

Moreland Parking Implementation Plan 2019



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Table of Contents

Executive Summary	1
1. Introduction	4
1.1 Background	4
1.2 Purpose	4
1.3 Structure	5
1.4 Car Parking Implementation Plan Approach	5
1.5 Response to Consultation	6
2. How Parking Delivers the Vision	8
2.1 The Role of Parking	8
2.2 The Cost of Parking	9
3. Current Parking Policy Approach	11
3.1 Current Transport Policy Overview	11
3.2 Parking in the Planning Scheme	11
3.3 Moreland Parking Management Policy (2018)	13
3.4 Business as usual is not an option	14
4. Activity Centres in Moreland	15
4.1 Accessibility	17
4.2 Areas for Focus	18
5. Delivering the Vision through Parking	21
5.1 Directions in MITS	21
5.2 Key Parking Topics	22
6. Managing Parking in Moreland	24
6.1 Establishing appropriate parking rates for new development	24
6.2 Reallocation of road space and existing car parking	33
6.3 Better manage parking resources	34
7. Statutory Implementation	40
7.1 Overview	40
7.2 Preparing a Parking Overlay	40
7.3 Preparing a Development Contributions Plan	41

Appendices

- A: Existing Parking and Transport Characteristics
- B: Parking Rate Approaches

Figures

Figure 1.1:	Structure of the Parking Implementation Plan	5
Figure 1.2:	Parking Overlay Context	6
Figure 2.1:	Cycle of Car Dependency	9
Figure 4.1:	Activity Centre Assessment Matrix	17
Figure 6.1:	Mode share to walking and cycling, local shopping areas	27
Figure 6.2:	Paid Parking Response Spectrums	38

Tables

Table ES.1:	Car Parking Provision Approaches	2
Table 2.1:	Case Study: Apartment Price, With Vs Without Parking	10
Table 3.1:	Mode of transport to work	11
Table 6.1:	MITS Mode Share Targets	24
Table 6.2:	Car Parking Rate Approaches	25
Table 6.3:	Car Ownership Characteristics	28
Table 6.4:	Percentage Comparison of Car Demand between Metropolitan Melbourne and Moreland	30

Executive Summary

The overarching vision for the City of Moreland, as set out in the Moreland Council Plan 2017-2021, is:

'Moreland will be known for its proud diversity, and for being a connected, progressive and sustainable city in which to live, work and play'.

Leading on from this, the transport vision for Moreland Integrated Transport Strategy (MITS) is:

'Connecting the City of Moreland through a transport system that is diverse, progressive and sustainable'.

MITS is a comprehensive transport strategy which addresses five core objectives to achieve the above overarching vision.

- 1) A Liveable Moreland
- 2) A Sustainable Moreland
- 3) A Moreland that is Safe and Healthy
- 4) A Moreland that is Accessible and Equitable for all
- 5) A Prosperous Moreland.

The MITS addresses how to achieve and supplement these objectives from an overarching transport perspective.

The purpose of the Parking Implementation Plan is to provide further detail on car parking related actions in the MITS, both to provide strong justification for these changes and to provide further detail to guide implementation. Importantly, this document provides the detail required to implement changes to the Moreland Planning Scheme envisaged by MITS.

The MITS Policies and the Parking Policies were developed hand-in-hand to ensure an integrated and holistic approach to delivering the future of Moreland.

This Parking Implementation Plan sets out a list of policies which are consistent with MITS. In order to achieve each policy, a list of actions have been developed. The actions identify a number of ways by which the movement network (vehicular, active transport and public transport) impacts car parking or is in turn impacted by car parking.

These actions can be simplified, for discussion purposes, to a number of more specific key parking topics which are discussed within this Parking Implementation Plan. These topics are as follows:

- Topic 1: Establishing appropriate parking rates for new development
- Topic 2: Reallocation of road space and existing car parking
- Topic 3: Effectively managing parking resources.

Topic 1: Establishing appropriate parking provision requirements for new development within Moreland

In the context of Moreland, the adoption of status quo car parking provision requirements is unlikely to achieve transport change and as such a "vision and validate" approach should be considered to set maximum parking policies in key areas which would apply to new developments.

The following car parking provision approaches have been developed to apply across Moreland Activity Centres:

Table ES.1: Car Parking Provision Approaches

Centre Category		
Activity Centres	Neighbourhood Centres	Local Centres
Remove existing minimum parking provision requirements and adopt Column B as maximum parking provision allowances.	Adopt parking provision requirements 20 per cent lower than Column B requirements as minimum parking provisions.	Adopt Column B parking provision requirements as minimum requirements (no change to status quo).
Incorporate appropriate decision guidelines identifying when the maximum rates could be exceeded.	Incorporate appropriate decision guidelines identifying when the minimum rates could be reduced.	Incorporate appropriate decision guidelines identifying when the minimum requirements could be reduced.
These rates would apply to the activity centres of Coburg, Brunswick and Glenroy.	These parking provision requirements would apply to the Neighbourhood Centres.	These requirements would apply to the Local Centres.

These requirements provide a flexible approach to parking provision to allow the market to respond accordingly while also encouraging transport change.

In designing new car parking facilities, flexibility should be incorporated within the design to allow for future repurposing of space should parking demands reduce in the future.

Council should also support a greater roll-out of share cars to help residents choose to reduce the number of cars they own.

Topic 2: Reallocation of road space and existing car parking

Moreland is growing. To cater for this demand sustainably, change will be required to the way that space is allocated. To achieve this change investment will be required.

The reallocation of parking space to support improvements to movement networks, road safety and creation of great places should be supported and could include:

Reallocating Space for Movement

Parking could be considered for removal when it provides an overall benefit to the sustainable movement of people in circumstances such as:

- Improves pedestrian linkages, pathways and connections
- Improves the operation and capacity of public transport routes
- Improves cycling corridors and connectivity.

Reallocating Space for Safety

Parking must ensure that it does not impose on the safety of people using other modes. This is particularly relevant along cycling routes and around schools.

To improve road safety, parked vehicles must not hinder the safety of other modes. Similar to above, parking should be given less priority where required to improve safety.

Reallocating Space for Place

Parking should be considered for removal when it is demonstrated to provide an overall benefit to the creation of 'places' in Moreland. This could include circumstances such as, but not limited to:

- Creating new green spaces and street tree planting opportunities to improve pedestrian amenity
- Creating places for sustainable transport end of trip facilities
- Creating improved outdoor dining
- Creating improved places for storage of vehicles for those with reduced mobility and for sustainable vehicles.

Topic 3: Effectively managing parking resources

Council should ensure that all public parking resources in and around activity centres are time-restricted or provided as permit parking to ensure vehicles are not stored on-street over the long-term except as permitted by parking permits for existing residents, and to encourage fair use of a restricted resource.

Consistent with the directions of MITS to charge more fairly for the use of road space to store private vehicles, Council should review fees for car parking permits to ensure they reflect use of space and seek to reduce car ownership and use. The allocation and pricing of permits could also be used to encourage zero emission vehicles.

The pricing of parking is a key demand management tool that can be used to shift the way in which people travel away from the private car. Council should seek to introduce paid on-street car parking in appropriate and strategic locations (such as activity centres) to encourage the turnover of vehicles, more fairly price the use of roads (and parking) and encourage visitors to use other modes to access their daily needs.

Statutory Implementation

This Parking Implementation Plan discusses a number of the recommendations which would benefit from being formally included within the Moreland Planning Scheme.

The current Planning Scheme provides a specific mechanism to deal with the parking issues arising in a precinct and the strategies to be implemented to address them. This mechanism is a Parking Overlay.

A Parking Overlay is considered to represent the most appropriate tool under the current Planning Scheme to provide specific guidance to developers regarding the appropriate car parking requirements and can also consider the provisions for bicycle (including various types such as cargo bikes), motorbike and scooter parking requirements and the manner in which future parking should be supplied.

1. Introduction

1.1 Background

Moreland is changing, and the way people travel to and within Moreland will too.

The overarching vision for the City of Moreland, as set out in the Moreland Council Plan 2017-2021, is:

'Moreland will be known for its proud diversity, and for being a connected, progressive and sustainable city in which to live, work and play'.

Leading on from this, the transport vision for Moreland Integrated Transport Strategy 2019 (MITS) is:

'Connecting the City of Moreland through a transport system that is diverse, progressive and sustainable'.

The MITS is a comprehensive transport strategy which addresses five core objectives to achieve the above overarching vision.

- 1) A Liveable Moreland
- 2) A Sustainable Moreland
- 3) A Moreland that is Safe and Healthy
- 4) A Moreland that is Accessible and Equitable for all
- 5) A Prosperous Moreland.

The MITS addresses how to achieve and supplement these objectives from an overarching transport perspective.

Ultimately, change is needed to the way travel is thought about in Moreland.

Living in Moreland

Moreland is growing, its population is getting younger, townhouses and apartments are becoming more popular, and the nature of work is changing. The way parking is approached needs to respond and adapt to meet the needs of these changes in order to retain the liveability of Moreland and manage transport issues associated with a denser population.

The Challenge

The challenge for Moreland will be to plan and advocate for parking measures that are not only needed now, but also cater to the needs of tomorrow, in terms of promoting liveability, equity, economic and sustainability.

The future of Moreland needs to be driven by an understanding of the true cost of parking and its role in influencing the urban form, transport patterns and investment in Moreland.

1.2 Purpose

The purpose of the Parking Implementation Plan is to provide further detail on car parking related actions in the MITS, both to provide strong justification for these changes and to provide further detail to guide implementation. Importantly, this document provides the detail required to implement changes to the Moreland Planning Scheme envisaged by MITS.

The MITS Policies and the Parking Policies were developed hand-in-hand to ensure an integrated and holistic approach to delivering the future transport needs of Moreland.

Parking plays an instrumental role in supporting broader transport strategies within MITS. Parking policies can have both a direct and indirect impact on the ability to achieve objectives related to such strategies. The supply of parking at trip origins and destinations is a strong driver of mode choice.

Parking Policy is a key lever over which Council has significant control which can influence the mode shift towards walking, cycling and public transport. Therefore, parking is an opportunity for Council to encourage sustainable modes of transport. This is particularly important as a tool for Council to encourage the use of public transport given Council is ultimately not in control of these services.

1.3 Structure

The figure below illustrates the structure of this Parking Implementation Plan. Fundamental to this Implementation Plan is how the policies and actions deliver the overarching vision for Moreland and support the Moreland Integrated Transport Strategy.

Figure 1.1: Structure of the Parking Implementation Plan



1.4 Car Parking Implementation Plan Approach

In respect of this car parking implementation plan, it is relevant to set out the statutory nature of this document.

A car parking Implementation Plan has no particular statutory power however it does provide essential advice and guidance to Council as to how to effectively manage existing and future car parking resources. In this setting, the advice contained within an Implementation Plan provides the basis for the development of statutory and non-statutory mechanisms.

For reference, the Victorian Planning Provisions Practice Note (PN57), reproduced below as Figure 1.2, shows the relationship between a parking plan and mechanisms to implement the strategic findings.

Figure 1.2: Parking Overlay Context



Figure 1.2 highlights that the implementation of a car parking plan findings can occur in two forms, those that can be simply implemented by Council, such as changes to parking restrictions, while others require a statutory form to place requirements on developers or other third parties.

1.5 Response to Consultation

The Moreland Parking Implementation Plan was informed by three phases of consultation:

- Phase 1: Aspirations for Transport in Moreland December 2017
- Phase 2: Identification of Needs, Gaps and Priorities February to March 2018
- Phase 3: Key Issues – Draft Moreland Parking Strategy (and Integrated Transport Strategy) July to August 2018.

The full details of the most recent Phase 3 consultation activities are provided within GTA Consultants report Moreland Integrated Transport Strategy, Consultation Report Phase 3 dated 6 December 2018. This report identifies a range of responses to the identified parking strategies, with a mixture of both positive and negative feedback.

The Draft MITS was prepared and released for community review and consultation in July 2018. The consultation phase included workshops with stakeholders and community groups, community pop-up events, public submissions (including a Council hearing) and an online survey. More than 40,000 letters were sent to properties directly affected by proposed changes to parking to invite participation and feedback. In response, hundreds of residents, stakeholders and traders provided feedback through a range of channels.

From this feedback, Council heard that there is general support for an uplift in walking and cycling. While some initiatives were divisive (particularly related to changes to car parking), there was a balance of views.

With regards to parking, some of the more contentious issues raised were the potential impacts of applying parking restrictions near shopping areas and also concerns over developments reducing the number of on-site car bays provided.

In response to the comments provided, this Implementation Plan has been updated to include some further consideration (or reflect the need for further consideration during implementation stages) of the following key issues:

- Provided clarification of the role and definition of Parking Minimum and Parking Maximum requirements.
- Provided additional detail of parking time restriction amendments and how these can benefit the allocation of parking to key user groups.
- Provided additional consideration of social equity issues related to the pricing of parking permits to ensure fair access is available to all.
- Included the potential for consideration of the additional permit types and the expansion of some existing permits to off-set the extension of parking time restrictions.
- Included the possibility of setting a daily fee for paid parking to allow paid parking to remain accessible to long stay users to off-set the extension of parking time restrictions.

2. How Parking Delivers the Vision

This Parking Implementation Plan has been developed to consider not only the current parking system but what the future of parking could look like and how this will contribute to achieving the vision for Moreland. It is critical that a forward-thinking approach is taken to reduce the need for 'retrofitting' solutions in the future.

Parking is a policy lever which can be used to implement the broader transport objectives and unlock the vision for Moreland.

Further to this, the following realities relating to urban space have been considered in the development of the policies and associated actions:

- Road space is a finite resource
- We need to cater for people's needs.

The work across both strategies has been informed by:

- **Community feedback** - The community had a clear voice that liveability, sustainability and safety should be the top three objectives driving transport direction and outcomes in MITS 2018.
- **Current Moreland strategies** – The transport vision is informed by Moreland's broader strategic direction and existing policies, as discussed in detail within MITS.
- **Local and international best practice** – Through the team's experience, research and expert knowledge, the best ideas from around Australia and the world have been tailored to realise the Transport Vision for Moreland.

2.1 The Role of Parking

As discussed above, parking plays an instrumental role in supporting broader transport and land use strategies. Parking policies can have both a direct and indirect impact on the ability to achieve objectives related to such strategies. The supply of parking at trip origins and destinations is a strong driver of mode choice. This Implementation Plan recognises that sometimes parking is required in cases where people have special needs. For example, to provide access for young families or people with mobility impairment to access the community. Therefore, parking should be prioritised for people who truly need it. In doing so, it is still possible to discourage car use and contribute to a shift towards sustainable transport modes while catering to people who most need to drive.

Moreland is expected to grow by an extra 18,000 dwellings by 2036. If the car ownership rate stays the same as it is now, such development would require an additional 529,200sqm of land space to accommodate its car parking needs. This land area is equivalent to **26 playing fields the size of the Melbourne Cricket Ground taken up by cars!**

Based on 1.4 vehicles per dwelling, the average size of a car parking space and associated access aisles being 21sqm and an estimation of the size of the Melbourne Cricket Ground playing field being 20,000sqm.

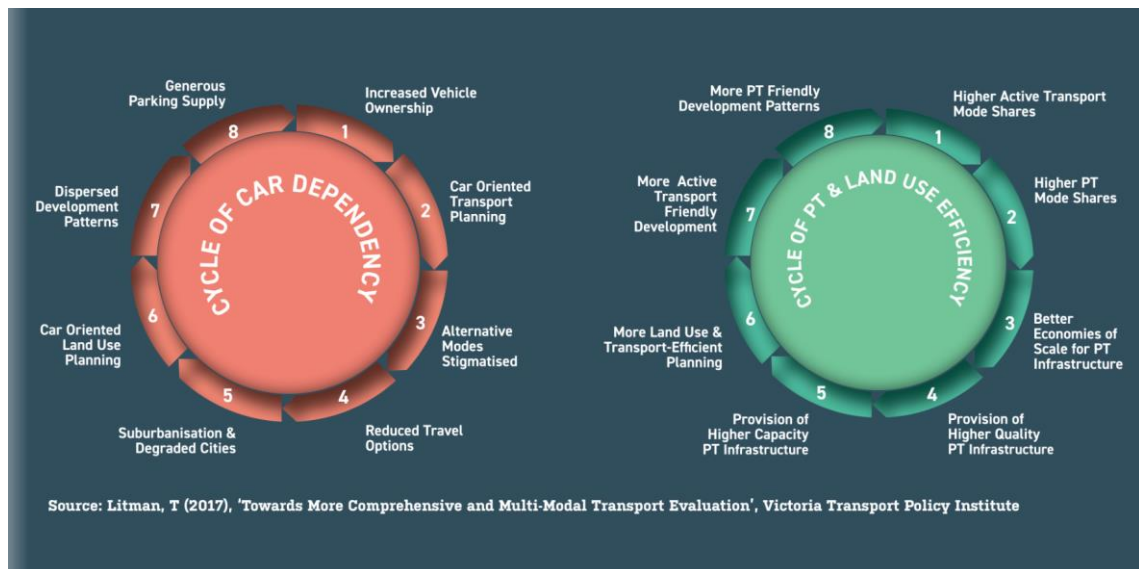
Studies have shown that parking incentivises people to drive more, contributing to congestion. In fact, much of our current parking policy was developed to encourage car use¹. When, as a response to this congestion, more road space (and parking) is provided, this can result in what is known as a 'cycle of car dependency', which can compromise liveability and pose unnecessary

¹ Taylor (2016) The elephant in the scheme: Planning for and around car parking in Melbourne, 1929–2016, Centre for Urban Research, RMIT University, Australia.

economic costs on the whole community. This cycle of car dependency fuels the perception that there is a “need for parking” and that we “have to drive”.

This cycle can be broken. The alternative is to shift to a multimodal lifestyle that results in a ‘positive cycle’ of transport and land use integration with more efficient land use planning to support improved public and active transport, and vice versa.

Figure 2.1: Cycle of Car Dependency



Too much parking undermines efforts to promote the uptake of healthier and more environmentally sustainable travel choices, such as walking and cycling, which could otherwise contribute to more lively and liveable communities.

The type of parking made available can also affect liveability - for example, large, open parking lots facing the street can undermine local amenity, create unsafe environments and discourage walking.

Parking policy is a key tool for integrating land use and transport planning at a local level. Getting the type, location and amount of parking right can, in combination with other, complementary planning policies, significantly contribute to better transport, land use, economic and community outcomes.

2.2 The Cost of Parking

2.2.1 Parking in new developments

A single car parking space can cost (in a basement setting) upwards of \$40,000. This adds to the cost of residential and commercial development. Minimum parking rates result in parking being bundled with housing rather than giving people the choice to choose whether they want parking. As the cost of the dwelling and parking is packaged, the cost of the car spot is hidden from the buyer. Giving people a greater choice as to whether they wish to pay for residential parking, or otherwise reduce the overall amount of residential parking, can remove the ‘built in’ costs of car use and incentivise people to explore other transport options that might be healthier and more affordable for them, as well as better for the community overall (in terms of pollution and improved transport system efficiency).

Case Studies: Car parking and the link to affordability

Within Moreland there are numerous examples of how car parking increases housing prices and how providing the option of owning a car bay provides residents with transparency around how much a parking space is costing them, in order to make a more informed decision whether they wish to pay this amount.

The below table displays the variances in listed sales price for apartments with and without car bays. These figures were observed in May 2018.

Table 2.1: Case Study: Apartment Price, With Vs Without Parking

Location	Price <u>without</u> parking	Price <u>with</u> parking	Price <u>saving</u> for no parking space
288 Albert Street, Brunswick	\$330,000	\$376,000	\$46,000
26 Breese Street, Brunswick	\$329,500	\$390,000	\$60,500
14-20 Nicholson Street, Coburg	\$285,000 to \$300,000	\$340,000 to \$350,000	\$40,000 to \$65,000

The above table indicates that apartments with no car parking are cheaper for home buyers. This demonstrates that the cost savings from not constructing parking will not entirely be captured by the developer but these savings will also be passed onto the consumer. In addition, unbundled car parking means that people who choose to own a car bay still have this option but have a clear understanding of how much the car bay will cost them. These additional costs of owning car bays are also passed onto the rental market.

In light of the above, an unbundled parking structure would result in more transparent housing choices and a fairer housing system.

2.2.2 Parking at the shops

Evidence indicates that the provision of on-street parking spaces at shopping strips is less valued by shoppers than some people might have otherwise assumed, particularly in dense, inner areas where many people already walk or cycle.

Indeed, making better use of on-street parking spaces on shopping strips can have benefits for local businesses, particularly in cases where there is further, latent demand for active transport.

This is underlined by recent research examples in Acland Street, St Kilda^{2,3}; High Street, Northcote⁴; Boundary Street, Eagle Street and Caxton Street, Brisbane⁵; Graz, Austria; Bristol, UK⁶; and Edinburgh, UK⁷ where the extent of shopper spend by car drivers has been over estimated by traders and the importance of car parking provision by shoppers does not rate as a priority.

Ultimately, increased rates of walking, cycling and public transport use can strengthen the economic case for increased public investment in active, public and multimodal transport infrastructure and services. Parking policy has an important role to play in supporting such a cycle.

With regard to staff parking requirements, on-site parking may be required depending on the type of business. As such, developers should consider on-site staff parking needs as the availability of on-street parking cannot be guaranteed into the future to support these users.

² Tolley R: Case study of Acland Street, in Grant J and Tolley R: Background report for the City of Stonnington Walking Policy. Stonnington, 2010.

³ Victoria Walks, Acland Street Traders, 2011 http://www.victoriawalks.org.au/Acland_St/

⁴ City of Darebin, 2009, Northcote Travel Survey. , Darebin City Council

⁵ Yen B, Burke M, Tseng W, Ghafoor M, Mulley C, Moutou C, 2015, Do restaurant precincts need more parking? Differences in business perceptions and customer travel behaviour in Brisbane, Queensland, Australia

⁶ Sustrans, 2006, "Shoppers and how they travel"

⁷ Heart Foundation, 2011 Good for Business Discussion paper

3. Current Parking Policy Approach

This Chapter presents a summary of where this Parking Implementation Plan fits in within the overarching policy context and why a 'business as usual' approach is not sustainable.

3.1 Current Transport Policy Overview

Current policy (local and state) is to reduce the reliance on private car travel and encouraging walk, cycle and public transport trips.

Moreland's Municipal Strategic Statement (MSS) states:

[The] Strategic Framework of the MSS is predicated on developing sustainable neighbourhoods by integrating transport and land use planning decision making which maximise people's opportunities to walk, cycle and use public transport.

As it relates to car parking, the current policies promote other modes of travel but also seek to provide car parking. Over the past four years, Moreland's household survey shows that this policy has not seen a significant mode shift away from the car.

Table 3.1: Mode of transport to work

Base: Currently Employed	2013 (n=1190)	2015 (n=1070)	2017 (n=1029)
Car (as driver)	63.6%	66%	63%

Current Council policies, while supporting the multimodal nature of activity-centres in Moreland, do not specifically push further to encourage or force mode shift. Previous strategies for Coburg and Brunswick have supported this multimodal approach to planning. However, the lack of formal planning scheme incorporation, means that decisive planning guidance is not available to all involved in the planning decision-making process (i.e. developer, council officers, Councillors, third party submitters and further VCAT and the Planning Minister).

On the basis of the above, it is clear that Moreland has aspirational policies towards supporting sustainable transport modes. Yet local policies in the planning scheme could be more direct in pushing for a mode shift towards sustainable transport.

As such, parking policy is critical lever which must clearly work towards a demonstrable change in mode shift towards sustainable transport.

3.2 Parking in the Planning Scheme

3.2.1 Definitions

Minimum Parking Provision Requirements

A minimum parking provision requirement represents the minimum amount of parking a new development is required to provide to support the size of development (number of dwellings, floor space etc.). A developer may provide a greater amount of parking if desired. A planning permit can however typically be sought for a lesser amount of parking.

Maximum Parking Provision Policies

A maximum parking provision requirement represents a policy which restricts the amount of parking that is allowed to be provided by a development. A developer can choose to provide any amount of parking between the maximum requirement and zero (unless an alternate minimum requirement is set). A planning permit can be sought for a greater amount of parking than the maximum limit.

3.2.2 Clause 52.06

Clause 52.06 of the Victorian Planning Provisions sets out minimum parking provision requirements for new and altered developments (where an increase in development scale occurs). The default requirements are called "Column A". These requirements are also supplemented by a set of decision guidelines which facilitate the consideration of reductions to these minimum provisions. These rates are the default rates that apply across Victoria, unless varied by Council by way of a Parking Overlay⁸. A number of recent changes have occurred to Clause 52.06, specifically Column B rates now apply to not just land subject to a Parking Overlay where the Column B rates have been specified, but also all land identified as being within 400m of the Principal Public Transport Network Area. Therefore, lower car parking rates will now automatically apply to many activity centres.

Clause 52.06 also sets out parking provision requirements known as "Column B". Column B parking provisions outline a lesser requirement than the standard requirements shown in Column A.

The Column B requirements could be considered to typically reflect an 'Activity Centre' setting, which begin to account for the sharing of car parking between multiple uses during the peak (weekday, midday) time of the activity centre. An example of the difference between Column A and Column B requirements are that a residential development (such as the construction of a set of apartments) must provide a space for visitors to park in for every 5 dwellings under Column A. This is not required under Column B. This difference is not intended to highlight under Column B that residential visitor parking is not generated, rather at the peak time of activity centre (likely to be middle of the day) demands for residential visitor parking are likely to be low.

Column B requirements are required to be activated through the use of a Parking Overlay at Clause 45.09 of the Planning Scheme. The car parking requirements for both Column A and B are listed within the state-wide Clauses of the Victorian Planning Provisions.

There are many Activity Centres throughout Melbourne (including Moreland) that have these requirements applied to them. This includes Hawthorn, Kew, Footscray and Heidelberg.

While Column B requirements are more appropriate to be applied to activity centres, they are not tailored to the individual transport availability and land use characteristics of each specific Activity Centre.

3.2.3 Clause 22.03

Clause 22.03 of the Moreland Planning Scheme supplements Clause 52.06 Car Parking and Clause 52.34 Bicycle Facilities supporting Council's commitment to "developing sustainable neighbourhoods by improving the quality and design of the built environment, and integrating transport and land use planning to optimise people's opportunity to walk, cycle and use public transport."

⁸ Alternate car parking provision requirements are sometimes prescribed in other Planning Scheme Clauses (such as within a Schedule to a Development Plan Overlay or similar).

As it relates to car parking the policy provides support to (but limited to):

- Reduced car parking provision requirements in developments within and in close proximity to activity centres, with excellent access to a range of public transport options and with increased provision of bicycle parking above the requirements specified in Clause 52.34.
- Encourages shared car parking arrangements where appropriate.
- Ensuring land uses frequented by people with limited mobility, such as hospitals and medical centres, provide sufficient car parking spaces, including an appropriate proportion of disabled car spaces.
- Ensuring car parking and site access does not dominate urban design or compromise pedestrian safety and priority.

3.2.4 Clause 45.09

Clause 45.09 of the Moreland Planning Scheme applies a Parking Overlay to land uses in the Mixed-Use Zone, Residential Growth Zone, Commercial 1 Zone, Commercial 2 Zone and Activity Centre Zone within the City of Moreland. This overlay applies the Column B parking provision requirements outlined in Clause 52.06 of the Moreland Planning Scheme.

Column B parking requirements outline a lesser requirement than the standard requirements shown in Column A.

As noted above, while these Column B requirements are more appropriate to be applied to activity centres, they are not tailored to the individual transport availability and land use characteristics of each specific Activity Centre.

As such there are still many circumstances in which the provision requirements advised under the planning scheme are not applied. Each development is assessed individually, and if it is deemed appropriate to apply a lesser requirement, then Council or VCAT will approve them. Some developments are being approved throughout Moreland with close to no parking provided on site, if it is deemed to be appropriate and acceptable outcome.

This is evidenced by way of example: a review of 8 significant development planning applications lodged and approved by Council in 2017 indicated that on average a 19 per cent reduction (from the Parking Overlay requirements) to parking was sought for the residential components of the development and on average a 10 per cent reduction was sought for the commercial component of the development.

In a diverse municipality such as Moreland, with accessibility levels varying across activity centres, more specific consideration of the applied car parking provision requirements is required, particularly if these are to inform and achieve the mode shift aims of the Moreland Integrated Transport Strategy.

Clause 45.09 can also remove minimum parking requirements and introduce parking maximum policies where required. Currently such maximum policies are not in place in Moreland.

The use of parking maximums may need to be complemented by additional on-street parking restrictions. This is however dealt with through a different mechanism such as the Moreland Parking Management Policy.

3.3 Moreland Parking Management Policy (2018)

The Moreland Parking Management Policy (2018) provides a framework for the management of Council owned parking (on-street and off-street) in Moreland. It was originally developed in 2011 and was revised in 2018 with only minor changes.

It includes:

- Setting of parking time limits and restrictions
- Issuing of residential permits provides residents of properties prior to 2011 with an advantage in accessing parking due to exemption from local restrictions.
- Criteria for the establishment of paid parking. It is noted that the current criteria for the introduction of paid parking is quite difficult to achieve and may warrant review.

In addition, the Moreland Parking Management Policy includes a car share policy.

The car share policy aims to achieve the following objectives:

- Use parking more efficiently.
- Reduce emissions.
- Support the local economy.
- Encourage more sustainable travel options.
- Improve access and social inclusion.

The Parking Management Policy is a critical tool which supplements the setting of car parking rates (in a Parking Overlay) to manage on-street parking and restrictions, in particular where parking minimums are removed.

3.4 Business as usual is not an option

Current policies begin to reflect the activity centre nature of centres within Moreland. However, they do not push far enough to truly encourage or force mode shift. Car parking disincentives as well as sustainable transport incentives are required to break the negative cycle of car dependency.

Previous strategies for Coburg and Brunswick have also supported a shift towards active travel and have suggested lowering parking provision requirements including introducing 'maximum' policies. However, the lack of formal planning scheme incorporation, mean that decisive planning guidance is not available to all involved in the planning decision making process (developer, council officers, Councillors, third party submitters and further VCAT and the Planning Minister).

Given both the Coburg Activity Centre and Brunswick Activity Centre are both well-established areas, parking restrictions and allocations were implemented many years ago, to assist with the turnover and allocation of parking spaces in high activity areas. Many of these restrictions have not changed or been reviewed over the years. As is the case in Moreland and many other municipalities, parking restrictions are only reviewed reactively based on community feedback or complaint. Finally, there is very little paid parking implemented in these activity centres.

The Parking Implementation Plan, which encompasses the whole municipality, will work hand in hand with the Moreland Integrated Transport Strategy to drive real change to the way in which parking and transport infrastructure is delivered in the future.

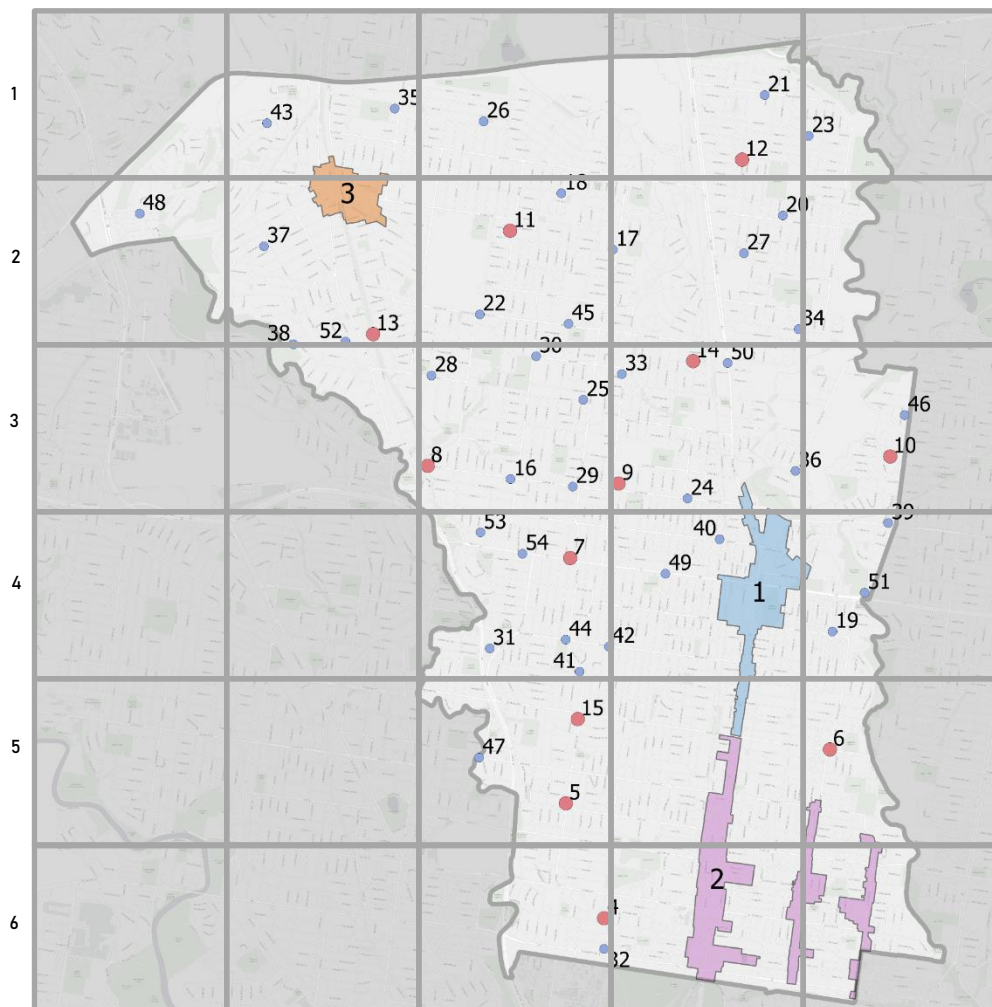
Both MITS and the Parking Implementation Plan recognises that Moreland is diverse and not all suburbs contain the same types of activity or level of accessibility. The parking policies are aimed at addressing the issues identified in the current active areas of Moreland (e.g. Coburg and Brunswick). Applying these same policies to areas that are currently less active but are still experiencing growth (e.g. Coburg) is an opportunity to future proof against issues associated with the anticipated growth.

4. Activity Centres in Moreland

This Chapter provides a high-level review of the existing parking and transport characteristics in Moreland.

Moreland is made up of a number activity centres, being grouped into three primary categories: Activity Centres; Neighbourhood Centres; and Local Centres.⁹ These centres are shown graphically and listed in the following page. In addition, it is noted that there are areas within Moreland that currently have a Parking Overlay (due to zoning) and although they are not Local Centres they are proposed to be treated the same with Column B minimum rates applied.

⁹ Reference: Moreland Planning Scheme, Clause 21.02



Legend

Activity Centre Class

- Local Activity Centre
- Neighbourhood Activity Centre
- Coburg Activity Centre
- Brunswick Activity Centre
- Glenroy Activity Centre

Activity Centres

1	Coburg Activity Centre	D4
2	Brunswick Activity Centre	D6
3	Glenroy Activity Centre	B2

Neighbourhood Centres

4	Grantham / Union Streets, West Brunswick	D6
5	Melville Road / Albion Street / Victoria Street, Brunswick West	C5
6	Nicholson Street / Holmes Street/ Moreland Road, Coburg / Brunswick	E5
7	Bell Street / Melville Road, Pascoe Vale South	C4
8	Gaffney Street / Pascoe Vale Station, Pascoe Vale	C3
9	Gaffney / Sussex Streets, Coburg North	D3
10	Elizabeth Street, Coburg North	E3
11	West Street, Hadfield	C2
12	Bonwick Street, Fawkner	D1
13	Snell Grove, Oak Park	B2
14	Merlynston Station, Merlynston	D3
15	Moreland / Melville Roads, West Brunswick	C5

Local Centres

16	Cumberland Road / Gaffney Street, Pascoe Vale	C3
17	East Street, Hadfield	D2
18	North Street, Hadfield	C2
19	Harding Street / Nicholson Street, Coburg	E4
20	Major Road, Fawkner	E2
21	Anderson Road, Fawkner	D1
22	Pascoe Street, Pascoe Vale	C2
23	Tyson Street / Lowson Street, Fawkner	E1
24	Gaffney Street / Molesworth Street, Coburg	D3
25	Warwick Road / Derby Street, Pascoe Vale	D3
26	Justin Avenue, Glenroy	C1

Local Centres

27	Lynch Road, Fawkner	D2
28	Danin Street / Devon Road, Pascoe Vale	C3
29	Gaffney Street / Derby Street, Pascoe Vale	C3
30	Kent Road / Cumberland Road, Pascoe Vale	C3
31	Coonans Road / Parkstone Avenue, Pascoe Vale South	C4
32	Grantham Street / Brunswick Road, Brunswick	D6
33	Kent Road / Sussex Street, Pascoe Vale	D3
34	Argyle Street, Fawkner	E2
35	Widford Street / Daley Street, Glenroy	C1
36	Newlands Road / Carr Street, Coburg North	E3
37	William Street / Menana Road, Glenroy	B2
38	Winifred Street, Oak Park	B2
39	Elizabeth Street / Murray Road, Coburg	E4
40	Main Street / O'Hea Street, Coburg	D4
41	Woodlands Avenue / Melville Road, Pascoe Vale South	D4
42	Reynard Street / Donne Street, Coburg	D4
43	Ridgeway Avenue / Moonee Boulevard, Glenroy	B1
44	Reynard Street / Melville Road, Pascoe Vale South	C4
45	Boundary Grove / Garden Drive, Pascoe Vale	C2
46	Elizabeth Street / Cool Street, Coburg North	E3
47	Albion Corner Store, Brunswick West	C5
48	Gowanbrae Drive / Bluebell Crescent, Gowanbrae	A2
49	Bell Street / Suffolk Avenue, Coburg	D4
50	Sydney Road / Matheison Street, Coburg North	D3
51	Bell Street / Suffolk Avenue, Coburg	E4
52	Xavier Street / Josephine Street, Oak Park	B2
53	Westgate Street / Anderson Street, Pascoe Vale South	C4
54	Reynolds Parade / Bell Street, Coburg	C4

An acknowledgement of the similarities and differences of these centres is important to develop car parking policy which relates to the nature of the centre but also provides consistency in the approach to delivering parking across the municipality.

4.1 Accessibility

As a means of further considering the activity centres, these have been grouped by their access to public transport.

Each centre has been categorised as to whether it is served by 1, 2 or 3 modes of public transport.

The categorisation assumes:

- a 400m radius to bus and tram routes (not stop)
- an 800m radius from railway station.

These distances were selected as they represent a commonly accepted, reasonable walking distance to public transport. The distance was measured from the bus and tram routes for ease of calculation and due to their frequent stops.

On this basis, each activity centre has been plotted within an assessment matrix grouping activity centres by type, access to public transport. This matrix is shown in Figure 4.1.

Figure 4.1: Activity Centre Assessment Matrix

LOW (1 MODE OR LESS)	15, 16, 17, 18, 20, 21, 22, 23, 24, 26, 27, 29, 30, 31, 32, 34, 36, 37, 38, 40, 43, 46, 47, 48, 49, 54	9, 10, 11	
	19, 25, 28, 35, 39, 42, 44, 45, 50, 51, 52, 53	4, 5, 6, 7, 8, 12, 13, 14	3 (Glenroy AC)
	33, 41		1 (Coburg AC) 2 (Brunswick AC)
	LOCAL (LC)	NEIGHBOURHOOD (NC)	ACTIVITY CENTRE (AC)

Activity centres with access to 3 modes of public transport are all located within the southern half of the municipality. A majority of centres within the southern half of the municipality (south of Bell Street) are all served by at least 2 modes of public transport. Within the northern half of the municipality a large portion of activity centres are served by only one mode of public transport (bus) except for those located specifically along heavy rail lines.

In general, the Activity Centre, Neighbourhood Centre and Local Centre categories correlate with access to public transport.

- Activity Centres – 2 of 3 centres have access to 3 modes of public transport
- Neighbourhood Centres – Most centres have access to 2 modes of public transport
- Local Centres – Most centres have access to 1 mode of transport.

4.2 Areas for Focus

From the above there are clear patterns that confirm that the current Activity Centre classifications align with centre accessibility. The following further observations of each activity centre category can be made:

Activity Centres: These centres represent those which have a broad land use mix allowing for sharing of parking between uses and are supported by public transport facilities.

These centres will experience the highest level of change and growth in coming years. This nature of change makes these centres the primary focus to achieve mode shift within the municipality. The nature of public transport access allows these centres the best opportunity to tolerate mode shift.

If significant mode shift is to be achieved within the municipality, proactive parking approaches must be adopted (to control parking overspill, manage demand for parking and reallocate space used for parking other uses as appropriate) within these centres where change can be more easily tolerated.

Neighbourhood Centres: These centres will experience some land use change, growth and densification. Public transport facilities are available to support mode shift opportunities.

As such parking policy needs to be used as a tool to encourage people to reduce the number of car trips as population grows and increase the attractiveness of sustainable transport modes.

Local Centres: These centres will either not experience change or have poor access to public transport alternatives.

The limited change will therefore mean that new developments in these centres will contribute least to overall municipality mode shift. Further mode shift can be less tolerated due to the lesser access alternatives. The resultant outcome will be that a more conservative parking management approach is likely to be relevant to these areas.

Activity Centres and Neighbourhood Centres will therefore provide a focus for the further consideration in the following sections of this report of existing parking and transport characteristics across the municipality.

A review of the key areas within each category has been outlined below with further detail also included in Appendix A. This tells the story of how Moreland currently functions from a parking perspective.

4.2.1 Activity Centres

For the purpose of describing existing parking and transport conditions, Activity Centres have been divided up as follows:

- Sydney Road (Coburg AC and part of the Brunswick AC)
- Brunswick East (part of the Brunswick AC), and
- Glenroy AC.

Sydney Road

One of the most important characteristics of parking and transport along Sydney Road is the nature of specialty retail and the long 'strip shop' layout of the activity centres. As the shopping precinct is so long, considering Sydney Road as one activity centre does not cater as well for to multi-purpose trips as a more condensed centre. This is owing to inaccessibility by efficient means of public transport or where the visit may require the handling of bulky or delicate goods.

The allocation of kerbside parking is consistent along the length of Sydney Road which provides short term (either 1 or 2-hour timed restrictions) parking for casual users to increase vehicle turnover. Additionally, other special use zones have been implemented over time including parking for people with disabilities, loading zones and drop off-pick up areas (less than 15 minutes). Parking is generally highly utilised along the strip, dependant on time and location based on the type of businesses (e.g. office, specialty retail, entertainment, dining) located in each precinct.

Both public and private at-grade off street car parks are located at various locations to the rear of buildings along Sydney Road, accessible from adjoining streets. Council managed carparks have medium term parking restrictions (generally 2 or 3-hour) to promote longer multi-purpose trips to businesses within the activity centres, while discouraging employee and commuter car parking.

While on-street paid parking is essentially non-existent within the municipality (with the exception of Barkly Street near Barkly Square), there are seven fee paying Council carparks at the south end of Sydney Road. The occupancy of these car parks is typically low due to the availability of free parking in the area. There are also several private paid carparks, some of which have a period of free parking for casual users, to discourage all day parking. As such, all seven carparks are located at the southern end of Sydney Road.

Clearways have been implemented on Sydney Road to assist traffic flows during peak periods and facilitate efficient movements of trams.

Sydney Road is well connected to public transport. However, the availability of free parking and ease of access to car parking encourages driving and discourages the use of these sustainable options.

Brunswick East

Both Nicholson Street and Lygon Street have almost no off-street public parking, and as such, parking in adjoining residential streets is much more congested than is seen in Sydney Road. Paid parking is not present in either street. However short-term parking restrictions apply on street, with in-ground sensors, to increase compliance and turnover of parking spaces.

Clearways have been implemented on Lygon Street to assist traffic flows during peak periods and facilitate efficient movements of trams.

Most residential streets have had some residential parking restrictions applied, and parking in the short-term areas experience high demand as do the unrestricted areas. This is largely due to the high occupancy of on-street resources on the main roads and people seeking to find alternative parking near their destination.

On-site observations indicate that occupancy of short term parking on-street varies in both Nicholson and Lygon Street with generally some availability of parking within the area, suggesting that many people travel to the activity centre by public transport or active travel modes. This suggests that the space currently used for parking could be better served in other ways such as creating place or serving active transport modes.

Glenroy AC

The ease of access by car into the centre from short distances along with the availability of secure and free off-street parking are major factors in determining the characteristics of parking in this centre.

On street parking is not permitted on parts of Pascoe Vale Road. Parking in Glenroy AC is served by several large at-grade off-street carparks. Some on-street parking is available on Wheatsheaf Road and along adjoining streets to Pascoe Vale Road.

Parking restrictions vary across the centre, with a mix of both short and long-term restrictions supplying different user groups depending on the adjacent land use.

A large off-street carpark for rail commuters is provided at the train station with additional unrestricted carparking provided for in the car park called 'Dowd Place'.

Another characteristic of the activity centre is that a lot of employee parking is catered for at-grade within the property, or in one of the business permit zones.

While the activity centre is located around a train station, the ease of access by car and amount of parking available encourages short car trips.

4.2.2 Neighbourhood Centres

Neighbourhood Centres are much smaller and generally located away from arterial roads, making them even more susceptible to short vehicle trips. Notwithstanding surveys conducted by Council (refer Figure 6.1 later) indicate many trips to Neighbourhood centres are made by walking and cycling modes. Given the spacing and location of most neighbourhood and local centres within the municipality, it could be expected that some if not most of the vehicle trips into the activity centres could be supplemented by other modes of transport. Further to this, the parking characteristics within Neighbourhood Centres generally have short term parking restrictions to encourage high turnover. It has also been noted that a number of locations within this category (e.g. Union Street / Grantham Street) contain commuter parking which often results in spill over into the surrounding residential streets during peak times. Further discussion on each of these centres is provided in Appendix A.

5. Delivering the Vision through Parking

5.1 Directions in MITS

The Moreland Integrated Transport Strategy identifies core objectives and along with it a range of policies and actions across the transport spectrum. These objectives and associated policies and actions as they relate to car parking are reproduced below.

Further discussion on the tools required to support these actions is detailed in the subsequent sections of this report.

MITS sets out that the vision for the future of transport in Moreland is built upon five key foundations or objectives. These are detailed below with their relevant policies and actions.

A liveable Moreland

'Where the transport network is family-friendly, where we consciously reduce local vehicle traffic and safeguard the wellbeing of our community.' (MITS)

MITS recognises that good cities are ones that are better at promoting the best interests of their communities, in terms not just of prosperity but also of liveability – how cities and the people that live in them combine and contribute to a sense of wellbeing within the community. Parking has an important role to play in fostering such liveability.

Car parks rarely if at all contribute to public amenity and a sense of security and well-being – in fact, they can do the opposite when not integrated with surrounding land uses that offer interaction and surveillance.

Further to this, parking takes up space that could alternatively be used for either 'moving people' 'or creating a place for people'. Council and the community need to re-evaluate when and where parking is needed to support a liveable Moreland into the future.

A sustainable Moreland

'Which achieves a city-leading shift toward sustainable modes of travel, supporting the transition to active or zero emissions transport by 2040' (MITS)

The existing car parking policies in Moreland encourage the use of the car for most trips in Moreland. This is demonstrated by existing minimum parking rates for new developments and free parking in most destinations within Moreland, reinforcing a culture of using the car even for short trips that could be walked. This culture results in congestion – which during Community Consultation many people expressed they do not want in Moreland.

Addressing an oversupply of car parking creates a self-reinforcing 'positive cycle' and in turn helps deliver a more sustainable Moreland.

A Moreland that is safe and healthy

'Where transport safety is a key focus, we improve personal security and safety and promote a healthy community with cleaner air.' (MITS)

It is understood from community feedback that it is currently common for cars to be parked in ways that jeopardise the safety of the community, for example along footpaths or near school entrances. Parking must ensure that it does not impose on the safety of people using other modes.

A Moreland that is accessible and equitable for all

'Where we reduce barriers to community movement and strongly commit to making Moreland accessible to all' (MITS)

Accessibility is about making sure everyone feels they have a place in Moreland.

Some people have a high need to drive, for example young families and disabled people sometimes must drive in order to access opportunities, including shopping and services. In the future, alternative technologies may reduce this need (for example autonomous vehicles). However, until future technologies are able to provide an alternative for these people to drive, parking should be prioritised for these users.

Providing an accessible and equitable Moreland means being honest about who actually needs parking and what it means to provide a transport system that is fair.

A prosperous Moreland

'Which connects people to local jobs and services, focuses on the reliability of the transport system for people and goods, caters for population and employment growth.' (MITS)

What makes a prosperous community will look different in the future from what it looks like today. The way people spend money is changing, with people now using apps to order food and goods online. Further to this, the way people work is changing with 'new' jobs being created that generate 'new travel patterns'.

To ensure Moreland is both prosperous today and into in the future it needs to anticipate and make provision for these changes.

Investing money in the right areas and modes of transport is important to make activity centres attractive places to be and spend time, which in turn translates to improving local business conditions.

If today's funding for parking is prioritised over sustainable transport, that will restrict Moreland's opportunity to cater for future growth. It is also understood that changes to existing parking needs to reflect the economic needs of Moreland today.

5.2 Key Parking Topics

Specifically, with respect to parking MITS identifies the following key goals and objectives.

Council does not have control over all levers relating to transport - as a result there is an emphasis on aspects over which Council has direct control, such as car parking.

Car parking plays an instrumental role in supporting broader transport and land use strategies. The availability of car parking where people live and at their destinations will strongly influence the ways they choose to travel. Getting the type, location and amount of parking right can contribute to better transport, land use, economic and community outcomes, including improved sustainable transport uptake and flexibility in reducing the provision of car parking to suit market needs.

MITS recognises that sometimes parking is required in cases where people have special needs - parking should be prioritised for these users who truly need it. In doing so, it is still possible to discourage car use and contribute to a shift towards sustainable transport modes while accommodating people who most need to drive.

Broadly, MITS is to improve parking management by:

- Permitting less parking in new developments to allow people to choose a lower level of parking to suits their needs
- Expanding parking restrictions to protect local streets from changes to parking requirements in new developments
- Using paid parking in some areas for all-day parking.

More broadly, MITS prioritises sustainable transport through the following strategies:

- Reallocating of Road Space
- Creating safer, quieter streets
- Advocating for better public transport
- Fostering partnerships for sustainable transport.

These topics and the role of parking in achieving the desired outcomes are discussed further within the following sections of this report.

6. Managing Parking in Moreland

This Chapter explores the key parking topics summarised from the MITS policies and actions.

6.1 Establishing appropriate parking rates for new development

6.1.1 Setting Car Parking Provision Requirements

Overview

The MITS sets mode share targets for car journeys within the municipality. This provides a focus on the 'big picture' objective which will reflect movement away from dependency on the car for daily needs.

Our community engagement and background research has shown that suburbs in the north of Moreland have different travel patterns, characteristics and needs to the south of Moreland. For mode shares, our background research told us that the southernmost suburbs (Brunswick, Brunswick East, Brunswick West and North Fitzroy) have a lower proportion of people driving to work (around 40 per cent), while the northern suburbs of Gowanbrae, Tullamarine and Hadfield have the highest (between 70 and 90 per cent).

To reflect this, Council has set two different targets for the way people travel to work, and one target for the way people travel to education.

The journey to work and education targets are reproduced in the below table.

Table 6.1: MITS Mode Share Targets

Measure ¹⁰	Current	Target
Journey to Work (north)	Car as driver: 74.8%	Car as driver: 45%
Journey to Work (south)	Car as driver: 58.0%	Car as driver: 30%
Journey to Education	Car as Passenger: 37.8%	Car as Passenger: 20%

In regard to how the setting of car parking provision requirements supports the above mode share targets, it should be recognised that proposed car parking provision requirements are just one tool which will influence new development, with other parking tools (as discussed in following sections) required to influence existing travel patterns.

The following discussion highlights the need for each Activity Centre Category to be treated differently with regards to the setting of parking provision requirements to reflect the diverse nature of each activity centre and municipality as a whole. Broadly the following discussion identifies:

The below table summarises the approach to be taken for setting of parking requirements within each centre type.

¹⁰ Current based on ABS Census 2016. Progress will be based on Moreland Household Surveys.

Table 6.2: Car Parking Rate Approaches

Centre Type		
Activity Centre	Neighbourhood Centre	Local Centre
Remove existing minimum parking provision requirements and adopt Column B as maximum parking provision allowances.	Adopt parking provision requirements 20 per cent lower than Column B requirements as minimum parking provisions.	Adopt Column B parking provision requirements as minimum requirements (no change to status quo).
Incorporate appropriate decision guidelines identifying when the maximum rates could be exceeded.	Incorporate appropriate decision guidelines identifying when the minimum rates could be reduced.	Incorporate appropriate decision guidelines identifying when the minimum requirements could be reduced.
These rates would apply to the activity centres of Coburg, Brunswick and Glenroy.	These parking provision requirements would apply to the Neighbourhood Centres.	These requirements would apply to the Local Centres.

Rationale

The setting of car parking provision requirements is an important tool to guide the future provision of car parking associated with new development.

Traditionally the 'predict and provide' model¹¹ (as used as the default Column A and B models in the Clause 52.06) requiring minimum parking provisions results in:

- A parking supply associated with new development being provided which encourages private vehicle travel.
- Creates uncertainty (to developers) and unease (from community) when reductions to standard car parking requirements (to that required in all the planning schemes throughout Victoria) are sought from Council in planning permit applications.

In the context of Moreland, as a fast growing established inner/middle ring suburb, the adoption of status quo car parking provision is unlikely to achieve transport change and as such a "vision and validate" approach should be considered to set maximum parking rates which would apply to new developments.

Further minimum parking requirements have been found to inefficiently impact housing markets. With parking potentially increasing minimum housing costs, removing minimum provision requirements is critically important.

Coupling the needs of achieving transport change and improving housing affordability, introducing maximum parking requirements can encourage reduced car ownership and encourage mode shift to sustainable transport.

Minimum vs Maximum Provision Approaches

Minimum Requirements

The Planning Scheme sets out the minimum number of spaces that should be provided for a development.

A reduction (including down to zero) to the requirement can be sought through the use of prescribed decision guidelines. Any reduction requires approval by Council.

It is relatively rare that a developer would seek to provide more than the statutory requirement.

¹¹ The definition of minimum parking rate requirements originated in America in the 1950's to address the issue of too many cars being parked in public areas.

Maximum Requirement

Developers can provide (as of right) any amount of parking between the maximum limit and zero.

An increase to the requirement can be sought through the use of prescribed decision guidelines. Any increase requires approval by Council.

Generally, it would be expected that some degree of parking would be provided by a development (if there is no opportunity to utilise on street parking i.e. parking restrictions are in place), as evidenced by provision of car parking in the Melbourne CBD where there is no requirement (and a maximum rate).

This approach is required at both the origin (place of residence) and destination (work, shop, etc.) of trips to fully capture transport change by those living within and outside of Moreland.

Such a maximum approach must also be coupled with strict parking restrictions within the surrounding area to ensure that development does not simply seek to benefit from surrounding parking supply while not contributing to the supply in any form. Such restrictions place the onus on developers to provide the suitable level of parking to support their own development needs, with the maximum provision requirement restricting an over provision of parking and hence controlling congestion within the surrounding area. This also provides the majority of existing residents, eligible for resident parking permits, with greater opportunity to continue to use local on-street parking.

In Victoria, parking maximums have been implemented in the Melbourne CBD and fringe areas, Fisherman's Bend, Footscray Metropolitan Activity Centre and are drafted but not yet implemented for the Forest Hill precinct in South Yarra.

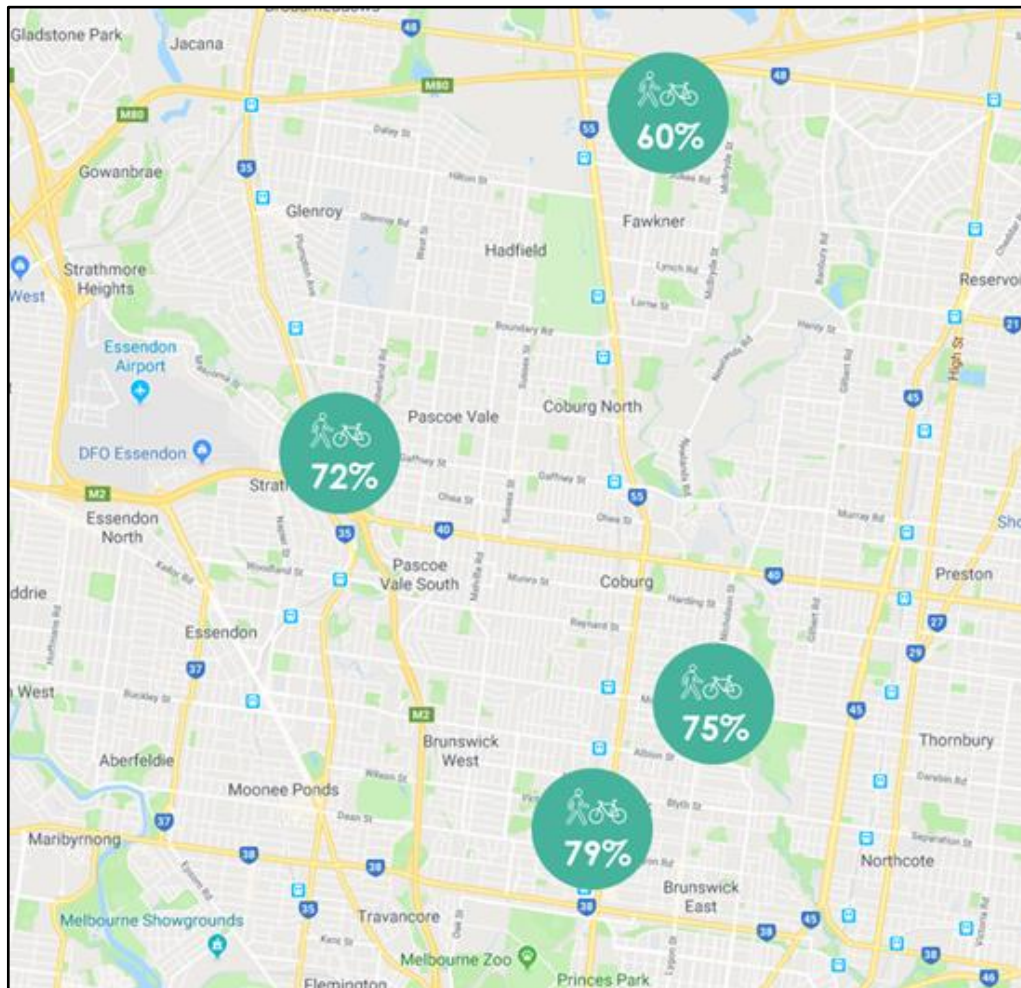
Experience in working with private development within areas of maximum requirements (in particular the Melbourne City Council Capital City Zone and Fisherman's Bend) is that a zero parking response is not the automatic response or norm. Evidence from Fisherman's Bend, suggests that the market is delivering around 0.7 spaces per apartment. Removing minimum provision requirements does not necessarily result in zero parking, but simply allows the market greater freedom to respond to demands. The introduction of a maximum requirement then means there is a clear line of what is considered too much parking.

With regard to the local economy there could be an assumption that parking is required to attract people to an area and ultimately attract customers to shops.

However, reviewing a sample of activity centres within Moreland, clearly indicates a high level of walking and cycling access to these centres, diminishing the perception of ultimate reliance on car travel and parking.

This data is reproduced in Figure 6.1 and shows that access to local shopping strips is generally achieved by foot, with a smaller number by bike and car.

Figure 6.1: Mode share to walking and cycling, local shopping areas¹²



It should be noted that the above figures were based on postal survey results from residents within an approximate 500m radius of the centres and therefore does not capture shoppers coming from beyond this catchment. As such, limitations may exist in relying solely on this data set if there are a significant number of non-local shoppers attracted to Moreland. Notwithstanding this data does provide an indication of willingness to use walking and cycling as a mode of transport to access local shopping areas.

Further, the Department for Transport (England) undertook a review of maximum parking provision requirements which were implemented in 2004¹³. This study investigated the effects of these parking standards on traffic levels and economic development. The study highlighted several common themes including:

- Parking is a very important demand management tool, albeit one of many tools.
- Developers see some parking as important as they consider that it adds value to their asset.
- There is no evidence to suggest that parking standards have a significant negative impact on economic development within urban and rural areas.
- Problems of overspill parking were highlighted as particularly acute in historic towns due to the narrow and more restrictive street layout.

¹² Moreland Mail Survey of Residents living with ~500m of activity centres.

¹³ Department for Transport (June 2008) Research into the Use and Effectiveness of Maximum Parking Standards.

Furthermore, from studies in Camden, UK, there is no evidence to suggest that parking maximums have had an economic impact on the financial viability of development.¹⁴

On the basis of the above there is evidence upon which to conclude that in areas of good transport accessibility, limiting the provision of parking is parking maximisation limits are an effective lever to promote sustainable transport and reduce congestion.

The application of a maximum provision approach must however also be considered in the context of activity centre types across Moreland. In this regard the following provides a discussion around the differing activity centre types and the parking rate approaches that should be considered for each.

Activity Centres

These centres, previously called Major Activity Centres, are the key centres that must be targeted to achieve transport change targets set by the MITS.

These centres can most tolerate reduced car parking provisions and the need to change mode given their improved access to transport alternatives and the mix of uses available which can allow for the sharing of parking between uses. These are also the centres that will see the most severe increase in congestion and other traffic related issues if measures to reduce numbers of cars are not taken.

Parking Provision Response

In order to force change in these centres (not allowing an over provision of parking) it is recommended that minimum parking provision requirements be removed and replaced with the imposing of a maximum car parking provision approach.

By way of example, a 1 or 2-bedroom dwelling would be able to provide a maximum of 1 car space.

Parking Provision Response

It is, recognised that across Activity Centres that some differences in Car Ownership (and Journey to work) characteristics exist.

Table 6.3: Car Ownership Characteristics¹⁵

Location	Car Ownership (veh. per dwelling)	Journey to Work by Car
Coburg	1.44	59%
Brunswick	1.13	41%
Glenroy	1.54	73%

With the restriction of on-street parking and overspill into adjacent areas it could be expected, based on the above data, to result in higher rates of off-street parking being delivered in Glenroy in the short term.

As such the setting of maximum car parking provision requirements at the point of Column B (the current minimum requirements set) for these areas allows for flexibility across each centre for the market to respond accordingly and provide parking as needed.

While this approach technically allows parking to be provided as currently required, evidence from the introduction of parking maximums indicates that the adoption of a maximum rate will naturally encourage and create change in reducing car parking provision and private vehicle travel patterns.

¹⁴ http://www.camden.gov.uk/ccm/cms-service/stream/asset/?asset_id=3414526

¹⁵ 2016 ABS Census Data

The adoption of a maximum starting point at Column B should, however, be monitored to ensure that change does occur in the way in which parking is provided to meet with the overarching aims of the strategy. Should parking provisions not be reduced as expected, it may be necessary to set reduced maximum requirements to further force change in car parking provisions.

A review of planning applications over the coming 3 years could provide an understanding of development trends and willingness to adopt car parking provisions below the maximum limit.

Decision Guidelines

Decision Guidelines to supplement the recommended car parking provision requirements within a Parking Overlay should be developed with the following intent:

- Decision Guidelines would reflect requirements to be satisfied to support a provision of parking greater than the maximum car parking provisions allowed.
- Allow consideration of empirical data and specific use or user requirements which may give rise to a higher parking requirement.
- Justification should be required of why the characteristics of the proposed use (with regard to the likely car parking demands generated) can't be accommodated by other forms of transport than the private car.
- The appropriateness of the impact of increased parking provisions on road network capacity, pedestrian safety and urban design should be justified.
- The extent demonstrated to which sustainable transport provisions are being incorporated within the development to support and encourage trips being made by non-car modes.
- Demonstrate the ability for parking to be repurposed in future years.
- Reiterate that occupiers of any dwellings approved by permit subject to the provisions of this schedule may not be eligible for Resident Priority Parking Permits.

Neighbourhood Centres

These centres will experience growth in activity and mix of commercial and residential uses in coming years. They are therefore centres that should also be targeted to achieve transport change targets set by the MITS.

These are centres that can tolerate reduced car parking provisions and the need to change mode given their improved access to transport alternatives.

The surrounds of these centres are however often more sensitive to parking overspill and therefore a more careful balancing of parking provision should be considered.

Parking Rate Response

The adoption of reduced minimum parking provision requirements would be an appropriate response to encourage change in these centres. This does however allow the market to respond if higher provisions are considered necessary, however would not be encouraged.

Parking Provision Response

Car parking provision requirements specified by Clause 52.06 of the Moreland Planning Scheme reflect the Victorian Planning Provisions which apply across all of Metropolitan Melbourne (where a Parking Overlay has not been put into place). As such a comparison of these statewide requirements has been undertaken to understand how they could be tailored to better reflect the City of Moreland and the aspirations to achieve mode shift away from private car travel.

In this regard a number of travel data sources have been considered comparing Metropolitan Melbourne characteristics with that of the Moreland Local Government Area. These sources included:

- Australian Bureau of Statistics Journey to Work Data
- Australian Bureau of Statistics Car Ownership Data
- Victorian Integrated Surveys of Travel and Activity (Vista) Total Trips Data.

These sources are identified in Table 6.4.

Table 6.4: Percentage Comparison of Car Demand between Metropolitan Melbourne and Moreland

Data Source	Moreland	Metropolitan Melbourne	Comparison
ABS Journey to Work	Car driver – 55 per cent	Car driver – 70 per cent	22 per cent
Vista Total Trips	Car driver – 46 per cent	Car driver – 52 per cent	11 per cent
ABS Car Ownership	Vehicles per dwelling - 1.40	Vehicles per dwelling - 1.69	17 per cent
Average difference			10 to 20 per cent

Table 6.4 indicates that Moreland has a 10 to 20 per cent reduction in car use demand when compared to Metropolitan Melbourne.

As such given Column B provision requirements apply across Metropolitan Melbourne (where activated by the PPTN), it would be considered reasonable that a reduction to these requirements by 10 to 20 per cent could be applied to better reflect travel characteristics within Moreland and set an appropriate 'baseline' for the consideration of parking provision in Neighbourhood Centres. Having further regard to the aspirational targets of increasing mode shift to sustainable transport modes it would be right to adopt the higher of the potential reductions being 20 per cent.

This reduction is also consistent with previous parking strategies for Coburg and Brunswick which suggested a 20% reduction to Column B requirements could be applied. While Neighbourhood centres may not traditionally have the same access to alternate transport and density of uses as the Activity Centres of Brunswick, Coburg and Glenroy, the adoption of lower minimum provisions is required to create transport change.

The use of lower minimum provision (20 per cent reduction to Column B) therefore encourages change, however allows the market to respond and provide higher parking if required.

The adoption of decision guidelines (to further reduce parking provisions) should also supplement the minimum provision approach to further allow for lower provisions to be adopted and therefore the market to respond on a case by case basis. Such decision guidelines recognise that across Neighbourhood centres differing levels access are available which could also influence the required level of parking.

Decision Guidelines

Further to the above, decision guidelines to supplement the recommended car parking provision requirements within a Parking Overlay should be developed with the following intent:

- Decision Guidelines would reflect requirements to be satisfied to support a provision of parking lower than the minimum car parking provision requirements allowed.
- Decision guidelines should be supportive of reducing parking requirements where justification can be provided.
- Allow consideration of empirical data and specific use or user requirements which may give rise to a lower parking requirement.
- Justification should be required of why the characteristics of the proposed use (with regard to the likely car parking demands generated) can't be accommodated by other forms of transport than the private car.
- The impact of reduced parking provisions must be considered in the context of the surrounding available car parking supplies and availability.

- The appropriateness of the impact of reduced parking provisions on road network capacity, pedestrian safety and urban design should be considered.
- The extent to which sustainable transport provisions are being incorporated within the development to support and encourage trips being made by non-car modes.
- Reiterate that occupiers of any dwellings approved by permit subject to the provisions of this schedule may not be eligible for Resident Priority Parking Permits.

Local Centres

These centres are expected to experience limited growth in coming years, and as such their contribution (from a provision of future parking) to achieving the objectives of MITS is also likely to be limited.

The relevance therefore of trying to define specific requirements for these centres is limited and could continue dealt with on a case by case scenario.

Parking Rate Response

The adoption of minimum parking provision requirements would be an appropriate response for these centres. This maintains the current approach as is applicable to these centres.

Parking Provision Response

The adoption of Column B requirements as currently is applicable allows for the sharing of parking between uses to be considered but also for the market to respond if higher provisions are considered necessary, however these would not be encouraged.

The adoption of decision guidelines (to further reduce parking provisions) should also supplement the minimum provision approach to further allow for lower provisions to be adopted and therefore the market to respond on a case by case basis.

Decision Guidelines

Further to the above, the intent of decision guidelines to supplement the recommended car parking provision requirements within a Parking Overlay would generally be expected to be the same as those specified for Neighbourhood Centres.

6.1.2 Designing for the future

It is well recognised that the nature of transport is changing, and this will impact in some way the manner in which parking is provided in the future. However, the extent of change is not defined at this time and is likely to occur, in the most part, outside of the timeframe of this Implementation Plan. A number of elements however that could be predicted, at least in general terms, include the following:

- The way vehicles are powered is changing with the growing prevalence of electric vehicles in the vehicle fleet. The cost of these vehicles is also declining making ownership of these vehicles more accessible to more people.
- The demand for parking (on a per capita basis) could be expected to decrease with an increased accessibility to ride sharing services, car sharing services, home delivery services etc.

In light of the above, it is recommended that the design for any new car parking within Moreland should be designed to allow for:

- Vehicle charging opportunities or at a minimum provision of electrical infrastructure to allow for the future installation of charging points. The provision of such infrastructure should be considered now in new buildings to avoid costly retrofitting of building services or alternately a lack of charging provisions.

- Potential alternative uses of car parking space in the future. This will provide support to the need for places to be flexible to the communities needs and ultimately save money in the long run. As such, minimum floor to floor heights of above ground structured parking levels should be designed to enable future repurposing.

The considerations could be included as an encouraged design response within a Design Standards section of a Parking Overlay.

6.1.3 Car Share

To further support maximum and reduced car parking provision requirements, car share provides a convenient option to enable access to a car but removes the need to own a vehicle.

Cars typically spend 95 per cent of their life unused, representing a very inefficient use of space and resources. Car share provides convenient access to a car for trips where alternative modes are not a viable option. Some service providers estimate that one share car can replace up to 15 private vehicles, significantly reducing the space required to store private cars and reducing the costs of purchasing and operating a car for a number of would-be owners.¹⁶

As such Council should support a greater roll-out of share cars to help residents choose to reduce the number of cars they own. This should include:

- Repurposing general use car spaces for car share spaces in key areas (for example, activity centres, areas with a high-density residential areas).
- Encouraging developments to provide externally accessible car share spaces on-site.
- Encourage developments to fund memberships for nearby car share schemes under the implementation of a green travel plan.

¹⁶ The Sharing Economy, Transport Matters, GTA Consultants,
http://www.gta.com.au/transportmatters/transportmatters_vol9_issue4_web.pdf, accessed 22/04/18

6.2 Reallocation of road space and existing car parking

6.2.1 Reallocating Space for Movement

Moreland is growing. To cater for this demand sustainably, change will be required to the way that space is allocated on the road network. Parking is part of this mix, as on most streets it takes up similar space to the traffic lanes and is double the width of the footpath.

Parking, however, remains important to the community and there is some distance to travel to achieve greater sustainability in this regard.

The actions identified create a clear line for assessing street improvement schemes, but also take an area-wide perspective. This does not mean just listening to the loudest voices but listening to a wide range of people, as has been done in developing MITS.

The community has been asked about what they want from a parking policy for Moreland. Solving the issues that were consistently raised in this consultation, such as congestion, safety and liveability, means rethinking the way the community value parking.

"If you intend to get more people on bikes, choosing active transport, healthy, lower pollution, liveability, there is no other way to do it than provide the space on roads, with safe protected bike lanes – NOT thin strips next to opening car doors or a bit of paint with arrows here and there. Please start removing on-street parking and replacing it with bike lanes. Coburg has a sea of car parking off-street behind both sides of Sydney Road, it is not needed on the street as well."

While most parking across the wider Moreland area will be retained, these actions open the door for some parking to be reallocated to sustainable transport, improving safety of active transport modes and the creation of better places within Moreland. This will create a better balance between parking and other uses of road space. It also helps Moreland transition to an area that one day will have more people walking than driving the car.

While the conversation needs to occur with individual communities to be impacted by any such removals of parking, as a general rule, parking demands are not constrained across the municipality such that the removal of parking at key locations cannot be tolerated and absorbed by the surrounding area. Indeed, the removal of parking will bring alternate benefits that, on the whole, are likely to outweigh the removal of parking. As such, it is important to understand the function of a street when determining if and what type of parking should be made available on it. For example, a street might support on-street parking during off-peak times but during peak time parking spaces would be better utilised as a bus lane which can improve access for a significant number of people.

On this basis parking could be considered for removal when it provides an overall benefit to the sustainable movement of people in circumstances such as:

- **Improves pedestrian linkages, pathways and connections**
- **Improves the operation and capacity of public transport routes**
- **Improves cycling corridors and connectivity.**

6.2.2 Reallocating Space for Safety

A safe and healthy Moreland is one where active transport is the first and obvious choice for many commuters and travellers, and where people have a broad range of choices available to them.

Sustainable transport modes encourage physical exercise which benefits the body and mind. Being stuck in traffic jams, waiting at traffic lights and breathing in fumes from vehicles is not healthy.

It is however understood from community feedback that it is currently common for cars to be parked in ways that jeopardise the safety of the community.

“Sadly, too much priority is given to cars. Most space in important roads such as Sydney Rd and Lygon St is given to cars in the form of parking.” & “When biking down one of these main streets, there is a constant high risk of being doored by careless drivers.”

Parking must ensure that it does not impose on the safety of people using other modes. This is particularly relevant along cycling routes and around schools.

To improve road safety, parked vehicles must not hinder the safety of other modes. Similar to above, parking should be given less priority where required to improve safety.

6.2.3 Reallocating Space for Place

In a similar manner to the above, creating great places in Moreland is also important to the function and attractiveness of its activity centres.

The importance of places for people to dwell and experience the centres and neighbourhood areas helps to encourage sustainable transport modes being used.

Again, conversations will be needed with individual communities. However, as a general rule, parking demands are not constrained across the municipality such that the removal of some parking at key locations cannot be tolerated and absorbed by the surrounding area in order to create better 'places'. As such, as part of any future discussions on the potential for reallocation of parking space to other modes, how consumers currently travel should be included as part of the conversation.

Parking should therefore be considered for removal when it is demonstrated to provide an overall benefit to the creation of 'places' in Moreland. This could include circumstances such as, but not limited to:

- **Creating new green spaces**
- **Creating places for sustainable transport end of trip facilities**
- **Creating improved outdoor dining, and**
- **Creating improved places for storage of vehicles for those with reduced mobility and for sustainable vehicles.**

6.3 Better manage parking resources

6.3.1 Parking Restrictions

Currently significant parking restrictions are in place within Moreland to manage and fairly allocate public parking resources. The setting of parking restrictions is identified by the Moreland Parking Management Policy. This policy is however typically reactive in dealing with parking overspill issues.

The actions identified as part of this Implementation Plan seek to take a proactive approach to managing parking, in order to control parking overspill and create a parking environment which supports the removal of parking minimums within Activity Centres.

In addition to existing controls, Council should also ensure that all public parking resources in and around activity centres and key destinations are time-restricted or provided as permit parking to ensure vehicles are not stored on-street over the long-term except as permitted by parking permits for those residents eligible for parking permits, and to encourage fair use of a restricted resource. In this regard it would be typically expected that, as a minimum, all on-street parking would be restricted within Neighbourhood Centres and within 200m of Activity Centres.

The use of a 2-hour restriction (2P) Monday to Friday 8:00am – 11:00pm applied initially to currently unrestricted spaces would prevent residents of new developments from parking long-term on street while also providing some flexibility at night and on weekends e.g. for visitor parking.

More broadly, Council should continue to introduce parking restrictions in other areas as required, consistent with the Parking Management Policy.

These restrictions will become increasingly important to achieving demonstrable mode shift particularly in supporting lower car parking rates for new developments.

6.3.2 Parking Permits

At present, Moreland charges only nominal fees for residential car parking and business car parking permits. Consistent with the directions of MITS to charge more fairly for the use of road space to store private vehicles, Council should review fees for car parking permits to ensure they reflect use of space and seek to discourage car ownership and use.

In reviewing fee structures consideration should however also be given to the expansion of concession discounts (on parking permits) to address social equity concerns. In this regard it is understood that Council is proposing to expand concession discounts on annual and visitor permits to include pensioners and Centrelink card holders.

The following permit types will also be included as part of the Parking Management Policy i:

- Business Permit Zones – Review the need for expansion based on demand once new on-street parking restrictions are in place (as described within Section 6.3.1).
- Service permits – short term / daily permits for tradespeople, removalists, etc. undertaking work within the area.
- Flexible permit – A permit type that has limited or no eligibility criteria would provide an option for people who would otherwise not be eligible but still genuinely need a permit. This would be accompanied by a significantly higher cost than current standard permit types which would manage the demand for the permit and reflect the value of the privileged access to public space (without a subsidy being applied).

The cost of each of the above permits will be reviewed as part of the formation of the Parking Management Policy and through Council's Fees and Charges process.

The allocation and pricing of permits could also be used to encourage zero emission vehicles.

Though this has been done in many cities (Oslo¹⁷, London) its implementation in Australia is limited and therefore needs to be explored in detail, including commercial partnership and enforcement.

¹⁷ The Electric Vehicle Capital of the World, The City of Oslo

In reviewing the permit allocations and availabilities above, continued consideration must be given to how changes and ultimate recommendations align and balance needs along the spectrum including providing fair access to the parking system through to achieving demonstrable mode shift (away from private car travel).

The existing process in the Parking Management Policy to appeal a decision by Council not to issue a parking permit could also be temporarily expanded as a transitional measure. This could include specifying guidelines for decisions on appeals during and after the transitional period – currently, no guidelines are specified.

6.3.3 Paid Parking

Demand Management through Parking Price

Historically, the City of Brunswick briefly introduced parking meters along Sydney Road in the 1960s, but traders successfully campaigned to have them removed, and the meters were sold to the City of South Melbourne, who used them to introduce fee parking into its streets. In the 1980s and 1990s, Brunswick Council replaced period parking restrictions with fee parking in seven off-street car parks for people who valued available, convenient parking, whether staying short or long term.

In the 1980s, there was a high demand for the 30 minute parking spaces in Barkly Street outside the Barkly Square doors that opened (at that time) to the highly popular deli and café area where Woolworths is today. This high demand resulted in double parking, causing safety issues for shoppers, cyclists and traffic. The introduction of parking meters dampened the demand just enough to remove the double parking. The extension of these on-street parking meters into Sydney Road was considered in the 1990s but was opposed by traders. More recently Moreland Council considered extending the parking meters, but traders objected. Traders have expressed concern that their customers will be driven to free parking centres such as nearby Barkly Square or High Street, Northcote, or Moonee Ponds.

Ultimately, the pricing of parking is a key demand management tool that can be used to shift the way in which people travel away from the private car.

This includes encouraging people to travel outside of peak times, avoid travel at all, or change to other modes which are cheaper, but also more healthy, sustainable and efficient. It can also provide flexibility where people need to use a parking resource and value it enough to pay for it e.g. paid parking to access longer-term (e.g. four hours) parking where 2P would otherwise apply.

Achieving mode shift through defining different car parking rates alone (as specified above) is unlikely to achieve such change as these rates typically only impact new development and will not influence the way existing parking is used. Therefore, tools such as paid parking are also required to influence existing parking users. At present, Moreland has only a small amount of paid on-street car parking (on Barkly Street, Brunswick) and charges for some off-street car parking areas.

<https://www.oslo.kommune.no/english/politics-andadministration/green-oslo/best-practices/the-electric-vehicle-capital-of-the-world/>

Research undertaken on behalf of Infrastructure Victoria has found that more than eight out of every ten people who drive to work in the weekday peak hours have access to free car parking at their destination, with two thirds of these people having access to a space with no time restriction. Only 17 per cent of people who drive to work in the weekday peak pay for their car parking.¹⁸

For those that occasionally use other modes in place of driving in peak hours, the single highest reason not to drive recognised that 'parking is a problem at my destination'. Drivers would also be more likely to take another form of transport if it saved them time, was more reliable or saved them money.¹⁹

To manage demand, Council should seek to introduce paid on-street car parking in appropriate and strategic locations (such as activity centres and locations with access to alternative modes) to encourage the turnover of vehicles (ensuring available spaces), more fairly price the use of roads and encourage visitors to use other modes to access their daily needs. The locations, fees and timing of delivery should be targeted at areas with parking pressure and be assessed and extended periodically throughout the day. This will create a higher turnover of parked vehicles resulting in greater parking opportunities. Introducing paid parking as a demand management measure will also support the objectives of maximum car parking provision requirements, which together aim to reduce car ownership and dependence.

Initially paid parking should be investigated to be installed within Activity Centres of Brunswick, Coburg and Glenroy (on-street commercial frontages and Council off-street car parks including both short stay and long stay parking). Once established a gradual expansion of paid parking could occur to cater for all-day parking demand. In a similar manner to the discussion on car parking provision requirements, these centres are typically those best served by public transport and would therefore provide the greatest opportunity for alternate transport modes to be adopted, should drivers seek to change transport mode in response to a parking charge. In addition, these centres would be more likely to have car parking demands that would warrant a paid parking introduction (as per Council Parking Management Policy).

Further expansion into Neighbourhood Centres could also be considered in the longer term to encourage and support achieving demonstrable transport change in Moreland.

More broadly, Council should also advocate to extend the use of pricing to manage demand for other over-utilised assets, such as railway station car parking. Charging a small fee means that people who live nearby and drive currently may choose to walk leaving car spaces for those that have to travel from further afield.

¹⁸ Infrastructure Victoria – Managing Transport Demand Community Research – Part 2, December 2017, Quantum Market Research, <http://infrastructurevictoria.com.au/sites/default/files/images/Quantum%20Report%20-%20Community%20Research%20data%20set%20Part%202.pdf>, accessed 23/04/18 – refer Q30.

¹⁹ Infrastructure Victoria – Managing Transport Demand Community Research – Part 2, December 2017, Quantum Market Research, <http://infrastructurevictoria.com.au/sites/default/files/images/Quantum%20Report%20-%20Community%20Research%20data%20set%20Part%202.pdf>, accessed 23/04/18 – refer Q21 and Q22.

The Response to Paid Parking

The response to the introduction of paid parking is likely to include a number of possible responses as shown in Figure 6.2.

Figure 6.2: Paid Parking Response Spectrums



At the outset it is noted (as described within Figure 6.1, page 27) a significant portion of visitors to a number of centres do not travel by car and as such would not be subject to a new parking charge. Indeed, there are many reasons (beyond free parking) for what motivate people to access an activity centre. However, having regard to the various possible responses identified in the above figure, of those that currently choose to drive it would be expected that only a small percentage of drivers that may ultimately choose to go elsewhere. As paid parking continues to expand in surrounding municipalities, the likelihood of drivers going elsewhere would be expected to further decline.

Consultation surveys further indicate a mixture of responses to paid parking is likely with the community response generally evenly divided when asked to identify their level of support for two car parking scenarios – one which provided an abundance of free car parking on-site and at activity centres, and another which provided reduced (and paid) car parking where there was good access by public transport, walking and cycling.

Further, in order to balance the response by staff of the area, with the compound effect of introducing extended on-street short term parking restrictions, consideration could be given to a daily cap on paid parking fees.

Valuing Public Space

Council should also ensure that use of its public space by private enterprises is also appropriately valued. At present, car share companies pay a nominal fee to use on-street parking areas to provide their services. Council should review the cost of the space used for car share, as well as bike share and similar privately-operated transport schemes to ensure they are cost-neutral to Council and priced to reflect use of Council's limited, valuable public space. At the same time the process to approving car share bays should be simplified.

Ultimately, as parking restricted areas grow within Neighbourhood Centres and the ~200m buffer of Activity Centres, car shares will become more attractive and a higher demand could be expected.

Satisfying Implementation Criteria

In addition to the above it is noted that the criteria for the introduction of paid parking is identified by the Moreland Parking Management Policy. This criteria has been traditionally developed on the basis of using paid parking as a means to more effectively manage and prioritise the parking resource when demands increase to a level that other management tools such as parking time limits have become less effective in controlling.

In the context of Moreland at this time, the introduction of paid parking is primarily being recommended as a demand management tool to achieve demonstrable mode shift away from the private motor car.

As such, while the criteria defined within the Moreland Parking Management Policy have merit to assist in managing parking resources, these criteria should not restrict the introduction of paid parking when it is being used as a Travel Demand Management tool to encourage transport change.

Using Parking Revenue

Revenue raised from paid parking, as well as from transport-related permit schemes such as residential and business car parking permits should be returned into improvements to the local area, or sustainable transport initiatives.

Infrastructure Victoria recommends the car parking congestion levy revenue be shared with local councils to which the levy applies, as is the case for the City of Melbourne.²⁰

Council should advocate for levy revenue to be shared with Council, which in turn could be invested in sustainable transport initiatives such as active travel.

6.3.4 Parking Enforcement

The enforcement of parking is critical to the functioning of any parking system to ensure that it operates in a manner consistent with that in which it is designed.

Most specifically in respect of the desired outcomes of MITS, is the need to prioritise the enforcement of parking which impacts safety, emergency access and pedestrian and cycle movements (for example, across footpaths or bicycle lanes, or illegal parking in disabled parking bays).

²⁰ Car Parks, State Revenue Office Victoria, <https://www.sro.vic.gov.au/car-parks>, accessed 24/04/18

7. Statutory Implementation

7.1 Overview

As identified earlier within this document (Section 1.4) the implementation of recommendations will typically fall under statutory or non-statutory actions.

Those actions that require a statutory form typically represent those that place a requirement on developers or other third parties.

Specifically, the following recommendations contained within MITS and this Parking Implementation Plan would warrant implementation in a statutory form:

- The identification of specific car parking rates and associated decision guidelines for activity centres within Moreland (as identified in Section 6.1).
- The encouragement for new developments to incorporate increased floor to floor heights in car parking levels to allow for potential future repurposing (as identified in Section 6.1).
- The updating of Council's Development Contributions Plan (as identified in MITS).

On the most part the recommendations will appropriately be provided with a statutory form through a Parking Overlay, as a Schedule to Clause 45.09 to the Moreland Planning Scheme.

The exception will be the update to the Development Contributions Plan which has its own statutory mechanism at Clause 45.06 of the Moreland Planning Scheme.

7.2 Preparing a Parking Overlay

In preparing a Parking Overlay a number of specific matters need to be addressed including:

- Definition of Objectives
- Identifying the area to which the overlay will apply
- Identifying car parking rates to be applied
- Identifying any relevant decision guidelines
- Identifying any specific design requirements.

In principle, these matters are addressed within the above and can be translated into a Schedule to the Parking Overlay. These requirements have not been specifically reproduced again in this section of the report.

In preparing the content of the Schedule to the Parking Overlay consideration should also be given to the inclusion or referencing of the following elements of the Moreland Planning Scheme:

- Conversion of the content currently contained within Clause 22.03 – Car and Bike Parking and Vehicle Access into the proposed Schedule to the Parking Overlay. This includes policy relating to the provision of car parking (superseded by this Implementation Plan), the provision of bicycle parking and design requirements.
- Conversion of bicycle parking requirements contained within Schedule 1 to the Activity Centre Zone Clause 10.

While consolidation of the above material would be preferred to a single location in the Planning Scheme, it may be required that bicycle parking policy also remains as part of the local policy (at Clause 22.03) as it remains important, not only when considering reducing parking requirements.

7.3 Preparing a Development Contributions Plan

A Development Contributions Plan (DCP) already exists within the Moreland Planning Scheme, with its methodology and content tested and approved through a Planning Scheme Amendment Process. It is recommended that Council therefore should adopt the same or similar process for the updating of the plan.

Opportunities may exist to substitute some sustainable transport projects within the same charge area as part of the midpoint review of the DCP. This should be further investigated. Otherwise inclusion of more significant sustainable transport projects could be included when the next plan is developed for 2023 – 2024. It is noted that this will form a separate process to the Parking Overlay preparation identified earlier.

More information on the potential for DCPs to play a role in funding sustainable transport can be found in the MITS Appendix.

Appendix A

Existing Parking and Transport Characteristics

This Chapter describes in detail the existing parking and transport characteristics in Moreland and their implications for the development of Parking Implementation Plan.

A.1 Introduction

As discussed within the Moreland Parking Implementation Plan, the activity centres of Moreland have been divided into 3 categories.

- **Activity Centres:** Established areas of high commercial activity and high density living
- **Neighbourhood Centres:** Growing neighbourhood centres encouraging new commercial and residential development served well by public transport
- **Local Centres:** Local centres / activity centres poorly serviced by public transport.

In response to these categories the following investigations of parking and transport characteristics will focus on Activity Centres and Neighbourhood Centres where most significant parking policy and management change is likely to occur.

The purpose of such assessment and analysis is to determine the key themes of each centre with regards to parking as an effective travel demand management tool. The results then will guide the challenges faced under each centre and appropriate solutions.

Further details of parking and centre characteristics across all activity centres within the municipality are summarised within Appendix B.

A.2 Existing Parking Characteristics

Parking within Moreland is currently an contentious issue for both businesses and residents throughout the municipality as the activity centres, especially south of Bell Street, continue to experience rapid growth of higher density living.

While accessing the Melbourne CBD by private motor car is constrained, activity centres within Moreland, including in Brunswick, remain accessible by car.

While this Implementation Plan considers Brunswick Activity Centre (AC) and Coburg Activity Centre (AC) as two separate activity centres, the reality is that they can be seen differently.

Sydney Road between Brunswick Road and Gaffney Street encompasses the Coburg AC and Sydney Road section of the Brunswick AC. These two activity centres are similar from a transport and parking perspective. The remainder of the Brunswick AC, Nicholson Street and Lygon Street, south of Moreland Road both function similarly from a parking and traffic point of view also.

As with both the above areas, many precincts or sub-centres exist at different points along these north-south shopping strips due to the diverse nature of the community within Moreland. As such, the community sees each of these three areas very differently.

For the purpose of describing existing parking and transport conditions, Activity Centres have been divided up as follows:

- Sydney Road
- Brunswick East, and
- Glenroy.

Since 2011, parking has been managed around activity centres and areas of high occupancy using the Moreland Parking Management Policy, which was reviewed with minor changes in 2018. The parking management policy prioritises user groups based on location.

The major outcome with regards to parking in activity centres from this policy was that properties that were subdivided after 31 August 2011, are not eligible for residential parking permits to exempt the occupants from on-street restrictions which are typically implemented to protect the residential amenity of the area.

Figure A.1: Route 19 Tram on Sydney Road



Given both the Coburg AC and Brunswick AC are both well-established areas, parking restrictions and allocations were implemented many years ago, to assist with the turnover and allocation of parking spaces in high activity areas. Many of these restrictions have not changed or been reviewed over the years. The process in Moreland and many other municipalities is that parking restrictions are only reviewed based on community feedback or complaint. There is also, as discussed later in the report, very little paid parking implemented in these activity centres.

Within Moreland City Council, there are two main concerns from the community with regards to parking: the protection of parking supply in activity centres and protecting the amenity of parking for residents in areas surrounding new mixed-use development and public transport stops.

A.3 Activity Centres

A.3.1 Sydney Road

Centre and Accessibility

Sydney Road is one of the longest 'shopping strips' in the southern hemisphere, denoting the historic style of development in Melbourne's older areas, especially the inner north. The activity centre expands from Park Street in the south, up to Gaffney Street, approx. 300m north of Bell Street. It incorporates the Coburg AC and part of the Brunswick AC. The change in land use south of Park Street provides a natural border between the city and Brunswick.

Sydney Road is well served by public transport, with the number 19 tram route and the Upfield Rail Line providing excellent accessibility to public transport, connecting the northern suburbs of Moreland to the city. Tram route 6 also connects Sydney Road to Lygon Street, via Moreland Road.

One of the most important characteristics of parking and transport along Sydney Road is the nature of specialty retail and the long 'strip shop' layout of the activity centres. As the shopping precinct is so long, considering Sydney Road as one activity centre does not cater well to multi-purpose trips.

Figure A.2: Brunswick Baths



The allocation of kerbside parking is consistent along the length of Sydney Road which provides short term (either one or two hour timed restrictions) parking for casual users to increase vehicle turnover. Additionally, other special use zones have been implemented over time including parking for people with disabilities, loading zones and drop off-pick up areas (less than 15 minutes). Parking is generally highly utilised along the strip, dependant on time and location based on the type of business (e.g. office, specialty retail, entertainment, dining) located in each precinct.

Clearways implemented by VicRoads also apply during peak times along Sydney Road, to improve traffic flow for traffic travelling into the city during the AM peak and outbound during the PM peak. The trade-off of on-street parking along Sydney Road is one that causes friction with other cars, cyclists and trams and leads to reduced throughput of traffic along what is a highly congested arterial road, leading to additional volumes of traffic on non-local streets.

Figure A.3: Activity Centre active frontage

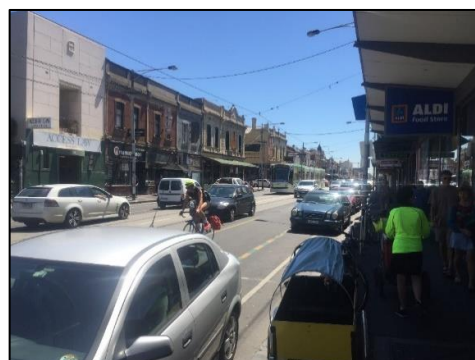


Figure A.4: Off street car parking



Both public and private at-grade off street car parks are located at various locations to the rear of buildings along Sydney Road, accessible from adjoining streets. Council managed car parks have medium term parking restrictions (generally two or three hour) to promote longer multi-purpose trips to businesses within the activity centres, while discouraging employee and commuter car parking. Generally, off-street car parks are less utilised than on-street car parking given the availability of alternative car parking on-street along Sydney Road. As such, in many cases, off-street parking in Sydney Road provides overflow parking where on-street parking is not available.

Table A.1 shows the average on-street parking occupancies along Sydney Road (from south to north) including details of observed residential overspill attributed to commuters and / or employees' vehicles.

Table A.1: Sydney Road on Street Parking, Observed Occupancies

Street	From	To	Activity Centre Occupancy	Residential Overspill
Sydney Road, Brunswick	Park Street	Dawson Street	75%	150m
	Dawson Street	Victoria Street	90%	150m
	Victoria Street	Albion Street	90%	100m
	Albion Street	Moreland Road	75%	150m
Sydney Road, Coburg	Moreland Road	Reynard Street	50%	125m
	Reynard Street	Bell Street	50%	150m
	Bell Street	Gaffney Street	10%	100m

Source: Nearmap aerial image taken 4th May 2017

The observations show that on-street occupancies increase towards the southern end of Sydney Road, and are nearing capacity (90 per cent) between Dawson Street and Albion Street where there is high level of activity.

Enforcement

Council has implemented in-ground sensors within many of the off-street and on-street parking spaces within the Coburg AC and Brunswick AC. Information from these sensors can be viewed from an app that can help locate available parking. Local and regular visitors are aware that the technology applies throughout the activity centre. This system of enforcement encourages compliance and improves turnover of parking spaces.

Paid Parking

Figure A.5: Activity Centre active frontage



While on-street paid parking is essentially non-existent within the municipality, there are seven fee paying Council carparks at the south end of Sydney Road, where both housing and adjoining land use is at a higher density, with larger trip generators such as RMIT University and the Brunswick Baths, Barkly Square and Brunswick Town Hall, all creating additional vehicle trips and demand for parking. There are also several private paid carparks, some of which have a period of free parking for casual users, to discourage all day parking. As such, all

seven carparks are located at the southern end of Sydney Road. As is seen with paid car parking, some users will seek suitable alternatives to paying a fee, such as an alternative either on or off-street car park, within a reasonable distance. As a result, several of the paid off-street car parks are underutilised. This could be attributed to the availability of free parking nearby.

Table A.2 below shows indicative observations of overall car parking occupancy at a number of off-street car parks along Sydney Road, noting that many car parks are partially paid, or have spaces allocated to other user groups, including business permit zones.

Table A.2: Sydney Road Off-street Car Parks, Observed Occupancies

Location [1]	Occupancy	Location	Occupancy
Union Street, Brunswick (\$)	100%	Edward Street, Brunswick (\$)	90%
Breese Street, Brunswick	100%	Wilkinson Street, Brunswick (\$)	75%
Stewart Street, Brunswick	100%	Staley Street, Brunswick (\$)	75%
Dawson Street, Brunswick (\$)	90%	Black Street, Brunswick	50%
Tripovich Street, Brunswick	90%	Frith Street, Brunswick	50%
Louisa Street, Coburg	90%	Dods Street, Brunswick	50%
Waterfield Street, Coburg	90%	797 Sydney Road, Brunswick (\$)	10%
Russell Street, Coburg	90%	Little Jones Street, Brunswick (\$)	10%

[1] (\$) denotes partial or fully paid car park

Source: Nearmap aerial image taken 4th May 2017 (Between 11.00am and 1.00pm)

The observations show that the paid car parks at 797 Sydney Road and Little Jones Street are heavily underutilised. This could be due to the fact that they are overpriced. These car parks are the only two on this list which have direct access from Sydney Road, so lack of access and visibility cannot be seen as a reason for the low utilisation rates.

Furthermore, it shows that car parks at Dawson Street, Union Street, and Edward Street are underpriced as they are near capacity. While revenue generation will be high, it does not sufficiently manage the turnover or provide any travel demand management benefits.

The characteristics of other off-street carparks, in both Brunswick and Coburg show that there is insufficient demand management, which is a combination of free parking and lack of alternative modes of active transport.

Commuter Parking

The Upfield train provides a quicker, though less frequent service in comparison to the tram and is typically the preferred public transport mode for commuters. As such, parking around train stations along the Upfield Railway Line, is well used, given the availability of kerbside parking before the AM peak in most areas. Ease of access through east west collector roads into Sydney Road incentivises travel by car to the train station. There is also a likely a latent demand for parking in these areas, which is self-adjusting, with park-and-ride commuters selecting other train stations as starting points along the Upfield Line where parking can be found within a reasonable distance of the station.

Residential Overspill

Figure A.6: On-street parking – residential street



Throughout the activity centre, there is very limited availability of unrestricted off-street parking (not including fee paying car parks). As such, those seeking long term parking (e.g. employees, rail commuters and residents without off-street parking), park in adjoining residential streets. Parking in some residential streets is allocated on a 50/50 split of short term and unrestricted under the current parking management policy. Eligible residents²¹ are able to obtain permits to exempt them from the short term (usually two hour) parking restrictions. The short-term restrictions are implemented in these

areas to protect residential amenity by giving residents an advantage of finding a parking space closer to their properties, while also discouraging non-resident parking and traffic in residential streets. As opposed to other municipalities, which enable resident permit zones in residential streets, the allocation of two hour parking restrictions enables use of these parking spaces by other users on a short-term basis for accessing the activity centre, therefore making best use of a limited resource.

While overspill occurs at various levels throughout the activity centre, the observations in Table A.2 show that there is a clear overspill of parking into residential streets from visitors to the activity centre, towards the southern end of Sydney Road.

²¹ Under the current Parking Management Policy developed in 2011, residents of properties whose property was subdivided after 31 August 2011 are not eligible to obtain residential parking permits exempting them from permissive parking restrictions in their street.

Summary

Parking occupancy increases further towards the southern end of Sydney Road as residents compete for parking with rail commuters, employees and shoppers, and the ease of access by car into the centre

While most off-street parking nears capacity, several paid car parks are underutilised given the availability of suitable alternative long and short-term parking in surrounding streets. Other paid car parks are near capacity due to ineffective pricing to manage travel demand.

Sydney Road is well connected to public transport; however the availability of free parking and ease of access creates delays and reduces the throughput of public transport along an important transport corridor, potentially reducing its appeal. Given the limited space and the width of the footpaths, this space is highly valuable and any reallocation would likely lead to more pavement activity.

The current way in which retail and commercial properties operate in activity centres such as Sydney Road require the use of vehicles to handle goods. As such, some people still need to drive, and parking provides an end of trip facility for the car.

A.3.2 Brunswick East

Centre and Accessibility

Similar to Sydney Road, both Nicholson Street and Lygon Street are north-south streets and make up the remaining part of the Brunswick AC not covered by Sydney Road.

Figure A.7: Activity Centre active frontages



Figure A.8: Route 96 Tram Superstop at Nicholson Street & Blyth Street



Both streets are well serviced by trams (route 96 on Nicholson Street and route 1 and 6 on Lygon Street). In general, on-street parking restrictions and allocation are identical to Sydney Road however the characteristics of demand and travel demand are different given the more local 'village' feel in these activity centres. Brunswick East is currently in the midst of a construction boom which has seen many large mixed-use developments with high density housing currently planned or under construction in existing industrial and commercial areas.

Parking Management Approach

Both Nicholson Street and Lygon Street have almost no off-street parking, and as such, parking in adjoining residential streets is much more congested than is seen in Sydney Road. Paid parking is not present in either street however short-term parking restrictions apply on street, with in-ground sensors, to increase compliance and turnover of parking spaces.

Most residential streets near Lygon Street have had residential parking restrictions applied, and parking in the short-term areas experience high demand as do the unrestricted areas. This is largely due to the high occupancy of on-street resources on the main roads and people seeking alternative parking near their destination. It also shows that people are unlikely to change their destination based on the supply / demand for parking.

Table A.3 shows the typical occupancies observed throughout the activity centres in segments broken up by major east-west roads, including details of observed overspill of parking into adjoining residential streets.

Figure A.9: Parking on Lygon Street



Table A.3: Brunswick East Activity Centre Parking, Observed Occupancies

Street	From	To	Activity Centre Occupancy	Residential Overspill
Lygon Street, Brunswick East	Park Street	Glenlyon Road	75%	250m
	Glenlyon Road	Blyth Street	50%	250m
	Blyth Street	Albion Street	50%	200m
	Albion Street	Moreland Road	25%	150m
Nicholson Street, Brunswick East	Brunswick Road	Glenlyon Road	10%	150m
	Glenlyon Road	Blyth Street	25%	50m
	Blyth Street	Albion Street	25%	50m

Source: Nearmap aerial image taken 4th May 2017 (Between 11.00am and 1.00pm)

The observations show that on-street parking occupancies fluctuate, averaging at midday around 25 per cent for Nicholson Street, and 50 per cent in Lygon Street. The exception being the dining precinct at the south of Lygon Street (75 per cent). However, it is acknowledged that demand for parking may increase during the evening period due to the nature of the adjacent land use e.g. dining. Given the level of change currently being experienced in these areas with regards to housing and mixed-use developments, there is potential for future demands for short term parking to be catered for.

Construction Parking

An important consideration in determining the characteristics of kerbside parking in this activity centre is the nature of parking demand associated with construction works. Each construction site can accommodate up to 50-100 people on any given day. Workers often travel from outside of the municipality and due to the nature of nature and variety of locations of their work, tend to drive rather than use public transport. However, construction works being undertaken in the city cannot accommodate workers vehicles. Change is possible depending on the management and allocation of parking in these areas.

Commuter Parking

Figure A.10: Trade Vehicles parked near Activity Centre



largely attributable to its accessibility to public transport, including frequent and direct public transport links in the east-west direction towards Sydney Road.

Residential Overspill

Figure A.11: Parking along O'Connor Street



Figure A.12: Parking along Piera Street



Another characteristic of parking in residential streets in Brunswick East is the older style of housing development which provides rear access to properties which is typically not utilised given the size and condition of laneways (ROW) in Brunswick. As such, parking on street can generally be attributed to resident vehicles, with overspill from the activity centre road frontages pushing parking occupancy in residential streets to capacity. Brunswick East also has a higher perception of group households (e.g. sharehouses) compared to the Moreland average which may contribute to a higher number of resident cars parked on-street.

Over the whole of Brunswick East, it was observed that parking overspill into residential streets ranged from 50-150m in Lygon Street and 150m-250m in Nicholson Street. This suggests that parking within residential streets in Brunswick East is near capacity, and that short-term on-street parking restrictions in these streets are well utilised, most likely by residential permit holders.

Summary

Occupancy of short term parking on-street is low in both Nicholson Street and Lygon Street, suggesting that most people travel to the activity centres by active transport modes.

The low occupancy of on-street parking and lack of medium term off-street parking suggests that parking could be better managed to increase utilisation of on-street parking.

Occupancy and overspill of parking into residential streets is high and can be attributed to the availability of long-term on-street carparking and the lack of utilisation of private off-street parking facilities.

A.3.3 Glenroy AC

Centre and Accessibility

Unlike activity centres in Coburg and Brunswick, access by car to Glenroy AC is heavily relied upon due to its geographical location, as many activity centres in the northern suburbs of the municipality. The ease of access by car into the centre from short distances along with the availability of secure and free off-street parking are major factors in determining the characteristics of transport and parking in this centre.

The train station which is on the Craigieburn railway line is a commuter use station rather than a way of accessing the activity centre itself, given the location of other larger activity centres along the same line including the Melbourne CBD, Moonee Ponds and Broadmeadows which provide a larger and more diverse range of anchor retail stores. The commuter carpark at the railway station is highly utilised however there is only minimal spill over of parking into residential streets given its location central to the activity centre.

The town centre layout allows for multi-purpose trips however access by car to the activity centre is appealing due to the good operation of both the arterial and local road network in the northern suburbs, as well as the availability of short and long-term parking within the activity centre. While there is currently minimal housing within the activity centre itself, mixed use redevelopment of existing commercial properties is expected in future which will increase the population within the activity centre.

Figure A.13: Intersection of Glenroy Road and Pascoe Vale Road



Parking Management Approach

Figure A.14: Pascoe Vale Road active frontage



Figure A.15: Wheatsheaf Road active frontage



On street parking is not permitted on parts of Pascoe Vale Road to allow for two through lanes of traffic on both approaches and within the activity centre. Parking in Glenroy AC is adequately served by several large at-grade off-street carparks. Some on street parking is available on Wheatsheaf Road and along active frontages in adjoining streets to Pascoe Vale Road.

Parking restrictions vary across the centre, with a mix of both short and long-term restrictions supplying different user groups depending on the adjacent land use.

Table A.4 shows the typical occupancies observed throughout the activity centres along each key road, including details of observed overspill of parking into adjoining residential streets.

Table A.4: Glenroy Activity Centre on Street Parking, Observed Occupancies

Street	From	To	Activity Centre Occupancy	Residential Overspill
Wheatsheaf Road	Glenroy Road	Blucher Street	90%	100m
Dowd Place	Glenroy Road	End	90%	N/A
Waterloo Road	Glenroy Road	Blucher Street	25%	N/A
Station Street	Glenroy Road	Barwon Street	75%	N/A
Pascoe Vale Road	Glenroy Road	Finchley Avenue	50%	N/A
Glenroy Road	Pascoe Vale Road	Plumpton Avenue	75%	20m

Source: Nearmap aerial image taken 4th May 2017

The above table indicates that short-term and long-term on-street parking is well utilised, at around 75 per cent, within the centre and there is little impact on surrounding residential areas, except for Wheatsheaf Road, which can be attributed to employee vehicles.

Commuter Parking

Figure A.16: Glenroy station car park



Figure A.17: Dowd Place commuter overspill car park



A large off-street carpark for rail commuters is provided at the train station with additional unrestricted carparking provided for on-street in Dowd Place. While there is a bus interchange at the train station, it appears most people using the train service are also utilising the park-and-ride carparks given the ease of access and accessibility to unrestricted parking.

Another characteristic of the activity centre is that a lot of employee parking is catered for at-grade within the property, or in one of the business permit zones, also contributing to lower overspill rates in residential streets as explained below.

Table A.5 shows the parking occupancies observed in each of the major off-street carparks within the activity centre.

Table A.5: Glenroy Activity Centre Off-street Car Parks, Observed Occupancies

Off Street Car Park		Occupancy
From	To	
Gladstone Parade	Lytton Street	75%
Belair Avenue	Finchley Avenue	50%
Morgan Court	Dowd Place	90%
Glenroy Station	Glenroy Station	100%
Waterloo Road	Blucher Street	90%

Source: Nearmap aerial image taken 4th May 2017

Table A.5 indicates that the parking was at or near capacity (90 to 100 per cent occupancy) within the commuter carparks. It also shows that other short and medium-term carparks were well utilised, noting that observations in Table A.5 showed that there was minimal overspill. As such, there is potentially an oversupply of parking within the activity centre.

Residential Overspill

As mentioned above, spill over of vehicles from the activity centre into surrounding residential areas is minimal. Where spill over is occurring, vehicles are generally not competing with resident's vehicles given the majority of existing properties in Glenroy have adequate off-street parking, as opposed to the historic rear access type developments seen in the south of the municipality. As such, the extent of overspill is reduced and confined to distances to which drivers are prepared to walk. While there are several streets with residential parking restrictions, they are limited in number and extent, which shows that overspill parking has not been a major concern over the years.

Summary

Long-term off-street parking is highly utilised by commuters and employees and there is adequate amount for current demand levels as observations show that there is no major overspill into residential areas.

Future mixed-use developments will increase the demand for parking, pushing the existing resources to capacity and the transition to active transport modes, especially within the northern suburbs must be managed to ensure the impacts are minimised during the mode shift

While the activity centre is located around a train station, the ease of access by car and amount of parking available encourages short car trips.

A.4 Neighbourhood Centres

A.4.1 Overview

As opposed to locations identified in Activity Centres, activity centres identified as Neighbourhood Centres are much smaller and generally located away from arterial roads, making it easier for access by short vehicle trips. Given the spacing and location of most neighbourhood and activity centres within the municipality, it could be expected that some if not most of the vehicle trips into the activity centres could be supplemented by other modes of transport.

Of the activity centres in this category, those towards the south of the municipality are experiencing much higher growth in terms of mixed use development and population growth than those in the north given the lack of appetite for high density development in the north. However, this is acknowledged to change as upward pressure continues to be placed on property prices in the northern suburbs of the municipality.

As per Brunswick and Coburg activity centres, both on-street and off-street controls as managed similarly from a restriction and allocation perspective where demand is high, provide a consistent approach for parking management across the municipality. On-street spaces are generally short-term to encourage turnover while discouraging employee and public transport commuter parking, enabling access to businesses by customers.

More commonly seen in these activity centres is congestion created both within the activity centre and in adjoining residential streets by park-and-ride commuters where inadequate supply is provided for within rail commuter car parks. This is seen mostly in Melville Road, along the route 58 tram and at Oak Park and Pascoe Vale Stations along the Craigieburn Railway Line.

Table A.6 shown below outlines the parking occupancies²² for each of the Neighbourhood Centres. Further descriptions of each activity centre from a parking and travel demand management perspective are also provided in the following sections.

²² Parking occupancies were recorded using observations of Nearmap aerial imagery based on a spot count of parked vehicles along the active frontages within the activity centre and do not account for overspill parking within residential streets. Spot count observations were undertaken on images taken between 11am-2pm during a standard weekday, not within school or vacation periods to ensure accuracy.

Table A.6: Neighbourhood Centres, Parking Characteristics

ID	Activity Centre	Parking Occupancy
4	Grantham / Union Streets, Brunswick	50%
5	Melville Road / Albion Street / Victoria Street, Brunswick West	50%
6	Nicholson Street / Holmes Street/ Moreland Road, Coburg / Brunswick	75%
7	Bell Street / Melville Road, Pascoe Vale South	50%
8	Gaffney Street / Pascoe Vale Station, Pascoe Vale	90%
9	Gaffney / Sussex Streets, Coburg North	75%
10	Elizabeth Street, Coburg North	90%
11	West Street, Hadfield	90%
12	Bonwick Street, Fawkner	90%
13	Snell Grove, Oak Park	75%
14	Merlynston Station, Merlynston	90%
15	Moreland / Melville Roads, West Brunswick	50%

Source: Nearmap aerial image taken 4th May 2017

A.4.2 Grantham / Union Streets, Brunswick

Centre and Accessibility

The activity centre located at Union Street along Grantham Street incorporates a small strip shopping centre, as well as a medium size off-street shopping centre. The route 58 tram runs along Grantham Street and a tram stop is located within the activity centre.

Parking Characteristics

The shopping centre has an off-street carpark with medium term restrictions, supporting multi-purpose trips to the activity centre. However observations shown in Table A.6 indicate that the carpark including on-street short-term parking had an average occupancy of 50 per cent. Parking on-street is limited however it is short-term to encourage turnover and discourage tram commuter parking within the centre.

Spill over of parking associated with park-and-ride commuters is observed to be 200-300m however this is compounded by residents parking on street who do not have off-street parking accessible from street frontages, which is seen in many of the Neighbourhood Centres in the south of the municipality. Included in the spill over is parking along Grantham Street in front of residential properties, which is unrestricted.

Figure A.18: Grantham Street active frontages



A.4.3 Melville Road / Albion Street / Victoria Street, Brunswick West

Centre and Accessibility

For the purposes of determining the parking and transport characteristics of the individual activity centres in the neighbourhood category, the three neighbourhood activity centres along Melville Road at Hope Street, Victoria Street and Albion Street are considered as one due to their proximity to each other. All are served by the route 58 tram, connecting Pascoe Vale and Brunswick to the city via Dawson Street and Grantham Street. Both Victoria Street and Albion Street are Council collector roads, which provide crossings over the Moonee Ponds Creek and continue through to Brunswick East.

Figure A.19: Activity Centre active frontage



Each of the three activity centres have small specialty retail offerings however multi-purpose trips are not supported due to their distance from each other. There is currently limited medium and high-density housing located across the three centres however the presence of commercial premises on larger blocks provides the opportunity for future development within this centre.

Parking Characteristics

Short term parking is provided along the active retail frontages within the centre to improve turnover and discourage park-and-ride commuters. Most businesses have off-street parking available for employees and as such, there is an element of spill over parking from tram commuters in residential streets.

Figure A.20: Activity Centre active frontage



To manage the impact of commuter parking in residential streets, some streets have residential parking restrictions to reduce the impact on residents and improve access to on-street parking for residents near their properties. While many properties have off-street parking, this area sees the beginning of older style developments where some do not have vehicle access from the street frontage, rather from laneways at the rear of properties. Parking from the ROW is generally underutilised given the condition and size of laneways, as well as the availability of convenient parking on-street. Narrower streets such as Albion Street and Hope Street also have sections of No Stopping restrictions to improve traffic flow.

From a traffic flow and capacity perspective, Melville Road operates better than other north south arterial / collector roads such as Sydney Road and Lygon Street given the ability for vehicles to pass trams in the wider section north of Moreland Road, and because it doesn't offer a direct path to the CBD. As such, access via Melville Road is quite efficient however access from adjoining collector roads can at times become congested due to the narrow nature of these roads as well as Melville Road having signal priority given to trams. Overall, the activity centres are easily accessible, and this does not discourage short distance car trips.

Observations as described in Table A.6, show that the parking across the three activity centres indicated an average occupancy of 50 per cent. This is largely due to the short-term nature of office and retail visits along Melville Road. As such, there is no overspill which can be attributed to the business use, apart from employee parking which cannot be accommodated on site. Several automotive repair and maintenance businesses also reside in the area, which in inner city Melbourne often result in cars waiting to be repaired being located on street however this is occurring away from the main activity centre retail and office frontages.

A.4.4 Nicholson Street / Holmes Street / Moreland Road, Coburg / Brunswick Centre and Accessibility

The activity centre at the intersection of Moreland Road and Nicholson Street is located several hundred metres north of the Lygon Street section of the Brunswick AC which finishes at Albion Street. As such, many of the characteristics are similar, however there is a lapse in continuous commercial and high-density land uses between the two activity centres and are therefore considered differently for the purposes of this assessment of the parking characteristics.

The activity centre still has a large amount of semi-industrial and bulky good retail land uses which provide opportunity for future large high-density housing developments. There is also a number of retail and commercial businesses which provide for mostly single purpose trips to the centre. A small supermarket within a newly constructed mixed-use development, does not have off-street parking however is supported by current and future high density living which will be situated in the activity centre.

The activity centre is serviced by both the route 1 and 6 trams which connect the city from Bell Street and Sydney Road respectively, giving good access travelling to and from the activity centre from the surrounding areas by public transport.

Being situated at the intersection of two arterial roads which are both public transport routes, the intersection and surrounding road network is heavily congested. Moreland Road also provides a crossing of the Merri Creek from Thornbury.

Parking Characteristics

Given its proximity to the South Morang line, commuter parking is not a major issue, given parking occupancy is already high in the area due to employees from the industrial businesses. While there is no off-street car park, which is consistent with activity centres in Brunswick East, there is limited on-street parking available. Observations shown in Table A.6 indicate that parking occupancy within the activity centre is approximately 75 per cent. There is no noticeable overspill into the surrounding residential streets however parking occupancy is generally high in these streets due small land parcels and rear access issues which have been previously addressed.

Figure A.21: Moreland Road frontage facing west



A.4.5 Bell Street / Melville Road, Pascoe Vale South

Figure A.22: IGA off street car park



Figure A.23: Melville Road active frontage, facing west



Centre and Accessibility

The activity centre is located at the terminus of the route 58 tram which connects Melville Road and the city via Dawson Street and Grantham Street. As the centre is located centrally between Craigieburn and Upfield railway lines, the tram route is 58 well utilised. There is limited new development, however as per all Neighbourhood centres increased mixed use and high density living developments are encourage within the activity centre.

Parking Characteristics

Parking is not permitted on Bell Street during daytime hours, however there is some short-term parking provided along Melville Road. There is also an off-street carpark which has both short-term and staff allocated parking spaces managed by the supermarket at the rear. Observations within the activity centre taken from Table A.6 indicated that that parking occupancy in the activity centre including the off-street car park is approximately 50 per cent.

Most surrounding residential streets have short term parking restriction on one side of the road (usually 2-hour) to protect the amenity of residents by discouraging tram commuters and employees. This has likely come about due to the fact there is a level of parking overspill into surrounding residential areas, from both the activity centre retail customers and tram commuters. The location of the tram terminus being in the centre of the activity centre, and given the ease of access by car, results in a high number of park-and-ride commuters, and this is consistently seen down Melville Road, in residential streets between Moreland Road and Bell Street. The provision of 2-hour restrictions still allow visitors to the centre to park for a limited time, ensuring turnover and availability of parking spaces for residents and their visitors. However, given the nature of development in this area, which is similar to most development north of Moreland Road, properties all have access to adequate off-street parking.

A.4.6 Gaffney Street / Pascoe Vale Station, Pascoe Vale

Centre and Accessibility

Similar to Oak Park Station activity centre and Snell Grove, the Pascoe Vale Station activity centre is located at a railway station along the Craigieburn railway line. The activity centre operates similarly from a parking and transport perspective, however unlike Oak Park Station, it is located on an arterial road (Gaffney Street) creating higher visibility, and has several anchor retail and entertainment business being a supermarket and a hotel / pub.

This area of Pascoe Vale has relatively large blocks, supporting medium density housing developments. In addition to the anchor businesses, there is a mix of specialty retail and commercial / industrial uses, which support multi-purpose trips into the centre.

A large area in the Pascoe Vale Station activity centre has also been designated as a Neighbourhood Centre. This will result in a change to the current conditions with employment and possibly residential development occurring in the area.

Parking Characteristics

Again, similar to Oak Park Station, there is no formal off-street rail commuter parking however parking is provided along the rail corridor and observations indicate that parking is fully occupied for approximately 250-300m from the railway station platforms including in adjoining residential streets. Not all surrounding residential streets have parking restrictions however many of the block sizes here are very large and hence have adequate off-street car parking to accommodate multiple vehicles. Furthermore, the nature of commuter parking is during the day usually between 8am and 6pm, and working residents who commute by car can expect to locate a parking space when they return from work in centres such as Oak Park and Pascoe Vale.

Parking restrictions on-street along the active frontages of the centre are short term to encourage turnover and discourage commuter parking, and observations shown in Table A.6, indicate that occupancy of these spaces is around 90 per cent however noting that there is only limited supply of on-street parking, with no separate off-street facility within the activity centre to service facilities such as the supermarket.

Figure A.24: Pascoe Vale Station Activity Centre



A.4.7 Gaffney / Sussex Streets, Coburg North

Centre and Accessibility

The Gaffney / Sussex Street Activity Centre consists of a shopping plaza containing a Coles shopping centre and other assorted small-scale retail. It has a large parking lot to service the supermarket accessible via both Gaffney Street and Sussex Street. The south-west corner of the activity centre is occupied by a skewed roundabout.

Development is occurring adjacent to the site on Sussex street in a residential growth zone. This predominantly consists of residential subdivisions of the larger scale lots that are present

Parking Characteristics

Parking in the activity centre is predominantly taken up by the off-street car park servicing the retail shopping. This car park is approximately 8,500 sqm and has a three hour parking restriction.

On street parking is unrestricted in the surrounding area around the activity centre, however due to the abundance of car parking present, and the three hour restrictions enforced it is not expected that parking will overflow into the surrounding residential streets.

A.4.8 Elizabeth Street, Coburg North

Centre and Accessibility

Similar to the Gaffney / Sussex Street activity centre, the Elizabeth street activity centre predominantly consists of an off-street carpark servicing a major supermarket, with minor retail located nearby. This activity centre is enclosed by Elizabeth Street, Snapshot Drive and Focus Drive.

The activity centre is located in the Coburg Hill development area. The development area is currently completed, with many medium density lots constructed as a part of the subdivision.

Parking Characteristics

The car park for this activity centre is split into an off-street car park accessible via Elizabeth Street and Focus Drive, with further parking located down a ramp to a basement.

On-street car parking around the activity centre is generally unrestricted, and it appears that spill over into the surrounding streets is occurring. In its current format, this spill over does appear to be minor, predominantly occurring on the frontages of the shopping area.

A minor supply of strip shopping is present on the eastern side of Elizabeth Street. Frontage on-street car parking is restricted and appears to be well utilised.

A.4.9 West Street, Hadfield

Centre and Accessibility

The West Street activity centre consists of strip shopping tenancies along West Street, accessible via a service road along its frontage. The service road is accessible via a number of points and travels in the southern direction.

A Woolworths shopping centre is present to the north of the site with a dedicated off-street car park. This is accessible via Geum Street.

The areas surrounding the commercial precinct are zoned for residential growth. Whilst a number of properties have been subdivided in the area, this growth is yet to significantly impact the surrounding residents.

Parking Characteristics

As stated above, the majority of the car parking facilities for the site are accessed via a one-way service road along the frontage of the strip shops. These car parking spaces are generally time restricted to two hours. A large, off-street carpark also exists to the north of the activity centre, primarily servicing the Woolworths. This car park has 1.5 hour parking restrictions which are enforced by Council under a parking agreement.

Parking restrictions exist in the surrounding residential streets, preventing long stay car parking. This is likely to protect the amenity of the residents, as the parking along the shop frontages is limited. Table A.6 indicates that the parking area is nearing its capacity and the residential restrictions have been put in place to control the retail car parking that the activity centre is attracting.

A.4.10 Bonwick Street, Fawkner

Centre and Accessibility

The Bonwick Street activity centre is primarily grouped around the intersection of Jukes Road and Bonwick Street in Fawkner. It is a short walk from Gowrie Station on the Craigieburn line. The surrounding residential areas of the activity centre are located in a residential growth zone, and some subdivision has accordingly occurred, however this is yet to significantly impact the area.

Parking Characteristics

The Bonwick Street activity centre has a variety of parking types. The main commercial frontage of the site is occupied by angled on-street car parking. The parking along these frontages is time restricted and heavily utilised.

Other off-street parking areas exist on the east and west of the centre which are not time restricted. These car parks are accessible via Jukes Road, McDougall Street and Co-Op Lane. Despite the high occupancy of the activity centre indicated in Table A.6, there are little on-street car parking restrictions enforced on the surrounding residential streets. Inspections of this area indicate that while the car parking in the activity centre itself is highly utilised, it has yet to spill over into the residential streets. Residential parking to the west of the site, between the centre and Gowrie Station is also generally at a low occupancy, indicating that commuter car parking is unlikely to be impacting the activity centre.

A.4.11 Snell Grove, Oak Park

Centre and Accessibility

Snell Grove is a small strip shopping centre situated at the Oak Park railway station located on the Craigieburn railway line. The centre provides a mix of office, specialty retail and dining uses which support multi-purpose trips into the activity centre, despite the lack of an anchor store such as a supermarket.

Parking Characteristics

Angled parking is provided within the activity centre which has short term parking restrictions to increase turnover, however due to the range of retail offerings, occupancy is high. Observations from Table A.6 indicate that the parking occupancy is around 75 per cent.

Oak Park Station does not have any formal park-and-ride facilities and unrestricted parking along Waterloo Road is usually at capacity, with vehicle parking up to 300-400m away, including in adjoining streets. A small commuter car park also exists along Station Street. As per other examples of activity centres located at railway stations, parking by rail commuters also expands into residential streets. These streets have residential parking restrictions, allowing rail commuters to park on one side of the road, while the other side is available during the day for eligible permit holders and their guests. This is occurring to the east and west of Oak Park Station, with commuter vehicles parking along Waterloo Road and Station Street, along with the surrounding adjoining street network.

Parking along the restricted side of residential streets is generally unoccupied however given the large block sizes and access to off-street parking, residents do not park on the street in front of their properties.

Given the location of other railway stations nearby (Glenroy and Pascoe Vale) and the adjacent Upfield line, trips made by commuters by cars are likely from the local area within 1-1.5km away. Given the availability of unrestricted parking and no requirement to travel long distances on the arterial road network, there is no disincentive for commuters to drive short distances to the railway station.

Figure A.25: Snell Grove Shopping Centre



A.4.12 Merlynston Station, Merlynston

Centre and Accessibility

Merlynston Station is a small strip shop with a recently constructed medical centre, and is located near the railway station situated along the Upfield railway line. The station and activity centre are also located within a short distance of commercial and industrial land uses along Sydney Road, providing good public transport access to employees.

Parking Characteristics

There is only a small number of short-term spaces located along the frontage of the strip shops and observations indicated that the occupancy of parking was 90 per cents. Spill over from park-and-ride commuters was observed to be 200-300m despite the provision of an off-street carpark at the railway station which is located adjacent to the rail corridor. As previously identified, many of these trips are made by locals travelling short distances, due to the convenience of locating long-term parking within the vicinity of the railway station, and the satisfactory operation of the road network.

A characteristic worth noting in this activity centre is the poor connectivity for cars in the east-west direction, with motorists required to use the Boundary Road level crossing to access the carpark on the east side of the rail tracks if coming from the west side, which has the majority of the population.

Figure A.26: Merlynston Station Activity Centre



A.4.13 Moreland / Melville Roads, West Brunswick

Figure A.27: Activity Centre active frontage



Centre and Accessibility

Both Moreland Road and Melville Road are part of the arterial road network and Moreland Road provides access to Citylink approx. 1km to the west of Melville Road. As such, the area is very highly trafficable both before and after the peaks and during the day. Due to limited existing disused commercial properties and large block sizes, there has been an increase in high and medium density mixed use development recently. The activity centre is serviced by the route 58 tram which has tram stops at the intersection.

Parking Characteristics

As opposed to further north on Melville Road, there are less park-and-ride commuters parked in residential streets surrounding the activity centre. Parking on-street is short term and observations shown in Table A.6, show that parking occupancy is around 50 per cent. Of the retail and commercial businesses located at this activity centre, there is no anchor store such as a supermarket, and while the centre provides opportunity for multi-purpose trips, the nature of the most trips would be short term, and as such, parking turnover is very high.

Summary

Neighbourhood Centres are well served by public transport and observations of parking around activity centres by park-and-ride commuters, suggesting that many travel short distances by car due to the abundance of available long-term parking and location of other public transport nodes.

Residential parking restrictions apply to many adjoining streets, as residents perceive the ownership of the parking resources in their street, despite in many locations, adequate off-street parking supply.

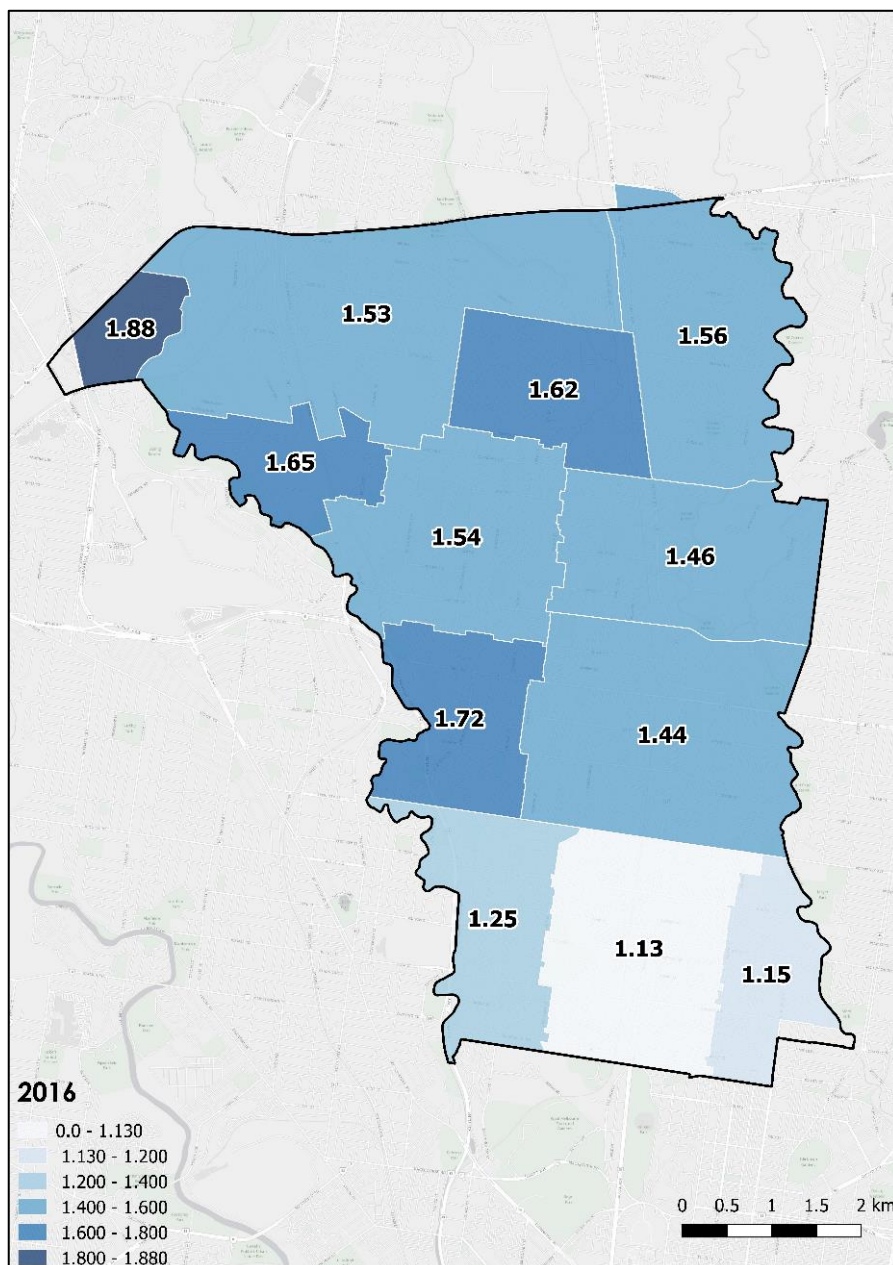
Most of the activity centres in this category do not support long term multi-purpose trips, as such, turnover is generally high in on-street parking around the immediate area, reducing the amount of overspill attributable to visitors.

A.5 Car Ownership Characteristics

The City of Moreland contains a highly variable level of car ownership. Figure A.28 presents the car ownership rates for Moreland, as indicated in the 2016 Census. It displays the lower level of car ownership in the densifying inner-city suburbs of Moreland's south in contrast to the noticeably higher levels of car ownership to the north.

As discussed above, the southern suburbs (such as Brunswick, Brunswick East and Brunswick West) have the most available access to public transport and are experiencing a transition to higher density living. This has resulted in a lesser reliance on car ownership. This is distinctly different to what is experienced further to the north. As the tram network dissipates, and distance to the Melbourne CBD increases, a higher car ownership is experienced.

Figure A.28: ABS Car Ownership - 2016



A.6 Travel Characteristics

The 2016 Census also provides valuable data on the journey to work habits of Moreland's residents. Figure A.29 similarly displays the contrast in private car use as above, when comparing the northern and southern suburbs. The suburbs of Brunswick, Brunswick East, Brunswick West and Coburg can all be seen to have less than 60 per cent of their population travelling via a private vehicle every day. This is clearly in distinction to the northern suburbs, where a rate of approximately 70 per cent and above is observed.

Due to the similarities between Figure A.28 and Figure A.29, it could be concluded that a lower rate in car ownership will result in less people travelling to work via private motor car. To further emphasise this point, Figure A.30 shows car ownership and journeys to work by car.

Figure A.29: ABS Journey to Work – Mode Split by Car (by Moreland residents) – 2016

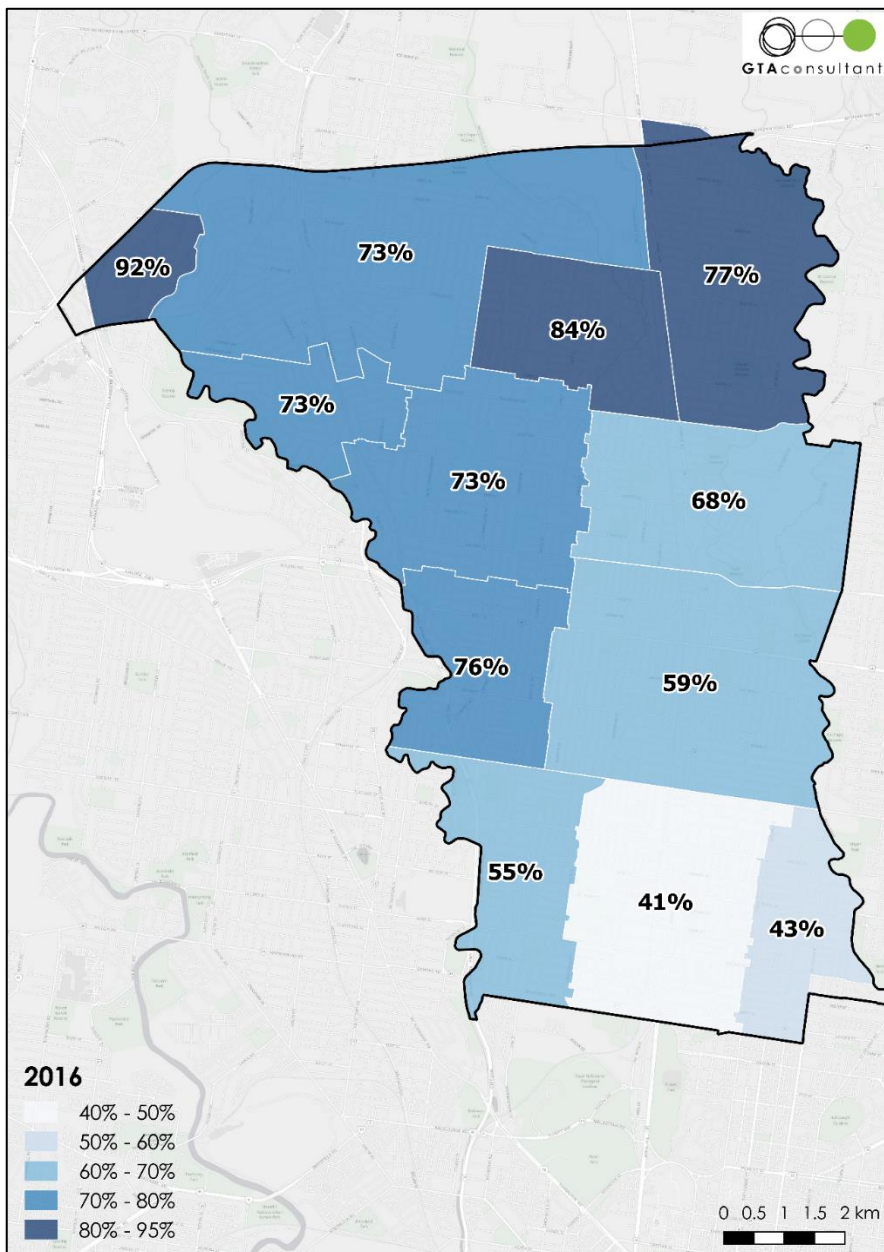
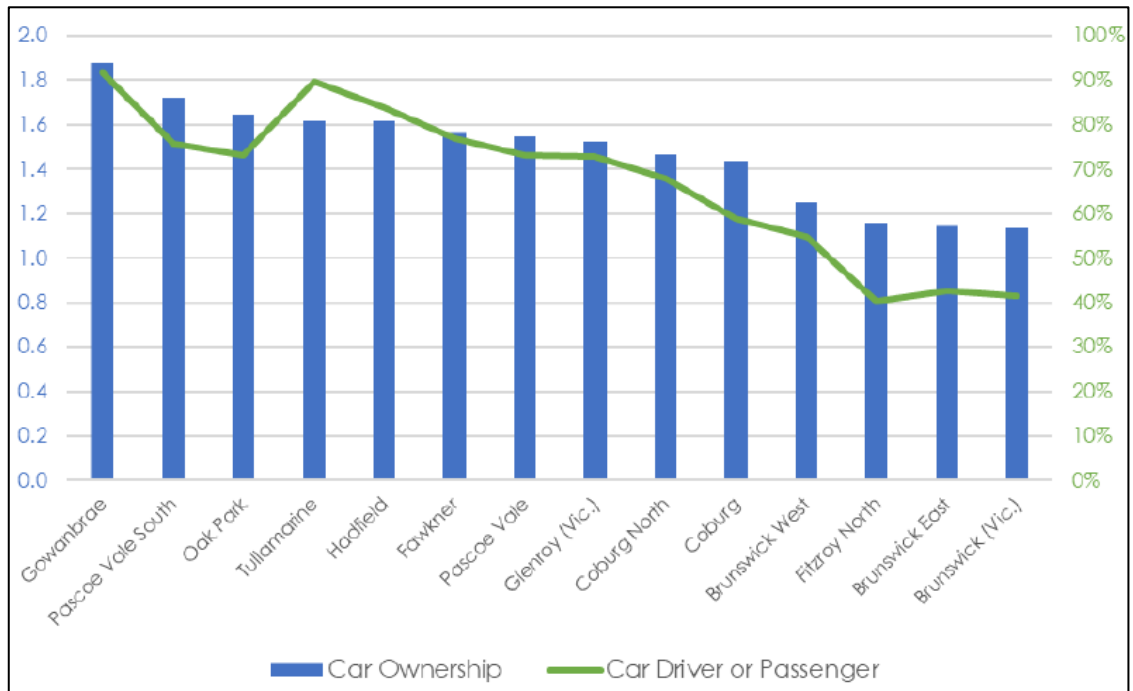


Figure A.30: Car Ownership and Journey to Work (Car Mode Share) - 2016



Note: Only small parts of Tullamarine and Fitzroy North are in Moreland and suburb averages may not be representative of Moreland sections.

Appendix B

Parking Rate Approaches

This Appendix reviews the existing planning scheme in relation to car parking and provides a summary of car parking approaches adopted by surrounding municipalities.

B.1 Existing Policy

Clause 45.09 of the Moreland Planning Scheme applies parking overlays to land uses in the Mixed-Use Zone, Residential Growth Zone, Commercial 1 Zone, Commercial 2 Zone and Activity Centre Zone within the City of Moreland. This overlay applies the Column B parking rates outlined in Clause 52.06 of the Moreland Planning Scheme.

Column B parking rates outline a lesser requirement than the standard rates shown in Column A. The rates that are outlined in Column A are the standard which is applied to the whole municipality.

The Column B rates could be considered to typically reflect 'Activity Centre' type rates, which begin to account for the sharing of car parking between multiple uses during the peak (weekday, midday) time of the activity centre. An example of the difference between Column A and Column B rates are that a residential development (such as the construction of a set of apartments) must provide a space for visitors to park in for every 5 dwellings under the Column A rates. This is not required under Column B.

The car parking rates for both Column A and B are listed within the state-wide Clauses of the Victorian Planning Provisions.

While these Column B rates are more appropriate to be applied to activity centres, they are not tailored to the individual transport availability and land use characteristics of each specific Activity Centre. There are many Activity Centres throughout Melbourne that have these rates applied to them, such as in Hawthorn, Kew, Footscray and Heidelberg.

They do not reflect the specific transport availability in the area, such as the amount of public transport, quality of active travel facilities, amount of existing parking etc.

It should be noted that there are many circumstances in which the rates advised under the planning scheme are not applied. Each development is assessed individually, and if it is deemed appropriate to apply a lesser rate, then Council will approve them. Some developments are being approved throughout Melbourne with close to no parking provided on site, if it is deemed to be appropriate and acceptable outcome.

In a diverse municipality such as Moreland, with accessibility levels varying across activity centres more specific consideration of the applied car parking rates is required, particularly if these are to inform and achieve the mode shift aims of the Moreland Integrated Transport Strategy.

B.2 Car Parking Benchmarking

B.2.1 Parking Overlays

As a means to inform how parking associated with new development within Moreland could be managed, it is relevant to observe approaches adopted by other similar municipalities within Metropolitan Melbourne.

This provides some guidance on the appetite of other similar areas to use parking as a tool to seek mode shift and influence overall transport outcomes.

However, by no means does this limit the approach that could be adopted by Moreland in managing car parking and potentially may point to the need for other municipalities to further

review parking management approaches to ensure that parking is an integrated component of the transport systems rather than driving many of our end transport outcomes due to its rigid minimum provision requirements.

In this regard the surrounding and similar inner Melbourne municipalities and the extent to which specific formal statutory parking management approaches have been adopted are as follows:

- Darebin: No adopted parking overlay
- Moonee Valley: No adopted parking overlay
- Maribyrnong:
 - Footscray – Inner (2015)
 - Footscray – Outer (2015)
- Yarra:
 - Collingwood Arts Precinct (2017)
- Stonnington: No adopted parking overlay
- Boroondara:
 - Activity Centres (2013)
- Banyule
 - Greensborough (2013)
 - Heidelberg Precinct Core (2017)
 - Bell St & Heidelberg West Core (2017)
- Port Phillip
 - CCZ Fishermans Bend (2012)

The City of Melbourne was not chosen for this assessment, as it has unique characteristics due to it being the central city; and has therefore applied unique and strict car parking rates. It would not be a useful comparison point for this assessment.

To further elaborate on those locations where Parking Overlays have been incorporated within Clause 45.09 of the Planning Scheme the following Parking Overlay approaches and content summary have been reproduced as follows:

- Footscray – Inner (2015)
 - Maximum Rates Specific Uses
 - Minimum Rates Specific Uses
 - Other Uses Column B
 - Decision Guidelines
 - Motorcycle Rates
- Footscray – Outer (2015)
 - Maximum Rates Specific Uses
 - Minimum Rates Specific Uses
 - Other Uses Column B
 - Decision Guidelines
 - Motorcycle Rates
- Collingwood Arts Precinct (2017)
 - Minimum Rates Specific Uses
 - Other Uses Column B

- Activity Centres (2013)
 - Minimum Rates Specific Uses
 - Other Uses Column B
- Greensborough (2013)
 - Minimum Rates Specific Uses
 - Other Uses Column B
 - Decision Guidelines (*Car Park Management Plan)
- Heidelberg Precinct Core (2017)
 - Cash-in-lieu
 - Minimum Rates Specific Uses
 - Other Uses Column B
 - Decision Guidelines (*Green Travel Plan)
 - Motorcycle Rates
- Bell Street & Heidelberg West Core (2017)
 - Minimum Rates Specific Uses
 - Other Uses Column B
 - Decision Guidelines (*Green Travel Plans)
 - Motorcycle Rates
- CCZ Fishermans Bend (2012)
 - Maximum Rates Specific Uses
 - Decision Guidelines
 - Motorcycle Rates

From this review a number of specific observations can be drawn.

- Of the nominated neighbouring Municipalities to Moreland, five features in Scheme Car Parking Overlays. This includes Banyule, Maribyrnong, Boroondara, Yarra and Port Phillip.
- From these Municipalities there a total of eight Car Parking Overlays, including three within Banyule, two within Maribyrnong and one each within Boroondara, Yarra and Port Phillip.
- The Car Parking Overlays were introduced into their respective Planning Schemes between the years of 2012 to 2017.
- Only one Car Parking Overlay for the 'Heidelberg Precinct Core' features a Financial Contribution Requirement (Cash-In-Lieu – noting this excludes residential dwellings).
- Only three Car Parking Overlays (Footscray-Inner, Footscray-Outer and Fishermans Bend) feature maximum car parking rates for specified land uses, and permit is required to provide more than the maximum number of car spaces required by the rates.
- A total of seven Car Parking Overlays (including Footscray-Inner and Footscray-Outer which feature a rate range), provide car parking rate minimums for specific land uses, and a permit is required to reduce (including reduce to zero) the minimum number of car spaces required by the rates. It is noted that some further restrictions do apply within particular Car Parking Overlays.
- With the exception of 'Fishermans Bend', all other Car Parking Overlays provide Column B car parking rates for unspecified land uses.

- Decision Guidelines are provided within all identified Car Parking Overlays with the exception of 'Collingwood Arts Precinct (Yarra)' and 'Activity Centres (Boroondara)'. It is noted that all Car Parking Overlays within Banyule require either a Car Parking Management Plan (for where parking is provided elsewhere than on the site) or the preparation of a Green Travel Plan.
- All Car Parking Overlays provide guidance regarding minimum motorcycle parking rate requirements.
- Advice provided by Councils indicates that due to a number of the Car Parking Overlays being relatively new, it is difficult at this stage to judge their effectiveness.
- In addition to the above, many of the nominated neighbouring Municipalities feature out-of-Scheme Car Parking Management Strategies. These generally seek a reduction in the use of private motor vehicles and promote travel by sustainable transport modes.

B.2.2 Other Approaches

As part of this car parking benchmarking review, other key sources have been considered.

The RTANSW 'Guide to Traffic Generating Developments' (2002) provides a range of car parking rates for various land uses based on surveys and research. These rates are typically differentiated by location (e.g. sub-regional city centre), however are not easily categorised by the type of activity area which they may be applicable to.

In comparing the RTA rates to those set down within Clause 52.06 of the Victorian Planning Provisions, it is noted that they are generally lower than both the Column A and Column B requirements for key land uses.

GTA Consultants also has a database of surveys that have been compiled over many years of surveying car parking. These surveys have been conducted at varying locations around Melbourne and Australia for many different land uses, locations and times. The rates that GTA have found in their database are generally comparable with those in the RTANSW guide.

B.2.3 Previous Moreland Parking Strategy Approaches

Both the Brunswick and Coburg Car Parking Strategies developed by GTA generally seek to provide a "balanced" approach to managing transport impacts. This being to maintain the future viability of the Centres whilst also addressing current road network congestion issues by providing a level of restriction around the provisions of additional car parking required for development land use proposals. Specifically, the Coburg Car Parking Strategy provided minimum car parking rates but dependant on precinct and location, whilst the Brunswick Car Parking Strategy provided both minimum and maximum car parking rates as a range for the entire study area. These rates were typically lower than the Column B rates adopted municipal wide.

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