



# PUBLIC ACQUISITION OVERLAY

East side of Punt Road-  
South Yarra to Windsor

February 2016

REPORT TO THE ADVISORY COMMITTEE  
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ON BEHALF OF  
VICROADS



Expert Evidence | Strategic Advice | Development Approvals



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## 1 INTRODUCTION

### 1.1 Purpose, background and instructions

1 This report addresses the strategic planning merits of retaining, removing or modifying the 20 metre wide Public Acquisition Overlay (**PAO**) applying to 140 properties on the east side of Punt Road, between Alexandra Avenue and Union Street in the City of Stonnington.

2 The report is intended to assist the Advisory Committee appointed by the Minister for Planning in its deliberations on the merits of retaining the PAO.

3 In March 2015 I was asked to prepare a factual recording of each of the properties affected by the PAO and the applicable zone and overlay provisions of the *Stonnington Planning Scheme*.

4 That report was a contribution to the *Review of Punt Road Public Acquisition Overlay - Background Report* (**Background Report**) issued by VicRoads in August 2015.

5 That work was undertaken by staff of 10 Consulting Group, under my supervision. No consideration was given to the 'merits case' as part of that task.

6 I had no further engagement with VicRoads on this matter until December 2015, nor otherwise contributed to the content of the Background Report and options paper by ARUP.

7 In late December 2015 I was asked by Norton Rose Fulbright Australia, on behalf of VicRoads, to undertake an independent review and prepare a report addressing:

- Matters raised in the Advisory Committee's Directions and public submissions relevant to my area of expertise;
- Whether there is strategic benefit in retaining the PAO in the context of existing and future land use and urban growth, both along and serviced by the corridor.

8 For the sake of brevity this report does not reproduce factual material and descriptions of existing conditions and options contained in:

- The Punt Road Acquisition Overlay Advisory Committee’s – Terms of Reference,
- The Background Report,
- *The Punt Road Concept Options Report* (October 2015) by ARUP,
- *Punt Road Study – Union Street to City Link – Final Report 2012* by VicRoads.

9 As appropriate and relevant, reference is made to those documents.

## **1.2 Expert Witness Statement**

10 An Expert Witness Statement and curriculum vitae are provided at Attachment 1 and 2 of this report.

11 Over the last decade I have provided expert evidence on a broad range of major arterial road and rail proposals in Victoria, many entailing Public Acquisition Overlays and ‘before’ and ‘after’ implications and considerations of land use and development.

12 I have provided the above advice and evidence to and on behalf of VicRoads as well as other affected parties.

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## 2 AN OVERVIEW

### 2.1 Punt Road – Adapting to the demands of different generations

13 The strategic need for a continuous and direct route between Melbourne’s northern and southern suburbs, to the east of the central city (CBD) was first documented in 1929<sup>1</sup> and realised with the construction of the Hoddle Bridge over the Yarra river in 1938.

14 Less than two decades later the traffic demands and growth projections for the city were such that the 1954 metropolitan plan<sup>2</sup> noted that – “one of the greatest needs of a modern city is a well planned, well designed, and well constructed road system capable of meeting all reasonable demands which may be placed upon it.”

15 To give effect to that vision that plan provided as follows:

*“Reservations for road purposes in the planning scheme have been confined to those necessary for the arterial and secondary road systems. The planner’s responsibility is to reserve sufficient area along the various road routes so that roads of sufficient capacity can be readily constructed when needed. It has been made a principle that wherever reasonably practicable, the road reservation should be sufficiently wide for the roads, which will be necessary when the population of the city reaches 2,500,000. Only where this would be too costly or would unduly interfere with existing development, or where the opportunity has already been lost has this principle been departed from.” (Page 9 – the road communication system).*

16 The report does not record how the latter observation and principle were applied to the 20-metre wide road reservation on the east side of Punt Road.

17 The proposal to acquire more land along the axis of Punt Road was a significant strategic planning decision demonstrating a well founded appreciation of the land use and transport issues to be faced by the growing city and providing leadership and vision regarding the structure and form of the future urban area.

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<sup>1</sup> A Plan for General Development, Report of the Metropolitan Town Planning Commission, 1929

<sup>2</sup> Melbourne Metropolitan Planning Scheme Report, 1954

- 18 Since 1954 fundamental changes have occurred that collectively have influenced the demands and expectations placed upon Punt Road.
- The city's population was estimated to be 4.25 million in 2014 and by 2051 7.7 million persons are projected to live in Melbourne (three times the city target of 1954).
  - The nature and patterns of economic activity and employment have moved away from manufacture and traditional industries to commerce, technology and office based activity and from the CBD and the inner city to suburban and city edge locations.
  - The urban structure of the inner city and metropolitan area and its transport systems have expanded over vast areas.
  - The community has become socially more diverse and economically more affluent and its ownership and use of the private car has changed significantly.
  - The community's values and expectations have changed markedly regarding public and sustainable transport, the amenity and character of the city, the protection of the environment, heritage and natural assets, wellbeing and safety.
  - Government strategies and policies for metropolitan development, land use and transportation have evolved and changed with growth.
- 19 Despite its strategic wisdom the additional 20-metre road reservation, secured by the PAO left unanswered a series of significant considerations regarding the roles of Punt Road and the uses along its alignment.
- It protected a functional space in which to provide for the anticipated growth in traffic demand on part of a larger strategic movement corridor.
  - It simultaneously set an arbitrary line through the middle of established residential and commercial properties, and development without a considered appreciation for its community, land use and development implications.



- It did not complement the reservation of additional road space with a strategy that might demonstrate how the balance of the land might be used, developed or accessed.
- It created uncertainty for residents and owners about their properties and plans.

20 Despite these considerations and the progressive congestion of Punt Road no material and conclusive strategic review of the appropriate transport and land use strategy to serve the north–south corridor, on the east side of the city, has been undertaken.

21 A 1969 transport strategy suggested that Punt Road form part of a trans-metropolitan freeway alignment linking the south east suburbs with the northern, however this was abandoned shortly afterwards.

22 While the history of planning and management of this corridor has recognised its significant metropolitan and local roles, improvements and enhancement to Punt Road have tended to take the form of a series of incremental and shorter-term responses to pressing traffic conditions.

23 A clearly articulated longer-term vision for the form and composition of the road space and its integration with the land uses and development that adjoin it has been missing.

24 The Advisory Committee’s review is therefore an over due and important first step initiative to inform a long term and strategic direction for the transport and land use conditions on the Punt Road / Hoddle Street corridor.

25 *Plan Melbourne Refresh – Discussion Paper* (2015) foreshadows an “enduring” metropolitan strategy with a focus on long term rather than short term actions. It is in this context that decisions regarding Punt Road should be formed.

## 2.2 Summary of Opinions

26 In this report I find that:

- There is an immediate requirement to improve how Punt Road caters for the needs of all users of the road reservation and

enhances the safety and amenity of the public domain. Delivering those outcomes may need some or all of the PAO.

- The strategic context of longer term land use and transportation considerations, influencing the future roles and demands upon Punt Road and Hoddle Street, are of such order that the PAO should be retained to enable the appropriate configuration of land use and the road space to accommodate the diversity and number of trips foreshadowed to be undertaken by future generations.
- The current review is the first step in a process that should engage VicRoads, as the road authority, with the other relevant State government agencies and affected municipalities in developing an integrated land use and transport vision and associated strategies for this strategically vital transport corridor, east of the central city.

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## 3 SCOPE, OPTIONS, EVALUATION AND COMMUNITY

### 3.1 Introduction

27 The following matters should have an important bearing on the outcomes of the review and are advanced as a framework for the assessment of retaining, modifying or removing the PAO.

### 3.2 Scope

#### 3.2.1 The appropriate section of road for review

28 This current review is confined to only the section of Punt Road affected by the PAO.

29 Caution should be exercised in considering this section of Punt Road in isolation of the balance of the long term transport and movement outcomes required to be delivered over the length of Hoddle Street / Punt Road between the Eastern Freeway and St Kilda Junction.

30 Objectives and outcomes for Punt Road need to be capable of integration with the short and longer-term operation of the balance of the corridor.

31 For this reason the review is appropriately perceived as the beginning rather than a culmination of the necessary investigation into a strategy for the corridor and the future of the PAO.

#### 3.2.2 Short and longer term considerations

32 This evidence identifies that:

- There was strategic justification for the PAO being historically applied.
- There is strategic justification for it to be kept.
- There is a need for a longer -term transportation and land use vision.

- There are a range of short to medium term actions and initiatives that should be identified and implemented to improve the current configuration and role(s) of Punt Road.

33 A difficulty in setting a longer-term vision and strategies will be the degree and nature of change between now and the planning horizon.

34 The 'refresh' discussion paper on *Plan Melbourne* identifies 2051 as the target for long term planning.

35 It is only a decade ago that the long-term vision for Melbourne was 2030.

36 Advances over the last two decades in communications and technologies; in how business is conducted and how and where the community now chooses to live serve to illustrate the quantum of change and the limitations that places upon the clarity that can be brought to planning for the mix of transport needs of Melbourne in 2051.

### 3.3 Options

37 The Background and Options Reports prepared to inform the Advisory Committee advance a series of options for the future configuration of Punt Road relying upon the existing reservation or using part or all of the PAO.

38 I rely upon others to comment on the technical traffic merits of each option.

39 From a strategic planning perspective a simpler but wider categorisation and scope of options is appropriate, as highlighted in a number of the public submissions.

40 The long term strategic options may be categorised as:

- Do nothing.
- Make improvements and increase capacity within the existing road space
- Make improvements and increase capacity of the road by widening the reservation, utilising part or all of the PAO.

- Rely upon alternative methods of movement, above or below ground (elevated roadways or tunnels).
- Any combination of the above.

41 The VicRoads background material has not explored the ‘alternative methods’ on the basis of potentially substantially greater costs and technical constraints.

42 However, for completeness and with the intent of establishing a sustainable long term strategy, all of these options, at some stage, ought to be considered and evaluated, not only for the section of Punt Road south of the Yarra River but also for the significant issues and congestion experienced in the corridor between the Eastern Freeway and the Yarra.

### 3.4 Basis of evaluation

43 The basis for decision making in this review is set out in the Transport Integration Act 2010 and the Planning and Environment Act 1987.

44 The Transport Integration Act advances a framework for the provisions of an integrated and sustainable transport system for Victoria, consistent with the following vision.

*“The Parliament recognises the aspirations of Victorians for an integrated and sustainable transport system that contributes to an exclusive, prosperous and environmentally responsible State.”*

45 The vision is to be achieved through the application of the following seven principles.

- Integrated decision making,
- The triple bottom line,
- Equity,
- The transport system users perspective,
- The precautionary principle,
- Stakeholder engagement and community participation,

- Transparency.

46 Given that any removal or modification of the PAO would require an amendment to the *Stonnington Planning Scheme* it is also necessary that the outcome be consistent with the provisions of the *Planning and Environment Act*; the objectives of planning in Victoria and should reconcile competing policy considerations in favour of sustainable development and a net community benefit.

### 3.5 The relevant community

47 There have been numerous submissions made by persons with property directly impacted by the PAO or living in proximity to Punt Road.

48 They constitute the directly effected local 'community' and stand to experience the more tangible and personal costs and impacts, depending on the decision for the future of the PAO.

49 However, this evaluation should adopt a more sophisticated and multilayered appreciation of the relevant community and the associated costs and benefits.

50 Punt Road is an arterial road of metropolitan significance impacting on the daily life of businesses and households across the city and visitors to Victoria.

51 The appropriate analysis must account for the cumulative implications upon accessibility, choice of transport mode, lost opportunity and the economic costs and social consequences of congestion to the metropolitan residential and business community as well as the direct costs on abutting property owners and occupiers.

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## 4 PUNT ROAD – THE NEED FOR EARLY IMPROVEMENT

### 4.1 Introduction

52 The following two sections of this evidence identify the need and justification for retaining the PAO and the shorter term matters to be addressed in moving towards greater clarity and a longer-term vision for the Punt Road / Hoddle Street corridor.

53 Evidence by others will address the traffic engineering attributes of the road and the relative merits of the options presented in the ARUP report for the existing road reservation and its widened form.

54 I interpret the options to widen the road as seeking to improve the balance between modes of transport and the more efficient use of the existing carriageways.

55 Punt Road, south of the Yarra, performs many roles but none particularly well. Whether it is within the existing or a widened reservation, improvements are warranted.

### 4.2 Vehicle traffic

56 Punt Road carries high volumes of traffic throughout the day. It is heavily congested at peak times, despite clearway conditions and is inefficiently used during off peak periods with parking and through movements competing for the same road space. Traffic is reduced to a single carriageway, particularly around the environs of Commercial Road and the Alfred Hospital.

57 The options advance techniques, such as full time clear way conditions, contra flows and intersection improvements that would as a minimum improve the efficiency and effectiveness of use. Even if the complete reservation was found not to be required some of these options may warrant reliance upon part of the PAO.

58 I broadly accept the view that any additional capacity that is created will be absorbed as trips currently on the local road network and avoiding the congestion of Punt Road, are attracted back on to the arterial road.

### 4.3 Public transport

- 59 Public transport shares the same road space and in turn is encumbered by the same inefficiencies as noted above. There is not the space and capacity to provide for dedicated bus routes in the current road pavement. In turn, the regular bus stops add to the capacity constraints of the road.
- 60 The provision of dedicated bus lanes has prima facie attraction as a way of delivering more reliable and efficient services, and in turn making the routes more attractive.

### 4.4 Cycling

- 61 There is no assigned cycle lane and the use of Punt Road presents a range of use and safety challenges because of the volume and speed of traffic, the need to manoeuvre between lanes, parked vehicles and the stopping of buses.
- 62 Punt Road, north of Toorak Road, is further complicated by the gradient of Punt Hill.
- 63 Improved protection and space for cyclists is warranted if it is intended to include Punt Road on the Principal Bus Network.

### 4.5 Pedestrian space

- 64 Footpaths are provided either side of the road. These are functional spaces without adornment. There is no vegetation or planting on the eastern footpath and only occasional trees at the back of the western footpath.
- 65 The constant presence and movement of traffic detracts from the amenity and sense of safety.
- 66 Informal crossing of the road is not safe. Pedestrians are directed to primary signalised intersections or occasional mid block signalised crossings.
- 67 A safer and more pleasant pedestrian experience is justified.



#### **4.6 Treatment of the Punt Road frontage**

- 68 The mix of uses and the different periods of development that influenced the form and siting of buildings have rendered the east side Punt Road a truly eclectic streetscape.
- 69 Where buildings have been setback from the front boundary there is a preponderance of properties that have sought to mitigate the visual and acoustic impacts and disturbance of Punt Road with higher walls, fencing and vegetation.
- 70 Where land has been acquired and buildings removed a number of lots have been converted to car parking, fracturing the continuity of use and detracting from the character and amenity of the public domain.
- 71 Both in the short and longer term there is a need to identify strategies and actions that will enhance the amenity of Punt Road for all users and abutting properties.

#### **4.7 Heritage properties**

- 72 A number of submissions have drawn attention to the heritage buildings and areas that would be impacted by the take up of the PAO.
- 73 These are legitimate concerns that must be considered in the choice of options and where the community benefit lies between conservation and the provision of strategic transport facilities.

#### **4.8 The Punt Road properties and the PAO.**

- 74 The Punt Road Public Acquisition Overlay plans that form part of the Background Report illustrate the consequences of applying a consistent reservation width over a large stretch of properties that exhibit anything but a consistency of size, shape, depth, width and access.
- 75 If the PAO reservation was taken up in its entirety, the residual land would present a significant range of difficulties for how it could be effectively used, developed and accessed.
- 76 Issues include:

- Marginal slithers of residual land with no evident capacity for beneficial use,
- Land with no alternative means of access except via Punt Road.
- Properties that leave a building or dwelling at the new interface with Punt Road.
- Buildings bisected but not entirely included in the reservation.
- Exposure of the rear boundaries of properties as the new street frontage to Punt Road.

77 The relatively recent experience of widening Brighton Road between Carlisle Street and St Kilda Junction provides some insight into the difficulty of working with irregular small residual pieces of land with limited or no access to a secondary frontage.

78 A decision that held a wider Punt Road was warranted ought to revisit the appropriateness of the boundary alignment of the land to be acquired.

79 I understand that VicRoads has, in similar circumstances, acquired the residual areas of land, outside the PAO, where beneficial use is constrained or denied.

80 Transport and land use strategy planning in both the short and longer term would be useful in providing guidance on the preferred future boundaries of land uses, development and conceptual urban design outcomes.

81 These would progressively contribute to an enhanced public domain amenity in Punt Road and an overall improvement in the functionality and appearance of the road.

82 It is beyond the scope of this evidence to recommend a specific plan.

#### **4.9 A land use scenario for Punt Road toward 2051**

83 I have been specifically requested to envisage how land might be used and developed over the next decades if a decision was made to remove the PAO and the planning policies and provisions remained relatively constant.

- 84 The planning policy settings associated with the arterial road and bus priority route would confirm the east side of Punt Road as principally a substantial change area, included in the Residential Growth Zone.
- 85 This would be tempered where heritage provisions apply, in which circumstances the General and Neighbourhood Residential Zones would be likely to apply.
- 86 The intensity and patterns of redevelopment would not be uniform or consistent.
- 87 Most properties would be suitable for residential redevelopment and even those that are currently used for commercial purposes, such as petrol stations and car washes, may prove attractive to redevelop with the removal of the PAO and the potential for notably higher yield.
- 88 The properties between Toorak Road and Commercial Road and a high proportion of those south of Commercial Road comprise smaller, shallower and narrower lots, complicating or frustrating site assembly and consolidation and in the absence of that opportunity, potentially limiting redevelopment to two and three storey town houses.
- 89 The land north of Toorak Road and some lots south of Commercial Road provide for larger lots capable of redevelopment at higher densities and better suited to apartment style of development.
- 90 Tempering the intensity of development north of Toorak Road would be the 12 metre preferred height limit to protect the environs of the Botanical Gardens and presence of the Heritage Overlay affecting a number of properties particularly north of Domain Road.
- 91 The removal of the PAO would leave a preponderance of lots with existing dwellings and at least a shallow landscape setback. This would provide the context to secure a shallow landscaped setback along the Punt Road frontage.
- 92 I would envisage site coverage of between 60 and 80% of allotments and development of between 2 to 4 storeys, with upper level setbacks particularly adjacent to established residential development to the rear of the Punt Road lots. Plot ratios of between 2.0 – 3.0 might be achieved. Terrace form of development on smaller lots would facilitate a greater yield.

- 93 Vehicle access and car parking would be problematic on midblock lots with no alternative means of access other than via Punt Road.

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## 5 THE STRATEGIC CONTEXT OF PUNT ROAD

### 5.1 Introduction

- 94 The following identifies a series of emerging strategic transport and land use reasons why the PAO should be protected for both the current and future generations.
- 95 Recent traffic analysis indicates vehicle movements in Punt Road have decreased.
- 96 This suggests to some submitters that the demands upon the road may have peaked and no useful purpose would arise from retaining the PAO.
- 97 However, the strategic context of policy and the metropolitan setting of the Hoddle Street / Punt Road corridor indicates a quite different range of influences should inform the decision on the PAO.
- 98 A complex range of related considerations indicate a sustained period of growth in jobs, dwellings, attractions, population and trips both along and across the corridor.
- 99 This will be paralleled by major new public transport infrastructure, shifts in the mode of travel and new priorities for existing travel corridors.
- 100 The response to the Punt Road PAO should not be overly influenced by recent, short-term traffic demand studies but should account for, reconcile and plan for the appropriate balance of all of these relevant considerations.

### 5.2 Land use and development context

#### 5.2.1 Metropolitan context

- 101 The metropolitan area demonstrates an ongoing long-term capacity for significant growth in population, housing and jobs.
- 102 The application of the urban growth boundary is an explicit expression by government that incremental and progressive suburbanisation, at the urban fringe, is an unsustainable pattern of metropolitan development.

- 103 The greater community benefit rests in optimising urban consolidation and higher densities around activity centres and employment nodes, particularly where those coincide with a choice and a focus of public transport modes.
- 104 The locality of the inner and central city remains the primary focus of this strategic direction despite government committing to a restructure of the metropolitan area from a higher order mono-concentric urban space to one with polycentric characteristics and the development of additional 'city centres' in strategic suburban locations.
- 105 While the most recent metropolitan development strategy (*Plan Melbourne* (2014)) is the subject of a 'refresh', the above strategy is expressed in the Melbourne and Stonnington Planning Schemes at Clause 11.04-3.
- **Objective** - *Define a new city structure that drives productivity, supports investment through certainty and creates jobs.*
  - **Strategies** -
    - *Define a new city structure to deliver integrated land use and transport strategy for Melbourne's changing economy.*
    - *Plan for expanded central city to become Australia's largest commercial and industrial centre by 2040*
- 106 *Plan Melbourne* projected a 47-57% growth in population and 44 - 56% growth in jobs between 2014 and 2031 in the 'Central subregion' (Figure 1).
- 107 It sought as an *Initiative 1.4.2* that a plan be prepared to accommodate 1 million jobs and 1 million people in the subregion by 2051.

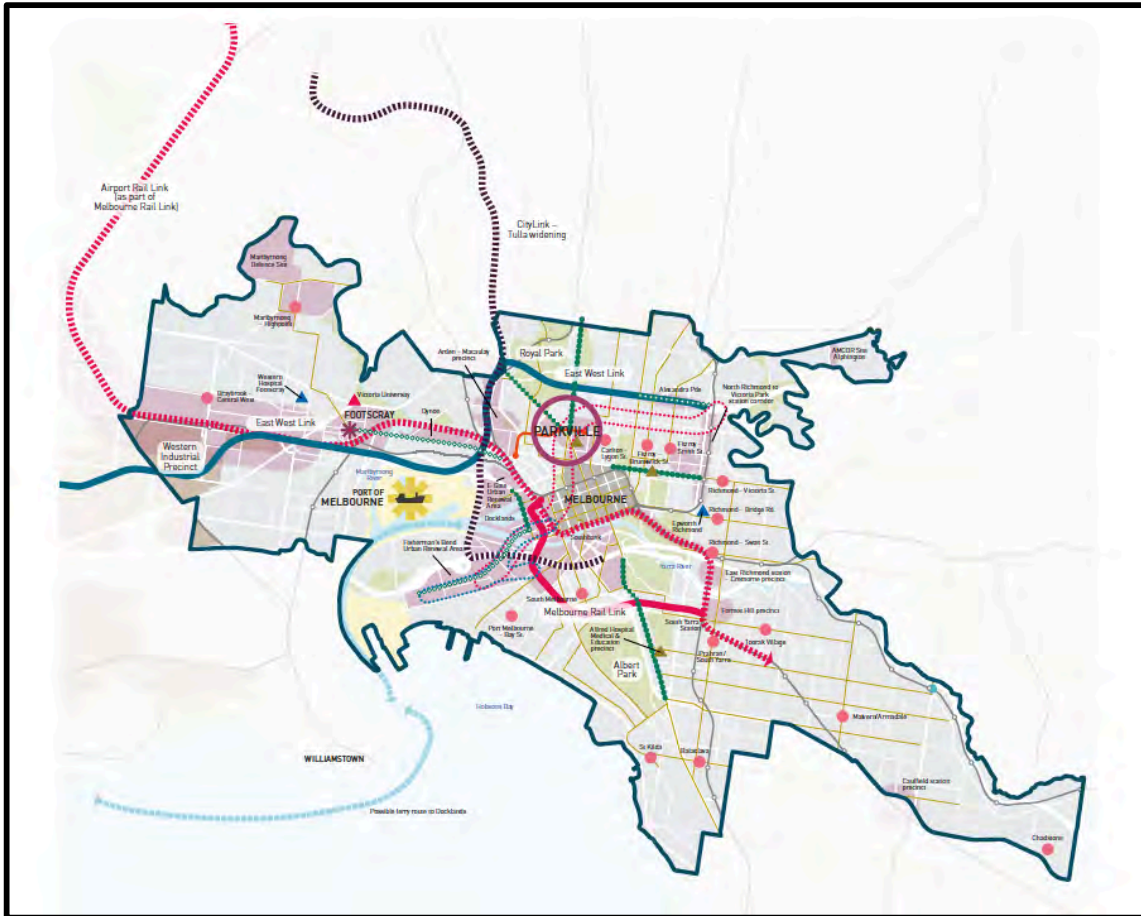


Figure 1 - Map 30 'Central Sub Region' p.174 Plan Melbourne, 2014



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| <p><b>MUNICIPALITIES</b><br/>         Melbourne, Stonnington, Maribymong, Port Phillip, Yarra</p> <p><b>CURRENT POPULATION</b><br/> <b>485,000</b></p> <p><b>FUTURE POPULATION GROWTH TO 2031</b><br/> <b>230,000 TO 280,000</b></p> <p><b>CURRENT NUMBER OF JOBS</b><br/> <b>567,200</b></p> <p><b>FUTURE JOB GROWTH TO 2031</b><br/> <b>260,000 TO 320,000</b></p> <p><b>PLACES OF STATE SIGNIFICANCE</b></p> <p><b>Expanded central city</b><br/> <b>National employment cluster</b> - Parkville<br/> <b>Metropolitan activity centre</b> - Footscray<br/> <b>State-significant industrial precinct</b> - Western<br/> <b>Transport gateway</b> - Port of Melbourne<br/> <b>Health and/or education precincts</b> - Alfred Medical Research and Education Precinct (Prahran), Western Hospital (Footscray), Victoria University (Footscray), various health and education institutions in Parkville, St Vincent's Hospital Melbourne and other health institutions (Fitzroy/East Melbourne), Epworth Richmond</p> <p><b>PLACES OF LOCAL SIGNIFICANCE</b></p> <p><b>Activity centres</b> - Balaclava, Bnybrook-Central West, Carlton-Lygon Street, Chadstone, Fitzroy-Brunswick Street, Fitzroy-Smith Street, Malvern/Armadale, Maribymong-Highpoint, Port Melbourne-Bay Street, Prahran/South Yarra, Richmond-Bridge Road, Richmond-Swan Street, Richmond-Victoria Street, South Melbourne, St Kilda, Toorak Village</p> <p><b>Neighbourhood centres</b></p> <p><b>URBAN RENEWAL OPPORTUNITIES</b></p> <p>Fishermans Bend Urban Renewal Area, B-Gate Precinct, Arden-Macaulay Precinct, Collingwood, Docklands, Southbank, Footscray Precinct, Tottenham corridor, Dynon corridor, Flinders Street to Richmond Station corridor, City North Precinct, East Richmond Station-Cremorne Precinct, Flemington-Newmarket Precinct, North Richmond to Victoria Park Station, Forrest Hill Precinct, Amcor Site-Alphington, Maribymong Defence Site, Alexandra Parade</p> <p><b>IMPORTANT FUTURE INITIATIVES</b></p> <p>East West Link<br/>         Melbourne Rail Link, including Airport Rail Link<br/>         CityLink-Tulla widening<br/>         Rail Project from Clifton Hill via Parkville to Fishermans Bend Urban Renewal Area</p> | <p>Based on a growing mix of capital city functions (including government, business, tourism, social, cultural and recreational institutions and assets) the central city 'core' now extends well beyond the Hoddle Grid into St Kilda Road, Southbank and Docklands. Our aim is to plan for growth and change in Melbourne's Central Subregion to consolidate Melbourne's position as a highly competitive global city and to maintain the high standards of liveability, distinctiveness and character that make Melbourne special.</p> <p><b>HOUSING REQUIREMENTS - BY TYPE TO 2031</b></p>  <p><b>DWELLING REQUIREMENT TO 2031</b><br/> <b>120k-145k DWELLINGS</b></p> <p><b>ALLOCATION BETWEEN DETACHED AND OTHER DWELLINGS</b><br/> <b>120k-145k OTHER</b>    <b>0k-10k DETACHED</b></p> <p><b>DETAILED COMPOSITION BASED ON CURRENT AND EXPECTED TRENDS</b><br/> <b>100k-120k APARTMENTS</b>    <b>15k-25k TOWNHOUSES FLATS &amp; UNITS</b></p> <p><b>SPATIAL ESTIMATES - BY AREA TO 2031</b></p> <p><b>DWELLING REQUIREMENT TO 2031</b><br/> <b>120k-145k DWELLINGS</b></p> <p><b>FIGURE SOURCE:</b> DEPARTMENT OF TRANSPORT, PLANNING AND LOCAL INFRASTRUCTURE, PRELIMINARY POPULATION PROJECTIONS, 2014</p> <p><b>NOTE 1:</b> ALL PROJECTS REQUIRING BUDGET FUNDING WILL BE CAREFULLY ASSESSED IN RELATION TO BUDGET CAPACITY.</p> <p><b>NOTE 2:</b> THE HOUSING FIGURES REFER TO NET ADDITIONS TO DWELLINGS AND NET GROSS ADDITIONS AND THEREFORE DO NOT TAKE INTO ACCOUNT DEMOLITION AND REPLACEMENT OF DWELLINGS.</p> |
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Table 1 - 'Central Sub Region' p.175 Plan Melbourne, 2014



- 108 *Victoria in Future 2015* estimates a 36% growth in residential population by 2031, in the four municipalities through which Punt Road and Hoddle Street pass.
- 109 The current population of these municipalities<sup>3</sup> is in the order of 449,734 persons and will increase to 613,971 persons.
- 110 The Central Sub region depicted at (Figure 1) places Hoddle Street / Punt Road towards its centre, as a primary north – south route.
- 111 While a number of the transport infrastructure projects shown in (Figure 1) have been abandoned or are expected to be replaced in the refreshed *Plan Melbourne 2016*, this Figure is a useful context to show the form and location of sources of growth that will have a direct and material bearing upon the use and demands made upon the Punt Road / Hoddle Street road reservation. These are highlighted in the following commentary.

### 5.2.2 Expanded central city

- 112 An expanded central city as envisaged in *Plan Melbourne 2014*, is illustrated in Figure 2.
- 113 *Initiative 1.4.1* sought to expand the central city to retain competitive advantages and attract diverse value-added businesses.
- 114 Current approvals and construction activity is creating major concentrations of jobs and residences in high rise towers in the CBD, Docklands and Southbank.
- 115 This will be complemented by the substantial growth potential of Fishermans Bend Urban Renewal Area.

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<sup>3</sup> Port Phillip, Melbourne, Stonnington and Yarra

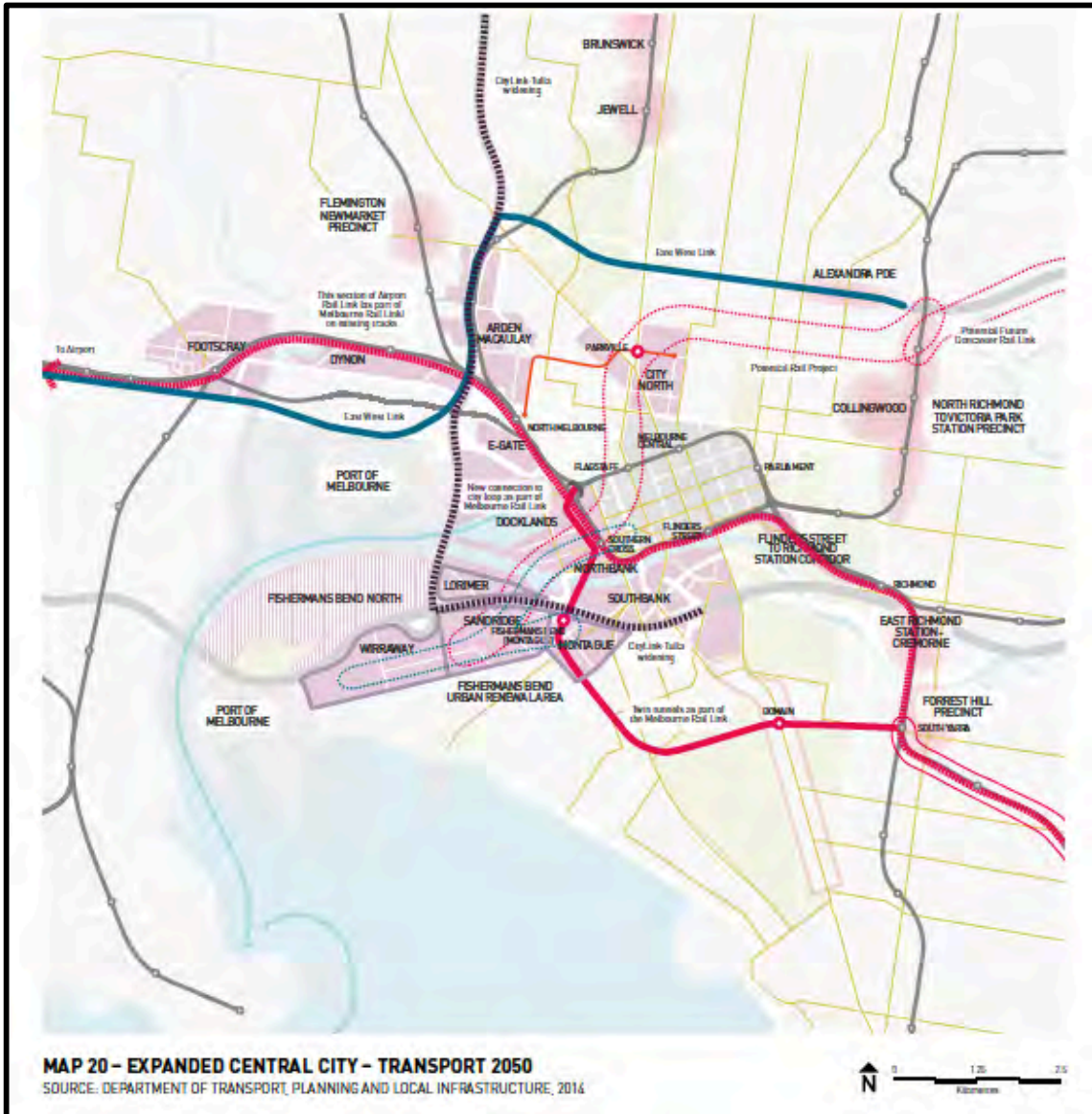


Figure 2 - Map 20, Expanded Central City, p.91 Plan Melbourne, 2014

### 5.2.3 Activity centres

116 Aside from the central city, planning policy places a significant expectation that urban growth, jobs and mixed-use opportunities will be consolidated and delivered around activity centres.

- 117 Activity centres of particular note and immediate proximity to Punt Road / Hoddle Street include Victoria Street / Bridge Road/ Swan Street and Toorak Road / Chapel Street,(including Commercial Road and High Street).
- 118 In each of these centres, higher density, higher rise forms of development are becoming increasingly apparent.

#### **5.2.4 Urban Renewal Areas**

- 119 Outside the capital city and activity centres ‘urban renewal areas’ are intended to be a key focus for higher densities and a mixture of jobs and residences.
- 120 Nominated urban renewal areas adjacent to the Punt Road / Hoddle Street corridor include, Flinders Street to Richmond Station, Collingwood, East Richmond-Cremorne Precinct and Forrest Hill.
- 121 The transformation of Forrest Hill over the last decade is illustrative of the scale and implications presented by these nominated precincts over the short to medium term.

#### **5.2.5 Entertainment and recreation**

- 122 Metropolitan sports, recreation and entertainment facilities and events at Yarra Park, the MCG, Albert Park, along the banks of the Yarra River, and the chain of metropolitan parks between St Kilda Road / Punt Road present a growing and diverse range of attractions for the local and metropolitan community as well as visitors to the city.
- 123 As evidenced by the current, further, redevelopment of the Rod Laver Arena, the capacity, range and frequency of events and attractions is capable of further growth and more intense use with transport implications for Punt Road and Hoddle Street, particularly at weekends and into the late evening.

#### **5.2.6 Regional Health and education**

- 124 Regional hospitals proximate to the corridor include the Alfred and Epworth. Not only have each of these State significant regional community facilities demonstrated an ongoing capacity for growth and diversification of the care offered, but their presence draws attention to the important role of Punt Road as an emergency services corridor.

- 125 Swinburne University has a major campus on High Street to the east of Punt Road and Wesley College has a campus on the west side of the road, both having regional catchments.

### 5.3 Land use strategies

- 126 The land use and development strategies for either side of Punt Road south of the Yarra may be summarised as follows.

#### 5.3.1 West side of Punt Road

- 127 The majority of the west side of Punt Road is included within the City of Melbourne.
- 128 The Melbourne Growth Area Framework Plan (Figure 3) provides for the majority of the road and its immediate hinterland to be included within and protected as a stable residential area or used for a range of community uses.
- 129 ‘Stable residential areas’ are:

*“... valued for their existing character and the important contribution this makes to the city. In these areas limited change such as infill development and alternations and additions, will continue to occur so that new land use or development fits in with the existing character.”*

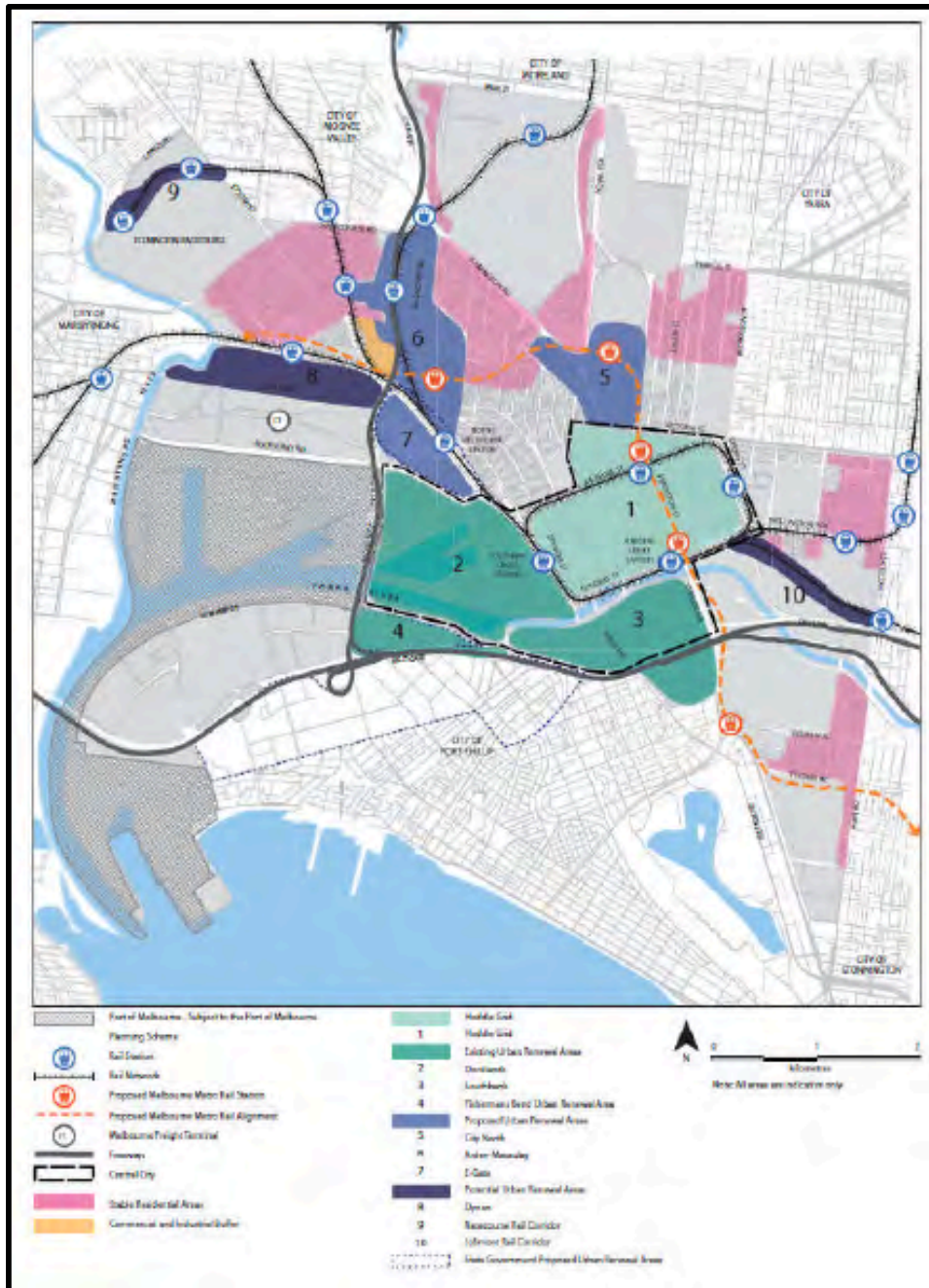


Figure 3 - Melbourne Growth Area Framework Plan (Clause 21.04, Melbourne Planning Scheme)

- 130 The zones and overlays that apply to the west side of Punt Road are principally residential, Public Use and Special Use with a Heritage Overlay covering a majority of properties (Figure 4 - Figure 7).



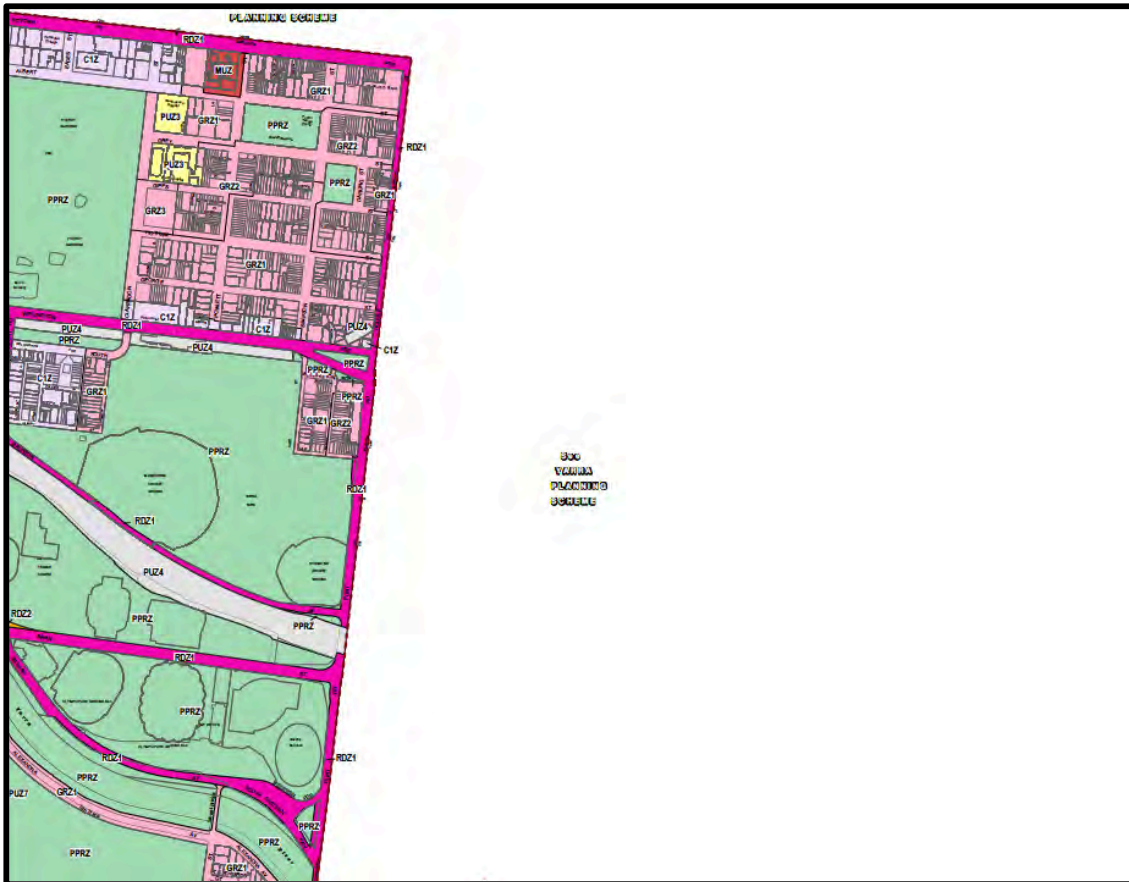


Figure 4 - Melbourne Planning Scheme Zone Map 9

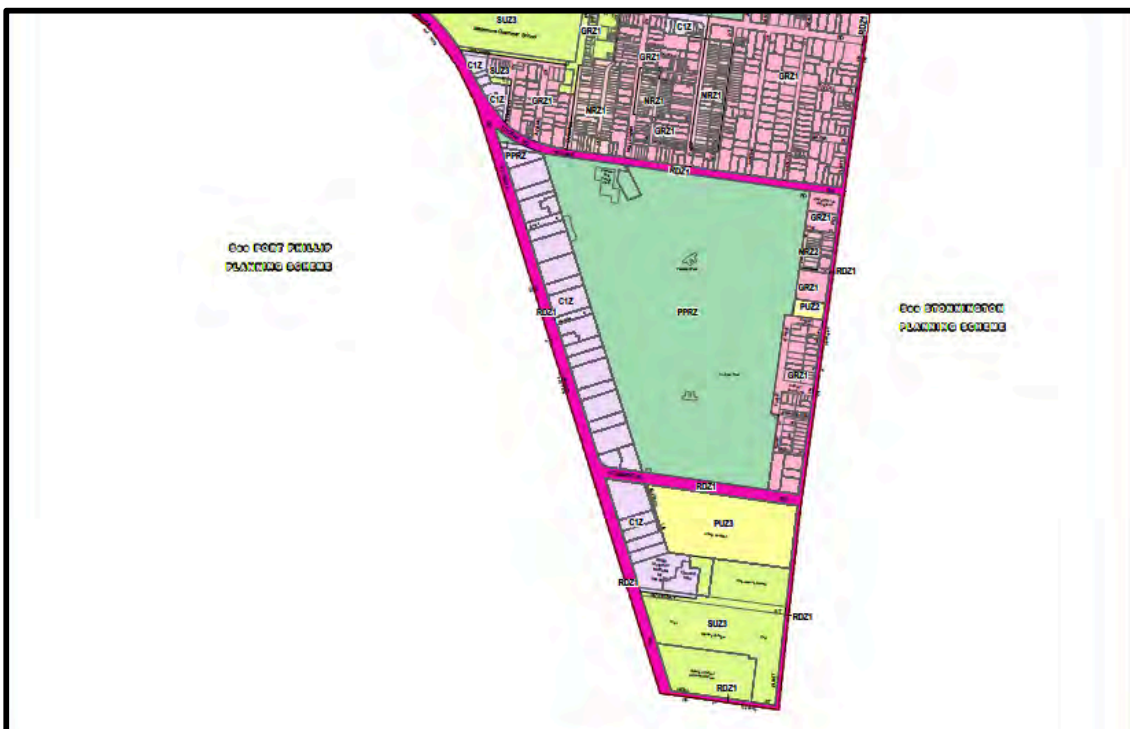


Figure 5 - Melbourne Planning Scheme Zone Map 11

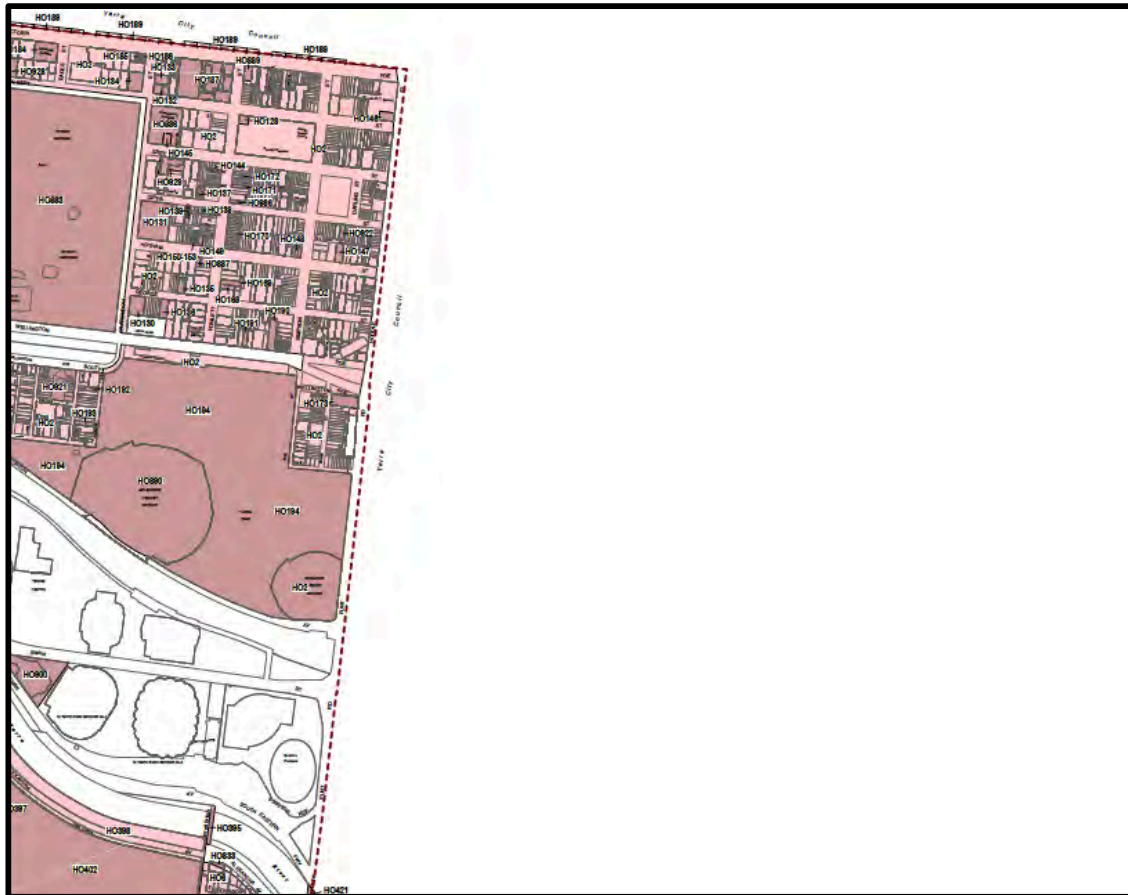


Figure 6 - Melbourne Planning Scheme Heritage Overlay Map 9



Figure 7 - Melbourne Planning Scheme Heritage Overlay Map 11

### 5.3.2 East side of Punt Road

- 131 The land use, development conditions and applicable zones on the east side of Punt Road have been extensively documented in my earlier contribution to the Background Report on the PAO.
- 132 The *Stonnington Strategic Framework Plan* (Figure 8) identifies Punt Road as a 'Preferred Traffic Route' and 'Bus Priority Route' principally abutted by residential use.

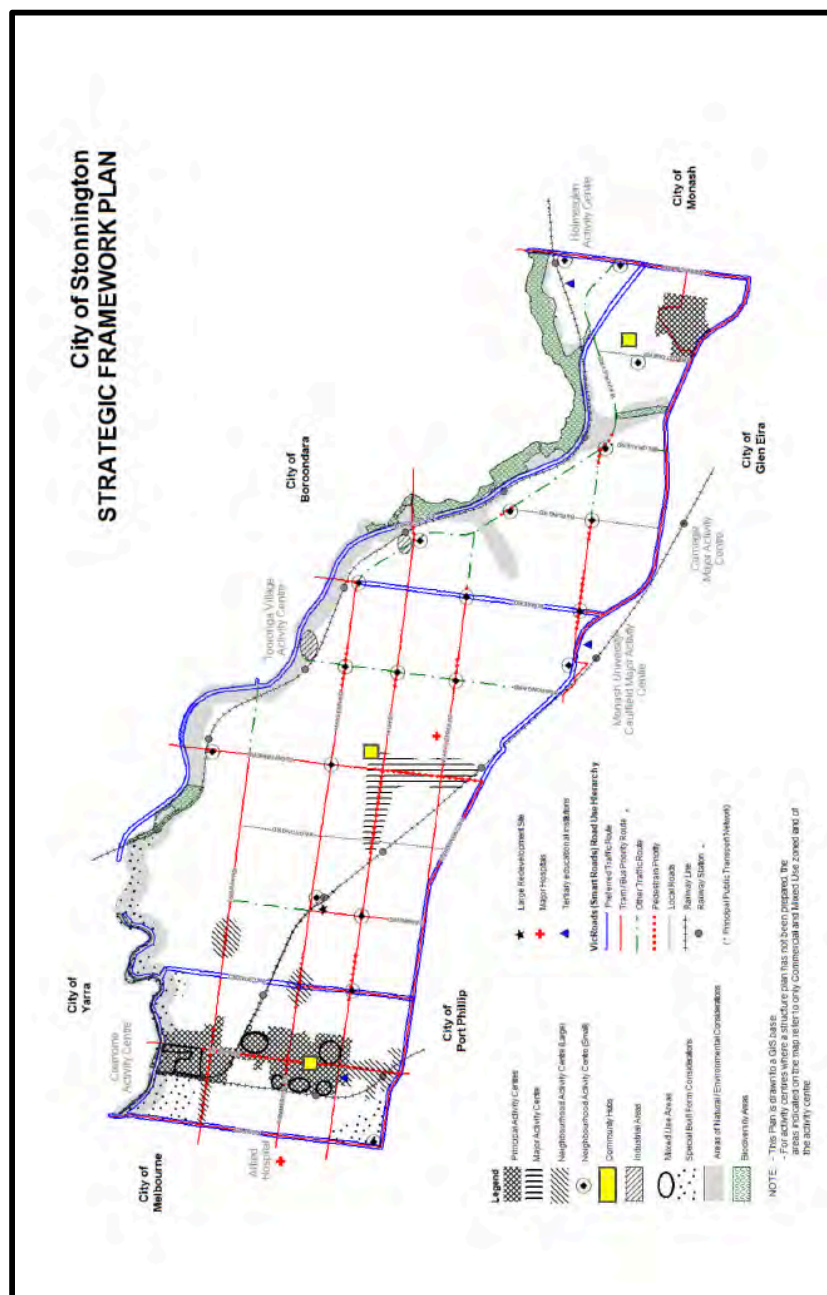


Figure 8 - Stonnington Strategic Framework Plan, Clause 21.03, Stonnington Planning Scheme



- 133 It notes that the areas north of Toorak Road and south of High Street are intended to be areas of special built form consideration.
- 134 In contrast to the west side of Punt Road, Stonnington directs the location of residential development to locations with the highest level of accessibility to both an activity centre and the Principal Public Transport Network and away from the residential hinterland.
- 135 The definition of '*substantial change areas*', where medium and higher densities of development would be directed, includes land with an immediate abuttal to a main road, which is a tram or priority bus route as well as other nominated locations including various orders of activity centre.
- 136 It follows that with either the removal or retention of the PAO the majority of land on the east side of Punt Road, not covered by a Heritage Overlay, would be eligible for 'substantial change' and re development at medium or higher densities. I have explored the implications of this at Section 4.9.
- 137 This is reflected in the extent of the Residential Growth and General Residential Zones along the Punt Road frontage.

## **5.4 Transport and movement context**

### **5.4.1 Policy and plan context**

- 138 The direction of State transport planning policy (Clause 18 of the VPPs) is set by objectives that emphasise:
- Safety and sustainability of transport systems,
  - Integration of land use and transport.
  - Coordination of transport modes,
  - Planning urban development to make jobs and community services more accessible.
  - Promotion of sustainable transport systems,
  - Up grading of the Principal Public Transport System,

- Managing the road system to achieve integration, choice and balance.
- Making the most of existing infrastructure.

139 Many of the associated planning scheme strategies advanced to achieve these objectives have relevance and application to the circumstances of Punt Road but for the sake of brevity are not reproduced in this evidence.

140 Some strategies, such as those at Clause 18.01-2 emphasise the competing considerations and different communities encountered by metropolitan arterial road planning.

*“Locate transport routes to achieve the greatest overall benefit to the community and with regard to making the best use of existing social, cultural and economic infrastructure, minimising impacts on the environment and optimising accessibility, safety, emergency access service and amenity.”*

*“Locate and design new transport routes and adjoining land uses to minimise disruption of residential communities and their amenity.”*

141 The above overarching objectives formed the basis of a ‘More Connected Melbourne’ and a series of transport directions in Plan Melbourne that include the following with particular application to Punt Road:

- Transforming the transport system to support a more productive central city.
- Improve access to job-rich areas across Melbourne and strengthen transport networks in existing suburbs.
- Improve travel options to increase social and economic participation.
- Improve freight networks while protecting urban amenity.

142 The Plan Melbourne Refresh Discussion Paper (2015) suggests that the above strategies are unlikely to materially change in the next iteration of the metropolitan strategy but that specific projects will change including the reinstatement of the Melbourne Metropolitan Rail Project.

#### 5.4.2 Major reviews of Metropolitan movement patterns and modes

143 The most recent strategic review of metropolitan movement patterns and modes of transport has been the report *Investing in Transport – East West link Needs Assessment* (2008) by Sir Rod Eddington (the Eddington Report).

144 Its recommendations have had a major impact upon the metropolitan transport planning and associated projects over the last 7 years but the scope of the review and its recommendations were directed principally to east-west rather than north-south movement.

145 Initiatives arising from that work included the Regional Rail Link project, the East West Link and the Melbourne Metropolitan Rail Project.

146 The research advances a useful commentary on future demand for travel and helps inform forecasts on changes to more sustainable travel modes and the overall growth in vehicle based trips in and around the city.

- Overall travel demand in Melbourne was projected to grow by 34% between 2006 and 2031 to a total of 19 million trips a day.
- Travel in the morning peak period would grow by 30% to around 2.6 million trips.
- Growth in travel demand would be strongest in the inner, west and south of the city.
- Public transport use would continue to grow strongly, increasing the share of travel by at least 15% (based upon historic travel patterns).
- While the mode share of car travel would decline slightly the overall demand for car travel would increase by 30 per cent by 2013.

*“Like the rest of Australia, Victorians own more motor vehicles than ever, spend longer commuting and generally prefer to drive rather than use public transport. Despite increases in price of petrol and costs of owning a car, passenger vehicle registration in Victoria increased by 7% between November 2001 and October 2005 more than twice the rate of Victoria’s population growth)*

*The continuing popularity of car travel presents a very significant challenge to the Victorian Government's aim of increasing the share of trips made by public transport.*

### **5.4.3 Car parking in the inner city**

- 147 An example of the evolving consideration of the integration between land use planning and transportation systems is the interpretation and application of car parking policy in the inner city.
- 148 Historically car parking has been required in inner city developments at similar rates to that applying to middle and outer suburbs, essentially facilitating and encouraging the use of cars.
- 149 More recently some inner city councils and divisions of VCAT have adopted a different approach and appreciation of the parking dilemma and permits are issuing either for significant reductions or no provision of parking in developments located within activity centres or in close proximity to fixed rail transport services and other sustainable transport options.
- 150 In perusing more sustainable transport outcomes and greater utilisation of public transport there is considerably more to be done in developing consistent approaches and policies towards inner city car park provision.

### **5.5 Environmental policy**

- 151 A further relevant consideration and a matter raised in many submissions is the health and safety consequences associated with high volumes of traffic moving slowly and under congested conditions through the Punt Road / Hoddle Street corridor.
- 152 The policy framework seeks to reduce the use and dependence on fossil fuels and the associated pollution in favour of more sustainable outcomes and improved environmental conditions.
- 153 The Eddington Report went to some lengths to draw attention to the relationship between climate change considerations and the continuing dependence upon the car.
- 154 While creating more vehicle capacity on the arterial route would probably contribute to a further concentration of emissions, the technologies associated with vehicle energy and propulsion are moving quickly to more

environmentally sustainable outcomes including partial or entire reliance upon batteries and the capture of energy through motion.

## **5.6 Public transport and road projects in the locality**

155 Other transport routes and options that will have a bearing upon the demands placed upon Punt Road include the following.

### **5.6.1 Melbourne Metropolitan Rail Project**

156 While not explicitly referenced in the current metropolitan development strategy this project has been foreshadowed for inclusion as a major transport initiative by the current government.

157 Its relevance to Punt Road is that it is intended to enhance fixed rail public transport between the central city, the western suburbs and the south east creating greater choices of route and service, new stations and relieving congested sections of the rail network.

158 It will enhance the public transport offer to the metropolitan community but of itself would not justify the removal of the PAO in Punt Road.

### **5.6.2 Revisions to the role of St Kilda Road**

159 St Kilda Road and Queens Road / Kingsway have historically performed similar arterial road functions. In more recent times The City of Port Phillip has advocated for and works have given effect to a change in the St Kilda Road as a 'complete street' in which sustainable transport options such as walking, cycling and public transport have been prioritised and the use of St Kilda Road for through traffic has been discouraged.

160 The consequences of the latter is to place a greater through traffic responsibility upon Punt Road and Kingsway / Queens Road.

### **5.6.3 The future role of Chapel Street.**

161 Chapel Street is the most immediate north - south route east of Punt Road. Its confined space, land use context, state of development and congestion preclude it performing a greater arterial and through route function.

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## 6 CONCLUSIONS AND RECOMMENDATIONS

### 6.1 Conclusions

- 162 The Advisory Committee review is timely and warranted.
- 163 The confinement of the review to the removal or retention of the PAO is too narrowly cast to appropriately determine the merits of any particular long term option.
- 164 Punt Road faces the prospect of more substantial demands upon its role(s) and space.
- 165 The transport challenge is to provide a more attractive and balanced approach to facilitating alternative modes of transport other than the private vehicle while making the most efficient use of the existing carriageway's capacity.
- 166 The land use, development and local access challenge is protecting, providing or securing the land necessary to enable the Punt Road corridor to make a positive future contribution to efficient and effective use of land, the character and appearance of the area and the amenity of public and private land along the road's frontage.
- 167 The future of the PAO will be appropriately resolved by realising the outcomes of:
- Short-term initiatives to improve the transport choices and land use conditions as they are currently experienced; and
  - A longer-term vision and strategy for integrated transportation, land use, development and local access along the entirety of the Punt Road / Hoddle Street corridor.
- 168 A recommendation to remove the PAO would be premature and fall short of the expectations of the decision-making principles of the Transport Integration Act.
- 169 While appropriate stakeholder engagement and processes have been undertaken and there has been an appropriate transparency provided in the documentation by VicRoads, there has not been:

- Integrated decision making by all levels of government and relevant stakeholders.
- An appropriate triple bottom line assessment of the consequences of removal or retention.

170 Further, the removal of the overlay at this time and in the above strategic context may compromise the ability of later generations to meet their transport needs along the Punt Road corridor (*Transport Integration Act* principle).

171 A short-term decision to remove the PAO might alleviate residents immediate uncertainty but would not address the useability of the transport system and the quality of transport experience or the precautionary principle as sought by the *Transport Integration Act*.

## 6.2 Recommendations

172 I therefore consider that the Advisory Committee should recommend to the Minister that:

- The PAO be retained until a long-term strategy for the corridor has been resolved.
- A land use and transport strategy for Punt Road / Hoddle Street with a 2051 horizon be commissioned as a funding priority.
- In the short term the road authority work with the other levels of government to identify and apply appropriate traffic management, land use and urban design strategies that will:
  - Maximise the vehicle capacity of the existing road pavements,
  - More effectively provide for alternative means of travel and
  - Improve the functionality and amenity of Punt Road.
- The Advisory Committee be reconvened at a suitable time to monitor and report on progress.

**Robert Milner**  
**January 2016**

## Attachment 1 – curriculum vitae



## ROBERT MILNER – DIRECTOR

### Qualifications and Positions

- Director 10 Consulting Group Pty Ltd and The Milner Group Pty Ltd
- Diploma in Town and Country Planning (First Class Honours) Liverpool Polytechnic
- Life Fellow Planning Institute of Australia
- Fellow of the Victoria Planning and Environmental Law Association
- Former State and National President of the Planning Institute of Australia
- Member, Planning and Local Government Advisory Council (1994 – 1999)
- Deputy Chairman, Future Farming Expert Advisory Group (2009)

### Employment History

|                |                                                                                                                                                |
|----------------|------------------------------------------------------------------------------------------------------------------------------------------------|
| 2010 – Current | Director 10 Consulting Group Pty Ltd                                                                                                           |
| 1999 – 2010    | General Manager, Senior Principal and Adjunct Senior Planning Counsel – Planning, CPG Australia Pty Ltd (Formerly the Coomes Consulting Group) |
| 1994 – 1999    | Director, Rob Milner Planning Pty Ltd and Savage Milner                                                                                        |
| 1991 - 1994    | Project Director, Collie Planning and Development Services                                                                                     |
| 1988 – 1991    | General Manager, Town Planning, Jones Lang Wootton                                                                                             |
| 1980 - 1988    | City Planner, City of Box Hill                                                                                                                 |
| 1977 – 1980    | Planner, Perrott Lyon Mathieson, Architects and Planners                                                                                       |
| 1976 – 1977    | Planner, Kirklees Metropolitan Borough Council                                                                                                 |

### Career Overview

Rob Milner is a respected strategic and statutory planner. He is equally competent in urban and regional practice.

He is recognised as a leader of the planning profession in Victoria. He has had a high profile career spanning 40 years with extended periods of experience working for local government and private practice.

Until 2010 he worked with CPG Australia building that planning team to be one of the larger and most respected strategic and statutory practices in Victoria. The team was twice awarded planning consultant of the year in Victoria.

He now directs 10 Consulting Group, as a small boutique consultancy offering the highest level of advice and service to clients wanting the benefit of Rob's considerable experience, knowledge and understanding of planning in Victoria.

He is regularly retained to provide expert evidence to courts, panels and tribunals on the broadest range of land use and development planning issues. He is usually involved in 4 or 5 different matters monthly and has a reputation for objectivity, an original style of evidence and for providing clear and fearless advice. Particular expertise is in complex and controversial projects, gaming matters, acquisitions and compensation and restrictive covenants.

He is an acknowledged advocate and negotiator and is regularly engaged in development approval and rezoning projects where process and relationships need to be carefully nurtured to ensure a viable and timely outcome.

His ability to communicate effectively among a broad range of stakeholders means that he is regularly engaged to facilitate workshops, conferences, consultation and other situations where leadership and engagement of groups is required.

His clients have included many State government agencies (including planning, community development, justice, roads, growth areas and regional development), municipalities throughout metropolitan Melbourne and regional Victoria, as well as a broad range of corporate and other private sector interests.

Robert Milner brings a high level of integrity to his work, choosing to participate on those projects that accord with his professional opinion.

## **Areas of Expertise and Experience**

### **Strategic studies, policy development and statutory implementation**

Rob is widely acknowledged for his capacity to take a strategic perspective to urban and regional and planning challenges and provide direction and leadership that is responsive, creative and thoughtful in its strategic intent and detail.

When combined with his depth of experience with strategic policy based planning schemes he is powerfully equipped to deliver sound advice on the spectrum of land use and development planning issues.

His strategic planning skills are ground in work experience at the State, regional, local and site specific levels dealing with the issues that affect a town or sub region or examining themes or subjects that span geographical areas.

While working for CPG Australia he lead multi disciplinary planning teams that worked for clients that included DPCD, Department of Justice, Department of Innovation, Industry and Regional Development, and many municipal councils in metropolitan Melbourne and regional Victoria.

In 1994 he lead the planning consultancy that recommended the model for the Victorian Planning Provisions, the strategic policy driven planning scheme that is now consistently used throughout Victoria.

In 2009 Robert served as the Deputy Chairman on the Future Farming Expert Advisory Group reporting to the Minister for Planning. That work addressed a broad range of issues facing the next three decades of land use and development in regional Victoria.

### **Expert evidence and advocacy**

Rob is regularly called upon to provide expert evidence and reports to clients, courts, Independent Panels and VCAT. He has acted in this capacity or as an advocate in over 1,200 cases during his career.

He is often retained to provide the strategic perspective to planning disputes. He is equally capable in commenting on matters of urban design, and compliance with planning policy and provisions.

The scope of matters that he has addressed in this capacity is extremely diverse and includes:

- Medium density and high rise residential development,
- Greenfield, master planned communities in growth areas,
- Waste management, quarries and landfill proposals,
- Major shopping centres and mixed use developments,
- Industrial and residential subdivisions,
- Hotels, motels, restaurants and other leisure facilities
- Retirement villages,
- Rail projects,
- Coastal developments,

- Office and CBD projects
- Heritage projects
- Compensation and land acquisition matters,
- Liquor licence and gaming proposal,
- Freeway service centres and petrol stations,
- Agribusiness centres.

### **Legislative and planning scheme reviews and amendments**

Aside from Rob's leadership of the consultant planning team that conceived the model for the Victorian Planning Provisions, he has been associated with many reviews of municipal planning schemes and amendments.

Planning scheme review usually takes the form of comprehensive research examining both the merits of the strategic policies as well as the statutory provisions. Wide ranging consultation is involved in the task.

Work associated with planning scheme amendments usually includes strategic justification of the proposal as well as statutory documentation and management of the process. The provision of expert evidence to independent panels is often involved.

In more recent times Rob has been involved in projects that entail a review of allied legislation as well as amendments to planning schemes. Recent relevant projects have included the following:

### **Reviews of Victorian planning provisions and allied legislation**

- Activity Centre Zone construction and application in Footscray, Doncaster, Knox and Sunshine
- Tramway infrastructure and the VPP's,
- Higher density living adjacent to tramway corridors
- Liquor Licensing legislation and planning provisions
- Gaming (EGM) policy and provisions for Councils
- Review of the Farming and Green Wedge zones for their economic implications

### **Planning scheme reviews**

- Shire of Surf Coast 2007
- Shire of Wellington 2009 -10
- Rural City of Horsham 2010
- Borough of Queenscliff 2011- current

### **Organisation audits and process reviews**

Rob has a long and established career providing reviews of planning documents, teams and processes, particularly in a local government environment.

Trained as a LARP facilitator in 1990 as part of a Commonwealth Government initiative his experience in this area commenced with the development of planning and building specifications for tenders as part of Compulsory Competitive tendering process and the coaching of bid teams.

Since then Rob has developed a specialisation in providing reviews and recommendations to State and Local Government, which audit planning schemes, the performance of planning teams and departments and development approvals processes.

In the last 20 years he has worked with the majority of metropolitan councils and many regional municipalities; he prepared the model audit process for the Department of Sustainability and Environment in 2003 and recently provided a facilitated program for the Department of Planning and Community Development reviewing how it processes planning scheme amendments.

He has worked with Councils in Victoria, New South Wales and South Australia.

He uses a range of audit techniques, extensive consultation with users of the processes and provides detailed strategies on necessary reforms.

His most recent work has been as a major contributor to the VicSmart program.



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