

**MANNINGHAM PLANNING SCHEME
AMENDMENT C35
DONCASTER HILL PARKING PRECINCT
PLAN**

PANEL REPORT

JUNE 2004

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Robin Saunders, Chair



Esther Kay, Member



David Brous, Member

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1. SUMMARY

The purpose of Amendment C35 is to introduce new parking provisions for the Doncaster Hill Activity Centre (excluding the area occupied by Doncaster Westfield Shoppingtown). The current planning controls for parking within the City of Manningham are set out in Clause 52.06-5, which provides the default parking requirements of all schemes in Victoria.

The Parking Precinct Development Approach

While the approach taken conforms to the VPP Practice Note "Parking Precinct Plans", there is some confusion relating to the correct referencing of such plans in the Scheme.

The Panel concludes that as the reference to a Schedule in Clause 52.06-6 is clear, it would appear that there may be an error in the Practice Note and Planning Schemes On-line, which refer to the Table Heading as 52.06-2.

Data Collection

One submitter questioned the validity of data collection of existing parking conditions. The Panel was satisfied that the car parking survey undertaken on behalf of Council by GTA provided a reasonable picture of parking occupancy in the area covered by the Doncaster Hill Activity Centre and its immediate environs. The Panel acknowledges that the 85th percentile level of occupancy (i.e. that level of occupancy not exceeded for 85% of the time, an occupancy level commonly used as a measure of the peak provision that is reasonable to provide) might be slightly greater than that measured, and that on occasions there might be quite heavy demands on local on-street parking associated with functions at Doncaster Hill.

Modelling of future conditions

The Panel concludes that there were minor inconsistencies in the definition of floor areas and the likelihood of some error in the calibration of the car parking model and the prediction of future land use changes. Nevertheless, the Panel was reasonably satisfied with the modelling work and came to this view in the knowledge that the work was based on the professional experience of Mr Tucker, and the fact that the calibrated model gave good correlation with measured car parking profiles in specific precincts.

Uncertainty about future parking demand, including the effects of population increase on retail parking demand, and the impact of any future application of parking fees for on-street parking, highlight the need for periodic review of the parking forecasts.

Parking policy formulation

The Panel concludes that:

- The car space measures used in the Schedule to Clause 52.06-6 and incorporated Doncaster Hill Parking Precinct Plan should align with those used in Clause 52.06-5 of the Planning Scheme.

- The term “off-site” used in relation to parking in Section 4 of the Doncaster Hill Parking Precinct Plan should be defined to exclude “on-street” parking.
- Council should incorporate agreed wording as an additional point under Section 4 (iv) of the Doncaster Hill Parking Precinct Plan, namely:
The responsible authority will protect adjoining residential areas from the intrusion of car parking associated with developments within Doncaster Hill by considering the effects of car parking on adjoining residential areas before any variation of the requirements is granted.
This change will also need to be reflected in the Schedule to Clause 52.06-6, Section 3.0 *Other Requirements*.
- While the adoption of the exhibited rates for residential parking may result in some additional demand for on-street parking, the provision for a formal review of the Parking Precinct Plan every 3 to 5 years will provide opportunity for corrective action should this be necessary.
- The Doncaster Hill Parking Precinct Plan does not rely on any mode shift to public transport.
- Council's decision to supply car parking on-site rather than through the use of parking stations seems financially prudent.
- The Planning Scheme as it is at present, and as it is proposed to be amended, will not and should not prevent proponents from exercising the right to provide additional parking if they so desire. Nor will it prevent the Responsible Authority from exercising discretion to reduce or waive the parking requirements if there are good reasons for doing so.
- Before final adoption of Amendment C35 and the Doncaster Hill Parking Precinct Plan, Council should satisfy itself that it will be able to impose the range of environmental outcomes envisaged by Section 22.13-3 when a parking plan is approved and provided under Clause 52.06-2 and when there is no other requirement for a planning permit.

Subject to the points noted above, the adopted policy for car parking at Doncaster Hill provides a good match between the likely demand for car parking, and its on-site supply.

Policy considerations

The Panel concludes that:

- The adoption of the Doncaster Hill Parking Precinct Plan will not lead to any mode shift away from car-based transport.
- The rates specified in the proposed Schedule to 52.06-6 support Clause 11.03-4 (infrastructure provision) of the SPPF and Clause 21.21-2, Key issue 3 (Infrastructure requirements of the Doncaster Hill Activity Centre) of the SPPF.
- The proposed change to Clause 21.18-2, Key issue 1 (The need to reduce reliance on private cars and enhance community mobility) is inappropriate. Instead the proposed change would more logically be made to Clause 21.21-2, Key issue 3 (Infrastructure requirements in the Doncaster Hill Activity Centre). In terms of supporting Key Issue 3 of Clause 21.21-2, the rates specified in the proposed Schedule to 52.06-6 will clearly assist in delivering appropriate car parking infrastructure within the Doncaster Hill Activity Centre.

Accordingly, the Panel recommends adoption of Amendment C35, with specified changes to reflect its conclusions.

2. THE PANEL PROCESS

2.1 THE PANEL

This Panel was appointed under delegation on the 3 February 2004 pursuant to Sections 153 and 155 of the *Planning and Environment Act 1987* to hear and consider submissions in respect of Amendment C35 to the Manningham Planning Scheme. This amendment proposes to incorporate the Doncaster Hill Parking Precinct Plan into the Manningham Planning Scheme.

The planning authority is Manningham City Council and the proponent is Manningham City Council.

The Panel consisted of:

- Chairperson: Robin Saunders
- Member: Esther Kay
- Member: David Brous

2.2 HEARINGS, DIRECTIONS AND INSPECTIONS

A Directions Hearing was held on 26 February 2004 at Manningham City Council Offices, Heide Room, 699 Doncaster Road, Doncaster. The only Direction made related to the date for the exchange of Expert Witness reports.

The Panel Hearing was held on 23 April 2004 at Manningham City Council Offices, Council Chambers, 699 Doncaster Road, Doncaster.

The Panel members inspected the site and surrounding areas on Tuesday 6 April 2004.

It should be noted that the Panel was also appointed to hear submissions on Amendment C30 to the Manningham Planning Scheme, which proposes to introduce the Doncaster Hill Development Contributions Plan, and C37 which proposes some corrections to public acquisition overlays associated with Amendment C30. The hearings on C30, C37 and C35 ran concurrently, with a common site inspection.

It was the original intention to report on all three amendments in a single report. Errors discovered in the documentation for C30 during the Hearings led to the need for re-notification of the detail of the Development Contributions Plan, and a delay to the resumption of the C30 and C37 Hearings. The Panel decided, therefore, to report on C35 separately.

2.3 SUBMISSIONS

A list of all written submissions to Amendment C35 is included in Appendix A.

The Panel has considered all written and oral submissions and all material presented to it in connection with this matter.

The Panel heard the following parties.

Submitter	Represented By
Manningham City Council	Ms Sue Vujcevic. Mr David Graham Ms Vujcevic called the following witness: <ul style="list-style-type: none">➤ Mr Greg Tucker, Traffic and Transport Planning Engineer, GTA Consultants.
Nick Zoides	Nick Zoides, accompanied by Mr David Jones and Ms Angela Sepsakos,
David Hansen	Mr. David Hansen of Hansen Planning Services on behalf of Sue Nominees Pty Ltd.

3. WHAT IS PROPOSED?

3.1 THE SUBJECT SITE AND SURROUNDS

Amendment C35 applies to the area defined in the Manningham Planning Scheme as the Doncaster Hill Activity Centre, with the exclusion of Westfield Shoppingtown. The site extends along Doncaster, Williamsons and Tram Roads, as shown in Figure 1.

Figure 1 The Doncaster Hill Activity Centre area to which the Doncaster Hill Parking Precinct Plan applies (excludes Doncaster Westfield Shoppingtown).

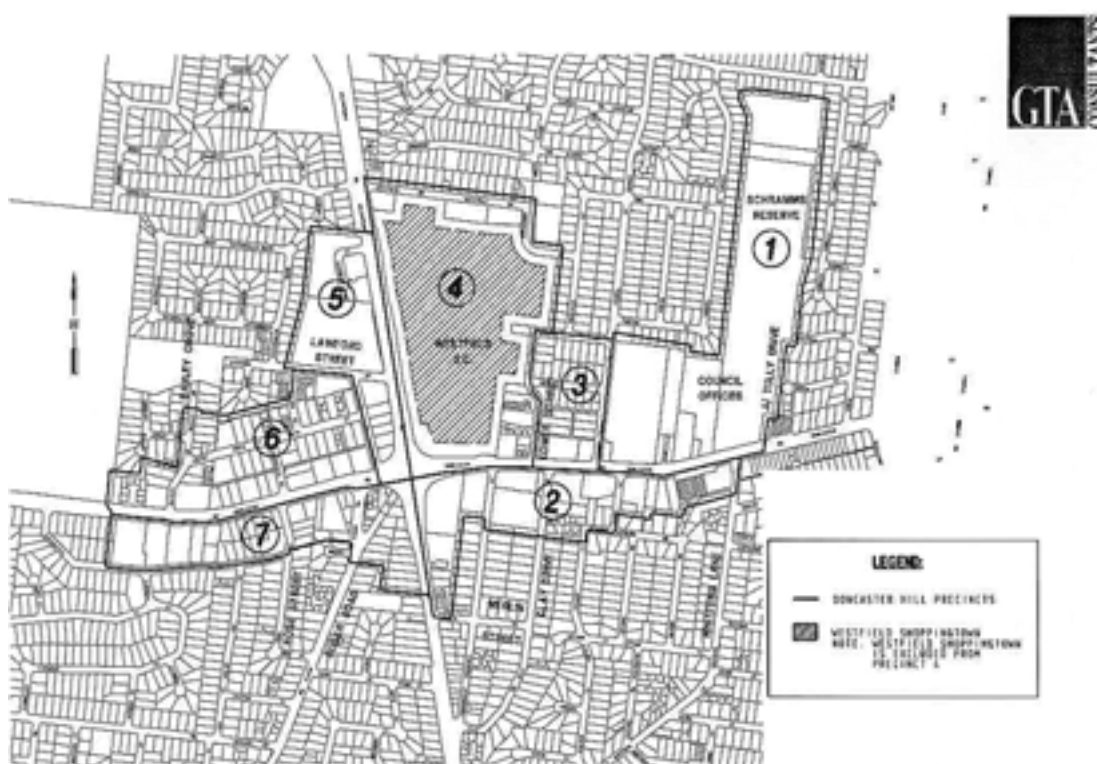


FIGURE 1: DEFINITIONS OF DONCASTER HILL PRECINCTS

The major uses within the Doncaster Hill Activity Centre include:

- Westfield Doncaster Shoppingtown, which is a major regional shopping centre with significant frontages to both Williamsons Road and Doncaster Road. It includes 60,000 m² of existing retail floor space, a major bus interchange, regional library, Westfield Tower offices and cinemas. Council has recently (January 2004) approved a major expansion of Westfield Shoppingtown, with an increase in floor space to a new total of 103,540 m². The expansion includes new pedestrian and transport networks and a new library and cinema complex.
- Manningham Municipal Offices, including the Manningham Function Centre and Gallery.
- Doncaster Playhouse.

- Doncaster Primary School.
- A Maternal and Child Health Care, Childcare and Preschool facility.
- Recreational facilities including Doncaster Bowling Club, Schramms Reserve and badminton court.
- Shoppingtown Hotel.
- Many community organisations including services, clubs and churches.
- Offices, showrooms, factories, restaurants and retail premises.
- Sovereign Point and The Crest Apartments (existing high rise residential tower developments in Williamsons Road).
- Some detached housing and medium density residential development.

The area surrounding Doncaster Hill is predominantly residential in nature, featuring detached housing of one and two storeys.

The vision for the Doncaster Hill Activity Centre, introduced into the Manningham Planning Scheme in Amendment C33, is for the creation of a sustainable urban village and the development of a vibrant and contemporary mixed-use activity centre by 2021.

3.2 THE AMENDMENT

The purpose of Amendment C35 is to introduce new parking provisions for the Doncaster Hill Activity Centre (excluding Doncaster Westfield Shoppingtown). The current planning controls for parking are set out in Clause 52.06-5, which provides the default parking requirements of all schemes in Victoria.

The Amendment C35 proposes to make the following changes to the Manningham Planning Scheme:

- Incorporation of the 'Doncaster Hill Parking Precinct Plan' (28 April 2003), prepared by GTA Consultants for Manningham City Council, into the schedule of Clause 81;
- Inclusion of changes to the schedule to Clause 52.06-6 relating to the variation of car parking requirements to reflect those specified within the 'Doncaster Hill Parking Precinct Plan (28 April 2003, GTA Consultants for Manningham City Council)'; and
- Referral to the 'Doncaster Hill Parking Precinct Plan (28 April 2003, GTA Consultants for Manningham City Council)' 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 background to the amendment includes a very substantial amount of strategic study into developing an urban village at Doncaster Hill, undertaken over a period of years by Manningham City Council and its various consultants. In particular, the Doncaster Hill Parking Precinct Plan is underpinned by successive reports commissioned by Manningham City Council and undertaken by Greg Tucker and Associates (GTA) including:

- Initial reports commissioned in August 2000 to develop an integrated transport framework for the Doncaster Hill Activity Centre, primarily focussing on reducing the dependency on car-based transport.
- The Doncaster Hill Strategy Modelling and Analysis Paramics Simulation Report (September 2002)
- The Parking Precinct Plan (April 2003)

Amendment C35 was placed on public exhibition on 20 November 2003, with a closing date for submissions of 22 December 2003. Notice of exhibition was published in:

- the Victorian Government Gazette on 20 November 2003;
- the Manningham Leader on 19 November 2003;
- the Manningham City Council website;
- the 4th edition of the Doncaster Hill Newsletter

Direct notification was also provided to property owners and occupiers within and surrounding the Doncaster Hill Activity Centre, prescribed Ministers, Statutory Authorities, local councils and others who had registered with Council to be kept informed of progress on the Doncaster Hill project.

3.3 NATURE OF THE PROPOSAL

Early work by GTA Consultants posited the notion of four car parking stations, five to six storeys high, in the Doncaster Hill Activity Centre. The GTA report on parking supply and demand in the Doncaster Hill Activity Centre, and the adjoining area, concluded that the demand for parking in the future would be sufficient to warrant a car parking station in Precinct 2. However GTA then assessed the supply of parking, taking into account existing off-street parking provision and existing on-street parking capacity, and the future provision of parking needs for new development in accordance with proposed rates for on-site parking. GTA concluded that the provision of new parking stations was not warranted.

The amendment proposes the setting of on-site car parking rates commensurate with present usage. Residents in Precinct 2 have been concerned that on-street parking will be inadequate, while one developer has expressed concern to ensure that developer's right to provide on-site parking in excess of the proposed rates be maintained.

4. ISSUES

4.1 NATURE OF SUBMISSIONS

GTA on behalf of Manningham City Council (the Planning Authority and the Proponent) organised its presentation under the following headings:

- i. The Parking Precinct Plan development approach.
- ii. Existing conditions.
- iii. Modelling future conditions.
- iv. Parking policy formulation.

The key issues identified by submitters are listed below.

- v. The desirability of amending *Section 4 – Outcomes of Parking Precinct Plan* to include reference to Water Sensitive Urban Design.
- vi. The need to retain discretion to vary the parking rate for specified uses and the ability to provide car parking at a higher rate than specified.
- vii. The adequacy of the survey of on-street car parking.
- viii. The adequacy of the modelling of parking supply and demand.
- ix. The likelihood that an increased proportion of trips will be made by public transport.
- x. The sharing of on-street car parking between residential visitors and retail shoppers.

4.2 ISSUES IDENTIFIED BY THE PANEL

Further to the issues identified by the proponent and submitters, the Panel identified a further issue:

- xi. The extent to which the amendment supports strategic policy, and will, of itself, assist the achievement of the strategic policy of reducing reliance on car-based transport.

The Panel has grouped these issues and proposes to deal with them in the following order:

Report Chapter	Heading	Issues
6	The Parking Precinct Plan development approach	i
7	Existing conditions	ii, vii
8	Modelling future conditions	iii, viii, x
9	Parking policy formulation	iv, v, vi,
10	Policy considerations	ix, xi

5. STRATEGIC CONTEXT

5.1 STRATEGIC PLANNING FRAMEWORK

This Section identifies the strategic context within which issues associated with Amendment C35 must be considered.

The relevant documents that provide the strategic context for considering Amendment C35 are as follows:

- Metropolitan Strategy – Melbourne 2030.
- Manningham Planning Scheme – SPPF and LPPF.

5.2 METROPOLITAN STRATEGY - MELBOURNE 2030

Doncaster is nominated as a Principal Activity Centre in *Melbourne 2030*. The key directions of *Melbourne 2030* that are of most direct relevance to this matter include:

- Direction 1 – A more compact city, which encourages concentration of new development at activity centres near current infrastructure
 - Policy 1.1 – Build up activity centres as a focus for high-quality development, activity and living for the whole community. One of the characteristics of Principal Activity Centres is "*the potential to grow and support intensive housing developments without conflicting with surrounding land uses*".
 - Policy 1.2 – Broaden the base of activity centres that are currently dominated by shopping to include a wider range of services over longer hours, and restrict out-of-centre development.
 - Policy 1.3 – Locate a substantial proportion of new housing in or close to activity centres and other strategic redevelopment sites that offer good access to services and transport.
- Direction 7 – A greener city, under which
 - Policy 7.6 seeks to ensure that land-use and transport planning and infrastructure provision contribute to improved air quality.
- Direction 8 – Better transport links, under which
 - Policy 8.3 – Plan urban development to make jobs and community services more accessible. Initiative 8.3.1 requires that integrated transport plans be prepared for all new major residential, commercial and industrial developments, and guidelines be developed [*by Government*] for developers and Councils that emphasise sustainable transport outcomes, including provision for, inter alia: Defining parking requirements (including setting maximum rather than minimum provision)
 - Policy 8.8 – Promote the use of sustainable personal transport options. Initiative 8.8.5 requires a [*Government*] review of car parking policies and management in

Central Melbourne and Principal and Major Activity Centres while considering the needs of shoppers and short-term visitors, so that more people will be encouraged to switch to public transport.

Note: Reference to *Government* above added for clarity.

5.3 STATE PLANNING POLICY FRAMEWORK (SPPF)

Many of the elements of the SPPF that are relevant to Manningham C35 also reflect policies in the Metropolitan Strategy. Relevant elements of the SPPF include:

- 11.01 Introduction. It is the State Government's expectation that planning and responsible authorities will endeavour to integrate the range of policies relevant to the issues to be determined and balance conflicting objectives in favour of net community benefit and sustainable development.

Clause 11 of the SPPF contains seven principles of land use and development planning, addressing settlement, environment, management of resources, infrastructure, economic well-being, social needs and regional cooperation.
- 11.03-1 relates to settlement, and states that:
Planning is to anticipate and respond to the needs of existing and future communities through the provision of zoned and serviced land for housing, employment, recreation and open space...and infrastructure.
- 11.03-4 relates to infrastructure, and states that:
Planning for development of urban physical and community infrastructure should enable it to be provided in a way that is efficient, equitable, accessible and timely.
- Clause 14 of the SPPF relates to settlement. Clause 14.01 related to planning for urban settlements, includes the following objective:
To facilitate the orderly development of urban areas.
- 14.01-2 under General Implementation, states:
Planning authorities should facilitate the orderly development of developing areas through the preparation of structure plans. The plans should take into account the strategic and physical context of the location, provide for the development of sustainable and liveable urban areas in an integrated manner, facilitate the development of walkable neighbourhoods and facilitate the logical and efficient provision of infrastructure.
- Clause 15 of the SPPF relates to environment. Clause 15.12-1 contains the objective:
To encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.
- Clause 16 of the SPPF relates to Housing, and Clause 16.01-1 contains the objective:
To encourage residential development that is cost-effective in infrastructure provision and use, energy efficient, incorporates water-sensitive design principles and encourages public transport use.
- Clause 17 of the SPPF relates to Economic Development. Clause 17.01-2 states, in part, that:
Activity centres should be planned to:
— *Provide good accessibility by all available modes of transport (particularly public transport) and safe pedestrian and cycling routes, and to encourage multi-purpose trip-making to such centre.*

- Clause 17.02 addresses Business. Clause 17.02-1 has the following objective

To encourage developments that meet community's needs for retail, entertainment, office and other commercial services and provide net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.

- Clause 18 addresses Infrastructure, and Clause 18.02 addresses Car parking and public transport access to development. Clause 18.02-2 under General Implementation states in part that:

...In allocating or requiring land to be set aside for parking, planning and responsible authorities should:

- Have regard to the existing and potential modes of access including public transport, the demand for off-street parking, road capacity and the potential for demand management of car parking.*
- Encourage the efficient provision of car parking through the consolidation of car parking facilities.

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 amenity of residential precincts should be protected from the effects of road congestion created by on-street parking.

5.4 LOCAL PLANNING POLICY FRAMEWORK (LPPF)

There are various elements of the Manningham Planning Scheme LPPF that are relevant to Amendment C35. Many of the issues and objectives of the LPPF directly overlap with those of the SPPF and the Metropolitan Strategy. The following clauses are of particular relevance.

- Clause 21.05-2, Key Issue 4, relates to Urban Design—Functionality of commercial developments, and has the following objective:
To achieve development with a high standard of amenity, functionality and safety.
Strategies identified to achieve this objective include:
Appropriately designed and located car parking.
- Clause 21.21 relates to the Doncaster Hill Activity Centre. Clause 21.21-2, Key Issue 1 (*Incorporating ecologically sustainable development in every facet of design, demolition, construction and operation*), includes the following objective for transport:
To maximise alternative modes of transport and minimise environmental impacts associated with car parks.

- Clause 21.21-2, Key Issue 3 (Infrastructure requirements in the Doncaster Hill Activity Centre), includes the following objective:
To ensure that the future infrastructure requirements of the Doncaster Hill Activity Centre are met in a comprehensive timely and equitable manner.
Further Strategic Work identified to assist in the implementation of this objective includes:
Applying appropriate car parking rates, supporting public transport use, creating highly permeable pedestrian networks and providing pedestrian and cyclist links to reduce dependency on private car use.

6. THE PARKING PRECINCT PLAN DEVELOPMENT APPROACH

6.1 INTRODUCTION

Parking Precinct Plans are relatively new planning tools, and only a few have been prepared in Victoria. Guidance on the development and implementation of Parking Precinct Plans is given in the VPP Practice Note — Parking Precinct Plans. The Practice Note provides an excellent explanation of what a Parking Precinct Plan is, what it does, when it is necessary, deciding on a parking strategy, undertaking a parking study, the contents of a Parking Precinct Plan, giving the plan statutory force, and monitoring and review.

In providing expert evidence to support the introduction of the Parking Precinct Plan into the Manningham Planning Scheme, Mr Greg Tucker of GTA Consultants referred to the VPP Practice Note, and explained the process.

Mr. Tucker also advised the Panel that as part of the strategic analysis underpinning the development of the Doncaster Hill Activity Centre as a high density, mixed use urban village, GTA Consultants on behalf of Westfield Pty Ltd and Manningham City Council undertook a traffic modelling and analysis of the Doncaster Hill area for the years 2001, 2011 and 2021 titled 'Doncaster Hill Strategy Modelling and Analysis' dated 20 September 2002. One of the recommendations in the report commented on the need for car parking in satellite car parking stations.

This recommendation is singled out here, as Council's decision to provide no car parking stations gave rise to some community concern about the likely pressure in the future on on-street car parking. As will be seen in Section 9.1 below, the requirement for car parking stations needs to be considered in the light of the off-site demand for car parking, which depends in turn on the levels of on-site parking required under the Planning Scheme.

Further work for Manningham City Council was undertaken by GTA Consultants in 2003, in the form of a Doncaster Hill Parking Study. The study provided the basis for refinement of parking supply and demand, and the preparation of the Doncaster Hill Parking Precinct Plan.

As discussed in Section 8.3.1 of this report, the Doncaster Hill Study excludes Shoppingtown from the analysis of carparking supply and demand. GTA Consultants have, however, undertaken extensive work on behalf of Westfield Limited, the owners of Shoppingtown, and Mr. Tucker provided the Panel with a helpful overview of carparking supply and demand at Shoppingtown.

6.2 DISCUSSION

It was apparent to the Panel that there was some confusion as to whether the Schedule that the Incorporated Parking Precinct Plan proposed to be included in the Scheme should be referred to as the Schedule to Clause 52.06-2 or Clause 52.06-6, as both references were used in the proponent's presentations.

The Panel observes that Clause 52.06-6 is headed Parking precinct plan and states:

A parking precinct plan is a strategic plan relating to parking of cars and other vehicles within a defined area which is incorporated into this scheme and listed in the schedule to this clause.

The copy of Section 52.06 provided to the Panel (and marked exhibit M11) had, following Clauses 52.06-6 the page headed SCHEDULE TO CLAUSE 52.06-6. The Panel has adopted this numbering in referring to the Schedule in this report.

However, in the VPP Practice Note, it is referred to throughout as Schedule to Clause 52.06-2 and is labelled this way in the template provided on the Department of Sustainability and Environment web site. This is also the description given in the Manningham Planning Scheme on-line.

Clause 52.06-2 refers to 'Design and Construction', and does specify the requirement for a 'Car parking plan'. However this is a design requirement. Clause 52.06-2 refers to "*any relevant parking precinct plan*" only in the **Decision guidelines**.

In terms of the general numbering of Tables, the Panel notes that the standard car parking table is numbered as Clause 52.06-5

The Panel concludes that as the reference to a Schedule in Clause 52.06-6 is clear, it would appear that there may be an error in the Practice Note and Planning Schemes On-line, which refer to the Table Heading as 52.06-2.

6.2.1 RECOMMENDATION

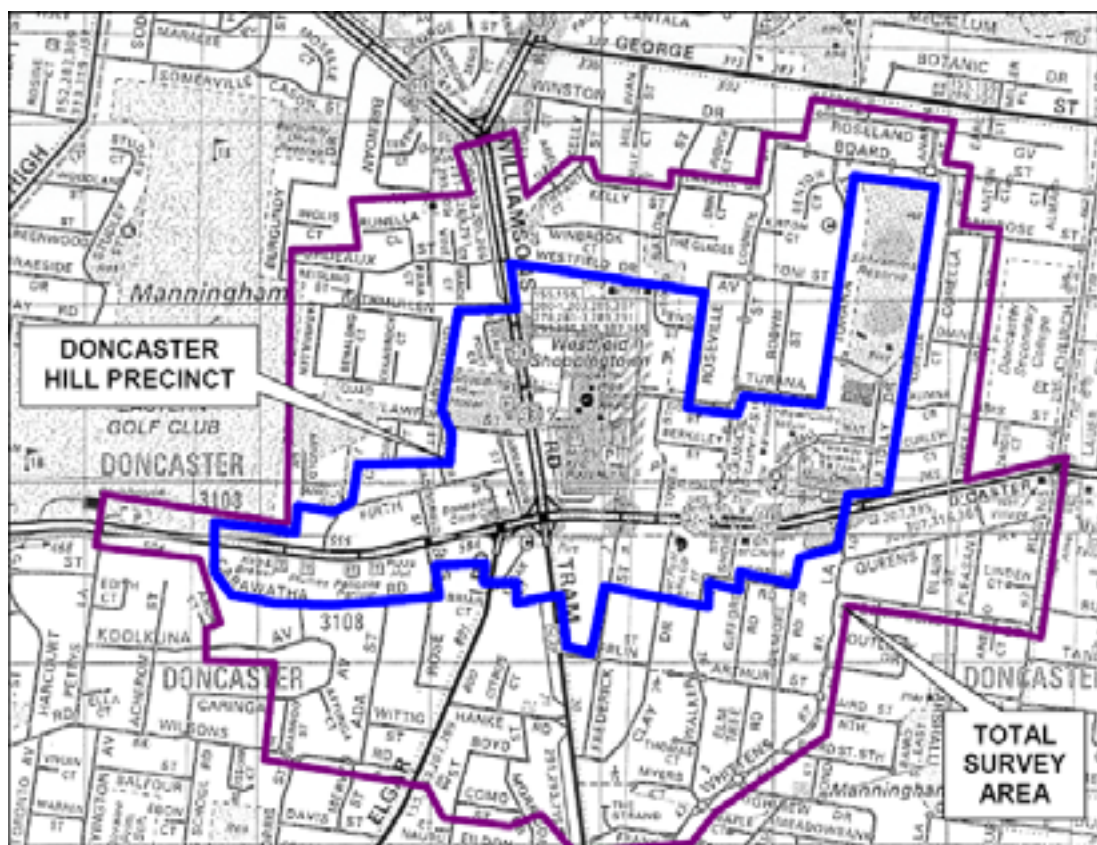
The Panel recommends that the Department of Sustainability and Environment reviews the anomaly in the numbering of the Parking Precinct Plan schedule in the VPP Practice Note and standard template.

7. EXISTING CONDITIONS

7.1 DATA COLLECTION

As part of the study area for the Doncaster Hill Parking Study, two areas were considered. The primary (inner) area was identical with the Doncaster Hill Activity Centre as defined in the Manningham Planning Scheme. The secondary (outer) area, termed the 'Total Survey Area', was intended to define an interface between the high density Activity Centre and the low density residential development surrounding the centre, with the potential need for specific car parking arrangements to manage the transition between the two areas. These areas are shown in Figure 2.

Figure 2 Doncaster Hill area and Total Survey Area



The Total Survey Area was subsequently deleted from further consideration by GTA when the survey of available car parking showed an abundance within the Activity Centre area, and GTA assessed that development in Doncaster Hill would have relatively minor impact (with respect to parking) to the transitional area—see Section 9.

Land use data and car parking data was compiled for the same precincts within the Activity Centre as those defined in the Manningham Planning Scheme, as shown in Figure 1 (see Section 3.1).

Westfield Shoppingtown was excluded from the Parking Study, on the grounds that it had been the subject of many previous detailed traffic and parking studies and specific controls for development including traffic access and car parking requirements, which have already been incorporated into the Manningham Planning Scheme. Precinct 4, in which Shoppingtown lies, was reduced, for the purposes of the Parking Study, to the area bounded by Doncaster Road, Tower Street, Goodson Street and the eastern end of Shoppingtown.

Existing land use data was obtained from Council, with component uses and associated floor areas. While some 35 different land uses were mapped by precinct, Table 1 below gives an overview of the uses that GTA considered critical in terms of car parking.

Table 1 Summary of existing gross floor areas

Land Use	Unit	Precincts 1, 3 & 4	Precinct 2	Precincts 5 & 6	Precinct 7	Total
Car Sales Yard	sq m			1,443	1,407	2,850
Restaurant	sq m				3,014	3,014
Office	sq m	793	10,220	3,377	612	15,001
Residential Dwelling	Number	45	49	260	8	362
Showroom	sq m	0	1,349	3,094	3,991	8,434
Other	sq m	7,671	7,104	10,561	5,288	29,182
Total ¹	sq m	8,509	18,722	17,292	14,320	58,843 ²

Note 1 Excludes numbers of residential dwellings

Note 2 Includes 5059 sq m of vacant land

An inventory of the car parking spaces presently available within both the Activity Centre and the Total Survey Area was presented and the summary is reproduced in Table 2 below.

Table 2 Car parking supply

Area ¹	On-street Supply	Off-street Supply ²	Total
Doncaster Hill Activity Centre	815	2,466	3,281
Total Survey Area	4,714	2,466	7,180

Note 1 Westfield Shoppingtown is excluded from the car parking areas.

Note 2 Off-street supply does not include private garages for single dwellings.

GTA undertook hourly car parking surveys for all on-street parking and off-street car parks associated with the Shoppingtown Hotel and the Municipal Offices at the following dates and times:

- Friday 19 July 2002 7:00am – 7:00pm
- Saturday 20 July 2002 9:00am – 9:00pm

Subsequent surveys of all other off-street parking were undertaken at the following dates and times

- Friday 12 October 2002 7:00am – 7:00pm
- Saturday 13 October 2002 9:00am – 9:00pm

GTA reported the overall results as follows:

- *A relatively low utilisation of car parking within all 'Doncaster Hill' precincts with car occupancy within each of the individual precincts not exceeding 57%, which was recorded in Precinct 6 on the Friday. [Panel note: this occurred at 3:00pm]*
- *Total parking within all precincts 1-7 [Panel note: all precincts combined] indicating a peak occupancy of 46% comprising 51% occupancy within off-street parking areas and 30% occupancy of on-street parking supplies. [Panel note: this occurred on Friday at 1pm]*
- *Across the 'Total Survey Area' a peak parking occupancy of 25% was recorded on Friday.*
- *These surveys indicated an abundance of available car parking both within the seven (7) 'Doncaster Hill' precincts and the 'Total Survey Area'.*

7.2 DISCUSSION

Mr Nick Zoides, a resident from just south of Precinct 2, in his submission to the Panel spoke on behalf of a number of residents from his area, two of whom supported him at the Hearing. In relation to the survey of car parking usage, Mr Zoides stated that traffic and parking problems have worsened in recent years, and that local streets are already under pressure from on-street parking. He provided photographs of heavy parking in Short Street, Hepburn Road and Gifford Road to support his views. He questioned the sufficiency of the survey on a particular Friday and Saturday to accurately represent the parking characteristics of the area.

Mr Zoides clarified for the Panel that his photos of heavy parking were associated with a wedding held at the Church of Christ near the corner of Short Street and Doncaster Road.

The Panel had noted on its site inspection on Tuesday 6 April 2004 that on-street parking throughout the area was quite light, though it acknowledges that significant daily variations can occur in on-street parking when events are held at churches, schools and other gathering places. These variations will not necessarily be accounted for in a single survey. The Panel requested advice from Mr Tucker as to whether it was usual to rely on a single survey to represent parking conditions in an area. Mr Tucker confirmed that this was usual practice.

The Panel understands the concern of residents such as Mr Zoides who experience the inconvenience of dealing with parking demand peaks associated with individual land uses. The Panel believes that specific problems such as those raised, which result from an existing specific land use, are best dealt with by Council as for any other localised parking issue, rather than by altering the future statutory parking requirements of other land use types across Doncaster Hill.

The Panel asked if there was any data on usage of facilities over time, against which the potential variation of parking could be judged. It seemed that no records of the visitor rates

were kept, with the exception of Shoppingtown. Mr Tucker advised that records of usage of the Shoppingtown car parks were as detailed in Table 3 below.

Table 3 Shopper visitation rates at Shoppingtown

Day	85 percentile counts over the year October 2001 to October 2002	Actual count on the days of the Parking Survey
Friday	35,924	30,946
Saturday	29,586	26,471

Were the attendance of shoppers at Shoppingtown a good indicator of parking demand within the Doncaster Hill Activity Centre (excluding Shoppingtown), it might be concluded that the surveyed parking occupancy rates were only 86% to 89% of the likely 85 percentile parking occupancy (i.e. that level of occupancy not exceeded for 85% of the time, an occupancy level commonly used as a measure of the peak provision that is reasonable to provide). Mr Tucker stated that he believed that the overall parking occupancy would vary less than for attendances at Shoppingtown. Mr Tucker advised that, in any event, the difference that any such correction might make was small compared to the abundance of available parking.

The matter of the deletion of Shoppingtown from Precinct 4 will be discussed in Section 8.3 below.

7.3 CONCLUSION

The Panel was satisfied that the car parking survey provided a reasonable picture of parking occupancy in the area, acknowledging that the 85 percentile level of occupancy might be slightly greater than that measured, and that on occasions there might be quite heavy demands on local on-street parking associated with functions at Doncaster Hill.

8. MODELLING FUTURE CONDITIONS

8.1 CALIBRATION OF THE MODEL

GTA advised that a car parking model has been devised for the Doncaster Hill area. Model inputs include:

- Floor space data, as discussed in Table 1 in Section 7.1 above.
- Car parking rates, from a variety of sources (but not rates specifically measured in this study).
- Temporal distribution, with a profile of the parking accumulation during the day associated with each land use type. These distributions came from GTA file information, (but were not distributions specifically measured in this study).

GTA advised:

- *It is noted that an assessment of the land use data indicates that about 85% of the floor space within Doncaster Hill can be accounted for by four (4) key land use groups along with a significant contribution from the 362 residential dwellings. As a consequence, the modelling of the car parking characteristics is relatively sensitive to the car parking rates adopted for these uses and relatively insensitive to the car parking rates adopted for the balance of the uses.*
- *The critical car parking rates and which will most significantly impact the development of the car parking model include: Restaurant, Office, Car Sales Yard, Residential Dwellings and Showroom.*

GTA then plotted parking profiles over the specified hours (7:00am to 7:00pm Fridays, and 9:00am to 9:00pm Saturdays) for both measured car parking and car parking modelled on the present land use parameters. Adjoining precincts 1, 3 & 4 and 5 & 6 were amalgamated for modelling purposes due to likely car parking and land use interactions between them. A typical parking profile is shown in Figure 3, which reproduces the GTA Figure 3.5 in its evidence to the Panel.

The parking rates for selected land uses were then adjusted in the model to give a better fit of the measured and predicted results, on the basis of the significance of the land use to the parking demand, and the temporal distribution of the parking demand. For example, residential parking demand is high at 7:00am. Figure 4 is a reproduction of Figure 3.13 in the GTA evidence to the Panel, and shows how the adjusted rates provide a better fit between the recorded demand and the modelled (anticipated) demand.

Figure 3 Precincts 1, 3 and 4 parking profile, Friday

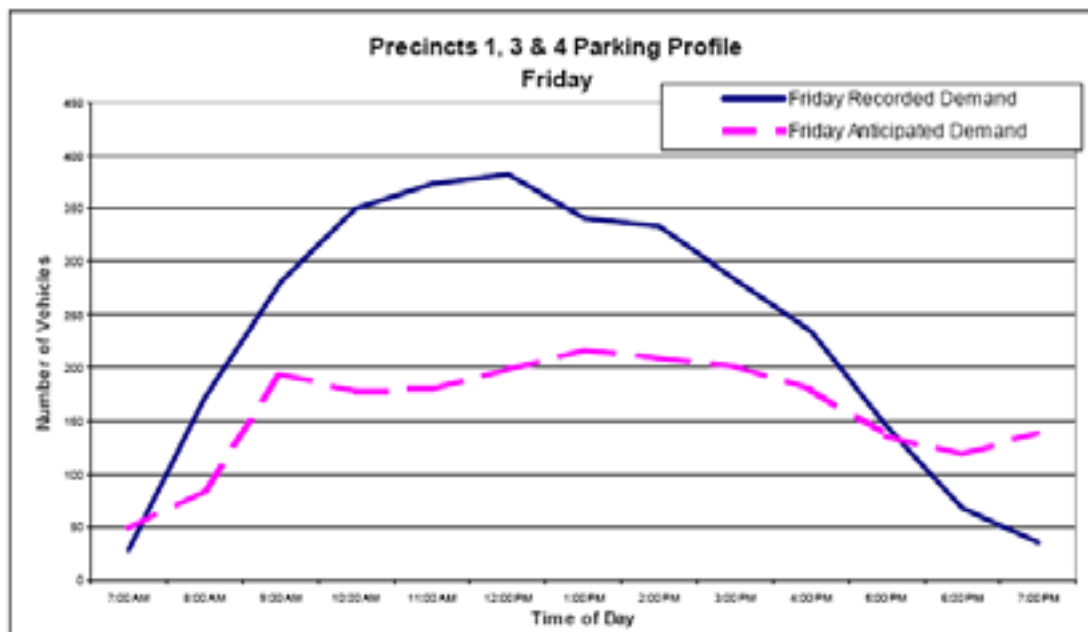
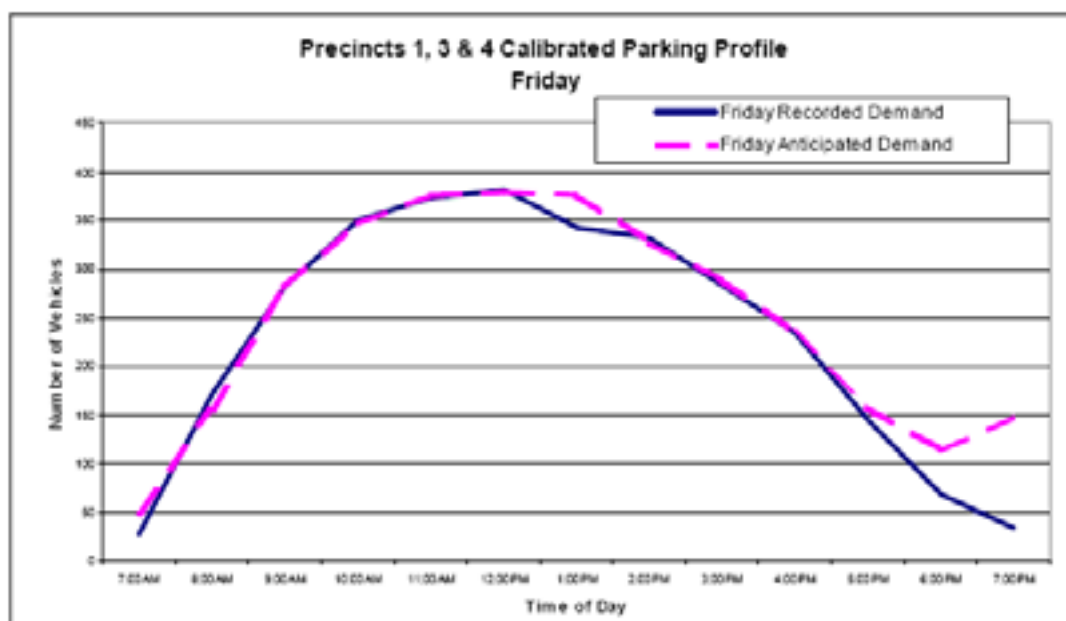


Figure 4 Precincts 1, 3 & 4 calibrated parking profile, Friday



Mr Tucker advised the Panel that:

The car parking models for Precinct 1, 2 & 3 and Precinct 2 on Saturday were not calibrated for further analysis on the following basis:

- *The car parking models for Precinct 1, 3 & 4 contained a number of sports fields supporting both active and passive recreational activities. Activities such as these made it difficult to calibrate the model and that enough car parking was considered to be available within the precinct.*
- *Precinct 2 on Saturday shows significantly reduced actual and anticipated car parking to that on Friday. However, given that the dominant use is office it is*

likely that any parking policies that may be considered for this precinct would be heavily governed by the car parking demands generated on a Friday.

Table 4 tabulates the adjusted parking rates for the critical land uses, with the rates given in Clause 52.05-5 of the Planning Scheme, and the assumed parking rates used as a basis for the model for comparison.

Table 4 Adjusted parking rates

Land Use	Planning Scheme Clause 52.06-6 rate	Assumed parking rates based on a variety of sources	Adjusted rates following model calibration
Land uses marked "Critical car parking rates given propensity of use in Doncaster Hill" (Table 3.3 GTA evidence)			
Car Sales Yard	Not specified	1.33 spaces / 100m ² site area	1.33 spaces / 100m ² site area
Restaurant	0.6 spaces / seat	0.42 spaces / seat	0.36 spaces / seat
Office	3.5 spaces / 100m ² NFA (net floor area)	2.8 spaces / 100m ² GFA (gross floor area)	2.5 spaces / 100m ² GFA
Residential Dwelling	2 spaces / dwelling	1.3 spaces / dwelling	1.3 spaces / dwelling
Showroom	Not specified	2.5 spaces / 100m ² GFA	1.5 spaces / 100m ² GFA ¹
Land uses not marked "Critical car parking rates given propensity of use in Doncaster Hill" (Table 3.3, GTA Evidence)			
Factory	2.9 spaces / 100m ² NFA	1.3 spaces / 100m ² GFA	1.0 spaces / 100m ² GFA
Hotel	60 spaces / 100m ² bar floor area, plus 30 spaces / 100m ² lounge floor area	13.6 spaces / 100m ² floor area	7 spaces / 100m ² floor area
Municipal Office	3.5 spaces / 100m ² NFA (net floor area)	2.8 spaces / 100m ² GFA	6.5 spaces / 100m ² GFA
Shop	8 spaces / 100m ² NFA	4 spaces / 100m ² GFA	4 spaces / 100m ² GFA ²

Note 1: All car parking rates are similar on Saturday except Showroom use which increases to 2.5 spaces / 100m² GFA on Saturday.

Note 2: Shop has been included in the above table due to the importance of retail land use in the modelling, although the assumed rate has not been varied.

GTA advised that visitor car parking was also included in the model to anticipate the split between short term and long term car parking for the major land use components in Doncaster Hill, as shown in Table 5.

Table 5 Visitor car parking rates

Land Use	Visitor Parking Rate
Residential	0.1 spaces / dwelling
Restaurant	88.5% of total parking
Retail	80% of total parking
Office	7% of parking demand
Municipal office	3.0 spaces / 100m ² GFA

8.2 MODELLING FUTURE CONDITIONS

The modelling of future conditions was undertaken for the years 2011 and 2021, using:

- the adjusted car parking rates, allowing for visitor parking;
- changes in land use floor areas; and
- travel mode split.

The changes in floor areas from those in 2001 are shown in Table 6 below, which reproduces the data provided in Table 3.7 in the GTA evidence to the Panel.

Table 6 Gross Floor areas in 2001, 2011 and 2021

Year	Precinct	1	2	3	4	5	6	7	Total
2001	Residential	0	49	29	16	98	162	8	362
	Retail	0	3,536	0	46	0	3,647	3,991	11,220
	Commercial	6641	10,509	229	1,592	2,607	11,040	9,947	42,565
2021	Residential	63	1,154	653	67	545	508	783	3,773
	Retail	0	5,188	1,577	46 ¹	3,005	3,489	5,760	19,065
	Commercial	6326	20,688	2,745	1,671	7,095	4,152	15,001	57,678
2021	Residential	63	1,154	653	67	545	935	783	4,200
	Retail	0	5,188	1,577	46 ¹	3,005	5,443	5,760	21,019
	Commercial	6326	20,688	2,745	1,759	,7095	9,118	15,001	62,732

Note 1: Assumes that all retail floor area growth in Precinct 4 is attributed to Shoppingtown, which is not included in study.

The Government target for public transport mode share in Melbourne 2030 is for an increase from the present 9% to 20% by 2020. Mr Tucker advised the Panel that:

- *As a result of the above, the 'Doncaster Hill Strategy Traffic Modelling and Analysis' adopted a change in mode share of approximately 10% away from private car use by 2011 and remaining constant to 2021. The ability to obtain this change in mode split by 2011 is however dependent on the timing of the implementation of future public transport facilities to Doncaster Hill.*

- *It should be noted that it has been assumed that car ownership within Doncaster Hill will not change to 2021 therefore indicating no expected change in the parking requirements for residential land uses.*

Modelling was done for two cases: with the predicted mode shift, and without it. Table 7 summarises the maximum hourly values of predicted marginal long term and visitor parking in the previously grouped precincts for a Friday, in 2011 and 2021, shown in full in the GTA Evidence Tables 3.8A & B, and 3.9A & B.

Table 7 Summary of maximum predicted marginal parking, Friday

Precinct		1,3 & 4	2	5 & 6	7	Total
2011	No mode shift	817 (42@2pm) ²	1196 (74@10am)	973 (105@2pm)	806 (68@1pm)	3782 ¹
2011	10% mode shift	767 (27@2pm)	1196 (60@10am)	972 (89@2pm)	803 (47@1pm)	3729 ¹
2021	No mode shift	817 (42@2pm)	1196 (74@10am)	1461 (142@2pm)	806 (68@1pm)	4270 ¹
2021	10% mode shift	767 (27@2pm)	1196 (60@10am)	1458 (122@2pm)	803 (49 @7pm)	4215 ¹

Note 1: Minor arithmetic errors reproduced from the original tables.

Note 2: Figures in brackets denote the maximum number of visitor parking demand, and the time of day it occurs.

The maximum parking demand occurs at 7:00am in all precincts, reflecting the significance of the residential component.

8.3 DISCUSSION

8.3.1 EXCLUSION OF SHOPPINGTOWN

Matching supply and demand is an essential task for the effective establishment and operation of free-standing shopping centres such as Shoppingtown. It is an area where detailed surveys are common, and where data is plentiful. Although Clause 52.06-5 stipulates 8 car spaces per 100m² net floor area, it is common for this rate to be considerably reduced when approvals are given. Mr Tucker advised that the recent permit for the expansion of Shoppingtown will bring the overall rate down to about 5 car spaces per 100m² net floor area.

Had the analysis of demand been predicated on aggressive measures to promote a shift in mode share away from private car use, the exclusion of Shoppingtown may have had an adverse impact on the overall outcome, as the parking rates at Shoppingtown for the foreseeable future provide for relatively unrestrained use of private cars for shopping.

However no such aggressive measures are suggested in the analysis. The matching of supply and demand, and the role of mode-shift, is further discussed in Section 9.3.

8.3.2 CALIBRATION OF THE MODEL

A number of issues arise concerning the calibration of the model, of which the major ones are:

- Measurement of floor areas.
- Selection of critical land use parameters.
- Assumed car parking rates.
- Critical parameters for future car parking demand.

Measurement of floor areas

The units used by GTA to specify parking rates in relation to floor areas throughout the parking study has generally been "Spaces / 100m² Gross Floor Area (GFA)", except for car sales yards where "Spaces / 100m² site area" has been used, residential dwellings where "spaces / dwelling" has been used, or where no units have been provided. Clause 52.06-5 specifies car parking rates generally in terms of "Spaces / 100m² Net Floor Area", and the Panel was concerned that common units be used for floor areas, and that no significant error was introduced by mixing different units.

Mr Tucker advised the Panel that in respect to offices, the difference between gross and net floor area is small and would not make a significant difference to the recommended car parking rate.

In relation to shops and restricted retail premises, Mr Tucker advised that the leasable floor area of a building is defined as "*That part of the net floor area to be leased. It does not include public or common tenancy areas, such as malls, verandahs, or public conveniences.*" As Shoppingtown is excluded from the Parking Precinct Plan, the expected premises are not likely to include malls or public conveniences. He concluded that the leasable floor area is expected to be similar to the gross floor area.

Selection of critical land use parameters

Critical land use parameters used as a basis for calibration of the car parking model were identified as Restaurant, Office, Car Sales Yard, Showroom and Residential Dwellings. The first four groups were stated to represent 85% of the floor space within Doncaster Hill.

The Panel noted that Table 1 shows a rather different picture, with the four land uses identified as being critical accounting for only 50% of the existing floor space. Perhaps the critical office use is extended to include other types of office in the Office group (i.e. Municipal Office, Office/Factory, Office/Warehouse, Medical Centre/Surgery and Bank—see Table 3.1 in the GTA evidence), but these other uses are not marked as critical in Table 3.3 of the GTA evidence. Even if they were assumed to be critical, the additional 10,000 m² would bring the percentage of the groups to only 66% of the floor space within Doncaster Hill.

Assumed car parking rates

There was some discussion and comment from Mr Zoides at the Panel Hearing about the origin and applicability of the assumed parking rates. For instance retail rates came from surveys in Bridge Road, Richmond and Glenferrie Road, Hawthorn; residential rates came from Sovereign Point within Doncaster Hill; and offices from IMPS data.

The Panel noted that significant differences in parking rates arise in different locations: in the retail core of the City of Melbourne there is no requirement for retail parking, for example.

Mr Zoides was also critical of the allowance made in the modelling for short-term residential visitor parking and retail customer parking to occur at different times of the day.

Critical parameters for future car parking demand

To get a feel for the relative importance of the different land uses in contributing to future parking demands at Doncaster Hill, Table 8 below applies the adopted car parking rates to the gross floor areas (as tabulated in Table 6 above, Section 8.2).

Table 8 Application of adopted car parking rates to gross floor areas

Year		All Precincts	Adopted Car Parking Rate	Car Spaces
2001	Residential	362	1.3 / dwelling	470
	Retail	11,220	4 / 100 m ² GFA	449
	Commercial	42,565	2.5 / 100 m ² GFA	1,064
2021	Residential	3,773	1.3 / dwelling	4,905
	Retail	19,065	4 / 100 m ² GFA	763
	Commercial	57,678	2.5 / 100 m ² GFA	1,442
2021	Residential	4,200	1.3 / dwelling	5,460
	Retail	21,019	4 / 100 m ² GFA	840
	Commercial	62,732	2.5 / 100 m ² GFA	1,568

Table 8 is only a crude representation of the overall parking demand, because, unlike the GTA analysis, it does not provide for the different times of day at which the parking demands occur, and it applies the dominant parking rate to all sub-categories within the land use group. Nevertheless it throws into perspective the following points:

- In 2001, Commercial and Retail dominate Residential (excluding Shoppingtown).
- In 2011 and 2021, Residential dominates Commercial and Retail (excluding Shoppingtown).

The model does not allow for changes in population demand for a static retail space. If the population increases, it assumes that the space will be expanded to accommodate the increased demand, affecting the supply of parking, rather than to increase parking with a static floor area. This assumption may not necessarily accord with the reality of the economics of retail operations.

The model also assumes that the utilisation of on-street car parking is not subject to any fees or charges, through the use of metering, and consequently there is no analysis of the likely changes to car parking preferences if charges were applied by the Council. The assumption that fees and charges will not be imposed on car parking in on-street spaces over the period to 2021 is not credible. Financial consideration of the construction and operation of a car parking station has only been made in the most general terms, though the imposition of a fee is unlikely to increase the demand for a parking station.

8.4 CONCLUSIONS

The Panel concludes that there were minor inconsistencies in the definition of floor areas and the likelihood of some error in the calibration of the car parking model and the prediction of future land use changes. Nevertheless, the Panel was reasonably satisfied with the modelling work and came to this view in the knowledge that the work was based on the professional experience of Mr Tucker, and the fact that the calibrated model gave good correlation with measured car parking profiles in specific precincts.

Uncertainty about future parking demand, including the effects of population increase on retail parking demand, and the impact of any future application of parking fees for on-street parking, highlight the need for periodic review of the parking forecasts.

9. PARKING POLICY FORMULATION

9.1 THE EXHIBITED POLICY

Parking policy will be dependent on the objectives set, whether these are implicit or explicit. While it is true that any parking policy must reconcile the demand for parking and its supply, factors that will influence the policy include:

- long and short term parking demand, including the car ownership rates for residents, especially in high rise apartment buildings;
- the availability of on-street parking;
- the cost of parking;
- the parking rates set in the Planning Scheme, and the basis of these rates.

GTA advised the Panel of the general approach to managing parking demands. With respect to long term parking demand, it can be met by on-site, on-street or by the provision of a car parking station. GTA listed the following considerations with respect to long term parking supply:

- *In general the demand for long term parking of residents should be accommodated on site;*
- *Other long term parking as for retail and commercial / office can, beyond some convenient amount, be located in public car parking stations if these were to exist. Otherwise these need to be accommodated on site;*
- *In general, long term parking should not be planned to be accommodated on-street.*

With respect to short term parking, the considerations listed by GTA are:

- *Visitor (short term) parking could either be accommodated on site, on street or in car parking stations. Visitor parking is however by its very nature short term and characteristically occurs at different times for different uses. Visitors and customers (retail visitors) typically occur during the day for retail and commercial / office whereas residential visitors tend to occur outside business hours. In these circumstances a clear opportunity exists to share the same spaces for visitors of different uses which implies that it is very inefficient to provide visitor spaces on site. As a consequence visitor parking is best provided either on street or in a public car parking facility which could be funded through an infrastructure contributions plan;*
- *While historically visitor parking has often been provided on-street the Doncaster Hill Strategy had the opportunity to plan to accommodate visitor car parking in public facilities with only limited if any car parking on street.*
- *The advantages and disadvantages of accommodating visitor parking within public parking facilities such as satellite car parking stations were discussed within the Doncaster Hill Parking Study and are shown in Table 3.12 (reproduced below as Table 9).*

Table 9 Advantages and disadvantages of satellite parking stations

ADVANTAGES	COMMENTS
1. Short term parking more efficiently provided publicly.	Car parking demands vary for different uses over the day and the week with the peak parking demands for each use not necessarily occurring at the same time. The use of satellite car parks is therefore more efficient in catering for the area wide visitor car parking demands as opposed to inefficiently catering for each demand individually on-site. However it should be noted that the demand for short term parking could in some precincts be provided on-street at no additional cost.
2. Long term commuter parking can be charged to make parking stations viable.	This is the key to the viability of car parking stations.
3. Overcomes problem where short term and commuter demand in Precinct 2 exceeds on-street supply.	Probably only true when commuter parking is included. Visitor or short term parking could park on-street.
4. Satellite car parks will reduce on-street parking demand.	Enables a better urban design outcome with streets unadulterated by parked cars. Better traffic functioning of streets or enabling streets to be constructed with narrower pavements given that the road network parallel to Doncaster Road has not yet been created. The construction of narrow access roads without on-street parking provides a self enforcing use of off-street parking stations.
5. Makes development cheaper making development in Doncaster Hill more viable.	May be marginal and for marketing reasons developers may prefer to provide parking on-site. Moreover development may be cheaper but there would still be a need to contribute to a DCP for parking not included in development.
6. Concentrate motorists destination to few rather than more places enabling purpose designed high quality access (ie through new traffic lights on Doncaster Road).	Concentrates movements rather than spreading throughout network. However all developments will require access for service vehicles and the delivery / dispatch of goods.
7. Supports a policy of charging for parking which in turn provides: <ul style="list-style-type: none"> ▪ A revenue stream; ▪ An effective demand management tool. 	
DISADVANTAGES	COMMENTS
1. Car parking less proximate. Involves walking to complete trip.	While this may not be the experience in Doncaster, short walks from parking stations to a building address may not be seen as acceptable.
2. The lack of proximity may be seen as a safety issue.	This can be seen both ways. Pedestrians walking on streets can also be seen as adding security / surveillance.
3. Requires statutory and administrative system to enforce outcome, collect funds and implement proposals.	Rather than mandating that parking needs should be justified on site(s) by developers the provision of satellite car parking stations necessitates substantial work to be conducted by the Council.
4. Increase risk of parking spill over into adjacent areas.	Necessitates strict parking restrictions (and parking bans) close to parking stations. These can be seen as draconian and where convenient on-street parking exists it can be seen as unnecessary. Some on-street parking may be desirable ie. Parking on Doncaster Road associated with the restaurants.

The car parking predicted by GTA and set out in Table 7 (Section 8.2) provides demand figures for visitor, office staff and other long term parking. The visitor demands are compared with on-street parking supply in Table 10 below.

Table 10 Comparison of existing and projected short term demand, and on-street car parking supply

Precinct	Existing on-street demand	Marginal visitor demand (2021 non-mode adjusted)	Total demand	On-street car parking supply
1,3 & 4	61	42	103	319
2	42	74	116	103
5 & 6	126	142	268	265
7	40	68	108	128

GTA concluded:

- *Even if existing on street parking were added to the marginal short term (visitor) demand in 2021 as shown in Table 3.10 (Table 10 above), the total short term car parking demand totals were still reasonably low and would not necessitate significant restrictions on existing on-street car parking.*

Council decided that car parking could be suitably managed without the use of a satellite car parking station, and on-street parking would continue to be permitted at Doncaster Hill.

Given the above, Council decided that on-site parking supply should be required to cater for total parking demands of the development unless a variation is allowed by the Responsible Authority. Accordingly Council adopted the rates in Table 11 below, which derive from the rates adopted after calibration of the parking model for the critical land uses.

Table 11 Provision of on-site car parking

Use	Car Space Measure	Rate
Office	Car spaces to each 100 sq m of net floor area ¹	2.5
Dwelling ²	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 net floor area ¹	4
Restricted Retail Premises ³	Car spaces to each 100 sq m of net floor area ¹	1.5

Note 1: Amended from "gross leasable floor area" during the Hearing to conform with the measure used in the Planning Scheme.

Note 2: Previously defined as Residential and including the 0.1 spaces per dwelling for visitor parking.

Note 3: Previously defined as Showroom

GTA detailed the outcomes of the plan in their report, providing points to be considered by the responsible authority before a permit is granted for off-site parking.

Key aspects of the Parking Study were summarised in the exhibited Doncaster Hill Parking Precinct Plan which is proposed as an incorporated document to the Planning Scheme, and has been prepared in conformance with the requirements of Clause 52.06-6

9.2 DISCUSSION

9.2.1 ISSUES

A feature of freestanding shopping precincts such as Doncaster Hill is the relatively abundant free parking available. The attractiveness of Doncaster Hill to developers depends on their ability to match parking supply and demand. If, in a desire to promote mode-shift away from private car trips, parking rates are constrained, it may well discourage development. If too much parking is required, development will be more expensive, and this will also discourage development.

In the present case, there is no suggestion that car parking will be constrained. Rather, through careful calibration of the parking rates to match present usage, and the setting of these rates in the Planning Scheme, it is intended that on-site parking will be provided that meets the parking needs of future development. That is not to say that on-street parking will not increase. While provision of adequate "visitor" parking is made in the proposed rates in the Schedule to Clause 52.06-6, it can be expected that visitors will exercise their individual preferences and may well find on-street parking more convenient than off-street parking.

The main issues arising from Council's policy formulation are:

- The alignment of proposed car space measures with those specified in Clause 52.06-5.
- The definition of "off-site".
- The definition of "long term" and "short term".
- Protecting residential amenity.
- The application of ResCode parking rates.
- Whether public transport use will increase.
- Whether a car parking station is necessary.
- Whether the parking rates specified can be varied.
- The application of stated design outcomes, such as the use of water sensitive urban design.

These matters are considered below.

The alignment of the proposed car space measures with those specified in Clause 52.06-5

There were some inconsistencies in the floor area definitions between the exhibited amendment and those in Clause 52.06-5 of the Manningham Planning Scheme. These inconsistencies were discussed in Section 8.3.2 above, under the sub-heading 'Measurement of floor areas'.

In his evidence to the Panel, Mr. Tucker recommended that Table 3 from the Parking Precinct Plan be amended to define the Car Space Measure for:

- Office as "Car spaces to each 100sq m of net floor area";
- Shop, other than Supermarket, Department Store and Restricted Residential Premises as "Car spaces to each 100 sq m of leasable floor area"; and
- Restricted Retail Premises as "Car spaces to each 100 sq m of leasable floor area".

These measures conform with those used in Clause 52.06-5, and their adoption is supported by the Panel.

The definition of "off-site"

Supply options are presented in Figure 3.19 of the GTA evidence, and are categorised as "on site", "on street" and "car parking station". Then in Section 4.1 of the GTA evidence, under 'Outcomes of the plan', the term "off-site" is used, without definition. This usage is also included in the Doncaster Hill Parking Precinct Plan proposed to be an incorporated document to the Scheme.

The term "off-site" is meant to apply to land separate to the development application under consideration, being proposed as an alternative site where the parking requirements of the application will be met through some form of permanent and binding arrangement with the land owner. The criteria for eligible "off-site" arrangements are listed in the Parking Precinct Plan. At the Panel Hearing the Panel queried whether the term "off-site" could include "on-street" parking, and was advised by Council that "off-site" parking did not include "on-street" parking.

The definition of "long term" and "short term"

Tables 3.9A and B in the GTA evidence, taken in conjunction with Table 3.10, indicate that other long term parking includes parking for the staff of retail businesses as well as residents. The analysis assumes that retail staff will often need to park on the premises, although it is not clear that all staff, including casuals, will secure parking "on-site".

Mr Tucker indicated that "short term" is regarded as a parking duration of 4 hours or less.

Protecting residential amenity

In its submission to the Panel, Council advised:

At a meeting on 19 November 2003 of the Doncaster Hill Precinct 2 Group, which consists of Council Officers and residents from or around the Precinct 2 area concerned with or wanting involvement in the development of the Doncaster Hill Activity Centre, the Doncaster Hill Parking Precinct Plan was discussed. Manningham City Council's traffic

engineer David Graham presented the Doncaster Hill Parking Precinct Plan. It was agreed that the Doncaster Hill Parking Precinct Plan would be amended to include reference to "protect adjoining residential areas from the intrusion of car parking associated with developments within Doncaster Hill". (Refer to Meeting minutes, Appendix 5).

It should be noted that under Section 4 of the Doncaster Hill Parking Precinct Plan, subsection (i), it is stated that before granting a permit, the responsible authority should consider amongst other points:

- *The impact of any off-site parking on the amenity of the surrounding area.*

It seems to the Panel that the point is not responsive to the issue raised. While it may be useful in its own right, in the absence of a definition of "off-site" it suggests that "on-street" parking may be envisaged.

It would seem more responsive to adopt the precise words quoted in the Minutes of the 19 November 2003 meeting, and to include them in the Parking Precinct Plan under Section 4, subsection (iv) so that the sub-section reads:

- (iv) A permit may be granted to vary the requirements of the Doncaster Hill Parking Precinct Plan.

The responsible authority will protect adjoining residential areas from the intrusion of car parking associated with developments within Doncaster Hill by considering the effects of car parking on adjoining residential areas before any variation of the requirements is granted.

This change would also need to be reflected in the Schedule to Clause 52.06-6, Section 3.0 *Other Requirements*.

As a further consideration, it is noted that the Decision Guidelines under Section 52.06-1 already includes the dot point:

- *Local amenity including pedestrian amenity.*

The application of ResCode parking rates

The calibrated rate for residential parking was 1.3 car spaces per dwelling. In moving to the rates in the proposed schedule, GTA have sought to bring the rates in line with the rates set out in ResCode. These require one car parking space for a one or two bedroom dwelling, two spaces for a three or more bedroom dwelling, and visitor parking at a rate of one car space per five dwellings.

GTA have set the rates in the schedule in accordance with the ResCode provisions, save that visitor parking is to be provided at the rate of one car space per ten dwellings. The application of the exhibited rates, with varying assumptions about the likely proportion of 3 or more bedroom dwellings in new development at Doncaster Hill, is given in Table 12 below.

Table 12 Application of the Exhibited residential car parking rates

Proportion of 3 or more bedroom dwelling	0%	10%	20%	100%
Average parking rate	1.1	1.2	1.3	2.1

It can be seen that to match the calibrated rate of 1.3 there would need to be 20% of three or more bedroom dwellings built. Mr Tucker advised the Panel that the proportion of three or more bedroom dwellings in new development at Doncaster Hill was likely to be about 10%. On this basis, the parking rates specified in the schedule will result in the provision of parking for the residential component of new development at a rate slightly less than that calibrated in the model for existing conditions. If the modelling is an accurate guide for the future, the potential exists with the implementation of the scheduled rates for there to be insufficient residential parking required, and hence additional demand for on-street parking.

Whether public transport use will increase

Melbourne 2030 indicated a Government target of 20% of motorised trips is to be taken by public transport in 2020, increasing from the existing rate of 9%. GTA advised the Panel that:

As a result of the above the "Doncaster Hill Strategy Traffic Modelling and Analysis" adopted a change in mode share of approximately 10% away from private car use by 2011 and remaining constant to 2021. This ability to obtain this mode split by 2011 is however dependent on the timing of the implementation of future public transport facilities to Doncaster Hill.

Mr Zoides was critical of the parking projections for taking into account this mode shift, stating that he thought such a view was a fallacy.

The Panel accepts the GTA evidence that achievement of the mode shift will depend on implementation of public transport facilities to Doncaster Hill. Council advised that in spite of lobbying for a fixed rail link to the city, Government had made no funding commitment to such a project.

The most significant fact, however, is that the Parking Precinct Plan does not rest on the achievement of the 10% shift in mode. Throughout the analysis, figures are presented with and without the mode shift. The adopted policy for car parking at Doncaster Hill is based on an analysis of the case with no mode shift allowance, and this can be seen in Table 10 above.

The Panel has some sympathy with Mr. Zoides and others, who have become concerned at the threat to residential amenity that they perceive in the progressive move away from car parking stations documented in the GTA report over the last three years, combined with the adoption of lower rates for car parking than those in Clause 52.06-5 of the Planning Scheme. This sympathy arises in part from the difficulty the Panel has had in obtaining a clear picture of the drivers for the parking policy, and partly from the uncertainty associated with the following matters:

- differentiation of demand and supply;
- the lack of consideration of the impact of fees and charges on utilisation of car parking spaces, on-street and in car parking stations;
- the confusion arising from Tables in the GTA evidence that include office parking as a candidate for parking stations, but elsewhere show only short term parking when assessing on-street parking demands;
- the detailed analysis of mode shift (only to ignore it in the policy formulation); and
- the fact that the adopted car parking rates should theoretically cause no additional on-street parking demand.

Having worked through these issues, the Panel has formed the view that Mr Zoides concerns are not significant, at present. However, as the modelling is theoretical and subject to error, future parking conditions will need careful monitoring. The Panel notes that the Parking Precinct Plan will require that the key parking rates are formally updated and reviewed every 3 to 5 years.

Whether a car parking station is necessary

Mr Zoides submitted that a car parking station in Precinct 2 should be reconsidered and incorporated within the Parking Precinct Plan.

The consideration of whether a parking station is needed is somewhat circular; for if low rates of on-site parking are adopted, the need for a car parking station increases. The advantages and disadvantages of satellite parking stations listed in Table 9 above demonstrate that there is no simple answer to the question. In the present case, Council has elected to supply car parking on-site by adopting car parking rates, including provision for visitor parking, that will accommodate the anticipated future demand.

Given the significant cost of providing a car parking station, and the uncertainty that it will be economic (especially without severe limitations on on-street parking), Council's decision seems financially prudent.

Whether the parking rates specified can be varied

Mr Zoides raised concerns about the provisions in the proposal that would allow the Responsible Authority discretion to reduce the on-site provision of car parking, particularly if the exercise of discretion resulted in more on-street parking and a consequential reduction to residential amenity.

The decision guidelines under Clause 52.06-1 provide for the requirement for car spaces to be reduced or waived if justification is provided, and a range of matters that should be considered is listed. These include, but are not limited to, "any relevant parking precinct plan". They also include "Local amenity including pedestrian amenity". The discussion on "The definition of off-site", outlined above, is also relevant to Mr Zoides' concerns.

Mr Hanson was concerned that the proposals should not preclude a developer from providing parking on-site in excess of the specified provisions in the proposal.

Clause 52.06-1 states that that "*A new use must not commence or the floor area of an existing use must not be increased until the required car spaces have been provided on the land.*" There is nothing in the Planning Scheme, or the present amendment, that prevents developers from providing car parking in excess of the specified rate. Although *Melbourne 2030* foreshadows an initiative of government to develop guidelines that include setting maximum parking provisions (see Policy 8.3, quoted in full in Section 5.2 above), this has not yet been done.

Further, the proposed schedule to Clause 52.06-6 includes the statement:

A permit may be granted to vary the requirements of the Doncaster Hill Parking Precinct Plan.

Water sensitive urban design

Melbourne Water provided a written submission on the amendment, in which comment was made on the opportunity to include information about Water Sensitive Urban Design within the Doncaster Hill Parking Precinct Plan, to deliver outcomes that are consistent with the State Environmental Protection Policy (Waters of Victoria).

The submission suggested that under Section 4, *Outcomes of Parking Precinct Plans*, an addition point be included in those matters to be considered by the responsible authority, namely:

- *Whether the opportunity to retain and treat any stormwater runoff has been provided for*

and that Section 5, *Locational, Financial, Landscape and Other Actions*, could be amended to include information on providing for Water Sensitive Urban Design, and provide for these to be integrated into the landscape.

GTA, on behalf of the proponent, submitted that it might be that the control sought by Melbourne Water would be best located elsewhere in the Planning Scheme rather than in the Parking Precinct Plan.

In fact, Amendment C33 Part 1, which was gazetted on 26 February 2004, requires the preparation of a Sustainability Management Plan for any new use or development that requires a planning permit in the Doncaster Hill Activity Centre. The Panel notes that the Melbourne Water submission was made before gazettal of the amendment, which is now part of the Manningham Planning Scheme. Section 22.13-3 specifies the individual components of the Sustainability Management Plan, including:

- *Water Sensitive Urban Design*
 - An integrated water management plan that identifies opportunities for:*
 - A reduction in demand for potable water through use of water conservation features and alternative sources of supply such as wastewater and stormwater.
 - A reduction in the volume of wastewater through water conservation and reuse.
 - An improvement in stormwater quality runoff and a reduction in peak flows through appropriate treatment and stormwater reuse.

Based on the Council's submission that Section 22.13-3 will provide the necessary direction on the use of water sensitive urban design in the design of parking plans, the Panel did not pursue this matter further at the hearing. However, in considering Council's submission, the Panel has also considered whether an unforeseen circumstance could arise due to the drafting of Clause 52.06-2.

Clause 52.06-2 Design and construction states:

Car parking plan

Before any use commences or any building or works associated with that use or an existing use is constructed, a plan must be prepared to the satisfaction of the responsible authority showing all required car spaces, access lanes, driveways and associated works and landscaping.

The requirement applies whether or not a planning permit is required for the use, or for any buildings and works associated with the use.

The Panel has not undertaken a detailed analysis of the statutory operation of Clause 52.06-2 in relation to other provisions of the Manningham Planning Scheme governing Doncaster Hill. Instead the Panel invites the Council to satisfy itself that it will be able to impose the range of environmental outcomes envisaged by Section 22.13-3 when a parking plan is approved and provided under Clause 52.06-2 and when there is no other requirement for a planning permit. This should occur before final adoption of Amendment C35 and the Doncaster Hill Parking Precinct Plan.

9.3 CONCLUSIONS AND RECOMMENDATIONS

The Panel concludes that:

- The car space measures used in the Schedule to Clause 52.06-6 and the incorporated Doncaster Hill Parking Precinct Plan should align with those in Clause 52.06-5 of the Planning Scheme.
- The term “off-site” used in relation to parking in Section 4 of the Doncaster Hill Parking Precinct Plan should be defined to exclude “on-street” parking.
- Council should incorporate agreed wording as an additional point under Section 4 (iv) of the Doncaster Hill Parking Precinct Plan, namely:
The responsible authority will protect adjoining residential areas from the intrusion of car parking associated with developments within Doncaster Hill by considering the effects of car parking on adjoining residential areas before any variation of the requirements is granted.
This change will also need to be reflected in the Schedule to Clause 52.06-6, Section 3.0 *Other Requirements*.
- While the adoption of the exhibited rates for residential parking may result in some additional demand for on-street parking, the provision for a formal review of the Parking Precinct Plan every 3 to 5 years will provide opportunity for corrective action should this be necessary.
- The Doncaster Hill Parking Precinct Plan does not rely on any mode shift to public transport.
- Council’s decision to supply car parking on-site rather than through the use of parking stations seems financially prudent.
- The Planning Scheme as it is at present, and as it is proposed to be amended, will not and should not prevent proponents from exercising the right to provide additional parking if they so desire. Nor will it prevent the Responsible Authority from exercising discretion to reduce or waive the parking requirements if there are good reasons for doing so.
- Before final adoption of Amendment C35 and the Doncaster Hill Parking Precinct Plan, Council should satisfy itself that it will be able to impose the range of environmental outcomes envisaged by Section 22.13-3 when a parking plan is approved and provided under Clause 52.06-2 and when there is no other requirement for a planning permit.
- Subject to the points noted above, the adopted policy for car parking at Doncaster Hill provides a good match between the likely demand for car parking, and its on-site supply.

The Panel recommends that:

- The car space measures used in the Schedule to Clause 52.06-6 and the incorporated Doncaster Hill Parking Precinct Plan should align with those in Clause 52.06-5 of the Planning Scheme.
- The term "off-site" used in relation to parking in Section 4 of the Doncaster Hill Parking Precinct Plan should be defined to exclude "on-street" parking.
- Council should incorporate agreed wording as an additional point under Section 4 (iv) of the Doncaster Hill Parking Precinct Plan, namely:

The responsible authority will protect adjoining residential areas from the intrusion of car parking associated with developments within Doncaster Hill by considering the effects of car parking on adjoining residential areas before any variation of the requirements is granted.

This change will also need to be reflected in the Schedule to Clause 52.06-6, Section 3.0 *Other Requirements*.

- Before final adoption of Amendment C35 and the Doncaster Hill Parking Precinct Plan, Council should satisfy itself that it will be able to impose the range of environmental outcomes envisaged by Section 22.13-3 when a parking plan is approved and provided under Clause 52.06-2 and when there is no other requirement for a planning permit.

10. POLICY CONSIDERATIONS

10.1 REDUCING RELIANCE ON CAR-BASED TRANSPORT

There is a theme running through the submissions made by and on behalf of the City of Manningham that the Parking Precinct Plan will contribute to the achievement of a policy objective of increasing the travel mode share away from car-based transport. In its evidence, Council indicated its role in achieving improved public transport outcomes is essentially limited to advocacy.

The evidence from Mr Tucker, in Section 2 addressing "*Parking Precinct Plan Development Approach*", and as justification for the approach taken, cites the '*Doncaster Hill Traffic Modelling and Analysis*' as follows:

"... continued use of planning scheme rates for car parking assumes more of the same in relation to car use and ownership, and as such, these planning scheme rates should be reconsidered if behavioural change is to occur.

As a consequence, it was recommended that a Parking Precinct Plan be developed for the Doncaster Hill Area."

Further guidance for traffic and parking related development, in relation to the Parking Precinct Plan, is then given in these terms:

The Municipal Strategic Statement (MSS) discusses Traffic and Transport issues at Clause 21.18 by, among other things, outlining, key issues. Those key issues which are relevant to this study are reproduced below:

- *The need to reduce reliance on private cars and enhance community mobility;*
- *The reduction of traffic volumes along Doncaster Road that provides the opportunity to improve the streetscape and amenity along the roadway;*
- *Integration of new development with existing and proposed bicycle and pedestrian networks.*

Much of the strategic justification provided by Manningham City Council in its submission to the Panel on Amendment C35 was justification for the Doncaster Hill Activity Centre as a whole, rather than specifically addressing the issues of parking supply and demand. In relation to the Metropolitan Strategy, the submission states:

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 2004) achieves sustainable transport outcomes by providing a sufficient number of car parking [spaces] to meet the current and future needs of the Doncaster Hill Activity Centre residents, workers and visitors rather than providing an oversupply of parking.

The Metropolitan Strategy aims to provide a more sustainable integrated transport system that focuses on changes in travel behaviour, reduced reliance on cars and increased public transport use and pedestrian/cyclist activity. The proposed introduction of the Doncaster Hill Parking Precinct Plan will clearly support and assist in meeting

these aims by having a positive impact on changing travel behaviour, by contributing to the reduction in the heavy reliance on cars as the main form of transport.

In fact, the approach in the Parking Precinct Plan has been to reduce the Planning Scheme minimum car parking rates for some key land uses. These changes are consistent with the outcomes of the car parking model, calibrated to model existing car parking behaviour. They provide for on-site parking for future development at the rates established for current usage.

An indication of a different policy is provided in Section 5.2 above, with the reference to guidelines "*that emphasise sustainable transport outcomes, including provision for, inter alia: Defining parking requirements (including setting maximum rather than minimum provision)*".

The Panel considers that it is necessary to examine this issue, prior to its review in Section 11 below of the Strategic Assessment Guidelines. Further, it is relevant to the placement within the Planning Policy Framework of reference to the Doncaster Hill Parking Precinct Plan. It is proposed by the Planning Authority that the reference be inserted in Clause 21.18-2, Key issue 1 (The need to reduce reliance on private cars and enhance community mobility) under 'Policy and exercise of discretion'.

However, this placement seems to the Panel to be inappropriate. As noted above, the Doncaster Hill Parking Precinct Plan does not seek to reduce reliance on private cars and enhance community mobility.

Since the gazettal of Amendment 33 to the Manningham Planning Scheme, a more logical placement is under Clause 21.21-2, Doncaster Hill Activity Centre, and specifically in **Key issue 3** (*Infrastructure requirements in the Doncaster Hill Activity Centre*), under the heading **Policy and exercise of discretion**.

10.2 CONSISTENCY WITH STRATEGIC POLICY

There are two classes of policy cited by the Planning Authority which have little direct relevance to the introduction of the Doncaster Hill Parking Precinct Plan. These are:

- policies directed to supporting integrated settlements, with activity centres as a focus for high quality development, activity and living for the whole community;
- policies directed to promoting a shift in mode share away from private car trips towards public transport and non-motorised trips, with attendant benefits to sustainability.

The strategic basis for the Doncaster Hill Activity Centre was argued in the Amendment 33 process, and there is no reference to the Doncaster Hill Parking Precinct Plan in the gazetted amendment.

As discussed in Section 10.1 above, the Doncaster Hill Parking Precinct Plan adopts existing parking rates, rather than setting or promoting a mode-shift away from car-based transport.

There are however, other policies that provide a strategic basis for the amendment. These are, in particular, and as noted in Section 5;

- In the SPPF, Clause 11.03-4 which relates to infrastructure, and states that:
Planning for development of urban physical and community infrastructure should enable it to be provided in a way that is efficient, equitable, accessible and timely.

- Clause 14 of the SPPF relates to settlement. Clause 14.01 related to planning for urban settlements, includes the following objective:
To facilitate the orderly development of urban areas.
- In the LPPF, Clause 21.21-2, Key Issue 3 (Infrastructure requirements in the Doncaster Hill Activity Centre), includes the following objective:
To ensure that the future infrastructure requirements of the Doncaster Hill Activity Centre are met in a comprehensive timely and equitable manner.

The analysis of car parking needs in the precinct, and a policy for meeting these needs, has been carefully examined in Sections 8 and 9 of the Report.

In terms of supporting Key Issue 3 of Clause 21.21-2, the rates specified in the proposed Schedule to 52.06-6 will clearly assist in delivering appropriate car parking infrastructure within Doncaster Hill Activity Centre, will provide a good match between the likely demand for car parking and its on-site supply, and will assist in ensuring that parking provision requirements are not excessive.

10.3 CONCLUSIONS AND RECOMMENDATIONS

The Panel concludes that:

- The adoption of the Doncaster Hill Parking Precinct Plan will not lead to any mode shift away from car-based transport.
- The rates specified in the proposed Schedule to 52.06-6 support Clause 11.03-4 (infrastructure provision) of the SPPF and Clause 21.21-2, Key issue 3 (Infrastructure requirements of the Doncaster Hill Activity Centre) of the SPPF.
- The proposed change to Clause 21.18-2, Key issue 1 (The need to reduce reliance on private cars and enhance community mobility) is inappropriate. Instead the proposed change would more logically be made to Clause 21.21-2, Key issue 3 (Infrastructure requirements in the Doncaster Hill Activity Centre). In terms of supporting Key Issue 3 of Clause 21.21-2, the rates specified in the proposed Schedule to 52.06-6 will clearly assist in delivering appropriate car parking infrastructure within the Doncaster Hill Activity Centre.

The Panel recommends that Clause 21.21-2, Key issue 3 — 'Infrastructure requirements in the Doncaster Hill Activity Centre' be changed by the addition, under 'Implementation, Policies and exercise of discretion', of an additional dot point stating:

- Implementing the Doncaster Hill Parking Precinct Plan (GTA Consultants for Manningham City Council, 28 April 2003).

11. STRATEGIC ASSESSMENT GUIDELINES

As part of its assessment of Amendment C35 the Panel is required to assess the amendment against the Strategic Assessment Guidelines contained in the General Practice Note on Strategic Assessment Guidelines for Planning Scheme Amendments. A copy of the General Practice Note is included in Appendix B.

The matters to be considered and the Panel's response are as follows:

11.1 IS AN AMENDMENT REQUIRED?

An amendment is required to vary the car parking rates set in Clause 52.06-5 by the introduction of a Doncaster Hill Parking Precinct Plan.

11.2 STRATEGIC JUSTIFICATION

The Council has undertaken extensive investigations and consultation, including the preparation of various reports, before introducing the Doncaster Hill Parking Precinct Plan. The strategic justification is discussed in Section 10.

11.3 PLANNING AND ENVIRONMENT ACT

Does the amendment adequately address environmental effects?

Yes.

Does the amendment adequately address the relevant social and economic effects?

Yes.

Does the amendment comply with the requirements of the Ministerial Direction on the form and content of Planning Schemes?

Yes.

Do any other Minister's Directions apply to the amendment? If so, have they been complied with?

No other Minister's Directions apply apart from Minister's Direction No. 9 relating to the Metropolitan Strategy, which is addressed below.

11.4 STATE PLANNING POLICY FRAMEWORK AND LOCAL PLANNING POLICY FRAMEWORK

What aspects, if any, of the SPPF are relevant?

Does the amendment or proposal support or give effect to the SPPF?

See Section 10.

11.4.1 MUNICIPAL STRATEGIC STATEMENT

How does the amendment seek to implement and or support the MSS?

Yes, see Section 10.

What is the strategic basis for any change to the MSS?

The amendment is consistent with strategic directions elsewhere in the MSS. If Council wishes car parking policy to assist in delivering a change in mode split away from car use, more restrictive parking policies would be necessary.

Has there been any community consultation with respect to proposed changes to the MSS? What have been the outcomes?

Yes. No comments have been made on the proposed changes to the MSS.

Does the change to the MSS address the format, content and language guidance in the VPP Practice Note *Format of Municipal Strategic Statements*?

Yes.

11.5 ZONES, OVERLAYS AND SCHEDULES

Does the amendment use the most appropriate VPP tools?

Yes.

What Planning Practice Notes are relevant?

'Parking Precinct Plans' is relevant.

Is the amendment in accordance with any relevant Planning Practice Notes?

Yes.

11.6 REFERRAL AUTHORITIES

Does the amendment contain new formal or informal referral requirements?

No.

11.7 OUTCOME OF THE AMENDMENT

What is the cumulative effect of this amendment on the strategic directions of the planning scheme?

The Doncaster Hill Parking Precinct Plan will provide a good match between the likely demand for car parking and its on-site supply, and will assist in ensuring that parking provision requirements are not excessive.

Are the amendments and the desired outcomes clear?

Yes.

11.8 METROPOLITAN STRATEGY

Ministerial Direction 9 requires the explanatory report for an amendment to address the following matters:

- What aspects, if any, of the Metropolitan Strategy are relevant?
- How does the Metropolitan Strategy affect the amendment?
- Is the amendment consistent with any directions and policies in the Metropolitan Strategy?
- Does the amendment support, give effect to or assist the implementation of the Metropolitan Strategy or can it be reasonably modified to do so?
- Will the amendment compromise the implementation of the Metropolitan Strategy?

The explanatory report and accompanying reports meet the requirements of Ministerial Direction 9.

The relevant aspects of the Metropolitan Strategy are identified in Section 10. The amendment is consistent with directions and policy relating to activity centres, and the provision of infrastructure. It will not compromise implementation of the Metropolitan Strategy.

12. CONCLUSIONS & RECOMMENDATIONS

12.1 CONCLUSIONS

The Panel has considered all the submissions referred to it and all the material presented at the hearings and has reached the following conclusions.

The Panel concludes that as the reference to a Schedule in Clause 52.06-6 is clear, it would appear that there may be an error in the Practice Note and Planning Schemes On-line, which refer to the Table Heading as 52.06-2.

The Panel was satisfied that the car parking survey provided a reasonable picture of parking occupancy in the area, acknowledging that the 85 percentile level of occupancy might be slightly greater than that measured, and that on occasions there might be quite heavy demands on local on-street parking associated with functions at Doncaster Hill.

The Panel concludes that there were minor inconsistencies in the definition of floor areas and the likelihood of some error in the calibration of the car parking model and the prediction of future land use changes. Nevertheless, the Panel was reasonably satisfied with the modelling work and came to this view in the knowledge that the work was based on the professional experience of Mr Tucker, and the fact that the calibrated model gave good correlation with measured car parking profiles in specific precincts.

Uncertainty about future parking demand, including the effects of population increase on retail parking demand, and the impact of any future application of parking fees for on-street parking, highlight the need for periodic review of the parking forecasts.

The Panel concludes that:

- The car space measures used in the Schedule to Clause 52.06-6 and the incorporated Doncaster Hill Parking Precinct Plan should align with those in Clause 52.06-5 of the Planning Scheme.
- The term "off-site" used in relation to parking in Section 4 of the Doncaster Hill Parking Precinct Plan should be defined to exclude "on-street" parking.
- Council should incorporate agreed wording as an additional point under Section 4 (iv) of the Doncaster Hill Parking Precinct Plan, namely:
The responsible authority will protect adjoining residential areas from the intrusion of car parking associated with developments within Doncaster Hill by considering the effects of car parking on adjoining residential areas before any variation of the requirements is granted.

This change will also need to be reflected in the Schedule to Clause 52.06-6, Section 3.0 *Other Requirements*.

- While the adoption of the exhibited rates for parking may result in some additional demand for on-street parking, the provision for a formal review of the Parking Precinct Plan every 3 to 5 years will provide opportunity for corrective action should this be necessary.
- The Doncaster Hill Parking Precinct Plan does not rely on any mode shift to public transport.
- Council's decision to supply car parking on-site rather than through the use of parking stations seems financially prudent.
- The Planning Scheme as it is at present, and as it is proposed to be amended, will not and should not prevent proponents from exercising the right to provide additional parking if they so desire. Nor will it prevent the Responsible Authority from exercising discretion to reduce or waive the parking requirements if there are good reasons for doing so.
- Before final adoption of Amendment C35 and the Doncaster Hill Parking Precinct Plan, Council should satisfy itself that it will be able to impose the range of environmental outcomes envisaged by Section 22.13-3 when a parking plan is approved and provided under Clause 52.06-2 and when there is no other requirement for a planning permit.
- Subject to the points noted above, the adopted policy for car parking at Doncaster Hill provides a good match between the likely demand for car parking, and its on-site supply.

The Panel concludes that:

- The adoption of the Doncaster Hill Parking Precinct Plan will not lead to any mode shift away from car-based transport.
- The rates specified in the proposed Schedule to 52.06-6 support Clause 11.03-4 (infrastructure provision) of the SPPF and Clause 21.21-2, Key issue 3 (Infrastructure requirements of the Doncaster Hill Activity Centre) of the SPPF.
- The proposed change to Clause 21.18-2, Key issue 1 (The need to reduce reliance on private cars and enhance community mobility) is inappropriate. Instead the proposed change would more logically be made to Clause 21.21-2, Key issue 3 (Infrastructure requirements in the Doncaster Hill Activity Centre). In terms of supporting Key Issue 3 of Clause 21.21-2, the rates specified in the proposed Schedule to 52.06-6 will clearly assist in delivering appropriate car parking infrastructure within the Doncaster Hill Activity Centre.

12.2 RECOMMENDATIONS

Based on the reasons set out in this report, the Panel recommends that Amendment C35 to the Manningham Planning Scheme be adopted subject to the following detailed recommendations.

- Recommendation 1 The Panel recommends that the Department of Sustainability and Environment reviews the anomaly in the numbering of the Parking Precinct Plan schedule in the VPP Practice Note and standard template.
- Recommendation 2 The Panel recommends that:
- The car space measures used in the Schedule to Clause 52.06-6 and the incorporated Doncaster Hill Parking Precinct Plan should align with those in Clause 52.06-5 of the Planning Scheme.
 - The term "off-site" used in relation to parking in Section 4 of the Doncaster Hill Parking Precinct Plan should be defined to exclude "on-street" parking.
 - Council should incorporate agreed wording as an additional point under Section 4 (iv) of the Doncaster Hill Parking Precinct Plan, namely: *The responsible authority will protect adjoining residential areas from the intrusion of car parking associated with developments within Doncaster Hill by considering the effects of car parking on adjoining residential areas before any variation of the requirements is granted.* This change will also need to be reflected in the Schedule to Clause 52.06-6, Section 3.0 *Other Requirements*.
 - Before final adoption of Amendment C35 and the Doncaster Hill Parking Precinct Plan, Council should satisfy itself that it will be able to impose the range of environmental outcomes envisaged by Section 22.13-3 when a parking plan is approved and provided under Clause 52.06-2 and when there is no other requirement for a planning permit.
- Recommendation 3 The Panel recommends that Clause 21.21-2, Key issue 3 — 'Infrastructure requirements in the Doncaster Hill Activity Centre' be changed by the addition, under 'Implementation, Policies and exercise of discretion', of an additional dot point stating:
- Implementing the Doncaster Hill Parking Precinct Plan (GTA Consultants for Manningham City Council, 28 April 2003).

A. LIST OF WRITTEN SUBMISSIONS

NAME OF SUBMITTER	ORGANISATION	SUBMISSION NUMBER
Virginia Martin	City of Maribyrnong	1
Paul Jarman	Department of Sustainability and Environment	2
David A Hansen	Hansen Planning Services on behalf of Sue Nominees Pty Ltd	3
Phil Burn	Department of Primary Industries	4
Graham Whit	Shire of Yarra Ranges	5
Timothy Westcott	Banyule City Council	6
Helen Woodside	City of Whitehorse	7
Nicola Robertson	Melbourne Water	8
Nick Zoides		9
Janine Ryan	Yarra Valley Water	10

B. STRATEGIC ASSESSMENT GUIDELINES

General Practice Note STRATEGIC ASSESSMENT GUIDELINES For Planning Scheme Amendments

The purpose of the Strategic Assessment Guidelines is to provide a consistent framework for the evaluation of a proposed planning scheme amendment and the outcomes it produces.

The guidelines should be used by:

- proponents (including councils) when formulating a proposal
- the planning authority when considering a request to prepare an amendment
- any planning panel and advisory committee when considering an amendment
- the planning authority when considering the final construction and adoption of an amendment
- the Department of Sustainability and Environment when considering an amendment submitted to the Minister for approval.

PRINCIPLES APPLYING TO PLANNING SCHEME AMENDMENTS

Key objectives for Victoria's planning scheme are to:

- make planning more strategic and policy based
- make the reasons for planning policies and requirements and planning decisions more transparent
- ensure planning schemes are clear and useable.

These objectives equally apply to planning schemes amendments.

Make planning more strategic and policy based

The strategic foundation of each scheme is made up of two components – the State Planning Policy Framework and the Local Policy Framework.

If the strategic focus of new schemes is to be maintained, it is essential that subsequent amendments do not undermine or ignore the planning policy framework in the scheme.

For this reason, an amendment should seek to implement the State Planning Policy Framework and the Local Planning Policy Framework of the planning scheme. Any specific proposal should support the policy framework.

Make the reasons for planning policies and requirements and planning decisions more transparent

The strategic directions that have been developed for the State or a municipality should guide the application of appropriate planning tools from the *Victoria Planning Provisions*. As Section 12A of the *Planning and Environment Act 1987* requires controls on the use and development of land in a planning scheme relate to the objectives and strategies set out in the Municipal Strategic Statement for the municipality. It is therefore important when preparing an amendment to a planning scheme to ensure that there are clear linkages between the Municipal Strategic Statement and the application of zones, overlays, schedules and policies, and that links to the Council's Corporate Plan are apparent.

Ensure planning schemes are clear and useable

The *Victoria Planning Provisions* provide clarity and consistency for users of planning schemes through the use of standard planning provisions, which ensure that consistent provisions for various matters are maintained across Victoria.

To ensure planning schemes are clear and useable, a series of Planning Practice Notes has been prepared on the use of the *Victoria Planning Provisions*. Planning Practice Notes provide best practice guidance about the use and application of many *Victoria Planning Provisions* tools, explanation and guidance about statutory processes and recommended structure and wording of statutory documents.

MATTERS TO BE CONSIDERED

The broad issues to be considered in preparing and assessing an amendment or proposal are:

- Is an amendment required?
- What is the strategic basis for the amendment or proposal?
- Have the requirements of the Act been considered?
- Does the amendment or proposal support or implement the State Planning Policy Framework and the Local Planning Policy Framework?
- What consequences will any proposed or necessary changes to the Municipal Strategic Statement or local planning policies have for other aspects of the policy framework?
- Does the amendment make proper use of the *Victoria Planning Provisions*?
- What is the outcome of the amendment or proposal in terms of the planning scheme's strategic directions, useability and transparency?

Planning Panels and Advisory Committees will report on these matters when considering an amendment or proposal. The Department of Sustainability and Environment will also address these matters when considering any amendment submitted to the Minister for approval.

In the context of evaluating these matters, the following issues should be addressed. If any issue is not relevant, this should be stated giving the reason why.

IS AN AMENDMENT REQUIRED?

Before starting to prepare an amendment, consider whether an amendment is necessary.

- Does the amendment repeat provisions already in the scheme? If so, what additional value will the amendment to the scheme provide?
- Is an amendment necessary? Are there other ways of achieving the desired outcome? (For example, can the matter be dealt by other available council mechanisms such as a local law or with as a planning permit application?) If so, why is an amendment to the scheme the preferred approach?

STRATEGIC JUSTIFICATION

Every amendment should be strategically supported and should maintain or develop the strategic focus of the planning scheme.

- What is the strategic basis for the amendment?

PLANNING & ENVIRONMENT ACT

Every amendment must meet the requirements of the Act including any Ministerial Directions under Section 7 and Section 12 of the *Planning and Environment Act 1987*.

- Does the amendment adequately address environmental effects?
- Does the amendment adequately address the relevant social and economic effects?
- Does the amendment comply with the requirements of the Ministerial Direction on the Form and Content of Planning Schemes?
- Do any other Minister's Directions apply to the amendment? If so, have they been complied with?
- Is the amendment accompanied by all of the information required by a Direction?

STATE PLANNING POLICY FRAMEWORK

To ensure planning schemes further the objectives of planning in Victoria, planning authorities must take into account and give effect to the general principles and specific policies contained in the State Planning Policy Framework (SPPF).

- What aspects, if any, of the SPPF are relevant?
- Does the amendment or proposal support or give effect to the SPPF?

LOCAL PLANNING POLICY FRAMEWORK

The Local Planning Policy Framework (LPPF) sets a local and regional strategic policy context for a municipality. It comprises the Municipal Strategic Statement (MSS) and specific local planning policies.

If an amendment or proposal is at odds with the existing policy framework of the planning scheme, then the policy framework itself may require re-assessment. If this leads to the conclusion that the LPPF itself needs amendment, then the implications of the change for the rest of the planning scheme will need to be considered.

It is not necessary to include references to specific proposals in the LPPF. The LPPF does not need to identify every project, but rather sets the policies and strategic objectives against which individual projects will be addressed.

Municipal Strategic Statement

The MSS contains the strategic planning objectives of the council and the strategies employed to achieve them. As such, there should be a clear link between the objectives and outcomes sought by the MSS and the requirements applied in the scheme. When preparing an amendment to the planning scheme, the planning authority must take the MSS into account.

- How does the amendment or proposal seek to implement and or support the MSS?
- If the amendment or proposal does not support or implement the MSS, are any changes to the MSS proposed or necessary?
- What is the strategic basis for any change to the MSS?
- What effect will any change to the MSS have on the rest of the MSS:
 - Is the amendment consistent/inconsistent with strategic directions elsewhere in the MSS?
 - What is the cumulative effect of this amendment and other amendments/proposals on the strategic directions in the MSS?
- Has there been any community consultation with respect to proposed changes to the MSS? What have been the outcomes?
- Does the change to the MSS address the format, content and language guidance in the VPP Practice Note *Format of Municipal Strategic Statements*?

Local Planning Policy

A Local Planning Policy is one of the tools available for implementing objectives and strategies in the MSS. A local planning policy is a tool for day-to-day decision making in relation to a specific discretion in the planning scheme. It helps the responsible authority and other users of the scheme to understand how a particular discretion is likely to be exercised. When preparing amendments to the scheme, a planning authority must take the content of relevant local planning policies into account.

- What local planning policies will the amendment or proposal affect or be affected by?
- If the amendment introduces or changes a local planning policy, is this necessary? Or is the issue adequately covered by another planning tool or decision guideline?
- What is the strategic basis for any new or changed local planning policy?
- If the amendment introduces or changes a local planning policy, has the VPP Practice Note *Writing a Local Planning Policy* been followed? In particular does the local planning policy:
 - respond to a demonstrated need?
 - implement an objective or strategy in the MSS?
 - relate to a specific discretion or group of discretions in the scheme?
 - assist the responsible authority to make a decision?
 - assist any other person to understand whether a proposal is likely to be supported or not?
 - add to the other planning tools in the scheme, especially the relevant zone or overlay?

- address the format, content and language guidance this practice note?

ZONES, OVERLAYS AND SCHEDULES

Zones and overlays are used to implement the State and local strategic directions identified in the SPPF and LPPF and the application of requirements such as zones, overlays and local provisions must have a readily discernible basis in the SPPF or LPPF.

In deciding the most appropriate VPP tool to best implement the strategic outcomes of an amendment, consideration should be given to the series of Planning Practice Notes that have been prepared on the use of the *Victoria Planning Provisions*. Practice Notes should be used where relevant to ensure consistency and best practice methodology in every amendment.

- Does the amendment use the most appropriate VPP tool to achieve the strategic objective of the scheme? (For example, is the right zone or overlay used?)
- To what extent do local provisions adopt a performance-based approach?
- What Planning Practice Notes are relevant?
- Is the amendment in accordance with any relevant Planning Practice Notes?

REFERRAL AUTHORITIES

The creation of a new referral authority must be justified and consideration should be given to the need for new formal or informal referrals of planning applications.

- Does the amendment contain new formal or informal referral requirements?
- If so, does the referral authority support these requirements?
- What is the purpose of the referral?
- Are the referral arrangements performance based?
- Can this purpose be served by other means, for example mandatory notice under Section 52(1)(c) of the *Planning and Environment Act 1987* or a mandatory condition on every permit under Section 62(1)(a)?

OUTCOME OF THE AMENDMENT

- What is the cumulative effect of this amendment and other amendments on the strategic directions of the planning scheme and on the useability and transparency of the planning scheme?
- Are the amendment and the desired outcomes clear?

An up-to-date list of Planning Practice Notes and Ministerial Directions can be found at www.dse.vic.gov.au/planning

This is a text version of the current approved Practice Note, correct as of the date of issue of this report.