

MELBOURNE DOCKLANDS

DRAFT STRATEGY FOR REDEVELOPMENT



November 1991

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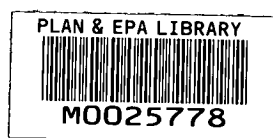
Page 56, Revised Evaluation table, Option 4 should read minus \$11m and minus \$19m.

Revised Financial Evaluation (Net Present Value)

Strategic Options	Evaluation	Revised Evaluation
Option 1	\$127m	\$111m
Option 2	\$74m	\$52m
Option 3	\$66m	\$40m
Option 4	- \$11m	- \$19m

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Executive Summary

This report **Melbourne Docklands: Draft Strategy for Redevelopment** has been derived from three critical and related inputs: the Task Force's understanding of the current policy context at all levels; research and other work carried out by or on behalf of the Task Force; and the public consultation processes carried out earlier this year, based around the Task Force's first report **Melbourne Docklands: Strategic Options**. This report presents the Draft Strategy for further public discussion.

Structure of the Report

Much of the report attempts to describe the way in which the ideas expressed in the Draft Strategy developed.

Section One focusses on the overall policy context in which planning for Docklands is being undertaken.

Section Two provides a detailed account of the major issues raised with the Task Force during the public consultation undertaken earlier this year. As well as attempting to accurately represent the wide range of views expressed to the Task Force, this section also presents expert and other advice received by the Task Force which is relevant to the issue being discussed.

While a great deal of information was gleaned from the consultation, the Task Force found it was possible to organise the consultation feedback around several themes:

- Urban Policies and Priorities
- The Port
- Housing
- Open Space
- Other Land Uses
- Urban Design
- Heritage
- Environment
- Transport
- Staging
- Finance and Investment

The significance of this section of the report lies in establishing a public record of input, and outlining the ideas, concerns and perspectives which in various ways have been absorbed into Task Force thinking.

Section Three focusses on the key strategic issues to emerge from this previous body of information. The Task Force has concentrated on those issues which are both complex and central to the development of a Strategy. The degree of community concern expressed was also a consideration in identifying strategic issues.

The strategic issues identified in this way are:

- Docklands and its place in the broader planning debate;
- metropolitan traffic implications for Docklands;
- what land uses are possible at Docklands and how decisions can be made appropriately;
- the timing of land release and the catalysts for development;
- the role which heritage could or should play in the character and design of Docklands;
- implementation.

Some of these may remain unresolved for some time, while others can be dealt with more readily. This section sets out to analyse and discuss these issues, recognising that current policies and intentions may well change during the 20-30 years over which Docklands will be developed.

Section Four outlines the Draft Strategy itself and includes draft principles to guide development at Docklands.

Principles for Development

The public consultation has yielded a wealth of insights and, on various important issues, a reasonable degree of consensus. When assessed also in the context of other research and policy analysis, and in the light of key assumptions and Government objectives, it is possible to identify a set of principles which could govern future planning and redevelopment of Docklands.

Six principles have been identified to date. While they are listed separately, it is important to appreciate the links from one to another. The principles proposed here are intended to be the subject of further public debate and discussion.

1. Public Access

There is something special about Docklands that belongs to everyone. It should offer an enriched residential, recreational and working environment for future generations of Victorians. This is not just a question of physical access. It will also mean looking at ways (such as through housing policy) which enable access to residential, work and leisure opportunities. The wider public's access to Docklands should be actively supported in a variety of planning and design strategies by:

- creating public space and opening up the waterfront to Melbourne, providing for land uses which encourage the use of water and water frontages and continuous public access; improving access to the Yarra River upstream by ensuring that roads, railways and bridges enable the continued use of the river;
- development of an interconnected system of streets and open spaces which enhance pedestrian movement and bicycle access;
- providing housing opportunity which genuinely enables a range of housing type and price.

2. The Wider Integration of Docklands Planning

The Docklands should not be planned for in isolation from the rest of the State. This principle of wider integration can be addressed in a number of ways:

- as a new part of inner Melbourne, there will need to be a linking of Docklands with the existing CAD and surrounding municipalities; there should be new activities and opportunities for residents from these municipalities;



Docklands could extend the ring of open space around Melbourne

- developments in Docklands should seek to contribute to its surrounding communities beneficially;
- the future planning of Docklands will need to enjoy a consonance with wider metropolitan planning and infrastructure investment across the metropolitan area.

3. Carefully Managed Diversity

Its central location, proximity to the waterfront and excellent transport infrastructure make Docklands an ideal location for carefully managed mixed activity - economic, social and cultural. This principle can operate in a number of ways, by:

- providing for a mix of land uses which include activities that meet economic as well as other social and cultural policies;
- recognising the importance of the working Port of Melbourne to the Victorian economy;
- providing a range of housing opportunities;
- capturing and maintaining the architectural and urban design values which have contributed to Melbourne's reputation as one of the world's great Victorian cities.

4. Sustaining Heritage Values

There are significant heritage values associated with the Docklands site which should be captured and retained in future planning and development of its mixed uses. There needs to be a recognition of:

- the character of Docklands as a maritime and freight centre; its significance in terms of colonial public sector infrastructure investment; and its social history;
- the Yarra which is the central feature in the original siting of Melbourne and has played a

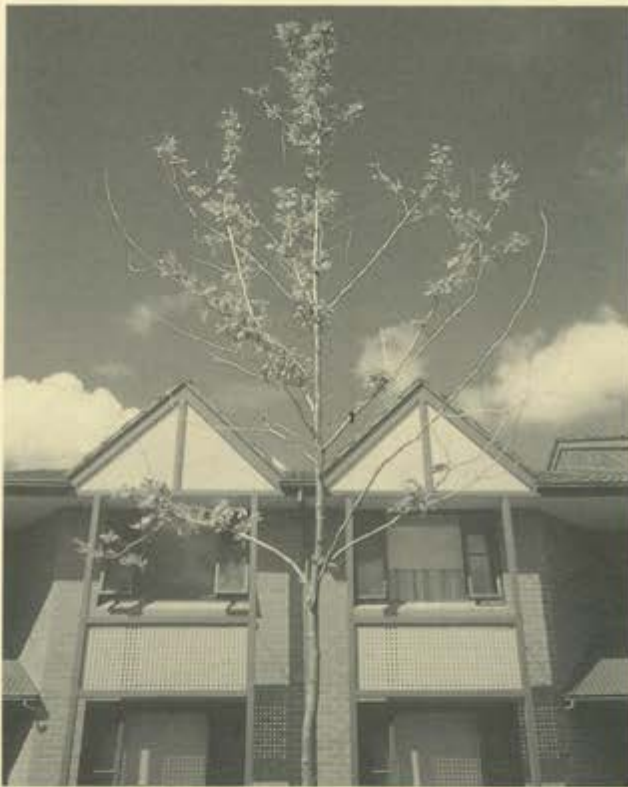
primary role in the history of Docklands;

- Koorie interests.

5. A Capacity for Careful Innovation

The vision of Docklands which sees it contributing to economic prosperity as well as enriching the residential, recreational and working environment of people will, in an important sense, be predicated on the capacity to innovate, to entertain new ideas and to test out carefully the various possibilities. This capacity for innovation is potentially relevant in a number of important ways, such as in the approach taken to:

- housing policy and the issue of equity and affordability. This may well suggest innovative financial proposals which assist a range of income groups to access medium density housing;
- urban design and construction so as to incorporate energy and water conservation and waste management goals;
- new technology;
- development of a vibrant character based on mixes of uses in a more "European" style than is typical of Australian cities.



Docklands should provide a range of housing opportunities

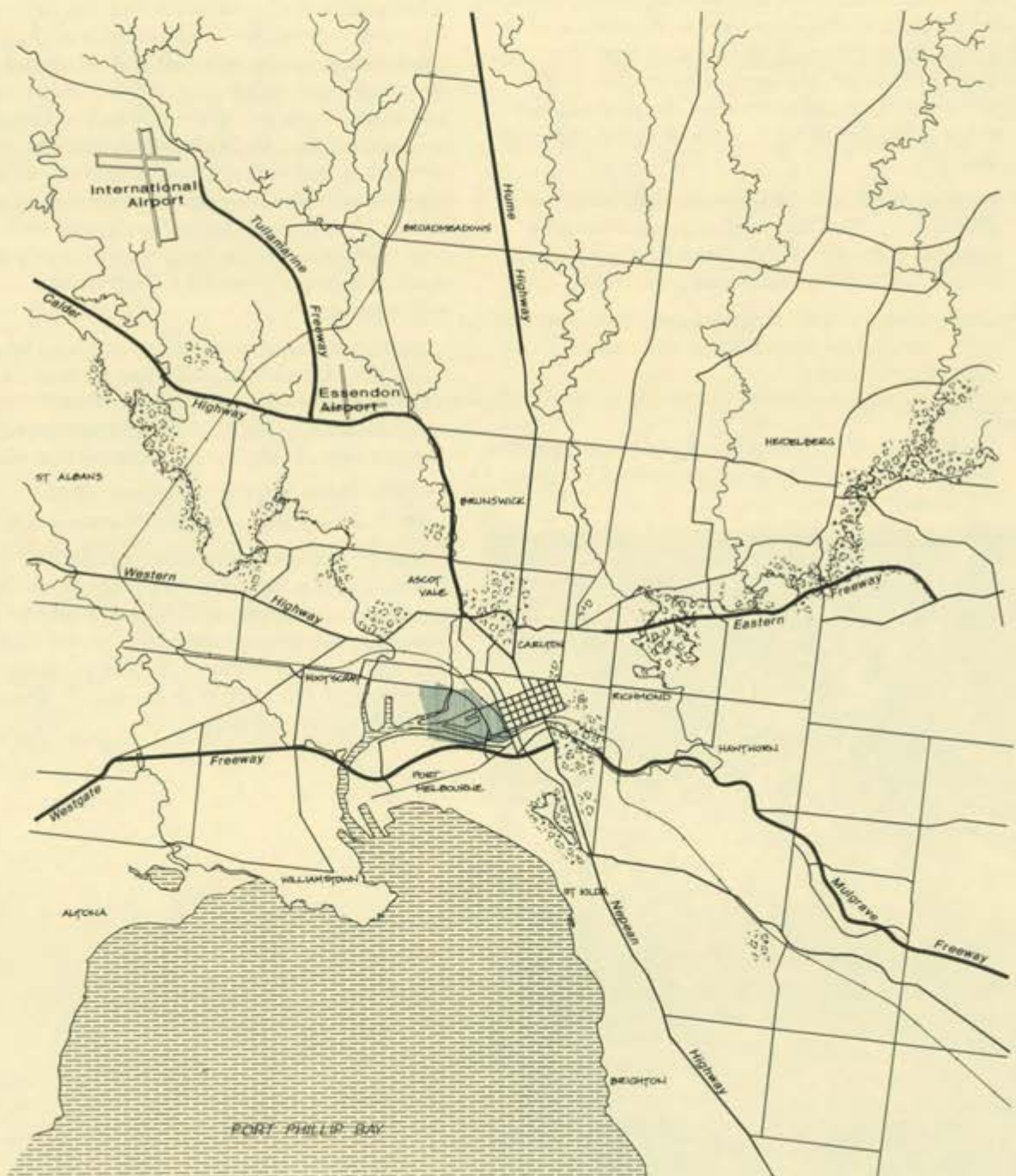
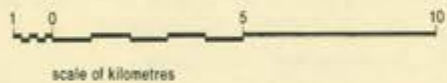
6. Maintaining Good Public Processes

The existence of good public processes is critical to the future planning and redevelopment of Docklands. Such processes involve more than formal consultation methods and techniques. They refer instead to the ways in which the various ideas, interests, perspectives and concerns in the wider public realm can be reflected and accounted for consciously and accurately in Docklands planning and redevelopment. While this will be largely a responsibility of the Docklands Authority, it must be recognised that other private and public sector agencies will also play roles in developing and implementing proposals at Docklands. At a minimum, it will be important to maintain two key conditions over the period of Docklands redevelopment:

- ongoing working relationships with all interested and relevant parties, including those drawn from the private sector, community-based organisations, State and local government instrumentalities and professional organisations;
- coherence and continuity in consultation programs which accompany specific proposals at Docklands.

These Principles serve to encapsulate a vision for Docklands. It is the intention of the Draft Strategy to achieve consonance with these Principles and to present a vision which may be achieved through land use, a range of infrastructure proposals and the achievement of a particular character. These are set out in the following pages.

Docklands Within Central Melbourne



Docklands within central Melbourne

Draft Strategy

The future of Docklands is the vision of Melbourne enriched by the waterfront, adding new vitality to the central city. Docklands would be a place which is different and distinct from the Central Activities District. Yet it would contribute to the vigor of our city by providing a mix of activities that attract people to the centre of Melbourne - to live and to work, for leisure and for tourism. Docklands would add a new dimension to Melbourne's character.

The strategy for Docklands outlined in this document takes a very flexible approach. Land at Docklands will become available for new uses over several decades. Clearly, it is not appropriate for the Task Force to determine in detail the best use for land that is not available for ten or twenty years.

Nevertheless, a number of key features emerge from the Draft Strategy. These features would define Docklands once it is fully redeveloped.

The key features are described below and fall into three main groups:

1. land use - the range of activities that would take place at Docklands;
2. infrastructure - the physical and social services required to support new activities, for example, roads;
3. character - the unique or significant characteristics of Docklands.

1. Land Use

Docklands will incorporate a range of new land uses. The most significant land uses and possible sites are summarised below. It should be noted, however, that many sites are appropriate to more than one land use and, indeed, that a more mixed development than is typical of Melbourne suburbs may emerge.

Housing

Docklands could provide housing for many thousands of people, especially if medium to high density housing is built. Housing should be targetted to the widest possible market and include a minimum of 10 per cent public housing.

Primary sites for housing are:

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



Docklands - a unique waterfront site on the edge of the Central Activities District

Open Space

Central Melbourne is already partially ringed by many fine parks. The water itself is open space and includes Victoria Harbour and the Yarra River and its banks.

The area around the mouth of the Moonee Ponds Creek could be developed as a major wetlands and the former gasworks site could be developed as another major park, possibly of a more traditional or formal nature.

Walking and bike paths could provide continuous access to the waterfront and link major areas of parkland in and around Docklands.

Smaller parks, plazas and squares could be scattered throughout the area.

Entertainment, Leisure and Tourism

Development at Docklands will give Melbourne a magnificent new waterfront which has enormous potential for activities related to entertainment, leisure and tourism.

North Wharf, Central Pier and several of the existing port and rail buildings would be suitable locations for these activities. Tourist development would also be appropriate close to a redeveloped Spencer Street station (Transport Interchange) and an exhibition/entertainment area with a casino could be developed adjacent to the World Trade Centre.

Commercial

Some commercial development including both office and retail activities would be appropriate. A key location is the area adjacent to the redeveloped Spencer Street station (Transport Interchange). Commercial development could also provide a buffer on major arterial roads.

Education and Research

A new campus area and associated facilities could be well-situated at Docklands. An appropriate site has been identified on the north side of Victoria Dock extending to the estuary of Moonee Ponds Creek.

Industry

Transport and freight industry are already active at Docklands. Some areas, for example, next to Footscray Road and Appleton Dock Road and in the south near the West Gate Freeway, will remain industrial. Research-based industry could be located in proximity to the campus area.

2. Infrastructure

Transport

Public Transport

Movement in and around Docklands should be dominated by use of public transport - trains, trams, buses and, perhaps, water taxis and ferries. Docklands should also be a place that is comfortable to cycle and walk around and be accessible for people with disabilities.

Transport Interchange

The redevelopment of Spencer Street station provides an outstanding opportunity for the integration of different transport modes which service the city, the metropolitan area and the whole State of Victoria. It should include a new coach terminal and retail and office facilities and provide easy connections between inter and intra-state and suburban rail services, buses, trams and taxis. Another key facility could be a terminus for the proposed Rapid Transit Link from Melbourne Airport.

The best location would be on a Collins Street frontage.



Movement dominated by public transport

Roads

Through-traffic should be directed away from Docklands via extension of the proposed Western Bypass. Footscray Road would be converted to a boulevard and a new north-south road, referred to as Docklands Road, constructed adjacent to the rail corridor.

East-west access is also necessary, both for transport reasons and to open the city up to the waterfront. Collins and La Trobe Streets could be extended into Docklands.

Other Services

Development at Docklands would allow more efficient use to be made of existing infrastructure and investment in inner Melbourne. For example, providers of human services consider that, in most cases, a new population at Docklands could be catered for without substantial new investment. Local schools, hospitals and health centres have adequate capacity. It should also be noted that the range and quality of services available in inner Melbourne are excellent, especially when compared with fringe areas.

Other physical services can be readily supplied at no penalty compared with supply in fringe areas.

3. Character

Vitality

Docklands would be a place where thousands of people live and to which many more come for work, study or for recreation and pleasure. Docklands would be a place of social diversity. It would develop a lively, bustling character.

Maritime

Docklands will adjoin a major functioning port and is itself a waterfront area. Maritime activities would therefore be a feature of the area and contribute strongly to its own character and that of central Melbourne.

Heritage

The heritage of the port should be reflected in the design and buildings of Docklands. Important historic buildings and structures should be rejuvenated and recycled for new uses.

Human Scale

Docklands will be a place to which people are attracted because of the variety of activities which take place there. It should also be designed and

built on a human scale, that is, at a scale with which people feel comfortable and can understand.

Environment

The urban design of Docklands should reflect advanced practice in minimising pollution and greenhouse gases, managing waste, conserving energy and water and protecting and enhancing varieties of flora and fauna. Significant, varied areas of open space would also be a feature.

Next Steps of Public Comment on Docklands

The release of the Draft Strategy heralds the commencement of the second phase of public consultation. Whereas the first phase canvassed a wide range of ideas and concerns and explored in relatively general terms several options for Docklands, this second phase provides the opportunity for public comment on the progress of the Task Force to date in developing a strategy for Docklands.

This second stage will also provide an opportunity, where appropriate, for the Docklands Authority to become well-versed in the background, current public response and matters relating to the finalisation of a strategy for Docklands.

The Approach

The second phase of consultation will have three parts:

- (i) A press launch to announce the public release of the Draft Strategy and provide a broad outline of its main components;
- (ii) Soon after the launch, a major public meeting to which all participants thus far (and new ones) will be invited to attend. The focus will be on outlining the Draft Strategy; describing the main lines of its development since the earlier consultation; and providing an opportunity for initial responses.

This will be held on **Thursday 28 November** from 7pm to 10pm at the Royal Exhibition Conference Centre (Mirrored Building) Nicholson Street, Carlton.

- (iii) Several localised public meetings for which participants will have a choice of dates and locations. The aim of these will be to provide opportunities for closer and more detailed discussion of the Draft Strategy.

These will be held on:

- **Tuesday 10 December** from 7.30pm to 10.00pm, at the Assembly Room, Footscray Town Hall, cnr Hyde and Napier Streets, Footscray.
- **Wednesday 11 December** from 7.30pm to 10.00pm, at the Liardet Community Centre, cnr Nott and Liardet Streets, Port Melbourne.
- **Thursday 12 December** from 4pm to 6.30pm Melbourne Water (MMBW) Theatre, 625 Little Collins Street Melbourne.

At each of these public seminars, the Task Force and Docklands Consultation Steering Group are particularly interested in people's contributions to the main parts of the Draft Strategy, notably:

- the presentation of public input (its accuracy and comprehensiveness);
- the appropriateness of the proposed set of principles for Docklands redevelopment;
- the identification and discussion of strategic issues;
- the Draft Strategy's more specific treatment of land uses, infrastructure and character as they relate to the future of Docklands.

Beyond these agenda items, there will be of course other matters relating to the finalisation of a Docklands Strategy which people may wish to raise.

People seeking to submit written responses in any form would need to do so by 31 December, 1991.

For further information and/or further copies of the Draft Strategy report, please contact:

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Section One

1.1 Introduction
1.2 Policy Context

1.1 Introduction

This report **Melbourne Docklands: Draft Strategy for Redevelopment** derives 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 earlier this year, based around the Task Force's first report **Melbourne Docklands: Strategic Options**. The Draft Strategy has been shaped by the ideas, suggestions and concerns expressed by the community.

The Draft Strategy is a **consultation document**. It will be the subject of further public comment over the next two months or so. It is expected that the final strategy will be completed early in 1992.

This Draft Strategy is a quite different document from **Melbourne Docklands: Strategic Options**. That report presented four development options for Docklands, aimed at stimulating public debate and discussion. Those options each contained a reasonably detailed road network and suggested specific sites for different land uses, for example housing, open space and mixed use development.

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

The Draft Strategy, however, continues to be fairly specific about road infrastructure, although more emphasis is placed on alternatives. Decisions about the road network will have significant impact on what sort of development proceeds, in what location and at what time; significant amounts of money and long lead times are also involved and it is appropriate therefore to give detailed consideration to issues of transport infrastructure.

The Strategy presented is not a detailed blueprint for development. Unlike the Strategic Options report, it does not nominate what land use should go exactly where (although some locations are clearly well suited to particular uses and are described as such). Rather, an approach has been adopted which recognises that development of Docklands will occur in a complex environment. This involves identification of the key issues affecting development and of the key decisions that will face the Government and the Docklands Authority, particularly in the short term. Alternative land uses and the criteria that might be used to decide between competing land uses are described, as are a set of principles which have emerged from the work carried out to date and can be used to inform decision making about Docklands in the future. Where the Task Force has developed a preferred alternative, in terms of infrastructure provision, land use or some other matter, the arguments for this preference are provided.

Importantly, 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 issues will also emerge over time. It is important to recognise that a high degree of complexity will continue to be a hallmark of Docklands development and to ensure that the planning framework is flexible enough to accommodate a more complicated chronology.

The process from which this report emerged is described in detail in Section 2.3, "The Consultation Framework". Accompanying this process are a number of key assumptions which guided the work of the Task Force. These are set out below and are followed by the objectives for development of Docklands provided to the Task Force by Government. A discussion of the policy context relevant to Docklands is then provided.

Key Assumptions

The following assumptions have guided the development of this Draft Strategy. They have been tested in the public consultation phase, examined through specific research, discussed in relation to strategic issues and, finally, reflected in particular ways in the outline of a Draft Strategy. The assumptions are:

1. That there is redundant port and rail land

The Task Force has assumed that there is redundant land in the Spencer Street rail yards and that, over time, the Port will vacate facilities located within Docklands boundaries. The issue considered by the Task Force is therefore when, not if, land will be available. Nevertheless, negotiations will continue with the Port of Melbourne Authority (PMA) about particular sites, notably land at the mouth of Moonee Ponds Creek, which at this stage the PMA argues it wishes to retain.

2. That the Port is important to the Victorian economy and that the Port can relocate and maintain or improve, productivity

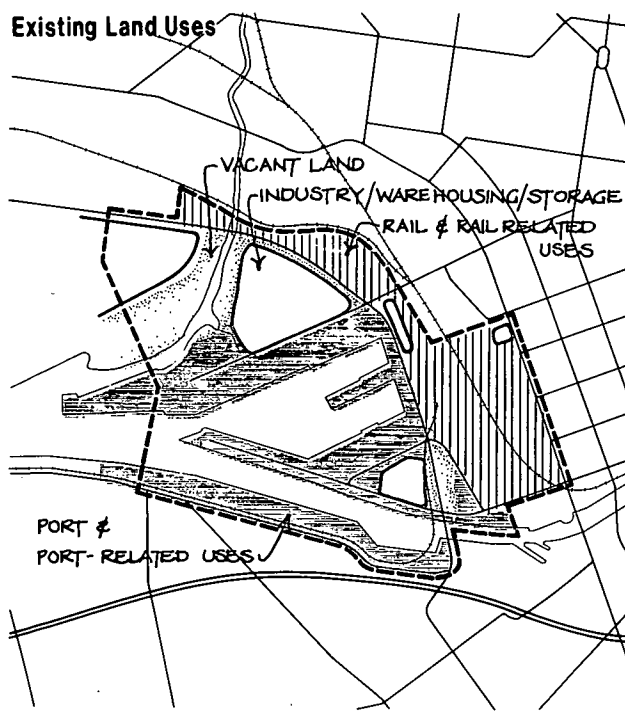
The Port of Melbourne is of critical importance to the Victorian economy. To impede attempts to improve efficiency by unnecessarily constraining the Port would be as undesirable as the other extreme of failing to capitalise on the potential of land which might be transformed from port to other purposes. The timing of land release is clearly important in this regard.

3. That the long term nature of land release implies a staged approach

The Task Force has assumed that no land will be released for redevelopment until the end of the economic life of the current facility has been reached or leases have expired. This means that land will be released gradually over a period of several decades and that development will necessarily proceed in stages, according to land availability. Other issues affecting development, for example, the ultimate location of a casino, are currently unresolved. The way these issues unfold over time will have a direct impact on the nature and timing of different stages of development.

4. That flexibility is needed to accommodate unforeseen developments

The long term nature of development also means that opportunities will arise over time that cannot be foreseen today. Proposals that appear rational



Existing Land Uses

today may not be appropriate in a future environment. Also, a particular parcel of land may be appropriate for a number of land uses. A significant degree of flexibility must therefore be provided to ensure the best possible development occurs.

5. That the private sector has a vital role in providing funding for development

Given the current economic and policy climate, governments at all levels are likely to experience strong competing demands on limited funds for some time to come. Timing of Government expenditure will also be a significant issue. The Victorian Government has stated that significant investment in infrastructure will be required to facilitate and encourage the development of Docklands and that it is neither possible nor appropriate for the Victorian Government to be the sole provider of this investment. The Government has issued investment guidelines for infrastructure projects which could be privately funded either in full or in part.

6. That the economic significance of possible new land uses is one important criterion for determining the balance of uses to be established.

Docklands is an area that, because of its waterfront location, its proximity to the Central Activities District (CAD) and other inner urban infrastructure and its role as a transport hub, offers significant economic opportunities. Whilst there is a range of other, possible uses for the area that also benefit from its inherent qualities, economic significance must be considered in evaluating the mix of uses established.

7. That land that is available early should be developed in ways which assist in demonstrating what can be achieved at Docklands.

Docklands consists of large tracts of waterfront land immediately adjacent to the CAD. It is therefore of intrinsic value and importance to Melbourne and should not be allowed to become derelict or underutilised. In this context, whilst the entire area will only become available over several decades, it is important to use land that is available early to build awareness of the overall importance of the area. The fact that land is entirely in public ownership underscores the importance of developing the area responsibly.

8. That the waterfront will be opened up to provide public access.

Docklands contains a large area of waterfront which could bring great benefits to Melbourne in terms of tourism and recreation and leisure for Melburnians. The entire area is in public ownership and development must ensure that the waterfront is publicly accessible.

9. That a long-term solution will be provided for problems associated with storage of bulk liquids and chemicals at Coode Island

The future of Coode Island has been the subject of consideration by both the Port of Melbourne Authority and the Ministerial Task Force on Hazardous Chemicals. Following major fires at Coode Island in August, the Government has established a Review Panel to determine the best long-term solution to problems associated with storage of bulk liquids and chemicals at this site. The Task Force's work will take into account the recommendations of the Review Panel when available. The Chairperson of the Docklands

Authority has publicly called for a permanent long-term solution to problems at Coode Island.

Government Objectives

The following objectives for development of Docklands were provided to the Task Force by the Government and have been used to guide development of the Draft Strategy.

- 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 release of under-utilised Government land to finance basic infrastructure; and
 - is properly integrated into existing neighbourhoods.

1.2 POLICY CONTEXT

Analysis of the policy context in which planning for the development of Docklands is now occurring reinforces the view of a complex, changing and, to some degree, uncertain environment. Nevertheless, policies at the Federal, State and municipal level do provide focus and direction for a number of key issues.

Government policy is expressed in many forms. It is not restricted to policy documents but is also found in press releases, speeches and statements to Parliament. Policy sets out clearly a Government's views about particular issues or topics.

There is a great body of policy which could be seen as having some bearing on Docklands: economic and urban policies including changing trends in Federal/State financial arrangements and Loan Council borrowing restrictions, the emphasis on improving the trade-exposed sectors of the economy, micro-economic reform of transport infrastructure and a growing awareness of the need to make better use of existing urban infrastructure and halt the spread of cities. These are some of the key policy parameters which influence the way planning for Docklands is being carried out.

It must also be understood that the implications of various policies for Docklands are different. Some policies set a broad context whilst others have direct and specific implications. For example, policies related to micro-economic reform of transport infrastructure are basically of contextual importance to Docklands, whilst policies related to urban consolidation have direct implications, particularly in terms of land use.

It is also evident that there is no single body of policy that provides a consistent framework for the sort of complex decision-making Docklands requires. On the question of land use, for example, current policy supports a variety of competing uses at Docklands. The policy context, not surprisingly, reflects a complex world. The challenge is to understand the broad directions and make informed assessments as to the relative weighting appropriate in particular circumstances.

Further, there is an inherent tension between what today's policies might suggest and the fact that parts of Docklands will not be available for redevelopment for many years. It is clearly difficult to predict the priorities Government policies at all levels might set in ten, twenty or thirty years.



Docklands is part of a nationally significant transport hub

It is therefore important to adopt an approach which analyses policy in terms of issues, directions and conflicts, rather than looking for a detailed "prescription" for development. A brief analysis of some of the major issues and directions is provided below.

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 at improving the performance of the trade-exposed sectors of the economy have led to a focus on the need to reform 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 National Rail Freight Initiative which provides for an integrated national rail freight system, play an important contextual role. Similarly, waterfront reform emphasises the need to improve efficiencies from 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 other major infrastructure including 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 purposes 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 specific application to Docklands, for infrastructure projects which could be privately funded in full or in part.

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 focussing on demonstration projects in medium density housing, provision of linking public transport and the generation of geographically-related job opportunities. Allocation of funds will be considered at a special Premiers' Conference in November and it is understood that emphasis will be placed on restructuring existing outer suburbs and new growth areas. 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 Docklands.

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 great 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 is developing an urban development strategy for Victoria. In the next forty years, Victoria's population is expected to grow by 1.5 million. The discussion paper **Urban Development Options for Victoria** provided alternative scenarios for meeting this demand and sought public response to the ideas proposed. A draft strategy is expected in late 1991. This work will provide an important context to the development of Docklands and is likely to support development for reasons of urban consolidation. Nevertheless, Docklands will be just one factor affecting the broad development of Melbourne and Victoria in the coming decades.

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, supports provision of significant and varied areas of open space at Docklands. 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.

Environmental Policy

It is being recognised increasingly that environmental issues cut across 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 the Central Area Transport Strategy (CATS). Another policy priority is to direct through-traffic away from the CAD. 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. 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.

Conclusion

The policy framework that surrounds Docklands is complex. The challenge is to appreciate the dynamic nature of our environment, to recognise the focus and direction provided by the current policy climate and to analyse carefully those situations in which conflict and complexity inevitably occur.

It is possible to argue that current thinking about the need to better utilise existing infrastructure, for a variety of economic, social and environmental reasons, supports development of Docklands. At the same time, the importance of Docklands' traditional transport activities has not diminished and a range of new land uses would seem to be appropriate to the site. Careful analysis and good public processes will be required over a lengthy period to ensure that an appropriate mix of land uses is established and the timing and funding of major infrastructure are appropriately managed.

In this context, it is not appropriate to attempt to provide a detailed "prescription" for development. A more strategic approach, which identifies and analyses key decisions and opportunities is required.

Structure of the Report

Against this background, the Draft Strategy is organised in the following way.

Section Two provides a description of the Docklands area and the newly established Docklands Authority. The consultation framework is then outlined and is accompanied by a detailed presentation of the major consultation and research input.

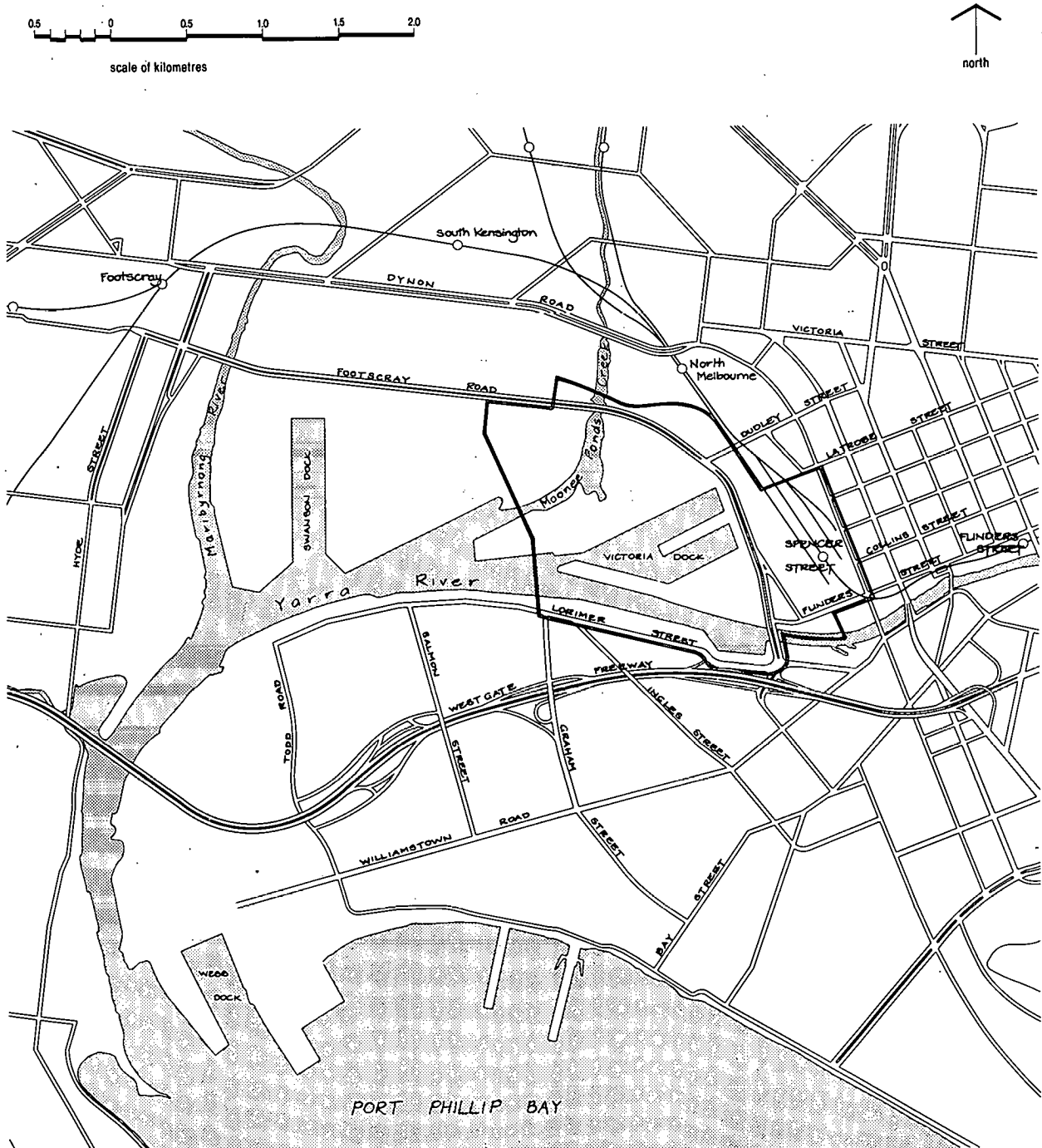
Section Three is then devoted to discussion of a number of strategic issues deemed by the Task Force to be of particular relevance and importance to the development of a strategy for Docklands.

The Draft Strategy (Section Four) consists of a set of principles to guide the future; a presentation of the main elements with respect to land use, infrastructure and the character of Docklands; and, finally, an outline of some first actions which might be considered. The document concludes with a description of the next stage of public comment.

Section Two

- 2.1 Docklands Site Description**
 - 2.2 Docklands Authority**
 - 2.3 The Consultation Framework**
 - 2.4 Major Consultation and Research Input**
-

Docklands : The Site



Docklands: The Site

2.1 Docklands Site Description

Area

Docklands consists of about 300 hectares of land and water at the western edge of the CAD. The area is bounded by Spencer Street to the east, Footscray Road to the north and Lorimer Street to the south.

The Strategic Options report considered Docklands in the context of a wider area (the Greater Docklands Study Area) to ensure full account was taken of the relationship of Docklands to surrounding areas. However the focus for development, and thus of the Draft Strategy, is the area referred to as Docklands. (It was called the Core Area in the Strategic Options report).

It should be noted also that the area discussed in this document is slightly larger than that designated under the Docklands Authority Act.

The entire area, with the sole exception of the former railways administration building in Spencer Street, is publicly owned.

History

Historically, much of Docklands was low-lying swamp bisected by the meandering lower reaches of the Yarra River. The site of the original settlement of Melbourne was the point where a natural weir separated tidal salt water from fresh river water, and a mooring basin in front of the former Customs House in Flinders Street was Melbourne's first harbour.

As trade and shipping grew, wharves developed on both sides of the Yarra downstream of the growing town. Although new settlements sprang up at Williamstown and Footscray, the intervening, unattractive land remained undeveloped. Today, the poor soil conditions and the pattern of early development are reflected in the low intensity of use of the land and the predominant activities of port, rail and associated businesses. Docklands is characterised by its very flat topography, a legacy of its swampy estuarine nature, with only slight rises towards North Melbourne, Kensington and Footscray. The highest ground in Docklands is at the edge of the CAD, near to the Flagstaff Gardens. Here, on a hill some thirty-five metres above sea level, signals were sent during Melbourne's early years to ships moored at Williamstown.

Current Land Use

The major land use in Docklands is freight and transport, particularly port, rail freight terminals and associated private freight handling and shipping agents.

Much of Docklands lies on land currently used for port activities. The Port is the largest container port in the southern hemisphere and is Australia's major general cargo port. The Port plays a significant role in Victoria's economy in terms of trade, transport and employment.

The Port of Melbourne Authority (PMA) is responsible for providing berths and facilities for the movement of cargo through the Port. Private operators use these facilities, providing their own labour and technology to load, unload and transport both overseas and coastal trade cargo.

The eastern part of Docklands is occupied by railway land currently operated by the Public Transport Corporation (PTC). Some of the area is redundant or underutilised for rail purposes. The PTC has already commenced clearing part of the "Melbourne Yard" by pulling up track.

Further east is Spencer Street railway station where country Victorian and interstate passenger services terminate and connections can be made to suburban passenger services including the underground Loop. Spencer Street station is linked by the rail viaduct from Flinders Street station at the south and by various lines to the north to the South Dynon Container Terminal, the Dynon Freight Terminal and to northern and western suburbs via North Melbourne.

The Webb Dock Rail Line is a broad gauge line that connects Webb Dock to the South Dynon Container Terminal. Its current alignment takes it along the south bank of the Yarra, through the Melbourne Yard and across Moonee Ponds Creek into South Dynon.

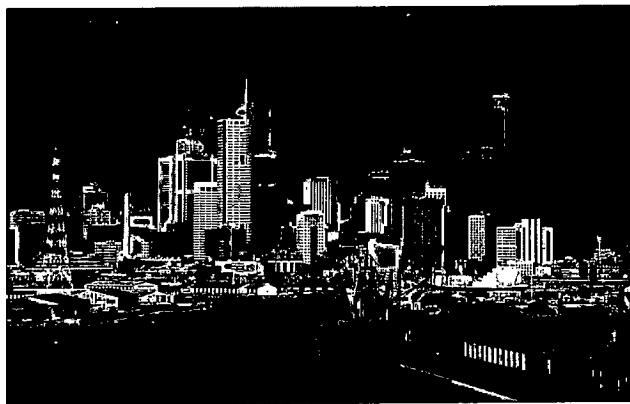
Roads

Docklands is serviced by a sparse skeleton of arterial roads which, while adequate for current activities, is incomplete in terms of providing for proper road access to and past the area, particularly in the north-south direction.

On the north side of the Yarra, primary arterials Dynon Road and Footscray Road provide the only east-west through and access routes. Both are major freight routes, and Footscray Road is an over-dimensional vehicle route. Some 35 per cent of Footscray Road traffic is heavy vehicles. Dudley Street, in West Melbourne, is another major outlet from Docklands.

South of the Yarra River, the only east-west through-route is the West Gate Freeway which links the Geelong Road and south-western suburbs to Port Melbourne, from where arterial roads distribute traffic to the CAD and southern and eastern suburbs.

2.2 Docklands Authority



When the Premier launched the Strategic Options report in December 1990, a Discussion Paper on proposed legislation to establish a Docklands Authority, together with a Draft Bill, were also publicly released. Since then legislation has been passed in Parliament and the Docklands Authority Board 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. It is expected that the Docklands Authority will be fully operational before the end of 1991 once a chief executive and appropriate staff are appointed.

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 following functions:

- to develop the docklands area;
- to promote and encourage the involvement of the private sector in that development;
- to oversee and co-ordinate the development by others of the docklands area;
- to investigate development options and prepare and implement development strategies;
- to investigate infrastructure options and prepare and implement plans for infrastructure co-ordination;
- to take, support or promote measures to encourage people to live and work in the area;
- to take, support or promote measures to create in the area an attractive environment;
- to encourage appropriate public involvement in that development;
- to promote, assist in and co-ordinate the economic, cultural and social development of the docklands area;
- to facilitate and, with the consent of the Minister administering the Port of Melbourne Authority Act 1958, plan and implement the reorganization of port facilities;
- to facilitate and, with the consent of the Minister administering the Transport Act 1983, plan and implement the reorganization of transport facilities;
- to promote tourism to the docklands area;
- to 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 area is smaller than the area discussed in this report in that it excludes the south bank of the Yarra and its boundary to the north-west falls on the east side of Moonee Ponds Creek.

The Governor-in-Council may reduce the boundaries of the Docklands area 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.

All the elements of development at Docklands are elements for which the Authority will be accountable. Ultimately, it will be the Authority which will implement the Docklands Strategy.

Since its inception the Docklands Authority Chairperson, Mr Eric Mayer, has released a number of public statements, principally in relation to the siting of a casino in Docklands. Mr Mayer has stated his belief that Docklands is the only logically appropriate site for the casino, primarily because the substantial traffic generated by the casino could not be handled by any other site within the CAD. In addition, Mr Mayer 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.

Mr Mayer has also indicated that a major parkland and open space would be part of the casino development at Docklands. The casino would be set back from the banks of the Yarra to ensure public access to the waterfront.

In relation to the recent fires at Coode Island, Mr Mayer supports the clean-up of the area and has called for a permanent long-term solution to the issue.

Docklands Milestones

- | | |
|----------------------|---|
| November 1988 | Melbourne's submission to the Australian Olympic Federation proposes Docklands as the site for an Olympic Village. |
| August 1989 | Ministry for Planning and Environment releases Melbourne's Docklands: A Strategic Planning Framework for public consultation. |
| February 1990 | Docklands Task Force established, reporting to the then Minister for Industry, Technology and Resources, the Hon. David White, MLC. |
| May 1990 | <p>Victorian Government Major Projects Unit publishes Progress Report - Melbourne Docklands.</p> <p>Committee for Melbourne publishes Melbourne Docklands, the Victorian proposal to establish the Multifunction Polis (MFP) at Docklands.</p> |
| December 1990 | <p>Docklands Task Force report Melbourne Docklands: Strategic Options released for public consultation.</p> <p>Major Projects Unit releases draft legislation to establish Docklands Authority for public consultation.</p> <p>Victorian Government appoints Docklands Consultation Steering Group to guide consultation activities.</p> |
| May 1991 | <p>First phase of public consultation on Strategic Options report completed.</p> <p>Legislation to establish Docklands Authority passed by Victorian Parliament.</p> |
| June 1991 | Docklands Authority Board appointed. |
| November 1991 | Docklands Task Force report Melbourne Docklands: Draft Strategy for Redevelopment released for second phase of public consultation. |

2.3 The Consultation Framework

Since its inception in February 1990, the Docklands Task Force has had the responsibility of preparing a long-term strategy for Docklands. In particular, it was charged with co-ordinating previous work undertaken by a number of different Government agencies, as well as consulting with the community on proposed developments and uses for the site.

To assist in its efforts, the Government in December 1990 announced the appointment of the Docklands Consultation Steering Group (DCSG). The DCSG reports directly to the Minister for Manufacturing and Industry Development, The Hon. David White, MLC.

The Terms of Reference of the DCSG are 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;
- 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;
- advise the Task Force on the merging of public consultation input with the research and policy work relevant to planning for Docklands;
- 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;
- 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 Docklands 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.



L - R Dimity Reed, Lawrie Wilson, John Fowler, Tony Dalton, Helen Gow, Des Gunn.

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

The appointment of the DCSG was announced at the same time as the Task Force's report **Melbourne Docklands: Strategic Options** was released. This heralded the start of a two-stage process of consultation.

The first stage of consultation was aimed at eliciting a wide range of ideas and responses about possibilities for Docklands. The Strategic Options report built on work carried out in relation to various proposals for Docklands (for example, the Olympics and the Committee for Melbourne's proposal for the Multifunction Polis). It was also based on work carried out by the Task Force during 1990 and on discussions with a range of groups and individuals. Discussions were held with local councils and associations, developers, urban planning bodies, social issues groups, environmentalists and a wide range of expertise - within Government agencies and the private sector was tapped to help formulate issues and assist in developing and presenting options.

The information contained in the Strategic Options report (and supporting working papers and consultants' reports) and, in particular, the four options the report presented, were intended to help stimulate and inform debate. A range of activities was arranged to encourage people to contribute to this initial phase of consultation.

Consultation Activities

In terms of processes in which people could contribute their ideas and views about Docklands, the Docklands Consultation Steering Group and the Task Force agreed on a program which included public meetings aimed at presenting the Strategic Options report and providing opportunities for general discussion, comment and feedback; public forums, each focussed on key topics of relevance to Docklands, to allow more detailed exploration of significant issues; consultation sessions at which groups and individuals could meet with the Task Force and the DCSG to present their views in person; and, calls for written submissions to be received by the end of May.

During 1990 the Task Force began calling for people to register on a mailing list if they were interested in being informed about planning for Docklands. To date, approximately 1,700 people and organisations are registered on that list. Newsletters, reports and other information are mailed out as they become available.

Following the release of the Strategic Options report in December 1990, a four page insert was published in the Herald/Sun and The Age in February 1991 (see Appendix 3). The insert summarised the report and provided extensive detail about consultation arrangements over the coming months. The consultation program was also widely advertised in ethnic media and emphasised the Task Force's willingness to make translation services available upon request.

Advertising of particular events followed in local and metropolitan media and through use of the newsletter and other mailouts.

Press briefings also occurred and a number of radio and press interviews were carried out to assist in raising awareness of the consultation processes underway.

Four public meetings were held to present the Strategic Options report and to provide opportunities for general discussion and comment (City; Footscray; Port Melbourne; Glen Waverley).

It should be noted that public meetings were deliberately scheduled at a variety of times of the day and locations to provide people access to at least one meeting.

The same format was adopted at each of the meetings. The chairperson of the DCSG chaired all these public meetings with members of the Task Force outlining the consultation process, the Strategic Options report and finally providing a financial evaluation.

General discussion, largely in a question and answer format, followed. Discussion at all meetings was recorded by a hansard reporter and transcripts are available at the Task Force's office. Over the four meetings, approximately 240 people were in attendance and contributed their ideas and responses to the Strategic Options report.

Six public forums, each focussing on key topics of relevance to planning for Docklands, were held at the Exhibition Buildings in Carlton during March and April. The meetings were again chaired by the DCSG Chairperson and were addressed by a range of speakers, including people from the Task Force and people with views different from those expressed in the Strategic Options report or with particular expertise to contribute. The forum program is presented in Figure 1 below.



Public meeting at Port Melbourne Community Centre

Wednesday 13 March

Land Use and Housing Authority

Matt Ainsaar (Task Force)

Terry Burke (Swinburne Institute)

Jim Holdsworth (Task Force)

Michael McGrath (Melbourne City Council)

Andrew Mahar (Inner Urban Regional Housing Council)

Tuesday 19 March

The Proposed Docklands Authority

Dr Tony Ward (Major Projects Unit)

Ewan Ogilvy (Social Justice Coalition)

Alan Williams (Building Owners and Managers Association)

Peter Tesdorpf (Inner Metropolitan Regional Association)

Wednesday 20 March

The Port and Micro-Economic Reform

Chas Collison (Victorian Trades Hall Council)

Ian Hunt (Task Force)

Leigh Mackay (Port of Melbourne Authority)

David Wilson (Consultant)

Wednesday 27 March

New Transport Options for Docklands

Ian Hunt (Task Force)

Ray Walford (Public Transport Users Association)

Chris Malan (Public Transport Corporation)

Bob Evans (VicRoads)

Peter Greig (VicRoads)

Monday 8 April

Environment, Heritage and Urban Design

Geoff Carr (Consultant)

Jim Holdsworth (Task Force)

Elery Hamilton-Smith (Phillip Institute)

Meredith Gould (Architect)

Steve Whitford (Royal Australian Institute of Architects)

Thursday 18th April

Docklands Economic Forum

Harry Van Moorst (Victorian University of Technology)

Dan Kolomanski (Consultant)

Dr Peter Brain (National Institute of Economic and Industry Research)

Geoff Frankish (Task Force)

Discussion at all the forums was again recorded by a Hansard reporter and transcripts are available at the Task Force's office. Over the six forums, approximately 250 people attended.

A wide range of consultation times was advertised at which people could make appointments to meet with the Task Force and the DCSG to make submissions or discuss particular issues in person. Six verbal submissions were made.

As well, written submissions were invited. In all, 87 submissions were received from different groups and individuals, as listed in Appendix 1. These covered an extremely diverse range of topics and views.

Task Force Initiatives

As the issues emerged from the consultation process, the Task Force adopted a variety of mechanisms to clarify and test responses in key areas. These consisted of:

- establishing a Transport Working Group comprising representatives of the Public Transport Corporation, the Ministry of Transport, Vic Roads, the Port of Melbourne Authority and the Task Force. The Group has been responsible for providing a co-ordinated response to transport-related issues raised. The Group also prepared the transport framework for the Draft Strategy. It will continue to advise the Task Force as the Strategy is finalised;
- establishing an urban design panel of architects, planners and landscape architects, chaired by Professor David Yencken of Melbourne University, to discuss significant planning and urban design issues;
- holding detailed discussions on housing issues with a range of individuals and organisations, including:
 - officers of the Melbourne, South Melbourne and Port Melbourne Councils,
 - the Housing Industry Association,
 - Associate Professor Terry Burke of Swinburne Institute of Technology,
 - Jennings Industries;
- commissioning, in conjunction with the Historic Buildings Council, a major study into the heritage of the Docklands area. The study was completed

in July 1991. This and subsequent work was overseen by a steering committee which also included representation from the National Trust and the City of Melbourne;

- establishing a working group to provide advice on those activities which could happen in the short-term to open public access to and stimulate interest in Docklands. The Group consisted of the following agencies:
 - City of Melbourne
 - Department of Planning and Housing
 - Melbourne and Metropolitan Board of Works (now Melbourne Water)
 - Port of Melbourne Authority;
- obtaining advice on a number of environmental and recreational/open space issues from a range of experts in this field and also having valuable research carried out under supervision by Ms Rosy Costa, a final year Recreation Studies student from Phillip Institute;
- holding detailed and wide-ranging discussions with other State Government agencies and Local Government;
- holding discussions with the Wurundjeri Tribe Land and Compensation Cultural Heritage Council and the Office of Aboriginal Affairs on Koorie interests;
- holding discussions with a range of groups representing people with disabilities.

Briefings and discussions were also provided on request to a range of organisations including the Building Owners and Managers Association (BOMA), the Certified Practising Accountants (Gippsland Division), the Committee of Six Mayors, the Victorian Council of the Arts, the Flemington Association, the Moonee Ponds Creek Association and others.

Through the different consultation activities arranged by the Task Force, a wide range of groups and individuals contributed their thoughts and ideas about the development of Docklands. Private citizens, professional associations, community groups, unions, State and Local Government agencies and others were all represented. It was, however, suggested during the consultation that more information about the interests and opinions of the private sector was required. There was limited participation by the private sector in the consultation process, despite efforts to encourage the

involvement of individual companies and representative groups. A market survey of investor interest was proposed to be carried out by the then Docklands Advisory Board. This issue may now be taken up by the Docklands Authority which has superseded the Docklands Advisory Board.

Despite these limitations in the involvement of the private sector, the DCSG advised the Minister formally that it was completely satisfied with the range of interests and views represented by participants in the first phase of consultation.

Co-ordination with other consultation processes

At the commencement of consultation over Docklands in December 1990, it was clear that there were other consultation processes underway or planned, that had an impact more or less directly on Docklands.

In order to minimise public confusion and to ensure relevant information was shared between agencies, the Task Force established a Consultation Co-ordination Committee. Agencies represented on that Committee, which meets on a monthly basis, include the Port of Melbourne Authority (PMA), City of Melbourne, the secretariat of the Ministerial Task Force on the Management of Hazardous Chemicals, the Ministry of Transport and the Task Force. The Coode Island Review Panel has now been invited to join this Committee as has Melbourne Water.

The key consultation processes with which the Committee is concerned are:

The Victorian Ports Land Use Plan

The three Victorian Ports are currently preparing the Victorian Ports Land Use Plan, the objective of which is to ensure that appropriate port land is available to meet Victoria's long-term trade needs. The plan will be a strategic document establishing a framework for future development over the next 20 years.

It should also be noted that the PMA has had a close involvement with the work of the Task Force on a continuing basis. The Task Force is liaising closely with the PMA to ensure that the Task Force's outputs are consistent with those of the PMA.

The Ministerial Task Force on the Management of Hazardous Chemicals

This Ministerial Task Force was established to develop long-term policies for the future management of the chemical industry in Victoria. A broadly based Consultative Committee was formed to provide balanced and representative views on issues and meets regularly with the Ministerial Task Force which comprises eight Ministers and is chaired by the Hon Neil Pope, MP, Minister for Labour.

Coode Island Review Panel

The Coode Island Review Panel has been established to recommend to Government by 2 December 1991 an immediate Action Plan to minimise the risks associated with the existing Coode Island facility. It is also required to make recommendations to Government by 31 March 1992 on the longer-term storage of hazardous materials at Port facilities.

Melbourne Strategy Plan Review

A draft report on the outcome of the 1990-91 Strategy Plan Review has been prepared by the City of Melbourne.

Council has adopted the goals and objectives included in the draft report on **Strategic Directions and Priorities** and approved the publication of the implementation mechanisms prooosed in it.

It is expected that the **Strategic Directions and Priorities** report will be the basis of discussion between the City of Melbourne and the State Government with a view to ultimate endorsement by both parties.

Transport

The Victorian Transport agencies have been involved in developing a framework for integrated transport and land use planning. As part of this process these agencies have been holding discussions with the community on a variety of issues, some of which have wider implications than Docklands. These include:

- the Central Area Transport Strategy (CATS)
- the Traffic in Melbourne Study
- the Victorian Transport Strategy
- Eastern Corridor transport issues
- Very Fast Train
- ticketing systems for metropolitan transport
- safe travel on public transport
- graffiti and vandalism issues
- review of private bus services in Melbourne.

Conclusion

Since the release of the Strategic Options report and the completion of the first phase of consultation, transcripts of the views expressed at public meetings, public forums and at consultation sessions, the written submissions and the ideas expressed in other discussion initiated by the Task Force, have all contributed to the development of this Draft Strategy.

In conjunction with the consultation, the Task Force carried out or commissioned further research which also assisted in developing ideas for the Draft Strategy. A list of the key working papers produced is provided in Appendix 2.

This report traces that process and is now intended to be the principal resource for a further period of public consultation. As in the first phase, a program of consultation activities will be agreed with the Docklands Consultation Steering Group to assist people to respond to the Task Force's work to date. At the close of this second period of consultation, a final Strategy will be prepared for submission to the Government early in 1992.

2.4 Major Consultation and Research

The development of the Draft Strategy grew largely out of a merging of information and views arising from public consultation data with research and policy work undertaken by the Task Force. This section now presents the major input to the Task Force's thinking over the last year or so. A set of themes emerging from the consultation is firstly identified. Each of these is detailed and accompanied by a description of relevant research undertaken by the Task Force as well as a synthesis of the consultation and research input with related policy.

In analysing public consultation input, the Task Force drew upon two important principles:

- to report accurately and comprehensively the nature and detail of people's contributions;
- to present consultation data in ways which would enable people to recognise and trace their own particular contributions through to the development of policy, proposed strategies and recommendations.

The task of developing a Draft Strategy for the Docklands has elicited an enormous range of views and issues and in analysing these, the Task Force found it was possible to organise the consultation feedback around several themes:

- Urban Policies and Priorities
- The Port
- Housing
- Open Space
- Other Land Uses
- Urban Design
- Heritage
- Environment
- Transport
- Staging
- Finance and Investment.

Of necessity, this treatment of consultation input is a lengthy process. The Task Force makes no apology for this because its importance lies in establishing a public record of input, and outlining the ideas, concerns and perspectives which in various ways have been absorbed into Task Force thinking.

It should be noted that the purpose of the following summary is to include the key issues and

views expressed by participants and does not include any commentary of the Task Force itself except in the case where there is a clear error or factually incorrect statement from the consultation. This is noted in the text.

2.4.1 Urban Policy and Priorities

The large landholdings and waterfront aspect of Docklands together with its location between the central city and the port, at the focal point of the transport and distribution network, give it tremendous development potential. However, the scale, pattern and pace of development at Docklands must be related to an understanding of its relationship with other important elements of the metropolitan area and of its future role within the context of Victoria's longer term development.

Early in 1991, the Department of Planning and Housing published a paper on **Urban Development Options for Victoria**. In this paper alternative scenarios for future urban development were presented. These were:

- 1) Compact Melbourne: containing metropolitan Melbourne in established suburbs and designated priority growth areas.
- 2) Twin Cities: creating a second major metropolitan focus in the south-east, (for instance at Dandenong), or the north-west with good access to Melbourne Airport.
- 3) New Towns: this concept was based on three new towns, each of about 100,000-300,000 people, on the edge of metropolitan Melbourne. Together with Geelong, they would form a ring of urban centres about 60-90km from the central city.
- 4) Regional Centres: this concept was based on diverting a substantial proportion of future population growth to the six major regional centres - Geelong, Ballarat, Bendigo, Shepparton, Wodonga and the Latrobe Valley towns.

This was intended as a discussion paper and it did not suggest any prescriptive pattern. It pointed out that the existing inertia and investment in the metropolitan area is such that the bulk of future growth is likely to continue to focus on Melbourne. It then posed the question whether it was seen by the community as a good thing in terms of the resultant urban sprawl and if not what alternatives can be considered and how could those alternatives

be made to work without simply calling for more Government money and subsidy. Responses to this discussion paper are still being considered and a draft preferred strategy is not expected until the end of 1991.

In relation to urban policy, the current focus on micro-economic reform has been extended in its area of interest to take in issues to do with the provision of urban infrastructure. The Better Cities Program was announced in the recent Federal budget. It is a three year program not only focussing on demonstration projects in medium density housing, but also looking at the provision of linking public transport and the generation of geographically related job opportunities in areas. Allocation of funds will be considered after the special Premiers' Conference in November and it is understood that emphasis will be placed on restructuring existing outer suburbs and new growth areas.

The Strategic Options report recognised the urban policy context within which strategic planning for Docklands was occurring. It also recognised the range of urban development projects - both public and private sector-driven - which had commenced or were under consideration. The report did not attempt to state a case for Docklands in any comparative sense particularly as the **Urban Development Options for Victoria** paper was not available when the Strategic Options Report was released.

The major issues to emerge from the consultation process focussed on the purpose of a Docklands project in the urban policy context. There was debate particularly about:

- Docklands and its relation to the ideas expressed in the discussion paper mentioned above;
- 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 and, on the one hand, other inner urban housing projects and, on the other, the urban fringe.

These issues emerged early in the process during a public forum on "Land Use and Housing". They were to be taken up in a number of subsequent submissions. Terry Burke, Associate Professor in Social and Political Studies at Swinburne Institute



A residential emphasis at Docklands is preferred by many

of Technology in a paper presented at the public forum claimed that to develop Docklands particularly is confirmation of the economic primacy of the central city, in Melbourne and Victoria. The attraction of commercial and industrial development on the urban fringe or to provincial cities would be difficult, he said, if such development was competing with a central city location which may be subsidised. A greater emphasis on residential and relocation uses may be more appropriate. The suggestion was made also that Docklands should be put on hold for two or three years until we assess the sort of urban future we want for Victoria. Otherwise, there was the risk of "the cart driving the horse", a project driving the future urban form for Victoria. This particular issue was taken up also in the submission from the City of South Melbourne. The wish to see a holistic approach to planning in Victoria was articulated also by Prof Graham Brawn of Melbourne University at another public forum:

.... you are the biggest ball game in town at the moment and you are not presenting us with trade-offs between what goes on here and then what does not go on somewhere else in the city. This large chunk of land... does not seem to be giving us that opportunity to look at Melbourne ... in total.

The issue of the relationship of Docklands to the Melbourne CAD is perhaps, a sub-set of where Docklands fits in the broader picture. The proposition that Docklands should be a continuation of the CAD, which is implicit in the City of Melbourne's construct of Docklands as the "safety valve" for the city, raises this issue in a particular way. There was much adverse comment, however, about the high component of commercial/office development in Option 1 of the Strategic Options report.

Representatives of BOMA and AMP Property Investments among a range of groups and individuals spoke of the over-supply of office and retail space in the CAD as a cause of concern about Option 1.

The impact of Docklands on other inner urban development was another related issue, in the sense that some members of the community saw the need for wider metropolitan planning. For example, the City of South Melbourne referred directly to the Southbank project, concluding that

"The re-development of Docklands with 'unspecified incentives' may significantly affect other inner urban redevelopment projects ... and possibly result in urban blight."

The Sandridge City Development Corporation focussed on the "substantial detriment" presented by Docklands to the successful outcome of the Sandridge site. The redevelopment of the Jolimont railyards and infill projects in Richmond were others cited as potentially affected by progress with Docklands.

The issue of costs in developing inner urban areas as against providing infrastructure on the urban fringe has been the subject of debate quite outside the current discussion of Docklands. But the Docklands consultation saw the issue raised in a number of forms. The City of Werribee resolved that it would not support Docklands proposals which would see government expenditure priorities channelled away from the Growth Areas.

"In order for this growth to be successfully managed and to guarantee quality of life for future residents," Council submitted, *"Governments must be able to provide some necessary physical and social infrastructure"*. Docklands was seen, therefore, as competing with the Werribee Growth Area for public sector investment.

A speaker at the "Economic Development" public forum expressed the view that ideas about urban consolidation were being perverted in relation to Docklands: that Docklands was really about centralising and concentrating economic activities for the benefit of the private sector.

On the urban consolidation issue, the Task Force commissioned a study by Urban Projects Pty Ltd on **Comparative Costs of Residential Development at Docklands and The Urban Fringe**. The study examined earlier relevant reports and analysed the actual expenditure incurred on residential development in those areas

immediately contiguous to Docklands. It looked at the long-run expenditure for both Local and State Governments.

Conclusions drawn from this study were that cost savings are dependent on the population and dwelling densities achieved at Docklands, as well as the specific locations selected for housing development. The study estimated that the public sector cost of developing residential land could be up to 30% less at Docklands than on the urban fringe.

An analysis of the long-run average costs of local government indicated that inner and middle councils spend considerably more per capita than outer fringe municipalities. This trend however, appears to be related to size of population rather than to location. There is evidence to suggest that there would be substantial recurrent cost benefits to inner and middle councils in increasing their population. In particular, per capita outlays on "general public services" are likely to be reduced with large increases in population. Docklands and its surrounds comprise a significant opportunity in this regard.

The study also indicated that State Government capital expenditure over the past five years has been heavily concentrated in the inner and middle areas. Much of this expenditure relates to the provision of facilities for the wider metropolitan population. Whilst it is difficult to quantify the benefit, there is no doubt that the residential population of Docklands would be able to take advantage of these facilities.

Substantial upgrading of physical infrastructure will be required at Docklands. However, much of the physical infrastructure needs are generated by the commercial office component of the redevelopment strategy rather than the residential component. Existing human services around the Docklands would be capable of supporting the residential and working population of Docklands with minimal additional recurrent or capital expenditure. Moreover the long term viability of some of the existing facilities would be enhanced by the redevelopment.

Overall, a strong feeling emerged from the consultation that Docklands needs to be planned in the context of other broader metropolitan planning issues. In particular, the relationship of Docklands to the CAD and to other Inner metropolitan developments will require special attention.

While concerns were raised about the potential of Docklands to draw resources away from other inner urban housing projects and from the urban fringe, research carried out by the Task Force suggests that the public sector cost of developing residential land at Docklands could be significantly less than on the urban fringe. Further, development at Docklands has the potential to make more efficient use of existing infrastructure and services in the inner area.

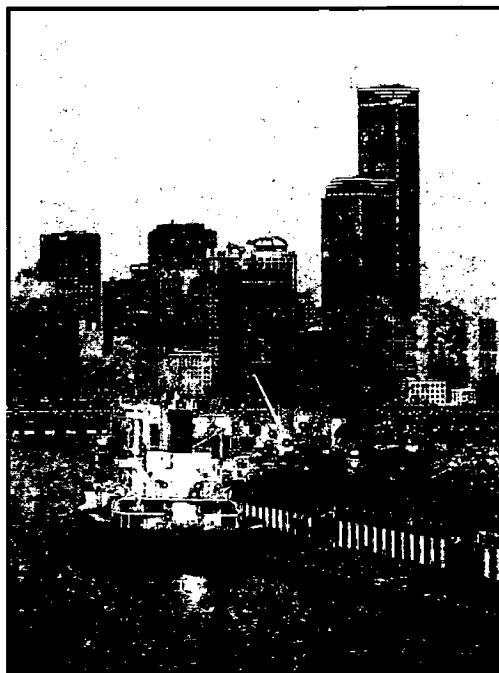
2.4.2 The Port

The significance of Docklands to urban policy also raises the issue of the Port's role, in relation to its current uses of Docklands land, and to proposed new uses of land no longer required or appropriate for port and transport operations.

The availability of redundant port and rail facilities for urban redevelopment has been acknowledged by Government policy documents in recent years. Recognition of the opportunities available at Docklands were heightened by bids for the Olympics and the Multifunction Polis. In 1987 Government economic policy and urban policy documents identified Docklands as an opportunity for redevelopment.

Melbourne Docklands: A Strategic Planning Framework released in 1989 stated that "the consolidation of port activities further down the Yarra River and the redundancy of some railyards in the Docklands Precinct provide the potential for redeveloping a large area of waterside land around Victoria Dock, creating a new urban area on the city's western edge". This document also noted that the Olympic Village proposal had brought forward plans to consolidate some port activity downstream and that the relocation of port facilities at South Victoria Dock and South Wharf would have been required. Discussion had commenced on the question of compensating the Port of Melbourne Authority (PMA) where facilities were to be vacated before their economic lives had elapsed.

The Port is also engaged in its own planning activity. The three Victorian port authorities are preparing the Victorian Ports Land Use Plan, the aim of which is "to ensure that appropriate port land is available to meet Victoria's long-term needs". The plan was to take into account the use of port land for



The Port of Melbourne

Olympic facilities as well as substantial increases in trade growth.

An options paper which identified seven land use options for the Port of Melbourne was released for public comment in May 1991. Three options entail reinvestment by the PMA within Docklands and three involve complete withdrawal from Docklands. A seventh also involves complete withdrawal from Docklands and the construction of a new container berth at Appleton G. This conflicts with proposals for open space in the mouth of the Moonee Ponds Creek. The PMA is currently analysing comments and preparing a draft strategy which is expected to be released for public comment later this year. The final strategy will be completed in 1992.

On the question of the construction of a new berth at Appleton G, consultants to the Task Force have advised that Appleton G would not be required for port operations in the foreseeable future and have proposed two land use plans, each with different assumptions, which would achieve this end. (Refer also to Section 2.4.8, Open Space.) They have recommended that the area of Appleton Dock adjacent to Docklands be retained for "future development", either port or non-port.

The **Melbourne Docklands: Strategic Options** report was generally based on the premise that port land would become available for development as the

economic lives of facilities expire. This approach means that the amount of compensation payable to the PMA would be minimised.

Submissions and comments on the Port focussed on the following issues:

- the relationship of the planning exercises between the Ports Land Use Plan and the Task Force's Docklands Strategy;
- the payment of compensation to the PMA;
- the impact of a new river crossing on the access of boats upstream;
- construction of Appleton G.

Comments about the relationship between the Port and the Docklands planning exercises generally questioned the priority that should be awarded to each. A number of submissions argued that the economic significance of the Port needed to be recognised, while the cities of South Melbourne and Melbourne argued that the two exercises should be integrated. The Victorian Trades Hall Council expressed a similar concern at the "Port and Micro-Economic Reform" public forum that Docklands planning was pre-empting that of the Port and that port planning should get priority. Similar comments were made by the Waterside Workers Federation at the public forum on New Transport options.

"The crucial question" (as seen by the union movement) "in the whole Docklands debate is should the boundary of the Port be determined by the Docklands project or should the Docklands project boundary be determined by the Port".

Individual comments supported Docklands being kept as a port and maintained that port facilities were more important than alternatives such as media centres and questioned a development which may even impede the efficiency of the Port. One of the speakers at the "Port and Micro-Economic Reform" forum, Dr David Wilson, argued that it would be unwise to simply remove Victoria Dock without replacing the structure downstream with an equivalent. *"To do so would put at risk the future development of the Victorian economy."*



Facilities at North Victoria Dock, Port of Melbourne

The Social Justice Coalition, questioned the reason for relocating operating docks before the end of their useful lives and enquired as to the cost of compensation.

In its submission, the PMA notes that the issue of the timing of development and compensation are closely related and states:

"As a general rule, the earlier the release date, the higher the compensation".

A number of individuals and the Melbourne City Council were concerned about the impact of the Western Bypass bridge on maritime activity upstream. The Cruising Boat Owners Association expressed concern that a new bridge might prevent tall-masted boats entering Victoria Dock and that this is an important facet of the boating heritage of Docklands. The Association's preference was for a tunnel or an opening bridge. It was also concerned that a new bridge would add to the visual clutter of the area and suggested that any new crossing should link into an existing crossing. The need for deep water access was also emphasised especially, it was argued, as these facilities cannot be relocated at places such as Williamstown or St Kilda.

Planning issues within the Port were raised by the Joint Unions submission which made various recommendations as to where investment should occur within the Port. This aspect of the Unions' submission falls outside the ambit of the Docklands Strategy and should be considered by the PMA in preparation of its Land Use Plan.

In conclusion, planning for Docklands needs to capitalise on development opportunities identified by Government policy, while recognising the economic significance of the Port, and should be coordinated with the review of the Port's land use requirements currently underway. Consideration also needs to be given to the timing of Docklands development and its implications in terms of compensation and to the impact of a new river crossing in terms of access to the river and visual appearance.

- 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.

2.4.3 Housing

Details of the Government policy context in which the Task Force undertook work on residential development are provided in the Task Force's working paper "Residential Land Use". Some key policies that guided the Task Force relate to encouragement of housing and higher household densities in established urban areas, provision of a range of housing types and tenures and promotion of principles of affordability and choice. The policy of providing a minimum of 10% public housing on Government land is also acknowledged.

The Strategic Options report placed considerable emphasis on the provision of housing at Docklands. Each option included a different amount of housing. Option 3 had the strongest residential emphasis and proposed a population within the core area of up to 10,000 using approximately 50% of the land area for housing. As well as the information provided in the report, the "Residential Land Use" working paper provided further detail about potential locations for housing within the Greater Docklands Study Area, policy considerations, potential population mix, market conditions and implementation mechanisms.

The Strategic Options report identified potential housing locations both within Docklands itself and at a variety of sites within the Greater Docklands Study Area. It was argued that, whatever strategy is finally adopted, 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;



A minimum of 10% public housing should be provided at Docklands

Housing was a topic which elicited considerable interest. A wide range of organisations and individuals expressed their enthusiasm for the creation of housing at Docklands. For example, the submission from the City of Footscray noted that "... residential emphasis is preferred ...", the Collins Street Baptist Church nominated housing as being of "prime importance" and the City of South Melbourne argued that not enough emphasis had been placed on housing because only one third of floor area had been allocated to housing in Option 3, the Option with the greatest residential emphasis (although it has been pointed out previously that Option 3 devoted 50% of land area to housing). However, whilst many submissions, both verbal and written, acknowledged support for residential development, most added comments about the type of housing seen as being most desirable.

There were also a few contributions which queried the appropriateness of providing any housing. The Joint Unions Working Paper and a submission from the DANCE Group suggested that poor soil conditions would render housing development so expensive that it would be available only to high income groups. On this issue, consultants were commissioned by the Task Force to undertake a study on the comparative building costs at Docklands. They found that while construction over part of the railyards would not prove a problem due to the presence of basalt foundation, once construction moved out of this area, there would be some cost penalties incurred, depending on the form of development. However, buildings of up to two storeys or greater than ten storeys would not incur a significant cost penalty relative to other parts of Melbourne. It was estimated that buildings between two and ten storeys were estimated to bear penalties of up to 11%, whilst buildings over 20 storeys would incur a cost penalty of 1.7%. Other work carried out by the Task Force suggests that, particularly compared with development on the urban fringe, there are likely to be significant cost savings in infrastructure provision.

The Unions questioned whether housing was appropriate in proximity to an operating port. The Hazardous Materials Action Group queried the suitability of any development in proximity to Coode Island. Coode Island is discussed elsewhere in this report (Section 2.4.8), but it should be noted that the Government has announced a complete review of all chemical storage operations at Coode Island.

The use of Victoria Dock as a site for housing was questioned: by the unions because they believe there will be long-term port needs for Victoria Dock and by the North Melbourne Association which would prefer to see the area used for open space. The North Melbourne Association and others also queried the appropriateness of locating housing adjacent to the Western Bypass extension and port/industrial areas. The Task Force agrees with this point of view and no residential development is proposed adjacent to this area if the Western Bypass proceeds.

Further work has also led the Task Force to revise recommendations that housing be provided on the proposed Olympic Village site at Victoria Dock. In the absence of the Olympic imperative, analysis of the proposed Olympic Village suggested that, given problems with soil contamination at part of the site,

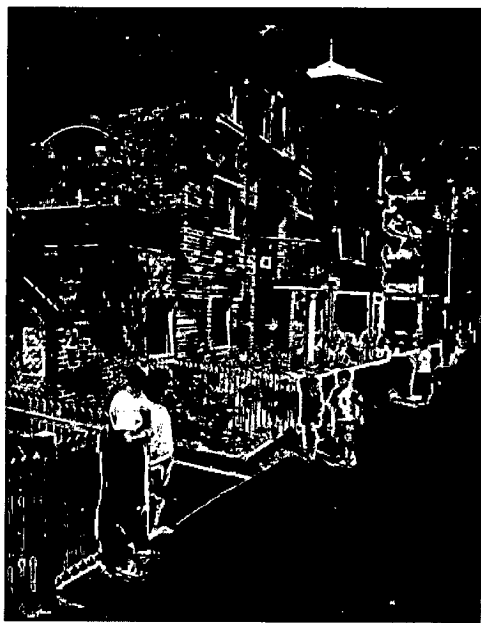
the heritage value of the docks, the desire to guarantee public access to the waterfront and difficulties related to the overall financial viability of developing housing in this location, other land uses should be preferred at Victoria Dock.

Strong views about providing a range of housing in terms of price, tenure and lifestyle 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 a concern that Docklands would be developed purely for those on 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 urban population.

Many submissions emphasised the need to provide affordable and public housing with an emphasis that equal proportions of public and private housing should be built and that there should be as much public housing as commercial development. Particularly because land at Docklands is in public ownership, a special opportunity exists to provide public and affordable housing. It was proposed that Docklands could be a model for development of new forms of public and affordable housing, available to all socio-economic groups. Providing a range of housing tenure was considered important in terms of achieving objectives of affordability. The Inner Urban Regional Housing Council and others suggested specific mechanisms by which affordable housing could be created which included developer levies and shared equity ownership schemes. That Government subsidies would be necessary to ensure affordable housing was also suggested.

Terry Burke of Swinburne Institute noted that "affordability" is difficult to define and discussion with officers at a number of the inner city councils highlighted some of the practical difficulties in delivering affordable housing.

Mr Burke also suggested that more thought needed to be given to the concept of "social mix" and how it might be achieved. Like affordability, catering to a wide social mix was a concept that was broadly supported. Tenure and type of housing were again recognised as important in this regard. Specific reference was made to the need to cater for

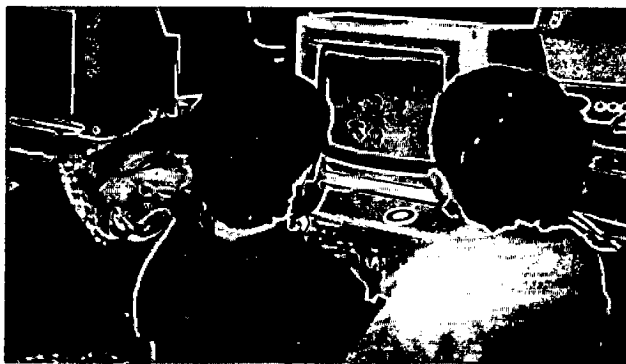


Housing needs to cater for diverse groups

diverse groups within the community including families, the elderly, students and single people. Also highlighted were the specific problems associated with the decline in the availability of rooming house accommodation and concerns were voiced that Docklands would contribute further to this decline.

The submission from the City of Melbourne also raised the question of providing a "critical mass" of housing. The Council expressed concerns, echoed by the Collins Street Baptist Church, that to be truly viable, residential communities need to be of a certain minimum size to support adequate retail and community services. Others argued that small communities like those in North and West Melbourne were viable and there was a need to encourage more housing in those locations.

Many commented on the need to ensure an adequate range of services and facilities for residential communities, although some, like the North Melbourne Association, argued that such services already exist in inner Melbourne and are, indeed, a justification for further housing development.



A range of human services, including schools, can be provided

This view is supported by work of the Task Force which found that whilst some existing physical infrastructure will need to be relocated and other services expanded, the physical and financial impact is relatively insignificant and can be spread out over many years (for more detail see the **"Provision of Physical Services Infrastructure"** working paper). In terms of social infrastructure, whilst the precise nature of a future Docklands population is not clear at this stage and therefore precise needs cannot be determined, most major service providers confirm that there is sufficient capacity in existing services to cater for the Docklands population.

The Royal Australian Planning Institute and the Australian Association of Planning Consultants discuss this concern in the context of integration with surrounding communities. The Collins Street Baptist Church noted, in particular, the physical barriers around Docklands and the need for good links to surrounding areas and the City of Melbourne warned against the creation of isolated pockets of development. Other comments related to the need to consider the impact of housing development at Docklands on other inner urban housing projects, particularly in terms of timing. The need to prevent Docklands remaining a construction zone after residential development had commenced was also noted.

Finally, a number of submissions including that of the Royal Australian Planning Institute and the Australian Association of Planning Consultants highlighted the importance of achieving a high standard of residential amenity, particularly in terms of traffic impacts. The opportunity to relate housing to the water, possibly through the use of canals, was also noted.

Overall, there was considerable enthusiasm for provision of housing at Docklands. In particular, people were keen to see a range of housing, including public and affordable housing. Those who felt housing was not appropriate were, motivated at least in part, by concerns that housing would be expensive. Some discussion centred on the suitability of particular sites for housing and the Task Force's research on the Olympic Village proposal suggests that, in the absence of the Olympics, other land uses may be more appropriate at this location.

The need to provide adequate infrastructure and services for a new Docklands population was also recognised. Research shows that a comprehensive range of human services are available in close proximity to Docklands. In general, capacity exists within these services to accommodate a new population, however, physical infrastructure upgrading will be required.

Broadly speaking, the views expressed in the consultation and the research carried out by the Task Force are consistent with policies at the Federal, State and local level which encourage urban consolidation.

- minimise environmental impacts of urban development;
- protect and expand urban open space, in particular ensuring that it is easily accessible to all who live in cities;
- increase the amount of continuous parkland for recreation, landscape and conservation purposes;
- encourage tree planting and retention of native vegetation throughout urban areas;
- preserve historic areas and structures;
- improve the townscape quality of all urban areas;
- protect and enhance urban waterways and floodplains; and
- reduce levels of air and noise pollution.

In meeting these objectives, the Government committed itself to protecting, rehabilitating and creating open spaces throughout Melbourne and other cities. Linking open spaces for walking and cycling and ensuring equitable public access were further means of achieving improvement in cities. There was also consideration of diversity through support for community gardens, city farms, nature reserves, indigenous plantings in parks and in supporting community initiatives to rehabilitate and revegetate underused and derelict land.

The Open Space 2000 Program builds on the Melbourne Open Space Plan of 1988. The program is a means of implementing the earlier plan through co-ordination of agencies responsible for the open space environment and through specific initiatives. Those that are relevant in the Docklands context include identifying the missing links in open space corridors, and community involvement in developing the Moonee Ponds Creek concept plan.

All of the Strategic Options in the Docklands Task Force's first report allowed for varying degrees of open space and parkland. However, Option 4 provided for the most extensive area - almost half of Docklands was proposed as open space.

The issue of open space was taken up favourably by a large number of groups and individuals, though in a variety of ways. Some were concerned that sufficient open space be provided for recreation and leisure opportunities; others looked at the issue in terms of the location of open space and accessibility at Docklands; while others offered ideas about the detail which should be built into planning for open space.

2.4.4 Open Space

The Victorian Government has emphasised the significance of open space as a vital component in urban development. **Protecting the Environment: A Conservation Strategy for Victoria** (June 1987) paid particular attention to protecting and enhancing urban open spaces and waterways in the interests of making cities liveable. **Melbourne Open Space - the Metropolitan Open Space Plan of 1988** focussed directly on this issue. 1991 saw the launch of the Open Space 2000 program with its aim of building on the existing network of interconnected parks, trails, river frontages and beaches - from Port Phillip Bay to the ranges.

Protecting the Environment set out nine objectives for improving life in cities. These were to:

- manage and contain urban development to conserve energy and other resources and increase efficiency;

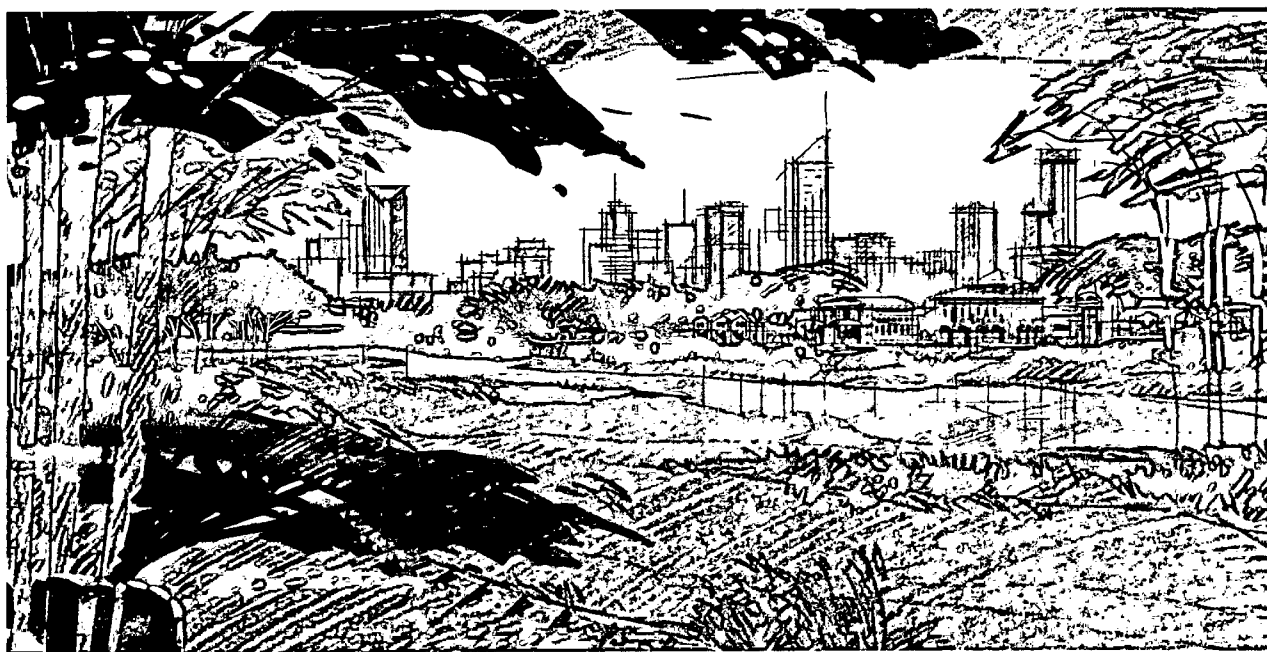
The provision of open space at Docklands is also linked into its attractiveness as a centre for recreation and leisure, for people to walk and to cycle and for potential tourism attractions. It is linked also to the issue of public access.

Several submissions indicated a preference for Option 4, including the City of Port Melbourne. Others indicated a preference for the residential emphasis of Option 3 to be accommodated with a greater degree of open space. The City of Footscray, for example, saw Docklands as ideally having a residential emphasis within an open space network, with tourism attracted as a result. (This submission also saw the provision of commercial development as an extension of the CAD as being necessary to financial viability).

The key issues on open space to emerge from the "Environment, Heritage and Urban Design" public forum had to do with recreation and leisure opportunities and with flora and fauna policies. Elery Hamilton-Smith (Phillip Institute of Technology), presented some invaluable thoughts on "The Melbourne Docklands and Leisure Provision". He noted that leisure planning must commence with the overall environment and the need to optimise the values of available resources. In the case of Docklands, *"... the interface between land and water is the most vitally important leisure resource"*. *Going on to note that "Waterfront access is a scarce resource in cities like ours ..."*, he advocated that maximum public access to the waterfront also be maintained.

Mr Hamilton-Smith proposed some guidelines for leisure planning which included: the maximising of leisure values through sympathetic treatment of the planning at the water's edge; creating a pedestrian environment in terms of noise reduction, local air quality and interesting surfaces and landscapes; and finally concluding that *"... open space provision is central in making the most of the docklands area,"* and indeed that Docklands allows Melbourne to make up for lost opportunities in providing adequate and well-designed open space for the city.

These ideas were taken further by Geoff Carr, an environmental consultant, who spoke at the same public forum. Mr Carr noted that the existing environment of Docklands has been highly modified over the last hundred years or so and that almost all of the original flora and fauna had been obliterated. He called for the identification and assessment of remnant vegetation and fauna as a first step in retaining the existing environmental values of the area. Addressing the issue of environmental degradation would need to cover soil contamination, water pollution, and waste. Cleaning up the waterway was, in particular, a high priority, given that about 75 hectares of Docklands is water. Community input supports such a view and is addressed in greater detail in the section on Pollution.



Open Space Wetlands at Moonee Ponds Creek Estuary: a new park for inner Melbourne



An opportunity to extend the ring of open space around Melbourne

Docklands was seen by some as providing the west of Melbourne with an open space opportunity, as well as with the opportunity to complete the ring of parks around Melbourne for which the city is so famous. Dr Geoff Mosley and others supported the creation of the Ring Park and sought in particular an open space link between the southern end of Moonee Ponds Creek and open space along the Yarra to the east. The City of Melbourne argued that the ring of open space should be reflected in the Strategy and were supported in this regard by the Moonee Ponds Creek Association.

The Moonee Ponds Creek estuary is the only green space existing in Docklands. This area was proposed as a wetlands in all of the Strategic Options, generating support from a variety of groups and individuals. Mr Carr referred to the wetlands opportunity, at the estuary of the Moonee Ponds Creek, noting that non-tidal wetlands are very easy and very cheap to create and have great habitat values. The Wurundjeri tribe specifically called for the retention of the Moonee Ponds Creek estuary as open space.

It was also suggested that physical and viable links between the Yarra River, Port Phillip Bay, Moonee Ponds Creek and the Maribyrnong Creek need to be considered in the strategy for Docklands. In particular, the Board of Works emphasised the significance of linkages between areas of open space in providing pedestrian and cycling opportunities around Docklands and its environs.

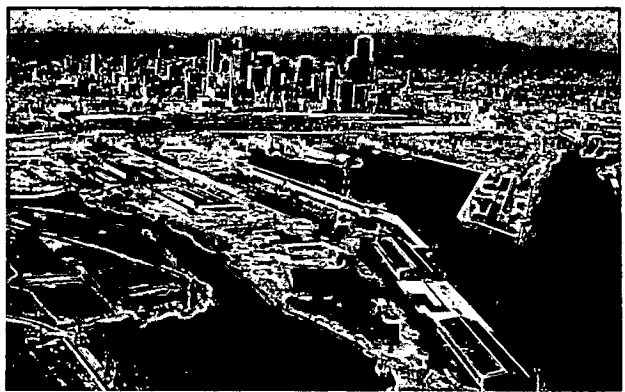
The issue of public access is clearly related to the support for open space at Docklands. The Department of Sport and Recreation noted the importance of open space distribution, indicating that open space should be located and geographically distributed in a way which promotes accessibility for

the regional population. The Australian Institute of Landscape Architects also saw the creation of a major park at the western end of the city as best enhancing public access to the waterfront. The Department of Planning and Housing also highlighted the desirability of creating a major open space area, comparable in structure to the Fitzroy Gardens, at the western end of the city. The Public Transport Users Association proposed open space as a way of differentiating Docklands more clearly from the city west of Spencer Street.

The Australian Institute of Landscape Architects also saw the location of open space and the development of a Transport Interchange at Spencer Street as the first priority in terms of staging, from which the disposition of roads, landmarks and building densities would follow. An International Garden Festival at Docklands was supported strongly by the Institute, as a catalyst for further development and as a means of establishing from an early stage the character of the place.

Overall, considerable support for the creation of significant areas of open space at Docklands was expressed during the consultation.

In particular, opportunities to provide open space to the west of central Melbourne, and for the creation of wetlands at the mouth of the Moonee Ponds Creek emerged. Public access to the waterfront was also acknowledged as critical.



A wetlands could be created at the mouth of the Moonee Ponds Creek



Open space with access to water

2.4.5 Other Land Uses

Commercial

Central Melbourne is recognised by the State Government as the primary retail and commercial centre in the metropolitan area (**Shaping Melbourne's Future**, August 1987). This view is shared and supported by the City of Melbourne and the need to strengthen the role of the central city underpins policy at both the State and local level.

The Strategic Options report proposed varying degrees of office development in each of the four options. The report recognised that the current oversupply of office space in the central city was likely to occur: "... a significant oversupply of office accommodation which may be initially eased, but ultimately extended, by existing buildings being withdrawn from the market for refurbishment and re-release. Various forecasts have estimated a vacancy rate of between 13 per cent and 18 per cent until 1995." However, the report also noted that after this period, a progressive reduction in vacancy rates was predicted as supply and demand realign.

The City of Melbourne draft review of the City of Melbourne Strategy Plan **Strategic Directions and Priorities** notes Council's overall support for development at Docklands and, in particular, "... the extension of central city uses within the area to Footscray Road (but not beyond)."

A range of submissions supported some degree of commercial development, largely on grounds of providing services to residents, economic viability, vitality and interest to visitors.

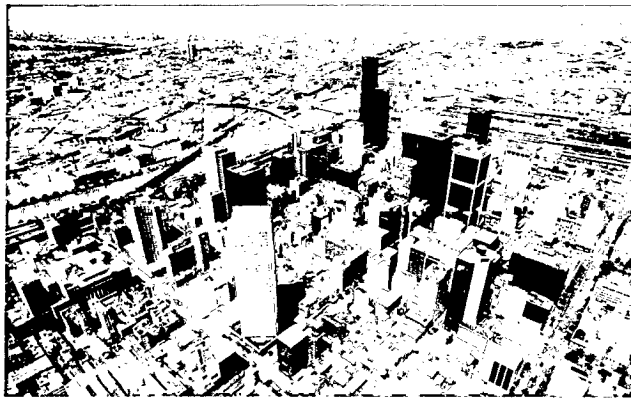
However, the main concerns that emerged from the consultation related to a sense that extensive office development, particularly high rise development, was not appropriate at Docklands.

Few submissions supported extensive office development at Docklands. Two submissions favoured Option 1 which proposed the highest density office development because they believed it had the potential to stimulate what is at present a depressed Melbourne business market. The State Electricity Commission of Victoria's submission saw this option as stimulating State development, while another view suggested Option 1 because it offered the best financial return and required the least Government support.

Others were prepared to accept some office development and proposed that it be limited to Spencer Street, or mixed with other uses as an extension of the CAD to the water. Others, however, opposed any high rise development. Dr Kim Dovey of Melbourne University suggested that a "cliff face" be created at Spencer Street, ie. prohibiting high rise development beyond this point.

Finally, a number of submissions argued that office development was inappropriate given the current oversupply of offices in the CAD. The City of South Melbourne, the Royal Australian Planning Institute, Australian Association of Planning Consultants and others argued that there was no demand for office development. Mr Alan Williams of the Building Owners and Managers Association (BOMA) argued that no new sites for offices would be required for another 50 years.

The Task Force commissioned studies into the impact on building costs of the generally poor soil conditions at Docklands. That work indicated that penalties in the range of 5-11% would apply to buildings between two and ten storeys. Lesser penalties would apply to taller buildings (1.5-2.5% for buildings up to 20 storeys and 1.7% for high rise buildings) and that, over the longer term, demand for new office development would emerge. The study has been referred to previously in Section 2.4.3 above.



The central city office precinct

The City of Melbourne believed that "central city" uses could be extended, particularly within a defined area of Spring Street, Flinders Street, Victoria Street and Footscray Road. The Council saw the timing of such expansion as significant, particularly in terms of underutilised land in the existing CAD and protection of existing central city and mixed use areas. The Council also suggested that Docklands would be an attractive location for small-scale commercial uses which are presently locating in, or seeking sites on, the fringe of the CAD. However, some concern was expressed by the North Melbourne Association that commercial development may "overwhelm" existing mixed use areas in North and West Melbourne.

The main concerns that emerged from the consultation related to a sense that extensive office development, particularly high rise development, was not appropriate at Docklands. Research on soil conditions indicates that there is a lesser cost penalty associated with high rise than with buildings of lower height and that, over the longer term, demand for new office development will emerge.

The existing policy framework tends to support concentration of high rise office development within the existing CAD, although City of Melbourne policies suggest lower scale development would be appropriate on the CAD fringe, and that "central city" development could extend to Footscray Road.

However, there seemed to be support for some degree of commercial development at Docklands, particularly in terms of retail, tourism and leisure-



Lower scale commercial development

related enterprises. Such activity would seem to be consistent with policies directed at strengthening the role of central Melbourne as the primary retail and commercial centre. There is also consistency with aspirations to strengthen the role of Melbourne in terms of tourism and recreation.

Recreation and Tourism

The provision of tourism and recreation facilities in central Melbourne is recognised by both the State Government and the City of Melbourne as being critical to the economic well-being and vitality of both the inner and the wider metropolitan area.

Tourist facilities here embrace exhibition activities and recreation facilities and should be understood to include cultural as well as sporting and other facilities.

The Strategic Options report noted that leisure and entertainment development require convenient access by both public and private transport and that car-parking areas are desirable. Development requires concentration to form distinctive areas of diverse but interrelated activities. Advantage should be taken of local assets such as views and physical features. Retail development can be a complementary adjunct.

Tourism was not specifically discussed in the Strategic Options report but clearly access to the transport, accommodation, business, retail and



Riverside tourism and recreation areas

transport, accommodation, business, retail and recreational facilities already existing in central Melbourne provides strong opportunities upon which tourism development at Docklands can build.

A number of submissions to the Task Force stressed the overall importance of recreation and leisure facilities. At the "Environment, Heritage and Urban Design" forum, Elery Hamilton-Smith emphasised the wide range of personal, social and other benefits resulting from leisure, and argued that access to leisure was therefore an issue of social justice. The economic significance of leisure activities was also highlighted. The submission from the Department of Sport and Recreation supported these views to the extent that it argued that planning for recreation services should be an integral part of planning for Docklands and that issues of equity, special needs, empowerment and conservation values needed to be considered.

Many individual submissions nominated recreation and leisure as suitable land uses at Docklands. Some people nominated particular sites as suitable for recreation facilities whilst other contributed ideas for development of parks, gardens and other facilities. Access to the water and the waterfront was emphasized in this context. These ideas are pursued in more detail in the section dealing with open space (Section 2.4.4). In particular, proposals to develop a wetlands park around the Moonee Ponds Creek as part of the Open Space 2000 program, and the implications for Docklands of open space policy are discussed.

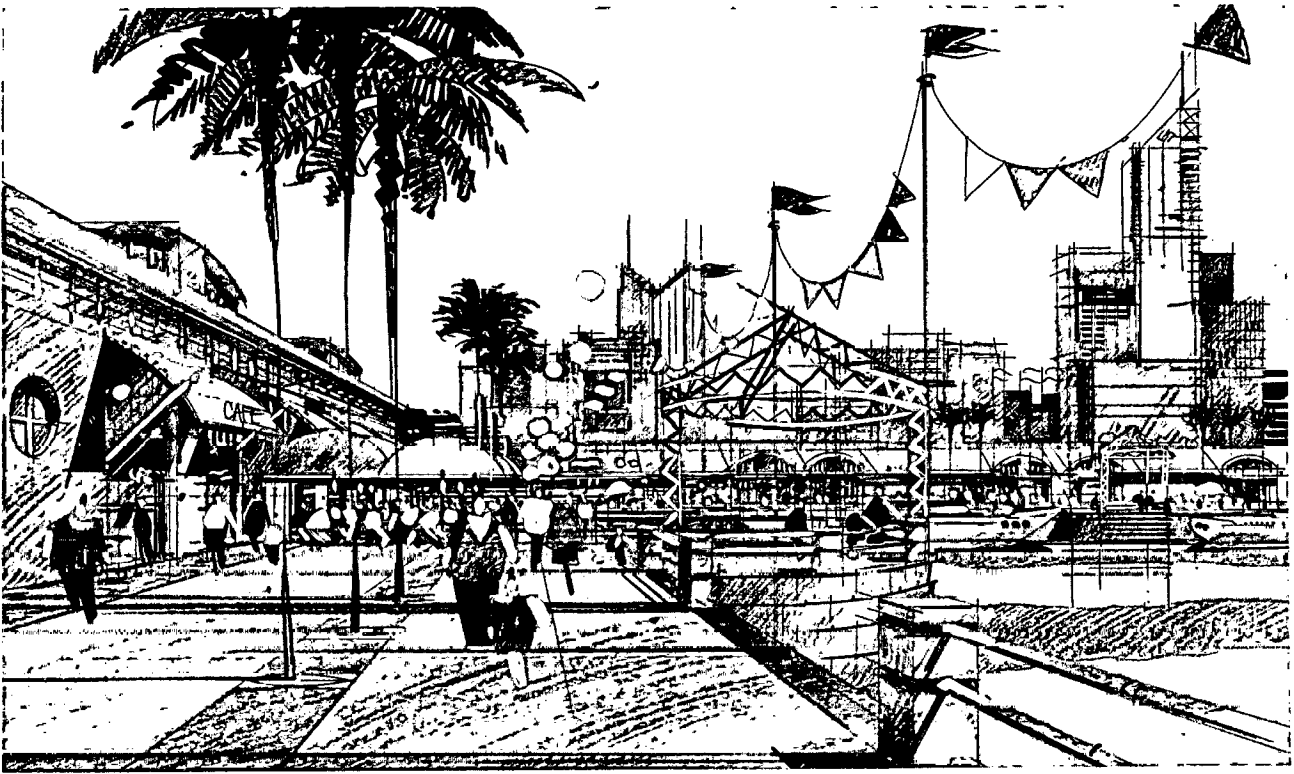
Cultural facilities were seen by some, including the Victorian Council for the Arts and the Office of Aboriginal Affairs, as contributing to both the recreation and tourism potential of Docklands. The Wurundjeri Tribe Land and Compensation Cultural

Heritage Council suggested Koorie-based tourist activities. Another submission proposed an Aboriginal museum or cultural centre. Overall, a sense of linkage between recreation and tourism emerged from the submissions which discussed these topics.

A number of submissions nevertheless dealt more specifically with tourism and, overall, a sense that many people saw Docklands as providing significant opportunities for tourism development emerged. Alan Williams of the Building Owners and Managers Association saw tourism as a viable activity at Docklands, which would provide effective linkages with existing or planned facilities, for example, with the Museum. Others, highlighted the importance of the waterfront and water-based activities to development of tourist activities. A "Darling Harbour" type development at Victoria Dock was suggested. Also highlighted was the role of the proposed Transport Interchange in bringing international visitors to Docklands. The Helicopter Association of Australia suggested that construction of a "Vertiport" would have important tourism implications. The Australian Institute of Landscape Architects suggested an International Garden Festival.

Recreation Opportunities from Banana Alley to North Wharf, a working paper prepared for the Task Force, recommended a series of initial actions to open Docklands to the public. It argued that "... given the current open space links and public access from Banana Alley to North Wharf, it seems the most appropriate area to encourage further public access and participation." The paper recommended beautification of the trail and provision of signage and discussed opportunities for sale of food, boating facilities, market stalls and other facilities at an early date.

Overall, a strong sense of the interrelation between, and support for, development of tourism and recreation facilities emerged from the consultation. This support is consistent with State and local policies which recognise that the provision of such facilities is critical to the economic well-being and vitality of both Inner Melbourne and the wider metropolitan area.



Retail, Tourism and Entertainment on Central Pier

Arts and Culture

The Government's cultural policy recognises the pervasive nature of our culture. It states that "Cultural development is not just about fostering the arts and artistic endeavour - essential as these objectives are - it is also about promoting our sporting, intellectual and educational achievements; and fundamentally our Koorie Culture and the diversity of our ethnic communities."

A number of submissions raised issues to do with the role that arts and cultural activities might play at Docklands. The Victorian Council of the Arts suggested a range of principles which they believe should guide development and which include recognition of Docklands as a water-based site, including the historical importance of the docks, recognition of Koorie heritage and creation of a "people-oriented" environment.

The Council suggested that arts and cultural activities could play a key part in shaping the transformation of the Docklands in both the short and long term. The Council included a range of specific suggestions for activities that could assist in promoting Docklands or that might be suitably located there. AMP Property Investments also



Melbourne's cultural heritage

suggested that cultural facilities be located at Docklands. A number of other submissions highlighted the need for entertainment and tourist activities which could be understood to embrace the existence of arts and cultural activities and facilities.

Both the Wurundjeri Tribe Land and Compensation Cultural Heritage Council and the Office of Aboriginal Affairs recommended Koorie involvement in arts, tourism and cultural heritage activities.

General support for the role arts and cultural activities could play in shaping the character of Docklands emerged. Specific interest in ways Koorie culture could be incorporated was also evident. These aspirations are consistent with the Government's cultural policy.

Casino

In February 1991, the Premier announced that a major casino would be located at Docklands, as a means of kick-starting development. The Premier also noted that the Docklands consultation process which had just commenced was to provide the means of more specifically nominating possible locations for a casino and that the Docklands Consultation Steering Group was to report through the Minister for Manufacturing and Industry Development on this issue.

More recently, the Opposition has proposed that in calling for expressions of interest, the location of a casino in Melbourne should not be confined at this stage to Docklands. Expressions of interest have now been called for a casino which should be located within 3km of the GPO on either public or private land.

The Strategic Options report was produced several months before the Xavier Connor report on casinos was released. The Report on Casinos covered a wide range of administrative and legal matters which were contingent on the Government's earlier decision to establish an open casino. Hence, none of the Strategic Options allowed for a casino, though such a development was arguably feasible for all four.

The notion of a casino at Docklands did not elicit a strong response in the consultation process. Indeed, the pros and cons of locating a casino anywhere in Melbourne were not canvassed seriously. A few individuals supported the casino and spoke about it in relation to where or when it might come in to being. A few others on the other hand expressed concerns about a casino's relationship with what they saw as conflicting forms of development, notably housing.

Several submissions tacitly shared the belief that a major casino at Docklands could precipitate development there. One view proposed that the first stage of development should commence in the area bounded by La Trobe Street, Spencer Street, Flinders Street and Footscray Road and include the casino, the Transport Interchange, upgrading the World Trade Centre and providing for retail, high density commercial and some residential development, and that this phase would be best implemented by a joint venture which sought international tenders.

The remainder of comments about the casino had to do with its appropriateness, largely in relation to residential development. The argument was crystallised at the Waverley public meeting by the comment that

"I'm presuming a casino will be a fairly substantial structure, bringing a lot of people into the area and it doesn't seem consistent ... if you are planning to set up a community of 25,000 people. ... It doesn't seem to gel to me to have that influx of large numbers of people to the casino every night of the year."

In his paper on leisure provision for Docklands at the "Environment, Heritage and Urban Design" public forum, Elery Hamilton-Smith cautioned that *"It saddens me that governments see them (casinos) as so desirable when much more could and should be done to provide much more positive alternatives in recreation which would serve to enhance qualities like fun, health and learning."*

Overall, however, the prospect of a casino development at Docklands was not one which generated a great deal of discussion. The positive view which did emerge was that the casino would be a very effective catalyst for further development at Docklands.

Education and Research

One of the Government objectives for Docklands is the requirement to encourage new land uses and other activities that:

- strengthen Melbourne's role as a prime commercial, financial and research centre by facilitating major new development in an attractive waterfront environment, with strong links to institutions and activities in other parts of the city, throughout Victoria and beyond.

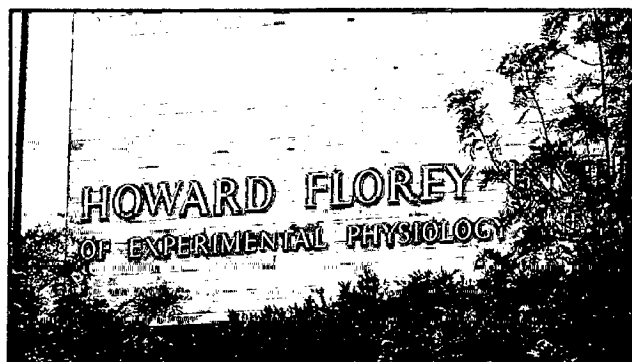
In a general sense, the Victorian Government's economic policies are concentrated on improving the State's comparative economic position through:

- promoting trade and exports;
- increased levels of training and increased innovation, together with a sharper focus on capturing and maintaining the benefits of such innovation;
- improving the efficiency of public enterprises - the providers of electricity, gas and water.

Several recent State and Commonwealth Government policy initiatives add to the context in which Docklands should be discussed. The State Government last year announced a major initiative in manufacturing with emphasis on value-added activities targetted towards enhanced trade and exports. At the federal level, the Government has launched its Industry Policy, the centrepiece of which involves reduced protection in several key sectors of manufacturing.

Over the period in which planning for Docklands has been under consideration, the proximity of Docklands to the Knowledge Precinct of the Parkville and Carlton education and research facilities and to the South/Port Technology Precinct has been recognised as strategically significant. The Strategic Options report identified a large area of Docklands in the vicinity of Victoria Dock North as a potential location for education and research facilities.

The location was seen as significant also because of the proximity to the CAD, its waterfront location, and its capacity for linking with communications and computing infrastructure. The possibility of



Docklands is near to leading research and education facilities

research centres associated with the Strategic Research Foundation showing some interest in a Docklands location was noted, together with a campus of the Victoria University of Technology.

The prospect of a post-secondary education campus at Docklands first arose during the development by the Committee for Melbourne of a Docklands proposal for the MFP feasibility study. At that time the Royal Melbourne Institute of Technology expressed interest in locating some of its post-graduate activities at Docklands, particularly since RMIT was negotiating an amalgamation with Footscray Institute of Technology and the Western Institute as part of the Victoria University of Technology. Subsequently this amalgamation did not proceed. However, RMIT is now in the process of amalgamating with Phillip Institute of Technology and its plans for future campus development are clearly focussed to the north of the city.

Funding for educational facilities is a vexed issue at a time of severe financial restraint. To re-direct resources away from existing programs towards a post-secondary campus at Docklands is clearly not a possibility in the short-term. There are, however, alternative models for the funding of post-secondary education and research involving the private sector which may be considered at an appropriate time in the future. The possibility that institutions may co-operate in specific projects, such as the Commonwealth Government Collaborative Research Centre (CRC) program may foster, is one that may be entertained at Docklands. The Strategic

Research Foundation model of private/public sector investment in research is another model.

The other issue which is important here is that of space. Institutional land uses require large amounts of space and, within the inner urban area, there are very few sites where these requirements can be accommodated. Docklands is one of the few locations where institutional uses could be planned.

The idea of a Docklands campus met with general favour. While it received the most heated debate in the "Economic Development of Docklands" public forum, it was noted also in some other public meetings, forums and submissions.

A number responded to the idea of an educational focus for Docklands enthusiastically. A resident of Templestowe noted in a submission that he could "... envisage an exciting environment, appealing to a cross-section of ethnic and social groups." Alan Williams of BOMA, who presented a private sector view of Docklands at the "Docklands Authority" public forum, while doubting the wisdom of locating commercial and office development there, went on to say that

"If Government, both State and Federal, can in any way afford it, the docklands offers perhaps the most exciting possibility for a whole range of educational establishments both national and international. A home for the creators of the clever country and a base for scientific advancement."

A student at the Waverley public meeting said that the presence of a campus at Docklands was "one thing that I'm really excited about ...". He went on to say that "... you need to have housing, not so much public housing but housing that's at least affordable if we are going to have an institution there. We can't just have masters and doctorates. You need to have undergraduates there as well to keep it steam-driven, the cafes and restaurants, the whole community has to be tied in."

It was the concept of a campus as the focus for attracting research and associated industry which raised some controversy, however. Some, like Harry Van Moorst at the "Economic Development" forum saw this as "... a sort of half-baked MFP proposal There is a strong theme throughout the development of the Docklands proposal and the acceptance of it in the community that somehow effective high tech development will be our economic salvation." He went on to argue that high technology does not necessarily equate with high value; that Australia

lags in research and development because the private sector is dominated by foreign-owned multinationals, for which investment in Australia is not profitable.

Seeing the proposals for Docklands as amounting to a new form of technology precinct, Mr Van Moorst noted that overseas experience suggests such development does not enhance employment, and indeed that it leads to polarisation of the workforce into an elite group of professionals and scientists on the one hand and unskilled workers with poor working conditions on the other. He concluded by pointing out that a campus at Docklands was extraneous in view of the neighbouring Melbourne University and RMIT and further, that there were other infrastructure issues more deserving of Government funding.

Dr Peter Brain took up some of these ideas in a rejoinder, particularly the "concern ... that (Docklands) will create wealth and jobs in the community and whether there are better alternatives or better ways of achieving these objectives". Providing an analysis of the labour market over the next decade and Australia's role in an increasingly competitive international market place, he acknowledged that Victoria's "... main hope for the future basically rests in the ingenuity of its human capital stock ... and its research and development organisations to put a special imprint on design and production, to embody some special character or advantage, import, product or service."

He saw in the Docklands proposals an attempt to create an environment attractive both to investors because of the State's human resources and to skilled people to live and work. Research and development integrated with production was critical, and Docklands could create "integrated clusters" built around education.

Subsequent discussions at the "Economic Development" forum focussed on the potential significance of Docklands as a generator of economic activities. The Chairperson of the Knowledge Precinct saw positive advantages in the location of Docklands close to the CAD and the Precinct, seeing the nature of incremental growth possible as robust in accommodating fast or slow growth in the economy. Others asked for more specificity in terms of types and numbers of jobs which could be generated by Docklands and the types of economic activities which could or should be located there.

In recent times, several institutions have raised the possibility of locating facilities at Docklands on a co-operative basis with other institutions and the private sector, primarily associated with post-graduate research and development. Both the Victorian Post-Secondary Education Commission and the State Training Board have expressed interest in continuing discussion about the development of a campus at Docklands, possibly of a multi-institutional nature.

There is, then, a mix of views about an education and research focus for Docklands. The principal concerns about such a campus have to do with priorities in Government spending on education and training in a climate of financial constraint. It would be important, therefore, to evaluate carefully the possibility of a multi-institutional campus in conjunction with the private sector, particularly in the light of Docklands' strategic location.

2.4.6 URBAN DESIGN

Urban design embraces both the layout of roads, thoroughfares, open space and land parcels and the three dimensional form of buildings and other structures on those land parcels. Good urban design will also address the detail of land use, particularly at street level, the role of landscaping, tree planting and the character of the environment. The ambience, the sense of place and the personal response to being in a particular urban setting are influenced by the quality of the urban design. The process of urban development at Docklands should recognise the need to preserve and enhance important Melbourne features.

The Strategic Options report discussed a number of urban design precedents influencing the Docklands area. The precedents included:

- the rigid form of the CAD grid, particularly of the east-west streets;
- the traditional grid pattern of inner Melbourne, of streets with regular width and spacing and without a clear hierarchy;
- the vistas framed by buildings along major streets creating distant views, often to landmark structures; and
- the Victorian tradition of formal and informal open spaces particularly focussed on a river or ornamental lake.

Opportunities identified were:

- the focal nature of Victoria Dock: the potential to enclose a body of water on three sides by higher ground or higher structures, forming an amphitheatre of activity and interest;
- the proximity of the CAD: the one chance for Melbourne to develop an innovative and lively counterpoint to its business heart, one which will attract new residents, workers and students, as well as visitors from this city and others; and
- the expanse of open water so close to the city centre: a unique attribute and one which can be capitalised on for the long-term benefit of Victorians whether as a visual or active resource, but certainly as one which should add a new dimension to the inner city.

The consultation comments on this issue generally revolved around the need to look at alternative scenarios to those offered in the Strategic Options report and specific community comments on aspects of urban design.



A major Melbourne vista along Bourke Street

A number of concerns were raised about the options being offered, in particular that they were restrictive both in vision and choice. The Royal Australian Institute of Architects (RAIA), the National Trust, AMP Investments, and the Royal Australian Planning Institute submissions all took up this theme. One view suggested the report was restrictive in its offering of only one basic road network which it considered offered no creative appeal and no true link from the city to the water's

edge. The Australian Institute of Landscape Architects (AILA) agreed that for good urban design to be ensured priority should be given to the Transport Interchange and location of open space. In particular, the AILA described the options as coming

...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.

The need for an international design competition was strongly advocated by the RAIA and the AILA. Effectively the purpose of such a competition would be to ensure Docklands is designed and built as an appropriate model for future development. At the Waverley public meeting it was suggested that Docklands should be developed to take account of advanced technology and practice, particularly in relation to energy efficiency, waste management, communications infrastructure and management of traffic and transport. Development at Docklands should also contribute to Melbourne's open space network of parklands around the city by creating a park to the north and/or west of central Melbourne.

The wide range of comments received on urban design issues indicated that for some, urban form and design were central factors in any Docklands redevelopment proposal.

Specific issues raised with the Task Force included the view that developers should be required to contribute to development of open space and recreational opportunities; that building heights should be kept to a minimum and that view corridors be maintained:

"One of the few joys in Melbourne are the large street scape vistas which give a sense of dimension and direction. To foil this opportunity in the Docklands area by cutting the sight lines off from the river front would, in my view, defeat one of the aims of the project".

The National Trust considered there were strong urban design heritage arguments in favour of not extending Melbourne's grid given the strong distinction between the "tightly built up island central grid" and the surroundings of parks, public buildings and railway land providing an open space character.

Finally, urban design guidelines at Docklands should provide for easy access for the disabled. The "Environment, Heritage and Urban Design" forum emphasised that there was the need for facilities to be accessible to all and that disability access guidelines should be recognised in all new developments. This view was confirmed at a meeting the Task Force subsequently held with peak disability groups.

Heritage values are also a strong influence on urban design. This subject is covered under "Heritage" (2.4.7). Broadly speaking, whilst many acknowledged the importance of incorporating Docklands heritage into new development, there was debate about the extent to which heritage concerns should constrain urban design.

As a result of consultation input the Docklands Task Force invited a group of architects and planners to form an urban design panel under the chairmanship of Prof. David Yencken of Melbourne University. The group focussed on such issues as:

- what role Docklands should play in the future development of inner Melbourne;
- the relationship between the CAD and Docklands;
- the staging of Docklands development;
- the relationship between Docklands and the Port;
- achieving a sense of place for Docklands.

Some of the issues to emerge from the group included support for extending the grid and radial street pattern to the north-west into Docklands. The role of the waterways and the possibility of extending Victoria Harbour to the railyards were also raised.

In relation to urban design considerations at a detailed level, the group commented favourably on the opportunity presented to develop architectural themes related to the iconography of the docks and to create character by insisting on human scale, particularly at street level. It was agreed that design rules needed to be clearly understood, to be broad but applied firmly, particularly in relation to height limits. Design rules, however, should not be too prescriptive in relation to detail.

This group was also supportive of an international design competition focussed around different alternatives such as

- infrastructure design
- developing and testing design guidelines
- alternative modelling of options.



Docklands' maritime heritage

Subsequent to the conclusion of the consultation program, the City of Melbourne released a draft of the review of the City of Melbourne Strategy Plan of 1985. Entitled **Strategic Directions and Priorities** (July 1991), a number of general principles for redevelopment of Docklands were outlined, some of which addressed urban design considerations specifically, including:

- 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.

In conclusion, then, issues related to urban design attracted considerable attention during the consultation and, in particular, a strong sense that the very best urban design should be employed at Docklands.

Issues on which consensus emerged included the need to protect view corridors from the CAD to the waterfront, the need to incorporate the heritage of the area imaginatively, that building heights be controlled and the importance of planning open space as an integral part of any development.

There were diverging views about extension of the city grid and the extent to which heritage priorities should dictate urban design possibilities.

2.4.7 HERITAGE

Government support for Victoria's heritage is manifest in both the Planning and Environment Act and the Historic Buildings Act.

Heritage provisions contained in these Acts are administered by the Department of Planning and Housing, the Historic Building Council and the Department of Conservation and Environment. Community-based organisations such as the National Trust also reflect the widespread community interest in and concern for heritage issues.

The Strategic Options report acknowledged that the Docklands area contains a variety of places, structures and areas of heritage significance. It listed all those places included in the Register of Historic Buildings or Register of Government Buildings, and acknowledged the significance of the composite architectural and heritage value of the North and West Melbourne Conservation Area.

The report recognised the dilemma posed by heritage preservation on the one hand and redevelopment on the other. In association with the Historic Buildings Council, the Task Force co-operated in a heritage study of Docklands which commenced early in April 1991.

Undoubtedly, the main issue to emerge during the consultation phase was the necessity for a comprehensive heritage study of the Docklands area. Other issues raised included the pre-European settlement heritage of the docklands, the adverse impact of development on the historically significant city grid, and effects on the cultural landscape.

There were a number of individuals and organisations who called for a detailed heritage study of Docklands. The City of Melbourne felt it

was needed *"as a matter of urgency"*, whilst the National Council of Women in Victoria was critical that heritage issues had *"not been properly addressed"* and that this should be rectified *"prior to a final strategy being prepared"*. The National Trust submitted that all four strategic options quite erroneously treated the area as if it contained nothing of significance apart from a few registered buildings.

As has been noted already, several submissions expressed concern regarding extension of the city grid into Docklands, on the basis of its heritage significance. Dr Kim Dovey contended that there is a case for maintaining a boundary at Spencer Street because *"(t)he 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 National Trust felt there were strong urban design heritage reasons for not extending the existing grid which *"is distinctive from the surrounding area, at an angle to the rest of Melbourne"*. The Trust felt that the CAD, with its feature of significant buildings terminating major streets, is, and should remain "a very internal and distinct historical entity".

In relation to aboriginal heritage, a spokesperson on behalf of the Wurundjeri Tribe Land and Compensation Cultural Heritage Council submitted that the Wurundjeri Tribe, being the traditional owners of the area encompassing the Docklands, wished to see the open space retained, particularly the undeveloped swampland along the Moonee Ponds Creek. The Office of Aboriginal Affairs made a submission in support of the position taken by the Wurundjeri Tribe. Another submission suggested that the Docklands area be renamed in some recognition and acknowledgement of our aboriginal history and suggested that the traditional aboriginal name for the general area in which Docklands is located, Doutta Galla, was appropriate.

Docklands Heritage Study

A joint study of the heritage aspects of the Docklands area began in April 1991 and was completed in July 1991. A steering group was established to oversee the project, with representation from the Task Force, the Historic Buildings Council, the Docklands Consultation Steering Group, the Victorian Archaeological Survey, the City of Melbourne and the National Trust.



Railway Shed No.2

The purpose of the study was to:

- identify, evaluate and document post-European contact buildings, areas or other places in the Study Area which are of cultural significance, and place them within the context of the history of Victoria; and
- make recommendations for the conservation and management of identified places of cultural significance.

The final report of the consultants who carried out the Study included a summary of major historical themes constituting the significance of the area; an environmental history supported by a chronology of events in the history of the Port of Melbourne and the rail yards; and details of an intensive field survey of the area.

In all, some 83 sites were identified and described, and recommendations for inclusion in the State and National Estate Registers were made for 18 of them. Among the most significant of the recommendations was for the profile of Victoria Dock to be recognised as of international significance and placed on the register of the National Estate. A summary of this extensive consultancy is available.(see Appendix 2)

There was overall support for the incorporation of the heritage of Docklands into any new development. Further, heritage was acknowledged as incorporating more than individual buildings and the need to accommodate Koorie Interests was received favourably. One issue that attracted some degree of controversy was whether or not the city grid should be extended.

The advice of the Heritage Study commissioned by the Task Force, that Victoria Dock be recognised as being of international significance is important in terms of the constraints this imposes on urban design and land use possibilities in the area.

2.4.8 ENVIRONMENT

Greenhouse

Underlining the Government's Greenhouse Strategy are two features which indicate the Government's commitment to significantly reducing emissions of Greenhouse gases by 2005. These are first, Government support for sustainable development and second for developing long-term economic efficiency through cost-effective actions that will reduce Greenhouse gas emissions. Priority for action is being given to those areas where new growth is occurring and where there is the potential for developing and planning a model, energy efficient urban area. Docklands offers such an opportunity.

In particular, the Government is committed to:

- requiring development in major urban growth areas to be designed with efficient public transport in mind; this will mean a greater range of housing densities and the co-location of various community and commercial facilities;
- introducing a comprehensive program aimed at increasing the energy efficiency of residential buildings through the early establishment of energy standards for new dwellings and a house energy rating scheme;
- investigating ways of easing traffic congestion and emissions in the inner Melbourne area.

There was considerable public interest in the Greenhouse Effect. The issue was raised in relation to the future effect of increased traffic in the Docklands area and whether siting the project at

Docklands was advisable, given that there were indications of a gradual global warming which may result in higher water levels.

The Maritime Unions commented upon the low-lying nature of the South Wharf in particular and the potential impact of rising water levels brought about by the Greenhouse Effect on any residential development. One view put to the Task Force was that

... if Greenhouse warming causes the unexpected sea-level rises, a billion dollars of Docklands investment will have to be protected from rising waters.

A related issue raised was how Melbourne's future travel needs would be accommodated given the depletion of Australian oil reserves and global Greenhouse warming which would affect vehicular transport. It was proposed that urban transport would undergo major changes by the turn of the century and freight traffic, interstate freight and passenger travel would increasingly convert to rail and other public transport modes, thereby reducing the need to build the proposed Western Bypass.

MMBW flood level records indicate that the area is flood prone due to its low-lying nature. This had been referred to in discussions the Task Force held with the Wurundjeri community who indicated that aboriginal stories of the area made reference to recurring great expanses of water appearing in the Docklands area. It should be noted that originally the whole area north of the Yarra River was a swamp - Moonee Ponds Creek flowed into the swamp and not into the Yarra as it does now.

The appropriateness of redeveloping Docklands was questioned by some participants in the consultation, on the basis of concerns about the impact of rising sea levels due to the Greenhouse Effect. The Sandridge development in Port Melbourne and the planning for the new Museum of Victoria were examined to assess what allowances have been made regarding flooding and Greenhouse Effect at those development sites.

Of particular relevance is the approach taken at Sandridge. The highest recorded sea level at the site is about one and a half metres above sea level. An event of this severity or worse is estimated to occur only once in three hundred years. Since 1934 the sea level has reached one metre above average sea level on only one occasion.

Estimates of the rise in sea level due to the Greenhouse Effect vary widely. However, it is becoming commonly accepted that an increase in the range of 200-400mm might be evident over the next 80 years or so.

If the one in 300 year surge event were to occur in conjunction with the higher Greenhouse water level increase, the resulting still water sea level would be about two metres above current average conditions. The minimum land level proposed at Sandridge is at 2.0m generally, with the Bay Foreshore at 2.5m. Thus the development site would not be inundated at this level, while extensive areas of Port Melbourne would be.

The level of existing wharf faces within Docklands varies between 2.0 and 2.2m above average sea level. If development land levels similar to Sandridge were adopted in Docklands, and if the integrity of the berth faces were maintained, the Greenhouse Effect is unlikely to be a problem.

The appropriateness of redeveloping Docklands was questioned by some participants in the consultation, on the basis of concerns about the impact of rising sea levels due to the Greenhouse Effect. Advice provided to the Task Force suggests that adequate provision can be made to accommodate Greenhouse impacts and, therefore, that the Greenhouse Effect is unlikely to be a problem.

Contamination

The Environmental Protection Authority (EPA) requirements for contaminated sites state that where sites adversely affect the surrounding environment (ie. through migration of contaminants to ground water or the migration of contaminated soil via surface water runoff or wind blown dust) these must be cleaned up to avert any actual and potential effects. Furthermore, clean-up should preferably consist of the destruction or removal of the pollutants, but may also consist of capping, that is "contaminant fixation or isolation" if treatment is impractical.

The EPA further requires that existing and proposed future land uses must be taken into account and therefore land must be left in a condition which is suitable for both its current and intended uses.

The Strategic Options report noted that parts of the Docklands are listed on the EPA register of contaminated sites. However, a preliminary investigation conducted on ground contamination of Docklands revealed that contamination in the area was generally of a manageable level with the exception of two former gasworks sites - one located at North Wharf and in the north east section of the railyards. The degree of clean-up effort required at either site would depend on intended land uses. In reference to the old Gasworks site at North Wharf the EPA stated that if this site were to be redeveloped for unrestricted residential uses then it would need to undergo an extensive clean-up. On the other hand, if the site was to be redeveloped for open space or commercial/industrial use then capping of the site would be possible, provided no movement of contaminants could occur.

Community concerns regarding contamination in the Docklands were generally centred upon the impact of clean-up costs on the project and in particular, concerns that Government, and in turn the community, may face high clean-up costs in the process. Reference was made to the proposed Olympic Village where clean-up costs had been estimated at \$19-20m for the old Gasworks site. Concerned parties were therefore keen to obtain further information on costings for the project as well as an indication of who would be responsible for these costs. A proposition put to the Task Force was that developers should be asked to bear the costs rather than the Government. The Gas and Fuel Corporation's submission addressed the issue of how appropriate re-zoning of affected areas could minimise costs. In particular it discussed the old Gasworks site at North Wharf, where coal gasification plants existed, and recommended that the site be developed as either open space/low level commercial or industrial buildings. The Corporation also encouraged a full exploration of all options with costs being documented and suggested the Task Force circulate more scientific information on the issue.

The Social Justice Coalition similarly discussed clean-up options for the Gasworks and argued that land use and development options, as proposed in the Docklands consultants' reports, had been inadequately developed. The Coalition believed current clean-up cost estimations could leave the Government with a bill in excess of \$20 million. Given the current financial climate, there was a greater need to substantiate spending scarce



Site of the Old City West Gasworks at North Wharf

financial resources on redeveloping such a site and therefore there was

".. no urgency for the sites to be decontaminated. A decision on the development of the sites can be delayed until economic conditions allow the site to be developed in ways that protect people from exposure to chemicals. This may involve decontamination of the site as proposed by the consultants, but with costs being borne by developers rather than the Government."

Subsequent advice received from the Victorian Government Major Projects Unit (MPU) concerning the Gasworks site referred to a specific study of ground water quality which had revealed no significant leaching of wastes or contaminants from the Gasworks site into the river. Field and laboratory analyses undertaken by the Advice Measurements and Control in Occupational Safety and Health (AMCOSH) organisation, revealed that the risk of odour problems and health effects arising from volatile compounds was negligible while the site remained undisturbed. Furthermore, soil-gas emissions of any discomfort and risks to workers involved in a large scale disturbance of the site, for example, installing foundations and/or utility services, could be contained within acceptable limits by the implementation of an appropriate Health and Safety Plan.

Concerns were expressed during the consultation about the extent of site contamination within Docklands and the impact of clean-up costs. Questions were also raised about who should pay for any decontamination required.

Advice provided to the Task Force suggests that, at this stage, only two sites are known to be seriously contaminated. The degree of clean-up required for these sites will depend on intended land use. However, the EPA advise that, for the old Gasworks site at North Wharf, capping would be appropriate if open space, commercial or industrial uses were adopted. Further advice suggests risks to workers could be avoided if an appropriate Health and Safety Plan were implemented.

Coode Island

Coode Island is an area of land adjacent to West Swanson Dock and is serviced from a berth at the mouth of the Maribyrnong River. It is located at the western extremity of the Greater Docklands Study Area and provides storage facilities for chemicals, petrochemicals, petroleum and other bulk liquids such as vegetable oils.

The Strategic Options report recognised that both the PMA and a Ministerial Task Force on Hazardous Chemicals were reviewing the location of Coode Island and possible alternative sites.

With regard to consultation comment, the close proximity of Coode Island to Docklands was an issue of concern to the City of Melbourne, the Hazardous Materials Action Group (HAZMAG), VIPAC Engineers and Scientists Pty Ltd and the Victorian Trades Hall Council. These groups argued that development at Docklands was not appropriate whilst risks associated with storage of bulk liquids at Coode Island remained.

Related concerns included the overall safety of existing procedures for the storage, handling and transport of chemicals around the city. HAZMAG argued that more information should be made public about the nature of chemicals handled at the Port and at Coode Island. Questions were also raised about the extent to which Coode Island is contaminated and what its future role might be if current storage activities ceased.

Following the recent fires at Coode Island, the Government has established the Coode Island Review Panel to recommend to Government, firstly, an immediate action plan to minimise risks associated with the existing facility, and secondly, longer-term options for the storage of hazardous materials at Port facilities.

As stated earlier in this report, the Task Force has established a Consultation Co-ordination Committee which the Coode Island Review Panel has also been invited to join. The Review Panel has also been invited to participate in the forthcoming consultation over this Draft Strategy.

It should also be noted that the Port of Melbourne Authority has indicated that, should existing facilities at Coode Island be removed, the area would be retained for port activity.

In conclusion, the existence of chemical storage facilities was perceived as a threat to development at Docklands by a number of participants in the consultation. The Coode Island Review Panel has recently been established to recommend to Government ways of resolving risks associated with this facility.

Soil Conditions

Docklands is largely made up of Coode Island Silt overlying Silurian mudstone approximately 30-50 metres below. The silt is masked by a shallow layer of imported fill. This means that the soil has generally low load-bearing properties and high settlement character. Deep piling is required for buildings higher than a few storeys.

The study undertaken to compare costs of building at Docklands with other areas of Melbourne found that while construction over part of the railyards would not prove a problem due to the presence of basalt foundations, once construction moved out of this area, there would be some cost penalties incurred for low-rise industrial, residential and commercial space. Details are provided elsewhere in Section 2.4.3.

A number of submissions including those from the Victorian Trades Hall Council and the Debate and Analysis of News, Comments and Events (DANCE) Group, queried any form of development proceeding given the nature of the soil. In particular, concerns

centred upon the poor quality of the soil, its effects upon types of construction and the need for extensive and costly foundations.

The Task Force has undertaken further work in the light of the study which compared building costs to determine the impact of construction cost penalties on land sales revenue and therefore on the net present value for each of the four options. The findings were that while the net present value is slightly reduced as a result of reducing revenue, the options remain viable, with the exception of Option 4.

Revised Financial Evaluation

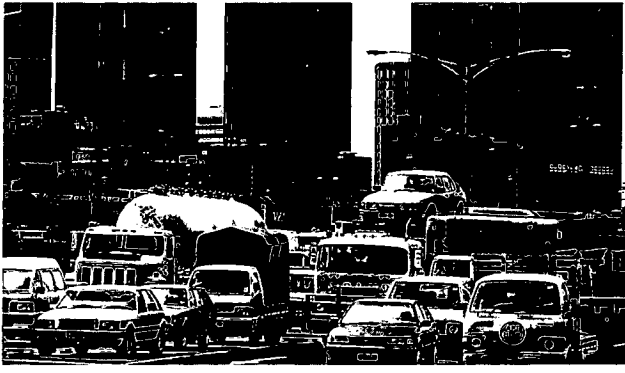
(Net Present Value)

Strategic Options	Evaluation	Revised Evaluation
Option 1	\$127m	\$111m
Option 2	\$74m	\$52m
Option 3	\$66m	\$40m
Option 4	\$11mm	\$19m

Apart from lowering expectations of land value, other possible responses to the problem of poor soil conditions include:

- tailoring plot ratios (and in particular building height) to ground conditions in order to minimise construction cost penalties; or
- providing maximum flexibility within the plot ratios to enable developers to adjust building form to ground conditions if required.

A number of submissions suggested that poor soil conditions within Docklands would impose serious cost penalties on development. Work commissioned by the Task Force suggests that development remains viable, albeit to a more limited extent.



Cars and trucks - major polluters

Pollution

The Government's approach to controlling environmental pollutants is based upon the "polluter pays" principle. In addition to this, the Government advocates land-use planning controls to minimise people's exposure to noise and contaminants and will continue to research the effects of contaminants on local systems. The Government objective is to safeguard the long-term health and well-being of humans, other species and ecosystems through minimising exposure to environmental contaminants, pollution and noise.

The Strategic Options report discussed the Docklands project as needing to be consistent with the Government's Conservation and Greenhouse Strategies. In particular, the report indicated attention should be given to waterways being protected and pollution minimised.

A number of individuals and groups were concerned with the physical effects of such a large scale project on the Docklands environment. The possible environmental problems raised by the community included such issues as: acoustic pollution generated by the proposed Western Bypass; increased vehicle emissions; the visual impact of the Western Bypass; and the possible effects on water flow patterns as a result of new structures being built in or near the water.

Current pollution problems concerning litter and raw sewage from pleasure craft was also raised. There were concerns that if these problems were not dealt with in the near future, a large scale development such as Docklands would exacerbate the situation.

A relatively new issue to emerge related to the increased use of nightlighting. The Astronomical Society of Victoria discussed how light pollution actually increased environmental pollution through uncontrolled outdoor lighting. The lighting of the night sky through the use of large quantities of coal, oil and natural gas resulted in these fossil fuels being burned up and thereby contributing to air and water pollution. The Society considered the Docklands provided an important opportunity to establish an Outdoor Nightlighting Code, which could include standard lighting level recommendations being modified so as to accommodate needs of the surrounding environment. The Code could also recommend that timers, sensors and energy efficient light dimming services were fully utilised so that the right types of light sources for particular tasks were being employed.

Overall, the key concerns regarding pollution which emerged relate to the impact of traffic on the environment and the need to clean up the waterways. Light pollution was also raised. The need for Docklands development to conform to Government conservation and Greenhouse policies was also recognised.

PLANNING AND EPA LIBRARY

2.4.9 Transport

The transport framework proposed in the Strategic Options report was based on the key elements of the Central Area Transport Strategy (CATS). These are:

- pedestrian emphasis in the city heart;
- public transport to provide direct access into the CAD
- public transport and pedestrian facilities, not motor cars, to provide circulation in the CAD;
- road traffic to travel around rather than through the city;
- parking to favour retail and commercial activities;
- bicycle networks to give direct access to the city through linked networks.

The CATS also refers to the future possible extension of the Western Bypass to the West Gate Freeway.

The Urban Strategy (*Shaping Melbourne's Future*, 1987), Metras (*Melbourne's Arterial Road Strategy*, 1987) and NATROV (*National Roads Strategy Victoria*, 1987) all recommend the construction of the Western Bypass as a means of connecting major traffic nodes, that is, the airport and the port, and of diverting through traffic from the CAD. Metras recommended that construction 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.

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

- Western Bypass
- Road network
- Public transport
- Traffic impact
- Webb Dock Rail Line
- Traffic calming, pedestrians and bicycles
- Car parking
- Water transport.

Discussion begins with a background statement which summarises the issue as considered in the Strategic Options report.

Western Bypass

Up to 48,000 vehicles per day, about a third of which are trucks, currently use Footscray Road. This figure is expected to increase to 57,000 with the development of Docklands. With the construction of the Western Bypass (WBP) between the Tullamarine Freeway and Footscray Road, traffic is anticipated to increase to about 70,000 vehicles per day.

The Strategic Options report argued that it would be 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, interchanging with the West Gate Freeway at Graham Street. Two alignments were explored: one over the Moonee Ponds Creek; the other to the west of the creek through the area of the proposed Appleton "G" berth.



Trucks on Footscray Road

Options considered for crossing the river included a high level bridge, a low to medium level bridge and a tunnel. The report concluded that the least-cost solution would be to construct a low to medium level bridge after commercial port activities have been relocated downstream.

As the construction of the WBP extension is only likely to occur in the long term, the Strategic Options report recommended the duplication of Footscray Road, to the east of its current alignment, to divert through-traffic from the waterfront in the short to medium term.

Community comment ranged the spectrum from support for the WBP to opposition. Support came from a number of individuals, from the City of Footscray and the North Melbourne Association.

However, the North Melbourne Association's support was conditional. The conditions were *"it not being a traffic generator, ie it is a 4-lane arterial link with no potential for future expansion to 6 lanes, with effective noise amelioration measures, with no on/off ramps to the east at Spencer Street, with the retention of the Upfield fixed rail line and with associated traffic measures that it will effectively downgrade the streets of North and West Melbourne to their recommended maximum traffic volumes"*.

The cities of Port Melbourne, South Melbourne and Brunswick oppose the WBP and its extension. The southern municipalities are concerned about the impact on traffic through the southern suburbs. Brunswick argued that no alternatives have been considered and that it is conceivable, given the proposed changes in land use, that through-traffic volumes would decrease. (This is unlikely as the changes proposed include a greater intensity of land use).

The City of Melbourne stated that its previous position had been to support the first stage of the WBP (Tullamarine Freeway to Footscray Road) as a truck route. However, the Council believed that further consideration needed to be given to connections to the south and north-west and the broader regional planning of these corridors.

The Flemington Association opposes the WBP and is concerned that the Strategic Options report referred to the WBP as a fait accompli or as the only viable alternative, and had not examined other measures for traffic control such as halting heavy transport at outer suburban freight depots and greater use of rail transport. Concerns were also expressed about the visual impact of the elevated structure.

Visual impact was also referred to by a number of individuals and the Royal Australian Planning Institute and the Australian Association of Planning Consultants. However, the planning associations' concern was a more general one - that careful consideration would need to be given to the impact the proposed transport infrastructure would have on visual presentation of Docklands.

Comments were also made on access to and from the Port. Although not referring to the WBP specifically, the Joint Unions Working Party Report argued that *"Access from the Port to the major freeways must also be improved not only to meet future trade growth, but to get heavy trucks out of*

what are essentially suburban roads. For example, the road link between Footscray Road and the West Gate Freeway needs to be improved". The PMA's position is that if the WBP and extension were not constructed then port freight traffic is likely to be severely affected with greater congestion on Footscray Road.

Writing in a publication for the Social Justice Coalition, Patrick Moriarty argued that linking the West Gate and Tullamarine Freeways by constructing the WBP and its extension would undermine the public transport commuter market and would increase car and truck travel in the inner suburbs.

VicRoads argued that if the Western Bypass is constructed only to Footscray Road, that heavy travel demands are expected along the proposed Footscray Road duplication and Spencer and King Streets. VicRoads is not certain that a staged approach to addressing the problem of through-traffic is required. They suggest that *"it may therefore be necessary to work towards the full WBP arrangements immediately"*.

Furthermore, VicRoads favoured an eastern alignment for the WBP which is west of Moonee Ponds Creek but east of Appleton G, as it would have less impact on the PMA's proposals for Appleton Dock and would minimise impact on a number of other existing facilities. Currently they are examining two options for traffic movements between the WBP and Footscray and Dynon Roads, which will allow industries south of the river and Webb Dock to link with freight infrastructure along Footscray and Dynon Roads.

VicRoads noted that bridge clearances need to be revised and advised that following the public forums a clearance of 11m has been used. The feasibility of a tunnel with a channel depth of 5m is also being examined.

While the WBP as proposed in the Strategic Options report is generally an elevated structure, VicRoads advised that it would be possible to lower it to a ground level for about 400m between Footscray Road the Moonee Ponds Creek. However, this would limit access to the area between the By-Pass and the creek.

In the report of the Transport Working Group, VicRoads argued: *"VicRoads strongly believes that the strategy to construct the Western Bypass initially from the southern end of the Tullamarine Freeway to*

Footscray Road, followed by an early extension to West Gate Freeway, underpins the viability of the Docklands development. Effective removal of heavy motor vehicle through-traffic from the Docklands development cannot be achieved without the availability of the full Western Bypass".

The Transport Working Group argued that the WBP will relieve traffic congestion in the areas of Kensington, North and West Melbourne, particularly heavy truck traffic, and at at-grade intersections along Footscray Road.

The primary objective of the WBP identified by the Transport Working Group is *"to relieve the heavy movement of through and truck traffic from the core of the development so that the area is a safe, attractive and accessible place to live, work and visit"*.

The alignment for the WBP preferred by the Task Force extends from the Tullamarine Freeway at Flemington Bridge on the western side of the Moonee Ponds Creek to the West Gate Freeway at Graham Street. The alignment is only feasible following the relocation of commercial port operations downstream of the required river crossing. The alignment can be adjusted to allow the development of Appleton Dock G, but will intrude into the proposed open space along Moonee Ponds Creek.

With respect to the river crossing, the Transport Working Group argued that a high level bridge with 52m clearance which would permit commercial shipping to continue at Victoria Dock cannot be constructed due to steep grades on ramps. Similarly, a deep tunnel (13.1m draught) would result in unacceptably steep grades and the cost would be prohibitive. A shallow tunnel which would allow for pleasure craft but not for commercial shipping would have aesthetic benefits but is not favoured by the Transport Working Group because of its cost and operational reasons relating to delays caused by breakdowns and the carriage of hazardous goods (Footscray Road is a designated route for liquified gas products). These views are echoed by consultants' advice to the Task Force (in the report, **Comparisons of Alternative River Crossings for the Western Bypass**).

The Transport Working Group considered an alternative alignment for the WBP. This alignment would be east of Footscray Road adjacent to the rail lines and would allow Collins and La Trobe Street

extensions to pass over. Flinders Street extension would be truncated at the Bypass, and interchanges would be constructed at Footscray Road, La Trobe Street and the West Gate Freeway. Charles Grimes Bridge would need to be widened.

While this option would mean commercial port operations could continue at Victoria Dock and Appleton G could be constructed, it has been rejected by the Transport Working Group, principally because heavy traffic would be taken into the heart of Docklands, creating problems of noise and air pollution, and because it would create a physical barrier to Docklands and the waterfront from the CAD. Through-traffic and Docklands access traffic would be mixed together, and congestion would be apparent at both the La Trobe Street and West Gate Freeway interchanges after only a few years. Heavy traffic would also flow directly in the South Melbourne street system via Montague Street.

In conclusion, Government policy and advice from relevant agencies promote the diversion of through-traffic from Docklands. Community comment is not opposed to this notion, however, it is split on whether the Western Bypass should proceed. Opposition is based primarily on concerns about the impact of traffic on surrounding suburbs, although comments were also made about the need to consider alternatives to the Western Bypass.

Road Network

Three of the four options identified in the Strategic Options report had the following road infrastructure:

- the duplication of Footscray Road to the east of its current alignment through the redundant rail yards to become the primary through-traffic route until the extension of the Western Bypass from Footscray Road to the West Gate Freeway. Footscray Road would be converted to a waterfront boulevard carrying only local traffic;
- Collins and La Trobe Streets could be extended over the passenger rail tracks to form at-grade intersections with the Footscray Road duplication and waterfront boulevard respectively;
- ramps at Footscray Road duplication and

La Trobe Street would provide direct access into the north-west sector of the CAD;

a Transport Interchange would be located with frontage to Collins Street;

- the Western Bypass would be extended southwards from Footscray Road across the river to a junction with the West Gate Freeway at Graham Street. This could also serve as a link for local traffic. This would occur after the Port has been relocated from Victoria Dock;
- the Webb Dock Rail Line could cross the Yarra River adjacent to the Western Bypass extension.

A fourth option had the following variations:

- Footscray Road could retain its through-traffic function until the Western Bypass extension is constructed. A local north-south road could be constructed within the Core Area.

The Strategic Options report also canvassed:

- the extension of Dynon Road southwards to the Footscray Road duplication;
- the extension of Hawke Street passing over Footscray Road duplication and intersecting at-grade with Footscray Road boulevard.

Further variations were discussed to examine the financial impacts of different infrastructure solutions:

- Footscray Road is constructed at-grade with Collins, La Trobe and Lonsdale Streets bridging over the Footscray Road duplication and intersecting with the Footscray Road waterfront boulevard at-grade. A platform road is constructed above the duplication for local access;
- the construction of a cut and cover tunnel for Footscray Road as an arterial road, just east of its present alignment, and building a local access road at grade above it;
- construction of Collins Street at grade by relocating the tracks and platforms at Spencer Street Station to the west.

The great bulk of comments focussed on Footscray Road, Footscray Road duplication and the north-south road. There is support for moving through-traffic from Footscray Road and converting it to a waterfront boulevard. The Australian Institute of Landscape Architects stated that "Footscray Road



Traffic on Footscray Road is a major barriers to development

must be removed from its present location". Ms Meredith Gould, speaking at the public forum on the Environment, argued that from a heritage viewpoint Footscray Road should be diverted under Spencer Street railyards and Footscray Road could then become a local road or removed completely. This theme of undergrounding through-traffic adjacent to the railway tracks came through in other submissions. Ms Gould proposed a "loop road" which would connect Flinders Street extension and Lonsdale Street.

A number of submissions were concerned about the impact that a new north-south road or the Footscray Road duplication would have on the amenity of Docklands - truck noise in particular was mentioned as a potential problem. The Collins Street Baptist Church suggested that *"the cut and cover tunnel appears to be the best solution to minimising both the visible presence of large volumes of traffic in the area and the physical barrier between the CAD and the new development in the core area"*.

The cities of Port and South Melbourne were concerned about a north-south road from Footscray Road to Lorimer Street providing links between the port areas north and south of the Yarra - Port Melbourne in fact opposed the proposal. Their concerns are based on the implications for traffic in local streets in the southern suburbs.

The City of Melbourne supported the extension of Dynon Road, the duplication of Footscray Road and the integration of north-south linkages into a single transportation corridor in principle.

Support for the Dynon Road extension also came from the North Melbourne Association which, along with the City of Melbourne, questioned the need for the extension of Hawke Street into Victoria Dock. The City of Melbourne recommended that Dudley Street continue to provide access to this area instead. (This suggestion has been taken up by the Task Force). An individual contributor expressed opposition to changes in Footscray Road and Dynon Road which would result in more traffic in West Melbourne.

With respect to the extension of CAD streets, the Australian Institute of Landscape Architects argued that there was no need to extend Collins or Bourke Streets. The City of Melbourne supported the extension of Flinders, La Trobe and Collins Streets, however, the Council was concerned about the potential for increased through-traffic which may result from the extension of La Trobe and Collins Streets. The Council also argued that *"any extension of Collins Street must be at grade"*.

VicRoads argued that the proposed Footscray Road duplication is inconsistent with its aims to encourage the use of public transport for trips to and around the CAD and to direct through-traffic away from the CAD. If Footscray Road duplication is to carry through-traffic until the connection of the Western Bypass to the West Gate Freeway, it should be downgraded on completion of the connection.

VicRoads stated that the adequacy of the proposed external road network cannot be assessed until future road capacity estimates and travel demand forecasts have been prepared.

The Transport Working Group proposed a "key access road", referred to as Docklands Road, to the east of Footscray Road following an alignment adjacent to the rail corridor. The road would be grade-separated from Dudley and La Trobe Streets with northerly and southerly ramps at La Trobe Street. The main function of the proposed Docklands Road will be to link both Footscray Road west and Charles Grimes Bridge to the CAD via

La Trobe, Collins and Flinders Streets, and to provide the main access into Docklands from the south and west.

The proposed Docklands Road should be designed to discourage through-traffic. The proposed Docklands Road and Footscray Road boulevard would both experience heavy traffic demand following the construction of the WBP to Footscray Road. This will continue until the Western Bypass extension is built, when they would revert to their access and local traffic functions.

Other links between Docklands and the CAD should be provided by:

- Dudley Street connecting into routes to the north-east and east. Dudley Street will carry heavy traffic with the construction of the Bypass which will only be relieved with the extension of the Bypass;
- La Trobe and Collins Street extensions. A full diamond interchange at La Trobe Street will perform the function of motor vehicle traffic distributor for Docklands. It will carry significant traffic demands;
- Collins Street. Its contribution to road capacity will not be great as it will be the second east-west road carrying mixed tram and car traffic;
- Flinders Street extension leading into the southern CAD and South Melbourne. Its capacity will be constrained by the existing Flinders Street/Spencer Street intersection which is already at capacity and the railway viaduct prevents physical improvements.

In conclusion, there was general support for the road network proposals, particularly for the need to remove heavy traffic away from the waterfront and convert Footscray Road to a boulevard. It was suggested that through-traffic could be accommodated in an alignment adjacent to the rail corridor, where it could be constructed underground.

Proposals to extend CAD streets attracted little comment with only one submission opposing the extension of Collins Street and another suggesting that it should be at-grade.

Traffic Impacts

The Strategic Options report noted that traffic impacts will vary with the intensity of land use. Traffic volumes are likely to be greater under Option 1 (which proposed intensive commercial development) therefore, than Option 4 (which focussed on open space). Traffic implications for Option 1-3 are very similar. The Strategic Options report concluded that the WBP could be extended early to relieve traffic volumes on the Footscray Road duplication, Spencer Street and King Street. Footscray Road duplication will not be an adequate alternative to the Western Bypass in the medium to long-term due to restrictions on the capacity of intersections with the Flinders Street extension and of Spencer Street with Flinders and Collins Streets.

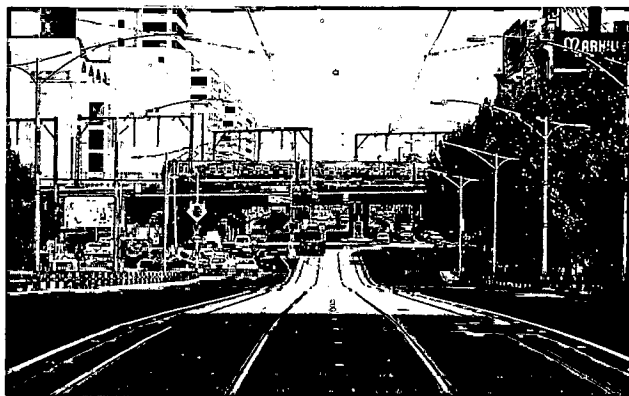
Footscray Road duplication will significantly reduce traffic volumes on the waterfront boulevard and, with the WBP extension, traffic on the duplication will be similar to that currently on Footscray Road but with fewer trucks.

Under Option 4, traffic on Footscray Road would build up steadily until the WBP is constructed (there is no duplication of Footscray Road to attract through-traffic in Option 4).

Individuals and local councils commented on the traffic impacts of Docklands development proposals. Comments ranged from general concerns that Docklands development would create more traffic to specific concerns about traffic impacts on particular areas, particularly North and West Melbourne and the southern suburbs.

Port Melbourne and South Melbourne Councils and the Foreshore Residents Association all expressed concern about traffic impacts, with the City of South Melbourne commenting that traffic volume estimates had not been provided, and the Foreshore Residents Association arguing that traffic from the western suburbs needs to be fed into the Nepean Highway or the South-Eastern Freeway.

Utilising figures provided by VicRoads, the Transport Working Group suggests in its Working Paper that the full development of the whole of Docklands will generate approximately 140,000 private vehicle trips per day, based on a 70:30 modal split between public transport and private vehicles of the total generated trips.



The intersection of Flinders and Spencer Streets has limited capacity

Estimates of traffic impacts provided by the Transport Working Group 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 14%, 4% and 1% respectively. The construction of the Western Bypass and extension could add slightly to these figures, particularly in Port Melbourne.

Comparisons of the traffic volume estimates indicate that around 10% of the additional trips generated by Docklands when fully developed will have an origin or a destination in Port Melbourne, South Melbourne or St Kilda.

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 provided in the Transport Working Group paper show that the full development of Docklands could result in a 10% increase in traffic in roads crossing Victoria Street from Peel Street to the west. However, this will be mitigated by the construction of the Western Bypass and its extension which could mean that traffic on these roads decreased to two-thirds of current levels.

In conclusion, residents of surrounding suburbs were concerned about the impact of Docklands and the Western Bypass and extension on traffic volumes. As it develops, Docklands will generate trips which will have flow through effects in terms of traffic volumes in surrounding suburbs. The construction of the Western Bypass and extension will add slightly to traffic levels in southern suburbs, particularly Port Melbourne, but will also provide substantial relief to traffic levels in North and West Melbourne.

Public Transport

As has been noted above, the transport policy context for the development of Docklands is the Central Area Transport Strategy (CATS) of March 1991. CATS provides "a vision of central Melbourne and its transport networks in the future." The mechanisms to support the strategy were noted as

... pedestrianisation of the city heart, improvements to public transport services and facilities, restrictions on the supply of long-term parking, increasing car occupancies through measures such as car parking, and co-ordinated land use / transport planning.

(Central Area Transport Strategy, Victoria Transport, March 1991)

The Strategic Options report 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 as a major public transport hub was referred to, as was the possibility of extending existing tram and light rail services. The rationale for the report's emphasis on providing for efficient road networks was also explained in terms of these public transport objectives, that is, the need for Docklands to accommodate trams, buses and taxis as alternatives to the car. Heavy rail services were not envisaged as appropriate.

In addition to more conventional modes of public transport, the prospect of introducing water taxis, people movers and other escalator systems was noted. An emphasis on public transport also requires adequate provision for pedestrian and bicycle movement for which Docklands is ideally suited.

In the CAD, of every 100 journeys, 45 are by public transport and 55 are by private transport.

The public forum on "New Transport Options for Docklands" provided the opportunity for more detailed discussion, enabling the Task Force to begin to embellish what was essentially a sketch of public transport objectives in the Strategic Options report. Chris Malan of the Public Transport Corporation foreshadowed "*an integrated and compatible transport strategy for Docklands*" emerging with the Draft Strategy, going on to advocate the view that public transport should play an even greater role in meeting needs than is currently the case throughout the CAD. The significance of a redeveloped Spencer Street station as a Transport Interchange was also mentioned.

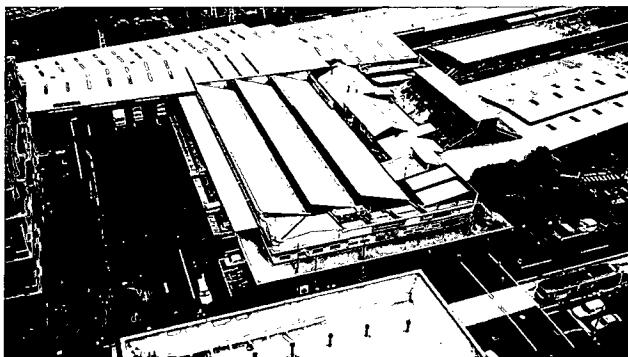
A representative of the Public Transport Users' Association (PTUA), Mr Ray Walford, raised a number of key issues in relation to achieving a high proportion of public transport usage for Docklands, an approach which his organisation supported. A redeveloped Spencer Street station was seen here as a key element in reaching this objective.

The impact of transport planning on land use and the need to ensure easy walking distance to high density central city office and commercial uses, from key transport nodes such as Spencer Street, was emphasised. On the other hand, residents would generally be prepared to walk for 10 minutes or so to housing. It was pointed out also, however, that the other end of the journey also needed consideration. "*It is no good simply providing good facilities at one end of the journey and lousy facilities at the other.*"

The conflict between aiming for high public transport patronage as a feature of Docklands and providing easy accessibility for roads was a cause for concern. "*... a direct run in on the Western Bypass would give quick, easy access to the area, and you would ask, why would (people from the northern and western suburbs) bother to use the trains?*"

The possibility of utilising other linkages to Docklands such as North Melbourne station and enhancing connections to Carlton and North Melbourne was also raised.

Finally, the Western Bypass was noted as a concern in the context of the threat it posed to the Upfield line. The opposition of the PTUA to any downgrading of the line was emphasised with the preferred outcome of the Western Bypass going over the top of the Upfield line.



Spencer Street station

A representative of VicRoads indicated that the aim for a modal share of public versus private transport at Docklands should be 70:30 in favour of public transport.

The discussion that followed the presentation of papers was spirited, but positive. Some examples of the possibilities which were raised by the Australian Electric Traction Association included a tram extension from North Melbourne to the Flinders Street routes, and extension of tram services into Docklands along the proposed La Trobe Street extension, as well as a loop between the Flinders Street Extension and Collins Street.

In general terms, the aim to increase public transport patronage for Docklands was supported in the forum and in submissions. Certainly, a target of 70% patronage was questioned as possibly too idealistic in the current climate, but the environmental impact of increasing use of private cars was roundly condemned. The Board of Works even predicted the prospect of precincts in Docklands entirely free of car traffic.

The prospect of redeveloping the Spencer Street station was greeted during consultation as an exciting proposal. Several submissions, focusing on possible staging for the wider Docklands development, clearly favored an early start on the Transport Interchange. Indeed the Task Force itself had indicated in the Strategic Options report that this was crucial in getting Docklands off the ground.

Some also pointed to the significance of the Rapid Transit Link to Melbourne Airport in bringing international travellers to the heart of Docklands. The role of the Transport Interchange was highlighted as a focal point for the casino, the World Trade and Congress Centres, and the high standard hotels nearby.

Several submissions also mentioned the need to consider the Interchange as catering for functions which were not presently accommodated. The Helicopter Association of Australia, for example, put forward the view that the central city needed to house a vertiport and that this should be a possibility for the Transport Interchange. In ten years time, it was pointed out, tilt rotor aircraft may be doing the Melbourne-Sydney run and the opportunity to land in the central city would prove a big business and tourist attraction. This view was echoed by the Civil Aviation Authority.

The City of Melbourne and several other commentators questioned the proposal to locate the Transport Interchange on the Collins Street extension which would be constructed on a ramp over the railyards. The City of Melbourne, for example, did not support the extension of Collins Street other than at-grade. An alternative closer to Bourke Street was proposed.

Others identified the possibilities of Flinders Street station and a site closer to North Melbourne station as options which could be explored. In this regard, however, the Public Transport Corporation (PTC) saw the siting of the Transport Interchange as an integral part of the strategic planning for Docklands and indicated also that access for road-based transport would be particularly difficult at Flinders Street station.

The prospect of the Transport Interchange as a self-funding proposition was also raised, in response to which the PTC pointed out that *"It provides an opportunity (for) not only a world class multi-modal interchange facility, but at the same time ... a commercial opportunity, be it office or retail, ... so we are looking at it as a commercial development package with no cost to the Government, if possible."*

The Transport Working Group suggested that three precincts could be identified within Docklands, each of which presented different opportunities and requirements for public transport. These precincts are:

- the Transport Interchange precinct, centred on an area within easy walking distance of the proposed Interchange at Spencer Street Station, for which a public transport patronage target of 70% of all trips was considered a suitable aim;
- the Yarra precinct, the area along the north and south banks of the Yarra for which a 50% public transport target was recommended;
- the Western precinct, north-west of Victoria Dock, for which a 50% public transport target was again recommended.

In proposing this approach, the Transport Working Group recommended as a basic objective for the Docklands transport strategy:

"a high capacity and quality public transport system, planned as an integral part of the urban form of Docklands. This means that high density developments should be located adjacent to high capacity transport modes while lower density developments are located further away to be serviced by feeder and distribution services."

The Transport Interchange was considered to be the focal point of public transport provision for Docklands. Provision would need to be made also for mixed traffic of trams, buses and motor vehicles to move along the La Trobe, Collins and Flinders Streets extensions. The Transport Working Group also proposed specific measures to facilitate a high level of pedestrian and bicycle movement around Docklands.



A modern Transport Interchange

Government policy and input during the consultation process all point to the need to emphasise public transport as the major mode of travel to and within Docklands. A specific goal for the share of journeys by public transport was discussed, but there was a view that this was too idealistic.

The central role of the development of Spencer Street as a Transport Interchange emerged, with it being the focus for high density development with Docklands linked by good pedestrian and road-based public transport networks.

Webb Dock Rail Line

The Webb Dock Rail Line connects Webb Dock to the South Dynon Container Terminal. Its current route cuts through the heart of Docklands. Government policy is that the existing line will be upgraded to dual gauge so that containers bound for Sydney will not have to be carted by road from Webb Dock to South Dynon. The newly formed National Rail Corporation may provide funding for this.

While the line is lightly used at present, 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 dividing Docklands is therefore likely to increase with time. Consideration of its ultimate route is, therefore, required from the point of view of its affect on Docklands and the operations of the Port.

The solution to the problem of the rail line needs to be seen in conjunction with the solution to problems of through-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.

Comment arising from the consultation process served to confirm the longer-term significance of the rail line to the efficiency of the port, particularly in the context of the National Rail Freight Initiative. The public forum on "The Port and Micro-Economic Reform", for example, raised issues to do with increasing the share of rail freight compared with the high percentage of container traffic currently carried by road and the impact of the future expansion of Webb Dock. The importance of introducing standard gauge to the rail line was also stressed by several speakers at the forum. The Australian Electrical Association also suggested dual use for the Webb Dock Rail Line, ie. freight and commuter use.

There was also comment about the difficulty of providing a new river crossing for the rail line in view of the inability of freight trains to climb steep



Webb Dock Rail Line

gradients. This issue was taken up particularly by VicRoads in its submission which questioned the practicality of incorporating the Western Bypass extension bridge over the Yarra with a new rail bridge. VicRoads argued that rail access to a bridge requires much flatter gradients; that a rail bridge has different structural requirements; and that there were problems in connecting the northern side of Lorimer Street to the alignment of the road bridge.

The Transport Working Group argued that rail access between the South Dynon Container Terminal and Webb Dock should be maintained, including provision for a standard gauge link. The Transport Working Group acknowledged that this may require the staged relocation of the existing Webb Dock rail link so that ultimately it will be located outside Docklands, immediately west of the Western Bypass extension.

In conclusion, the Webb Dock Rail Line will provide an important link in the long term between the Port and the Container Terminal which should be maintained. It is likely, however, to become more of a barrier with time and should be relocated, although further consideration is required of the appropriate means of crossing the river in the proposed alignment, ie. in a corridor with the Western Bypass extension.

Traffic Calming, Pedestrians and Bicycles

Traffic calming is a term which has recently gained currency, but is perhaps not clearly understood. The Task Force accepts the definition provided by Dr Peter Newman of Murdoch University as follows:

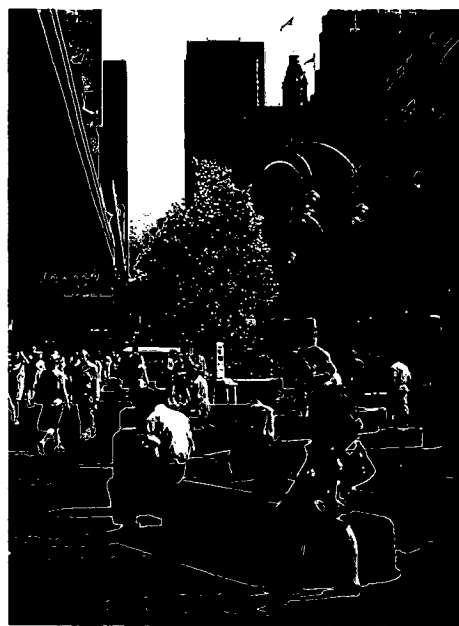
"Traffic calming is the deliberate policy of slowing down traffic in selected areas, giving priority to pedestrians and cyclists on urban roads and in general seeking to promote modes other than the car". **Towards a More Sustainable Canberra - An Assessment of Canberra's Transport, Energy and Land Use;** Peter Newman and Jeff Kenworthy, Institute for Science and Technology Policy, Murdoch University).

The ideas expressed in Dr Newman's definition of traffic calming are broadly consistent with those expressed in the Central Area Transport Strategy (CATS), described above. CATS recognised, however, that to achieve the goal of reduced traffic in the CAD, a number of initiatives are required. As well as improved public transport services, provision must be made to direct through-traffic around the CAD.

The Government's Bicycle Strategy sets out the Government's 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 providing efficient and effective public transport systems to, from and within Docklands to minimise the use of private vehicles and link Docklands into the existing public transport network. It also noted 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."

Many submissions were received which discussed traffic and transport issues and, in particular, the need to minimise the impact of the car, especially in residential areas. The importance of public transport was also generally recognised. To some extent all these submissions could be seen as supportive of principles of traffic calming and use of alternative modes of transport. The Flemington Association was critical of the Strategic Options report for not examining alternatives to the Western Bypass proposal, in particular "... other more current and environmentally aware measures for traffic control ...".



Pedestrian precincts

However, a number of submissions, including one from VicRoads, referred specifically to the need to minimise motor vehicle usage and to provide for effective pedestrian and cycle movement. In particular, VicRoads and Bicycle Victoria referred to the need for bicycle routes to link up with existing routes and for bike access across the Yarra to be provided. It was also suggested that Docklands would be a popular place to cycle and that provision for bikes be included in the design of all roads and bridges. Bicycle Victoria also argued that appropriate facilities in terms of showers, change rooms and parking be provided and that bicycle and pedestrian access should be linked.

Recreation Opportunities from Banana Alley to North Wharf, a working paper on initial actions to open Docklands up to the public, recommends that immediate improvements to pedestrian and cycle access along this route be made, and that the area be beautified and appropriate signage provided.

The Transport Working Group's report supports a high degree of public transport usage, in preference to the car, at Docklands. Its work also supports pedestrianisation and extensive bicycle networks.

The main concerns that emerged from the consultation related to the need to minimise the impact of the car at Docklands, and to give priority to other forms of transport including public transport, bicycles and walking.

Work undertaken by and for the Task Force supports these aspirations whilst also recognising the need to carefully manage through and freight traffic. Specific policies such as CATS and the Bicycle Strategy have provided a helpful context for developing a proposed transport network.

Car Parking

The transport sections of the Strategic Options report focussed on the major infrastructure items in a policy context of diverting through-traffic from the CAD and maximising public transport travel for journeys to and within Docklands. No explicit reference was made to car parking.

Very little comment was made on car parking in the consultation. Reference was made at the "New Transport Options" forum to the fact that 45,000 car spaces were to be provided at Docklands under the Olympics scenario and the question was asked whether a similar number is to be provided under the Docklands Strategy.

The City of South Melbourne noted that car parking had not been addressed in any of the options and suggested that it required additional assessment.

The Transport Working Group's consideration of the issue focussed on principles. It has argued that a car parking limitation policy should be applied in Docklands, given policy objectives which favour the use of public transport. Car parking limitation policies currently apply in the CAD and at Southbank, though the policy applying at Southbank is less restrictive than that applying in the CAD.

The Transport Working Group argued that development of a detailed car parking policy for Docklands should consider:

- *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;*
- *impact on property development;*
- *the capacity for developments to "share" car parking;*
- *the need for short, medium and long-term car parking;*

- *the needs of residents, workers and emergency and service vehicles;*
- *whether free-standing parking stations should be permitted;*
- *location;*
- *pricing".*

In promoting Docklands as the preferred site for the Casino, the Government has announced that parking for up to 4,000 cars could be required.

In conclusion, little consideration has been given to car parking but a car parking limitation policy is favoured. A number of factors to be considered in the development of a detailed policy were suggested. These can be readily merged into the Docklands Draft

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 which have been imposed in order to prevent damage of the river bank due to wash. The Strategic Options report does raise the notion of introducing water taxis to link activities located on the newly developed waterfrontages.

A number of submissions raised the issue of water transport and the opportunities it presented to enhance the Docklands' maritime character. Many of the submissions focussed on the location and type of water transport preferred. For example, one suggestion was for a ferry terminal at Victoria Harbour, another for facilities for small to medium cruise ships at North Wharf and that another cruise ship berth be built (preventing construction of a major bridge downstream).

The potential for developing tour cruises and the need to link such cruises with existing facilities, eg. the Arts Centre, the Museum at Spotswood and the Footscray Community Centre, was also mentioned. The Royal Australian Planning Institute and the Australian Association of Planning Consultants suggested that boat trips could be used to build public awareness of the area.



Charter Boats at Princes Wharf

The Transport Working Group noted that current speed restrictions along the Yarra (11kph) reduce the usefulness of water transport to commuters, unless for short trips in and around the immediate Docklands area. Access time to reach the river from much of the CAD is identified as another constraint. The Transport Working Group therefore concluded that:

"Water based transport will provide an attractive service mode for tourists having trip end destinations close to the river. For example, trips to places such as Royal Botanical Gardens, Government House, Olympic Park, Sports and Entertainment Centre, National Tennis Centre, Victorian Arts Centre, World Trade Centre, and Victoria Dock from origins such as Eden on the Yarra, Docklands, and Flinders Street station. There will also be demand for river trips as a leisure activity in itself.

In the majority of cases these water-based transport activities will compete with other public transport services and there will be little or no benefit generated beyond those for the actual users of the service. Hence it is appropriate that these be services operated at no cost to the community (ie. Government). Public sector involvement should therefore be limited to the accommodation of water-based modes in planning and development of the Docklands area and to the maintenance of statutory requirements governing water-borne transport".

General support for the use of waterways for transport, particularly for leisure and tourism emerged from the consultation. Advice from the Transport Working Group suggests that, because of speed limits on the Yarra River, there is limited potential for commuter transport. Tourism and recreation related water transport is, however, supported.

In conclusion, there appears to be considerable potential for water transport between tourist destinations. This would be consistent with the maritime heritage of Docklands.

2.4.10 Staging

The Government's commitment to the development of Docklands has been evident since Docklands was proposed as the site for the Olympic Village, should Melbourne host the 1996 Olympic Games. Since that time, a number of other projects, notably the Multifunction Polis, have been proposed for Docklands.

Announcing the release of the Strategic Options report in December 1990 the Premier commented that once a strategy for Docklands was developed, "... it will be up to the private sector to assume the challenge." It has been assumed that Docklands would be developed incrementally, as port and rail authorities vacate various sites and private sector demand is demonstrated. Basically, this meant that land currently occupied by the port or rail authorities would not be released for development until facilities had reached the end of their economic lives. Any faster program of land release potentially involves the payment of compensation to the PMA. This issue, and that of the relationship between Docklands and the PMA's long-term requirements, is discussed in more detail earlier in Section 2.4.2 on the Port and in Strategic Issues, Section 3.1.1.

Earlier this year, legislation was passed by the Parliament to establish a Docklands Authority to manage development of Docklands.

A wide range of comments were made in relation to the broad issue of staging of development at Docklands. Two key areas are discussed elsewhere in this report. Questions relating to the role of the Port, the consequent timing of any development at Docklands and the need, if any, to pay compensation for early release of port facilities are discussed in Section 3.1.4. Issues related to the need to co-ordinate development at Docklands are also discussed in Section 3.1.4.

Other comments related to the overall importance of staging and the need for a clear strategy for development. Some expressed views about the overall timing of the project and whether there was a need for action to occur quickly or, at the other extreme, whether development should be delayed. Others put forward specific proposals for how development should be staged or nominated strategic proposals they saw as being critical to the overall success of Docklands.

The City of South Melbourne criticised the Strategic Options report for not paying enough attention to the issue of staging and a variety of submissions including those from the Victorian Council of the Arts, the City of Werribee and a number of individuals emphasised the importance of a staged approach. The Building Owners and Managers Association and others highlighted the importance of providing certainty and predictability for development.

Others expressed views about the overall pace of development. Concerns about the state of the economy and competing demands on State finances, the role of the port and the need for broad agreement about overall metropolitan planning prompted some, including the Inner Urban Regional Housing Council, the Victorian Trades Hall Council and Terry Burke of Swinburne Institute, to query whether Docklands should be put on hold. Others felt that development should commence quickly. *"... my greatest hope is that something is done and done soon."* A more common view was one which supported an incremental approach. The City of Melbourne, the Public Transport Corporation, the Royal Australian Planning Institute and the Australian Association of Planning Consultants are notable proponents of incremental development.

A variety of submissions nominated particular programs for development. The City of Melbourne

suggested that development should spread out from Flinders Street. Another view recommended that the first stage of development focus on opening up the area between the existing city and Victoria Dock. Others saw building of the Transport Interchange as playing a key role in the successful development of Docklands. The Royal Australian Planning Institute and the Australian Association of Planning Consultants argued strongly that the first stage of development should focus on opening the area to the public, with the objective of allowing people to visit the site and develop an appreciation of its potential.

Further detail on the relationship between Docklands and the future of the port and, in particular, the Victorian Ports Land Use Plan Study which is currently underway, has been provided in Section 3.1.4. Nevertheless, it is worth noting here that the Task Force has adopted a "least cost" approach to development which means that land would not be released until:

- the economic lives of port facilities have expired; or
- Port of Melbourne Authority (PMA) leases have expired.

The PMA advises that assets within Docklands have remaining economic lives which vary between 0-30 years:

Asset	Remaining Life	End of Life (years)
Central Pier	0	
North Wharf	0	
Victoria Dock 2-4	15	2006
Victoria Dock 5-6	20	2011
South Wharf 14-16	10	2001
South Wharf 17-19	10	2001
South Wharf 21	5	1996
Victoria Dock 16-17	30	2021
Victoria Dock 22-23	5	1996
Victoria Dock 24	20	2011
Dudley St - Workshops and Slipway Complex	15	2006

Under this scenario, port activity would not be totally removed from Docklands until around 2021.

It would be possible, however, for relocation to occur earlier, but, should acceleration be desired, then the Port could reasonably expect financial assistance or compensation for construction of new facilities. Any compensation would need to be based on a full analysis of capital costs and operational benefits.

The Government has also expressed a preference for Docklands to be the location of a casino which would assist in kick-starting development. Expressions of interest have been called recently to establish a casino within three kilometres of the Melbourne GPO. Further discussion of the casino is provided in Section 4.3.

The Government is also proposing that a Rapid Transit Link (RTL) be established, linking Melbourne Airport and the Northern Region to the city at Spencer Street station. The RTL is proposed to be a modern, frequent, reliable and affordable transport system.

Finally, a paper prepared for the Task Force on initial actions to open up Docklands to the public, **Recreation Opportunities from Banana Alley to North Wharf**, recommended encouraging further public access and participation in this area at an early stage. The Working Group on Initial Actions has also recommended actions to increase bike and pedestrian access to the area, and general beautification.

The importance of careful staging of development was clearly acknowledged in the consultation. Particular emphasis was placed on co-ordination with the port and with other inner urban development projects. The need for certainty was also raised by some.

Other discussion, and further work carried out by the Task Force identified key projects which will include the casino, the Rapid Transit Link and proposed redevelopment of Spencer Street station.

The need to provide greater public access to the area was raised and is addressed in the Task Force paper *Recreation Opportunities from Banana Alley to North Wharf*.

2.4.11 Finance and Investment

In the current economic climate, it could be anticipated that issues to do with the financing of Docklands development would be uppermost in people's minds. "How much will it cost and who will pay?" are relevant and necessary questions to ask about such an ambitious urban project. "Who will benefit?" is another.

The Victorian Government has maintained from the outset that private sector investment is vital for the Docklands project to proceed. This was reinforced by the Minister for Manufacturing and Industry Development, the Hon. David White MLC, at the time the Docklands consultation process was launched (Press Release, 19 February 1991). The Premier has also indicated that Docklands will need to be market-driven (Press Release, 17 December 1990).

The issue of financial feasibility is linked inextricably with that of investor interest, particularly at a time when development is curtailed and investor interest considered problematic. The Task Force was first persuaded by the view that expressions of investor interest would be constrained by the economic downturn and second, that the consultation itself would assist in identifying more specifically which land uses would prove most attractive. That the long-term nature of the project would accommodate highs and lows in the economic cycle had been pointed out in the Strategic Options report.

The question of public versus private sector investment in infrastructure has been debated at length during the time that proposals for Docklands have been in the public arena. Much discussion has been generated particularly by the release in May 1991 of the **Infrastructure Investment Guidelines For Victoria** by the Treasurer. Subtitled "Public/Private sector partnership", the Guidelines canvassed certain aspects of proposals and procedures for new and replacement infrastructure generated by government policy, community need or existing asset or service reliability and efficiency. They also gave some focus to the Government's objective of seeing Docklands as largely private-sector driven.

The Strategic Options report provided a summary of a thorough financial evaluation of the four scenarios for Docklands. The detail was included in Working Paper No.6 **Financial Evaluation** which set out the methodology, assumptions and results of evaluating the land use and infrastructure development options for Docklands.

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. It was pointed out also that the benefit of slowing down urban sprawl was to be addressed in a separate Working Paper.

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.

In addition, the impact of using a higher real discount rate was also tested. Using a 6 per cent

discount rate, Options 1, 2 and 3 remained viable. Using an 8 per cent rate, all Options had slightly negative net present values.

Discussion of financial issues to do with developing Docklands focussed on differing aspects, from questioning of the financial evaluation methodology, to assertions of who would benefit from development, to concerns about the desirability of providing more central city office accommodation. In many cases, it must be pointed out, questions were raised which were clarified by direct reference to the **Financial Evaluation** working paper.

The approach to financial evaluation of the Strategic Options generated a great deal of interest. For example, the issue of what items of infrastructure should be included was of some concern and, in particular, the exclusion of the cost of the Transport Interchange and the Western Bypass extension from the calculations. The City of Melbourne expressed concerns about possible implications for the Council in terms of funding infrastructure to accommodate Docklands. The Gas and Fuel Corporation raised issues to do with funding relocation of existing works and any clean-up required of contaminated sites. This issue is discussed in Section 2.4.8.

There were also concerns that the report did not allow adequate compensation to the Port of Melbourne Authority (PMA) for the relocation of its facilities at Docklands. The PMA raised the question of what compensation ought to be payable should earlier release dates be negotiated than those which had been calculated on the basis of the economic lives of berths, normally thirty years.

The Social Justice Coalition, however, argued at one public meeting that the financial analysis should have included the value of the land in its current state as an initial cost and that, in excluding this cost, the net present value for each of the options had been over-stated. To obtain an independent assessment of the financial evaluation carried out by the Task Force, the advice of the Valuer-General was sought on:

- the approach adopted in the financial analysis and its underlying principles;
- the resultant land values;
- the validity of valuing the land in its current state.

In reply, the Valuer-General reported that:

1. The approach adopted by the Task Force in the

financial analysis and its underlying principles is soundly based.

2. Estimating the value of Docklands based upon the current use is inappropriate because it fails to take into account future uses and development potential and associated infrastructure changes. In addition, Docklands in its current state and use would be unlikely to attract a purchaser and obtain desired development.

The Valuer-General further noted that:

"Land values have been greatly affected by the downturn in the property market and the economic recession beyond a level which could have been foreseen in 1990 when the preparation of the Strategic Options was undertaken. Further more, this downturn was also greater than was foreseen by this Office at that time. It is noted, however, that the Task Force's approach assumed that the first land sales would not occur until 1996 by which time the current economic circumstances are likely to have changed."

This Office has investigated the output from the Task Force by adopting a different methodology which provided an estimate of the land value based upon a hypothetical development (Strategic Option 2) and various assumptions.

The Valuer-General has estimated that the present value of land at Docklands is \$395 million, assuming development is possible in accordance with Option 2 and assuming that Government provides certain infrastructure. When the cost of infrastructure identified by the Valuer-General is deducted, the net value of the land is \$111 million compared with \$74 million estimated by the Task Force in its most recent working paper on **Financial Evaluation**.

In relation to the vexed question of investor interest, a representative of the Buildings Owners and Managers Association (BOMA) noted at the public forum on "The Docklands Authority" that *"The current oversupply in the Melbourne office market will effectively curtail any immediate interest in the docklands."*

He went on to say that the next generation of commercial development sites was assembled already. Another speaker at the same forum argued that the major purpose of Docklands *"is the creation of more central city real estate"*.

This view in relation to central city types of development was common and the implications are two-fold. First, Docklands is not seen currently as an extension of the CAD. Second, other forms of development may be more attractive to investors, particularly housing and small scale office and commercial development. The more general view that investor interest has not been demonstrated, frequently stated, will be addressed subsequently.

The issue of who will benefit from a Docklands redevelopment was raised in various ways. At the public forum on "Economic Development", for example, Harry van Moorst of the Victoria University of Technology proposed that Docklands was *"another land grab", "dressed up in sophisticated garb"*. Further, that the profits from Docklands would go to interests overseas.

A speaker from the Social Justice Coalition at a previous forum said that

"For the community sector, a key test of the legitimacy of Government actions will be whether additional choices are created for those who have few ... a massive Government investment will create more affordable housing options, additional recreational opportunities that are not limited to credit card consumers, and an expansion in the availability of long-term job opportunities."

Concerns relating to the methodology adopted by the Task Force to evaluate financial viability of development were raised during the consultation. Advice sought from the Valuer General's office confirms the approach adopted by the Task Force. Other concerns related to the need to demonstrate investor interest and questions as to who should benefit from development of Docklands.

Section Three

3.1	Strategic Issues: Discussion
3.1.1	Docklands in the Broader Planning and Development Context
3.1.2	Metropolitan Traffic and its Implications for Docklands
3.1.3	Deciding Among Land Uses
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3.1 Strategic Issues: Discussion

The earlier discussion of the policy context and of the range of consultation and research input concerning Docklands serves to raise a number of strategic issues. These issues will require further consideration or resolution as planning and development of Docklands evolves. For our purposes, the Task Force has identified those issues which are both helpful and relevant to the development of the Draft Strategy although complex in their resolution. The degree of community concerns which they generate on the one hand and, on the other, the degree to which they are pivotal to the implementation of a Docklands strategy are also considerations in identifying strategic issues.

The strategic issues identified in this way include:

- Docklands and its place in the broader planning debate;
- metropolitan traffic implications for Docklands;
- what land uses are possible at Docklands and how decisions can be made appropriately;
- the timing of land release and the obstacles to development;
- the role which heritage could or should play in the character and design of Docklands;
- implementation.

Some of these may remain unresolved for some time, while others can be dealt with more readily. This Section sets out to analyse and discuss these issues, recognising that current policies and intentions may well change during the long time period under consideration.

3.1.1 Docklands in the Broader Planning and Development Context

Docklands cannot be planned and developed in isolation from the broader metropolitan context. A major project like Docklands needs to be located within the range of development scenarios possible for Victoria as a whole. Public investment in infrastructure at or for Docklands is perceived by some to be a matter of priorities which might see investment allocated better to existing suburbs or to the urban fringe.

Future metropolitan growth

There have been concerns expressed in the consultation that it is premature to commence planning for Docklands now; that Docklands is too significant an area to consider in isolation from an urban development framework for Victoria as a whole.

It is clear that Docklands must be positioned in the context of future metropolitan growth and longer term options for the development of Victoria's overall settlement pattern. In reality, however, the quantum of development envisaged for Docklands will be marginal in relation to the amount of development required to house and accommodate employment opportunities for Victoria's future population.

For example, by the year 2031, an additional 1.5 million people are likely to require housing in Victoria. The Draft Strategy for Docklands suggests an achievable population in the same timeframe of about 8,000. This represents less than 1% of anticipated population growth. Docklands will therefore have only a marginal influence on accommodating Victoria's long term urban development, whatever broad distributional strategy is adopted. Nevertheless, Task Force research has shown that the State Government has invested a considerable amount of capital expenditure in central Melbourne in recent years and it would be desirable to capitalise on this investment through the redevelopment of Docklands.

It is important to gain an appreciation of the strategic implications for Docklands of likely long term metropolitan and regional scenarios, particularly those the Department of Planning and Housing published earlier this year in the discussion paper, *Urban Development Options for Victoria* (Department of Planning and Housing, 1991)

Historically, housing development in Melbourne has moved to the east and south, pursued by retail and industrial operations and, more recently, by the suburbanisation of many office-based employment activities. This will no doubt continue and current metropolitan planning provides for significant development in the south-east growth corridor over the next 10-15 years.

However, there has also been substantial growth in the west and north, particularly in areas such as Werribee, Keilor, Sunshine and Melton. Also the Urban Land Authority has commenced a major development at Roxburgh Park in the Shire of Bulla. This north-west growth is being supported by significant infrastructure investment such as the western ring-road which, together with removal of the West Gate Bridge toll and the increasing importance of Melbourne International Airport in Australia's economy provide strategic impetus to development.

By contrast, in the medium term (beyond 15 years), the south-east faces significant constraints owing to major environmental barriers (the Dandenongs, Westernport, the Mornington Peninsula), flood-prone land in the sensitive Westernport catchment and prime agricultural land to the east of Pakenham and around Warragul. In broad strategic terms it seems likely therefore that, in the medium to long-term, the predominant growth opportunities will be to the north and west of Melbourne thereby increasing the strategic importance of Docklands, the CAD and the Port in a more central position which currently is not evident. This is likely to remain true whatever degree of urban consolidation is achieved within existing built up areas because increased densities will only have a modest impact on the overall population growth anticipated in the next 40 years.

In developing options for long term urban growth in Victoria, one scenario suggested a greater proportion of anticipated metropolitan growth should go to regional centres. Consultation suggested that this was a popular option although it must be noted that it was clearly stated that achievement of such an option would very much rely on the ability of regional centres to attract such growth.

However, in the dynamics between regional centres and the metropolitan area, the potential for increased commuting was also recognised even if this was not seen as the most desirable basis for regional centre growth. In this context it must be recognised that Geelong, Ballarat and, to a lesser extent Bendigo would be better placed, further positioning Docklands in a central strategic role at the focus of a commuting rail network and with the potential to offer employment opportunities that would not require further travel from the point of disembarkation. This pattern of development has



Medium density housing

already been witnessed in other industrialised countries.

Competition with Other Major Projects

It has been suggested that Docklands will be a competitor for investment and market interest with other major projects. The concern has been expressed that these projects may be disadvantaged by Docklands because of the interest and support which Government has provided to it.

It has been previously stated that Docklands will be largely funded by the private sector and consequently, development will be private sector driven. Therefore, in assessing market risks, the private sector will have regard to the current potential supply of competing property. Ultimately, the private sector will determine which areas are developed and when.

However, in exploring this issue further, the projected time-frames and target markets for these competing developments need to be considered in assessing the potential impact of Docklands. The Task Force has assumed that major redevelopment of Docklands would not occur until the late 1990's, at which time it is considered that the current oversupply of commercial floorspace will have been absorbed. By this time, it is expected that the Sandridge and Eastside (Jolimont Stage 1) projects

will be largely completed, and the remaining major development opportunities at Southbank largely taken up.

Finally, in assessing market impacts in the residential sector, a number of points need to be made. The annual supply of new housing in inner Melbourne has not been high with an average of 500 dwellings per years constructed. It could be argued however, that demand has been constrained by the lack of opportunity, or alternatively that the supply has been constrained by external forces such as development controls or development approval processes. Furthermore, the residential market is highly segmented, but the size of the market at the upper end is very small. Most of the existing major projects are targetting the upper end of the residential market.

Public/private infrastructure investment

It has also been suggested during the consultation that Docklands will be an unwarranted drain on public investment that would be better spent on much needed suburban and regional centre infrastructure. The bulk of new infrastructure investment requirements is generated by the distribution of population growth, however, there is no cheap answer. For example, significant development in the Plenty Growth Corridor is reliant upon completion of the Melbourne Water trunk sewer; however, if the quantum of growth were to be redirected to the south-east growth corridor it would breach the threshold capacity of existing sewerage services and require major capital investment in a new sewerage works. As another example, while sewerage and road infrastructure may be better positioned for medium-term growth in the west, water supply is more expensive. In regional centres there is varying capacity in infrastructure and services not only between centres but also between different types of utility and service. It is, in fact, a problem with multiple variables.

Against this background, the Government has taken the clear position that Docklands will be privately funded, including the provision of infrastructure. The Treasurer's Guidelines on Infrastructure Investment are quite relevant to Docklands. Opportunities may, however, emerge where a case can be put for some

public investment because it is integral to the success of strategic objectives. For example, a joint public/private venture for the proposed Transport Interchange may be the single most effective strategic investment in promoting improved accessibility to key regional centres in one direction and to employment opportunities around Docklands in the other. Resolution of such matters and exploration of such opportunities in any detail will be for the Docklands Authority to pursue.

In respect of infrastructure funds, the key issue facing Government is not therefore the relationship between Docklands and the suburbs but the distribution of costs between public and private sectors. The Government has already set out the terms under which it seeks private sector investment in infrastructure; it has set out the terms for requiring development contributions for community services and facilities in fringe growth areas; agencies such as Melbourne Water are requiring greater cost recovery ratios and the Department of Planning and Housing is also preparing a draft policy paper on infrastructure pricing policy which will explore the existing arrangements of cross- and hidden subsidies and propose a number of options for reform.

The issue is therefore how can infrastructure, wherever it is needed, be more appropriately funded. There is no evidence to suggest that pursuit of the long-term development of Docklands will have a significant impact on public infrastructure investment in other geographical areas.

Opportunity for Innovation

In evaluating Docklands as part of the urban context in Victoria we cannot lose sight of the *opportunities* provided by its development. There was a view strenuously articulated in the consultation that Docklands provides the opportunity for innovation in urban development. Docklands, it was suggested, should be a model, given that it could be regarded as a greenfields opportunity, with no resident population, with proximity to physical and community infrastructure, and adjacent to the CAD. Docklands should add to the richness and diversity of metropolitan Melbourne.

Possible examples in which this view could be articulated include housing, particularly types of housing and the provision of a range of affordable housing. It has been noted already that Docklands represents a significant opportunity for urban



Medium density row housing

consolidation; that dependent on population densities achieved and the specific location of residential development, the area could be considerably less expensive to develop than the urban fringe.

The provision of higher density housing would need to be considered a priority if Docklands were to be developed in a manner consistent with the principles of urban consolidation. Currently, dwelling densities in nearby suburbs average around 55 dwellings per hectare. The work of the Task Force has assumed dwelling densities of 67 dwellings per hectare at Docklands, as compared with typical fringe development at 15 dwellings per hectare.

To achieve high densities, a significant degree of flexibility in development controls is needed relating to:

- density
- minimum lot sizes
- building heights
- site coverage
- car parking, and
- private open space provision.

The opportunity also exists to provide new and innovative types of housing and residential areas which could include multi-unit development, row housing and townhouses. There is a need for more "as of right" development, as well, to promote such housing types rather than subjecting development to lengthy permit processes. Development controls in residential areas should reflect these objectives.

A key determinant of housing affordability, for private sector housing, is the cost structure imposed

on the developer by the public sector. Controlling and minimising these costs will be required to assist in achieving affordability objectives.

Possible mechanisms to assist in achieving and maintaining affordable housing at Docklands could include:

- more flexible development control provisions;
- transfer of development rights;
- density bonuses;
- development levies and reduced profit margins;
- fiscal mechanisms such as reduction of property taxes.

Docklands also provides the opportunity to consider a new approach to affordable housing, possibly through a re-evaluation of public housing provision. For example, there is the potential at Docklands to think of public housing as available to any who may need it, whether subsidised or not, responsive to changing household size and needs.

Furthermore, Docklands provides an opportunity to explore different management and financing structures for the provision of affordable housing, particularly for those with a limited capacity to pay. Rental co-operatives, rental housing associations and equity bond financing, as suggested in the National Housing Strategy, are possibilities which might be considered.

Docklands may develop a character different from that existing in most parts of Melbourne. Rather than developing precincts that are dominated by one use, for example housing, as is found in typical Melbourne suburbs, some areas might contain a variety of uses. This is a more "European" model of development which has attractions in terms of providing vitality, higher dwelling densities and safer environments.

Other ideas which have emerged concern the opportunity provided by Docklands to be designed as an environmentally sustainable place. This is in line with the City of Melbourne's vision of the environmentally sustainable city and was raised in the Docklands consultation in relation to ensuring that residential and other development incorporates best practice in energy and waste management, site planning to ensure maximum use of the natural environment, cogeneration systems, and passive solar heating and cooling.

What emerges from this discussion is a quite clear message. It is that the development of an area as large and significant to Victoria as Docklands must continue to be seen as part of a wider urban context. Docklands should not compromise developments elsewhere, but complement them. It should be located squarely as a significant element in the continuing debate over urban futures, their location and form. Perhaps the potential that Docklands offers may only be realised in this way.

3.1.2 Metropolitan Traffic and its Implications for Docklands

There are two transport related issues which derive from broader policy considerations, that is, from metropolitan road policy and from policies concerning rail freight. The issues concern through-traffic and the Webb Dock Rail Line.

Through-traffic

The Central Activities District has a traffic and environmental problem which is caused in large part by the fact that the existing metropolitan road network directs traffic travelling from one side of the city to the other through the CAD, rather than around it. That is, the radial nature of the existing metropolitan road network results in large volumes of traffic in the CAD which are merely passing through and have no actual business in the CAD. The need to address this problem has been the subject of much public debate and has broad public support. In proposing a development strategy for Docklands, the issue is how to manage increased volumes of through-traffic in a way which is environmentally sensitive and consistent with the community's aspirations for the development of Docklands.

In examining the issue at a metropolitan wide level, VicRoads proposed in 1987 that a Western Bypass be constructed from the Tullamarine Freeway to Footscray Road. This would allow airport traffic to reach the CAD more quickly but, more importantly, would mean that through-traffic, particularly heavy vehicles, could skirt the CAD rather than pass through it. Moreover, the suburbs of Flemington, Kensington and North Melbourne would be relieved of heavy vehicles on local streets seeking alternative routes from the congested end of the Tullamarine Freeway to the port, freight



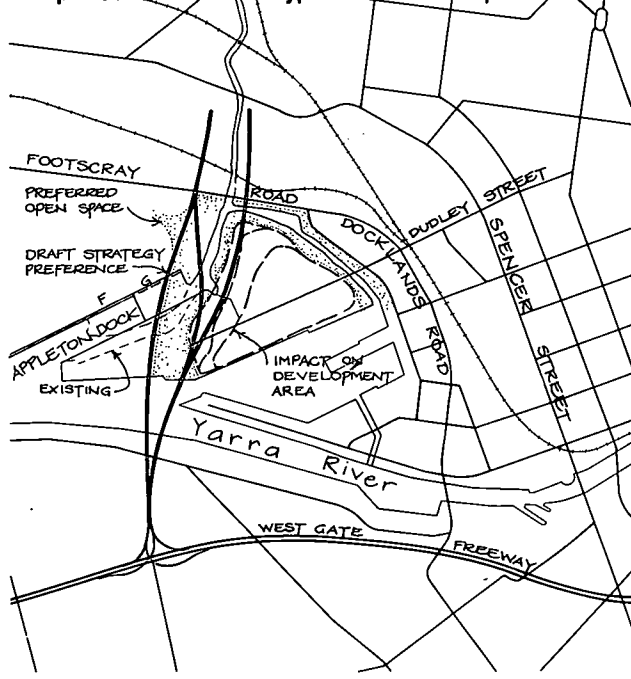
Truck traffic on Footscray Road

terminals and the south-eastern suburbs. Spencer Street and King Street would also be relieved of through-traffic. Under Melbourne's Arterial Road Strategy (Metras), Footscray Road would function as the link between the Western Bypass and the West Gate Freeway. In solving a metropolitan level traffic issue, Metras proposed that Footscray Road and Charles Grimes Bridge would become the through-route for traffic, although, at that time, the redevelopment of Docklands had not been envisaged.

A prior question might be, what would happen if the Western Bypass was not constructed? Current estimates put traffic movements on Footscray Road at about 48,000 vehicles per day of which approximately one third are trucks. By 2001, it is estimated that this figure will rise to 50,000 vehicles per day.

Traffic projections undertaken by VicRoads as part of the preparation of this Draft Strategy indicate that with Docklands fully developed, traffic volumes on Footscray Road are likely to approach 57,000 vehicles per day, a 19% increase in traffic volume. Traffic in east-west streets in the CAD could increase by around 50% and by 10% in North and West Melbourne over 20-30 years. Footscray Road will remain the dominant north-south route in the area, and will, as the Port and rail infrastructure are further developed, attract more and larger trucks. Footscray Road will cut a swathe through Docklands which increasingly alienates the waterfront from the CAD. Currently there is very little pedestrian activity across or along this section of Footscray Road, but as Docklands develops it will be an intimidating barrier to pedestrians. It would mean that residential development, for example, could not be located on Footscray Road but would need to be buffered in some way, perhaps by an area

Comparison of Western Bypass Extension Options



Comparison of Western Bypass Extension Options

of commercial activity. Ideally, therefore, an alternative route for through-traffic should be provided so that the desired creation of a waterfront environment adjacent to Victoria Dock is not jeopardised.

This "barrier" effect will be exacerbated by the construction of the Western Bypass which will direct additional volumes of through-traffic into Docklands: it is estimated that traffic in Docklands will increase 45% to 70,000 vehicles per day. In the CAD, the construction of the Western Bypass will produce an increase in traffic on east-west streets of around 59%, but a decline in Spencer and King Streets by 34% and 6% respectively. Opportunities for the provision for residential, commercial, leisure and entertainment facilities in the area of Victoria Dock are not compatible with a road carrying 70,000 vehicles per day, many of them trucks. The resultant impacts of noise and air pollution, congestion and access problems would be detrimental to the environment and could suppress property values. Further, such volumes of traffic would reinforce the role of Footscray Road as a

barrier between the city and the water and thus run counter to one of the primary objectives of the Docklands development. The need for an alternative route for through-traffic is critical to the achievement of the previously stated development objectives for Docklands.

A number of solutions were considered in the Strategic Options report. These are referred to in Section 2.4.9. In summary they were:

- a new bypass to the west of Docklands;
- the duplication of Footscray Road (Docklands Road) adjacent to the rail corridor which is bridged by Collins, Lonsdale and La Trobe Streets and intersects with Footscray Road boulevard at-grade. A platform road could be constructed above the duplication for local access;
- the construction of a cut and cover tunnel for Footscray Road as an arterial road, just east of its present alignment, and building a local access road at-grade above it.

The duplication of Footscray Road means that the problem of managing through-traffic is relocated within Docklands. Similarly, the "barrier" is shifted from the waterfront to the rail corridor. The primary objective of removing through-traffic is not met and direct impacts from noise and air pollution within Docklands would increase with the projected increase in traffic congestion.

While the undergrounding of the Footscray Road duplication or a cut and cover tunnel would both remove the "barrier" effect, they too have problems. The duplication would result in major traffic problems at the intersections of Flinders and Dudley Streets as large volumes of through-traffic would conflict with high volumes of traffic to and from Docklands and the CAD. A tunnel at Footscray Road would have the following disadvantages: the capacity of the road network would be limited due to conflict of through-traffic and turning access traffic at Dudley Street and at Flinders Street; the portals of the tunnel and the ramps (some 250m long) may be unsightly and may create significant barriers north of Dudley Street and between Collins and Flinders Streets; poor soil conditions would make the construction of the tunnel difficult and expensive; and restrictions may have to be placed on the carrying of hazardous materials.



The Western Bypass extension could follow an alignment beside the Moonee Ponds Creek

A further alternative would be to remove the through-traffic from Docklands altogether by constructing an extension to the Western Bypass from Footscray Road through the current port area to the West Gate Freeway on the Graham Street alignment. The "barrier" effect could be removed from Docklands, allowing a better integrated development and creating a more amenable environment. Also no compromises would need to be made due to potential land use conflicts.

A benefit for road users would be the creation of a direct freeway-to-freeway connection. This raises the question of what happens at the eastern end of the West Gate Freeway: there were suggestions made during the consultation process that a link should be constructed between the West Gate Freeway and the South-Eastern arterial.

A subordinate issue concerns the alignment of the Western Bypass extension. Three alignments are possible: two on the Western side of the Moonee Ponds Creek, one of which would preclude the PMA from the construction of a berth at Appleton G but would maximise the area available as open space; and, another which would allow the construction of Appleton G, is closer to the Creek and would traverse the area available for development as open space. A third alignment on the eastern side of the Creek would diminish considerably the area available for open space and would mean a sizeable reduction in the amount of developable land at Victoria Dock North.

The Western Bypass extension would be an elevated structure, although opportunity would exist to drop to ground level for a short distance south of Footscray Road, and would involve a new river crossing. Questions therefore arise about the nature of the river crossing and its visual impact.

In order to allow commercial port operations to continue in Victoria Dock a bridge for the Western Bypass extension would need to be 52 metres in height with approaches of considerable length. Such a bridge would be similar in scale to the West Gate Bridge, would have a considerable visual impact and be extremely costly. A low level bridge of 11 metres height would allow pleasure craft access upstream but could not be constructed until commercial shipping operations had ceased at Victoria Dock and South Wharf. Such a bridge would have to be constructed after port operations had ceased, as the economic lives of facilities expire or after port operations were relocated downstream. An option is to consider providing compensation to the PMA to locate their facilities downstream before the end of their economic lives, allowing earlier construction of the Western Bypass extension (Refer also Section 2.4.9).

A tunnel would be technically difficult to construct because of the soil conditions and the length of the access ramps. These problems are exacerbated if the tunnel is deep rather than shallow. A deep tunnel would be more costly but could allow the continuation of commercial shipping upstream whereas a shallow tunnel would allow only pleasure craft. A tunnel would not have the visual impact of an elevated structure. However, the access ramps to the tunnel could be unsightly. Restrictions may be placed on the passage of vehicles carrying hazardous materials through a tunnel.

The preferred solution to the through-traffic problem is the construction of the Western Bypass extension to link with the West Gate Freeway in the most western alignment with a low level bridge. The implications of this for the release of port land and the timing of development is discussed in Section 3.1.4.

Webb Dock Rail Line

The issue is whether a rail freight line is compatible with proposals for Docklands development. If not, where should it be relocated and when should relocation occur. Consideration of these issues is complicated by the fact that in the short term, traffic on the line is likely to decline.

The centrepiece of the State's rail freight distribution network is the South Dynon Container Terminal north of Footscray Road to the west of Docklands. Road access to the terminal is currently by Dynon Road. Rail access between the Port and the railyards adjacent to the South Dynon Container

Terminal is via the Webb Dock Rail Line and a number of sidings into Swanson and Appleton Docks. Capacity at South Dynon is currently being upgraded as part of a strategy to increase significantly the railways' share of the interstate land transport market which is currently around 20 per cent. South Dynon will ultimately become the largest intermodal container terminal in the southern hemisphere with the most modern handling equipment and computerized operations. As South Dynon approaches capacity, the need to develop an auxiliary container facility south of Footscray Road will be examined.

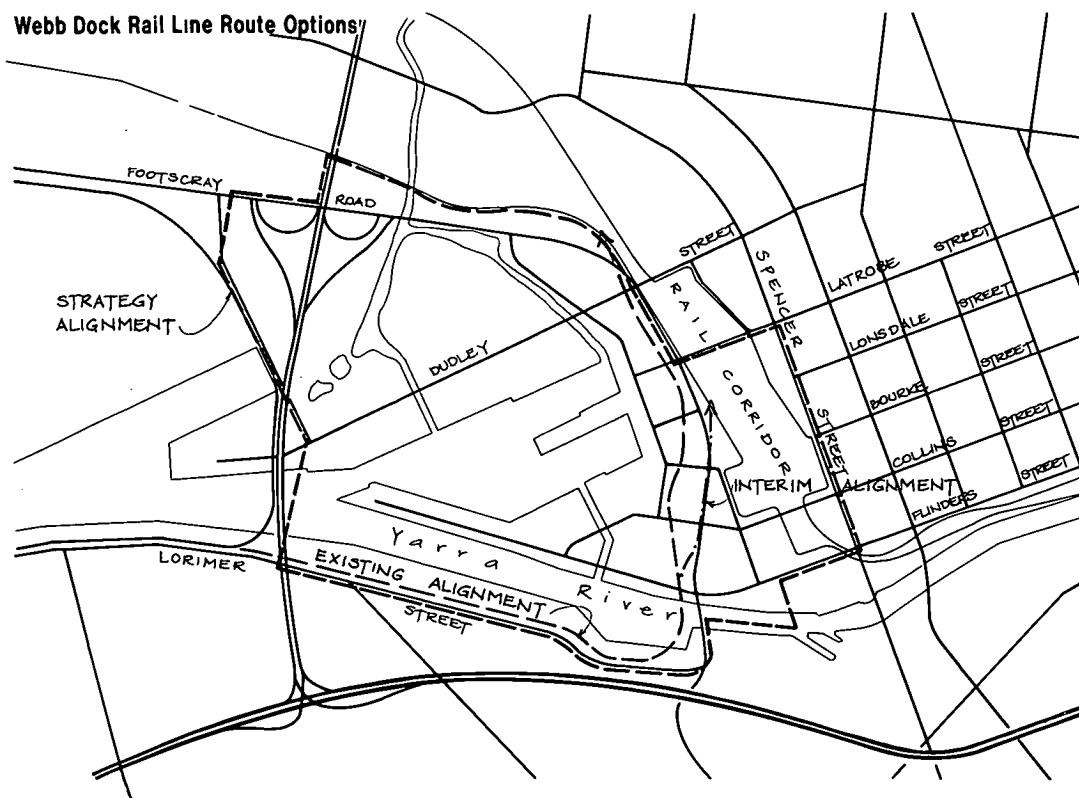
It is planned that the South Dynon Container Terminal will be taken over by the National Rail Corporation which will be responsible for all interstate rail freight. It is expected that the National Rail Freight Initiative will see the railways' share of the interstate transport rise to 30 per cent. Total freight volumes are expected to increase also.

The Webb Dock Rail Line is a broad gauge link from Webb Dock to the railyards adjacent to the South Dynon Container Terminal. The current route runs parallel to Lorimer Street, crosses the river at the Charles Grimes Bridge and crosses from the

western side of Footscray Road to the Spencer Street railyards and then runs north to South Dynon.

Traffic on the line is currently modest at about one train per day or 12,000 containers per annum. It is understood that the only international operator at Webb Dock has expressed interest in consolidating its operations to Swanson Dock where the other international operators are located. This may mean that traffic on the Webb Dock line may decline in the short term. In the long term, however, traffic on the line will increase with the development of Webb Dock, the growth in trade and in rail freight and the anticipated modal shift from road to rail for freight traffic. It is Government policy to provide a standard gauge link to Webb Dock in addition to the current broad gauge link. This would eliminate the need for Sydney bound containers to be transferred from either the broad gauge or truck for the rail journey from South Dynon. It is estimated that a standard gauge link could result in an additional 10,000 containers per year being carried on the Webb Dock line. The proposal may be implemented by the National Rail Corporation.

In a Discussion Paper, **Inquiry into Land Transport Interfaces with Sea Ports**, the House of Representatives Standing Committee on



Transport, Communications and Infrastructure states:

"... rail systems and Governments should be cautious about making heavy investment in rail infrastructure to cater for the container trade - looking closely at the alternatives. For example, an efficient, dedicated freight road, may be a significantly more cost effective option for moving containers from Webb Dock to be put on rail at South Dynon Terminal, than retaining, or dual gauging the existing railway line."

Clearly the views of the National Rail Corporation on this matter will be important. Government policy and the advice of the Transport Working Group suggest that a rail link needs to be maintained.

The arguments for moving the Webb Dock Rail Line and through-traffic are similar: it creates a barrier and the effect of this barrier will increase with time and its retention would be inconsistent with environmental objectives for the development of Docklands.

Options for relocating the line are:

- realignment to the western side of Footscray Road. However, this would not remove the barrier effect created by the line;
- relocation to the west in a corridor with the Western Bypass extension;
- relocation to the east of a proposed new north-south road to the east of Footscray Road, called "Docklands Road".

Relocation within the Western Bypass corridor can only occur if a low or medium level bridge were constructed as the river crossing. Gradients on the approaches to a tunnel or a high level bridge will be too steep for freight trains which are incapable of climbing gradients steeper than 1.5%. If a tunnel was to be constructed for the Western Bypass extension, either in the preferred alignment or in the vicinity of Footscray Road, an independent solution would need to be found for the Webb Dock line, probably to the east of the proposed "Docklands Road".

The preferred alignment is 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 would be desirable to remove the Webb Dock line from the centre of Docklands. The interim alignment could be the eastern side of the proposed "Docklands Road".

When the standard gauge should be installed is really a matter for the rail and port authorities. Plans should be co-ordinated with proposals for the relocation of the line.

3.1.3 Deciding among land uses

There is an issue of considerable strategic significance as to how and on what bases decisions about the most appropriate land uses and their location will be made. Docklands represents about 300 hectares of land and waterways which is relatively compact -compared, for example, with London Docklands which snakes along 16 kilometres of the River Thames. It is significant in its size and in its proximity to the Central Activities District. The size, compactness and central location may lend themselves to many candidate land uses.

The previous report of the Docklands Task Force Melbourne Docklands: Strategic Options, outlined a series of physical and planning factors which would have a bearing on the suitability for different land uses. It is useful at this point to re-visit these factors.

Land Use	Requirements	Land Use	Requirements
Marinas and Moorings	<ul style="list-style-type: none"> - water frontage - minimum adverse effect on major shipping - low bridges may constrain access - some back-up land - adequate road access 		<ul style="list-style-type: none"> network - comprehensive infrastructure servicing - high degree of passing traffic, both vehicular and pedestrian - good access to public transport - good road access and carparking agglomeration to provide a critical mass of retailing
Commercial and Office	<ul style="list-style-type: none"> - good exposure - easy road access - access to public transport - good car parking - toleration of higher building densities - ready access to telecommunications infrastructure - links to CAD - links to other established commercial areas - identity or image, based on a theme - unique amenity - attractions eg. park or water frontage/outlook 	Retail	<ul style="list-style-type: none"> - convenient accessibility by public and private transport - carparking - concentration to form distinctive areas of diverse but interrelated activities - retail can complement and capitalise on natural features eg. water, parks
		Leisure and Entertainment	<ul style="list-style-type: none"> - convenient access to CAD - tranquil environment - possibly within easy reach of open space - close to short-term residential accommodation - opportunity for future expansion and development
Industrial	<ul style="list-style-type: none"> - good transport links - plentiful power and water - appropriate buffers to other uses 	Education and Institutions	<ul style="list-style-type: none"> - well-serviced by public transport - access to advanced telecommunications infrastructure - possible co-location with industrial land uses - convenient access to educational and institutional activities - access to advanced telecommunications
Residential	<ul style="list-style-type: none"> - amenity eg. water or park outlook/frontage - links to existing neighbourhood a clean, safe environment - removed from heavy traffic and industry - minimal ground contaminants - not adjacent to hazardous sites - convenient access to community services and facilities and shops - access to open space and recreation - good road access for private vehicles - links to proximate arterial 	Research and Development	<ul style="list-style-type: none"> - potential for development into pleasant, spacious, relaxed areas - potential to take advantage of views and vistas and natural features - capacity for linkage with existing open space network
		Open Space	

Since the Strategic Options report was released and as a result of further work by the Task Force and input from the consultation, it is now possible to identify the candidate land uses more readily. They are:

- Housing
- Open Space
- Entertainment/leisure/tourism
- Commercial/office development
- Education and research
- Industry
- Retail.

These particular land uses form a useful start in developing a strategic planning approach, but they are only a start. For it is crucial to be able to determine a means of sifting them so as to achieve a fairly clear sense of dominant and/or preferred land uses.

The factors identified for assessing different land uses in the Strategic Options report noted above are a beginning. To these can be added further criteria. To begin with consumer demand is a very important variable which will determine not only which land uses are to be preferred, but also what form individual land uses might take. To this must be linked investor interest which may not depend necessarily on confirmed market demand. For example, the demand for high and medium density housing may not be established, but the weight of Government policy on urban consolidation may well gather sufficient momentum to influence the market over time.

Government policy itself is a highly important factor in land use decisions. The Victorian Government's preferred location for a casino at Docklands is a specific example; its commitment to the Open Space 2000 program is another. And finally, at a site like Docklands, physical conditions need to be considered also including soil characteristics, contamination and existing use.

The previous discussion may lead us to form certain conclusions about land uses and the range of locations possible in Docklands. This will be dealt with more thoroughly in Section 4.2.1. But as an

indication of the form which evaluation might take, the example of commercial office development could be used for illustrative purposes.

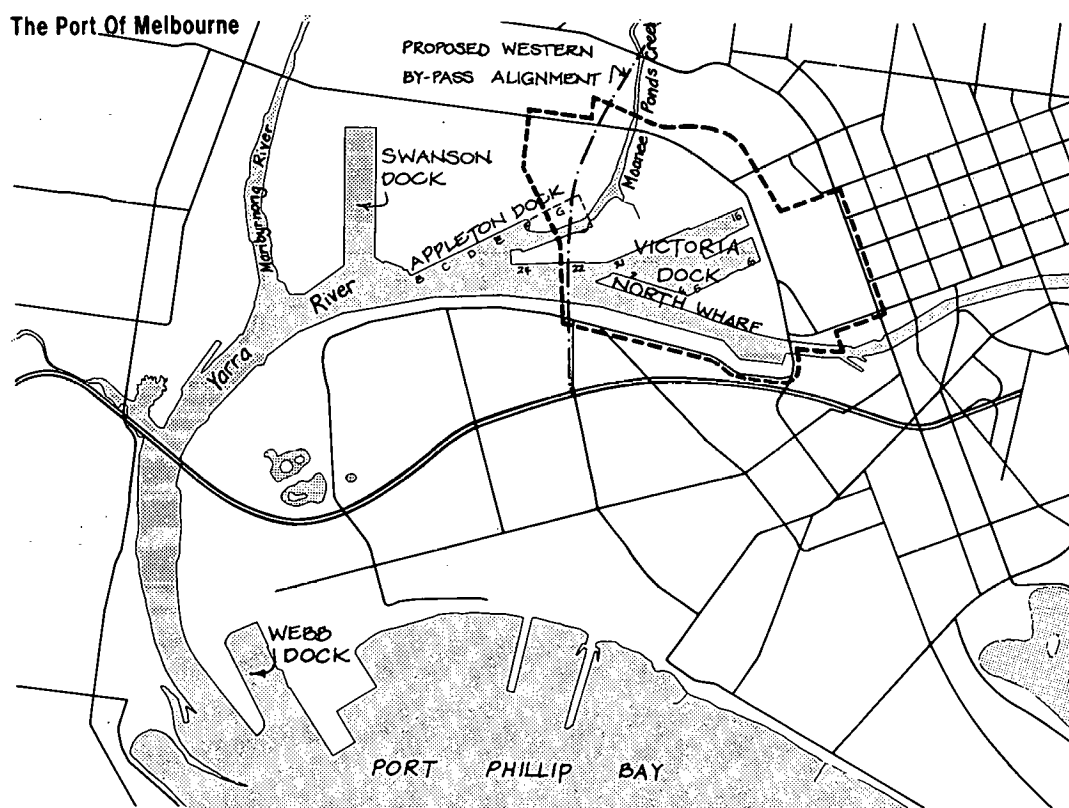
There is clear evidence that consumer demand and investor interest in this form of development are commensurately low. Further, that, when demand begins to rise, the perception that Docklands could be an extension of the CAD is undesirable on financial grounds and for reasons of urban form. However, should demand improve, soil conditions, adjacent uses and proximity to existing infrastructure, particularly roads, public transport and communications, will dictate certain locations which have a high potential for commercial and office development.

The area in and around Spencer Street station, particularly if the Transport Interchange were to go ahead, would provide some continuity with the CAD. The area would be relatively well-served by transport and soil conditions are good. While higher buildings can be built elsewhere in Docklands only with deep-piling techniques, this is not a problem in the vicinity of Spencer Street. The limitation on building height approaching the waterfront would also tend to discourage high-rise office towers. This would tend to reinforce an argument in favour of Spencer Street and environs for any high-rise commercial and office development.

3.1.4 Staging

Staging of the development at Docklands is one of the most complicated issues with which the Docklands Authority and, indeed, the community, must deal. Further, it is an issue which requires further debate and consideration, both during the forthcoming period of public consultation and over the decades that it will take for Docklands to be fully redeveloped.

Nevertheless, it is important to make some comments about the difficulties that will undoubtedly be associated with development of Docklands, if only as a trigger for further debate and thought.



The Port of Melbourne

Management of development at Docklands will be a complex task. The site is an intrinsically significant one, being a large area of waterfront land on the edge of the CAD. It cannot be seen as an "island" site, in that whatever happens at Docklands will have implications not only for immediately surrounding areas but also for the identity of Melbourne. Docklands needs to be planned in the context of other known inner urban development initiatives; new initiatives will need to be planned in the context of Docklands. The task is a difficult one, the complexity of which is increased by the long time frame over which development is likely to occur.

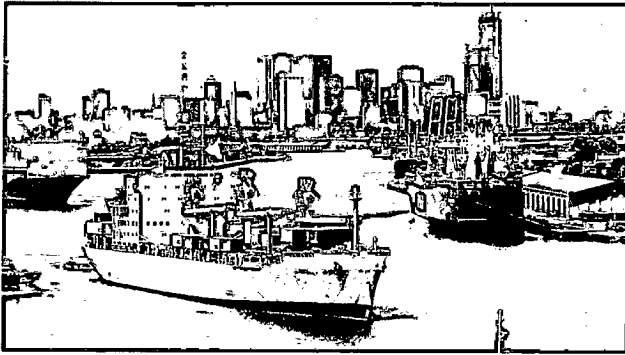
A significant factor is the state of the economy. There is pessimism in some circles about what can be achieved at Docklands in the short to medium term. Commentators point to the state of the CAD office market and argue that there is no demand for additional office space. They also argue that in a recession,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

While there is no doubt that the state of the economy may have an effect on the pace of development at Docklands, Docklands is more than

an extension of the CAD; if planned properly it will provide new investment opportunities, not merely competing ones.

Furthermore, Docklands development will occur over a number of decades; the recession of 1990-1992 will be a trough in a series of economic highs and lows over that time. It also confers the benefit of additional time to ensure that the planning undertaken is "right" in terms of community aspirations and viability.

However, the economy is an external variable which, though it needs to be understood, cannot be managed by the Docklands Authority. Variables which could affect the timing of Docklands development which can be influenced by Government or by the Docklands Authority are: the release of port land, the future of Coode Island and proposals to develop a Transport Interchange at Spencer Street station and to construct a Rapid Transit Link (RTL) between Melbourne Airport and Spencer Street. These are discussed in detail below.



The Port of Melbourne

The Release of Land

The Port of Melbourne is the largest container port in the southern hemisphere, handling some 700,000 containers in 1988/89 or 40% of all containers handled in Australia.

Its success as a port and the size of its business are clearly linked to Victoria's role as the industrial heartland of the nation. The efficiency of the Port as a distribution centre will make an important contribution to Victoria's ongoing economic prosperity.

The consolidation of the Port downstream provides opportunities for improving the efficiency of the Port and reinforcing its national primacy. It also provides unique opportunities to open up the waterfront to public access, allowing the public to experience or view a variety of marine activities in the same way as occurs in other waterfront cities.

However, it is the timing of the PMA's withdrawal from Victoria Dock and North and South Wharves that is critical to the staging of development at Docklands. The principal factors that could influence the timing of the PMA's withdrawal are:

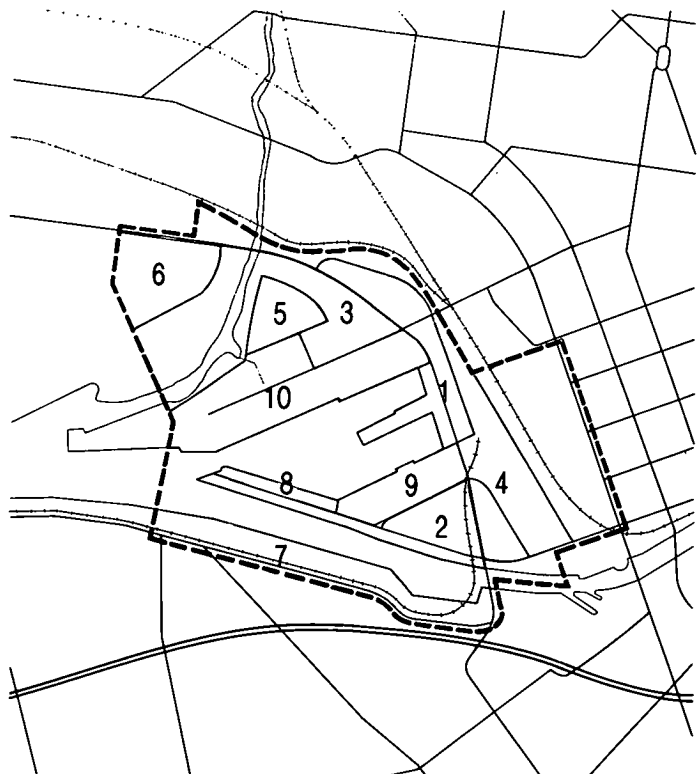
- the economic life of facilities;
- the length of leases;
- the availability of compensation to the PMA to vacate a facility prior to the expiry of its economic life.

For example, the PMA advises that Central Pier and North Wharf are no longer economically viable. These areas are therefore available for development in the very short term.

On the other hand, 5-6 Victoria Dock has a remaining economic life of 20 years, however, the lease expires in 5 or 50 years and the indication is

Land Release Areas

- 1 Central Pier (1991)
- 2 North Wharf (1991)
- 3 Footscray Rd / Dudley St (1992)
- 4 Railway Yards (1993)
- 5 Sudholz St (1996)
- 6 Appleton (1996)
- 7 South Wharf (2001)
- 8 Victoria Dock South 2-4 (2006)
- 9 Victoria Dock South 5,6 (2011)
- 10 Victoria Dock North (2020)



that the tenant may wish to relocate to Webb Dock. This area may therefore become available for development well before the economic lives of the facilities expire, however, the PMA would probably require compensation for the remaining economic life. The payment of compensation would clearly involve a cost to Government

A "least-cost" scenario would mean that areas are released for development as the economic lives of facilities expire and leases expire so that the need for compensation payments is avoided.

Under this "least cost" scenario individual berth's and back-up areas would become available for development between 0-30 years. However this could result in haphazard uncoordinated development and may prejudice orderly development which could be detrimental both to port operations and Docklands development.

By way of illustration, Victoria Dock 16-17 will not be available for development until 2021. However, the neighbouring areas of Central Pier, land in the north-west corner of Dudley and Footscray Roads and adjoining berths on Victoria Dock, are all available for development within a year or two. An active port area could be surrounded by urban development which may compromise those port operations or, conversely, affect the amenity of the development.

An alternative approach which seeks to accelerate the PMA's departure from port facilities within Docklands prior to the expiry of their economic lives would require the payment of compensation to the PMA. However, compensation would need to be offset by operational benefits which would accrue. Broader social or environmental objectives may warrant such an approach. For example, the efficient provision of engineering infrastructure services may be jeopardised or compromised by the adoption of the least cost option.

The "Land Release Areas" map indicates when particular areas of land will become available for development using the least cost approach, based on information supplied by the PMA on the economic lives of facilities and the length of leases. In this sense, the least cost approach represents a worst case scenario in that the most distant date is used. For example, the economic lives of facilities usually exceeds the length of leases so it is the date at which facilities are no longer economically viable which determines the timing of land release. In the areas

described below as Sudholz Street, Appleton and Footscray Road/Dudley Street, it is the length of leases which is pertinent. These dates could be brought forward if the Government was prepared to provide compensation to the PMA and/or the tenant. Each area is discussed below.

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.

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.

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. The redevelopment of this area would see the early extension of the river side bike and pedestrian paths into the Docklands area.

Area 3: Footscray Road/Dudley Street (Land available by 1993)

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 1993)

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, APM's lease expiring in October 1991. Shed 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 the rail tracks. This work can be completed by mid-1993, 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 consequently required on the Footscray Road and Johnson Street alignments. The timing of the extension of any of 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 railyards. The options for the relocation of this line are discussed in Section 3.1.2.

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 as The Hump, and could be available in 1993.

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

A narrow area fronting Spencer Street could be made available by relocating Platform One and the coach terminal further west.

Area 5: Sudholz Street (Land available by 1996)

Land in this area has been occupied recently by one new tenant and is unlikely to be available for development prior to 1996 without payment of compensation.

Area 6: Appleton (Land available by 1996)

The area south of Footscray Road, north-west of Moonee Ponds Creek and east of existing Appleton

Dock is currently earmarked by the Port of Melbourne Authority for an extension of Appleton Dock. This would involve dredging two new berths, Appleton F and G, into the mouth of the Moonee Ponds Creek. The expiry of leases means this land could become available for development in 1996.

Area 7: 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 PMA would prefer to retain South Wharf for port purposes. The remaining useful life of the berths is 10 years.

Area 8: Victoria Dock South 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 a bulk cargo loading and unloading berth handling steel and scrap metals. The remaining useful life of the berth is 15 years (2006).

Area 9: Victoria Dock South 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 20 years (2011). This area was also intended to be redeveloped as part of the Olympic Village, with relocation of these facilities to Webb Dock.

Area 10: Victoria Dock North (Land Available between 1996 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, general cargo and lift-on-lift-off container berth. It has an economic life of up to 30 years.

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 5 to 10 years.

The remaining useful life of the berths in this area varies from 0 to 30 years. Release of this land parcel as the economic lives of facilities expire could result, therefore, in piecemeal development. Co-ordinated release of this land however, at around 2010, rather than 2020 would enable the optimum life to be extracted from a number of berths. It would enable the redevelopment of berths 19-21 and their use for a 20 year period and would help minimise the compensation payable to the PMA for relinquishing berths 16 and 17 prior to the expiry of their remaining useful lives. Alternatively, redevelopment of the whole area could wait until 2021 when the economic life of berths 16 and 17 expires.

PMA workshops and slipway on Dudley Street have been upgraded recently at a cost of \$10m. They have a remaining life of 15 years.

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, 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.

In conclusion, it can be seen that if a least cost approach was applied to the release of land the parcels released would not be contiguous. The danger is that it could lead to piecemeal development. Also a couple of key sites, Victoria Dock 5-6 and 16-17 would not be available for development until 2011 and 2021 respectively. There may be a case therefore, to accelerate the PMA's departure from these facilities in the interests of integrated development. It would involve compensation to the PMA. This issue requires further exposition during the next round of consultation.

Coode Island

Docklands is some two kilometres from Coode Island, a distance consistent with buffer distances required by the EPA from petroleum refineries and twice the distance required from organic and inorganic chemicals. Nonetheless, following the

August 1991 fire on Coode Island development at Docklands will be affected by Government action on the storage of hazardous materials at Coode Island.

The Coode Island Review Panel, established by the Government following the fire, will report on 2 December 1991 on an immediate Action Plan to minimise the risks associated with the existing facility.

A second report by the Panel, due with the Government by 31st March, 1992, is to advise on the longer term storage of hazardous chemicals at port facilities including the identification of possible new sites for bulk liquid port facilities.

It is expected therefore that the Panel will make recommendations about the continued suitability, or otherwise, of Coode Island as a storage area for chemicals. Docklands development will be able to proceed either in the context of the relocation of some or all of Coode Island's storage facilities or in the context of a recommendation that certain chemicals could safely continue to be stored at Coode Island. It should be remembered that there are long established residential communities in closer proximity to Coode Island than Docklands.

Catalysts for Development

There are a number of projects which individually or in combination could give a significant "kick-start" to development. One is the proposed casino. Its role as a catalyst in Docklands development has been recognised by the Government, which has nominated Docklands as its preferred site, and by the Authority which has identified a specific site within the Spencer Street railyards and is aggressively promoting it.

The casino would be set back from the riverfront within a parkland environment. It would be a spur to development by attracting ancilliary uses such as hotel, convention and tourist facilities and by bringing people into the Docklands area and can be accommodated under the least cost land release scenario, thereby enabling construction to commence in 1993.

Another catalyst for development that has been identified is the proposed Transport Interchange at Spencer Street station, currently being considered by the Public Transport Corporation. The development would incorporate:

- a new coach terminal

- retail and office facilities
- a terminus for the proposed Rapid Transit Link from Melbourne Airport
- a terminus for the Very Fast Train, should it proceed
- existing metropolitan, country and interstate rail services
- taxis
- park and ride facility.

Private sector investment would be sought for the investment. It has been suggested that the Government might need to make a pre-commitment to lease office space in order to attract investor interest.

Nonetheless, the location of the Transport Interchange on an extension of Collins Street could open up Docklands for development and help create that link between the CAD and the water. It could provide a stimulus to development on surrounding sites.

The Rapid Transit Link (RTL) is intended to provide a 15-20 minute journey between Melbourne International Airport and Spencer Street station. Domestic and international check-in facilities could be provided at the Spencer Street terminus. Market research undertaken jointly by the Federal Airports Corporation and the Public Transport Corporation identified a substantial demand for a RTL between Melbourne CAD and Melbourne Airport. A commuter park and ride facility would increase the patronage estimates further. Significant revenue from carriage of high value freight is anticipated. Support from the private sector is being sought to design, build and operate the RTL. Registrations of interest, in accordance with the Treasurer's Infrastructure Investment Guidelines released earlier this year, will be called for later in the year.

The submission process will identify both the preferred route and technology and the Government will seek community views in this regard. Spencer Street could become a focal point for domestic and international travellers and for a host of related tourist, retail and transport services. The RTL itself could provide a catalyst for the Transport Interchange as commercial development opportunities at the station will form part of the development brief.

Infrastructure

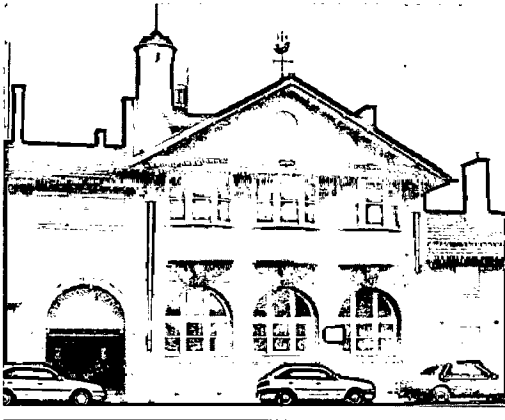
A significant issue in any major development such as Docklands concerns when infrastructure is built. In the development of the London Docklands the approach adopted was to get development going first, with the consequence that the provision of adequate transport infrastructure was not planned for and has followed development. In Australia, the model has usually been to provide infrastructure, particularly transport, ahead of development. This has the disadvantage of requiring large amounts of capital well before a return can be made. However, it usually results in a better quality development.

The major infrastructure item in terms of cost will be the means for accommodating through-traffic, that is, the Western Bypass and extension. Ideally, this would be constructed as early as possible, however, as discussed in Section 3.1.2. this would involve a low-level bridge which would mean that port operations at Victoria Dock and South wharf would need to be relocated ahead of schedule and hence, compensation would be payable. However, there may be benefits to the economy and to road-users, in addition to the social and community benefits referred to in Section 3.1.4 which would justify this course of action. Through-traffic could continue to use Footscray Road through the construction period.

If however, port facilities were to be retained until they are no longer economic (up to 2021), then the use of Footscray Road to carry through-traffic for an extended period would need to be reviewed. The continual build up of traffic on Footscray Road over 30 years would be incompatible with the creation of a pleasant waterfront environment for housing and other people-oriented activities such as tourism and recreation. In this case it would be necessary to divert through-traffic from Footscray Road so that it could be converted into a waterfront boulevard.

The proposed Docklands Road, to the east of Footscray Road following an alignment adjacent to the railyards, could be a focus for through-traffic until the Western Bypass was extended to the West Gate Freeway. Footscray Road could then become a boulevard. However, construction of the proposed Docklands Road prior to the construction of the Western Bypass extension could entrench the role of the Docklands Road as a route for through-traffic.

The proposed Docklands Road would rise over Dudley Street and pass under La Trobe with



The Mission to Seamen Building

northerly and southerly ramps at La Trobe Street. Intersections would be provided at Collins and Flinders Streets. Direct car access from buildings onto the proposed Docklands Road should be avoided to improve traffic safety and flow. The main function of the Docklands Road would be to link both Footscray Road west and the Charles Grimes bridge to the CAD via La Trobe, Collins and Flinders Streets, and to provide the main access into the Docklands from the south and east. The proposed Docklands Road could also be developed as a boulevard.

This section has explored a number of factors which will provide a stimulus to change or affect the rate of change, the most significant of which is the release of land by the Port. Herein lies an issue which warrants further public debate: whether the PMA should vacate facilities as their economic lives expire, and thereby possibly leading to piecemeal development, or whether they should be compensated to vacate facilities ahead of schedule thereby reaping operational advantages and facilitating an incremental and sequential approach to development - although imposing an additional cost on development.

A related issue which merits further community debate concerns the timing of the construction of the Western Bypass and extension.

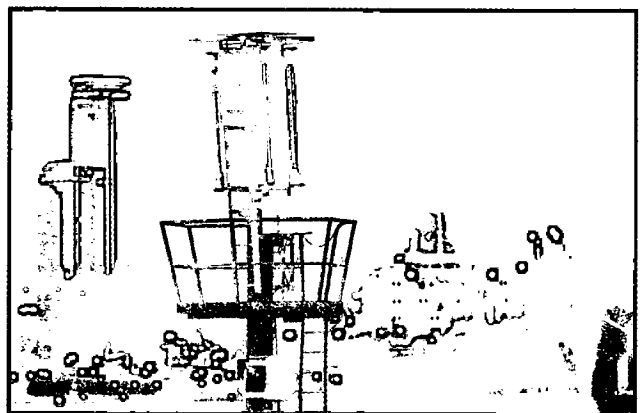
Development should not occur in isolated pockets, but in a logical and incremental manner, possibly commencing adjacent to the CAD near to the World Trade Centre and Spencer Street station. Part of the attraction of proposals for the casino, the Transport Interchange and the Rapid Transit Link is that they would be consistent with the logic of such a sequence of development.

3.1.5 Heritage

The heritage of Docklands needs to be addressed here, partly to crystallise the depth of feeling certain groups and individuals entertain for the value of port and rail activities of the past and present. However, in addition to that, heritage is a strategic issue because it can have a significant impact on shaping urban design. This cannot be addressed simply by incorporating maritime motifs into the planning and design of the area ("putting portholes in the houses" as one architect characterised it), but of integrating the values of these activities authentically with new uses.

The significance accorded to heritage buildings is becoming increasingly important. It is recognised that Melbourne's unique character is attributable in large part to the preservation of its Victorian and Edwardian building stock. But the notion that places, such as redundant port or rail areas, have a character deserving of preservation has not met so far with the same degree of recognition or approval. Industrial history may be seen to be limited in its appeal to a knowledgeable few, although bodies like the Historic Buildings Council and National Trust are giving increasing attention to this area. Certainly it is the view of these groups that Docklands is a special place in which recognition of the maritime and rail history should be incorporated in future development expertly and with integrity. The **Heritage Study** carried out as part of this current strategic planning process has highlighted structures and places which will need to be considered during this consultation and subsequently.

Preservation and development on occasion may be in conflict. In this case, the preservation of the land profile of Victoria Dock which is a recommendation



Maritime Character

of the **Heritage Study**, may be seen to be uneconomic in terms of maintenance as well as to hinder the more imaginative design concepts which have been put forward already. These are matters which will require resolution over time, possibly on a case by case basis.

Nevertheless, it can be argued that, in seeking a unique urban character for Docklands, the maritime character and flavour which currently exists are the most authentic, lively and rewarding to encourage. In some ways, this character also presents the least degree of difficulty to bring into being. The conflict will be to ensure that isolated monuments to the past are not retained for the sake of preservation and in an alien context.

It should be noted also that with Docklands development possible only on an incremental basis, the port and its neighbouring new land uses will have to co-exist creatively for a long while into the future. Indeed, the port will continue to be a part of the Docklands landscape indefinitely.

3.1.6 Implementation

The discussion so far holds particular implications for the implementation of a Docklands Strategy, not only for the Docklands Authority but also for other departments and agencies of Government. It is clear that an integrated planning effort will be necessary to deliver a high quality development.

Discussion about transport and traffic, for example, points to the need for continuing input from the transport agencies of Government, such as the Transport Working Group which has contributed significantly to the work of the Docklands Task Force. Decisions about a Western Bypass or an extension of it will require careful co-ordination between the Authority and VicRoads, for example, not to ignore the Departments of Treasury and Finance. Questions concerning private investment in infrastructure will require input from an Inter-Departmental Committee chaired by Treasury as outlined in the Government's Infrastructure

Guidelines. The staging of Docklands development requires co-ordinated effort between the current land-holders - the Port of Melbourne Authority and Public Transport Corporation and the Authority.

Local Government is a significant player also, for Docklands is part of the City of Melbourne and will be dependent on the direction which Council policies and programs take. In addition, the cities of Port Melbourne and South Melbourne in particular will remain concerned about the potential benefits and difficulties which Docklands will present.

These examples are sufficient to highlight the complexity of accountabilities and historical relationships which will require careful negotiation. This issue of public sector interest and involvement in what is intended to be a private sector led project will require careful thought for other reasons as well. These have to do, most notably, with the high aspirations for Docklands which emerged from the public consultation. Given the broad sweep of powers accorded to the Docklands Authority in legislation, it will be doubly important to ensure that provision for public access to and involvement in development is secured.

Implementation issues also cover the financial viability of Docklands. The Strategic Options report presented the four development scenarios to a level of detail which enabled financial evaluation with relative precision. This Draft Strategy takes a more flexible approach, however, which is therefore more difficult to subject to evaluation. Nevertheless, an evaluation has been carried out on one possible scenario for Docklands based on a mix of uses and the infrastructure proposed. This evaluation is contained in the working paper, **Financial Evaluation**. The results of the evaluation indicate that the Draft Strategy is financially sound and capable of accommodating variations in land use, building form and infrastructure provision.

Section Four

4.1	Principles for Docklands Redevelopment
4.2	The Draft Strategy
4.2.1	Land Uses
4.2.2	Infrastructure
4.2.2.1	Transport
	Infrastructure
4.2.2.2	Services Infrastructure
4.2.3	The Character
4.3	Phases of Development
4.3.1	First Actions: Raising Community Awareness
4.3.2	Possibilities in the Next Decade: The Start of Development
4.4	Next Steps of Public Comment on Docklands

Section 2

2.1. Introduction to the Docklands

2.2. The Docklands Project

2.3. The Docklands Project

2.4. The Docklands Project

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2.15. The Docklands Project

2.16. The Docklands Project

A Strategy for Docklands

The Task Force's first report **Melbourne Docklands: Strategic Options** has been the focus of much debate within the public sector and in the broader community. Exposing that report to public views and interests has sharpened some of the ideas and highlighted ambiguities in others. Time has also permitted some key elements to be revisited. The reader who has followed this evolution closely will note certain key differences. Most notably, the degree of definition evident in all of the four strategic options is less clear in this Draft Strategy. Planning for Docklands will take place over a long period and its execution will be complex. Prescribing land uses is therefore not sensible because it is not practical. A range of possibilities will need to be considered for each part of Docklands before there can be any certainty. The possibilities are canvassed in the Draft Strategy which follows.

At the same time, it is the task of the planner to highlight those key issues which need to be resolved and to present what appear currently to be preferred solutions. That is why, after canvassing alternatives, certain solutions to problems of roads and traffic in particular are presented.

The Draft Strategy does not incorporate a highly prescriptive master plan or detailed blueprint. Rather a range of possibilities and solutions is considered as a means to achieving a strategic approach for Docklands. In this long process, future planners should seek to use the Strategy as a resource and be guided by the Principles which are articulated.

There are three key parts to this presentation of the Strategy. First, a set of principles is established. In the Task Force's view, these represent a crystallising of thought about the Docklands - through government objectives, public consultation and the research and policy work undertaken by the Task Force over the last year. The main elements of the Strategy are then proposed according to land uses, infrastructure and the character of Docklands. A third part deals with the question of staging and the sorts of initial actions which could be considered.

4.1 Principles for Docklands Development

A key to the future planning and redevelopment of Docklands is to establish a clear and strong set of principles which can serve as a motive force and ultimate basis of actions in Docklands.

Principles which are transparently cosmetic or too general will have little relevance in guiding the future. So they need to be well-grounded.

With care, an important outcome of public consultation is the ability to distil or crystallise public thought on a matter. When this process of distilling is merged rigorously with all other inputs, a very real basis for action can emerge.

The public consultation has yielded a wealth of insights and, on various important issues, a reasonable degree of consensus. When assessed also in the context of other research and policy analysis carried out by the Docklands Task Force, and in the light of key assumptions and government objectives relating to Docklands, it is possible to identify a set of principles which ought to govern the future planning and redevelopment of Docklands.

The Draft Strategy represents an attempt to articulate these principles and show how they can be carried into practice in the planning of land uses, the development of infrastructure and the creation of an appropriate character or ethos for Docklands.

There are six principles and while listed separately, it is important to appreciate the links from one to the other. The principles proposed here are, however, subject to the consultation process to come and the Task Force will welcome public comment on how to provide useful, publicly endorsed principles to guide long-term development.

1. Public Access

There is something special about the Docklands site that belongs to everyone. It should offer an enriched residential, recreational and working environment for future generations of Victorians. This is not just a question of physical access. It will also mean looking at ways (such as through housing policy) which enable access to residential, work and leisure opportunities. This wider public's access to Docklands should be actively supported in a variety of planning and design strategies by:

- creating public space and opening up the waterfront to Melbourne. Providing for land uses which encourage the use of water and water frontages and continuous public access;

improving access to the Yarra River upstream by ensuring that roads, railways and bridges enable the continued use of the river;

- development of an interconnected system of streets and open spaces which enhance pedestrian movement and bicycle access;
- providing housing opportunity which genuinely enables a range of housing type and price.

2. The Wider Integration of Docklands Planning

The Docklands should not be planned for in isolation from the rest of the State. This principle of wider integration can be addressed in a number of ways:

- as a new part of inner Melbourne, there will need to be a linking of Docklands with the existing CAD and surrounding municipalities; there should be new activities and opportunities for residents from these municipalities;
- developments in Docklands should seek to contribute to its surrounding communities beneficially;
- the future planning of Docklands will need to enjoy a consonance with wider metropolitan planning and infrastructure investment across the metropolitan area

3. Carefully Managed Diversity

Its central location, proximity to the waterfront and excellent transport infrastructure make Docklands an ideal location for carefully managed mixed activity - economic, social and cultural. This principle can operate in a number of ways, by:

- providing for a mix of land uses which strike a balance between economic and other social and cultural policies;
- recognising the importance of the working Port of Melbourne to the Victorian economy;
- providing a range of housing opportunities;
- capturing and maintaining the architectural and urban design values which have contributed to Melbourne's reputation as one of the world's great Victorian cities.

4. Sustaining Heritage Values

There are significant heritage values associated with the Docklands site which should be identified, captured and retained in future planning and development of its mixed uses. There needs to be a recognition of:

- the character of Docklands as a maritime and freight centre, its significance in terms of colonial public sector infrastructure investment and its social history;
- the Yarra River which is the central feature in the original siting of Melbourne and has played a primary role in the history of Docklands;
- Koorie interests.

5. A Capacity for Careful Innovation

The vision of Docklands which sees it contributing to economic prosperity as well as enriching the residential, recreational and working environment of people will, in an important sense, be predicated on the capacity to innovate, to entertain new ideas and to test out carefully the various possibilities. This capacity for innovation is potentially relevant in a number of important ways, such as in the approach taken to:

- housing policy and the issue of equity and affordability. This may well suggest innovative financial proposals which assist a range of income groups to have access to medium density housing;
- urban design and construction so as to incorporate energy and water conservation and waste management goals;
- new technology;
- development of a vibrant character based on mixes of uses in a more "European" style than is typical of Australian cities.

6. Maintaining Good Public Processes

The existence of good public processes is critical to the future planning and redevelopment of Docklands. Such processes involve more than formal consultation methods and techniques. They refer instead to the ways in which the various ideas, interests, perspectives and concerns in the wider public realm can be reflected and accounted for consciously and accurately in Docklands planning and redevelopment. While this will be largely a responsibility of the Docklands Authority, it must be recognised that other private and public sector agencies will also play roles in developing and implementing proposals at Docklands. At a minimum, it will be important to maintain two key conditions over the period of Docklands redevelopment:

- ongoing working relationships with all interested and relevant parties, including those drawn from the private sector, community-based organisations, State and local government instrumentalities and professional organisations;
- coherence and continuity in consultation programs which accompany specific proposals at Docklands.

These principles serve to encapsulate a vision for Docklands. It is the intention of the Draft Strategy to achieve consonance with these Principles and to present a vision which may be achieved through land use, a range of infrastructure proposals and the achievement of a particular character. These are set out in the following pages.



Spencer Street Station

Vision

Docklands will be a new part of inner Melbourne. Linking with the CAD and surrounding municipalities, it has potential to enhance the city by providing new uses and activities for an old area. Docklands can be integrated with and complement surrounding areas. Not merely an extension of the CAD, Docklands can relate to it as South Carlton and East Melbourne do now. Not simply another suburb, Docklands can provide new activities and opportunities for residents of surrounding communities.

It is clear that many sites within Docklands are suitable for a range of uses. One feature of the way Docklands develops may be the combination of housing with other uses, for example retail and office, in a way that is not currently typical of Melbourne. It is important to recognise that where the Draft Strategy discusses particular uses as being appropriate to particular sites, it may be possible for these uses to be combined with other activities.

The importance of Docklands as a new site for inner city housing has been clearly recognised by both the Task Force and the broader public. While parts of Docklands may not be suitable for housing, it is clearly a place that can house many thousands of people, making efficient use of existing infrastructure and breathing new life into the central city. Further, both the realities of the market place and principles of equity dictate that a range of housing in terms of price and type should be encouraged.

Docklands also offers a great opportunity to add to the ring of open space that now partially circles inner Melbourne. An arc of key sites has been identified, not the least of which is the water itself, which can be used for varying types of open space.

Wetlands, formal parks, the waterways, networks of pathways and smaller urban parks and plazas all constitute part of the vision for Docklands.

Another key component is the maintenance of public access to the waterfront throughout Docklands. Guarantees of public access are important not only in terms of social justice, but also in creating the best possible waterfront land uses.

Finally, the urban design of Docklands must be of the highest possible quality. The character of the area as a maritime and freight centre throughout Melbourne's history must be captured and retained. This is not merely a matter of preserving heritage structures but of incorporating the flavour of the past into the developments of the future.

To achieve such a vision for Docklands, there are constraints which must be overcome. In particular, the transport issues that affect the area; the barriers that are created by the Spencer Street rail yards and station; the Webb Dock Rail Line and the volume of traffic using Footscray Road must be dealt with. The adverse effects of through-traffic must be minimised without merely transferring the problem to surrounding suburbs.

Movement in and around Docklands should be dominated by use of public transport - trains, trams, buses and, perhaps, water taxis and ferries. Docklands should also be a place that is comfortable to cycle and walk around and be accessible for people with disabilities.

There are some specific aspects of the vision for Docklands which relate to infrastructure:

Transport Interchange

The redevelopment of Spencer Street station provides an outstanding opportunity for the integration of different transport modes which service the city, the metropolitan area and the whole State of Victoria. It should include a new coach terminal and retail and office facilities and provide easy connections between inter and intra-state and suburban rail services, buses, trams and taxis. Other key facilities could include a terminus for the proposed Rapid Transit Link from Melbourne Airport.

Roads

Through-traffic should be directed away from Docklands via an extension of the proposed Western Bypass. Footscray Road could be connected to a new north-south boulevard, referred to as "Docklands Road", constructed adjacent to the rail corridor.

4.2 The Draft Strategy



Cycling on the Yarra Bank

East-west access is also necessary, both for transport reasons and to open the city up to the waterfront. Collins and La Trobe Streets could be extended into Docklands.

Other Services

Development at Docklands would allow more efficient use to be made of existing infrastructure and investment in inner Melbourne. For example, providers of human services consider that, in most cases, a new population at Docklands could be catered for without substantial new investment. Local schools, hospitals and health centres have adequate capacity. It should also be noted that the range and quality of services available in inner Melbourne is excellent, especially when compared with fringe areas.

Other physical services, such as water and sewerage, can be readily supplied at no penalty compared with supply in fringe areas.

There are other aspects of this vision which relate particularly to character:

Vitality

Docklands could be a place where several thousands of people live and to which many more come for work, study or for recreation and pleasure. Docklands would be a place of social diversity and have a lively, bustling character.

Maritime

Docklands will adjoin a major functioning port and is itself a waterfront area. Maritime activities could therefore be a feature of the area and contribute strongly to its own character and the whole of central Melbourne.

Heritage

The heritage of the port could be reflected in the design and buildings of Docklands. The important historic structures could be rejuvenated and recycled for new uses to establish a sense of place.

Human Scale

Docklands could be a place to which people are attracted because of the variety of activities which take place there. It could also be designed and built on a human scale, that is, on a scale with which people feel comfortable and can understand.

Environment

The urban design of Docklands could reflect advanced practice in minimising pollution and Greenhouse gases, conserving energy and protecting and enhancing varieties of flora and fauna. Significant, varied areas of open space would also be a feature.

4.2.1 Land Uses

Docklands is capable of accommodating a variety of land uses consistent with its near-city waterfront location. The main land uses which have been nominated would be residential, open space, leisure and tourism, office, retail and education and research. Other uses would include transport and industry. In determining appropriate locations for different uses, criteria have been outlined in Section 3.1.3 above.

The extent and locations of these uses will become apparent, however, only as development proceeds and the demand for various uses (particularly office, residential and retail) becomes clearer.

The planning framework therefore should retain considerable flexibility so that it can accommodate the uncertainties inherent in a long-term process. However, it is definitive in the following respects.

Residential

The provision of significant quantities of residential accommodation is an objective of Docklands development. Densities similar to or higher than those of other parts of inner Melbourne are envisaged.

Possible sites for residential neighbourhoods at Docklands have been identified on the basis that they could provide a clean, safe environment, are able to be serviced and have good access to open space and recreation. The sites are, however, dependent to some degree on decisions taken



regarding Footscray Road and the internal road network.

The primary locations are:

- at South Wharf
- on the south side of Victoria Dock
- adjacent to the proposed campus area overlooking Victoria Dock, and
- set back from Footscray Road, again overlooking Victoria Dock.

Other residential accommodation may be appropriate also, for example, within any proposed educational campus and in hotels near to or within the Transport Interchange. In total, between 5,000 and 8,000 people could be accommodated at Docklands, depending on how much of the above locations is devoted to housing.

Locations which are not suitable for housing include the former Gasworks site, which is contaminated.

Open Space

Open space could take several forms appropriate for an inner city redevelopment project. These include regional scale open space (such as Royal Park), linear parks and pathways (such as the Yarra banks), local open space (such as the park at Hawke and Adderley Streets), urban plazas and squares. In addition, large bodies of water such as Victoria Dock are open space of a particular type.

Docklands already includes several large and somewhat undeveloped open space areas. These are:

- the estuary of Moonee Ponds Creek, south of Footscray Road;
- North Wharf, berths 12-15;
- linear grassed areas along Footscray Road, west of Dudley Street, north of Flinders Street extension and near Blyth Street.

Because of their poor amenity and isolation from other uses, such as housing and offices, these areas are under-used at present. But they could be key components of the open space network.



Residential



Open Space

A variety of open spaces, both land and water, is proposed as a unifying element of Docklands. These spaces are primarily intended as focuses for views, as voids between groups of buildings or as dividers between different land uses. To a large degree, their character would be a function of the structures which surround them and of planting or structures within them.

Victoria Dock will be the focus of Docklands. Public access around its perimeter would help ensure a mix of uses and activities that will draw people for leisure and recreation. The proposed road pattern would reinforce this focal position.

The second major open space is the Yarra River and its banks. This linear open space will develop as a corridor of movement between an increasing number of facilities along its length in central Melbourne. In Docklands its character would gradually change from a recreational, softer-edged, river environment near the CAD to a harder-edged industrial and port environment.

The third major open space is that around Moonee Ponds Creek. Its visual qualities are likely to be very different from those of Victoria Dock and the Yarra River. A wetlands has been suggested, heavily planted to screen the nearby industrial uses and the Western Bypass and to provide a unique inner-city estuarine environment. This is consistent with the current drafting of a concept plan for Moonee Ponds Creek which is occurring as part of the Open Space 2000 program. On the north of Victoria Dock there is the opportunity to provide for two canals as new outlets of Moonee Ponds Creek: one on the alignment of an existing storm water drain; the other parallel to Footscray Road, providing a water orientation to both that boulevard and the campus area. These two canals could be within a narrow park environment.

The site of the old Gasworks, bounded by Footscray Road, Pigott Street and the Yarra River, has been found to be contaminated and would require expensive clean-up procedures to be made available for most uses. EPA advice indicates that less expensive capping processes would render this site suitable for use as parkland or for commercial/office development. Open space is a preferred land use, however, because of the site's location west of the CAD and because of the capacity of open space to complement other uses. In addition, there are likely to be industrial difficulties associated with commercial redevelopment which

would involve excavation of contaminated areas. The possibility of a more formal, European style of park, like those already surrounding the city, could be envisaged as a gateway to Docklands.

These large areas of open space could be linked by smaller open areas: canals, plazas, squares, all more



Entertainment, Leisure and Tourism

urban in character and intense in use. These can be planned as part of the more detailed development process.

Entertainment, Leisure and Tourism

This wide-ranging and varied land use could occur at several locations, generally related to the waterfront. The areas identified are generally convenient to the CAD, are concentrated to allow different yet related activities and are accessible by public and private transport. The sites, North Wharf, Central Pier and several of the existing port and rail buildings, could make suitable locations for these uses. They should be readily accessible and should form part of the open space network.



Office

Appropriate activities could include a casino, cafes, restaurants, tourist shops and attractions, markets, theatres, cinemas, visitor centre, museum, displays, craft workshops and marinas.

Office

Office uses, which have been discussed in Section 3.1.3 above, should be concentrated within easy walking distance of public transport, particularly the Spencer Street station and abutting major roads.

The amount of land required for office use is difficult to predict, particularly in the current economic environment. Some areas suitable for offices could be used equally for retail or entertainment activities, possibly in mixed use configurations with office use.

A significant area of Docklands has been identified as suitable for offices, should the demand arise.



Retail

Retail

Retailing should occur in conjunction with other uses, mostly office and entertainment/recreation. Retail activity in Docklands could therefore be concentrated to take advantage of passing traffic with good public transport and road access. This could occur in a corridor parallel to the proposed Collins Street extension between Spencer Street and Victoria Harbour, in areas of high pedestrian activity, and in the north-west of Docklands, facing Footscray Road to attract passing trade. This area lends itself to large-scale retailing, including peripheral sales, and could serve the wider inner metropolitan market.

Education and Research

The term "education and research" is intended here to encompass activities such as post-secondary education, research establishments, related business and light industry and associated residential and other support facilities. A site of some 24 hectares for an inner Melbourne campus has been identified



Education and Research

on the north side of Victoria Dock and extending north to the estuary of Moonee Ponds Creek. The area has good access to the CAD, provides ample opportunity for future expansion and development within reach of open space, and could be well-served by public transport. This site would also be suitable for residential development.

This location also has good accessibility to similar establishments in the central city, Carlton and Parkville, and the inner western suburbs, principally via Dudley Street.

Industry

Much of the industry traditionally attracted to this part of inner Melbourne is related to the port and rail. The redevelopment of Docklands envisages the replacement of some low intensity warehousing with other industrial uses. A high degree of physical infrastructure is accessible with close proximity and access to the arterial road and freeway network. The areas are generally adjacent to Footscray Road and Appleton Dock Road and, in the south, abutting the



Industry

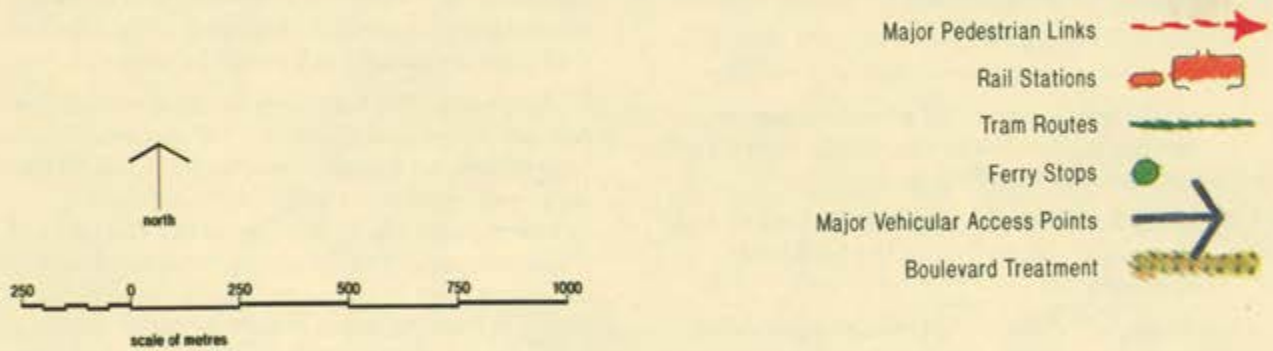
West Gate Freeway. In general, these areas are already used for such purposes, although new low-rise office development is replacing industry in the southern area.

4.2.2 Infrastructure

Infrastructure planning for Docklands should cover transport infrastructure, which is a high priority, as well as physical and human services. Approaches to these are outlined below.

Transport Infrastructure

Planning for the provision of transport infrastructure must strive to achieve a high level of accessibility for Docklands while providing a pleasant environment in which motor vehicle intrusion is minimised. The transport framework has taken account of existing infrastructure, travel patterns generated by the development and travel through the area. It is also important to ensure that infrastructure proposals will meet future demand in a cost-effective and environmentally sensitive way.



The transport objectives for Docklands are that:

- 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.

Docklands has a good existing infrastructure basis: Spencer Street railway station and proximity to tram routes which could be extended into the development. But it also has characteristics, such as large volumes of through-traffic, which are not sympathetic to the area's redevelopment nor to the creation of a pleasant environment.

Transport planning for Docklands should aim for high levels of public transport patronage. Currently, of every 100 journeys to the CAD, 45 are by public transport and 55 by private transport. It is proposed that development at Docklands should aim to change this pattern in favour of public transport and to reduce reliance on private motor vehicles for access. Planning should focus therefore on high levels of public transport service provision and good pedestrian links, with access for disabled people.

Through-traffic into Docklands needs to be carefully managed. The location of the Docklands at the junction of a number of major truck routes to and from the docks, rail freight terminals, private freight depots, the major wholesale food markets and major industries means that high volumes of truck traffic must be catered for in a manner which will minimise the impact on the Docklands development. Journeys to and between these destinations will increase with the growth of trade so truck traffic can be expected to increase. At the same time, the need to improve the efficiency of the freight industry must be recognised. Access to and between these areas and main radial routes is a key

to Melbourne's economic well-being and must be retained and, if possible, enhanced. Other through-traffic should be able to bypass the area also.

Improved public transport should diminish the demand for private transport, particularly for peak hour commuter travel. There will be some demand for private road transport within Docklands, however, particularly from residents and users of the leisure, entertainment and residential facilities as well as from business and other commercial users. A parking policy should promote the use of public transport (ie parking constraints) but have spaces available for business users and for trips outside business hours (on a user pays basis). Pedestrian and bicycle links should provide for easy movement and access through the area.

Through-traffic

This issue of the management of through-traffic is discussed in Section 3.1.2 where a number of alternative solutions were explored. It has been concluded by the Task Force that the preferred strategy is for the extension of the Western Bypass from Footscray Road through the current port area to the West Gate Freeway, generally on the west-side of the Moonee Ponds Creek, at the earliest possible date.

This would mean that the objectives of relieving the CAD of through-traffic are met but that such traffic is diverted by means of the Western Bypass extension away from Docklands. Docklands would be relieved of the heavy movement of through-traffic particularly trucks, and the area would be a safer, more attractive and accessible place to live, work and visit.

The preferred alignment for the Western Bypass extends from the Tullamarine Freeway at Flemington Bridge to the West Gate Freeway at Graham Street. The route for the northern section, between the Tullamarine Freeway and Arden Street generally follows that recommended in the Environmental Effects Statement (EES) exhibited in 1989. The precise route would not be finalised until the future of the Upfield railway line is determined.

From Arden Street, the preferred alignment is on to the western side of Moonee Ponds Creek, passing over all rail and road infrastructure, over the Yarra River west of the entrance to Victoria Dock, and linking into the West Gate Freeway at Graham Street.

The route for the Bypass would have the following features, constraints and impacts:

- It would be elevated over a large part of its length. North of Dynon Road it would clear Macaulay and Arden Streets, rail infrastructure at Arden rail siding, Upfield line, and the high levels tracks to Broadmeadows and Moonee Ponds Creek. It would continue to be elevated between Dynon and Footscray Roads, providing 6.8 m vertical clearance to all rail tracks leading into the South Dynon Container Terminal. South of Footscray Road it could be lowered to ground level for a short length before being elevated again to pass over Railway Canal, Dudley Street extension, the Yarra River, and Lorimer and Turner Streets before connecting into West Gate Freeway on the alignment of Graham Street.
- In the vicinity of the Moonee Ponds Creek, south of Footscray Road, the Bypass extension could be at-grade or elevated. An elevated structure would need to be aesthetically designed to minimise visual intrusion and enable pedestrians and cyclists uninterrupted access to the open space below. An at-grade structure would bisect the proposed open space requiring underpasses or overpasses to facilitate pedestrian and bicycle movement through the parkland.
- It would have full interchanges at Dynon and Footscray Roads which would provide points of access to Docklands, but would primarily serve the Port of Melbourne, transport depots and industry to the west of Docklands, allowing the Bypass to act as a link between these primary facilities.
- A direct freeway-to-freeway connection would be provided at West Gate Freeway allowing traffic to move only along the Freeway or the Bypass.
- Graham Street to the south of West Gate Freeway would be truncated to prevent traffic flowing south from the freeways onto the street system of Port Melbourne, South Melbourne and the bayside corridor.
- Ramps on the northern side of Turner Street to link industry and port facilities north and south of the river are being considered but would only be adopted if traffic intrusion into the residential areas of Port Melbourne can be minimised.
- The river bridge would provide vertical clearance of approximately 11m to water level which is sufficient for most ferries, yachts and tourist craft expected to use Victoria Dock and the river upstream.
- The alignment would allow the PMA to develop Appleton Berths E and F but not G. A variation to the alignment can be made to accommodate the future development of Appleton G as proposed the PMA but is not favoured because it adversely affects the open space proposed at the estuary of Moonee Ponds Creek.
- Within Docklands, land use next to the Bypass would be industrial and open space. Noise levels generated by Bypass traffic should not increase the level of noise significantly in this largely industrial area and the use of noise barriers through the Docklands should not be required.



The Western Bypass extension could join the West Gate Freeway at Graham Street

- Access for cyclists and pedestrians would be provided on the river crossing to link pedestrian and bicycle paths on both sides of the river.
- The visual impact of the road would not detract from the industrial, warehousing and freight facilities to the west of the road, and would not detract from the visual amenity of the area.
- The river crossing would be designed to be aesthetically pleasing and as a landmark structure.

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

The construction of the Western Bypass and its extension from Tullamarine Freeway to the West Gate Freeway will be the first time freeways are linked by a freeway connection. To this extent, the proposal to construct the Western Bypass and extension will raise questions about what occurs at the eastern end of the West Gate Freeway. Suggestions have been made by various interest groups that a Southern Bypass tunnel is required under the Domain linking the West Gate Freeway and South Eastern Arterial. Vehicles could thus travel from the northern to the southern suburbs in freeway conditions, bypassing the CAD and Docklands. This would hold considerable environmental benefits for the CAD and Docklands. The concept of a Southern Bypass warrants investigation.

The internal road system

The internal road system should provide for circulation within the Docklands area for trams and buses and for linkages to the CAD and the greater metropolitan area.

There has been considerable debate about the need or desirability of extending any of the city streets into Docklands. The existing view corridors, westwards from about 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, whether for pedestrian, public transport or general traffic use.

Traffic demand predictions (VicRoads, 1991) have indicated that additional road connections are necessary between the CAD and Docklands, irrespective of the type of redevelopment which occurs. The existing connections, Flinders Street Extension and Dudley Street, are currently nearing capacity at key intersections.

It is proposed, therefore, that Collins Street should be extended into Docklands as a first priority, with

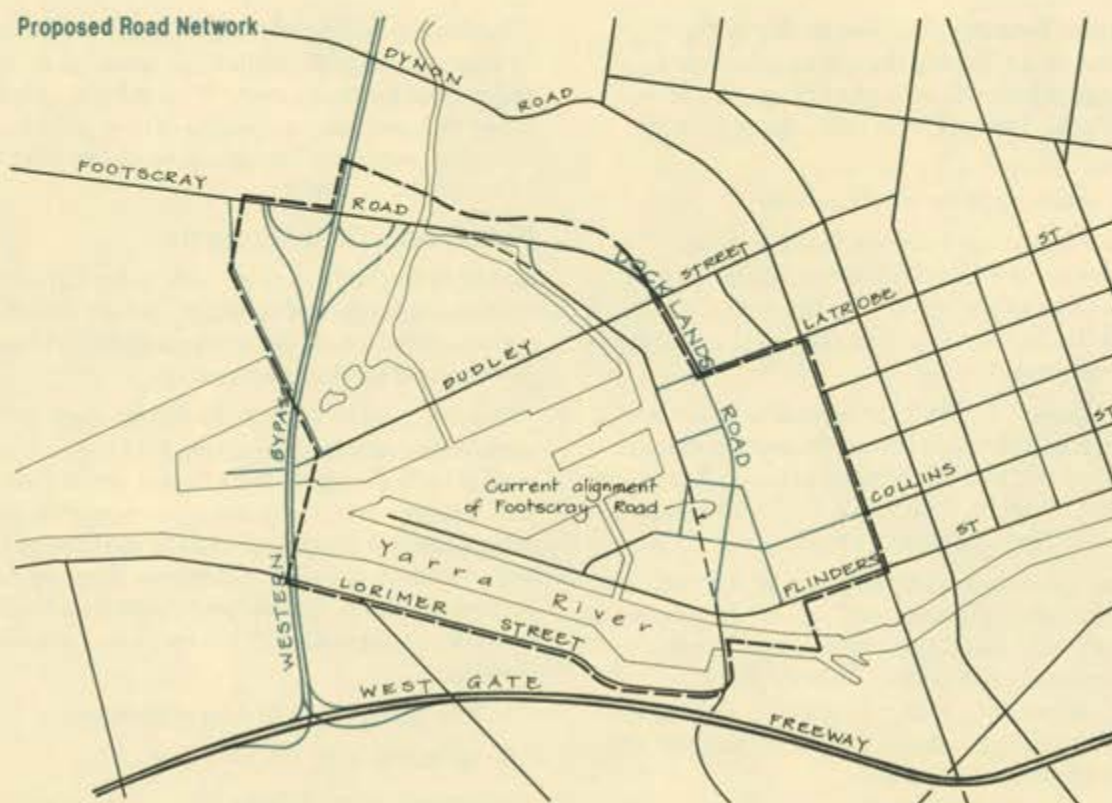
La Trobe Street being a second priority. Collins Street is proposed as a local street in traffic movement terms, with La Trobe Street as a higher order traffic route. Both are important public transport links.

The major components of the internal road system would be:

- "Docklands Road". A new north-south road to the east of Footscray Road and adjacent to the rail corridor, Docklands Road, would rise over Dudley Street and pass under La Trobe with northerly and southerly ramps at La Trobe Street.

Intersections would be provided at Collins and Flinders Streets. Direct car access from buildings onto the Docklands Road should be avoided to improve traffic safety and flow. The main function of Docklands Road would be to link both Footscray Road west and the Charles Grimes bridge to the CAD via La Trobe, Collins and Flinders Streets, and to provide the main access into the Docklands from the south and east. Docklands Road would also be developed as a boulevard.

- Flinders Street Extension. Flinders Street would be upgraded to carry trams into Docklands. Road capacity available to motor vehicles would be limited by the existing intersection at Spencer Street which is already congested and the railway viaduct which prevents physical improvements to the intersection and hence constrains increase of capacity.
- Dudley Street. With the construction of the Western Bypass to Footscray Road, Dudley Street would carry heavy north easterly and easterly traffic. However, this would be reduced significantly with the completion of the Bypass extension to the West Gate Freeway.
- Collins Street extension. Collins Street would be extended into the Docklands area, curving slightly to the north parallel to the line of North Wharf and in a similar fashion to roads in Carlton and East Melbourne. Its contribution to the road capacity available to motor vehicles is not expected to be large as the Collins Street extension would be the second of the east-west roads carrying mixed tram and motor vehicle traffic.
- La Trobe Street extension. La Trobe Street



Proposed Road Network

would be extended into Docklands providing direct links between the CAD and Footscray Road. It would be connected to Footscray Road deviation by ramps. In addition to carrying significant traffic volumes, it would be one of several routes for trams into Docklands, linking Flagstaff station to Docklands.

Other minor internal roads would perform strictly local circulation functions. Planning for minor roads would take account of the:

- need for local access to particular sites;
- physical attributes of parcels of land;
- formation of land parcels.

Traffic impacts

The major determinants of traffic impacts within Docklands and on surrounding areas will be the volume of through-traffic, the construction of the Western Bypass, and the density of development within Docklands.

Construction of the Western Bypass to Footscray Road would reduce through-traffic in King and Spencer Streets and in North and West Melbourne. In fact, it is estimated that traffic in these suburbs

will decline by almost a third following the construction of the Western Bypass and the development of Docklands. However, it would also mean a build up of traffic volumes in Footscray Road or Docklands Road, La Trobe and Dudley Streets. Effective removal of heavy through-traffic from Docklands cannot be achieved without the availability of the full Western Bypass stages 1 and 2 to the West Gate Freeway.

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 "tee" interchange so that traffic could not flow directly onto the local street system and by truncating Graham Street north of Williamstown Road. Also the question of whether access ramps should be provided at Turner Street to link port and industrial areas north and south of the river would need to be reviewed so that traffic intrusion into Port Melbourne was minimised.

Traffic projections indicate that the Docklands development could result approximately in a 14 per cent increase in traffic on key north-south routes in Port Melbourne and 4 per cent in Middle Park. With

the Western Bypass extension, traffic in Port Melbourne could increase by about a further 3 percentage points and by 1 percentage points in Middle Park. There is little real impact further south.

Other traffic impacts would include:

- the interchange between the West Gate Freeway and Charles Grimes Bridge Road would be subjected to very heavy traffic. This will limit motor vehicle access to the Docklands development;
- movement into Docklands from the east would be limited through the mixed tram and motor vehicle use and the general capacity limitations along Flinders, Collins, La Trobe and Dudley Streets east of Spencer Street;
- a car parking limitation policy which restricts the location, quantity and pricing of car spaces would help avoid the generation of large volumes of local traffic. This would be complementary with policies encouraging the use of public transport for the majority of trips to and around Docklands.

Public transport

Public transport planning for Docklands should be based on:

- the opportunities presented by existing transport infrastructure;
- the objective of increasing the proportion of trips to the central city which are conducted by public transport so that it becomes the predominant means of passenger transport;
- the desire to increase amenity by minimising the need for transport by private car.

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 swinging the current proportion of journeys to the CAD in favour of public transport. Through the Transport Interchange, Docklands can be linked to the metropolitan and country rail system and Melbourne International Airport, when the Rapid Transit Link proceeds. Tram routes servicing the CAD or east-west streets can provide public transport links into Docklands.

Public transport patronage should be encouraged by appropriate pedestrian links between services and redevelopment areas. With the exception of heavy rail services to Spencer Street, public transport modes in Docklands would be road based - either trams or buses.

Suburban Rail System

Access to the metropolitan-wide suburban rail system can be gained through Spencer Street station. Trams will also provide links to Flinders Street and Flagstaff stations.

Development of Docklands will produce a significant increase in patronage of the rail system, particularly if targets are adopted which favour public transport. The Public Transport Corporation estimates that patronage growth could be of the order of 30-40 per cent. Such growth could not be accommodated by the current system and would necessitate upgrading. This could be achieved through:

- the introduction of double deck trains
- an increase in service levels,
- spreading peak demand,
- improvement in infrastructure.



Tram Services

Tram system

Tram services would be extended to integrate Docklands with the CAD. There are currently six main tram services which operate through the CAD between Spring Street and Spencer Street on roads which could be extended into Docklands.

Buses

While internal travel within Docklands would primarily be serviced by trams, opportunities would exist for the expansion of existing bus routes into Docklands. Bus services to Fishermans Bend or Garden City could be re-routed to service Docklands as could the existing Footscray Road bus service.

The Transport Interchange would be the terminus for interstate and VLine coaches. Adequate provision would be made for access to and from the Transport Interchange and for bus parking. Design of roadways would need to accommodate bus stops in such a way as to avoid traffic congestion. Bus passengers would be able to make easy connections to other modes of transport.

Water transport

Complementary to the Docklands concept of a waterfront city is the use of water transport. Boats and ferries could provide services for work and business trips but their greatest potential would be catering for the needs of tourists.

Current speed restrictions along the Yarra, which have been imposed in order to prevent damage to the river bank due to wash, limit the practicality of boats. At a speed of 6 knots (11 kph) it would take



Water taxi

approximately 45 minutes to travel from the mouth of the river to the Yarra Heliport. This is equivalent to the time taken to travel from Edithvale to the city by train. The usefulness of boats and ferries for commuters therefore is limited to short trips in and around the immediate city/Docklands area. Another limitation to commuters is the time required to reach the river on foot from much of the CAD.

Water transport would be attractive to tourists, however, with destinations close to the river. For example, trips to places such as Royal Botanic Gardens, Olympic Park, Sports and Entertainment Centre, National Tennis Centre, Victorian Arts Centre, Museum of Victoria, Science Museum at Spotswood, World Trade Centre, and Victoria Dock from origins such as Eden on the Yarra, Docklands, and Flinders Street Station could attract a market. There could be a demand also for river trips as a leisure activity in itself.

In the majority of cases water transport would compete with other public transport services and there would be little or no benefit generated beyond those for the actual users of the service. It is therefore appropriate that these should be services operated at no cost to the community. Public sector involvement should therefore be limited to planning for water-based modes and regulation.

Taxis

Developments such as the Transport Interchange and casino would be major destinations for taxis. Planning would ensure adequate entry to and exit

from such developments and, therefore, taxi stopping patterns should not cause congestion.

Webb Dock Rail Line

Section 3.1.2 discusses the future of the Webb Dock Rail Line. It concludes that while traffic on the line in the short-term will be light it is important that a link be maintained to the South Dynon container terminal, especially given the centrality that the terminal is likely to assume in the national rail freight distribution network and the anticipated growth in port activity and rail freight traffic.

The preferred alignment is 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 would be desirable to remove the Webb Dock line from the centre of Docklands. An interim alignment could be the eastern side of the proposed "Docklands Road".

Private transport

Cars and parking

Planning objectives for Docklands favour public transport as the predominant form of transport. A quality public transport system and pedestrian network should cater for most trips to and throughout Docklands. However, cars will need to be accommodated and car parking provided, particularly since the proposed Transport Interchange and casino are the kinds of projects which would 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. A car parking policy will require a balance to be struck 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.

A policy objective favouring public transport suggests that a car parking limitation policy should be applied in Docklands. Car parking limitation policies currently apply in the CAD and at Southbank, though the policy in place in Southbank is less restrictive than that applying in the CAD. A similar approach may be appropriate for Docklands, given that both areas are on the periphery of the CAD.

A car parking limitation policy for Docklands would need to be accompanied by the provision of

high quality, extensive and frequent public transport. Without the provision of such public transport, road traffic congestion could occur.

Consideration should also be given to the form of car parking allowed in Docklands. Currently free-standing parking stations cannot be constructed in the CAD. In support of objectives to increase public transport's share of all central city journeys, it could be argued that a similar policy should 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.

As proposed by the Transport Working Group, development of a detailed car parking policy for Docklands would need to have regard to:

- 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;
- 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.



Pedestrian areas

Pedestrians

Pedestrian environments should be created in Docklands which are pleasant and safe. As far as possible pedestrian areas should be created which are separated from vehicles.

The design of the Transport Interchange should incorporate a network of malls and subways facilitating access and creating exclusive pedestrian environments. This may include an internal square creating an attractive resting place for pedestrians, remote from traffic. A pedestrian overpass may also be constructed over Spencer Street to the Interchange.

The network of pedestrian areas along the Yarra River would be continued into the Victoria Dock area, allowing pedestrian access into the Port area, at least while Port activities continue upstream. A pedestrian link could also be constructed over the river linking the north and south banks. This could be a free-standing pedestrian bridge, however, it could not be constructed until the PMA vacates all facilities downstream along North and South Wharves.

Considerable pedestrian movement could be expected between North Melbourne railway station and the northern areas of Docklands by people travelling from the northern and western suburbs. As travel from North Melbourne station to these areas may be further than the average pedestrian is prepared to walk, some assistance may be required. This could mean a more direct pedestrian route such as by an overpass, or some form of people moving technology.

Where separation of pedestrians and vehicles is not possible, care should be taken to provide pedestrian crossings at key points and to ensure provision of appropriate safety features.

Bicycles

Docklands is a good environment for bicycle travel because of the flat terrain, the waterfront and nearby tourist attractions. 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.

Bicycle storage would be provided at the Transport Interchange, North Melbourne and Flagstaff stations. Storages at key suburban railway stations would be increased.



Services Infrastructure

Physical Services

Physical services include the provision of sewerage, gas, electricity, drainage, water and telecommunications. At present, Docklands has these services to varying degrees and a detailed investigation has been carried out with relevant authorities to establish the physical and financial impact of redevelopment. The results of this investigation are set out in a working paper (**Provision of Physical Services Infrastructure**) and suggest that the provision of physical infrastructure services is not a constraint on development at Docklands.

Some existing infrastructure will need to be relocated, other services expanded. In general, however, the physical and financial impact is relatively insignificant and can be spread out over many years.

Human Services

Planning for Docklands is in its early phases and little is known at this time of the make-up of a future Docklands population. The analysis of human services is based on known data, therefore, that is, identifying existing services that would be available to support a Docklands population, whether or not that population would ultimately require them.

Education facilities: The Ministry of Education has advised that existing primary and secondary education facilities in South and Port Melbourne, as well as in North and West Melbourne, would be suitable to service a Docklands population. The following points are made about these existing facilities:

- they are currently underutilised and more than adequately cater for the existing population;

- the number of enrolments is declining;
- there is abundant capacity to accommodate extra students;
- even with the development of Docklands, it is likely that further rationalisation and re-organisation of education facilities will take place;
- the Docklands development will assist in increasing the viability of existing facilities rather than causing capacity problems;
- some additional minor expenditure would be required to upgrade existing facilities;
- recurrent costs will be reduced per capita, as there is a general over-servicing of students in the region;
- the region is also well-served by the Catholic school system.

Health facilities: There are ten major public hospitals located in central Melbourne. These hospitals service local, regional, State and national catchments and therefore the increase in population from Docklands will have a negligible impact on these services.

Community health agencies exist in Flemington, Kensington, North Melbourne, Prahran and South Port (currently under construction). These agencies have been established for defined local catchments but it has been indicated that the catchments of the three agencies could be expanded to include a Docklands population. No additional capital or recurrent costs are envisaged.

City of Melbourne: Docklands lies predominantly within the City of Melbourne and the Council provides the greatest range of community facilities and services. Service provision is based, to a large extent, on expressed demand. It is therefore difficult to determine future needs and changes in provision.

The major groups the City of Melbourne provides services for include:

- Families with children
- The elderly
- Youth
- Community and personal health development
- Special community support.

The City of Melbourne considers that some additional services would need to be provided to

support Docklands, requiring additional capital and recurrent spending. The current approach of Council is to develop community buildings that have a multi-purpose use whereby child care, aged care and health care may be provided from one centre. The Council considers that such a community centre would be necessary to service Docklands.

Overall, whilst the precise nature of a Docklands population is not known at this stage, major service providers confirm that there is sufficient capacity in existing services to cater for a Docklands population without significant investment. It should also be noted that the inner city offers a superior range and quality of service to that often available in fringe areas and that Docklands may improve the viability of some services eg. schools.

4.2.3 The Character

The final element of the Draft Strategy concerns the character of Docklands, including the urban design and form.

In general terms, Docklands should be a complement to the Central Activities District (CAD) rather than an extension of it. Although direct and convenient links are proposed between the CAD and the waterfront, the character of the two areas should be distinct.

This distinction would be due in part to the newness of Docklands and because it will be built relatively quickly and in a more managed fashion than the CAD or other parts of inner Melbourne. It should not appear as a contrived place, however, although controls on building design may be stronger than elsewhere.

Docklands will attract visitors as well as residents. A significant number of people will live there: this is seen as essential in ensuring a sense of vitality. Housing should therefore be attractive and available to all sections of the community.

The waterfront provides a particular focus for leisure, entertainment and tourism uses that maintain public access.

The proposed redevelopment of Spencer Street station would be a catalyst for development nearby. Offices, hotels, theatres, restaurants and shops are likely to locate close to this transport hub.

Places of Heritage Significance



Places of Heritage Significance

Urban Design

Urban design embraces both the layout of roads, thoroughfares, open spaces and land parcels and the three dimensional form of buildings and other structures on those land parcels. Good urban design will also address the detail of land use, particularly at street level, the role of landscaping and tree planting and the character of the environment.

The ambience, the sense of place and the personal response to being in a particular urban setting are influenced by the quality of the urban design. It is therefore affected by decisions at all stages of the planning process and by various parties to that process, each of which has different objectives.

Important influences on an appropriate urban design for Docklands include:

- the grid pattern of the existing Central Activities District (CAD)
- the existing road network in Docklands
- the building heights existing in the CAD

- the known major land uses which could occur in Docklands in the early years of development and
- the existing physical form of Docklands.

There are several additional factors which affect the urban design of Docklands. These are:

- 1) The identification by consultants of Victoria Dock as being of historical significance. This means that consideration may need to be given to preservation of the structure of the Dock, its distinctive water edge form and several berths, sheds and aprons. Importantly, it has been recommended that the shape of the Dock be retained. Aside from Victoria Dock, a range of structures has been proposed for consideration for the Historic Buildings Council Register while a number of buildings are already on the Register.

The redevelopment of Docklands is the first wholesale change of use since the railways and port were introduced. It is therefore important that these physical remains are treated appropriately as part of the redevelopment process. They should be integrated and adapted for new uses in an environment that reflects the site's previous functions, rather than retained as isolated monuments, preserved in an alien context.

Should the Historic Buildings Council and the Minister for Planning decide that the current land profile of Victoria Dock requires preservation, this will prevent any alternative design for the water's edge at Docklands. Notably, ideas which have been put forward by the professional architecture and planning bodies about drawing the water up over the railyards to Spencer Street - bringing the waterfront to the CAD - or truncating the finger pier at North Wharf or demolishing Central Pier, could not be realised.

While the Task Force sees advantages in retaining the current land profile, for economic as much as heritage reasons, it believes that this issue should be fully explored in this current phase of consultation.

- 2) The visual impact of the proposed Western Bypass extension and Webb Dock Rail Line bridges: The Western Bypass extension and the Webb Dock Rail Line ideally would be located in a single transport corridor. They would have

Views To Western Bypass Bridge



Views to Western Bypass Bridge

a significant visual impact on Docklands and its surroundings where they cross the Yarra River. The corridor would form the western extremity of Docklands and partly close the views down the river from the CAD streets and buildings and from water edge vantage points. The corridor would involve two parallel bridges of low sweeping structure, rising from elevated approach roads to a height above water of about 11 metres. This sculptural form and the design of the bridges' supports and the treatment of road lighting or floodlighting are all critical aspects of the urban design contribution of this important structure. Visual intrusion could be minimised by spacing the supports of the bridges identical distances apart.

- 3) Vistas and monuments: Melbourne has a tradition of major buildings or monuments at landmark sites. This hallmark of nineteenth century Melbourne should be expressed in the urban design of Docklands by identifying

Landmark Sites and View Corridors, Key Sites



Landmark Sites and View Corridors/Key Sites

several sites where major civic or public buildings could be located or where physical elements, for example, fountains, plazas or statues, could be sited.

Several important view corridors exist: Collins Street, La Trobe Street, Dudley Street and at the proposed Docklands Road. Potential landmark sites are marked on the drawing above.

- 4) Building heights: The height of buildings and their relationship to the street will combine to create an important aspect of the character of Docklands for people within it. New development in Docklands should not compete with the clusters of office towers in the CAD. Rather, Docklands is seen as a low and medium-rise environment, with relatively few buildings above about 12 storeys, except at the proposed Transport Interchange, facing Spencer Street, or at landmark sites.

Lower building heights are proposed near to

Suggested Maximum Building Heights
(Number of storeys)



Suggested Maximum Building Heights

the waterfront to encourage public access and avoid overshadowing of the water. Two or three-storey structures should predominate in places where a pedestrian character is sought. Existing heritage structures are all low-rise and, in part, these should influence the form of new buildings nearby. Design should accentuate the opportunity to maximise water views, sunlight penetration and two or more land uses on one site.

4.3 The Phases of Development

While efforts have been made to avoid the difficulties inherent in a prescriptive approach, particularly to land use, action is possible in the short-term and in the next decade or so. This section will attempt to demonstrate some of these earlier possibilities.

The complexity of developing the entire Docklands

site has been indicated already. For it is not simply a matter of the PMA and PTC vacating land, but of ensuring that decisions on infrastructure are integrated with land release and that there is co-ordination among all the agencies involved.

Nevertheless, where land is currently available, actions could and should be taken to begin to open access for the public and to provide recreation and leisure activities.

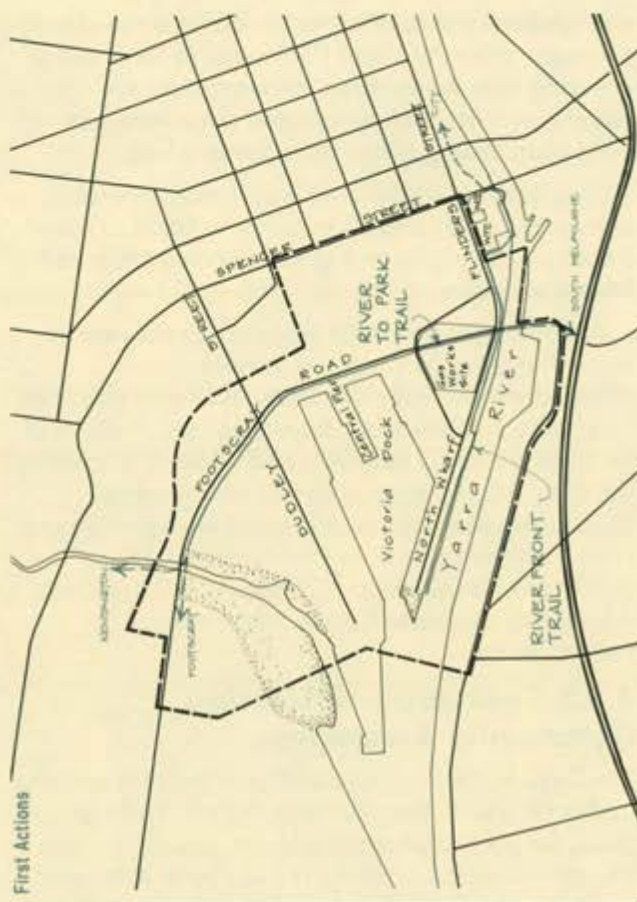
Any development action within the next year or two will need to be simple, relatively straightforward and achievable. It should also have maximum public benefit, make good use of physical facilities currently available and assist in increasing the community's interest in and awareness of Docklands. The next decade could see development of some major projects in Docklands and of significant parcels of land. What follows are ideas which, if implemented, could achieve these requirements.

4.3.1 First actions: Raising Community Awareness

The Task Force has explored the viability of opening up North Wharf, from Batman Park to Victoria Dock, for pedestrian and cycle use, and for various leisure-oriented activities. It has also investigated a similar route along Footscray Road, from the Yarra River to Moonee Ponds Creek. These two trails are substantially accessible at present, but due to a fragmented waterfront, a mixture of uses, a lack of signage and an industrial atmosphere, the area is little known and its potential is not exploited.

There is considerable potential to develop these routes with a series of attractions centred around the maritime character of the area. While accepting the need for the Port to retain its current operational land during the coming years, there is much underused but public waterfront land which can be made accessible.

The concept of opening up and using as much of the available waterfront as possible meets a basic premise of the Docklands Strategy; that is, that all waterfrontages should be publicly accessible for pedestrian and cycle use, with public uses located along such frontages. It is appropriate to demonstrate this objective at the earliest stage of the project's implementation. Since significant public benefit - access to the waterfront - would be delivered early in the life of Docklands, it should also serve to stimulate developer interest in this



First Actions

unique area.

Over the long term, tourism and recreation activities will be of considerable economic significance to Docklands.

In the early years, as the waterfront is made more accessible by the construction of bike paths and pedestrian areas, a limited range of opportunities would emerge for such activities as food stalls, cafes, restaurants and boat and bicycle hire businesses.

Over the long term these opportunities could be expected to expand considerably. All sorts of specifically waterfront-related activities eg. retailing of seafood, boating hire, moorings, retail and repair businesses, water taxis, some of which exist already at Central Pier and at North Wharf, will emerge. More general tourist and recreational opportunities will also develop such as museums, a range of shops, galleries and amusement activities.

Tourism potential of the two trails

The trails can be negotiated now, on foot. They have considerable potential to be developed as pedestrian

and cycle routes containing a variety of points of interest.

The Task Force recommends as a priority upgrading the trails and their facilities.

The range of uses, facilities and attractions which could be introduced are discussed below.

Uses and attractions

A range of attractions for visitors can be provided through the refurbishment of buildings and development of open areas.

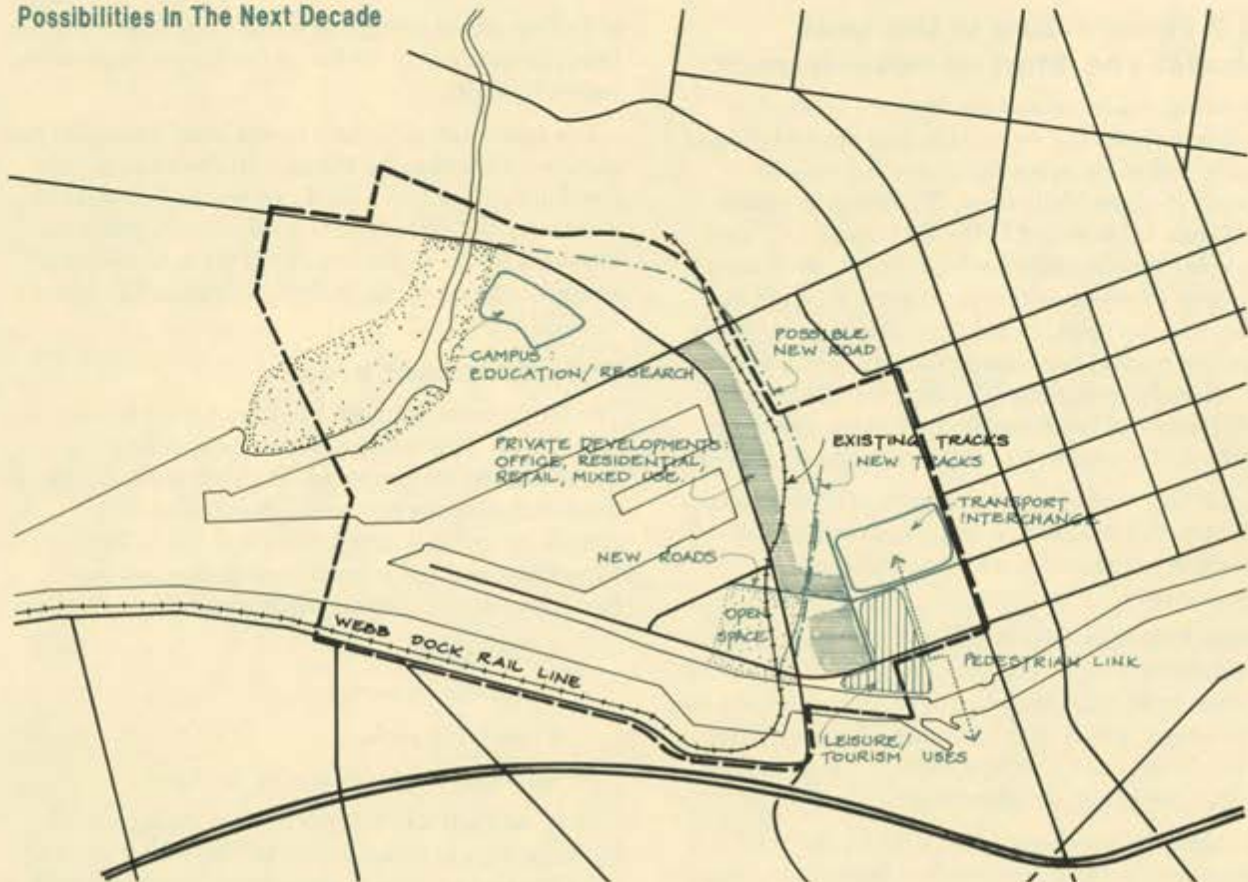
Potential uses and attractions include:

- viewing points, at locations accessible by both car and on foot, overlooking the port, the river and the city skyline;
- restaurants, cafes, kiosks, at various sites, either in new structures of appropriate design and materials or in parts of existing sheds;
- several locations exist for outdoor seafood cafes beside the water and overlooking the port and the city;
- retail, particularly of a maritime, tourism, art/craft and leisure nature, could occur in existing buildings. An occasional market, whether food, "trash and treasure", craft or general goods is also possible;
- educational displays, of the current Port operations, its engineering and trade history, or of the Docklands project itself. An Interpretive Centre could become a tourist and educational attraction in its own right. A "Museum of the Port" could include material from the Port of Melbourne Authority and Melbourne and Metropolitan Board of Works archives and elsewhere. Existing river cruises could make this a stop on their tours of the port;
- boat tours, of the lower Yarra, the Maribyrnong and the Port focussing on current activity and future plans for redevelopment, could commence from the Interpretive Centre;
- bicycle hire, street theatre, music recitals, fishing are other possible activities.

These attractions would need to be complemented by the provision of car parking and other amenities at key points, suitable and informative sign-posting, lighting and safety provisions.

The responsibilities between agencies for implementation, management and maintenance of these potential attractions require resolution.

Possibilities In The Next Decade



Possibilities in the Next Decade

Publicity and public awareness

One of the primary objectives of the First Actions is to increase public awareness of Docklands, its assets and potential.

The Task Force considers that Docklands has unique potential for providing leisure and recreational opportunities for Melburnians and visitors at an early stage of its development, and at relatively little cost, by capitalising on existing facilities.

This general community awareness would assist in making more apparent the potential of Docklands for major investment. It would start the process of turning much of the redundant facilities and vacant land into assets on which the later phases of the Docklands project would be built. Importantly, the public would begin to enjoy access to the waterfront, with its city and port views, at an early stage.

Public transport

Initially Docklands will not be served by comprehensive public transport services. It is possible to serve the focal points along both the Riverfront and the River to Park Trails by buses accessing the area from the CAD via Dudley or Flinders Street. The eastern end of the Riverfront Trail is adjacent to a tram route and is 300 metres from Spencer Street station.

Links to other parts of inner Melbourne

These two trails can form vital parts of a wider regional cycle and pedestrian network currently under development. Additional cycle and pedestrian routes can be created from Docklands through South and Port Melbourne to the bay frontage and to West Gate Park.

The potential exists for Docklands to be a junction of several recreational cycle and pedestrian movement routes. The proposed open space on the former City Gasworks site would be the focus of these radial routes.

4.3.2 Possibilities in the next decade: The Start of Development

The initial actions noted above could be vital in creating community awareness and appreciation of the site and of its potential to develop as a key element of inner Melbourne. They would enable Docklands to be linked to the CAD and the Yarra River corridor from the earliest stages, so that no early development, wherever it occurs, would be isolated in the midst of incompatible activity. It is from this modest beginning that the next tier of actions could commence. Indeed, from this point, other parcels of land may become attractive for a variety of the uses noted in the section on Land Use.

A starting point for development is clearly needed. A Transport Interchange and a casino are both projects of a dimension which would see regeneration of large areas.

What follows is an indication of the way in which development could occur over the next ten years or so, bearing in mind the staging of, and catalysts for, development noted in the Strategic Issues section above. This is not a prescription, but a guide to a possible pattern of development.

It should be mentioned also that for the land use changes in the next decade or so, the existing road network could be used as far as possible and supplemented by the construction of a minimum of new access roads.

Transport Interchange

Plans to develop Spencer Street station as a Transport Interchange have been discussed in the section on Strategic Issues above (Section 3.1.4).

If development of the Transport Interchange proceeds it will become the main transport hub of Melbourne and the main gateway for passengers from the suburbs, intra and interstate and overseas (via the Rapid Transit Link). This has implications in terms of the scale of any tourist/recreation opportunities that might occur in the area and, in particular, for tourist accommodation. Even more importantly, development would offer major commercial benefits to the entire Docklands area.

The Task Force has undertaken a brief study of a design for a comprehensive Transport Interchange on a site immediately west of Spencer Street and bounded by the westward alignments of Collins and Bourke Streets (**Transport Interchange - Collins Street Site**). This report also proposes the extension

of Collins Street along the southern boundary of the Interchange, concurrent with the major phase of its redevelopment.

The extension of Collins Street into Docklands has numerous benefits for the overall Docklands development. From a land use point of view, the extension of Collins Street would open up several key sites in the Melbourne Yard for redevelopment as well as bring Victoria Dock to within 500 metres of the CAD.

Entertainment area

The land parcel between Flinders Street Extension and Collins Street extension and extending westwards to the proposed "Docklands Road", has an area of about nine hectares. Because of its proximity to the World Trade Centre and Spencer Street station, and to good road access, several developments have been suggested for it, including:

- a casino
- an exhibition centre
- a major car park
- entertainment and leisure facilities.

This land parcel contains several structures of heritage significance so that any new land use will need to take account of these important links with the past.

In particular, retention has been proposed of the:

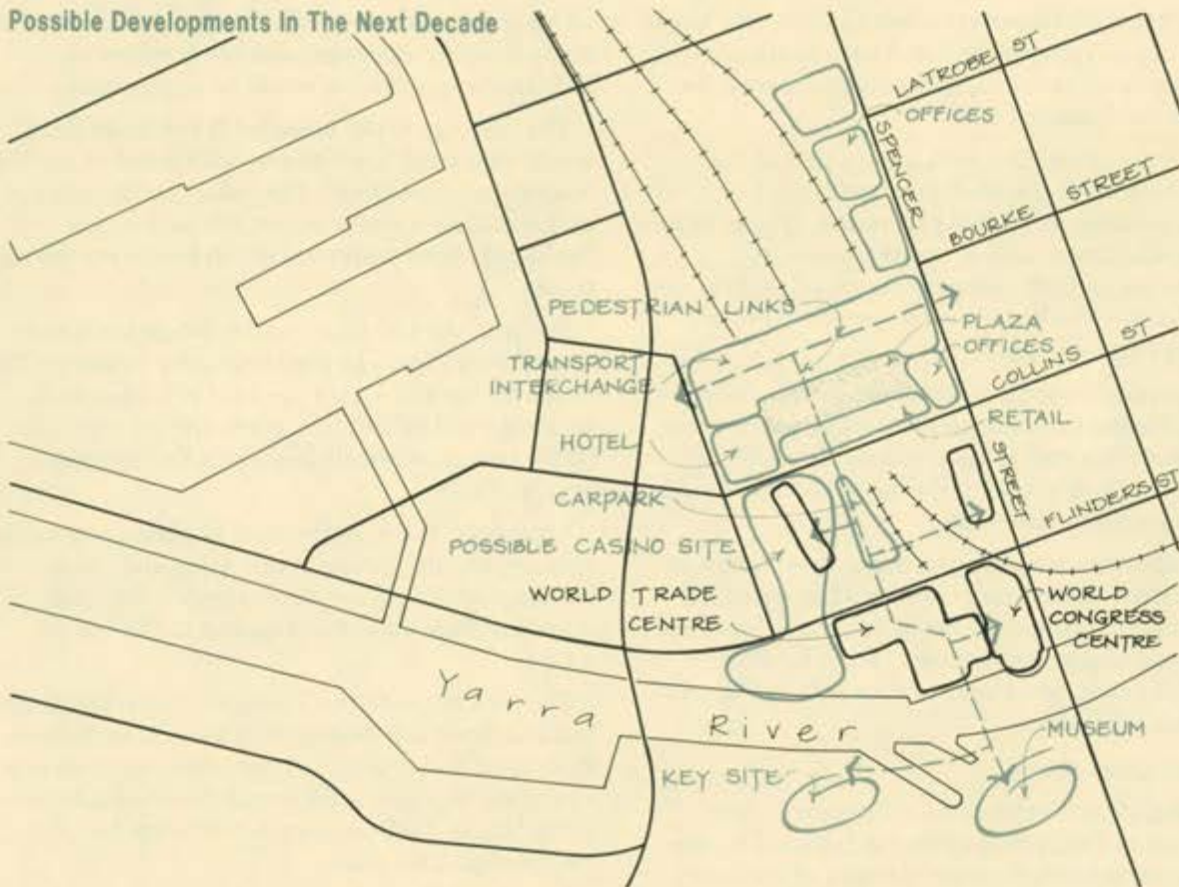
- No. 2 Shed, its brick southern section and covered platform to the north,
- retaining wall, north side of Flinders Street Extension, and
- components of what remains of No. 1 Shed, which comprise a building relocated from the site of the Melbourne Exhibition of 1880-81.

A major open casino could be located in Docklands, attracting up to 6.5 million visitors per year. With up to 200 tables and 2,500 machines, the casino would be the largest in Australia.

A parkland environment could provide the setting for the casino and could see the implementation of significant improvements to the Docklands environment at an early stage.

Registration of interest in developing and operating a casino have recently been called, and it is expected that this process will identify ancillary activities likely to be associated with the casino such as a hotel, convention facilities, etc.

Possible Developments In The Next Decade



Possible Developments in the Next Decade

A proposal of the scale of the casino, with its capacity to attract investors would be a significant catalyst for development at Docklands and would provide a boost to other tourism and recreation opportunities.

This area is regarded as a vital element in a sequence of north-south land uses extending from the Transport Interchange to the Museum of Victoria on Southbank. A pedestrian spine could be created to link a variety of related and complementary uses and activities. This spine would be approximately on the alignment of the Galleria of the World Trade Centre and should provide grade-separated, traffic-free walkways from the concourse of the Transport Interchange to the Museum forecourt.

Of the land uses feasible for this site, a major car park could be located between the pedestrian spine and the rail lines, linked into the pedestrian spine and hence to the other uses along it. A low-rise but high capacity structure is envisaged, with vehicular

access primarily from Flinders Street Extension.

The remainder of the site could be used for an exhibition centre or any other entertainment and leisure facilities as suggested above.

Gasworks park and surrounds

This site lies between Victoria Dock and the Yarra River, immediately west of Footscray Road.

The land is currently used for a variety of purposes. Very little of it is unused and many of the current uses are viable operational areas of the Port of Melbourne.

This land was identified originally as the site for the 1996 Olympic Village. Several alternative uses are now proposed.

Public access is currently available on North Wharf and the berths here are used for private boat operators. This use should continue, while the area is upgraded for a wider range of public access and recreational activities.

The Port of Melbourne is likely to retain the use of berths facing Victoria Dock and sites south of Pigott Street for land-based support services beyond the time-frame discussed here.

The major remaining land area is part of the former City West Gasworks and, as such, has several factors constraining its re-use. These factors are the contaminated soil and the heritage significance, in archaeological terms, of parts of the site, where remnants of the former structure exist. The Gasworks closed in 1974.

It is proposed that the site of the former Gasworks, west of Footscray Road, and extending south to the river, be designated as open space. North Wharf Road could remain within this open space, providing access to sites further west.

This open space would be a major destination on the riverfront access route and could be extended eastwards to incorporate Footscray Road if that road is diverted to a new alignment. It is also feasible to extend the open space area northwards to Victoria Dock at a later stage.

Mixed use area

This strip of land extends from Flinders Street Extension to Dudley Street and is bounded on the east by the possible future alignment of Footscray Road and the north-south road, and on the west by Footscray Road on its present alignment.

South of Collins Street extension, the site would be appropriate for office, residential, commercial or a mixture of uses. In the overall strategy this site is bisected by Docklands Road and the Collins Street view corridor. Overlooking the Yarra River are several key sites where landmark buildings could be constructed.

The area includes the historically-significant Queen's Warehouse in Blyth Street. This substantial brick structure is to be preserved. Its style and form necessitate new buildings nearby to be of similar scale. Its western frontage is proposed to face the proposed "Docklands Road".

North of Collins Street extension the land is almost totally unused, the rail tracks and buildings being substantially redundant to current operations.

Once the Cowper Street/Central Pier area is developed for public use, and through-traffic is removed from Footscray Road, this land will become particularly attractive. The frontage to Footscray Road, particularly at ground level, should have uses

which emphasise the public and waterfront nature of the location. Above ground level, offices or residential apartments would be appropriate.

The frontage to the proposed "Docklands Road" would lend itself to office use, with retail or service business at street level. The same configuration of uses would be appropriate on the east side of Docklands Road with sites which back onto the rail tracks.

Between the two main road frontage uses, the central core should be predominantly housing. This would be one site where medium to high-density housing could be suitable, given the proximity to public transport, retail, leisure and employment opportunities.

Local open space, in the form of plazas and urban squares, should permeate this area, and the form of buildings should allow water views to be obtained, including from buildings adjacent to the rail corridor.

The area between the Transport Interchange and Victoria Dock will develop as a focus of pedestrian movement and activity. A water transport quay is envisaged in Victoria Dock and this should be linked efficiently to the Transport Interchange by some means of people mover.

It is therefore logical that this area become a band of retail and ancilliary uses, either along Collins Street or to its immediate north.

The Webb Dock Rail Line passes through this area at present and, even if this route is modified to some extent, it is likely to remain in this area beyond the medium term. Several alternative routes are under investigation but this freight corridor will remain an intrusion which will have to be accepted and its visual and operational impact minimised.

Campus Site

Docklands provides a unique opportunity for inner city educational institutions to solve their space problems while taking advantage of the potential for interaction with other facilities, particularly in the area of research.

The location of a multi-institutional campus with a research focus could provide a basis for related commercial/industrial development in the way that Monash University has provided a basis for such industry at Clayton and La Trobe University at the Research Park at Bundoora.

The warehousing centred on Sudholz Street is leased to a number of private businesses. Several of these leases are of a short-term nature, and this fact contributed to the identification of the area as a suitable one for the early establishment of tertiary education or research facilities. Other factors which influenced this proposal were the perceived need for a new campus on the city's west to serve the western suburbs and the site's proximity to the Knowledge Precinct in Carlton and Parkville.

Several institutions have signalled an interest in locating facilities at Docklands, possibly on a joint-venture basis with the private sector. Both the Victorian Post-Secondary Education Commission and the State Training Board have also expressed interest in continuing discussions about the development of a campus at Docklands, possibly of a multi-institutional nature.

The Task Force has identified an appropriate campus site on land between Victoria Dock and Moonee Ponds Creek. The land is currently within the jurisdiction of the Port of Melbourne Authority (PMA) although it is used for three main purposes: private moorings, commercial shipping and warehousing. Unused open space flanks the estuary of Moonee Ponds Creek.

The PMA will continue to operate the container berth at No's 16 and 17 Victoria Dock in the medium-term. The future of the private berthing at berths 19 and 21 is unclear, although the opening up of this area for further public access is favoured.

The shed and berths at No's 20 and 21 Victoria Dock have been identified as being of considerable historic value. This may influence the range of possible new uses.

A parcel of some 19 hectares has been identified which has frontage to both Footscray Road and the existing vacant land abutting Moonee Ponds Creek which is proposed as open space. Of these 19 hectares, leases on about eight hectares are renewable on an annual basis. Within a comparatively short time, therefore, land could be made available for redevelopment.

Ultimately, a site of some 24 hectares, extending across Dudley Street to Victoria Dock, could be created.

4.4 Next steps of Public Comment on Docklands

The release of the Draft Strategy heralds the commencement of the second phase of public consultation. Whereas the first phase canvassed a wide range of ideas and concerns and explored in relatively general terms several options for Docklands, this second phase provides the opportunity for public comment on the progress of the Task Force to date in developing a strategy for Docklands.

This second stage will also provide an opportunity, where appropriate, for the Docklands Authority to become well-versed in the background, current public response and matters relating to the finalisation of a strategy for Docklands.

The Approach

The second phase of consultation will have three parts:

- (i) A press launch to announce the public release of the Draft Strategy and provide a broad outline of its main components
 - (ii) Soon after the launch, a major public meeting to which all participants thus far (and possibly new ones) will be invited to attend. The focus will be on outlining the Draft Strategy; describing the main lines of its development since the earlier consultation; and providing an opportunity for initial responses.
- This will be held on Thursday 28 November from 7pm to 10pm at the Royal Exhibition Building Conference Centre, (Mirrored Building) Nicholson Street Carlton
- (iii) Several localised public meetings for which participants will have a choice of dates and locations. The aim of these will be to provide opportunities for closer and more detailed discussion of the Draft Strategy.

These will be held on:

- Tuesday 10 December from 7.30pm to 10.00pm, at the Assembly Room, Footscray town Hall, cnr Hyde and Napier Streets, Footscray.
- Wednesday 11 December from 7.30pm to 10.00pm, at the Liardet Community Centre, cnr Nott and Liardet Streets, Port Melbourne.
- Thursday 12 December from 4.00pm to 6.00pm, at Melbourne Water (MMBW) Theatre 625 Little Collins Street, Melbourne.

At each of these public seminars, the Task Force and Docklands Consultation Steering Group are particularly interested in people's contributions to the main parts of the Draft Strategy, notably:

- the presentation of public input (its accuracy and comprehensiveness);
- the appropriateness of the proposed set of principles for Docklands redevelopment;
- the identification and discussion of strategic issues;
- the Draft Strategy's more specific treatment of land uses, infrastructure and character as they relate to the future of Docklands.

Beyond these agenda items, there may be of course other matters relating to the finalisation of a Docklands Strategy which people may wish to raise.

People seeking to submit written responses in any form would need to do so by 31 December, 1991. Appointments can also be made to present your views in person.

For further information and/or further copies of the Draft Strategy report, please contact:

Docklands Task Force
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East Melbourne VIC 3002
Ph: (03) 651 7895
Fax: (03) 651 7890

Appendix One

List of Submissions

Private Individuals

E Avery, MBE (4 submissions)
 N Baginski
 R Brons
 A Davey
 I Davidson
 A Day
 G Doyle
 M Drake
 B Echberg (submission presented in person)
 C Ferrari (3 submissions)
 N Ford (submission presented in person)
 C Fossemalle
 J Graham
 J Irving
 J Eric Jackson
 F Lewis
 D McCutcheon
 P Montgomery
 D Moore
 Dr G Mosley
 Justice H Nathan (2 submissions)
 E Peterson (submission presented in person)
 N Randazzo
 H Robson
 K Russell
 T Ryan (submission presented in person)
 L Smith
 Dr H Ward
 R Welsh
 A Wise

Organisations

Community

- Association for the Blind
(Ms C Kyne)
- Bicycle Victoria
(Mr B Heath - Secretary)
- Cruising Boat Owners Association
(Spokespersons - M Coppell, D Turner, J Dobbin)
- Debate and Analysis of News, Comments and Events (DANCE Group)
(Mr R Gordon - Associate Secretary)
- Flemington Association
(Mr B Durant - Secretary)
- Foreshore Residents' Association Inc.
(Ms. N Yeates - Secretary)
- Hazardous Materials Action Group (HAZMAG)
(Ms C Hartland, Mr P Adams - Spokespersons)
- Moonee Ponds Creek Association Inc.
(Mr. W Harvey - Secretary)
- National Council of Women of Victoria
(Mrs. J Rofe - Acting President, Senior Vice President)
- North Melbourne Association Inc.
(Ms. K Oddie - Planning Convenor)
- North Melbourne Tenants' Association Inc.
(Mr. A White - Chairperson)
- Paraplegic and Quadriplegic Association of Victoria
(Mr R Harris)
- Rainforest Action Group
(Mr P Spencer)
- Social Justice Coalition
(Mr. E Ogilvy)

- Vicrod
(Ms Sue Parks)

Professional

- Australian Institute of Landscape Architects (AILA)
(Mr. B Echberg)
- The Royal Australian Institute of Architects (RAIA)
(Mr. S Ashton - President of RAIA Victoria Chapter)
- Royal Australian Planning Institute Inc. (RAPI)
(Mr. M van Assche - President, Royal Australian Planning Institute and
Mr. G Nicol - Chairman, Australian Association of Planning Consultants)

Business

- Armstrong Williams and Associates Pty Ltd
(Mr Penry Williams)
- AMP Investments - Property Development
(Mr S F Swain - Property Development Manager)
- CBT Australia - Building Technology
(Mr C E Nelson - Managing Director)
- Helicopter Association of Australia
(Mr B Newman - President, Victorian Branch)
(submission presented in person)
- Sandridge City Development Company Ltd.
(Mr. R Peck - Chief Executive Officer)
- VIPAC Engineers and Scientists Ltd.
(Mr. M Smith - Managing Director)
- William and Barber Associates
(Mr. W Barber)

Religious

- Collins St. Baptist Church
(Rev. J. Barr - Associate Pastor)

Aboriginal

- The Wurundjeri Tribe Land and Compensation Cultural Heritage Council Inc.
(Ms. M Gardiner - Spokesperson)

Unions

- Joint Unions Working Party Report on Docklands Development
(Mr. C Collison - Spokesperson)

Media, the Arts and Heritage

- National Trust Australia (Victoria)
(Mr Ian Wight - Assistant Administrator, Conservation)
- Ships and Ports Magazine
Maritime Trust of Australia
(Mr N G Cree)
- Victorian Council of the Arts
(Ms D Reed - Chairperson)

Tertiary Institutions

- Department of Architecture and Building
Melbourne University
(Dr K Dovey)

Other

- Astronomical Society of Victoria Inc.
(Mr. G Dudley - Light Pollution Committee)

Government

State

- Department of Sport and Recreation
(Ms L Wyld - Recreation Planning Consultant)
- Department of Labour
(Mr G Holmes - Director General)
- Gas and Fuel Corporation of Victoria
(Mr W L Fitzherbert - Secretary)

- Historic Buildings Council
Ministry for Planning and Environment Victoria
(Mr H Okraglik - Acting Director)
- Melbourne and Metropolitan Board of Works
(Mr R Leivers - Manager, Metropolitan Open Space Division)
- Melbourne and Metropolitan Board of Works
(Mr R Smith - Acting Manager, Development and Planning Co-ordination)
- Office of Aboriginal Affairs
(Mr T Garwood - Manager)
- Port of Melbourne Authority
(Mr J King - Chairman)
- Public Transport Corporation
(Mr C Malan - Director, Corporate Development)
- State Electricity Commission of Victoria
(Mr G Bates - Chief General Manager)
VicRoads
(Mr R Patterson - Chief Executive)
- City of South Melbourne
(Mr. N Kropp - Chief Executive Officer and Town Clerk)
- City of Werribee
(Mr. J Kerr - Town Clerk)
- Northern Region Commission
(Mr R Kibby - Executive Director)
- Western Region Commission
(Mr F Maddern - Executive Director)

Federal

- Civil Aviation Authority Australia
Safety Regulation Group, Victoria/Tasmania
Field Office
(Mr L Knight - Examiner of Airmen)

Local

- City of Brunswick
(Ms. J Connellan - Special Projects Engineer)
- City of Footscray
(Mr G Pearce - Chief Executive)
- City of Melbourne
(Mr. A Friend - Corporate Manager)
- City of Port Melbourne
(Mr N C Beddoe - City Engineer)

Appendix Two

List of working papers and related documents

The Docklands Task Force has carried out or commissioned research on a variety of topics relevant to planning for Docklands. As part of the consultation process, this information will be made available to interested individuals and organisations who wish to examine particular issues in more detail.

Working Papers may be obtained at a nominal charge from:

Docklands Task Force

11th Floor

176 Wellington Parade

East Melbourne VIC 3002

Phone: (03) 651 7895 For further information, contact the Task Force at the above address.

Recreation Opportunities From Banana Alley to North Wharf: A Working Document
Costa, R, Phillip Institute of Technology,
June 1991

This paper discusses the existing and potential recreation opportunities from Banana Alley to North Wharf. The current recreational facilities in the area are discussed and gaps in available facilities such as cafes/eating places are identified. Existing constraints to pedestrian access such as the poor signage and lack of clear trail or destination are also discussed.

Sites for new recreational uses are considered and some strategies to encourage people into the area are proposed.

The paper concludes by stressing the need to encourage more people into the area in an effort to enhance general public awareness of Docklands.
Comparison of Alternative River Crossings for the Western Bypass: Working Paper, Maunsell & Partners, October 1991

Plans for the development of Docklands include proposals to extend the Western Bypass south of Footscray Road to allow direct connection across the Yarra to the West Gate Freeway.

- Various forms have been considered for this connection:
- low, medium or high bridges on an alignment with Graham Street;
- shallow or deep tunnels on the Graham Street alignment;
- shallow tunnel on a Footscray Road alignment.

The Working Paper describes these alternatives and presents a summary of their potential, costs and benefits. The incorporation of the Webb Dock Rail Line into the connection has also been considered
Comparative Costs of Residential Development at Docklands and the Urban Fringe: Working Paper, Urban Projects Pty Ltd, August 1991

This paper considers the cost of providing for a residential population at Docklands compared with the outer urban fringe. Physical and services infrastructure to support a Docklands population is identified together with an assessment of spare capacity. Previous cost/benefit studies are reviewed and actual costs of completed residential projects in the vicinity of Docklands are compared with the costs of projects in the outer suburbs. The long-term running costs to local Government of providing for the population is also analysed and a comparison made of inner, middle and outer suburbs.

Melbourne Docklands: Draft Strategy: Financial Evaluation: Working Paper
Docklands Task Force, August 1991

This paper evaluates financially the Draft Strategy for Docklands using a computer-based discounted cash flow analysis. This identifies potential returns to Government from the sale of land. The methodology and output is verified by advice from the Office of the Valuer-General. Also, a sensitivity analysis is undertaken to identify the impact on financial returns of reducing expected land sales revenue and increasing expected infrastructure costs.

Melbourne Docklands: Human Services: Working Paper Docklands Task Force, August 1991

This paper examines existing human services available to support a Docklands population, including an assessment of whether spare capacity within services exists or whether the additional population at Docklands will assist in improving the viability of existing services. Also identified is any additional capital or recurrent expenditure on services that may be required.

Melbourne Docklands: Provision of Physical Services Infrastructure: Working Paper
Docklands Task Force, September 1991

This paper examines the provision of electricity, water, gas, sewerage, drainage and telecommunications infrastructure in Docklands. The Paper presents a summary of the existing

physical services infrastructure and identifies the anticipated impacts, together with costs, of Docklands development on these services.

Review of Effects of Ground Conditions on Construction in Docklands: Working Paper Maunsell & Partners Pty Ltd and Urban Projects Pty Ltd, April 1991

This working paper further examines the effects of poor ground conditions on construction in Docklands as identified in the report prepared by Stephenson and Turner, Docklands Study, 1990.

The issues considered are the impact of construction cost penalties on the projected land sales revenue, the appropriate nature of industrial buildings on Docklands, the impact on inground services of the high settlement characteristics of Coode Island Silt, and the Greenhouse Effect.

A Review of the Olympic Village Site: Working Paper Docklands Task Force, August 1991

In this Working Paper, the land use mix proposed in the Olympic Village concept is reviewed in the light of Government policy and objectives relevant to the site; physical conditions; financial implications and public submissions relating to the Olympic Village site. As a result, changes to the land use and development parameters for the site are proposed.

A Transport Strategy: Working Paper Docklands Task Force Transport Working Group, August, 1991

This Paper outlines solutions to the two primary transport issues identified during the consultation process:

- the need to maximise access opportunities by public transport; and
- the desirability of minimising traffic intrusion by diverting existing and future through traffic away from Docklands.

The proposed extension to the Western Bypass is discussed in detail and mode split targets are proposed for journeys to and within Docklands. Traffic implications of Docklands development and transport infrastructure proposals are explored and the future for rail freight, the principles of parking policy and pedestrian and bicycle movements are considered.

A Review of the Victorian Ports Land Use Plan Maunsell & Partners Pty Ltd, July 1991

The Victorian Ports Land Use Plan is being prepared by the State's three port authorities. This Land Use Plan and the Docklands redevelopment project impact significantly upon one another.

An Options Paper was prepared for the Land Use Plan which sets out to select and develop options from possibilities previously canvassed.

This Review examines the Options Paper from the perspective of Docklands redevelopment and concentrates on issues that impact on Docklands. It does not set out to provide full and detailed comment on all aspects of the Options Paper but seeks to address its evaluation criteria, trade forecasts, further options and relocation opportunities.

Docklands Heritage Study Ward A and Associates, June 1991

This study encompasses a summary of major historical themes constituting the significance of the area, an environmental history supported by a chronology of events in the history of the Port of Melbourne and the rail yards; and details of an intensive field survey of the area.

In all, some 83 sites are identified and described, and recommendations for inclusion in the State and National Estate Registers were made for 18 of them.

Papers Previously Published by the Docklands Task Force

Heritage Working Paper

Residential Land Use Working Paper

Options for the Webb Dock Rail Line Working Paper

Financial Evaluation Working Paper

Telecommunications Infrastructure and Services Working Paper Spencer Street Station/Transport Interchange Working Paper

Greater Docklands Land Use Survey - Consultant Report

Docklands Multifunction Polis Physical Planning Study Geotechnical Evaluation - Consultant Report, Maunsell & Partners, April 1990

Summary of Ground Conditions in the Docklands Development Area - Consultant Report, Nielson, June 1990

Docklands Study 1990: A comparative study of development costs associated with construction in the Greater Docklands Study Area and description of special conditions encountered within the area -

Consultant Report, Stephenson & Turner, November 1990

Concept Study of a Moveable Rail Bridge
Downstream of Appleton Dock - Consultant Report,
Maunsell and Partners, April 1990

Docklands Development: A Transport Overview,
Docklands Task Force Working Group, July 1990

Concept Study of Road and Rail Bridges
Downstream of Victoria Dock - Consultant Report,
Maunsell & Partners, 1990

Railyards/Transport (Multi-Modal) Interchange,
Spencer Street Yards Study - Consultant Report,
Professor David Yencken, May 1990

Spencer Street Multi-Modal Interchange Study -
Consultant Report, Connell Wagner and Daryl
Jackson, August 1990

Transport Interchange (MMI): Preliminary
Investigation of a Collins Street site - Consultant
Report, Docklands Task Force, October 1990

Places of Cultural Significance, Multifunction Polis
Investigation Area, Advice from the Department of
Planning and Environment, March 1990

Melbourne Docklands Redevelopment: Ground
Contamination Study (Volume 1 Report, Volume 2
Appendices) - Consultant Report, Camp, Scott,
Furphy & Golder, September 1989

Melbourne Docklands Redevelopment: Ground
Contamination Overview Study - Consultant Report,
Camp, Scott, Furphy & Golder, May 1990

Melbourne Docklands: Planning Context and
Financial Implications - Consultant Report, Price
Waterhouse and Wilson Sayer Core, July 1990

Docklands Task Force: Report of the Information
and Telecommunications Working Party, June 1990

Docklands Task Force: The Establishment of a
Technoport in Melbourne - an Initial Examination of
the Issues - Consultant Report, Maunsell &
Partners, May 1990

London Docklands - A Case Study for Melbourne -
Consultant Report, Dan Kolomanski Consultants,
November 1990

Other Documents Previously Published

Melbourne Docklands: Strategic Options, Docklands
Task Force, December 1990

Melbourne's Docklands - A Strategic Planning
Framework, Ministry for Planning and Housing,
August 1989

Melbourne's Docklands - A Strategic Planning
Framework, Report on Public Consultation by
Minister for Planning and Urban Growth, May 1990

Melbourne's Docklands - Progress Report, Major
Projects Unit, May 1990

Melbourne Docklands, Committee for Melbourne,
May 1990

Appendix Three

Page 2—Herald-Sun Melbourne Docklands Lift-out, Monday, February 11, 1991

ANY future change to Melbourne's docklands must also consider items already in the area.

The existing transport infrastructure is critical to the physical planning of dockland. So too the issues of flooding, contamination and conservation.

A relatively simple topic like soil conditions may impose extra costs on development.

For instance, Coode Island Silt is predominant in much of docklands and any structure higher than two-storeys would need to be piled if located over this soil type.

Finance is another issue which will influence the development as funding will need to be led by the private sector.

The Premier, Ms Joan Kirner, said private sector investment would be critical to docklands proceeding.

"Once we have defined a strategy, it will be up to the private sector to assume the challenge," Ms Kirner said.

"Development must be demand led."

The *Melbourne Docklands - Strategic Options* report suggests the State Government should not take sole responsibility for funding.

The report said it's "neither possible nor appropriate for the Victorian Government to be the sole provider for the significant investment in infrastructure that could be required".

However, it did suggest the Government could help by targeting specific economic and infrastructure projects under programs administered by the Department of Manufacturing and Industrial Development. Physical conditions which will affect development are many and varied.

The Environmental Protection Authority (EPA) lists a number of contaminated sites in docklands.

But with the exception of two former gasworks, the government's preliminary study indicates that contamination in the core area is generally at a manageable level.

Contamination sites listed outside the core include some industrial and storage sites in Yarraville, South and Port Melbourne, and the Coode Island liquid bulk chemical store.

Large areas of low-lying land in the study — such as spots either side of Moonee Ponds Creek — are subject to flooding.

Areas along the Maribyrnong River are also prone to flooding; however, the construction of the Arundel retaining basin at Kellor could reduce the risk.

The basin could be essential to releasing potential residential areas at Lynch's Bridge and in Kensington.

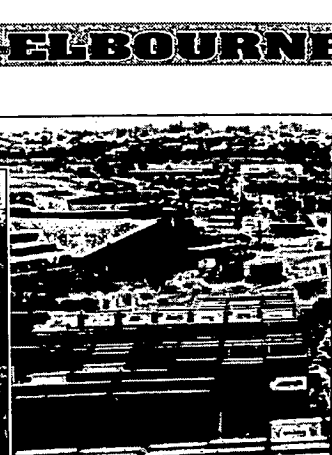
The government report suggests new development will also need to allow for the impact of the greenhouse effect.

There are items of historic interest within the docklands core and their preservation could be a vital component of the area's unique character.

Buildings already on the Register of Historic Buildings or the Register of Government Buildings include: the old Railway's Administration building; railway shed num-



● Docklands (above right) and the type of land (above) which could be put to new use.



ber 2; Queens warehouse; the Missions to Seamen building; and the North Melbourne Railway Station.

The docklands could be linked into the existing system and could reinforce Spencer Street Station's position as a public transport hub.

Tram and light rail services that travel along or terminate near Spencer St could be extended into the docklands core. Other services could also be extended, such as tram routes along Collins and La Trobe streets.

Other innovative forms of public transport could also be considered, like superimposed buses on the existing network.

An estimated 48,000 vehicles travel daily along Footscray Rd — but the road itself creates a barrier effect to traffic travelling north-south.

The *Melbourne Docklands: Strategic Options* report said it might be possible to reduce through-traffic on Footscray Rd and downgrade its function to local access road status.

It could then be renamed Footscray Boulevard and a new, realigned Footscray Rd could be routed through the Melbourne freight yards to the Charles Grimes Bridge at an estimated cost of \$50 million.

The report said a local access road could also be installed on a platform above the new Footscray Rd if the east-west streets were extended over it. The duplication of Footscray Rd could then cost an estimated \$193 million.

Alternatively, a tunnel could be built immediately east of the existing Footscray Rd.

This scheme, estimated to cost \$215 million, could allow through-traffic to be carried underground and local traffic to be carried on top.

The report estimates that Dymon Rd could be linked to the Footscray Rd duplication at a cost of \$90 million. This could reduce through-traffic on Spencer St.

The proposed Western Bypass might include a possible extension from Footscray Rd to the Westgate Freeway.

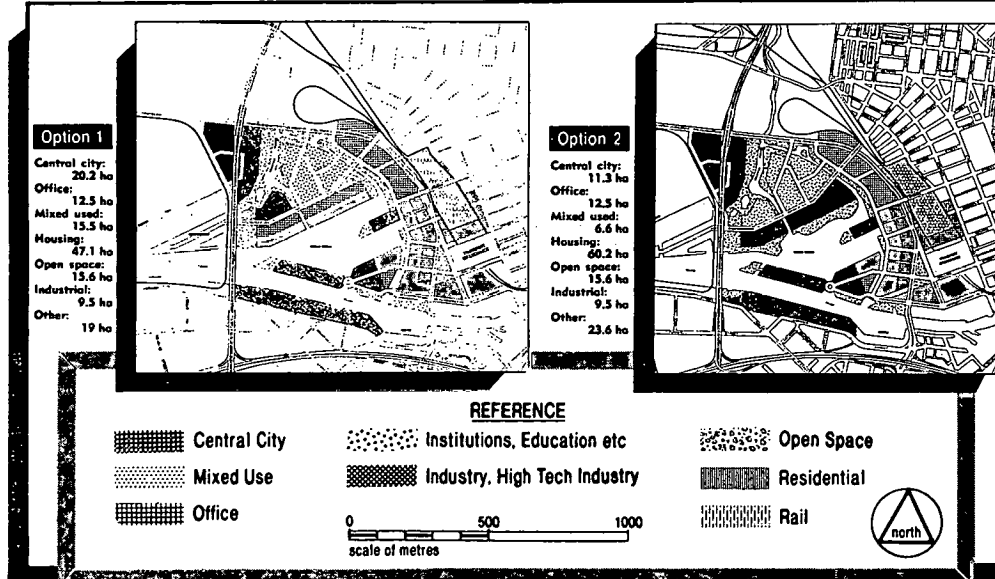
The extension depends upon finding a way to span the Yarra River without disrupting port activity.

It could cost between \$180-\$500 million (depending on how the Yarra was crossed), and might also require a proposed fee interchange at the West Gate Freeway to restrict through-traffic from the nearby suburbs.

The report said an extra north-south arterial road between Footscray Rd and Lorimer St could be built on a similar alignment to the Western Bypass extension.

Estimated to cost \$27 million, this road could reduce the local port traffic in the docklands core section of Footscray Rd by

CHALLENGE TO CHANGE



DOW THE

THE Docklands Task Force offers four concepts on how to reshape the docklands' core. They are by no means the only possibilities, and are presented merely to help stimulate public comment.

Option One

This emphasises a high intensity of city-centre style development at the docklands' core. Of the core's 2.6 million square metres of floor space, more than half could be office use and only 15 per cent for residential.

Office blocks of between 40 and 60 storeys could face Spencer St, Collins St, and Footscray Rd duplication.

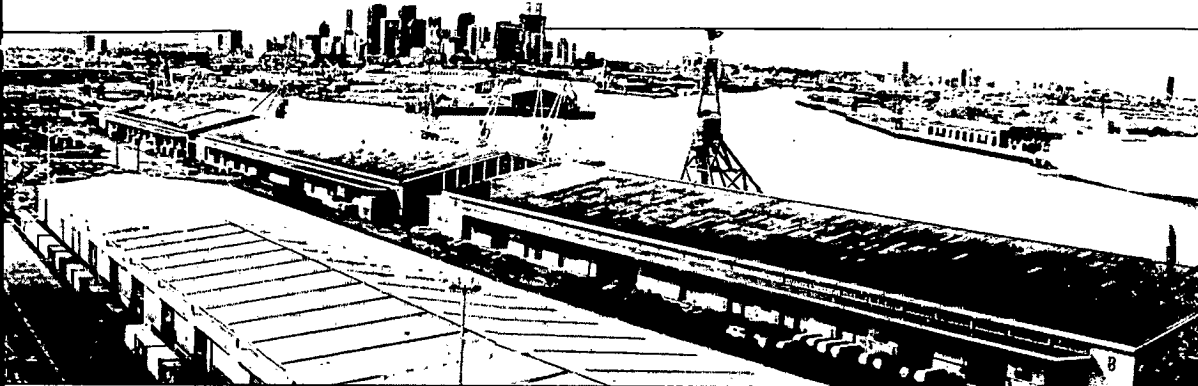
Land north of the proposed extension of La Trobe St could also be zoned exclusively for office development. This could extend along Footscray Rd to the Moonee Ponds Creek.

South of the Collins St extension is a site for exhibition use, possibly linked with the World Congress Centre. To its west is a site for office development, which could also include a large mark building.

This option differs from the other three in proposing office and mixed use areas along the north side of Victoria Harbour.

Herald-Sun Melbourne Docklands Lift-out, Monday, February 11, 1991—Page 3

DOCKLANDS SPECIAL ADVERTISING FEATURE



linkage between Swanson and docks and Webb Dock.

Street Station and rail tracks are barriers in any plans of linking docks to the city.

Docklands Task Force offers a few ways to overcome the problem:

A: Develop the existing station and extend east-west street extensions along the tracks. Estimated cost: \$100 million.

B: The station could be developed both directions over platform and have been lowered so that streets could be extended at close grade. (This option sets aside for the largest possible volume of development along the tracks.) Estimated cost: \$100 million.

C: Similar to B except the new street is parallel. This allows redevelopment of the station in a similar form to the Bourke St axis, but further east-west streets have a lower level than extensions in A and B. Estimated cost: \$100 million.

D: Develop Spencer Street Station to become the destination of the rapid Transit Link (RTL) from the Airport.

E: The station could carry both passengers and goods to the airport and the city in the future.

F: The government is investigating suitable technology. (Inquiries to the Port Corporation on 610-2903).

G: Dock rail line cuts through the core area, linking Webb Dock to the container terminal.

H: The station is to move the line west to the new bridge over the Yarra. Estimated cost: \$20-\$30 million.

I: The station could be re-aligned to run along Footscray Rd. Estimated cost: \$100 million.

J: The station could be re-aligned to run along Footscray Rd. Estimated cost: \$100 million.

K: The station could be re-aligned to run along Footscray Rd. Estimated cost: \$100 million.

L: The station could be re-aligned to run along Footscray Rd. Estimated cost: \$100 million.

M: The station could be re-aligned to run along Footscray Rd. Estimated cost: \$100 million.

N: The station could be re-aligned to run along Footscray Rd. Estimated cost: \$100 million.

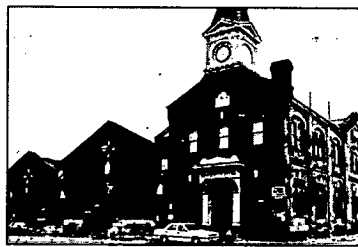
O: The station could be re-aligned to run along Footscray Rd. Estimated cost: \$100 million.

P: The station could be re-aligned to run along Footscray Rd. Estimated cost: \$100 million.

Q: The station could be re-aligned to run along Footscray Rd. Estimated cost: \$100 million.

R: The station could be re-aligned to run along Footscray Rd. Estimated cost: \$100 million.

S: The station could be re-aligned to run along Footscray Rd. Estimated cost: \$100 million.



● This historic railway shed (above) could be a vital part of the docklands unique character. Plans could also ease the traffic burden on Footscray Rd (below).



Financial Evaluation of Schemes

\$million, 1990 prices

	Revenue	Costs	Net Present Value (%)
Option 1	1186	541	127
Option 2	862	541	74
Option 3	827	541	66
Option 4	351	371	-11

BRIEFLY

Fresh questions

DEVELOPMENT of the docklands raises issues important to all Victorians.

And the State Government is keen to hear public comment on a range of topics, such as:

□ What are the costs and benefits of developing docklands?

□ What would happen if docklands wasn't developed?

□ What is the best land use pattern for the docklands' core? Should this be city centre style development, or should there be more open space, retail or residential development?

□ How high should the buildings be and what style of development would you like to see?

□ What should the mix be between housing types including public housing?

□ What sort of guidelines or controls in terms of environmental and urban quality should be provided if the developments does go ahead?

□ What is the best way of managing the development of docklands? Is it appropriate to establish a Development Authority?

● Details on how you become involved in the consultation process are on Page 4.

Transport plan

THE four strategic options (shown below) focus attention on the existing port and rail activities.

The government says much of this land is under-utilised — given the substantial changes occurring in transport technology and practice.

The Port of Melbourne Authority (PMA) is developing a Land Use Plan which will help define long-term requirements.

And a land-release program has been developed based on data from the PMA and the Public Transport Corporation.

● Copies of the papers prepared are available from PMA's strategic projects manager, Ms Leigh Mackay, tel. (03) 611-1681.

TO
ORE

also includes plans for a 9 ha site facing the creek. This allows redevelopment of the station in a similar form to the Bourke St axis, but further east-west streets have a lower level than extensions in A and B. Estimated cost: \$100 million.

are another three sites along the creek for town-house development of up to 500 units. These are for industrial west of the proposed bypass extension and adjacent to the Apple-back-up land.

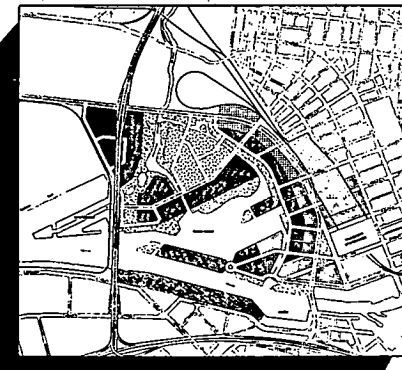
Two

E in this formula for a more even mix of commercial, residential and institutional uses.

for central city development reduced relative to surrounding building heights.

of five-storey could be in the mixed use area along the south-western extension of the Collins St extension.

along North Victoria St extension. Options 1 and 2. It is to be residential under



Option 3

Central city: 11.3 ha
Office: 7.5 ha
Mixed used: 4.0 ha
Housing: 72.5 ha
Open space: 15.4 ha
Industrial: 9.5 ha
Other: 19 ha



Option 4

Central city: 4.4 ha
Office: 5.8 ha
Mixed used: 13.4 ha
Housing: Nil
Industrial: Nil
Other: 12.5 ha

the Option 2 proposal, allowing space for up to 870 units.

Option Three

THIS medium density style typifies the character of inner suburban Melbourne rather than that of the central city or its fringes.

With a bias towards residential land use, it limits central city development to an area between Spencer St, the Collins St extension and the west side of the Footscray Rd.

Single or two-storey offices

are proposed along the Footscray Rd duplication, with a band of residential development which could front the existing alignment of Footscray Rd.

Land next to the World Trade Centre could be used for exhibition purposes.

Land east of the old Footscray Rd could be for residential development — an area bounded by extensions to Flinders and LaTrobe streets.

Residential land is provided

along Victoria Harbor, and another 23 ha between the harbor and the Western Bypass extension.

An estimated 1300 dwelling units could be created in five areas set aside for this purpose. This compares with a possible 500 units in Option 1's three proposed areas.

Option Four

THIS low density development could convert the majority of the area into open space and give the west edge of central

Melbourne a large, water-oriented parkland.

This could complete the green link which already nearly encircles the city.

All land west of Footscray Rd could be reserved as open space.

Development east of Footscray Rd is similar to the proposals raised in the other options.

Central city use could be confined to Spencer St, the Collins St extension and the east side

of the new north-south local road.

A broad band of mixed use between Footscray Rd and the new road could stretch from Flinders St to an extension of LaTrobe St.

Residential use in the core area could be restricted to the mixed use area. Outside the core it could be concentrated in Kensington, West Melbourne, and a strip along Williamstown Rd in Port Melbourne.

Reprinted from the Herald-Sun, February 11, 1991.

Herald-Sun Melbourne Docklands Lift-out, Monday, February 11, 1991—Page 1



MELBOURNE'S DOCKLANDS

SPECIAL ADVERTISING FEATURE

Some people might sit on a dock in the bay, drive across the West Gate Bridge, or even try standing on tippy-toes in Spencer St. But whichever way you look at it, Melbourne's docklands has a lot to offer.

THERE is unexplored potential deep within the crazy patchwork quilt we call Melbourne. The skyline is an incongruous mix of office buildings, rail yards with a backdrop of water and ships funnels. The docklands is a huge tract of inner city land; a mix of rail yards, port-related activities, storage depots and idle blocks, criss-crossed by a network of waterways. To see the docklands, simply drive across the West Gate Bridge and look back towards the city.

Alternatively, stand at the bottom end of Spencer St and look either west or south. But one view which isn't always so easily gained is that of the future. Due to changes in transport technology, some areas in the docklands have the potential to be redeveloped.

This four page special feature is a government sponsored initiative aimed at promoting public discussion on the possible future use of the docklands. It will also outline the potential shape of tomorrow's skyline.

Victoria's Premier, Ms Joan Kirner, describes the development as giving Melbourne a new waterfront perspective.

"This unique opportunity will link the western and central regions of the city in a way that the West Gate Bridge never could achieve," Ms Kirner said.

The Minister for Manufacturing and Industry Development, Mr David White, said the project could foster Melbourne's reputation as a "city on the water".

It could allow the city to be extended in a way which would link the central activities district to the waterfront at Victoria Dock.

Docklands is right at the centre of the state's port and rail terminals. It could provide a major focus for investment in knowledge intensive research and development.

It could boost the inner city's capability to provide residential dwellings. But there is more to successful development than mere attention to detail. The State Government is also keen to have input from the community.

To stimulate discussion, the Government has released a report called *Melbourne Docklands: Strategic Options*.

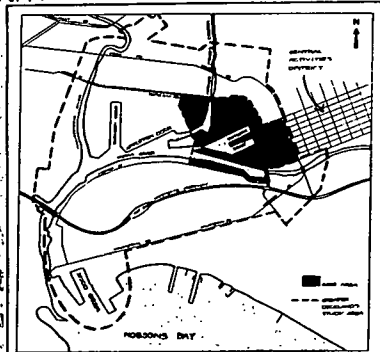
The report presents a range of options which its author, the Docklands Task Force, considers to be financially and physically viable.

The task force last February started to prepare a long-term strategy for the area.

It drew on several sources included work previously carried out for Melbourne's Olympics bid; the committee for Melbourne's proposal for the Multifunction Poles; the Department of Planning and Urban Environment's *Strategic Planning Framework*; and the Major



● The waterfront's changing face... as it was (above), where it might alter (inset), and how it looks today (below).



Where planners draw the line

THE Docklands Task Force has deliberately drawn wide boundaries.

Its study includes neighboring districts so as to ensure development of the dockland takes into account the potential impact on surrounding areas.

The total area to be considered in the study is 21 square kilometres of land and waterways; however the greatest development potential is the core area of about 300 hectares.

This core was the focus of the Docklands Task Force's attention in developing the strategic options.

In broad terms it covers an area bounded by Spencer St to the east, Lorimer St to the south and Footscray Rd to the north (see map).

More than 80 per cent of the study area is publicly owned and, except for the old Railways Administration building in Spencer Street, the entire core area is also in public ownership.

Docklands Task Force, Ms Helen Davies, said people needn't limit their response to only choosing between the four options that are presented in the report.

"It is hoped that through a process of open and wide-ranging debate, informed by some practical examples of what might be possible, the best possible strategy will emerge," she said.

Melbourne Docklands: Strategic Options is intended to be a major resource for the first stage in a two-stage consultation process which will be directed by the newly formed Docklands Consultation Steering Group.

The first-stage of public consultation began with the release of the report on December 17 and will last until April, 1991.

It is aimed at building public awareness of the options for developing dockland and stimulating public comment on key issues.

Information and issues raised will help the Docklands Task Force in drafting a development strategy which will form the basis of the stage two consultation later this year.

The State Government will announce a final development strategy after the close of the second stage of the consultation.

BAY WATCH



Projects Unit's Progress Report — *Melbourne's Docklands*.

The task force also consulted local councils, urban planning bodies, social issues groups, environmentalists, Government agencies and the private sector.

The report raises issues which might influence development — such as land use, intensity of development, transport infrastructure and economic opportunities.

For example the transport section suggests that the Spencer Street rail tracks and

station, the Webb Dock rail line and heavy traffic on Footscray Rd might all act as barriers to the development of docklands.

However the report also offers alternatives for overcoming such barriers. The report offers four over-

all strategic options to help stimulate community debate, but other alternatives might also be possible.

Options in the report range from emphasising commercial development to an open park concept.

The acting director of the



● JOAN KIRNER

PROPOSED development of the docklands could give a new waterfront perspective to Melbourne, linking both sides of the city.

The docklands provides a unique opportunity to link the western and central regions of the city in a way that the West Gate Bridge never could achieve. It is the ultimate opportunity to

A WORD FROM THE PREMIER

make Melbourne a whole and complete place.

The Victorian Government is extremely excited about the potential offered by docklands, but it is important that we define the correct strategy for securing

the best use of the site. To this end, community participation is vital.

Docklands is something we should all be enthusiastic about being involved in.

The following pages summarise the report of the Docklands Task Force *Melbourne Docklands Strategic Options* and the Proposed Docklands Authority Dis-

cussion Paper, which were released late last year.

The key features of these documents and, in particular, the four strategic options developed by the task force, are presented to help people understand what might be achieved.

They are presented as examples to help stimulate discussion. Details of the public consultation process are also provided.

The consultation will be directed by a Consultation Steering Group reporting directly to the Government and will run until late in 1991.

A final development strategy will be announced by the Government after the close of the consultation and I urge all Victorians to contribute to its development.

— JOAN KIRNER

Plan links pieces in planning puzzle

Page 4—Herald-Sun Melbourne Docklands Lift-out, Monday, February 11, 1991

MELBOURNE'S DOCKLANDS SPECIAL ADVERTISING FEATURE

A HOME TO THOUSANDS

THE urban sprawl around Melbourne is unlikely to end, but development of the docklands will affect its pace.

Housing for up to 30,000 people could be sited at docklands, depending on what strategy is chosen.

The Melbourne docklands report presents options that plan for between 5000 and 15,000 dwellings — up to half of which could be in the core area.

As most of the docklands

Bay-side living will be possible for many lucky Melburnians, depending on public response to the housing issue.

area is government owned, it is possible to plan for a range of housing options — including affordable public and private rental dwellings.

Land in the docklands core (which does not abut any existing residential areas) might even be set aside for well-designed and

innovative medium density housing.

Although the core has never been a residential area — and no community infrastructure exists there — the adjacent residential areas do have services and facilities.

The government is keen to have any development



● Up to 30,000 people might find a home at docklands.

reflect the characteristics of the existing inner suburbs.

As such, a primary aim will be to ensure integration of residential development with surrounding areas.

The residential options of the docklands offers people:

- Its closeness to major employment centres;
- Cost benefits associated

with using existing infrastructure; and

● Access to public transport which offers cost and environmental benefits.

The Melbourne docklands report looks at six possible sites for this development: the docklands core, Lynch's Bridge (Kensington), Maribyrnong, Southbank, North Melbourne-West Melbourne, and Port Melbourne-South Melbourne.

The report suggests the government should put aside 10 per cent for public housing.

It also suggests that affordable housing should be built and that all dwellings be integrated into any development by not being conspicuously different to existing housing.

The report said some flexibility in development controls would be needed to accommodate the variety of housing types envisioned for the area.

These development controls would relate to density, minimum lot size, building heights, site coverage, car parking and private open-space provision.

Bill to guide project

A PROJECT the size of docklands requires effective organisation.

Consequently, the Government now seeks the best way to manage the project's development.

The Minister for Major Projects, Mr Jim Kennan, said: "One option, a Docklands Authority, is outlined in a discussion paper."

Mr Kennan said that if a Docklands Authority was established, its would:

- Promote development;
- Create a clear administrative focus;
- Have specific powers for the development; and
- Provide clear public accountability.

He said the Authority Board could have community representatives and a degree of independence from the Government.

Public comment on the proposed Docklands Authority Bill is invited by Friday, March 23.

Mail submissions to: Docklands Consultation Steering Group (DCSG), 1st Floor, Old Treasury Building, Spring St, Melbourne 3000.

Copies of the Bill and other information are available from the DCSG.

Other specific inquiries to Mr Rory Sheridan, Tel. 651-7875.

The Government also intends to form a Docklands Advisory Board. Its role will be to determine the level of investor interest in development proposals.

To steer a steady course

THE Docklands Consultation Steering Group (DCSG) aims to foster informed public discussion.

Its chairman, Mr John Fowler, has a wealth of building experience having worked on Canberra's new Parliament House and Melbourne's BHP House as the project director for the engineering firm Irwin Johnston and Partners.

Other DCSG members include: Mr Tony Dalton (a lecturer in Community Services and Policy Studies at Phillip Institute of Technology); Ms Helen Gow (a member of the MMBW Water Resource Management Consultative Panel); Mr Des Ounn (of the Western Region Commission);



Mrs Dimity Reed (principal of Dimity Reed and Associates); and Mr Lawrie Wilson (chairman of Fulham Holdings — a publicly-listed property development company).

There will be two stages of public consultation.

Stage one is aimed at building public awareness of what might be possible at the docklands and stimulating debate. To stay fully informed, people can have their names included on the steering group's mailing list.

Anyone can take an active role in the consultation process by attending public meetings, writing to the Docklands Task Force, or even making an appointment to discuss particular issues in person.

Information gained in stage one will help the Docklands Task Force draft a development strategy for its second report.



● John Fowler

This report will be released for stage two consultation later this year. The final strategy is to be announced after the close of those talks.

Melbourne Docklands: Community Consultation

PUBLIC MEETINGS

Four public meetings will be held to provide information about the Docklands Consultation, and to present the report "Melbourne Docklands: Strategic Options". The "Proposed Docklands Authority Bill Discussion Paper" will also be discussed.

Tuesday February 19, 1991
MMBW Theatre
625 Little Collins Street
Melbourne
Time: 4 pm

Tuesday February 26, 1991
Assembly Room
Footscray Town Hall
Corner of Hyde and Napier Streets
Footscray
Time: 7.30 pm

Thursday February 28, 1991
Supper Room
Port Melbourne Town Hall
333 Bay Street
Port Melbourne
Time: 7.30 pm

Saturday March 16, 1991
Top Floor
Waverley Civic Centre
293 Springvale Road
Glen Waverley
Time: 2 pm

During March, a further series of forums will be held to focus on key issues such as:

- economic development
- transport
- land use and housing
- environment, heritage and urban design.

Details of dates, times and venues will be widely advertised.

DOCKLANDS CONSULTATION MAILING LIST

Contact the Docklands Task Force if you would like to be placed on the consultation mailing list.

People on the list will be advised of all publications produced as part of the consultation, and of all activities organised. You will also be sent a newsletter to tell you about how the consultation is progressing.

CONSULTATION SESSIONS

The Docklands Consultation Steering Group and the Docklands Task Force will be available to hear the views of anyone interested in Docklands.

If you would like an appointment to present your views in person, please telephone the Steering Group at the Docklands Task Force to make a time during one of the following sessions.

Dates: Monday April 15, Wednesday April 17, Friday April 19, Monday April 22, Wednesday April 24, Friday April 26, Monday April 29, Wednesday May 1, Friday May 3, Monday May 20, Wednesday May 22, Friday May 24, Monday May 27, Wednesday May 29, Friday May 31

Appointments can be made between 10 am and 4 pm on each of the above dates and between 5.00 and 9.00 pm on Wednesday April 17 and April 24. All consultation sessions are open to the public.

Please note: If you have not already sent a written submission, you will be asked to send a brief written outline of the issues you wish to discuss prior to your appointment.

WRITTEN SUBMISSIONS

Written submissions will be accepted at any time up to the end of April 1991. Submissions should be sent to the Docklands Task Force. Submissions in languages other than English will be welcomed. All submissions will be treated as public unless otherwise specified.

IS THERE ANOTHER WAY TO GET INVOLVED?

If you have any other ideas about contributing to consultation over redevelopment of Docklands please contact the Docklands

Consultation Steering Group or the Task Force.

INFORMATION ON DOCKLANDS

Copies of the Docklands Task Force's report "Melbourne Docklands: Strategic Options" are available from:

Information Victoria
318 Little Bourke Street
Melbourne Vic 3000

Department of Planning and Housing
Bookshop
Ground Floor
477 Collins Street
Melbourne Vic 3000

or from the Docklands Task Force:

Copies of the report have also been distributed to all municipal libraries.



DOCKLANDS TASK FORCE

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