

Melbourne 2030

planning for sustainable growth



Implementation Plan 6

Integrated Transport

December 2002

Draft

Department of Sustainability and Environment



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The implementation plans explained

Six draft Implementation Plans support *Melbourne 2030 - planning for sustainable growth*. The plans cover these topics:

- urban growth boundary
- growth areas
- housing
- activity centres
- green wedges
- integrated transport.

An advisory note on implementation of *Melbourne 2030* in the planning system from the date of release is available separately.

The draft Implementation Plans have been developed to build on sections of *Melbourne 2030* where new or different actions are proposed and to provide further detail on some - but not all - of its initiatives. Despite the 30-year time frame for *Melbourne 2030*, many of its most important initiatives will need to be introduced in the next five years.

The draft Implementation Plans aim to provide local government, the planning profession, the development industry and interested members of the community with guidance and additional information. These draft documents will serve as a basis for dialogue over the consultation period. When finalised, they will be a springboard for action.

Each plan brings together the policies and initiatives from *Melbourne 2030* relevant to its particular topic, and outlines a preferred approach to implementing them.

Each plan also reinforces the new approach proposed by *Melbourne 2030*. This far-reaching document examines urban management issues in metropolitan Melbourne and its surrounding region, and explores the ways in which the new urban fabric will be laid down for future generations.

You are urged to refer to *Melbourne 2030* as the context for the draft Implementation Plans. Of general relevance to the topic of integrated transport are policies that seek to:

- integrate land-use and transport planning
- identify and progressively implement a metropolitan-wide Principal Public Transport Network (PPTN)
- build up activity centres as important transport nodes
- provide real choices for use of sustainable modes of transport including a substantial increase in public transport usage
- encourage walking and cycling
- ensure an efficient and coordinated freight and logistics system
- develop an arterial road system that is efficient, safe and considers the needs of all road users
- coordinate modal transport plans and balance the roles played by private and public transport.

The draft Implementation Plans do not cover all actions proposed in *Melbourne 2030*. Additional implementation plans will be developed as the need arises.

Melbourne 2030 in summary

Melbourne 2030 is a strategic plan prepared to manage growth and change across metropolitan Melbourne and its surrounding region.

Its prime focus is the area covered by the 31 metropolitan municipal councils (including the nine 'interface councils' which cover both urban and rural areas at the fringes of metropolitan Melbourne). It also raises important issues that affect local councils outside the metropolitan area, particularly those astride the regional transport corridors between metropolitan Melbourne and the closest regional cities within current and potential commuting range.

In establishing and articulating a long-term vision for metropolitan Melbourne, built up from many contributions across the community, *Melbourne 2030* provides a framework for governments at all levels to respond to the diverse needs of those who live and work in and near Melbourne, and who visit it.

The substance of *Melbourne 2030* is contained in nine 'directions' that embody the Government's aims of sustainability and of providing a better future for all. They are:

- a more compact city
- better management of metropolitan growth
- networks with the regional cities
- a more prosperous city
- a great place to be
- a fairer city
- a greener city
- better transport links
- better planning decisions, careful management.

Each of these directions is supported by specific policies that will be incorporated into the planning system. The policies will be implemented through a range of initiatives undertaken through joint action by local government, the Government and the wider community.

As *Melbourne 2030* is a statement of government policy intent only, some of the initiatives will be subject to the availability of budget funding. That is, such initiatives will need to await assessment and prioritisation through normal State budget processes in future periods. It is not intended that all initiatives should begin at once, or that all should be completed within the five-year time frame. Many will lead to follow-on work. Others may change or be reviewed over the 30-year life of *Melbourne 2030*.

Integrated transport

What are our transport needs?

Travel is rarely an end in itself; it is a means for people to access activities and services or to move goods from one place to another. As much of this movement is essential, transport is a critical element of the Government's strategy to manage growth and change across metropolitan Melbourne and the surrounding region.

The majority of travel in Melbourne is road-oriented. We rely heavily on private cars for most of our personal travel, and on road vehicles for most freight movement. In our spread-out city, motor vehicles make a major contribution to our quality of life. This contribution can not be ignored as we plan for Melbourne's sustainable development, but we must consider it alongside changes that will make public transport an acceptable alternative to the car for many more trips and thus reduce congestion on our roads.

Many of our arterial roads already operate under congested conditions for several hours each day. Congestion means slower travel times for all road users - private cars, buses and trams, freight and commercial vehicles.

Meeting our transport needs over the next 30 years will involve managing the growing demand for travel on roads in and around Melbourne and linking to the surrounding regions. This demand will come both from commercial and from private transport needs.

One challenge for the future is to maintain an efficient road system for business needs. Our economic growth relies on ease of movement for the ever-increasing volume of freight and commercial traffic. With its connections to important airports and sea ports, Melbourne is the natural hub for freight movements in Victoria and in south-east Australia. An estimated 60 per cent of Victoria's freight is picked up in

the Melbourne metropolitan area and most freight - ranging from groceries ordered over the Internet to import and export containers - currently moves by road. Freight and commercial vehicles account for more than 20 per cent of our road traffic, up to 30 per cent on some arterial roads.

Another challenge is to moderate our over-reliance on the private car for personal travel. Parts of the metropolitan area have good access to public transport but it does not always suit travel needs. Also access for most of the recently developed urban area is poor. This, and the dispersal of jobs and facilities away from public transport routes, means more reliance on cars. As a consequence, journeys have become longer, emissions from cars degrade the atmosphere, congestion increases and road trauma continues at unacceptable levels.

To ensure long-term economic growth and improvements in environment quality and social equity, we need to progressively *decouple* economic growth from increase in the use of private cars.

Reliance on providing more road capacity is not a long-term solution. We need to improve the choices available for personal travel and encourage the use of public transport. We need to:

- better link land use and transport planning so that increased car travel is not the only answer to improving access to jobs, facilities and services
- substantially increase public transport use, walking and cycling
- direct investment in new transport infrastructure and services in ways that are consistent with the directions of *Melbourne 2030*
- provide for growing freight and commercial traffic while directing more heavy freight traffic onto the rail system.

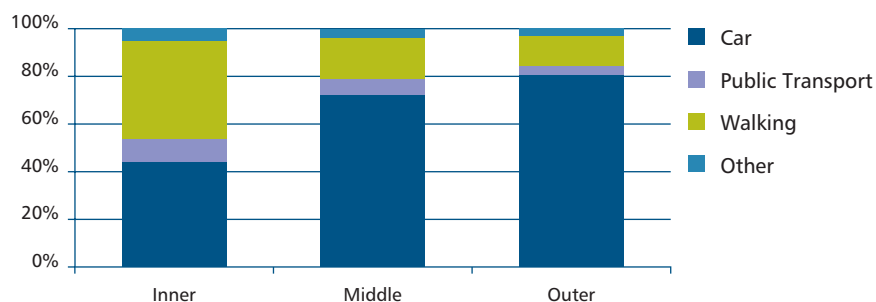


Figure 1. Average weekday mode share (trips) - Melbourne Statistical Division

Source: VATS 1994-99

Evidence from around the world paints a clear picture of what is needed to make a metropolitan public transport system successful. Important elements include service availability, convenience of use, reliability and safety; this is shown in Table 1.



Figure 2. Enabling efficient freight movement

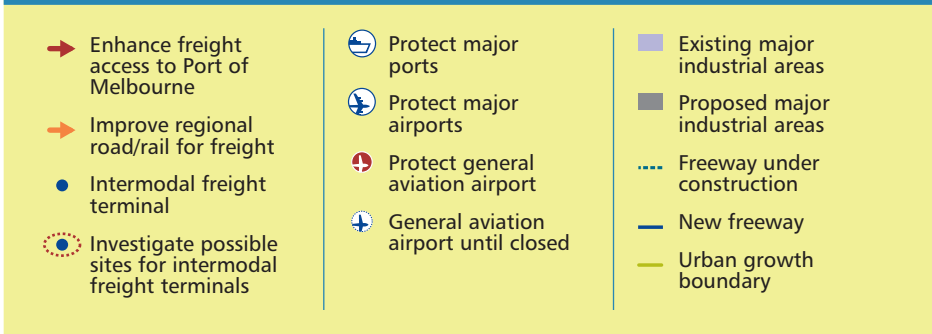


Table 1. Priority needs for current and potential public transport users

CRITICAL	
Time-related	
• route coverage	'taking me where I want to go'
• frequency/span of service	'when I want to go'
• reliability	'with certainty'
• speed	'without unnecessary delays'
• coordination	'with minimum delays when I need to transfer'
Safety	'I need to feel secure'
DESIRABLE	
Information	'I need to know what's going on'
Ticketing	'I expect the system to be easy to use'
Fares	'I expect value for money'
Comfort and convenience	
• crowding	'on longer trips I want a seat'
• cleanliness	'litter and graffiti are a real turn-off'
• courteous staff	'I want someone there if I need help'

How are our needs changing?

Melbourne's early transport system provided a sound base for sustainable and equitable services. Radial train and tram systems, and some cross-town tram lines, matched early housing and employment patterns.

However, from the 1950s, this transport and land-use relationship was weakened as suburbs filled in the areas between the rail lines. Today, in terms of their mix, range of services and levels of accessibility, our public transport systems do not effectively support many people's travel requirements, including the basic mobility needs of those in disadvantaged groups.

Changing housing patterns, with development in growth areas on the fringe of the city, now mean greater public transport *reach* is needed.

Changing demographics, with an ageing population, means a more *accessible* public transport system is needed.

The dispersal of jobs and facilities away from public transport routes means a more comprehensive *network* is required. Transport provision must go hand-in-hand with land-use development to offer a better mix of public transport options right across the city. Land-use policies need to ensure that jobs and facilities are located in areas which are accessible by an expanded network.

What are the main issues that affect transport?

Coordination with land-use planning

Land-use planning and transport planning have lacked coordination. The successful interaction of these elements is vital to the success of *Melbourne 2030*. Unless public and private transport needs are properly accommodated, the potential of any development cannot be fully realised. The mix and location of activities influences the use and efficiency of road and transport networks, with impacts for the economy, the environment and access to services.

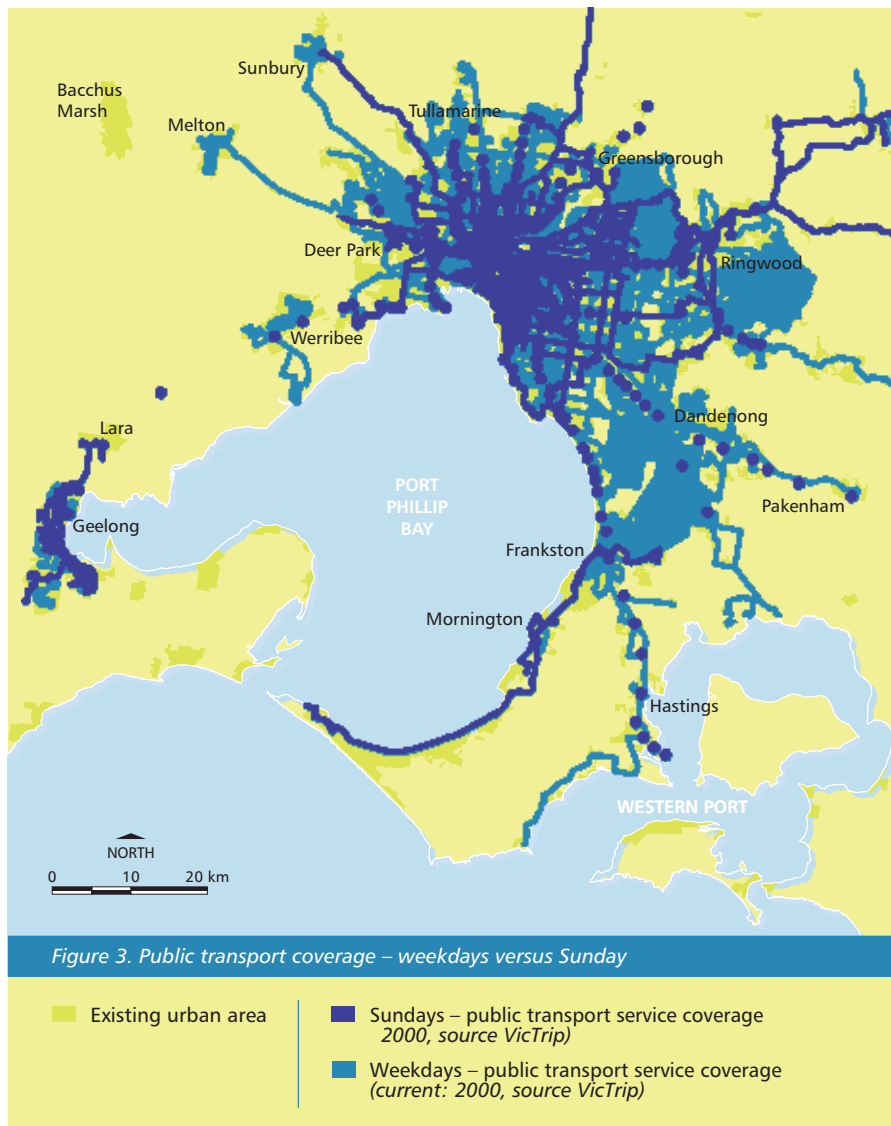
The city's rapid growth, the spread of the urban area and our growing reliance on private cars have together contributed to significant transport-related issues for Melbourne; these include:

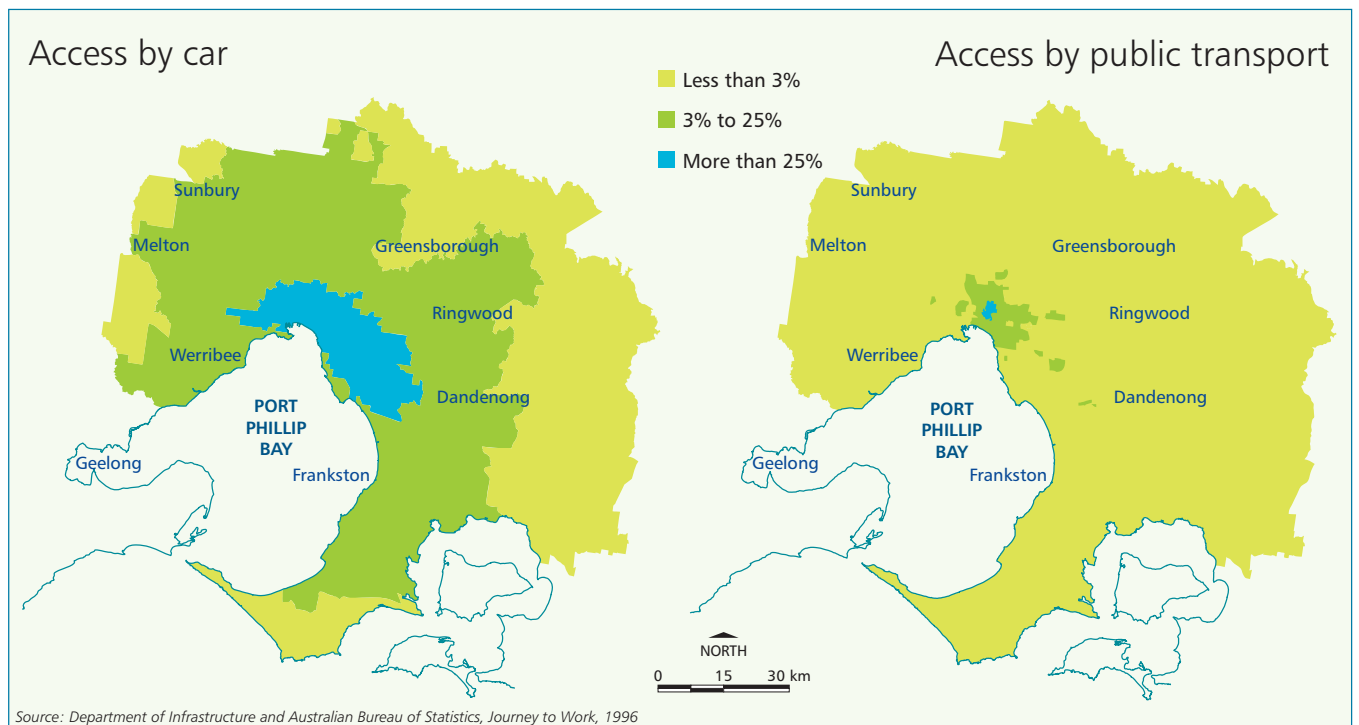
- access problems for people without cars, especially in outer urban areas
- limited access to work, school and other activities
- an inequitable distribution of public transport services
- increasingly congested operating environments for trams and buses, resulting in slow and unreliable services
- general traffic congestion, with adverse effects on personal and freight movement, and growing costs for business and households
- excessive air and noise pollution.

Access to opportunities

Melbourne runs the risk of becoming a city with unequal access to the benefits of urban living. Some enjoy a highly liveable city typified by inner areas that are usually rich in transport infrastructure and services, while others experience a more problematic city typified by some outer areas that have limited transport infrastructure and services. Figure 3 illustrates the availability of Melbourne's public transport services on Sundays as compared to weekdays, and the resultant disadvantage in terms of transport choices in many areas outside the inner city.

Limited public transport services have the most impact on communities that are experiencing a range of other disadvantages, such as higher unemployment and reliance on social services. Lack of transport services can exacerbate isolation and limit access to opportunities. People with access to a car can access a much wider range of employment opportunities than those who rely on public transport - but for households on low incomes, maintaining a car is a big cost. The Victorian Council of Social Services notes that 'on the whole, our communities are designed for healthy, English-speaking, car-driving, home-owning, employed people with money in their pocket.'





Source: Department of Infrastructure and Australian Bureau of Statistics, *Journey to Work*, 1996

Figure 4. Percentage of jobs accessible within 40 minutes travel (by car and by public transport)

Congestion

Melbourne’s projected population growth of up to one million people by 2030 will mean at least another three million trips in and around the city each day. Congestion affects us all by raising business and freight costs, holding up public transport and private vehicles, and increasing air and noise pollution. If current trends continue, the annual cost of road congestion in Melbourne will increase more than threefold (from \$2.7 billion in 1995 to \$8 billion by 2015). By 2020, road congestion could cost close to \$10 billion a year.

Building additional road capacity will not reduce road congestion in the medium term. Los Angeles, for example, is struggling to cope with its car-based system and huge network of freeways. It is now implementing transit solutions, such as a Bus Rapid Transit, which, by 2008, will comprise 26 bus lines, a 600-kilometre network and 600 stations at a capital cost of \$A450 million, and a planned rail system designed to carry 400,000 people each day.

Greenhouse gas emissions

The transport sector accounts for just over 17 per cent of Australia’s total greenhouse gas emissions. There is an upward trend in transport-related emissions in Victoria, with some 60 per cent of transport emissions coming from cars. This problem is most acute in the Melbourne area. To allow Melbourne’s dependence on car use to grow would make it difficult to achieve our goals to reduce emissions. Already in Melbourne, each resident consumes almost twice as much energy annually as a resident of many European cities.

Creating a sustainable transport system

Careful, innovative management of our transport systems will be fundamental to achieving our vision for sustainable growth for Melbourne and its surrounding region. 'Business as usual' will not be good enough.

The Government's commitment to sustainable transport systems is demonstrated in the goals it has set in *Growing Victoria Together*. These include more than doubling the public transport share of trips by 2020. The 20/2020 goal is an intermediate target for public transport within the 30-year vision for the whole of metropolitan Melbourne. In 2000, public transport vehicles were used for some 9 per cent of motorised trips (excluding people travelling in freight vehicles and walking and cycling). The integrated package of measures proposed in *Melbourne 2030* will give many more people a real choice about means of travel. Change is likely to be gradual as the community responds to new policies, improved services and behavioural change programs.

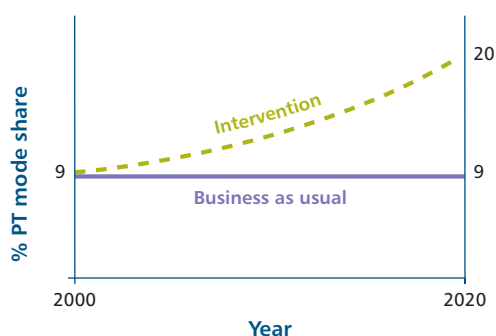


Figure 5. Change to 20/2020 share of public transport trips

Our attitudes will have to change. While cars will remain a central element of our transport system, we must think about how and when we use them. Options include walking or cycling for many short trips, using public transport on heavy-demand travel corridors, and the car for household and group travel.

With strong competition for funding community resources, we need to make the most efficient use of our current transport systems; this means:

- recognising that improved access does not have to mean more car travel and that we can plan to travel less, for instance, undertaking more activities at one destination

- encouraging people to make trips in sustainable ways such as walking or cycling, for example, there are more than one million short car trips (less than a kilometre) made each day in Melbourne, and many need not be by car
- giving priority to forms of travel (including trams and buses) that use our road space more efficiently
- maximising the capacity of our roads and public transport infrastructure through better management and use of technology
- directing new infrastructure investment to areas of greatest relative need and to projects that address critical localised capacity constraints.

Estimates of the potential net benefits (benefits less costs) of increasing public transport mode share have been well researched. The United States Federal Transit Administrator has estimated that each dollar invested in transit returns \$5. Similar benefits are estimated for Australia's major cities.

A successful system will be one that meets people's needs and that people will want to use on a regular basis. Such a system needs to be readily accessible, frequent, reliable and interconnected so that all parts of the city are accessible. Developing the PPTN and improving local public transport services will provide Melbourne with the infrastructure and services needed to increase public transport use. Achieving faster, more direct services with increased frequencies on the PPTN will also rely on improvements to multi-modal interchanges (for people to transfer with ease between bus, tram or train services). However, relying on 'supply' side measures - such as new services - alone will not be enough. Travel demand will also need to change.

Melbourne 2030 provides land-use actions that support public transport use (focusing more housing development and a greater range of activities at nodes of the PPTN). It supports better service quality on public transport systems and better information on the choices available. Figure 7 is an example of the mix of measures that will be needed to increase public transport use. Figure 8 shows the shift in trip type that may be made under a travel behaviour change program, such as TravelSmart.



Figure 6. Melbourne's Principal Public Transport Network

- | | | |
|--|---|--|
| <p><i>Principal Public Transport Network</i></p> <ul style="list-style-type: none"> — Tram and principal bus network (existing and proposed) — Melbourne metropolitan rail network ■ Potential new rail station | <ul style="list-style-type: none"> — Proposed network extension — Potential network option — Regional fast rail ■ Urban area - public transport access improvements (local bus, cycling and walking facilities) | <ul style="list-style-type: none"> ● CAD, Principal, Major and Specialised Activity Centre — Urban growth boundary — Rail network — Major road network (existing and proposed) |
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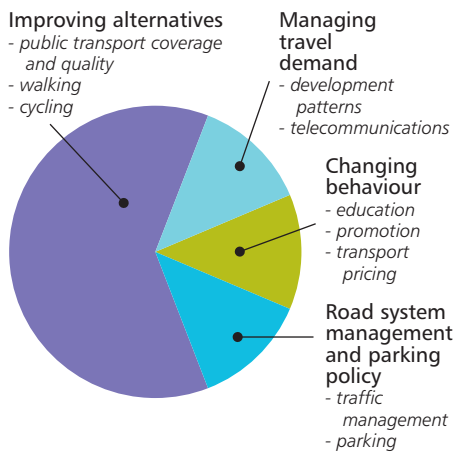


Figure 7. Potential ways to change travel behaviour and increase public transport use

Source: Department of Infrastructure

What does this plan aim to achieve?

The key to a sustainable future is how travel - including the extra three million trips that will be made each day in 2030 by Melbourne's new inhabitants - will be shared among cars, public transport, walking and cycling. Our transport choices will help determine whether we can maintain the quality of life that we enjoy, and whether we manage to improve accessibility, liveability, the environment and economic growth as the city grows.

This plan aims to:

- provide real travel choice and reduce inequalities in access to opportunities
- develop a more sustainable transport system by reducing the environmental impacts of transport
- make better use of resources by using infrastructure efficiently
- improve freight efficiency.

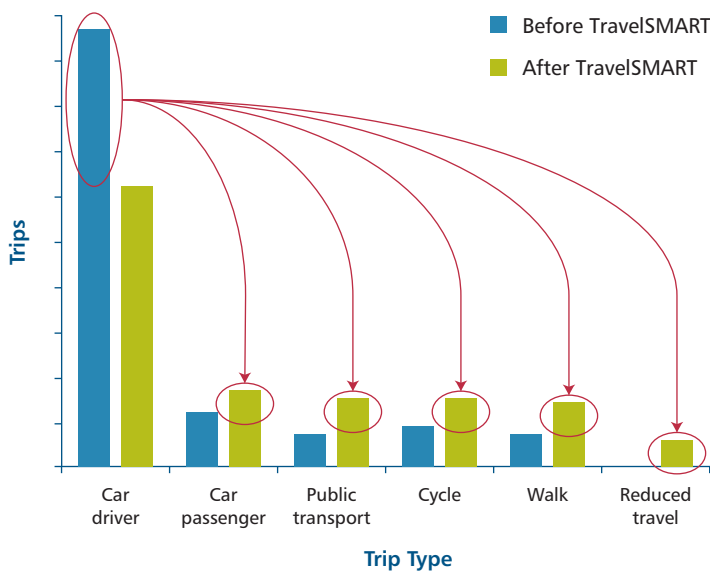


Figure 8. Potential shift in travel behaviour

A sustainable Melbourne requires integrated land-use and transport measures - an urban layout that supports public transport use and efficient freight movement, as well as a management approach to the road system that gives priority to people and goods, not vehicles.

What does this plan change?

Melbourne 2030 aims to integrate land use and transport planning, and to establish the basis for a sustainable urban system. This plan will:

- change the way development proposals are considered, particularly the relationship between developments and the PPTN, with stricter controls on out-of-centre developments
- refocus local public transport services on activity centres and to feed into the PPTN
- strengthen the role of major activity centres as transport interchanges
- focus walking and cycling facilities on activity centres
- give priority to public transport and freight in the management of arterial roads
- focus road investment on the outer suburbs and to link regional centres
- incorporate into new developments, early provision of public transport, walking and cycling.

The need for new major transport infrastructure projects and initiatives over the coming decades has been independently identified by the Infrastructure Planning Council (IPC) in 2002. The IPC pointed to a need for continuing investment in key road links but also identified the core focus as being a need to improve our public transport services to provide real travel choice.

An integrated approach to transport investment and management is being developed, with common and consistent evaluation procedures. Transport services and land-use patterns, as outlined in *Melbourne 2030*, will be mutually supportive to ensure sustainability.

What are the implications for local government?

Local government has a vital and continuing role to play, particularly in:

- providing guidance to developers on designs for sustainability
- the development of regional Integrated Transport Strategies (convened by the Department of Infrastructure [DOI])
- representing the community in planning public transport service improvements
- the provision of local facilities, such as those needed by walkers and cyclists.

Of particular importance for local government will be the approach taken to planning and development applications - ensuring that land-use decisions support transport outcomes. *Melbourne 2030* requires development to consider the principles of sustainability and integrating social, environmental and economic aspirations. In practical terms, this will mean clustering a range of activities and ensuring priority access for public transport vehicles, walkers and cyclists.

Actions

How does this plan relate to *Melbourne 2030*?

The actions outlined reinforce Direction 8 of *Melbourne 2030* - 'better transport links'. This direction establishes policies for transport that seek to:

- connect activity centres and link Melbourne to the regional cities by both high-standard public transport and roads
- improve public transport so it is a real choice for more trips
- plan so that jobs and services are more accessible
- coordinate development of all transport modes
- manage the road system to improve choice, safety and make the most of existing infrastructure
- improve environmental outcomes
- give priority to walking and cycling
- promote sustainable transport options.

Other directions relevant to transport include Direction 1 – 'a more compact city', Direction 2 – 'better management of urban growth', Direction 3 - 'networks with the regional cities', Direction 4 – 'a more prosperous city', Direction 5 – 'a great place to be', Direction 6 – 'a fairer city', Direction 7 – 'a greener city'. These directions aim to improve access by walking, cycling and using public transport to a wide range of services and facilities. They also encourage development that can be well served by public transport, ensure strong transport links with regional cities, develop the key transport gateways and freight links, enhance safety and amenity, improve community transport, and reduce greenhouse emissions.

What are the recommended actions?

Actions designed to address the issues outlined above and to achieve the directions of *Melbourne 2030* are grouped as follows:

- upgrade and develop the PPTN and improve local public transport services
- encourage sustainable travel
- provide for the transport needs of growth areas
- provide for freight and commercial transport
- improve transport links to regional Victoria
- ensure integrated planning for metropolitan Melbourne.

These are summarised for easy reference in the accompanying table.

Integrated transport actions

Action area	Task	Time frame (short, medium, long)*	Lead agency	Involved	Relevant initiatives
Upgrade and develop the Principal Public Transport Network and improve local public transport services	develop a metropolitan bus plan	short	DOI	public transport providers, local government and other key stakeholders	8.1.1 8.1.2 8.1.4 8.1.5 8.2.1
	develop a metropolitan tram plan	short	DOI	public transport providers, local government and other key stakeholders	4.2.4 8.1.1 8.1.2 8.1.3 8.1.4 8.2.1
	develop a train plan	short	DOI	public transport providers, local government and other key stakeholders	2.2.3 4.2.4 8.1.1 8.1.2 8.1.3 8.2.3 8.2.4
	improve ticketing systems	short - medium	DOI	public transport providers and other key stakeholders	8.8.3
Encourage sustainable travel	develop and implement a travel demand management (TDM) action plan	short	DOI	local government and key stakeholders	8.8.1 8.8.2 8.8.4
	develop a walking action plan	short	DOI	local government, Department of Human Services and other key stakeholders	8.7.2
	develop a cycling action plan	short	DOI	local government and other key agencies and stakeholders	8.7.1 8.7.4 8.7.5
	support policies for activity centres and Transit Cities	short - medium	Department of Sustainability and Environment (DSE)	DOI, local government and key stakeholders	1.1.1 1.1.3 8.3.3
	prepare guidelines to integrate transport infrastructure and development	short - medium	DOI	DSE, local government and key stakeholders	5.1.5 8.3.2 8.6.1 8.6.2 8.7.3

Action area	Task	Time frame (short, medium, long)*	Lead agency	Involved	Relevant initiatives
Provide for the transport needs of growth areas	build sustainable transport options into the design of growth areas	short - medium	DOI	Vic Roads, DSE, local government and key stakeholders	5.1.3 5.5.3 8.3.2 8.4.3
	coordinate staging sequences and transport services	medium	DSE	DOI, public transport providers, local government and other key stakeholders	8.3.1
Provide for freight and commercial transport	develop a freight and logistics strategy	short	DOI	local government and other key stakeholders	8.1.4 8.5.1 8.5.3 8.5.4 8.5.6 8.6.3 8.6.4
	plan for and develop capacity for ports	short - medium	DOI	local government and other key stakeholders	4.3.2 - 4.3.10 8.5.5
	increase the rail share of freight to ports	medium	DOI	transport operators, local government and key stakeholders	4.3.3
Improve transport links to regional Victoria	complete the fast rail projects	short	DOI	local government and other key stakeholders	3.1.2
	reopen country rail lines	short - medium	DOI	local government and other key stakeholders	3.1.2
	complete high standard road links to provincial cities	short - medium	VicRoads	federal government (funding)	8.5.1

Action area	Task	Time frame (short, medium, long)*	Lead agency	Involved	Relevant initiatives
Ensure integrated planning for metropolitan transport	develop and implement a plan to increase public transport mode share to 20 per cent (20/2020)	short, then ongoing	DOI	Local government and public transport operators	8.1.1 8.5.7 8.6.4 8.8.3
	develop a metropolitan road and traffic management strategy	short	VicRoads	DOI and other key stakeholders	8.1.4 8.2.2 8.4.1 8.5.2 8.5.3 8.5.4 8.5.6 8.6.4
	develop sub-regional integrated transport strategies	short - medium	DOI	Local government and other key agencies and stakeholders	5.1.5 6.2.3 8.3.1 8.5.1
	complete the Local Government Transport and Mobility project	short - medium	Victorian Local Governance Association and DOI	Individual councils	8.3.1
	review metropolitan parking policies	short	DOI (and VicRoads)	Local governments and other stakeholders	8.8.5

- * Short – start within 12 months
Medium – start in 1–2 years
Long – start in 2–5 years

Action 1

Upgrade and develop the Principal Public Transport Network and improve local public transport services

Developing the PPTN and improving local public transport services are core tasks for increasing public transport mode share to 20 per cent (see Action 6, Ensure integrated planning for metropolitan transport, for a summary of the 20/2020 Implementation Plan which will provide the strategic framework for this work). The transport task performed by our trains, trams and buses will need to more than double by 2020.

Develop a metropolitan bus plan

Lead agent: DOI

Bus Plan will provide a comprehensive plan for bus services throughout metropolitan Melbourne. It will identify new services and base improvements on performance criteria (including mode share targets).

Bus Plan will make a major contribution to giving most people in Melbourne a real choice of transport. It will develop a bus system that is much more attractive, more reliable and available for more hours on every day. It will be faster, easier to use and will serve more trips by offering a comprehensive system of cross-town, trunk route, and local bus feeder services that will connect into efficient multi-modal interchanges. This will include:

- development of high-capacity, high-frequency direct bus services to establish cross-town links of the PPTN (SmartBus)
- expansion of local bus routes in outer and growth areas which will feed into the PPTN
- improvements in the frequency and regularity of services where needed on the existing network
- more evening and weekend services
- links to enhanced multi-modal interchanges (to transfer between bus, tram and/or train)
- performance targets for the bus operators.

In its 2002 State Budget, the Government provided \$190 million for new low-floor, low-emission buses, and \$58 million for new services including the introduction of the new SmartBus services that now run along Springvale Road and Blackburn Road. There are 375 low-floor buses in service.

Develop a metropolitan tram plan

Lead agent: DOI

Tram Plan will be a long-term strategy for Melbourne's tram services, aimed at developing a more effective and attractive service. Concerted action is needed to ensure that future growth in road traffic and congestion does not further increase tram travel times and reduce reliability. To ensure that trams can play their part in Melbourne's transport future substantial action is needed to:

- improve travel times and reliability through measures such as separation between trams and traffic, and tram priority in road management
- increase frequency of service
- upgrade tram vehicles and infrastructure
- selectively extend the network where this can be justified by likely passenger volumes or the ability to connect key employment/service centres to the network.

The Tram 109 project showcases and tests many of the concepts for upgrading the system, with new low-floor trams, improved stops (including raised platform Superstops at major locations) and interchange facilities, and real-time passenger information systems.

Tram Plan will provide a program for selective expansion of the tram network, building on present commitments that include routes such as:

- Mont Albert to Box Hill (under construction in 2002)
- Burwood East to Vermont South, and later to Knox
- new routes to serve developments at Docklands.

Other possible tram routes will be studied to identify potential community benefits, and possibilities for implementation.

Develop a train plan

Lead agent: DOI

Train Plan will provide a long-term strategy for Melbourne's train network, supporting *Melbourne 2030* measures such as growth of activity centres and Transit Cities. Train Plan will consider the interaction between freight and passenger movements. It will recognise and integrate the rural and regional rail network for which major Linking Victoria projects are under way; these include fast rail to regional centres, rail-gauge standardisation, the reopening of country passenger rail services, and the Wodonga Bypass.

Train Plan will build on current improvements to the system which include 110 new three-car train sets (60 to be introduced in the next three years), refurbishment of Comeng trains, safety and security measures, and real-time passenger information displays at stations.

Issues for the metropolitan area include:

- the development of additional express services to and from outer Melbourne
- maximising the capacity of the existing network, particularly for the central area, through upgraded signalling and communication systems
- the development of efficient public transport interchanges on the train network to enable connections with other transport services
- coordination of timetables across modes
- the development of improved passenger facilities and information
- the operation of regional fast rail services in the metropolitan area
- managing the interaction between increased passenger services and expanded freight services on the metropolitan network.

Improve ticketing systems

Lead agent: DOI

Melbourne was one of the first cities in Australia to introduce integrated, multi-modal fares, but the current ticketing system needs to be much more user-friendly and accessible.

MetCard is being upgraded to be more reliable and to provide customers with better information, more convenient ways of purchasing tickets and better service. A new system is being investigated for the longer term. A new system may cover regional Victoria as well as the metropolitan network so that customers could transfer seamlessly between urban and regional services.

Smartcards are becoming the preferred ticketing technology around the world because they are more convenient for customers than cash-based systems. Smartcards enable passengers to pay for their travel quickly and easily, with direct links to bank accounts or the opportunity to 'top up' their ticket credit at various locations. The cards also provide for flexibility in ticket pricing and product ranges, and can be multipurpose.

Action 2

Encourage sustainable travel

Develop a travel demand management action plan

Lead agent: DOI

TDM encourages people, where practical, to reduce their travel by better planning their trips, to choose environmentally friendly alternatives to car travel, and/or adopt more responsible car use (such as ride sharing, use of smaller cars, 'green' fuels).

A TDM Action Plan, due for completion in early 2003, will provide a program to encourage people to:

- combine trips or destinations to reduce the distance travelled
- reduce travel in total
- change travel mode - walk or cycle rather than taking a short car trip, take public transport instead of a longer car trip, or
- change their time of travel from peak to off-peak.

The TDM Action Plan will increase walking and cycling, reduce reliance on private cars for travel, increase mode share for public transport; and make more efficient use of existing infrastructure.

It will build on existing initiatives such as VicTrip and TravelSmart, and support new initiatives such as organisational Green Travel plans - site-specific packages of measures implemented by employers to reduce the costs and environmental impacts of travel.

The behavioural change program, TravelSmart, is a great example of TDM. TravelSmart achieves voluntary travel behaviour change by giving individuals information on travel choices. Three TravelSmart pilot programs are under way in Melbourne in a selection of homes, workplaces and schools. The TravelSmart Communities pilot is expected to reach more than 10,000 people through 4,500 households during 2003.

Develop a walking action plan

Lead agent: DOI

Promoting walking for short trips, with benefits in terms of health, saving money and reducing environmental impacts is being developed by several government departments and organisations such as VicHealth, and local government. Consultation shows that many people would walk more for health and recreation - particularly for short trips presently made by car to school, public transport and local shops - if they were given an urban environment that is conducive to walking.

The Walking Action Plan will address the need for coordination of walking initiatives, better information, improved road safety, better pedestrian access and facilities, and skills and training for council planners and engineers.

Develop a cycling action plan

Lead agent: DOI

Better provision for cycling is a part of several agencies' work plans including DOI, VicRoads, Parks Victoria, VicHealth, Tourism Victoria, and local governments.

The Cycling Action Plan will develop cycling as transport to school, workplaces, public transport and to activity centres of all types. It will address issues such as coordination of existing programs, development of infrastructure, end of trip facilities, improved road safety, better information for cycling, and research and actions to address deterrents to cycling.

Support policies for activity centres and Transit Cities

Lead agent: DSE

Melbourne 2030 identifies a network of Principal Activity Centres, ranging in size and function, which are (or will be) linked by the PPTN. Establishment of this network of centres will provide easier and more equitable access to facilities and services across the city. The activity centres will accommodate a broader mix of activities including housing and personal services.

Draft Implementation Plan 4 - Activity Centres outlines actions to integrate activity centre planning with transport planning and to improve public transport access to activity centres.

The Transit Cities program aims to encourage development in parts of metropolitan Melbourne and at those regional centres serviced by fast rail, by focusing higher-density mixed-use development around key transport nodes. It will include:

- encouraging employment generators in 'transport rich' locations to deliver a mix of uses, thus reducing trip numbers and distances
- increasing residential densities in appropriate locations by encouraging diversity of housing types and promoting design innovation, while protecting residential character
- liaising with agencies or institutions (such as TAFE, hospitals, the Victoria Police, VicRoads, VicTrack) to coordinate government actions and achieve the best urban design, built form and functionality for the nominated Transit Cities locations
- capital works to improve public transport infrastructure - this may include upgrading interchanges
- encouraging and making it easier for people to walk or cycle to Transit Cities.

Prepare guidelines to integrate transport infrastructure and development

Lead agent: DOI

Guidelines for transport infrastructure will be developed to help those seeking to obtain planning approvals for private development and the planning authorities who must assess applications. These will include:

- performance standards for safe pedestrian and cyclist access to and within activity centres and other strategic redevelopment sites
- guidelines for development and management of transport corridors with particular attention to urban design aspects
- design guidelines for ensuring public transport services are well provided for in new development areas.

A proposed amendment to the Victoria Planning Provisions was announced in early October 2002 that will require trip end facilities for cyclists to be provided in new developments. The draft amendment, to go to consultation early next year, will require all new buildings with a likely occupation of 20 people or more to provide facilities, such as secure bicycle racks and clothes lockers.

Activity centre policies and the walking and cycling action plans (see above) will also provide guidance on how development proposals can demonstrate sustainability principles.

Guidelines for government-funded projects will also be developed, including:

- environmental design and construction guidelines that ensure best practice standards and reduce the environmental impacts of transport infrastructure (to apply to all projects undertaken by or funded by a State agency)
- updating standards and procedures for reducing traffic and rail noise, including noise standards for new projects and targets for existing infrastructure.

Action 3

Provide for the transport needs of growth areas

Build sustainable transport options into the design of growth areas

Lead agent: DOI

Future development in growth areas will occur on the basis of an integrated transport plan that coordinates road and public transport planning with land-use planning, and that emphasises public transport, cycling and walking. These plans will need to be prepared for each growth area.

Integrated transport planning for the growth areas will:

- set targets for public transport usage
- manage access to and from areas and facilities
- define parking requirements
- support public transport use
- encourage access by pedestrians and cyclists.

In growth areas, best practice for transport will also mean providing for, by design, a mix of land uses and development patterns that focus higher residential densities around activity centres and PPTN routes. Specific initiatives include:

- developing and applying performance criteria and standards for subdivision and new development not covered by ResCode
- applying the Neighbourhood Principles of *Melbourne 2030* in the creation or review of growth area development plans
- investigating the use of development contributions to assist in funding planned transport infrastructure so that it can be delivered as required to meet the needs of new communities.

Coordinate staging sequences and transport services

Lead agent: DSE

Residents in new developments should have early, timely access to public transport and local facilities (such as shops) in order to establish long-term sustainable travel patterns and to reduce car dependence. Development should be staged, where possible, to take advantage of existing infrastructure and to facilitate the cost efficient extension of public transport services. Under *Melbourne 2030*, preferred development sequences will be established for each growth area to provide a basis for planning the provision of infrastructure (including pedestrian and cycling facilities) and public transport services. The 'staging sequence' needs to be flexible enough to provide for uncertainty in development rates and to avoid restricting land supply and increasing housing costs. Where 'out of sequence' development is proposed, suitable provision will need to be made for funding interim public transport services. Specific actions are to:

- develop guidelines for developers and councils that emphasise sustainable transport outcomes
- require that integrated transport plans be prepared for all new major residential, commercial and industrial developments
- develop design criteria for public transport services in new development areas and ensure that route planning, stops and interchange arrangements are included in the planning process from the outset.

Action 4

Provide for freight and commercial transport

Develop a freight and logistics strategy

Lead agent: DOI

The Victorian Freight and Logistics Strategy will help to increase the competitiveness and integration of the industry. The strategy will provide a framework for infrastructure investment, management, policy and pricing decisions over a 20 to 30 year horizon, to ensure that the freight and logistics network and supply chain systems are capable of meeting forecast trade growth in a sustainable manner. The Strategy will recognise that the freight and the passenger transport systems need to share infrastructure.

Development of the Strategy will involve extensive research and stakeholder consultation. Elements being examined include:

- The Victorian freight task, patterns of movement and trends
- Efficient intermodal and modal operations with a focus on network integration and the removal of major impediments
- Optimisation of strategic land adjacent to the freight transport network
- Freight and logistics processes that are environmentally and socially sustainable
- Effective and on-going dialogue with industry and the community on freight and logistics issues
- The role for Government in freight and logistics
- Development of effective project evaluation and future investment strategies
- Analysis of potential Information Technology benefits to network and industry efficiencies.

Plan for and develop capacity for ports

Lead agent: DOI

Victoria's ports are key strategic economic assets. For maximum benefit to the Victorian community, they need to operate at the highest levels of efficiency and effectiveness. The Government will ensure that the ports are properly planned, structured and empowered, for commercial operation and in the broader public interest. Work under way and planned to support this commitment includes:

- detailed investigations into deepening the shipping channels to the Port of Melbourne
- new organisation for the Port of Melbourne that integrates water and land management, with a focus on port efficiency in the broader freight and logistics system
- planning for the transformation of the Port of Melbourne/Dynon rail precinct into a world-class intermodal freight terminal
- reviewing the role of the Port of Hastings to prepare for its future part in the Victorian port and freight and logistics system
- strategic land-management planning for all ports
- more stringent safety and environmental standards.

Increase the rail share of freight to ports

Lead agent: DOI

Efficient freight movement relies increasingly on the use of a combination of different transport modes. This requires better integration between transport modes, which in turn involves better use of existing infrastructure and the development of new infrastructure appropriate to the task. As part of this work, the Government is committed to increasing the use of Victoria's rail infrastructure and helping to ensure it can offer a viable alternative to road for tasks such as bulk haulage and the movement of containers.

The Government and the private sector are working individually and together on initiatives aimed at putting more port-related freight onto rail. These include:

- the reinstatement of rail to West Swanson Dock
- calling for expressions of interest for redeveloping Victoria Dock, including a rail terminal
- investigations into the feasibility of reinstating rail to Webb Dock
- defining a role for government in the development of metropolitan and regional intermodal freight terminals - linking Victorian industries to rail, ports and world markets.

Action 5 Improve transport links to regional Victoria

Complete the fast rail projects

Lead agent: DOI

The regional fast rail projects will provide faster and better rail links between Melbourne and Geelong, Ballarat, Bendigo and the Latrobe Valley in the biggest upgrade of these main regional lines in 120 years. As the centrepiece of Linking Victoria, the project will deliver more frequent, reliable and comfortable services through modern trains operating at speeds of up to 160 kilometres an hour, benefiting all residents and communities along the four rail corridors.

Contracts for the four works packages were awarded in June 2002. More than 500 kilometres of track will be upgraded and modern signalling systems installed. Work started in October 2002 for completion by mid-2005.

Reopen country rail lines

Lead agent: DOI

The reintroduction of country passenger rail services to Ararat, Bairnsdale, Mildura and South Gippsland will improve access to services for more than 200,000 regional Victorians, while also promoting regional development and tourism.

Passenger services will be reintroduced in 2003 and 2004, on completion of works on 700 kilometres of track and other necessary infrastructure, such as the refurbishment of railway stations. Existing bus services on all four lines will be reviewed and coordinated with the rail services. Works required for the four lines include:

- reactivating/upgrading level crossings
- new decking on and refurbishment of bridges
- installation of signalling to control train movements at the crossover of the standard and broad-gauge lines
- modifications to signalling and train control.

Complete high standard road links to provincial cities

Lead agent: VicRoads

Reducing road transport costs between regions and through the transport hub of Melbourne is a key factor in making our export industries globally competitive.

Key priorities are to:

- overcome the congestion that hampers freight transport on the outskirts of Melbourne, on the national highways north towards Sydney and west towards Adelaide
- accelerate the completion of efficient and high-standard linkages between Melbourne and the regional centres of Bendigo, Shepparton and the Latrobe Valley.

These projects are of national significance and will provide major economic and social benefits with significant contributions to the national GDP and employment. Funding for these projects (which are Roads of National Importance) has traditionally been provided in part by the Federal Government.

Action 6 Ensure integrated planning for metropolitan transport

Develop and implement a plan to increase public transport mode share to 20 per cent (20/2020)

Lead agent: DOI

Development of the 20/2020 Implementation Plan brings together a range of work to implement the transport objectives of *Melbourne 2030* and *Growing Victoria Together*. The aim is to reduce car dependency and double public transport's share of all motorised trips in Melbourne to 20 per cent by the year 2020 (20/2020).

The 20/2020 plan will tie together initiatives including the Bus, Tram and Train Plans, the TDM Action Plan, and subregional integrated transport strategies (ITS).

Public transport improvements will take us about halfway towards the 20/2020 target. Together with new transport demand initiatives, we will achieve a major change in mode share for public transport.

Public transport improvements will include:

- route coverage, frequency/span of service, reliability, speed and coordination
- information, comfort and convenience, ticketing
- developing the PPTN
- in outer suburbs and growth areas - basic services (local bus services, some rail extensions)
- in middle and outer suburbs - circumferential links (cross town buses, modal interchanges)
- in inner and middle suburbs - travel efficiency (service improvements, including priority for on-road public transport).

Increase in public transport use will be supported by TDM initiatives (see Action 2) including:

- expansion of the TravelSmart program
- introduction of Green Travel plans
- promoting walking and cycling, especially for short trips
- integrated urban development with a focus around activity centres (such as Transit Cities).

A draft 20/2020 Implementation Plan will be released for public comment early in 2003.

Initiatives for achieving 20/2020 will build on significant system and government commitments that already exist. In Melbourne, more than \$1.74 billion has been committed to improving the public transport system in the next four years.

Develop a metropolitan road and traffic management strategy

Lead agent: VicRoads

Growth in the metropolitan area will put increasing pressure on Melbourne's arterial road network and require targeted investment in developing outer suburban areas.

VicRoads is developing the Metropolitan Road and Traffic Management Strategy to guide the development of integrated road management programs in the next 5-10 years and in the longer term. It will be driven by the key objectives of *Growing Victoria Together* and *Melbourne 2030*, in particular, improvements to road-based public transport and provision for expected growth in freight.

Key stakeholders are being consulted on the strategy, which will be based on an assessment of the performance of Melbourne's arterial road system in meeting the community's travel needs and expectations, and delivering the Government's policy outcomes. The strategy will seek to resolve competing demands and address network performance requirements, geographic issues and the needs of all modes of travel. The Metropolitan Road and Traffic Management Strategy will:

- confirm needs and establish priorities for infrastructure and management strategies to fulfil the objectives of *Growing Victoria Together* and *Melbourne 2030* for public transport, freight and personal travel
- provide an integrated approach to managing road infrastructure and its use for the benefit of all road users and the broader community
- provide a framework for monitoring system condition and performance and the effectiveness of arterial road investments in accordance with triple-bottom-line principles - meeting economic, social and environmental outcomes.

Develop subregional integrated transport strategies

Lead agent: DOI

An ITS translates the broader transport policy and strategic planning outcomes sought by government and the community into a strategy for a specific geographic area. An ITS typically covers a number of municipalities which share interconnected transport facilities and needs. The ITS provides a region with a development and management framework for its transport infrastructure and services, typically over 20 years. Each ITS relates to existing and proposed land uses, and identifies opportunities to develop a more sustainable transport system, including reducing social isolation.

A region-based ITS will address all forms of transport, including walking, cycling, public transport and freight. It will aim to meet social, environmental and economic outcomes; support relevant major government programs; and identify and protect land necessary for transport systems to serve their long-term needs.

An ITS provides government, local government and the private sector with a transport framework that allows development decisions to be made with greater certainty. It also enables the public and private sectors to set future transport investment priorities in the area.

DOI develops these strategies in cooperation with relevant agencies, local councils and the community. Work completed or in progress includes:

- Outer West Integrated Transport Strategy (complete)
- Inner West Integrated Transport Study (in progress)
- Northern Central City Corridor Study (in progress)
- North East Integrated Transport Study (recently started).

Complete the Local Government Transport and Mobility project

Lead agent: VLGA

DOI will continue to support the Victorian Local Governance Association (VLGA) in developing a program to increase local government awareness of integrated access and mobility planning, and involvement in it. Through the program, the VLGA will seek to map current local government practice, and educate council staff and councillors on best practice.

This work supports partnerships between local and State government, and will improve local government's capacity to be involved in *Melbourne 2030* initiatives. It will support several integrated planning initiatives in which local government will have a key role, including the regional integrated transport strategies, planning for major activity centres, and an increase in the role of walking and cycling and supporting access to public transport services.

Review metropolitan parking policies

Lead agent: DOI

Existing parking policies have developed in an ad hoc way and in the context of limited growth in public transport demand. Metropolitan parking policies will be reviewed to ensure policies are consistent with *Melbourne 2030*.

The availability, convenience and cost of parking are important determinants of travel behaviour (second only to car availability). Car parking is also a significant land use in its own right. Responsibility for managing parking on roads and at other locations is shared between VicRoads and local government.

DOI will work with VicRoads and local government to review the current practice and policies relating to parking and suggest possible changes to improve economic, social and environmental outcomes for the community.

The review will consider policy for:

- parking on arterial roads
- parking in the central city
- activity centre parking
- park and ride facilities associated with public transport stops
- parking standards in the *Victoria Planning Provisions*.

Work on the review has started and the first stages are due by mid-2003. Local government and key stakeholders will be involved as the studies are developed.

Next steps – what do we need to do?

The Government has released *Melbourne 2030* and the draft Implementation Plans for a period of public review and comment. The initial comment period, up to 14 February 2003, is to give all interested parties the chance to comment on how *Melbourne 2030* works overall, whether the draft Implementation Plans are workable, and whether there are any unforeseen issues that need further consideration.

Comments on Draft Implementation Plan No. 6 - Integrated Transport should be submitted by 28 February 2003.

Public information sessions were held at various venues around the metropolitan area following the release. A public display is located at the Melbourne Museum in Carlton.

Comments on this implementation plan should be submitted by 28 February 2003 to:

Metropolitan Strategy Project
Department of Sustainability and Environment
GPO Box 2797Y
Melbourne VIC 3001

or

melbourne2030@doi.vic.gov.au

Information is available by calling 1300 366 356

We value your comments and involvement.

For further information on the Melbourne Metropolitan Strategy process and *Melbourne 2030*, go to www.melbourne2030.vic.gov.au

Submissions

To ensure the integrity of the consultation process, you are asked to provide your name and address with your submission. Unfortunately, we will not be able to accept submissions which do not include this information. However, all personal identifying information could be removed after it is received if that is your request. If you do not want to be identified, or if there are any parts of your submission that you wish treated confidentially, please make this clear in your submission.