

TRANSPORT INFRASTRUCTURE

DONCASTER HILL

DCP Justifications Summary Report



Report prepared by David Graham
Traffic Engineer - Doncaster Hill
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1. INTRODUCTION

“Local Government is multifunctional and has responsibilities including the planning and management of cities and towns; providing essential infrastructure and services; social, cultural and sustainable development; environmental and health protection; guardianship of the community’s assets and facilitation of local and regional economic development.¹”

This paper summarises the background information supporting the need for transport infrastructure on Doncaster Hill within the context of Local Government’s role in planning for its development. The paper brings together the various policies, research and other documentation that provide justification for the transport infrastructure items listed in the Draft Development Contribution Plan (DCP), December 2002². In summary these documents set out the legislative and corporate planning framework within which Council must operate, as well as provide evidence of research and community consultation which has occurred in the planning and development of the proposed transport infrastructure.

1.1 Background/Context

Manningham City Council formally adopted the final Doncaster Hill Strategy in October 2002³. The strategy guides the nature of development in the area and outlines the planning vision for Doncaster Hill. It was developed through extensive community consultation and based on the triple bottom line objectives, which promote environmental, economic and social benefits for the community.

The transformation of the Doncaster Hill area into a ‘sustainable mixed use village’ will require significant infrastructure investment. Council has resolved that this investment task will be partly funded through the application of a Development Contribution Plan. The DCP has been prepared in line with the current provisions of the Planning and Environment Act and takes into account the findings and recommendations of the Development Contributions Review conducted during 1999-2002 under the auspices of the former Department of Infrastructure.

1.2 Role of the DCP in the Planning System

Council must plan ahead to make sure that:

- New infrastructure needed by the community is provided when and where it is needed, and
- Funds are available to provide the infrastructure.

“Planning ahead is part of a council’s strategic planning and service delivery responsibility....In established areas, upgrading the existing infrastructure may be necessary because of the redevelopment of existing sites, changing community expectations, changing standards of provision or the need to replace an existing infrastructure that has reached the end of its economic life.⁴”

¹ Just, Vibrant and Sustainable Communities – A framework for progressing and measuring community wellbeing, Jenny Wills LGCSAA 2001

² Doncaster Hill – Draft Development Contributions Plan, December 2002, SGS Economics and Planning

³ Manningham City Council – Doncaster Hill Strategy – Oct. 2002

⁴ Development Contributions Guidelines Final V5.1 – Department of Sustainability and Environment, November 2002

Development in Doncaster Hill is expected to meet its share of the capital cost of warranted infrastructure (as measured by its projected share of usage of the infrastructure) through development contributions collected under the DCP. The balance of the capital cost of the infrastructure projects, that is the proportion not recovered under the DCP, will be funded from alternative sources. The cost apportionment methodology adopted in the DCP is based on the concept of 'user pays nexus' as elaborated in the Development Contributions Review. A use or development is deemed to have a nexus with an infrastructure item if the occupants of, or visitors to, the site in question will make use of the infrastructure in question.

Proposed infrastructure development, which will be included in the DCP must be a capital investment and meet the following criteria:

“ To qualify for inclusion in a DCP, all infrastructure:

- must be used by a broad cross-section of the community, and
- must serve a neighbourhood-sized catchment or larger area.....

To justify the infrastructure projects to be included in a DCP, the type and standard of infrastructure must be either:

- basic to the health, safety or well-being of the community, or
- consistent with current community expectations of what is required to meet its health, safety or well-being.⁵”

⁵ Development Contributions Guidelines Final V5.1 – Department of Sustainability and Environment, November 2002

2. STRATEGIC FRAMEWORK

The role of Local Government in improving transport infrastructure on Doncaster Hill, and the desire to use a DCP in order to fund these works, comes from a number of documents as summarised below.

2.1 Local Government Act

The Local Government Act 1989 states that one of the purposes of a Council is “to facilitate and encourage appropriate development of its municipal district in the best interests of the community”. Within this it is noted in Schedule 1 of the Act that the areas of responsibility of Local Government include:

- Roads;
- Footpaths, bicycle paths and nature strips;
- Traffic control and signs;
- Lighting ... of roads;
- Parking;
- Transport.

Clearly, therefore, Council has a responsibility for providing for transport infrastructure for a project such as Doncaster Hill.

2.2 Melbourne 2030

Doncaster Hill has been identified as a Principal Activity Centre in the Melbourne 2030 document⁶. The draft Melbourne 2030 Activity Centres Implementation Plan outlines the key objectives for the future development of activity centres. These include:

- reducing the number of private motorised vehicle trips to and from activity centres by concentrating activities that generate high numbers of trips in highly accessible locations;
- improving access by walking, cycling and public transport to services and facilities for local ... populations;
- supporting the development of the Principal Public Transport Network (PPTN).

The future strategic development objectives listed for such centres include:

- a location for priority government investment and support;
- a desire to improve accessibility by public transport through links to the PPTN.

Melbourne 2030 frequently reinforces the need to provide good transport infrastructure, particularly for activity centres and to aid public transport, walking and cycling. This is consistent with the provision of transport infrastructure as outlined in the Doncaster Hill DCP.

⁶ Melbourne 2030 – Planning for Sustainable Growth October 2002

2.3 Other Transport Strategies

Within the framework of Melbourne 2030 a number of other transport strategies are currently being formulated including the Bus Plan, Tram Plan, Outer Eastern Public Transport Plan and Northern Central City Corridor Study. These consistently emphasise the need to provide improved transport infrastructure, particularly for public transport. Whilst the final documents have not been released it appears likely that Doncaster Hill will become a focus for cross-town SmartBus services and therefore justify increased investment in transport infrastructure in the area.

2.4 Corporate Plan

The Corporate Plan is the key document that drives the strategic direction of Council and contains all new major projects that Council will undertake over the next three years. The Plan identifies a range of objectives and strategies that Council will implement in providing services and programs to the community. The Corporate Plan is one of the major mechanisms of accountability, as Council is required to report on Corporate Plan achievements and outcomes on an annual basis to both the community and the State Government.

In addition, the Corporate Plan outlines the community vision, that is, a clear vision of what is required for the municipality in the future. This statement outlines, in part, the vision for

“...a sustainable Manningham ... where the safety, quality, capability and effectiveness of our community infrastructure and transport systems continually improve.”⁷

Strategy 2.3 of the Corporate Plan is to “Ensure that Manningham’s transport system of roads, streets and pathways allow safe, reliable and efficient travel” with Action 3.2.1.5 to “Finalise the Parking Precinct Plan for Doncaster Hill” and Action 3.2.1.4 to “Finalise the Doncaster Hill Development Contributions Plan.” These are all consistent with the need to provide transport infrastructure on Doncaster Hill.

The information gathered from the community consultations supports Council’s investigations to provide sufficient, adequate and appropriate transport infrastructure development for the residents and visitors of Doncaster Hill.

2.5 Manningham Integrated Transport Strategy

The aim of the Manningham Integrated Transport Strategy (MITS) is to provide a sustainable, safe, equitable, efficient transport system for Manningham residents and business people. MITS is intended to complement, rather than replace, approved Council strategies relating to arterial roads, public transport, road safety, bicycles and land use/development. It is also intended to mesh with integrated transport strategies from other Councils in the region, and with the Department of Infrastructure (DoI) strategies for Melbourne as a whole. Recommendations arising from the MITS include:

- upgrading of arterial roads, particularly at intersections where priority for buses, cycles and pedestrians can be provided;

⁷ Future Manningham – Our Corporate Plan 2002-2005

- further traffic calming in local streets to reduce vehicle speed, divert trucks and assist vulnerable road users (cyclists and pedestrians);
- linking of cycle paths and lanes, especially those linking to Doncaster Hill, other Activity Centres and schools;
- upgrading of footpaths generally, but especially those leading to local bus stops and within Activity Centres; and,
- integrated land/use transport planning for Doncaster Hill as the showcase for Council's sustainability policies and as its major contributor towards more sustainable travel.

Each of these recommendations reinforces the justification for the transport infrastructure items that are proposed to be included in the DCP.

2.6 Doncaster Hill Strategy

Manningham City Council's Doncaster Hill Strategy (Oct 2002) provides the strategic framework for the development of Doncaster Hill. Transport is a major theme within the strategy, particularly within the concept of creating a 'Community Village' and an 'Attractive Village.'

The key element 'Access & Circulation' indicates that:

"Pedestrian and bicycle users' amenity and accessibility will be a priority in the development of any circulation networks proposed for Doncaster Hill. Further pedestrian crossing opportunities will be provided along major roads. Bicycle paths will be created to provide easy access to all areas of Doncaster Hill, with adequate bicycle facilities provided. (and)... Protection of adjacent residential streets from the impact of any increased traffic flows ... will be a requirement of any new development proposal."

The objectives that underpin the key element 'Access & Circulation' include:

- to ensure development facilitates a permeable, safe and comfortable pedestrian environment adjacent to the proposed boulevard and with strong linkages within Doncaster Hill.
- to provide a movement network that
 - provides connectivity between and within all precincts,
 - integrates pedestrian, bicycle and vehicle circulation,
 - encourages walking and bicycling,
 - provides linkages to passive and active open spaces within and nearby Doncaster Hill, and
 - minimises the impact of through traffic.

The transport infrastructure elements within the DCP are clearly reflective of the above objectives and in accordance with the Doncaster Hill Strategy.

3. STUDIES

There have been a number of studies to determine the general and specific transport infrastructure desires and requirements for Doncaster Hill. These are detailed below:

3.1 Doncaster Hill Traffic Modelling and Analysis

The Doncaster Hill Traffic Modelling and Analysis Report (GTA Consultants, Sep 2002) used modelling of projected traffic flows on Doncaster Hill to determine future infrastructure needs. It was generally found that, in order to ensure that Doncaster Hill would be able to accommodate future traffic flows, a number of works would need to be undertaken including the installation of additional traffic signals, the creation of some new link roads behind developments and the installation of traffic management devices at the interface between Doncaster Hill and the surrounding residential streets. These recommendations have been included within the DCP.

Some of the infrastructure items noted in this report have since been superseded by the Parking Precinct Plan and/or the Pedestrian & Cycling Plan and hence have not been included in the DCP.

3.2 Doncaster Hill Parking Precinct Plan

The Doncaster Hill Parking Precinct Plan (PPP) (GTA Consultants, Dec 2002) used current and projected land uses to determine appropriate parking rates for the various land uses on Doncaster Hill and to determine whether the installation of parking stations on Doncaster Hill would be necessary within the next 20 years.

The study found that the installation of parking stations was not warranted and that parking would be controlled through the use of appropriate parking rates for developments and the allowance of short term parking on street throughout the Hill. Therefore there were no specific actions arising from the PPP for inclusion in the DCP.

3.3 Doncaster Hill Pedestrian & Cycling Plan

The Doncaster Hill Pedestrian & Cycling Plan (Manningham City Council, Feb 2003) extends on the work presented in the Traffic Modelling and Analysis Report to determine priorities for works to encourage walking and cycling within Doncaster Hill.

The report endorses the boulevard treatments along the main roads and recommends that they be shared pedestrian/cycle paths, as well as providing a number of other recommendations for the installation of paths on the side streets, particularly linking open space with the main roads. These recommendations have been included within the DCP.

3.4 Doncaster Hill Urban Master Plan

The Doncaster Hill Urban Master Plan (Manningham City Council, Feb 2003) complements the work undertaken in the above studies and provides recommendations for recreation, art and streetscape elements within Doncaster Hill. These recommendations include the installation of boulevard treatments along the main roads and a selection of path upgrades in the side streets as well as upgrades of the nearby reserves. The recommendations have been included, where appropriate, within the DCP

3.5 Community Consultation

In December 2002 two community workshops were held to discuss the question of Social Sustainability. In total fifty-four residents attended the two sessions held on 2 and 5 December 2002. Themes that emerged in the small group discussions included:

- Improving access for pedestrians throughout Doncaster Hill;
- Ensuring there is adequate shelter, security and comfort for residents and visitors;
- Improving public transport options (including possible tram routes); and
- Providing adequate parking and traffic control.

4. LIST OF ACTIONS

In light of the recommendations of the reports noted above, and the strategic framework within which these recommendations were made, the following transport infrastructure items are recommended for inclusion in the Doncaster Hill Development Contributions Plan:

Location	Precinct	Details
Doncaster Primary School (b/w Council St & Municipal Offices)	1	120m of 2.5m shared path & fence
Council St (b/w Doncaster Rd & Goodson St)	1 & 3	250m of 2.5m path & road narrow
Merlin St (b/w Tram Rd & Frederick St)	2	80m of widened footpath by 1m
Frederick St (b/w Merlin St & Doncaster Rd)	2	300m of widened footpath by 1m
Hepburn Road Extension (b/w Walker St & Frederick St)	2	210m of new road with paths etc
Short St (b/w Doncaster Rd & Hepburn Rd)	2	130m of 2.5m path & road narrow
Walker St (b/w Hepburn Rd Extn & Whittens La)	2	500m of 2.0m concrete path
Tram Rd/Merlin St	2	Traffic signals
Goodson St (b/w Tower St & Council St)	3	170m of 2.5m path & road narrow
Meader St Extn (b/w Lawford St & Williamsons Rd)	5	270m of new road with paths etc
Lawford St (b/w Williamsons Rd & Reserve)	5 & 6	350m of new 2.5m path
Bayley Gve (b/w Doncaster Rd & Reserve)	6	280m of new 2.5m path
Doncaster Rd/Bayley Gve	6 & 7	Traffic signals
Doncaster Rd/Rose St/Beaconsfield St	6 & 7	Traffic signals
Carawatha Rd (b/w Caringal Ave & Rose St)	7	310m of footpath widened by 1m
Carawatha Rd Extn (b/w Rose St & Elgar Rd)	7	140m of new road with paths etc
Bayley Gve Extn (b/w Doncaster Rd & Carawatha Rd)	7	100m of new road with paths etc
Rose St (b/w Doncaster Rd & Carawatha Rd)	7	100m of footpath widened by 1m
Elgar Rd/Carawatha Rd Extn	7	Traffic signals
Ruffey Lake Reserve to Doncaster Road (via JJ Tully Drive & local streets)	1	1,350 linear metres of shared path
Local Threshold Treatments	All	12 no

Additionally the installation of shared paths along the main roads and within reserves will be included within the DCP and/or the open space contribution from developers.

5. APPORTIONMENT

The apportionment of the percentage of the cost of each item that is attributable to the DCP is calculated on the usage of the item by those who will be living or working in the properties that are subject to the DCP.

The majority of the transport infrastructure items listed in the DCP have been given an apportionment of 80% as it is expected that this is the level of usage that will be attributable to people living and working in Doncaster Hill. Local threshold treatments are apportioned at 50% as they form the border between Doncaster Hill and the surrounding residential areas. The shared path between Ruffey Lake Park and Doncaster Hill is also apportioned at 50% as, in addition to the use by Doncaster Hill residents and workers, this is likely to receive use by the general community.

6. CONCLUSIONS

Clearly there is a strong legislative and strategic framework for the provision of transport infrastructure by local government in general and Manningham City Council in particular. We also see from the above that there is clear evidence for the need for additional transport infrastructure on Doncaster Hill. Therefore it is considered appropriate that the above items be recommended for inclusion in the Doncaster Hill Development Contributions Plan.

7. COMPLETE LIST OF SUPPORTING DOCUMENTATION

Legislative & State Government Framework	<ul style="list-style-type: none"> Local Government Act 1989 Melbourne 2030 Planning for Sustainable Growth (Draft) – Department of Sustainability & Environment – October 2002
Corporate Planning Framework	<ul style="list-style-type: none"> Future Manningham – Our Corporate Plan 2002/2005 Doncaster Hill Strategy – Manningham City Council – October 2002
Doncaster Hill – Research & Consultation	<ul style="list-style-type: none"> Doncaster Hill Traffic Modelling and Analysis Paramics Simulation – GTA Consultants – September 2002 Doncaster Hill Parking Precinct Plan – GTA Consultants – December 2002 Doncaster Hill Pedestrian & Cycling Plan – Manningham City Council – February 2003 Doncaster Hill Urban Master Plan – Manningham City Council – February 2003 Doncaster Hill – Community Workshops – December 2002
Other Research/Policies	<ul style="list-style-type: none"> Manningham Integrated Transport Strategy – Ratio Consultants – February 2003 Outer Eastern Public Transport Plan Report to the Steering Committee on Consultation Material – Department of Infrastructure – December 2002 Northern Central City Corridor Study – Department of Infrastructure