Appendix 1

Review of Going Places – Darebin Transport Strategy 2007 – 2027

Introduction

It has been seven years since the release of the *Going Places - Darebin Transport Strategy 2007-2027* (DTS), during that time there have been a number of changes to local and state government policy and wider contextual developments.

In light of these changes, Darebin Council resolved to review the DTS and update its transport policies, actions and targets where necessary.

Generally the aspirations of the strategy remain current and do not need to change. Indeed, much of the State policy now aligns and supports the objectives of the DTS. This reflects the comprehensive and highly collaborative process undertaken to develop the strategy, involving the Darebin community, key State Government staff, Darebin councillors and Council staff. The Darebin community was consulted three times during the development of the strategy, resulting in over 1200 responses.

A number of policies and actions do need to be amended to reflect changes in the wider local and state government strategic environment, or where actions are now complete or need extending.

The following report presents a high level summary of the changes to each section of the DTS and forms an addendum to the existing strategy.

Changes to Strategic Context

A new Municipal Strategic Statement has been adopted by Council and has been approved by the Department of Environment, Land, Water and Planning in October 2015. This incorporates the Darebin Transport Strategy into the Darebin Planning Scheme for the first time and supports the direction of the strategy. The Reservoir Structure Plan 2012–2030, Urban Renewal Strategy – High Street and Plenty Road 2011-2020, and the Darebin Housing Strategy 2013–2031 have also been adopted by Council.

A Darebin Safe Travel Strategy 2010-2015 and Darebin Cycling Strategy 2013-2018, which are key actions of the DTS, have been adopted by Council and will support the delivery of the DTS.

A whole of municipality Traffic and Transport survey was conducted in 2015 to identify community priorities for traffic management. The outcome of this survey confirmed that the DTS objectives and approach remain in line with community expectation.

At a State Government level, Plan Melbourne, Cycling into the Future 2013-2023, Smart Roads Network Operating Plan, the Transport Integration Act, Victoria's Road Safety Strategy 2013-2022, and the Metropolitan Rail Network plan have all been adopted since the DTS was prepared. The Federal Government has also released the fourth edition of the *State of Australian Cities 2014-15*, the National Road Safety Strategy 2011–2020 and the National Cycling Strategy 2011–16.

These strategies and plans have altered the transport landscape within Darebin, particularly through the delivery of the emerging Latrobe National Employment Cluster identified within Plan Melbourne. The expansion of the urban growth boundary has also increased the potential for further development to occur to Darebin's north.

The DTS has been reviewed with a view to maintaining consistency and adapting to changes to local and state government policy and wider contextual developments resulting from other policies and strategies. A full assessment of progress against delivery of the Actions and Targets, and changes that have been made to the Policies, Actions and Targets is attached as Appendix 2.

Through this review a number of the original Policies, Actions and Targets of the DTS are recommended for alteration, and a number of new items have been added. These changes have been summarised in the following sections:

Darebin Transport Strategy – review of content

Aspirations

The aspirations, including vision and objectives remain valid and continue to guide Council in delivering innovative, responsible and sustainable transport outcomes for the community in line with the goals of our Council Plan and Charter of Good Governance.

An extensive internal and external consultation was carried out in the development of this strategy over 12 months in 2006 and 2007. This included over 600 responses on travel habits and transport priorities of the community and over 340 responses on the high level principles emerging from the DTS. A random sample of 200 residents was then interviewed to determine their level of agreement with the principles, aims and objectives of the Final Draft DTS. While this formed the basis of the consultation with individuals in the community, other outreach activities occurred to seek feedback from residents and stakeholders such as State Government agencies, public transport operators, user groups, disability groups, environmental groups and many more.

The outcome of this process was a document considered to be ahead of its time, and used as an example of best practice. The DTS has eight objectives that have driven the way that Darebin delivers transport to its community through the various supporting policies and actions. These objectives are:

1.   To improve local and metropolitan accessibility

2.   To increase the role of sustainable transport modes

3.   To build new development that reduce transport demands

4.   To increase social inclusion for residents

5.   To improve health and environmental outcomes

6.   To improve community safety

7.   To integrate quality urban design, economic development and access

8.   To engage stakeholders through effective communication

Land Use and Development

The incorporation of the Darebin Transport Strategy into the Darebin Planning Scheme through a revised Municipal Strategic Statement (MSS) will support future implementation of the DTS. The new MSS is anticipated for approval in late 2015. The MSS also implements the Darebin Housing Strategy 2013-2033, which anticipates that by 2031 an additional 30,300 new residents will call Darebin home. A change in demographics is also expected during this period, with an ageing of the population, and a trend toward fewer people in each dwelling.

The new MSS recognises Darebin's network of Activity Centres at Preston Central, Northland East Preston, Reservoir and Northcote, and smaller Neighbourhood Centres at Fairfield, South Preston, Summerhill Village, Thornbury Village, Westgarth Village and Lancaster Gate. It also includes the La Trobe National Employment Cluster – an emerging key employment district for the region, which includes La Trobe University and the Northland Urban Renewal Precinct. The MSS identifies the following as key issues for transport in Darebin, which align strongly with the Darebin Transport Strategy (Figure 1):

- Integration of land use and transport planning to encourage sustainable transport use and reduce car dependency and associated road congestion and parking pressures;

- Effective and efficient planning and delivery of infrastructure, including transport, essential services, community facilities, and open space to meet existing and future demand;

- Equity of transport and infrastructure investment across the municipality, particularly in areas of entrenched social disadvantage; and

- Promotion of urban renewal opportunities resulting from rail grade separation investments at Bell Street, Reservoir Junction and Grange Road.

Further to the new MSS, Council has undertaken a series of planning scheme amendments to implement the new residential zones across Darebin. The application of the zones broadly reflects the directions of the Darebin Housing Strategy and facilitates greater housing densities within walkable catchments of activity centres and public transport services.

Detailed planning scheme amendments to promote more intensive development along the St Georges Road and Plenty Road corridors have also been adopted by Council and are anticipated to be approved by the Minister by early 2016.

At a state level, *Plan Melbourne* is the Victorian Government's vision for the city to 2050, which replaces *Melbourne 2030*. It provides a vision for the future and responds to the challenges of population growth, drives economic prosperity and liveability, while protecting the environment and heritage. Similar to the Darebin MSS it identifies the La Trobe National Employment Cluster as a key employment area.

When the DTS was originally released, jobs in Darebin were declining; this is no longer the case, which places a larger demand on transport in Darebin. With strong growth in the services sector, it

can be said that Darebin continues to shift towards a post-industrial economy, which is reflected in a shift in transport demands.

Much has been achieved amongst the action items for Land Use and Development. Many of the structure plans for activity centres are complete and guidelines for travel plans have been developed. Plans for several identified strategic corridors and urban renewal precincts are currently underway.

Public Transport

Since the release of the DTS a number of public transport improvements have been achieved, including the completion of the SmartBus orbital routes, extension of the Epping train line to South Morang, and Stage 1 of the Tram Route 86 improvement project. However there are still further improvements that are needed including wider network coverage, particularly in the north of Darebin, greater connection between services and a higher frequency in services.

In 2010, the Victorian Department of Transport undertook a review of the bus services in the metropolitan area. The 2010 review aimed to simplify the bus network and ensure a 400m coverage of the bus routes. Some of the recommendations for Darebin were implemented, but in isolation, creating gaps in the network - especially in the northern part of the municipality. A continuing priority for Darebin will be the improvement in public transport connections to the north, particularly as the population of Whittlesea is predicted to increase by approximately 70% by 2031.

The key concept "Darebin Connections" remains the guiding framework for improvements to public transport in Darebin and Council is continuing to work with Public Transport Victoria (PTV) to achieve these aims.

Commuter park-and-ride as a strategy to improve station access and encourage increased use of public transport in Darebin is no longer supported in this strategy. Recent evidence shows it contributes to on road congestion and increasing parking at inner and middle suburban train stations incentivises people to drive. In practice this means that former non-drivers will commute part of the way by car. Examples in cities such as Adelaide, Sydney, San Francisco, Washington, Munich and Hong Kong have shown that an increase in train ridership can be achieved more effectively through transit-orientated development, improved public transport, walking/cycling access, and park and ride facilities closer to the point to origin (i.e. at the end of the train line).

A number of state government policies have been updated or introduced since the release of the DTS; particularly relevant to public transport are the Transport Integration Act (TIA) and SmartRoads Network Operating Plans (NOP). The TIA requires that the same integrated decision making framework be applied to all decisions affecting transport in Victoria, based on a balance of economic, social and environmental factors. The NOP were introduced by VicRoads to manage the competing demands of transport modes by designating a priority mode to each road at any given time of day, see section titled 'The Road Network' for more detail about this approach. Both these policies will impact how future decisions are made about transport improvements in Darebin.

Figure 1 Darebin Transport Map –MSS 2015

Strategic Transport Framework Plan
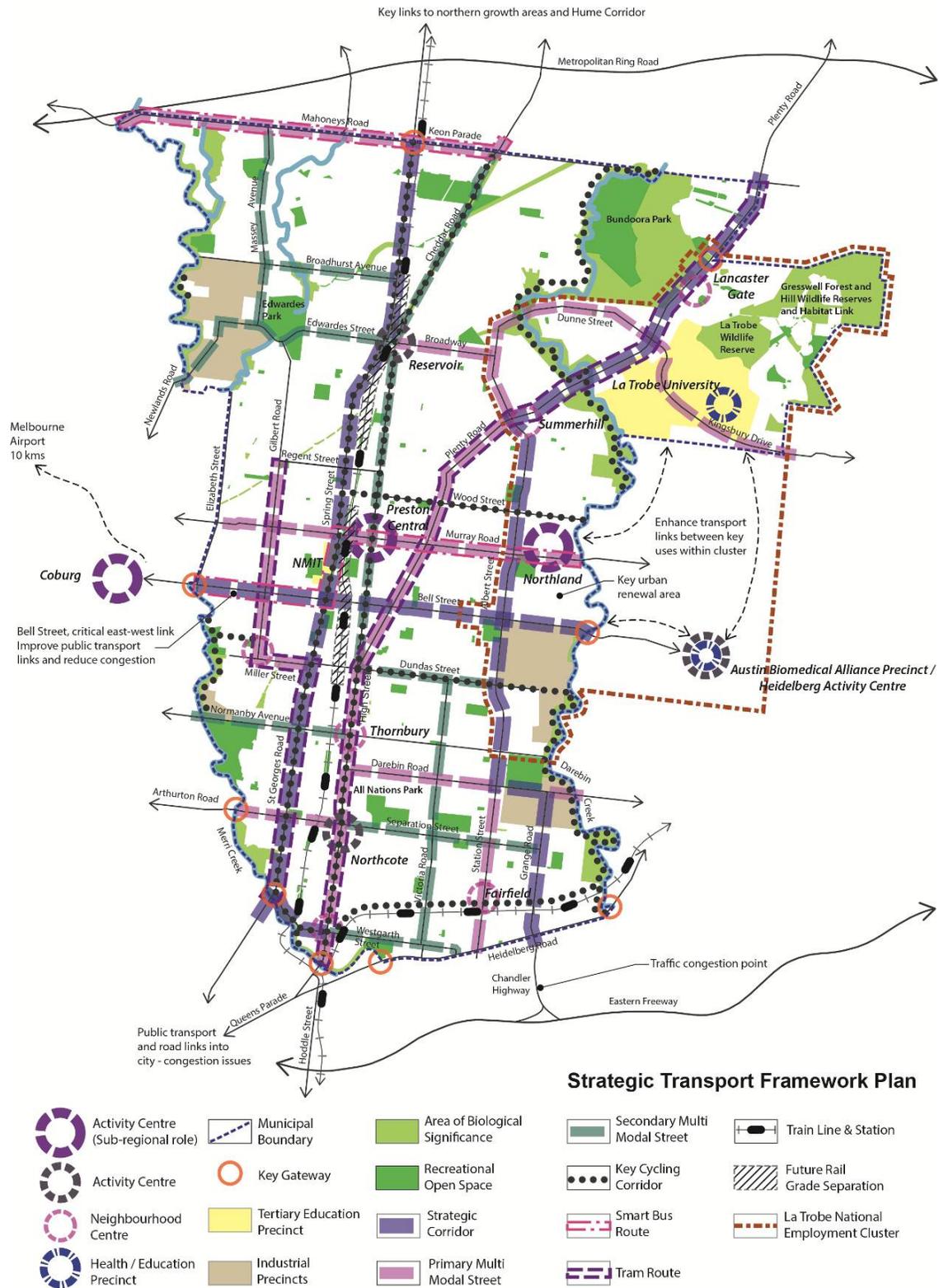
Walking and Cycling

The context and aspirations of Walking and Cycling in Darebin are still relevant, with the overarching objective being to improve the safety, attractiveness, ease of use and awareness of the walking and cycling networks. The community identified the need for safe bike paths and safe road crossings for pedestrians as their second and third highest priorities through the 2015 Traffic and Transport survey.

Some action items have been changed to reflect the completion of tasks and the fact that Darebin has recently released a Cycling Strategy (2013-2018) and are currently developing a Walking Strategy in 2016. Detailed action items specific to these two modes and complementary to the DTS are contained in these new strategies.

The Road Network

The focus for management of Darebin's road network remains unchanged, being safety, priority for sustainable modes and managing congestion. The Road Space Management Framework, which identifies a hierarchy of street types and their intended purpose in Darebin, remains the main tool for guiding the integration of land use and transport planning on the road network. Since the release of this strategy, VicRoads, in consultation with Councils, developed the SmartRoads Network Operating Plans (NOP) for each municipality, which allocate priority to different modes at certain times of day on each road. The mode allocation in Darebin's NOP is aligned with the Road Space Management Framework and both should be a consideration in any changes to Darebin's road network.

Through the 2015 Traffic and Transport survey, the community informed us that better amenity when walking and cycling; the amount of traffic travelling through their neighbourhood; vehicle speeds; and rat running were their top neighbourhood concerns. To guide future funding and prioritisation of road improvements, a new action has been introduced: to prepare and implement a traffic management strategy.

Additionally, parking control remains a key concern and a number of issues have been identified that need to be addressed within a parking strategy for Darebin.

Education and Marketing

The context of this section remains relatively unchanged since the original release of the DTS, except for a broadening of the aspirations for travel change to also encourage safer travel behaviour and a mutual respect for other road users. Over the last five years 24% of Darebin residents have moved, reflecting a changing population, which means our travel behavioural change programs need to be repeated over time to reach new residents.

Making it Happen

This section focuses on actions to support the strategy such as partnerships with stakeholders, a monitoring plan and ensuring that other Council processes and strategies are aligned with the DTS. These remain relatively unchanged. The monitoring plan uses targets to measure the success and progress of the strategy; the key changes to the targets reflect current availability of data.

Key Outcomes of the Review

Seven years into the strategy delivery, there are a number of key Actions that have been delivered and Targets that have been met. Key outcomes of the review have been summarised below.

a. *Key achievements*

Item No.	Original Text (2007)	Current Status	Comments	Revised Item (2015)
T1	Double the share of walking, cycling and public transport for all trips by 2027.	On track. Further work required	Though limited data is available, it indicates that the share of all trips made by walking, cycling and public transport in Darebin grew from 27.4% in 2007 to 31.1% in 2009. However, more recent data suggests that sustainable transport activity in Darebin is on track with an average 84% growth in bicycle volumes on St Georges Rd (2007-2014), -7% reduction on the number of entries at Darebin's train stations (2008/09 – 2013/14); and average 56% increase in patronage (2008/09 – 2011/12) on bus routes that operate in Darebin .	No change.
T2	Double the share of walking, cycling and public transport for journey to work by 2027.	On track. Further work required	The share of walking, cycling and public transport for journey to work increased from 28% in 2006 to 33% in 2011[1] a 34% increase over a 5-year period.	No change.
T7	Reduce the average vehicle use in Darebin.	On track. Further work required	The number of Private vehicle kilometres travelled per person in a weekday in Darebin decreased 32% between 2007 and 2009[2]	Reduce the number of private vehicle kilometre travelled in Darebin.
A12 **Public Transport**	Explore ways of giving trams and buses greater	On track	Stage 1 of the Tram Route 86 upgrade was completed in 2012 providing tram priority in High Street, Northcote. Part time tram lanes providing tram priority on Plenty Road, Preston were implemented at the same time. Council	No change.

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[1] Australian Bureau of Statistics, Census Journey to Work

[2] VISTA. These reductions can be partially explained by a change in travel behaviour towards sustainable transport modes during the financial crisis, as well as a small an increase in the average vehicle occupancy in Darebin

Item No.	Original Text (2007)	Current Status	Comments	Revised Item (2015)
	priority over cars.		continues to pursue completion of stages 2 and 3 which will improve tram priority.	
A13 **Public Transport**	Improve public transport nodes and interchanges within Darebin	On track	Improvements have been made at Preston Central, Northland, in Northcote as part of Tram Route 86 and Reservoir at streetscape level. Parkiteers have been installed at Preston and Reservoir train stations. Further improvements and master plans are planned for more pedestrian and cyclist friendly streetscapes. Council has car share service adjacent to Merri, Croxton and Thornbury stations and near some tram stops on Route 86 to improve accessibility. Council took part in the Transit for All Research Project with Melbourne University and a number of other partners to explore innovative station design, level crossing removal, and access improvements.	No change.
A16 **Walk & Cycle**	Sign the International Charter for Walking	Completed	Darebin signed the International Charter for Walking in 2008. Council is building on this by developing the Walking Strategy and Principal Pedestrian Network to aid strategic delivery	Develop and finalise a Walking Strategy and Pedestrian Priority Network by June 2016
A18 **Walk & Cycle**	Review the Darebin Cycling Strategy following VicRoads' review of the Principal Bicycle Network.	Completed	A new Darebin Cycling Strategy was endorsed for 2013 - 2018. Council continues to monitor and evaluate the delivery of the Darebin Cycling Strategy, and will review the strategy in 2018.	Monitor and evaluate the delivery of the Darebin Cycling Strategy annually and review the Strategy in 2018 considering delivery of Actions and State and local planning and policy changes

Item No.	Original Text (2007)	Current Status	Comments	Revised Item (2015)
A26 **Road Network**	Review and update the Darebin Road Safety Strategy	On track	A new Safe Travel Strategy was endorsed for 2010- 2015, this is currently under review	Review and update the Darebin Safe Travel Strategy

b. *Key challenges*

Item No.	Original Text (2007)	Current Status	Comments	Revised Item (2015)
P4 **Land Use**	Travel Plans will be a condition on relevant planning permits	Further work required	Travel Plans are generally not supported by the Victorian Planning Scheme. Without this, or centralised regulation and wide acceptance of their implementation, in most cases they are not proving a useful mechanism to increase the use of sustainable transport. It is proposed that all planning permit application must consider sustainable transport options. Means to strengthen this process and sustainable travel outcomes will continue to be investigated	All planning permit applications must consider sustainable transport options
P5 **Land Use**	The development of large sites will be required to incorporate public pedestrian and cycle links where they can contribute to a desirable through route	Further work required	Experience has shown that Council has limited options to enforce the inclusion of pedestrian links in developments on private land unless they have been identified as part of an endorsed structure plan. However, Council strongly encourages and will continue to advocate for these links as part of larger scale proposals, particularly at strategic planning stages where there is greater scope for negotiation	No change
A29 **Road network**	Develop a parking policy for Darebin	Further work required	Initial investigations have been completed to inform the development of the strategy. In 2013 Council commissioned the mapping of parking supply and demand in Westgarth, Northcote, Fairfield, Preston and Reservoir to provide baseline data to improve parking management	No change

Item No.	Original Text (2007)	Current Status	Comments	Revised Item (2015)
T6	Reduce accident rates for cars, walking, cycling and public transport faster than the metropolitan average	Further work required	While the average crash rate Darebin reduced by 10% between 2007 and 2013, the rate of reduction for Metropolitan Melbourne was 13% in the same period	No change
T10	Increase the proportion of jobs (including people working from home) within 400m of a regular bus service and and/or 800m of a tram/train service during weekdays peak	Further work required	The number of jobs grew in Darebin. However, the proportion of jobs within public transport catchments declined, which decreases transport choice for Darebin workers. Council will continue to advocate PTV for routes that serve our community.	Increase the proportion of jobs (including people working from home) within 400m of a regular bus service and and/or 800m of a tram/train service during weekdays peak

c. New Policies

Policy No.	New Policy	Comments	Status
P8-1 Public Transport	Ensure alterations to tram and bus stops have community benefit. Council will support all tram and bus stops in Darebin being made Disability and Discrimination Act (DDA) compliant	The Disability and Discrimination Act (DDA) stipulates that Victoria must achieve a significant increase in the number of level access stops and low-floor trams on the network by 2032. The Accessible Public Transport in Victoria Action Plan (2013-17) provides the actions and milestones to meet the 2032 target.	Ongoing
P8-2 Public Transport	Council supports improved public transport connections and level of service within Darebin, and to neighbouring	Historically, there has been a strong focus on improving public transport north-south into the CBD. However Council has also highlighted the importance of improving public transport connectivity within Darebin and between Darebin	Ongoing

	municipalities	and neighbouring municipalities	
P8-3 **Public Transport**	Improve connections and access to public transport services by sustainable modes	A better integration between train, tram and bus is required, along with access to public transport by active transport	Ongoing
P14-1 **Road Network**	Encourage freight vehicles to use appropriate roads wherever possible to avoid the municipal road network	Freight is very important to Victoria's economy but it also represents a challenge for the operation and maintenance of the local road network	Ongoing

d. New or changed Actions

Action No.	Original text (2007)	New or Changed Action	Comments	Status
A8-1 **Land Use**		Encourage opportunities for mixed use development around railway stations and improve bus, tram, walking and cycling accessibility in these areas	The need for a new action has been identified to support Policy 2, to increase housing density close to "higher order" public transport	New
A8-2 **Land Use**		Support mechanisms to increase private investment in transport infrastructure in Darebin	There are financial and political limitations to the funding of transport infrastructure in Darebin. There are, however, opportunities to explore alternative funding strategies or value capture strategies that could help deliver integrated transport solutions while ensuring positive outcomes for Council	New
A15 **Public Transport**	Develop a commuter Park-and-Ride strategy for Darebin		Evidence shows that provision of Park and Ride facilities negatively affect passenger behaviour encouraging driving to the railway stations: Removed reference to Park and Ride as not viewed as appropriate for Darebin	Removed
A27	Advocate for reduced speed limits in high	Advocate for reduced speed limits in	This action referred to the need to advocate for reduced speed limits	Changed

Action No.	Original text (2007)	New or Changed Action	Comments	Status
Road Network	pedestrian areas	residential zones and activity centres to reduce the risk to road users and promote safer walking and cycling conditions	in high pedestrian areas. However, it is recommended to expand this action to include residential zones	
A30-1 Road Network		Prepare and implement a Traffic Management Strategy taking into account the Darebin SmartRoads Network Operating Plan and Victoria's Transport Integration Act	The majority of trips in and through Darebin are still undertaken by private motor car. Given the level of development in and surrounding Darebin, it is expected that some additional traffic volumes will use local and arterial road networks. Council is developing a balanced and evidence based approach to managing traffic on the local road network	New
A35 Education & Marketing	Develop and build on successful school travel plans	Develop and build on successful active travel programs for students	Council is exploring new ways to engage schools, parents and children in walking and cycling to school other than School Travel Plans	Changed

e. New or changed Targets

Target No.	Original text (2007)	New or Changed Target	Comments	Status
T7	Reduce the average vehicle use in Darebin	Reduce the number of private vehicle kilometre travelled in Darebin	Vehicle Kilometre Travelled (VKT) is a more appropriate metric to gauge vehicle use.	Changed
T10	Increase the proportion of jobs within 400m of a regular bus service and and/or 800m of a tram/train service during weekdays peak	Increase the proportion of people working from home, and of jobs within 400m of a regular bus service and and/or 800m of a tram/train service during weekdays peak	There is a growing trend relative to telework and working from home, reducing the need for people to travel	Changed

Target No.	Original text (2007)	New or Changed Target	Comments	Status
T13	Maintain arterial road travel times and improve reliability		Recent changes in State policy have shifted the focus to moving people instead of solely reducing travel times. Reliability of public transport is measured in Target 11. This approach is in line with the principles of the Darebin Transport Strategy	Removed
T16	Increase the proportion of residents taking part in sustainable travel programs	Increase the proportion of respondents who rate Council's performance at 6 or more on a 10 point scale in information and promoting cycling and walking	The Going Places Program which was Darebin's flagship sustainable transport program is no longer running and it is difficult to measure participants in other initiatives at Darebin. The mode share target tracked through Census and VISTA data may give some indication of how successful the programs are but there is no certainty that the programs have led to an increase in sustainable transport mode share. A more relevant target has been taken from the cycling strategy tracking the rating residents give to Council when promoting sustainable transport in Darebin	Changed
T20		Install 10 car share bays in Darebin per year	Car share can have a positive effect on reducing unnecessary vehicle trips and contributes to delaying the purchase of a second car	New
T21		Increase the proportion of residents living within 400m of Activity Centres, train, trams, and SmartBus corridors	The effective implementation of land use and transport policies in the DTS will assist in achieving greater densities within and close to activity centres and high order public transport. This target is crucial in monitoring this policy and in line with the MSS.	New

Summary of Policies, Actions and Targets

Item No	Current Status	Revised Item
P1	On target - ongoing	No change
P2	On target - ongoing	No change
P3	On target - ongoing	Revised Policy
P4	On target - ongoing	Revised Policy
P5	On target - ongoing	No change
P6	On target - ongoing	No change
A1	On target - ongoing	No change
A2	On target - ongoing	No change
A3	Completed 2007	Revised Action
A4	Completed 2005	Revised Action
A5	On target - ongoing	No change
A6	On target - ongoing	No change
A7	Complete	No change
A8	On target - ongoing	No change. Incorporated into Action Item A29
New Action A8-1	N/A	New Action
New Action A8-2	N/A	New Action
P7	On target - ongoing	No change
P8	On target - ongoing	No change. Policy moved to the Road Network section.
New Policy P8-1	N/A	New Policy
New Policy P8-2	N/A	New Policy
New Policy P8-3	N/A	New Policy
A9	On target - ongoing	No change
A10	On target - ongoing	No change
A11	On target - ongoing	No change
A12	On target - ongoing	No change
A13	Further work	No change
A14	Further work	No change
A15	No longer supported	Removed Action
P9	On target - ongoing	No change
P10	On target - ongoing	No change
P11	On target - ongoing	No change
A16	Completed	Revised Action
A17	On target - ongoing	No change
A18	Completed	Revised Action
A19	On target - ongoing	No change
A20	On target - ongoing	No change
A21	On target - ongoing	No change
A22	On target - ongoing	No change
A23	On target - ongoing	No change
A24	On target - ongoing	No change
P12	On target - ongoing	No change

Item No	Current Status	Revised Item
P13	On target - ongoing	No change
P14	On target - ongoing	No change
New Policy P14-1	N/A	New Policy
A25	On target - ongoing	No change
A26	Completed	Revised Action
A27	On target - ongoing	Revised Action
A28	On target - ongoing	No change. Incorporated into Action Item A29
A29	Further work	No change
A30	Further work	No change. Incorporated into Action Item A29
New Action A30-1	N/A	New Action
P15	On target - ongoing	No change
A31	On target - ongoing	No change
A32	On target - ongoing	No change
A33	On target - ongoing	No change
A34	On target - ongoing	No change
A35	Further work	Revised Action
A36	On target - ongoing	No change
A37	On target - ongoing	No change
A38	On target - ongoing	No change
T1	On target - ongoing	No change
T2	On target - ongoing	No change
T3	On target - ongoing	No change
T4	On target - ongoing	No change
T5	On target - ongoing	No change
T6	Behind target - ongoing	No change
T7	On target - ongoing	Revised target
T8	Further work	No change
T9	Further work	No change
T10	Further work	Revised target
T11	On target - ongoing	No change
T12	On target - ongoing	No change
T13	N/A	Removed target
T14	Not measured	Revised target
T15	Behind target - ongoing	No change
T16	Behind target - ongoing	Revised target
T17	N/A	Removed target
T18	N/A	Removed target
T19	On target - ongoing	No change
New Target T20	N/A	New Target
New Target T21	N/A	New Target