

PROJECT BRIEF

Bayside Integrated Transport Strategy

Bayside City Council

JUNE 2011

1. Introduction

The City of Bayside (Council) is preparing an Integrated Transport Strategy (ITS). The strategy will seek to integrate across transport modes, emphasising opportunities for sustainable transport options and for better integration between modes and land uses. The transport strategy therefore provides a good opportunity to identify ways in which Bayside Council can contribute to a more sustainable transport system. The 2010 Planning Scheme Review identifies a need for Council to undertake further strategic work on transport and the development of the ITS is identified as an action within the 2010-11 and draft 2011-12 Council Annual Action Plans.

The strategy will be multi-faceted, emphasising opportunities for better integration between transport modes, land uses and development, along with other Council plans and programs. The strategy will provide the opportunity for Council to articulate its approach to transport planning¹, to set out how this approach contributes to a more sustainable transport system, identifying the ways in which better transport outcomes can be delivered.

2. Preliminary considerations

2.1 The starting point

In many respects Bayside's transport system is and may be relatively static, irrespective of a transport strategy. This is owing to the established nature of the municipality, the limited scope for major new infrastructure (like new roads and rail lines), the fact that most main roads support a bus route, that most parts of the municipality are relatively well served in terms of transport, and that planning at the metropolitan level will likely effect change more than locally derived initiatives.

¹ Transport planning and the transport system includes the various modes of transport (inc. walking and cycling) but also includes associated elements such as behaviour and health issues associated with connectivity.

In light of the above, it is considered that any transport strategy for Bayside should be rather targeted in what it seeks to achieve, looking for opportunities to make a difference to the transport outcomes of the municipality in a local way (i.e. filling gaps in cycle networks, small scale improvements at transport interchanges, small scale road management changes to address local concerns). Council's Health and Wellbeing Plan 2009-2013 is a relevant Council document outlining a number of applicable strategies in relation to walking, cycling and sustainable transport.

In terms of transport issues that are regional or sub-regional in nature, the role of the transport strategy would be to support Council's advocacy and lobbying efforts.

2.2 Types of matters in a transport strategy

Actions arising out of a transport strategy are likely to be based around the following:

Influencing	Seeking to influence others to provide a better service to fill identified gaps. For example, the changes needed which are outside the Council's remit, resources or ability to deliver and which require the influencing of other stakeholders to effect the desired changes.	E.g... <ul style="list-style-type: none"> • Service levels on Sandringham and Frankston lines • Improvements to stations and transport interchanges, Southland Station • Making public transport more affordable and easy to use
Working with others	Identifying and gaining agreement / buy-in with other stakeholders to ideas or proposals which Council wishes to take forward. For example, the changes needed which are only partially within the Council's remit, resources or ability to deliver and which require partnership working with other stakeholders. Securing buy-in to the partnership from other stakeholders is an important element of preparing the strategy.	E.g... <ul style="list-style-type: none"> • Infrastructure improvements with Vic Roads • Directing heavy transit vehicles along Nepean Highway • Improved movement within and through the municipality • Improving reliability of public transport • Bus network changes, frequencies • Increasing the number of jobs in activity centres
Do ourselves	Identifying ideas and proposals which are within the remit and funding ability of Council to deliver. For example, the higher level changes which the Council will seek to deliver itself. At this level, it is the higher-	E.g... <ul style="list-style-type: none"> • Capital works, including cycle paths and improving amenity of footpaths and crossings • Pedestrianisation schemes/projects targeted towards the Major Activity

	<p>level content that will inform the more detailed implementation plan and is expected to include significant capital works projects that are central to implementing the strategy, the behavioural changes and programs that are necessary, the preparation of other more detailed plans (including statutory plans) and providing a structure to these.</p>	<p>Centres and Neighbourhood Activity Centres</p> <ul style="list-style-type: none"> • Parking / traffic management, such as within activity centres, commuter parking • Community based transport programs or services • Education and promotion such as improving perceived safety of public transport, cycling and walking
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2.3 Comparison with other council Transport Strategies

There is wide scope for Council to make what it wants out of preparing a transport strategy. Considerable variation exists amongst Melbourne councils as to the nature, contents and focus of transport strategies. They can however be grouped into the following:

- *Group 1 – All Bells and Whistles*

These transport strategies tend to be substantial pieces of work involving considerable background research and analysis and seeking to be a comprehensive strategy for transport in the municipality. The suggested difficulties with Group 1 strategies are:

- They tend to recommend both what seems obvious without the extent of research but also what briefer versions recommend. It is therefore questioned what practical benefit there is of such extensive pieces of work (particularly in established areas where the transport network will evolve rather than dramatically change).
- They tend to make policy recommendations that are largely already contained in other strategies, including Community Plans and Council Plans but also within planning schemes as they currently exist.
- They can raise expectations above what can realistically be achieved.

- *Group 2 – Practical Focus*

These transport strategies tend to be much briefer and focus on the practical matters which can be addressed by the Council. They usually contain a mixture of transport projects that should be pursued and recommendations for further strategic work (i.e. to prepare single modal plans such as walking or cycling strategies). These types of plans tend to be more

derived from a 'planning discipline' rather than an 'engineering' discipline in the way they are approached.

- *Group 3 – A Little of Both*

These transport strategies provide more detail than those listed in Group 2, but are still briefer and more focussed than Group 1. It is recommended that the approach taken by Group 3 strategies be supported for the Bayside Integrated Transport Strategy.

2.4 Relationship with the Local Planning Policy Framework (including the MSS)

For planning scheme purposes, it is understood that the transport strategy needs to feed into potential changes to the MSS and in particular Clause 21.09 (Transport and Access). Clause 21.09 currently contains a series of policy directions, most of which are uncontested. A need clearly exists to 'localise' this section of the MSS to show how the planning system is intended to be used, including through other VPP provisions.

Importantly however, most strategic transport directions are otherwise contained in the Planning Scheme in terms of the relationship between land use and transport. For instance, housing policy and activity centre policy are heavily influenced by transport (and vice-versa). Directions will be established outside of the transport strategy (i.e. through the Housing Strategy) and there seems little value to be gained by doing so again except to reference the overall direction (particularly in relation to any possible consultation).

There would be a need for a clearly justified strategy if Council were interested in pursuing quite specific policies that require implementation through the Planning Scheme. For instance, parking precinct plans, differential parking rates for specific parts of Bayside or car-free development. What the transport strategy could do however, is identify the 'direction of travel' for Council on these matters and provide a framework for pursuing other studies and work in support of these directions.

2.5 Relationship to Other Plans

The Council Plan contains directions that (indirectly) relate to sustainable transport, along with other plans such as the Health and Wellbeing Plan 2009-2013, Draft Bayside 2020 Community Plan and the Disability Strategy. Given this, it seems that there are enough 'vision' and 'objectives' relating to strategic transport matters to avoid such a focus in a transport strategy.

Council also has a series of transport-related plans. For instance, Bayside has a Road Management Plan (2009) (required under legislation), Road Safety Strategy (2002-2007) and Bicycle Strategy (2003). While some are out of date, the transport strategy would not avoid the need to prepare single, specific strategies. As the transport strategy is intended to be a broad, overarching strategy, it will not provide the level of detail or technical analysis necessary for more specific transport related matters, such as asset management in particular. Further, it would not meet all statutory obligations relating to management plans.

3. The type of strategy for Bayside

Reflecting on the above, it is considered that Bayside could prepare a transport strategy with an aim to:

- Set the scene for transport in Bayside
- Establish a strategic plan to direct and manage planning for transport and access
- Undertake a 'gap' analysis on the transport network to identify opportunities for creating a more sustainable transport system
- Identify opportunities for advocacy and education to improve transport provision and encourage behaviour change & modal shift where possible
- Explore emerging trends, innovations and new ideas within the transport sector and consider how they may apply in a Bayside context
- Take the State Planning Policy Framework directions and apply them to Bayside for the purposes of creating local content for the Local Planning Framework (based on the local context and the gap analysis).
- Create a high level implementation plan for what the Council should do over the next few years based around influencing, working with others and doing things ourselves

The strategy could have the following characteristics:

- Position Council on strategic transport matters but accepts that other plans will be required to aid implementation (for instance, a cycle strategy) and to set out what these subsequent plans/strategies.
- Puts in place some higher level messages about metropolitan Melbourne wide transport issues which provide a basis for Council to engage with these issues (i.e. as part of city-wide planning strategies and their review)
- Offer the opportunity to identify 'easy win' actions which can be readily implemented
- Provides a basis of community engagement and agreement on what the 'easy win' actions may be.
- Provide a basis for negotiating with and influencing delivery agencies.

The ITS will consist of the following key components:

3.1 The Strategy and High Level Implementation Plan

The strategy will set out Council's approach to transport planning, derived from the Background Report and analysis. The strategy should be pitched as an advocacy and promotion document of the Councils position more than a technical document, with the Background Report providing the technical basis where appropriate.

The strategy will be supported by a high-level implementation plan which sets out the way in which the Council will work to deliver the strategy and the transport system envisaged in the narrative. The strategy will also have success measures which clearly define the way in which change will be monitored and success defined.

3.2 Detailed Implementation Plan

The detailed implementation plan will contain the actions which Council will take forward over the next 15 years, split into 5-year time periods. The actions identified for improvements and their rationale will be feasible, sustainable and achievable and this filter will be applied to all proposed actions.

3.3 Planning Scheme Implementation

A key outcome of the ITS is to develop content for inclusion into the Municipal Strategic Statement (MSS) and in particular Clause 21.09 (Transport and Access). Importantly, most strategic transport directions are otherwise contained in the Planning Scheme in terms of the relationship between land use and transport. For instance, housing policy and activity centre policy are heavily influenced by transport (and vice-versa). Directions for these will be established outside of the transport strategy (i.e. through the Housing Strategy) and there seems little value to be gained by doing so again (particularly in relation to any possible consultation) except to reference the overall direction and this can be addressed in the strategy and high-level implementation plan.

Therefore, the planning scheme implementation element of this project will be a technical document which provides a draft rewritten Clause 21.09 with recommendations for other parts of the MSS which require change as a result of the strategy. The existing Clause 21.09 should not be the starting point as entirely new content should be developed.

4. Methodology

Section 3 has identified in detail the type of strategy Council is seeking. This methodology provides the skeleton of a methodology to deliver this from which the strategy should further develop.

4.1 Delivery

The project is intended to be managed by the Urban Strategy Department, supported by a specialist transport/planning consultant that will develop the strategy, including background research, analysis, engagement and pulling together the final strategy.

4.2 Engagement

A transport scoping exercise was undertaken as part of Council's "Our City's Future" engagement program. This was a preliminary process that sought to gain broad comment on transport and access issues facing the wider community. This consultation process concluded on 20 May 2011 and included feedback in the form of surveys and submissions. The feedback is currently being analysed and will provide a succinct and insightful analysis of the views expressed in the consultation. Information gathered as part of this process will assist to inform the preparation of the ITS.

Engagement in the transport strategy will also occur at the release of the Draft strategy, discussed further below.

4.3 Background Report

A background report will be prepared which provides the facts, evidence, trends and analysis from which the strategy can be developed. This should include a full demographic analysis of Bayside, analysis of relevant transport data, a strategic desk-top audit of the existing transport system, a review of existing plans and programs, and a commentary on the ways in which councils are able to influence and effect change in relation to transport. The paper should identify the key strengths, weaknesses, opportunities and constraints of the existing transport system and these should be mapped and illustrated.

Output: *Background Report*

4.4 Developing the Strategy

The background report and the consultation responses will be important to inform the development of the strategy. Equally important is the need to capacity build and explore with Council (Councillors, management, key staff) the type of transport system which is sought and a narrative for transport in Bayside that is 'owned' by the organisation, responds to community priorities, and is capable of being meaningful and action-orientated. There will be an interaction between what is sought (i.e. the outcomes) and what is achievable (including through resourcing, current programs, planning scheme implementation).

Output :- *Council having an agreed direction for transport in Bayside and the narrative for our approach in draft form*

4.5 Writing the Strategy and High Level Implementation Plan

Based on the Background report and consultation to date a draft ITS will be prepared. This will involve a Council review and endorsement of the draft prior to community consultation.

Output :- *Agreed Draft Strategy and High Level Implementation Plan*

4.6 Consultation on the draft Strategy and High Level Implementation Plan

Council will consult on the draft Strategy. A methodology for this consultation will be developed prior to seeking Council endorsement of the draft. The key purpose for the consultation is to secure support for the strategy and narrative, agreement to the high-level implementation plan, and initial input to the detailed implementation plan and planning scheme changes which form the next stage.

Output :- *Consultation activities*

Output: - *Report analysing consultation responses*

4.7 Finalise the Strategy and High Level Implementation Plan

Amend the draft documents in response to the consultation outcomes and in agreement with Council.

Output: *Amended and evolving drafts*

Output: *Agreed Final Strategy and High Level Implementation Plan*

4.8 Detailed Implementation Plan and Planning Scheme Implementation

With the agreement of the strategy and high level implementation plan, more detailed elements can be progressed. This includes translating the strategy and narrative into new MSS provisions as well as developing a detailed implementation plan.

The detailed implementation plan is very much a plan for how Council will manage transport and it will be derived from formalising existing practices, statutory requirements, and the operational elements of the high-level implementation plan. Being primarily an internal and working document, this will need to be developed in close consultation with key Council staff and Councillors. Once agreed, a short summary brochure should be prepared which Council will use to communicate with existing stakeholders involved in the project how Council is moving forward.

The planning scheme implementation will be detailed in a short report setting out the key directions for transport that need to be inserted into the planning scheme. Council will not specifically consult on this document but will proceed to progress a formal planning scheme amendment within which consultation will occur. The planning scheme amendment is not within the scope of this project and will occur after the adoption of the final strategy.

Output :- *Working document – detailed implementation plan*

Output :- *Summary Brochure – detailed implementation plan*

4. Project Management, Budget, Resources and Timeframe

The project will be managed by the Urban Strategy team at Bayside City Council with the strategy being undertaken by a specialist transport/planning consultant. Funds available within the 2010/11 and 2011/12 Budgets.

The project will be informed and guided by a project control group (Cross Organisational Group) with representatives from the following departments:

- Urban Strategy
- Recreation & Social Development
- Asset Management
- Environmental Sustainability & Open Space

The timeframe for the project is:-

Mar-May 2011 Completed	Bayside Our City's Future	Consult on Transport Issues Paper as part of Planning Scheme Review, Summarise Research and Gaps into Short Paper, Set Out Consultation Questions, Include Key Diagram of Issues and Opportunities
June 2011	Consultant appointment	
June-Aug 2011	Background research & analysis	Stats, Research and Analysis on Transport (inc. Regional Perspective), SWOT Analysis on Transport
Aug-Sep 2011	Prepare Draft Strategy, Action Plan	Reflect on consultation feedback and work to date to develop an action plan which includes activities and commitments to further strategies
Sep-Oct 2011	Consult	Consult on draft strategy as part of a bespoke engagement exercise
Dec 2011	Adopt	
2012	Planning Scheme Implementation	Prepare planning scheme amendment for inclusion of transport strategy outcomes in the Planning Scheme