

TRANSPORT STRATEGY 2030



CITY OF MELBOURNE



A CONNECTED CITY

In a connected city, all people and goods can move to, from and within the city efficiently. Catering for growth and safeguarding prosperity will require planning for an efficient and sustainable transport network.

Acknowledgement of Traditional Owners

The City of Melbourne respectfully acknowledges the Traditional Owners of the land, the Boon Wurrung and Woiwurrung (Wurundjeri) people of the Kulin Nation and pays respect to their Elders, past and present.

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FOREWORD FROM THE LORD MAYOR OF MELBOURNE AND COUNCILLOR



Transport Strategy 2030

Melbourne is one of the most beautiful cities in the world. It is known for its hospitality, culture, arts, sport and, of course, as an important business and education centre for our state and country.

The City of Melbourne's Transport Strategy 2030 recognises how important our transport choices are to ensure people can move freely around our city.

As modes of transport change with technology so do the choices Melburnians make to get around our city. Planning needs to keep pace with this change and that is why we have developed this strategy.

We have heard that our people are voting with their feet. Nearly 90 per cent of journeys within the city are made on foot. As such, we are planning how to create more space for people to walk, talk, meet or sit under a tree and enjoy Melbourne's coffee with friends or colleagues.

This strategy has been shaped by many voices. Expert background papers have informed the project and more than 1800 people and organisations contributed feedback. Importantly, this strategy focuses on achieving the right balance between modes of transport.

Successful and vibrant cities need high-quality transport connections.

Sally Capp
Lord Mayor
City of Melbourne

Cr Nicolas Frances Gilley
Chair of the Transport and
Aboriginal City portfolios

Image 1: Little Collins Street during the weekday lunchtime closure

EXECUTIVE SUMMARY

This chapter provides an introduction and overview of the strategy.



Image 2: Tram on Collins Street

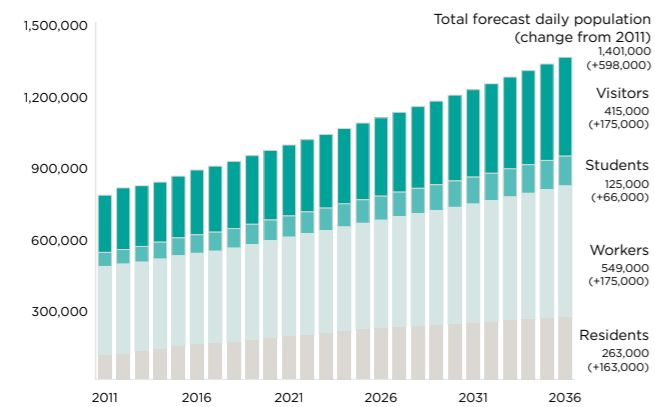
TRANSPORT STRATEGY 2030

Melbourne's central city has the largest concentration of Victoria's key economic, social and cultural assets. It is the centre of the state's transport network.

Victoria's economic prosperity is reliant on a productive central city. It is the part of our state where the demand for travel is greatest and where walking, cycling and public transport do the heavy lifting. More than 900,000 people – residents, workers and visitors – move into and within the municipality every day. This makes our municipality unique and our transport challenges complex.

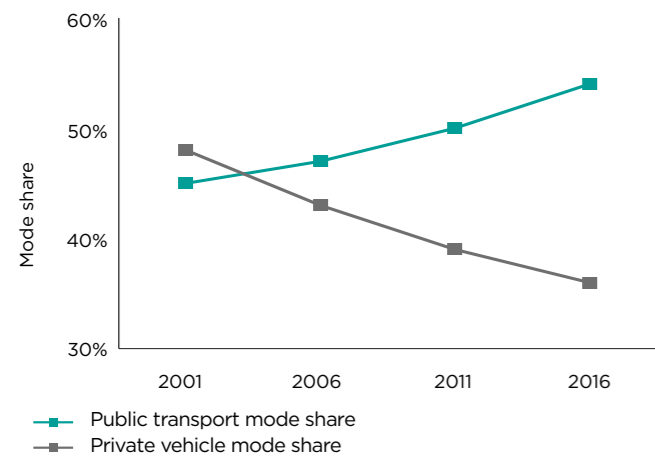
The daily population is estimated to grow to approximately 1.4 million by 2036

Figure 1: Melbourne LGA daily population estimates and forecasts 2011–2036



The share of trips to work by public transport has increased significantly

Figure 2: Journey to work by mode 2001–2016 (ABS 2017)



Our municipality has seen significant change as a result of growth in population and jobs over recent decades. In 2016 there were 150,000 more trips to work in the municipality each weekday compared to 2001.

The way that people travel has also changed. More people travel to work in the municipality by train than by car. More people are walking, riding bikes and catching public transport than ever before. The share of car trips to work has decreased by 25 per cent since 2001 and the number of vehicles entering the Hoddle Grid, the centre of the city, has reduced by 14 per cent since 2014.

With Victorian Government investment in public transport including the delivery of projects such as the Metro Tunnel, car dependency will continue to decrease as more convenient transport alternatives become available.

Walking is critical to the success of the central city economy. Eighty-nine per cent of all trips which start and finish within the Hoddle Grid are made on foot. These walking trips allow people to easily connect, do business and share knowledge through face-to-face interactions. The safety, security and comfort of people is critical to maintaining Melbourne's liveability and reputation.

Footpath congestion is a serious concern in parts of the central city. When more than 290,000 people converge at central city rail stations each weekday, crowds of people build up on the footpaths and at intersections within the station precincts. Streets can sometimes feel hostile and unsafe. The municipality also has the highest rate of pedestrian road trauma in Victoria.

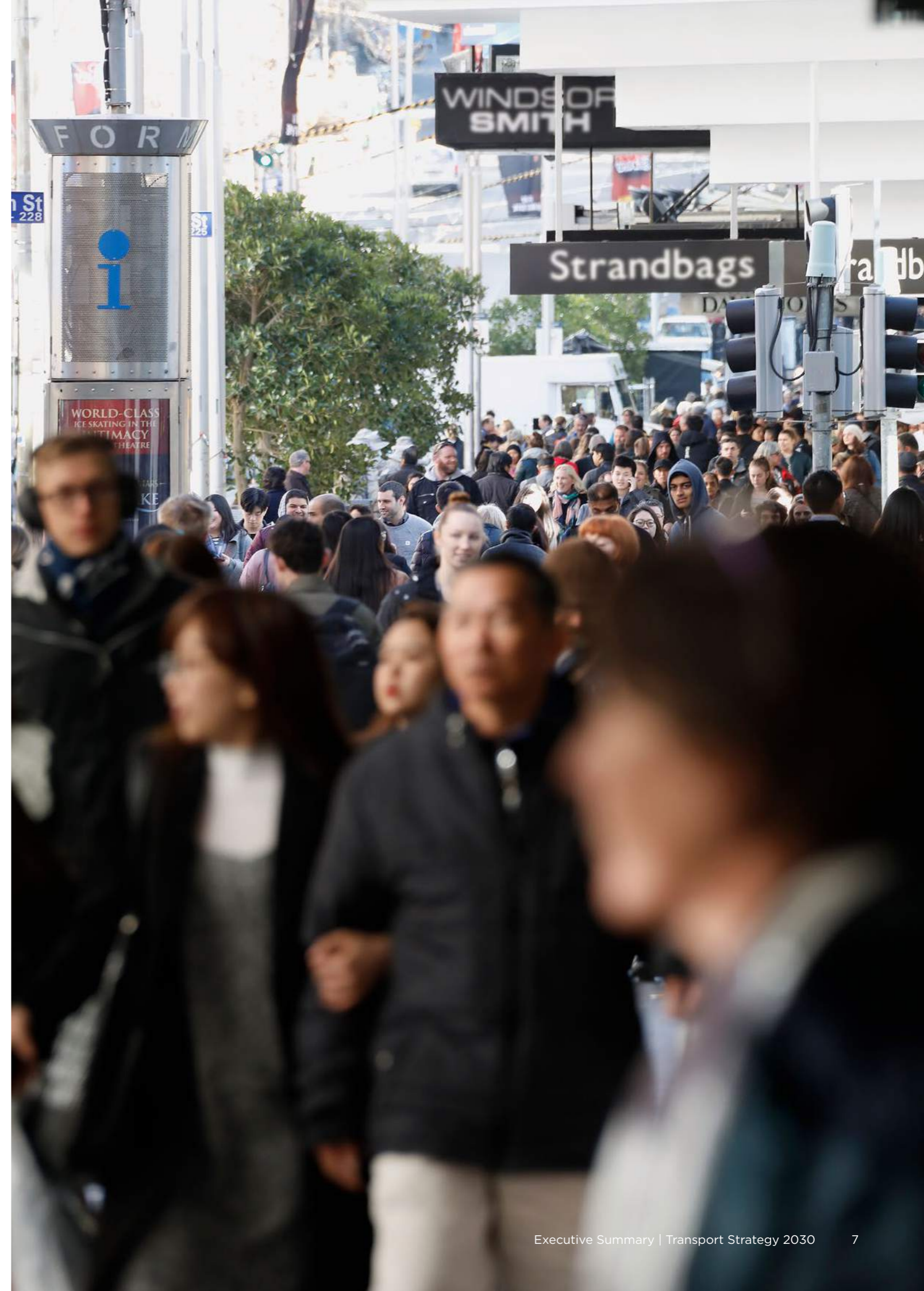
By 2036, the number of people moving around our municipality each day will increase to 1.4 million. To remain globally competitive and maintain our reputation as a great city to do business, live and work, our growing population needs streets and public spaces which are welcoming, safe, comfortable and move people efficiently. Our footpaths must be wide, comfortable and unobstructed places for walking, knowledge exchange and enjoying the city.

Bikes must play a more significant role in the transport network. The huge potential for more trips to be made by bicycle is possible with the right infrastructure. Putting in place safe, connected bicycle lanes will encourage more trips to be made by bicycle, including people who don't currently ride. Bicycle trips are low-cost for users and government, they improve the efficiency of the transport network and benefit society more broadly.

The city also needs an efficient and reliable public transport network which meets the needs of our fast-growing population and our business community.

To achieve this, we need to move more people in the same amount of street space, make our existing transport infrastructure work harder and commit to sustained investment in walking, cycling and public transport. There is significant potential to boost the contribution of each of these modes.

Image 3: People walking through Bourke Street Mall



VISION

Walking on our streets and laneways will be safe and comfortable with expansive unobstructed footpaths, seating and substantial tree canopy coverage.

We will extend Melbourne's renowned laneway culture linking the 'Little' streets. Our future laneways will be places for people, knowledge exchange and hospitality, walking, meeting, eating and drinking.

Melbourne will be Australia's premier bicycle city. More people will be confident to ride with a connected network of safe and protected bicycle lanes and high-quality bicycle parking facilities.

Our train stations will be international gateways to our city – iconic public spaces celebrating arrival to our city for hundreds of thousands of people, with seamless interchange between transport modes that is intuitive and easy.

Public transport will be safe, accessible, fast and frequent.

Private vehicle access to the city will be prioritised for efficient deliveries, servicing and for people who need to use a car.

We will embrace the future with smart city and micromobility trials that deliver public benefit.

Disruption will be co-ordinated, managed and communicated.



To deliver this vision we will invest in:

- creating a safe and liveable city
- fostering an efficient and productive city
- encouraging a dynamic and adaptive city.




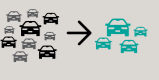
By 2030, this strategy will:

- reduce by half the number of people killed or seriously injured on our streets
- reduce by half the proportion of central city through-traffic
- increase public transport, walking and cycling mode share to 70 per cent of all trips
- increase proportion of women cycling to 40 per cent.

A SAFE AND LIVEABLE CITY

Safe, walkable streets support the knowledge economy, which is dependent on face-to-face interaction and the sharing of ideas and information. Cities with streets which support convenient, comfortable and safe transport have healthier populations and a more equitable society. Streets designed for people attract investment and promote economic growth.

Many aspects of the strategy will be implemented through our day-to-day operations. See Policies 1-14 for more.

Outcome 1. Safe streets for people		
	1.1 Redesign streets in the Hoddle Grid	p.34
	1.2 Reallocate more space to people walking in the city	p.35
	1.3 Design safe and accessible streets for everyone	p.36
	1.4 Adopt a strategic approach to managing footpath obstructions	p.38
	1.5 Prioritise public transport, walking and cycling during disruption	p.40
	1.6 Proactively facilitate a permeable street network	p.40
	1.7 Deliver physically protected environments for people through innovative urban design	p.40
	1.8 Reduce vehicle speed limits to improve safety for all	p.42
Outcome 2. Safe streets for bike riding		
	2.1 Deliver our proposed network of protected bicycle lanes into and through the central city	p.44
	2.2 Make every street safer for cycling	p.47
	2.3 Make intersections safer for cycling	p.47
	2.4 Allocate more space to motorcycles	p.48
Outcome 3. Transport interchanges as welcoming people-places		
	3.1 Transform precincts around major transport interchanges into welcoming places for people	p.50
	3.2 Design tram stops which are seamlessly integrated into streets	p.51
	3.3 Support new clean and green bus streets	p.51
Outcome 4. Fewer non-essential vehicles in the municipality		
	4.1 Reduce central city through-traffic	p.52
	4.2 Capture the benefits of road bypass projects	p.54
	4.3 Ensure access for people with disabilities as well as essential vehicles	p.54
	4.4 Focus land development around public transport	p.55
	4.5 Review off-street parking policies	p.56
	4.6 Increase the use of car share	p.58

By 2030 we will:

- Develop a Future Streets Framework to design and deliver streets in the Hoddle Grid based on the 2030 Proposed Integrated Network established in this strategy.
- Deliver priority footpath widenings across the municipality to reduce overcrowding.
- Convert parts of 'Little' streets into pedestrian-priority zones with lower speed limits.
- Free up space for people walking by providing an initial 300 additional on-street motorcycle parking bays and refocussing bicycle parking off the footpath in busy areas. Evaluate the reduction in pedestrian congestion.
- Investigate opportunities to increase off-street parking for bicycles and motorcycles.
- Introduce new measures to prohibit non-fixed obstacles in busy areas to increase space for walking.
- Deliver formal and informal crossings each year, particularly in urban renewal areas, around schools and where connections in the walking network are poor.
- Work with the Victorian Government to pilot lower speeds in areas of high pedestrian activity to improve safety. For example, on the 'Little' streets such as Flinders Lane and Chinatown.
- Deliver 50 km of connected, physically protected bicycle lanes over 10 years to improve safety and get more people riding each day.
- Produce strategic plans and deliver capital works for major station precincts, including Southern Cross, Flinders Street, Parliament and Flagstaff stations.
- Review off-street parking policies to support better outcomes in all spatial planning in the municipality..
- Deliver a new car share policy that aims to support car share growth in consultation with stakeholders.

We will also:

- Work with the Victorian Government to apply a maximum speed limit of 40 km/h on local roads across inner Melbourne.
- Work with the Victorian Government to enable a further 40 km of high quality, physically protected bicycle lanes on key state-managed roads.
- Work with the Victorian Government to trial a protected intersection and, if successful, implement where appropriate.
- Work with the Victorian Government and Yarra Trams to develop agreed design principles for tram stops which are integrated with the streetscape and minimise crowding.

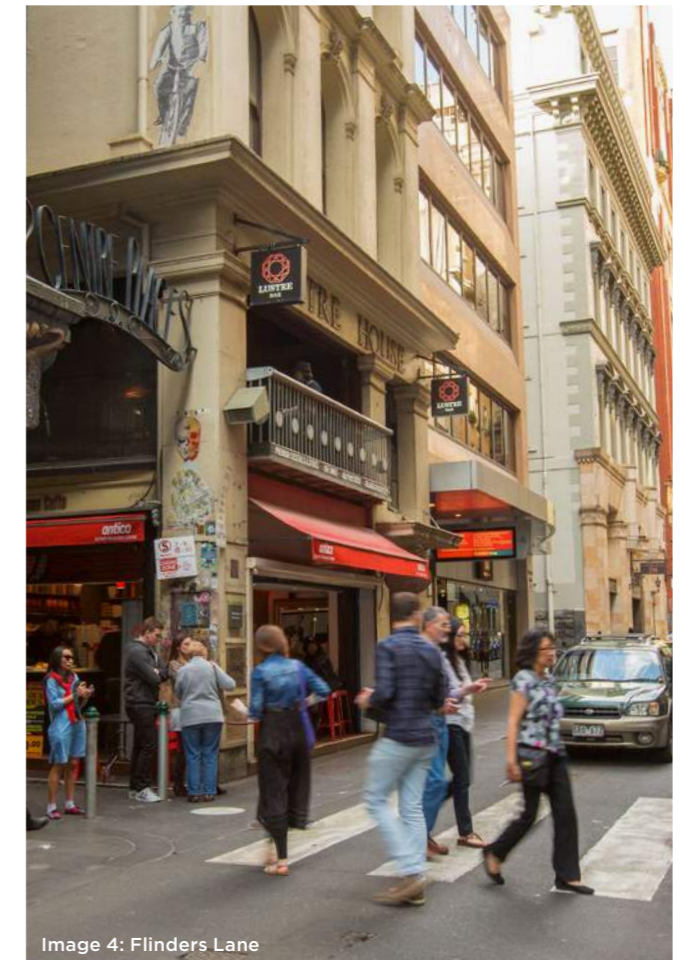


Image 4: Flinders Lane

AN EFFICIENT AND PRODUCTIVE CITY

The efficient movement of people and goods is critical to the function of our city. Economic growth and productivity is powered by efficient transport. The walking economy has been key to the success of the central city as a place to do business, visit and live.

Many aspects of the strategy will be implemented through our day-to-day operations. See Policies 15–35 for more.



Outcome 5. Reduced delay for people using efficient transport

- 5.1 Optimise traffic signals to reduce waiting times p. 64
- 5.2 Reduce travel times and increase reliability of trams and buses p. 65
- 5.3 Reduce incidences of vehicles blocking intersections to prevent delays to all modes p. 67

Outcome 6. More people riding bikes



- 6.1 Deliver community programs to get more people riding bikes p. 68
- 6.2 Support a review of the road rules to support safe and efficient cycling p. 69
- 6.3 Improve use of lighting to increase safety p. 69
- 6.4 Support the growth of e-bikes for moving people and goods p. 70

Outcome 7. Use kerb space more efficiently



- 7.1 Proactively manage kerb space to boost efficiency and productivity p. 72
- 7.2 Improve on-street parking access and efficiency through demand-responsive pricing p. 73
- 7.3 Encourage innovative, low-impact approaches to freight p. 74
- 7.4 Support efficient port logistics p. 75

Outcome 8. Efficient and reliable public transport for everyday life



- 8.1 Advocate for investment to increase inner-city rail capacity p. 76
- 8.2 Support a transition to 'turn-up-and-go' public transport p. 77
- 8.3 Support a review and redesign of tram and bus routes to increase capacity and efficiency p. 78
- 8.4 Enable a fully accessible public transport system p. 76
- 8.5 Support improvements to public transport safety and user experience p. 78
- 8.6 Integrate bikes and public transport, particularly at stations p. 78
- 8.7 Support establishing a rapid, high-frequency orbital network, beginning with buses p. 80
- 8.8 Support improvements to boost public transport capacity during peak times p. 82
- 8.9 Support improving regional rail p. 82
- 8.10 Support improving airport public transport p. 82

Outcome 9. Integrated transport planning for Victoria



- 9.1 Support the development of a Central City Transport Framework p. 84
- 9.2 Support sustainable outcomes from major city-shaping projects p. 84
- 9.3 Support early delivery of integrated transport for urban renewal areas p. 85
- 9.4 Leverage construction disruption to capture benefits of behaviour change p. 85
- 9.5 Support transparent transport performance data and indicators p. 86

By 2030 we will:

- Deliver community programs to get more people riding bikes.
- Identify and implement changes to kerb space management to improve efficiency.
- Implement short-term parking management measures to improve access and efficiency, including investigation of a demand-responsive parking pricing pilot.
- Monitor construction disruption, consider opportunities to test new transport conditions and avoid reverting to the original conditions if positive change is demonstrated.

We will also:

- Reduce delay to people walking, riding bikes, on buses and on trams by working with the Victorian Government to optimise traffic signal cycle times, starting in the Hoddle Grid.
- Improve travel times and reliability by working with the Victorian Government to prioritise the on-road tram and bus network.
- Collaborate with the Victorian Government to develop and endorse a Central City Transport Framework, recognising the importance of the central city as the hub of the Victoria's transport network.







Image 5: Southern Cross Station

A DYNAMIC AND ADAPTIVE CITY

As our population grows and transport challenges become more complex, there are real opportunities for technology, trials and innovative policy to be part of the solution. Our streets, public spaces and transport network must be adapted to meet the travel demands of the future while ensuring we continue to put people first in a liveable, prosperous and sustainable Melbourne.

Many aspects of the strategy will be implemented through our day-to-day operations. See Policies 36-48 for more.

	Outcome 10. New technologies deliver net community benefit	
	10.1 Advocate for regulation of micromobility services	p.92
	10.2 Support a review of airspace regulations to protect amenity, privacy and equity	p.93
	10.3 Support trials to test new technology and evaluate performance and impacts	p.93
	10.4 Support the integration of transport services through technology	p.93
	10.5 Support regulation to protect accessibility and equity	p.94
	10.6 Investigate the use of sensor technology to improve transport performance	p.94
	Outcome 11. Vehicle automation supporting a people-focussed city	
	11.1 Capture the road safety potential of vehicle automation to protect vulnerable road users	p.96
	11.2 Mitigate and manage the impacts of autonomous vehicles	p.96
	11.3 Use technology to enable reallocation of space currently used for car parking	p.97
	Outcome 12. Zero-emissions transport	
	12.1 Support electric vehicles powered by renewable energy	p.98
	12.2 Prioritise lower emissions for commercial vehicles and freight	p.98
	12.3 Support stronger vehicle emissions standards	p.100
	12.4 Support electric car charging in buildings and minimise on-street charging	p.100
	Outcome 13. Equitable and efficient transport pricing	
	13.1 Advocate for a road user pricing system which improves transport equity and efficiency	p.102
	13.2 Support a national road-revenue sharing agreement to secure road maintenance funds	p.104
	13.3 Support effective public transport pricing to manage demand	p.104

By 2030 we will:

- Trial technology to enable innovative use of kerbside space, including micromobility trials.
- Enable a transition to zero-emissions transport by advocating for lower carbon intensity of motor vehicles and electric vehicles powered by renewable energy in line the Climate Change Mitigation Strategy 2018.
- Continue a public conversation about road pricing reform. This will be supported by evidence, and in collaboration with government, community, experts and stakeholders.

We will also:

- Advocate for regulatory or legislative changes to ensure new transport technology benefits the city in line with this strategy.
- Support and facilitate technology trials which align with this strategy and the objectives of the *Transport Integration Act 2010*. Undertake evaluations to understand impacts and opportunities.
- Support enhanced legal protections of vulnerable road users from the risks of motor vehicles and autonomous technology.



Image 6: Princes Bridge

TARGETS

By 2030 we will:

- Reduce by half the number of people killed or seriously injured on streets in the municipality, and eliminate deaths and serious injuries by 2040
- Reduce by half the proportion of central city through-traffic to 21 per cent, down from 43 per cent in 2018
- Increase public transport, walking and cycling mode share to 70 per cent of all trips
- Increase the proportion of women cycling to 40 per cent from 24 per cent in 2019.

INDICATOR	CURRENT	2030	LONG-TERM (2040)
Fatalities and serious injuries in the municipality	231 ¹	-50%	0
Hoddle Grid through-traffic	43% ²	21%	10%
Public transport, walking and cycling mode share, all trips in the municipality	64% ³	70%	75%
Proportion of women cycling into the central city	24% ⁴	40%	50%

Image 7: Jim Stynes Bridge

¹ Crashstats, Victorian Government 2018

² Central City Origin-destination Survey, City of Melbourne 2018

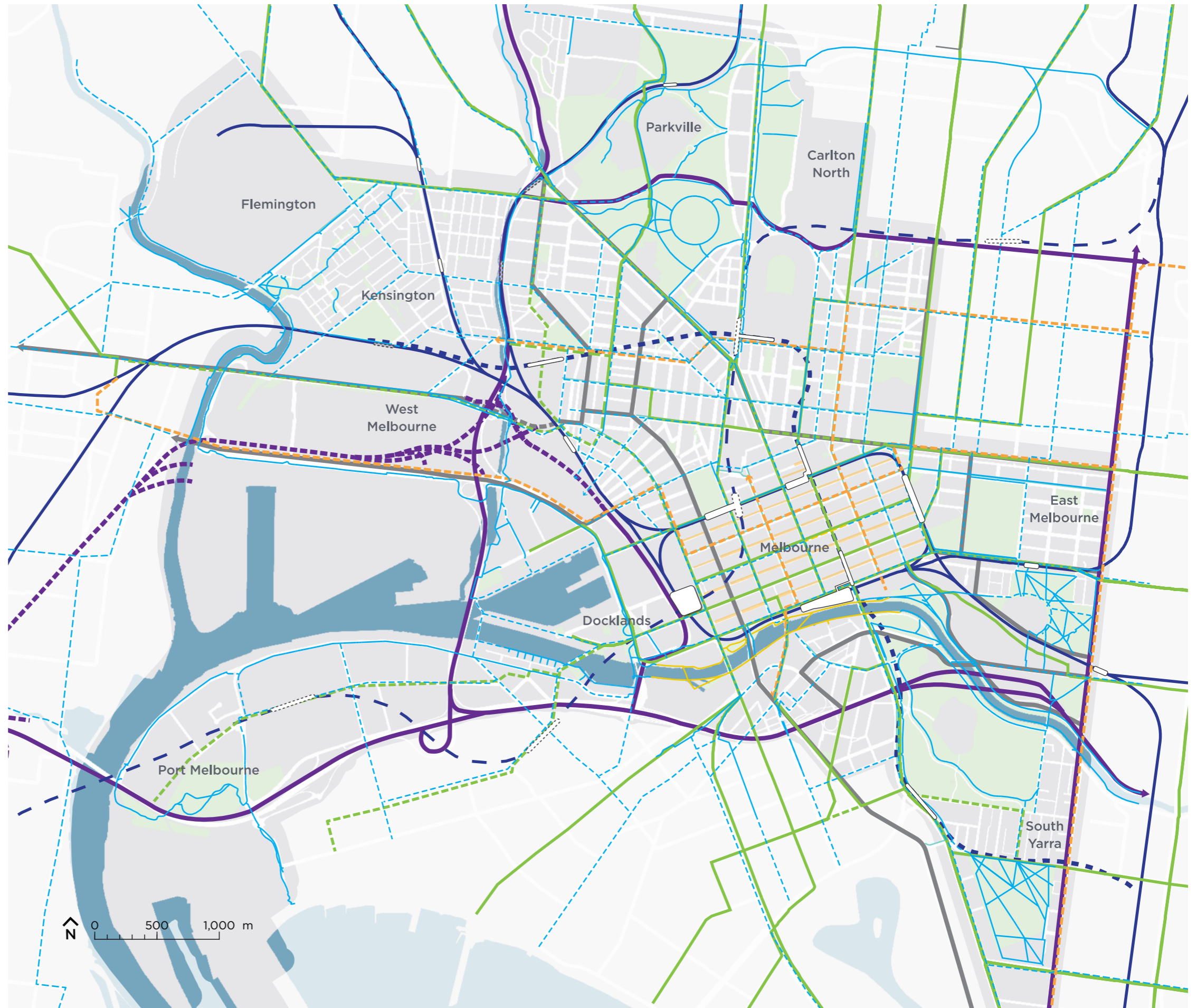
³ Victorian Integrated Survey of Travel and Activity 2015-16, Victorian Government 2017

⁴ Bi-annual Cordon Count, City of Melbourne 2019



2030 PROPOSED INTEGRATED NETWORK

Melbourne's transport network in 2030 as proposed by this strategy.



Key:

- Pedestrian-priority zone
- Protected bicycle route
- Slow zone for bikes
- Traffic-calmed bike street
- Train station
- Train station - investigate relocation
- Full-time bus priority
- Tram
- Rail
- Melbourne Metro 1 (Metro Tunnel)
- Melbourne Metro 2
- Traffic bypass

Existing	Proposed/ future

Map 1: Combined map of all proposals

CONTEXT

This chapter considers how people are moving in our city, the transport issues people face and future challenges and opportunities for transport in Melbourne.



Image 8: The intersection of Swanston and Lonsdale streets

THE CENTRE OF VICTORIA'S TRANSPORT NETWORK

0 500 1,000 m

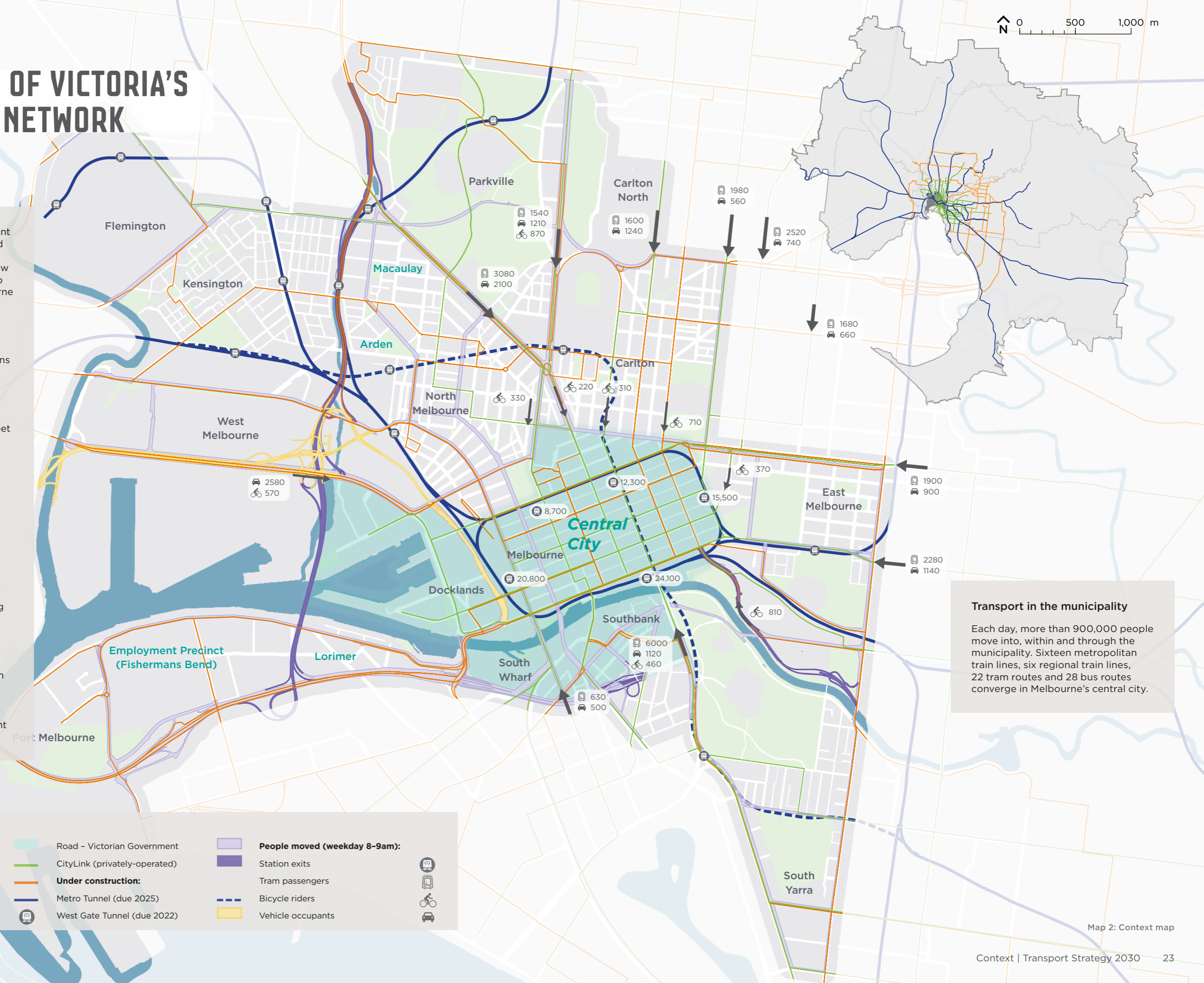
Across Melbourne, investment in transport is being planned for and delivered. This new infrastructure will impact how people and goods move into and around Greater Melbourne and our municipality:

Delivery

- Metro Tunnel
- High Capacity Metro Trains
- Level Crossing Removal Project
- West Gate Tunnel
- Streamlining Hoddle Street
- Port Rail Shuttle
- Regional Rail Revival
- Inland Rail

Planning

- Level Crossing Removal Project
- Suburban Rail Loop
- Airport Rail Link
- Tram network extensions
- North East Link, including Doncaster Busway
- Western Rail Plan
- Fast Rail to Geelong
- City Loop reconfiguration
- Central City Freight Consolidation Centre
- Western Interstate Freight Terminal



Transport in the municipality
 Each day, more than 900,000 people move into, within and through the municipality. Sixteen metropolitan train lines, six regional train lines, 22 tram routes and 28 bus routes converge in Melbourne's central city.

Key:

Central city	Road - Victorian Government	People moved (weekday 8-9am):
Tram route	CityLink (privately-operated)	Station exits
Bus route	Under construction:	Tram passengers
Passenger rail	Metro Tunnel (due 2025)	Bicycle riders
Train station	West Gate Tunnel (due 2022)	Vehicle occupants

ROLES AND RESPONSIBILITIES

Who is responsible for transport?

City of Melbourne

The City of Melbourne manages, operates and funds some aspects of the transport network in inner Melbourne. We are primarily responsible for local roads and we design, deliver and maintain most of the city's public spaces, footpaths, streets, bicycle lanes and paths in parks and gardens.

Victorian Government

The Victorian Government is responsible for most aspects of planning, building, managing and operating transport in Melbourne through its various agencies and contractors. This includes the public transport network, arterial roads and all traffic signals.

The City of Melbourne works closely with Victorian Government agencies, authorities and operators to gain approvals for projects, to advocate for change and influence good outcomes for our municipality.

Integrated planning

The *Transport Integration Act 2010* (TIA) is Victoria's principal transport statute. Its core focus is integration and sustainability. It requires integrated planning of transport as a single system performing multiple tasks, rather than as separate transport modes. Planning is also required to consider the use of surrounding land and its intensity.

Under the TIA, integrated planning is the responsibility of all levels of government. The City of Melbourne and the Victorian Government are required to make decisions based on the TIA's objectives and principles. The objectives are to achieve:

- social and economic inclusion
- economic prosperity
- environmental sustainability
- integration of transport and land use
- efficiency, coordination and reliability
- safety, health and wellbeing.

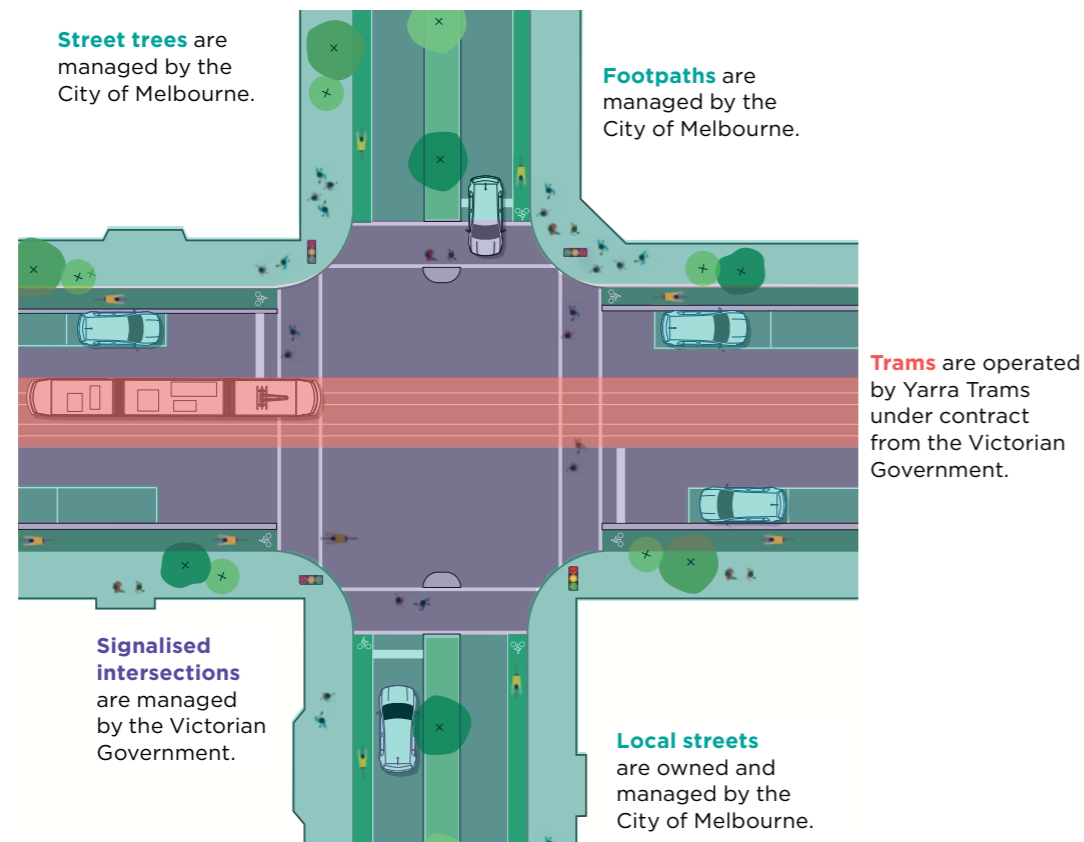


Figure 3: Road management roles and responsibilities

POLICY ALIGNMENT

Working together for a world-class transport network

The City of Melbourne commits to working with the Victorian Government to deliver the world-class, efficient, safe and reliable transport network needed for a growing Melbourne.

This will be especially important in places where the transport roles of the Victorian Government and the City of Melbourne intersect:

- The rail network and stations are managed by the Victorian Government and are major gateways to the central city. When the thousands of people come by rail each day, they arrive on to streets managed by the City of Melbourne.
- The city's hard-working and iconic trams run on many City of Melbourne streets. The stops are integrated into streets and footpaths we manage and maintain.
- Most streets in the city are local streets managed by the City of Melbourne, while signalised intersections are managed and operated by the Victorian Government.

It is critical that we work constructively with the Victorian Government to ensure a seamless, integrated transport system and respond together to the challenges and complexities of moving more people within the same amount of space.

Major transport projects and disruption

Metro Tunnel construction and other major transport and building projects will disrupt existing travel patterns in many ways. We will work with the Victorian Government to manage disruption and accommodate people safely and comfortably during construction.

Public transport and public realm interface

The Victorian Government is progressively increasing public transport capacity by purchasing larger vehicles, investing in infrastructure, making the system more efficient and moving towards a 'turn-up-and-go' service. The passenger experience extends beyond the public transport vehicle and onto the streets and footpaths around stations and stops. We must work together to ensure these public spaces are welcoming and adapted to match the aspirations for an efficient, modern public transport system.

Safety

As Melbourne becomes busier and more people gather at our transport hubs, ensuring the safety of people in the central city becomes a greater challenge. We will work with the Victorian Government to ensure our streets are designed to keep people safe and minimise overcrowding.

More cycling

Increasing cycling uptake will reduce congestion on our streets and trams. We support investment in safer, lower-stress, better-connected bicycle routes in line with the Victorian Cycling Strategy. We will work with the Victorian Government to deliver on our shared goals for cycling and make it a real option for more people.

Intersections

Improving the people flow at signalised intersections is key to reducing footpath congestion and improving the efficiency of movement throughout the city. We will work with the Victorian Government improve traffic signal operations and timing.

Trials and pilots

We support trialling and testing changes to the design and operation of our streets and transport infrastructure in partnership with the Victorian Government.

The Transport Strategy has been informed by key policies and legislation:

Victorian Government

- Plan Melbourne 2017
- Infrastructure Plan 2018
- Victorian Cycling Strategy 2018
- Movement and Place in Victoria 2019
- Network Development Plan – Metropolitan Rail 2012
- Victorian Freight Plan 2018
- Towards Zero 2016
- *Climate Change Act 2017*
- *Transport Integration Act 2010*.

City of Melbourne

- Future Melbourne 2026
- Council Plan 2017–2021
- Transport Strategy 2012
- Walking Plan 2014
- Places for People 2015
- Bicycle Plan 2016
- Last Kilometre Freight Plan 2016
- Motorcycle Plan 2015
- Road Safety Plan 2013
- Road Management Plan 2017
- Climate Change Mitigation Strategy 2018
- Climate Change Adaptation Strategy 2017
- Urban Forest Strategy 2014
- Access Docklands 2013
- Central Melbourne Design Guide 2018
- City of Melbourne Design Standards.

CHALLENGES AND OPPORTUNITIES

The following challenges and opportunities were identified by City of Melbourne analysis and community feedback and reinforced through independent research. The strategy proposes a series of actions, policies and projects to respond to these issues.

Safety and security in the city

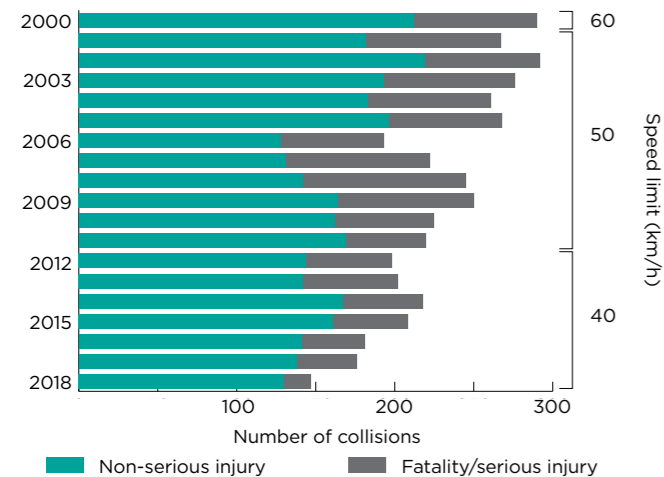
Pedestrian road trauma

The city has the highest rate of pedestrian road trauma in Victoria. On average about 46 pedestrians are seriously injured and one pedestrian dies each year on roads in the city. More needs to be done to keep people safe on our streets.

In recent years, motor vehicles have been used to deliberately harm people on our streets. We are working with the Victorian Government to protect our primary gathering spaces. With more people in the central city each day we need to consider expanding this to other streets and places.

Road-related fatalities and injuries have declined but there is a long way to go

Figure 4: Annual recorded road collisions resulting in injuries in the Hoddle Grid (Victorian Government 2018)



Footpath overcrowding

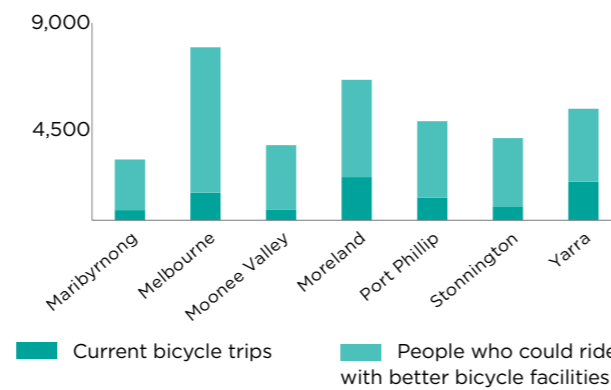
The quality of life in Greater Melbourne and the growth of our economy continues to attract people to the central city. As a result, pedestrian overcrowding occurs frequently at key locations, including around train stations and tram stops, on streets and at intersections. For example, at the intersection of Spencer and Collins streets during peak hours, there are often so many pedestrians waiting to cross the road that they spill onto the street, putting people in danger.

Many people don't feel confident to ride a bicycle

Cycling is good for our health and environment. It is cheap, fun and flexible while requiring relatively little space in a busy city. While there is an extensive network of painted lanes in the city, our evidence shows that most people do not feel safe enough to use them. Many people who want to start riding or want to ride more often would do so if bicycle lanes were physically protected from motor vehicles. Protected bicycle lanes attract more people to ride. Cycling could play a bigger role in the transport network for a relatively low-cost investment (e.g. the 12,000 people who currently ride to work each weekday is equivalent to the capacity of 57 E-class trams).

Thousands of people could ride to work in the municipality with better infrastructure

Figure 5: Number of potential bicycle riders in adjacent LGAs



Experience and reputation

The experience of visitors affects Melbourne's status as a global destination. With most visitors on foot, the quality and generosity of the walking environment is critical to our international reputation and a thriving economy. In line with our goal for a 'City for People', we want to ensure all people can access, feel safe in and enjoy the city. The city's streets, public realm and transport network must be inclusive for all.

Public transport safety

Most of Melbourne's extensive tram network shares space with vehicles. Every year 1000 tram/vehicle accidents occur across the network. These accidents injure people, affect lives, cause extensive delays and substantially increase operating costs. Feeling unsafe at public transport stations, stops and surrounding streets prevents some people accessing public transport services at all times and locations.

Network efficiency

Congestion

A certain level of transport congestion is a feature of all prosperous cities. However, it also undermines liveability and economic prosperity. Congestion costs Greater Melbourne \$4.6 billion per year and is forecast to reach \$10 billion by 2030. Increasing road capacity does not eliminate congestion. Rather, evidence shows it increases the number of motor vehicles on the road. Buses and trams get stuck in congested conditions across Greater Melbourne. We have the largest tram network in the world, however our trams are also among the slowest, averaging just 16 km/h across the network.

The impact of through-traffic

Many people who drive through the central city are passing through with business elsewhere. Forty-three per cent of vehicles travelling into the Hoddle Grid is through-traffic. King Street, Spencer Street and William Street carry the most through-traffic.

Increasing demand for road space next to the kerb

Kerb space is the area of the road adjacent to the kerb. There is 45,000m² of kerb space dedicated to on-street parking in the central city. As our population grows, there will be more demand for this space to accommodate deliveries, service vehicles, pick-ups and drop-offs, trees, public space, wider footpaths and bicycle lanes.

Delays at intersections

The traffic lights at many intersections in the Hoddle Grid are not programmed to maximise efficient movement. Many signals do not change frequently enough, leading to delays for public transport and a build up of people waiting to cross, particularly around stations at peak hours. This will worsen as train capacity increases. Delaying people walking is a handbrake on economic productivity.

Hidden costs of on-street parking

The price of on-street parking at many times is lower than off-street parking. This adds to congestion, as people driving search for a cheap, subsidised on-street parking space. On-street parking is public space which is used temporarily by a small number of people. Much of this space could be used more productively to benefit many more people¹.

There is little evidence that parking is essential for retail performance. Three-quarters of all trips to the City of Melbourne for shopping are made by public transport. Only 14 per cent of shopping trips in the municipality involve on-street parking. Meanwhile, there is a significant supply of off-street parking (68,300 commercial spaces). Off-street parking could adequately accommodate the relatively small number of shopping trips made by car.

City disruption and transformation

Major project disruption

Greater Melbourne's growth has led to an unprecedented investment in major projects including the Metro Tunnel, West Gate Tunnel and level crossing removals. These are transformational projects which will take several years to complete. Construction requires frequent changes to the way people travel, such as road closures, diversions and replacement bus services.

Disruptive technology

Disruptive technology such as rideshare apps and dockless bike share provide opportunities to improve transport and increase accessibility. However, there is a risk that the benefits will not be realised or that the negative impacts of unregulated new technologies will not be mitigated.

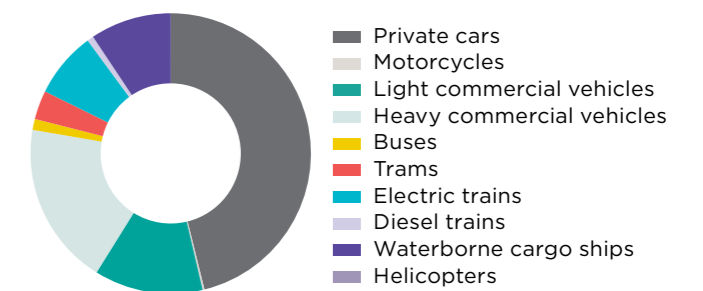
There is a high degree of uncertainty about how soon driverless cars will be using our streets. Driverless cars could remove most human error in road accidents and help deliver people the first and last kilometre of their trip, complementing efficient public transport. However, driverless cars are likely to contribute to additional car trips, adding to congestion and may shift people away from walking, public transport and cycling.

Transport emissions are increasing

Current transport emissions in the city exceed the levels required to meet Australia's obligations under the Paris Climate Agreement. In 2018, cars contributed around 52 per cent of the city's land transport emissions.

Private cars are the greatest source of transport emissions in the municipality

Figure 6: Transport emissions in the municipality, by mode



Transport pricing

Currently, the main form of road demand management is traffic jams - people are discouraged from making trips during peak hours due to longer journey times. There is no price signal to manage road demand or encourage people to travel differently. People pay the same price for transport during peak hours as they do during off-peak hours.

¹ Transport Strategy refresh background paper: Car parking, RMIT 2018

STRATEGY DEVELOPMENT

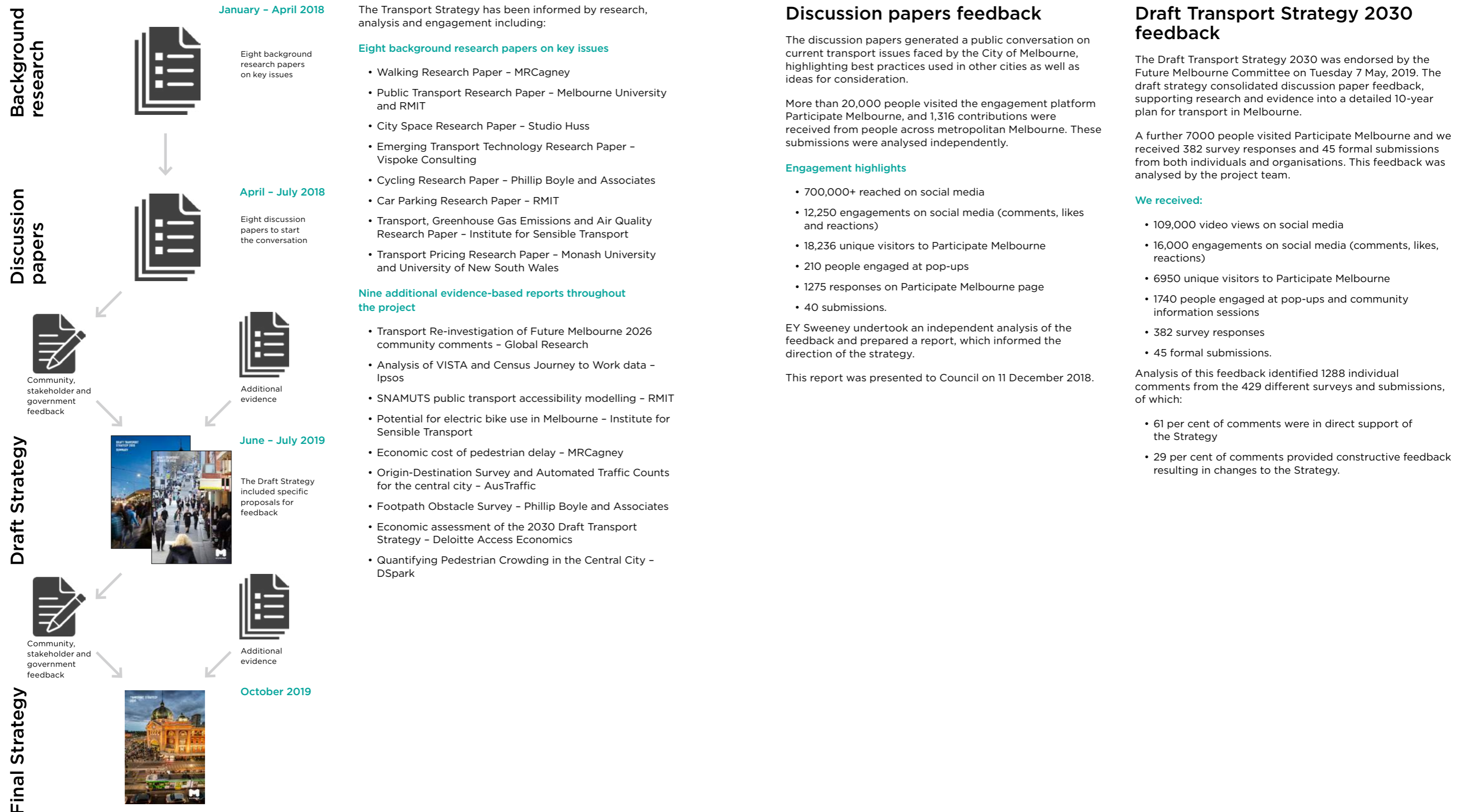


Figure 7: Process of developing the Strategy

A SAFE AND LIVEABLE CITY

Walkable streets support business and activity in the city, which is dependent on face-to-face interaction and the sharing of knowledge and ideas. Cities with streets that enable walking, cycling and public transport that is convenient, comfortable, enjoyable and safe have healthier populations and more sustainable environments. Streets designed for people bring life to the city.

Melbourne's generous streets have allowed us to provide for multiple modes of transport in most areas of the municipality. However, with a growing population and more people coming to the municipality, street space needs to be allocated to the modes of transport that will move the most people. This means prioritising pedestrian space, cycling networks and room for public transport.

Public space will become even more important to the long-term liveability, reputation and prosperity of our growing city. The City of Melbourne will increase the area of pedestrian-only and pedestrian-priority spaces to enhance safety, commercial viability and place activation, introducing full and part-time street closures that are temporary or permanent. This will be achieved using a strategic approach to ensure appropriate access is maintained.

Outcomes





-  1. Safe streets for people
-  2. Safe streets for bike riding
-  3. Transport interchanges as welcoming people-places
-  4. Fewer non-essential vehicles in the municipality



Image 9: Crossing Flinders Lane

CHALLENGES AND OPPORTUNITIES

Safety and overcrowding

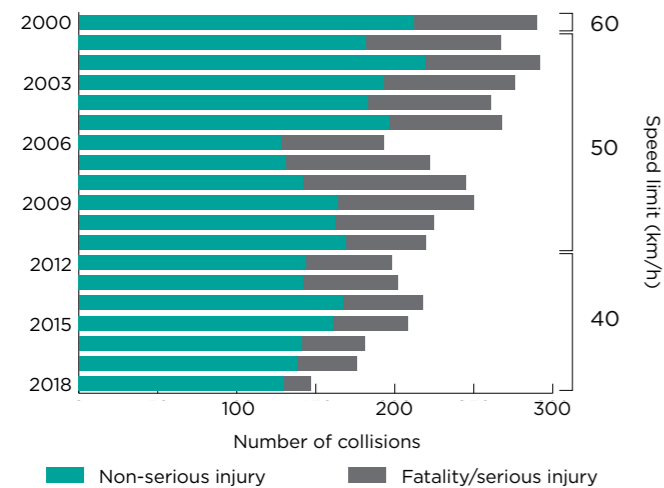
Road trauma

Our municipality has the highest rate of vehicle-pedestrian collisions in Victoria. On average approximately 46 pedestrians are seriously injured and one dies each year on streets in the municipality¹. In recent years, motor vehicles have been used with the intent to harm people walking on footpaths. Many improvements have been made. For example, since the 40 km/h speed limit was introduced throughout the Hoddle Grid, slower vehicle speeds have meant 170 people have avoided suffering serious injury.

More will need to be done to reduce the risk of motor vehicles causing harm to people.

Road-related fatalities and injuries have declined, but there is a long way to go

Figure 8: Annual recorded road collisions resulting in injuries in the Hoddle Grid (Victorian Government 2018)



Health impacts of motor vehicles

Motor vehicles are a major source of pollution. In addition to carbon dioxide, motor vehicles emit particulates, nitrogen oxides and volatile organic compounds, which are harmful to human health. Motor vehicle use is strongly associated with negative physical and mental health outcomes including obesity, heart disease, diabetes, depression, stress and anxiety. Substitution of some motor vehicle trips with walking, riding a bicycle and/or public transport can improve public health and reduce strain on the health system.

¹ Transport Strategy refresh background paper: Walking, MRCagney 2018
² Transport Strategy refresh background paper: Walking, MRCagney 2018
³ Footpath obstacle survey, Phillip Boyle and Associates 2018
⁴ Transport Strategy refresh background paper: Bicycles for everyday transport, Phillip Boyle and Associates 2018
⁵ Bicycle user confidence study, CDM research and ASDF research 2017
⁶ Bi-annual cordon count, City of Melbourne 2019

Footpath overcrowding

Overcrowding occurs frequently at key locations, including around train stations and tram stops, on central city streets and at intersections². For example, at the intersection of Spencer and Collins streets during peak hours, there are often so many people waiting to cross the road that they spill off the footpath. Overcrowded spaces are unpleasant, uncomfortable and put at risk our reputation, liveability and economic productivity. During the morning and lunchtime peaks, 14 per cent of central city footpaths are so crowded that people have to walk on the kerb or roadway³. Overcrowding is also a safety and security risk.

Our 'Little' streets are not designed to prioritise people. The footpaths are too narrow, making it hard for people to pass each other, to window shop or to dwell and enjoy the city. Narrow footpaths are particularly problematic for people using wheelchairs, prams and with limited mobility. There is acute overcrowding on streets such as Flinders Lane, Little Collins and Little Bourke.

Personal safety

In some parts of the municipality people don't feel safe walking or riding a bicycle. We received feedback from the community that people feel particularly unsafe using poorly lit off-road paths and trails.

Many people don't feel confident to ride a bike

Cycling is good for our health and our environment⁴. It is cheap, fun and flexible while requiring relatively little space in a busy city. Many people who want to start riding or want to ride more often would do so if bike lanes were physically protected from motor vehicles. Our research shows that protected bike lanes attract more people to ride⁵.

In particular, women are more likely to use a bicycle for transport if physically protected infrastructure exists. Currently, only 24 per cent of morning bicycle commuters are women⁶. To be equitable, infrastructure funded by the community should be designed to meet as wide a range of community needs as possible. Our research shows that protected bike lanes encourage more women to ride.

We have some existing protected lanes, such as on parts of Elizabeth, Swanston and La Trobe streets. These will need to be connected into a broader network of protected lanes, including at intersections, to attract more people to ride.

Tram network safety

On Melbourne's extensive tram network, trams and private vehicles compete for space. Every year 1000 tram-vehicle accidents occur across the network – an average of three collisions each day. These accidents injure people, affect lives, cause extensive delays and substantially increases operating costs. When trams are taken out of service for repairs, a larger fleet is required to maintain services.

Cost of motor vehicles to society

Every kilometre driven by a private motor vehicle imposes 58 cents in costs to society⁷. These costs include pollution, noise, traffic congestion, accidents, reduced health outcomes from sedentary behaviour, land use costs and road maintenance.

Competing demands for street space

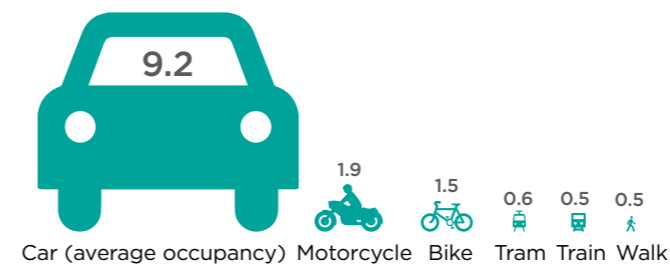
The 1.4 million people forecast to be in the municipality every day in 2036 will need to move around in the same amount of space that is used by 900,000 today.

Historically, most streets in Melbourne have tried to accommodate as many modes as possible. With rapid population growth, the increased demand for travel requires a new approach⁸. More space is needed for walking, cycling and public transport to move people efficiently, safely and in comfort. Also, more space will be needed for people to rest, relax and enjoy the city.

Obstacles on footpaths disrupt pedestrian flow and make pedestrian crowding worse⁹. Obstacles on footpaths include motorcycle and bike parking, A-boards and cafe tables.

Cars are the least space-efficient transport mode

Figure 9: Space per person (m²) for different modes of transport



Slow growth of the car share fleet

Car share helps to reduce ownership of private vehicles. It allows people to avoid owning a car and mostly use other modes, while having access a car for infrequent trips where it is the most convenient mode. Car share users catch public transport, walk and ride bikes more often than car owners¹⁰. The City of Melbourne has a goal of 2000 car share vehicles in the municipality by 2021. The goal is designed to help halt the growth of the city's residential car fleet. If current trends continue, the City of Melbourne will not achieve its goal and the number of cars owned by residents may continue to increase.

⁷ Divorcing growth from the car, Deloitte 2018
⁸ Transport Strategy refresh background paper: City Space, UB-Lab 2018
⁹ Footpath obstacle survey, Phillip Boyle and Associates 2018
¹⁰ Car sharing research report, prepared by GHD for City of Melbourne and City of Stonnington, 2010
¹¹ Transport Strategy refresh background paper: Car parking, RMIT 2018

Melbourne is not yet accessible for all

Legislative requirements under the *Disability Discrimination Act 1992* (Cth) (DDA) set the minimum standards for disability access in the city. While parts of the city's transport network continue to be upgraded to meet minimum standards, we should be aiming to go beyond this by designing a city which is universally accessible to all people including those with physical or mental disabilities. For example, while a section of city street may be DDA compliant, crowding makes it harder for the elderly, people with a disability or parents with prams or young children to navigate the street safely and comfortably.

Visitor experience and reputation

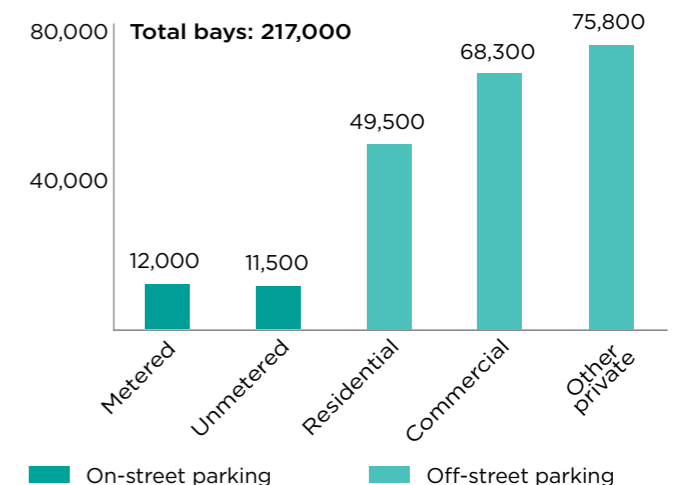
The experience of visitors impacts Melbourne's status as a global destination. With most visitors on foot, the quality and generosity of the walking environment is critical to our international reputation.

Oversupply of off-street parking

Data suggests that there are many more residential off-street parking spaces than the market demands. In the municipality there are 40 per cent more residential parking spaces than vehicles owned¹¹. This oversupply pushes up the cost of housing by \$50,000 to \$80,000 per parking bay. Residential parking often occupies the bottom floors of buildings. This creates dull and lifeless streets. As the number of vehicles entering the central city declines, it is likely that commercial parking facilities will also become underused. New technologies and services, such as app-based taxis, are reducing parking demand. Repurposing these spaces for more productive uses – such as residential, office, retail or hospitality – would benefit the city.

Off-street car parking is oversupplied

Figure 10: Parking supply in the municipality



OUTCOME 1 - SAFE STREETS FOR PEOPLE

Our streets will be safe places for people of all ages. People will be protected from the risk of moving vehicles. Innovative design will enhance the quality of the public realm without compromising the amenity of our streets for people walking and resting. Pedestrians are safe, the risk of harm posed by motor vehicles is reduced by slowing vehicles down and creating more car-free spaces.



1.1 Redesign streets in the Hoddle Grid

The future transport role of each street in the Hoddle Grid has been defined in this strategy (see the Proposed Transport Network maps).

We will transition the design of streets to reflect current and future use.

Fundamental drivers of the plan are to reallocate more space to people, increase walking, cycling and public transport use in the central city and improve the experience of streets for people. Many of these changes will help to make the city more accessible for people with limited mobility. The City of Melbourne will:

- prioritise space-efficient transport modes
- improve amenity by designing streets for people as our first priority
- seek to remove kerbs where drainage and other considerations allow, to create more permeable and accessible streets, such as on streets converted to 10 km/h pedestrian-priority zones
- use a variety of materials and surfaces to communicate the unique central city environment
- continue to widen footpaths in the busiest walking areas, removing on-street parking where necessary
- integrate streetscape projects with climate change adaptation measures, such as tree planting and water sensitive urban design
- maintain vehicle access for emergency services, people with a disability and freight
- maintain property access.

Action 1: Develop a Future Streets Framework to design and deliver streets in the Hoddle Grid based on the 2030 Proposed Integrated Network established in this strategy.

Action 2: Deliver priority footpath widenings across the municipality to reduce overcrowding.



“I love finding different ways to get to work, exploring laneways and avoiding streets which are busy with traffic.”

- Victoria, North Melbourne

1.2 Reallocate more space to people walking in the city

Walking is integral to cities. It is the main way people experience the city and connect with each other. A good walking network increases interaction between people doing business which drives the economy. Walking requires the least space of any mode of transport.

Creating wider footpaths for the comfortable movement of people as well as increasing space for seating, trees, street trading, bike lanes and bus/tram lanes is a priority.

Intersections play a critical role in the transport network. Some of Melbourne’s most congested footpaths are at corners where footpaths meet. Roundabouts are space-intensive intersection designs. They remove pedestrian priority and are difficult to negotiate on bicycles. They are not a preferred solution in the municipality.

Separation of road users is sometimes not achievable or desirable. Research shows that, in many instances, sharing space can be safer for all modes. This is because when rights of way are removed, all users have to exercise greater caution to safely proceed.

We will improve streets and intersections by:

- reallocating traffic lanes to pedestrian space, including at intersections and slip lanes
- reducing crossing distances and seeking to provide pedestrian crossings on all legs of an intersection
- narrowing traffic lanes and introducing traffic calming
- removing kerbs where possible to create level streets
- reallocating on-street parking to people space
- converting some streets into pedestrian-priority zones
- reducing space allocated to roads and car parking in or adjacent to parks
- converting roundabouts to conventional intersections
- minimising new footpath crossovers (driveways) and making the most of existing ones
- working towards a maximum of one traffic lane each way on all streets in the Hoddle Grid, except King Street.

Making these changes may have an impact on traffic capacity but will improve the people-moving capacity and safety of our streets. Access for local traffic, residents, servicing and deliveries will be maintained. This includes existing property access from the street, which legally can’t be removed without the property owner’s consent.

Locations where footpath overcrowding is already a problem will be prioritised, such as Bourke Street, Elizabeth Street, Spencer Street and areas around central city rail interchanges. The redesign of the Haymarket roundabout is a priority, in order to deliver better movement and safety outcomes for people walking, riding bikes and using public transport, particularly once Parkville station opens in 2025.

Transitioning the city’s ‘Little’ streets – Flinders Lane, Little Collins, Little Bourke and Little Lonsdale streets – to pedestrian-priority streets is a key outcome.

These streets were originally established to service properties fronting the major east-west streets in the Hoddle Grid. As the city evolved, so has the function of the ‘Little’ streets. Today, many of them are vibrant, pedestrian-dominated spaces with a mix of fine-grained activity. Other streets in the city are changing as a result of projects, such as Franklin Street due to the Metro Tunnel.

The ‘Little’ streets are well-suited to pedestrian-based businesses, hospitality and retail. However, narrow footpaths combined with significant volumes of people create crowded and uncomfortable pedestrian environments on these streets. Increasing the amount of space for people on foot in the ‘Little’ streets will increase their viability and vitality and link the laneways.

Fast movement or through-traffic are not appropriate in the ‘Little’ streets. Access for local traffic and deliveries will be maintained.

All policies and actions in the City of Melbourne Walking Plan 2014-17 remain current and will be delivered through this strategy, including outstanding shared zones.

Policy 1: Ensure adequate space is provided for people through all street renewal or upgrade projects. Intersections will be designed to optimise the flow of pedestrians and improve safety and amenity for all.

Action 3: Convert parts of ‘Little’ streets into pedestrian-priority zones with lower speed limits.

Pedestrian-priority zones

Under the Road Safety Road Rules 2017, people driving vehicles in a shared zone are legally required to give way to people walking. There is a lack of awareness around legal responsibilities in a shared zone as ‘shared’ implies no priority. However, a well-designed shared zone is read intuitively by all road users as a pedestrian-priority space.

Under the current road rules our best mechanism to implement pedestrian-priority zones is to designate shared zones and, where necessary, redesign the street. Our long-term aspiration is to evolve the use of shared zones in a legal and physical sense, including redefining them under the road rules as ‘pedestrian-priority zones’.

1.3 Design safe and accessible streets for everyone

Great cities are accessible and safe for people of all ages and abilities. Everyone benefits from a city which is accessible for those with limited mobility, as accessible streets make it easier for people to move around and participate in city life. For those using the public transport system, streets managed by the City of Melbourne provide critical connections between transport modes.

There are social and economic benefits when people feel safe walking or cycling along a city's streets, paths and public spaces. People who don't feel safe often won't travel as much and will avoid travelling on particular modes, at certain times of the day or night, or in different areas. This has the impact of reducing travel choices for people, which limits social and economic opportunities.

Research suggests that women's travel choices in particular can be impacted by perceptions of safety. Designing our streets to be universally accessible and to meet best-practice safety-by-design principles will ensure our streets are comfortable, safe and accessible places for all.

Policy 2: Exceed the minimum standards set in the *Disability Discrimination Act 1992 (Cth)* by delivering universally accessible streets and public spaces which integrate with the public transport network.

Case study: Barcelona Superblocks

Barcelona has a uniform street grid similar to Melbourne's Hoddle Grid. The city has recently introduced the concept of 'Superblocks', where streets that form a three-by-three group of nine city blocks are being redesigned to prioritise people over cars.

The streets within each superblock are transformed into shared spaces and prioritised for walking, cycling, resident's cars and deliveries. The streets that form the perimeter of each superblock are designated for cars and public transport.

Speed limits are reduced to 10 km/h to create people-friendly environments where children can play freely. Vehicle through-movement is not allowed.

In areas where, previously, almost 75 per cent of all space was allocated to cars, 75 per cent is now given to pedestrians.

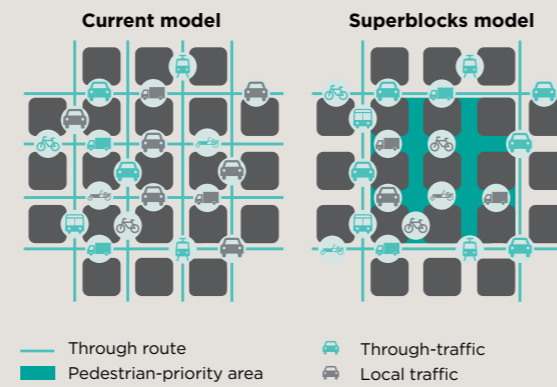


Figure 11: Barcelona Superblocks model



Image 10: Trams on St Kilda Road

Evidence base: analysis of street space allocation in the municipality

An analysis of transport space across the municipality was undertaken to inform this strategy. The purpose was to better understand how much space between buildings is allocated to transport and how much is allocated to each mode.

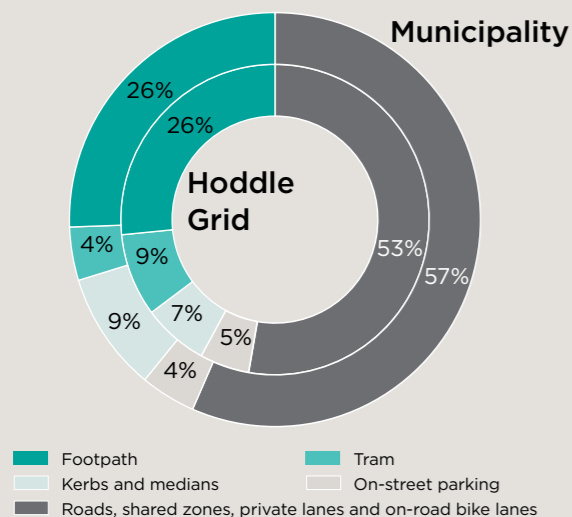
The study found that the majority of street space in the municipality is allocated to the movement of motor vehicles. That is, 61 per cent of street space is allocated to roads and on-street car parking. Of the remainder, 4 per cent is dedicated to tram tracks and platforms, 9 per cent to kerbs and medians, and 26 per cent to footpaths. Of this footpath space, a significant proportion is taken up by street furniture, bins, poles, street trading and parking for bicycles and motorcycles.

Motor vehicles account for just 22 per cent of all trips to, from and within the Hoddle Grid. It is more efficient and equitable to allocate street space to the modes of transport which move the most people.

Overall, 89 per cent of trips within the Hoddle Grid are made on foot. Only 26 per cent of street space is allocated to footpaths.

Street space in the municipality is disproportionately allocated

Figure 12: Analysis of street space allocation in the municipality, by transport mode



1.4 Adopt a strategic approach to managing footpath obstructions

Obstacles on the footpath can impede the safe and comfortable flow of people walking. They can include fixed objects such as benches, poles, bicycle hoops, public phone boxes and trees, as well as non-fixed objects such as motorcycles, bikes and scooters, dining tables and chairs, advertising boards and personal belongings. To ensure both the flow of people and quality of the public realm, the City of Melbourne will adopt a strategic approach to managing objects on the footpath. This will make navigating footpaths easier for people using wheelchairs, mobility scooters and prams.

As an immediate short-term action, additional dedicated on-street motorcycle parking will be installed to encourage motorcycles to park on the street. Motorcycle parking will be restricted on narrow footpaths and areas with high pedestrian volumes. More bicycle parking will also be provided on-street rather than on the footpath. Additional bicycle parking on footpaths in central city locations will be limited.

Audio-visual advertising in the public realm creates physical and visual clutter. In general, this is not supported.

Where possible, signage will be minimised, removed or consolidated. This includes signs on poles and building façades. Consolidating signage reduces pedestrian obstruction and can improve the legibility and effectiveness of messaging on the signs that remain. Essential signs – such as for parking and wayfinding – will be designed to be intuitive and easy to understand.

Policy 3: Minimise footpath obstructions to free up more space for walking.

Action 4: Free up space for people walking by providing an initial 300 additional on-street motorcycle parking bays and refocussing bicycle parking off the footpath in busy areas. Evaluate the reduction in pedestrian congestion.

Action 5: Investigate opportunities to increase off-street parking for bicycles and motorcycles.

Action 6: Introduce new measures to prohibit non-fixed obstacles in busy areas to increase space for walking.

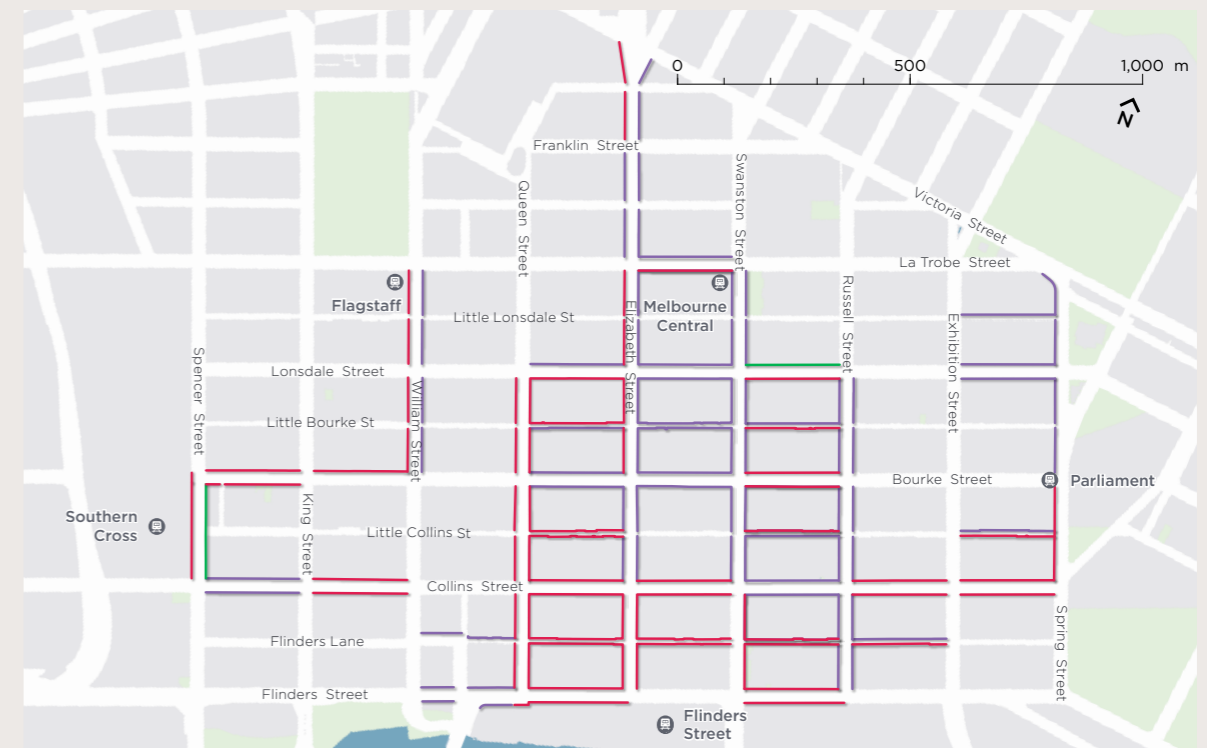
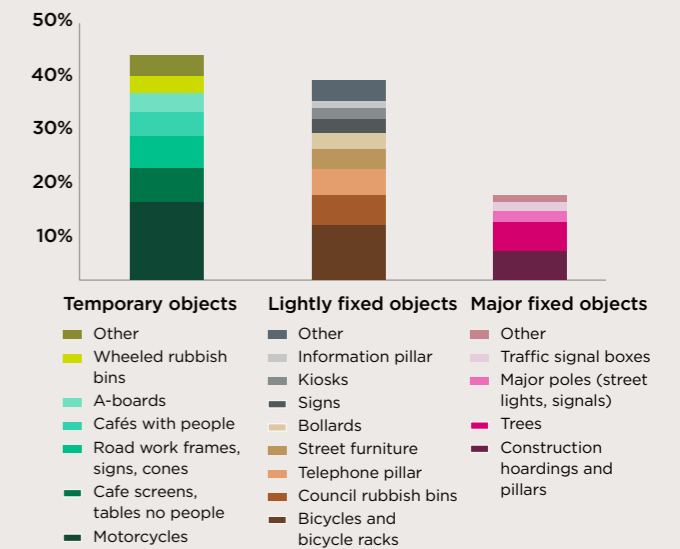
Evidence base: Footpath obstacle survey

A survey of footpaths across the central city was undertaken by independent consultants during the morning and lunch peak periods in November 2018. The survey found that:

- People were overflowing the footpaths (walking on the kerb or road) on 14 per cent of the 140 blocks that were observed. The main obstructions on footpaths are temporary and lightly fixed objects.
- Motorcycles, café equipment and temporary signs account for 89 per cent of the temporary objects causing obstruction.
- Bicycles and bicycle parking racks, bins, seats, bollards and telephone pillars account for 73 per cent of the lightly fixed obstacles.
- Observations of pedestrian flows on blocks at lunchtime found the 'Little' streets are under the greatest strain.
- Sixty-two per cent of intersections surveyed had obstructions which impacted pedestrian flows.

Temporary objects are the most common footpath obstacles

Figure 13: Comparison of the relative impact of different footpath obstacles upon pedestrian flows in the Hoddle Grid



Key - blocks with:

- No walking obstacles during AM peak or lunchtime
- Walking obstacles during both AM peak and lunchtime
- Walking obstacles during either AM peak or lunchtime

Map 3: Footpath obstacle survey locations and findings

1.5 Prioritise public transport, walking and cycling during disruption

Construction of buildings, major infrastructure and maintenance requires disruption to the transport system. Some disruptions can last for years.

As the number of people walking and cycling grows, it will become increasingly important to ensure safe and comfortable access is maintained.

The City of Melbourne will continue to work with the Victorian Government and others to manage disruption across the municipality.

Policy 4: Manage disruption by prioritising walking, public transport and bikes during construction. Support vehicular access according to the on-road vehicle priority hierarchy¹.

1.6 Proactively facilitate a permeable street network

A permeable walking network is one of the most valuable assets a city can have. A permeable network provides lots of walking connections and route choices as well as lots of formal and informal road crossings. There are several locations in the municipality where formal opportunities for crossing busy and wide roads are insufficient due to long distances between crossings or long blocks without mid-block links. Research for the City of Melbourne Walking Plan showed that formal pedestrian crossings in busy central cities should be spaced at intervals no greater than 100 m. In some areas they may be needed more frequently or the road may need to be changed to support safe informal crossings between marked crossings. This could be done through traffic speed reductions, lane reductions, kerb extensions, central islands and other tools. Crossings should line up with existing connections through blocks.

Within the Hoddle Grid, at least one formal mid-block crossing should be provided within each 200 m long east-west street section. There are also many locations outside the Hoddle Grid where crossing points on busy streets are much further apart. For example, on City Road in Southbank, the gap between the crossings at Linlithgow Avenue and Fanning Street is 635m. Quieter streets outside the Hoddle Grid should be designed to encourage pedestrians to be able to safely cross informally at many locations.

Action 7: Deliver formal and informal crossings each year, particularly in urban renewal areas, around schools and where connections in the walking network are poor.

Policy 5: Install formal and informal crossings to address gaps in the walking network.

1.7 Deliver physically protected environments for people through innovative urban design

We will continue to make our streets safer. Key ways to do this will be through creating more pedestrianised areas, all-day and time-of-day restrictions for motor vehicles and more shared zones.

In the Hoddle Grid, we will introduce pedestrian-priority areas informed by the Central City Public Realm Plan and based on the principles of Barcelona's 'Superblock' concept.

Pedestrian-priority areas will be designed to dissuade or prevent vehicles without a destination from entering. Vehicle access within the pedestrian-priority areas will be limited to emergency vehicles, residents, persons with a disability and necessary delivery or service vehicles.

In areas where motor vehicles remain and physical protection must be installed, the first approach will be to adapt urban design elements such as trees, public art and street furniture to provide protection and higher amenity as a preferred alternative to bollards.

Refer to Action 1: Develop a Future Streets Framework to design and deliver streets in the Hoddle Grid based on the 2030 Proposed Integrated Network established in this strategy.

Share our streets

City of Melbourne has for several years delivered a community program to encourage respectful, safe and courteous sharing of our streets, footpaths and shared paths. The program, 'Share our Streets', included road safety messages and asked city users to make pledges to exhibit courteous and safe behaviours.

As the city becomes busier, cooperation among different road users will be even more important to ensuring that everyone can travel safely to where they want to go while enjoying the magnificent streets and attractions of our city. The City of Melbourne will continue to support programs promoting appropriate behaviour, especially those with a focus on improving the experience of the city for people walking and riding bikes.

Image 11: Walking along Harbour Esplanade, Docklands



¹ See page 54

1.8 Reduce vehicle speed limits to improve safety for all

Vehicle speed is the key determinant of the likelihood of death or serious injury in collisions with other road users. As vehicle speed increases above 30 km/h, there is an exponentially higher risk of serious pedestrian injury or death resulting from a collision with a vehicle². Lower speed limits reduce the likelihood of crashes occurring by reducing the vehicle stopping distance, giving all road users more time to identify and react to hazards and reducing the likelihood of people losing control of their vehicles.

In 2012 speed limits were reduced to 40 km/h in the central city. The five-year period following the change saw vehicle collisions with pedestrians decline by approximately 37 per cent compared with the five years before. This means 170 people have avoided serious, lifelong, debilitating injury.

A further reduction in speed limits will improve road safety for all and increase amenity for the community. We will continue to implement 40 km/h speed limits throughout the municipality on an area-by-area basis. Speed limits currently vary substantially across the municipality and compared with neighbouring areas. Providing consistent speed limits will ensure safer streets and more intuitive driving conditions. It is critical that reduced speed limits ensure that additional delays to public transport are ameliorated or mitigated (see 5.2: Reduce travel times and increase reliability of trams and buses).

We will work with the Victorian Government in close consultation with residents and businesses to:

- continue to reduce road trauma for all users
- achieve a consistent maximum speed limit of 40 km/h on local roads across inner Melbourne, delivering changes at a neighbourhood scale
- implement more pedestrian-priority shared zones, including on sections of 'Little' streets
- reduce speed limits on some arterial roads to keep people safe in places where significant volumes of people are walking and riding bikes
- investigate trials of lower speed limits in the central city, on residential streets and in areas of high pedestrian activity.

Action 8: Work with the Victorian Government to apply a maximum speed limit of 40 km/h on local roads across inner Melbourne.

Action 9: Work with the Victorian Government to pilot lower speeds in areas of high pedestrian activity to improve safety. For example, on the 'Little' streets such as Flinders Lane and Chinatown.

Policy 6: Lower speed limits throughout the municipality to improve road safety.

² 30 km/h Speed Limit: Pre-Trial Final Report prepared for City of Yarra, Monash University 2017

³ Road Safety - speed, World Health Organisation 2004

⁴ The impact of lowered speed limits in urban and metropolitan areas, Monash University 2008

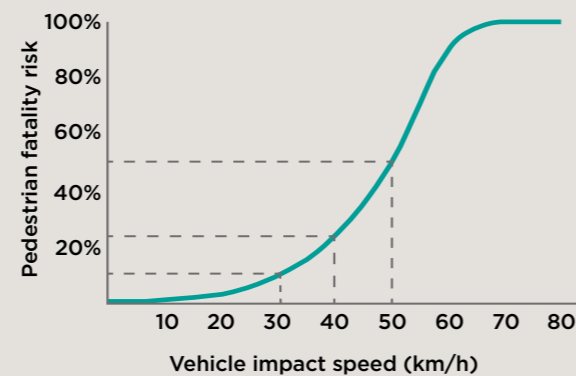
Evidence base: slower speeds for safer streets

Speed limits around the world are being reduced in busy areas. This is in response to a significant and growing body of evidence of the safety and amenity benefits that slower speeds deliver.

According to the World Health Organisation a pedestrian in a collision with a motor vehicle has a 90 per cent chance of survival when struck at 30 km/h, compared with a less than 50 per cent chance of surviving an impact at 45 km/h³. At 80 km/h there is almost no chance of survival.

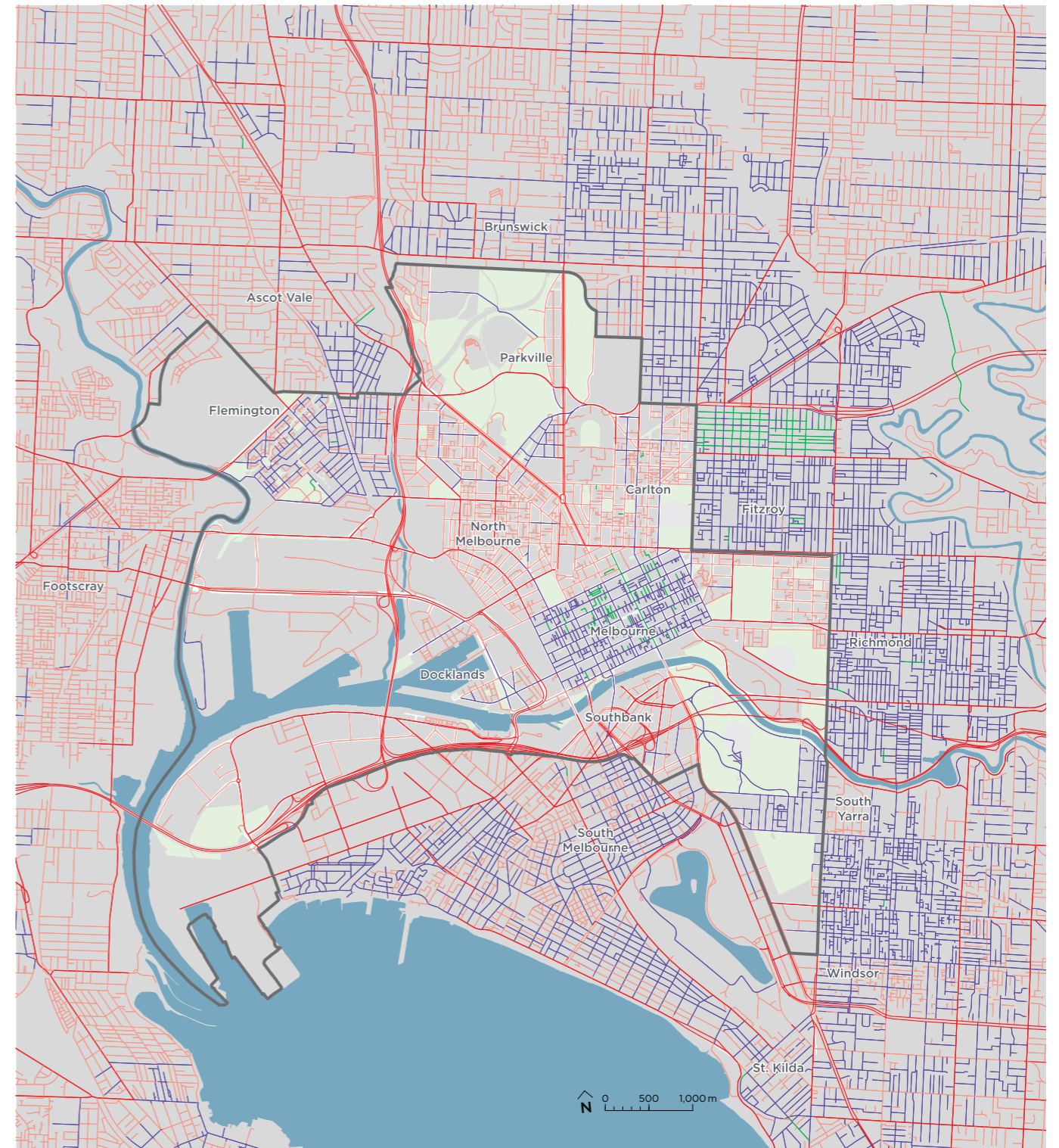
The risk of death for people walking substantially increases above 30 km/h

Figure 14: Relationship between risk of pedestrian fatality and vehicle impact speed³



Around the world, reduced speed limits in central city areas has been found to have a minimal impact on private vehicle travel times⁴. Travel time in built-up areas is heavily influenced by congestion, parking movements and time spent stopped while waiting for other road users and at traffic lights. Streets with slower-moving traffic have a greater capacity and are more space-efficient due to the reduced distance between vehicles. A lower speed limit in congested areas may even reduce travel time since it facilitates a more constant traffic flow.

Reduced speed limits also have significant amenity benefits. Slower streets are less noisy and easier for people walking to get across. Street design outcomes are also improved, as slower streets require less space for turning movements, fewer signs, fewer barriers and improved sightlines present additional opportunities for planting street trees.



Map 4: Speed limits in inner Melbourne (Speed Zone Data, Victorian Government 2019 (last updated 09/09/2019))

Key:

- 30 km/h or less
- 40 km/h
- 50 km/h
- 60 km/h or more

OUTCOME 2 - SAFE STREETS FOR BIKE RIDING

People in Melbourne will feel confident to ride a bike. Major investment in safer cycling infrastructure and programs will make cycling a vital and growing component of the transport network. Transport corridors with protected bike lanes will move more people in a cost-effective way using the same amount of space, increasing safety and contributing less noise and air pollution.



2.1 Deliver our proposed network of protected bicycle lanes into and through the central city

A network of safe bicycle lanes – physically protected from motor vehicles – is needed to reduce road trauma and give more people confidence to start riding and ride more often. These lanes will be comfortable and enjoyable for people of all ages and backgrounds, and wide enough to accommodate growth in cycling.

Gaps in the network, even short gaps in the approach to intersections, undermine people's confidence to cycle.

The City of Melbourne will deliver a network of safe lanes beginning with the highest-priority places and integrated with the Victorian Government's Strategic Cycling Corridors. In strategically important locations, on-street parking and traffic lane capacity reductions may be needed.

We support a St Kilda Road cycleway with centre-of-the-road bicycle lanes. This model of cycleway may be appropriate for other high-priority cycling boulevards such as Flemington Road, Royal Parade and Victoria Parade.

Action 10: Deliver 50 km of connected, physically protected bicycle lanes over 10 years to improve safety and get more people riding each day.

Action 11: Work with the Victorian Government to enable a further 40 km of high quality, physically protected bicycle lanes on key state-managed roads.

Action 12: Work with neighbouring municipalities to develop a bicycle network model which can identify gaps and show the benefits of a connected bicycle network.



“More of my friends would ride bikes if there was a network of protected lanes.”

- Holly, Northcote

Evidence base: Bicycle User Confidence Survey

City of Melbourne research shows that a significant number of people living within cycling distance of the city are able to ride bikes to work in the municipality, but choose not to (the 'near-market').

People who make up the near-market are generally not confident that the existing infrastructure is safe. Half of the near-market either own, or have access to a bicycle. The majority of the near-market (77 per cent) consider themselves to be cautious riders, preferring off-road paths or low-stress roads, and are willing to take a longer route to get to their destination. Only 8 per cent consider themselves to be confident riders.

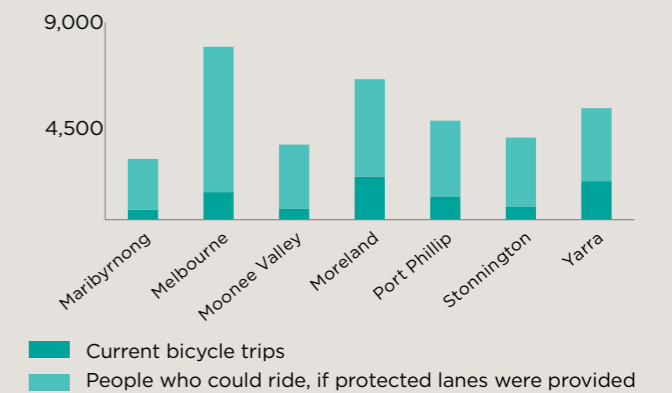
Concern for safety is the most significant barrier preventing people in the near-market riding bikes. The type of on-road cycling conditions on which they would feel confident are physically protected lanes.

Analysis of Census data and the research findings suggest an increase in cycling transport mode share could be realised with investment in bicycle infrastructure, potentially attracting 8 per cent of the near-market.

Implementation of protected cycling infrastructure and encouragement programs will ensure a wider range of people feel confident to ride and have an enjoyable experience cycling in the municipality.

Thousands of people could ride to work in the municipality with better infrastructure

Figure 15: Number of potential bike riders in adjacent LGAs



Mid-block lane

Protected: 83% confident



Painted lane: 22% confident



At intersection

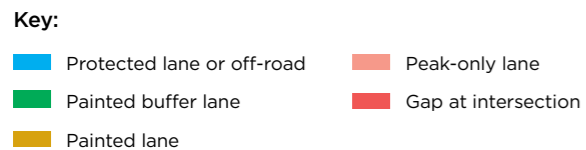
Protected: 73% confident



Shared lane: 16% confident



Figure 16: Proportion of confident riders on various types of on-road cycling infrastructure (people who could ride but currently don't)



Map 5: Quality of bicycle facilities in the municipality (as of March 2019)

2.2 Make every street safer for cycling

Cycling occurs on all streets in the municipality but – due to cost and space constraints – protected bicycle lanes cannot be built on every street. Local streets, which feed into main bicycle routes, are important connectors.

Techniques other than physically protected lanes will be used to make riding safer and more attractive on these streets. Techniques will include traffic calming, traditional painted lanes, contra-flow lanes, traffic signal head starts, cut-throughs, short cuts, exemptions to turn bans and other treatments. Like all parts of the transport system, the bicycle network requires continuous improvement. We have developed guidelines based on local and international precedents to support decision-making. We will continue to improve and update these guidelines to take advantage of new research and innovations.

Urban design and engineering solutions to calm traffic will continue to be used to make cycling safer, especially in neighbourhoods outside the central city.

Policy 7: Apply the Bike Lane Design Guidelines to provide the safest and highest-standard bicycle lane appropriate for each context on all future projects.



Image 12: People riding bikes on Swanston Street

2.3 Make intersections safer for cycling

Many bicycle crashes occur at intersections. Bicycle lanes often end before intersections, creating gaps in the network. This is done to increase capacity for motor vehicles but it discourages riding.

The City of Melbourne will deliver safer intersections for bike riding by adopting designs which continue bicycle lanes up to and through intersections and provide physical protection. This may reduce traffic capacity.

The highest priorities for intersection treatments will be on routes with large numbers of current and potential riders.

Where roundabouts are retained, physically protected bicycle lanes will be installed around them where possible.

Other improvements to intersections will include advanced starts for bikes and trials of all-bicycle signal phases to improve the safety and level of service for people riding bikes.

Trials will be reviewed in partnership with the community and key stakeholders to inform future intersection designs.

Action 13: Work with the Victorian Government to trial a protected intersection and, if successful, implement where appropriate.

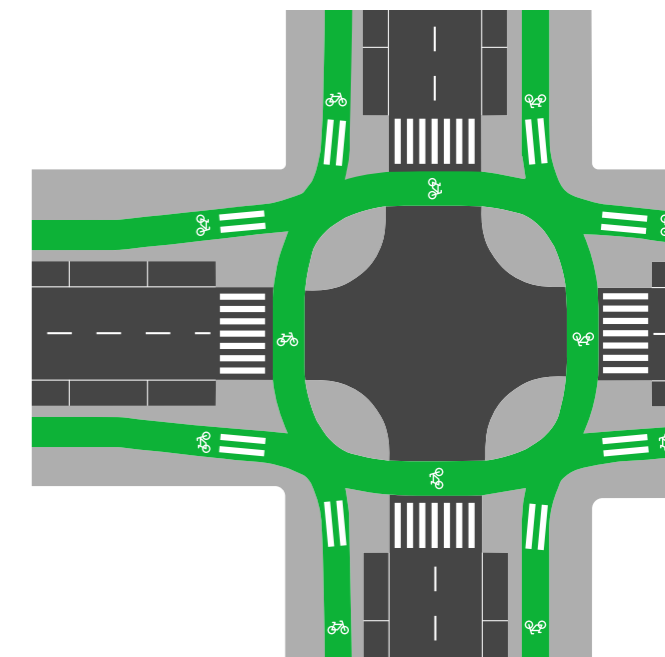


Figure 17: Indicative diagram of a protected intersection

2.4 Allocate more space to motorcycles

Motorcycles have several advantages over private cars. They are more space-efficient, cheaper to run and cause less wear and tear to our roads.

While the number of motorcycle fatalities and serious injuries has been falling over the last 10 years, people riding motorcycles are over-represented in road trauma relative to their mode share. Only 4 per cent of registered vehicles are motorcycles, yet about 22 per cent of all vehicle fatalities or serious injuries in the municipality during 2016/17 involved a motorcycle.

We are committed to making our streets safer for all road users and reducing motorcycle crashes in the municipality.

A trial to allow motorcycles to ride in bus lanes has recently been extended. The trial currently underway on Hoddle Street will be expanded to include the Eastern Freeway inbound from the Chandler Highway to Hoddle Street, and Victoria Parade between Hoddle Street and Brunswick Street.

Policy 8: Prioritise additional on-street motorcycle parking over short-stay car parking.

Refer to Action 4: Free up space for people walking by providing an initial 300 additional on-street motorcycle parking bays and refocussing bicycle parking off the footpath in busy areas. Evaluate the reduction in pedestrian congestion.

Evidence base: motorcycles

About 2700 people travel by motorcycle to the municipality for work each day – a mode share of 0.7 per cent.

The number of motorcycles entering the Hoddle Grid during an average weekday morning peaked in March 2013 at 1748 and was 1320 in March 2018.

Victorian road rules allow motorcycle parking on footpaths. Our research found that 1179 motorcycles are parked on footpaths in the Hoddle Grid on an average 2018 weekday. In 2007, this figure was 903 motorcycles.



“I think there should be more allocated motorcycle parking because it makes parking more straightforward. I prefer to use it over parking on the footpath.”

- Lucy, Kensington



Image 13: Motorcycles parked on Russell Street

OUTCOME 3 – TRANSPORT INTERCHANGES AS WELCOMING PEOPLE-PLACES

Public transport interchanges will support seamless, comfortable, door-to-door journeys. High-quality footpaths will provide comfortable walking and waiting spaces which enable people to get on and off trams and buses efficiently and safely. Our station precincts will be enhanced by expanded, welcoming, iconic civic spaces. Bus and tram stops will be accessible for all. Moving between footpaths and stops will be quick, safe, convenient and direct.



3.1 Transform precincts around major transport interchanges into welcoming places for people

Transport interchanges, including train stations, tram stops and bus stops attract the highest concentrations of people in the municipality. More than 160,000 people per day use Flinders Street Station. More than 50,000 people per day use the Federation Square tram stop. Footpaths near several stations are overloaded. People accessing Southern Cross Station are regularly forced to walk on the street. Many tram stops are too crowded with narrow access ways. Some are positioned in inconvenient locations for people interchanging.

As public transport patronage increases we will need more space for wider footpaths, kerb outstands and improved streetscapes. This includes spaces for amenity improvements such as greening, places for resting and meeting places. Universally designed streets and spaces around transport interchanges is a key part of creating an accessible public transport network.

Train stations and their surrounding precincts must be designed to cater for patronage growth. The streets and interchanges in these precincts must be able to handle the volumes of people using these stations. We support use of the Transport for London Pedestrian Comfort Level standards as endorsed in the City of Melbourne Walking Plan in planning these precincts.

Additional station exits and highly connected street networks are needed for train stations in the central city. Consideration should be given to opening the part-time access points at Flinders Street (Degraeve Subway) and Richmond station (western concourse) from first train to last train. There is an opportunity for La Trobe Street to become a significant interchange for passengers between Melbourne Central station, State Library station and adjacent tram stops.

Action 14: Produce strategic plans and deliver capital works for major station precincts, including Southern Cross, Flinders Street, Parliament and Flagstaff stations.



“I would like footpaths to be more generous, especially near stations, to make it easier to get past people with the pram.”

- Cindy, Collingwood

3.2 Design tram stops which are seamlessly integrated into streets

Overcrowded tram stops can be dangerous and frustrating for passengers, making it difficult to walk to the footpath or move along the platform. They slow boarding and alighting, slowing down the whole tram network. Connections from the footpath to tram stops are often too narrow, too infrequent and create bottlenecks. Crowding will worsen as the city grows unless designs are changed. Crowding and frustration can significantly affect the safety, reputation and liveability of the city.

At many stops, tram patronage has grown to the point that it is difficult to provide free-flowing motor vehicle lanes adjacent to stops while maintaining adequate pedestrian safety and access. Poorly designed tram stops also compromise safety for the trams themselves, impacting both passenger safety and network performance.

The City of Melbourne will work with partners to design and deliver tram stops which are integrated with pedestrian spaces and enable safe, quick, direct and level connections from footpaths onto trams. Most stops will need several connection points rather than one at each end of a platform. In some cases full priority for people walking will be required by converting the road space into a shared zone or restricting vehicle access at busy times.

While tram stop design must be context-specific, we support a consistent tram stop design language along routes or within specific areas to provide more legible conditions for all road users.

For example, the highly successful Swanston Street tram stop design is suitable for locations where people walking and riding bikes share the street space with trams. This design can be adapted to provide accessible bus platforms as well as deliver whole-of-street solutions to non-platform sections of tram and bus routes.

Action 15: Work with the Victorian Government and Yarra Trams to develop agreed design principles for tram stops which are integrated with the streetscape and minimise crowding.

3.3 Support new clean and green bus streets

Only 2 per cent of trips to work in the municipality are made by bus. As transport demand grows, buses are likely to make a significantly greater contribution to moving people around Melbourne. Buses are cheaper than trams as they run on existing streets, use footpaths for boarding and alighting, and cost less to purchase.

Key to realising the potential of buses will be providing dedicated bus lanes to reduce journey times and improve reliability.

In the municipality there are only two full-time bus lanes (Victoria and Spring streets) and a small number of peak-hour lanes (peak direction only) on the busiest streets including Queen, Hoddle and Lonsdale streets.

The quality of our streets can be improved at the same time through the integration of high-quality bus infrastructure into an attractive public realm, reducing private vehicle traffic and trialling clean and quieter bus technology.

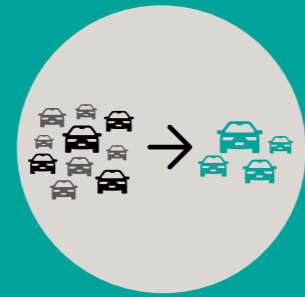
We will support:

- streets with high-amenity bus stops integrated into the public realm
- investigating the role, if any, of centre-of-the-road lanes for high-capacity bus streets such as Lonsdale Street
- new bus streets in the central city, combining urban greening with full-time bus priority lanes. Priority streets are Lonsdale, Queen, Russell and Lygon
- a transition to newer, quieter and cleaner buses with reduced emissions and noise, including electric and hybrid buses
- bus vehicle size and design to provide for capacity needs while mitigating adverse impacts on amenity and safety, especially within the central city.

Policy 9: Elevate the role of buses in the municipality by improving their integration into our streets, providing dedicated road space and supporting new low-impact bus technology.

OUTCOME 4 - FEWER NON-ESSENTIAL VEHICLES IN THE MUNICIPALITY

Removing non-essential vehicle trips from the city's streets will free up valuable space to make streets safer, more attractive and more efficient. Fewer cars means better amenity, less noise and fewer emissions. This is good for business, residents, workers and visitors. Fewer non-essential vehicle trips means improved priority for emergency vehicles, on-road public transport, deliveries and servicing. Access for people with a disability will be maintained as a priority.

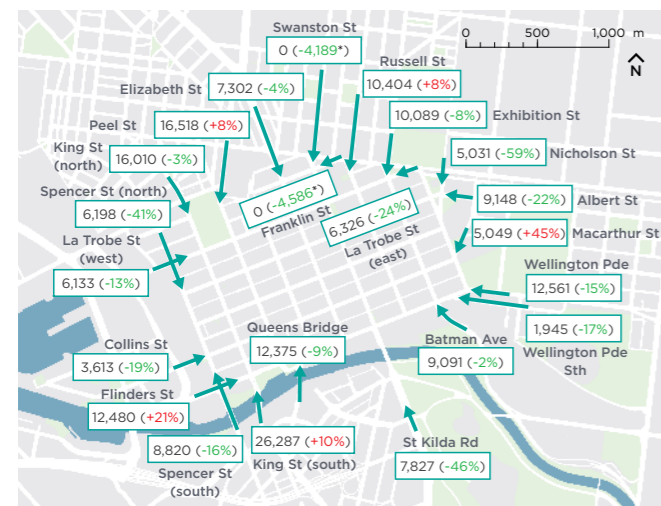


4.1 Reduce central city through-traffic

Forty-three per cent of vehicles travelling into the Hoddle Grid are through-traffic. Significant investment in bypass routes such as CityLink, Wurundjeri Way, Hoddle Street and the West Gate Freeway has created alternatives to travelling through the central city. We expect King Street will retain some through-traffic function.

Outside of the central city, we will continue to implement traffic-calming measures to reduce rat-running, minimising through-traffic on local roads and particularly in residential areas. This means safer, quieter, more people-friendly streets with improved walking, cycling and local access.

Policy 10: Significantly reduce through-traffic in the central city, minimise through-traffic across the municipality and contain it to freeways and arterial roads.



Map 6: 2018 all-day inbound traffic count (per cent change is compared with 2012)
Note that Franklin and Swanston streets were closed in 2018 due to Metro Tunnel construction

Where will the cars go?

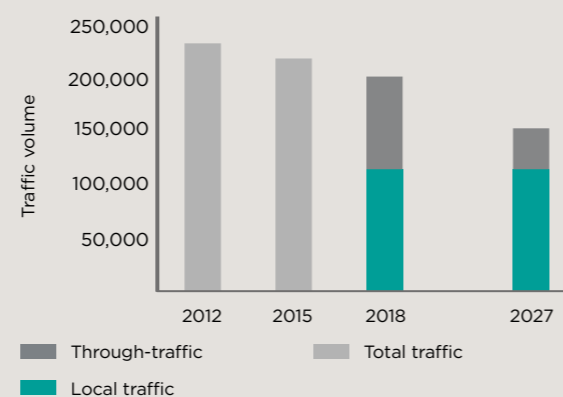
The volume of traffic entering the Hoddle Grid each day has been declining for many years. This will continue as the central city becomes even busier and alternatives to driving to and through the central city become more attractive.

Many elements of this strategy support continuing this trend. New cross-city rail lines and orbital public transport which will make it easier for people to avoid driving through the central city. Protected bicycle lanes will help those who want to use bikes to travel safely as an alternative to driving.

Some through-trips will still be possible, although the way these trips occur is likely to change as the central city gets busier. Some people will choose to travel on alternative routes, by a different mode, at a different time or to a different destination.

Reducing through-traffic will allow essential local trips to be maintained

Figure 18: Hoddle Grid daily traffic entries 2012-18 and 2027 forecast



Evidence base: Central City Origin-Destination Survey

In 2018 the City of Melbourne commissioned a survey at the 21 locations where vehicles can enter the Hoddle Grid. The survey recorded whether vehicles were passing through or had a destination in the Hoddle Grid.

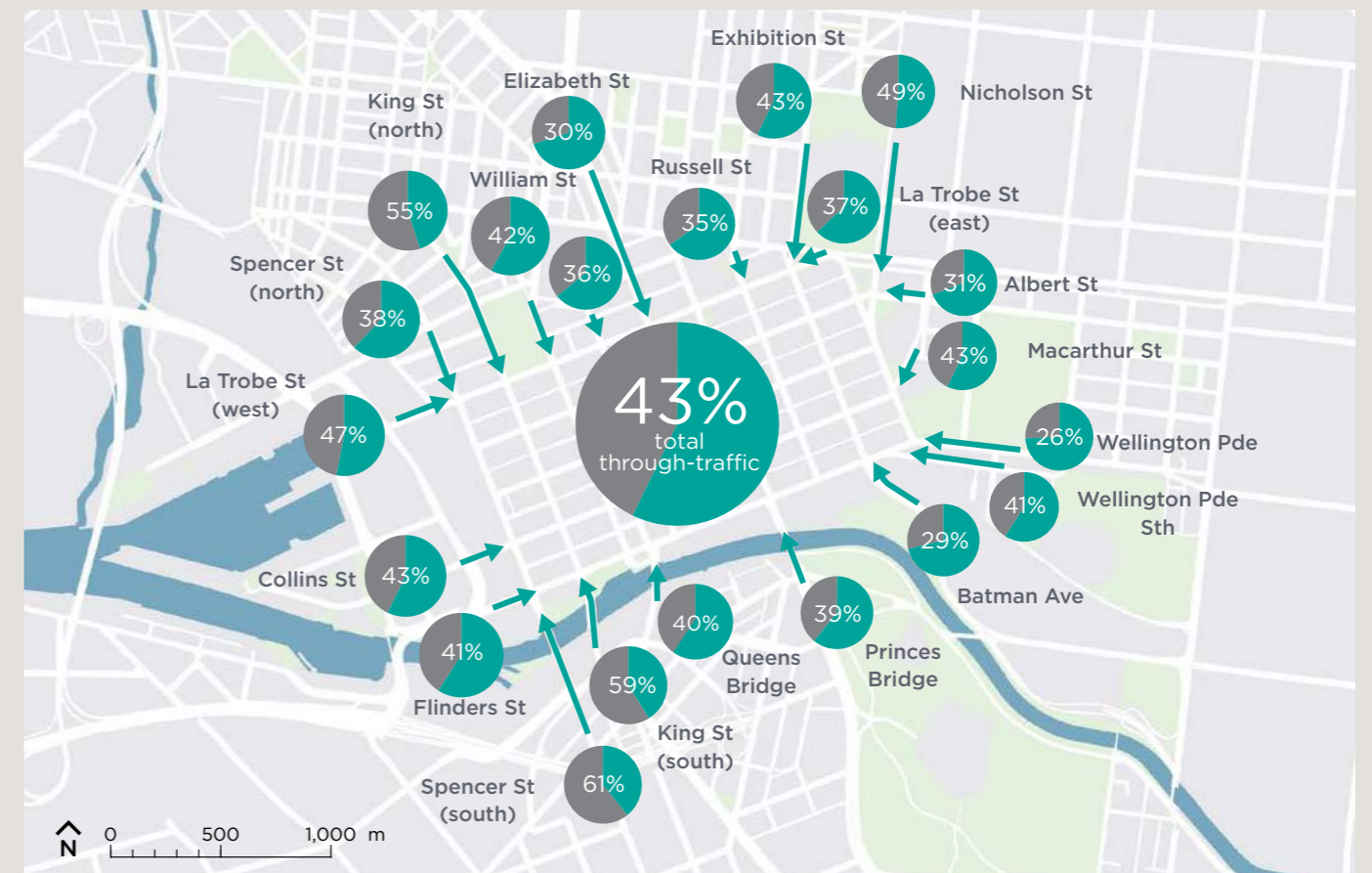
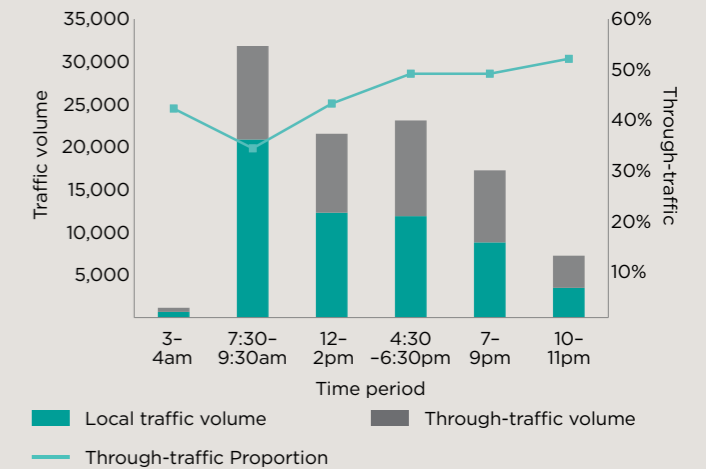
The survey found that 43 per cent of weekday vehicle traffic is through-traffic. The proportion of through-traffic varies throughout the day, from 34 per cent between 7:30 and 9:30am to 52 per cent between 10 and 11pm. A greater concentration of car journeys to the central city in the morning contribute to a lower proportion of through-traffic.

Spencer Street (south) had the highest proportion of through-traffic (61 per cent). More than half of all vehicles entering King Street also did not having a destination in the central city. The greatest volume of through-traffic entered via King Street (north or south), around 28 per cent of all through-traffic (12,500 vehicles). About 13 per cent of all through-traffic entered via Spencer Street. The distribution of through-traffic is fairly evenly spread across all other entry points, between 1 and 6 per cent.

The results of the survey suggest that reducing the amount of through-traffic would free up road space for reallocation to more productive uses.

The proportion of through-traffic is substantial across the day

Figure 19: Proportion of through-traffic across the day (2018)



Map 7: The proportion of through-traffic entering the Hoddle Grid at each entry point

4.2 Capture the benefits of road bypass projects

The City of Melbourne does not support increasing road capacity into the central city. Where new road projects are proposed, especially those which provide bypasses of the central city, we will work to ensure that the benefits of traffic reductions on the bypassed areas are enabled by converting motor vehicle space to other uses such as wider footpaths, greening, bicycle lanes, public spaces and public transport space. This should occur as soon as the bypass road is open.

In the past this has not always occurred. For example, when CityLink was completed in the 1990s, traffic volumes on Flemington Road initially declined as people used the new road instead. The spare capacity was quickly absorbed by additional vehicles. The net result is an overall increase in vehicle trips as Flemington Road traffic volumes are comparable with pre-CityLink levels.

Increasing road capacity attracts more traffic. Where this occurs, we will work with the Victorian Government to anticipate and mitigate traffic impacts. This includes the West Gate Tunnel and any future road projects.

The need for public open space is growing. The City of Melbourne is creating new and expanded parks across the municipality. Any road project which leads to a net reduction in public open space will not be supported.

Central city bypass routes will continue to be used by efficient freight accessing the Port of Melbourne.

Policy 11: Capture the benefits of road bypass projects by ensuring traffic reductions and public realm improvements are delivered on alternative routes. Any reduction in open space as a result of a road project will not be accepted.

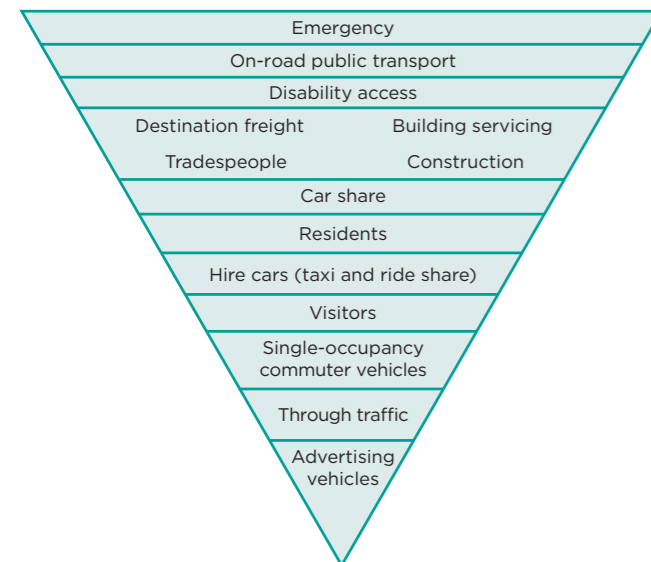


Figure 20: On-road motor vehicle priority hierarchy

4.3 Ensure access for people with disabilities as well as essential vehicles

Reducing the number of motor vehicles on the municipality's streets and supporting the shift to walking, cycling and public transport will improve conditions for essential vehicles to move freely, safely and quickly on our streets. Some people, such as those with limited mobility, need to use a vehicle to access parts of the city. Access for these users will be prioritised.

Many people with disabilities and limited mobility depend on private vehicles particularly when much of the tram network is inaccessible. Maintaining access for these people is a priority. We will also advocate to improve the accessibility of alternative modes.

The City of Melbourne places the highest priority on emergency vehicle access. One of the most effective ways to achieve this is to use the tram reserve.

Over time, freight is likely to transition to night-time deliveries as the costs and benefits change. Shorter travel times are likely to offset higher delivery fees from midnight to 5am as we continue to transition towards a 24-hour city. This trend will need to be carefully balanced with the amenity of residents and building design should respond appropriately.

Any future road pricing scheme (see Outcome 13) should be designed to improve access for essential vehicles.

Policy 12: Prioritise vehicle access to streets and parking for emergency vehicles and people with a disability or limited mobility.

Policy 13: Ensure street and loading access is facilitated when off-street space is unavailable, for freight, tradespeople, servicing and construction.



“I use callipers and crutches to get around. It is essential that I can drive in to the city because I run a consultancy and have meetings at various locations around town.”

- Tricia, Ringwood

4.4 Focus land development around public transport

The City of Melbourne has some of the best sustainable transport options – walking, cycling and public transport – in Australia. Locating and intensifying housing and destinations close to sustainable transport will allow more people to live healthy and lower-emissions lives, by using sustainable transport for most journeys and cars for less frequent trips.

We support:

- increased density in middle and inner suburbs over urban sprawl
- the Victorian Government improving sustainable transport options
- ‘Green Travel Plans’ for all multi-dwelling and commercial development in the municipality. These plans will enable mode shift outlined in this strategy.

Policy 14: Continue to promote development and intensity of activity around public transport, particularly at interchanges.

4.5 Review off-street parking policies

The availability of car parking strongly influences a person's decision to drive to a destination, particularly if it is cheap or free at the point of use. The availability of parking near a person's home influences their decision to own a motor vehicle. The Melbourne Planning Scheme controls the amount of car parking provided in new developments. A maximum car parking provision rate applies for developments in the central city and Carlton, and parts of North Melbourne, West Melbourne and East Melbourne. In contrast, other parts of the municipality and most of Victoria require that a minimum amount of off-street parking be provided.

Most off-street parking in the municipality is built and managed by the private sector and is subject to market forces. The provision is also influenced by Victorian Government policy, such as the Congestion Levy, bank financing conditions and consumer preferences.

Despite current policies to reduce the construction of unnecessary off-street parking, there is an oversupply of off-street parking in the municipality. This oversupply impacts the number of vehicles in the municipality, building heights, streetscapes, housing affordability and mode choice. In contrast, not enough off-street bicycle parking, motorcycle parking and car share spaces have been provided in new buildings. Our research found that not enough bicycle parking is being provided in new developments, despite routine provision above the minimum rates required by the Planning Scheme.

Existing and future parking spaces can be more efficiently used by adopting an 'unbundling' approach, where parking spaces are titled separately from dwellings. This creates a market for parking bays, where people can sell or rent unused bays. This will support fewer parking spaces to be constructed, lower development costs and potentially lower housing prices. This approach was adopted in the West Melbourne Structure Plan and in Fishermans Bend.

Traditionally, planning for off-street parking has been based on the anticipated parking demand on a site-by-site basis. Precinct parking shifts this approach towards considering the consolidated demand for parking across a precinct, reducing the number of unused parking spaces in new buildings.

What is the Congestion Levy?

The Congestion Levy is an annual Victorian Government charge (\$1440 as of 2019) that is applied to off-street commercial bays and certain other types of parking. The Levy area includes the municipality and parts of neighbouring local government areas: Moreland, Port Phillip, Stonnington and Yarra.

We support:

- removing minimum parking requirements for new developments
- requiring parking structures that can be converted to other uses
- increasing the provision of off-street parking in new developments for car share, bikes and motorcycles. We will continue to advocate for increased requirements
- further research into on-street and off-street parking for bikes, motorcycles, private cars and share cars
- implementing precinct-based parking more widely across the municipality so new development can take advantage of unused capacity in existing developments
- investigating requiring new developments to provide space for car share vehicles
- reviewing relevant sections of the Melbourne Planning Scheme and, if appropriate, initiate an amendment to ensure that development supports the transport of residents and the broader community
- identifying and reducing barriers to unbundling, sharing residential parking across buildings and uses and repurposing unused off-street parking space.

We propose further improvements to the successful Victorian Government Congestion Levy, including:

- in the short-term, increase the charge to address current congestion
- expand the Category 2 area to include Richmond, South Yarra, Windsor and Prahran
- regularly review and increase the levy to reflect Melbourne's population growth rate
- allocate more of the revenue raised for City of Melbourne and other Levy area councils to deliver projects which improve efficient transport such as footpath expansions, protected bike lanes, accessible tram stops and dedicated tram and bus lane initiatives.

Action 16: Review off-street parking policies to support better outcomes in all spatial planning in the municipality.

The charge is passed onto users through parking fees. It discourages excessive parking provision and people from driving into the municipality. The Levy has been successful, however research by Infrastructure Victoria¹ and the Grattan Institute² recommended the price be increased and the geographic coverage expanded. By comparison, the levy in Sydney is currently \$2490 p.a.



Key:

- 0-10% oversupply
- 10-20% oversupply
- 20-30% oversupply
- 30-40% oversupply
- 40%+ oversupply

Map 8: Residential parking supply compared with number of vehicles owned (by SA1)

¹ Five-year focus: Immediate actions to tackle congestion, Infrastructure Victoria 2018

² Stuck in traffic? Road congestion in Sydney and Melbourne, Grattan Institute 2017

4.6 Increase the use of car share

Car share programs reduce car ownership and travel. Every car share vehicle in the municipality takes nine private vehicles off the road, while car share members drive half as many kilometres each year as non-members. Car share enables people to walk, ride bikes and use public transport for the bulk of their trips while having access to a private vehicle for infrequent trips where car is the most convenient mode.

The existing City of Melbourne Car Share Policy set a target of 2000 car share vehicles in the municipality by 2021. This target was created with the goal of preventing growth in the number of resident-owned private vehicles in the municipality from 2015 levels. This target is unlikely to be achieved due to numerous challenges. The key challenge reported by car share providers is the difficulty of securing one off-street space per car share vehicle for every on-street space provided by the City of Melbourne as required under the policy.

We will work with car share providers to remove barriers to the expansion of car share in Melbourne. A new Car Share Policy will be developed and will include:

- measures to encourage accelerated growth of the car share fleet
- reviewing the car share vehicle target
- providing more on-street parking for car share vehicles in the central city, where it is currently capped
- criteria to determine areas where car share provision on the street are inappropriate
- opportunities to leverage the significant supply of off-street parking for car share
- policies to enable more off-street spaces for car share vehicles, such as amending the Melbourne Planning Scheme
- advocating to the Victorian Government to formally exempt off-street car share bays from the Congestion Levy, streamlining the process for operators.

We are currently trialling car share policy changes, including providing two on-street bays for every car share vehicle an operator provides off the street. Under the 2015 policy we provided on-street bays at a 1:1 ratio. The results of this trial will inform the new Car Share Policy.

Action 17: Deliver a new car share policy that aims to support car share growth in consultation with stakeholders.

The growth of car share is below what's needed to reach the current target

Figure 21: Size of the car share fleet in the municipality, 2011-18

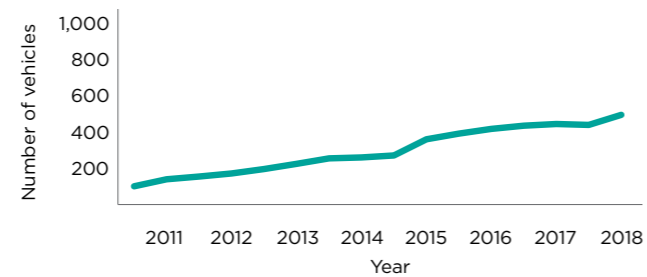


Image 14: Car share vehicles on Wellington Parade (above)
Image 15: Queensberry Street, North Melbourne (right)



AN EFFICIENT AND PRODUCTIVE CITY

The efficient movement of people and goods is critical to the function of a city, and powers economic growth and productivity. As the municipality becomes busier, moving people and delivering goods becomes more challenging.

Investment is needed in the municipality's congested public transport network. Innovation is needed in the freight sector. The movement of people and goods will need to be prioritised over the movement of private vehicles.

We need better orbital public transport links and much better public transport outside central areas so that roads are uncongested for those who rely on them.

Outcomes






-  5. Reduced delay for people using efficient transport
-  6. More people riding bikes
-  7. Use kerb space more efficiently
-  8. Efficient and reliable public transport for everyday life
-  9. Integrated transport planning for Victoria



Image 16: Peak hour at Southern Cross station

CHALLENGES AND OPPORTUNITIES

Network efficiency

Congestion

A certain level of congestion is a feature of all prosperous cities. However, it also undermines liveability and economic prosperity, costing Greater Melbourne \$4.6 billion per year and is forecast to reach \$10 billion by 2030⁹. Increasing road capacity does not eliminate congestion. Rather, evidence shows it increases the number of motor vehicles on the road¹⁰.

Buses and trams get stuck in congested conditions across Greater Melbourne. We have the largest tram network in the world, however our trams are also among the slowest, averaging just 16 km/h across the network.

The impact of through-traffic

Many people who drive through the central city are passing through with business elsewhere. Forty-three per cent of vehicles travelling into the Hoddle Grid are through-traffic¹¹. King Street, Spencer Street and William Street are the top three city streets used as thoroughfares. Vehicles travelling through the municipality without stopping require more road space and can contribute negatively to congestion, emissions, noise, air quality, road safety and health, but they do not contribute to the local economy or culture.

Increasing demand for road space next to the kerb

Kerb space is the area of the road adjacent to the kerb. There is 45,000 m² of kerb space dedicated to on-street parking in the central city. As our population grows, there will be more demand for this space to accommodate deliveries, service vehicles, pick-ups and drop-offs, trees, public space, wider footpaths and bicycle lanes.

Delays at intersections

The traffic lights at many intersections in the Hoddle Grid are not programmed to maximise efficient movement. Many signals do not change frequently enough, leading to delays for public transport and a build up of people waiting to cross, particularly around stations at peak hours. This will worsen as train capacity increases. Delaying people walking is a handbrake on economic productivity¹².

Increasing urban freight and city-servicing demands

Victoria's freight task is growing steadily¹³, greater still is the growth rate of people living in and visiting the central city every day who require deliveries, building maintenance and waste collection. While the number of cars in the central city is decreasing, the volume of freight and servicing vehicles is increasing. Congestion from private vehicles creates delays for deliveries and service vehicles which can increase the cost.

Transport inequality

Underperforming public transport, congested roads, inequitable pricing and poor walking and cycling infrastructure create a situation of inequity across Greater Melbourne. People living in areas poorly serviced by public transport or without active transport options typically have lower incomes and are spending a higher proportion of their income on cars and transport in general¹⁴. The people most likely to drive into the central city for work are high-income earners¹⁵. These people generally travel from inner suburbs that are serviced by good public transport alternatives and have access to a parking space provided by their employer.

Evidence base: induced demand

Increasing road capacity has been shown to encourage more people to drive.

In the short-term actual (or perceived) travel times decline and attract more people to drive on the road. These people used to travel along a different route, on a different mode, at a different time or not travel at all. The result is that increased capacity does not reduce congestion and more people are delayed on the road than before.

People living in a big city like Greater Melbourne can expect to experience congestion regardless of transport capacity.

The most effective way to reduce congestion is to manage travel demand by encouraging people to change how and when they travel.

Transport planning integration needs to improve

Transport planning in Melbourne has for many years been focussed on major projects. While there is a need for investment in major projects, smaller improvements to existing infrastructure are often very cost-effective and can be delivered sooner. Much of the transport planning in Melbourne is focussed on weekday peak trips. Improvements to services across the day are critical to an improved network and can reduce peak demand.

Limitations of a radial public transport network

Melbourne has a radial public transport network. Most tram and train lines and some bus routes run through the central city, with poor and very few connections on cross-town (orbital) routes.

Orbital services are some of the most well-used bus routes, such as the 901, 902 and 903 buses in the middle and outer suburbs. Limited orbital connections mean that trips between suburbs by public transport are generally slow, infrequent or not possible. For those with access to a car, driving is the only reasonable option for many cross-town trips. Across Greater Melbourne, the majority of journeys to work are cross-town trips as most jobs are not in the central city.

Greater Melbourne's radial public transport system lacks resilience. Disruption of one service can impact much larger areas of the network. Without orbital public transport many people are left to endure disruptions without an alternative.

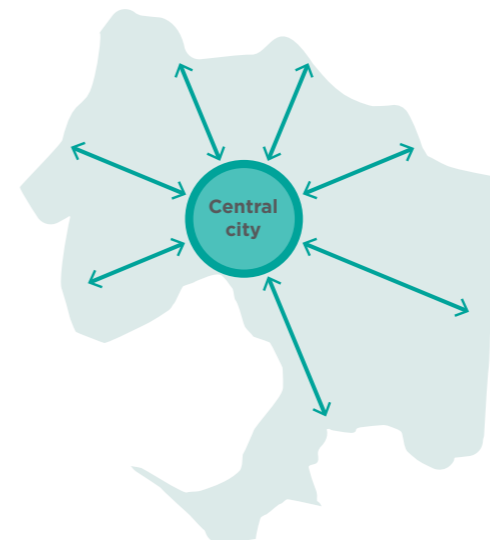


Figure 22: Diagram of a radial transport system

Hidden costs of on-street parking

The price of on-street parking at many times is lower than off-street parking. This adds to congestion, as people driving search for a cheap, subsidised on-street parking space. On-street parking is public space which is used temporarily by a small number of people. Much of this space could be used more productively to benefit many more people¹⁶.

There is little evidence that parking is essential for retail performance. Three-quarters of all trips to the City of Melbourne for shopping are made by public transport. Only 14 per cent of shopping trips in the municipality involve driving and parking on-street. Meanwhile, there is a significant supply of off-street parking (68,300 commercial spaces). Off-street parking could adequately accommodate the relatively small number of shopping trips made by car.

Public transport needs to expand and improve

Most travel to the central city is by public transport, particularly for work. Only high-frequency public transport can enable the city to accommodate the growing number of jobs. However, during peak times, many services are overcrowded, preventing more people from using public transport¹⁷. This will worsen as the population grows.

The rail network is the backbone of the public transport system. The Metro Tunnel – the biggest expansion of Melbourne's rail network since the construction of the City Loop – will both cater for demand growth and attract many more people to use public transport. The capacity on the rail network is likely to become constrained again shortly after completion of this project. Further investment is needed in rail infrastructure and services.

On-road public transport (tram and bus) reliability across Greater Melbourne needs to improve. Overcrowded buses and trams can be stuck in congested conditions. Infrequent services discourage people from using public transport outside of peak hours. Melbourne's status as a 24/7 city is constrained by current public transport frequencies.

Inadequate separation of trams from general traffic results in poor safety and reliability. Nearly 40 per cent of collisions, falls and near misses happen on 15 per cent of the tram network, where poor separation such as plastic strips and painted lines are installed.

Intermodal interchanges are not well-integrated, with confusing or infrequent timetables undermining user experience, discouraging people from using public transport. Some services, such as the City Loop, are confusing to users as they run differently at different times of day and days of the week.

⁹ Transport Strategy refresh background paper: Transport Pricing, University of New South Wales 2018

¹⁰ Five-year focus, Infrastructure Victoria 2018; Generated Traffic and Induced Travel, Victoria Transport Policy Institute 2019

¹¹ Origin-destination survey, City of Melbourne 2018

¹² Measuring pedestrian delay report, MRCagney 2018

¹³ Infrastructure Victoria Second Container Port Advice: Container Trade Forecasts for Victoria, Deloitte 2017

¹⁴ VAMPIRE index accessed online via Aurin, 2016

¹⁵ Transport Strategy refresh discussion paper: Motor vehicles, City of Melbourne 2018

¹⁶ Transport Strategy refresh background paper: Car parking, RMIT 2018

¹⁷ Transport Strategy refresh background paper: Public Transport Network, University of Melbourne and RMIT 2018

OUTCOME 5 – REDUCED DELAY FOR PEOPLE USING EFFICIENT TRANSPORT

Reduced delays will make efficient modes of transport more attractive. Increased use of walking, cycling and public transport will improve public health and stimulate the economy.



5.1 Optimise traffic signals to reduce waiting times

The timing of the traffic signals can prioritise or delay different modes of transport. In the City of Melbourne, traffic lights stay green for long periods of time. This hinders pedestrians, bikes and trams.

Cities all over the world are reducing signal cycle times to reduce delays. In the Hoddle Grid, the typical signal cycle takes 90 seconds. In London, many signal cycles have been reduced to less than a minute.

In 2014, the Victorian Auditor-General's Office recommended improvements to traffic signals⁹. This included increasing the frequency of reviews, undertaking cost-benefit analysis of traffic signal modifications and connecting traffic signals with real-time information on the location and status of buses and trams, in order to provide them with greater priority and increase reliability.

Evidence base: measuring pedestrian delay on Spencer Street

Pedestrian delay was measured at four Spencer Street intersections where revised signal cycle times are proposed. The economic impact of this delay was then calculated using Australian guidelines for economic evaluation.

By optimising the traffic signals at these four locations, the economic benefit totalled \$6.3 million per year, or \$105 million in net present value terms over a 30-year evaluation period. At the Spencer-Collins intersection this represented a reduction of walking delays by 26–46 per cent.

Further signal changes across the municipality will further reduce pedestrian delay and provide significant economic benefit.

We will:

- work with the Victorian Government to review signal operations, to optimise the efficient movement of people and make it easier for people with mobility issues to cross the road
- support investment in smarter signal infrastructure and technology which prioritises people walking and using public transport
- reduce crossing distances at intersections to improve safety and reduce cycle times
- work with the Victorian Government to program auto-on walking phases at remaining signal sites (as identified in the Walking Plan 2014)
- ensure crossing times are long enough for all people to cross the street safely and comfortably
- investigate opportunities to reduce delays by programming signals to provide 'green waves' where appropriate, particularly for bicycles
- prioritise changes to signal operations along public transport corridors
- consider opportunities for scramble crossings, in cases where delay and crowding can be reduced.

Action 18: Reduce delay to people walking, riding bikes, on buses and on trams by working with the Victorian Government to optimise traffic signal cycle times, starting in the Hoddle Grid.

Refer to Action 2: Deliver priority footpath widenings across the municipality to reduce overcrowding.

Evidence base: what is a traffic signal cycle?

A traffic signal cycle is the amount of time it takes for all signal phases to operate. That is, the time it takes from when a light facing one direction first goes green until all phases have run and the initial light turns green again.

People walking, riding bikes and using public transport benefit from shorter cycle times, as large numbers of people can get through the intersection in a short space of time after the light goes green. Additional green time is generally to allow more motor vehicles to pass through (except for intersections where significant time is required for people walking to cross a very wide intersection).

Short cycle times provide more opportunities to cross. Infrequent crossing opportunities cause overcrowding and promote risky behaviour crossing against the lights.

Long cycle times (longer than 75–90 seconds) generally benefit the movement of motor vehicles, which require more space and therefore require more time for queues to clear.

Reducing cycle times is generally desirable to increase the people-flow through an intersection. At some intersections, optimisation is achieved with cycle times longer than the minimum, such as where there is high demand for a certain movement direction relative to others. Reducing the crossing distance by extending the footpath can also improve intersections for people walking.

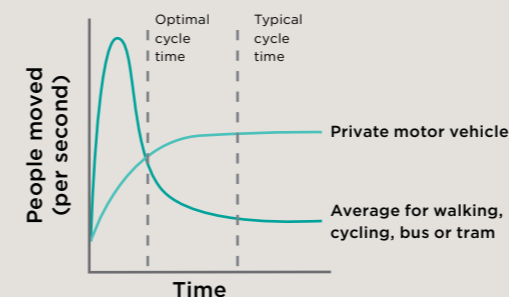


Figure 23: Conceptual diagram of people movement through a central city intersection over time

5.2 Reduce travel times and increase reliability of trams and buses

A slow tram and bus network makes public transport less attractive and limits reliability and frequency. While trams are widely recognised as playing a vital transport role, buses also play a key role in transporting nearly 11,000 people to the municipality each day. In particular, people from Manningham are most reliant on buses as their primary form of public transport to the central city. The main cause of delays for these buses is between the Eastern Freeway and central city.

Buses in particular must be made more attractive to draw more people to use public transport. Tram efficiencies are required to increase capacity to meet growing demand and boost tram productivity. We will advocate for the tram and bus networks to be 'supercharged' to improve performance and frequency. This includes:

- more dedicated lanes for buses and/or trams, particularly on streets with 10 or more services per hour. These lanes could be shared by buses and trams where appropriate
- physical separation of public transport and general traffic, while ensuring people can easily and safely cross the street, including providing frequent crossing points for people riding bicycles
- upgrading intersections to give buses and trams priority, including signal priority, bus jump lanes and expanding the use of hook turns
- reduce time spent at stops by upgrading stops, making changes to on-street parking and redesigning bus stops
- upgrading the bus and tram fleet to vehicles with more doors and without steps. Phasing out smaller trams which are non-compliant with the *Disability Discrimination Act 1992* (Cth.) should be a priority
- rationalising stops across the bus and tram networks. Some people will have to walk further, but in-vehicle time savings will get everyone to their destination more quickly
- trialling new signal technology to achieve active tram priority and eliminate intersection delays for trams.

City of Melbourne transport modelling shows these improvements would enable tram-efficiency gains of up to 20 per cent, reducing the need to purchase more trams.

We support a transition towards modern light rail and Bus Rapid Transit (BRT) models to develop a world-class multimodal public transport network. In addition to the efficiency gains above, this will require improved bus stop designs. Changes to road rules may be required to prioritise bus passengers when alighting, similar to trams. Stops will need to be designed to reduce delay, such as allowing buses to stay in their lane while loading and unloading. Centre-of-the-road bus lanes may also contribute to reduced delays.

Policy 15: Improve travel times and reliability by working with the Victorian Government to prioritise the on-road tram and bus network.

⁹ Using ICT to Improve Traffic Management, Victorian Auditor-General's Office 2014

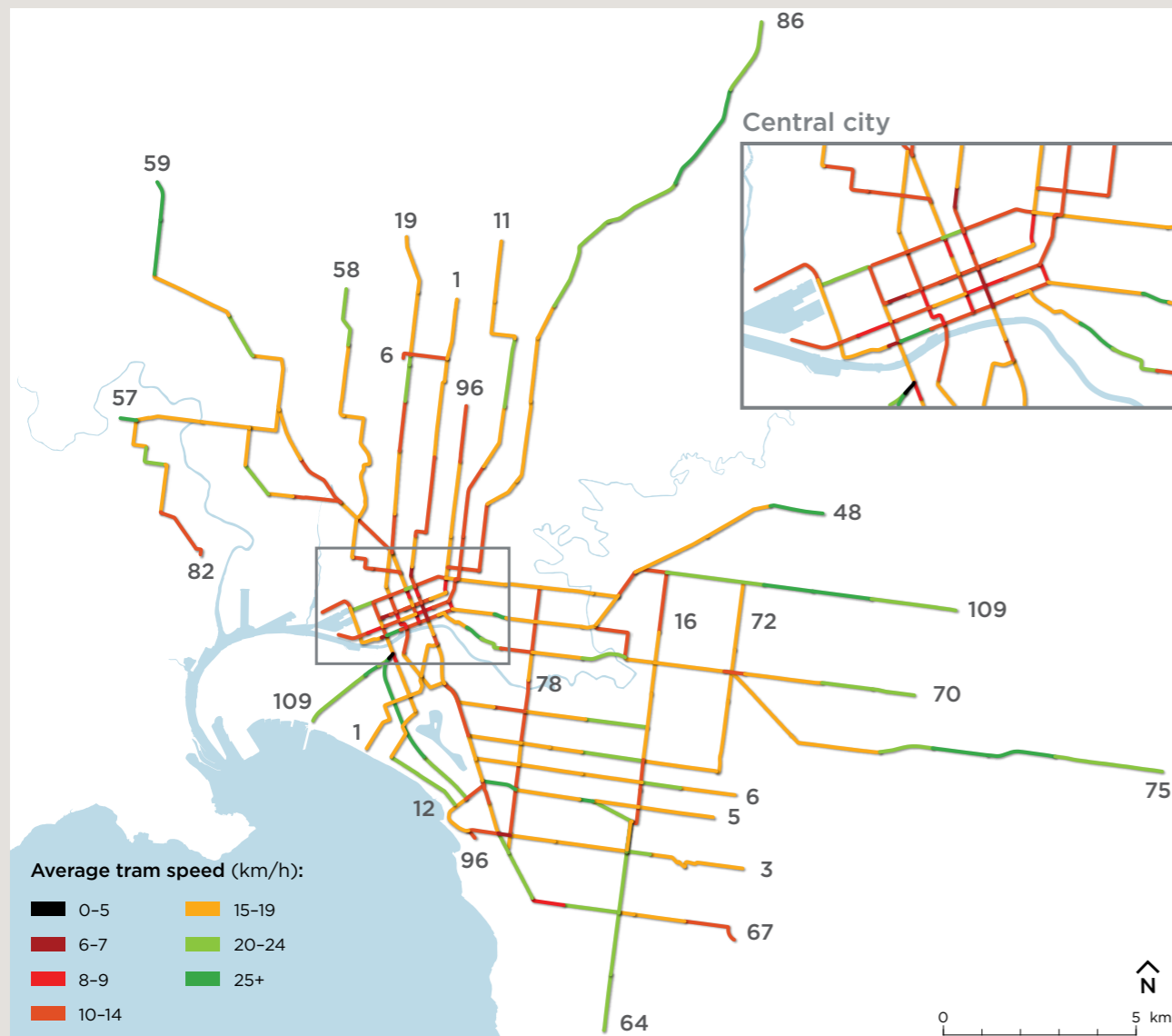
Evidence base: Melbourne tram speeds

Melbourne's tram network is among the slowest in the world. The average speed across the network is 16 km/h, dropping to 11 km/h in the central city.

Trams mix with vehicular traffic across most of the network: 60 per cent of the track is shared, with 26 per cent dedicated to trams (physical separation) and the remaining 14 per cent allocated without separation. Along shared corridors, trams and are delayed by traffic congestion. A full E-Class tram moving 210 people can be delayed by a small number of single-occupant vehicles in front of it. Absent and ineffective separation increases the frequency of vehicle-tram collisions, causing injuries, taking trams off the rails, diminishing reliability and requiring costly repairs.

Another cause is delays at traffic signals. Seventeen per cent of tram trip-time is spent at red traffic lights, compared with international best practice of 2 to 5 per cent. Trams are further delayed by excessive waiting times at passenger stops.

Many tram stops in inner Melbourne were planned for when trams moved fewer people, weren't generally required to make all stops and travelled faster between stops. As patronage and traffic congestion grew, the close spacing of many stops – sometimes as little as 200 metres – has further eroded travel times.



Map 9: Average Melbourne tram speeds during the weekday morning peak

5.3 Reduce incidences of vehicles blocking intersections to prevent delays to all modes

At some intersections, motor vehicles illegally queue in the intersection after the signal has gone red, blocking the next movement. This delays people and is a road safety issue.

A recent afternoon peak-hour survey observed 35 instances of vehicles blocking the intersection of Swanston and Flinders streets from 4pm-6pm.

Under Rule 128 of the Victorian Road Safety Road Rules 2017, it is against the law to enter a blocked intersection.

The effectiveness of current and future tram and bus lanes is limited if the rules aren't followed. Enforcement is required to ensure that dedicated lanes reduce delays.

Policy 16: Advocate for improved intersection design, signal operation and enforcement to minimise incidences of vehicles blocking intersections.



Image 17: Vehicles blocking the intersection of Swanston and Flinders streets

OUTCOME 6 – MORE PEOPLE RIDING BIKES

Increased bicycle use will support a healthy, sustainable and prosperous community. Cycling will ease pressure on our public transport network – particularly on crowded inner-city trams – and decrease traffic congestion. Increased bicycle use will be supported by an uptake in electric pedal-assist bikes, more programs to boost people’s riding skill and confidence, and possible improvements to road rules to reduce barriers to riding.



6.1 Deliver community programs to get more people riding bikes

More people riding bikes means less congestion, improved health outcomes, reduced emissions and a more productive economy. The City of Melbourne is committed to investing in safe cycling lanes across the municipality. These lanes on their own will get more people riding. However, by running programs we will maximise usage of our investment in cycling infrastructure.

Many people who may want to cycle do not feel comfortable riding a bike in the municipality. Education to boost cyclist confidence levels and promote safe riding behaviour can overcome this barrier and allow people to begin using our safe cycling lanes.

Many businesses across the municipality have invested substantially in end-of-trip facilities in their buildings, recognising the benefits of cycling to their employees’ health and productivity. Businesses can play a key role by working with each other and government to encourage more cycling, advocate for continual improvement of cycling infrastructure and share best-practice models.

We will support more people riding bikes by:

- investigating a dedicated City of Melbourne bicycle planning and delivery team to complement existing transport planning, engineering and design functions
- working with the community, employers and the Victorian Government to encourage and support more people cycling more often
- offering courses to increase cycling confidence and riding skill levels
- promoting the benefits of riding a bike
- requiring end-of-trip facilities in all new commercial and multi-unit buildings, and advocate for retrofitting existing buildings where possible
- work with businesses and the Victorian Government to support cycling as a regular mode of transport.

Action 19: Deliver community programs to get more people riding bikes.

Case study: business support for cycling infrastructure in London

A network of 180 employers came together through the Cycling Works campaign to support plans for protected bicycle lanes in central London. This overwhelming support helped convince government agencies to push ahead with ambitious plans for improved cycling infrastructure across London.

CEOs from finance, technology, law, media, education and healthcare supported cycling and protected lanes, as they are good for employees, businesses and London.

Businesses recognised that there was demand for better cycling infrastructure from their employees and saw the health and environmental benefits, the opportunity for reduced congestion and economic benefit to business.

Some of the protected cycle lanes are moving five times as many people as the adjacent traffic lanes (Transport for London).

6.2 Support a review of the road rules to support safe and efficient cycling

Bikes are subject to the same road rules as motor vehicles despite their smaller size and weight, lower travel speed, greater rider field of vision and lower impact on the environment.

Some motor vehicle road rules may be unnecessary for bikes. For example, at many intersections a person riding a bike could stop safely, give way to other road users and turn left on a red light without posing a significant road safety risk. This would encourage cycling by reducing delays. In Paris, riders can treat red lights as give way signs at 1800 intersections.

There are several other rules and regulations pertaining to cycling which potentially could be changed to make cycling safer and more attractive. Any changes will require an evidence-base and may require an empirical on-road trial.

The review could consider:

- clarifying the rule about motor vehicles turning left across a bicycle lane
- reviewing whether cars should be able to drive in bike lanes for up to 50 metres
- reviewing the appropriateness of power and speed restrictions on e-bikes, including cargo e-bikes
- instituting a mandatory passing distance law to bring Victoria in line with all other states and territories
- allowing new micromobility options to use bike lanes and not the footpath – including electric stand-up scooters
- other possible changes to support safe and efficient cycling.

We do not support requiring bikes to be registered or requiring licences for cycling. Such measures would reduce the attractiveness of bikes as a mode of transport.

Policy 17: Advocate for a review of Victorian road rules as they apply to cycling, promoting safety and efficiency to attract more people to ride every day.

Case study: Idaho Stop

In 1982, a new law in the US state of Idaho was enacted allowing bikes to treat stop signs as give way signs.

The law also allows bikes to treat a red light as conventional stop sign.

These laws reduce delay for bikes while maintaining safety for all road users. An added benefit of the law is that bikes spend less time exposed at intersections and can more easily get ahead of other vehicles at intersections.

The impacts of the law have not been conclusively assessed. Few negative safety impacts have been observed. One study has shown that the year after the Idaho Stop was introduced, crashes reduced by about 15 per cent. Further evidence is needed to understand the implications of such a law in Melbourne.

6.3 Improve use of lighting to increase safety

Well-designed lighting can improve real and perceived safety, particularly for people walking and riding bikes. While streets in central Melbourne are typically well-lit, lighting is a particular issue on off-road paths and trails. This includes in parks and alongside waterways.

We will ensure best-practice lighting design is employed in new projects and address lighting shortfalls in areas where a significant problem is identified.

Policy 18: Improve lighting design to enhance safety on bicycle paths.

6.4 Support the growth of e-bikes for moving people and goods

Electric pedal-assist bikes (e-bikes) allow people to travel faster, further, with heavier loads and less effort than a conventional bicycle. E-bikes can overcome many of the barriers which stop people from riding, such as topography, cargo capacity and arriving sweaty.

People who ride e-bikes cycle more frequently than riders of conventional bikes. E-bike trips are often longer than conventional bicycle journeys and replace car trips with cycling more often.

We will encourage the growth of e-bikes by supporting:

- ‘come and try days’ to allow the community to experience riding an e-bike first-hand
- advocacy to the Victorian and Australian governments to subsidise e-bikes as part of any subsidy program for electric motor vehicles
- advocacy to the Victorian Government to increase the maximum power output for cargo e-bikes, allowing them to safely carry heavier loads.

Policy 19: Support the growth of e-bikes to get more people riding.

E-bikes have the potential to significantly increase the number of people riding bikes

Figure 24: Current and potential (with e-bikes) cycling mode share to work in central Melbourne

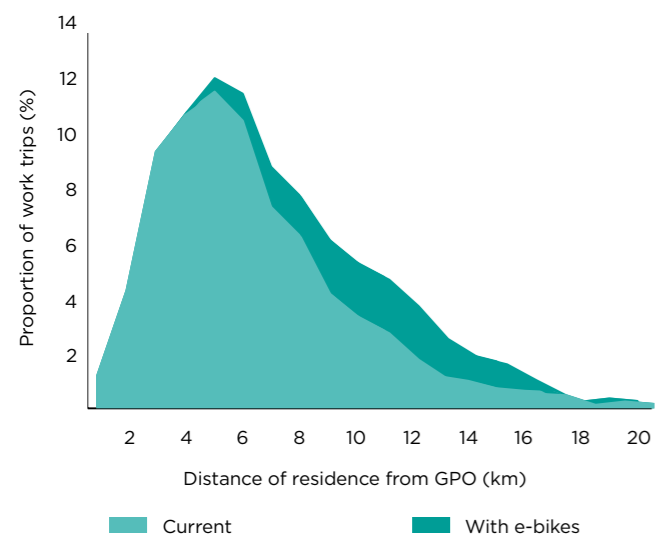


Image 18: Protected bicycle lane on La Trobe Street

Evidence base: could electric bikes change cycling in Melbourne?

Recent e-bike technical developments and expanded range have resulted in rapid growth in use. Research from Oslo estimates that owning an e-bike avoids 87 to 144 kilograms of CO₂ annually. E-bike riders also experience significant health benefits. While the work rate is around 60 to 70 per cent of a conventional bike, the health benefits are similar as e-bike riders tend to ride further and more often.

If 5 per cent of people who work in the municipality and live between 7 and 14 km from the centre of the city switched from a car to an e-bike, an extra 5782 people would commute to central Melbourne by bicycle. This is the equivalent of adding almost three extra lanes onto the Monash Freeway.



“I love my electric bike, you get to experience the environment more than when you’re stuck inside a car. It’s helped me feel more confident to ride.”

- Jackie, Brunswick East



OUTCOME 7 - USE KERB SPACE MORE EFFICIENTLY

Kerb space will be managed so that competing uses are balanced, and economic and liveability benefits are maximised. On-street parking changes will optimise occupancy and some space reallocated to other uses including greening, safe bicycle lanes, motorcycle parking, wider footpaths and public open space.



7.1 Proactively manage kerb space to boost efficiency and productivity

Kerb space - the space between traffic lanes and the footpath - will continue to be reviewed and reallocated to important transport uses such as widened footpaths, dedicated bus lanes and protected bike lanes to deliver Outcomes 1-4 of this strategy.

A significant proportion of kerb space is dedicated to on-street parking. Over the last 15 years, the City of Melbourne has reduced the supply of on-street car parking in the municipality by about 22 per cent.

What is parking management?

Parking management approaches aim to improve public space by using the overall parking supply more efficiently. This includes both on and off the street. Good management encourages use of off-street parking, makes it easier to find a space on-street, reduces incidences of people driving around searching for an available space and prevents feelings of a parking 'shortage'.

Examples of parking management policies include:

- efficient (demand-responsive) pricing
- removal of time limits and managing demand through price instead
- parking taxes (such as the Victorian Government's Congestion Levy)
- shared parking between multiple buildings
- planning rules which stipulate the maximum amount of parking that can be provided.

The demand for car parking may reduce in future. As it becomes easier to travel by sustainable modes, as people shift to different types of car travel (such as car share and rideshare) and the arrival of new technology (such as driverless cars) there may be a decline in the need for a car to be parked. Meanwhile, the demand for pick-up/drop-off space and loading zones - particularly in the central city - is expected to continue increasing.

The City of Melbourne will:

- identify priority areas for reallocation to other uses
- better match kerb space uses with adjacent land uses across the day and week
- review pricing of access to kerb space
- relocate bicycle and motorcycle parking from footpaths to the kerbside and (long term) off the street
- review occupations of kerbside space for construction, including price signals
- review the provision of kerb space for tourist/charter buses
- review the effectiveness of on-street loading permits and investigate bookable bays and pricing to make loading more efficient
- review the role of taxi ranks as technology and consumer preferences change
- identify well-designed and safe pick-up and drop-off zones to facilitate flexible uses such as commercial passenger vehicles, private vehicles and charter buses
- investigate opportunities to mitigate safety and access impacts from cars that are illegally parked or stopped
- gradually reduce on-street residential parking permits while maintaining the current permit provision for existing residents.

Action 20: Identify and implement changes to kerb space management to improve efficiency.

7.2 Improve on-street parking access and efficiency through demand-responsive pricing

On-street parking comes at a significant opportunity cost. The space could be used for a higher-value public purpose to benefit many more people. The price of on-street parking in the municipality does not reflect the cost of providing it. On-street parking is a premium parking product, providing a high level of convenience by being located directly adjacent to the footpath. Despite this, it is generally cheaper to park on-street rather than off-street. Lower prices encourage people to drive around seeking a cheap subsidised on-street parking bay rather than use the off-street alternatives.

People struggle to find an available on-street parking space when more than 85 per cent of bays are occupied. When this occurs it indicates that the price is too low. When parking occupancy is low, it's an indication that the price is too high, the supply is too high, or both.

While some on-street spaces attract more revenue than they cost to provide, unpaid parking bays are subsidised from general revenue. As a principle, we will transition towards cost recovery at a minimum for all on-street parking spaces to ensure that people who don't use or benefit from parking don't have to pay for others to use it. Costs include asphalt, line-marking, signage, kerbs, drainage and street cleaning.

The City of Melbourne will apply parking management techniques, including regularly updating on-street parking prices based on demand to meet occupancy targets. This means that in some locations it will be more expensive, in other areas it will be cheaper. Differences in price will reflect differences in the supply and demand for parking in different areas and at different times. In areas with high parking demand be extended to start earlier and/or finish later and fees will apply on Sundays. Demand-based pricing may facilitate the relaxing or removal of some time restrictions. This would allow people to park for longer in on-street bays. Some changes can be implemented in the short-term.

The primary goal is that efficient parking improves the quality of the public realm. There will also be positive and negative revenue implications in terms of fees collected and the number of parking fines.

Action 21: Implement short-term parking management measures to improve access and efficiency, including investigation of a demand-responsive parking pricing pilot.

Case study: San Francisco demand-responsive pricing (SFpark)

From 2011 to 2013, the SFpark pilot demonstrated how demand-responsive pricing can increase parking availability. Instead of charging the same hourly rate all day, every day, prices per block were incrementally adjusted to achieve occupancy between 60-80 per cent during each pricing period. Rates were restricted to between US \$0.25 and \$6 per hour, and updated monthly. Some time limits were increased or removed. Demand-responsive pricing has since been rolled out to all local government-managed paid parking in San Francisco.

The outcomes of the SFpark pilot were:

Increased sales for local businesses. Sales tax revenue grew by more than 35 per cent in SFpark areas compared to less than 20 per cent in the other areas.

Lower on-street parking prices. A 4 per cent decline was seen in pilot areas.

Decreased parking search time. A 43 per cent reduction was experienced in pilot areas.

Decreased vehicle kilometres travelled. Reduced cruising for parking led to a 30 per cent decrease in total kilometres travelled in SFpark areas.

Fewer parking fines issued. There was a 23 per cent reduction in SFpark areas.

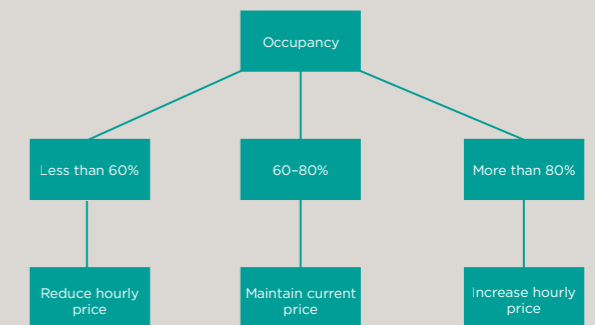


Figure 25: Flowchart demonstrating how SFpark adjusts price based on demand each month

7.3 Encourage innovative, low-impact approaches to freight

The City of Melbourne supports innovative solutions to improve the efficiency of freight, delivery and waste systems in the municipality to enable a productive and vibrant economy.

Our economy depends on deliveries to support business and the growing population of workers, residents and visitors. Deliveries are growing, both to businesses and homes, increasing the impact of delivery vehicles on streets and amenity. Failed deliveries, where a parcel can't be delivered, contributes to increased volumes of freight vehicles on our streets. Personal deliveries directed to people at their workplace in the central city - rather than at home, to a local post office or parcel locker - also add to freight volumes and increases demand for kerb space. Waste removal trucks servicing individual buildings or businesses rather than a precinct creates more trips for waste vehicle. Waste removal vehicles operating during busy times of the day can also undermine the amenity of the city.

Low-impact delivery models, such as cargo bikes and small vans, will allow deliveries to be made faster, at a lower cost and with greater efficiency. Low-impact vehicles are better suited to central city streets and spaces. Electricity-assisted cargo bikes will broaden the range and size of deliveries which can occur by bike. An improved network of protected cycling facilities will support the uptake of cargo bikes for freight.

These low-impact models must balance accessing buildings quickly and efficiently through use of the footpath, with the demands of an increasingly busy city. We will work with stakeholders, the community and transport providers to ensure that the risk to vulnerable road users is minimised.

In cases where larger vehicles must be used for a freight task, vehicles may be restricted from using some streets at busy times in order to promote safety and protect amenity. These types of restrictions are already employed on Swanston Street.

There is a need for innovation to solve these issues. The City of Melbourne supports the trialling of a freight consolidation centre as outlined in the Victorian Freight Plan. In this trial, larger trucks and possibly trains will deliver freight to inner city freight consolidation centres where low-impact vehicles will make the final leg of the delivery. Reduced vehicle movements through precinct-based waste solutions and reverse logistics for waste removal to are supported.

Policy 20: Support innovative, efficient and low-impact solutions to last-kilometre freight delivery, waste removal and servicing.

Evidence base: Freight through-traffic in the central city

In 2018 a City of Melbourne survey determined that 43 per cent of all vehicles entering the central city are through-traffic. The characteristics of freight traffic were similar to general traffic. A significant volume of freight vehicles travel through the central city, concentrated on streets in the west.

Major entry points for heavy freight through-traffic were Spencer Street south (72 per cent of freight vehicles were travelling through), King Street south (63 per cent), King Street north (62 per cent) and Wellington Parade South (56 per cent).

The highest volume of heavy freight was between 7:30 and 9:30 AM (735 vehicles, 40 per cent through-traffic), though there was a higher proportion of through-traffic between 12-2 PM (601 vehicles, 46 per cent).



Image 19: Vans making deliveries

7.4 Support efficient port logistics

The Port of Melbourne is one of the busiest container ports in Australia. The major freight task associated with the port is enabled by efficient transport infrastructure.

As freight volumes grow at the port, the task of moving cargo to and from the area continues to increase. As much of this task is carried out by road, more trucks are moving through the municipality. This impacts amenity through pollution, noise and increased congestion, particularly in the residential areas around the port. While the West Gate Tunnel will take some trucks off sensitive streets, a number of trucks will remain.

Infrastructure Victoria advised the Victorian Government that a second container port will be required by 2055, to be located at Bay West. It is expected that this new port facility connected to road and rail will take traffic away from the Port of Melbourne, allowing the repurposing of some land currently used for maritime activities. We support this transition as a means to increase supply chain efficiency, while freeing up valuable inner city land for redevelopment and providing an amenity boost for residents.

The proposed rail and road freight corridor through Fishermans Bend is not supported in its current form as the impacts on the urban form and amenity are unacceptably high.

We will support:

- moving a greater proportion of metropolitan, regional and interstate freight by rail
- port operations where the amenity impacts are minimised. Operations overnight must not disrupt the amenity of surrounding residential areas
- opportunities for using new and innovative truck technology which reduces the impact of the port on the municipality and improves freight efficiency
- new rail or road freight infrastructure to fully respond to changes in land use around the port
- consideration being given to the future port at Bay West when decisions on expanding the Port of Melbourne are made.

Policy 21: Support the growth of the Port of Melbourne whilst ensuring the mitigation of future amenity impacts.



“Melbourne has a reputation as a great city to work and study. But after 10pm, the train services become infrequent and it can be hard to get home from university.”

- Shuvham, Noble Park

OUTCOME 8 - EFFICIENT AND RELIABLE PUBLIC TRANSPORT FOR EVERYDAY LIFE

Improved public transport capacity, usability and user experience will mean more people on public transport more often. High-quality public transport means that more people can live without owning a car or needing to use one often. Significant investment in public transport will deliver a network where services and interchanges are frequent and effective, allowing people from across Victoria to easily access a variety of destinations in an affordable, sustainable and time-efficient manner.



8.1 Advocate for investment to increase inner-city rail capacity

Since 2004, growth in public transport use has far exceeded population growth. Overcrowding means that many buses, trams and trains are already full by the time they reach the inner city. Community consultation revealed that overcrowding on public transport is a key concern.

We support the Victorian Government's investment in the Metro Tunnel project (Metro 1). However, additional investment will be required, as the rail network is forecast to be at capacity again soon after the tunnel opens in 2025.

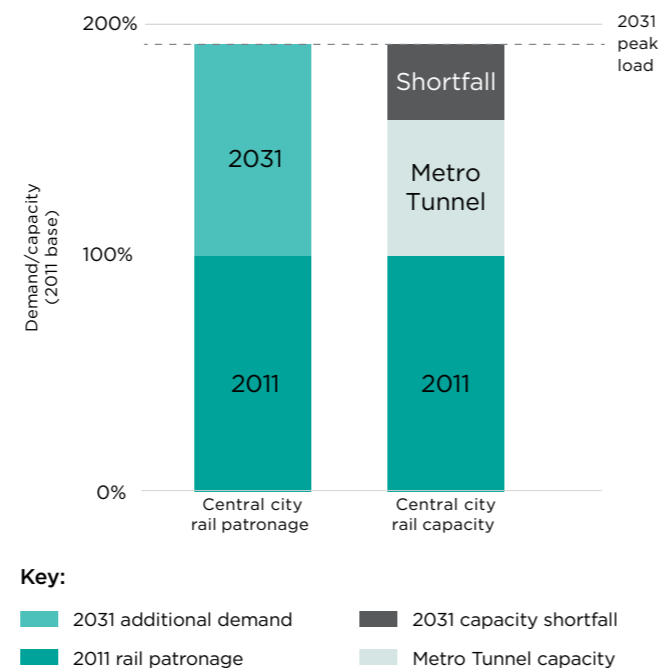
We support planning and investment in the next major rail capacity-boosting projects:

- Immediately begin detailed planning for Melbourne Metro 2 beneath the central city, to relieve pressure on lines in the west and northeast and connect Fishermans Bend. Construction resources could be redirected upon the completion of Metro 1 tunnelling.
- Reconfigure the City Loop immediately following the opening of the Metro Tunnel. A comparable capacity boost could be realised by converting two loop tunnels into a bidirectional through-route. This will effectively create an additional set of tracks through the central city.
- Begin planning for an additional underground rail line to follow Metro 2. Our early concept is for a line connecting Melbourne Airport with the central city and North Richmond, with potential for eastern extension.

Action 22: Advocate to the Victorian Government for planning and investment in capacity-boosting public transport as a matter of urgency, beginning with Melbourne Metro 2, which will unlock Fishermans Bend.

The Metro Tunnel is not enough to accommodate forecast patronage growth

Figure 26: 2011-31 rail demand and capacity forecast (Public Transport Network Background Paper 2018)



“I prefer to take public transport to work because it is convenient and I can save on the cost of parking. I’m looking forward to the Metro Tunnel opening to improve frequency and reduce overcrowding.”

- Matthew, Altona

8.2 Support a transition to ‘turn-up-and-go’ public transport

Public transport in Melbourne requires significant improvement in order to provide a viable alternative for car trips in many places. Frequency is a key aspect. Frequent services reduce waiting times, allow short connections between services and enable people to simply turn up and go at their convenience.

Greater Melbourne’s public transport is generally very frequent during the weekday peak, with varying levels of frequency outside these times. Some train lines run at 10-minute frequencies outside of weekday peaks, some bus routes operate at 40-minute frequencies and some buses don’t run at all on Sundays.

Off-peak frequencies should be increased for all train, tram and key bus services to 10 minutes (or less) from 6am-midnight every day. Introducing ‘short-running services’ on the busy inner sections of some lines should be considered to provide even higher frequencies.

Fast, efficient and convenient interchanges play a key role in a ‘turn-up-and-go’ system. It is vital that stations, stops and streets are designed to facilitate interchange and to manage crowding.

Encouraging more people to travel during shoulder periods will move more people and free up capacity for people who must travel during the busiest times.

Policy 22: Support the Victorian Government’s transition to a ‘turn-up-and-go’ public transport network which offers fast, frequent and convenient services across Greater Melbourne.

Water transport

Multiple water transport services operate in the municipality. The subsidised Westgate Punt and Portarlington Ferry operate on routes where land transport is less time-competitive. Tourist services, leisure boats and water taxis also operate on the Yarra River.

Regulations limit the speed of vessels on the Yarra River to 5 knots (9 km/h) and require vessels to stay on the same side of the river in each direction. City of Melbourne research suggests that due to these impediments, additional regular public water transport routes will struggle to compete with faster land transport alternatives.

We support expanding existing water transport services to fill gaps in the land transport system. We also support tourist, leisure and event vessels as drivers of economic activity. New or expanded water transport services will be supported in principle, if consistent with this strategy.

8.3 Support a review and redesign of tram and bus routes to increase capacity and efficiency

The on-road public transport routes in the municipality and particularly the central city could be redesigned to move more people, connect more places and increase efficiency for all modes.

A review of bus and tram routes should:

- reduce turning movements
- spread services across the central city and inner suburbs, including more trams on La Trobe Street
- move some Swanston Street tram routes to William Street, Spencer Street and Docklands
- commit to new high-capacity on-road public transport links between Fishermans Bend and Anzac Station
- introduce clean and green bus streets
- minimise routes terminating in the central city as this requires more space than through-stops.

Our priorities for full-time bus lanes are:

- Queen Street
- Hoddle Street-Victoria Street-Lonsdale Street-Spencer Street-West Melbourne station
- the Russell-Lygon streets corridor
- the Elgin-Johnston streets corridor
- the Grattan-Wreckyn-Arden streets corridor

These lanes should provide congestion-free, tram-like services.

Our priorities for new tram tracks are:

- Park Street missing link, before the Metro Tunnel opens
- Fishermans Bend via a non-moving 'green bridge', extending from Collins Street
- Spencer Street extension with branches to Arden-Kensington and Dynon Road
- into and through the Arden precinct
- Victoria Street missing link (Swanston to Spring)
- West Melbourne to Footscray via Dynon Road.

Policy 23: Support priority bus and tram projects to improve the coverage, efficiency and reliability of the public transport network.

8.4 Enable a fully accessible public transport system

An accessible public transport system is essential to create an equitable city and provide social and economic opportunity for all. While the train and bus networks generally perform well for accessibility it is the tram network that is particularly poor. Accessible trams often do not serve accessible stops. In areas where trams are the only public transport available, people who can't climb the stairs are locked out of the public transport network.

Under the *Disability Discrimination Act 1992* (Cth), all public transport must be accessible by 2032. While the deadline has been extended, it's unlikely to be achieved unless investment is significantly accelerated.

Policy 24: Advocate for accelerated delivery of accessible tram stops across the network.

8.5 Support improvements to public transport safety and user experience

Public transport user experience can be improved by making public transport services more intuitive, frequent and reliable, by creating seamless connections with other services, by meeting the needs of all users and ensuring the services are comfortable and safe.

Feeling safe on public transport and at stations and stops is key to ensuring all people feel they are able to access the public transport network at any time of day and at any location.

Policy 25: Support initiatives to improve the public transport user experience and passenger safety.

8.6 Integrate bikes and public transport, particularly at stations

Bikes can expand the catchment of public transport nodes and allow people to take longer trips than by bicycle only. More bicycle-public transport trips could be made if:

- protected bicycle lanes connected to stations and stops
- facilities at stations and stops made it safer and easier to leave a bicycle
- rail replacement buses were equipped to carry bikes
- bikes could be transported on buses and trams in addition to trains
- share bikes were located at public transport stops with integrated payment options.

Integration with public transport would be a requirement for any proposed micromobility scheme for Melbourne.

Policy 26: Support initiatives to integrate bikes and public transport.

Evidence base: Spatial Network Analysis for Multi-Modal Urban Transit Systems (SNAMUTS)

In 2018, the City of Melbourne commissioned RMIT to undertake public transport accessibility modelling for Greater Melbourne.

SNAMUTS assesses how accessible the city is by public transport. It considers the question 'can a person get where they want to go, when they want to go, by public transport?'










The model used proposed public network development plans, service frequency changes and current and forecast population and employment figures. In addition, five scenarios were built into the model to test the impact of delivering (or not delivering) key transport projects. The projects tested were:

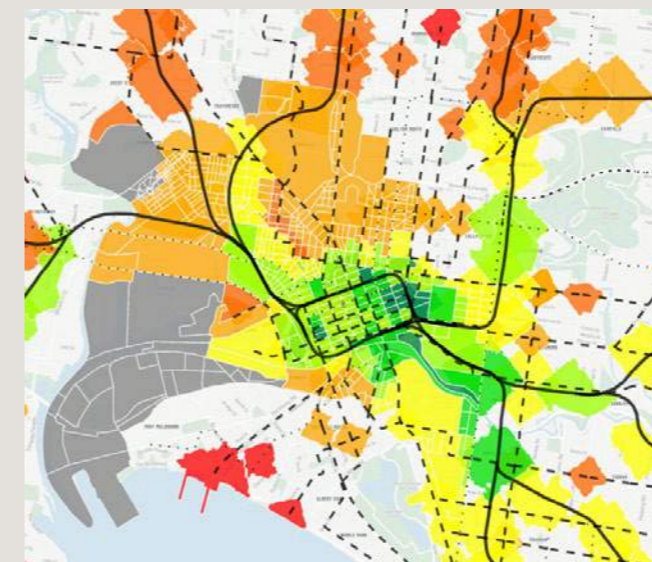
1. Melbourne Metro 2 - a new rail tunnel connecting Newport to Clifton Hill via Fishermans Bend, Southern Cross, Flagstaff, Parkville and Fitzroy.
2. Inner-city tram network extensions - central city to Fishermans Bend, Arden to Victoria Gardens and Footscray to central city.
3. Airport Rail Link - central city to Melbourne Airport via Sunshine.
4. Orbital bus links - Anzac Station to Fishermans Bend NEIC, Victoria Park to North Melbourne and the orbital Blue Line.
5. Tram priority measures - a suite of measures including increasing tram priority at traffic lights, lowering traffic light signal cycle times, separating tram tracks, tram stop consolidation, larger trams and improved urban design. These measures were assumed to deliver progressive network efficiency improvements of 10-20 per-cent.

Key findings from the modelling:

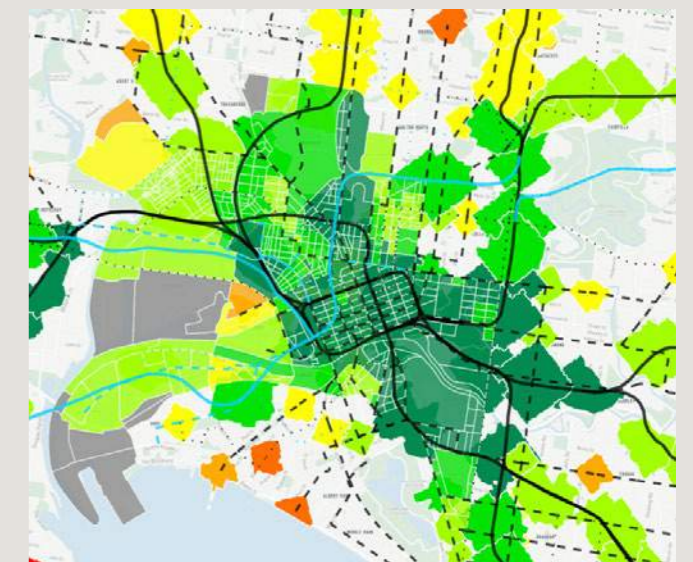
- Public transport accessibility in the central city is currently good to very good. Accessibility is poorer across most other parts of the municipality and inner Melbourne. Fishermans Bend has an accessibility rating below minimum standard.
- Population and employment growth will place pressure on public transport accessibility over the coming decades. Investment is needed in capacity-boosting projects, operational improvements and coverage to ensure accessibility is maintained or enhanced.
- Melbourne Metro 2 is critical. It will increase capacity in the rail network, improve frequencies across a number of other connecting lines and have a significant impact on public transport accessibility beyond the lines directly connected to Melbourne Metro 2.
- If all investments are made as per the scenarios, Fishermans Bend would be lifted from an accessibility rating below minimum standard to good - similar to Flagstaff Station today. A good public transport accessibility rating is critical to the success of Fishermans Bend as a developing employment cluster, as a home to 80,000 new residents and as an extension of the central city.

Key - SNAMUTS public transport accessibility:

	Minimal		Good
	Poor		Very good
	Below average		Excellent
	Average		Does not meet minimum service
	Above average		



Map 10: 2016 public transport network accessibility



Map 11: 2036 public transport network accessibility, following delivery of all projects tested

8.7 Support establishing a rapid, high-frequency orbital network, beginning with buses

Establishing Greater Melbourne as a public transport-oriented city requires more than the existing central city-focussed radial network. These high-capacity routes need to be connected with orbital (cross-town) services. Orbital services are needed across the metropolitan area, in outer, middle and inner suburbs.

Existing bus services such as the 901 should be enhanced and other new routes introduced, such as the 904 inner orbital bus running between Sandringham and Williamstown. The Victorian Government's proposed Suburban Rail Loop would radically transform public transport across Greater Melbourne. The City of Melbourne supports continuing investigation into the benefits and costs of this project.

Policy 27: Support rapid, high-frequency orbital connections across the public transport network, especially in inner Melbourne.

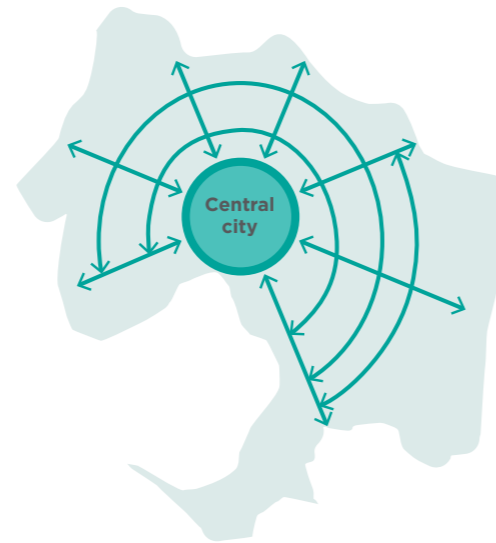


Figure 27: Diagram of an orbital transport system

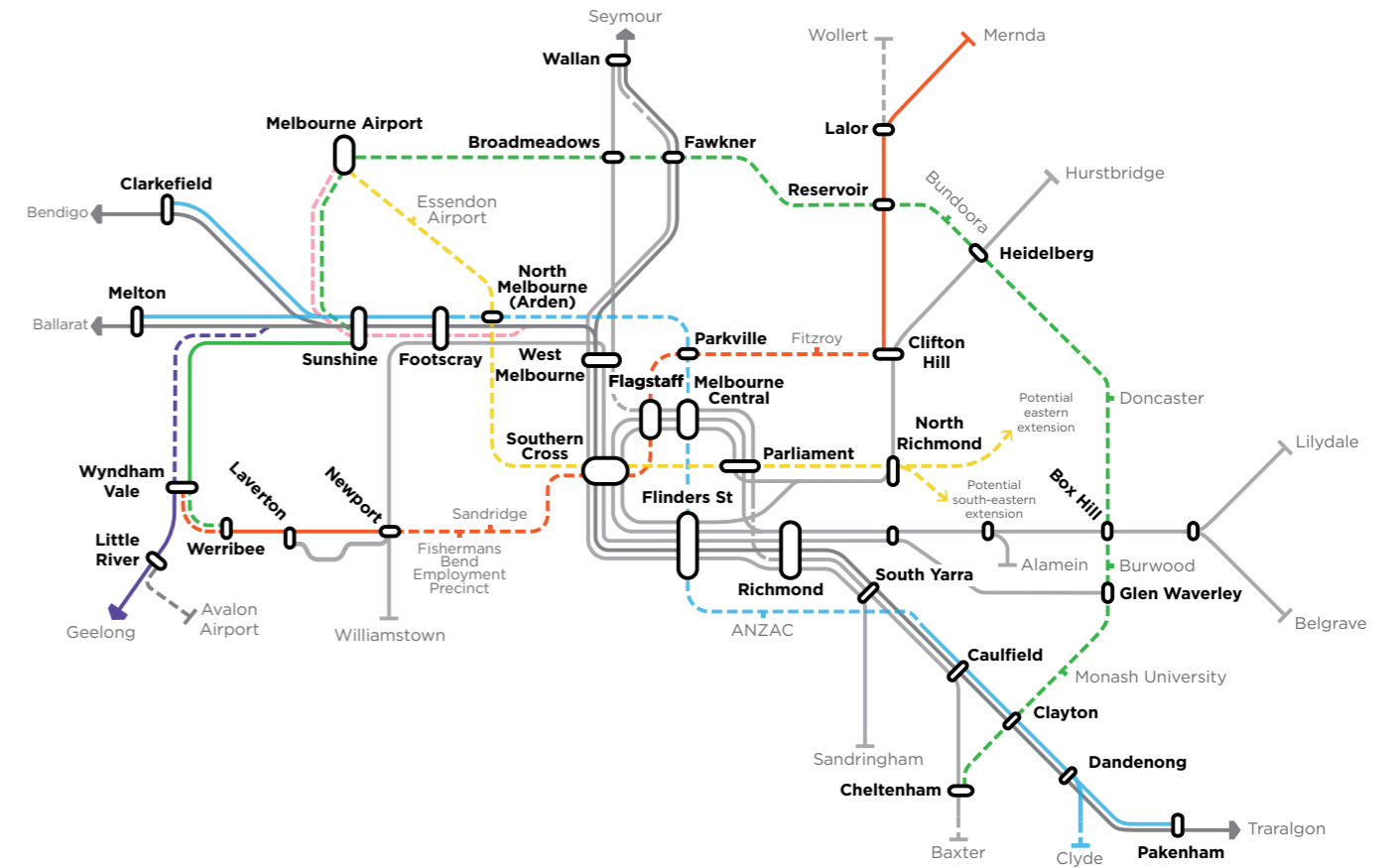


Figure 28: Future rail network and key stations

Key:

- Melbourne Metro 1 (under construction) - Kensington to South Yarra
- Melbourne Metro 2 (proposed) - Newport to Clifton Hill
- Melbourne Metro 3 (concept) - Melbourne Airport to North Richmond
- Suburban Rail Loop (in planning) - Cheltenham to Werribee
- Melbourne Airport Rail Link (in planning)
- Geelong high-speed rail (in planning)
- Metropolitan rail
- Regional rail



Image 20: Easy-access tram stop on Toorak Road

8.8 Support improvements to boost public transport capacity during peak times

On many routes, severe overcrowding deters people from using public transport. There is a need to increase peak capacity to ensure people can access jobs and contribute to the economy. Encouraging more people to travel outside of the busiest times will also help to reduce overcrowding.

Without a capacity boost, the attractiveness of the central city for employers and employees will decline. Projects like the Metro Tunnel and the High Capacity Metro Trains will significantly increase capacity. More capacity will be needed before and after the Metro Tunnel opens, which may involve significant operational change and require more people to make interchanges to reach their destination.

Completing the gradual duplication of the remaining lines with sections of single track is required. This should be prioritised based on need.

Policy 28: Support increasing the capacity of public transport infrastructure to move more people during peak times.

8.9 Support improving regional rail

Regional rail plays multiple key roles. It takes regular commuters to work, gets people to important personal, business and health appointments in the inner city and provides access to cultural, social and sporting facilities.

We support:

- completing the Victorian Government's Western Rail Plan
- duplicating the Geelong, Ballarat and Bendigo lines
- electrifying the Geelong line
- boosting regional rail capacity within Greater Melbourne, potentially through use of the Melbourne Airport rail line
- new trains and incremental track upgrades to allow speed increases between Sydney and Melbourne
- planning and enactment of land reservations for a long-term high-speed rail service between Melbourne, Canberra and Sydney with a later stage to Brisbane.

Policy 29: Support regional rail projects consistent with the outcomes outlined in this strategy.

8.10 Support improving airport public transport

Melbourne Airport is one of the largest employment centres outside of the central city. Employees are heavily reliant on motor vehicles as there are few alternative options. Convenient airport public transport for people catching flights is important to ensure viability for all people who access the airport.

The high-frequency 24/7 SkyBus service provides one of the best central city-airport connections in Australia, but is subject to congestion during peak times and only serves a part of the Greater Melbourne area.

Public transport to and from airports is most efficient when different types of travellers, such as business, leisure and employees, are catered for using the same vehicle. In Greater Melbourne this will require multiple forms of transport, including trains, buses and trams.

Airport transport:

- must run reliably and frequently
- must be an integrated part of the public transport system, particularly in the growing west and north
- should operate at all times of day
- ideally passes through the central city before terminating elsewhere on the rail network.

The Victorian and Australian governments' proposed airport rail line via Sunshine should continue to be investigated. Terminating the airport rail line at Southern Cross will place extra strain on the station and connecting transport. The additional trains serving the airport should be able to use existing platforms without expanding the footprint of the station. Operating airport trains through the central city to terminate in the southern or eastern suburbs of Melbourne will make the service more attractive and spread the passenger load in the central city across stations.

If constructed, this rail line won't be operational for many years. In the short-term, bus priority should be extended beyond the peak-only lanes on CityLink, including Footscray Road and Dudley Street. This is a low-cost option to significantly improve central city-airport transport.

Policy 30: Support reliable and frequent public transport to airports which is integrated into the broader network. Support the investigation into a Melbourne Airport rail line.

Image 21: Bourke Street



OUTCOME 9 – INTEGRATED TRANSPORT PLANNING FOR VICTORIA

Best-practice transport planning will deliver equitable, sustainable and efficient outcomes for all Victorians. The City of Melbourne and the Victorian Government will work together to ensure our transport objectives are met in line with the *Transport Integration Act (2010)*. Construction disruption will be well-coordinated and managed.



9.1 Support the development of a Central City Transport Framework

The scale and rate of change in the central city requires strategic alignment between City of Melbourne and Victorian Government strategies and investment. This strategy complements many Victorian Government strategies and initiatives. We will work with the Victorian Government to develop a strategic transport framework for the central city. The framework will set out a jointly endorsed strategic direction and investment priorities to enhance liveability and efficiency of the transport system.

Policy 31: Collaborate with the Victorian Government to develop and endorse a Central City Transport Framework, recognising the importance of the central city as the hub of the Victoria's transport network.

9.2 Support sustainable outcomes from major city-shaping projects

The growth of Greater Melbourne has resulted in a large number of major transport projects being investigated and constructed. Many of these projects are located in the municipality or have an impact upon it.

The City of Melbourne expends considerable resources reviewing major projects, seeking the best possible outcome for the municipality and Victoria. Additionally, we perform a key role in the delivery of these projects through the use of council land (including streets) for construction sites and ensuring project integration into the broader municipal transport network.

When a new project is proposed, we will work to ensure that the project:

- supports increased use of public and active transport
- improves pedestrian permeability and connectivity within a precinct
- does not increase private motor vehicle use in the municipality
- supports land-use outcomes as defined by the Transport Integration Act 2010, Plan Melbourne, the Melbourne Planning Scheme and other Victorian and local strategies
- uses recyclable materials and reuses waste wherever possible.

Policy 32: Advocate for major city-shaping projects which improve the city for walking, cycling and public transport.

9.3 Support early delivery of integrated transport for urban renewal areas

Parts of inner Melbourne are transitioning from industrial use into communities where people live, work and visit. These areas are located close to the central city and are ideally suited for higher-intensity development. However, urban renewal areas can only be successful if high-quality public transport and active transport is provided before people and jobs move in.

Walking and cycling facilities are critical foundations of urban renewal areas. This infrastructure can be delivered quickly and at relatively low cost as places are created. As intensity increases, active transport can readily absorb many more users without additional expenditure. This is critical in urban renewal areas including Fishermans Bend, West Melbourne and E-Gate.

Public transport is a catalyst for investment and demonstrates government commitment to urban renewal areas. Fast and frequent buses should be delivered before future tram and train services in urban renewal areas. This will allow people to develop habits and prove the demand for public transport.

For Fishermans Bend, the City of Melbourne seeks the shortest, most direct active transport link between this urban renewal precinct and Docklands. A tram connection between Fishermans Bend and the central city is a high priority. Our preference is for a low-level tram, walking and cycling bridge across the Yarra River extending from Collins Street in Docklands. In the short-term, upgrades to bus services are required, potentially including new routes.

Opportunities for value capture in urban renewal areas and throughout the municipality should be explored, with a Developer or Infrastructure Contributions Plan as a minimum.

Policy 33: Support the sustainable development of urban renewal areas by delivering high-quality public and active transport links early in the redevelopment process.

9.4 Leverage construction disruption to capture benefits of behaviour change

Large construction projects inevitably disrupt the way people move around Greater Melbourne.

Disruption changes travel behaviour. Opportunities presented by disruption should be embraced to trial new ways of moving people and attempting to improve the overall transport system. For example, closing a road to cars during construction can cause drivers to choose alternative routes, or encourage people to walk, ride or use public transport instead. Some disruptions will stay in place for several years, during which people will establish new transport patterns.

Prior to completing construction, there is an opportunity to decide whether to restore original conditions or capture the benefit of the changed travel behaviour and make permanent changes to improve the city.

During disruptions, we will work with the Victorian Government to:

- prioritise people walking, using public transport and riding bikes around construction sites, even if private vehicle access needs to be restricted during construction
- monitor road changes to determine whether permanent change will deliver net-positive outcomes
- develop an agreement under which the default approach would be not to revert to original traffic conditions, provided road safety is equivalent or improved. Previous traffic capacity will only be reinstated if road space reallocation can not significantly improve alternate transport modes
- support safe and efficient rail and tram replacement bus services by temporarily providing more dedicated road space for bus access, loading and unloading.

Policy 34: Monitor construction disruption, consider opportunities to test new transport conditions and avoid reverting to the original conditions if positive change is demonstrated.

9.5 Support transparent transport performance data and indicators

Making more transport data public will help ensure that performance and efficiency for all modes continues to improve, and relevant operators are accountable. This includes patronage, performance and real-time service information.

Possible new performance indicators could include:

- gender participation in cycling for transport
- accessibility across the pedestrian network, measured using DDA compliance metrics
- targets for improved reliability and efficiency from maintenance expenditure and capital renewal investments
- targets for improvements in the reliable arrival of trains to designated platforms. This is an important element of a positive user experience
- ensuring more reliable cross-platform transfers between City Loop and through-trains at Richmond, North Melbourne, Flinders Street and Southern Cross stations. This would help to alleviate user resistance to changes in service patterns
- the number of transfers between public transport services, to reflect progress towards the development of a true 'network'.

Policy 35: Advocate for more transport data being made publicly available to improve the transport system and user experience.



Image 22: Temporary road closure on Little Bourke Street

A DYNAMIC AND ADAPTABLE CITY

New and emerging technologies present opportunities and challenges for the future. It is vital that new technology is carefully managed to ensure a net-positive impact to society. The City of Melbourne has a well-established strategic direction to create a city that puts people first and is connected, prosperous and sustainable.

Technological changes will not diminish this vision, and innovation must support this strategic direction. When and how new technologies are introduced is highly uncertain, though we anticipate that the pace of innovation in the transport sector will accelerate.

Due to this uncertainty, clear principles, objectives and policies have been developed to guide what we want technology to achieve for the transport system and our population.

New regulations will be required to capture the benefits of emerging technologies and to protect against negative impacts. Regulations must be designed carefully, to guide innovation without stifling it.

The City of Melbourne will prioritise new technology that supports the strategic transport directions of this strategy. We will be technology-neutral in our approach to achieving our transport outcomes by seeking the best available solution to a given problem.

Outcomes





-  10. New technologies deliver net community benefit
-  11. Vehicle automation supporting a people-focused city
-  12. Zero-emissions transport
-  13. Equitable and efficient transport pricing



Image 23: Princes Bridge at night

CHALLENGES AND OPPORTUNITIES

City disruption and transformation

Major project disruption

Greater Melbourne's growth has led to an unprecedented number of major projects underway including the Metro Tunnel, West Gate Tunnel and level crossing removals. These are transformational projects which will take several years to complete. Construction requires frequent changes to the way people travel such as road closures, diversions and replacement bus services.

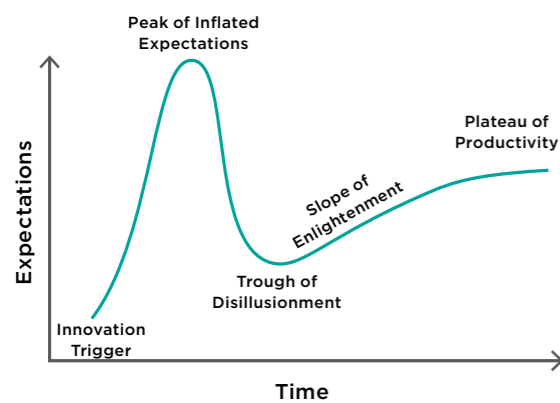
The benefits and risks of emerging technology are unclear

New and emerging technologies provide opportunities to improve transport and increase accessibility²⁰. It is unclear how these technologies will be adopted and how they might impact people and the city. There is a risk that the benefits will not be realised or that the negative impacts of unregulated new technologies will not be mitigated or avoided.

New technologies and ideas often create inflated expectations. The full range of impacts and unforeseen consequences can take a long time to eventuate. For example, the motor vehicle disrupted the transport system following its invention and mass production, yet it has taken many decades to fully understand the consequences of adapting cities to accommodate this technology. The policy in this strategy is built upon evidence, while being cognisant of emerging trends. The Gartner Hype Cycle is a useful tool when trying to understand the speculation surrounding emerging technologies.

New technologies often follow a similar path before widespread adoption occurs

Figure 29: Gartner Hype Cycle (Gartner 2019)



Transport emissions are increasing and electric vehicles are not yet the solution

Current transport emissions in the City of Melbourne exceed the levels required to meet Australia's obligations under the Paris Climate Agreement. In 2018, private cars contributed about 52 per cent of land transport emissions in the municipality²¹. Electric cars have the potential to reduce emissions if they are powered by renewable energy, however Victoria's electricity is predominantly generated from coal. This means that CO₂ emissions are still produced to recharge an electric car, making the vehicle no cleaner than an internal combustion engine.

Realising the potential benefits of electric cars will require:

- ongoing investment in renewable power generation to green the Victorian grid
- an increase in the grid capacity to enable electricity consumption increases of up to 84 per cent per household, based on 2018 car ownership rates
- extensive charging infrastructure and energy network upgrades across Victoria at a cost of at least \$2.2 billion²².

According to the Intergovernmental Panel on Climate Change, shifting to more energy efficient modes like walking, cycling and public transport must be prioritised to reduce transport emissions if the world is to limit the global temperature increase to 1.5 °C. Other actions, such as increasing vehicle occupancy, new fuel types and reductions in travel demand, will also contribute a smaller proportion of the emissions reduction²³.

Electric vehicles offer benefits such as reduced noise and tailpipe emissions when compared to conventional cars, but an electric car will not improve road congestion, road safety or move people more efficiently than a conventional car.

Recharging requirements of electric cars

Demands on public space, particularly in the central city, are high. Public vehicle charging on streets in central Melbourne is problematic as the space is needed for other uses. It is not yet clear how zero-emission vehicles will refuel, in what numbers, or whether they will use hydrogen fuel cells or rechargeable batteries.

Transport inequality

The way road revenue is currently raised increases inequality. Fuel excise is paid on the consumption of fuel, so people with older, less-efficient cars pay more tax per kilometre they drive compared to those with newer vehicles. The cost of registration fees means that infrequent drivers pay more on a per trip basis, subsidising those who drive frequently.

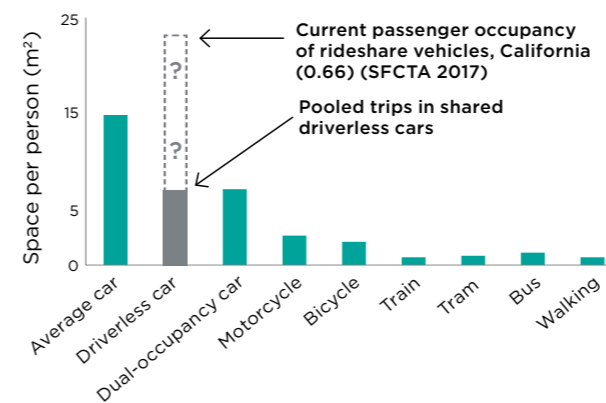
Driverless cars could one day change cities

There is a high degree of uncertainty about how soon driverless cars will be using Melbourne's streets. Driverless cars could remove most human error in road accidents and help deliver people the first and last kilometre of their trip, complementing efficient public transport.

However, driverless cars are likely to contribute to more car trips, more congestion and may shift people away from public transport, walking and cycling.

The road space that may be required by driverless cars is unclear

Figure 30: Space required per person by transport mode



We could see:

- empty cars circulating on streets, or driving back home instead of parking
- people may be willing to accept a longer commute time in a driverless car because they can use that time to complete other tasks
- those who currently don't drive (children, elderly or disabled) may start making additional trips.

A forecast decline of road-related revenue

Australian Government levies a fuel excise of 41.2 cents per litre of fuel generating \$11 billion per year²⁴. Better fuel efficiency means vehicles are using less fuel per kilometre. Drivers of electric cars pay no fuel excise. Increased use of electric vehicles is one of the reasons this revenue is forecast to decline in the future. Driverless cars will avoid parking fees, parking fines and traffic infringements, creating further revenue issues for state and local governments. Lost revenue will need to be replaced by reformed road charges or through reduced government services and spending.

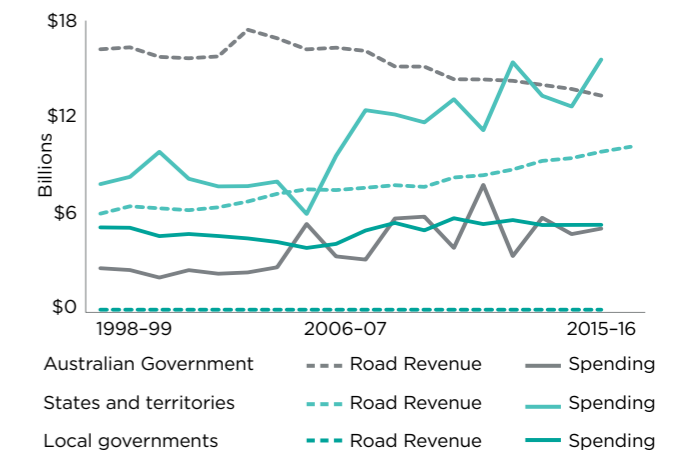
Road funding and use

Local roads managed by the City of Melbourne make up the majority of road space in the municipality – 68 per cent. These roads are funded through revenue from residents, businesses and people who use our services. Roads managed by the Victorian Government are partially paid for through registration fees, with the remainder coming from general revenue. Many people using local roads have not contributed to covering the cost of providing them – even if these local roads are of Victorian or national significance, such as Flinders Street.

Despite this significant responsibility, the City of Melbourne and other local governments lack any direct mechanism to cover the cost of providing roads. Busy roads are a particular issue as the cost of maintenance is high.

Local governments spend as much on roads as the Australian Government

Figure 31: Road-related revenue across Government (BITRE 2017)



Transport pricing which doesn't manage demand

There is currently no price signal to manage road demand or encourage people to travel differently. People pay the same price for transport during peak hours as they do during off-peak hours²⁵. Currently, the main form of road demand management is time delay – people are discouraged from making trips during peak hours due to the travel time penalty and frustration caused. The cost of transport can directly influence travel choices, including the number of trips we make, at what time of day, the route, the transport mode and our destination. The current road pricing arrangement fails to manage congestion, is not prepared for disruptive technology and provides no incentives for drivers to travel off peak or avoid sensitive locations. Similar to road pricing, there are also opportunities to change public transport pricing to encourage off-peak travel and get more from existing assets.

²⁰Transport Strategy refresh background paper: impacts of emerging transport technology on the City of Melbourne, Vispoke consulting 2018

²¹Transport Strategy refresh background paper: Transport, Greenhouse Gas Emissions and Air Quality, Institute for sensible transport 2018

²²Advice on Automated and Zero Emissions Vehicles Infrastructure, Infrastructure Victoria 2018

²³Global Warming of 1.5 °C. IPCC 2018

²⁴Transport Strategy refresh background paper: Transport Pricing, University of New South Wales 2018

²⁵Stuck in traffic? Road congestion in Sydney and Melbourne, Grattan Institute 2017

OUTCOME 10 - NEW TECHNOLOGIES DELIVER NET COMMUNITY BENEFIT

New technology and service models will deliver a range of transport benefits for Melbourne including better access, new transport modes, lower emissions and more efficient use of existing assets. Appropriate regulation will ensure that innovative service models and technologies integrate into the city and do not undermine amenity, efficiency and liveability.



10.1 Advocate for regulation of micromobility services

Dockless shared services such as bikes and e-scooters have potential to provide new sustainable transport options. However, the lack of policy has meant that dockless mobility in Melbourne has created numerous problems and delivered few benefits.

Existing regulations are based on old technology and assume private ownership of vehicles. They do not respond to new possibilities and risks that new technology has enabled. In particular, mass production, advances in battery capacity and smartphone technology have fundamentally shifted. Large fleets of inexpensive vehicles are now able to be deployed and controlled remotely, even from overseas.

The dynamics of dockless vehicle fleets require vehicles to be broadly distributed, available everywhere and for most of the day. Any service that doesn't carefully manage vehicle storage will create additional footpath obstacles. Obstructions to the safe and efficient movement of pedestrians is not be supported by this strategy.

To address this issue, designated parking areas may be considered, which could be provided by removing on-street car parking spaces. Conversion of on-street parking comes at a cost which would need to be incorporated into the operation of dockless services.

A regulatory framework is needed for dockless transport to manage large numbers of vehicles, risks and maximise benefits. The City of Melbourne has limited regulatory power to manage the range of associated issues which include parking, amenity, safety, vehicles, insurance, liability, competition between companies, consumer protection and other issues. Community expectations to manage these issues are heightened in the Hoddle Grid. The Victorian Government is best placed to work with inner city councils to lead the development of regulation.

Policy 36: Advocate for regulatory or legislative changes to ensure new transport technology benefits the city in line with this strategy.

Opportunities where technology can help solve challenges and deliver public benefits

1. Improving road safety including reducing distracted driving.
2. Freeing trams and buses from traffic congestion.
3. Increasing vehicle occupancy and the sharing of vehicles for existing car trips.
4. Reducing car ownership and promoting public and active transport.
5. Managing demand for road space across different modes to move more people in less space, such as with smarter traffic signals.
6. Reducing the impact of freight, improving efficiency and lowering costs through load consolidation, retiming trips and new vehicle types.
7. Providing better information to help people choose the best travel options.
8. Reducing the physical size of vehicles that operate on central city streets.
9. Capturing and sharing movement data, particularly for people walking, cycling and using public transport to allow better planning.
10. Improve safety, including perceptions of safety, through dynamic lighting solutions.
11. Improve safety around tram tracks for people riding bikes and walking.

10.2 Support a review of airspace regulations to protect amenity, privacy and equity

Advancements in technology, such as electric helicopters (vertical take-off and landing aircraft) or smaller aircraft, could lead to new services becoming commercially available. Opportunities to improve the efficient movement of transport and goods across Victoria by air are supported. However this cannot be at the cost of urban amenity, safety or an integrated public transport network.

If new aircraft technologies are realised, complex issues will need to be resolved to maintain amenity and protect the community from noise and visual disturbance. Privacy concerns due to overlooking property must be considered and new services should support equitable access to the city. The spatial requirements of terminal infrastructure would need to be balanced against the need for green roof space, solar panels and other uses.

While such technologies may play a role in the provision of urban mobility in the future, it is not expected that any new technology will fundamentally alter the way people travel every day. Public transport, walking and cycling will remain the most efficient modes with motor vehicles playing a complementary role. Transport investment and planning should prioritise modes, which move large numbers of people in a space-efficient and cost-efficient manner.

Regulation to manage noise and visual amenity impacts and protect privacy will be needed. Any increased risk of safety or security incidents would be unacceptable.

Policy 37: Protect amenity, privacy and equity as urban air transport technology and services develop.

Victorian transport system objectives

The *Transport Integration Act 2010* provides objectives for the transport system. These are the primary criteria the City of Melbourne will use when considering the benefits and disbenefits of new transport technology. In order to understand net community impact, providers and operators need to measure both positive and negative effects of their technology.

The objectives are:

1. Achieve socio-economic inclusion.
2. Economic prosperity.
3. Environmental sustainability.
4. Integration of transport and land use.
5. Efficiency and reliability.
6. Enhance safety, health and wellbeing.

10.3 Support trials to test new technology and evaluate performance and impacts

The City of Melbourne will work closely with industry, all levels of government and the community to facilitate trials and pilots of new transport technology. The objectives of the *Transport Integration Act 2010* will be used to guide how we provide resources to support trials. Products, services and initiatives which are not in alignment with this strategy will not be supported.

Policy 38: Support and facilitate technology trials which align with this strategy and the objectives of the *Transport Integration Act 2010*. Undertake evaluations to understand impacts and opportunities.

10.4 Support the integration of transport services through technology

All transport modes should function as a seamless system for the user, supported by communications technology. This is sometimes called Mobility-as-a-Service (MaaS).

On-demand mobility services can provide access to public transport, particularly in low-density areas, making it easier to live without a owning a car.

Smartphones provide the tools and data required to achieve unprecedented integration.

Opportunities to integrate existing shared-mobility options – such as car share, bike share and commercial passenger vehicles – at public transport stations and stops could make it easier for people to use efficient modes of transport and help establish a framework to integrate future technologies.

Government leadership, possibly in the form of legislation, will be needed to ensure transport options encourage efficient transport choices and avoids the promotion of one trip choice over another (for example, encouraging a rideshare trip over a tram trip).

Policy 39: Integrate transport modes through technology, promoting walking, cycling, and public transport.

10.5 Support regulation to protect accessibility and equity

Social and environmental benefits which could be achieved through new transport technology may not be delivered by private operators without appropriate regulation. An increase in inequality is a significant risk if a deployment of driverless cars results in the dispersion of jobs and homes, or reduces the viability of certain public transport services. This could impact the level of access for more vulnerable and lower-income earners.

We will support changes to transport services which allow people in fringe, regional and rural areas, or those with limited mobility or lower socioeconomic status, to access the transport system at an improved standard.

We support the establishment of a code of ethics such that technology providers and operators take greater ethical responsibility for the impacts of their products.

Policy 40: Support equitable access to transport and appropriate regulation of transport technology providers and operators.

Case study: oBike

In mid-2017, a dockless bike share company, oBike, launched in Melbourne. The experience provides insight into the economic and environmental risk of disruptive transport technologies.

Dockless schemes are operated by private companies without fixed parking infrastructure, government subsidy or endorsement. They allow users to unlock bikes with their phone and leave them wherever they wish.

oBikes were distributed across inner Melbourne with limited management, maintenance or strategy.

Despite the company's claim that bikes could be of benefit to the city, the clean-up cost and environmental harm was significant with highly publicised impacts on urban amenity.

oBike performed poorly against the criteria defined by the City of Melbourne leading to inappropriate clustering of bikes, clutter on already crowded footpaths, damaged bikes left longer than agreed timeframes and storage of bikes near public bicycle hoops.

It is anticipated that similar schemes will emerge from new and existing technologies.

10.6 Investigate the use of sensor technology to improve transport performance

Wider use of new sensor technology may provide opportunities to improve the performance of the transport system. Sensors have been used to improve motor vehicle performance at intersections since 1982 through Melbourne's use of the Sydney Coordinated Adaptive Traffic System (SCATS). These sensors detect the presence and number of motor vehicles and adapt traffic signal timing to optimise traffic flow.

Additional sensors in the environment and on vehicles could maximise intersection performance for all users, not just drivers. Traffic signal technology must be better adapted to the central city, where most people move through intersections on foot, bicycle, tram or bus.

The City of Melbourne's in-ground sensors have already been used to assist on-street parking enforcement and gather occupancy data.

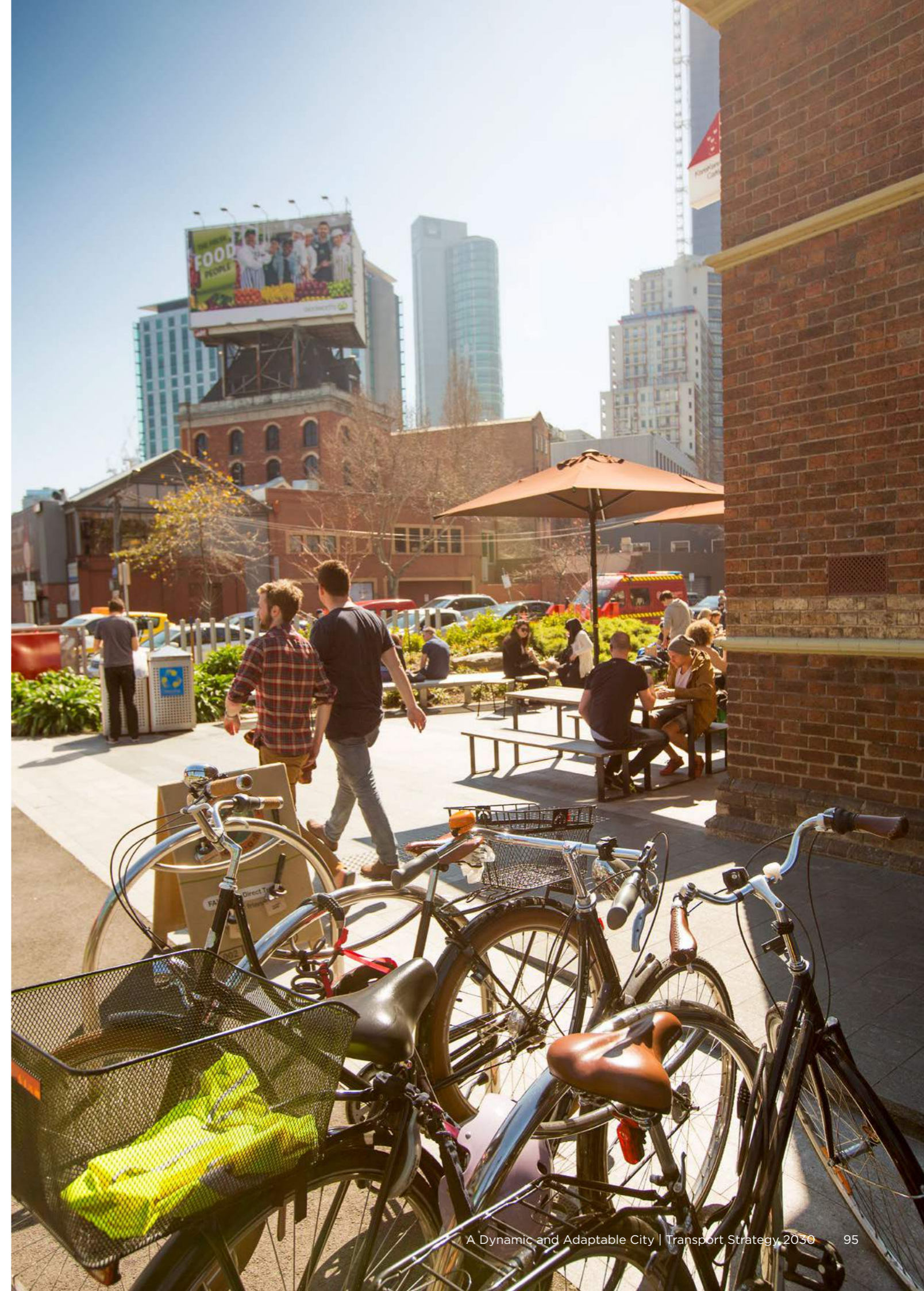
Future opportunities for sensors include capturing data that could support:

- improving air quality and reducing noise
- on-road priority for trams and buses
- more efficient last-kilometre freight
- minimising the impact of disruptions with real-time transport information
- improving road safety and efficiency through enforcement of road rules
- improving parking enforcement including residential permit compliance and reducing non-residential overstays
- supporting market-based parking pricing
- reducing delay to pedestrians at crossings
- reducing response times for emergency services
- assisting people to avoid congestion.

We will work with the Victorian Government to investigate the use of new sensor technologies to enable more efficient traffic management and signal control while supporting improved transport connectivity. We will investigate improved parking management tools to support more efficient use of assets and conversion of on-street parking to other uses. The availability of new data from sensors will be made publicly available where possible, in line with our Open Data Principles.

Policy 41: Support the use of sensor technologies to enable more efficient traffic management and signal control to improve transport performance.

Image 24: Boyd Community Hub



OUTCOME 11 - VEHICLE AUTOMATION SUPPORTING A PEOPLE-FOCUSSED CITY

The benefits of innovations in vehicle technology will be captured. These include more flexible mobility, reduced parking demand and greatly reduced road trauma. Potential negative impacts, including increased congestion and reduced active travel, will be avoided.



11.1 Capture the road safety potential of vehicle automation to protect vulnerable road users

The greatest potential benefit of motor vehicle automation is a reduction in road trauma. The municipality has the highest rate of vehicle-people collisions in Victoria. Human error is present in up to 94 per cent of serious crashes. There is a substantial opportunity to reduce trauma through vehicle innovation.

Features such as automatic braking are already available in some new vehicles. As technology develops, the City of Melbourne will investigate how road safety benefits can be delivered in more complex urban environments where many people walk or cycle near vehicle traffic. There may be opportunities to prioritise access to parts of the central city for vehicles featuring certain safety technologies.

We will work with the Victorian and Australian governments to enhance the legal protections of vulnerable road users from the risks of motor vehicles and autonomous technology.

To ensure that road safety is foremost in the development of automated vehicles, the default position should be that the autonomous driving system will be liable for injury and damage where people walking or cycling are involved. This will provide a clear incentive for manufacturers to develop technology that is safe to operate in urban environments.

Policy 42: Support enhanced legal protections of vulnerable road users from the risks of motor vehicles and autonomous technology.

11.2 Mitigate and manage the impacts of autonomous vehicles

Due to the complexity of the environment, inner urban areas are likely to be one of the last areas in which driverless cars will be able to operate safely.

Automated vehicles must be capable of operating safely without additional physical infrastructure to protect people from risks they pose. This includes footpath fencing, physical separation and barriers. Legislation may be required to ensure people are prioritised over driverless cars and protected from liability.

One of the more likely outcomes of driverless cars is an increase in congestion. While vehicle flow may become more efficient on arterial roads and freeways, the large number of intersections and higher demand for scarce street space in the central city mean driverless cars may clog up roads. Road pricing will be crucial to avoid gridlock (see Outcome 14) including the possible use of charges to prevent empty vehicles contributing to congestion, such as commuters sending empty vehicles home to avoid paying for parking.

The best evidence currently available suggests that the benefits of driverless cars will be maximised if vehicles are in a shared pool and available for anyone to use. The City of Melbourne supports a shared autonomous vehicle future.

The City of Melbourne will not support any of the following impacts, which may be caused by vehicle automation:

- an increased risk for vulnerable road users (for example, in the event of an accident the vehicle protects the driver first, potentially risking the lives of others)
- New or additional obligations for existing road users to protect themselves from automated vehicles
- increased congestion, rat-running or empty vehicles circulating the streets
- any reduction to the permeability of the walking environment, such as additional fencing.

Policy 43: Protect and improve urban amenity as driverless car technology develops.

11.3 Use technology to enable reallocation of space currently used for car parking

The rollout of on-demand services and eventually driverless technology is expected to reduce demand for parking, as private vehicles move towards a pick-up/drop-off model. On-street parking revenue is currently important to the City of Melbourne. However, it is unsustainable over the medium to long term. New revenue streams must be identified to continue to deliver essential city services. A declining demand for parking supports the City of Melbourne's policy to reduce the amount of on-street parking in the municipality.

Demand for pick-up and drop-off spaces is expected to increase. We currently provide loading zones for goods and taxi ranks. As technology develops, the management of these and other similar spaces will need to become more flexible. There is already unmet demand for passenger collection by app-based commercial passenger services which can create a risk of conflict with cyclists, increase congestion, delay public transport and impact on the amenity of the street.

We deliver parking and kerbside management changes to optimise the operation of our kerbside space including the pick-up and drop-off of people and goods.

We will explore systems for efficient monitoring of and, where appropriate, charging for short-term use of space by delivery vehicles, commercial vehicles and emerging short-term parking users such as valet, rideshare and driverless cars.

An excess of off-street car parking currently exists in the municipality. Much of this parking occupies some of the highest-valued land in the state of Victoria. Should demand for off-street parking decrease as vehicle technology changes, there are opportunities for this space to be used for other purposes, including:

- charging of electric car share, service and freight vehicles
- conversion to motorcycle or bicycle parking and end-of-trip facilities
- housing
- spaces for creative, artistic and startup industries.

Refer to Action 16: Review off-street parking policies to support better outcomes in all spatial planning in the municipality.

Refer to Action 20: Identify and implement changes to kerb space management to improve efficiency.

Action 23: Trial technology to enable innovative use of kerbside space, including micromobility trials.

Commercial passenger vehicles

Commercial passenger vehicles (CPVs) include taxis, limousines and app-based taxi services

Since 2012, app-based taxi services such as Didi, Ola, Shebah and Uber have emerged as new service providers of commercial passenger transport in Melbourne.

Evidence from New York indicates that 49–61 per cent of these trips are either new journeys or would have previously been made by public transport, walking or cycling.

Limited data is available about travel by app-based taxi services and their effects. The City of Melbourne provides taxi ranks and, during some events, pick-up and drop-off zones for app-based taxi services.



Image 25: Autonomous bus on trial in South Perth

OUTCOME 12 - ZERO-EMISSIONS TRANSPORT

By 2050, transport in the municipality will be emissions-free. Vehicles with internal combustion engines will be phased out, replaced by zero-emissions technology. The public transport network will be converted to 100 per cent clean energy. Walking, cycling and public transport will increase, leading to improved health, social, economic and environmental outcomes. Private motor vehicle use will transition to electric shared and private vehicles.



12.1 Support electric vehicles powered by renewable energy

Current transport emissions in the municipality exceed the levels required to meet Australia's obligations under the Paris Climate Agreement. In the long term, all motorised vehicles will need to be powered by 100 per cent renewable energy to achieve emissions targets. We will advocate for a transition to renewable energy in alignment with our Climate Change Mitigation Strategy 2018.

As a high priority, City of Melbourne supports and will work with the Victorian Government to transition public transport vehicles to clean, renewable electric power. Emissions from electric trains currently are 8.6 per cent of land emissions in the municipality. From 2019, electric trams are powered by 100 per cent renewable energy. A number of hybrid buses are being procured.

In 2018, private cars accounted for 48 per cent of land transport emissions in the municipality. Electric cars powered by the current Victorian grid have similar greenhouse emissions to conventional (internal combustion engine) vehicles. Until the share of renewable energy in the Victorian grid has sufficiently increased, the electrification of private cars would lead to an *increase* in emissions.

We support a gradual transition to private electric vehicles, in line with an increase in the share of renewable energy. It is critical to manage the increase in electricity demand that will result from this transition.

We will be technology-neutral in consideration of zero-emissions technologies. Different technologies which may all have a role to play include battery electric, plug-in hybrid and hydrogen fuel cell.

Action 24: Enable a transition to zero-emissions transport by advocating for lower carbon intensity of motor vehicles and electric vehicles powered by renewable energy in line the Climate Change Mitigation Strategy 2018.

12.2 Prioritise lower emissions for commercial vehicles and freight

Commercial vehicles currently contribute 35 per cent of land transport emissions in the municipality. Many freight and service vehicles use diesel fuel which produces more carcinogenic particulates than petrol engines. The public health benefit of converting commercial vehicles to zero tailpipe emissions justifies prioritising transition of these vehicles ahead of private vehicles.

Hydrogen fuel cell electric vehicles may emerge as an appropriate technology for heavy vehicles such as semi-trailers or garbage trucks. However, hydrogen production must be achieved with clean renewable power, not coal.

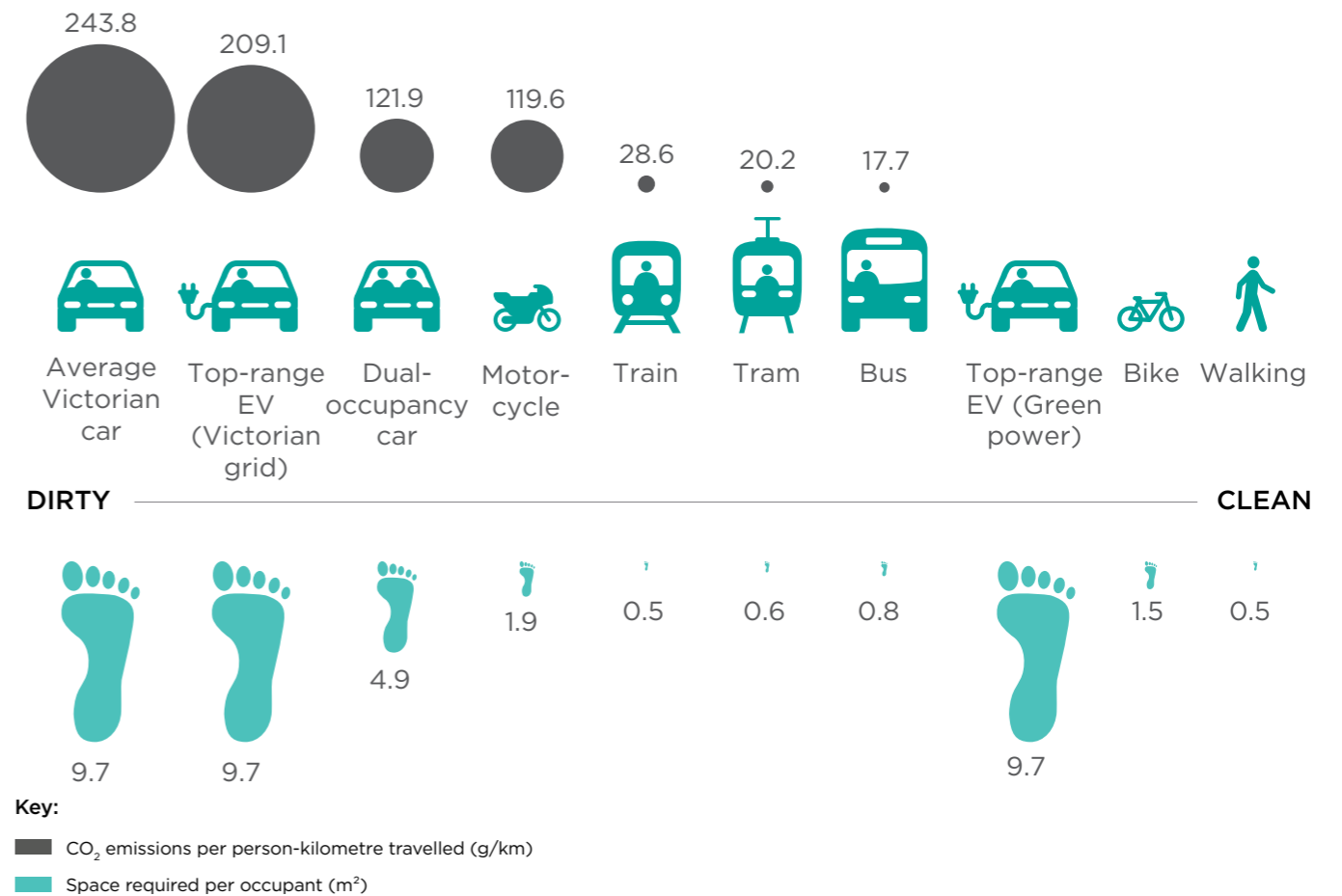
Container ships contribute 10 per cent of the total transport emissions in the City of Melbourne and have a significant impact on air quality due to the use of unrefined fuel.

There is a significant opportunity to provide a 100 per cent renewable 'ship to shore' power. This would have the added benefit of improving the air quality near urban renewal precincts such as Fishermans Bend.

Policy 44: Prioritise the transition of commercial vehicles to low-emissions technology.

The most space-efficient modes also produce the least emissions

Figure 32: Space and emissions footprints of modes of transport



Evidence base: emissions trends

Total community-wide emissions remained steady from 2017 to 2018 (5,032,868 tCO₂-e in 2017 to 5,046,230 tCO₂-e in 2018). However, emissions savings achieved in the energy sector (44,229 tCO₂-e) were offset by an increase in on-road transport emissions (46,551 tCO₂-e). This increase is attributed to a 4 per cent increase in total vehicle-kilometres travelled – a sharp increase from the average growth of 1 per cent from 2010–2017.

Diesel has overtaken petrol as the leading fuel source for emissions in the municipality, generating 38 per cent of all transport emissions. This has concerning implications for public health, due to diesel's higher particulates, the high density of people and substantial walking and cycling activity in the central city.

12.3 Support stronger vehicle emissions standards

Australian vehicle emissions standards lag behind Europe and the United States, with no current carbon dioxide standard. As a result, Australia imports high-emissions vehicles which would be illegal to sell in other countries.

Infrastructure Victoria has recommended that the Australian Government implement stricter vehicle emissions targets in line with advice from the Climate Change Authority (Infrastructure Victoria – Recommendation 11.a).

The Australian Government began a process to improve vehicle emissions standards, but this has stalled.

Policy 45: Advocate for the Australian Government to strengthen vehicle emission standards as an urgent priority, in response to the climate emergency.

Embodied energy

A significant amount of energy is required to produce new cars, trucks, and buses. During the production process, emissions are generated, mostly in the countries where production takes place. As greenhouse gas emissions have a global impact, it's important to reduce emissions generated from both the production and use of vehicles.

This is why a gradual transition to zero-emissions vehicles is the best way to ensure we achieve maximum value in terms of emissions reductions. As older petrol and diesel-powered vehicles reach the end of their useful life, we can replace them with new, zero-emission vehicles, minimising the impact of production.

12.4 Support electric car charging in buildings and minimise on-street charging

As the uptake of battery electric vehicles accelerates, market demand for charging facilities will grow. The City of Melbourne does not facilitate the refuelling of vehicles with internal combustion engines. Similarly, we will not be responsible for the charging of electric cars.

Recharging off-street is the preferred option throughout the municipality. There are currently more than 200,000 parking spaces in the municipality, of which about 13,000 of these are unoccupied off-street residential spaces. Charging off-street means street space can deliver benefits to more people as public space, green space, wider footpaths, bicycle lanes or other uses.

We will encourage charging facilities which are compatible with a wide variety of vehicles and available to as many drivers as possible to encourage a faster uptake of electric vehicles. The precinct parking approach – where parking is detached from individual residential developments – will support this.

On-street charging is not supported in the central city, where the demand for space is very high, the number of parking bays is reducing and there is an excess of off-street parking spaces.

However, it may not always be possible to install recharging facilities off-street. On-street charging may be appropriate in areas of the City of Melbourne with limited off-street parking. On-street charging may be considered in locations where there is no viable alternative and where space allows, such as in certain residential parking permit areas. Where required, vehicle-charging facilities will be paid for by users and should not affect other uses of the street. Cordless-charging technology should be investigated to avoid footpath obstacles.

Policy 46: Support off-street electric vehicle charging. On-street vehicle charging is not supported in the central city.

Image 26: People using the Bourke Street Bridge



OUTCOME 13 - EQUITABLE AND EFFICIENT TRANSPORT PRICING

The way we pay for transport will ensure an equitable and efficient system which manages transport demand and reduces congestion. Travel choices will be guided by price to influence the number of trips, at what time of day, the route and the transport mode. Off-peak fares will increase public transport travel patronage at these times.



13.1 Advocate for a road user pricing system which improves transport equity and efficiency

Current charges were not designed to manage road demand. People pay for roads based on how much fuel they use (fuel excise) and how many cars they own (vehicle registration), not based on how much and when they drive. This leads to congestion, as people are not given a price signal when roads are being underused or overused. The current system does not reflect the delays and costs each vehicle imposes on other road users or society. State and local government revenue from road users is less than expenditure.

Without road pricing reform, the arrival of driverless cars could have serious effects on congestion and government budgets. Empty cars could be programmed to drive around waiting for passengers, increasing congestion. Driverless cars could avoid traffic fines, parking fines and parking fees, eliminating \$87 million in City of Melbourne parking revenue and \$323 million in Victorian Government traffic fines.

Numerous studies have concluded that road pricing would benefit Australia, including work by the Productivity Commission, Infrastructure Victoria, Infrastructure Australia, the Organisation for Economic Cooperation and Development (OECD), RACV and the Harper Competition and Henry Tax Reviews. In 2018, the Australian Government began trials of road user pricing for trucks - a step towards a future system for all vehicles.

The potential benefits of road user pricing include:

- moving more people with the existing road network, delaying or avoiding the need to build new infrastructure
- supporting the reallocation of road space to more space-efficient transport modes
- incentivising the uptake of low-emissions and zero-emissions vehicles
- providing new and sustainable revenue options for all levels of government, including local government
- reducing public transport delays from being stuck in traffic congestion

- improving travel times for all road users, including deliveries and service vehicles.

The City of Melbourne will work the Victorian and Australian governments to deliver integrated road pricing reform.

Given the complexity and significance of road pricing reform, opt-in trials can help inform the design of the system. During a trial in Oregon, USA, 60 per cent of people preferred a pay-for-use arrangement once they tried it. A similar trial run jointly by the Victorian and Australian governments would allow people to opt out of paying registration and fuel tax and instead pay for each kilometre driven.

Action 25: Continue a public conversation about road pricing reform. This will be supported by evidence, and in collaboration with government, community, experts and stakeholders.

Our objectives for road user pricing:

- Sustainable funding for reinvestment in public transport, walking and cycling to provide better alternatives to car use.
- Replace current charges.
- Reduce traffic in sensitive areas such as on local streets, shopping strips, public transport routes and especially the central city.
- Encourage higher vehicle occupancy, and apply substantial penalties for empty driverless cars.
- Higher-emission vehicles should pay more.
- Improve transport equity. Concessions and exemptions will be required and should be carefully considered to ensure equitable access.
- Reduce congestion by charging more during peak hours and times of high demand.

Evidence base: transport pricing

How do we pay for transport today?

Private motor vehicles

Governments charge people for driving, mostly through vehicle registration fees and fuel taxes. While the amount of GST must be separately stated on receipts, the amount of fuel excise is undisclosed. Fixed, annual registration charges mean that frequent users pay less per kilometre than infrequent road users. Purchasing a motor vehicle also attracts state, territory and Australian Government taxes.

Public transport

Public transport users generally pay fares based on how much and how far they travel (zones differ between Melbourne and regional Victoria). Concession fares promote equitable access to the public transport network. 'Early bird' discounts are an example of how pricing is already used to manage demand during peak hours.

Parking

The cost of providing car parking is often not paid by the driver: 96 per cent of trips in Greater Melbourne end in parking which is free (VISTA 2016). For example, the cost of providing 'free' car parking at shopping centres is included in the price of goods. In busy areas, some councils apply parking fees to manage parking demand. The Victorian Government also charges a levy on inner city off-street parking to discourage vehicle commuting.

How much do people pay today?

Average capital city household government transport fees (per week)²⁰:

	Tolls	\$59.56
		39%
	Public transport	\$40.84
		27%
	Registration and licensing	\$32.14
		21%
	Fuel excise	\$20.32
		13%
	TOTAL	\$152.86

Figure 34: Average weekly government transport fees expenditure

Fuel excise costs the average household \$1,060 per year. Those with electric cars pay none.

²⁰ Transport Affordability Index, Australian Automobile Association 2017

What is road user pricing?

Road user pricing is a system where people pay for road use based on how much they drive and when. It can encourage people to travel in different ways and at different times.

Cities around the world have introduced road user pricing in different ways. New technology means that it is possible to charge by distance, time of day or type of road.

Road user pricing influences people to change when and how often drive, while also encouraging people to choose alternatives to the car and reduce congestion. Space is freed up to make it easier for the people who need to drive to do so.

Where has it been implemented?

LOCATION	OUTCOMES
Oregon <i>Pay per mile</i>	<ul style="list-style-type: none"> • Opt-in trial participants pay per mile. • 22 per cent less driving in peak periods. • 91 per cent would rather continue to pay per mile instead of fuel tax.
London <i>Pay to drive in zone</i>	<ul style="list-style-type: none"> • 14 per cent fewer trips in charging zone. • 10 years of stable congestion while population grew by 1.3 million. • Enabled public realm improvements.
Singapore <i>Pay to enter zone</i>	<ul style="list-style-type: none"> • 20 per cent reduction in delays within the charging area. • Prices adjusted regularly based on conditions and average speed targets.
Stockholm <i>Pay to enter zone</i>	<ul style="list-style-type: none"> • 24 per cent fewer commuting trips by car, mostly switching to public transport. • Significant increase in free-flowing traffic conditions.
Milan <i>Pay to enter zone</i>	<ul style="list-style-type: none"> • 15 per cent reduced emissions in 4 years. • 16 per cent reduction in traffic volumes. • 21 per cent reduction in road collisions. • 12 per cent less public transport delay.

Figure 35: Outcomes and selected locations where forms of road user pricing have been introduced

13.2 Support a national road-revenue sharing agreement to secure road maintenance funds

The City of Melbourne is responsible for 68 per cent of road space in the municipality. In 2018-19, we will spend approximately \$10 million on roads and bridges. These roads are funded through general revenue, of which rates are the major source, with a small amount from supplementary grant funding from other levels of government.

Some streets in the municipality cater for large volumes of through-traffic. Vehicles using local roads to pass through the municipality do not contribute towards funding these roads. This means that City of Melbourne ratepayers are subsidising others' use of the municipality's roads. This occurs in all local government areas. There is not a clear relationship between those who use local roads and those who pay for them. The introduction of road user pricing presents an opportunity to simplify this relationship.

Most revenue from roads goes to the Australian Government, while state and territory governments have the major funding responsibility. Local governments derive no revenue from roads (other than from on-street parking). Road charges currently do not cover the full cost of provision, requiring a subsidy from all taxpayers.

Policy 47: Support a fair and equitable road revenue-sharing agreement between all levels of government through pricing reform.

13.3 Support effective public transport pricing to manage demand

Reforms to public transport pricing could help relieve traffic congestion and public transport overcrowding. Infrastructure Victoria has recommended discounting and increasing the frequencies of off-peak services to encourage off-peak travel when there is spare capacity (Infrastructure Victoria, 2018). This would complement a road user pricing scheme.

The City of Melbourne supports changes to fares which encourage more people to use public transport, including outside peak times. Spreading transport demands into off-peak and shoulder periods (for both private vehicle and public transport usage) can save billions of dollars by avoiding construction costs associated with new major infrastructure projects.

Reducing the cost of public transport can make it more attractive, as was seen following the implementation of the free tram zone. Free trams are popular but raise some issues, such as when short walking trips are substituted by a tram ride, increasing overcrowding on trams when fares were removed in the Hoddle Grid. The time spent loading a tram typically increased by around 10 per cent during peak periods and around 5 per cent off peak.

The free tram zone can make it easier for city visitors to explore the central city. Further investigations should consider if this is the best way to enhance the experience of visitors and ensure access to destinations across metropolitan Melbourne.

Future changes to public transport pricing must be carefully considered to support the outcomes of this strategy to ensure public transport is attractive and fares are set at a fair level.

Policy 48: Support changes to fares which incentivise public transport use during off-peak periods.



Image 27: Crossing the street in Kensington

IMPLEMENTATION

The Transport Strategy Implementation Plan outlines how the actions will be delivered over the next 10 years to achieve the outcomes as defined in the strategy and the 2030 Proposed Integrated Network (see page 120).

Bicycle infrastructure projects and public realm improvement projects are the major capital projects to be delivered by the City of Melbourne through the Transport Strategy Implementation Plan. Some of these projects will require approval and co-funding from the Victorian Government.

The City of Melbourne will commit operational and capital funds to deliver the actions and initiatives in this strategy.

This chapter provides a summary of the strategy:

- Policies
- Actions
- 2030 Proposed Integrated Network maps.



Image 28: The central city

POLICY SUMMARY

POLICY
A Safe and Liveable City
1. Ensure adequate space is provided for people through all street renewal or upgrade projects. Intersections will be designed to optimise the flow of pedestrians and improve safety and amenity for all.
2. Exceed the minimum standards set in the Disability Discrimination Act 1992 (Cth) by delivering universally accessible streets and public spaces which integrate with the public transport network.
3. Minimise footpath obstructions to free up more space for walking.
4. Manage disruption by prioritising walking, public transport and bikes during construction. Support vehicular access according to the on-road vehicle priority hierarchy.
5. Install formal and informal crossings to address gaps in the walking network.
6. Lower speed limits throughout the municipality to improve road safety.
7. Apply the Bike Lane Design Guidelines to provide the safest and highest-standard bicycle lane appropriate for each context on all future projects.
8. Prioritise additional on-street motorcycle parking over short-stay car parking.
9. Elevate the role of buses in the municipality by improving their integration into our streets, providing dedicated road space and supporting new low-impact bus technology.
10. Significantly reduce through-traffic in the central city, minimise through-traffic across the municipality and contain it to freeways and arterial roads.
11. Capture the benefits of road bypass projects by ensuring traffic reductions and public realm improvements are delivered on alternative routes. Any reduction in open space as a result of a road project will not be accepted.
12. A Safe and Liveable City
13. Ensure street and loading access is facilitated when off-street space is unavailable, for freight, tradespeople, servicing and construction.
14. Continue to promote development and intensity of activity around public transport, particularly at interchanges.
An Efficient and Productive City
15. Improve travel times and reliability by working with the Victorian Government to prioritise the on-road tram and bus network.
16. Advocate for improved intersection design, signal operation and enforcement to minimise incidences of vehicles blocking intersections.
17. Advocate for a review of Victorian road rules as they apply to cycling, promoting safety and efficiency to attract more people to ride every day.
18. Improve lighting design to enhance safety on bicycle paths.
19. Support the growth of e-bikes to get more people riding.
20. Support innovative, efficient and low-impact solutions to last-kilometre freight delivery, waste removal and servicing.
21. Support the growth of the Port of Melbourne whilst ensuring the mitigation of future amenity impacts.
22. Support the Victorian Government's transition to a 'turn-up-and-go' public transport network which offers fast, frequent and convenient services across Greater Melbourne.
23. Support priority bus and tram projects to improve the coverage, efficiency and reliability of the public transport network.

POLICY
24. Advocate for accelerated delivery of accessible tram stops across the network.
25. Support initiatives to improve the public transport user experience and passenger safety.
26. Support initiatives to integrate bikes and public transport.
27. Support increasing the capacity of public transport infrastructure to move more people during peak times.
28. Support initiatives to integrate bikes and public transport.
29. Support regional rail projects consistent with the outcomes outlined in this strategy.
30. Support reliable and frequent public transport to airports which is integrated into the broader network. Support the investigation into a Melbourne Airport rail line.
31. Collaborate with the Victorian Government to develop and endorse a Central City Transport Framework, recognising the importance of the central city as the hub of the Victoria's transport network.
32. Advocate for major city-shaping projects which improve the city for walking, cycling and public transport.
33. Support the sustainable development of urban renewal areas by delivering high-quality public and active transport links early in the redevelopment process.
34. Monitor construction disruption, consider opportunities to test new transport conditions and avoid reverting to the original conditions if positive change is demonstrated.
35. Advocate for more transport data being made publicly available to improve the transport system and user experience.
A Dynamic and Adaptive City
36. Advocate for regulatory or legislative changes to ensure new transport technology benefits the city in line with this strategy.
37. Protect amenity, privacy and equity as urban air transport technology and services develop.
38. Support and facilitate technology trials which align with this strategy and the objectives of the <i>Transport Integration Act 2010</i> . Undertake evaluations to understand impacts and opportunities.
39. Integrate transport modes through technology, promoting walking, cycling, and public transport.
40. Support equitable access to transport and appropriate regulation of transport technology providers and operators.
41. Support the use of sensor technologies to enable more efficient traffic management and signal control to improve transport performance.
42. Support enhanced legal protections of vulnerable road users from the risks of motor vehicles and autonomous technology.
43. Protect and improve urban amenity as driverless car technology develops.
44. Prioritise the transition of commercial vehicles to low-emissions technology.
45. Advocate for the Australian Government to strengthen vehicle emission standards as an urgent priority, in response to the climate emergency.
46. Support off-street electric vehicle charging. On-street vehicle charging is not supported in the central city.
47. Support a fair and equitable road revenue-sharing agreement between all levels of government through pricing reform.
48. Support changes to fares which incentivise public transport use during off-peak periods.

IMPLEMENTATION PLAN

ACTION	2020	2021	2022	2023	2024-2026	2027-2029
A Safe and Liveable City						
1. Develop a Future Streets Framework to design and deliver streets in the Hoddle Grid based on the 2030 Proposed Integrated Network established in this strategy.	L	H	H	H		
2. Deliver priority footpath widenings across the municipality to reduce overcrowding.	M	M	M	M		
3. Convert parts of 'Little' streets into pedestrian-priority zones with lower speed limits.	M	M	M	M		
4. Free up space for people walking by providing an initial 300 additional on-street motorcycle parking bays and refocussing bicycle parking off the footpath in busy areas. Evaluate the reduction in pedestrian congestion.	L	L	L	L		
5. Investigate opportunities to increase off-street parking for bicycles and motorcycles.		L	L	L		
6. Introduce new measures to prohibit non-fixed obstacles in busy areas to increase space for walking.	L	L	L	L		
7. Deliver formal and informal crossings each year, particularly in urban renewal areas, around schools and where connections in the walking network are poor.	M	M	M	M		
8. Work with the Victorian Government to apply a maximum speed limit of 40 km/h on local roads across inner Melbourne.	M	M	M	M		
9. Work with the Victorian Government to pilot lower speeds in areas of high pedestrian activity to improve safety. For example, on the 'Little' streets such as Flinders Lane and Chinatown.	L	L	L			
10. Deliver 50 km of connected, physically protected bicycle lanes over 10 years to improve safety and get more people riding each day.	H	H	H	H		
11. Work with the Victorian Government to enable a further 40 km of high quality, physically protected bicycle lanes on key state-managed roads.						
12. Work with neighbouring municipalities to develop a bicycle network model which can identify gaps and show the benefits of a connected bicycle network.	L	L	L	L		
13. Work with the Victorian Government to trial a protected intersection and, if successful, implement where appropriate.						
14. Produce strategic plans and deliver capital works for major station precincts, including Southern Cross, Flinders Street, Parliament and Flagstaff stations.	M	H	H	H		
15. Work with the Victorian Government and Yarra Trams to develop agreed design principles for tram stops which are integrated with the streetscape and minimise crowding.		L				
16. Review off-street parking policies to support better outcomes in all spatial planning in the municipality.	L					
17. Deliver a new car share policy that aims to support car share growth in consultation with stakeholders.						

ACTION	2020	2021	2022	2023	2024-2026	2027-2029
An Efficient and Productive City						
18. Reduce delay to people walking, riding bikes, on buses and on trams by working with the Victorian Government to optimise traffic signal cycle times, starting in the Hoddle Grid.	L	L	L	L		
19. Deliver community programs to get more people riding bikes.		M	M	M		
20. Identify and implement changes to kerb space management to improve efficiency.	L	L	L	L		
21. Implement short-term parking management measures to improve access and efficiency, including investigation of a demand-responsive parking pricing pilot.	L	M	M	M		
22. Advocate to the Victorian Government for planning and investment in capacity-boosting public transport as a matter of urgency, beginning with Melbourne Metro 2, which will unlock Fishermans Bend.	L	L	L	L		
A Dynamic and Adaptable City						
23. Trial technology to enable innovative use of kerbside space, including micromobility trials.	L	L	L			
24. Enable a transition to zero-emissions transport by advocating for lower carbon intensity of motor vehicles and electric vehicles powered by renewable energy in line the Climate Change Mitigation Strategy 2018.	L	L	L	L		
25. Continue a public conversation about road pricing reform. This will be supported by evidence, and in collaboration with government, community, experts and stakeholders.	L	L	L	L		

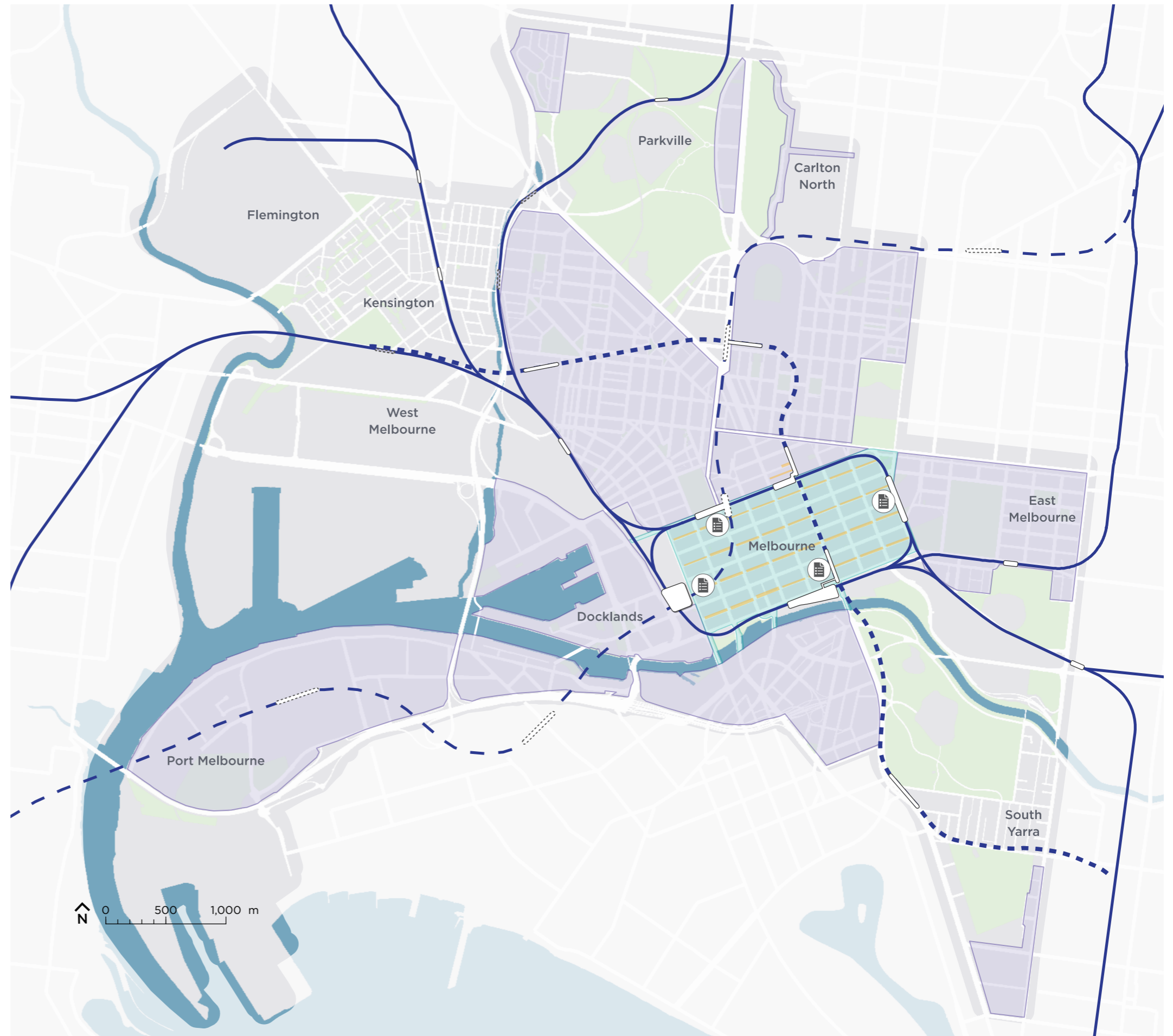
Cost assessment

- L - Low, less than \$300,000
- M - Medium, \$300,000 to \$3 million
- H - High, \$3 million or more











WALKING AND STATION PRECINCTS

The walking and station precinct projects in 2030, as proposed by this strategy.

Other interventions are proposed outside the scale of this map. These including footpath widenings, pedestrian crossings and signal changes.



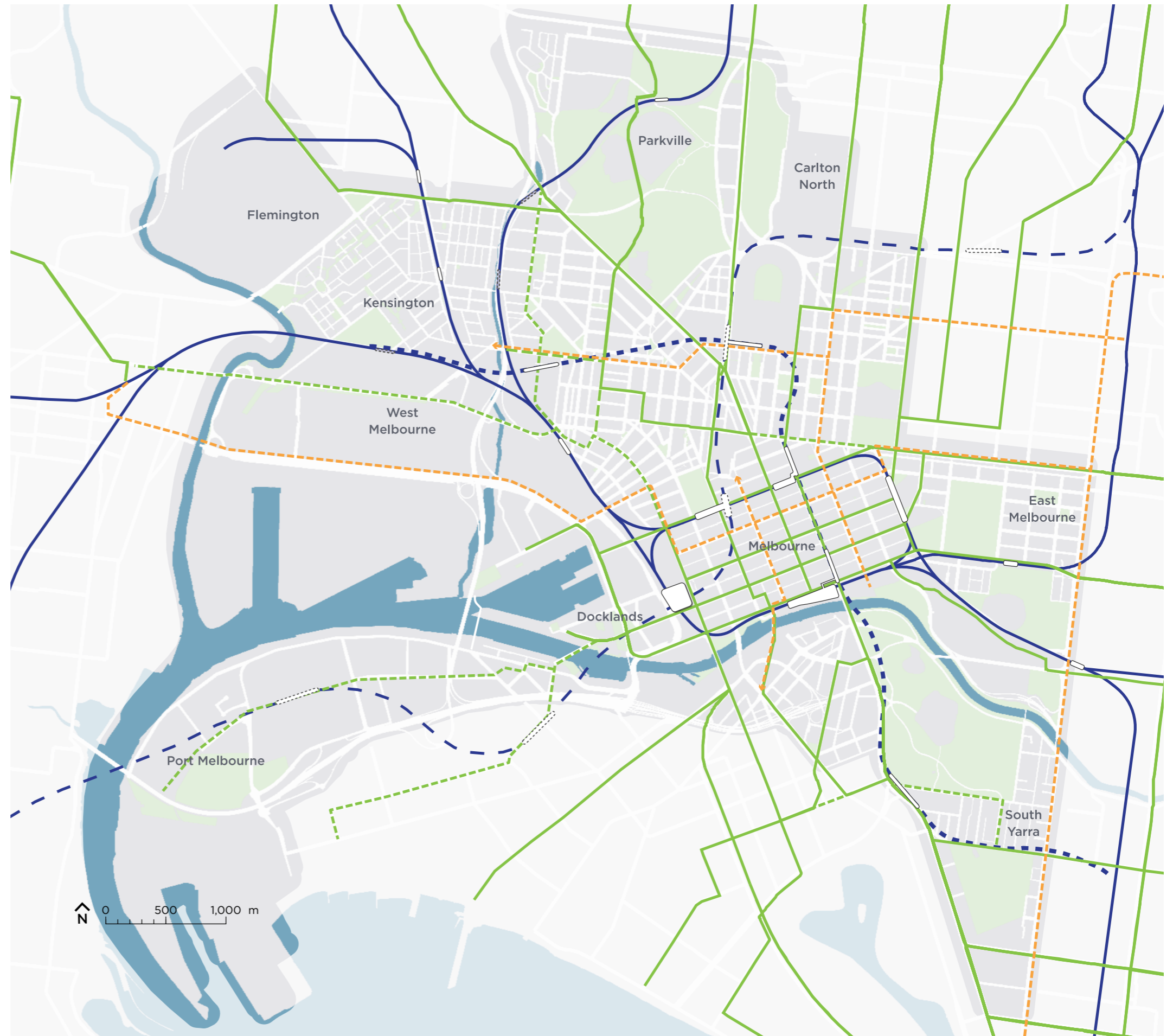
Key:

- Station precinct opportunities plan 
- Pedestrian-priority zone 
- Future 40 km/h speed limit 
- Hoddle Grid speed limit pilots 
- Train station 
- Train station - investigate relocation 
- Train station - future 
- Rail existing 
- Metro Tunnel (Melbourne Metro 1) 
- Melbourne Metro 2 

Map 12: Proposed walking priority and station precincts

PUBLIC TRANSPORT

The public transport network in 2030, as proposed by this strategy.



Key:

- Tram existing
- Tram extension
- Full-time bus priority
- Rail existing
- Metro Tunnel (Melbourne Metro 1)
- Melbourne Metro 2
- Train station
- Train station - investigate relocation
- Train station - future



Map 13: Proposed public transport capital projects

BIKES

The protected bicycle network in 2030, as proposed by this strategy.



Key:

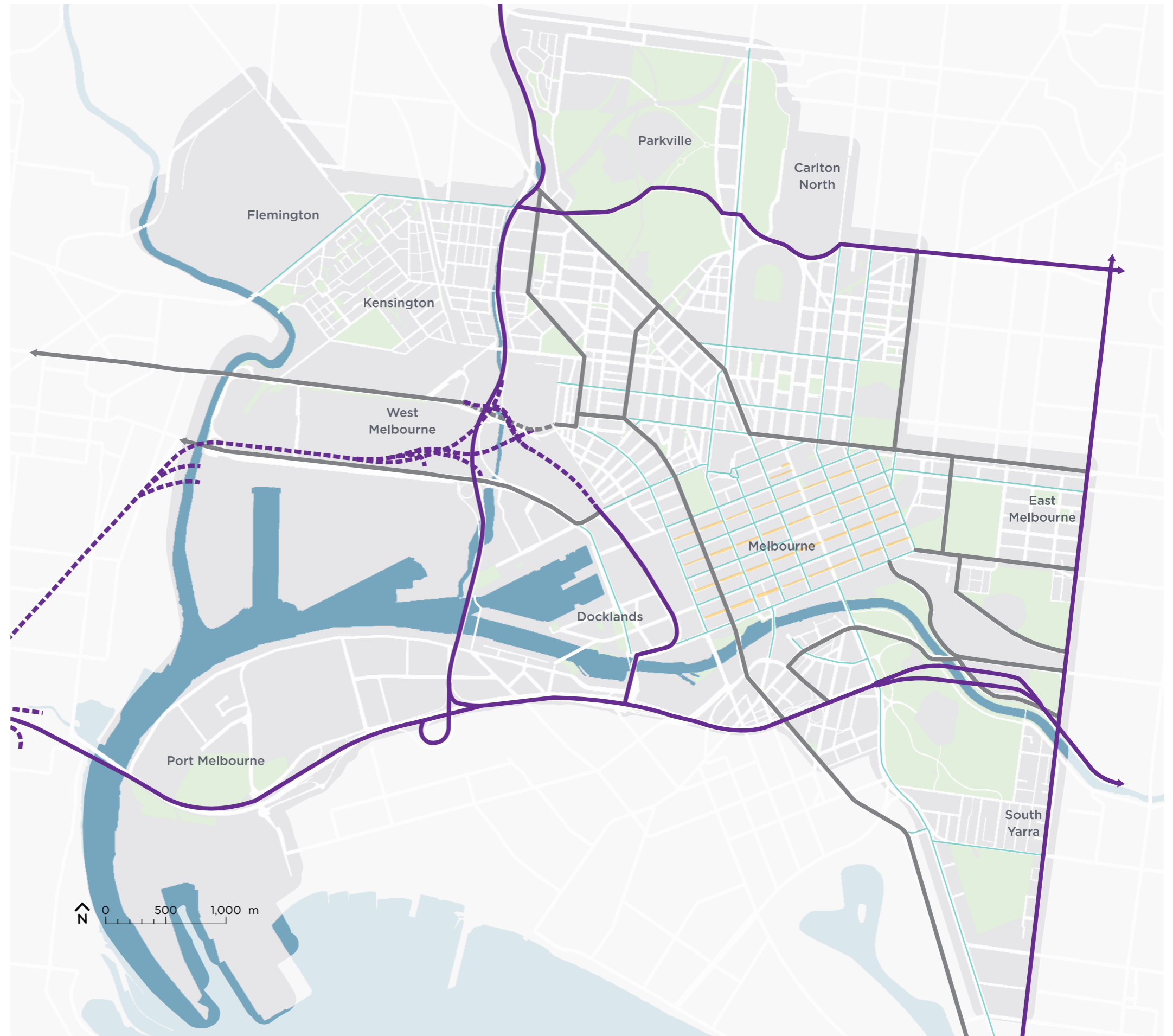
- Existing protected bicycle lane/path
- Future protected bicycle lane/path
- Traffic-calmed bike street
- Existing slow zone for bikes
- Future slow zone for bikes



Map 14: Proposed protected bicycle lane projects

MOTOR VEHICLES

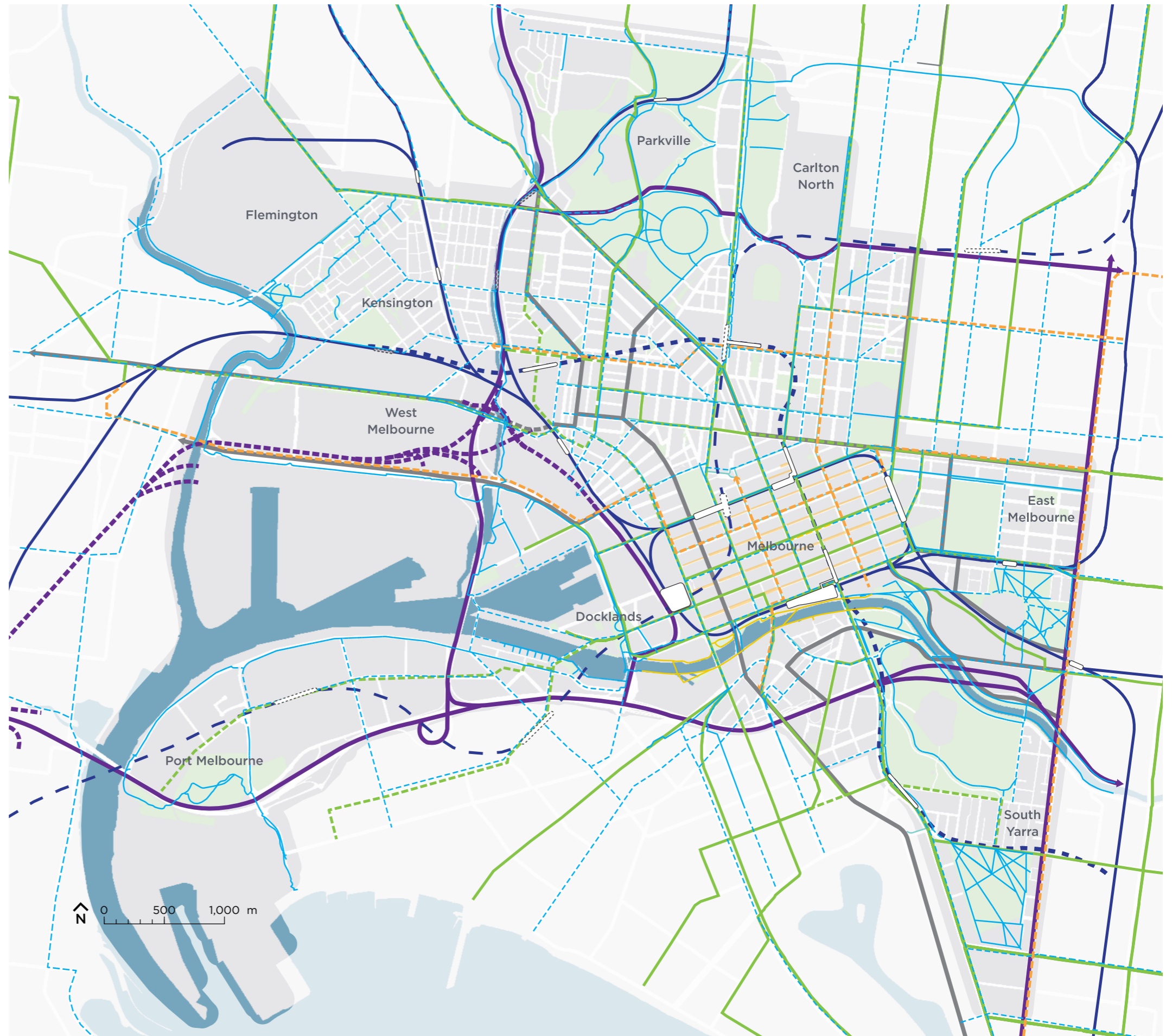
The traffic network in 2030, as proposed by this strategy.



Key:
 Central city bypass route
 Traffic route
 Road space rebalanced (efficient modes prioritised)
 Pedestrian-priority zone

Map 15: Motor vehicle route hierarchy

2030 PROPOSED INTEGRATED NETWORK



Key:

- Pedestrian-priority zone
- Protected bicycle route
- Slow zone for bikes
- Traffic-calmed bike street
- Train station
- Train station - investigate relocation
- Full-time bus priority
- Tram
- Rail
- Metro Tunnel (Melbourne Metro 1)
- Melbourne Metro 2
- Traffic bypass
- Traffic route

Existing	Proposed/ future

Map 16: Combined map of all proposals

APPENDIX I – REFERENCES

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- Victorian Integrated Survey of Travel and Activity 2015–16, Victorian Government 2017.

The document library can be accessed at <https://participate.melbourne.vic.gov.au/transportstrategy>

APPENDIX II – GLOSSARY

Accessible: The design of services and environments to suit the diverse needs of people of all ages, backgrounds and abilities.

Active Transport: Transport requiring physical activity, typically walking and riding a bike.

Autonomous vehicle; automated vehicle: A vehicle that is capable of sensing its environment with little or no human input. Automation is a spectrum of differing levels of human input. The Society of Automotive Engineers International has defined the levels of vehicle autonomy through universally accepted classifications between Level 0 'no sustained vehicle control' and Level 5 'no human intervention required'.

Car share: Services where private motor vehicles are made available for rental, usually on a short-term basis (up to several days). Car share differs from traditional car rental in that hourly rentals are available, vehicles are geographically dispersed and renters have access to their vehicle without completing paperwork or interacting with a human being.

Central city: The area of intense employment, retail, residential, entertainment and other activity in central Melbourne. Roughly bounded by the Hoddle Grid, Southbank, South Wharf and Docklands.

City of Melbourne, the: The corporate and informal name for Melbourne City Council. We are the local government for the Melbourne local government area.

Climate change: A long-term change of the earth's temperature and weather patterns, generally attributed directly or indirectly to human activities such as fossil fuel combustion and vegetation clearing.

Commercial passenger vehicle (CPV): Any private motor vehicle providing a commercial service where people are picked up and dropped off for a fee. Includes taxi services and rideshare.

Connectivity: The general term for how easy it is for people to get to places, jobs, homes and services.

Docked shared mobility: Vehicles which are available for rental and conveniently accessible that can be returned to a designed dock.

Dockless shared mobility: Vehicles which are available for rental and conveniently accessible that do have a designed return location.

Driverless car: A car which can drive without human input. A type of autonomous vehicle (SAE level 4 or 5).

Electric bike (e-bike): A bicycle with an electric motor to assist pedalling. Requires a fraction of the exertion of a manual bicycle. Also known as a 'pedelec'.

Electric vehicle: Any vehicle which is fully powered by electricity, which can be delivered by wires, stored in a battery or generated within the vehicle.

Emissions: The greenhouse gas emissions from human activities that cause climate change and/or harm human health. Including carbon dioxide (CO₂), methane (CH₄), nitrous oxide (N₂O), ozone (O₃), particulates, and synthetic gases such as chlorofluorocarbons (CFCs) and hydrofluorocarbons (HFCs).

End-of-trip facilities: Facilities available for people to shower, change clothes or otherwise transition from active transport to work or other activities.

Freight vehicle: A vehicle transporting goods in bulk, either to a final destination (last-kilometre freight) or making an intermediate trip (such as from a port to a distribution centre). Can be a land or water vehicle or potentially a small aircraft. Sizes vary from large trucks (high-productivity freight vehicles) to cargo bikes.

Green wave: Coordination of traffic signals to allow continuous movement over several intersections without stopping. Vehicles (including bicycles) travelling at the appropriate speed along the green wave route will experience a progressive cascade of green lights and not have to stop at intersections.

Hoddle Grid: The area of the central city bounded by La Trobe Street, Spring Street, Flinders Street and Spencer Street, forming a grid of streets. Originally defined by Robert Hoddle in 1837.

Inclusion: Removing barriers and taking steps to create equality, harness diversity and produce safe, welcoming communities and cultures.

Inequality: The difference in social and financial opportunities between people or groups within communities.

Infrastructure: Facilities, services and networks needed for the functioning of a community or society.

Inner Melbourne: The inner suburbs of the Greater Melbourne metropolitan area. Includes areas outside of the Melbourne LGA and surrounding areas.

Integrated planning: Coordinated planning of transport and land use that considers all modes together and the interaction between them, with the goal of creating a seamless multimodal transport system. Also considers current and potential future land use, the impacts of transport decisions on land use, and vice versa.

Integrated transport system: A coordinated system of transport services where all modes together to create a seamless multimodal transport system. Modes work together by playing a unique role rather than competing.

Kerb space: Space immediately adjacent to the kerb on the road (non-footpath) side. Can be allocated to parking, traffic lanes, bike lanes or other uses.

Land use: The function/s of use or activities which take place on land, as applied by humans. For example: residential (of varying densities), commercial, industrial, agriculture, recreation, green space and conservation.

Last-kilometre freight: Describes the task of moving goods from a distribution centre to its final destination.

'Little' streets: The narrow east-west streets within the Hoddle Grid: Flinders Lane, Little Collins Street, Little Bourke Street and Little Lonsdale Street.

Liveability: A city's residents' quality of life based on economic, environmental and social factors.

Melbourne local government area (LGA); the municipality: The area administered by the City of Melbourne.

Metro Tunnel; Melbourne Metro 1: A major rail project due for completion in 2025. Connecting the Sunbury line at South Kensington to the Cranbourne/Pakenham line at South Yarra. Includes five new underground stations: North Melbourne (formerly Arden), Parkville, State Library, Town Hall and ANZAC.

Melbourne Metro 2: A proposed rail line connecting the current Mernda line at Clifton Hill with the Werribee line at Newport. Includes stations at Clifton Hill, Fitzroy North, Parkville, Flagstaff, Southern Cross, Fishermans Bend (Sandridge and Employment Precinct) and Newport. This alignment was outlined in the Infrastructure Victoria's 30-year infrastructure strategy options book and options paper.

Melbourne Metro 3: A proposed rail line connecting Melbourne Airport and the Cranbourne/Pakenham lines. Includes stations at Essendon Airport, North Melbourne, Southern Cross, Parliament, North Richmond and Chadstone. This alignment has been outlined in the City of Melbourne Transport Strategy 2030 informed by background research and has not been referenced by the Victorian Government.

Micromobility: Transport provided by very light vehicles including bicycles, scooters and skateboards. Often shared and/or electric.

Mobility-as-a-service (MaaS): A service to compare all transport options and pay for them on a single platform, such as an app. The MaaS model envisages a higher proportion of people accessing their mobility needs as a service when they need them and a lower proportion of people owning their own vehicle.

Mode: Mode of travel, such as walking, cycling, train, tram bus, motorcycle or private vehicle.

Mode share: The proportion of trips made using one or multiple modes relative to total trips.

National Employment and Innovation Clusters (NEIC): Designated concentrations of employment distinguished by a strong core of nationally significant knowledge-sector businesses and institutions that make a major contribution to the national economy and Melbourne's positioning in the global economy.

Open space: Land that is set aside for public use. Primarily for recreation, nature conservation, passive outdoor enjoyment and public gatherings. This includes public parks, gardens, reserves, waterways, forecourts and squares. Commonly publicly owned by a government body.

Orbital transport: Also known as 'cross-town transport'. Non-radial transport between one part of Melbourne and another, avoiding or going around the central city.

Peak (morning; afternoon; evening): The weekday periods in the morning and afternoon/evening when total travel demand is greatest.

Pedestrian-priority zone: A length of road where people walking are given priority over vehicles. Design of the street is essential to create positive road user behaviour and create a pleasant street environment for walking.

Productivity: The economic value produced per input unit, such as per hour of labour or dollar of capital investment. Increasing productivity is a key source of economic growth and competitiveness.

Protected bicycle lane: Also known as a separated bicycle lane. An on-road or off-road bicycle facility that is physically protected and separated from motor vehicles. Research shows that providing this type of facility encourages more people to ride.

Protected intersection: An intersection treatment where bikes are physically separated from other road users to the greatest extent practicable.

Resilience: The capacity of individuals, communities, institutions, businesses, systems and infrastructure to survive, adapt and grow, no matter what chronic stresses or shocks they encounter.

Road user pricing: A form of transport pricing that imposes direct charges based on road use, such as a distance-based charge, cordon charge for entering a certain area and toll roads. Road user pricing contrasts with traditional road fees such as registration and fuel tax, which charges based on vehicle ownership and fuel use respectively. The objectives of road pricing can vary and may include managing demand for road infrastructure, reducing road congestion, increasing speeds, improving air quality, or raising revenues.

Robot car: See autonomous vehicles.

Shared mobility: A form of personal travel in which users share access to vehicles – including cars and bicycles – rather than privately owning them.

Shared space: A space that, while still providing for vehicle movement, has been designed and constructed to encourage low-speed driving. It looks and feels like a space for people rather than a road.

Shared zone: Strictly defined by the *Road Safety Road Rules 2017* as a length of road where speed limits are reduced (generally to 10 km/h) and vehicles are legally required to give way to people walking.

Through-traffic: Vehicular traffic passing through an area without a destination in that area, such as the central city.

Traffic signal cycle: The time taken to cycle through all traffic light phases. Can also be understood as the time taken to return to a particular point in the cycle, such as a light turning green.

Transit-oriented development: Compact, walkable, mixed-use communities centred around high-quality public transport.

Transport pricing: Means of charging people for use of or access to one or more parts of the transport system.

Transport space: The space allocated to the movement of people by various transport modes. It includes footpaths, roads, railways, tramways and bicycle lanes. Transport space may be devoted to one mode only or shared among modes. Transport space may also perform other functions as part of the public realm, such as a place to sit, socialise or shop.

Transport system: The combined system comprising the networks of each mode of transport. In Melbourne this includes walking, cycling, public transport and roads.

'Turn-up-and-go' public transport: Extremely convenient public transport services running at very high frequencies. This allows people to 'turn up' and expect a vehicle will arrive within a short period of time across the day.

Urban greening: Growing plants wherever possible in urban areas to contribute to urban vegetation coverage, providing environmental, social and economic benefits.

Urban renewal areas: Areas be redeveloped from industrial or low-intensity land uses to mixed-use precincts. Currently includes Fishermans Bend, Arden and Macaulay. Future urban renewal area opportunities include E-Gate and Dynon.

Vulnerable road users: A person walking, riding a bicycle or motorcycle who are more vulnerable to sustaining injuries in the event of a collision.

Zero emissions: The greenhouse gas emissions associated with an entity's activities are equal to zero.

Zero net emissions: An entity's greenhouse gas emissions minus offsets equals zero.

APPENDIX III - EVIDENCE-BASED PUBLIC TRANSPORT PLANNING

City Analytics and the Spatial Network Analysis for Multi-Modal Urban Transit Systems

City of Melbourne engaged the RMIT Centre for Urban Research to undertake public transport accessibility modelling for Melbourne. This modelling, called the Spatial Network for Multi Modal Urban Transit System (SNAMUTS), considers the accessibility of places by public transport from the perspective of an everyday public transport user. It tries to answer the question, can the user get where they want to go, when they want to go, by public transport?

Method

The modelling used proposed public transport improvements plans and service frequency changes with current population numbers and employment forecasts to model public transport accessibility levels in Melbourne in five-year time blocks. The modelling looked at the whole metropolitan Melbourne public transport network, from Wyndham Vale, Donnybrook, Lilydale, Frankston and everything in between.

The SNAMUTS modelling includes eight individual indicators, each of which measures a particular aspect of public transport accessibility, and a composite indicator that uses outputs from the previous eight indicators to present an overview of public transport accessibility by place.

SNAMUTS key:

■ Minimal	■ Good
■ Poor	■ Very good
■ Below average	■ Excellent
■ Average	■ Does not meet minimum service
■ Above average	

Scenarios

As well as each five-yearly snapshot, the modelling included five scenarios in which everything in the model is exactly the same, apart from one individual service, or a range of services, to allow for a direct comparison of the accessibility impacts if a service is provided at a later date, or even not at all.

The scenarios that were included were:

- Melbourne Metro 2 – a rail tunnel from Newport to Clifton Hill via Fishermans Bend (available from 2036)
- a suite of inner-city tram network extensions, including Fishermans Bend, Arden–Victoria Gardens and Footscray–City (available in stages from 2026–2031)
- Airport Rail Link (available in 2031)
- orbital bus links, including one from Anzac–Fishermans Bend NEIC, Victoria Park–North Melbourne and the orbital Blue Line (available in 2026)
- tram priority measures: a suite of measures that result in progressive network efficiency increases of 10 per cent, 15 per cent and 20 per cent above the already-improved network (available from 2021 and completed in 2031).

The City of Melbourne has used this modelling to provide evidence for our public transport priorities.

Melbourne Metro 2

The City of Melbourne modelled the Melbourne Metro 2 (MM2) rail tunnel, connecting Clifton Hill and Newport stations with intermediate stations at Fitzroy, Parkville, Flagstaff, Southern Cross, Sandridge and Fishermans Bend. This route would connect the Mernda and Werribee lines, taking them off existing City Loop and Flinders Street Viaduct tracks. The additional capacity allows for 5-minute services between Newport and Burnley via Footscray, and 10-minute frequencies on the Altona Loop and Alamein lines. This shows the broader public transport accessibility impacts beyond the lines directly connected to MM2.

When the proposed MM2 service is operational, transport access in Fishermans Bend goes from about equivalent to the accessibility of Kew Junction or Surrey Hills in 2016, to better than North Melbourne or Flagstaff stations in 2016. This level of accessibility will enable the movement of a much larger flow of people in and out of an area that is considered to be a National Employment and Innovation Cluster (NEIC). Without MM2, the 'resilience indicator' is at low-enough levels to indicate that existing public transport services would be congested, and there may be significant latent public transport demand in the area as people choose other modes over public transport. The connectedness of the precinct to the rest of the central city by the public transport network goes from being quite low without MM2 to very high with it, indicating that MM2 would have a significant influence on the attractiveness of Fishermans Bend as a place for land use development that depends on good public transport access.

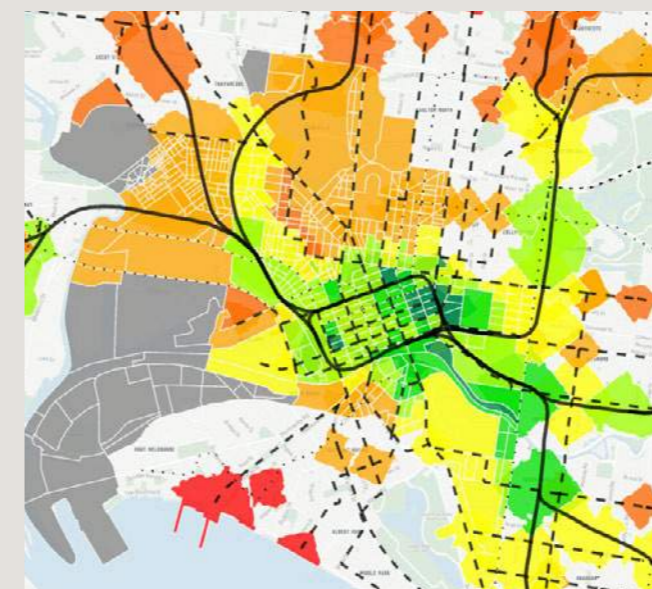
With MM2, 22 to 25 per cent of metropolitan Melbourne

residents can access the precinct within 30 minutes on public transport; without it, only 13 per cent of Melburnians can. This is a difference of between 585,000 and 780,000 people being able to access the precinct within 30 minutes on public transport. The policy intent to develop Fishermans Bend as an NEIC is based on the assumption that it will be accessible for at least a metropolitan-wide catchment of commuters and business networks.

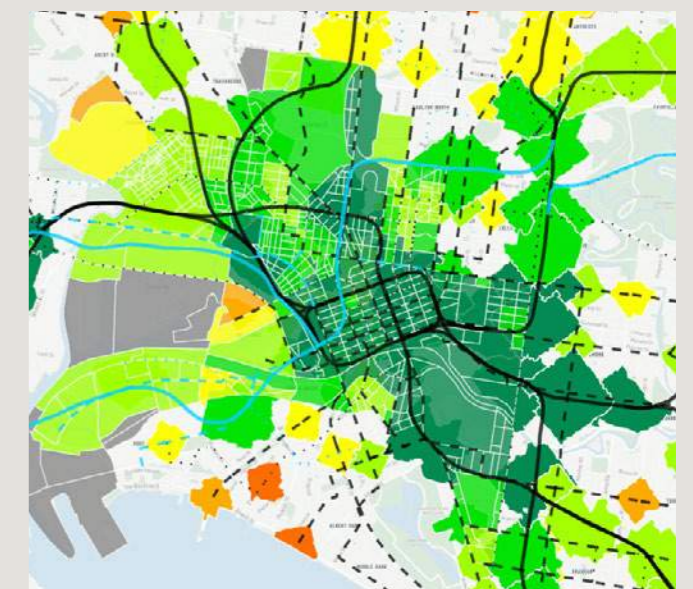
This can only be achieved by providing direct access to the fastest and highest-capacity public transport mode available – heavy rail.

MM2 also has a huge accessibility impact on the inner north area, particularly on Parkville and Fitzroy. Approximately 130,000 more people would be able to access the Parkville NEIC, and an extra 230,000 people would be able to access Fitzroy within 30 minutes on public transport if the project is completed by 2036. The Fitzroy Station precinct would become as accessible by public transport in 2036 as the Richmond and South Yarra station precincts are currently.

The addition of a second rail line at Parkville station would change the area's significance within the metropolitan transport network context (which is already significant). Parkville would have a similar level of public transport accessibility as the City Loop stations will have in 2036, which would support the process of expanding the central city into Parkville. It would also relieve some of the transfer pressure on City Loop stations by creating interchange opportunities outside of the City Loop at Parkville.



Map 17: 2016 public transport network



Map 18: 2036 public transport network - all projects modelled

Unlock renewal areas with public transport

Fishermans Bend

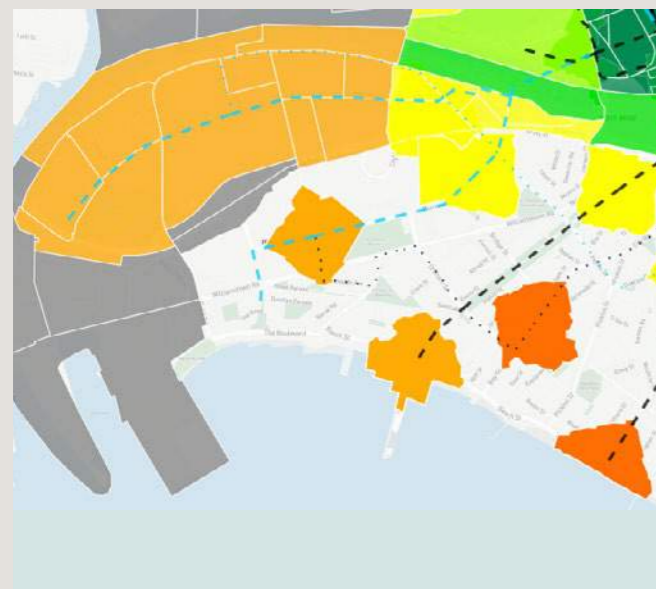
Melbourne Metro 2 is essential as a long-term solution to creating the Fishermans Bend precinct as an extension of the central city. To guide the development of the precinct as a public and active transport-oriented area, rather than car-dependent, there should be a series of staged public transport investments that encourage increased development activity.

The SNAMUTS modelling highlights how important it is for Fishermans Bend to be serviced by orbital and medium-capacity services, such as light rail, in the short to medium term. The 2016 accessibility level of Fishermans Bend was below the minimum standard to register a score. This means that it is unlikely that users could have relied on public transport for everyday or spontaneous use.

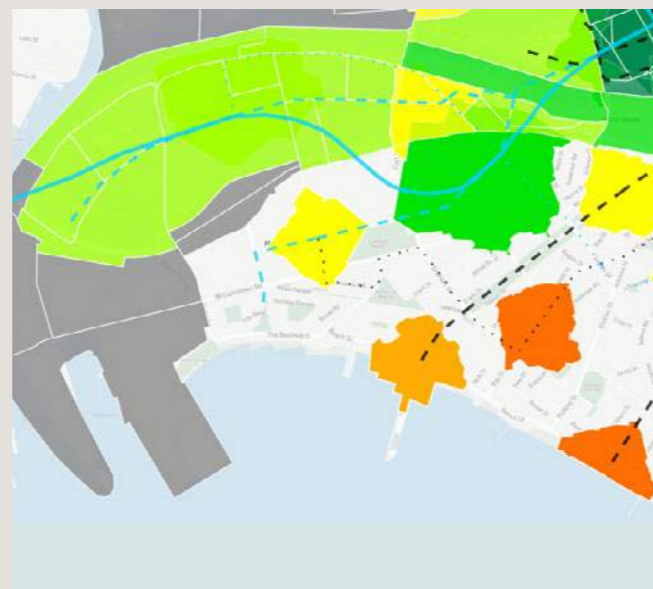
By 2026, the provision of a Fishermans Bend light rail extension from Collins Street to the Employment Precinct and Wirraway, as well as a bus link from Anzac station to the Employment Precinct, improves public transport accessibility from below the minimum standard to 'above average' in Lorimer and 'average' in the rest of the precinct. This huge leap in accessibility would successfully link the Fishermans Bend activity centre to the established public transport network.

By 2031, the 'resilience indicator' scores for the Fishermans Bend NEIC and Wirraway show that even with the tram extension and bus link, there is evidence there will be latent demand and/or public transport overcrowding. The nodal connectivity of the precinct is low enough to suggest that the area would not be able to attract and retain central city functions, in the way that Docklands has, without further investment in high-quality public transport corridors.

The light rail extensions and Anzac-Fishermans Bend NEIC bus connection serve a hugely important role in facilitating land use development prior to the implementation of Melbourne Metro 2, but ultimately these will not be adequate service for the 80,000 residents and 80,000 jobs predicted for Fishermans Bend.



Map 19: 2036 Fishermans Bend public transport network - no Melbourne Metro 2 scenario



Map 20: 2036 Fishermans Bend public transport network - Melbourne Metro 2 scenario

Arden

The Arden Vision sets out that the precinct will have 34,000 jobs and 15,000 residents by 2051. This growth must be supported by public transport investment into high-frequency services along the Metro Tunnel as well as in new above-ground public transport links to the precinct.

In 2026, an operational Metro Tunnel is included in the modelling, running services through North Melbourne (formerly known as Arden) station at 10-minute frequencies. This greatly improves the public transport in the area, making its capacity roughly equivalent to Footscray or Victoria Park stations in 2016.

By 2031, train frequency has increased to five-minute services and a new tram route, number 32, has been introduced, going from Arden to Victoria Gardens via North Melbourne station. The result for the precinct is a rail service comparable to central city nodes, with a new medium-capacity link that connects Arden to the rail lines at West (formerly North) Melbourne, the north suburban tram routes and the Hurstbridge-Mernda line without passengers needing to first come into the central city. With the improved frequencies and tram extension, Arden's public transport access level has increased to above that of Flagstaff in 2016, giving the area the ability to function in a similar way to the central city public transport nodes do today in 2019, and increasing the precinct's attractiveness for medium to high-density development in the area.



Map 21: 2016 Arden public transport network

E-Gate, Dynon and West Melbourne Waterfront

E-Gate, Dynon and West Melbourne Waterfront occupy prime land close to Melbourne's central city between the public transport hubs of West Melbourne Station and Footscray. However, unless someone is within walking distance of either of those stations or South Kensington station, public transport access levels are relatively low.

In 2016, only Richmond and the City Loop stations have higher public transport accessibility scores than E-Gate (via West Melbourne station). As rail frequencies are improved and connecting tram and bus services are brought into the network, E-Gate's public transport accessibility level increases to 'Excellent', comparable to Parliament station in 2016. The E-Gate precinct in this scenario is an 'unbalanced node' - a place which has very good public transport access but does not have a matching range of activities within the area - making it a good candidate for transit-oriented development.

The public transport access scores of Dynon and West Melbourne Waterfront are significantly improved by introducing 10-minute frequencies on the Werribee line and improving bus services along Dynon and Kensington roads. These routes connect those precincts with employment hubs in the west and form an inner orbital link, so that western suburbs residents can access the inner-northern suburbs without first going to the central city. This makes the precincts in-between far more accessible by public transport for potential workers and residents, and increases the potential for attracting mixed use or employment-focussed development.



Map 22: 2036 Arden public transport network

Reduce pressure on the central city

SNAMUTS modelling included a number of orbital links, including a proposed inner ring route called the 'Blue Line' which would replace segments of the existing 472, 404, 506 and 246 bus routes, going between Sandringham and Williamstown via Brighton, Richmond, Clifton Hill, Brunswick, Highpoint and Footscray. It also included a proposed bus link from Anzac station to Fishermans Bend NEIC, and an inner orbital bus route (401) linking West Melbourne (future West Melbourne), Parkville and Victoria Park stations. All of these bus services are proposed to operate on at least 10-minute frequencies.

For each of these bus routes, the 10-minute frequency means public transport users can rely on the service with the consistency required for regular commuting or spontaneous trips. Each of the routes adds network connectivity, enabling improved public transport in directions other than to or away from the central city. While the impact of not delivering these services is much less than not delivering the Fishermans Bend tram extensions or Melbourne Metro 2, the modelled changes require much less capital outlay.

One benefit is that the legibility of a 'Blue Line' route – one that all public transport users can understand – circulates along the inner-middle ring of Melbourne's suburbs at 10-minute frequencies. This could help boost patronage as awareness of public transport opportunities increase all along the circuit.

TRANSPORT HUB	2016 SCORE (RATING)	2031 SCORE (RATING) - TRAM PRIORITY
Highpoint	8.83 (poor)	18.12 (average)
Moonee Ponds (Town Hall)	14.56 (below average)	22.1 (above average)
Brunswick (Sydney Rd)	14.39 (below average)	23.11 (above average)
East Brunswick (Lygon St)	14.51 (below average)	22.98 (above average)
Victoria Gardens	14.94 (below average)	21.26 (above average)
Kew Junction	17.33 (average)	22.77 (above average)
St Kilda (Fitzroy St)	18.02 (average)	22.68 (above average)
Emerald Hill	17.81 (average)	26.42 (good)
Fishermans Bend NEIC	N/A (no regular service)	18.39 (average)

Table 1: Change in SNAMUTS public transport accessibility ratings from 2016 to 2031 under the Tram Priority scenario

Supercharge the tram network

This scenario involved a range of measures including increasing tram priority at traffic lights, lowering traffic light signal cycle times, building more separated tram tracks, tram stop consolidation, introducing larger trams and improving urban design around tram stops to allow for faster tram travel times. The faster services allow for vehicle fleet savings, which are reinvested back into the network to provide more services, except for along the Elizabeth Street and Swanston Street-St Kilda Road corridors, where frequencies are already considered to be at capacity.

The scenario includes the tram network development and service frequency goals embedded in the baseline modelling, but assumes the extra measures will be gradually included, resulting in an improved service frequency roughly equal to 10 per cent in 2021, 15 per cent in 2026 and 20 per cent in 2031.

The scenario involved all tram routes operating at a minimum 10-minute frequency, with routes 5, 11, 86 and 96 having 5-minute frequencies along their inner sections. Routes 6, 12, 30, 32, 48, 51, 58, 68, 70, 75, 78, 82 and 109 would run at 6.5-minute frequencies. The City of Melbourne considers these frequencies achievable by 2031, when this scenario was completed.

A substantial benefit of this scenario is that it requires less capital investment than most major public transport projects as it leverages existing established assets.

This scenario has a huge impact on the general levels of transport accessibility across metropolitan Melbourne, but particularly in inner-suburban and middle-suburban areas not readily serviced by train lines. Generally, the services along these routes in 2016 had accessibility scores of 'average', 'below average' or worse. By 2031, when the tram priority measures are included, these values are now one to two classifications higher, changing to 'above average' and sometimes even higher.

A key benefit of this scenario is that, in the 2016 modelling, the 'resilience indicator' showed that demand along multiple tram lines was at a high level of stress due to the number of commuters trying to access jobs and services in the central city. Public transport users along these routes would either suffer congested trams or potentially choose a different transport mode. Under the tram priority scenario, these routes have good 'resilience indicator' levels, showing that the modelled tram network improvements will accommodate future demand for services into the central city.



Image 29: Tram passengers on Bourke Street

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