



Traffic Engineers and Transport Planners

Fishermans Bend Planning Review Panel

Draft Amendment GC81 in the Fishermans Bend Urban Renewal Area – 61, 140 & 155 Bertie Street, Port Melbourne

Prepared for
Toyota Motor Corporation Australia

Instructed by
Clayton UTZ

March, 2018
24408A#2

STATEMENT TO THE PLANNING PANEL APPOINTED BY THE MINISTER FOR PLANNING FOR
AMENDMENT GC81 IN THE FISHERMANS BEND URBAN RENEWAL AREA BY CHARMAINE DUNSTAN,
TRAFFIC ENGINEER

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Area – 61, 140 & 155 Bertie Street, Port Melbourne**

Our Reference: 24408A#2

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24408A#2(Final)

Fishermans Bend Planning Review Panel

Draft Amendment GC81 in the Fishermans Bend Urban Renewal Area – 61, 140 & 155 Bertie Street, Port Melbourne

Executive Summary

This report provides an assessment of the potential traffic engineering impacts of Amendment GC81 of the Fishermans Bend Urban Renewal Area in so far as it relates to the sites at 61, 140 & 155 Bertie Street, Port Melbourne (Toyota Motors Corporation Australia).

For my assessment of broader issues, I have also adopted the opinions outlined within my expert witness statement prepared in relation to Amendment GC81 in the Fishermans Bend Urban Renewal Area for various parties under instruction from Norton Rose (24408A#1 dated March, 2018).

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1 Introduction

Draft Amendment GC81 has been prepared to implement the Vision for Fishermans Bend through a suite of permanent controls including amendments to the Melbourne and Port Phillip Planning Schemes and a new Fishermans Bend Framework.

The Minister has appointed an Advisory Committee pursuant to Part 7, section 151 of the Act to report on the “appropriateness” of the draft Amendment GC81 and is to be known as the ‘Fishermans Bend Planning Review Panel’ (Review Panel). The Terms of Reference have been established by the Minister for the Review Panel.

Amendment GC81, translates elements in the draft Framework by identifying:

- the preferred land use, form and intensity of urban development in each of the four mixed use precincts, including new floor area ratios and maximum height and setback controls; and
- potential key transport alignments and services and the preferred locations for public open space and community infrastructure.

Amendment GC81 seeks to make the following changes to the Melbourne Planning Scheme:

- introduce new Planning Scheme Map No. 7AEO requiring land within the Lorimer precinct to be remediated before a sensitive use commences;
- amend clauses 21.02, 21.04, 21.08, 21.13, 21.16 and 21.17 which relate to the Municipal Strategic Statement;
- replace Clause 22.27 with a new Clause 22.27 Fishermans Bend Urban Renewal Area Local Policy;
- replace Schedule 4 to Clause 37.04 CCZ with a new Schedule 4 which outlines land use and development outcomes for the Fishermans Bend Area;
- replace Schedule 67 to Clause 43.02 DDO with a new Schedule 67 which outlines built form controls;
- replace Schedule 13 to Clause 45.09 (PO) with a new Schedule 13 which sets maximum car parking rates to foster sustainable transport outcomes; and
- amend Schedules to Clause 61.03 and 81.01 which are consequential changes to the Amendment.

Amendment GC81 seeks to make the following changes to the Port Phillip Planning Scheme:

- introduce new Planning Scheme Map Nos. 2DPO, and 3DPO to protect areas of strategic importance to ensure development achieves defined outcomes;
- introduce new Planning Scheme Map No. 1AEO and amend Planning Scheme Map Nos. 2EAO and 3EAO, requiring land within the Lorimer precinct to be remediated before a sensitive use commences;
- amend Planning Scheme Map No IEAO which provides guidance on development within the Port Melbourne interface;
- amend clauses 21.01, 21.02, 21.03, 21.04, 21.05 and 21.06 which relate to the Municipal Strategic Statement;

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- replace Clause 22.15 with a new Clause 22.15 Fishermans Bend Urban Renewal Area Local Policy;
- replace Schedule 1 to Clause 37.04 CCZ with a new Schedule 1 which outlines land use and development outcomes for the Fishermans Bend Area;
- replace Schedule 30 to Clause 43.02 DDO with a new Schedule 30 which outlines built form controls;
- replace Schedule 1 to Clause 45.09 (PO) with a new Schedule 1 which sets maximum car parking rates to foster sustainable transport outcomes;
- introduce a new Schedule 2 to Clause 43.04 DPO to protect areas of strategic importance to ensure development achieves defined outcomes; and
- amend Schedules to Clause 61.03 and 81.01 which are consequential changes to the Amendment.

I have been instructed by Norton Rose, on behalf of multiple land owners within Fishermans Bend to provide expert evidence in relation to the transport engineering issues related to the implementation of GC81.

2 Statement of Witness

2.1 Qualifications and Experience

My name is Charmaine Chalmers Dunstan. I am a Director of Traffix Group Pty Ltd practicing from Suite 8, 431 Burke Road, Glen Iris.

My qualifications and membership of professional associations are as follows:

- Bachelor of Civil Engineering (honours), Monash University, Clayton
- Masters of Traffic, Monash University
- Member, Engineers Australia (IEAUST)
- Fellow, Victorian Planning & Environmental Law Association

I have over 20 years' experience as a Traffic Engineering and Transport Planning consultant with Traffix Group Pty Ltd and formerly Turnbull Fenner Pty Ltd. My experience also includes a number of local government appointments which involved acting in the role of Council's Transport Co-ordinator or Senior Traffic Engineer.

I have experience and expertise in traffic management, transportation planning, road safety planning and engineering, parking management and strategy development, and development impact assessment of a broad range of land-use developments within established metropolitan, regional and growth areas.

2.2 Project Team

Leigh Furness (Senior Associate, Traffix Group) assisted with the review of the preparation of this statement and Matthew Woollard (Senior Traffic Engineer, Traffix Group) assisted with the preparation of this statement.

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2.3 Scope of Work

This report specifically reviews the traffic engineering implications of Amendment GC81 of the Fishermans Bend Urban Renewal Area in so far as it relates to the sites at 61, 140 & 155 Bertie Street, Port Melbourne (Toyota Motors Corporation Australia).

For my assessment of broader issues, I have also adopted the opinions outlined within my expert witness statement prepared in relation to Amendment GC81 in the Fishermans Bend Urban Renewal Area for various parties under instruction from Norton Rose (24408A#1 dated March, 2018).

2.3.1 Key Tasks

Based on the exhibited documents and planning history of the site, the scope of my engagement has included the following tasks:

- review of the site location and the surrounding transportation network,
- review of Amendment documentation and planning history,
- review of Council policies and other relevant documents, and
- preparation and giving of Expert Evidence in accordance with Planning Panels Victoria – Guide to Expert Evidence.

2.3.2 Experiments

I have visited the site to observe traffic and parking activity within the nearby area.

2.3.3 Reference Documents

The following key documents have been relied upon when preparing this report:

- Various Planning Scheme Amendment GC81 documentation,
- Relevant sections of the City of the Port Phillip Planning Scheme,
- Draft Fishermans Bend Framework (dated October, 2017),
- Fishermans Bend Integrated Transport Plan (dated October, 2017),
- Town Planning Report for 155 Bertie Street, Port Melbourne, prepared by Urbis (dated April, 2017), and
- Submission of Toyota Motor Corporation Australia (dated 5th December, 2018).

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3 Background and Summary of Issues

As part of my instructions, I have been requested to review traffic engineering implications of Planning Scheme Amendment GC81 as it relates the subject site at 61, 140 & 155 Bertie Street, Port Melbourne (Toyota Motors Corporation Australia).

Toyota Motor Corporation Australia Limited (Toyota) has three sites located within the Fisherman's Bend Urban Renewal area, as follows:

- 140 and 155 Bertie Street forms part of Toyota Australia's national corporate headquarters (CHQ), and
- 61 Bertie Street accommodates the technical, design and regional offices.

The traffic/transport issue most critical to Toyota is the lack of discretion within the revised DDO, which would potentially require the delivery of a 22m wide road that bisects the CHQ building at 155 Bertie Street, Port Melbourne as part of any application affecting the land.

Schedule 1 to Clause 37.04 states the following with respect to permit requirements for buildings and works:

A permit must not be granted to construct a building or construct or carry out works where the provision for any new streets, laneways, or public open space generally in accordance with Map 2 and Map 3 is not provided.

Map 2 relates to new roads and is reproduced in Figure 1 below.

Firstly, in my view the above requirement is not clear. It can be read that any application for building and works triggers the requirement to deliver the road detailed on Map 2 of the controls or it could be read that it only applies in the event that building and works are proposed that would affect the part of the land described in Map 2.

Under either scenario, the controls do not provide sufficient flexibility to cater for an existing use that intends to continue on the site for the foreseeable future and would likely apply for building works that enable the site to continue to adapt and accommodate the business requirements of Toyota.

An aerial photograph provided at Figure 2 details the approximate location of the road which would bisect the site in the event of any planning application on the site.

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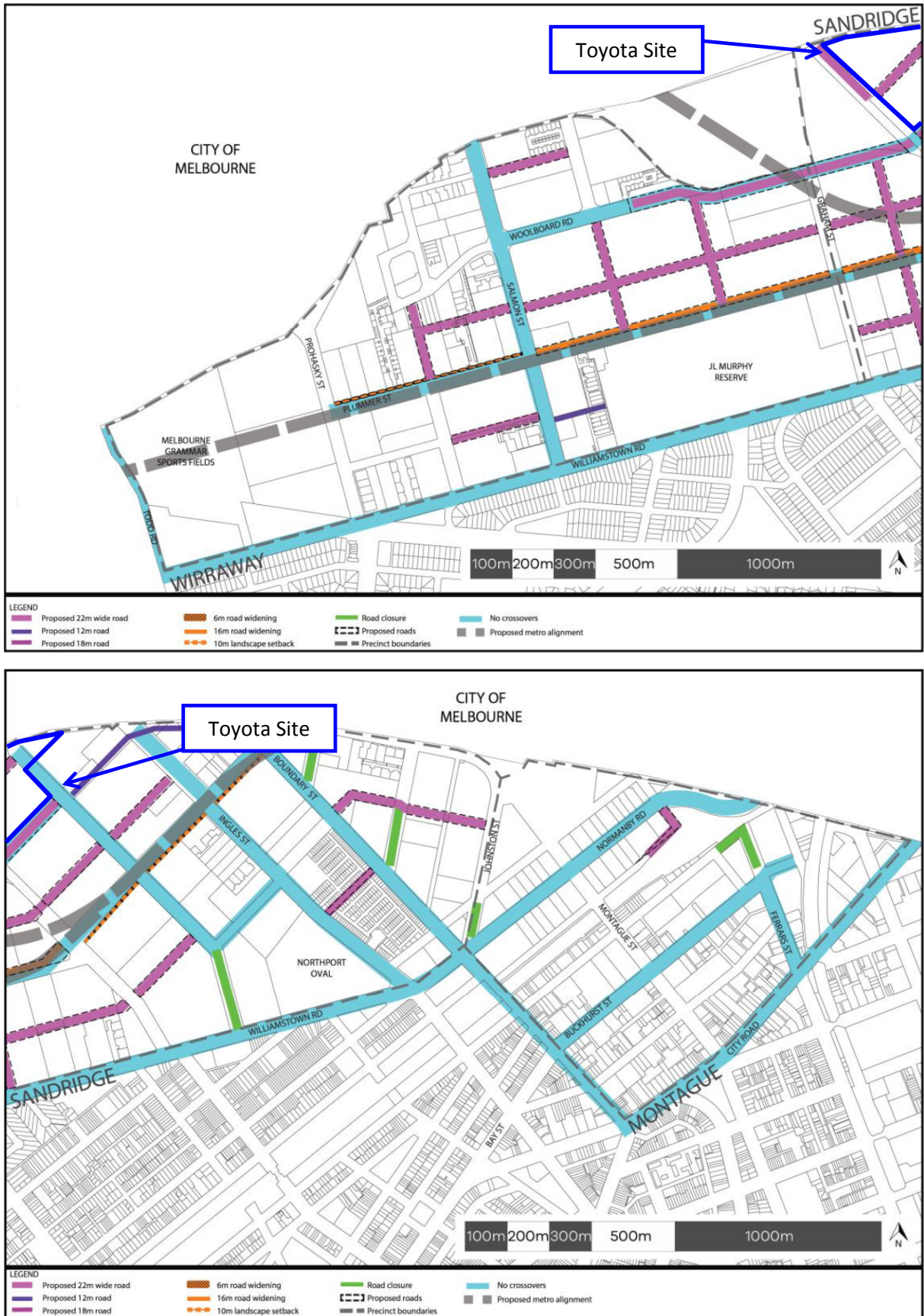


Figure 1: Map 2 Street and Laneway Layout

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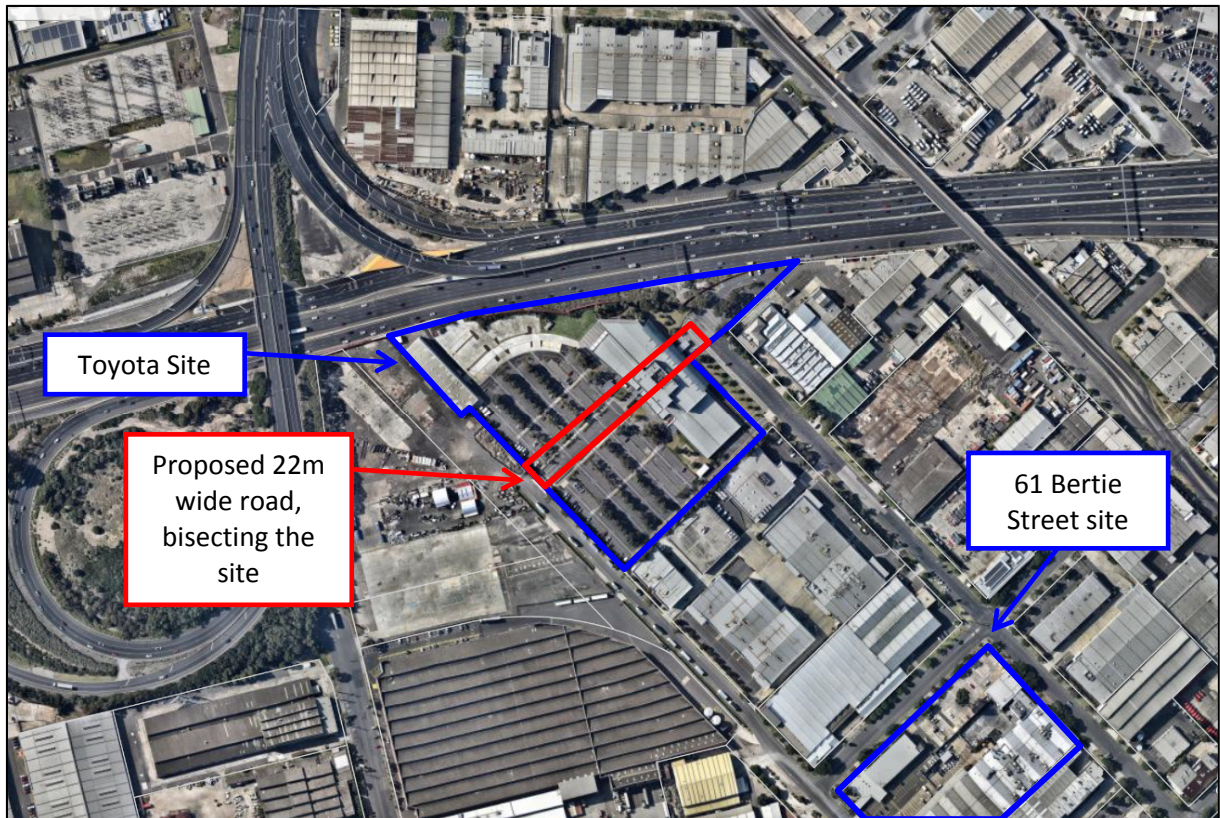


Figure 2: Aerial Photograph of Site and Proposed Road

4 Toyota Operations

As noted above, Toyota operates from 3 sites, including 140 and 155 Bertie Street (which forms part of Toyota Australia’s national corporate headquarters (CHQ)), and 61 Bertie Street (which accommodates the technical, design and regional offices).

Toyota recently invested heavily in a refurbishment and expansion of the national CHQ to allow for additional staff to be accommodated, as well as an expansion of the existing carpark.

These works have allowed for the consolidation of Toyota’s Australian operations at the CHQ site in Port Melbourne and for the closure of the Sydney office and relocation of staff from the Sydney office to CHQ.

Accordingly, Toyota has made a significant commitment to its presence within the Fisherman’s Bend Urban Renewal area in order to sustain a significant workforce of over 500 staff in the CHQ building. Toyota does not propose to move its operations from this site in the near to long-term.

The most recent refurbishment and expansion of the carpark are examples of the types of applications, which Toyota may require in the future in order to sustain/improve its presence and operation at this location.

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5 Details and Function of Proposed Road

Map 2, detailed within Schedule 1 to Clause 37.04, sets out the street and laneway network for the Fishermans Bend Urban Renewal Area within Port Phillip. This map extract is detailed at Figure 1 above.

The road identified as bisecting the CHQ building and carpark is nominated as having a 22m wide road reservation. This road is expected to serve an access function to abutting properties, noting that the controls do not prohibit or discourage crossovers to this road. In contrast, the 22m road to the immediate south-east of the Toyota site is proposed as a no crossover road and forms part of the Woolboard Road extension, which includes an off-road cycling path.

The 22m road that bisects the site serves no through-traffic function and simply acts as a link between the extension of Bridge Street and Bertie Street, and allows access to abutting properties (i.e. only the subject site).

Sustainability Goal 1 of the Draft Fishermans Bend Framework sets out a series of objectives and strategies in order to achieve a *connected and liveable community*. The key objectives and strategies as they relate to the layout of the street network have been extracted and presented as follows:

Objective 1.2

Make Fishermans Bend a great place to walk for people with a wide range of abilities and needs.

- 1.2.2** *Introduce a fine grain, permeable street network through the creation of new streets and laneways and ensure intersections are aligned to maximise connectivity (as per figure 8)*

Objective 1.3

Make Fishermans Bend an exceptional place to cycle

- 1.3.3** *Create a network of new priority separated cycling routes that connect to existing and planned cycling networks, including the Westgate Punt and Yarra River Corridor*

Objective 1.4

Create a street network that prioritises walking and cycling while still facilitating vehicle access

- 1.4.1** *Introduce an expanded street network through the creation of new streets and laneways that provide vehicular access to all properties, as illustrated in figure 8*
- 1.4.3** *Ensure properties on streets in activity cores, dedicated public transport routes and strategic cycling corridors are accessed from streets and laneways off this core network to prioritise safety and movement flow*

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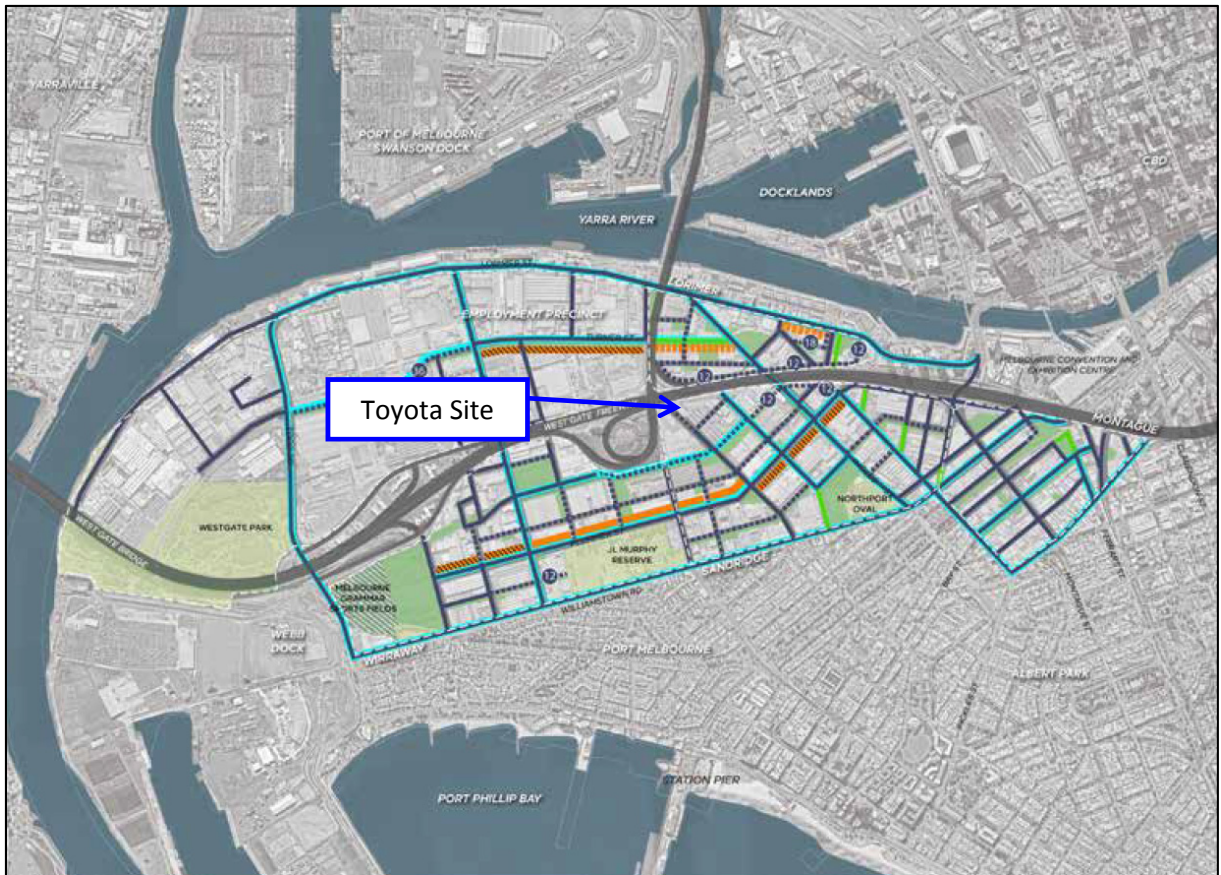


Figure 3: Draft Fishermans Bend Framework – Figure 8

Furthermore, the Fishermans Bend Integrated Transport Plan states the following recommendations for the road network:

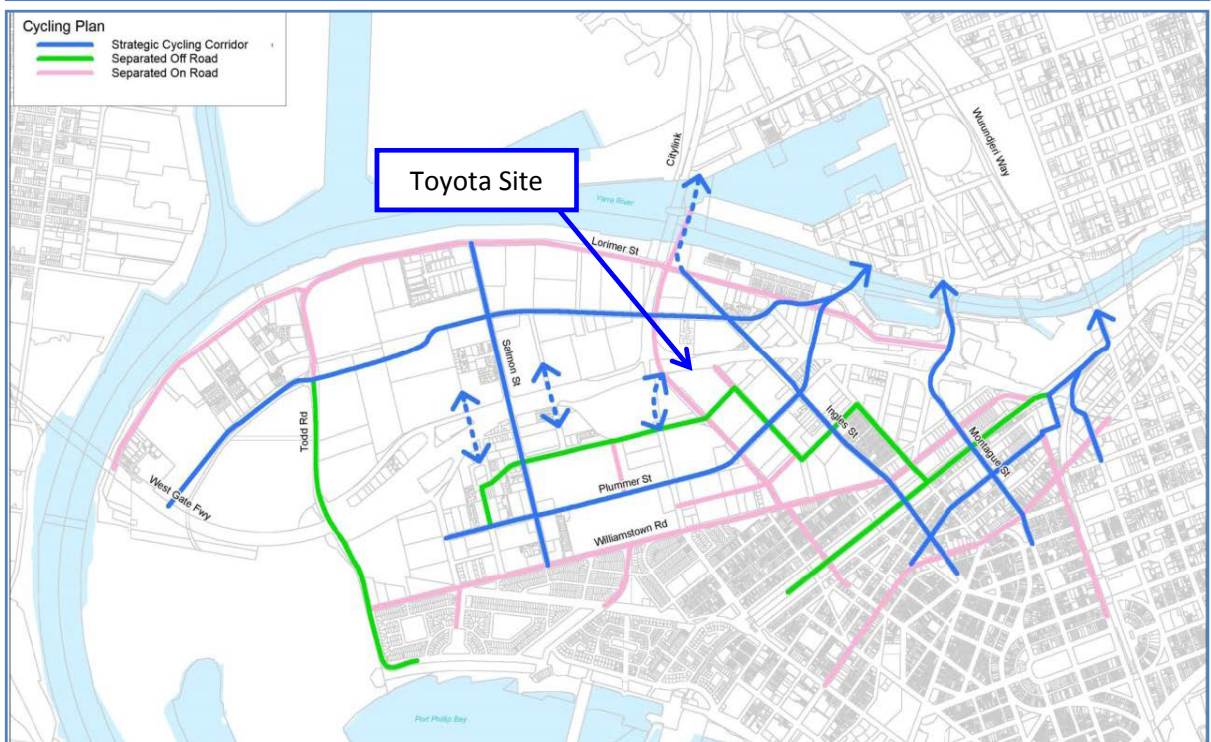
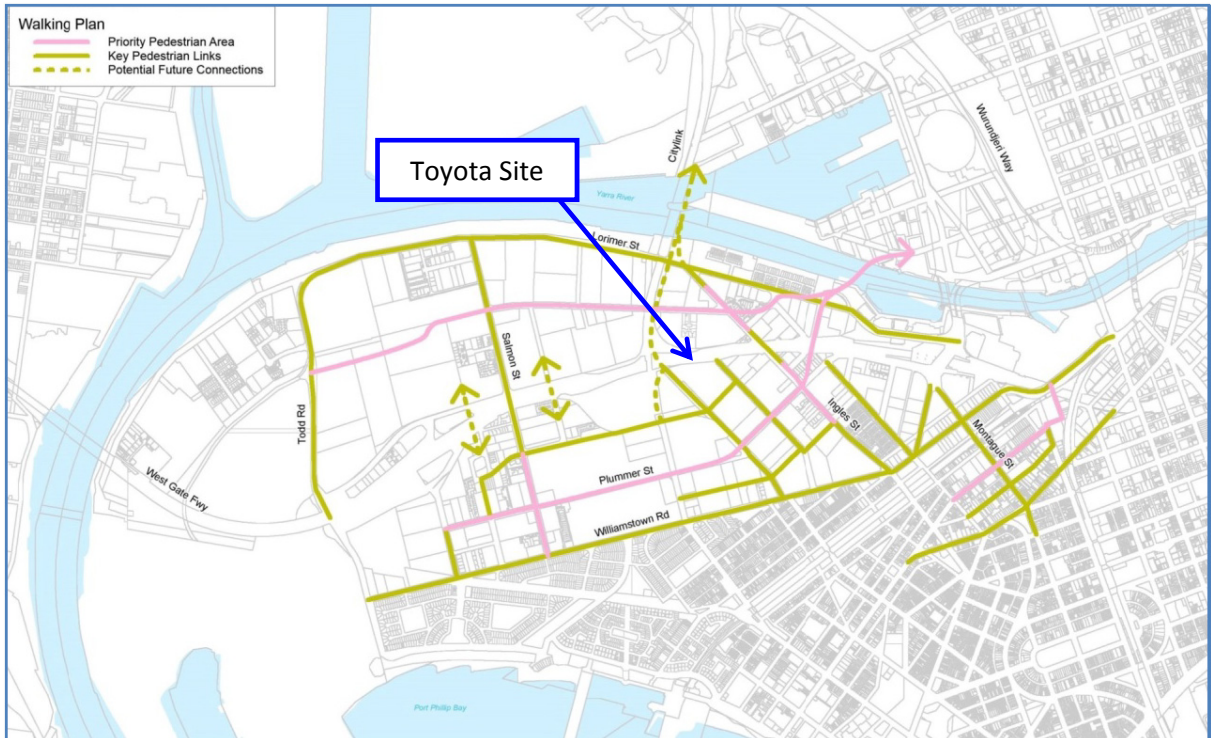
Recommendations:

- Provide a network of arterial and collector roads that enable vehicle access across the precinct.
- Redevelop the current large block sizes within Fishermans Bend to deliver more permeable and connected spaces through the introduction of a series of new roads, streets and laneways. New developments should provide regular interruptions to provide for walking, cycling and vehicle access.

The following figures have been extracted from the Fishermans Bend Integrated Transport Plan and set out the Fishermans Bend Walking Plan, Cycling Plan, and Road and Traffic Plan.

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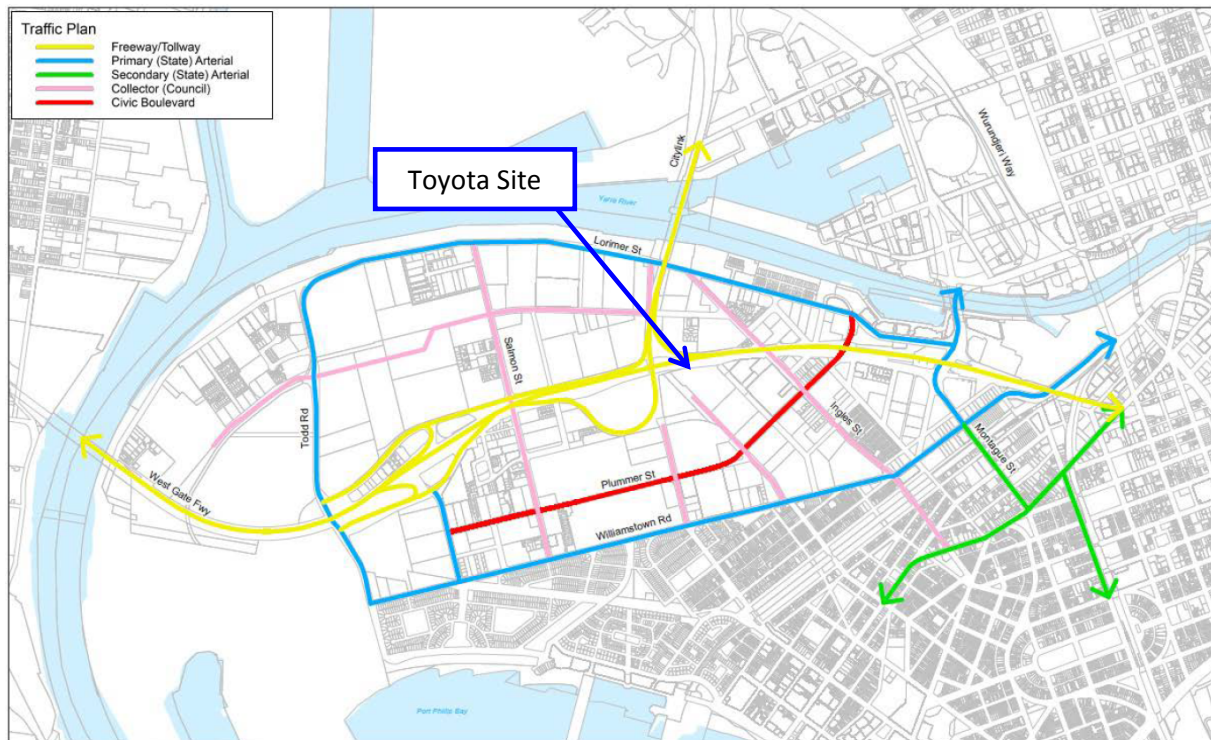


Figure 4: Walking, Cycling and Traffic Plans – Integrated Transport Plan

It is clear from the above figures and extracts from the Draft Fishermans Bend Framework and Integrated Transport Plan that the purpose of the proposed road bisecting the subject site is primarily to provide for property access.

The road is not identified as a key pedestrian link within the Walking Plan.

The road is not identified as a cycling corridor or having an on-street bicycle connection on the Cycling Plan.

The road is not identified within the Traffic Plan as a higher order road.

It would appear that its inclusion relates to the broader objective of creating *“a fine grain, permeable street network through the creation of new streets and laneways and ensure intersections are aligned to maximise connectivity”*.

This particular road is not about alignment, but about general spacing of roads. The configuration of the road through the centre of the Toyota site ensures that the access objectives of this road only become relevant at the redevelopment stage for this site (when abutments to a finer grain network are sought). The objectives are not relevant whilst the CHQ building exists and Toyota is operating under its current configuration. Any attempt to achieve a public road connection in the interim would be detrimental to the functionality of this site to meet Toyota’s current and potential future needs. Toyota operates a secured site (with access via boom gates and enclosed by security gates after-hours) and seeks to continue to do so.

The construction of this road prior to the full redevelopment of the Toyota site is clearly impractical, and unnecessary to support the wider street network objectives.

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In my opinion, the road that bisects the Toyota site should be deleted from Map 2 in the controls and Figure 8 in the Framework Plan. Alternatively, the controls need to include a mechanism to be able to apply discretion in cases where a planning application is made for works which relate to the continued operations of an existing use of building, so that there is not a mandatory requirement.

6 Impact of Parking Overlay

Toyota is concerned that the Parking Overlay does not allow enough flexibility for its business to add car parking to the site in the event that they consolidate more of the Toyota's business to Fishermans Bend.

I have prepared extensive evidence in relation to the Parking Overlay, its wording, interpretation, and its appropriateness under instruction by Norton Rose. I do not intend to repeat this evidence here.

Of relevance, the amended Parking Overlay does not change the car parking rate for an office use, which remains as a maximum of 1.0 car spaces per 100m². The controls however, vary the decision guidelines for assessing applications that seek to exceed the maximum car parking rate.

Based on my interpretation of the proposed control changes, I am satisfied that the decision guidelines are intended to allow a permit to be granted to provide a higher number of car spaces for a particular use. Under the proposed controls, it would be at Council's discretion as to whether an empirical assessment of car parking demands is "appropriate" to consider.

As outlined in my evidence statement for Amendment GC81 in the Fishermans Bend Urban Renewal Area for various parties under instruction from Norton Rose (24408A#1 dated March, 2018), the decision guidelines should be reworded to provide clarity and to explicitly refer to the decision guidelines under Clause 52.06-7, which allows for an empirical assessment of car parking demands to be considered.

Toyota offers a significant number of jobs in this precinct and it is important that the continued growth and consolidation of this business is supported to deliver a further intensification of employment for the FBURA.

Toyota's current employee base is widespread throughout Melbourne and is mostly based within the middle and outer-ring suburbs. Given the low level of access to public transport for this site under current conditions, and historical employment base of the company spread across Melbourne, Toyota is heavily dependent on car-based travel for journey to work trips. Refer to Figure 5 below.

The recent refurbishment of the Toyota building included the provision of additional parking (approx. 80 spaces) to provide capacity to increase the number of employees accommodated from 360 to 660 on completion of the works. The application required a permit under Schedule 1 of the Parking Overlay to exceed the maximum parking rate for office (80 spaces provided vs 24 spaces when assessed at the maximum parking rate).

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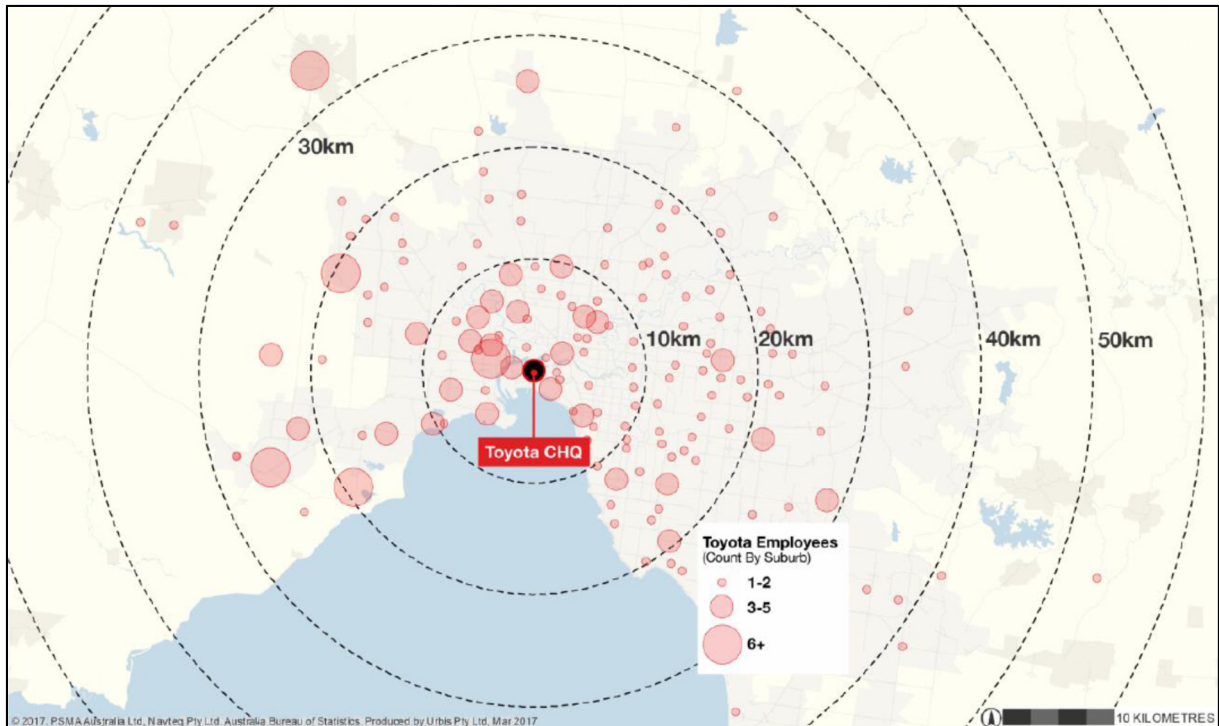


Figure 5: Map of Toyota Employee Count by Suburb

It is important for the Parking Overlay to allow for an empirical assessment of parking demands to inform part of Council’s consideration of a planning permit, due to its current profile of car parking demands. Toyota is a good example of where common sense in parking needs to prevail and the controls should allow for this to occur.

Employment growth is vitally important for this precinct and consolidating existing jobs to alternative sites as part of any business is always complex. People have entrenched travel patterns as part of their roles, people take time to adapt their travel behaviours, and this process is further complicated by whether individuals support the change in the first place.

At the present time, access to the site via public transport is not practical, with the closest tram stop located 1km from the site, Southern Cross Railway Station located 3.2km away and limited access to buses. Accordingly, without the provision of additional public transport services in the immediate term, the bulk of Toyota’s staff base will continue to rely on private car-based travel. Cycling and walking trips are unlikely for the vast majority of employees given their residential locations.

A change in travel behaviour can be expected in the longer term, as more services are provided, and the Metro Rail would clearly be a game changer for public transport access to this site. This would potentially enable car parking to be reduced and the areas repurposed.

I also note that under the proposed amended Parking Overlay, a requirement for car share vehicles, bicycles and motorcycle parking must be provided in association with a Car Parking Plan. The provision of these items may not always be relevant to a specific use and accordingly, discretion should be available to waive or reduce these requirements where appropriate. In this case, share cars may not be required as Toyota has fleet vehicles, and would therefore not be necessary to require.

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7 Conclusions

This report provides an assessment of the potential traffic engineering impacts of Amendment GC81 of the Fishermans Bend Urban Renewal Area in so far as it relates to the sites at 61, 140 & 155 Bertie Street, Port Melbourne (Toyota Motors Corporation Australia).

Based on my various investigations, I am of the opinion that:

- a) The road that bisects the Toyota site at 140 & 155 Bertie Street should be deleted, or alternatively, the controls should include a mechanism to be able to apply discretion in cases where a planning application is made for works which relate to the continued operations of an existing use of building, so that there is not a mandatory requirement to provide this road.
- b) the decision guidelines of the Parking Overlay should explicitly refer to the decision guidelines at Clause 52.06-7, which would allow for an empirical assessment of car parking demands, without relying on Council's discretion.

I have made all inquiries that I believe are desirable and appropriate and there are no matters of significance which I regard as relevant which, to the best of my knowledge, have been withheld from the Panel.



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