Visitor Experience Review Lower Yarra River

November 2017



Lower Yarra River Visitor Experience Review

Lower Yarra River Management Advisory
Committee

November 2017

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1 Background

This report for the Lower Yarra River Management Advisory Committee (LYRMAC) reviews opportunities to enhance the visitor experience along the Lower Yarra River corridor, defined here as the reach of water, riparian zone and adjacent landside catchment between Herring Island and the Bolte Bridge.

The approach taken in this report is to focus on the opportunities for enhancement of the experience for all users, residents and visitors alike, and in both commercial and non-commercial/recreational realms through. The report deliberately emphasises opportunities and desirable outcomes tied to the enjoyment and engagement of the river and its environs, rather than the obstacles and challenges to be overcome, which may be the subject of a later assessment.

This Visitor Experience review has been informed by direct engagement with some 30 individual stakeholders representing regulators, state and local government, business associations, recreational clubs and private operators on and adjacent to the waterway. It also draws upon the findings and recommendations of a number of preceding reports, studies and assessments by a similarly wide range of stakeholders to arrive at a range of conclusions about the Lower Yarra River's potential as an asset to be acknowledged, experienced and celebrated by all visitors to its environs.

Raising the standard of visitor experience along the Lower Yarra River, i.e. to meet or exceed expectations for a river experience which is enjoyable, meaningful, safe, sustainable, exciting and informative, is a key focus of the LYRMAC.

"Activation" of the Lower Yarra River is taken to mean an increase of visitor movement and engagement on the water itself, on the river banks and within nearby public and private spaces which is directly relevant to and complemented by the waterway. Activation is measured in terms of positive engagement with or passive observation of the river. Activation is necessary for the inherent social, cultural, heritage, economic and environmental values of the river to be realised, protected and enhanced.

An increase in engagement with the river may take many forms and by any person, ranging from commercial (paid) activities and non-commercial (recreational, public, club and community-based) activities.

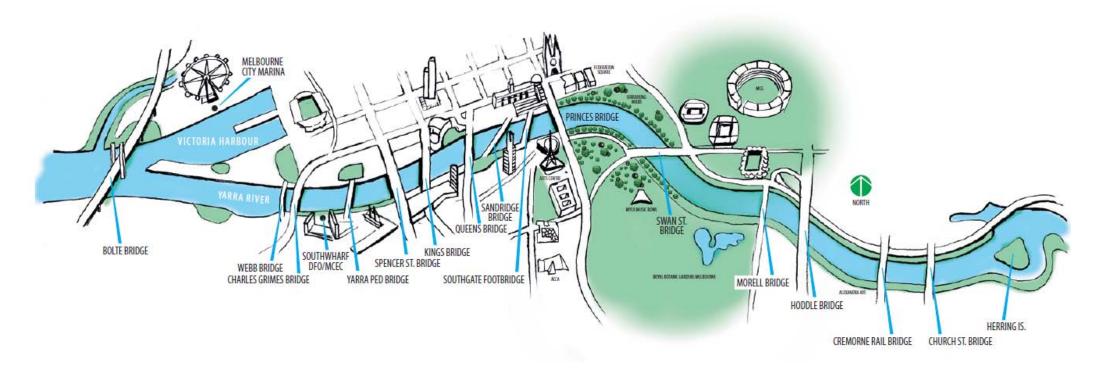
As noted in this report, the opportunities for activation may be realised through a combination of public and private sector asset investment, and non-asset based regulatory and other changes which will unlock value and positive experiences over time throughout the area.

This report notes a series of underlying trends which will have already and will continue to influence the potential role of the river as a marquee asset which delivers a range of enduring benefits for all who experience it.

An illustrative map of the study area noting key features is presented overleaf.



Figure 1-1 Illustrative Map of Lower Yarra River Corridor



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Quotations from previous studies and reports

Victorian waterways provide a **destination for recreational and commercial activities that deliver key outcomes for the community and the state**. They are a place where people come together, where tourists visit...where individuals and groups pursue their hobbies and interests and where open spaces can be enjoyed.

Safe Accessible Victorian Waterways, Discussion Paper 2012 (DEDJTR)

The waterways flowing through Melbourne include the Yarra River, Maribyrnong River and Moonee Ponds Creek. **The Yarra River was one of the main reasons for the establishment of Melbourne**, influencing the alignment of the Hoddle Grid and Melbourne's layout.

Early settlers modified the alignment, shape and natural values to suit land use changes, industrialisation and the growing city's needs. For many years settlement turned its back on the waterways causing degradation of their natural, cultural and biodiversity values. In the 1980s Melbourne changed its view of its rivers and creeks and development has since turned around to face the waterways and harbours and provide open space along them. Waterways are now used for recreational activities including recreational boating, rowing, jogging, cycling and walking, and are recognised for their biodiversity and habitat corridor values.

The existing open space encourages the community outdoors to participate in organised sport, unstructured recreational activities and informal uses that promote social connectedness and community health and wellbeing.

City of Melbourne Open Space Strategy, 2012

The Lower Yarra River and Docklands (ie 'Waterfront Melbourne') is now a major contributor to Melbourne's tourism image and liveability. The presentation and professionalism of the water operators is vital to the public image of the river and is, therefore, a key contributor to how the city is perceived.... Put more simply, the better quality of operators we can get on the waterway, the better it is for Melbourne, and especially for Yarra River Precinct Businesses.

Yarra River Business Association & Melbourne Passenger Boating Association Position paper, 2015

Prior to the colonisation of Melbourne, the area known as **Yarra held significant and cultural importance to the Wurundjeri people, and this connection still exists today**. The spiritual connection to ... the Yarra River... extend back thousands of years to the Dreamtime

Aboriginal Partnerships Plan, Yarra Council, 2015



2 Recent Trends in the Lower Yarra Corridor

The Lower Yarra and its surrounds have changed significantly over the past decades. With residential and commercial development increasingly engaging with the river. Further, recreational use of both the river and river's edge has resulted in increased activity, but also increased potential for congestion and conflict as differing uses compete for the same scarce space at overlapping times. The 2012 City of Melbourne Open Space strategy acknowledges the importance of the river as a connector with local open spaces 'to be connected with a continuous open space reserve along the waterfront with access to the water's edge'.

Extensive parks and riverside walkways on both sides of the river help the city to breathe as well as provide opportunities for locals and visitors to experience the city in serene and grassy surrounds¹.

Increases in both worker and resident population have placed increased demand on the Lower Yarra as a source of open space and amenity, and to fulfil the recreation (both passive and active) demand created. Conversely as the River and its immediate surrounds are activated and with a higher degree of surveillance and oversight the River becomes increasingly more attractive for some users.

The following section outlines some key trends which are influencing the Lower Yarra River Corridor, relating to characteristics and scale of residential population, visitor/ tourist activity and key recreation activities (fishing and rowing) and provides some context as to the shifting environment the River exists in.

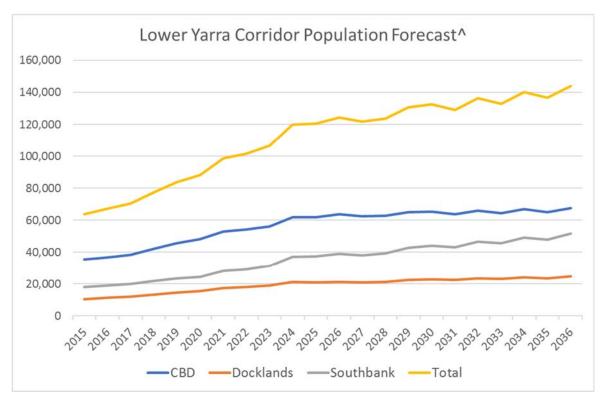
2.1.1 Residential

Residential living has increased significantly in the areas surrounding the Lower Yarra over the past decade Southbank, the southern and western CBD and Docklands have seen substantial increases in high density housing developments, and the population of these areas have increased markedly. The number of residences in Docklands and the CBD have doubled since 2006, with Southbank seeing an increase of 72%. This strong growth is predicted to continue as these three resident populations combined will increase by 73% over the next decade.

¹ City of Melbourne Tourism Action Plan 2016-2019



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^Lower Yarra Corridor excluding Stonnington and South Yarra Residents upstream of Swan Bridge

The growth in the population of the City of Melbourne is expected to continue well above historic rates for at least another decade, and modelling indicates considerable stress on the rate of open space available in the local area to be shared by residents and workers (without considering the impact of visitors and tourists).² This change in population places increased pressure on the Lower Yarra River corridor as a source of open space, amenity and recreation for this population.

2.1.2 Westward spread of employment and population

The worker population of the City of Melbourne is expected to increase from 431,000 in 2011 to 603,000 in 2026, an overall increase of 40%. Key areas of growth include the Western end of the CBD and Docklands.

The Draft Vision for Fisherman's Bend seeks to extend the CBD southward across the Yarra River, bringing the river to the centre of the commercial heart. In its mature state, in 2050, Fisherman's bend is proposed to host another 60,000 jobs, predominantly along the northern portion to the riverfront (as shown below), as well as some 80,000 residents, throughout the balance of the 465ha redevelopment area.

² The resident population of the City of Melbourne is expected to rise from 98,000 in 2011 to over 164,000 in 2026, The City of Melbourne Open Space Strategy (2012) recognised the unprecedented demand for Open Space as the population continues to grow, with the river being seen as both a source of open space and a connector for recreational and commercial activities. As a result of this growth the open space per resident is expected to decrease from 55.4m² in 2011 to 33.7m² in 2026 (or 10.5m² to 7.2m² for resident + worker population over the same period).



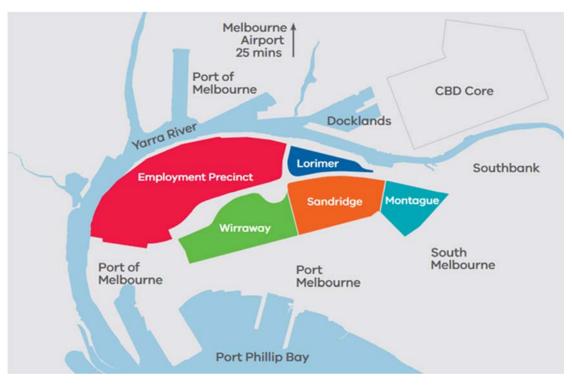


Figure 2-1 Fisherman's Bend Development Precincts (Source: Draft Strategy, 2015)

This notion of making the Yarra River a central feature of the CBD (as opposed to a boundary) is consistent with the developments of the past decade which have seen increased commercial activity in Southbank and into South Melbourne/ Port Melbourne complementing CBD activities.

2.1.3 Visitor/Tourist Growth

The City of Melbourne received 11.3 million visitors to the year ending September 2015, including 5.3 million domestic daytrip visitors, 4.4 million domestic overnight visitors, and 1.5 million international overnight visitors. These visitors spent an estimated total of \$8.3 billion in the Melbourne municipality in the year ending September 2015³.

Interstate tourists visiting Melbourne for holiday or leisure has increased almost 13% since 2012 to 2.51 million people. However, this has slowed recently, with only 14 more visitors in 2017 than there were 2 years ago. Almost half of the Domestic visitors to Victoria were from NSW, followed by Queensland (18%) and South Australia (15%). A 2.9% annual average growth rate in domestic visitation is predicted over the next decade.

2.1.4 Key recreation activities

As the population of Melbourne has grown, so has the popularity of a number of key recreation activities which utilise the river and its surrounds, including rowing, Dragon boat racing and fishing, all of which have enjoyed spectacular growth over the past decade throughout Victoria, including on the Lower Yarra River corridor.

³ City of Melbourne Tourism Action Plan 2016-2019



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Rowing has enjoyed very strong growth throughout Victoria, with membership reaching 8,500 in 2017, almost double the number in 2009. Significant growth among school clubs, both private and public, offset by some decline among university clubs.

Major events are well attended with Head of the Yarra attracting 10,000 and reaching capacity on the Yarra during peak training periods



On the basis of average participation rates, **fishing** is estimated to be undertaken regularly by some 27,000 people in the Melbourne Central City Area. By 2025, forecasts by VRFish indicate a further 2,800 people will regularly be fishing in the Docklands area.

Various state government policies encourage participation in fishing as a part of a healthy and active lifestyle.



Boat Ownership has been increasing at a rate of almost 3% year on year for almost a decade throughout Victoria, and infrastructure to host them is becoming more scarce. Five marinas within Docklands provide a total of 350 wet berths with 70 dedicated to casual berthing for visitors.

Melbourne City Marina in Victoria Harbour has total capacity for 10,950 visiting vessel-nights per annum, while Yarra's Edge has almost 7,000 per annum.



Dragon boat racing is also increasing rapidly in popularity among recreational, corporate and elite clubs, with DBV membership increasing from 500 in 2010 to 900 in 2016/17, and the Australian Dragon Boat Championships, held in Albury/Wodonga in April 2017, attracting 63 clubs and 2,500 competitors, comparable to the largest rowing events staged in Melbourne.



The role of Events and Festivals continues to grow, with event tourism representing 22% of international overnight visitation to the state. Total attendance at key events such as White Night (580,000) and New Years Eve Fireworks (500,000) attracting record equalling crowds. Melbourne Food and Wine Festival, in its 25th year also attracted more than 250,000 attendees to more than 200 events.





3 Activation opportunities for the river

3.1 What is Activation?

"Activation" for the Lower Yarra River is understood to have many different meanings for different segments of the community. For some, activation suggests 'best in class' commercial offerings, ranging from high-yield, bespoke river cruises catering for tourists or special events, to convenient and reliable water taxi services. For others, activation is about the enhanced ability to safely and easily enjoy recreational activities on or near the river, whether as participant or observer. Activation also means fulfilling the river's potential as a means of transport, others contend that its potential also lies as a setting for riverside dining, or as a platform for showcasing Melbourne's extensive events calendar.

While some of these definitions and potential activities are mutually exclusive, at least in the same space and time, for the most part they are able to at least coexist on the same reach of the river, between Herring Island and the Bolte Bridge, if not complement each other's impact and viability.

Realisation of the river's wide potential for activation takes in all relevant spatial aspects of the river asset – the waterway itself, its riparian edges and landside environs, as well as bridges which pass over it or tall commercial and residential structures which soar above it. Enjoyment of the social, cultural, economic or environmental values of the river will occur at any of these places, and their access to the river and its services should consider the role that each place holds. Commentary from stakeholders indicated that overall, none of these river zones was being deployed effectively to support activation, apart from a few congested instances where commercial activity was concentrated, albeit in a constrained environment.

Activation of the river also has an important temporal element, with activity levels considered on an annual, seasonal or 24-hour cycle. At the present time, the Lower Yarra is regarded as generally underutilised, and particularly through the winter 'off season' when active recreational activity on and beside the river declines and commercial boating patronage declines in favour of indoor pursuits. Commercial boat patronage on the Lower River in June are only 25-30% of the summer period. The periods of peak activity on the Lower Yarra generally coincide with brief on-river events, or during longer complementary activities such as the spring racing carnival, peak rowing season or the Australian Open, which take some advantage of the river as a distinctive and picturesque thoroughfare for the augmented number of visitors passing through Melbourne and the Lower Yarra in particular.

Overall, opportunities for the activation of the river is then taken to refer changes to the status quo which will protect and recognise the inherent social, cultural, environmental and economic values of the river, landside, riparian/river's edge and onwater and at different times of the day or year.



4 Strategic activation opportunities

Key opportunities for activation of the Lower Yarra River refer to those drivers which lend priority if not urgency to changes on the Lower Yarra to enhance the visitor experience. Such drivers include unlocking the greatest untapped potential for the river, those which harness local strengths and advantages, those which extend or enhance an existing form of activation, which present a small opportunity cost or small risk to deliver or those which if not taken soon, may be unavailable in the future. Each of these features is described as follows:

Untapped potential for river activation. There are several places along and beside the Lower Yarra which are largely untapped in terms of public engagement, despite significant natural or constructed amenity to be enjoyed. The potential may be untapped due to poor access / infrastructure, marketing which is unimaginative or lacking, or from a site or facility being reserved for a function which is incompatible with river activation. Sites which are untapped or unrealised include Herring Island, Banana Alley Vaults, Sandridge Bridge, unrealised experiences include (stationary) on-river dining and small-stage performances, river cruising / accommodation packages.

Harness local strengths. Within the Lower Yarra River, there are already several sites where there is a strong public level of interaction with and awareness of the riverfront, evidence of strong numbers of people seeking an on-river experience or to merge an on-river experience with an existing activity. Examples may include patrons visiting the gallery precincts at either end of Princes Bridge, spectators attending the Australian Open Tennis, or visitors to Etihad Stadium

Activation with small opportunity costs or risks. Some proposed key activation opportunities include minimal investment and minimal displacement of alternative activities which may threaten an overall sum gain among stakeholders. Some examples may include 'pop-up' commercial offerings tied to the river experience (such as floating barges offering a cultural or culinary experience), interpretive and informative signage to encourage riverbank visitation by wider groups (such non-English speaking, school groups, or fishermen), or the deployment of augmented or virtual reality (AR/VR) tours at key sites such as bridges or riverbanks to attract, engage and excite visitors to the river along its lower reaches

Activation which meet the above, and may not be available in the future. The Lower Yarra River is situated within an urban realm experiencing the latter stages of a once-in-a-generation renewal. This phase of activity and change, which began some 20 years ago with the development of the Southgate precinct and has now reached the concluding phases of the Docklands precinct development around Victoria Harbour and numerous in-fill developments on the southern edge of the CBD and South Wharf, has had a monumental impact on land use and riverside activity, particularly downstream of Princess Bridge.

The recent pace and scale of private development in this part of Melbourne is unprecedented, bringing with it both huge benefits as well as potential risks to public amenity. Foreshore and wider on-river activation should be protected and encouraged, by safeguarding public access and wayfinding to the river, and reserving land for the future support of on-water activities. Potential examples include the preservation of foreshore access on North Wharf (between



Charles Grimes Bridge and the Bolte Bridge) preservation of river sightlines to Waterfront City and New Quay in Docklands, the establishment of a marine service centre on the western edge of the precinct and retention of public riparian land to enhance cycleways and pedestrian paths.

4.1.1 A matrix of possibilities

Considering the intersecting dimensions of visitor experience, forms of activation, reaches of the river and spatial areas for activation, a large number of potential actions and recommendations emerge to consider. The stakeholder engagement which contributed to this analysis has revealed many suggestions for activation of the Lower Yarra and perhaps as many constraints currently preventing them from happening quickly.

However there remains a reservoir of goodwill and ambition among stakeholders on the river to support change which contributes to the overall visitor experience. This goodwill and positive ambition, among regulators, private operators and recreational groups, provides a basis for optimism that the visitor experience can be improved for the better.

The full list of opportunities for activation of the Lower Yarra, by site, are presented in *Appendix A*. Key opportunities and summary directions for consideration and further development, described as either on water, riverside, landside and general, are as follows:

4.2 On water opportunities

Activity on the water via watercraft movement is a key part of raising the vitality and public engagement with the waterbody and enhancement of the visitor experience. On water activity includes commercial vessel activity (charters, ferries, water taxis, commuter services) as well as non-commercial activity (recreation, water-based events, themed river barges). The following list describes a range of opportunities to enhance the visitor experience in this realm.

4.2.1 Enhancement of commercial vessel activity

There are some 26 vessels servicing the Yarra with a daily capacity of 3,000 passengers. The offering is currently underutilised, customer satisfaction is generally low and many of the businesses are said to be operating on an unsustainable commercial footing.

With a few notable exceptions, the commercial offering on the Lower Yarra River is generally not contributing significantly to the visitor experience and is not comparable to the offering in many other water-based cities in terms of its service quality, reliability, or integration with other visitor destinations.

The key actions to enhance the visitor experience across commercial vessels include:

- o Improvement of access to vessels at key points via installation of floating pontoons to help mitigate for the lower river's tidal variation
- o Provision of comfortable, weatherproof ticketing and waiting areas, with appropriate amenities



- o Improved signage and wayfinding from key riverside locations toward commercial berths and from pickup/drop-off points
- o Installation of a commercial berth at South Wharf to connect the precinct to the CBD and Victoria Harbour and engage with local visitor numbers
- o Progressive relocation of overnight berths downriver outside of visitor precincts
- o Installation of back of house administration, vessel loading, and fuel/pump out/storage/maintenance facilities which are convenient and cost effective for vessel operators to utilise, outside of public areas.

Stakeholder engagement repeatedly raised the issue of uncertain or brief effective lease tenure among commercial operators as an impediment to investment. Inability to raise funds has obstructed fleet renewal, marketing expenditure and other business investment which had resulted in its steady decline in quality. Plans to review lease arrangements for daytime and overnight berths on the Lower Yarra should be advanced to facilitate private sector investment from both existing and new operators.

Similarly, long term plans for commercial vessel licensing and berthing (water taxi, charter boat and ferry) throughout Victoria Harbour should be resolved to provide certainty to local business operators, in conjunction with the potential rationalisation of Central Pier and extension of the private D'alboria marina on the southern edge and other plans as outlined in the Docklands Waterway Strategic Plan 2009-2018.

4.2.2 Water-based Commuter services

Melbourne is one of the only water based cities that doesn't have scheduled water transport. Although previous scheduled transport hasn't succeeded in the past, there is a renewed excitement around including water transport as part of the public transport network. We currently see between 840,000 and one million people through the city of Melbourne on a given day, and with the city's population growing by 100,000 each year, by 2030 this will be 1.25 million people travelling into the CBD. — Activating the Yarra River (2015)

Melbournians have typically not engaged with water-based commuting options due to the abundance of cost and time efficient public transport options (trains and trams) as well as active travel options (cycling and walking) from suburbs with good water adjacency; however with increased congestion and the extension of the commercial centre of Melbourne beyond the Hoddle Grid to Southbank, South Wharf, Docklands and Victoria Harbour, alongside increases in water adjacent residential development, opportunity exists to reconsider water based commute options.

There have been several studies of hypothetical commuter services on the Lower Yarra, connecting various points along the river to Federation Wharf and Victoria Harbour. To date, the modelling has indicated that the services cannot compete on a time-efficiency



basis with land-based public transport in most instances, largely due to the 5kt onwater speed restriction applied.

The coincidence of morning and afternoon peak demand for commuting with rowing training times is another concern, particularly for any service operating upstream of Princes Bridge.

Despite these concerns, the rapid growth of working and residential populations along the lower river, suggests that demand for a commuter service may be sufficient to warrant renewed interest and contingency planning by both developers seeking to add value to significant waterside developments and the public sector keen to see further on-river activation.

It is recommended that the feasibility of a seasonal or peak period commuter service between Victoria Harbour and the Hoddle Bridge be investigated, and opportunities for value capture from waterside developers be explored to subsidise the cost of providing the service and support an attractive ticket price. Implications for private commercial operators should also be examined to ensure the viability (through differentiated product or scheduling) of their offerings.

4.2.3 Overnighting of commercial vessels

Several operators utilise high profile sites at Federation Wharf and Banana Alley Vaults for overnight berthing. These sites are in close proximity to the office/ ticketing facilities of these operators and hence are convenient for the operators to use, however overnighting of vessels in such prominent locations detracts from the amenity of the riverbank and in the case of Federation Wharf, restricts access to the berth for other operators who use it as a pickup/drop-off point.

It is recommended that the overnighting of vessels, or long term berthing of vessels which are decommissioned or under repair, takes place at a less prominent / valuable location such as downriver of Yarra's Edge, as tides permit, with vessels unable to reach downriver presented more attractively (such as working vessels in Sydney or Hobart are). The provision of a shared infrastructure 'maritime precinct' for vessel fuelling, maintenance or longer term repair outside of public areas would also encourage this outcome.

4.2.4 Recreation (active)

Rowing

Currently Rowing is the primary on-water recreational activity of the Yarra River.

Total membership at Rowing Victoria has almost doubled since 2009 to 8,500, driven largely by greater involvement of private and public schools in the sport. Rowing provides an opportunity for participants and spectators to engage with Victoria's waterways, and the largest rowing event on the Lower Yarra, the Head of the Yarra attracts over 10,000 people, comprising 2,500 participants and the balance spectators and supporters.



Only three to four regattas are held on the Lower Yarra River each year (depending on scheduling of events which alternate by location) with the balance of the annual calendar competing in Lake Nagambie, Lake Wendouree, or the Barwon, Murray or Maribyrnong rivers and other courses.

Rowing's presence on the Lower Yarra is more typically associated with early morning and early-afternoon training drills originating from the rowing sheds upstream of Princes Bridge, from October to March each year.

Rowing is a key form of activation of the river and should be preserved and protected, with access upstream of Princes Bridge for rowing safeguarded during daily peaks. The floating VRA landing (upstream of Princess Bridge) is also in need of maintenance dredging in order to be used safely at low tide.

The spectacle of rowing would be enhanced by moving the courses of key events (such as Head of the Yarra, Australian Henley Regatta) downstream to include the CBD, where greater number of spectators could engage with the events. Short term river access planning to accommodate such occasions is supported by multiple stakeholders and would add another dimension to the vitality of the river.

Kayaking

Kayaking is also an increasingly popular pastime, though access to the river downstream of Herring Island for small unpowered craft (either kayak or canoe) is lacking, due to the absence of suitable launching or tie-up facilities. Melbourne Water is currently preparing recommendations for tie-up and launch facilities for small unpowered water craft and are due to report by late 2017. While kayaking is undertaken on a more ad-hoc basis than rowing, with single kayaks and small groups of up to a dozen participants typically embarking on organised tours rather than large scale events as with rowing, it nevertheless represents a positive use of the river which should be protected and encouraged to grow in a manner which is safe for kayakers and for other on-water users of the LYR.

Several fixed small vessel landings downstream of Herring island are not fit for purpose and their replacement in accordance with MW guidance, together with appropriate signage, would encourage this pastime.

Dragon boats

The Dragon Boat Club of Victoria (DBV) reported 900 members and 23 active clubs in its 2016/2017 annual report. Some 200 members regularly train in Victoria Harbour on weekends and after work in summer months. Approx 10 boats are active in Docklands for training, with Victorian regattas held on the Maribyrnong and Barwon rivers, as well as in Horsham, and Carrum.

Dragon boat racing is increasing rapidly in popularity among recreational, corporate and elite clubs, with DBV membership increasing from 500 in 2010 to 900 in 2016/17, and the Australian Dragon Boat Championships, held in Albury/Wodonga in April 2017,



attracting 63 clubs and 2,500 competitors, comparable to the largest rowing events staged in Melbourne.

A regatta has not yet been hosted in Docklands, and DBV sees this as a key opportunity to both showcase the sport and provide a spectacle to visitors. Promotion of this fast growing sport is well aligned with the intention to activate activity on the Lower Yarra river and dragon boating events should be considered when the final elements of the docklands master plan are put in place.

A dragon boat regatta course is a straight, 500m long body of water. This space could be hosted at a number of layouts within Victoria Harbour, although the southern half of Victoria harbour would best suit the 2009-2018 Docklands Waterways Strategy, especially noting the proposed reduction of the length of Central Pier.

In order to support dragon boating in the Lower Yarra river at Docklands, it is proposed that an option for a temporary 500m regatta course is reserved in future development plans, and that shared space for storage of Docklands-club based boats is made available.

Other forms of on-water recreation

In addition to rowing, kayaking and dragon boating, other individuals and clubs participate in outrigger canoe and sailing from Docklands throughout the warmer months. These forms of authentic on-water activation also add to the amenity of visitors watching from the shorelines, as well as to the participants themselves. These activities consume minimal resources and are typically able to be accommodated with little requirement for open water or other maritime infrastructure.

In order to protect them into the future, however, there is a need to carefully plan onshore and maritime precincts around Victoria Harbour's 7km of waterfront to ensure that safe and efficient launch, storage and back of house (clubhouse and administration) facilities continue to be provided on a cost-effective basis to participants.

4.2.5 On-water events

Melbourne is renowned internationally for its calendar of sporting and cultural events and festivals. They take full advantage of the City's geography, weather, cultures and key institutions including galleries, stadia and other public spaces.

To date, only a few of Melbourne's events take direct advantage of, or engage with the Lower Yarra River in a primary sense, with the notable exception of the Moomba festival, NYE fireworks, White Night, the rowing regattas mentioned above and more recently the Melbourne Food and Wine festival.

On water events are a powerful means of activating the river, of drawing spectators it its banks to enjoy a show or to view the city from a new perspective. Those events which do engage with the river, such as the NYE fireworks or White Night, take advantage of the river's role as a 'spine' for the city which links sites from Federation



Square to Docklands encourages the assembled crows to explore different areas, contributing to the social, economic and cultural value of the experience.

Stakeholder consultation has noted that the regulatory complexity, time and cost of staging on-river events remains high and is particularly stifling for new market entrants or small scale organisations which seek to launch innovative event proposals. While progress has been made in recent years, notably with the establishment of a dedicated team at Parks Victoria to oversee on-river event bookings and advise on regulatory applications, complex approvals processes by numerous agencies nevertheless remains a barrier to this form of activation.

It is recommended that the events application and approvals processes be streamlined between relevant agencies to reduce the time and expense of staging new and innovative events on or near the river. This will encourage proposals for more event and festival-based river activation, both as standalone activities and in connection with other festivals already taking place in Melbourne (such as Chinese New Year, Melbourne Festival, Spring Racing and others).

It is also recommended that activation of Herring Island for private events of functions is investigated (including the potential development of an events master plan for Herrin Island that outlines uses allowed under current legislation). Herring Island is an underappreciated asset of the Lower Yarra Corridor, due to low awareness and difficult public access. Activation beyond the current, daylight use for scout groups and the arts festival would serve as a strong platform for wider engagement with the Lower River.

4.2.6 Environmental considerations

As an urban river reach at the lower end of a very large mixed use catchment, the environmental values of the Lower Yarra River are often under pressure, especially during high flows following storm events. While the condition of the lower river reaches is a considerable achievement given its location and urban pressures, management of stormwater runoff and litter interception remains a major challenge, which will surely increase with population growth.

The water quality in the Yarra River's urban reaches compares well against other major urban rivers across the world. The ecological habitat of the Yarra River is still relatively high-standard and supports a diverse community of fish and birdlife... The biggest issue that remains is the management of diffuse sources of pollution from urban stormwater run-off in the suburban and innercity Yarra reaches.

Yarra River MAC Final Report, 2016 (DELWP)

The Yarra River Protection (Wilip-gin Birrarung murron) Bill, due to be passed into law in late 2017, will provide a protection framework that will coordinates waterway, public land and infrastructure management, cultural and heritage and statutory land use planning, with a clear role for amenity planning.



Melbourne Water, as the agency responsible for waterway health, should continue to assess the adequacy of measures to intercept and otherwise manage urban stormwater runoff which is the most significant and visible source of pollution in the lower reaches and the river overall. Litter traps and other instream diversions should be located such that they do not detract from the visual amenity of the river from vantage points.

4.2.7 On water art installations

In a similar vein to on-water events, permanent or long term kinetic art installations such as the 'flames' at Southgate in front of the Crown Entertainment Complex, draw attention and add further colour and movement' to enhance the visitor experience.

While the Lower Yarra is congested in many areas and on-water space is generally at a premium, riverside or selected on water activation through such installations, using falling water / lights / flames / kinetic sculpture etc would add to the sense of spectacle, particularly at key locations which are otherwise 'vacant' during off peak periods or other times. The success of weekly fireworks displays at Victoria Harbour during off-season until 2015/16 is an example of how this approach can impact visitor numbers and overall engagement with visitors.

LYRMAC should consider the role of on water (or riverside) art installations which are specifically designed and situated to enhance the on-water and riverside experience, both on a temporary and permanent basis. Locations for such on water activation include Victoria Harbour at the end of Central Pier and riverside locations such as the Turning Basin between Queens Bridge and Spencer Street Bridge.

4.3 Riparian / riverbank opportunities

4.3.1 Riverside berthing infrastructure

Commercial boat services which operate from berths at Southbank, Federation Wharf and Banana Alley Wharf offer little in the way of amenity to patrons waiting to board or departing their services.

Planning of future berth infrastructure should incorporate weatherproof riverside areas for patrons which improve the visitor experience, while avoiding 'severing' sightlines to the river.

4.3.2 Signage and wayfinding

Signage to the riverfront, along key riverside trails and to boat drop off/pickup points is lacking, particularly from land based public transport or other attractions such as Southbank Boulevard / Arts Precinct or Federation Square.

Directional signage or interpretive displays of past historical, cultural or heritage significant sites would improve appreciation of the river by residents and visitors alike.



A strategic review of significant cultural and heritage sites along the Yarra would help identify and promote places that tell the story of the Traditional Owners and of the post-European settlement of greater Melbourne. — YRMAC Final Report, 2016

4.3.3 Cycleways and pedestrian trails

Cycleways and pedestrian connections beside the Lower Yarra carry a large number of commuters and casual visitors on a daily basis. The Main Yarra Trail on both the northern and southern banks of the river downstream of Swan Street Bridge are frequently bisected by other conflicting uses, which diminishes their value and safety for all parties.

It is recommended that management or structural responses to the missing links in riverbank cycleways, such as north bank downstream of Sandridge Bridge and south bank downstream of Princes Bridge are considered to improve the functionality and amenity of active travel along the river for all users

Signage to encourage the separation of 'fast lane' from 'slow lane' users of the Main Yarra Trail at peak times, such as towards different riverbanks between Hoddle Bridge and Princes Bridge, was also recommended by several stakeholders as a useful and necessary response to growing congestion and potential for conflict.

As the Main Yarra Trail follows both the north and south banks of the Yarra River in its urban reaches, a series of 'loop' paths may be established, encouraging cyclists as well as those on foot to explore both banks via well placed signage and supporting infrastructure (water fountains, themed lighting or paving, etc).

4.3.4 Bridge activation

The many pedestrian and vehicle bridges across the Lower Yarra are assets which have enormous potential to contribute to activation of the river corridor. Each of the bridges carries its own aesthetic appeal when viewed from above or below, and many have specific heritage value related to their method of construction or previous function.

The bridges downstream of the Sandridge Bridge to Charles Grimes Bridge also impart a significant air draft restriction on water based traffic, forcing all powered vessels to take account of tidal variations in order to manage their routes. These low bridges, designed to favour the profile of land connections over water connections also dictate the low-profile vessel design which is universally seen throughout the Lower Yarra River.

There are several ways in which the bridges crossing the Lower Yarra River, from Cremorne Rail Bridge to the Charles Grimes Bridge, may be activated to enhance the visitor experience, without impacting their primary purpose, as follows:

The surplus deck capacity of bridges could be activated to accommodate temporary or permanent food and beverage offerings, market stalls or other activity. (In areas



surrounding the Lower Yarra River, Food and Beverage services have expanded strongly to match the increase in resident and worker populations. Docklands has seen a 227% increase in the number of food and beverage venues over the past decade, while over the same period, the number of venues in Southbank almost doubled and the CBD itself saw an increase of 41%).⁴

Hosting of such venues brings the multiple outcomes of increasing the 'dwell time' of passing traffic to the river, provides a new vista to be enjoyed by patrons on the bridges themselves and offers an additional visual cue from the bridge itself. Melbourne has proven to be adept at delivering and receptive to consuming pop-up food and beverage offerings at festivals and events in a wide variety of settings. Such activation would support the night-time economy of the Lower Yarra River.

The southern portion of the Sandridge rail bridge, the Charles Grimes Bridge and the Morell Bridge would appear to present good locations to host either F&B or other activity, on a temporary or permanent basis.

Pedestrian data collated by the City of Melbourne indicated that the Sandridge Rail Bridge is used by some 3,000 pedestrians to cross the Yarra River each evening peak (5-8pm), and 1,440 pedestrians every morning peak (7-9am). Almost 4 million people cross the bridge each year — only a fraction of this passing market would be required to support a well-designed food and beverage offering...⁵

The Lower Yarra River is imbued with significant cultural heritage values owing to historic events, associations and functions undertaken along the corridor. The bridges themselves each also have a unique story, worthy of retelling to visitors via Interpretive signage and location-specific social media channels. The development of augmented/virtual reality technologies also offers the opportunity for a realistic 'time travel experience' from specific vantage points on Lower Yarra bridges, providing an leading edge interpretive and educational experience to visitors.

The bridges themselves are also aesthetic features which are viewed by the watercraft plying the waters and riverside visitors during the day and night. At present their illumination at night is generally unremarkable, and represents an opportunity to enhance the on-water experience for those travelling through the corridor, whether by commercial craft or on the banks after dark.

Investigate the market and technical feasibility of temporary or permanent food and beverage offerings upon existing bridge structures, improve interpretive and directional signage for bridges and illuminate them to add to their presence and allure after dark.

⁵ City of Melbourne, 2017. Pedestrian Counting System – Download Data Files. Retrieved from http://www.pedestrian.melbourne.vic.gov.au/datadownload.html on 3/10/2017



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⁴ City of Melbourne, 2016. CLUE Interactive Visualisation, accessed 5/10/2017 at http://www.melbourne.vic.gov.au/about-melbourne/research-and-statistics/city-economy/census-land-use-employment/Pages/clue-interactive-visualisation.aspx

4.4 Landside opportunities

Effective activation of the Lower Yarra corridor requires enhancement of landside linkages to the river's edge through improved physical connectivity, sightlines and wayfinding. At the present time, there are few core landside locations downstream of Herring Island where the waterway is a strong feature of landside developments, particularly on its northern bank. The urban form throughout the CBD generally lacks genuine connectivity to the river, with east-west pedestrian routes set back from the river to Flinders Street and generally severed by roads and visual barriers, preventing engagement with the riverfront.

In order for the on water and riverside activations (above) to reach their full potential, such 'landside' activation which directs pedestrians toward the river is a necessity. This should be tackled in a few important ways, including the following:

4.4.1 Signage and wayfinding

There are strong opportunities to improve signage and wayfinding toward the river from inside as well as outside the river corridor. There are many areas where the river runs close to major nodes of landside activity, but due to topography or interrupted sightlines, visitors are unware of its proximity. The distance between Federation Square and Federation Wharf or between the Arts centre and Southgate wharf are both very short, for example, but the change in levels to the river's edge and built up areas breaks their natural connection. Wayfinding signage between key locations is required to direct more foot traffic towards the river and destinations along it.

4.4.2 Improve public transport linkages to on-water transport

Greater coordination between landside public transport and on-water transport options, together with improved signage, would enhance patronage of commercial water-transport options and help support the sustainability of those commercial operations. This includes all forms of commercial water-based transport on the Lower Yarra, including ferries, charter boats, scheduled services, water taxis and potential commuter services, if they are established. *Coordination* refers to a more holistic range of alignment between the two, including the location of PT stops, directional signage to and from berth points, coordination of scheduling to account for peak times/events and joint ticketing for an on-water commuter service.

4.4.3 Urban form

Until the mid-1980s, the urban form of central Melbourne turned its back on the Yarra River and as a result, there are many instances where public access and visual engagement with the river is still poor.

Future investment in urban form adjacent to the river should take account of how it might support or hinder engagement with the riverbank. Structures such as the Banana Alley Vaults, which sever the connectivity between Flinders Street (south) and the river,



and conceal the entrance to Flinders Walk should be the focus of attempts to refashion public access and engagement.

Regulatory changes to some landside uses, such as car parking, will also support river activation. Private vehicle access to the river's edge is limited, and in areas where it is available, such as along Alexandra Parade between Hoddle and Swan Street bridges, car parking is an important enabling function.

The timing and duration of car parking in this zone and others (such as the Fed Square carpark) should be reviewed to maximise daily visitation to the river banks, such as by implementing time-limited (but not charged) weekend rates.

4.5 Other General Considerations to activate the Lower Yarra River

Aside from these asset and non-asset based changes to enhance the Lower Yarra river which may be applied at specific other regulatory adjustments were also suggested in the course of stakeholder engagement, which deserve further analysis and development.

4.5.1 Commercial environment facing operators to service events

Improve the commercial environment for operators. As noted above, there are several short term events and festivals which would benefit from additional on-water services. Due to the significant upfront, fixed-costs of offering a short term service, many operators are unable to justify entering the market. If operators were able to obtain additional sources of revenue to defray establishment and operating costs, the market would likely be more competitive and the service levels higher.

The current restrictions on advertising on any commercial water craft on the Yarra River is one issue which should be reviewed to determine its overall cost-benefit on river amenity. The temporary or permanent relaxation of advertising restrictions on water craft may support additional commercial services and raise the overall level of activation.

4.5.2 Dredging

Several reports⁶ and stakeholders point to the recent lack of dredging downstream of Herring Island, which is reducing the navigability of the river in places and leading to increased congestion and potential for conflict between commercial and recreational vessels. Silt build-up is also threatening the safe operation of commercial berths and launch locations for recreational craft (including rowing sculls and kayaks) at key sites such as the VRA landing.

Although dredging is an expensive undertaking, and can bring unwanted environmental impacts from the temporary mobilisation of sediment, it is an unavoidable element of

⁶ Including the Lower Yarra River Future Directions Group, Recommendations Report (2015) and the Safe Accessible Waterways Discussion Paper, DEDJTR (2016).



responsible river management, and particularly for a river which is prone to siltation as the Lower Yarra.

It is recommended that a comprehensive dredging maintenance plan for the prioritised, progressive dredging of the Lower Yarra is funded in order to reinstate navigability around Herring Island downstream to the Bolte Bridge, utilising appropriate hydrographic survey data.

4.5.3 Managing congestion at peak times

Unlike many other rivers against which it is compared, the Lower Yarra River is constrained by narrow width, significant tidal range and road bridges with minimal clearance. As noted earlier, an increase in demand from recreation, events and commercial services (including potential PT services) on this reach will increase congestion and the potential for conflict.

Water safety is the first and highest consideration for any activity on or near the water and preservation of appropriate levels of safety in the face of increasing activation will require management and possibly asset-related changes within the river corridor.

Increasing congestion on the river, particularly upstream of the Princes Bridge and from vessels crossing to the Maribyrnong through and into Victoria Harbour presents a number of safety challenges. It is recommended that management rules are reviewed to specifically manage the scheduling and space dimensions of river congestion. For example, short-term management measures to enable scheduled commercial activity to continue around river events would be very beneficial as would a review of communication and positioning/GPS tracking required on the river to enhance safety and avoid near-misses during times of unavoidable congestion.

4.5.4 Reviewing the costs of compliance

The costs of complying with regulations managing water based activity in a safe and sustainable are regarded by some stakeholders as disproportionately high, and place a restriction on the participation of not-for-profit and other groups in on-water events. While compliance with many regulations, such as for environmental performance or on-water safety is unavoidable, the costs of unavoidable application, permitting and advertising costs ahead of events were noted as being particularly significant, and candidates for rationalisation or combination to reduce costs.

It is recommended that the full costs of staging events and operating services on the river is modelled, and opportunities to reduce compliance costs, such as by combining existing permits or via technology (online replacing broadsheet newspaper advertisements, for example) are implemented. This would encourage a wider range of events and services to be hosted on the river, particularly by smaller start up or not for profit groups.



4.5.5 Review the provision of shared 'back of house' infrastructure (marine precinct)

Many stakeholders commented on the lack of shared maintenance, administration, pump out and fuelling infrastructure to support operators, which placed additional strain on their businesses. The lack of convenient and safe shared facilities was anecdotally leading some operators to take shortcuts such manually refuelling whilst at commercial berths.

The Docklands Waterways Strategy (2009-2018) included a plan to reserve a parcel of land at the end of Yarra Edge in Docklands, just upstream of the Bolte Bridge, for a shared marine maintenance and management precinct to provide on water and onshore services to the local commercial fleet(s). Services would include vessel servicing and fuelling, wet maintenance berths, repair facilities as well as dry stacking, boating education and small working spaces for speciality works (heritage, upholstery, etc). With the continuing spread of on-water activity downstream from the original hub near the CBD, a marine precinct at this location would be able to conveniently serve all of the fleets working the lower river. Such a marine precinct would address several unwanted aspects of current practice: it would provide a safe, convenient and compliant place to refuel vessels, it would relocate unsightly repair activity from public view to an appropriately industrial location, would provide operators with badly needed administration space and a well located hub.

It is recommended that the plan for a marine precinct, as outlined in the Docklands strategy, be progressed, with appropriate stakeholder engagement and options development to support a strong business case for this investment.

4.5.6 Data collection

In order to support the effective, targeted public sector investment of funds, or to encourage partnerships with the private sector, it is recommended that a consistent, reliable and independent data collection programme is established throughout the Lower Yarra corridor. At present, the myriad of users who benefit from the Lower Yarra either hold their own data for their own planning purposes, or do not systematically measure usage, willingness to pay or other benefit data at all.

The establishment of a baseline and ongoing database about levels, forms and outcomes from on-water and near-water activity would directly support better and more informed decision making in order to maximise the activation of scarce resources within the river corridor.

4.5.7 Sea Port

At the present time, there are no permanent facilities in Melbourne to host large tall ships or 'Super Yachts' with a length of more than 30m, and an air draft of greater than 26m, (the maximum clearance of the Bolte Bridge at low tide).



Several previous reports⁷ have proposes the establishment of a 'sea port' positioned at the western edge of North Wharf in Victoria Harbour, just downstream of the Bolte Bridge, which would activate Docklands by acting as a significant tourist destination when vessels are in dock, as well as provedore, chandlery and fuelling point for vessels.

At the present time, the market for such super yachts is unknown, and Melbourne is presently not regarded in the same league as destinations in Qld or NSW, which have well established itineraries of visiting craft and many years of support behind them from local tourism departments.

While unlikely to be commercially viable in the short term, It is recommended that the option to deliver this proposal should be retained in long term planning for the development of Victoria Harbour, and that it be protected from encroaching private development. Being downstream of the Bolte Bridge, the proposed location for the sea port is within the Melbourne Port Zone and hence the Port of Melbourne is a key stakeholder in this proposal.

4.5.8 Helicopters

The noise associated with helicopters movements from the helipads on North Wharf is becoming increasingly contentious as the area develops and more residential and commercial developments are established. The presence of the helipads on the Lower Yarra river does not in itself appear to contribute to activation of the river, and for many visitors their noise detracts from, rather than contributes to their experience.

With the planned development of the North Wharf goods shed for a residential and hotel development commencing in 2017/2018, it is expected that the helipads will be relocated elsewhere, providing an opportunity to place them in a site which is both accessible to their patrons but which also doesn't conflict with other river uses. The Turning Basin downstream of Queens Bridge has been mooted as a potential location by some operators, however it would likely cause similar interference with adjacent users and would not be the highest and best use of that particular site.

It is recommended that the outcomes and recommendations of the Helipad Working Group be applied, to establish a long-term solution to helicopter movements which provides certainty to operators and protects the other forms of activation on the river.

⁷ This proposal was first raised by Tall Ships Victoria in 2007, more recent support is noted in the Docklands Waterways Marine Infrastructure and Facilities Recommendations (2010) and the Docklands Waterways Strategy (2009-2018).



5 Overseas experience

5.1 The Victoria and Alfred (V&A) Waterfront – Cape Town, South Africa

Once a loss-making asset, the Port of Cape Town has been transformed into an enviable waterfront destination for both domestic and international visitors alike. With planning commencing in 1988, the Victoria and Alfred (V&A) Waterfront is now an urban regeneration success story turning what was a dilapidated and underutilised port into South Africa's most visited destination (Van Zyl, 2013).

The man-made port, situated on the shores of Table Bay and a short distance north of Cape Town's CBD, has a strong cultural and historical connection dating back to the mid 1600's, established by the Dutch East India Company. Set against the backdrop of Table Mountain, The V&A is only a 20-minute drive from Cape Town International Airport, with easy access to two major freeways and public transport options. The Southern Hemisphere's oldest working port covers an area of 1.23 square kilometres.

The project was lobbied for by the Waterfront Steering Committee formed by the Mayor of Cape Town in 1984. A year later a second committee was established by the Ministers of Transport Affairs and, Environmental Affairs and Tourism to investigate the potential for greater public use. By June 1988 the South African (SA) Government had accepted the recommendations in full, forming Victoria and Alfred Waterfront Pty Ltd to redevelop the area. Extensive market research was undertaken covering a range of opportunities including tourism, retail and residential.

The V&A has become a multi-use precinct for a variety of both recreational, commercial and residential uses. The waterfront attracts 24 million annually with some 180,000 visitors per day during peak season. With 1500 residents and 19,000 workers, the V&AW has contributed \$1.65 Billion in nominal terms per year to the SA economy over the past decade (V&A Waterfront, 2017²). Some of the key uses for the V&A are summarised below:



Table 1 V&A Waterfront Activities

| Year Round | Seasonal | Events |
|--|-------------------|-------------------------------|
| Retail | Open air | New Year's Eve |
| the V&AW shopping centre with ~45,000 m² and 450 retail outlets and a food court | cinemas | Blessing of the fishing fleet |
| Culture and History | Sunday markets | пеес |
| Museums – Diamond, Rugby, battery, Robben Island, maritime museums, contemporary art History and culture tours | Weekly summer | Cape Town Busker Festival |
| Residential 1500 residents | concerts (free) | Cape Town Fringe Festival |
| Several hotels | | Cape Town Art Fair |
| Recreation Two Oceans Aquarium Dining – 80 restaurants | | Waterfront Jazz Festival |
| Cinemas | | Associated events: |
| Running route and fitness studios Tours – walking, cycling, boat, helicopter | | Cape Town Cycle Tour |
| Diving and water activities Theatre and Comedy | | Cape Town Festival |

5.1.1 Lessons for the Lower Yarra:

- Public access is a prerequisite the V&AW is both visually and physically accessible to local and international tourists of all income groups. Infrastructure has been created to service the area and create a strong connection with the wider Cape Town area. Over 30% of access is by public transport or walking (42% during morning peak).
- **Mixed use is a priority** Ensuring offerings for a variety of people ensure that visitors continue to come to the waterfront.
- **Single management structure** Single control point over the combination of tenants is important in ensuring a vibrant activity mix is maintained.
- Sustained programme of economic events Having a strong entertainment and special events program help increase visitor numbers to the area.
- Long-term project vision Waterfronts are long term endeavours, with the V&AW taking 22 years to develop 1.23 square kilometres. Water fronts need to be developed in a "planned and integrated manner" (Van Zyl, 2013) to ensure city-wide benefit.



- Public/Private partnerships speed up the process With V&AW a private company sought to design and develop the waterfront with considerable flexibility in the urban planning process provided by the local council.
- **Be bold** Those who lobbied for the V&AW were seen as "idealistic dreamers" (Van Zyl, 2013), yet it has become one of South Africa's most visited destinations.
- **History and culture gives character** Ensuring that the historic charm and heritage of the river are maintained will guarantee the area fits into the fabric of the surrounding city.
- Secure water quality Ensuring a clean river system will ensure that the river is an attractive place for recreational visitors as well as commercial operations.

5.2 The Thames – London, England

The longest river entirely in England at just short of 350km, flows through the middle of London. The river forms a major part of the tourism offering that London provide, with many of its more famous landmarks spread along its banks, such as the Tower Bridge, the London Eye and Big Ben. Once considered biologically dead, an attitude shift in the 1980's saw many view the river as an asset and not an eyesore. Since then, the river has improved drastically, both economically and environmentally.

With 24 million people making the walk between the London Eye and the Tate Modern Museum each year, the Thames is a popular route to visit the many attractions that inhabit its banks. The river also takes 10 million passengers and 5.5 million tonnes of freight each year. Oyster pay-as-you-go validators were installed at all 'River Bus' Piers in 2015, creating a singular payment method between different transport modes. Accessibility was also improved with lighting, signage and cycling infrastructure and hire upgraded at these piers. The aim of these upgrades was to reach 12 million passengers by 2020.

As with many other successful rivers, the river is the centrepiece of the city, bringing together arts, culture, sport, history and sightseeing. This complete package is what brings so many to its banks. The Thames offers not only all year activities but some annual events and festivals that connect people to the river. The Totally Thames festival is an "annual celebration of the River Thames with a creative and diverse programme that inspires, connects and enthrals" (Totally Thames, 2017).

Table 2 River Thames - Activities

| Yea | Events | |
|-----------------------------|-------------------------------|------------------------------------|
| Culture | | Totally Thames |
| Shakespeare's Globe Theatre | National Theatre | |
| Tate Modern Museum | BFI Southbank (film precinct) | • London |
| History and Sites | | Marathon |
| Tower bridge | HMS Belfast | |



| Ye | Year Round | | | | |
|-----------------------------------|-----------------------------------|--------------------------------------|--|--|--|
| Tower of London | Royal Museum Greenwich | New Year's Eve | | | |
| Parliament House | St Paul's Cathedral | Fireworks | | | |
| Dining | | • The Great River | | | |
| Restaurants with a view: | | Race | | | |
| Perkin Reveller, Pont de la Tour, | Thames dinner cruise | | | | |
| Recreation | | • The Cancer | | | |
| Rowing | Walking/running | Research UK Boat Races (Oxford Vs | | | |
| Sailing | Cycling | Cambridge) | | | |
| Parks, Gardens and Wildlife | | | | | |
| Chelsea Flower show | WWT London wetland centre | | | | |
| Royal Botanic Gardens | Battersea Park and Children's Zoo | | | | |
| Sightseeing Activities | | | | | |
| Boat cruises | London Eye | | | | |
| Walking tours | Helicopter flights | | | | |

5.2.1 Lessons for Lower Yarra River:

- Mixed use One of the Thames' strengths is the variety of offerings it has. From Arts, culture and history to events and festivals. A common theme identified with many popular rivers is the diversity in activities that a river offers, ensuring continual river interaction.
- Home-grown multi-asset events Having home grown events that promote various river assets can improve visitation to all areas of the river. The Totally Thames festival has just under 3 million attendees, with around 170 different events over the month-long festival.
- Commercial sustainability Having a viable commercial fleet of ferries and tour boats provides an easy, affordable and useful way to utilise the river. Not only reducing strain on other transport methods, it utilises the river in a unique way connecting the public with the water in a purposeful way. Infrastructure investment helps to improve accessibility and useability. The City of London has also found a balance between private commercial operations on the water and a regular, well patronised commuter service, operated seamlessly by Transport for London alongside its landside services.
- Culture and art engages Culture and art can act as durable connectors of the public to the waterfront all year round.
- Create a link between key sites and attractions Enabling the river to connect key destinations will increase foot traffic and provide further activation opportunities.



6 Recommendations

The Visitor Experience Review of the Lower Yarra Corridor has identified a number of challenges and opportunities for activation of the river. The Challenges and opportunities are presented as follows:

Issue / Opportunity

Recommended Response(s)

 Reliable, high quality water transport and scheduled services are a key to activation of the river.

At the present time, the service offered by commercial boat operators is not meeting the expectations of visitors, resulting in their significant underutilisation and deteriorating business viability.

This requires a multi-threaded response, involving

- Regulatory Change investigate options for the reform of commercial leases to suit the objectives of operators and the public interest as represented by regulators. This includes evaluation of options to change the nature and length of lease tenure, apply appropriate codes of conduct and compliance rules regarding tourism accreditation, customer service, seaworthiness, overnight berthing of vessels, commercial viability review of fees and charges and advertising,
- Infrastructure Provision floating berths at key sites, such as Federation Wharf, Southgate Wharf and a new commercial berth at South Wharf; marine service centre to support maintenance, back of house services, refuelling, pump out; improved signage and wayfinding; recommence prioritised maintenance dredging program
- Recreational uses of the river are growing fast and are a major source of public amenity.

However Infrastructure is unable to keep up, which is leading to conflict both among participants and with other river users

- Support rowing as a priority activity upstream of Princes Bridge
- Clarify fairway rules in various river reaches between competing uses
- Improve management of short term changes to schedules due to on-river events
- Encourage growth of rowing infrastructure in Maribyrnong river as a counterweight to the Yarra which is often at capacity during weekday afternoon peaks
- Code of conduct review for recreational users to improve scheduling, on-water communications and tracking technology
- Support a boat launch facility at the mouth of Moonee Ponds Creek (the next nearest is close to Williamstown)
- iii. There are many innovative ideas proposed for river use,
- Streamline permitting for events to reduce time and cost with multiple applications in one and consider alternative means for public notices



Issue / Opportunity

Recommended Response(s)

however permitting for various forms of on water activation is unnecessarily bureaucratic, time consuming and expensive.

- Improve opportunities to activate Herring Island for private and public events throughout the year
- iv. The ribbons of recreational and commuter activity along the riverside are strong, and well supported, but are strained at peak times and could be shared among larger numbers
- Support cycling and jogging paths on the Main Yarra Trail by keeping them in good order, and separating incompatible users via signage, different pavement types and loop circuits. Complete missing links such as north bank Queens Bridge to Spencer as an alternative to congested Crown Complex Promenade. Consider other infrastructure upgrades to increase capacity.
- Upgrade berths for unpowered recreational vessels to suit safe entry and exit from the water, as per forthcoming MW guidance
- Review car parking restrictions along Alexandra Parade to encourage turnover of vehicles on weekends to share available capacity more equitably
- v. The Docklands precinct, downstream from the Charles Grimes Bridge has matured significantly as a destination in the past five years, yet it remains poorly connected to the Yarra river in terms of services and thematic linkages
- Support the Docklands Waterways Masterplan, including Melbourne City Marina as a major hub for boating
- Commence detailed planning for a commercial berth at South Wharf and Victoria Harbour, linking commercial services with other sites on Southgate and Federation Wharf
- Progress delivery of a marine precinct upstream of the Bolte Bridge to serve all commercial vessels in Docklands and the Lower Yarra River
- vi. Bridges over the Yarra
 River have strong potential
 for activation, as
 destinations in themselves
 and as features to raise the
 visual amenity of the river
 day and night
- Explore activation options for key bridges, including Sandridge, Charles Grimes and Morell, either temp or long term. Consider linkages between the 30,000 capacity AAMI Park and Morell bridge to support activation
- Capture innovation from private sector with open calls for expressions of interest
- Investigate options for after dark illumination of CBD bridges year-round to enhance their spectacle
- vii. The riverside urban form of the Lower Yarra corridor should reflect its proximity
- Key sites on the northern bank, such as the Banana Alley Vaults are a barrier to engagement with the river and should be reimagined to support visual and actual access



| Issue / Opportunity | Re | commended Response(s) |
|---|-----------------------------|--|
| to the water and passers-by to eng it. | | Public riverside access should be protected in the face of private developments on the lower reaches, such as Yarra's Edge and Northbank, with setbacks/ linear parkland and ground floor public spaces encouraged |
| viii. Intensive residen commercial deve throughout the L | lopment | In light of recent and future growth prospects, review previous plans for commuter services along the Yarra River, as part of a wider public transport network. |
| Yarra corridor, from Yarra, to Fisherm is redrawing the bringing the Rive sharp focus | an's bend map and | Consider value-creation and value-capture opportunities associated with proximity to on-water PT to subsidise travel. As with Brisbane (and some locations in Sydney) onwater PT is about the amenity as much as it is about time savings. |
| | • | Move to ensure that options to develop future public sites and services are preserved from privatisation within development footprints. Examples include Sea Port at the edge of North Wharf and the maritime precinct at the western end of Yarra's Edge. |
| ix. The role of the Ya | | Review the Lower Yarra River events strategy with a view to streamlining event planning and hosting on the river |
| and tourism gene still untapped. It tourism agencies | erally is • is seen by as a | Pursue management controls and standard codes of practice to enable brief on-river events to take place with minimal interruption to scheduled commercial services |
| complement to c destinations rath primary driver its | er than a | Bring selected "upstream" events such as regattas into the CBD as a celebration of the river's many uses and faces and to draw in new crowds of supporters |
| | • | Incorporate the Lower Yarra River Corridor and its features into Destination Melbourne's upcoming strategic plan (it is currently referred to under infrastructure, rather than as a destination) |



Appendix A Sites for Activation

The following tables presents a list of sites for activation within the Lower Yarra River corridor, listed according to their location downriver and their place within the corridor, whether on water, northern or southern bank, or landside.

These recommendations are made in keeping with the key forms of activation noted in the report, and demonstrate the wide variety of initiatives, both asset-related and non-asset related and involving public and private funds which may be applied to activate the river corridor, in the face of various development trends.

The Lower Yarra River corridor, the study area is divided into eleven (11) zones, as follows:

- > Herring Island,
- > Nine (9) river sub reaches from downstream of Herring Island to the Bolte Bridge totalling some 14km total river frontage segmented by key bridges or other features:
 - i. Downstream of Herring Is to Hoddle Bridge (Punt Road)
 - ii. Hoddle Bridge to Swan St Bridge
 - iii. Swan St Bridge to Princes Bridge (St Kilda Road)
 - iv. Princes Bridge to Queens Bridge (William St), including Sandridge Rail Crossing
 - v. Queens Bridge (William Street) to Kings Bridge (Kings Way)
 - vi. Kings Bridge to Spencer St
 - vii. Spencer Street to Yarra Pedestrian Bridge (YPB)
 - viii. YPB to Charles Grimes Bridge
 - ix. Charles Grimes Bridge to Bolte Bridge (south)

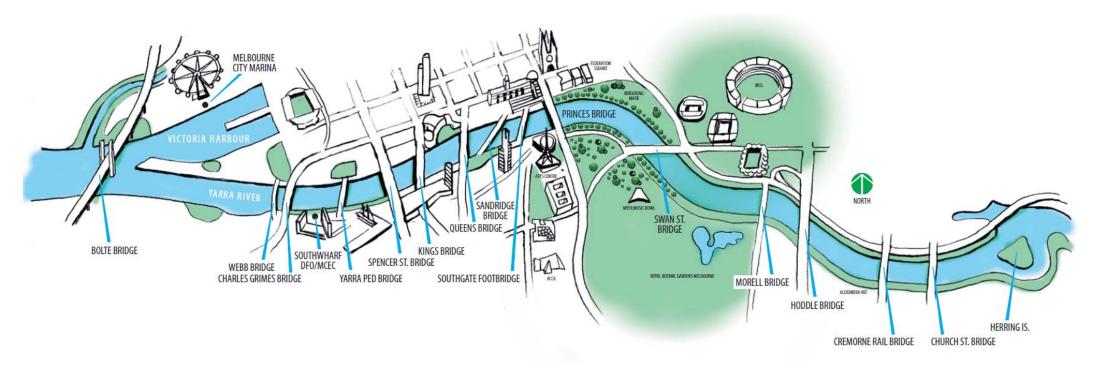
For each of these nine river zones, site activation opportunities are described as relating to one of five spatial extents within each longitudinal segment of the corridor:

- o on-water,
- o riparian north bank,
- o riparian south bank,
- o landside north, and
- o landside south
- > Victoria Harbour, which is defined as on-water, Southern bank, Harbour Esplanade, Northern Bank and Landside, north'.

The following Map presents the entire extent of the Lower Yarra River Corridor, for the purposes of this study.



Figure 6-1 Illustrative Map of Lower Yarra River Corridor





| | | OnWater | Riverbank S | Landside S | Riverbank N | Landside N | Other | constraints on activation |
|---|---|--|---|--|--|------------|-------|-------------------------------------|
| f | Queens Bridge (William Street) to Kings Br (Kingsway) | >extension of key rowing events through CBD | >separation of cycling (Yarra Promenade / CapCityTrail) >activation of Crown frontage >EOI for floating pontoon linked with local businesses | investigate relocation of helipad to roof of hotels | >night time activation of enterprise park via lighting, pop up events to capture foot traffic >improve engagement from Aquarium to Riverfront | | | very low draft at Kings Bridge |
| g | Kings Br to Spencer St | >extension of key rowing events through CBD | separation of cycling (Yarra Promenade / CapCityTrail) | investigate relocation of helipad to roof of hotels | >Batman Park activation - EOI for floating structure or use of Rebecca's Walk to host popup events >reinstate cycling path (review proposed "clip-on cycleway" to rail overpass?) | | | very low draft at Spencer street |
| h | Spencer to Yarra Ped Bridge | >signage to Melb Exhibition Centre Floating Landing | | | >improve cycleway to Maintain north bank connection | | | |
| İ | YPB to Charles Grimes (S/Nwf) | >Activate Floating South Wharf berth for commercial use. | >all weather shelters, ticket facilities >wayfinding from DFO, MCEC >potential back of house (admin) facilities | | relocate helipad with development of North Wharf Shed | | | dredging required |
| j | Charles Grimes Br to Bolte Br | | >marina development proposed >designated marine precinct (back of House, maintenance, fuel) >linear park / cycleway / ped way | raod access required to marine precinct | >Yarra Walk Park (proposed) >use of Collins Landing for short term berthing and potential corporate shuttle to CBD >SeaPort for visiting tall and large vessels | | | dredging required |

| | | OnWater | Southern Bank | Harbour Esplanade | Northern Bank | Northern Landside | OTHER | CONSTRAINTS |
|---|-------------|----------------------------|-------------------------|--------------------------|-------------------------|---------------------------|----------------------------|-------------------------|
| k | Vic Harbour | >support Dragonboat | >support fishing | >South Basin Ferry | >consolidate Melb City | >maintain sightlines to | >remove concreate | >heritage constraint on |
| | | training and regatta | >note - proposed | Terminal - passenger Hub | Marina as Melbourne's | water | extension to Central Pier | reducing Central Pier |
| | | (500m length) | d'albora marina (public | for Vic Harbour | 'Boat Park' | >encourage joint | >support fishing with fish | >long term leases for |
| | | >support outrigger and | and residential) | >Activation via Etihad | >Central Pier Heritage | ticketing with onshore | cleaning facilities | existing rights holders |
| | | yacht evenst | > hub for community | Stadium MasterPlan | Cluster with vessels | retail, maritime services | | >marina developments |
| | | >retain 1:6 ratio for | boating (powered and | | relocated from North | >link water based PT with | | constrain on water |
| | | public:private moorings | unpowered) | | Wharf | onshore PT | | development |
| | | >Call for EOI for on water | | | >small vessel boat ramp | | | |
| | | central attraction | | | (Moonee Ponds Creek) | | | |
| | | (spectacle) | | | | | | |
| | | | | | | | | |

| General | | 5.1 | | | | |
|-----------------------------|----------------------------|---------------------------|---------------------------|---------------------------|----------------------------|---------------------------|
| Onwater | riparian | Bridges | landside | | other | |
| Rowing spectacles | improve amenity for | activate bridges with | improve links between PT | connection with | collect data for passenger | regulatory changes |
| through the CBD, School | people waiting for vessels | popup and permanent | and Water transport | Portarlington Ferry | movements at | needed to reduce the |
| rowing to attract | | activity (F&B) - ponyfish | · | | commercial berths (main | cost of compliance (eg |
| spectators | | | | | and subsidiary points) | mandatory comms, |
| | | | | | | advertising, to unlock |
| | | | | | | innovation) |
| On-water water taxi, | improve signage to river | ensure bridges have | improve signage to river, | connection with | Augmented Reality / | costs of |
| charter connections | | capacity to host | attractions | Maribyrnong | Virtual Reality Tours to | ownership/business |
| between Docklands and | | pedestrian loads | | | unlock history | operation too high - |
| CBD | | (Princess Bridge | | | | slipways, fuel, |
| | | especially) | | | | maintenance, pumpout |
| | | | | | | facilities |
| better boat timetables to | cycle connections on | | provide safe amenities at | longer tenure for | reduce restrictions on | make short term events |
| improve customer | northern and southern | | more remote locations so | operators to make | advertising on boats as | easier and less costly to |
| satisfaction | banks | | people can linger longer | substantive investments | additional source of | organise |
| | | | | | revenue | |
| litter management / | | | urban built form turning | make better use of | | |
| aesthetics of river are | | | away from the river - | citywide events - water | | |
| important, esp from | | | better integrated form | based and riverside links | | |
| vantage points. | | | | to MCG and Rod Laver, | | |
| | | | | Flemington | | |
| sensible location of litter | | | | | | |
| traps away from | | | | | | |
| sightlines where possible | | | | | | |

Appendix B Previous reports and strategies

Several studies and reports concerning the Lower Yarra River, and also the entirety of the river have been prepared by various agencies and groups over the past decade. While each analysis have fulfilled different difference terms of reference, most if not all have sought in some way to maximise the value that the waterway offers to the wider community of residents and visitors.

The following reports were reviewed as part of this study and the relevance of their findings are summarised accordingly.

| Report / Strategy and Author | Generalised Findings / Relevance to Visitor Experience Review |
|--|---|
| Recommendations for the Management of the Lower Yarra Lower Yarra Future Directions Group Nov 2015 | The complexity of the governance of the Lower Yarra River is a major impediment to realising its full potential, raising the cost and complexity of private sector or NGO service offerings or event staging, harming engagement with the river The recommended solution is the appointment of a single (independent) entity should be charged with overseeing activity on the river Extended berth tenure is desirable to support appropriate level of investment in commercial fleet and customer service outcomes Well-sited supporting infrastructure (customer facing and back of house) required to support quality services Dredging of key points on the LYR is well overdue and now urgently required to maintain safe passage and optimum utility |
| Achieving a Sustainable and Activated Waterway Position Statement (2015) Yarra River Business Assoc & Melbourne Passenger Boating Assoc. | The commercial vessel fleet on the Lower Yarra River is highly underutilised, a sign of a sector in decline. An independent, purpose designed management authority is needed to manage the Melbourne City Waterfront A range of lease options for commercial operators is needed, including options with longer tenure. Current license arrangements are inadequate Maintenance and presentation of the vessel fleet is poor due to lack of tenure and inadequate berthing infrastructure Commercial berths are not fit for purpose and must be replaced with floating pontoons A water hub/terminus at Docklands should also be established with suitable infrastructure |
| Yarra River Precinct – Business and Marketing Plan | > Visitor satisfaction with the Precinct is largely influenced by the quality of the on-water experience. Visitor survey (2007) revealed a large variability in perceptions of service and operational standards, from very poor to very positive. Deficiencies were noted in relating |



| Report / Strategy and Author | Generalised Findings / Relevance to Visitor Experience Review | | | | |
|--|---|--|--|--|--|
| Yarra Tourism Association - 2008 | to perceived safety in reservation and information services, general customer service, and exiting procedures in particular. > The survey revealed an enthusiasm by the public to undertake a river tour and to learn more about Melbourne, but also an overall disappointment in the quality of the delivery of the experience. | | | | |
| Two Rivers Traffic Management Plan Parks Victoria, 2006 | A significant increase in river traffic - volume and duration is anticipated with the development of Docklands spurring motorised recreation and the increase in non-motorised recreation (rowing) also forecast. Better systems and approaches to monitoring and managing on-river | | | | |
| | activity are required, both during events and non-event periods to reduce on-water conflicts and avoid a steep loss of amenity | | | | |
| Two Rivers Access Plan Yarra Tourism | > Notes the need for improved planning for access to the Maribyrnong and Yarra Rivers and to manage their use to ensure safety and equity for river users and sustainability of the rivers themselves. | | | | |
| Association - 2008 | > Divides the LYR into three zones with different objectives and functions: | | | | |
| | (i) Docklands / "Marina Transit" - to be supported as a gateway to the city, with an emphasis on protecting public berths, event spaces and public access to river frontage; | | | | |
| | (ii) Charles Grimes to Princes Bridge / "Commercial Tourism" – to be supported as the major tourist and entertainment focus for the Yarra River, with an emphasis on integration of riverside destinations with land use developments, improvement of commercial vessel operations to manage congestion, improve riverside pedestrian and cycling ways to meet demand and link land based public transport with on-water options; | | | | |
| | (iii) Upstream of Princes Bridge to Herring Island / "Active Recreation-Yarra" to be supported as the Lower Yarra's role as a venue for recreational activities and use as a landscape corridor and events, with strategic emphasis on protecting equity of access on the river between recreation, commercial and events use, improved pedestrian and cycling access on both banks, and improve access to Herring island. | | | | |
| Lower Yarra River Future Directions Plan Parks Victoria - 2001 | > Precursor to the Two Rivers Access Plan (2008, above) and provided the definitions and strategic direction applied in the later report to the Lower Yarra River. | | | | |
| ruiks victoriu - 2001 | > Notes an ongoing review of the commercial boat licensing system to promote a diverse, high quality tourism experience for all river users and improve the industry's efficiency, presentation and performance. | | | | |



| Report / Strategy and Author | Generalised Findings / Relevance to Visitor Experience Review | |
|---|---|--|
| Docklands Waterways Strategic Plan City of Melbourne – 2009 | Support the ongoing activation of Docklands as a hub for commercial and non-commercial watercraft by providing maritime and on-shore infrastructure and associated marketing Encourage the development of a sustainable commuter ferry service to Docklands Offer long term tenure to commercial vessels to encourage fleet investment which meets the needs of visitors Retain marina at waterfront city as a public marina and to maximise flexibility to accommodate water based events Add vitality to the precinct via increasing the number and quality of water-based events | |
| Lynette Bergin Fellowship Final Report Emma Cullen – August 2016 | Overall perception among Melbournians that the urban Yarra River is not an asset. Education and marketing is key. Governance over the navigable sections of the waterway a key challenge to river activation, and no single organisation had a coherent answer which suited a majority Boat operators are in decline and operating at well below 30% of capacity through the year Gold Coast Waterways Authority (GCWA) is one example of a Australian governance model which could succeed in safely and sustainably activating a major waterway with diverse stakeholders, if granted sufficient powers and state government support Home grown events are key to waterway activation, with several examples in Melbourne (Chinese New Year, Moomba, Spring Racing) | |
| Considerations for Waterways Management Lower Yarra River Management Advisory Council – 2017 | Source material and operator feedback indicates an over-riding ambition for a world class waterfront and high quality tourism products Need to reduce the complexity of governance and to work towards an overarching strategy and community vision Commercial operators on the river are seeking greater certainty of tenure to operate and invest in their products, express frustration at over supply and excessive fees, despite highly seasonal businesses A strategic plan is needed for the LYR which will protect and enhances all of its value dimensions | |
| Protecting the Yarra (Birrarung) Yarra River Protection Ministerial Advisory Committee - 2016 | Recommended governance reforms to streamline planning, monitoring, management and decision making to protect the values and potential of the entire river Recommends Melbourne Water develop a Yarra River Strategic Plan and Community Vision (in process) | |



| Report / Strategy and Author | Generalised Findings / Relevance to Visitor Experience Review | |
|--|--|--|
| Safe and Accessible Victorian Waterways (Discussion Paper) - DEDJTR, Nov 2016 | > Focus on waterway safety and access in the face of increasing demand and congestion, including between recreational and commercial uses > Responsibility for ongoing upkeep and management of infrastructure to suit demand and influence behaviour > Need for clear governance arrangements, > Importance of links between waterway tourism and ecotourism > Information, licensing, education of water users | |
| City of Melbourne Tourism Action Plan 2016-2019 | > Greater Melbourne received 26.5 million visitors (2.2 international) in the year to September 2015, and 11.2 to the City of Melbourne. > Water transport would be an important addition to travelling around Melbourne as a river city. Water transport, particularly along the Yarra River and the city's urban waterways, would offer an attractive alternative for exploring Docklands and inner Melbourne without adding to traffic congestion. > Improving governance, activation and promotion of the Yarra river is a key action within supporting investment in visitor transport, accommodation and infrastructure | |
| City of Melbourne Charter Boat Industry Analysis – July 2010 | A large portion of the Charter boat sector on the Lower Yarra does not appear to be commercially viable on long term basis. A clear majority of businesses (62%) made a loss in the 2009/10 financial year and more than half (57%) also reported that their businesses were for sale. The demand for charters is highly seasonal, with demand in June typically 25-30% of demand in December. | |



Appendix C Stakeholders Consulted

| Name | Organisation / Affiliation | Role or Position |
|-------------------|-------------------------------|---|
| Chris Trotman | LYRMAC | Committee Chair |
| Jonathan Metcalfe | LYRMAC | Committee Member |
| Linda Weatherson | LYRMAC | Committee Member |
| Caroline Stanners | Parks Vic | Director, Commercial Partnerships |
| Justin Vaughan | Parks Vic | Manager, Visitor Planning |
| Stuart Hughes | Parks Vic | Director, Park Planning & Policy |
| Lana Kagan | Parks Vic | Ranger Coordinator (Asset & Risk) Waterways |
| Chris Hardman | Parks Vic | Executive Director |
| Chris Clifton | Plenary Group | Asset Management |
| Leighton Wood | MCEC | COO |
| Edena Critch | Parks Vic | Area Chief Ranger, Waterways |
| Geoff Swanton | Marine Safety Vic | Senior Proj Manager, Nav Safety and VOZR |
| Conrad Annal | Parks Vic | Area Chief Ranger, Yarra Ranges |
| Ash Golledge | Parks Vic | Project Officer, Lower Yarra River Management |
| Rob Molloy | Melbourne Water | Senior Proj Officer, Liveability Health Waterways |
| Dan Green | Melbourne Water | Liveability Planner, Integrated Planning |
| Helen Knight | Melbourne Water | Senior Proj Officer, Liveability Health Waterways |
| Adam Bucholtz | City of Melbourne | Waterways Manager |
| Chris Dupé | Creative Vic | Infrastructure Manager |
| Laura Cavallo | Destination Melbourne | CEO |
| Tim Bracher | Yarra River Business Assoc | Exec Officer |
| Andrew Mackay | Hospitality1 - South Wharf | Director |
| Jeff Gordon | Passenger Boat Assoc | President |
| Andrew Bird | Melbourne Water Taxis | Owner |



| Name | Organisation / Affiliation | Role or Position |
|--------------|-------------------------------|---------------------------|
| Nick Gall | Rowing Victoria | CEO |
| Tim Shepherd | Parks Vic | Manager, Commercial |
| Alex Edney | Parks Vic | Manager, Event Permitting |
| Jo Maxwell | Docklands Chamber of Commerce | President |

