

STRATEGY AND POLICY REVIEW COMMITTEE
7 JULY 2008

POLICY AND PLANNING

A2	EDDINGTON STUDY - INVESTING IN TRANSPORT
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FILE NO.:	70/01/15
ATTACHMENTS:	1. EDDINGTON STUDY – FACTORS AND ASSUMPTIONS CRITICAL TO MELBOURNS’S GROWTH AND PROSPERITY OVER NEXT 30 YEARS 2. SUMMARY RESPONSE TO INDIVIDUAL EDDINGTON STUDY RECOMMENDATIONS

1. EXECUTIVE SUMMARY

- 1.1. The ‘*Eddington Study – Investing in Transport*’ is a \$20billion multi-modal transport strategy targeting east-west movement across Melbourne.
- 1.2. The strategy has little direct impact on traffic, transport and access within the City of Port Phillip, however it has the potential to impact on the mind-set of traveling Victorian’s, supporting greater use of more sustainable transport modes.
- 1.3. The recommendations contained in this report challenge some of the assumptions and decision-making processes of the study.
- 1.4. This report supports the Eddington Study proposals with the exception of the east-west road tunnel.
- 1.5. The public transport, rail freight and increasing the efficiency of motor vehicles proposals are all strongly supported.
- 1.6. The City of Port Phillip should pursue two particular opportunities the Eddington Study offers: Urban renewal of the St.Kilda Junction associated with the metro-rail tunnel, and provision of rail freight infrastructure / connections direct to / from Webb Dock.

2. BACKGROUND AND CONTEXT

- 2.1. In 2006 Sir Rod Eddington was asked by the Victorian Government to conduct an investigation into the best transport solutions for connecting Melbourne’s eastern and western suburbs.

- 2.2. The 'Eddington Study – Investing in Transport' East-West Link Needs Assessment (EWLNA) was recently released. Public submissions are open until 15 July 2008.

3. RECOMMENDED OPTION

- 3.1. In understanding how to respond to the Eddington study, it is helpful to acknowledge and consider the factors and assumptions underlying the proposals put forward (ATTACHMENT 1).
- 3.2. Assumptions to challenge
- 3.2.1. Travel patterns: continuing car dependence for commuters, 'predict and provide' model, model assumes no paradigm shifts in travel behaviour.
- 3.3. Decision-making to challenge
- 3.3.1. Project viability: Benefit cost ratios. More in-depth analysis required.
- 3.3.2. Road tunnel – customer segmentation, vehicle occupancy, impact on carbon emissions, impact of level of private personal travel.
- 3.4. Rail tunnel provides opportunity for St.Kilda Junction revitalisation and development of freight rail services to service Webb Dock.

Recommended Option

- 3.5. Strongly support the proposals which increase the capacity of the greater Melbourne public transport system.
- 3.6. Not support the East West Road Tunnel.
- 3.7. Strongly support the proposals which increase rail freight mode share.
- 3.8. Strongly support the statement within the '*Eddington Study – Investing in Transport*' document '*Should Webb Dock be developed in the future as an international container port, it must be configured from the outset to provide rail connections that maximise rail efficiency*'.
- 3.9. Note the opportunity of urban renewal for the St.Kilda Junction site as a component of the metro-rail tunnel proposal.
- 3.10. Strongly support the proposals seeking to increase the efficiency of motor vehicles.
- 3.11. Seek assurances from the State Government that funding for EWLNA projects will be in-addition to funding previously committed to '*Meeting our Transport Challenges*'.

ATTACHMENT 2 summarises a suggested Council position on each of the 20 Eddington Study recommendations.

Criterion for Recommendation

Public Transport

- 3.12. The City of Port Phillip's sustainable transport policy position ultimately seeks to increase the number of travel choices available and to encourage greater trip exchange from private vehicle to walking, cycling, public transport and other environmentally efficient modes. Any increase in public transport options and service improvements supports this position.
- 3.13. It should be noted that the 17km Melbourne Metro rail tunnel provides an opportunity for a possible train station at the St.Kilda Junction. Any proposal at this location provides a significant opportunity for a major urban renewal of this junction which Council should strongly advocate for and support.

East West Road Tunnel (without city exits)

- 3.14. There are two strong arguments in favour of this proposal:-
- 3.14.1. Risk management response for the Westgate Freeway / Bridge – i.e. providing a major alternative east-west connection across the Yarra and Maribyrnong Rivers.
 - 3.14.2. Reallocation of existing at-grade road space to walking, cycling and public transport modes. This needs to be fully investigated, verified and valued.
- 3.15. There are however some major reservations. These include:-
- 3.15.1. Viability of project (Benefit Cost Ratio 0.7 – 1.0 with wider economic benefits). This needs to be more fully understood and questioned.
 - 3.15.2. Question applicability of model and assumptions (ie no travel behaviour change, 'predict and provide model').
 - 3.15.3. Seek further explanation of tunnel customer – reason for travel, vehicle occupancy (ie avoid provision for commuter).
 - 3.15.4. Impact on level of personal travel not understood. Any significant increase may be contrary to environmental objectives and Melb2030, particularly striving for a more compact city with lower commute distances.
 - 3.15.5. Impact on reducing carbon emissions not clearly understood.
- 3.16. Considering the above, on balance, it is considered that Council should not support the east-west road tunnel at this time.
- 3.17. It should be noted however, that in the event of any ultimate construction, city exits should be strongly objected to on the basis these will further significantly entrench a car-based commuter travel culture to the CBD.

Freight

- 3.18. There is no doubt that the data collection and analysis undertaken to better understand Melbourne's freight task in the Eddington study is of significant value and has demystified this to a large degree. To this end, however, the solutions proposed to some extent present the greatest transport challenge

for Melbourne, and thus, sufficient resources must be allocated to provide the optimum chances of success.

- 3.19. Noting that currently only 16% of freight is carried by rail, and the metro-based rail freight task being zero, road freight is clearly acknowledged as a major element impacting on inner city livability. This needs to be considered in the context that the Port of Melbourne freight task alone is expected to quadruple (2-8m containers) to 2030 suggests there are serious adverse amenity impacts anticipated.
- 3.20. If we also consider that the Melbourne-Sydney rail mode share is only 10%, there is obviously some serious industry competitiveness issues to contend with.
- 3.21. To rectify, some major infrastructure, operational and policy / regularity changes will be required.
- 3.22. In summary, the Eddington Study's general principles the freight-related recommendations are seeking to achieve are to be supported, and particularly, Council:-
 - 3.22.1. Recommends to broaden Eddington recommendation no. 10 to include the preparation of an integrated Metropolitan freight strategy, incorporating a revised rail freight target;
 - 3.22.2. Strongly supports proposals associated with establishing and developing inter-modal freight hubs in Melbourne's north, east and west, and the associated standard gauge rail freight network as a logical and practical strategy to efficiently reducing road-based freight in the inner metropolitan area;
 - 3.22.3. Supports the immediate detailed consideration and response to improving the competitiveness of rail for the Melb-Sydney route, and notes an increase from the current mode share of 10% to many multiples higher would have a significant positive benefit on the inner metropolitan area;
 - 3.22.4. Supports the proposal to improve road freight efficiency;
 - 3.22.5. Strongly supports a government agency, such as the Port of Melbourne Corporation, be assigned overall responsibility for achieving the revised freight target;
 - 3.22.6. Acknowledges - and seeks strong government intervention to progress - there are significant infrastructure (major rail), operational (truck carrying efficiency) and policy / regulation (differential pricing for rail and road) issues associated with achieving sought outcomes, and that an integrated response is required;
 - 3.22.7. Seeks to achieve the above in the context of the National Transport Plan (Australian Transport Council) vision and objectives;
 - 3.22.8. Notes and concurs that the key driver to achieving the above will be strong Government action.

Carbon Emissions

- 3.23. While the terms of reference for the Eddington Study did not extend to consideration of climate change, the study did include a carbon constrained sensitivity analysis.
- 3.24. With a \$20b investment, providing a once-in-a-generation packaged transport response, it is imperative that there is a strong correlation with Federal / State climate change responses.
- 3.25. At this time, the study outcomes do not provide sufficient analysis in this area and further work is recommended to be undertaken on EWLNA package.

4. SUSTAINABILITY ASSESSMENT

Social Pillar	In general, better transport infrastructure, service and connections (particularly public transport) provide more equitable access for all people, assists social inclusion and community interaction. With respect to City of Port Phillip residents, the metro-rail tunnel will improve access to the South-East and West
Economic Pillar	Transport systems have a major impact on economic development of commercial precincts. The Eddington Study will not have a significant impact on City of Port Phillip businesses
Environmental Pillar	The Eddington Study proposes a major investment in public transport, cycling and to a lesser extent walking infrastructure / service. The challenge will be for the rail projects to take precedence over the road projects
Cultural Pillar	The proposal will not have any major impacts

4.1. Policy and legislative implications

- 4.1.1. All Eddington Study recommendations, with the exception of the east-west road tunnel, are consistent with City of Port Phillip Sustainable Transport Policy.

4.2. Risk implications

- 4.2.1. A major risk of supporting the proposal is the possible adverse financial impact on other significant public transport, cycle and pedestrian projects. The Eddington Study is a \$20b investment and may divert large levels of State Government investment away from other projects, and particularly projects previously identified in the *'Meeting our Transport Challenges'* strategy.

4.3. Resource implications

- 4.3.1. There are no direct adverse financial implications for the City of Port Phillip with support or otherwise for the Eddington Study proposals.
- 4.3.2. It is recommended that Council **not** support the allocation of the congestion levy funds to the development of bicycle facilities. (refer Recommendation 7 in Attachment 2)

- 4.3.3. The proposals offer the potential for there to be a positive financial impact associated with urban renewal of locations along the St. Kilda Road corridor as part of the metro-rail tunnel proposal.

5. ALTERNATIVE OPTIONS

- 5.1. Council has the following alternative options:-
- 5.1.1. Change its position on some or all proposals
- 5.1.2. Not comment on the proposal
- 5.1.3. Provide additional proposals
- 5.2. Alternatives
- 5.2.1. The recommended position on each proposal has been assessed in accordance with current Council policy.
- 5.2.2. Not commenting on the proposal would suggest Council does not consider the Eddington Study to have the potential to significantly impact on the travel patterns of Melbournians', and thus indirectly impact on movement within the City of Port Phillip.
- 5.2.3. Council could provide additional proposals for the State Government to consider. Given the magnitude of projects discussed, and their impact across metropolitan Melbourne, no additional proposals of this ilk have been explored by Council officers at this time.

6. PARTICIPATION AND ENGAGEMENT

- 6.1. **Internal**
- 6.1.1. Approximately 30 staff and councillors attended an Eddington Study report presentation at the City of Port Phillip on the 30 April 2008.
- 6.2. **External**
- 6.2.1. The City of Port Phillip led an analysis of the nexus between the recommendations of the Eddington Study and the Inner Melbourne Action Plan (IMAP) with the objective of pursuing commonalities across the region.
- 6.2.2. In preparing this response, outside considerations included:-
- Review of the MAV's, Metropolitan Transport Forum (MTF) and City of Melbourne's draft responses;
 - MAV sponsored briefing with Sir Rod Eddington;
 - MTF sponsored briefing of draft Eastern Transport Coalition preliminary review.

7. COMMUNICATION

- 7.1. The City of Port Phillip welcomes the release of the EWLNA report.
- 7.2. Generally supports the multi modal response outlined.
- 7.3. As per recommendation.

8. RECOMMENDATION

That the Strategy and Policy Review Committee recommend that Council resolve to:

- 8.1. Consider the *'Eddington Study – Investing in Transport'*:
 - 8.1.1. Strongly support the proposals which increase the capacity of the greater Melbourne public transport system
 - 8.1.2. Not support the East West Road Tunnel
 - 8.1.3. Strongly support the proposals which increase rail freight mode share
 - 8.1.4. Strongly support the statement within the *'Eddington Study – Investing in Transport'* document *'Should Webb Dock be developed in the future as an international container port, it must be configured from the outset to provide rail connections that maximise rail efficiency'*
 - 8.1.5. Note the opportunity of urban renewal for the St.Kilda Junction site as a component of the metro-rail tunnel proposal.
 - 8.1.6. Strongly support the proposals seeking to increase the efficiency of motor vehicles
 - 8.1.7. Seek assurances from the State Government that funding for EWLNA projects will be in-addition to funding previously committed to the *'Meeting our Transport Challenges'* strategy
 - 8.1.8. Support the early implementation of the suggested improvements to the bicycle network, funded by State Government.
 - 8.1.9. Request the Executive Director Community Development and Planning to finalise Council's formal response consistent with the dialogue and recommendations contained in this report and attachments and submit before the 15 July 2008.