

Doncaster Hill - Parking Precinct Plan (PPP)

Responsible Director: Director Environmental Amenities

SUMMARY

Item 3.2.1.5 of Council's 2002-05 Corporate Plan is to "finalise the Parking Precinct Plan for Doncaster Hill." This report presents the findings of the Draft Doncaster Hill Parking Precinct Plan (PPP), 9 December 2002 and supplementary advice. The report makes a number of recommendations for parking management and parking rates for new development on Doncaster Hill based on parking demand modelling for the next 20 years.

It is recommended that the Draft PPP be noted, the installation of a parking station in Precinct 2 not be pursued, altered rates for residential parking be adopted, that the other recommendations of the Draft PPP be endorsed and that the outcomes of the Draft PPP be prepared and exhibited as a proposed amendment to the Manningham Planning Scheme.

1. BACKGROUND

- 1.1. Item 3.2.1.5 of Council's 2002-05 Corporate Plan is to "finalise the Parking Precinct Plan for Doncaster Hill."
- 1.2. This report follows from a presentation made to the Strategic Briefing Session of 3 December 2002 by Mr Greg Tucker of GTA Consultants regarding the Draft Doncaster Hill Parking Precinct Plan.
- 1.3. Council's Doncaster Hill Strategy outlines a vision for the creation of a sustainable urban village on Doncaster Hill. This is expected to be realised through the development of a sustainable, vibrant, contemporary mixed use Activity Centre. It is anticipated that, by 2021, Doncaster Hill will contain 8,300 residents and provide 10,000 employment opportunities.
- 1.4. It is noted within the Strategy Vision that Doncaster Hill intends to encourage "a sustainable transport future that includes changing people's travel behaviour by encouraging increased public transport use and reduced levels of car dependency."
- 1.5. Objective 7 of the Doncaster Hill Strategy relates to access and circulation and includes a desire to "adopt an integrated approach to transport and traffic planning to provide genuine travel choice and reduce levels of car dependency. This includes applying the car parking policy and car parking rates to support changed travel behaviour and a sustainable transport future." There is also a desire to "provide a movement network that ... establishes innovative parking solutions/outcomes."
- 1.6. Within this framework, Council engaged Greg Tucker & Associates Pty Ltd (GTA) to undertake a study of the parking on Doncaster Hill and prepare a Parking Precinct Plan (PPP) for Doncaster Hill (refer to separately circulated document) for inclusion in the Manningham Planning Scheme.

- 1.7. GTA undertook surveys of the parking in Doncaster Hill on both a Friday and a Saturday on 2 occasions in 2002 on a precinct basis and compared these with the land uses in each precinct to determine the existing parking demand for each land use within Doncaster Hill. These were then compared to those found from other studies at other locations for calibration and confirmation.
- 1.8. Using these rates and the expected land uses in 2011 and 2021, and incorporating the desired change in mode split towards increased public transport usage, the likely demand for both long-term and short-term parking in each of those years was determined.
- 1.9. In order to determine the possibility of the future need for parking stations in Doncaster Hill, GTA investigated the extreme case for parking demand by adopting the following required parking rates for developments for the expected land uses in 2021:
 - Dwellings 1.3 spaces/dwelling (+ 0 for visitors)
 - Office 0
 - Restaurant 0.04 spaces/seat (staff parking only)
 - Shop 0.8 spaces/100m² GFA (staff parking only)
 - Showroom 0.3 spaces/100m² GFA (staff parking only)

Thus parking for residents, restaurant staff, shop staff, and showroom staff specified above would be catered for on-site with all other parking (office staff and visitor, residential visitor, restaurant customer, shop customer and showroom customer) being catered for off-site.

- 1.10. The above rates resulted in there being no shortfall of parking in any precinct except for Precinct 2 in which the peak shortfall in parking under the above assumptions was 220 spaces that couldn't be accommodated on-site or on-street (Table 6.2 of the Draft PPP).
- 1.11. One method of containing the demand for this additional parking would be through the installation of a car parking station. The installation of a parking station in Precinct 2 would have a number of advantages and disadvantages. The advantages include:
 - The more efficient provision of short-term parking due to varying demand for different uses over the day (An advantage over on-site parking only);
 - An ability to charge for long-term commuter parking, which provides a revenue stream and improved demand management;
 - The overcoming of concerns over the demand for on-street parking exceeding supply;
 - Improvement of the traffic function of the local streets by removing on-street parking and also the possibility of improved beautification works;
 - The allowance for cheaper development due to the lower requirement for on-site parking. (This would be at least partially offset by an increased requirement for contribution to the DCP); and
 - A concentration of motorists' destinations allowing for more efficient traffic movement.

Disadvantages of a parking station include:

- Less proximity to destinations than on-street parking, with correspondingly decreased levels of access and safety;
 - An increased requirement by Council for a statutory and administrative system for the implementation, fund collection and enforcement issues surrounding the parking station; and
 - An increased risk for the spillover of parking to the neighbouring residential areas.
- 1.12. There are also a number of other concerns with the installation of a parking station in Precinct 2 including:
- There is no Council-owned land within Precinct 2 and therefore a parking station would require the purchase or lease of land or the use of additional parking spaces within a development, each of which would be expensive;
 - The requirement for additional parking is based on the assumed development levels within the next 20 years and, should development not meet expectation, the demand for parking would be lower;
 - There are large free car parks available adjacent to Precinct 2 at Westfield Doncaster Shoppingtown and the Municipal Offices and there is a reasonable likelihood that a significant number of motorists would use these facilities in preference to a parking station that involves the payment of fees; and
 - A number of developments have already been approved within Precinct 2 and these contain provision for visitor parking on-site, hence reducing the likely demand for a parking station. Further, there is a reasonable likelihood that developers in the future may choose to include visitor parking on-site, even if not required, as an improved marketing device for their development.
- 1.13. In light of all of the above, given the significant cost of installing a parking station, the extremely low parking rates required to artificially stimulate demand for its use, and the risk in the expected levels of usage of such a station, it is recommended that the option of installing a parking station in Precinct 2 not be pursued at this time.
- 1.14. The effect of applying more realistic car parking rates for various types of development was then determined. These rates were established from a desire to contain all parking on-site and were found through the method described above in 1.7 and 1.8.
- 1.15. The rates, as shown in Figure 7.3 of the Draft PPP are:
- Dwellings 1.3 spaces/dwelling (+ 0.1 spaces/dwelling for visitors)
 - Office 2.5 spaces/100m² GFA
 - Restaurant 0.36 spaces/seat
 - Shop 4 spaces/100m² GFA
 - Showroom 1.5 spaces/100m² GFA
- 1.16. There is some concern that the Sovereign Point apartments, the only existing high rise residential land use on Doncaster Hill, caters for a slightly older demographic than that expected for the new apartments on Doncaster Hill. Hence the proposed car parking rate of 1.3 spaces/dwelling plus 0.1 visitor

spaces/dwelling, based on the observed demand at the Sovereign Point apartments, may be lower than the actual demand for the newer apartments.

- 1.17. Whilst ResCode only provides statutory car parking rates for developments of up to 4 storeys, these rates can be used as a guide for parking rates for high-rise developments of greater than 4 storeys such as those expected on Doncaster Hill. The prescribed car parking rates in ResCode are 1 space for 1 and 2 bedroom apartments and 2 spaces for 3 bedroom apartments with 0.2 visitor spaces per apartment. In other locations within Melbourne these rates for residents have been found to be fairly accurate with the actual demand for visitors parking being slightly less than the prescribed rate.
- 1.18. Depending on the exact mix of 1, 2 and 3 bedroom apartments on Doncaster Hill the proposed rates of 1.3 spaces/dwelling plus 0.1 visitor spaces/dwelling would provide for similar resident parking provision and lower visitor car parking provision than would be provided by using the ResCode rates, and hence would be in accordance with that which has been observed to occur in other locations within Melbourne.
- 1.19. However, given the similarity of the 2 rates, and the commonality of the use of the ResCode rates at other locations, it is recommended that the ResCode rates, with the revised visitor rates, be adopted for Doncaster Hill, rather than the rate of 1.3 spaces/dwelling recommended in the Draft PPP (Refer to clause 2.1).
- 1.20. The recommended rate for the land use of an office is slightly lower than adopted at other locations but is in accordance with that which is currently observed on Doncaster Hill.
- 1.21. The rate for a shop is in accordance to that which is currently observed on Doncaster Hill and has been observed at other locations.
- 1.22. The rate for a showroom is lower than that which has been observed at other locations within Melbourne but is in accordance with that which is currently observed on Doncaster Hill. The showrooms on Doncaster Hill are usually less dense in the display of goods than those at other locations within Melbourne and hence the proposed rate is in accordance with that which would be expected.
- 1.23. The study found that, when these rates are applied, there will be no shortfall of parking in any precinct within Doncaster Hill.
- 1.24. The comparison for the two parking rate scenarios for Precinct 2 is summarised in the table below:

2021 Scenario (Precinct 2)	Existing on-street demand	Extra off-site demand	Total off- site demand	On- street supply	Shortfall
	<i>A</i>	<i>B</i>	<i>A + B</i>	<i>C</i>	<i>A + B - C</i>
Extreme (Table 6.2 of Draft PPP)	42	281	323	103	220
Recommended (Figure 7.3 of Draft PPP)	42	0	42	103	0

- 1.25. It was also noted that the desired increase in public transport usage to 20% of all motorised trips by 2020 would not have a major effect on parking demand in Doncaster Hill, and that, should this target not be met, there would still be sufficient parking to contain the demand within Doncaster Hill.
- 1.26. It is proposed to regulate the parking in Doncaster Hill, particularly the desire for long-term parking to be off-street, through the introduction of on-street parking restrictions in and around the Hill. These will usually involve the installation of short term parking restrictions on one side of a road with 'No Stopping Anytime'

restrictions on the other side and some areas of resident permit parking on the Hill's periphery. It is anticipated that these restrictions will be gradually implemented as development occurs and the restrictions become warranted.

1.27. In light of all the above, it is recommended that the Draft Doncaster Hill Parking Precinct Plan be noted and the outcomes be prepared and exhibited as a proposed amendment to the Manningham Planning Scheme.

2. PROPOSAL

2.1. That Council resolves to

- receive and note the Draft Doncaster Hill Parking Precinct Plan, 9 December 2002 and the supplementary advice, prepared by GTA Consultants;
- not proceed with the installation of a parking station in Precinct 2;
- adopt the following car parking rates for Doncaster Hill:
 - 1 resident parking space for 1 & 2 bedroom dwellings and 2 resident parking spaces for 3+ bedroom dwellings with 0.1 visitor spaces for each dwelling,
 - 2.5 spaces/100m² GFA for offices,
 - 0.36 spaces/seat for restaurants,
 - 4 spaces/100m² GFA for shops,
 - 1.5 spaces/100m² GFA for showrooms;
- endorse the other recommendations outlined in the report; and,
- prepare and exhibit a planning scheme amendment to include the outcomes of the Draft Doncaster Hill Precinct Plan and the above recommendations into the Manningham Planning Scheme. The amendment should also include the preparation of a schedule to Clause 52.06-2.

3. PRIORITY/TIMING

3.1. Given the continuing regular lodging of planning permit applications for properties in Doncaster Hill, there is a need for the Doncaster Hill PPP in order to consistently treat these applications. Prior to the incorporation of the outcomes of the PPP within the Planning Scheme there will be the opportunity, however, to adopt the reduced car parking rates within the PPP for new applications as a matter of policy.

4. POLICY IMPLICATIONS

- 4.1. The proposals recommended in this report support Council's Doncaster Hill Strategy (October 2002).
- 4.2. The implementation of the Doncaster Hill PPP will require changes to the Manningham Planning Scheme and hence should be prepared and exhibited as an amendment to the Planning Scheme.

5. BEST VALUE

- 5.1. The Doncaster Hill Strategy is consistent with Council's commitment to Best Value. The strategy and related works and consultations are underpinned by the principles of accountability and transparency with the aim of ensuring that social, economic and environmental principles are considered and integrated into all processes.

6. CUSTOMER IMPACT

- 6.1. The proposals and recommendations outlined in the report will provide for the appropriate level of parking regulation and infrastructure to meet the needs of residents and visitors of Doncaster Hill throughout the next 20 years.
- 6.2. Overflow parking from Doncaster Hill may have some effect on nearby residents and it is intended to control this through the installation of resident permit parking areas where appropriate and warranted.

7. CORPORATE PLAN

- 7.1. The finalisation of the Parking Precinct Plan for Doncaster Hill is listed as item 3.2.1.5 of the 2002-05 Corporate Plan.

8. FINANCIAL PLAN

- 8.1. Should, as recommended, the installation of the parking station in Precinct 2 not proceed, the cost of the implementation of the PPP will be minimal, mostly involving the installation of signage, proposed to occur at progressive intervals as development occurs.
- 8.2. The increase in parking restrictions on Doncaster Hill will lead to an increased requirement for enforcement of the Road Rules with regard to parking and hence greater resources in this area. This cost will be offset through increased revenue from additional rates and also parking infringements.

9. ENVIRONMENTAL/SOCIAL IMPLICATIONS

- 9.1. Doncaster Hill aims to be a contemporary, sustainable, and high-density mixed-use urban village that enhances the social, environmental, economic and cultural elements of the region. Based on a triple bottom line approach it aims to promote integrated and positive economic, social and environmental performance over the long term.
- 9.2. The Parking Precinct Plan will ensure that parking issues are considered and incorporated into the whole area from the initial planning phase.

10. REGIONAL/STRATEGIC IMPLICATIONS

- 10.1. Development of Doncaster Hill is consistent with, and supports, state strategic policies that encourage consolidation of residential growth, and the concentration of medium and higher residential densities around activity centres and public transport nodes.
- 10.2. Melbourne 2030 has identified Doncaster Hill as being a Principal Activity Centre. As such, Doncaster Hill forms part of a metropolitan network of activity centres which will feature improved transit links and mixed uses including retail, commercial, entertainment, education, health and community services. As a principal activity centre, Melbourne 2030 identifies Doncaster Hill as having the potential to grow and support intensive and diverse housing development as part of the State policy's aims to consolidate residential growth.
- 10.3. The preferred recommendations of the Draft PPP are consistent with the key objectives contained within the Activity Centres Implementation Plan of Melbourne 2030 of:
 - reducing the number of private motorised vehicle trips to and from activity centers by concentrating activities that generate high numbers of trips in highly accessible locations; and,
 - improving access by walking, cycling and public transport services and facilities for local and regional populations.

11. CONSULTATION

- 11.1. GTA has worked closely with Council Officers in the preparation of the PPP and briefed Council of the progress of the work through a Strategic Briefing Session on 3 December 2002.
- 11.2. On-going consultation is also occurring with the Department of Sustainability and Environment regarding the format of the PPP in order to facilitate its smooth introduction into the Manningham Planning Scheme.

12. COMMUNICATIONS STRATEGY

- 12.1. The Doncaster Hill Strategy was prepared following extensive consultation with relevant stakeholders.
- 12.2. A Doncaster Hill Newsletter is being regularly produced and distributed to Doncaster Hill residents and other stakeholders.
- 12.3. As part of the planning scheme amendment process the PPP will be placed on public exhibition, key stakeholders will be notified and advertisements placed in the Government Gazette and the local Leader newspaper.

13. CONCLUSION

- 13.1. The Draft Doncaster Hill Parking Precinct Plan provides guidance with regard to parking policy and parking generation rates in the future for Doncaster Hill.

RECOMMENDATION**That Council**

- (A) receive and note the Draft Doncaster Hill Parking Precinct Plan, 9 December 2002 and the supplementary advice (Appendix 1) prepared by GTA Consultants;
- (B) not proceed with the installation of a parking station in Precinct 2;
- (C) adopt the following car parking rates for Doncaster Hill:
- 1 resident parking space for 1 & 2 bedroom dwellings and 2 resident parking spaces for 3+ bedroom dwellings with 0.1 visitor spaces for each dwelling,
 - 2.5 spaces/100m² GFA for offices,
 - 0.36 spaces/seat for restaurants,
 - 4 spaces/100m² GFA for shops,
 - 1.5 spaces/100m² GFA for showrooms;
- (D) endorse the other recommendations outlined in the report; and,
- (E) prepare and exhibit a planning scheme amendment to include the outcomes of the Draft Doncaster Hill Precinct Plan and the above recommendations into the Manningham Planning Scheme. The amendment should also include the preparation of a schedule to Clause 52.06-2.

“Refer Separately Circulated Document” (The Attachment is filed on Council’s Central File)

Draft Doncaster Hill Parking Precinct Plan (GTA Consultants, 9 December 2002)

MOVED: LARKIN
SECONDED: BEYNON

That the Recommendation be adopted.

CARRIED

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23-JAN-2003 13:03 FROM GTA CONSULTANTS

APPENDIX 1

P.02/03

MEMORANDUM



TRAFFIC AND TRANSPORT

- PLANNING
- ENGINEERING
- MANAGEMENT

Directors
 Greg Tucker
 Michael Durkin
 Kate Partenio
 Christian Griffith
 John Kiriakidis

TO: David Graham
FROM: Greg Tucker
DATE: 23 January 2003
OUR REF: A4860
SUBJECT: Doncaster Hill Parking Precinct Plan

Dear David,

Further to your request please find below clarification regarding the question of the need for a parking station and the adopted car parking rates.

In order to investigate the possibility of the future need for parking stations on Doncaster Hill GTA Consultants have investigated the extreme case for parking demand by adopting the following on-site parking rates shown in Table 1 below for the expected usages in 2021:

TABLE 1

Dwelling	1.3 spaces/dwelling (+ 0 for visitors)
Office	0
Restaurant – Staff	11.5% of 0.36 spaces per seat
Shop – Staff	20% of 4 spaces per 100m ²
Showroom – Staff	20% of 1.5 spaces per 100m ²

Thus parking for residents, restaurant staff, shop staff, and showroom staff specified above, would be catered for on-site with all other parking (office staff, residential visitor, restaurant customer, shop customer and showroom customer) being catered for off-site. This resulted in the forecast supply and demand for short term (i.e. non-resident and retail customer) parking and office staff parking shown in Table 6.2 of our report. We can see from that Table, even in this extreme case, there would be no need for a parking station in any precinct except for Precinct 2, where there would be a peak shortfall of approximately 220 spaces.

However, it is recommended in Figure 7.3 of our report that the following more realistic parking rates be used as shown in Table 2 below.

23-JAN-2003 13:04 FROM GTA CONSULTANTS

TO 998409465

P.03/03



TABLE 2

Dwelling	1.3 spaces/dwelling (+ 0.1 for visitors) or 1 space / dwelling (for 1 – 2 bedrooms, 2 spaces / dwelling (for 3+ bedrooms and (+0.1 space / dwelling for visitors)
Office	2.5 spaces/100m ² GFA
Restaurant	0.36 spaces per seat
Shop	4 spaces per 100m ²
Showroom	1.5 spaces per 100m ²

Should these rates be adopted as the on-site parking requirements then it is expected that there will be *no increase in demand for off-site car parking on Doncaster Hill* and hence no requirement to increase the availability of off-site car parking through the installation of a parking station or other method, as all expected increases in demand for parking will be catered for through the provision of on-site parking for residents, employees and visitors. Therefore the installation of parking station in Precinct 2 would not be necessary.

The above is summarised in Table 3 below.

TABLE 3

2021 SCENARIO (PRECINCT 2)	EXISTING ON- STREET DEMAND	PROJECTED OFF-SITE DEMAND	TOTAL OFF- SITE DEMAND	ON-STREET SUPPLY	SHORTFALL
	A	B	A + B	C	A + B - C
Extreme (Table 6.2 of GTA Report)	42	281	323	103	220
Recommended (Figure 7.3 of GTA Report)	42	0	42	103	0

I trust the above is clear and naturally, should you have any questions please do not hesitate to contact Chris Coath or myself on 9819 1924.

Yours faithfully,
GTA CONSULTANTS

Greg Tucker
Managing Director