

Boroondara City Council

**Boroondara Integrated
Transport Strategy**

Adopted by Council on 8 November 2006

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Executive Summary

On 28 April 2003, Council resolved to form an Integrated Transport Strategy Reference Committee to guide the development of an Integrated Transport Strategy for the Municipality. Four Councillors (Councillors Butler, Ross, Wegman and former Councillor Whelan) were appointed to this committee and currently Councillors Butler, Ross, Tobin and Halikias-Byrnes are members of the committee. Key personnel from City Works, Community Planning and City Planning directorates and representatives of the consultant are on the committee.

Arup Transport Planning were engaged in December 2003, following a public tender process, to develop an ITS seeking to improve access and travel for all those living, working and visiting Boroondara.

It aims to:

- ∞ Facilitate access to and widen the choice of transport modes.
- ∞ Improve equity of access.
- ∞ Promote sustainable transport choices (walking, cycling and public transport).
- ∞ Improve security and safety for all travellers.

The overall vision for the Boroondara draft ITS is:

To provide improved travel and access within, to and from Boroondara. In particular to provide improved public transport, walking and cycling provision and manage private car travel more effectively, as part of overall Council goals to pursue social, environmental and economic well-being and to protect and improve the built and natural environment.

The draft ITS sets out a number of actions in order to achieve the following objectives:

- ∞ To facilitate improvements to and better integration of all forms of public transport.
- ∞ To improve provision for cycling and walking, particularly in activity nodes, strip shopping centres and schools and in order to improve access to public transport.
- ∞ To create more pedestrian friendly street environments and high quality urban centres which are less car dominated.
- ∞ To introduce measures to better manage traffic, public transport, cycling and walking on congested roads and particularly in urban centres.
- ∞ To promote safe and secure alternative forms of travel to the car and to increase the attractiveness of these (through travel demand management).
- ∞ To introduce measures to better manage through traffic in Boroondara.

Two community, two stakeholder and one youth workshop were held in February, March and April of 2004. The Community workshops were promoted by letterbox drop to the whole municipality, in the Progress Leader, Boroondara Bulletin, on Council's website and on posters at Libraries, Council Offices and Leisure Centres. Seventy people attended the first community workshop and 50 attended the second. One hundred and forty one phone calls, 41 letters and 37 emails were also

received. Surveys about travel were sent to every primary and secondary school, kindergarten and child care centre in the municipality. Approximately 50% of these surveys were completed and returned

The reference committee met on 6 occasions to 16 June 2004, where the draft ITS was discussed in preparation for public exhibition. At the meeting on 16 June 2004, issues relating to the caretaker period in the lead up to the Council election were raised regarding the exhibition and adoption process, resulting in the deferral of the consultation phase.

With the appointment of new Council and their determination of policy priorities as reflected in the Council Plan 2005-2009, the new reference committee was reconvened.

An issues paper was subsequently developed and discussed with the reference committee where further input was obtained.

Items identified in the issues paper and in the reference committee meetings were incorporated into the draft ITS.

The draft ITS was placed on public exhibition through an article on page 9 of the Progress Leader on 16 May 2006, on the Boroondara web site between 17 May 2006 and 2 June 2006 and through the availability of copies at Council offices and libraries.

The strategy was also forwarded to key stakeholders for their feedback.

Responses received were considered and incorporated into the strategy.

The draft strategy recommended a series of actions which aimed to improve various components of transportation within the municipality over the short, medium and long term.

The strategy was formally considered and adopted by Council on 8 November 2006.

1 Introduction

1.1 Purpose of the Boroondara Integrated Transport Strategy

This strategy will guide the development of transport and access within and through Boroondara. As with almost all inner urban municipalities, Boroondara faces challenges in improving access and reducing congestion, primarily through encouraging greater use of sustainable travel modes (public transport, cycling and walking) but also improving traffic flows and tackling conflict between different forms of travel. Associated with these challenges is the need to improve the quality of the urban environment to make Boroondara easier and more pleasant to get around.

The overall aim of this strategy is as follows:

Aim

To define transport and travel issues for Boroondara and provide a five year plan (within a long-term framework) for improving travel and access.

The strategy considers a 20 year timescale in order to plan for future growth, development and travel patterns. Whilst it includes some long-term proposals, most of the initiatives have a 5 – 10 year timescale for implementation within the long-term framework. The strategy has been prepared on the basis that its achievements and direction will be monitored on an ongoing basis and reviewed after five years.

The overall vision for the Boroondara Integrated Transport Strategy (ITS) is:

Vision

To provide improved travel and access within, to and from Boroondara. In particular to provide improved public transport, walking and cycling provision and manage private car travel more effectively, as part of overall Council goals to pursue social, environmental and economic well-being and to protect and improve the built and natural environment.

1.2 Using the Strategy

This strategy contains transport and access proposals and projects for implementation. Many proposals for improving travel and access are decisions/investments which need to be made by organisations other than Council, particularly tram, train and bus operators and also state government. This strategy provides the basis for working with these stakeholders and for encouraging and informing discussions about projects and proposals.

The strategy provides an overall guide for improving travel and access as well as specific proposals. It therefore seeks to provide direction but also practical projects that will make a difference to accessibility in Boroondara.

As a Council, Boroondara has taken a clear advocacy role in achieving local transport solutions. Recent examples include media campaigns (eg highlighting the benefits of the 50km/hr speed limit in residential streets and the need for more effective enforcement of speed limits), meetings with stakeholders, media interviews and establishment of advocacy partnerships (eg with community groups, residents). The City is also actively involved in the Metropolitan Transport Forum.

The ITS provides a new and stronger strategic focus for Council to continue its advocacy role to achieve wider transport solutions rather than merely dealing with the consequences of transport problems as has often been the case for local government.

1.3 Strategic Objectives

The emphasis in this strategy is on increasing the attractiveness and viability of using public transport, in conjunction with improvements in cycling and walking in order to reduce reliance on the private car. As with almost all urban transport problems, traffic and private car use is at the core of Boroondara's travel and access challenges. With limited road space and built-up environment, this strategy focuses on improvements to the existing transport network rather than considering any major infrastructure investments.

A number of existing State government policies and initiatives provide the context for the ITS, particularly Melbourne 2030 and government proposals for transport improvements. Boroondara also has existing local strategies and policies of relevance. All of these have informed the strategic objectives set out below.

In broad terms, the strategy seeks to improve access and travel for all those living, working and visiting Boroondara. It aims to:

- ∞ Facilitate access to and widen the choice of transport modes.
- ∞ Improve equality and equity of access.
- ∞ Promote sustainable transport choices (walking, cycling and public transport).
- ∞ Improve security and safety for all travellers.

The more specific strategic objectives (SOs) for this strategy are set out below.

Strategic Objectives (SOs):

- SO 1.** To facilitate improvements to and better integration of all forms of public transport.
- SO 2.** To improve provision for cycling and walking, particularly in activity nodes, strip shopping centres and schools and in order to improve access to public transport.
- SO 3.** To create more pedestrian friendly street environments and high quality urban centres which are less car-dominated.
- SO 4.** To introduce measures to better manage traffic, public transport, cycling and walking on congested roads and particularly in urban centres.
- SO 5.** To promote safe and secure alternative forms of travel to the car and to increase the attractiveness of these (through travel demand management).
- SO 6.** To introduce measures to better manage through traffic in Boroondara.

The above should contribute to wider Council objectives for Boroondara, namely:

- ∞ contributing to an efficient economy and supporting sustainable economic growth in appropriate locations; and
- ∞ protecting and enhancing the built and natural environment.

1.4 Preparation of the Strategy

The preparation of this strategy has involved a wide range of considerations:

- ∞ Current travel patterns including tram, train and bus use, road and freight traffic and pedestrian and cycle movement;
- ∞ Location of trip 'attractors' i.e. those facilities or developments to which people travel e.g. shopping centres, employment/ industrial sites, schools, hospitals, community centres, leisure centres and recreation areas;
- ∞ Current transport issues;
- ∞ The travel and access needs presented by new developments (planned or underway);
- ∞ Policy context, particularly Melbourne 2030, and the need to encourage sustainable travel patterns; and
- ∞ Future transport requirements as defined by demographic and traffic forecasts.

An initial strategy document was prepared by Arup (transport planning consultants) and led by Council officers and a Council committee comprising Council officers from City Works, City Planning, Community Planning and five Councillors.

Preparation of the strategy has involved two stakeholder and two public consultation workshops and one youth workshop. Public comments were also submitted to Council by e-mail, letter and phone. Details of the findings of the public and stakeholder consultation are provided in Appendix A and Appendix B respectively. A questionnaire survey was undertaken with school principals, a copy of which is provided in Appendix C. A wide range of documentation and data sources have been drawn upon in the preparation of the strategy and the main sources are listed at Appendix D.

This information has been used by Council to prepare this Integrated Transport Strategy document.

1.5 Integrated Transport

The strategy is referred to as an integrated transport strategy as it considers how transport provision can serve (or determine the location of) land uses throughout Boroondara including residential areas, employment areas and shopping, community and recreation centres. An area's transport network has to support its land uses effectively and at the same time, sustainable land use patterns should be promoted by ensuring higher density uses are well-served by sustainable transport modes (public transport, cycling and walking) and are in accessible locations.

The strategy considers the provision of different transport modes in conjunction with one another e.g. integrating public transport services more effectively, integrating cycle and pedestrian access with public transport and road access and ensuring existing road use complements and serves sustainable travel modes. There is particular emphasis on facilitating increased use of public transport, serving the development of higher density land use in order to reduce car-based travel and allowing easier access to local services by public transport, cycling and walking.

1.6 Key issues for the Boroondara ITS

There are a number of key transport, access and land use issues for Boroondara which have been identified through the course of the ITS preparation. These include:

- ∞ The **limited existing road space, congestion** and conflicts between different modes (traffic, trams, buses, cyclist and pedestrians) on some of Boroondara's busiest streets.
- ∞ Significant **through traffic**, particularly during peak periods. Given that this traffic is from outside the area, there is limited opportunity for Boroondara to reduce these trips. However, Council can work with neighbouring municipalities to more effectively manage traffic within the wider area.
- ∞ **Parking, safety and traffic congestion** in close proximity to Boroondara's high number of **schools**, many of which are in residential areas.
- ∞ The need for **improvements in north-south public transport and major road links** (arterial roads, particularly in comparison with the greater number of east-west radial links to and from the CBD).
- ∞ The need for better **integration between different types of transport** e.g. between different forms of public transport, in cycle and pedestrian access to public transport and urban centres and between traffic routes and public transport/ cycle/ pedestrian links. This integration should be physical but for public transport, improved timetable co-ordination is also needed.
- ∞ Improvements to the **limited after-hours, Sunday, and public holiday public transport services** Many bus services either operate infrequently or not at all.
- ∞ Congestion associated with a **small number of road crossings across the Yarra River** (which generates congestion pinch points).
- ∞ Opportunity for Boroondara's relatively small strip shopping centres to compete with larger centres such as Doncaster Shoppingtown and Chadstone shopping centre, given the reasonable or **good accessibility of many of the strip shopping centres by public transport**.
- ∞ Constraints to development imposed by Boroondara being largely built-up but also because **heritage and environmental policies restrict development** with 20% of the municipality being heritage areas.
- ∞ **Low provision for cyclists** with inadequate bicycle lanes and paths, bicycle storage facilities at urban centres and shower/change room facilities for commuter cyclists at places of work.
- ∞ **Significant car parking demand** with demand exceeding supply at a number of locations
- ∞ **Barriers to pedestrian and cycling movements** such as railway lines, rivers, freeways and arterial roads which restrict the number of potential routes for cyclists and highlight the need for investment to overcome such barriers.
- ∞ **High levels of car use** even for relatively short trips (eg 53% of all trips 2km or less are made by car as a driver and 17% as a passenger).

- ∞ **An aging population** creating greater demand for accessible public transport and community transport services.
- ∞ **Noise, pollution, safety and community health impacts.** Levels of noise and air pollution from transport continue to be at levels injurious to health. Despite improvements in technology to late model vehicles and the use of cleaner fuels, air pollution continues to deteriorate due to the increased volume of traffic.
- ∞ Elderly residents experience **social isolation** due to the lack of access to transport alternatives, resulting in an inability to carry out basic daily functions such as shopping.

1.7 Structure of the Strategy

The strategy is structured in ten sections but with three main parts:

- ∞ Sections 2 and 3 consider the strategic policy and context issues including relevant government and council policies, socio-economic profile and land use issues.
- ∞ Sections 4–9 consider existing travel patterns, transport and access provision and identify issues to be addressed.
- ∞ Section 10 outlines proposals and projects for implementation.

2 Strategic Policy Context

2.1 Strategies and Proposed Initiatives of Relevance

This section considers the guiding strategies and policies which have informed the development of this ITS. Melbourne 2030 is the principal strategy together with government proposals for trains, trams and buses. Other policies or initiatives of relevance are considered in Section 2.4.

2.2 Melbourne 2030

'Melbourne 2030' is the metropolitan land use and transport strategy for Melbourne for the next 30 years. It emphasises the need to protect the liveability of established areas and to concentrate change in strategic redevelopment sites in 'Activity Centres' and underdeveloped land. Despite a slowdown in population growth, Melbourne will grow substantially over the next 30 years, by up to one million people and the strategy plans for the need to accommodate up to 620,000 extra households. The main policies and initiatives of relevance to Boroondara are as follows:

- ∞ Focus growth in Activity Centres, see Section 2.2.1 below;
- ∞ Improve the safety of public places and transport facilities;
- ∞ Develop the Principal Public Transport Network and local public transport services (see 2.2.3 below);
- ∞ Provide faster, more reliable and efficient public transport including addressing issues at locations where cars and public transport conflict;
- ∞ Co-ordinate all transport modes, improve travel demand management and improve travel information systems;
- ∞ Give greater priority to cycling and walking; and
- ∞ Review car parking policies.

2.2.1 Activity Centres

Melbourne 2030 identifies around 100 **Principal** and Major **Activity Centres** for the whole of Melbourne. These are primarily located on the Principal Public Transport Network (PPTN). They are centres for business, shopping, working and leisure. Most also contain community facilities related to public administration, education, health and emergency services. They range from neighbourhood strip centres to major regional centres. By concentrating development in these Activity Centres in highly accessible locations, Melbourne 2030 seeks to make it easier to access services by public transport and reduce the number of private motorised vehicle trips taken to access services.

In Boroondara, Camberwell Junction is defined as a Principal Activity Centre with Kew Junction and Hawthorn (Glenferrie Road) as Major Activity Centres.

Preparation of Council's My Neighbourhood Strategy (draft - see table at 2.4 below) identified some community concerns in relation to activity centres. These included concerns regarding the appropriateness of locating higher density development along main roads and existing significant levels of development in Activity Centres.

2.2.2 Boroondara's Response to Melbourne 2030

Council's response to Melbourne 2030 raised a number of key concerns regarding the six implementation plans and the initiatives presented in the strategy. Boroondara's response is largely based on and is consistent with the response to Challenge Melbourne: Issues in Metropolitan Planning for the 21st Century. The key areas of concerns raised are:

- ∞ The population growth forecasts, the basis of these forecasts and importantly whether sufficient thought has been considered as to the capacity of areas to accommodate this growth in an ecologically sustainable manner.
- ∞ The capacity of the Eastern Region comprising the municipalities of Boroondara, Manningham, Knox, Maroondah, Monash, Whitehorse, Yarra Ranges and part of Stonnington and whether they can accommodate 110,000 additional households.

2.2.3 Principal Public Transport Network

The Principal Public Transport Network (PPTN) is a priority network for public transport improvements for Melbourne and is shown on Figure 1. In Boroondara the PPTN comprises:

- ∞ Alamein and Belgrave/Lilydale train lines;
- ∞ Tram routes along Glenferrie Road, Burke Road, Riversdale Road, Cotham Road, Church Street, High Street, Whitehorse Road, Doncaster Road, Power Street and Camberwell Road; and
- ∞ Bus routes along High Street, Doncaster Road, Studley Park Road, Burke Road, Eastern Freeway (not servicing Boroondara) and Warrigal Road.

2.3 Government Proposals for Trains, Trams and Buses

The State Government's Metropolitan Transport Plan outlines plans for future bus, train and tram development and operations across metropolitan Melbourne. This plan identifies new services and improvements to existing services. The emphasis is on ensuring integration between the different modes, on an area-by-area basis in order to focus on overall mobility and access rather than provision by individual train, bus or tram services. The PPTN identified the primary routes for further development (refer to Section 2.2.3) and this will be complemented by local and feeder services, primarily by buses.

The Metropolitan Transport Plan was released in November 2004. Broad details of the mode plans are provided below.

Metropolitan Bus Services

Plans will cover premium cross-city services, other route and local feeder services. State-of-the-art techniques for bus operations, demand-responsive services and new bus technologies are all being considered. Future plans consider:

- ∞ Service frequency;
- ∞ Geographical coverage including gaps in current provision;
- ∞ Timetable information and availability;
- ∞ Service reliability; and

- ∞ Other issues which affect bus use including image and confusion over provision by different operators.

Two integrated and complementary bus networks for Melbourne are proposed. SmartBus will focus on a premium, high quality, higher frequency service along 30 – 35 cross – city routes, many of which will be non-radial (to complement train and tram services). A route along Warrigal Road is currently under investigation. Buses will run at least every 15 minutes and as often as every 5 minutes from 5am – 12am every day. Real-time passenger information will be available which will display the actual time before the bus will arrive. The SmartBus program would run along the PPTN. Proposals for improvements in Local Bus Services will include lengthening current hours of operation, more weekend services and ensuring bus routes service local areas more effectively by routing services more closely with ‘trip generators’ i.e. those facilities or activities which people wish to access.

Metropolitan Train Services

Plans consider the rail network for the whole of Victoria given the interdependence of Statewide and metropolitan rail services. Developments will include more effective use of the network with an emphasis on greater use of rail for travel to the CBD.

Metropolitan Tram Services

Plans include performance improvements to the existing tram network and some network extensions particularly to Principal and Major Activity Centres and introducing new cross town services on the Principal Public Transport Network. Associated facilities such as trams stops and modal interchanges will be assessed, particularly with regard to access with those with disabilities.

Figure 1: Principal Public Transport Network (PPTN)

