



## **TCPA's Focus for 2011**

At our March committee meeting we decided on a number of priority areas on which to focus our attention, among them Fisherman's Bend and E-gate (North Melbourne). We will continue to advocate integrated land use and transport planning and development, with particular focus on suburban opportunities such as St Kilda Junction, Southland and the Clayton-Monash-Waverley region.

### **The timeframe for urban renewal at E-Gate**

The TCPA supports sustainable urban renewal land-use scenarios on the 20-hectare E-Gate precinct bounded by North Melbourne Station, Dudley Street, Footscray Road and the Moonee Ponds Creek. The planning of the conversion of the existing rail-related land-use to provide accommodation for up to 10,000 people in an economically and ecologically sustainable, equitable and innovative urban environment has been well thought through and reported on by VEIL for one possible option. Additional redevelopment options are being proposed by others.

The main current business use on the site is by BlueScope Steel for bogie exchange on the rail freight network from Hastings to the rest of Australia.

Sustainable land use advocacy organizations such as TCPA should focus on the governance and evaluation criteria to be applied to reflect community values and expectations as perceived by potential users of the site as well as the ramifications the site redevelopment will have on the net benefit evaluation using triple-bottom-line outcomes for the metropolitan Melbourne region.

Over the next thirty years, more major land use change to the south and west of North Melbourne Station is highly likely. In that period, the forecast increase in Victorian maritime container traffic would require large increases in the limited land area wharf-side and transport link corridors proximate to the Yarra River. These freight spatial demands

will conflict with desired inner urban consolidation aims and trends.

Additional wharf and container handling capacity at alternative locations such as Hastings is one strategy for increased maritime trade. The increased port capacity at Hastings might allow all steel products from the Hastings Industrial Zone to be distributed by ship in 30 to 50 years from now. Broad gauge freight lines presently carry steel products from Western Port via Frankston, Flinders Street and Southern Cross stations to customers distributed throughout Australia. Moving all steel products from Hastings by sea could retire the use of this broad gauge link and eliminate the need for the broad to standard gauge bogie exchange facility now at E-Gate.

However, a proposed switch from inland rail to sea shipping of steel products from Hastings could fail for several reasons. Firstly, the geographic locations of industrial users of these bulk steel products might now be more cheaply served by rail rather than by sea plus road shipping. Secondly, the timing of the enlargement of Hastings port and the timing of any residential development at E-Gate that necessarily closes down the Dynon Road bogie exchange sidings could be impractical for the steel industry. For example, Hastings port and inland freight forwarding changes would have to be made before E-Gate could be redeveloped.

Is dual-gauge track-work between Hastings and Dynon freight yards an available shorter term and more economical alternative? Or, could this bogie transfer function be moved to Newport rail yards (itself a potential mixed-use in-fill redevelopment zone), or to the Tottenham/Sunshine rail corridor, or to some more outer western metro location on the rail network? Readers might be interested to explore the possibilities by inspecting the map of Melbourne's rail network with working gauges for freight traffic, referenced at [http://en.wikipedia.org/wiki/Freight\\_railways\\_in\\_Melbourne](http://en.wikipedia.org/wiki/Freight_railways_in_Melbourne)

Even though it is reported that leasing arrangements at E-gate run out in 2014, it is difficult to see from where the investments will be sourced for the relocated bogie exchange facility; particularly when future nearby land use changes are factored in.

Community expectations for health-benefitting land-use (including land-use for transport routes) will also continue to rise over the next 30 to 50 years. The heavy container truck traffic through inner urban residential streets will result in enforcement of more truck curfews. Curfews will make container distribution from the Port of Melbourne even less commercially viable.

In the first instance, the TCPA needs to see more facts on the table to be convinced on what basis the phases for re-development of the E-Gate site are commercially viable over the next 10 years. The TCPA may then be in a position to support one development option over another, while also considering ecological and equity issues.

*H Kayak*

### **Fisherman's Bend as a Model for ESD**

The Victorian Government's proposal to develop housing at Fisherman's Bend offers the prospect of creating a model of Ecologically Sustainable Development (ESD).

The government has announced that housing affordability will be one of the key objectives. We believe that ESD should be another.

*Ray Walford*

### **Urban Form and Air Quality**

The new planning minister, Matthew Guy, has moved quickly to abandon two of Melbourne's planning strategies that the TCPA supported: Melbourne 2030 and dense corridor development. Was that a wise decision?

In 2007 the CSIRO published a report titled *Reshaping Cities for a More Sustainable Future*. Six alternative scenarios of future urban form were examined:

1. Business as usual – the extrapolation of current patterns into the future, that is, laissez faire, low density, dispersed
2. Compact city – increased population and density of inner suburbs

3. Edge city – increased population, housing densities and employment at selected nodes within the city, with increased investment in orbital freeways linking the edge cities
4. Corridor city – a focus on growth along linear corridors emanating from the CBD and supported by upgraded public transport infrastructure
5. Fringe city – additional growth predominantly on the fringe of the city
6. Ultra city – additional growth predominantly in provincial cities within 100 kilometres of a capital city and linked by high-speed rail transport.

The modelling was applied to Melbourne. The corridor model – as advocated by the TCPA – saw a decrease in particle emissions of 14%. The compact model resulted in an increase of 160%, while the business-as-usual model saw particle emissions increase by 61%.

Fine particle emissions, such as those found in diesel exhaust, are a significant cause of ill health and shorter life expectancy. The World Health Organisation target for fine particle emissions is less than 10 micrograms per cubic metre. Yet the Commonwealth standard<sup>1</sup> of 50 micrograms/m<sup>3</sup> was exceeded for more than five days in 2005 in five Melbourne suburbs.<sup>2</sup>

The EPA website<sup>3</sup> gives current readings for air quality in Melbourne. Recent figures show particle concentration ranging from as low as 8.3 (Dandenong 22/3/11 7-8pm) to as high as 297.7 (Brooklyn 21/3/11 8-9 am), but typically 20 – 40 micrograms/m<sup>3</sup>. Stockholm, the best-performing European city, averages 9.4 micrograms/m<sup>3</sup>.

There is clearly room for improvement, and the form of future development is of critical importance. We think the corridor model should be retained in the new planning strategy to be developed over the next two years.

*Ray Walford*

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<http://www.environment.gov.au/atmosphere/airquality/standards.html>

2 Environmental Indicators for Metropolitan Melbourne, Bulletin 9, July 2007; AIUS

3 [http://www.epa.vic.gov.au/air/bulletins/bulletin\\_t.asp](http://www.epa.vic.gov.au/air/bulletins/bulletin_t.asp)

**VCAT decision-making “not integrated”**

In spite of the intention and provisions of the Transport Integration Act 2010 (“TIA”, Victoria), and government policies to foster sustainable land-use planning, especially co-location of public transport and high-density land-uses, VCAT recently approved a high-rise development in Sandringham that will be more than 2 kms from rail stations and Major Activity Centres.

VCAT overturned Bayside City Council’s previous rejection of the developer’s planning application to build 499 apartments, etc., in high-rise tower blocks at 220-228 Bay Road Sandringham. Lack of good quality public transport near this site will ensure that the large majority of trips to or from it will be by car – along already heavily trafficked roads.

This decision undermines the essence of transport and land-use planning integration.

There is the clear need for land-use planning laws and regulations to be “tightened” and made consistent with sustainability policies. For example, all agencies and tribunals that have power under the Planning and Environment Act 1987 (Victoria) and other planning-relevant laws should be deemed as “interface bodies” under the TIA, and thus bound to adjudicate according to the Act and other government policies. Thus authorities such as local councils (in terms of their municipal strategic plans) and VCAT would give approval only to applications that meet or exceed set-down objectives for sustainability and integration of land-use and transport planning decisions.

*Peter Hill*

**Southbank Structure Plan**

The City of Melbourne has developed a structure plan for Southbank, an area stretching from St Kilda Road to South Wharf, and from the Yarra River to Westgate Freeway, Kingsway and Dorcas Street. It is proposed to house another 70,000 people in the area. See:

<http://www.melbourne.vic.gov.au/AboutMelbourne/ProjectsandInitiatives/Southbank2010/Pages/Southbank2010.aspx>

The plan is open for comment until 27/5/11. Members of the TCPA committee are preparing a comment and we encourage TCPA members to do likewise.

*Ray Walford*

**J Hampton Beale**

With regret, we record the death in November of J Hampton Beale, a long-time member of TCPA and former Councillor and Mayor of Hawthorn.

*Ray Walford*

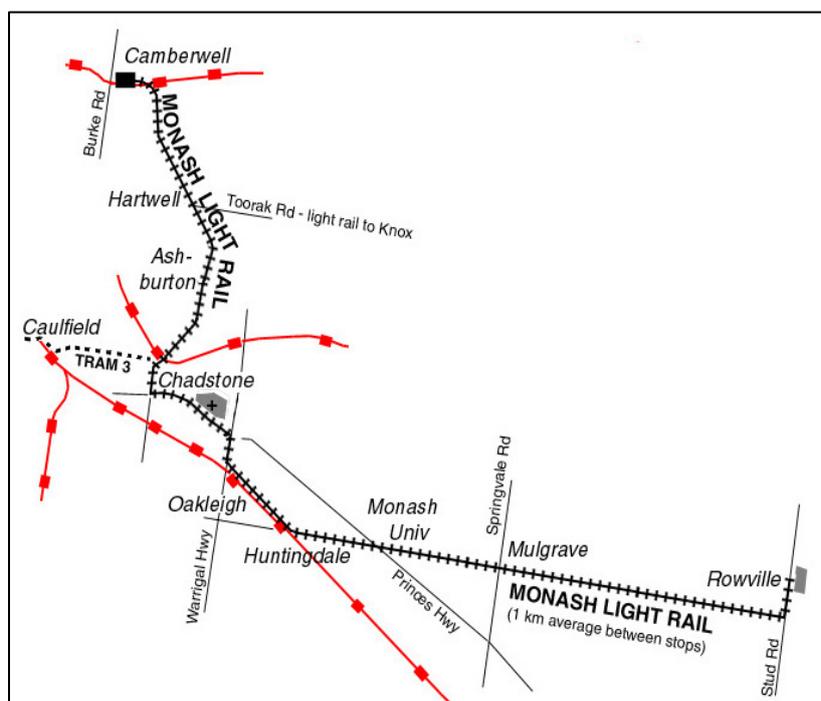
## Putting urban consolidation principles into practice – two current policy examples

There is a high level of public concern of land-use planning decisions in light of population forecasts for Melbourne. This alone suggests that a “broad spectrum” of geographic consolidation strategies for Melbourne, rather than the state government’s proposed inner urban “big developments”, has the better chance of success. Locating housing and non-residential land-uses to reduce daily travel distances will be very effective in improving the health and sustainability of our large cities.

Examples of “town-centred” urban consolidation that minimises car use are widespread in Europe, and some (e.g. Manly, St Leonards and Parramatta) exist in Sydney and here in Melbourne at Chapel Street (Richmond to St Kilda), Port Melbourne, Glenferrie Road (Hawthorn and Malvern) and Box Hill. These show how intensive commercial and social activity can happen without becoming traffic congested, soul-less concrete canyons.

### Rowville to Camberwell by the “Monash Railway”

The new Victorian government is proceeding with a feasibility study for a Huntingdale-Rowville broad gauge railway. In its submissions to Melbourne 2030, the TCPA included a high-speed light rail service to Rowville among proposals that would improve public transport access to Camberwell and other activity centres, e.g.:



- Conversion of the Alamein railway to a 25 km light railway (“Monash Railway”) from Camberwell station, extending beyond Alamein via Chadstone Shopping Centre, Oakleigh, Huntingdale, Monash University and Wellington Road to Rowville.
- The Burwood Highway tram route 75 could also be diverted along it to Camberwell for a quicker transit to central Melbourne.

- The Alamein train fleet would be operated between Melbourne CBD and Box Hill;
- Extending tram route 3 from East Caulfield to Chadstone with one kilometre of track to join this light railway;
- A “premium” bus route to run between Latrobe University and Brighton or Chadstone via Heidelberg Central and nearby hospitals, Burke Road and Caulfield station.

These, plus improvements to other transport services and modal coordination, would give these activity centres a good chance of growing in value but not in congestion.

### Westfield Southland rail and bus interchange station

In the 2009 state election campaigns, both Liberal and Labor parties promised to build a rail station at Southland Shopping Centre in Cheltenham. Labor’s proposal included an integrated bus routes

interchange.

We believe that the strategic gains in restructuring the use of land sites adjacent to Southland that would maximise the use of rail and bus services, dictates the creation of a bus and rail interchange accessing Southland and new high-density residential, public and commercial buildings abutting Southland and the station.

### **Urban strategic background to these TCPA public transport proposals**

Melbourne 2030 sought further urban growth in metropolitan Melbourne that increases the well-being of its citizens on a triple bottom-line basis: increased social harmony and personal well-being, increase in economic wealth, and minimum adverse impact on the physical environment.

Compact cities where car and truck movement is minimised and where citizens make most of their personal travel on foot, on bicycle or in public transport are those cities with highest per capita wealth, ambience and best sustainability. This is the overwhelming evidence from around the world. Victorian government policy should be to discourage population growth at or beyond the metropolitan fringe, and to foster growth in established urban activity centres, or in “brownfields” sites connected or connectable to public transport.

Of course, such strategies involve large investments and pose the chicken-and-egg dilemma of which comes first? Experience in many cities has shown that government-private collaboration in both the strategic planning and funding of large scale precinct land re-structuring and the associated supporting infrastructure simultaneously creates both the greatest increase in both public (social) and economic (private owners and the public) value of such precincts and the greatest chance of success in such programs. Strategic intervention is essential to give leadership and to reduce risk to private investors.

The land being restructured can be “greenfields” (essentially virgin or agricultural land), “brownfields” (land already intensively built-over for intended purposes, but whose uses have now ceased) or “yellowfields”. “Yellowfields” are built-over land still used for the purposes for which it was developed but whose intensity and value of use have declined absolutely or relatively. These colour connotations evoke the life cycle of tree leaves.

The former Victoria Docklands, Dandenong livestock saleyards and the Broadmeadows army camp are prominent examples of urban brownfield developments in Melbourne. Wapping, in London, is world famous as Canary Wharf.

Yellowfields are not always easy to identify and they are certainly harder to restructure and redevelop than brownfield precincts. South Melbourne’s industrial zone along the Yarra’s south bank (now Southbank) was an obvious case. Along the proposed Monash Railway there are considerable areas of yellowfield residential and commercial land stocks, particularly surrounding Oakleigh’s central business district, and in Huntingdale and Clayton. Areas of brownfield land lie near the railway corridor between Oakleigh station and Huntingdale.

### ***The Monash Light Railway***

Functioning activity centres along the Monash rail route include Camberwell district centre, Hartwell commercial precinct, Ashburton shopping centre, Chadstone shopping centre, Oakleigh district centre, Huntingdale industrial zone, Monash Medical Centre (Clayton), Monash University, Monash-Mulgrave business & industry precinct and Rowville Shopping Centre. Several of these precincts and their surrounding residential areas are tired yellowfields. Light rail and coordinated bus networks would help underpin their revival and major growth as residential and non-residential activity precincts whilst reducing growth in car traffic.

The Monash railway answers three separate planning challenges, and a unifying goal:

1. To provide the long-advocated rail link from Huntingdale to Monash University and Rowville.
2. To increase regional patronage on the poorly patronised short spur rail line to Alamein that, in all three official reviews of metropolitan rail services since 1978 was recommended for closure.
3. To greatly improve public transport links to Chadstone Shopping Centre to reduce car traffic.

The Monash railway benefits would exceed the sum of benefits of the three separate areas of

transport strategy. It improves the prospects for increasing public transport patronage to these connected middle suburban centres, instead of car travel and settlement at the suburban fringe.

Similarly, a future premium bus route would allow people to ride between (say) Brighton and Latrobe University via Thomas Street, Bambra Road and Burke Road. They could visit activity centres like Monash Caulfield campus, major schools (Sacre Coeur, Korowa, etc), central Camberwell, Heidelberg central and its major hospitals. Tram route 72 would be retained as now.

### ***Southland rail/bus station***

#### *Background*

VCAT recently upheld a developer's application (Bayside CC Ref. 2010/232/1) to recycle 2.35 ha of disused factory sites at 220-228 Bay Road, Sandringham, and to construct 499 apartment dwellings in multi-storey towers, along with medical practices, pre-school, cafe and convenience grocery retail services premises. This development will include 891 basement car parks. Bayside CC had rejected the proposal.

Criticism of the proposal focused mainly on the site being inappropriate for a high density housing project. This is because nearly all of the access trips by residents, workforce and visitors will be by car. Walk-up accessible public transport is limited to two infrequent bus routes, which are limited to accessing all but a small number of desired destinations. Rail stations are at least 2 kms distant.

Good planning strategy in action requires that land uses that create higher numbers of personal and freight trips should be put next to the most efficient transport modes. Thus, medium and high-density housing and commercial buildings ideally should go next to rail stations with bus route interchanges. Public transport mode transfers should be located close to sites of valued activities, e.g. shopping and personal services.

Such spatial juxtaposition of high-population density and high trip-generation site developments with high-capacity, energy-efficient mass transit is the norm in cities like Tokyo, London, and Vancouver. It is the basis of the Netherlands government's urban planning policy (the so-called "ABC" land-use/transport planning strategy). Similar good practice is evident in the high-rise development at and near rail and ferry stations in Chatswood, Manly, Parramatta and St Leonards in Sydney.

#### *The Southland opportunity*

A much better site for this 500-apartment high rise than the Bay Road factory sites is right next to Southland and its future rail station on the Bay Road flank of the Sir William Fry Reserve parkland in the City of Kingston. This park was the old Gas and Fuel Corp Highett gasholder site. Residents could walk to Southland in, say, an enclosed arcade, and to a future rail station and bus interchange at Southland, thus eliminating many car trips. Southland is served by 15 bus routes radiating through the surrounding region to places as remote as St Kilda, Dandenong, Carrum, Chadstone, Pakenham, Clayton and Monash University. All major schools from Mentone to Brighton are thus accessible by single public transport routes. From a resident's viewpoint, which high-rise apartment would be more attractive? One located 2 kms away from shopping, personal services and trains, or one right next door to these?

A larger, higher-rise housing estate could be placed next to Southland without overshadowing adjacent homes. This could house up to several thousand residents.

The vacant remaining 6.5 ha of "Gaslands" is zoned for Industrial use and still being decontaminated of coal-tar residues. The previous government intended this land parcel to be rezoned for housing, but it is beyond walking distance to rail stations. Why not replace the existing parkland that would be taken by this Southland housing project with part of these Gaslands?

A Southland rail and bus interchange would maximise the potential utility of and trip-generation by these current bus routes and the rail line. Southland has the potential of Box Hill for cross-modal public transport trip attraction and regional "reach".

#### *Anticipation of possible public objection to private resumption of parklands*

There might be public objections to the resumption of open space by private property interests. TCPA is a strong advocate of the need for public spaces.

The existing Sir William Fry Reserve of 8.2 ha was pledged by the Cain government in 1987 and added to the local region's stock of parkland in 1991. It was the gasholder land in the former Highett gasworks, and has no significant floral or faunal conservation importance. It is esteemed as passive recreational parkland, and its landscaping and vegetation cover are man-made.

(Refer <http://localhistory.kingston.vic.gov.au/htm/article/380.htm>). The 8.2 ha area has recent historical significance because that was about the area demanded by local community activists in the 1970s "twenty acres" campaign. So, it would be important in any strategic land-zoning reassessment to assure that there are at least 8.2 ha of open passive recreational parkland (with least fragmentation) kept in the vicinity of the Sir William Fry Reserve and remaining "Gaslands".

*Peter Hill*