

Moving Forward

Yarra's Transport Strategy 2022-
2032

DRAFT – For adoption



Yarra City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Owners and true sovereigns of the land now known as Yarra. We also acknowledge the significant contributions made by other Aboriginal and Torres Strait Islander people to life in Yarra. We pay our respects to Elders from all nations and to their Elders past, present and future.

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Mayor's foreword

Mayor's foreword to be inserted in final document

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This Strategy at a glance

Outcomes

- O1. Increased use of space-efficient forms of transport in Yarra
- O2. Enhanced places for people on Yarra's streets
- O3. Increased independent mobility for vulnerable road users in Yarra
- O4. Reduced car use for trips within, to, from and through Yarra
- O5. Increased use of environmentally sustainable forms of transport in response to the climate emergency

Strategic directions

- D1. Allocate road space to preferred transport modes and other activities
- D2. Reduce traffic speeds and volumes on Yarra's streets
- D3. Eliminate and reduce barriers to movement for all members of the community
- D4. Be agile in responding to transport needs
- D5. Embrace partnerships

Policies

- P1. Prioritise walking, cycling and using public transport over car use
- P2. Implement a New Deal for Schools – support active travel by children and families
- P3. Implement a New Deal for Walking – make the network suitable for all ages and abilities
- P4. Implement a New Deal for Cycling – make the network useable for bike riders and scooter users of all ages and abilities
- P5. Use innovative approaches to deliver projects
- P6. Use good urban design principles in transport projects
- P7. Manage car parking in a way that supports the use of active and public transport and the role of cars in an urban environment
- P8. Reduce, delay or remove vehicle turning movements where these create safety issues for other road and path users
- P9. Reduce traffic volumes, particularly where they are excessive relative to road function
- P10. Lower traffic speeds
- P11. Encourage the use of shared transport
- P12. Support opening of streets for community use
- P13. Encourage investment in new public transport services and improvements to existing services
- P14. Encourage transition to zero-emission road vehicles
- P15. Deliver transport projects as per Yarra's Community Engagement Policy

About this Transport Strategy

This *Transport Strategy* (the Strategy) is a 10-year multi-modal strategy that seeks to deliver an innovative, efficient, sustainable and accessible transport system for Yarra. It outlines Yarra City Council's policies, priority infrastructure outcomes and other supporting activities to meet the aspirations of our community as outlined in the *Yarra 2036 Community Vision*. This will be a living, breathing document that is regularly reviewed and embedded across council, using a 'One Yarra' approach to address our shared opportunities and challenges.

“A transport system that is innovative, efficient, sustainable and accessible”

Yarra 2036 Community Vision

This Strategy is identified as an initiative under Strategic Objective five in Yarra Council's *Council Plan 2021–2025*.

“Yarra's transport network is sustainable and recognises that streets are important shared public spaces. Transport and movement is accessible, safe and well connected”

Yarra prioritises sustainable and active transport, to help people move safely and sustainably through and within our municipality. Council is committed to creating a city that is accessible to all, irrespective of levels of personal mobility, to support a fulfilling life without the need for a car. It is an integral part of our climate emergency response to reduce transport emissions towards net-zero emissions by 2030.

Council Plan 2021–2025, Strategic Objective five: Transport and movement

Once adopted, this Strategy supersedes the following documents:

- *Strategic Transport Statement 2006 and Strategic Transport Statement Status Report and Recommended Changes and Actions 2012–2016*
- *Bicycle Strategy 2010–2015 and Bike Strategy 2016 Refresh*
- *Encouraging and Increasing Walking 2005*

This Strategy identifies policies and actions that will deliver movement outcomes that the community is consistently asking us for. It is ambitious and focuses on what we as a council and community can do ourselves and most influence other stakeholders to do. Advocacy to State Government and other relevant external parties for transport action is a key feature of this document and we want to make the outcomes we seek very clear. This will support and encourage investment in Yarra's transport network.

Transport is a big and complex topic. Nearly everyone uses transport on a daily basis and many people use different methods of moving around Yarra depending on where they are going and what they are doing, be it walking, cycling, scootering, driving, getting a lift or using public transport. There are many threads to the transport topic at global, federal, state and local levels and these all compete constantly for our time and attention. The number of 'live' transport topics only seems to increase as technology advances and lifestyles change, but many have been challenges for decades or centuries before.

As a geographically small council with limited resources, it is not possible for us to be all things to all people when it comes to transport. On this basis, a focused approach is required from us that prioritises key outcomes for our community. Given this context, it is important that the following questions are considered thoroughly before finite council resources are committed to something:

- To what extent will advocacy or other action taken by Yarra Council specifically influence the decision-making of external organisations (for example, the State Government, private companies or others)?
- To what extent will a topic or project directly impact Yarra's community specifically in the foreseeable future?
- What is the likelihood that a topic will advance satisfactorily without council involvement, or with minimal council involvement?
- What is the potential for topics to be advanced effectively by leveraging the resources of other organisations and companies that may be better resourced or be more directly responsible for advancing a topic. For example, other larger councils may face the issue and be better placed to dedicate the resources required to move it forward, or there may be solutions to a problem that are likely to be found in the commercial market.

Who this Strategy is for

The three primary audience groups, their role and what this Strategy gives them are summarised below.

Our community as stakeholders

- Information on existing and emerging transport issues and how Yarra Council plans to address them.
- Information on strategic council objectives and how these relate to this Strategy.
- Information on transport policies and how we will apply these going forward at the local level when delivering projects.

Our councillors as decision-makers

- A formally adopted Strategy that has been through a formal process that provides a framework for making decisions that implement policy and deliver projects.
- A reference document that informs other decision-making on resourcing and budgeting, work priorities and supporting processes.

Federal and State governments and other third parties as investors in and managers of the transport network in Yarra

- A one-stop shop for external parties to understand the transport policies, projects and approaches that Yarra Council will support as either a key stakeholder or a project partner.

How this Strategy relates to other policies and strategies

This Strategy is a strategic document containing directions and policies to deliver our preferred transport future. Because of the nature of the transport network, our actions must be aligned with the objectives of others and consider the context in which local government operates.

It is one of several council strategies, plans and policies that consider streets, paths, trails and the broader transport system. Figure 1 shows how the Strategy relates to these other Yarra Council policy documents.

We have legal and legislative obligations under several pieces of legislation. These include the *Transport Integration Act 2010*, *Road Management Act 2004* and the *Planning and Environment Act 1987*. There are other key State Government strategies, policies and design guidelines that inform decision-making by Yarra Council and provide direction for our objectives. These include the *Victorian Cycling Strategy*, *Plan Melbourne 2050*, and the *Victorian Road Safety Strategy*.

There are other documents such *Victorian Public Health and Wellbeing Plan 2019–2023*, and the *Hear Foundations Active by Design* which also consider priorities of relevance to this strategy including:

- Tackling climate change and its impact on health – via increased action to reduce greenhouse gasses, and resilient/adaptable transport networks
- Reducing injury in the community – via measures that prioritise the needs of vulnerable community members and road users when planning and designing neighbourhoods and public places
- Increasing active living – via better neighbourhood planning and more people walking and cycling

The policies and strategies of other entities, such as neighbouring councils and the Municipal Association of Victoria, are also taken into consideration.

Figure 1. Overview of related Yarra City Council policies, strategies and other documents showing the *Transport Strategy* in context



Roles and responsibilities for transport in Yarra

Many authorities, government organisations and other entities are involved in the construction, maintenance and operation of transport in Yarra. Some key examples of jurisdictional division are shown below.

Table 1. Roles and responsibilities regarding transport in Yarra

	Local government	State Government	Federal Government	Private sector
Streets	<p>Providing, upgrading, managing and maintaining 225km of local roads and 85km of laneways in Yarra.</p> <p>Providing, managing and maintaining public on-street amenities, such as seating, bins, trees, other landscaping, lighting, bicycle parking and signage.</p> <p>Reviewing applications and issuing business and community permits such as outdoor dining, car share and events.</p> <p>Advocacy on issues affecting community outside the jurisdiction of local government.</p>	<p>The arterial road network and components like clearways, speed limits and road layout.</p> <p>Installation, operation and maintenance of most traffic signals.</p> <p>Road laws and other relevant legislation such as speed limits, clearways, truck bans and requirements for bike helmets.</p> <p>Victoria Police are responsible for enforcing road rules like speed limits, bike riders on footpaths and temporary turn bans.</p> <p>Setting strategic direction for transport, such as the <i>Victorian Cycling Strategy</i> and the <i>Movement and Place Framework</i>.</p>	<p>Providing intermittent funding for specific projects, such as the Roads to Recovery Program.</p> <p>Oversight and management of heavy vehicle operations through the National Heavy Vehicle Regulator.</p>	<p>Some developments include privately-owned and managed streets and paths.</p> <p>Use of public space for business activity. This must comply with the road rules and relevant regulations. In some cases, it requires a council-issued permit. (For example, ride share services, food delivery services, car share, festivals, markets, bike share and scooter share).</p>
Off-road paths and trails	<p>Providing, upgrading managing and maintaining footpaths and shared paths for people walking and cycling.</p>	<p>Providing, managing and maintaining some shared paths, bridges and crossings (for example, Yarra Bend Park, Collins Bridge, Darebin Yarra Link).</p>		<p>Some publicly accessible paths are privately-owned and managed.</p> <p>Some are used for events such as fun runs or shows or similar activities.</p>
Parking	<p>Reviewing applications and issuing parking permits, and managing and enforcing on-street parking.</p>	<p>Implementation, enforcement and management of clearways.</p> <p>Sets levies on off-street parking.</p>		<p>Some publicly accessible off-street carparks are privately-owned and managed.</p>
Public transport	<p>Advocacy on issues affecting community outside the jurisdiction of local government.</p>	<p>Planning, construction and management of public transport infrastructure (for</p>	<p>Providing intermittent funding for specific projects,</p>	<p>Public transport is planned by the State Government and run by privately-owned</p>

	Local government	State Government	Federal Government	Private sector
	<p>Provision of public transport priority infrastructure on local roads.</p>	<p>example, Metro 1, tram tracks).</p> <p>Railway stations, tram stops and bus stops are owned by the State Government and managed by third-party operators.</p> <p>Public transport vehicles and depot infrastructure are owned and managed by the State Government.</p> <p>Sets and manages fares.</p> <p>Victoria Police are responsible for enforcing road rules such as tram-only lanes.</p>	<p>such as the Melbourne Airport Rail Link or Inland Rail.</p>	<p>third-party operators (including Yarra Trams, Metro Trains and Kinetic).</p> <p>Railway stations, tram stops and bus stops are owned by the State Government and managed by third-party operators.</p>
Land use	<p>Reviewing applications and issuing permits for new developments and changes to land use, including the amount of car and bicycle parking to be provided in new developments.</p> <p>Reviewing applications and issuing construction and maintenance-related permits, including related traffic management.</p> <p>Advocacy on and proposing changes to provisions in the Planning Scheme.</p>	<p>Oversight and overall control of the planning system through mechanisms such as VCAT and the Victorian Planning Scheme.</p>	<p>The Federal Government is responsible for national policies and legislation such as climate and trade agreements which can have major impacts on land use patterns.</p>	<p>Yarra Council does not have a direct influence over the ownership or use of private land beyond statutory mechanisms, such as levers in the Planning Scheme. Development is often driven by market forces with the local government planning process used to help influence outcomes.</p>

Looking forward – What we want to achieve

Yarra's 2050 transport vision

Yarra is a successful inner-city community and our transport system has played a key role in achieving this vision. Opportunities to change and improve all aspects of the transport system have been actively pursued and implemented to make the city a liveable, economically prosperous and environmentally sustainable place.

Yarra's 2050 transport network is robust, highly functional and multi-modal. This allows people and goods to move efficiently on its network of historic streets, rails and paths. Although Melbourne's population has grown to over 8 million people, it is now easier, faster and safer for people of all ages and abilities to get around Yarra than it was in 2020. Transport has also played its part in responding to the climate emergency with transport-related carbon emissions reduced significantly compared with 2020.

Yarra's transport network provides genuinely attractive travel options for everyone. Those who can and want to live without owning a car can do so with ease as many transport options are widely available.

Well-connected train, tram and bus services provide convenient connections across Yarra and the wider area allowing people to get where they need to with ease. Trams and buses are reliable and travel quickly as they are no longer delayed by traffic congestion or collisions on the network. This combined with consistent levels of service provision 24 hours a day, 7 days a week, gives all members of the community confidence that the whole public transport network is usable by everyone and can always be relied on.

Car parking revenue and a user-pays model provides essential funding on a consistent basis that provides alternatives to car travel for everyone. Reforms to planning regulations mean that people are free to choose their parking arrangements and are no longer forced to build or purchase car parking that they do not want or need. This results in improved housing affordability, better building design, reduced building heights and enhanced street amenity. High-quality bicycle parking facilities and provision for zero-emission private cars is standard in new developments and retrofitted into old ones.

Electric and other zero-emission road vehicles are now common and a dense network of publicly and privately available chargers exists throughout Yarra, Melbourne and Victoria. Advances in vehicle technology and changes to electricity grid power sources mean that all public transport is carbon positive or neutral.

There are lots of viable choices for people of all ages and abilities who want to walk, use a bicycle or scooter at any time of day and night due to a well-developed network of safe, disability-compliant paths, trails and bike lanes which are comparable to those of Europe and North America's most liveable cities. The ease, safety and convenience of active transport means that more people are more physically active, this has helped to reduce obesity rates and all health issues and costs to society associated with it.

This has been all been achieved by council:

- managing traffic growth and keeping through traffic off local streets. Streets are no longer dominated by cars. Active and public transport, place making, outdoor trading and trees have been consistently prioritised
- supporting local living so residents have services, jobs and leisure facilities within 20 minutes of their home, easily accessible by active or public transport
- working with the State Government and others to deliver a direct and connected network of bicycle routes that people of all ages and abilities feel safe and choose to use
- addressing long-standing safety issues, particularly for vulnerable road users, so that there are zero deaths on Yarra's transport network and the number of people injured in crashes trends downwards
- working with the State Government to deliver a sustainable world-class street-based public transport network
- supporting the State Government in its rollout of high-capacity trains, accessible tram stops and new rail lines, including Melbourne Metro 2
- supporting zero-emission vehicles through promotion and assistance in the operation of schemes to encourage uptake

- implementing parking management approaches that actively discourage non-essential car ownership and car travel, while also continuing to provide convenient parking for those who need it

Achieving all this has not been easy, however, Yarra City Council continues to build on its success by implementing policy to deliver the outcomes requested by the community.

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What the community tells us

At the strategic level there is very strong support for active and sustainable transport

This Strategy is informed by considerable community engagement undertaken on a range of projects over several years. We have received a vast number of responses to various projects, strategies and processes, directly and indirectly. These responses collectively provide clear insights into community desires and expectations about transport.

In 2021, approximately 700 community members responded to a survey as part of engagement for the development of the *Yarra 2036 Community Vision*. The feedback from this most recent process was that greening and sustainable transport are a very high priority.

- 86% of respondents want to see “a lot more active and sustainable transport options”, rather than “a lot more cars and parking spaces”
- 85% of respondents want to see “a lot more trees and greenery”, rather than “a lot more cars and parking spaces”

Survey for community vision in 2021

The community expects us to provide more active transport and public transport and acknowledges that this will often be at the expense of provision for cars given space is finite and cars take up a lot of this space. Reallocation of the road space is the primary way of getting this outcome.

Other strategic engagement exercises like Liveable Yarra in 2015, the *Climate Emergency Plan 2020*, the parking forum in 2019, various Planning Scheme amendments, as well as localised engagement on streetscape master plans, local area traffic management studies and bike network upgrades all show support for improving non-car modes of transport. These processes stressed to the community that it is often not physically possible to provide more space for ‘everything’ so considered trade-offs must be made and clear priorities must be identified.

At the local level there are competing expectations and a desire for consensus

While there is strong support for active and public transport, there are and always will be competing desires and interests. These are more prominent at the local level as individuals consider their own personal circumstances in the context of a specific project on a specific street. In some cases, people can feel a project is impacting them unfairly or more than others as their street or neighbourhood will be changed to achieve a broader strategic benefit. There is a strong desire for full agreement on all aspects of transport projects at all levels, which can make design and delivery of projects very challenging for the council, State Government and other parties.

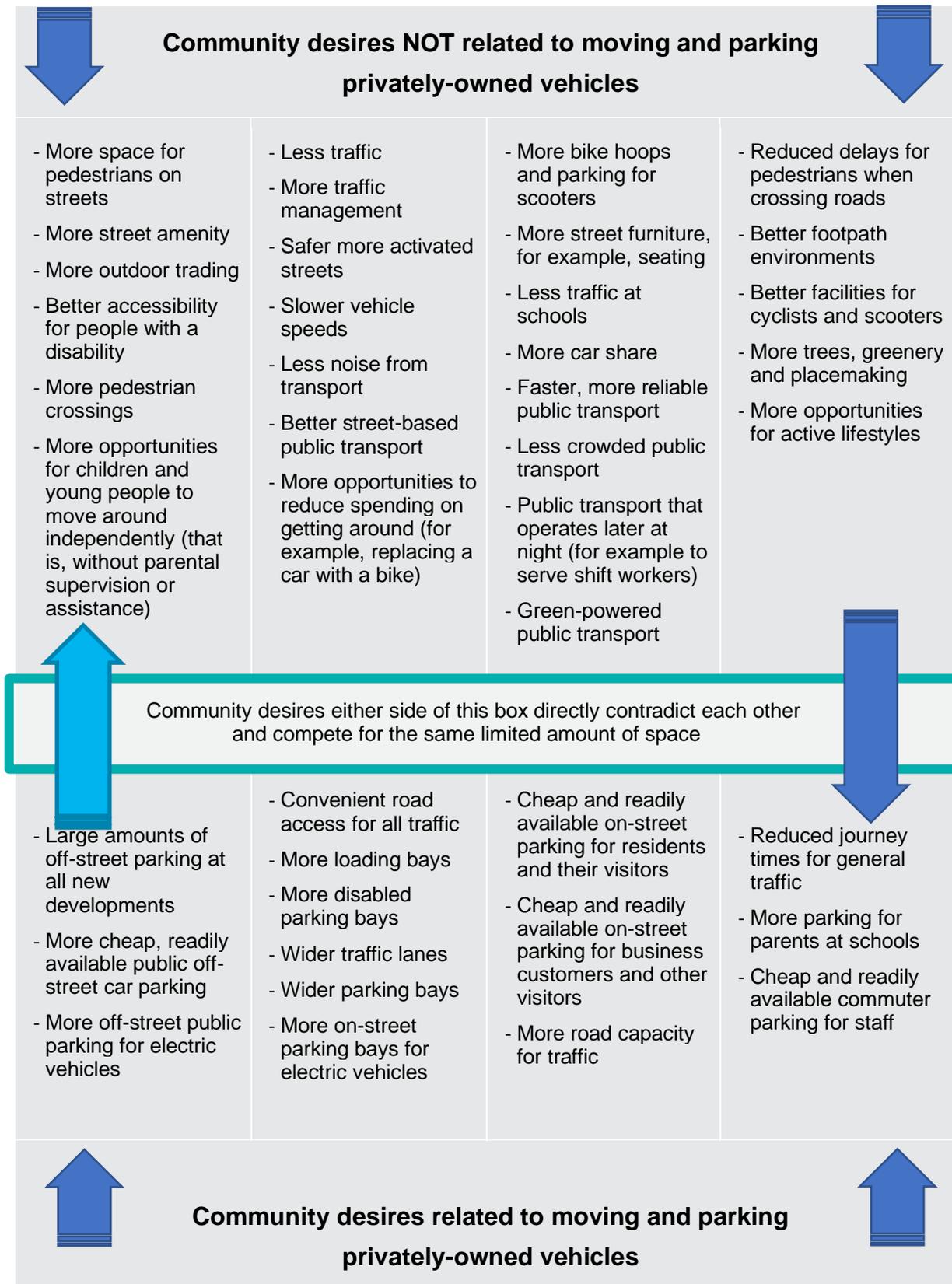
Preferences that are consistently expressed in local community consultation for specific projects are set out in Figure 2.

Unfortunately, it is often not possible for the council to deliver every possible outcome requested as some directly contradict others. For example, it is not possible to have less traffic and more car parking. This is a common and obvious request as naturally people would like to get where they are going quickly with easy parking at the destination. The desire for these two specific outcomes is fully understood, however, more car parking generates more traffic. Experience and best practice research over decades show that no city in the world has reduced traffic by providing more car parking.

Another challenge is that many of the requested outcomes compete for the same limited space in Yarra's streets and public spaces. For example, it is not possible to provide bike lanes, multiple traffic lanes, on-street car parking, dedicated tram lanes, trees, street furniture, outdoor dining and wide pedestrian footpaths all in one space – particularly on Yarra's narrow streets.

This competition for space is a critical challenge and is a question of prioritisation and trade-offs. Unfortunately, we must all acknowledge that accommodating everyone's many expectations and desires for Yarra's public space is simply not physically possible. This applies to whatever action we take, be it reallocating road space or leaving streets as they are.

Figure 2. Conflicting community desires regarding transport outcomes



The need to 'get on with it'

Frustration that things take too long to do is another theme that consistently emerges from community engagement. The importance of the climate emergency to the Yarra community reinforces the need to not only introduce effective policy which responds to issues, but to actually implement it and implement it quickly. The COVID-19 pandemic also reinforced this with significant emergency measures across society deployed very quickly. This showed people what can be achieved when everything is pushed and working to the same goal.

Frustrations about timeframes to deliver outcomes are understood and there are opportunities for us to get more done more quickly through decisive decision-making and project management and delivery innovations.

This Strategy, with its emphasis on 'Moving Forward', is a response to the community desire to get on with it as we focus on getting better outcomes, more consistently and more quickly.

In some cases, external factors beyond the control of council are the main barrier to rapid progress. Projects such as tram stop upgrades are led and funded by State Government. As a result, timelines for all aspects of these projects are set by them. In some instances, state projects face unanticipated delays due to staff resourcing issues in key technical areas like traffic signal phasing or problems with securing contractors. Finally, other practical factors like large-scale redevelopment projects can mean that it makes practical sense to delay new projects at a particular location until these works are finished so newly installed infrastructure isn't immediately damaged due to large construction vehicles and associated debris.

Communication that clearly explains these aspects on a project-by-project or area-by-area basis can help reduce frustration in the community due to lack of knowledge about what is happening or not happening and why.

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Yarra data summary

Yarra is a growing, diverse and unique community. As an inner-urban municipality, we face pressing issues for existing and future residents, workers, students and other visitors.

Many pressing issues are not new, nor are the broader demographic, social and economic factors driving them. For example, economic growth driven primarily by large amounts of population growth has long been a Federal and State policy feature of Australia, particularly over the last 20 years. This increases demand for assets (such as land), consumer goods, consumer services and public space. For transport this means more travel demand and more pressure on our transport infrastructure and for this to be managed.

We know that there is great diversity within Yarra's built form. From modern, high-density apartment complexes to historic shopping strips and heritage-protected residential streets, all have different transport needs. Some people need cars to get around, while others would prefer to use active or public transport for all or some of their trips. We need to recognise these differences in our actions and focus more on the greater good for the whole community. There has been and always will be a divergence of views on transport, and on this basis it will always be a challenging and contested topic for council and government to manage. Notwithstanding this, the conversation must move forward with council and its councillors providing the leadership needed so there is alignment between daily decisions taken now and the 2050 vision.

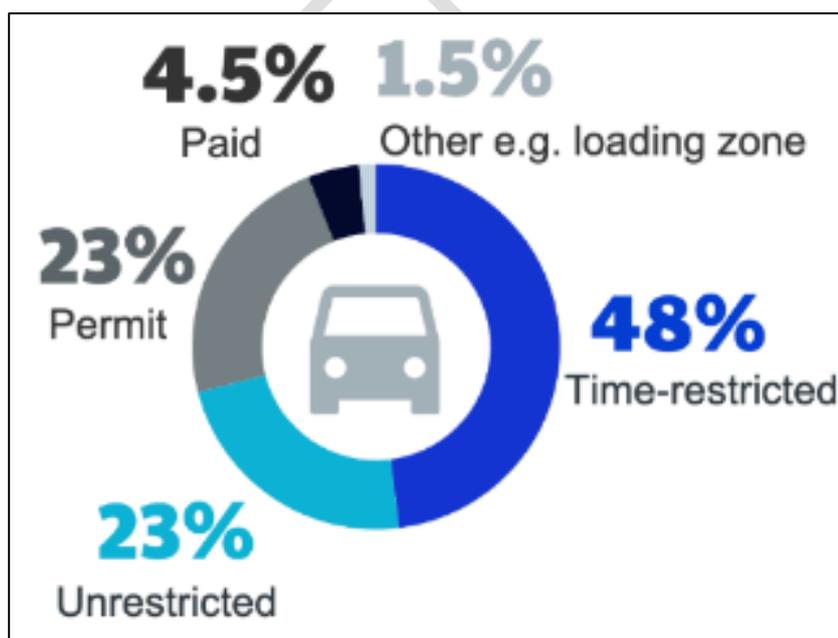
Increasing demand for street space

There are many competing needs and wants for Yarra's limited space. These include space for car parking, vegetation, seating, public art and outdoor trading areas. Street space is limited and it is not possible to accommodate all requests. From a transport and economic perspective, the focus needs to be on the efficient movement of people and goods. For example, in peak times, Bridge Road carries double the number of people in trams as private cars, despite no dedicated street space allocated to trams.

Yarra is responsible for 225km of local streets. For the past 70 years, the storage and movement of private cars has been allocated the most space on Melbourne's streets, including those in Yarra. Cities around the world now recognise that it is vital to prioritise the efficient movement of people and goods instead to ensure the efficiency and amenity of places.

The impacts of the COVID-19 pandemic have highlighted how street space is allocated or claimed for different uses. As shown in Figure 3, less than 30% of parking in Yarra has a charge for access, which drives up demand.

Figure 3. On-street car parking management in Yarra is primarily about cheap parking and free parking with time restrictions



Permit parking is available at relatively very low cost – less than a dollar a week – and households can obtain multiple permits with ease which further drives up demand. Time restrictions are used in other spaces to encourage turnover and manage high demand for longer stay parking (over 2 hours). However, there is no provision for commuters who are looking for long-stay on-street parking, value convenience and have a high propensity to pay for it. Instead, commuters use free parking in Yarra – be it unrestricted parking or 4-hour parking (which requires commuters to move cars at lunch time).

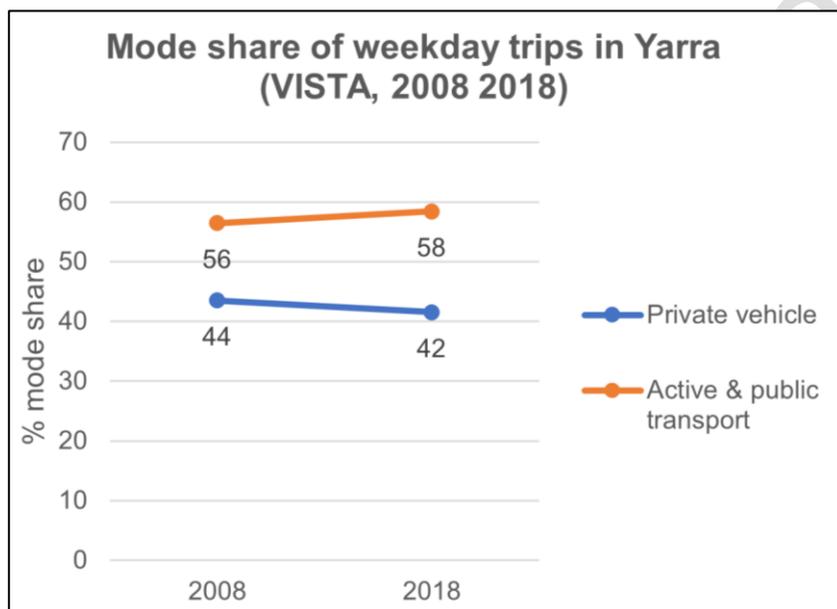
A fragmented bicycle network

Local, national and international experience and research show that a connected 'grid' of direct and safe cycling routes is essential to increasing bicycle mode share. While Yarra does have some high-quality routes, safe connections between them are limited. This means that the benefits of our cycling investment cannot be fully realised as people are unable to safely get to them.

Plateauing mode shift

Since the early 1990s, rates of cycling in Yarra and inner Melbourne have increased. However, this increase has begun to slow, as shown in Figure 4. Most people who feel comfortable riding bikes in current conditions are already cycling. However, the other 78% of people who live in Yarra and are 'interested but concerned' in riding do not feel safe to do so.¹ As a result, women and people over 50 are still significantly underrepresented in cycling in Yarra² and further mode shift will not be possible without improvements in safety and infrastructure, as shown in Figure 5. People over 50 are also underrepresented.

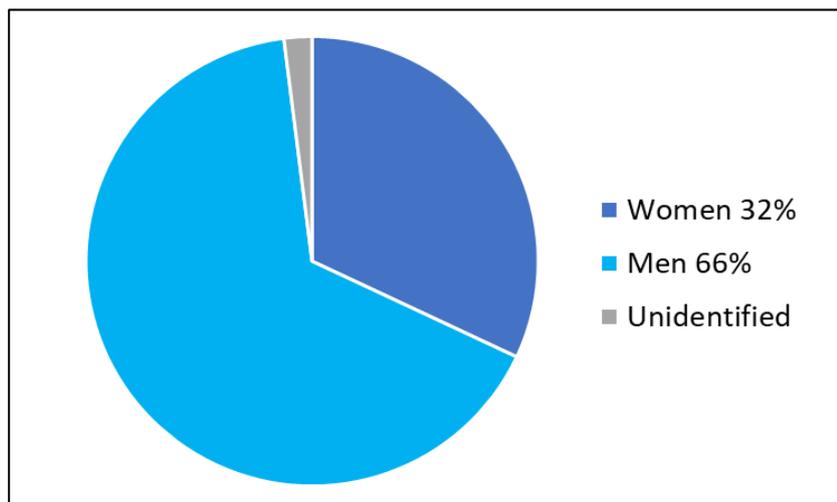
Figure 4. Mode share has not changed much in this recent 10-year period



¹ Monash University and VicHealth, 2020.

² Bicycle Network Super Tuesday, 2021.

Figure 5. Gender split of people cycling in Yarra



Road and path safety

Between 2010 and 2019, the number of fatal and serious injury crashes in Yarra has overall remained stable. However, compared to Greater Melbourne, Yarra has a significantly higher share of crashes involving vulnerable road users.³ As shown in Figure 6, crash rates involving people on bikes in Yarra is more than four times higher than the metropolitan average and nearly four times the cycling mode share.⁴ Vulnerable road users are also overrepresented in fatal crashes, with pedestrian deaths making up 43% (n=6) of fatal crashes, and motorcyclists 29% (n=4) in 2011 to 2021. Yarra fully endorses the Victorian Government's 'Vision Zero' strategy.

One issue that is particularly prevalent in Yarra is perceptions of safety on our shared path network. Conflicts between path users are reported to the council, such as between people walking, wheeling and cycling.

Yarra also has some of the highest rates of collisions between cars and trams in Melbourne. There has been an increase of 10% between 2014 and 2018, with 97% of those being the fault of motorists.⁵ This disproportionately affects older people, with 72% of serious injuries in these crashes affecting people aged 60 years or more.⁶ Only 27% of tram tracks in Yarra are separated from traffic.^{7 8}

³ Road Trauma Statistics – Hospitalisations and Fatal 2010–2021, Transport Accident Commission, 2022.

⁴ Victorian Integrated Survey of Travel & Activity (VISTA). Victorian Department of Transport, 2018.

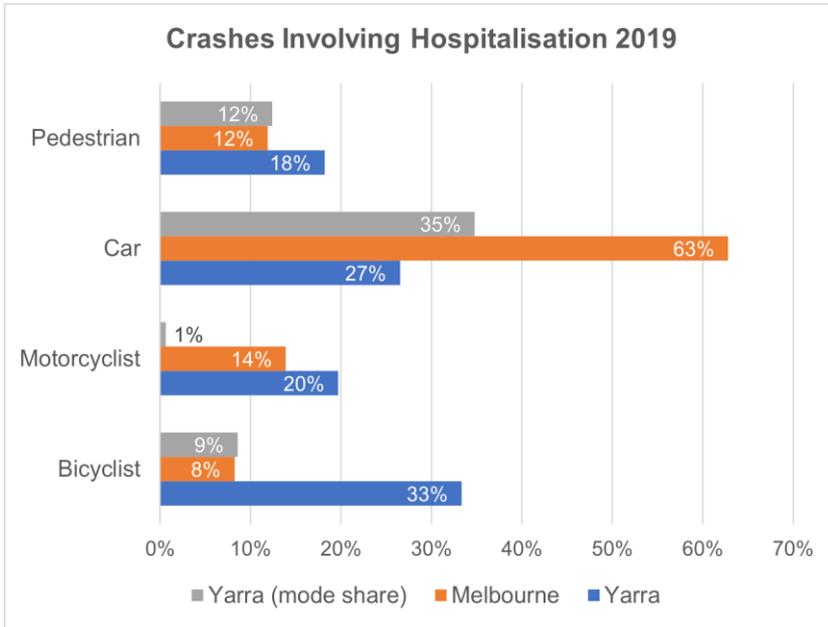
⁵ 2018 Annual Incident Statistics, Transport Safety Victoria, 2019.

⁶ Transport Safety Victoria, 2019.

⁷ PTV Tram Track Centreline, Department of Environment, Land, Water & Planning, February 2022.

⁸ Yarra GIS aerial imagery, December 2021.

Figure 6. Crashes involving hospitalisation in 2019



Bridge Road has one the highest number of tram-to-vehicle collisions of any street in Melbourne due to a high number of vehicle crossings and a lack of separation between trams and cars. This results in injuries to people on the trams and in the vehicles, and can cause significant delays and costs for all road users.

Through traffic

Most road traffic in Yarra does not have a destination within the municipality. This means that residents and businesses suffer significant impacts and incur costs with little benefit in return.

Congestion and car ownership

Yarra faces significant increases in road traffic. External sources and influences, such as metropolitan population growth, the expansion of roads and increasing car use in other areas of Melbourne influence this. Local factors also play a significant role, however, with the number of cars owned by Yarra households continuing to increase while ownership in other inner Melbourne Councils is falling slightly.

Car ownership in Yarra per person is now higher than at any point in the last 30 years, as shown in Figure 7⁹. Since 2016, census data shows that over 10,000 additional cars are owned by households in Yarra. For context, this is enough to fill the car park at Chadstone shopping centre which is the largest mall in Australia with more than 9,300 car parking spaces. If the amount of car ownership per person in Yarra continues to increase at existing rates between 2016 and 2030 then the number of extra cars owned by households would fill the car parks at Melbourne which has 24,000 parking spaces.

Rising levels of car ownership in Yarra are not desirable for the following reasons:

- Traffic congestion gets worse, increasing delay and having safety impacts for all road users, particularly vulnerable road users.
 - More traffic equals higher greenhouse emissions generally and more dust and noise, particularly on busy roads
 - Parking demand increases generally
 - People who own cars, have paid for them and have easy access to them are likely to use them. They are also less likely to use public transport, walk or cycle, or use car share or ride share.
 - Car manufacture and transportation via global supply chains uses significant amounts resources and generates greenhouse gasses.
 - At new development large amounts of off-street parking to cater for rising levels of car ownership are likely to increase building heights. They are also likely to result in blank walls at street level which are not conducive to placemaking or providing passive observation in the street.
 - In some cases money spent on car ownership reduces the amount of money households have to spend in the local community particularly when it comes to discretionary spending which impacts businesses like shops and restaurants.
- Demand for road space for use by cars will always be high, particularly in Melbourne, which is one of the fastest growing cities in the world. The community needs alternatives to sitting in traffic if liveability and economic objectives are to be met.
 - Congestion on both arterial and local roads has been increasing for many years and is forecast to continue.¹⁰ If current trends persist, Yarra will see a 48% increase in the number of car trips on our roads.¹¹ We know from local, national and international experience and research that building more parking and roads does not reduce congestion – it only increases it.¹²
 - Bicycle and footpath congestion are also becoming issues. Rapid increases in rates of cycling and concentrated pedestrian activity combined with limited safe route options has meant that crowding and congestion is now experienced in some locations.

⁹ ABS Census, 1991–2016

¹⁰ *Victoria's Infrastructure Strategy 2021–2051*, Infrastructure Victoria, August 2021.

¹¹ *Yarra Climate Emergency Plan 2020–2024*, Yarra City Council, 2020.

¹² Goodwin.



Traffic congestion in Yarra is partly due to trips originating outside Yarra

Figure 7. Yarra household car ownership rates, ABS Census 1991–2021

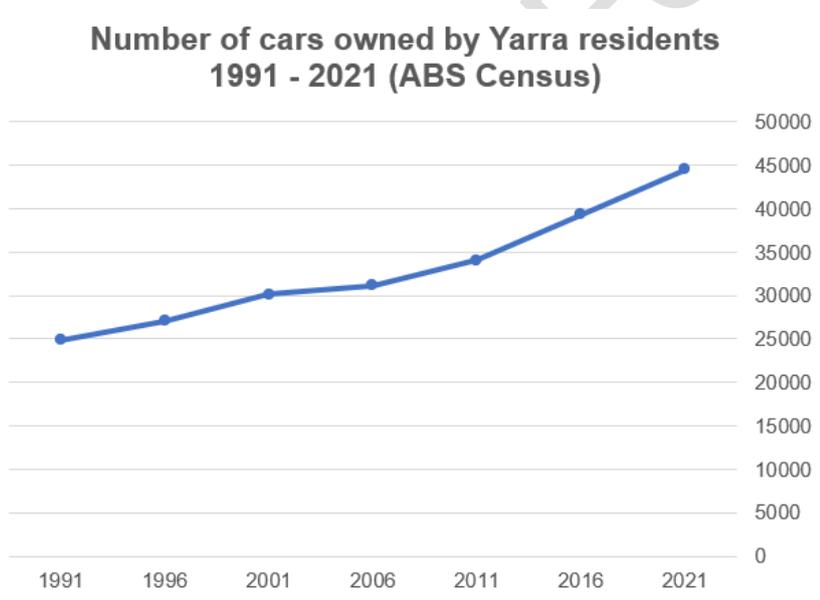
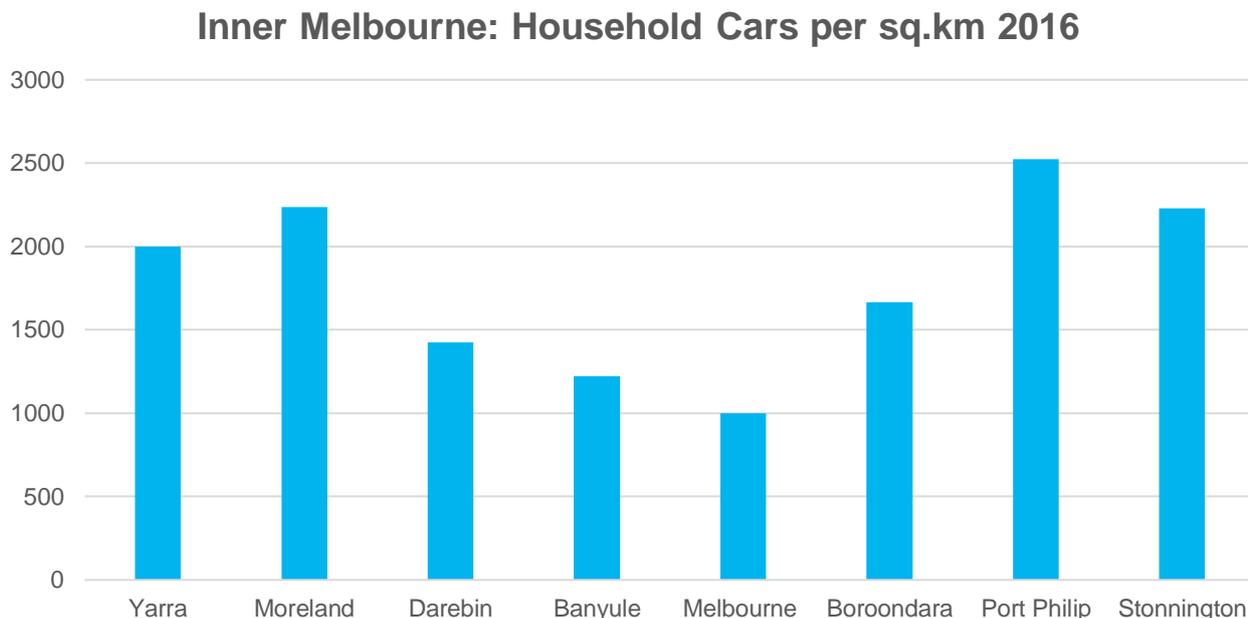


Figure 8. Inner Melbourne: Household cars per km², ABS Census 2016



Overcrowded public transport

Due to the radial nature of the public transport network and Melbourne’s CBD structure, passenger loads on trams, trains and buses are often at their peak by the time they reach Yarra. This means that Yarra residents are less likely to find a seat on public during peak times. This makes it difficult for our residents, workers and visitors to get around. The COVID-19 pandemic has resulted in a temporary decrease in public transport use. However, some crowding is still experienced and will return at some point in the future.

Unreliable on-road public transport

Most of Yarra’s bus and tram routes do not have dedicated rights of way. This means that they are often delayed by private road vehicles – Melbourne’s tram network is the slowest in the world. This in turn discourages people from using public transport and increases car use, which further delays public transport.



Where there is no on-road priority for trams they, too, get stuck in traffic

Land use change

Yarra is continuing to change in many ways. Locations like Cremorne, Victoria Gardens and the Alphington Paper Mill are undergoing rapid shifts in their functions – significantly contributing to the 50% population increase that is expected in Yarra by 2036.¹³

As land uses change, so do transport needs. For example, changing job opportunities may mean greater demand for trips to a particular area which may not currently be well-served by public or active transport.

Climate change

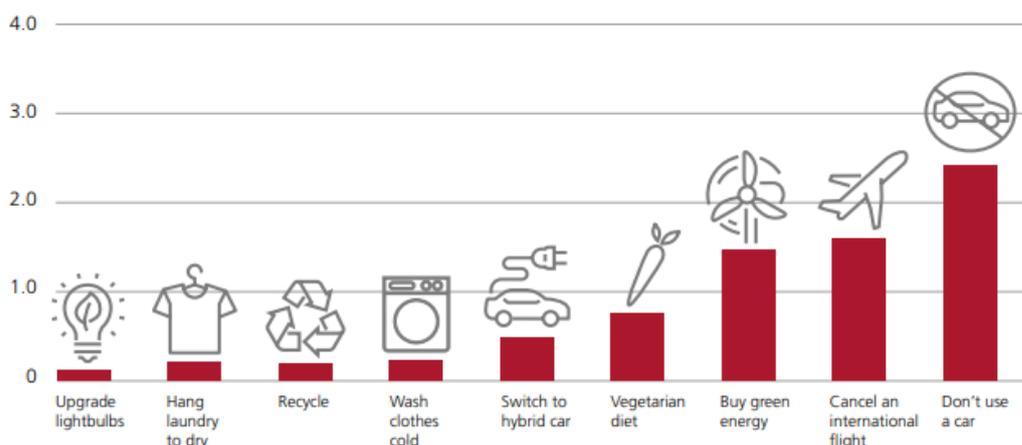
Climate change is a global existential issue and it is now widely recognised in Australia that emergency action is a necessity. As the population of Australia continues to grow, so does travel demand, hence transport is a fast growing source of greenhouse gas emissions in Yarra, with 15% of community emissions coming from transport – mostly from private cars.¹⁴ It will not be possible to meet the local, state, national or international targets needed to mitigate dangerous climate change if current trends continue. There need to be fewer cars in Yarra, fewer car trips per person and a change of propulsion from internal combustion to zero-emission engines with an essential shift from coal-based grid power to renewable energy.

The role of transport in the climate change picture is summarised in Figure 9. This figure shows that by far the biggest way of reducing emissions is to not use a car. The role of this Strategy is to provide our community with better viable alternatives to moving by car. Cars will continue to have a role as a transport option. However, if fewer trips are made by car – regardless of engine type – then the benefits will be significant. Therefore, the overall aim is to replace only essential car trips with zero-emission cars, rather than encourage or subsidise an increase in the total number of cars.

¹³ Forecast. Id. Estimated Resident Population Forecast, 2019–2036.

¹⁴ *Yarra Climate Emergency Plan 2020–2024*, Yarra City Council, 2020.

Figure 9. Choices to reduce personal contribution to climate change¹⁵



Transport and disadvantage

Yarra is a very diverse community when it comes to household income and other socio-economic factors. Averages suggest that Yarra is relatively affluent in the metropolitan context, however the reality is that large numbers of people live on lower incomes or do not have any significant asset wealth (for example, they don't own property).

Transport disadvantage stems from people being limited in their ability to access jobs, education and other services in the way they want to, when they want to.

This strategy is focused on giving everyone an increased number of better transport options particularly by non-car modes. This is of particular benefit to lower income households which are far less likely to own a car. For example, half of all public housing households do not own a car compared to just 7% of households with a mortgage. Mortgage households are also far more likely to own multiple cars compared to public housing households.¹⁶

Figure 10 shows that 42% of households in Yarra in the lowest income bracket (up to \$7,999 per annum) do not own a motor vehicle. By comparison, only 4% of households in the highest income bracket (over \$416,000 per annum) do not own a motor vehicle.¹⁷

Because most of our transport systems are built around cars, people who do not own cars or use fewer cars are generally at a disadvantage. The effect is magnified with lower-income or other households from disadvantaged backgrounds. If public transport is unreliable or infrequent, bicycle infrastructure is unsafe or walking is not a viable option, then these people are excluded.

Vulnerable communities are less likely to own or use a car and are also more likely to have been impacted by COVID-19. Disadvantaged groups are more reliant on active and public transport to access services, employment and education. Making walking, cycling and public transport a viable transport mode reduces real and perceived risk exposure and improves access to essential services, jobs, recreation and social interactions.

There is a risk that the gap between the have's and the have not's is increasing as owning and running a car is getting more expensive as a result of the pandemic, particularly second-hand cars which traditionally have been a cheaper route to car ownership for lower income people. Electric cars are currently very expensive with a very limited second-hand market and are beyond the reach of a large number of households even those with relatively high incomes given high and rising living costs.

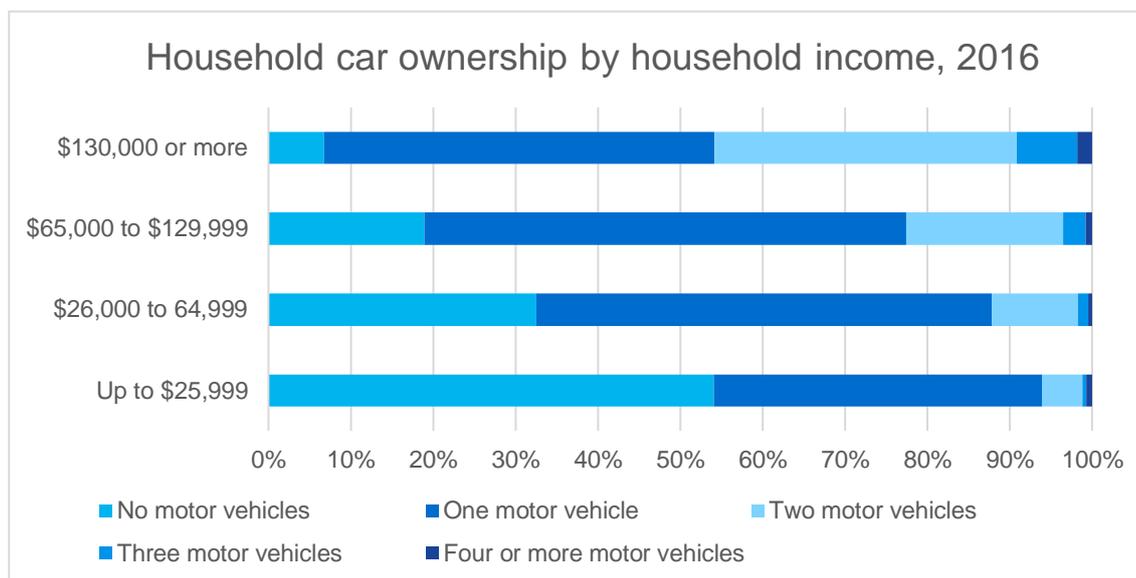
¹⁵ *The climate mitigation gap: education and government recommendations miss the most effective individual actions.* Wynes, S. and Nicholas, K. (2017)

¹⁶ ABS Census, 2016

¹⁷ ABS Census, 2016

These recent trends add more weight to the long-established view that better public transport, bike lanes and pedestrian upgrades are of great benefit to low-income households. Increasingly they are also of benefit to a broader segment of the community which are relatively affluent on paper but are looking to reduce transport costs given other mounting pressures on household's budgets.

Figure 10. Household car ownership by household income in Yarra (2016)



The COVID-19 pandemic

The global pandemic as a seismic event has been challenging for everyone on many levels and has significantly affected how, why, when and where we travel. Its medium and longer-term impacts are not yet known and difficult to predict as there is so much uncertainty. For now, it seems to have dramatically accelerated various trends around how people live, work and socialise that have long been in the making.

The pandemic has provided opportunities for us to really look at how street space is used and how it can best serve the community and support local businesses. Yarra has delivered a lot of projects as an emergency response, which have been successful in terms of meeting their objectives and have generally received favourable feedback from the community. Many of these have required road space reallocation, which has given the community a firsthand opportunity to see the outcomes that are possible through street environment changes.

Necessity meant that these changes had to occur quickly, and people have become more familiar and comfortable with change and adapting quickly. In some cases, projects delivered on a temporary basis have received significant support to become permanent and there is opposition to going back to how things were.

The pandemic as a watershed event has increased the appetite to question how all aspects of cities should function so they best respond to the needs of the community. This presents opportunities for better outcomes more quickly and consistently.

The daily transport issues we face

Transport is a highly complex, difficult and sensitive subject with a very high profile at the federal, state and local levels of government. The transport topic in Yarra is no exception to this and consistently ranks as a top area of concern for the community. There are many issues and solutions that need to be found that respond to the needs of a modern, densely developed and growing inner-city area if things are to get better for everyone as time passes.

Almost all streets in Yarra have been the same width for over 150 years and it is not practical or desirable to widen them regardless of the increases in travel demand that have occurred to date and that will occur in the future.

The objective is to unlock the potential of the street space that we do have to support Yarra as a great place to live, work and visit.

Yarra has a diverse network of streets and no streets are the same, however, the example of Brunswick Street highlights many common transport issues. In most cases these have existed for many years and are obvious to people as they travel. On this basis it is important to understand not only what the issues are but why they persist, and what the challenges are in order to resolve them.

These issues and challenges facing us are not particularly unique to Yarra and are experienced elsewhere in Melbourne, Australia and internationally. There are proven and effective solutions that have been used elsewhere – often in places with even more constraints than Yarra. In many cases, we have already delivered effective solutions and are seen by other councils as a national leader. So we will build on the good work that has already been done, and there are lots of opportunities to do more.



Many of Yarra's local area transport issues are experienced by people using Brunswick Street

Walking in Yarra

Pedestrians are often given narrow and cluttered footpaths to use next to busy roads.

Brunswick Street is an example of an area with relatively poor pedestrian amenity despite it being a popular and heavily used street. There can be long delays when crossing roads at traffic signals, which causes frustration and encourages people to cross the road in a gap in the traffic without signal protection.



Space for pedestrians and café visitors to sit outside and move comfortably is very limited despite a policy context which has long supported these activities in strip shopping centres

At busy intersections like Brunswick Street and Johnston Street crowds of waiting pedestrians can form, blocking the footpath and making it difficult for pedestrians to navigate the street. Packed pathways and crowding also make it unpleasant for people waiting at tram and bus stops or using outdoor dining facilities.

Pathways can be widened to give people more space and, in some cases, this has been done quickly and cheaply by the council during the pandemic as an emergency response. Road space reallocation is a requirement, and this is a challenge particularly on busy streets.

“Mode shift away from cars is required. More space needs to be provided for people travelling by active transport modes.”



Policy consistently states that walking should be encouraged. There are opportunities for footpaths to function better for the community by reducing clutter and reallocating road space.



Narrow and cluttered footpaths often push pedestrians onto roads.

Cycling in Yarra

People riding bikes in Yarra are overrepresented in formally recorded annual crash statistics. Official statistics also significantly underrepresent the number and extent of crashes and near misses.¹⁸ These incidents and perceptions of safety put many people off cycling. This limits travel options and encourages more people to use cars, which in turn creates conditions that discourage active transport.

The picture of Brunswick Street shows that people on bikes have narrow lanes for much of the day despite it being a key strategic corridor for cycling. As a result, they are at risk of being hit by car doors to the left and passing or turning vehicles to the right. Space for people riding can be particularly limited at intersections, creating an intimidating environment that actively discourages cycling.



Large numbers of people in Yarra would like to ride a bike but are very concerned about safety. The over-representation of cyclists in recorded crash statistics validates the safety concerns that members of the community have. This data underrepresents the safety issue as there are a large number of near misses and non-reported collisions that people see or hear about which add to safety concerns.

A key issue across Yarra is that bicycle routes vary in quality. Studies show that most people need to feel reasonably safe along a whole route when looking to ride. Figure 11 shows the proportion of riders who are prepared to use different types of intersections. Any cycle route is only as attractive as its worst section. Even a short 200-metre section of cycling where people feel unsafe and anxious will put many people off using a whole four-kilometre route no matter how good the rest of it is. The off-road trail network is available and allows people to avoid busy roads in some cases. However, trails are often indirect, increasingly crowded, poorly lit, require the use of stairs in some places and are limited in number.

Other cities around the world have proven that investment in cycling facilities increases cycling, particularly when the focus is on building a grid of genuinely attractive and safe routes. The costs of delivering this

¹⁸ 'Under-reporting bicycle accidents to police in the 'COST TU1101 international survey: Cross-country comparisons and associated factors', Shinar, et al. *Accident Analysis &*

Prevention, 110, pp.177–186, January 2018.
<https://doi.org/10.1016/j.aap.2017.09.018>

network are relatively low when compared to those of new road and rail tunnels. There are now opportunities to use innovative treatments that make attractive cycleways even cheaper to deliver.

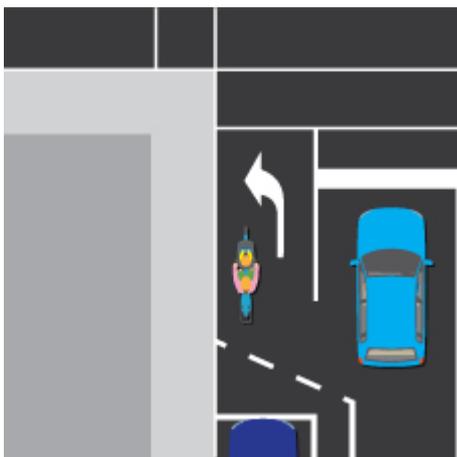
Scooters and electric scooters, electric bikes and cargo bikes are becoming increasingly easy to use, robust, affordable and popular. Traffic congestion, rising fuel prices, difficulties with parking and concerns about using public transport and COVID mean that more people than ever are actively looking to ride a bike or scooter. A wide cross section of the community just needs to feel comfortable and safe when using these cheap, space-efficient, environmentally friendly and highly convenient modes of transport.

Though there are some opportunities to further improve the popular off-road trail network, there are practical environmental, amenity and cost considerations which limit the role they can play. Therefore, the main opportunities lie with delivering improvements to the Yarra street network to better accommodate people riding.

Issues with active transport are a barrier to people living healthy lifestyles with high and rising levels of obesity being one of the biggest challenges facing western countries. It is important that the infrastructure network supports incidental physical activity so people can get at least some of the exercise they need in their day to day lives to stay fit and healthy. A situation where people feel they need to allocate time in their day to drive to a gym or organised sporting event so they can exercise in safety and comfort is unlikely to foster a society where a broad cross section of people regularly get the exercise they need.

The rate of bike theft is also an issue in Yarra and can also discourage cycling. There are opportunities for council to raise awareness about bike security (for example, good locks), ensure that secure bike parking is provided at developments, and to work with the police on crime detection and prevention.

Figure 11. Rider confidence levels for different intersection designs, Bicycle User Confidence Survey for City of Melbourne, 2017



16% of people riding bikes are confident using this layout



73% of people riding bikes are confident using this layout

An inclusive transport network is about providing all people with an infrastructure network that they can use with confidence that they will not be injured. This cannot be achieved in many cases without reallocating road space away from parked cars and traffic.



An intermittent advisory bike lane, with no protection, is a low-cost project that unfortunately will not encourage anyone but the most fearless cyclists to use this road.

Public transport in Yarra

Yarra has some of the best public transport access of any municipality in Victoria. However, there are still significant challenges and issues to be addressed in order to meet current and future needs.

Increasing public transport capacity, priority and stop/station access can require road space reallocation away from cars and traffic. It can also be expensive and relies on sustained State Government planning and funding as the responsible authority.

There are many opportunities for us to clearly set out the public transport outcomes we desire. These include an acceptance of the need for road space reallocation and other trade-offs so outcomes can be delivered.

Public transport speed and reliability

People on trams and buses face long journey times and poor travel conditions due to the movement of cars often being prioritised over on-road public transport.

Melbourne has the slowest tram network in the world. The picture of Brunswick Street shows how car traffic mixes with trams and causes delays for everyone.

Public transport safety

A lack of dedicated on-road tram facilities increases the risks of tram-to-car collisions. Yarra has some of the most collision-prone sections of tram tracks in Melbourne.

Public transport accessibility

In Victoria, 17% of the population lives with some form of disability. However, people with a disability are prevented from using most public transport due to inaccessible infrastructure.

A lack of accessible stops means that people in wheelchairs, with mobility issues or other disabilities, carrying shopping bags or children, and older people can find it very difficult or impossible to board or alight trams. This not only causes social exclusion but is contrary to legal requirements for tram stops to have level access so everyone can use them under the *Disability Discrimination Act (DDA)*.

Public transport capacity

Public transport can move large numbers of people quickly and efficiently so will need to play a key role in meeting increased travel demand as Melbourne grows. The State Government is aware of this and knows it needs to invest in public transport to support the economy and maintain liveability.

Shared transport in Yarra

Shared transport includes car share, bike share and scooter share schemes and has the potential to provide convenient transport options for the community. Sharing reduces resource use, which is good for the environment and saves people money and hassle. Using shared transport is not the answer to every travel need and issue but it can play an important role in Yarra's transport story.

Road space reallocation will sometimes be required to provide space for car share, bikes and scooters, which can be challenging.

Building on new approaches as a result of the COVID-19 pandemic

Heidelberg Road is a busy arterial road with fast moving traffic. The significant issues for cyclists on this road have been consistently recognised due to its narrow, non-continuous, non-protected bike lanes.

In 2020, State Government made a commitment to deliver 100km of bike route upgrades via trials in response to the pandemic. Heidelberg Road was included in this program and wide protected bike lanes were installed. Since its installation the bike lane has carried 300,000 cyclists over an 18-month period despite multiple lockdowns and work from home orders reducing the numbers of people moving around.



Electric scooters are an emerging transport option, from the initial trial of shared electric scooters they are becoming increasingly popular as they give people more local travel options.

There is an education aspect to this emerging area of transport as it is a new concept. The benefits of shared transport, particularly car share, are not always obvious at first glance, however, the role of and potential for sharing is becoming more commonly understood as these options are increasingly taken up by the community.

Micro-mobility in Yarra

Micro-mobility modes like as electric scooters and electric bikes are very convenient, easy to use and space-efficient modes of transport and provide new travel options for a broad range of people. The benefits of these micro-mobility options are that they get people out of cars to reduce traffic and parking demand. They also free up space on busy public transport routes for people who cannot or do not want to use micro-mobility transport.

As part of the shared electric scooter and electric bike trials a lot of data is being collected to understand how much and how they are used. In the first four months of the trial, nearly 1 million trips were taken using shared electric scooter services in Melbourne. For context, it took inner London 18 months to hit this milestone. The ease and convenience of electric scooters may explain this, as does the pandemic with people now more reluctant to be near each other on public transport. Data collected over the same period for electric bike share is also encouraging with over 142,000km travelled and 66,000 trips made.

The interest in shared micro-mobility options, along with advances in technology and cost reductions due to manufacturing efficiency, suggest that electric micro-mobility has huge potential to meet the transport needs of the community in Yarra. The key to unlocking this potential will be the existence of a high-quality bike network to support uptake across as wide a cross-section of the community as possible.

Micro-mobility also brings with it some challenges and needs to be managed. It is important that space is provided to store bikes and scooters where people need them and so footpaths are not obstructed. Government also has a role to play in promoting good civic behaviour when using these modes, be it not hooning along footpaths or dumping scooters in rivers amongst other things. Initial data suggests that civic behaviour has been relatively good without an excessive number of recorded incidents compared to launches of similar programs elsewhere globally. Yarra Council is keen for this to remain the case and will continue to monitor behaviour and use enforcement as required.

Travelling by car in Yarra

Car movement

Cars have played an important role in the movement of people and goods in Yarra for many decades. Most of the available street space has been allocated for their movement and storage but many drivers today face increasing delays and frustration due to congestion.

These delays often result in requests for more roads to be built, more lanes to be created and more parking to be constructed to move ever-increasing volumes of cars and trucks as quickly as possible. However, we know that this approach does not work and is not going to meet the current or future transport needs of Yarra as a growing city with limited space. As more roads are built, more people choose to drive. Any temporary benefits are then offset and overall congestion on the road network becomes even worse than before.¹⁹ No city can or has built its way out of congestion.

Today, there are more cars in Yarra than ever before. A lack of strategic traffic management and land use planning across Victoria means that many cars are making longer distance trips across Melbourne that go through Yarra. These are often on local roads which are used as 'rat run' shortcuts to circumvent arterial roads. Brunswick Street, for example, is used as a shortcut to avoid using Punt Road and Nicholson Street nearby. This is compounded by rising rates of car ownership by households in Yarra, all scrambling to use the same amount of space. Moreover, various studies have shown that around 20% of all car trips in peak hour in inner Melbourne are non-essential.²⁰ This strongly suggests that more could be done to get people to really think about when and how they travel, rather than only relying on the high cost and high frustration deterrent of traffic congestion or difficulties finding parking.

As traffic increases, so does the length of peak times, which can go for most of the day. This causes or exacerbates a range of safety, amenity and environmental issues for everyone. This is shown by the fact that the highest net traffic flows on major roads in Yarra is now on Saturday afternoons.²¹ This increased traffic

¹⁹ 'The Road Ahead', Infrastructure Victoria.

²⁰ Victorian Integrated Survey of Travel & Activity (VISTA), Victorian Department of Transport, 2018.

²¹ Ibid. Infrastructure Victoria.

has severe negative impacts on local areas, such as increased risk of asthma in young children,²² impacts on residential amenity due to noise pollution, and even decreased life expectancy caused by local air pollution.²³



The policy context states Brunswick Street is a local road, with trams, pedestrians and cyclists being the priority. Placemaking which makes Brunswick Street a unique and pleasant historical precinct to visit is another objective. Outcomes on the street need to better reflect the aspirations of policy.

Car storage

Most cars are parked for more than 90% of a typical day, if space is occupied by a parked car it cannot be used for anything else. With the high volume of cars using Yarra's streets, those who really need to drive and park compete for a space with people who would choose another form of transport if the conditions were right for them to do so. This competition creates artificial scarcity and demand for parking and makes it more difficult for everyone to park.

The current situation has other far-reaching consequences and, importantly, impacts the journeys of other people and economic activity. This includes further increases in congestion on roads due to parked cars blocking lanes, or blocking sightlines making it more dangerous for pedestrians and cyclists. Or people being discouraged from visiting businesses in Yarra due to streets being parked out by people who occupy parking spaces because they exist rather than genuinely needing and valuing it. In this scenario, nobody appears to benefit.

There are potential solutions from both the supply and demand sides of managing parking. Building more parking is expensive and our city does not have the resources or space to continue doing this at the rate it has been. There are now well over 100,000 car parking spaces in Yarra including 48,000 on-street spaces.

²² 'Traffic pollution near childcare centres in Melbourne', Walter, Schneider-Futschik & Irving, *Australian and New Zealand Journal of Public Health*, 43(5), pp.410-412, October 2019.

²³ 'Particulate Matter and Premature Mortality: A Bayesian Meta-Analysis', Waidyatillake, et al., *International Journal of Environmental Research and Public Health*, 18(4), 2021.

Over the coming years, tens of thousands of additional car parking spaces will be built because of new developments. Despite this, if the current trajectory continues, perceptions that there is not enough car parking will persist, unless changes are made to how parking is managed.

Other solutions involve reallocating space that is currently used for parking cars to other things that reduce demand for car travel and align with what the broader community have told us they want to achieve. These projects can be controversial given ongoing perceptions that there is not enough car parking.

One final issue to consider is the financial implications of car parking in Yarra. Approximately half of Yarra's on-street car parking has some form of charge associated with accessing it. Car parking is a community asset that generates a key revenue stream for the council's work so it needs to be managed in a way that gets the best results for the wider community.

Using a zero-emission car in Yarra

Electric cars are becoming an increasingly prominent topic globally, including in Yarra. At this stage, take up of electric cars in Australia is relatively low for strategic reasons that are nothing to do with Yarra or local government more broadly. These reasons include global commerce and market mechanisms, Federal and State Government taxation, laws and regulations, supply chains, raw material availability, manufacturing capability and global logistics networks.

Notwithstanding this, zero-emission cars have the potential to significantly reduce emissions in the transport sector, which is responsible for approximately 12% of all emissions in Yarra. Replacement of cars powered by internal combustion engines with electric and other propulsion sources with zero tailpipe emissions would bring significant benefits, mainly by reducing local air and noise pollution. However, changing the propulsion method of vehicles from petrol or diesel to electric does not address many of the transport issues that Yarra is facing and must be viewed through the lens of the wider transport picture. Specifically, electric cars do not:

- address the issue of finite physical space and increased demand for access to that space
- reduce traffic congestion and disruption/delay to street-based public transport
- move more people in a space-efficient manner
- improve road safety, particularly for vulnerable road users
- reduce car parking demand or make it easier to park
- provide more space on footpaths or make it easier for pedestrians to cross roads
- encourage more people to use public transport, walk or cycle
- improve access for mobility-impaired people
- promote other benefits such as good urban design, placemaking and tree planting

The opportunities for Yarra in this ongoing transition are many and varied, particularly for achieving the broader strategic aims set out in this Strategy and by our community. For example, changing circumstances, falling costs and technological uncertainty on the best long-term investment means that some people are seeking a change from the traditional model of owning their own car. This provides a once-in-a-generation opportunity for people to evaluate all their transport options before making a decision to replace one car with another car.

For trips that need to be done by car, there are significant opportunities to eliminate or reduce barriers to electric adoption. For example, businesses and developers can fund the installation and operation of charging infrastructure to maximise the benefits of electric cars at minimal cost to residents and council. There are many ways that council can assist and support this transition, such as through the Planning Scheme and facilitating discussions between businesses, community and other stakeholders.



Electric cars are beneficial and can significantly reduce greenhouse gas emissions. However, transitioning hundreds of thousands of car trips per day in Yarra from fossil fuel propulsion to electric propulsion will not address other transport issues.

DRAFT - For adoption

How we will achieve our vision

In light of the key issues identified, and *Yarra's 2050 Transport Vision*, the following outcomes and strategic directions have been identified for this Strategy.

Outcomes

- O1. Increased use of space-efficient forms of transport in Yarra**
- O2. Enhanced places for people on Yarra's streets**
- O3. Increased independent mobility for vulnerable road users in Yarra**
- O4. Reduced car use for trips within, to, from or through Yarra**
- O5. Increased use of environmentally sustainable forms of transport in response to the climate emergency**

Strategic directions

D1. Allocate road space to preferred transport modes and other activities

Reallocate some of the large amounts of space given to car movement and storage on Yarra's streets to significantly improve conditions for people using space-efficient modes of transport.

D2. Reduce traffic speeds and volumes on Yarra's streets

Manage traffic volumes, turning movements and speeds on streets in Yarra where these are excessive given the function of the street, or where they create significant safety issues, particularly on council-managed local streets.

D3. Eliminate and reduce barriers to movement for all members of the community

Reduce obstacles that physically make it difficult for people of all ages and abilities to use the transport network in Yarra. Make it easier and safer for people to board public transport, cross major physical barriers, and to move through and around large development sites.

D4. Be agile in responding to transport needs

Use trials and pilot schemes to test designs or new treatments and to deliver change more innovatively, quickly and cheaply.

D5. Embrace partnerships

Work in partnership with State Government and others to identify and deliver transport improvements in Yarra.

The basis for our decisions

Policies

Fifteen policies covering all modes of transport are outlined in this Strategy.

P1. Prioritise walking, cycling and using public transport over car use

The transport mode hierarchy in Figure 12 illustrates the level of priority for each transport mode in all projects and policy decisions.

Figure 12. Yarra’s transport mode hierarchy

Transport mode	Priority
Active transport modes (walking, cycling, scooters)	
Public transport	
Vehicles facilitating access for people with a disability	
Freight, construction and servicing vehicles	
Car share	
Taxis and rideshare	
Local traffic	
Through traffic	

P2. Implement a New Deal for Schools – support active travel by children and families

Each year, schools will be selected for the New Deal for Schools program.

Yarra Council staff will form a working group for each selected school over the course of a semester, comprising of our staff, school staff, interested parents and students.

This program will combine travel behaviour change with supporting infrastructure. Programs and events will occur to identify transport challenges and opportunities at each school. Infrastructure projects will then be identified in partnership with the reference group to help with local school and neighbourhood travel.

“The New Deal for Schools is a focused approach looking at transport solutions for specific schools.”

P3. Implement a New Deal for Walking – make the network suitable for all ages and abilities

A New Deal for Walking focuses on measures that maximise space to allow more people of all ages and abilities to walk around Yarra.

There are approximately 456km of footpaths in Yarra, and the preferred minimum unobstructed clear width for a footpath is 2 metres. This is enough for people in wheelchairs or pushing a pram to navigate a street and pass each other. In some cases, a footpath may meet the minimum width requirement but be of insufficient width given the large number of people using it or due to clutter like posts and signage. In busy areas it is desirable to have wide footpaths that provide comfort and space not only for people walking but for other fixtures and fittings that make a place that people use, like bins, bike hoops, plants, benches and outdoor trading.

Widening footpaths by moving kerbs is complex and extremely expensive – even over a very short distance. This cost presents a significant practical challenge so council has to look at opportunities to make the absolute best of the extensive pedestrian space that already exists by looking at opportunities to:

- minimise street clutter, such as signage poles, guard rails, crash barriers, charging stations and bins
- relocate infrastructure that can clutter footpaths onto road carriageways where appropriate, such as bicycle parking, scooter parking, trees, seating, bins and landscaping
- provide more kerb outstands on appropriate streets to compliment paths that contain trees, landscaping and street furniture, such as bike hoops and seats
- remove slip lanes and other suburban road design solutions that marginalise pedestrians and that are not appropriate for Yarra
- standardise the installation of tactile paving
- embed the need to provide good outcomes for pedestrians in all council transport projects and study work
- reduce instances where household bins block narrow footpaths on collection days
- prevent parked vehicles from illegally obstructing footpaths through education and enforcement
- discourage car parking on footpaths
- ensure that outdoor trading does not create an obstruction and complies with permits
- install scramble crossings at busy four-way locations such as Brunswick Street and Johnston Street, and Bridge Road and Church Street
- expand outdoor trading onto street space rather than footpaths
- work with State Government to implement public transport stops on kerb outstands or on central island platforms to keep footpaths clear
- reduce wait times at traffic signal crossings to keep busy footpaths clear of pedestrians
- work with State Government to implement 'auto on' pedestrian signals at crossings with high levels of pedestrian activity and improve pedestrian signal priority and phasing at key intersections
- look to plant trees and install landscaping in road space to keep footpaths clear
- proactively repair and improve existing footpath surfaces
- remove redundant vehicle crossovers, particularly in high-use areas near schools and shops
- ensure that crossings are level with the street. Where this is not possible, ensure that any bridges and subways are DDA-compliant and well lit
- ensure that new developments – particularly public buildings such as schools, universities and medical facilities – prioritise the needs of pedestrians and accessibility requirements
- work with schools to look at opportunities to make it easier for children to walk to school
- work with businesses to keep busy footpaths clear of queuing customers, banners, promotional materials and other temporary signage
- work with construction firms and service providers to ensure that safe and direct arrangements are made for pedestrians and cyclists during temporary footpath occupations
- work with utility service providers and construction firms to ensure that footpaths are reinstalled correctly after construction
- lower speed limits on local streets, in activity centres and at other appropriate locations
- ensure all street lighting complies with luminosity standards

Priority areas for New Deal for Walking interventions are:

- residential streets with high volumes of pedestrians, narrow footpaths and high traffic flows

- residential streets subject to significant redevelopment or renewal
- activity centres
- station precincts and public transport stops
- employment precincts
- childcare centres, schools and education centres
- hospitals
- recreation and community centres

State Government has a vital role to play in encouraging walking and cycling in Yarra as a road asset owner. Specifically, when it comes to pedestrian crossings on arterial roads, and other infrastructure that crosses rivers, railways and freeways, for people walking, wheeling and cycling.

The locations of these pedestrian crossing upgrades are shown in Map 1. The upgrades include one or more of the following:

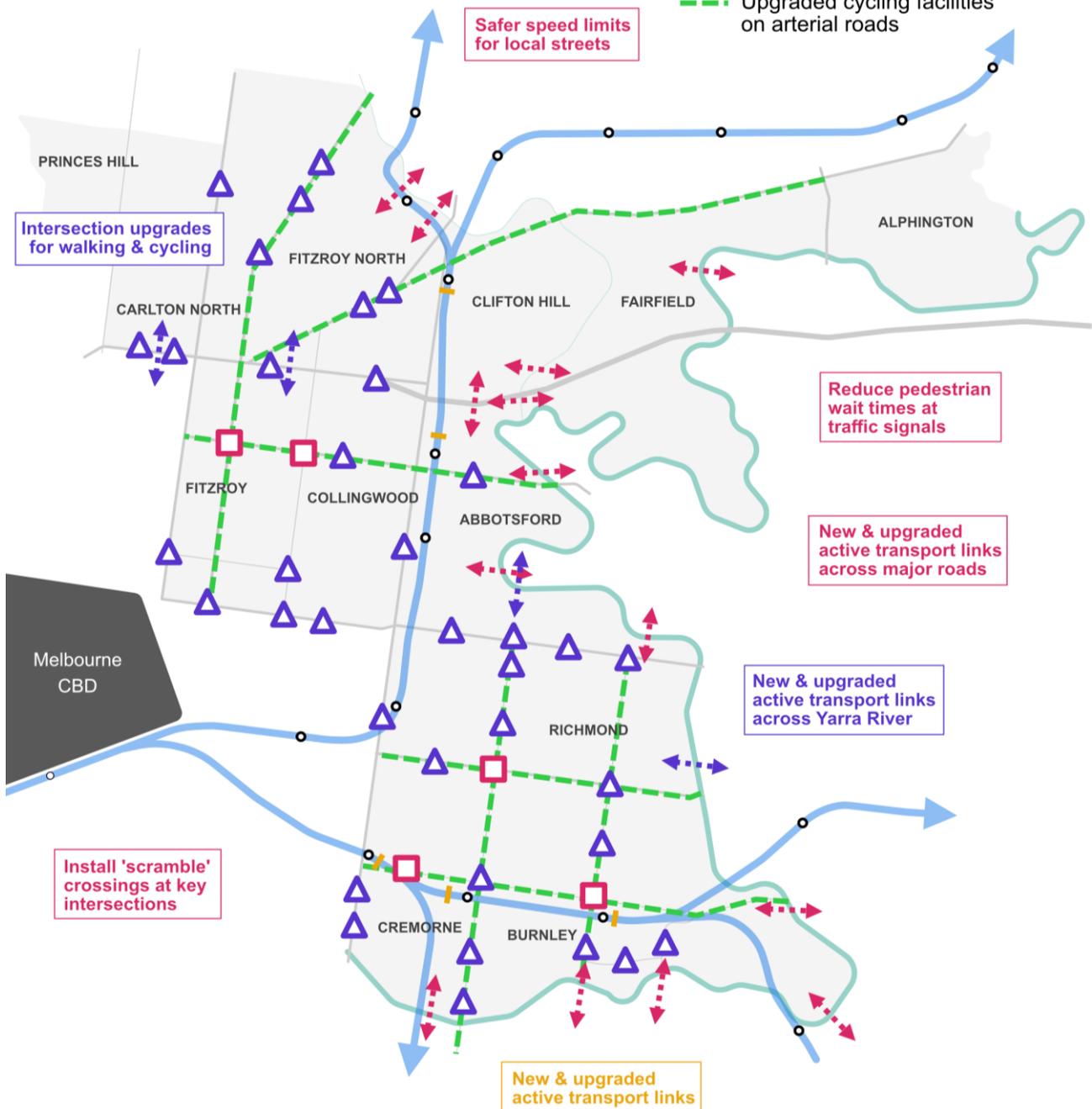
- full DDA compliance (for example, removal of steps, steep ramps, narrow bridges)
- widened crossings to increase capacity and allow a greater mix of users with prams, wheelchairs, children in hand, and other users requiring more space
- measures that reduce wait times for pedestrians crossing roads
- measures that give pedestrians more time to cross the road under signal protection
- measures that allow pedestrians to cross the road completely in one go (and not wait on an island in the middle of the road)
- other measures that indicate to blind people where and when to cross
- improvements to lighting.

Map 1. Active transport advocacy projects under the New Deal for Walking and the New Deal for Cycling that Yarra Council wants State Government to fund and deliver

Yarra Active Transport Advocacy Projects

*This map only includes projects requiring State Government involvement or investment

-  Existing crossing upgrade
-  New scramble crossing
-  New active transport connection
-  Upgraded existing active transport bridge
-  Upgraded existing active transport underpass
-  Upgraded cycling facilities on arterial roads



P4. Implement a New Deal for Cycling – make the network useable for bike riders and scooter users of all ages and abilities

The New Deal for Cycling is a key commitment to providing appropriate bicycle infrastructure on Yarra’s street and path network. This fulfils our own stated objectives as well as state legislative obligations, such as the requirement to give priority to bicycles on specified roads under the *Road Management Act*.

It provides a minimum level of service, having considered the trade-offs to make cycling and other micro-mobility modes safe and viable transport options for anyone who wants to travel like this. This approach has been used for many decades in towns and cities around the world and is being rapidly adopted by hundreds more.

Under this New Deal, the volume and speed of traffic dictates the type of cycling infrastructure that is needed. This means that high-volume and high-speed roads will generally require protected lanes and other infrastructure to meet the minimum standard. If protected lanes are a requirement given traffic volumes, then parking may need to be removed. Alternately if parking is critical then it can be retained so long as traffic volumes or speeds are reduced to an appropriate level through other interventions.

For lower traffic volume and lower-speed roads, lower-cost and lower-impact solutions can often be enough to meet the minimum standard. This includes shared bike and traffic lanes with appropriate supporting infrastructure.

This approach:

- standardises the way that we assess bike project options on the New Deal for Cycling Network
- allows all options for getting bike infrastructure in to be on the table at the outset
- is easy to use given decisions are made using a standard, evidence-based process, informed by data collected on traffic volumes, speeds and parking demand
- allows solutions to be tailored to local circumstances while still ensuring that facilities for people riding bikes are satisfactory and cycling is clearly and consistently treated as a priority in line with our strategic objectives
- is flexible and can allow for on-street parking or existing traffic volumes to be retained if one is significantly more sensitive than the other on a case-by-case basis
- increases the opportunities to look at lower costs over the lifecycle of assets and the trade-offs associated with that as part of a wider assessment process

The assessment guide in Figure 13 shows the traffic volume and speed parameters for the associated interventions. Illustrations of the relevant bike treatments for each situation as taken from best practice are shown in Figure 14.

Figure 13. New Deal for Cycling assessment guide

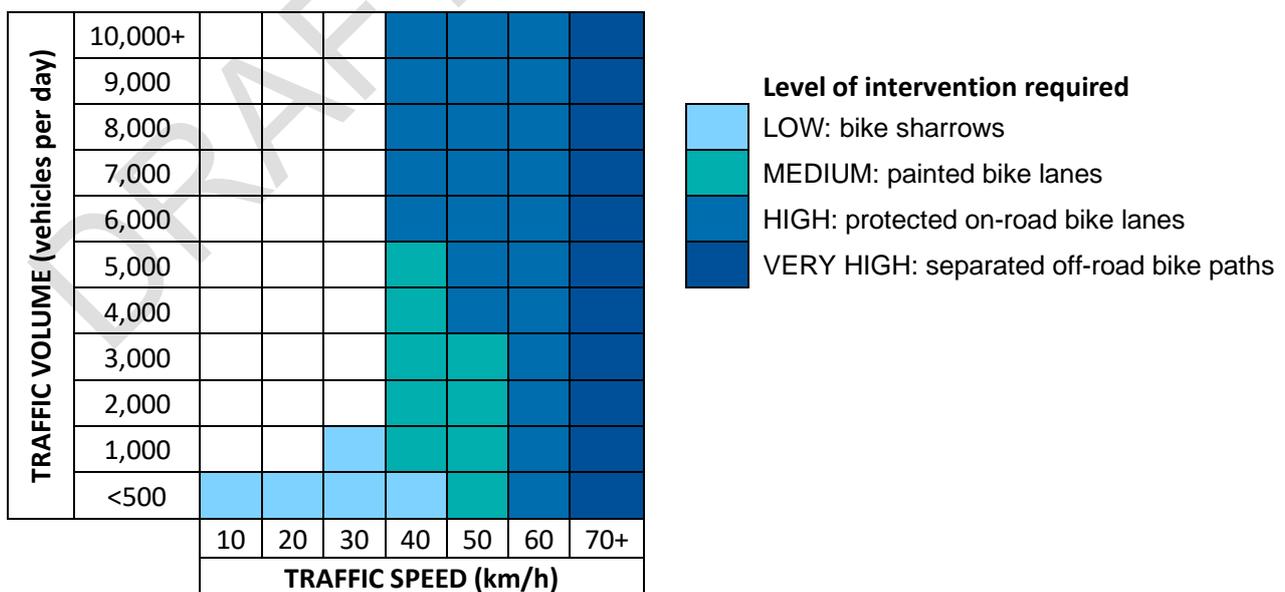
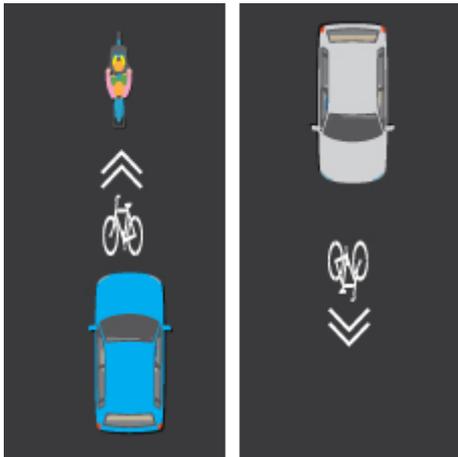
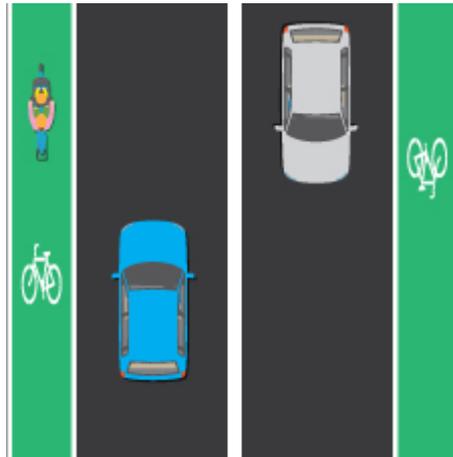


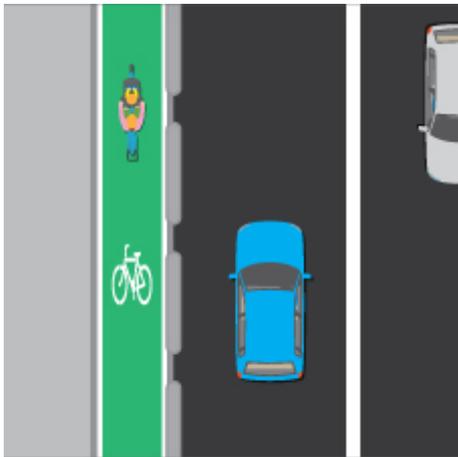
Figure 14. New Deal for Cycling interventions



LOW: Bike sharrows



MEDIUM: Painted bike lanes



HIGH: Protected bike lanes



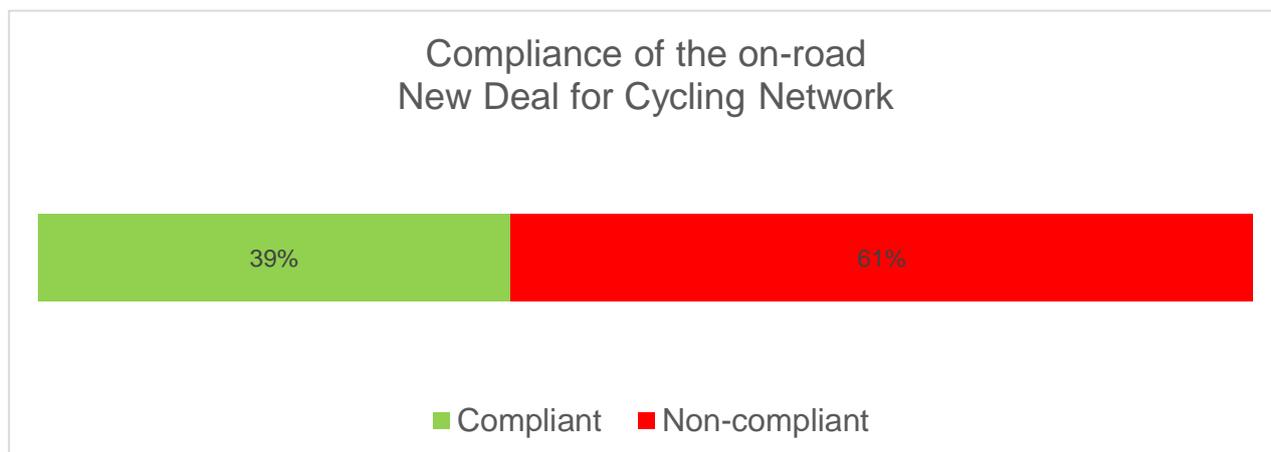
VERY HIGH: Protected off-road bike paths

Yarra's cycling network is made up of New Deal for Cycling Network and the Neighbourhood Cycling Network. These are shown in Map 2.

Many of the routes in Yarra's cycling network have been designated as priority cycling corridors for many decades and in many previous state and local policies. These include iterations of the Principal Bicycle Network, the Inner Melbourne Action Plan (IMAP) Network and the 1993 Collingwood/Richmond Bicycle Plan.

The New Deal for Cycling Network is a network of key routes. It is shown on Map 2 using a 'traffic light' system that denotes existing compliance of each section against the assessment guide. Red routes are non-compliant and green routes are compliant. Map 2 shows extensive areas of non-compliance that need to be addressed in cooperation with other stakeholders. Figure 15 summarises the extent of the on-road New Deal for Cycling Network that is compliant.

Figure 15. 2022 Compliance levels on the on-road New Deal for Cycling Network



Several routes on the New Deal for Cycling Network are on State Roads. State Government has a key role to play in making a world-class cycle network in Yarra a reality. Installing upgraded bike facilities on State roads has various practical challenges. Council will work with State Government to resolve these, this includes identifying new routes on local roads where these will meet the practical requirements of cyclists. Council will work with State and Federal governments to explore funding opportunities to deliver the New Deal for Cycling Network.

The New Deal for Cycling Network utilises many signalised intersections. Signalised intersections requiring upgrade for cycling are shown on Map 1. It is important that these intersections provide a safe, comfortable and consistent experience for people of all ages and abilities on bikes and scooters via one of more of the following measures:

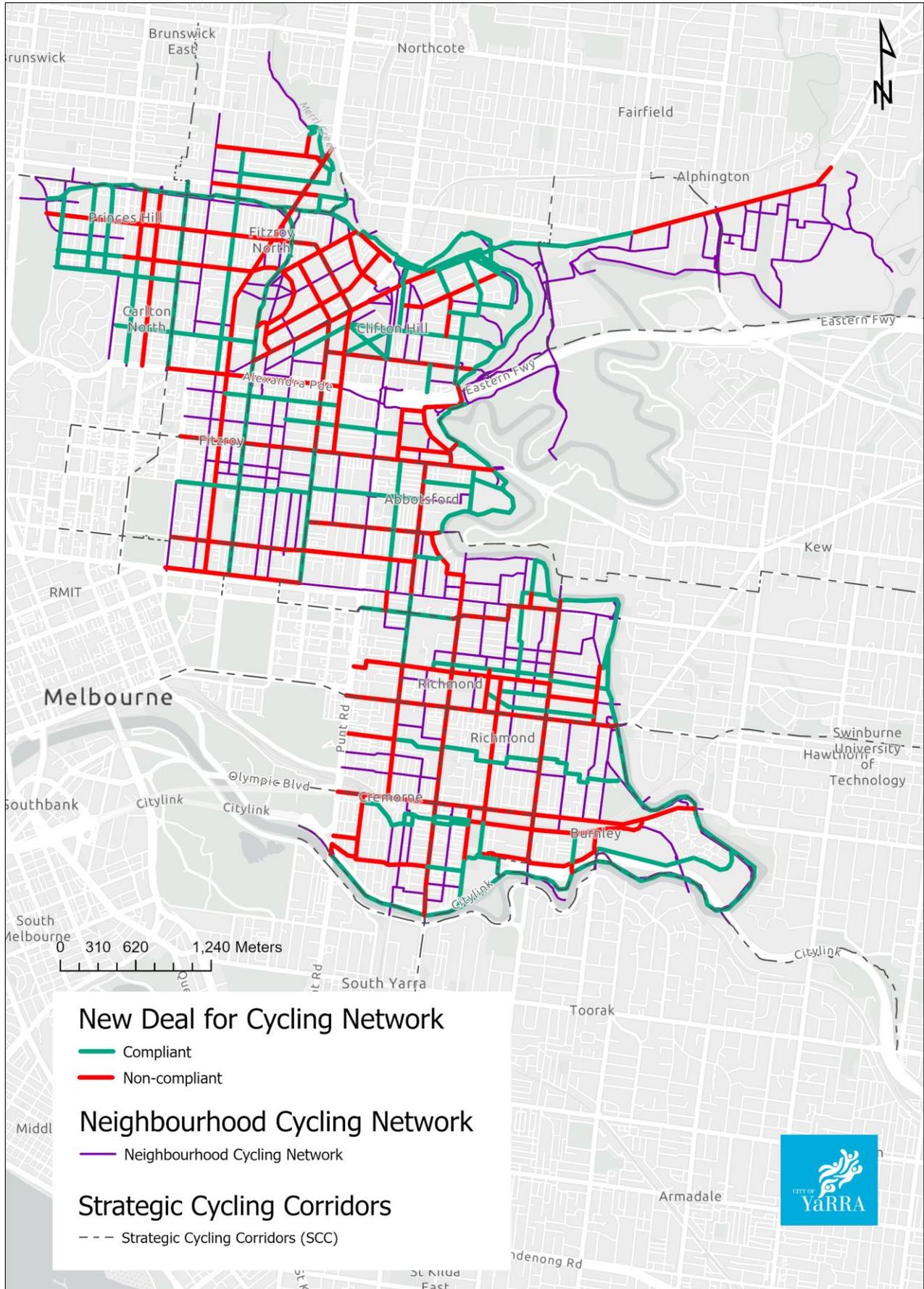
- Installing bike boxes
- installing hook turn boxes
- constructing protected bike lanes and intersections (and roundabouts)
- removing left-turning traffic lanes that cut across the bike lane on approaches
- delaying left-turning traffic in signal phasing by installing bike headstart lanterns
- installing green waves during weekday peak hours that prioritise cyclists in signal phasing

Outcomes:

- to reduce conflict in time and space between motor vehicles and people cycling or scootering
- ensuring there is adequate space at intersections for people on bikes or scooters to queue comfortably without drivers encroaching into the bike lane
- making active traffic protected provision where large number of cyclists need to turn right at an intersection to access another New Deal for Cycling route
- to minimise delay to people using the New Deal for Cycling Network

‘The New Deal for Cycling is an ambitious policy that will deliver a bike network in Yarra that is genuinely of a world-class standard.’

Map 2. Yarra's cycling network



Increasing the number of green lines and reducing the number of red lines on the New Deal for Cycling Network will significantly increase the attractiveness of cycling in Yarra for many people including women, children and older people

In addition to the New Deal for Cycling Network, there is the Neighbourhood Cycling Network. This consists of supporting local routes which have a formal cycling function such as a bike lanes, specific signage (for example, 'bicycles excepted') or bike sharrows.

The following measures to encourage cycling on the Neighbourhood Cycling Network are supported by council in principle:

- full bike lanes (defined by paint, bollards, mountable strips of other materials)
- partial bike lanes
- bike sharrows
- 'bicycle accepted' signage (on one-way streets and road closures)
- contraflow bike facilities on one-way streets
- 'caution'/'slow cyclists' signage
- shared paths and other shared bike and pedestrian spaces
- toucan crossings (for bikes and pedestrians)
- bike cut throughs at traffic islands and tram separators

All other roads in Yarra should be designed to actively consider the transport needs of bicycles as a prioritised mode of transport. For example, Hoddle Street is not a bicycle corridor. However, its road crossing facilities and adjacent shared paths should fully consider the needs of cyclists and people using scooters and other micro-mobility devices.

Dangerous angled car parking will be phased out and replaced with safer parallel parking on any street in Yarra that has a formal cycle function via the provision of bike lanes, bike symbols or other bike facilities. This will reduce instances where people in vehicles with limited visibility reverse out directly into the path of on-coming bicycles and other vehicles. This is a priority for streets on the New Deal for Cycling Network, the Neighbourhood Cycling Network, and any cycling streets near schools.

In some instances, the amount of car parking will need to be reduced to improve safety, access and amenity. To mitigate this, we will look at opportunities to change parking restrictions in the local area under the parking management framework so the remaining parking spaces are used appropriately.

Secure bicycle parking at railway stations improves accessibility to public transport, reduces the likelihood of bikes being vandalised or stolen and reduces instances where people take bikes on trains, which takes up space. Council will work with State Government and other stakeholders to identify locations for secure bicycle parking in Yarra.

All active transport projects in Yarra will consider the emergence of other forms of micro-mobility. This will include an acknowledgement that vehicles have far smaller wheels and far lower axis than a bike, hence bike lane surfaces will need to be smooth and obstacle free.

'The policies within this Strategy regarding transport and its relationship with the street environment align with the State Government Movement and Place framework and council's own Placemaking Framework.'

P5. Use innovative approaches to deliver projects

Techniques such as pilots, pop-ups and trials can allow projects to be delivered faster and in greater number than standard permanent delivery techniques. They can also result in more functional outcomes as lessons can be learnt and consultation inputs considered as part of a project design process itself rather than after a project has been delivered when it is often difficult to make substantive changes.

There are three primary categories of innovative approaches available to us:

1. pop-up
2. pilot
3. trial

Table 2. Innovative project delivery options

	Definition	Examples
Pop-up	Infrastructure that is installed using 'quick build' materials that can be changed or removed easily. If a pop-up is successful, more durable permanent treatments can be installed.	Respond quickly to a community need. For example, providing more outdoor dining space in response to COVID-19.
Pilot	An established design or idea that is planned to be permanent but is being evaluated in a specific context before the design is finalised.	Implement a proven design to evaluate its success in a particular context. For example, checking that a new bike lane on a potentially busy route will be wide enough before a permanent width is decided and installed.
Trial	Testing designs and ideas that are new or unproven locally in a real-world setting, typically for a fixed period of time.	Evaluate the demand for, and operational effectiveness of, something new. For example, the trial of electric scooters.

These innovative project delivery approaches are useful as they allow:

- users and other affected parties to actually experience a project outcome rather than having an opinion based on designs or descriptions alone
- adjustment to the design or other aspects of a project in response to issues raised or observed in real time by the community
- new or innovative interventions, that have not been well-tested previously, to be tested in real-world circumstances
- testing of different options before decisions on a preferred final option are made
- the use of more cost-effective materials such as bollards that can be easily moved and deployed on multiple projects

Innovative project delivery approaches will focus on collecting data and evaluating project success in the context of the objectives and policies as contained in this Strategy.

Innovative approaches are not always suitable or practical. They should not be used when:

- a project cannot be delivered using cheaper, temporary infrastructure
- costs of using an innovative approach on a project are excessive or do not offer good value for money
- a project requires permanent works of a significant nature (for example, the removal of healthy, mature trees)
- none of the project elements are negotiable (for example, there is no negotiation around DDA compliance for new projects)
- parameters cannot be agreed upon

P6. Manage car parking in a way that supports the use of active and public transport and the role of cars in an urban environment

Decision-making on projects, policies and operations will be made using the following principles:

- The cost and/or ease of access to parking should not encourage people to travel by car for non-essential trips, particularly over short distances.
- The cost and/or ease of access to parking should not encourage households to own more cars than they need.
- On-street parking supply should be managed in a way that ensures that spaces can be accessed by those that really need them.
- The on-street parking asset should be managed in a way that keeps net revenue consistent over the long term even where net supply is reduced to deliver transport projects that align with this Strategy.
- Any State Government compensation for paid parking renewal will be allocated to sustainable transport projects.
- Parking management approaches should not encourage people to shuttle a car between different parking spaces in the same area all day, to minimise continuously circulating traffic.
- A desire to maintain existing on-street car parking should not be a primary reason for not implementing policies in this Strategy or other strategic documents.
- Loss of car parking revenue should not be a primary reason for failing to implement policies in this Strategy.
- Off-street parking in new developments should not encourage the construction or use of excess car parking, force people to pay for car parking that they may not want or need, or promote car ownership through a 'predict and provide' methodology.
- Car-free residential and office development should be complimented by on-street car parking restrictions.
- The number of vehicle crossovers on footpaths to access off-street car parking at new developments should be minimised, particularly on footpaths with high pedestrian volumes.
- Enforcement will be used to ensure a satisfactory level of compliance, particularly where illegally parked cars cause a hazard to vulnerable road users or delay street-based public transport.
- The existing and emerging needs of zero-emission cars will need to be considered, this will include a longer-term plan for how Yarra residents will have access to charging facilities.

P7. Use good urban design principles in transport projects

Transport infrastructure should be functional and positively contribute to the urban realm. As such, decision-making on transport projects, policies and operations will be made that:

- respect the character of the surrounding area
- consider aesthetics and broader values in design of infrastructure
- use simple and refined design suitable for our public spaces
- use materials that best suit a specific location, including those identified in any applicable streetscape or urban design guidance
- maximise opportunities to plant trees and other landscaping on streets to make our public spaces greener
- incorporate features that promote activity on streets, such as seating and good lighting
- incorporate opportunities for deep planting and water infrastructure in design, with design for future delivery

P8. Reduce, delay or remove vehicle turning movements where these create significant safety issues for other road and path users

In some cases, a relatively small number of vehicle movements can cause significant safety issues and delay for everyone else. This particularly applies where:

- turning vehicles block tram and bus lanes
- vehicles reverse blindly from angled parking into the path of people riding bikes
- left-turning vehicles cross busy bike lanes and pedestrian crossings at intersections

- turning vehicles collide with trains, trams and buses causing severe, network-wide disruption, delay and cost
- right-turning vehicles, sometimes with poor forward visibility, cut across approaching traffic and people riding on busy bike lanes
- vehicles pulling out of minor side streets and off-street car parks hinder the safe and comfortable movement of large volumes of people walking, wheeling and riding bicycles along a busier street

Decision-making on projects, policies and operations will seek to:

- minimise the number of legal vehicle turns across tram and bus lanes
- reduce or eliminate the number of illegal vehicle turns across tram and bus lanes
- prioritise the movement of trams and buses
- minimise turning movements on key cycling or pedestrian routes where these cause safety issues
- minimise vehicle crossovers and crossings on busy pedestrian and cycle routes
- introduce effective measures that do not require heavy police or council enforcement

For some projects, State Government approval or funding is required or desirable to achieve better results. Council will work in partnership with the State Government and other agencies to identify opportunities and secure approvals.

P9. Reduce traffic volumes, particularly where they are excessive relative to road function

Traffic management should be used so that traffic volumes reflect the role and function of roads in Yarra. It has been deployed in Yarra for many decades and can ensure that major arterial roads are preferred routes for car and heavy vehicle traffic and that local streets are not used as shortcuts particularly for traffic travelling through Yarra with origins and destinations elsewhere.

Actively managing traffic will also play a key role in encouraging active transport, improving safety, reducing local emissions, reducing noise, dust and vibration, and improving public transport reliability. It can also be used to free up space to provide other things that support Yarra as a place, including outdoor trading, trees and community facilities.

Traffic management measures will be implemented as required through one or a combination of the following and other measures:

- turning bans
- full or partial permanent or temporary road closures
- one-way systems
- lane reductions
- signal priority changes
- reducing speed limits
- physically slowing vehicles down via speed humps, chicanes and other treatments
- implementing restraint-based off-street car parking controls at new developments and redevelopments
- working with Victoria Police to ensure traffic rules are enforced
- regularly reviewing traffic and other functions of Yarra's street network

All of these interventions have been tried and tested over many decades, both in Yarra and in other places. For example, there are many instances of streets being closed to cars and opened for walking and cycling that have been in place since the 1980s. We want to learn from and improve on these previous installations to expand their benefits to other parts of Yarra.

The traffic management measures that support other non-transport outcomes that we are seeking for example more trees, placemaking and more outdoor trading will also be considered.

Local traffic issues will be investigated on a strategic basis as the first step. This means a first-principles approach where the function of streets and their place in the wider transport network is critically analysed and provides the basis for any specific interventions rather than attempting to resolve issues in isolation. For example, if a local community identifies excessive car volumes as an issue on a particular street, the necessity of that street to function as a through route for cars altogether must be reviewed before any treatments are considered.

Where interventions are deployed, strategic measures to mitigate impacts will be investigated. In many cases traffic management is defined as a *'major traffic control item'* and State Government approval will be

required. Yarra Council will work in partnership with the State Government and other agencies to secure these approvals. We will review the current road hierarchy and street function to achieve the vision and objectives of this Strategy.

P10. Lower traffic speeds

Lower speed limits and lower actual vehicle speeds improve safety and amenity for all, particularly for vulnerable road users. Lower speeds also allow roads to be designed in a more compact way creating opportunities for more shared space, trees, trading space for businesses and bike infrastructure.

Reduced traffic speeds are supported, including reduced speed limits. We are proud to have led the implementation of 40km/h speed limits in all areas and we support the introduction of safer 30km/h speed limits and lower speed shared zones in line with best practice around the world.

Speed limit compliance and lower speeds will be enforced via physical and behavioural design as much as possible. Council will work in partnership with police on enforcement of speeds limits.

P11. Encourage the use of shared transport

Shared transport includes car share, bike share and scooter share. Sharing gives everyone more transport options without the cost and environmental material consumption of ownership.

Shared transport schemes are supported. Decision-making on projects, policies and operations will be made using the following principles:

- Shared transport should not unreasonably disrupt or discourage other, higher priority modes of transport like walking and cycling.
- Shared transport operators will be required to consistently comply with relevant local laws and legislation, MOUs and any applicable agreements.
- Council fees and charges for shared transport installation and management will be set at a level to support shared transport as a viable commercial activity and keep user costs as low as possible.
- The role of the council is to facilitate investment in shared transport from other parties rather than directly provide these services.

P12. Support opening streets for community use

Streets are public places and form an essential part of the public realm – the spaces between homes and businesses that we share. Pop-up activities like festivals, play streets, street parties and parklets all contribute to vibrant and successful neighbourhoods. There are countless examples and opportunities that have enriched and improved the lives of residents, businesses and visitors in cities around the world that Yarra can adapt and adopt.

We support these activities and the use of our streets while movement for active and public transport is maintained wherever possible. Council acknowledges that traffic movement and car parking is likely to be disrupted.

P13. Encourage investment in new public transport services and improvements to existing services

We will work with the State Government, neighbouring councils and operators as key stakeholders on public transport and ancillary projects in Yarra and nearby that:

- increase the frequency and reliability of trains, trams and buses
- improve public transport options for the community in off-peak periods and on weekends
- increase accessibility and reduce door-to-door journey times
- provide new and improved interchange opportunities in Yarra
- reduce pressure on the central city for interchange particularly during peak times
- increase capacity generally and redistribute demand to relieve pressure on the Hoddle Grid
- improve network resilience (in the event of planned system maintenance, an upgrade or incident)
- support public transport improvements to existing and potential urban strategic renewal precincts
- assist with public transport operations, cleaning and maintenance
- facilitate transition to electric on-road public transport fleets
- facilitate the provision of larger and DDA-compliant low floor trams

- make all public transport vehicle, stop and station infrastructure fully DDA-compliant and accessible to all

The key projects that Yarra Council supports and wishes to see delivered are shown Map 3 and are set out below:

- construct Melbourne Metro 2 with at least one new station in Fitzroy North/Carlton North
- upgrade Clifton Hill Junction
- remove the Madden Grove level crossing in Burnley
- upgrade interpeak, weekend and evening train services on the Clifton Hill Group to run every 10 minutes or better (per line)
- upgrade interpeak and evening train services on the Lilydale/Belgrave/Alamein and Glen Waverley Lines to run every 10 minutes or better
- introduce high-capacity trains on the Clifton Hill and Burnley Group train lines
- upgrade bus route 246 and extend it to Moonee Ponds
- upgrade bus route 546 to improve frequency and service span
- introduce a new bus service between the former Alphington Paper Mill site and Burnley Station via the Chandler Highway Bridge
- introduce Bus Rapid Transit on the Eastern Freeway linking Manningham to the CBD
- introduce a new bus service between Burnley Station and Elsternwick
- extend Church Street trams to North Richmond Station or Victoria Gardens Shopping Centre
- run more trams to provide more capacity on busy route sections such as Bridge Road
- better integrate parallel tram lines into the north of the city via an interchange at Grattan Street in Parkville
- upgrade all remaining non-DDA complaint tram stops to be accessible for all
- improve governance structures and operations to enable the use of VicTrack land for active transport projects (such as shared paths and bicycle parking)
- upgrade Yarra's primary existing and emerging multi-modal interchange hubs, specifically:
 - Clifton Hill
 - Richmond
 - Burnley
 - Victoria Park
- upgrade of Yarra's secondary existing and emerging interchange hubs at the following intersections:
 - Bridge Road and Punt Road
 - Church Street and Victoria Street
 - Swan Street and Punt Road
 - Victoria Street and Hoddle Street
 - Victoria Street and Punt Road
 - Victoria Street and Church Street
 - Swan Street and Church Street
 - Bridge Road and Church Street
 - Johnston Street and Smith Street
 - Johnston Street and Brunswick Street
 - Heidelberg Road and Chandler Highway
 - Nicholson Street and Johnston Street
 - Nicholson Street and Gertrude Street
 - Bridge Road and Burnley Street Victoria Street at the Victoria Gardens shopping centre

Map 3. Public transport advocacy projects that Yarra Council wants State Government to fund and deliver

Yarra Public Transport Advocacy Projects

- Primary Interchange Upgrade
- Secondary Interchange Upgrade



P14. Encourage transition to zero-emission road vehicles

Walking and cycling are the best transport modes for reducing greenhouse gas emissions. Beyond this, the use of public transport has low energy usage per passenger and has the potential to be zero-emission, depending on the energy source used. Another way of reducing emissions and environmental damage generated by the manufacturing of vehicles is to reduce car ownership by promoting car share and ride share.

Electric cars, buses and other low emission vehicles are supported by Yarra Council as they have the potential to reduce noise and emissions if implemented well. The electric road vehicle sector is undergoing constant change due to new technology, increases in production capacity and emerging commercial possibilities. For the foreseeable future, our role is primarily one of facilitation and promotion of electric vehicle infrastructure where possible rather than direct operation. We will develop policies and strategies to manage this transition in a fair and sustainable way. Yarra Council's policies and strategies will primarily focus on reducing car use and ownership.

Importantly, there is a need for State and Federal Government policy to govern the introduction, funding and use of electric cars and associated infrastructure, to be done in close cooperation with local governments. Having disparate individual policies that differ between council areas creates policy fragmentation and confusion.

Australia is currently a minor player in the global electric vehicle market and in 2022 levels of electric car ownership in Yarra are very low (less than 2% of all vehicles in 2020). There are multiple reasons for this including unit cost, import taxation, availability, time to charge vehicles, maintenance difficulties and range anxiety, which are not to do with availability of charging. Many of these issues will be resolved over the next 10 years and this will see electric vehicles becoming far more common.

In the first instance, the installation of off-street electric car charging has a lot of potential, with two thirds of Yarra residents having access to off-street car parking (27,000 with off-street and 13,000 with on-street parking respectively). There are many commercial incentives for new purpose-built and retrofitted off-street electric vehicle charging facilities to be provided. This can include in residential, retail and employment land uses or as standalone charging centres in the same way petrol stations currently operate. Off-street charging also reduces demand for electric vehicle parking on street where space is limited and council is keen to see wider footpaths, more bike lanes, more bike parking, more trees and placemaking, amongst other things.

On-street charging for electric cars is an issue of increasing concern to some community members. Recognising the competing demands for street space and other constraints outlined in this Strategy, providing infrastructure for the charging of private vehicles in very limited public space is a complex and challenging topic. These include ongoing operating costs, potential semi-privatisation of public space accessibility (especially when only a small number of people have an electric car), amenity for people using footpaths and conflicts with other potential uses for street space.

Council also has a role to play in the rapidly growing popularity of electric bikes, scooters and similar vehicles. These are already beginning to change the transport landscape and unlock more opportunities for their use for moving people and goods (especially food delivery). Council's participation in the electric scooter trial through 2022 and their high usage is one example of this. Ongoing issues and opportunities in this area include the increasing popularity of electric cargo bikes to move goods for local businesses and industry, the future of shared and private electric scooters, and uptake of electric bikes by people who are put off by the physical exertion of traditional bikes (for example older people, people travelling to business meetings or social gatherings)

Recognising all of this complex context and community interest, council will develop an Electric Vehicle Strategy to guide decision-making and policy and continue to work with State and other local governments to develop consistent and evidence-based policy.

P15. Deliver transport projects and other policy work as per Yarra's *Community Engagement Policy*

Engagement with the community on decisions made under this Strategy will be completed in accordance with Yarra's *Community Engagement Policy* and tailored to the decision or project. In accordance with our policy, we will engage based on the principles of being:

- representative
- accessible
- meaningful
- transparent
- accountable

- respectful
- flexible
- supportive
- prepared.

DRAFT - For adoption

How we will measure success

Yarra's *Council Plan 2021–2025* identifies the nine indicators through which we will monitor progress against reaching *Council Plan* objectives.

- i. Kilometres of separated cycling lanes delivered
- ii. Cycling projects delivered
- iii. Percentage increase in bicycle counts (agency data)
- iv. Percentage increase of bicycle parking hoops and corrals
- v. Number of pedestrian improvement related projects
- vi. Number of new shared zones
- vii. Number of 30km speed zones
- viii. Number of dedicated car share parking spaces
- ix. Method of travel to work (ABS JTW)

Council Plan 2021–2025, Strategic Objective five: Transport and movement, Indicators

These Council Plan indicators have been refined further to create indicators and measures for monitoring towards achieving the outcomes of this Strategy.

Most indicators and measures relate to actions taken by Yarra Council, and how we have delivered on the actions outlined in this Strategy. Some indicators and measures (in *italics*) relate to travel behaviours that should be affected by these actions.

Importantly, projects and specific interventions will be constantly evaluated and monitored. By combining our own data and context with the wide range of other research and experiences from around the world, Yarra Council can learn what practices, infrastructure and other interventions are the most effective. For example, the best types of treatments to be used in a traffic management scheme. Overall, in line with best practice, we will measure success in terms of alignment with the objectives of this Strategy rather than just impact on existing road users.

Unfortunately, indicators and measures that relate to behaviour will be affected by the COVID-19 pandemic, both directly and indirectly. Caution should be used in interpreting the indicators and measures that relate to travel behaviours, until a 'new normal' has been achieved.

Table 3. Transport Strategy measures and targets

Council Plan indicator	Transport Strategy measure	Transport Strategy target	Data source
i. Kilometres of separated cycling lanes delivered	1. Total length of cycling routes upgraded to comply with the New Deal for Cycling	15km New Deal for Cycling-compliant routes by 2027 30km New Deal for Cycling-compliant routes by 2032	Yarra Council
ii. Cycling projects delivered	2. Number of other spot improvements to cycling on the New Deal for Cycling and Neighbourhood Cycling networks	25 cycling projects by 2027 50 cycling projects by 2032	Yarra Council

iii.	<i>Percentage increase in cycling *</i>	3. <i>Percent change in total number of bike trips counted at key intersections</i> 4. <i>Percentage share of female riders in total number of trips counted at key intersections</i>	20% more cycling or scooter trips by 2027 40% more cycling or scooter trips by 2032 50% female riders by 2032 (from 32% in 2021 ²⁴)	<i>Bike counts</i>
iv.	Percentage increase of bicycle parking hoops and corrals	5. Percent increase in total number of bike hoops (including corrals) located in public spaces	30 hoops each year 1 bike corral per year	Yarra Council
v.	Number of pedestrian improvement related projects	6. Number of additional pedestrian improvement projects completed	25 pedestrian projects by 2027 50 pedestrian projects by 2032	Yarra Council
vi.	Number of new shared zones	7. Number of additional shared zones	10 additional shared zones by 2027 20 additional shared zone projects by 2032	Yarra Council
vii.	Number of 30km speed zones	8. Number of additional 30km/h zones	5 more 30km/h zones by 2032	Yarra Council
viii.	Number of dedicated car share parking spaces	9. Total number of car share spaces	283 spaces by end FY2024 ²⁵	Yarra Council
ix.	<i>Method of travel to work *</i>	10. <i>Percent of commuters travelling by walking and cycling</i> 11. <i>Percent of commuters travelling by public transport</i>	30% walking or cycling in 2026, 40% by 2032 (20% in 2016 ²⁶) 35% public transport in 2026, 40% by 2032 (29% in 2016 ²⁷)	<i>ABS Census</i>

* Indicators that measure travel behaviour will be affected by the COVID-19 pandemic

²⁵ Targets from Yarra's Car Share Policy 2019–2024.

²⁶ ABS Census, 2016.

²⁷ ABS Census, 2016.

Glossary

Term	Meaning
active transport	Active transport is collective term for modes of transport that are propelled by the user. This typically refers to walking and cycling, but also includes the use of other person-powered devices such as scooters, skateboards and roller skates, as well as wheelchairs and other non-motorised personal mobility devices.
angled parking	On-street car parking that is designed for vehicles to be stored at an angle other than parallel to the road. Usually designed at a 45 degree or 90 degree angle but can also be installed at other angles.
bicycle route / cycle route	A route between locations that is preferred for use by people riding bicycles or using other micro-mobility devices.
bike box	A bike box, or a bike headstart box, is a marked space behind the stop line at a signalised intersection where bikes and other road-based micro-mobility devices can stop ahead of cars while waiting for a green signal. A bike box separates people riding from, and makes them more visible to, other traffic at the intersection, while also giving them a head start at the signal.
crossover	Vehicle access to a property provided from a street or road. Commonly referred to as a 'driveway'.
kerb outstand	An extension of the footpath or nature strip into the road space to allow extra space for pedestrians or bike riders, or to narrow the road.
mode share	The proportion of trips that are taken using a transport mode (for example, bike or tram).
micro-mobility	<p>Micro-mobility includes all personal, self-propelled, non-motorised modes of transport. Typically, these modes are for transporting one person at a time. Devices used in micro-mobility do not typically require registration, nor does the user typically need a licence to use them.</p> <p>They are non-motorised but can be powered by electricity. They are particularly useful and popular for short trips, including those just beyond the capacity of the user to walk.</p> <p>Examples include bikes and electric bikes, scooters and electric scooters, skateboards, hoverboards, roller skates, roller blades and segways. The term can also include wheelchairs and other mobility devices that support personal transport for people with disabilities.</p>
painted bike lane	A painted bike lane is one that is allocated space in the carriageway but is not physically separated from general traffic, only by painted lane markings. A painted bike lane can be temporary or permanent.
pedestrian route / walking route	A route between locations that is preferred for use by people travelling on foot or using a personal mobility device. A pedestrian route may include sections of footpath, shared paths, off-road paths, bridges and underpasses, and may cross streets, roads, railway lines and rivers.

personal mobility device	A device to assist a person with a disability to move independently. A personal mobility device is typically non-motorised. Examples include wheelchairs, walking frames, walking sticks, crutches and mobility scooters.
protected bike lane	A protected bike lane is one that is allocated space in the carriageway (road) but is physically protected from general traffic by hard infrastructure, such as a median or island. A protected bike lane can be temporary, but the temporary infrastructure must still provide physical protection to people riding using the protected bike lane.
scramble crossing	A scramble crossing is a signalised pedestrian crossing that allows crossing all at once of all legs of an intersection, as well as in a diagonal direction. A scramble crossing can be useful when many pedestrians seek to cross more than one leg of an intersection. In this case it reduces the amount of waiting time, and therefore the number of pedestrians waiting to cross. Also referred to as a 'Barnes crossing'.
separated bike lane	See Protected bike lane.
shared transport	Shared transport is use of vehicles that are owned by one entity but made available, typically for a fee, for multiple people to use. Shared transport is usually managed through membership schemes or a pay-per-use model. Shared vehicles can be owned by a single person, by a company or by a group. Shared transport includes ride share, car share, bike share and scooter share.
shared space	A street designated as a 'shared zone' under the Victorian road rules is a street where road vehicles must give way to people walking, wheeling and cycling. Usually installed with low speed limits, most commonly 10km/h. Also known as a 'living street'.
sharrow	A sharrow, a portmanteau of 'shared' and 'arrow', is a form of line marking that reinforces that bicycles share the lane with cars and other vehicles in particular locations. It is also used as a wayfinding aid to assist people riding bikes to follow a specific route or find a destination. This type of treatment is only suitable where volume and speed of traffic is suitable for bicycles.
sustainable transport	Active transport and public transport when referred to together.
temporary infrastructure	Temporary infrastructure is infrastructure that can readily be changed or moved. It is typically constructed with lightweight materials, such as rubber and plastic, that are bolted into place. Temporary infrastructure is typically cheaper and quicker to construct than permanent infrastructure. It is typically used for pop-up interventions and trial interventions. It is sometimes also used for permanent interventions.
vulnerable road user	A user of the road who is susceptible to injury or fatality in a collision, or who may be more likely to be involved in a collision because of reduced physical or cognitive capacity to avoid dangerous situations. For example, older people and children are considered more vulnerable than adults; people with disabilities are considered more vulnerable than able-bodied people; and people walking or wheeling are considered more vulnerable than people riding.

Appendices

Appendix 1. Community engagement activities that informed the Strategy

Further details of specific activities and projects where Yarra Council has received community and stakeholder feedback on the topic of transport are provided below.

Yarra transport and related studies and policies

Yarra Council has recently prepared, or is in the process of preparing, multiple studies, policies, strategies and plans where community feedback has been considered in preparing this Strategy. These include:

- *Yarra's Council Plan 2021–2025*
- *Yarra 2036 Community Vision*
- *Place Making Framework 2022*
- *Local Liveable Streets 2022*
- *Swan Street Streetscape Master Plan 2022*
- *Road Safety Study Policy 2021*
- *Brunswick Street Streetscape Master Plan 2020*
- *Draft Cremorne Streets and Movement Strategy 2020* (under the Cremorne Place Implementation Plan)
- *Open Space Strategy 2020*
- *Climate Emergency Plan 2020*
- *Parking Forum (and pre-survey) 2019*
- *Bridge Road Streetscape Master Plan 2018*
- *Car Share Policy 2019–2024*
- *Access and Inclusion Strategy 2018–2024*
- *Urban Forest Strategy 2017*
- *Bicycle Strategy Refresh 2015*
- *Liveable Yarra 2015*
- *Priority Planting Plans*
- *Road Management Plan*
- *Yarra Council's annual budgets*
- *Various Local Area Traffic Management and Local Area Place Making studies*
- *Various Yarra Planning Scheme amendments*

Yarra transport and related projects

Yarra Council has delivered, or is in the process of delivering, multiple infrastructure projects and other interventions where community feedback has been considered when preparing this Strategy. These include:

- COVID-response bike lane trials 2020
- COVID-response outdoor dining trials 2020
- Elizabeth Street bike lane upgrades
- local area place making projects
- trial of 30km/h streets 2018
- Rathdowne Street bike lane upgrades
- Wellington Street bike lane upgrades
- other council pedestrian and cycling improvement projects
- shared zones, such as Walnut Street and Stewart Street
- Rose Street Feet First project
- parklets, including the conversion of road space to parks
- COVID response via Street Dining Program
- other projects and budget streams that respond to community feedback, such as the Safety Around Schools program

State Government transport and related projects

The State Government has delivered, or is in the process of delivering, several infrastructure projects in Yarra where community feedback has been considered in preparing this Strategy. These include:

- Nicholson Street tram stop upgrades 2019
- Victoria Street tram stop upgrades 2017
- Bridge Road tram stop upgrades 2014
- Chandler Bridge duplication 2016
- North East Link 2019
- Abbotsford Convent signals 2018
- Smith Street tram priority upgrades 2019
- Brunswick Street tram priority upgrades 2020
- Streamlining Hoddle Street 2017
- Walmer Street Bridge Upgrade (ongoing)
- Gipps Street bridge upgrade (ongoing)
- strategic bike corridors and COVID response (multiple projects 2020–21 and ongoing)