

Planning and Environment Act 1987

## **MANNINGHAM PLANNING SCHEME**

### **AMENDMENT C35**

#### **EXPLANATORY REPORT**

#### **Who is the Planning Authority?**

This amendment has been prepared by the Manningham City Council, which is the planning authority for this amendment.

The amendment has been made at the request of Manningham City Council.

#### **Land affected by the Amendment.**

The amendment applies to a 58-hectare area of land located in Doncaster stretching along the major corridors of Doncaster Road, Williamsons Road and Tram Road as shown on the attached Map 1. It is located approximately 12 kilometres from the Melbourne Central Business District and is one of the highest points in Melbourne.

#### **What the Amendment does.**

The amendment incorporates the 'Doncaster Hill Parking Precinct Plan' (28 April 2003), prepared by GTA Consultants for Manningham City Council, into the Manningham Planning Scheme through the Schedule to Clause 81 and by:

- including changes to the Schedule to Clause 52.06-6 relating to varying car parking requirements within the 'Doncaster Hill Parking Precinct Plan' (GTA Consultants for Manningham City Council, 28 April 2003); and
- making reference to the 'Doncaster Hill Parking Precinct Plan' (28 April 2003) in Clause 21.18-2 under 'Policy and exercise of discretion' under Key issue 1 (The need to reduce reliance on private cars and enhance community mobility).

The Parking Precinct Plan is an initiative of the State Government. It is a strategic plan that contains local parking provisions for an area or precinct (rather than provisions based on a site by site basis) taking into consideration local conditions and circumstances.

A parking precinct plan provides Council with an opportunity to specify car parking rates for various uses derived from local car parking demands in a particular precinct, rather than relying on the Statewide car parking rates as stipulated in Clause 52.06-5 of the Manningham Planning Scheme, when these are found to be inappropriate.

Council engaged GTA to assess the existing and future car parking requirements for the Doncaster Hill Activity Centre and to prepare a parking precinct plan to manage future car parking requirements facing the precinct.

The Parking Precinct Plan will assist in achieving the vision for the Doncaster Hill Activity Centre, in becoming a leading edge urban village, with the co-location of residences, workplaces and other community and entertainment facilities creating a more sustainable

transport future, changing peoples travel behaviour to encourage a focus on increased public transport use and pedestrian/cycling activity.

As part of the detailed analysis by GTA Consultants, the Doncaster Hill Activity Centre was divided into seven (7) precincts. These precincts are shown in Map 2 as attached and are described as follows:

- Precinct 1: Municipal Precinct;
- Precinct 2: Doncaster Hill South Precinct;
- Precinct 3: Doncaster Hill North Precinct;
- Precinct 4: Doncaster Hill Shoppingtown Precinct;
- Precinct 5: Hotel Precinct;
- Precinct 6: Commercial/Office Precinct, and
- Precinct 7: Commercial/Restaurant Precinct.

It should be noted that for Precinct 4, Doncaster Shoppingtown had been effectively deleted from the analysis in preparation of the Parking Precinct Plan due to Shoppingtown being the subject of many detailed traffic and parking studies and specific controls for development including traffic access and car parking requirements already incorporated into the Manningham Planning Scheme. Therefore for the purposes of the Parking Precinct Plan, Precinct 4 was reduced to only include the area bounded by Doncaster Road, Tower Street, Goodson Street and the eastern extent of Doncaster Shoppingtown.

The research included:

- A Paramics Traffic Modelling Analysis of the Doncaster Hill Activity Centre for the years 2001, 2011 and 2021 (20 September 2002);
- A Parking Study, which included:
  - a detailed current and future land use data analysis based on data obtained from Manningham City Council databases; and
  - Hourly car parking surveys for all on-street car parking listed in the inventory and off street car parks associated with Shoppingtown Hotel and Municipal Offices on:
    - Friday 19 July 2002 - 7.00am-7.00pm; and
    - Saturday 20 July 2002 – 9.00am-9pm.
  - Subsequent surveys of all other off-street parking undertaken on:
    - Friday 12 October 2002 – 7.00am-7.00pm; and
    - Saturday 13 October 2002 – 9.00am-9.00pm.

The results of the Paramics study (*Doncaster Hill Strategy Traffic Modelling and Analysis Paramics Simluation Final Report*, 20 September 2002) indicated that the Doncaster Hill Activity Centre can technically accommodate the travel demands of future residents, workers and visitors if an integrated approach to transport and traffic planning is adopted based on altered travel patterns. This approach includes the integration of transport and land use, the provision of genuine travel choices and a package of infrastructure items all supported by an appropriate regulatory and policy framework. The report specified that car-parking rates for the Doncaster Hill Activity Centre should be reconsidered if behavioural change is to occur with regard to car usage and ownership.

The survey results specified that currently, the supply of car parking in the Doncaster Hill Activity Centre consists of 815 on-street spaces and 2,466 off-street parking spaces (excluding Doncaster Shoppingtown). The summary of peak demands indicates that :

- a peak off street parking occupancy of 51% occurred on Friday at 1:00pm;
- a peak on-street parking occupancy of 32% occurred on Friday at 11:00am;
- a peak total occupancy of 46% occurred on Friday at 1:00pm, and
- The peak parking within any precinct in the Doncaster Hill Activity Centre never exceeded 57%, indicating an abundance of both on-street and off-street car parking within the Doncaster Hill.

The outcomes of the Parking Precinct Study and Plan are described as follows:

- a review of current and future land use data and traffic and parking requirements has indicated that the current standard rate for car parking in the Planning Scheme is no longer applicable to the Doncaster Hill Activity Centre.
- car parking within the Doncaster Hill Activity Centre can be provided on the same site as the use or development or if the site size or shape is not suitable and a development or use cannot provide sufficient car parking on-site, a permit may be granted for the use of off-site car parking, pending certain requirements being met;
- developments within each of the 7 precincts are required to provide a car parking quantum in accordance with the calibrated parking rates, established within the Doncaster Hill Parking Study (28 April 2003). These rates are set out in Table 1 below:

**Table 1. Car Parking Rates for the Doncaster Hill Activity Centre**

Use	Car Space Measure	Rate
Office	Car spaces to each 100 sq m of gross leasable floor area	2.5
Dwelling	Car spaces to each 1 bedroom dwelling	1.1
	Car spaces to each 2 bedroom dwelling	1.1
	Car spaces to each 3 or more bedroom dwelling	2.1
Restaurant	Car spaces to each seat available to the public	0.36
Shop, other than Supermarket, Department Store and Restricted Retail Premises	Car spaces to each 100 sq m of gross leasable floor area	4
Restricted Retail Premises	Car spaces to each 100 sq m of gross leasable floor area	1.5

- car parking requirements for developments with a land use of ‘dwelling’ have been provided at rates similar to ResCode parking rates adjusted to include visitor car parking requirements which were adopted in the Doncaster Hill Parking Study, detailed above in Table 3. A rate of 0.1 spaces per dwelling should be provided for visitor parking.
- a permit may be granted to vary the requirements of the Doncaster Hill Parking Precinct Plan.

### **Why the Amendment is required.**

The amendment is required to incorporate the Doncaster Hill Parking Precinct Plan (28 April 2003) into the Manningham Planning Scheme and to change the schedule to Clause 52.06 – 2. This is necessary to facilitate the particular parking requirements for existing and future residents of the Doncaster Hill Activity Centre in an orderly and sustainable manner.

The ‘Doncaster Hill Parking Precinct Plan’ (February 2003) will be incorporated into Clause 81 that includes all incorporated documents. It will be referenced in Clause 21.18 of the Local Planning Policy Framework in order to highlight Council’s position in promoting sustainable transportation options. It seeks to alleviate the detrimental impact that is imposed

if the heavy reliance on the private vehicle continues at the present rate. The reduced dependency on the private vehicle is a key issue in contributing to the promotion of environmental sustainability.

### **Impact of the Amendment.**

#### *Environmental, Social and Economic Effects*

The amendment will assist in ensuring an integrated planning response to the social, economic and environmental issues facing the Doncaster Hill Activity Centre. Integrated land use and transport planning for the Doncaster Hill Activity Centre is envisaged to showcase Council's sustainability policies and be the municipality's major contributor towards a sustainable future.

Based on a triple bottom line approach, the Doncaster Hill Activity Centre aims to promote positive economic, environmental and social performance over the long term. Doncaster Hill will be a 21<sup>st</sup> century urban village for 8,300 residents and provide 10,000 employment opportunities by 2020. With 4,080 new residences and an additional 20,000m<sup>2</sup> of commercial/office floorspace and 10,000m<sup>2</sup> retail floorspace, in addition to Westfield Doncaster Shoppingtown (up to 90,000m<sup>2</sup> permissible), Doncaster Hill will become a key destination in Melbourne's east.

One of key focuses of the Doncaster Hill Activity Centre, is to provide a more sustainable transport system that focuses on changed travel behaviour, reduces reliance on cars and increases public transport use and pedestrian/cyclist activity. The co-location of residences, workplaces and services will provide the potential for the Doncaster Hill Activity Centre to be pedestrian in nature with tree-lined streets alive with restaurants, cafes, shops, public art and open spaces.

Reducing the reliance on the car and increasing pedestrian/cyclist activity and access to public transport will have clear environmental benefits in terms of decreased use of fossil fuels and therefore decreased pollution. Furthermore, increased pedestrian/cyclist activity and use of public transport will also have social and economic benefits including enhancing community cohesion and activity and creating healthier communities.

#### *Minister's Directions*

Section 12(2)(a) of the Planning and Environment Act 1987 requires that in preparing a planning scheme amendment a planning authority must have regard to the Minister's directions. This amendment is affected by the Ministerial Direction No. 9 relating to the Metropolitan Strategy. The following section addresses the matters raised in Minister's Direction No. 9.

#### *What aspects, if any, of the Metropolitan Strategy are relevant?*

*Melbourne 2030* – planning for sustainable growth is a 30 year plan to manage growth and change across metropolitan Melbourne and the surrounding region. It is anticipated that over the next 30 years, metropolitan Melbourne will increase by an additional one million people, or 620,000 new households. The challenge is to appropriately plan for the additional households whilst protecting and enhancing our existing suburbs. The policy direction of Melbourne 2030 is to concentrate major change in strategic redevelopment sites such as

activity centres and underdeveloped land. Accessibility to activity centres will be improved by creating integrated transport networks.

*Melbourne 2030* identifies Doncaster Hill as a Principal Activity Centre. Doncaster Hill will be a sustainable urban village that will provide a compatible mix of retail, commercial, social, community, entertainment uses and apartment living that will result in a considerable increase in the provision of well located apartment housing in the Eastern Region with enhanced access to public transport services.

*How does the Metropolitan Strategy affect the amendment?*

The directions and policies as set out in the Metropolitan Strategy positively affect the amendment and provide a framework to ensure a sustainable transport system for the Doncaster Hill Activity Centre.

*Is the amendment consistent with any directions and policies in the Metropolitan Strategy?*

The amendment is consistent with the following directions and policies:

Direction 7 – A Greener City

Direction 7 seeks to ensure that land-use and transport planning and infrastructure provision are coordinated to reduce dependence on car travel and improve air quality.

Policy 7.6 Ensure that land use and transport planning and infrastructure provision contribute to improved air quality (pg 137)

Direction 8 – Better Transport Links

Direction 8 seeks to achieve sustainable transport outcomes and focussing on public transport, cycling and walking.

Policy 8.3 Plan urban development to make jobs and community services more accessible (pg 152)

Policy 8.5 Manage the road system to achieve integration, choice and balance by developing an efficient and safe network and making the most of existing infrastructure (pg 156)

Policy 8.6 Review transport practices, including design, construction and management, to reduce environmental impacts (pg157)

Policy 8.7 Give more priority to cycling and walking in planning urban development and in managing our road system and neighbourhoods (pg158)

Policy 8.8 Promote the use of sustainable personal transport options (pg160)

Initiative 8.3.1 includes developing guidelines for developers and Councils that emphasises sustainable transport outcomes, including defining parking requirements. The Doncaster Hill Parking Precinct Plan is consistent with this initiative, and above directions and policies, as the Plan stipulates car parking rates derived from demand specifically relevant to the Doncaster Hill Activity Centre, rather than relying on Statewide car parking ratios specified in Clause 52.06-6 of the Manningham Planning Scheme.

*Does the amendment support, give effect to or assist the implementation of the Metropolitan Strategy or can it be reasonably modified to do so?*

The amendment assists with the implementation of the Metropolitan Strategy as the Doncaster Hill Parking Precinct Plan (GTA Consultants for Manningham City Council, 28 April 2003) achieves sustainable transport outcomes by providing a sufficient number of car parking to meet the needs of the Doncaster Hill Activity Centre residents, workers and visitors rather than providing an oversupply of parking.

*Will the amendment compromise the implementation of the Metropolitan Strategy?*

The amendment will not compromise the implementation of the Metropolitan Strategy. The amendment is consistent with the *Ministerial Direction on the Form and Content of Planning Schemes* under section 7(5) of the Act.

### **Strategic and Policy Justification of the Amendment**

The amendment is consistent with the State Planning Policy Framework (SPPF).

Clause 18-02 of the SPPF addresses car parking and public transport access to development. The objective of this Clause states:

*'To ensure access is provided to developments in accordance with forecast demand taking advantage of all available modes of transport and to minimise impact on existing transport networks and the amenity of surrounding areas'.*

Clause 18.02-2 relates to implementation. The Clause states in part:

*'...Planning and responsible authorities should prepare or require parking precinct plans for the design and location of local car parking to:*

- *Protect the role and function of nearby roads, enable easy and efficient use and the movement and delivery of goods.*
- *Achieve a high standard of urban design and protect the amenity of the locality, including the amenity of pedestrians and other road users.*
- *Create a safe environment for users, particularly at night.*
- *Facilitate the use of public transport.'*

The Clause further identifies that residential areas should be protected from road congestion due to on-street parking.

Manningham's Municipal Strategic Statement (MSS) addresses land use and development issues, and provides more detailed policy direction having regard for local conditions and circumstances. The issue of sustainability and improving environmental outcomes are the principles underpinning the planning objectives and strategies outlined in Clause 21 of the MSS.

Clause 21-18 Key Issue 1 relates to Traffic and Transport. Clause 21.18-2 Key Issue 1 (the need to reduce the reliance on private cars and enhance community mobility), includes the following objectives:

- *'To minimise growing road volumes.*
- *To encourage use of public transport.*
- *To ensure reasonable and equitable access to alternative modes of transport.*

- *To integrate land use and transport planning.'*

## **Strategic Policy Reports**

A number of other reports have been prepared that provide the justification for the ratios set out in the Doncaster Hill Parking Precinct Plan.

### ***Doncaster Hill Strategy (Manningham City Council, October 2002)***

The Strategy provides an integrated planning response to the social, economic and environmental issues facing the Doncaster Hill Activity Centre. The 20 year strategic framework aims to create a sustainable, contemporary, mixed use activity centre, comprising of apartment style living opportunities, retail, commercial, social, community and entertainment uses. A sustainable transport system is noted as an integral component of the Doncaster Hill Activity Centre vision.

### ***Doncaster Hill Strategy Traffic Modelling and Analysis Paramics Simulation, Final Report Revision A (GTA Consultants for Manningham City Council, 20 September 2002)***

Traffic and modelling analysis was undertaken for the years 2001, 2011 and 2021, indicating that the Doncaster Hill Activity Centre can technically accommodate the travel demands of future residents, workers and visitors if an integrated approach to transport and traffic planning is adopted, based on altered travel patterns.

### ***Doncaster Hill Parking Study (GTA Consultants for Manningham City Council, 28 April 2003)***

This report documents the parking study, including land use data and survey analysis and strategy formulation used in determining future car park requirements for the Doncaster Hill Activity Centre. The report offers the strategic justification for the car park ratios that are specified in the Doncaster Hill Parking Precinct Plan (28 April 2003).

### ***Doncaster Hill Parking Study – Technical Report (GTA Consultants for Manningham City Council, 28 April 2003)***

This report supplements the Doncaster Hill Parking Study (28 April 2003) and includes Microsoft Excel Spreadsheets used in determining the future car parking usage within the Doncaster Hill Activity Centre.

### ***Pedestrian and Cycling Strategy, June 2003***

This report outlines a Pedestrian and Cycling Plan for Doncaster Hill to ensure that as the Doncaster Hill Activity Centre is developed, the amenity and accessibility of pedestrians and bicycle users is a priority. The plan proposed by this report, whilst recognising the competing demands of different modes of travel, the space limitations, the need for safety and the cost of providing new facilities, provides a comprehensive framework for ensuring that the aims of the Doncaster Hill Strategy, with regard to pedestrians and cycles are met. A series of plans are appended to the report detailing the location of proposed pedestrian/cycle paths and linkages. This Plan is a critical component to creating an integrated and sustainable framework for traffic and transport for the Doncaster Hill Activity Centre, linking in with the aims set as part of the Planning Precinct Plan to alter travel patterns.

### ***Manningham Corporate Plan & Action Plan: 2002-2005***

The Corporate Plan sets the strategic direction for development of the municipality and the organisation over the next three years (2003 to 2006). The Corporate Plan contains a vision for a sustainable future and a community vision, stating that:

*“Our vision is for: .. a sustainable Manningham ..a place where safety, quality, capability and effectiveness of our community infrastructure and transport systems continually improve. A place where there is little waste, and where people and organisations are committed to the sustainable and effective use of resources and assets, be they economic, natural or constructed” (p11).*

Relevant Objectives and Strategies of the Corporate Plan include:

- Objective 2 (Provide and Encourage a Safe, Healthy and Accessible City); and
- Objective 3 (Improve the quality of buildings and streetscapes in Manningham) relate to this amendment.

Relevant Corporate Plan Action Items include:

- 2.3.2. As part of Doncaster Hill, identify creative alternative solutions for car parking requirements that promote the use of public transport (p9, Action Plan).
- 3.2.7. Finalise the Doncaster Hill Parking Precinct Plan Amendment C35 for inclusion in the Manningham Planning Scheme (p10, Action Plan).

### **Where you may inspect this Amendment.**

The amendment is available for public inspection, free of charge, during office hours at the following places.

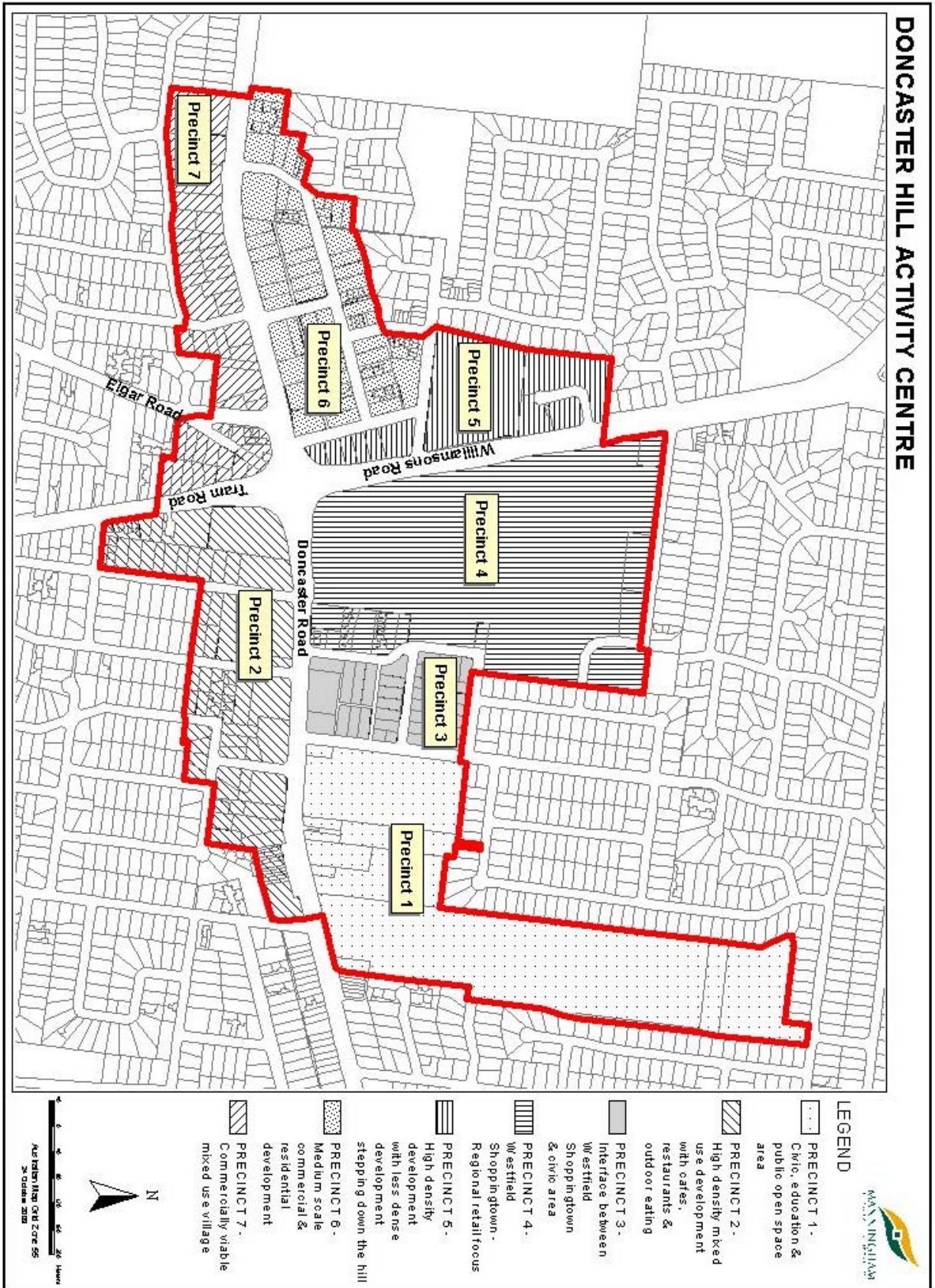
Department of Sustainability and  
Environment  
Planning Information Centre  
Upper Plaza  
Nauru House  
80 Collins Street  
Melbourne 3000

Manningham City Council  
Municipal Offices  
699 Doncaster Road  
Doncaster

Any submission you may wish to make about this amendment should be in writing, and must be sent to:

Teresa Dominik  
Manager, Economic & Environmental  
Planning  
Manningham City Council  
PO Box 1  
Doncaster 3108  
Before 22 December 2003

MAP 1. DONCASTER HILL ACTIVITY CENTRE



**MAP 2 DEFINITIONS OF DONCASTER HILL PRECINCTS (DONCASTER HILL PARKING PRECINCT PLAN, GTA CONSULTANTS FOR MANNINGHAM CITY COUNCIL, 28 APRIL 2003, Pg4).**

