meet three times between September and November 2013.

Council wants to work together with PTV and the stakeholders identified above, to help develop an ongoing process of meaningful community involvement and communication for the life of the project.

4.3 Transparent decision making

When Council undertakes a project, the community of Port Phillip has an expectation that it will be provided with opportunities to contribute to, and be involved in, the decision making for that project.

Council requests that PTV clearly demonstrate across the life of this project how feedback provided by all stakeholders has been considered and incorporated within a transparent decision making process.

5. Acland Street

Council has identified the following key issues to be resolved by PTV and Yarra Trams:

- Better understanding and consideration of the impact of the project on the ongoing economic viability of the St Kilda Village businesses.
- In consultation with traders determining appropriate servicing and loading provision for Acland Street and other affected streets within the St Kilda Village.
- Conducting further analysis to identify the need for changes to traffic management (circulation, movement and parking signage) and traffic signals in the St Kilda Village precinct.
- Ensuring the heritage streetscape is not compromised with inappropriate design and siting of the tram terminus stop.

ACLAND STREET FACTS:

- 5,200 to 5,000 people on a Thursday and 9,000 to 9,700 people on a Saturday over the hours 8am to 8pm in early December 2012 walking along the street.
- Over a 24-hour period 7,600 vehicles travel in either direction on Acland Street.
- There are a total of 386 on-street car spaces on and around Acland Street, and 589 off street car spaces in the area surrounding Acland Street.
- There are 39 active outdoor dining permits Between Carlisle and Barkly Street.
- Acland Street had 12 recorded accidents between 2006 and 2011: 7 involving pedestrians and 4 with bike riders, all with motor vehicles.

ACLAND STREET - Community feedback received to date via 'Have Your Say':

- Turn Luna Park Interchange into the terminus and remove trams from Acland Street.
- Pedestrianisation will negatively impact trade.
- Retention of street trees.
- Preserve the amenity of surrounding residential areas.
- Displace parking pressures into neighbouring residential streets e.g. Visitors using parking permit bay.
- Closure of Acland Street will result in traffic using surrounding residential streets, rather than main roads.
- Taxis displaced into Blessington and Chaucer Streets to travel to Shakespeare Grove.
- Servicing and loading provision on streets surrounding Acland Street is an issue.
- Remove trams from Acland Street.
- Plaza will encourage anti-social behaviour.
- Provide bike route along the length of Acland Street.
- Lack of disabled parking spaces.
- Undertake a triple bottom line (economic, social and environmental) impact assessment of the project.
- Shakespeare Grove to be two-way to allow local access

The following issues have also been identified by Council and will need to be resolved by PTV and Yarra Trams:

- Provision of access to the off-street car parks from surrounding streets.
- Preservation of the existing footpath widths on both sides of Acland Street as a minimum.
- The impact of the upgrade on the taxi rank located outside the Vineyard, and identification of alternative locations and operations for the Victorian Taxi Directorate's consideration.
- Retention of the bus stop on the west side of Barkly Street, as near to its current position as possible, in order to retain this modal interchange; and
- Council's preference for tram drivers make use of existing toilet facilities along the street, rather than provision of a dedicated tram driver toilet facility at the terminus.

5.1 Supporting information:

5.1.1 Vibrant Villages program

Acland Street is part of the iconic St Kilda precinct within Port Phillip. It provides the local community and a large number of tourists each year with a unique shopping, dining and cultural experience. The street has a vibrancy that Council wishes to retain and strengthen for the use and benefit of all members of the community.

Acland Street has a successful day and night time economy and increased tram services will enhance the economic prosperity of the area. However, in order to better understand the potential impacts of this project, Council commissioned a preliminary study of the economic impacts of this project.

A summary of its initial findings is included at **Appendix B**.

The Port Phillip community has invested in the ambience and unique identity of Acland Street. It is important that pedestrian accessibility of both sides of Acland Street is retained or improved as the street experiences particularly high foot traffic volumes, especially during summer.

At present Council's *Footpath Trading Guidelines* stipulate a minimum of 1.5m clearance be provided from the departure side of the tram stop and 10m from the approach side¹. In providing opportunities for footpath trading Council has to balance a number of competing priorities when considering the extent of any footpath trading at a particular location. In particular, that the public feels welcome and safe and that the footpath provides an accessible, barrier-free path of travel for all.

5.1.2 Traffic and parking

Council has been able to assess the impacts on traffic movement and parking within the St Kilda Village area in preparing this submission. It has been informed by feedback from the St Kilda Village Trader Association, and their commitment to supporting the economic vitality of its precinct.

This project may also affect deliveries for certain businesses and core Council street cleaning and rubbish collection services, with some duties needing to be undertaken on foot.

There is the potential to provide new loading bays on Irwell and Belford Street on the approaches to Acland Street as well as the possibility of incorporating new landscaping, water sensitive urban design treatments and bike parking at the same locations. The existing loading bays on Barkly Street close to Acland Street in the vicinity of the northbound bus stop could also be extended.

For those people arriving by car and looking to find a park, the majority of spaces in the area are located away from Acland Street in the existing off-street car parks, on either side of the

street and also on Cavell Street in the car park adjacent to the Palais Theatre. Although fee paying, these car parks provide for a longer stay than the on-street bays on Acland Street, Barkly Street and surrounds.

There are currently two disabled parking bays on Acland Street (adjacent to 169–173 and 122–124) and five in the Belford Street car park. The bays on Acland Street are affected by the project, however Council could seek to relocate these bays to alternative locations on surrounding streets to provide access to Acland Street. There is the potential for these two bays to be relocated to Belford Street and Barkly Street near to the intersection with Acland Street.

Council has identified the following potential traffic issues that may arise from PTV's Option 1 as proposed by Yarra Trams/ PTV, and we would seek PTV's solutions to resolving these issues. These issues are shown in Figure 1:

- A treatment to limit southbound traffic from Carlisle Street travelling into Albert Street as a result of the closure of Acland Street from Shakespeare Grove (Issue 1).
- Provision for dedicated loading bays at Belford and Irwell Streets at the intersection with Acland Street, and on the western side of Barkly Street adjacent to the existing northbound bus stop (Issue 2).
- The circulation of traffic through the off-street car park located between Irwell and Belford Streets on the northern side of Acland Street (Issue 3).
- The operation of the intersections of Belford and Barkly Streets and Irwell and Carlisle Streets under new traffic conditions (Issues 4 and 5).
- The night time gated closure of Belford and Irwell streets (Issues 4 and 5).
- A possible increase in traffic along Irwell and Belford Streets under the new traffic conditions, in particular traffic coming from Carlisle Street-Albert Street (Issue 6).
- Modifications to the Coles laneway due to increased traffic movements (Issue 7).

Figure 1: Potential Traffic Issues with Option 1 Requiring Further Investigation



5.1.3 Public realm

Acland Street is currently an intact and high quality street featuring a consistent landscape treatment. This is in keeping with the important status of Acland Street both at the municipal and metropolitan level. Although the Acland streetscape is more than ten years old it is still in good condition.

Like much of the municipality, Acland Street is subject to heritage controls under the Port Phillip Planning Scheme. The majority of Acland Street falls under Heritage Overlay (HO) 5 and HO7 with a small section in the middle that is exempt. Under the Port Phillip Planning Scheme Clause 22.04, which is the heritage policy in relation to streetscape and street furniture, it is key that: 'All street furniture, including seats, litter bins, bicycle rails and drinking fountains, are designed and sited to ensure that they are not obtrusive in the streetscape, do not adversely affect the heritage significance of an area, and do not obstruct the views to a heritage place'. This means that, structures, such as lamp posts and other street furniture, and heritage fabric items such as bluestone pitchers, kerbs and channels require assessment in any type of street improvement works.

Because the south end of Acland Street is within heritage overlay HO7 it is necessary to ensure the heritage streetscape is not compromised with the inappropriate siting and works of the accessible tram stops. It would certainly be more appropriate to locate the terminus stop a sufficient distance north of the intersection with Barkly Street as this would have the least adverse impact on the heritage streetscape and be able to create a much improved pedestrian plaza which would enhance the heritage character of the area. This could also result in an excellent urban design and place making quality space.

The kerb outstand removals proposed under PTV's Options 1 and 2 will result in tree removals and a partial, or complete, reworking of the public artwork (pavers and bollards). This is not a desirable outcome from Council's perspective.

Council's view is that any changes to the streetscape must reinforce its identity and character rather than detract from it and ensure the street continues to fulfil its important role in the precinct.

Council seeks the following public realm outcomes for Acland Street space:

- A vibrant and lively streetscape that creates opportunities for footpath trading.
- A high quality pedestrian environment that attracts people to linger.
- Provision for lighting as well as opportunities for shade and places to sit and stay.
- Landscaping and vegetation that keeps the space cool and green, and
- A streetscape that incorporates water sensitive urban design principles.

5.1.4 Council services

Both waste collection and street cleaning services are performed daily on Acland Street with waste collection increasing to twice daily during the summer period. The plaza option and proposed changes to traffic flow as in PTV's Options 1 and 2 would affect waste, litter and recycling collection, street cleaning and private waste collection services. An indication of the location of existing and proposed loading bays around the St Kilda Village area is outlined in Figure 2.

Three loading zones therefore would need to be provided at Belford Street, Irwell Street and Shakespeare Grove.

These must be at least 12m in length and operate 24 hours, 7 days per week to accommodate Council’s waste management services schedule. In addition, Council would seek that Yarra Trams supply litter bins on the platforms of the terminus (either 3 x 240 litre or 6 x 120 litre bins).

Figure 2: Existing and Proposed Loading Bays in the St Kilda Village area



5.1.5 Strengthening place identity

A key feature of Acland Street’s unique identity is the incorporation of public art into the streetscape, comprising street furniture, pavers, bollards and directional signage and mature palm trees. Both risk being significantly affected by the proposed concept designs.

As all artworks are contained within Council’s collection, their removal or relocation will need to be discussed with the artists. Council will also need to evaluate whether the artworks can be reinstated in a way that keeps their cultural and artistic integrity intact or whether new public art needs to be commissioned. Both processes entail significant timeframes (approximately nine months).

FITZROY STREET FACTS:

- 8,808 people walked along either side of Fitzroy Street, in the section between Loch Street and Park Lane, between 7am and 7pm on Thursday 6 March.
- In the four years since 2008, traffic volumes on Fitzroy Street in the section between Grey and Princes Street has reduced from 21,147 to 18,359 vehicles across a 24 hour period.
- Between Acland and Grey Street there are 31 active outdoor dining permits, 15 between Grey and Princes streets and 3 between Princes Street and St Kilda Road.
- On a weekday 586 people catch the route 16 from Stop 133 at Grey Street compared to 120 people catching it at stop 132 at Princes Street.
- Over the five year period from January 2007, there were 42 recorded accidents on Fitzroy Street between the Princes and Grey street intersections.

6. Fitzroy Street

Council has identified the following key issues that need to be resolved by PTV and Yarra Trams:

- Better understanding and consideration of the impact of the project on the ongoing viability of the Fitzroy Street businesses.
- Clearly detailing the need for relocating Stop 133 to serve tram routes 16 and 3a on Fitzroy Street between Grey and Princes Street. Noting that this is linked to community feedback seeking the removal of Stop 133.
- Conducting further analysis on the proposed position of Tram Stop 133's impact on traffic flow. In particular, at the intersections of Fitzroy Street with Princes Street and Grey Street and Acland Street.
- The upgraded tram stop's impact on traffic congestion, particularly at the intersections, vehicle turning movements along Fitzroy Street and access to and from driveways.
- Commit funding as part of this project to improve the traffic signal phases and timings at the intersection of Fitzroy Street, Grey Street and Canterbury Road to improve traffic flow whilst better catering for the needs of all road users; and
- Confirming the tram tracks along Fitzroy Street will not be raised, retaining the ability for drivers to turn across the tram tracks where it is safe to do so.

FITZROY STREET - Community feedback received to date via 'Have Your Say':

- Remove Stop 133 as part of this project;
- Stop 132 to be upgraded to an accessible tram stop outside 169 Fitzroy Street;
- There will be traffic congestion and long queues by narrowing to one lane;
- Accessible tram stop between Grey and Princes Streets will negatively impact trade;
- Traffic management controls on right turns and U-Turns;
- Adjust traffic lights at Grey and Fitzroy Street to improve traffic flow;
- The potential to introduce a U-Turn movement on Fitzroy Street at Grey Street intersection;
- The potential for a traffic crossing of Fitzroy Street between Loch and Jackson Streets be implemented.

In addition to the issues identified overleaf, the following matters need to be addressed in the development of an acceptable design option:

- Provision of safe and accessible pedestrian crossings to the tram stops from both footpaths.
- Incorporate provision for bus set down at Adina Apartments at 157 Fitzroy Street as well as for use by Council's Community Bus service.
- Further refining the number of on-street car parking spaces affected by a tram stop on the street.
- Limiting the number of turn bans applied to driveways onto Fitzroy Street and retaining the U-turn provision at the intersection of Fitzroy Street and Princes Street as long as it is safe to do so. Noting that some sort of separation will need to be provided to prohibit right turning vehicles out of 167 Fitzroy Street and U-turning vehicles at the same location for safety reasons due to the close proximity with the intersection of Princes Street.

6.1 Supporting information and discussion:

6.1.1 Vibrant Villages program

Fitzroy Street is part of the iconic St Kilda precinct within Port Phillip. It provides the local community and a large number of tourists each year with a unique shopping, dining and cultural experience. The street has a vibrancy that Council wishes to retain and enhance for the benefit of the whole community.

Fitzroy Street experiences a strong night time economy, but to better understand the potential impacts of this project, Council commissioned a preliminary study of the economic impacts of this project. A summary of its initial findings is included at **Appendix C**.

6.1.2 Traffic and parking

To inform this submission, Council has undertaken an assessment of the potential impacts of both PTV's proposed options on traffic movement and local access along Fitzroy Street. It has also considered the opinion of key Council stakeholders such as the St Kilda Park Primary School. Council is committed to supporting the economic vitality of local areas.

An important consideration for Council is its commitment to traffic safety, to eliminating fatalities and reducing the risk of injury on local roads, especially for vulnerable users like pedestrians and bike riders as articulated in *Safer Streets 2013-2020: The Road User Safety Strategy*. Accident analysis undertaken on behalf of Yarra Trams showed that in the five years to 30 December 2011 there were 42 crashes recorded along Fitzroy Street between the intersections of Grey Street and Princes Street. The severity of crashes increased within closer proximity to the intersections with Canterbury Road and Lakeside Drive. Fourteen of these crashes resulted in serious injuries of which five involved pedestriansⁱⁱ.

At the request of Council, Yarra Trams has undertaken traffic surveys to better understand how traffic operates in the Fitzroy Street area and also to model the impacts of the proposed options under current traffic conditions. This has highlighted the current signal phasings at the intersection of Fitzroy Street with Grey Street and Canterbury Road and its operation are contributing to long delays for all users, especially drivers. This is exacerbated by a lack of coordination between these traffic signals and those located at the intersection of Fitzroy Street and Acland Street, leading to traffic queuing back towards St Kilda Junction.

This project presents a prime opportunity for PTV and Yarra Trams to negotiate improved traffic signal phasing with VicRoads, as the owner of this road with responsibility for traffic management, along the length of Fitzroy Street.

Council view is that more detailed modelling is required as part of this project aimed at improving the operation and coordination across the three signalised intersections along Fitzroy Street (Acland Street, Canterbury Road/ Grey Street and Princes Street/ Lakeside Drive) to improve local and through traffic flow through the area.

6.1.3 Public realm

The vision for the public realm in Fitzroy Street is described in the *Fitzroy Street Streetscape Plan* (2009). The intention of this document is to ensure future works are coordinated to create a street environment that is safe, accessible, attractive and memorable at all times of the day and night.

The PTV's project should ensure this objective is met.

Appendix A – Summary of Have Your Say Responses

Submitter ID	Q1. Do you support Council's position that Yarra Trams and PTV should commit to ongoing community involvement throughout the life of the entire project? (see page 3 of the draft submission)		Add your suggestions about community involvement		Q2. Do you support Council's position on what key objectives should be delivered in the final tram stop design? (see page 3 & 4 of our draft submission)		Add your suggestions about the Council's key objectives		Q4a. Is there anything you want to ADD to our Acland St Proposal?		Q4b. Is there anything you want to CHANGE in our Acland St Proposal?		Q4c. Is there anything you want to KEEP in our Acland St Proposal?		Q5a. Is there anything you want to ADD to our Fitzroy St Proposal?		Q5b. Is there anything you want to CHANGE in our Fitzroy St Proposal?		Q5c. Is there anything you want to KEEP in our Fitzroy St Proposal?		Summary of Key Issues				
	Q1 - Yes	Q1 - No	Q2 - Yes	Q2 - No	Q4a - Yes	Q4a - No	Q4b - Yes	Q4b - No	Q4c - Yes	Q4c - No	Q5a - Yes	Q5a - No	Q5b - Yes	Q5b - No	Q5c - Yes	Q5c - No									
30	1	Yes			1	Yes, with some changes		I suggest that there be greater emphasis on the environment, with particular attention to local, indigenous plantings, and the protection of the mature trees already established. They provide so much to the character and liveliness of the areas in question, and help to keep the areas cool and green in summer.														- Native plant species for use in Acland Street. - This feedback is not an issue that is being considered at this stage of the design process, but can be acted upon once any opportunities for landscaping have been identified.			
31	1	No			1	Yes																			
32	1	Yes			1	Yes																			
33	1	Yes			1	Yes																			
34	1				1	Yes			Don't turn Acland Street into a mall - this is a massive mistake to local businesses and community users. Pls see my comments below.	Do not turn Acland Street into a mall. It will destroy many businesses at the end of Acland/Barkley brings many shoppers to the strip including myself. I do not want to walk from Wordsworth st to halfway down acland st from Barkley to catch the tram - inconvenience for me & people living in and near Wordsworth St. I can browse and do not want additional traffic down Blessington Street which will in turn go through chaucer street, baker street and into Wordsworth st where I live. The dumb skateboard park is already bringing in extra traffic to my street and at high speeds. Turning Acland street into a mall will bring more illegal buskers and the Council cannot control the buskers as it is they are traffic hazards and the noise they create deters me from eating outdoors on Acland Street. Acland Street will also become dangerous at night if turned into a mall - people will sit and drink, as they do now, but it will create incentives for more of this to come. Why create more traffic through increased access/amenities for cyclists - this is insanity - they will create just as much traffic as cars do now driving down Acland Street. I drive down acland regularly, park and shop - why destroy my patronage to the Acland Street traders - this is insanity. I will go to Carlisle Street, Balclutha to shop instead. By placing taxis in Shakespeare Grove I know the taxis will drive down Blessington, into chaucer and then Shakespeare Grove. It is insanity to create extra traffic in residential areas - that are already inconvenienced with coles and other delivery trucks. These trucks are also driving down Spencer st - so will the taxis.	No - do not change Acland street in any way. It will destroy the amenities for the local community, create more illegal buskers, and alcoholism and turn into a danger zone at night.														- Closure of Acland Street will negatively affect traders. - New terminus stop makes catching tram less convenient - Plaza will encourage anti-social behaviour - Taxis displaced into Blessington and Chaucer Streets to travel to Shakespeare Grove - Closure of Acland Street will result in traffic using surrounding residential streets, rather than main roads.
34	1	Yes			1	Yes																- Removal of Stop 133 - Stop 132 to be upgraded to an accessible tram stop outside 169 Fitzroy Street - Increase number of parking spaces on Fitzroy Street near to the primary school - Include a dedicated right hand turning lane into the St Kilda Park Primary School driveway			
36	1	Yes			1	Yes																- Traffic management controls on right turns and U-Turns.			
37	1	No			1	Yes		If cars are not permitted down Acland Street, just like Fitzroy Street I will avoid the street all together. I don't agree with any of the proposed changes and are perplexed why trams and cyclist seem to have preference over cars. Again, I feel sorry for the Acland and Fitzroy Street traders. .														ACLAND STREET - Closure of Acland Street will negatively affect traders. FITZROY STREET - Traffic management controls on right turns and U-Turns.			
38	1	Yes			1	No		I feel that cars access should remain in Acland Street - as they are now. Acland Street works well now so should be left as is. I personally would rather see the trams terminate at Luna Park if it means the cars can still access Acland Street. You would be forcing a LOT more traffic onto Carlisle Street and the surrounding residential streets by closing this main thoroughfare. You are assuming everyone can walk, ride or catch public transport to come to Acland Street - NOT SO!															- Pedestrian malls negatively impact trades. - Luna Park interchange as terminus. - Closure of Acland Street will result in traffic using surrounding residential streets, rather than main roads. - Traffic access and circulation to car parks.		
39	1	Yes			1	No																- Increase traffic capacity of Fitzroy Street - Traffic management controls on right turns into the school.			
40	1	Yes			1	Yes			Yes Acland Street should be closed off to vehicles as suggested in proposal 3, either that or stop the 96 using Acland St, not enough room for the both. Ofcourse stopping trams using it would cause more problems than solve, so prefer cars having less access.																
41	1	Yes, with some changes			1	Yes		No changes should be made to this iconic suburb in such a way to restrict access to the majority in lieu of the law. All the disabled, community and transport desires can be accomplished if thought out better	As suggested by Akram Heil, move the super stop around the corner to Barkly Street, maybe even take it all the way to the beach and really improve accessibility in the suburb.	Not much. To remove palms, to reduce parking, to remove any of Acland Street outside amenity would be criminal destruction for the sake of a transport theory Frankenstein.												- Relocate terminus into Barkly Street - Preserve amenity of Acland Street by retaining palm trees and parking spaces FITZROY STREET - Remove Fitzroy Street bike path - Remove Stop 133 - Upgrade Stop 132 outside 169 Fitzroy Street - Introduce U-Turn on Fitzroy Street at Grey Street intersection - Traffic crossing of Fitzroy Street between Loch and Jackson Streets be implemented.			

Submitter ID	Q1. Do you support Council's position that Yarra Trams and PTV should commit to ongoing community involvement throughout the life of the entire project? (see page 3 of the draft submission)		Q2. Do you support Council's position on what key objectives should be delivered in the final tram stop design? (see page 3, 4 of our draft submission)		Q4a. Is there anything you want to ADD to our Acland St Proposal?	Q4b. Is there anything you want to CHANGE in our Acland St Proposal?	Q4c. Is there anything you want to KEEP in our Acland St Proposal?	Q5a. Is there anything you want to ADD to our Fitzroy St Proposal?				Q5b. Is there anything you want to CHANGE in our Fitzroy St Proposal?	Q5c. Is there anything you want to KEEP in our Fitzroy St Proposal?	Summary of Key Issues	
	Q1 - Yes	Q1 - No	Q2 - Yes	Q2 - No				TOTAL	Fitzroy - Option 1	Fitzroy - Option 2	Fitzroy - Option 3				Fitzroy - Option 4
59	1	Yes	1	Yes, with some changes	idea that Chaucer and Spenser should be one way traffic, but Shakespeare Grove needs to stay 2-way. You are just making it harder for the people who live here to avoid the passing traffic on Beach Road/Lower Esplanade. The people who live here constantly need to travel between St Kids and Elwood/Brighton and vice versa- and stopping us from using Shakespeare Grove between Chaucer and Acland for		I don't mind the idea that Chaucer and Spenser should be one way traffic, but Shakespeare Grove needs to stay 2-way. You are just making it harder for the people who live here to avoid the passing traffic on Beach Road/Lower Esplanade. The people who live here constantly need to travel between St Kids and Elwood/Brighton and vice versa- and stopping us from using Shakespeare Grove between Chaucer and Acland for one direction will double the travel time.								- Shakespeare Grove to be two-way for locals to bypass Jacka Boulevard to travel to/from south.
60	1	Yes, with some changes	1	Yes, with some changes	Complete a full and thorough feasibility study to determine the social, economic, and environmental impact of the proposal	Complete a full and thorough feasibility study to determine the social, economic, and environmental impact of the proposal	Complete a full and thorough feasibility study to determine the social, economic, and environmental impact of the proposal	Complete a full and thorough feasibility study to determine the social, economic, and environmental impact of the proposal	Complete a full and thorough feasibility study to determine the social, economic, and environmental impact of the proposal	Complete a full and thorough feasibility study to determine the social, economic, and environmental impact of the proposal	Complete a full and thorough feasibility study to determine the social, economic, and environmental impact of the proposal	Complete a full and thorough feasibility study to determine the social, economic, and environmental impact of the proposal	Complete a full and thorough feasibility study to determine the social, economic, and environmental impact of the proposal		- Undertake a triple bottom line impact assessment of the project.
61	1	Yes, with some changes	1	No	The palm trees must stay, what will happen to all the birds that are in the trees. This shouldn't happen at all, tram should stop at Luna park this would save a lot of money. The spare money should be used for our mental health system.	Leave it alone - The palm trees must stay, what will happen to all the birds that are in the trees. This shouldn't happen at all, tram should stop at Luna park this would save a lot of money. The spare money should be used for our mental health system.	Don't touch street	Nothing	Have one stop only, council have already fitted street	Leave it alone	Nothing				- Luna Park terminus - Retention of palm trees FITZROY STREET - Remove Stop 133.
62	1	Yes	1	Yes			Ensuring 2 way traffic through Shakespeare rd.								- Shakespeare Grove to be two-way.
63	1	Yes													
64	1							1	Keep both lanes of driving traffic						- Traffic congestion and long queues by narrowing to one lane.
65	1	Yes, with some changes	1	Yes	It is not good enough to state (repeatedly) that "we have been in consultation with key stakeholders" because (A) it is not true and (B) even if it was - it does not mean the stakeholders' opinions have been prioritized and acted upon. The community including the local residents must be listened to and I can tell you - most are fed up with super tram stops smashing communities and ruining their shopping strips and jamming up their suburbs.	RE Point 3.1 - to uphold the vibrancy and uniqueness of Acland Street - you would do that by increasing trade - you would do that by banning trams from Acland and throwing advertising money at Acland Street and street scaping to make public spaces. This is NOT what Yarra Trams will do - it will destroy trade and businesses. Council plans will also destroy businesses and trade.	The trams should stop outside luna park and modonalds - No 96 trams should Not be permitted in Acland Street. THIS IS A DESIGN ISSUE AND THE SURVIVAL OF OUR LOCAL STRIP IS AT STAKE.	NO - you need to make Option 6 - which reflects what I have written above.							- Greater community involvement in the process of developing designs - Luna Park terminus
66	1	Yes	1	Yes											
67	1	Yes	1	Yes											
68	1	Yes	1	Yes				1	With reference to traffic congestion at Fitzroy Street's intersection with Canterbury Road / Grey Street, the draft submission focusses on congestion in Fitzroy Street. This is not an exclusively Fitzroy Street issue, however. The CoPP submission ought also refer to congestion in both Canterbury Road and Grey Street. In both, congestion grew significantly with the replacement of the roundabout by traffic signals and has continued to grow. In evening peak hour, for example, stationary traffic outbound from the city frequently queues to the pedestrian crossing at the Fraser Street light rail stop.						- Traffic congestion and long queues by narrowing to one lane. - Operation of traffic signals at Fitzroy, Grey and Canterbury Road leading to traffic congestion in PM peak.
69	1	Yes	1	Yes, with some changes	Insist upon an impartial feasibility study democratically approved by all stakeholders to examine the impact on traffic and business of the proposed Yarra Trams Route 96 construction and changes.	Include an option to stop trams in Acland Street altogether, put the terminus at the corner of Acland and Carlisle Streets, and maintain existing pedestrian and vehicular traffic as per current arrangements.			Insist upon an impartial feasibility study democratically approved by all stakeholders to examine the impact on traffic and business of the proposed Yarra Trams Route 96 construction and changes.	Include options for U-turns below Grey Street in Fitzroy St.					- Undertake a triple bottom line impact assessment of the project. - Luna Park Terminus - Traffic management controls of mid-block U-turns.

Submitter ID	Q1. Do you support Council's position that Yarra Trams and PTV should commit to ongoing community involvement throughout the life of the entire project? (see page 3 of the draft submission)		Add your suggestions about community involvement		Q2. Do you support Council's position on what key objectives should be delivered in the final tram stop design? (see page 3 & 4 of our draft submission)		Add your suggestions about the Council's key objectives		Q4a. Is there anything you want to ADD to our Acland St Proposal?		Q4b. Is there anything you want to CHANGE in our Acland St Proposal?		Q4c. Is there anything you want to KEEP in our Acland St Proposal?		Q5a. Is there anything you want to ADD to our Fitzroy St Proposal?		Q5b. Is there anything you want to CHANGE in our Fitzroy St Proposal?		Q5c. Is there anything you want to KEEP in our Fitzroy St Proposal?		Summary of Key Issues		
	Q1 - Yes	Q1 - No			Q2 - Yes	Q2 - No					TOTAL	Acland - Option 1	Acland - Option 2	Acland - Option 3	Acland - Option 4	TOTAL	Fitzroy - Option 1	Fitzroy - Option 2	Fitzroy - Option 3	Fitzroy - Option 4			
70	1		Yes		1		Yes, with some changes	The Council's version is more thoughtful and realistic than the originally proposed PTV options. However no analysis permits me to believe that any of the options presented, for Acland or Fitzroy St, are necessary, or anything more than a shameful waste of money. The presently existing stops are better options than the "improvements" being offered. In all cases,	Yes. In my experience, there are more people catching the tram outside the Woolworth arcade than at the terminus. So why would you or PTV remove the supermarket stop? Makes no sense. Don't know about the need for double-tracking at the Village Belle end of street. Don't see need for expanded stops or traffic shuttles. Don't agree with any of that. Spending money for busy-work is what it is. If you want to improve the service, ensure there are more trams coming more reliably on it, it's the only thing that will do so.	See above answer.						See below	No need for contracting traffic on a busy road that is going to get busier over time with population growth and more cars. No need for ANY change to current stops. If any stop was going to go, it logically should be the Park St one. If any is, that is excess to requirements. However PTV probably won't look at that, because it aligns with terminus of 112 tram. (Although it must be a very small percentage of people who get on a tram in St Kilda to get to the City and use the 112 to get there.) Again, as with Acland St, none of the proposals - council or PTV - is an improvement to the current state of play, all will cost millions, and be wasted busy-work, added nothing to the advantage of commuters using tramways system.	Yes, avoiding the frankly idiotic idea of PTV's about shutting off access to the lane that goes to St Kilda Park Primary, the St Kilda Sports Club, and provides access to a handy car park for locals/visitors, plus access to this end of the Albert Park Oval/Recreational precinct. Council seemingly does not favour the PTV option that was in favour of the ridiculous notion, so to that extent, I definitely agree with the Council model.					- Rationale for implementing the changes - Rationale for double tracking at terminus - Rationale for removing Stop 139 - Need more trams servicing the route more reliably - Remove Stop 134 - Traffic management controls on red block right turns and U-turns.
71	1		Yes		1		Yes, with some changes	non of the suggestions have quantifiable measurements associated with each. They are theoretical ideas with emotional appeal but lack intended measurement.	Until quantifiable measurements are established, the whole proposal is a white wash of what, appears to be, yarra trams intent (read: support investment already made in future transport vehicles) and council defined benefit.	Measure input from traders and residents on available options. Treating each with equal voice.			1									- Undertake a triple bottom line impact assessment of the project. - Greater community involvement in the process of developing designs	
72	1		Yes		1		No			Don't block cars or business will die.					Please do not make it a super stop and narrow traffic even more. I work at Pelican and have done so for 9 years. Since the super stop was installed at the bottom end of Fitzroy St, business has dropped dramatically. It is so hard to travel through the area and it becomes a bottleneck so quickly, if you do the same thing up the top end, it will destroy business. Same applies to Acland St. Do not block car traffic. It is fine as is.	Don't do it	Nothing. People who are not affected by the decisions are making the decisions. It is not their businesses that will die.					- Pedestrianisation of Acland Street will negatively affect traders. FITZROY STREET - Traffic congestion and long queues by narrowing to one lane; implementing platform stop will negatively affect traders on Fitzroy Street.	
73	1		Yes		1		Yes						1										
74	1		Yes		1		Yes						1										- Greater community involvement in the process of developing designs
75	1		Yes		1		Yes						1										
76	1		Yes		1		Yes						1										
77	1		Yes		1		Yes						1										
78	1		Yes		1		Yes, with some changes						1										FITZROY STREET - Traffic congestion and long queues by narrowing to one lane; - Implementing platform stop will negatively affect traders on Fitzroy Street.
79	1		Yes		1		Yes						1										
80	1		Yes		1		Yes						1										
81	1		Yes		1		Yes, with some changes	key inclusions in design assume which design is being chosen	Investigation of other design options such as terminus at Luna PAVK				1										- Luna Park Terminus
82	1		No		1		Yes, with some changes	The key objectives can be achieved without locating the stop in Acland Street. A more sensible and workable solution is to locate in outside of the Luna Park as a terminating location.	No information is provided on how council will manage the snaking of traffic around the surrounding residential area. With the loss of carparks from Acland Street, this will force those looking for a car park into the car parks reserved for Coles and Woolworths shoppers. This will make shopping in the area, which is already difficult, even more so for those that require cars such as families or those doing a large shop.	Have the trams terminate outside of Luna Park. It has not been explained why this cannot occur.				1									- Luna Park Terminus - Traffic access and circulation across St Kilda Village - Lack of car parking (high utilisation of parking spaces, no capacity) - Preserve the amenity of surrounding residential areas - No net loss of parking to cater for Acland Street traders.
83	1		Yes		1		Yes, with some changes		More info needed to make up my mind					1									- Remove Stop 133. - Traffic congestion and long queues by narrowing to one lane;

Appendix B – Initial Findings of Acland Street Economics Study

Proposed Acland Street Conversion: Economic and Business Impact Assessment

Prepared for

City of Port Phillip

23 August 2013

This report has been prepared for the exclusive use of the party to whom it is addressed and for no other purpose. No responsibility is accepted for any third party who may use or rely on the whole or any part of the content of this report. It should be noted that any subsequent amendments or changes in any form to this report would only be notified to and known by the parties to whom it is addressed. This report has been carefully prepared by Charter Keck Cramer Strategic Research and the information contained herein should not be relied upon to replace professional advice on specific matters.

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1. EXECUTIVE SUMMARY

Charter Keck Cramer was appointed by the City of Port Phillip in August 2013 to assess the potential economic impact of the proposed conversion of Acland Street to a pedestrian mall. This conversion will allow upgraded Disability Discrimination Act (DDA) compliant trams and tram stop. Identifying the likely impacts and opportunities resulting from the proposed mall will inform Council's submission to Public Transport Victoria (PTV) on the proposed new tram-works.

In identifying likely impacts and opportunities, the experience of comparable locations characterised by a pedestrian mall were investigated. Identifying key success factors for these locations provided not only a better informed assessment of likely economic impacts, but also the opportunity to identify potential strategies for mitigating any adverse impacts.

1.1 Methodology

In order to allow an objective assessment of potential economic impacts to be undertaken, rents for retail properties were used as an indicator of the retail performance of a particular location, given the strong relationship between the profitability of businesses and their ability to pay higher rents.

Case studies for four pedestrian malls, comparable to Acland Street through being regional destinations, have been undertaken. These locations were The Corso (Manly NSW), Moseley Square (Glennelg SA), Market Street Mall (Box Hill) and Eaton Street Mall (Oakleigh).

In each case study the rental premium for retail premises was compared to nearby properties which offered immediate access to on-street car parking. Any premium (or discount) was then compared to the premium that currently exists for properties in Acland Street over those in the adjacent retail areas of Barkly Street and Blessington Street. These case studies also offered the opportunity to identify those factors that have influenced the retail performance of each location.

1.2 Key Findings

Some of the strengths, weaknesses, opportunities and threats that characterise Acland Street are as follows

1. Strengths

- Bayside location provides a natural attraction for visitors which is unable to be replicated by other centres.
- Local population base growing at 1.25% per annum.
- Accessibility via public transport (trams, buses) and bike paths.
- Well defined and walkable precinct offering a village atmosphere compared to longer and less well defined retail precincts such as Chapel Street.
- Generally adequate car parking based upon recent traffic surveys.
- 2 hour free parking during non-peak times compared to only 1 hour in Chapel Street¹.
- Tram terminus located within Acland Street provides a natural destination for visitors.

¹ <http://www.chapelstreet.com.au/getting-here/>

2. Weaknesses

- Congestion during peak periods may impact upon visitors' experience or discourage potential visitors.
- On-going reliance upon attracting visitors from beyond the immediate area in order to maintain existing business mix and property values.
- Absence of public space and limited seating may discourage visitors from remaining longer in Acland Street.

3. Opportunities

- Pedestrian mall environment may differentiate Acland Street from competing centres through allowing street based entertainment (e.g. buskers), reducing pedestrian congestion during peak times, and encouraging visitors to remain in Acland Street longer through providing seating and entertainment.
- Opportunity to increase local residents usage of Acland Street.

4. Threats

- Seasonality in trading conditions may impact on business performance.
- Focus on discretionary retailing may expose businesses adverse economic conditions.
- Competition from other retail locations that have evolved into lifestyle precincts for both local residents and visitors (e.g. Carlisle Street Balaclava, Ormond Road Elwood, Bay Street Port Melbourne, Glen Huntly Road Elsternwick, Chapel Street Windsor).
- Congestion (pedestrian and vehicular traffic) during peak times may be limiting the potential for an overall expansion in business activity.

Acland Street's ability to attract visitors from across the wider region reflects the dominance of lifestyle related activities such as cafes and restaurants and fashion retailing, together with its bayside location.

This has supported higher retail rents in Acland Street given the opportunity to serve a larger catchment population. Net rents for retail properties within Acland Street are comparable to Melbourne's other prime retail strips with only Chapel Street having noticeably higher rents.

Within the St Kilda Village precinct retail properties within Acland Street currently achieve a rent premium of 40-60% over that of comparable properties in Barkly and Blessington streets. This reflects the attractiveness of Acland Street as a destination for visitors and the resulting higher trading performance of businesses.

1.3 Case Study Comparison

Each of the pedestrian malls that were analysed also achieved a similar rent premium over adjacent retail areas where on-street car parking was available, or as in the case of Moseley Square achieved rents comparable to the adjacent prime retail precinct within Jetty Road Glenelg. The key findings from the assessment of Acland Street and the four case study locations is presented in the following table.

It would therefore be reasonable to conclude that the conversion of Acland Street to a pedestrian mall will not have any significant long-term economic impact upon the performance of business or rental income from properties.

The success of the four pedestrian malls has however been achieved in most cases through Council playing an active role in not only regularly upgrading facilities but also facilitating entertainment and other activities to attract visitors. Providing the opportunity for visitors to

extend their stay in Acland Street will increase the likelihood of increased spending at local businesses.

Location	Key Findings
Acland Street St. Kilda	<ul style="list-style-type: none"> ▪ Rent premium of 40-60% over Barkly and Blessington streets. ▪ Rents comparable or slightly higher than Melbourne's prime strip centres.
The Corso (Manly NSW)	<ul style="list-style-type: none"> ▪ Rent premium approximately 50% over adjacent retail strips offering on-street parking. ▪ Classified as one of Sydney's seven prime retail strips. ▪ Rents comparable to other prime strips and average 5 year vacancy rate (3.5%) below average of other prime strips (5.2%). ▪ Four Council car parks (1,013 spaces) offer free parking 7 days per week until 7pm. ▪ The Corso offers landscaped public space for entertainment and public seating.
Moseley Square (Glenelg NSW)	<ul style="list-style-type: none"> ▪ Small precinct of 14 tenancies focused upon hospitality and take away food for a seasonal market. ▪ Rents are comparable to the prime 'destination style' precincts within the adjacent Jetty Road activity centre. ▪ Moseley Square and Council initiatives have received strong support from local traders and commercial real estate agents. ▪ Additional car parking is financed via a levy on new development where parking unable to be provided on-site. ▪ Key focus of Moseley Square is upon providing entertainment, public seating and community space.
Market Street Mall (Box Hill)	<ul style="list-style-type: none"> ▪ Rent premium approximately 65% over adjacent Whitehorse Road properties. ▪ Rents comparable to prime high exposure sites. ▪ Benefits from being a connection from tram terminus / Box Hill TAFE to Centro Box Hill / train station.
Eaton Street Mall (Oakleigh)	<ul style="list-style-type: none"> ▪ Rent premium 50% over adjacent retail precincts. ▪ Mall upgrades over past decade have attracted new hospitality businesses and investment in properties.

1.4 Assessment of Conversion Options

A preferred design for the conversion of Acland Street will most likely contain elements from more than one of the options prepared by PTV and the City of Port Phillip. Some key considerations in selecting these elements together with the opportunities for mitigating any adverse impacts include the following.

Key Design Elements

- Removal of Car Spaces

The key factor determining the impact of any loss of car spaces will be the extent to which Acland Street maintains its role as a regional destination. Any loss of car spaces should therefore directly provide for either improved public transport access or improvements to the public realm to attract additional visitors.

- Pedestrian Plaza

A plaza will provide the opportunity for street entertainment such as buskers as well as larger scale entertainment which would reinforce St. Kilda's reputation as a location for arts and music and attract more visitors. Importantly, this would also differentiate Acland Street from its competitors that have to some extent emulated Acland Street through evolving into café precincts.

Mitigation Strategies

- Enhancing Visitors' Experience

Improving visitors' experience of Acland Street will encourage longer stays within the precinct as well as more frequent visits. Key opportunities for achieving this include using public spaces to provide additional seating to allow visitors to rest and enabling both informal entertainment such as buskers and organised events. Pedestrian congestion that occurs during peak periods may also be alleviated through increasing the amount of public space.

- Transport

The impact of any loss of on-street parking may be potentially reduced through using remaining car spaces more efficiently. This may be achieved through improved signage to direct visitors to available spaces.

Similarly demand for car spaces may be reduced by encouraging local residents to cycle to Acland Street through Council providing improved bike parking facilities.

Appendix C – Initial Findings of Fitzroy Street Economics Study

Fitzroy Street Route 16 Tram Stop Upgrade: Economic and Business Impact Assessment

Draft Report

Port Phillip City Council
August 2013



Independent insight.

EXECUTIVE SUMMARY

SGS Economics & Planning (SGS) was commissioned by the City of Port Phillip (Council) to investigate the business and economic impacts of the proposed tram stop upgrades on Fitzroy Street, which would allow new low-floor trams to run along the Tram Route 96 and parts of Tram Route 16, thereby increasing tram service reliability, efficiency and access for customers using these routes. Council was specifically interested in the impacts on footfall, property levels and rental values, trading mix and day and night time trading activity.

Presently, four upgrade options are under consideration, two of which have been proposed by Public Transport Victoria (PTV), and the other two by Council. Three of these options will involve amalgamation of current stops 132 and 133 into an accessible level access tram stop which is compliant with the Disabilities Discrimination Act 1992 (DDA) and will require removal of some car spaces and a narrowing of through lanes. The fourth option will see the removal of current stop 133 and provide no DDA compliant stop. A graphical representation of these options is shown in Figure 1.

To respond to the task, SGS undertook three separate exercises as follows:

- Using a variety of databases maintained by Council, and studies commissioned by Yarra Trams and other Councils¹, SGS analysed factors underpinning present trading conditions on Fitzroy Street, and where possible, how these have evolved with time, having regard to: pedestrian and vehicular traffic; number of people alighting at, and getting on trams along Fitzroy Street; parking spaces; and property values.
- A literature review, to identify relevant case studies in Melbourne, which have or are about to receive tram stop upgrades, to document outcomes of such upgrades on: overall impact on trade levels, footfall and general vibrancy; shifts in rents and land values; shifts in role and retail offer; and strategies undertaken to mitigate adverse impacts and leverage positives.²
- On-site surveys of shopkeepers and shoppers on Fitzroy Street and High Street, Northcote, where level access tram stops have been introduced into a strip shopping centre in a similar fashion to that proposed for Fitzroy Street, to observe the respondent's expectations of impacts and their experience after the introduction of upgraded tram stops.

Key findings from these tasks with relevance for the results of this report are summarised below.

¹ Including Council's property valuations data covering premises on Fitzroy Street and the time periods of 2004, 2008 and 2012; Public Transport Victoria 2013 data, summarising on and off tram boarding numbers and tram load for all trams using stops 132 and 133; Traffic Works 2013 report containing traffic, pedestrian and parking surveys undertaken on Thursday 6th December and Saturday 8th December 2012; AECOM 2013 report containing pedestrian, vehicle and cyclist count surveys on Fitzroy Street between Lakeside Drive/ Prince Street and Canterbury Road/ Street; and BVY Traffic Survey 2013 data containing pedestrian counts on Fitzroy Street from March 2013 .

² The following information sources were used in this literature review: Sweeney Research from December 2006, undertaken on behalf of VicRoads, which contains findings from face-to-face interviews held with city tram users and retailers along Collins Street and Bourke Street Mall; SKM Research from 2004, undertaken on behalf of Yarra Trams, which contains findings from face-to-face interviews with retailers and tram users on a proposal to improve travel times, user safety and the tram route along Victoria Parade between Brunswick Street and Hoddle Street; and insights gained from consultation that SGS held with its in-house industry expert, Nigel Flannigan, who has many years-worth of knowledge of factors contributing to the success of shopping street retail precincts in Melbourne.

Key findings from present trading conditions

- The pedestrian environment dominates on Fitzroy Street, with nearly as many pedestrians on the street as there are vehicles. Up to 1,450 pedestrians were present on different sections of Fitzroy Street during the last traffic survey in March 2013 compared with up to 1,200 vehicles during peak periods.
- The use of level access tram stops 134 and 135 collectively is much higher compared with tram stop 133, especially on weekends, i.e. perhaps when those with higher access needs such as families with a pram or people with a disability use the tram route.³
- Otherwise, on a weekday, tram stop 133 is certainly a popular stop for commuters using the route 16 tram to board and alight along Fitzroy Street. The number of commuters who use this tram stop to get on and off route 16 trams is much higher compared with those who use tram stop 132.
- Presently, there are close to ten unoccupied parking spaces available in the afternoon and evening peak hours, regardless of the day of the week. Any consequent reduction in parking spaces due to the provision of a level access tram stop, and regardless of the option under consideration, will not completely eliminate unoccupied available parking spaces on the Street, as the considered options will result in a loss of between two and eight parking spaces. Interestingly, there are more than ten unoccupied parking spaces available at 3 pm regardless of the day of the week; consequently, after the introduction of the tram stop upgrades, shoppers who choose to drive to the street bound for non-food retailing shops in operation at that hour, should still be able to find some available parking spaces, albeit with some increased difficulty.

Property valuations data has been utilised to compare any significant differences in the growth of these values over time for properties immediately adjacent an existing level access tram stop on Fitzroy Street (tram stops 134 and 135) with the whole precinct. Whilst there are many factors which contribute to the differences in average values between locations, it is interesting to see if growth in property values adjacent to level access stops between 2008 and 2012 (the timeframe between which these stops were introduced) was significantly different from that of the whole precinct, especially, where the 2008 base values of properties for the whole precinct and those adjacent level access stops were largely similar.

The findings are mixed, but they do suggest that ‘Shops’ immediately adjacent the platform stop 135 have experienced a significantly greater increase in growth between 2008 and 2012 compared to the Fitzroy Street precinct as a whole. Similarly, ‘Nightclub/cabaret’ and ‘restaurants’ immediately adjacent platform stop 134 also experienced significantly greater growth than the average values for the total precinct between 2008 and 2012.

Key findings from the desktop review of studies evaluating impacts of upgraded tram stops on Bourke and Collins Streets

- Traders and shoppers alike believe that trams are beneficial for businesses.
- Between 43% and 77% of traders interviewed on different locations (Collins and Bourke Streets) suggested that introduction of level access tram stops were beneficial to their businesses. The main reasons that level access tram stops were rated positively by traders and tram users were improved look of the stop/modernised tram stops, improved safety and ease of use/access. In contrast, the main reasons that tram stop changes were rated negatively by traders were reduced parking availability, more traffic congestion, the need for shoppers to walk further because of fewer tram stops and safety concerns for those crossing the road.

³ Measured by the number of people who alight at, or get on a tram at these stops.

- Quite convincingly, eight in ten tram users (79%) expressed a preference for using level access tram stops rather than older stops. This strong response for using such stops was much higher compared to the proportion of users who suggested that the introduction of such stops had reduced tram delays (less than half of all respondents). This is perhaps a significant finding, as it alludes to preference for using level access stops amongst customers, even if it does not lead to higher tram frequencies or reduced tram delays.
- Introduction of level access tram stops did not result in a substantial increase in the total number of visitors to Bourke and Collins Street (six percent as suggested by tram users and 14 percent as suggested by traders), but those who arrived on these streets by tram, preferred to alight at, or get on at, a level access stop.
- When asked about what would make shoppers want to catch trams more than they currently did, the most popular response was “more frequent/ better service” (14%) followed by “more trams with easier access for prams/ wheelchairs” (7%) and “easier access/ availability” (7%).

Key findings from the on-site surveys

Interviews with traders on Fitzroy Street revealed that:

- 55% foresee a reduction of at least 10% of their customer base with the introduction of a level access tram stop, with another 20% of respondents predicting a fall of less than 10%, and another 15% forecasting a marginal increase in their customer base. The remaining 10% felt that their customer base will be left unchanged. An overwhelming majority of businesses (72%) suggested that they would not alter their trading hours. No businesses expect to change their product offerings or mix.
- Nearly 60% of traders are concerned with the removal of tram stop 133. Nearly 24% predicted that their customer base will decline by more than 10% with the removal of the tram stop, with another 5% of the opinion that their customer base will fall slightly.
- By contrast, within the group of High Street shopkeepers who believed the number of shoppers had risen in the past few years, 60% believed that the upgraded tram stops had played at least a minor role on increasing footfall, controlling for all other factors. Amongst those shopkeepers who felt that trading activity had fallen, 40% believed that the tram upgrades had made at least some impact on their business and the shopping strip. The ratio of shoppers who believed that day-time trading activity had changed was split evenly (nearly 40% believing that it had risen, whilst about 40% claiming that it had fallen). Few believed though, that shoppers had changed their mode of travel to visit the Street, a view corroborated by shoppers themselves.
- Interestingly though, a large proportion of High Street shopkeepers (65%) claimed the new stops provide an aesthetic appeal to the shopping street.

It must be noted here though, that traders may not be accurate in their anticipation of the adverse impacts of removal of car spaces, especially when other ‘background’ factors are at play which might negatively influence trading. This was a conclusive finding of an SGS survey conducted in 2011 for Stonnington City Council, investigating the impact of Clearway extensions in High Street, Armadale on turnover, shopper behaviours and retailer confidence.

It was clear that traders confounded the impact of car parking losses with the wider negative impact of the GFC on their businesses.

Estimated business and economic impacts

The discussion below summarises our findings on business and economic impacts for each option. More details are provided in Tables 6 -9 in the report.

The time and resources made available for this study did not support precise measurement of the impacts of each option. Nevertheless, the research we have assembled provides clear guidance on the direction of the business and economic effects of the various tram stop configurations.

Option 1 - 3

It is noted here that the first three options under consideration are largely similar as far as impacts on tram patrons are concerned, i.e. they are anticipated to result in an increase in tram patrons of a roughly similar magnitude (up to 14% if results of available research are to be believed). Consequently, the impacts on footfall arising due to a higher tram patronage might be largely similar too across these options.

These three options also appear quite similar in terms of influencing cyclists and other pedestrians, as well as influencing/ improving the amenity of the Street, with no significantly different impacts expected for the retail mix and trading hours from current levels. If anything, the increase in frequency of trams may induce some late night time activity under all three options. This may result in some increased turnover for businesses, who choose to extend late night trading hours.

Notably, however, these options differ in their provision of access to vehicles along the Street. Option 1 for instance, severely restricts vehicle access into and out of the St Kilda Sports Club and the primary school, while Option 2 also restricts access for vehicles into these key sites. Though, option 1 would only see a reduction of two parking spaces as opposed to eight under the other two options. Nevertheless, all three options will involve a similar reduction in road space.

On this basis, it appears that footfall might increase marginally under all three options, due to increased tram patronage and the marginal increase in vehicles, pedestrians and cyclists who might use the Street after the introduction of the level access tram stop. Higher footfall and accessibility to a compelling retail strip such as Fitzroy Street will consequently also affect turnover of businesses on the Street.

This increase in footfall and accessibility and consequently, turnover, might be most pronounced under Option 3.

Option 4

Option 4, in comparison to the other three options, may severely impact some tram users (particularly those with limited mobility). Consequently, footfall may indeed decline in this option compared with current levels.

Comparatively, retail mix, property values, shopping turnover and trading hours are unlikely to be affected under Option 4.

Collectively, these findings indicate that Option 3 is best.

Regardless of the option which is implemented, it is our recommendation that steps are taken to communicate the benefits of the upgrades to the community before implementing any changes, and to mitigate impacts of the upgraded infrastructure on users of the precinct. Clear examples of active proponent involvement are abound from other Melbourne jurisdictions where such stops have been planned or introduced. Some are provided here for reference:

- VicRoads conducted an extensive community consultation process on the proposed installation of tram platforms stops in Swanston Street, between Victoria Street and Grattan Street. The consultation process included a mass distribution of an information bulletin and feedback form; communicating with tram users by distributing brochures; hosting community information sessions; meeting with traders to allay fears and misconceptions; distributing information packs for specific stakeholders

(included feedback forms); as well as hosting individual meetings, promoting the level stops in newspaper advertisements and on their own website and monitoring feedback on social media.

- The City of Darebin arranged for Yellow Men to be “on duty” at the new “kerb outstand’ tram stops outside the Northcote Social Club (Stop 32) and the Town Hall (Stop 31). Their role was to help pedestrians, tram passengers and cyclists to “share the road with care”. Yarra Trams also had customer service employees at the stops to assist passengers to board trams safely.
- The City of Melbourne also utilised a similar approach with individuals directing traffic and pedestrians along Swanston Street dressed as lifesavers and umpires after the introduction of super-stops on Swanston Street.

In this regard, it is heartening to note that City of Port Phillip and Public Transport Victoria have also sought community feedback through a number of methods including a posted letter and a “have your say” internet response page in relation to the proposed tram stop upgrades on Fitzroy Street. The City of Port Phillip described the potential upgrades in terms of their advantages and disadvantages and highlighted the importance of community feedback. A number of information sessions were also held at the Acland Court Shopping Centre. Such steps should continue. Furthermore, Council should investigate the possibility of engaging Yellow Men (similar to City of Darebin) to help users on the road after the introduction of the upgrades (indeed, if either of options 1 – 3 are finalised).

References

ⁱ City of Port Phillip (2010), *Footpath Trading Guidelines*.

ⁱⁱ Aecom (2013), *Fitzroy Street Traffic Impact Assessment: Route 96 Corridor Development Project*.