

Committee Submissions (Section 223)

Presenter Joanne Wandel, Director Major Capital Works

Purpose and background

1. The purpose of this report is to recommend the discontinuance of parts of Franklin and Queen Streets, Melbourne ('the Roads') (see page 6 of the attached report to the Committee), in accordance with sections 206(1), 207A and 223, and clause 3 of schedule 10 of the *Local Government Act 1989*.

Consideration at Committee

2. At the Submissions (Section 223) Committee meeting on 14 November 2019 the Committee considered the report at Attachment 1 and on 28 November 2019 made the below recommendation for presentation to Council.

Recommendation

4. That the Submissions (Section 223) Committee having considered the written submissions in relation to the proposal and persons wishing to be heard in support of their submissions having been given an opportunity to be heard, recommend that Council:
 - 4.1. Discontinue part of the roads known as Franklin Street and Queen Street, Melbourne, labelled as Parcels A and B on the plan in the public notice published in The Age on 19 September 2019 (Proposal), subject to management:
 - 4.1.1. implementing the recommendations in the Traffic Impact Assessment report dated 1 November 2019 prepared by Cardno Victoria Pty Ltd (Recommendations) under delegation
 - 4.1.2. investigating options to replace the existing greenery elsewhere in the precinct for the reason that:
 - 4.1.2.1. the Proposal aligns with the Council's Transport Strategy 2030 and will improve safety, accessibility and connectivity for cyclists, pedestrians and public transport users
 - 4.1.2.2. implementation of the Recommendations, will address concerns by objectors in respect to the impact to motorists and other users, in nearby streets and intersections
 - 4.1.2.3. the roads are no longer required as roads and their discontinuance and the implementation of the Recommendations, will result in an overall improvement in traffic conditions in the vicinity for all users
 - 4.1.2.4. although the loss of any open space is regrettable, especially if it involves mature trees, the benefits of the Proposal in association with the implementation of the Recommendations, significantly outweigh the detriments raised by objectors
 - 4.1.2.5. the gazettal of the discontinuance will be timed to minimise the adverse impact on the public, and may occur in stages
 - 4.1.2.6. a number of the issues raised by submitters are outside of the scope of the Proposal.
 - 4.2. Notify in writing every person who has lodged a separate submission of the decision and reasons for the decision.

Attachment:

1. Submissions (Section 223) Committee, Agenda item 5.1, 14 November 2019

Management report to Submissions (223) Committee**Proposed road discontinuance of part of Franklin and part of Queen Street, Melbourne****Submissions
(223) Committee****Presenter: Joanne Wandel, Director Major Capital Works****14 November 2019****Purpose and background**

1. This report addresses the proposed road discontinuance of part of Franklin Street and part of Queen Street ('the Roads') as shown hatched on the attached plan (see Attachment 3), pursuant to section 206(1), clause 3 of Schedule 10, section 207A(a) and section 223 of the *Local Government Act 1989* ('the Act').
2. This report addresses thirty six (36) submissions received in response to the proposed road discontinuance.
3. The sale and subsequent redevelopment of the land in Franklin Street is proposed in accordance with the Agreement between the City of Melbourne and Victorian Government (Minister for Finance), dated 2014 and amended in 2015, to transfer Crown land south of the Franklin Street stores to the City of Melbourne. Consequently, freehold land will be created providing opportunities for a mixed use development on the site.
4. If discontinued the Southern Development Site (SDS) (Parcel A on the attached plan) is proposed to be divested through a public Expressions of Interest / Request for Proposal process to a private entity who would deliver market car parking and affordable housing for City of Melbourne, with the balance of proceeds to offset some of the cost of the Queen Victoria Market Precinct Renewal (QVMPR) Program. This project (subject to a separate application) will also involve the retention and adaptation of the Franklin Street stores sympathetic to its heritage values.
5. The Queen Street portion of the proposed road discontinuance (Parcel B on the attached plan) is proposed to be developed (Queen's Corner Building) for municipal, market, retail and hospitality purposes complimentary to the Queen Victoria Market.
6. The QVMPR Program Master Plan and Melbourne Planning Scheme Amendment C245 include the land directly along the south of the market site in Development Plan Overlay – Schedule 11 (DPO11). DPO11 defines the allowed building envelope taking into consideration street frontage heights and setbacks along with overshadowing protection requirements.
7. One submission in support of the proposal was received from QVM Pty Ltd on the basis that it would allow for improved safety, amenity, and broader benefits to the market precinct and facilitates future redevelopment opportunities.
8. The main points from submitters opposing the proposal are as follows (Attachment 5 includes the full submissions):
 - 8.1. Development of the site in accordance with the Melbourne Planning Scheme (Schedule 11 to Clause 43.04 Development Plan Overlay) is inappropriate;
 - 8.2. The proposal will result in increased traffic congestion within proximity to the Queen Victoria Market;
 - 8.3. The proposal will result in restricted access to the market car park and market sheds if the Franklin Street and Queen Street sites are developed in accordance with the QVMPR Program Master Plan
 - 8.4. Removal of at grade car parking bays will impact market traders and their businesses
 - 8.5. Green space at the existing roundabout is of benefit to the precinct and should be retained.

Key issues

9. The following comments are made in response to the submissions received:
 - 9.1. The proposal is to discontinue two portions of road on the basis they are no longer required for use as road.

- 9.2. The concept of the roads being discontinued has been an element of the QVMPR Master Plan and the State Agreement since 2014.
- 9.3. In 2015-16, public consultation was undertaken on the C245 Planning Scheme Amendment.
- 9.4. Assessment of any future development proposal is undertaken pursuant to the Melbourne Planning Scheme and is not the subject of the current public notice process.
- 9.5. The Traffic Report (see Attachment 6) provides that while future operating conditions, particularly at the Dudley Street/Peel Street and William Street/Franklin Street intersections may experience increased traffic volumes during peak hours, analysis of likely future traffic conditions at the William/A'Beckett Street intersection, the Queen/A'Beckett Street intersections and in particular the Queen/Franklin Street intersection will operate satisfactorily.
- 9.6. The changed road configurations will also remove existing hazards such as pedestrian/vehicle and vehicle/bicycle conflict points, and improve safety and accessibility for cyclists, pedestrians and road users within the market precinct and surrounding area. Through the implementation of variable traffic signal phasing, traffic conditions may also see an improvement.
- 9.7. City of Melbourne's Transport Strategy 2030, in conjunction with major transport projects such as the new Melbourne Metro Tunnel Project, will assist in a shift from car to more sustainable modes of transportation. The West Gate Tunnel Project may also assist in displacing traffic throughout the surrounding road network.
- 9.8. Car parking spaces, currently accommodated on the at-grade carpark north of the Franklin Street stores, are proposed to be relocated within the Munro and SDS developments, allowing for delivery of a 1.5 hectare public open space. The phased delivery of the new space would result in increased tree canopy cover to effectively offset removal of all existing trees within the proposed road discontinuance areas (refer to the QVMPR Program Master Plan available on the City of Melbourne website and Attachment 7 – QVMPR Indicative Timeline).

Recommendation from management

10. That the Submissions (Section 223) Committee:
 - 10.1. Considers all written submissions in relation to the proposal and hears any person wishing to be heard in support of their submission and then makes a recommendation to Council,
 - 10.2. Recommends Council notify in writing every person who has lodged a submission of its decision and the reasons for its decision.

Attachments:

1. Supporting Attachment (Page 3 of 178)
2. Public Notice (Page 5 of 178)
3. Plan from Public Notice (Page 6 of 178)
4. Photos (Page 7 of 178)
5. Submissions (Page 11 of 178)
6. Traffic Impact Assessment Report (Page 131 of 178)
7. QVM Precinct Renewal Indicative Timeline (Page 178 of 178)

Supporting Attachment

Legal

1. Pursuant to section 206(1), clause 3 of Schedule 10, section 207A(a) and section 223 of the Act, Council has given public notice that it proposes to discontinue the Roads. Section 223 of the Act provides that before the Council can make a decision on the proposal it must consider all submissions received in response to the public notice and give submitters the opportunity to address the Submissions (Section 223) Committee on these written Submissions.

Finance

2. The costs associated with managing the application will be met by the Project. This is regardless of whether the application is successful or not, or if it is withdrawn. These costs include property valuation, general advertising, gazetting of the Road discontinuance in the Government Gazette and associated legal costs.

Conflict of interest

3. The Director City Design and Projects and Chief Financial Officer of the City of Melbourne are Directors of Queen Victoria Market Pty Ltd. No other member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

Health and Safety

4. Community Health and Safety:
 - 4.1. The problematic intersection at William and Franklin Streets and Franklin and Queen Streets, coupled with use of the Franklin Street eastbound carriageway for through traffic raises safety concerns for users of the Roads, namely pedestrians and cyclists (refer to Traffic Report in Attachment 6).
 - 4.2. Buses are currently encroaching on to the on-road bicycle lane at the Franklin Street/Queen Street intersection (turning left from Queen Street to Franklin Street heading west). This increases the risk of cyclist related incidents at this intersection. Replacing the Franklin Street/Queen Street roundabout with a signalised intersection, under the proposal, would reduce the likelihood of such accidents.
 - 4.3. Left turning traffic from Peel Street into Franklin Street (eastbound) is currently required to turn left across a bicycle lane and pedestrian crossing. The proposed Franklin Street road discontinuance would remove this safety hazard.
 - 4.4. The current roundabout, recognised as a public reserve and informal community space, will be removed. However, the proposed 1.5 hectare Market Square public open space would contribute to greater amenity, health and wellbeing benefits stemming from community use.

Stakeholder consultation

5. The proposal was given public notice. Overall the consultation involved:
 - 5.1. advertising in *The Age* on 19 September 2019
 - 5.2. a letter being sent to the owners of abutting properties
 - 5.3. the notice was placed on Council's website
 - 5.4. the notice was placed on site at two locations
 - 5.5. an information session was held on 19 September 2019 with residents and owners of Melbourne Terrace Apartments.

Relation to Council policy

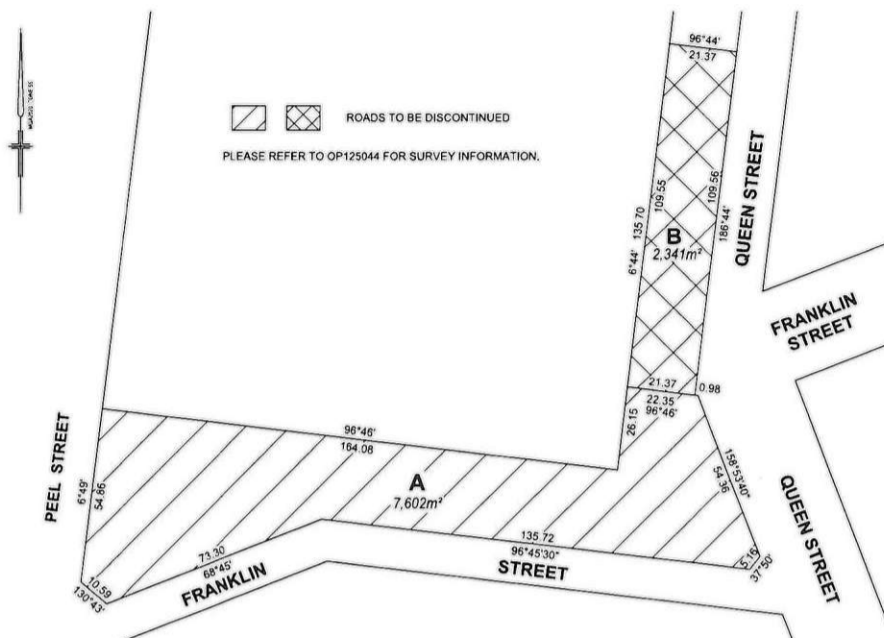
6. The proposed discontinuance has been assessed under the Road Discontinuance Policy approved by Council on 30 May 2017.

Environmental sustainability

7. This proposal would facilitate removal of the current QVM at-grade car park thereby reducing its heat island effect and enabling the delivery of Market Square. The QVM car park is one of the largest urban heat islands in the city. Through the delivery of Market Square, tree canopy cover within the precinct would also be increased in accordance with City of Melbourne's Urban Forest Strategy.

Proposed discontinuance of part of Franklin Street and part of Queen Street, Melbourne

Notice is given pursuant to section 206(1), clause 3 of Schedule 10, section 207A(a) and section 223 of the *Local Government Act 1989* (Act) that the Melbourne City Council (Council) proposes to discontinue part of the roads known as Franklin Street and Queen Street, Melbourne, labelled as Parcels A and B on the plan below (Proposal).



The Proposal is part of the Queen Victoria Market Precinct Renewal program. If the roads are discontinued, it is proposed that Parcel A will form part of a future mixed use development site, and that Parcel B will be developed as a market related facility.

If the roads are discontinued, access will remain unchanged until the commencement of construction activities, at which time access to Parcels A and B will no longer be permitted.

Any person may make a written submission on the Proposal to the Council. All submissions received by the Council on or before Thursday 17 October 2019 will be considered in accordance with section 223(1) of the Act, by the Council's Submissions (Section 223) Committee (Committee).

If a person wishes to be heard in support of their submission they must include a request to be heard in their written submission and this will entitle them to appear in person, or by a person representing them, before a meeting of the Committee, scheduled to be held on Thursday 14 November, commencing at 3pm, in the Melbourne Town Hall, Administration Building, Swanston Street, Melbourne.

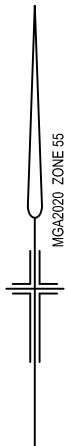
Written submissions must be marked 'Proposed discontinuance of part of Franklin Street and Queen Street Melbourne' and addressed to the Manager Governance and Legal, Melbourne City Council, GPO Box 1603, Melbourne VIC 3001. Submissions can also be made via email to com.meetings@melbourne.vic.gov.au or on-line at <https://comdigital.wufoo.com/forms/rly4bj60tdagsg/>

Written submissions cannot be delivered in person.

Submissions form part of the public record of the Committee's meeting (including any personal information you provide) and will be published on Council's website (accessible worldwide) for an indefinite period. A hard copy will also be made available for inspection by members of the public at Council's offices.

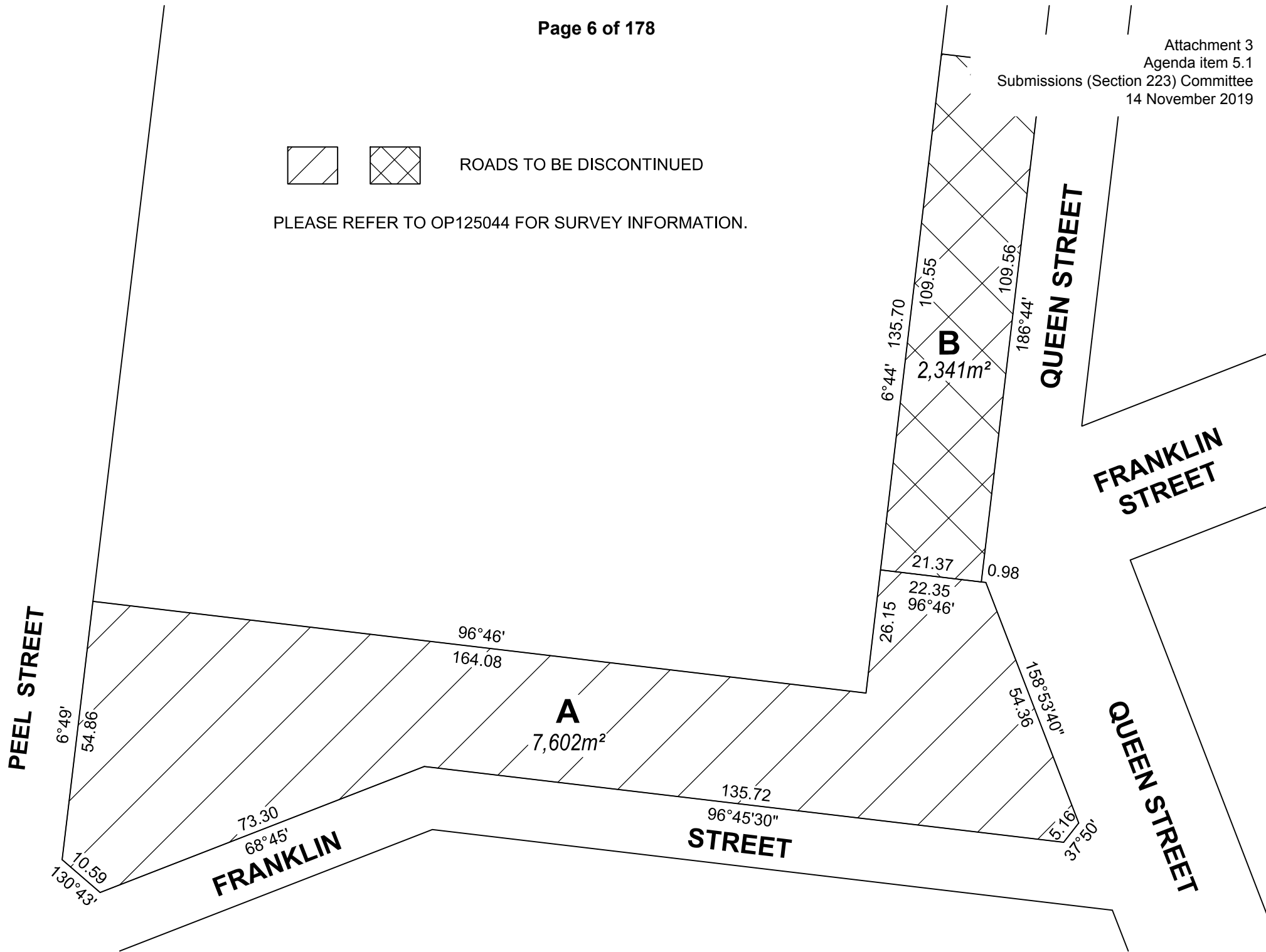
If you have any concerns about how Council will use and disclose your personal information, please contact the Council Business team via email at privacy@melbourne.vic.gov.au

VG9344



ROADS TO BE DISCONTINUED

PLEASE REFER TO OP125044 FOR SURVEY INFORMATION.



Photos

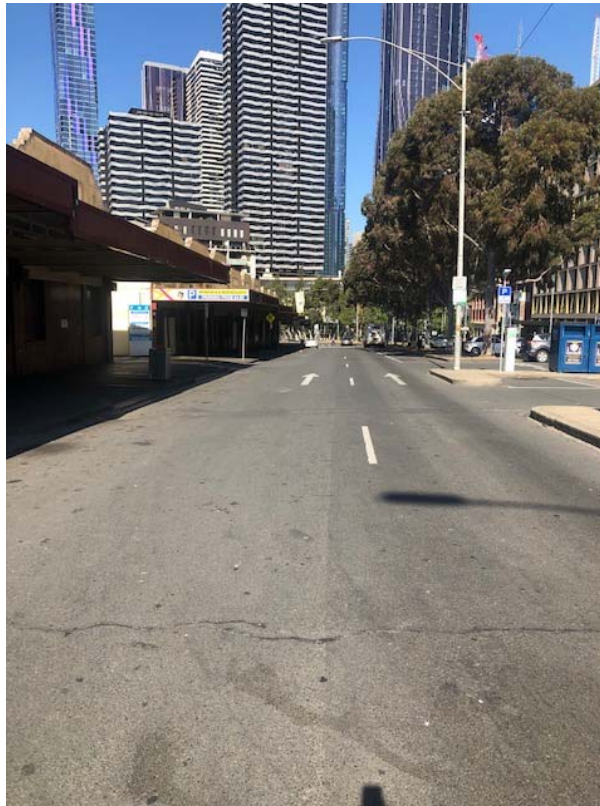


Photo 1 [Franklin Street Eastbound Carriageway]



Photo 2 [Franklin St/Queen St Intersection]



Photo 3 [Franklin St/Queen St Intersection]



Photo 4 [Queen St Northbound Carriageway]

Photos



Photo 1 [Franklin Street Eastbound Carriageway]



Photo 2 [Franklin St/Queen St Intersection]



Photo 3 [Franklin St/Queen St Intersection]



Photo 4 [Queen St Northbound Carriageway]

The Manager Governance and Legal
Melbourne City Council
GPO Box 1603
Melbourne, VIC 3001

Attachment 5
Agenda item 5.1
Submissions (Section 223) Committee
14 November 2019

Proposed discontinuance of part of Franklin Street and Queen Street Melbourne.

This submission is to oppose the proposed closure of Franklin Street and Queen Street Melbourne.

I wish to be heard in support of this submission and would like to present in person to the committee.

The reasons for my objection to the proposal are as follows;

1. The impact on traffic flows in the area. There is no assessment of the effects of the road closure following the change in plan to longer build the "New Franklin Street".
2. The impact on the future of the Queen Victoria Market. One key aim of the Precinct Renewal Program is to ensure that the QVM remains as a working fresh produce market. This proposal will have severe negative impact on this goal.
3. The lack of reasonable justification for the closure of the road. The costs seem to outweigh the benefits. There is no economic justification for the closure.
4. There is no business case to support this aspect of the renewal program. This road closure and the planned sale of the Crown Land as a development site is not an essential component of the Precinct Renewal Program.
5. The original Business Case is fundamentally flawed. (The Queen Victoria Market Precinct Renewal Program Business Case 2017)
6. There have been a significant number of changes since the original renewal plan was conceived. The Metro. Franklin Street east is blocked off at Swanston and is likely to remain blocked for a long time. Potentially closed long term for the RMIT section with limited access for service vehicles only. The East West Tunnel. The huge number of apartments under construction.
7. The impact on residents of the massive building proposed for the Southern Development Site.

Background.

I am fully supportive of the proposed improvements to the market. I am opposed to closing off Franklin Street and selling it as a development site.

From c245 Panel Report 2012

The Market services both domestic and tourist needs providing a unique shopping experience which attracts around 10 million visitors annually.

From the Queen Victoria Market Precinct Renewal Program Business Case 2017 (p28)

“While the number of people driving to Queen Victoria Market has declined in recent years, almost half of all visitors to the market still arrive by car, largely for reasons of convenience, carrying capacity and distance.16 As such, visitation to the market is still dependent on the provision of sufficient and easy-to-use car parking”.

This indicates 4.5 million visits to the market by car. These visits are short term. The figures indicate an average of 8,600 cars per market day? (assume 2 people per car) Logic suggests these visitors would spend more and purchase more fresh produce than people who walk or take public transport. The road closure could dramatically affect the financial viability of the market as we know it if vehicle access is restricted.

Supporting arguments:

- 1) There is no new assessment of the traffic flows around the market.
 - (a) The original proposal was to have a “new Franklin Street” that connected Dudley and Franklin as a through Road.
 - (b) This is no longer planned to be built.
 - (c) Queen Street will be narrowed to one car each way and Therry Street closed off. Short term public parking will be removed.
 - (d) This means the only access to the new Munro site car park is via Queen Street. One lane in one lane out.
 - (e) Access to Queen Street will be severely restricted if Franklin Street west is closed off. Traffic will need to go via William Street to A’Beckett and then down Queens.
 - (f) Based on the figures in the Business case there is an average of around 8,600+ cars visiting the market each day. The numbers are higher on weekends. At peak times Xmas, Easter, much more traffic.
 - (g) There is no assessment of how these cars are going to get in and get out of the new underground car parks.
 - (h) With the existing carpark, cars can bank up for more than 100 metres with 4 entries and 4 exits. At busy times.
 - (i) There are currently more than 200 short term public car spaces around the market that are planned to be removed.
 - (j) There is no assessment of the increased demand for non-market visitor parking.
 - (k) There are currently approximately 10,000+ apartments built or planned for the precinct. Every apartment and every building creates some demand for visitor parking. Trades people, visitors, cleaners, sales people, etc. This will also impact the market customers.
 - (l) The remaining public car park on A’Beckett has been offered for sale as a development site.

- 2) How will this road closure affect the market?
 - (a) The business case assumes an increase in visitors. Real historical data suggests that visitor numbers could reduce if car parking is not readily available.
 - (b) It is reasonable to assume that customers who take the effort to drive into the city are making significant purchases. If the number of vehicles did reduce it could have a disproportionate impact on the sales of fresh produce in particular. This could mean an overall reduction in sales turnover.

- (c) In terms of Business Risk this does not make sense. If customers have difficulty accessing parking some of them will simply change their buying habits and go elsewhere. To spend \$250 million and actually reduce visitors and reduce the stall holders sales could threaten a principle goal of the overall project.
- 3) There are no disclosed plans for the additional car-parks on the Southern Development Site.
 - 4) There is no assessment of how the proposed new underground car-parks work for the whole market. Both planned car parks are a long way from the North Western sheds. The Southern Development Site is a long walk to the market. The original plan had car parking under the north western corner. Will customers walk to that part of the market which is a dead spot now?
 - 5) One of the key aims of the Renewal plan was to reduce the interaction of pedestrians and vehicles. There seems to be significant conflict between pedestrians and cars with this plan. People walking down Queens Street to market is a major access point from the city. These people will need to walk past the entry/exit to the car park. Not ideal. On Sat mornings this would be a continuous stream of traffic. There is also a continuous stream of pedestrians.
 - 6) There is also no provision for traders parking and larger vehicles. This will be very costly if provided underground.
 - 7) It seems to be a huge decision to make to close off the road when there are so many things currently changing that will affect the precinct. Thousands of apartments under construction and about to start in A'Beckett and Queen streets. The Metro. The Munro site. The East West link. All of these things will impact the traffic flows around the market and around the area for businesses and residents. All of these things will affect the future of the market.

The Queen Victoria Market Precinct Renewal Program Business Case 2017 (p28)

The Business Case recommended the original proposal that called for the underground car parking and facilities under the North Western sheds. This involved the costly pull down of sheds, excavation under and rebuild. Following the Heritage Victoria decision, this cannot happen. The business case also assumed that the "New Franklin Road" was to replace the road being closed as a major east west through road.

Most people agree with the proposals to improve amenity, safety, efficiency, cleanliness etc. The real issue is the detail implementation and costs and what other works are included that are not actually part of the Market Operations.

Problems with the business case.

1. The business case is fundamentally flawed.
2. There is no economic justification for selling the Southern Site.
3. The major justification for selling the Southern Site is to help fund the project in total.
4. Given the figures and plans it seems that it is possible to complete the project without closing the road and selling the site and still keeping within the \$250 million budget.
5. There appears to be a significant lack of relevant information to guide any decision on this proposal to close the Franklin Street.

6. There is no detailed costing of market works in new form. Ie without the underground works at the North Western Sheds. There is no Quantity Surveyors report.
7. In the original plan, the council has allowed \$250 million to spend. The overall cost was estimated at \$308 million. The revenue from asset sales was estimated at a net figure of \$54 million. In other words the only benefit from selling the Southern Development site is a net \$54 million. This does not seem significant relevant to the scale of the project.
8. Given the change in the works caused by the Heritage Victoria decision there is no estimate of cost.
9. The Business Case assesses 3 options. Option 1 do nothing. Option 2 no underground works at Peel st. (Cost 175 mill.) It recommends Option 3 (cost \$254 mill) which is the original plan that is no longer possible due to Heritage decision. Cost of Option 3 on (Page 68 is \$308 mill less \$70 mill asset sales.)
10. Option 2 is essentially what is now being proposed has a cost of \$75 mill less. (Page 63 Table 15) So from that you can conclude that the project can be delivered without the land sale for the budget of \$250 mill. It is reasonable to assume that the cost could be similar to "Option 2" in the business case which was \$175 million compared to \$254 million for "Option 3" which included the underground works the North western Sheds.
11. In other words the only benefit from selling the Southern Development site is a net \$54 million. This does not seem significant relevant to the scale of the project. It also does not seem to justify the risk it creates for the overall success of the program.
12. From this it is reasonable to assume that the net cost of the project without the sale of the southern Development Site could be kept within the \$250 million budget.
13. An assessment of the sale value of the Southern Site is approximately \$75 Million to \$95 million. However the council has allowed \$25 million for the underground additional car parking required to replace the current car park. A reasonable estimate of net proceeds may be around \$50 million to \$70 million or less.
14. There is a significant risk in this estimate in that because the scale of the building it will require a permit from the State Planning Minister. The level of development allowed will significantly impact the sale price of the land. This is another unknown.
15. The business case is flawed because it did not consider other options. There is no evaluation of the option to keep, say, 50% of the current car-park and do the improvement works to the market as specified.
16. There are many possible options for re purposing and landscaping the current car park and varying the uses to allow for public events and a wide variety of public uses. There has been no attempt to assess other options that has been disclosed.
17. There is no estimate of value of the existing car-park. Our estimate is that it represents 50% of the current and future market revenue.
18. Our estimate is that it could generate between \$450 and \$650 million dollars over the next 30 years. In other words retaining the car park would completely pay for the whole actual market renewal project including interest. Alternatively it could pay for a wide range of other public amenities if retained. Eg Homeless, Energy projects etc.
19. There is no disclosure of the proposed ownership and revenue stream from the new underground car parks. The MCC and People of Victoria currently have full title to the existing car park. Who will own the Munro car park? Who will own the planned car park under the Southern Development Site.
20. There is a proposal for 500 car spaces under the new building at the Southern Development Site. However the site currently has approximately 150 public car spaces that will be lost so the net benefit is more like 350 spaces.
21. Another option now given that the Munro carpark is available is to keep say 50% of the car park and make a public space that is approximately 10,000 square metres which is a huge space and would suffice for most activities. This space is larger and more usable than the

public space at Federation Square. Combined with the planned event sheds space under sheds K and L it would suit 90% of possible public uses.

22. This would give the required total car spaces with better traffic flows and without potentially impacting the market as we know it. It would also not preclude a future expansion of the public space once the surrounding changes had settled down.
23. If 350 car spaces were retained in the current car park they could have a revenue of between \$220 million and \$300 million over the next 30 years.
24. It would also be possible to configure the new car park area car park to be closed and used for unusually large events outside of market hours.
25. The Business Case is also flawed in that it does not account for the potential for lost business caused by the disruption during construction. This is unavoidable for works inside the market but it will be significantly compounded if the Southern Development Site is developed at the same time. That is a massive scale of building proposed that will cause a huge amount of disruption to traffic and services. The council has no ability to control this disruption as is evidenced by current experience in the city.
26. The Business Case is further flawed in that it does not consider the impact of the new public space on the operation of the existing market. There is no reason to believe that having large public events in the space adjacent to the market should improve trading for the traditional market. If these events are held at conflicting times (weekends) then it is possible that traditional market customers may be deterred from attending. It is unlikely that people would attend a say music event and then buy some meat and potatoes on the way home.
27. There is no detail plan for the new Public Space. It would seem illogical to make it a Park given that Flagstaff gardens is directly across the road. What does "Public Open Space" mean and how large should it be?

I believe that the most prudent decision is not to close the road and allow the development of the Southern Development site until the impact of all of the changes to the area becomes more certain. The Market Renewal Program, the Metro, Current and approved local developments , Munro, East West link, Market Upgrades.

What information do councilors have? How can the council make decisions if they don't have the following information?

- Is the budget still \$250 million?
- Why is there no complete business case for the new circumstances?
- What is the actual net financial benefit of closing the road and selling the development site?
- What is the potential financial cost and risk of closing the road?
- Why is there no assessment of the spending patterns of customers at the market. Is a comparison between the 50% of people who drive cars compared to pedestrians and tourists?.
- Is there a detailed costing of the proposed works on the actual market. ie Quantity Surveyors report?
- Is there a traffic assessment of the road closure at Franklin Street.
- Is there a plan for the apparent conflict of pedestrians and cars at Munro car park.
- Is there an assessment of traffic flow in and out of Munro car park.
- Is there an assessment of non-market parking requirements given the huge increase in residential and proposed offices and buildings. (eg. The market car-park is completely full now even on non-market days)
- What is the plan for the "New Franklin Street"

- What is the ownership arrangement for the car parks at Munro and the proposed Southern site. Does the MCC own the car parks?
- What are the costs and net revenue projections for these car parks?
- Why was there no business case assessment of the future revenue stream of the existing car parks.
- Why is there no development of alternatives to closing the car park completely. Eg 50%.
- What is the proposed uses of the public space and what impact could this have on the traditional market operations? ie will attendees at public event also buy meat and potatoes to take home? Will attendees fill up car parks and make it impossible for regular market shoppers to attend. Ultimately changing behavior.
- What is the net cost of the other items not associated with the market? What is cost of Munro site? What is actual cost of creating the public open space? What is the cost of closing the car park?

David Legge

‘to keep QVM alive as a functioning every day shopping space for all people in the Melbourne community.’

**Re: Proposed discontinuance of part of Franklin St & Queen St, Melbourne,
To: Manager Governance & Legal, Melbourne City Council**

The FOQVM submit that this proposal is ill considered and should be dropped for the following reasons.

1. The revised Market Renewal Plans are still at the concept development stage and the land swaps and the proposals for redevelopment of Franklin Street are not yet clear. This means that this application is premature.

- According to the Council’s policy on road discontinuance, adopted on 30 May 2017, Part 2.6 details the matters that Council should assess in considering whether a road ought to be discontinued and there is a policy requirement for public consultation as to the benefits or risks to the public of any discontinuance.

- In this case the revised Renewal Plans are not yet finalized. This means they cannot be made available to the public, nor has there been any public consultation regarding their scope, so it is not yet possible to assess either the benefits or the risks.

- This proposal is therefore inconsistent with the Council’s own policy given that the plans are not yet settled.

2. Proposals for closing and enclosing of Queen Street will change the market beyond recognition. Queen Street is the main artery of the market & access to Queen Street is essential for the to and fro of the market – both for traders and customers,

- Closing off of Queen St as a thoroughfare will materially damage the traders’ businesses and their livelihoods. It is a direct attack on the traditional operation of the market, which is dependent on vehicular traffic in the market as traders trade out of their vehicles.

- It will also impede easy access to the market for customers. While it is estimated more than 50% of shoppers come by car, FOQVM know that these customers generate considerably more than 50% of the market business and also return week after week. Replacing car access with pedestrian and bike access will lead to the loss of these customers and risks the economic survival of the market. The changes foreshadow the loss of easy access to market car parking for customers. We note that every other shopping centre in Melbourne has easy car access and in most cases, offers free or cheap convenient parking.

President: Mary-Lou Howie Secretary: Miriam Faine

Like our Facebook page: Friends of Queen Victoria Market

- These changes will destroy the social heritage of the market. In effect, they mean fencing off the market so the remaining traders ultimately become a backdrop to the proposed market square (site of the existing car park) & to the events scheduled in the square and adjacent sheds.
- Closing off Queen Street to build 3 storey high storage depots (the Queens Corner Building) means limiting the heritage sight lines across the open market sheds.
- Closing off Queen Street to build large storage depots (the Queens Corner Building), will restrict the open flow of customers & their access to the sheds.

3. The existing market, arguably the most successful public space in Melbourne, is being sacrificed in order to achieve an unnecessary new public event space.

Melbourne doesn't need another Fed Square. It does need to preserve its biggest tourist attraction, a traditional, sustainable, uniquely Melbourne market. **The current market functions precisely as a large, interesting public space** with free access for all people in the Melbourne community; an egalitarian space where all demographics mingle and meet.

In this ill thought out 'renewal', public access to the heart of the market will be restricted by closing off and building over Queen Street and Franklin Street.

It seems to the FOQVM, that the reason for these moves is not to renew the market but to facilitate the construction of yet another tower block on Franklin Street to the south of the market, and to build huge depots and loading bays on Queen St in the centre of the market.

FOQVM request to be heard by the Councils Submission Committee on the 14 November

Dr. Miriam Faine
Secretary FOQVM

Marisa Raniolo Wilkins

17 October 2019

Manager Governance and Legal
Melbourne City Council

PROPOSED DISCONTINUANCE OF PART OF FRANKLIN STREET AND QUEEN STREET MELBOURNE

Dear Manager,

With its collection of architecturally significant nineteenth and early twentieth century buildings The Queen Victoria Market precinct is of historic, social and aesthetic significance to the City of Melbourne.

I live in this precinct that is valued for its aesthetic and historical features by locals, interstate and international visitors and I shop in the Queen Victoria Market for fresh produce.

I wish to submit my objections to the City of Melbourne's proposed discontinuance of part of Franklin Street and Queen Street Melbourne.

The proposal to discontinue Franklin Street and remove the Queen Street roundabout at the intersection with Franklin Street and install traffic lights will greatly increase traffic congestion and remove green space that contravenes the City of Melbourne's Open Space Strategy

At present the roundabout is a vital green space with a collection of trees including five tall mature gum trees that provide a habitat for native birds. On many occasions I have seen people sitting down and eating their lunch or walking their dogs.

Among the trees there is also a large steel sculpture. It is a repeated motif (a French curve) that follows the gentle arc of the Franklin and Queen Streets roundabout. It is appropriately called 'Island Wave' and was designed specifically for this intersection by prominent Melbourne artist, Lisa Young. The repetition of this motif along the curve of the roundabout was intended by Young to create a sense of movement, particularly for the motorist travelling alongside it for local and international audiences.

What's more, Council's traffic light alternative on a narrower road with few practical options to enter and exit the underground market carpark will only hamper efforts to ensure more direct connection between the market and the city and disrupt the relatively smooth flow of traffic and pedestrians managed by the existing roundabout.

The proposed changes to Franklin and Queen Streets not only detract from visitor accessibility and they impede safe pedestrian access particularly which is critical given the high level of foot traffic in and around the market.

I have seen and experienced the heavy traffic generated by the popular weekly night markets as cars queue to enter the existing “at-grade” carpark and wonder if Council has considered the impact of increased traffic around this area.

It is though the planners for the Queen Victoria Market redevelopment have settled on a strategy for to solve the problem of finding an alternative parking site for the carpark above the original Melbourne cemetery and have not realistically considered how customers and market traders will safely navigate through the congested roadways out of the market.

Council’s planners do not appear to have a traffic strategy to manage the changed circumstances for these streets under this proposal, particularly in light of the massive development that has occurred around the market precinct in the past decade with more residential and business buildings under construction or being planned.

Rather it would appear that the discontinuance of these roads is intended to increase the land available for development on the Southern Development Site. Council’s indicative sketches of the site show a maximised development across the site, dominating the heritage-listed storage sheds and overshadowing the Market Square planned to replace the existing 2hectare “at-grade” carpark.

Under changes to the planning scheme, a building on the Queen Street edge of the site has a discretionary height of 100 metres (approximately 40 storeys) Seen from council’s indicative sketches such a building will completely destroy the amenity of the local area and increase the sense of disconnection between the city and market by blocking the sight lines to heritage-listed storage sheds and the proposed Market Square.

If it was approved, such a high-rise development would not only overpower the market’s storage sheds, it would totally dwarf the low-scale, heritage-listed building designed by award-winning architect Nonda Katsalidis, where I live. This apartment block has an unequivocal public presence at the corner of Franklin and Queen Streets. The apartments have been judged by Architecture Australia to be one of the top 20 Australian buildings of the last century. The four separate entrances are graced with a sculpture by famous Melbourne artist Peter Corlett.

The heritage-listed Queen Victoria Market Storage Sheds are located opposite Melbourne Terrace.

I am very disappointed that the community that I am now proud to live in will be irrevocably changed by these proposed changes, and not for the better.

Yours sincerely
Marisa Raniolo Wilkins

Manager Governance and Legal
Melbourne City Council
GPO Box 1603
Melbourne VIC 3001

17 October 2019

By email: com.meetings@melbourne.vic.gov.au

**PROPOSED DISCONTINUANCE OF PART OF
FRANKLIN STREET AND QUEEN STREET, MELBOURNE**

Dear Sir/Madam,

We lodge this objection to the City of Melbourne's (the Council) proposal to discontinue to part of Franklin and Queen Street, Melbourne. As local residents, we are also part of a group objection that was lodged today on our behalf by Bob Evans.

We have not repeated the detail contained in that document but feel compelled to lodge this separate objection to reinforce our concerns about the proposal and that we have no confidence with what the Council has done and is now proposing. We were deeply concerned about the Council's previous version for the Queen Victoria Market redevelopment and make the following points:

- We see the (inappropriate high-rise) development by the private sector that will occur and encircle the market and the immediate neighbourhood is the Council's main objective and appears to be driving the project.
- The so-called consultation process undertaken by Council staff and external consultants has been no more than a very expensive series of "box ticking" exercises.
- We question the validity of the Council's original plans for the Queen Victoria Market redevelopment when it is clear that that the Council is now making changes "on the fly" - as evidenced by changes recently announced and this current proposal for the discontinuance of part of Franklin and Queen Streets.
- Accordingly, we now have even greater concerns about the Council's ability to devise or even manage a redevelopment of such magnitude. For instance, the apparent absence of any traffic strategy to manage these most recent changes is alarming. Other concerns include the absence of an up-to-date business case supported by financials.
- We know that many long-standing traders quit their stalls very early in the process due to dissatisfaction and uncertainty with what the Council was doing – not because of the Council's claim that "the market will die" if they don't progress their redevelopment proposal.
- The inappropriate high rise development of questionable design quality that will follow will be similar to what has already occurred in the immediate area and will continue to destroy the heritage, quality and ultimately the success of the Queen Victoria Market's sense of place and function as a "real" fresh produce market.

We urge the members of Council's Submissions Committee to recommend against proceeding with the proposal.

Yours faithfully

For Katherine Greening and Ralph Domino

Submission by Ro

Melbourne Vic 3000

16 October 2019

Manager Governance and Legal
Melbourne City Council
GPO Box 1603
Melbourne VIC 3001

By email: com.meetings@melbourne.vic.gov.au

PROPOSED DISCONTINUANCE OF PART OF FRANKLIN STREET AND QUEEN STREET MELBOURNE

Context

Like many thousands of Melbournians including hundreds of residents who live in the vicinity of the Queen Victoria Market and who visit the market each week to buy our supplies of fresh produce, I want the Queen Victoria Market to be a vibrant, sustainable, financially viable marketplace, profitable for the traders and affordable for their customers.

Being a local government enterprise, the market also has to pay its way to the City of Melbourne. Which it does, if the former Councillor and Chair of the Finance and Governance Committee from 2012-2016, Stephen Mayne, is to be believed, writing in the CBD News of December, 2017 that “over the past 20 years, the council has milked the market of more than \$100 million in cash”.

“Few people realise that QVM has been the most profitable market in the world for its owner. And, until a couple of years ago, the annual return of about \$5 million was not specifically disclosed,” Stephen Mayne wrote.

I am totally in favour of redevelopment proposals that optimise the functioning of the market; the preservation of the market’s physical, cultural and social heritage; and, the yet to be decided and implemented improvements to the storage infrastructure for traders, the amenity and climate controls of the market sheds, the efficient and environmentally responsible disposal of all forms of waste, especially the composting of green waste and diversion of waste from landfill.

However, while I am generally supportive of initiatives to improve the market experience for traders and customers, I do not endorse the City of Melbourne’s proposal to:

- discontinue part of Franklin Street (south of the heritage-listed storage sheds) running west to east from Peel Street to Queen Street
- realign and remove the Queen Street roundabout at Franklin Street
- narrow Queen Street to create a two-way traffic stream from Franklin Street to the underground parking station within the Munro site.

I wish to be heard in support of my submission by Council’s Submissions Committee.

The reasons for my objections to discontinuance of Franklin Street and the realignment of Queen Street follow.

Traffic and Parking

The proposal to narrow Queen Street and have traffic enter and exit the underground carpark in the Munro site via a single lane in each direction seems to have been made without any reference to a more comprehensive traffic and pedestrian management plan for the North CBD. This failure to account for the impact of traffic congestion and pedestrian conflict will have a significant impact on the residential amenity of apartments and businesses in the neighbourhood of the Queen Victoria Market and is highly likely to affect the Queen Victoria Market traders due to vehicle access problems.

This lack of a coherent traffic management plan magnifies the traffic, parking and pedestrian conflicts when the proposal also encompasses the Southern Development Site and includes the discontinuance of Franklin Street (north) from Peel Street to Queen Street and the narrowing of Franklin Street (south) from Queen Street to William Street.

Figure 4-2. Site Car Park Vehicular and MFB Access



In the case of Franklin Street (south):

this narrow one-way street will be expected to handle all traffic into and out of the future buildings on the Southern Development Site, as well as vehicles entering and exiting the putative 500 car spaces council is proposing to provide for Queen Victoria Market patrons. Plus, there is a major residential/hotel development approved for the corner of Franklin Street (south) and William Street

(see Table 1). As well as Public Transport Victoria’s usage of the same street for its bus services. Has any consideration been given to how this intensification of traffic and pedestrian usage of this one “little” street, as it is conceived to be, in this proposed scheme? This is before any account is taken off the heavy peak traffic flows that currently move north along Queen Street and turn west into Franklin Street (south) to exit the CBD, which on present observations, is considerable.

In the case of Franklin Street running east and west from Queen Street to Swanston Street:
While it is not yet certain, a proposal for this section of Franklin Street, is to remove the centre lane parking, add a one-way bike lane in each direction, widen the footpaths, retain parallel parking on the kerbside, and reduce the width of the vehicle carriageway. How much traffic is this street projected to carry and where does it go? This traffic is virtually on a road to nowhere. How many cars can safely manage to turn north or south into Elizabeth Street, while allowing for congested traffic flows in Elizabeth Street, increasing pedestrian crossings and on-coming traffic? Similarly, how many cars may be able to safely negotiate the intersection of Queen and Franklin with increased pedestrian traffic into and out of the market?

In the case of Peel, William, Dudley and A’Beckett Streets:
Council has revealed no traffic strategy to manage the changed circumstances for these streets under this proposal. As a resident of the QVM neighbourhood since 2002, I’ve been able to observe increasing traffic usage as high-rise apartments have been built in the area served by these roads. What is council’s overarching plan to facilitate vehicles wanting to access QVM parking, not just in the projected 1000 carparks in Munro and the Southern Development, but in the surrounding streets? What of the traffic that relates directly to access for residents, customers, couriers and tradespeople for the 33,000 people forecast to live in the area? The only apparent access is along Queen Street, fed through A’Beckett Street or old Franklin Street off Peel, William and Elizabeth which are the sites of massive residential and business developments. (See Table 1).

Approved developments within 5 mins walking distance of Market (as at Oct 2019)				
Property Address	No of storeys	No of dwellings	No of car spaces	Other details
151 Franklin St & Fulton Lane	29 45	778	n/a	
96 – 102 Franklin St	22	72	n/a	Office space 6543m ²
97 – 111 Franklin St	60	734	n/a	
110 – 112 Franklin St	79	815	256	
111 – 125 A’Beckett St	64	632	130	
Uno				
263 Franklin Street Grand 8	12	54	n/a	
183 – 189 A’Beckett St Queens Place #1	79	815	256	Queens Place L shaped building
183 – 189 A’Beckett Queens Place #2	48	901	226 bikes	Queens Place
150 A’Beckett St EQ Tower	69	500	n/a	
216 A’Beckett St Istana	25	320	n/a	
Cnr A’Beckett St & Elizabeth Street	60	500	n/a	

450 Elizabeth St Lighthouse	69	607	n/a	
452 Elizabeth St	75	500	n/a	
500 Elizabeth St	72	524		
366 – 412 William St (cnr Franklin West)	30	110	n/a	Flagstaff Gardens
386 – 412 William St	39	360 and 210 hotel rooms	n/a	
Therry Street Munro site Hotel	38	362	158	
Therry Street Munro site Community Building	10	48	503	
272 – 282 Queen St	78	589	130	
316 – 322 Queen St	48	227	n/a	
Proposed QVM Southern Development site (3-4 buildings)	43	n/a	500+	Mixed use retail office & residential TBC
Total: Apartments & car parks		5665 +	1933 +	

Table 1.

In the case of the Southern Development Site:

In council’s earlier iterations of its redevelopment plans the Queen Street roundabout was labelled as a barrier between the market and the CBD (see Figure 2).



Fig 2.

From my observation of traffic behaviour on the roundabout (directly below my balcony) over nearly 20 years that assertion is not supported by the evidence. The roundabout facilitates traffic

movements in four directions: from Franklin Street into Queen Street towards the city; from Queen into Franklin Street to towards Peel Street and on to Dudley Street; along Queen Street to the market and Therry Street; and from Franklin Street off Peel Street towards Elizabeth Street; as well as feeding traffic out of the eastern exit of the at grade market carpark.

But, if this proposal to realign and narrow Queen Street as an added extra to property deal, then it would indeed become a barrier between the market and the city.

In the case of the Munro QVM carpark:

A final comment from the traffic perspective. Council is exploring the application of “frictionless” that uses registration plate recognition software to identify vehicles entering and leaving calculate the time of parking and transacting a direct debit for the vehicle owner, dispensing with queues and time spent at parking machines. The system has the capacity to expedite entry and exit. Except how will the flow off pedestrians across the entrance and exit to the QVM carpark be managed? My observation of carparks in the city where cars have to cross busy footpaths and an almost constant stream of pedestrians is that cars are rarely considered by pedestrians. Exits and entrances are invariably delayed. Coming and going becomes exercise in frustration. Install pedestrian traffic lights? Will market shoppers and visitors obey them? (Page 41)

In the case of the Therry Street Munro residential/hotel community carpark:

Exactly the same problems with cars and pedestrian conflict will occur here as in Queen Street. While it is probable that fewer vehicles will use the carpark, even so entering and leaving the carpark again exposes the paucity of council’s traffic management plan. In this instance the plan takes account of the fact that to turn either north or south into Elizabeth Street from Therry Street involves giving pedestrians right of way, making it possible for only one or two cars per change of lights to enter Elizabeth Street. To account for this choke point, council is proposing to ban right and left turns out of Therry Street into Elizabeth Street. Northbound traffic can only travel straight ahead across Elizabeth Street and along Therry Street. But what then? Only 150 metres further on, Therry Street hits Victoria Street, with similar traffic congestion issues and pedestrian crossings. Another exercise in frustration and conflict.

Respect of Heritage, Amenity and Privacy

At the core of this application by the City of Melbourne to discontinue Franklin Street from Peel Street and realign and narrow Queen Street is a land swap contracted between the Naphthine State Government and council in 2014. The deal was justified on the premise that council needed “something north of \$250 million” to redevelop and rejuvenate the Queen Victoria Market.

The proposal to discontinue Franklin Street on the southern side of the market storage sheds between Peel Street and Queen Street, and to realign and narrow Queen Street – removing the Queen Street roundabout in the process – is an ambit claim. It is presented by council staff in town planning terms as an insignificant job of tidying the streetscape, squaring the ellipse. But it destroys two valuable green spaces with irreplaceable mature native trees and eliminates the habit and food source for Wattlebirds and Rainbow Lorikeets. It also seems to contravene council’s newly endorsed Melbourne Transport Strategy 2030 which, on Page 54, states: “The need for public open space is growing. The City of Melbourne is creating new and expanding parks across the municipality. Any road project which leads to a net reduction in public open space will not be supported.”

Queen Street is the central avenue to the market and through it. The northern section of Queen Street has just been heritage listed. With the proposed removal of the Queen Street roundabout and the realignment of Queen Street to maximise the development opportunity of the southeastern boundary of the site on Queen Street, customers and visitors to market – especially pedestrians travelling north along Queen Street – will not see the proposed Market Square, nor the heritage-

listed storage sheds, nor the heritage-listed market sheds. Those vistas will be blocked by a massive row of buildings looming over the lot, topped by the proposed development on the new corner of Queen Street that has a discretionary height of 100 metres.

Rather than a win-win outcome for council and some property developer, such utilitarian option represents the loss of a once-in-a-lifetime opportunity to create a truly memorable entrance to the market from Queen Street in the south and from Franklin Street in the east and west.

The proposal also fails to take account of the impact on the heritage significance of the neighbouring buildings, particularly the heritage-listed and award-winning Melbourne Terrace apartments designed by architect Nonda Katsalidis. Referencing Italian architect, Carlo Scarpa, and decorated with four impressive sculptures by Peter Corlett, Melbourne Terrace is rated as one of the top 20 Australian Buildings of the 20th Century. The heritage values of the immediate vicinity are further distinguished by the nearby buildings at 375 Queen Street and 207-211 Franklin Street and deserve to be respected when planning a project of this potential.

Conclusion:

There are other significant issues that flow from this critical preliminary step in the redevelopment of the Queen Victoria Market that relate to the financing of the entire project. It seems extraordinary that council would proceed to begin development works without a business case that has been substantially revised to account for the many changes to the project resulting from the refusal by Heritage Victoria to allow the excavation of car parking and facilities under A, B, C & D sheds. Council is expecting to receive that by February 2020.

I submit that the City of Melbourne withdraw this application to discontinue Franklin Street and realign and narrow Queen Street, replacing the roundabout and the pocket park with an intersection governed by traffic lights.

None of the key deadlines for the mandatory elements of the project in the original contract have been met. So, councillors can afford to pause and consider better options. Sort out the traffic. Sort out the business case, the renovated infrastructure, the waste management and the leasing arrangements with stallholders. Sort out the form and function of the Market Square to ensure it contributes to the primary purpose of the market which is to buy and sell fresh produce and mixed merchandise in a unique environment that preserves the heritage of personal connection between traders and customers.

Yours sincerely
Robert Evans

12 October 2019

NORTHCOTE VIC 3070

Manager Governance & Legal,
Melbourne City Council,
GPO Box1603, Melbourne, Vic 3001

Dear Sir or Madam

**PROPOSED DISCONTINUANCE OF PART OF FRANKLIN ST & PART OF
QUEEN ST**

I am writing to object to The City of Melbourne's proposal to discontinue parts of Franklin and Queen Streets, Melbourne near the Queen Victoria Market.

I am very concerned that the proposed discontinuances will reduce public access to market car parking and to the market sheds.

I am also alarmed about the likely impact of the proposal on traders' businesses, through restricting access to the market sheds by traders, who rely on being able to bring vehicles to their stalls, given that a fresh food market requires delivery of fresh produce to the stalls on market days.

Finally, I am concerned that the proposed discontinuances will reduce the heritage value of the market, by segregating the sheds from the rest of the historical site. It will also restrict sight lines across the market, which are a distinctive and integral part of the heritage character of this place. The proposal may undermine the continued operation of a thriving and much-loved fresh food market and in the longer term may even result in the sheds becoming a mere backdrop for the proposed market square and the events that are to be staged there.

Yours faithfully

DAVID WEIR

The Manager Governance and Legal
Melbourne City Council
GPO Box 1603
Melbourne, VIC 3001

By email: com.meetings@melbourne.vic.gov.au

Re. Proposed discontinuance of part of Franklin St & Queen St, Melbourne.

Dear Sir / Madam

As local long-standing Melbourne City residents of Franklin Street, we hereby provide our strong objection to the latest development proposal for the QVM Development site as per Public Notice published in The Age 19 September 2019 and as outlined by the Program Office to Melbourne Terrace Residents on 19 September 2019.

At the outset this latest proposal seems property development lead. It involves revised QVM access which will result in traffic chaos and moreover have a major detrimental effect on the market's trading, threatening the viability of many traders. Main concerns as follows:

1. Replacing Market-carpark (750 spaces) with a Park. This proposed plan really defies common sense. The QVM is a key asset to the MCC attracting a wide variety of people - local residents, visitors & tourists. The Carpark itself is a major asset to market trading that provides easy, convenient and ample vehicle parking for traders and general public. The market, if not the city itself, is very fortunate to have an open carpark ideally located. Green it – yes, make it multi-purpose – yes, but to take it away is plainly speaking, ludicrous. And replace it with some underground private-owned parking that will no doubt be seriously detrimental to market patronage. The QVM like most markets worldwide needs to be treated with TLC (tender, love & care). Financially, the carpark itself should be a key revenue source towards running operations of the market, more so in future as shortfall in city carparking becomes more apparent. Regarding park area, let's not forget that Flagstaff Gardens are just next door – less than 20 feet away!
2. Traffic Planning – realignment of road access to the market, Franklin, Therry & Queen Streets. Street chaos amongst buses, cars, pedestrians, bicycles, scooters, etc will occur with the proposed underground parking, street narrowing, road re-alignment along with air pollution from car fumes greatly increasing for all residents and access issues. Please advise of a traffic study that supports said proposal. Proper integrated urban environmental planning seems not evident. It'll become dangerous and result in driving-away market patronage rather than attracting by facilitating access for one & all users. Continue to allow the local buses a terminal at top of Franklin Street, Also, continue to allow tourist buses drop-offs at Queen Street. It is safe and enables ready access to the market. Common sense would suggest that MCC's transport strategy should include this carpark in it's planning for city visitors to use rather than driving into the city.
3. Southern Development Site – it is fact that parts of the city are now overdeveloped with concentrated shoddy high-rise developments that creak, leak and overshadow other properties, if not look right into neighbours living quarters. Generally, they're boxy size units that are built quickly and cheaply, in main, due to very minimal building regulation standards and importantly, looking into the near future, really are not appropriate to today's climate

warming environment. It is ruining Melbourne as a great city to live, particularly disappointing as the city was originally planned on solid foundations. This proposed mammoth 'in-your-face' development in northern Franklin Street will over-shadow Melbourne Terraces and in fact take away the 'roundabout' green space and our daylight. Very crass indeed! This part of Franklin St should absolutely remain crown land, open and free space.

4. Financial re. Southern Development Site – the MCC have indicated that they're investing \$250m towards QVM capital improvement; is there a business plan that supports this fact? It appears that the MCC hopes that the State Govt grants upper Franklin Street, that is Crown land for a minimal sum and hey pronto on-sell for development for quick profit. This suggests city council are property dealing rather than ensuring integrated QVM capital improvement that is expected. Effectively the MCC are killing off the market, very sad to see or maybe that has been the intention all along?
5. Financial re. Carpark, it would be appreciated if a customer impact statement is provided detailing revenue & cost analysis including actuals and forecast projections of Current Open Carpark v Munroe Underground Carpark. It is not feasible to simply assume that the Munroe underground private carpark is a suitable replacement to the easy-access ample open carpark.

In summary, it appears that narrow-minded vested interests are at play here at the expense of the QVM. The QVM is part of Melbourne's fabric with a wonderful history, treasured memories for many and with so much more potential going forward. Factors outlined above will ensure its demise as an open-spaced vibrant gritty market. Very sad indeed.

Yours Faithfully,

Richard & Jackie Grace

Melbourne VIC 3000

Tel:

Manager Governance and Legal
Melbourne City Council
GPO Box 1603
Melbourne VIC 3001

17 October 2019

By email: com.meetings@melbourne.vic.gov.au

**PROPOSED DISCONTINUANCE OF PART OF FRANKLIN STREET
AND QUEEN STREET MELBOURNE**

To: The Manager

We have lived in the vicinity of the Queen Victoria Market at Apartment 1/9-13 Anthony Street Melbourne 3000 for 16 years and we submit our objections to the City of Melbourne's proposed discontinuance of part of Franklin Street and Queen Street Melbourne.

We support the redevelopment of the market to continue to offer a well-established fresh produce and variety market. However, most people want to drive and park as close to the market as possible and we are concerned about the proposed lack of vehicle access and insufficient parking places for the number of vehicles that will continue to go to and from the market via the surrounding streets and will lead to more traffic congestion and safety issues between cars and pedestrian access throughout the Queen Victoria Market neighbourhood. Closing roads and reducing multiple two-lane roads into a single lane road will make the market less accessible to market customers.

The proposal does not enhance the amenity of our neighbourhood. Anthony Street is a narrow connecting street between Franklin Street and A'Beckett Street to the Queen Victoria Market with very little car traffic and occasional pedestrian traffic. We are concerned that with the closure of Franklin Street from William Street to Queen Street, the traffic in Anthony Street will increase to an unacceptable level due to vehicles seeking an alternate route to the QVM from A'Beckett Street.

Therefore, we object to the City of Melbourne's proposal to:

- discontinue part of Franklin Street (south of the heritage-listed storage sheds) running west to east from Peel Street to Queen Street
- remove the Queen Street roundabout at Franklin Street
- narrow Queen Street to create a two-way traffic stream from Franklin Street to the underground parking station within the Munro site.

We urge the members of Council's Submissions Committee to recommend against proceeding with the proposal.

Yours sincerely
Geoffrey and Elizabeth Bodsworth

Manager Governance and Legal
Melbourne City Council
GPO Box 1603
Melbourne VIC 3001

16 October 2019

By email: com.meetings@melbourne.vic.gov.au

PROPOSED DISCONTINUANCE OF PART OF FRANKLIN STREET AND QUEEN STREET MELBOURNE

Dear Manager,

We, the undersigned residents living in vicinity of the Queen Victoria Market, wish to submit our objections to the City of Melbourne's proposed discontinuance of part of Franklin Street and Queen Street Melbourne.

While supportive of redevelopment proposals that improve the functioning of the market for the benefit of stallholders, customers and visitors and wanting to preserve the market's physical, cultural and social heritage, we object to the City of Melbourne's proposal to:

- discontinue part of Franklin Street (south of the heritage-listed Storage Sheds) running west to east from Peel Street to Queen Street
- realign and remove the Queen Street roundabout at Franklin Street
- narrow Queen Street to create a two-way traffic stream from Franklin Street to the underground parking station within the Munro site.

The reasons for our objections to discontinuance of Franklin Street and the realignment of Queen Street are set out below, broadly on the following basis:

- Traffic management and neighbourhood amenity
- Heritage and environment

Traffic management and neighbourhood amenity

Council's proposal to narrow Queen Street at Franklin Street and have traffic enter and exit the underground carpark in the Munro site via a single lane in each direction has been made without any reference to a comprehensive traffic and pedestrian management plan for the North CBD.

This failure to account for the impact of traffic congestion and pedestrian conflict will have a significant adverse impact on the residential amenity of apartments and businesses in the neighbourhood of the Queen Victoria Market. The issue of vehicle access is also likely to adversely affect the Queen Victoria Market traders, as surveys show that half of the 10 million visitors to the market annually, drive and park as close to the market as possible.

When the proposal also encompasses the Southern Development Site and includes the discontinuance of Franklin Street (north) from Peel Street to Queen Street and the narrowing of Franklin Street (south) from Queen Street to William Street the absence of a cohesive traffic management plan magnifies the traffic, parking and pedestrian conflicts.

The proposed road discontinuances will result in major changes to traffic flows, public transport issues and potential conflict between cars and pedestrians:

- Queen Street north of Franklin Street narrowed and discontinued to a ‘no through road’ with two-way, single lane access into and out of the Munro carpark
- Queen Street and Franklin Street intersection controlled by traffic lights replacing roundabout and pocket park
- Franklin Street from Queen Street to William Street narrowed to Hoddle Grid ‘little street’ width, one-way from east to west (currently stopping point for nine PTV bus routes)
- Franklin Street from Queen Street to Swanston Street, narrowed to single lane, two-way with dedicated cycle lanes and kerbside parking, central parking removed
- Therry Street discontinued to be a ‘no through road’ with two-way, single lane access into and out of the Munro carpark for hotel guests and residents, with no left or right turn into Elizabeth Street
- Queen Street/Therry Street junction controlled by bollards to allow for market traders with possible 24 hour access

Council has revealed no traffic strategy to manage the changed circumstances for these streets under this proposal, particularly in light of the massive development that has occurred around the market precinct in the past decade with more residential and business buildings under construction or being planned. It also fails to take account of the popularity of the weekly night markets, which draw large crowds and heavy traffic usage of the existing at-grade carpark.

The new Melbourne Transport Strategy, endorsed by Council’s Future Melbourne Committee on 15 October 2019, sets out to restrict cross-city traffic by 2030 and but it offers no strategic management plan for residential traffic within the Hoddle Grid, especially in close vicinity of the Queen Victoria Market.

Heritage and environment

The proposal to realign Queen Street, remove the roundabout at the intersection with Franklin Street and install traffic lights, destroys two valuable green spaces with irreplaceable mature native trees. It would appear that this realignment has been made to increase the land available for the Southern Development Site.

Queen Street and Franklin Street are two of the major approaches to the Queen Victoria Market. Heritage Victoria has recently added the northern section of Queen Street to the State’s heritage register. This registration recognises Queen Street as the pivotal axis of the market.

In its earlier analysis of the Queen Victoria Market site, the business case prepared for Council identified the Queen and Franklin roundabout as a point of disconnection from the city. However, Council’s proposal to realign the street and plan for a building on the site with a discretionary height of 100 metres (40 storeys approximately) will effectively block views of the market from Queen Street, especially for pedestrians – many of whom will be tourists – approaching from the city south. Council’s alternative with traffic lights and a narrower road with few practical options to enter and exit the underground market carpark will create a greater disconnection than the relatively smooth flow of traffic and pedestrians managed by the existing roundabout.

Added to that is the visual impact and traffic implications of an intensive development of the land identified in the illustration as Section A, between Queen Street, Franklin Street and William Street. Council has put an estimate of \$95million on the land gifted to it by the State Government in 2014. Its indicative sketches show a maximised development across the site, dominating the heritage-listed Storage Sheds and looming over the Market Square planned to replace the existing 2hectare “at-grade” carpark.

The proposal to narrow and remove the Queen Street roundabout fails to take account of the impact on the heritage significance of the neighbouring buildings, particularly the heritage-listed and award-winning Melbourne Terrace apartments designed by architect Nonda Katsalidis. One of the first of the new residential apartment buildings in the CBD, Melbourne Terrace is rated as one of the top 20 Australian Buildings of the 20th Century. Nonda Katsalidis this year received the Enduring Architecture Award for Melbourne Terrace project. As well as the Queen Victoria Market Storage Sheds, the nearby buildings at 375 Queen Street and 207-211 Franklin Street are included on the Victorian Heritage Registry and are worthy of consideration when planning a project of this significance.

Instead of a \$95million boost to Council's QVM bottom line, opting for such an unsympathetic and utilitarian outcome squanders a once-in-a-lifetime opportunity to create an impressive and welcoming entrance to the market from Queen Street and Franklin Street.

Conclusion

We submit that the City of Melbourne withdraw this application to discontinue Franklin Street and realign and narrow Queen Street, replacing the roundabout and the pocket park with an intersection governed by traffic lights.

None of the key deadlines for the mandatory elements of the Queen Victoria Market redevelopment project in the original contract have been met. We've been advised by the State Government that timelines for the project are flexible so councillors can afford to pause and consider better options. We're asking Council to adopt a more integrated traffic management plan to better align with the Melbourne Transport Strategy 2030 which takes no account of the QVM redevelopment. More time also needs to be taken to formulate a robust business case (due in February 2020) especially as it relates to the renovation of market infrastructure, waste management, the preservation of heritage and the attraction and retention of stallholders.

In summary we object to this proposal to discontinue sections of Franklin and Queen Street because:

- it increases issues of traffic congestion and conflicts with pedestrian access throughout the QVM neighbourhood
- it does not enhance the amenity of the neighbourhood
- it does not respect the heritage values of the market
- it does not contribute to the primary purpose of the market which is to buy and sell fresh produce and mixed merchandise in a unique environment that preserves the heritage of personal connection between traders and customers.

We urge the members of Council's Submissions Committee to recommend against proceeding with the proposal.

Yours sincerely

Helen Hooper and Angelo Giarrusso,
Karin Penttila,
Angela Panettieri,
Margot Burrows and David Kotzman,
Paul Grigorevic,
Chua Tan,
Harley Anstee and Desmond Daly,
Kathy Greening and Ralph Domino,
Susan Hall,
Janis Andrews and Bill Hilliard,
Paul and Brenda Cherednichenko,
Geoffrey and Elizabeth Bodsworth,
Patricia ni Ivor,
Frances

Margo Collins,
Roland Catalani and Jacqueline Hill,
Catherina Toh and Anthony Tobin,
Stanley Archibald,
Reid Bettridge,
Roger Hodgman and Pamela Rabe,
Max and Anna Sabbione,
Garry and Pamela Emery,
Philip Rounsevell,
Michelle Groves,
Robin Lucas,
Valmai Patterson,

The Manager Governance and Legal
Melbourne City Council
GPO Box 1603
Melbourne, VIC 3001

17th October 2019

By email: com.meetings@melbourne.vic.gov.au

Proposed discontinuance of part of Franklin Street and Queen Street Melbourne

Our objection to the Proposed discontinuance of part of Franklin Street and Queen Street Melbourne follows.

The Proposal is a complex one that not only encompassing road changes. It contains two new developments. The Proposal cannot be considered in isolation. We must also take into account changes in the area, such as proposed changes to the Market, Market precinct, as well as the North Precinct generally.

Issues

We consider the relatively large number of plans for the Market Precinct to be inseparable. It is very difficult to get a clear overview of the interaction between the Proposal and other related plans. The Proposal and the other plans are at different stages of completion. The number of unknowns and the possibility of unintended consequences are significant and long term. Action before the clarification of these interactions, seems to us to be both foolish and likely to be detrimental to a very important part of Melbourne, both from a cultural and economic point of view.

We also have specific objections to the present Proposal.

1. Residential Development

Parcel A includes a tall (not yet fully specified) residential development. This suggestion has to be considered in the context of the plethora of residential developments, either already in train, or planned for the Market Precinct (see Attachment A, 'Table on Current developments with 5 mins of the Market').

We assume that the proponents of this Proposal are familiar with the Melbourne Planning Scheme which classes the Market Precinct as a heritage place. These consequences were highlighted in the VCAT case of [Papagerogiou v Melbourne CC](#) [2013] VCAT1361.

This case was heard five years ago. The grounds upon which it was decided have not changed. In this case, the MCC opposed the development as proposed. The applicants appealed to VCAT for the Council's refusal to be overturned. The appeal was unsuccessful. The decision was in favour of the Council and other objectors to the development. VCAT is not a court and therefore its decisions are not binding as precedent. Nevertheless, they are at least legally persuasive. Should an order restraining the commencement of a development be sought, such as the proposed development on Parcel A, the Supreme Court of Victoria would most likely consider the VCAT decision to be persuasive.

The decision that the permit not be granted was the outcome of the presiding member's consideration of the requirements of the Melbourne Planning Scheme with respect to the statement of significance of the Market Precinct, and the amenity of residents, as opposed to the importance of providing inner-city accommodation. The outcome of his deliberations was clearly in favour of the importance of the Market Precinct and its heritage values and the amenity of the area.

2. The Future and importance of the Market

We, along with many of the local residents and others with an interest in the QVM Precinct, support the move to renew the market and traders' facilities, waste management and modern storage infrastructure. The option of "as-is" will not grow the market into the future of Melbourne's history where it belongs: A vibrant, characterful, real experience of fresh food with other kinds of merchandise to buy, and cultural events to join in, is what we want.

The market is a place of history for our indigenous Australians. This aspect of the Market has protected it from the New Franklin road being built across the car park and graves just below. The establishment of this road was the basis for the Agreement between the Department of Finance of the Government of Victoria and the MCC (rev July 2015). This most unusual transfer of land was to be at no cost to the MCC. This land transfer, awaiting finalisation, will bring revenue of \$65-\$95M depending on building permits for the Southern Development site.

The large, overpowering, buildings and developments in the Proposal, especially if realised as we see in the (unimaginative) concept plans, will irrevocably change the experience of the QVM as a cultural, historical, and social heart of Melbourne, just like Federation Square. If the changes suggested in the Proposal go ahead, the Market's decline will ratchet to an unacceptable extent.

Business Case for Renewal

The MCC has released an amended business case this week (15 Oct) which amends (in part) the options considered earlier (in 2014) justifying the \$250M investment in QVM renewal. The economic viability has been a major driver for the MCC. Not widely released by MCC/QVM P/L, is the fact that that the QVM has delivered \$4-5M per year in dividends, more than \$100M in cash over 20 years.

(Stephen Mayne, former Councillor and Chair of the Finance and Governance Committee from 2012-2016 in CBD news Dec 2017).

"Few people realise that QVM has been the most profitable market in the world for its owner..." wrote Mayne.

The lack of analysis of real options for the QVM renewal early in the process has been recognised by Heritage Victoria (in its Dec 2018 report). Heritage Victoria refused to allow major changes to market sheds, in order to protect the economic, social and heritage value of the QVM.

The Proposal does not take into account a range of options which are available and which would protect the long term future of the QVM and its precinct.

The importance of the public good aspect of the QVM has not been sufficiently considered.

Budget

The budget at \$250M as it stands, does not distinguish between direct spend on improvements and infrastructure for QVM, and other Council investments and responsibilities incorporated in the Proposal. The budget is not in general sufficiently clear. The QVM P/L has not been transparent about the revenue and cost for market and event operations.

Important market assessments on revenue generated from local customers and tourists has yet to be carried out in the light of the changes in market use and projected new customer use and patterns.

3. Transport and Traffic management

There is a lack of a comprehensive traffic and pedestrian plan for the North and Market Precinct to manage the new traffic flows into/out of the area impacted by the part closures as proposed.

As the QVM project team rightly points out, there is limited visibility of the market from several approaches including the roundabouts at Franklin and Queen streets and Peel and Dudley streets. Several poor connectivities also limit accessibility of visitors to the market. Safety issues, due to higher foot traffic, are not addressed.

The new Transport Strategy 2030 released on 15 October 2019 lacks a detailed consideration of this area, which is expected to support a large part of CBD's growth for accommodation and economic activity.

The Transport Strategy, and the MCC's development (Attachment B) which shows the area analysed, does not address the precinct which will be impacted by closures.

Mildura in Melbourne

33,000 people are estimated to live and work in the North Precinct. The exciting new development, the CSL Head Office in Elizabeth St (the Toyota site), at the top end of the precinct will enhance Melbourne’s economic position, and potentially add to the local patronage of the QVM. The foreseen traffic congestion and lack of integrating flows with new Metro stations have not been taken into account in a way which would help Melbourne keep its second level liveability status in the ranks of global cities, on at least one set of recognised criteria.

Some key points to consider:

Queen Street access to Munro underground 500 car parking

A narrower two-way Queen Street will need to allow for entry and exit for an estimated 210-360 cars per hour (assume 60% of the main car park use Munro, traffic pattern as per QVM Traffic study 2016).

Average cars:	350/hour	Tuesdays and Thursdays
	500-600/hour	Saturday
	600/hour	Sunday
	Highest arrival time Wednesday night market	
Entry via Franklin St:	76%	
Exit via Queen St:	78%	

Access to Munro car parking by QVM traders with trucks will cause significant operational and logistical inefficiencies, and lessen customer and visitor use. The project master plan is still to resolve major market operational issues.

Car and pedestrian conflict along Queen Street will be constant with traffic into Munro car park, particularly with Queen Street as one of the main entry points for visitors and customers to the QVM halls, stalls and shops, and the planned new Visitor Centre. (See Attachment C for traffic photos)

Not evident from the information provided is how the new Munro site residential and hotel traffic into Therry Street will flow into Elizabeth and Victoria Streets. This area is already under traffic stress from the hotel and apartment buildings on the Therry Street East. A traffic assessment and plan prepared for PDG is yet to be shared.

Franklin Street South

Increased car and pedestrian congestion at Franklin Street South from the new residents and workers, and service vehicles from Southern Development Site is expected from the use of a single lane access to proposed 500 car parking at this Site. A major residential/hotel development approved for the corner of Franklin Street (south) and William Street (see Table 1) will significantly increase the pressure on access to the single lane Franklin Street, and adjacent intersections handling North-South car and tram flows, as well as pedestrians.

Congestion will have an impact on market customers and flows to the main market traders, and new Alley traders. Again, the viability of the QVM and the intended improvement in the market experience which is a top priority for the QVM renewal, will be threatened.

The QVM is currently serviced by 9 public bus services stops at Franklin Street South (near William/Peel Street). With the reduced carriageway, the bus service will need to be relocated. Access for customers/visitors to the market for trade and public events will be affected. It is important to encourage the use of public transport. The Proposal does not address this point.

Peel, William, Dudley and A'Beckett Streets

The proposed part closure of Franklin Street and Queen Streets will force traffic into A'Beckett and Queen Street to access the Munro site underground facility or the Southern Site in the first instance. Large scale construction is currently underway in A'Beckett Street, with new high-rise due to start shortly. Heavy construction vehicles use this and adjacent streets and will continue to do so for several years. This fact has major implications for access to QVM, and for the amenity of a sizeable population already resident.

A traffic solution for diverted cars, new cars and large vehicles is urgently needed, before road closures can affect QVM patterns of use, that will be difficult to reverse. Unconsidered changes will result in exactly the opposite of what is intended.

Figure 4-2. Site Car Park Vehicular and MFB Access



4. Amenities and Green Space

The proposed Southern Development Site (as shown by the concept photo) will completely destroy the amenity of the local area and dominate the heritage sight light lines and heritage listed storage sheds. We note that the Transport Strategy 2030 '*support a review of airspace regulations to protect amenity, privacy and equity*'. The proposed development conflicts with this policy intent and proposed regulation.



The current 40 storey building sited on the Queen Street corner, and the two buildings will overshadow the open green space proposed for the Market car park.

Noise and congestion from the expected traffic flows from A'Beckett, Franklin and Queen Streets and adjoining streets will further reduce the amenity of thousands of residents and the nine million visitors to this Precinct.

The proposed Green Park for the Precinct is desirable in its intent to improve the health, wellbeing, and the liveability of city dwelling residents and visitors, as well as reduced heat emissions from a concrete city. The Park comes at a high price for the Market and its future, and the thousands of residents that make this part of Melbourne home. The options for achieving greening and liveability, and prosperity for the Market, and affordable fresh produce for many Victorians are still to be fully explored.

5. Summary

In summary, we object to the Proposal for all the reasons outlined above. We note the very long history of suggestions for changes to the QVM, which have included the inclusion of a library, a supermarket and so on. None of these suggestions have been as radical as the changes suggested in the Proposal. If the changes suggested here are actually implemented the fabric of what makes Melbourne a fine city may be irrevocably wrent. No authority would want to be responsible for that political history.

We would like to appear in person.

Yours Sincerely,

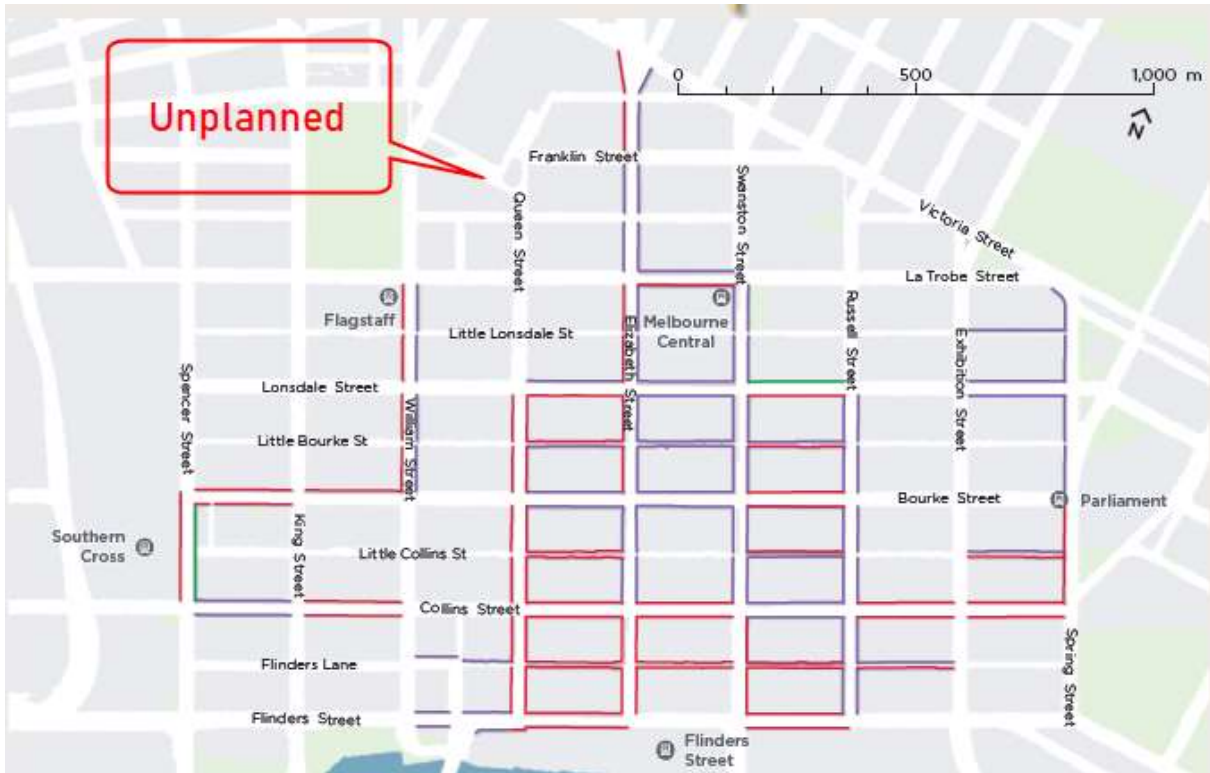
Cathy Lowy

Alex Sawicki

Attachment A

Approved developments within 5 mins walking distance of Market (as at Oct 2019)				
Property Address	No of storeys	No of dwellings	No of car spaces	Other details
151 Franklin St & Fulton Lane	29 45	778	n/a	
96 – 102 Franklin St	22	72	n/a	Office space 6543m ²
97 – 111 Franklin St	60	734	n/a	
110 – 112 Franklin St	79	815	256	
111 – 125 A'Beckett St Uno	64	632	130	
263 Franklin Street Grand 8	12	54	n/a	
183 – 189 A'Beckett St Queens Place #1	79	815	256	Queens Place L shaped building
183 – 189 A'Beckett Queens Place #2	48	901	226 bikes	Queens Place
150 A'Beckett St EQ Tower	69	500	n/a	
216 A'Beckett St Istana	25	320	n/a	
Cnr A'Beckett St & Elizabeth Street	60	500	n/a	
450 Elizabeth St Lighthouse	69	607	n/a	
452 Elizabeth St	75	500	n/a	
500 Elizabeth St	72	524		
366 – 412 William St (cnr Franklin West)	30	110	n/a	Flagstaff Gardens
386 – 412 William St	39	360 and 210 hotel rooms	n/a	
Therry Street Munro site Hotel	38	362	158	
Therry Street Munro site Community Building	10	48	503	
272 – 282 Queen St	78	589	130	
316 – 322 Queen St	48	227	n/a	
Proposed QVM Southern Development site (3-4 buildings)	43	n/a	500+	Mixed use retail office & residential TBC
Total: Apartments & car parks		5665 +	1933 +	

Attachment B: Transport Strategy 2030 and pedestrian surveys



Footpath obstacle survey in Transport Strategy 2030 (Oct 2019)

Attachment C: Local public transport, traffic and pedestrians



Manager of Government and Legal

City of Melbourne

Proposed discontinuance of part of Franklin St & Queen St"

The City of Melbourne

17.10.2019

I would like to object to the proposed discontinuance of part of Franklin Street and part of Queen St on the following grounds.

The access to the market will be constrained by narrowing of the streets, access is already inhibited by the high traffic flows on Victoria, Elizabeth and Peel Streets. And by creating a bottle neck at Franklin and Queens Streets this will deter customers from accessing the market car parks and turn away potential customers.

Queen Street is the main access to the market for traders and their deliveries, holding up traders and deliveries and will create a less efficient market, struggling for access at peak times. For example, one just has to see the bottle neck at the night market when the access is restricted to single lane access in, at pack up time and this is in the evening. It adds another hour after closing waiting in queues. Traders and customers will not be prepared to be caught in lengthy traffic jams, It will be the market and its traders that will suffer from these frustrations.

Further it prepares for the shifting of the car park away from the current site and the creation of an event space

The shifting of car parking from the current site to the Southern site will add another degree of difficulty, in an already difficult retail climate, by taking away one of the flows of traffic abutting the market .Prahran market suffered after the carpark was shifted across the road and away from its customer base. South Melbourne and Dandenong on the other hand have kept their parking close and affordable keeping their customers happy. Carparking and access are two of the most critical issues along with weather proofing for traders and customers

There is little benefit to traders, market customers and in turn the market from these closures.

The benefit is solely with the CoM for its new event space, which will draw people away from the market, as happens now with the events on Queen Street going into competition with the market and drawing the customers away from the stalls and the traders

The Market needs to maintain its authenticity as the oldest Victorian **Market** still intact in Australia and our largest Tourist attraction for overseas visitors

Yours Sincerely

Jenny Pyke

Attached is my objection

Kind regards

Jenny Pyke

Queen Victoria Market

99 Victoria Street ,
West Melbourne, 3003
Vic, Australia

Tues C91-92, **Fri** E103-106

Sat Q54-55, **Sun** Q78 & J13-14

Wednesday

Summer Night Market

Winter Night Market 0419879102, 9326 8329

Melbourne

Vic 3000

17 October 2019

The Manager Governance and Legal

Melbourne City Council

GPO Box 1603

Melbourne, VIC 3001

By email: com.meetings@melbourne.vic.gov.au

Re: Proposed discontinuance of part of Franklin St and Queen St,

We are objecting to the proposed road discontinuance of sections c Street on two major grounds. First the impact on the ongoing viability (QVM) and secondly on the loss of amenity in what is and has been years.

All evidence suggests the QVM is in slow decline. I would argue that 'thousand cuts'. Adoption of this proposal will be another one of the significant ones.

While there may be no overt plan to close the QVM, if customer numbers fall, traders will struggle to survive and eventually leave and the QVM will become non-viable. While there is rightly a focus on the revamp of the market, there is a risk of losing sight of the bigger picture in which it operates. The bigger picture involves factors which are likely to impinge on the ongoing viability of the QVM.

"You don't know what you've got until it's gone"

I am fortunate to live across the road from QVM. I can go over almost every day to buy the small number of fresh things I need. However, I am aware many of our customers come from further away to do their weekly shop. For them the ease of parking, the proximity to the market and its costs are key factors in their continuing patronage of the market. Almost half of all visitors to the market still arrive by car, largely for convenience, carrying capacity and distance. If over half the customers to the market arrive by car, it would be logical that these people are also the biggest spenders and particularly in the fresh produce section. As such, visitation to the market is dependent on the

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provision of sufficient and easy-to use car parking. The traders, who are the lifeblood of the market, are also concerned about the impact of losing the open air car park on their livelihood.

Accessibility for private vehicles around the market site is also a key issue. Not only does it have a confusing and inefficient road layout, but there is significant potential to improve road safety within the network of surrounding streets. Firstly, there is a problem of unbalanced traffic flows surrounding the site. Secondly, there are a number of traffic black spots in the vicinity of the market, including the roundabouts at Franklin and Queen streets and Peel and Dudley streets. These issues detract not only from visitor accessibility but also safety, particularly given the high level of foot traffic in and around the market. Poor connectivity and confusing road layouts in and around the market act as a barrier between market activity and its surrounds. Poor site configuration (particularly the expansive at-grade car park) obstructs visibility of the Queen Victoria Market site to surrounding car traffic, creating a 'blind spot' for many potential visitors. This is reflected in visitor statistics. The majority of visitors to the market (78 per cent) arrive on a planned basis, rather than as a spontaneous visit.

If over half the customers to the market arrive by car for carrying capacity of their weekly family shop. Logic suggests these people are also the biggest spenders and regular customers of QVM, particularly in the fresh produce section. "Discontinuing" roads and reducing multiple two lane roads which offer multiple points of access to the existing car park into one single lane road with a single car park entrance will exacerbate the current issues and further reduce accessibility to the market for customers.

QVM is competing against large suburban shopping malls with supermarkets and with 'big box' retailers where parking is easy, accessible and free. The impact of the proposed road discontinuance will result in an increase in traffic congestion and frustration in the QVM precinct. Access and parking will become more difficult and possibly more costly.

The evaluation of this proposal is made more difficult because a number of the baseline conditions, data and statutory controls on which the overall QVM redevelopment plan is based are out of date.

The original budget for the QVM redevelopment was \$250M. The figure has since been variously described as:

"it will be end up being something north of \$250M", and

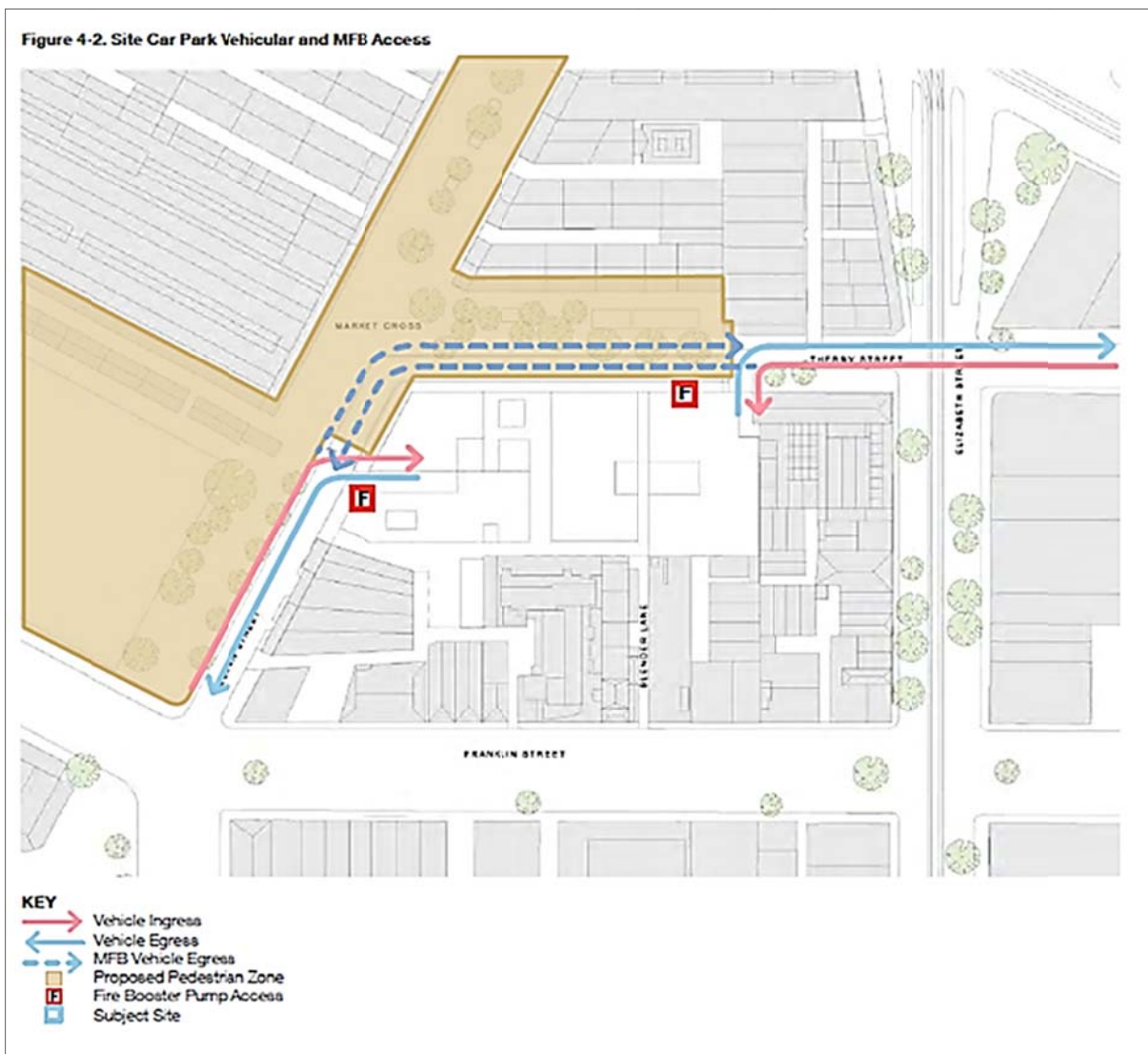
"a number plucked out of thin air"

The original plan involved construction of large underground facilities for traders and customers. Funds for this were to come from selling off the land shown as section A in the proposal. As a consequence of intervention by Heritage Victoria, the large underground construction is not proceeding. The QVM business case has now been recently updated and just distributed to stakeholders. I still question why there is a need to sell off this piece of land to developers with its consequent negative impact on traffic flow and loss of 155 at grade parking spaces.

In 2017, Amendment C245 Queen Victoria Market Precinct Renewal introduced built form controls that were introduced largely to allow the refinement of the QVM Redevelopment Plan. The Traffic

Study prepared as part of that 2017 Amendment is now out of date in relation to the QVM redevelopment plan because:

- it refers to the realignment of Franklin Street on the north side of the sheds to better connect with Dudley Street, and this proposal has since been abandoned
- the relocation of 702 parking spaces from the QVM car park to the Munro site was included, while the current plan is for ~500 spaces to Munro and ~500 in the Southern Development (parcel A)
- it is silent on the closure of the eastern end of Franklin Street to allow for the construction of the Metro Tunnel
- It fails to take into account the changed traffic flow associated with the Munro site car park
- It fails to take into account the discontinuance of part of Franklin and Queen Streets in the current proposal



The proposed road discontinuances will result in significant changes in traffic flows:

- in Queen Street north of Franklin Street, narrowed down but to become two way for access to and egress from the Munro car park with potential vehicle queuing across the footpath
- in Therry Street which is to become no through road from Queen Street to bollards half way to allow QVM delivery vans and perhaps some kerb side parking but then seemingly requiring a U turn exit to Queen Street
- in Therry Street to become two way from Elizabeth Street to bollards half way to allow traffic to and from the multi storey hotel
- in Franklin Street from Queen Street to William Street to allow only one lane one way from east to west replicating a “Little’ street from CBD.
- in Franklin Street where there is a public bus stop which serves at least 9 public routes. It is assumed these busses will be rerouted to A’Beckett Street meaning market shoppers will have further to walk.

It fails to allow for drop off and pick up zones for tourist and charter buses which frequently bring children to the QVM on school excursions. These proposed changes will have significant impact on traffic and pedestrian flows but no updated traffic study has been published. Due planning process, and appropriate stakeholder engagement would require that prior to making a decision on significant road closures, updated technical reports (in this case a Traffic Impact Assessment) supporting such redevelopment would be provided to all stakeholders as part of the consultation process. This should also be required by Council officers and Councillors making such decisions in order for them to make an informed and legal decision on such a significant change.

The proposed changes also conflict with the recently adopted Melbourne Transport Strategy (MTS), and other City of Melbourne Strategies and policies, including heritage and open space policies (further discussed below). It is disappointing that nowhere in the MTS is QVM or its precinct referred to. However, the MTS does refer to:

- ‘aiming for the conversion of road space to greening and water sensitive urban design projects’, yet the proposal removes the large green ‘Victoria Market Reserve’ aka the Queen Street roundabout (shown as parkland in a range of City of Melbourne documentation) and the open spaces in Franklin Street extension. This contravenes the City of Melbourne’s Open Space Strategy – refer to images from the Strategy below and over page, which clearly identify this roundabout as open space.



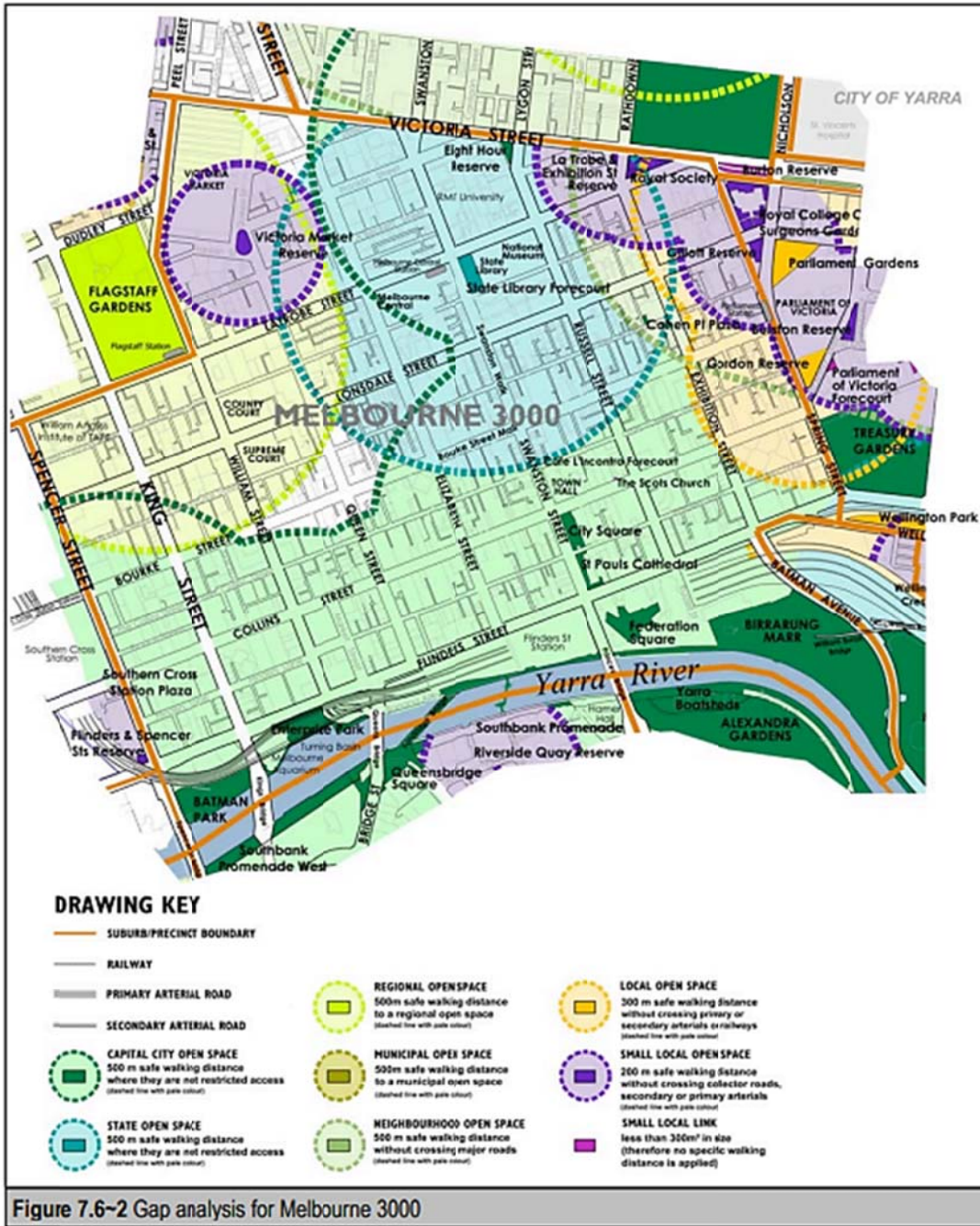
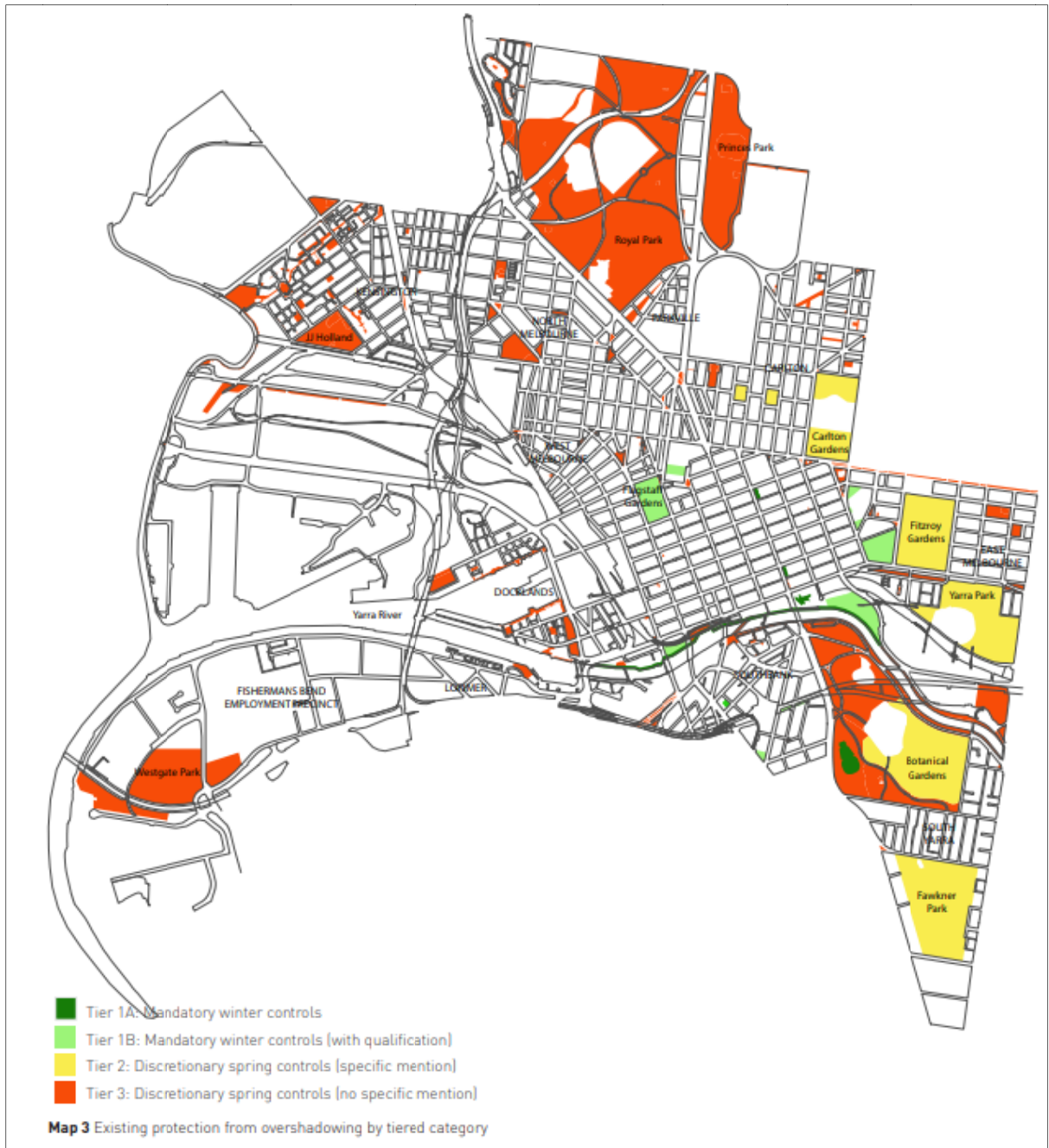


Figure 7.6-2 Gap analysis for Melbourne 3000

Source: City of Melbourne Open Space Strategy



Source: Planning Scheme Amendment C278 – Sunlight to Public Parks

- *'footpath congestion is a serious concern'*, yet the car park entry to Munro crosses the footpath on what will be a major pedestrian access to the QVM
- as Melbourne grows there is a 'need to move more people in the same amount of street space', yet the proposal reduces street space in Queen and Franklin Streets in favour of high rise development
- *'support a review of airspace regulations to protect amenity, privacy and equity'*, yet if Part A is sold off to developers for a 40 storey building this will completely destroy amenity of the local area and dominate, overpower and overshadow the heritage sight lines and heritage listed storage sheds

- MTS refers to the missed goal on the car share fleet and *'the number of cars owned by residents may continue to increase'* Refer to the attached table which shows the number of car spaces planned in the nearby developments including those in Parcel A, the proposed southern development site. These developments will substantially increase both pedestrians and vehicles in the area adjacent to QVM.
- The MTS states *'there are many more residential off street parking spaces than the market demands'* The strategy is to reduce the number of cars coming in the CBD but planned high rise development shows large numbers of parking spaces (see below)

Approved developments within 5 mins walking distance of Market (as at Oct 2019)

Property Address	No of storeys	No of dwellings	No of car spaces	Other details
151 Franklin St & Fulton Lane	29 45	778	n/a	
96 – 102 Franklin St	22	72	n/a	Office space 6543m ²
97 – 111 Franklin St	60	734	n/a	
110 – 112 Franklin St	79	815	256	
111 – 125 A'Beckett St Uno	64	632	130	
263 Franklin Street Grand 8	12	54	n/a	
183 – 189 A'Beckett St Queens Place #1	79	815	256	Queens Place L shaped building
183 – 189 A'Beckett Queens Place #2	48	901	226 bikes	Queens Place
150 A'Beckett St EQ Tower	69	500	n/a	
216 A'Beckett St Istana	25	320	n/a	
Cnr A'Beckett St & Elizabeth Street	60	500	n/a	
450 Elizabeth St Lighthouse	69	607	n/a	
452 Elizabeth St	75	500	n/a	
500 Elizabeth St	72	524		
366 – 412 William St (cnr Franklin West)	30	110	n/a	Flagstaff Gardens
386 – 412 William St	39	360 and 210 hotel rooms	n/a	
Therry Street Munro site Hotel	38	362	158	
Therry Street	10	48	503	

Munro site				
Community Building				
272 – 282 Queen St	78	589	130	
316 – 322 Queen St	48	227	n/a	
Proposed QVM	43	n/a	500+	Mixed use retail office & residential TBC
Southern Development site (3-4 buildings)				
Total: Apartments & car parks		5665 +	1933 +	

- *‘we will improve streets and intersections by’:*
 - *‘reallocating traffic lanes to pedestrian space’* yet the proposal takes away traffic lanes and replaces them with high rise buildings.
 - *“minimise footpath crossings”*, yet the car park entry to Munro crosses the footpath on what will be a major pedestrian access to the QVM and where there is no footpath crossing now
- as the city grows...‘the need for public open space is growing....any road project which leads to a new reduction of public open space will not be supported’ but the proposal aims to get rid of the green Queen Street roundabout and the treed open spaces in Franklin Street extension.
- *“there is an over supply of off street parking in the municipality’*, yet the proposal takes away on street parking and reduces open air spaces at QVM and the MTS is silent on this significant change.
- *“traditionally, planning for off street parking has been based on the anticipated parking demand on a site by site basis”*. The proposed changes are taking a very narrow or siloed view of the need of QVM and how to maintain and enhance its viability. Continuing nibbling away at things such as:
 - trader parking for small van deliveries e.g. no Elizabeth Street exit from Therry Street (2 way only for the big new hotel behind McDonalds)
 - no or restricted street parking on Queen Street and Franklin Street extension,
 - no at grade car park on Queen Street so patrons have to deal with negotiating a multi-level car park and possibly expensive parking in the Munro site and ‘Southern Development’ if this proposal is allowed,
 - possible decline in QVM parking revenue. Will QVM continue to get revenue from car parking in Munro and Southern Development site?

A final point is the immediate context of the proposal road works around the Queen Street Reserve/roundabout. There is no recognition of the wider heritage context/values of this area. Melbourne Terrace apartments by Nonda Katsalidis is an assertive public presence at the corner of Franklin and Queen streets. The project, with traces of early 20th-century European modernism, was deemed one of the top 20 Australian buildings of the last century by Architecture Australia. The Heritage Listed Sheds of Queen Victoria Market (VHR H0734) are located opposite Melbourne Terrace. 375 Queen Street and 207-211 Franklin Street (H7822-2038) is included on the Victorian Heritage Inventory, for its potential to contain historical archaeological remains associated with the

settlement and growth of early Melbourne. The impact of the proposed works has not fully considered the impact on these significant buildings.

“Future generations ask: “Why did they allow this to happen?”

For all the reasons above we strongly object to the proposed road discontinuances.

We wish to speak to this objection.

Cheryl McKinna

Kristina Butler

Helen Hooper and Angelo Giarrusso

Melbourne 3000

16th October, 2019

Manager Governance and Legal
Melbourne City Council
GPO Box 1603
Melbourne Vic 3001

By email: com.meetings@melbourne.vic.gov.au

Dear Manager,

**Proposed Discontinuance of part of Franklin Street
and Queen Street, Melbourne**

We wish to lodge our objection to the above proposal which will bring traffic chaos to an already traffic clogged area. Our objections are as follows:-

- Council's proposal to narrow Queen Street at Franklin Street and have traffic enter and exit the underground car park in the Munro site via a single lane in each direction has been made without any reference to a comprehensive traffic management plan for this area.
- This failure to consider the impact of traffic congestion will have an adverse impact on the amenity of apartment residents and businesses in the neighbourhood of the Queen Victoria Market. This will also affect the Queen Victoria Market traders as surveys show that half of the 10 million visitors to the market annually, drive and park as close to the Market as possible.
- The proposal also encompasses the Southern Development site which includes the discontinuance of Franklin Street (north) from Peel Street to Queen Street and the narrowing of Franklin Street (south) from Queen Street to William Street. The absence of a comprehensive traffic management plan will increase traffic and parking problems.
- The replacement of the Queen Street/Franklin Street roundabout/park with an intersection controlled by traffic lights will be a backward step as the roundabout/park is used daily by local residents and creates a small but important green oasis in the area.
- The current construction and future construction of new buildings in the area, not to mention the ongoing construction of the Metro Tunnel, already creates a very difficult environment for local residents and businesses. The proposed traffic changes will create unimaginable traffic chaos.

Page 2

- The new Melbourne Transport Strategy, endorsed by Council's Future Melbourne Committee on 15th October, 2019, sets out to restrict cross-city traffic by 2030 but it offers no strategic management plan for residential traffic within the Hoddle Grid, especially in close vicinity to the Queen Victoria Market.

We submit that the City of Melbourne withdraw this application to discontinue Franklin Street, realign and narrow Queen Street and replacing the roundabout/park with an intersection controlled by traffic lights.

The proposed changes will not enhance the amenity of the neighbourhood and do not respect the heritage values of the Queen Victoria Market nor contribute to the primary purpose of the Market which is to buy and sell fresh produce and mixed merchandise in a unique environment.

Yours faithfully,

Helen Hooper and Angelo Giarrusso

To: Manager Governance & Legal, Melbourne City Council,

Re: Proposed discontinuance of part of Franklin St & Queen St, Melbourne,

I would like to preface my submission objecting to the Council's application by commenting on what a preposterous nonsense this process is

- that the City of Melbourne is applying to itself for the partial discontinuance of Franklin & Queen Sts.
- they are asking the public for submissions in a box ticking exercise because there is a policy requirement for public consultation , yet the revised renewal plans are still at a concept stage of development and are not yet available to the public to review their scope. The policy requirements can't be met if there are no firm plans yet for public consultation.
- Furthermore the land swap agreements for the development of Franklin St have not been clarified making this application rather premature.

I feel it is a given that the council, regardless of the volume and calibre of the arguments against in the various submissions it receives, and regardless of its own policy, will grant itself permission.

I do know that 491 members of the market community have signed a petition against, that local residents have sent submissions against, along with supporters and Friends of QVM also against.

I would also like to point out a discrepancy in City of Melbourne's recent documents regarding where Franklin St will be located. In the document 'Report to the Future Melbourne (Major Projects) Committee - Queen Victoria Market Precinct Renewal Program – Provision of Market Infrastructure and Car Parking' 2 April 19,- tabled at the Futures Melbourne Committee meeting, Franklin St runs **between** the southern storage sheds and the proposed southern site. Drawings in the Public Notice show Franklin St running south of the proposed southern site. Which is it??? Does the council itself know?

I object to the discontinuance of parts of Franklin & Queen Sts for the following reasons:

- Queen Street is the main artery of the market & access to Queen Street is essential for the to and fro of the market – both for traders and customers,
- The loss of Queen St as a thoroughfare will materially damage the traders' businesses and their livelihoods. It is a direct attack on the traditional operation of the market which is dependent on vehicular traffic in the market as traders trade out of their vehicles,
- There has been no independent traffic impact analysis on the proposal nor coherent business case to support it this aspect of the QVM 'renewal',
- This road closure is not an essential component of the Precinct Renewal Program.
- These changes will destroy the social heritage of the market. In effect, it means fencing off the market so the remaining regular businesses ultimately become a backdrop, a token market, to the proposed market square (site of the existing car park) & to the events, taking

precedence over the main event, our traditional, working market. The closing and enclosing of Queen Street will change the market beyond recognition,

- Closing off Queen Street for construction means limiting the heritage sight lines across the open market sheds and it restricts open flow of customers & their access to the sheds,
- The changes foreshadow the loss of easy access to market car parking for customers. As more than 50% of market customers come by car and purchase 80% of the goods sold, cheap, accessible parking is essential to the market's viability. All successful shopping precincts offer an abundance of cheap, accessible parking.
- The partial discontinuance of Franklin & Queen Sts will create traffic havoc and restrict public access to the heart of the market.

I request to be heard by the Councils Submission Committee on the 14 November

Mary-Lou Howie

To whom it may concern

I object to the City of Melbourne's proposed discontinuance of part of Franklin St and Queen St.

I am a regular shopper at the market and am worried the closure will negatively impact on the market experience. It would compromise the feel of the market shopping experience and make it harder for shoppers and traders to get on with their primary activities (shopping / selling). There are already events and activities staged in the existing spaces - which feel organic and don't interfere with the feel and bustle of the market.

Thank you for considering this submission.

Regards,

Paul Howie

Clifton Hill
Victoria

Proposed discontinuance of part of Franklin St and Queen St, Melbourne

To whom it may concern

I am writing to object to the City of Melbourne's proposed discontinuance of part of Franklin St and Queen St.

As a regular customer at the market, I am concerned this closure will negatively impact on the traders' businesses. It compromises the day to day operation of the market by cutting of vehicular traffic and access, which many of the traders rely on.

It is also likely to result in the loss of the market as we know it, as it will cordon off the market and relegate the remaining businesses on to the periphery of the proposed market square, with the staging of 'shiny' events taking precedence over the hustle and bustle of a genuine, thriving marketplace.

Thank you for considering this submission.

Regards Janice



ROYAL HISTORICAL SOCIETY OF VICTORIA INC.

239 A'Beckett Street, Melbourne 3000

16 October 2019

Manager Governance and Legal,
Melbourne City Council,
GPO Box 1603,
Melbourne VIC 3001

Dear sir or madam,

RHSV Submission re

Proposed discontinuance of part of Franklin Street and part of Queen Street, Melbourne

From: Royal Historical Society of Victoria
Responsible Officer: (Professor) Charles Sowerwine, Chair, RHSV Heritage Committee
Contact:

Introduction

The RHSV is the peak body for 340 Victorian local historical societies and has a long history of partnering with the City of Melbourne in our joint concern to preserve our heritage and to use it as the basis for a unique, vibrant City attractive to customers, residents and visitors alike.

This concern leads us to object to the proposed discontinuance because the purpose of the discontinuance is not pedestrianisation but the construction of facilities which would radically transform the operation of the Queen Victoria Market, with the loss of much that contributes to the visitor experience of this great tourist attraction

1. Queen Street Discontinuance Would Undermine QVM Heritage Attraction

The bland notice of discontinuance does not refer to the purposes of this measure, which is to implement the so-called Option A with regard to the Queen Victoria Market, in particular construction of the Queen’s Corner Building (see Report to the Future Melbourne (Major Projects) Committee, Agenda item 6.6, Queen Victoria Market Precinct Renewal Program – Provision of Market Infrastructure, 17 September 2019).

Option A, as expounded to the People’s Panel Briefing on 28 March, represents a radical change to the market’s traditional mode of operation. Together with the Queen Street North (Northern Shed), the Queen’s Corner Building is intended, as per the report cited above, to shift traders from bringing their produce to their stalls and operating from their vans to unloading their produce at these new facilities, transporting it to their stall by electric trolleys, and operating from uniform, semi-fixed stall counters, whose aim is disguised by their being called ‘Point of Sale (POS) storage’. This transformation of the market threatens all that currently attracts customers to the market.

Council itself commissioned the excellent report, ‘Queen Victoria Market: Intangible Values’ (September 2017), which highlights that ‘People are apprehensive about the potential “sanitisation” of the market’ (KEY INSIGHT 3), apprehension frequently ‘expressed in terms of the Market being “sanitised” or made to look like a “food hall” rather than a “working site”’ (p. 8). The report found that ‘the most common anxiety was around the Market being “cleaned up” or “sanitised,” and that this would diminish the experience of being there’ (5.3, p. 24). It is clear that the planned transformation of the market’s operation will lead to exactly what people have opposed all along.

The attempt to hide ‘back of house’ operations by central unloading and discreet movement of goods goes against the value of movement, which, the report found, are part of what shoppers and visitors value, including the forklifts which QVM Pty Ltd so strenuously oppose:

KEY INSIGHT 4. The Market never stops moving. Movement was crucial to how shoppers and visitors perceived the goods, produce, environments and other people at the site, with implications for display and interaction with goods for sale. This was comprised of many different elements: a mix of adults and children of different physical abilities and habits; cars, trucks and forklifts; trolleys, prams and scooters; bins and boxes; and other aspects.

Option A, however, still involves concealing market practices, as has been the case since the Doyle Plan was presented. People do not come to the QVM in search of a modern, hygienic environment, ‘a brighter, lighter, cleaner, greener and more pleasant environment that is clearly historic, yet subtly contemporary.’¹ There is no shortage of modern environments. People come for the atmosphere, the workings of an open-air market, the original nineteenth-century prototype of today’s farmer’s markets. The proposal acknowledges this but constantly betrays its original and still fundamental aim: to “reduce servicing intrusions in public areas.”²

The heritage value of the Market is at the basis of its attraction to customers and tourists. It operates today in the same mode as when it began operation in 1878, with stallholders bringing goods to their stall in their conveyances, putting up their stalls and operating from their conveyances. The shift to central distribution and, especially, uniform steel counters in place of the current beloved hodgepodge goes completely against what is valued in the Market.

¹ *Precinct Renewal Master Plan*, p. 16.

² *Ibid.*, p. 32.

Recommendation 10.5 notes that ‘the approved budget in the QVMPR Business Case (2017) includes allowance of approximately \$6 million for purpose built storage at traders’ stalls which will be designed following extensive consultation with traders’. Visuals of this ‘Point of Sale storage’ presented to the People’s Panel show that they are in fact uniform, stainless steel counters. (We note too that the Business Case 2017 to which this recommendation refers is the one which was discredited by Heritage Victoria.)

Council’s 2013 Retail Plan acknowledged that ‘the market also perpetuates distinctive forms of trading which have their origin in nineteenth century practices.’³ We endorse that acknowledgement. We suggest that attempts to modernise the market and to bring it into conformity with current regulations need to be balanced with the need to maintain the retail practices that endear the market to visitors today.

Council officers often refer to European city markets, which more often than not have fixed stalls. But this is to ignore what is peculiarly Australian, uniquely Australian about the QVM. At the time of its conception, in 1878, Australia was accustomed to open-air markets at which stallholders operated in an ad hoc way. Unlike Europe, our climate then seemed (and still is) much more clement so that a closed market on European models did not seem necessary for fresh produce. It was simpler and cheaper to erect coverings and leave things to stallholders.

Thus the proposed discontinuance of Queen Street is relevant to heritage issues because the Market’s statement of significance on the Victorian Heritage Registry specifies first that ‘The Queen Victoria Market is of social significance for its ongoing role and continued popularity as a fresh meat and vegetable market, shopping and meeting place for Victorians and visitors alike.’ Its operation as a fresh meat and vegetable market is intrinsic to its heritage value, and that value is what underpins its attractiveness. Attempts to improve the market must build on that value, not undermine it. The world is littered with markets that have been ‘improved’ and lost their attraction and their custom.

We therefore call on Council not to discontinue Queen Street for the purpose of constructing the Queen’s Corner Building.

2. Franklin Street Discontinuance

Similarly, Franklin Street discontinuance appears to be part of the plan for a ‘market square’, which at transforming the ‘existing at-grade car park ... into new public open space to support the growing City North population and Queen Victoria Market activities’. That space is variously referred to as Market Square and ‘public activation space’. This space cannot really function as a proper park because neither structures nor trees can be installed without disturbing the burial space, which includes significant Aboriginal burials. In any case, does Melbourne need a small park here? If so, would it not be more cost effective to improve pedestrian access across William Street to the Flagstaff Gardens and to improve the triangle of land between William and Dudley Streets?

Is it a park that is really proposed or a space for ‘public activation’? Possible ‘activations’ apparently would include ‘farmers’ markets’ or the ice-skating rink of December 2018. Would these bring additional shoppers to the market?

³ *Melbourne’s Marketplace Retail Plan*, p. 17, from “Queen Victoria Market Customer Research, Sweeney, May 2013,” p. 12

We therefore urge Council to consider greening and extending the car park into Franklin Street and the Southern Development Site. Discontinuance of Franklin Street would only be acceptable if linked to such a plan.

The fundamental issue is that Option A represents a radical change to the market's traditional mode of operation. On this basis, the Royal Historical Society of Victoria urges Council, respectfully but urgently, to refuse discontinuance and to revise its plans for the Market.

Yours faithfully,

(Professor) Charles Sowerwine,
Chair, Heritage Committee,
Royal Historical Society of Victoria.

Manager Governance and Legal
Melbourne City Council
GPO Box 1603
Melbourne VIC 3001

16 October 2019

By email: com.meetings@melbourne.vic.gov.au

PROPOSED DISCONTINUANCE OF PART OF FRANKLIN STREET AND QUEEN STREET MELBOURNE

Dear Manager,

We, the undersigned residents living in vicinity of the Queen Victoria Market, wish to submit our objections to the City of Melbourne's proposed discontinuance of part of Franklin Street and Queen Street Melbourne.

While supportive of redevelopment proposals that improve the functioning of the market for the benefit of stallholders, customers and visitors and wanting to preserve the market's physical, cultural and social heritage, we object to the City of Melbourne's proposal to:

- discontinue part of Franklin Street (south of the heritage-listed storage sheds) running west to east from Peel Street to Queen Street
- realign and remove the Queen Street roundabout at Franklin Street
- narrow Queen Street to create a two-way traffic stream from Franklin Street to the underground parking station within the Munro site.

The reasons for our objections to discontinuance of Franklin Street and the realignment of Queen Street are set out below, broadly on the following basis:

- Traffic management and neighbourhood amenity
- Heritage and environment

Traffic management and neighbourhood amenity

Council's proposal to narrow Queen Street at Franklin Street and have traffic enter and exit the underground carpark in the Munro site via a single lane in each direction has been made without any reference to a comprehensive traffic and pedestrian management plan for the North CBD.

This failure to account for the impact of traffic congestion and pedestrian conflict will have a significant adverse impact on the residential amenity of apartments and businesses in the neighbourhood of the Queen Victoria Market. The issue of vehicle access is also likely to adversely affect the Queen Victoria Market traders, as surveys show that half of the 10 million visitors to the market annually, drive and park as close to the market as possible.

When the proposal also encompasses the Southern Development Site and includes the discontinuance of Franklin Street (north) from Peel Street to Queen Street and the narrowing of Franklin Street (south) from Queen Street to William Street the absence of a cohesive traffic management plan magnifies the traffic, parking and pedestrian conflicts.

The proposed road discontinuances will result in major changes to traffic flows, public transport issues and potential conflict between cars and pedestrians:

- Queen Street north of Franklin Street narrowed and discontinued to a ‘no through road’ with two-way, single lane access into and out of the Munro carpark
- Queen Street and Franklin Street intersection controlled by traffic lights replacing roundabout and pocket park
- Franklin Street from Queen Street to William Street narrowed to Hoddle Grid ‘little street’ width, one-way from east to west (currently stopping point for nine PTV bus routes)
- Franklin Street from Queen Street to Swanston Street, narrowed to single lane, two-way with dedicated cycle lanes and kerbside parking, central parking removed
- Therry Street discontinued to be a ‘no through road’ with two-way, single lane access into and out of the Munro carpark for hotel guests and residents, with no left or right turn into Elizabeth Street
- Queen Street/Therry Street junction controlled by bollards to allow for market traders with possible 24 hour access

Council has revealed no traffic strategy to manage the changed circumstances for these streets under this proposal, particularly in light of the massive development that has occurred around the market precinct in the past decade with more residential and business buildings under construction or being planned. It also fails to take account of the popularity of the weekly night markets, which draw large crowds and heavy traffic usage of the existing at-grade carpark.

The new Melbourne Transport Strategy, endorsed by Council’s Future Melbourne Committee on 15 October 2019, sets out to restrict cross-city traffic by 2030 and but it offers no strategic management plan for residential traffic within the Hoddle Grid, especially in close vicinity of the Queen Victoria Market.

Heritage and environment

The proposal to realign Queen Street, remove the roundabout at the intersection with Franklin Street and install traffic lights, destroys two valuable green spaces with irreplaceable mature native trees. It would appear that this realignment has been made to increase the land available for the Southern Development Site.

Queen Street and Franklin Street are two of the major approaches to the Queen Victoria Market. Heritage Victoria has recently added the northern section of Queen Street to the State’s heritage register. This registration recognises Queen Street as the pivotal axis of the market.

In its earlier analysis of the Queen Victoria Market site, the business case prepared for Council identified the Queen and Franklin roundabout as a point of disconnection from the city. However, Council’s proposal to realign the street and plan for a building on the site with a discretionary height of 100 metres (40 storeys approximately) will effectively block views of the market from Queen Street, especially for pedestrians – many of whom will be tourists – approaching from the city south. Council’s alternative with traffic lights and a narrower road with few practical options to enter and exit the underground market carpark will create a greater disconnection than the relatively smooth flow of traffic and pedestrians managed by the existing roundabout.

Added to that is the visual impact and traffic implications of an intensive development of the land identified in the illustration as Section A, between Queen Street, Franklin Street and William Street. Council has put an estimate of \$95million on the land gifted to it by the State Government in 2014. Its indicative sketches show a maximised development across the site, dominating the heritage-listed storage sheds and looming over the Market Square planned to replace the existing 2hectare “at-grade” carpark.

The proposal to narrow and remove the Queen Street roundabout fails to take account of the impact on the heritage significance of the neighbouring buildings, particularly the heritage-listed and award-winning Melbourne Terrace apartments designed by architect Nonda Katsalidis. One of the first of the new residential apartment buildings in the CBD, Melbourne Terrace is rated as one of the top 20 Australian Buildings of the 20th Century. Nonda Katsalidis this year received the Enduring Architecture Award for Melbourne Terrace project. As well as the Queen Victoria Market Storage Sheds, the nearby buildings at 375 Queen Street and 207-211 Franklin Street are included on the Victorian Heritage Registry and are worthy of consideration when planning a project of this significance.

Instead of a \$95million boost to council's QVM bottom line, opting for such an unsympathetic and utilitarian outcome squanders a once-in-a-lifetime opportunity to create an impressive and welcoming entrance to the market from Queen Street and Franklin Street.

Conclusion

We submit that the City of Melbourne withdraw this application to discontinue Franklin Street and realign and narrow Queen Street, replacing the roundabout and the pocket park with an intersection governed by traffic lights.

None of the key deadlines for the mandatory elements of the Queen Victoria Market redevelopment project in the original contract have been met. We've been advised by the State Government that timelines for the project are flexible so councillors can afford to pause and consider better options. We're asking council to adopt a more integrated traffic management plan to better align with the Melbourne Transport Strategy 2030 which takes no account of the QVM redevelopment. More time also needs to be taken to formulate a robust business case (due in February 2020) especially as it relates to the renovation of market infrastructure, waste management, the preservation of heritage and the attraction and retention of stallholders.

In summary we object to this proposal to discontinue sections of Franklin and Queen Street because:

- it increases issues of traffic congestion and conflicts with pedestrian access throughout the QVM neighbourhood
- it does not enhance the amenity of the neighbourhood
- it does not respect the heritage values of the market
- it does not contribute to the primary purpose of the market which is to buy and sell fresh produce and mixed merchandise in a unique environment that preserves the heritage of personal connection between traders and customers.

We urge the members of Council's Submissions Committee to recommend against proceeding with the proposal.

Yours sincerely

Lanning Ryan,
Chantelle Hope-Hodgetts,

Dear Manager,

I am an employee in the vicinity of the Queen Victoria Market, I took up the position here as a receptionist due to the lovely open space and view I have overlooking Franklin Reserve.

I observe daily the roundabout on Queen and Franklin street and find it works very well for traffic flow whilst giving visitors a sense of openness and greenery when visiting us.

I currently get many hours of sunlight however if the southern development and Queen corner building are built these will reduce my sunlight to nil and impact my wellbeing at work.

The majority of our clients visit by car as many are small business owners and don't work in the CBD. The closure of Franklin street will make it much harder for clients to visit us and find their way here, I usually encourage clients to park in the Vic Market car park as it is cheaper and easier to access us and on their departure we strongly encourage clients to purchase fresh produce from the Victoria market which has led to great reviews and some clients now doing their weekly grocery shopping.

I personally shop at the Victoria Market only when my husband picks me up from work in his car as we are unable to carry the groceries home by train or motorbike due to carry capacity issues. At present my Husband finds it relatively easy to find parking and to access the QVM car park with its many entry and exit points. I feel that the new plan with street closures and reduction to 1 way traffic will limit access to my area of work and we will be forced to go to the supermarket which has plenty of parking and easy access.

I also question the consideration for the night market, as the only time there is considerable traffic from my observations is on a Wednesday night with many cars trying to find parking and access the Night Market, I feel that closing the road and removing over 1200 car spaces in QVM and 300-500 on street parking in the vicinity will kill off the market and night market.

I urge you to reconsider closures of the roads and reduction of lane capacity in the area as it will negatively impact businesses in the northern CBD area.

Regards,

|



16 October 2019

Manager Governance and Legal
Melbourne City Council
City of Melbourne
GPO Box 1603
MELBOURNE VIC 3001

By email: com.meetings@melbourne.vic.gov.au

Dear Keith *Keith*,

Proposed discontinuance of parts of Franklin Street and Queen Street Melbourne

I am writing on behalf of Queen Victoria Market Pty Ltd, the operator of the Queen Victoria Market (QVM), to express our support for the proposed discontinuance of parts of Franklin and Queen Streets, Melbourne.

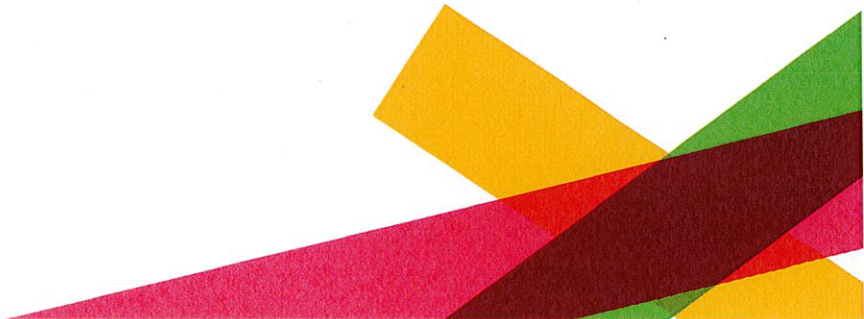
The proposed discontinuance of these sections of road is an important step in facilitating the redevelopment of the Queen Victoria Market Precinct and an integral part of the City of Melbourne's Queen Victoria Market Precinct Renewal Master Plan (2015) as set out below:

1. The proposed road discontinuances are necessary for the delivery of mixed-use developments on the "Southern Development Site" (SDS) and the Queen's Corner building which is proposed for market related uses.
2. The SDS project will include the retention and creative future adaptation of the historic Franklin Street Stores to incorporate retail, hospitality and other complimentary market precinct related uses, ensuring the market precinct retains a genuine connection with these heritage buildings.
3. The SDS project will also deliver a large portion of the Market's proposed replacement parking requirements, facilitating the conversion of the existing at-grade car park to quality open space.
4. Replacement of the roundabout at Franklin and Queen Streets with a signalised intersection will vastly improve safety and amenity in this area for cyclists and vehicular traffic as well as providing safer controlled pedestrian crossing locations and enhancing pedestrian connectivity with our attraction.

Queen Victoria Market Pty Ltd
Level 8, 365 Queen Street, Melbourne VIC 3000
PO Box 12415, A'Beckett Street, Melbourne VIC 8006
T (03) 9320 5822 E info@qvm.com.au

qvm.com.au

ABN 44 069 959 771





We firmly believe that failing to approve the discontinuance of these roads would jeopardise the much needed QVM Precinct Renewal Program and the ongoing viability of QVM as a functional food market, a community gathering place and an internationally acclaimed tourist destination.

We would welcome the opportunity to address the Council's Submissions (Section 223) Committee on Thursday 14 November 2019 in support of this submission if appropriate.

Should you have any queries regarding the above or require clarification, please do not hesitate to me on 0418 172 362 or stan.liacos@qvm.com.au or Belinda Ross, QVM Strategy Development Manager on 0419 490 437 or belinda.ross@qvm.com.au.

Stan Liacos
Chief Executive

Privacy acknowledgement: I have read and acknowledge how Council will use and disclose my personal information.

*

Name: * Angela Panettieri

Email address: * angela@panettieri.com.au

Please indicate which meeting you would like to make a submission to by selecting the appropriate button: * Submissions (Section 223) Committee

Date of meeting: * Thursday 14 November 2019

Agenda item title: Proposed discontinuance of part of Franklin Street and Queen Street Melbourne

*

Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. We encourage you to make your submission as early as possible.

I wish to lodge an objection to the proposed discontinuance of part of Franklin Street and part of Queen Street, Melbourne.

I wish to object on the grounds that the proposed changes will impact on the livability and amenity to the surrounding neighbourhood and in particular vehicular access of Anthony Street Melbourne.

I live in Anthony Street which adjoins Franklin Street – and believe this traffic management plan is grossly inadequate to deal with the increased vehicular and pedestrian traffic expected by the future QVM redevelopments as well as the growing demands already in the existing neighbourhood.

Anthony Street will attract more traffic. It is a very narrow 2 way street that at present functions as single lane only – it has traffic controls in place to mitigate the already high demand for vehicular access.

Discontinuance of part of Franklin Street and part of Queen Street will also impede access to:

- > the 2 multi-storey Fulton Lane towers in Franklin Street 28 storeys and 44 storeys and other residential accommodation, including Stargate 15 storeys, backpacker accommodation 10 storeys
- > as well as other various business that require vehicular access on Franklin Street
- > have a knock-on choking effect in A'Beckett Street which is home to 6 multi storey buildings 40 – 70 storeys high (between Queen Street and Swanston Street alone – only one city block)

Increased stress, increase of traffic and reduced capacity of Anthony street will be impacted greatly by these proposed changes:

- > Remove the roundabout on the corner of Queen and Franklin Streets and replace it with traffic lights
- > Narrow Queen Street from Franklin Street and change the street to a single lane in two directions into and out of the new underground carpark entrance in the Munro Building.
- > Narrow Therry Street and change the street to a single lane in two directions into and out of the new residential & hotel building above the Munro Building.
- > Narrow Franklin Street heading west from Queen Street to William Street to a single lane
- > Remove Franklin Street heading east from William Street to Queen Street (alongside the Market storage sheds)

Thank you in advance for considering my above objections when making your decision.

Yours sincerely Angela Panettieri

18/6 Anthony Street Melbourne

Also behalf of the Owners Corporation Committee 6 Anthony Street Melbourne

Please indicate **No**
whether you
would like to
address the Future
Melbourne
Committee or the
Submissions
(Section 223)
Committee in
support of your
submission:

*(No opportunity is provided for submitters to be heard at Council meetings.) **

The Manager,
Governance & Legal,
Melbourne City Council.

13 October 2019

Dear Sir/Madam,

I write to submit my objections to the notice *Proposed discontinuance of part of Franklin Street and part of Queen Street, Melbourne.*

In general, the Proposal ignores, rather than provides solutions to traffic congestion resulting from the proposed changes.

Objection 1: No current evidence of traffic flow numbers in both Queen Street and Therry Street have been provided. (The Traffic Study of 2016 is now outdated.)

Objection 2: Traffic Congestion is likely as a result of the narrowing of Therry Street, and converting it to a 2-way Street.

Objection 3: If there is to be an entrance to a Visitors' Carpark from Queen Street, how will there be a ready flow of access, given that Queen Street will be a 2-way Street? i.e. Cars will be required to turn to enter faced by oncoming traffic.

Objection 5: Pedestrian traffic along Queen Street will cause further traffic congestion for visitors wishing to enter the Queen Street Carpark entrance.

Objection 4: There are currently two entrances to the existing Visitors' Carpark. If only one entrance off Queen Street is available, this will lead to further traffic build-up and congestion.

Objection 5: A 40-storey proposed apartment building is out of character with nearby buildings whose height levels are lower.

Objection 6: No empirical evidence has been provided in relation to the amount by which light in the immediate surrounding area – and on adjacent buildings - will be reduced by a 40-storey building.

Objection 7: No information has been provided on traffic access to the Market along Queen Street from the a'Beckett Street intersection, nor have the implications of this been addressed.

Objection 8: Green spaces are already at a premium in Melbourne. The removal of the roundabout overlooks the need to preserve as many spaces as possible.

I respectfully request consideration of my objections by Council.

Yours Faithfully,

Robert Northey

Melbourne Vic 3000.

15 October 2019

Submission objecting to:

Proposed discontinuance of part of Franklin Street and part of Queen Street.

I wish to address the Future Melbourne Committee on this issue.

I object to any 'discontinuance' by closure or restricted access, in full or part to any portion of Queen Street and Franklin Street (market precinct) for but not limited to the following reasons;

1. As a disabled person, loss of parking close to QVM meat, fish, vegetables and general trading severely disadvantages me.
2. We usually have 2 families, (both with disabilities) in one car and travel some 30 km each way to shop at QVM, any 'discontinuance' will severely restrict or even prevent us from utilising QVM.
3. This 'discontinuance' will be detrimental to the viability of QVM as a shopping destination for many long term users, including restaurateurs and weekly shoppers.
4. The 'discontinuance' will adversely affect traders within QVM as the previous closure on Saturdays did.
5. QVM is a living market **not** a supermarket and this vital access is traditional and has worked well for over 130 years, why try to fix something that 'aint broke'?
6. Rather than closing parts of QVM (roadways) **do something** to attract more traders and shoppers. QVM is the most popular place to visit for tourists, because of its 'living market' atmosphere.

Brian Murray

15 October 2019

Submission to Melbourne City Council re

Proposed discontinuance of part of Franklin Street and part of Queen Street Melbourne

I strongly object to the proposal to close part of both Franklin and Queen Street.

It is essential that Queen Street remain completely open as this is the main access to the market. The market is dependant on traffic along Queen and Franklin Streets.

It would be cost traders loss of business.

It will remove vital car parking spaces.

It will make access difficult for visitors particularly the disabled.

The heritage market will become divided.

It seems to me that development at all cost is the priority. Hundreds of small owner operated business are sacrificed in favour of big development. Small business is the economic lifeblood of the market and indeed the whole country. Other city developments do not close hundreds of other businesses.

Mary McDonald

Privacy acknowledgement: *

I have read and acknowledge how Council will use and disclose my personal information.

Name: *

David Legge

Email address: *

Please indicate which meeting you would like to make a submission to by selecting the appropriate button: *

Submissions (Section 223) Committee

Date of meeting: *

Thursday 14 November 2019

Agenda item title: *

Proposed discontinuance of part of Franklin Street and Queen Street Melbourne.

Alternatively you may attach your written submission by uploading your file here:



[gvm_objections_to_closing_franklin_street_dl_oct_2019.docx](#)

26.81 KB · DOCX

Please indicate whether you would like to address the Future Melbourne Committee or the Submissions (Section 223) Committee in support of your submission:

Yes

*(No opportunity is provided for submitters to be heard at Council meetings.) **

The Manager Governance and Legal
Melbourne City Council
GPO Box 1603
Melbourne, VIC 3001

Proposed discontinuance of part of Franklin Street and Queen Street Melbourne.

This submission is to oppose the proposed closure of Franklin Street and Queen Street Melbourne.

I wish to be heard in support of this submission and would like to present in person to the committee.

The reasons for my objection to the proposal are as follows;

1. The impact on traffic flows in the area. There is no assessment of the effects of the road closure following the change in plan to longer build the "New Franklin Street".
2. The impact on the future of the Queen Victoria Market. One key aim of the Precinct Renewal Program is to ensure that the QVM remains as a working fresh produce market. This proposal will have severe negative impact on this goal.
3. The lack of reasonable justification for the closure of the road. The costs seem to outweigh the benefits. There is no economic justification for the closure.
4. There is no business case to support this aspect of the renewal program. This road closure and the planned sale of the Crown Land as a development site is not an essential component of the Precinct Renewal Program.
5. The original Business Case is fundamentally flawed. (The Queen Victoria Market Precinct Renewal Program Business Case 2017)
6. There have been a significant number of changes since the original renewal plan was conceived. The Metro. Franklin Street east is blocked off at Swanston and is likely to remain blocked for a long time. Potentially closed long term for the RMIT section with limited access for service vehicles only. The East West Tunnel. The huge number of apartments under construction.
7. The impact on residents of the massive building proposed for the Southern Development Site.

Background.

I am fully supportive of the proposed improvements to the market. I am opposed to closing off Franklin Street and selling it as a development site.

From c245 Panel Report 2012

The Market services both domestic and tourist needs providing a unique shopping experience which attracts around 10 million visitors annually.

From the Queen Victoria Market Precinct Renewal Program Business Case 2017 (p28)

“While the number of people driving to Queen Victoria Market has declined in recent years, almost half of all visitors to the market still arrive by car, largely for reasons of convenience, carrying capacity and distance.¹⁶ As such, visitation to the market is still dependent on the provision of sufficient and easy-to-use car parking”.

This indicates 4.5 million visits to the market by car. These visits are short term. The figures indicate an average of 8,600 cars per market day? (assume 2 people per car) Logic suggests these visitors would spend more and purchase more fresh produce than people who walk or take public transport. The road closure could dramatically affect the financial viability of the market as we know it if vehicle access is restricted.

Supporting arguments:

- 1) There is no new assessment of the traffic flows around the market.
 - (a) The original proposal was to have a “new Franklin Street” that connected Dudley and Franklin as a through Road.
 - (b) This is no longer planned to be built.
 - (c) Queen Street will be narrowed to one car each way and Therry Street closed off. Short term public parking will be removed.
 - (d) This means the only access to the new Munro site car park is via Queen Street. One lane in one lane out.
 - (e) Access to Queen Street will be severely restricted if Franklin Street west is closed off. Traffic will need to go via William Street to A’Beckett and then down Queens.
 - (f) Based on the figures in the Business case there is an average of around 8,600+ cars visiting the market each day. The numbers are higher on weekends. At peak times Xmas, Easter, much more traffic.
 - (g) There is no assessment of how these cars are going to get in and get out of the new underground car parks.
 - (h) With the existing carpark, cars can bank up for more than 100 metres with 4 entries and 4 exits. At busy times.
 - (i) There are currently more than 200 short term public car spaces around the market that are planned to be removed.
 - (j) There is no assessment of the increased demand for non-market visitor parking.
 - (k) There are currently approximately 10,000+ apartments built or planned for the precinct. Every apartment and every building creates some demand for visitor parking. Trades people, visitors, cleaners, sales people, etc. This will also impact the market customers.
 - (l) The remaining public car park on A’Beckett has been offered for sale as a development site.

- 2) How will this road closure affect the market?
 - (a) The business case assumes an increase in visitors. Real historical data suggests that visitor numbers could reduce if car parking is not readily available.
 - (b) It is reasonable to assume that customers who take the effort to drive into the city are making significant purchases. If the number of vehicles did reduce it could have a disproportionate impact on the sales of fresh produce in particular. This could mean an overall reduction in sales turnover.

- (c) In terms of Business Risk this does not make sense. If customers have difficulty accessing parking some of them will simply change their buying habits and go elsewhere. To spend \$250 million and actually reduce visitors and reduce the stall holders sales could threaten a principle goal of the overall project.
- 3) There are no disclosed plans for the additional car-parks on the Southern Development Site.
 - 4) There is no assessment of how the proposed new underground car-parks work for the whole market. Both planned car parks are a long way from the North Western sheds. The Southern Development Site is a long walk to the market. The original plan had car parking under the north western corner. Will customers walk to that part of the market which is a dead spot now?
 - 5) One of the key aims of the Renewal plan was to reduce the interaction of pedestrians and vehicles. There seems to be significant conflict between pedestrians and cars with this plan. People walking down Queens Street to market is a major access point from the city. These people will need to walk past the entry/exit to the car park. Not ideal. On Sat mornings this would be a continuous stream of traffic. There is also a continuous stream of pedestrians.
 - 6) There is also no provision for traders parking and larger vehicles. This will be very costly if provided underground.
 - 7) It seems to be a huge decision to make to close off the road when there are so many things currently changing that will affect the precinct. Thousands of apartments under construction and about to start in A'Beckett and Queen streets. The Metro. The Munro site. The East West link. All of these things will impact the traffic flows around the market and around the area for businesses and residents. All of these things will affect the future of the market.

The Queen Victoria Market Precinct Renewal Program Business Case 2017 (p28)

The Business Case recommended the original proposal that called for the underground car parking and facilities under the North Western sheds. This involved the costly pull down of sheds, excavation under and rebuild. Following the Heritage Victoria decision, this cannot happen. The business case also assumed that the "New Franklin Road" was to replace the road being closed as a major east west through road.

Most people agree with the proposals to improve amenity, safety, efficiency, cleanliness etc. The real issue is the detail implementation and costs and what other works are included that are not actually part of the Market Operations.

Problems with the business case.

1. The business case is fundamentally flawed.
2. There is no economic justification for selling the Southern Site.
3. The major justification for selling the Southern Site is to help fund the project in total.
4. Given the figures and plans it seems that it is possible to complete the project without closing the road and selling the site and still keeping within the \$250 million budget.
5. There appears to be a significant lack of relevant information to guide any decision on this proposal to close the Franklin Street.

6. There is no detailed costing of market works in new form. Ie without the underground works at the North Western Sheds. The is no Quantity Surveyors report.
7. In the original plan, the council has allowed \$250 million to spend. The overall cost was estimated at \$308 million. The revenue from asset sales was estimated at a net figure of \$54 million. In other words the only benefit from selling the Southern Development site is a net \$54 million. This does not seem significant relevant to the scale of the project.
8. Given the change in the works caused by the Heritage Victoria decision there is no estimate of cost.
9. The Business Case assesses 3 options. Option 1 do nothing. Option 2 no underground works at Peel st. (Cost 175 mill.) It recommends Option 3 (cost \$254 mill) which is the original plan that is no longer possible due to Heritage decision. Cost of Option 3 on (Page 68 is \$308 mill less \$70 mill asset sales.)
10. Option 2 is essentially what is now being proposed has a cost of \$75 mill less. (Page 63 Table 15) So from that you can conclude that the project can be delivered without the land sale for the budget of \$250 mill. It is reasonable to assume that the cost could be similar to "Option 2" in the business case which was \$175 million compared to \$254 million for "Option 3" which included the underground works the North western Sheds.
11. In other words the only benefit from selling the Southern Development site is a net \$54 million. This does not seem significant relevant to the scale of the project. It also does not seem to justify the risk it creates for the overall success of the program.
12. From this it is reasonable to assume that the net cost of the project without the sale of the southern Development Site could be kept within the \$250 million budget.
13. An assessment of the sale value of the Southern Site is approximately \$75 Million to \$95 million. However the council has allowed \$25 million for the underground additional car parking required to replace the current car park. A reasonable estimate of net proceeds may be around \$50 million to \$70 million or less.
14. There is a significant risk in this estimate in that because the scale of the building it will require a permit from the State Planning Minister. The level of development allowed will significantly impact the sale price of the land. This is another unknown.
15. The business case is flawed because it did not consider other options. There is no evaluation of the option to keep, say, 50% of the current car-park and do the improvement works to the market as specified.
16. There are many possible options for re purposing and landscaping the current car park and varying the uses to allow for public events and a wide variety of public uses. There has been no attempt to assess other options that has been disclosed.
17. There is no estimate of value of the existing car-park. Our estimate is that it represents 50% of the current and future market revenue.
18. Our estimate is that it could generate between \$450 and \$650 million dollars over the next 30 years. In other words retaining the car park would completely pay for the whole actual market renewal project including interest. Alternatively it could pay for a wide range of other public amenities if retained. Eg Homeless, Energy projects etc.
19. There is no disclosure of the proposed ownership and revenue stream from the new underground car parks. The MCC and People of Victoria currently have full title to the existing car park. Who will own the Munro car park? Who will own the planned car park under the Southern Development Site.
20. There is a proposal for 500 car spaces under the new building at the Southern Development Site. However the site currently has approximately 150 public car spaces that will be lost so the net benefit is more like 350 spaces.
21. Another option now given that the Munro carpark is available is to keep say 50% of the car park and make a public space that is approximately 10,000 square metres which is a huge space and would suffice for most activities. This space is larger and more usable than the

public space at Federation Square. Combined with the planned event sheds space under sheds K and L it would suit 90% of possible public uses.

22. This would give the required total car spaces with better traffic flows and without potentially impacting the market as we know it. It would also not preclude a future expansion of the public space once the surrounding changes had settled down.
23. If 350 car spaces were retained in the current car park they could have a revenue of between \$220 million and \$300 million over the next 30 years.
24. It would also be possible to configure the new car park area car park to be closed and used for unusually large events outside of market hours.
25. The Business Case is also flawed in that it does not account for the potential for lost business caused by the disruption during construction. This is unavoidable for works inside the market but it will be significantly compounded if the Southern Development Site is developed at the same time. That is a massive scale of building proposed that will cause a huge amount of disruption to traffic and services. The council has no ability to control this disruption as is evidenced by current experience in the city.
26. The Business Case is further flawed in that it does not consider the impact of the new public space on the operation of the existing market. There is no reason to believe that having large public events in the space adjacent to the market should improve trading for the traditional market. If these events are held at conflicting times (weekends) then it is possible that traditional market customers may be deterred from attending. It is unlikely that people would attend a say music event and then buy some meat and potatoes on the way home.
27. There is no detail plan for the new Public Space. It would seem illogical to make it a Park given that Flagstaff gardens is directly across the road. What does "Public Open Space" mean and how large should it be?

I believe that the most prudent decision is not to close the road and allow the development of the Southern Development site until the impact of all of the changes to the area becomes more certain. The Market Renewal Program, the Metro, Current and approved local developments , Munro, East West link, Market Upgrades.

What information do councilors have? How can the council make decisions if they don't have the following information?

- Is the budget still \$250 million?
- Why is there no complete business case for the new circumstances?
- What is the actual net financial benefit of closing the road and selling the development site?
- What is the potential financial cost and risk of closing the road?
- Why is there no assessment of the spending patterns of customers at the market. Is a comparison between the 50% of people who drive cars compared to pedestrians and tourists?.
- Is there a detailed costing of the proposed works on the actual market. ie Quantity Surveyors report?
- Is there a traffic assessment of the road closure at Franklin Street.
- Is there a plan for the apparent conflict of pedestrians and cars at Munro car park.
- Is there an assessment of traffic flow in and out of Munro car park.
- Is there an assessment of non-market parking requirements given the huge increase in residential and proposed offices and buildings. (eg. The market car-park is completely full now even on non-market days)
- What is the plan for the "New Franklin Street"

- What is the ownership arrangement for the car parks at Munro and the proposed Southern site. Does the MCC own the car parks?
- What are the costs and net revenue projections for these car parks?
- Why was there no business case assessment of the future revenue stream of the existing car parks.
- Why is there no development of alternatives to closing the car park completely. Eg 50%.
- What is the proposed uses of the public space and what impact could this have on the traditional market operations? ie will attendees at public event also buy meat and potatoes to take home? Will attendees fill up car parks and make it impossible for regular market shoppers to attend. Ultimately changing behavior.
- What is the net cost of the other items not associated with the market? What is cost of Munro site? What is actual cost of creating the public open space? What is the cost of closing the car park?

David Legge

Melbourne 3000

Privacy acknowledgement: I have read and acknowledge how Council will use and disclose my personal information.

*

Name: * Inderjeet Kaur

Email address: * inder@mdbco.com.au

Please indicate which meeting you would like to make a submission to by selecting the appropriate button: * Submissions (Section 223) Committee

Date of meeting: * Thursday 14 November 2019

Agenda item title: Proposed discontinuance of part of Franklin Street and Queen Street Melbourne

*

Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. We encourage you to make your submission as early as possible.

I'm writing to object to the Melbourne City Council's proposal to discontinue part of Franklin Street and Queen Street. My workplace is right in front of where the proposed changes are going to take place which will affect us directly. I would like to bring to your attention how it is going to affect my workplace:

1. For the duration of the construction activities, all the noise from such activities will disturb us mentally.
2. It would be hard for our clients to find parking in the area.
3. The access would be limited to our office which might lead in the loss of customers.
4. The reason for us to choose this office was its location and the surroundings which would be lost to us.

Moreover, Closing off Queen Street for construction means limiting the heritage sight lines across the open market sheds and it restricts open flow of customers & their access to the sheds which will largely damage the businesses in the area and their livelihoods.

Please indicate No
whether you
would like to
address the Future
Melbourne
Committee or the
Submissions
(Section 223)
Committee in
support of your
submission:

*(No opportunity is
provided for
submitters to be
heard at Council
meetings.) **

Dear Sir/Madam,

I am writing on regard to the "Proposed Road discontinuance of Part of Franklin Street & part of Queen Street, Melbourne"

I have worked for many years in and around this pocket of the city and have always appreciated its heritage and uniqueness.

It's refreshing to be able to look out of the window and see blue skies and sunlight in a city where almost everywhere we look a high rise building is towering above.

All the open public space including Franklin reserve will be lost and overshadowed which deeply saddens me as I take great enjoyment from this area its nature and sunlight.

In addition I would also like to express that I strongly believe the redevelopment will have an adverse impact on the livability of our neighbourhood.

The combination of the parking strategy to provide 500 below ground car parks in the Munro Building and a further 500 parks in a building on the land between Queen Street and William Street I believe will cause a significant increase in congestion. Adding that the plan to manage traffic to and from the Vic Market, as well as managing traffic flows around the Market for residents and commuters will simply intensify these issues.

Knowing that these proposed changes are based on a past business plan from 2016 that was vetoed by Heritage Victoria in itself is cause for concern. Council's latest redevelopment scheme is proceeding without a genuine business case to explain the costs and benefits to the market, the traders and the customers.

Regards,
Christian Monaco.

Letter from Phil Rounsevell

13 October 2019

Manager Governance and Legal
Melbourne City Council
GPO Box 1603
Melbourne VIC 3001

By email: com.meetings@melbourne.vic.gov.au

Dear Manager,

**PROPOSED DISCONTINUANCE OF PART OF FRANKLIN STREET AND
QUEEN STREET MELBOURNE**

I am writing this submission in response to your letter dated 18 September 2019 and as owner of an apartment in Franklin Street.

I wish to object to this proposed discontinuance of part of Franklin Street and Queen Street.

I request to be heard in support of this submission, in person or by a person representing me.

I object to this proposal on the following basis.

1. The proposal states it is part of the Queen Victoria Market Precinct Renewal program. I understand it is proposed to sell and then develop Parcel A to raise money for renewal work at the market. It has been clearly stated previously that costs for renewal work would be raised through development of the Munro site. Acquisition and development of Parcel A is therefore not needed for market renewal.
2. Drawings only released recently indicate a multi-tower high-rise development is proposed for Parcel A. This will over-shadow the Victoria Market site. It will not be compatible with the heritage nature of the Victoria Markets.
3. The proposed remaining portion of Franklin Street west of Queen Street is narrow and likely result in worsened traffic congestion. I am not aware of any traffic modeling that supports the proposal.
4. The proposed "dog-leg" geometry for Franklin Street is clumsy and poor design. It is not aesthetically pleasing.
5. Previous representations by Council have connected Dudley Street with Franklin Street east of Queen Street, north of the market sheds. This would provide better access and geometry for the site. No sound

rationale has been presented for changing previous representations by Council.

6. Queen Street is a major access point to the Victoria Markets. Closing off and developing Parcel B will significantly disrupt this access, both physically and visually.
7. This will also negatively impact the heritage of the Victoria Markets.
8. Significant additional traffic will use Queen Street as a consequence of the Munro site development. This will significantly increase congestion.
9. I am not aware of any traffic modeling the supports reducing the size of Queens Street.

This proposal is further evidence that no strategic plan for the Victoria Markets has ever been presented to comments. This is another proposal or change that has been "drip fed" for comment. On this basis alone, this proposal should be rejected.

I would be pleased to elaborate any of these points.

Yours sincerely

Philip C Rounsevell

THE Melbourne City Council seems hell-bent on destroying the heritage of the Vic market as it stands today . It seems this council only want bikes and the like to enter by closing of the main arteries to the market. This will strangle the market and destroy it as it stands today and is being run down by demolition, destruction and heritage vandalism . The Council says the majority of stall holders support these changes and it's in line with peoples panel ????. This market is about 141 year old but its more than just a market it's a cultural tradition and social meeting place for all walks of life to come and enjoy . Some things you can change and some you can't and some you shouldn't Please respect our heritage and not the will of a few.

John Olsen

3015 Vic

I am appalled at the proposed discontinuance of part of Franklin and Queen Streets. This plan is an abuse of your power. Your role is to use your judgement and protect assets such as the Queen vic Market not undermine its capacity to trade.

The plan is damaging on many levels. Not only will it make it impossible for traders to operate successfully and have an impact on their livelihood, it will make access very difficult for customers.

Another aspect of this plan which is unacceptable is the market's loss of social heritage incurred with the blocking of Queen Street for construction.

Please do not go ahead with these planned changes to a very precious and increasingly threatened iconic part of Melbourne.

Mary Ryllis Clark

--

Mary Ryllis Clark

Privacy acknowledgement: *

I have read and acknowledge how Council will use and disclose my personal information.

Name: *

Frances Separovic

Email address: *

fs@unimelb.edu.au

Please indicate which meeting you would like to make a submission to by selecting the appropriate button: *

Submissions (Section 223) Committee

Date of meeting: *

Thursday 14 November 2019

Agenda item title: *

Proposed discontinuance of part of Franklin St & Queen St Melbourne

Please write your submission in the space provided below and submit **by no later than 10am on the day of the scheduled meeting.** We encourage you to make your submission as early as possible.

The proposed changes will destroy the cultural heritage of the Queen Victoria Market so that the remaining businesses will become a backdrop to the proposed market square on the site of the existing car park and to events. The enclosing of Queen St will change the market drastically and limit the heritage sight lines across the open market sheds. Franklin St will become very busy with through traffic and noise levels will increase for residents and may well reduce accessibility for traders.

Please indicate whether you would like to address the Future Melbourne Committee or the Submissions (Section 223) Committee in support of your submission:

No

*(No opportunity is provided for submitters to be heard at Council meetings.) **

Privacy acknowledgement: * I have read and acknowledge how Council will use and disclose my personal information.

Name: * Pat Lightfoot

Email address: * lightfootp4@gmail.com

Please indicate which meeting you would like to make a submission to by selecting the appropriate button: * Submissions (Section 223) Committee

Date of meeting: * Monday 7 October 2019

Agenda item title: * Changes to Queen Street

Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. We encourage you to make your submission as early as possible. Queen Street is essential to both traders & customers accessing the market. Closing Queen Street will affect access to the car park. Fencing will also affect both of the above areas.

Please indicate whether you would like to address the Future Melbourne Committee or the Submissions (Section 223) Committee in support of your submission: No

*(No opportunity is provided for submitters to be heard at Council meetings.) **

Privacy acknowledgement: I have read and acknowledge how Council will use and disclose my personal information.

*

Name: * Kristina Butler

Email address: * kristina.butler@aecom.com

Please indicate which meeting you would like to make a submission to by selecting the appropriate button: * Submissions (Section 223) Committee

Date of meeting: * Thursday 17 October 2019

Agenda item title: 'Proposed discontinuance of part of Franklin Street and Queen Street Melbourne'

*

Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. We encourage you to make your submission as early as possible.

This proposed change lack details information required to support it or reach an informed decision about the road alignment

- Despite the preliminary Queen Victoria Market Renewal reports – there is still a lack of detail in terms of the revised road alignment, replacement landscaping, impact on heritage properties on BOTH sides of the road (the existing heritage listed sheds of the market, 375 Queen Street/207–211 Franklin Street heritage building and 410 Queen Street
- The road alignment changes are in the immediate context of these heritage buildings on ALL sides.

- The plans provided don't clearly identify the existing good sheds – just a large block representing Queen Vic Market with undefined content.
 - The realignment doesn't indicate (replacement) tree planting (a large number of established trees – full of bird life – exist in this location, greening the entry to the markets– which see's a lot of pedestrian traffic., Will median strips etc. be consistent with the layout of the remainder of Queen Street? planting small trees will take 30+ years to replace the existing very green contact in this locale and key heritage setting.
 - As it stands – the entirety of the eastern facade of the good sheds should be protected from development – i.e. Area B should extend further south to the end of the identified Vic Market block (note this whole footpath is now heritage listed – not just the actual sheds – this is a technical point that should be checked). Development should not restrict views of this facade and roofline of the heritage listed Goods Sheds nor should pedestrian access be hindered in any way through buildings and roads and there is a very large tree in this location which should be retained.
 - The current roundabout is clearly identified as a park in numerous City of Melbourne Planning Documents – (including the recent consultation on Amendments for overshadowing policies for parks/green spaces in the city) therefore the road alignment should maintain more width and green space in this location) – a grand and green but historic entry to the markets – multiple high density buildings in this location does not achieve this, is in direct contrast to the surrounding heritage buildings
 - The removal of the park and impact on a range of heritage buildings goes against fundamental heritage and green space policies of the CoM.
- Conclusion: The road alignment should be more generous in its width and Area B should be extended south to include the entire footpath of the listed heritage sheds. The alignment itself requires clarity over design to enable true community consultation to occur.

Please indicate Yes
whether you
would like to
address the Future
Melbourne
Committee or the
Submissions
(Section 223)
Committee in
support of your
submission:

*(No opportunity is
provided for
submitters to be
heard at Council*

*meetings.)**

Dear Sirs,

I would like to make the following submission – Franklin Street and Queen Street, Melbourne

I am opposed to the closure of Franklin Street and removal of roundabout at Queen Street

I am an employee for the last 3 years that works at an office situated at 412 Queen Street

I am at a loss why the council would get rid of the roundabout in front of the office I work. It would obstruct my view and sense of open area when I look out my window every day. One of the reasons I took this position was due to the view which gives me a reason to get to work knowing I have a view without being closed up and feeling trapped by a concert jungle like other parts of the city. Why get rid of trees that are also established within the roundabout.

If this construction was to go ahead it would impact the traffic flow, cars, vans, trucks and buses use Franklin Street and Queen Street to gain access to the city to deliver people and their products.

These streets give an access point to the west side of the city and for employees, residents, and businesses at Victoria Market, I also like the easy access to the building, Victorian Market and all it has to offer both day and night from my home. I would say this would affect like mined people like myself that also enjoy the Victorian Market as it would be hard to access by car. And if you are a shopper like I am you need a car to bring home all the purchases made.

I also think that if these streets were to be closed it would have a great effect on the flow of traffic which use these streets to gain access to other parts of the city. I would also say it would have an even greater impact to the traffic flows and access to the Victorian Market.

I please ask the council not proceed with these changes as they will not only effect the area I work in but also I feel it would affect my wellbeing.

Regards,



Anna Petruzzelli JP B.Bus(Acc) CPA FIPA

Privacy acknowledgement: I have read and acknowledge how Council will use and disclose my personal information.

*

Name: * Frank Petruzzelli

Email address: * frankp@mdbco.com.au

Please indicate which meeting you would like to make a submission to by selecting the appropriate button: * Submissions (Section 223) Committee

Date of meeting: * Thursday 14 November 2019

Agenda item title: Proposed discontinuance of part of Franklin Street and Queen Street Melbourne'

*

Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. We encourage you to make your submission as early as possible.

I am opposed to the closure of Franklin Street and removal of round about at Queen Street

I own and occupy an office situated at 412 Queen Street for the last 3 years

Over this period I have seen an increase in Traffic flow due to construction whereby many large trucks and cement mixers are using Franklin street and Queen Street to gain access o the city to deliver their products

These streets are a crucial access point to the west side of the city and for residents, and businesses at Victoria Market

When the night Markets are conducted both Streets are full of cars looking to access the car parks and surrounds to access the market

Also during the day both Streets are very busy with a constant stream of cars utilizing these streets to gain access to their destination

I feel the closure of these streets will have a profound effect to the traffic flows and access to the market

Also I feel the current round about gives the area a sense of fresh air and may people use the area to walk their dogs

Also the loss of the current trees that are established will be detrimental to the area

As a property owner I ask the council not proceed with these mooted changes as they will be a disaster for all those concerned

Frank Petruzzelli

Please indicate Yes
whether you
would like to
address the Future
Melbourne
Committee or the
Submissions
(Section 223)
Committee in
support of your
submission:

*(No opportunity is
provided for
submitters to be
heard at Council
meetings.) **

Privacy acknowledgement: I have read and acknowledge how Council will use and disclose my personal information.

*

Name: * Lawrence Petruzzelli

Email address: * lawrence@mdbco.com.au

Please indicate which meeting you would like to make a submission to by selecting the appropriate button: * Submissions (Section 223) Committee

Date of meeting: * Thursday 14 November 2019

Agenda item title: Proposed discontinuance of part of Franklin Street and Queen Street Melbourne

*

Please write your submission in the space provided below and submit by no later than 10am on the day of the scheduled meeting. We encourage you to make your submission as early as possible.

I would like to strong oppose the discontinuance of Franklin Street. This is a main thoroughfare and access route for my business. Furthermore I believe that having a new development being built on the Public's land in that area is not to benefit the public and wider community at all.

It seems quite odd that the market plans will incorporate 1000 car spaces to enable access for people to visit the market yet limit the roads in the area, reducing other roads to one lane in the area, this will cause traffic build ups which will stop people visiting the Market and other local businesses in the area who will favor seeking larger shopping centres and supermarkets where access is much easier.

The area could be better used with the interests of the public in mind, it is a great connection to have Franklin street

open, many Bus' with Schools and Tourists use this area, better use could be in the form of added greenery on footpaths, Re-zoning some of the existing parking to make a better bus stop which is quite unusable at the moment and causes traffic flow issues, these bus stops could be re located in the current on street car park on Franklin street almost like a mini bus terminal.

Also there is no consideration taken to the beauty of the open space at the corner of Queen Street and Franklin street where there is a lovely roundabout with trees and grass allowing the award winning Melbourne Terrance apartments to be showcased to the world. The building is listed as one of the Top 20 buildings in Australia of the 20th century by Architecture Australia and building a tower 30m in front of this building will have detrimental impacts of the culture and history of the Melbourne CBD.

I strong urge you to reconsider the closure of Franklin Street as it does not benefit anyone other than the developers who will receive that site and the council who will make a profit on the public's land.

Please indicate Yes
whether you
would like to
address the Future
Melbourne
Committee or the
Submissions
(Section 223)
Committee in
support of your
submission:

*(No opportunity is
provided for
submitters to be
heard at Council
meetings.) **

The City of Melbourne proposes the discontinuance of part of Franklin St & part of Queen St, Melbourne

We, the undersigned, object to the City of Melbourne's proposed discontinuance of part of Franklin St & part of Queen St, Melbourne as per Public Notice published in The Age 19 September 2019, because:


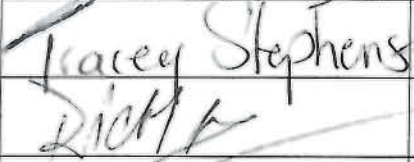


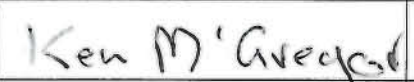
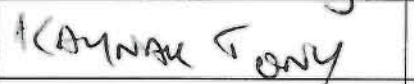





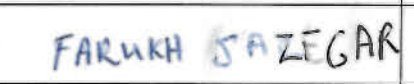





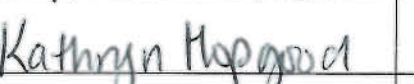
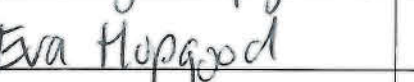


- Queen Street is the main artery of the market & access to Queen Street is essential for the to and fro of the market – both for traders and customers,
- The loss of Queen St as a thoroughfare will materially damage the traders' businesses and their livelihoods. It is a direct attack on the traditional operation of the market which is dependent on vehicular traffic in the market as traders trade out of their vehicles,
- These changes will destroy the social heritage of the market. In effect, it means fencing off the market so the remaining regular businesses ultimately become a backdrop to the proposed market square (site of the existing car park) & to the events. The closing and enclosing of Queen Street will change the market beyond recognition,
- Closing off Queen Street for construction means limiting the heritage sight lines across the open market sheds and it restricts open flow of customers & their access to the sheds,
- The changes foreshadow the loss of easy access to market car parking for customers.

Thank you for your support.

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We object to the ^{Page 109 of 178} Proposal of closure of Part of Franklin St and Part of Queen St. Melbourne.

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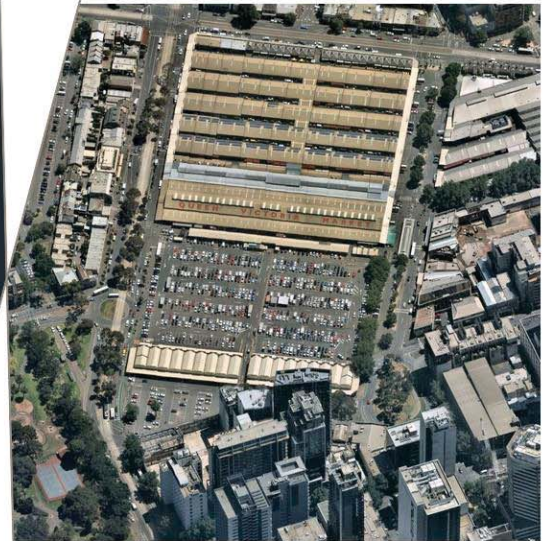
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Traffic Impact Assessment

Queen Victoria Market

V191252



Prepared for
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1 November 2019

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Our report is based on information made available by the client. The validity and comprehensiveness of supplied information has not been independently verified and, for the purposes of this report, it is assumed that the information provided to Cardno is both complete and accurate. Whilst, to the best of our knowledge, the information contained in this report is accurate at the date of issue, changes may occur to the site conditions, the site context or the applicable planning framework. This report should not be used after any such changes without consulting the provider of the report or a suitably qualified person.

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1 Introduction

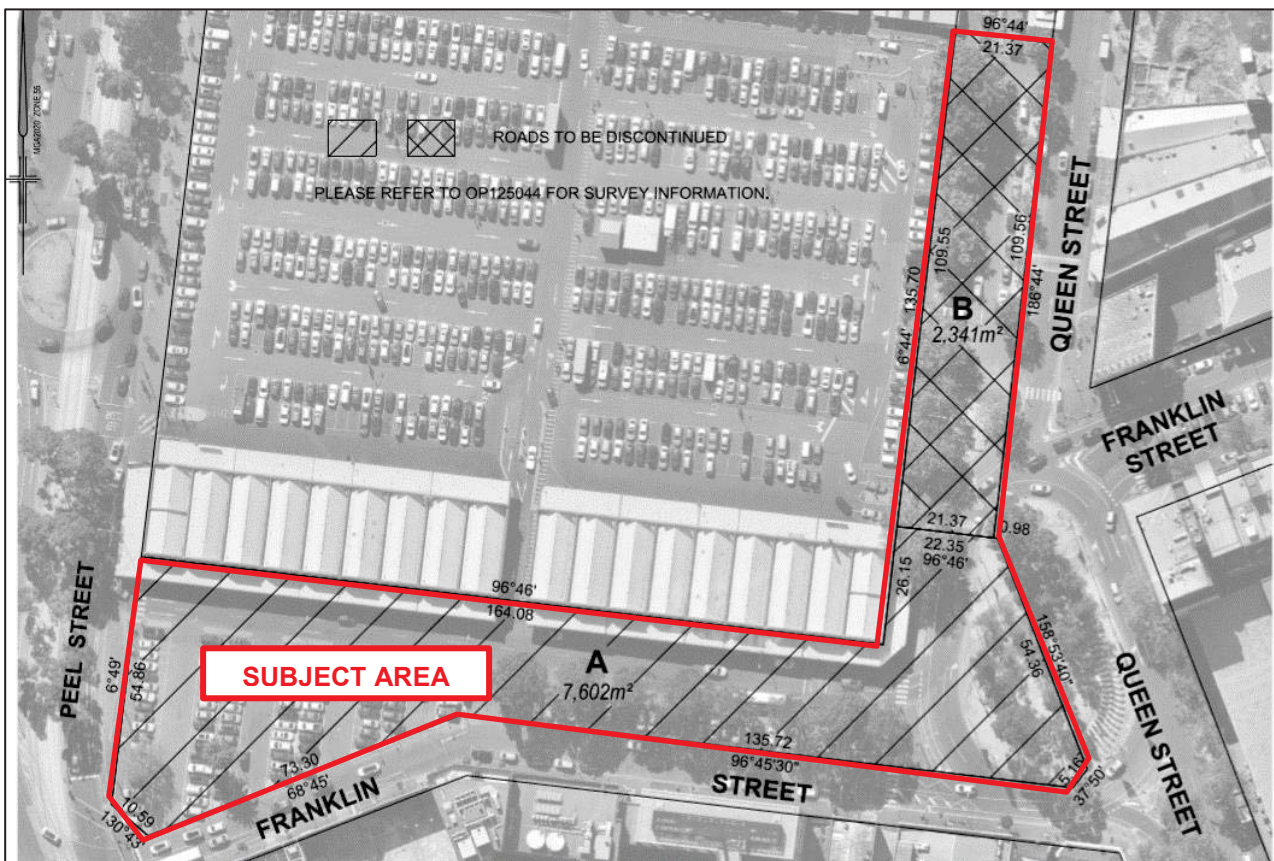
1.1 General

Cardno Victoria Pty Ltd (Cardno) has been engaged by City of Melbourne (CoM) to undertake a Traffic and Transport Assessment to support the proposed road discontinuance of part of Franklin and Queen Streets.

In accordance with the Queen Victoria Market Precinct Renewal Master Plan, the following works are proposed to be undertaken:

- > Remove the Franklin Street eastbound carriageway from William Street to Queen Street and relocate the existing QVM car parking area to create a more vibrant open environment for pedestrians and cyclists;
- > Signalise the Peel Street / Dudley Street and the Queen Street / Franklin Street intersections to improve pedestrian accessibility and safety; and
- > Reduce through traffic lanes on William Street and downgrade Queen Street north of Franklin Street to discourage through traffic movements and encourage the shift to active modes of transportation.

Figure 1-1 Map of proposed road discontinuances



Cardno has been engaged to undertake a traffic impact assessment and to review the functionality of the proposed road discontinuance.

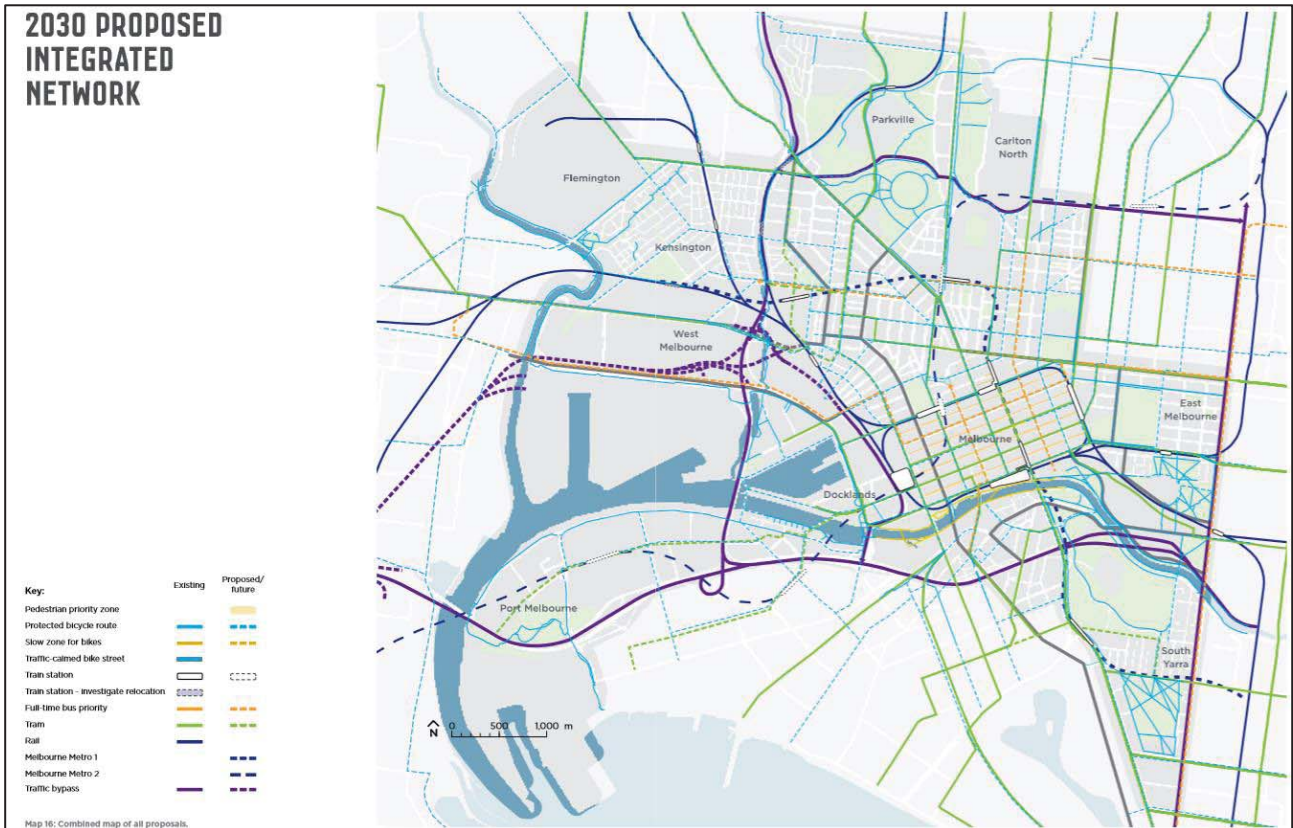
1.2 Transport Strategy 2030

As part of 'Transport Strategy 2030' City of Melbourne aims to shift towards more sustainable modes of transportation. The proposed road discontinuance forms part of City of Melbourne's vision to create a safe and welcoming environment for pedestrians and cyclists within the municipality. The key initiatives of the strategy include:

- > Repurpose public road space and parking spaces to create more active modes of transportation (i.e. space for pedestrians, cyclists, greening and trading).
- > Reduce through traffic in the busiest parts of the central city.

- > Provision of more pedestrian priority shared zones with lower vehicular speed limits.
- > Create safe and welcoming public spaces around central activity centres.
- > Improve bicycle accessibility by creating more than 50km of protected bicycle lanes.
- > Encourage the use of powered two wheelers by delivering an additional 300 motorcycle parking bays on streets.
- > Maintain access for people with a disability, trade, service and emergency vehicles.
- > Encourage safe roads by reducing speed limits down to 40 km/h throughout inner Melbourne.

Figure 1-2 2030 Proposed Integrated Network (Extracted from the Transport Strategy 2030)



2 Background

2.1 Subject Site

The subject area is located within the Melbourne Central Business District (CBD) bound by Victoria Street to the north, William Street / Peel Street to the west, Queen Street to the east and Franklin Street to the south.

Refer to Figure 2-1 for the subject area and the surrounding road network.

The site is located within a Capital City Zone (CCZ) in the municipality of Melbourne City Council. Refer to Figure 2-2 for the subject site and the context of the surrounding zones.

Figure 2-1 Subject site and the surrounding road network (extracted from Melway Publishing Pty Ltd)

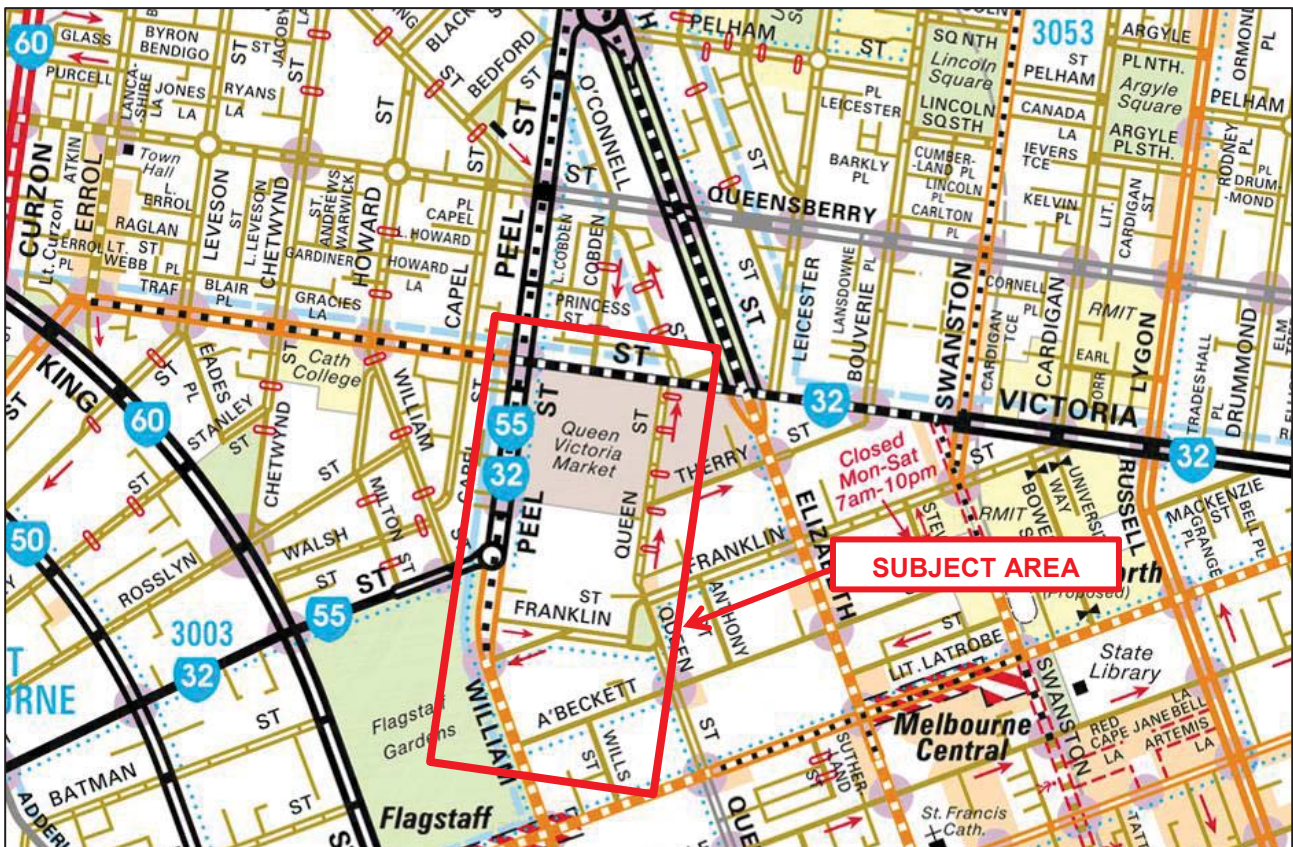
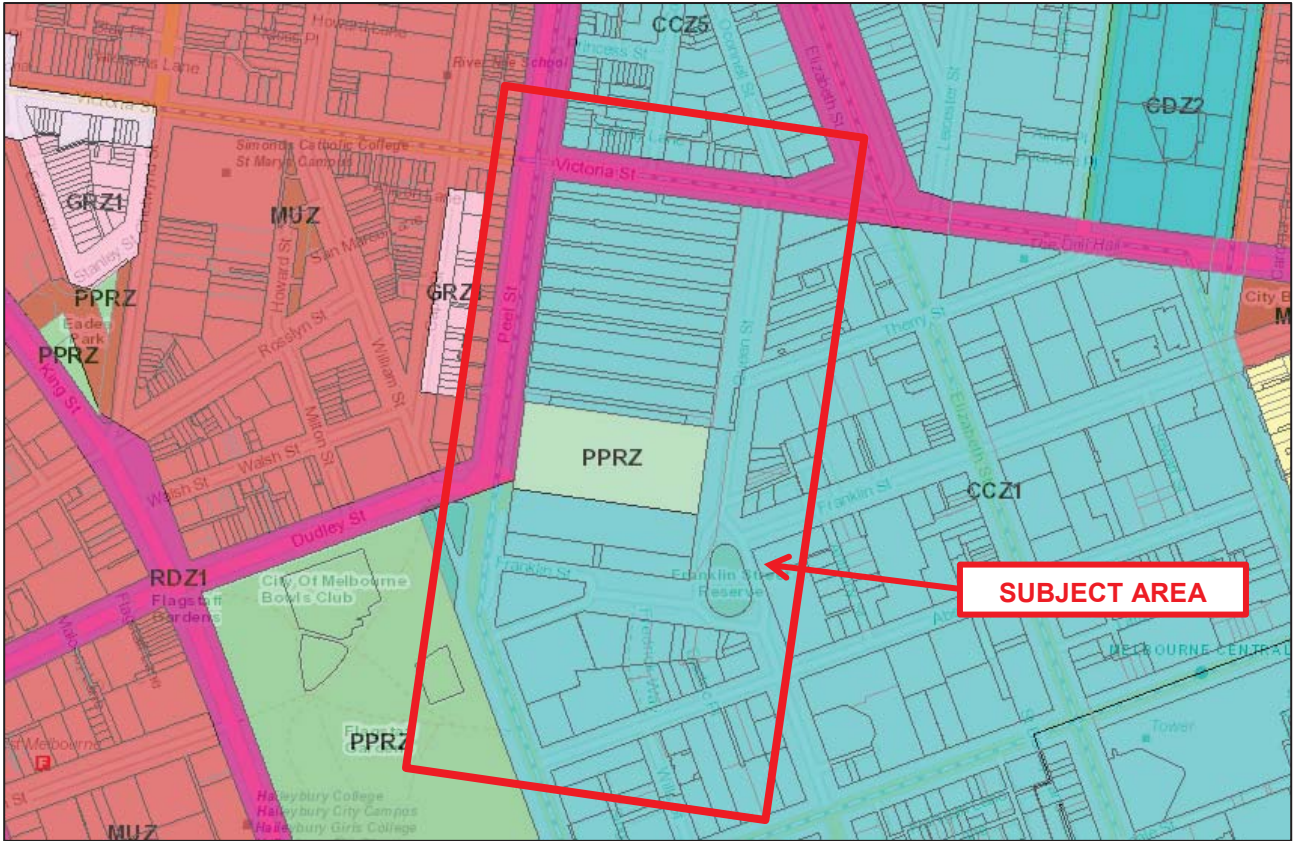


Figure 2-2 Land use zone map (extracted from <https://mapshare.vic.gov.au>)



2.2 Queen Victoria Market

Queen Victoria Market has been a major attraction in Melbourne for more than a century. It is bound by Victoria Street to the north, Franklin Street to the south, Queen Street to the east and Peel Street to the west.

It is currently serviced by several public transport services (buses and trams) and located in close proximity to bicycle and pedestrian networks. Approximately 720 car parking spaces are located within the QVM car park and the immediate vicinity of the QVM precinct. Vehicular entry points to the QVM car park are located on Franklin Street and Queen Street; and exit points are located on William Street and Queen Street.

The current trading hours of the Queen Victoria Market (recently updated 29 October 2019) are listed in Table 2-1.

Table 2-1 Queen Victoria Market trading hours

Day	Current
Monday	Closed
Tuesday	6.00am – 3.00pm
Wednesday	Night Market (Seasonal) 5.00pm – 10.00pm
Thursday	6.00am – 3.00pm
Friday	6.00am – 3.00pm
Saturday	6.00am – 4.00pm
Sunday	9.00am – 4.00pm

2.3 Road Network

2.3.1 Dudley Street

Dudley Street is an arterial road managed by Department of Transport Victoria (DoT). It is generally aligned in an east west direction and provides a connection between Peel Street to the east and Footscray Road to the west. Within the subject area Dudley Street forms a four-lane two-way divided road with kerb side parking spaces on either side of the carriageway.

A posted speed limit of 60km/h currently applies along Dudley Street.

2.3.2 Peel Street

Peel Street is an arterial road managed by DoT. It is aligned in a north south direction and provides a connection between Flemington Road to the north and Dudley Street to the south. Within the subject area Peel Street forms a four-lane two-way divided road with kerbside parking on either side of the carriageway. Segregated tram lanes are located within the central median of the road reserve.

A posted speed limit of 60km/h currently applies along Peel Street.

2.3.3 Victoria Street

Victoria Street is an arterial road managed by DoT. It is aligned in an east west direction and provides a connection between Bakers Road to the east and King Street to the west. Within the subject area Victoria Street forms a four-lane two-way road with kerb side parking lanes and on-road bicycle lanes on either side of the carriageway. Separate tram lanes are located in the centre of the carriageway.

A posted speed limit of 60km/h currently applies along Victoria Street.

2.3.4 William Street

William Street is a local road managed by CoM. It is aligned in a north south direction and provides a connection between Peel Street to the north and Flinders Street to the south. Within the subject area William Street transitions from a two-lane two-way road (south) to a four-lane two-way divided road (north). Kerb side parking and on-road bicycle lanes are currently provided on either side of the carriageway. Separate tram lanes are located in the centre of the carriageway.

A posted speed limit of 50km/h currently applies along William Street.

2.3.5 Franklin Street

Franklin Street is a government road managed by CoM. Within the subject area Franklin Street is aligned in an east west direction and provides a connection between Queen Street to the east and William Street (Peel Street) to the west. Franklin Street forms a four-lane two-way divided road with off-street parking facilities provided within the centre.

A default urban speed limit of 50km/h currently applies along Franklin Street.

2.3.6 A'Beckett Street

A'Beckett Street is a local road managed by City of Melbourne. It is aligned in an east west direction and provides a connection between Swanston Street to the east and William Street to the west. In the vicinity of the subject area A'Beckett Street forms a two-way road with kerb side parking on either side.

A default urban speed limit of 50km/h currently applies along A'Beckett Street.

2.3.7 Queen Street

Queen Street is a government road managed by CoM. It is generally aligned in a north south direction and provides a connection between Victoria Street to the north and Flinders Street to the south. Within the subject area, Queen Street forms a one-lane one-way road with a service lane on the western side and 90-degree parking (north).

A posted speed limit of 40km/h currently applies along Queen Street.

2.4 Existing Traffic Volumes

The existing traffic volumes in the vicinity of the subject site were determined by undertaking turning movement surveys at key intersections abutting the subject site.

The surveys were undertaken on:

- > Friday 11 October 2019 between 7.00am – 10.00am and 3.00pm – 6.00pm; and
- > Saturday 12 October 2019 between 11.00am – 3.00pm.

The survey locations are as listed below:

1. William Street / Dudley Street intersection;
2. William Street / Franklin Street (WB) intersection;
3. William Street / A'Beckett Street intersection;
4. Franklin Street (EB) / QVM car park access intersection;
5. Queen Street / Franklin Street intersection;
6. Queen Street / A'Beckett Street intersection; and
7. Victoria Street / Peel Street intersection.

Scrutiny of the data revealed that the AM peak hour occurs between 7.15am – 8.15am, PM peak hour occurs between 3.15pm – 4.15pm and the weekend (WE) peak hour occurs between 2.00pm – 3.00pm. Summary of the existing peak hour volumes are provided in Appendix A.

Additional traffic volumes were obtained from City of Melbourne at the existing QVM car park access locations (boom gate data). Scrutiny of the data revealed that the typical AM peak hour occurs between 10.00am – 11.00am, PM peak hour occurs between 12.00pm – 1.00pm and the weekend peak hour occurs between 11.00am – 12.00pm.

The peak hours of the QVM Car Park occur outside of the peak hours of the adjacent road network. Given the two peak hours are unlikely to coincide, the peak hours of the adjacent road network are adopted for the purposes of this assessment. A summary of the peak hour (adjacent road network) traffic volumes accessing the QVM are summarised in Table 2-2.

Table 2-2 QVM car park traffic generation during peak hours of the adjacent road network

Date	Peak	Entries (vph)	Exits (vph)	Total (vph)
13/09/2019	AM (7.00am – 8.00am)	203	76	279
13/09/2019	PM (3.00pm – 4.00pm)	30	179	209
14/09/2019	Weekend (2.00pm – 3.00pm)	87	241	328

2.5 Public Transport Network

There are several bus and tram services that are currently operating in close proximity (within 400m) of the QVM. Refer to Figure 2-3-Figure 2-4 for a map of the public transport services and Table 2-3 for a summary.

Table 2-3 Summary of public transport services

Route	Description	Closest Stop
Tram Services		
19	North Coburg and Flinders Street Station	Elizabeth Street
57	West Maribyrnong and Flinders Street Station	Peel Street, Victoria Street
58	Between West Coburg and Toorak	Peel Street, William Street
59	Airport West and Flinders Street Station	Elizabeth Street
Bus Services		
220	Between Sunshine and Gardenvale via Melbourne CBD	Franklin Street, William Street
232	Between Altona North and Queen Victoria Market	Franklin Street
234	Between Garden City and Queen Victoria Market	Franklin Street
235	Between Melbourne CBD and Fishermans Bend via Williamstown Road	Franklin Street
236	Between Garden City and Queen Victoria Market via Melbourne CBD	Franklin Street
237	Between Melbourne CBD and Fishermans Bend via Lorimer Street	Franklin Street
546	Between Heidelberg Station and Queen Victoria Market via Clifton Hill and Carlton	Franklin Street
951	Night bus between Melbourne CBD and Glenroy via Moonee Ponds, Brunswick West and Pascoe Vale	Peel Street

Additional visitor shuttle bus services operate along Peel Street and William Street.

Figure 2-3 Public transport services map (extracted from <https://www.ptv.vic.gov.au/>)

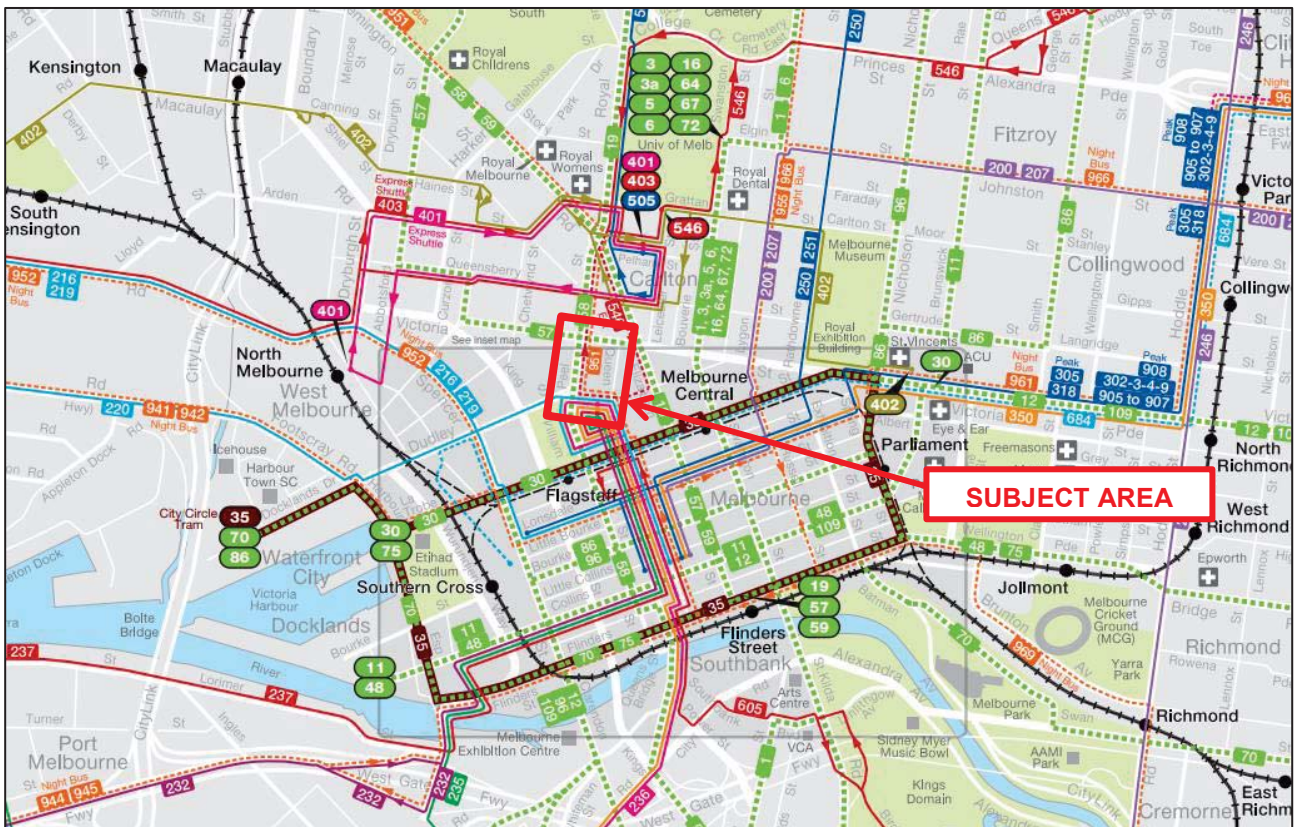
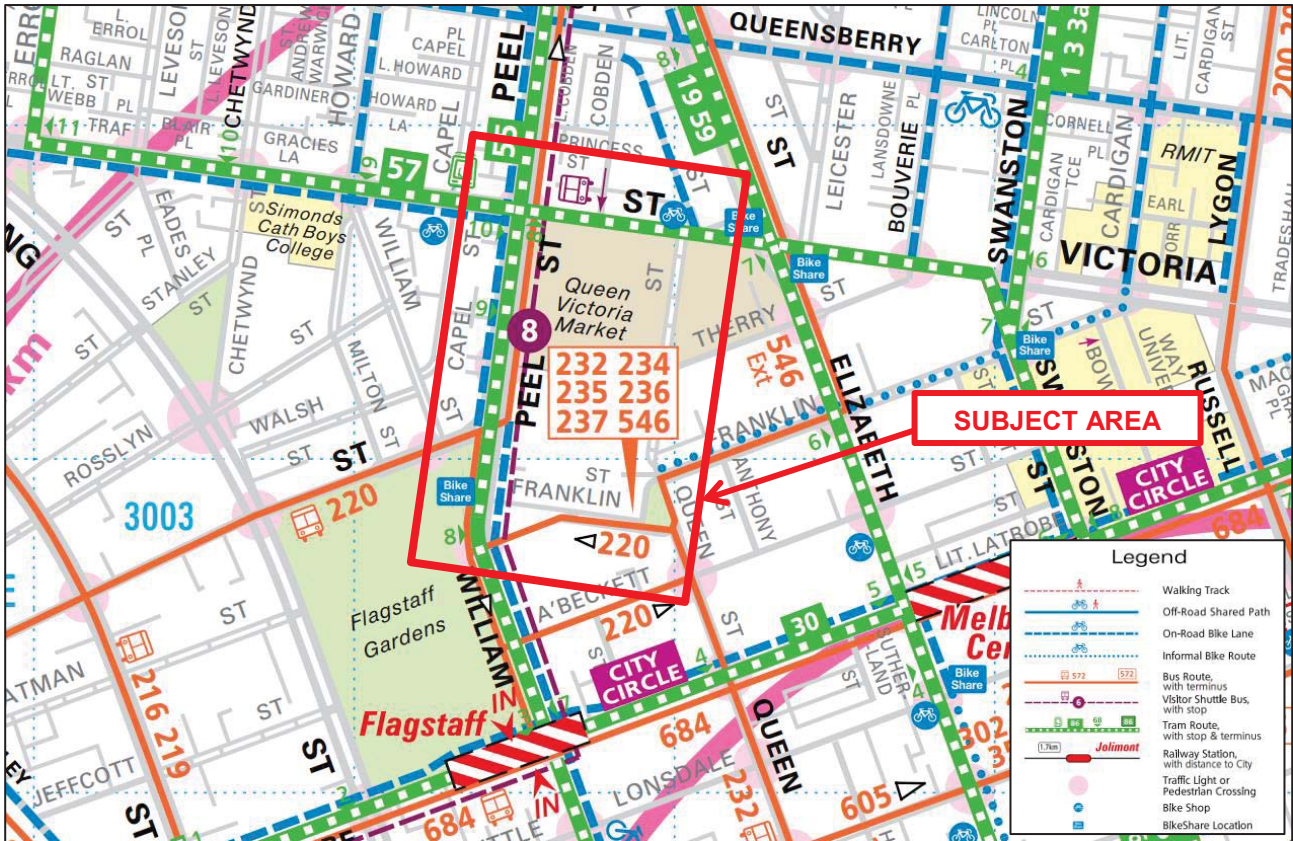


Figure 2-4 Travel Smart Map (extracted from <https://www.melbourne.vic.gov.au>)



2.6 Pedestrian and Bicycle Network

Victoria Street, Dudley Street, Peel Street and William Street currently forms part of Victoria’s Principal Bicycle Network (PBN). On-road bicycle lanes are currently provided along Peel Street, William Street, La Trobe Street and along Victoria Street west of the Peel Street intersection, refer to Figure 2-4.

Pedestrian footpaths are generally provided on either side of all roads within the surrounding road network of Queen Victoria Market.

3 Proposal

3.1 General

The proposal includes the proposed discontinuance of part of Franklin and Queen Streets. As part of the Queen Victoria Market Precinct Renewal Master Plan, the following works are proposed to be undertaken in two stages:

> **Interim Stage** which includes:

- Removing Franklin Street eastbound carriageway.
- Condensing the existing QVM at-grade parking area to approximately 220 off-street car parking spaces. Vehicular access is proposed to be provided via a left in / left out access on Peel Street north of the Dudley Street intersection only.
- Demoting Queen Street between Victoria Street and Franklin Street to prioritise pedestrian and bicycle movements.
- Signalising Queen Street / Franklin Street and Peel Street / Dudley Street roundabout intersections to improve pedestrian connectivity and safety.
- Reducing William Street carriageway between Franklin Street (westbound) and Dudley Street to a two-lane two-way road with on-road bicycle lanes on either side of the carriageway and a dedicated bus lane on the eastern side of the carriageway.

> **Ultimate Stage** which includes:

- Removing the at-grade QVM car parking area (i.e. 220 remaining spaces).
- Developing the Southern Development Site (located south of Franklin Street between William Street and Queen Street) with a mixed use development and up to 500 car parking spaces. Vehicular access is proposed to be provided via a right in right out access on Franklin Street (westbound carriageway).

This report has been prepared to assess the impacts of the proposed road discontinuance and delivery of proposed works within the QVM precinct. In terms of traffic movements, the major modification includes removing part of Franklin Street eastbound carriageway (i.e. between William Street and Queen Street) and Franklin Street at-grade car park, where it is expected the majority of this existing traffic will ultimately utilise A'Beckett Street.

The eastbound carriageway on Therry Street is proposed to be retained as part of the proposal, considered necessary to maintain vehicle connectivity given the introduction of new developments in the vicinity.

3.2 Future Developments

3.2.1 Munro Site

In October 2013, City of Melbourne announced its intention to pursue revitalisation of the Queen Victoria Market. The 'Queen Victoria Market Precinct Renewal Master Plan' was prepared and endorsed in July 2015 outlining the vision for the Queen Victoria Market Precinct. As part of the key milestones of the Master Plan, the City of Melbourne purchased a large block of land located on the south eastern corner of the Queen Street / Therry Street intersection, known as the Munro Site.

Several traffic assessments were undertaken to determine the appropriate number of car parking spaces within the Munro Site. The most recent assessment undertaken for the development (2019) reveals that:

- > The site will consist of 503 public car parking spaces and 159 residential/hotel car parking spaces;
- > Vehicular access to the residential parking area will be via Therry Street via right in / right out only access; and
- > Vehicular access to the public car parking area will be via Queen Street via right in / left out only access.

The scope of works for the Munro Project proposes to provide part of Queen Street with a two-lane two-way carriageway up to the Munro public car park access before continuing as one-way northbound. All public vehicle access to the Munro Site will be via Queen Street (right in / left out access).

As mentioned, Therry Street eastbound carriageway is proposed to be retained to allow vehicle egress movements to the east to continue to operate and alleviate additional movements to the proposed intersection changes at Queen Street.

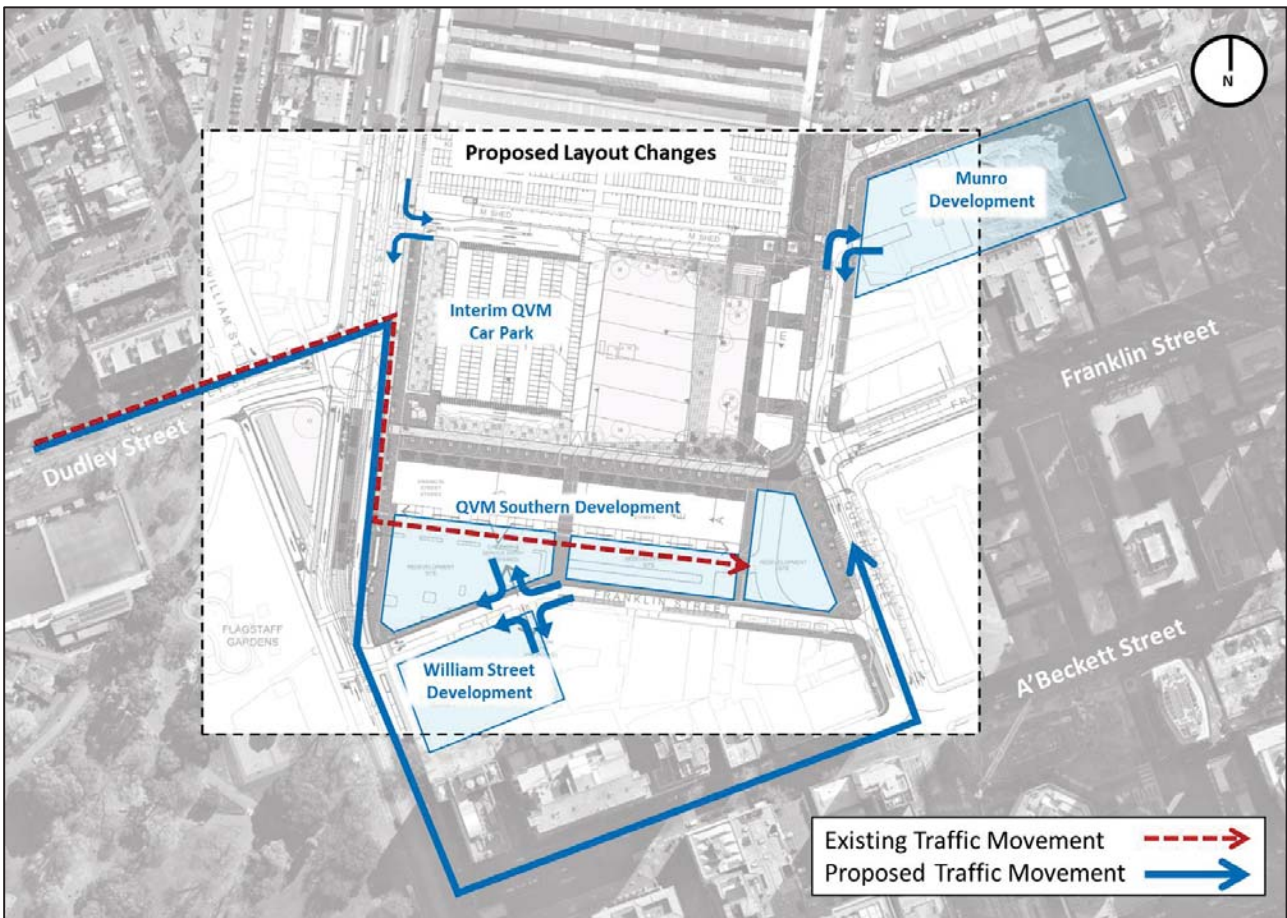
3.2.2 William Street Development

A multi-storey mixed use development is proposed to be developed at 368-412 William Street, Melbourne, corner of the William Street / Franklin Street (westbound) intersection. The development is estimated to have provision for approximately 175 off-street residential car parking spaces. Vehicular access is proposed to be provided via a left in left out access on Franklin Street (westbound) between Queen Street and William Street.

3.3 Overall Development

The overall Southern Development Site and future developments are highlighted in Figure 3-1, including displacement of Franklin Street eastbound traffic to A'Beckett Street.

Figure 3-1 Future development plan



4 Traffic Considerations

4.1 General

As discussed in Section 2.4, turning movement surveys were undertaken at the key intersections within the QVM precinct to determine the peak hour traffic volumes. High level assessment of the survey data revealed that the intersection of Peel Street and Dudley Street is currently carrying a significant amount of traffic during the assessed peak hours. It is anticipated that additional traffic volumes and any potential lane closures would impact the operation of the intersection.

Cardno has reviewed the traffic generation and distribution for the proposed development within the QVM Southern Development site (including road discontinuance and mixed use development) to understand the impact on the adjacent intersections. The assessment also considers the accumulative impacts of the proposal with the other major developments in the vicinity of the subject site. This includes the Munro site development, which is expected to generate a significant portion of traffic onto Queen Street north of Franklin Street; and the William Street development which is expected to generate traffic along Franklin Street (westbound) opposite the proposed Southern Development Site access.

Based on local knowledge and survey data, it is noted that there is a large portion of southbound traffic travelling along the Franklin Street eastbound carriageway to travel southbound at the Queen Street intersection. It is anticipated that the majority of this traffic would be displaced to A'Beckett Street as a result of the proposed works within the Southern Development site.

Furthermore, it is noted that the existing QVM Car Park will be completely removed as part of the ultimate stage of the development. It is anticipated that this would reduce traffic movements to the QVM precinct and likely redistribute these movements to the Southern Development site and the Munro site.

Detailed traffic generation and distribution assumptions are provided in the subsequent sections.

4.2 Traffic Generation

Traffic generation for the subject site and the adjacent future development has been determined based on case study data and traffic generation rates adopted for similar development within Melbourne CBD. Section 4.2.1 to Section 4.2.3 summarises the traffic generation rates adopted in this analysis.

4.2.1 Public Car Parking Spaces

Traffic generation rate for the proposed public car parking spaces were determined based on the existing traffic generation of the QVM car park (boom gate data). A summary of the traffic generation calculation is provided in Table 4-1.

Table 4-1 Traffic generation rate calculation for public car parking spaces

Peak	Entries (vph)	Exits (vph)	Total (vph)	%IN	%OUT	Parking Supply	IN	OUT
AM	203	76	279	73%	27%	670	0.30	0.11
PM	30	179	209	14%	86%	670	0.04	0.27
Weekend	87	241	328	27%	73%	670	0.13	0.36

4.2.2 Residential Car Parking Spaces

Traffic generation for the proposed residential car parking spaces within the future William Street development and Munro development was assumed to be 1.2 trips per car parking space with 20% entering the site, 80% leaving the site during the morning peak; and 60% entering the site, 40% leaving the site during the evening and weekend peaks. A summary of the traffic generation calculation is provided in Table 4-2.

Table 4-2 Traffic generation rate for residential car parking spaces

Peak	IN	OUT
AM	0.02 per space	0.10 per space
PM	0.07 per space	0.05 per space
Weekend	0.07 per space	0.05 per space

4.2.3 Total Traffic Generation

Total traffic generation for the anticipated future development in the vicinity of the proposed works are outlined in Table 4-3.

Table 4-3 Traffic generation

Development	IN			OUT		
	AM	PM	Weekend	AM	PM	Weekend
Queen St (Munro)	156	34	77	57	134	181
Franklin St (William St Dev. & Southern Dev. Site Car Park)	116	29	61	59	107	141

4.3 Traffic Distribution

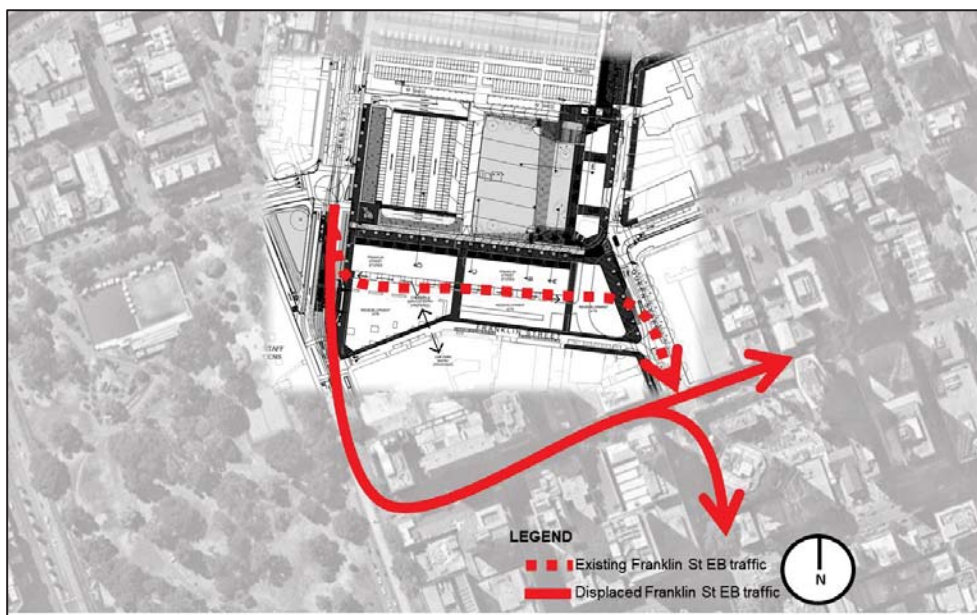
A summary of the traffic distribution assumptions is provided in the subsequent sections and distribution volumes are provided in Appendix B.

4.3.1 Franklin Street Eastbound Traffic

Franklin Street is currently carrying approximately 600vph in the eastbound direction. As part of the proposed scope of works the eastbound Franklin Street carriageway between William Street and Queen Street is to be removed. It is anticipated that a large portion of the existing eastbound traffic utilising Franklin Street would be displaced to A'Beckett Street, refer to Figure 4-1.

This would increase left turning traffic on the northern approach of the William Street / A'Beckett Street intersection; and increase the volume of traffic approaching Queen Street / A'Beckett Street intersection from southeast.

Figure 4-1 Distribution of Franklin Street eastbound traffic

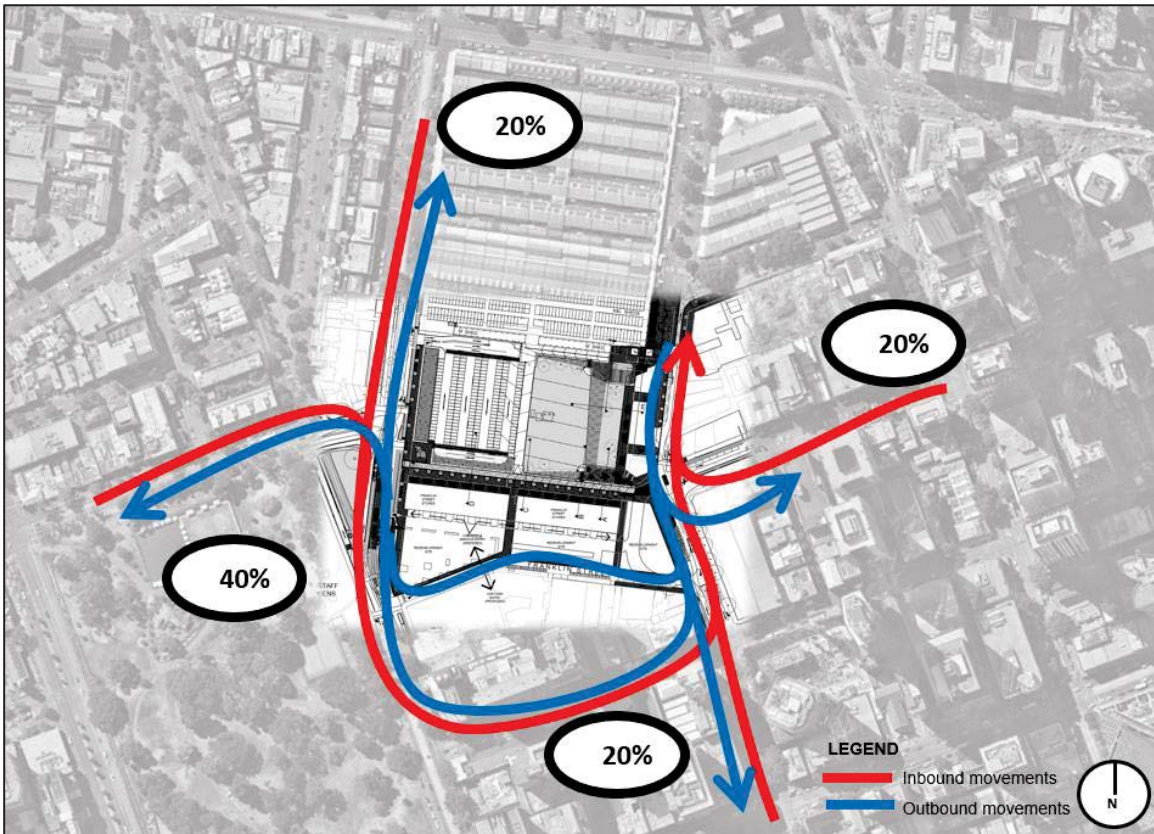


4.3.2 Munro Development Traffic

The key distribution assumptions made for the Munro Development traffic are listed below and demonstrated in Figure 4-2.

- > 20% of the development traffic would travel to / from the north;
- > 20% of the development traffic would travel to / from the east;
- > 20% of the development traffic would travel to / from the south; and
- > 40% of the development traffic would travel to / from the west.

Figure 4-2 Munro Development traffic distribution



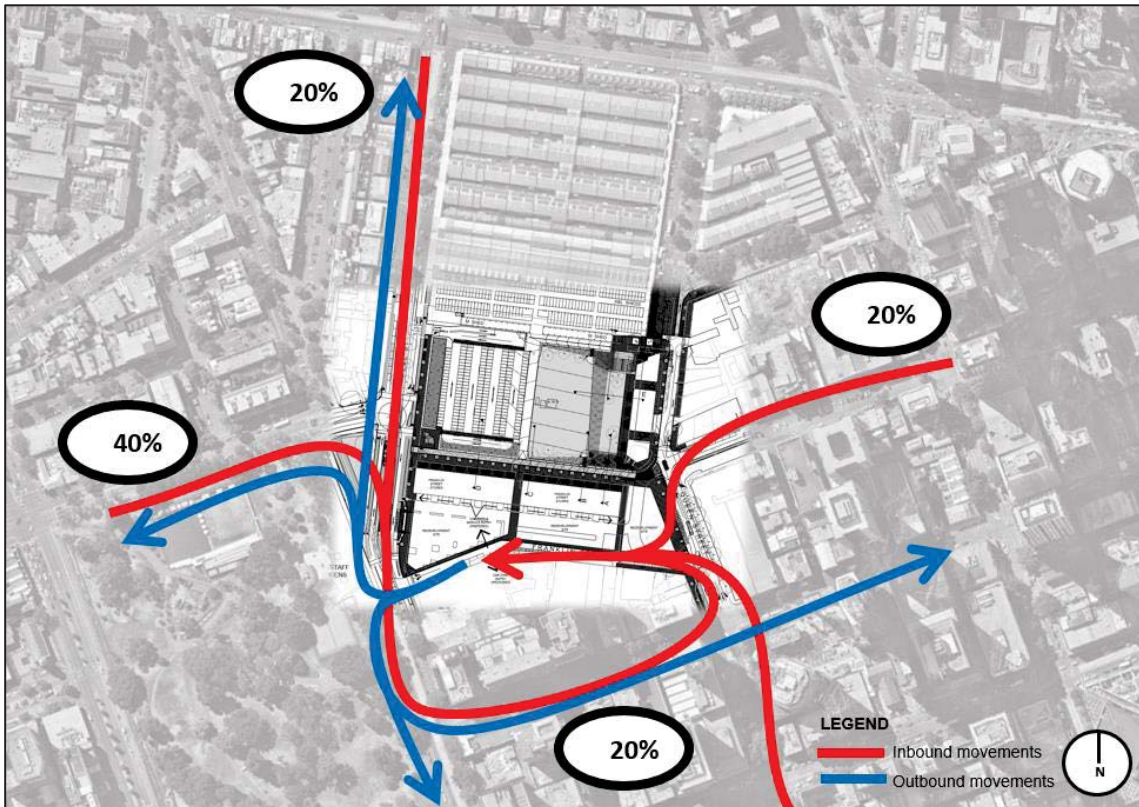
*Note the westbound and northbound traffic are expected to utilise both Franklin Street and A'Beckett Street

4.3.3 William Street Development and Southern Development Site Car Park Traffic

Similar to the Munro Development traffic the following distribution assumptions are adopted for the traffic generated by the William Street Development and the Southern Development Site (refer to Figure 4-3).

- > 20% of the development traffic would travel to / from the north;
- > 20% of the development traffic would travel to / from the east;
- > 20% of the development traffic would travel to / from the south; and
- > 40% of the development traffic would travel to / from the west.

Figure 4-3 William Street Development and QVM(S) Car Park Traffic



4.3.4 Reduction in Traffic Volumes

It is noted that the removal of the existing QVM Car Park would reduce the traffic volumes along Queen Street, Franklin Street, William Street and Peel Street. Furthermore, downgrading Queen Street to the north of Franklin Street would further reduce the traffic volumes in the immediate vicinity of the site. Based on high level origin – destination assumptions, these factors have been incorporated into the analysis to improve the accuracy of the model.

Due to the capacity reductions in the adjacent road network, there is likely to be a mode shift towards more active modes of transportation to avoid delays. Conservatively, this assessment has not taken into consideration the reduction in traffic volumes due to mode shift.

4.4 Total Anticipated Traffic Volumes

It is assumed that the ultimate stage of the development will be completed in 2026.

Assessment of the VicRoads Open Portal data traffic volumes along Peel Street and Victoria Street revealed that the traffic volumes within the adjacent road network are generally reducing over the years. Therefore, conservatively a 0% growth rate was adopted for this particular analysis.

The total anticipated traffic volumes were calculated for the ultimate stage of the development based on the development traffic volumes and the projected traffic volumes with 0% growth rate. Refer to Appendix C for the total anticipated traffic volumes.

5 Intersection Analysis

5.1 Key Intersections

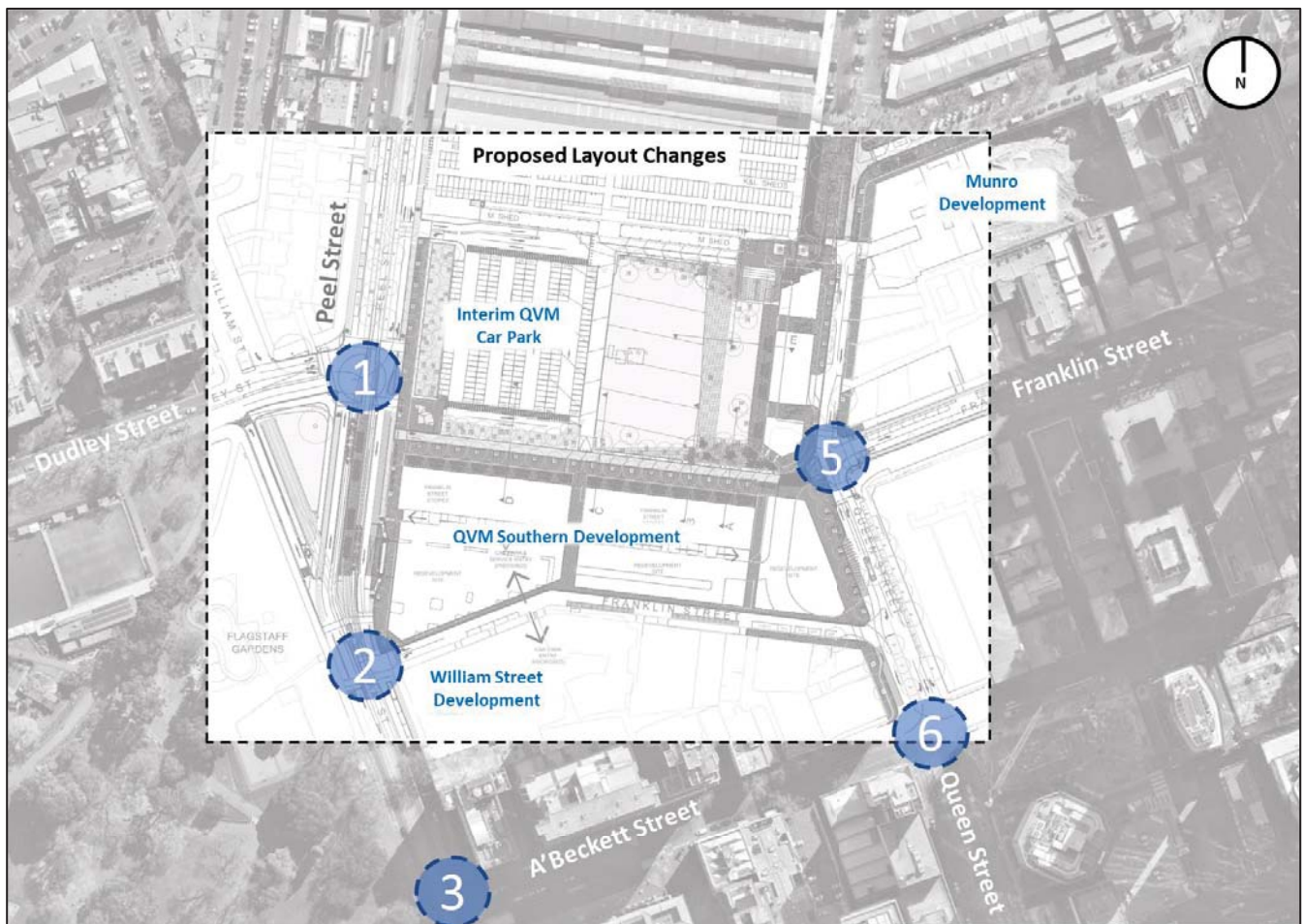
Intersection analysis was undertaken for the key intersections within and adjacent to the study area to assess the traffic impacts. The intersections were assessed under existing conditions and under future conditions.

The key intersections assessed are summarised in Table 5-1 and illustrated in Figure 5-1.

Table 5-1 Key Intersections – Existing and Proposed Scenario

Survey Site No.	Intersection	Existing	Proposed
(1)	William Street / Dudley Street	Roundabout	Signalised
(2)	William Street / Franklin Street (WB)	Signalised	Signalised
(3)	William Street / A'Beckett Street	Unsignalised	Unsignalised
(4)	Franklin Street EB / QVM Car Park Access	Not Assessed	
(5)	Queen Street / Franklin Street	Roundabout	Signalised
(6)	Queen Street / A'Beckett Street	Signalised	Signalised
(7)	Peel Street / Victoria Street	Not Assessed	

Figure 5-1 Key Intersections



It is noted that the intersection of Queen Street / Therry Street is not anticipated to be impacted by the proposed scope of works. The intersection operates one-way continuous flow with the northern leg facilitating loading vehicle access to the QVM loading areas only.

5.2 Analysis Criteria

The intersections were analysed using the SIDRA intersection modelling program. This computer package originally developed by the Australian Road Research Board, provides information about the capacity of an intersection in terms of a range of parameters, as described below:

Degree of Saturation (DOS) is the ratio of the volume of traffic observed making a particular movement compared to the maximum capacity for that movement. Various values of degree of saturation and their rating are shown in Table 5-2.

Table 5-2 Rating of Degree of Saturation

DOS	Rating
Up to 0.6	Excellent
0.6 to 0.7	Very Good
0.7 to 0.8	Good
0.8 to 0.9	Fair
0.9 to 1.0	Poor
Above 1.0	Very Poor

It is considered acceptable for some critical movements in an intersection to operate in the range of 0.9 to 1.0 during the high peak periods, reflecting actual conditions in a significant proportion of inner-city signalised intersections.

The **95th Percentile (95%ile) Queue** represents the maximum queue length, in metres, that can be expected in 95% of observed queue lengths in the peak hour; and

Average Delay is the delay time, in seconds, which can be expected over all vehicles making a particular movement in the peak hour.

A summary of the SIDRA analysis for each intersection is provided in the subsequent sections.

All intersection along William Street (Peel Street) were modelled as a network and all intersections along Queen Street were modelled as a separate network.

Note the tram movements on Peel Street / William Street have not been modelled in this assessment.

5.3 Dudley Street / Peel Street

The current configuration of the Dudley Street / Peel Street intersection is a three-leg roundabout arrangement as shown in Figure 5-2. As part of the proposed scope of works, the existing roundabout is to be removed and the intersection is proposed to be signalised with some alterations to the lane configuration as indicated in Figure 5-3.

Figure 5-2 Existing intersection layout - Dudley Street / Peel Street intersection

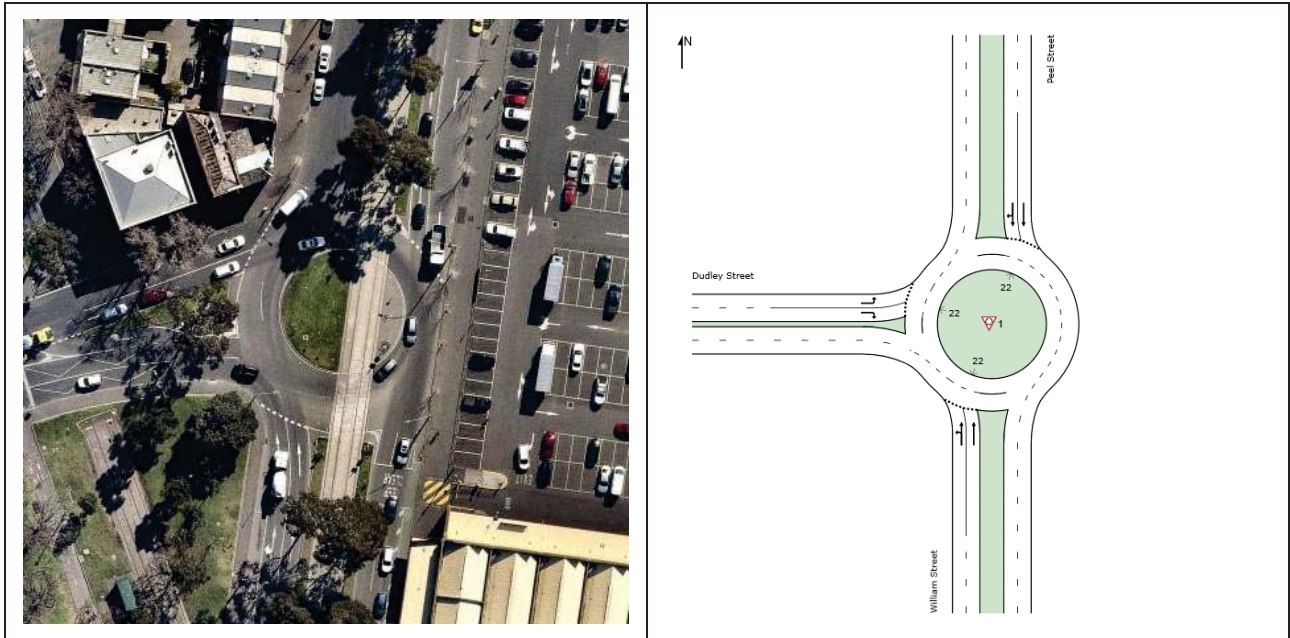
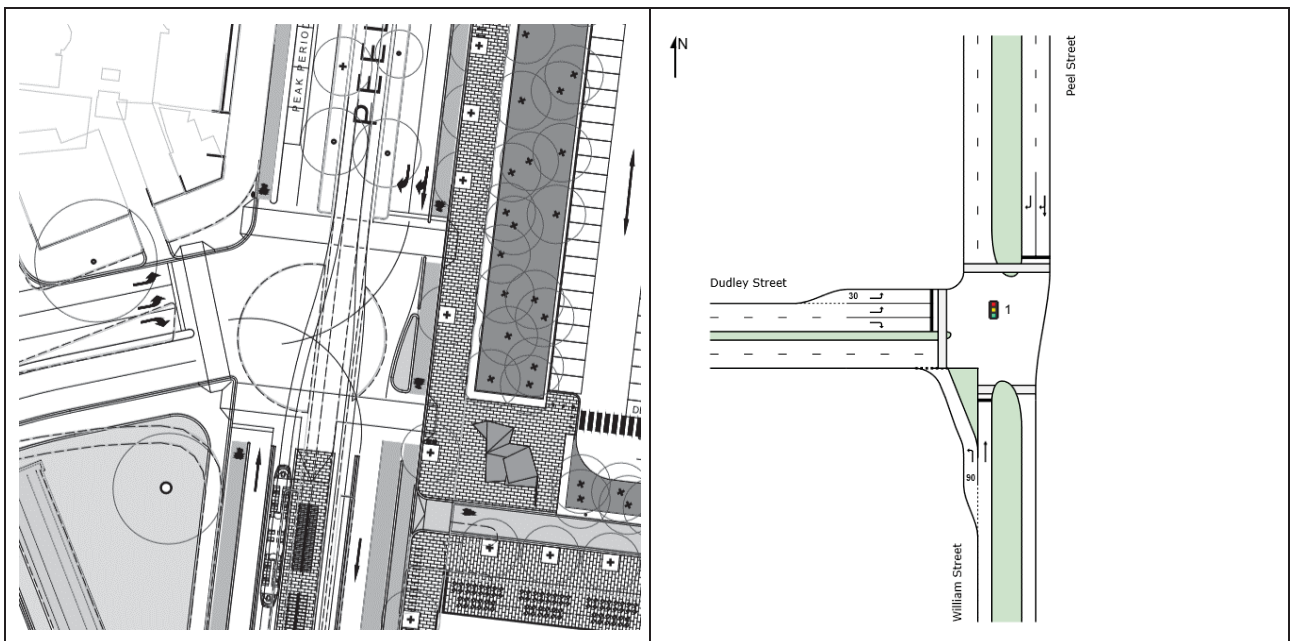


Figure 5-3 Proposed intersection layout - Dudley Street / Peel Street intersection



Site observations undertaken during the peak periods revealed significant queuing on the northern and the western approaches of the intersection. The existing conditions SIDRA model was calibrated based on the site observations. Refer to Table 5-3 for a summary of the SIDRA analysis results for the Dudley Street / Peel Street intersection.

Table 5-3 SIDRA Results - Dudley Street / Peel Street intersection

Peak	Approach	Existing Conditions			Future Conditions		
		DOS	Average Delay (sec)	95 th ile Queue (m)	DOS	Average Delay (sec)	95 th ile Queue (m)
AM	William St (S)	0.29	6	12	0.92	27	85
	Peel St (N)	0.91	39	129	0.87	36	127
	Dudley St (W)	1.00	32	286	1.90	522	1461
PM	William St (S)	1.01	51	194	0.89	26	147
	Peel St (N)	1.04	86	247	0.92	48	175
	Dudley St (W)	0.81	16	81	2.08	554	1300
WE	William St (S)	0.89	21	85	0.88	27	150
	Peel St (N)	0.93	27	133	0.91	47	180
	Dudley St (W)	0.68	12	48	1.62	288	801

Intersection analysis revealed that the Dudley Street / Peel Street intersection is currently at capacity, particularly during the AM and PM peak periods.

SIDRA analysis of the future conditions revealed that reducing the number of lanes on the southern approach and signalling the intersection may exacerbate the operation of the intersection and extend the queue lengths, particularly on the western approach of the intersection. The analysis revealed that the 95th percentile queue length car extend over 1km during the AM and PM peak periods.

Note the 95th percentile queue occurs only 5% of the time during the assessed peak hour. Typically, the average queues are less than the 95th percentile queue lengths, hence the report queue lengths in this report are considered to be relatively conservative. Furthermore, major transport projects such as the new Melbourne Metro Tunnel Project will assist in mode shift from car to sustainable transport and the West Gate Tunnel Project may assist in displacing traffic further to the north of the subject area.

SIDRA analysis in this report does not take into consideration variable phasing. It is recommended that the proposed signalised intersection at Peel Street / Dudley Street is linked to the SCATS system potentially with variable phasing to improve the operation of the intersection. This would ensure the intersection is able to adapt and respond to real-time arrival flows to optimise the operation of the intersection within each cycle during the peak hour. This volatile nature of the SCATS signalised intersections is difficult to model in the SIDRA program; hence the results from this analysis should only be used as a guide to determine the potential impacts. In reality, the intersection is likely to operate better than the SIDRA model.

Altering the lane configurations could also potentially improve the operation and reduce the queue lengths. For example, provision of double right lanes on the western approach with double departure lanes on the southern leg of the intersection would increase the capacity for right turning traffic from the west and improve the overall operation of the intersection.

Based on intersection analysis it is recommended that:

- > The proposed pedestrian crossing on the southern leg of the intersection is staged to facilitate the right turning movement from Dudley Street into William Street.
- > The lane configuration on the western approach of the intersection is reviewed to optimise the capacity for the right turning movement from Dudley Street into William Street.
- > The intersection is linked to the SCATS network to ensure the intersection is responsive to real-time arrival flows at the intersection.

Furthermore, completion of the Westgate Tunnel Project may potentially increase traffic volumes at this intersection and in the immediate vicinity of the QVM. However, it is also worth noting that part of the West Gate Tunnel Project includes a new connection from the West Gate Freeway to Dynon Road, which could assist in displacing some traffic via Victoria Street and via King Street.

5.4 William Street / Franklin Street

The current configuration of the William Street / Franklin Street intersection is three-way signal arrangement as shown in Figure 5-4. As part of the proposed scope of works the north-south major road (William Street) is proposed to be reduced to a two-lane two-way road as indicated in Figure 5-5.

Figure 5-4 Existing intersection layout - William Street / Franklin Street intersection

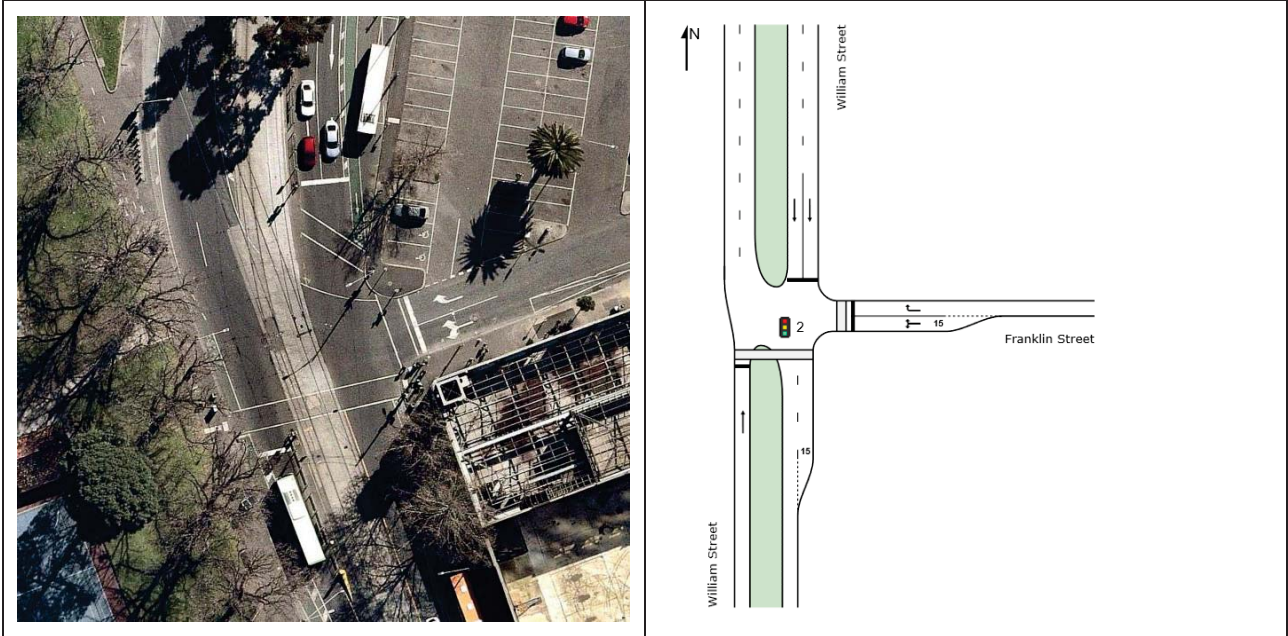
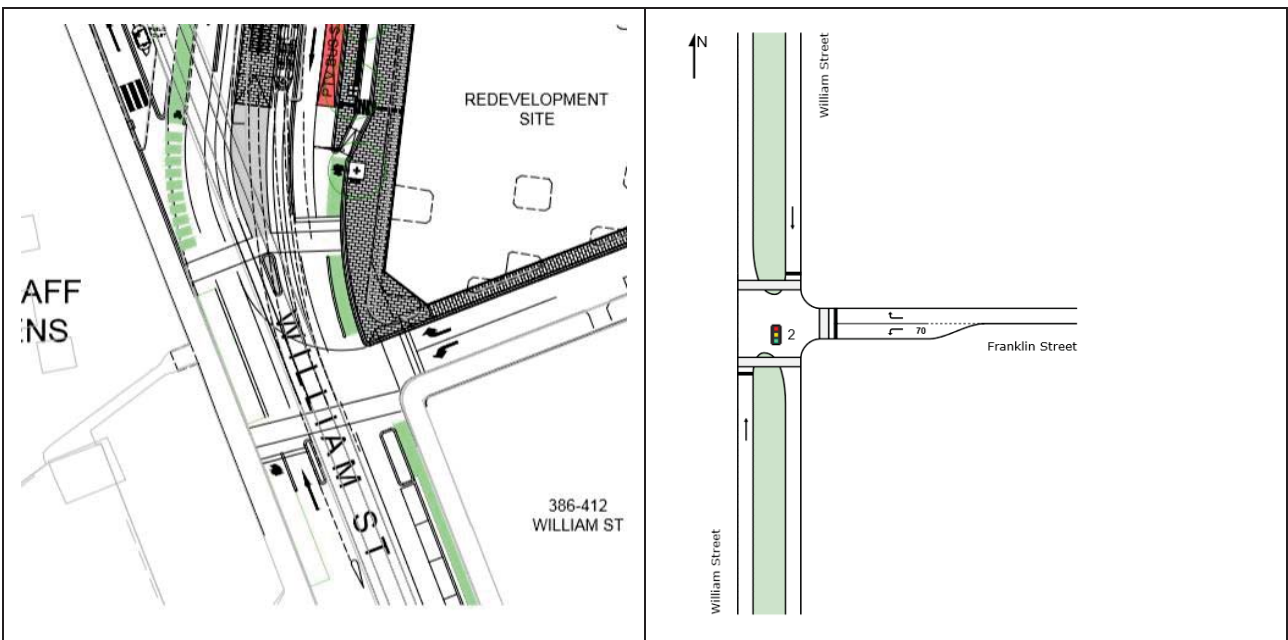


Figure 5-5 Proposed intersection layout - William Street / Franklin Street intersection



Refer to Table 5-4 for a summary of the SIDRA analysis results for the William Street / Franklin Street intersection.

Table 5-4 SIDRA Results – William Street / Franklin Street intersection

Peak	Approach	Existing Conditions			Future Conditions		
		DOS	Average Delay (sec)	95%ile Queue (m)	DOS	Average Delay (sec)	95%ile Queue (m)
AM	William St (S)	0.31	6	36	0.30	5	37
	Franklin St (E)	0.29	28	18	0.64	35	38
	William St (N)	0.43	6	55	0.66	8	108
PM	William St (S)	0.90	36	180	0.99	68	180
	Franklin St (E)	1.06	136	175	1.77	639	842
	William St (N)	0.40	11	75	0.67	7	93
WE	William St (S)	0.55	8	87	0.90	33	180
	Franklin St (E)	0.86	41	56	1.80	645	762
	William St (N)	0.37	6	49	0.62	9	102

Intersection analysis revealed that the William Street / Franklin Street (WB) is currently operating at capacity, particularly on the eastern approach of the intersection during the PM peak period. This is consistent with the site observations undertaken at the intersection during the peak hours.

SIDRA analysis of the future conditions revealed that reducing the number of right turn lanes on Franklin Street and reducing through traffic lanes on William Street reduces the capacity at the intersection and exacerbates the operation of the intersection. Longer queues are likely to occur on Franklin Street for right turning traffic particularly during the PM and weekend peak hours.

Altering the lane configuration could potentially improve the operation of the intersection. For example, provision of double right lanes on the eastern approach with double departure lanes on the northern leg of the intersection would increase the right turning traffic from the east and improve the overall operation of the intersection. Furthermore, extending the proposed left turn lane on Franklin Street to 70m would facilitate left turning traffic, particularly left turning vehicles with restricted access to due to the right turning queue.

Based on intersection analysis it is recommended that:

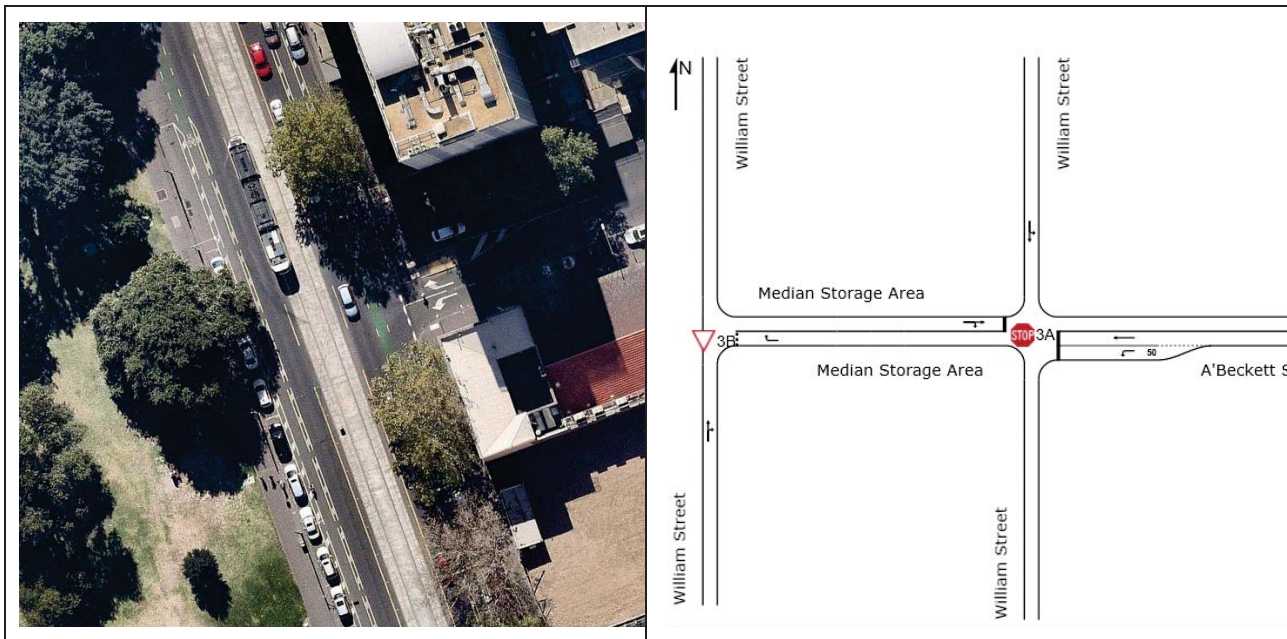
- > The lane configuration on the eastern approach of the intersection is reviewed to optimise the capacity for the right turning movement from Franklin Street into William Street.
- > The proposed left turn lane on Franklin Street is extended to facilitate left turning traffic on Franklin Street.

5.5 William Street / A'Beckett Street

The current configuration of the William Street / A'Beckett Street intersection is three-way sign-controlled arrangement as shown in Figure 5-6. No alterations are proposed at the William Street / A'Beckett Street intersection as part of the proposed scope of works.

Site observations undertaken at the William Street / A'Beckett Street intersection revealed that right turning vehicles in / out of the A'Beckett Street are currently staging the right turning movement within the tram lanes. This significantly improves the operation of the intersection as vehicles only give-way to one-lane of traffic when undertaking a right turn. The SIDRA model has been calibrated to demonstrate this observation.

Figure 5-6 Existing / future intersection layout - William Street / A'Beckett Street intersection



Note: SIDRA model calibrated to reflect staged intersection arrangement

Refer to Table 5-5 for a summary of the SIDRA analysis results for the William Street / A'Beckett Street intersection.

Table 5-5 SIDRA Results – William Street / A'Beckett Street intersection

Peak	Approach	Existing Conditions			Future Conditions		
		DOS	Average Delay (sec)	95%ile Queue (m)	DOS	Average Delay (sec)	95%ile Queue (m)
AM	William St (S)	0.21	1	0	0.21	1	0
	A'Beckett St (E)	0.04	12	2	0.06	13	2
	William St (N)	0.35	1	0	0.48	3	0
PM	William St (S)	0.36	1	70	0.36	1	211
	A'Beckett St (E)	0.36	4	4	0.48	15	12
	William St (N)	0.29	1	0	0.45	4	0
WE	William St (S)	0.35	1	0	0.37	1	40
	A'Beckett St (E)	0.19	14	8	0.53	16	14
	William St (N)	0.29	1	0	0.44	3	0

Intersection analysis revealed that the William Street/ A'Beckett Street intersection is currently operating below capacity. This is consistent with the site observations made during the peak periods.

SIDRA analysis of the future conditions revealed that the William Street / A'Beckett Street intersection would continue to operate below capacity.

5.6 Queen Street / Franklin Street

The current configuration of the Queen Street / Franklin Street intersection is five-way roundabout arrangement as shown in Figure 5-7. As part of the proposed scope of works the intersection is proposed to be altered to form two t-intersections, with signals at the northern intersection, as indicated in Figure 5-8.

Figure 5-7 Existing intersection layout – Queen Street / Franklin Street intersection

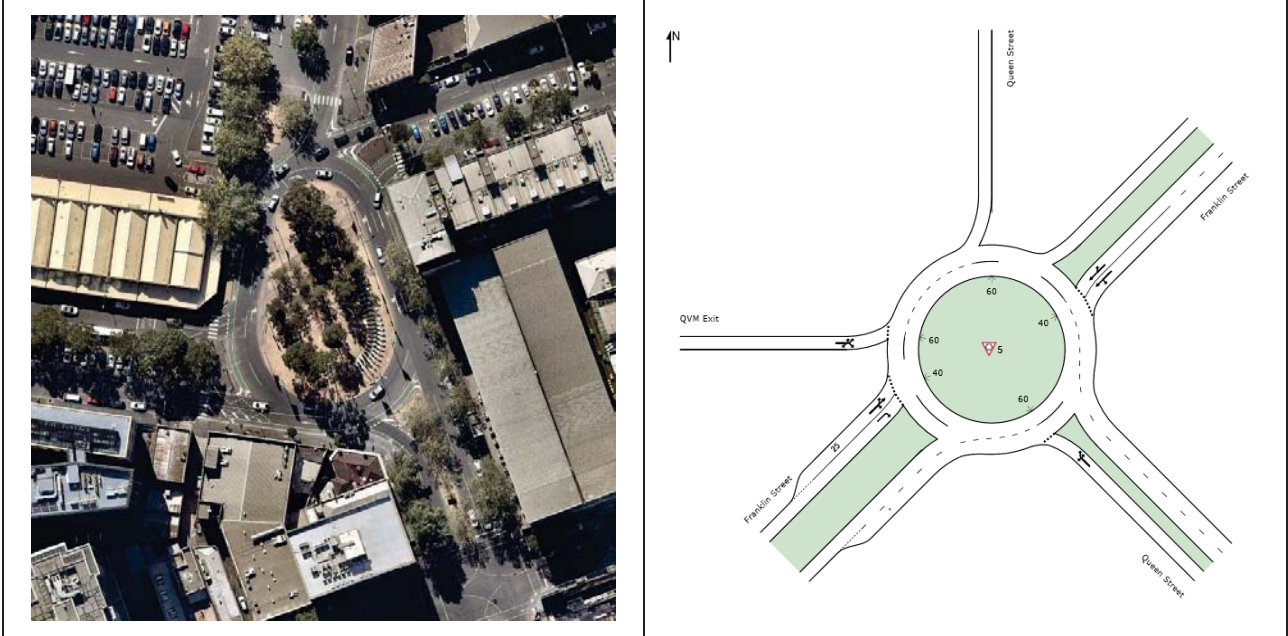
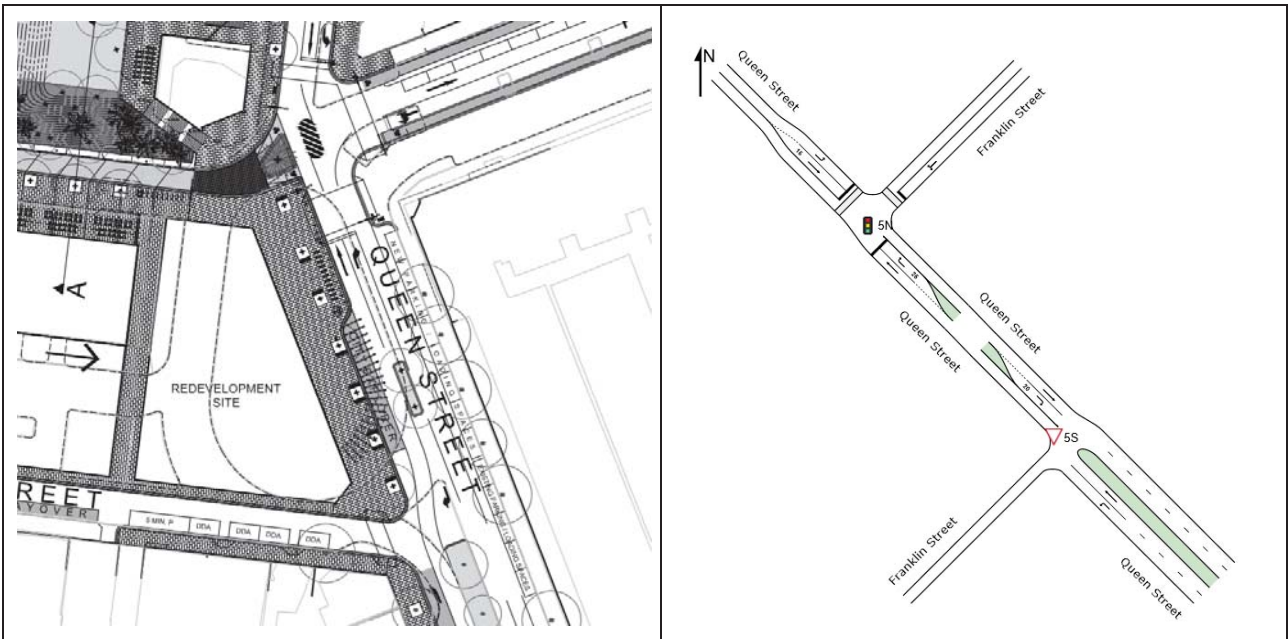


Figure 5-8 Future intersection layout – Queen Street / Franklin Street intersection



Refer to Table 5-6 for a summary of the SIDRA analysis results for the Queen Street / Franklin Street intersection.

Table 5-6 SIDRA Results – Franklin Street / Queen Street intersection

Int.	Peak	Approach	Existing Conditions			Future Conditions		
			DOS	Average Delay (sec)	95%ile Queue (m)	DOS	Average Delay (sec)	95%ile Queue (m)
5. Franklin Street / Queen Street	AM	Queen St (SE)	0.21	5	6			
		Franklin St (NE)	0.07	5	2			
		QVM Exit (W)	0.09	8	3			
		Franklin St (SW)	0.22	8	9			
	PM	Queen St (SE)	0.50	5	22			
		Franklin St (NE)	0.11	5	3			
		QVM Exit (W)	0.19	9	7			
		Franklin St (SW)	0.25	8	12			
	PM	Queen St (SE)	0.44	6	17			
		Franklin St (NE)	0.11	5	4			
		QVM Exit (W)	0.20	9	8			
		Franklin St (SW)	0.22	7	10			
5N. Franklin Street / Queen Street	AM	Queen St (SE)				0.24	18	19
		Franklin St (NE)				0.25	15	27
		Queen St (NW)				0.07	18	6
	PM	Queen St (SE)				0.29	24	26
		Franklin St (NE)				0.28	18	41
		Queen St (NW)				0.15	21	19
	WE	Queen St (SE)				0.96	40	29
		Franklin St (NE)				0.22	9	21
		Queen St (NW)				0.71	34	31
5S. Franklin Street / Queen Street	AM	Queen St (SE)	0.13	2	0			
		Franklin St (NW)	0.07	2	1			
	PM	Queen St (SE)	0.21	2	0			
		Franklin St (NW)	0.14	3	4			
	WE	Queen St (SE)	0.16	2	0			
		Franklin St (NW)	0.13	2	4			

SIDRA analysis of the Queen Street / Franklin Street intersection revealed that it is currently operating below capacity.

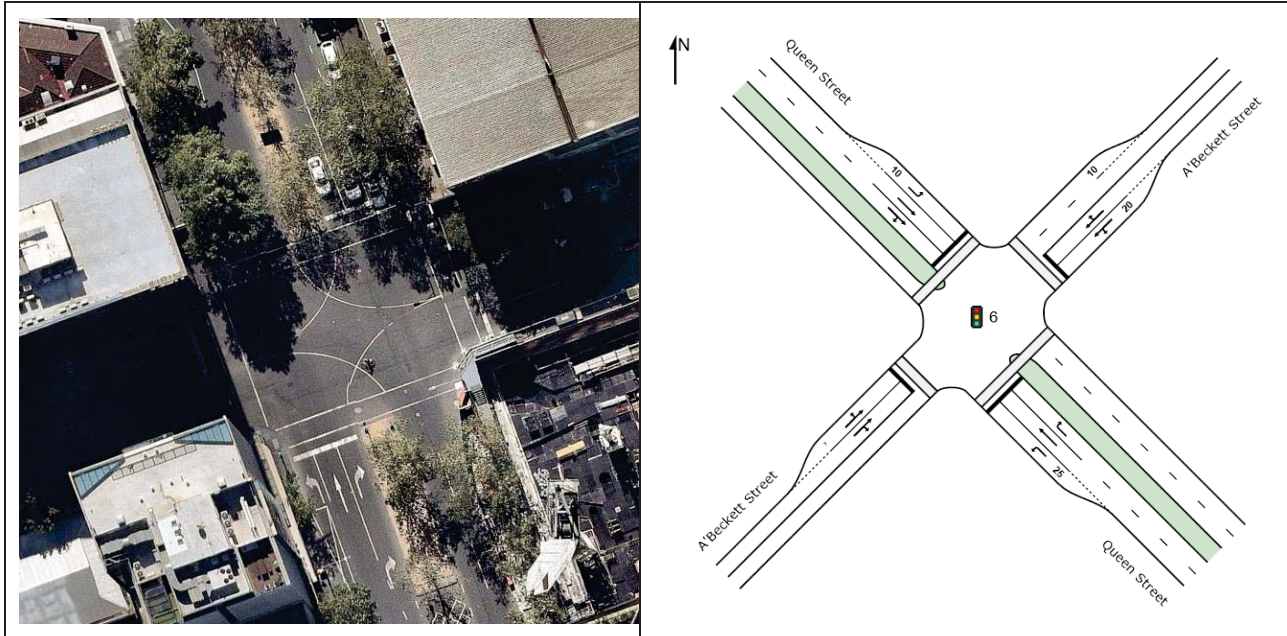
Intersection analysis of the future conditions revealed that both intersections (north and south) would also operate below capacity with the total anticipated traffic volumes.

To optimise operation of the intersection and to ensure it is able to respond to real-time traffic volumes it is recommended that the signalised intersection is linked to SCATS and is appropriately coordinated with the adjacent signalised intersections.

5.7 Queen Street / A'Beckett Street

The current configuration of the Queen Street / A'Beckett Street intersection is four-way signal arrangement as shown in Figure 5-9. No alterations are proposed at the Queen Street / A'Beckett Street intersection as part of the proposed scope of works.

Figure 5-9 Existing / future intersection layout - Queen Street / A'Beckett Street intersection



Refer to Table 5-7 for a summary of the SIDRA analysis results for the Queen Street / Franklin Street intersection.

Table 5-7 SIDRA Results – Queen Street / A'Beckett Street intersection

Peak	Approach	Existing Conditions			Future Conditions [1]		
		DOS	Average Delay (sec)	95%ile Queue (m)	DOS	Average Delay (sec)	95%ile Queue (m)
AM	Queen St (SE)	0.16	6	17	0.46	24	36
	A'Beckett St (NE)	0.19	29	10	0.12	12	8
	Queen St (NW)	0.18	5	18	0.16	25	10
	A'Beckett St (SW)	0.68	32	30	0.89	29	126
PM	Queen St (SE)	0.42	8	53	0.84	35	116
	A'Beckett St (NE)	0.65	30	39	0.88	45	55
	Queen St (NW)	0.22	7	23	0.46	26	15
	A'Beckett St (SW)	0.85	35	44	0.88	27	107
WE	Queen St (SE)	0.33	9	46	0.61	24	56
	A'Beckett St (NE)	0.84	37	65	0.33	13	28
	Queen St (NW)	0.15	7	18	0.33	18	15
	A'Beckett St (SW)	0.82	36	50	0.89	30	121

Note 1: Modelled with phasing alteration.

Intersection analysis revealed that the Queen Street / A'Beckett Street intersection is currently operating satisfactorily during AM, PM and weekend peak periods.

It is anticipated that a significant portion of existing eastbound Franklin Street traffic would utilise A'Beckett Street as an alternative route. Under the current phasing arrangement, the operation of the south eastern approach would deteriorate significantly due to the additional traffic volumes. It is recommended that the current signal phasing be reviewed to ensure the intersection is able to accommodate the additional traffic volumes.

Provided appropriate phasing alterations are adopted at the Queen Street / A'Beckett Street intersection, it is likely to operate below capacity with the anticipated traffic volumes.

Based on intersection analysis it is recommended that three signal phasing at the Queen Street / A'Beckett Street should be reviewed to ensure the intersection is able to accommodate the additional traffic volumes.

5.8 Intersection Analysis Summary

Overall the intersection analysis revealed varied results. The majority of intersections surrounding the development are anticipated to operate satisfactorily, however some intersections currently operating at or near capacity may exceed capacity with the proposed development changes, specifically, the Dudley Street / Peel Street and Franklin Street / William Street intersections.

A number of recommendations for each intersection (described above) are proposed to potentially improve the operations of these intersections. It is also important to note that the results from the analysis should only be used as a guide to determine the potential impacts. In reality, some intersections are expected to operate better than the SIDRA model.

Additionally, considering the intersection congestion, it is anticipated that many motorists will either consider an alternate route to avoid the intersection or ultimately change their mode of transport.

Noting that a key part of City of Melbourne's 'Transport Strategy 2030' is an aim to shift towards more sustainable modes of transport and reduce through traffic in the busiest parts of the central city. The proposed intersection changes align with these intentions.

It is anticipated that the proposed works would significantly improve pedestrian / cyclist accessibility and safety through the provision of pedestrian crossing points and separate bicycle lanes. Signalisation of the Peel Street / Dudley Street intersection would reduce the conflict between trams, vehicles, cyclists and pedestrians and ensure the public transport services (buses and trams) operate safely and efficiently within the area. Introduction of a new tram super stop and improvements to bus stops would further ensure safety and accessibility for pedestrians accessing the public transport network. It is anticipated that the provision of pedestrian and cyclist facilities in the vicinity of the QVM would encourage mode shifts to more sustainable modes of transportation and potentially ease the operation of the adjacent intersections in future.

Additionally, major transport projects currently under construction such as the new Melbourne Metro Tunnel Project will assist in mode shift from car to sustainable transport.

6 Safety and Connectivity

6.1 Improvements

The proposal includes significant improvements to the safety and connectivity for pedestrians, cyclists and public transport users in the area. In particular:

- > The signalisation of the Peel Street / Dudley Street intersection would reduce the conflict between trams, vehicles, cyclists and pedestrians and ensure the public transport services (buses and trams) operate safely and efficiently within the area;
- > The signalisation of the Queen Street / Franklin Street intersection would reduce the conflict between vehicles, cyclists and pedestrians; and ensure all modes of transportation operate safely and efficiently within the area;
- > Introduction of a new tram super stop and improvements to bus stops would further ensure safety and accessibility for pedestrians accessing the public transport network;
- > Introduction of formal on-road bicycle lanes; and
- > General widening and improved connections and accessibility for pedestrians, cyclists and public transport users.

A description of the improvements for each user group is provided in the subsequent sections.

6.1.1 Pedestrian Improvements

The key improvements for pedestrians as part of the proposal includes:

- > Introduction of signalised pedestrian crossings as part of the new signalised intersection at Dudley Street / Peel Street.
- > Introduction of signalised pedestrian crossings as part of the new signalised intersection at Queen Street / Franklin Street.
- > Introduction of a fully signalised pedestrian crossing at the northern leg of the William Street / Franklin Street intersection.
- > Widening of pedestrian footpaths in the area.
- > General improvements to pedestrian connectivity in the area including the removal of the Franklin Street eastbound carriageway creating additional pedestrian areas.
- > Introduction of additional zebra crossings.

6.1.2 Cyclists Improvements

The key improvements for cyclists as part of the proposal includes:

- > Introduction of on-road bicycle lanes on Peel Street and Franklin Street (east of Queen Street) including separator island to provide separation from through traffic.
- > Introduction of a new east-west bicycle connection to provide a connection for cyclists from Peel Street to Queen Street.
- > Removal of the Franklin Street eastbound carriageway resulting in decrease in potential conflict of vehicle access movements.
- > Additional bicycle parking in the area.

6.1.3 Public Transport Users Improvements

The key improvement considerations for public transport users as part of the proposal include:

- > Introduction of a new tram super stop south of the Dudley Street / Peel Street intersection including signalised pedestrian crossings.
- > Formalisation of PTV bus stops on Franklin Street, Queen Street and William Street.

6.2 Site Observations




A site inspection was undertaken on Friday 11 October 2019 during the morning peak period to determine existing concerns associated with the surrounding road network.



During the inspection, Cardno reviewed the operations of the network including, but not limited to:




- > Pedestrian movement and connectivity;
- > Bicycle movement and connectivity, including existing bicycle infrastructure;
- > Vehicle movements, including existing delays and queueing; and
- > Public transport operations.

The key findings of the assessment are as summarised in Table 6-1 along with the anticipated improvements as part of the future proposed works.

Table 6-1 Site observations and anticipated future conditions

No.	Location	Existing Conditions	Future Conditions
1	Peel Street / Victoria Street intersection	<p>Significant queueing observed on Peel Street</p> 	Likely no change
2	Peel Street / Dudley Street / William Street intersection	<p>The current operation of the roundabout intersection includes a mix of trams, vehicles and bicycles with no signal control. This mix causes the possibility of potential conflict and 'near misses' and major safety concerns for motorists, cyclists and public transport users.</p> 	The proposed scope of works includes the signalisation of the Peel Street / Dudley Street intersection with provision for pedestrian crossing facilities, on-road dedicated bicycle lanes and tram priority.
3	Peel Street / William Street	<p>Multiple access points to Peel Street/William Street increasing possibility of bicycle/vehicle related collisions as well as pedestrian conflict.</p> 	Removal of the QVM car park access and Franklin Street (eastbound) carriageway removes these conflict points.

No.	Location	Existing Conditions	Future Conditions
4	Peel Street / Franklin Street (eastbound) intersection	<p>Left turning traffic from Peel Street into Franklin Street (eastbound) required to turn left across bicycle lane and pedestrian crossing. This is considered a major safety concern as motorists rely mostly on side mirrors to view cyclists and then are immediately required to give way to pedestrians, potentially blocking the bicycle path.</p> 	<p>The proposed scope of works includes removal of the intersection, removing this hazard.</p>
5	Peel Street / Dudley Street / William Street intersection	<p>Some dangerous pedestrian movements were observed at the Peel Street / Dudley Street roundabout due to lack of pedestrian connection. This increases the risk of pedestrian related casualty crashes</p>	<p>The proposed scope of works includes the signalisation of the Peel Street / Dudley Street intersection with provision for pedestrian crossing facilities. This reduces the pedestrian – vehicle conflict along Peel Street.</p>
6	Peel Street and Williams Street	<p>No formal on-road bicycle lanes are currently provided along Peel Street and William Street. Site observations revealed that there is a heavy flood of southbound bicycle movements in the morning peak period. This increases the risk of bicycle related casualty crashes.</p> 	<p>The proposed scope of works has provision for separate on-road bicycle lanes on either side of the carriageway facilitating the movement of cyclists and greatly increasing the safety.</p>

No.	Location	Existing Conditions	Future Conditions
7	William Street / A'Beckett Street intersection	<p>Site observations revealed that right turning vehicles in / out of A'Beckett Street stage the movement within the tram lane, disrupting the tram service.</p> <p>This also raises concerns in relation to the risk of tram related casualty crashes.</p> 	<p>The proposed works at the QVM Southern Development is only anticipated to marginally increase the left turning traffic volumes at the William Street / A'Beckett Street intersection. Therefore, no treatments are proposed at the intersection.</p>
8	Franklin Street / Queen Street intersection	<p>Site observation revealed that buses are currently encroaching on to the on-road bicycle lane at the Queen Street / Franklin Street intersection (turning left from Queen Street to Franklin Street).</p> <p>This increases the risk of cyclists related crashes at this intersection.</p> 	<p>The proposed scope of works includes the removal of the Queen Street / Franklin Street roundabout and providing a sign-controlled intersection at the Franklin Street westbound carriageway.</p> <p>It is noted that there will not be any formal provision for on-road bicycle lanes. This would encourage the cyclists to utilise the entire lane, reducing the likelihood of accidentally getting struck by a bus.</p>
9	Franklin Street (eastbound)	<p>Observations on-site revealed the nature of Franklin Street (eastbound) carriageway accommodating two wide eastbound through lanes, results in high vehicle speeds in the area. Considering this area is heavily pedestrianised including zebra crossing at each end this is considered a major safety concern.</p> 	<p>The proposed scope of works includes removal of the Franklin Street eastbound carriageway, removing this hazard.</p>

7 Summary

This report summarises the key findings of the traffic analysis undertaken to investigate the impacts of the proposed road discontinuances within the Queen Victoria Market precinct. The proposal is informed by City of Melbourne's 'Transport Strategy 2030' generally aiming to improve pedestrian / cyclist safety and connectivity within the Queen Victoria Market precinct and discourage reliance on passenger vehicles.

The key findings of the assessment revealed that the proposed scope of works may reduce the capacity of the intersections, particularly at the Dudley Street / Peel Street and William Street / Franklin Street intersections. While this may not be desirable for motorists, it would improve safety, accessibility and connectivity for cyclists, pedestrians and public transport users.

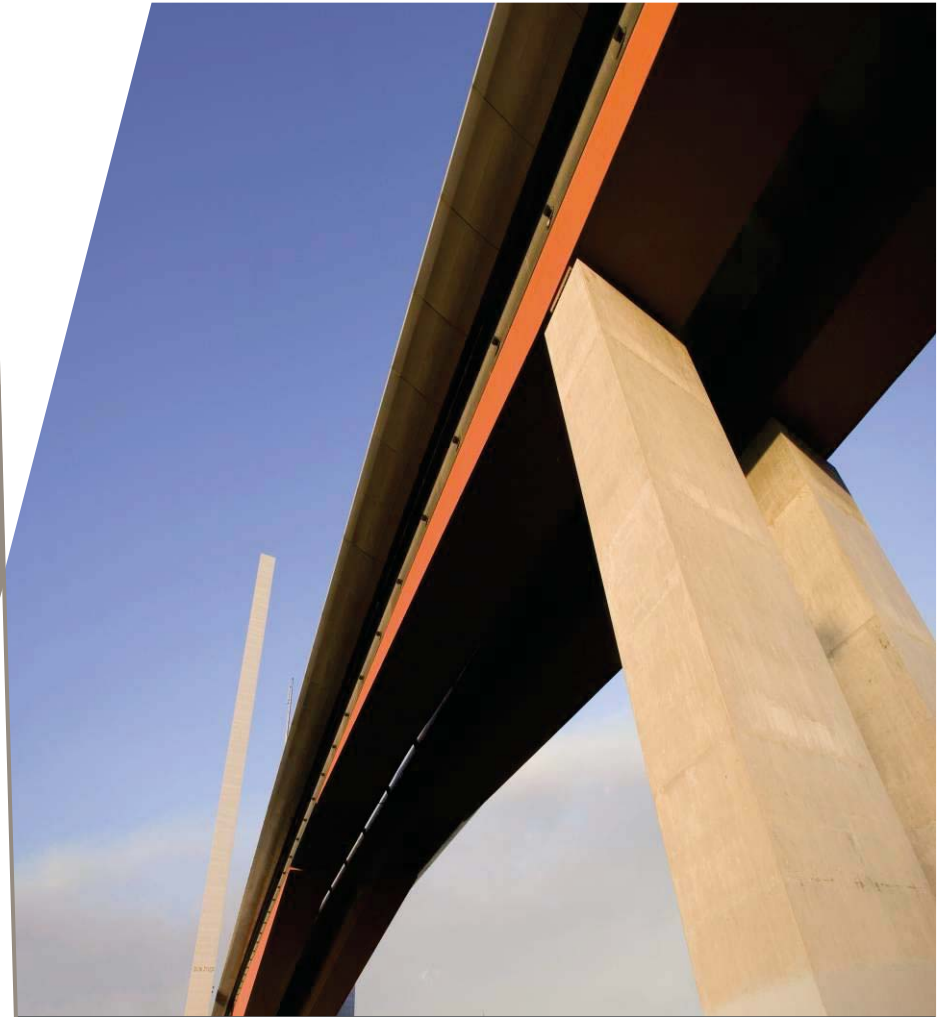
It is anticipated that the proposed road discontinuance will significantly improve pedestrian / cyclist accessibility with the provision of pedestrian crossing points and separate bicycle lanes along William Street.

The existing roundabouts at the Peel Street / Dudley Street and Franklin Street / Queen Street intersections are to be removed and the intersections are proposed to be signalised as part of the proposed scope of works. It is anticipated that the signalisation of these intersections would significantly reduce the conflict between different road uses and enhance safety in the general QVM precinct. This would facilitate a more pedestrian / cyclist friendly environment fulfilling City of Melbourne's long term sustainable vision.

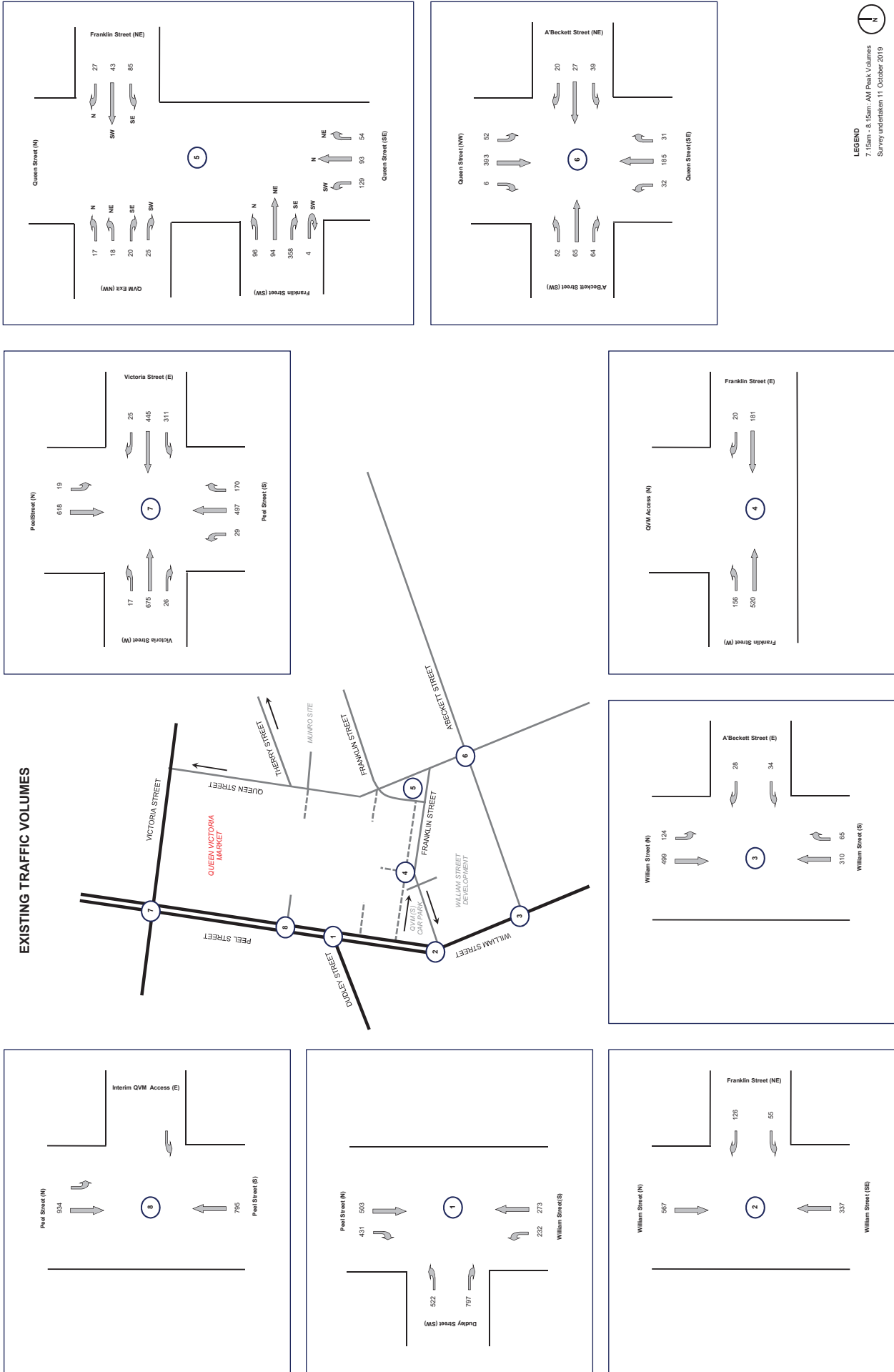
APPENDIX

A

EXISTING TRAFFIC
VOLUMES

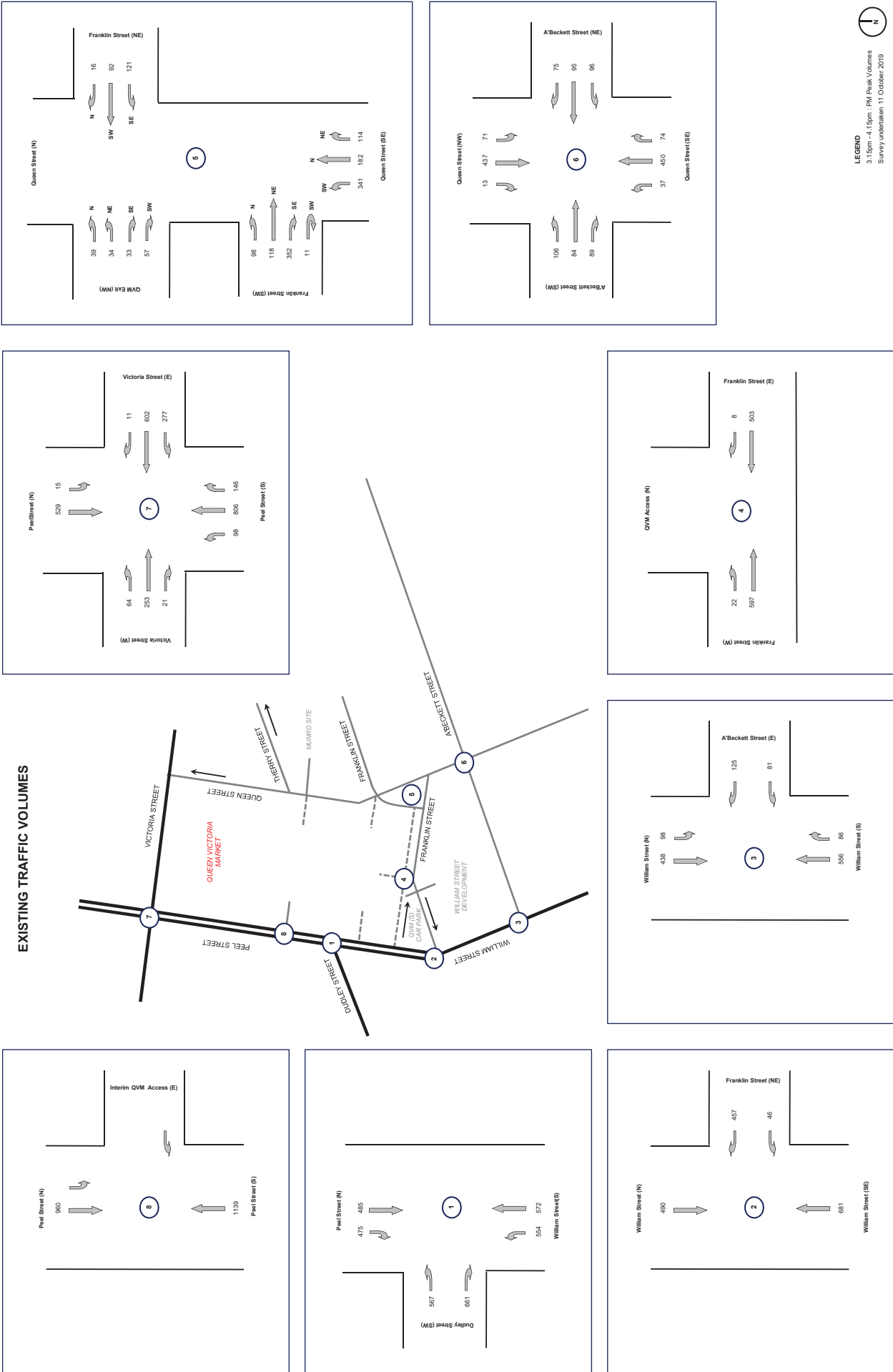


EXISTING TRAFFIC VOLUMES

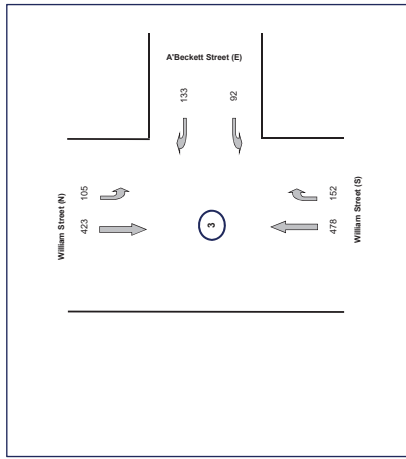
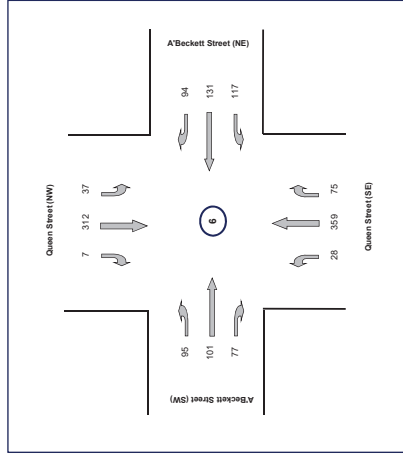
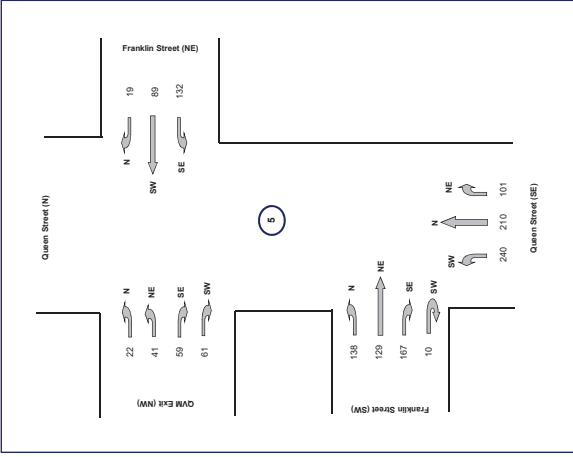
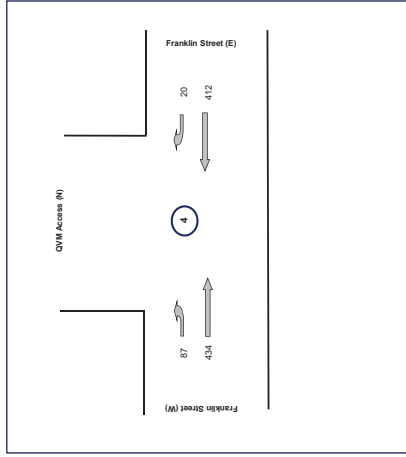
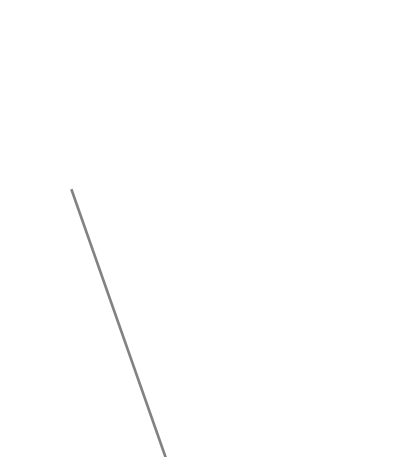
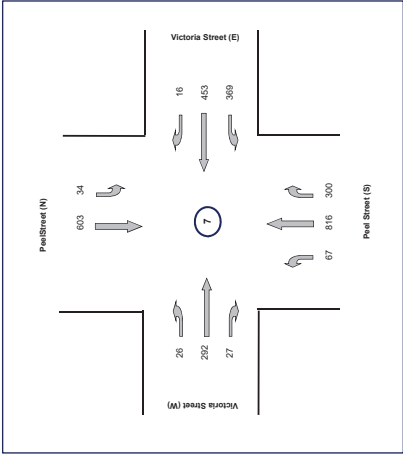
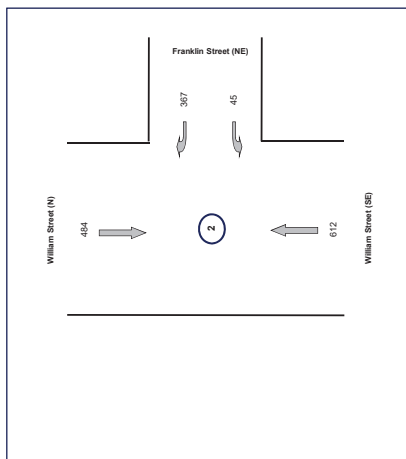
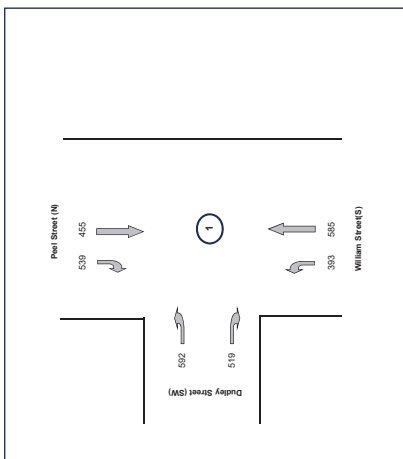
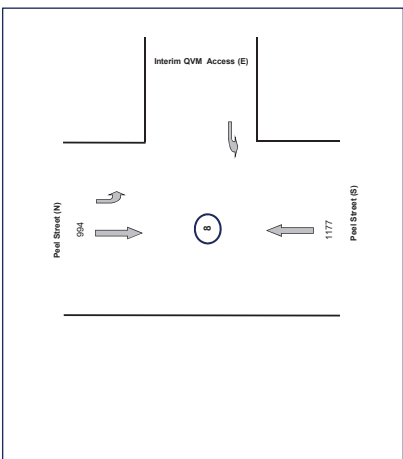
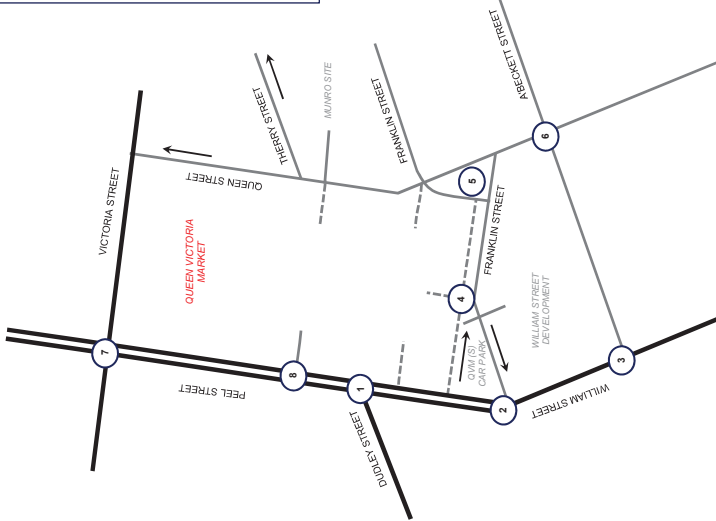


LEGEND
7, 15am - 8, 15am - AM Peak Volumes
Survey undertaken 11 October 2019

EXISTING TRAFFIC VOLUMES



EXISTING TRAFFIC VOLUMES

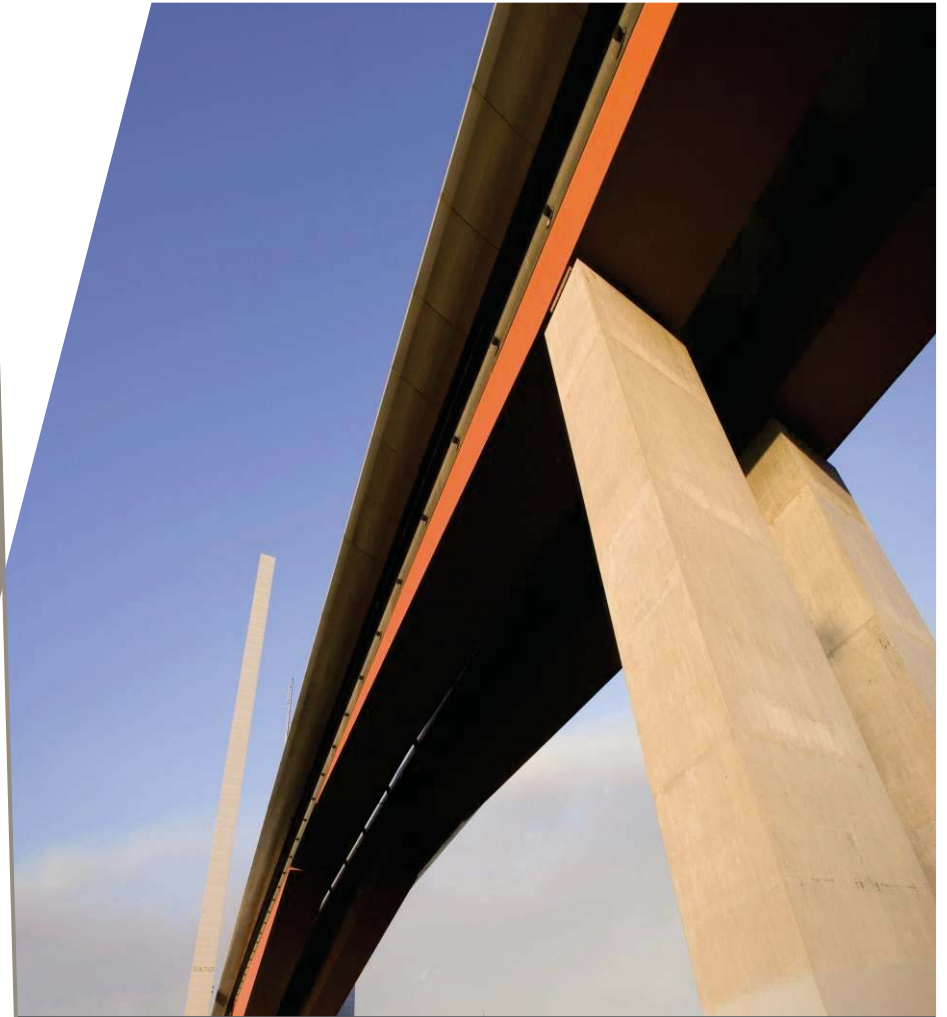


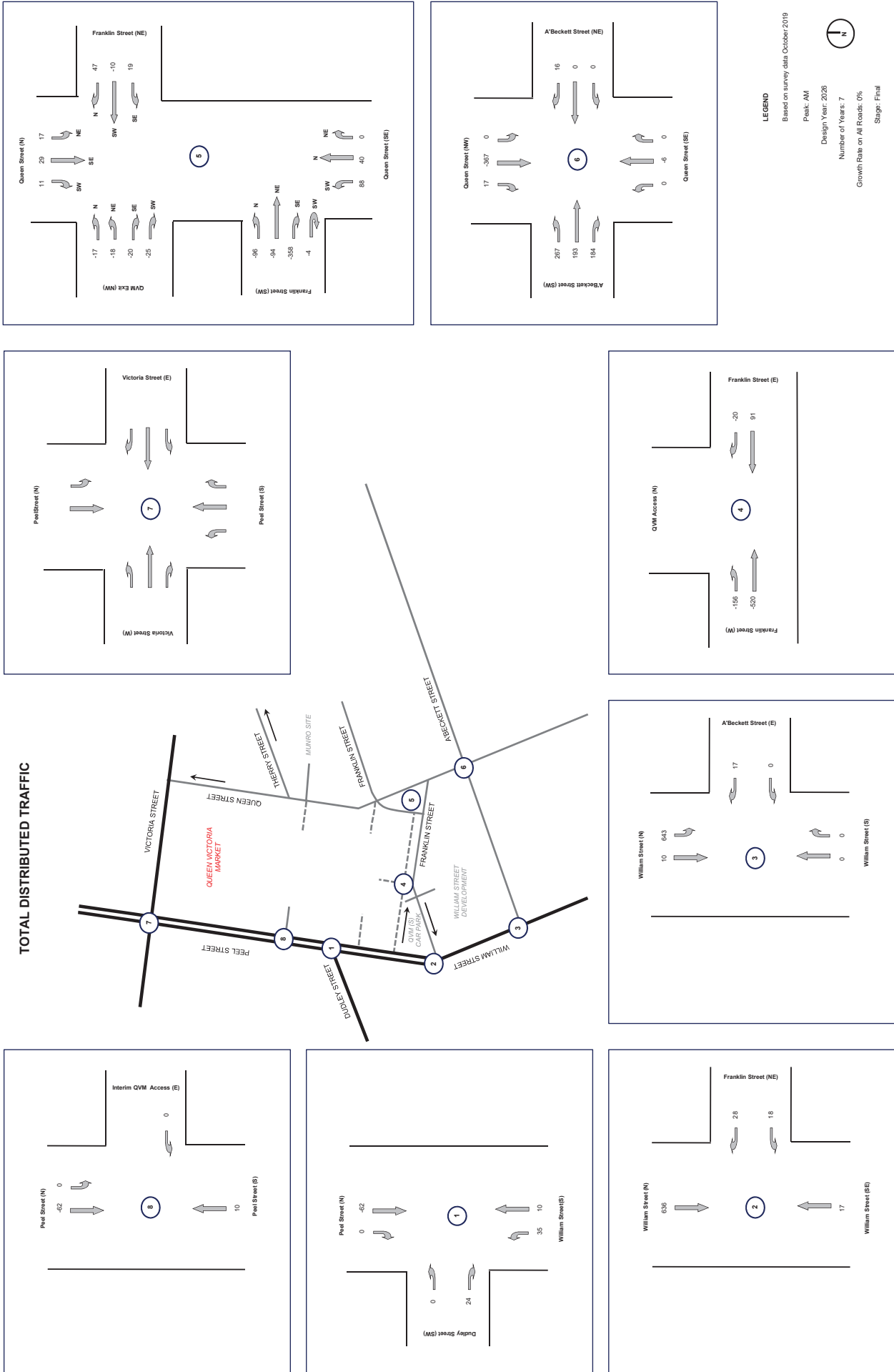
LEGEND
2.00pm - 3.00pm: Weekend Peak Volumes
Survey undertaken 12 October 2019

APPENDIX

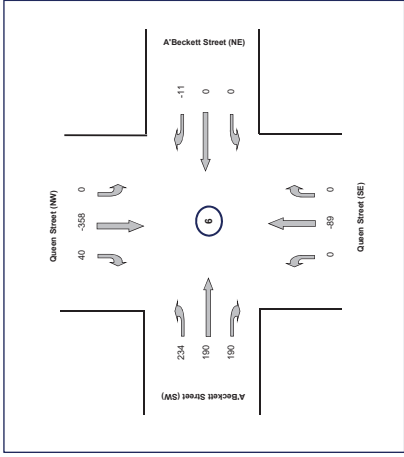
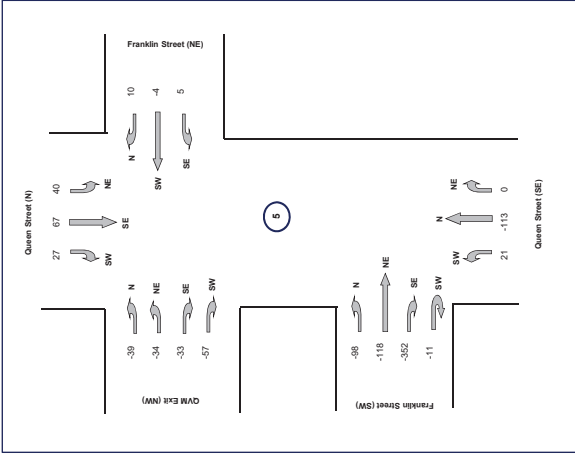
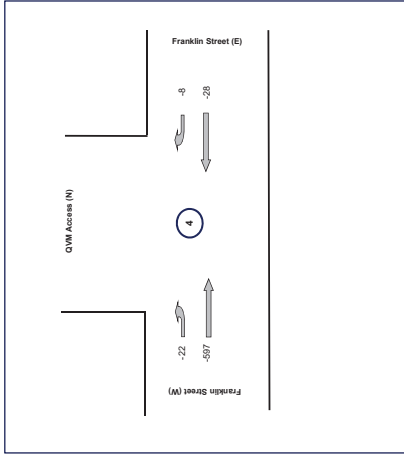
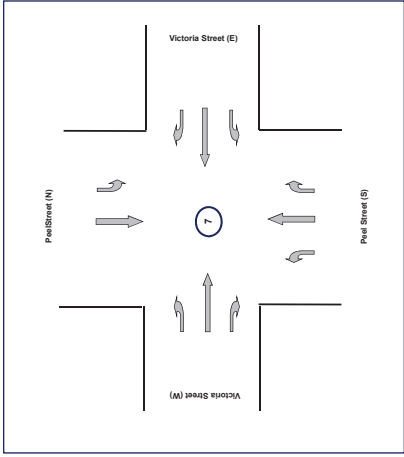
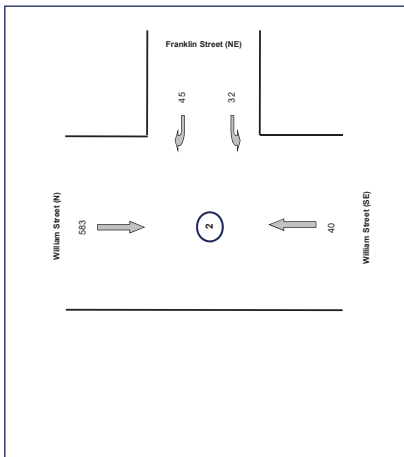
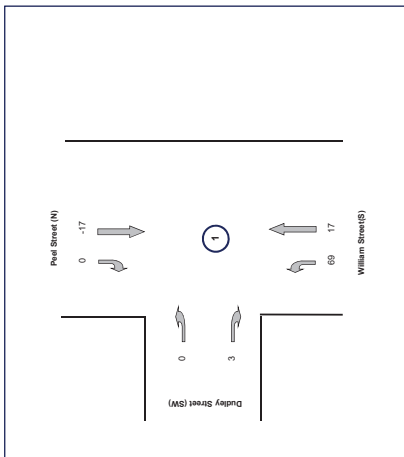
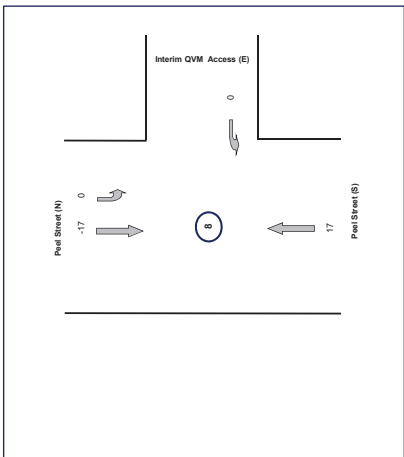
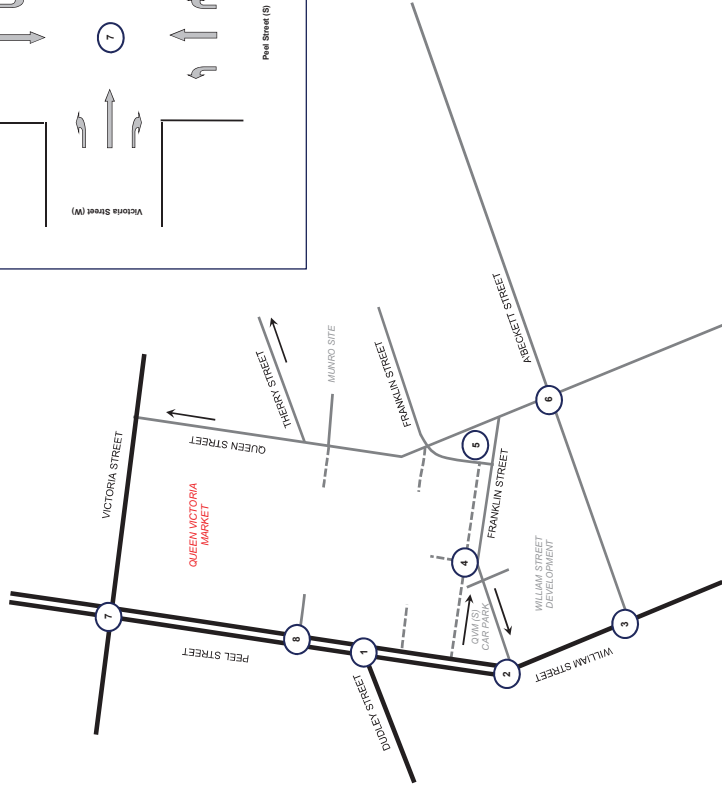
B

TRAFFIC
DISTRIBUTION





TOTAL DISTRIBUTED TRAFFIC



LEGEND

Based on survey data October 2019

Peak: PM

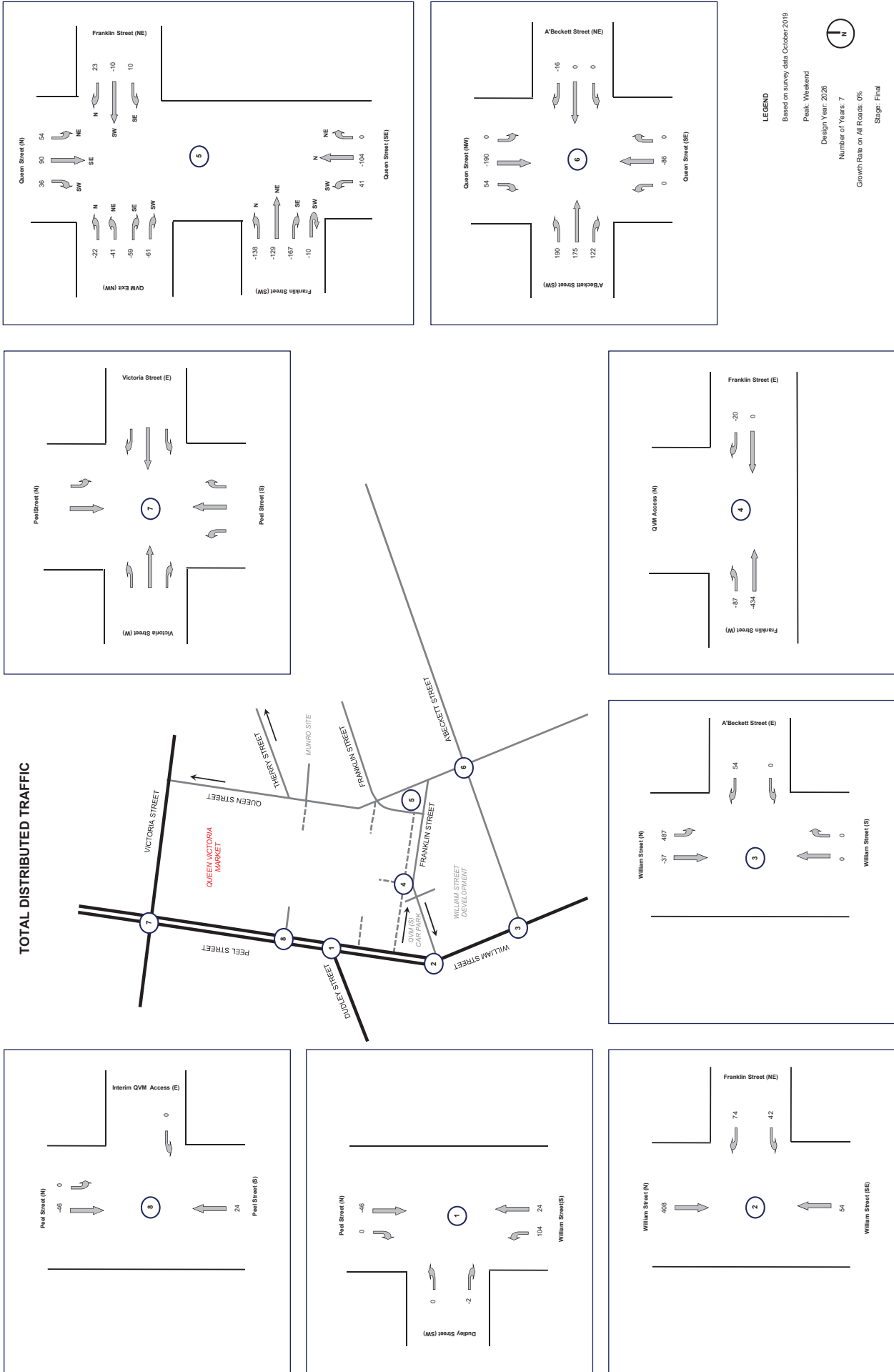
Design Year: 2026

Number of Years: 7

Growth Rate on All Roads: 0%

Stage: Final

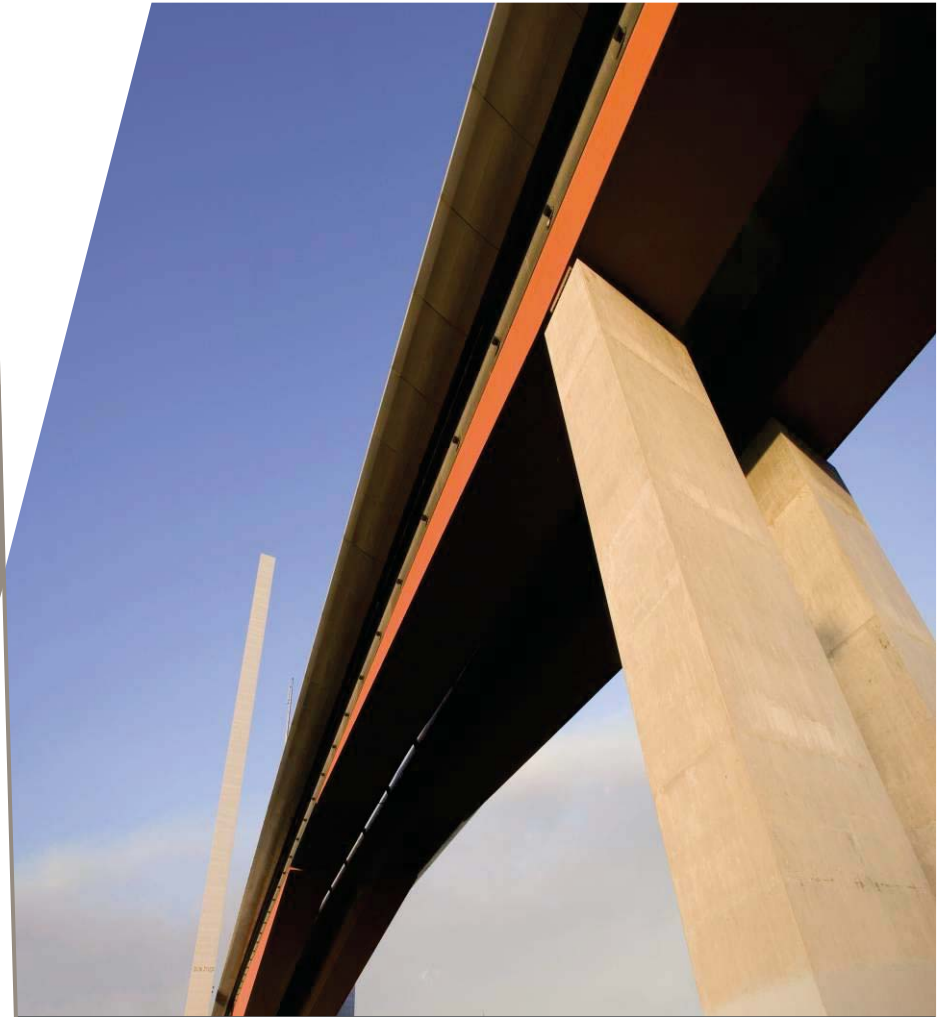




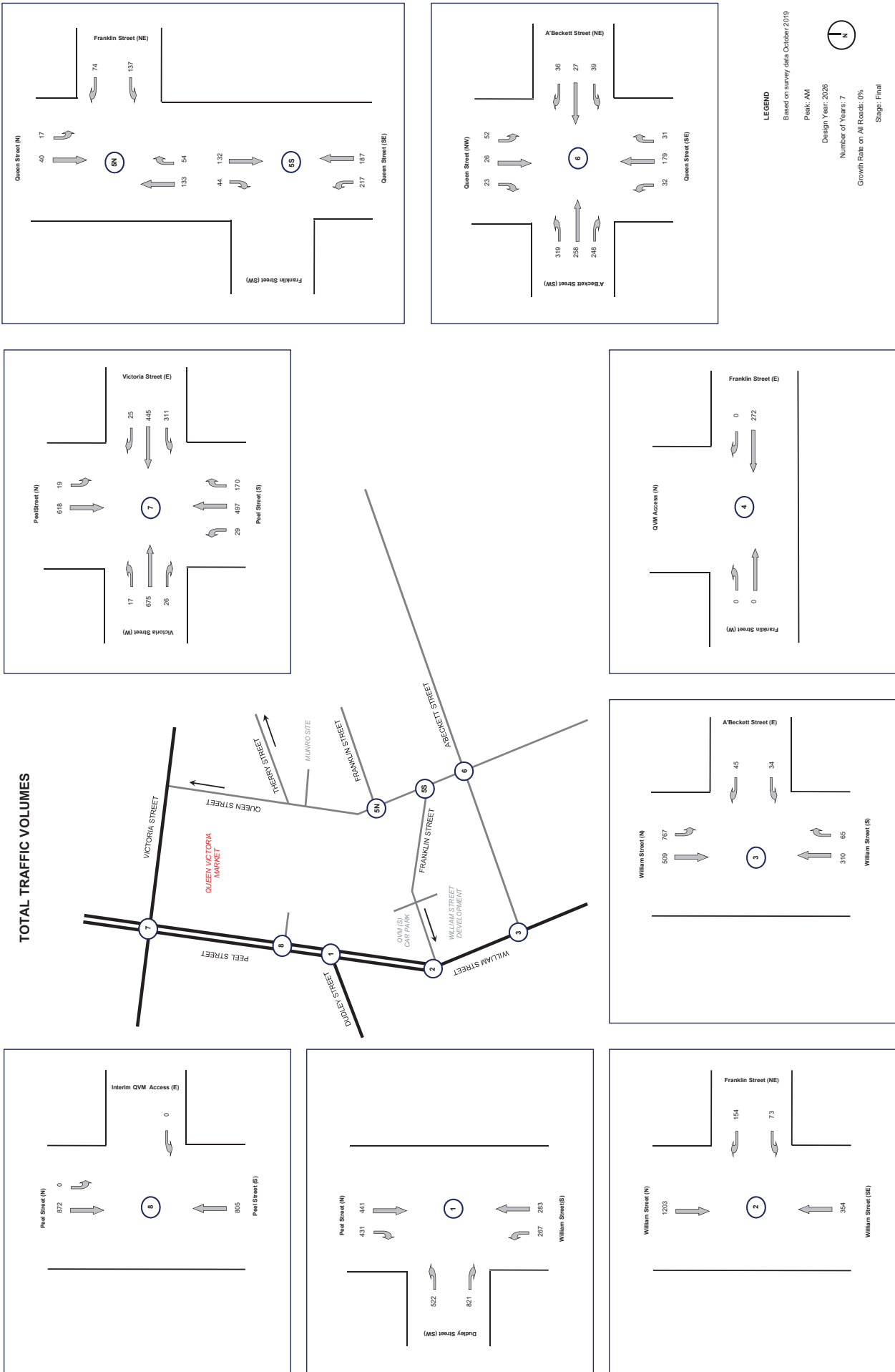
APPENDIX

C

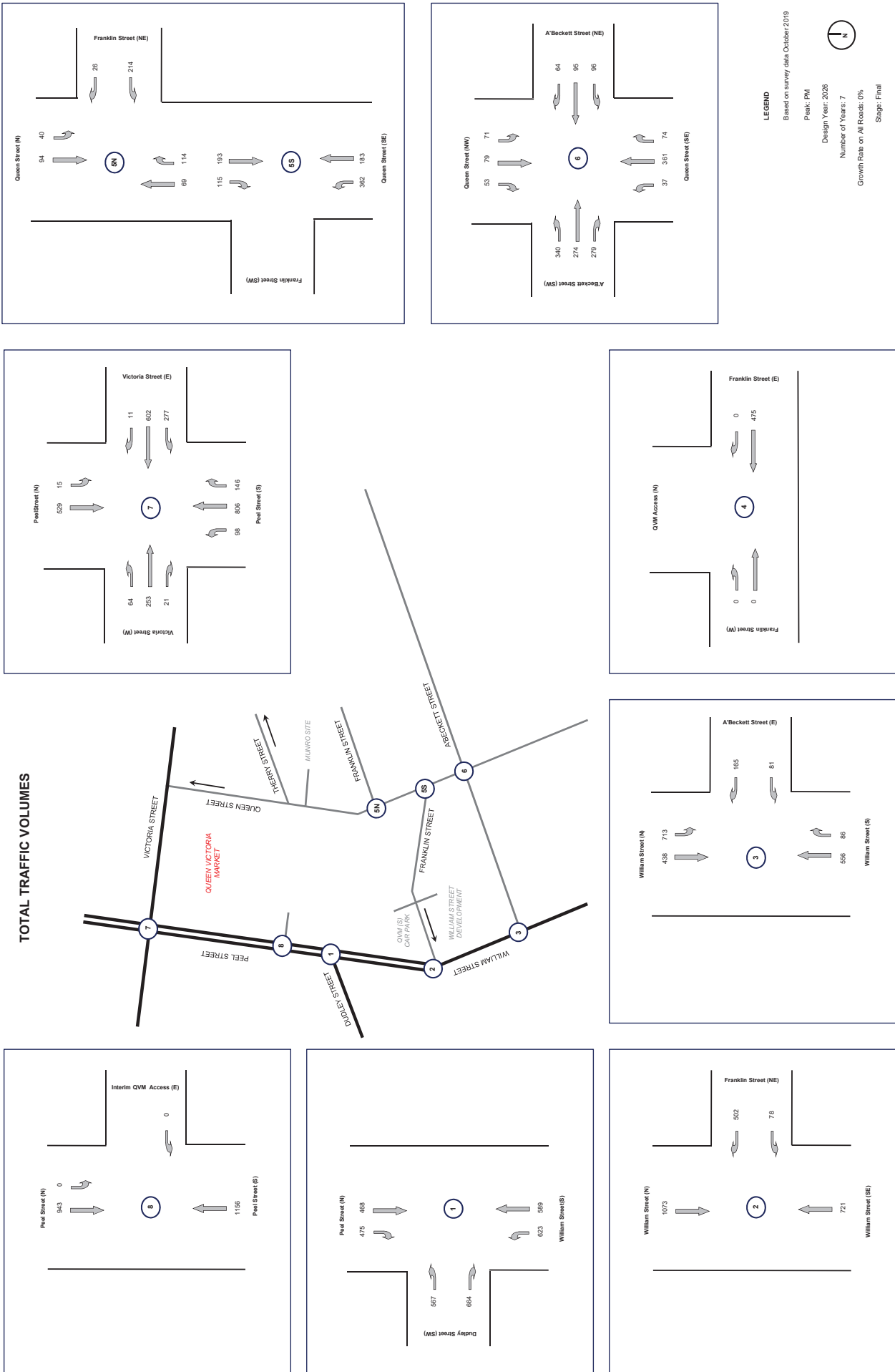
TOTAL
ANTICIPATED
TRAFFIC VOLUMES



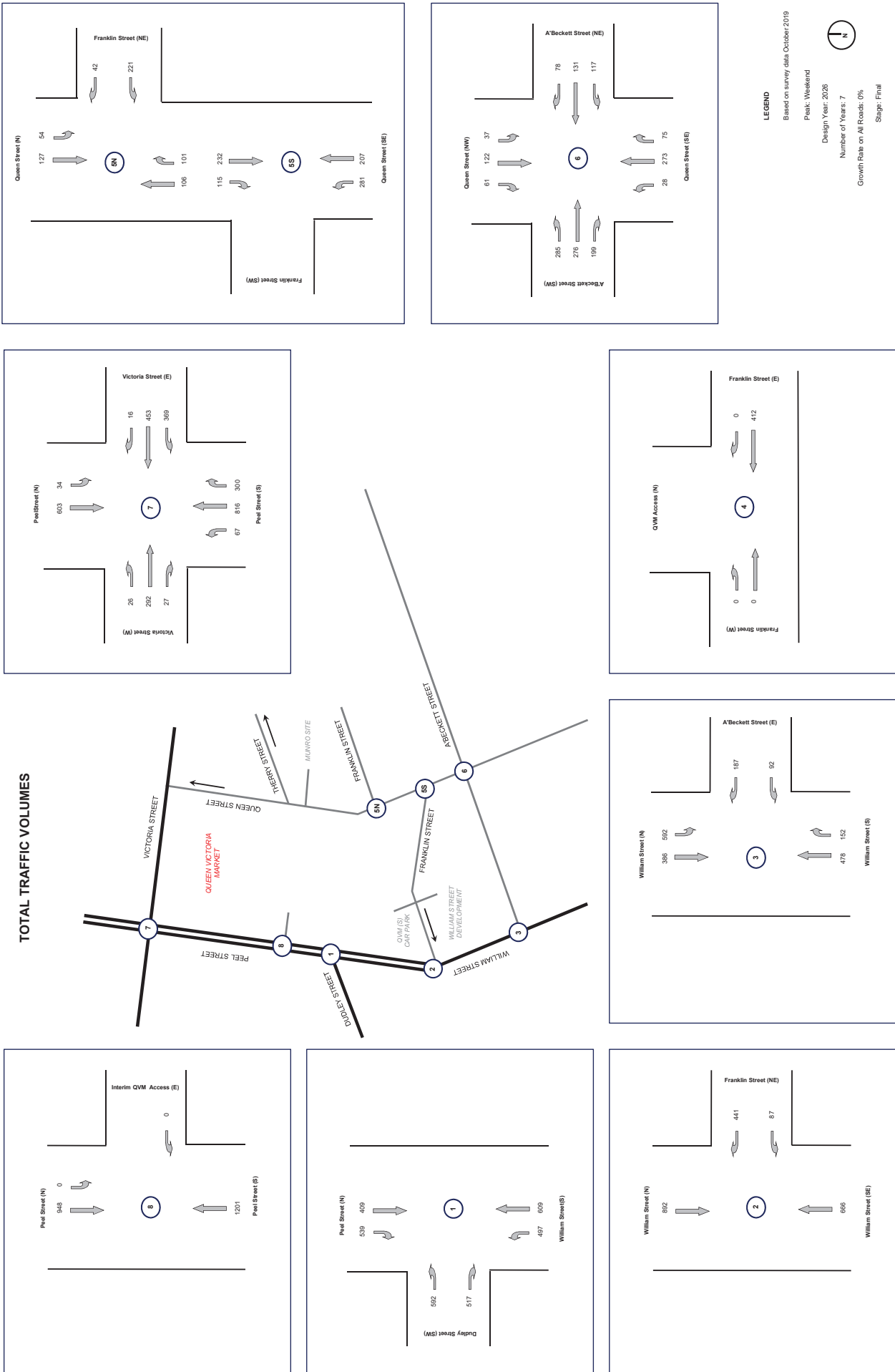
TOTAL TRAFFIC VOLUMES



TOTAL TRAFFIC VOLUMES



TOTAL TRAFFIC VOLUMES



QUEEN VICTORIA MARKET PRECINCT RENEWAL

INDICATIVE PROGRAM WORKS TIMELINE - 2019 TO 2025

