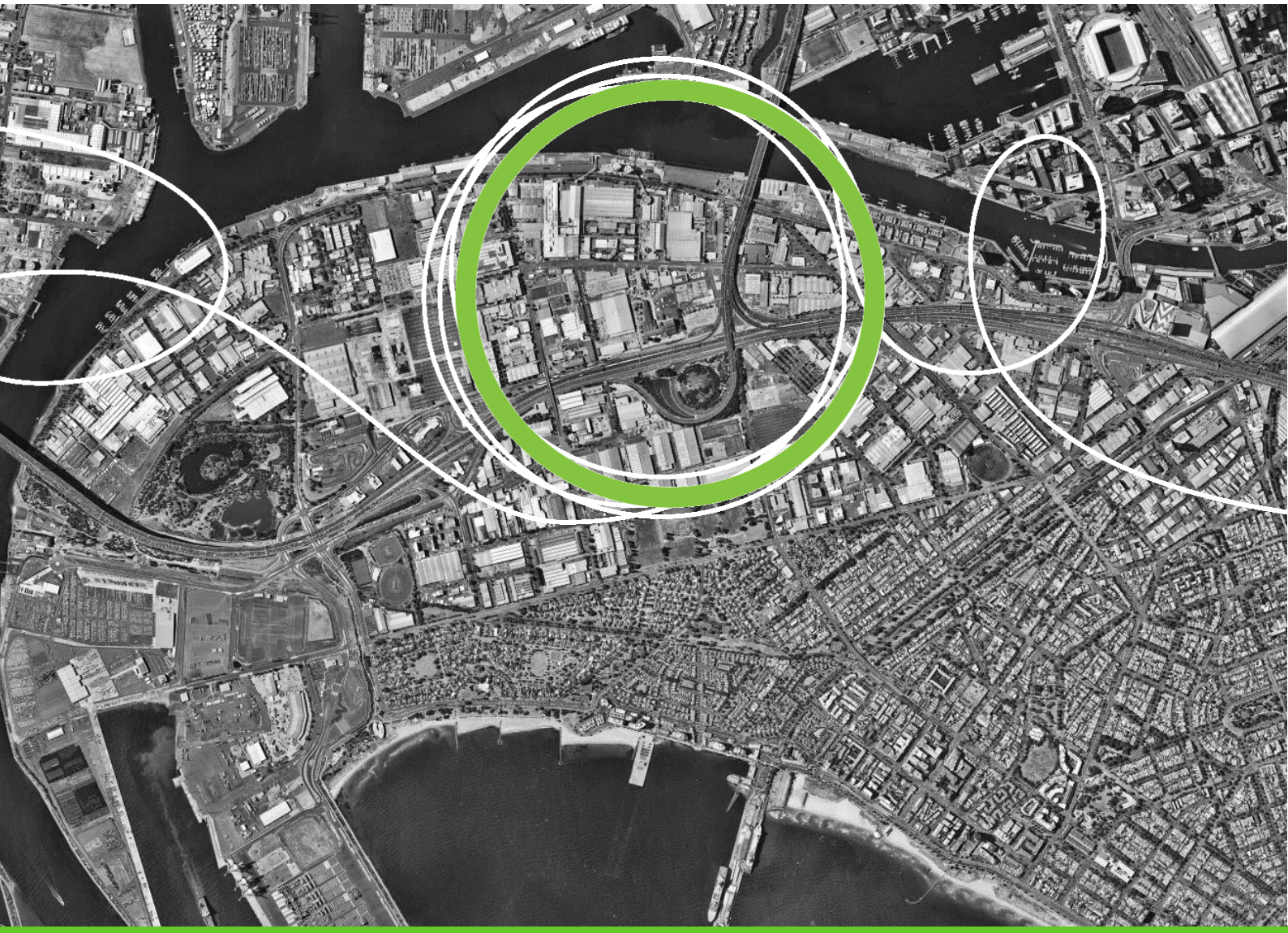
GTAconsultants



Fishermans Bend Planning Review Panel
Framework Peer Review
Expert Witness Statement

Expert //	Will Fooks
Client //	Fishermans Bend Taskforce
Instructed by //	Kate Morris, Harwood Andrews
Reference //	V145740
Hearing Date //	March 2018
Report Date //	05/03/18

Fishermans Bend Planning Review Panel

Framework Peer Review

Expert Witness Statement

Issue: A 05/03/18

Client: Fishermans Bend Taskforce
Reference: V145740
GTA Consultants Office: VIC

GTAconsultants

Melbourne | Sydney | Brisbane
Canberra | Adelaide | Perth

Table of Contents

Appendices

Figures

Tables

1. Introduction

1.1 Background

An Advisory Committee has been appointed pursuant to Part 7, Section 151 of the Planning and Environment Act 1987 to report on the proposed Planning Scheme Amendment GC81 for Fishermans Bend.

The Review Panel has been appointed to advise the Minister for Planning on the appropriateness of the proposed Planning Scheme Amendment GC81.

The Review Panel Terms of Reference provide a background on the planned Fishermans Bend urban renewal project. It states:

"Fishermans Bend is Australia's largest urban renewal project covering approximately 480 hectares of mainly industrial land (nearly three times the size of the Central Business District). The area spans two councils – the City of Melbourne and the City of Port Phillip. Fishermans Bend is one of several priority precincts identified in Plan Melbourne as playing a central role in accommodating significant growth.

In 2012, the former Minister for Planning declared Fishermans Bend a project of State significance and approved Melbourne Planning Scheme Amendment C170 and Port Phillip Planning Scheme Amendment C102 with exemption under section 20(4) of the Act.

The Fishermans Bend Urban Renewal Area Draft Vision was released in September 2013 by Places Victoria, in collaboration with the State Government, City of Port Phillip, City of Melbourne and the Office of the Victorian Government Architect. The draft vision underwent six weeks of consultation.

In 2014, Amendment GC7 was approved by the former Minister, which introduced the Fishermans Bend Strategic Framework Plan (July 2014) as an incorporated document to the Melbourne and Port Phillip Planning Schemes using his powers of exemption under section (4) of the Act.

In April 2015, The Minister for Planning, under section 20(4) of the Act, approved planning scheme Amendment GC29, which introduced interim planning controls and updated the Framework to the Fishermans Bend Strategic Framework Plan (July 2014, amended April 2015). At the same time the Minister for Planning committed to "recast the development of Fishermans Bend into a series of distinct neighbourhoods, allowing Victorian planners to showcase best practice renewal".

In June 2015, Government established an independent Ministerial Advisory Committee (MAC) to provide community and expert advice for Fishermans Bend.

The Fishermans Bend Taskforce (the Taskforce) was subsequently created in February 2016 as a dedicated unit within DELWP to carry out strategic planning work for Fishermans Bend in response to one of the MAC's recommendations.

On 3 October 2016, following extensive community consultation, the Minister for Planning released the Fishermans Bend Vision – The next chapter in Melbourne's growth story, September 2016.

In November 2016, while the Fishermans Bend Framework and permanent planning controls were being developed, Government introduced interim planning controls as part of Planning Scheme Amendment GC50 (updated by GC59).

Planning Scheme 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 Scheme and a new Fishermans Bend Framework."

I was engaged in February 2018 on behalf of the Fishermans Bend Taskforce to peer review the strategic transport planning undertaken to support the proposed Planning Scheme Amendment GC81 for Fishermans Bend by considering the extent to which the transport planning and proposed changes align with strategic policy and allow for the delivery of the vision.

1.2 Advisory Committee Terms of Reference

Per the *Terms of Reference*, in determining the appropriateness of the proposed Planning Scheme Amendment, the Panel must consider:

- *The State policy context of the Fishermans Bend area.*
- *The extent to which the proposed changes to the Capital City Zone Schedule 1 (Port Phillip Planning Scheme) and Capital City Zone Schedule 4 (Melbourne Planning Scheme) allows for the Fishermans Bend Vision, September 2016 to be achieved.*
- *The extent to which all other proposed changes sought by GC81 allows for the Fishermans Bend Vision, September 2016 to be achieved.*
- *All relevant submissions made in regard to the proposed changes to the Port Phillip and Melbourne Planning Schemes.*
- *An assessment of whether the proposed planning provisions make proper use of the Victoria Planning Provisions and are prepared and presented in accordance with the Ministerial Direction on The Form and Content of Planning Schemes.*

1.3 Qualifications and Experience

Appendix A contains a statement setting out my qualifications and experience.

1.4 Report Scope

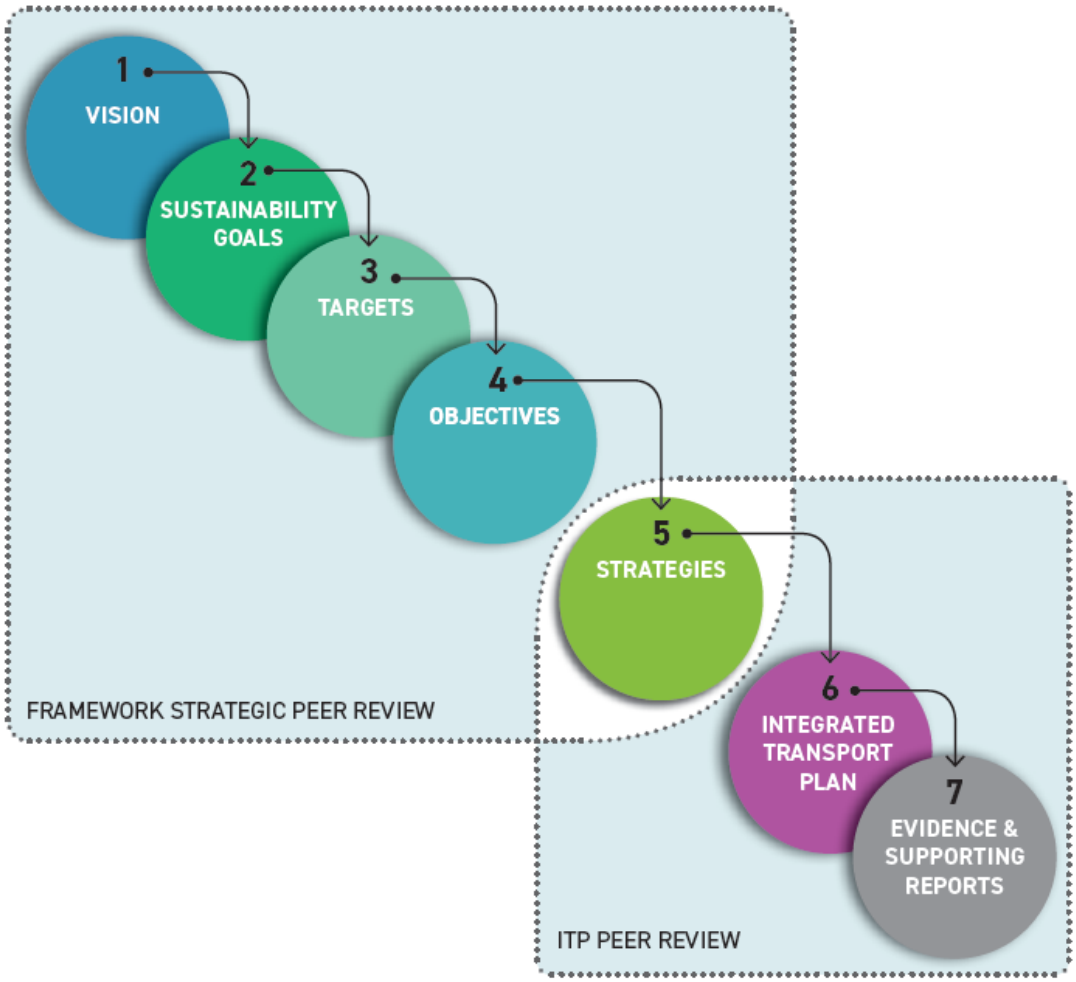
The scope of this report is broadly as follows:

- Address the transport planning merit of the draft Framework and Amendment
- Consider the Vision together with the various background reports to the draft
- Framework and Amendment, including the Fishermans Bend Integrated Transport Plan October 2017 prepared by Transport for Victoria

Specifically, this report presents a strategic transport planning peer review of the strategic alignment of the draft Framework with the Vision for the precinct and the planning controls presented in Amendment GC81. As such, it is emphasised that this a transport review. All references to review of the Framework Vision, Sustainability Goals, Targets, Objectives and Strategies or any other material relate to transport elements only and do not have direct consideration to other planning disciplines or matters.

Further detail with respect to the alignment of the Integrated Transport Plan (ITP) with the Framework and the technical background studies can be found in the ITP Peer Review Report with a general overview provided at Figure 1.1.

Figure 1.1: Relationship between Framework Peer Review and ITP Peer Review



1.5 References

The report relies on the material set out in the draft *Fishermans Bend Framework* (referred herein as the '*Framework*').

Other references relied upon in compiling this assessment are set out in the body of the report.

1.6 Assessment Methodology

This report sets out a review of the transport components of the *Framework*, including alignment of the Sustainability Goals and their Targets with the Objectives and Strategies which underpin their achievement with respect to transport.

This report also investigates the alignment of the *Framework's* Sustainability Goals and their Targets, Objectives and Strategies with broader planning policy and strategy.

The approach taken with the review can be broadly summarised as follows.

Review of Policy and Transport Planning Context:

- Outline and understand the relevant local and state planning context, strategic direction and transport planning
- Outline and understand the planning history of the Fishermans Bend precinct, including the development of key policies
- Outline and understand the Sustainability Goals and their Targets outlined in the *Framework* and the Objectives and Strategies which underpin them

Peer Review:

- Examine whether the Targets align with, and support, the Sustainability Goals for the precinct
- Examine whether the Objectives align with, and support, the Sustainability Goals for the precinct
- Examine whether the Strategies align with, and support, the Objectives for the precinct.
- Review and consider any high level strategic public submissions in response to the draft Planning Scheme Amendment GC81 in preparing this report
- Determine whether there are any gaps in transport planning for the precinct and identify the need for any further work

1.7 Project Position

Based on the research and investigations set out in the body of the report, I am satisfied that there is sufficient evidence which demonstrates that Strategies, Objectives and Targets align to achieve the Sustainability Goals contained in the Framework.

1.8 Tests, Experiments & Assistance

In preparing this report, a project team of specialists were gathered to review specific disciplines that sit within the broader expertise of traffic and transport planning. Under my instruction, these specialists have contributed to the compilation of advice and commentary set out in the body of this report.

These specialists are identified in Table 1.1.

Table 1.1: Evidence Report Support Staff (GTA Consultants)

Name	Organisational Position
Transport Planning & Transport Engineering	
John Kiriakidis	Director
Transport Analytics & Planning	
Christian Bodé	Associate Director
Matthew Raisbeck	Associate
Strategic Planning	
Saskia Noakes	Senior Consultant
Tom Kennedy	Consultant
Jordan Smith	Consultant
Active Travel	
Phil Gray	Associate
Freight & Logistics	
Paul Mantella	Director

2. Project Background

2.1 Appreciation

Fishermans Bend is an "Inner-City Suburb"

Fishermans Bend is blessed with geographic proximity to Melbourne's employment and activity core in the Central Business District and its strategic positioning between the Yarra River, Port Phillip Bay and the city. The urban renewal area is well-positioned as a key link between Melbourne's booming west and growing inner-urban areas, including Docklands, Southbank, North Melbourne and the CBD. This presents an opportunity to strengthen and integrate transport connections to surrounding areas, including those within the City of Port Phillip, areas west of the Yarra River and the central city, as well as gateways to broader metropolitan Melbourne and regional Victoria.

Fishermans Bend is envisaged as an extension of the central city, with aspirations for comparable density of land use and transport modality. Residents will live close to jobs, services and transport, with active transport networks making walking and cycling a safe, convenient and preferred mode of travel.

In light of this, and given the significant urban renewal envisaged for the area, there is a material opportunity for Fishermans Bend to establish new benchmarks for sustainable transport in inner-Melbourne and place itself among the most sustainable transport cities in the world. The context in Fishermans Bend, and the Framework's response, is explored in both this Framework Peer Review Report and the ITP Peer Review Report prepared by Mr John Kiriakidis of GTA Consultants.

A significant body of work has been done to provide confidence in planning to date

The Framework (and supporting Planning Controls) have evolved over the greater part of the last decade, including revised aspirations for employment, land use and transport outcomes for the urban renewal area.

The current Integrated Transport Plan (2017) prepared Transport for Victoria (TfV) has built upon the foundations established under the prior vision of 2012-2013 and has been informed by a dedicated suite of recent technical reports and studies which underpin the findings and recommendations. In turn, the Integrated Transport Plan, in conjunction with various planning outputs for other disciplines, has informed the development of the Fishermans Bend Framework.

The transport planning supporting this evolving body of work is extensive and provides confidence that planning outcomes have been founded on a suitable evidence base. The completeness and validity of this evidence base is examined in the ITP Peer Review Report prepared by Mr John Kiriakidis of GTA Consultants.

There is more planning to come

In establishing the context of this report, it is important to recognise that the planning and review process will extend beyond this Amendment. The work completed to date establishes the framework and high-level strategic direction for the development of the precinct over the next 30-35 years but recognises that further detail and planning will be required at subsequent stages.

It should be recognised that the Framework is an overarching guidance document, and that it will be followed by a series of Precinct Structure Plans and other investigative reports which set out a pathway for the precincts growth and development. Finer grain details such as road cross-

sections, transport plans and assessment reports, development staging plans and spatial detail (such as housing, community facilities, open space, activity centres and heritage plans) will be provided in the Precinct Structure Planning process and the infrastructure planning process. These plans give rise to an opportunity to refine infrastructure staging targets, such as transport and freight infrastructure phasing. Alternatively, separate planning reviews will need to be undertaken to more specifically consider infrastructure timing outcomes.

It should also be recognised that given the significant period-of-time between now and the horizon year of 2050, various elements of planning for the precinct will likely change. For this reason, the development of the precinct will need to be monitored and reviewed, so that the planning framework is implemented in accordance with the various Objectives and Strategies.

It is reasonable to expect that not all challenges will be resolved at this stage of planning. However, it is important that the high-level strategic framework is sufficiently developed to support and deliver the preferred vision for the precinct. The robustness and adequacy of the vision and collective Objectives and Strategies (as it relates to transport) is examined in greater detail within this Framework Peer Review Report.

2.2 Historic Context

Fishermans Bend is currently dominated by low-density industrial and warehousing uses. The existing transport network has been designed to support these land uses and as a result the area is highly car-dependent, with limited pedestrian, cycling and public transport facilities. In turn, this dependency on private vehicles is driving demand for car parking.

In July 2012 (under previous government) the Minister for Planning identified the Fishermans Bend Urban Renewal area as an urban renewal project of State significance and rezoned the area as a Capital City Zone (CCZ). The rezoning expanded the CCZ by more than 50 per cent. The initial renewal area was 248 hectares in size.

As identified in the draft *Framework*, comprehensive planning did not occur prior to the rezoning of the area. Due to the lack of strategic direction and planning controls, land prices in Fishermans Bend became inflated as speculation and substantial development activity occurred with no cohesive direction to support the sustainable development. Rezoning to the Capital City Zone was intended to facilitate the transition of the area from a primarily industrial precinct to a mixed-use area with a residential and commercial focus.

The Minister's Response to the draft Planning Scheme Amendment GC81 flags that:

"Fishermans Bend is a unique urban renewal area being 90 per cent privately owned and already rezoned with only interim planning in place. No other urban precinct in Australia has faced these challenges".

The complexity of strategic planning for its urban renewal was compounded by the change of state government in 2014. In response to the need for planning direction in the development process, the following interim planning controls were applied to the area:

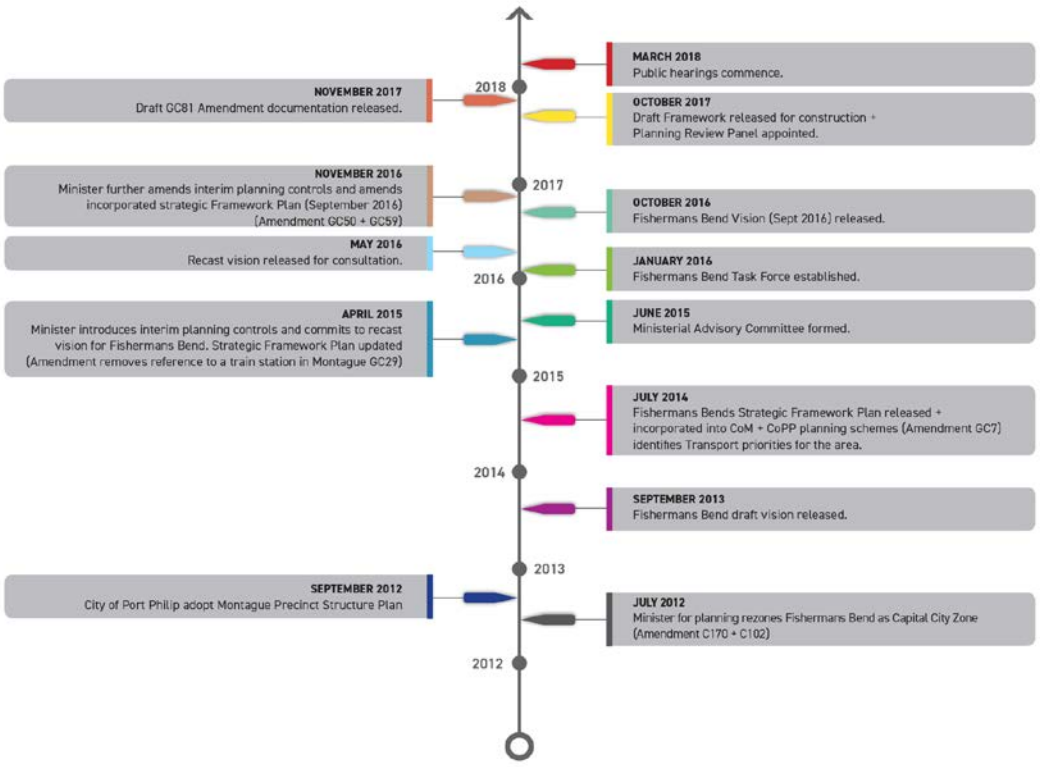
- July 2014: Guidance in the form of a range of discretionary height limits and non-mandatory design guidelines.
- April 2015: Mandatory height limits were introduced.
- November 2016: Revised set of interim design guidelines were introduced, focusing on improving building and street amenity and improving the delivery of affordable and

diverse housing. They included mandatory street wall heights, tower setback and separation distances.[1]

The draft *Framework* is based on the Fishermans Bend Vision and seeks to provide strategic direction to the redevelopment of the area.

The timeline is illustrated in Figure 2.1.

Figure 2.1: Planning History Timeline



2.3 Vision

The Fishermans Bend Urban Renewal Area Draft Vision 2013 envisioned the original four precincts of Fishermans Bend, outlining the boundaries of each area and the goals which will guide their development into the future.

The precincts (Montague, Lorimer, Sandridge and Wirraway) all have unique physical attributes and have different directions to guide their long-term growth. These directions aimed to take advantage of the existing culture and history of each precinct, celebrating these unique characteristics and growing the identity of the area. They also strived to meet the future growth demands of Melbourne, providing a range of housing and employment.

In May 2016 the Recast Vision was released for public consultation, building upon the Draft Vision. It acknowledged several changes, including alignment with Plan Melbourne, resilience to climate change, diversity in the housing supply, a commitment to sustainability, reformed planning controls for scale and density and the inclusion of the employment precinct.

[1] Draft Fishermans Bend Framework, 2017,

The final *Fishermans Bend Vision* ('the *Vision'*) released in September 2016 establishes the underlying principles to assist in the detailed future planning work and delivery of the *Fishermans Bend Framework* ('the *Framework'*), as well as guiding an overarching strategic direction for the precinct up to 2050. It encapsulates the final Vision for Fishermans Bend as:

"A thriving place that is a leading example for environmental sustainability, liveability, connectivity, diversity and innovation."[2]

2.4 Draft Framework

The *Draft Fishermans Bend Framework: The next chapter in Melbourne's growth story* (referred to herein as 'the Framework') was released in October 2017.

Building on the Vision and underpinned by a range of background studies and community consultation, the Framework establishes the long term strategic plan for the development of Fishermans Bend to 2050.

As stated in the Minister's Response:

"The draft Framework represents a significant first step in changing the development trajectory and reorienting it towards the Vision, by further articulating the State policy intent for Fishermans Bend and guiding future development and investment decisions by developers, government and the community."[3]

The body of the Framework sets out the Sustainability Goals, Targets, Objectives and Strategies that facilitate the transition of Fishermans Bend into a *"connected, liveable, prosperous, inclusive, healthy and environmentally sustainable place"*, consistent with the Vision for the urban renewal area. The Framework also articulates aspirations for each precinct and broad level infrastructure delivery timeframes for key projects.

Broadly, the Framework identifies a range of transport priorities, which include:

- The provision of new transport infrastructure, such as new cycling routes, extension of tram lines and investigation of heavy rail
- Making better use of existing infrastructure through increased public transport service provision
- Influencing travel patterns through demand management measures, such as limiting car parking and new developments incorporating green travel plans.

The Framework is proposed to function as an incorporated document within both the Melbourne and Port Phillip Planning Schemes.

[2] Draft Fishermans Bend Framework, 2017, page 19

[3] Ministers Response to Draft Planning Scheme Amendment GC81

3. Legislation and Policy Review

3.1 Review of Legislation

This section establishes the legislative context for the *Framework*.

3.1.1 The Transport Integration Act 2010

The Transport Integration Act 2010 came into effect on 1 July 2010 and is Victoria's principal transport statute. The Act requires that all decisions affecting the transport system be made within the same integrated decision-making framework and support the same objectives. The Act recognises the aspirations of Victorians for an integrated and sustainable transport system that contributes to an inclusive, prosperous and environmentally responsible state. Logically, numerous other policies and strategies help guide decisions made within the framework of this document.

The Transportation Integration Act (2010) sets out a range of principles and objectives which help guide the appropriateness of transport planning for Fishermans Bend, particularly with respect to the findings outlined in the *Framework*. For evaluation purposes, the Sustainability Goals of the Framework have been compared with the objectives set out in the Transport Integration Act below.

What does the Transport Integration Act say?

The Transportation Integration Act (2010) sets out the following purpose and vision statement:

Purpose:

"The purpose of this Act is to create a new framework for the provision of an integrated and sustainable transport system in Victoria consistent with the vision statement."

Vision Statement:

"The Parliament recognises the aspirations of Victorians for an integrated and sustainable transport system that contributes to an inclusive, prosperous and environmentally responsible State."

Beyond the purposes and vision statement, the Transportation Integration Act (2010) sets out a range of transport system objectives. These are reproduced below.

1. Social and Economic Inclusion
2. Economic Prosperity
3. Environmental Sustainability
4. Integration of Transport and Land Use
5. Efficiency, Coordination and Reliability
6. Safety, Health and Wellbeing.

What does this mean for transport planning?

Social and Economic Inclusion

Transport plays an important role in developing social and economic inclusion by removing barriers to the use of the transport system. It also has a capacity-building role where opportunities for social and economic participation are maximised in partnership with communities.

Improving the affordability, availability and accessibility of the transport system will support both individuals and businesses to access employment, markets, education and services and ensure future growth for Victoria. Providing a reliable, affordable and safe transport system ensures people and communities that are excluded or at risk of exclusion are able to contribute.

Economic Prosperity

Transport has an important role in facilitating economic prosperity. An efficient and reliable transport network assists the productivity of existing businesses, as well as helping people have access to a wide range of job opportunities.

Transport's role in supporting business access to markets for their goods and services is a key consideration in the investment decisions of firms and is a core component of our competitiveness as a state.

Environmental Sustainability

The transport sector is a significant consumer of energy, and a major source of urban air pollution. It is important to minimise the resources used by transport.

Environmentally-responsible decisions protect, conserve and improve the natural environment. This ensures that we have the ability to maintain and improve living conditions needed to sustain people and other species.

Alignment of Framework with Transport Integration Act

Based on the foregoing, a summary of the above objectives (and their corresponding sub-categories have been developed), as shown in Table 3.1.

The below also includes a review of the alignment of the key Sustainability Goals (relevant to transport) with the Transport Integration Act (2010) objectives. Further discussion and assessment of the Sustainability Goals is provided in later sections.

Table 3.1: Alignment of Framework with Transport Integration Act Policy

Policy Objective Sub-Category Considerations	Framework Alignment (Transport Elements)
Social and Economic Inclusion	
1. Remove barriers to access a. Respond to user expectations b. Make transport more widely available c. Improve transport affordability 2. Build capacity a. Engage and collaborate in planning and delivery b. Support others to take action on transport challenges c. Create a positive legacy	Objective 1.1 seeks to delivery public transport services that are a ten-minute walk from all residences and workplaces. Various strategies throughout the Framework seek to extend the transport network & connections, build capacity and make transport mode widely available. This includes Strategy 1.1.3 (enhance the existing light-rail services in Montague to improve capacity and access).
Economic Prosperity	
3. Better use of transport assets 4. Improve access to work and education 5. Support business clustering 6. Provide value for money infrastructure and services 7. Improve business access to market 8. Keep transport cost down	Objective 1.1 seeks to introduce public transport services that connect to the existing Melbourne network, including upgrades of existing bus services. This extends to the provision of improved connections to Melbourne's business and activity core in the CBD as addressed in Strategies 1.1.1, 1.1.2, 1.2.1 and 1.3.1. Various strategies and objectives seek to provide improved access to work and education and business clustering, including Strategy 1.5.3 (locate schools to maximise access by walking, cycling and public transport), Strategy 2.1.1 (locate the majority of employment opportunities close to public transport to ensure easy access to these jobs from within and

Policy Objective Sub-Category Considerations	Framework Alignment (Transport Elements)
	outside of Fishermans Bend) and various strategies which seek to extend the transport network & connections and make transport more widely available. With respect to economic prosperity and access to business, the Framework sets Objective 2.5 to "protect Port of Melbourne activities to expand and enhance the long-term economic viability of Melbourne and access to global markets" and includes a suite of supporting strategies.
Environmental Sustainability	
9. Reduce distances travelled to access people places and goods 10. Make transport activity more resource-efficient and reduce its environmental impacts 11. Use environmentally sustainable transport more 12. Make transport infrastructure more resource-efficient and reduce its environmental impacts 13. Make transport resilient to climatic extremes	Various strategies seek to co-locate jobs, education and residences, including Strategy 2.1.1 (locate the majority of employment opportunities close to public transport to ensure easy access to these jobs from within and outside of Fishermans Bend). Key targets of Sustainability Goal 1 are for 80 per cent of trips to be made via sustainable transport and 90 per cent of school related trips are made to be made via sustainable transport. Various strategies seek to extend connectivity in the public and active travel network to support this.
Integration of Transport and Land Use	
14. Provide for effective integration of transport and land use and facilitate access to social and economic opportunities 15. Without limiting (14), transport and land use be integrated to improve accessibility and transport efficiency a. Maximise access to residences, employment, markets, services and recreation b. Planning and developing the transport system more effectively c. Reducing the need for private motor vehicle transport and the extent of travel d. Facilitating better access to and greater mobility within local communities 16. Without limiting (14) transport system and land use be aligned, complementary and supportive and ensure that a. transport decisions are made having regard to current and future impact on land use b. transport decisions are made having regard to current and future development and operation of the transport system c. transport infrastructure and services are provided in a timely manner to support changing land use and associated transport demand 17. Without limiting (14) improve the amenity of communities and minimise impacts of the transport system on adjacent land uses	A range of strategies address the co-location of residences with jobs and community facilities and services, including Strategy 1.5.2 (create safe, high amenity walking and cycling connections to open spaces that provide a diversity of recreational uses from every home and workplace), Strategy 1.5.3 (locate schools to maximise access by walking, cycling and public transport). Key targets of Sustainability Goal 1 are for 80 per cent of trips to be made via sustainable transport and 90 per cent of school related trips are made to be made via sustainable transport. Various strategies seek to extend connectivity in the public and active travel network to support the reduction of reliance on private vehicle. Strategy 1.6.1 (encourage alternative transport options and smart use of space by limiting private car parking in new developments to 0.5 cars/dwelling and one car/100m2 for employment uses) further seeks to reduce reliance on private vehicles. A number of strategies seek to facilitate access and mobility, including Strategy 1.2.5 (design streets to create safe, comfortable pedestrian-friendly environments that enable children, seniors and people with disabilities to get around independently and safely), Strategy 1.2.8 (Improve way-finding and signage to make it easier for people to get around). Various strategies address the improvement of amenity and minimisation of the impact of transport, including Strategy 2.5.6 (promote the use of preferred freight corridors to minimise the impacts on residential and commercial activities in Fishermans Bend), Strategy 1.8.1 (require a permit for sensitive uses in proximity to some existing and planned infrastructure which is likely to impact amenity) and Strategy 1.8.2 (require development to mitigate against negative amenity impacts such as noise, vibration, odours and light pollution associated with adjoining/nearby infrastructure and land uses). Further discussion with respect to the timely provision of infrastructure will be discussed at a later stage in this report.
Efficiency, Coordination and Reliability	
18. Facilitate network-wide efficient, coordinated and reliable movements of persons and goods at all times 19. Without limiting (18) transport system should a. Optimise the network capacity of all modes and reduce journey times b. Maximise the efficient use of resources	Various strategies throughout the Framework seek to extend the transport network, including Strategy 1.1.4 (upgrade existing and introduce new bus services to improve coverage, frequency, connection and user choice). Provision of dedicated transport facilities assist with providing predictable and reliable services and journey times (i.e. Strategy 1.1.1 - Seek to extend the tram network to Fishermans

Policy Objective Sub-Category Considerations	Framework Alignment (Transport Elements)
c. Facilitate integrated and seamless travel d. Provide predictable and reliable services and journey time and minimize any inconvenience caused by disruptions to the transport system	Bend, including two new dedicated tram routes connecting north and south of the freeway to Docklands, Southern Cross Station and the Hoddle Grid and Strategy 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).
Safety, Health and Wellbeing	
20. Improve safety performance 21. Minimise the risk of harm to persons 22. Promote sustainable transport	Various strategies seek to address pedestrian safety, including Strategy 1.2.3 (reduce speed limits to create safe and enjoyable walking environments), Strategy 1.2.5 (design streets to create safe, comfortable pedestrian-friendly environments that enable children, seniors and people with disabilities to get around independently and safely), Strategy 1.3.3 (create a network of new separated cycling routes) minimises the risk of harm to persons, Strategy 1.4.2 (design street networks to reduce conflicts between modes of transport) and Strategy 1.12.3 (establish design standards that address the need for all external spaces within new developments to contribute to the creation of safe, and enjoyable pedestrian-friendly environments). Key targets of Sustainability Goal 1 are for 80 per cent of trips to be made via sustainable transport and 90 per cent of school related trips are made to be made via sustainable transport. Various objectives and strategies seek to extend connectivity in the public and active travel network to support this (i.e. Objective 1.2 – make Fishermans Bend a great place to walk for people with a wide range of abilities and needs).

Source: Adapted from (1) Documenting Your Thinking: A Guide for Transport Bodies and (2) Transport and the Triple Bottom Line

On balance, I am satisfied that the Sustainability Goals established in the Framework broadly align with the Transport Integration Act (2010).

3.1.2 State Planning Policy Framework

The purpose of State Planning Policy Framework (SPPF) is to provide a range of state planning policies that planning and responsible authorities need to consider when planning and administering in their respective areas. It seeks to ensure that the objectives set out in Section 4 of the Planning and Environment Act 1987 are fostered through appropriate land use and development planning policies and practices.

The SPPF provides a guiding framework to assist in planning the project so that:

- It is provided in a way that is efficient, equitable, accessible and timely
- It achieves the greatest overall benefit to the community with regard to making the best use of existing infrastructure, minimising impacts on the environment and optimising accessibility, safety, emergency access, service and amenity
- It minimises disruption of residential communities and their amenity.

The draft Fishermans Bend Framework is broadly consistent with the above SPPF guiding framework.

Further to this, embedded within the SPPF are a range of policies with the overall objective to increase the facilitation and integration of more sustainable transportation: For example:

Clause 18.01-1:

Objective:

To create a safe and sustainable transport system by integrated land-use and transport.

Strategy:

Develop transport networks to support employment corridors that allow circumferential and radial movements.

Plan urban development to make jobs and community services more accessible by:

- Ensuring access is provided to developments in accordance with forecast demand, taking advantage of all available modes of transport and to minimise adverse impacts on existing transport networks and the amenity of surrounding areas
- Coordinating improvements to public transport, walking and cycling networks with the ongoing development and redevelopment of the urban area
- Concentrating key trip generators such as higher density residential development in and around Central Activities Districts, Principle, Major and Specialised Activity Centres on the Principle Public Transport Network
- Requiring integrated transport plans to be prepared for all new major residential, commercial and industrial developments
- Requiring the substantial increases in activity in employment corridors are connected to the Principle Public Transport Network
- Providing routing, bus stop and interchange arrangements for public transport services in new development areas
- Providing safe, convenient and direct pedestrian and cycling access to activity centres, public transport interchanges and other strategic redevelopment sites
- Integrate public transport services and infrastructure into new development.

3.1.3 City of Melbourne Planning Policy Framework

The local Planning Policy Framework contained within Clause 22.27 of the Melbourne Planning Scheme sets out objectives to guide development with a more local focus within Fishermans Bend. The basis of current policy is to provide for 60,000 jobs and a range of services, high density housing options for 80,000 people.[4] This is broadly consistent with the draft Fishermans Bend Framework, which will ultimately guide the transition of Fishermans Bend to home 80,000 residents and host 80,000 jobs.

Further to this, Clause 21.09 (see Figure 4, Transport Map) of the Melbourne Planning Scheme identifies a potential tram route extension connecting Fishermans Bend to Southern Cross Station. This is explored further within the ITP and addressed in draft planning scheme control updates to reflect the further work completed in the lead up to this hearing.

3.1.4 City of Port Phillip Planning Policy Framework

The local Planning Policy Framework contained within Clause 22.15 of the Port Phillip Planning Scheme is consistent with the Melbourne Planning Scheme. As such, Clause 22.15 sets out objectives to guide development with a more local focus within Fishermans Bend. The basis of current policy is to provide for 60,000 jobs and a range of services, high density housing options for 80,000 people. The Planning Scheme notes that to support this growth, it is important to ensure dwelling diversity, affordable housing and employment opportunities are provided consistent with the Vision for Fishermans Bend.[5]

[4] City of Melbourne, Local Planning Policies, Clause 22.27

[5] Port Phillip Planning Scheme, Clause 22.15, Page 1

Further to this, Clause 21.04 of the Port Phillip Planning Scheme identifies Fishermans Bend Urban Renewal Area as a key opportunity to accommodate a large proportion of Port Phillip's new housing growth. However, within this clause a key objective (Objective 4.4) states the need to ensure new residential developments take into consideration the continued functioning of any industrial developments within and surrounding the Fishermans Bend Urban Renewal Area.[6] This is consistent with the draft Fishermans Bend Framework, specifically Objective 2.5 'Protect Port of Melbourne activities to expand and enhance the long-term economic viability of Melbourne and access to global markets.'[7] This is further explored within the ITP, which provides details on how a new road and rail freight corridor can provide separation between freight vehicles and commuters.

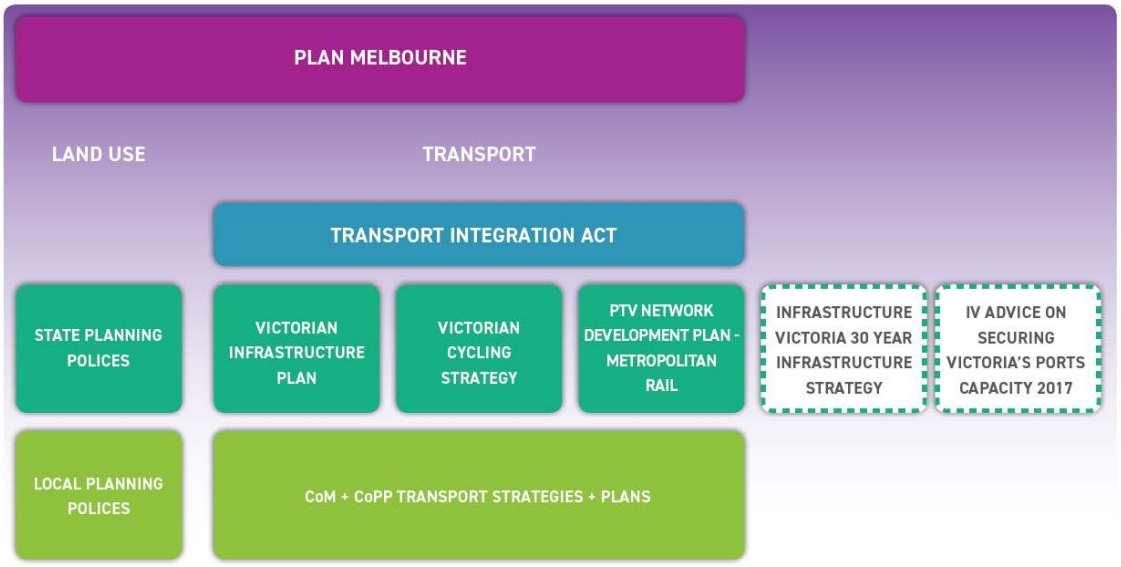
3.2 Review of Policies and Strategies

This section presents a review of the following policies and strategies to determine their alignments to the *Framework* and the *Fishermans Bend ITP.*

1. Plan Melbourne
2. Victoria's 30 Year Infrastructure Strategy
3. Infrastructure Victoria's Advice on Securing Victoria's Ports Capacity 2017
4. Victorian Infrastructure Plan
5. PTV Network Development Plan – Metropolitan Rail
6. Victorian Cycling Strategy
7. City of Melbourne Transport Strategies & Plans
8. City of Port Philip Transport Strategies & Plans.

The review of these documents is outlined below.

Figure 3.1: Review of Strategic Policy



[6] Port Phillip Planning Scheme, Clause 21.04, Page 14
[7] Draft Fishermans Bend Framework, 2017

3.2.1 Plan Melbourne

Plan Melbourne is a long-term strategy document released by the Victorian State Government in 2014 (and refreshed in 2016) to guide the growth of the city over the next 30+ years.

The Plan's vision is for Melbourne to become a *global city of opportunity and choice*[8] and builds on Victoria's position as one of the most diverse and liveable places in the world.

The Melbourne Plan identifies Fishermans Bend as:

- Major Urban Renewal Precinct
- National Employment and Innovation Cluster
- As a result of its proximity to the Port of Melbourne, a State Significant Transport Gateway

Major Urban Renewal Precincts (Policy 1.1.2)[9]

Alongside, Arden, Macaulay, E-Gate, Dynon, Flinders Street Station to Richmond Station Corridor, Plan Melbourne designates Fishermans Bend as a Major Urban Renewal Precinct. With the purpose of taking advantage of underutilised land close to jobs, services and public transport infrastructure, to provide new housing, jobs and services.

The Melbourne Plan earmarks Fishermans Bend as an area that accommodates future housing and employment growth and, though its proximity to the CBD, makes better use of existing infrastructure.

Its status means that Fishermans Bend should accommodate a significant amount of residential and jobs growth over the next 35 years. The objective is to do this via the delivery of high-quality, distinct and diverse neighbourhoods offering a mix of uses.

Plan Melbourne states that *"if [Fishermans Bend is] developed properly, the precincts will become a network of connected places, linking to each other and their surrounding neighbourhoods and developing diverse uses and characteristics"*.[10]

The Framework reflects Fishermans Bend's status as an Urban Renewal Precinct by creating connections – through Sustainability Goal 1 - between neighbouring precincts, including the City of Melbourne and Port Philip.

National Employment and Innovation Cluster *(Policy 1.1.3 [11])*

Plan Melbourne designates Fishermans Bend's as a 'National Employment and Innovation Cluster' (NEIC).[12] The objective of a NEIC is to improve the growth and clustering of business activity of national significance, particularly in knowledge-based industries. These clusters are to be developed as places with a concentration of linked businesses and institutions providing a major contribution to the Victorian economy, with excellent transport links and potential to accommodate significant future growth in jobs and in some instances housing.

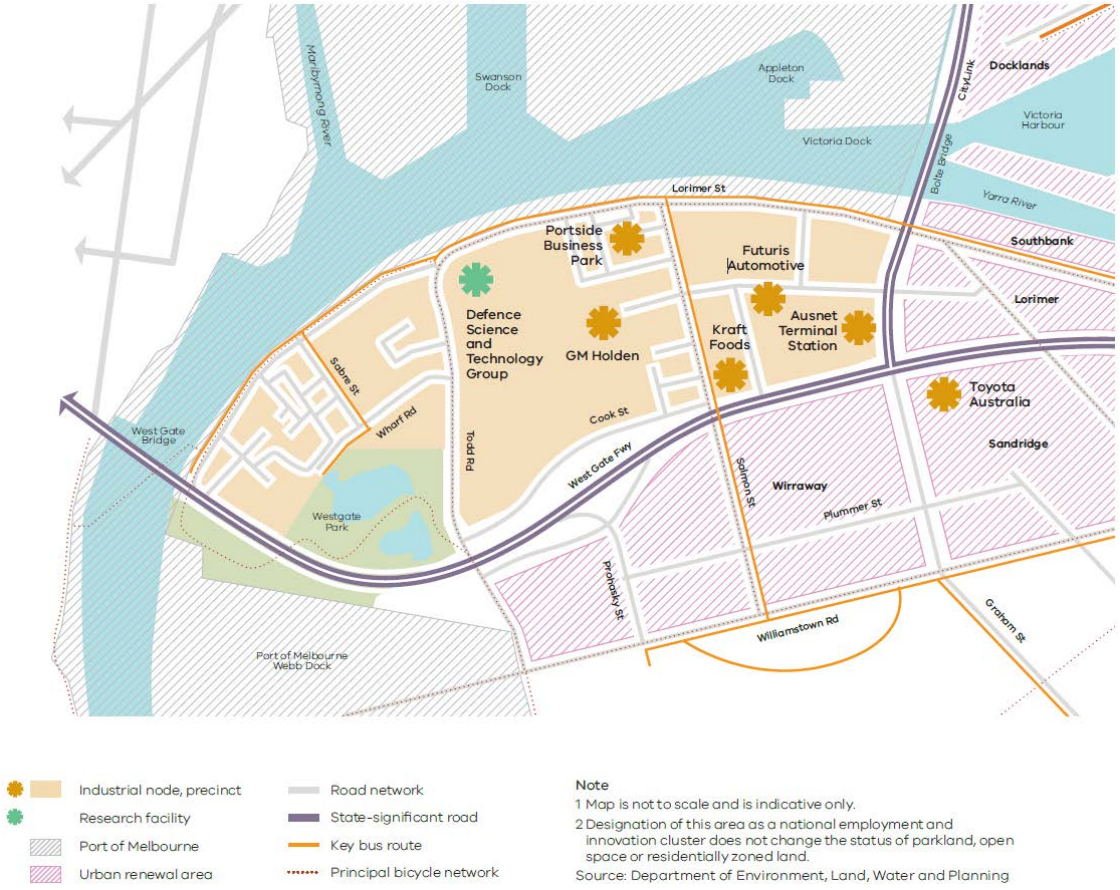
Each cluster has a unique profile that is outlined in Plan Melbourne. In Fishermans Bend, the key will be to enhance manufacturing productivity, with a focus on research and development.

---

8 Plan Melbourne, Page 1
9 Plan Melbourne, Page 15
10 Plan Melbourne, Page 25
11 Plan Melbourne, Page 25
12 Plan Melbourne, Page 14

Across the NEICs, there are some common requirements which relate to high levels of amenity to attract businesses and workers - including public transport and walking and cycling paths. The area designated as Fishermans Bend NEIC is shown in Figure 3.2.

Figure 3.2: Melbourne Plan Map 7, Fishermans Bend National Employment and Innovation Cluster



Source: Map 7, Plan Melbourne, Page 29

State Significant Transport Gateway

Fishermans Bend borders the Port of Melbourne, which is identified as a State-Significant transport gateway. Plan Melbourne outlines that such State Significant Transport Gateways will be protected from incompatible land uses, but adjacent complementary uses and employment-generating activity will be encouraged.

Designation as a State Significant Transport Gateway aims to secure adequate gateway capacity for moving passengers and freight into and out of Victoria and support future employment and economic development opportunities at major ports, airports and interstate terminals.

3.2.2 Victoria's 30 Year Infrastructure Strategy

The Government's decision to establish Infrastructure Victoria (IV) to provide evidence-based advice, and consult with the community on infrastructure matters, led to a list of recommended projects and other initiatives for the State Government (as part of its inaugural 30-year Infrastructure Strategy, released in late 2016). In this strategy IV adopted the language of 'state significant' corridors, places and regions found in Plan Melbourne.

A significant number of its recommendations include options relevant to Fishermans Bend, such as addressing the transport needs of the NEICs, building a stronger multimodal network, improving transport access through intensification of use along public transport corridors, and expanding and upgrading active transport options. The strategy includes a total of 137 recommendations.

The recommendations specifically relevant to Fishermans Bend are:

- 1.1.2 (and 11.1.1) Development in/around employment centres
- 1.2.1 (and 10.8.1) Fishermans Bend Tram Link
- 4.1.1 Cycling end-of-trip facilities
- 4.1.3 (and 10.3.2) Cycling corridors/walking improvements
- 10.10.2 Melbourne Metro – future stages

These recommendations are outlined and discussed below.

IV Recommendation 1.1.2 Development in/around employment centres

"Intensify medium to high density housing, services and commercial development in and around employment centres by amending planning schemes within 0-5 years. Areas for consideration should include National Employment Clusters (NECs) … This reform will require greater state government leadership, working in partnership with local government, to identify opportunities for more densification around employment centres and any supporting infrastructure priorities."

The development of Fishermans Bend as a high-density mixed-use precinct supports the intent of this recommendation, which includes making better use of existing urban infrastructure and promoting improved and more sustainable access to jobs and activities.

IV Recommendation 1.2.1 Fishermans Bend Tram Link

"Extend the tram network to Fishermans Bend to stimulate high density major urban redevelopment within 5-10 years. This tram extension would have a city-shaping and catalytic impact of opening up Australia's largest urban renewal precinct and enable housing for 80,000 people and 60,000 jobs to be located adjacent to central Melbourne."

IV recommended that the Fishermans Bend precinct be connected to the Melbourne CBD via light rail to provide access and thus increase the attractiveness of the precinct to residents and employers, thereby helping ensure fulfillment of its urban density objectives. Planning for the precinct supports this intent by identifying preferred alignments for two new light rail connections between the CBD and Fishermans Bend to provide adequate access to high-capacity public transport in the short to medium term.

IV Recommendation 4.1.1 Cycling end-of-trip facilities

"Increase the provision and improve the standards of end-of-trip cycling facilities by reviewing and updating prescribed rates and design requirements in the planning system (clause 52.34) within 0-5 years to better reflect current and projected demand across the state and particularly in high-demand areas such central Melbourne."

Planning for Fishermans Bend includes reference to the installation of high-quality bicycle parking and establishing design controls to provide end-of-trip facilities at key transport interchanges within the precinct, with the objective of facilitating sustainable transport choices (up to 80 per cent of trips).

IV Recommendation 4.1.3 (and 10.3.2) cycling corridors/walking improvements

"Finalise and accelerate investment in the roll-out of Victoria's Strategic Cycling Corridors and identified walking network improvements for completion within 0-15 years, working closely with local government. The immediate first step is to deliver improvements on state government roads

and land and in other significant locations (such as the central subregion of Melbourne). An accelerated roll-out beyond current funding commitments should include:

- *expanding walking and cycling networks, including to address missing links*
- *improving standards for existing walking and cycling networks, in particular the separation of walking and cycling paths and also from other road users*
- *identifying and prioritising locations where grade-separated bicycle highways in the central city could facilitate safer and more direct access into and across central Melbourne"*

Planning for Fishermans Bend reflects the intent of these recommendations – i.e. to facilitate the take up of walking and cycling as a means of transport. This will be accomplished in Fishermans Bend by addressing the current physical barriers to in support of these modes (such as the Westgate Freeway and the Yarra river) – i.e. through the provision of a strategic cycling network within the precinct that connects to the broader metropolitan network – as well as a street hierarchy that prioritises pedestrians and cyclists in key streets, with quality treatments and wayfinding, and generally integrates active transport and land use planning (e.g. locating schools so as to maximise access by more sustainable modes).

IV Recommendation 10.10.2 Melbourne Metro – future stages

Identify trigger points and update the long-term plan for a major uplift in capacity on the Mernda, Werribee and Sunshine rail corridors within 0-5 years. It is likely this extra capacity will be required in the latter part of the 15-30year period or potentially beyond 30years. A new rail tunnel linking Newport and Clifton Hill offers a potential solution, along with providing greater accessibility to Fishermans Bend and Parkville. However, this is a particularly high cost solution and further network planning is required, considering both how such an investment could deliver greater benefits (given that current plans do not show any improvements to the Sunshine corridor) and all available options to better use existing infrastructure first.

Planning for Fishermans Bend makes provision for the possibility, in future decades, of the construction of an underground rail line to the precinct (potentially, as part of a rail corridor extending through to Clifton Hill). This planning includes identification of future station sites and alignments, and the preservation of corridors under relevant planning schemes.

3.2.3 Infrastructure Victoria's Advice on Securing Victoria's Ports Capacity 2017

In May 2016 the Special Minister of State requested that IV provide advice on options to secure Victoria's future ports capacity. As such, IV delivered the advice that access to the Port of Melbourne should be optimised in the near to medium term, having regard to social and environmental factors.

3.2.4 Victorian Infrastructure Plan

The Victorian Infrastructure Plan is the Government's response to Infrastructure Victoria's 30-year Infrastructure Strategy (released in 2016) and provides the government's infrastructure priorities.

Specifically, the Victorian Infrastructure Plan responds to the 30 Year Infrastructure Strategy Recommendation 1.2.1 / Recommendation 10.8.1 for the Fishermans Bend Tram Link. The Victorian Infrastructure Plan states that the Tram Link is supported in principle, noting that the

'Government supports the intent of this recommendation. As this recommendation is over 5-10 years, investments will be considered as part of future budgets'.[13]

3.2.5 PTV Network Development Plan – Metropolitan Rail

The Public Transport Victoria's (PTV) Metropolitan Rail Network Development Plan reviews how Melbourne's train system needs to evolve to meet the needs of the city and train passengers in the short, medium and long term. The plan is designed to:

- Expand the capacity of the existing network to meet the growing needs of the city
- Re-design train services to maximise opportunities for seamless coordination with buses and trams
- Extend the network to areas currently not served by metropolitan rail.[14]

The plan identifies a new rail line, South Morang – Southern Cross Line - Fishermans Bend. [15] The project was included as part of Stage 4 of the Plan *'Preparing for future growth: within 20 years'.* The Plan states that objective of the South Morang – Southern Cross Line is to serve the proposed development of Fishermans Bend.[16]

The Fishermans Bend Framework seeks to protect station options so that the area can leverage off any future rail development, as outlined in the PTV plan. [17]

3.2.6 Victorian Cycling Strategy

The Victorian Cycling Strategy 2018-2028 is designed to make cycling more inclusive, and actively focuses on increasing the number of people riding for transport**.** This includes commuter trips to work and education and also local trips. This is an important focus and is likely to deliver the largest positive cycling mode shift if commensurate investment can be made to create a safe and connected network.

With an emphasis on functional cycling, the Strategy aims to make bicycles the preferred mode choice for trips to work and local trips. This is to be enabled through prioritised investment in a safe and connected cycle network, via strategic cycling corridors (SCC). Strategic cycling corridors are the arterial equivalent for bikes, being designated routes that connect important destinations such as national employment and innovation clusters, major activity centres and other significant destinations. For local trips, the Strategy mentions greater collaboration and coordination with Councils to create better connections, including improved integration between cycling and public transport and prioritising cycle networks to train stations. Improved end-of-trip facilities is also proposed at train stations – building upon the success of the Parkiteer program.

The Cycling Strategy acknowledges the efficiency of cycling as a transport mode, with high-quality cycleways carrying 4,600 cyclists per hour – almost 2,000 people more than an E-Class tram. This is an important consideration and should be at the forefront when prioritising road space allocation for different modes.

The Cycling Strategy outlines two Goals to achieve a growth in cycling for transport.

---

13 Victorian Infrastructure Plan, Page 139
14 Network Development Plan – Metropolitan Rail (2012), Page 3
15 Network Development Plan – Metropolitan Rail (2012), Page 7
16 Network Development Plan – Metropolitan Rail (2012), Page 25
17 Draft Fishermans Bend Framework, Page 32

Goal 1: Invest in a Safer, lower-stress, better-connected network	Goal 2: Make cycling a more inclusive experience	Aligned with Framework
This provides the requisite safe infrastructure required by vulnerable road users to be able to make real transport choices. **Improve Safety** Safety is rightly the first consideration under this goal and it is recognised that both real and perceived safety are the most important determinant of whether people cycle. **Lower-stress cycling experience** Traffic stress is a significant concern and people often avoid high-stress area. Protected infrastructure will minimise traffic stress and a level-of-traffic-stress approach will be utilised to guide investment in cycling infrastructure. **Prioritise SCCs for investment and guideline development** The Victorian Government will prioritise investment in SCCs according to the current and potential highest demand. **Integrate cycling and public transport** Prioritise SCCs to train stations and improve end-of-trip facilities at major public transport interchanges. **Cycling infrastructure in major transport projects** The Victorian Government will continue to require high quality cycling infrastructure as part of major transport projects. **Improve outcomes for cyclists in planning** The Government will amend the VPP to recognise SCCs and improve the provision of cycling infrastructure in new developments. The Government will also collaborate with Councils to update Clause 52.34.	The second goal recognises that cycling for transport in Australia needs to be normalised and accessible to all users. The Strategy acknowledges that education and cultural changes for all road users is required. **Improve awareness and acceptance of cycling for transport** **Increase participation of underrepresented groups** The Strategy aims to increase participation in cycling by women, children and seniors. This can be achieved by creating low-stress, separated, connected networks and making people from these groups feel comfortable cycling. **Support cycling to school** In the last 40 years there has been a substantial drop in the number of students walking and cycling to school. **Plan for emerging technologies** Data collection for cycling is not sufficient to allow accurate and reliable predications to be made. The Strategy will seek to capitalise on the rapid growth in electric bikes and also support Council's to navigate the challenges (and benefits) of bike share schemes.	The *Framework* fits well with the *Victorian Cycling Strategy* which seeks to directly target more people riding for transport, while also making cycling accessible to all people.

3.2.7 City of Melbourne Transport Strategies & Plans

In this section I review the City of Melbourne's strategies to test their consistency with the Framework. The relevant strategies being the City of Melbourne's Transport Strategy, Bicycle Plan 2016-2020, Roads Management Plan and Walking Plan 2014–17. The Framework's integration and alignment with the City of Melbourne is critical to deliver integrated transport outcomes at Fishermans Bend.

3.2.7.1 City of Melbourne: Planning for Future Growth – Transport Strategy 2012

The City of Melbourne's Transport Strategy 2012 sets out new key directions and policy targets and plans for strong growth in the City of Melbourne to 2030. It considers the significant changes in transport policy and strong growth in transport demand since the 2006 transport strategy, Moving People and Freight.

The key directions of the strategy that are relevant to Fishermans Bend include the following.

- Integrate transport and land use planning
- Go anywhere, anytime public transport for inner Melbourne
- Support public transport, walking and cycling as the dominant modes of transport in inner Melbourne
- Develop high-mobility pedestrian and public transport streets in the central city
- Make Melbourne a cycling city
- Foster innovative, low-impact freight and delivery in central Melbourne.

Active Travel

The City of Melbourne's Transport Strategy (the Strategy) has a strong synergy with the goals and visions outlined in the Fisherman's Bend Framework. An overarching key direction is to prioritise sustainable transport.

A Walking City

- The Strategy seeks to seamlessly integrate walking with public transport, recognising that walking is the preferred mode for local trips within the City of Melbourne. This is reinforced through Objective 1.1 which seeks to "*Deliver public transport services that connect to the existing Melbourne network and are a ten-minute walk from all residences and workplaces."* This theme will also be continued through Objective 1.2 of the Fishermans Bend Framework which is to: "*Make Fishermans Bend a great place to walk for people with a wide range of abilities and needs*."
- An objective of the Strategy is to create a comprehensive transport-oriented walking network in urban renewal areas. This applies to Fishermans Bend and includes a focus on optimising access and providing the most direct access to public transport through pedestrian priority, improved permeability, legibility, navigability and movement through the public realm.
- Creating improved network permeability through city streets is important to ensure walking is a preferred mode. This includes the provision of pedestrian access through new developments and buildings. This in turn requires a focus on creating an intuitive and legible public domain that makes pedestrians aware of the most direct routes (consistent with Strategy 1.2.8).

A Cycling City

- Bicycle travel is to be facilitated through the provision of high-quality, protected bicycle infrastructure within the Hoddle grid, and in turn, extended to the Fishermans Bend precinct (*Objective 1.3 – Make Fishermans Bend an exceptional place to cycle*).
- The City of Melbourne aims to increase cycling to 12 per cent of all trips by 2030 (p. 40).
- The creation of a comprehensive safe cycling network in urban renewal areas is consistent with the Framework's Objective 1.3 to "*Make Fishermans Bend an exceptional place to cycle*." This safe network is also to extend to local streets and laneways.
- The overarching cycling elements is summarised in Key direction 5 from the Strategy: *The 2030 target of having cycling comprise 12 per cent of all trips would represent a 400 per cent increase. Fishermans Bend will significantly contribute towards this target through a proposed high-quality network of separated bike paths and an associated forecast high bicycle mode share.*

Public Transport

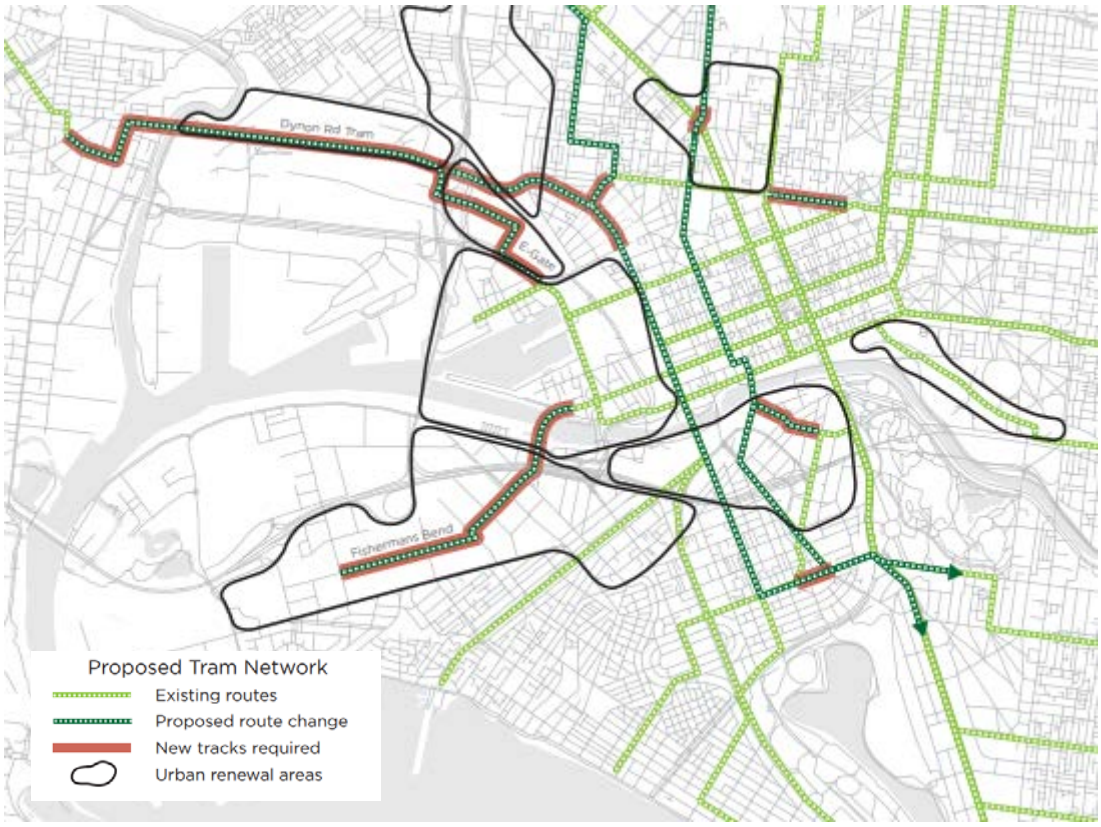
The City of Melbourne defines public transport as *"rail, tram, bus, taxi, car share and bike share and, for regional trips, air travel – all cases of the use of a shared vehicle"*[18].

The CoM Transport Strategy raises with following points with respect to public transport in Fishermans Bend:

- *"Fishermans Bend is currently poorly served by public transport. Any future mixed use development of this precinct must be accompanied by high quality public transport services. There are opportunities to link Docklands and the 109 light rail in Port Melbourne via the planned Fishermans Bend development site.*
  - *Priority Action #73: Work with the Department of Transport and Yarra Trams and VicRoads to implement the long term reconfiguration and extension of the tram network proposed in this strategy."*
- *"Buses in Fishermans Bend can be rationalised to benefit travel times and untangle the central city components of these routes. By terminating bus services at the western end of the central city and integrating these with the train, tram and other trunk bus routes, significant efficiencies can be gained without any great loss in convenience for passengers."*

The CoM Transport Strategy also shows a proposed tram extension via Collins Street Extension via Plummer Street (shown in Figure 3.3). This is broadly consistent (although shorter in length) than the southern alignment identified in the *Framework*.

Figure 3.3: Proposed Tram Extension via Collins Street Extension (CoM Transport Strategy, 2012)

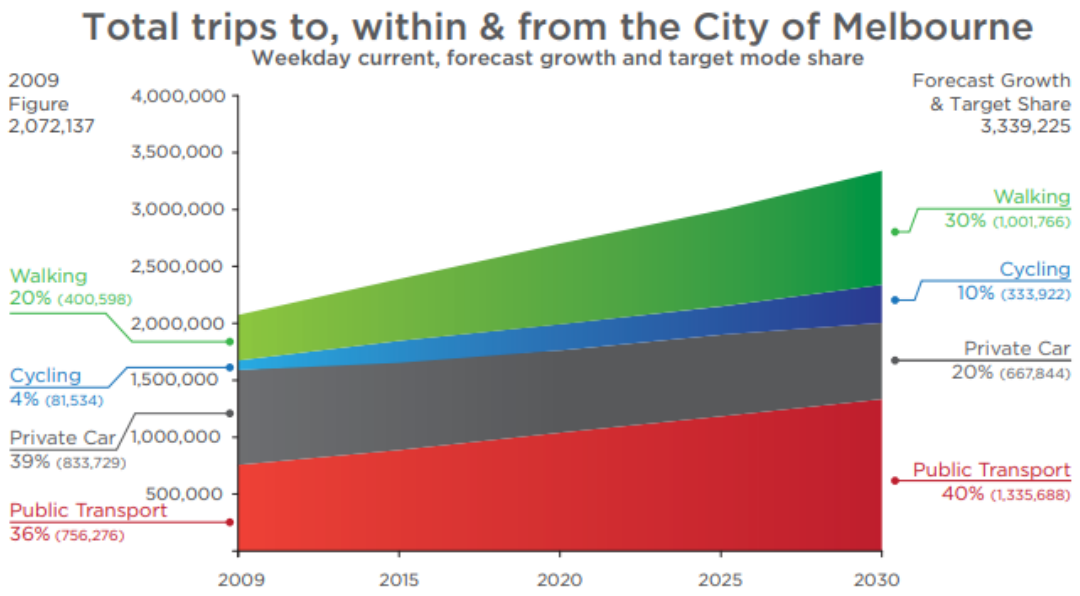


[18] City of Melbourne Transport Strategy, page 28

Private Vehicle

Private vehicle travel comprises 39 per cent of all trips to, from and within the City of Melbourne. Council establishes a target mode share of 20 per cent to private vehicle by 2030. Council further envisages a mode share of 30 per cent to walking, 10 per cent to cycling and 40 per cent to public transport by 2030. This is shown in Figure 3.4.

Figure 3.4: Existing (at time of Strategy) and Target Mode Shares (CoM Transport Strategy, 2012)[19]



The Transport Strategy also provides discussion around optimising the provision of off-street car parking:

"Melbourne also has a significant supply of off-street parking which could, in the future, provide short-term capacity. The City of Melbourne's current parking policy is to limit provision of parking in residential buildings. In March 2010, the City of Melbourne adopted planning scheme amendment C133, which applies to Carlton, Southbank and parts of North Melbourne, West Melbourne and East Melbourne. It allows the provision of zero on-site car parking spaces in residential developments over four storeys, and places a discretionary limit of one car parking space per dwelling. This amendment was based on demographic and accessibility analysis, which determined that the areas affected by the amendment have excellent accessibility to public transport and other facilities. Following the success of this amendment, the City of Melbourne will pursue another amendment to the planning scheme to set maximum car parking rates for other land uses (for example, offices) throughout the municipality, and review the area to which Amendment C113 applies."[20]

This discussion stems an action item to:

"Investigate an amendment to the planning scheme to set maximum car parking rates for all land uses throughout the municipality and review the area to which amendment C133 applies."

Limiting off-street car parking supply is consistent with the approach envisioned for Fishermans Bend.

---

[19] Figure 1.4 City of Melbourne Transport Strategy 2012.

[20] City of Melbourne Transport Strategy 2012, page 58

Freight

With respect to freight, the City of Melbourne Transport Strategy states that:

"The municipality, including the Port of Melbourne, is the single biggest metropolitan origin/destination for passenger and freight driving trips. Road access for these trips has been essential, but the road network into the city is reaching its capacity and demand will increase with Melbourne's predicted growth. The Port of Melbourne is reliant on efficient freight distribution and collection. High quality road and rail connections to and from the port are essential for its growing operation[21]."

This commentary is consistent with the Framework's vision to preserve a corridor for a dedicated road and rail freight link, as well as local road connections to key destinations and transport networks.

Development Timeframes

The City of Melbourne Transport Strategy provides a high-level indication of the expectations for future land build-out of inner-city urban renewal areas, including Fishermans Bend. It is noted that this strategy was prepared in 2012 and subsequent planning may impact upon the timeframes outlined in Figure 3.5[22]. Figure 3.5 also demonstrates that Fishermans Bend is one of a number of urban renewal sites surrounding the city grid.

Figure 3.5: Future Inner Melbourne Build-Outs (CoM Transport Strategy, 2012)

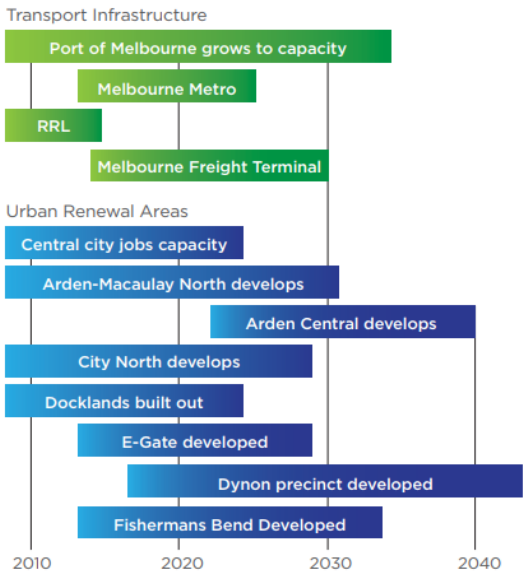


Fig 2.8 Future inner Melbourne land renewal build out scenario

3.2.8 City of Port Phillip Transport Strategies & Plans

3.2.8.1 City of Port Philip: Sustainable Transport Strategy, A Connected and Liveable City (December 2014)

The City of Port Philip's (Council) Sustainable Transport Strategy (strategy) provides a framework to enable Council to implement the following vision:

[21] City of Melbourne Transport Strategy 2012, page 50
[22] City of Melbourne Transport Strategy 2012, page 27

"For a connected and liveable city where residents, visitors and workers can live and travel car free by improving the convenience, safety, accessibility and range of sustainable travel choices across our city."[23]

The Strategy aspires for a greater share of trips to be undertaken by walking and cycling, with longer trips by public transport. This is broadly consistent with the Fishermans Bend ITP, which envisages a shift in short-to-medium length trips to sustainable modes.

More broadly, the target mode shares (shown in Table 3.2) are included in the plan to underpin the Council achieving the following strategic objectives identified in the Council Plan 2013-2017 and the Community Plan.

3.2.9 Mode Share Target Summary

It is my appreciation that both Councils are currently updating their Integrated Transport Strategies that are likely to include updated mode share targets for a more distant horizon year, on the basis that travel behaviour is likely to change further in future years.

Table 3.2: Comparison of Mode Share Targets in Transport Strategies

Mode of Travel	City of Port Philip Target (2020)	City of Melbourne Target (2030)	Fishermans Bend Framework Target (2050)
Private Vehicle	55%	20%	20%
Walking and Cycling	19%	40%	80%*
Public Transport	27%	10%	

* for comparison against Council targets in this table has been interpreted as 'walking, cycling and public transport' (as per the Framework)

Using comparable suburbs as a baseline, these visions are consistent in strategic direction with the achievement of a high mode share for sustainable travel and gives additional confidence

[23] City of Port Phillip Sustainable Transport Strategy 2014, page 2

4. The Framework (Transport)

4.1 Introduction

As introduced earlier, the Fishermans Bend Framework outlines the long-term (30 year) plan framework to guide development and investment in the precinct. The Framework is underpinned by a range of technical documents and studies, including an Integrated Transport Plan.

The Sustainability Goals, Objectives and Strategies for the precinct are intended to facilitate the transition of Fishermans Bend into a *"connected, liveable, prosperous, inclusive, healthy and environmentally sustainable place"*, in line with the Vision and Goals for the area.

As stated in the Minister's Response:

"The draft Framework represents a significant first step in changing the development trajectory and reorienting it towards the Vision, by further articulating the State policy intent for Fishermans Bend and guiding future development and investment decisions by developers, government and the community." [24]

The Framework, support by the Fishermans Bend Integrated Transport Plan, will be a reference document in the Planning Scheme.

4.2 Planning Context

In 2012, the former Minister for Planning identified Fishermans Bend as an urban renewal area of State significance and rezoned the land as Capital City Zone.

In September 2013, Places Victoria released a *Draft Vision for the Fishermans Bend Urban Renewal Area*. The *Draft Vision* outlined the key ideas emerging for the Fishermans Bend precinct, summarised in ten 'strategic directions' and ten 'key moves' needed to "transform Fishermans Bend industrial areas into a thriving, mixed-use inner-city environment."

In July 2014, the Victorian Government released the *Fishermans Bend Strategic Framework Plan*, which established the long-term planning framework to guide urban renewal in the area. This Plan became an incorporated document within the City of Port Phillip and City of Melbourne Planning Schemes. The Plan was prepared to *"guide the physical transformation of Fishermans Bend from an industrial and employment precinct into a modern and vibrant mixed-use community"*. The *Strategic Framework Plan* was revised in September 2016.

In April 2015, the Minister for Planning introduced interim planning controls and updated the Framework to the *Fishermans Bend Strategic Framework Plan*. In June 2015, the Minister for Planning established an independent Ministerial Advisory Committee (MAC) to provide community and expert advice for Fishermans Bend.

In early 2016, the Fishermans Bend Taskforce was established and in May 2016, the Taskforce released the *Fishermans Bend Recast Vision*, founded on the ten strategic directions outlined in the *2013 Draft Vision*. The Recast Vision acknowledged the inclusion of the Employment Precinct into the Urban Renewal Area in April 2015, ensured strategic alignment with *Plan Melbourne* and refreshed planning with respect to sustainability and built form.

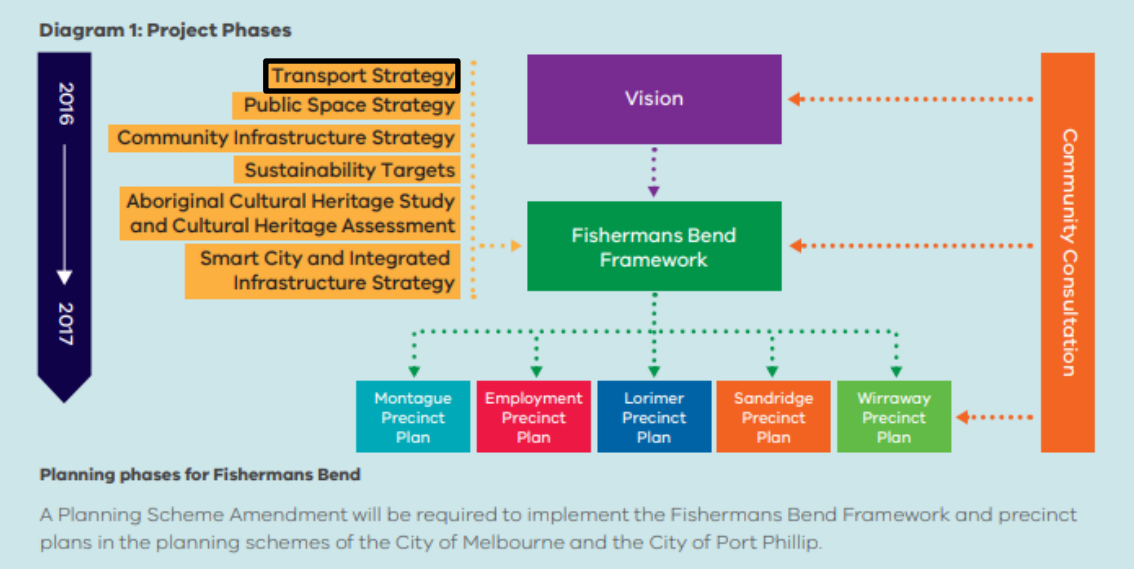
[24] Fishermans Bend Draft Planning Scheme Amendment GC81

Based on extensive consultation following the *Recast Vision*, the *Fishermans Bend Vision* was released in October 2016 and forms the precursor document for the *Fishermans Bend Framework.* The Vision "reflects the opportunity to set new benchmarks for inner city urban renewal and the importance of connectivity within Fishermans Bend and to neighbouring areas". The Vision establishes the principles, benchmarks and strategic directions for the precinct, as well as introducing eight Sustainability Goals which form the foundation of the *Framework*.

Building on the Vision, and underpinned by a range of background studies, the Draft Fishermans Bend Framework (referred to herein as 'the Framework') was prepared, establishing the Sustainability Goals, Targets, Objectives and Strategies for the urban renewal area.

Planning Scheme Amendment GC81 has been prepared to realise the Vision for Fishermans Bend through planning controls, including amendments to the City of Melbourne and City of Port Phillip Planning Schemes and incorporation of the new Fishermans Bend Framework.

Figure 4.1: Planning Phases – Relationship between Framework and ITP[25]



4.3 Vision

The overarching vision statement for Fishermans Bend in 2050, as presented in the *Framework*, foresees:

"A thriving place that is a leading example for environmental sustainability, liveability, connectivity, diversity and innovation".

This Vision has been informed by ten key strategic directions, first identified in the 2013 Vision and subsequently reaffirmed in the 2016 Vision:

- the creation of 21st century jobs
- the timely provision of infrastructure
- a place that is easy to get around
- a vibrant mix of uses and activities
- distinctive and unique neighbourhoods
- diverse communities

[25] *Fishermans Bend Vision*, September 2016, State Government, http://www.fishermansbend.vic.gov.au/__data/assets/pdf_file/0027/29763/Final_Vision_LR_single_page.pdf, accessed 21/02/18

- a high-quality built environment
- a sustainable and resilient place
- manage industrial legacy and ground conditions
- strong partnerships, effective governance and civic leadership.

These strategic directions have been encapsulated in (and replaced by) eight 'Sustainability Goals' which form the foundation of the *Framework*.

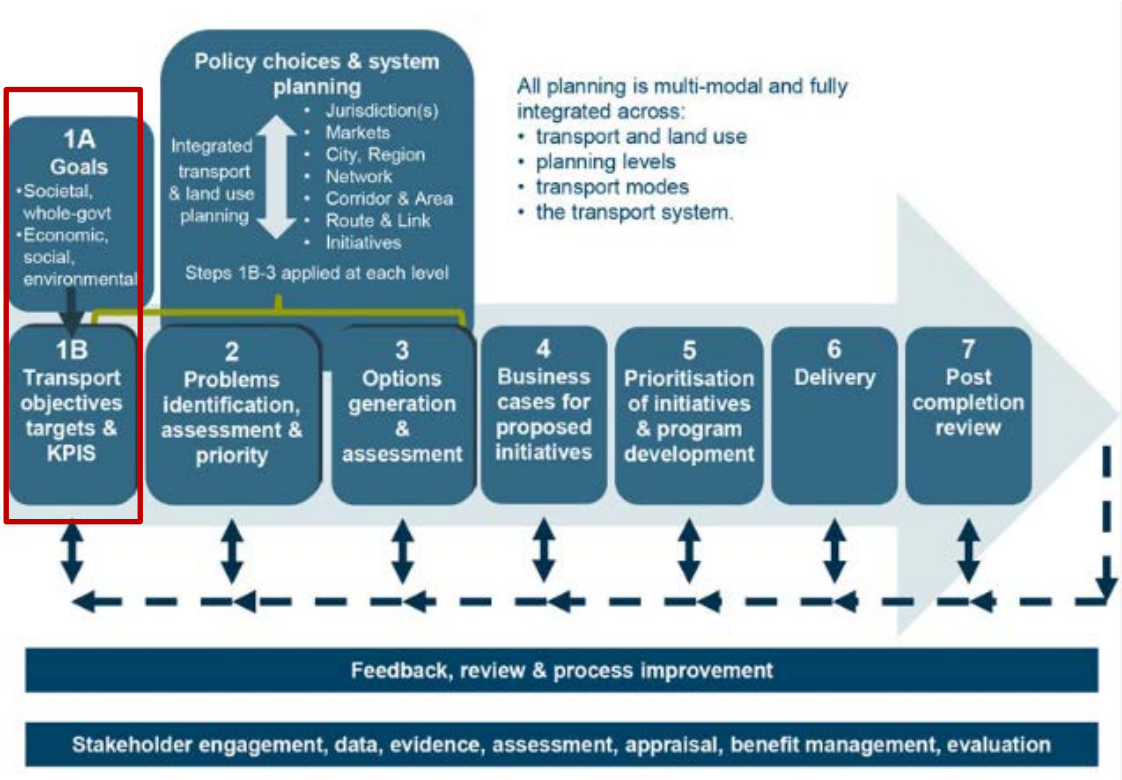
The Sustainability Goals informed the development of a series of Targets, Objectives and of Strategies, as shown in Figure 4.2: The suitability and alignment of these Sustainability Goals, Targets, Objectives and Strategies with each other, the Vision, the strategic context and the planning controls will be tested in the following sections of the report.

Figure 4.2: Relationship Between Elements of the Framework

4.4 Sustainability Goals

The Department of Infrastructure and Regional Development's *Australian Transport Assessment and Planning Guidelines* ('the Guidelines') outline *"best practice for transport planning and assessment in Australia"*.[26] The *Guidelines* provide discussion around establishing a Transport Assessment and Planning Framework, as shown below.

Figure 4.3: Transport Assessment and Planning Framework (ATAP) – Focus Added



The above figure assists with understanding the connection between goals and their targets and objectives. The *Guidelines* discuss the establishment of suitable goals:

"Goals are statements that describe the fundamental economic, social and environmental outcomes that a jurisdiction is aiming to achieve through its activities across all sectors (not just transport).

In other words, goals are societal outcomes or whole of government outcomes. They are not transport specific – they sit above transport. Goals draw on whole of government strategic plans and vision documents and occur at the highest level of planning: network, city or region.

Goals are not set as part of the development of transport initiatives. Rather, they occur well before, and guide the identification of transport initiatives. When making decisions about a transport reform or investment, the focus should be on determining how it will contribute to these goals."

The *Fishermans Bend Framework* is *"structured around the eight Sustainability Goals identified in the Vision."* These are reproduced below.

[26] *Australian Transport Assessment and Planning*, Department of Infrastructure and Regional Development, https://atap.gov.au/, accessed 26/02/18

Figure 4.4: The Eight Sustainability Goals (Framework, 2017)

Of the eight Sustainability Goals, five (shown in Table 4.1) are relevant to transport.

Table 4.1: Relevant Sustainability Goals – Fishermans Bend Framework

No.	Relevant Transport Goal
1	A connected and liveable community
2	A prosperous community
3	An inclusive and healthy community
7	A low-carbon community
8	A low waste community

According to the *Framework*, each Sustainability Goal encapsulates a number of Targets, Objectives and Strategies which outline how each goal can be achieved.

Some goals that have not been included do have indirect implications for transport planning (e.g. a climate adept community) but they have not been listed in this review as they do not include transport specific Strategies.

4.5 Transport Targets

Each sustainability goal includes a number of corresponding *"targets for 2050 that are measurable and articulate what it means to achieve the goal"*[27].

The relevant Targets with respect to transport are reproduced in Table 4.2.

[27] Fishermans Bend Framework, Page 25

Table 4.2: Relevant Transport Targets – Fishermans Bend Framework

No.	Goal	Relevant Transport Targets
1	A connected and liveable community	○ 80 per cent of trips are made via sustainable transport ○ 90 per cent of school related trips are made via sustainable transport ○ A walkability score of 90 per cent is achieved from homes and workplaces
2	A prosperous community	○ Fishermans Bend is host to 80,000 jobs ○ Port of Melbourne remains Australia's primary container port ○ Several universities have established campuses in Fishermans Bend
3	An inclusive and healthy community	○ People can access public open space within 200 metres of their home
7	A low-carbon community	○ Fishermans Bend will achieve zero net greenhouse gas emissions by 2050
8	A low waste community	*No transport related targets*

These Targets are reviewed in the proceeding report sections.

4.6 Transport Objectives

Each sustainability goal also includes a number of *"Objectives which articulate what is needed to achieve the goal."*

The relevant Objectives with respect to transport are reproduced in Table 4.3. Some Objectives (i.e. Objectives 7) are not directly relevant to transport but are influenced by the transport outcomes for the precinct.

Table 4.3: Relevant Objectives – Fishermans Bend Framework

No.	Goal	Relevant Objectives
1	A connected and liveable community	**Objective 1.1** Deliver public transport services that connect to the existing Melbourne network and are a ten-minute walk from all residences and workplaces **Objective 1.2** Make Fishermans Bend a great place to walk for people with a wide range of abilities and needs **Objective 1.3** Make Fishermans Bend an exceptional place to cycle **Objective 1.4** Create a street network that prioritises walking and cycling while still facilitating vehicle access **Objective 1.5** Enable residents and workers to access public spaces and community facilities within an easy walk **Objective 1.6** Support long-term sustainable transport patterns **Objective 1.7** Support low-impact methods of delivering last-kilometre-freight and waste removal **Objective 1.8** Plan and design new development to respond to existing and future infrastructure and land uses **Objective 1.9** Create thriving, lively mixed use neighbourhoods that have a distinct identity and character, which fosters social cohesion **Objective 1.11** Align population, job growth and residential densities with the provision of infrastructure and amenities **Objective 1.12** Deliver a diverse range of housing choices, including apartment towers, mid-rise and

No.	Goal	Relevant Objectives
		low-rise buildings, that suit a wide range of people and can be adapted to changing housing needs over time **Objective 1.13** Design buildings to protect internal amenity and deliver a high quality public realm
2	A prosperous community	**Objective 2.1** Facilitate job growth across Fishermans Bend to host 80,000 jobs by 2050 **Objective 2.3** Establish the Employment Precinct as a unique economic precinct of global significance **Objective 2.5** Protect Port of Melbourne activities to expand and enhance the long-term economic viability of Melbourne and access to global markets
3	An inclusive and healthy community	**Objective 3.6** Reconsider existing public open spaces within Fishermans Bend in the context of a changing urban environment **Objective 3.7** Ensure a distribution of diverse, well designed and safe public open spaces
7	A low-carbon community	**Objective 7.1** Develop Fishermans as a zero net emissions precinct
8	A low waste community	**Objective 8.2** Reduce amenity impacts from waste collection

These Objectives are reviewed later in this report.

4.7 Transport Strategies

According to the *Framework,* each Objective includes a number of *"strategies which outline how each Objective could be achieved through key policy and investment directions."*

Table 4.4: Relevant Strategies – Fishermans Bend Framework

Objective	Relevant Strategy
Objective 1.1 Deliver public transport services that connect to the existing Melbourne network and are a ten minute walk from all residences and workplaces	**1.1.1** Seek to extend the tram network to Fishermans Bend, including two new dedicated tram routes connecting north and south of the freeway to Docklands, Southern Cross Station and the Hoddle Grid **1.1.2** Investigate potential metro stations that may be incorporated in a future underground rail line **1.1.3** Enhance the existing light-rail services in Montague to improve capacity and access **1.1.4** Upgrade existing and introduce new bus services to improve coverage, frequency, connection and user choice **1.1.5** Explore opportunities to support the delivery of privately operated ferries and water taxis
Objective 1.2 Make Fishermans Bend a great place to walk for people with a wide range of abilities and needs	**1.2.1** Create new, direct pedestrian connections across the Yarra River to Docklands **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) **1.2.3** Reduce speed limits to create safe and enjoyable walking environments **1.2.4** Extend and enhance the existing network of fine grain laneways in Montague **1.2.5** Design streets to create safe, comfortable pedestrian-friendly environments that enable children, seniors and people with disabilities to get around independently and safely **1.2.6** Improve the pedestrian connection across major roads between Fishermans Bend and Port Melbourne, South Melbourne and Docklands including Williamstown Road and Lorimer Street **1.2.7** Improve pedestrian connectivity across the West Gate Freeway **1.2.8** Improve way-finding and signage to make it easier for people to get around

Objective	Relevant Strategy
Objective 1.3 Make Fishermans Bend an exceptional place to cycle	**1.3.1** Create new, direct cycling connections across the Yarra River to Docklands **1.3.2** Create new, direct cycling connections to the Moonee Ponds Creek, and extend the Capital City Bike Trail into Fishermans Bend **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 **1.3.4** Install high-quality bicycle parking and facilities at key transport interchanges **1.3.5** Investigate bike sharing schemes **1.3.6** Improve connectivity across the West Gate Freeway for cyclists **1.3.7** Establish design controls to provide high quality end of trip facilities in new developments **1.3.8** Provide a minimum of one bicycle space for each dwelling and one space per 10 dwellings for visitors. Within non-residential areas, one space/50m2 should be provided for workers and one space/1000m2 for visitors **1.3.9** Deliver best practice cyclist protection through intersection design
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 **1.4.2** Design street networks to reduce conflicts between modes of transport **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 **1.4.4** Provide rear access to properties on streets in activity cores, dedicated public transport routes and strategic cycling corridors to prioritise safety and movement flow
Objective 1.5 Enable residents and workers to access public spaces and community facilities within an easy walk	**1.5.1** Connect key community facilities to new and existing open spaces in a network utilising linear parks **1.5.2** Create safe, high amenity walking and cycling connections to open spaces that provide a diversity of recreational uses from every home and workplace **1.5.3** Locate schools to maximise access by walking, cycling and public transport. **1.5.4** Design streets to encourage growth of large connected tree canopies that provide shade
Objective 1.6 Support long-term sustainable transport patterns	**1.6.1** Encourage alternative transport options and smart use of space by limiting private car parking in new developments to 0.5 cars/dwelling and one car/100m2 for employment uses **1.6.2** Car parks must be designed to allow for future conversion to alternative uses and subdivided as common property (not individually titled) to be managed by the owners' corporation and leased to property owners **1.6.3** Support the off-site delivery of precinct car parking stations to provide dedicated car parking in the short term **1.6.4** Require new development to incorporate green travel plans to support resident and worker use of alternative transport modes **1.6.5** Encourage inclusion of car share spaces within new developments
Objective 1.7 Support low-impact methods of delivering last-kilometre-freight and waste removal	**1.7.1** Require buildings to be designed to ensure their deliveries, servicing and waste management are managed on-site **1.7.2** Prioritise innovative freight delivery and supply chain solutions to reduce the number of trucks accessing the area
Objective 1.8 Plan and design new development to respond to existing and future infrastructure and land uses	**1.8.1** Require a permit for sensitive uses in proximity to some existing and planned infrastructure (Figure 9) which is likely to impact amenity **1.8.2** Require development to mitigate against negative amenity impacts such as noise, vibration, odours and light pollution associated with adjoining/nearby infrastructure and land uses
Objective 1.9 Create thriving, lively mixed-use neighbourhoods that have a distinct identity and character, which fosters social cohesion	**1.9.4** Create a diversity of high-quality publicly accessible spaces within new development on large sites, including new squares, gardens and laneways

Objective	Relevant Strategy
Objective 1.11 Align population, job growth and residential densities with the provision of infrastructure and amenities	**1.11.1**Introduce Floor Area Ratio (FAR) controls that are aligned with the overall population targets within each precinct. This will enable a scale of growth that is aligned with the planned infrastructure provision. The FAR controls apply to all land uses (Figure 11)
Objective 1.12 Deliver a diverse range of housing choices, including apartment towers, mid-rise and low-rise buildings, that suit a wide range of people and can be adapted to changing housing needs over time	**1.12.3** Establish design standards that address the need for all external spaces within new developments to contribute to the creation of safe, and enjoyable pedestrian-friendly environments
Objective 1.13 Design buildings to protect internal amenity and deliver a high quality public realm	**1.13.8** Enable setbacks to be reduced in limited circumstances, such as the interface with the West Gate Freeway and with existing tram corridors Note: other strategies may be relevant with respect to active street frontages and corner sites.
Objective 2.1 Facilitate job growth across Fishermans Bend to host 80,000 jobs by 2050	**2.1.1** Locate the majority of employment opportunities close to public transport to ensure easy access to these jobs from within and outside Fishermans Bend **2.1.3** Establish activity cores within Wirraway, Montague and Lorimer that are supported by public transport **2.1.4** Introduce a requirement for active frontages within the activity cores and fronting key pedestrian routes and public spaces
Objective 2.3 Establish the Employment Precinct as a unique economic precinct of global significance	**2.3.1** Devise and map a development program for the Employment Precinct that provides leadership and opportunities for collaboration that will: ○ attract 40,000 jobs to the precinct ○ create a finer grain [emphasis added] and higher amenity urban environment conducive to innovation ○ achieve economic convergence by co-locating and clustering compatible industries across various sectors ○ attract high-value adding sectors and businesses of various sizes ○ be Australia's premium location for innovators.
Objective 2.5 Protect Port of Melbourne activities to expand and enhance the long-term economic viability of Melbourne and access to global markets	**2.5.1** Safeguard 24/7 access to the port by preserving a direct rail and road freight corridor between Webb Dock and Swanson/Appleton Docks and the freight terminal at Dynon **2.5.4** Maintain Todd Road/Lorimer Street/Wurundjeri Way as a freight route in the short to medium term for vehicles that cannot use the West Gate or Bolte Bridges and require access to Swanson/Appleton Docks and Dynon Precinct **2.5.5** Maintain the current over-dimensional routes along Lorimer Street and Williamstown/Normanby Roads **2.5.6** Promote the use of preferred freight corridors to minimise the impacts on residential and commercial activities in Fishermans Bend **2.5.7** Explore the upgrade of the West Gate and Bolte Bridges to accommodate larger freight vehicles
Objective 3.6 Reconsider existing public open spaces within Fishermans Bend in the context of a changing urban environment	**3.6.1** Redesign and/or expand Westgate Park, JL Murphy Reserve and North Port Oval to incorporate more active uses, multi-functional spaces and improved interface design **3.6.4** Increase utilisation of encumbered public land for active uses and recreational links, such as under the West Gate Freeway and Bolte Bridge

Objective	Relevant Strategy
Objective 3.7 Ensure a distribution of diverse, well designed and safe public open spaces	**3.7.2** Create a recreational walking and cycling trail along linear parks and streets (see figure 7, 16 and 17) through Fishermans Bend that connects to the Yarra River and Port Phillip Bay and the Capital City Trail **3.7.7** Retain controls that protect pedestrians from negative wind effects created by new buildings **3.7.11** Investigate longer-term opportunities to deck over transport infrastructure
Objective 7.1 Develop Fishermans as a zero net emissions precinct	**7.1.1** Provide clear direction of the actions needed now and in the future for the development sector, authorities, government and the community **7.1.2** Develop a comprehensive net zero emissions strategy for Fishermans Bend
Objective 8.2 Reduce amenity impacts from waste collection	**8.2.1** Provide shared collection services to reduce truck movement **8.2.2** Require high standards for waste management plans and building design guidelines to ensure all waste is managed within buildings

These strategies are reviewed later in this report.

5. Peer Review (Targets)

5.1 Introduction

This section seeks to test the strategic alignment of the proposed *Framework* Targets (relevant to transport) and the corresponding Sustainability Goals.

The Department of Infrastructure and Regional Development's *Australian Transport Assessment and Planning Guidelines* ('the Guidelines') outline and define the setting of targets for goals and objectives – this is reproduced below.

"A target is the desired level of performance for a specific performance indicator. Performance indicators and targets are mechanisms to operationalise objectives.

Targets should be measurable and realistic but challenging. If targets are unrealistic and too difficult to achieve, they may discourage people rather than motivate them. On the other hand, targets that are too easy to achieve can lead to complacency."

More broadly, the Guidelines outline that targets (and KPIs) should:

- *Be simple and easy to convey*
- *Relate directly to the identified objectives*
- *Relate to outcomes, not outputs*
- *Enable benefit measurement*
- *Be measurable from a practical perspective*
- *Reflect recognised performance measures.*

What are the Targets for Fishermans Bend?

The relevant transport-related Targets, as identified in the *Framework*, are reproduced below.

Table 5.1: Relevant Transport Targets – Fishermans Bend Framework

No.	Goal	Relevant Transport Targets
1	A connected and liveable community	○ 80 per cent of trips are made via sustainable transport ○ 90 per cent of school related trips are made via sustainable transport ○ A walkability score of 90 per cent is achieved from homes and workplaces
2	A prosperous community	○ Fishermans Bend is host to 80,000 jobs ○ Port of Melbourne remains Australia's primary container port ○ Several universities have established campuses in Fishermans Bend
3	An inclusive and healthy community	○ People can access public open space within 200 metres of their home
7	A low-carbon community	○ Fishermans Bend will achieve zero net greenhouse gas emissions by 2050
8	A low waste community	*No transport relevant targets*

Why have they set these Targets?

Fishermans Bend is envisaged to play a significant role in accommodating growth in Melbourne and the broader State. The area is envisaged to be home to 80,000 residents and 80,000 jobs by 2050.

The existing transport network is designed to support the area's current function as an industrial and logistics precinct, with limited residential occupancy. The precinct currently is highly reliant

on access through road-based transport and features poor public transport and active travel networks, as identified in the *Fishermans Bend ITP.*

"Public transport access to the area is limited to low frequency bus services with some light rail services in the Montague Precinct... the road network has not been designed for walking and cycling with very limited on road bicycle lanes, large block sizes and an absence of footpaths in some areas."

As a result, the transport network has a focus on access to the adjacent freeway system.

It is generally acknowledged that a business-as-usual approach to transport planning will not support the long-term aspirations envisaged for the area. The *Fishermans Bend ITP* highlights that:

"…if current mode shares for the City of Port Phillip were experienced in Fishermans Bend, in conjunction with the predicted growth in population, this would result in adding approximately three times the current traffic volumes to the street network."

The anticipated employment and population densities in the footprint of Fishermans Bend will need to be supported by a paradigm shift in planning approach towards a greater mode share of walking, cycling and public transport trips, while still maintaining appropriate levels of road access, particularly to the Port of Melbourne. The Sustainability goals, Targets, Objectives and Strategies seek to reflect this shift in planning approach to achieve the aspirational Vision for Fishermans Bend.

These Targets seek to establish a benchmark by which performance can be assessed for each of the Sustainability Goals. Meeting of the Targets should achieve the Sustainability Goals and, in turn, allow for the realisation of the Vision for Fishermans Bend.

5.2 Sustainability Goal 1
A connected and liveable community

What is meant by 'sustainable transport', 'connected community' and 'liveable community'?

'Sustainable Transport'

The Framework does not define sustainable transport. However, the Fishermans Bend ITP (2017) defines *'sustainable transport'* as trips made by walking, cycling and public transport.

'Connected Community'

The principle of creating a 'connected city' is well-established in local and state planning and policy documentation.

To illustrate the concept, the City of Melbourne 'Future Melbourne 2026 Plan' defines a '*connected city*' where *"all people and goods can move to, from and within the city efficiently*[28]*"*

This is envisaged through three outcomes.

- People of all abilities are able to move freely, safely and sustainably around the city.
- People and goods are able to move sustainably in and out of the city.
- Melbourne's street network is optimised for current and future travel modes.

'Connectivity' is also a key tenet of many strategic directions within Plan Melbourne, including:

[28] City of Melbourne (2017:37) Council Plan, Goal 6: A connected city, http://www.melbourne.vic.gov.au/sitecollectiondocuments/council-plan-2017-21-connected-city.pdf Downloaded 12/02/2018

- Direction 1.2 – Improve access to jobs across Melbourne and closer to where people live
- Direction 2.2 – Deliver more housing closer to jobs and public transport
- Direction 3.1 – Transform Melbourne's transport system to support a productive city
- Direction 3.2 – Improve transport in Melbourne's outer suburbs
- Direction 3.3 – Improve local travel options to support 20-minute neighbourhoods
- Direction 3.4 – Improve freight efficiency and increase capacity of gateways while protecting urban amenity
- Direction 5.1 – Create a city of 20-minute neighbourhoods
- Direction 7.2 – Improve connections between cities and regions.

For Fishermans Bend, a connected place is where[29]:

- *"people will be connected through integrated walking, cycling and public transport links that will make choosing sustainable transport options easy"*
- *"activity cores will be located near public transport and include community services and public spaces to ensure that people can access their daily needs close to where they live and work"*
- *"people [choose] sustainable transport as their preferred way of getting around"*
- *"an efficient, well-connected public transport network will maximise the opportunity to link Fishermans Bend to global markets, improving productivity and attracting jobs."*

'Liveable Community'

The Victorian Premier's Jobs & Investment Panel established the Economic Building Blocks for Victoria,[30] which included the establishment of 'liveable places', where:

"Liveability means our communities remain places where people want to visit and to live, and that our natural environment is healthy, accessible and well-managed for current and future generations".

The Department of Economic Development, Jobs, Transport & Resources (DEDJTR) also identifies liveability within Victoria as a key outcome of their Strategic Plan (2016).[31] This is characterised by the following.

- *Victoria's places, towns and cities are accessible and well connected, diverse, resilient and safe*
- *Victoria's society is open and its culture is vibrant and diverse*
- *Victoria's natural environment is productively and ethically managed and enhanced for future generations.*

Liveability is a central principle for many strategic directions and policies outlined in Plan Melbourne, as well as other state and local policies.

For Fishermans Bend, a liveable place[2]:

- *"aims to provide workers and residents alike with a sense of community and connection to, and pride in, place"*
- *"create[s] walkable places by locating jobs, homes, shops and entertainment places and essential community services in close proximity to each other"*

---

29 Fishermans Bend Draft Framework 2017

30 https://www.dpc.vic.gov.au/images/Economic_Building_Blocks_for_Victoria.pdf, accessed 12/02/18

31 https://economicdevelopment.vic.gov.au/__data/assets/pdf_file/0007/1405996/DEDJTR_Strategic_Plan_2016-17_on_a_Page.PDF, accessed 12/02/18

- *"influence[s] the quality of life provided for residents and workers, and the environmental footprint of an area"*
- *"provide[s] easy access to schools, health and community services to support the diverse and growing resident, worker and visitor population"*
- *"provide[s] opportunities for recreation, community events, rest, relaxation and a connection to nature."*

Together, a connected and liveable community in Fishermans Bend will be a place where[32]:

- *"People will be connected through integrated walking, cycling and public transport links, as well as high-speed data networks*
- *A walkable street network, safe and connected cycle routes, trams and a train line will make choosing sustainable transport options easy*
- *Activity centres will be located near public transport, community services and public spaces to ensure that people can access their daily needs close to where they live and work. Less than one in five trips will be made by private car."*

The concept of a connected and liveable community is well-defined in strategic policy and cascading it to Fishermans Bend is, in my opinion, consistent with both local and state planning policy.

5.2.1 Sustainability Goal 1 - Target 1 '80 per cent of Trips are Made via Sustainable Transport'

What does the Framework say?

The origins of a high sustainable transport mode share are rooted in the need to move from a 'business-as-usual' approach (particularly for short-to-medium length trips) in order to sustainably accommodate the population and employment levels envisioned for the precinct.

The *2013 Draft Fishermans Bend Integrated Transport Plan* outlines the following with respect to the establishment of mode share targets:

"DTPLI has recently compared mode share targets and transport network development from the city of Berlin. This city was chosen because of its similarities to Melbourne, in terms of population, geographic spread, economic structure & network composition. Comparison with Berlin highlights not only the importance of effective public and active transport networks but the future potential to achieve these mode share levels. Based on a breakdown of anticipated trip destinations from Fishermans Bend and most suitable modes for those trips, an aspirational mode share target is recommended as follows:

- *25 per cent walking*
- *20 per cent cycling*
- *30 per cent public transport*
- *25 per cent private vehicle (averaged across all daily trips)."*

It should be noted that these targets do not take into account people not travelling, people car sharing and working from home.

The current Framework establishes a target for 80 per cent of trips in 2050 to be made by sustainable transport. That is, "*less than one in five trips will be made by private car."*

The Framework target refers to 'Sustainable Transport' without any definition.

[32] Fishermans Bend Vision, page 11

The mode share target is given context and definition in the Fishermans Bend ITP (2017) which specifies: *"optimal levels of walking, cycling and public transport connectivity that will set a new benchmark for Melbourne. The target is for 80 per cent of transport movements be made by public transport, walking or cycling."*

A definition of sustainable transport as 'public transport, walking or cycling' could be argued as limited. This is important as limiting the definition reduces the range of transport trips which are considered sustainable which would therefore be encouraged through the implementation of the Framework. For comparison, the City of Melbourne has a wider definition that includes "train, tram, bus, taxi, car-share, bike-share and for regional trips air travel – all cases of the use of a shared vehicle."[33]

Given the Goals of the Framework, particularly surrounding the creation of connected and liveable community, I would recommend that the definition of sustainable transport should broadened to include 'worked from home' and 'car as passenger'. These methods of travel both align with the wider Fishermans Bend Framework Objectives (i.e. through reducing the need to travel and no marginal effect on the transport network).

Given the likely emergence of 'new' transport modes (enabled through technology) during the life of the Framework, the definition of sustainable transport may need to be reviewed in the future.

To understand whether the target supports the creation of a 'connected and liveable community', it is important first to:

a) understand what an 80 per cent mode share to sustainable transport represents (in a local and international context) and understand how sustainable transport can support a 'connected and liveable community'
b) determine whether an 80 per cent mode share to sustainable transport is likely to be achievable
c) understand the consequences if an 80 per cent mode share to sustainable transport is not achieved.

Each of these issues will be examined in turn.

a) What does an 80 per cent mode share to sustainable transport look like and how does sustainable transport support a 'connected and liveable community'?

The *Fishermans Bend ITP* elaborates that the target relates to all journeys with an origin or destination within Fishermans Bend (including internal journeys)[34]. The target does not relate to trips *through* Fishermans Bend, including freight through-trips.

The mode share target responds to the challenges set out in Section 5.1 of the Integrated Transport Plan, as summarised below.

- Due to the historical industrial land uses, the walking and cycling network is fragmented and extremely limited
- Other than the Montague precinct, the urban renewal area is poorly serviced by public transport
- The precinct is not currently serviced by mass transport (rail)
- These challenges result in current travel patterns dominated by car and heavy vehicles.

[33] City of Melbourne, Transport Strategy 2012, page 28
[34] Fishermans Bend ITP, page 15

Overcoming these barriers and exploiting these opportunities will be key to unlocking the aspiration to achieve no more than 20 per cent of trips by car.

The suitability of using 'mode share' as a planning tool

Mode share is widely used in strategic transport planning as a strategic performance metric outside of Australia. For example, Transport for London's most recent Mayor's Transport Strategy (the London wide transport strategy) includes a mode share expected value of 80 per cent of trips being made by walking, cycling and public transport by 2041. This target applies to the whole of London and reflects the long-term trend of a shift towards walking, cycling and public transport.[35]

Though Plan Melbourne does not include mode share targets, many local authorities, including the City of Melbourne and Port Philip, use mode share targets to guide decision-making.

I am confident that the use of mode shares as a strategic planning tool will effectively guide the development of policies.

b) Is an 80 per cent mode share to sustainable transport likely to be achievable?

Fishermans Bend is broadly comparable to a number of inner-city suburbs. These suburbs benefit from a richer transport network than middle or outer suburbs, typically with a greater range of public transport options within close proximity, often supplemented by cycling and pedestrian connectivity. It is noted that not all suburbs have good access to rail and instead connect to the CBD via tram, and to other centres by bus.

2016 Census data provided by Australian Bureau of Statistics (ABS) has been analysed to establish mode shares for inner-city suburbs.

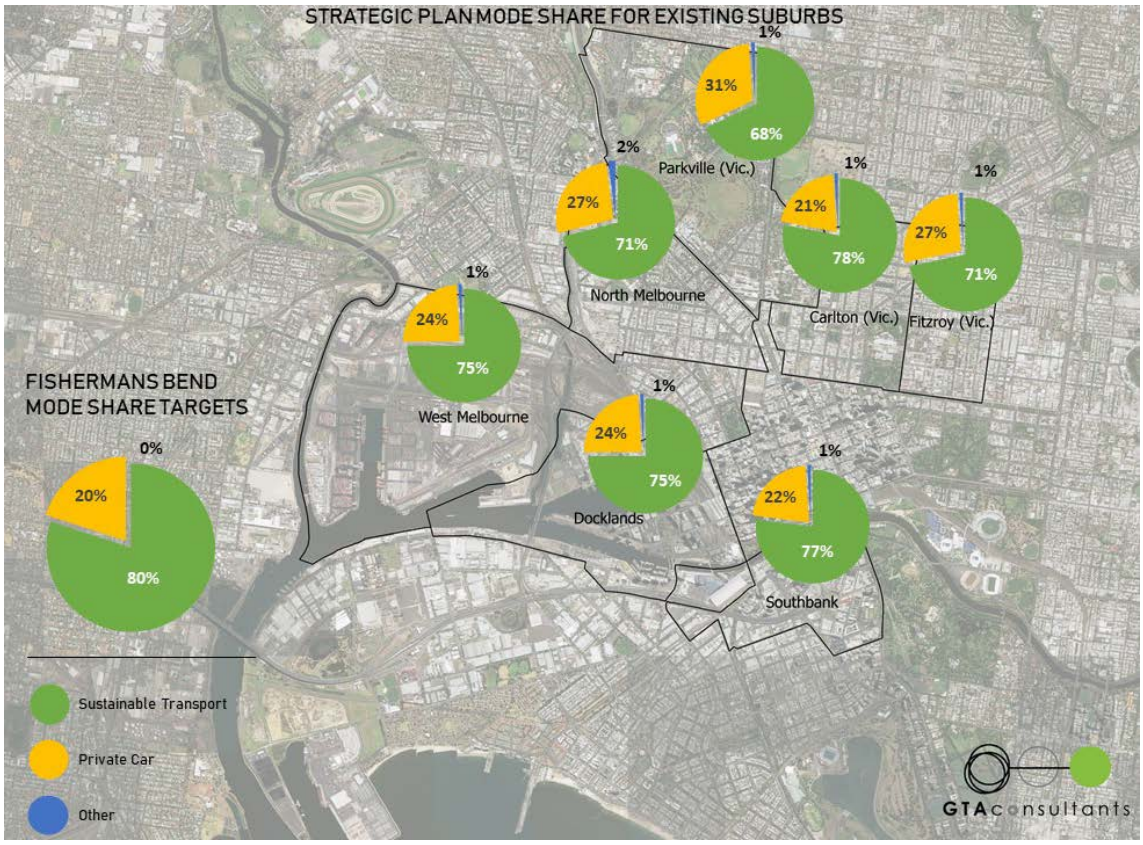
Table 5.2: Current Mode Share for Inner City Suburbs (ABS Census 2016)

Suburb	Distance From GPO (approx.)	Sustainable Transport	Car	Other
Docklands	**1.5km**	75%	24%	1%
Carlton (Vic.)	**1.6km**	78%	21%	1%
Southbank	**1.6km**	77%	22%	1%
Fitzroy (Vic.)	**1.9km**	71%	27%	1%
West Melbourne	**2.1km**	75%	24%	1%
North Melbourne	**2.2km**	71%	27%	2%
Parkville (Vic.)	**3.1km**	68%	31%	1%

The ITP defines 'sustainable transport' as walking, cycling and public transport trips. For the purposes of this assessment of Census data, we have extended upon this definition to also include 'Car as passenger'. This category will likely comprise predominantly carpooling passengers in a shared vehicle. Carpooling could be categorised as sustainable in that the trip does not contribute any additional impact on the transport network or in terms of environmental sustainability (i.e. emissions using a shared vehicle). 'Worked from home' responses are also considered, in this analysis of Census data, as sustainable transport, as this speaks to reducing the need for travel. All other categories ('taxi', 'truck', 'motorbike' and 'other') are classified as 'other'. 'Did not go to work' responses have been excluded from the analysis.

[35] London Mayor's Transport Strategy, Draft, 2017

Figure 5.1: Current Mode Share split for Similarly-Located Suburbs



As discussed earlier, it is my recommendation that the Framework, ITP, and Precinct Plans adopt a broader definition of sustainable travel (rather than just public transport and active travel).

Private vehicle uptake for journeys to work from inner-city suburbs range from 21 – 31 per cent, with sustainable transport comprising 68 – 78 per cent.

These comparisons demonstrate that if Fishermans Bend achieves its target mode shares in 2050, it will approach the current lowest level of car use in inner Melbourne. However, these investigations provide a degree of comfort that the order of magnitude 2050 mode share targets of 20 per cent to private vehicle and 80 per cent towards sustainable transport are realistic and broadly consistent with existing mode shares of comparable suburbs.

Council mode share targets

A summary of mode share for the Cities of Melbourne and Port Phillip are presented below.

For the City of Melbourne, this table reflects total trips to, from and within the LGA in 2009, at the 2016 Census and the mode share targets for 2030.[36]

[36] City of Melbourne Transport Strategy 2012, page 15

Table 5.3: Mode of Travel – At Time of Plan, Current and Target (CoM Transport Strategy 2012, ABS Census 2016)

Mode of Travel	At date of plan (2009)	2016 Census*	Target (2030)
Private Vehicle	39%	27%	20%
Walking	20%	31%	30%
Cycling	4%	5%	10%
Public Transport	36%	38%	40%

*Note: 2016 Census data has been analysed by GTA for Method of Travel to Work by Place of Residence. Multimodal trips have been classified according to likelihood of first mode to depart the residence, in the following order: walk, bike, car driver, car passenger, motorbike, truck, taxi, bus, tram, train, ferry, other. Mode of Travel has been broadly assumed as per the City of Melbourne definition (City of Melbourne Transport Strategy, page 28). Private vehicle has been assumed as 'car as driver' and 'car as passenger' responses. Public transport has been defined as 'train', 'tram', 'bus' and 'taxi'. Walking and cycling are assumed to comprise their respective modes only. All other categories ('ferry' 'truck', 'motorbike', 'other', 'worked at home' and 'did not work') have been excluded from the per centage calculation.

For the City of Port Phillip, this table reflects mode share for residents' personal travel in 2007, at the 2016 Census and the mode share targets for 2020.

Table 5.4: Mode of Travel – At Time of Plan, Current and Target (CoPP Transport Strategy 2014, ABS Census 2016)

Mode of Travel	At date of plan (2007)	2016 Census*	Target (2020)
Private Vehicle	77%	52%	55%
Walking and Cycling	9%	15%	19%
Public Transport	14%	33%	27%

* Note: For consistency, 2016 Census data has been analysed using the same methodology as was used for the City of Melbourne (outlined above).
† Note: 2020 target totals 101 per cent, as presented in the Transport Strategy

Using Census data, the above shows that the City of Port Philip LGA has already achieved its targets and the City of Melbourne LGA is well on the way to achieving its targets.

It should be noted that there are many different methodologies for calculating transport mode shares (e.g. what trip modes are included). I have provided this mode share analysis using the 2016 Census data as a strategic point of reference only.

Transport Modelling

Transport demand modelling has been undertaken to assess the impact of various public transport network options in Fishermans Bend. The validity of the modelling process and it outcomes are examined in the ITP Peer Review Report prepared by Mr John Kiriakidis of GTA Consultants.

The ITP Peer review provides in-depth discussion relating to the transport network's ability to deliver and support the target mode shares, and a review of the evidence base supporting this.

c) What are the consequences if an 80 per cent mode share is not achieved?

Should the mode share targets envisioned for the precinct not be reached, existing road network congestion is likely to increase (as described in the comments above). This is likely to impact upon the accessibility, connectivity, economic prosperity and liveability of the precinct and impede the ability for the precinct's vision to be realised.

d) Does a mode share of 80 per cent to sustainable transport support the creation of a 'connected and liveable community'?

Considering the above, I am satisfied that establishing a mode share target of 80 per cent for sustainable travel is consistent with best practice in a local and international context that will drive transport outcomes that align with the wider Framework, including a connected and liveable community.

5.2.2 Sustainability Goal 1 – Target 2 "90 per cent of school related trips are made via sustainable transport"

What does the Framework say?

The Framework establishes a target for 90 per cent of school-related trips in 2050 to be made by sustainable transport.

We are advised by the Fishermans Bend taskforce that this target derives from feedback provided by the City of Melbourne and the City of Port Phillip about the desirability of establishing a specific sustainable transport aim for school trips higher than that for overall trips by the broader population. This aim is supported by the provision of one school per precinct and a broad range of bicycle paths and footpaths which are designed to facilitate easy access to schools by active travel modes.

This general strategic direction is consistent with the transport Strategies and plans for each respective Council as well as for Plan Melbourne. The City of Melbourne Bicycle Plan 2016-2020 states that the Council will *"support local schools to promote active travel and improve the connectivity for children under 12 to walk or cycle to school on local footpaths where road space does not allow for physically-separated bicycle lanes."*

The City of Port Phillip Bike Plan 2011-2020, meanwhile, identifies several strategies in support of the overall promotion of school trips undertaken by active travel modes, including:

- *Strategy 6.2 - "develop and implement School Travel Plans in partnership with schools"*
- *Strategy 11.1 – "continue and expand the School Travel Program to support all Port Philip schools in developing and implementing school travel plans for students"*
- *Strategy 11.2 – "continue to work with schools to identify within their catchment infrastructure improvements to encourage walking and bike riding and prioritise for implementation".*

More broadly, Plan Melbourne outlines a policy to *"locate schools and other regional facilities near existing public transport and provide safe walking and cycling routes and drop-off zones"* (Policy 3.3.4).

With specific regard to Fishermans Bend, this target is broadly related to Principles 1 and 2 of the Fishermans Bend ITP to prioritise uptake of sustainable modes by integrating education facilities with public and active travel networks. *"Land use planning and building design will encourage a mix of commercial and residential activity to reduce or avoid the need for longer distance trips. This includes the 10minute neighbourhood concept for Fishermans Bend where local shops and services, parks,* ***education****, community and cultural services, and public transport are generally located within a 10minute walk of dwellings and workplaces (emphasis added)."*

To understand whether the target of 90 per cent school trips by sustainable modes supports the creation of Goal 1 - 'connected and liveable community', it is important to:

a) understand what is meant by a 'school-related trip'
b) understand the location and catchment of existing schools in Fishermans Bend, and those planned for the future
c) understand how school-related trips by sustainable modes contribute to a connected and liveable community
d) determine whether a 90 per cent mode share to sustainable transport for school-related trips is likely to be achievable
e) understand the consequences if the target of 90 per cent of school-related trips by sustainable transport modes is not achieved.

a) What is meant by a 'school-related trip'?

I take this to mean trips made by students from their home in Fishermans Bend to their primary or secondary school, irrespective of location. This definition would therefore exclude student trips to university or TAFE, trips to schools in Fishermans Bend from external areas or trips to educational facilities within Fishermans Bend for purposes unrelated to school education, e.g. after-school swimming lessons. It also excludes trips to schools made by teachers and other support staff.

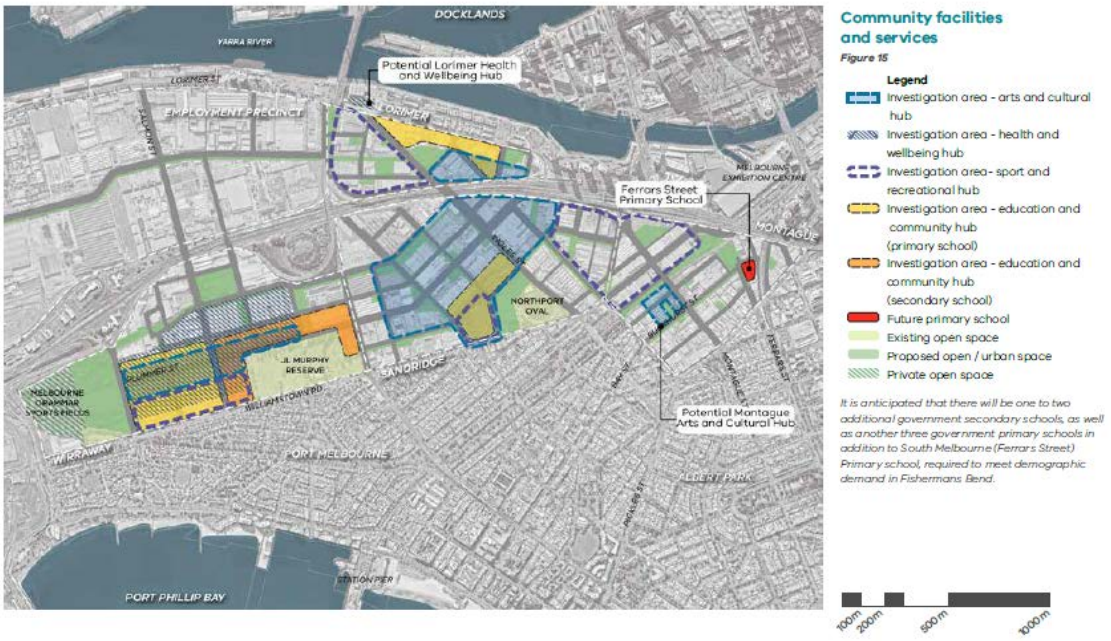
b) Where are the existing schools in Fishermans Bend? Where are future schools planned in Fishermans Bend?

South Melbourne Primary School (Ferrars Street) was opened in early 2018 and is the only existing school in the Fishermans Bend Urban Renewal Area.

The *Framework* anticipates that "*one to two additional government secondary schools, as well as another three government primary schools in addition to South Melbourne (Ferrars Street) Primary school, [will be] required to meet demographic demand in Fishermans Bend.*"

The location of the investigation area for future schools is outlined in Figure 5.2.

Figure 5.2: Community Facilities & Services (Fishermans Bend Framework, 2017)



A subsequent press release by the Minister for Planning provides further insight with respect to the potential mix of primary and secondary schools in the precinct, outlining that the *Framework "features plans for 80,000 local jobs, four primary schools, a public secondary school and open space spanning the equivalent of two thirds the size of Docklands."*[37]

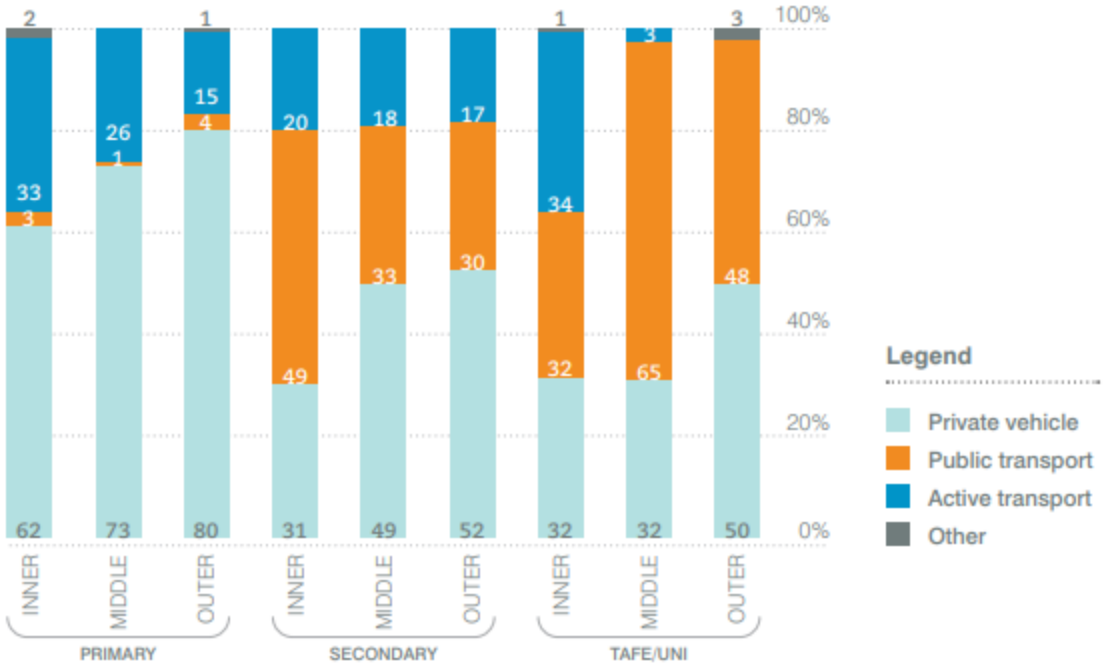
c) How do school-related trips by sustainable modes contribute to 'a connected and liveable community'?

The provision of safe, efficient and well connected sustainable transport will encourage its use by school children and their parents. Travelling to school via a sustainable transport mode allows for interaction between the student and the environment and community. A safe transport network will mean that students can walk, cycle or catch public transport to and from school in a harmonious environment. This in turn helps to foster an interactive precinct, encouraging social activity, diversity and a sense of pride in the area.

d) Is a 90 per cent mode share to sustainable transport for school-related trips likely to be achievable?

The Victorian Integrated Survey of Travel and Activity (VISTA) 2013 provides an overview of mode shares for education journeys, summarised in Figure 5.3.

Figure 5.3: Education Journey Mode Share (VISTA 2013)[38]



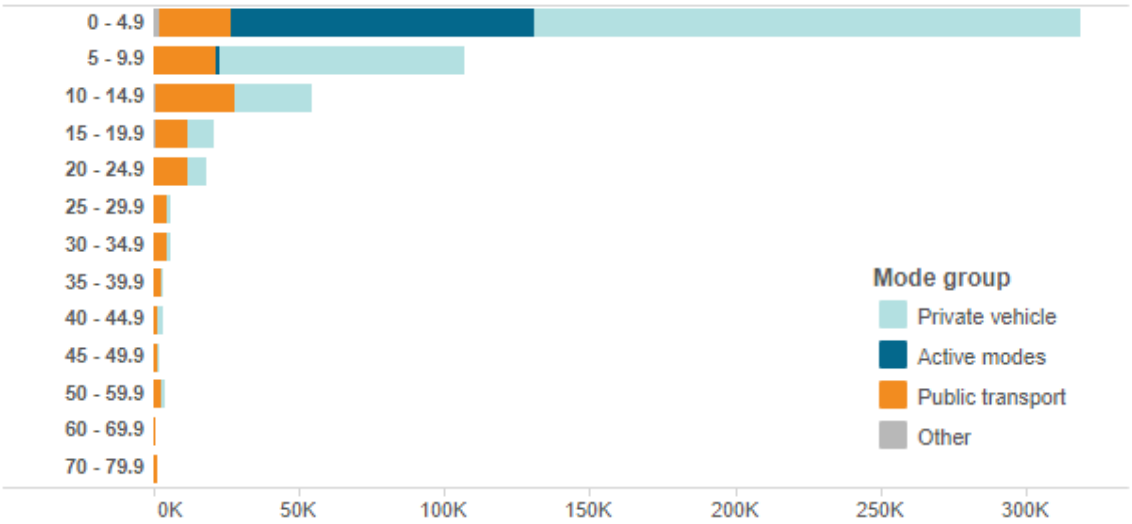
By way of establishing a reference point, sustainable transport (including, for the purpose of this analysis, active and public transport) comprises 36 per cent of primary school journeys, 69 per cent of secondary school journeys and 66 per cent of all tertiary school journeys in Inner Melbourne (as home sub-region).

---

[37] *"Protecting Fishermans Bend from Matthew Guy's Mess*, The Hon Richard Wynne MP, Minister for Planning, Media Release, Thursday 22 February 2018, https://www.premier.vic.gov.au/wp-content/uploads/2018/02/180221-Protecting-Fishermans-Bend-From-Matthew-Guyper centE2per cent80per cent99s-Mess.pdf, accessed 26/02/18

[38] VISTA 2013, http://economicdevelopment.vic.gov.au/__data/assets/pdf_file/0003/1269291/VISTA-2013-Travel-in-metropolitan-Melbourne.PDF, accessed 19/02/18

Figure 5.4: Journey to Education by Distance Group (km) (VISTA 2013)[39]



VISTA 2013 data (summarised in Figure 5.4) also indicates that a substantial number of journey-to-education trips are less than 5km in distance, more than any other single distance grouping. The largest proportion of these trips are undertaken by private vehicle, with the average private vehicle journey to education being 5.1km in length. This represents a general opportunity to induce mode shift away from private vehicles to sustainable travel modes, particularly for the shorter trips. This opportunity is particularly pertinent with respect to trips wholly contained within Fishermans Bend, where residents live close to schools and schools are integrated with proposed active travel and public transport links.

However, it is noted that not all resident schoolchildren will attend the nearest primary or secondary school within Fishermans Bend. VISTA 2013 data finds, for example, that around 29 per cent of primary school trips and 45 per cent of secondary school trips from Inner Melbourne travel to a school outside of their home municipality. When people travel to more distantly-located private, independent or religious schools they may choose to do so by private car. This presents a challenge to achieving the mode share target, as factors are introduced which are outside of the control of the *Framework* and the Amendment.

The promotion by schools of active and sustainable travel and demand management could, however, encourage parents to avoid using private vehicles to deliver their child to school, including those from adjacent suburbs seeking to attend schools in Fishermans Bend (subject to school catchment zones) to which the planning controls do not apply.

Summary

Given the size of Fishermans Bend, the proposed co-location of dwellings and community services, the proposed active and public transport networks and proposed planning controls (such as reducing car parking provision), there is potential that the target of 90 per cent of school-related trips by sustainable modes could be at least achieved for such trips *wholly contained within Fishermans Bend* (i.e. by residents of Fishermans Bend to schools in Fishermans Bend).

[39] VISTA 2013, https://public.tableau.com/profile/dedjtr#!, accessed 19/02/18

Further investigations into school-related travel patterns are likely to be required for school trips outside of Fishermans Bend, with commensurate public transport or active travel links reviewed to support this highly aspirational target.

e) What are the consequences if the target of 90 per cent of school-related trips by sustainable transport is not achieved?

Similar to the 80 per cent sustainable transport mode share target, the establishment of an aspirational mode share target for school-related trips will play an important role in realising the Vision for the precinct.

The proposed density and magnitude of development (e.g. 80,000 residents) is likely to result in a significant number of school-related trips. The Fishermans Bend Taskforce (within the DELWP Population and Demographics Report) estimates that 28 per cent of households in Fishermans Bend will comprise of families with children, including up to 50 per cent of the households in Wirraway.[40] Further, the DELWP report assumes that approximately 15 per cent of Montague residents, 13 per cent of Lorimer residents, 8 per cent of Sandridge residents and 17 per cent of Wirraway residents will be school-aged children aged 5-19 years old. [41] This would likely result in a significant number of school trips being generated each day.

If, then, a substantial paradigm shift to sustainable transport for school trips were not achieved, the existing congestion on key motorways and arterial roads[42] would likely be exacerbated – particularly in the AM peak where trips to school tend to coincide will travel to work.

Does a mode share target of 90 per cent to sustainable transport for school-related trips support the creation of a connected and liveable community?

I am satisfied that the creation of a mode share target for sustainable transport with respect to school-related trips supports the creation of a connected and liveable community. However, further work needs to be undertaken to determine whether an appropriate target has been set.

5.2.3 Sustainability Goal 1 – Target 3 "A walkability score of 90 per cent is achieved from homes and workplaces"

What does the Framework say?

The Framework establishes a target to achieve a walkability score of 90 per cent from homes and workplaces.

This target derives from the Fishermans Bend ITP, which establishes a target for long-term planning at Fishermans Bend where a "walkability score of more than 90 via WalkScore is achieved for all dwellings and workplaces".

Walkability

This target is also broadly related to other sustainable-travel Targets identified in the Framework, including:

- "80 per cent of trips are made by sustainable transport modes"
- "People can access public open space within 200 metres of their home"

---

[40] Analysis based on Table 1 (page 3) of Fishermans Bend Population and Demographics Report, April 2017

[41] Analysis based on summary tables for each precinct as shown in Fishermans Bend Population and Demographics Report, April 2017 for age groups 5-9 years, 10-1 years and 15-19 years in 2051.

[42] Fishermans Bend ITP, page 9

To understand whether the target supports the creation of a 'connected and liveable community', it is important first to:

a) understand what is meant by 'walkability score', how they are measured and if/how the score can be impacted
b) understand how walkability from homes and workplaces supports a 'connected and liveable community'
c) understand the current 'walkability score' of homes and workplaces, and how it is likely to change in the future
d) understand whether a 'walkability score' of 90 per cent is achievable
e) understand the consequences if a walkability score of 90 per cent is not achieved.

a) What is meant by 'walkability score'? How is the 'walkability score' calculated? What impacts a 'walkability score'?

The Fishermans Bend ITP identifies 'Walk Score®' as the nominated measure for walkability, with respect to this target.

Walk Score® is a private company that provides various measures of accessibility by mode of travel. The 'Walk Score', according to the company, *"measures walkability on a scale from 0 - 100 based on walking routes to destinations such as grocery stores, schools, parks, restaurants, and retail."*[43] A WalkScore of 90 or above is defined as a 'Walker's Paradise' where 'daily errands do not require a car'. For context, suburbs in Melbourne with a Walk Score of 90 or higher include Carlton, Fitzroy, Fitzroy North, Melbourne, St Kilda, South Yarra, East Melbourne, South Melbourne, Collingwood, Windsor, Southbank and Richmond.[44]

b) How does walkability from homes and workplaces contribute to a 'connected and sustainable community'?

The Fishermans Bend ITP outlines a 'need to do things differently', with a shift to sustainable transport modes, particularly for short-to-medium length trips. The relevant excerpt from the *Fishermans Bend ITP* is reproduced below.

"The vision for Fishermans Bend is for an area that makes a significant contribution to Melbourne's liveability and productivity by connecting it with the city and its surrounding established neighbourhoods.

…To achieve this, Fishermans Bend will need to emulate the characteristics of the existing central city, namely excellent connectivity into and within the area, small city blocks with a fine grain network of streets and lanes, active street frontages, limited parking provision weighted towards short stay and excellent pedestrian environment and a high quality public realm."

The ability for someone to incorporate walking as the main mode of transport in their daily lives has immense benefits for the community. Walking allows for people to interact with their environment, their neighbours and the community. By providing a safe and connected walking network, walking will become a more desirable mode of transport. As this occurs, the street network and activity centres will become activated, thus encouraging even more people to choose to walk.

---

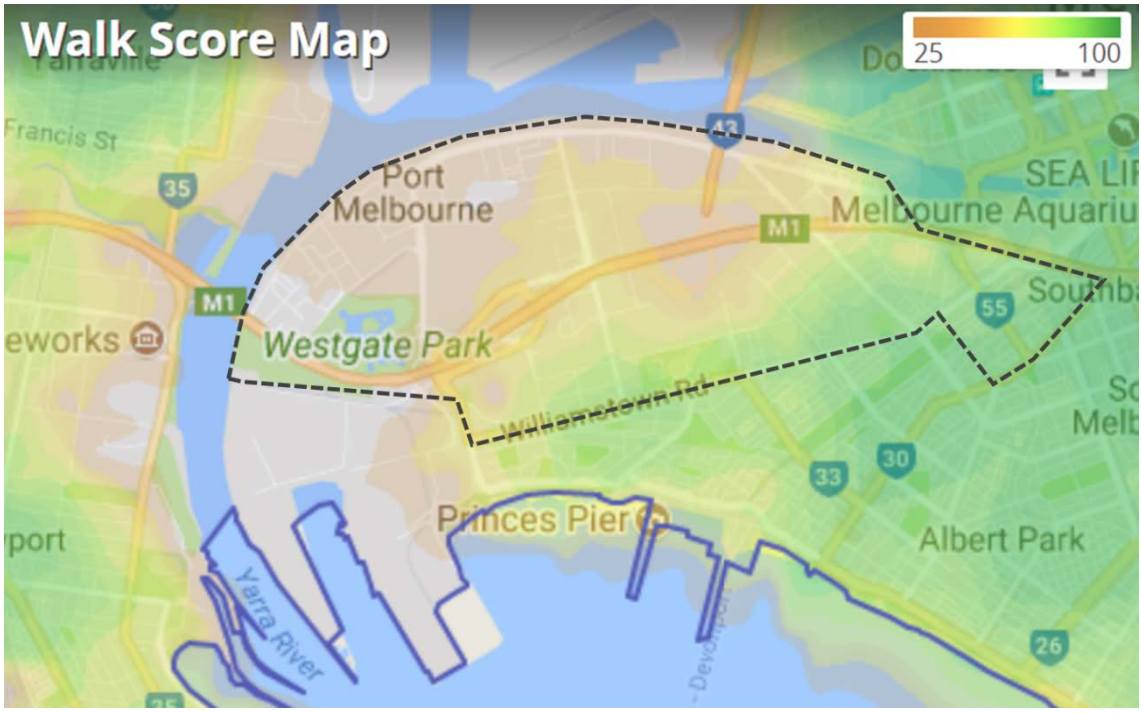
[43] *Walk Score – Data Services* n.d., Walk Score, https://www.walkscore.com/professional/research.php, accessed 15/02/18
[44] *Walk Score – Living in Melbourne* n.d., Walk Score, https://www.walkscore.com/AU-VIC/Melbourne, accessed 19/02/18

c) What is the current walkability score, and how is it likely to change in the future?

The existing Walk Score for the Fishermans Bend area varies significantly from less than 25 (for example, in industrial areas near the West Gate Bridge) to almost 100 (for example, at the site of the new South Melbourne Primary School near Southbank).

Figure 5.5 shows the existing Walk Score in the vicinity of the Fishermans Bend Urban Renewal Area.

Figure 5.5: Walk Score Heatmap & Urban Renewal Area (Indicative)[45]



Areas south of the West Gate Freeway typically exhibit higher existing Walk Scores than the Employment Precinct. Some areas (particularly to the east, in proximity to Southbank) have already achieved a Walk Score in excess of 90 under existing conditions.

Clearly, the majority of the existing Fishermans Bend area has not scored a high walk score. This is a legacy of historic industrial land uses and previous car-centric or motorised vehicle planning. The area has a significant opportunity to generate transformative change in the way people move, including encouraging significantly more walking.

WalkScore is one method to assess walkability that can be supplemented by additional measurement tools. For example, The University of Melbourne has developed an online pedestrian modelling platform that assists planners to assess the accessibility of the walking environment, having regard for physical barriers such as stairs and topography. The platform, known as '[PedCatch](http://www.pedcatch.com)'[46] enables planners to assess walkable catchments around designated locations, including highlighting constraints and limitations to walking for people with mobility impairments. It is, therefore, a good measure for ensuring that all users are considered when planning for walking in Fishermans Bend. This aligns with Strategy 1.2.5 in the draft Framework that states:

---

[45] *Walk Score – Living in Melbourne* n.d., Walk Score, https://www.walkscore.com/AU-VIC/Melbourne, accessed 19/02/18

[46] White, M & Kimm, G 2016 'Pedcatch', The University of Melbourne, viewed 26 February 2018, http://www.pedcatch.com

'Design streets to create safe, comfortable pedestrian-friendly environments that enable children, seniors and people with disabilities to get around independently and safely.'

Using the PedCatch tool, it is possible to generate a heatmap-style plan that shows the relative accessibility (by walking) within the area. (Figure 5.6). The darker red areas indicate areas that are considered most accessible by people with mobility impairments.

Figure 5.6: Extent of existing footpath network and relative walkability in Port Melbourne

Source: http://www.pedcatch.com/

It can be seen from Figure 5.6 that there are large areas within Fishermans Bend that have limited provisions for walking. By way of comparison, the CBD is much more accessible, with a broader and more permeable walking catching catchment, as can be seen in the examples below (see Figure 5.7 and Figure 5.8).

Figure 5.7: Example walkable catchment (500 Bourke St, Melbourne)

Figure 5.8: Example walkable catchment (Rocklea Dr, Port Melbourne)

For Fishermans Bend to be able to achieve a high walkability score and to emulate the walkability of the CBD, it must deliver on Sustainability Goal 1 – a connected and liveable community, through the following objectives:

- **Objective 1.1** – Deliver public transport services that connect to the existing Melbourne network and are a ten-minute walk from all residences and workplaces
- **Objective 1.2** – Make Fishermans Bend a great place to walk for people with a wide range of abilities and needs
- **Objective 1.4** – Create a street network that prioritises walking and cycling while still facilitating vehicle access
- **Objective 1.5** – Enable residents and workers to access public spaces and community facilities within an easy walk.

Based on my investigations, I am satisfied that the target of 'a walkability score of 90 per cent' will deliver on the objectives above; however, the next phases of planning should contemplate the use of other tools beyond Walk Score as a measure of walkability (i.e. consider other measures such as PedCatch).

d) Is a walkability score of 90 per cent from homes and workplaces likely to be achievable?

The *Framework* outlines aspirations for Fishermans Bend to *"have the social, environmental and economic benefits of a 20-minute neighbourhood"* and *"activity centres, community infrastructure and open space within a 10minute walk."* Objective 1.1 of the *Framework* also strives for public transport services to be provided within *"a 10-minute walk from all residences and workplaces".*

The *Fishermans Bend ITP* also envisages the area as a *"10-minute neighbourhood"*, where *"local shops and services, parks, education, community and cultural services and public transport are generally located within a 10-minute walk of dwellings and workplaces".*

Considering the aspirations for a highly walkable precinct and the basis of the Walk Score calculation method, it is feasible that Fishermans Bend could achieve a comparable (or higher) Walk Score outcome in comparison to similar suburbs, such as Southbank and Melbourne CBD.

In this regard, it is considered feasible that a Walk Score of 90 or higher is achievable for Fishermans Bend, noting the success of this target is highly dependent on the ultimate distribution of facilities, services and amenities with respect to homes and workplaces.

5.3 Sustainability Goal 2 A prosperous community

What is meant by 'prosperous'?

For Fishermans Bend 'prosperous' can be understood to mean the integration of a diverse and dynamic range of economic activities and commercial offerings. This includes commercial, retail, community, leisure and entertainment uses, with planning supporting diverse education and employment opportunities across all precincts.[47]

[47] Fishermans Bend Framework 2017, page 27

The *Framework* identifies that an integrated approach to land use and transport planning will best support this prosperity, noting that commercial activity in Fishermans Bend "*will need to be supported over time by additional public transport infrastructure that connects Fishermans Bend to the rest of Melbourne."*[48]

Overall, a prosperous Fishermans Bend will be a place where[49]:

- *Planning will support diverse employment and education opportunities across all precincts*
- *Local and metropolitan jobs will be supported across a range of sectors – complemented by education and training opportunities*
- *Opportunities for commercial and creative industries will need to be preserved to ensure that a balanced mix of uses is provided, building on the area's existing strengths.*

5.3.1 Sustainability Goal 2 – Target 1 "Fishermans Bend is host to 80,000 jobs"

What does the Framework say?

Plan Melbourne flags that *"Melbourne will need 1.5 million new jobs over the next 35 years."*[50] Projected employment growth shows an anticipated uplift of 233,000 jobs in inner Melbourne, particularly in professional scientific and technical services, finance and insurance, healthcare and social assistance and public administration and safety.[51] Plan Melbourne also envisages Fishermans Bend as a National Employment and Innovation Cluster. The Framework, meanwhile, recognises that as Melbourne's largest inner-city urban renewal area, Fishermans Bend will accommodate up to 80,000 jobs by 2050.

The initial *Fishermans Bend Urban Renewal Area Draft Vision (2013)* ('the draft Vision 2013') identified that *"by 2050, Fishermans Bend could accommodate up to 40,000 jobs and 80,000 residents."*[52] At that stage of planning, the Fishermans Bend Urban Renewal Area comprised only four precincts (Wirraway, Sandridge, Lorimer and Montague) and did not include the current Employment Precinct. As such, the previous Strategic Framework Plans (July 2014 and April 2015) continued to make reference to a vision for 40,000 jobs.

In April 2015 the Victorian Government announced a recast of the project's vision, introducing the Employment Precinct into the Fishermans Bend Urban Renewal Area. The Recast Vision released for consultation in May 2016 identified that Fishermans Bend would support 60,000 rather than 40,000 jobs.[53] The Strategic Framework Plan (amended September 2016) and final Vision were updated to reflect this increased employment vision, and subsequent technical reports were, for the most part, generally prepared on that basis.

The *Fishermans Bend Population and Demographic Report* prepared by DELWP in 2017, however, identifies Fishermans Bend as *"likely to accommodate 80,000 jobs by 2051."*[54] This includes approximately 40,000 jobs in the Employment Precinct, which is explained in the same paper as:

---

48 Fishermans Bend Framework 2017, page 44
49 Fishermans Bend Vision, page 10
50 Plan Melbourne, page 20
51 Plan Melbourne, page 21
52 Fishermans Bend Urban Renewal Area Draft Vision 2013, page 7, http://www.fishermansbend.vic.gov.au/__data/assets/pdf_file/0030/29766/Draft_2013_Vision.pdf, accessed 27/02/18
53 Fishermans Bend Recast Vision - Draft for Consultation, May 2016, page 6, http://www.fishermansbend.vic.gov.au/__data/assets/pdf_file/0028/29764/Fishermans_Bend_Vision_V18.pdf, accessed 27/02/18
54 Fishermans Bend Population & Demographics Report, April 2017, page 20, http://www.fishermansbend.vic.gov.au/__data/assets/pdf_file/0021/87060/Fishermans-Bend-Population-and-Demographic-Report_April-2017.pdf, accessed 27/02/18

"with Victorian Government investment in the General Motors Holden site; a proposed tram connection along Turner Street; and, in the long term, a potential underground rail station within the precinct, the jobs projection to 2050 has been upwardly revised to 40,000 jobs. When combined with the 40,000 jobs projected across the balance of the precincts, Fishermans Bend is anticipated to be host to 80,000 jobs in 2050."[55]

The result is the *Framework* now reflects a target to achieve 80,000 jobs and 80,000 residents in the urban renewal area by 2050.

To understand whether the target supports the creation of a 'prosperous community', it is important first to understand what supporting a target of 80,000 jobs would mean from the perspective of integrated land use and transport planning.

The target of 80,000 jobs is reflected through an uplift in connectivity, including direct cycling, tram and rail access to the CBD.

As is outlined in the Melbourne Metro business case, access to the CBD is a prosperous 'cycle':

[Better access to the CBD] enables the CBD to continue to grow and realise its full job growth potential. By enabling more workers (and businesses) to locate in highly productive, employment-dense areas, Melbourne Metro increases labour productivity through agglomeration economies (benefits which flow to firms and workers located in close proximity)[56].

Wider Economic Benefits, including agglomeration, will be incorporated into the infrastructure planning process as reducing any constraint on access to Melbourne's CBD increases access to the most productive area in Victoria and second most productive area in the whole of Australia. Based on this, I am confident that the target of 80,000 jobs, with sustainable connectivity to the CBD will lead to a prosperous community.

5.3.2 Sustainability Goal 2 – Target 4 "Port of Melbourne remains Australia's primary container port"

What does the Framework say?

The Framework establishes a target to maintain the Port of Melbourne as Australia's primary container port.

To understand whether the target supports the creation of a 'prosperous community', it is important to:

a) understand what is meant by 'primary' as a target
b) understand how the Port of Melbourne contributes to 'a prosperous community'
c) understand the consequences if the Port of Melbourne does not remain Australia's primary container port
d) Determine whether maintaining the Port of Melbourne as Australia's primary container port supports the creation of a prosperous community

[55] Fishermans Bend Framework 2017, page 21, http://www.fishermansbend.vic.gov.au/__data/assets/pdf_file/0021/87060/Fishermans-Bend-Population-and-Demographic-Report_April-2017.pdf, accessed 27/02/18

[56] Melbourne Metro Business case, page 8, http://metrotunnel.vic.gov.au/__data/assets/pdf_file/0006/40677/MM-Business-Case-Feb-2016-WEB.pdf, accessed 05/03/2018

a) What is meant by 'primary' as a target?

I take 'primary' to mean 'the largest container and general cargo port in Australia' by capacity.

The Port of Melbourne is Australia's largest maritime trade and logistics hub. In 2003 the Port of Melbourne Corporation (PoMC) was created and has had a significant role in the growth of south-east Australia. The Port of Melbourne Corporation Annual Report (2015-16) states that since 2003 the port has handled almost 30 million containers and coordinated the safe passage of 90,000 vessel transits to and from Port Phillip. [57]

b) How does the Port of Melbourne contribute to a 'prosperous community'?

Ports are critical for the competitiveness of Australian businesses. The performance of ports facilitates innovation, productivity gains and facilitate innovation productivity gains and economic growth in Australia[58].

The Port of Melbourne Economic Contribution Study identifies the Port of Melbourne as the most important port in Victoria and one of the largest in Australia. In addition, the Port of Melbourne is the key international port for imports to, and exports from, Tasmania. This includes international exports and imports, as well as goods moving from and to mainland Australia. [59]

Plan Melbourne identifies the Port of Melbourne as Australia's largest container and general cargo port, handling more than a third of the nation's container trade and supporting more than 15,000 jobs.[60] Further to this, the Plan recognises the port as a state-significant transport gateway.

The jobs created by the Port of Melbourne, whether locally filled or not, provide contribution to the local economy and surrounding businesses.

c) What are the consequences if the Port of Melbourne does not remain Australia's primary container port?

Transport plays an important role in facilitating economic prosperity. An efficient and reliable transport network assists the productivity of existing businesses, as well as helping people have access to a wide range of job opportunities. Transport's role in supporting business access to markets for their goods and services is a key consideration in the investment decisions of firms and is a core component of our competitiveness as a state. Improving the affordability, availability and accessibility of the transport system will support both individuals and businesses to access employment, markets, education and services and ensure future growth for Victoria.

Plan Melbourne identifies the Port of Melbourne as a *"place of state significance that will be the focus for investment and growth"*. As a transport gateway to Victoria, Plan Melbourne identifies the need to *"secure adequate gateway capacity for moving passengers and freight into and out of Victoria and support future employment and economic development opportunities at major ports, airports and interstate terminals"*[61].

Further to this, Plan Melbourne identifies Fishermans Bend a National Employment Cluster. One of the key attributes of the cluster being the established industrial area on the doorstep of the CBD employing approx. 12,200 people[62]. From a local perspective, if the Port of Melbourne was removed, this would have a fundamental impact on the local businesses which currently support

---

57 Port of Melbourne Corporation Annual Report (2015 -16)
58 National Ports Strategy, 2010
59 Port of Melbourne Economic Contribution Study, 2007
60 Plan Melbourne, page 35
61 Plan Melbourne, page 15
62 Plan Melbourne, page 29

the economic activity within the port and rely on the existing and growing job market within this area.

As the Port is already established and the growth of the port has been included as part of the strategic direction on Plan Melbourne (National Employment Cluster), in the event of the Port being removed or the growth of the port being compromised by a competing location, this would largely disruption the strategic direction identified in Plan Melbourne for the local economy and wider area.

The Port has historically received extensive investment and has been included as part of long-term strategic planning for Melbourne (Plan Melbourne)[63]. Therefore, from a planning perspective there is rationale to continue developing the port in line with the vision set out in Plan Melbourne.

d) Does maintaining the Port of Melbourne as Australia's primary container port support the creation of 'a prosperous community'?

Maintaining the Port of Melbourne as Australia's primary container port supports the creation of a prosperous community as the existing employment opportunities combined with the variety of commercial development it will contribute to the economic diversity within Fishermans Bend. Additionally, maintaining Port of Melbourne as a primary container port allows for supporting businesses to thrive as the demand for additional good and services will continue to grow.

5.3.3 Sustainability Goal 2 – Target 5 "Several universities have established campuses in Fishermans Bend"

What does the Framework say?

Plan Melbourne has identified Fishermans Bend as a national employment and innovation cluster *"to improve the growth and clustering of business activity of national significance, particularly in knowledge-based industries".* Plan Melbourne identifies that *"these areas are to be developed as places with a concentration of linked businesses and institutions providing a major contribution to the Victorian economy"[64].* Specific to Fishermans Bend, planning has identified *"opportunities to further develop the cluster's design and engineering and advanced manufacturing, and attract complementary education and research organisations[65]".*

Plan Melbourne further identifies that each national employment and innovation cluster is *"anchored by a specialised activity (such as a university, research facility, medical facility or manufacturing enterprise) that has seeded its growth".*

In this respect, the Framework establishes a target to have several universities establish campuses in Fishermans Bend in 2050.

Consistent with this vision, a media release for Fishermans Bend has identified that *"Australia's highest-ranked university, the University of Melbourne will build a new campus in Fishermans Bend as part of an almost $1 billion commitment to create a world-class engineering school".* The new campus would be established on the former General Motors Holden site, owned by the Victorian

63 Plan Melbourne, page 14
64 Plan Melbourne, page 14
65 Plan Melbourne, page 29

Government, and would accommodate over 1,000 new engineering and IT students and academics[66].

To understand whether the target supports the creation of a 'prosperous community', it is important to:

- Understand how university campuses contribute to 'a prosperous community' and how they impact on transport
- Understand existing tertiary education facilities in Fishermans Bend, and how this is likely to change in the future
- Determine whether the target is appropriate
- Understand the consequences if universities are not established in Fishermans Bend
- Determine whether establishing university campuses supports the creation of a prosperous community.

How do university campuses contribute to a 'prosperous community' and how do they impact on transport?

Universities play a fundamental role in the development of a prosperous community. International evidence demonstrates that strong university sectors are associated with stronger economies on a national, state and local level. A report by Deloitte Access Economics for Universities Australia identified the following benefits which contribute to a 'prosperous community' as follows:

- Universities build social capital
- Universities drive economic growth through research
- Universities contribute to local community service
- University are vibrant 'living' communities that create a demand for local supporting businesses[67].

Universities are hubs of activity, with students and academics accessing campuses from a vast array of geographic areas and across a range days and times of day. As shown in Figure 5.9, tertiary institutions in the inner areas of Melbourne have a high propensity to use public transport (32 per cent) and active travel (34 per cent)[68]. This is generally reflective of inner institutions' location proximate to a denser public transport network and close to a range of activities, services and residences (including student accommodation).

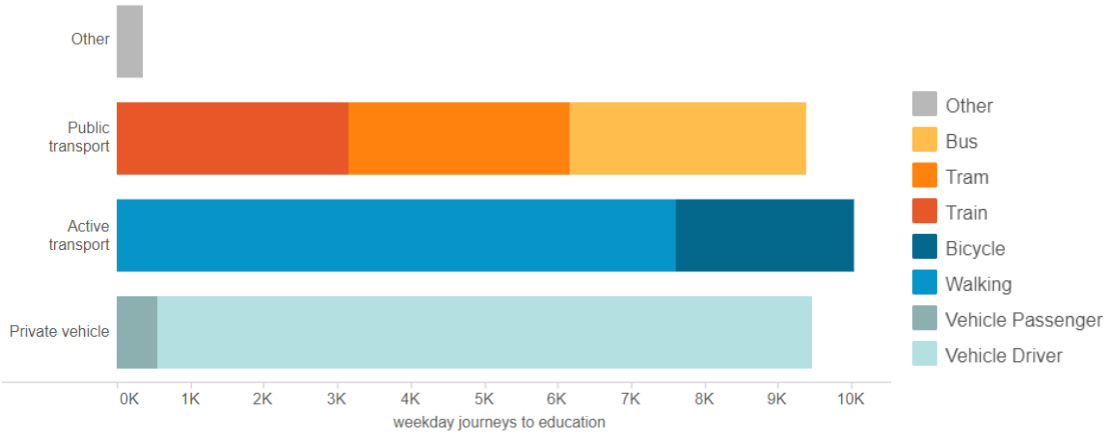
---

66 "New world-class university engineering campus coming to Fishermans Bend", Department of Environment, Land, Water and Planning, http://www.fishermansbend.vic.gov.au/media/new-world-class-university-engineering-campus-coming-to-fishermans-bend, accessed 01/03/18

67 The Importance of Universities to Australia's Prosperity, Deloitte Access Economics, 2015, available at https://www2.deloitte.com/au/en/pages/economics/articles/importance-universities-australias-prosperity.html, accessed 01/03/18

68 VISTA 2013, http://economicdevelopment.vic.gov.au/__data/assets/pdf_file/0003/1269291/VISTA-2013-Travel-in-metropolitan-Melbourne.PDF, accessed 19/02/18

Figure 5.9: Mode Shares for Journey to Tertiary Education – Inner Melbourne (VISTA 2013)



What tertiary education facilities exist in Fishermans Bend, and how is this likely to change in the future?

There are no existing tertiary education facilities within Fishermans Bend. However, as part of the redevelopment project Fishermans Bend, University of Melbourne is committing delivering a new campus within Fishermans Bend which is intended to be a leading precinct for advanced manufacturing, design, engineering and technology[69].

Is this an appropriate target?

The Australian Transport Assessment and Planning Guidelines note that *"targets should be measurable"*[70]. The target for 'several universities' to establish campuses in Fishermans Bend is vague as 'several' does not refer to a specific target, but some number typically greater than two[71].

The target is prescriptive in that it seeks for diversity in university institutions (i.e. 'several universities'), rather than 'several campuses' as might be seen for various faculties of a single university. The target also does not speak to the quality of integration of the university with the surrounding area (with respect to integration in the form of a national employment and innovation cluster) and the size of the campuses or overall student population.

Several Universities operating at Fishermans Bend would impact on the transport network, but this is dependent on the size, design and location (or absence of) university campuses. A single campus is unlikely to be large enough to change the need for a strategic piece of infrastructure (above the population and employment forecasts) but the location of a campus will impact the viability and/or justification for the provision of certain transport services (e.g. similar to Monash Universities' high frequency shuttle buses).

Broadly speaking, I consider the Framework target to include 'several' (i.e. more than two) tertiary education facilities within Fishermans Bend is achievable, provided the appropriate resources are provided (such as site availability), appropriate government intervention and management and sufficient demand for multiple tertiary providers to establish in the precinct.

---

69 "New world-class university engineering campus coming to Fishermans Bend", Department of Environment, Land, Water and Planning, http://www.fishermansbend.vic.gov.au/media/new-world-class-university-engineering-campus-coming-to-fishermans-bend, accessed 01/03/18

70 "Defining goals, objectives and targets", Australian Transport Assessment and Planning, Department of Infrastructure and Regional Development, https://atap.gov.au/framework/goals-objectives-targets/2-defining-goals-objectives-targets.aspx, accessed 01/03/18

71 Definition of Several, Collins Dictionary, https://www.collinsdictionary.com/dictionary/english/several, accessed 01/03/18

However, I recommend the target is replaced with a more measurable aspiration, such as definition of a number of students within the precinct by 2050. This may be further disaggregated to select students in select faculties to align with intentions for the university to integrate with surrounding business.

What are the consequences if this target is not achieved?

The provision of a university enhances opportunities for contained community living by way of co-located tertiary facilities with residential areas. Integration of a university in an employment and innovation cluster also provides benefits in the reduction for need to travel, or increased localisation of trips.

The high propensity for public transport and active travel uptake amongst university students would also contribute to broader aspirations for the precinct, including 80 per cent mode share to sustainable travel.

If the university campuses are not established, these benefits would not be realised. Local residents would need to travel greater distances to attend a tertiary institution and business in Fishermans Bend would need to reach further to align with universities.

Would establishing several campuses support the creation of a prosperous community?

I am satisfied that in general, establishing several university campuses would support the creation of a prosperous community. With respect to transport, the integration of tertiary facilities with business and residences would introduce economies in terms of reduced travel distances and/or increased localisation of trips and commensurate increase in active and public transport uptake.

5.4 Sustainability Goal 3 An inclusive and healthy community

What is meant by an 'inclusive community' and a 'healthy community'?

An inclusive and healthy Fishermans Bend will be a place where[72]:

- *"Community services, such as schools, health services, community meeting spaces, library services, sporting facilities and high quality public spaces, will ensure that people have opportunities to lead connected and healthy lives."*

It will also be:

- *"…a community for people of all ages and backgrounds. It will provide a range of dwelling options for all types of households, including families."*

5.4.1 Sustainability Goal 3 – Target 3 "People can access public open space within 200 metres of their home"

The Framework establishes a target for people to have access to public open space within 200 metres of their home. This target is broadly addressed by the earlier walkability target (refer Sustainability Goal 1), whereby a range of amenities are available within close proximity to homes and workplaces, including open space.

[72] Fishermans Bend Vision, page 10

With respect to transport, the provision of public open space within 200 metres of homes serves to encourage recreational activity, including walking and cycling. This is supported by specific Strategies within Sustainability Goal 3 (creation of recreational walking and cycling trails and investigate in longer-term opportunities to deck over transport infrastructure). This may facilitate the uptake of active travel modes for a greater share of trips.

In this regard, I am satisfied that the provision of public open space within 200 metres of homes is consistent with the vision for the precinct.

5.5 Sustainability Goal 7 A low-carbon community

What is meant by a 'low-carbon community'?

I take a 'low-carbon community' to mean a Fishermans Bend which produces a low level of greenhouse gas emissions. To provide guidance on what is meant by 'low', the *Framework* outlines that "Victoria has committed to reduce its greenhouse gas emissions to net zero by 2050, as well as setting renewable energy targets of 25 per cent by 2020 and 40 per cent by 2025"[73].

5.5.1 Sustainability Goal 7 – Target 1 "Fishermans Bend will achieve zero net greenhouse gas emissions by 2050"

Environmentally-responsible decisions protect, conserve and improve the natural environment. This ensures that we have the ability to maintain and improve living conditions needed to sustain people and other species. The *Framework* establishes a target to achieve zero net greenhouse gas emissions by 2050 which reflects a commitment to make sustainable choices to reduce the environmental impact of the precinct. This is consistent with the government's commitment for broader Victoria to reduce greenhouse gas emissions to net zero by 2050.

The transport sector is a significant consumer of energy, and a major source of carbon. The Framework identifies that *"switching from private cars to public and active transport is a key component"* of achieving this goal[74].

I am broadly satisfied that from a transport perspective, the transport-related Targets under Sustainability Goal 1 (including a high sustainable mode share target for all trips, and school-related trips) are consistent and will lead to the delivery of a low carbon community.

[73] Fishermans Bend Framework, page 64
[74] Fishermans Bend Framework, page 64

6. Peer Review (Objectives)

6.1 Objectives

Transport Objectives are statements of outcomes that an authority is aiming to achieve through its transport system. Objectives are statements about desired outcomes. Outcomes are the end results that are achieved by meeting the Objectives. Targets should be able to measure if the Objectives were realised.

To assess whether the Targets align with the Objectives, the table below assesses the likely outcome of the objective and if this aligns to a Framework target.

Table 6.1: Assessment of Objectives Alignment with Framework Targets

Objective	Likely Transport Outcome	Reflected in Framework Targets
Objective 1.1 Deliver public transport services that connect to the existing Melbourne network and are a ten minute walk from all residences and workplaces	Increase in public transport use Lower dependence on private vehicles	80 per cent of trips are made via sustainable transport
Objective 1.2 Make Fishermans Bend a great place to walk for people with a wide range of abilities and needs	Increase in the number of residents walking, and reducing short vehicle trips	80 per cent of trips are made via sustainable transport 90 per cent of school related trips are made by sustainable transport A walkability score of 90 per cent is achieved from homes and workplaces. A focus for community interaction is provided within each precinct
Objective 1.3 Make Fishermans Bend an exceptional place to cycle	Increase in cycling as a mode share Increase in cycling as a form of transit and recreationally	80 per cent of trips are made via sustainable transport 90 per cent of school related trips are made by sustainable transport
Objective 1.4 Create a street network that prioritises walking and cycling while still facilitating vehicle access	Increase in active travel as a mode share whilst not inhibiting vehicle movement	80 per cent of trips are made via sustainable transport 90 per cent of school related trips are made by sustainable transport Port of Melbourne remains Australia's primary container port
Objective 1.5 Enable residents and workers to access public spaces and community facilities within an easy walk	A higher walking mode share and community interaction	80 per cent of trips are made via sustainable transport 90 per cent of school related trips are made by sustainable transport A walkability score of 90 per cent is achieved from homes and workplaces. A focus for community interaction is provided within each precinct People can access public open space within 200m of their home

Objective	Likely Transport Outcome	Reflected in Framework Targets
Objective 1.6 Support long-term sustainable transport patterns	A continued transition towards sustainable travel into the long-term future	80 per cent of trips are made via sustainable transport 90 per cent of school related trips are made by sustainable transport A walkability score of 90 per cent is achieved from homes and workplaces A focus for community interaction is provided within each precinct People can access public open space within 200m of their home
Objective 1.7 Support low-impact methods of delivering last-kilometre-freight and waste removal	Reduce the number of freight / waste vehicle trips	80 per cent of trips are made via sustainable transport
Objective 1.8 Plan and design new development to respond to existing and future infrastructure and land uses	More effective use ('sweating') of existing transport infrastructure	80 per cent of trips are made via sustainable transport
Objective 1.9 Create thriving, lively mixed use neighbourhoods that have a distinct identity and character, which fosters social cohesion	Localisation of trips, reduced need to travel	80 per cent of trips are made via sustainable transport 90 per cent of school related trips are made by sustainable transport A walkability score of 90 per cent is achieved from homes and workplaces A focus for community interaction is provided within each precinct People can access public open space within 200m of their home
Objective 1.11 Align population, job growth and residential densities with the provision of infrastructure and amenities	Transport orientated development	80 per cent of trips are made via sustainable transport
Objective 1.12 Deliver a diverse range of housing choices, including apartment towers, mid-rise and low-rise buildings, that suit a wide range of people and can be adapted to changing housing needs over time	Localisation of trips, reduced need to travel Range of people travelling in the area at different times of the day	90 per cent of school related trips are made by sustainable transport A walkability score of 90 per cent is achieved from homes and workplaces A focus for community interaction is provided within each precinct People can access public open space within 200m of their home
Objective 1.13 Design buildings to protect internal amenity and deliver a high quality public realm	Increased public amenity, including for walking and street 'place' functions	80 per cent of trips are made via sustainable transport A walkability score of 90 per cent is achieved from homes and workplaces A focus for community interaction is provided within each precinct
Objective 2.1 Facilitate job growth across Fishermans Bend to host 80,000 jobs by 2050	Increase in sustainable transport use to activity centres	80 per cent of trips are made via sustainable transport A successful activity core is established is established in each precinct where business can thrive, and everyday needs are met The employment precinct is international renowned as a centre of innovation in design and manufacturing

Objective	Likely Transport Outcome	Reflected in Framework Targets
Objective 2.3 Establish the Employment Precinct as a unique economic precinct of global significance	Increased number of overall trips to, from and within the precinct	80 per cent of trips are made via sustainable transport
Objective 2.5 Protect Port of Melbourne activities to expand and enhance the long-term economic viability of Melbourne and access to global markets	Freight traffic should continue to use (and be limited to) the strategic road network to limit any potential negative impact on the community	Port of Melbourne remains Australia's primary container port
Objective 3.6 Reconsider existing public open spaces within Fishermans Bend in the context of a changing urban environment	Increased walking and cycling through active travel/green spine connections	80 per cent of trips are made via sustainable transport
Objective 3.7 Ensure a distribution of diverse, well designed and safe public open spaces	Increase in use of active travel paths by all user groups	People with a wide range of abilities are able to get around independently
Objective 7.1 Develop Fishermans as a zero net emissions precinct	Reduced reliance on unsustainable transport modes, including private vehicle	80 per cent of trips are made via sustainable transport
Objective 8.2 Reduce amenity impacts from waste collection	Better quality of living and greater use of sustainable modes	80 per cent of trips are made via sustainable transport

I am confident that the Targets broadly align to the likely outcomes of the Objectives.

7. Peer Review (Strategies)

The aim of this section is to determine whether or not the Strategies outlined in the Framework support and allow for the Objectives for the precinct to be achieved.

A strategy is broadly defined as a plan or action that is designed to achieve a set objective. A Victorian framework for developing major strategies is the Victorian, Department of Treasury and Finance, Investment Management Standard (IMS).[75] The IMS is an agreed approach, that is widely adopted across Australasian, to help organisations to direct their resources and achieve the best outcomes.

The IMS includes a 'line of enquiry' to help decision-makers determine if a problem is addressed appropriately. During the Response Definition phase of the IMS, the IMS adopts an approach that explores a broad range of potential response strategies to assist in deciding which one is preferred.

The intention of Table 7.1 (below) is to provide a general understanding if Strategies align with the Objectives and the Framework Strategies encompass a range of approaches (i.e. demand, supply and productivity).

Table 7.1: Review of Strategies

Objective	Framework Strategies	Aligns with Objective	Managing Demand	Changing Supply	Improving Productivity	Commentary
Sustainability Goal 1						
Objective 1.1 Deliver public transport services that connect to the existing Melbourne network and are a ten minute walk from all residences and workplaces	**1.1.1** Seek to extend the tram network to Fishermans Bend, including two new dedicated tram routes connecting north and south of the freeway to Docklands, Southern Cross Station and the Hoddle Grid	✔		✔		**A new** tram network is proposed to connect to the existing Melbourne tram network, the alignments in the Tram are proposed in the ITP and the Framework and are generally shown to be within a 10 minute walk of residences
	1.1.2 Investigate potential metro stations that may be incorporated in a future underground rail line	✔		✔		An MCA was used to recommend the preferred **new** rail connection for inclusion in the ITP and Framework
	1.1.3 Enhance the existing light-rail services in Montague to improve capacity and access	✔		✔		**New** light-rail services are recommended to be delivered in response to growth in demand
	1.1.4 Upgrade existing and introduce new bus services to improve coverage, frequency, connection and user choice	✔		✔		Alongside recent funding for buses to Fishermans Bend, VITM modelling includes **new** bus services
	1.1.5 Explore opportunities to support the delivery of privately operated ferries and water taxis	-		✔		Ferries and water taxis are unlikely to contribute greatly to the people movement task[76] so operations will likely be niche and demand responsive

[75] The Department of Treasury of Finance, Investment Management Standard 2017

[76] FB Water Transport Study Report , WSP, page 5

Objective	Framework Strategies	Aligns with Objective	Managing Demand	Changing Supply	Improving Productivity	Commentary
Objective 1.2 Make Fishermans Bend a great place to walk for people with a wide range of abilities and needs	**1.2.1** Create new, direct pedestrian connections across the Yarra River to Docklands	✔		✔		The feasibility of a **new** direct pedestrian crossing was reviewed in the PTAT report[77] and is in the ITP as priority
	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)	✔		✔		A **proposed finer-grain** road network will provide new walk links
	1.2.3 Reduce speed limits to create safe and enjoyable walking environments	✔			✔	Walking and cycling is **encouraged** via slower speed limits
	1.2.4 Extend and enhance the existing network of fine grain laneways in Montague	✔		✔		A **new** fine-grain neighbourhood allows direct pedestrian connections to a range of places
	1.2.5 Design streets to create safe, comfortable pedestrian-friendly environments that enable children, seniors and people with disabilities to get around independently and safely	✔			✔	Alongside DDA compliance, designing streets for people caters for a range of abilities and needs
	1.2.6 Improve the pedestrian connection across major roads between Fishermans Bend and Port Melbourne, South Melbourne and Docklands including Williamstown Road and Lorimer Street	✔		✔		Reducing severance though **new** connections across major roads will improve walkability
	1.2.7 Improve pedestrian connectivity across the West Gate Freeway	✔		✔		Three **new** connections across the Westgate are proposed in the ITP
	1.2.8 Improve way-finding and signage to make it easier for people to get around	✔	✔			Walking and cycling is **encouraged** through the use of on street markings and signage
Objective 1.3 Make Fishermans Bend an exceptional place to cycle	**1.3.1** Create new, direct cycling connections across the Yarra River to Docklands	✔		✔		A new Strategic Cycling Corridor is proposed to connect Fishermans Bend to the CBD
	1.3.2 Create new, direct cycling connections to the Moonee Ponds Creek, and extend the Capital City Bike Trail into Fishermans Bend	✔		✔		Two **new** direct connections to the Capital City Trail are proposed
	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	✔		✔		A new network of Strategic Cycling Corridors is proposed
	1.3.4 Install high-quality bicycle parking and facilities at key transport interchanges	✔		✔		Bicycle parking is to be delivered as a part of detailed station planning
	1.3.5 Investigate bike sharing schemes	✔		✔		Bike share schemes can form part of the transport network
	1.3.6 Improve connectivity across the West Gate Freeway for cyclists	✔		✔		Three **new** potential connections are outlined in the ITP
	1.3.7 Establish design controls to provide high quality end of trip facilities in new developments	✔	✔			
	1.3.8 Provide a minimum of one bicycle space for each dwelling and one space per 10 dwellings for visitors. Within non residential areas, one space/50m2 should be provided for workers and one space/1000m2 for visitors	✔	✔			End of trip facilities encourage cycling
	1.3.9 Deliver best practice cyclist protection through intersection design	✔			✔	Best practice cyclist protection, including junction design, is embedded in Strategic Cycling Corridor design guidance[78]

[77] FB Public Transport and Active Mode Link Feasibility Report, Jacobs 2016

[78] Design Guidance for strategically important cycling corridors, VicRoads, 2016

Objective	Framework Strategies	Aligns with Objective	Managing Demand	Changing Supply	Improving Productivity	Commentary
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 [of the Framework]	✔		✔		The Framework and ITP outlined a proposed road network, with further detail to be undertaken in next stages of planning, which include precinct plans
	1.4.2 Design street networks to reduce conflicts between modes of transport	✔			✔	Further detail on street networks in next stages of planning, which includes precinct plans and cross sections
	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	✔			✔	As above
	1.4.4 Provide rear access to properties on streets in activity cores, dedicated public transport routes and strategic cycling corridors to prioritise safety and movement flow	✔		✔	✔	As above
Objective 1.5 Enable residents and workers to access public spaces and community facilities within an easy walk	**1.5.1** Connect key community facilities to new and existing open spaces in a network utilising linear parks	✔			✔	Finer-grain networks contribute to better access to a range of facilities
	1.5.2 Create safe, high amenity walking and cycling connections to open spaces that provide a diversity of recreational uses from every home and workplace	✔		✔		**New** safe connections enable local walk trips
	1.5.3 Locate schools to maximise access by walking, cycling and public transport.	✔	✔			Locating schools close to residents, employment and public transport nodes (especially secondary schools) will encourage walking, including trip-chaining by sustainable modes
	1.5.4 Design streets to encourage growth of large connected tree canopies that provide shade	✔	✔			Given Australian summers, tree canopies are important for creating a more habitable environment to encourage walking
Objective 1.6 Support long-term sustainable transport patterns	**1.6.1** Encourage alternative transport options and smart use of space by limiting private car parking in new developments to 0.5 cars/dwelling and one car/100m2 for employment uses	✔	✔			The development is to encourage alternative transport options and smart use of space by limiting private car parking in new developments to 0.5 cars/dwelling and one car per 100sqm for employment uses
	1.6.2 Car parks must be designed to allow for future conversion to alternative uses and subdivided as common property (not individually titled) to be managed by the owners corporation and leased to property owners	✔			✔	The *Precinct Car Parking Opportunities* report prepared by GTA in 2016 provide options for disentangling parking from ownership
	1.6.3 Support the off-site delivery of precinct car parking stations to provide dedicated car parking in the short term	✔	✔		✔	The Precinct Car Parking Opportunities report prepared by GTA in 2016 and identifies a preferred option for implementing Precinct Parking Stations to influence demand and improve urban design outcomes
	1.6.4 Require new development to incorporate green travel plans to support resident and worker use of alternative transport modes	✔	✔			Green travel plans provide a site-specific response to **encourage** sustainable travel patterns
	1.6.5 Encourage inclusion of car share spaces within new developments		✔			The use of car share likely reduces vehicle trips
Objective 1.7 Support low-impact methods of delivering last-kilometre-freight and waste removal	**1.7.1** Require buildings to be designed to ensure their deliveries, servicing and waste management are managed on-site		✔			On-site services reduce the impact on other road users
	1.7.2 Prioritise innovative freight delivery and supply chain solutions to reduce the number of trucks accessing the area		✔			Innovative solutions could lessen the impact of servicing to the liveability of the area

Objective	Framework Strategies	Aligns with Objective	Managing Demand	Changing Supply	Improving Productivity	Commentary
Sustainability Goal 2						
Objective 2.1 Facilitate job growth across Fishermans Bend to host 80,000 jobs by 2050	**2.1.1** Locate the majority of employment opportunities close to public transport to ensure easy access to these jobs from within and outside Fishermans Bend		✔			Less distance between public transport and employment **encourages** use
	2.1.2 Establish Sandridge as a major activity core accommodating the highest jobs density in Fishermans Bend				✔	A greater concentration of employment improves worker **productivity**, but also ability to deliver high frequency transport networks
	2.1.3 Establish activity cores within Wirraway, Montague and Lorimer that are supported by public transport		✔		✔	As above
Objective 2.5 Protect Port of Melbourne activities to expand and enhance the long-term economic viability of Melbourne and access to global markets	**2.5.1** Safeguard 24/7 access to the port by preserving a direct rail and road freight corridor between Webb Dock and Swanson/Appleton Docks and the freight terminal at Dynon	✔			✔	Facilitating ongoing access to the Port helps maintain State productivity
	2.5.2 Introduce planning controls required to protect this corridor, including land use, air quality and noise attenuation controls	✔	✔			Suitable controls mitigate any impact on local communities
	2.5.3 Maintain land use buffers around the Port of Melbourne					As above
	2.5.4 Maintain Todd Road/Lorimer Street/ Wurundjeri Way as a freight route in the short to medium term for vehicles that cannot use the West Gate or Bolte Bridges and require access to Swanson/Appleton Docks and Dynon Precinct				✔	Facilitating ongoing access to the Port helps maintain State productivity
	2.5.5 Maintain the current over-dimensional routes along Lorimer Street and Williamstown/Normanby Roads				✔	As above
	2.5.6 Promote the use of preferred freight corridors to minimise the impacts on residential and commercial activities in Fishermans Bend	✔		✔		Reduces the impact of freight
	2.5.7 Explore the upgrade of the West Gate and Bolte Bridges to accommodate larger freight vehicles	✔		✔		Increases the resilience of the road network for heavy vehicles
Sustainability Goal 3 - An inclusive and healthy community						
Objective 3.7 Ensure a distribution of diverse, well designed and safe public open spaces	**3.7.2** Create a recreational walking and cycling trail along linear parks and streets (see figure 7, 16 and 17) through Fishermans Bend that connects to the Yarra River and Port Phillip Bay and the Capital City Trail	✔		✔		New walking and cycling connections to parks support sustainable travel aims
	3.7.11 Investigate longer-term opportunities to deck over transport infrastructure	✔		✔		Creates opportunity for new public spaces above any transport infrastructure (e.g. rail stations)
Sustainability Goal 4 - A climate adept community						
Objective 4.1 Reduce the urban heat island effect in Fishermans Bend	**4.1.3** Design and construct new streets to support the growth of existing and new healthy large trees, including irrigation with recycled water	✔		✔		New streets adopt a range of functions

8. Submissions Review

8.1 Preamble

The Fishermans Bend Planning Review Panel has been appointed to consider the draft Planning Scheme Amendment GC81 affecting Melbourne and Port Phillip planning schemes and public submissions made in response to it in accordance with the Fishermans Bend Planning Review Panel Terms of Reference. Submissions were invited on the draft planning scheme amendment GC81 between 31 October and 15 December 2017[79]. Two hundred and fifty (250) submissions were received from a range of organisations including Councils, agencies, community groups and individuals.

The Fishermans Bend Planning Review Panel will provide expert advice to the Minister for Planning to help determine the appropriateness of the draft Planning Scheme Amendment GC81 and the Framework.

Mr John Kiriakidis, with my input, has performed a review and provided a response to the public submissions and avoid overlap and repetitiveness that are only included in the ITP Peer Review Report.

[79] https://engage.vic.gov.au/fishermans-bend-draft-framework

9. Review of Planning Scheme Controls

Mr John Kiriakidis, with my input, has performed a review of the planning controls and avoid overlap and repetitiveness that are only included in the ITP Peer Review Report.

Appendix A

Will Fooks - Curriculum Vitae

Will Fooks

GTAconsultants
transport planning and analytics

Will is a qualified transport and urban planner, with 15 years' industry experience. Before working in government and consultancy in Australia, he spent nearly 10 years working at Transport for London where, among other strategy roles, he worked as the Chief of Staff to the Managing Director.

Will's in-depth understanding of international best practice, government approvals and transport planning means that he has consistently demonstrated an ability to identify the strategic issues to produce responses that are creative yet balanced against constraints.

— Developed numerous city-wide strategic transport plans
— Expertise in integrated transport and land use planning
— Government experience and appreciation of infrastructure approval processes

Office

Melbourne

Qualifications

Williamson Community Leadership Alumnus 2017

MSc Transport and Business Management: Imperial College London / University College London, 2009

Bachelor Urban Planning and Development: University of Melbourne, 2005

Memberships and Affiliations

UK Transport Planning Society Member and Executive Committee Member 2006

UK Association for Project Management, IPMA Level

Planning Institute Australia, Affiliate

Engagement Highlights

Land use transport integration:

Toolern UDF and Rockbank PSP transport lead, (Melton City Council)

Campus Access Masterplans:

- *Monash University, Clayton and Caulfield, 2017*
- *Melbourne University, 2017*

Queen Victoria Market - strategic transport planning advice (DELWP) 2017

Transport Peer review of the Fishermans Bend urban renewal area (DELWP) 2016

Forecasting future travel patterns and changes in demand profiles (confidential client) 2016

'West End' urban realm improvement project in the heart of London (Camden/TFL) 2013

Review of London's bus rapid transport network in response to changes in land use (TFL) 2008

Strategy development:

Mayor's Strategy v2 and Subregional Plans (Transport for London) 2010

Surface Transport Strategies for London's 2011 Air Quality Strategy (TFL) 2010-12

T2025 - Transport vision for a growing world city (TFL) 2005-07

London's network-level road space allocation policy and prioritisation framework for road schemes (TFL) 2008-09

Future cities:

Developed London's Electric Vehicle strategy (2010)

Specialist input to 'Transport Futures' exhibition' at London Transport' Museum (2008 10)

Professional Background

2016 – Present: GTA Consultants

Will has worked at GTA Consultants since 2016.

As a Victorian Director leading the Strategic Transport Planning team, Will works nationally on strategic advisory engagements, including with State and Federal Government.

Will leads a team of 15 transport planners who work across a range of projects from Integrated Transport Plans to Strategic Cycling Corridors.

2013 – 2015: Public Transport Victoria

Will was General Manager accountable for Public Transport Victoria's strategy for fares, revenue compliance, analysis of public transport patronage and customer security.

2012 – 2013: LB Camden

Project manager of the West End project. This co-funded project (TFL/Camden/Developer) completely redesigned the Tottenham Court Road in response to Crossrail.

2005 – 2012: Transport for London

Over seven years Will held a range of transport strategy roles and progressed from Transport Planner to Senior Management.

TfL roles included:

- Chief of Staff to the Managing Director of Surface Transport

- Principal Transport Planner, Surface Strategy.

Pre- 2005 Urban Planning roles:

- Statutory Planner (Surf Coast Shire) 2004

- Statutory Planner (Mildura Shire) 2003

- Grad Urban Designer (DLA AUST) 2003

Melbourne

A Level 25, 55 Collins Street
PO Box 24055
MELBOURNE VIC 3000
P +613 9851 9600
E melbourne@gta.com.au

Brisbane

A Ground Floor, 283 Elizabeth Street
BRISBANE QLD 4000
GPO Box 115
BRISBANE QLD 4001
P +617 3113 5000
E brisbane@gta.com.au

Adelaide

A Suite 4, Level 1, 136 The Parade
PO Box 3421
NORWOOD SA 5067
P +618 8334 3600
E adelaide@gta.com.au

Sydney

A Level 6, 15 Help Street
CHATSWOOD NSW 2067
PO Box 5254
WEST CHATSWOOD NSW 1515
P +612 8448 1800
E sydney@gta.com.au

Canberra

A Level 4, 15 Moore Street
CANBERRA ACT 2600
P +612 6243 4826
E canberra@gta.com.au

Perth

A Level 2, 5 Mill Street
PERTH WA 6000
PO Box 7025, Cloisters Square
PERTH WA 6850
P +618 6169 1000
E perth@gta.com.au