Submission Cover Sheet

Sub no: **415**

West Gate Tunnel Project IAC

Request to be heard?: Yes

Full Name:	Travis John Reid
Organisation:	Ashe Morgan
Address:	NE F01 – Level 1, 102 Studio Lane Docklands 3008
Affected property:	277-321 Footscray Road, Docklands 3008
Attachment:	Waterfront_City_
Comments:	Dear Sir/Madam,Please refer to attached Submission and Supporting Reports attached.Thank-you,Travis Reid, Conversion Partners

6 July 2017

Mr Nick Wimbush
Chair, West Gate Tunnel Project – Inquiry and Advisory Committee
C/- Western Distributor Authority
GPO Box 4509
Melbourne VIC 3001

Dear Mr Wimbush,

Submission to West Gate Tunnel Project Environmenal Effects Statement by Ashe Morgan regarding Harbour Town Melbourne

Conversion Partners represents AM Harbour Town Nominee Pty Ltd (Ashe Morgan) the owners of Harbour Town Melbourne (Harbour Town) in Waterfront City, Docklands. This submission is made on behalf of Ashe Morgan to the West Gate Tunnel Project – Inquiry and Advisory Committee (Committee) in response to the West Gate Tunnel Project (WGTP) Environmenal Effects Statement (EES).

The purpose of this submission is to address impacts the WGTP will have on Waterfront City including Harbour Town and the surrounding precinct, and present recommendations for modifications to the design of the WGTP which may alleviate some impacts and offer a superior overall outcome consistent with the Committee's Terms of Reference. Further to this submission, we request the opportunity to address the Committee at its Public Hearing commencing on 14 August 2017.

Since acquiring Harbour Town in 2014, Ashe Morgan has commenced a significant investment program to revitalize and expand the existing 42,000m^2 Centre and develop vacant land to create a major mixed use urban renewal precinct building on the existing drawcards in Waterfront City which include Melbourne Star Observation Wheel, Icehouse and Costco.

The program to date has included:

- Preparation of a new Master Plan for the precinct
- Preparatin to launch a new Precinct Name in 2017
- Obtaining nine (9) planning permits with more applications to follow
- Development of a $45 million Hoyts Cinema and Entertainment Complex opening mid-2018
- Development of a $50 million Woolworths Supermarket & Fresh Food Market (commencing construction late 2017)
- Development of a flagship Toyota/Lexus Showroom
- Enhancement of the existing Harbour Town Centre through:
    - Construction of new canopy roofs over Star Crescent, Wharf Street and Studio Lane
    - New pedestrian entries to Docklands Drive opposite free tram services
    - Transformation of the public environment and new open spaces
    - Opening of an international fashion label later in 2017

- Opening of the new Giraffe Child Care Centre
- Future development of a 2ha land parcel between Footscray Road and Waterfront Way as a mixed use precinct delivering an additional 190,000m^2 of employment, shopping and living space.

Harbour Town is located on almost 11ha of land between Footscray Road and Pearl River Road, Docklands. The precinct is directly adjacent to the WGTP project area as shown in Figure 1.

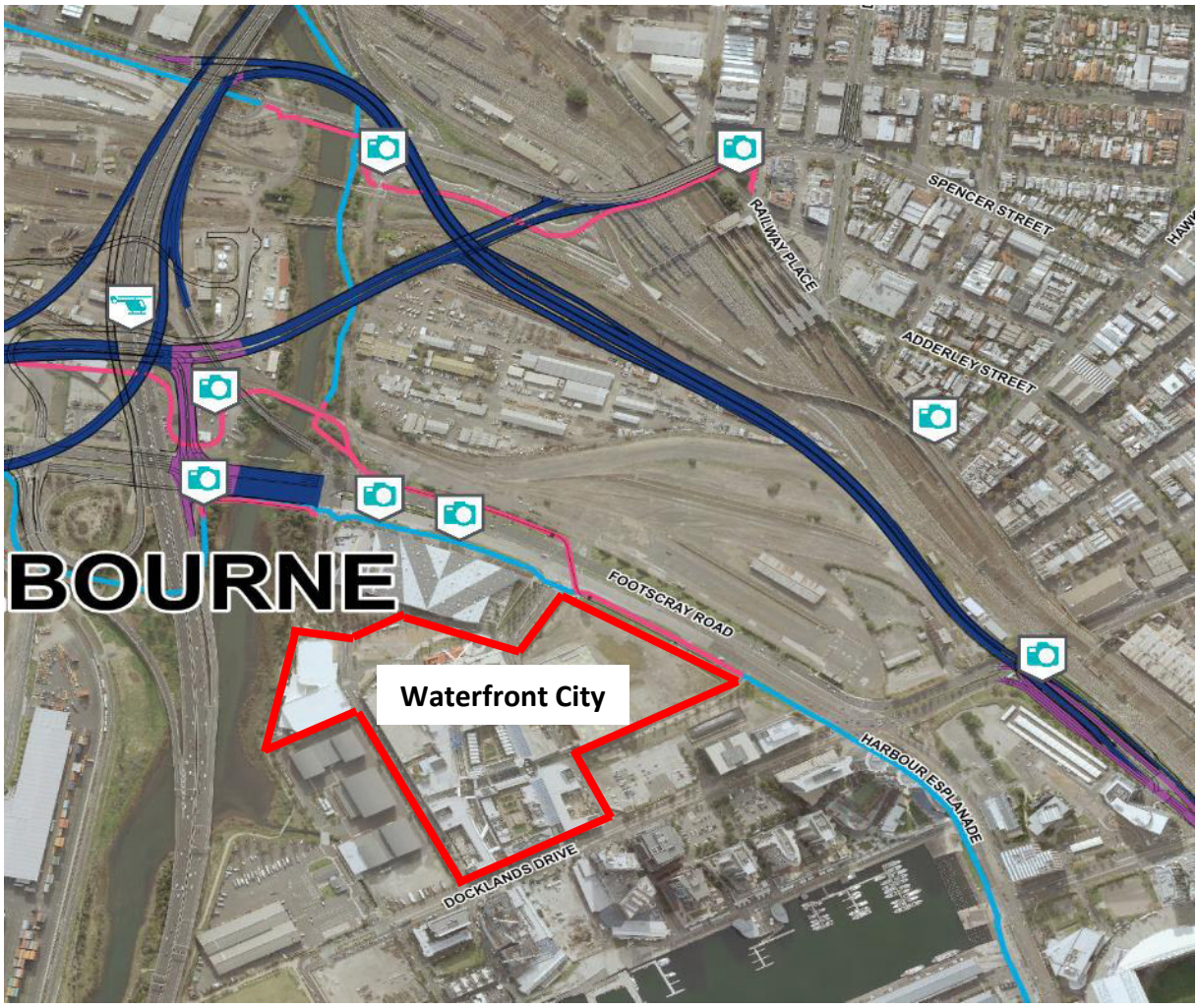


Figure 1: Waterfront City opposite the WGTP

Conversion Partners has participated in the Western Distributor consultation process from its outset having met with representatives of WDA on three separate occasions. During the Reference Design Phase we met with staff and consultants including Mr Paul Smith, Traffic Manager, Western Distributor Authority (WDA) in July and August 2016 to discuss our objectives and progress in the redevelopment of Waterfront City.

In response to the Reference Design we lodged two submissions with the WDA dated 15 September 2016 and 26 September 2016 (Attachment 1 and 2) addressing the following objectives:

1. Provision of a Right Turn Movement into Pearl River Road from Footscray Road; and
2. Provision of a Docklands to North Mellbourne Station Connection.

Following the release of the Prefered Design we subsequently met with Mr Paul Smith on 9 May 2017 to review potential impacts on the objectives raised in our submissions. With release of the EES, we again spoke with Mr Paul Smith who advised us to make submissions to the EES.

Having reviewed material within the EES and obtained expert advice from our consultants, we now make this submission to address impacts the WGTP will have on Waterfront City and the surrounding precinct and opportunities to modify its design to improve overall outcomes. From our assessment, we believe the impacts will be:

1. **Preclusion of a Docklands to North Melbourne Station Connection**
2. **Preclusion of a Right Hand Turn into Pearl River Road from Footscray Road**
3. **Commercial Impact, Permanent Loss of Development Land and Visual Obstruction by Footscray Road Shared Use Bridge on Showroom Development**
4. **Occupation of Development Land by WGTP Construction Activities**
5. **Traffic Impacts from E-Gate Construction Compound**

To assess technical impacts of the WGTP on Waterfront City, we engaged consultans Arup, Cardno and NH Architecture to review the proposed project design.

A summary of the impacts is presented below with reference to consultant reports which are enclosed as attachments to the submission.

1. Preclusion of a Docklands to North Melbourne Station Connection

The functional brief of the WGTP required bidders to demonstrate how a Docklands and North Melbourne Station Connection (Connection) is not precluded by the proposed design. We believe the preferred design advanced in the EES does not sufficiently evaluate, nor demonstrate, how the Connection is not precluded.

Furthermore, we believe the strategic importance of the Connection between North Melbourne Station and Docklands warrants design integration and delivery of early enabling works through the WGTP to bring forward benefits and equally to ensure possible impacts on the deliverability of the Connection from the WGTP are avoided.

The need for and strategic importance of the Connection from North Melbourne Station to Docklands has long been recognised in planning policy and strategic studies. The Connection is intended to provide a shared use path enabling active transport linkages:

- Between North Melbourne Station, as a transport hub for regional rail and metropolitan bus services, and Docklands

- Between communities in West Melbourne / North Melbourne / Macaulay-Arden and Waterfront City / New Quay / Digital Harbour / Docklands
- Between Arden Melbourne Metro Station and Docklands
- Connecting commuter cyclists from western and northern Melbourne into Docklands and the Capital City Trail
- Connecting school children living in West Melbourne and North Melbourne to the new Docklands Primary School in Waterfront City

In our submission to the Reference Design we requested that the WGTP anticipate the provision of the Connection in its design. This has not been addressed in the EES documentation.

Given the WGTP transects the E-Gate precinct and the alignment of the Connection, we have now engaged Arup to prepare an assessment of the impacts and opportunities on the Connection and evaluate the technical feasibility of the Connection. The report is included in Attachment 3 and the key findings of the assessment are summarised below:

- The WGTP is a city shaping infrastructure project and opportunities to facilitate development of a range of complimentary city shaping measures such as an active transport link through E-Gate, linking Docklands and North Melbourne Station, should be considered
- Provision of an active transport Connection through E-Gate, improving its connectivity with North Melbourne Station, West Melbourne and Docklands will enhance the value of the overall precinct
- Provision of the Connection will significantly improve the walking catchment of E-Gate, West Melbourne and North Melbourne
- Productivity of existing Government infrastructure, including North Melbourne Station and Southern Cross Station, will be enhanced through spreading demand by providing a range of additional access options to Docklands from North Melbourne Station.
- The WGTP proposal does not include the relevant infrastructure or provide any specific detail regarding how the Connection will interface with the Wurundjeri Way extension or be impacted with respect to construction programme and governance
- An 'Alternative Proposal' integrating the Connection with the WGTP proposes delivery of the link in two sections:
    - Section 1 – From Railway Place crossing North Melbourne Station, extending over the Regional Rail track and the new elevated extension of Wurundjeri Way, a length of approximately 180 metres.
    - Section 2 - Crosses the E-Gate precinct with a potential tie in with the proposed Footscray Road pedestrian bridge at approximately 6.9m, a length of approximately 250 metres
- Section 1 of the Connection should be delivered with the WGTP to enable co-ordination of design, construction and operational shutdowns whilst building over live rail services which, if deferred, will significantly increase the cost of the Connection
- To assist the vertical alignment of Section 2 and enable an optimal tie-in with the Footscray Road bridge, the height of the Wurundjeri Way Extension should be lowered to match the clearance over regional rail

- Section 2 is recommended as a temporary elevated structure to avoid any disruption to the construction zone proposed to be located in E-Gate during WGTP and also prevent any restriction on future master planning of the E-Gate precinct
- Using the proposed Footscray Road bridge, the Connection at its southern end has opportunities to integrate with both the Capital City Trail and a destination within Waterfront City
- A preliminary cost estimate for Section 1 (permanent) and Section 2 (temporary) of the Connection is $28 million
- The Connection provides the catalyst for value capture opportunities to be realised along the link itself and above or immediately surrounding North Melbourne Station

Figure 2 shows the indicative alignment of the Connection from North Melbourne Station passing over the WGTP elevated Wurundjeri Way Extension to Footscray Road Shared Use Bridge.

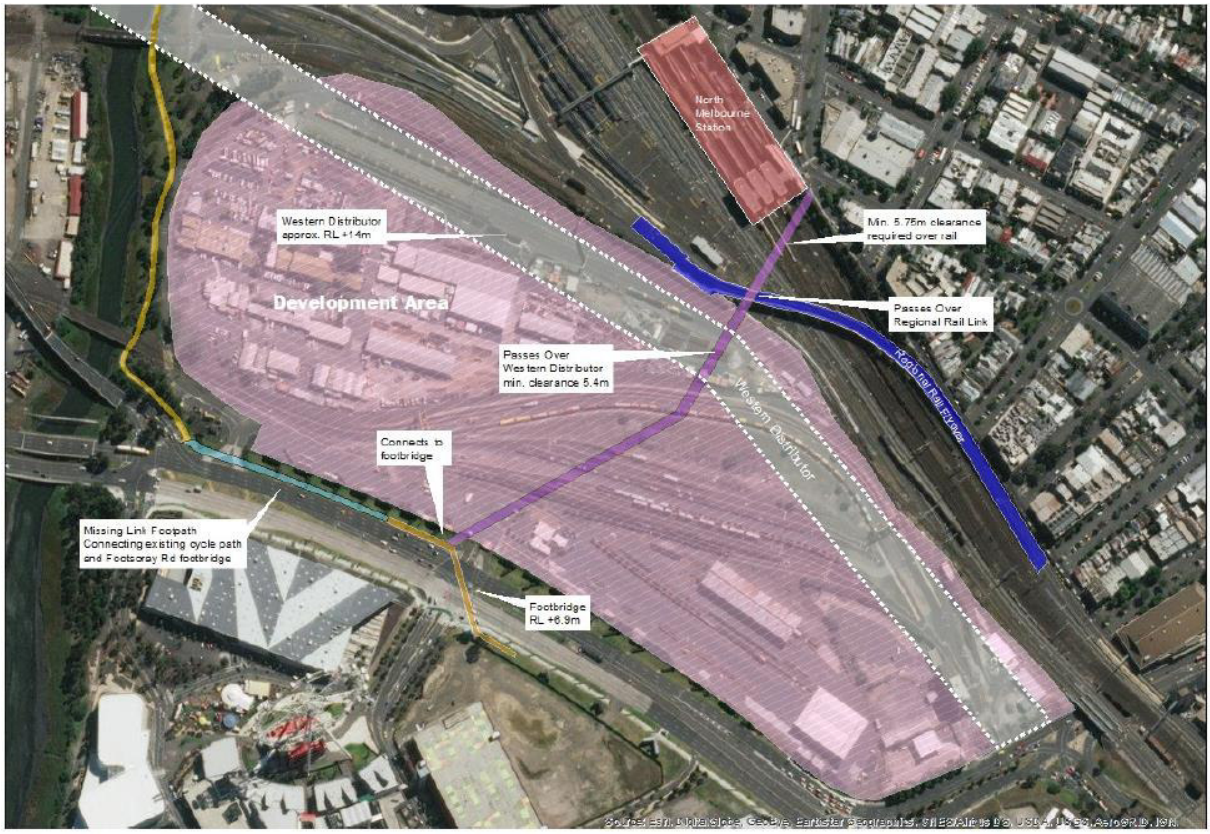


Figure 2: Indicative alignment of the Connection

The Arup assessment demonstrates insufficient analysis has been undertaken to ensure the opportunity to deliver the Connection between Docklands and North Melbourne Station is safeguarded. Moreover, the strategic benefits of integrating delivery of the Connection into the WGTP have not been examined. Principally these benefits include: enhancing the productivity of North Melbourne Station as a transport hub for regional services; and, providing a key active transport linkage which benefits a variety of stakeholders including local residents, workers, school children and commuter cyclists.

We note the City of Melbourne released a Draft West Melbourne Structure Plan in July 2017. The Structure Plan notes the importance of enhanced connections between West Melbourne and Docklands and the potential for the Wurundjeri Way Extension to impact delivery of the connection. Consistent with our submission, it recommends an improved connection is delivered as part of the WGTP project.

We request the Committee:

1. ***Investigate the strategic opportunity, benefits and value creation of the Connection and its early delivery in conjunction with WGTP***
2. ***Recommend a design modification to the WGTP to include the integrated design, procurement and construction of Section 1 of the Connection as a permanent elevated link with WGTP including review of the WGTP design to reduce the height of the Wurundjeri Way Extension to match Regional Rail***
3. ***Recommend delivery of Section 2 of the Connection as a temporary eleveated link through E-Gate and co-ordination of a tie-in with the proposed Footscray Road Shared Use Bridge***
4. ***Investigate how the Connection can be integrated with the Capital City Trail, Waterfront City, Docklands Primary School and an extension of Footscray Road tram services up to Waterfront Way***
5. ***Investigate funding arrangements to enable integrated delivery of the Connection with WGTP and estimate the additional cost of deferred delivery of the Connection***

2. Preclusion of a Right Hand Turn into Pearl River Road from Footscray Road

The Waterfront City Outline Development Plan (ODP) was approved by the Minister for Planning on 15 September 2003. In planning for full build out of the precinct, the ODP approved a fully directional access into and out of the Waterfront City precinct at the intersection of Footscray Road / Pearl River Road and the Citylink Off Ramps which requires the construction of a right turning movement from Footscray Road into Pearl River Road.

Conversion Partners and Cardno held discussions held with VicRoads in 2015 to progress delivery of the right turning movement into Pearl River Road, however VicRoads advised these were to be placed on hold when Western Distributor Project was initiated.

With the continuing development of the Waterfront City, New Quay, Docklands Studios, Ron Barassi Senior Park (including a new indoor community sports facility) and commencement of the Docklands Primary School, the need for a right turning movement into at Pearl River Road may soon become paramount to maintain efficient access to and from the artieral road network from the precinct.

In our submission to the Reference Design on 15 September 2016 we requested that the project bidders be required by WDA to allow for the right turning movement into Pearl River Road. It appears this was not undertaken and subsequently the Preferred Design showed no provision for the right hand turn.

Cardno's Traffic Division has assessed the EES documentation and impacts of the WGTP on Harbour Town and the wider Waterfront City precinct (Attachment 4). It found the entire width of the existing east and west bound bridge decks and the available space between the decks on Footscray Road over Moonee Ponds Creek is proposed to be fully used by the WGTP for additional turning and through lanes. Cardno has determined the proposed configuration will preclude a future option to introduce a right turning lane from Footscray Road into Pearl River Road. Cardno concludes that no consideration has been given to the provision of a right turning movement into Pearl River Road.

By precluding a right turning movement into Pearl River, the WGTP will negatively impact access into Waterfront City which will have flow-on impacts to the businesses, community facilities, residents, workers and visitors in the precinct which rely on vehicle access from the arterial road network. These impacts will become exacerbated over time as Waterfront City and New Quay reach full build-out and alternative right turning movements into the precinct at Waterfront Way and Docklands Drive exceed capacity. If the right turn movement into Pearl River Road is not integrated into the design and enabled through WGTP works, its future cost as a standalone project and the operational impact on the live road network will almost certainly be cost prohibitive.

To rectify this oversight, Cardno has prepared a concept plan showing how the provision of a right turning movement into Pearl River Road can be integrated into the proposed WGTP design with either a slight compression of proposed lanes widths or a narrow widening of either of the existing bridge decks. In relation to the later solution, we note the WGTP already proposes to widen the bridge decks.

We request the Committee recommend a design modification to the design of the WGTP to incorporate a right turning movement into Pearl River Road from Footscray Road generally in accordance with the Concept Design prepared by Cardno.

3. <u>Commercial Impact, Permanent Loss of Development Land and Visual Obstruction by Footscray Road Shared Use Bridge on Showroom Development</u>

Ashe Morgan executed an Agreement for Lease (AFL) with Toyota / Lexus in August 2016 to develop an 18,000m^2 flagship Car Showroom and Service Centre (Showroom Development) on the south east corner of Footscray Road and Waterfront Way. The Showroom Development consists of a four level building, with a 10 level Commercial Office Building (Office Development) to be constructed above the Showroom Development delivering a further 29,000m^2 of office space. Overall, the Showroom and Office Development has an estimated total value of $225 million.

The Showroom and Office Development is consistent with the ODP which supports showroom uses in this highly visible location. The Development will be a new gateway building into the Waterfront City precinct and pre-application meetings have been held with the City of Melbourne to enable a planning permit application to be lodged in August 2017.

Ashe Morgan has exclusive rights to develop the land under its Development Agreement with Development Victoria. We informed Mr Paul Smith of WDA of the AFL and our intention to lodge a planning permit application in our meetings before and after the Reference Design, and subsequently following release of the Preferred Design.

The documentation available with the EES shows the proposed Footscray Road Shared Use Path Bridge and Ramp protruding into our property along most of the frontage to Footscray Road as shown in Figure 3. We have engaged NH Architecture to prepare a visual analysis who have advised approximately 1,363m^2 of land is proposed to be taken by the WGTP (Attachment 5). The proposed acquisition of development land alone would have a significant financial impact on Ashe Morgan, and furthermore the proposed location of the Footscray Road Bridge and Ramp would sterilize the part of our property on which the Showroom and Office Development is to be constructed.

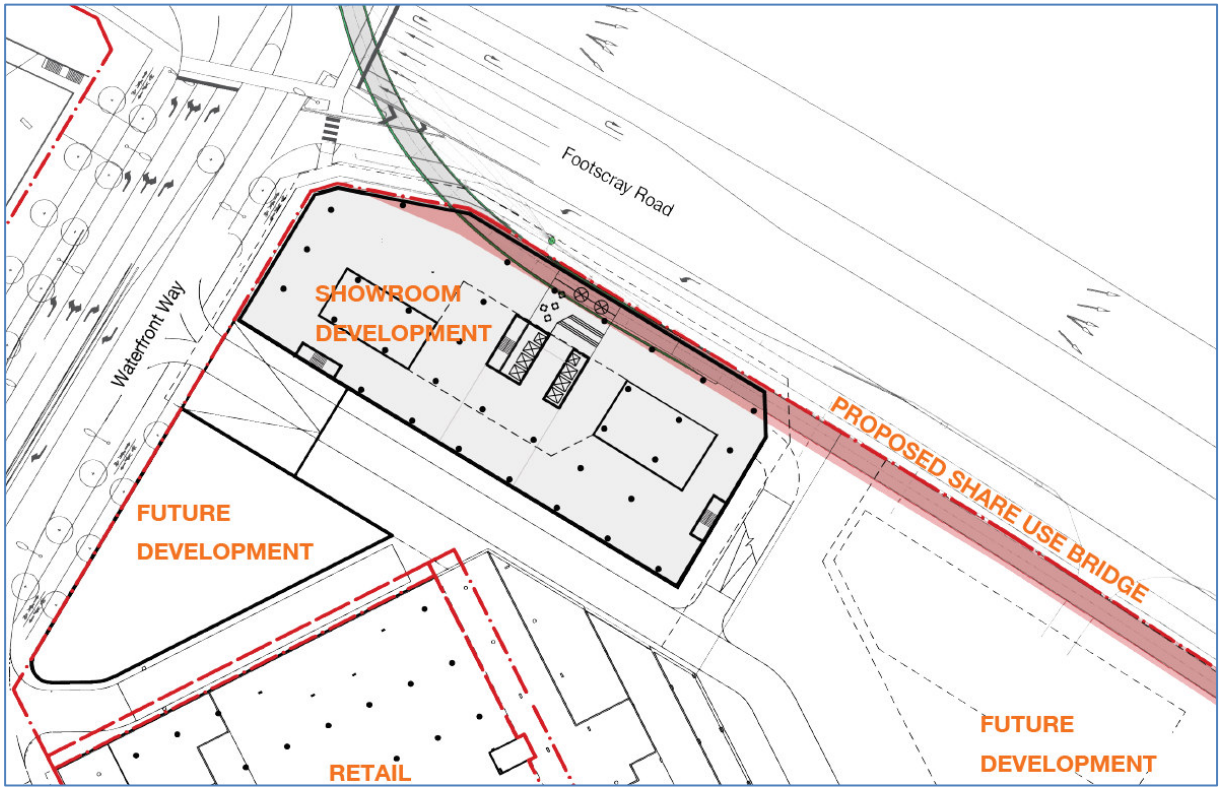


Figure 3: Showroom Development showing impact of Footscray Road Bridge and Ramp

A review of the EES documentation shows that an error was made in determining the extent of our property. Along Footscray Road the property extends east of the existing hoarding close to the western edge of the existing Capital City Trail.

The proposed Footscray Road Shared Use Path includes an elevated bridge and ramp structure stretching along Footscray Road immediately in front of the Showroom Development and Future Development Areas. The elevation in Attachment 5 (extract below) shows the height of the proposed bridge extensively blocks visibility to the Showroom along this prime frontage.

Figure 4: View looking west to Showroom Development illustrating visual obstruction of Footscray Road Bridge and Ramp

The location of the proposed bridge will significantly impact our ability to provide suitable visibility into the Showroom Development to meet our commitments under the AFL with Toyota / Lexus. It will also significantly impact our ability to provide suitable visibility to Toyota / Lexus business identification signage, as well as critical centre identification signage for Waterfront City, and major tenant identification signage for Woolworths and Hoyts which will be integrated into the façade of the Showroom Development. The visual obstruction of the Showroom Building and Signage is shown clearly in the elevation below, and we note was not at all addressed in the visual analysis assessment prepared for the EES.

We request the Committee:

1. ***Recommend a design modification to the location of the Footscray Road Shared Use Bridge and Ramp to avoid protrusion into Ashe Morgan's property.***
2. ***Recommend further visual analysis of the design and location of the Footscray Road Shared Use Bridge and Ramp and design modifications to avoid visual obstruction of the Showroom Development.***
3. ***Recommend the WDA meet with Ashe Morgan to discuss the optimal location of the Footscray Road Shared Use Bridge and Ramp.***

4. Occupation of Development Land by WGTP Construction Activities

The WGTP proposed to occupy our property during construction as shown in Figure 5. This part of the our property is required for construction of the Showroom Development from 2018 to 2020. In advance of the Showroom Development commencing, we will be undertaking relocation of existing in-ground services from our property in the area impacted by the WGTP construction zone.

Furthermore, construction of the Supermarket and Fresh Food Market Project is commencing in October 2017 which will require access to our property along Footscray Road for set down of materials and contractor mobilisation.

In conjunction with our request to relocate the shared use bridge and ramp from our property, we request the WGTP not make allowance for use of our property during construction due to our programmed development works on this part our property.

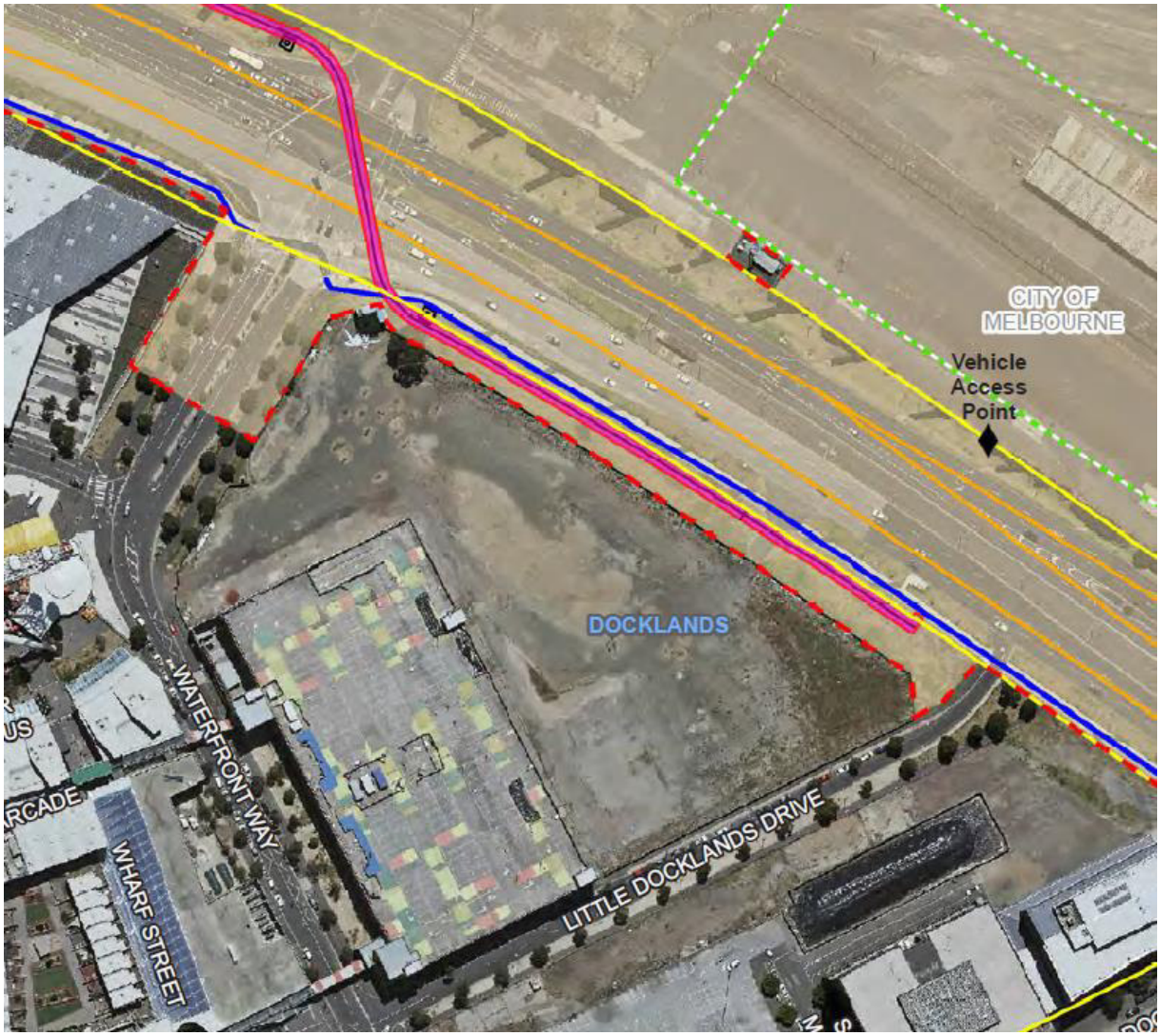


Figure 5: Land in Waterfront City required during Construction of WGTP

We request the Committee recommend a design modification to WGTP to provide alternative construction zone locations for the Project which do not impact our development and construction areas within our propery for programmed works commencing in 2017.

5. Traffic Impacts from E-Gate Construction Compound

We note access left-in and left-out access to the E-Gate construction compound is proposed opposite Little Docklands Drive. Assuming that vehicles leaving the compound will need to move west to the WGTP activity zones, we believe this arrangement will result in construction trucks turning right in Docklands Drive and circling through Waterfront City to head north on Footscray Road.

This will negatively affect amenity and safety in Waterfront City and we believe a better alternative is available by having right turning movements the construction compound on to Footscray Road at Waterfront Way via the existing intersection.

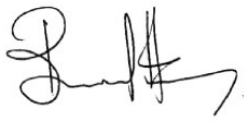
We request the Committee recommend a design modification to require access and egress from the E-Gate Construction Compound on to Footscray Road to be at Waterfront Way via the existing intersection.

We appreciate the opportunity to make this submission to the Committee.

We request the opportunity to address Committee in its Public Hearing from 14 August 2017.

Please call me on 0418 362 908 or my colleague Travis Reid on 0402 487 681 with any questions.

Regards,



Brad Hennessy
Director

Copy to:

The Hon. Richard Wynne
Minister for Planning

Robert Doyle
Lord Mayor of Melbourne

Sammut
CEO
Western Distributor Authority

The Hon. Tim Pallas
State Treasurer

Gregory Anderson
CEO
Development Victoria

15 September 2016

Ms Jenni Forrester
Western Distributor Project
Locked Bag 28
South Melbourne VIC 3205

Dear Jenni,

Western Distributor Reference Design – Right Turn into Pearl River Road, Waterfront City

Conversion Partners represents AM Harbour Town Nominee Pty Ltd (Ashe Morgan) the owners of Harbour Town Melbourne in Waterfront City, Docklands.

Thank-you for meeting with ourselves and members of the Western Distributor Project Team on 30 August 2016 at our office. The discussions with John Fanstone and David Hyett in relation to the Reference Design were helpful to understand the relationship of the Western Distributor Project to Waterfront City.

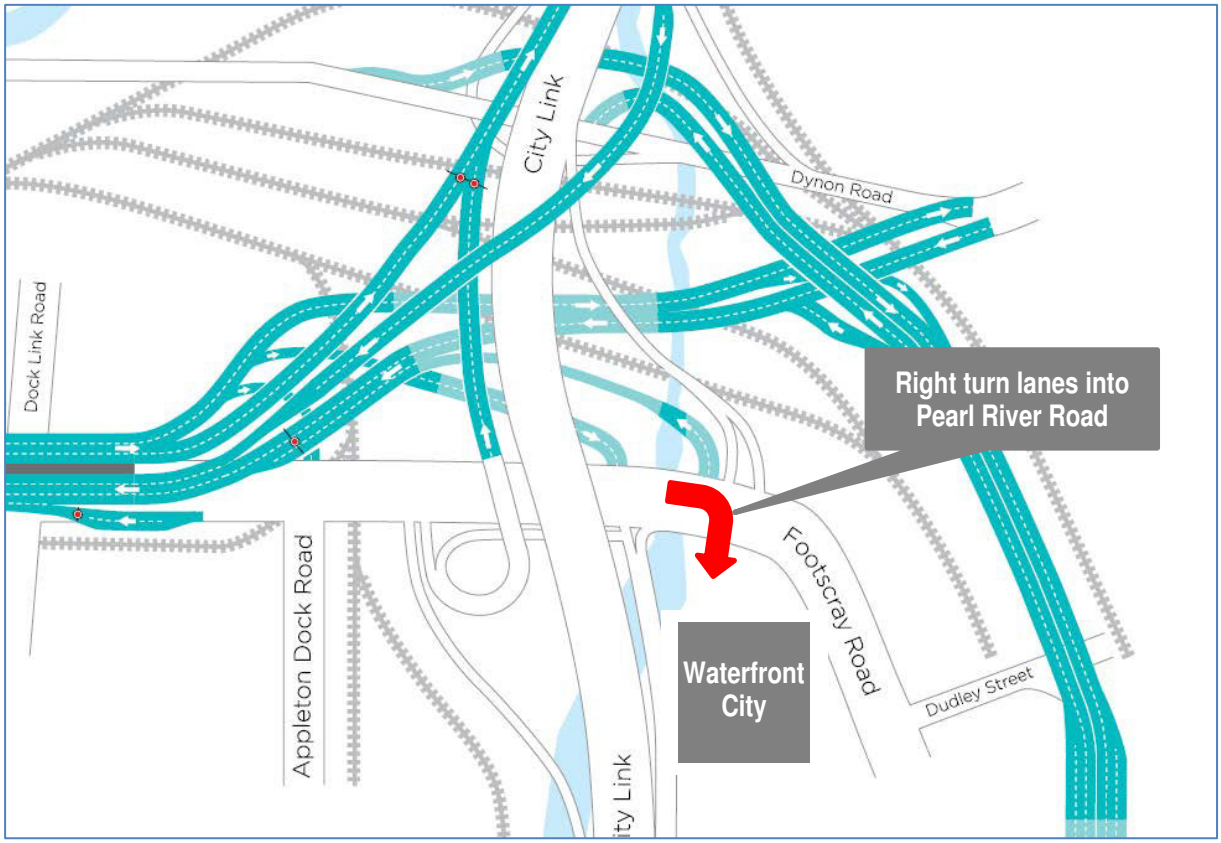
Since acquiring Harbour Town Melbourne in 2014, Ashe Morgan has instigated significant investment to revitalise the Centre including enhancement of existing facilities, attraction of new major tenants. Planning approvals have been issued and major capital works for a cinema and leisure complex, supermarket and retail precinct and new entries along Docklands Drive amongst others have commenced. Future development of the Centre and adjoining vacant land will provide significant additional floor area for office, showrooms, retail and living, as well as a transformation of the public environment and open space throughout the Centre. This investment program will build on the existing major drawcards in Waterfront City which include Melbourne Star, Icehouse and Costco.

The approved Waterfront City Outline Development Plan dated 15 September 2003 includes a Vehicular Access Plan providing fully directional access at Docklands Drive, Waterfront Way and Pearl River Road into the Waterfront City precinct. Presently, the right turning movement from Footscray Road into Pearl River Road has not been constructed.

The Reference Design material includes the Footscray Road, City Access and Bypass Plan (Figure 1) that indicates new right turning movements from Footscray Road on to a new westbound access ramp to the elevated roadway will be provided immediately west of the existing Citylink off ramp exits on to Footscray Road. This location is directly opposite and indeed part of the existing four-way intersection that includes Pearl River Road.

The Plan suggests the design of a new westbound access ramp and right turning lanes on Footscray Road, and modifications to the existing intersection will result in changes to the intersection configuration and the functionality of the Pearl River Road access into Waterfront City.

Figure 1 - Footscray Road, City Access and Bypass Plan with Right Turn into Pearl River Road



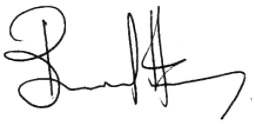
The provision of right turning lanes into Pearl River Road shown in Figure 1 was approved under the Waterfront City Outline Development Plan in consultation with VicRoads, Places Victoria, City of Melbourne and the delivery of the works has been contemplated since that time. The revitalization of the Centre and the full build out of Waterfront City including construction of a new indoor sports facility this year opposite Ron Barassi Senior Park and a potential Docklands school site within the precinct will generate demand for the right turning movements at Pearl River Road in the near future.

It is important that delivery of the right turning lanes into Pearl River Road is anticipated in the scope of design currently being prepared by the three bid teams for the Western Distributor Project. It is likely that right turning lanes into Pearl River Road will have implications on the design of the Footscray Road / Pearl River Road intersection. If the intersection and access ramp works are not planned now to incorporate the ultimate outcomes intended by the Western Distributor Project and the approved Waterfront City Outline Development Plan, the ability to deliver the latter may be prejudiced, or worse still prevented from occurring.

It is prudent and we would appreciate if the Western Distributor Project Director can amend the performance specification of the project by issuing an addendum instructing the bid teams to incorporate right turn lanes from Footscray Road into Pearl River Road in their design solutions to ensure the approved intersection configuration is future proofed.

We would welcome the opportunity to meet with relevant project or bid team representatives and provide any material to assist with a response to our request. Please call me on 0418 362 908 or my colleague Travis Reid on 0402 487 681.

Regards,



Brad Hennessy
Director

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Andrew Williams
Project Director
DEDTJR

Gary West
General Manager, Victoria
Transurban

Ronan Mellan
Development Director
Places Victoria

Linda Weatherson
Acting Director City Operations
City of Melbourne

26 September 2016

Ms Jenni Forrester
Western Distributor Project
Locked Bag 28
South Melbourne VIC 3205

Dear Jenni,

Western Distributor Reference Design – North Melbourne Connection, Waterfront City

Conversion Partners represents AM Harbour Town Nominee Pty Ltd (Ashe Morgan) the owners of Harbour Town Melbourne in Waterfront City, Docklands.

Thank-you for meeting with ourselves and members of the Western Distributor Project Team on 30 August 2016 at our office. The discussions with John Fanstone and David Hyett in relation to the Reference Design were helpful to understand the relationship of the Western Distributor Project to Waterfront City.

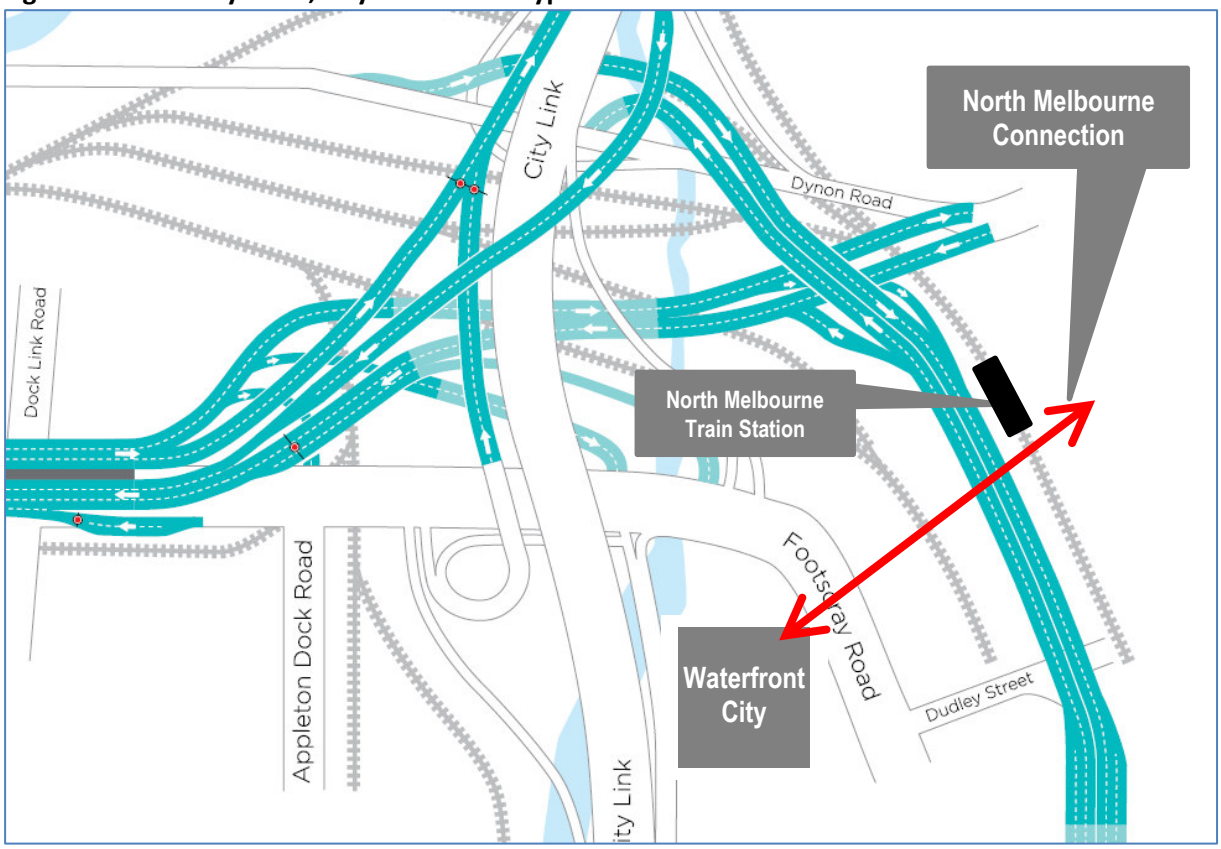
Since acquiring Harbour Town Melbourne in 2014, Ashe Morgan has instigated significant investment to revitalise the Centre including enhancement of existing facilities, attraction of new major tenants. Planning approvals have been issued and major capital works for a cinema and leisure complex, supermarket and retail precinct and new entries along Docklands Drive amongst others have commenced. Future development of the Centre and adjoining vacant land will provide significant additional floor area for office, showrooms, retail and living, as well as a transformation of the public environment and open space throughout the Centre. This investment program will build on the existing major drawcards in Waterfront City which include Melbourne Star, Icehouse and Costco.

The Reference Design material includes the Footscray Road, City Access and Bypass Plan (Figure 1) that provides a new road linking Dynon Road into the northern end of Wurundjeri Way. This connection runs through the eGate precinct to the south of the North Melbourne Railway Station. We note the Reference Design material shows the new road connection potentially being elevated toward the City Link merge and also being elevated over the Dudley Street intersection.

The Victorian State Government conducted an EOI process in 2015 for the redevelopment of the eGate precinct. This process is on hold pending delivery of the Western Distributor Project. The strategic planning for the eGate precinct envisages an extension of Waterfront Way from Waterfront City across Footscray Road into the eGate precinct and ultimately providing a connection into North Melbourne near the North Melbourne Railway Station. The Macaulay-Arden Precinct is a nominated focus for urban renewal and intensification which was advanced by the recent release of the Arden Vision for public comment.

The future delivery of a road and pedestrian link between Waterfront City and Arden Central (as it is to be known) is an important outcome for inner western Melbourne and one that the design of the Western Distributor Project should plan for. The vertical alignment of the new Wurundjeri Way extension could impact the ability to delivery the link between North Melbourne and Waterfront City. It is prudent that the current design process anticipates the requirements of a link extending from Arden Central through the eGate precinct to Waterfront Way. Figure 1 shows an indicative alignment of the future link between Waterfront City to the North Melbourne Station and Arden Central.

Figure 1 - Footscray Road, City Access and Bypass Plan with North Melbourne Connection



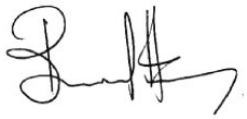
It is important that the Western Distributor Project have regard to this connection and plan for its delivery through the current design work of the bid teams.

Separately, we note the inherent value of the eGate precinct and encourage the Western Distributor Project Team and the State Government to be as land efficient with the design of the project as possible to preserve the maximum development potential of the eGate precinct.

We would be pleased to be part of discussions relating to the Western Distributor Project and its relationship with the future North Melbourne to Waterfront City connection through the eGate precinct.

Please call me on 0418 362 908 or my colleague Travis Reid on 0402 487 681.

Regards,



Brad Hennessy
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Transurban

Ronan Mellan
Development Director
Places Victoria

Linda Weatherson
Acting Director City Operations
City of Melbourne

Ashe Morgan

Docklands to North Melbourne Strategic Connection

West Gate Tunnel Project Impact & Opportunity

Final | 7 July 2017

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 256373

Arup
Arup Pty Ltd ABN 18 000 966 165

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Document Verification

ARUP

Job title		Docklands to North Melbourne Strategic Connection			**Job number** 256373
Document title		West Gate Tunnel Project Impact & Opportunity			**File reference**
Document ref					
Revision	**Date**	**Filename**	Final Docklands to North Melbourne Strategic Connection.doc		
Final	7 Jul 2017	**Description**	First draft		
			Prepared by	Checked by	Approved by
		Name	Mike Colman	Amy Child	Paul Simpson
		Signature			
		Filename			
		Description			
			Prepared by	Checked by	Approved by
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		Signature			
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		Name			
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				Issue Document Verification with Document	✓

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1 Context and Background

1.1 Introduction

The West Gate Tunnel Project (WGTP) is a major city-shaping project that will deliver an alternative to the West Gate Bridge.

Ashe Morgan recognise that this major project provides the opportunity to unlock and bring forward the development of a range of complimentary city shaping measures. One such measure includes the development of an active transport link between Docklands (between Footscray Road) and North Melbourne (to North Melbourne Station). This link and the adjacent land areas which include North Melbourne, Waterfront City Precinct and the site known as E-Gate is considered (for the purposes of this report) as the 'Focus Area'. The provision of a link through the E-Gate site is recommended within the access strategy for Docklands.

The WGTP does not currently include the addition of this strategically important link.

Arup has therefore been commissioned on behalf of Ashe Morgan to assess the feasibility of providing a link in light of the development of the WGTP. This feasibility report will form part of an Ashe Morgan submission to Government in response to the WGTP Environmental Effects Statement (EES).

Ashe Morgan request that the panel assessing the effect of the WGTP give due consideration to the finding of this report and look to bring forward the development of an active transport link between Docklands and North Melbourne as part of the delivery and implementation of WGTP.

This report contains the following information:

- Details and strategic importance of the Focus Area.
- Overview of the West Gate Tunnel Project and how it relates to the Focus Area.
- Alternative proposal promoting the development of an active transports link as part of the WGTP.

1.2 Focus Area

This report presents a case for the inclusion, design and programming of a pedestrian link connecting North Melbourne with Docklands. The link is impacted by the WGTP as a result of the extension of Wurundjeri Way. As such the report focuses on an area of land bound by Footscray Road to the south west, Dudley Street to the south east, Moonee Ponds Creek/City Link Tollway to the west, Dynon Road to the north and existing rail alignment to the north east. However, the link has wider implications to surrounding attractors.

Figure 1 Focus area and influencers

The link predominantly lies within the large single State Government owned land holding know as E-Gate as shown in Figure 1. However, its influence extends to Waterfront City and the Docklands to the South, Arden-Macaulay to the north, and Etihad Stadium and Southern Cross to the south east.

As such, the Focus Area considers the influence of all 13 key influencers of the link as noted below.

Key strategic infrastructure relevant to the Focus Area includes:

1. **E-Gate**. The E-Gate site has a history of various industrial use with much of that history associated with rail stabling and other compatible uses. The site currently sits isolated from the surrounding suburbs due to the abutting existing hard infrastructure and its geographic location. The potential access to this abutting hard infrastructure and close proximity to

Docklands and the CBD gives E-Gate critical strategic redevelopment potential and unique value. Recent Australian Census data has confirmed high population growth and associated housing demand within the Melbourne Metropolitan area. This rapid urbanisation signals greater need to strategically connect transport, housing, and areas rich in employment opportunities. Docklands, Waterfront City North Melbourne Station and E- Gate provide such an opportunity.

2. **City link.** City Link provides vehicle access via ramps Footscray Road. City Link Tollway provides direct road connections to Melbourne Airport and direct connections to the Freeway network.
3. **North Melbourne Station.** North Melbourne Station provides rail connections to the City Loop and direct connections to Southern Cross. North Melbourne Station also provides rail connections to Footscray Station where connections can be made to Regional rail services for Geelong, Ballarat, Bendigo, and Warrnambool. Geelong, Ballarat, Bendigo, have high numbers of daily commuters to the Melbourne CBD and surrounding areas including Docklands via Southern Cross Station. The importance of North Melbourne Station needs to be considered as part of the network constraints and station capacity constraints of Southern Cross Station.
4. **Melbourne Metro**. Melbourne Metro when completed in 2026 will see services on the Sunbury and the Melton lines diverted away from the Melbourne underground rail loop and through the new Metro tunnel which will feature four new stations. The new Arden Station will be in close proximity to E-Gate and hence falls within the Focus Area.
5. **Melbourne University / Parkville**. This area is a major attractor for those passengers exiting North Melbourne Station, and would be a potential attractor from both Arden and the E-Gate development.
6. **Arden & Macaulay renewal precinct** Arden precinct development is aligned with of timing of the completion Melbourne Metro. The Arden precinct is a predominantly a single parcel of Victorian State Government land and has been is identified as the older industrial area sitting along the East side of Citylink.
7. **Moonee Ponds Creek Bike Path**. The Moonee Ponds Creek bike path sits alongside the Moonee Ponds Creek and extends through the Moonee Valley Corridor. It is a key component in the arterial bicycle network extending through to the north west. It connects to the Footscray Road bicycle path running through Docklands to the Capital City trail. The Moonee Ponds bicycle path currently meets at the Footscray Road bicycle path on the northern side of Footscray Road which requires cyclists to wait for traffic signals at Footscray Road to allow them to cross.
8. The **Footscray Road bicycle path** runs alongside the Waterfront City precinct on the southern side of Footscray Road.
9. **Wurundjeri Way Extension**. The proposed Wurundjeri Way extension as part of the West Gate Tunnel project aims to provide additional strategic

connections in and around the E-Gate / Waterfront City /North Melbourne Station precincts.

10. **Etihad Stadium**. One of the City's major 55,000 seater stadium and is within walking distance to North Melbourne Station. However, given the lack of connectivity to North Melbourne coupled with the close proximity of Southern Cross, the station is not used. The introduction of Melbourne Metro via the new Arden Station would allow an alternative access to the stadium subject to connectivity.
11. **Footscray Road Tram** extension. There is an opportunity to extend tram services to access the E-Gate site and provide alternative means to access the city and interface with the proposed primary school.
12. **Footscray Road pedestrian bridge.** As part of the WGTP, a new pedestrian bridge is proposed to link the north and south sides of Footscray Road.
13. **Docklands School:** 259-269 Footscray Road, Docklands has been selected for a future school in Docklands. In 2017, the Victorian School Building Authority announced that they will be undertaking the Docklands Primary Community Engagement period shortly. The EES documentation notes that the school "would service both North and West Melbourne"[1]

[1] Technical Report K, Land Use Planning, page 133

1.3 Strategic Importance of Focus Area

The strategic importance of E-Gate and Arden/Macaulay precinct areas as key urban redevelopment sites within the focus area has been identified over some time by successive Victorian State Governments.

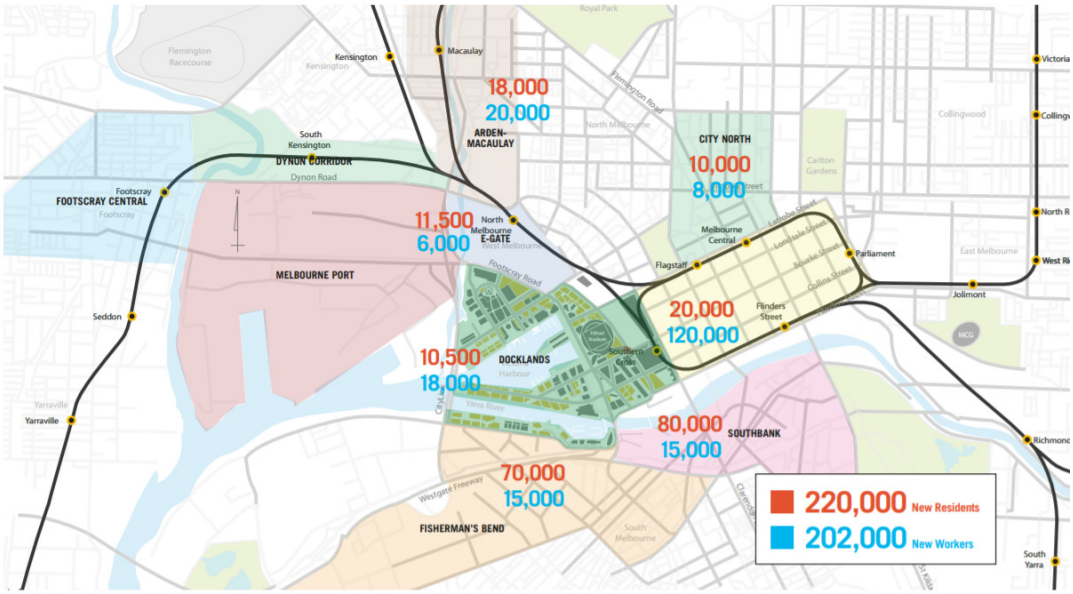


Figure 2 Potential Central City Growth, 2012-2040 Source: Access Docklands Strategy

The prime location of the E-Gate site and surrounds through to North Melbourne station precinct gives the site unique value. To realise this value requires an improvement to the connectivity to the existing suburbs of North Melbourne, West Melbourne and to Docklands to the south.

The grade changes between the Docklands to the south and North Melbourne Station to the north are significant and as a result, the requirement for a high quality pedestrian and cycle connection has been previously identified through Government led studies as imperative to improve the amenity and connectivity across this corner of inner Metropolitan Melbourne. This need has also been identified as a long term action in the Docklands Access Strategy, prepared in 2013[2].

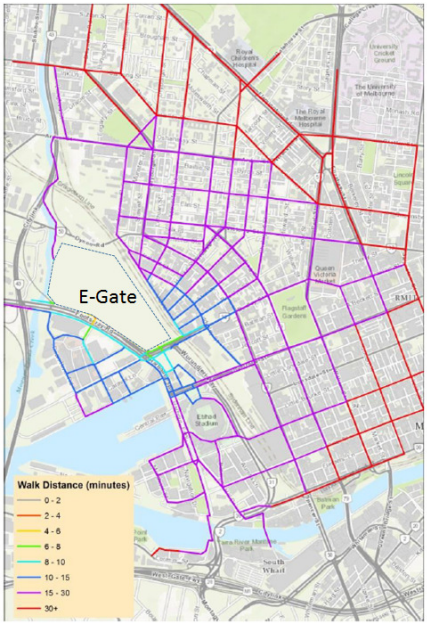
The link is an important enabler for the following movements and drivers:

- Arden ⇔ E-Gate development
- North Melbourne Station ⇔ E-Gate development
- Waterfront City [retail and schools] ⇔ North Melbourne
- Arden / North Melbourne ⇔City via (new extended) tram stop
- Etihad ⇔ North Melbourne Train Station
- E-Gate to Parkville precinct via North Melbourne buses / Metro

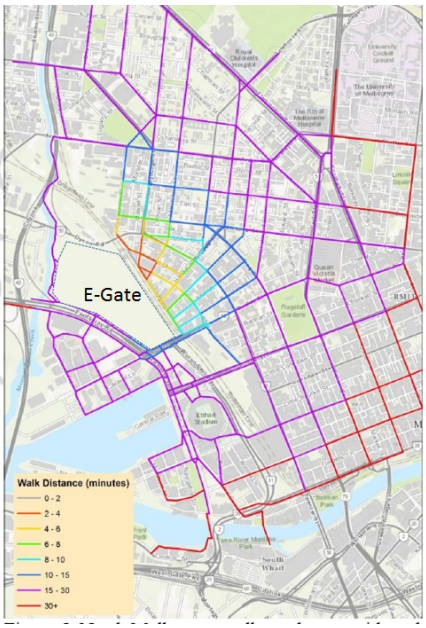
[2] Access Docklands Strategy, A Strategy for the Docklands Transport Strategy, page 46

- North Melbourne Station ⇔Docklands Studios, Icehouse, Ron Barassi Snr Parks etc

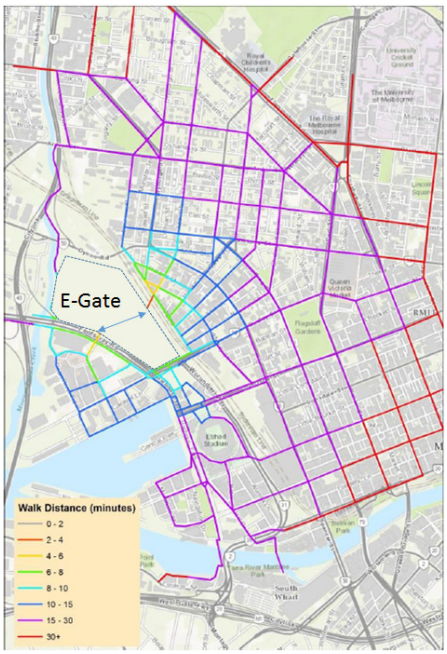
The maps overleaf show the walking catchment of E-Gate and North Melbourne with and without a pedestrian link. The maps demonstrate the isolation and lack of connectivity without the strategic link. The link is not only imperative for E-Gate but also for greater connectivity from North Melbourne Precinct to Waterfront City – and inclusion of a Primary School in Waterfront City would significantly benefit the North Melbourne Precinct with the link.



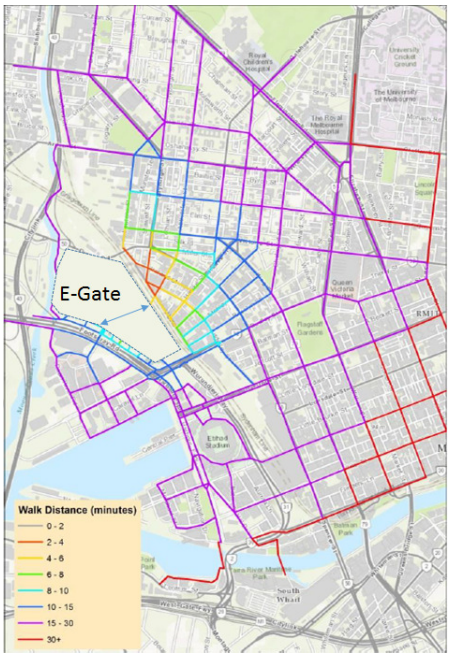
Walking catchment from E-Gate (no link)



Walking catchment from North Melbourne (no link)



Walking catchment from E-Gate (with link)



Walking catchment from North Melbourne (with link)

Figure 3: Walking Catchments without (top) and with (bottom) the Pedestrian Link

As a result of these movements the peak period pedestrian demand across Footscray Road between E-Gate and Docklands could reach 10,000 pedestrians per hour (Access Docklands Strategy, 2013).

In addition to walking trips, the train patronage to/from and through North Melbourne train station will be positively impacted by a link.

- AM public transport trips into Docklands are likely to increase by around 8,000 per hour, of which around 80% will be by train and 20% by tram. This represents passenger carrying capacity equivalent to around seven additional trams per hour (spread across all tram routes leading into Docklands) and seven additional trains per hour (spread across all train lines arriving at Southern Cross Station and North Melbourne Station) (Access Docklands Strategy, 2013).
- The potential number of train trips generated by residential and commercial development of E-Gate by 2021, is equivalent to 4/5 extra peak hour trains (Access Docklands Strategy, 2013). The link therefore enables a connection to tram connections, cycle options and walking modes.

The link therefore enhances the productivity of Government infrastructure already in place such as North Melbourne Station and Southern Cross Station as opposed to having to build new infrastructure or expand existing infrastructure – e.g. balancing demand across both these stations, and/or shifting rail demand to other modes allows for increase in station capacity to cater for wider network growth.

1.3.1 Key Messages

- The Urban Growth opportunities in the Focus Area are significant
- The E-Gate site is disconnected and bounded by major barriers of rail and road. Grade changes between Waterfront City and North Melbourne Station are also challenging.
- To realise these opportunities, a transport masterplan that includes (as a minimum) a direct pedestrian connection between Footscray Road and North Melbourne Station is vital to success.
- The link is a strategic piece of infrastructure that positively contributes to a variety of different connections.
- The link needs to be considered as a City Shaping enabler: in the same way as the Bourke Street bridge links Docklands to the City, the Tanderrum Bridge links the city's sports precinct to the city. The new link must be part of a City plan, designed in parallel with other City shaping projects.
- A new link has been identified through Governmental led studies as strongly recommended to connect the largest and last available growth opportunities within the inner city.

The next chapter examines how the WGTP and the EES accommodates and impacts the opportunity of the strategic link.

2 West Gate Tunnel Project Proposal

2.1 Overview

On 29 May 2017, the Environment Effects Statement (EES) for the West Gate Tunnel Project was released for public consultation. The West Gate Project is being developed through a partnership between the Government and Transurban with the aim to relieve congestion along with West Gate Freeway.

The EES outlines the proposed design of the West Gate Tunnel and assesses the environmental effects of the project including the design and construction methodology.

The key attributes of the project are as follows, and the EES therefore has an obligation to evaluate the impacts of these elements to the environment, community and wider stakeholders:

- Widening from 8 to 12 lanes and other improvements along the West Gate Freeway
- A new road and tunnel under Yarraville connecting the West Gate Freeway with the Port of Melbourne, CityLink and the CBD
- A bridge over the Maribyrnong River joining an elevated road along Footscray Road
- A direct connection to the port from Hyde Street for trucks carrying hazardous goods
- An eastern interchange connecting to CityLink, inner northern suburbs and the city
- An elevated road extension of Wurundjeri Way from Dudley Street through the proposed E-Gate site to Dynon Road.

The EES forms an important governance process to identify challenges and opportunities of the project; to allow people to express their values and preferences and to enable a robust process in which decisions are clearly discussed, articulated and documented. The process therefore provides a demonstration on why decisions were made and builds confidence in the engagement process; leading to improved project outcomes.

In particular, the process is underpinned by key participating principles. Two in particular are relevant for this paper:

Inclusiveness: Maximising benefits and minimising adverse effects by listening to the community and incorporating their needs where possible into the project planning.

Awareness Providing opportunities for ongoing two-way dialogue that allows for detailed timely discussions and provides and continuous feedback loop.

2.2 Relationship with Focus Area

The WGTP boundary is located with the Focus Area of this study and includes land situated north of Footscray Road, including the urban renewal area of E-Gate. At this location two structures relating to WGTP are proposed:

- Wurundjeri Way extension - widened and extended to connect Dynon Road at the CityLink interchange to Wurundjeri Way on the south side of Dudley Street (see Figure 4)
- Footscray Road shared path bridge crossing - grade separation of the Footscray Road shared use path, suspended between the two elevated structures along the centre of the road as a 'veloway' (see Figure 5).

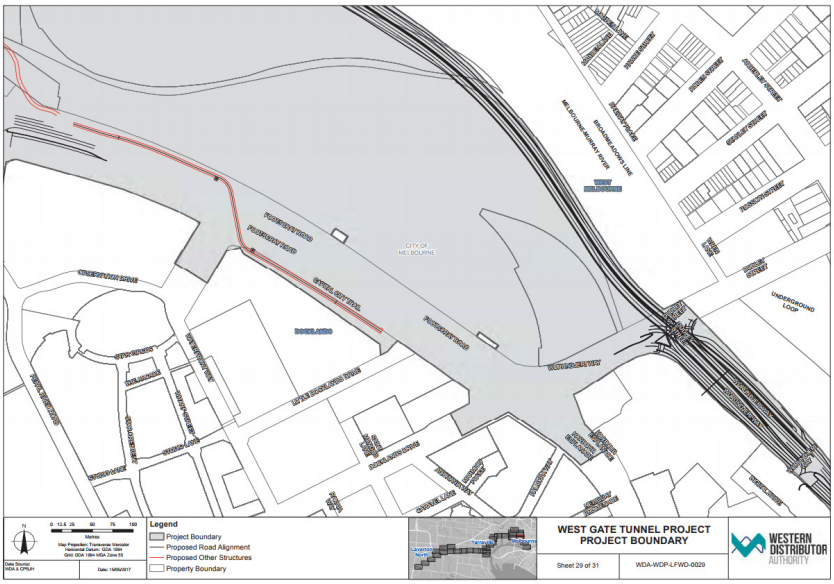


Figure 4 WGTP site boundary showing Wurundjeri Way extension and Footscray Road shared path bridge

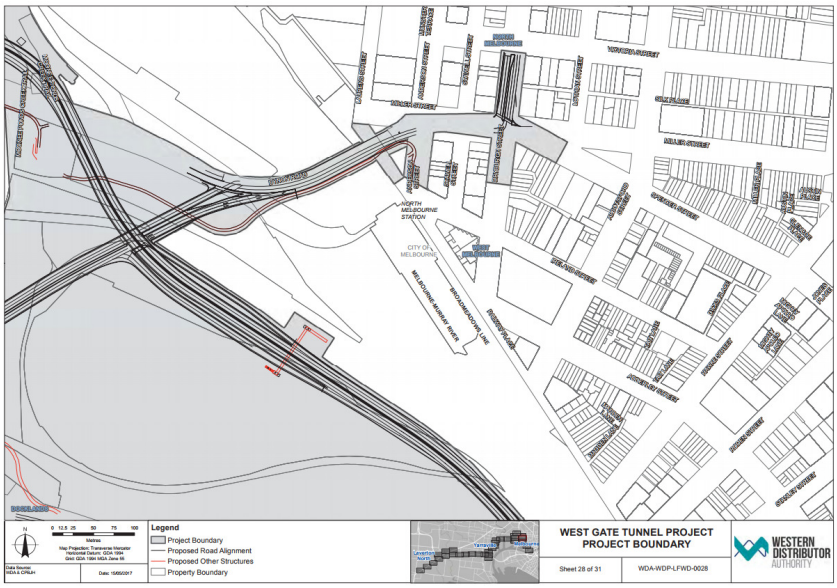


Figure 5 WGTP site boundary showing Wurundjeri Way extension

The WGTP urban design documentation alludes towards - and by doing so confirms the aspiration for - a strategic pedestrian link between Footscray Road and North Melbourne Station (see Figure 6) but does not:

- Provide sufficient detail on how the link will interface with the Wurundjeri Road extension
- Provide sufficient detail on how the link interfaces with the shared path
- Provide sufficient detail on the impact of the strategic connection with respect to construction programme and governance.

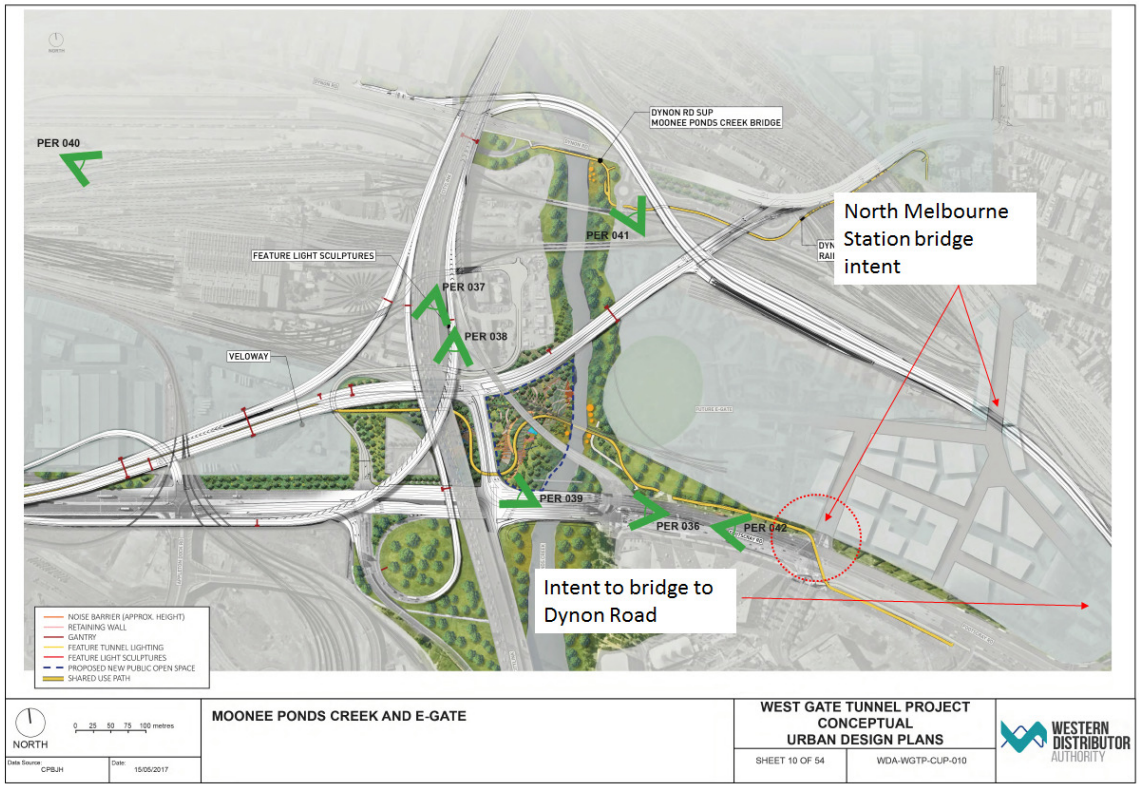


Figure 6 WGPT EES, Urban Design documentation highlighting the intent of a pedestrian bridge through the E-Gate site and interfacing with the shared use path

2.3 Land Use Impacts

The impact of the WGTP on the land situated within the Focus Area is contained within Volume 4 Chapter 28 of the EES.

2.3.1 Construction Phase

The primary construction compound for the port, CityLink and city connections component of the WGTP includes E-Gate. As such the Focus Area will be occupied as a construction site for approximate four years from February 2018 to December 2021. (EES Volume 1, Chapter 5, Table 5-6)

2.3.2 Operation Phase

The EES identifies that in order to accommodate the extension of Wurundjeri Way, the project alignment would encroach on the E-Gate site identified for urban renewal. The EES concludes that while some limited land areas would be acquired, the potential redevelopment of the remaining land would not be restricted as a result of proposed infrastructure (EES Volume 4, Chapter 28, Section 28.1.17.

2.4 Connectivity Impacts

The impact of the WGTP on connectively of the Focus Area is highlighted below.

2.4.1 Construction Phase

The EES identifies that the following lower order connectivity issues, which could impact the Focus Area, will occur during the construction phase (EES Volume 4, Chapter 28, Section 28.2.5):

- Changes from construction traffic which could lead to people, especially more vulnerable groups including the elderly or disabled, feeling uncertain, unsafe or uncomfortable about travel. This could prevent people from accessing certain areas and activities, especially during peak periods and at night time.
- Effects for bus passengers, local traffic and commuters using Footscray Road and Dynon Road, and cyclists using the Footscray Road shared use path, Capital City Trail and Moonee Ponds Creek Trail.

2.4.2 Operational Phase

The EES notes that there is limited connectivity for pedestrians and cyclists between North Melbourne and Docklands, with Dudley Street being the main route. The EES expands on this stating that the Dudley Street underpass is an undesirable route due to limited lighting and the exposure to passing traffic. The signalised intersections at Dudley Street/ Wurundjeri Way and Wurundjeri Way/Footscray Road create significant barriers to the movement of pedestrians (EES, Volume 4, Chapter 25, Section 25.4.4).

Pedestrian crossings at the intersection of Wurundjeri Way and Dudley Street would be upgraded to provide better connections for pedestrians and cyclists using this intersection (refer to section 25 Transport, and section 28.2 Social).

The EES concludes (EES Volume 4, Chapter 28, Section 28.2.6) that the project design would improve existing road, pedestrian and cycling connectivity by:

- Improving traffic flows and reduced peak period congestion by adding traffic lanes and connections to the central city
- Improving pedestrian and cycling access, particularly from Shepherd Bridge to the central city, West Melbourne and Docklands, and over Moonee Ponds Creek

- Improving connections to future developments in E-Gate, Arden Macaulay and Docklands.

2.5 WGTP vs. Strategic Importance of Focus Area

The current WGTP proposals conflict with the strategic importance of the focus area for the following reasons:

- The WGTP proposal does not currently provide sufficient detail on the active transport link between Docklands and North Melbourne.
- The WGTP alludes to the opportunity of a pedestrian link and therefore should provide how this link interfaces with the proposed project and how both projects can be accommodated for best of City objectives
- The WGTP proposal does not provide sufficient detail in how the link is safeguarded in the future.
- The use of E-Gate as a construction site until 2021 reduces the ability to provide a quality connection between now and 2021.
- The land use documentation notes that the value of E-Gate is impacted by the Wurundjeri Road extension. More analysis is required to consider how much this is impacted and what specific EPRs can be incorporated to maintain the same level of land valuation without a Wurundjeri Road extension.

3 Alternative Proposal

The following chapter investigates the impact of a link with the proposed WGTP. The objective is to understand what could be achieved, the benefits and importantly what additional actions should be taken as part of the tunnel project. The chapter covers:

- Feasibility of a pedestrian link with WGTP
- Constructability of the proposed link
- How connectivity could be maximised in conjunction with WGTP
- Benchmark cost of the new pedestrian link
- The value capture opportunities of the pedestrian link
- Programming of the link
- Governance of the link

3.1 Feasibility of Link Options

Arup has undertaken a review of the potential options for providing a shared path between Docklands and North Melbourne Station, taking into account existing site constraints as well as the impact of WGTP.

The key constraints of the site lead to two primary route options both with significant advantages and disadvantages.

1. A bridge spanning over the WGTP elevated road
2. A bridge passing under the WGTP elevated road

Regardless of which solution is chosen, it is critical that the link be fully coordinated, and integrated with the master plan of E-Gate.

3.1.1 Site Constraints

The key constraints for the proposed link alignment are the North Melbourne station, the Regional Rail link track to the south of North Melbourne station and the new WGTP elevated extension to Wurundjeri Way. The constraints are shown below in the WGTP conceptual urban design plan architects render of E-Gate precinct.

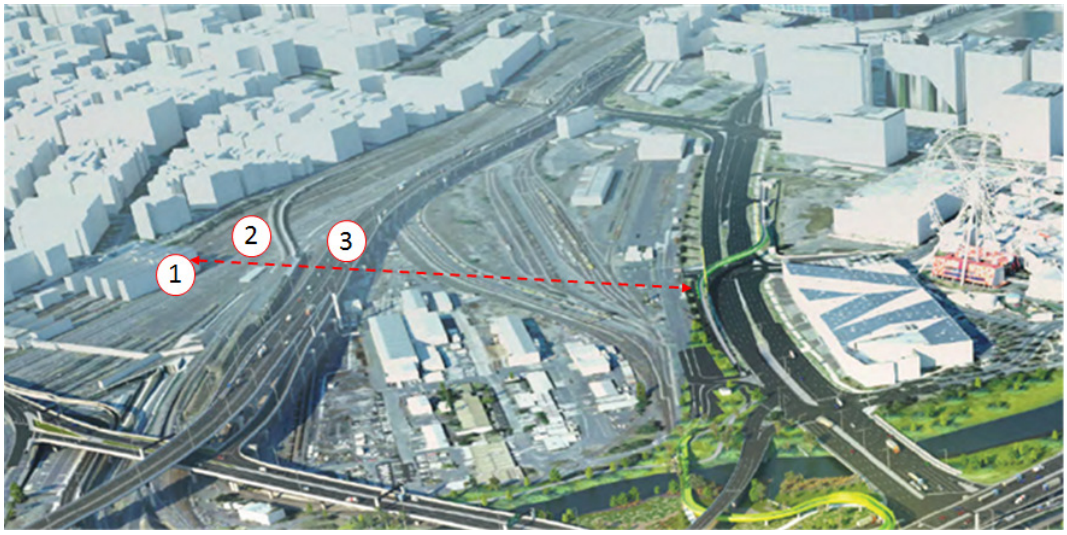


Figure 7 West Gate Tunnel Project conceptual urban design plans (looking east) Source EES

These key constraints divide the crossing into two distinct sections. Section 1 described as being the area from Railway Place crossing North Melbourne railway station throat, extending over (or under) the Regional Rail link track and the new elevated extension to Wurundjeri Way. Section 2 considers the area across the new E-Gate development site with a potential tie in with the proposed Footscray Road pedestrian bridge.

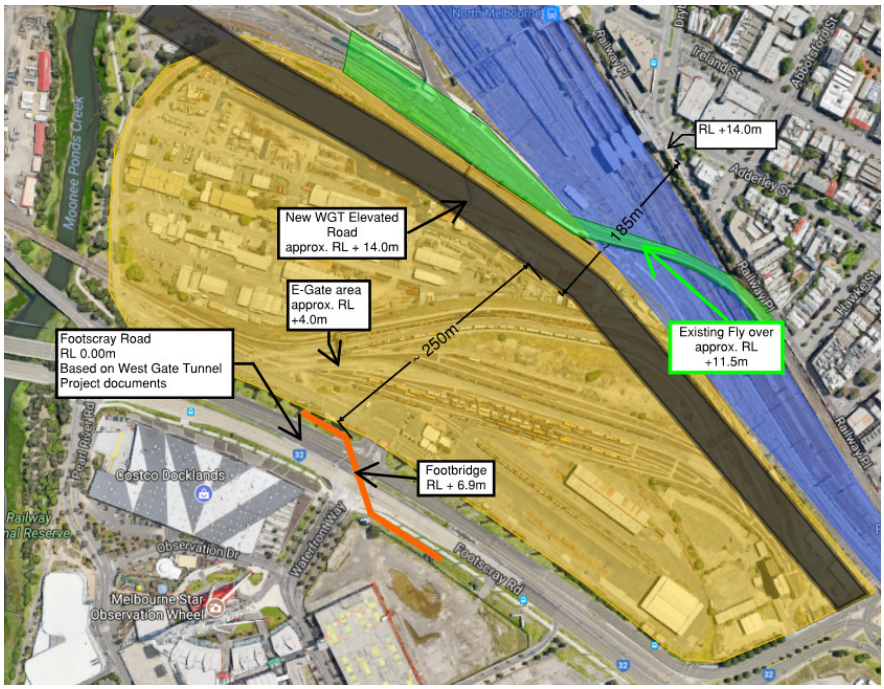


Figure 8 Key site constraints

3.1.2 Section 1

The new elevated extension to Wurundjeri Way provides the biggest challenge to the link alignment due the height of the new road at approximately 14.5mOD

adjacent to the eastern end of North Melbourne Station, with the additional requirement to provide a minimum vertical clearance above the road of 5.4m.

Figure 9 shows the key constraints in Section 1 and an indicative vertical alignment for a solution spanning over the minimum required clearance zones for the elevated road and the Regional rail Link.

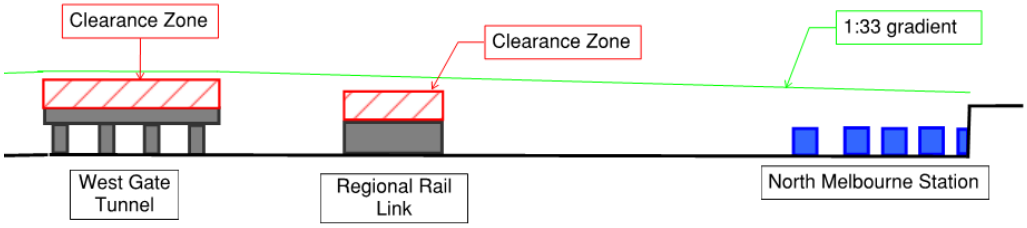


Figure 9 Section 1 constraints with indicative vertical alignment

The length of bridge required over the North Melbourne station throat would be approximately 180m which could be formed of a typical multi span bridge with piers potentially located in the eastern ends of the station platforms. This alignment provides the greatest opportunity to incorporate an allowance for retail space on the link.

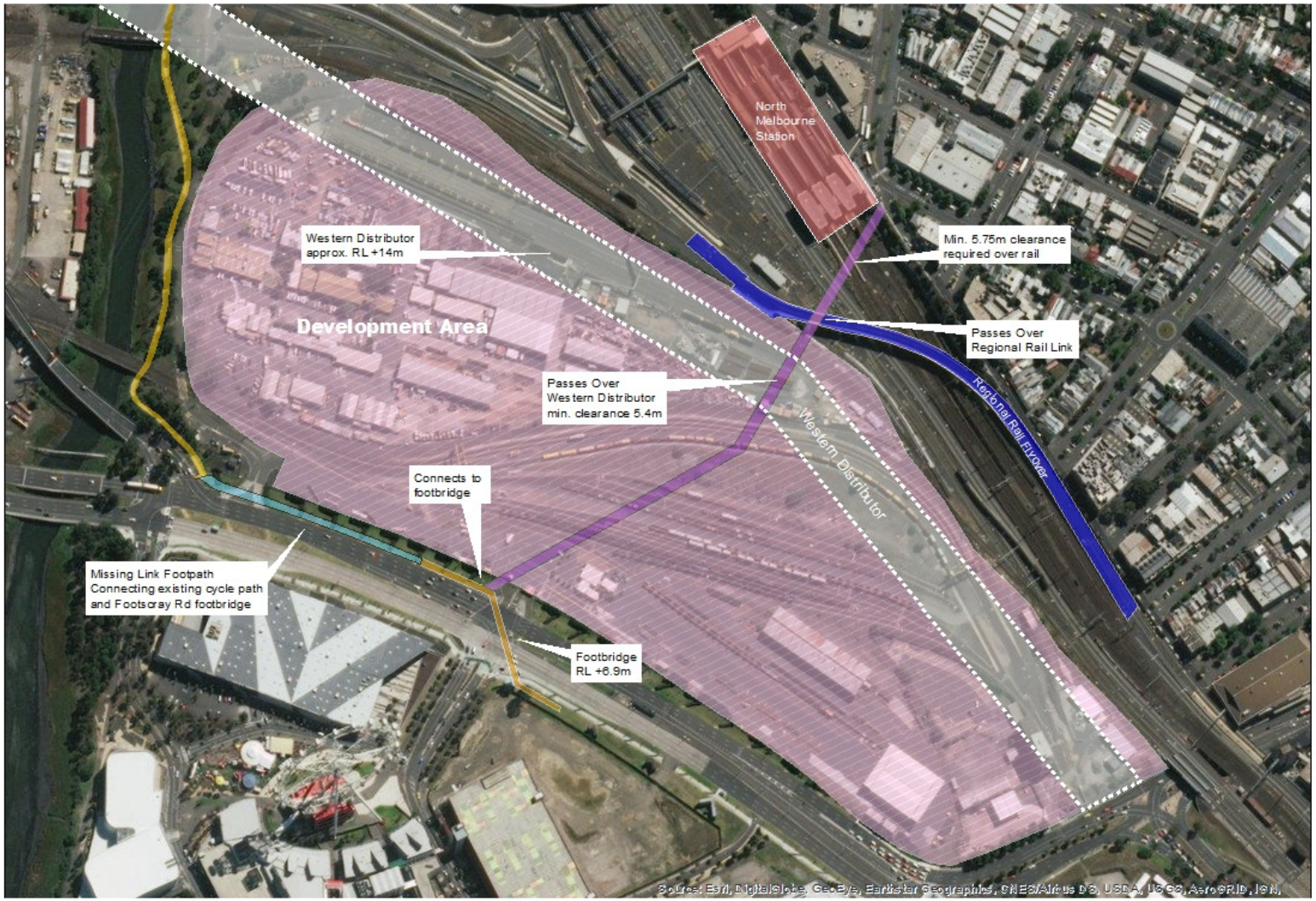


Figure 10 Indicative alignment passing over the WGTP elevated road

The alternative solution would be to achieve the required clearance over the regional rail link and then to provide a sufficient length of bridge over the North Melbourne station throat to allow the link then to pass underneath the new elevated road. The length required would be of the order of 350m and require a long span structure as landing piers in the station throat would not be possible.

The requirement to pass underneath the WGTP elevated road means providing a sufficiently wide deck (approx. 20m) to incorporate allowance for retail space adjacent to North Melbourne station would be very difficult as the alignment requires the bridge to span above the station throat to achieve the level drop underneath the WGTP elevated road.

Figure 11 Indicative alignment passing under the WFTP elevated road

3.1.3 Section 2

In Section 2 the link crosses the new E-Gate development site with a potential tie in with the proposed Footscray Road pedestrian bridge at approximately 6.9m OD (shown in the figure below).

Figure 12 West Gate Tunnel Project conceptual urban design plans - Footscray Road Pedestrian bridge architectural render

For a solution spanning over the new WGTP, achieving a tie in at the proposed Footscray Road Pedestrian bridge level whilst maintaining a DDA compliant gradient is problematic to achieve using the shortest route across the site as shown in the figure below. The length across E-Gate development is approximately 250 metres.

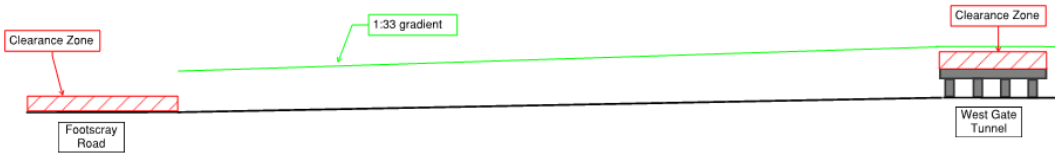


Figure 13 Section 2 constraints with indicative vertical alignment

The large change in level leads to either a series of switchback ramps (Figure 14) or a curved profile (Figure 15) to provide the required length of bridge needed to achieve the level change.

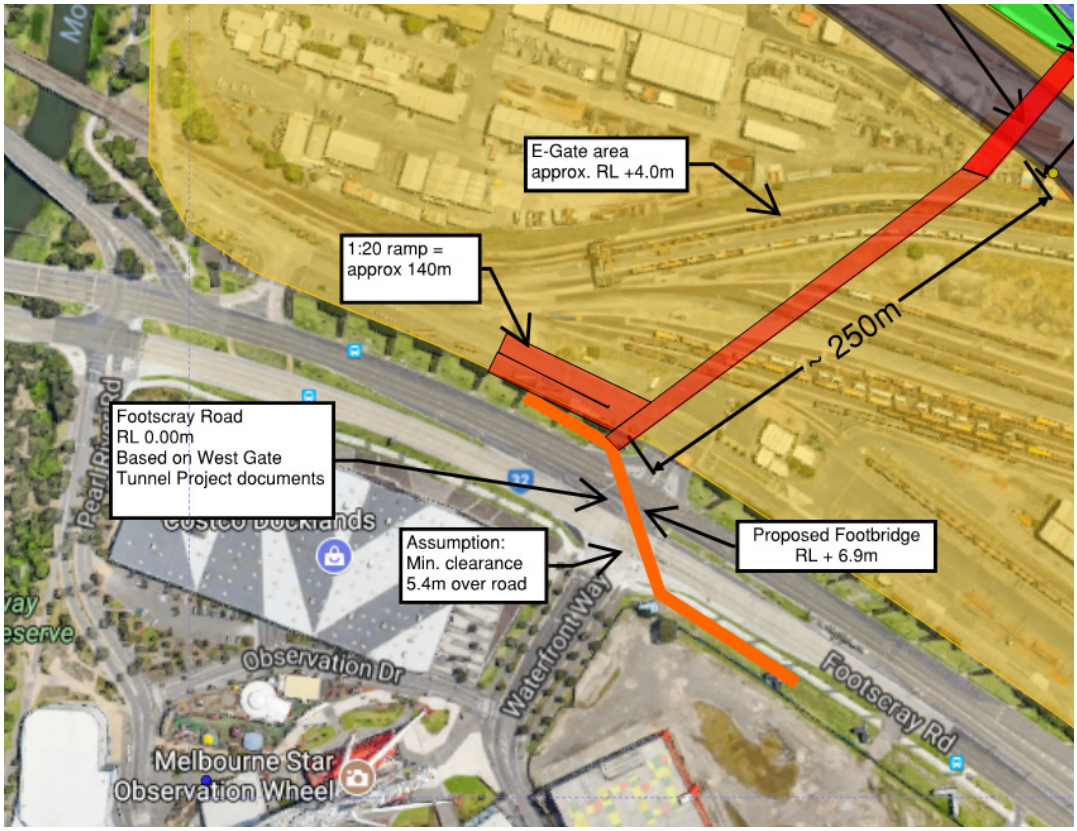


Figure 14 Direct link profile

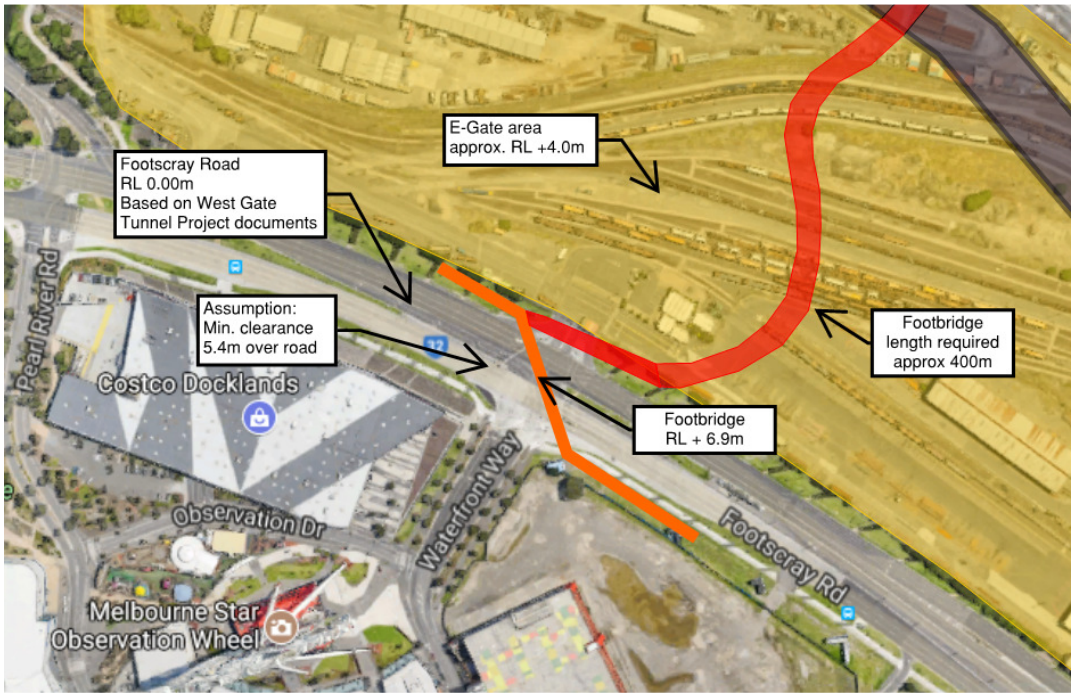


Figure 15 Curved link profile

For the solution passing underneath the WGTP elevated road, crossing the E-Gate development is far more straightforward and provides greater flexibility for

incorporation into the master planning of the E-Gate site. A tie in with the Footscray Road Pedestrian Bridge can easily be achieved with a 1:33 DDA compliant gradient.

Action

1. The WGTP needs to avoid adding additional constraints to the opportunity of a strategic pedestrian link. Therefore, an EPR should target a reduction in the rise of the Wurundjeri Road extension to be no greater than the regional rail bridge adjacent at the interface of North Melbourne Station.
2. The WGTP needs to consider the opportunity of a bridge such that construction and programme can align, without compromising the opportunity from each project.

3.2 Constructability of Link Options

The two distinct sections leads well for construction in two phases. It is vital for Section 1 (the link across North Melbourne station, Regional rail link and the new Westgate tunnel elevated road) solution that spans over the elevated road to be installed prior to the opening of the Westgate tunnel elevated road to minimise the difficulty of constructing the bridge at such heights requires, and negating the need for any road closures.

Additionally for either solution the increased usage of North Melbourne station will only make it more difficult to grant track closures in the future for works over the railway line.

Initial construction of a temporary elevated link across the E-Gate site would provide flexibility for the construction of the E-Gate development to progress and also allow for any alignment changes that may result from an evolving plan of E-Gate to be incorporated into the design of the permanent structure.

The need to provide future flexibility in the area over E-Gate suggests a long span bridge, potentially of a cable stayed form. This form allows for future flexibility and uninterrupted development underneath the bridge compared to a typical multi span bridge which requires large regular bridge piers.

Action

3. Consideration is required to enable a bridge to be designed, procured, and built to enable a flexible and adaptable approach to the urban renewal development. Given the uncertainty of the E-Gate development, any long term structure may impede the response from the private sector. A temporary link may provide better value to Government to enable the connection and allow the site to respond to a future Masterplan.

3.3 Maximising connectivity

Whichever solution is chosen for the link alignment, whether over or under the elevated road, integration of the link and coordination with the master planning of

the E-Gate development is crucial to ensure that the link provides access and flexibility to the development.

Additionally, the alignment of the proposed Footscray Road Bridge must also be considered to maximise the access across Footscray Road. A possible alternative/ or additional spur route for the bridge is shown below whilst still maintaining the connectivity to the Capital City Trail.

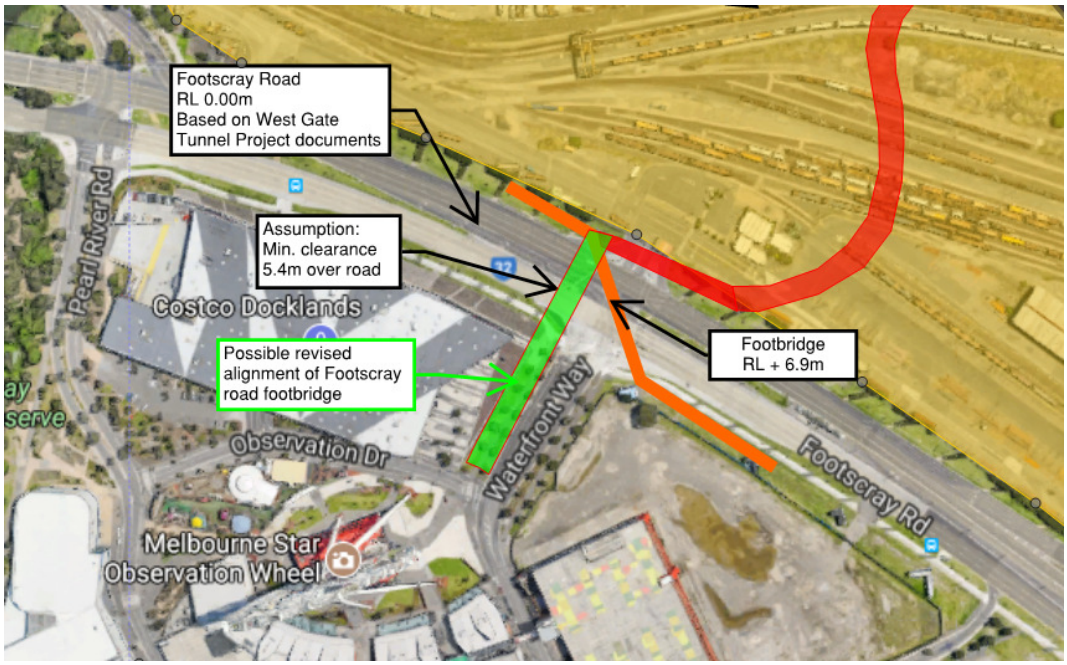


Figure 16 Revised alignment of the Footscray Road footbridge

Action

4. The WGTP needs to include how the shared path can not only interface with the strategic pedestrian link but also interface with the Waterfront City site, recognising the proposed Primary School and opportunities for a Tram extension.

5. The WGTP strategic pedestrian link needs to consider the opportunity of linking in with the wider cycling network – utilising the shared use pedestrian bridge as a key connector.

3.4 Cost benchmarking

Based on recent project experience a $ cost per m^2 has been developed for both sections. Recent experience has shown that structures over a rail environment are more expensive to build than those in a non-rail environment. The reasons for the higher costs are due to the complexity associated with the rail environment, particularly the ancillary costs associated with rail safety, operations, approvals and track closures. The lengths are based on a scheme which spans over the elevated highway.

Table 1 Cost Estimate

	Indicative cost $ per m^2	Approximate Bridge Length	Indicative cost 8m wide deck	Indicative cost 20m wide deck
Section 1	$13,000	180m	$18.7M	$46.8M**
Section 2 (Permanent Structure)	$12,000*	400m	$38.4M	
Section 2 (Temporary Structure)	$3,000	400m	$9.6M	

*Section 2 (Permanent structure) has been assumed to be of a long span structural form. This cost could be reduced if a multi span bridge is adopted.

**Given the potential for including a direct access to North Melbourne station and a retail precinct over section 1, a cost for a 20m wide deck has been provided.

The overall cost is likely to be the region of $28M for a permanent structure over Section 1 and a temporary structure over Section 2. This offers excellent value given the strategic importance of the link.

Action

6. Further work is required to estimate the cost of a pedestrian link in line with the future urban renewal and connectivity benefits of the Focus Area, and whether these can be included within WGTP project or considered as a complimentary project.

3.5 Value Capture

Whilst the concepts of value creation and value capture are relatively well understood the implementation within Australian cities is still relatively new and in its early delivery stages.

The establishment of critical and strategic infrastructure provides strategic and/or commercial value. This is achieved by enabling either greater yield or enhancing the notional locational desirability.

The time/cost value of installing infrastructure has a significant commercial value as the early connection can remove considerable time and risk to project delivery

and completion. Early delivery of enabling infrastructure results in potentially providing significant uplift in development profit. Alternatively if seen as an initial investment the return over time through additional government revenue streams can be created sooner rather than later.

Where Governments are involved in value creation and value capture there is opportunity for those profits to be reinvested into additional public benefit either directly into those specific renewal or development sites, additional supporting infrastructure or neighbouring service provision.

The value creation and Capture through infrastructure investment can also result in lifting the value of surrounding neighbourhood and result in considerable increases in existing Government revenue streams.

The North Melbourne Station to Waterfront City Link would give significant value to the future development potential of E- Gate, considerable additional value to the Arden/McCauley renewal precinct, and additional value to the landholdings in the existing suburbs of West Melbourne and North Melbourne and improved land value to Waterfront City and Docklands precincts.

The establishment of North Melbourne Station to Waterfront City Link also enables the consideration of further value creation and value capture opportunities for future over station development of North Melbourne Station. Whist there are few examples of this kind of over station development within Melbourne the likely increase in local population throughout these urban renewal areas and based on international examples makes over station development a more feasible attractive and consideration.

The early delivery of the North Melbourne to Waterfront City link should be seen as enabling infrastructure that will provide considerable value capture and value creation for E –gate and surrounding suburbs.

3.6 Programming the Link

As discussed in Section 1.3 the need for a connection between North Melbourne and Docklands is identified in the Docklands Access Strategy. Within this Strategy it is identified as a longer term recommendation. However Arup consider there is benefit in bringing forward the project in line with the construction of the WGTP.

The use of the E-Gate site for the marshalling works as part of the WGTP potentially inhibits connectivity across the E-Gate sight throughout the duration of the construction of the WGTP. The EES identifies that E-Gate will be a used as a construction site for a period of four years (February 2018 – December 2021). The Access Docklands strategic document identifies by 2021 the proportion of patrons exiting North Melbourne will effectively double.

The opportunity to establish a pedestrian connection sooner rather than later allows better interconnection of North Melbourne Station and the existing bus connections into the Waterfront City and Docklands precincts.

Delaying or inhibiting the construction of the necessary pedestrian link between North Melbourne Station and Waterfront City is likely to add addition cost and risk

across to the delivery of that pedestrian bridge at a later date. The extension of Wurundjeri Way once live adds additional cost and associated risk to deliver the pedestrian bridge.

Action

7. The pedestrian link needs to be programmed as part of the WGTP to ensure the opportunity to utilise the link and realise growth potential can be realised during the construction period. Work needs to be undertaken to understand the cost during the construction of the WGTP vs. post WGTP completion. The latter is likely to be a significantly higher cost given the need to work in a live operating environment.

3.7 Governance of the Link

The complex nature of landholdings and respective stakeholders across the focus area is also an important consideration for any proposed precinct link. The need to clarify the Governance and delivery responsibility is an important consideration prior to commencement of the West Gate Tunnel Project.

There a significant number of operators/stakeholders across the North Melbourne Station site with a respective interest including but not limited to: Transport for Victoria, Victrack, Vline, Metro trains, The Transport Ticketing Authority as well as the connecting bus service operators.

The North Melbourne station precinct currently does not fully extend into E-Gate. The E-Gate site will also have significant stakeholder arrangements before and during construction including but not limited to Development Victoria, the Department of Treasury and Finance, Victrack and potentially Transurban and VicRoads.

Once the construction phase has commenced the ability to establish suitable governance arrangements will be compromised due to the imperative of key stakeholder agencies prioritising the delivery of the West Gate Tunnel Project over and above of any commitment to Link across the focus area.

Action

8. To mitigate the risk of governance complexities, ownership accountabilities and planning regulation delaying the design and producing the potential for a poorer outcome for the Focus Area, a suitable robust EPR needs to include the pedestrian link as part of the project. The link must be considered in parallel to a complimentary process that considers the urban growth potential of the Focus Area.

4 Summary and Conclusions

4.1 Introduction

The West Gate Tunnel Project (WGTP) is a major city-shaping project that will deliver an alternative to the West Gate Bridge.

Ashe Morgan recognise that this major project provides the opportunity to unlock and bring forward the development of a range of complimentary city shaping measures.

One such measure includes the development of an active transport link through E-Gate, linking Docklands (between Footscray Road) and North Melbourne (to North Melbourne Station. The provision of such a link is recommended within the access strategy for Docklands.

4.2 Link Importance

The strategic importance of E-Gate as key urban redevelopment site has been identified over some time by successive Victorian State Governments. It is recognised however that to realise the full value of this site requires an improvement to the connectivity to the existing suburbs of North Melbourne and West Melbourne and to Docklands to the south.

A new link is therefore considered of strategic importance and can considered a city shaping project in its own right. In addition to enabling movement between the surrounding key urban areas, a future link has the ability to enhance the productivity of existing Government infrastructure, including North Melbourne Station and Southern Cross Station, through spreading demand by providing a range of access options to Docklands.

4.3 Western Gateway Tunnel Project Proposal

The WGTP EES alludes to a link between Footscray Road and North Melbourne Station. However the current WGTP proposal does not include the relevant infrastructure or provide any specific detail regarding how the link will interface with the Wurundjeri Road extension or be impacted with respect to construction programme and governance.

As such the current WGTP proposals conflict with the future aspiration for connectivity between E-Gate, North Melbourne Railway Station and surrounding urban redevelopment areas.

4.4 Alternative Proposal

Arup has undertaken a review of the potential options for providing a shared path between Docklands and North Melbourne Station, taking into account existing site constraints as well as the impact of WGTP.

The key constraints for the proposed crossing alignment are the North Melbourne station, the Regional Rail link track to the south of North Melbourne station and the new West Gate Tunnel elevated extension to Wurundjeri Way. These key constraints divide the link into two distinct sections. Section 1 is from Railway Place crossing North Melbourne railway station throat, extending over (or under) the Regional Rail link track and the new elevated extension to Wurundjeri Way. Section 2 crosses the new E-Gate development site with a potential tie in with the proposed Footscray Road pedestrian bridge at approximately 6.9m OD. The length across E-Gate development is approximately 250 metres.

The key constraints of the site lead to two primary route options both with significant advantages and disadvantages.

1. A bridge spanning over the WGT elevated road
2. A bridge passing under the WGT elevated road

In addition to these options, staging construction of the two sections whereby providing a temporary elevated link across the E-Gate site would provide flexibility for the construction of the E-Gate development to progress and also allow for any alignment changes that may result from an evolving plan of E-Gate to be incorporated into the design of the permanent structure.

Regardless of which solution is chose, it is critical that the link be fully coordinated, and integrated with the master plan of E-Gate.

4.5 Conclusions

- The WGTP needs to avoid adding additional constraints to the opportunity of a strategic pedestrian link. Therefore, an EPR should target a reduction in the rise of the Wurundjeri Road extension to be no greater than the regional rail bridge adjacent at the interface of North Melbourne Station.
- The WGTP needs to consider the opportunity of a bridge such that construction and programme can align, without compromising the opportunity from each project.
- Consideration is required to enable a bridge to be designed, procured, and built to enable a flexible and adaptable approach to the urban renewal development. Given the uncertainty of the E-Gate development, any long term structure may impede the response from the private sector. A temporary link may provide better value to Government to enable the connection and allow the site to respond to a future Masterplan.
- The WGTP needs to include how the shared path can not only interface with the strategic pedestrian link but also interface with the Waterfront City site, recognising the proposed Primary School and opportunities for a Tram extension.
- The WGTP strategic pedestrian link needs to consider the opportunity of linking in with the wider cycling network – utilising the shared use pedestrian bridge as a key connector.
- Further work is required to estimate the cost of a pedestrian link in line with the future urban renewal and connectivity benefits of the Focus Area, and

whether these can be included within WGTP project or considered as a complimentary project. The overall cost is likely to be the region of $28M for a permanent structure over Section 1 and a temporary structure over Section 2. This offers excellent value given the strategic importance of the link.

- The pedestrian link needs to be programmed as part of the WGTP to ensure the opportunity to utilise the link and realise growth potential can be realised during the construction period. Work needs to be undertaken to understand the cost during the construction of the WGTP vs. post WGTP completion. The latter is likely to be a significantly higher cost given the need to work in a live operating environment.
- To mitigate the risk of governance complexities, ownership accountabilities and planning regulation delaying the design and producing the potential for a poorer outcome for the Focus Area, a suitable robust EPR needs to include the pedestrian link as part of the project. The link must be considered in parallel to a complimentary process that considers the urban growth potential of the Focus Area.

Ashe Morgan request that the panel assessing the effect of the WGTP give due consideration to the finding of this report and look to bring forward the development of an active transport link between Docklands and North Melbourne as part of the delivery and implementation of WGTP.

Our Ref: CG150369:MD
Contact: Matthew Duffy

10 July 2017

Ashe Morgan
c/- Conversion Partners
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DOCKLANDS VIC 3008

Attention: Travis Reid

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Dear Travis,

REVIEW OF WEST GATE TUNNEL EVIRONMENTAL EFFECTS STATEMENT (EES) IMPACT ON SOUGHT PEARL RIVER RD ACCESS & PROPOSED USE OF E-GATE WATERFRONT CITY, DOCKLANDS

As per your request, Cardno has reviewed the proposed construction plans made available in the West Gate Tunnel Project Environmental Effects Statement (EES) for the areas in the immediate vicinity of Waterfront City, Docklands.

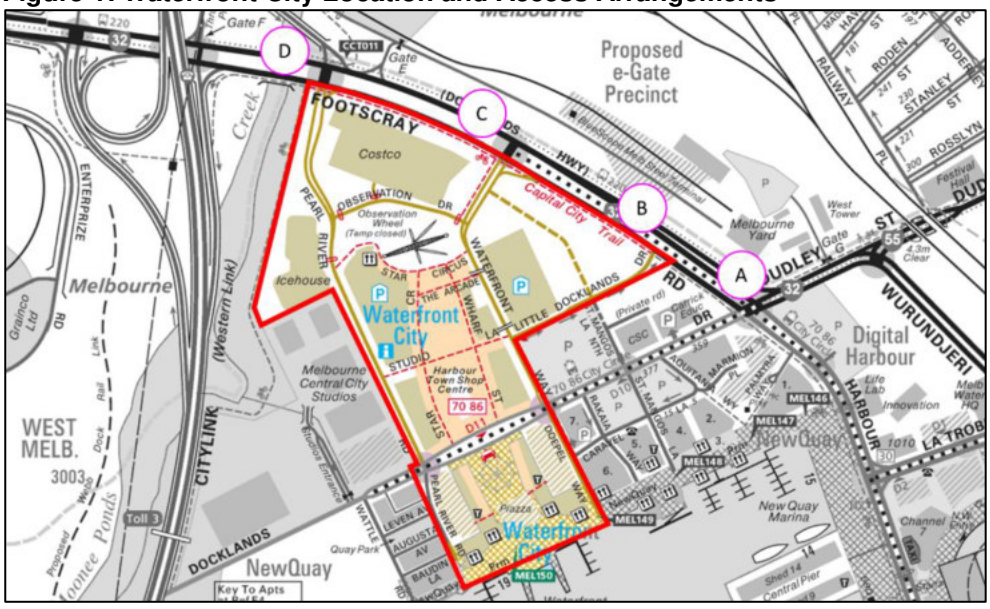
The information at hand indicates that the proposed cross section of Footscray Road across Moonee Ponds Creek, and its configuration with the intersections to the immediate west (Pearl River Road / Citylink Off Ramps) and east (Citylink Southbound / Elevated Roadway Ramps) will prejudice the sought provision of a right turn lane into Pearl River Road.

1. Waterfront City Location and Access Arrangements

Waterfront City is a precinct within the Docklands area that is generally bound by Footscray Road to the north-east and the Railway Canal (Moonee Ponds Creek) to the west.

All vehicular access to Waterfront City is currently provided via four (4) connections to Footscray Road, which are illustrated at Figure 1 below and described as follows:

Figure 1: Waterfront City Location and Access Arrangements



A. *Footscray Road / Docklands Drive / Harbour Esplanade / Dudley Street*

Signalised four-leg intersection access that allow vehicular movement into and out of the precinct in all directions

B. *Footscray Road / Little Docklands Drive*

Sign controlled intersection that provides one (1) left-turn lane from Little Docklands Drive onto Footscray Road (westbound).

C. *Footscray Road / Waterfront Way*

Signalised three-leg intersection access that allow vehicular movement into and out of the precinct in all directions.

D. *Footscray Road / Pearl River Road / Citylink Off Ramps*

Signalised three-leg intersection that allows vehicles to enter from the east and north only. No inbound movement is permitted from the west. Vehicles can exit onto both Footscray Road departure legs.

2. Current Redevelopment Works

AM Harbour Town Nominees Pty. Ltd. is currently undertaking re-development of the Waterfront City Precinct, Docklands. These works are intended to reinvigorate the precinct and include:

- The preparation of a new Master Plan for the precinct;
- Obtaining nine (9) planning permits;
- The development of a Hoyts Cinema and Entertainment Complex (under construction);
- The development of a Woolworths Supermarket & Fresh Food Market (commencing construction 2017);
- The development of a flagship Toyota/Lexus showroom (under leasing agreement);
- The enhancement of the existing Harbour Town Shopping Centre through:
  - The construction of canopy roofs over malls;
  - New pedestrian entries to Docklands Drive;
  - Ambience upgrades;
  - The opening of an international fashion label (due 2017); and
  - The construction of a new Giraffe child care centre (completed).
- The future development of a largescale urban renewal precinct on 2ha of vacant land surrounding the eastern car park, which is anticipated to deliver an additional 190,000m^2 of employment, shopping and living space.

3. Waterfront City Outline Development Plan (ODP)

As part of the redevelopment works, AM Harbour Town Nominees Pty. Ltd. has been seeking to implement the missing access arrangements outlined in the *Waterfront City Outline Development Plan (September 2003).*

This plan was approved by the Minister for Planning on 28th November 2003, and is a listed document at Clause 43.04 (Schedule 7 to the Development Plan Overlay) of the Melbourne Planning Scheme.

A copy of the vehicular access arrangements outlined in the ODP is attached as Appendix A to this letter.

4. Missing Access Arrangements

The ODP indicates the following:

- The intersection of Footscray Road and Little Docklands Drive is to provide 'left-in, left-out' access to and from the precinct; and
- The intersection of Footscray Road / Pearl River Road and the Citylink Off Ramps is to provide fully directional access into and out of the precinct.

Cardno has since prepared a concept layout plan for the left-turn in movement at Little Docklands Drive which was given 'in-principle' support by City of Melbourne and to which VicRoads has stated it has no objection.

5. Pearl River Right Turn Treatment

Cardno met with VicRoads in August 2015 to discuss the potential to provide the missing right-turn lane into Pearl River Road. An indicative layout of the arrangement that was discussed is attached as Appendix B to this letter.

VicRoads indicated that a detailed analysis of the traffic volumes entering Pearl River Road, assuming full build out of the Waterfront City Development Plan and future operating conditions at the intersection would be required in order for it to support the proposal.

Notwithstanding, VicRoads was not in a position to make a decision on the sought right-turn lane at the time due to the unsolicited bid for the Western Distributor Project by Transurban.

6. West Gate Tunnel Proposed Construction Plans

The proposed construction plans released for the West Gate Tunnel Project appear to indicate that the two (2) bridge decks across Moonee Ponds Creek on Footscray Road are to be consolidated to form a single bridge deck.

The four (4) eastbound lanes across the creek will be retained, whilst the number of lanes on the westbound side of the bridge will be increased from 4 no. to 7 no, inclusive of two (2) new right turn lanes. A narrow central median is proposed which will separate eastbound and westbound traffic flow.

The increase in the number of westbound lanes is partially a result of the westbound entry ramps from Footscray Road to the elevated roadway being moved from their reference design location east of the Pearl River Road intersection, to the eastern side of Moonee Ponds Creek.

As a result of the number of lanes, the construction plans indicate that there will not be enough width provided atop the consolidated deck to provide any future dedicated right-turn treatment into Pearl River Road from Footscray Road (West-South).

7. Submission to the Inquiry and Advisory Committee (IAC)

The EES process provides the opportunity for interested persons and organisations to submit comments for consideration in planning approvals.

Having reviewed the plans currently made available on the EES website, it would appear that the current design will prejudice the provision of the right turn lane into Pearl River Road sought by AM Harbour Town Nominees Pty. Ltd. that is included within the longstanding ODP.

A high level concept layout plan is attached as Appendix C to this letter, which shows a right-turn lane into Pearl River Road might be provided in the current scheme by reducing the lane widths to approximately 3.2 metres. If wider lanes are to be sought, then the lane could be incorporated into the design through a slight widening of the bridge deck.

Alternatively, a review of the construction plans indicates that the southernmost westbound lane terminates approximately 80 metres downstream of the Elevated Roadway intersection. This lane may not be entirely necessary for capacity purposes (subject to further analysis), and the removal of one (1) westbound lane from the consolidated bridge deck might allow for the sought right-turn lane into Pearl River Road to be incorporated into the current design.

Integrating these works into the West Gate Tunnel Project would provide a more efficient outcome with cost savings, and also avoid future operational shutdowns than if they were completed at a later date as a stand-alone project.

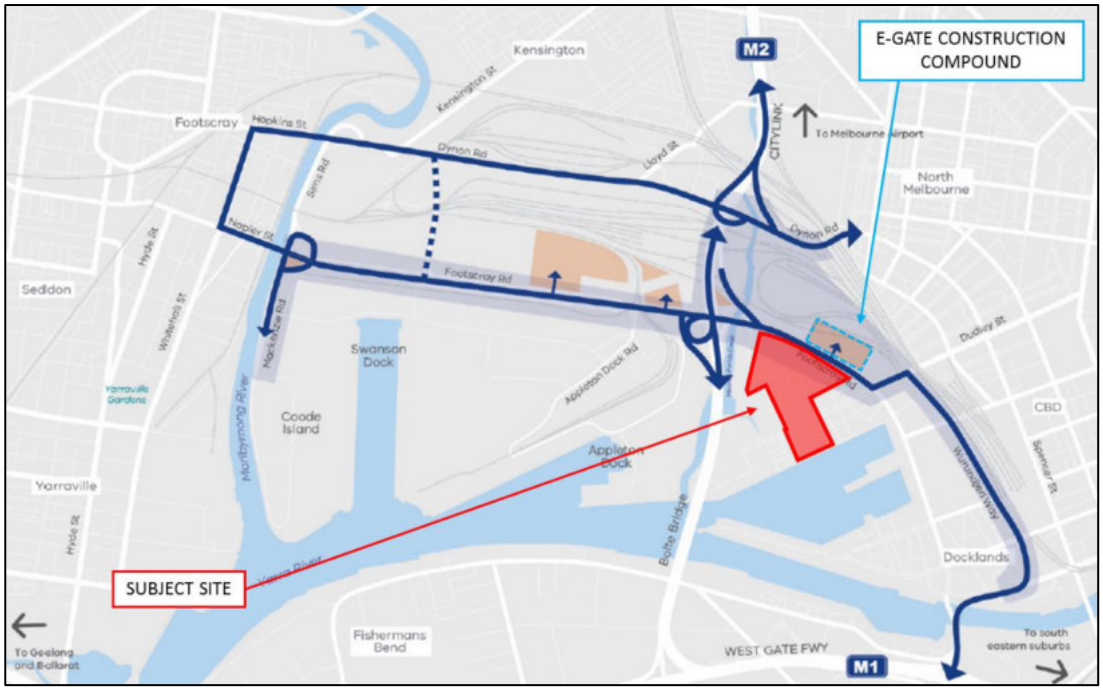
We would therefore submit that the IAC Panel have a design alteration included in the Transurban plans to allow the right-turn movement into Pearl River Road.

8. Proposed Use of E-Gate Construction Compound

The EES states that the main construction compounds for the Port, Citylink and City Connections component will be at the former Melbourne Wholesale Market site and the E-Gate rail yards opposite the precinct.

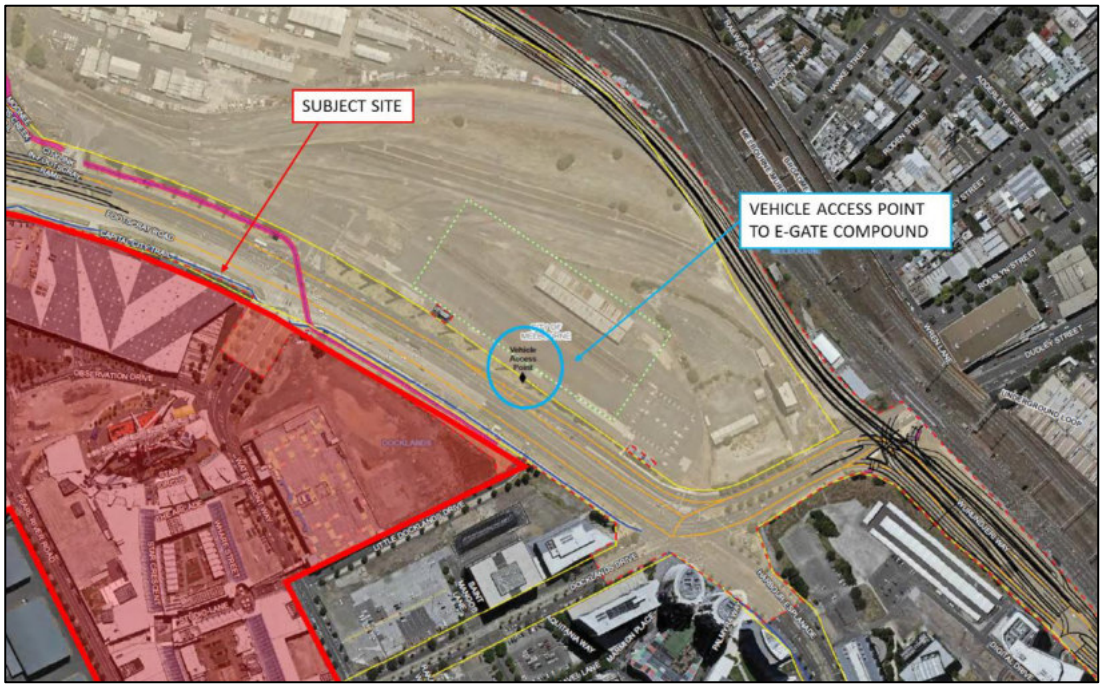
The potential construction traffic routes for the component are shown in Figure 25-5 of the EES and are reproduced at Figure 2 below.

Figure 2: Location of Construction Compounds and Potential Construction Routes



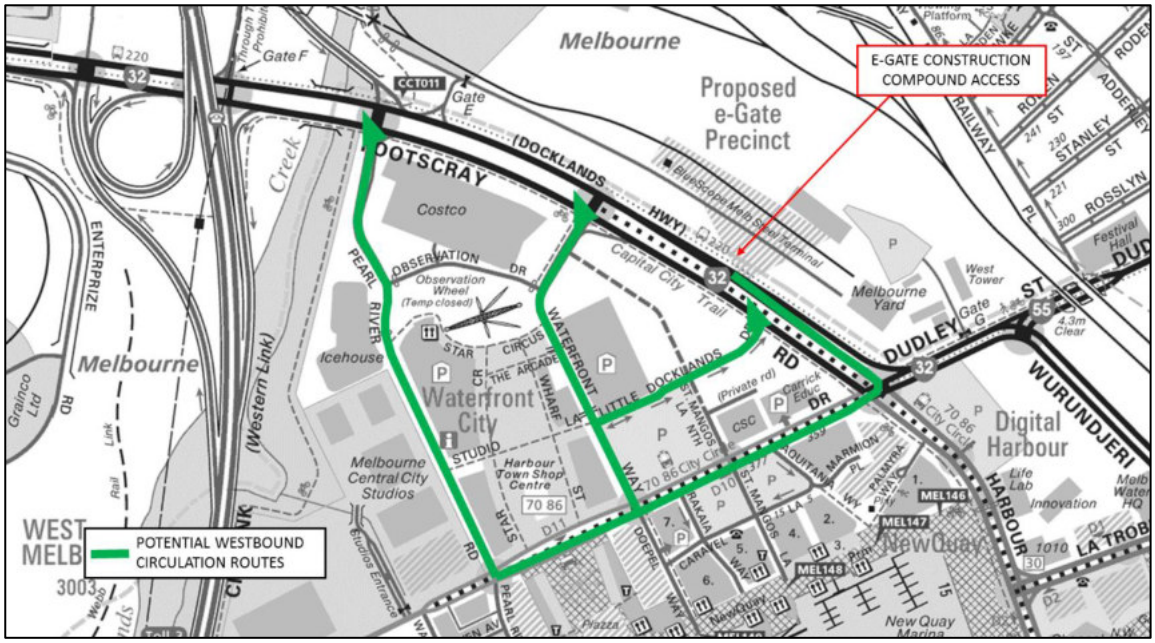
Whilst the requirement to provide Traffic Management Plans prior to construction should mitigate the level of impact on the local vehicle network, it is noted that the current horizontal alignment drawings already indicate that vehicular access to the E-Gate Compound will be provided via a left-in, left-out access from Footscray Road, as reproduced at Figure 3, below.

Figure 3: Proposed Vehicular Access to E-Gate Compound



Given the location of the central median on Footscray Road, the location of the compound access, and the 'No U-Turn' restriction for southbound vehicles at Docklands Drive, the siting of the access would require any westbound vehicles departing the compound to turn right at Docklands Drive and circulate through the Waterfront City Precinct as illustrated in Figure 4, below.

Figure 4: Potential Circulation Through Waterfront City Precinct



It is noted that Section 8.1.1 of the Traffic Impact Assessment estimates that the E-Gate compound will generate in the order of 950 peak daily cars (inbound) and 100 peak daily trucks (inbound), with vehicular access to be provided via Footscray Road and Citylink. Based on this, and assuming that each inbound vehicle also generates an outbound movement, the E-Gate compound may generate in the order of 1,900 car movements a day and 200 truck movements a day. It is unclear how many movements are anticipated in a westbound direction.

Whilst these movements are a necessary result of construction and arrangements will be made to minimise their impact, it would be advantageous if vehicles were able to turn right from the compound access rather than circulate through the precinct in the vicinity of the school.

We would therefore suggest in utilising the currently truncated northern leg of the signalised Waterfront Way Intersection to provide access to and from the E-Gate compound. This would allow construction vehicles to turn right from the site without the need to circulate through the Waterfront City network.

Yours sincerely,

Matthew Duffy
Senior Engineer
for Cardno
Direct Line: 8415 7563
Email: matthew.duffy@cardno.com.au

Enc: Appendix A - Outline Development Plan Excerpt
Appendix B - Indicative Right-Turn Treatment Provided to VicRoads
Appendix C - Concept Layout Plan for inclusion of Right-Turn Treatment into EES Plans

APPENDIX A – OUTILNE DEVELPOMENT PLAN EXCERPT

2.1 Circulation & Access (cont'd)

2.1.3 Individual Traffic Systems & Access

2.1.3.1 Vehicular

Vehicular access from the arterial road network is proposed as:

A Footscray Road / City Link Westbound Exit Ramp / Access Road A; fully directional signalised intersection.

B Footscray Road / Access Road; fully directional signalised intersection.

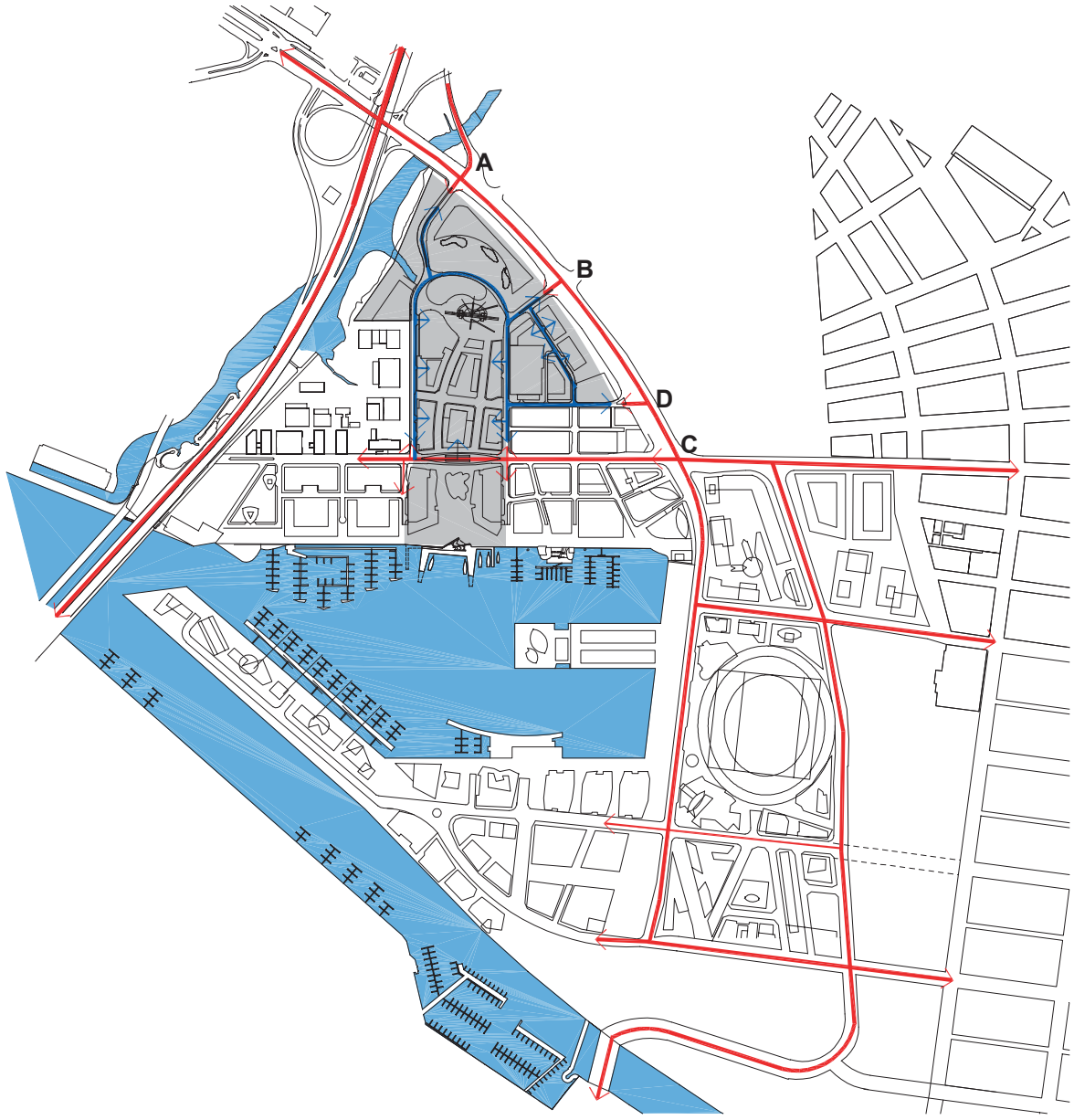
C Footscray Road / Dudley Street / Dockland's Drive; fully directional signalised intersection.

D Footscray Road / Access Road; Left in / Left out intersection.

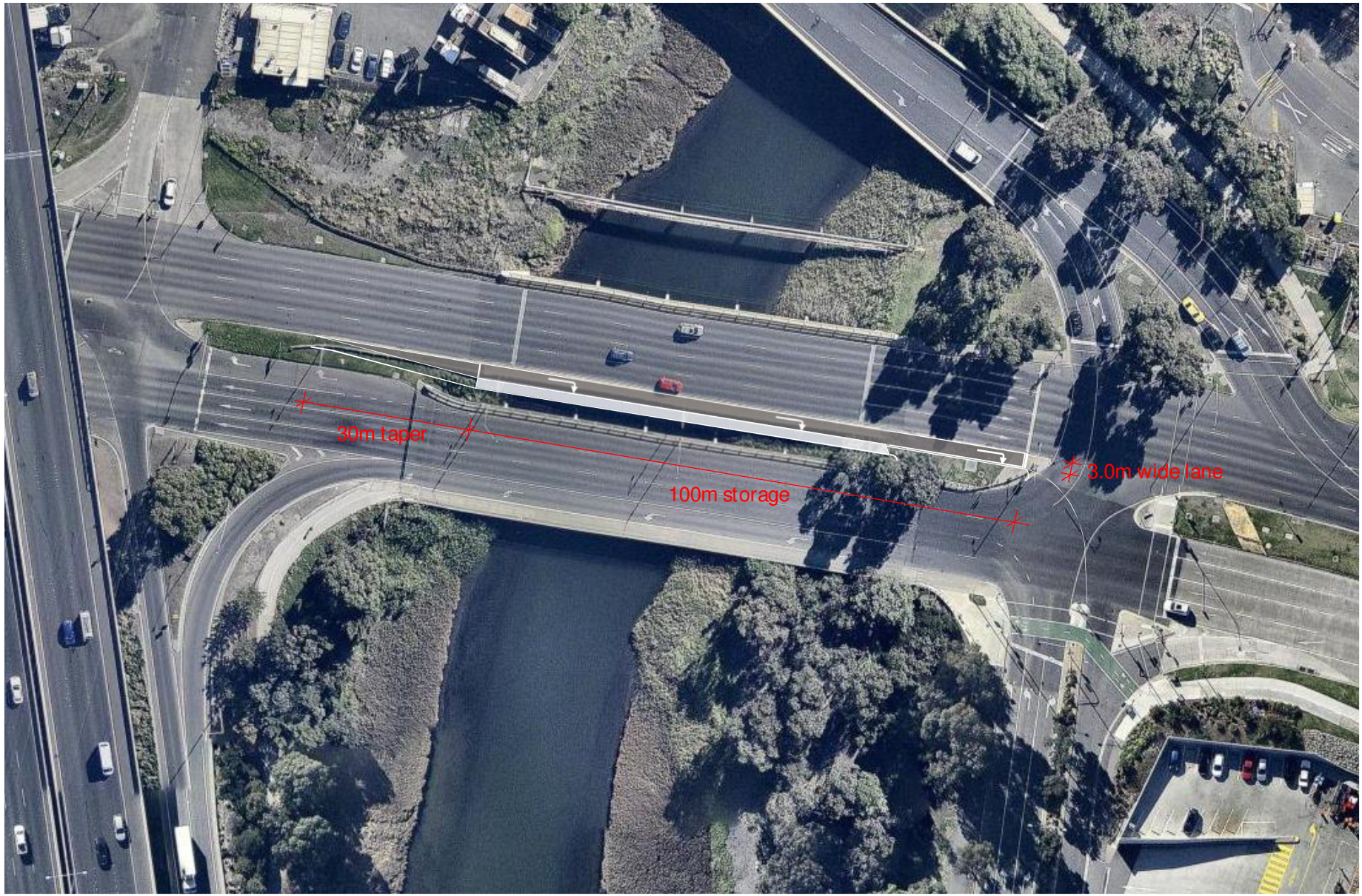
The combination of the above intersections onto the external road network will provide connectivity to the metropolitan road network as follows:

- The proposed interchange onto Footscray Road provides a connection to City Link which connects Melbourne's freeway network.
- The proposed Footscray Road intersections provide convenient access points from the City Link Interchange.
- The Dockland's Drive intersection with Wurundjeri Way provides convenient connections to the CBD and south to the bay side suburbs via Montague Street.
- The internal road network provides efficient connections to the various car parks within Waterfront City and Docklands.

Vehicular Access Plan



APPENDIX B – INDICATIVE RIGHT-TURN TREATMENT PROVIDED TO VICROADS



Cardno concept illustration discussed with VicRoads in mid (July - August) 2015

APPENDIX C – CONCEPT LAYOUT PLAN FOR INCLUSION OF RIGHT-TURN TREATMENT INTO EES PLANS

FOOTSCRAY ROAD

CITY LINK

MOONEE PONDS CREEK

PEARL RIVER ROAD

Cardno
Shaping the Future

FOOTSCRAY ROAD / PEARL RIVER ROAD INTERSECTION
CONCEPTUAL RIGHT TURN TREATMENT
(E.E.S. REVIEW)

MD/RJT 5.7.17 1:500@B1 CG150369

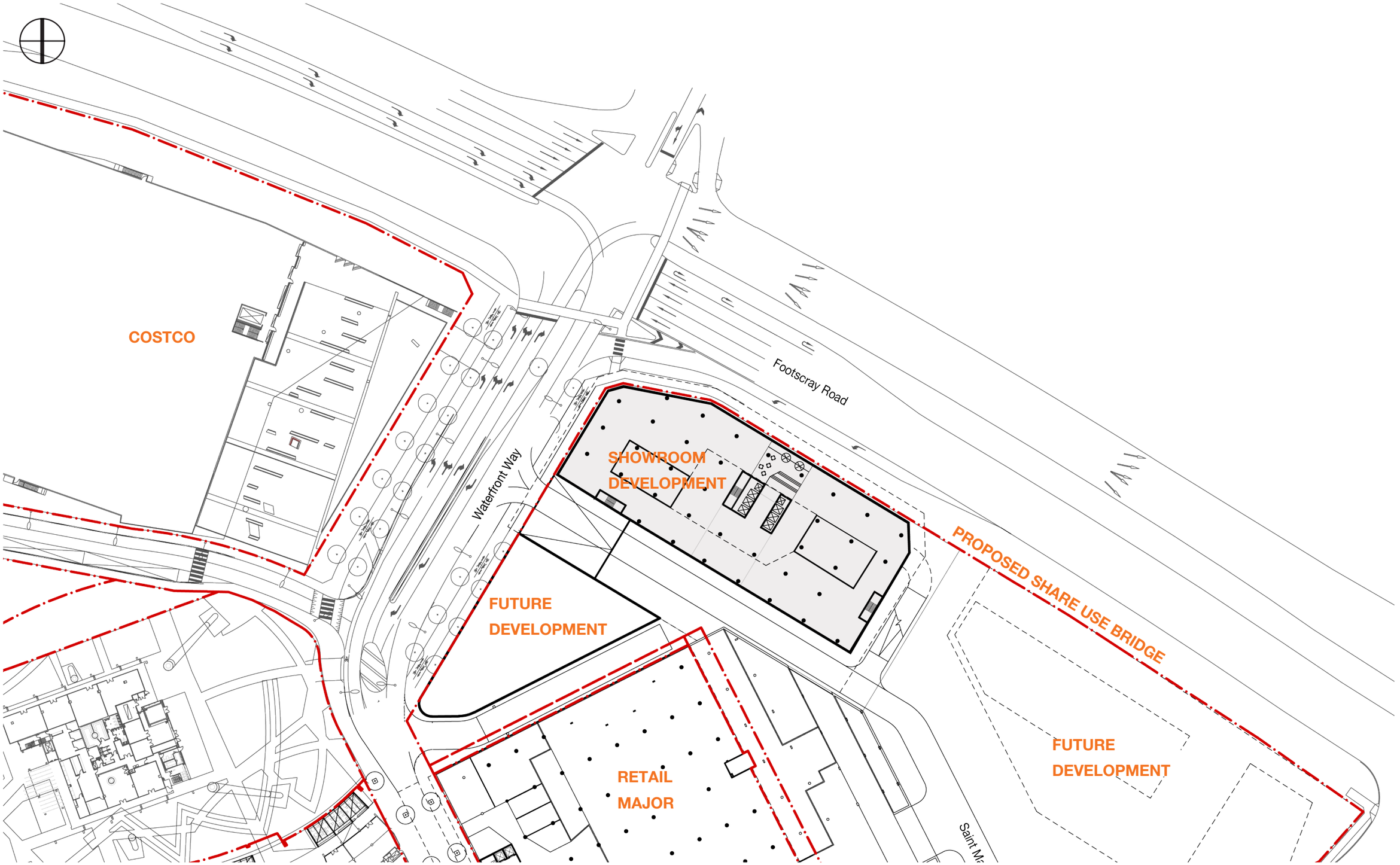
HARBOUR TOWN

IMPACT ANALYSIS- HARBOURTOWN AND WEST GATE TUNNEL PROJECT

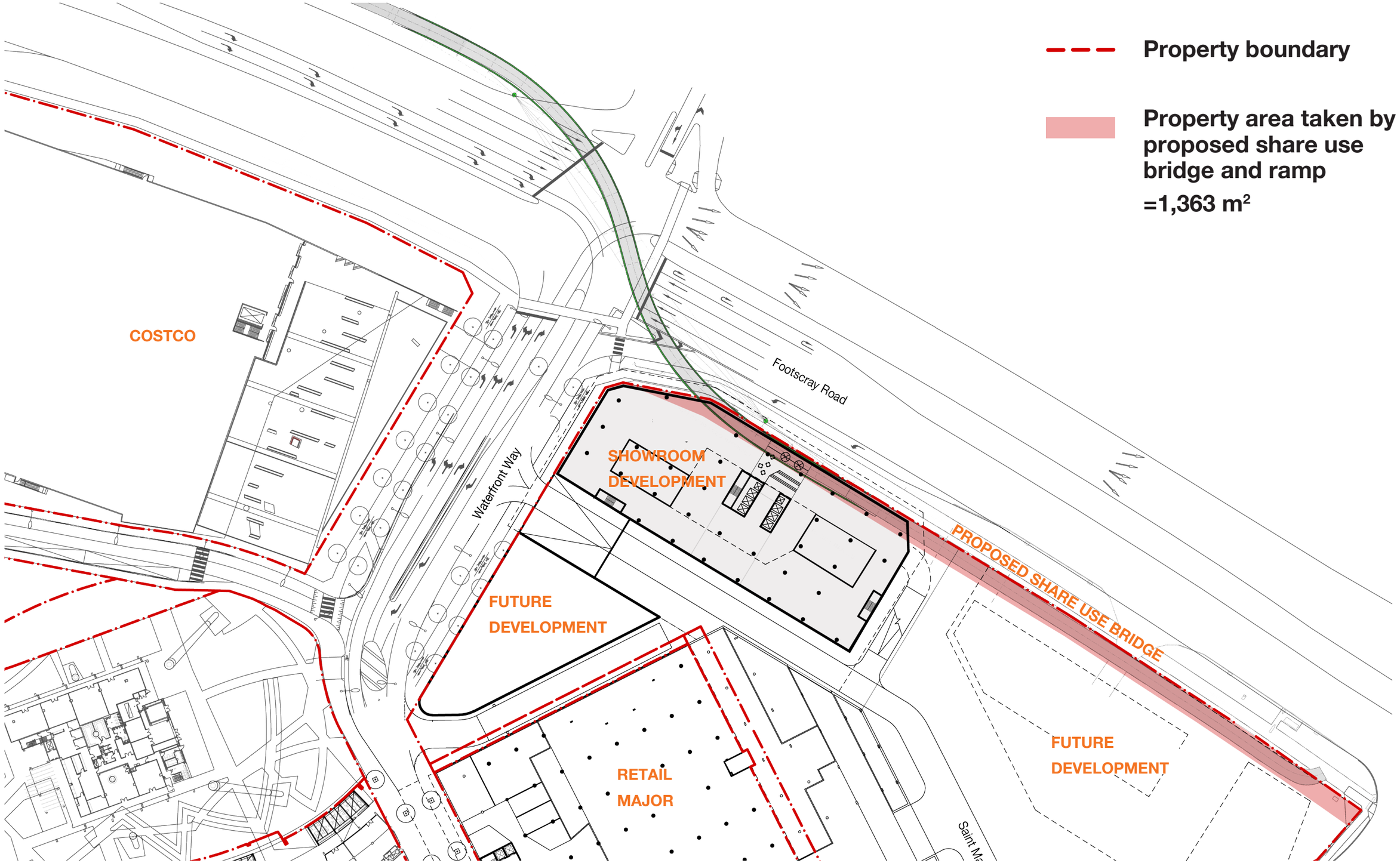
10TH JULY 2017

NHArchitecture

GROUND PLAN
1:1000



AREA OVERLAY
1:1000

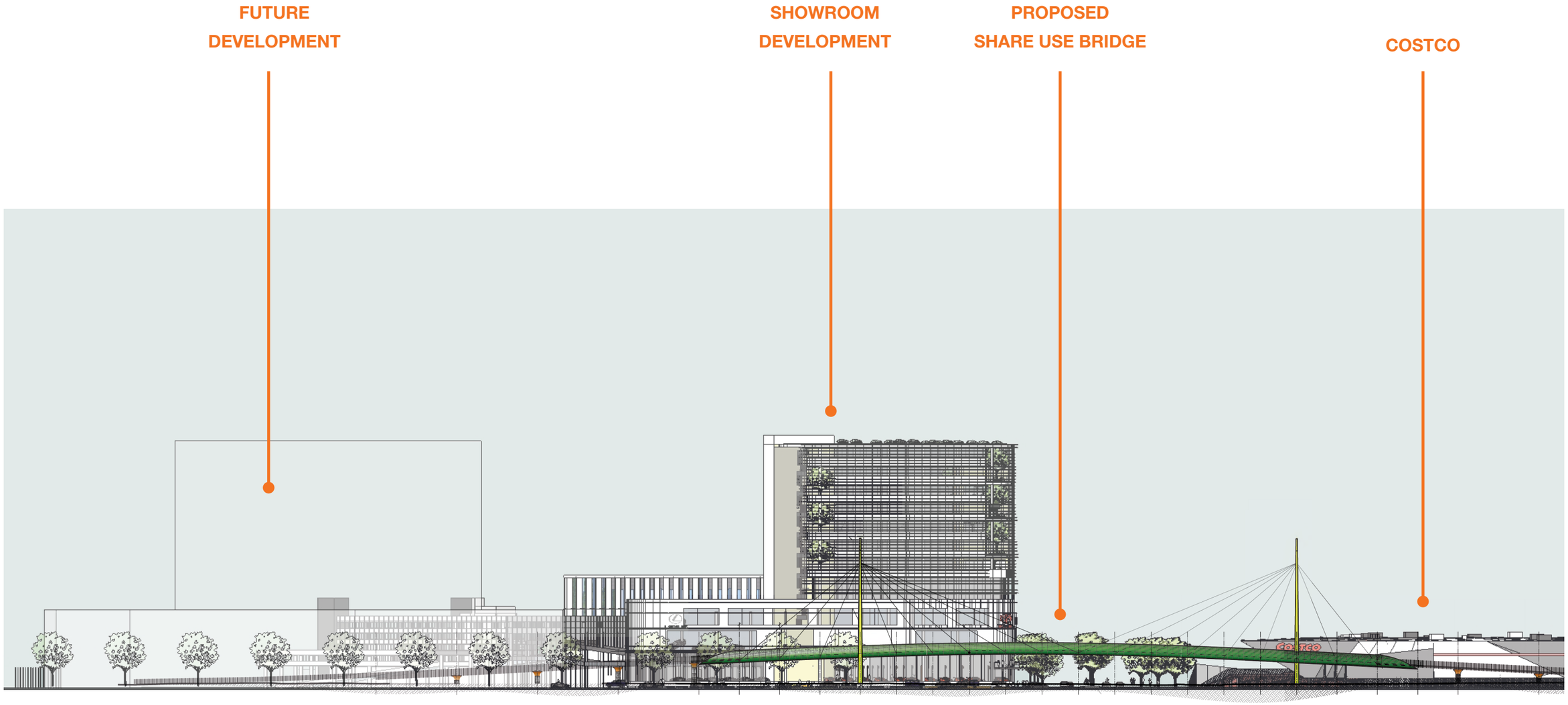


Property boundary

Property area taken by proposed share use bridge and ramp

=1,363 m²

EASTERN ELEVATION
1:1000



Date of Issue:
10th July 2017

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