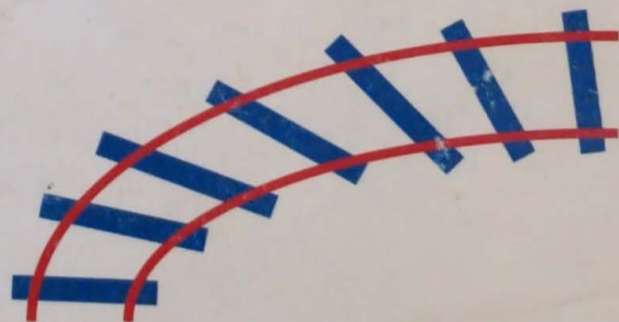


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City of Melbourne Transport Strategy 1992



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1992 Transport Strategy



City of Melbourne

FOREWORD

A city where public transport is widely used by all, where through traffic in the heart of the city and local neighbourhoods is minimised, and where commercial and freight traffic moves efficiently.

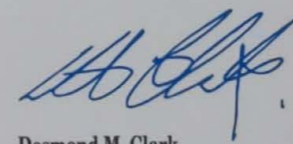
These are some of the most significant goals for the Melbourne's transport system as explained in this City of Melbourne Transport Strategy.

Incorporating roads, public transport, pedestrian and bicycle facilities, an effective transport system is critical to the operation of our cities. It is crucial to fulfil the city's economic potential in an international context and for moving people between places of work, study, home and leisure. It is also a major influence on the ultimate development form, environmental quality and "liveability" of this city.

The Strategy builds on and supplements the Council's 1992 Strategy Plan Review which describes the Council's overall vision for the City of Melbourne into the next century.

The objectives outlined in this Transport Strategy, and many of the actions in this Strategy to achieve them, will require a co-ordinated and co-operative approach between all levels of government and the community. The City of Melbourne is only one of a number of players who share responsibility for the road network and transport system. The State Government has the most significant contribution to make. In the current climate, and as a result of various Federal Government initiatives, the private sector will also play an increasingly important role in the provision of infrastructure. Most importantly, the community will play a crucial role in embracing the philosophy of the Strategy.

On behalf of the Council of the City of Melbourne, I am pleased to present this statement of the Council's vision for transport in this city. We look forward to working toward the achievement of our goals with the people of Melbourne.



Desmond M. Clark
LORD MAYOR

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Designed & Produced by the Strategic Planning Branch

City of Melbourne

G.P.O. Box 1603 M

Melbourne 3001

Victoria

EXECUTIVE SUMMARY

Transport continues to be one of the major issues associated with the efficient functioning and continued growth of our cities. Concerns regarding the effects of the transport system are now widely focused, particularly with an increasing awareness of the environmental implications of expanding vehicle usage.

This Transport Strategy seeks to address these challenges and explains the Council's goals and objectives for all aspects of the transport system. It supplements the Council's 1985 Strategy Plan and the recent review of this Plan.

Our vision is based on the premise that a *balanced, comprehensive, co-ordinated and efficient transport network is essential for the well-being and economic growth of this city*. The Strategy recognises the *legitimate role of vehicles and the need to provide the necessary infrastructure for road-based transport*. This is, however, within the context of *protecting local neighbourhoods and enhancing access for other users, including pedestrians and cyclists*.



Partial City Skyline viewed from the Queen Victoria Market

The Council's philosophy also reflects the Council's and community's concerns regarding the impact of vehicle use on the environment and the long term growth pattern of Melbourne. It therefore *promotes the wider use and acceptability of the city's extensive public transport system by all sectors of the community*. *Encouraging more freight to be moved by rail within and outside Victoria* is a further key element of this philosophy.

The Strategy outlines the actions adopted by the Council to pursue these goals, the priorities for attention, and the means by which these actions will be addressed. In implementing these actions, the Council has a number of roles. For some actions, it has a direct management responsibility, while for many its role is confined to advocacy to the State and Federal Governments. Section 6 of the Strategy clearly defines the role of the Council for each action.

The main issues addressed in the Strategy and the priorities for action are described below.

Management of the Transport System

The management and planning of the transport system within the City of Melbourne and the inner area is highly fragmented. The Council will advocate that the *transport system* and all major transport related projects be the *responsibility of one State Government Ministerial portfolio (which may include planning)*. It will also *investigate and promote measures*, consistent with the Council's policy for a shared State Government/Council planning mechanism, which *improve the planning and management of the transport system on a regional basis*. These measures will focus on:

- the provision of a forum for input into the decision-making and implementation process for major transport and related land use projects;
- mechanisms for input from Local Government, State Government, business, the community and transport interest groups;
- the elimination of the fragmentation of land use and transport planning at the State Government level.

Road Network

The overall road network supported by the Council is included in Figure 11. *The Western By-Pass and Domain Tunnel link are key elements in this network*. They are advocated primarily for their importance for the movement of freight, access to the port and rail facilities and attraction of through traffic away from neighbourhood areas. This support is conditional on a number of issues being resolved primarily regarding protection of residential areas and the King's Domain, route location, the completion of a comprehensive vehicle survey and the results of an Environment Effect Statement. The Council also believes that the design and assessment of these major projects should be based on sound data. It will therefore advocate that *information supporting the Environment Effects Statement for the Western and Southern By-Passes incorporate a comprehensive classified vehicle survey*.

The *northern corridor is considered to serve primarily as a commuter link*, with much of the traffic destined for the city, rather than by-passing the city. Given its desire to limit commuter traffic, the *Council therefore does not support any widening of roads along this route*. The overall requirements in this regard may, however, need to be reviewed following a decision on the Eastern Freeway extension the construction of which, as a road link, has been opposed by the Council.

Similarly, the Council believes that the *existing configuration of Punt Road, south of the Yarra River, is adequate to cater for traffic movements on this eastern sector of a city by-pass system*.

It is proposed that the *Council, in conjunction with the State Government, prepare management plans to ensure the effective operation of both the northern and eastern corridors*.

Opposition to the loss of control over the road network within the city will continue to be expressed by the Council. The Council believes that *road funding should be based on a functional road hierarchy rather than the statutory declaration of a road*. In this regard the *Central Area Transport Strategy (CATS) road hierarchy has been adopted with some minor modifications, although it will be necessary to review the hierarchy with the construction of the Western By-Pass and Southern By-Pass*. This hierarchy also forms the basis for defining *Local Area Traffic Management areas, for which a review program and priorities will be established*.

Road Safety

The Council has a role to play in road safety, particularly in responding to initiatives developed by Vic Roads. This aspect of the Council policy will be developed and the requirements for involvement will be assessed through the *preparation of a Road Safety Plan*.

Freight

The *Council recognises the importance of the port and related transport facilities and will promote the city as a national transport hub*. Proposals related to infrastructure will be assessed on this basis. The Council will, in general, support the requirements of the port and the major transport facilities over competing proposals subject to an assessment of their comparative benefits and effects.

The *development of the South Dynon freight terminal will be encouraged, subject to the resolution of concerns regarding traffic intrusion into neighbourhood areas*. Support will also be given to the development of related rail infrastructure such as the standard gauge link to Adelaide, Webb Dock and the Fast Freight Train. This upgrading of rail facilities is also expected to increase the feasibility of developing outer suburban freight centres.

The *transfer of freight to rail will be strongly favoured* and the above rail proposals will assist in achieving this end. However,

the important role that road transport plays in moving urban freight, particularly within the metropolitan area, is also recognised and will be supported in the development and management of the arterial road network.

Greater control over the movement of hazardous materials is necessary to minimise the risks associated with the movement of chemical products.

Public Transport

The Council strongly supports the further development, promotion and use of the public transport system as an alternative to private vehicles and, where possible, commercial vehicles.

The philosophy formulated in CATS and the IMRA Public Transport Strategy for inner Melbourne provides a basis for upgrading the public transport service throughout the region, and is supported in principle by Council. While a number of proposals in the IMRA study focusing on direct infrastructure maintenance are not supported, those proposals supported by the City of Melbourne are included in this Strategy.

A direct Council role in running the public transport system or in maintaining the infrastructure would only add to the existing problems of fragmentation in the transport system. This is therefore not supported. The Council will, however, support and co-operate in the implementation of those actions which require a regional approach.

The integration of land use and transport planning would result in planning and housing policies which assist in improving the viability of the public transport system in the long term. There are also more immediate opportunities to facilitate development around public transport stops and routes. The Council will assess the possibilities and initiate discussions with the Public Transport Corporation in this regard. The Council also *supports the development of the Spencer Street transport interchange and the reinstatement of a public transport link between St. Kilda and Port Melbourne, through Flinders Street station linking to the east of the city.*

The Council supports actions which enhance the attractiveness and competitiveness of the central city and will therefore advocate *for an investigation of free public transport within the CAD* as a part of a broader package of measures to support the CAD.

Melbourne Airport

Melbourne Airport is an important asset in developing and promoting the City as the transport hub for south east Australia. The Council *supports its upgrading* to facilitate the city's international competitiveness and will promote extended use of the airport. The construction of a Rapid Transit Link into Spencer Street is seen as a priority project in this context.

Parking in the CAD

The total supply of car parking in the city is adequate and therefore the *existing limitation policy will continue. Parking ratios applied for new developments will be amended to be consistent with objectives for the CAD.* This will result in reduced requirements for the CAD north. Current standards may be too generous given the growth in car parking and floor space without any corresponding employment growth. However the effects of the existing high office vacancy rates need to be taken into account and therefore the planning scheme requirements will be reviewed following the Council's 1992 Floorspace and Employment Survey.

Short stay parking is also sufficient to support the viability of the CAD with the main concerns relating to visibility, price, enforcement and signage. *Any proposals for major additions to parking supply will therefore not be supported unless the need can be justified in the particular location.* The perception of a lack of car parking and concerns regarding the excessive price of parking are related. These will continue to be addressed through *marketing and in the facilitation of co-operative schemes between retailers and car park operators.* The Council control of car parking is seen as a longer term issue if co-operative approaches do not succeed.

Enforcement also has a role in this area in preventing the current skew towards commuter parking. *An enforcement program will be developed,* following discussions with car park operators. This will initially concentrate on parking agreements for premises around the retail centre.

There is a lack of a comprehensive signing system for the available car parks. Vic Roads have undertaken an initial feasibility study on the introduction of a linked, electronic signing system for the short stay car parks in the city. The Council is co-operating with Vic Roads and car park operators in the *introduction of a comprehensive signing system for the CAD.* This will initially focus on the retail core.



Swanston Street Walk viewed south from Lonsdale Street

Parking Outside the CAD

It is proposed to *continue the secondary limitation policy outside the CAD* and through IMRA, co-ordinate the development of consistent parking policies across the inner area. It is noted that CATS has supported the introduction of a parking limitation policy for the inner area. While the policy will continue, *the standards applied are in need of review.* The IMRA Inner Area Parking Study, which details parking generation rates, provides the basis for this review. The new requirements will provide the flexibility to deal with parking problems being experienced in local shopping centres.

To maintain the viability of the "payment in lieu" of parking scheme the *Council will apply its parking policies consistently and will develop firm proposals for the provision of parking in those areas where the scheme applies.*

Pedestrianisation

The Pedestrian Heart Strategy provides the overall policy direction for the CAD and the *Swanston Street Walk project is the most important initiative in improving the pedestrian environment for many years.* The Council will *monitor the implementation of the project* and assess its effects on the city as a whole prior to considering any further large CAD projects.

There are *opportunities for improving the attractiveness of local shopping centres through pedestrian works* and these

will be investigated as part of the current review of shopping centre action plans.

Moreover, in the preparation of a Road Safety Plan and in planning improvements to the road network, consideration will be given to the means by which pedestrian safety and amenity can be enhanced.

Bicycle Network

The *Melbourne Bike Plan* provides the policy base and related action plans for improving cycling facilities within the city. Some of the proposed engineering actions were not accepted by Council and the initial role of the Council *will be to review these actions and assess the effectiveness of those which have been implemented.* They will also provide a framework for developing a response to the Victorian Bicycle Strategy and establish an appropriate role for Council in implementing its recommendations.

Data Base

There is a lack of comprehensive transport data for the metropolitan region as a whole. The *Council will promote, and help fund, a program of research and data collection with Vic Roads, PTC, IMRA, and the Transport Research Centre.* Such a data base will provide the opportunity to *effectively monitor the performance of the transport system.* It is also proposed to examine the opportunities for staff exchanges between these organisations.

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SECTION 1 INTRODUCTION

With the increasing use and dependence on vehicles, and declining levels of public transport patronage, transport has emerged and remained a major urban development issue in Melbourne over the past 30 years.



Flinders Street Station

1.1 Transport: an ongoing concern

In previous decades, public concern about transport focused on traffic congestion and associated problems of car parking. The development and expansion of a freeway network in the 1960's and 1970's was seen as the solution to this problem, although controversial in its implementation. Planning was therefore directed toward correcting deficiencies in the supply of road space and car parking.

These issues, and the approach to their resolution, remain important to those living and working in the City of Melbourne. The transport planning decisions made by the Council are also integral to the wider metropolitan community who use the transport network and may be effected by actions taken.

Importantly, however, concerns about transport now are much more broadly focused. Our use of vehicles has continued to expand, and the community's awareness of environmental issues related to their use has become a major issue in the 1990's. These

issues include pollution caused by vehicle emissions, the impact in a broader context on our ability to ensure environmental sustainability, and the liveability of cities. The implications for the built form of our city from the increasing number of cars using the road network has also received greater public attention as the community becomes aware of the costs associated with road infrastructure. An efficient road system for commerce and industry is also crucial. Solutions are being considered in terms of managing the demand for transport, rather than simply increasing infrastructure supply.

The benefits of promoting public transport usage have been clearly highlighted in debates on these matters. Despite Melbourne's well developed public transport network, however, the challenge becomes how to maximise the use of this asset. Patronage levels, now at levels below the 1950's, must be increased. Encouraging the movement of freight by rail is a more complex issue which must address the origin and destination of goods being transported, the types of goods being moved and the inherent advantage of road transport for intra-urban services.

12 The Role of this Strategy

This Transport Strategy has a key role in addressing these challenges. It has been developed on the premise that a balanced, comprehensive, co-ordinated and efficient transport network is essential for the well-being of the city. The economic development of the city is dependent upon this system, and in particular the success of our port and manufacturing sectors. In addition, social development is dependent on successfully integrating people with the urban fabric.

The Strategy establishes the Council's vision for the transport system and develops policies concerning all aspects of transport and movement systems for the City of Melbourne. It therefore provides a context within which decisions regarding the transport system will be made or can be judged.

It has its origins in the Council's 1985 Strategy Plan which detailed the Council's position on movement systems. Prior to the 1985 Plan, the 1974 Strategy Plan, 1982 CBD Traffic Study and various parking studies and standards provided the main statements of the Council's philosophy on transport. Through the 1991/2 review of the Strategy Plan, transport has emerged as a central issue under the themes of an environmentally sustainable city and an economically competitive city. This reflects the greater environmental awareness noted above and the key role that transport plays in facilitating economic growth and maintaining existing economic linkages.

A revised Transport Strategy is required to reassess Council policy in light of these issues and major changes in the transport arena both at the National and State Government levels. These include initiatives such as the National Rail Corporation, National Road Transport Regulations and the development of the South Dynon freight terminal. Funding issues are also critical, with specific proposals provided in relation to the "One Nation" Economic Statement, "Priority Victoria" Statement and road funding for public transport. Private funding of transport infrastructure is becoming an increasingly important.

This Transport Strategy sets policies and actions in the context of Council's powers and functions within the framework and direction of the 1985 Strategy Plan and its recent review. It proposes policies and actions for areas under Council control, identifies issues in and between policy areas, and formulates responses to major transport issues. In developing the plan, the existing Strategy Plan policies and actions are assessed and reviewed where needed.

Section 3 of this Strategy explores the Council's current policy following the consideration of roles of respective levels of

Government and some recent initiatives in Section 2. Section 4 of this Strategy addresses the key issues confronting the Council in relation to transport planning and, in Sections 5 and 6, the proposed policy framework, strategy and priorities for action are described. Implementation of the Strategy is considered in Section 7.

13 Consultation

As modelled in the preparation of the 1985 Strategy Plan, the recent Strategy Plan Review involved extensive consultation with a range of key professionals, various organisations, interest groups and the community. The breadth of issues which emerged is described in further detail in Section 3 of this report. Given this extensive consultation process, this Transport Strategy has been supported by a more focused consultation approach.

A draft Transport Strategy was released by the Council for public comment from mid-April to the end of May 1992. Over 200 copies of the draft report were circulated to approximately 60 community groups; government agencies; statutory authorities; adjoining municipalities; peak groups, such as Inner Metropolitan Regional Association, the Metropolitan Municipal Association and Municipal Association of Victoria; other known interested parties such as the Public Transport Users' Association, Building Owners' and Managers' Association and bicycle groups; professional associations and individuals.

The draft Strategy was supported by a series of discussion papers examining issues in greater detail including an overview of the process involved in preparing this Strategy, the future road network and proposals to augment this network, freight, the interaction of land use and transport, public transport, free public transport, car parking, bicycles, car pooling and pedestrians.

Fifteen submissions were received in response to the Strategy including the Cities of Collingwood, Richmond, Prahran, South Melbourne, Footscray, Port of Melbourne Authority, Docklands Authority, Ministry of Transport, Royal Automobile Club of Victoria (RACV), Public Transport Users' Association (PTUA), Town and Country Planning Association, Bicycle Victoria, Parkville Association, North Melbourne Association, Baillieu Knight Frank, Building Owners' and Managers' Association and the advisor to the Opposition Transport Spokesman.

The majority of submissions received expressed their support for the Council's transport philosophy and the overall objectives of the draft Transport Strategy. However, the consultation process raised a number of important issues which required further consideration and which have been addressed and, where

appropriate, reconsidered, in this final Transport Strategy. The responses received also reinforced those areas of divergent opinions on particular transport matters which will require ongoing discussions.

Some of the key issues raised include:

- a range of views concerning the development of the eastern and northern corridors. A number of submitters have supported the construction of both the northern corridor and the widening of Punt Road, whereas others suggest that further investigations are required into each corridor, particularly in response to the construction of Swanston Street Walk;
- the need to clarify the role of the proposed Traffic Management Association in relation to the CATS Implementation Committee and a role for the Council and agencies such as Inner Metropolitan Regional Association (IMRA) in this context;
- concerns regarding the designation of specific roads within the CATS hierarchy, particularly by local government and community groups;

- the need to provide more adequately within the Strategy for Local Area Traffic Management Schemes;
- concerns regarding the impact of a parking limitation policy on surrounding areas;
- the need for the Council to articulate a policy regarding taxi services;
- the need for further information to be provided concerning bicycles, the Council's role in this area, and the status of, and follow-up to, the Melbourne Bike Plan;
- the desirability for the Council to identify modal share targets; and
- the need for a more defined implementation process which clearly outlines priorities over specified timeframes.

This revised Transport Strategy reflects the Council's position following its consideration of the issues which have been raised.



Buses in Collins Street

in Figure 1. Of these declared roads, the Council only regulates parking on main roads including Hoddle Street and Punt Road. The Council has only limited control over traffic signal locations and phase control.

Through the Local Government Act, the Council controls parking on undeclared roads. The Council is responsible for the management of the supply of on-street and the enforcement of off-street parking within the Central Activities District (CAD) and within the City's adjoining neighbourhood areas.

Enforcement of regulations pertaining to the road freight system, the development and implementation of truck route schemes, including load limitations in specific locations is also a local government responsibility. As Highway Authority, the Council has a role in negotiating with State Government agencies regarding the location and size of taxi ranks and in the provision of facilities for bicycles, including bicycle parking on-street and within private developments as part of the development approvals process.

As the State Government is primarily responsible for the provision of public transport, the role of local government in this area is usually confined to enhancing service provision, for example, through the provision of community bus services. In its role as a planning authority pursuant to the Planning and Environment Act 1987, local government can, however, address broader issues concerning the demand for public transport through strategic planning, supportive zoning and parking standards in planning schemes and encouraging high density development in close proximity to public transport facilities.

Pedestrians are effected by decisions in relation to each of these responsibilities. The Council, as a Highway Authority, is responsible for footpaths and works which improve pedestrian amenity. Extensive improvements have been, and are continuing to be, completed in the municipality through the Council's capital works program, particularly within the central city. In its role as a planning authority, the Council may also directly influence the provision of facilities and access for pedestrians within new developments.

2.2 Commonwealth Government Initiatives

The Special Premiers' Conference process has produced several important initiatives regarding transport. The July 1991 Special Premiers' Conference proposed several transport reforms, which are aimed at achieving the broader goal of a more efficient and competitive economy, through micro-economic reform and improvements in inter-governmental relations. In addition, the

Federal Government has developed specific programs regarding urban public transport.

2.2.1 Federal Government Economic Statement - "One Nation"

In February 1992, the Federal Government released its Economic Statement - "One Nation". The Statement contains a wide range of policies to address economic problems associated with the current recession, in particular, economic growth and unemployment. Key components of the Statement with relevance to this Strategy include increased spending on public infrastructure and changes to the taxation structure to stimulate private investment in public infrastructure.

a) Infrastructure

The Federal Government is increasing investment in transport infrastructure as an important element in stimulating economic growth and employment. A number of rail and road projects have been identified for funding although continued micro-economic reform is a prerequisite to funding. The following projects are identified within the Statement.

i) Rail and Associated Intermodal Works

The Federal Government proposes to augment the National Rail Corporation (NRC) funding by providing \$454 million over two years for selected projects. Relevant projects include standardisation of the rail link between Melbourne and Adelaide (\$115 million) and upgrading of the Melbourne to Sydney rail corridor (\$181 million).

A number of related projects have also been identified. These include:

- South Dynon terminal: \$ 20 million is being provided to up-grade the South Dynon terminal. This will be undertaken in conjunction with standardisation of the Adelaide-Melbourne rail link and introduction of new work practices by the NRC. Capacity for South Dynon will be increased by 50,000 trade equivalent units (TEUs) to 300,000 TEUs per annum.
- South Dynon - Docks Road: \$ 5 million is being provided to build a direct road connection from South Dynon to Swanson and Appleton Docks. Development will complement the development of East Swanson Dock by the Port of Melbourne.

ii) Roads

Additional funding is being provided for rehabilitating and upgrading the National Highway System. Resources for specific projects under the current road funding program to

1993 will be accelerated. This includes \$ 75 million for the Western Ring Road from the Hume Highway to Tullamarine Freeway. Capital is also being provided for the Melbourne to Adelaide (\$9.2 million) and Sydney to Melbourne (\$28.2 million) sections of the National Highway.

iii) Aviation

The Economic Statement contains several initiatives directed to improving the competitiveness of the aviation industry both internationally and domestically, including the further development of infrastructure. Common user domestic facilities will be developed at Melbourne and Sydney airports and other major national airports. The Federal Government also proposes that the Federal Airports Corporation (FAC) bring forward the construction of a satellite arrivals and departures centre for international passengers.

b) Taxation and Infrastructure

Greater private sector involvement in the provision of infrastructure is being facilitated by the Federal Government. This is consistent with reforms aimed at making government trading enterprises more commercially orientated.

Existing income tax laws are considered a major impediment to increased private investment in infrastructure. The Federal Government has examined the taxation treatment of infrastructure investment and is:

- extending and making more generous the depreciation of infrastructure assets; and
- allowing private investors to issue non-deductible and non-assessable bonds to finance the development and operation of new public land transport infrastructure and public electricity generation projects.

The Federal Government considers that these initiatives will provide an appropriate level of support for private sector involvement in infrastructure. This role has previously been the domain of the public sector and marks a significant policy change. An important requirement is for the private infrastructure provider to earn a return from the services they provide to the public and not from any public underwriting of risk.

c) Building Better Cities Program

The Federal Government is also redirecting the Building Better Cities Program, through negotiation with the States and Territories, to enhance its infrastructure component. The Building Better Cities (BBC) program has been created to demonstrate the benefits of better urban planning and management by all levels

of government. Demonstration projects will be developed to link the provision of infrastructure and housing with better access to employment, education and training with service delivery. Funding of \$816 million over five years is being provided. Public transport projects are expected to be a major component of this Program. The Geelong-Werribee-Melbourne rail link is referred to as a major priority.

2.2.2 National Road Transport Commission

A National Road Transport Commission has been formed to regulate heavy vehicles on a uniform basis nationally and to develop a heavy vehicle charging regime. A major problem with transport in Australia has been the existence of varying regulations and charging systems which bear little relation to the costs which are imposed on the road network. As an early priority of the new system, the operation of B-Double vehicles and road trains has been introduced under uniform conditions. These conditions will apply nationally. The Federal Government has already designated B-Double routes throughout Australia in order to improve transport efficiency. The Victorian Government has agreed to the introduction of B-Doubles in Victoria. Within the City of Melbourne, Footscray Road and Charles Grimes Bridge Road have been declared as B-Double routes by the Federal Government.

The National Road Transport Commission will also introduce a road use charging scheme which reflects more accurately the economic and social cost of road use. This addresses the situation where, until now, heavy vehicles owners have not paid full cost for their use of the road network. A specific fee will be levied on vehicles which do not meet their road use costs through fuel payments alone.

Road funding by the Commonwealth is being directed to meet its responsibilities on national highways and other roads of national importance. This builds on earlier funding reforms which provide greater autonomy for State and Local Government road funding through financial assistance grants. Funding has also been made available through specific highway projects under programs such as the Bicentennial Roads Program.

2.2.3 National Rail Corporation

A further major reform by the Commonwealth Government is establishment of the National Rail Corporation. This will result in a single, commercially operated enterprise responsible for interstate rail freight across Australia. Until the establishment of the Corporation, the interstate rail system has been run by separate state authorities which have incurred considerable financial losses. The National Rail Corporation aims to revitalise

interstate rail freight so that it is a competitive alternative to interstate road freight.

2.2.4 Public Transport

In addition, an expanded urban public transport plan has been developed by the Commonwealth Government. This builds on earlier programs such as the Australian Centennial Roads Development Program and Bicentennial Roads Program which have used roads funding for urban public transport projects. The expanded program was announced prior to the 1990 Federal election and is providing \$200 million over three years for urban public transport. Capital projects are primarily being funded, particularly in locationally disadvantaged outer suburban areas. This program is part of the Federal Government Land Transport Assistance Program, however, the future of this program beyond 1993 is at this stage unknown.

2.2.5 Ecologically Sustainable Development Strategy (ESD)

A draft National Strategy for Ecologically Sustainable Development and draft National Greenhouse Response Strategy were released concurrently in June 1992. Urban consolidation, an integrated intergovernmental approach to urban development and improved government planning and co-ordination are the major components of the Strategy. These strategies are also utilised in the Building Better Cities Program. It is noted that the ESD Strategy is based on the findings of nine working groups examining various sections of the economy. One group was established to explore transport issues and policy options that will achieve a more ecologically sustainable transport system.

2.3 State Government Initiatives

The State Government has also undertaken a number of projects over recent years which have been directed toward establishing a strategic direction for transport planning in Melbourne. Maximising the efficiency of the transport system has been one of the key objectives of these plans. The previous State Government's "Priority Victoria" Economic Statement (March 1992) identified a number of capital projects referred to in the "One Nation" statement for immediate attention.

2.3.1 Public Transport Reform - Victoria

The newly elected Kennett Government has recently announced a transport reform package. It is geared toward the reduction of the Government's operation subsidy to the PTC from \$503 million in 1992 to \$258 million in 1995. The Government proposes to

achieve these savings through a series of work place/work practice reforms combined with the contracting out of some of the services, replacement of trains and trams with buses after 8.00 p.m. each day and the closure of two suburban train lines including the Upfield line. The details of these reforms are discussed in section 4.4.1.b. From the outset the Government's efforts to improve the public transport service by making the system financially viable seem plausible and deserve support. However, some of the proposals impact on the City as a principal centre for employment, retail and business and need further review. The Council is committed to work together with the State Government on these issues to ensure that the respective objectives are achieved.

2.3.2 Central Area Transport Strategy (CATS)

CATS was jointly released by the Victorian State Government and the City of Melbourne in March 1991. The strategy is intended to guide the development of transport and enhance the urban environment of inner Melbourne over the next ten years and beyond. It is based on a vision which focuses on strengthening the role of public transport, reducing the dominance of the motor car and facilitating pedestrianisation. It also details a number of specific actions which will be completed during the first two years, the major initiative being the creation of Swanston Street Walk. Other actions and initiatives from CATS will be progressively implemented in line with funding and government priorities.

A CATS Implementation Committee has been convened to address implementation, public consultation and co-ordination aspects of the strategy. The City of Melbourne is represented on the Committee. However, while draft Terms of Reference have been produced, little further action has been undertaken since 1991. The Ministry of Transport has indicated that it intends to reconvene this Committee shortly.

2.3.3 Victorian Strategic Transport Study

Following preliminary work on the development of a Victorian Transport Strategy by the Ministry of Transport, a Strategic Transport Study for Victoria has been initiated at the Transport Research Centre at the University of Melbourne. The study is exploring the key transport issues in Victoria within a national and international context. It will test selected options for the achievement of defined strategic directions for an integrated Victoria-wide transport system. The main themes are transport and land use development and transport management and resourcing.

2.3.4 Traffic in Melbourne Study

The Traffic In Melbourne Study is being conducted by Vic Roads with the aim of developing a strategic framework for the management of traffic in metropolitan Melbourne to the year 2000. Nine discussion papers on various transport issues (such as public transport, freight, traffic health, safety and urban form) have been released as the basis for public discussion. Vic Roads recently released a bulletin detailing draft strategies for transport in Melbourne. A series of public workshops has been conducted. The study is intended to be completed in late 1992.

2.3.5 Victorian Bicycle Strategy

The Victorian Bicycle Strategy was released in November 1991. It aims to encourage cycling, to ensure that cyclists have suitable access to road space, to reduce the frequency and severity of accidents involving bicycles and to co-ordinate the provision of bicycle facilities. It also seeks to ensure that planning for bicycle use is included within land use and transport planning processes, to give priority to areas of high bicycle demand, to monitor bicycling and to facilitate research.

2.3.6 Private Infrastructure Proposals

The previous State Government had advertised for Expressions of Interest from the private sector for the development of a rapid transit link between the Tullamarine Airport and Spencer Street station. A short-list of four submitters was selected. Other privately funded and constructed infrastructure proposals have also been announced, including the Western and Southern Bypasses, or are also being planned, including a Multi-Modal Transport Interchange at Spencer Street railway station. As indicated above, the Economic Statement by the Federal Government provide an impetus, through taxation incentives to developers, to facilitate these projects. The new State Government has announced that it is reviewing the Rapid Transit Link.

2.3.7 Land Use Planning

A further important initiative is the State Government's strategy for future development of Victoria "A Place to Live" (1992), which is based on the discussion paper "Urban Development Options For Victoria" (1991). The report addresses issues and trends concerning urban development in Victoria and indicates that development will be concentrated in a "central crescent" of the northern and western suburbs of Melbourne, Geelong, Ballarat and Bendigo. Access to these areas provided by the Western Bypass and Western Ring Road are key factors in adopting this position. Further growth is to be encouraged in regional centres.

2.3.8 Other Projects

There are also a number of other major proposals and strategies underway which have transport implications. These include the Docklands, Victorian Ports Land Use Plan and South Dynon Freight Terminal redevelopment.

Importantly, it is because of this diversity of projects with transport implications, that co-ordination at the State Government level is critical. As Section 4 will highlight, the management of the system and planning for transport is fragmented across many agencies, with the result that no single agency is taking responsibility for transport planning. This is directly related to, and influenced by, the fragmented land use planning system within the central Melbourne region.

2.4 Conclusion: the Council's Role in Transport

The State Government maintains the key responsibility for the development and management of the major elements of the transport network, including major roads and the public transport system. In this capacity, several important projects have been initiated in recent years in the transport arena. These are supported by initiatives by the Federal Government establishing national road and freight agencies, adopting uniform national transport guidelines and, through the Economic Statement, assessing the financing and provision of infrastructure.

The City of Melbourne has direct responsibilities in relation to the management and maintenance of the road network (including footpaths), although its role concerning major infrastructure proposals is in many instances limited to advocacy on behalf of the community and impacts on effected parts of the road system. The Council is, however, negotiating an agreement with the State Government in relation to the control and funding of the main road network. In addition to its restricted powers, it should also be noted that the Council has limited financial resources to implement major capital works.

While the Council can therefore directly influence certain components of the transport system, this Strategy will play an important role in addressing gaps and deficiencies in the broader transport planning and land use planning processes. In this context, it will form an important basis from which the Council can respond to Government proposals and advocate courses of action.

SECTION 3

EXISTING COUNCIL TRANSPORT POLICY

This Section explains the Council's existing policies in relation to the transport network. Specifically it refers to the City of Melbourne's major policy statements- the 1985 Strategy Plan and the recent review of this Plan- and other significant transport policy decisions.



Swanston Street Walk Cafe

3.1 1985 Strategy Plan

Policies developed in the 1985 Strategy Plan centred on improvements to transport which would support the Council's specialised growth strategy. This strategy focused on maximising and building on the city's assets which serve international, national, state and metropolitan needs as well as regional and local needs. Growth in investment, employment, the housing stock, population and activity in the city were key elements of this strategy.

In this context, emphasis was placed on supporting public transport as the major mode for peak period journeys to work. Outside peak periods the importance of road transport was recognised for deliveries and the movement of freight. Similarly, the role of both public and private transport in supporting functions such as retailing, tourism, cultural activities and entertainment was acknowledged.

The 1985 Plan provided seven specific goals for the specialised growth strategy. The transport goal was:

"To enhance the City's role as a strong metropolitan centre by substantially improving public transport services, and

complementing these services by developing and managing the road system in environmentally acceptable manner."

Proposed improvements to the City's transport system supported three main objectives:

- to increase accessibility to employment, goods and services for all people, especially those dependent on public transport;
- to minimise the environmental impact of transport, with particular emphasis on containing the growth in road traffic; and
- to support development and activity centred on the City of Melbourne.

The main actions proposed to achieve these objectives are outlined below:

- upgrade and extend public transport services throughout the metropolitan area;
- manage the road system to support the land use strategy, particularly in terms of favouring traffic travelling to, from or within the City over through traffic; establishing priority for public transport; meeting the needs of pedestrians; and improving the quality of the environment;

- establish a new arterial road - a "Western By-Pass" - between the Tullamarine Freeway and Footscray Road;
- improve conditions for pedestrians;
- establish a parking strategy which favours short-term users and encourages major development in the CAD north Key Development Area;
- facilitate the movement of goods and delivery of services;
- encourage bicycle use; and
- improve the physical accessibility of services and facilities for people with limited mobility.

The 1985 Strategy Plan also contained many other policies, objectives and actions relating to transport which are detailed within the Plan.

3.2 The Strategy Plan Review

A major review of the Strategy Plan commenced in 1989 in recognition of the changing economic climate and several developing themes which had not been canvassed in detail in the 1985 Plan. Four themes formulated within the Strategy Plan Review highlight these major issues emerging in the 1990's for Melbourne's future and supplement the discussion within the 1985 Strategy Plan. These themes are an environmentally sustainable city, an economically competitive city, a distinctive and diverse city, and a city for people. The review identifies 12 goals for the City of Melbourne which, along with a number of strategic objectives, have been adopted by the Council. The Victorian Government has also endorsed the goals, strategic objectives and action programs developed through the Review. A final joint report "City of Melbourne - Directions 1992 - 95" was published in July 1992.

One of the goals contained in the "Directions" report relates directly to transport, although its emphasis reflects the nature of the review document as a joint Council and State Government document. This goal has been used as a reference point in developing this Transport Strategy:

"To substantially improve public transport services and to develop and manage the road system in an environmentally acceptable manner, thus strengthening Melbourne's function as the capital and metropolitan centre."

Strategic objectives under the theme of an environmentally sustainable city are of most relevance to this Transport Strategy given that major issues relate to reducing vehicular traffic, air pollution and congestion. Transport also impacts on the theme of an economically competitive city and is an issue in creating a city

for people. The most relevant strategic objectives address the following matters:

- fast, reliable, frequent, accessible, and safe public transport;
- a road system to support the CAD and divert through traffic away from the CAD;
- restriction of parking to discourage commuters but support economic activity;
- improvements to freight systems to maintain and develop Melbourne as a national transport hub;
- provision of a safe, convenient and attractive environment for pedestrians and people with limited mobility;
- provision of a balance between transport modes;
- integration of land use and transport for the inner area;
- maintenance and improvement of business linkages; and
- maintenance of the City as an attractive centre for investment.

3.3 Other Council Policies

3.3.1 Road Network

A number of Council policies have been developed in response to Government initiatives and specifically road network issues. Through the development of the CATS strategy, the Council indicated its opposition to those parts of the By-Pass system that involved road widening. This included Punt Road, north of St. Kilda Junction to the Yarra River, and the "northern corridor" from Alexander Parade, Collingwood, to Elliot Avenue, Parkville. The Council has supported the CATS road hierarchy subject to some modifications (refer Section 4.2).

The Council's submission to the Environment Effects Statement for the Western By-Pass in the late 1980's supported a grade separated truck arterial located to the east of the Upfield railway line, together with the retention of the Upfield railway. In relation to the "southern corridor" the Council sought a traffic and environment study prior to adopting a final position on the road network in this sector.

More recently, however, the Council resolved to acknowledge the need for the Western By-Pass and southern corridor link and give support to a Domain Tunnel and Western By-Pass to Footscray Road. This resolution also included support for a link to the Westgate Freeway from the Western By-Pass under the Yarra River. This support was conditional on the satisfactory resolution of a number of matters including design issues, construction phasing, the preparation of an Environment Effects

Statement (EES), methods of financing, and the possible impacts on other parts of the road network.

3.3.2 Parking

A number of areas of parking policy have been reviewed in recent years. There has been a major review of short stay parking policy within the CAD with an implementation strategy being adopted by the Council in 1990 following extensive consultation. More recently, the Council and the State Government also commissioned the "CAD Traffic and Parking Assessment" study which considered the environmental capacity of the street system and projected a development pattern based on existing car parking controls.

Outside the CAD, the "payment in lieu" of parking scheme was reviewed in 1990 with the result that the scheme now only applies to two areas of the municipality, North Melbourne and Carlton. The resident parking permit system was approved for change in early 1992 to allow more flexible arrangements for visitors. The Council was also involved in the Inner Metropolitan Regional Association (IMRA) Parking Study which provided revised parking generation rates for the inner area.

The Council is contributing to the current debate on the Docklands and the Victorian Ports Land Use Plan. A key element of these discussions has been the proposal for a major upgrading of the South Dynon Freight Terminal. In considering the terminal redevelopment, and in recognition of the potential for improved rail facilities to encourage the movement of freight by rail, the Council has resolved to support, in principle, the development of a direct road link between the terminal and Swanston Dock. This is seen as an interim measure pending the investigation of the potential for a grade separated road or rail link by the Port of Melbourne Authority (PMA) and Public Transport Corporation (PTC). Issues relating to increased truck traffic in local areas remain of concern.

3.3.3 Community Transport Plan

A Community Transport Plan was prepared for the Council in 1987. This study identified and assessed the transport services available in the City of Melbourne, the gaps in these services, the various transport difficulties experienced by Melbourne residents (in particular, the transport disadvantaged) and initiatives undertaken by other municipalities. The Council also has commenced preparing a Community Services Transport Map which will identify the mode of transport, route, access points and frequency of services to community services.

3.3.4 Other Relevant Studies

There are a number of other transport studies which have recently been finalised including the IMRA Public Transport Study and the Melbourne Bike Plan. In addition, the Council has considered the proposal of free fare public transport throughout Melbourne and, due to the limited success of similar schemes overseas, resolved that the concept should not be supported for operation throughout the metropolitan area.

SECTION 4

ISSUES

This Section highlights the major issues arising in formulating a position on the transport system. It addresses a range of matters including responsibilities for the management of the transport network, freight, public transport, the road hierarchy and by-pass system, the integration of transport and land use planning, pedestrian movement and bicycles.



Swan Street Bridge

4.1 Fragmentation of Management Responsibilities

Co-ordination of transport planning requires major improvement within and between State Government and Local Government. State Government agencies with a direct transport function include the Ministry of Transport, Vic Roads and the PTC (the Met and V/Line). However, numerous other agencies and review bodies presently are addressing transport issues and will produce recommendations which will have an impact on the development of Melbourne's transport system. These include the PMA, State Government Major Projects Unit, Docklands Authority, Department of Treasury, Department of Planning and Housing, Department of Conservation and Environment, Melbourne Water, and the Administrative Appeals Tribunal. The Coope Island Review Panel has also considered issues relating to hazardous materials transportation.

At present there is no body at a state level which is preparing a vision for the City's transport system or overseeing the various pieces of work which will effect the development of the network. For example, no one agency or mechanism exists to examine

freight movement on all parts of the system, that is, sea, road and rail. At present, shipping issues are addressed by the Port of Melbourne Authority (PMA), roads issues by Vic Roads and rail issues by the PTC. The resulting fragmentation of consideration of transport issues is, in the Council's view, of major concern.

Given the increasing understanding of the need to plan the transport system and land use pattern simultaneously, it is significant that an effective management framework to progress this objective does not exist. Moreover, decisions at the local level must be integrated with broader planning for the transport system. Transport plans pursued by local government require considerable support from, and integration, with the State Government to ensure their success.

There are a number of alternatives which can be considered to improve integration within and between relevant stakeholders, including:

- USA-based Traffic Management Associations (TMA's) which are co-operative organisations, including both public and private sector representatives, focused on consultation and marketing aspects of the local transport system;

- TMA proposals for the inner eastern region of Melbourne, including the proposed Swinburne Institute/Glenferrie Road TMA which will include representation from the local Council, Swinburne Institute (administration, staff and students), local traders, residents, The Met and Bicycle Victoria;
- CATS Implementation Committee and a possible extension of its role. However, there has been little commitment shown by the Government to the operation of this Committee;
- the role that the Council and IMRA could play if given access to existing bodies such as the Boards of Vic Roads and the PTC;
- the approach of the San Francisco Department of Traffic and Parking which assumed responsibility for the parking and traffic management functions of nine different city agencies;
- the proposals of the City of Melbourne's White Paper (1992) for a shared mechanism between the Council and State Government for major planning matters and central city development issues.

The main issues which need to be resolved in a new arrangement are:

- how are issues regarding integration of land use and transport to be addressed?
- what statutory mechanisms are available?
- how are the concerns of the multiplicity of bodies involved to be answered?

Co-ordination of transport planning is a problem that also extends to the federal level. The draft National Strategy for Ecologically Sustainable Development refers to improved government planning and integration as a strategy for addressing a number of transport problems. This approach is supported.

4.2 Road Network and Hierarchy

A defined road hierarchy forms the basis of the Council's role in management of the road network. In this context, the Council's management of the road network is directed to providing access and circulation for activities in the central area and a link for regional traffic movements.

4.2.1 Road Hierarchy

For clarity in management roles and responsibilities, a functionally defined road hierarchy for the City of Melbourne which is supported by both the Council and State Government

must be developed. This will also provide accountability for relevant parties.

The Council adopted a functional hierarchy in 1978. Subsequently, the CATS study provided a functional classification of arterial roads which broadly accords with the Council's 1985 Strategy Plan. As in the preparation of the 1985 Strategy Plan, the CATS functional classification, shown in Figure 2, was developed through a broad consultative process, including the City of Melbourne. There are, however, a number of issues which, from the Council's perspective, should be reconsidered.

4.2.2 Proposed Amendments to CATS Road Hierarchy

A number of amendments previously suggested by Council but not agreed to by the State Government, need to be reviewed. The amendments referred to involve downgrading of the traffic on selected roads and are consistent with the overall philosophy of reducing vehicular traffic in the central area. They also acknowledge the package of traffic management measures introduced with the implementation of Swanston Street Walk.

It is therefore considered that these changes identified below remain relevant:

- St.Kilda Road (St.Kilda Junction to Nolan Street) - secondary arterial rather than primary arterial;
- St.Kilda Road (Nolan Street to Alexandra Avenue) - major distributor rather than secondary arterial;
- Linlithgow Avenue (St.Kilda Road to Alexandra Avenue) - local street rather than secondary arterial, limited function;
- Victoria Street/Hawke Street (Peel Street to Spencer Street) - secondary arterial, limited function;
- King Street (Dudley Street to Westgate Freeway) - interim primary arterial rather than primary arterial;
- Victoria Street, Collingwood and Richmond - secondary arterial rather than primary arterial;
- Gatehouse Street - local street rather than secondary arterial limited function.

It is noted, however, that many aspects of the road hierarchy will require review if the Western By-Pass and Southern corridor projects proceed. In particular, those roads given a interim classification will, in the Council's view, need to be reconsidered. This includes the downgrading of Curzon Street, Dryburgh Street, Boundary Road, King Street and Spencer Street. These proposals will require further discussion with the State Government.

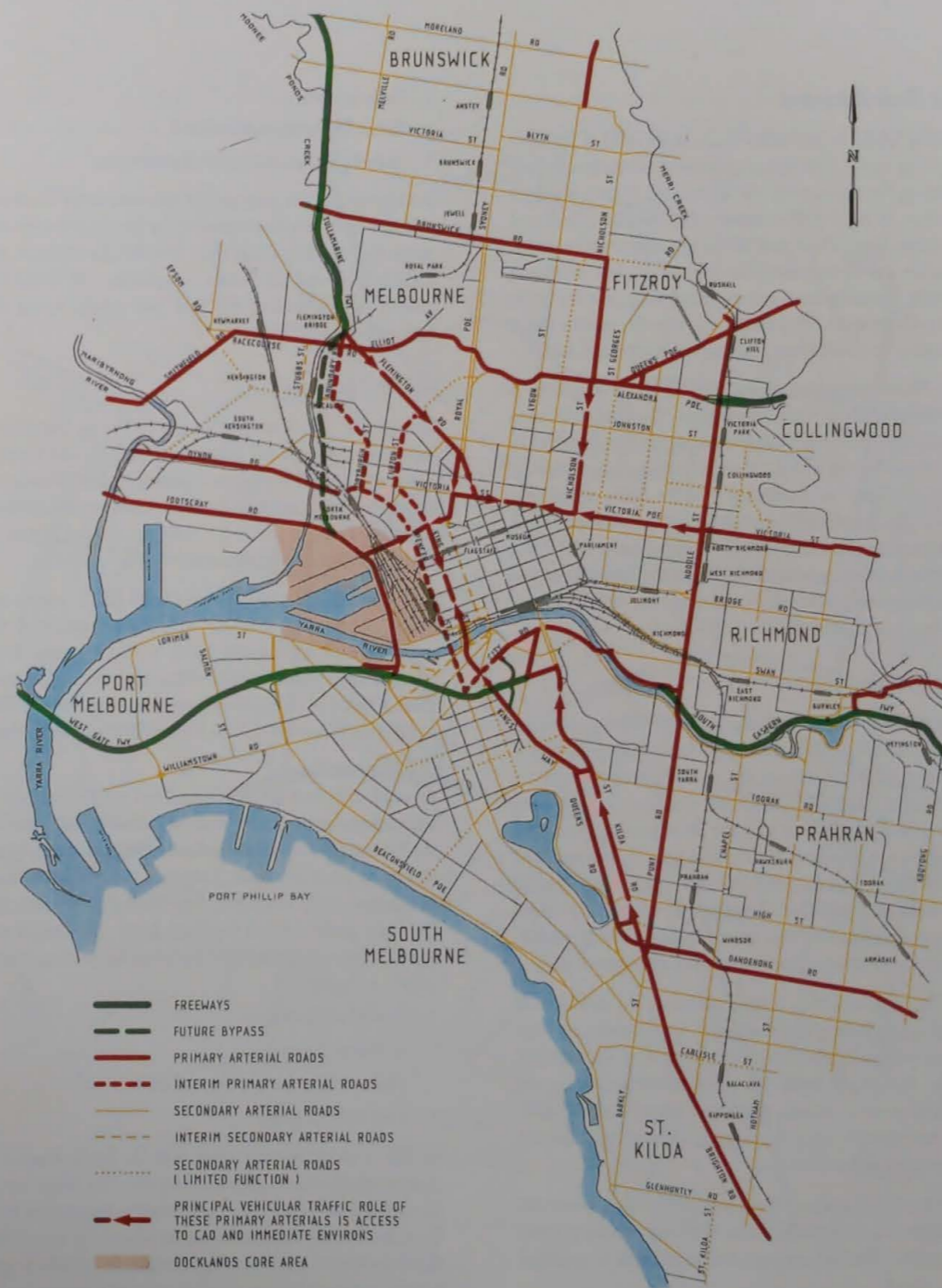


Figure 2: Central Area Transport Strategy Functional Hierarchy
Source: Vic Roads (1991) Central Area Transport Strategy

being considered and the importance of commercial vehicle movement to the economic development of the city, it is imperative that a further survey now be undertaken as part of the EES process.

The eastern leg of the By-Pass system has been established with the recent widening of Punt Road. However, due to the possible detrimental impact on housing stock and parkland, the Council has opposed any widening on either side of Punt Road between the Yarra River and St. Kilda Junction. It is envisaged that Punt Road based on its current configuration and within the existing road reservation, will serve the major eastern link. It is noted, however, that with the planning and construction of the southern by-pass, additional investigations will be required to assess its traffic impacts and to enable a management plan for the effective operation of Punt Road to be prepared.

The Council has for many years opposed widening of the northern corridor from Alexandra Parade to Elliot Avenue via Princes Street and College Crescent, due to negative impact of increased traffic on environmentally sensitive residential areas and open space. It is argued that this route does not act as a significant link between the northern/western and south-eastern suburbs. The Council believes that it functions as a major commuter route for those with destinations within inner Melbourne rather than as a by-pass route of the CAD. As the Council is seeking to actively discourage commuter vehicles in central Melbourne, the Council would therefore not support a major upgrading of this route. Moreover, the Council believes that with the construction of the Western and Southern By-Passes that the major requirements for traffic movements to by-pass the central area will be accommodated.

It is therefore considered desirable that any traffic management works in this corridor be confined within the existing road reservation. Final decisions by the State Government regarding the Eastern Freeway, described below, will directly impact on the northern corridor, and may require this position to be reassessed.

As for Punt Road, in order to ensure the efficient operation of the northern corridor (Princes Street) within its existing configuration it is proposed that a road management plan be prepared in conjunction with Vic Roads.

4.2.6 Eastern Freeway

The former State Government released details of a proposed transport package for the area it described as the "Eastern Corridor", being primarily the eastern suburbs of Melbourne extending from Ringwood to inner Melbourne. These were announced concurrently with release of the "Eastern Corridor

Transport Options Study" by Professor Bill Russell from Monash University. This study examined the optimum transport network for the "eastern corridor", including possible public transport and demand management concepts.

Professor Russell recommended, inter alia, that the Eastern Freeway extension should not be constructed with the road reservation to be converted to public open space. He also recommended that the feasibility of a heavy rail link to East Doncaster be investigated and, if not viable, a light rail link provided to Doncaster. Extensions to existing tram services and upgrading of the Ringwood rail line were suggested. The study also indicated that needs of freight movements from southern and eastern suburbs to the Ports, Dynon Terminal, and Hume Highway and the western suburbs continue to be a key metropolitan road investment priority through the connection of the western and southern corridors.

The former State Government had accepted the major recommendation of the "Russell Report" not to construct the Eastern Freeway. A package of measures announced by the previous Government relating to the corridor also aims to improve roads and rail services. Approximately two thirds of funding for the package is directed to road improvements. The Federal Government will make \$20 million available up to June 1993 to commence works in the "eastern corridor".

However, a decision on a heavy rail link or light rail link on the Eastern Freeway reserve has been deferred pending further investigation of the most appropriate public transport mode, including bus services. It is this element of the package which is most crucial for the northern corridor and the City of Melbourne, as it will determine the volume of vehicles directed towards the city. The Council, in conjunction with the Cities of Collingwood, Fitzroy, Brunswick and Northcote, is pursuing the construction of a fixed rail link with both the State and Federal Governments. It is expected that this project will also be reviewed by the current State Government.

4.2.7 Traffic Calming

Traffic calming has emerged recently as a significant transport issue, to the extent that it has received much attention in recent literature and transport documents, such as the IMRA's "Moving Melbourne". The concept emerged in Europe during the early 1970's as a method of improving the amenity of local street networks and ameliorating the negative effects of vehicular traffic.

The techniques employed, including roundabouts, reductions in road space, lower speed limits and street greening, are similar to

those employed in Local Area Traffic Management (LATM). The Council's long standing involvement in LATM program is addressed further below.

More recently, traffic calming has begun to be interpreted in a wider context as a means of achieving a city-wide reduction in vehicle travel. In this sense traffic calming has been perceived as a new approach to urban transport planning which includes the promotion of public transport, pedestrianisation, greater integration between land use and transport planning and wider use of travel demand techniques. This Transport Strategy advocates stronger emphasis on this approach and a recognition that traffic calming is now regarded in this wider context and larger scale.



Figure 4: Melbourne Freight Movements (estimated)
Source: Vic Roads (1991) Traffic in Melbourne Study

4.2.8 Local Area Traffic Management (LATM) Program

The Council's LATM Program manages the operation and function of local roads within the municipality's neighbourhood areas. One of the key objectives is to ensure that local roads are not used for through traffic. While also ensuring that adequate access is provided to property, LATM has an important role in improving local amenity. This can directly benefit actions which seek to increase residential development and use within city's fringe locations.

LATM in the City of Melbourne originated from the implementation of neighbourhood Community Planning Group Action Plan recommendations. These Action Plans were prepared in the late 1970's and early 1980's by community-based planning

committees. In a number of areas, such as North and West Melbourne and East Melbourne, these plans have been substantially implemented. In other neighbourhoods, such as Parkville, discussions with the community have required the plans to be reassessed over recent years.

Future LATM will be mainly based on the principles of traffic calming and will involve supportive and/or mitigating actions in conjunction with major projects such as Swanston Street Walk, Docklands development, Western By-Pass, Domain tunnel and the North Fitzroy and Surrounding Areas Traffic Study (NoFASTS) or in the review of residential areas such as the Hotham Estate Traffic Study.

Current priorities relate to the implementation of Swanston Street Walk, with the North and West Melbourne LATM scheme having been reviewed as a result of this project. Mitigating works have been completed and their effectiveness is presently being monitored. Reviews are also to be considered in the near future in relation to the Western and Southern By-Passes, particularly for South Yarra and North and West Melbourne. Ongoing reviews are also underway in the Carlton, Flemington and Parkville neighbourhoods. Works have been substantially completed in Kensington as a result of the Kensington Traffic Study.

4.3 Freight

The location of the City of Melbourne in relation to major areas of manufacturing, the Port of Melbourne and major transport corridors results in a significant impact of freight related transport and development on the city.

4.3.1 Rail versus Road Freight Movement

Freight movement, particularly *intra-urban* freight, is dominated by road as shown in Figure 4. This has major implications for Council policies regarding freight, particularly in terms of increasing the modal share for rail. Global manufacturing and freight trends reinforce the competitive advantage that currently exists for road over rail, particularly for short haul.

To maximise efficiency and economic competitiveness, the future urban freight task will require greater attention to quality of service as manifested in factors such as punctuality, reliability, speed, capacity, flexibility and low risk. Road freight movement will be best placed to respond to this trend. Urban freight movement has been growing at a rapid rate (approximately 7% per annum) and is expected to double within ten years.

The role for rail in intra-urban freight movement is expected to be limited and therefore the management of heavy vehicles within the urban area is critical (refer Section 4.3.3). However, it is anticipated that rail will have a more important role in *inter-urban* freight movement. The National Rail Corporation is expected to make rail much more competitive in this area while developments such as the South Dynon Freight Terminal will also be important in facilitating this objective. For example, it has been estimated by consultants for the National Rail Corporation that modal share for container freight rail in the Melbourne - Sydney corridor could increase from approximately 25% to as high as 70% of all freight movement.

4.3.2 Infrastructure Proposals and Private Sector Funding

The predicted trend of modal preference for, and the economic importance of, freight movement have significant implications for future infrastructure requirements. State Government studies such as METRAS (1987) and NATROV (1987) have identified the need for a number of infrastructure proposals based on the economic importance of freight movement. These include the Western Ring Road and the Western By-Pass/Domain Tunnel. The State Government has identified these as priority projects and will seek private sector assistance for their completion through tax incentives offered federally. Funding is an important issue in this regard. Private sector funding will involve a "user-pays" approach to funding while federal initiatives in this area (i.e. road user charges) are also based on this principle. These issues will need to be closely monitored.

In addition, recent research by the Economic Advisory Council indicates there is a deficiency in infrastructure provision, particularly for urban arterial roads. It is notable that both the Federal and State Governments are considering investment in urban arterial road infrastructure proposals as a means of addressing the nation's current economic difficulties. Closely allied is the proposition of greater private sector involvement in the financing of infrastructure as discussed in Section 2 in relation to the Federal Government's Economic Statement.

4.3.3 Integrated Strategy for Improving Freight Movement

There is a wide range of other measures which can improve freight movement which should form part of an integrated strategy. Such measures are identified below:

- Traffic Management Measures

Possible measures include dedicated truck routes, removal of physical impediments, adequate parking and loading facilities. The Council has previously implemented an

advisory truck route (which is presently being updated) and is considering the use of night curfews in certain areas in an attempt to direct truck movement to preferred routes and protect local areas from the intrusion of these vehicles. This route network is also designed to restrict truck movement through the CAD with few large vehicles entering the area except for trucks accessing construction sites, loading areas and buses bound for hotels. King Street and Spencer Street, which are designated as interim primary arterials do, however, continue to carry truck traffic, consistent with their classification in CATS. With the objective of limiting through truck movement in residential areas being intended, a truck ban has been introduced in Macaulay Road, Kensington.

The implementation of such measures must recognise the needs of the freight industry, the major transport routes associated with transport terminals, and the impact of redirected traffic on adjoining municipalities.

- Technological Improvements

Possible measures include greater use of electronic communications, including the TRIMS (Transport Information Management System) for load "tagging" being established by Vic Roads and the Port of Melbourne Authority's vehicle booking system, and new technology, such as B double transporters.

- Land Use Planning

This involves consideration of freight movements/requirements in strategic planning, including the development of terminal facilities.

- Traffic and Building Regulations

This includes attention to kerbside loading space, loading time restrictions and off-street loading requirements.

4.3.4 Port of Melbourne - South Dynon Terminal

The future development of the Port of Melbourne directly effects freight movement patterns in Melbourne. The long term development of the Port of Melbourne, and the other three state ports, is being addressed within the Victorian Ports Land Use Plan. A truck origin/destination survey conducted by the Port of Melbourne Authority (PMA) in 1990 for this study indicated that 55% of export related consignments originated from the Melbourne Metropolitan area and 88% of import consignments were bound for the Metropolitan area.

Within the draft Plan, it is recognised that transport linkages with the Port are one of the key determinants of port productivity and overall transport costs. Vic Roads has completed a study of



City Bypass/Access Route Designation

possible impacts of various options for the development of the Port of Melbourne. The study indicates that port traffic in 2010 will comprise 0.7% of the total road travel in the inner region, an increase from 0.45% currently. However, the analysis also shows that port truck traffic varies across the network. For example, on Footscray Road it will be 7.7% of total traffic in 2010 while port traffic will contribute 16% of road travel on Williamstown Road. Significantly, most of this traffic will be heavy vehicles. It is clear that without careful planning, there is potential for major inefficiencies and delays to freight movement and detrimental effects on local roads which may be used as alternatives to the major road network.

The draft Ports Land Use Plan acknowledges that planned infrastructure proposals will be a major benefit to port operations, specifically, the Western By-Pass and Domain Tunnel as well as the Western Ring Road. The future of the Webb Dock rail line is significant in this context - its future needs to be considered in association with proposals for the by-pass system and the development of port operations. A number of outstanding issues remain regarding each of these matters and therefore the future of the rail line remains uncertain. The Council should, however, in expressing its support for encouraging the greater use of rail for freight movement, support the retention and upgrading of the rail connection to Webb Dock as a standard gauge line.

The redevelopment of the South Dynon Freight Terminal offers considerable advantages to the Port of Melbourne. It will result

in increased modal share for rail in the freight task, however, there are wider traffic implications which remain to be assessed. An initial component of the staged redevelopment of the terminal is the construction of a road link between Swanston Dock and the rail terminal. As access between the terminal and dock is presently by truck transportation via Dynon Road-Sims Street-Footscray Road, a direct link will result in a major reduction in traffic using this circuitous route and increase efficiency and decrease costs in goods movement. The Council has resolved to support, in principle, the development of a direct road link between the terminal and Swanston Dock. Funding for this link is provided through the Federal Economic Statement. It should be noted that, in order to minimise disruption on Footscray Road and reduce travel times, an at-grade link is regarded as an interim solution, pending the investigation and construction of a grade-separated crossing of Footscray Road.

Aside from the South Dynon terminal, proposals have been mooted for other freight terminals within the metropolitan area. Such a terminal in the south-east of Melbourne would have considerable potential to reduce truck volumes in the southern corridor.

4.3.5 Transportation of Hazardous Materials

There is a high level of community concern regarding the risks associated with the transport of hazardous materials. At present, the Dangerous Goods (Transport) Regulations 1987 regulate the transport of hazardous materials by road and rail, other than explosives, infectious substances, radioactive materials and waste. Additional regulations apply to the transport of explosives and substances such as LPG as well as specialised waste and radioactive products.

The Dangerous Goods (Transport) Regulations 1987 require the licensing of vehicle owners and registration of drivers. Reporting of accidents and regulations concerning transportation of specific items such as cylinders are also provided. Parked vehicles are not to be in residential areas or closer than specified distances from places of population concentration. Routes for vehicle movement are, however, not defined.

It is suggested that a number of aspects of these regulations need to be reviewed, as outlined below, to address concerns primarily relating to which routes are being used and what substances are being carried. Penalties need to be considered to emphasize to owners and drivers the Government's commitment to ensure safe transport and its unwillingness to tolerate breaches of regulations, given the potential safety and environmental consequences.

- Registration/Licensing:



- Consideration should be given to requiring categorisation of licences related to the categorisation of product ensuring that only those with appropriate licences and training (refer below) are responsible for the most dangerous of materials.
- review registration regulations to ensure that drivers convicted of traffic and related offences do not continue to be registered and substantial financial penalties are made mandatory where breaches occur;
- Driver Training - specialised training in handling of goods and emergency management arrangements should be mandatory;
- Tracking System - a tracking system to identify the location and quantities of all liquid bulk cargo outside the Port of Melbourne is required. Such a system currently applies within the port. This should be the responsibility of Vic Roads, in a system integrated with the PMA tracking system.
- Designated Routes - designated routes should be investigated for the movement of hazardous chemicals. The most hazardous of materials should only be permitted on certain roads which have been selected because of their distance from residential and employment concentrations. The routes should be enforced by Vic Roads and substantial penalties applied for non-compliance. Emergency services, including the police, ambulance, fire brigades, State Emergency Service, Environment Protection Authority (EPA), Health Department and other relevant agencies should be aware of these routes. Consideration could also be given to the establishment of an exclusion zone within which no quantities of particular products can be carried.
- Emergency Services Training - extended training should be given, and updated regularly, to emergency services personnel in the event of chemical accidents on rail or roads;
- Information - markings on vehicles (working as part of the vehicle tracking system) could identify the type of product carried. This would supplement the HAZCHEM system which currently exists, and could be related to the TRIMS system being examined by Vic Roads for the electronic tagging of loads utilising the traffic signal control system.
- Parking - local government has experience of breaches of regulations in this area, with vehicles often sighted parked in local streets, or with uncovered or unsecured loads. It is understood that no penalties currently apply for these breaches. It is suggested that substantial penalties should also be provided for within the Regulations.

4.4 Public Transport

4.4.1 Improvements to Public Transport

a) Patronage Levels

As shown in Figure 5, the use of public transport, in particular trams and trains, has declined over the last 30 years, although train patronage has increased in recent years.

The need to improve public transport has been the subject of considerable discussion as evident in a number of studies and strategies which have addressed the issue. CATS focused on development of public transport services with the closure of Swanston Street being a direct outcome. The IMRA Public Transport Strategy and PTUA's Strategy have identified a wide range of initiatives for improving the public transport system.

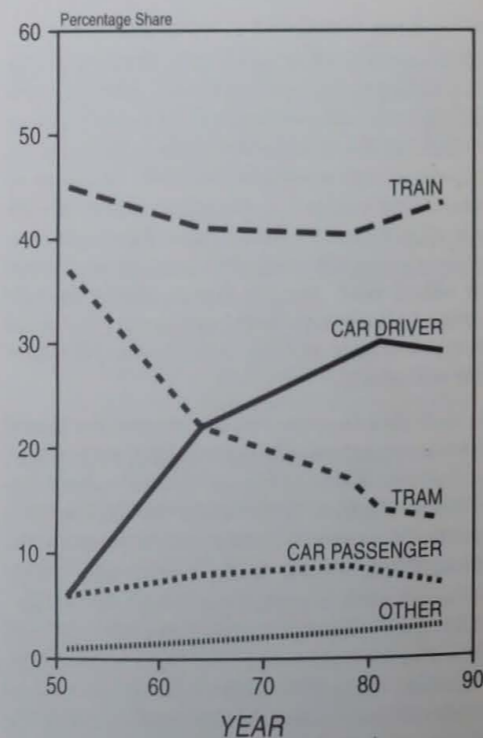


Figure 5: CAD Journey to Work 1951-1986

Source: Vic Roads

Each of these strategies conclude that Melbourne is well served in terms of public transport infrastructure.

The major challenge for public transport is to make better use of existing services. For example, at present, only 45 of every 100 journeys to the CAD are by public transport. The Ministry of Transport's METPLAN (1988) has established a target of increasing patronage levels by 20% over 15 years. Moreover, in planning for new developments, modal split targets have been established which also work toward an increasing reliance and use of public transport.

All of the above-mentioned strategies have identified a wide range of initiatives with the aim of improving the existing public transport system and specifically the frequency of services, their reliability, targeted time-tabling and the travel environment. These measures are intended to lead to an increase in patronage and improved cost recovery. It must be noted, however, that other factors, particularly land use planning, will also be critical. This is explored further in Section 4.6.

b) Initiatives to Improve Public Transport Services

The newly elected State Government announced a package of public transport reform initiatives to improve Victoria's public transport service. If implemented fully by 1995, the reforms will result in savings of \$245 million from the current operating subsidy to the PTC. The Government claims that these savings will be directed towards improved amenity and service to the public transport users.

The reform package has six major facets: passenger and rail freight service changes, efficiency improvements, customer security and safety improvements, contracting out proposals and a community consultation mechanism.

Initiatives under the passenger service changes include the closure of two metropolitan rail lines including the Upfield to City link and the introduction of a midnight to dawn bus service from the City to nine suburban destinations. The reform also include the replacement of trains and trams on selected routes with buses after 8.00 p.m. each day.

Proposals under the rail freight services are generally geared towards computerisation and making the system run more efficiently. The rationalisation of rolling stock maintenance depots is also included.

Efficiency improvements proposed include the closure of the Jolimont railway workshop, contracting out of the tram cleaning services and eventual introduction of automated ticketing system and driver-only tram operations.

Initiatives under the customer security and safety issues are related to passenger security improvements such as mobile phones on the new bus services, better lighting of railway stations, a police box at the Flinders Street Station and the replacement of the transit patrol officers with Victoria Police officers. Operational safety proposals include the establishment of a Rail Safety Board to assess operational safety of trams and trains and legislation for mandatory zero alcohol limit for safe working personnel.

The reform package also proposes contracting out of the existing PTC services such as MET bus services, trading, catering and general cleaning functions.

Community consultation for this reform package and for other customer service related issues will occur through a Victorian Public Transport Forum which will directly and periodically advise the Minister for Public Transport on matters related to customer/passenger needs.

The introduction of midnight to dawn bus service on Friday and Saturday nights at hourly intervals will effectively provide twenty four hour public transport service from the City to most suburbs. The use of night activity centres (e.g. 7-Eleven stores) as bus stops will contribute to safety and security of the service. It is of concern however, that some of the proposed routes would be excessively time consuming (Eg. travelling to Croydon via Doncaster & Box Hill) and requires further investigations to ascertain the suitability of the routes/stops. The city terminal for these services is proposed to be in Swanston Street adjacent to the City Square. Details for this terminal are being developed with the PTC staff.

c) Taxis

Taxi services form an important element of the public transport system. The Council has supported measures to facilitate the use of taxis as a responsive, safe and reliable service. To this end, the Council maintains an ongoing role in negotiating with Vic Roads and the Victorian Taxi Association regarding a range of issues concerning the provision of an effective service. The location of taxi ranks within and outside the CAD is one such issue which is currently being addressed.

d) Community Buses

The Council manages a number of community buses to service community centres throughout the municipality. These buses operate essentially on an "on-demand" system, where residents request transport to Council and community facilities. The service is targeted primarily to the frail aged without access to public transport. The Council has explored the feasibility of using the buses to provide a regular community bus route, but to





Light Rail Vehicle in Elizabeth Street

date, this proposal has not been implemented. Two issues are currently being addressed in the operation of the community buses - the possibility of charging for the service and, as a corollary, the impact of charging on the target clients for the service.

4.4.2 Extent of Council's Role in Public Transport Provision

Public transport has traditionally been the responsibility of the State Government. The Council's role has been one of advocacy without direct involvement in public transport although it is now recognised that the Council has a more active role in a broader sense through its land use planning responsibilities. Accessibility to public transport services is the fundamental issue in this respect.

The IMRA Public Transport Strategy proposes a direct role for local government in public transport issues, not only through land use planning controls but to the extent that an immediate agreement should be formulated between the State Government and local Councils which places responsibility for local stations, trams and bus stops with Councils, partly in return for selected improvements such as increased public transport frequencies.

Some municipalities are developing a more active role in public transport. The City of Springvale's "Three Stations Project" is a specific example of a local government agency taking a pro-active role in improving the safety and appearance of train stations as well as integrating them with surrounding neighbourhoods. Other municipalities, such as Box Hill and Nunawading, are also actively involved with improving the appearance and image of train stations.

In the context of the Council's concerns regarding operation of the public transport system, and initiatives advocated in the IMRA Public Transport Strategy, the Council must determine the extent to which it is willing to become actively involved with public transport issues. Clearly, there are financial and potentially legal implications with direct involvement in operation and maintenance of the public transport system.

The Strategy Plan Review and this Transport Strategy have identified public transport as one of the key issues necessary for revitalisation of central Melbourne. It is therefore evident that the improvements or changes sought may need to be facilitated by the Council extending its role beyond one of advocacy. However, it is suggested that an expanded role focus on facilitating community involvement and supporting initiatives aimed at

increasing patronage and improving facilities rather than a direct management or maintenance role.

4.4.3 Free Public Transport

Keen public interest has previously been aroused regarding the concept of free public transport. A number of perceived benefits are commonly identified with free fare public transport. These include increased patronage, improved image, increased CAD trade and activity, reduction in overall costs, and important social and environmental benefits.

However, investigations for the preparation of this Strategy have identified significantly more arguments concerning the negative aspects of the introduction of free public transport. In addition, some of the perceived benefits are not realised. For example, experiments conducted overseas (such as North America) indicate that patronage does not significantly increase, a reduction in traffic is not substantial, the quality of the on-board travel environment is reduced, operator incentive is lost, there is little impact on CAD trade and related activities, there is little increased social benefit and there is a significant opportunity cost in terms of what can be achieved elsewhere.

It is important to note that the PTC currently recovers only 28% (1986) of its operating costs from fares. This can be contrasted with Toronto where the public transport system (Go Transit) recovers approximately 70% of operating costs through fares. There are sound social and environmental reasons why public transport should receive a public subsidy, however, it should be managed as efficiently as possible. The Industry Commission (AGPS, 1991 Report No. 13) has advocated substantial micro-economic reform of public transport authorities and, specifically the PTC, to improve operation of the system. The PTUA (Greening Melbourne) and IMRA (IMRA Public Transport Strategy) advocate improvements to services rather than changes to pricing policy.

In addition, to the concerns expressed above, the current political and economic climate is not conducive to the introduction of free fare public transport throughout Melbourne. Recent Federal initiatives such as the Special Premiers' Conference have resulted in a move for public trading enterprises to be run more commercially. The PTC and State Government have advocated corporatisation as a means of achieving more efficient management of the existing system. However, it is suggested that the introduction of free public transport may be justified in specific locations, such as the CAD, and potentially facilitate public transport use to special events. This would support other initiatives being undertaken by the State Government and the

Council to promote and provide a competitive advantage for the central city.

4.4.4 Public Transport Infrastructure

While issues such as service, reliability and safety have been identified above, certain infrastructure proposals must also be considered in attempting to promote public transport usage.

As described in Section 4.2, to date no final decision has been made regarding public transport options for the eastern corridor. This is a major gap in Melbourne's public transport system and the State Government should be urged to make a decision regarding this issue.

A further key proposal is the development of a major transport interchange at the Spencer Street railway station. This project is regarded as an important element in improving the integration of transport modes particularly if the rapid transit link and possibly the Very Fast Train (VFT) terminus are constructed at the interchange. The importance of this project is also considered in CATS, the IMRA Public Transport Study and Docklands Redevelopment Strategy. Many design issues need to be resolved including the design and form of the development. A critical issue in this respect is the relationship of the interchange to the planned extension of Collins Street into the Docklands currently



Jolimont Rail yards

being assessed by the Docklands Authority and the need for both facilities to be planned and developed concurrently.

A further necessary addition to Melbourne's public transport infrastructure is the Southern Public Transport Link. This involves an extension of the existing St. Kilda and Port Melbourne light rail service through Flinders Street Railway Station to connect with the Batman Avenue tram service. This proposal has been assessed by consultants to be viable and will augment public transport services to the CAD.

The link is consistent with current Government policies and would reinforce the Central Area Transport Strategy (CATS) by improving public transport accessibility to the fringe areas around the CAD. It is also consistent with and supportive of the Council's strategic objective to achieve a fast, safe, accessible and low cost transport system. It is estimated that patronage along the proposed corridor would increase by 50% and better connections would be provided to major tourist and sporting facilities. The Ministry of Transport's Tram and Bus Strategic Review Committee have supported the link in principle.

4.5 Melbourne Airport and Rapid Transit Link

Upgrading and expansion of Melbourne Airport is a necessary requirement for establishing Melbourne as a competitive city internationally and is essential for creating commercial and tourism opportunities. The Federal Airports Corporation (FAC) and State Government have completed a Melbourne Airport Strategy to guide the future development of the airport and a major upgrading of terminal facilities (for example, the international terminal) has commenced. Melbourne Airport should be expanded to take advantage of forecast growth in air activity. An important requirement in this context is for an international airline to be based in Melbourne.

Importantly, the Federal and State Economic Statements refer to expediting the construction of terminal facilities and the establishment of an "Airport Development Committee". Investigations are also proposed in "Priority Victoria" to assess the feasibility of an airport in the south-east of Melbourne.

The Council's 1985 Strategy Plan advocated a direct rail link with Melbourne Airport. A "rapid transit link" has since been identified by the State Government as a key requirement for improving the transport system in Melbourne. The project will enhance accessibility between the airport and central city and will provide a high quality transport alternative for commuters in the north-west sector.

The State Government has called for expressions of interest from the private sector for the provision of the link. Four bids have now been short-listed. Potential routes are identified in Figure 6 and include the Tullamarine Freeway, Sunshine railway reserve and the Broadmeadows railway reserve. The form of the link is yet to be determined, however, a monorail, bus or light rail service are among the proposals.

4.6 Integration of Transport and Land Use Planning

Section 4.1 identified the lack of overall co-ordination in the operation and management of the transport system as a major issue. This is related to broader problems associated with the division of responsibility and lack of co-ordination across all levels of government in the planning arena.

The Council's 1992 Green Paper on Options for Effective City Government also describe the plethora of government agencies involved with transport and land use planning. There are at least ten planning agencies within five kilometres of the CAD and numerous other agencies involved with transport issues, as noted in Section 4.1. The Special Premiers' Conference and Ecologically Sustainable Development Strategy have also acknowledged the extent of fragmentation across all levels of government.

The Council must move effectively to ensure the integration of transport and land use planning within the current institutional framework. This is imperative given the increasing recognition as to the importance of land use planning in assisting to relieve transport problems. A number of practical initiatives are suggested for better integrating land use and transport planning. These relate to:

- development of a collective vision and principles;
- key major development sites and development criteria;
- housing initiatives;
- structure of traffic and planning sections;
- responsibility for transport at the local level;
- community education programmes;
- demonstration projects.

Land use decisions in relation to urban consolidation policies and the revisions to district centre policy by the State Government are directly relevant to the objective of promoting the usage of public transport. The suburbanisation of employment and housing over the past 25 years has greatly reduced the market for public transport, particularly fixed rail. For public transport, the

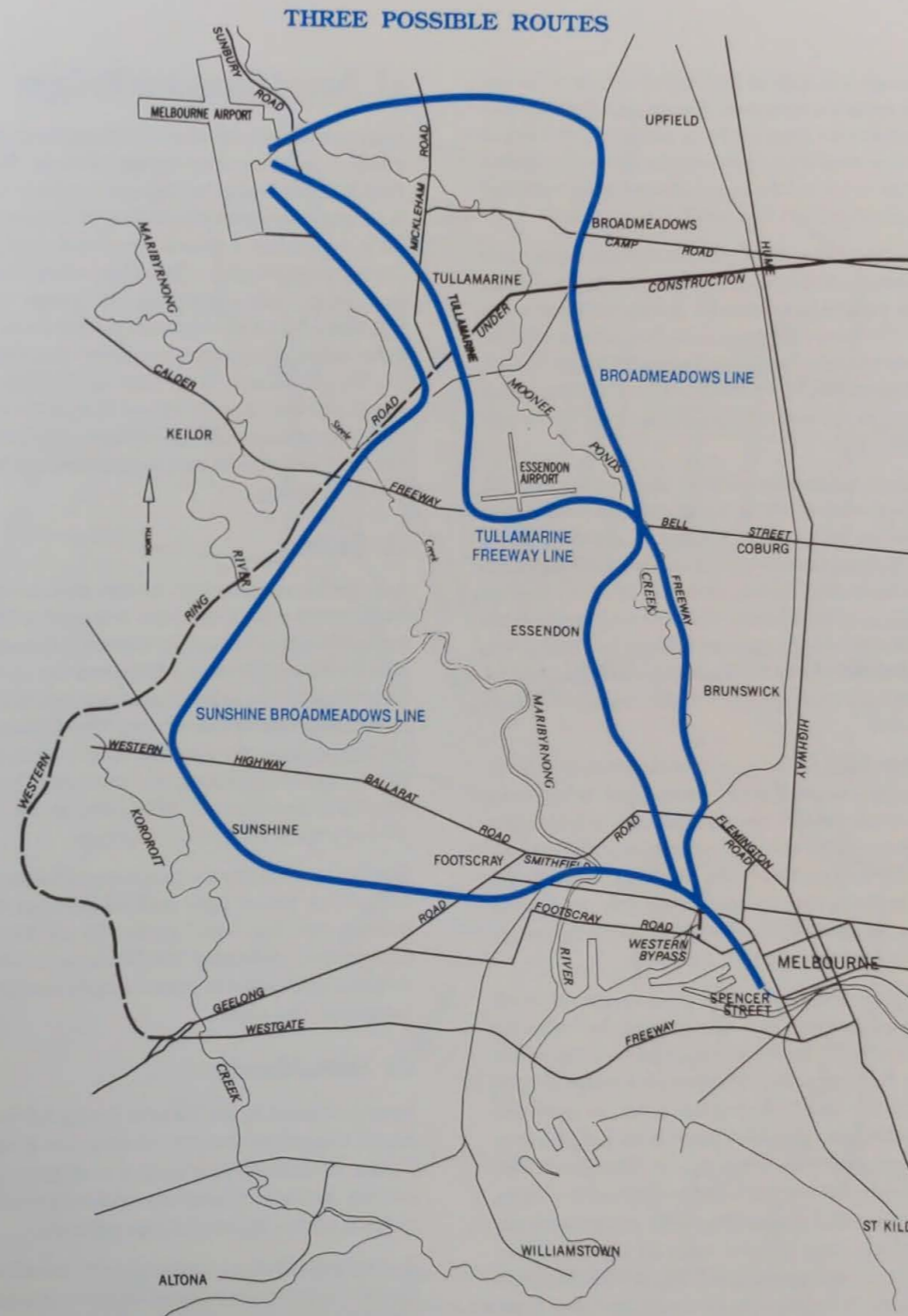


Figure 6: Rapid Transit Link Possible Route Alignments
Source: Major Projects Unit (1991) Expressions of Interest for Rapid Transit Link

challenge is to adapt to the changing structure of the city. Planning for the development of metropolitan Melbourne must therefore relate to accessibility to public transport if broader social and environmental issues are to be successfully addressed. It must also address the issue of whether there is a threshold density for creating a viable public transport system.

Part of this approach would involve the promotion of high density development, including commercial and residential uses, adjoining public transport routes and nodes. Housing development within the CAD is also an important element. These are areas where the Council has, and will continue to play, a significant role. Through the Strategy Plan Review, the Council has identified a target of creating an additional 4,000 dwellings in the city over the next decade.

Significant opportunities exist within the City of Melbourne and the inner region to promote consolidation, with some of these possibilities being identified in Figure 7. Of the sites shown, detailed planning is underway for a number of major developments including Jolimont (Eastside), Docklands and Lynch's Bridge in Kensington where substantial land parcels will be redeveloped for residential and other purposes. Although these are long term and substantial projects, site planning must be undertaken in the context of the overall road and transport network within inner Melbourne.

A number of clear principles should be adopted in such planning. Firstly, land use and transport planning must be undertaken concurrently. Secondly, new roads should not be designed in a configuration which will result in an increase in traffic through the CAD or local neighbourhoods. Thirdly, the promotion of the use of public transport and minimisation of the use of private vehicles, consistent with the philosophy expressed in this Strategy, should be an important element of planning.

It is in this context, based on these principles, that the Council has opposed the extension of Collins Street into the Docklands in the short term (and as a link to a casino) and as a bridge over the Spencer Street railyards. While there are a number of varied aspects to the Council's concern, the Council has argued that scarce public funds should be directed to the highest priority projects which will be beneficial to the overall development of the City generally. Works on facilitating the Transport Interchange and the upgrading of Flinders Street as the primary access into the Docklands during its initial stages are regarded as more beneficial to Melbourne's long term development and the success of Docklands. In the long term, it is argued that Collins Street should be extended at grade, removing the barrier of the railyards and facilitating the integration of Docklands with the City.

4.7 Demand Management Strategies

As noted above, land use planning is increasingly being viewed as a means of addressing current transport problems. The IMRA Public Transport Strategy has suggested a number of statutory and strategic planning initiatives while VicRoads is investigating the implementation of demand management strategies for resolving transport problems. These initiatives have been widely supported, for example, through the ESD Strategy. Methods being considered, include some already established in the United States such as Transportation Management Associations and Trip Demand Ordinances. In view of the City of Melbourne's high priority regarding transport issues it is suggested that the Council extend its investigations into these emerging concepts. This should include parking taxes, road pricing and area licensing schemes for parking.

4.7.1 Car Pooling

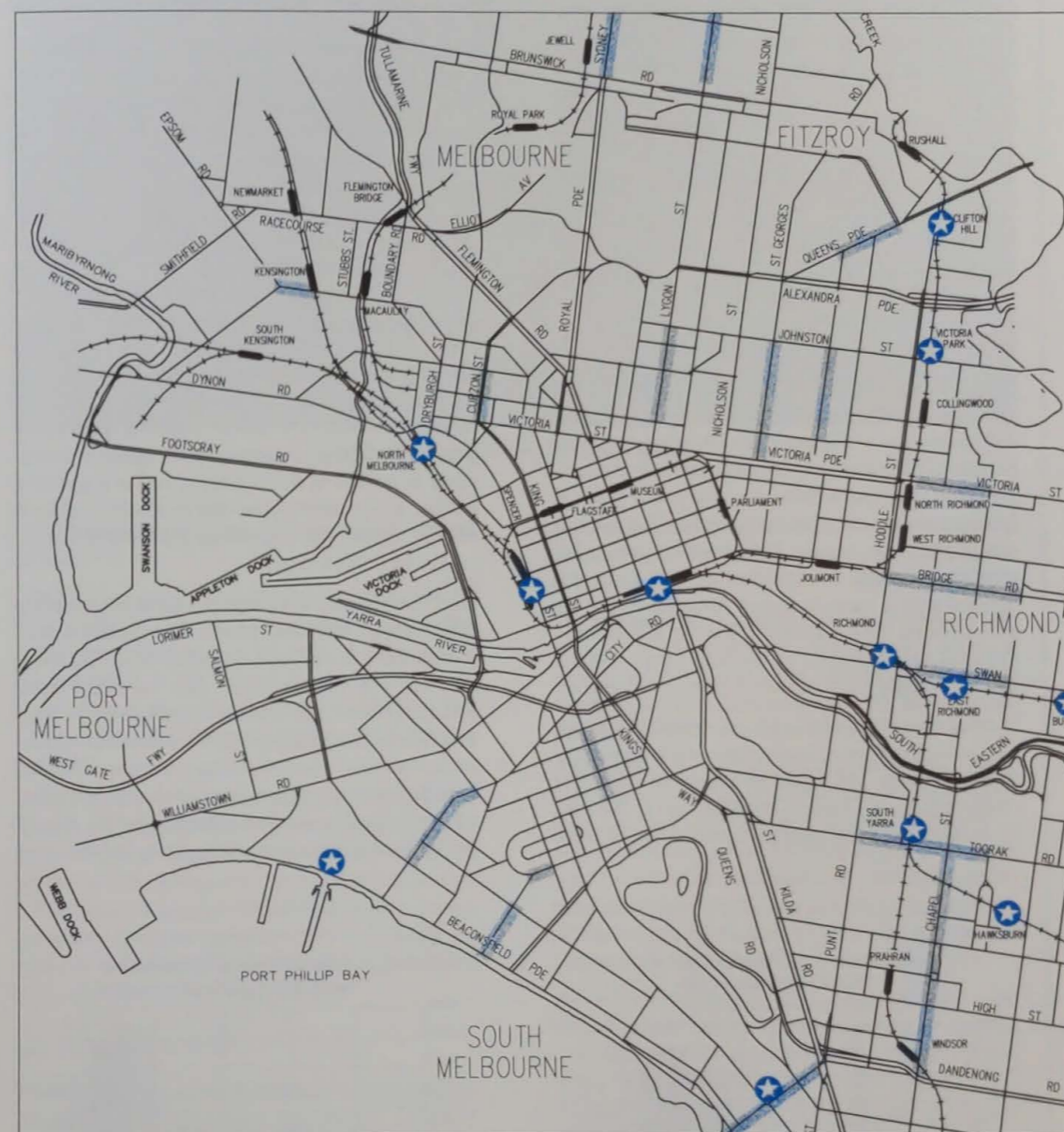
A specific demand management technique which has achieved notable success in the United States is car pooling. Often car pooling has been utilised in Trip Reduction Ordinances. The State Government has amended the Transport Act to facilitate the introduction of car pools and has recently introduced a trial car pooling scheme on the Eastern Freeway. Experiments overseas have highlighted a number of problems related to implementation of car pooling schemes concerning the involvement of the private sector and associated cost and logistical difficulties. The outcome of the present trial will therefore be significant.

From the Council's perspective, there is concern that car pooling will result in reduced public transport patronage thereby conflicting with other Council policies. For this reason it is suggested that Council support State Government initiatives for car pooling and support trial schemes to enable the effects to be assessed in a wider context.

4.7.2 Additional Research

Research conducted for this Transport Strategy indicates that demand management strategies and integration of land use planning with transport planning are at an embryonic stage in Australia. More research needs to be completed, particularly in relation to practical application of these measures.

The University of Melbourne has recently established a Transport Research Centre with the purpose of developing innovative and imaginative approaches to transport and land use planning. The mission statement of the Centre is to raise the level of transport debate with a particular focus on the role of public transport.



- ▭ Rail Stations with Potential for Increased, High-Intensity, Mixed-Use Development
- ★ Shop-top Housing Opportunities for Transit Integration

Figure 7: Possible Sites for High Density Development Adjoining Public Transport
Source: IMRA Public Transport Study "Moving Melbourne" 1991

The Transport Research Centre is potentially an excellent resource for research into a wide range of transport issues, particularly demand management and transport/land use integration. Staff from the Ministry of Transport have been seconded to the Centre to provide professional expertise. An issue for possible consideration by the Council is the exchange of staff between the Transport Research Centre and the Council. Informal discussions have indicated a number of research projects, such as parking, that would be of significant benefit to Council.

4.8 Parking

4.8.1 CAD Limitation Policy

The amount of parking available in the CAD is a critical issue to the community and businesses. The total supply of parking in the CAD has increased by 32% since 1982 while there has been little increase in CAD employment over recent years (refer Figure 8). The supply of parking in Melbourne is comparable to that of Brisbane and significantly higher than Sydney. It is also high compared with cities overseas. The increase in floorspace and parking without a growth in employment has resulted in the need to review parking standards for new development which are assessed on the basis of floorspace. The City of Melbourne's Floorspace and Employment Survey, to be completed in late 1992, will provide the data necessary to carry out such a review.

The effectiveness of the limitation policy as a demand management tool also requires examination given the growth in the supply of commuter parking. This growth has occurred for a number of reasons including the approval of developments by the State Government which exceed parking policy requirements, and lack

of (or limitations in) enforcement procedures which tend to skew the existing supply in terms of types and cost of spaces.

Despite these weaknesses, parking policy is still the most effective method available to the Council to influence travel to the CAD. However, through taxation other levels of government can also influence parking. For example, changes have recently been announced by the Federal Government to the Fringe Benefit Tax in relation to car parking. While discouraging parking provision, these changes highlight a conflict with goals to assist business and revitalise the central city. The implications of this tax therefore require further review.

4.8.2 Short Stay Parking

Extensive research by the Council, as confirmed by car park operators, has established that there is now sufficient short stay parking in the CAD. It is therefore considered that any new proposals for substantial additions to the supply of parking should be required to clearly justify a need in a particular location. This is important given that an effective program of enforcing existing short stay parking agreements is likely to increase the available supply.

Perceptions within the community regarding inadequate parking facilities can be linked to poor access to the car parks as a result of congestion and insufficient directional signs. The works associated with Swanston Street Walk have aided traffic circulation, however, more attention is needed to signage. Many cities have car park signage systems which provide information on the location and amount of parking available on a continual basis. Such systems assist in reducing the amount of circulating traffic and add to the convenience of coming to the CAD. It would be of great benefit to introduce a similar system in Melbourne as



Lunch-time Street Closure in Hardware Street

a joint project between the Council, Vic Roads and the car park operators.

A further issue relates to the control of parking and in particular the price charged. This is perceived as having an adverse effect on the attractiveness of the CAD compared with suburban shopping centres. In other cities, such as Perth and Adelaide, local government owns a significant amount of parking. It is therefore able to directly influence pricing structures and space availability.

The cost to the City of Melbourne of regaining control of existing car parks and obtaining sufficient additional supply to effect the market would be substantial. Given this situation, it is considered beneficial to continue co-operative efforts with car park operators and retailers and negotiate pricing policies in this way. Stronger enforcement of existing agreements, particularly around the retail core, would also be of benefit. The matter of Council control of car parks thus becomes a longer term issue.

4.8.3 Parking Outside the CAD

The secondary limitation area outside the CAD has been operating in isolation from the surrounding municipalities. Difficulties have been experienced as a result of the spill-over of traffic. However, given that the concept was supported in CATS as an appropriate policy for the inner area the prospect of a more unified approach across inner Melbourne has improved. Parking standards, are the key element of a limitation policy and it is acknowledged that the existing standards, and their applicability

across the municipality, require review. The recently completed IMRA Inner Area Parking Study provides a sound basis for this process.

The "payment in lieu" of parking scheme was reviewed in 1990 and now only operates in the two areas where it is considered possible, and desirable, to collect sufficient funds to provide additional parking. These areas are North Melbourne and Carlton.

Problems remain in planning appeals where parking requirements have been lost at the Administrative Appeals Tribunal (AAT) because of a lack of firm proposals to provide an off-street car park. The construction of the Tyne Street car park (in association with 24 residential units) to the rear of the Lygon Street shopping centre assists in this regard, however a firm proposal to provide parking in Lygon Street, south of Grattan Street, is required. This has been noted by the AAT.

The options for the Council in this area range from the Council constructing a car park to the purchase of parking in a completed development. The finalisation of a proposal is therefore a priority for the Council in the short term, although it will need to be determined within the context of the heritage significance of much of the immediate area. As a corollary, there is a need for car parking policy to be applied consistently throughout the "payment in lieu" areas to ensure that adequate resources are generated to fund additional parking.

A final critical element of an effective limitation policy, the provision of a viable alternative, in the form of public transport,

CAD OFF-STREET PARKING SUPPLY (EXISTING AND UNDER CONSTRUCTION) 1984 AND 1990

Source: City of Melbourne Survey Dec 90



CHANGE IN CAD EMPLOYMENT 1982-1992

Source: City of Melbourne Floorspace and Employment Survey

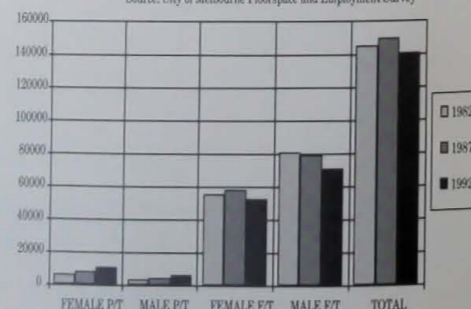


Figure 8: Carparking Supply and Employment Trends in the CAD

is addressed through other parts of this Strategy and the IMRA Public Transport Strategy.

4.9 Pedestrians

In addition to benefits gained through Local Area Traffic Management, the Council has completed many capital works and planning studies to facilitate pedestrian movement and improve pedestrian safety both within and outside the CAD.

Within the CAD, the implementation of Swanston Street Walk is the most important initiative in improving the pedestrian



St.Kilda Road Bicycle Lane

environment for many years. The extent to which the remainder of the retail heart should be pedestrianised is a major issue. Given that Swanston Street Walk is expected to have a significant effect on pedestrian activity it is important to monitor its implementation prior to considering any other significant proposals to change the CAD traffic and pedestrian movement patterns.

The attractiveness of the CAD for pedestrians is a further issue as this contributes to the vitality of the city as a whole, a matter considered within the Council's adopted Pedestrian Strategy and Pedestrian Heart "The Arcades" Strategy. The extent of street activity, safety and changes in patterns of pedestrian movement through such measures as the construction of footbridges are all important elements in determining the quality of the pedestrian environment. Lessons from development in the late 1980's clearly indicate the need for retail and other associated activity to be directed on-street to maximise the benefits for pedestrians and the economy of the city.

Outside the CAD, works have been undertaken in a number of local shopping centres to facilitate pedestrian movement and improve amenity within each centre. Further works may be considered within the context of planning local shopping centres. It is noted that these works, and those in other locations, are designed with particular emphasis on the needs of those with limited mobility.

The preparation of a Road Safety Plan (refer Section 4.2.4) will allow further exploration of issues concerning pedestrian safety and ease of movement within the municipality.

4.10 Bicycles

The Melbourne Bike Plan was completed in 1990 and established a policy direction for the Council and proposed a series of actions in relation to the "four E's" of bicycle planning: engineering, education, enforcement and encouragement. A number of the proposed engineering actions were of concern to the Council and were deferred for further investigation, particularly the proposal to allow the use of bicycles in the more formal "gardens" within the city. The overall strategy for bicycle routes as proposed in the plan is shown in Figure 9.

The Plan is comprehensive in addressing issues related to cycling and the requirement now is for the review of actions and implementation. The recent appointment of a bicycle resource officer by the Council is an important step in this process.



- Proposed Melbourne Bike Loop
- Proposed Off Road Bike Paths
- - - - Bicycle Arterial
- Existing Signed Bike Paths or Bike Lanes
- - - - Proposed Bike Paths (construction 1992/93)

Figure 9: Strategic Bicycle Network

The 1992 Victorian Bicycle Strategy identifies a number of general issues relating to cycling and proposes a large number of action items in which local government has been identified as a lead agency. The bicycle resources officer will assist the Council to assess the role it will play in implementing these particular items and the strategy as a whole. The officer's role could also be extended to include a variety of the public transport matters noted previously.

4.11 Data Base

A fundamental requirement for transport planning is a comprehensive and up-to-date data base. Data is currently available in various forms but is generally poorly accessible or unutilised. The Land Information System currently being developed for the City of Melbourne should add significantly to integrating the Council's data, although it is not likely to be fully operational for at least two years. The development of a joint data base with local and state agencies would greatly enhance the monitoring of transport performance and the assessment of major infrastructure proposals.

Information on traffic flows is the most extensive of the data available with information having been collected by the Council since the 1980's. Counts are available for every major intersection and the current program aims to regularly update the data so that no count is more than two years old. Further count work was undertaken in 1992 with the northern area having been completed. The southern area will be undertaken over the traffic surveillance associated with the M1/A1 interchange has been completed. It is proposed that a count count will be undertaken annually in July. Traffic information is also available from Vic Roads particularly accident reports and statistics and traffic signal operations data.

Data on car parking availability in the CAD is also collected regularly with a full survey of public commercial car parks being undertaken each year. This survey focuses on collecting information on the amount of short stay parking and therefore the available data concerning private car parks is not limited. The Council's five yearly Floorspace and Employment Survey was undertaken in 1992 and it is anticipated that this will provide further information on the total amount of car parking available in the CAD. While some specific data is available on parking outside the CAD, a comprehensive data base for this area is also required.

Pedestrian counts are undertaken on an irregular basis depending on available resources. A major central city pedestrian count was

undertaken in 1979/80, however, this project has not been repeated due to financial constraints. For the past twelve months eight to nine hour counts have been undertaken for many locations in the 'golden mile' and this process will be extended over the rest of the central city over time. The initial emphasis is on those areas where pedestrian flows are likely to be affected by major changes such as Melbourne Central and Swanston Street Walk.

Information on modal split is provided in the CATS and the Traffic in Melbourne Study. Data is also available from the five yearly national census which provides information on place of residence, place of work and mode of travel to work. Data on public transport patronage is available from the PTC and the Council has received hourly counts from the Met of city stations. Information on progress towards PTC patronage targets, travel speeds and reliability is not readily available.

Some information on truck traffic volume is given by traffic counts, and general information on freight tonnage carried by various modes is available from port, rail, and road authorities. More detailed information on freight movements, particularly on the road network, and commercial vehicles, is scarce. The Victorian Ports Land Use Plan has provided information on origins and destinations of road freight, however, as noted in section 4.1, additional data is urgently required.

The major gaps in the data base are those in the areas of freight and commercial vehicle movement, some areas of public transport, and most significantly in the area of CBD environmental capacity as assessed through such measures as noise and air quality data monitoring is no longer carried out on a regular basis and while the Environment Protection Authority monitors air quality over metropolitan Melbourne, it is not assessed at city street level.

It is desirable that an integrated data base be developed for use by the Council, relevant State Government agencies (Vic Roads, PTC and Department of Planning and Housing), local government authorities and any regional associations of local government (for example, IMRA). The Transport Research Centre at the University of Melbourne has recently commenced a project 'Monitoring Transport in Victoria' which aims to produce an annual report with quarterly updates. These would comprise three main parts - quantitative data, current and emerging issues and views and commentaries. This would be an essential element of an integrated system.

SECTION 5

STRATEGIC DIRECTION

The main purpose of this Strategy is to establish a strategic direction for the transport network in Melbourne. Based on the discussion in previous Sections, this Section outlines the Council's goal and supporting objectives for this Transport Strategy.



Elizabeth Street

5.1 Transport Strategy Goal

The Strategy Plan Review establishes the Council's overall policy direction as developed in conjunction with the State Government. The most significant goal and strategic objectives have been outlined in Section 2. These have provided the context for the development of the Transport Strategy which is one component of the Strategy Plan Review process.

Adopting a goal for the transport network is fundamental to the formulation of this Strategy. The following goal defines the Council's vision for the transport system:

"To support the development of a balanced transport system with significantly improved public transport services, which is integrated with land use planning and supports economic development yet is environmentally and socially acceptable".

This goal varies from the goal originally proposed in the Strategy Plan Review. This reflects what is regarded as a necessary emphasis on the promotion of a balanced transport system recognising all transport modes and users of the road network. It stresses the need to integrate land use and transport planning

and development as well as the importance of environmental sustainability. In addition, it acknowledges that the future development of the transport system must occur in a way which is acceptable to the community in social and environmental terms.

5.2 Strategic Objectives

It is proposed that a number of the objectives from the Strategy Plan Review, referred to in Section 3.2, be amended and supplemented to more accurately reflect the issues and concerns identified in this document. The proposed strategic objectives, as modified, are:

Recognition of All Transport Modes

- to improve accessibility, facilities, opportunities and conditions for pedestrians and people with limited mobility within the City of Melbourne by providing a safe, attractive, convenient and enjoyable environment at a human scale;
- to achieve a balance between transport modes operating within the City of Melbourne and to reduce vehicular traffic

in order to enhance the environment and amenity of the City and to increase the safety, effectiveness and attractiveness of travel by bicycle and other means.

Efficient and Managed Road System

- to manage the road system so that it supports Melbourne's role as a national transport hub and major activity centre, to divert through traffic to an alternative by pass route system subject to environmental and amenity constraints, and to reduce the need for private commuter travel and freight movement in sensitive areas;
- to minimise through traffic in local streets while maintaining access, improving safety, enhancing amenity and fostering linkages;

Improving Freight Movement

- to improve systems for the movement of freight and to develop a national transport hub encompassing the port, roads and rail, and linking to national transport routes, while making road and rail freight more efficient and reducing the impact of heavy freight traffic and its associated risks;

Improving Public Transport

- to achieve a public transport system serving the City of Melbourne which is fast, frequent, safe, secure, accessible, low cost, reliable, attractive, customer oriented, and which makes the City's services and activities accessible to all;

Land Use and Development Objectives

- to ensure the integration of the Council's land use and transport policies and their co-ordination with those of adjoining municipalities and the State Government;
- to maintain and improve the interaction and range of business linkages between the Central Activities District and the suburbs;
- to advocate to the State Government that future urban development, and in particular medium-high density housing, is concentrated in areas of maximum public transport accessibility;
- to make Melbourne an attractive centre for investment, as the basis for continued economic prosperity;

Management of Parking

- to ensure that parking facilities within the City of Melbourne are managed in a co-ordinated way, which supports economic growth and activity in the municipality, but does not encourage the unnecessary use of private vehicles.

SECTION 6

POLICIES AND ACTIONS

This Section details the policies and actions which have been adopted by the Council in support of the strategic direction statement outlined in the previous Section. The detailed actions have been prioritised and the role for the Council identified, utilising the following coding system:



Collins Street Tram

6.1 Transport System Management

There has been some increase in co-operation regarding transport planning in recent years, particularly through initiatives such as Swanston Street Walk, however the system overall remains fragmented. The inner regional Councils were involved in the initial drafting of CATS and the City of Melbourne is a member of the CATS Implementation Committee. There have also been a number of co-operative studies involving IMRA and the State Authorities including a parking study and a public transport strategy.

6.1.1 The Council will closely co-ordinate its road planning and management with State and Federal Government authorities and adjoining municipalities and will advocate improvements in the overall co-ordination of transport planning.

6.1.2 The Council will support those road improvements and extensions to the network which can be demonstrated to enhance the viability of the City, are acceptable on environmental grounds, which do not encourage commuter

car traffic into the CAD or interfere with public transport operations and are cognisant of the needs of pedestrians.

* High priority for attention, i.e. over the next two years

● Ongoing implementation

▲ Advocacy role for the Council

■ Council responsibility.

- advocate that the transport system and all major transport related projects be the responsibility of one State Government Ministerial portfolio (which may include planning); *▲

- investigate and promote measures, consistent with the Council's policy for a shared State Government/Council planning mechanism, which improve the planning and management of the transport system on a regional basis. These measures should focus on:

- the provision of a forum for input into the decision-making and implementation process for major transport and related land use projects;

- mechanisms for input from Local Government, State Government, business, the community and transport interest groups;
- the elimination of the fragmentation of land use and transport planning at the State Government level; *▲
- maintain Council's existing control over the road network as agreed through negotiations between the Council and Vic Roads; *▲
- develop a road safety plan for the municipality covering issues such as safety management, road design and condition, speed limits, pedestrian safety, bicycle accidents and vehicle safety; *▲
- recognise the essential car travel needs of business and the role of the car in supporting the viability of retail and other activities; ●■
- manage the existing road network to improve accessibility to and within the City, by such means as:
 - improve access points and better managed parking supply;
 - local area traffic management and co-ordination;
 - adjust of traffic signals to enhance traffic flow at peak times, having regard to the requirements for public transport and pedestrians, depending on the roads and locations concerned;
 - encourage the use of taxis and enabling them to operate efficiently;
 - ensure that service delivery and access in the CAD is integrated with land use planning; *■
- examine the possibility of establishing formal links with the Transport Research Centre at the University of Melbourne. Officers from the Council could be exchanged with officers from the Centre for specific projects of interest and value to both parties; *■
- in conjunction with Vic Roads, the PTC, IMRA, and the Transport Research Centre establish a transport data base and undertake the necessary research to gain a full understanding of travel patterns. *■

6.2 By-Pass System

The proposals for a CAD By-Pass system need to be viewed in relation to the economic benefits of improving access to the port as well as the amenity and access benefits to the CAD and neighbourhood areas of removing through traffic. The consequences

to the environment and the potential to encourage traffic growth must also be considered.

6.2.1 The Council will support the development of a CAD By-Pass system (as shown in Figure 10) to the extent necessary to encourage economic and business linkages and remove through traffic from the CAD, subject to environmental, health and amenity constraints.

6.2.2 Road developments for a By-Pass system will not be considered in isolation and individual links must be designed to have minimal environmental impact and to maximise amenity and economic benefits.

- acknowledge the need for the Western By-Pass and link between the Western By-Pass and South Eastern Arterial; *▲
- support a tunnel beneath the King's Domain subject to:
 - two-way traffic flow being introduced in Boulton Parade to protect South Yarra residential areas;
 - consideration of impacts on the capacity of the South-Eastern Arterial;
 - no duplication or widening of the Swan Street bridge;
 - river crossings to be consistent with Lower Yarra River policies;
 - length of tunnel sufficient to substantially improve precinct amenity;
 - concept design and construction matters being agreed with Council concerning minimising the impact on established tree stock and including the location of tunnel entry and exit points in relation to the overall site planning of the area and venting arrangements;
 - details of the financial package and any tolls being discussed with Council, particularly in the context of Federal initiatives concerning road user charges;
 - inclusion of supportive Local Area Traffic Management; *▲
- support the Western By-Pass to Footscray Road subject to:
 - eventual underground or under-river linkage to the Westgate Freeway;
 - consideration of the results of the Health Impact Study;
 - discussions with the Council on the timing of the construction of both projects;

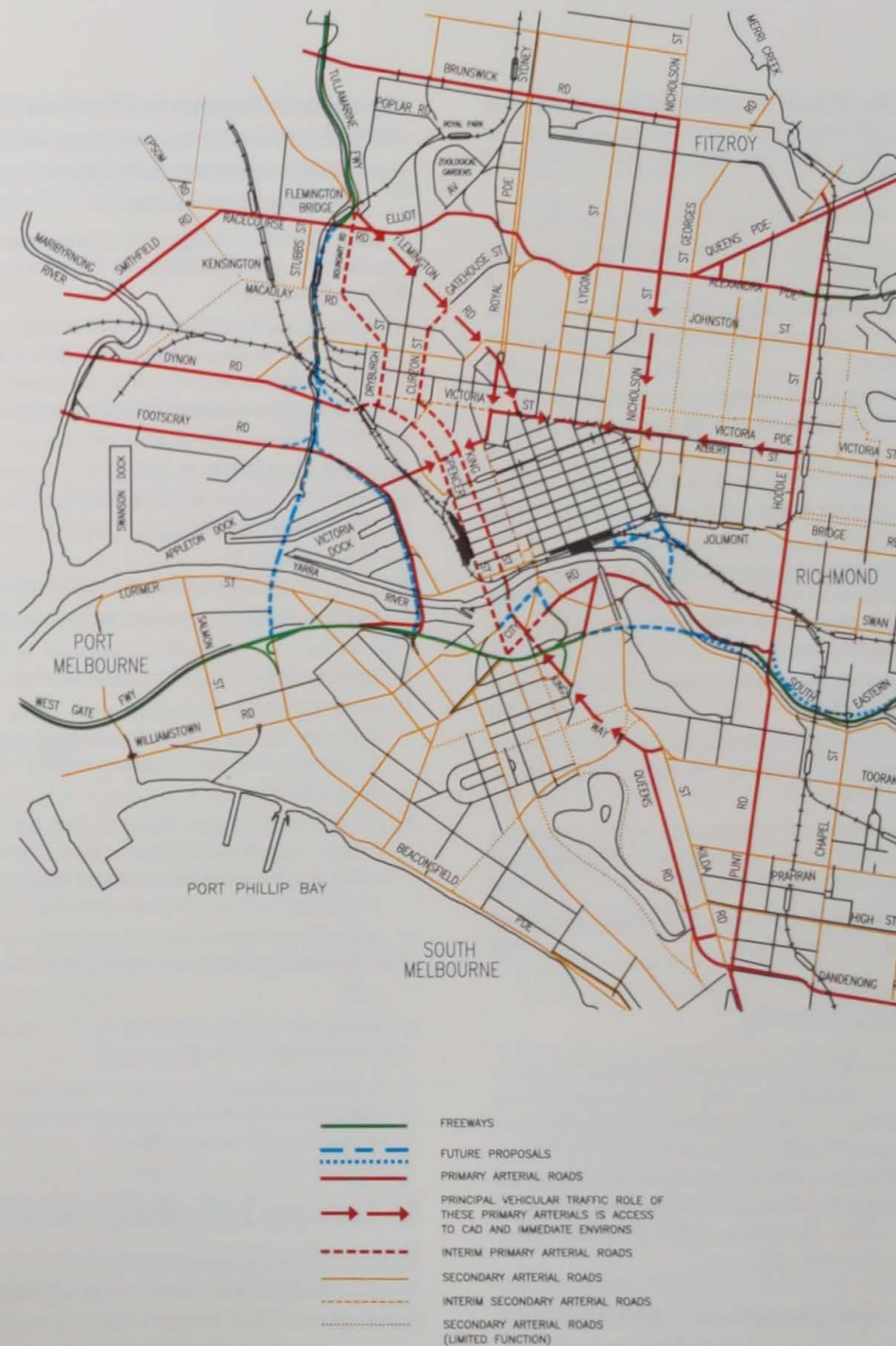


Figure 10: Council's Proposed Functional Hierarchy

- concept design and construction matters being agreed with Council, including ramp locations, effects on the Moonee Ponds Creek, and maintenance of an Upfield rail link;
- consideration of effects on the "northern corridor"; and
- details of the financial package being discussed with Council; *▲
- support the upgrading of Footscray Road as an interim measure linking the Western By-Pass to Charles Grimes Bridge; *▲
- advocate for and co-operate in a comprehensive classified vehicle survey as part of the data base for the EES process; *▲
- support the construction of a Spring Street link as part of the Jolimont development, subject to the Domain Tunnel being constructed; *▲
- oppose proposals for widening of roads through the northern corridor on the basis that it is primarily a commuter route with traffic destined for the City rather than a major by-pass or freight route; *▲
- oppose any proposals for the widening of Punt Road, south of the Yarra River; *▲
- continue to oppose any proposal to extend the Eastern Freeway, and advocate for the construction of a rail link in this corridor; *▲
- in conjunction with Vic Roads, collect origin and destination data for the northern and eastern corridors and develop road management plans for each corridor; *■
- consider and promote the needs of cyclists in planning and constructing major roads. ●■

6.3 Road Hierarchy

A road hierarchy is a road management tool which can assist in the allocation of road space as it relates to land use and in setting traffic and road management priorities. It can therefore be used to define levels of accessibility and use for the central city, residential and mixed use areas. A functionally defined road hierarchy can be dynamic according to varying traffic requirements e.g. land use and time of day. The following policies and implementation proposals reflect these requirements.

- 6.3.1 The Council will manage the road system in accordance with a dynamic functionally defined road hierarchy which complements neighbourhood precincts.

6.3.2 The Council will support the development of an arterial road freight network and, to the extent necessary, provide access to the port and major industrial areas and provide a designated system of truck routes.

- adopt the CATS hierarchy modified in accordance with Council's position (Figure 10) and seek agreement with the State Government; *■
- review the overall road hierarchy if the Western By-Pass and Southern By-Pass proceed in consultation with the community and in particular those roads given an interim classification, e.g. Curzon Street, Dryburgh Street, Boundary Road, King Street and Spencer Street; ●■
- submit amendments to change planning scheme classifications to accord with CATS and review the planning scheme control, particularly the relevance of "secondary roads"; ●■
- use the arterial road network to define LATM areas; ●■
- complete the review of the advisory truck route system; ●■
- oppose an expansion of the B-Double road network; ●▲
- provide modifications to the hierarchy to enable, where appropriate, variable traffic controls according to time of day, changes in land use and traffic requirements e.g. King Street night club area; ●■
- investigate options for Secondary Arterial Traffic Management, particularly in mixed use areas, to provide for peak hour traffic flows while encouraging traffic to remain on the primary arterial network at other times; ●■
- improve the enforcement of clearways and adopt alternative enforcement techniques where necessary e.g. "tow away" zones; ●■
- integrate the CATS road hierarchy with the State Bicycle Committee's principle bicycle network; ●■
- in managing the road hierarchy, recognise the needs of pedestrians and pedestrian linkages in areas such as traffic signal timing and crossing locations. ●▲

6.4 Local Area Traffic Management (LATM)

The Council will continue to review traffic management measures in neighbourhoods to minimise the impact of through traffic and to encourage a high level of amenity.

6.4.1 The Council's LATM program will be based on the principles of traffic calming in maintaining accessibility, reducing traffic speeds through physical measures and improving the amenity and safety of neighbourhoods for all users.

- develop a program and establish priorities for LATM in response to major transport initiatives and community concerns; *■
- monitor the effect of the traffic management works implemented as part of the Swanston Street Walk project; *■
- give priority to those areas affected by the proposed Western By-Pass and Domain tunnel projects; ●■
- co-ordinate LATM proposals with those of neighbouring municipalities as appropriate; ●■
- use LATM and traffic calming techniques to enhance and define residential development in mixed use areas and promote and enhance pedestrian linkages; ●■
- maintain and enhance access for pedestrians and cyclists in LATM areas through the sympathetic design of traffic management works. ●■

6.5 Freight

In support of the future economic development of the City, the Council recognises the need to cater for freight movement between points of manufacture or import and the market place. The ongoing promotion of Melbourne as the nation's transport hub is critical in this regard.

6.5.1 The Council will support national approaches to major transport issues.

- the development of a national transport strategy based on recognition of the appropriate role for each mode; ●▲
- the development of a co-ordinated national infrastructure funding strategy for upgrading, maintenance and replacement, which addresses the inter-relationship of poor road maintenance, noise pollution, growth of the road freight task and road function. ●▲

6.5.2 The Council will support action to improve the operation of the road freight system together with actions to reduce the impact of trucks on residential and other sensitive areas by implementing and enforcing heavy vehicle by-pass routes,

controls on night-time movements where necessary, and through the adoption of other measures to reduce noise.

- subject to environmental and social considerations, support investment in road infrastructure which is essential to improve the efficiency of freight movement; ●▲
 - increase the efficiency of road freight movements by advocating the adoption of new technologies (e.g. TRIMS) that will enhance the efficiency of truck movements, particularly for port related traffic; ●▲
 - monitor cross city freight movements, especially on over-dimension routes; evaluate impacts of new technology; ●■
 - review the trial Macaulay Road truck ban and assess its applicability to other roads within the municipality. *■
- 6.5.3 The Council will encourage the State and Commonwealth Governments to promote rail freight where it is possible for rail to increase its modal share and increase its share of the market.
- support the development of the National Rail Corporation; ●▲
 - support the establishment of the National Road Transport Commission and particularly the proposal to introduce a road charging scheme that will reflect the full social and environmental costs incurred by users of the road system; ●▲
 - examine incentives to increase the attractiveness of transporting goods by rail particularly for inter-urban travel and where possible, intra-urban freight movement through such measures as outer suburban rail freight centres; ●▲
 - support the development of appropriate technology that will provide a competitive advantage for rail freight movement; ●▲
 - promote research into the impact of changes in transport pricing on modal split between rail and road; ●▲
 - support the retention and upgrading of a rail connection to Webb Dock to include a standard gauge line; *▲
 - support the construction of the proposed standard gauge rail link to Adelaide, subject to the maintenance of the existing rail links within Victoria. *▲
- 6.5.4 The Council will support the development of the Port of Melbourne in its integral role in maintaining Melbourne as a national transport hub.

- support the upgrading and extension of facilities to improve access for all freight movements to and from the port; ●,▲
- promote a modal shift of freight cargo from road to rail while recognising the pre-eminent role that road freight plays in the economy. Promote improved freight handling techniques at transport modes; ●,▲
- support the redevelopment of South Dynon freight terminal and improved/efficient links between the terminal and port areas, subject to the traffic implications of the development being comprehensively reviewed by Vic Roads and the NRC. ●,▲

6.5.5 The Council will promote actions to minimise the risks associated with the movement of hazardous materials by road and rail.

- advocate changes to the Dangerous Goods Regulations (Transport) 1987 concerning registration, parking and licensing provisions to ensure that substantial penalties apply for breaches of regulations; *▲
- advocate for specialised driver training by the Department of Labour; *▲
- advocate for the establishment of a vehicle tracking system by Vic Roads and integrated with the existing system operating within the port. This system should include appropriate external vehicle markings; *▲
- advocate for the investigation of designated routes for the movement of hazardous materials by Vic Roads. Consideration should be given to the introduction of an exclusion zone for such materials. *▲

6.6 Land Use and Transport Interaction

The integration of land use and transport presents an opportunity to support public transport and achieve environmental and urban consolidation goals in the longer term.

6.6.1 The Council will, through its planning and housing policies, identify opportunities for development linked to the existing public transport system.

- ensure that in planning major development sites, such as the Docklands, a number of key principles are adopted:
 - land use and transport planning must be undertaken concurrently;

- new roads should not be designed in a configuration which will result in an increase in traffic through the CAD or local neighbourhoods;
- the promotion of the use of public transport and minimisation of the use of private vehicles; *▲
- consider transport availability when developing policy options in the "Housing on Main Streets" study; ●■
- implement policies to facilitate higher density, and mixed land uses around stations and along tram routes in the inner city wherever feasible; *■
- population and employment densities should be increased in the inner area through the facilitation of key demonstration projects with high environmental amenity and quality urban design which begin to overcome negative community attitudes to higher densities; ●▲
- ensure that Government land use planning policy recognises public transport accessibility as an integral criterion in decision-making; ●▲
- develop a research program on demand management strategies such as road pricing, parking tax and a carbon tax. ●■



Melbourne Central

6.6.2 The Council will support car pooling trials to establish its effect on car traffic and public transport usage.

- review the Council's position on car pooling in relation to Vic Roads assessment of the outcome of the current trial on the Eastern Freeway including impacts on public transport, road usage and volumes of traffic on alternative routes; ●■
- support trial car pooling schemes in other locations. ●▲

6.7 Public Transport

The Council has strongly supported public transport as the major mode of transport to the CAD, particularly for journeys to work or study. The CATS report provided a number of initiatives which support public transport. Recent strategies from IMRA, the Tram and Bus Strategic Review Committee and the PTUA have also provided many policy options and actions for consideration by the inner area Councils and the State Government.

6.7.1 The Council seeks the retention of major public transport assets and will support infrastructure proposals and network improvements which will augment the existing system and, specifically, facilitate linkages.

- support the redevelopment of Spencer Street station as a major transport interchange, subject to design and form considerations being agreed with the State Government and Docklands Authority; ●▲
- support the retention and upgrading of the Upfield heavy rail line; ●▲
- support the construction of a southern public transport link to Port Melbourne and St.Kilda, and via Flinders Street station to Batman Avenue; *▲
- support the construction of a fixed rail public transport link in the "eastern corridor"; *▲
- support the upgrading of Melbourne airport as part of the "Transport Hub"; *▲
- support the construction of a rapid transit link between Melbourne airport and the CAD, subject to acceptance of the proposed route alignment; *▲
- respond to State Government transport reform initiatives; *■
- in co-operation with the PTC, Vic Roads and the IMRA Councils continue the development of a network of exclusive

tram and bus lanes, including part-time lanes, along the most critical routes throughout the day and implement traffic management measures, including signal operations, to provide priority to trams and buses; ●■

- support measures to facilitate the greater use of taxis and the provision of specialist taxi services to extend the mobility of specific disadvantaged groups, addressing fares, location of taxi ranks and service levels. ●■

6.7.2 The Council will take a proactive role in supporting, promoting, and improving public transport to the extent that its actions do not involve a direct role in running the existing public transport system.

- in conjunction with the PTC, investigate the viability of providing free public transport in the CAD; ●▲
- prepare an inventory of stops detailing possible improvements, including the provision of a range of services to which both the PTC and Council, in conjunction with the community, could contribute; *■
- implement proposals to alter the Haymarket roundabout to provide a well designed public transport interchange and LATM benefits; ●▲
- investigate the opportunities for Council's Bicycle Resource Officer to be involved in the provision of information and the promotion of public transport; ●■
- assess and promote methods by which public transport could be actively marketed and supported through the business community such as fare incentives linked to retail purchases and public transport fares included in sports admission tickets; ●▲
- investigate initiatives to encourage the use of public transport by Council staff, including:
 - organising staff discounts for travel on public transport to and from work by obtaining group discount prices; ●■
 - offering free or reduced cost public transport travel as part of salary packages; ●■
- when developing proposals for urban design and road works and in shopping centre action plans consider opportunities to improve protection of all users from physical injury through better safety measures such as improved links between the footpath and tram, weather protection and passenger information; ●■

- advocate that the environmental and community service merits of public transport be incorporated in financial assessments and appraisals of the public transport system; ●▲
- request the Federal Government to change the tax system to make the provision of cars, as part of salary packages, a less attractive option; ●▲
- investigate the implications of changes to the Fringe Benefits Tax in relation to car parking and the development of the city; *▲
- review the operation of the Council's community bus service, in terms of charging and its impact on client groups. ●■

6.7.3 The Council will support the philosophy of the IMRA Public Transport Strategy and adopt the following principles from the strategy for consideration when examining transport policy and when assessing proposals from outside agencies:

- the inner urban region must be seen as a distinct destination for travel within which it is feasible to make most passenger trips conveniently by public transport;
- public transport's share of trips in the inner urban region should be increased particularly through its designation as a "Public Transport Priority Zone";
- traffic calming and demand management are integral to successful implementation of public transport objectives by reducing the number of trips made by car to, from and within the inner urban region (without reducing business and commercial viability);
- travel to, from and within the inner urban region by public transport must be more attractive than by car for a majority of trips and for all groups of people;
- short journey times within the inner urban region demand short waiting times;
- land use planning, in particular residential development, in the inner urban and metropolitan regions must be integrated with public transport planning;
- investments in public transport should be assessed on the basis of their wider environmental and social benefits, as well as on direct financial costs and benefits;
- better management of the public transport system is a central issue in improving its image, human appeal and profile within the community;
- the implications of the hidden costs of continuing existing car-based land use/transport patterns and the potential to reduce these, are just as important as the more obvious costs

of new public transport initiatives or alternatives designed to reduce car dependence.

6.7.4 The Council will support IMRA, as appropriate, in the implementation of those actions which require a regional approach or which are outside the realm of local government. Examples include:

- public transport waiting times should be minimised in the inner urban region and throughout the Melbourne region through better frequencies, improved late night services and improved connections between services and modes; *▲
- improvement of the public transport interchange and pedestrian facilities at the southern end of Elizabeth Street, Melbourne University, and the tram-train interchange in Collins Street and Bourke Street at Spencer Street; ●▲
- passenger information systems at stops and stations which allow users to know with confidence when the next two services will be arriving; ●▲
- town planning ordinances should incorporate requirements related to public transport provision and integration of the development with public transport; ●▲
- identify sites for enhanced modal interchanges, providing:
 - safe, accessible and secure parking for bicycles and cars;
 - commercial and public facilities, shelter and easily accessible information;
 - an improved tourist coach station;
 - improved connections between services, particularly between different modes of transport; ●■
- use the proposed joint data base to monitor transport performance and to assist in the assessment of major infrastructure proposals. ●■

6.8 Parking in the CAD

The supply of parking in the city has grown substantially in recent years and there is now considered to be an oversupply of both long and short term parking. The issue now is one of managing the existing supply, improving access and information, and promoting its availability.

6.8.1 The Council will take immediate action in parking policy areas which can provide the most overall benefit in the short-term without prejudicing long term objectives.



Central City Carpark

- in co-operation with Vic Roads and car park operators, the achievement of a more efficient and effective utilisation of car parking spaces through improved signage on CAD access routes, within the CAD directing drivers to spaces; ultimately incorporating a dynamic parking guidance signing system providing regular 'updates' regarding the location and number of spaces available in each sector of the CAD; *■
- through a "pro-active" marketing campaign increase public/consumer awareness of the number, location and ease of accessibility to on street and off street car parking spaces within the CAD; this can be achieved through the publication of maps, and parking information through all media channels, journals (such as "Royal Auto") and information booths and maps within the City. *■

6.8.2 The Council will ensure that parking supply and management in the CAD is integrated with economic, activity and environmental objectives for the City.

- review parking standards following the 1992 Floorspace and Employment Survey using the CAD Traffic and Parking Study road and environmental capacity concepts as a reference point; *■

- amend the planning scheme to incorporate new standards for parking; ●■
- reduce the ratio of on-site parking spaces to floor area in the CAD North; ●■
- control access to off-street parking areas to minimise interference with bus, tram and pedestrian movements; ●■
- expand parking facilities for motorcycles; ●■
- enforce current requirements for bicycle parking in new buildings and encourage the provision of secure bicycle parking in existing buildings. ●■

6.8.3 The Council will ensure that there is sufficient short-stay parking in the City to support commercial, retail, leisure and recreation uses; and increase community and consumer awareness of its location and availability:

- work with car park operators to devise a new fee structure which favours short-term use over all-day parking; ●■
- provide more special courier parking zones throughout the CAD; ●■

- support the location and provision of only those car parking developments that can be shown to meet identified needs and to give priority to short-stay users in preference to commuters; ●■
- facilitate the marketing and promotion of City car parks in a co-ordinated manner; ●■
- through a more effective enforcement program of permits for car parks by the State Government ensure that the Council policy objectives are achieved in relation to the supply of spaces in terms of total numbers and to ensure that the intended short-stay/long-stay ratio is maintained in the desired locations; ●■
- address the inequality of short-stay parking charges and enforcement on-street and off-street; and co-ordinate changes in supply of on-street spaces with the marketing of off-street spaces (to balance the impact of the change); ●■
- continue to provide on-street parking facilities for bicycles and consult with the State Bicycle Committee to identify priority locations. ●■

6.9 Parking Outside the CAD

The Council's existing limitation policy seeks to encourage public transport usage and protect the amenity of areas by controlling vehicle movement without unduly restricting access of effecting the economic viability of business. As the concept of a "secondary limitation" policy has been supported in CATS it would be appropriate to co-ordinate the Council's parking policy with those of the surrounding municipalities.

The areas covered by the current "Payment-in-Lieu" of parking scheme are considered to be viable from the point of view of there being the opportunity to collect sufficient monies to enable the construction of additional car parking. There are however, continuing problems with the Administrative Appeals Tribunal in justifying parking requirements, particularly in the area of Lygon Street, south of Grattan Street.

6.9.1 The Council will continue to limit the availability of parking outside the CAD and in reviewing the planning scheme requirements will attempt to co-ordinate its parking policies with those of surrounding municipalities.

- use the Inner Municipalities Parking Study as the basis for establishing revised parking standards; ●■
- liaise with other Council's in revising parking policy and in setting the level of limitation; ●■



Council Operated Outer-CAD Carpark

- review parking requirements for uses not covered in the parking study, e.g. hospitals; ●■
- amend the planning scheme to incorporate revised parking requirements; ●■
- when reviewing parking requirements provide discretion to vary parking rates across the municipality by developing a policy for assessing requirements based on zoning, nearby employment levels, land use, 'agglomeration' of particular uses, on-street parking supply and availability, road function and the prospect of intrusion into residential areas. ●■

6.9.2 As part of an integrated parking policy the Council will ensure that the supply of long and short stay parking in retail, commercial, industrial and mixed use areas is sufficient to support their viability and will monitor the residential priority parking scheme.

- continue to monitor the impact of special events on residential areas and introduce appropriate controls; ●■

- continue to provide for resident priority parking in residential and mixed use areas and monitor the extent and type of resident priority parking needed in residential areas; ●■
- assess short stay parking requirements when reviewing shopping centre action plans and examine options for developing and funding new off-street public car parks, if required; ●■
- establish firm proposals for the future provision of car parking from 'Payment-in-Lieu' funding and will apply its parking policies in a consistent manner; *■
- examine all options for obtaining a car park in the Lygon Street area, south of Grattan Street including joint venture or purchase of space in a development; *■
- assess the longer term need for additional car parking in the North Melbourne 'Payment-in-Lieu' area and develop proposals accordingly. ●■

6.10 Pedestrians

The Pedestrian Heart Strategy and Pedestrian Strategy provide the overall policy direction for the central city and the Swanston Street Walk project is a most important initiative in creating a major pedestrian environment in the CAD. Supplementing LATM and works undertaken in local shopping centres, further initiatives outside the CAD should be encouraged.

6.10.1 The Council will implement the recommendations of the CAD Pedestrian Strategy and the Pedestrian Heart "The Arcades" Strategy for the retail core.

- implement as a priority those actions where expenditure and design can make significant and visible improvements in the pedestrian environment; ●■
- review specific actions affected by the development of Swanston Street Walk. ●■

6.10.2 The Council will improve safety and accessibility for pedestrians, ensuring a focus of interest and activity at street level.

- in considering planning applications, ensure that pedestrian accessibility is maximised at ground level, that appropriate on-street activities are provided and that building/street interaction is maximised; ●■
- consider the inclusion of access and pedestrian movement objectives in Part 1 of the Melbourne Planning Scheme; ●■

- maximise footpath facilities which facilitate pedestrian flows; ●■
- identify critical conflict points between pedestrians and vehicles; *■
- consider the potential for, and possible form of, off-street pedestrian facilities at critical conflict points with vehicles; ●■
- improve the responsiveness of traffic signal cycles in key pedestrian areas; ●■
- ensure that all planning for new pedestrian facilities and services provide appropriate access for people of limited mobility and family groups; ●■
- undertake an audit of the CAD and neighbourhood areas to identify, and determine appropriate mechanisms to address, areas considered unsafe for pedestrians, whether the safety is effected by vehicle traffic, poor lighting or other factors. *■

6.10.3 The Council will expand pedestrian priority precincts within, and in appropriate locations outside, the CAD.

- monitor the implementation of Swanston Street Walk; *■
- extend lunchtime closures of "little" streets and lanes as proposed within the Pedestrian Heart "The Arcades" Strategy (subject to the requirements of Swanston Street Walk); ●■
- review opportunities to promote pedestrian movement and amenity within key areas such as between the north and south banks of the Yarra River; Batman Park/World Trade Centre/Docklands; Southbank/St.Kilda Road precinct; parks and gardens throughout the city; arts precinct and Queen Victoria Market; ●■
- review the opportunity to create or enhance pedestrian precincts in local shopping centres outside the CAD, including the key access points to shopping centres and the potential to preserve critical linkages, such as lanes; ●■
- incorporate pedestrian priority areas within the defined road hierarchy; ●■
- develop an ongoing program for data collection for pedestrian movement in CAD, retail centres outside the CAD and major open spaces. *■

6.10.4 Open space and recreation areas will be upgraded by the Council ensuring direct pedestrian access and improving linkages with the CAD and residential areas.

- ensure that all open spaces remain accessible to the public; ●■
- ensure that in the preparation and implementation of masterplans for the municipality's parks and gardens that safe access is provided for pedestrians, people of limited mobility and, where appropriate, cyclists; ●■
- advocate to Melbourne Water, Department of Conservation and Environment and other agencies involved in open space and recreation facility development that appropriate provision is made for safe pedestrian access; ●■
- identify and develop strategies for improving linkages between activity nodes, in particular the CAD and surrounding residential areas. ●■

6.10.5 The Council will advocate to ensure direct and high quality pedestrian linkages within the CAD, between the CAD and proposed major developments such as Docklands and Eastside. ●■



Bicycle Route through the Central City

- ensure that the recommendations of the 1991 Laneways Study are included in Council deliberations regarding the closure or sale of laneways and the consolidation of lanes with adjoining sites; ●■
- ensure that consideration is given to the provision of appropriate links between new developments and existing facilities in the planning of major developments; ●■
- ensure that safe and adequate pedestrian circulation networks are provided within major developments; ●■
- ensure that public access is provided to all areas of the waterfront in Docklands. ●▲

6.11 Bicycles

The Melbourne Bike Plan provides the implementation mechanisms for bicycle planning in the municipality in addition to the recently released Victorian Bicycle Strategy. The following actions are proposed to supplement the actions outlined in other parts of this Strategy.

6.11.1 The Council will review the actions and implement the Melbourne Bicycle Plan to provide a comprehensive bicycle network, linked to adjoining paths and routes and co-ordinated with State Government initiatives.

- develop and implement Education, Enforcement and Encouragement programs aimed at improving the road behaviour both of cyclists and other road users towards cyclists, and encouraging greater use of bicycles within the municipality; ●■
- monitor progress of and input to review of engineering programs recommended in the Melbourne Bike Plan in conjunction with Council and Vic Roads engineering staff. ●■
- ensure that the interests of cyclists are included in all relevant Council programs; ●■
- assess the implementation requirements for Council of the Victorian Bicycle Strategy; *■
- support the development of bicycle facilities in major development proposals such as Swanston Street Walk; ●■
- investigate other opportunities for Council officers using bicycles following the provision of bicycles for the Council's neighbourhood liaison officers. ●■

SECTION 7

IMPLEMENTATION & MONITORING

This Section identifies the priorities for action in implementing this Strategy. It also outlines the process of review of this Strategy to ensure that it remains relevant and responsive to the Council's decision-making process.



V-line Trains in the North Melbourne Railyards

7.1 Implementation Process

As noted in Section 6, many of the actions proposed to implement this Strategy fall outside the Council's jurisdiction. The Council must therefore be in a position to respond to new issues which arise and give these an appropriate level of priority. In addition, there are many actions which also form part of the Council's responsibilities and ongoing administration.

Those actions which are the responsibility of other agencies, for which the Council advocate specific responses or actions, and those items for which the Council is directly responsible will be incorporated within the business plans of the relevant Division of the Corporation. In this way, each Division will be responsible for the responding to the recommendations outlined. This is similar to the process proposed through the Strategy Plan Review.

All detailed actions have been prioritised indicating which actions should receive immediate attention. The targets for completion of the actions will vary substantially. For example, the planning and construction of the Western By-Pass/Domain tunnel will be ongoing over a number of years, while other actions, such as in the installation of a CAD signage system for parking and the

preparation of a Road Safety Plan for the City of Melbourne, are able to be completed in the short term.

A synopsis of the highest priority actions is outlined below, together with the Council's role in addressing each of these matters in terms of **advocacy** (▲) or **direct management responsibility** (■). A reference point from Section 6 is also provided.

It should be noted that many of the other actions of the Strategy will be attended to in the short term, as they will be implemented on an ongoing basis through the Council's work plans.

7.2 Priorities for Action

Management Arrangements

- advocate changes to correct the fragmentation of the management of transport planning and system development at the State and Federal Government levels, including that the transport system and all major transport related projects be the responsibility of one State Government Ministerial portfolio (which may include planning); ▲

- investigate and promote measures, consistent with the Council's policy for a shared State Government/Council planning mechanism, which improve the planning and management of the transport system on a regional basis. These measures should focus on:
 - the provision of a forum for input into the decision-making and implementation process for major transport and related land use projects;
 - mechanisms for input from Local Government, State Government, business, the community and transport interest groups;
 - the elimination of the fragmentation of land use and transport planning at the State Government level; ▲
- prepare a road safety plan for the municipality (6.1.2); ■
- maintain continued Council control of road network and funding on the basis of the functional hierarchy (6.1.2). ■

Road Hierarchy

- support the construction of the Western By-Pass / Domain Tunnel with an underground connection to the Westgate Freeway (6.2.1); ▲
- advocate for and co-operate in a comprehensive classified vehicle survey as part of the EES for these projects; ▲
- oppose further widening of the eastern sector of an inner CAD By-Pass (Punt Road) and on the northern corridor (Princes Street) and, in conjunction with Vic Roads, develop a road management plan for their efficient operation (6.2.1); ▲■
- adopt the road hierarchy as proposed in the Central Area Transport Strategy, as revised in accordance with this Strategy (6.3.1); ■
- develop a program and establish priorities for Local Area Traffic Management in response to major transport initiatives and community concerns (6.4.1). ■

Freight

- support the development of Melbourne as the nation's 'Transport Hub' (6.5.1); ▲
- reiterate the policy of encouraging the movement of freight by rail, while acknowledging the necessary role of road transport (6.5.3); ▲
- support the development of the Port of Melbourne in promoting Melbourne as the 'Transport Hub', and in particular, infrastructure proposals such as the upgrading of

the South Dynon freight terminal and the development of standard gauge rail links (6.5.4); ▲

- seek to minimise risks associated with the movement of hazardous materials (6.5.5); ▲
- review the trial Macaulay Road truck ban and assess its applicability to other roads within the municipality (6.5.2). ■

Public Transport

- in conjunction with the PTC, investigate the feasibility of providing free public transport in the CAD (6.7.2); ■
- assist in facilitating community involvement in improving the environs of railway stations (6.7.2); ■
- co-operate with the State Government and private sector to maximise development opportunities in close proximity to public transport (6.6.1); ■
- support the development of a transport interchange at Spencer Street station (6.7.1); ▲
- support the reinstatement of a public transport link between Flinders Street station, St.Kilda and Port Melbourne and the provision of a link to the east of the city, including the sport and entertainment precinct (6.7.1). ▲

Melbourne Airport

- support the upgrading of Melbourne Airport as a part of the 'Transport Hub' concept (6.7.1); ▲
- support the construction of a Rapid Transit Link to Spencer Street Station, subject to acceptance of the route alignment (6.7.1). ▲

Parking

- Within the CAD:
 - in recognition of the sufficient supply of parking within the CAD, continue to support and enforce the parking limitation policy (6.8.1); ■
 - reduce parking standards in CAD north (6.8.2); ■
 - in conjunction with carpark operators, orient parking to short-stay and implement a jointly funded operator / Vic Roads / Council signing system for short stay car parks (6.8.1); ■
- Outside the CAD:
 - continue to support the parking limitation policy outside the CAD (6.9.1); ■

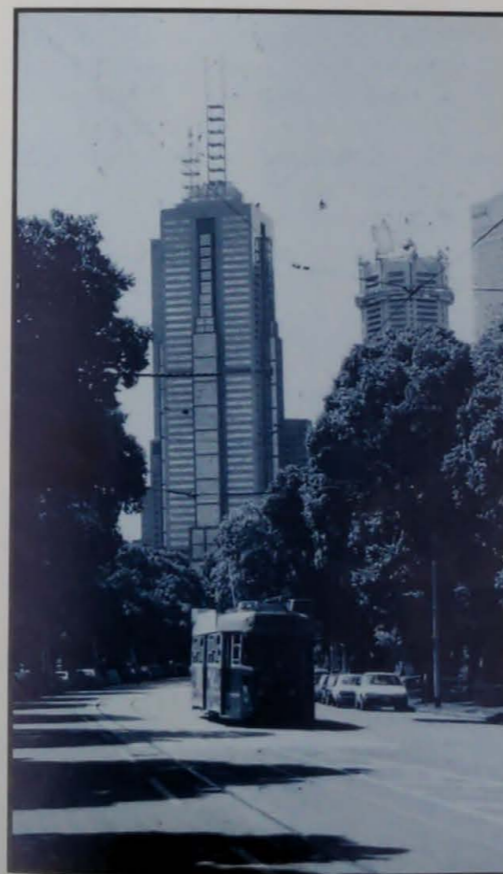
- review car parking requirements for specific land uses and their applicability across the municipality (6.9.1); ■
- identify opportunities for carpark construction and/or purchase through the "payment in lieu" of parking system (6.9.2). ■

Pedestrianisation

- implement the Pedestrian Strategy and Pedestrian Heart Strategy (6.10.1); ■
- support and monitor the implementation of Swanston Street Walk (6.10.1). ■

Bicycles

- implement the Council's Bicycle Plan in consultation with relevant interest groups (6.11.1). ■



Batman Avenue

Data Base

- establish a joint Council, Vic Roads, PTC, University of Melbourne Transport Research Centre and IMRA data base and use this data base to monitor the performance of the transport system and assist in the assessment of major infrastructure proposals (6.1.2). ■

7.3 Review Process

While this Strategy is intended to guide the Council's decisions regarding the transport network over the next decade, it is essential that any Transport Strategy adopted by the Council be flexible in responding to unforeseen events or changing circumstances.

It is therefore fundamental for the implementation of the Strategy to be monitored and for process of review to be established. It is recommended that the Strategy be reviewed in two years to allow for changing circumstances and relevant issues to be assessed. A further review should be linked to the next five-yearly review of the Council's Strategy Plan.

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