

# “Setting the Direction”

A position paper for developing an integrated transport strategy



October 2017, version 2.0



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# Executive Summary

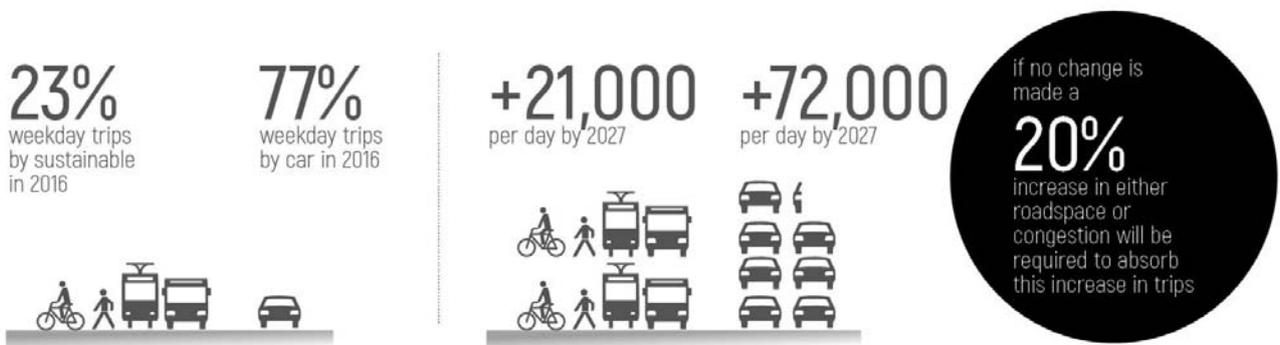
Port Phillip is one of the smallest municipalities in Victoria, only 21 square kilometres, and the most densely populated with more than twice the population density of the metropolitan Melbourne average. Port Phillip is also a popular inner city area of Melbourne, attracting more than 2.8 million visitors each year, making it one of the most visited places in metropolitan Melbourne, second only to the central business district.

As we look to 2027 we know that the world will be different. Our current population is projected to grow by 23% to 136,000 people. This equates to approximately 50 new people a week and seven new people a day. Combined with the proximity to the Melbourne city centre, Port Phillip will also be affected by the growth outside of its own boundaries.

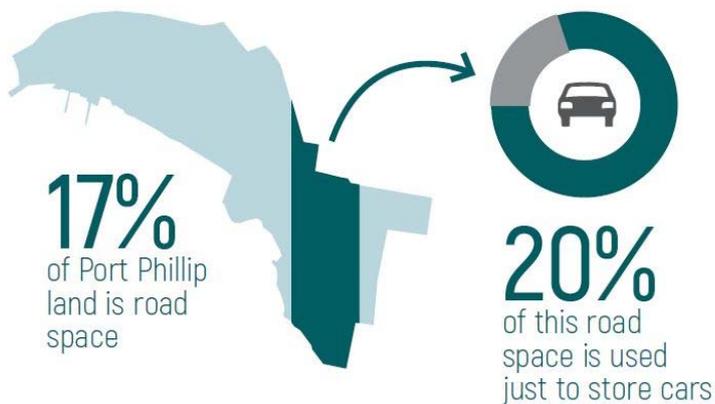
Port Phillip is a city of nine defined neighbourhoods, each with a distinct character and attributes. Population growth and increased housing density across the municipality will vary significantly between these neighbourhoods, creating a non-uniform level of localised impact and challenges. There will be extreme change in the north and west, and lesser levels of change in the south and centre.

## Sharing the Problem

Despite a non-uniform level of growth, the impact of this change will be felt by all of our community, residents and visitors alike. Most notably this change will be felt in the streets we share to get around and spend time in. If we continue to travel the same way we do today - 72% daily movements by private car - our limited street network will have to carry an additional 72,000 private car trips every day.



Cities need to function and some car trips are essential to the local community, but some are not. Port Phillip’s streets are also used for many other activities than just travel, especially in our neighbourhood centres and major destinations. As the density within Port Phillip increases as the population grows, the streets will be required to perform a wider range of functions including providing amenity for the community. Council’s challenge will be how to fit more people into the same amount of street space without impacting on what the Port Phillip community value most.



Council is sharing this problem with the community early as well as the trade-offs seen as necessary for the future to generate some meaningful and considered conversations on what needs to be achieved.

## Setting the Direction - Purpose of this Document

The Council Plan 2017-2027 was adopted in June 2017 and included a commitment to long term, coordinated transport and place planning by developing an Integrated Transport Strategy (ITS).

Setting the Direction is a position paper and not final strategy. It is obvious that more is required than 'business as usual', rather a step change that involves doing things differently by Council and the community is necessary.

This document identifies the transport problem and puts forth guiding principles, aims and objectives to initiate discussion within the Port Phillip community and test what has been identified as important and the things needing to be achieved in order to deliver on the Council Plan 2017-27.

The feedback received on Setting the Direction will be used to inform a draft Integrated Transport Strategy that will be released for community consultation in early 2018 with the goal of completing an Integrated Transport Strategy by June 2018.

## Guiding Principles

To guide its decision making and the weighing up of trade-offs, Council has proposed the following principles that represent the key values that underpins the development of what needs to be achieved:

1. We invest wisely to benefit our community now and tomorrow
2. We plan our city and its transport together
3. We harness partnerships to leverage outcomes
4. We prioritise people over vehicles
5. We support shared and effective use of vehicles, lanes, footpaths and land
6. We promote social equity and fair user fees
7. We enable enjoyable and seamless journeys
8. We support greener freight and eco-logistics for moving goods
9. We embrace mobility technology and innovation

10. We adapt to change by testing, monitoring and learning
11. We support a transition towards a zero emissions and renewable energy transport future

## Objectives

The following objectives articulate what needs to be achieved in order to fulfil the aims and vision:

### **Aim 1: Complete Connections**

- 1.1 Walking to destinations and public transport is easy, safe and direct
- 1.2 Bike riding by people of all ages is comfortable, safe and convenient
- 1.3 Partner to achieve a network of direct 'turn up and go' public transport services - frequent and reliable
- 1.4 Partner to increase capacity on bus and tram networks to address overcrowding, with lane separation and enabling infrastructure (substations)
- 1.5 Define a network of through truck movements to minimise the impact on our community
- 1.6 Establish a hierarchy of high quality transport routes
- 1.7 Support real travel choices

### **Aim 2: Smart Parking Management**

- 2.1 Progressive decrease of on-street car parking by conversion to higher value community use
- 2.2 Improved parking availability with new technology and user fees linked to demand and land use
- 2.3 Enable and promote shared mobility to reduce parking pressures
- 2.4 Selectively develop council owned carparks for higher value community use
- 2.5 Full coverage of controls across Council's on and off street parking
- 2.6 A clear, fair and equitable parking permit system
- 2.7 Ensure all residential demand is provided off-street

### **Aim 3: Great Places**

- 3.1 Safer streets with slower speeds
- 3.2 Ensure effective goods, service and emergency access without impact on destination quality
- 3.3 Reclaiming our streets as the "front yards" of our city
- 3.4 Premium transport interchanges act as transit centres, bike parking and community hubs
- 3.5 Coordinated delivery of transport and street improvements to deliver benefits and mitigate neighbourhood impact
- 3.6 A fully accessible and integrated tram network that serves our neighbourhood destinations

## Introduction

Travel touches on almost all aspects of our daily lives and represents the means rather than end in making our City an inviting and attractive place that people wish to live, work or visit.

The Council Plan 2017-2027 (Council Plan) was adopted in June 2017 and has established a long-term vision for City of Port Phillip with outcomes for the next ten years to support the current and future health and wellbeing of our people and places.

Realising the vision within Setting the Direction of a connected and safe city with streets and places designed for all people is aligned to **Direction 2: We are connected and its easy to move around** as detailed in the Council Plan 2017-27 as well as the transformational core strategy for transport as illustrated in Figure 1.



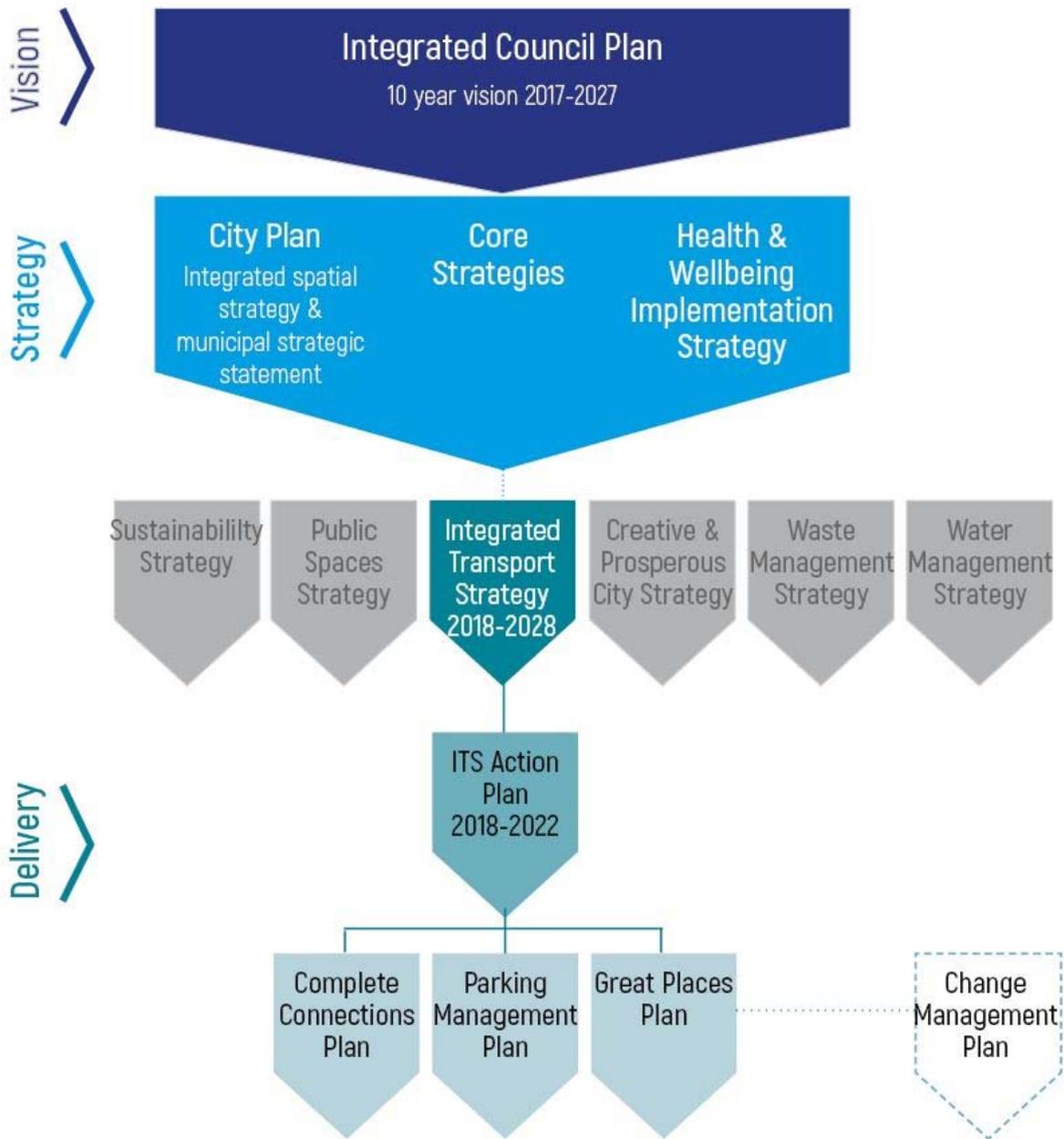
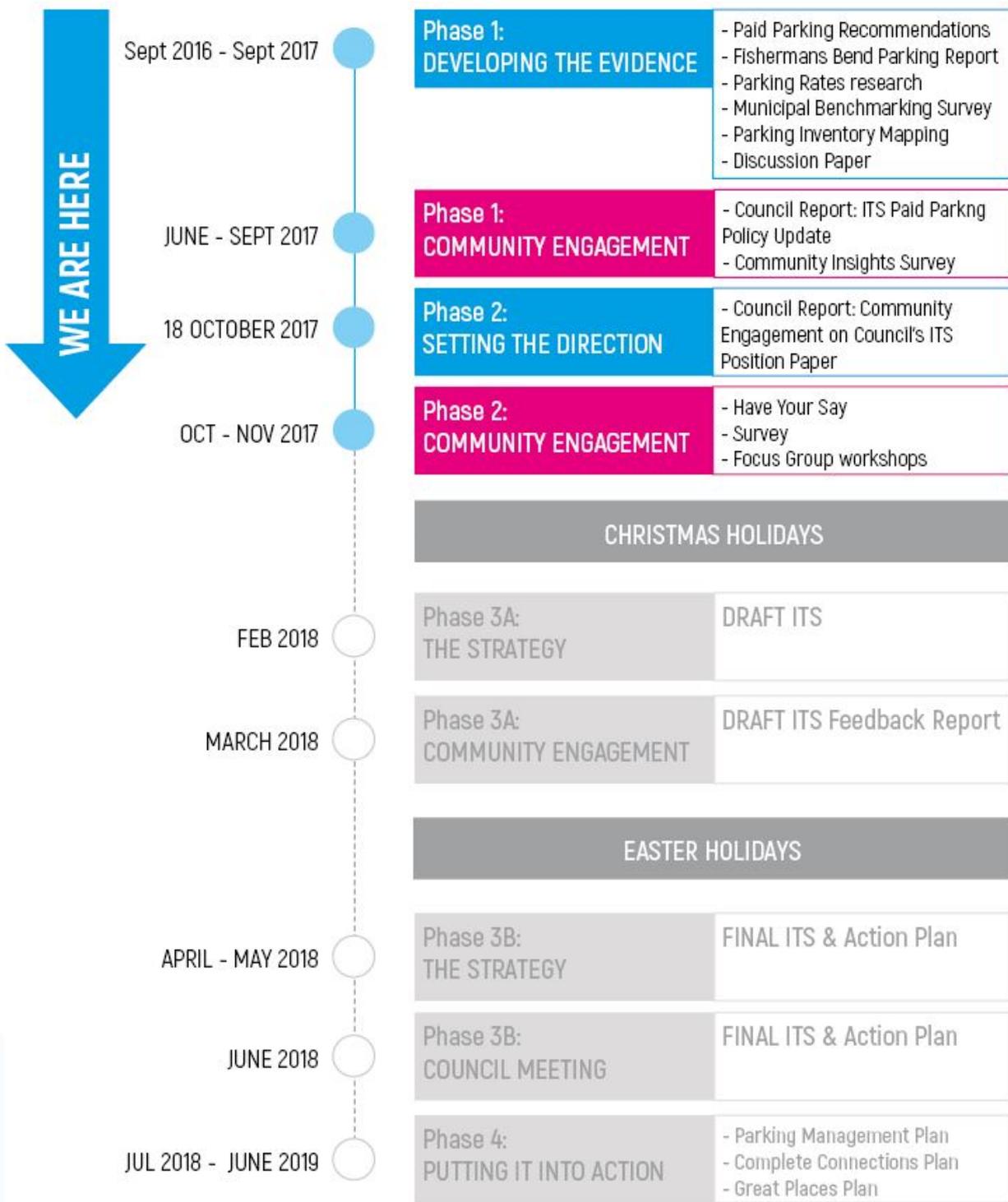


Figure 1: Integrated Planning and Delivery Framework for Integrated Transport Strategy

The development of the Integrated Transport Strategy will be undertaken in four key phases:

- **Developing the evidence:** What do we need to know and need to understand?
- **Setting the direction:** Where do we want to get to? (This document)
- **Devise the strategy:** Developing the key moves: What changes do we need to realise?
- **Putting it into action:** Developing Delivery Plans: Includes revising policies, processes, programs and projects.



## Setting the Direction - Purpose of this document

Setting the Direction is a position paper, rather than a final strategy. It covers Council’s current ideas on what needs to be achieved to address Port Phillip’s transport problem, informed by research and analysis completed over the past year, framed by the following topics:

- **The scope for the Integrated Transport Strategy** - Introduce to the community the scope of the Integrated Transport Strategy and what to expect from the completed Strategy in June 2018.

- **The transport problem** - the current transport, parking management and city life challenges facing the Port Phillip community, the risks of doing nothing, what we know won't work and what we need to change now for the future.
- **The 10 year vision** - Illustrate the vision for the next 10 years for Port Phillip in terms of transport, parking management and city life; establish the vision and what we are currently doing; and propose a set of principles and objectives to guide the delivery this vision.
- **Community input** - Identify what we have heard to date; what our community values in its streets, and what we need more information about to develop the draft Integrated Transport Strategy.

Community feedback received on Setting the Direction will be used to inform a draft Integrated Transport Strategy.

## What does transformational look like?

Big change requires big change. To prepare for managing the impacts of growth, Council will need to review the traditional ways services are being delivered. The response to the transport challenge before Council and Port Phillip must deal with 93,000 additional trips per day, whilst improving the overall functioning of Port Phillip. It is obvious that to do this more is required than 'business as usual'. A step change that involves both Council and the community.

Current and previous policies, projects and programs have made many improvements over time, but they are unlikely to be adequate in responding to both the predicted population growth and the broader trends.

This is both a challenge and an opportunity to collaborate with our existing residents, workers, visitors and State government partners; internal staff; and with our emerging industries and businesses to create a new direction for movement and place in Port Phillip.

It will involve big decisions that will stretch the City of Port Phillip as well as the local community.



# Why do we need an Integrated Transport Strategy?

The City of Port Phillip's transport growth story reflects on both our current commitment and progress to achieving greater uptake of sustainable travel, and the rise of external forces that impact on this outcome that are beyond Council's control or influence.

The purpose of an integrated transport strategy for Port Phillip is to deliver a holistic transport and place-based strategy that deals with the management of growth in the existing transport system, including parking, and a framework for responding to the unforeseen challenges of tomorrow.

## Purpose

A good transport system is one that makes it easy to get to the things that we need to access – jobs, shops, parks, schools and social opportunities. It should also support healthy and active lifestyles, and be safe, affordable and reliable.

As our city grows, the use of our street network will become more important. A key focus will be to provide clear directions on how we allocate space between different transport options, car parking and other uses (for example landscaping or commercial activities) of our streets.

An Integrated Transport Strategy is needed to guide how we invest in our transport network, how it integrates with land uses and links to other nearby areas, establishing a position on future technology and importantly how our transport network can support a great quality of life for everyone in Port Phillip.

## Scope

The Integrated Transport Strategy is intended to have a 10 year horizon and be supported initially by a four year action plan. Future action plans will be developed to ensure relevance is maintained through periodic review of progress and defining and planning actions over a multi-year view.

The scope of the Integrated Transport Strategy specifically excludes Fishermans Bend to prevent any duplication of the work being led by the Fishermans Bend Taskforce on the Strategic Framework Plan and its implementation. It is however acknowledged that there is an interface and a relationship between the two projects to ensure an alignment of outcomes for Port Phillip.

The Integrated Transport Strategy will address all current and future uses for our street network at a strategic level, across:

- **transport modes:** walking, bike riding, public transport, private car/motorbike
- **car parking** (on and off-street, public and development controls, enforcement and technology)
- **freight and goods servicing** (large and small truck movements, loading access, emergency and waste services)
- **commercial activity** (outdoor dining, goods on footpath, pop-up events)
- **people spaces** (events, street furniture, public gathering)
- **green infrastructure** (trees and planting, water treatment, vertical planting, biodiversity)

The Integrated Transport Strategy will be structured around the elements of:

- **Vision and Aims – Connected Port Phillip, Smart Parking Management & Great Places**  
Future State - aligned with the outcomes within the Council Plan 2017-27
- **Guiding Principles**  
Values - clear value statements on what is important in fulfilling our vision
- **Objectives**  
What – the things that need to be achieved in order to realise the aims and the vision
- **Actions and Indicators – short, medium & long term**  
How – detailing the actions that will deliver the objectives spread across the 10 year timeframe and defining what will be measured to determine progress
- **Implementation Plan**  
Key Moves – Categorising the key actions into Game Changers, Strategic Shifts and Better Bedrock to align with delivery processes

The Integrated Transport Strategy – Action Plan 2018-2022 will include a range of projects at different stages of development, as well as different types of projects. For example:

- **Policies** - Development of new policies to align with the objectives and principles of the Integrated Transport Strategy eg. Parking Permit Policy
- **Major capital projects** - Design and delivery of catalyst transport and streetscape upgrades in partnership with external agencies eg. Domain Station
- **Multi-year delivery programs** – Council-led initiatives that involve a combination of engaging particular segments of the community in coordination with infrastructure investment on key routes or parts of neighbourhoods e.g. road safety, implementation of walking improvements and parts of bike network in conjunction with key schools and parts of the local community
- **Change management** – How Council will need to change how it operates in order to deliver the necessary changes within Port Phillip eg. Parking technology
- **Monitoring and evaluation** – Defining the type of data and establishing a regime for its collection to monitor the effectiveness of actions linked back to the indicators within the strategy.

# Where are we headed?

## 1.0 What makes us unique?

Port Phillip is a city within a city and whilst it shares some growth challenges in common with all inner Melbourne councils, there are also a number of features outlined below that set Port Phillip apart from its neighbouring municipalities and will influence the type of response by Council.

### Proximity to the CBD

Port Phillip is one of seven inner city Councils that share a boundary with City of Melbourne and have numerous suburbs five kilometres or less from the CBD (the largest employment centre and trip generator for Melbourne). As a positive, the CBD is well serviced by sustainable transport options to make this journey. Coupled with the high peak hour congestion and high parking fees, there are strong disincentives to private vehicle trips to travel to work. As a negative, this can result in increasing use of uncontrolled on-street car parking in Port Phillip being used by commuters and local employees.

This can increase the value of land for residential use as opposed to commercial use and reduce incentives to establish high value businesses and grow jobs within the municipality and makes it more difficult to locate jobs, homes and day-to-day services close together within Port Phillip's neighbourhoods.

### Uneven Population Growth across the City

Growth will not be experienced evenly across Port Phillip's neighbourhoods. The St Kilda Road, Sandridge/ Wirraway and Montague neighbourhoods are projected to grow most significantly. Other established neighbourhoods will experience lower population growth but will still be home to significant numbers of people in absolute terms. The increasing population will not be matched by an increase in road space availability for parking and movement as Port Phillip has a mature road network and with this, a finite amount of street space.

Demographic growth will also not be uniform across the city, with some neighbourhoods possessing higher proportions of older people and others requiring facilities for younger families. An ageing population translates into a number of needs but includes higher quality footpaths and increased accessible transport services and infrastructure.

Growth in greater Melbourne has triggered investment in transformative public transport projects such as Metro Tunnel and Level Crossing Removal, but will result in local transport disruption between 2018 and 2026. Accompanying redevelopment around the Domain Station location will require expanded transport connections and parking controls.

### Albert Park

Having a large regional recreational centre and parkland like Albert Park is a major asset to Port Phillip's community, but it is often overlooked that its location creates a significant east-west movement barrier for all travel modes. This puts additional pressure on the adjacent east-west road and path networks, such as Albert Road, Fitzroy Street, Canterbury Road, Lakeside Drive and Queens Road.

The size of Albert Park and Albert Park Lake also represents a percentage of land that is unable to contribute to public transport, residential or employment growth. However, the lake is playing a major role in the Port Phillip water catchment both as storage and treatment.

## **Urban Structure / Geography**

The structure of land parcels varies across the municipality, with significant areas subject to heritage controls. Middle Park and Albert Park are characterised by small lot sizes that often do not include off-street parking, therefore on-street parking for both residents and visitors is an critical function of the street network in those areas.

The Sandridge/ Wirraway, Montague, South Melbourne and St Kilda Road are undergoing a significant increase in urban density with numerous residential and mixed use towers being constructed now in over the next ten years. Compact cities enable more people to be connected to the things they need to be healthy, like public transport, employment, education and services. Our public streets and spaces will need to be welcoming to all and cater for different and increased use as they become residents' 'backyards'.

Physical barriers such as the Yarra River, CityLink and Southbank also impact on the convenience and directness of walking and bike riding access to the north.

## **Facing the Bay**

Port Phillip is long and narrow, running north to south away from the largest trip generator (CBD)

Significantly, the western boundary of the municipality is all coastline which means that one whole side of the city does not generate either public transport services or employment trips. This will continue to limit the feasibility of running public transport services along Beaconsfield Parade.

## **Freight Ports**

Port Phillip has one freight port at Station Pier and also has Webb Dock neighbouring Port Melbourne and Sandridge/ Wirraway neighbourhoods to the west. The projected increase of freight movements through the Port of Melbourne from three to four million total equivalent container units and Webb Dock transitioning to greater night time operations will impact on the Fishermans Bend urban renewal Area the most, as the adjacent transition of land use from light/ industrial to residential will increase the incompatibility of land use.

Freight movements to and from Station Pier along Beaconsfield Parade and Bay and Graham Streets to the Westgate Freeway will be increasingly at odds with the increasingly medium density residential areas in and along Bay Street.

## **Cruise Ships**

The popularity of the cruise ship industry has been growing by approximately 20% annually. The majority of cruise ships servicing Melbourne dock at Station Pier, putting increasing pressure on the transport options for passengers to access the service. This is already putting localised pressure on the residential street network congestion

## **Job Growth Competition**

The reduction in manufacturing and increase in the knowledge economy has contributed to the increase in CBD workers and land use change in areas such as the Fishermans Bend.

The majority of job growth is currently focused on the Fishermans Bend area in the north, as one of the nationally identified employment centres. However, to increase the number of internal trips completed within Port Phillip and create 10 minute neighbourhoods, Council needs to attract more high value businesses and jobs into other neighbourhoods within the municipality as well, particularly in the South. This will be challenging as Port Phillip will be effectively competing with other higher priority job growth precincts across Melbourne. Overall economic growth will continue to be slow including average incomes, contributing to housing affordability stress.

## **Hosting Events – Seasonal Demands**

Port Phillip hosts a number of large sporting and cultural events throughout the year, principally across November to March that require street and road closures and limited access for the Melbourne Grand Prix and St Kilda Festival, which represent the two largest event. There are also a significant number of events that do not require street closures that also held in Port Phillip.

## **Neighbourhoods Boundaries and Boulevards**

Many of the arterials roads predominantly managed by VicRoads within Port Phillip are wide with central reserves accommodating a combination of vegetation and trams and have historically formed the boundaries of Port Phillip's neighbourhoods. This is part of the reason why each of Port Phillip's neighbourhoods have a distinctive character.

Conversely, the redesigning of these boulevards in the 1960s and 1970s to maximise the carrying capacity for motor vehicles has meant that these are now major barriers for people wishing to easily travel from one neighbourhood to another in order to reach destinations or connect to public transport services. For example, St Kilda Road is 66 metres in width and can include six separate stages to walk across.

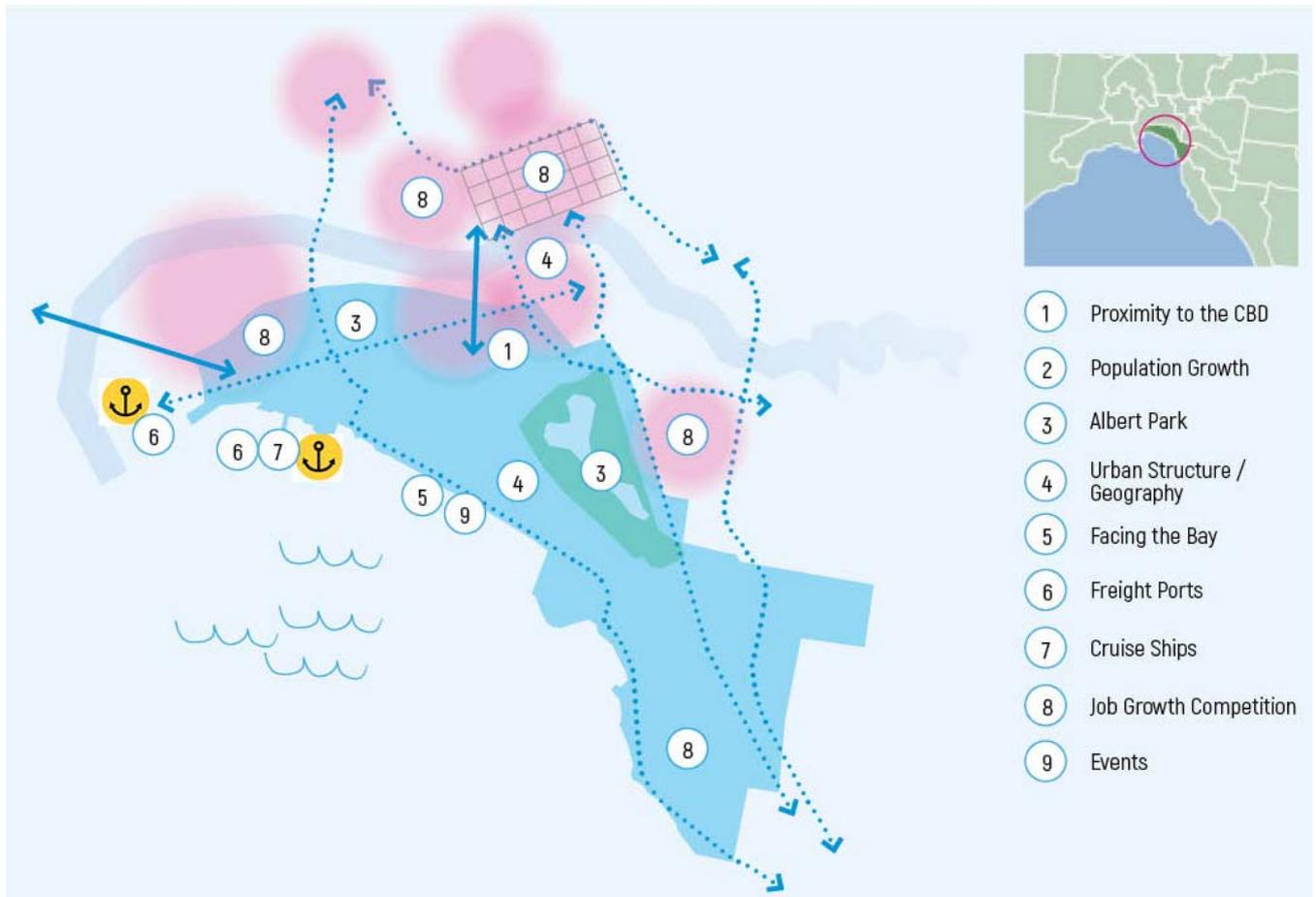


Figure 2: Unique features of City of Port Phillip

## 2.0 The transport problem facing Port Phillip

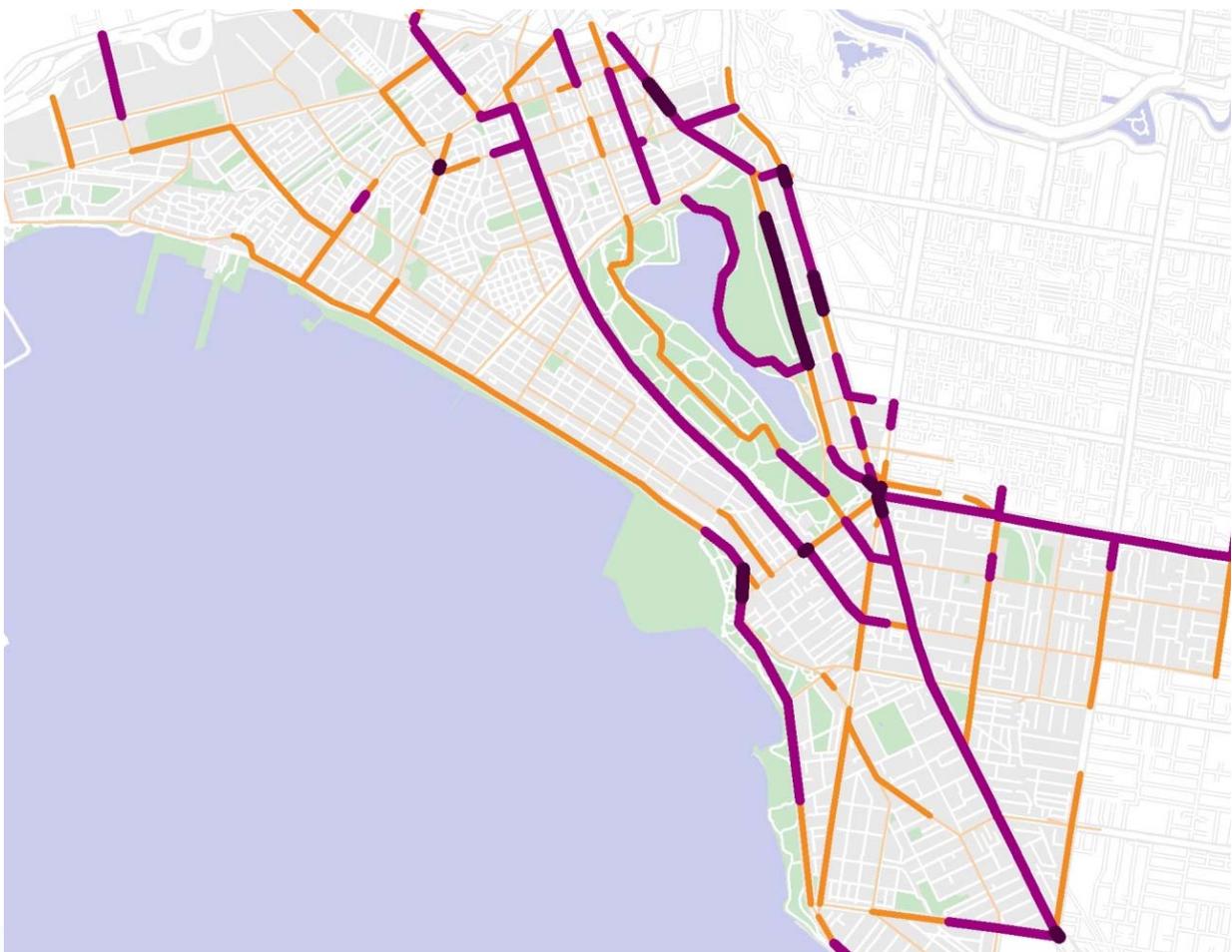
Port Phillip is undergoing rapid growth. Its population is forecast to grow by 23% to around 136,300 over the next ten years, with the majority of this growth forecast to occur in St Kilda Road, South Melbourne, Montague and Sandridge/ Wirraway neighbourhoods. Port Phillip is also a popular destination with more than 3.1 million visitors coming each year.

On a total daily basis, the extension of current travel patterns into 2027, referred to as 'business as usual' would represent an increase of 72,000 car trips generated in Port Phillip, which would require a 20% increase in traffic lanes capacity to be accommodated without increasing congestion. This is space that Port Phillip does not have so instead there will be a 20% increase in travel times as result of congestion spreading progressively across the road network and into local streets as drivers look for routes to bypass bottlenecks.

Coupled with the forecast growth in car travel is an additional 21,000 trips by sustainable transport with people struggling to find safe space and direct routes on Port Phillip's roads to walk across or ride along nor room on already overcrowded tram and train services.

***Painting the picture of the 2027 morning commute***

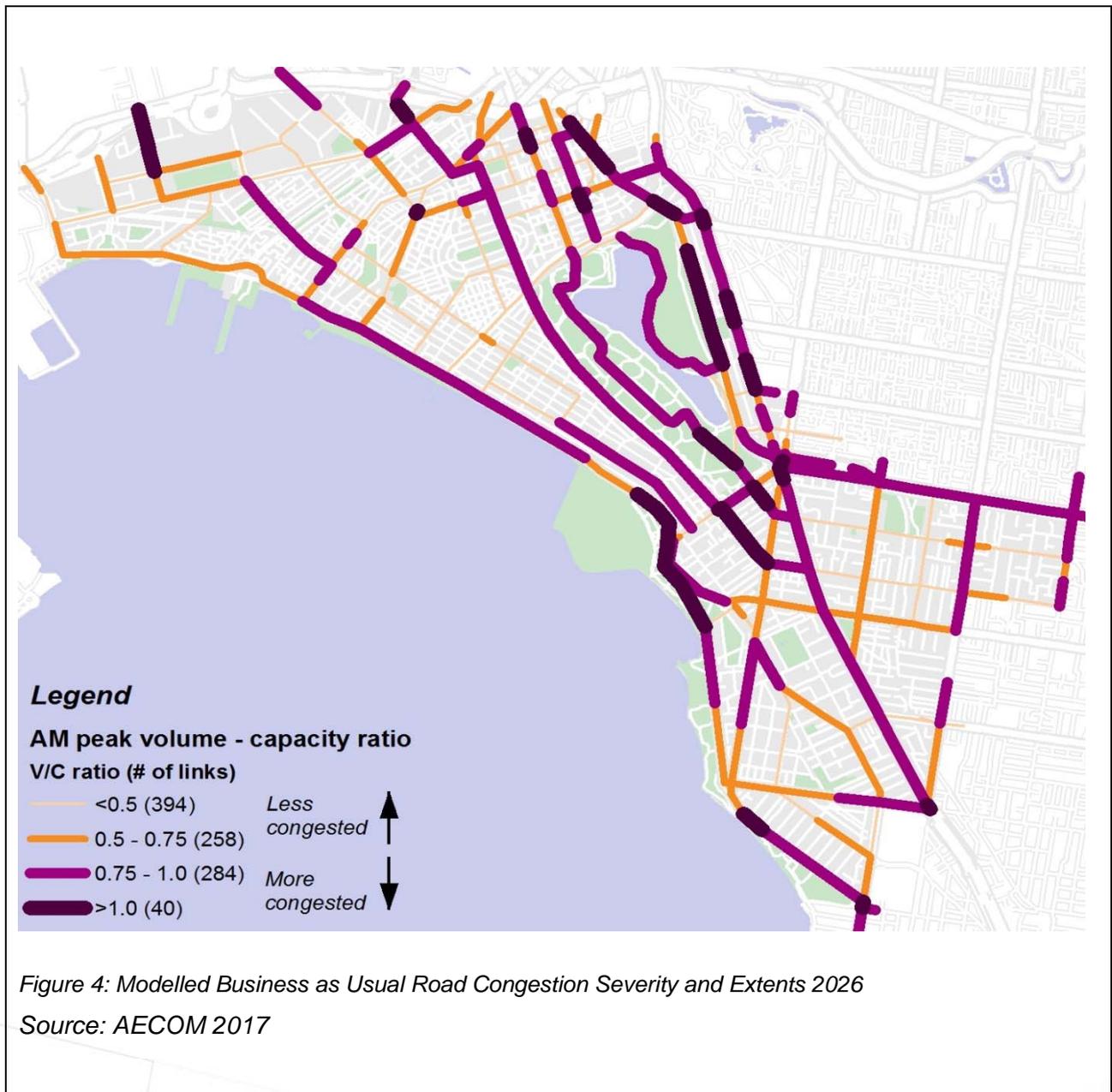
Looking at the morning commute in 2027, the growth translates to demand for around 12,000 additional car trips in the 2-hour AM peak period alone<sup>1</sup>, which would severely exacerbate existing congestion, increase conflict with other modes such as reducing tram travel speeds, and continue to reduce travel time reliability. As most traffic lanes reach their maximum saturation point at a traffic volume of 700 to 800 vehicles per hour, the additional 12,000 car trips spread evenly over the AM peak period would result in the equivalent demands of eight additional traffic lanes.



*Figure 3: Current Road Congestion Severity and Extents 2016*

Given Port Phillip's mature road network and finite road space prevents providing these additional lanes, the result of continuing with business as usual will be a steady growth in congestion levels spreading outward from the existing high-volume bottleneck locations as seen when comparing Figure X above with Figure X below.

<sup>1</sup> 12,000 car trips in the 2 hour peak period is comparable to providing another Queens Way or 3.5 freeway lanes.



Under 'business as usual' it is anticipated that Port Phillip residents will continue to rely on a car to get around. If current rates of car ownership continue, by 2027 Port Phillip residents will own approximately 63,000 cars, representing an increase of 12,000 vehicles being stored in Port Phillip. 2021 represents a tipping point where for the first time that the number of cars stored in Port Phillip exceeds the 53,000 of on-street parking spaces.

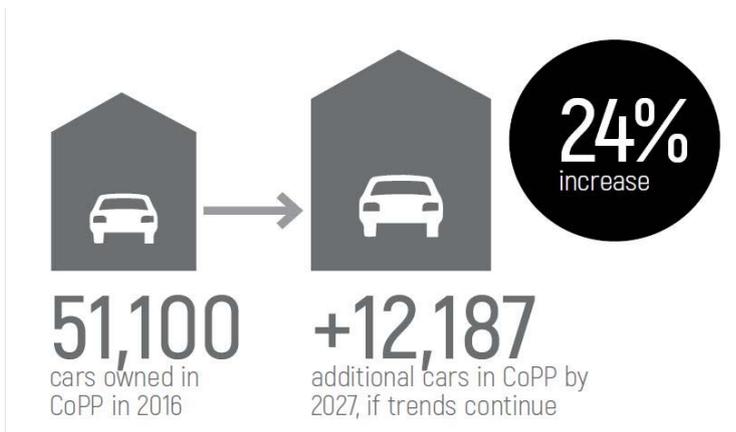


Figure 5: Port Phillip car ownership growth forecast 2016 - 2027

Council is already progressing the expansion of the network of car share vehicles across the city, targeting 227 new vehicles by 2021, and in doing so aims to assist residents avoid the cost and hassles of owning 2270 privately owned cars. However, expanding car share alone will not be feasible to maintain the number of privately owned vehicles in 2027 at the current level.

It's clear that this projected increase in car trips and car ownership can't be readily absorbed on the existing network nor be accommodated on Port Phillip's streets. Growth outside Port Phillip means that the road and public transport networks will continue to be under great pressure from the projected 320,000 daily through trips, regardless of the success or otherwise of Port Phillip's own transport programs. For Council has no direct control or influence over these through trips even though these trips impact on the travel choices of Port Phillip residents, workers and visitors.

In this regard, the 'business as usual' trend highlights a stark choice for Council and the Port Phillip community. If Council doesn't act, Port Phillip's continued dependence on cars will severely limit its ability to maintain a great lifestyle for residents, and limit the attractiveness of the city for investment and visitors.

If we do not invest in improving the range and convenience of travel choices, it is anticipated:

### **For residents**

Reliance on the car for many trips will increasingly become unviable, due to limited parking availability at end destinations, and increasing congestion on local and arterial road networks. However, Port Phillip lacks safe, attractive and viable alternatives due to growing congestion on public transport, competition for road space between all users, and a lack of safe and convenient walking and bike riding networks.

### **For workers and business operators**

Workers and businesses based within Port Phillip will face increasing travel times and worsening network reliability during peak periods, which will continue to extend for longer periods during the day. In addition, a shortage of long stay parking results in excessive circulation and frustration for many workers. Public transport, walking and cycling options are also limited, except for a few key origins (e.g. the CBD or Sandringham Rail Line). This limits the attractiveness of Port Phillip as a place to work and invest, compared to adjacent areas such as the CBD with better accessibility and transport choice.

### **For visitors**

Visitors to Port Phillip will face increased congestion and limited parking availability during peak times (e.g. summer months and weekends). This is expected to worsen as the city grows, and will in turn impact on resident parking and access, and degrade the attractiveness of the municipality as a place to live, work and visit.

Under a business as usual scenario, the ongoing growth in the car trips will lead to reduced environmental outcomes and local amenity, growing social inequity and health costs as well as declining economic productivity, and ultimately will create a city that is physically disconnected and a community with poorer lifestyles.

### 3.0 Council’s current commitment

Council has made a commitment within the Council Plan 2017-27 to achieve a shift of 8% private vehicle travel to sustainable travel (walking, bike riding and public transport) by Port Phillip’s residents. When you look at this indicator over a full day it translates to converting 816 daily trips each year currently done in a car up to 2021 and then 1,825 daily trips between 2021 and 2027. This equates to 3.6% of Port Phillip residents converting one trip per day to a choice of walking, bike riding or public transport. Implementing the currently planned and funded activities is unlikely to achieve Council’s targets nor address Port Phillip’s transport problem and respond to the challenges of growth.

For comparison the Fishermans Bend Urban Renewal Area has a target of 80% of trips to be by sustainable transport in 2050. If this was applied to Port Phillip, a shift of 2% per year to greater uptake of sustainable transport would be required through to 2050 in order to achieve this target. This translates to 5,243 daily trips by car each year being converted to sustainable transport up to 2021 and then converting 5,984 daily trips between 2021 and 2027. This equates to 23% of Port Phillip residents converting one trip per day from car travel to either walking, bike riding or catching public transport.

Looking at the growth in trips stemming from rapid population growth in Port Phillip needs to be placed in the context of Council’s existing commitment as well as the longer term ambitions for the Fishermans Bend Urban Renewal Area. In order to maintain car trips at current levels with no growth on the basis that the road network is already congested and adding 20% new road capacity is not realistic, a shift of 2.6% per year towards greater uptake of sustainable transport options is required. This translates to between 6830 daily car trips per year up to 2021 and 7571 daily car trips per year between 2021 and 2027. This equates to 28% or nearly one in three of all Port Phillip residents converting one car trip per day each year to a combination of walking, bike riding or catching public transport over the next 10 years.

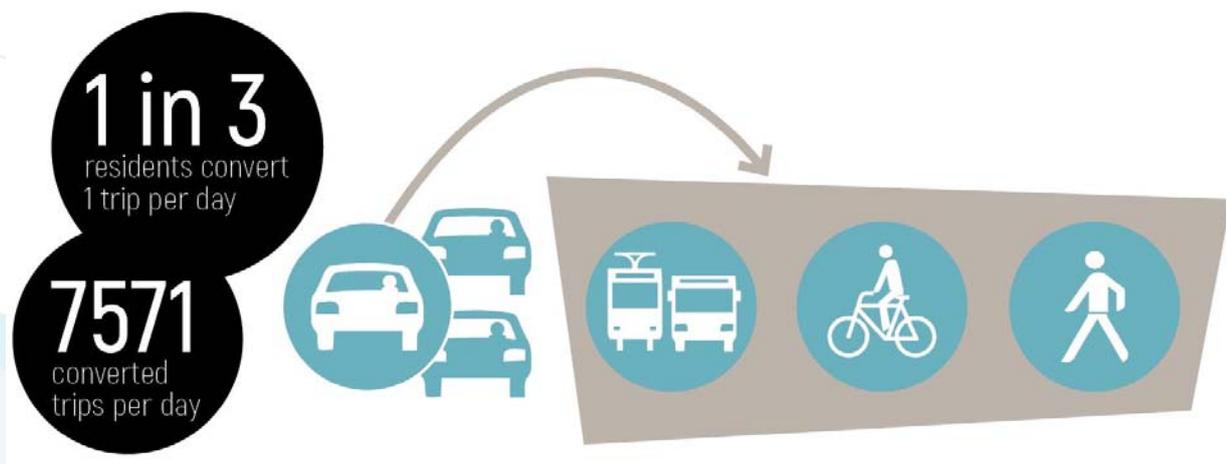


Figure 6: Number of car trips required to be converted per day by 2027 to maintain low congestion

## 4.0 Future Challenges

The Council Plan 2017-2027 identified seven significant, long term challenges facing the Port Phillip community that correlate with both national and international trends. These trends have been assessed to determine their respective impact on the transport task and broader range of functions for the City of Port Phillip:

### Climate Change and Resilience

- Increasing temperatures will impact on the comfort levels of both walking and bike riding and the demands for cooling on public transport.
- Increasing flooding will impact on both the transport system use and asset maintenance requirements.
- Targeting the reduction of greenhouse gas emissions is a core objective of Council's mitigation strategy.

### Household change and Mobility Behaviour

- Lone household types are increasing across all age groups within the population, Port Phillip has not historically been home to young families.
- Mine. Yours. Ours. Mobility into the future will need to be shared and public.

### Legislative and Policy Influence

- Technology changes have resulted in a customer focused environment, requiring a more integrated partnership model between both public and private, and between levels of government. At the same time it has exposed gaps within existing regulations.
- A slowing national economy results in downward pressure on local government budgets to support regional outcomes and service delivery to fill the gap of sector funding withdrawal. Adding to this is a lack of Victorian or Australian government funding programs or revenue sharing for directing to the delivery of local transport projects.
- Compliance with the Disability Discrimination Act for level access on public transport by 2032 is driving a program of upgrades to the Melbourne tram network impacting on a number of activity centres.

### Rapid Evolution of Technology

- Early technology impacts include multi-modal mobile device applications, movement sensors, ride-sharing platforms, and increased customer demand.
- longer term impacts will include electric vehicle charging parking spaces and stations, on-demand bus services and beyond 2027, autonomous vehicles.

#### ***Driverless vehicles***

(Infrastructure Victoria, Victoria's 30 Year Infrastructure Strategy, December 2016)

In developing the strategy, we have considered the best available evidence about the likely pathways to a driverless future. This indicates that by the halfway mark – around 15 years out of the 30-year strategy – driverless vehicles will start having an impact on how Victorians travel. As the technology continues to advance, and the market embraces it, there will be implications for how government manages the state's transport assets. We've used this as a guide to frame our recommendations, including identifying transport pricing reform as an essential step ahead of significant uptake of driverless vehicles to get the most efficient use out of these new technologies.

## Growing International Trade

Freight truck movements are projected to increase by 50% by 2030 across Australia, particularly connecting to international ports (Source), with an additional one million total container trade volume through the Port of Melbourne by 2027 as forecast by Infrastructure Victoria in 2017.

Online shopping has increased small goods movements and deliveries and looks likely to increase further with large firms such as Amazon soon to enter the Australian market.

*(Source: Deloitte, Infrastructure Victoria Second Container Port Advice container trade forecasts for Victoria, 2017)*

## 5.0 What we know won't work

Port Phillip's challenges are not wholly unique, with many other inner urban areas in Australia and worldwide are facing somewhat similar issues with the business-as-usual approach to transport is not proving effective and rather than reinvent the wheel it is important for Council to learn lessons from other cities and not repeat the mistakes of the past

While private cars will continue to be an important part of the transport network for the foreseeable future, congestion, population and jobs growth means we won't be able to predict travel times during peak periods, and increasing pressure on car parking means it will often be less convenient or more costly to drive and park at the end destination.

From past experience and evidence we know Port Phillip's transport problem cannot be met through:

- **Increased 'road efficiency' to create more space for car traffic** – This reinforces current travel choices and the natural increase in trips coming from a growing population will rapidly occupy this temporary increase in road capacity.
- **Increasing parking supply** – Car parking is a traffic generating land use and is linked to increased local traffic congestion as people drive around seeking to find a parking space, preferably free of charge. Adding more car parking spaces reinforces the problem of a lack of available parking and delays acceptance of implementing parking controls that aim to encourage sufficient turnover and parking availability as an outcome.
- **Restricting travel choice through prioritising car movement** – Moving people in cars is much less effective in terms of the space required and time it takes in comparison to protected bike lanes or public transport. Critical to the success of any city's transport network is having a range of travel choices available to people.
- **Increasing road/intersection capacity for traffic on local roads** – Seeking to add traffic capacity on local streets or roads is a short term fix and can generate flow on problems from attracting drivers looking to use local streets as routes to bypass bottlenecks on congested arterial roads.

**Car Parking Paradigm Shift** (Litman, July 2017)

Parking planning is undergoing a paradigm shift, a fundamental change in how problems are perceived and solutions evaluated (Economist 2017).

The old paradigm assumes that “transportation” means driving, that parking lots should almost never fill, that parking costs should be borne indirectly by governments and businesses, and that every destination should satisfy its own parking needs. It assumes that the planning goal is to maximize parking supply and minimize prices.

The new paradigm strives to provide optimal parking supply and price. It assumes that transportation can include multiple modes and not everybody drives. It considers too much supply as harmful as too little, and prices that are too low as harmful as those that are too high. The new paradigm strives to use parking facilities efficiently. It considers full lots to be acceptable, provided that additional parking is available nearby and any spillover problems are addressed. It favors charging parking facility costs directly to users, and providing financial rewards to people who reduce their parking demand.

The new paradigm recognizes that transport and land use conditions evolve, so parking planning practices need frequent adjustment. It shifts the burden of proof, allowing new approaches to be tried to test their effectiveness.

# Where do we want to be in 10 years?

## 6.0 Vision

Within this context this Strategy supports the overall direction of the Council Plan 2017-27 and underpins the achievement of many of the outcomes Council is seeking to deliver for the Port Phillip community and in doing so we know we need to be transformative in determining where we want to get to and how we get there.

## We are a connected and safe city with streets and places designed for all people

The vision is supported by three aims, which act as a way of defining what needs to be achieved in order to fulfill the vision:

### **Aim 1: A city of complete connections – An integrated transport network that connects people and places**

People have a broad range of travel choices supported by routes designed to make journeys predictable, safe and low-stress, with easy walking and safer cycling taking priority. Efficiencies in freight movement and servicing grow in efficiencies without being disruptive to other people using Port Phillip streets.

### **Aim 2: A city with smart parking management: - Demand for parking and car travel is moderated as our city grows**

Council manages growing demands for less car parking spaces most effectively through controls, pricing and technology. The allocation of Council managed parking spaces is done to facilitate a wide range of activities and people's evolving needs as well as those of businesses.

### **Aim 3: A City of great place – Our streets and places are designed for people**

Attractive streets, where a mix between the needs of movement and placemaking are made. Correspondingly Port Phillip's streets are designed and managed in response to the changing type of buildings and land uses that front onto them. These reflect the distinctive offer of services for day to day needs and the distinct experiences provided by each of Port Phillip's nine neighbourhoods.

## 7.0 What do we value and need to achieve?

### Guiding Principles

To guide its decision making and the weighing up of trade-offs, Council has proposed the following principles that represent the key values that underpins the development of what needs to be achieved:

1. We invest wisely to benefit our community now and tomorrow
2. We plan our city and its transport together
3. We harness partnerships to leverage outcomes
4. We prioritise people over vehicles
5. We support shared and effective use of vehicles, lanes, footpaths and land
6. We promote social equity and fair user fees
7. We enable enjoyable and seamless journeys
8. We support greener freight and eco-logistics for moving goods
9. We embrace mobility technology and innovation
10. We adapt to change by testing, monitoring and learning
11. We support a transition towards a zero emissions and renewable energy transport future

### Objectives

The following objectives articulate what needs to be achieved in order to fulfil the aims and vision:

#### Aim 1: Complete Connections

- 1.1 Walking to destinations and public transport is easy, safe and direct
- 1.2 Bike riding by people of all ages is comfortable, safe and convenient
- 1.3 Partner to achieve a network of direct 'turn up and go' public transport services - frequent and reliable
- 1.4 Partner to increase capacity on bus and tram networks to address overcrowding, with lane separation and enabling infrastructure (substations)
- 1.5 Define a network of through truck movements to minimise the impact on our community
- 1.6 Establish a hierarchy of high quality transport routes
- 1.7 Support real travel choices

#### Aim 2: Smart Parking Management

- 2.1 Progressive decrease of on-street car parking by conversion to higher value community use
- 2.2 Improved parking availability with new technology and user fees linked to demand and land use
- 2.3 Enable and promote shared mobility to reduce parking pressures
- 2.4 Selectively develop council owned carparks for higher value community use
- 2.5 Full coverage of controls across Council's on and off street parking
- 2.6 A clear, fair and equitable parking permit system
- 2.7 Ensure all residential demand is provided off-street

## **Aim 3: Great Places**

- 3.1 Safer streets with slower speeds
- 3.2 Ensure effective goods, service and emergency access without impact on destination quality
- 3.3 Reclaim our streets as the “front yards” of our city
- 3.4 Premium transport interchanges act as transit centres, bike parking and community hubs
- 3.5 Coordinated delivery of transport and street improvements to deliver benefits and mitigate neighbourhood impact
- 3.6 A fully accessible and integrated tram network that serves our neighbourhood destinations

## **8.0 What does this mean for me?**

The combination of economic, social and environmental benefits generated by achieving the aims and objectives contained within Setting the Direction will be experienced differently by the various members of Port Phillip’s community:

### **For residents**

People living in Port Phillip are able to pick from a number of different travel choices depending on why they need to travel, and where age and ability are no longer barriers to walking, bike riding or catching public transport. As a result we as a local community are more physically active and have a lower risk of preventable diseases, adding to people’s overall wellbeing. Portions of space in neighbourhood streets have been converted into spots where we can catch up with people and gather in like an extension to people’s living room.

When driving, people’s trips are more predictable in time, irrespective of the time of day or week and although there is less on-street parking spaces the combination of controls, pricing and select range of permits means that there is a parking space available a short walk from their destination and because people are preferring to use their off-street car space to park their car in, there’s usually a spot nearby but not always directly outside of their home.

### **For workers and business operators**

People working in port Phillip are able to make use of improved travel choices in deciding how to get to work and businesses have access to vehicles to complete work trips and small deliveries without needing to buy a work vehicle. For people driving into business precincts they usually find a paid parking space on-street is available and if staying for the day they park in one of the commercially operated off-street car parks nearby.

Deliveries and servicing is assured with these being consolidated based on the destination and a growing use of cargo bikes and shared mobility services fulfilling these needs. At lunchtimes and afterwork there are a wider range of places and civic spaces on streets with public seating and room area for people to gather have lunch and socialise. These spaces are supported by the activation along the ground floor by businesses in fronting buildings.

### **For visitors**

People are attracted to the unique offering of Port Phillip’s neighbourhoods irrespective of whether they are visiting their friends or family living in municipality or being a part of the inner city and beachside lifestyles. As there are a range of flexible travel choices available for both going to and from Port Phillip’s different neighbourhoods and destinations mean that the streets make people want to spend time in with a constant ebb and flow of people of all ages, abilities and walks of life going about their day without the pressure of worrying about trying to find a parking space, consult a timetable or needing to ride their own bike home. This means for those people driving they know

they'll need to pay but they find a paid parking space on-street available within a short walk from where they are going or park in one of the paid off-street car parks a bit further away.

## **For Council**

Council has created a network of great streets and delivering better travel options, particularly making bike riding and walking easy and safe and continuing to expand the number of car share vehicles and on-street parking controls underpinned by technology.

The lower levels of car ownership frees up valuable on-street space for other uses such as greater planting, water sensitive urban design and civic spaces as well as for businesses. This has produced significant economic benefits associated with vibrant, walkable neighbourhoods and commercial areas including increased property values, more higher value jobs and businesses based in Port Phillip.

A particular focus for Council has been in supporting kids to be active and healthy – embedding healthy habits in younger people has life long benefits from heading off preventable health problems, ultimately leading to a greater wellbeing and health across the community .

Overall it has enabled Council to capitalise on opportunities for funding the delivery of facilities and services that help deliver its vision through progressive partnerships with other levels of government and businesses.



# Community Input

## 9.0 What do we need from you?

Setting the Direction has put forth a series of principles and objectives to guide the development of an integrated transport strategy.

Council is seeking responses from all parts of Port Phillip's community to questions on the following topics covered by 'Setting the Direction', with the intent of generating discussion about the problem that faces Port Phillip based in the context of the type of future city we want to live in:

- Changes to both on-street and off-street parking supply and controls
- Fairness and equity of access to residential and public parking
- Priority of streetscape functions
- Priority of streetscape users
- Community preference for public transport access and frequency

A number of these objectives will be tested in more detail with the community via a survey, focus group workshops and key stakeholder workshops and general feedback.

## 10.0 Where to from here to an integrated transport strategy

Setting the Direction is a position paper and it marks the start of the process for developing an integrated transport strategy and not the end. The feedback provided by the community on the above topics is intended to give Council a better understanding of what the community see as important and critically provide Council with insights into why they value particular things more than others.

The next step from this the community engagement on Setting the Direction will be to consolidate analyse the results and use this to refine Council's direction on what needs to be achieved and help inform identifying the key actions for how we get there within a draft integrated transport strategy.

A draft integrated transport strategy, which reflects the feedback on Setting the Direction, will be released for community consultation in February 2018.

## 11.0 What has previous Community engagement told us

As endorsed in the Council Plan 2017-2027 the Port Phillip community want a city that makes it easier and more enjoyable to walk, bike ride or use public transport. We also know that there are wide ranging views about how to manage car parking.

The Council Plan 2017-27 Community engagement (30 January to 26 February 2017) included completion of 651 surveys and 35 participants at the transport and parking workshop:

- > Respondents identified that “parking, traffic and public transport” was one thing council could address to make a positive difference to Port Phillip,
- > The community survey results identified that improvements to bus, train and tram services and stops were most likely to get car drivers out from behind the wheel,
- > Better access, connections to and frequency of public transport were seen as the most likely to reduce the number of people using their cars, in fact access to public transport was the 4th highest response to the vision question,
- > 59% of survey responses support converting existing road space to support safer, more enjoyable and accessible bike, walking and public transport use, even if this means reducing some on-street car parking.
- > Transport & Parking Workshop participants supported the idea about a system of on-demand small local buses (25%).

Parking Neighbourhood Schemes were introduced in 2014 and completed in 2016 across the following neighbourhoods:

- > Albert Park, Middle Park, St Kilda West
- > Balaclava, Ripponlea, Elwood
- > St Kilda, Windsor
- > Port Melbourne
- > South Melbourne

The Parking Neighbourhood Schemes were conducted to ensure introduction of changes to on-street parking controls were implemented across a whole neighbourhood area so as not to push parking issues into neighbouring streets. Overall, the project received almost 5000 community responses. The number of issues raised via this process have provided justification for a review of the current parking permits and pricing system to be commenced via the Integrated Transport Strategy.

Other consultations recently undertaken by Council that have contributed to an overall understanding of the community perception of transport, place and parking include:

- > Acland Street Upgrade 2015
  - o Phase 1 – 640 responses
  - o Phase 2 – 921 responses
- > Car share policy survey 2016 - 235 survey responses
- > Draft Fishermans Bend Framework Public Engagement Report 2017 - 200 conversations were held

## **12.0 What we value in our streets**

To further supplement previous consultations, a Town Centre Care Factor survey to gather deeper community insights was commissioned by Council and resulted in approximately 700 locals, visitors and workers in the municipality submitting.

The survey results were collated into a PlaceScore Community Insight Report 2017, further highlighting that there are different needs across each of the various neighbourhoods that will require a customised place-based priority response.

These results will contribute to prioritising how the Integrated Transport Strategy will define future street types and design for maximum community benefit.

The highest response areas were St Kilda/West St Kilda, East St Kilda/Balaclava and Port Melbourne, and the top 4 attributes that Port Phillip cares the most about in their activity centres are as follows:

- Cleanliness of the public realm
- Vegetation and natural elements
- The natural environment
- General condition of vegetation, street trees and other planting (equal 4<sup>th</sup>)
- Walking cycling or public transport options (equal 4<sup>th</sup>)



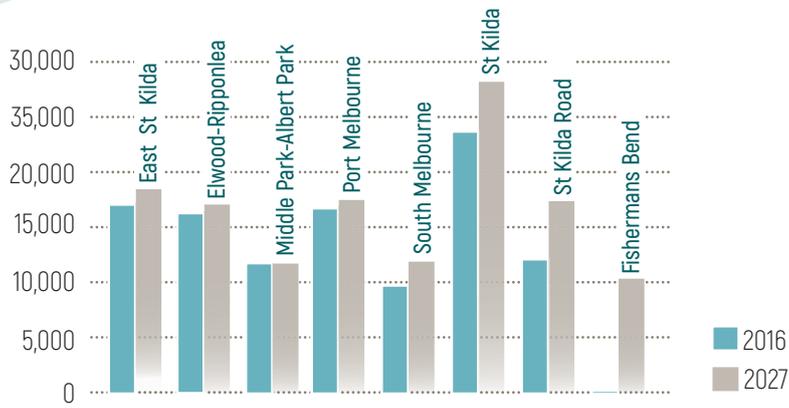
# Appendices

## **Appendix 1 – Fast Facts Summary**



# FAST FACTS

Summary information pack  
for developing an integrated transport strategy



**23%**  
increase in residents by 2027

**50**  
people per week

**7**  
people per day

### Population Growth by Neighbourhood

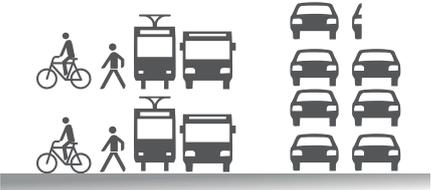
**23%**  
weekday trips by sustainable in 2016

**77%**  
weekday trips by car in 2016

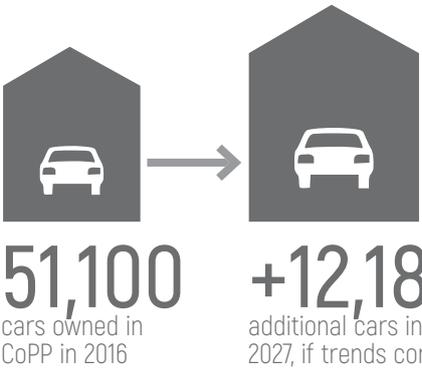
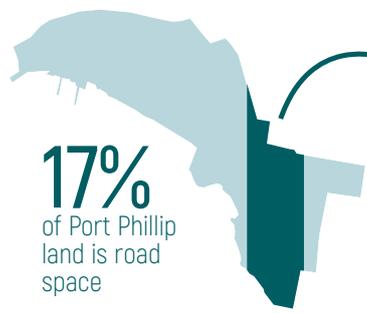
**+21,000**  
per day by 2027

**+72,000**  
per day by 2027

if no change is made a **20%** increase in either roadspace or congestion will be required to absorb this increase in trips



### Trips per day



**24%**  
increase

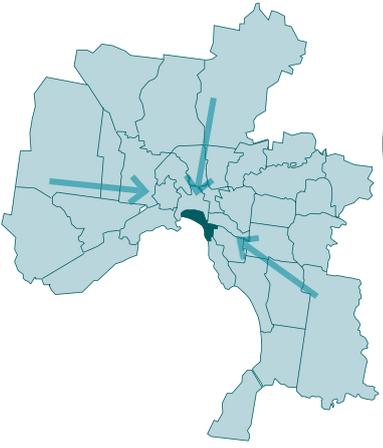
### On-street carparks

### Car Ownership



**69%**  
residents leave CoPP for work in 2011

between 2006 - 2011, residents working locally decreased



**82%**  
workers come to CoPP from outside in 2011

non-resident CoPP workers travel for longer & from greater spread of suburbs

### Where do residents work

### Where do workers come from

# "Setting the Direction"

## for integrated transport in City of Port Phillip

### Challenges

- Non-uniform growth & urbanisation
- Household type & mobility behaviour
- Climate change & resilience
- Changing economy & employment
- Growing freight and goods movements
- Emerging transport technologies
- Funding limitations

### GUIDING PRINCIPLES

- |   |   |  |
|---|---|--|
| <ol style="list-style-type: none"> <li>1. We invest wisely to benefit our community now and tomorrow</li> <li>2. We plan our city and its transport together</li> <li>3. We harness partnerships to leverage outcomes</li> <li>4. We prioritise people over vehicles</li> </ol> | <ol style="list-style-type: none"> <li>5. We support shared and effective use of vehicles, lanes, footpaths and land</li> <li>6. We promote social equity and fair user fees</li> <li>7. We enable enjoyable and seamless journeys</li> <li>8. We support greener freight and eco-logistics for moving goods</li> </ol> | <ol style="list-style-type: none"> <li>9. We embrace mobility technology and innovation</li> <li>10. We adapt to change by testing, monitoring and learning</li> <li>11. We support a transition towards a zero emissions and renewable energy transport future</li> </ol> |
|---|---|--|

### We are a city of:

#### Complete Connections

An integrated transport network that connects people and places

#### Smart Parking Management

Demand for parking and car travel is moderated as our city grows

#### Great Places

Our streets and places are designed for people

#### OBJECTIVES

1. Walking to destinations and public transport is easy, safe and direct
2. Bike riding by people of all ages is comfortable, safe and convenient
3. Partner to achieve a network of direct "turn up and go" public transport services - frequent and reliable
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1. Progressive decrease of on-street car parking by conversion to higher value community use
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## Appendix 2 - Data Sources

Transport trip, mode share and journey type information for City of Port Phillip has been gathered from a range of varying sources that have changed over the years.

### Customer Satisfaction Survey (CSS)

The core measure of mode shift change (journey to work by sustainable transport as opposed to vehicle) adopted in the Council Plan 2017-27 is sourced from the City of Port Phillip Customer Satisfaction Survey (target 65% by 2027).

The survey methodology relating to journey to work has changed over the last 15 years, with a separation of recreational trips only undertaken from 2014. As there is a higher than average proportion of Port Phillip residents who walk and bike ride for recreation than the rest of greater Melbourne, this has previously skewed the sustainable trip data significantly.

Comparing the CSS data with both Census and VITM journey to work mode splits, the project team concluded that Council will be unable to rely on the CSS results as an accurate ongoing measure of mode shift. Therefore, for the workshop we have taken the % shift committed to in the Council Plan 2017-27 (approx. 2% per year), and applied that to the trip projections.

### Victorian Integrated Transport Model (VITM)

VITM is a comprehensive database and model of freight and transport movements, looked after by the Dept of Economic Development, Jobs, Transport, and Resources. It utilises Census data, Victoria in Future, employment, freight and education enrolments to generate trip data.

It is the main source of data for the initial trip projection analysis of the Integrated Transport Strategy Discussion Paper.

### CENSUS

Australian Census data is the most comprehensive data set for population and movement trends, however it is only captured every 5 years. This created limitations for City of Port Phillip in correlation with strategic implementation timeframes.

### VISTA

Victorian Integrated Survey of Travel and Activity (VISTA) is an ongoing survey of household travel activity. The survey is conducted across Greater Melbourne, Geelong and, periodically, in selected regional centres. The sample sizes have always been too small to be statistically significant. Self-reporting data also has accuracy limitations.

Access to digital movement data via Open Source data or movement sensors will be a preferred future source.

### .iD Forecast

City of Port Phillip has commissioned a detailed population forecast from our community statistics provider, inclusive of Fishermans Bend. The assumptions and data sets used for this population projection vary from that of VITM.