



Northern Undercroft and City Road Park

Draft Community Engagement Summary Report

Prepared by

Community Engagement and Impact

Community and City Services

City of Melbourne

15 July 2024

The City of Melbourne respectfully acknowledges the Traditional Owners of the land we govern, the Wurundjeri Woi-wurrung and Bunurong / Boon Wurrung peoples of the Kulin and pays respect to their Elders past and present. We acknowledge and honour the unbroken spiritual, cultural and political connection they have maintained to this unique place for more than 2000 generations.

We accept the invitation in the Uluru Statement from the Heart and are committed to walking together to build a better future.

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Executive summary

The Northern Undercroft and City Road Park project forms part of the delivery of the City Road Master Plan by reimagining the undercroft (located under Kings Way overpass on the northern side of City Road) as a new usable public space for the Southbank community. As part of this project, there is also an opportunity to improve neighbouring City Road Park.

We understand public and community spaces remain a top priority for the Southbank community. This consultation was an opportunity to understand community support for the proposal and any new insights since earlier engagements that began in 2014.

This public consultation was open from 13 May to 13 June 2024. The invitation to participate was through an online survey on Participate Melbourne and at two community pop ups. Key stakeholders were also invited to meet with the project team directly.

During this time, we received **1082** Participate Melbourne webpage views and **117** completed surveys. We promoted and held **two** community drop in sessions at the Boyd Community Centre (on 19 and 20 May), with over **40** people talking to the project team.

In addition, **two** stakeholder meetings were held with representatives from Victoria Police East Melbourne Station (on 30 May) and Southbank Residents Association (on 3 June). From this, submissions were also received from each.

Key findings

- There was overall support towards the project with 76 per cent of survey respondents indicating they were fully or strongly supportive of the concept designs presented.
- Reasons for support were varied but acknowledged that any improvements to the space would be welcomed and that greening, safety and additional recreation opportunities were important to the local area.
- Of the smaller number who were not supportive, there was some doubt about anyone using the space and that there was not enough detail to provide comment.
- Active and passive recreation opportunities as well as a flexible space for social gatherings were seen as important, through feedback on the project themes and in response to how people would use the space.
- Feedback on the City Road Park proposal included a desire for appropriate plantings and infrastructure and to consider innovative design options given the site limitations.
- Common feedback themes included that public spaces are needed for the growing community, that there are a broad range of uses the site could cater for. This includes that safety, activation and recreation improvements are needed to make the space inviting and maximise its use.
- The Southbank Residents Association submission reiterated support for basketball facilities and consideration of noise/pollution from the overpass in any future designs. There was also reference to the nearby rock playground to attract families. There was strong support for Crime Prevention Through Environmental Design (CPTED) in particular the principle of community ownership.
- The Crime Prevention Officer from East Melbourne Police Station also provided a written submission. This reiterated the need for community ownership and organised events “for legitimate users to be present and displace illegitimate users”. Other

safety measures such as Safe City Cameras, lighting and design considerations to reduce graffiti should be taken into account.

- An additional submission was received from the Southbank 3006 inc group, advocating for active recreation facilities and opportunities for green open space in the Southbank area.

Introduction

Project Overview

By 2030, Melbourne is projected to be the most populous city in Australia, with Southbank its most densely populated suburb. With a diverse and rapidly growing residential, worker, retail and visitor community, the suburb is in dire need for more open space and greening.

The City Road Master Plan was endorsed by the Future Melbourne Committee in June 2016 and aims to transform City Road into a safe and welcoming place for everyone. It proposes a series of capital works projects. The Northern Undercroft and City Road Park project forms part of the delivery of the master plan by reimagining the undercroft (located under Kings Way overpass on the northern side of City Road) as a new usable public space for the Southbank community. As part of this project, there is also an opportunity to improve City Road Park and provide the community with more plants, new street furniture and a welcoming place to rest.

Early consultation was undertaken in 2014 to focus on the broader scale issues and opportunities in the area. Feedback was incorporated into the development of the master plan and informs this project as a strategic driver. As this was undertaken a number of years ago, this next stage of engagement aimed to capture new insights and the findings will inform future designs and funding opportunities.

We understand public and community spaces remain a top priority for the Southbank community and this community consultation was an opportunity to understand community support for the proposal.

This report

The purpose of this report is to provide an overview of the engagement approach, who we heard from and what they shared. All feedback gathered through the online survey, pop ups, meetings and submissions has been synthesised and manually coded to identify common themes for this report. Themes are in order of most to least frequently mentioned in each section, which is structured under the survey questions. The below key was used to describe the relative number of comments consistently throughout:

Key for comment numbers	
3	A few
4-7	Several
8-14	A small number
15-25	A moderate number
26-51	A considerable number
52 – 100	A substantial number

Engagement approach and activities

The reason for community engagement at this time was to share high level concept designs and understand the level of support from the community for:

- exploring the project further
- delivering a flexible recreation offering to Southbank
- proceeding with future advocacy and funding opportunities.

Consultation was open from 13 May to 13 June 2024. The invitation to participate was through an online survey on Participate Melbourne and at two community pop ups. Key stakeholders were also invited to meet with the project team directly.

During this time, we received **1082** Participate Melbourne webpage views and **117** completed surveys.

The **two** community drop in sessions were promoted and held at the Boyd Community Centre on 19 and 20 May. Through these, the project team interacted with approximately **40** people which helped to raise awareness and encourage survey participation, particularly amongst community members who many not otherwise have heard about the engagement through online channels and corporate communications.

In addition, **two** stakeholder meetings were held with the representatives from Victoria Police East Melbourne Station (30 May) and Southbank Residents Association representatives (3 June). From this, submissions were also received from each.

Project awareness

The activities to raise awareness of the project and opportunity to participate included:

- printed bulletin with QR code to 250+ properties
- A3 corflute signs onsite and displayed at the Boyd Community Centre
- postcard with QR code widely distributed to the area
- direct emails to key stakeholders

Other communication channels employed included the Participate Melbourne newsletter, other appropriate newsletters and social media.

Who we heard from

Survey participants

Gender

There was a fair representation of gender, with slightly higher participation from men.

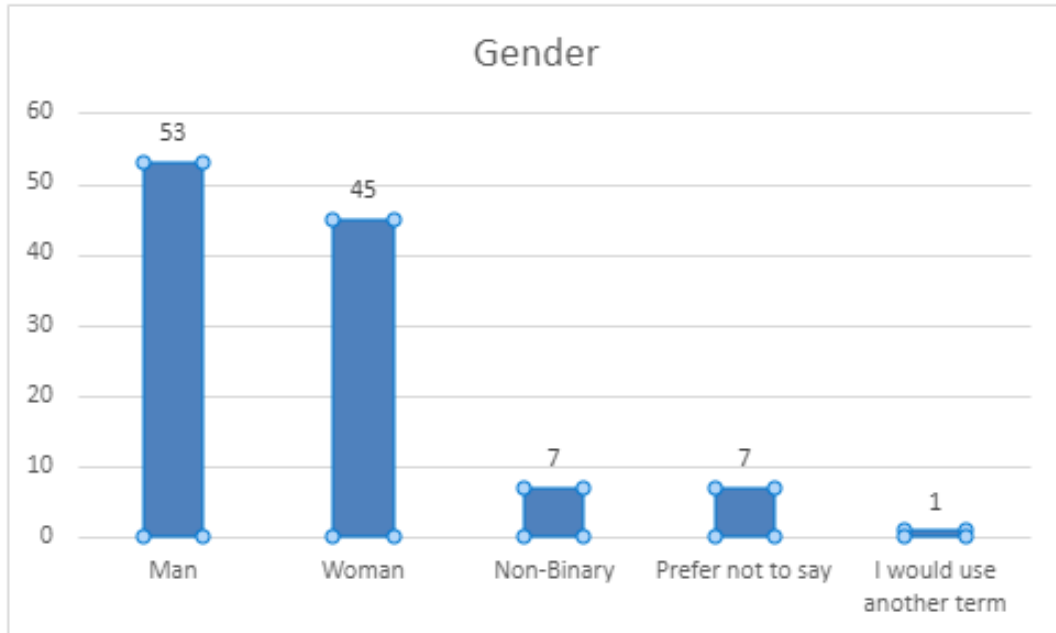


Figure 1: Gender (n = 113)

Age

The highest proportion of respondents were between the ages of 30 and 54 years of age. Those under the age of 20 and over 70 were much lower in representation.

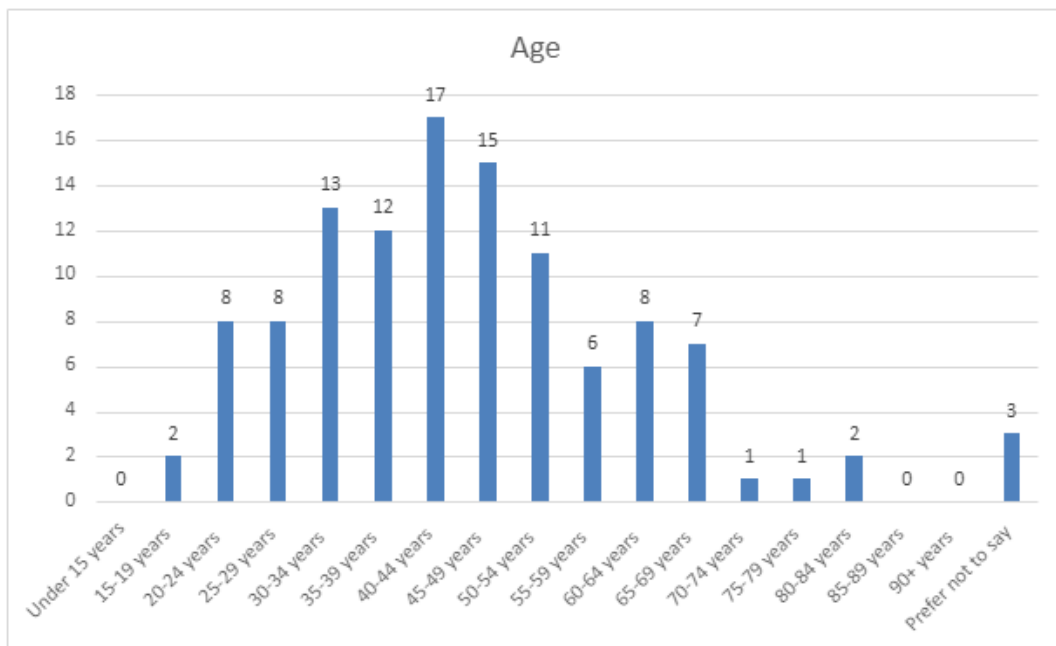


Figure 2: Age (n = 114)

Other key demographic groups

Participants were invited to select all categories that applied across a number of demographic categories. Half of respondents did not identify with any categories, while those born overseas and those who identify with LGBTIQ+ communities had considerable representation.

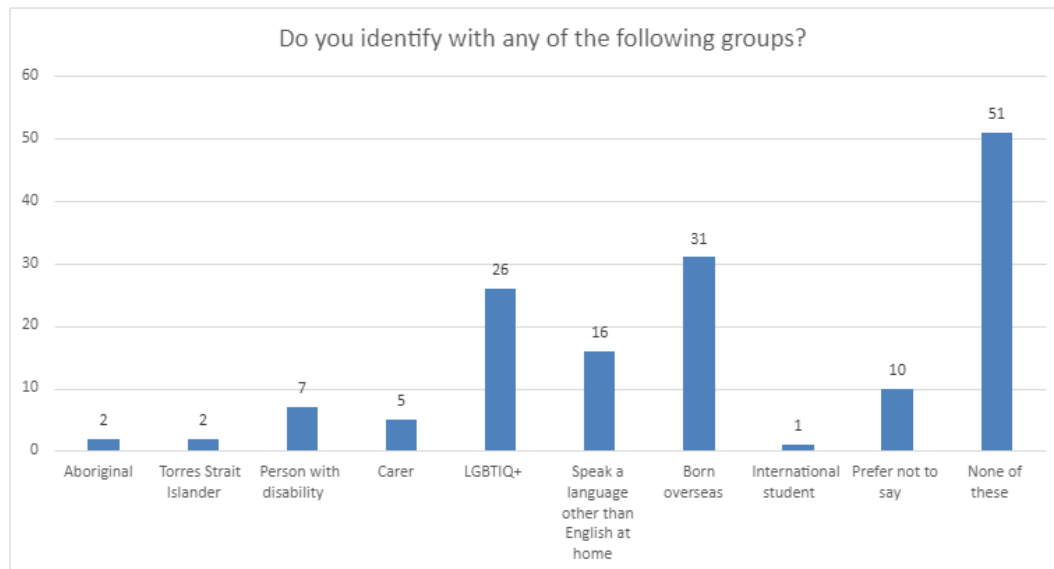


Figure 3: diversity demographics (n = 151)

Connection to this City of Melbourne project

The majority of survey participants were a resident, with a smaller number indicating they were a worker or visitor to the area. Seven participants provided an open-ended comment to 'Other' including; a past resident, library user, commute through the area, own a nearby residence, currently overseas, live in neighbouring suburb, broad connection but want to see better community spaces.

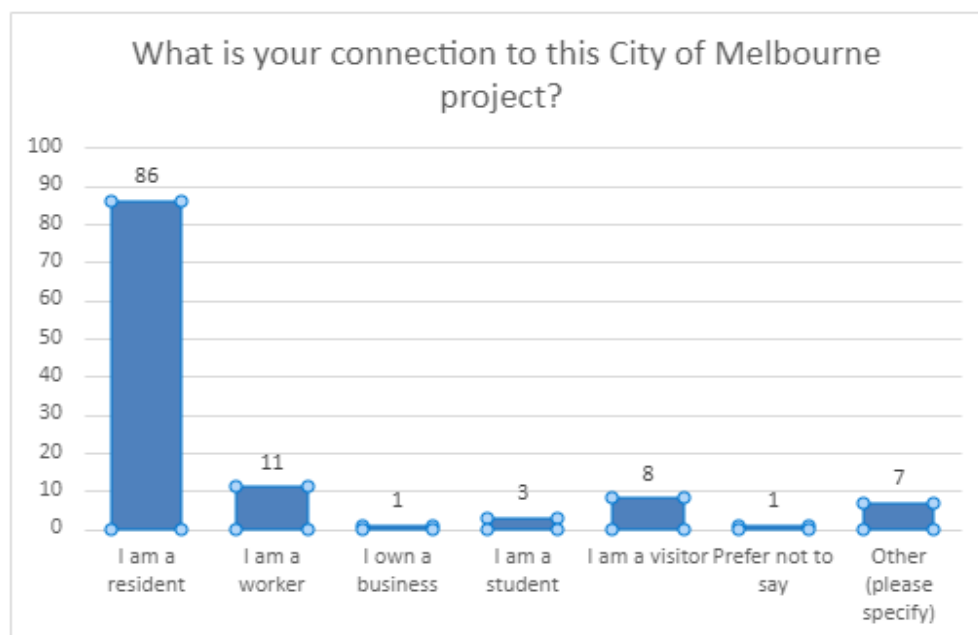


Figure 4: Connection to City of Melbourne (n = 117)

Over half of survey participants have a connection to Southbank, with a moderate number from CBD and smaller numbers from North Melbourne and West Melbourne. Of the seven participants who indicated 'Other' these included: Port Melbourne, Surf Coast, Richmond, Brunswick, overseas and Albert Park

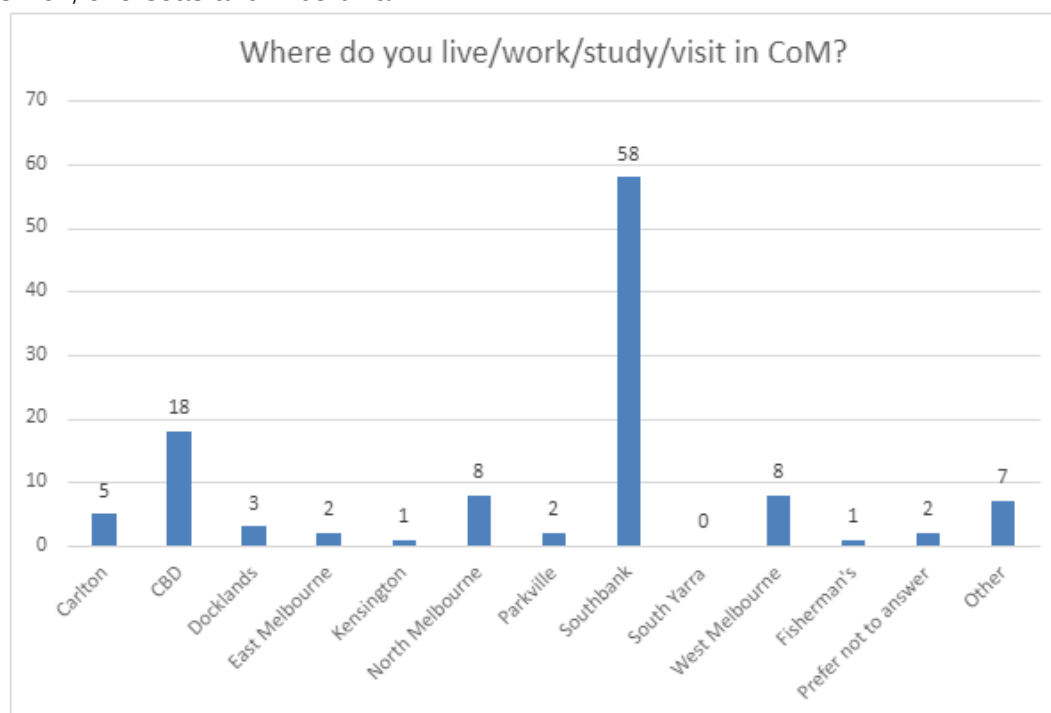


Figure 5: Location of connection (n = 115)

Previous participation in City of Melbourne consultations

Over half of survey respondents had participated in a previous consultation at least once or twice and a considerable number indicated they engage regularly. A moderate number indicated that this was the first time they had engaged.

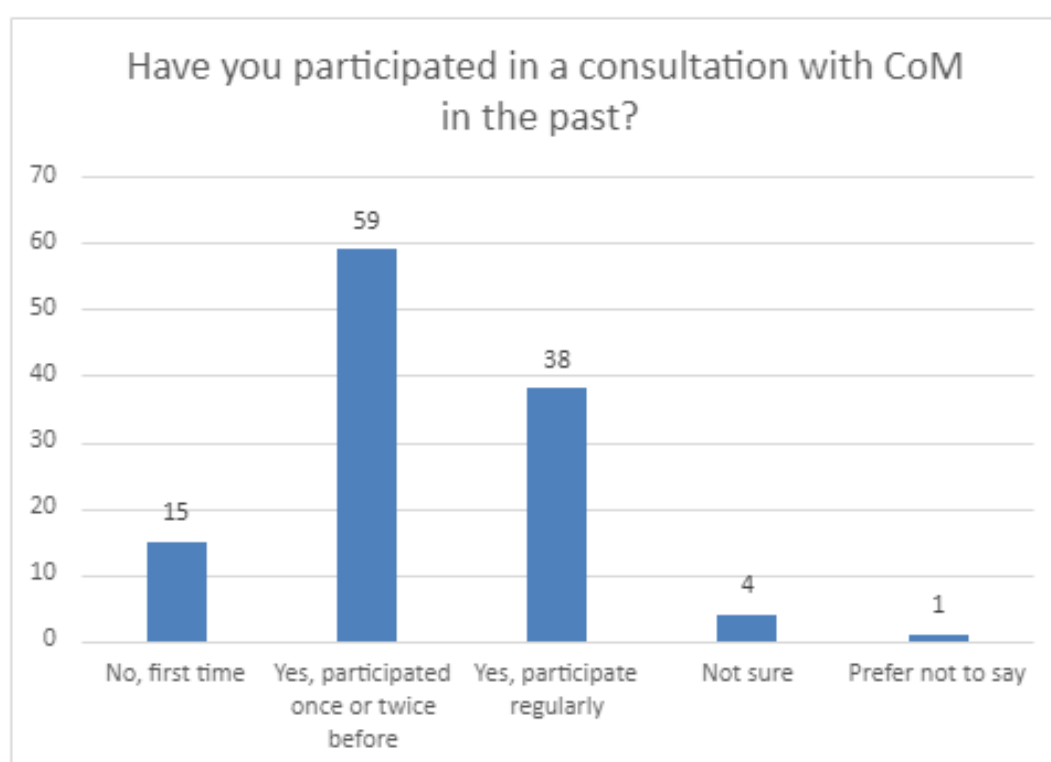


Figure 6: previous participation (n = 117)

Motivations to participate in this consultation

Participants were invited to choose all options that applied regarding what motivated them to participate. A substantial number indicated the importance to have your say and contribute to the future of the municipality. A considerable number indicated the project has a direct impact, and that they received a letter/email from the City of Melbourne. Smaller numbers indicated they saw the consultation on social media or heard via word of mouth.

Of the five participants who provided an open-ended response to 'Other', these included: direct contact from (Southbank Resident Association), Observations of changes in the area, stopped by the FAB stall, and one comment referencing dissatisfaction with Council.

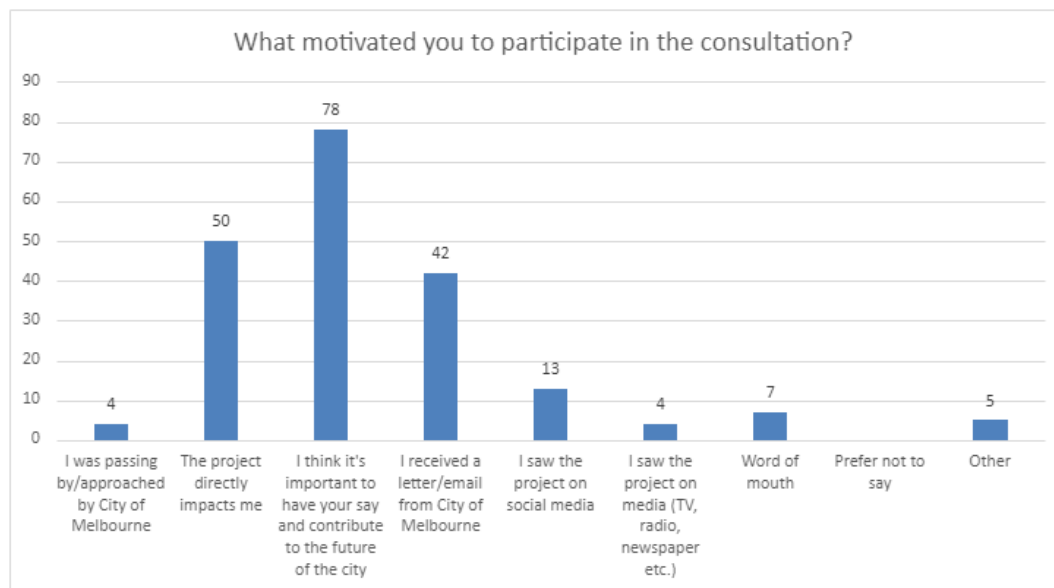


Figure 7: motivation to participate (n = 203)

What we heard / the conversation

Community insights were gathered during the consultation period, predominantly through the online survey. Questions focused on:

- understanding community support for the concept design
- understanding areas of importance for proposed themes for the site design, future uses of the space and storytelling opportunities
- specific feedback on City Road Park proposed improvements
- any additional feedback on the high-level concept designs for Northern Undercroft.

Direct contact via the community drop-in sessions and stakeholder meetings have been incorporated into the findings, and the submissions received are at Appendix B and C.

Overall support for the concept designs

All survey participants responded to this question (n=117) with a considerable number Fully or Strongly supportive of the proposed designs (n = 89 total) or 76 per cent of respondents.

All but one participant provided an open-ended comment for reasons why they were fully or strongly supportive. The main reasons being:

- any activation of the space is a positive outcome
- the opportunity for increased recreation and community space (a small number referred positively to skateboarding and several comments questioned the suitability of skateboarding and bouldering. Basketball had positive support from a small number)
- that it is not currently a good use of space, underused or unsafe
- the opportunity for green, open space for community enjoyment and the unique 'under-cover' aspect
- a moderate number referred to improving safety and liveability of the area through the proposed improvements
- a small number referred to the space being good for younger people
- two comments referenced the loss of current car parking
- one comment was overall supportive but highlighted the need to consider flooding
- one comment made reference to the loss of open space behind Boyd and that should be retained instead,

Of the 22 respondents who moderately support the proposal, reasons given were diverse, but included:

- considerations and limitations of the proposed recreation activities for this site
- considerations for lighting and access
- not a good investment/nothing new
- greening limitations
- would like to see more/additional amenities than what is proposed
- noise and sound concerns
- two comments indicated there was not enough detail in the proposed designs to comment fully.

Of the six responses that only supported the proposal ‘a little’ or not at all, the reasons given included:

- not enough information/detail
- no one will use the space
- need to consider car parking
- need spaces for all user types.

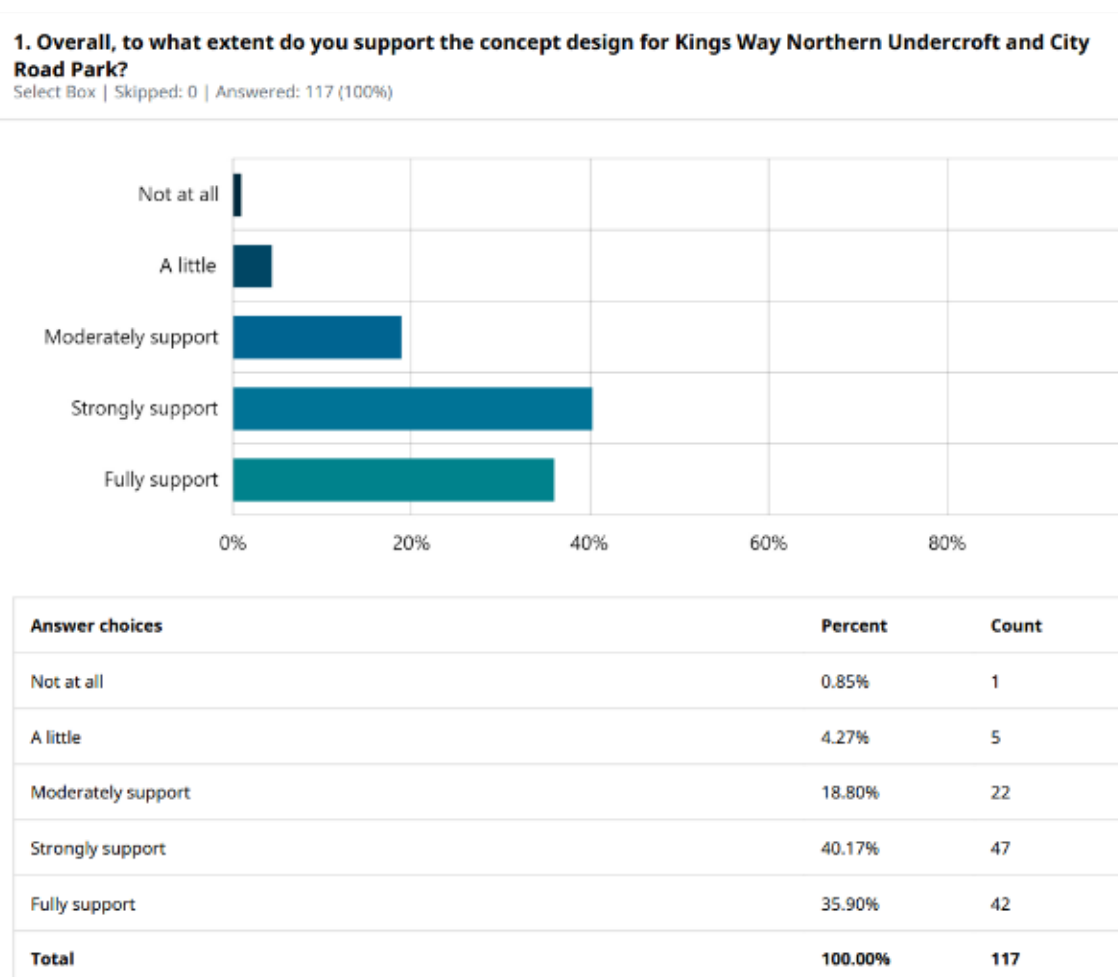


Figure 8: overall support rating, Participate Melbourne (n = 117)

Feedback on project themes

All but one respondent provided a response to the question ‘what is the most important theme for this project, and why’ from a choice of three.

Of the 46 survey respondents who selected ‘A space for active recreation’, there were 40 open-ended comments that provided insight into why it is important. These included:

- this area needs more spaces for recreation
- this is the best use of this space
- active recreation encourages health and wellbeing
- proposed space for basketball
- proposed space for skateboarding

- active recreation encourages community connection and site activation
- recreation spaces for children and families are much needed.

Of the 38 who selected 'A space for flexible community use', the reasons this is important included:

- flexibility allows for a broad range of uses and caters to a diversity of users
- will maximise the use of the space if it is flexible and not fixed
- diverse/flexible use of the space will foster community connection
- opportunity for community markets, support local economy
- adapt to community/managed by community
- allow for groups and gatherings.

Of the 32 who selected 'A social space', there were 29 open-ended comments that provided reasons this is important. These included:

- meet friends, make connections with other locals
- it's the best use of this space, would get the most use
- a mix of social/passive and active/recreation
- this theme most likely to have most greenery
- best theme for children and family friendly space.

One respondent did not choose a theme but left a comment referring to leaving the space as it is and find public space options elsewhere.

3. What is the most important theme to you for the project?

Select Box | Skipped: 1 | Answered: 116 (99.1%)

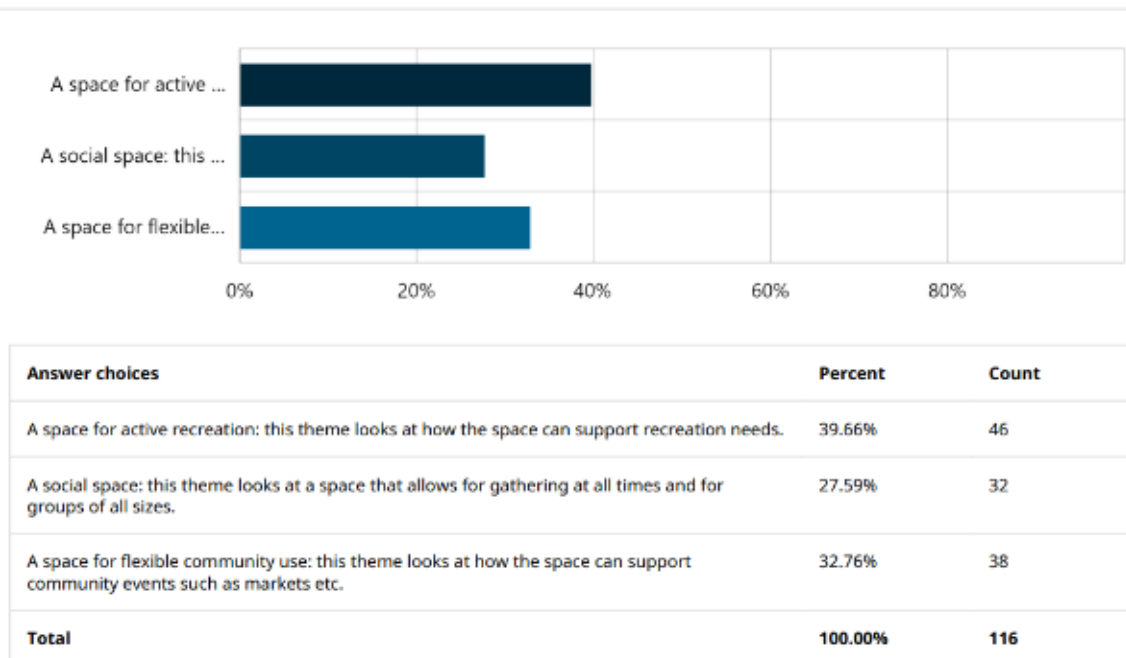


Figure 9: theme rating, Participate Melbourne (n=116)

Feedback on use of the Northern Undercroft space

Survey respondents were asked to select all that applied to them regarding how they would use the space, from a range of multiple-choice options. There was also an option to share anything not listed.

The most popular uses were Passive Recreation, followed closely by Active Recreation. Markets and Social Gatherings also received a considerable number of responses. Art and events received a substantial number of responses, with skating the lowest. 12 comments were provided under 'other' and these included:

- a safe thorough-fare between South Melbourne to the Yarra river/City, pedestrian friendly
- extra traffic lanes past and away from the Casino
- flexible use with grass but NOT for dogs
- nature/Green space, garden, plants, grass
- I personally would not use the space but as a Police crime prevention officer in the city for the last 15 years it will be used for the above but also unintended use
- just checking it out
- kid's playground
- parking
- public performances
- read and get some sun.

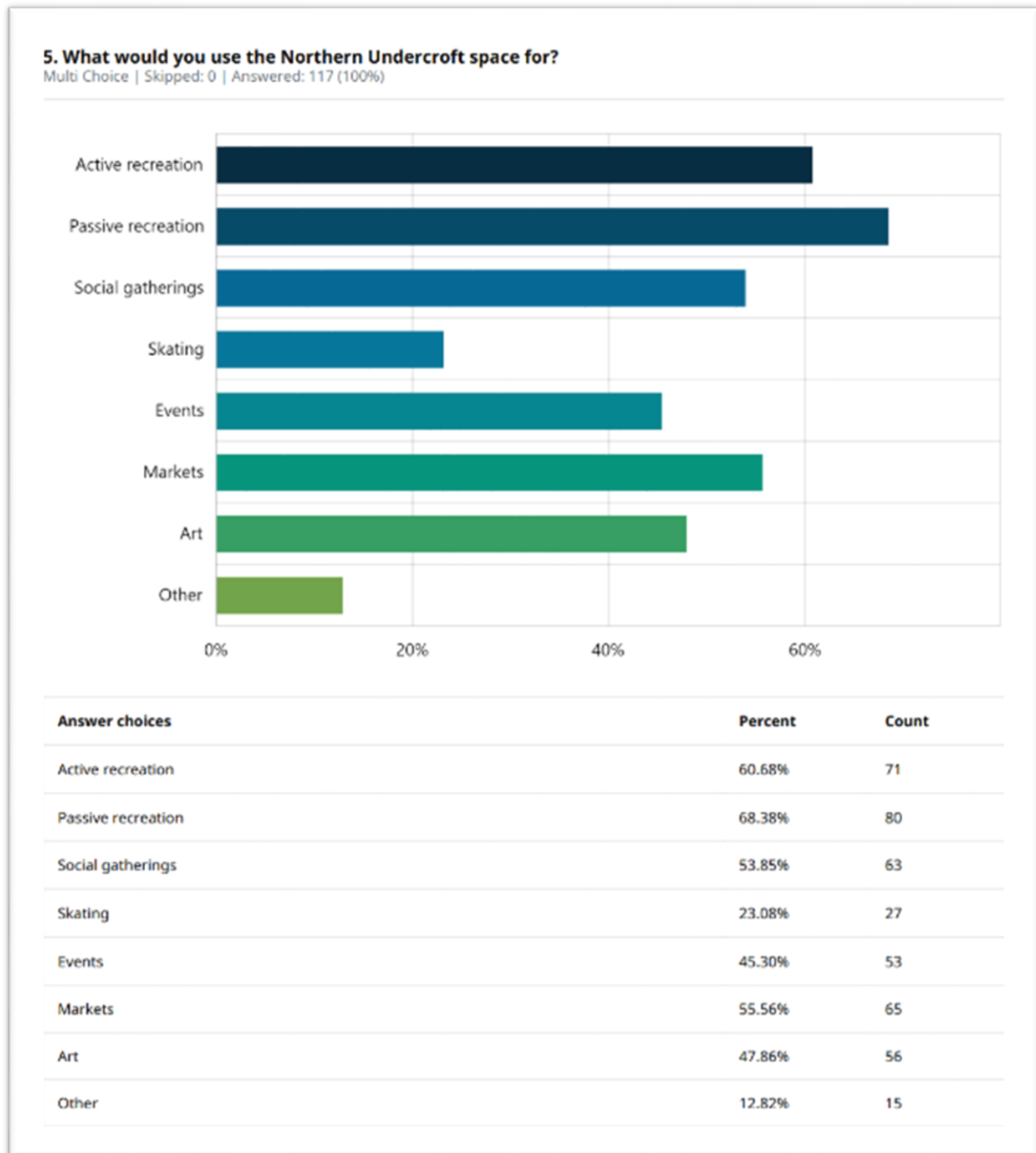


Figure 10: Use of space, Participate Melbourne (n = 117)

Feedback on the types of stories to be told

Survey respondents were invited to choose all that applied in regards to the type of stories they would like to see creatively told. There was also an option to share other ideas.

The most supported suggested story was the History of Southbank, followed by Stories of the community, followed by Traditional Owner stories. Although less than the first three categories, a considerable number supported the idea of Water Story of the site, being creatively told. Of the open comments provided that were relevant to the question, suggestions included:

- indigenous flora
- modern and bright, dynamic activities

- whatever stories fit the space to ensure active community participation.

6. What types of stories would you like to be creatively told within the Northern Undercroft space?

Multi Choice | Skipped: 3 | Answered: 114 (97.4%)

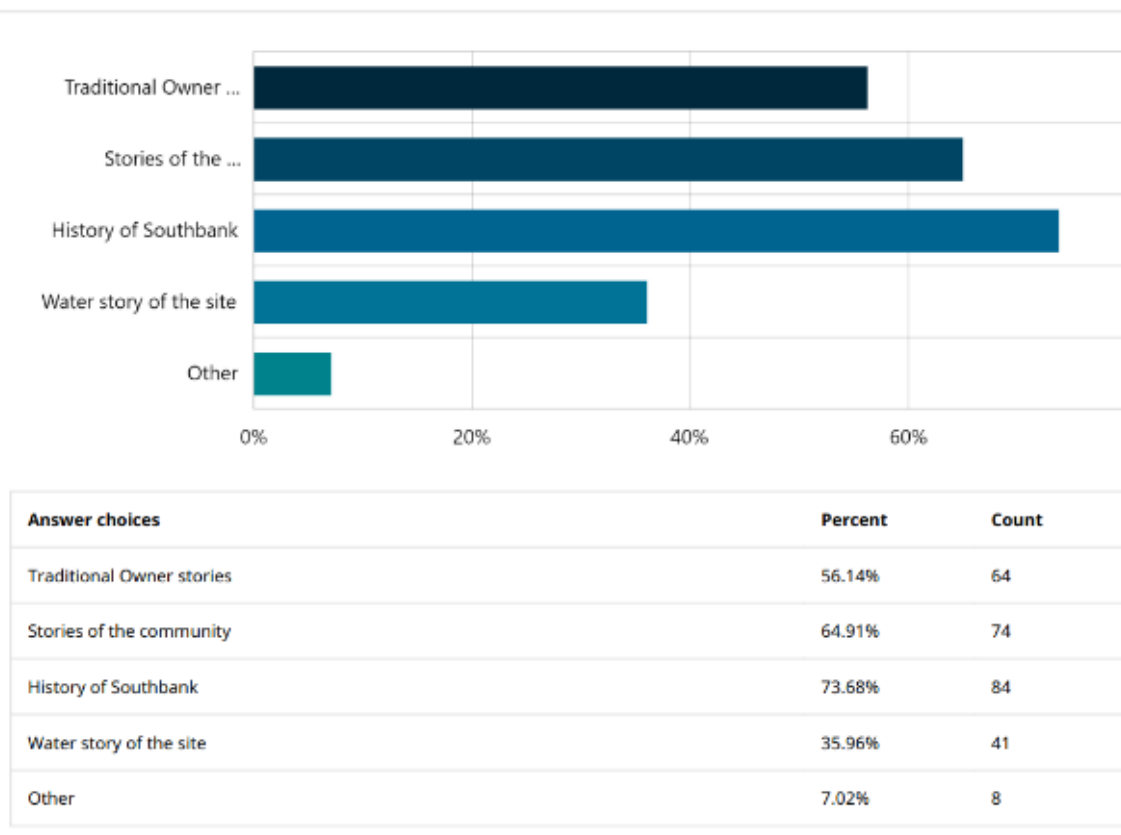


Figure 11: Support for creative storytelling, Participate Melbourne (n = 114)

Feedback on the proposal to improve City Road Park

Survey respondents were invited to share an open comment, specifically for the City Road Park proposal. Over 90 comments were provided and have been summarised below:

- Many comments related to appropriate plantings. Consider native plants, tall trees and greenery that can thrive in this space, given its proximity to busy road to make it an appealing place to spend time.
- A large number of comments were supportive of the improvements, as long as plantings and designs are sustainable.
- A number of comments referred to opportunities for innovative design for efficiencies such as passive irrigation, vertical garden, recycled plastics for street furniture, minimise noise and pollution.
- There was mixed support for seating, several comments in support of seating and benches and a small number doubtful that seating would be appropriate or useful at this site.
- A considerable number of comments included the need to enhance City Road and connections to and around this site to make it a genuine public space, acknowledge this is a pedestrian thoroughfare and safety concerns.
- There were a number of comments that would like to see a community garden, supported by a local organisation.

- Generally positive, supportive and keen to see it happen as soon as possible.
- Several comments related to the Northern Undercroft space.
- One comment referred specifically to an historical reference: I would like to see the park on the corner of City Road and Queensbridge Street to be named as Toll Gate Park as it is the location of the original toll gate on Sandridge Road in the early 1800s.
- The Crime Prevention Officer also made a comment regarding visibility and to take care that plantings don't create a barrier between cars and pedestrians/cyclists, etc.

Any further comments

Survey respondents were invited to share any final open comments about the proposed designs. 56 detailed comments were provided and have been summarised below:

- Many of the additional comments emphasised ensuring the design can create a space that is safe and inviting and therefore used. This included lighting, colour, cleanliness, security, etc.
- A number of comments referred to maximising the opportunity for greenery in this space including vertical gardens and other innovations,
- Comments also referred to the challenges of noise from the overpass and surrounding roads, and the proposed recreation activities.
- A number of comments referred to prioritising needs of local residents and fostering community 'custodianship'.
- A number of comments referred to being mindful of conflicting use of space. For example delineating fixed use of space for active recreation (skateboarding, basketball) and social or passive space for sitting, walking a pram, etc.
- A number of comments acknowledged the challenge of the site within the City Road location and the need for connections for this space to work.
- several comments referred to car parking concerns and ensuring the space was dog friendly.

Feedback through submissions

- The Southbank Residents Association submission reiterated support for basketball facilities and consideration of noise/pollution from the overpass in any future designs. There was also reference to the nearby rock playground to attract families. There was strong support for Crime Prevention Through Environmental Design (CPTED) in particular the principle of community ownership.
- The Crime Prevention Officer from East Melbourne Police Station also provided a written submission. This also reiterated the need for community ownership and organised events "for legitimate users to be present and displace illegitimate users". Other safety measures such as Safe City Camera's, lighting and design considerations to reduce graffiti should be taken into account.
- An additional submission was received from the Southbank 3006 inc group, advocating for active recreation facilities and opportunities for green open space in the Southbank area. Reference was made to the popularity of nearby facilities as a demonstration of the demand, such as the temporary basketball court and playground. There is strong support from this group to the proposal for active recreation opportunities at the Northern Undercroft site.

NEXT STEPS

The City of Melbourne will finalise the concept design utilising the community feedback. We will also continue to pursue funding opportunities.

Once the concept plan is finalised, we will update the community and seek FMC endorsement. An endorsed concept plan can progress to detailed design and construction once funding is available.

Appendices

Appendix A - Survey questions

Q1. Overall, to what extent do you support the concept design for Kings Way Northern Undercroft and City Road Park?

Not at all A little Moderately support Strongly support Fully support

Q2. For what reason/s

Q3: What is the most important theme for you, for this project:

A space for active

recreation: this theme looks at how the space can support recreation needs.

A social space: this theme looks at a space that allows for gathering at all times and for groups of all sizes.

A space for flexible community use: this theme looks at how the space can support community events such as markets etc.

Q4: Why this theme?

Q5: What would you use the Northern Undercroft Space for?

Active Passive Social

recreation recreation gatherings Skating Events Markets Art Other

Q6: What types of stories would you like to be creatively told within the Northern Undercroft space?

Traditional Owner stories

Stories of the community

History of Southbank

Water story of the site

Other

Q7: Do you have any feedback on the proposal to improve urban greening for City Road Park, including trees, garden beds and seating?

Q8: Do you have any further comments about the Northern Undercroft or City Road Park proposals?

Q9. How do you describe your gender?

- Female
- Male
- Non-binary/gender diverse
- Prefer not to say
- I use a different term, please specify:

Q10. What is your age?

- Under 15 years
- 15-19 years
- 20-24 years
- 25-29 years
- 30-34 years
- 35-39 years
- 40-44 years
- 45-49 years

- 50-54 years
- 55-59 years
- 60-64 years
- 65-69 years
- 70-74 years
- 75-79 years
- 80-84 years
- 85-89 years
- 90+ years
- Prefer not to say

Q11. Do you identify with any of the following?

- Aboriginal
- Torres Strait Islander
- Person with disability
- Carer
- LGBTIQ+
- Speak a language other than English at home
- Born overseas
- International student
- Prefer not to say
- None of these

Q12. If you speak a language other than English at home, what language do you speak?

Q13. Which of the following best describes your connection to this City of Melbourne project?

- I am a resident
- I am a worker
- I own a business
- I am a student
- I am a visitor
- Prefer not to say
- Other, please specify:

Q14. Based on your connection this project, where do you live/work/own a business/study/visit?

- Carlton (3053)
- CBD (3000)
- Docklands (3008)
- East Melbourne (3002)
- Kensington (3031)
- North Melbourne (3051)
- Parkville (3052)
- Southbank (3006)
- South Yarra (3141)
- West Melbourne (3003)
- Fisherman's Bend
- Prefer not to answer
- Other/outside the City of Melbourne

Q15. Have you participated in a consultation with City of Melbourne before?

- No, this is my first City of Melbourne consultation
- Yes, I have participated in a City of Melbourne consultation once or twice before today
- Yes, and I participate in City of Melbourne consultations regularly
- Not sure
- Prefer not to say

Q16. What motivated you to participate in this consultation today?

Please select all that apply.

- I was passing by/approached by City of Melbourne
- The project directly impacts me
- I think it's important to have your say and contribute to the future of our city
- I received a letter/email from City of Melbourne
- I saw the project on social media
- I saw the project in the media (TV, radio, newspaper etc.)
- Word of mouth
- Prefer not to say
- Other, please specify:

Q17. Please provide your email if you would like to receive updates about this project:

Appendix B – Submissions



PO Box 1195 South Melbourne VIC 3205
Phone: 03 9028 2774
ABN 58 986 783 321 Cert. of Inc. A0036364B
info@southbankresidents.org.au
www.southbankresidents.org.au

Submission to Participate Melbourne

Northern Undercroft and City Road Park

Our committee has reviewed the City of Melbourne draft concept plan for the Northern Undercroft as part of the City Road masterplan. We thank you for the opportunity to contribute.

Firstly, we won't add too much as to what should/ could or shouldn't be part of the space except that from our understanding within the community a basketball court/half courts would be well received as evident by the previous Boyd court and now the courts at Melbourne Square. Owing to the temporary nature of the current courts, this is essentially not negotiable.

We will allow your consultation to take its course and allow the community to feed into that.

However, what we feel is critical that needs to be considered and where possible mitigated is noise and pollution/dust from the overhead road. This will go a long way to making the space appealing to its likely many uses.

Ideally we feel if the space was designed in such a way to attract family groups a by-product will be that sense of connectivity with community through their encounters with each other. A good example of this at present is at the rock playground on the corner of Kavanagh St and Southbank Boulevard.

We know that the City of Melbourne is aware of strategies for 'Crime Prevention Through Environmental Design (CPTED)'. We note that one of the principles of CPTED is 'personal and community ownership' of the outcomes'. SRA looks forward to working with the City of Melbourne to achieve this worthy goal.

We look forward to continuing this discussion with the City of Melbourne as the project progresses.

Regards,

A handwritten signature in black ink, appearing to read "Tony Penna", with a long horizontal stroke extending to the right.

Tony Penna
President
Southbank Residents Association

13 June 2024



Southbank3006 Inc
181/100 Kavanagh St
Southbank VIC 3006
Associa9on No: A0114346X
ABN: 55370219287

Cr Nick Reece
Deputy Lord Mayor
City of Melbourne
90-120 Swanston St
MELBOURNE VIC 3000

3 March 2024

Dear Nick,

RE: Development of Active Recreation Facilities in Southbank and Kings Way Undercroft

Southbank3006 Inc, as the largest resident group in Southbank, is writing to you about the acute need for active recreation facilities in Southbank. Southbank is the most densely populated neighbourhood in the City and in Australia but the most deprived in terms of social and community development facilities in the City.

The initial land use planning for Southbank neglected to account for the social development needs of its future residents. Planning was done on a building-by-building basis, without consideration for passive or active recreation requirements. Consequently, Southbank falls significantly below the open space standards set by the Council, with a glaring absence of facilities for recreational activities.

In response to representation by Southbank3006 the Council has taken steps to undertake a significant passive recreation project to replace the granite sand on the ACCA forecourt with a green space. Because there are structural limitations imposed by the CityLink tunnel this is the only use to which this space can be used. Similarly, we believe the Sturt St reserve needs investment and expansion to the adjacent parcel of land.

However, the removal of the only active recreation element in Southbank, a basketball court on Boyd Park, to make space for a residential tower in late 2022 underscores the lack of foresight in planning by previous Council administration. Although you have been able to negotiate a temporary facility with OSK to address the immediate need, it remains evident that there is a substantial gap in active recreation facilities. This temporary facility opened in February 2024.

The immediate response by young adults and families to this small facility demonstrates the unmet demand for such facilities in the community. Similarly, the Playground that the Council developed as part of the Southbank Boulevard project is used by families with young children for active recreation. The only part of that entire development with active daily use.

Reflecting on both the problem and the response of residents to these two minor facilities, and the temporary nature of the OSK facility we would like to propose the following to Council:

1. That the area under Kings Way, known as the Undercroft[, immediately become the focus for redevelopment for a number of active recreation facilities. (e.g. Half-Courts for Basketball, Netball, tennis, soccer; outdoor gym spaces, practice nets for cricket). This is a significant land parcel that has the potential for a wide variety of uses.
2. The Undercroft today is a wasteland and a blot on the landscape. But if one looks at how Crown has used a similar area, incorporating it into its building in the area bounded by Whiteman St and the Yarra Promenade under Kings Way, it shows what can be done delivered with planning and forethought.
3. Rather than continuing to spend scarce resources on neighbourhoods, already well serviced with active and passive recreation facilities (e.g. Parkville and South Yarra) Council should make a conscious investment decision to tackle the needs of Southbank rather than consigning them to a "too hard" basket for ever.

When we compare Southbank with every other residential area across the City, we cannot identify any community with a such a complete lack of active and passive recreation facilities that we face in Southbank. The young diverse resident community in Southbank is united in an interest in and a passion for the

activities we envisage could play a part in the Undercroft. Creating this facility would therefore address the Councils Strategy with respect to diversity as well as health and well-being.

Developing the Undercroft as the focus for Active recreation will deliver significant benefits to residents across Southbank and stretching down to Montague street. This project will improve the liveability of all residents and offer the potential for enhanced health and well-being for the thousands of residents of high-rise towers in the area.

At the ACCA you have been able to make a start on the passive recreation gap in the community. The Undercroft offers Council a similar opportunity to close the gap for active recreation facilities in Southbank.

Kind regards



David Hamilton

President

Southbank3006 Inc

community@southbank3006.com

www.southbank3006.com