Vision Statement

Council will strive to ensure that:

"The City of Stonnington is serviced by an integrated, sustainable, safe, convenient, and accessible transport network, that responds to the municipality's unique style and character, minimises impact on the environment and overall amenity, enhances livability, promotes well being, vitality and prosperity and benefits all users."

Policy Principles

The following are the principles, which will guide Council's strategic, statutory, operational and service activities relating to the transport network and travel within Stonnington to ensure its sustainability.

Deliver Priority

In recognising that travel relates to the movement of people (and goods where appropriate) and not to the movement of vehicles, priority will be given to transport modes in the following order:

> Walking

> Cycling

> Public Transport

> Commercial vehicles serving local businesses and institutions

> Multiple-occupancy vehicles

> Single-occupancy vehicles

Preference will be given to more sustainable modes of transport in terms of allocating Council time, space and resources.

Moderate the Impact of Cars

Council will strive to reduce car dependence and to minimise associated impacts by working towards having more people in the municipality choose to walk, cycle and use public transport more often and drive cars less, particularly for short and local trips, through increasing local shopping, employment, education, recreation and other travel destinations accessed daily by people of all abilities and economic means.

Increase Connections

Council will strive to improve pedestrian, cyclist and public transport connections, accessibility and permeability within and between activity centres and other parts of the municipality by providing direct and legible travel pathways and functional multi-modal interchanges to enable people to reach their destinations with ease, efficiency and in comfort.

Improve Safety

Council will strive to provide conditions, which encourage activity, reduce the potential for injury, and improve actual and perceived safety in order to increase public transport use, cycling and walking in public spaces.

Raise Profile

Council will raise the profile of walking, cycling and public transport and the health and environmental benefits of these modes, through the provision of information, facilities and active promotion, both internally and externally, to compel people to change their travel behaviour when accessing their everyday needs.

Foster Community Involvement

Council will actively engage with local institutions, residents and business communities to ensure their involvement in development and implementation of sustainable transport strategies, plans and initiatives.

Advocate on Behalf of the Community

Council will represent the interests of the Stonnington community to other levels of government and private sector responsible for the provision of transport services, facilities and infrastructure, which impact on local needs, and which fall outside of Council's control.

Build Relationships

Council will foster relationships with other governments, groups and agencies to promote the sharing of knowledge and resources and to engage in partnerships.

Provide Leadership

Council will champion sustainable modes of travel by developing and implementing internal process and programs designed to engage Council staff and contracted service providers.

Monitor Progress

Council will develop and maintain effective monitoring regimes to measure change in travel behaviour.

City of Stonnington
Sustainable Transport Policy
For further details please visit www.stonnington.vic.gov.au
or phone 8290 1333

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STONNINGTON

CITY OF STONNINGTON

Sustainable Transport Policy

SEPTEMBER 2008

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CITY OF STONNINGTON

Sustainable Transport Policy
Background Report

SEPTEMBER 2008

City of STONNINGTON

“Transport is the only urban problem that actually gets worse as you get richer, and it’s only solved by changes in our behaviour and this is always a political issue.”

Enrique Penalosa, former Mayor of Bogota in Colombia [1]

[1] During his tenure as Mayor of Bogota (1998- 2001) Peñalosa led massive efforts to address transport, land use, pollution abatement and public spaces problems. He spearheaded large improvements to the city centre including the rejuvenation of plazas and public spaces. Peñalosa’s bold and controversial vision turned a city for traffic into a city for people with a world leading public transport system, 300km of bicycle and walking trails, and a green network of 1200 parks and quality public spaces.

Contents

Purpose

The purpose of this report is:

- To review Stonnington's existing policy and strategy relating to transport
- To review other local governments' transport policy positions
- To identify gaps in Stonnington transport policy and make recommendations as appropriate.

Executive Summary

(i) A review of local policy and strategy has revealed that Stonnington policies relating to transport are reiterated in numerous strategic documents.

However, there is no one document that clearly articulates and consolidates Council's position on transport. It would be preferable if one document outlined Council's position on transport, for both Council staff and external stakeholders, to appreciate the direction the Council aims to take with respect to transport planning and implementation in Stonnington.

(ii) Furthermore, a comparison of Stonnington's policy content with that of other local authorities has identified more could be done in Stonnington.

Many Councils, including the other inner region municipalities namely, Cities of Yarra, Port Phillip and Melbourne, have been actively pursuing sustainable transport policies and implementing them via a range of programs and initiatives.

These policies and programs constitute a strategic yet practical response to the growing community awareness and concern about the negative impacts associated with travel and present a long-term approach to dealing with:

- climate change and air quality impacts caused by motorised transport;
- increasing road congestion and resulting economic and safety issues;
- health problems, such as obesity, heart disease and respiratory disease associated with trends towards motorised transport and away from active transport, like walking and cycling;
- inequality in mobility and accessibility of those with limited opportunities to drive, particularly among the growing older population, youth and disabled;
- depleting oil reserves and rising petrol prices that are likely to expose a large number of the driving population to the costs and inconvenience of fuel scarcity.

(iii) The local community believes that Stonnington has an important role in advocating for better public transport, encouraging public transport use, walking and cycling.

(vi) Local government plays a key role in shaping neighbourhood character; in regulating urban development and land use; in maintaining local infrastructure and providing community facilities and services; as well as influencing community choices and travel behaviour. All of these activities have a direct link to transport outcomes, namely travel patterns (distance, direction, frequency, and mode choice) and resulting emissions.

However, the quantity and quality of both transport infrastructure and services are key determining factors in how and where people travel. These key aspects of the metropolitan transport network are beyond local governments' direct control, specifically declared roads, bus, train and tram services and associated infrastructure.

Local governments' role in improving the sustainability of the transport network at municipal level therefore cannot be fully effective unless and until metropolitan transport infrastructure and services are improved. As such, Council's role in advocating on behalf of its community to other levels of government and private sector responsible for services and infrastructure that impact on local needs is paramount.

(iv) Given the complexities involved in planning, developing and enforcing an efficient transport network; the need for consistency with metropolitan policy; as well as Council's commitment to sustainability, community safety, health and well being, and prosperity; it is considered appropriate and timely to propose a consolidation of Stonnington's transport policy position.

This would be best achieved by initially developing an overarching Sustainable Transport Policy, tailored to Stonnington's unique character; and adapted to deal with the area's specific transport opportunities and challenges.

A program of further strategic planning and implementation activities should also be developed to insure that Policy intensions are translated in to 'on-the-ground' initiatives and Council decisions are consistent.

The proposed approach would bring Stonnington in line with the wider metropolitan strategy focus; and it would enable Council to better respond to the growing transport problems and local community expectations.

Key Issues

Stonnington, like other areas of inner Melbourne, is affected by high traffic volumes which have a direct impact on the quality of life in the municipality, by contributing towards:

- Increasing traffic congestion;
- Car parking demand outstripping supply;
- Air and noise pollution;
- Health and well being issues associated with reduced road user and pedestrian safety, poor air quality, and sedentary lifestyle;
- Increased health costs; and
- Loss of revenue associated with traffic delays and absenteeism.

While no one as yet has come up with a definitive answer to all of these problems. Increasingly, sustainable transport solutions are seen as key in redressing both the direct and indirect impacts of traffic.

In fact, numerous Council adopted strategy and policy documents (Refer Appendix 2 for details) already recognise sustainable transport as vital to ensuring Stonnington's environmental sustainability, local economic prosperity, community health and wellbeing.

1. What is Sustainable Transport

There is no universally accepted definition of sustainable transport (Beatley, 1995).

A comprehensive, be it lengthy definition, has been developed by the Centre for Sustainable Transportation in Canada, which has been adopted by the European Council of Ministers for Transport as well as the Sustainable Transport Coalition of Western Australia:

A sustainable transport system is one which:

- Firstly, allows the basic access and development needs of individuals, companies and societies to be met safely and in a manner consistent with human and ecosystem health, and promotes equality within and between successive generations
- Secondly, is affordable, operates fairly and efficiently, offers a choice of transport mode, and supports a competitive economy, as well as balanced regional development
- And finally, limits emissions and waste within the planets ability to absorb them, uses renewable resources at or below their rates of generation, and uses non-renewable resources at or below the rates of development of renewable substitutes, while minimizing the impact on the use of land and the generation of noise.

Commonly though, the phrase 'sustainable transport' is used in reference to modes of travel, which result in zero or lower Co^2 and other emissions (per person), minimise use of fossil fuels as energy source, and are more efficient in their use of road space (per person), particular walking, cycling and public transport.

It is also used to promote urban environments, where landuse and development is well integrated with a transport system that favors walking, cycling and public transport and aims to minimise the impact of motor vehicles in circulation.

Increasingly, sustainable transport policies and programs focus on moderating peoples' dependence on private vehicle through Transportation Demand Management, which aims to result in behavioral change when it comes to decisions households, businesses and individuals make when choosing means of transportation for instance, TravelSmart programs which encourage getting around by walking, cycling and public transport.

Although no Stonnington document goes as far as defining what sustainable transport means to Stonnington, Stonnington's Sustainable Environment Plan defines what sustainability means to the municipality as follows: "improving the environmental, social and economic quality of life for our residents without compromising the ability of future generations to do the same."

2. What Sustainable Transport Means to Our Environment

It is now widely accepted that human activities, particularly the burning of fossil fuels and deforestation, are having a significant impact on the environment.

Greenhouse gas emissions are the main source of air pollution, and they are causing atmospheric changes, which are now being directly linked to global warming, changes in rainfall, rising sea levels and increasing frequency of natural disasters.

Transport contributes 16.5 per cent of Victoria's greenhouse gas emissions, and this is influenced mostly by our car dependence when compared to other forms of transport [2]

"In 2002 Victoria's per capita greenhouse gas emissions were 24 tonnes and Australia's per capita emissions were 28 tonnes. This is higher than any other developed country. Even the USA has lower per capita emissions." [3]

Sustainable transport policies, strategies and initiatives, which aim to moderate car use, and thus reduce greenhouse gas emissions, can benefit both the environment and the people who live in it: *"...reducing air pollution would not only help to minimise climate change, but could also reduce cardio-respiratory hospital admissions and deaths."* [4]

The City of Stonnington Sustainable Environment Plan acknowledges that emissions from motor vehicles are a major contributor to pollution and sets the objective *"To contribute to cleaner local and regional air environment"* by committing Council to actions aimed at promoting less polluting vehicles and use of sustainable transport modes (Refer Appendix 2 for detail).

3. What Sustainable Transport Means to Our Health and Wellbeing

There is now evidence that climate change is having an adverse impact on human health. A recent publication by Victorian Government, Department of Human Services *"Climate Change & Health: An Exploration of Challenges for Public Health in Victoria"* (October 2007), states that:

"Climate change can affect human health directly (for example, thermal stress, injury and death in floods and storms) and indirectly through changes in the distribution of disease vectors (such as mosquitoes), food and water-borne disease, the quality and availability of food and water, and poor air quality." [5]

Sustainable transport strategies and programs encourage more walking, cycling and use of public transport. They thus aim to moderate peoples' dependence on private motor vehicles, and seek to minimise the impact of emissions:

"It has been estimated that a 50 per cent reduction in vehicle-related emissions in the combined regions of Sydney and Melbourne could avert 300–500 premature deaths annually in those cities from air pollution." [6]

[2] *'Our Environment, Our Future' - Sustainability Action Statement (2006), Victorian Government Department of Sustainability & Environment, Melbourne, July 2006.*
[3] *"Victorian Greenhouse Strategy Action Plan Update 2005", Victorian Government Department of Sustainability & Environment, Melbourne, April 2005, page 6.*
[4] *"Climate Change & Health: An Exploration of Challenges for Public Health in Victoria", Victorian Government, Department of Human Services, Melbourne, Victoria, October 2007, page 20.*
[5] *"Climate Change & Health: An Exploration of Challenges for Public Health in Victoria", Victorian Government, Department of Human Services, Melbourne, Victoria, October 2007, page 5.*
[6] *"Climate Change & Health: An Exploration of Challenges for Public Health in Victoria", Victorian Government, Department of Human Services, Melbourne, Victoria, October 2007, page 20.*

Furthermore, engaging in 'active' forms of transport, such as walking and cycling, has been widely recognised as an effective way to reduce incidence of chronic diseases associated with sedentary lifestyle: *"Encouraging people to walk or cycle rather than drive is consistent with current strategies to encourage a more active lifestyle for the reduction of cardiovascular disease and diabetes."* [7]

City of Stonnington's own Municipal Public Health Plan (Refer Appendix 2 for detail), recognises promotion of sustainable transport as a key strategy to *"Increase(ing) the opportunities for physical activity for residents in City of Stonnington"*, thus improving their health and well being.

4. What Sustainable Transport Means to Our Neighbourhoods

A hundred years ago people's daily lives centered around neighbourhoods where they lived, worked, shopped, and spent their free time.

Technological advances of the last century, particularly mass production of automobiles, increased peoples' mobility, changed the urban fabric of western cities and the pattern of daily activity. People started living in sprawling suburbs, away from places of employment, shops and schools, spending much of their time in cars traveling. It became apparent that:

"The way that land is used and developed has a fundamental impact on transport…How far it is from related uses influences the length of journeys between them. How far it is from public transport, how much parking it provides and how well it is designed influences how those journeys are made." [8]

The notion of sustainable transport developed into an understanding that travel is about accessing destinations of daily activity, such as jobs, kindergartens, shops, libraries, medical centers etc.; and that if these daily needs are provided within walking distance of where people live, or are easily accessible by public transport or on bicycle, the need to travel, and the environmental and 'out-of-pocket' cost associated with it, is minimised.

Recent decades have seen a shift of employment from manufacturing towards service industries, increasing road congestion, rising fuel prices and a growing reluctance to make prolonged journeys. These trends have now opened up the possibility that it may again be feasible to group where we live, work and play close to activity centers that are highly 'walkable', easily accessible by bicycle or by public transport.

An increase in the number of planning applications for new residential developments, particularly in the west of the City of Stonnington, attests to the growing interest in living in vibrant neighbourhoods that offer proximity to jobs, public transport, retail, community services and facilities. In recognition of this, Council recently adopted *Chapel Vision*, together with the accompanying Sustainable Transport Plan. The *Toorak Village Structure Plan*, also recently adopted, is another example of planning for *"...a compact, accessible and sustainable neighbourhood activity center with a vibrant and sociable ambiance."* [9] within the City of Stonnington.

5. What Sustainable Transport Means to Our Communities

Traditionally in Australia, those who cannot drive their own cars have not been well provided for by the transport system in terms of convenient, safe and affordable access to services, facilities and amenities.

Sustainable transport solutions are now seen as more fair and pragmatic in responding to access and service needs of those within our communities who experience mobility issues, including the growing population of older citizens. Our ageing population (Refer to Figure 8, Section 9 of this Report) will be increasingly compelled to use their cars less, while living longer and wanting to maintain active lifestyles.

A sustainable transport network, with its focus on localising employment, education and recreation activities, as well as promoting walking, cycling and public transport friendly neighbourhoods, aims to provide for people of all abilities and economic means, not just for those who area able and choose to drive a car.

Furthermore, a sustainable transport network sets out to strengthen local communities by promoting more opportunities for interaction on local streets. It contributes to increased community safety through initiatives that focus on reducing traffic speeds and volumes, and improving the safety around public transport services and infrastructure [10]; as well as perception of safety through street surveillance that

[7] *"Climate Change & Health: An Exploration of Challenges for Public Health in Victoria", Victorian Government, Department of Human Services, Melbourne, Victoria, October 2007, page 20.*
[8] *Going Places: Darebin Transport Strategy 2007–2027, City of Darebin, page 7.*
[9] *Toorak Village Structure Plan, City of Stonnington, October 2007*
[10] *The State Government recently released Victoria's new road safety strategy 'Arrive Alive 2008–2017' , which acknowledges that improving road safety is a shared responsibility and requires community effort and local government support. Understanding road user behaviour is an important aspect improving road safety.*

happens naturally – the more people out and about the safer it seems.

Stonnington Community Safety Plan 2006–2009 acknowledges these benefits of sustainable transport by identifying *'Increased public transport use, cycling and walking in public spaces'* as a means of achieving *'Safe transport, access and movement' within the municipality.*

6. What Sustainable Transport Means to Our Economy

In terms of maintaining economic prosperity, sustainable transport solutions aim to moderate costs associated with vehicular traffic, such as road congestion and health costs.

Road congestion affects 'individual pockets', businesses, local and national economies through on road delays.

A further economic impact of vehicular traffic, at a scale we are seeing in Melbourne now, is associated with significant health costs resulting from air pollution, absenteeism, on-road accidents and sedentary lifestyles.

Sustainable transport, as it responds to minimising fossil fuel consumption, is also being recognised as a lasting solution to the pressing issue of dwindling oil supplies, rising oil prices and associated economic impacts – what is now commonly known as the 'peak oil' crisis. It appears that:

"In the approaching era beyond the peak of oil production, an orderly future for the road-based transport system is far less certain than for public transport, walking or cycling. Transport policy decisions today need to take into account the risk of reduced fuel availability and affordability in the foreseeable future." [11]

Any planning and development of a transport network must protect its users from possible vulnerability to fuel scarcity.

It is noted that, *Stonnington Council Plan 2007–2011* recognises that transport network efficiency has a direct link with the municipality's prosperity, and in particular the economic success of activity centers. One of its key objectives is to:

"Promote activities that facilitate the growth of local economy"; by "Work(ing) with relevant authorities to improve transport and minimise traffic congestion and parking deficiencies within Stonnington's major shopping precincts."

7. What are the Current Barriers to Sustainable Transport

There is a range of potential barriers to achieving greater sustainability in transport, most of which have wider metropolitan, state and even national origins and implications, well beyond the direct control of local government. These however impact directly on local travel patterns and therefore require the attention of local authorities.

Current tax arrangements, lack of pricing for carbon emissions and congestion, make car travel appear to be a cheaper option, or at least not expensive enough to make other, more sustainable transport modes competitive with car travel.

"The cost of travel may influence not only the total amount that people travel, but also the mode that they use to travel. When people decide to travel, they choose between different modes, so the cost and convenience of private car use relative to other modes, such as public transport, may also be important" [12]

The uptake of more efficient and alternative fuel vehicles could potentially reduce emissions and make transport more sustainable. However, the higher up-front costs; lack of awareness about the financial benefits of more fuel-efficient vehicles; and consumer preference for bigger, more powerful vehicles[13] are all major barriers, although this may be changing with the current increase in fuel prices.

Information may also influence peoples' transport choices. In some cases, individuals may not even know some transport options exist. For example, an individual may be unaware that a bus runs from near their house to their workplace.

However, the key barrier to achieving greater sustainability in transport, appears to be directly attributed to poor quality and level of transport infrastructure and services, the vast majority of which is provided by state and federal governments' and public transport providers.

[11] *In the Conclusions and Recommendations of the Peer Review, "Melbourne's Future Transportations Options" by Jan Scheurer, Peter Newman, Jeff Kenworthy (page 56).*

[12] *Issues Paper Forum 5 – Transport, Planning and the Built Environment, Garnaut Climate Change review, 2007, page 5.*

[13] *Vehicle sales figures from the Federal Chamber of Automotive Industries website, http://www.fcai.com.au/sales, indicates an increase in the market share of sports utility vehicles in recent years.*

"Surveys have indicated that one of the most substantial barriers to the use of public transport, walking and cycling is the lack of appropriate infrastructure and services (e.g. ABS 2006). The extent of infrastructure and services can influence the speed, convenience, safety and flexibility of these modes, which may influence individuals' mode choice." [14]

Funding for transport in Australia has historically been weighted towards road infrastructure [15] at the expense of other modes, particularly public transport. What we now have are overcrowded trains and trams at peak times; uncoordinated bus and train services (time tables); frequent delays and service cancellations; major infrastructure 'gaps' across the metropolitan area, particularly the outer suburbs; and road space and urban form that is car-centric.

"Urban form determines how close firms and individuals are to each other, affecting the distance that people and goods need to travel. In addition, distance may act as a disincentive to walking and cycling (ABS 2006), and these modes facilitate the use of public transport." [16]

Some of recent Council decisions relating to key strategic sites in Stonnington are examples of Council's intention to redress the barriers to sustainable transport. For instance, the *Toorak Village Structure Plan* recognises the centre's compactness as an attribute of its walkability and goes further to acknowledge that:

"...the centre's walkability is compromised because of a poor quality public realm, footpath obstructions, traffic congestion and the barrier created by traffic in Toorak Road."

"A safe, sustainable and efficient transport network" is one of key objective for Toorak Village.

[14] *Issues Paper Forum 5 – Transport, Planning and the Built Environment, Garnaut Climate Change review, 2007, page 6.*
[15] *For instance the majority of the $12.3 billion in AusLink funding in 2004–09 dedicated to road infrastructure. Department of Infrastructure, Transport, Regional Development and Local Government (2008) AusLink Funding Allocations Consolidated, Department of Infrastructure, Transport, Regional Development and Local Government, Canberra.*
[16] *Issues Paper Forum 5 – Transport, Planning and the Built Environment, Garnaut Climate Change review, 2007, pages 6 & 7.*

8. What is Local Government's Role in Sustainable Transport

Although local governments have no direct control of public transport services, infrastructure or major roads; and their fiscal capacity is relatively limited. Councils are responsible for the maintenance and management of local roads, parking, footpaths, cycling paths, school crossings, community transport and bus facilities.

Local government controls urban streetscape design, street lighting, community health programs, community facilities and amenities, land use and development planning, as well as community initiatives and programs aimed at influencing behavioural change.

As a major employer within their municipalities local governments have a responsibility to lead by example and also have the capacity to influence local businesses and organisations.

Further, local government can influence the actions of other levels of government. As articulate, powerful advocates for their local communities, State and Federal governments recognise local government's knowledge of community needs. Their role in advocating for major improvements in transport infrastructure and services is paramount.

As such the City of Stonnington has an important role in contributing towards greater sustainability of the transport network. The City's own Council Plan 2007–2011 states that:

"Local Government's role in the community continues to grow and encompasses a broader range of services in addition to the traditional functions of Council. The City of Stonnington continues to embrace and implement initiatives to address these new issues and services including community safety and sustainability."

9. What are the Local Trends and Sentiment

The City of Stonnington is a vibrant municipality that appears to have it all: a variety of housing stock; world class shopping precincts, parks, gardens, and other opens spaces, numerous recreation facilities, community services, and cultural centres. All of these places of activity and interest are made accessible by train lines, roads, pathways and footpaths that crisscross the municipality and connect it to the wider metropolitan Melbourne and beyond.

The Stonnington transport network is complex and offers a range of services and infrastructure that is enviable by Australian standards: a road network that provides access to key metropolitan thoroughfares such as Monash Freeway, Dandenong Road, and St Kilda Road; five train lines, nine tram routes and 18 bus routes, as well as numerous on and off-road pedestrian pathways and bicycle lanes.

Yet, like most other inner metropolitan municipalities, Stonnington is affected by high traffic volumes and parking deficiencies, all of which threatens to substantially undermine the quality of life in some parts of the municipality. These problems are not so much associated with a lack of transport choice on offer, but rather with the way we choose to move in and out of Stonnington and possibly the way some of the services operate.

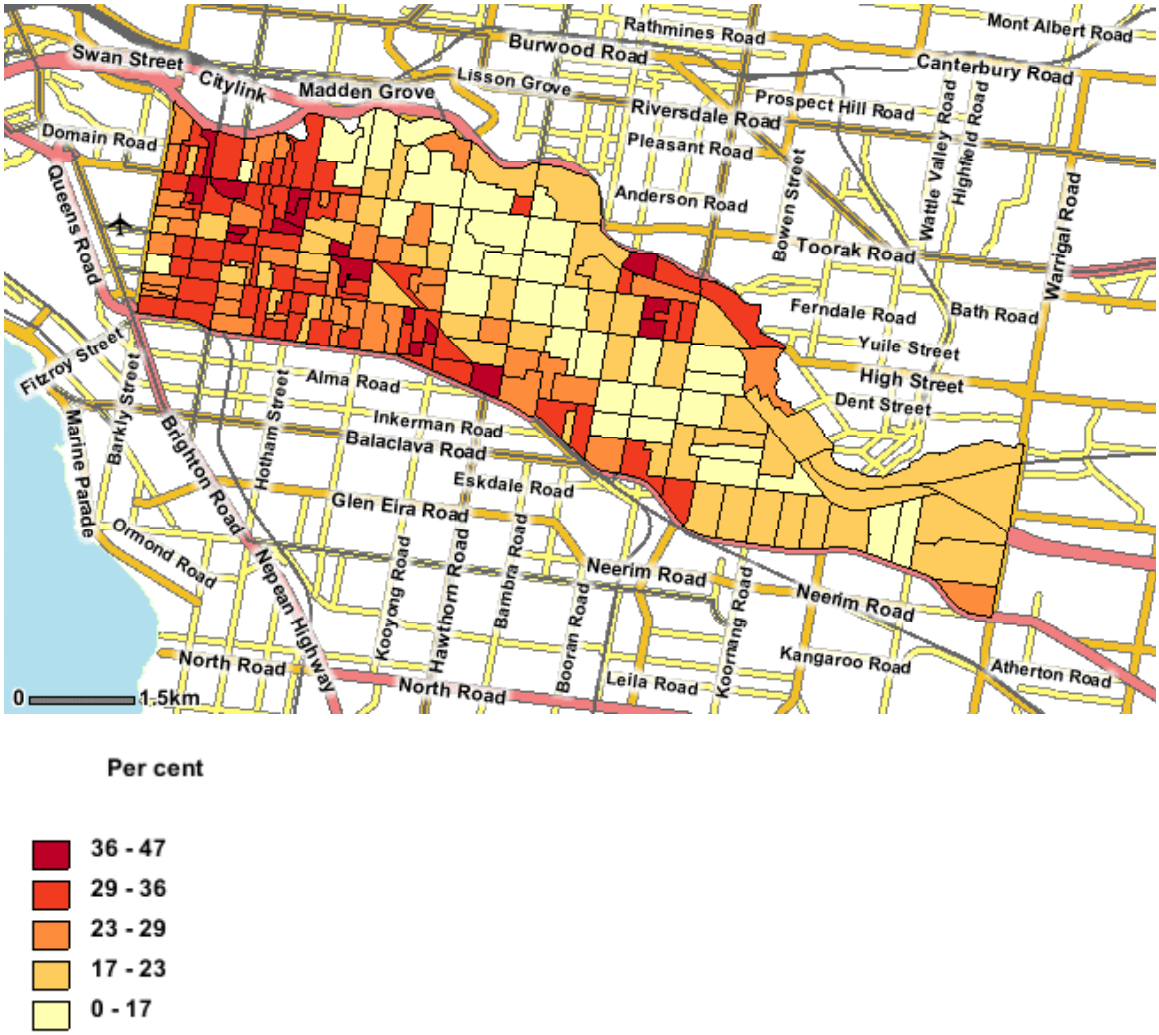
Stonnington is relatively well provided for by public transport infrastructure but not necessarily services, which fully meet community demands. Map 1 below, shows that most parts of the municipality (coloured in grey) are within short walking distance of train, bus or tram stop.

Accessibility to Public Transport

Source: VicRoads October 2007 – draft Map produced for the purpose of discussions with City of Stonnington relating to developing Network Operating Plans.

People who travelled to work by Public Transport

As a percentage of all employed people
Based on Place of Usual Residence, 2006
Stonnington (C) (Local Government Area) by Census Collection District



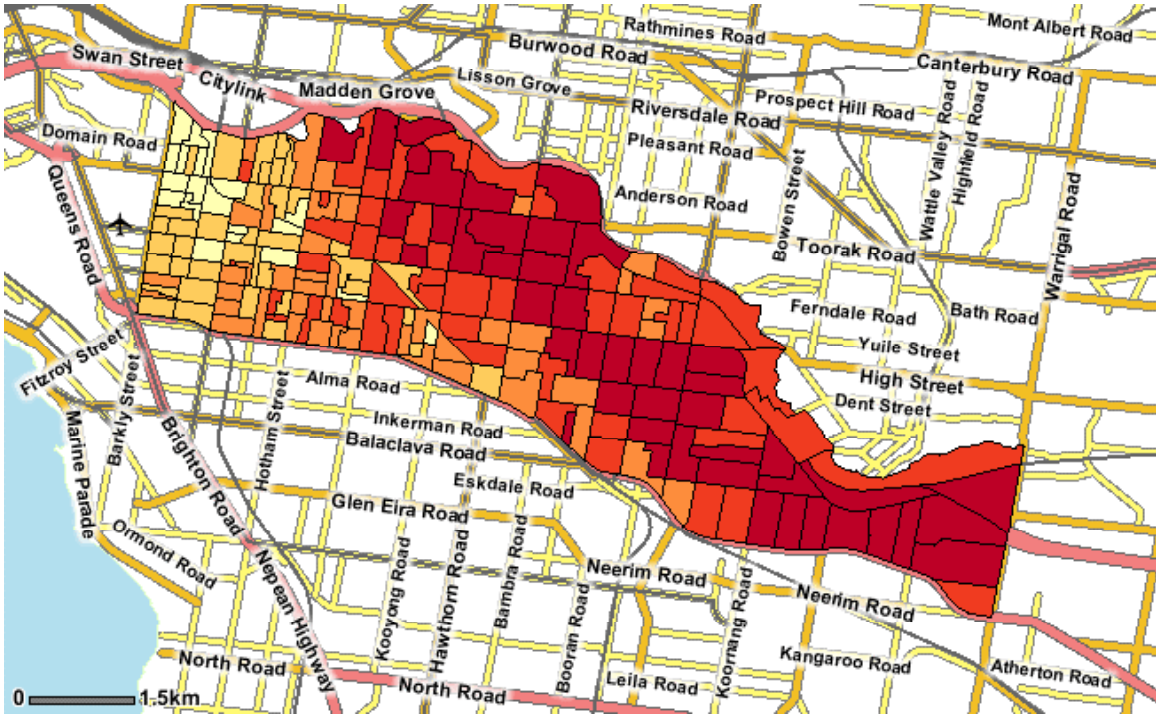
Per cent

- 36 - 47
- 29 - 36
- 23 - 29
- 17 - 23
- 0 - 17

Prepared by Social Planning, City of Stonnington 2008 - Source ABS Census 2006

People who travelled to work by Car

As a percentage of all employed people
Based on Place of Usual Residence, 2006
Stonnington (C) (Local Government Area) by Census Collection District



Per cent

- 67 - 82
- 58 - 67
- 50 - 58
- 43 - 50
- 31 - 43

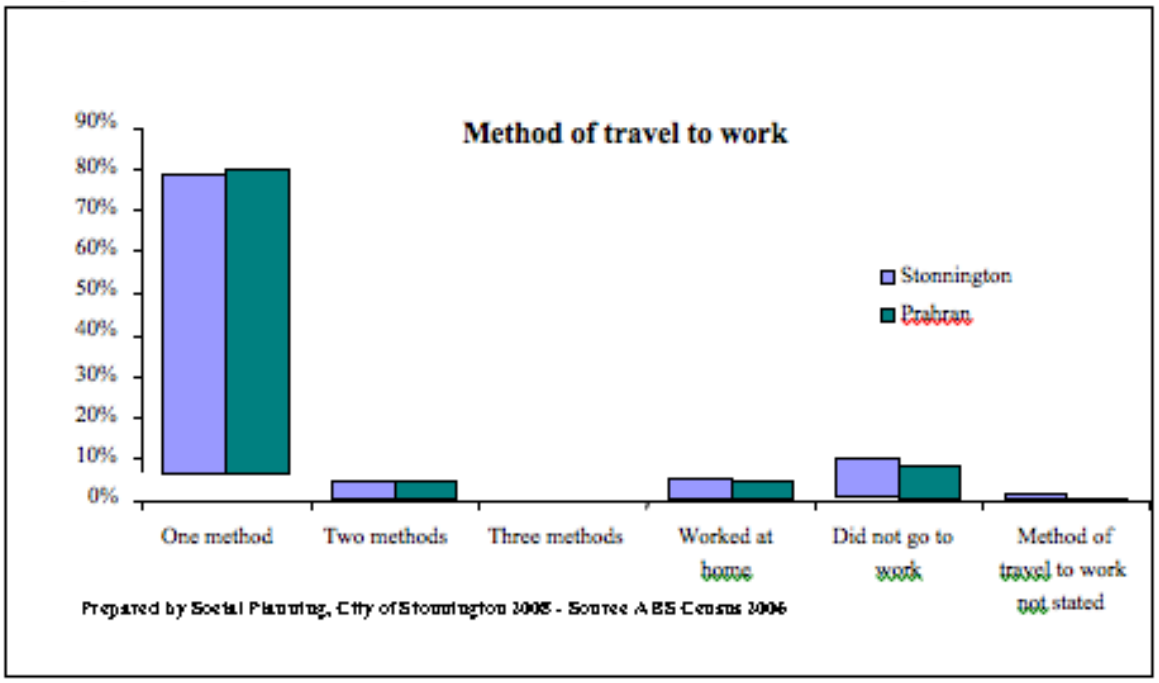
Prepared by Social Planning, City of Stonnington 2008 - Source ABS Census 2006

Despite that, in some areas of the City people are more likely to use their cars; while in other areas people are more likely to use public transport (Refer Maps 2 and 3 shown above).

The above maps highlight the lower public transport usage and higher car usage in the centre corridor of Stonnington where they are not directly on train lines, perhaps indicating that more than one method of transport would be required – that in these parts of Stonnington people would have to catch a bus or a tram to get to a train station.

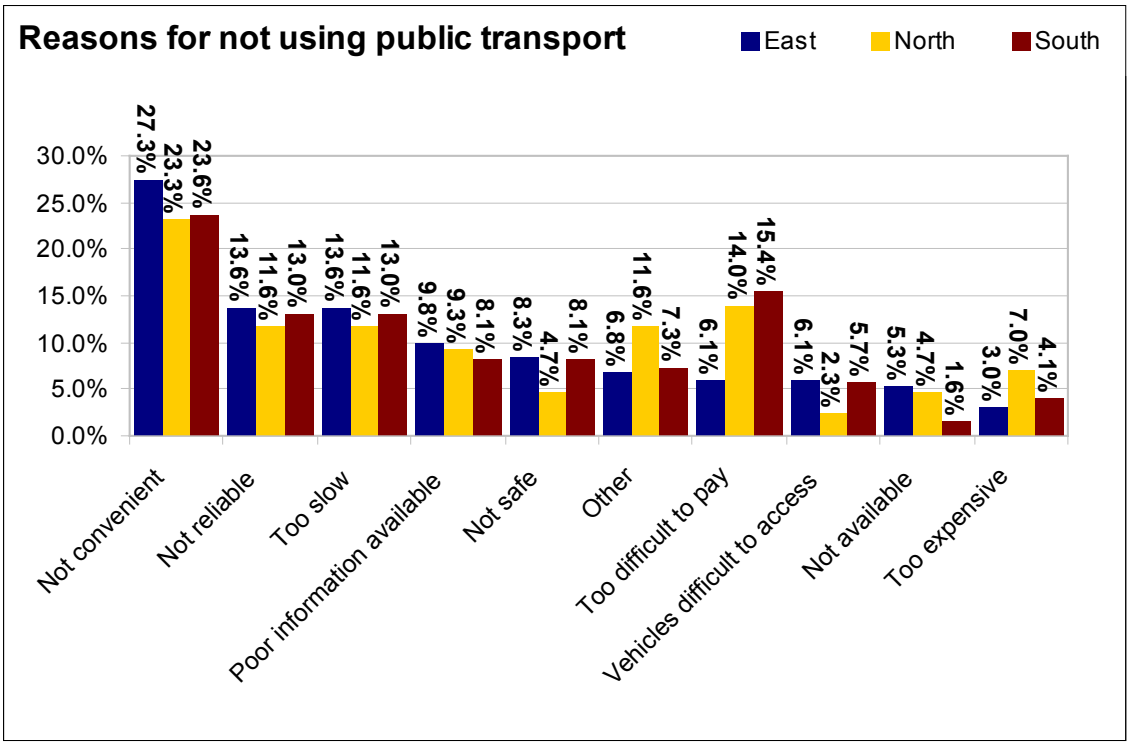
Previous research has shown that commuters are less willing to use public transport where they need to access more than one method of transport to get to work. Close to 80% of Stonnington residents and 80% of Prahran SLA residents travel to work by one method of transport (Figure 1 below).

Figure 1



The key issue is convenience (Figure 2 below) or lack thereof when Stonnington residents give reasons for not using public transport.

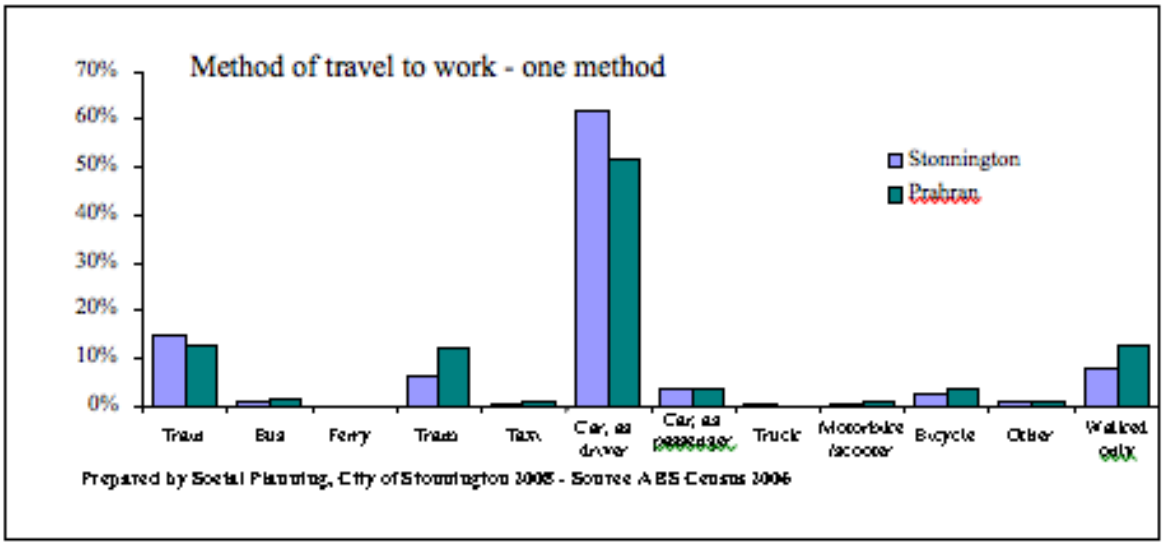
Figure 2



Source: Stonnington Survey Group, Survey January 2006

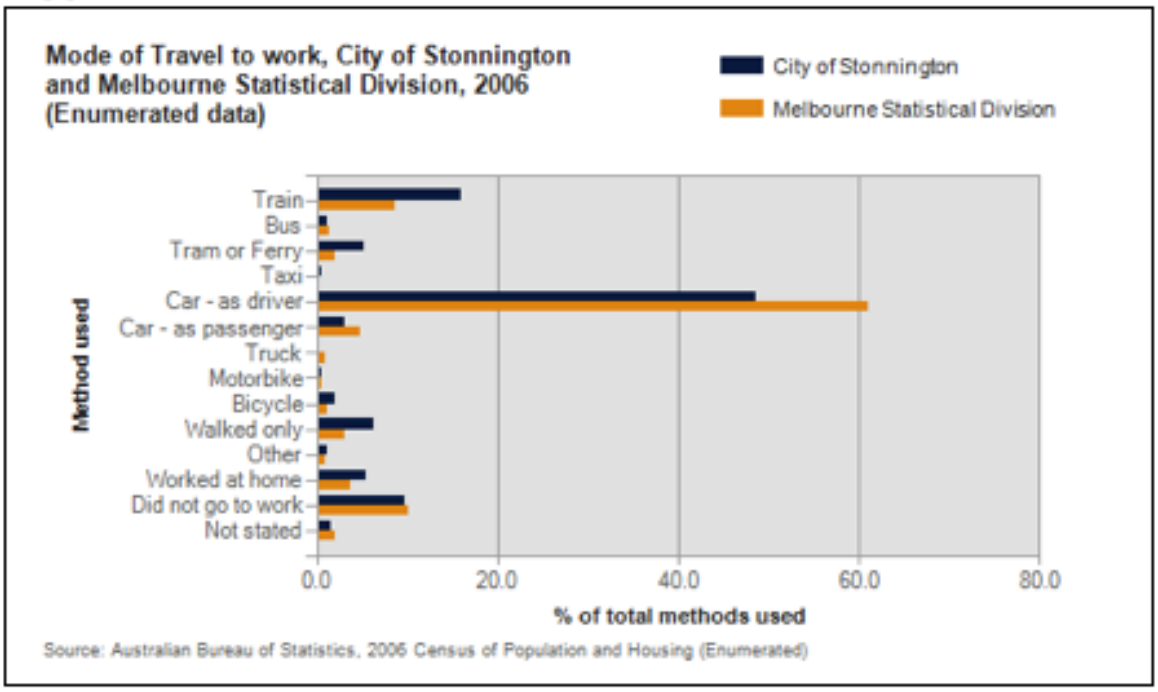
Where residents used only one mode of transport to get to work, Stonnington residents (61%) were more likely to use a car as the driver than those living in the Prahran SLA (52%). Not surprisingly, this was offset by higher usage of tram and walking for Prahran SLA residents. Bicycle as the method of travel to work by one method accounted for only 2% and 4% of the Stonnington and Prahran residents respectively. Where two methods of transport were used, it was usually tram and train, for both Prahran SLA and Stonnington residents in general (Figure 3 below).

Figure 3



While majority of Stonnington residents appear to be using cars as drivers as their preferred mode of travel to work. Analysis of method of travel to work of Stonnington residents in 2006 compared to the Melbourne Statistical Division (MSD) showed that more people in Stonnington used public transport (22.0%) to get to work, compared with those in the MSD (11.7%). 52.1% of Stonnington residents used a private vehicle to get to work, compared with 67.1% in the MSD. (Figure 4 below)

Figure 4



The major differences between the method of travel to work of City of Stonnington and the Melbourne Statistical Division, were[17]:

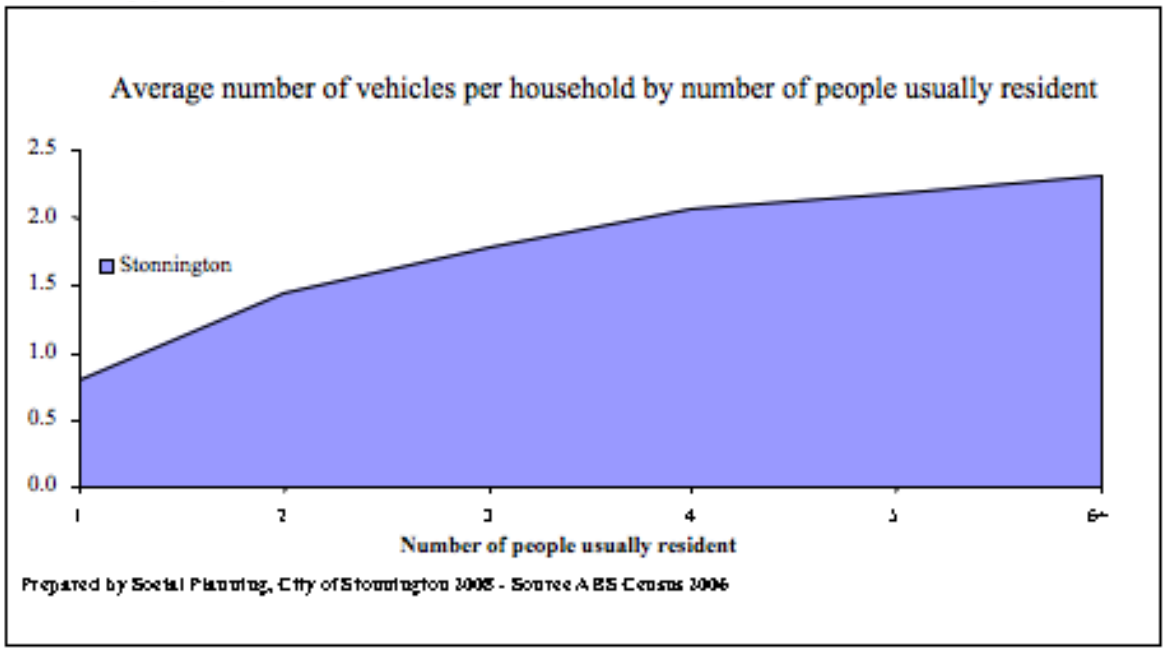
- A ***larger*** percentage of **train** commuters (15.9% compared to 8.5%);
- A ***larger*** percentage of people who **walked** only (6.2% compared to 3.1%);
- A ***larger*** percentage of **tram** or **ferry** commuters (5.0% compared to 2.0%), and;
- A ***smaller*** percentage of **car (as driver)** commuters (48.5% compared to 61.1%).

These are probably attributable to the fact that Stonnington is relatively well provided for by public transport and more compact, thus more walkable, than some outer suburban regions of Melbourne.

Never the less, according to the 2006 Census data, there has been an increase in the number of Stonnington residents owning two, three or more cars[18]. The number of vehicles per household has a direct relationship to the number of people living within each household (Figure 5 below). This trend could be attributable to young adults living at home longer.

[17] Source: Australian Bureau of Statistics, 2006 Census of Population and Housing (Enumerated).
[18] Source: Australian Bureau of Statistics, 2006 and 2001 Census of Population and Housing (Enumerated).

Figure 5



Overall however, less people owned cars in Stonnington than in the MSD, and there was a greater proportion of people who do not own a car at all living in Stonnington compared to the MSD [19].

But what is likely to happen in the future? While driving a car still remains an attractive option, people are already turning to more sustainable forms of transport, such as walking, cycling and public transport. The most significant changes in the method of travel to work by resident population in City of Stonnington between 2001 and 2006, were:

- An **increase** in the number of those commuting by **train** (+907 persons);
- An **increas**e in the number of those who **walked** only (+719 persons);
- An **increase** in the number of those commuting by **bicycle** (+257 persons), and;
- A **decrease** in the number of those commuting by **car (as passenger)** (-195 persons).

[19] Analysis of the car ownership of the households in City of Stonnington in 2006 compared to the Melbourne Statistical Division shows that 74.4% of the households owned at least one car, while 14.6% did not, compared with 82.7% and 9.4% respectively in the Melbourne Statistical Division.

Figure 6

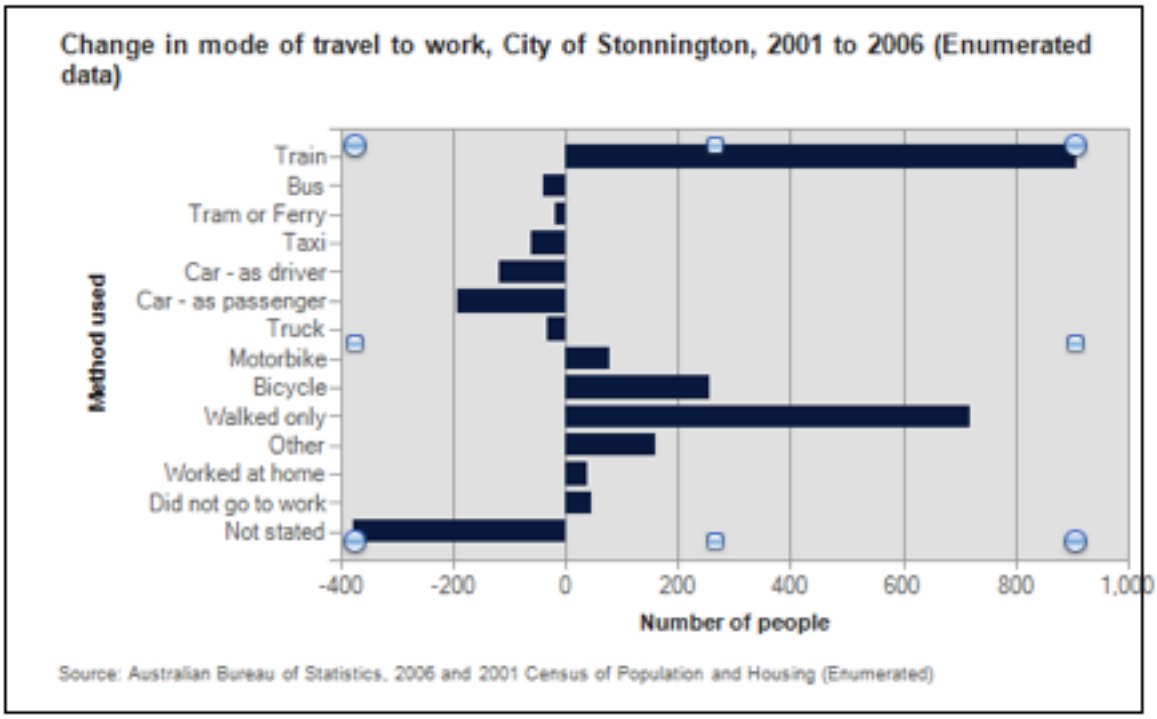


Figure 6 above also shows a drop in the number of those commuting by car as driver. This is encouraging, however a more substantial proportion of the population will have to turn to walking, cycling and using public transport if we are to deal effectively with the ever increasing traffic congestion, air and noise pollution and green house gas emissions.

Stonnington's population is projected to grow, while average household size is projected to decrease (Figure 7 below). This means more demand for road space and overall increase in travel. With road capacity essentially fixed and fully utilised at peak times this is likely to result in further road congestion, unless other modes, particularly walking and cycling, attain greater share of everyday travel.

Furthermore, Stonnington population will get older (Figure 8 above). If convenient and accessible alternatives are not provided, much of that older population will experience mobility issues when unable to drive a car: *"Quality of life can be severely reduced if there are no viable transport alternatives available once access to a car is removed."* [20]

[20] *Transport Research and Policy Analysis Bulletin, Issue 1 Autumn 2008, Department of infrastructure, Victorian Government.*

Figure 7

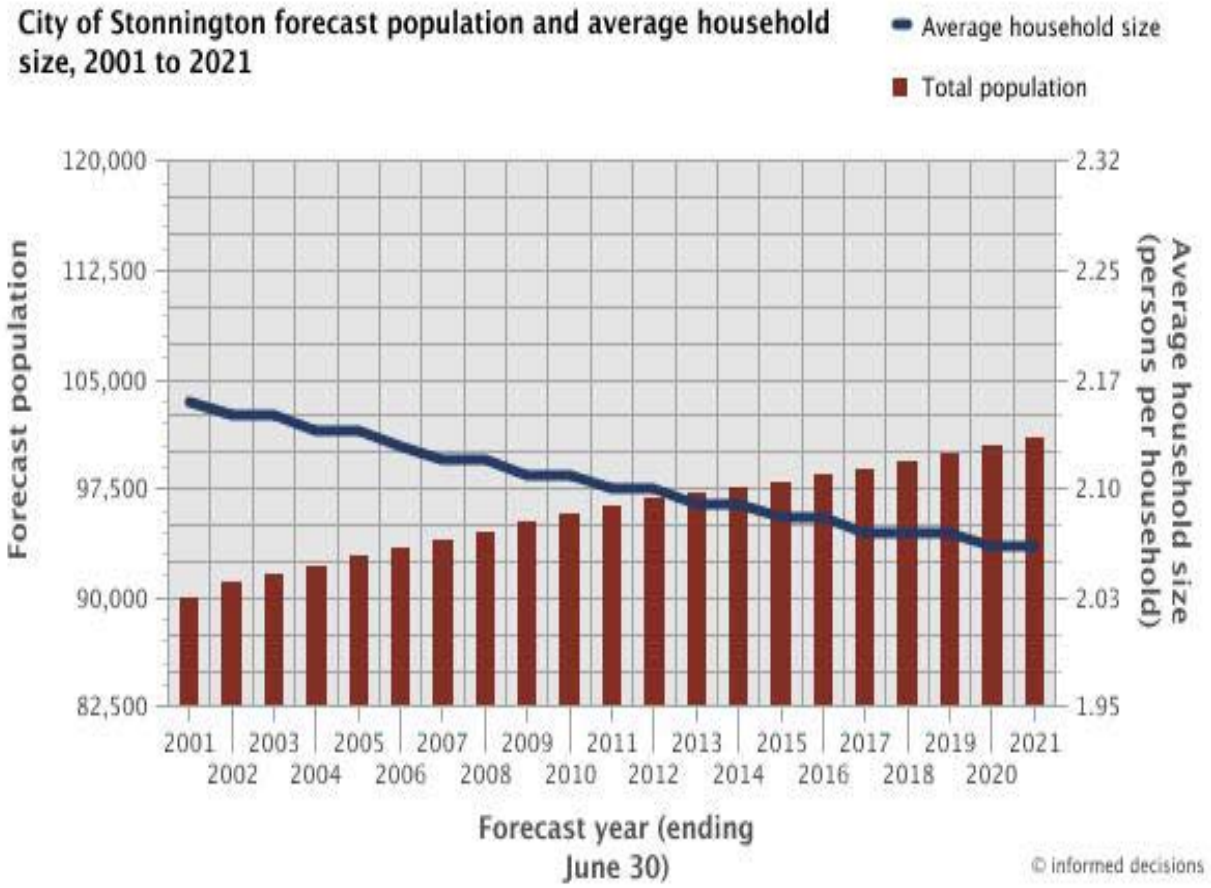
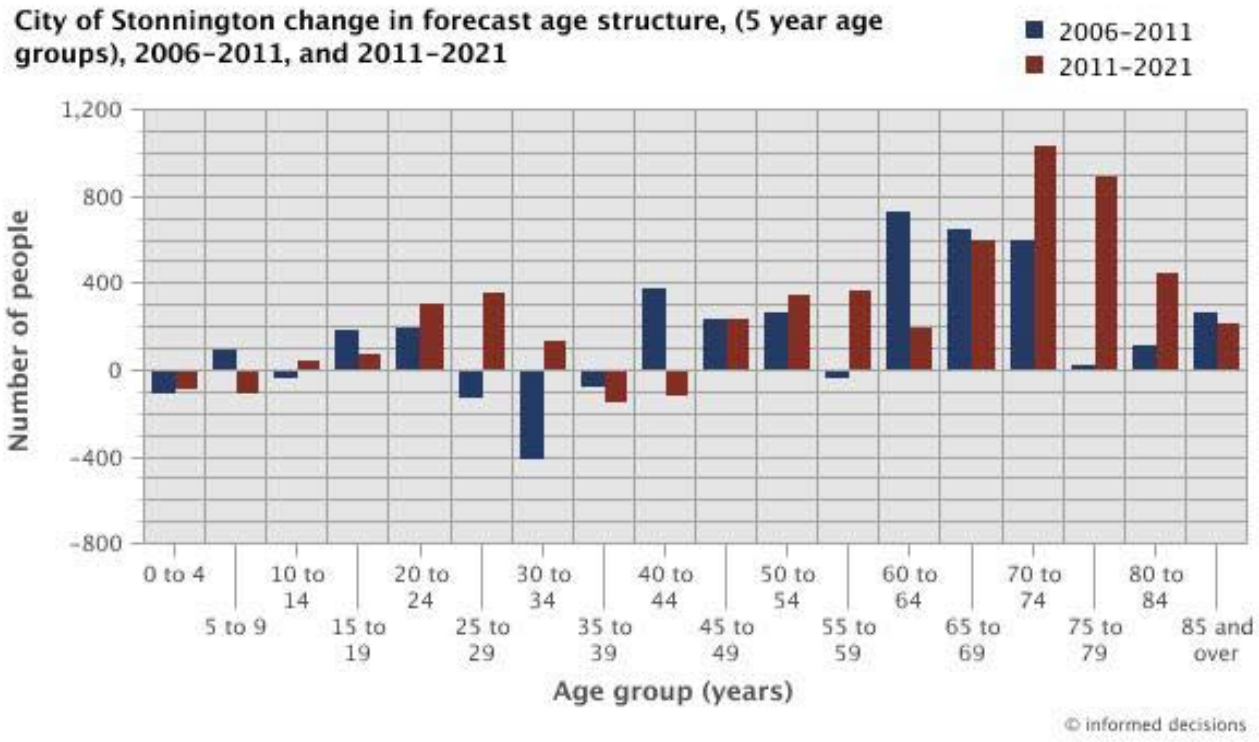

City of Stonnington forecast population and average household size, 2001 to 2021
Average household size
Total population
Forecast population
120,000
112,500
105,000
97,500
90,000
82,500
Average household size (persons per household)
2.32
2.25
2.17
2.10
2.03
1.95
2001
2002
2003
2004
2005
2006
2007
2008
2009
2010
2011
2012
2013
2014
2015
2016
2017
2018
2019
2020
2021
Forecast year (ending June 30)
© informed decisions

Figure 8



The Stonnington community is already concerned about the environment, the majority being a *great deal concerned* [21] (Figure 9 below). With Victoria's greenhouse gas emission from transport increasing significantly since 1991 (Figure 10 below) and continuing to rise, the need to make transport more environmentally friendly, more sustainable is becoming increasingly urgent [22].

[21] Those in the age group 75–84 and 85+ are more likely to be a great deal concerned.
[22] "Psst, Sir Rod: Heard About Greenhouse", Royce Miller, The Age, April 3, 2008. Miller points out that UN scientists claim that emissions must peak in the next seven years and be cut by at least 50% by 2050 to avoid the worst effects of climate change.

Figure 9

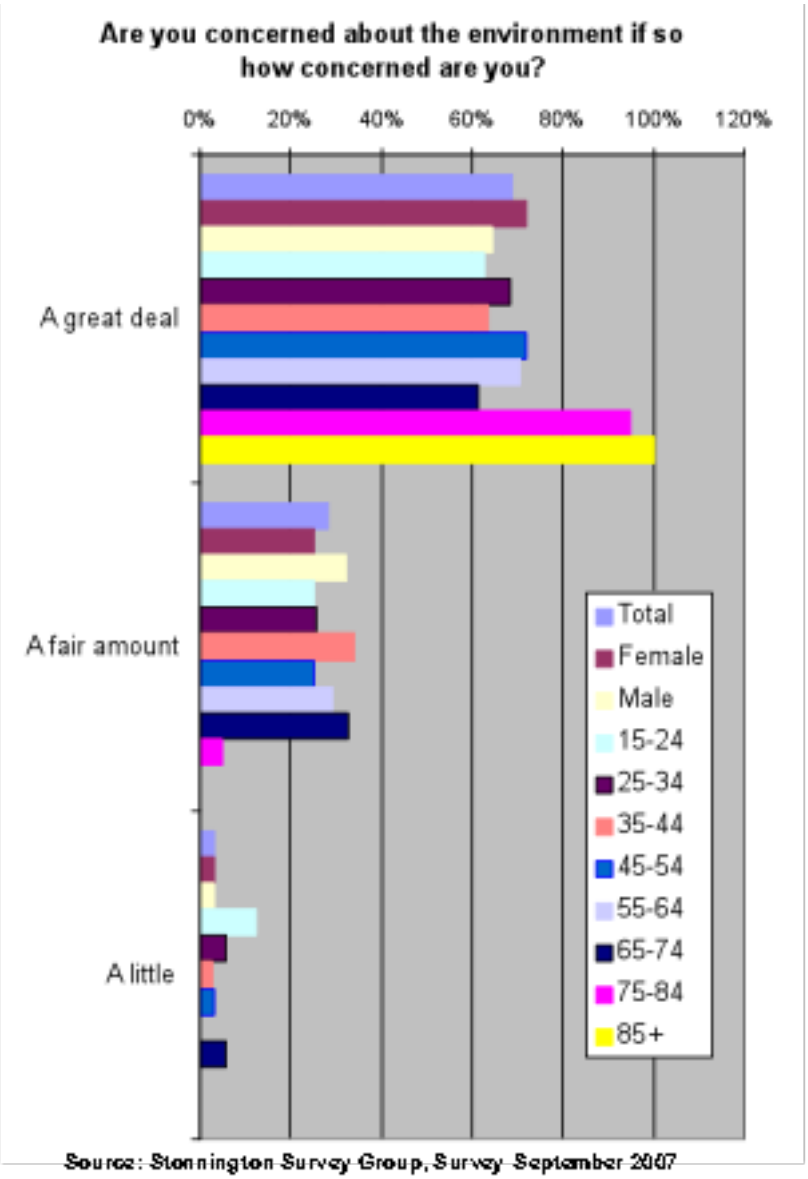
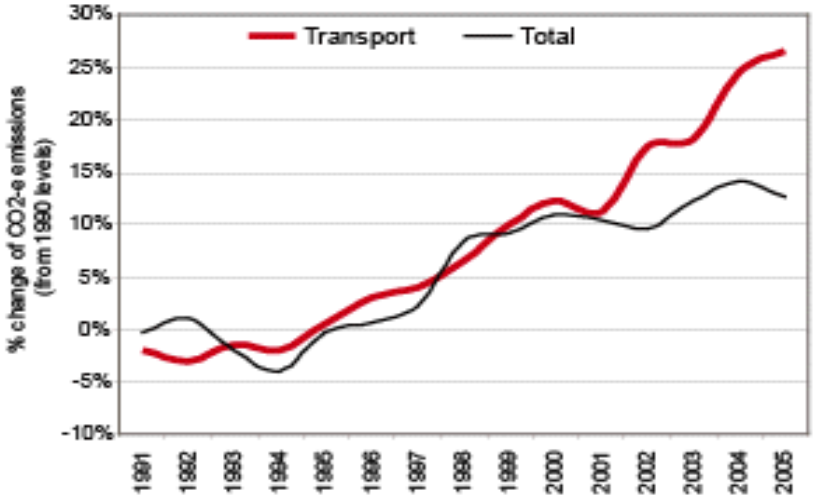

Are you concerned about the environment if so how concerned are you?
0%
20%
40%
60%
80%
100%
120%
A great deal
A fair amount
A little
Total
Female
Male
15-24
25-34
35-44
45-54
55-64
65-74
75-84
85+
Source: Stonnington Survey Group, Survey September 2007

Figure 10



Victorian Transport and Total Greenhouse Gas Emissions
Source: Transport Research and Policy Analysis Bulletin, Department of Infrastructure, Victoria, AGO (2007), State and Territory Greenhouse Gas Inventories 2005

This will require a change in travel behaviour involving greater use of public transport, walking and cycling. However, as outlined in Section 7 of this report, the quality and level of transport infrastructure and services, particularly public transport, will need to be improved. Among the most desired improvements to public transport, cited by Stonnington residents (Figure 11 below) are more frequent services and easier payment options.

Although these improvements are not the responsibility of local government, the Stonnington community believes that Council has an important role in advocating for better public transport (Figure 12 below) and encouraging public transport use. Notably, only 6% of the community believes Stonnington should be advocating for better road capacity; while 18% and 13% of the community believes Council should be encouraging walking and cycling, respectively.

Figure 11

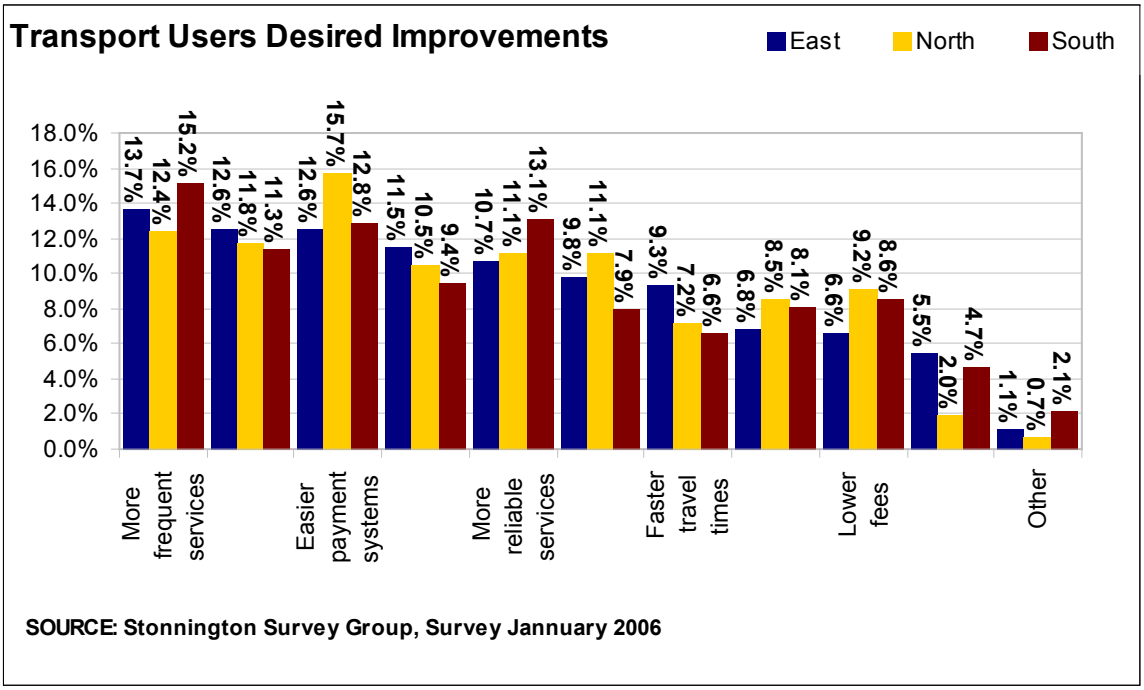
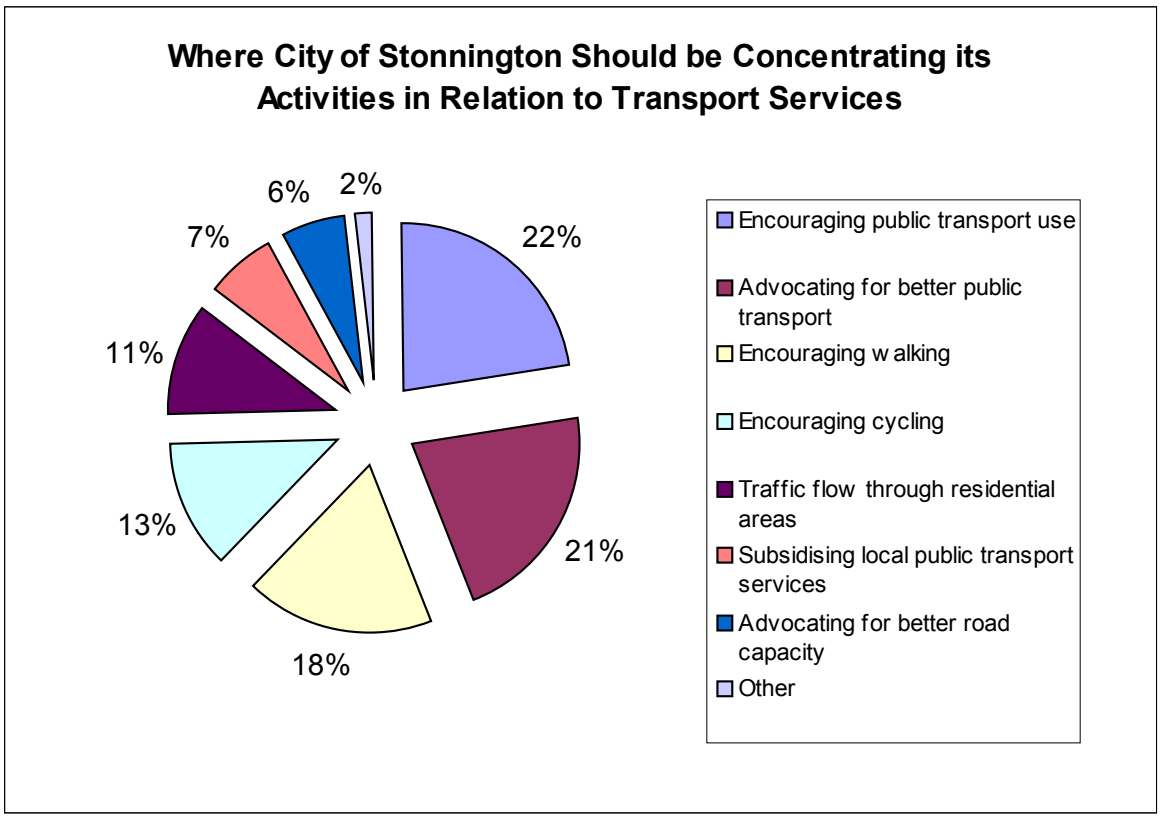


Figure 12



Source: Stonnington Survey Group, Survey January 2006

10. What Sustainable Transport Means to Stonnington

While driving a car is likely to remain an attractive option in the near future, mainly due to flexibility and personal freedom that this mode of travel offers. For a municipality like Stonnington sustainable transport means more people choosing to drive less while choosing to walk, cycle and use public transport more. This ultimately results in:

- Less air and noise pollution;
- More active individuals and therefore healthier communities and environment;
- Increased personal and on-road safety for all users through changes in peoples travel behaviour, reduced vehicular speeds and volumes;
- Reduced personal and business costs as a result of all of the above;
- Stronger local business activity generated by more people walking and cycling rather than through traffic;
- More efficient use of existing car parking facilities through reduced local demand;
- More road space for those who must or choose to drive;
- Stronger communities that interact more frequently and directly;
- Enhanced local character and amenity through traffic and urban design solutions that respond to the needs of people rather cars;
- Increased effectiveness and cost efficiency of the overall transport system;
- Better integration with and access to central Melbourne and the wider metropolitan area.

Effectively, a sustainable transport network is one, which offers a wide choice of travel modes, as well as high level of connectivity and accessibility to key points of interest, community facilities and various centers of activity.

Providing for a sustainable transport network is about 'place making' – making Stonnington a place where personal and business travel is convenient, safe, convivial, comfortable and enjoyable, and not dependent on use of motor vehicles. Where those who choose to own a car are not exposed to the costs and inconvenience of fuel scarcity because they do have other ways of getting around at their disposal, when they choose to do so.

Council should devote more of its statutory, strategic and operational activities towards providing such a network. It should work closely with local community and business sector to encourage them to change their travel behaviour. Importantly, it should actively lobby other tiers of government and public transport providers for improvements to the wider transport infrastructure and services, that are locally significant.

To do that effectively, City of Stonnington should have a clearly defined sustainable transport policy direction to ensure that Council decisions are made strategically and consistently.

Policy Context

Policy makers at both state and local government levels have recognised sustainable transport solutions as key strategic tools in addressing Melbourne's transport problems.

An assessment of Stonnington's strategic documents has shown that, Council has already adopted some sustainable transport policies, but this is not readily apparent due to the number and complexity of relevant documents.

Furthermore, a review of other local governments' approaches and the state government policy has identified 'gaps' in Stonnington policy content.

In addition, a comparison of Councils' activities relating to sustainable transport has shown that City of Stonnington lags behind in policy implementation.

A consolidation of policy into one overarching Sustainable Transport Policy Statement is required to ensure a clear strategic direction and a consistent 'on-the-ground' response can be achieved in Stonnington.

Council staff, residents, business community and other stakeholders need to be given a clear and consistent idea of how Stonnington Council intends to address the growing problems associated with traffic volumes, increasing petrol prices, and climate change.

1. State Government Policy

Victorian State Government is pursuing integrated land use and transport planning through *Melbourne 2030, the Metropolitan Transport Plan and Meeting our Transport Challenges* to ensure Melbourne's transport system's sustainability. They aim to achieve this by increasing opportunities for walking, cycling, use of public transport and moderating the need for cars. State government's broader sustainability and greenhouse abatement objectives are outlined in *Victoria's Environmental Sustainability Framework*, as well as *Victoria's Greenhouse Strategy* (Refer Appendix 1 for details).

1.1 Melbourne 2030: Planning for Sustainable Growth (2002)

Melbourne 2030 is State Governments plan to manage future growth and change in metropolitan Melbourne over a 30-year period. It establishes broad policies for how and where development and supporting transport infrastructure is to occur.

In particular, *Melbourne 2030* emphasises the need to protect the liveability of established areas and to increasingly concentrate change in strategic locations, such as in 'Activity Centres', where the aim is to:

- Reduce the number of private vehicle trips by concentrating activities that generate high numbers of (non-freight) trips in highly accessible locations;
- Improve access by walking, cycling and public transport to services and facilities for local and regional populations.

The City of Stonnington has two of Melbourne's 25 Principle Activity Centres, namely Prahran/South Yarra and Chandstone Shopping Centre. Other major Activity Centres include: Malvern/Armadale; Toorak Village; and Prahran-Alfred Research & Education Precinct on the City's western border.

Melbourne 2030 highlights the need to change travel behaviour through promotion of non-motorised travel for short trips, and public transport for longer trips by raising awareness of alternative means of travel.

1.2 Linking Melbourne: Metropolitan Transport Plan (2004)

Linking Melbourne: Metropolitan Transport Plan is a plan for the management and development of Melbourne's transport system. The Plan details where the Principle Public Transport Network will be developed and sets a target that, by the year 2020, 20 per cent of motorised trips will take place on public transport.

Importantly, the plan states that:

"Melbourne's 'liveability' must be protected so that people can interact easily, safely and in a pleasant environment. This means making sure that cars do not always dominate and that people have other viable travel options. Improvements to public transport and better facilities for walking and cycling can help to counter the effects of traffic congestion on our roads, improve access to services for people with limited travel options, and contribute to better health outcomes."

1.3 Transport & Liveability Statement: Meeting Our Transport Challenges (2006)

Meeting our Transport Challenges outlines how *Linking Melbourne* will be implemented. It commits $10.5 billion over 10 years into improving transport infrastructure and services across metropolitan Melbourne. This includes provisions for SmartBus and local bus improvements in Stonnington, as well as railway infrastructure and service improvements benefiting Stonnington railway network.

1.4 Victoria's Environmental Sustainability Framework, 'Our Environment, Our Future' (2005)

The *Framework* provides direction for government, business and the community on building environmental considerations into their every day activities.

Victoria's Environmental Sustainability Framework identifies three strategic directions and thirteen key objectives, among them an objective to achieve a *"Sustainable & Efficient Transport System"* thus *"Reducing Our Everyday Environmental Impacts"*.

1.5 Victorian Greenhouse Strategy Action Plan Update 2005

The *Victorian Greenhouse Strategy Action Plan Update 2005* builds on the actions and commitments initiated by the *Victorian Greenhouse Strategy (2002)*. It outlines the broad policy commitments and overarching directions being pursued by the Government in relation to climate change, including:

- supporting innovative approaches to reducing travel demand, including TravelSmart program and support for the establishment of car sharing programs in the Melbourne metropolitan area
- updating of the residential subdivision provisions in Clause 56 of the Victoria Planning Provisions, to include Draft Sustainable Neighbourhood Provisions which, will propose that greenhouse issues are considered more closely in the design of residential subdivisions by encouraging reduced car use.

2. Other Local Governments' Policy Position

A peer review of transport policy has shown that many local governments outline their approach to transport planning and development in purposefully developed documents such as City of Yarra's *Strategic Transport Statement 2006* or City of Port Phillips *Sustainable Transport Framework 2004–2006*.

Whilst differing in detail, what all of the reviewed policy approaches have in common is a clearly stated core policy commitment to moderating the impact of car use and prioritising sustainable modes of transport.

2.1 City of Yarra

City of Yarra outlines its strong commitment to sustainable transport, and integration of transport planning with land use, health, social, economic and environmental planning objectives with all Council activity, in several policy and strategy documents:

- Council Plan 2006–2010
- Yarra Planning Scheme
- City of Yarra Strategic Transport Statement 2006
- Encouraging and Increasing Walking Strategy 2005 – a Policy Document for the City of Yarra
- Yarra Environment Strategy 2000
- City of Yarra Municipal Public Health Plan 2005–2008.

Central to City of Yarra's transport planning are the following policies, outlined in its *Strategic Transport Statement 2006*:

- The need to reduce car dependence in the City of Yarra by promoting walking, cycling and public transport use as viable and preferable alternatives.
- Prioritisation of these more sustainable modes of travel; and
- The need to provide a high level of accessibility to and within Activity Centres via enhanced public transport facilities, and provision of safe and convenient pedestrian and bicycle environments.

Despite policy bias towards 'more sustainable transport modes' and away from 'less sustainable transport modes', as defined in the *City of Yarra Strategic Transport Statement 2006*:

More sustainable transport modes
1. Pedestrians *(Includes using wheelchairs and walking with prams)*
2. Cyclists
3. Tram
4. Bus / Train
5. Taxi users / car sharers

Less sustainable transport modes
6. Freight vehicles
7. Motorcyclists
8. Multiple occupants local traffic
9. Single occupants local traffic
10. Multiple occupants through traffic
11. Single occupant through traffic

Yarra Municipal Strategic Statement (MSS) recognizes *"...that reliance upon cars will continue and that reductions in traffic flows can not be expected. Reducing the incidence of car based travel is not an end in itself but a means to achieving a wide range of objectives..."*.

Further, Yarra's MSS suggests that it is important to first recognise the different types of main road that exist in Yarra, from an urban form, rather than from traffic carrying, perspective. *"In categorising main roads it is logical to differentiate them by built form character, rather than traffic function." The MSS states that, "Boulevards are different to other main roads because they are wider, and have a special quality of public domain, based on the strong presence of trees and one or more wide medians."*

2.2 City of Port Phillip (CoPP)

City of Port Phillip has a number of transport related strategic documents, which have been developed as a response to resident's wish to see the impact of vehicular traffic minimised. These include:

- CoPP Planning Scheme
- Integrated Transport Strategy 1998
- Walking Plan 2005–210
- Cycle Plan 2005–2010
- Parking Plan - Towards 2010
- Public Transport Study 2002
- Road User Safety Strategy 2002–2007.

In terms of policy basis, CoPP has committed to making walking, cycling and the use of public transport its three priorities in managing traffic and transport within the city.

As far back as 1998, CoPP's *Integrated Transport Strategy* aimed for greater integration between transport modes and facilitation of 'environmentally friendly' transport options.

More recently, the Council has captured its overarching policy intentions in a *Sustainable Transport Framework 2004–2006* which, in managing and developing a safe and well connected transport system, gives priority to transport modes in the following order:

1. Walking

2. Cycling

3. Public transport

4. Freight

5. Multiple-occupancy vehicles

6. Single occupancy vehicles.

The *Framework* sets out Council's Mission Statement as follows:

"We will encourage residents, business people, organisational staff and visitors to exchange some of their vehicle trips for walking, cycling and public transport trips."

The *Sustainable Transport Framework 2004–2006*, also outlines Four Principles of Sustainable Transport:

Deliver Priority: Council will give preference to and right of way to sustainable transport modes in terms of allocating time, space and facilities.

Increase Connections: Council will strive towards a more compact city where walking, cycling and public transport are interlinked, efficient, direct, attractive and competitive.

Imporve Safety: Council will strive to provide conditions, which encourage greater activity and increase actual and perceived road and personal safety.

Raise Profile: Council will strive to raise the profile of walking, cycling and public transport and benefits of these modes through the provision of information, facilities and active promotion, both internally and externally, to drive change in travel behaviour.

The *Sustainable Transport Framework 2004–2006* is worth noting as it articulates CoPP's policy position extremely effectively. It is limited to a single page, where the information is presented in the form of a flow chart (Refer Appendix 3 for details).

The Framework does not define sustainable transport. This has been defined in the recently adopted CoPP *Towards Zero - Sustainable Environment Strategy 2007*, as: *"Travel modes and infrastructure that encourage the use of low emissions vehicles and transport options."*

The new *Sustainable Environment Strategy 2007* also sets Councils transport policy within the context of zero emissions, and commits CoPP:

- To ensuring that it achieves a low-emissions or no-emissions fleet and standards of Council practice by 2020
- To significantly increasing infrastructure and travel modes that encourage community use of low-emissions or no-emissions vehicles by 2020.

It is also noted that CoPP applies sustainable transport principles to parking. *Parking Plan – towards 2010* highlights that *"to solve our parking problem, we need to solve our transport problem"*; and the policy is to reduce dependence on the car. Key initiatives include:

- Parking limitations policies – consideration of office parking limitations policy: 2.0 spaces/100m^2 in certain locations;
- No Parking Permit Policy – 'blanket' policy for all new residential development implemented irrespective of off-street supply and on-street demand;
- Reduced Car Parking Residential Development Policy – currently preparing policy which formalises Council's practice of many years to set the ratio for the number of car parking spaces required for new residential developments, restaurants, shops and offices at a rate lower than the State Government Planning Scheme requirements; and introduces a new option that allows the Council, in specific areas of Port Phillip only, to apply a further reduced parking ratio;
- Parking Policy refinement; and
- On-street parking pricing.

2.3 City of Melbourne

As the capital city of Victoria and the primary business and activity destination of the state, the City of Melbourne relies heavily on its transport network.

With an average of 710,000 people accessing the city daily, and a forecast of around one million more people living in metropolitan Melbourne in the next 30 years, the transport challenges faced by the City of Melbourne have metropolitan and statewide implications.

Whilst Council's transport policies respond to Melbourne's capital city role, they are also designed to address the needs of local residents, organisations and businesses. In that respect, City of Melbourne's approach to transport planning and development is still useful for the purpose of this report.

The key strategic documents outlining City of Melbourne's transport policies are:

- City Plan 2010
- Melbourne Planning Scheme
- Transport Program 2003–2006
- Moving People and Freight: Transport Strategy 2006–2020
- Bike plan 2002–2007
- Carlton Parking & Access Strategy.

City Plan 2010, Councils primary planning strategy, informs other key strategic documents and provides broad based objectives and strategic directions for the City, including transport objectives. However, it is the *Transport Strategy 'Moving People and Freight',* approved by Council in September 2006, that outlines the strategy for the city's transport system over the next two decades.

It covers peoples' need for travelling to and around the city, and moving freight across the city. It is the document that articulates Council's vision for an integrated and sustainable transport system as follows:

"The City of Melbourne's vision is for a transport network which is convenient, equitable and sustainable, ensuring a thriving and sustainable City, and which meets the diverse needs of our residents, workers, tourists, visitors and businesses."

CoM's *Transport Strategy* aims to achieve this vision by pursuing policies aimed at:

- Improving the pedestrian environment and linkages
- Improving connections to public transport
- Improving opportunities for cycling
- Prioritising public transport
- Dynamically managing the provision of on-street parking and access to short-term parking
- Integrating transport and land use planning
- Encouraging investment in public transport
- Increasing the efficiency of freight operations and commercial movement by managing road congestion
- Addressing road congestion by prioritising space-efficient transport modes
- Informing people about their travel choices.

The *Transport Strategy* details numerous policies, many of which relate to State Government initiatives and programs; as well as activities of other relevant stakeholders, such as for instance public transport providers. For example, the Strategy communicates Council's support for the 'Think Tram' priority program and the upgrade of Flinders Street Station.

This approach, while resulting in a rather lengthy document, clearly illustrates CoM's policy position on key transport issues and thus provides for greater transparency and accountability in the decision-making process.

It also enables City of Melbourne to acknowledge areas, which fall outside of Council's direct influence or responsibility. While opening up opportunities for promoting dialogue with other agencies that have more influence, as well as through partnerships, agreements and co-operation.

2.4 City of Boroondara

City of Boroondara transport policies are outlined in the following documents:

- Boroondara Planning Scheme
- Integrated Transport Strategy 2006
- Draft Bicycle Strategy 2007
- Kew Junction Walkability Strategy
- Parking Mangement Policy
- Draft Road Safety Strategy 2007
- Traffic Management Policy.

Boroondara's overarching transport policy statement, including its vision, is captured in the *Integrated Transport Strategy*, adopted by Council in November 2006:

"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 Strategy seeks:

- 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.

2.5 Darebin City Council

Darebin City Council is widely recognised as one of metropolitan Melbourne's leading local governments in development and implementation of sustainable transport concepts. The City's key strategic transport documents include:

- Darebin Planning Scheme
- Going Places: Darebin Transport Strategy 2007–2027
- Going Places: Darebin Integrated Transport Plan
- READ: The Darebin Cycling Strategy 2005–2009
- Green Travel Plan.

Central to City of Darebin's transport policy is the aim to moderate the impact of car use by reducing the need to travel through enabling people to access their daily needs within walking distance of their home. Where they need to travel further distances, it is Darebin's policy to encourage the use of public transport and cycling as the more sustainable modes of transport.

Going Places: Darebin Transport Strategy 2007–2027 provides an overarching framework for future land use and transport planning within the municipality. It aims to meet the current and future transport challenges including rising petrol prices, congestion, increasing freight traffic and population growth in Darebin's north. The strategy is designed to provide quick and convenient access to services and facilities for residents; create people-friendly environments; and work in partnership with other organisations and levels of government to achieve these outcomes.

The Strategy sets out eight objectives:

- Improve access to local and metropolitan opportunities
- Increase the role of sustainable transport modes
- Build new developments that reduce transport demand
- Increase social inclusion for residents
- Improve health and environmental outcomes
- Improve community safety
- Integrate quality urban design, economic development and sustainable access
- Engage stakeholders through effective communication

The actions within the *Darebin Transport Strategy* are divided into seven categories:

Land Use: designed to influence the location and types of land uses in Darebin, and to better integrate land use and transport thinking.

Infrastructure provision: to improve infrastructure that requires particular attention.

Infrastructure management: to better manage the existing transport system so that it performs at its best and meets emerging needs.

Information provision: to improve understanding of travel needs and to develop actions that are consistent with the Strategy.

Attitudinal measures: designed to change individual attitudes to travel and encourage use of more sustainable modes.

Pricing: designed to test if pricing can influence the amount and type of travel.

Advocacy: for Council to advocate for the Victorian Government to bring forward investments that will contribute to the objectives of the Strategy.

Going Places: Darebin Transport Strategy 2007–2027 was released in March 2008 and constitutes the latest, it could be argued "cutting-edge" approach to land-use and transport planning. The key points of difference with other strategic documents reviewed here are:

- The importance it places on improving accessibility to travel destinations i.e. the concept of "Local Living", where employment, shopping, education, community and recreation opportunities are grouped within walking distance
- The development of City of Darebin Road Hierarchy involving four street types: Strategic Corridors (Primary Arterial Streets); Primary Multimodal Streets; Secondary Multimodal Streets; and Local Multimodal Streets
- The development of "Darebin Connections" – a framework for the provision of public transport services within the municipality, which identifies four different levels of public transport, namely: Rapid Public Transport Services; Principle Public transport Services; Secondary Public Transport Services; and Community Transport Services.

Darebin Transport Strategy 2007–2027 emphasizes the need for a coordinated approach, acknowledging that some aspects of travel, particularly those relating to main roads and public transport are not controlled by Council and will require the cooperation of all relevant organizations.

3. Current Stonnington Policy Position

Unlike the municipalities discussed above, Stonnington does not have one document that clearly articulates Council's transport policy position. The following policy and strategy documents broadly deal with transport:

- Council Plan;
- Stonnington Planning Scheme;
- Municipal Public Health Plan;
- Community Safety Plan;
- Sustainable Environment Plan;
- Road Safety Policy;
- Bicycle Strategy – October 2005;
- Road Management Plan.

The various documents listed above, outline the following Council adopted transport policy (Refer Appendix 2 for details):

- That transport is part of the City's built infrastructure, which needs to be maintained to promote its sustainability (City Plan 2007–2011)
- That transport overall, and specifically traffic congestion and parking deficiencies need to be improved to promote the growth of local economy (City Plan 2007–2011)
- That Council will seek to integrate land use planning and development with the transport network, car parking facilities, and traffic management for the benefit al all users (MSS)
- That parking supply and congestion are major problems, predominantly in the west of the City. To this effect, the Council will seek to ensure that new use, development and redevelopment do not exacerbate traffic problems (MSS)
- That Council will seek to improve car parking through a variety of measures including increasing supply, reducing demand and encouraging alternative forms of transport (MSS)
- That to further community health and wellbeing, Council will seek to promote sustainable transport and physical activity (City Plan 2007–2011, Municipal Public Health Plan)
- That Council will seek to encourage the use of sustainable transport modes (Bicycle Strategy)
- That Council will seek to provide and promote sustainable environments for physical activity, including provision of direct, safe and convenient pedestrian and cycle routes (Municipal Public Health Plan)
- That Council will work towards promoting and supporting safe, accessible and convenient local destinations, public transport options, and walking and cycling routes (Municipal Public Health Plan)
- That Council will seek to improve the safety around access to available public and private transport, and pathways for pedestrians and bicycles to destinations around the City of Stonnington in order to achieve increased public transport use, cycling and walking in public spaces (Stonnington Community Safety Plan)
- That Council acknowledges that motor vehicles are a major contributor to air pollution (Stonnington Sustainable Environment Plan)
- That all actions and developments in road planning, construction and regulation seek to reduce fatalities or serious injuries from road accidents down to zero (Road Safety Policy)
- That a well-managed bicycle infrastructure programme, both on and off road, is integral to Council's on-going commitment to environmental sustainability, healthy lifestyles and efficient traffic management
- That Council will recognise the needs of cyclists in infrastructure planning (Bicycle Strategy).
- That Council will seek to promote and encourage safe cycling (Bicycle Strategy)
- That Council will improve and expand the existing bicycle infrastructure (Bicycle Strategy).

These documents set Council's transport policies within the context of Stonnington's sustainability, prosperity, health and wellbeing, and an integrated network.

They do not however, constitute a holistic transport policy statement or framework. This makes it difficult, for both Council staff and external stakeholders, to understand what direction the Council aims to take with respect to transport planning and development in Stonnington.

4. Policy 'Gaps'

A comparison of Stonnington's transport policy content with that of the other Councils' described above, has identified several 'policy gaps'. These mainly relate to policies, which respond to the issue of road congestion, air and noise pollution and road user safety by:

- Aiming to reduce car dependence and to moderate the impact of car use through community education and promotion of sustainable modes of travel; and by localising employment, education, recreational and other daily activities
- Prioritising sustainable modes of travel in terms of allocating time, space and facilities
- Recognising that design of any scheme within the transport network should relate to the movement of people (and goods where appropriate) and not to the movement of vehicles – a transport network designed for people and not for cars
- Improving understanding of travel needs and developing actions that are consistent with strategies designed to respond to these needs
- Testing if pricing can influence the amount and type of travel
- Recognising Activity Centres as sustainable transport 'hubs' to enable local economy growth, community health and wellbeing
- Recognising patterns of travel as involving multi-modal journeys; and providing multi-modal interchanges and linkages to enable people to reach their final destinations with ease, in comfort, and in safety
- Acknowledging that inner metropolitan municipalities, like City of Stonnington, are relatively well provided for by public transport, but that collaborative work will have to be undertaken with state government and public transport providers to deal with current network capacity deficiencies
- Acknowledging areas, which fall outside of Council's direct influence or responsibility, while opening up opportunities for promoting dialogue with other agencies.

These 'policy gaps' would have to be addressed if Stonnington is to be fully consistent with State Government's metropolitan transport policy objectives and consistent with other Melbourne municipalities.

Importantly however, addressing these 'policy gaps' would enable City of Stonnington to respond more strategically and effectively to problems like climate change, air and noise pollution, fuel scarcity, health and inequality in people's mobility and accessibility to daily needs.

5. Policy Implementation

The local governments studied for this report implement their sustainable transport policies through numerous programs and initiatives, as listed below.

Key Sustainable Transport Initiatives & Programs [23]

Sustainable Transport Initiative/Program	Port Phillip	Yarra	Darebin	Melbourne	Boroondara	Stonnington
Car Share	✔	✔	✔	✔		
TravelSmart	✔	✔	✔	✔	✔	
Community Bus	✔	✔	✔	✔	✔	✔
WalkSmart	✔					
CycleSmart	✔					
Commuter Club	✔	✔	✔	✔	✔	✔
Bicycle User Group	✔	✔	✔		✔	
Safe Routes to School	✔					✔
Safe Routes to Shops	✔					
Local Area Access Program	✔	✔	✔		✔	
Streets for Living	✔					
WalkSafe	✔				✔	✔
Walking School Bus	✔	✔	✔	✔	✔	✔
Walking Groups	✔	✔	✔			✔
Walk to Work day	✔			✔	✔	
Ride to Work Day	✔	✔	✔	✔	✔	
Ride to School Day	✔				✔	
Ride to School Program	✔					
Bike Trailer	✔	✔	✔	✔		
Green Travel Plan		✔	✔		✔	
Going Places		✔	✔			
Get Out There!		✔	✔			
Preston Market Home Delivery Trail		✔	✔			
Travel Plan Guidelines		✔	✔			
Darebin's Workplace Challenge & similar initiatives in other Councils		✔	✔		✔	
Bikes in Schools		✔	✔			
School Travel Planning	✔	✔	✔	✔		
Green Travel Day 3x/yr		✔	✔			
Love living Local/Live Life Local		✔	✔			
IMAP – Sustainable Transport	✔			✔		✔
Bike Fleet		✔	✔			
Interest free loans for bikes and Metcards		✔	✔			
Rideshare software/system		✔	✔			
Green Travel Day off for car pool owners		✔	✔			
Wheels & Heels – community engagement program				✔		
Bicycle Account				✔		
Parking provisions – maximum parking requirements in CBD & docklands				✔		
Travel Management Association				✔		

Although the merit and applicability of some of the above programs and initiatives to Stonnington can be questioned, the table reveals that Stonnington pursues a far less of them than its 'peer Councils'.

A consolidation of policy into one overarching Sustainable Transport Policy would not only help define more clearly the strategic direction Stonnington Council intends to take with respect to transport planning. It would also ensure a more comprehensive and consistent 'on-the-ground' response when it comes to implementation.

[23] Local government sustainable transport policies outlined in Section XX of this report, are actively pursued and implemented via a number of key sustainable transport programs and initiatives. Some of these are funded solely by the local government, while others are either state or federal gov ernment funded. Some, like the CareShare program constitute a partnership with the private sector (refer to Appendix B for details).

Consolidating & Updating Stonnington Policy

1. Recommended Approach

In order to ensure that Stonnington responds well to contemporary transport challenges and creates a framework within which an effective and coordinated transport planning and development can occur, the City should:

- Capture and clearly articulate the direction it wishes to take within an overarching Sustainable Transport Policy
- Outline the principles that should underpin a Sustainable Transport Policy
- Set a clear direction for planning, developing and managing a sustainable transport network by defining transport mode/road user hierarchy
- Set out a vision for a sustainable transport network within Stonnington
- Consider options for future strategy and implementation.

Considering the important role local government plays in planning, developing and managing municipal transport systems, it is vital that it has the right 'tools' to use in performing this role. Such 'tools' range from Sustainable Transport Plans for Activity Centres to Parking Precinct Plans, to TravelSmart initiatives.

However, Councils may not be able to use these 'tools' effectively and in a coordinated manner unless they define the overall purpose of applying them in their daily operations and decision-making. Local government needs to define the direction it wishes to take with respect to transport planing and development.

For Stonnington, this would be best achieved by developing an overarching Sustainable Transport Policy, tailored to Stonnington's unique style and character; and adapted to deal with the area's specific transport opportunities and challenges.

The proposed approach would align Stonnington policy and implementation more closely with metropolitan transport strategy and the activities of other leading municipal Councils. A Sustainable Transport Policy would constitute both a consolidation of Stonnington's transport policies and their evolution into a clearly articulated policy direction.

Above all however, adoption of a Sustainable Transport Policy would help Council respond to the growing problems associated with traffic. Thus assisting Council in honouring its commitment to promoting sustainability, community safety, health and wellbeing and growth of local economy.

A program of further strategic planning and implementation activities should also be developed at some stage to insure Council has the right 'tools' to make its decisions in line with the Sustainable Transport Policy intentions.

1.1 Policy Principles

As a first step, it is important to define the scope of the Sustainable Transport Policy, which should be based on a number of 'Principles'. They must be sufficiently broad and 'high level' to remain relevant over long term strategic planning and implementation of the Policy.

These 'Principles' should guide Council strategic, statutory, operational and service activities relating to Stonnington's transport network to ensure its sustainability. The Policy 'Principles' could include the following [24]:

Principle 1: Deliver priority

At its most basic, transport is about movement of people and of goods, where appropriate. It is not about the movement of vehicles per se – movement of vehicles is a means to an end not a means in it self.

Current practices tend to devote more public road space to a car trip than to travel by other modes. More efficient, and therefore sustainable management gives priority to modes, which generate less pollution, particularly walking and cycling; that require less space per passenger-kilometre, such as public transport; and which serve particularly high-value trips, such as emergency and freight vehicles.

[24] Note that 'Policy Principles' are not necessarily listed in order of priority, with the exception of the proposed hierarchy of transport modes.

As such priority should be given to transport modes in the following order:

1. Walking

No matter where we are going and how we choose to get there all travellers are pedestrians [25] at some point in their journey. Walking, is the most sustainable mode of transport as it does not generate any emissions nor does it require the use of fossil fuels as an energy source. It also requires the least space per traveller and therefore is the most efficient, not to mention healthy for the individual involved.

2. Cycling

The second most sustainable form of transport is cycling. Like walking, cycling does not generate any emissions when moving. However, fossil fuels, as well as other materials, are usually used in manufacture and transportation of bicycles. Therefore, this mode is only second to walking in terms of its sustainability.

3. Public transport

Although contemporary buses, trains and trams do generate greenhouse gas emissions, both during their making and operation, recent research conducted by Public Transport Division of the Department of Infrastructure confirms that public transport performs better than cars [26]. Significantly though, public transport is much more efficient in terms of use of space per passenger-kilometre than cars.

4. Commercial vehicles serving local businesses and institutions [27]

Commercial vehicles are generally less sustainable or efficient in terms of generating emissions or use of road space than either walking, cycling or public transport. They however play an important role in every day living, which justifies giving them priority over multiple occupant vehicles.

[25] Includes people using wheelchairs and other mobility aids as well as those walking with prams.
[26] Presentation to Melbourne Transport Forum by Adele McCarthy of Department of Infrastructure's Public Transport Division, 7 November 2007, showed that public transport performs better than cars by 30% at current occupancy rates; and that a switch from car to public transport results in 65% savings in emissions in peak periods, and a 95% saving in off peak periods.
[27] Includes trucks and delivery vans.

5. Multiple-occupancy vehicles

These could include community buses as well as cars used for car-pooling and taxis. Although, this category may include vehicles, which have high fossil fuel consumption, such as automobiles or minibuses, the multiple-occupancy of such vehicles increases their 'sustainability ranking' due to their more efficient use of road space per passenger-kilometre.

6. Single-occupancy vehicles

The final category generally applies to cars and motorcycles. These single occupant vehicles are generally the worst air and noise polluters. Single occupant cars also constitute the least efficient use of road space per passenger-kilometre. Although, it is acknowledged that motorcycles use road space more efficiently than cars, most motorcycles are not equipped with catalytic converters therefore pollute as much or more than cars. Thus it is considered appropriate to group these two different modes of transport together as least sustainable.

Preference should be given to more sustainable modes of transport in terms of allocating Council time, space and resources.

Principle 2: Moderate the impact of cars

Although reliance upon cars is likely to continue into the near future, Council should strive to reduce car dependence and to minimise the impact of car use which is undermining the quality of life in some parts of Stonnington. The premise is to moderate the incidence of car use by working towards a modal shift of car users, particularly for short and local trips. The aim being to make Stonnington more sustainable by having more people in the municipality choosing to walk, cycle and to use public transport more often and driving their cars less. This can be achieved by promoting alternatives to car use; by grouping people's daily needs, such as shops, schools and community services within walking distance of where they live, thus minimising their need to travel; and by making Stonnington a municipality that offers a transport network where walking, cycling and public transport, are efficient, convenient, convivial, and competitive with car use.

Principle 3: Increase connections

Travel is about getting to shops, schools, work places, public transport, parks, medical centres, friends, libraries, and other facilities, services and places of interest. Travel also involves multi-modal journeys – train, tram, bus users and even car drivers have to walk to their final destination. By applying sustainable transport principles and urban planning processes, Council should strive to group the right mixture of facilities, services and other uses, particularly in activity centres; and provide direct and well connected travel pathways (footpaths, walking and cycling tracks and laneways) and multi-modal interchanges (bicycle parking facilities, bus stops, tram and train stations) to enable people to reach their destinations with ease, in comfort and in safety. The aim is to improve pedestrian, cyclist and public transport connections, accessibility and permeability within and between activity centres and other parts of the municipality.

Principle 4: Improve safety

All road users, especially pedestrians and cyclists, who are more exposed to serious trauma, must be able to move safely and confidently through the City. Whether the fear is real or perceived it can discourage people from going to public places (particularly older citizens), walking, cycling or using public transport. Clean, well-lit streets, designed with people' mobility needs in mind (e.g. that give pedestrians sufficient time to cross), become public places that are highly frequented and thus subject to a form of natural surveillance. Council should strive to provide conditions, which encourage greater activity, reduce the potential for injury, and improve actual and perceived safety in order to increase public transport use, cycling and walking in public spaces.

Principle 5: Raise profile

With decades of car focused planning, engineering and marketing saturating our everyday lives, it is no surprise that we often describe ours as a 'car oriented culture'. Walking, cycling or using public transport is not often considered an obvious choice, even in municipalities like Stonnington that are relatively well provided for by sustainable transport. Local government can play an important role in educating, informing and familiarising local communities with the variety of transport choices at their disposal. 'Tools' that Council may choose to use include, way-finding signage for pedestrians and cyclists, maps, public transport information on Council's website and in Council offices etc. Council should strive to raise the profile of walking, cycling and public transport and the health and environmental benefits of these transport modes through the provision of information, facilities and active promotion, both internally and externally, to compel people to change their travel behavior.

Principle 6: Foster community involvement

Raising the profile of walking, cycling and public transport use is one important step towards a more sustainable Stonnington. Another is giving the Stonnington community a sense of ownership and control over both Council activities and their personal transport choices. Council should actively engage with local institutions, resident and business communities to ensure their involvement in development and implementation of sustainable transport strategies, plans and initiatives. This could range from establishing a Stonnington Sustainable Transport Advisory Group to working with local schools and businesses on TravelSmart initiatives.

Principle 7: Advocate on behalf of the community

It is important to acknowledge the limitations of local government control over the development and running of Melbourne's complex metropolitan transport network. For instance, local government has neither the legal jurisdiction nor the resource capacity to construct new train or tram-lines or to operate any such services. Given its expert knowledge of local transport issues however, Council should represent the interests of the Stonnington community to other levels of government and private sector responsible for the provision of transport services, facilities and infrastructure, which impact on local needs, and which fall outside of Council's control.

Principle 8: Build relationships

Stonnington transport network forms part of the wider metropolitan system. It is complex both in terms of the number of its components – trams, trains,

buses, bicycle lanes, footpaths etc. - and in terms of the number of parties involved – bicycle groups, state government departments, private companies providing public transport services etc. It would be impossible to achieve a coherent, integrated and effectively functioning sustainable transport system in Stonnington without the direct involvement and cooperation of all key stakeholders. Although City of Stonnington cannot guarantee that such cooperation will occur, Council should work towards fostering relationships with other governments, groups and agencies to promote the sharing of knowledge and resources and to engage in partnerships.

Principle 9 – Provide leadership

City of Stonnington is one of the biggest employers in the municipality. Media, local resident and business community closely scrutinise its everyday dealings and activities. The Council therefore has the capacity if not the obligation to lead by example. It should champion sustainable modes of travel by developing and implementing internal processes and programs designed to engage Council staff and contracted service providers. This could be done via a number of programs and initiatives, such as a Green Travel Plan for Council employees, or the use of low emission vehicles in Council fleet.

Principle 10: Monitor progress

The question of measurable outcomes in transport policy is an ongoing issue for all transport authorities, not just local government. Above all, it relies on long term, methodical and comparable data collection, such as pedestrian, cyclist and motor vehicle counts. Stonnington does have Council endorsed sustainability indicators which could be used to monitor the progress of the proposed Sustainable Transport Policy Statement (particularly those relating to air quality). However, these may have to be expanded to effectively monitor change in travel behaviour.

1.2 Vision Statement

Stonnington Council Plan 2007–2001 sets out a vision for the City as follows:

"Stonnington will be seen as community minded, unique in style and character, renowned for its quality and attractive environs, cosmopolitan lifestyles and prosperous business sector."

This vision constitutes a statement of aspiration for all Council departments and individual officers to achieve through their daily activities. Gaining agreement on what we envisage the transport network to be in Stonnington is equally important. It would be a statement of what City of Stonnington wants to achieve as far as transport and travel is concerned. A Vision Statement should be canvassed in the Sustainable Transport Policy, and could read as follows:

"City of Stonnington will be serviced by an integrated, sustainable, safe, convenient, and accessible transport network, that responds to the municipality's unique style and character, minimises impact on the environment and overall amenity, enhances livability, promotes well being, vitality and prosperity and benefits all users."

2. Future Strategy & Implementation

Embracing the need for a Sustainable Transport Policy is the first step towards developing a coordinated and comprehensive approach to transport planning in Stonnington. A good planning process usually begins with the most general concepts, like the 'Principles' captured within the Sustainable Transport Policy, and leads to specific goals, actions, responsibilities, implementation and monitoring regimes pursued as part of specific plans, programs and tasks.

The Policy would constitute an overarching 'umbrella' document, which would set out the basic rules for guiding Council's decision making and the general course of action. There already exist Stonnington documents, which would fall under the 'umbrella' of the Policy Statement, particularly those relating directly to transport i.e. the *Road Safety Policy; Bicycle Strategy, Road Management Plan, Inner Melbourne Action Plan* sections relating to sustainable transport, the Planning Scheme, and specific Sustainable Transport Plans, such as the one contained in *Chapel Vision*.

Some of these documents already outline specific goals, actions, responsibilities etc. Some, like the *Stonnington Municipal Strategic Statement and Local Policy* sections of the Planning Scheme, are due for review, which opens up the opportunity to align them more closely with the intent of the Sustainable Transport Policy.

Other documents, like the *Sustainable Environment Plan or the Community Safety Plan*, do capture particular sustainable transport concepts in a policy or strategy context. However, they do not fit directly under the 'umbrella' of the Sustainable Transport Policy. As such, these sustainable transport concepts would have to be captured elsewhere.

There are also key aspects of sustainable transport, such as 'walking' for instance, that are not addressed strategically in any of the existing Stonnington documents.

What needs to be considered is a program of strategic planning and implementation activities developed to ensure that Stonnington is equipped with the right 'tools' to make decisions consistent with the Sustainable Policy intentions. Possible 'tools' range from a *Municipal Transport Strategy*; to mode based plans, such as the current *Bicycle Strategy*; or *Planning Scheme Local Policies*, such as a Parking Policy; Sustainable Transport Plans for Activity Centers, such as the Council adopted Sustainable Transport Plan for *Chapel Vision*; to operational programs and initiatives like Green Travel Plans; and behavior change programs like TravelSmart or supporting a Ride-to-Work-Day.

Each of these strategic planning and implementation activities needs to be considered on its own merit and in due course. For instance, would Stonnington benefit from developing a municipal transport strategy, like Cities of Melbourne and Darebin have done? Or would it be more appropriate to take the City of Yarra's example and pursue implementation of the Sustainable Transport through mode and issue based plans, like a *Municipal Walking Action Plan*, a *Road Safety Strategy* etc. (Refer to flowchart in Appendix 4).

The degree to which the Stonnington community, other government levels and relevant transport agencies would be invited to contribute towards the development and implementation of each of these 'tools' would also need to be considered, on a case-by-case basis.

The Sustainable Transport Policy should not sit in a 'strategy vacuum' and its adoption would open up the opportunity for greater community involvement in the City's activities relating to transport, as well as a more consistent and coordinated decision making and resource allocation.

Appendix 1: Relevant State Government Policy

Melbourne 2030: Planning for Sustainable Growth (2002)

Melbourne 2030 is State Governments plan to manage future growth and change in metropolitan Melbourne over a 30-year period. It provides a framework for governments at all levels to respond to the diverse needs of those who live and work in and near to Melbourne, and those who visit.

The core of *Melbourne 203*0 are Nine Key Directions. Particularly pertinent to this report is *Direction 8 – Better transport links*, which outlines the following:

- Upgrade and develop the Principal Public Transport Network and local public transport services to connect activity centres and link Melbourne to the regional cities
- Improve the operation of the existing public transport network with faster, more reliable and efficient on-road and rail public transport
- Plan urban development to make jobs and community services more accessible
- Coordinate development of all transport modes to provide a comprehensive transport system
- Manage the road system to achieve integration, choice and balance by developing an efficient and safe network and making the most of existing infrastructure
- Review transport practices, including design, construction and management, to reduce environmental impacts
- Give more priority to cycling and walking in planning urban development and in managing our road system and neighbourhoods
- Promote the use of sustainable personal transport options.

Melbourne 2030 emphasis the need to protect the liveability of established areas and to increasingly concentrate change in strategic locations, such as in 'Activity Centres' and undeveloped land.

Activity Centres are defined in Melbourne 2030 as centers for business, shopping, working, and leisure. The majority will also contain community facilities, such as public administration, education, health and emergency services.

The key objectives for the development of Activity Centres, which are of particular interest here, are to:

- Reduce the number of private vehicle trips by concentrating activities that generate high numbers of (non-freight) trips in highly accessible locations;
- Improve access by walking, cycling and public transport to services and facilities for local and regional populations.

The City of Stonnington has two of Melbourne's 25 Principle Activity Centres, namely Prahran/South Yarra and Chandstone Shopping Centre. Other major Activity Centres include: Malvern/Armadale; Toorak Village; and Prahran-Alfred Research & Education Precinct on the City's western border.

Melbourne 2030 highlights the need to change travel behaviour through the promotion of more sustainable modes. An emphasis is placed on the promotion of non-motorised travel for short trips, and public transport for longer trips. The development and implementation of programs to achieve this should focus on raising awareness of alternative means of travel, essentially motivating people to use them.

Linking Melbourne: Metropolitan Transport Plan (2004)

Linking Melbourne: Metropolitan Transport Plan is a plan for the management and development of Melbourne's transport system. The Plan identifies the key transport challenges posed by Melbourne's growth and development, and sets out directions and initiatives to meet these challenges over a 10 year period.

The Plan maintains a focus on high-level social, economic and environmental outcomes – such as support for economic activity and growth, improved quality of access, provision and promotion of more sustainable travel options, a safer community and a cleaner environment.

It therefore, reinforces and supports the Government's strategic framework for managing land use and transport contained in *Melbourne 2030: Planning for Sustainable Growth.*

The Plan sets a target that, by the year 2020, 20 per cent of motorised trips will take place on public transport. Importantly, the plan states that:

"Melbourne's 'liveability' must be protected so that people can interact easily, safely and in a pleasant environment. This means making sure that cars do not always dominate and that people have other viable travel options. Improvements to public transport and better facilities for walking and cycling can help to counter the effects of traffic congestion on our roads, improve access to services for people with limited travel options, and contribute to better health outcomes."

Transport & Liveability Statement: Meeting Our Transport Challenges (2006)

Meeting Our Transport Challenges provides specific commitments to a number of programs and projects that will advance the strategies and priorities included in *Linking Melbourne: Metropolitan Transport Plan*.

Meeting our Transport Challenges commits $10.5 billion over 10 years into improving transport infrastructure and services across metropolitan Melbourne. This includes funding for the following:

- $1.4 billion to create new SmartBus routes, supported by improved local bus services, connecting with the rail network to create a grid of radial, arterial and orbital routes within and between suburbs and across the city
- $2 billion to improve the capacity of the existing train network, primarily by addressing blockages and safety issues on existing rail lines. The Plan makes no real commitments however, towards investment in new heavy rail infrastructure
- $1.8 billion towards Melbourne's train and tram services, including new trains and trams, additional late night services and a new high-tech train control centre
- $510 million towards public transport in provincial Victoria, including better regional bus and taxi services, and more night and weekend services in major regional centers
- $2 billion to upgrade Victoria's arterial road network, particularly in regional and outer areas
- $740 million package of improvements to boost capacity of the Monash-West Gate corridor
- $1.1 billion towards improving transport safety, both on-road and rail
- $5.9 billion to set up a new *Meeting Our Transport Challenges* Reserve to finance major transport infrastructure projects over the coming decades.

Victoria's Environmental Sustainability Framework, 'Our Environment, Our Future' (2005)

The Framework provides direction for government, business and the community on building environmental considerations into their every day activities. The Framework:

- outlines the key environmental challenges Victoria faces;
- explains what 'environmental sustainability' is and why it is important;
- identifies the strategic directions we must pursue to become environmentally sustainable;
- sets out objectives to be achieved and interim targets for measuring progress towards the objectives; and
- identifies some important steps for putting the Framework into action.

Victoria's Environmental Sustainability Framework identifies three strategic directions and thirteen key objectives, among them an objective to achieve a *"Sustainable & Efficient Transport System"* thus *"Reducing Our Everyday Environmental Impacts."*

Victorian Greenhouse Strategy Action Plan Update 2005

In June 2002, the Government launched the Victorian Greenhouse Strategy (VGS) and commenced implementation of a three-year program of action for reducing greenhouse gas emissions across a range of sectors of Victoria.

The *Victorian Greenhouse Strategy Action Plan Update 2005* builds on the actions and commitments initiated by the *Victorian Greenhouse Strategy (2002)*; acknowledges recent developments in state, national and international policy settings; and responds to the need to advance action on both emissions abatement and adaptation.

The *Victorian Greenhouse Strategy Action Plan Update 2005* outlines the broad policy commitments and overarching directions being pursued by the Government in relation to climate change. Among the policies and programs listed as contributing to the Victorian Government's overall greenhouse response are: Linking Melbourne: Metropolitan Transport Plan and Melbourne 2030, described above.

The key directions coming out of the *Victorian Greenhouse Strategy Action Plan Update 2005*, that are particularly relevant to this report, include:

The Government's commitment to support innovative approaches to reducing travel demand, including funding for a TravelSmart program and providing support for the establishment of car sharing programs in the Melbourne metropolitan area.

Further funding for the Transit Cities program (launched in 2001), which delivers integrated urban renewal and transport projects to 13 urban centres in the metropolitan area and across the State. The program coordinates and promotes public and private sector projects aimed at creating safe, vibrant and accessible communities centred on and around public transport.

Updating of the residential subdivision provisions in Clause 56 of the Victoria Planning Provisions, to include Draft Sustainable Neighbourhood Provisions. The provisions will apply the Neighbourhood Principles of Melbourne 2030 to urban areas throughout the State. In addition to existing energy efficiency requirements for lot orientation, the draft provisions will propose that greenhouse issues are considered more closely in the design of residential subdivisions by encouraging reduced car use – with public transport easier to use, and walking and cycling more realistic options in daily life.

Appendix 2: Relevant Stonnington Policies & Strategies

Council Plan 2007–211

The Council Plan is structured around four main Objectives for the City: 'Sustainability', 'Wellbeing', 'Opportunity', and 'Prosperity'. Key areas in which transport is recognised as having an impact are the city's sustainability, prosperity and wellbeing.

Under the Plan's Sustainability Objective: *"To promote sustainability of the city's natural and built environment"* the strategy is to: *"Improve public safety and the built environment through the skilful management of the City's infrastructure."*

Two transport related indicators have been developed to monitor progress of this strategy, namely:

- Develop parking and transport strategies that respond to the City's continued growth; and
- Maintain the City's road and drainage system through the development and implementation of appropriate strategies and work programs.

These strategies deal directly with transport infrastructure and aim to insure its sustainability.

Under 'Prosperity' Objective to: *"Promote activities that facilitate the growth of local economy"; by "Work (ing) with relevant authorities to improve transport and minimise traffic congestion and parking deficiencies within Stonnington's major shopping precincts"*; the Council Plan recognises that transport network efficiency has a direct link with the municipality's prosperity, and in particular activity centers.

While Council Plan's strategy to *"Promote waste and greenhouse reduction, graffiti minimisation, litter control and water conservation"* by *"Undertake(ing) education campaigns and programs to promote community involvement in environmental sustainability."* Does not directly refer to transport as such, it can be aligned with development and implementation of transport related initiatives and programs, such as for instance TravelSmart.

This approach can also be applied to Council Plan 'Wellbeing' Objective, which aims to: *"Investigate opportunities to promote wellbeing throughout the community."* Encouraging participation in active transport, such as walking and cycling, is promoting 'wellbeing' among the community, as recognised in Stonnington's Municipal Public Health Plan (see below).

Stonnington Planning Scheme

Planning schemes set out policies and provisions for the use, development and protection of land for an area. The Stonnington Planning Scheme transport policies and provisions are contained within the State Planning Policy Framework (SPPs), the Municipal Strategic Statement (MSS), Local Policies (LPPs) and Particular Provisions (PPs) sections. The following Clauses apply:

- Clause 18 of the SPP, **Infrastructure**;
- Clause 21.05-1 of the MSS, **Infrastructure**;
- Clause 22.12 of the LPPs, **Traffic Policy**;
- Clause 22.13. of the LPPs, **Parking Policy**;
- Clauses 52.6, PPs, **Car Parking**;
- Clause 52.34, PPs, **Bicycle Facilities**;
- Clause 52.36, PPs **Integrated Public Transport Planning**

It is the State and Local Policy Frameworks that outline transport policies applicable to Stonnington. These recognise transport as comprising: road infrastructure, railway lines, train stations, tram and bus services, as well as pedestrian and cyclist infrastructure and facilities.

Both, the Local and State sections of the Planning Scheme, outline policies which aim to address the municipality's transport related issues such as:

- high traffic volumes and speeds;
- car parking supply;
- road user safety;
- residential amenity;
- provision for public transport, walking and cycling;
- environmental impact of car based travel.

SPP

The are three key areas which deal directly with transport under the State Planning Policy Framework Clause 18 'Infrastructure', namely:

Clause 18.1 'Declared highways, railways and tramways' where the objective is: *"To integrate land use and transport planning around existing and planned declared highways, railways, principal bus routes and tram lines."*

Clause 18.02 'Car parking and public transport access to development' where the objective is *"To ensure access is provided to developments in accordance with forecast demand taking advantage of all available modes of transport and to minimise impact on existing transport networks and the amenity of surrounding areas"*; and

Clause 18.03 'Bicycle transport', where the objective is *"To integrate planning for bicycle travel with land use and development planning and encourage cycling as an alternative mode of travel."*

These policy objectives are applicable to all metropolitan Councils, including City of Stonnington. They have been developed to facilitate efficient use and maintenance of transport infrastructure and align closely with the broader state government sustainable transport policy objectives, outlined in *Melbourne 2030*.

Council, as the Responsible Authority for the Planning Schemes implementation must make its decisions in line with the SPP objectives.

MSS

Transport related issues are addressed in one of four MSS strategic themes, namely the section that deals with Infrastructure (Clause 21.05-1), which refers to *"A regional transport network including primary and secondary arterial roads, railway lines, fifteen train stations, tram and bus services."*

The MSS Objective relating to Transport is *"To integrate land use planning and development with the transport network, car parking facilities, and traffic management for the benefit of all users."* Strategies to achieve this objective include:

- Traffic Management
    - » Plan and manage land use and development to reflect the accessibility and traffic capacity of each area
- Integrated Transport
    - » Plan and manage the transport network by supporting the existing hierarchy of roads and promoting safe and efficient movement
    - » Maximise the use of public transport, bicycles and pedestrian travel
    - » Improve accessibility into and within commercial areas
- Car Parking
    - » Plan and manage car parking by setting priorities for the most efficient use of parking spaces, including through the use of funding mechanisms
    - » Plan and manage land use and development to reflect the parking capacity of each area and the need for off-street parking
- Residential Amenity
    - » Protect residential areas from non-local traffic and parking, and from excessive traffic speeds.

The MSS also acknowledges that parking supply and congestion are seen as major problems, predominantly in the west of the City.

To this effect, the MSS seeks to ensure that new use, development and redevelopment do not exacerbate traffic problems.

It also seeks to improve carparking through a variety of measures including: reducing demand and encouraging alternative forms of transport.

Increasing car parking supply is also sought as a means of improving carparking in the City. In that respect, Stonnington policy is inconsistent with the general policy direction other Councils are taking, for instance the city of Port Phillip, where the policy is to reduce dependence on the car and the general approach is not to increase car parking supply in some parts of Port Philip.

It is also noted that the Stonnington MSS, unlike those of other Councils, does not aim to moderate the impact of car use and it does not seek to prioritise more sustainable forms of transport, such as walking, cycling and public transport.

LPPs

The Stonnington Planning Scheme also has two Local Policies that deal with Transport, that is: the Traffic Policy (Clause 22.12) and the Parking Policy (Clause 22.13).

The objective of the Traffic Policy is to:

- To maintain the effective functioning of roads and streets
- To maintain and enhance pedestrian amenity and safety
- To maintain the amenity of residential and commercial areas.

It is policy that *"use and development demonstrate, using a traffic impact study if necessary, that traffic generated by a proposal will not materially affect uses in the surrounding area."*

The Parking Policy Objectives are:

- To encourage uses with a low parking generation
- To ensure future increases in demand for parking are met by parallel increases in parking supply
- To maintain the amenity of residential and commercial areas.

It is policy that:

- Proposals that involve an increase in floor area or tenancies or a change in use make appropriate provision for parking
- Parking provided on site be designed to:
    - » Respect the streetscape and character of the area
    - » Ensure the safety and security of the users
    - » Protect the amenity of adjoining properties, particularly residential properties such as by providing landscaped buffers
- Payment in lieu of parking on-site be considered by the responsible authority if the proposal is located in a designated area for future public car parks and improved access works.

Particular Provisions

Particular provisions are specific prerequisites or planning provisions for a range of particular uses and developments, such as advertising signs and car parking. They apply consistently across the State.

Transport related Clauses contained in this section of the Stonnington Planning Scheme are: Clause 52.6 Car Parking, Clause 52.34 Bicycle Facilities, Clause 52.36 Integrated Public Transport.

Clause 52.6 Car Parking

The purpose of this Clause is:

- To ensure that car parking facilities are provided in accordance with:
    - » The State Planning Policy Framework and the Local Planning Policy Framework including the Municipal Strategic Statement and local planning policies
    - » Any parking precinct plan
- To provide the opportunity to use parking precinct plans in appropriate locations
- To promote the efficient use of car spaces through the consolidation of car parking facilities
- To ensure the provision of an appropriate number of car spaces having regard activities on the land and the nature of the locality
- To ensure that the design and location of car parking areas:
    - » Does not adversely affect the amenity of the locality, in particular the amenity pedestrians and other road users
    - » Achieves a high standard of urban design
    - » Creates a safe environment for users, particularly at night
    - » Enables easy and efficient use
    - » Protects the role and function of nearby roads
    - » Facilitates the use of public transport and the movement and delivery of goods deals with car parking requirements in terms of design and construction of car spaces and access ways, number of car spaces required etc.

Clause 52.34 Bicycle Facilities

The purpose of this Clause is:

- To encourage cycling as a mode of transport
- To provide secure, accessible and convenient bicycle parking spaces and associated shower and change facilities.

A new use must not commence or the floor area of an existing use must not be increased until the required bicycle facilities and associated signage has been provided on the land. Where the floor area occupied by an existing use is increased, the requirement for bicycle facilities only applies to the increased floor area of the use.

Clause 52.36 Integrated Public Transport

The Purpose of this Clause is:

- To ensure development supports public transport usage
- To ensure that public transport facilities are provided to meet the needs of the scale of the development
- To integrate development and the transport system
- To ensure development incorporates adequate transport networks, public transport facilities and pedestrian linkages to these facilities.

Clause 52.36 requires that applications for larger scale developments (eg. for 60 or more dwellings, industrial subdivision of 20 or more lots etc.) must be referred in accordance with Section 55 of the Planning and Environment Act 1987 to the Director of Public Transport.

Municipal Public Health Plan

The *MPH Plan* recognizes that leading causes of ill health are no longer infectious diseases, but chronic diseases such as cardiovascular disease, cancer, mental disorders, neurological and sensory disorders, chronic respiratory conditions and injuries. Many of these are associated with sedentary lifestyle.

Physical activity is one of four key priority areas identified in the current *MPH Plan*, where the goal is to *"Increase the opportunities for physical activity for residents in City of Stonnington."* The Objective being *" To provide and promote sustainable environments for physical activity"* through various strategies, including those relating directly to Transport, such as:

- Design of the physical environment to provide for direct, safe and convenient pedestrian and cycle routes;
- Promotion of sustainable transport and physical activity;
- Implementation of key Council Strategic documents relating to sustainable transport, road user safety and physical activity.

The current Municipal Public Health Plan thus recognises the important role active transport such as, walking and cycling, plays in the overall health and wellbeing of the Stonnington community.

In that respect, the MPH Plan constitutes Council adopted policy position directly relating to sustainable transport modes.

Stonnington Community Safety Plan 2006–2009

The *Stonnington Community Safety Plan 2006–2009* is Council's key document providing strategic direction for Council policies and programs to address community safety in the municipality.

The *Community Safety Plan 2006–2009* has broadened the scope of community safety to include overall community health and wellbeing initiatives.

Four key result areas have been identified as the focus of the 2006–09 Plan, including: 'Safe transport, access and movement'. This section works towards promoting and supporting safe, accessible and convenient local destinations, public transport options, walking and cycling routes.

In short, this section of the *Community Safety Plan* outlines what is effectively, Council adopted policy *"To improve the safety around access to available public and private transport, and pathways for pedestrians and bicycles to destinations around the City of Stonnington"*; in order to achieve *"Increased public transport use, cycling and walking in public spaces."*

Sustainable Environment Plan

The *Sustainable Environment Plan* is Stonnington's key document that sets out a framework to progress the municipality into a sustainable future.

The *Sustainable Environment Plan* tackles the issue of transport under one of five key environmental issues Council intends to deal with, namely "Air" quality.

It acknowledges that emissions from motor vehicles are a major contributor to pollution and sets the objective *"To contribute to cleaner local and regional air environment"* by committing Council to the following actions:

- Develop a Stonnington Green Travel Plan
- Promote active sustainable modes of transport such as walking and bicycle riding as viable alternatives to motor vehicle use
- Promote the use of public transport
- Promote car pooling
- Promote low emission vehicles
- Promote regular maintenance of vehicles as a means of improving fuel efficiency and reducing emissions
- Work with Travelsmart to identify suitable projects that promote sustainable transport options to the community.

The *Sustainable Environment Plan* is action focused, and in that respect it can be useful in responding to Stonnington's air pollution problems. Its purpose is not to outline Council's overall policy direction relating to sustainability of our transport network.

However, the *Sustainable Environment Plan* is particularly useful from a policy point of view because it defines what sustainability means for Stonnington as: *"improving the environmental, social and economic quality of life for our residents without compromising the ability of future generations to do the same."*

This definition could be broadly applied to understand what sustainable transport means to Stonnington.

Moving People Safely in Stonnington, Road Safety Policy

The *Road Safety Policy* is based on 'Vision Zero' i.e. the policy position which states *"that all actions and developments in road planning, construction and regulation seek to reduce fatalities or serious injuries from road accidents down to zero."*

The *Policy* consolidates all of Council's road safety objectives, strategies and targets for improving road safety in Stonnington over the five-year period between 2000–2005. (A revised Policy is currently being exhibited for community comment).

It also sets out for the first time in one document the many activities Council undertakes for continuous improvement of the road environment; and develops a collaborative approach involving all of road users, with a particular contribution made by the local community.

Significantly, the *Road Safety Policy* sets the scene for Stonnington's strategic responses relating to road safety by acknowledging that people are more important than cars. As the 'Message from the Mayor' states:

"Our objective is to ensure that if human error occurs while using Stonnington' roads, the result will have minimum impact on people. We believe that road safety must be give priority over mobility, and that human life is more important than motor vehicles."

This statement constitutes the first step towards 'humanising' transport safety policy and thus making it more sustainable.

Bicycle Strategy (October 2005)

The *Bicycle Strategy* has been prepared to guide the development of a bicycle network in Stonnington.

The *Bicycle Strategy* sets out proposals for routes, support infrastructure, implementation and management of a 5-year plan action.

The Strategy considers all existing and potential bicycle users including: recreational/ family users; school children; commuters; BMX riders, and aims to:

- Improve and expand the existing bicycle infrastructure

- Promote and encourage safe cycling
- Recognise the needs of cyclists in infrastructure planning
- Encourage the use of sustainable transport modes.

In outlining the strategic context within which it is to operate, the *Bicycle Strategy* states that:

"The City of Stonnington considers a well-managed bicycle infrastructure programme, both on and off road, as integral to Council's on-going commitment to environmental sustainability, healthy lifestyles and efficient traffic management."

The *Bicycle Strategy* is yet another example of Council adopted strategic document that tackles sustainable transport policy issues that have broad implications for the Stonnington transport network, its residents and other stakeholders.

Road Management Plan

The Stonnington City Council is custodian of an extensive range of community assets that it provides to facilitate delivery of its services to the community. This includes the roads for which it has responsibility under the Road Management Act 2004, including Ancillary Areas, in accordance with this Road Management Plan.

The *Road Management Plan* has been developed to manage Stonnington's municipal road system, taking into consideration the important links provided by the State road network.

The *Road Management Plan* seeks to balance the economic, social, safety and environmental expectations of the community; particularly those people and groups who rely on the street network for access to homes, industry and for employment.

In developing the Levels of Service set out in the Plan, due regard has been given to the Strategic Objective for Sustainability as set out in the Council Plan and other relevant Council policies and procedures.

Making Melbourne More Liveable - Inner Melbourne Action Plan Making (IMAP)

IMAP has been prepared collaboratively by the Cities of Melbourne, Port Phillip, Stonnington (west of Kooyong Road) and Yarra, in association with VicUrban and the State Government, to provide a regional approach to implementing Melbourne 2030, the State Government's 30 year planning strategy for metropolitan Melbourne.

IMAP recognises the inner metropolitan area Councils face similar issues, and thus it provides a framework for the future growth and development of the Inner Melbourne as a Region. It sets out a vision for the region as follows:

"An Inner Melbourne region that embodies creativity, liveability, propriety and sustainability in a range of diverse neighbourhoods. A region where the 19th century character informs modern development to create pedestrian oriented places - places that support a tolerant and inclusive community and provide a variety of experiences and opportunities for residents, workers and visitors; a region that responds to its capital city role by supporting arts, entertainment, retail, regional facilities and the functions of the port."

IMAP

IMAP outlines eleven strategies for achieving the vision including those directly relating to transport and applicable to Stonnington:

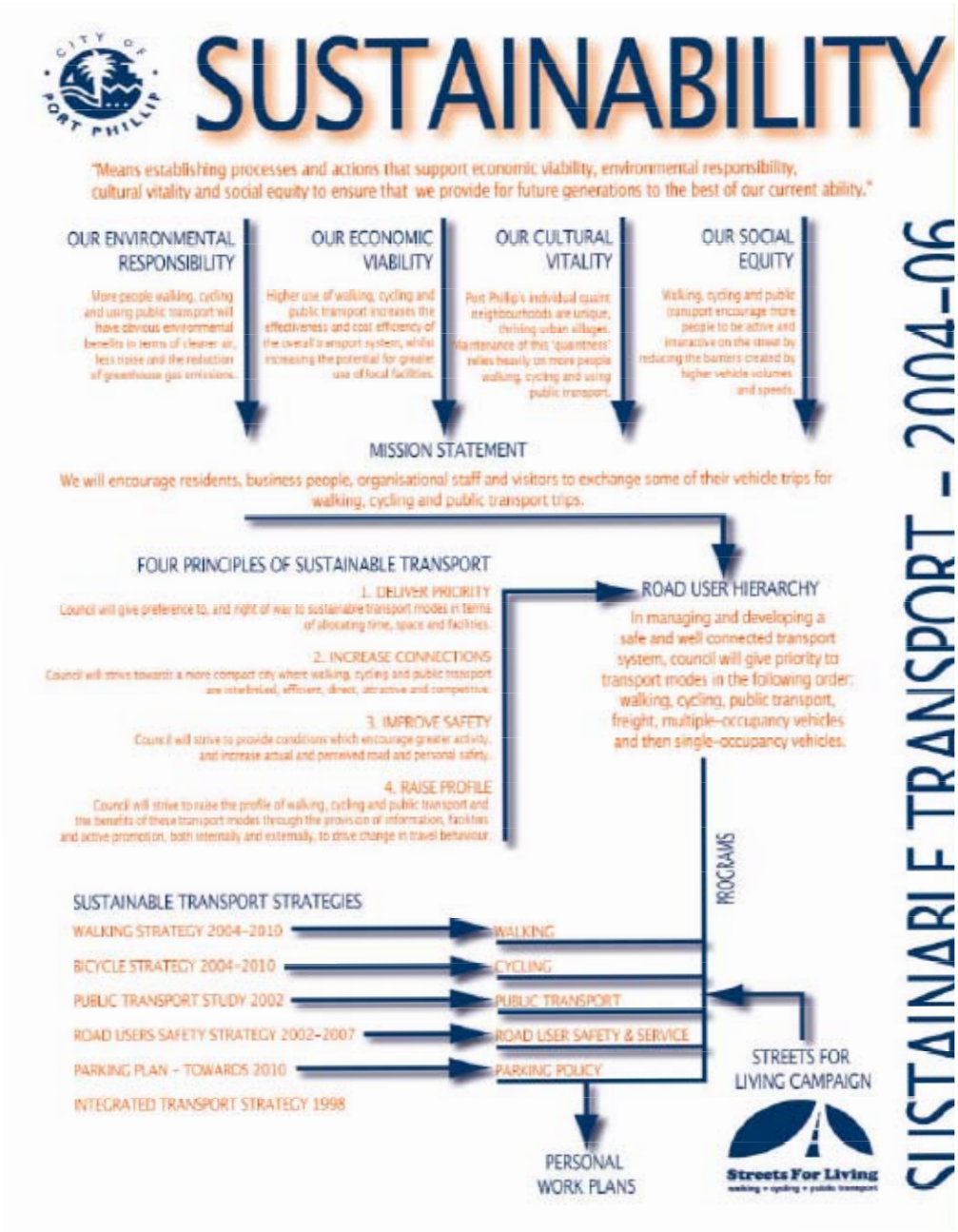
- Effectively link transport routes so that the Inner Melbourne Region is accessible throughout by walking, cycling and public transport
- Minimise the growing impact of traffic congestion
- Increase public transport use.

Importantly, *IMAP* recognises that *"Walking, cycling and public transport trips have the potential to serve the bulk of personal travel needs across the Inner Melbourne Region" w*here *"...travel patterns are already less dominated by car than in other areas."*

The City of Stonnington is actively engaged in a series of implementation projects.

Appendix 3: City Of Port Phillip's Sustainable Transport Framework 2004–2006

Sustainable Transport Framework



Appendix 4: Flowchart Of Possible Future Strategy & Implementation 'Tools'

OVERARCHING SUSTAINABLE TRANSPORT POLICY STATEMENT

Sustainable Transport Steering Committee

(Could be established to oversee development of key policy and strategic documents; to oversee implementation of actions coming out of relevant strategic docs/plans; to function as a discussion forum etc.; could include Councillors, community reps., renowned academics etc)

Municipal Transport Strategy

(Would we need one if we had 'modal based' municipal strategies eg. bike & walking?)

Current Road Safety Strategy

Current Bicycle Strategy

(Need to audit progress to date, update where required & prioritise further implementation)

New Municipal Walking Strategy

(Could be develop to be similar to current Bicycle Strategy that covers the entire municipality)

IMAP

(Continue implementing eg. Way Finding Project, Green Light Project)

Stonnington Planning Scheme Review – (MSS & Local Policies

Could be aligned with Sustainable Transport Policy intent)

Council staff & operational programs/ initiatives (eg. Green Travel Plan, bike pool; "greening" of contracts)

Infrastructure projects/ capital works eg. bicycle head start boxes in Chapel Sty.

Education/ Comunication & Promotion Strategy

(Investigate opportunities to contribute to SE Unit's current project i.e. Environmental Education Strategy; work with Corp. Communications to have one developed)

Behaviour Change Programs/initiatives (eg. TravelSmart, Ride-toWork-Day etc).

New Sustainable Transport Plans for Activity Centres

Parking Precinct Plans/ Policies

New "Active Transport" LPP – for cycling/ walking

New Model Sustainable Transport Plans for planning permit applicants seeking parking dispensation/ reduction

City of Stonnington
Sustainable Transport Policy
For further details please visit www.stonnington.vic.gov.au or phone 8290 1333

City of
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