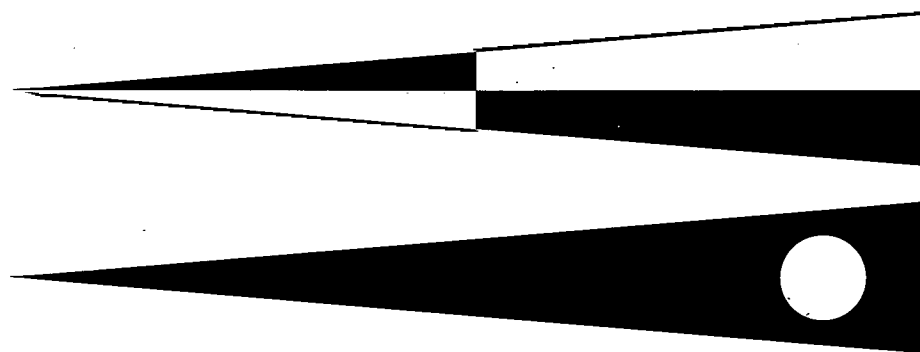




DOCKLANDS STRATEGY: BACKGROUND REPORT



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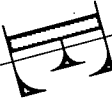
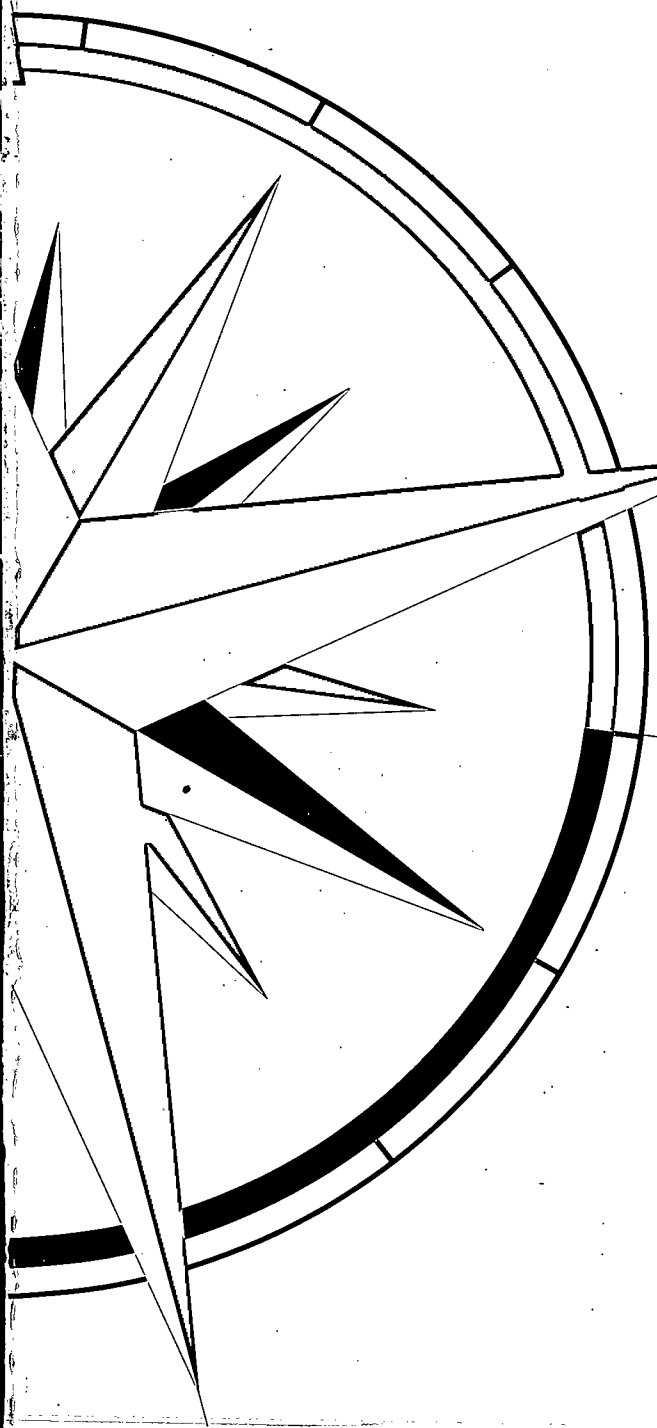
**Docklands Strategy:
Background Report**

Melbourne Docklands: Strategy for Redevelopment
is the final report of the Docklands Task Force.
This Background Report provides a record of the
context out of which the Strategy emerged.

Docklands Task Force

June 1992

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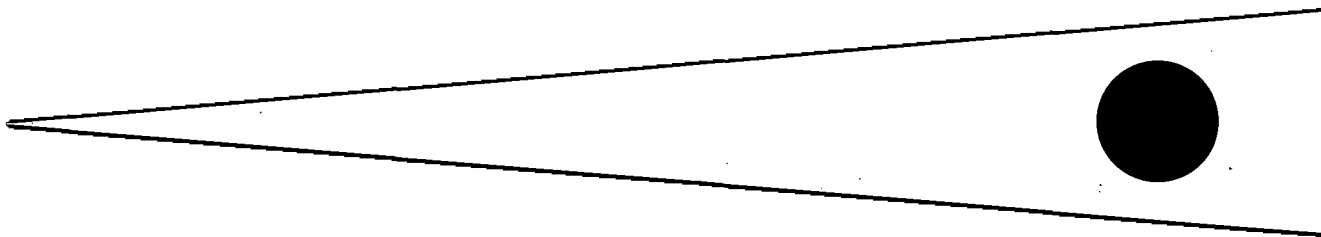
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Note: all dollars are expressed as 1992 dollars.

1

INTRODUCTION

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1.1

PURPOSE OF THE REPORT

Melbourne Docklands: Strategy for Redevelopment is the final report of the Docklands Task Force. This Background Report provides a record of the context out of which the Strategy emerged.

Development of the Strategy occurred over a lengthy period and was strongly influenced by a fourteen month public consultation process and research and other work carried out by or for the Task Force. This report provides a public record of the process of development, demonstrating how the shape of the final Strategy emerged. It documents the issues, concerns, ideas and aspirations of the many groups and individuals who participated in the consultation. Research and other work which the Task Force conducted is described in the context of the issues raised by the community to assist in demonstrating how the Task Force addressed those issues.

In providing a comprehensive record of the thinking from which the Docklands Strategy evolved, this report will act as a useful resource as development of Docklands progresses. Inevitably, new questions and dilemmas will arise, but it is hoped that a full understanding of the reasons why the Docklands Strategy recommends a particular approach on any given issue will contribute to the resolution of future challenges.

Just as importantly, it is also intended that this work act as a base for further development. Docklands will develop incrementally over many years and community priorities and concerns may alter over time. New opportunities and challenges that cannot be foreseen today will also emerge. In providing a clear and comprehensive account of how this Strategy evolved, a strong foundation will be provided to those charged with meeting the challenges of the future.

Both this Background Report and the Docklands Strategy build on the ideas and information presented in the Task Force's previous reports *Melbourne Docklands: Strategic Options* (December 1990) and *Melbourne Docklands: Draft Strategy for Redevelopment* (November 1991). These reports and their position in the strategic planning process are described below. A comprehensive bibliography of all reports commissioned or undertaken by the Docklands Task Force is contained in Appendix B.

1.2

STRUCTURE OF THE REPORT

This report begins by describing the history of planning for Docklands, focusing on the work of the Docklands Task Force. It then discusses the policy context within which the Docklands Strategy has been developed, highlighting in particular the economic, social, urban and environmental policy directions which are of greatest significance. It then describes the consultation process which has been undertaken over the past year or so.

The next section of the Background Report

- > summarises the policy context;
- > summarises consultation input from phases one and two;
- > outlines the research work commissioned or undertaken by the Task Force; and
- > indicates how issues raised have been addressed in the Docklands Strategy.

In conclusion, Section 6 deals with those strategic issues which remain, issues which the Task Force has been unable to resolve and which the Docklands Authority or other Government agencies will need to address.

2

HISTORY OF DOCKLANDS PLANNING

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2.1

BACKGROUND

During the late 1980's it became clear that port and rail authorities would gradually vacate redundant facilities at the western end of the city. Recognition of the opportunities available at Docklands was heightened by Melbourne's bid for the 1996 Olympics and for the Multifunction Polis.

In November 1988, Melbourne's submission to the Australian Olympic Federation proposed Docklands as the site for an Olympic Village. This was followed by the release for public consultation of *Melbourne's Docklands: A Strategic Planning Framework* by the then Ministry for Planning and Environment, in August 1989. That document discussed development proposals for the area nominated for Olympic facilities. In the meantime, the Committee for Melbourne and others began to consider Docklands as a location for the Multifunction Polis, culminating in a submission to the Commonwealth Government titled *Melbourne Docklands* (May 1990).

2.2

THE DOCKLANDS TASK FORCE

The Docklands Task Force was established in February 1990, following a decision of the Government in late 1989. At that time a number of different Government agencies had been involved with planning for Docklands. The Task Force was charged with co-ordinating that work and with preparing a long term strategy for Docklands.

The Docklands Task Force reported to the Minister for Manufacturing and Industry Development, David White. It comprised representatives of a number of Government agencies and private sector consultants appointed to provide specific expertise.

The Government provided the following objectives for the development of Docklands:

To use the opportunity provided by the waterfront location to increase the efficiency of existing land uses and encourage new land uses and other activities that:

- > strengthen Melbourne's role as a prime commercial, financial and research centre by facilitating major new developments in an attractive waterfront environment, with strong links to institutions and activities in other parts of the city, throughout Victoria and beyond;
- > develop transport and other infrastructure which improves the competitive position of Melbourne and of Victoria as a whole;
- > house a large, new population in central Melbourne; and
- > attract people to central Melbourne for business, residence and leisure.

To ensure that any development:

- > is the outcome of an intensive and flexible public consultation program;
- > is of the highest possible urban and environmental quality;
- > allows for growth in the Central Activities District (CAD) in a way which preserves and enhances the unique character of the existing city;
- > maximises benefits available through the release of under-utilised Government land to finance basic infrastructure; and
- > is properly integrated into existing neighbourhoods.

2.3

DOCKLANDS CONSULTATION STEERING GROUP

In order to ensure a high quality consultation process, the Government appointed the Docklands Consultation Steering Group (DCSG) in December 1990. The DCSG reported directly to the Minister for Manufacturing and Industry Development.

The terms of reference provided to the Steering Group were as follows:

- > to advise the Minister and the Task Force on all major aspects of the design and implementation of an extensive and high quality consultation program;
- > to participate, along with key Task Force personnel, in all major consultation sessions conducted by the Task Force and, where practical, participate in other consultative arrangements relevant to Docklands;
- > to advise the Task Force on the merging of public consultation input with the research and policy work relevant to planning for Docklands;
- > to ensure that the broad effects of proposals on the physical, social, economic and cultural environment are addressed in the preparation of future development proposals by the Task Force;
- > to consider any issues raised in public comments received on the draft Docklands Authority Bill and Discussion Paper, and report to the Minister on those and any other relevant matter;
- > following public release of the draft Dockland Strategy (Stage 2 of the consultation process), report in writing to the Minister. This may involve the holding of a public enquiry, including the hearing of submissions.

The membership of the Steering Group reflected a wide range of skills in engineering, social policy, urban planning and public consultation. It comprised Mr John Fowler (Chairperson), Mr Tony Dalton, Ms Helen Gow, Mr Des Gunn, Ms Dimity Reed and Mr Lawrie Wilson.

The appointment of the Steering Group was announced in December, 1990, at the same time as the Task Force's first report *Melbourne Docklands: Strategic Options* was released. This heralded the commencement of a two-stage process of consultation.

The Government also released a Discussion Paper on draft legislation to establish a Docklands Authority at that time. This resulted in the establishment of the Docklands Authority in June 1991, the role and membership of which are discussed below.



2.4

MELBOURNE DOCKLANDS: STRATEGIC OPTIONS

The first stage of consultation was aimed to elicit a wide range of ideas and responses about possibilities for Docklands. It built on previous work, including proposals for the Olympics and the Multifunction Polis. It was based also on work carried out by the Task Force during 1990 and on discussions with a wide range of groups and individuals, including local councils and associations, developers, urban planning bodies, social issues groups, environmentalists, Government agencies and the private sector.

The information contained in the Strategic Options report (and supporting working papers and consultants reports) and, in particular, the four development options the report presented, was intended to help stimulate and inform debate. The four options included a strong commercial emphasis, a mixed-use development, a residential emphasis and an option with an emphasis on open space. Detailed information about infrastructure requirements, in particular transport infrastructure, was also provided.

A description of the consultation activities arranged around the Strategic Options report is included in Section 4.

2.5

MELBOURNE DOCKLANDS: DRAFT STRATEGY FOR REDEVELOPMENT

The Task Force's second report *Melbourne Docklands: Draft Strategy for Redevelopment* was released in November 1991. It derived from three critical and related inputs: the Task Force's understanding of the current policy context at all levels of Government; research and other work carried out by or on behalf of the Task Force; and the public consultation processes carried out over the Strategic Options report. The Draft Strategy was shaped by the ideas, suggestions and concerns expressed by the community.

The Draft Strategy was quite a different document from the Strategic Options report. It placed less emphasis on providing a physical plan for different land uses. Whilst some directions for dominant land uses were identified, many locations within Docklands are suitable for a range of uses, and it is also possible that a more mixed style of development may emerge at Docklands than is generally found in Melbourne. Further, the fact that land at Docklands will become available over several decades means that it is not appropriate to be prescriptive about land that may not be available for ten, twenty or even thirty years.

The Draft Strategy continued to be fairly specific about road infrastructure. Nevertheless, it did not present a detailed blueprint for development. Rather, an approach was adopted which recognised that development will occur in a complex environment. Further, there are a number of key issues affecting the development of Docklands that are as yet unresolved. Some issues may take several years to resolve and new ones will emerge over time. A high degree of complexity will continue to be a hallmark of Docklands development and it is therefore important to ensure that the planning framework is flexible enough to accommodate this complexity.

A second phase of community consultation followed the release of the Draft Strategy. Details of that process are provided in Section 4.

2.6

DOCKLANDS AUTHORITY

Following the passing of legislation by Parliament, the Docklands Authority Board was established in early June 1991. The Board is chaired by Mr Eric Mayer, former Chief Executive of the National Mutual Life Association of Australia, and its membership embraces the finance and development sectors as well as academia, the union movement and the Port of Melbourne Authority. Mr Bob Annells, formerly a senior Tasmanian public servant, has been appointed as Chief Executive Officer.

The Docklands Authority is charged with the objective "to promote, encourage and facilitate development of the Docklands area...", while giving full recognition to Government objectives, policies and plans for the operation of the Port of Melbourne.

The Docklands Authority Act also provides the Authority with the functions to:

- > develop the Docklands area;
- > promote and encourage the involvement of the private sector in that development;
- > oversee and co-ordinate the development by others of the Docklands area;
- > investigate development options and prepare and implement development strategies;
- > investigate infrastructure options and prepare and implement plans for infrastructure co-ordination;
- > take, support or promote measures to encourage people to live and work in the area;
- > take, support or promote measures to create in the area an attractive environment;
- > encourage appropriate public involvement in that development;
- > promote, assist in and co-ordinate the economic, cultural and social development of the Docklands area;
- > facilitate and, with the consent of the Minister administering the Port of Melbourne Authority Act 1958, plan and implement the reorganisation of port facilities;
- > facilitate and, with the consent of the Minister administering the Transport Act 1983, plan and implement the reorganisation of transport facilities;
- > promote tourism to the Docklands area;
- > perform any other functions conferred on it by or under this or any other Act.

The area designated as Docklands for the purpose of the Act is fixed. The Governor-in-Council may reduce the boundaries but it would require an amendment to the legislation to expand them.

The Authority is a public authority under the terms of the Planning and Environment Act 1987. This means that the Minister administering that Act may specify the Docklands Authority as the responsible planning authority for the Docklands. It may therefore, develop and implement a planning scheme for the area.

Since its establishment, the Docklands Authority has actively promoted Docklands as an appropriate site for a casino. The Authority Chairperson, Mr Mayer, has stated his belief that Docklands is the best site, primarily because the substantial traffic generated by a casino could not be handled by any other site within the Central Activities District (CAD). Mr Mayer also believes that a Docklands casino will be a major stimulus to commencement of Docklands development and will provide immediate benefit to the community in terms of sale of public land. He has indicated that major parkland and open space would be part of the casino, which would be set back from the banks of the Yarra River to ensure public access to the waterfront.

On January 7, 1992 the State Government announced that the Docklands Authority will undertake detailed planning for the extension of Collins Street into Docklands, to provide direct access from the CAD to the waterfront.

The Authority has commissioned a feasibility study which includes examination of funding mechanisms and a development timetable, as well as design and engineering matters. The Collins Street extension is estimated to cost some \$40 million.

The study will also include a strategic assessment for tree planting and "greening" as part of the long term strategy to improve Docklands environment.

2.7

APPROACH TAKEN BY THE TASK FORCE

In developing the Strategy the Task Force has aimed to produce a realistic and viable scenario. However, the Task Force has been concerned primarily with determining, so far as is possible, appropriate development outcomes. It has not addressed in detail, nor could it, the many complex questions of how particular outcomes should be achieved.

Estimates of the likely costs associated with recommended infrastructure, in particular, are provided. Greater detail is also provided in relation to those proposals which might occur early in the development of Docklands.

Overall, however, the Docklands Strategy establishes a broad vision for Docklands and identifies strategic issues to be addressed. It is prescriptive only about those actions which may be taken in the short-term, recognising that development will occur incrementally over many years.

It should be pointed out also that there are significant differences in detail between the Docklands Strategy and its predecessor. Variations have been introduced as a result of Government decisions, Docklands Authority intentions, reviews by the Task Force and public priorities expressed in a number of ways through the consultation process. These differences relate to:

- > acknowledgement of the Port of Melbourne Authority's preference to extend Appleton Dock in the longer-term;
- > the consequent impact on the mouth of the Moonee Ponds Creek and plans to create a native wetlands;
- > the option of a tunnel crossing of the Yarra River for the proposed Western Bypass extension, as against a bridge only;
- > details of housing as a land use which could be encouraged in the shorter-term;
- > inclusion of an Economic Development section covering tourism and entertainment; transport; telecommunications; education and research.

3

POLICY CONTEXT

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3.1

INTRODUCTION

The report, *Melbourne Docklands: Draft Strategy for Redevelopment*, acknowledged that the policy context for the development of Docklands is complex and changing. It was noted also that there is a large body of policy having a bearing on Docklands, some of it providing a broad context while other elements have direct and specific implications. There is no single body of policy, however, to provide a consistent framework. Indeed, that is the role of the Strategy.

That the policy context of today will favour different priorities from that of a decade and more hence was another issue which needed to be taken into account in developing the Docklands Strategy. It is possible to suggest land uses and economic development activities for the short-term, but the needs of future generations, the opportunities and constraints successive governments will face, render a master plan approach inappropriate, if not irrelevant.

It is important, therefore, to reiterate the key elements in the current policy context which were relevant to the Draft Strategy and which have developed further since its publication. These elements relate largely to economic, urban, social and environmental policy.

3.2

ECONOMIC POLICY

The need to restructure the Australian economy has been a key theme of recent years and a number of aspects of economic policy have implications for Docklands.

Policies aimed towards improving the performance of the trade-exposed sectors of the economy have led to a focus on reforming transport infrastructure. Changes in waterfront and rail operations have resulted in identification of redundant facilities which are available for redevelopment. Specific initiatives, such as the establishment of the National Rail Corporation which provides for an integrated national rail freight system, play an important contextual role. Similarly, waterfront reform emphasises the need to improve efficiencies for port infrastructure and has led many to argue that further investment by the Port of Melbourne, particularly in facilities at Victoria Dock, is inefficient because of insufficient berth and terminal area, greater steaming and turnaround times and poorer transport links than in other parts of the port.

At the same time, Docklands is part of a nationally significant transport hub and the requirements of freight movement especially must remain of paramount importance to planning for Docklands.

Docklands' role as a transport hub and its proximity to the CAD and the academic and research facilities in Carlton and Parkville also suggest that certain industries could benefit from locating at Docklands.

Transport, communications, research, education, tourism and leisure industries are some uses that would complement the physical characteristics of the site. Further, these are industries in which significant potential for growth and contribution to export earnings and employment have been identified. Nevertheless, a balance will need to be struck between the extent to which such industries are encouraged to locate at Docklands and the extent to which land is provided for other socially desirable objectives such as open space and housing.

Another key trend of recent years has been the tightening of Government budgets and stringent restrictions on Government borrowings at all levels. This situation is not envisaged to change for some time, while demand for Government expenditure, particularly on the urban fringe, continues to grow. This means that large amounts of Government money are not likely to be readily available to fund development, particularly for infrastructure, at Docklands.

It is clear that the private sector will be required to take a strong role in the funding of development. The Victorian Government has stated that development at Docklands must be demand-led and has announced general guidelines, which have application to Docklands, for infrastructure projects which could be privately funded in full or in part.

In February 1992, the Prime Minister's Economic Statement, *One Nation*, provided a number of financial incentives for private sector investment in major infrastructure projects. A limited-term Development Allowance and provision for non-assessable non-deductible bonds were two forms of incentive which could assist materially in the development of infrastructure for Docklands.

Another element in the Statement having a bearing on Docklands concerns the Port of Melbourne and the interstate rail network. The improvement of the interface between the port, road and rail and of rail linkages between Melbourne, Adelaide and Sydney, enhance Melbourne's role as the transport hub of Australia. These may bring opportunities for the redevelopment of Docklands as well as reinforcement of the importance of the port to the local and national economies.

3.3

URBAN AND SOCIAL POLICY

There is a number of broad trends in current urban and social policy which have implications for Docklands. The Better Cities Program, announced in the last Federal budget, is based on a recognition of the importance of more effectively utilising existing urban infrastructure for environmental and social, as well as economic reasons. It is a three year program focusing on demonstration projects in medium density housing, provision of linking public transport and the generation of geographically-related job opportunities. Whether or not Docklands is a candidate for funding under the Better Cities Program, the rationale for the Program provides support for the development of the area.

Broadly speaking, the Better Cities Program is based on the recognition that as our cities have spread, significant penalties have been incurred in terms of the cost of providing infrastructure, environmental damage, particularly related to transport, and social inequality, in terms of access to services and employment and social isolation. One important way of addressing these problems is to encourage higher residential densities in areas that are already supplied with infrastructure and services. Docklands is clearly important in this context and work carried out on behalf of the Task Force suggests that there may be considerable savings in infrastructure costs associated with development of housing at Docklands compared with the urban fringe.

The National Housing Strategy, which is currently assessing the current and future housing needs of Australians, also places greater emphasis on the social justice implications of unequal access to transport, services and to affordable housing. Indeed, development at Docklands has the potential to contribute to a host of social policy objectives which relate to providing access to housing, services, transport, other infrastructure and employment. Its central location is fundamental in this regard.

At the State level, the Department of Planning and Housing has developed an urban development strategy for Victoria. In the next forty years, Victoria's population is expected to grow by 1.8 million. *A Place to Live* emphasises the need to contain Melbourne's outward growth, particularly to the south and east, and states that new growth should be focused on "the central crescent", an area comprising the northern and western suburbs of Melbourne and Geelong, Ballarat and Bendigo.

A Place to Live reinforces earlier commitments to urban consolidation and highlights the need to develop underused or vacant sites within the urban area. The development of Docklands is identified as integral to the Strategy's proposals for central Melbourne. Reference is made to the role of Docklands in making the river a part of the city and opening up the waterfront for public use. The possibility of Docklands including residential and recreational components, a casino, elements of a multi-functional polis, higher education and research facilities and a teleport is mentioned.

It is also important to recognise that arguments can be found within the current policy environment to support a range of land uses at Docklands. The economic potential of the area is discussed above and provision of housing is clearly a popular objective. There is also considerable support for the creation of open space. A range of clear policy directions, most recently expressed in the Open Space 2000 program, support provision of significant and varied areas of open space at Docklands and public access to the waterfront. Recreation and tourism facilities and retail and commercial development are also consistent with current urban policies for central Melbourne. Whilst Docklands is a large site that can accommodate a range of uses, achieving the most appropriate mix of uses will require careful management over a lengthy period.

Another dilemma is the extent to which aspirations to preserve the heritage of the area, as expressed through a range of legislation and Government policy, should dictate development options.

Finally, the way development decisions are made will be an important hallmark of the degree to which Docklands meets social justice policy objectives. Provision of greater access to public decision-making processes has been recognised by governments at all levels as something increasingly expected by the communities they govern and as contributing to more effective decision-making. The way the concerns and aspirations of the community are perceived to inform development at Docklands may thus become one of the measures of its success.

A key player in any discussion of the urban policy context is the City of Melbourne. Council is currently considering the outcomes of a review of the Strategy Plan of 1985 as well as options for the structure of government in the central Melbourne region.

In relation to the first of these, a joint report between the City and the Department of Planning and Housing is currently being finalised. It focuses on four main objectives of:

- > working towards an environmentally sustainable city;
- > improving Melbourne's global economic competitiveness;
- > enhancing the city's built form, character and diversity; and
- > creating a "living" city.

In a wide-ranging discussion, it has much to say which is both relevant for Docklands as well as about Docklands. For example, the role of Melbourne as the economic, educational and intellectual powerhouse of the State is reinforced, as is the need for an increase in population to take advantage of investment in infrastructure. A particular goal is to improve the public transport system substantially, to reduce on-street parking and to change the emphasis of street parking from long-term to short-term.

The importance of Docklands to the longer-term future of Melbourne is acknowledged and the principles outlined in the Docklands Strategy are emphasised.

The options for managing central Melbourne emerge from a discussion paper, *Central Melbourne: Options for Effective City Government* (February 1992). Particularly relevant is the issue of planning for central Melbourne in which it is pointed out that no single planning authority spans the extent of any key issue, Docklands being cited as a key example.

3.4

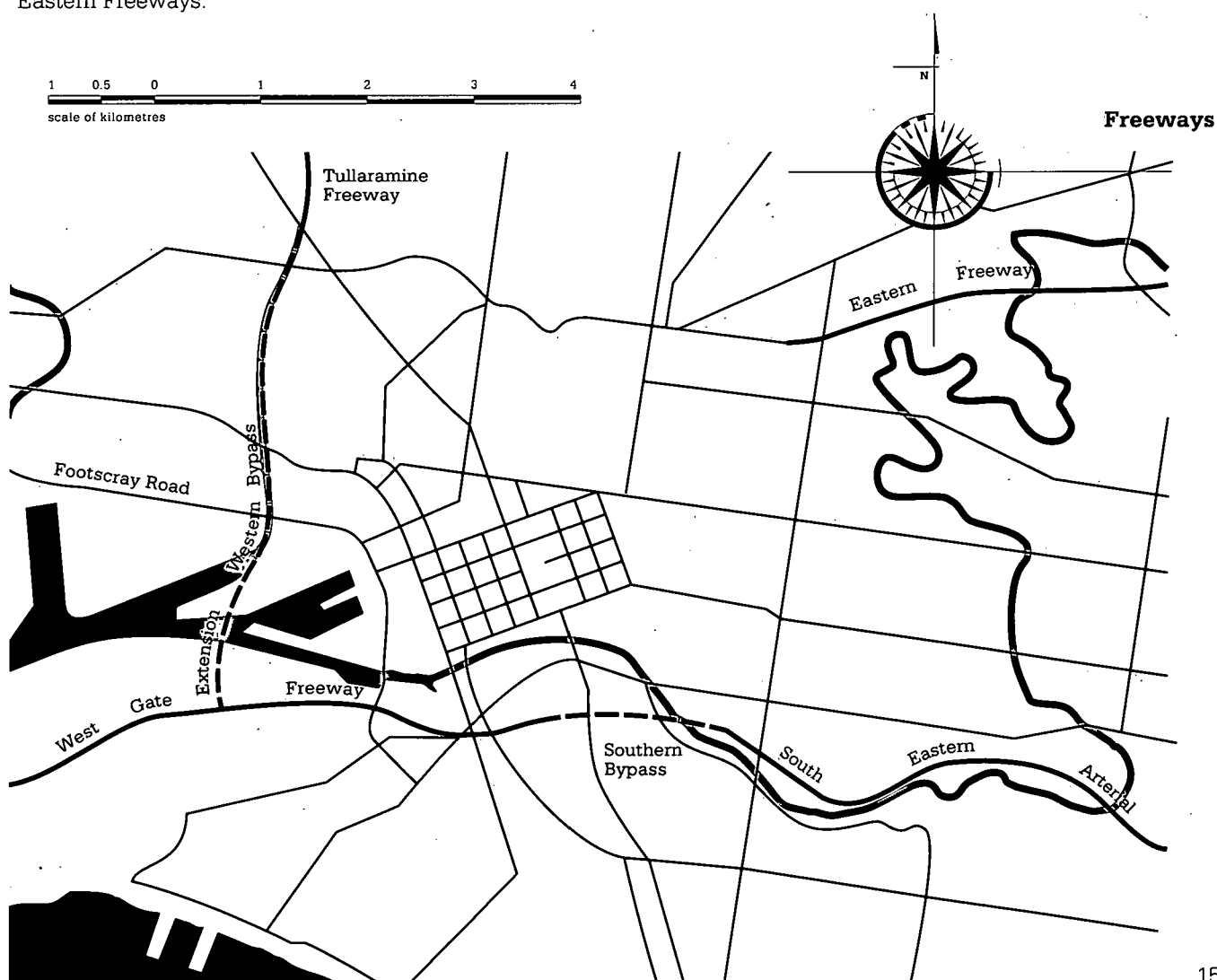
TRANSPORT POLICY

The key transport policy directions are set for the Strategy by existing Government policy documents.

The Urban Strategy (*Shaping Melbourne's Future*, 1987) and *National Roads Strategy, Victoria*, both recommend the construction of the Western Bypass as a means of connecting the airport and the port, and of diverting through-traffic from the CAD. The *Metropolitan Arterial Roads Strategy* which examined metropolitan-wide transport needs and the hierarchy of roads recommended that construction of the Western Bypass commence within 10 years. It should be noted that in the 1989 Environmental Effects Statement by VicRoads, the Western Bypass was to be linked to the West Gate Freeway via Footscray Road.

The *Central Area Transport Strategy* (CATS), released in 1991, which aims to encourage through-traffic to travel around the CAD and the use of public transport, bicycles and walking for travel within the CAD, also refers to the possible extension of the Western Bypass to the West Gate Freeway and recommends that through-traffic be directed from the CAD.

Furthermore, the Government has called for expressions of interest from the private sector for the construction of the Western Bypass from the Tullaramine Freeway to Footscray Road (Stage 1) and from Footscray Road to the West Gate Freeway (Stage 2); and also for the Southern Bypass which will connect the West Gate and South Eastern Freeways.



3.5 ENVIRONMENTAL POLICY

Environmental issues impinge on all aspects of life and thus, in some senses, environmental policy cannot be discussed separately from economic, urban or social policy. Arguments in favour of urban consolidation, for example, rely greatly on the adverse impacts of continuing current patterns of car usage and clearing new tracts of land for development.

The need to give priority to public over private transport and to minimise car travel is one which has gained considerable recent attention and is a specific objective of CATS. It is appropriate that Docklands be planned in such a way as to encourage maximum use of public transport by expanding and improving existing public transport infrastructure.

There is, however, a number of more specific environmental issues that have implications for Docklands. Provision of open space in a variety of forms is recognised as a priority because of the important economic and social, as well as environmental, benefits it brings. Provision of open space and traffic management are also important devices in the quest to minimise contribution to "Greenhouse" gases.

Docklands also provides an opportunity for innovative development, particularly in terms of minimising energy consumption of new buildings and encouraging lifestyles that consume less energy and create less pollution and waste. There is also a range of specific policies dealing with issues such as minimisation and management of pollution in all its forms, management of contaminated soil and the siting of new land uses away from activities that are seen as noxious or dangerous. In most instances specific guidelines for dealing with such matters already exist. Nevertheless, development of new technologies and practices continues and Docklands can also be seen as an opportunity to set new standards for environmental management.

Therefore, the policy context for these more specific issues will remain dynamic.

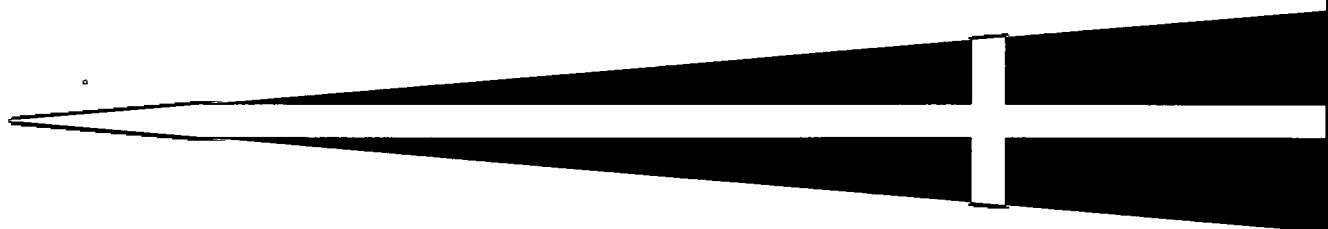
Energy conservation and renewable energy policies have become important in the ongoing debates in the community about sustainable development, the Greenhouse effect and energy resource security. Improving the efficiency of energy use is widely recognised as a cornerstone of a "no-regrets" strategy to address these important issues. The Victorian Government's *Energy Efficiency Strategy*, released in June 1991, provided a detailed policy framework for encouraging more efficient use of energy in commercial buildings, housing and industry. The Strategy announced the introduction by 1993 of minimum energy standards for appliances, commercial buildings and houses. Thus, all new buildings in the Docklands area will be required to meet minimum energy standards.

Docklands also provides an opportunity to integrate site planning and building design to take advantage of naturally available energy resources. Buildings designs which incorporate passive solar heating, daylighting and shade control, for instance, will not only reduce energy consumption but will also provide more environmentally attractive buildings to users and occupants.

4

CONSULTATION PROCESS

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4.1

INTRODUCTION

An essential element in the preparation of a long term strategy for Docklands has been the Government's commitment to community participation in the process. The development of the Strategy has been underpinned, therefore, by extensive public consultation.

Although public interest in the project has been encouraged from the beginning, there have been two distinct phases when input and participation from special interest groups and members of the public have been solicited most actively. The first phase followed release of the Strategic Options report and the second the release of the Draft Strategy.

Prior to the beginning of the first round of consultation, the Task Force established a data base of individuals, groups and organisations who had expressed interest in being kept informed of planning for Docklands and of the accompanying public consultation process. Currently over 2000 people and organisations have registered their interest.

4.2

PHASE ONE

The release of the Strategic Options report and the appointment of the Docklands Consultation Steering Group in December 1990 signalled the beginning of the first phase of the consultation process. The Task Force and the Steering Group agreed on a consultation program with the four options of the Strategic Options report as the focus for discussion and debate. The format for the program included public meetings, a series of public forums each looking at specific topics of relevance to Docklands, consultations at which groups or individuals could present their views to the Task Force and the Steering Group personally, and the presentation of written submissions.

Considerable publicity was given to the consultation program through the daily, local and ethnic press, the electronic media and via a newsletter distributed to all those on the mailing list.

In all, some 88 submissions were received from individuals (36) and organisations (52) whilst approximately 500 people attended the various public meetings and forums.

A more comprehensive review of phase one of the consultation process is contained in Section Two of the Draft Strategy report.

4.3

PHASE TWO

Phase Two of the public consultation process focused on the report *Melbourne Docklands: Draft Strategy for Redevelopment* which was released in November 1991. The consultation period, which was originally scheduled to conclude on 31 December 1991, was extended until 7 February 1992 following representations made to the Minister by the Docklands Consultation Steering Group.

A series of public meetings was held during November and December 1991, advance notice of which was given in the daily, ethnic and local press and in newsletters sent to all those on the mailing list. Evening meetings were held at the Exhibition Buildings, the Footscray Town Hall and the Port Melbourne Community Centre. The public meetings concluded with a late afternoon meeting at the Melbourne Water theatre.

All meetings were chaired by Mr John Fowler, the chairperson of the Docklands Consultation Steering Group, and attended by other members of the Steering Group as well as representatives of the Docklands Authority. The format adopted for meetings consisted of a brief introduction by the chairperson, followed by a presentation by various members of the Task Force outlining particular aspects of the Draft Strategy. Questions and comments were then invited from the floor. All proceedings of the meetings were recorded by a Hansard reporter.

Although numbers attending the public meetings were fewer than for the earlier meetings, this could be accounted for to some extent by the fact that many of the issues of concern raised in the first round of consultation were comprehensively addressed in the Draft Strategy. Approximately 150 interested people attended.

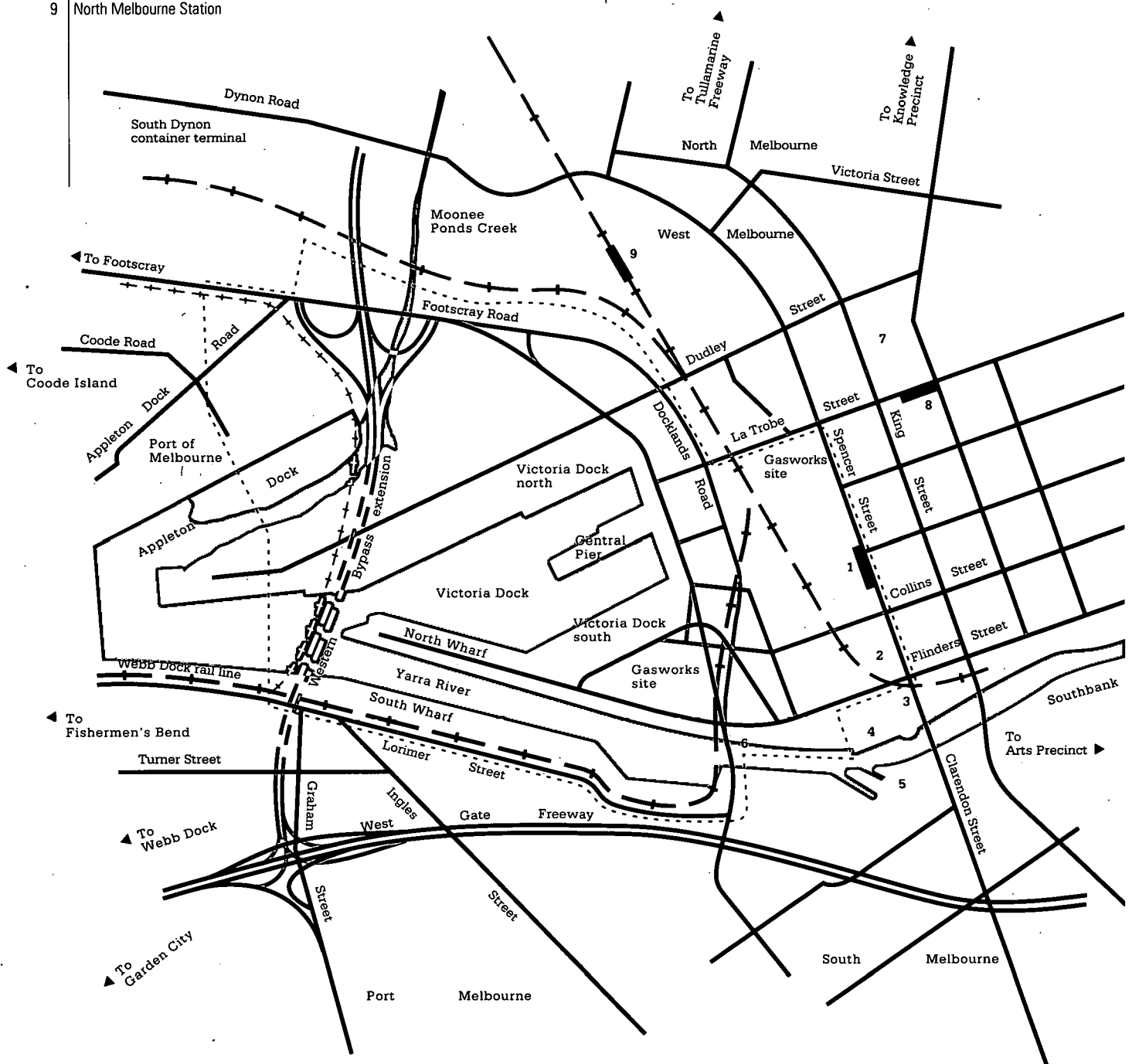
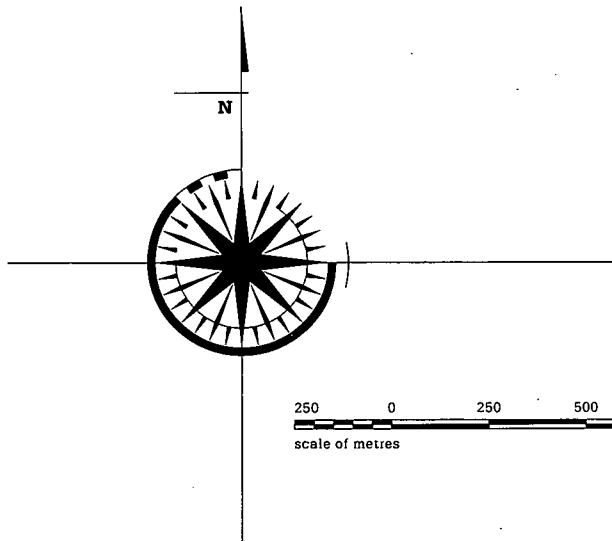
In addition to the public meetings organised by the Task Force, a seminar was sponsored by the Docklands Consultation Steering Group at the Royal Melbourne Institute of Technology (RMIT) to discuss the Draft Strategy. The seminar was chaired by Professor Michael Berry, head of the Department of Planning, Policy and Landscape and included speakers from RMIT, the "Justice in the City" Project and the School of Environmental Planning at Melbourne University.

Members of the Task Force once again made themselves available for those who preferred to make representations about the Draft Strategy personally. A number of individuals and organisations took advantage of this aspect of the consultation.

Written submissions were also requested as part of the second phase of public consultation; about 50 submissions were received from members of the public and interest groups and a range of issues was canvassed. The names of individuals and groups who wrote to or spoke with the Task Force are included in Appendix A.

REFERENCE MAP

- Existing road and rail network
- ▣ Proposed road and rail network
- Docklands
- 1 Spencer Street Station
- 2 Former Railways Administration Building
- 3 World Congress Centre
- 4 World Trade Centre
- 5 Museum of Victoria
- 6 Charles Grimes Bridge
- 7 Flagstaff Gardens
- 8 Flagstaff Station
- 9 North Melbourne Station



5

PUBLIC INPUT AND RESEARCH

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5.1

INTRODUCTION

The first phase of consultation elicited a wide range of views, ideas and concerns arising from the *Melbourne Docklands: Strategic Options* report. These were reported extensively in the Task Force's Draft Strategy. The second phase of consultation, therefore, provided the opportunity for public consideration of the way in which the Task Force's thinking had evolved and for further input at a crucial stage during development of the Strategy.

A large number of individuals and groups indicated support for the Draft Strategy and the direction the Task Force had taken as a result of consultation and further work. While this phase of consultation raised no entirely new issues, it was important nevertheless in allowing further emphasis in some areas of concern and for adding to the stock of ideas in others.

The Draft Strategy offered a more flexible approach to land use at Docklands than the earlier Strategic Options report. Most people welcomed this new direction. There were, however, calls for more prescription in some areas and for more detail in others. The need for the Docklands Authority to introduce a planning scheme for the area in which to prescribe standards and quality of development was one way recommended to ensure that Docklands retained its special character. A number of interested groups believed that the Task Force could afford to add more detail to the open space proposals and to those concerning the earlier stages of development.

The issue of traffic management attracted the most comment, particularly from those living in suburbs south of the Yarra River and from those councils and groups representing them. Related to this issue was concern expressed about the proposed Western Bypass and its extension by a bridge to link with the West Gate Freeway - in traffic terms, as a navigational impediment and as an aesthetic limitation. The role of the private sector in funding infrastructure and of privatisation more generally was raised, particularly by the "Justice in the City" Project, and the need for further consideration of the type and mix of housing. The provision of open space in a way which relates to other parkland in inner Melbourne and which links to these open spaces was a frequent area for discussion. Public access to the waterfront and boat access to the waterways was also keenly discussed.

Discussion of the issues is provided in the following way. Outcomes of the first phase of consultation were detailed at length in the report *Melbourne Docklands: Draft Strategy for Redevelopment*. These outcomes are briefly summarised under each topic. They are followed by discussion of the key issues to emerge in the second phase of consultation. Research undertaken by the Task Force is also summarised. The way in which the issues have been addressed is then indicated in a concluding section by either cross-referencing to the Docklands Strategy or by indicating ways in which the particular issue may be addressed in future.

5.2

URBAN POLICY

A strategic issue to emerge from the consultation which focused on the *Melbourne Docklands: Strategic Options* report concerned the relationship between Docklands development and the broader metropolitan area. As a result a principle was defined which sought integration and "consonance with wider metropolitan planning and infrastructure investment across the metropolitan area".

Soon after the Strategic Options report was released, the Department of Planning and Housing had released a discussion paper, *Urban Development Options for Victoria*. Alternative scenarios for future urban development were presented to suggest answers to the question whether the bulk of future growth should centre on Melbourne. Inevitably, therefore, some of the scenarios appeared in conflict with the development of Docklands. The relationship of Docklands with the ideas expressed in the urban development options paper was a particular concern to emerge from the first phase of consultation.

Other aspects of this issue which were raised were:

- > the relationship of Docklands to the Central Activities District (CAD);
- > the impact of Docklands on other inner metropolitan development;
- > the comparative costs of infrastructure provision at Docklands with, on the one hand, other inner urban housing projects and, on the other, the urban fringe.

The Draft Strategy attempted to address some of these matters by recognising that Docklands is a long-term development. Despite its significance to an increased population in inner Melbourne, Docklands, even when fully developed, would have only a minor impact on the population projected for the State over several decades.

A number of participants in the consultation pointed also to the existing over-supply of office and retail space in the CAD, questioning whether provision for these land uses at Docklands was advisable in the current climate. The Building Owners and Managers Association and AMP Investment had particular concerns in this regard. The Draft Strategy proposed as a major element in the urban design vision a marked differentiation between the CAD and Docklands. While advocating some office and retail development, it was suggested that the norm for offices should be low-rise and that retailing be confined along major traffic arteries and to servicing residential development.

The issue of costs in developing inner urban areas as against providing infrastructure on the urban fringe has had wide-ranging discussion in the context of urban consolidation. Docklands consultation also generated interest in this regard. The City of Werribee, for example, saw Docklands drawing Government funding away from the Werribee Growth Area and indicated lack of support for the development.

The Task Force commissioned a study on *Comparative Costs of Residential Development at Docklands and the Urban Fringe*. The study estimated that the cost to Government of developing residential land could be up to 30% less at Docklands than on the urban fringe. Evidence suggests that average costs of local government expenditure are dependent on population and that Docklands represents a significant opportunity for inner councils to increase population. State Government capital expenditure over the past five years has been concentrated to a large degree on providing facilities to service the wider Melbourne population in inner and middle metropolitan areas.

This study was discussed extensively in the Draft Strategy.

Consultation input

In the second phase of consultation, some of these issues were raised again, partly in the context of inter-departmental co-ordination of State projects.

"We've got VicRail, the Port Authorities, the Government, we've got this project down here in Port Melbourne, and discussions that we've had with VicRoads in particular..."

"You can't reach agreement amongst yourselves as to what is actually going to happen because each body has a different plan (Mr Hills at Port Melbourne meeting)."

A more optimistic view was put forward by Dr Ward of Albert Park who noted the importance of Docklands planning being considered "... in relation to plans for the social and economic development of Melbourne, and even for Victoria, as a whole".

At the seminar at RMIT, Professor Brian McLoughlin of Melbourne University cast a somewhat different light on the perceived lack of integration of planning activities by contending *"there is no strategic metropolitan or State planning context"*. He went on to argue for a strategic urban planning system defined in law with plans for Victoria based on publicly-available social science research, subject to monitoring and review and consultation.

The issue of resource allocation, of deciding on priorities in Government spending, is related to the concern for a broader approach to the way in which planning decisions are made. On this issue, the submission from the "Justice in the City" Project which is outlined below under Finance and Investment (Section 5.11), should also be noted.

Conclusion

The Docklands Strategy reiterates the principle proposed in its predecessor that:

"The development of Docklands should be an integral part of broader urban planning processes operating at local, metropolitan and State levels."

However, the Strategy tacitly acknowledges also that policy development is dynamic, that there will rarely be neat, tidy solutions for individual projects and certainly not for those of the size and complexity of Docklands. Docklands needs to be seen squarely as part of the thinking about and planning for Melbourne and the State. While it may provide different activities and land uses and new economic opportunities, its potential can only be realised by the integration of future planning with broader processes.

On the contention that planning for Docklands had not been co-ordinated with other Government departments, the Task Force worked under a senior-level Co-ordination Committee as well as having a Transport Working Group comprising representatives of all the transport agencies which focused on the development of a transport strategy for Docklands. The initial work on housing was undertaken by a multi-agency Housing Project Team. The various Government departments and agencies involved in Docklands planning are identified in Appendix D. There was a particularly close working relationship between the Port of Melbourne Authority and the Task Force in their respective planning studies.

5.3

STAGING AND THE PORT

Staging of the development at Docklands is one of the most complex issues with which the Docklands Authority must deal. Further, it is an issue which will require more detailed consideration and debate over the years that it will take for Docklands to be fully redeveloped.

Perhaps the most fundamental question in regard to staging is that of land release. The timing of development is dependent on the release of land by the Public Transport Corporation (PTC) and the Port of Melbourne Authority (PMA). In the case of the PTC this involves the demolition and clearance of the railyards and relocation of a number of activities, all of which can be accomplished relatively quickly. However, the PMA still operates the larger part of Docklands as a functioning commercial port. While some berths are no longer used, others have considerable remaining economic life and are still viable Port assets. The Victorian Ports Land Use Plan, which is due to be completed shortly, suggests that Victoria Dock will be vacated completely only in the longer term.

The Docklands site is an intrinsically significant one which needs to be planned in the context of other inner urban developments. The complexity of the task is increased by the long time-frame over which land will become available.

A significant factor is the economy. There is pessimism in some circles about what can be achieved at Docklands in the short to medium term. Commentators argue, for example, that there is no demand for additional office space and that, in a recession, there are limited funds to invest in development projects.

While there is no doubt that the state of the economy will have an effect on the pace of development, Docklands is not merely an extension of the CAD. It will provide new investment opportunities in housing, tourism and entertainment, recreation and leisure and transport infrastructure.

However, the economy is an external variable which, though it needs to be understood, cannot be managed by the Docklands Authority. Variables affecting the timing of Docklands development which can be influenced by the Government or by the Authority include:

> Provision of transport infrastructure.

The Government has announced its intention to extend Collins Street, in fact the Docklands Authority has commenced a feasibility study, and to call for expressions of interest from the private sector on the construction of the Western Bypass to Footscray Road and the Southern Bypass. Proposals to develop a Transport Interchange at Spencer Street Station and to construct a Rapid Transit Link between Melbourne Airport and Spencer Street could also give an important impetus to development.

> The establishment of a Casino.

The Docklands Authority is actively promoting Docklands as the most appropriate site for Melbourne's casino. A specific site within Spencer Street railyards has been identified.

> Vacation of Docklands by the PMA and PTC.

Much of Docklands can be developed in the short to medium term, however, the PMA has assets with remaining economic lives of up to 30 years. The timing of the PMA's withdrawal from these facilities could be influenced by the Government.

> The release of land for development by the Docklands Authority.

The Victorian Ports Land Use Plan is close to completion. The Draft Final Report advocates the withdrawal of the Port from Victoria Dock, North Wharf and the eastern section of South Wharf over the long term. This implies that the PMA will withdraw from Docklands over time as the economic lives of facilities expire.

If this approach is used in setting the date at which land is released for development then land will be released according to the chronology shown on the map. It should be noted that the map is a generalised depiction of the times at which areas may become available for development and that in some areas it is not the economic lives of facilities which affects possible release dates but the length of existing leases. This data is subject to alteration with changes to lease arrangements and reassessments by the PMA of the remaining economic life of facilities.

> Area 1: Central Pier (Land available short-term)

The Central Pier of Victoria Dock and the two berths immediately adjacent, parallel to Footscray Road, are generally in poor condition and have no remaining economic life for commercial port operations. The berths are used for mooring of pleasure craft and some fishing vessels and the sheds are used for storage and some minor maritime activity. This area is available immediately for redevelopment.

> Area 2: North Wharf (Land available short-term)

This area, forming part of the site proposed for the Olympic Village, is available for development almost immediately. Redevelopment would see the early extension of the river-side bike and pedestrian paths into the Docklands area. The Customs Marine Centre occupies two small parcels of land with leases until 2006.

> Area 3: Footscray Road/Dudley Street (Land available short-term)

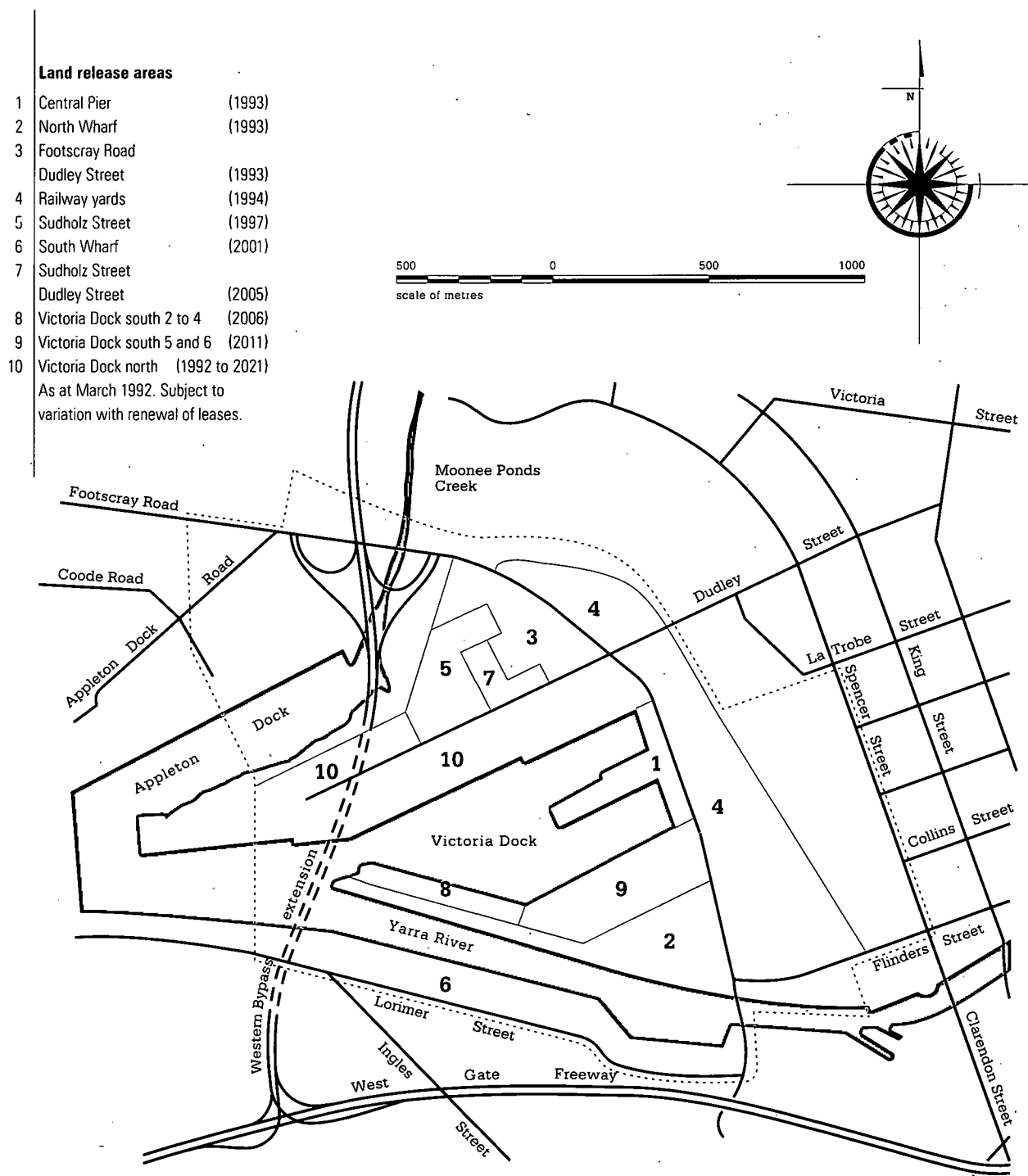
This area is currently occupied by freight-related businesses. Relocation of freight-related activities could remove them some distance from the port. Initially, this area would suffer poor access and amenity. Access would be restricted to Footscray Road and Dudley Street. This could be overcome substantially by providing a new road off Footscray Road into the north of the site. But the area would remain somewhat isolated due to the barrier effect of Victoria Dock's northern berths which would continue to operate south of Dudley Street.

> Area 4: Railway yards (Land available by 1994)

The sidings to the south of Dudley Street and west of the suburban rail lines of Spencer Street Station are now largely redundant. In the south-west corner of this area the only significant uses are Australian Paper Manufacturers' (APM) paper warehouse in Shed 4 and the Public Transport Corporation's fast track and parcels facilities in Sheds 2 and 3. Both uses can be relocated. Goods Shed No. 2 is historically significant.

To clear the western side of the Spencer Street yards requires the relocation of fast track and parcels facilities and the removal of rail tracks. This work could be completed by mid-1992, releasing an area of approximately 20 hectares. The PTC has commenced clearing track from the Melbourne Yard.

Constraints on early development in this area are the possible new Docklands Road to the east of the present Footscray Road, and the sewer and gas main easement required on the Footscray Road and Johnson Street alignments. The timing of the extension of any east-west streets, such as Collins Street, may impose a further constraint on development in this area. Another constraint is the route of the Webb Dock rail line, currently running through the Spencer Street rail yards. The options for the relocation of this line are discussed in Section 4.3.4 of the Strategy.



The area occupied by Sheds 6 and 7 in the strip of railway land on the east side of Footscray Road is also immediately available as the sheds are used irregularly for storage.

Further north, the area occupied by Sheds 8, 9 and 10 on the corner of Footscray Road and Dudley Street is potentially available immediately. The area may be required, however, as an interim site for the Melbourne Freight Terminal.

North of Sheds 8, 9 and 10, the railyard currently used for assembling freight trains to and from the docks will be redundant once the spurs servicing the docks are closed as part of improvements to the South Dynon Container Terminal. This area potentially extends as far as the south side of the locomotive reversing loop and as far east at The Hump, and could be available in 1994.

The triangle of land bounded by Johnson Street, Footscray Road and Flinders Street Extension is currently occupied by quarantine services, warehouses and open space and, with the exception of one historic building, could be made available immediately upon relocation of the quarantine services.

A narrow area fronting Spencer Street could be made available by relocating Platform One and the coach terminal to the west of the existing metropolitan and underground loop platforms. This land could be released at the same time as other railway land because of the need to have sufficient of the Transport Interchange constructed to replace the existing terminal building.

> Area 5: Sudholz Street (Land available by 1997)

Land in this area is occupied by three new tenants and is unlikely to be available for redevelopment prior to 1997 without payment of compensation.

> Area 6: South Wharf (Land available by 2001)

South Wharf was also planned to become part of the Olympic Village, with its berths being replaced by new facilities at Webb Dock and Appleton Dock. The remaining useful life of the berths is 10 years.

> Area 7: Sudholz Street and Dudley Street (2005)

This area is currently used as a transport terminal and leases are current until 2005.

> Area 8: Victoria Dock 2-4 (Land available by 2006)

Victoria Dock south was also intended as part of the Olympic Village site. To vacate Victoria Dock south (2-6) for the Olympics, alternative berth locations were identified at Webb Dock and Appleton Dock. This area is currently primarily used for loading and unloading steel and scrap metals. The remaining useful life of the berth is 14 years (2006).

> Area 9: Victoria Dock 5 and 6 (Land available by 2011)

This area is currently a roll-on roll-off facility occupied by Union Steamships for coastal and trans-Tasman trade shipping services. The berth has a remaining economic life of 19 years (2011). This area was also intended to be redeveloped as part of the Olympic Village, with the relocation of these facilities to Webb Dock.

> Area 10: Victoria Dock north (Land available between 1992 and 2021)

Victoria Dock north comprises 3 berth areas, 16-17, 19-21 and 22-24, and the adjacent back up land south of Dudley Street.

Victoria Dock 16-17 is a modern commercial, lift-on-lift-off general cargo and container berth. It has a remaining economic life of 29 years (2021).

Victoria Dock 19-21 is currently used only for mooring of the "Alma Doepel", and "Wattle" and non-commercial fishing vessels and could be made available for redevelopment immediately. However, given its dislocation from other sites, its redevelopment for non-port uses may be better delayed until neighbouring sites are developed.

Victoria Dock 22-24 is closely associated with the new car import and export facility north of Dudley Street and new, adjacent paved car parking areas. The economic life of these facilities varies from 4 to 13 years.

The remaining useful life of the berths in this area varies from 0 to 29 years. Release of this land parcel as the economic lives of facilities expire could result, therefore, in piecemeal development.

The PMA workshops and slipway on Dudley Street have been upgraded recently at a cost of \$10m. They have a remaining life of 14 years.

> Other areas

A number of areas within Docklands have not been referred to in this section. They are: the banks of the Moonee Ponds Creek which will remain as open space, or will be used by the PMA to construct additional berths at Appleton Dock, and for port-related industry; Spencer Street Station and the railyards and tracks required for ongoing operations; and the area south of the Flinders Street Extension, including the World Congress Centre and the World Trade Centre.

A land release strategy which allowed for development areas contiguous with existing built-up areas would facilitate integrated development with access to ancillary services and facilities and would allow the efficient provision of infrastructure.

Commencement of construction of the Western Bypass extension within the next few years may also require the PMA to vacate commercial port facilities ahead of schedule. While the construction of a tunnel crossing of the Yarra River rather than a bridge may allow some commercial port operations to continue there will be significant disruption to activity as a tunnel is constructed. It is estimated that access to Victoria Dock could be closed for 8-12 months.

Consultation input

The issue of staging attracted a range of comments during the first phase of consultation. Some related to the role of the port and the consequent timing of development. An associated issue was the need, if any, to pay compensation for early release of port facilities. This issue was one on which the Task Force explicitly called for comment in the second phase of consultation.

Other comments related to the overall importance of staging and the need for a clear strategy for development. Some people expressed views about the overall pace of development which ranged from calls to see the entire project put on hold to the view that development should commence as soon as possible.

The most common view supported an incremental approach and a number of groups and individuals proposed particular programs for development.

Few people addressed the question of compensation to the port, although various groups and individuals, including the Councils of Port and South Melbourne, felt that the interests of the port should dominate development decisions. Some, including "Justice in the City", the City of South Melbourne, Associate Professor Margo Huxley at the RMIT seminar and individuals at other public meetings, queried the appropriateness of preparing a strategy for Docklands prior to the completion of the Victorian Ports Land Use Plan. Fundamental to this concern was recognition of the vital contribution made by the port to the Victorian economy.

The question of the impact of a Western Bypass bridge on the operations of the port was raised by the PMA and the Boating Industry Association. Others, including the City of Melbourne, "Justice in the City" Project and the Historic Buildings Council, argued that commercial shipping should be maintained within Victoria Dock. Many groups also argued that the opportunity for the port to expand facilities at Appleton Dock should take precedence over proposals to create wetlands at the mouth of the Moonee Ponds Creek. This view is opposed by the Moonee Ponds Creek Association. The City of Melbourne suggests that, given development of Appleton Dock may not occur for some time, land adjacent to the Moonee Ponds Creek could be beautified now as public open space.

A number focused on the importance of provision of transport infrastructure. The Foreshore Residents Association called for an overall traffic plan for Melbourne to be completed while others, including Mr R Brons, pointed to the importance of the Southern Bypass under the Domain.

The City of Melbourne argued that the proposed Docklands Road should be constructed early to maximise access to the waterfront and that Flinders Street Extension should be the initial focus for development. This view was shared by the National Trust and the Australian Electric Traction Association. VicRoads argued that the proposed Docklands Road should not be regarded as a through-road as that function should be performed by the Western Bypass and its extension. Further, VicRoads strongly recommended the early construction of the Western Bypass so that development opportunities in the medium term and beyond can be expedited without the problems of coping with through-traffic.

The traffic impacts of delaying any Western Bypass extension were also raised as concerns both by individuals at public meetings and by traffic and planning experts attending the Task Force's Transport Seminar.

Actions were identified which could be achieved early. Mr D Rayson argued that housing should be provided early in the development and the City of Footscray sought assurances that residential development would proceed. The Moonee Ponds Creek Association and the City of Melbourne argued that creation of a wetlands at Moonee Ponds Creek is a priority, while others called more generally for provision of open space and improved public access to the waterfront.

Finally, the City of Melbourne reiterated its concerns over co-ordination with other inner city developments and called for an implementation plan to be developed. The City of Melbourne also supported the initial actions outlined in the Draft Strategy.

Conclusion

Staging is a complex issue. The Docklands Strategy provides an outline of possible early and medium term actions and is based on an assumption of incremental development.

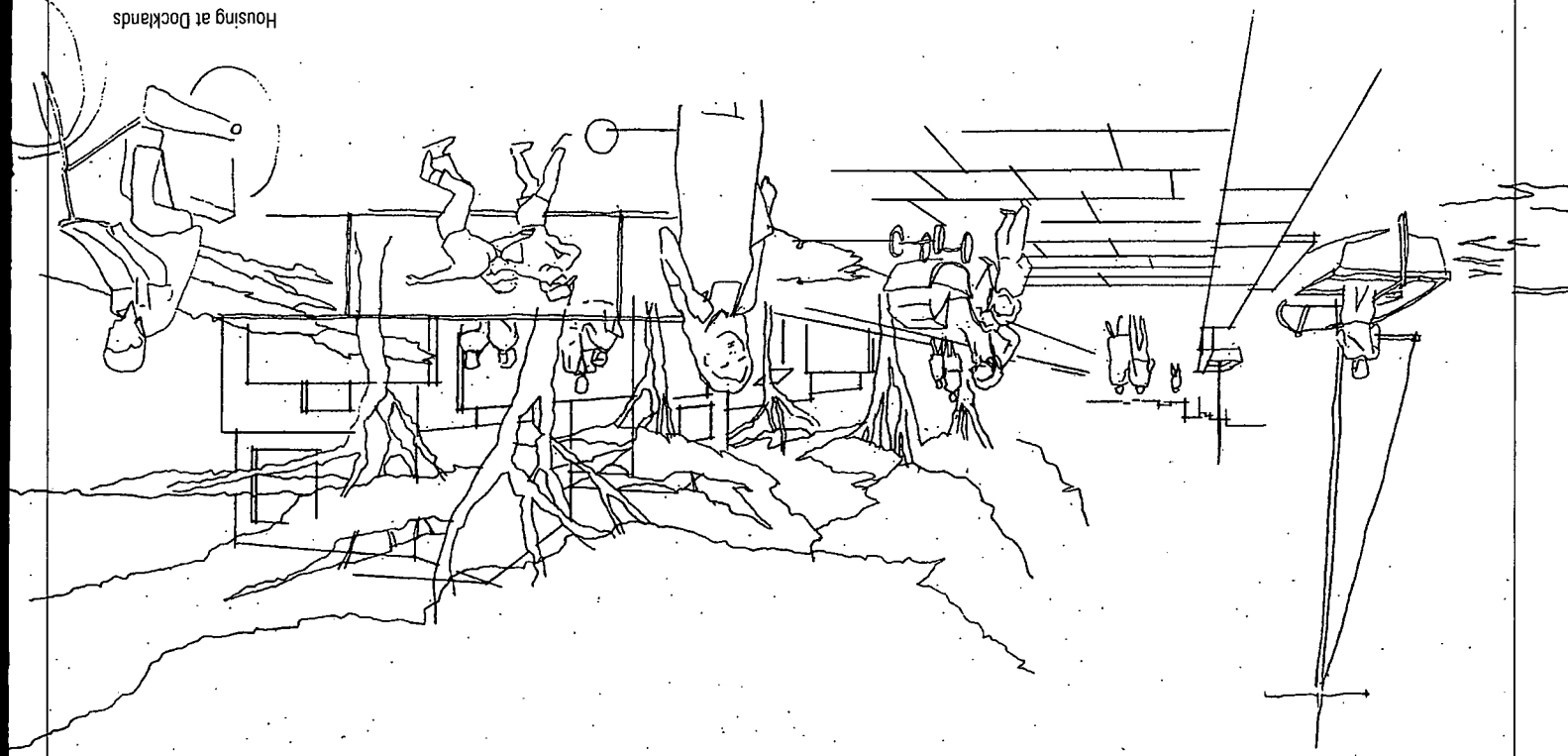
It is recommended in the Strategy that the development of Docklands commence in the south-east where an agglomeration of activities, for example, the casino, the Collins Street extension, the Transport Interchange, the extension of the Flinders Street tram line, pedestrian and bike paths, landscaping and the creation of parkland, will provide considerable amenity and give impetus to further development.

Development would spread slowly outwards to other parts of Docklands. This may mean pressure builds up for development at south Victoria Dock while the berths are still economically viable (2006-2011). The PMA may seek compensation in these circumstances, however, any such request should also include consideration of the tenure of leases, the accelerated cost of relocation and against broader operational benefits which might accrue to the PMA in relocating to modern facilities.

The Docklands Strategy has allowed for the creation of open space on the eastern bank of the Moonee Ponds Creek. It should be noted that the current mouth of the Creek is a man-made canal.

The Strategy also recommends that the Western Bypass extension be built on an alignment which allows the PMA to expand Appleton Dock and to develop berths at Appleton E, F and G. Decisions about whether the extension should be in the form of a bridge or a tunnel should take into account amongst other things, the impact of a bridge on shipping in Victoria Dock.

Housing at Docklands



5.4

HOUSING

Current Victorian Government housing policies include encouragement of housing at higher household densities in established urban areas, provision of a range of housing types and tenures, promotion of principles of affordability and choice through a range of housing finance programs and provision of a minimum of 10% public housing on Government land.

The Strategic Options report placed considerable emphasis on the provision of housing at Docklands. Each option included a different amount of housing, with one option proposing that approximately 50% of the area be used to house a population of up to 10,000 people.

The Strategic Options report also proposed that the type and amount of housing provided will depend largely on the need to:

- > provide an appropriate range of residential densities, tenures and housing types;
- > ensure that new residential opportunities are socially, economically and physically viable;
- > determine and provide for an appropriate social mix;
- > ensure a high level of integration with existing residential areas;
- > provide for a staged development of residential areas in response to demand; and
- > provide appropriate buffers between residential development and port, road rail and industrial uses.

The first round of public consultation elicited considerable enthusiasm for development of housing at Docklands. Strong views about the need to provide a range of housing emerged. The key issue related to the need for public and affordable housing to be provided; social mix is a related concern which appeared to arise, at least partly, from fears that Docklands would be developed purely for those of middle and upper incomes.

Support for housing at Docklands was based on grounds of social justice, efficient use of existing infrastructure, environmental sustainability and a sense that Docklands could be an attractive place to live. The creation of a new population at Docklands was also seen as contributing to the life and vitality of inner Melbourne and slowing the decline of the inner population.

There were those, however, who queried Docklands as an appropriate site for housing. Concerns were based in part on fears that housing would be expensive to construct. Consultants commissioned by the Task Force to undertake a study on the comparative building costs at Docklands found that buildings up to two storeys or greater than ten storeys would not incur significant penalties relative to other parts of Melbourne. It was estimated that buildings between two and ten storeys would bear penalties of up to 11%. Other work carried out by the Task Force suggests that, compared with development on the urban fringe, there are likely to be significant cost savings in infrastructure provision at Docklands.

Proximity to an operating port and to Coode Island were also raised. Finally, particular groups and individuals expressed a preference for different land uses at specific sites proposed for housing by the Task Force. For example, the Joint Unions Working Party argued that Victoria Dock should be retained for port purposes while the North Melbourne Association would prefer to see the area reserved for open space.

The Draft Strategy proposed a number of sites which could be suitable for housing:

- > South Wharf;
- > the south side of Victoria Dock;
- > adjacent to the proposed campus area overlooking Victoria Dock; and
- > set back from Footscray Road.

Other residential accommodation could be possible also, for example, related to any education and research activity and in hotels near to or within the Transport Interchange. It was estimated that between 5,000 and 8,000 people could be accommodated in total.

Consultation and research input

Strong support for housing continued to be voiced during the second phase of consultation. Surrounding councils were particularly emphatic in their support for housing. The City of Footscray called for specific dwelling and population targets to be set that cannot be changed without public debate. At a seminar at RMIT, Associate Professor Margo Huxley argued that if urban consolidation can be used to justify development at Docklands, then higher proportions of housing should be included.

Other Councils and groups such as "Justice in the City" called for high proportions of public housing, at the same time expressing concern about how affordable housing could be delivered. "Justice in the City" pointed out that "...according to CSIRO, investment in public housing has the highest job multiplier effect of any public investment". Nevertheless, this group queried the expense of housing at Docklands and argued that other sites might be more appropriate locations. Others called for investment in public housing to "kick-start" development.

The City of South Melbourne argued that "...housing is most successful socially and economically when it allows for the formation of a viable residential community and therefore there needs to be areas set aside for residential only developments". Mixed use areas for housing were therefore not supported by this Council.

The City of Melbourne emphasised the importance of integration with surrounding areas and co-ordination with other housing developments, for example, South Bank and Bayside.

Concern was expressed at a perceived diminution of emphasis on housing. In fact, the Draft Strategy proposed that up to 35% of Docklands could be developed for housing. Whilst this proportion is less than that proposed for "Strategic Option 3 - Residential Emphasis" in the Strategic Options report, it is higher than the other three Strategic Options presented. The reduction from the high levels proposed under Strategic Option 3 can be explained because:-

- > the public consultation elicited strong support for a substantial amount of open space and parkland, together with a requirement to maintain and encourage public access to the waterfront. This led to a large increase in the amount of land devoted to open space and tourism/entertainment/leisure uses under the Draft Strategy;
- > a large proportion of the proposed residential land under Strategic Option 3 came from the Olympic Village site which, after review, was not considered appropriate for such large amounts of housing because of:-
 - the need to encourage public access to the waterfront
 - the high cost of infrastructure, in particular wharf-related works
 - the need to clean up the former gasworks site at considerable cost.

PLANNING & EPA
LIBRARY

Some comments have been made as to whether 8,000 people could be housed more cost-effectively elsewhere in non-fringe locations. The *Residential Land Use* Working Paper identified two sites which together have potential to accommodate 3500 people. As further evidence of the difficulty in achieving new, additional housing in inner Melbourne, the City of Melbourne in its 1985 Strategy Plan set a target of achieving 8,000 new households over 15 years. Since that time, less than 500 new households have been accommodated, despite strong support and intervention by the City of Melbourne and the State Government.

Conclusion

The Strategy proposes in Section 4.2.1 that significant areas of Docklands are suitable for housing, catering for a population of between 5,000 and 8,000. About 35% of the land area is proposed for housing, making Docklands potentially the most significant urban consolidation initiative in Melbourne. A new population at Docklands would benefit from access to existing infrastructure and services and provision of new infrastructure for housing is likely to be significantly cheaper than on the urban fringe.

Suitable locations are proposed and specific sites identified where housing, including public housing, could be developed in the next ten years. These sites have been selected because they are large enough to support a viable residential community and, whilst surrounded by other uses, are intended to develop as residential-only areas. In the main, medium density housing is proposed, although the possibility of some high rise development is also canvassed. It is proposed that a minimum of 10% of public housing be provided and a range of mechanisms for achieving affordable housing are discussed. In order to be financially viable, it is suggested that housing at Docklands cater to the widest possible market with at least half the product priced below \$250,000.



5.5

OPEN SPACE

The importance of open space to high quality urban planning has been recognised in successive policy statements by the Victorian Government. *Protecting the Environment: A Conservation Strategy for Victoria* (1987) and *Melbourne Open Space - the Metropolitan Open Space Plan* of 1988 both drew attention to the need to ensure availability, access to and linkages between open space. Last year, the *Open Space 2000* program was launched with the objective of co-ordinating the activities of those agencies responsible for open space. A specific initiative concerning Docklands was the development of a concept plan for the Moonee Ponds Creek; another was the need to identify missing units in the open space corridor around Melbourne.

The first phase of consultation about Docklands development highlighted ideas and views about open space. The importance of open space, parkland and water as sources of tourism pursuits, recreation and leisure was stressed and guidelines were suggested to facilitate their use for these purposes. The opportunity provided to complement the existing open space and parkland around Melbourne, adding to open space opportunities to the west of the city, was a recurrent theme in submissions.

The Draft Strategy proposed open space possibilities in different forms and locations at Docklands. The centrality of Victoria Dock as a body of water larger than Circular Quay in Sydney was a key element in the land uses, as were parts of the Yarra River. The existing green area around the mouth of the Moonee Ponds Creek was proposed as an estuarine wetland with heavy planting to screen nearby industrial uses. Two canals were proposed also.

The site of the former West Melbourne Gasworks, bounded by Footscray Road, Pigott Street and the Yarra River, was nominated as parkland to form an open space edge to the west of the CAD.

Linkages in the form of plazas and squares were also suggested as a means of achieving coherence in the open space network at Docklands.

Consultation and research input

The second phase of consultation helped to clarify residual concerns, particularly to do with the wider context of parkland in inner Melbourne, the integration of open space within the area, as well as ideas concerning further detailed planning. The City of Melbourne, for example, supported the redevelopment of the former West Melbourne Gasworks site as a more formal European style of park as a means of extending the ring of parkland around Melbourne. Council called for better linkages between this and other open spaces, particularly on the waterfront and to the Moonee Ponds Creek.

Melbourne Water was concerned that maps of the Draft Strategy did not display access paths along the whole of the waterfront. The approach to open space was supported in general, however.

The Moonee Ponds Creek Association was most concerned to advance the estuarine wetlands concept for the area around the Moonee Ponds Creek. The issues raised by the Association focused on the need to maintain something of the original character of the area through a series of ponds and broad wetlands areas and believed that canals were inappropriate in this environment. The Association was aware also of the imposition on the Creek estuary of proposals to extend Appleton Dock and to build the Western Bypass extension. It saw this as forcing a solution in which a canal development fronted by mixed residential/campus use replaced *"the opportunity to create a large natural aquatic habitat in close proximity to central Melbourne"*.

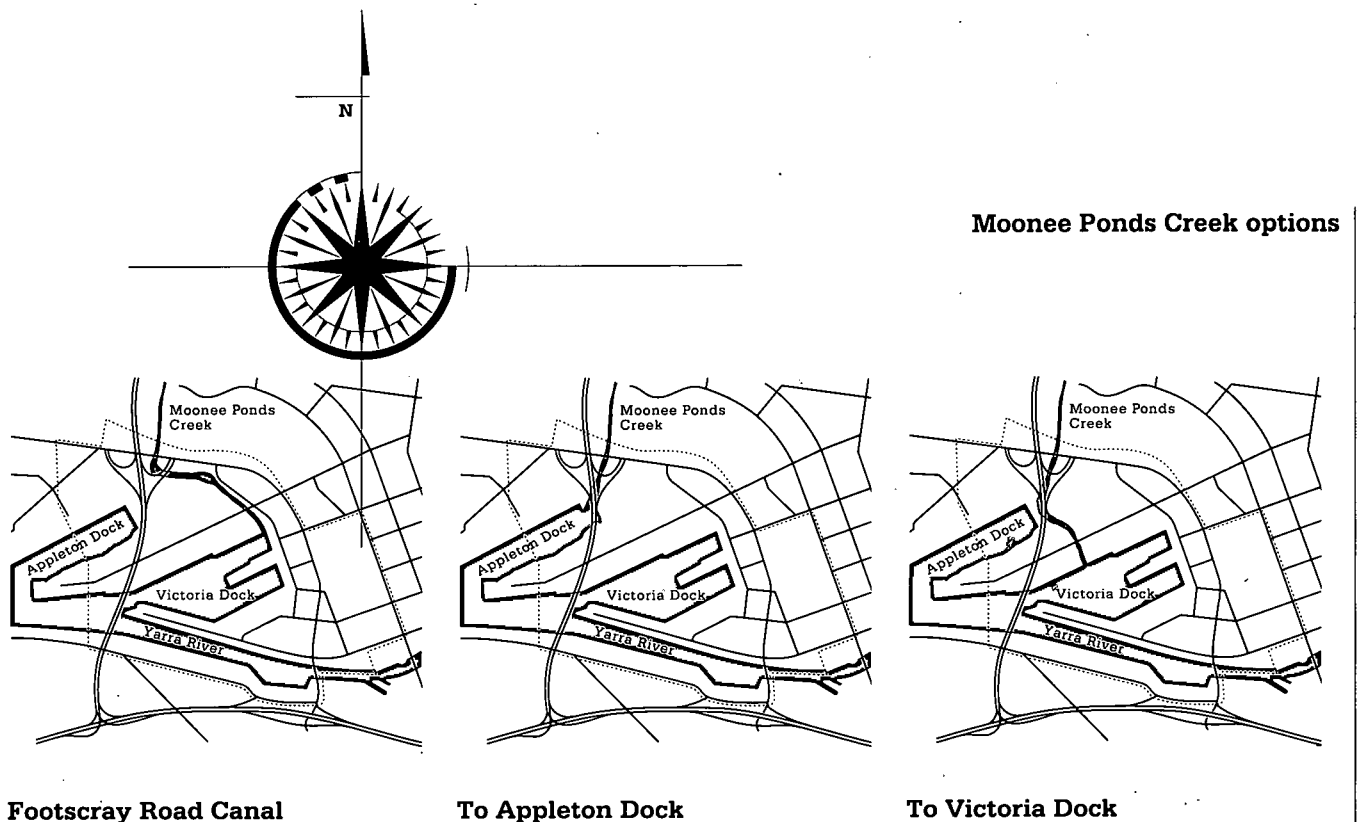
In the short term, the Association proposed that actions should be initiated for beautification and other open space improvement. In relation to this point, the Port of Melbourne Authority which released its *Victorian Ports Land Use Plan Draft Final Report* in January 1992 recommends the full development of Appleton Dock. The PMA acknowledged in its submission that this would have an impact on the alignment of any extension to the Western Bypass and hence to the proposed wetlands. Open space development on the west bank of the Moonee Ponds Creek is, however, entirely possible.

Dr Geoff Mosley believed that the concept of a ring park, while espoused by the Task Force, had not been adequately conveyed in detail in the Draft Strategy. In his view also, the concept of a linear park, if it is to be effective as open space, requires a width of 20 metres. Other submissions such as from the City of South Melbourne also noted the need to link the major open space areas, particularly on the waterfront, to ensure public access.

Since the Draft Strategy was developed, the draft Moonee Ponds Creek Concept Plan has been released as the strategic framework for the future development and use of the Creek and its environs. The draft Concept Plan approaches the enhancement of Moonee Ponds Creek from Docklands to Gellibrand Park in terms of ten reaches, of which Reach 1 is Docklands. There is a requirement that the Task Force and the Port of Melbourne Authority incorporate the Concept Plan estuarine scheme, retaining the west bank as an isolated nature area with planting and habitat creation, and management, observation points and access tracks. It is recognised that the proposed extension of Appleton Dock and the alignment of the Western Bypass are issues which will have an impact on the area.

In a general sense, contributors to this discussion during the consultation were keen to see more flesh on the bones of the open space proposals. In response to this interest and as a means of assisting in the preparation of the Docklands Strategy, a consultancy was undertaken by Gerner and Sanderson landscape architects. *Open Space Treatments* provided for a range of open space opportunities in terms of hierarchy and treatment. More attention was paid also to the inner Melbourne context for open space and to the linkages between different kinds of open space - including wharves, laneways and water - in Docklands. The work of the consultants has been adapted for use throughout the Docklands Strategy.

The Moonee Ponds Creek estuary is affected by an allowance for the extension of Appleton Dock. While some initial beautification may occur in the area, given the longer-term nature of the extension to Appleton G, a wetlands as proposed in the Draft Strategy will now be possible only on the east bank of the Creek. The Docklands Strategy does allow for the same amount of open space as did the Draft Strategy, albeit in a different configuration.



In fact, the estuary of the Moonee Ponds Creek could be re-configured in several ways. The maps in the Docklands Strategy show it flowing into Appleton Dock, which is the simplest and least costly solution. An alternative is to dredge a new exit for the Creek into Victoria Dock along the existing storm-water drain through the northern part of Docklands. Another alternative would be to construct a canal in an alignment similar to that of Footscray Road. Both would require the sealing of the Creek at Appleton Dock. It should be remembered, however, that the existing estuary is an artificial construction resulting from the development of the docks in the last century. Whatever configuration is decided ultimately, the principal objective should remain that of providing sufficient quantities of open space in the vicinity of the Creek.

Conclusion

The vision of open space offered in the Docklands Strategy provides for a range of large, varied open space opportunities which link to the network of open space throughout inner Melbourne and to each other. The way in which open space could relate to other land uses and infrastructure is also addressed. Further detail is provided also as to the nature of the proposed open spaces, although the Task Force acknowledges that this is more appropriately handled at a later stage of development.

5.6

5.6.1

OTHER LAND USES

Commercial

Government policy regarding commercial land use acknowledges and supports the Central Activities District (CAD) as the prime retail and commercial focus of metropolitan Melbourne.

Despite recognition of the current oversupply of office space in the central city area, all four options in the Strategic Options report proposed some office development in Docklands. In the long term it is predicted that there will be a realignment between supply and demand.

Whilst there was a degree of support during phase one of the public consultation process for at least some commercial activity in Docklands, particularly for retail, tourism and leisure, most of this support was tempered with caution regarding office development on the grounds that there already existed an oversupply of office space. The argument was also put that commercial development in Docklands could compromise existing mixed use areas in adjoining suburbs.

The Draft Strategy acknowledged the difficulty in predicting the demand for commercial land, particularly in the current economic environment, but identified areas as suitable for office use should the need arise in the future.

Consultation Input

During the second phase of public consultation the argument continued that large scale commercial development in Docklands, particularly office accommodation, was unwarranted. It was believed that, in the light of the high vacancy rate in the CAD fringe area, office development as nominated in the Draft Strategy had not been justified. It was also claimed that the proposed 12 storey zone, which would contain most of the commercial type development, was poorly argued in the Draft Strategy, and that, in light of the possibility that work practices were likely to change in the not too distant future, additional office space may not be required.

Conclusion

The Docklands Strategy identifies Spencer Street as being suitable for medium to high-rise office development whilst elsewhere offices of two to three storeys are proposed. Various parts of Docklands, in areas within easy access of public transport and abutting major roads, are considered suitable for offices, should the present over-supply situation change.

Retailing is recommended in conjunction with other uses such as office and entertainment/recreation. The most appropriate retail areas have been identified as in the corridor parallel to the proposed Collins Street extension between Spencer Street and Victoria Dock, in areas of high pedestrian activity, and in the north-west area of Docklands facing Footscray Road. Sections 4.2.8 and 4.2.9 of the Strategy should be referred to.

5.6.2

Recreation and tourism

Both State and local government policies recognise that the provision of recreation and tourism facilities in the inner Melbourne area is significant in terms not only of the economic well-being and vitality of metropolitan Melbourne but of the whole of the State.

Overall, support for recreation and tourism facilities was strong during the first round of public consultation. Whilst some submissions and comments were couched in general terms, such as the need to ensure that issues of equity, special needs, social justice and conservation were given appropriate consideration, others were more specific in identifying particular areas with activities, such as the Moonee Ponds Creek estuary as an appropriate place for a wetlands park, or development of Victoria Dock as a "Darling Harbour" type of tourist facility.

The Draft Strategy considered the waterfront as the key to recreation and tourism and identified areas which were also close to the CAD and accessible to public and private transport.

Consultation Input

The tourism and recreation proposals as articulated in the Draft Strategy were generally supported during phase two of the public consultation with the issue of public accessibility being a point of discussion. A number of submissions made their support contingent upon guaranteed public access to all areas of the waterfront.

Conclusion

The Docklands Strategy in Sections 4.2.3 and 5.2.2 identifies several waterfront locations as suitable for recreation and tourism activities. North Wharf, Central Pier and several existing unused port and rail buildings are all suitable for the types of activities envisaged, which include cafes, restaurants, tourist shops and museums, markets, theatres, displays and craft workshops. South Wharf and Victoria Dock are identified as suitable for marinas and boat servicing facilities. One of the principles for Docklands is for 24-hour access to the waterfront.

5.6.3 Arts and culture

Redevelopment of Docklands has been seen as complementary to Government policy towards the arts and cultural activities. Docklands has the potential to accommodate the diversity fundamental to our multicultural society inherent in that policy.

Submissions during the first round of consultation envisaged Docklands with its considerable water frontage and other advantages such as proximity to existing arts and cultural activities, as being an ideal site for artistic and cultural activities. Koorie cultural heritage activities was seen as an integral part of this arts and tourism focus.

The Draft Strategy identified North Wharf, Central Pier and several of the existing port and rail buildings as potentially suitable for museums, display areas, craft workshops etc.

Consultation input

During the second round of public consultation arts and cultural issues were raised only in the context of the possibilities which Docklands represents for celebrating Koorie heritage.

Conclusion

The areas the Docklands Strategy nominates as appropriate to arts and culture are those where recreation and tourism would take place. North Wharf, Central Pier and old port and rail buildings in the areas close to the water's edge all have particular potential for arts and cultural activities. They are close to the CAD, are concentrated to allow a variety of different but related activities and are easily accessible to both public and private transport.

5.6.4 Casino

Expressions of interest for a casino to be located within three kilometres of the GPO on either public or private land have closed recently. The Docklands Authority has argued that the Docklands site would be the most appropriate for a variety of reasons.

Perhaps because the Strategic Options report was released just prior to the announcement that Victoria was to have a casino, there was only a limited response to the notion during the first phase of the public consultation process. Generally, support was on the grounds that it could be a catalyst for development, whilst some opposition considered it inappropriate to locate a casino in an area where significant housing was planned, or that "more positive" alternative sources of recreation were available.

The Draft Strategy supported the location of a casino in Docklands.

Consultation Input

During the second phase of public consultation there was only limited discussion of the casino issue. Concern was expressed that it should not be located at Docklands simply as a "kickstarter" for development. There was also concern about the additional traffic likely to be generated and the large amount of car parking required, although these were issues that the Docklands Authority considered gave Docklands a distinct advantage.

Conclusion

The Docklands Strategy in Section 5.2.2 allows for a major open casino in Docklands, located in the area of land extending west between the Flinders Street Extension and the proposed Collins Street extension and set in a parkland environment. It could facilitate significant improvements to the Docklands environment at an early stage.

5.6.5

Education and research

One of the Government's objectives for Docklands is that new land uses and other activities be encouraged *"to strengthen Melbourne's role as a prime... research centre"*. Other government policies, both state and federal, are aimed at promoting the "clever country" and at enhancing both Victoria's and Australia's economic position through value-added exports and import replacement, which are underpinned by education and research capability.

The Strategic Options report discussed some of the possibilities for post-secondary education and research facilities at Docklands. It identified a potential location in the vicinity of Victoria Dock north which is close to the Parkville and Carlton education and research facilities and the CAD, and has the potential to link with existing and proposed communications and computing infrastructure.

Generally the proposal that education and research facilities be located in Docklands was well received during the first round of public consultation. Dissension centred on whether the concept of high technology actually equated with high value, and on funding priorities for educational and research infrastructure.

The Draft Strategy identified a 24 hectare site as suitable for an inner Melbourne campus. Located on the north side of Victoria Dock and extending north to the Moonee Ponds Creek estuary, the site has good access to the CAD and other inner northern and western tertiary educational institutions, has room for expansion, is close to open space and has excellent public transport potential.

Consultation input

During the second phase of consultation, the "Justice in the City" Project continued to press for justification of the "campus" proposal, there being concern that this may compromise planning by, or for, existing tertiary institutions. On the contention in the Draft Strategy that the area was ideally suited to a "campus" because it would provide a "tranquil environment", the City of Melbourne pointed to Melbourne University and RMIT as examples of busy, high-density campuses the characters of which were as valid for tertiary education as a park-like setting. There was also a view that more detail on economic development generally should be provided in the final report.

Conclusion

The Docklands Strategy in Sections 4.2.5 and 4.4.4 again proposes the area to the north of Victoria Dock as suitable for education and research purposes, as well as for housing. It acknowledges, however, that the description of the area as a "campus" has continued to be misleading and therefore refers to this land use under the general heading of "Education and Research".

The idea of a "campus" at Docklands has caused concern in the context of the debate about tertiary education funding and priorities. There is a level of concern particularly that an existing institution, such as RMIT, may re-locate its facilities from a central city site. The Strategy attempts to deal with this concern by emphasising the possibilities for post-graduate education.

The Docklands Strategy discusses several possible combinations of education and research activities. It is pointed out that Docklands presents locational advantages of proximity to the CAD and to the Knowledge Precinct, which, with the provision of advanced telecommunications infrastructure, could make it ideal for a clustering of education and research activities, together with related industry. As Docklands is part of the transport hub, a focus on research and development for advanced transport systems could be one element of concentration. Current Government policies in promoting industries such as information and communications technology, biotechnology, and health services could provide other elements.

While these possibilities are under consideration by the Docklands Authority, it must be recognised that the area proposed would take nearly thirty years to consolidate as Victoria Dock berths 16 and 17 are modern facilities. Some parts of the area may be available earlier, but the general amenity may be compromised by development on smaller or unrelated land parcels.

It is suggested, therefore, that housing could also be an appropriate land use in view of the proximity of social and physical infrastructure, should the education and research possibilities not proceed.

5.6.6

Industry

The Draft Strategy envisaged the replacement of some low intensity warehousing with other industrial uses. The areas identified were those generally adjacent to Footscray Road and Appleton Dock Road and, in the south, abutting the West Gate Freeway.

Consultation Input

During the second phase of public consultation the issue of new industrial land uses was raised. It was argued that the Draft Strategy provided for no additional industrial land stock, merely preserving some of the present industrial areas.

Considerable support was evident for a continuation and expansion of light maritime industry in Docklands. There was a call for provision of facilities to allow for such activities as chandleries, boat building, and mooring and launching of vessels. As well, a number of submissions noted that the port and maritime heritage of Docklands could best be maintained and exploited by the provision of light maritime industry in association with tourism and recreation. This could entail utilisation of existing buildings and structures which, the Historic Buildings Council submitted, have considerable potential for adaptive re-use. These maritime uses could be a feature of the area and contribute strength to its character.

Conclusion

The Docklands Strategy acknowledges the importance of maintaining and enhancing light maritime industry. It identifies North Wharf, South Wharf and Victoria Dock as areas where marinas could be established and suggests that light maritime industry should be an integral part of this activity. The Strategy also envisages light maritime industry occurring within the areas designated for entertainment, leisure and tourism at North Wharf, Central Pier and several of the existing port and rail buildings. Sections 4.2.4 and 4.2.6 of the Strategy are referred to here.

The Docklands Strategy, in identifying a 24 hectare area suitable for education and research, also proposed that this should encompass related business and light industry.

5.7

URBAN DESIGN

An area the size of Docklands in which virtually every land parcel will be redeveloped, will inevitably lend itself to broad visions for urban design. The Olympic Village proposal presented images of housing and recreational development at Victoria Dock, North Wharf and South Bank. *Melbourne's Docklands: A Strategic Planning Framework* also visualised housing, open space, mixed use and waterfront development. Neither of these initial sets of images foreshadowed major changes to the existing profile of the docks.

The first proposal that the land profile be substantially altered originated with the former Chief Executive of the London Docklands Development Corporation, Mr Reg Ward. Mr Ward envisaged the water drawn up over the rail tracks to Spencer Street. One major consideration for Mr Ward was the difficulty of dealing with a physical constraint as serious as that presented by Footscray Road and another was the prospect of providing the existing city with a ready-made waterfront.

The Strategic Options report dealt with the issue of urban design by referring to the precedents of Melbourne itself: the rigid form of the CAD grid; the traditional grid pattern of inner Melbourne; the vistas framed by buildings along major streets; and the Victorian tradition of formal and informal open spaces.

The Strategic Options did not propose major changes to the land profile. The focal nature of Victoria Dock was considered to provide the key to the overall planning for Docklands.

The first phase of consultation drew critical comments in relation to the limited range of urban design possibilities presented. Criticisms were directed to the lack of acknowledgement of alternative scenarios on a grander scale on the one hand, and to the constraints imposed by the infrastructure solutions, roads and bridges, on the other. The Royal Australian Institute of Architects was particularly critical in this regard as was the Royal Australian Planning Institute. A comment from the Australian Institute of Landscape Architects which captures the sentiment neatly was that the options emerged

"...from the same 'suburban mentality' that says you set out the roads first, then choose the land uses and then allocate areas which can't be developed, (because of flooding etc...) to open space. This is the standard suburban residential planning approach aimed to maximise return but it usually produces open space of limited use and certainly produces uninspired vision."

All the professional bodies supported an international design competition for Docklands to ensure Docklands was built as a model for future urban development. The expectation that Docklands should be a model was clearly articulated also by other individuals and groups in the consultation process.

The influence of heritage on urban design was a theme taken up by the National Trust, particularly in relation to maintaining the integrity of the city grid. That the maritime heritage of the area should form the iconography of Docklands was also argued by an urban design group which the Task Force set up, chaired by Prof. David Yencken of Melbourne University.

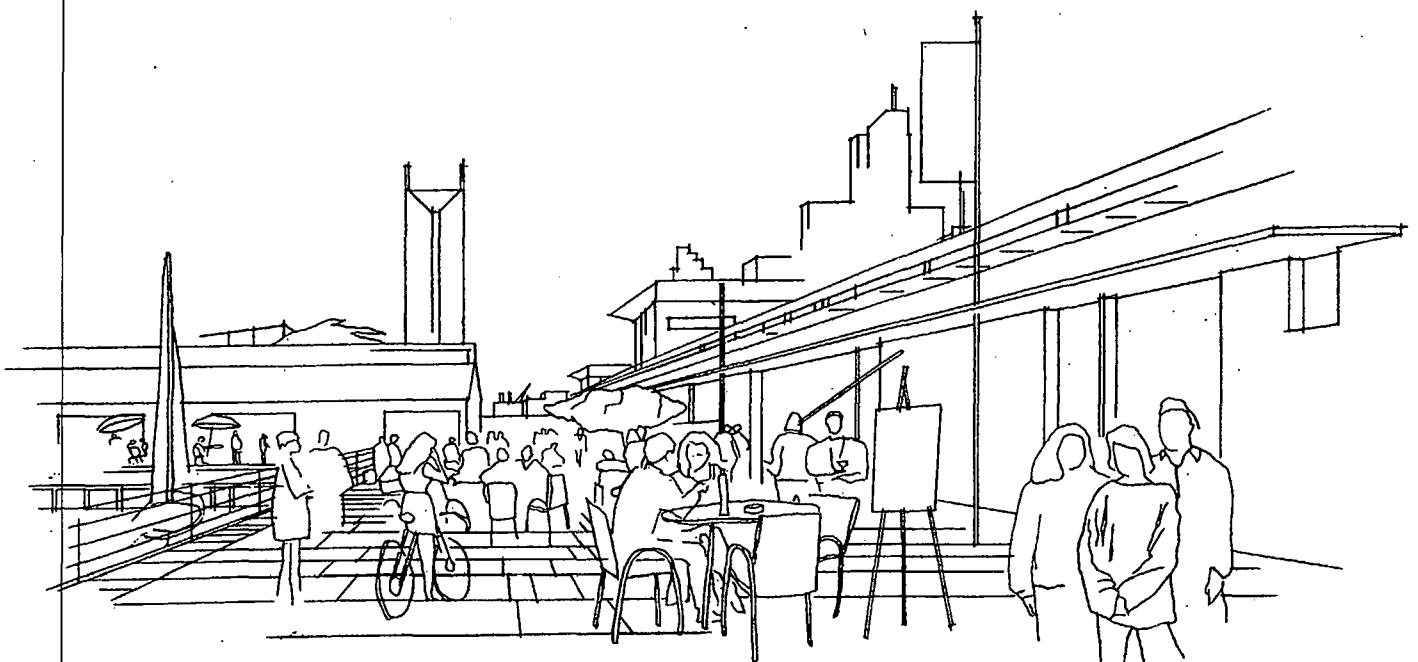
At the end of the first phase of consultation, two significant pieces of work were concluded. The first was a review of the City of Melbourne Strategy Plan of 1985. Entitled *Strategic Directions and Priorities* (July 1991), urban design considerations for Docklands were outlined which included:

- > the overall landscape theme should reinforce and build on maritime history and activity;
- > important views to the CAD should be preserved, for example from Docklands up Collins Street into the heart of the city;
- > open space provided in the development should make a major contribution to completing the ring of parks around the CAD: connection between areas of open space is essential, and consideration could be given to use of North Wharf piers for hard-edged open space.

The second was the *Docklands Heritage Study*, completed in September 1991. Among a number of significant recommendations affecting some 83 sites, was the recommendation that the profile of Victoria Dock be retained as of heritage significance and placed on the register of the National Estate. The National Trust accorded the Dock high significance and classified it accordingly.

The Draft Strategy recognised to a large degree both the retention of the profile of Victoria Dock and the overall importance of the maritime heritage of Docklands. Open space was also accorded greater significance and a more detailed treatment than it had in the Strategic Options report. The visual impact of the proposed Western Bypass extension by a bridge was recognised as were the opportunity to design for landmark sites and to provide for low-rise building heights.

While the Strategy imposed an overall view for the design of Docklands, that is, adoption of the existing land profile, implicitly there was recognition that the finer-grained detail of urban design should be encapsulated in guidelines at a later stage of development.



Consultation input

Consultation on the Draft Strategy saw urban design issues emerge in new ways. There was a greater concentration of interest on the detail of urban design and how this could be ensured and less on the grand vision, although this remained a problem for a few.

The City of Melbourne, in particular, endorsed the principles for Docklands redevelopment which had been proposed and supported the philosophy that the area should be a distinct entity from the CAD. The Council went further in suggesting that more specific design principles should be adopted in a planning schedule for Docklands. These principles included *"... the need to maximise activity at ground level; retention and development of a maritime theme to the waterfront; continuous public access to the waterfront; no overshadowing of the Yarra River; retention and development of key views and focal points. Similarly, the adoption of more detailed building envelopes for the initial phases of development should be specified through a planning scheme for the area..."*.

In teasing out some of these principles a little further, the City of Melbourne drew attention to the need to provide for continued use of the area by commercial shipping and not to restrict it to pleasure craft. There was an implicit criticism of the prospect of a Western Bypass extension bridge in this recommendation which was further emphasised in concern regarding a low-level pedestrian bridge over the Yarra River.

The need for heritage structures and places to be clearly noted within both the Docklands Strategy and a planning scheme was raised also in relation to urban design.

A group of academics in architecture from Melbourne University, RMIT and Victoria University made a number of comments in relation to a perceived lack of "urban design vision and rigour" in the Draft Strategy.

Some of the elements of this vision which they believed needed to be addressed included attention to the potentially powerful views from the harbour and river back into the city grid. Landmark buildings should avoid blocking these views. The group also believed that more detail was required in relation to height limits and tall buildings more generally.

The possibility was raised that six-storey residential and education use could overshadow and overpower heritage buildings on the wharf and there was a misunderstanding that a 12-storey zone was intended to accommodate office space. A better-argued approach to the location of landmark sites was also required.

In relation to diversity at Docklands, there was a view that tactics for achieving a mix of uses had been neglected. At the local scale, *"...issues of streetscape, massing, block size, setbacks and design diversity"* needed to be considered. It was proposed that three dimensional diagrams of the entire site would ensure a greater degree of accuracy and coherence in the urban design strategy.

The relationship between heritage and urban design, particularly as to how historic buildings and structures can affect the character of Docklands, was noted by a number of groups and individuals. The main points raised are covered substantially in the Section 5.8 Heritage below.

During both phases of the consultation, the Task Force sought comment and advice from groups representing people with disabilities. These included, in particular, the Association for the Blind, the Disability Resources Centre, the Paraplegic and Quadriplegic Association of Victoria and VICROD. While specific attention was focused on the development of public access on the waterfront paths identified by the Task Force, other more general points were made. It was stressed that careful thought needs to be given to definitions of disability and that the elderly, people with prams, shopping trolleys or luggage, and children all suffer from "disabilities" in some contexts. It is therefore clear that requiring access for people with disabilities in design guidelines provides a better design outcome for all people. It was also argued that the costs of providing such access are minimal when provisions are made at the design stage.

Conclusion

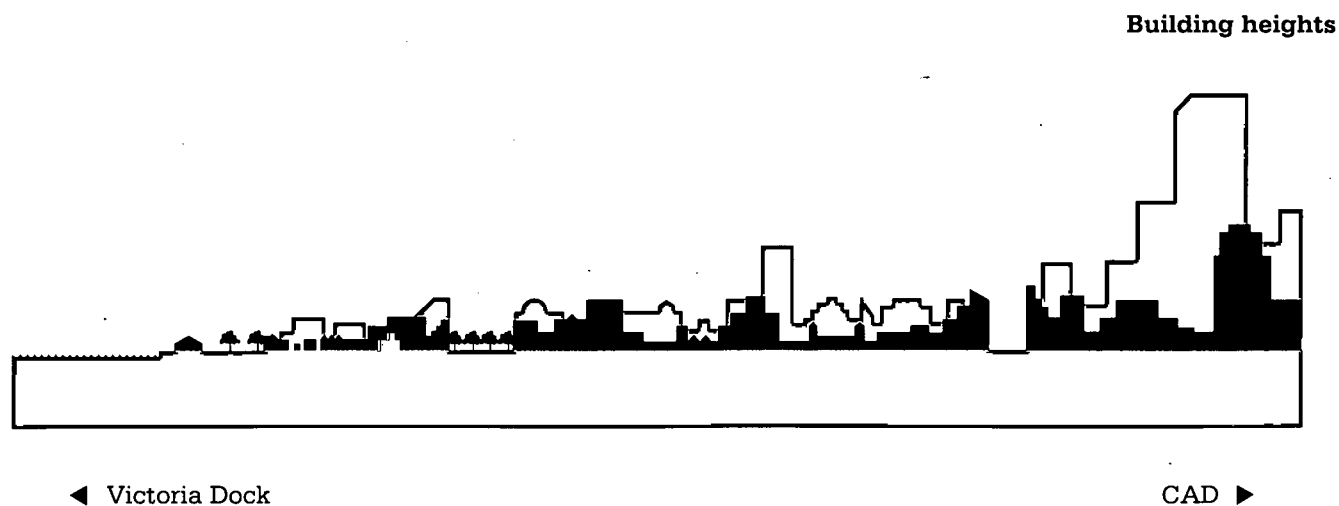
The Docklands Strategy presents a definite approach to the overall design of Docklands, in which the historic value of Victoria Dock is retained. In view of the overwhelming case for using the maritime activity and heritage of Docklands as the key theme in its redevelopment, there seems an apparent contradiction in pursuing a broad vision of major change to the land profile.

The approach taken is also a practical one, however, which recognises that the port will continue to operate economic facilities for some time to come and that, indeed, cargo ships may be replaced eventually by cruise liners at some berths.

In Section 4 of the Strategy, a vision is articulated of differentiation from the CAD; of using the 19th century town planning precedents on which Melbourne was based; and of creating an accessible, lively place in which the public can lay claim to the waterfront. Height limitation, built form and the use of landmark sites are acknowledged as important elements of the design of Docklands.

There is a view that at a more detailed level, the Strategy can only point in the direction of high quality urban design. Detailed urban design guidelines should be developed and principles encapsulated in a planning scheme for Docklands. The Task Force is in agreement with this view and proposes a number of features which should be accommodated in this way.

The Strategy emphasises also that consideration of the needs of people with disabilities will be one important aspect of achieving excellence in urban design at Docklands.



5.8

HERITAGE

The history of the area described as Docklands rests in its role as a transport hub for Melbourne for over a hundred years. Indeed, Victoria Dock which is a focal point of the Strategy, celebrates its centenary this year. The close proximity of the railyards is a further element in the strong historical context of Docklands.

The Strategic Options report noted the legislative base for Government support of the State's heritage and the administrative arrangement contained in the Planning and Environment Act and the Historic Buildings Act. In relation to Docklands, several buildings in the area are protected by their inclusion on various registers, such as the Railways Good Shed No. 2 on the Register of Government Buildings and the Queen's Warehouse at Blyth Street which is on the Register of the National Estate (Australian Heritage Commission).

While the protection of historic buildings has been strongly supported in the work of the Task Force, there was clearly a need for a further study to identify more specifically other buildings and places of heritage significance in Docklands. The Task Force therefore co-operated with the Historic Buildings Council in sponsoring the *Docklands Heritage Study*.

The need for an extensive evaluation of Docklands was the principal issue to emerge from the first phase of consultation. The other concerned the implications for the Hoddle Grid of extending Collins Street, summed up in a submission from Dr Kim Dovey of Melbourne University, who wrote:

"...the grid edge is an historical artefact. It defines, bounds, and articulates the city, it orients people within it, and it preserves the memory of the city's history."

The *Docklands Heritage Study* was completed in September 1991, just prior to the completion of the Draft Strategy. The study provided a history of the area and made recommendations concerning buildings and other structures within its boundaries, including archaeological sites. Among the more significant recommendations was the retention of the profile of Victoria Dock, its berth faces, sheds and paving, as well as various buildings and fragments of Spencer Street station in the railyard.

The approach taken to heritage in the Draft Strategy recognised that the status of these recommendations was by no means certain until they had been considered formally by the Historic Buildings Council and other interested bodies. The integrity of Victoria Dock was recognised, however, as was the significance more generally of Docklands' heritage to future planning for the area. Indeed, sustaining heritage values was emphasised in the Draft Strategy as a principle for redevelopment. The significant impact which the area's heritage can have on urban design was raised as a strategic issue together with the potential conflict between preservation on the one hand and development on the other.

The need to ensure proper and authentic integration of heritage buildings, places and artefacts in an urban context, rather than preserving isolated monuments to the past in an alien setting, was a particular concern.

Consultation input

Much was made of heritage issues in the second phase of consultation by all the relevant groups and by individuals as well. While the treatment of heritage per se in the Draft Strategy was regarded generally with favour, there were frequent expressions of concern in regard to the impact of certain major infrastructure proposals. The extension of Collins Street and of the proposed Western Bypass by a bridge were two such proposals.

The National Trust of Australia, for example, is unreservedly opposed to the Collins Street extension on two grounds: the distinct historical entity of the city grid and the impact of the extension on certain significant heritage structures.

The strong "edges" formed by the development of a ring of open space and railway lines, especially along Spring, Flinders and Spencer Streets, and the termination of some streets by public buildings, are considered essential parts of Melbourne's urban character.

This character was bound to be compromised by lining the extension with small buildings.

Again, the Trust noted the likely demolition of at least half of Goods Shed No. 2 in the path of the extension.

The Trust proposed that access to Docklands be achieved via the existing Flinders Street Extension and possibly an extended La Trobe Street. The termination of Collins Street by a "monumental" building, such as is the case with the Old Treasury Building at the other end of Collins Street, was considered more appropriate to Melbourne's heritage. A three to four storey building would not impede the view into Docklands from the William Street hill.

The Trust generally was not supportive of a proposed 11m bridge as the extension of the Western Bypass, principally because of its capacity to limit maritime users of Docklands. Ocean-going vessels such as passenger or sailing ships would find Docklands inaccessible. A bascule or opening bridge was suggested, of "landmark" design quality. It was contended also that

"... Without the notion of extending the CBD into the Docklands, the 'barrier' of a major traffic artery need not be overcome. Sufficient amenity could be achieved... by ensuring the (proposed Docklands Road) runs adjacent to the railways tracks..."

The character of Docklands was also of interest to the National Trust which argued that the heritage of the area should inform much of the development. Significant structures should be re-used and items retained which lend character. Creative controls for built-form and guidelines for new structures should be considered as part of the next phase of development.

"The existing built-form of large, often long structures scattered over a large area may form the basis for the creation of a unique and cohesive urban character for the Docklands."

The retention and development of a maritime theme to the waterfront as part of the design emphasis was also supported by the City of Melbourne. Council proposed further that historic buildings be re-used and that both the Strategy and a Docklands planning scheme clearly note and identify structures and locations. Speedy consideration of the recommendations in the Heritage Study by the Historic Buildings Council was recommended.

The continued use of the docks by ships and smaller craft could add to the interest and vitality of Docklands and maintain the historic maritime tradition, according to the Historic Buildings Council. The Council proposed that the Yarra River be spanned in such a way as to allow marine craft to continue to use the river and Victoria Dock.

The re-use of existing buildings, sensitively adapted, was also commended by the Council. The cargo sheds, for example, could be converted almost immediately and at low cost. The suggestion in the Draft Strategy of an Interpretive Centre or Museum of the Port as one particular use for these buildings was therefore supported by the Historic Buildings Council.

The extension of Collins Street was also a concern to the Council for heritage reasons among others.

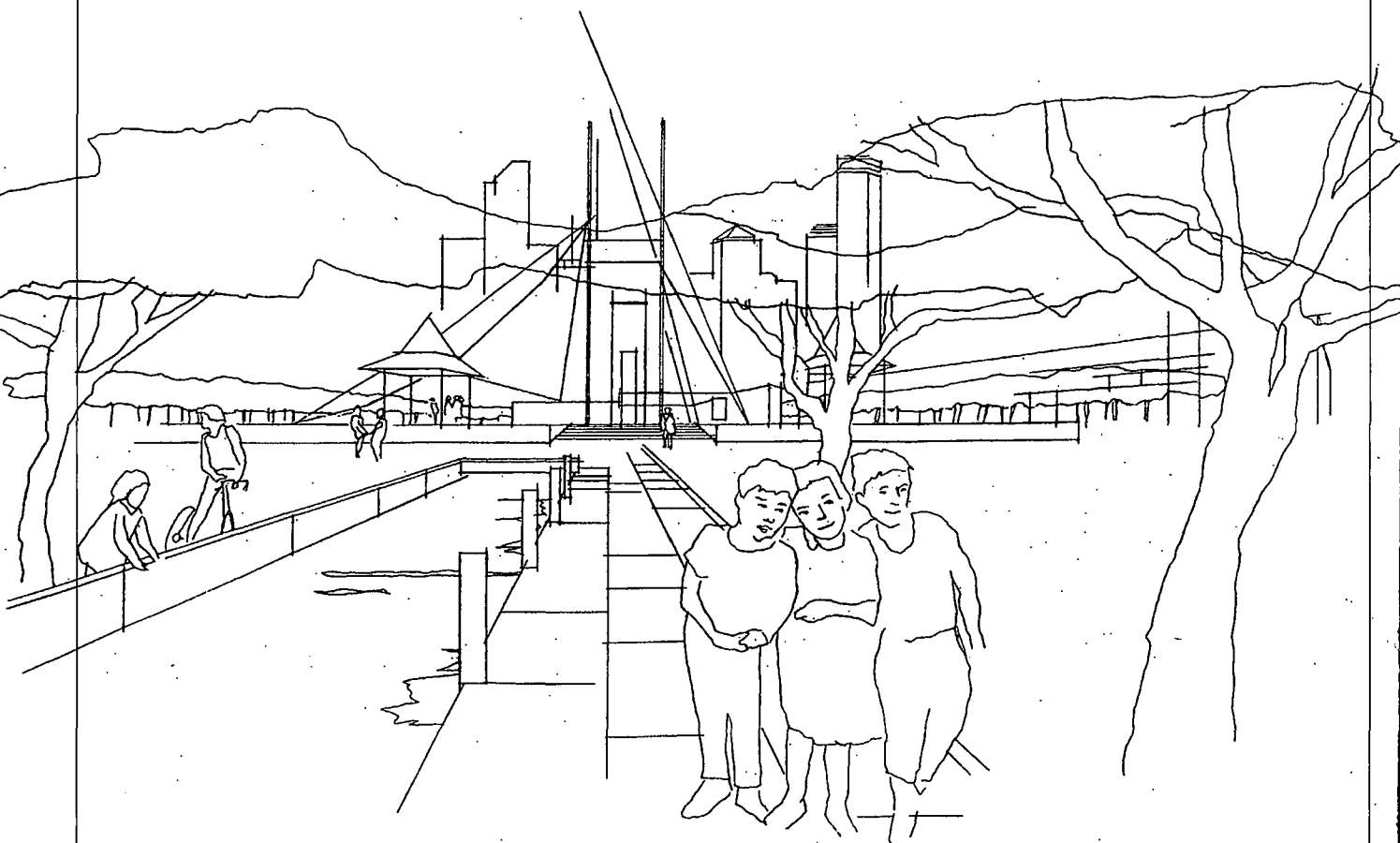
If there was a general problem about the Draft Strategy, it related to the degree of caution about heritage which the Council interpreted. The view was expressed that historic buildings and places had been treated as a constraint, rather than as an opportunity, for Docklands development.

Conclusion

Despite the concerns of the Historic Buildings Council, the Task Force has reiterated in the Docklands Strategy its view of the significance of the heritage of the area. The profile of Victoria Dock is retained as the key feature of the urban design of Docklands and provision made for retention and re-use of buildings and structures. More importantly, the Strategy articulates a philosophy of heritage values which is summed up in a principle for redevelopment:

"The essential character of Docklands is derived from its economic and social history as the maritime and freight centre of Victoria and from its waters edge location. The identified remnants of major heritage significance which sustain its historic character and quality should be retained and given appropriate statutory protection."

However, the Task Force itself has concerns about the argument that, by extending two of the east-west streets, Collins Street and La Trobe Street, the nature of the city grid is violated. It is at least arguable that the grid has been breached already to the south, north and east. In addition, it is difficult to see how else the objective of bringing the city to the water may be achieved. The Strategy therefore allows for Collins and La Trobe Streets to be extended and for Bourke Street, which cannot be extended sympathetically, to remain a pedestrian and view corridor (see Section 4.3).



Gasworks Park

5.9

ENVIRONMENT

5.9.1

Greenhouse effect

It is Government policy that substantial reductions be achieved, by the year 2000, in the emission of gases that contribute to the Greenhouse effect. The implementation of this policy is to be achieved by such strategies as more efficient public transport, increasing energy efficiency in both public and private buildings, and attempting to ease traffic congestion. All of these particular strategies can be incorporated into redevelopment of Docklands.

During the first phase of consultation following release of the Strategic Options report concern was expressed regarding both the dangers of flooding in Docklands due to the Greenhouse effect, particularly in designated housing areas, and whether the provision of the planned transport network in Docklands was necessary if the Greenhouse effect (combined with depletion of fossil fuels) caused sufficient public concern as to result ultimately in a significant reduction in vehicle numbers.

The Draft Strategy advocated that Docklands redevelopment was ideally suited to put into practice some of the advances in minimising the emission of Greenhouse gases. It stressed that the dangers expressed about the possibility of flooding as a consequence of the Greenhouse effect were remote, even faced with a 1 in 300 year flood surge, providing that the existing integrity of berth faces were maintained and similar land levels to the Sandridge Development (2.0 metres) occurred.

During the second phase of consultation the Greenhouse effect was mentioned only once. In a written submission, one person cautioned against the possibility that, despite calculations about a rise in sea levels as a result of the Greenhouse effect and due allowance having been made, the current predictions may have underestimated the effect.

5.9.2

Contamination

Requirements contained in Victoria's environmental protection legislation encapsulate Government policy in the area of ground contamination. Where there is the possibility of contamination of surrounding areas the site must be cleaned up. However, capping to ensure fixation or isolation of the contaminant is acceptable in cases where clean-up is impractical or where proposed land use permits.

The Strategic Options report noted that although contamination exists in the Docklands area it is at a manageable level with the exception of two sites, the former West Melbourne Gas Works on North Wharf and a part of the north east section of the railyards. On these two sites the degree of clean-up required would be dependent upon the intended land use.

Attention during phase one of the consultation focused on the extent of contamination, the impact of clean-up costs, and the question of who should pay for such clean-up.

The Draft Strategy proposed that the degree of clean-up to be carried out should be commensurate with the proposed use of the site. In relation to the former gasworks at North Wharf, a park in a formal, European style was proposed after appropriate capping with clean fill. This solution was supported by the Environment Protection Authority.

Only one submission was received during the second phase of the public consultation process which referred (somewhat obliquely) to the issue of soil contamination. The "Justice in the City" Project, in the context of arguing that the development of Docklands was not in the best interests of Melbourne, contended that *"as much of the area as possible be cleaned up and used as open space"*.

The Docklands Strategy notes the areas where contamination is evident and provides more detail of the proposed Gasworks Park in Section 4.2.2.

5.9.3 Coode Island

During the first phase of consultation concern was expressed about the close proximity of the proposed Docklands development to Coode Island, with the suggestion being made that the two were incompatible and that, therefore, redevelopment for housing and employment purposes was not appropriate. The Draft Strategy pointed out that the Coode Island Review Panel was to make its recommendations to Government as to ways of resolving risks associated with the facility, including relocation of hazardous materials.

During the second phase of consultation it was reiterated that the problem of Coode Island needed to be resolved before the Docklands redevelopment proceeds. In the meantime, Mr Eric Mayer, Chairperson of the Docklands Authority had called for a solution to the problem posed by the proximity of Coode Island.

The Coode Island Review Panel was established by the Government to make recommendations on the options for the storage of hazardous materials. The Panel initially identified seven potential sites, one of which was an upgrading of the existing facility at Coode Island. The Panel later narrowed the preferred sites down to three and in April 1992 the Government announced that hazardous chemicals would be relocated from Coode Island to west Point Wilson in accordance with the Panel's final recommendation.

5.9.4 Soil conditions

The soil conditions generally existing in Docklands are such that deep piling would be necessary to support buildings of a height greater than two or three storeys. Some cost penalties would be incurred for medium-rise residential and commercial buildings in all areas except a small part of the rail yards.

Submissions during the first round of consultation expressed concern that the poor soil conditions would inhibit construction to such an extent that development ought not proceed. The Draft Strategy pointed out that, despite the existence of poor soil conditions, a comprehensive study undertaken on behalf of the Task Force had shown that development remained viable.

No submissions or comments were received regarding soil conditions during the second round of public consultation.

5.9.5 Pollution

Of particular concern during the first stage of the public consultation process was the likely effect of such a large scale project in such areas as noise, vehicle emissions and negative aesthetic effect caused by the increased traffic flow and the ways of dealing with this, such as the Western Bypass. Others felt that existing pollution problems of litter, raw sewage and drainage would need to be resolved prior to any new development to ensure the situation was not exacerbated.

The Draft Strategy recognised the need for Docklands redevelopment to conform to Government policies in regard to pollution control and prevention.

No submissions or public comments were received regarding pollution during the second round of public consultation.

5.10

TRANSPORT

Transport was an issue which drew much comment during both phases of the consultation process. The transport framework proposed in the Draft Strategy was based on the following objectives:

- > the bulk of trips within Docklands should be provided by public transport and walking;
- > public transport should provide access as directly as possible to Docklands, both from the CAD and surrounding areas;
- > heavy freight traffic (to/from the port and rail terminals) should bypass the Docklands development;
- > through-traffic should travel around rather than through Docklands;
- > parking policy should encourage public transport usage;
- > pedestrian precincts and linkages should facilitate ease of movement in high density areas;
- > bicycle paths should provide access and links into existing networks.

Discussion of the comments made during the consultation process is arranged under the following general headings:

- > Western Bypass
- > Internal road network
- > Traffic impacts
- > Public transport
- > Webb Dock rail line
- > Traffic calming, pedestrians and bicycles
- > Car parking
- > Water transport

5.10.1

Western Bypass

Up to 48,000 vehicles per day, about 20% of which are trucks, currently use Footscray Road. This figure is expected to increase to 57,000 with the development of Docklands but without the construction of the Western Bypass. With the construction of the Western Bypass between the Tullamarine Freeway and Footscray Road, traffic is anticipated to increase to about 70,000 vehicles per day.

The Draft Strategy argued that it is desirable to improve the Docklands waterfront environment by removing through-traffic from Footscray Road and from Docklands. It proposed an extension of the Bypass from Footscray Road to the West Gate Freeway, connecting with the West Gate Freeway with an interchange on an alignment with Graham Street. Graham Street would be truncated to the south of the Freeway to prevent traffic flowing through surrounding suburbs.

The preferred alignment in the Draft Strategy was on the western side of Moonee Ponds Creek and would allow the PMA to develop Appleton Berths E and F but not G. A variation to that alignment to allow Appleton G was considered but not favoured because of its adverse impact on open space proposals at the estuary of the Moonee Ponds Creek and on the area of developable land at north Victoria Dock.

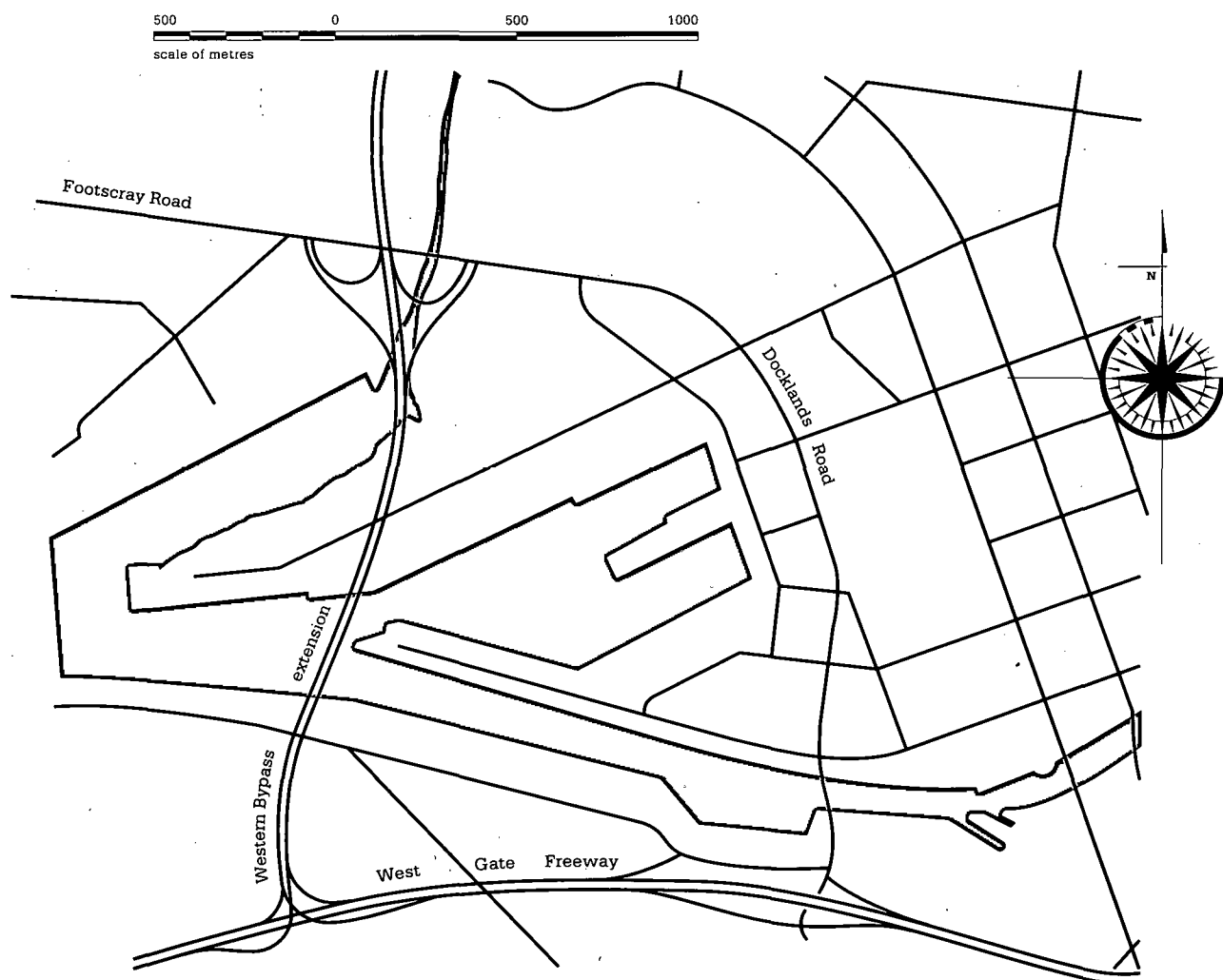
The Western Bypass extension was proposed as an elevated structure with the section bridging the Yarra providing a clearance of 11 metres which is sufficient for most ferries, yachts and tourist craft expected to use Victoria Dock and the river upstream, but would mean that the commercial shipping could not continue upstream.

Ramps on the northern side of Turner Street to link industry and port facilities north and south of the river were examined but were to be adopted only if traffic intrusion into the residential areas of Port Melbourne could be minimised.

In summary, the Draft Strategy proposed that the best solution to the problem of through-traffic was the early construction of the Western Bypass extension to the West Gate Freeway. However, if this were not possible for funding or port-related reasons, then either Footscray Road or the proposed Docklands Road should carry through-traffic in the interim. The choice of interim measures would depend on the likely completion date of the Western Bypass extension and the timing of Docklands development.

It was also noted that the proposal to construct the Western Bypass and its extension would raise questions about what is proposed at the eastern end of the West Gate Freeway. The Draft Strategy suggested that the concept of a Southern Bypass tunnel linking the West Gate Freeway and South Eastern Arterial warranted further investigation by Government.

Western Bypass bridge



Consultation and research input

The proposed extension of the Western Bypass continued to attract comment during the second phase of consultation. Opinion is varied as to whether the Western Bypass and its extension are the most appropriate ways of managing north-south through-traffic. Related issues which attracted comment include the alignment and form of the extension, its timing and its relationship to the proposed tunnel under the Domain (Southern Bypass).

Supporters of the Western Bypass and its extension include the City of Footscray, the Northern Region Commission and a number of individuals. The City of Melbourne supports the Bypass in principle, subject to more detailed assessment and the City of Williamstown suggested that it needed to be planned in the context of the proposed Southern Bypass under the Domain.

In its submission to the Task Force, VicRoads argued strongly that the Western Bypass and its extension were required as soon as possible. This view was supported at a seminar on transport issues organised by the Task Force and attended by a range of recognised traffic and transport planning experts and by the Task Force's Transport Working Group, which drew representatives from the transport agencies and the port.

Several groups are opposed to the Western Bypass and its extension. "Justice in the City" argues that it is not appropriate to build more freeways because of the problems associated with pollution, the risk of encouraging vehicle use and the expense involved. The City of Brunswick expressed its concern that the Task Force had "assumed" that the Western Bypass would proceed. At a seminar organised by RMIT the Public Transport Users Association questioned whether the Bypass would in fact proceed. The cities of Port and South Melbourne are concerned about possible traffic impacts in their municipalities while the Committee of Six Mayors (representing the municipalities of Brighton, Mordialloc, Port Melbourne, Sandringham, St Kilda and South Melbourne) was concerned about impacts on Beach Road traffic volumes.

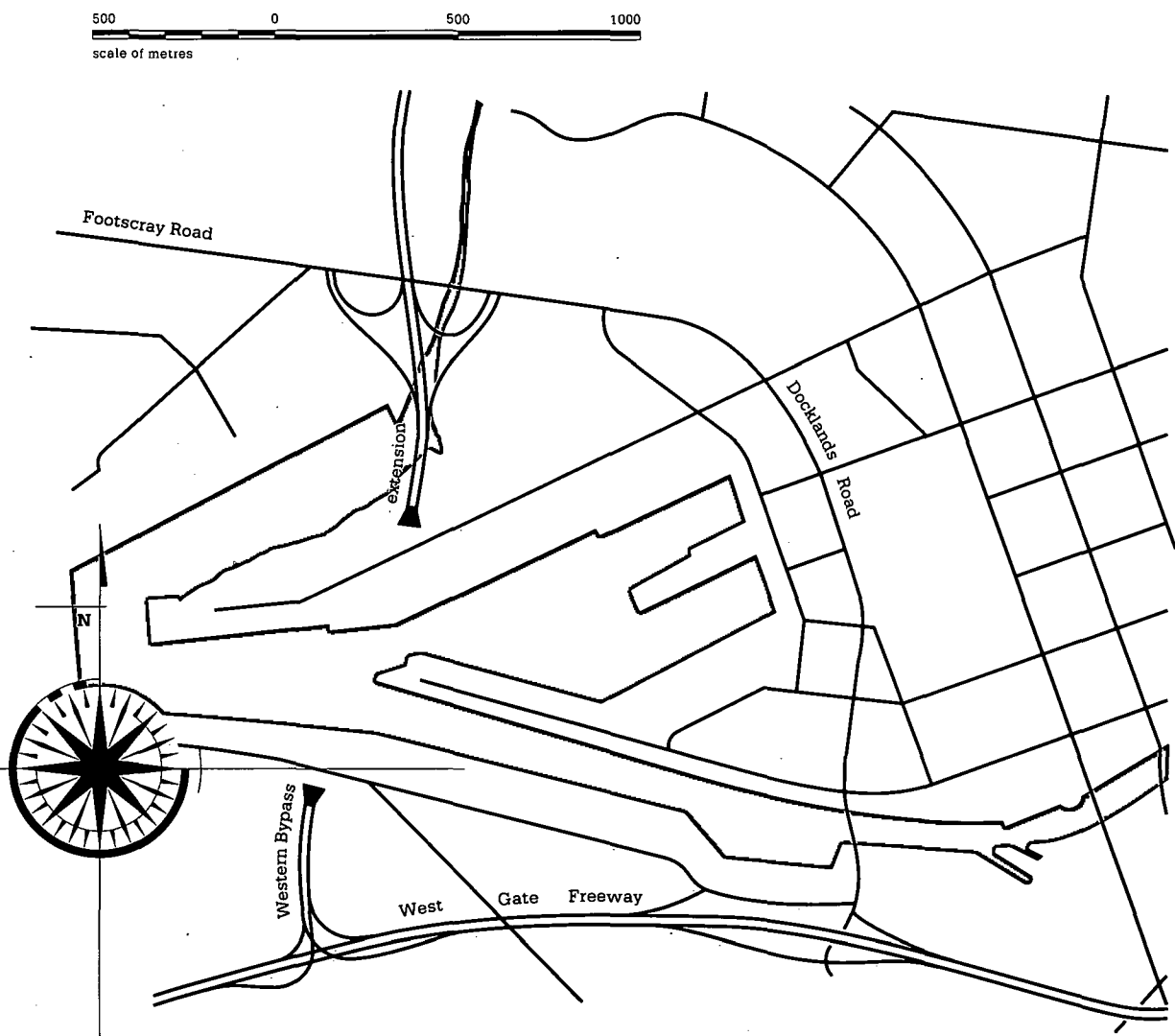
Other groups and individuals were concerned about the alignment and form of the Bypass extension. The Port of Melbourne Authority, the Victorian Trades Hall Council and "Justice in the City" argued that provision must be made for the future expansion of Appleton Dock. The Moonee Ponds Creek Association argued that the Western Bypass extension should be aligned to keep clear of the estuary of the Moonee Ponds Creek and its environs.

The Transport Working Group favoured an alignment on the western side of Moonee Ponds Creek which allowed for the full construction of Appleton Dock.

Others were concerned about the impact of a bridge over the Yarra. Some expressed concern about the visual impact of a bridge, particularly if the Webb Dock rail line crossed the Yarra River on a bridge. A more common concern was the impact of a bridge on shipping, especially commercial shipping. The City of Melbourne, the Moonee Ponds Creek Association, the Port of Melbourne Authority and many individuals expressed this view. The National Trust suggested that the potential for an opening bridge be investigated. Many of these groups suggested that traffic could be effectively routed through Docklands, either on the proposed Docklands Road or by means of some sort of tunnel either on an alignment close to Footscray Road or adjacent to the Moonee Ponds Creek.

The City of Melbourne argued that Footscray Road, realigned to an easterly position, could provide a link between the Western Bypass and the West Gate Freeway at least as an interim measure. In order to prevent this road acting as a barrier, it was suggested that it could take the form of a purpose-built cutting, a cut and cover or a tunnel. The National Trust also supported the realignment of Footscray Road to handle through-traffic. Vic Roads is opposed to this view.

Western Bypass tunnel



Support for the bridge was also evident, however. A number of individuals and, in particular VicRoads, supported an elevated structure. VicRoads' submission to the Task Force discussed the option of a tunnel under the Yarra on an alignment adjacent to the Moonee Ponds Creek but concluded that this option, while possible, was not preferred because it would cost significantly more than the bridge, and had operational and safety disadvantages.

There were also significant concerns about the potential traffic impacts of the Western Bypass extension in surrounding areas. Whilst some saw it as assisting in reducing traffic in areas to the north and west of the city, others were seriously concerned about impacts south of the Yarra River. In this context individuals, the City of Williamstown and professionals who attended the Task Force's transport seminar argued that it should proceed in concert with the Southern Bypass as part of a metropolitan traffic plan. Others highlighted problems associated with timing, particularly if traffic volumes in Docklands grow significantly prior to construction of the Bypass. The desirability of ramps at Turner Street was also questioned by residents of Port Melbourne.

Residents and Councils of southern suburbs, especially in Port Melbourne, were very vocal in expressing their concern about increased traffic in their area, caused by the Western Bypass and development of Docklands. These concerns are dealt with specifically in Section 5.10.4 "Traffic Impacts" of this report.

Conclusion

Community opinion on the Western Bypass and extension is divided. While there is some community support for the Bypass and extension and a solid basis of support from transport agencies and those professionals who attended the transport seminar, concerns were expressed about specifics of the proposal i.e. alignment, visual impact of a bridge, its effect on shipping, and traffic impacts in southern suburbs.

The Strategy has assumed that the Western Bypass will be constructed because it has been Government policy for some time and because the Premier recently announced the Government's intention to call for expressions of interest on its construction and on that of the Southern Bypass.

Consideration of the implications of this for Docklands has demonstrated the need to find a route outside Docklands which will provide an efficient link between the Tullamarine and West Gate Freeways while minimising impacts on neighbouring areas. Accordingly, the Strategy advocates the construction of a Bypass extension to the west of Docklands on an alignment with Graham Street.

Nevertheless, the Strategy has tried to accommodate these concerns raised during consultation in the following ways:

- > an alignment for the Western Bypass and extension has been adopted which allows for the full development of Appleton Dock, including Appleton G. This decision was also influenced by the pivotal role that the South Dynon Container Terminal will play in the national rail freight network;
- > a tunnel has been suggested as a possible alternative to the Western Bypass extension bridge. In Section 4.3 of the Strategy, ways of providing for a tunnel are outlined and the costs and benefits of either option are detailed. The possibility of a tunnel emerged from exploration by VicRoads of ways in which cruise liners could be accommodated at Victoria Dock, an opportunity which the Docklands Authority has expressed interest in pursuing. A tunnel would allow limited commercial shipping to use Victoria Dock, however, access would be closed for some 8-12 months while construction occurred in the mouth of the Dock;
- > the Strategy identifies the traffic impacts of Docklands development (Section 4.3.3.3) and the issue is considered more fully in the following pages.

The Government has called for expressions of interest in the construction of the Western Bypass to be built in two stages, Stage 1 being from the Tullamarine Freeway to Footscray Road and Stage 2 being from Footscray Road to the West Gate Freeway, and for the Southern Bypass including the tunnel under the Domain. These infrastructure projects would be privately funded under the *Infrastructure Investment Guidelines* and, it is understood, considerable private sector interest exists.

5.10.2 Internal road network

The internal road system should provide for circulation within Docklands for trams and buses and for linkages to the CAD and beyond. Traffic demand predictions by Vic Roads in 1991 have indicated that additional road connections are required between the CAD and Docklands, irrespective of the type of redevelopment which occurs.

The major components of the internal road system proposed in the Draft Strategy were:

> Docklands Road

A new north-south road to the east of Footscray Road and adjacent to the rail corridor, carrying north-south through-traffic. It would allow Footscray Road to become a waterfront boulevard serving local traffic.

> Collins Street extension

Collins Street would be extended into the Docklands area, curving slightly to the north parallel to the line of North Wharf.

> Flinders Street Extension

Flinders Street would be upgraded to carry trams into Docklands.

> Dudley Street

With the construction of the Western Bypass to Footscray Road, Dudley Street would carry heavy traffic. This would be reduced significantly with the completion of the Bypass extension to the West Gate Freeway.

> La Trobe Street extension

La Trobe Street would be extended into Docklands providing direct links between the CAD and Footscray Road.

The Draft Strategy noted that there was considerable debate about the desirability and need to extend any city streets. The existing view corridors, westwards from William Street, create an important relationship between the city and the water and should be preserved. It is logical that thoroughfares follow the same alignment.

Consultation and research input

Comment was made during the second phase of consultation on a variety of the features of the road network for Docklands proposed in the Draft Strategy.

The City of Melbourne was one of a number of groups and individuals who believe that Collins Street, if it is to be extended, must be extended at grade. Council's preference is for development to occur in the early stages along the Flinders Street Extension and adjacent to the Yarra River. Others, including Dr. Kim Dovey from Melbourne University and the National Trust, oppose the extension of Collins Street. Dr. Dovey's submission proposed the creation of a boulevard along Flinders Street Extension winding around various heritage structures. The Historic Buildings Council called for consultation about the impact of any extension on heritage structures, especially Goods Shed No. 2. Others pointed to the need to plan the extension in the context of proposals to redevelop Spencer Street Station.

In January 1992 the Minister for Major Projects, Jim Kennan, announced that he had requested that the Docklands Authority begin a feasibility study into the extension of Collins Street into Docklands.

Others implicitly or explicitly supported the extension. The City of Williamstown emphasised the importance of links between Docklands and the CAD and the Northern Region Commission expressed its "interest" in the Collins Street extension.

A submission from Mr R Storey proposed that Collins, Bourke and Lonsdale Streets terminate at Spencer Street with landmark structures and that La Trobe Street be "... extended at an angle in order to 'arrive' at a point from which access to the water is clear." Other individual submissions stressed the importance of preserving view corridors and vistas, particularly from the city to the water. Dr. Dovey and the Northern Region Commission highlighted the importance of links to the north and north-west.

The Historic Buildings Council also argued that the "boulevard" concept proposed for Footscray Road may not be appropriate and that a more urban, hard-edge design treatment may better reflect the urban-port ambience of the area.

The Transport Working Group concluded that:

"Overall, the road network proposed by the DTF would encourage travel to, from and within the Docklands development by public transport. The proposed Western Bypass would provide for through-traffic and freight traffic. This would allow the proposed internal road network to support road-based public transport and provide sufficient capacity for goods, services and emergency vehicles and reasonable usage by private cars. The proposed road layout would ensure low levels of motor vehicle travel demands along the waterfront boulevard and within the residential precinct."

Conclusion

There was a divergence of view during the consultation process about the desirability of extending CAD streets with particular attention focusing on Collins Street and the specific question of whether it should be extended at-grade.

The Docklands Strategy assumes that the Collins Street extension will proceed, following a decision by Government in January 1992.

The Docklands Authority is currently directing a consultants' study into the detailed planning for the extension. Part of the consultants' brief concerns examination of the options for an extension at-grade and by rising over the rail tracks. Urban design aspects of the extension, including preservation of view corridors and landscaping are part of the brief also.

The Task Force agrees that the Transport Interchange should be part of the thinking about Collins Street and Section 5.2.1 of the Strategy alludes to this point.

5.10.3 Traffic impacts

The Strategic Options report noted that traffic impacts would vary with the intensity of land uses proposed under each strategic option. It concluded that the Western Bypass could be extended to relieve traffic volumes on Docklands Road, Spencer Street and King Street. It also noted that Docklands Road would not be an adequate alternative to the Western Bypass in the medium to long term. Docklands Road would significantly reduce traffic volumes on Footscray Road allowing it to become a waterfront boulevard serving a local traffic function.

Utilising figures provided by VicRoads based on the land use scenario proposed in the Draft Strategy, the Transport Working Group suggested that the full development of the whole of Docklands will generate approximately 140,000 private vehicle trips per day.

Estimates of traffic impacts show that with Docklands fully developed (over 20-30 years) traffic volumes in Port Melbourne, South Melbourne and St Kilda could increase by up to 15%, 4% and 1% respectively. The construction of the Western Bypass and its extension could add slightly to these figures, particularly in Port Melbourne.

The Transport Working Group concluded that:

"The majority of traffic increase can be attributed to the Docklands development. The increase is more pronounced within the Port Melbourne area but tends to dissipate towards the south where traffic has the opportunity to use a range of routes as it does now."

With respect to North and West Melbourne, estimates show that full development of Docklands could result in a 10% increase in traffic in roads crossing Victoria Street from Peel Street to the west. However, construction of the Western Bypass and its extension could mean that traffic on these roads could be decreased to two-thirds of current levels.

The Draft Strategy proposed that traffic impacts of the Western Bypass extension on local streets in the southern suburbs would be minimized by terminating the Western Bypass extension at the West Gate Freeway in a "T" interchange so that traffic could not flow directly onto the local street system and by truncating Graham Street north of Williamstown Road. It also proposed that the issue of access ramps at Turner Street be reviewed in the light of possible traffic impacts in Port Melbourne.

The Draft Strategy also noted other traffic impacts including:

- > the interchange between the West Gate Freeway and Charles Grimes Bridge would be subjected to very heavy traffic, limiting motor vehicle access to Docklands;
- > movement into Docklands from the east would be limited through the mixed train and motor vehicle use and general capacity limitations along Flinders, Collins, La Trobe and Dudley Streets east of Spencer Street;
- > a car parking limitation policy would help avoid the generation of large volumes of local traffic.

Consultation input

Discussion about traffic impacts in the second phase of consultation focused on potential detrimental effects in suburbs south of the Yarra.

Much of the concern emerged from the cities of South and Port Melbourne. Port Melbourne residents, in particular, are concerned about the possibility of increased traffic volumes (especially heavy traffic) in their area.

Specific concerns related to the potential for traffic from the Western Bypass extension to flow through local streets. VicRoads argues, however, that provision of a "T" intersection at Graham Street would minimise such intrusion. Port Melbourne residents were also particularly concerned about the possibility of on-off ramps at Turner Street.

Concerns were also voiced at a number of public meetings about the possible impact of traffic generated by a casino at Docklands.

The Graham Street Traffic Committee argues that access ramps should be constructed at Ingles Street in Port Melbourne so that traffic would not have to travel through the residential heart of Port Melbourne. They also argue that a workable traffic management program should be devised.

Broadly speaking, these concerns can be summarised by the view that development at Docklands should not be at the expense of amenity in surrounding areas. In this context the Committee of Six Mayors expressed its opposition to "...any connection of the Western Bypass to the West Gate Freeway which leads to an increase in Beach Road traffic". The Foreshore Residents Association voiced similar concerns.

Conclusion

Traffic impacts have been a concern to the community throughout both phases of consultation.

The Strategy outlines the traffic impact of the development of Docklands and of the Western Bypass (Section 4.3.3.3) and suggests a number of measures which could help with amelioration. A "T" interchange at the junction of the Bypass and the West Gate Freeway and the truncation of Graham Street should minimise seepage of Western Bypass traffic into Port Melbourne. The Strategy also recommends that the Docklands Authority in conjunction with VicRoads should consult with Port Melbourne and South Melbourne councils in order to devise traffic management projects aimed at minimising traffic impacts.

With respect to the proposal that access ramps could be provided at Ingles Street, VicRoads advises that this would channel existing traffic into other residential areas along Ingles Street south and Pickles Street. Because of its proximity to the Montague Street interchange, the western ramps to/from Montague Street would have to be removed, putting more pressures on Ingles Street. If the Western Bypass extension was built, the only possible location for its interchange is at Graham Street, midway between the Todd Road and Montague Street interchanges. These must be kept open to provide access between the local arterial road system and the West Gate Freeway. Graham Street would be truncated north of Williamstown Road and would not be connected to either the Western Bypass or the West Gate Freeway, relieving it of much of the through-traffic it carries today.

5.10.4 Public transport

Planning for Docklands has consistently emphasised the importance of efficient and effective public transport systems to, from and within Docklands, minimising the use of private vehicles. The proximity of Spencer Street Station as a major public transport node has been recognised, as has the possibility of extending existing train and tram services.

The Draft Strategy proposed that the development of a multi-modal Transport Interchange at Spencer Street Station and the concentration of high density land uses in its vicinity would present opportunities for increasing the proportion of journeys to the CAD by public transport. Through the Transport Interchange, Docklands will be linked to the metropolitan and country rail system and Melbourne Airport, when the Rapid Transit Link proceeds. No extension of the heavy rail network into Docklands is envisaged. Tram services would be extended to integrate Docklands with the CAD. While internal travel within Docklands would primarily be by tram or by walking, opportunities exist for the expansion of bus routes into Docklands. Taxi services would also be available.

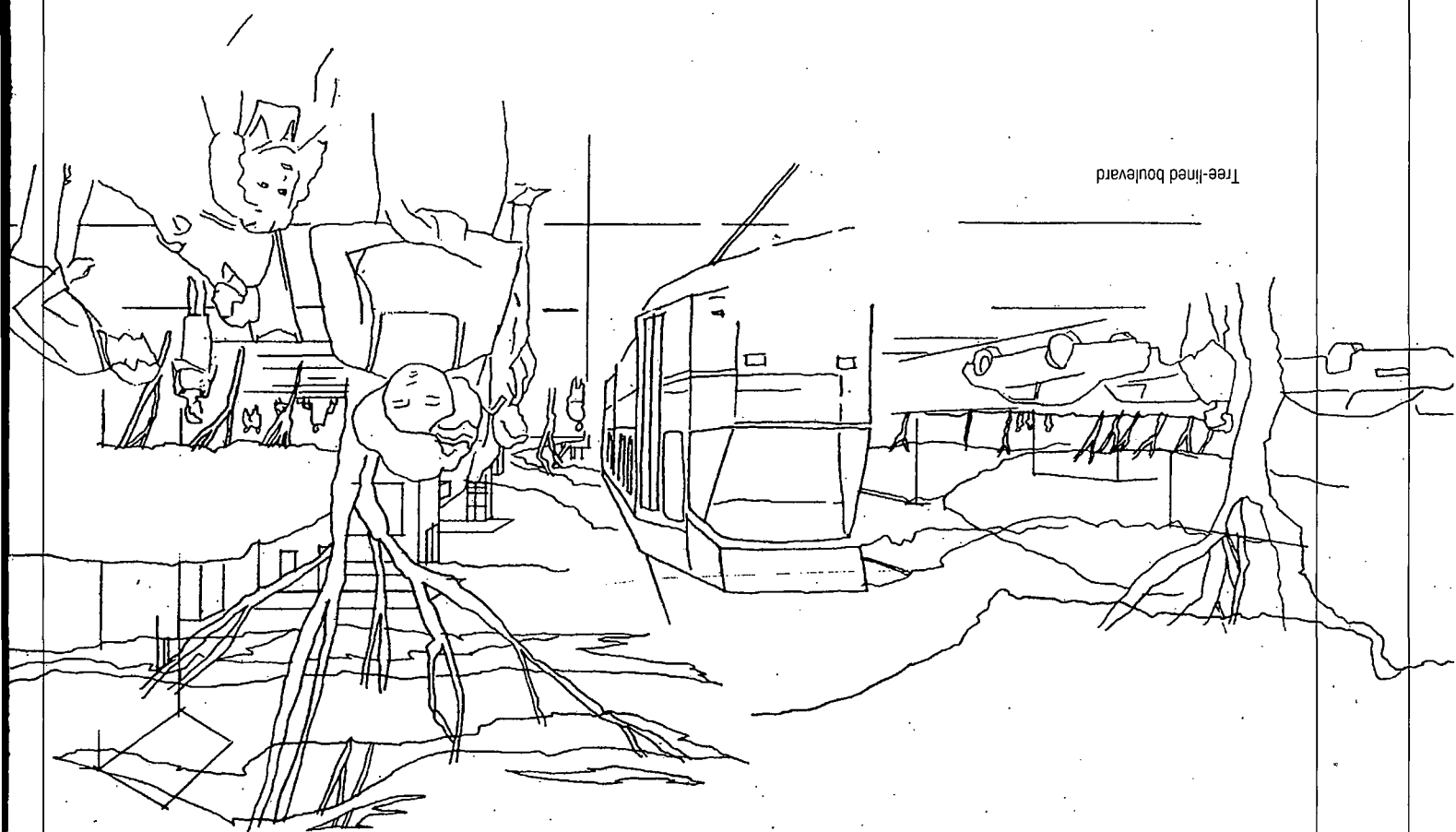
Consultation and research input

Broadly speaking, the proposals for public transport presented in the Draft Strategy received favourable comment during the second phase of consultation.

The Transport Working Group pointed out that 45 of every 100 trips to the CAD are by public transport and recommended the adoption of specific mode split targets for Docklands i.e. 70:30 in favour of public transport in the vicinity of the Transport Interchange and 50:50 elsewhere in Docklands.

At the Task Force's transport seminar some reservations about the realism of the targets proposed by the Transport Working Group for public transport usage were expressed. In particular, questions were raised about the adequacy of the proposed road network if proposed targets were not met. It was conceded, however, that a high target was desirable. The Transport Working Group argued that these targets were achievable if accompanied by high quality public transport services and a parking limitation policy.

A number of individuals and organisations, including the Cities of Brunswick, Melbourne and South Melbourne, supported the public transport proposals. Particular attention was also drawn to the importance of Spencer Street Station and its possible redevelopment. Prof. Tony Richardson of Melbourne University also argued that care must be taken to ensure Spencer Street Station did not become a barrier to Docklands.



Tree-lined boulevard

The Australian Electric Traction Association emphasised the importance of trams to an effective public transport system and called for roadwork to be planned to cater for trams and, wherever possible, to allow for segregated tram routes. The Association also recommended the staged extension of the Flinders Street, Collins Street and La Trobe Street trams to provide an integrated tram network.

Conclusion

The support demonstrated for the public transport components of the Draft Strategy during the consultation process has meant that no change is required. However, the Transport Working Group's mode split targets have now been incorporated into the Strategy and it is considered that they are realistic and important in achieving the environment envisaged for Docklands.

5.10.5

Webb Dock rail line

The Webb Dock rail line connects Webb Dock to the South Dynon Container Terminal, its current route cutting through the heart of Docklands. Government policy is to upgrade the line to dual gauge.

While the line is lightly used at present, and traffic is likely to decline in the short-term, in the longer-term traffic will increase as Webb Dock is expanded, as trade grows and as a result of a modal shift to rail. The extent to which the line creates a barrier is therefore likely to increase with time.

The solution to the problem needs to be seen in conjunction with the solution to problems of road traffic.

The Strategic Options report proposed several possibilities, including a less expensive realignment along Footscray Road and a relocation to the west, incorporating a new river crossing. The precise route of such a realignment was seen as dependent on port operations, the Western Bypass extension and proposed Docklands land uses.

The Draft Strategy proposed that the preferred alignment would be for the Webb Dock line to be located in a single transport corridor along with the Western Bypass extension. However, since this alignment is only likely to be realised in the long term, it argued that it would be desirable to provide an interim realignment on the eastern side of Docklands Road.

Consultation input

The location of the Webb Dock rail line received further comment during the second phase of consultation.

A number of organisations, including the Cities of Melbourne and South Melbourne and the Port of Melbourne Authority emphasised the importance of accommodating the Webb Dock rail line. Others, however, questioned whether the line would in fact be required in the longer term and at a seminar involving transport planning professionals conducted by the Task Force it was suggested that road options should be explored.

Particular concern focused on the visual impact of an elevated crossing for the Webb Dock rail line adjacent to the proposed Western Bypass extension bridge. Those opposed to such a bridge recommend an at-grade route for the line. The City of Melbourne recommended an alignment to the east of the proposed Docklands Road.

Conclusion

No uniform view emerged from the consultation process or from other research inputs about the future of the Webb Dock rail line. Accordingly, the Strategy maintains the position of the Draft Strategy, that is, to recommend a long term reservation (Section 4.3.4). However, as options for crossing the river for the Western Bypass are now identified, the Strategy recommends that if the Bypass river crossing is a bridge then the rail line should be relocated on its own structure on the western side of the bridge. If the Bypass river crossing is a tunnel, then the rail line should continue in its present alignment and be directed into the new rail corridor as soon as possible. It recommends, further, that a full assessment of all options, including road, should be made before a commitment is made to either option.

The concern over the visual impact of a Webb Dock rail bridge is addressed in the Strategy in so far as the tunnel option for the Western Bypass would preclude a bridge for the Webb Dock rail line, that is, there would appear to be little point in constructing a new river crossing solely for the purpose of a rail bridge.

5.10.6

Traffic calming, pedestrians and bicycles

Traffic calming has been defined as: "... the deliberate policy of slowing down traffic in selected areas, giving priority to pedestrians and cyclists on urban roads and in general seeking to promote modes other than the car" (Newman & Kenworthy).

These ideas are broadly consistent with those expressed in CATS. However, CATS recognised that to achieve the goal of reduced traffic in the CAD, a number of initiatives are required. As well as improved public transport, provision must be made to direct through-traffic around the CAD.

The Government's Bicycle Strategy sets out the Government support for bicycle riding and its intention to include the bicycle as a normal part of the transport system.

The Strategic Options report emphasised the importance of public transport and argued that provision for bicycles and pedestrians is vital both in terms of providing access to other modes of transport and as alternatives to other modes.

The Draft Strategy proposed that safe, pleasant pedestrian environments should be created in Docklands. As far as possible, pedestrian areas should be separated from vehicles and, where this is not possible, appropriate safety features provided. Key pedestrian areas could include:

- > around the Transport Interchange, possibly including a pedestrian overpass between Spencer Street and the Interchange;
- > along the Yarra River into Victoria Dock. A pedestrian link could also be constructed over the river;
- > around North Melbourne Station leading into the northern areas of Docklands. As travel distances may be further than many people are prepared to walk, some technological assistance may be appropriate.

The Draft Strategy also argued that Docklands is a good environment for bicycle travel and that adequate provision should be made for off-road bicycle paths for tourist/recreation trips, on-road bicycle routes and adequate storage facilities for short-term and commuter trips. The bicycle paths within Docklands would link to and form an integral part of the metropolitan bicycle path system.

Initiatives in the Draft Strategy to ensure excellent pedestrian and bicycle facilities are provided in Docklands and to adopt "traffic calming" measures were supported during the second phase of consultation. In particular, the importance of proper planning for bike paths was emphasised at meetings at Footscray and at Melbourne Water.

Consultation input

The City of Melbourne opposed the creation of a pedestrian bridge over Spencer Street. Otherwise, however, the Draft Strategy's handling of these issues received broad support.

Conclusion

Opposition to a proposed pedestrian bridge across the Yarra River could be met by providing a bascule or opening bridge. The Docklands Strategy does not pursue the possibility, although with full development of Docklands a bridge would provide residents and workers at South Wharf with direct access to Docklands facilities. The point is accepted, however, that a bridge would impede access for some pleasure craft further upstream of the River.

5.10.7

Car parking

Planning objectives for Docklands favour public transport as the dominant form of transport. However, cars will need to be accommodated and car parking provided, particularly since the Transport Interchange and proposed casino are the kinds of projects which could generate a high need for car parking. Residents will need parking for their own cars, parking will be required for commercial, leisure and entertainment uses and provision will need to be made for delivery and service vehicles.

The Draft Strategy argued that a car parking policy is required which strikes a balance between the suppression of demand for car spaces in support of public transport and a supply of car spaces which is adequate for commercial purposes. It suggested that a car parking limitation policy be applied and noted similar policies that apply in the CAD and at Southbank.

It was also argued that consideration should be given to the form of car parking allowed. Free-standing parking stations cannot be constructed in the CAD currently and a similar policy could be adopted for Docklands. Alternatively, Docklands' location at the periphery of the CAD suggests that it might be a suitable location for a free-standing car park, close to tram routes and rail loop stations.

The Transport Working Group proposed that a car parking policy be developed with regard to:

- > the objective of maximising public transport journeys for travel to and within Docklands and the CAD;
- > the mix of land uses and appropriate car parking standards for each use;
- > whether car parking standards should be uniform across Docklands;
- > the impact on property development;
- > the capacity for developments to "share" car parking;
- > the need for short, medium and long term parking;
- > the needs of residents, workers and emergency service vehicles;
- > whether free standing parking stations should be permitted;
- > location;
- > pricing.

Consultation input

A number of submissions in the second phase of consultation called for detailed car parking policies to be developed for Docklands, as proposed in the Draft Strategy. In particular, the Cities of Melbourne and South Melbourne supported proposals to develop parking limitation policies. The consistency of the casino proposal with large-scale parking, a car parking limitation policy and the traffic projections was questioned.

Conclusion

The Strategy, like the Draft Strategy, advocates a car parking limitation policy and adopts the principles identified by the Transport Working Group for the development of a car parking policy (Section 4.3.5).

It is considered that the casino will not add to the traffic impacts discussed earlier insofar as the peak demand for the casino will be at night and outside normal peak hours. With respect to the amount of parking which may be attached to the development, there may be capacity for other developments to utilise these spaces during daylight hours. That is, it presents the opportunity to explore the possibility of developments with different peak demands "sharing" parking spaces.

5.10.8 Water transport

Water transport has not previously been a major feature of life in Melbourne and therefore has not been the subject of Government policy consideration. However, there are speed restrictions along the Yarra River which have been imposed in order to prevent damage of the river bank due to wash.

Advice from the Transport Working Group suggests that these speed limits reduce the potential for commuter water transport. Considerable potential may, however, exist for tourism and recreation related to water transport.

Little comment was made on the issue of water transport other than by the Victorian Yachting Council which suggested that there may be a market for water transport between Williamstown and Docklands.

5.11 FINANCE AND INVESTMENT

In the Draft Strategy it was acknowledged that in the current economic climate, questions such as how much development at Docklands will cost and who will pay would concern many in the community. The previous report, *Melbourne Docklands: Strategic Options* had pointed out that development would be demand-driven, and the Premier and the Minister for Manufacturing and Industry Development both emphasised the need for the private sector to lead the way.

In May 1991, the Treasurer released the *Infrastructure Investment Guidelines for Victoria*. These are intended to facilitate a private/public sector partnership in providing new or replacement infrastructure. Docklands could be a beneficiary of this partnership.

The first phase of consultation raised a variety of issues to do with financing of and investment in Docklands. The approach taken to the financial evaluation of the four strategic options was of some interest, as was the question of which groups would ultimately benefit. The possibility that more central city office accommodation would only compound the existing glut was also of concern, particularly to the Building Owners and Managers Association.

In relation to the financial evaluation of proposals, it should be borne in mind that one of the objectives for Docklands specifies that development should "...maximise benefits available through release of under-utilised Government land to finance basic infrastructure". The financial feasibility undertaken was concerned, therefore, with comparing the benefits generated by sale of land by Government and the costs of making land available. Benefits were measured in terms of revenue from land release, while costs were seen as associated primarily with infrastructure provision and relocation of services.

In determining financial feasibility, the demand for land was calculated on the basis of different types and quantities of floor space taken up at certain intervals. On the supply side, the timing of land release was seen as dependent on the availability of roads, public transport and services. Having calculated the likely costs and revenues over time, it was then possible to calculate the surplus funds available or funds which needed to be injected.

A discounted cash flow methodology was applied in which a real discount rate of 4 per cent per annum (after allowance for inflation) was applied to determine the amount of money that could be generated by the project, in present day values. The 4 per cent discount rate is that applied by the Department of Treasury to public sector projects. Allowance has therefore been made for the fact that costs and benefits received earlier have a higher "present value" than the same costs and benefits received later.

The financial evaluation of the options indicated that with the exception of Option 4 (containing substantial amount of open space), all were viable. The sensitivity of the options to a reduction in land sales revenue of 10% and to a reduction in the cost of infrastructure of 10% was tested. The results of this sensitivity analysis showed that Options 1, 2 and 3 remained viable.

Many questions raised in this regard were answered directly by a working paper, No. 6 *Financial Evaluation*, which set out in detail the methodology, assumption and results of evaluating the land use and infrastructure development options for Docklands. Other concerns, for example, from the Social Justice Coalition related to questions as to the basis on which the evaluation had been undertaken. The Task Force obtained an independent assessment by the Valuer-General which confirmed the approach which had been taken.

For the Draft Strategy the approach taken in the previous report was largely repeated. Financial evaluation based on the strategy, while difficult in view of the flexibility which underscored the approach to land use, was undertaken using the same methodology. In this case, however, certain elements of infrastructure, such as the full cost of the Western Bypass extension, were attributed to the Docklands development. A range of sensitivity tests was also applied which showed that the Draft Strategy was robust in relation to variations in costs, revenues and, in terms of the Western Bypass extension, staging.

Consultation and Research Input

The major issues to emerge from the second phase of consultation concerned resource allocation and privatisation. These were raised in a variety of forms, particularly by the "Justice in the City" Project.

In relation to resource allocation, the "Justice in the City" Project argued that

"The proposed development is not the best use of community resources for Melbourne at this time of economic crisis and social need... Our priority for expenditure is the creation of jobs in the tradeable goods sector and through the provision of social infrastructure to meet the needs of the community especially in the area of public housing and public transport."

Proposals such as the casino, it was contended, do nothing to enhance Melbourne's international competitiveness or self-reliance. An opportunity cost analysis should have been undertaken as well as more analysis of the distributional effects of Docklands development between different income groups.

The "Justice in the City" Project found the privatisation of public infrastructure unacceptable and argued against the adoption of such an approach at Docklands. It was contended that:

- > privatisation policies have been disastrous in the U.K. and New Zealand for low and moderate income earners;
- > the community will be forced to pay a higher price for privately-funded services;
- > tax concessions would involve huge and open-ended sums of government revenue foregone;
- > the private sector can offer little in the way of financing that is not available to the government;
- > planning processes would be distorted;
- > the greater proportion of equity in privately-funded projects is borrowed, requiring government to provide guarantees or contributions in the way of development rights or public land.

Other concerns related to the capacity of the private sector to manage large, long term projects with the potential offered for an uncontrolled rise in foreign debt and in corruption.

Finally, it was pointed out that :

"Public investment in infrastructure has fallen from around 9% of Gross Domestic Product during the 1960's to around 5.5% at the end of the 1980's. Over the last 20 years Federal expenditure has fallen by more than 20% to the lowest level for 40 years. Federal capital grants and advances to the States have also dropped from \$6,791 million in 1975/76 to \$2,287 million in 1989/90 (1984/85 prices). The States' ability to pay for infrastructure has been further undermined by reduction in Loan Council Borrowing limits and by the rise in real interest rates.

Australia has one of the lowest levels of government expenditure of all OECD countries, equal to that of the USA and higher only than Turkey."

It was proposed that the Federal Government should alter its priorities and reverse cuts to public infrastructure; increase taxes for the wealthy to generate funds; and require that a percentage of superannuation funds be invested in infrastructure.

Since the consultation came to a conclusion, the Prime Minister has released the *One Nation* Economic Statement. While providing for infrastructure to support the Port of Melbourne and the port-rail interface, as well as for conversion of the Melbourne-Adelaide line to standard gauge, a range of financial incentives for private investment in large infrastructure projects was also announced.

Conclusion

Docklands has provided an opportunity for debate on the issue of privatisation. The debate will continue along ideological lines as well as across a range of individual proposals. Certainly, there are many opportunities for private sector investment in infrastructure at Docklands and government mechanisms for this to occur. The Docklands Authority has been established with a charter to facilitate such investment. But while investor interest will determine the success or otherwise of this large enterprise, and this interest will itself be determined to a large degree by improvement in the economy, public support for development will be a key element in the equation, nevertheless.

5.12

IMPLEMENTATION

Melbourne Docklands: Draft Strategy for Redevelopment identified implementation as a strategic issue and noted that "...it is clear that an integrated planning effort will be necessary to deliver a high quality development".

Various issues related to implementation were implicit in comments made during the first round of consultation. In particular, issues related to the need for co-ordination between Local and State Government agencies and mechanisms to ensure public access to and involvement in development were noted.

Consultation input

These issues continued to attract comment during the second phase of consultation. In addition, various groups and individuals began to focus in some detail on a host of other issues including the principles proposed by the Task Force, development of a planning scheme, protection of heritage structures and the sort of development which might occur in the short-term.

Surrounding councils, community groups and numerous individuals raised concerns about the ways in which the Docklands Authority might consult both with Local Government and more directly with the community. A typical comment made by the "Justice in the City's" submission was that "...the public needs to be guaranteed access to information and to improved consultation and planning processes in future in relation to the Docklands".

Other comments related to the need to establish good relations between the Docklands Authority and surrounding councils and, in particular, between the Authority and the Inner Metropolitan Regional Association.

The need for the Authority to liaise with State Government agencies was also highlighted, the Historic Buildings Council and transport agencies being nominated as examples.

Considerable comment was also devoted to a planning scheme for the area. In this context, questions were asked about the statutory significance of the Strategy. A number of organisations, including the Historic Buildings Council, the City of Melbourne and the City of South Melbourne, voiced their support for the principles for development outlined in the Draft Strategy. These principles, it was argued, could form a useful starting point for the development of a planning scheme.

Some quite specific suggestions were made, however, as to the matters with which any planning scheme should deal. The City of Melbourne and others argued that any planning scheme should include:

- > overall objectives for development;
- > a statement and plan of strategic direction, based upon the Strategy; and
- > detailed building guidelines and development controls, particularly for the first stages of development.

The City of Footscray called for specific objectives for land use, targets for residential, open space and infrastructure development and for performance and design standards to be set.

The Historic Buildings Council pointed to the need for places of local and regional significance to be protected and the City of South Melbourne argued that any planning scheme should accord protection to buildings that contribute to the character of the area but may not necessarily be included on the Historic Buildings Register.

The City of Melbourne also argued that the planning scheme should be developed in the context of a review of planning controls in the central city and adjoining mixed use areas and that the controls should be complementary.

A number of groups and individuals also focused attention on the actions proposed in the Draft Strategy which could occur in the short-term. Broadly speaking, these were supported. The City of Melbourne and the Moonee Ponds Creek Association emphasised the importance of development of a wetlands around the Moonee Ponds Creek. The City of Melbourne also argued more generally for early development of open space including the proposed Gasworks Park and beautification of the waterfront.

The City of Melbourne also raised issues to do with the renewal of leases and licences of land proposed for Docklands development. The Council argued that

"...where inconsistent with the Strategy, leases and licences should not be renewed and/or long-term leases not entered into. In situations where uses will continue in the medium to long term, consideration should be given to reviewing the opportunities to make areas of land or waterfront more accessible to the public, subject to safety and operational matters."

Other matters include the question of responsibility for water quality which was raised by Melbourne Water. Questions about how a range of housing types and tenures might actually be provided were raised by a number of groups and individuals and are discussed under Section 5.4 above.

Conclusion

In the Docklands Strategy (Section 1.6) planning controls in the form of a blanket planning instrument are proposed as an interim measure. It is proposed further that the Strategy should be referred to in this and in any more detailed planning scheme.

Among the objectives for Docklands is the requirement to ensure that any development *"is of the highest possible urban and environmental quality"*. At various points within the Strategy, such as in relation to urban design and to heritage, guidelines to ensure a high quality urban development are suggested.

So far as renewal of leases and licences is concerned, this is clearly a matter which the Docklands Authority will be taking up with the Port of Melbourne Authority. For this reason, it has not been considered appropriate to note that issue in the Docklands Strategy.



The mix of activities at Docklands will compliment the CAD

5.13 CONSULTATION

Considerable comment was made during the public consultation about the appropriateness of consultation processes employed and the need for effective consultation to be an ongoing feature of Docklands development. This latter issue is discussed in the preceding section.

During phase one of the consultation comments were largely restricted to the handling of processes leading to the establishment of the Docklands Authority. Councils, community groups and individuals criticised the timing of legislation to establish the Authority and called for greater involvement of local government and the community.

Comment was also made about the need to ensure effective co-ordination between government agencies at all levels. This was echoed in the second phase.

Consultation input

During phase two, further issues emerged. Many related, as noted above, to the need for ongoing consultation as development of Docklands progresses.

Issues specific to the consultation carried out by the Task Force were also raised. The Cities of Brunswick, Williamstown and South Melbourne, the "Justice in the City" Project and a number of individuals argued that the time allocated to the second phase was inadequate and that its coincidence with the Christmas/holiday period was unfortunate. Others, including the City of Port Melbourne, expressed their pleasure that the original deadline for submissions was extended to February 7, 1992.

The "Justice in the City" Project and some individuals also criticised the validity of the consultation on the basis that decisions affecting Docklands were being made by the Government prior to the conclusion of the consultation. The establishment of the Authority and announcement of a study into the extension of Collins Street were cited as examples. "Justice in the City" argued that the *"real decisions are being made behind closed doors"*.

Comments were also made, particularly at the meeting at Port Melbourne, about public input being ignored by Government.

One specific criticism made by Mr R Brons related to the omission of the names of individuals who participated in the consultation in the text of the Draft Strategy (a list was included in Appendix One). Mr Brons argued that this demonstrated that more weight had been attached to the views of organisations than to those of private citizens.

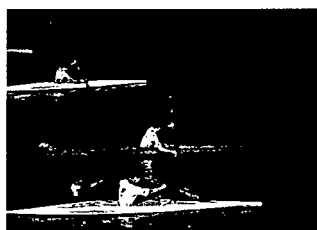
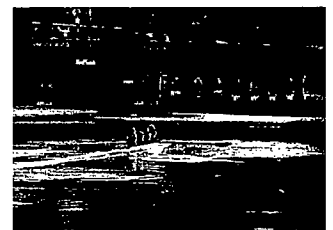
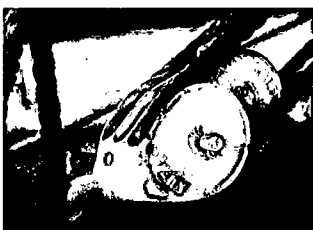
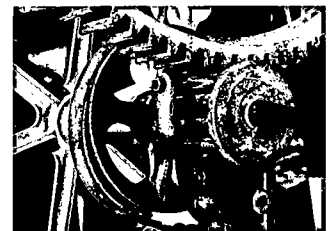
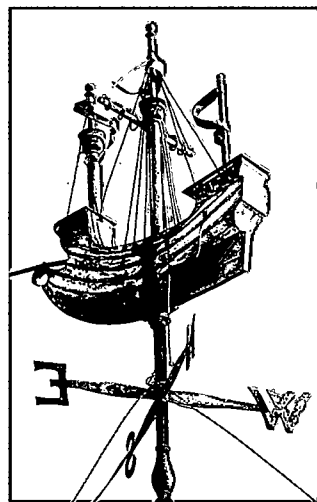
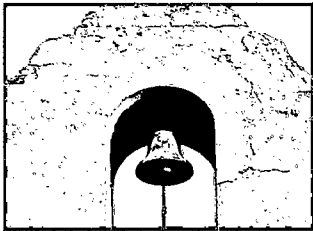
Notwithstanding these criticisms, a wide range of groups and individuals complimented the Task Force and the Docklands Consultation Steering Group on the conduct of the consultation, and the way in which public comment had been incorporated into the Draft Strategy.

The Moonee Ponds Creek Association and the City of Melbourne expressed some satisfaction that many of the issues outlined in their earlier submissions had been taken into account. The National Trust commented:

"The Trust is generally pleased with many aspects of the Draft Strategy. The wide consultation and incorporation of many points of view is particularly welcomed; this is a process that should lead to the most sensitive and thoughtful development."

Mr Ken McInnes spoke at the meeting at Melbourne Water on *"...the openness of the process and the way comments have been reflected and considered"*, as did several other individuals.

PUBLIC INPUT AND RESEARCH



6

STRATEGIC ISSUES FOR DOCKLANDS

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6.1

INTRODUCTION

In the Draft Strategy a range of strategic issues was outlined around which, it was noted further consideration or resolution would be required as planning for Docklands evolves. The issues were defined in terms of their relevance to the development of a strategy and of their complexity in resolution. The degree of community concern which they generated and the degree to which they were pivotal to the implementation of a Docklands strategy, were also significant criteria. Strategic issues identified were:

- > Docklands in the broader planning and development context
- > Metropolitan traffic and its implications for Docklands
- > Deciding among land uses
- > Staging
- > Heritage
- > Implementation.

Some of these issues have received adequate attention either in the Strategy, in this report, or in the Draft Strategy itself. It is not necessary to revisit these issues here. For example, deciding among a range of different land uses was dealt with sufficiently in the Draft Strategy. Staging has been dealt with extensively also in all three reports.

However, some issues are likely to remain of concern and these are discussed below.

To a large extent, the Docklands Strategy, and particularly this Background Report, are only able to provide the vehicles for additional public comment or to advance the discussion a little further. The Docklands Authority, government at all levels, the private sector and appropriate community involvement, will be required to address them in the future.

6.2

DOCKLANDS IN THE BROADER CONTEXT

The view has been proposed at various times during the consultation that Docklands has not been considered within the overall urban planning for Victoria, that it is being planned in isolation from its neighbours and its metropolitan context. Part of this debate has also concerned a perceived lack of co-ordination among Government agencies as well as a concern about the high priority which Government has accorded the redevelopment in a time of economic recession.

The long-term urban development strategy for Victoria, *A Place to Live*, proposes among its key objectives, the need to curb the outward sprawl of Melbourne. Urban consolidation and efficient use of infrastructure have emerged as critical necessities for the future. Lessening dependence on the car and a closer relation between home and employment and community facilities will be increasing priorities.

In this context, Docklands is seen to be a significant development. With higher density housing, existing infrastructure and economic development and employment opportunities, Docklands can be, in a sense, a model for urban development in the State. One principle proposed in the Docklands Strategy, however, remains important. Under the heading of Integration, it says in part that "...*Docklands should be an integral part of broader urban planning processes...*". For this to occur, the mutual dependence of all the planning agencies, including the City of Melbourne, will need to be acknowledged and means set in place to achieve consonance and coherence between their related activities.

On the question of co-ordination, the Docklands Strategy has had the advantage of ideas, criticism and comment from a range of Government departments and agencies. An indication of the extent of input is provided in Appendix D. The Strategy reflects Government policy in the relevant areas. To ensure that co-ordination and co-operative effort continue to support the development of Docklands, however, appropriate mechanisms will be needed which engage the attention, not only of government, but also of the private sector and the public.

6.3

METROPOLITAN TRAFFIC

The issue of through-traffic in relation to Docklands has received close attention over the past two years from the Task Force's Transport Working Group. The Strategy continues to recommend the construction of a Western Bypass extension or a western alignment but leaves open the question of whether the structure should be a bridge or a tunnel. While the pros and cons of the alternatives are outlined, a decision requires further consideration and will be influenced by the calling of expressions of interest in the construction of the Western and Southern Bypasses.

Similarly, the future of the Webb Dock rail line requires further consideration. While the strategy recommends two new alignments, which vary according to whether the structure for the Bypass is a bridge or a tunnel, the need for a rail link between Webb Dock and South Dynon should be further assessed before a commitment is actually made.

Traffic in and around Docklands will remain an issue, particularly as plans are put in place for Swanston Sreet Walk, Collins Street extension, and the Western and Southern Bypasses. The communities in Port Melbourne and South Melbourne are particularly concerned that Docklands will generate further traffic intrusion into their suburbs.

While the Strategy and this report propose ways in which impacts can be minimised, continuing effort will be required to ensure that, overall, Docklands is developed in a way which is beneficial to its neighbours. It is important to note that the Transport Working Group will continue its activities as an advisory body to the Docklands Authority. This Group, together with the Authority, will need to consult effectively and extensively with the municipalities likely to be most affected by decisions about roads and traffic.

6.4

HERITAGE

The Draft Strategy referred to heritage as a strategic issue both because of the depth of feeling generated by heritage issues and because of its impact on urban design. That preservation and development do not always co-exist easily was a related element of this issue.

The *Docklands Heritage Study* is currently under consideration by the Historic Buildings Council which will rule, after appropriate consultation, as to whether the buildings and places recommended for statutory protection will be placed on the HBC Register. Heritage will remain a concern beyond the current deliberations of the Council, however. Decisions concerning specific buildings and structures will be made in the shorter term, but the crux of the issue will be whether the maritime heritage of the Port of Melbourne remains an influence on the character and design of Docklands.

6.5

IMPLEMENTATION

The way in which development will occur both excites and concerns people, for Docklands is regarded as a special place. It is seen as central to the future of Melbourne, providing the city with a new orientation to the water, new opportunities and a new vision. There is in particular a perception that Docklands deserves the highest quality in urban design.

The staging of Docklands development is also an important issue as it has implications for service providers and for the current land holders, the PMA and the PTC. The Strategy recommends that development commence in the south-east of Docklands and gradually spread outwards. This may mean that PMA assets are subject to development pressure while they are still economically viable. The question of possible compensation to the PMA will require careful consideration.

The Draft Strategy pointed out that development of Docklands will involve a multitude of players. Some of them are engaged already in ongoing planning, notably the transport agencies. The City of Melbourne in particular is a most significant body. Other councils perceive threats as well as opportunities for their municipalities. It is important to reiterate, therefore, the need for coherence and co-operation from the various public sector agencies so that Docklands results in the highest quality.

It is not surprising, however, to find a particular urgency expressed throughout the consultation for critical elements of Docklands planning to be encompassed in a planning scheme. Urban design guidelines and heritage protection have been mentioned particularly. An important feature of any planning scheme, however, should be the principles arising out of the Docklands consultation and the key elements of the Docklands Strategy itself.

7

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APPENDIX A: SUBMISSIONS

Association for the Blind (verbal submission)
Australian Chamber of Manufactures
Australian Electric Traction Association (Public Transport Planning Committee)
Avery E (two verbal submissions)
Boating Industry Association of Victoria Ltd.
Brons R (two submissions)
City of Brunswick
City of Footscray
City of Melbourne
City of Port Melbourne (two submissions)
City of South Melbourne (two submissions)
City of Williamstown
Committee of Six Mayors
Dawson Dale G & Jillian B
Department of Manufacturing & Industry Development
Department of Planning & Housing
Department of School Education
Disability Resources Centre (verbal submission)
Dovey Dr K (Melbourne University) and others
Environment Protection Authority
Fenton Christopher R
Gardiner Margaret, Wurundjeri Tribe (verbal submission)
Graham Street Traffic Committee
Harper Peter
Historic Buildings Council
"Justice in the City" Project
Melbourne Water
Moonee Ponds Creek Association Incorporated
Nathan The Hon Mr Justice
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Northern Regional Commission Inc.
Paraplegic & Quadriplegic Association (verbal submission)
Peak Environmental Enterprises
Port of Melbourne Authority
Public Transport Corporation
Residential Development & Design Consultants Pty Ltd
Smith Roy D
State Bicycle Committee
Storey Rohan
The Transport Research Centre (Melbourne University)
VicRoads
VicRod (verbal submission)
Victorian Trades Hall Council (verbal submission)
Victorian Yachting Council (verbal submission)
VIPAC Engineers & Scientists Limited
Vistel Limited
Ward Dr H A

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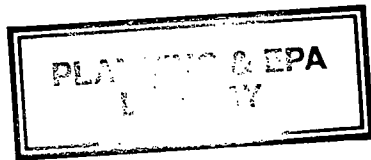
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