
# Banyule City Council

## **Heidelberg** Central and Bell Street Mall Parking Plan

Final Document

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WATER | ENERGY & RESOURCES | ENVIRONMENT | PROPERTY & BUILDINGS | TRANSPORTATION

# Executive summary

GHD has been engaged by Banyule City Council (Council) to undertake the *Heidelberg and Bell Street Mall, Heidelberg West Car Parking Plans* (henceforth referred to as "the Plan"). Council are currently producing parking overlays for the Heidelberg Precinct Core Area and Bell Street Mall, Heidelberg West Core Area and wish to gain a detailed understanding of current and future parking needs within the area.

The aim of the Plan is to provide a range of tools to manage car parking while considering future demand. The Plan provides a snapshot of the current parking supply, utilisation and underlying issues, with consideration to the needs of all users of car parking in the area.

## Key objectives

The objectives of this study are as follows:

- Ensure the ongoing viability and development of the Heidelberg and Bell Street Mall activity areas.
- Ensure that parking is managed equitably and efficiently.
- Collocate short-term (or long-term) parking in shared off-street locations.
- Encourage the use of alternative modes of transport including walking, cycling and public transport.

## Key findings

The main findings of this study are as follows:

*Heidelberg Precinct Core Area – Zone A*

- Off-street parking is well utilised with an average occupancy of 76%.
- On-street parking is fully or nearly fully utilised along Yarra Street, Burgundy Street, Darebin Street, Cape Street, Hawdon Street and Martin Street.
- Demand for on-street parking is highest in areas with unrestricted time limits.

*Heidelberg Precinct Core Area – Zone B*

- Overall, there is a low demand for on-street parking, with peak occupancy at 27%.
- There appears to be little overspill from Zone A.
- Demand for on-street parking is highest in areas with unrestricted time limits and around non residential land uses such as the cemetery, schools, shops and medical centres.

*Heidelberg West and Bell Street Mall Core Area – Zone A*

- There is a low level of utilisation across the zone, indicating adequate supply.
- There is some evidence of students or staff from Melbourne Polytechnic using the Bell Street Mall car park. This suggests that the current time restrictions may not be appropriate.

*Heidelberg West and Bell Street Mall Core Area – Zone B*

- There is a low level of utilisation across the zone, indicating adequate supply; and
- There is little evidence of spill-over of parking from Zone A land uses, suggesting that the current parking restrictions are appropriate.

## Strategies

The following strategies are recommended as ways of managing parking demand in the two core precincts:

- Manage on-street parking in accordance with the Banyule Activity Centre Car Parking Strategy. This allows for the setting of time restrictions and parking fees, both of which are currently used in Heidelberg.
- Develop a parking precinct plan (parking overlay) for each core precinct to respond to the unique characteristics of those locations. The parking overlay should set new parking rates for various land uses and should set up a framework within which Council can seek financial contributions from developers when they are unable to meet the statutory parking requirements.
- Require developers to provide bicycle and motorcycle parking in all developments.
- Phase out the traders' permit scheme over time as a way of promoting the fair use of the limited parking stock available.
- Use innovative technology to improve parking efficiencies. The focus should be on:
  - Improving accessibility to spaces, for example by installing dynamic wayfinding signs;
  - Encouraging turnover by expanding parking fees throughout the core area; and
  - Ensuring fairness by making enforcement easier.

# Executive summary

### Strategies (continued)

- Promote the use of green travel plans to reduce the parking demand at developments in order to reduce the number of parking spaces required.
- Prioritise on-street parking spaces for the expansion of parking fees. Ideally, on-street parking should be more expensive than off-street parking as it is generally located in the most convenient locations and is therefore at a premium.
- Develop the Cartmell Street car park as the priority location for a mixed-use development with public car parking. Financial contributions from developers may help to fund the construction of the car park.

### Parking rates

As part of the parking precinct plan (parking overlay) the recommended changes to statutory parking rates are shown in Table E-1.

**Table E-1 – Proposed changes to parking rates**

| Use | Column A Standard rate | Proposed rate | Measure |
|---|---|---|---|
| Dwelling | 1 | 0.8 | To each one and two bedroom dwelling, plus |
| | 2 | 2 | To each three or more bedroom dwelling (with studies or studios that are separate rooms counted as a bedroom), plus |
| | 1 | 1 | For visitors to every 5 dwellings for developments of 5 or more dwellings |
| Shop | 4 | 3.5 | To each 100 sq m of net floor area |
| Supermarket | 5 | 4 | To each 100 sq m of net floor area |
| Office | 3.5 | 3 | To each 100 sq m of net floor area |


# Contents

# Scope and limitations

*This report has been prepared by GHD for Banuyle City Council and may only be used and relied on by Banuyle City Council for the purpose agreed between GHD and the Banuyle City Council as set out in section 1.3 of this report.*

*GHD otherwise disclaims responsibility to any person other than Banuyle City Council arising in connection with this report. GHD also excludes implied warranties and conditions, to the extent legally permissible.*

*The services undertaken by GHD in connection with preparing this report were limited to those specifically detailed in the report and are subject to the scope limitations set out in the report.*

*The opinions, conclusions and any recommendations in this report are based on conditions encountered and information reviewed at the date of preparation of the report. GHD has no responsibility or obligation to update this report to account for events or changes occurring subsequent to the date that the report was prepared.*

*The opinions, conclusions and any recommendations in this report are based on assumptions made by GHD described in this report (refer section 1.3 of this report). GHD disclaims liability arising from any of the assumptions being incorrect.*

*GHD has prepared this report on the basis of information provided by Banuyle City Council, SkyHigh and others who provided information to GHD (including Government authorities), which GHD has not independently verified or checked beyond the agreed scope of work. GHD does not accept liability in connection with such unverified information, including errors and omissions in the report which were caused by errors or omissions in that information.*

# 1. Introduction

GHD has been engaged by Banyule City Council (Council) to undertake the *Heidelberg and Bell Street Mall Parking Plan* (henceforth referred to as "the Plan"). Council is currently developing parking plans for each of its activity centres and wishes to gain a detailed understanding of current and future parking needs within the Heidelberg area.

The aim of the Plan is to provide a range of tools to manage car parking while considering future demand. The Plan provides a snapshot of the current parking supply, utilisation and underlying issues, with consideration to the needs of all users of car parking in the area.

Understanding parking behaviour is critical to identifying problems and to improving how the system works. Therefore the Plan contains extensive analysis of parking data to allow Council to make evidence based decisions.

The City of Banyule is a local government area located between 7 and 21 kilometres north-east of Melbourne. It is bounded by the Yarra River along the City's south border and Darebin Creek in the west, covering an area of 63 square kilometres. The City of Banyule had a population of 118,306 at the 2011 Census.

The City is primarily a residential area, with the majority of dwellings being detached houses. However there are a growing number of higher density semi-detached houses, townhouses and units being developed, especially in the commercial centres of Heidelberg, Ivanhoe and Greensborough. The City is home to a number of large institutions such as the Austin Hospital, the Mercy Hospital for Women, the Heidelberg Repatriation Hospital, Melbourne Polytechnic and the Simpson Army Barracks. Key activity centres within the City include Ivanhoe, Heidelberg, Greensborough, Bell Street Mall and Heidelberg West.

## 1.1 Study area

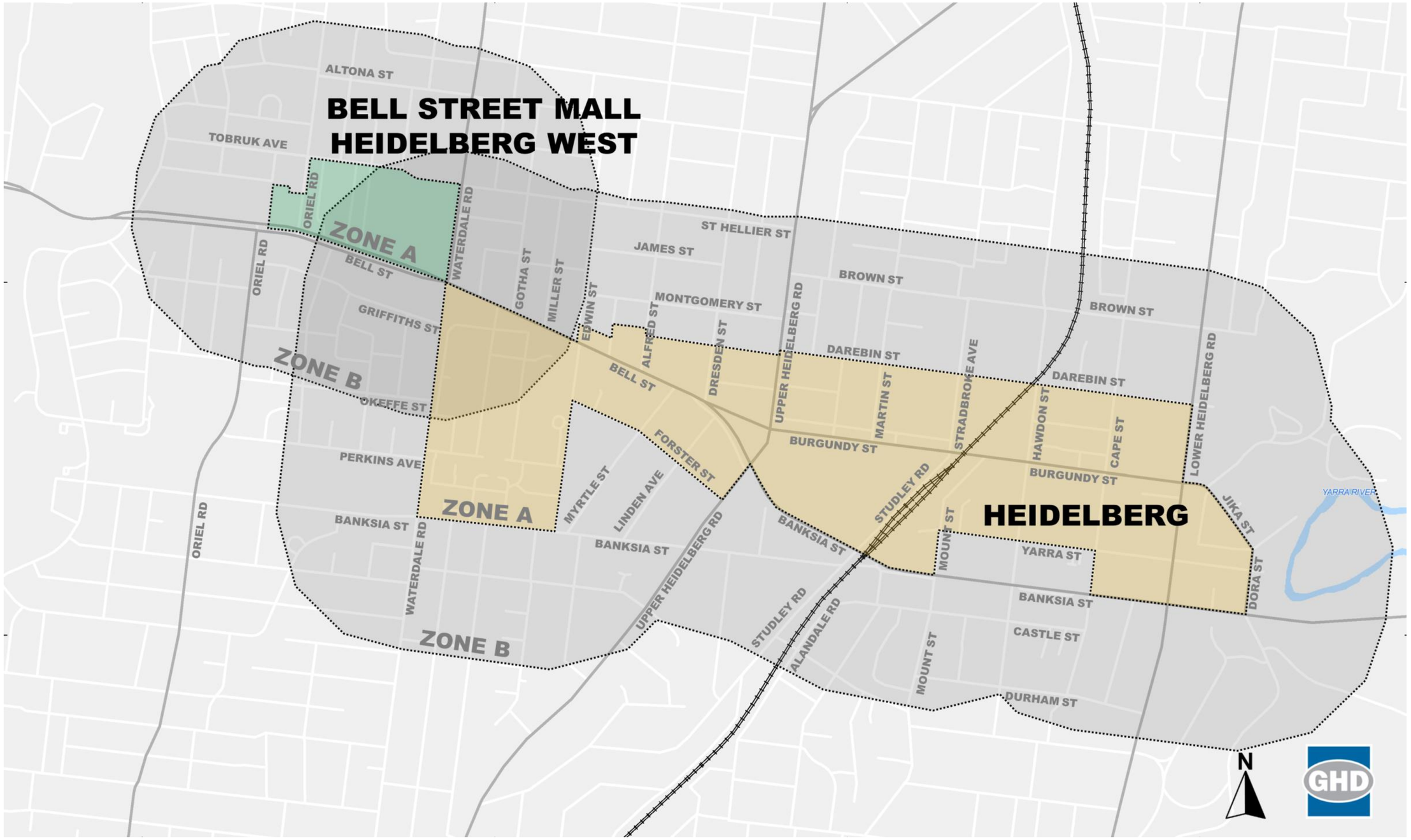
The study area for the Plan comprises of two discrete precincts, with a buffer zone around each precinct as presented in Figure 1-1. The two precincts are as follows:

- **Heidelberg Precinct Core Area** – An area extending from the Yarra River to Waterdale Road, mainly between Banksia Street and Darebin Street. This area includes the Austin Hospital and Warringal Shopping Centre.
- **Bell Street Mall and Heidelberg West Core Area** – An area around Melbourne Polytechnic and Bell Street Mall shopping centre.

The zone boundaries align with the direction of the Banyule Activity Centre Car Parking Policy and Strategy, which specifies Zone A as the Core Area where the bulk of the development will take place, and Zone B as a 5-minute walking period beyond the Core Area core (approximately 400 metres).

Burgundy Street

**Figure 1-1 – Precincts and buffer zones**



## 1.2 Structure of the Plan

The Plan is split into five sections:

**Part 1** reviews relevant policies and strategies including:

- Existing Council policies and strategies to understand how the Plan fits into the broader planning context; and
- Current parking practices and policies around Victoria that are of relevance to the preparation of the Plan.

**Part 2** provides an assessment of the current parking trends within the two precincts, including:

- An overview of on-street and off-street parking supply, including time restrictions;
- An assessment of parking utilisation and duration of stay within the two precincts;
- Current residential and trader parking permit schemes; and
- General trends and issues identified from the parking survey.

**Part 3** assesses planned future developments and land uses including an assessment of future parking demand and supply.

**Part 4** details some of the tools and strategies available to manage parking demand, including:

- Objectives for the Plan; and
- Practical actions.

**Part 5** sets out the parking overlay including:

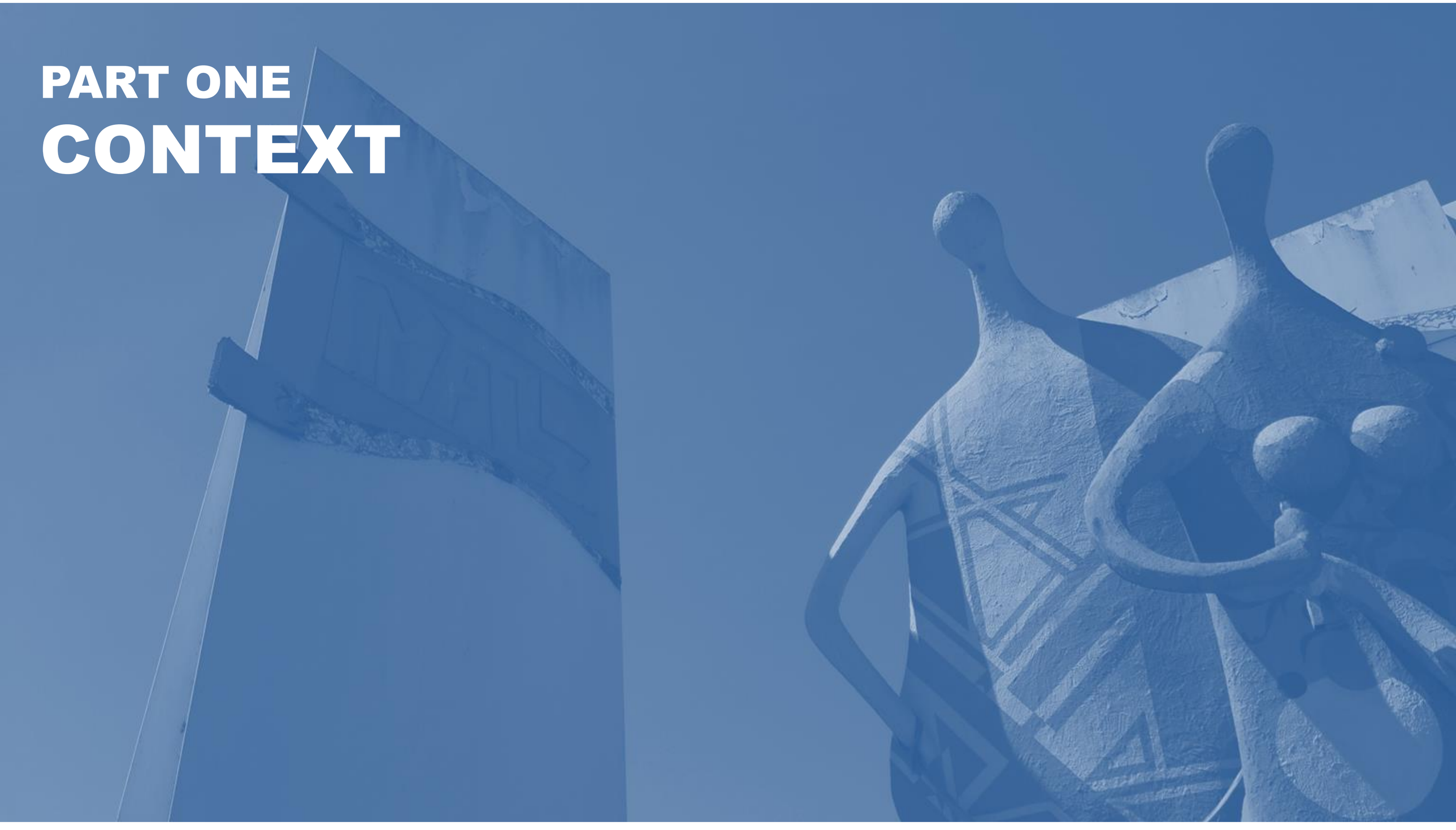
- The development of parking rates; and
- A financial contribution scheme.

## 1.3 Assumptions and limitations

It is assumed that the data collected and used to prepare the Plan is a fair and suitable reflection of parking demand and trends within the study area.

Barkly Place

# PART ONE
# CONTEXT



# 2. Council strategies

## 2.1 Banyule City Plan 2013-2017

The Banyule City Plan was created by Banyule City Council in consultation with relevant stakeholders and adopted in June 2013. The Plan sets out the strategic direction for Council responsibilities over a four year period, and incorporates five main focus areas:

- People – community strengthening and support;
- Planet – environmental sustainability;
- Place – sustainability and built environment;
- Participation – community involvement in community life;
- Performance – use our resources wisely.

The Place objective supports the sustainability of Banyule's buildings, places and spaces and encourages communities to live, work, shop, move and play locally. Moreover, this aims to support sustainable transport, a major component of which is to be achieved by improving parking management in activity areas. The key car parking initiatives noted in the City Plan include:

- The development of Activity Centre Car Parking Strategies including Heidelberg;
- Investigate improving parking management outcomes by extending paid parking within activity centres in the city.

The Old England Hotel

## 2.2 Banyule Integrated Transport Plan

The Banyule Integrated Transport Plan (2003-2013) was developed by Banyule City Council to identify local transport issues and to provide strategic directions and actions to address identified issues over a twenty year period. The plan includes a dedicated strategic direction which recognises car parking as a limited and shared resource.

Key issues identified in the plan include:

- Future population growth and an increasing ageing population;
- Congestion and freight movement;
- Parking demand and supply, particularly around activity centres, schools and railway stations;
- The impact of transport on climate and the environment;
- Accessibility and social inclusion.

The strategic directions defined within the plan relating to parking and land-use include:

- New developments will be located in accessible locations that offer greatest access to public transport and walking and cycling infrastructure;
- Transport improvements will support businesses and the local economy;
- Developments will support and encourage walking, cycling and public transport use;
- Road space will be managed to give priority to sustainable transport modes;
- Parking will be approached as a limited, shared resource.

## 2.3 Banyule Activity Centre Car Parking Policy and Strategy

The Banyule Activity Centre Car Parking Policy is a long term (10-30 year) general policy which applies to all Activity Centres in Banyule. It is anticipated that specific parking plans will be developed for each centre over time, but until then, this policy takes precedence.

The policy has been guided by the following three principles:

- Enable sustainable development to meet the needs of the present without compromising the ability of future generations to meet their own needs;
- Apply a hierarchy of transport needs: placing priority on pedestrian movements;
- Apply the precautionary principle: placing an importance on the assessment of detrimental impacts.

The policy objectives are as follows:

- Create safe, attractive and easy to use activity centres;
- Integrate parking policy with other transport and land use strategies to achieve a mutually supportive system;
- Protect existing residential areas from commercial and other spill-over parking;
- New residential developments within the Activity Centres shall not impact on parking availability for commercial and service users;
- Provide car parking and vehicle access at an appropriate level and in appropriate locations to ensure vehicle connectivity and availability for retail, commercial and residential needs;
- Utilise parking and parking management as an effective travel demand management tool for achieving wider transport planning objectives;
- Ensure available car parking is best managed to enable appropriate turnover and usage of parking space;
- Use parking controls to encourage the take-up of alternative modes of transport; walking, cycling and public transport;
- Ensure there are high quality facilities for pedestrians, cyclists, people with mobility disability, public transport patrons and all other users of Activity Centres;
- Raise local community and business awareness of the impacts of parking choices and habits, in particular the social, environmental and economic impacts influencing sustainable transport and the provision of car parking.

It is important to note that Council no longer supports expansion of trader parking permit schemes, however there is an existing scheme for the Heidelberg Central Shopping Centre which is managed through the Heidelberg Traders' Association.

Alfred Street

## 2.4 Banyule Residential Parking Permit Policy 2011-2015

The Banyule Residential Parking Permit Scheme Policy 2011-2015 provides the broad policy context for all residential parking permit issues on residential streets with time-based parking restrictions. The goals for the Policy are aligned with the objectives of other Council Plans, Policies and Strategies, aiming for sustainable transport modes and to manage car parking, however with an on-street focus.

A Residential Parking Permit Scheme (RPPS) has been in place in Heidelberg since 1994, and generally applies to the streets close to Activity Centres subject to restricted parking conditions. Residents are able to apply for a maximum of two resident permits and two visitors permits.

As part of the 2011-2015 RPPS:

- Permits are only available to residential properties where parking restrictions are one hour or greater outside the property on one or both sides of the street, or in close proximity;
- Visitor permits may be considered if a dwelling is situated on a road which does not allow any parking within the vicinity (e.g. if No Stopping or No Parking restrictions exist);
- Applicants must be a resident of the City of Banyule and the permits are for cars only;
- A maximum of four residential parking permits are available per property; two residential permits and two visitor permits;
- Permits will not be issued for non-residential ground floor frontages or time-based parking restrictions outside any non residential frontage;
- Permits will not be issued for new higher density development where the number of residential units increases on the site;
- Permits are not issued to properties built after 8 November 2010;
- Permits do not allow the following:
  - Parking in off-street car parks within the City;
  - Parking in No Stopping or No Parking areas or Clearways;
  - Overstaying parking restrictions less than one hour in duration;
  - Overstaying parking restrictions across non-residential frontages;
  - Parking at parking meter locations.

It should be noted that the residential parking permit scheme is in operation on all residential roads with a parking time restriction of one hour or more. Signs denoting resident permit areas (see picture left) are from a previous permit scheme and are not an accurate reflection of the areas in which the scheme operates.

Council is currently in the process of reviewing and updating its residential parking permit policy.

## 2.5 Banyule Planning Scheme and Municipal Strategic Statement

The Banyule Planning Scheme's Municipal Strategic Statement (MSS) includes a Residential Areas Framework at Clause 21.08. This framework gives a municipal map for informing growth to preferred places. It also highlights the importance of Banyule's three most significant Activity Centres at Heidelberg, Greensborough and Ivanhoe. The framework acknowledges the importance of the PPTN and supporting land-use and transport planning outcomes for Heidelberg, centred on Burgundy Street and Bell Street.

## 2.6 Heidelberg Structure Plan

The Heidelberg Precinct Structure Plan was developed by Banyule City Council in response to the Victorian State Government's Melbourne 2030 strategy. In the Melbourne 2030 strategy, Heidelberg was identified as a preferred location for higher density housing, retail and commercial uses and community facilities. The Structure Plan was adopted by Council in 2007 and updated in 2010.

The purpose of the plan is to:

- Support growth to enhance liveability, sustainability and to stimulate local economic and social activity;
- Reconcile potential conflicts between land uses;
- Provide strategic direction to improve the identity of the precinct and its public realm;
- Better integrate public transport and pedestrian movements; and
- Describe a built form that will accommodate future growth.

Of relevance to the Heidelberg Parking Plan and Overlay are the following:

- The structure plan highlights strategic development sites and identifies where future growth is likely to be located;
- The structure plan identifies potential future multi-deck car park sites;
- The structure plan highlights the need to provide improved bicycle connections and facilities, particularly end of trip facilities in the shopping precinct along Burgundy Street;
- The structure plan recommends improved management of car parking, with better alignment of time restrictions based on nearby land uses;
- The structure plan recommends reviewing the provision of free of charge parking and duration limits to embed the philosophy that parking is a privilege;
- The structure plan recommends improved management of car parking at Heidelberg Station and on-street parking at the residential interface.

## 2.7 Bell Street Mall Urban Design Framework and Master Plan

The Bell Street Mall Urban Design Framework and Master Plan sets out a vision for the future of the Bell Street Mall. The framework has a vision of redeveloping the Bell Street Mall into a public space comprising of a village square surrounded by shops, larger retail tenancy, new residential dwellings and redevelopment and consolidation of the existing car parks.

As part of the redevelopment, it is proposed that all existing parking at the Bell Street Mall be removed and the majority of parking consolidated into a single multi-deck structure facing Coomalie Crescent. Limited ground level parking is also planned to provide easy accessibility for shoppers.

A feasibility analysis for the Bell Street Mall's future was proposed. This analysis highlighted that the timing of a single multi-deck car parking structure would be informed by Council's future decision making.

The Bell Street Mall UDF represents aspirations for future development and activity at this location. Planning Permit approvals suggest that the Mall's Bell Street frontage is desirable for development in the coming years.

# 3. Parking practices in Victoria

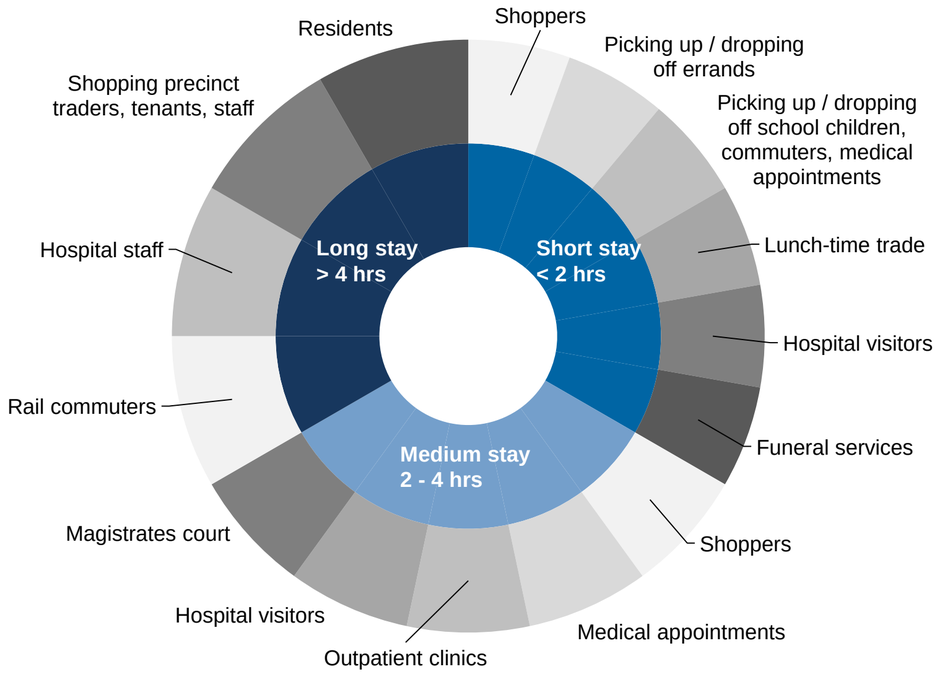
## 3.1 Balancing the needs of all road users

It is important that a parking strategy balances the needs of all road users, and this can be catered for in the provision of car parking time restrictions.

Different time categories include short stay, medium stay and long stay parking and each provides for different road users as presented in Figure 3-1.

- Short stay car parks are typically less than two hours and service shoppers, those running errands, pick up and drop off points, lunch time trade, hospital/medical visitors and funeral services. The benefit of short stay car parking is the higher turnover of car parking spaces.
- Medium stay car parks are typically less than four hours and service shoppers, medical appointments, outpatient clinics, hospital visitors and attendants at Magistrates' Court.
- Long stay car parks are more than four hours and service public transport commuters, hospital staff, shopping precinct traders, tenants and staff, office tenants and workers, students at educational centres and residents. These are typically found in off street car parks and at train stations, or within residential areas.

**Figure 3-1 – Providing a balanced approach to parking**




## 3.2 Financial contribution schemes

Financial contribution schemes allow developers to reduce or waive the requirement for car parking, generally in return for a payment per car space. The funds raised from the scheme should typically then be spent on upgrading parking facilities and management within the municipality. If a Council has adopted the Scheme, it will be outlined within a Schedule to the Parking Overlay of the Planning Scheme with details and required payments. Victorian Metropolitan Councils who have adopted the Scheme are shown in Table 3-1.

**Table 3-1 – Adoption of Financial Contribution Schemes**

| Local Government Area | Parking Precinct Plan | Cost per space (excl. GST) (date implemented) |
|---|---|---|
| Casey | Berwick Village Commercial Centre Parking Precinct Plan 2006 (Revised 2009) | $16,935 (2006) |
| Greater Dandenong | Springvale Activity Centre – Core Retail West Parking Precinct Plan 2012 | $19,000 (2010) |
| Monash | Glen Waverley Principal Activity Centre Parking Precinct Plan 2008 | $11,000 (2009) |
| | Oakleigh Major Activity Centre Parking Precinct Plan 2007 | $6,000 (2008) |
| Wyndham | Werribee City Centre Parking Precinct Plan 2013 | $12,500 (2011) |

Notes:

- The Parking Precinct Plan provides the reference document for the Schedule to the Parking Overlay.
- The cost per car space is subject to indexation at CPI at quarterly or annual intervals (dependant upon the Municipality).

The Government has reviewed the principles for contribution schemes. Arising from this, a new Planning Practise Note for "The Parking Overlay" was established in April 2013. This Practise Note gives direction on the scope of work and assessment that is needed for the preparation of Parking Plans that seek to inform changes to Planning Schemes. The Practise Note has been applied to this Plan.

## 3.3 Bicycle and motorcycle parking

Motorcycles have seen an average annual growth from 2009 to 2014 of 4.7 per cent, with the number of motorcycles in Victoria at 175,000 in 2014 (ABS 2014). This represents a growing need for motorcycle parking. Motorcyclists are legally allowed to park on the footpath in Victoria, or in designated motorcycle parks. The City of Melbourne has criteria for assessment in which motorcycle parking may be prohibited on the footpath. These criteria were developed by the 'Motorcycles of Melbourne' forum attended by City of Melbourne, RACV, VicRoads, Motorcycle Riders Association, Victorian Automobile Chamber of Commerce and the Federated Chamber of Automotive Industries, and includes:

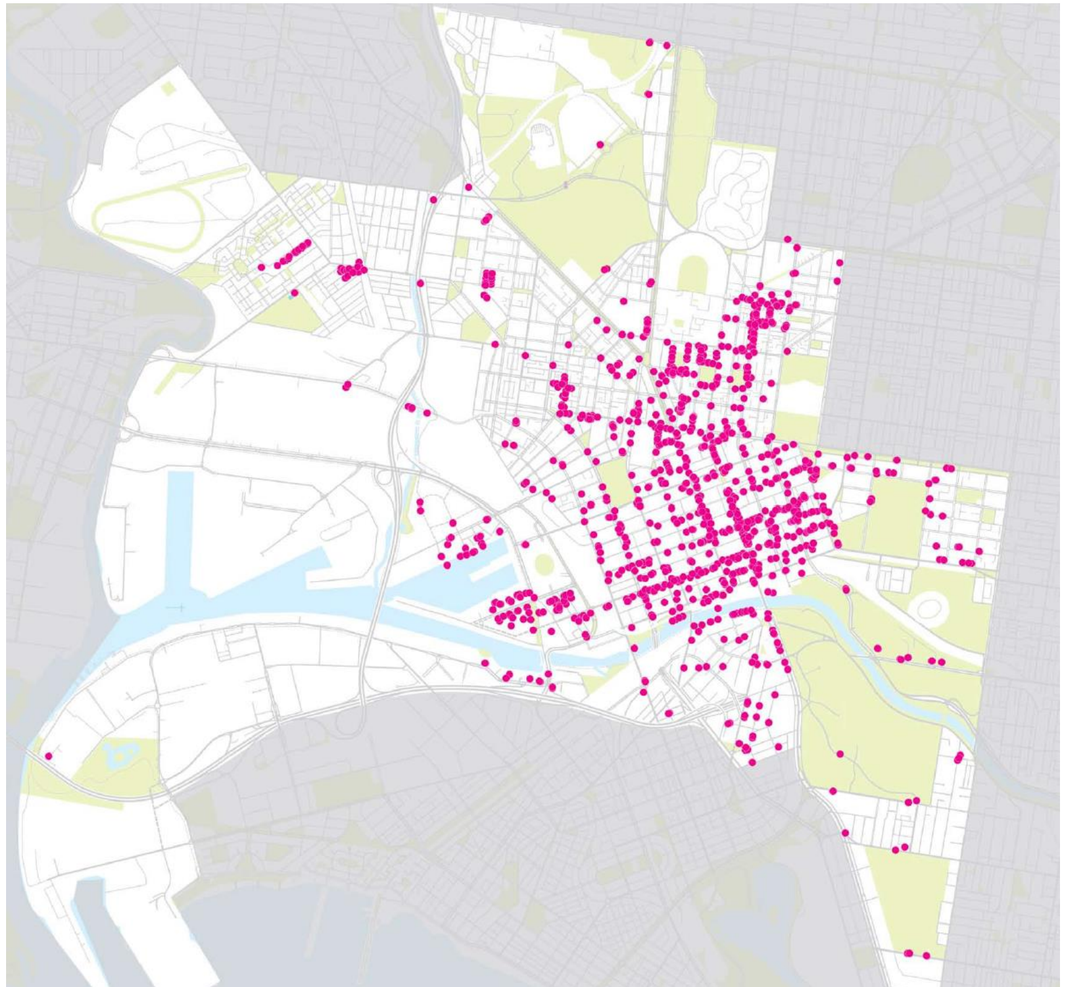
- Concentration of pedestrian movements in the area;
- Existence of kerbside activities such as outdoor cafes and stalls;
- The impact on urban amenity;
- Use of area by public transport services such as bus and tram stops;
- Impact on street furniture and other fixtures (e.g. seats, phone booths etc.);
- The nature of adjacent kerbside parking (e.g. disabled spaces, taxi zones etc.);
- Guidelines in support of the Disability Discrimination Act; and
- Availability of alternative on-street and off-street parking for motorcycles.

As with motorcycling, cycling is becoming more and more popular as a means of personal transportation. Victoria's State Cycling Strategy, Cycling into the Future 2013-2023, recognises this and aims to:

- Build evidence – for the Victorian Government to make more informed decisions;
- Enhance governance and streamline processes;
- Reduce safety risks – to make cycling safer;
- Encourage cycling – to make Victorians feel more confident and make cycling more attractive;
- Grow the cycling economy – support opportunities to grow and diversify Victoria's economy; and
- Plan networks and prioritise investment.

Victorian Planning Provision Clause 52.06 – Car Parking recognises that the provision of bicycle parking and end of trip facilities for cyclists are required for new developments. Figure 3-2 below shows the extent of bicycle parking within the City of Melbourne. Bike pod, Parkiteer and on street bicycle hoops are three bicycle parking facilities in use around the City of Melbourne which provide free, secure parking at railway stations, public transport hubs and within the city. Bike pods provide additional end of use facilities such as showers, basins, mirrors, changing space, hooks, floor heating and stainless steel floors.

**Figure 3-2 – Bicycle parking in the City of Melbourne**



## 3.4 Residential parking permits

Residential parking management is often required in older areas of Melbourne whose dwellings do not allow for off-street parking, or for residential areas subject to significant parking congestion. As described in Section 2.4, Banyule City Council has a Residential Parking Permit Policy which outlines the Residential Parking Permit Scheme.

The **City of Darebin** issues residential parking permits for eligible residences who own a car and do not have sufficient off street parking. The two zones for which permits may be issued are:

- Zone A: All shop-top residences along defined shopping precincts. If no off-street parking is available, residences are eligible for a maximum of one permanently affixed permit only.
- Zone B: Covers areas of significant parking congestion. If no off-street parking is available, residences are eligible for a maximum of two permits – which can be any combination of transferable or resident permits.

Households with access to off-street parking or who do not own a car are entitled to one less permit. Permits cost $30 for the first, and $50 for the second if eligible, with concession card holders entitled to a 50 per cent discount. Permits must be renewed annually.

**Manningham City Council** prepared a Parking Permit Policy in 2013 which reduced the number of parking permits available to residents due to increased demand for on street parking and the need to provide an equitable scheme. The permits available for issue include:

- Single detached dwellings – able to apply for two free permits, to be renewed every three years, with exceptional cases able to apply for a third permit at a cost of $85, to be renewed annually.
- Multi-dwelling developments can apply for one permit at a cost of $52, to be renewed annually.

**Boroondara City Council** offer three types of Residential Parking Permits, namely specified vehicle permits, visitor parking permits, and tradespersons parking permits. Specified vehicle and visitor parking permits are free of charge, whereas a Parking Permit for Minor Residential Refurbishments costs $72 for one, or $144 for two permits.

- Single home – able to apply for up to three permits with a maximum of two visitor permits. A fourth permit can be applied for in certain circumstances.
- Two units – able to apply for up to three permits in total with a maximum of two visitor permits. A fourth permit can be applied for in certain circumstances.
- Multi-unit developments – able to apply for one permit only, with not all applications guaranteed to be approved.
- Shop top dwellings – able to apply for one permit only in an appropriate side street. No permits will be issued for arterial roads within a designated shopping precinct.
- Tradesperson Parking Permits – able to apply for up to two permits at any one time. Minor refurbishments of up to four weeks' duration will be allocated without the need for a construction zone. Works exceeding four weeks will require the application for construction zone permits and parking space occupation permits. Tradespersons permits will only be valid on days they are issued and between 7.00 am and 5.00 pm.

## 3.5 Paid parking

Paid parking is most commonly found in areas of high demand and is often implemented based on an analysis of supply and demand. Activity centres are often the areas where paid parking can be found.

While the community typically wants free parking, there are a number of benefits to paid parking. For Council, the provision of paid parking allows for the recuperation of the following costs:

- The provision of the parking space.
- The provision of the payment system.
- The provision of parking management, including:
    - Administrative controls such as updates of parking management strategies;
    - Parking enforcement including parking officers.

For users, it also externalises the cost of utilising a space that is in high demand and could potentially be used by others.

The benefit for retail and commercial organisations is that paid short stay parking promotes higher turnover of traffic volumes and in turn, potentially higher sales.

**Frankston City Council** provides 860 free on-street car parking spaces within the Central Activities District, which makes up the majority of car parking. These are mostly short to medium stay spaces of one to two hours' duration. In addition, Frankston City Council supplies residents and tenants with complimentary foreshore parking permits, entitling residents to free parking at nominated locations along the foreshore. This initiative supports the community's desires for free car parking, but there have been reports of the scheme being abused by some local traders which reduces parking opportunities for genuine users.

In order to support the enforcement of paid parking, the **City of Melbourne** implements in-ground sensors and has conducted a pay-by-phone trial and licence plate recognition systems. These systems have proven to be beneficial in the management of paid parking, but have a high start up cost for the Council.

# PART TWO
# CURRENT SITUATION

# 4. Survey methodology

## 4.1 Introduction

Two complimentary surveys were conducted:

- **Occupancy surveys -** undertaken to determine the current utilisation of parking spaces within the precincts; and
- **Duration of stay surveys -** conducted to analyse parking behaviours and compliance with parking restrictions.

Occupancy surveys were conducted in both Zone A (the core precinct areas) and Zone B (a 400 metre buffer zone around Zone A. Duration of stay surveys were conducted for only Zone A.

### 4.1.1 Car parking inventory

An inventory of all publicly available parking spaces was created. This involved recording all on-street parking spaces along with parking restrictions. Where parking spaces were not marked, an estimate of the number of spaces was made by measuring kerb-side lengths.

### 4.1.2 Occupancy surveys

Occupancy surveys comprised of a count of each occupied space at one hour intervals. Vehicles displaying a resident's permit or a traders' permit were also recorded to provide an indication of how well these schemes are utilised.

### 4.1.3 Duration of stay surveys

Duration of stay surveys comprised recording the number plates of all vehicles occupying a parking space.

Although full number plates were recorded, for privacy reasons no number plates or identifiable information is reported in this document or was passed on to third parties (including GHD, and Banyule City Council).

## 4.2 Survey dates

Initial parking surveys were conducted during two different time periods by SkyHigh Traffic:

- The Heidelberg Precinct Core was surveyed between Friday 28th November 2014 and Saturday 29th November 2014.
- The Bell Street Mall and Heidelberg West Area was surveyed on Friday 6th February 2015 and Saturday 7th February 2015.

The Bell Street Mall and Heidelberg West Area was surveyed at a later date when Melbourne Polytechnic was in term one. The later survey date captured the demand generated by Melbourne Polytechnic and can be considered more reflective of typical demand for parking within that precinct.

The Friday surveys were conducted over a 12 hour period between 7:00 am and 7:00 pm, while the Saturday surveys were conducted over six hours between 8:00 am and 2:00 pm. The surveys were conducted over two days so that parking behaviours during the week and weekend could be captured.

A second round of 'spot' surveys was undertaken to supplement the data collected in the initial surveys. These surveys have been assessed to ensure compatibility and suitability for an assessment of total demand by comparing them to the first round of surveys. For example, if the occupancy rates were generally in line with the rates from the first surveys they were deemed to be suitable. The details of these surveys are as follows:

- One count of occupancy at all off-street car parks was undertaking during the peak period on Friday 20th November 2015.
- A duration of stay survey at Heidelberg Railway Station car park between 06:00 am and 8:00 pm on Friday 20th November 2015.

The analysis of the peak hour incorporates all of the survey data recorded. However, the analysis of the daily occupancy is based on the initial surveys (Nov 2014 and Feb 2015) as the second round of surveys were 'spot' surveys and were only conducted during a single peak hour.

## 4.3 Survey locations

The scope of the parking survey included surveying all on-street and off-street car parks within Zone A of the Heidelberg Core Area Precinct and the Bell Street Mall and Heidelberg West Precinct, and all on-street car parks of Zone B of the two precincts. Detailed duration of stay surveys were conducted at key publicly accessible off-street car parks in each of the precincts, including:

*Heidelberg Precinct Core Area*

- Warringal Shopping Centre
- Leo's Fine Food & Wine
- Woolworths
- Heidelberg Railway Station

*Bell Street Mall and Heidelberg West Area*

- The Mall, Heidelberg West
- North Melbourne Institute of TAFE
- ALDI Car Park

## 4.4 Survey methodology limitations

### 4.4.1 Time period cut-off

***End of period cut-off error***

As the Friday and Saturday survey periods are limited to 12 and six hours respectively, a portion of the parking duration of stay data will be 'cut off'. For example if a vehicle entered a car park at 5:00 pm and stayed for four hours, but the survey concluded at 7:00 pm, it would only be recorded as parking for two hours.

To demonstrate, in Table 4-1 below there were eight vehicles recorded entering the car park in the 3:00 pm hour and still recorded as being there four hours later, highlighted in green. While the vehicles were recorded as staying for only four hours by the end of the survey period, they may in fact have stayed longer.

***Start of period cut-off error***

Cut-off errors are also present at the start of the survey period. When the first hour of survey data is collected, it is not known whether the cars initially surveyed have just arrived or have been there for multiple hours (i.e. overnight).

For example, in Table 4-1, there were seven vehicles recorded entering the car park in the 7:00 am hour staying for two hours, highlighted in orange. While the duration of stay was recorded as two hours, these vehicles may in fact have parked in the space the night before, and could have parked for a greater period of time.

**Table 4-1 – Warringal Plaza duration of stay survey (Friday 28th Nov 2014)**

| Entering Time \ Duration of stay | 1 hr | 2 hr | 3 hr | 4 hr | 5 hr | 6 hr | 7 hr | 8 hr | 9 hr | 10 hr | 11 hr | 12 hr |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 07:00 | 11 | **7** | 4 | 2 | 1 | 1 | 2 | 5 | 1 | 0 | 0 | 3 |
| 08:00 | 13 | 13 | 4 | 3 | 2 | 0 | 1 | 1 | 0 | 5 | 0 | |
| 09:00 | 125 | 46 | 15 | 3 | 1 | 1 | 1 | 0 | 9 | 1 | | |
| 10:00 | 209 | 65 | 16 | 3 | 2 | 0 | 0 | 1 | 0 | | | |
| 11:00 | 205 | 40 | 19 | 1 | 2 | 2 | 1 | 3 | | | | |
| 12:00 | 201 | 72 | 20 | 6 | 3 | 2 | 1 | | | | | |
| 13:00 | 136 | 35 | 13 | 0 | 1 | 4 | | | | | | |
| 14:00 | 209 | 57 | 6 | 4 | 4 | | | | | | | |
| 15:00 | 139 | 29 | 7 | **8** | | | | | | | | |
| 16:00 | 130 | 39 | 13 | | | | | | | | | |
| 17:00 | 78 | 25 | | | | | | | | | | |
| 18:00 | 90 | | | | | | | | | | | |

### 4.4.2 Survey interval error

Each parking space was surveyed at approximately a one hour interval. It is acknowledged that the 60 minute interval has the following limitations:

- As it takes time to survey a given area, parking spaces were not surveyed at the same time. A survey of an area could start at 7:00 am but could take up to 30 minutes to complete. Therefore a vehicle recorded at 7:30 am can be said to have been recorded in the *7:00 am hour*. The same parking space would be surveyed at the same time each hour (i.e. 7:30 am, 8:30 am, 9:30 am etc.)
- There is a chance that a vehicle could have entered the car space up to 59 minutes before it was recorded. For example, if a car space was surveyed at 8:20 am and a vehicle parked at 8:21 am, it would only be recorded in the 9:00 am hour, but not the 8:00 am hour.
- Vehicles that enter and leave a car space between survey intervals (staying for less than one hour) may not be recorded. If a parking space was surveyed at 8:20 am and 9:20 am, but a vehicle parked between 8:30 am and 9:00 am, it would not be captured. Therefore it is possible that the number of vehicles staying for one hour or less has been underestimated.
- The converse applies to vehicles only recorded once during the survey. If a vehicle is parked for less than 60 minutes but is captured by the survey, it would incorrectly be classified as staying for one hour. For example, if a vehicle parked at 8:15 am and left at 8:45 am, and was recorded in the survey at 8:20 am, the next time the parking space is surveyed at 9:20 am it would no longer be there and given a duration of stay of one hour. Therefore it is possible that the average duration of stay will be overestimated.

### 4.4.3 Residential parking permit scheme

Residents are entitled to park within designated resident permit areas as long as they display a parking permit. Residential parking permits are valid only for the street specified on the permit. The parking survey only recorded whether a vehicle was displaying a parking permit but did not check whether the permit was valid for the street it was parked on.

### 4.4.4 Off-street parking surveys

Initially, only the major publicly available off-street car parks were surveyed in the Heidelberg Precinct Core Area. These were supplemented with a second 'spot' survey at all off-street car parks. The results from these surveys represent a snapshot of general off-street parking trends within the precinct.

### 4.4.5 Summary of survey limitations

Despite the survey limitations, the data set is considered to provide a reasonable representation of parking demands and behaviours within the two precincts.


Leo’s Supermarket, Burgundy Street

# 5. Heidelberg Precinct Core Area

## 5.1 Overview

The Heidelberg Precinct Core Area (Zone A) is an area extending from the Yarra River to Waterdale Road, predominantly between Banksia Street and Darebin Street. The core area consists mainly of commercial, retail and health professional services land uses as presented in Table 5-1.

Key generators of parking demand in the precinct include:

- St John's Primary School
- Our Lady of Mercy College
- Heidelberg Magistrates' Court
- Warringal Shopping Centre
- Austin Hospital
- Warringal Private Hospital
- Heidelberg Repatriation Hospital
- Heidelberg Railway Station

Zone B is a 400 metre buffer zone around the core area. This area predominately contains residential properties, with moderate commercial land uses.

A map of the Heidelberg Precinct Core Area with Zone A and B and land uses is presented in Figure 5-1 overleaf.

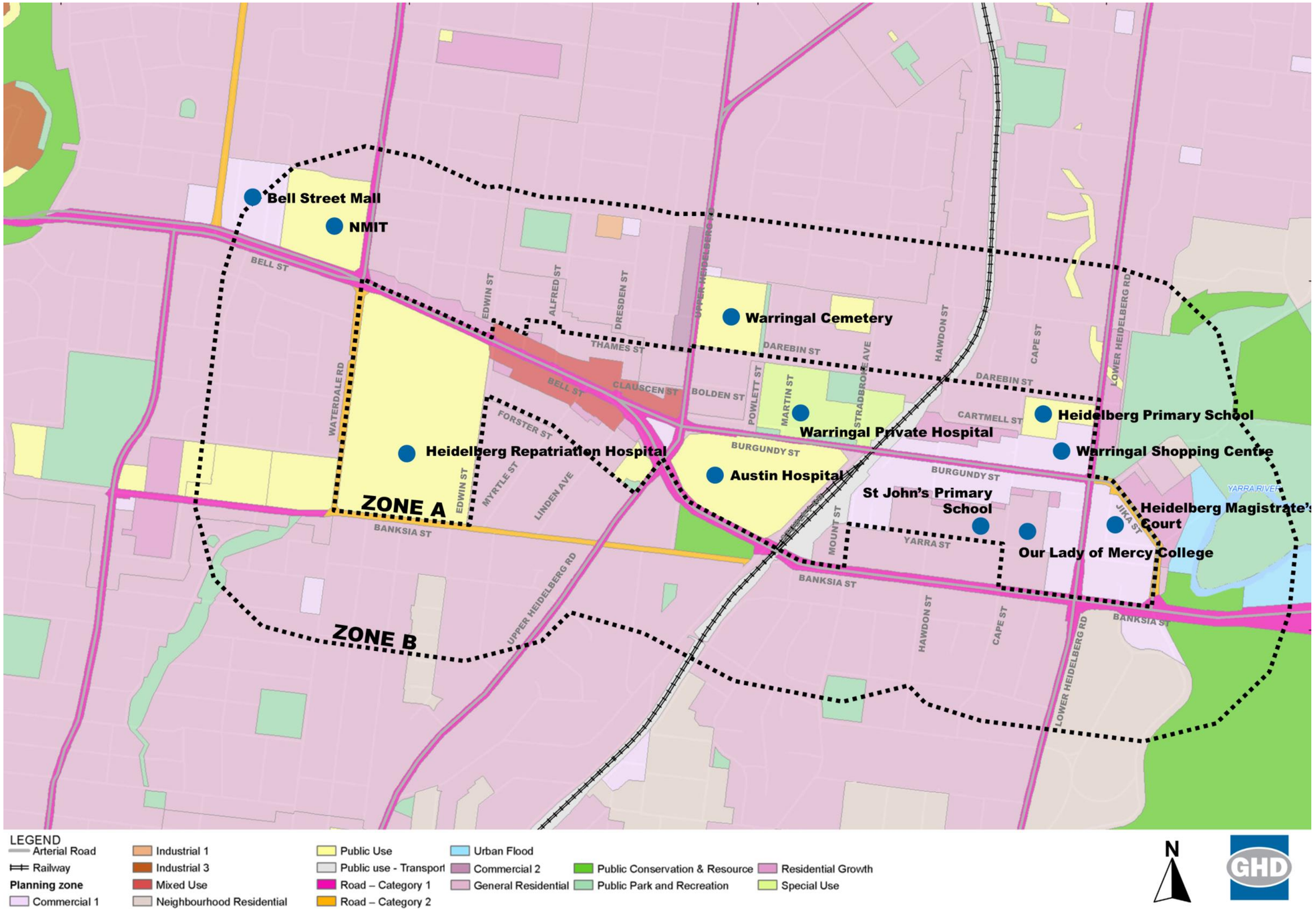
**Table 5-1 – Heidelberg Precinct Core Area land uses**

| Land use | Net floor area | |
|---|---|---|
| | Zone A | Zone B |
| Residential | 662 (dwellings) | 3,076 (dwellings) |
| Commercial | 50,700 (sq m) | - |
| Retail | 64,100 (sq m) | - |
| Bulky Goods Retailing | 16,001 (sq m) | - |
| Health Professional Services | 26,486 (sq m) | - |
| Hospital | 83,287 (sq m) | - |
| Entertainment | 5,280 (sq m) | - |

*Source: Banyule City Council estimates*

Burgundy Street

**Figure 5-1 – Heidelberg precinct core area land uses**



## 5.2 Zone A

### 5.2.1 Parking supply

Car parking facilities within Zone A of the Heidelberg precinct core area consist of a mix of private off-street car parking and publicly available on-street and off-street parking. 8,152 car parking spaces have been identified and surveyed within the core area, of which 1,465 (18%) are located on-street and 6,976 (82%) off-street.

The majority of off-street parking areas within Zone A have no time restrictions, while on-street parking is generally limited to between one to three hours in length. Parking time restrictions for off-street parking and on-street parking are presented in Figure 5-2 and Figure 5-3 respectively. Parking time restrictions for each individual street and off-street parking area are presented in Figure 5-4 overleaf.

A summary of the parking areas surveyed within Zone A of the Heidelberg precinct core area is presented in Table 5-2 below.

**Table 5-2 – Zone A - parking summary**

| Type of parking | Surveyed parking spaces |
|---|---|
| On-street parking | 1,465 (18%) |
| Off-street parking | 6,687 (82%) |
| | |
| Private parking | 5,622 (69%) |
| Public parking^ | 2,530 (31%) |
| | |
| Short term parking# | 1,669 (20%) |
| Long term parking | 6,483 (80%) |
| | |
| Total parking spaces surveyed | 8,152 |
| Metered / ticketed parking | 2,063 |
| Disabled parking | 155 |

Where restrictions are time of day based, or where parking areas have more than one restriction, the parking space has been classified according to the restriction in effect for the greatest period of time during weekday daytime hours (9:00 am to 5:00 pm).

^ *Public parking is defined as being accessible to the public for general use (not tied to a particular business)*

*# Short term parking refers to parking spaces with time restrictions of two hours or less*

** 'Other' restrictions include disabled parking, loading zones, bus zones, reserved spaces, permit zones, work zones, reserved parking, authorised vehicle only parking and vehicles with prams*

**Figure 5-2 – Zone A - Off-street parking restrictions**

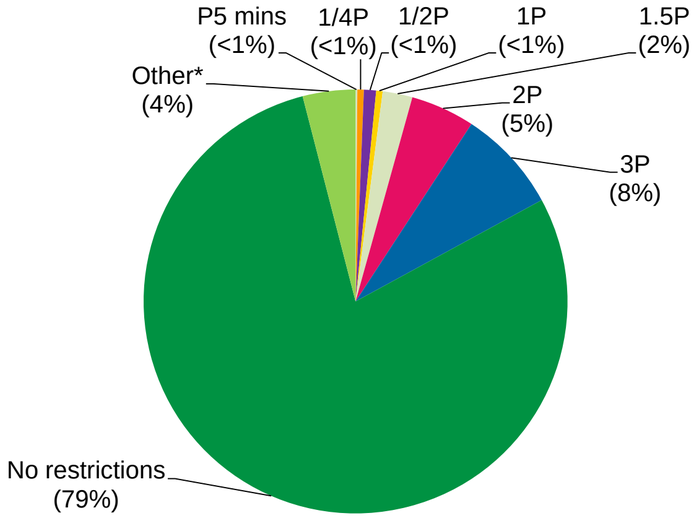
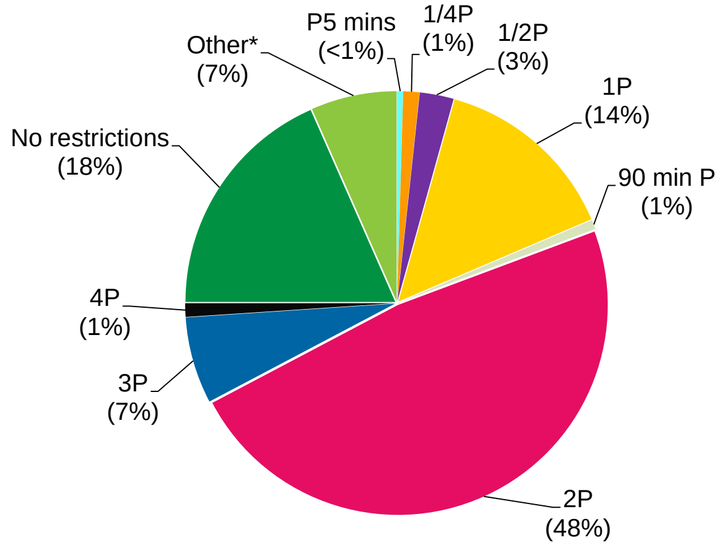
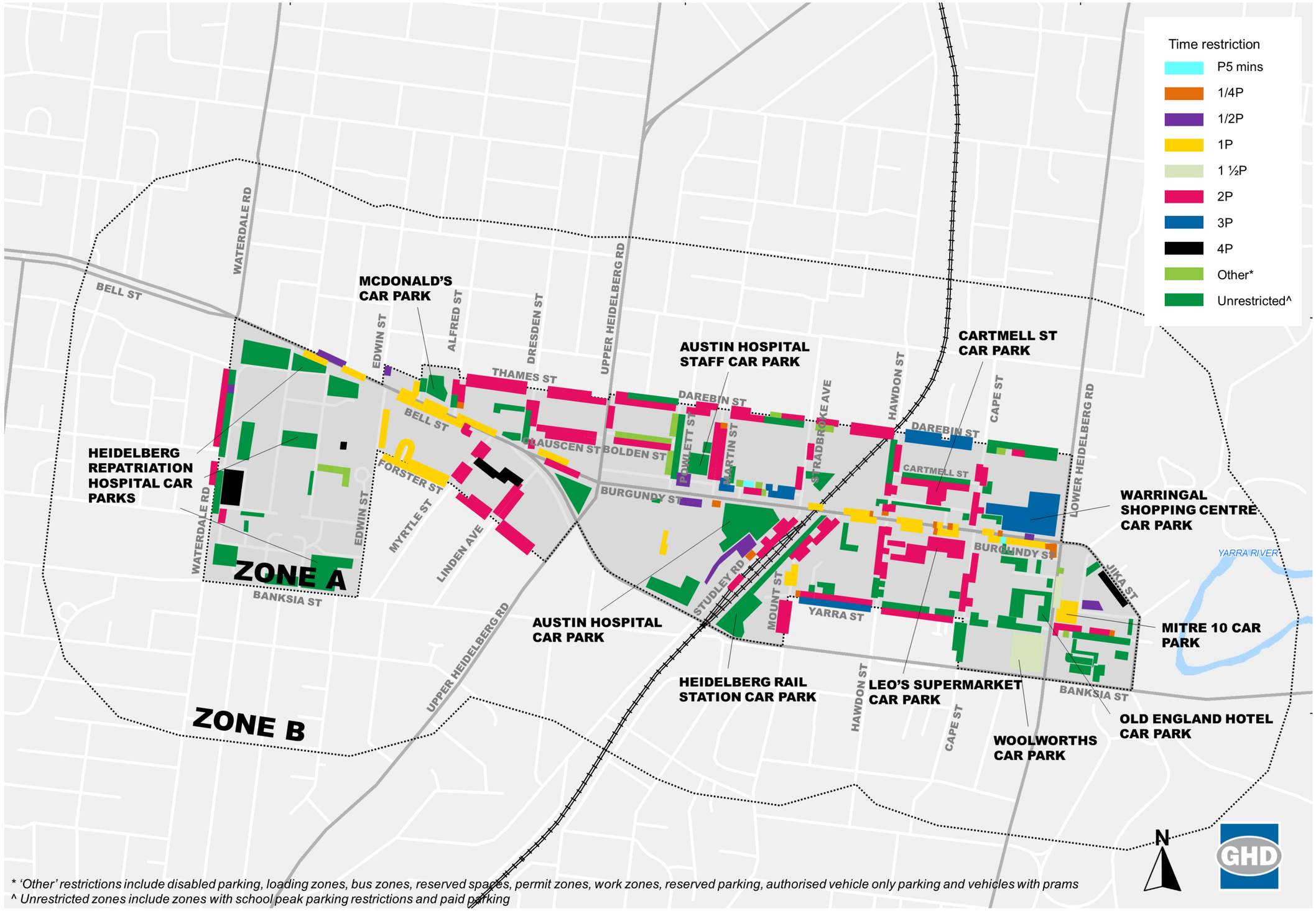



**Figure 5-3 – Zone A – On-street parking restrictions**



## Figure 5-4 – Zone A parking restrictions (weekday restrictions)




** 'Other' restrictions include disabled parking, loading zones, bus zones, reserved spaces, permit zones, work zones, reserved parking, authorised vehicle only parking and vehicles with prams*
*^ Unrestricted zones include zones with school peak parking restrictions and paid parking*

The breakdown of parking in the ‘other’ restriction category is as follows:

**Bus zones**

There are nine on-street bus parking spaces in Zone A, located on Cape Street and Yarra Street near Our Lady of Mercy College and St John’s Primary School.

**Disabled parking**

155 disabled parking spaces have been identified in Zone A, 144 in off-street areas and 11 on-street. The on-street rate is approximately one disabled space for every 133 parking spaces provided (about 0.8%), while the off-street rate is higher at one space for every 46 spaces provided (about 2%).

The Building Code of Australia provides guidance on the number of disabled parking spaces that should be provided in buildings. Depending on the type of building, the Code recommends that 1% to 2% of spaces be accessible. While the Code deals with off-street parking, the BCA guidance is considered to be a suitable proxy for on-street parking. On this basis, the existing provision of disabled parking in Heidelberg is below the BCA recommended levels.

**Loading zones**

27 loading spaces have been identified in Zone A, of which 13 are located on-street and 14 off-street.

**Permit zone**

44 on-street parking spaces in Zone A are designated as permit zones, which restrict parking to residential parking permit holders. Permit only parking is in place on Darebin Street and Bolden Street. An additional 20 off-street parking spaces are designated as permit parking.

**Parents with pram parking**

10 parents with pram parking spaces are provided in Warringal Shopping Centre.

**Reserved**

35 off-street parking spaces are reserved for staff in the Leo’s Supermarket car park, Heidelberg Repatriation Hospital and Warringal Shopping Centre.

**Work zones**

There are 9 on-street spaces designated as work zones: areas designated for workers’ vehicles during construction of a building.

**Authorised Vehicles Only**

46 off-street parking spaces in the Austin Hospital and Heidelberg Repatriation Hospital are designated for authorised service vehicles only.

### 5.2.2 Parking utilisation

#### Weekday parking utilisation

On-street and off-street parking was fairly well utilised during the Friday survey period, with 68 per cent of parking spaces within Zone A occupied during the peak hour of the day. The following observations can be made:

- The peak hour for parking was 12:00 pm to 1:00 pm, however demand for parking between 10:00 am and 3:00 pm was similar to the peak hour;
- On-street parking was more highly utilised than off-street parking between 7:00 am and 10:00 am. This was most likely due to the demand for residential parking overnight (residents parking on the street); and
- Off-street parking was more highly utilised than on-street parking during the middle of the day (10:00 am to 3:00 pm). This reflects the demand for parking from retail land uses around off-street parking areas.

Figure 5-5 presents the overall demand for parking within Zone A during the Friday survey period, while Figure 5-6 and Figure 5-7 present the demand for off-street and on-street parking respectively.

As these figures represent the overall car parking utilisation rates, they fail to capture the variation in demand for parking between certain areas of the precinct. A detailed breakdown of peak hour car parking utilisation is presented in Figure 5-8 overleaf.

Interestingly, the parking demand does not appear to be driven by commuters. Although there is demand during the traditional commuter peaks, the peak demand for parking is during the middle of the day, which is more representative of retail trade.

**Figure 5-5 – Zone A – Friday parking utilisation (all spaces)**

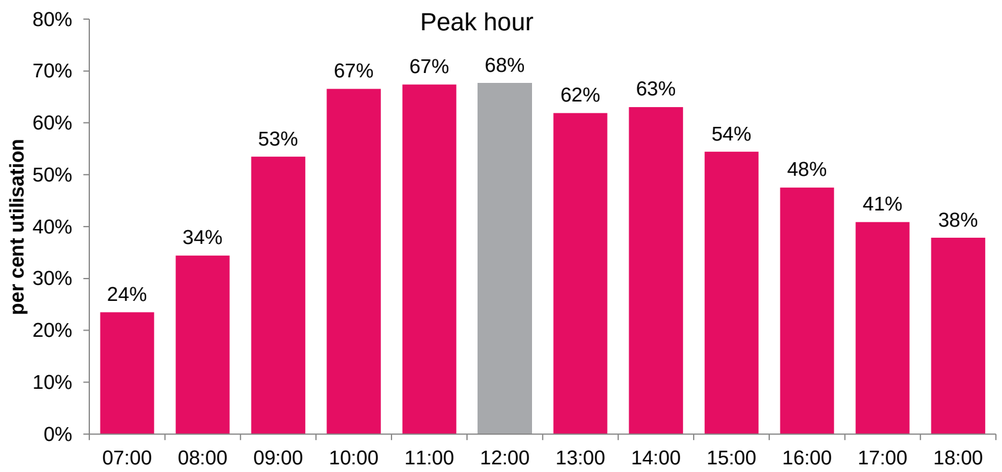
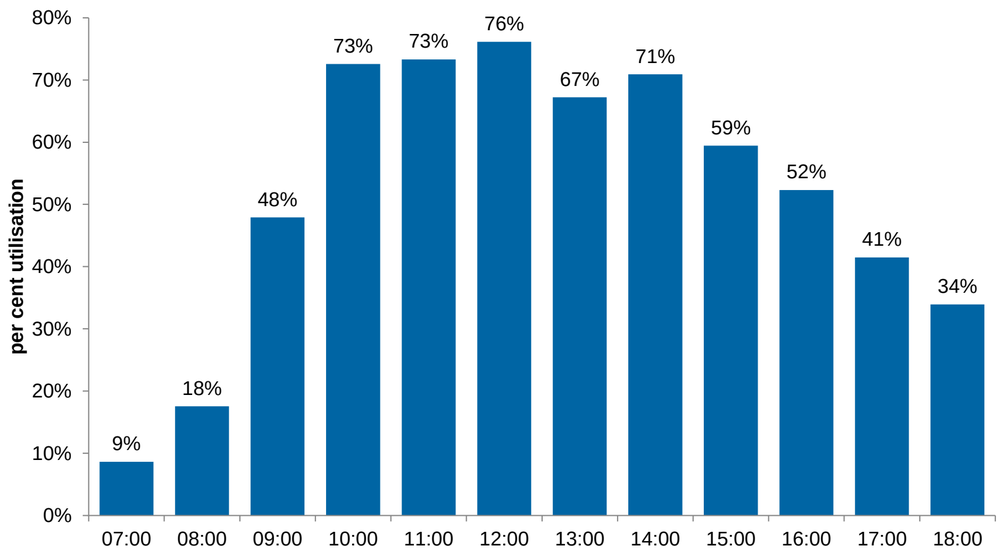



**Figure 5-6 – Zone A – Friday off-street parking utilisation**




*Note that these charts do not include data from the supplementary spot survey, as the peak hour (12:00 pm to 1:00 pm) is based on a different data set. Consequently, only the major publicly available off-street parking areas (Warringal Shopping Centre, Leo's Supermarket and Woolworths) are shown. The charts therefore represent a snapshot of general off-street parking trends within the precinct.*

**Figure 5-7 – Zone A – Friday on-street parking utilisation**

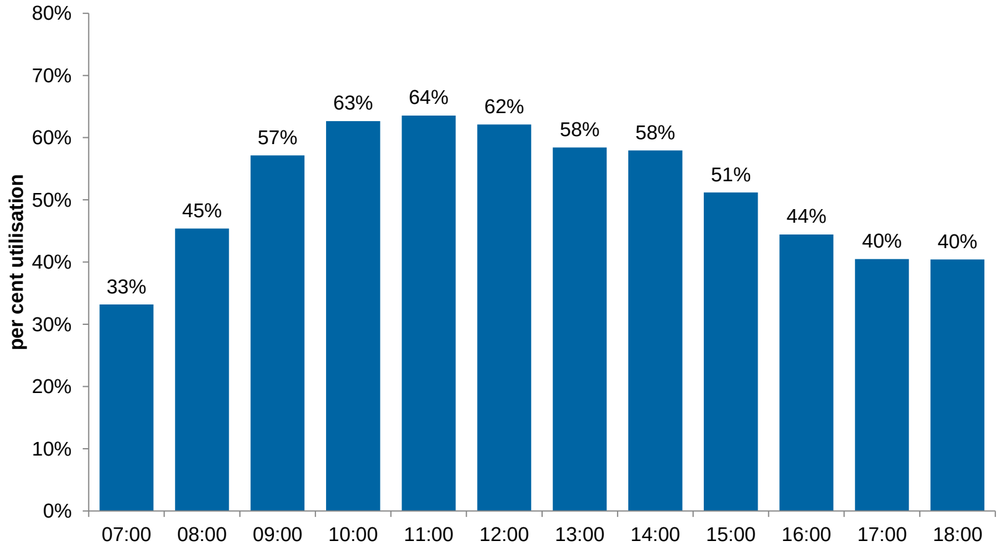
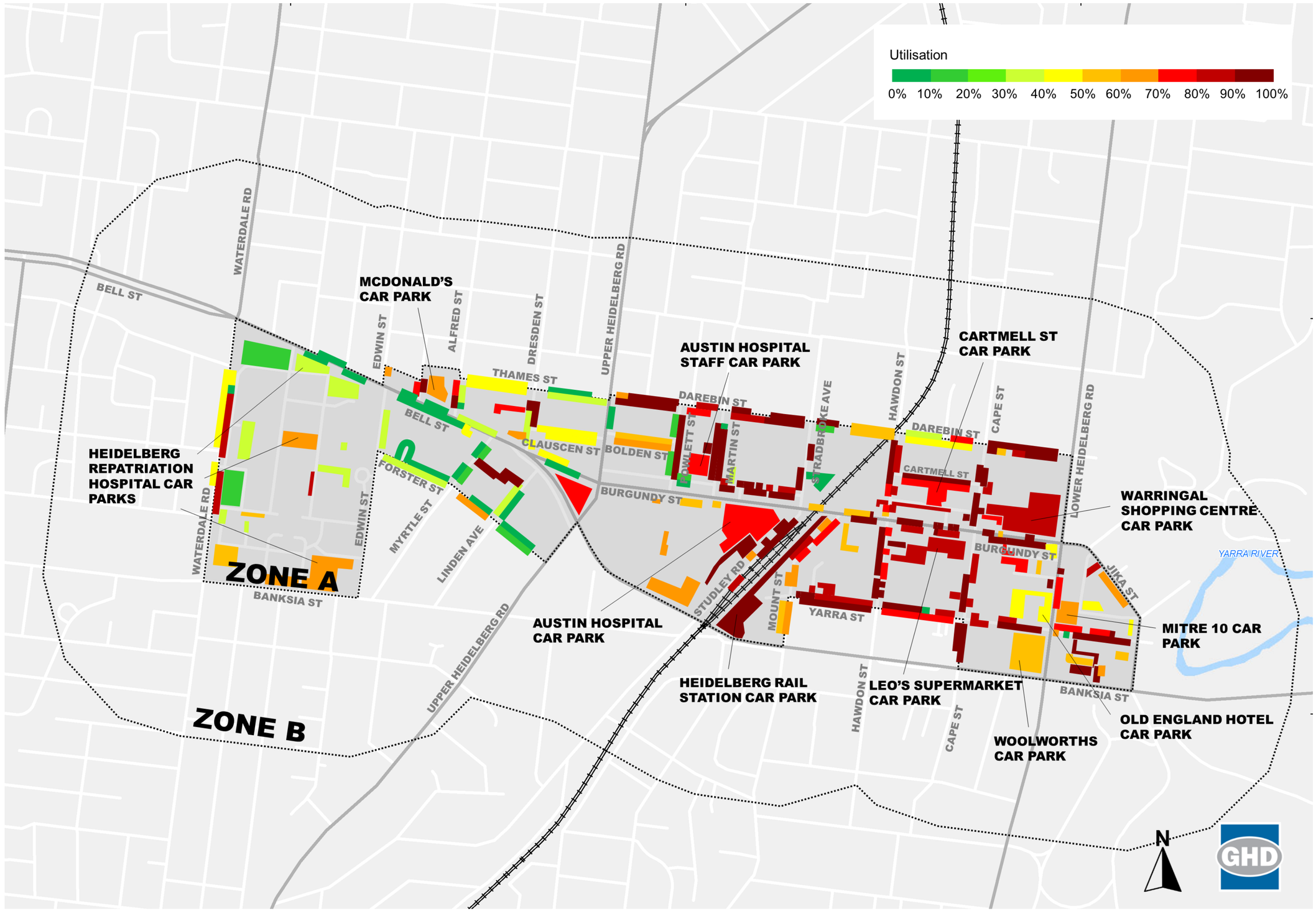


**Figure 5-8– Zone A - Friday peak hour utilisation (12:00 pm – 1:00 pm)**



### Weekday paid parking utilisation

There are 2,063 paid parking spaces in Zone A (either metered or ticketed) of which 123 are located on-street and 1,940 off-street. The paid parking spaces are mainly located in the medical precincts around the Austin Hospital, the Heidelberg Repatriation Hospital or near the cemetery on Darebin Street and Upper Heidelberg Road as presented in Table 5-3.

The majority of paid parking spaces are priced on an hourly basis with an upper cap, which can be up to $30 a day, however the Bell Street car park has a flat $5 daily charge.

Peak hour utilisation of these parking spaces varies by location, with car parks in and around the Austin Hospital very highly utilised (at least 70 per cent utilised), and car parks within the Heidelberg Repatriation Hospital between 30 and 70 per cent utilised.

**Table 5-3 – Zone A – Paid parking supply**

| Parking facility | Parking supply | Peak hour utilisation |
|---|---|---|
| Austin Hospital | 1,092 | 70% |
| Heidelberg Repatriation Hospital | 743 | 42% |
| Bell Street car park | 105 | 78% |
| On-street parking | 123 | 93% |

All on-street paid parking was surveyed for a full day, with a spot peak hour survey conducted for the remaining paid off-street car parks. The following observations can be made for paid on-street parking:

- Apart from 07:00 to 08:00, on-street paid parking occupancy is higher than average for Zone A.
- The highest occupancy is between 09:00 and 13:00, which is likely to be people attending medical appointments.
- The pattern of occupancy throughout the day generally follows that of Zone A as a whole.

Figure 5-9 presents the overall demand for parking within Zone A during the Friday survey period, while Figure 5-10 presents a detailed breakdown of utilisation during the 12:00 pm peak hour.

**Figure 5-9 – Zone A – Friday on-street parking utilisation (paid parking)**

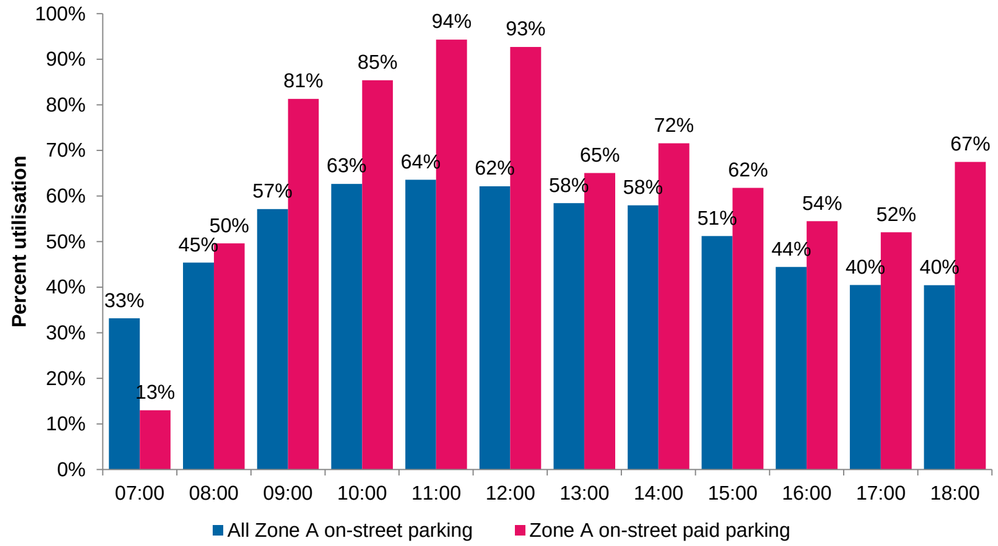
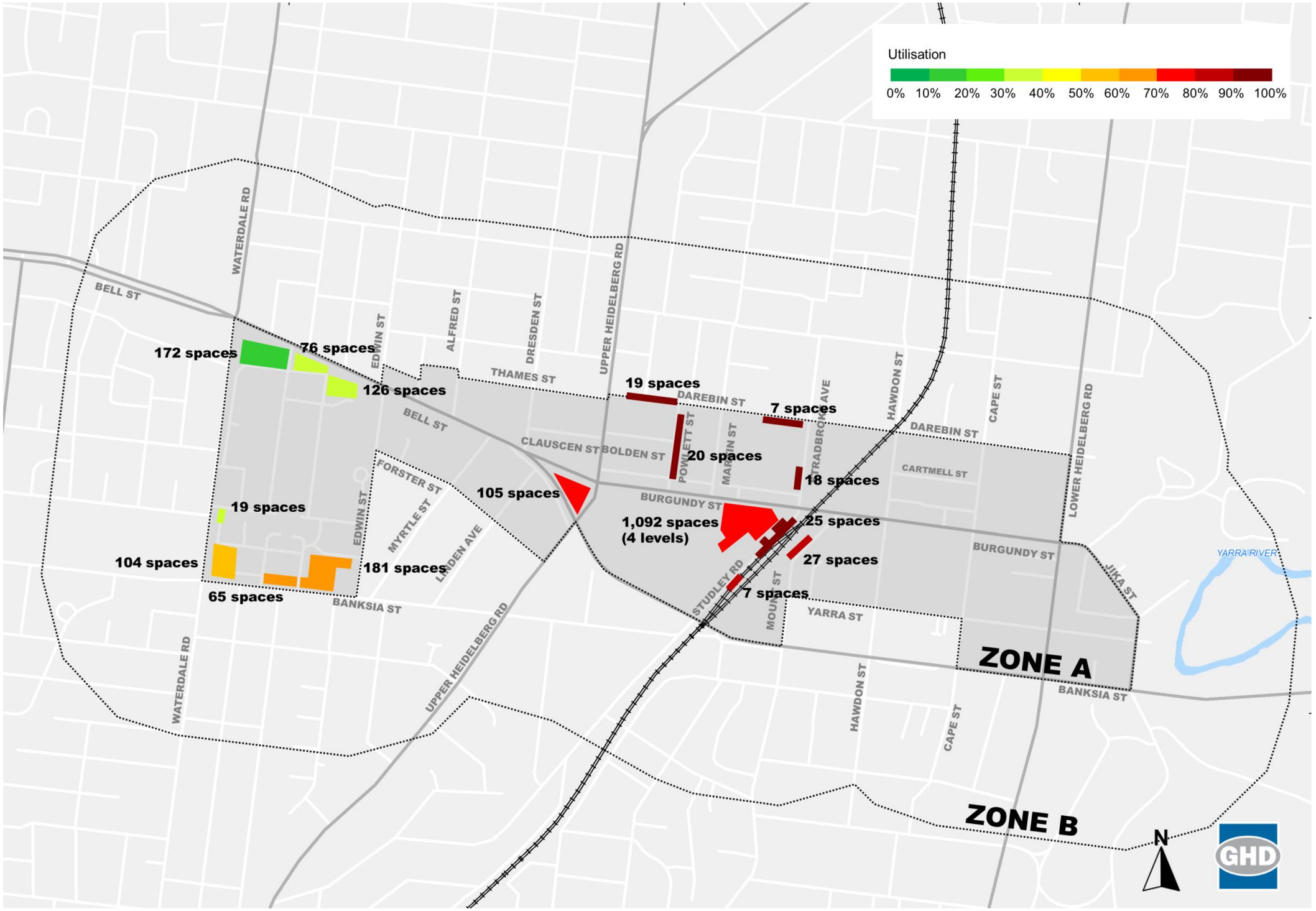


**Figure 5-10 – Zone A – Friday peak hour paid parking utilisation (12:00 pm to 1:00 pm)**



### Weekend parking utilisation

On-street and off-street parking was moderately utilised during the Saturday survey period, with 57 per cent of parking spaces within Zone A utilised during the peak hour of the day. The following observations can be made:

- The peak hour for parking demand was 11:00 am to 12:00 pm, however demand for parking in the 12:00 pm hour was also similar to the peak hour;
- On-street parking was more highly utilised than off-street parking during peak hour, but lower in the first two hours of the survey. This was most likely due to the demand for on-street residential parking overnight;
- Demand for off-street parking was fairly constant throughout the survey period, going from 36 per cent utilisation to 52 per cent during peak hour; and
- Overall, demand for parking on the Saturday was lower than during the Friday survey period.

Figure 5-11 presents the overall demand for parking within Zone A during the Saturday survey period, while Figure 5-12 and Figure 5-13 present the demand for off-street and on-street parking respectively.

As these figures represent the overall car parking utilisation rates, it fails to capture the variation in demand for parking between certain areas of the precinct. A detailed breakdown of peak hour car parking utilisation is presented in Figure 5-14 overleaf.

**Figure 5-11 – Zone A – Saturday parking utilisation (all spaces)**

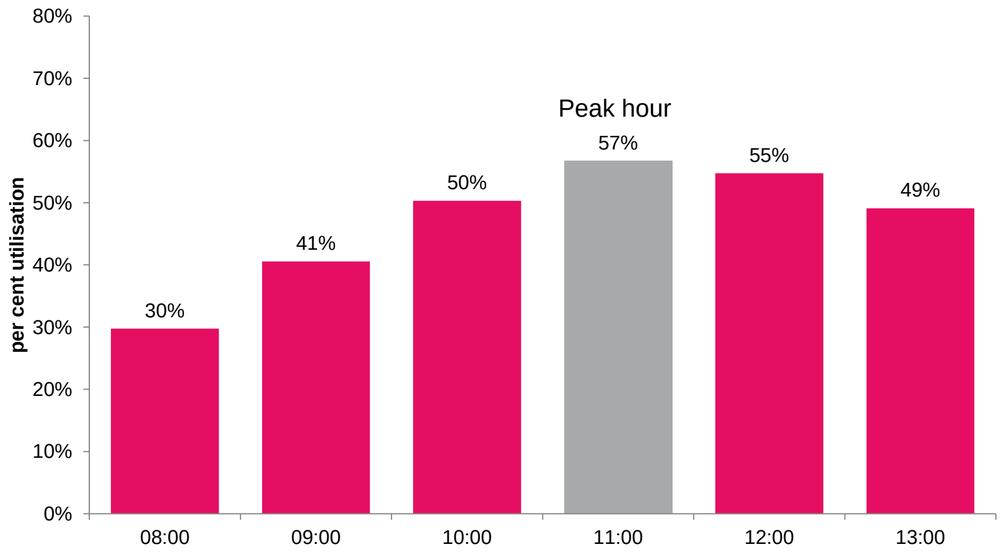



**Figure 5-12 – Zone A – Saturday off-street parking utilisation**

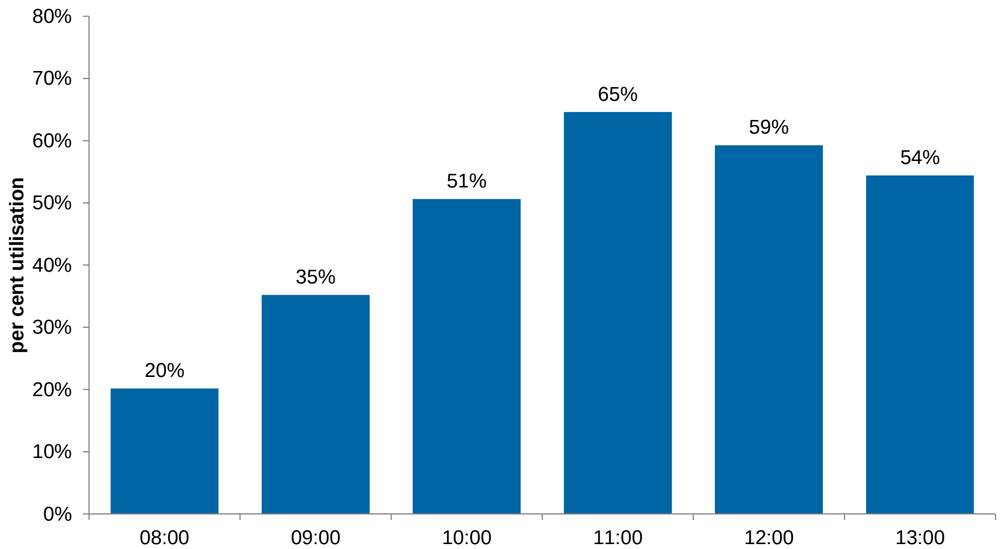
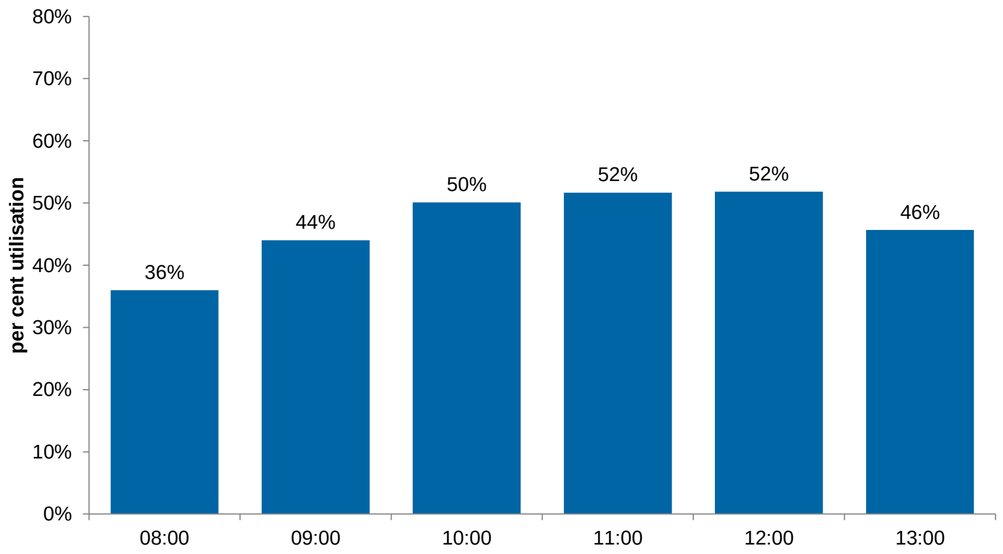
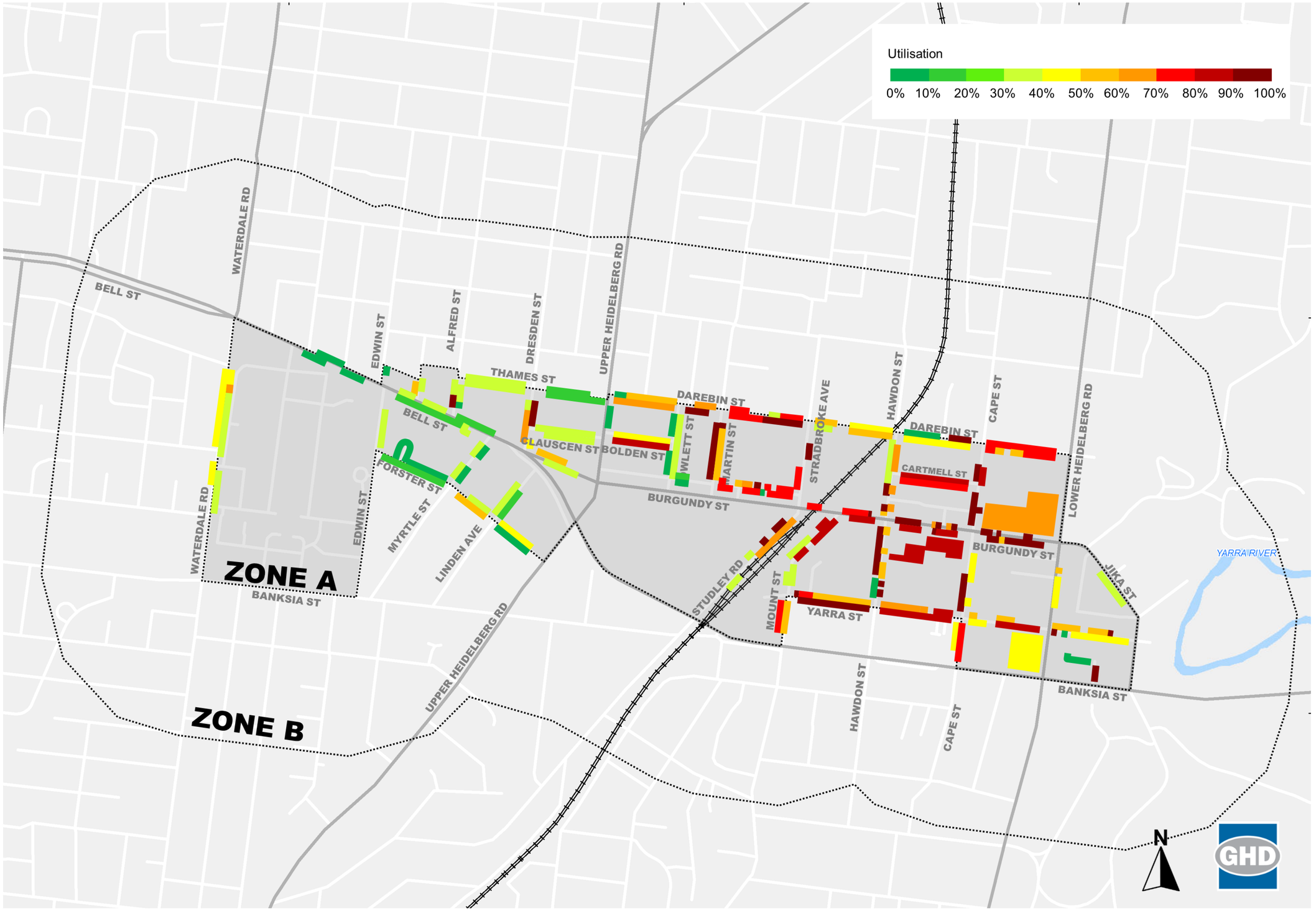



**Figure 5-13 – Zone A – Saturday on-street parking utilisation**



## Figure 5-14 – Zone A - Saturday peak hour utilisation (11:00 am to 12:00 pm)



### Zone A weekday trends and observations

Average parking utilisation rates have been broken down into three time periods:

- 7:00 am to 10:00 am, capturing the morning commuter and school peaks and demand for residential parking;
- 10:00 am to 3:00 pm, capturing demand for retail and commercial parking;
- 3:00 pm to 7:00 pm, capturing the evening commuter peak.

The following trends and observations can be made about parking demand during the Friday survey period:

- The high demand for parking during the middle of the day between 10:00 am and 3:00 pm is pronounced, with the majority of areas showing low utilisation in the morning, very high utilisation between 10:00 am and 3:00 pm, and moderate demand in the afternoon and evening (3:00 pm to 7:00 pm).
- Parking is fairly well utilised east of Stradbroke Avenue throughout the entire day, most likely due to the commercial, retail and education land uses in the area.
- There was low demand for parking in the mainly residential areas between Upper Heidelberg Road and Edwin Street throughout the entire day.
- Demand for parking was at or near 100 per cent on the unrestricted on-street parking spaces along Francis Street, Waterdale Road, Alfred Street, Darebin Street, Powlett Street, Hawdon Street, Cape Street, Cartmell Street, Yarra Street and The Conduit between 7:00 am and 3:00 pm. Overall, roads with no parking restrictions generally have the highest parking utilisation rates in Zone A.
- High demand for parking on Jika Street in the morning hours is most likely due to the Magistrates' Court nearby.

The top 20 most utilised sites (with a minimum of five parking spaces) are listed in Table 5-4.

The average utilisation of parking across the three time periods are presented in Figure 5-15, Figure 5-16 and Figure 5-17 respectively.

**Table 5-4 – Zone A Top utilised parking areas (minimum five parking spaces)**

| Parking area | Parking spaces | Restriction | Average utilisation (Friday) | | |
|---|---|---|---|---|---|
| | | | 7-10am | 10am-3pm | 3-7pm |
| The Conduit south of Yarra St (East side) | 10 | None | 100% | 94% | 73% |
| Yarra St btw Mount St & Hawdon St (South side) | 20 | 3P | 80% | 95% | 89% |
| Cape St btw Burgundy St & Darebin St (West side) | 11 | 2P | 82% | 96% | 86% |
| Darebin St btw Cape St & Rosanna Rd (South side) | 15 | None | 97% | 100% | 63% |
| Cape St btw Banksia St & Yarra St (West side) | 5 | None | 80% | 100% | 80% |
| Barkly Pl btw Stradbroke Ave & Martin St (South side) | 17 | 3P | 78% | 96% | 84% |
| Barkly Pl btw Stradbroke Ave & Martin St (South side) | 15 | 2P | 75% | 96% | 85% |
| Burgundy St btw Cape St & Rosanna Rd (South side) | 19 | 1P | 72% | 97% | 89% |
| Burgundy St btw Hawdon St & Cape St (North side) | 14 | 1P | 70% | 99% | 88% |
| Hawdon St btw Yarra St & Burgundy St (East side) | 11 | None | 93% | 98% | 66% |
| Barkly Pl btw Stradbroke Ave & Martin St (North side) | 11 | 3P | 89% | 84% | 82% |
| Yarra St btw Lower Heidelberg Rd & Dora St (South side) | 23 | None | 100% | 99% | 53% |
| Burgundy St btw Stradbroke Ave & Hawdon St (South side) | 10 | 1P | 88% | 94% | 70% |
| Yarra St btw Hawdon St & Cape St (North side) | 8 | None | 97% | 98% | 56% |
| Burgundy St btw Cape St & Rosanna Rd (North side) | 6 | 1/2P | 75% | 100% | 75% |
| Cape St btw Banksia St & Yarra St (East side) | 11 | None | 89% | 98% | 59% |
| Stradbroke Ave btw Burgundy St & Darebin St (East side) | 5 | 2P | 85% | 100% | 60% |
| Burgundy St btw Cape St & Rosanna Rd (North side) | 5 | 1P | 55% | 100% | 90% |
| The Conduit south of Yarra St (East side) | 10 | None | 100% | 94% | 73% |
| Yarra St btw Mount St & Hawdon St (South side) | 20 | 3P | 80% | 95% | 89% |

**Figure 5-15 – Zone A average utilisation 7:00 am to 10:00 am (Friday)**

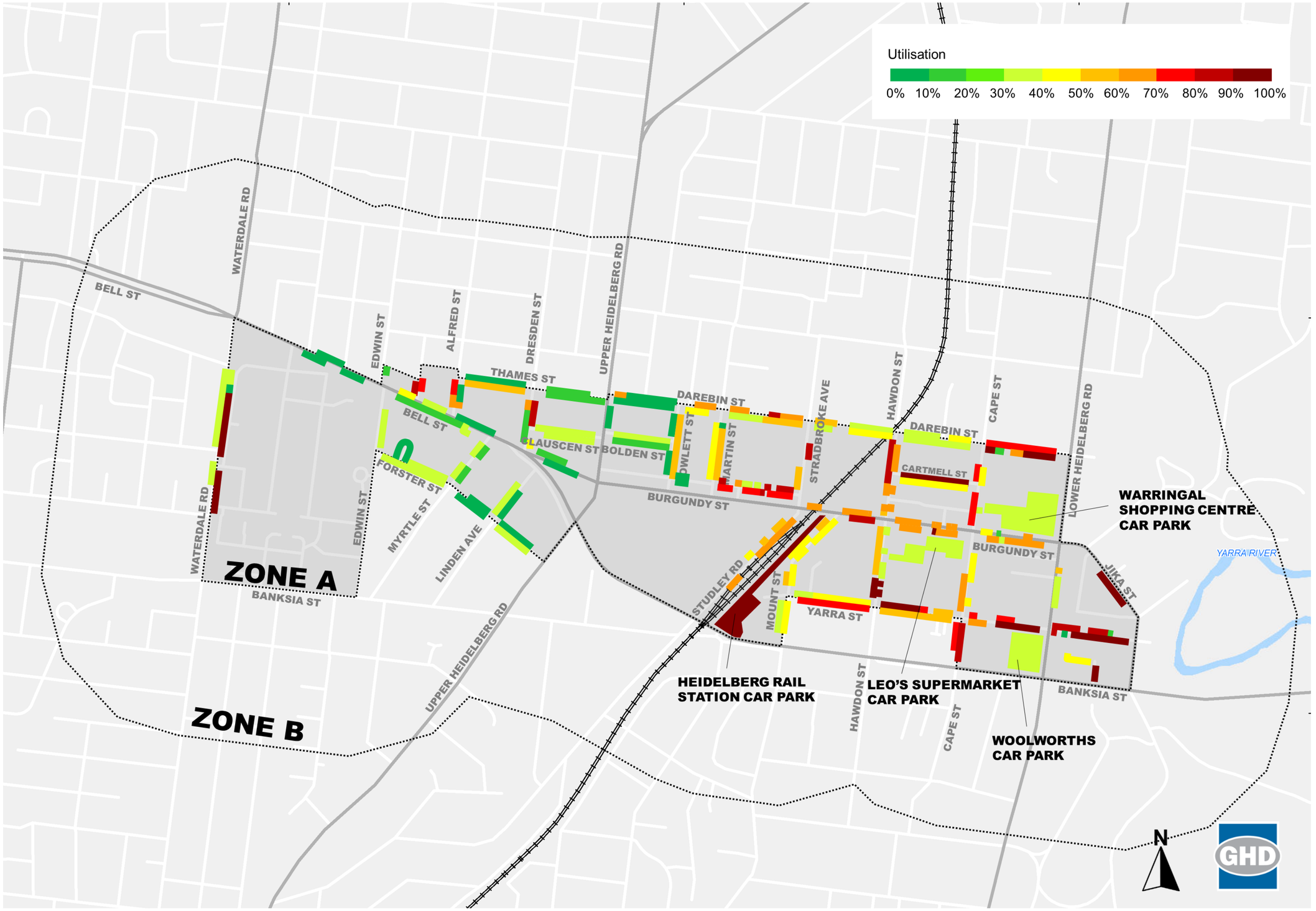


**Figure 5-16 – Zone A average utilisation 10:00 am to 3:00 pm (Friday)**

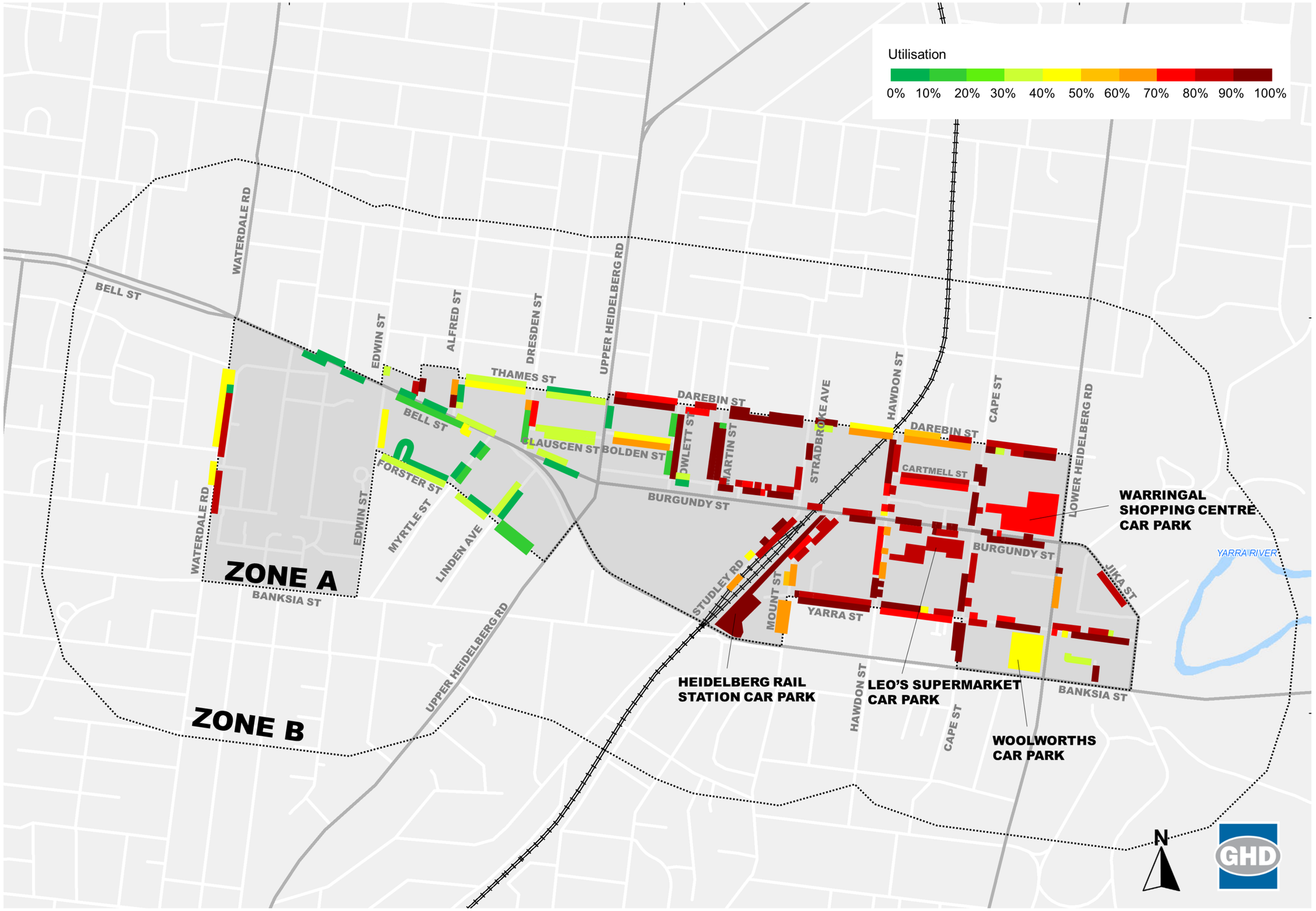
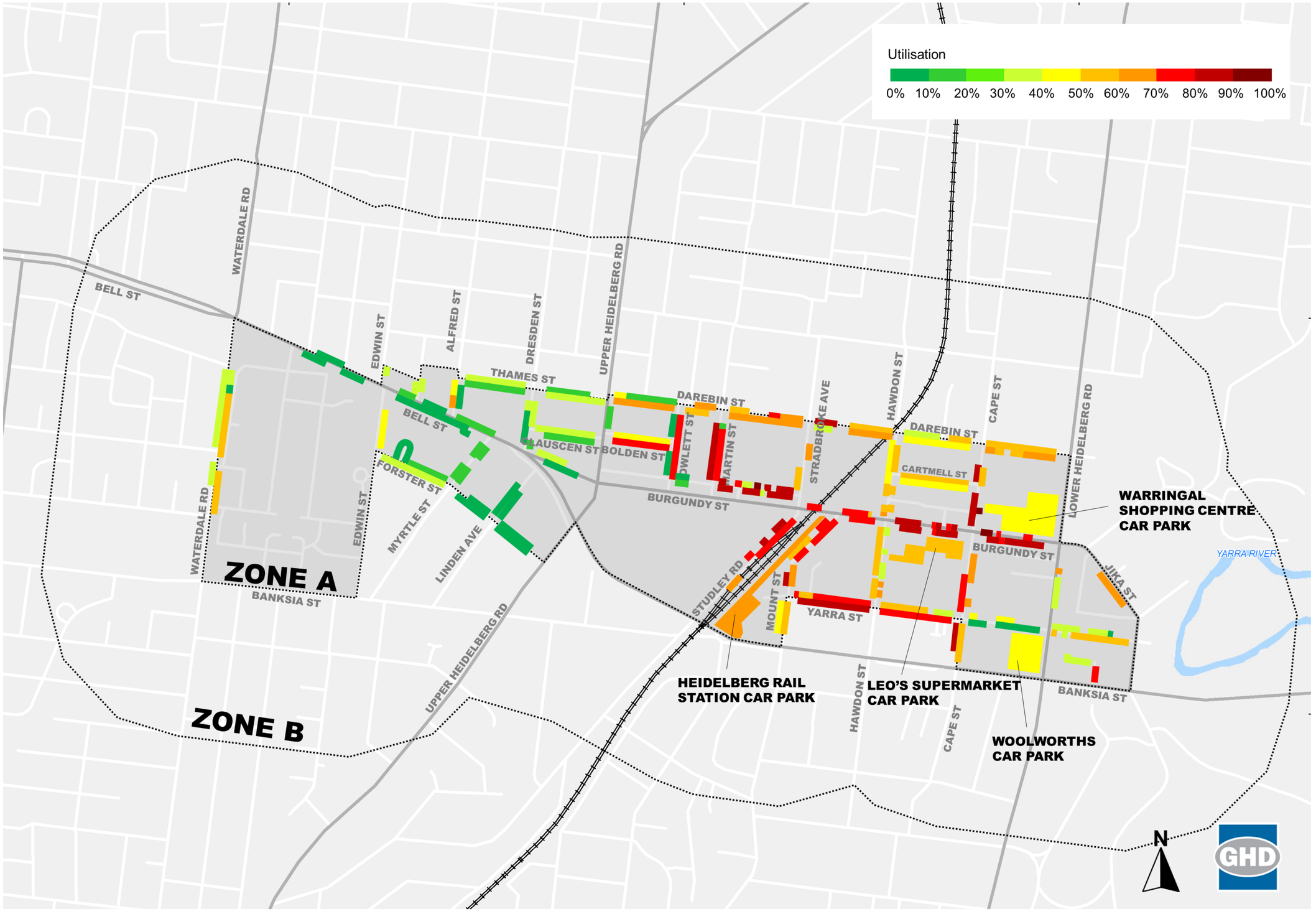


**Figure 5-17 – Zone A average utilisation 3:00 pm to 7:00 pm (Friday)**



### 5.2.3 Duration of stay

The length of time vehicles were parked on-street and at off-street car parks was recorded for vehicles in Zone A. Key observations are as follows (excluding Heidelberg Railway Station):

- The majority of vehicles parking in Zone A of the Heidelberg Precinct Core Area parked for approximately one hour or less (63%).
- A higher proportion of vehicles parked for one hour or less in off-street parking areas compared to on-street. This is most likely due to the fact that the majority of off-street parking is related to retail trips which are often short in duration.
- A low percentage of vehicles parked in Zone A for three or more hours (10% of vehicles surveyed). Vehicles parked for more than three hours are more likely to be parked on-street, rather than in an off-street car park (typically residential parking).

Figure 5-18 depicts the proportion of vehicles parked for less than one hour, 1-2 hours, 2-3 hours, or greater than three hours. Figure 5-19 compares duration of stay between on-street and off-street parking locations.

The most commonly observed duration of stay for each segment  of on-street parking and the off-street car parks is presented in Figure 5-20 overleaf. Where the duration of stay is three or more hours, the corresponding parking restriction for the parking area has been included.

Note that vehicles displaying traders' permits or residents' permits have not been included in the duration of stay assessment. Vehicles displaying either of these permits are exempt from time based parking restrictions. Additionally, duration of stay has been assessed for the entire survey period (7:00 am to 7:00 pm) regardless of the duration of the time restrictions.

**Figure 5-18 – Zone A – Friday parking duration of stay**

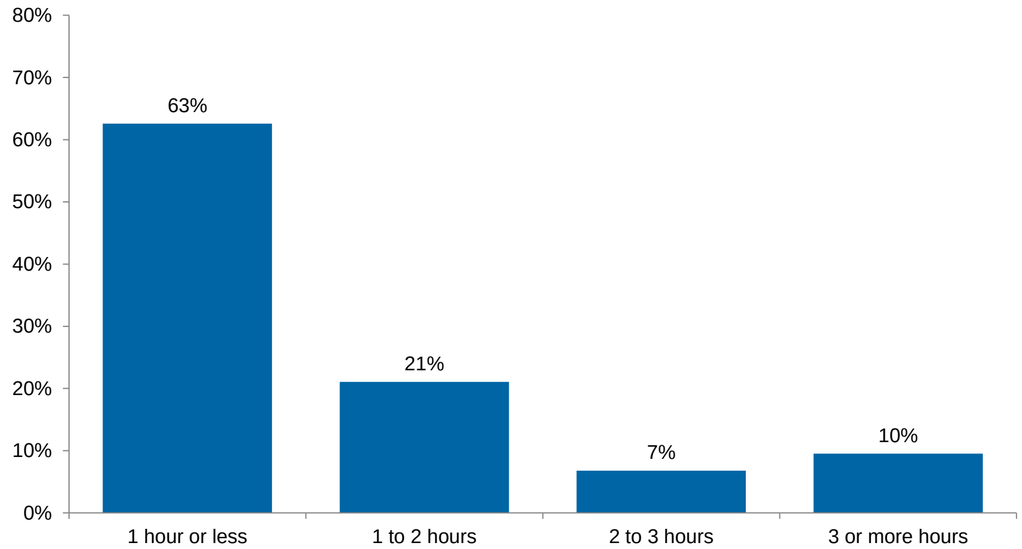
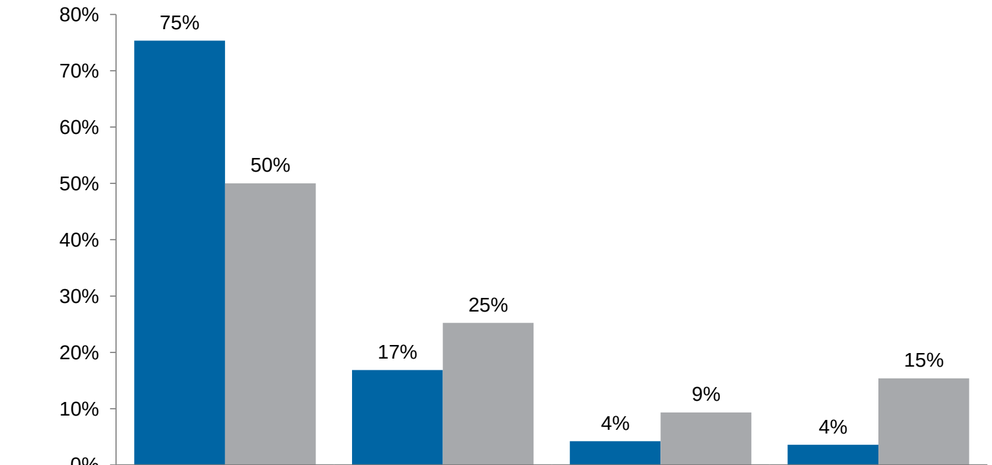
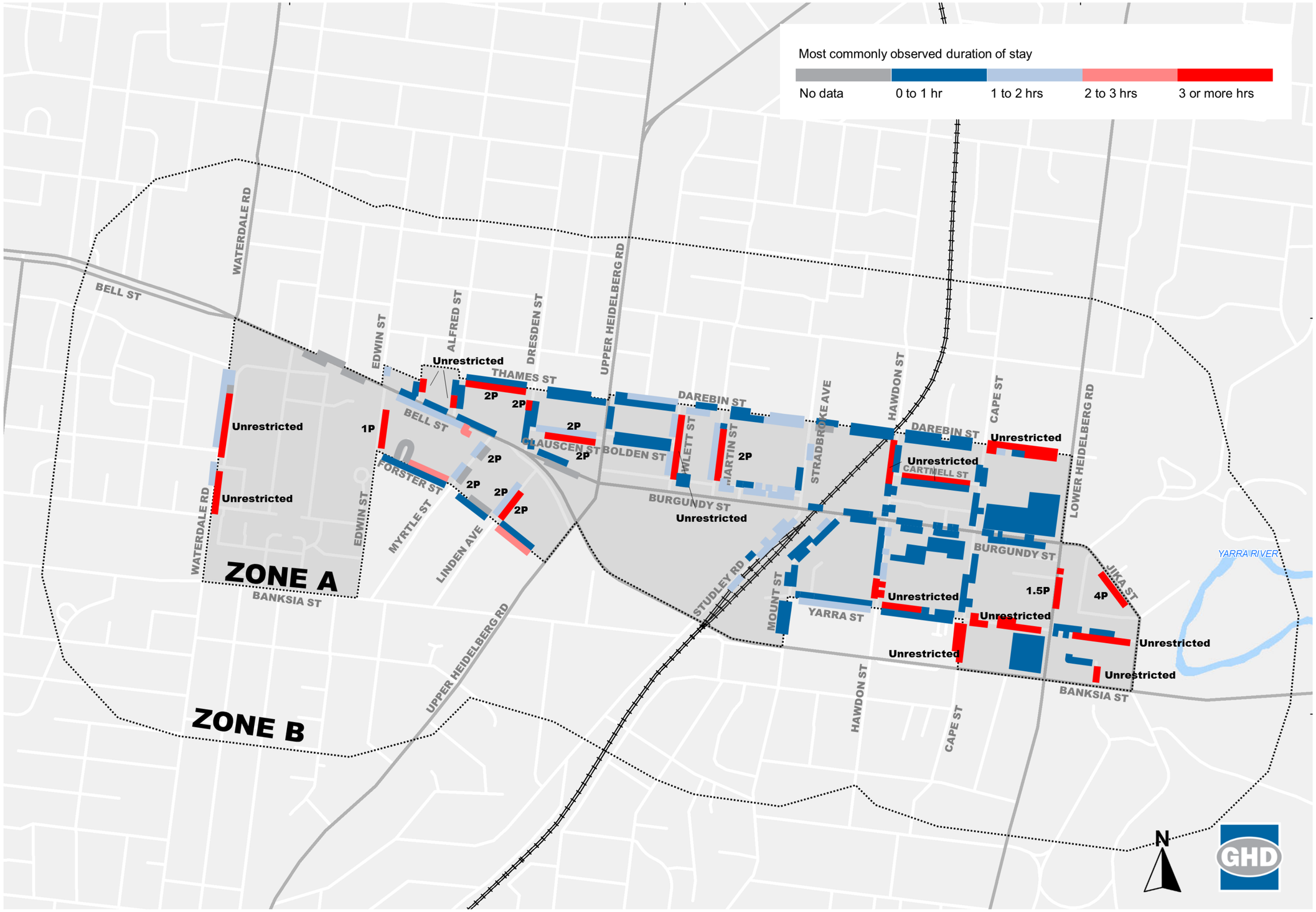



**Figure 5-19 – Zone A – Friday parking duration of stay by location**




| | 1 hour or less | 1 to 2 hours | 2 to 3 hours | 3 or more hours |
|---|---|---|---|---|
| Off-street | 75% | 17% | 4% | 4% |
| On-street | 50% | 25% | 9% | 15% |

## Figure 5-20 – Zone A most commonly observed duration of stay (Friday)




*This assessment does not include vehicles displaying traders permits or residential parking permits*

The analysis of duration of stay has been broken down into off-street and on-street parking areas, with on-street parking separated by duration of parking restriction. The average duration of stay for each of the off-street car parks and on-street parking by type of restriction is presented in Table 5-5.

Note that this assessment does not include vehicles displaying traders' permits or residential parking permits.

**Zone A off-street car parks**

- The majority of vehicles in the three off-street car parks were recorded as staying for one hour or less during the Friday survey period;
- Overall, there was a high degree of compliance with the parking restrictions at the three off-street car parks:
  - Four per cent of vehicles (91 vehicles) were recorded as overstaying in the Warringal Shopping Centre car park;
  - Six per cent of vehicles (60 vehicles) were recorded as overstaying in the Leo's Supermarket car park.
  - Less than one per cent of vehicles (two vehicles) were recorded as overstaying in the Woolworths car park (90 minute restriction);

**Zone A on-street car parks**

- There was a lower turnover of parking spaces on-street compared to off-street, with fewer vehicles parked for less than one hour.
- The longer the time limit in a parking area, the longer a vehicle is recorded staying. 4P parking spaces recorded the highest proportion of vehicles parking for more than three hours (51%) while spaces with restrictions of one hour or less had the lowest proportion of vehicles staying for more than three hours (3%).
- Overall, there was a lower degree of compliance with the parking restrictions on-street compared to the off-street car parks:
  - 24 per cent of vehicles (238 vehicles) were recorded as overstaying at on-street areas with restrictions of 1P or less;
  - 24 per cent of vehicles (464 vehicles) were recorded as overstaying at on-street areas with restrictions of 1.5P or 2P;
  - 24 per cent of vehicles (60 vehicles) were recorded as overstaying at on-street areas with restrictions of 3P.

**Table 5-5 – Duration of stay at selected car parks**

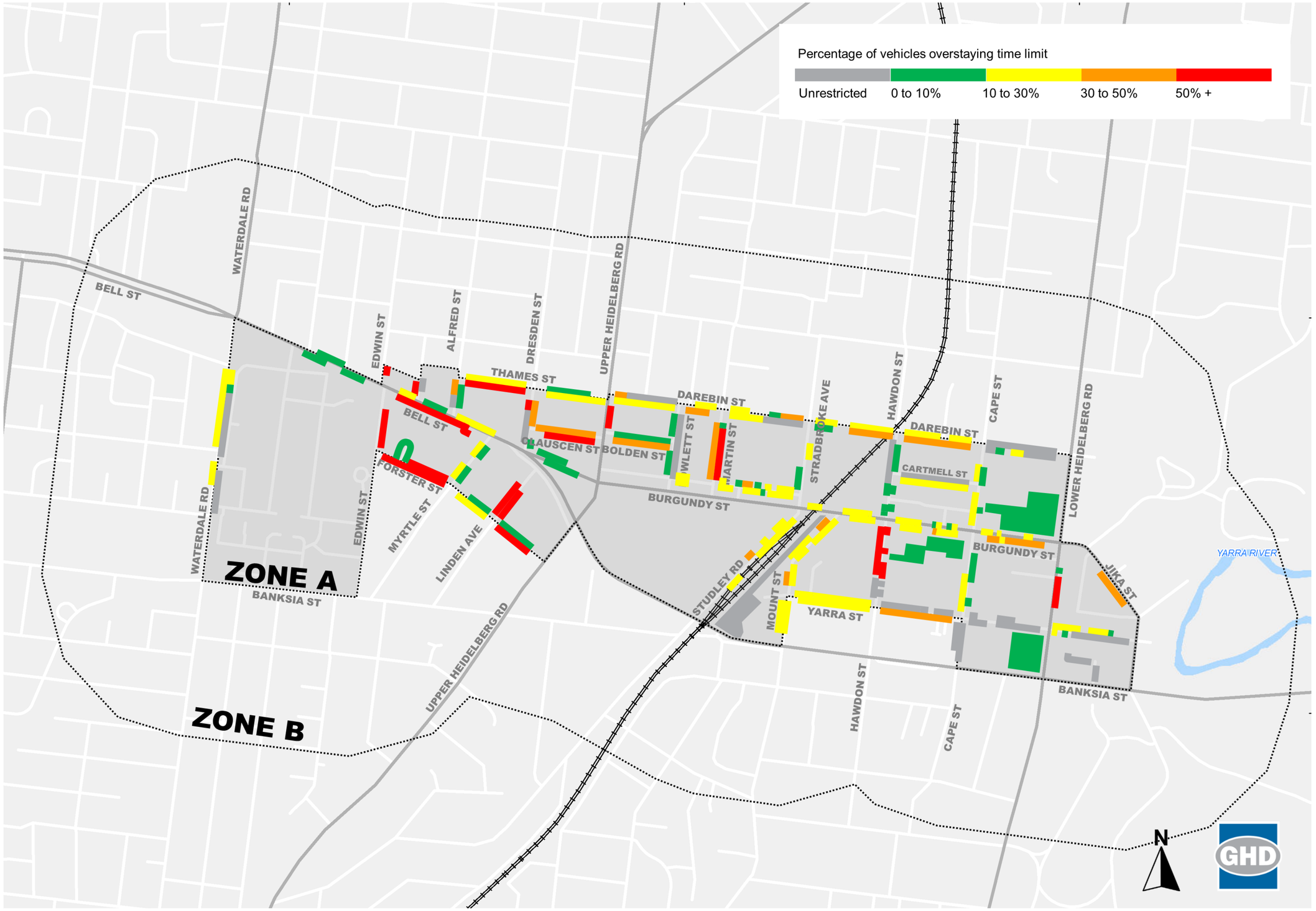
| Parking area | Duration of stay (Friday) | | | |
|---|---|---|---|---|
| | < 1 hr | 1 – 2 hrs | 2 – 3 hrs | > 3 hrs |
| Off-street: Warringal Shopping Centre (3P) | 71% | 20% | 5% | 4% |
| Off-street: Leo's Supermarket (2P) | 76% | 18% | 3% | 3% |
| Off-street: Woolworths (1.5P) | 96% | 4% | <1% | <1% |
| On-street: ≤ 1 hr restrictions | 76% | 17% | 4% | 3% |
| On-street: 1.5P or 2P | 46% | 30% | 12% | 12% |
| On-street: 3P | 30% | 30% | 16% | 24% |
| On-street: 4P | 16% | 19% | 14% | 51% |
| On-street: Unrestricted | 28% | 19% | 7% | 45% |

*Cells highlighted in orange denote the percentage of vehicles overstaying parking restrictions.*

A breakdown of the percentage of vehicles overstaying for each segment of road is presented in Figure 5-21.

- The highest percentage of overstaying occurs in the residential areas between Edwin Street and Upper Heidelberg Road. While the proportion of vehicles overstaying is high, the on-street parking is less than 50 per cent utilised.
- Overstaying occurs throughout the entire the Zone A precinct, which indicates that a review of time limits or a higher level of enforcement may be necessary.

## Figure 5-21 – Zone A percentage of overstayers (Friday)




*This assessment does not include vehicles displaying traders permits or residential parking permits*

The Austin Hospital, Burgundy Street

Table 5-6 highlights segments of road in Zone A which are fully utilised or nearly fully utilised during peak hour where the duration of stay is greater than three hours. High utilisation and long duration of stay indicates that there is a low level of turnover in these areas.

**Table 5-6 – Zone A parking areas with low turnover (> 3 hours) and high utilisation**

| Parking area | Capacity | Parking restriction | Peak hour utilisation |
|---|---|---|---|
| Francis St btw Bell St & 40m north of Bell St (East side) | 5 | No Restriction | 100% |
| Waterdale Rd btw Bell St & Banksia St (East side) | 43 | No restriction | 91% |
| Alfred St btw Bell St & Thames St (West side) | 2 | No Restriction | 100% |
| Darebin St btw Cape St & Rosanna Rd (North side) | 11 | No Restriction | 91% |
| Darebin St btw Cape St & Rosanna Rd (South side) | 15 | No restriction | 100% |
| Powlett St btw Burgundy St & Darebin St (East side) | 20 | P Meter - 8am-6pm Mon-Sat | 100% |
| Martin St btw Burgundy St & Darebin St (East side) | 14 | 2P - 8am-5pm Mon-Fri | 100% |
| Hawdon St btw Yarra St & Burgundy St (West side) | 3 | No Restriction | 100% |
| Hawdon St btw Burgundy St & Darebin St (West side) | 10 | No restriction | 90% |
| Hawdon St btw Yarra St & Burgundy St (East side) | 11 | No restriction | 100% |
| Cape St btw Banksia St & Yarra St (West side) | 5 | No Restriction | 100% |
| Cape St btw Banksia St & Yarra St (East side) | 11 | No Restriction | 100% |
| Cartmell St btw Hawdon St & Cape St (North side) | 23 | No Restriction | 96% |
| Jika St outside Law Courts / Police Station | 16 | 4P - 9am-5.30pm Mon-Fri | 100% |
| Yarra St btw Hawdon St & Cape St (North side) | 8 | No Restriction | 100% |
| Yarra St btw Cape St & Lower Heidelberg Rd | 7 | P2min - 8-9am, 3-4pm School Days | 86% |
| Yarra St btw Cape St & Lower Heidelberg Rd | 9 | P2min - 8-9am, 3-4pm School Days | 100% |

### 5.2.4 Heidelberg Railway Station

Heidelberg Railway Station provides 281 unrestricted (all day) parking spaces for train commuters. In addition, there are four disabled parking spaces and four rail staff parking spaces (permit zone parking). The analysis in this section relates to the 281 unrestricted parking spaces at the train station.

During the Friday survey, the majority of vehicles entered the train station car park between 6:00 am and 9:00 am, as presented in Figure 5-22. The car park became fully utilised between 8:00 am and 9:00 am (98 per cent utilised  as presented in Figure 5-23), with 278 vehicles entering  and four vehicles departing in the first three hours.

The car park remained for the majority of the day as there was minimal turn-over of parking spaces between 9:00 am and 2:00 pm.  From 2:00 pm onwards, there was a gradual flow of departures from the car park. This pattern of arrivals and departures observed is typical for commuter parking, with a concentrated period of vehicles arriving during the morning peak and a lower flow of departures occurring across  a longer period of time in the afternoon.

The average duration of stay observed was seven hours and the median duration of stay was 9 hours, suggesting that the car park is being used for its intended purpose as long term (all day) parking. Duration of stay is presented in Figure 5-24.

**Figure 5-22 – Heidelberg Railway Station Friday arrivals and departures**

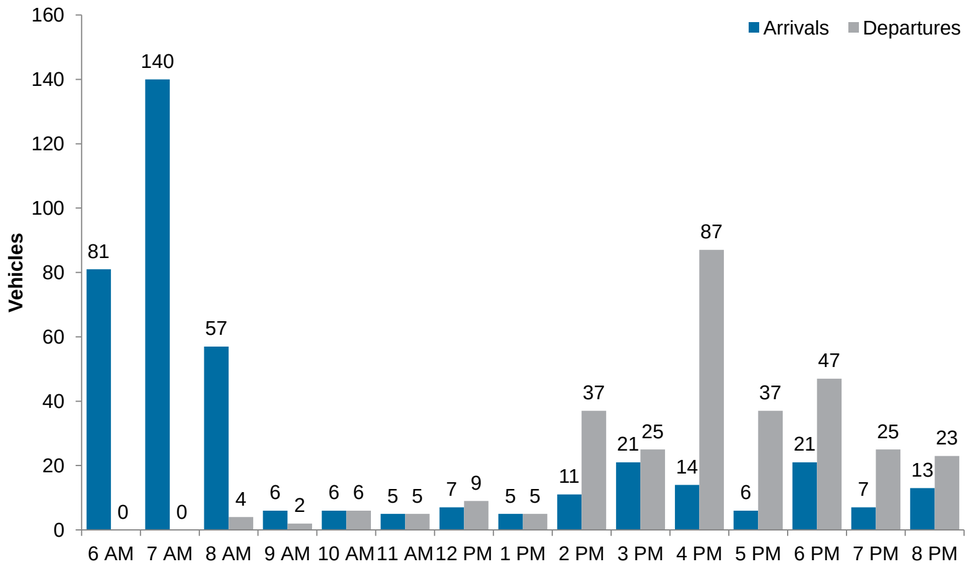



**Figure 5-23 – Heidelberg Railway Station Friday utilisation**

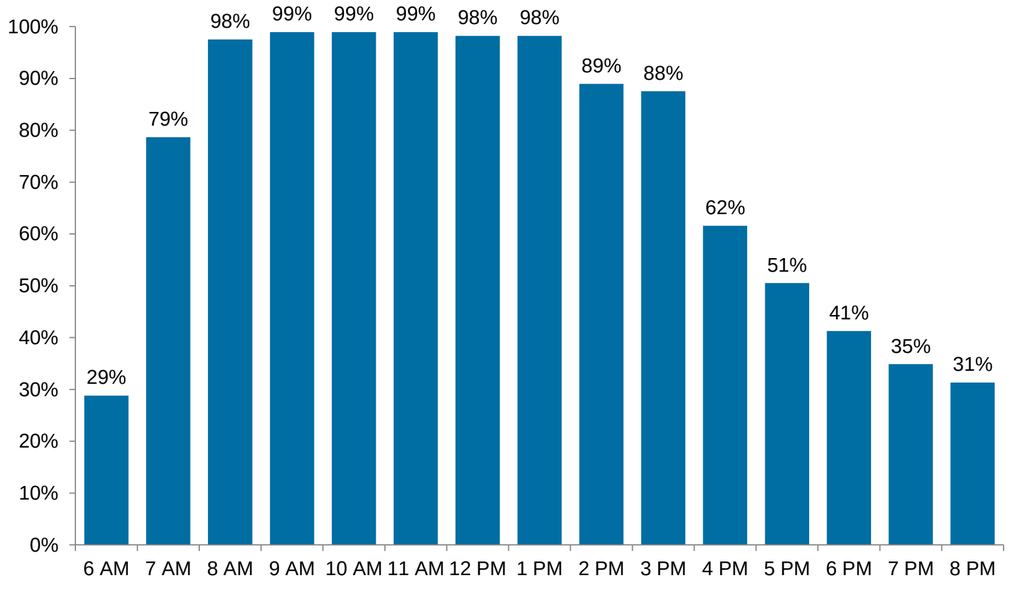
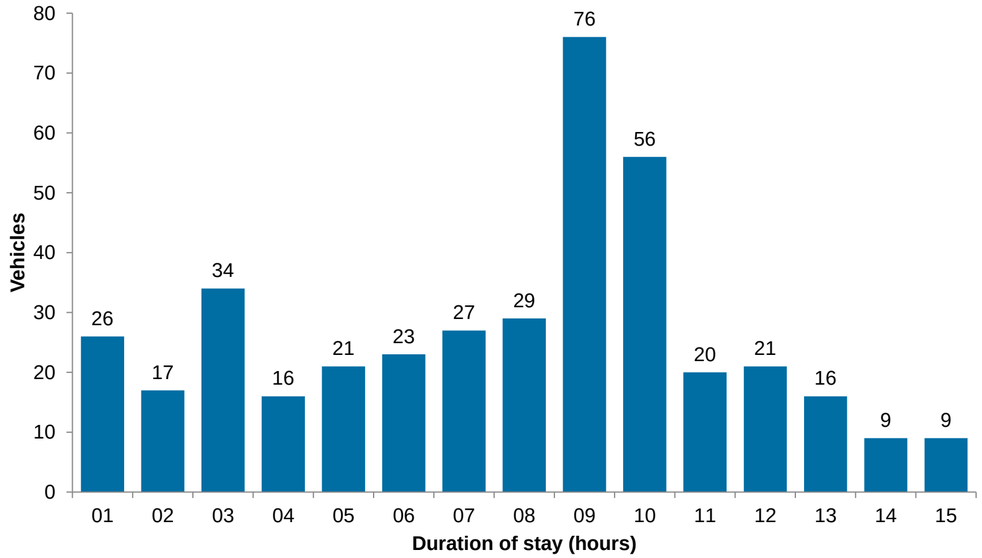



**Figure 5-24 – Heidelberg Railway Station Friday duration of stay (hours)**



**Key findings - Heidelberg Precinct Core Area Zone A**

The survey of parking supply and demand has yielded the following key findings:

- The off-street car parks are well utilised, with peak utilisation of approximately 75 per cent;
- Demand for on-street parking is highest at the east of the rail line and around Warringal Private Hospital;
- On-street parking is fully or nearly fully utilised along Yarra Street, Burgundy Street, Darebin Street, Cape Street, Hawdon Street and Martin Street. Demand is high due to the local schools, shops, medical centres and hospitals in the area.
- Demand for on-street parking is highest in areas with unrestricted time limits;
- Overstaying of time limits is highest on-street, especially in areas with a one hour time limit;
- Residential parking permit signage from the previous permit scheme is still displayed on parking restriction signage, which may confuse residents as to the extent of the current permit scheme.

## 5.3 Zone B

### 5.3.1 Parking supply

Surveyed car parking facilities within Zone B  of the Heidelberg precinct core area consist of 4,441 car parking spaces, of which 4,294 (97%) are located on-street and 147 (3%) are located off-street at Heidelberg Park.

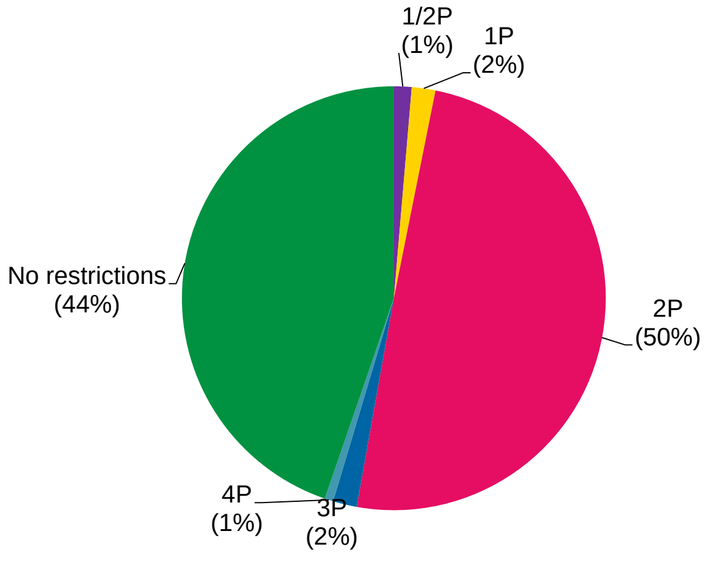
There is a mixture of time restricted and unrestricted parking spaces in Zone B, with time restrictions typically two hours in length. Parking restrictions for parking in Zone B are presented in Figure 5-25. Parking restrictions for each individual street are presented in Figure 5-26 overleaf.

A summary of the parking areas surveyed within Zone A of the Heidelberg precinct core area is presented in Table 5-7 below.

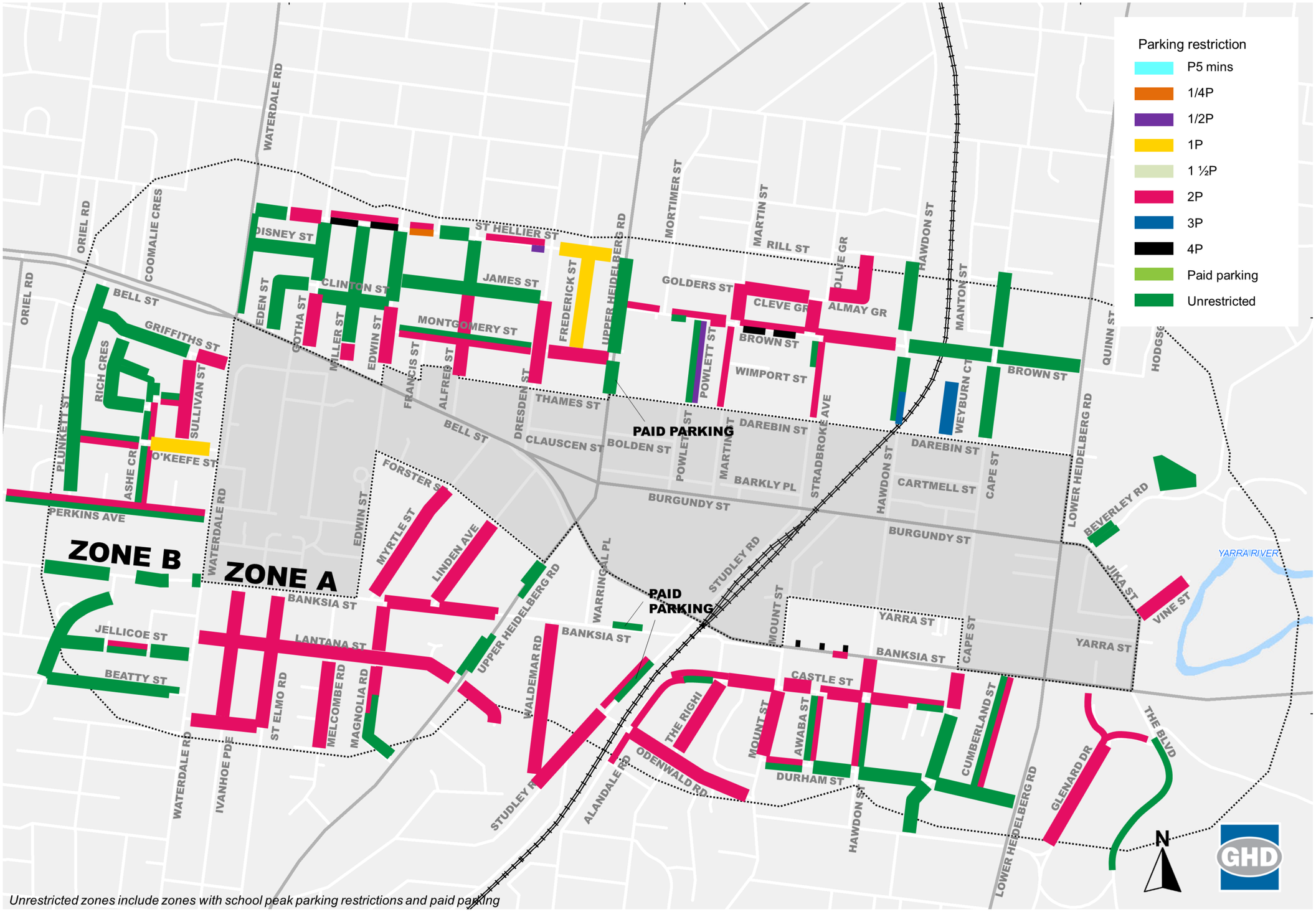
**Table 5-7 – Zone B - parking summary**

| Type of parking | Surveyed parking spaces |
|---|---|
| Total parking spaces surveyed | 4,441 |
| Metered/ticketed parking | 59 |

**Figure 5-25 – Zone B - parking restrictions**




## Figure 5-26 – Zone B parking restrictions (weekday restrictions)




*Unrestricted zones include zones with school peak parking restrictions and paid parking*

### 5.3.2 Parking utilisation

#### Weekday parking utilisation

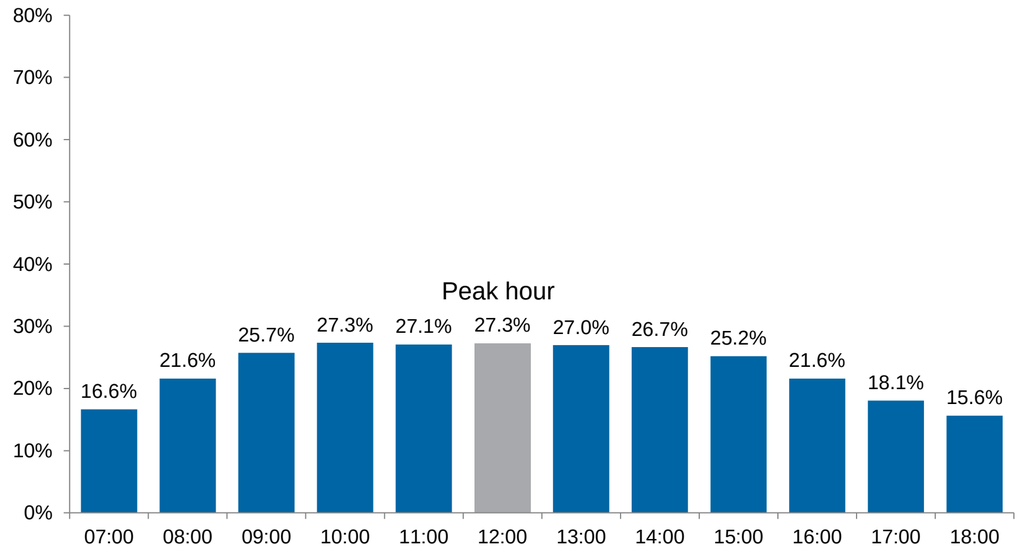
Overall there was a low level of demand for parking during the Friday survey period, with 27 per cent of parking spaces in Zone B utilised during the peak hour of the day. The following observations can be made:

- Peak demand for parking occurred between 12:00 pm and 1:00 pm, where demand for parking was 27 per cent of the total parking supply;
- Demand for parking was approximately 27 per cent of supply between the hours of 10:00 am and 3:00 pm; and
- Demand for parking was significantly lower compared to Zone A, in which peak demand occupied 68 per cent of all parking spaces.

Figure 5-27 presents the overall demand for parking within Zone B during the Friday survey period.

As these figures represent the overall car parking utilisation rates, it fails to capture the variation in demand for parking between certain areas of the precinct. A detailed breakdown of peak hour car parking utilisation is presented in Figure 5-29 overleaf.

**Figure 5-27 – Zone B – Friday parking utilisation**




#### Weekend parking utilisation

Demand for on-street and off-street parking was very low during the Saturday survey period, with 17 per cent of parking spaces within Zone B utilised during the peak hour of the day. The following observations can be made:

- The peak hour for parking demand was 12:00 pm to 1:00 pm, however demand for parking throughout the day was similar to the peak hour;
- There is no midday peak in parking demand compared to the weekday survey, suggesting that there is lower demand from non-residential land uses in the area; and
- The demand for parking was between 15 and 17 per cent throughout the survey period. This is approximately the same demand as the 7:00 am and 6:00 pm hours during the Friday survey. Therefore it can be concluded that the demand for on-street parking due to residential land uses is approximately 17 per cent.

Figure 5-28 presents the overall demand for parking within Zone B during the Saturday survey period.

As these figures represent the overall car parking utilisation rates, it fails to capture the variation in demand for parking between certain areas of the precinct. A detailed breakdown of peak hour car parking utilisation is presented in Figure 5-30.

**Figure 5-28 – Zone B – Saturday parking utilisation**

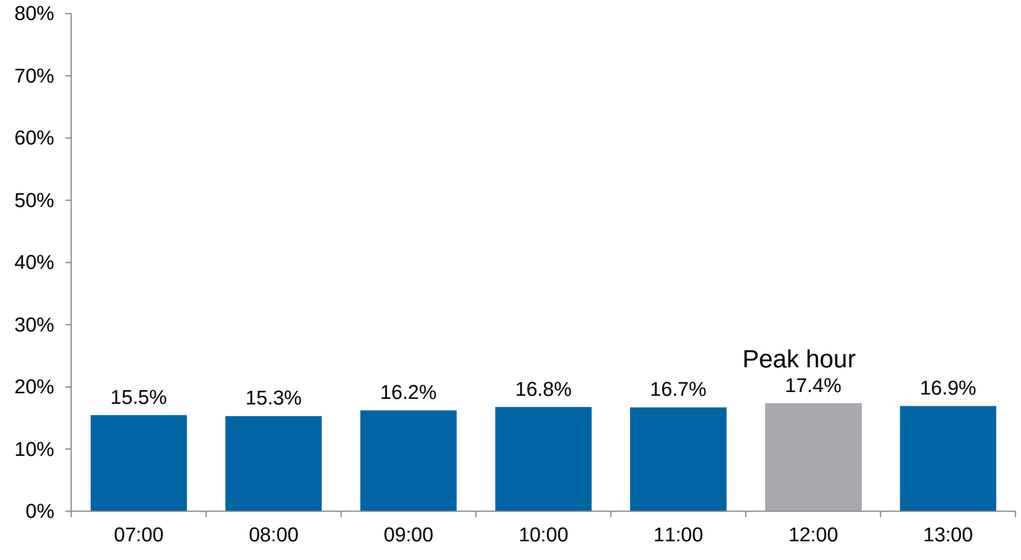


**Figure 5-29 – Zone B - Friday peak hour utilisation (12:00 pm – 1:00 pm)**

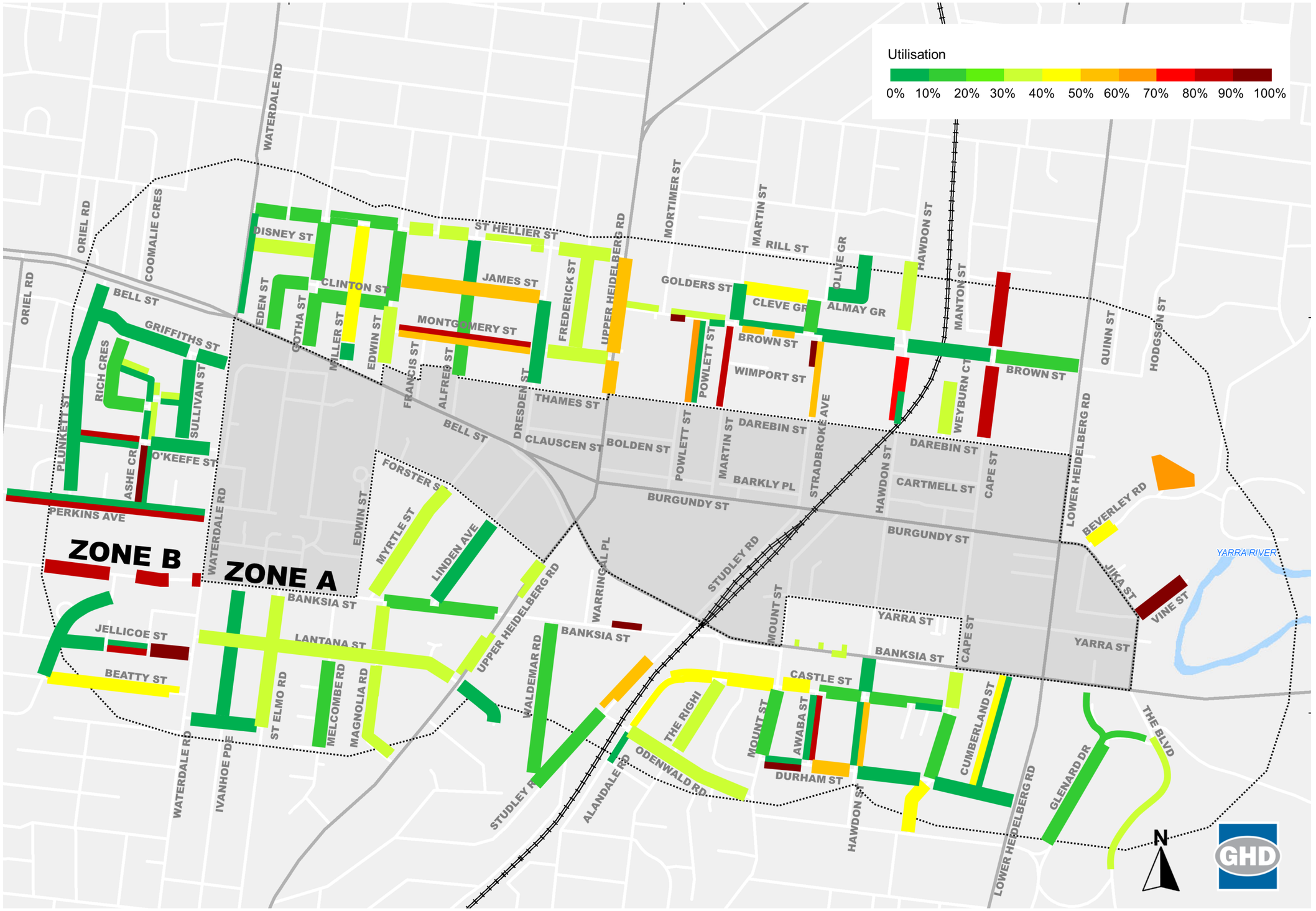


**Figure 5-30 – Zone B - Saturday peak hour utilisation (12:00 pm to 1:00 pm)**

**Zone B weekday trends and observations**

Average parking utilisation rates have been broken down into three time periods:

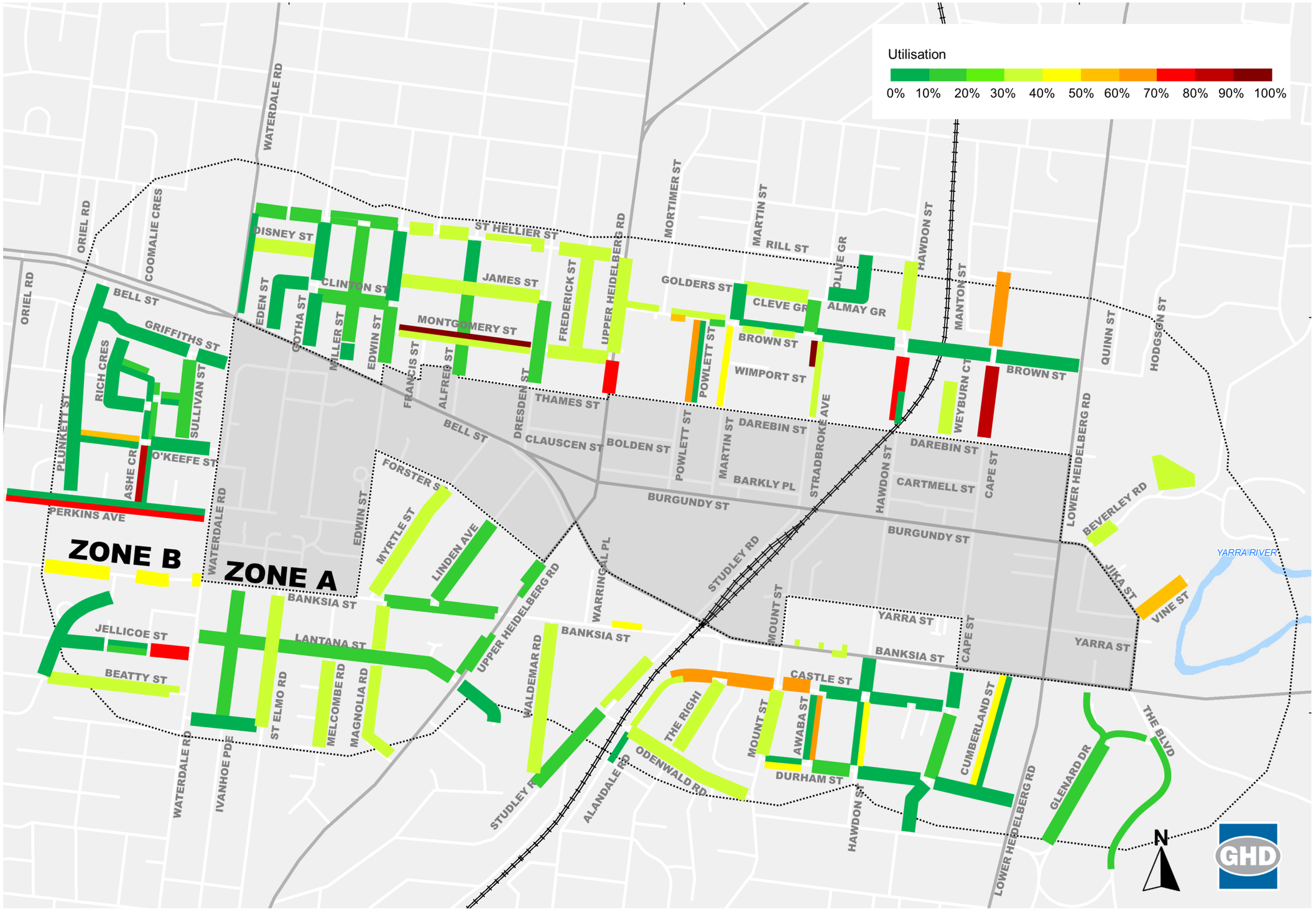
- 7:00 am to 10:00 am, capturing the AM school peak and demand for residential parking;
- 10:00 am to 3:00 pm, capturing demand for retail and commercial parking; and
- 3:00 pm to 7:00 pm, capturing the PM commuter peak.

The average utilisation of parking across the three time periods are presented in Figure 5-31, Figure 5-32 and Figure 5-33 respectively.

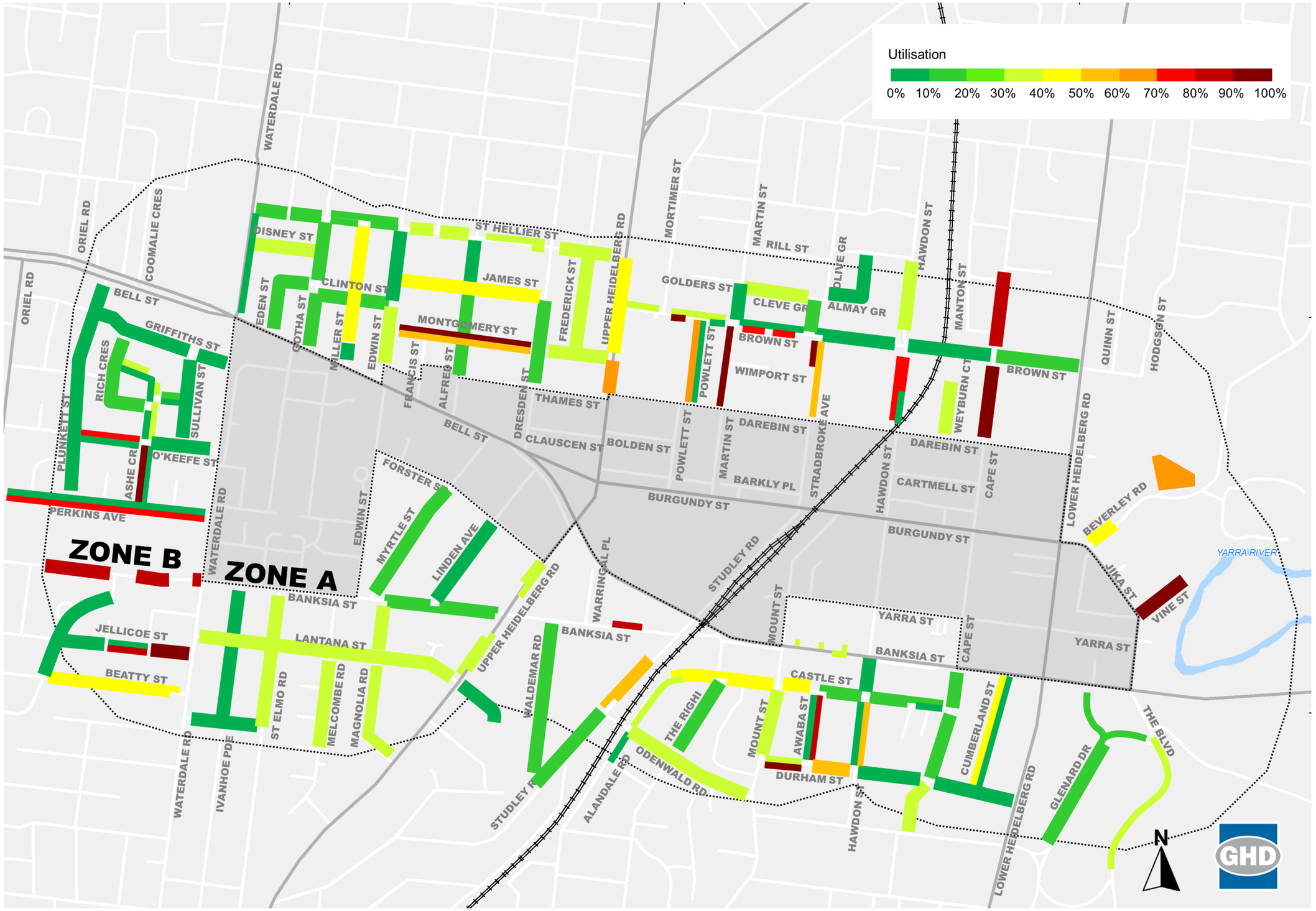
The following trends and observations can be made about parking demand during the Friday survey period:

- There is not a significant variation in demand for parking across the three time periods.
- There does not seem to be significant spill over of parking demand from Zone A. Potential areas that will require careful monitoring include the streets west of the Heidelberg Repatriation Hospital in which there are currently no restrictions and the medical precinct area around Martin Street and Powlett Street.
- High demand for on-street parking in certain areas can be attributed to nearby land uses or the parking restrictions:
  - Demand for parking on Vine Street is most likely from the Magistrates Court. This is supported by the low demand for parking on Vine Street in the 3:00 – 7:00 pm period, due to the fact the court closes at 4:30 pm.
  - Demand for parking on Montgomery Street is likely due to the fact that there are two hour restrictions on other nearby roads. There are only residential land uses in this area.
  - Demand for parking on Powlett Street and Martin Street are likely due to nearby medical centres and the Warringal Cemetery.
  - Demand for parking on Cape Street near Brown Street is likely due to the nearby primary school.
  - Demand for parking on Durham Street and Awaba Street are likely due to the fact that there are two hour restrictions on other nearby roads.
  - Demand for parking on Ashe Crescent, O'Keefe Street, Perkins Avenue and Banksia Street west of Waterdale Road may be due to the fact that they are the closest roads with unrestricted parking to the Heidelberg Repatriation Hospital and the council operations depot.
  - Demand for parking on Jellicoe Street is likely due to the nearby shops.
- Demand for parking in the  Heidelberg Park off-street car park is highly utilised during the day (peaking at 73 per cent utilisation at 10 am). As there are no time restrictions on parking, it is possible that commuters are using this car park all day. (Since the completion of the parking survey, restrictions at Heidelberg Park have changed to 4P.)
- It is highly unlikely that local residents would struggle to find parking in Zone B. Roads often have 2P restrictions on one side of the road and unrestricted spaces on the other side. While the unrestricted parking is generally highly utilised, the 2P spaces are often empty, which a resident may park in with the appropriate permit.

**Figure 5-31 – Zone B average utilisation 7:00 am to 10:00 am (Friday)**



## Figure 5-32 – Zone B average utilisation 10:00 am to 3:00 pm (Friday)



## Figure 5-33 – Zone B average utilisation 3:00 pm to 7:00 pm (Friday)

**Key findings - Heidelberg Precinct Core Area Zone B**

The survey of parking supply and demand has yielded the following key findings:

- Overall there is low demand for on-street parking, with peak demand using 27 per cent of the available supply;
- Demand for on-street parking is highest in areas with unrestricted time limits and around non residential land uses such as the cemetery, schools, shops and medical centres;
- While there are not currently any capacity constraints for on-street parking, the areas west of the Heidelberg Repatriation Hospital, and the medical precinct area around Martin Street and Powlett Street should be closely monitored, with changes to restrictions required if demand increases;
- Residential parking permit signage from the previous permit scheme is still displayed on parking restriction signage. This may confuse residents as to the extent of the current permit scheme; and
- Local residents will generally not have trouble finding on-street parking in the vicinity of their dwellings.


Bell Street Mall

# 6. Bell Street Mall and Heidelberg West Core Area

## 6.1 Overview

The Bell Street Mall and Heidelberg West Core Area (Zone A Road) is an area extending from Oriel Road to Waterdale Road, between Bell Street and Torbruk Avenue. The core area consists of commercial, retail and health professional services land uses.

Key generators of parking demand in the precinct include, but are not limited to:

- Melbourne  Polytechnic
- Bell Street Mall
- ALDI Heidelberg West
- St Pius X Primary School

Zone B is a 400 metre buffer zone around the core area. This area exclusively contains residential properties.

A map of the Bell Street Mall and Heidelberg West Core Area with Zone A, B and land uses highlighted is presented in Figure 6-1 overleaf. A breakdown of land use by floor area is presented in Table 6-1.

**Table 6-1 – Heidelberg Precinct Core Area land uses**

| Land use | Net floor area | |
|---|---|---|
| | Zone A | Zone B |
| Residential | - | 1,287 (dwellings) |
| Commercial | 1,110 (sq m) | |
| Retail | 28,200 (sq m) | |
| Health Professional Services | 870 (sq m) | |

## Figure 6-1 – Heidelberg precinct core area land uses

## 6.2 Zone A

### 6.2.1 Parking supply

Car parking facilities within Zone A  of the Bell Street Mall and Heidelberg West core area consists mainly of off-street car parking, with limited on-street parking. 950 car parking spaces have been identified and surveyed within the core area, of which 856 (90%) are located off-street and 94 (10%) on-street.

128 parking spaces are provided at the ALDI supermarket carpark, 314 at Bell Street Mall and 414 at Melbourne Polytechnic. The parking spaces at Melbourne Polytechnic are ticketed at a rate of $4.80 per day or $0.56 per hour in the five hour zone.

Parking restrictions for the Bell Street Mall and ALDI are presented in Figure 6-2. Parking restrictions for Melbourne Polytechnic are presented in Figure 6-3. Parking restrictions for each individual street  and off-street carpark are presented in Figure 6-4 overleaf.

A summary of the parking areas surveyed within Zone A of the Bell Street Mall and Heidelberg West core area is presented in Table 6-2 below.

**Table 6-2 – Zone A - parking summary**

| Type of parking | Surveyed parking spaces |
|---|---|
| On-street parking | 94 (10%) |
| Off-street parking | 856 (90%) |
| | |
| Private parking | 414 (56%) |
| Public parking^ | 536 (44%) |
| | |
| Short term parking# | 11 (1%) |
| Long term parking | 939 (99%) |
| | |
| Total parking spaces surveyed | 950 |
| Metered / ticketed parking | 413 (All at Melbourne Polytechnic) |
| Disabled parking | 20 |

^ *Public parking is defined as being accessible to the public for general use (not tied to a particular business)*

*# Short term parking refers to parking spaces with time restrictions of two hours or less*

** 'Other' restrictions include disabled parking, loading zones, bus zones, reserved spaces, permit zones, work zones, reserved parking, authorised vehicle only parking and vehicles with prams*

**Figure 6-2 – Zone A – Bell Street Mall and ALDI parking restrictions**

*442 car parking spaces*

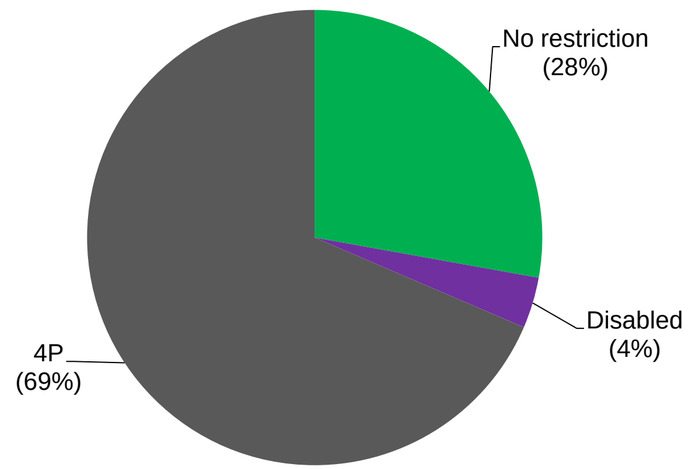
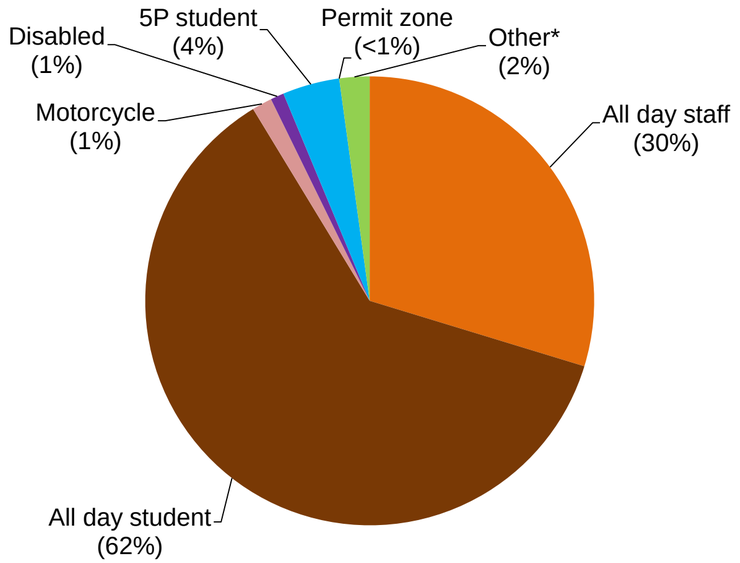



**Figure 6-3 – Zone A – Melbourne Polytechnic parking restrictions**

*414 car parking spaces*



## Figure 6-4 – Zone A parking restrictions (weekday restrictions)

### 6.2.2 Parking utilisation

#### Weekday parking utilisation

There was a low level of utilisation of the on-street and off-street parking during the Friday survey period, with only 38 per cent of parking spaces within Zone A utilised during the peak hour of the day. The following observations can be made:

- The peak hour for parking was 1:00 pm to 2:00 pm, however demand for parking between 9:00 am and 4:00 pm was similar to the peak hour; and
- There was a higher level of utilisation at the Bell Street Mall and ALDI compared to Melbourne Polytechnic. Peak demand for shopping occurred at 1:00 pm in which 50 per cent of spaces were utilised. Peak demand for Melbourne Polytechnic occurred at 10:00 am when only 25 per cent of spaces were occupied.

Figure 6-5 presents the overall demand for parking within Zone A during the Friday survey period, while Figure 6-6 and Figure 6-7 present the demand for ALDI and the Bell Street Mall, and Melbourne Polytechnic respectively. A detailed breakdown of peak hour car parking utilisation is presented in Figure 6-8 overleaf.

**Figure 6-5 – Zone A – Friday parking utilisation**

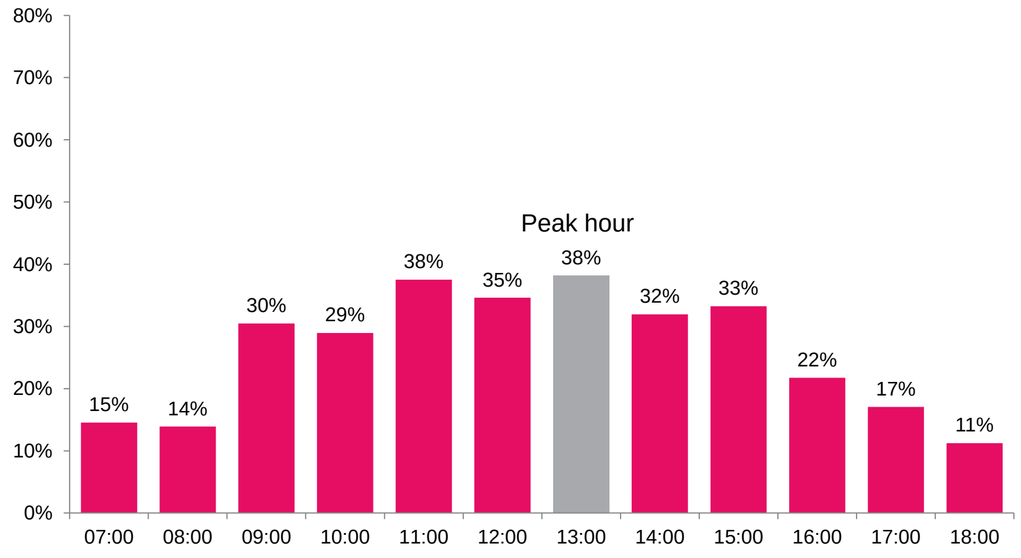



**Figure 6-6 – Zone A – Friday ALDI and Bell Street Mall parking utilisation**

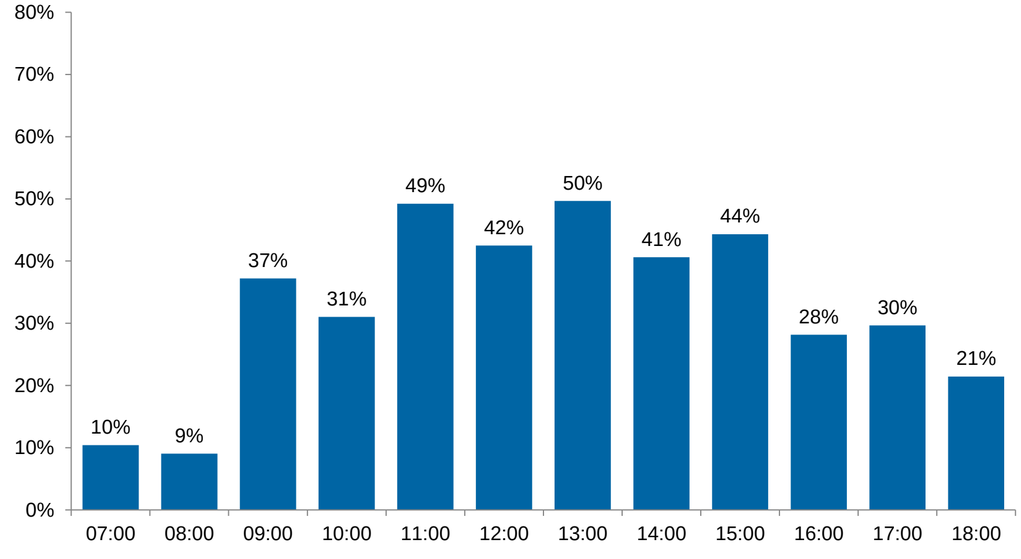
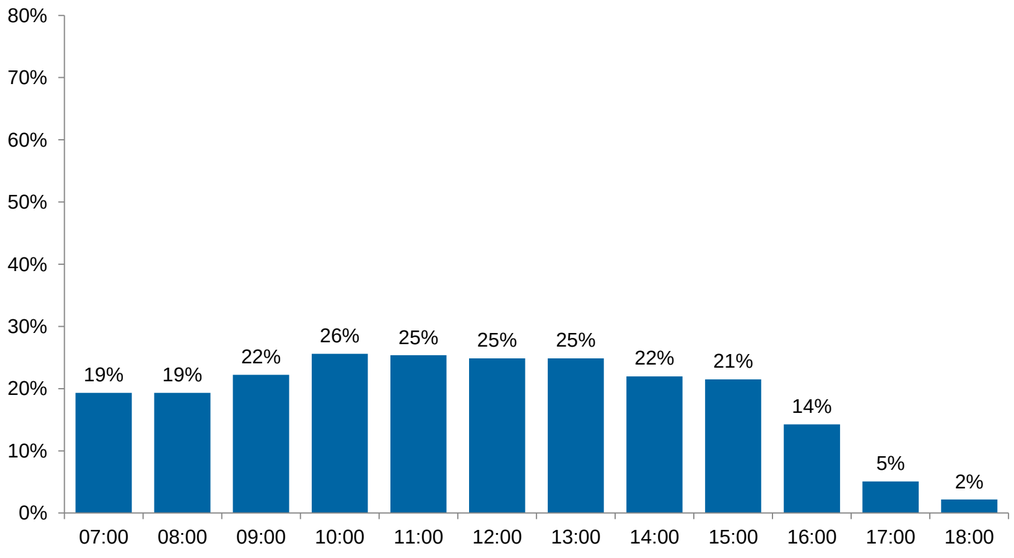



**Figure 6-7 – Zone A – Friday Melbourne Polytechnic parking utilisation**



## Figure 6-8 – Zone A - Friday peak hour utilisation (1:00 pm to 2:00 pm)

## Weekend parking utilisation

Utilisation of on-street and off-street parking was very low during the Saturday survey period, with only 20 per cent of parking spaces within Zone A utilised during the peak hour of the day. The following observations can be made:

- The peak hour for parking demand was 1:00 pm to 2:00 pm, however demand for parking following the conclusion of the survey may have been higher;
- Demand for parking was constant between 9:00 am and 2:00 pm;
- Melbourne Polytechnic does not operate on a Saturday, which is reflected in the demand for parking being less than 1 per cent in the Melbourne Polytechnic car parks; and
- Demand for parking in the Bell Street Mall and ALDI was similar to the Friday survey period.

Figure 6-9 presents the overall demand for parking within Zone A during the Saturday survey period, while Figure 6-10 an Figure 6-11 present the demand for ALDI and the Bell Street Mall, and Melbourne Polytechnic respectively. A detailed breakdown of peak hour car parking utilisation is presented in Figure 6-12 overleaf.

**Figure 6-10 – Zone A – Saturday ALDI and Bell Street Mall parking utilisation**

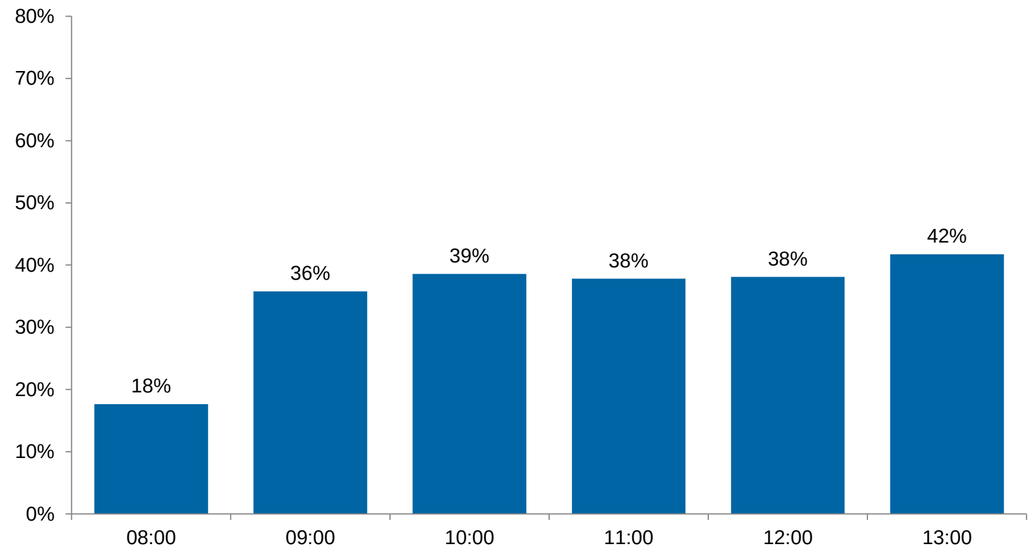



**Figure 6-9 – Zone A – Saturday parking utilisation**

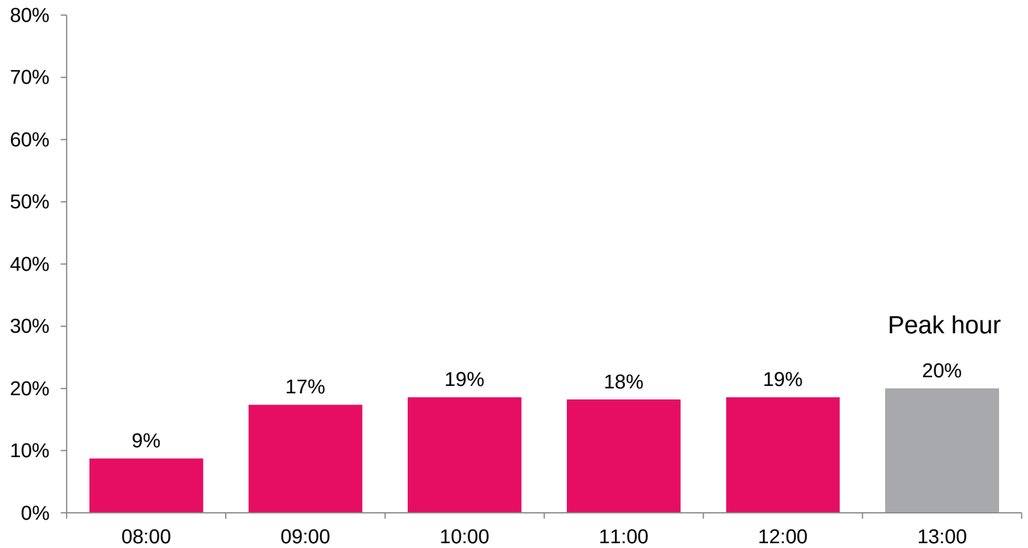
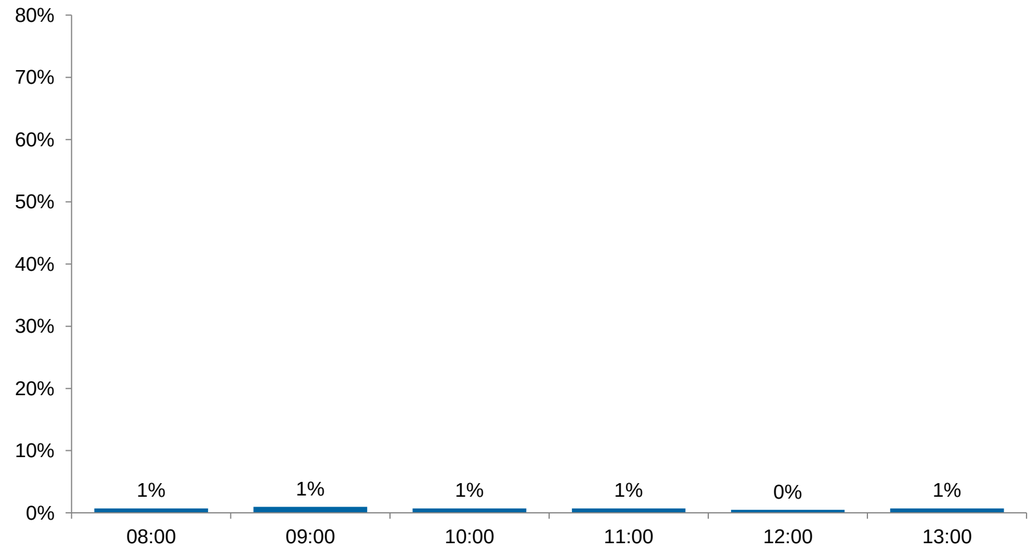



**Figure 6-11 – Zone A – Saturday Melbourne Polytechnic parking utilisation**



## Figure 6-12 – Zone A - Saturday peak hour utilisation (1:00 pm to 2:00 pm)

### 6.2.3 Duration of stay

The length of time vehicles were parked on-street and at off-street car parks was recorded for vehicles in Zone A. Key observations are as follows:

- The duration of stay in Zone A varies depending on the purpose of the trip, with a shorter duration of stay observed at the ALDI and the Bell Street Mall car parks compared to the Melbourne Polytechnic car parks;
- The majority of vehicles (69%) parked for less than two hours in the ALDI and Bell Street Mall car parks. This observed duration of stay is similar to the off-street car parks in the Heidelberg Precinct Core Areas;
- The majority of vehicles (76%) parked for more than three hours in the Melbourne Polytechnic car parks; and
- The duration of stay analysis suggests there is a small number of staff or students using the Bell Street Mall car park instead of the Melbourne Polytechnic car park to park all day. Those staying for less than four hours at Melbourne Polytechnic appear to be parking on Coomalie Crescent as well as in the Bell Street Mall instead of paying for parking off-street at Melbourne Polytechnic.

Figure 6-13 depicts the proportion of vehicles parked for less than one hour, 1-2 hours, 2-3 hours, or greater than three hours. Figure 6-14 compares duration of stay between the retail and education land uses.

**Figure 6-13 – Zone A – Friday parking duration of stay**

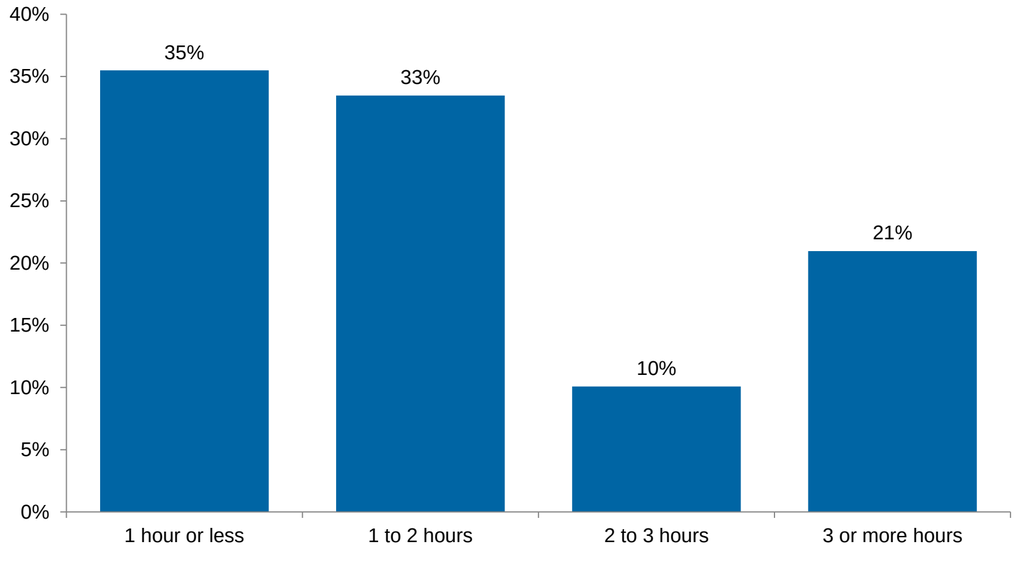
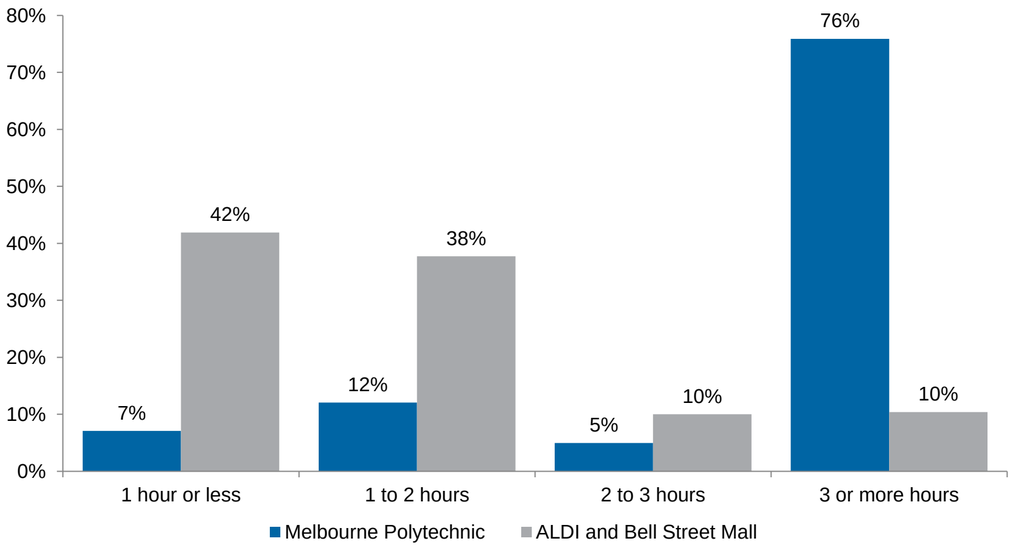



**Figure 6-14 – Zone A – Friday parking duration of stay by location**



**Key findings – Bell Street Mall and Heidelberg West Zone A**

The survey of parking supply and demand has yielded the following key findings:

- There is a low level of utilisation across the zone, indicating adequate supply; and
- There is some evidence of students or staff from Melbourne Polytechnic using the Bell Street Mall car park. This suggests that the current time restrictions may not be appropriate.

## 6.2 Zone B

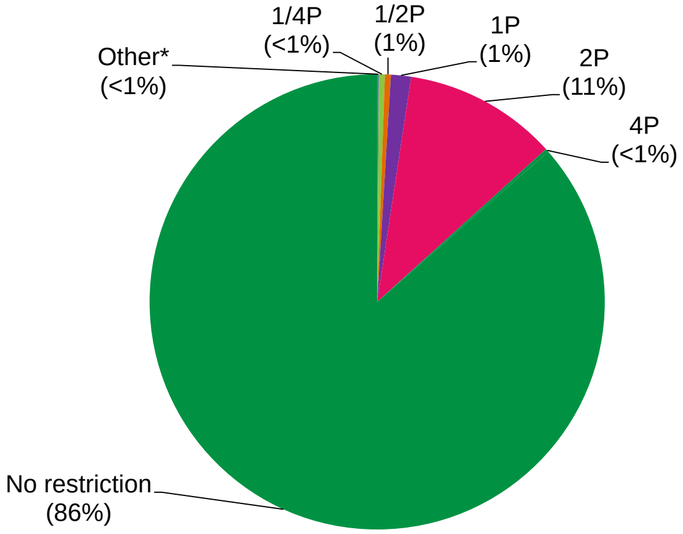
### 6.2.1 Parking supply

Zone B of the Bell Street Mall and Heidelberg West core area is a predominantly residential area, with limited commercial and retail land uses along Bell Street. 2,595 car parking spaces were surveyed within Zone B  of the Bell Street Mall and Heidelberg West core area, all of which were located on-street.

The majority of on-street parking spaces are unrestricted, however timed restrictions are in place near the Heidelberg Repatriation Hospital, St Pius X Primary School and James Reserve (off St Hellier Street).

Parking restrictions for the Zone B of the Bell Street Mall and Heidelberg West Core Area are presented in Figure 6-15. Parking restrictions for each individual street  are presented in Figure 6-16 overleaf.

**Figure 6-15 – Zone B – parking restrictions**




** 'Other' restrictions include disabled parking, loading zones, bus zones, reserved spaces, permit zones, work zones, reserved parking, authorised vehicle only parking and vehicles with prams*

## Figure 6-16 – Zone B parking restrictions (weekday restrictions)


*"Other" includes bus zones, disabled bays, loading zones, permit parking, pram parking, reserved spaces, paid parking and work zones
Unrestricted zones include zones with school peak parking restrictions

### 6.2.2 Parking utilisation

#### Weekday parking utilisation

Overall there was a low level of utilisation of the on-street during the Friday survey period, with only 13 per cent of parking spaces within Zone B utilised during the peak hour of the day. The following observations can be made:

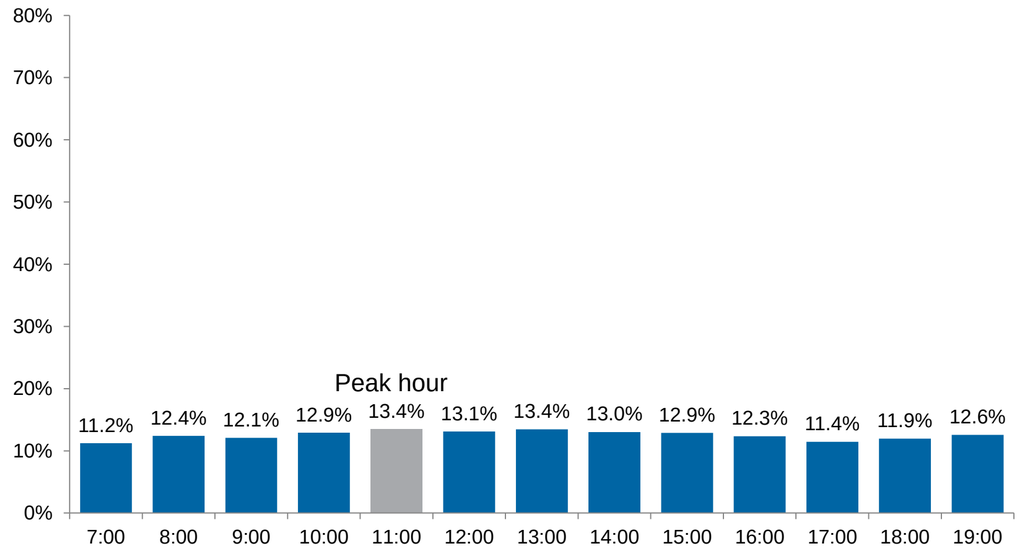
- The peak hour for parking was 11:00 am to 12:00 pm;
- Demand for parking during the entire survey period was similar to the peak hour (varying between 11 and 13 per cent utilisation). This suggests that on-street parking is predominantly being used for residential purposes;
- There does not appear to be any spill-over of parking from the Bell Street Mall or Melbourne Polytechnic into Zone B; and
- There is a high demand for parking on Waterdale Road and sections of O'Keefe Street. This demand is most likely from the Heidelberg Repatriation Hospital.

Figure 6-17 presents the overall demand for parking within Zone B during the Friday survey period, A detailed breakdown of peak hour car parking utilisation is presented in Figure 6-18 overleaf.

#### Weekend parking utilisation

The purpose of the Zone B survey was to gauge the level of spill-over from Zone A land uses. As Melbourne Polytechnic does not generate significant levels of traffic on the weekend, the Bell Street Mall and Heidelberg West core area was not was not surveyed over a weekend period.

**Figure 6-17 – Zone B – Friday parking utilisation**



## Figure 6-18 – Zone B - Friday peak hour utilisation (11:00 am to 12:00 pm)

**Key findings – Bell Street Mall and Heidelberg West Zone B**

The survey of parking supply and demand has yielded the following key findings:

- There is a low level of utilisation across the zone, indicating adequate supply; and
- There is little evidence of spill-over of parking from Zone A land uses, suggesting that the current parking restrictions are appropriate.

# 7. Parking permit schemes

## 7.1 Heidelberg Trader Parking Scheme

The Heidelberg Trader Parking Scheme has been operating in Heidelberg for a number of years, providing exemptions to parking restrictions for local traders. The scheme designates specific areas for traders and employees with permits to park for unrestricted lengths of time within several Council car parking areas. There are approximately 100 parking spaces and 150 permits included in the scheme.

### Cartmell Street car park

The Cartmell Street car park is a 104 space off-street car park with a two hour time limit. 78 permits have been distributed for the 2015 year, with 47 spaces allocated to the permit area. The Cartmell Street car park was not surveyed for trader permits, so no observations can be made on the operation of the scheme in this car park.

### Leo's Supermarket car park (Cape Street car park)

The Cape Street car park, also known as the Leo's Supermarket car park, contains 204 two hour parking spaces. There are 47 trader permits allocated in 2015, with 41 spaces available to permit holders.

During the survey period, demand for parking peaked at 91 per cent of the total supply at 10:00 am. The highest number of vehicles displaying permits occurred at 2:00 pm when 15 vehicles were recorded.

The number of vehicles displaying traders' permits in the Leo's Supermarket car park is presented in Figure 7-1.

### Woolworths car park

The Woolworths car park contains 152 one and a half hour parking spaces. During the survey period, vehicles displaying traders' permits were recorded at the Woolworths off-street car park. The number of vehicles displaying traders' permits in the Woolworths car park is presented in Figure 7-2.

**Figure 7-1 – Leo's supermarket car park utilisation**

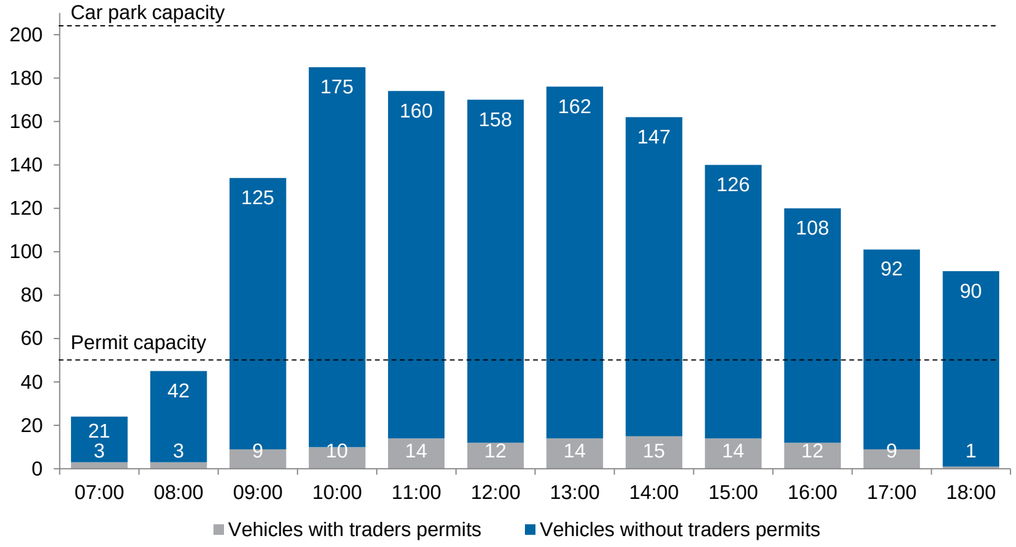
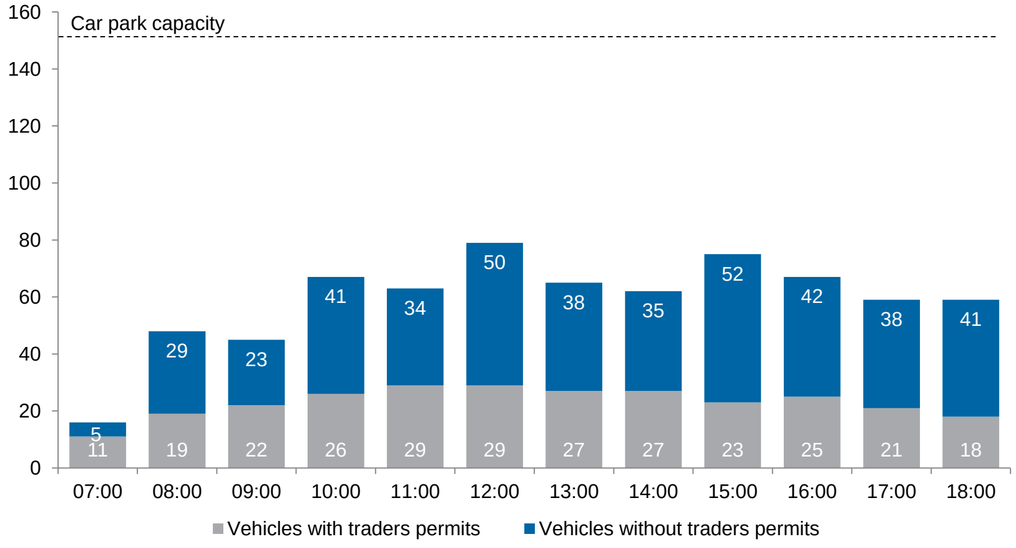



**Figure 7-2 – Woolworths car park utilisation**



**Key findings**

- Traders are not using their full allocation of parking spaces in the Leo's Supermarket car park;
- There is sufficient capacity in the surveyed off-street car parks to continue the operation of the traders' permit scheme in its current form. While the Leo's Supermarket car park is highly utilised during the 10 am hour, there is sufficient capacity during the rest of the day;
- No further expansion of the traders' scheme is recommended due to the limited supply of parking within the Heidelberg area as a whole;
- New permits should not be granted to new developments. However, a financial contribution may be considered to offset the potential loss of customer parking in the off-street car parks; and
- If Council develop multi-deck car parks at Cape Street or Cartmell Street, consideration should be given to providing paid long term parking and abolishing the traders' scheme or providing other long term car parks through other funding mechanisms.

## 7.2 Residential parking permit scheme

The residential parking permit scheme, as summarised in section 2.4, currently operates on all streets in Banyule. The scheme allows residents to apply for permits to overstay parking restrictions on roads with a restriction of greater than one hour. The permits are valid only across residential frontages on the street identified on the permit. The residential permits do not grant exemptions in No Stopping or No Parking areas, Clearways, off-street car parks, non-residential frontages or at parking meter and ticketed spaces.

Dwellings are allowed to purchase up to two residents permits and two visitor parking permits. Residents in multi-unit developments built after 8 November 2010 are not eligible for the scheme.

### 7.2.1 Heidelberg Precinct Core Area

**Zone A**

In Zone A, the highest number of observed vehicles displaying residential permits occurred at 10:00 am, in which 37 permits were counted. The majority of permits were observed west of Upper Heidelberg Road and on Bolden Street. The low number of vehicles observed displaying parking permits on-street can largely be attributed to the low proportion of residential land uses in the zone.

Figure 7-3 compares the number of residential permits counted each hour during the Friday survey compared to vehicles without permits.

**Zone B**

There are a higher number and proportion of vehicles displaying residential permits in Zone B. This is expected due to the largely residential land uses in the zone. The highest number of observed vehicles displaying residential permits occurred at 8:00 am in which 122 permits were counted, or 13 per cent of all vehicles parked in the zone.

While there are more vehicles with residential permits in Zone B compared Zone A, this proportion compared to the overall number of vehicles is quite low. This may be due to the fact that there is readily available unrestricted parking in the vicinity of the majority of residential properties. The cost of the permit system may be a deterrent to higher uptake.

Roads with restrictions on only one side of the road such as Perkins Avenue, Montgomery Street, Awaba Street, Hawdon Street and Durham Street highlight this trend, with high utilisation on the unrestricted side and close to zero utilisation on the time restricted side of the road.

Figure 7-4 compares the number of residential permits counted each hour during the Friday survey compared to vehicles without permits.

The locations where residential and traders permits were observed in the Heidelberg Precinct Core Area are presented in Figure 7-5 overleaf.

**Figure 7-3 – Zone A number of vehicles displaying residential permits (Friday)**

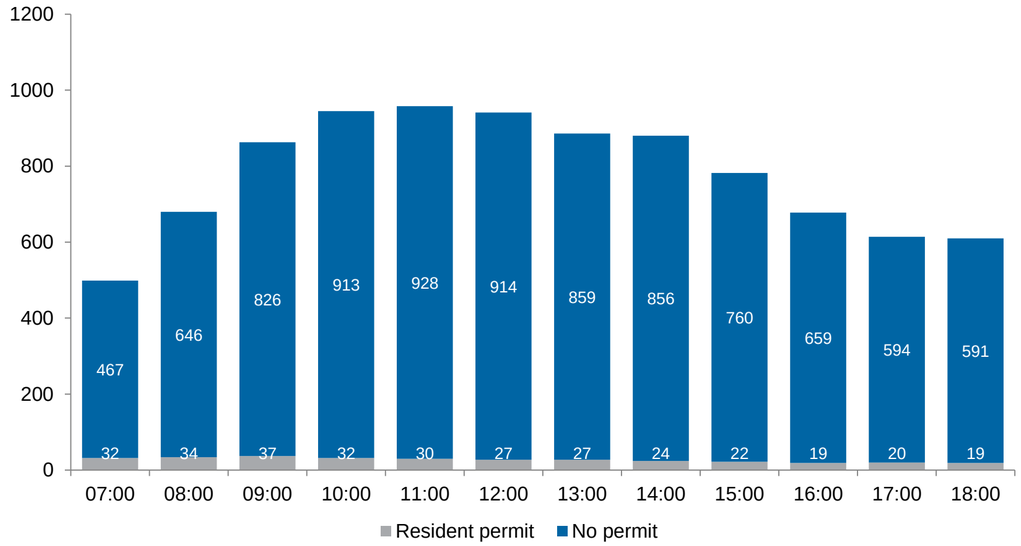
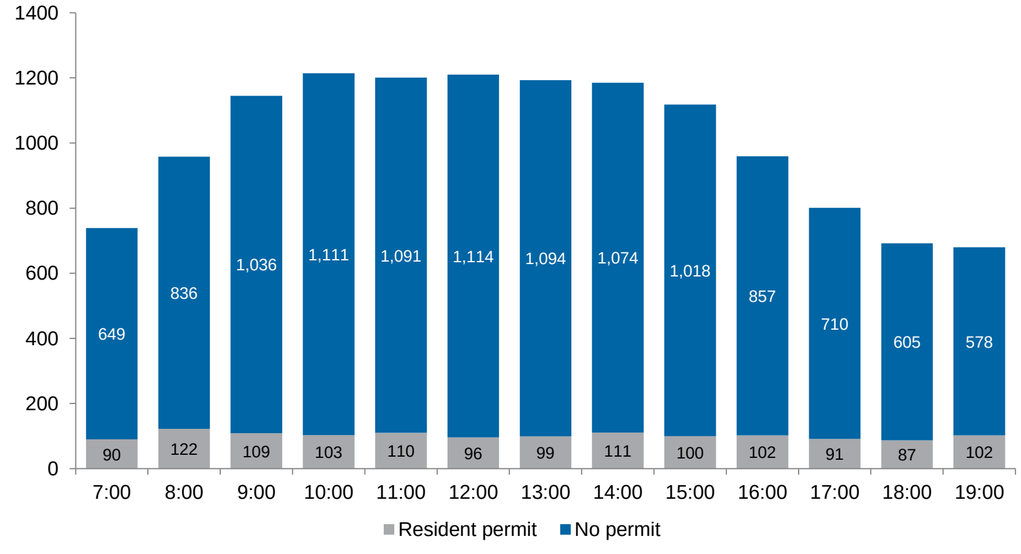
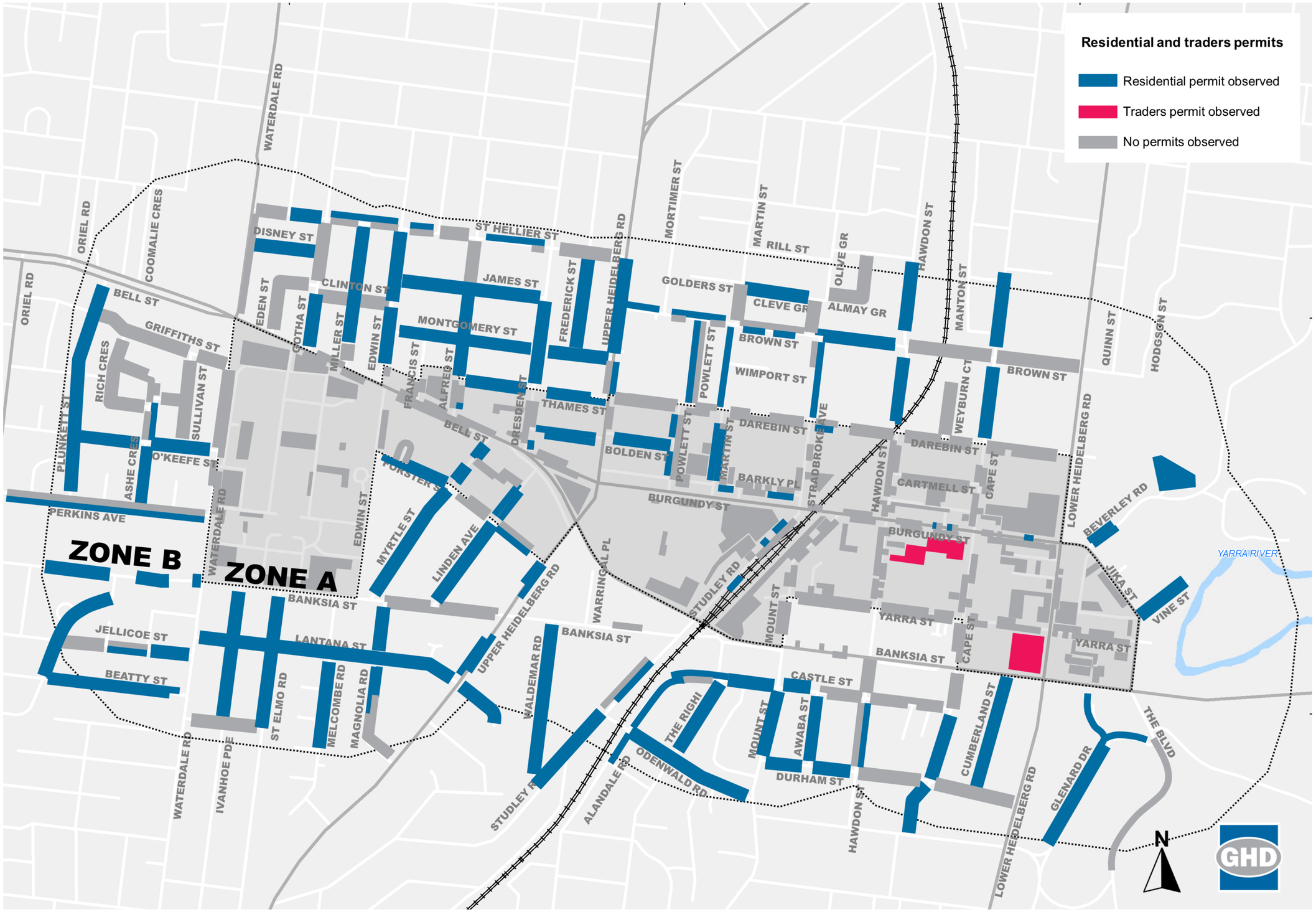



**Figure 7-4 – Zone B number of vehicles displaying residential permits (Friday)**



## Figure 7-5 – Observed permits in Heidelberg Precinct



### 7.2.2 Bell Street Mall and Heidelberg West Core Area

**Zone A**

There are no time restricted on-street parking spaces with residential frontages in Zone A of the Bell Street Mall and Heidelberg West Core Area. Therefore the residential parking permit system does not operate in this area.

**Zone B**

86 per cent of on-street parking spaces are unrestricted within Zone B of the Bell Street Mall and Heidelberg West Core Area. As the residential parking permit scheme only applies to on-street parking with a time restriction of one hour or greater, the scheme can only be applied to 326 (13%) spaces out of the 2,595 on-street parking spaces.

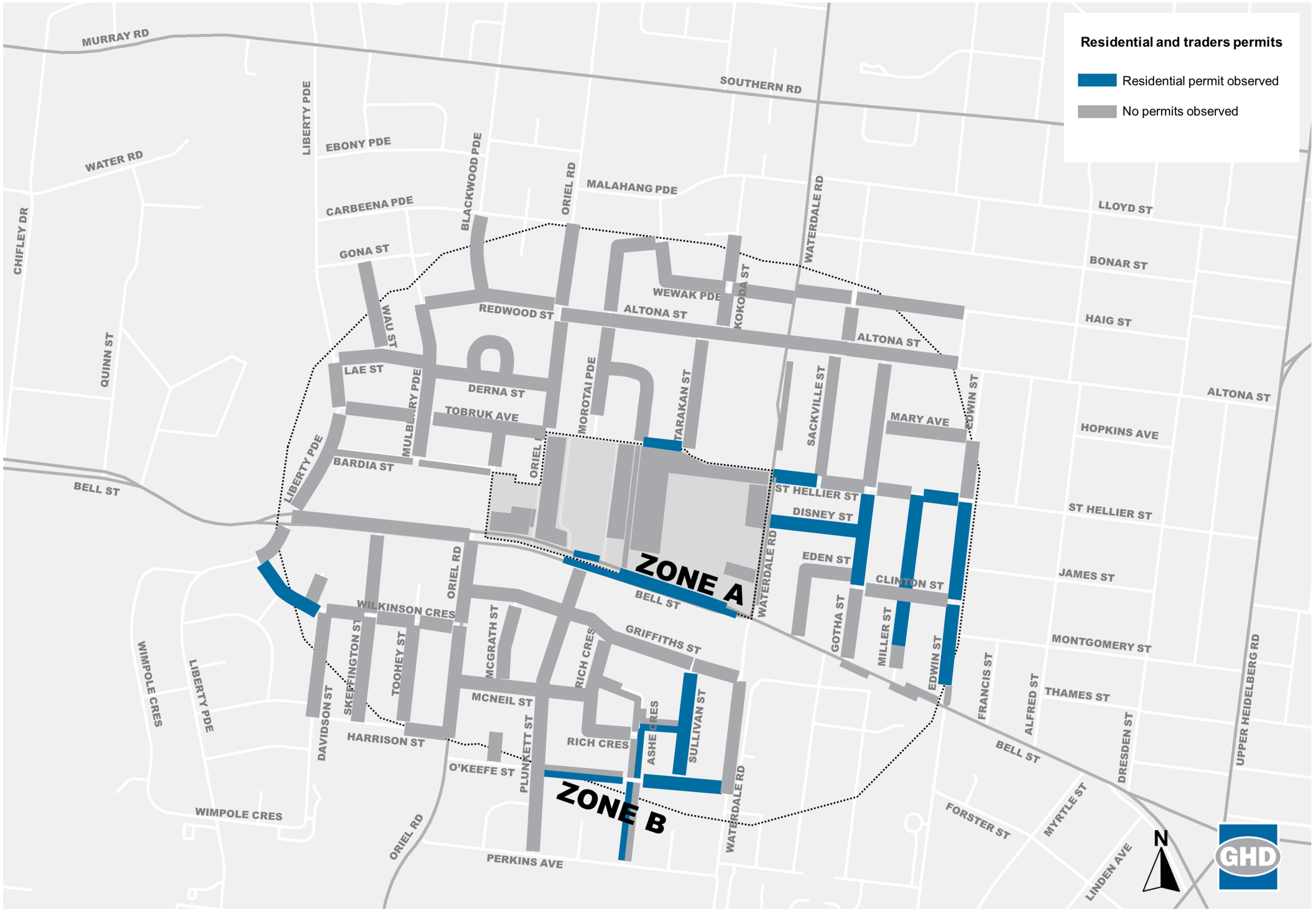
As a result, usage of the residential permits are low compared to the overall number of vehicles parked within the zone. The highest number of observed vehicles displaying residential permits occurred at 7:00 pm in which 15 permits were counted, or five per cent of all vehicles parked in the zone.

Figure 7-6 compares the number of residential permits counted each hour during the Friday survey compared to vehicles without permits.

The locations where residential permits were observed in the Bell Street Mall and Heidelberg West Area are presented in Figure 7-7 overleaf.

**Figure 7-6 – Zone B number of vehicles displaying residential permits (Friday)**

## Figure 7-7 – Observed permits in Bell Street Mall Precinct



# 8. Situation analysis

## 8.1 Sub-precinct analysis

This section of the document assesses parking supply and demand within sub-precincts of the Heidelberg and Bell Street Mall areas, identifies the sub-precincts that experience a high demand for parking and the strategic sites that drive the underlying demand in each sub-precinct.

The five sub-precincts as presented in Figure 8-1 comprise of the Zone A precincts of the Heidelberg Precinct Core Area and the Bell Street Mall, Heidelberg West Core Area.

## 8.2 Heidelberg Statistical Local Area

The demand for parking is generally driven by a number of factors such as the nature and purpose of the trip, however a large driver is the availability of and proximity to high quality public transport.

On a statistical local area level (SLA), a higher proportion of residents in Heidelberg use public transport to travel to work compared to the Victorian average, while a lower proportion travel to work by motor vehicle either as a driver or passenger, as presented in Table 8-1.

This is likely to be skewed by the sub-precincts around Heidelberg Railway Station. The sub-precincts of Bell Street Mall and the western Medical Precinct do not have as high quality public transport options available, with a high reliance on car travel in the area.

**Figure 8-1 – Sub-precincts in Heidelberg and Bell Street Mall**

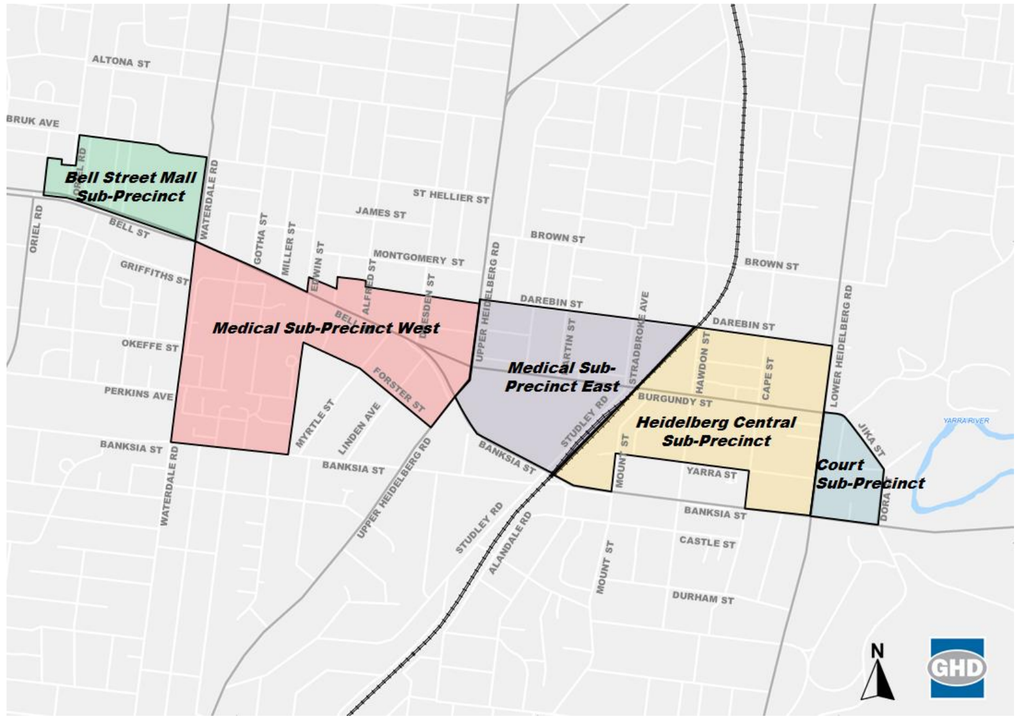



**Table 8-1 – Method of travel to work - Heidelberg SLA**

| Method of travel to work | Banyule – Heidelberg SLA | Victoria |
|---|---|---|
| Car (driver or passenger) | 60.0% | 66.2% |
| Public transport | 16.5% | 11.1% |

## 8.3 Parking supply

There are a total of 9,102 parking spaces in the five sub-precincts, of which 1,680 are short term parking spaces (time restrictions of two hours or less) and 7,422 are long term parking spaces. Note that this estimate does not include parking located within residential properties or secured private parking areas (e.g. office developments).

A high proportion of the parking supply is concentrated in the two medical sub-precincts and the Heidelberg Central Sub-Precinct, due to the large number of strategic sites in those precincts driving high demand for parking. A summary of parking supply in each sub-precinct and the related key land uses and strategic sites are presented in Table 8-2 and Figure 8-2 overleaf.

**Table 8-2 – Sub-precinct parking supply**

| Sub-precinct | Short term parking | Long term parking | Total supply |
|---|---|---|---|
| Bell Street Mall Sub-Precinct | 11 | 939 | 950 |
| Medical Sub-Precinct West | 425 | 1,423 | 1,848 |
| Medical Sub-Precinct East | 322 | 2,944 | 3,266 |
| Heidelberg Central Sub-Precinct | 816 | 1,613 | 2,429 |
| Court Sub-Precinct | 106 | 503 | 609 |

**Bell Street Sub-Precinct**

The Bell Street sub-precinct comprises of two major land uses; Melbourne Polytechnic and the Bell Street Mall shops. Of the 950 parking spaces in the sub-precinct, 44 per cent (414 spaces) are associated with Melbourne Polytechnic and 47 per cent are associated with the Bell Street Mall area (442 spaces) at the mall and Aldi shopping centre.

**Medical Sub-Precinct West**

A large proportion of the 1,848 parking spaces supplied in the western medical sub-precinct is provided at the Heidelberg Repatriation Hospital. 1,191 spaces (64 per cent) are located at the hospital.

**Medical Sub-Precinct East**

The majority of parking in the eastern medical sub-precinct is supplied at the Austin Hospital. 2,748 parking spaces (84 per cent) are associated with the Austin Hospital.

**Heidelberg Central Sub-Precinct**

The Heidelberg Central Sub-Precinct has a number of smaller strategic sites generating demand for parking in the area. The following five sites contain 58 per cent of parking within the sub-precinct:

567 parking spaces at Warringal Plaza (23 per cent);

229 parking spaces at Leos Supermarket (9 per cent);

156 parking spaces at Woolworths (6 per cent);

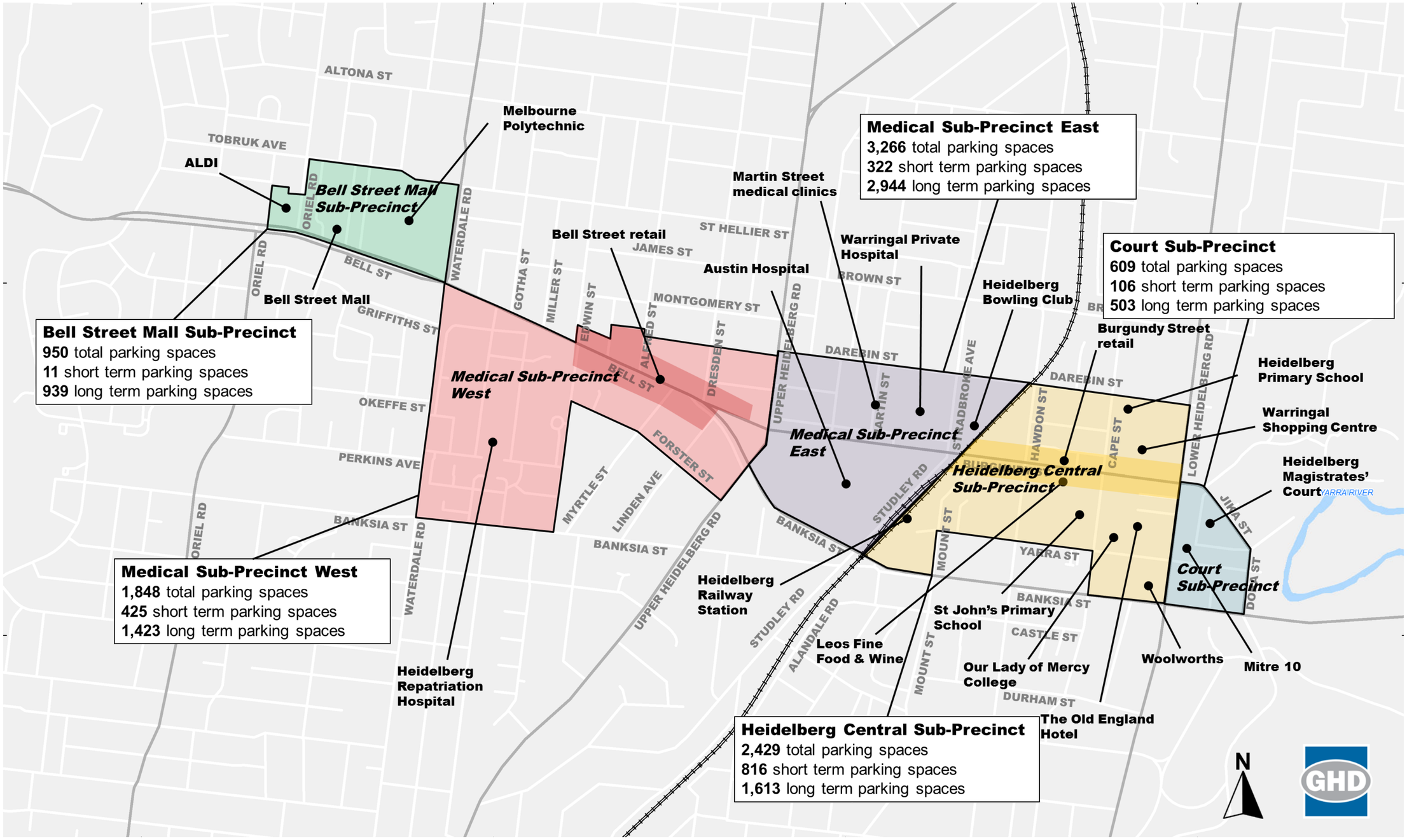
289 parking spaces at Heidelberg Railway Station (12 per cent); and

176 parking spaces at The Old England Hotel (7 per cent).

**Court Sub-Precinct**

There are 609 parking spaces in the sub-precinct east of Lower Heidelberg Road (Rosanna Road). 350 (57 per cent) of these parking spaces are private staff parking spaces at Dorevitch Pathology. Other notable sites in the sub-precinct include the Heidelberg Magistrates' Court and Heidelberg Police Station.

**Figure 8-2 – Sub-precincts key land uses and strategic sites**



## 8.3 Statutory parking requirements

An analysis of the statutory parking requirements for each sub-precinct based on parking rates in Clause 52.06 of the Planning Scheme has been undertaken using available land use, dwelling and floor area data.

As the land use estimates provided are broken down by floor area, the corresponding parking rate measures have been taken from either Column A and Column B depending on where an applicable floor area measure is listed. The breakdown of bedrooms per dwelling is based on 2011 ABS Census Data (Heidelberg SSC).

Table 8-3 presents the parking rate measures used as part of this assessment. The statutory parking requirements are presented in Table 8-4.

**Table 8-3 – Clause 52.06 parking rates**

| Use | Rate | Measure |
|---|---|---|
| Retail | 4 | per 100 $m^2$ |
| Office | 3.5 | per 100 $m^2$ |
| Entertainment | 3.5 | per 100 $m^2$ |
| Health Services | 3.5 | per 100 $m^2$ (Column B) |
| Hospital | 3.5 | per 100 $m^2$ (Column B) |
| Bulky Goods Retailing | 3 | per 100 $m^2$ |
| Dwelling | 1 | To each one or two between dwelling |
| | 2 | To each three or more bedroom dwelling |
| | 1 | For visitors to every 5 dwellings for developments of 5 or more dwellings |

**Table 8-4 – Sub-precinct parking requirements**

| Sub-Precinct | Land Use | Floor Area* | | Parking Requirement |
|---|---|---|---|---|
| Heidelberg Central Sub-Precinct and Court Sub-Precinct | Retail | 64,100 | sq m | 2,564 |
| | Office | 50,700 | sq m | 1,775 |
| | Entertainment | 5,280 | sq m | 185 |
| | Residential | 662 | dwellings | 1,077 |
| | | | | **5,600** |
| Medical Sub-Precinct East | Health Services | 15,758 | sq m | 552 |
| | Hospital | 83,287 | sq m | 2,915 |
| | | | | **3,467** |
| Medical Sub-Precinct West | Bulky Goods Retailing | 16,001 | sq m | 480 |
| | Health Services | 10,728 | sq m | 375 |
| | | | | **856** |
| Bell Street Mall Sub-Precinct | Office | 1,110 | sq m | 39 |
| | Retail | 28,200 | sq m | 1,128 |
| | Health Services | 870 | sq m | 30 |
| | | | | **1,197** |

**Banyule City Council estimates Feb 2016*

A summary of the statutory parking requirements and the supplied parking in each sub-precinct is presented in Table 8-5.

**Table 8-5 – Parking supply and requirements**

| Sub-precinct | Clause 52.06 Parking Requirements | Parking Supply |
|---|---|---|
| Heidelberg Central Sub-Precinct and Court Sub-Precinct | 5,600 (2,748 excluding offices and dwellings) | 3,038 |
| Medical Sub-Precinct East | 3,467 | 3,266 |
| Medical Sub-Precinct West | 856 | 1,848 |
| Bell Street Mall Sub-Precinct | 1,197 | 950 |

**Heidelberg Central Sub-Precinct and Court Sub-Precinct**

No off-street residential  or private office car parks were surveyed in these two sub-precincts. Therefore when the parking requirements of dwellings and offices are excluded from the analysis, the number of spaces provided (3,038) is greater than the statutory parking requirements under Clause 52.06 of the Planning Scheme (2,748 parking spaces).

**Medical Sub-Precinct East**

Parking supply in this sub-precinct (3,266) is slightly less than the Clause 52.06 parking requirements (3,467). However, as this sub-precinct is sufficiently close to parking in the western Medical Sub-Precinct, parking such as the car park on the corner of Bell Street and Upper Heidelberg Road is likely to provide adequate cover for any parking shortfall in the eastern Medical Sub-Precinct.

Note that the Column B rate of 3.5 parking spaces per 100 square metres has been used to estimate the hospital and medical centre parking requirements.

**Medical Sub-Precinct West**

Parking supply in the western Medical Sub-Precinct is provided at twice the parking requirements of Clause 52.06. This is generally due to the fact that a proportion of parking provided at the Heidelberg Repatriation Hospital is intended for staff at the Austin Hospital in the eastern Medical Sub-Precinct (a shuttle bus is provided for staff between the Austin Hospital and Heidelberg Repatriation Hospital).

**Bell Street Mall Sub-Precinct**

1,197 parking spaces are required under Clause 52.06 of the Planning Scheme, while only 950 parking spaces are provided. However as the majority of retail in this sub-precinct is located in the Bell Street Mall, demand for parking is likely to be at a lower rate due to the potential for combined trips.

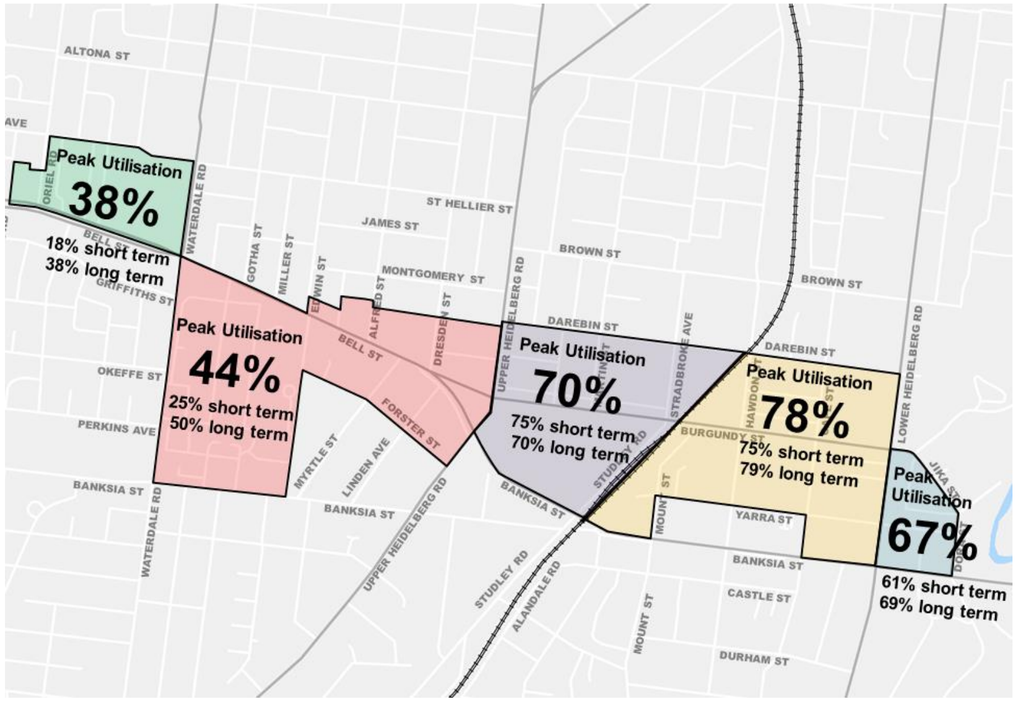
## 8.4 Parking utilisation

The following section details the results of the Friday peak hour utilisation survey across the five sub-precincts. Utilisation of short term parking spaces, long term parking spaces and all parking spaces is presented in Figure 8-3.

Utilisation of parking spaces was high (between 67 and 78 per cent) in the Eastern Medical Sub-Precinct, the Heidelberg Central Sub-Precinct and the Court Precinct, while demand for parking was significantly lower in the Western Medical Sub-Precinct and the Bell Street Sub-Precinct. The lower levels of utilisation in the two western sub-precincts can be largely attributed to the provision of parking at higher rates per square metre of land use compared to the three eastern sub-precincts.

Demand for parking was highest in the Heidelberg Central Sub-Precinct, with 78 per cent of parking utilised during the peak hour of the survey. Utilisation was expected to be highest in this sub-precinct due to the large number of commercial, retail and education land uses in the area.

**Figure 8-3 – Sub-precincts key land uses and strategic sites**






There was little to no variation in utilisation of short term and long term parking spaces within the majority of the sub-precincts, which suggests that the mix of short term and long term parking is appropriate. The notable exception is the western medical sub-precinct which has long term parking utilised at twice the rate of short term parking. This can be attributed to the fact that the majority of short term parking restrictions are located on-street in residential areas with the primary aim of discouraging hospital visitors and staff from parking there.

Overall, the supply of both long term and short term parking can be considered sufficient in all of the five sub-precincts to satisfy the current level of demand. While there may be specific areas within the Heidelberg Central Sub-Precinct and the Eastern Medical Sub-Precinct that experience high levels of demand, there is generally spare capacity within a three minute walk (250 metres) of the identified strategic sites.

The higher levels of parking utilisation in the Heidelberg Central Sub-Precinct will require careful monitoring over the coming years to ensure that the balance between short term and long term parking is maintained, especially as projected land use changes (e.g. residential developments) change the nature of demand for parking in the area.

# PART THREE
# FUTURE DEVELOPMENT

# 9. Future developments and land use

## 9.1 Heidelberg Precinct Core Area

It is predicted that there will be a significant intensification in land use across the Heidelberg area in the coming years. Council has provided future land use estimates based on the Heidelberg Structure Plan.

While the Heidelberg Structure Plan covers a larger area compared to Zone A of the Heidelberg Precinct Core Area, the projected growth in commercial, retail, health professional services and bulky goods retailing is expected to occur entirely within Zone A. The boundaries of the Heidelberg Structure Plan are presented in Figure 9-1.

**Figure 9-1 – Heidelberg structure plan precincts**

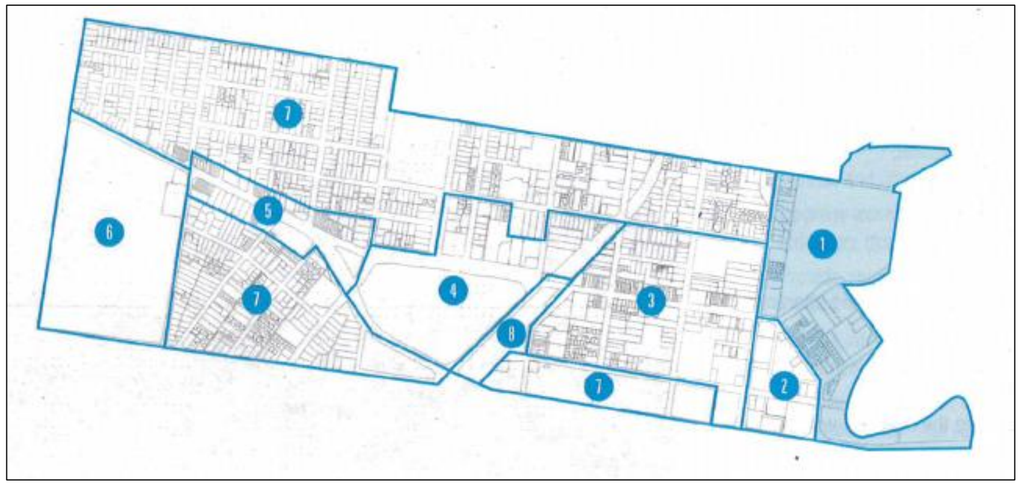



Table 9-1 presents the projected increase in net floor area in the Heidelberg Area and the corresponding projected increase in parking demand. For this assessment, it has been assumed that the demand for parking is at 3.5 spaces for every 100 square metres of net floor area for commercial, retail, health professional services, bulky goods retailing and entertainment. Additionally it has been assumed that the demand for parking at residential dwellings are at the Planning Scheme rate of one space for each one and two bedroom dwelling and two spaces for each three or more bedroom dwelling. The proportion of one (26%), two (58%) and three bedroom dwellings (16%) are based on Council estimates.

**Table 9-1 – Heidelberg projected increase in land use**

| Land use | Projected increase in NFA | Projected increase in parking demand |
|---|---|---|
| Residential (dwellings) | 2,839 | 3,281 |
| Commercial (sqm) | 12,200 | 427 |
| Retail (sqm) | 23,800 | 833 |
| Health Professional Services (sqm) | 47,022 | 1,645 |
| Bulky Goods Retailing (sqm) | 22,070 | 773 |
| Entertainment (sqm) | 1,700 | 60 |
| **Total** | **106,792 sqm + 2,839 units** | **7,019** |

The results of this high level assessment indicate that there will be demand for an additional 7,000 car spaces due to future development. A high proportion of development is expected to occur at 10 strategic redevelopment sites as presented in Figure 9-2 overleaf. The parking survey conducted indicates that on-street parking in many of these areas is fully or nearly fully utilised during the peak weekday period and is therefore unlikely to be able to accommodate the future demand.

Therefore, future developments must fully provide for their expected parking demand in one of the following ways:

- Provide for parking on-site;
- Provide for parking off-street through a financial contribution; and
- Introduce measures to reduce the demand for parking at the development.

**Figure 9-2 – Heidelberg structure plan strategic redevelopment sites**

## 9.2 Bell Street Mall and Heidelberg West Core Area

Although not yet formally adopted by Council, the Bell Street Mall Urban Design Framework and Master Plan sets out one example for the rejuvenation for the Bell Street Mall precinct. While the Bell Street Mall Master Plan does not cover Melbourne Polytechnic or ALDI, the majority of future development in the area is expected to occur at the current Bell Street Mall site.

Table 9-2 presents the master plan's projected increase in net floor area in the Bell Street Mall area and the corresponding projected increase in parking demand. For this assessment, it has been assumed that the demand for parking is at 3.5 spaces for every 100 square metres of net floor area for retail, health professional services and entertainment. Additionally it has been assumed that the demand for parking at residential dwellings are at the Planning Scheme rate of one space for each one and two bedroom dwelling and two spaces for each three or more bedroom dwelling. The proportion of one (26%), two (58%) and three bedroom dwellings (16%) are based on Council estimates for the Heidelberg area, which are more likely to reflect the future development mix in the Bell Street Mall and Heidelberg West Core Area.

**Table 9-2 – Bell Street Mall projected increase in land use**

| Land use | Projected increase in NFA | Projected increase in parking demand |
|---|---|---|
| Residential (dwellings) | 200 | 116 |
| Retail (sq m) | 1,200 | 42 |
| Health Professional Services (sq m) | 500 sq m | 18 |
| Entertainment (sq m) | 1,700 sq m | 60 |
| **Total** | **3,400 sq m + 100 dwellings** | **235** |

*Source: Banyule City Council*

The results of this high level assessment indicate that there will be demand for an additional 235 car spaces due to future development. The projected increase in parking demand is not as high as the Heidelberg Precinct Core Area due to the fact that the majority of development is expected to be a repurposing of existing land use, rather than an intensification of existing land use.

Due to the high utilisation of on-street parking in the area it is unlikely that the additional demand could be accommodated on-street. Therefore, future developments must fully provide for parking demand in one of the following ways:

- Provide for parking on-site;
- Introduce measures to reduce the demand for parking from the development.

It is not recommended that a financial contribution scheme be implemented for the Bell Street Mall and Heidelberg West Core Area. Future land-use planning and analysis of the Bell Street Mall and Heidelberg West Core Area will consider future car parking needs and financial contributions should the need arise.

# PART FOUR
# PARKING TOOLS & STRATEGIES

# 10. Issues and objectives

## 10.1 Introduction

This section sets out the objectives of the parking plan. Objectives are the overall aims of the plan and seek to address defined issues. Once the objectives are understood, specific actions can be set to achieve them.

## 10.2 Identified issues

The following issues have been identified in Parts 2 and 3 of this document:

***In Heidelberg Precinct Core Area Zone A***

- Parking occupancy is highest on streets with unrestricted time limits. This may be a migration of demand from elsewhere, where time limits are perceived as being too short, or off-street parking fees are considered too high.
- On-street parking is fully or nearly fully utilised along main streets in the activity centre. While this is indicative of a vibrant and dynamic commercial centre, it can lead to excessive traffic circulation and can encourage people to overstay.
- Nearly a quarter of people overstay in one-hour on-street spaces. This is indicative of time limits that are potentially too short to enable people to complete their errands within the time available; and increases demand for parking by reducing the effective supply.

***In Heidelberg Precinct Core Area Zone B***

- Parking occupancy is highest on streets with unrestricted time limits around non-residential land uses. This means that it may be very difficult to find a parking space on-street during peak times in these locations, and that turnover could be improved. It is likely that this situation will get worse in the future.

***In Bell Street Mall and Heidelberg West Core Area Zone A***

- There is some evidence of students or staff from Melbourne Polytechnic using the Bell Street Mall car park. This suggests that the current time restrictions may not be appropriate.

***In Bell Street Mall and Heidelberg West Core Area Zone B***

- No issues identified.

## 10.3 Objectives of the Plan

The objectives of the Plan have been set as follows:

1. **Ensure the ongoing viability and development of the Heidelberg and Bell Street Mall activity areas**

   This means that parking, or the lack of it, should not discourage people from coming to the area, or discourage businesses from establishing themselves in the area. It should be reasonably easy and affordable to park a car, while recognising that in a busy and dynamic activity centre there will always be periods of high use.

2. **Ensure that parking is managed equitably and efficiently**

   The parking stock is limited and is for the use of everyone. Time limits should be appropriate for the types of uses those spaces serve, and fees should be set at levels which acknowledge that the spaces have value. Off-street parking fees should compete well with on-street rates to encourage their use.

3. **Collocate short-term (or long-term) parking in shared off-street locations**

   In addition to private off-street car parks for use by patrons of a particular business, there should be a good provision of off-street car parks for use by visitors to the area generally.

4. **Encourage the use of alternative modes of transport including walking, cycling and public transport**

   There should be enough car parking to meet the true demand without encouraging people to drive as a first choice. There should be ample bicycle parking.

# 11. Parking management strategies

## 11.1 Introduction

This section of the Plan sets out the actions which are recommended to achieve the objectives defined in Section 10. Each recommendation will need to be developed prior to implementation.

An implementation plan detailing each action's timeframe and responsibility is provided in Appendix A.

## 11.2 Recommended actions

### 11.2.1 On-street parking

#### Action 1: Manage parking in accordance with established policy

On-street parking should be managed to suit the surrounding land use. In activity centres, on-street parking is usually at a premium and needs to be managed carefully to ensure fair and equitable use. This is normally achieved through the setting of time restrictions and parking fees, both of which are currently used in Heidelberg.

Rather than setting individual restrictions for each street, it is recommended that on-street parking within Heidelberg be managed in accordance with the principles set out in the Banyule Activity Centre Car Parking Strategy (as discussed in Section 2.3).

#### Action 2: Charge for parking

Charging for parking has the following community-wide benefits:

- Increases turnover of the most convenient spaces
- Encourages longer-term parkers to use less convenient spaces, such as off-street car parks
- Reduces total vehicle traffic, including congestion due to circulating while looking for a space
- Can generate revenue which can be used to improve parking infrastructure

Generally, the most convenient spaces in activity centres are on-street spaces. These spaces are usually closest to the places people want to go, they allow people to make a few quick errands, to make a trip as part of a longer trip to somewhere else (such as picking up a coffee on the way to work) and are often perceived as being more secure due the amount of passive surveillance they provide.

On-street spaces are naturally suited to short-term parking while off-street spaces are more suited to longer-term parking. For these reasons, on-street parking should be prioritised for parking fees. A lack of fees (or lower fees) in off-street car parks can be an incentive for people to use them instead of on-street spaces, which reduces the amount of circulation, and therefore congestion, on-street.

It is recommended that consideration be given to the progressive introduction of metered or ticketed on-street parking in the Heidelberg Precinct Core Area, in line with the aims of driving turnover. Pricing should be highest in the most convenient and sought after locations and should reduce with distance from these locations. Ideally, pricing should be set so that an average occupancy of 85% is maintained, with higher pricing displacing some parkers to less convenient (cheaper) areas.

### 11.2.2 Off-street parking

#### Action 3: Improve bicycle parking

Reduced car parking rates should be offset by improved bicycle parking provision. Generally this should also include end of trip facilities such as lockers and showers to maximise bicycle use. The recommended bicycle parking rates are presented in Section 12.8.

Additional bicycle parking should be provided in the construction of any additional public car parking, at a ratio of 1 bicycle space per 10 car parking spaces. This aligns with the Banyule Bicycle Strategy direction to provide additional end-of-trip facilities at destinations.

#### Action 4: Provide more off-street parking opportunities

Figure 11-1 shows a number of potential locations for new or expanded off-street car parks which could be partly funded by financial contributions from developers (see Section 13 for more details). Of these, the Cartmell Street car park is considered to have most potential, as it is the largest at-grade car park currently owned by Council and would be an ideal candidate for a multi-use development with car parking on the upper storeys.

Any future expansion of public car parking should include additional bicycle parking as identified under Action 3.

### 11.2.3 Sustainable transport infrastructure

#### Action 5: Encourage sustainable transport modes

In addition to providing more bicycle parking spaces (see Action 3), improvements to pedestrian and bicycle access (including way finding strategies), end-of-trip facilities (such as showers and lockers), streetscape improvements and public transport stop improvements all contribute to sustainable transport by making it more pleasant and convenient to walk or cycle.

### 11.2.4 Parking permits

#### Action 6: Phase out the use of traders' permits

In line with the Banyule Activity Centre Car Parking Strategy it is recommended that the use of traders' permits be phased out in the long term. Each space occupied by a trader potentially offsets up to eight spaces which could otherwise be used by visitors, which is not sustainable in the long term.

### 11.2.5 Use of technology

#### Action 7: Implement intelligent technology solutions to drive turnover

The key performance measure for on-street parking in activity centres is turnover, or the number of times a space is used throughout a certain time period. A balance needs to be struck between the needs of visitors to park for long enough to complete their errands and the need to maximise the fair use of the spaces. Technology can assist with this in the following ways:

- By improving accessibility to spaces
- By encouraging turnover
- By making enforcement easier

**Improving accessibility to spaces**

Parking guidance schemes are in operation in many cities around the world (including Melbourne), but most usually guide drivers to off-street car parks as these are fixed locations with defined entry and exit points.

It is recommended that an electronic parking guidance system be developed for Heidelberg which monitors entry and exit volumes at off-street car parks and displays in real time the number of empty spaces on signs which guide motorists to a car park. The signs should be installed on main entry points to the Heidelberg Precinct Core Area (initially Bell Street, Studley Road and Lower Heidelberg Road).

**Encouraging turnover**

A short time limit may maximise the number of times a parking space is used throughout the day, but it may not suit the needs of visitors. Conversely, a long (or unrestricted) time limit may benefit those lucky enough to find a space, but does not promote equitable use of parking stock for the larger community. Technology can be used to strike a balance between these two extremes.

Once the time limit has been set, the main way of encouraging turnover is by setting the price of parking. It is recommended that metered or ticketed on-street parking be progressively introduced in the Heidelberg Precinct Core Area. This can drive turnover in the following ways:

- It provides an incentive to park for as little time as possible (i.e. it costs less)
- If variable rates are used, it can shift demand to less busy times of the day
- Performance-based, or responsive, pricing can be used to maintain occupancy at about 85%. This ensures that there is always a space available for those who really need one.

**Making enforcement easier**

The efficient and consistent enforcement of parking ensures that the system is fair and equitable. Sensors embedded in the pavement can detect when a car has over-stayed and alert a nearby parking officer who can then issue an infringement notice if appropriate.

### 11.2.6 Future developments

#### Action 8: Establish a parking precinct plan (parking overlay)

It is recommended that specific off-street parking rates be developed as part of the parking overlay for the Heidelberg Precinct Core Area and the Bell Street Mall and Heidelberg West Core Area. The rates should be based on actual and aspirational parking demands and should encourage a shift from car use to more sustainable modes.

A parking overlay should also consider the provision of additional bicycle parking as part of the construction of any additional public car parking, at a ratio of 1 bicycle parking space per 10 car parking spaces.

The recommended rates are presented in Section 12.

#### Action 9: Use green travel plans to constrain demand

A way of managing or reducing parking demand is to have a travel management plan, or green travel plan, in place. These typically use incentives to encourage employees and visitors to use sustainable travel modes. Examples include:

- Setting up car pooling schemes with a guaranteed ride home for the passenger if the driver has to leave unexpectedly.
- Allowing employees or retail customers to ‘cash out’ their parking space. For example, employees can choose between a subsidised parking space or its cash value each month, and retail customers can choose between one hour’s free parking or a being reimbursed for their public transport trip.

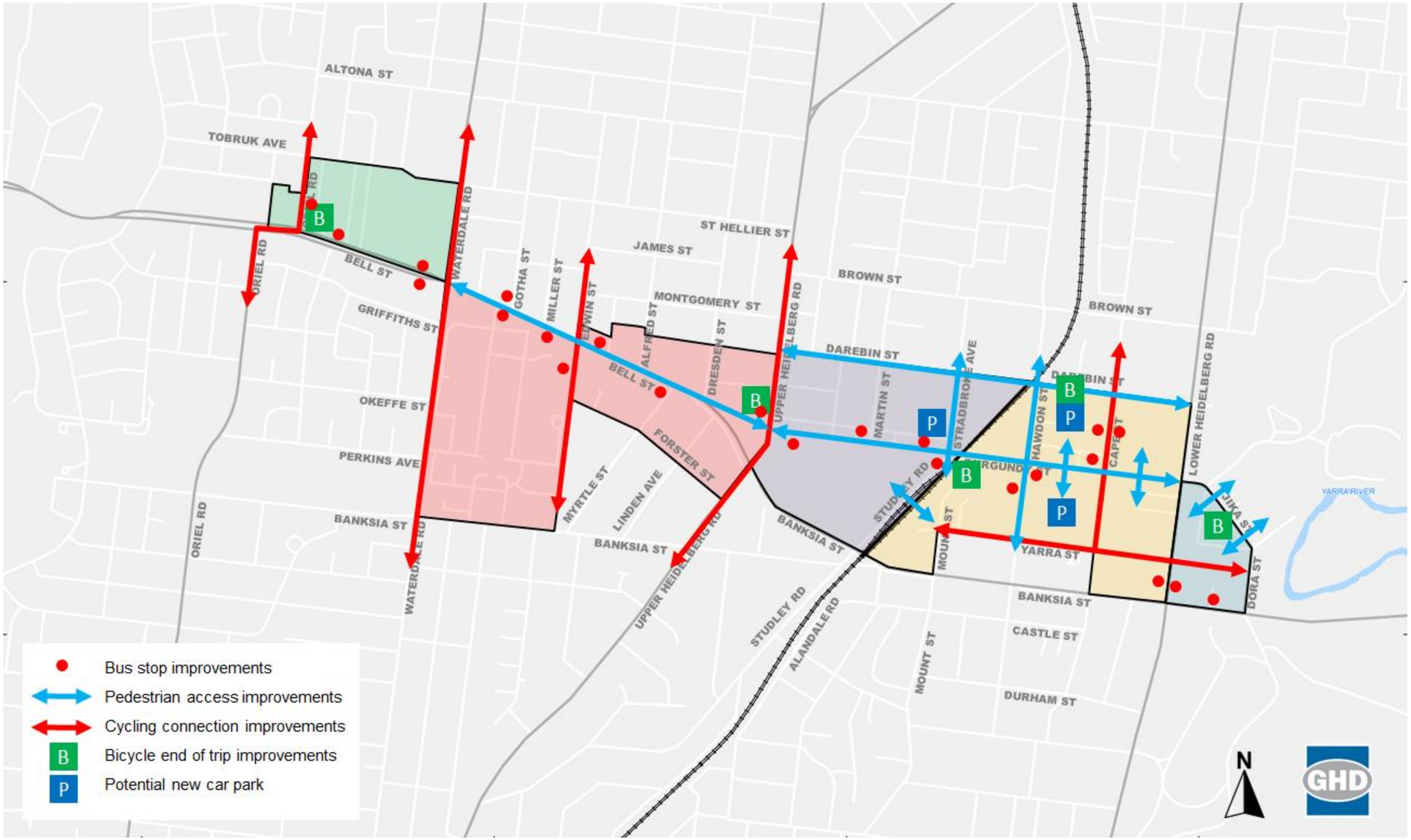
A condition should be added to the planning permit which requires a workplace to have in place a green travel plan which includes methods to monitor its effectiveness. Generally a green travel ‘champion’ should be appointed in each workplace operating a green travel plan. The champion is then responsible for setting up the various strategies within the plan (such as a car pooling scheme) and monitoring use to measure the plan’s effectiveness.

Green travel planning is generally only suitable for workplaces, as the employer can influence the travel behaviours of employees (such as by charging staff to park in the company car park, for example). However, some techniques can be used in residential developments to reduce residents’ reliance on cars and therefore the parking demand.

In larger developments it may be possible to include a share car which is available for use by all residents. This can reduce the need for residents to own cars, which would reduce the number of car spaces required for privately owned cars. It may be necessary to allow members of the public to access the share cars if the number of residents in the building is not great enough to make it viable on its own.

It may also be possible to ‘unbundle’ car parking in residential buildings. This means that off-street parking spaces are not attached to individual property titles, but are available for purchase/hire separately to owners and tenants. This avoids the situation where people are paying for a parking space they do not need and enables those who do not own a car to rent a space only when they need one. This technique tends to lower the overall number of spaces required in a building.

**Figure 11-1 – Potential improvements to core areas**



# PART FIVE
# PARKING OVERLAY DEVELOPMENT

# 12. Parking rates

## 12.1 Overview

The following section proposes new parking rates for various land uses in the Heidelberg Precinct Core Area and Bell Street Mall and Heidelberg West Core Area. The proposed parking rates are based on the following data sources:

- Parking survey data  collected;
- ABS Census data; and
- Parking rates from other activity centre parking overlays in Victoria.

## 12.2 Planning scheme parking requirements

Current car parking rates in the two precincts are based on Clause 52.06 of the Planning Scheme.

**Clause 52.06: Car Parking** sets out the standard planning scheme requirements for parking in Victoria. Table 1 of Clause 52.06 outlines the minimum car parking requirements for a given land use. These car parking provisions apply to new land uses or where there is an increase in floor area, number of patrons, seats, practitioners, residents or staff of an existing land use.

The rates for dwellings, shops, supermarkets, offices and medical centres are presented in Table 12-1. These are the primary land uses in the Activity Centre and are the ones that will be targeted by the parking overlay. Rates for other land uses will be based on the standard Column B rates.

The minimum parking rates in Column A are the standard parking rates, whereas rates in Column B are suggested rates for activity centres. Column A applies in all circumstances unless The Schedule to the Parking Overlay specifies that the rates in Column B apply.

**Clause 45.09: Parking overlay** allows the rates in Clause 52.06 to be varied to meet the unique requirements of an area. The rates specified in a parking overlay override the standard requirements (Column A or Column B) at Clause 52.06.

Currently, the only parking overlay currently applied in the City of Banyule is for the Greensborough Principal Activity Area. All other locations in Banyule including the Heidelberg Precinct Core Area and the Bell Street Mall and Heidelberg West Core Area currently require minimum parking rates as specified in Column A of Table 1 of Clause 52.06.

**Table 12-1 – Clause 52.06 parking rates**

| Use | Column A Standard rate | Column B Activity centre rate | Measure |
|---|---|---|---|
| Dwelling | 1 | 1 | To each one and two bedroom dwelling, plus |
| | 2 | 2 | To each three or more bedroom dwelling (with studies or studios that are separate rooms counted as a bedroom), plus |
| | 1 | 0 | For visitors to every 5 dwellings for developments of 5 or more dwellings |
| Shop | 4 | 3.5 | To each 100 sq m of net floor area |
| Supermarket | 5 | 5 | To each 100 sq m of net floor area |
| Office | 3.5 | 3 | To each 100 sq m of net floor area |

## 12.3 Car parking rates

The car parking requirement for a development is set out in Clause 52.06 of the Victorian Planning Provisions. Table 12-2 below shows the rates for car parking for Banyule City Council as compared with a number of different municipalities around Melbourne.

**Table 12-2 – Comparison of planning scheme rates around Melbourne**

| Use | Measure | Municipality (Activity Centre) | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Planning Scheme (Column A) | Greensborough Principal Activity Area - Banyule | Activity Centres - Boroondara | Berwick Village Commercial Centre - Casey | Caulfield Mixed Use Area - Glen Eira | Springvale Activities Centre - Greater Dandenong | Footscray Central Activities Area – Maribyrnong | Eltham and Diamond Creek Major Activity Centres - Nillumbik | Box Hill Activity Centre – Whitehorse | Doncaster Hill Principal Activity Centre - Manningham | Werribee City Centre - Wyndham |
| Dwelling | To each one or two bedroom dwelling, plus | 1 | 1 | 1 | NS | 1 | 1 | 0.5 – 1.0 | 1 | 0.5-0.75 | 1 | 1 |
| | To each three or more bedroom dwellings, plus | 2 | 2 | 2 | NS | 2 | 1.5 | 1.0 – 1.5 | 2 | 1 | 2 | 1 |
| | For visitors to every 5 dwellings for dwellings of 5 of more dwellings. | 1 | 1 | 1 | NS | NS | 1 | 1 for visitors to every 10 dwellings | 0 | 1 for visitors to every 10 dwellings | 1 for visitors to every 10 dwellings | 0 |
| Medical Centre | To the first person providing health services, plus | 5 | NS | 3.5 to each 100 sq m of leasable floor area | 5 | NS | NS | 1.0 – 2.3 | 3.5 to each 100 sq m of leasable floor area | NS | NS | NS |
| | To every other person providing health services. | 3 | NS | | 4 | | | | | | | |
| Office | To each 100 sq m of net floor area | 3.5 | NS | 3.5 | 3.5 | 2 | 3 | 1.5 – 2.0 | 3 | 2 | 2.5 | 3 |
| Shop | To each 100 sq m of leasable floor area | 4 | 4.6 | 3.5 | 4 for < 2,000 sq m<br>6 for > 2,000 sq m | 2.18 | 4 | 0.5 – 1.5 | 3.5 | NS | NS | NS |
| Supermarket | To each 100 sq m of leasable floor area | 5 | NS | NS | NS | 5.5 | NS | 2.0 – 2.5 | NS | NS | NS | NS |
| Restaurant | To each seat | 0.4 | 0.4 | 3.5 to each 100 sq m of leasable floor area | NS | NS | NS | 0.05 – 0.1 | 3.5 to each 100 sq m of leasable floor area | NS | 0.36 | 3.5 to each 100 sq m of leasable floor area |

*NS = Not stated. Standard Column A rates are assumed to apply where rates are not specified.*

## 12.4 Dwellings

### 12.4.1 Overview

When considering parking requirements for residential dwellings, it is not feasible to survey each property to determine the demand for residential parking. Therefore the following methodology has been adopted to estimate the likely demand in order to determine dwelling parking rates:

- Determine the private vehicle ownership rates from ABS Census data.
- Assess the possibility of using on-street parking to accommodate future demand.

### 12.4.2 Heidelberg Precinct Core Area

**Motor vehicle ownership rate**

The motor vehicle ownership rate for dwellings of one bedroom, two bedrooms and three or more bedrooms have been sourced from the 2011 Australian Bureau of Statistics (ABS) census data. The state suburb (SSC) of Heidelberg has been used as a proxy for the Heidelberg Precinct Core Area. While Heidelberg SSC covers a larger area extending north of Darebin Street, it can be considered conservative in that the car ownership rate is likely to be slightly higher than that of the core area.

The motor vehicle ownership rate for Heidelberg is presented in Table 12-3. It can be seen that the average ownership rate for two-bedroom dwellings is greater than the number of parking spaces required by the planning scheme (1.14 cars vs 1.0 spaces). It is not proposed to increase the number of spaces required by two-bedroom dwellings, as a lower rate encourages sustainable transport use.

**Table 12-3 – Heidelberg motor vehicle ownership rate**

| Number of bedrooms | No motor vehicles | 1 motor vehicle | 2 motor vehicles | 3 motor vehicles | 4 or more motor vehicles | Average |
|---|---|---|---|---|---|---|
| 1 bedroom | 40 | 77 | 11 | 0 | 3 | **0.85** |
| 2 bedrooms | 113 | 399 | 175 | 14 | 3 | **1.14** |
| 3 or more bedrooms | 64 | 507 | 613 | 147 | 56 | **1.73** |

**On-street capacity**

899 residential dwellings are located either within Zone A, or on the border of Zone A, sharing 700 on-street parking spaces with residential frontages. This correlates to a rate of 0.78 on-street parking spaces for every residential dwelling in Zone A. Clause 56 of ResCode recommends the provision of one on-street parking space for every two dwellings. While it appears that there is a higher rate of supply of on-street parking in Heidelberg compared to the ResCode requirements, demand for parking from nearby retail and commercial land uses in the precinct is likely to reduce the amount of parking available to residents. Therefore the rate of supply is more likely to be closer to the ResCode rate of 0.5, leaving little room to accommodate future growth.

The demand for on-street parking in front of residential properties is also considered to be high. Of the 700 parking spaces, 57 per cent were occupied during the Friday peak hour. However, excluding the residential roads west of Upper Heidelberg Road, the on-street parking outside residential properties was over 75 per cent utilised.

Additionally, the currently operating residential parking permit scheme does not grant visitor or residential permits for new developments where the land use has been intensified. Therefore all future parking demand in new developments must be accommodated off-street where there are on-street parking restrictions.

**Exemptions to the proposed parking rates**

In order to adequately provide for future car parking demand and to prevent additional stress on the current on-street car parking supply, the circumstances in which exemptions cannot be granted are proposed:

- Reductions to the minimum residential parking rates per bedroom **cannot** be granted based on:
  - The availability of on-street or off-street parking; or
  - Sharing of car parking spaces in mixed use developments.
- Reductions to the visitor car parking **cannot** be granted based on:
  - The availability of on-street or off-street parking.

There may be instances where reduced provision for residential visitors may be approved where visitors can share parking spaces with retail (shop and restaurant customers).

**Proposed parking rates**

Car use within the Heidelberg Precinct Core Area should be discouraged on the basis of good access to public transport and close proximity to employment. To this end, it is recommended that the parking rates for residential dwellings be reduced

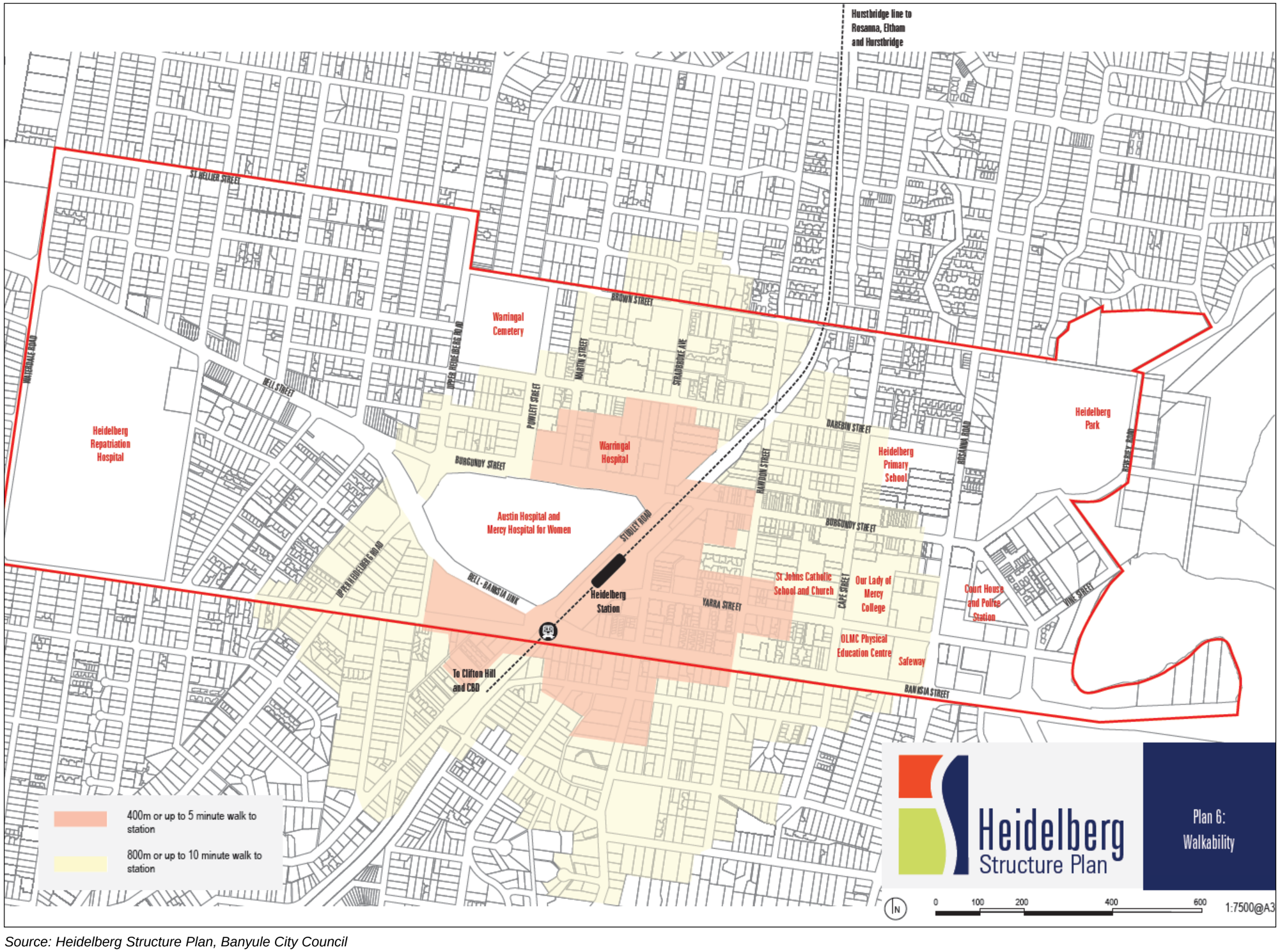
Table 12-4 presents the proposed parking rates for the Heidelberg Precinct Core Area. The rates for one and two-bedroom dwellings are lower than those in Column A of Table 1 of the Clause 52.06 of the Planning Scheme and are in line with the average car ownership rate for one bedroom dwellings in the area. Although the average car ownership rate for two-bedroom dwellings is higher than the existing number of parking spaces required, the proposed reduced rate recognises the good access to public transport as presented in Figure 12-1 overleaf. It also supports Councils strategic position to reduce the prominence and dependence on car parking and to encourage sustainable transport use for new residential developments.

Due to the accessibility of the area by public transport, it is proposed to halve the normal visitor parking requirement from one space for every five dwellings to one space for every 10 dwellings.

**Table 12-4 – Heidelberg Precinct Core Area proposed residential parking rate**

| Use | Rate | Measure |
|---|---|---|
| Dwelling | 0.8 | To each one or two bedroom dwelling, (with studies or studios that are separate rooms counted as a bedroom), plus |
| | 2 | To each three or more bedroom dwelling (with studies or studios that are separate rooms counted as a bedroom), plus |
| | 1 | For visitors to every 10 dwellings or part for developments of 10 or more dwellings |

## Figure 12-1 – Heidelberg Station catchment area




*Source: Heidelberg Structure Plan, Banyule City Council*

### 12.4.3 Bell Street Mall and Heidelberg West Core Area

**Motor vehicle ownership rate**

There are currently no residential land uses in the Bell Street Mall and Heidelberg West Core Area, however the redevelopment of the Bell Street Mall may lead to the construction of residential dwellings in mixed use developments.

The motor vehicle ownership rate for dwellings of one bedroom, two bedrooms and three or more bedrooms have been sourced from the 2011 Australian Bureau of Statistics (ABS) census data. The state suburb (SSC) of Heidelberg West has been used as a proxy for the Bell Street Mall and Heidelberg West Core Area. While the Heidelberg West SSC covers a larger area than Bell Street Mall, it can be considered reflective of the likely car ownership rate for future developments in the area.

The motor vehicle ownership rate for Heidelberg West is presented in Table 12-5. Note that while car ownership rates are lower than Heidelberg, this is more likely due to socio-economic circumstances rather than reduced demand because of public transport or active transport modes.

**Table 12-5 – Heidelberg West motor vehicle ownership rate**

| Number of bedrooms | No motor vehicles | 1 motor vehicle | 2 motor vehicles | 3 motor vehicles | 4 or more motor vehicles | Average |
|---|---|---|---|---|---|---|
| 1 bedroom | 97 | 71 | 7 | 0 | 0 | **0.49** |
| 2 bedrooms | 198 | 383 | 125 | 16 | 5 | **0.96** |
| 3 or more bedrooms | 124 | 414 | 321 | 87 | 32 | **1.48** |

**On-street capacity**

The currently operating residential parking permit scheme does not grant visitor or residential permits for new developments where the land use has been intensified. Therefore all future parking demand in new developments must be accommodated off-street where there are on-street parking restrictions.

The mixed use environment of the Bell Street Mall area potentially provides the opportunity to provide reduced visitor car parking rates due to the sharing of parking spaces. However this needs to be assessed on a case by case basis where it can be demonstrated that parking needs are adequately provided for.

**Exemptions to the proposed parking rates**

In order to adequately provide for future car parking demand and to prevent additional stress on the current on-street car parking supply, the circumstances in which exemptions cannot be granted are proposed:

- Reductions to the minimum residential off-street parking rates per bedroom **cannot** be granted based on:
  - The availability of on-street or off-street parking; or
  - Sharing of car parking spaces in mixed use developments.
- Reductions to the visitor car parking **cannot** be granted based on:
  - The availability of on-street or off-street parking;

There may be instances where reduced provision for residential visitors may be approved where visitors can share parking spaces with retail (shop and restaurant customers). Reduced parking provision for residential occupants may occur where there is an approved Green Travel Plan to facilitate access to alternative travel modes (i.e. measures to actively reduce demand by car).

**Proposed parking rates**

Car use within the Bell Street Mall and Heidelberg West Core Area should be discouraged on the basis of good access to public transport and close proximity to education and employment. To this end, it is recommended that the parking rates for residential dwellings be reduced.

Table 12-6 presents the proposed parking rates for the Bell Street Mall and Heidelberg West Core Area. The rates for one and two-bedroom dwellings are lower than those in Column A of Table 1 of the Clause 52.06 of the Planning Scheme and are in line with the average car ownership rate for one bedroom dwellings in the area. The reduced rate for two-bedroom dwellings recognises the good access to public transport such as the Route 903 SmartBus along Bell Street. It also supports Council's strategic position to reduce the prominence and dependence on car parking and to encourage sustainable transport use for new residential developments.

It is also proposed to halve the normal visitor parking requirement from one space for every five dwellings to one space for every 10 dwellings.

**Table 12-6 – Bell Street Mall and Heidelberg West Core Area proposed residential parking rate**

| Use | Rate | Measure |
|---|---|---|
| Dwelling | 0.8 | To each one or two bedroom dwelling, (with studies or studios that are separate rooms counted as a bedroom), plus |
| | 2 | To each three or more bedroom dwelling (with studies or studios that are separate rooms counted as a bedroom), plus |
| | 1 | For visitors to every 10 dwellings or part for developments of 10 or more dwellings |

## 12.5 Shops and supermarkets

### 12.5.1 Overview

The demand rate for parking at shops and supermarkets can be derived from the off-street car park surveys conducted. Due to the shared nature of retail parking in activity areas, it is difficult to accurately derive the true demand for parking for a particular land use. Therefore off-street car park locations have been chosen where parking demand can be attributed to specific shops and supermarkets nearby.

### 12.5.2 Heidelberg Precinct Core Area

Three off-street car parks have been used to derive the shop and supermarket parking demand rate:

- Warringal Shopping Centre car park – shops and supermarkets;
- Leo's supermarket and adjacent shops on Burgundy Street (Cape Street car park) – shops and supermarket; and
- Woolworths car park – supermarket.

The parking demand rate for every 100 square metres of net floor area is presented in Table 12-7 for the three off-street car parks.

**Table 12-7 – Heidelberg Precinct Core Area shop and supermarket survey findings**

| Location | Land use | Net floor area (sq m) | Peak hour parking demand | Parking rate (per 100 sq m) |
|---|---|---|---|---|
| Warringal Shopping Centre | Shop Supermarket | ~11,750 | 453 | 3.86 |
| Leo's supermarket and adjacent shops | Shop Supermarket | ~6,000 | 190 | 3.17 |
| Woolworths | Supermarket | ~2,000 | 82 | 4.10 |

**Proposed parking rates**

Table 12-8 presents the proposed retail parking rates for the Heidelberg Precinct Core Area. The proposed parking rate for shops is a reduction from the Column A standard rate, but consistent with the Column B activity area rate of 3.5 spaces per 100 square metres of net floor area recommended in the planning scheme. The proposed supermarket rate of 4 spaces per 100 square metres is a reduction of the current rate of 5 parking spaces per 100 square metres of net floor area.

**Table 12-8 – Heidelberg Precinct Core Area proposed retail parking rates**

| Use | Rate | Measure |
|---|---|---|
| Shop | 3.5 | To each 100 sq m of net floor area |
| Supermarket | 4.0 | To each 100 sq m of net floor area |

**Exemptions to the proposed parking rates**

In order to adequately provide for future car parking demand and to prevent additional stress on the current on-street car parking supply, the circumstances in which exemptions cannot be granted are proposed:

- Reductions to the supermarket and shop off-street car parking rates **cannot** be granted based on:
  - The availability of on-street or off-street parking;

If the minimum number of parking spaces cannot be provided on-site, Council may consider imposing a financial contribution to help fund the construction of offsite parking.

### 12.5.3 Bell Street Mall and Heidelberg West Core Area

Two off-street car parks have been used to derive the shop and supermarket parking demand rate:

- The Bell Street Mall car park mainly serving shops and restaurants; and
- The ALDI supermarket car park serving the supermarket and shops;

The parking demand rate for every 100 square metres of net floor area is presented in Table 12-9 for the two off-street car parks.

**Table 12-9 – Bell Street Mall and Heidelberg West Core Area shop and supermarket survey findings**

| Location | Land use | Net floor area (sq m) | Peak hour parking demand | Parking rate (per 100 sq m) |
|---|---|---|---|---|
| Bell Street Mall | Shop | 28,200 | 167 | 0.59 |
| ALDI supermarket | Supermarket | 2,100 | 80 | 3.80 |

**Proposed parking rates**

Table 12-10 presents the proposed retail parking rates for the Bell Street Mall and Heidelberg West Core Area. The proposed parking rate for shops is a reduction from the Column A standard rate, but consistent with the Column B activity area rate of 3.5 spaces per 100 square metres of net floor area recommended in the planning scheme. The proposed supermarket rate of 4 spaces per 100 square metres is a reduction of the current rate of 5 parking spaces per 100 square metres of net floor area.

The shop rate of 3.5 spaces per 100 square metres of net floor area is higher than the current demand at the Bell Street Mall would suggest. Such a low parking rate would not be consistent with the plans for the redevelopment of the area, and is more likely to be in line with the Heidelberg Precinct Core Area.

**Table 12-10 – Bell Street Mall and Heidelberg West Core Area proposed shop and supermarket rates**

| Use | Rate | Measure |
|---|---|---|
| Shop | 3.5 | To each 100 sq m of net floor area |
| Supermarket | 4.0 | To each 100 sq m of net floor area |

**Exemptions to the proposed parking rates**

In order to adequately provide for future car parking demand and to prevent additional stress on the current on-street car parking supply, the circumstances in which exemptions cannot be granted are proposed:

- Reductions to the supermarket and shop car parking rates **cannot** be granted based on the availability of on-street or off-street parking.

## 12.6 Offices

### 12.6.1 Overview

When assessing the demand for parking at offices in the Heidelberg Precinct Core Area and the Bell Street Mall and Heidelberg West Core Area, it was not possible to survey car parks as the majority of premises are inaccessible to the general public.

Therefore the following methodology has been adopted to determine the parking rate for offices in the two precincts:

- Compare the method of travel to work for employees in the two precincts using ABS census data against the Greater Melbourne average;
- Assess the possibility of utilising on-street parking to accommodate future demand.

### 12.6.2 Heidelberg Precinct Core Area

**Method of travel to work**

The method of travel to work for employees of the Heidelberg Precinct Core Area has been sourced from the 2011 Australian Bureau of Statistics (ABS) census data. The area of Heidelberg-Rosanna (Statistical Area Level 2) has been used as a proxy for the Heidelberg Precinct Core Area.

While the Heidelberg-Rosanna area is larger in size covering the suburb of Rosanna, the main employment areas are all located within the core area. Therefore the method of travel to work in the Heidelberg-Rosanna area can be considered approximately the same as the method of travel to work within the Heidelberg Precinct Core Area.

The per cent of employees driving in the Heidelberg-Rosanna area has been compared to the Greater Melbourne average. The Melbourne average has excluded the Inner Melbourne Area (Melbourne City, Brunswick-Coburg, Darebin (south) and Essendon), typically areas well serviced by public transport.

Table 12-11 presents the method of travel to work for employees in the Heidelberg-Rosanna area. Approximately 82 per cent of employees working in this area travelled to work by motor vehicle as a driver. This compares to 83 per cent of Greater Melbourne employees outside the Inner Melbourne area driving to work.

For the purposes of this analysis, it has been assumed that where a person uses public transport and motor vehicle to travel to work, public transport is the final method of transport before reaching work. The analysis does not include employees that worked at home, did not go to work or did not state the method of travel to work.

**Table 12-11 – Method of travel to work for employees in Heidelberg-Rosanna**

| Method of travel to work | Heidelberg-Rosanna (SA2) | Greater Melbourne (excluding inner Melbourne) |
|---|---|---|
| Motor vehicle, as driver | 7,707 (82%) | 835,045 (83%) |
| Other | 1,720 (18%) | 167,735 (17%) |

The proportion of employees driving to work has been compared to other suburbs where activity centre parking overlays have been implemented. The rate is very similar to the suburbs of Springvale and Eltham, where a parking rate of 3 parking spaces for every 100 square metres of floor area have been adopted.

Table 12-12 provides a summary of parking rates and the rate of driving in other activity centres.

The limitations of this analysis must be considered when assessing the results. The ABS Statistical Area Level 2 boundaries are in many cases significantly larger than the activity centres, which as a result may overstate the proportion of employees driving in the activity centre.

**Table 12-12 – Method of travel to work for employees in other suburbs**

| Activity Centre | ABS Area (SA2) | Rate (per 100 sq m) | Motor vehicle, as driver |
|---|---|---|---|
| Springvale Activities Centre | Springvale | 3.0 | 83% |
| Footscray Central Activities Area | Footscray | 1.5 – 2.0 | 76% |
| Eltham and Diamond Creek Major Activity Centres | Eltham | 3.0 | 84% |
| Box Hill Activity Centre | Box Hill | 2.0 | 77% |
| Doncaster Hill Principal Activity Centre | Doncaster | 2.5 | 80% |

**Proposed parking rates**

Table 12-13 presents the proposed retail parking rates for the Heidelberg Precinct Core Area. A parking rate for offices of 3 parking spaces for every 100 square metres of net floor area (a reduction from the current rate of 3.5) has been proposed for the following reasons:

- The rate is consistent with Column B of Table 1 of Clause 52.06 of the Planning Scheme, which is the rate suggested for activity centres;
- No developments since 2007 have been approved at the standard rate of 3.5 spaces for every 100 square metres of net floor area; and
- The proposed parking rate is consistent with other activity areas with similar rates of employees driving to work.

**Table 12-13 – Heidelberg Precinct Core Area proposed office parking rate**

| Use | Rate | Measure |
|---|---|---|
| Office | 3.0 | To each 100 sq m of net floor area |

**Exemptions to the proposed parking rates**

In order to adequately provide for future car parking demand and to prevent additional stress on the current on-street car parking supply, the circumstances in which exemptions cannot be granted are proposed:

- Reductions to the office car parking rates **cannot** be granted based on the availability of on-street or off-street parking; and
- Reduced parking provision for residential occupants may occur where there is an approved Green Travel Plan to facilitate access to alternative travel modes.

If the minimum number of parking spaces cannot be provided on-site, Council may consider imposing a financial contribution to help fund the construction of offsite parking.

### 12.6.3 Bell Street Mall and Heidelberg West Core Area

There are currently no office land uses in the Bell Street Mall and Heidelberg West Core Area. It is proposed that future parking requirements for offices in this area are at the standard Column B rate of 3.0 spaces for each 100 square metres of net floor area.

## 12.7 Medical centres

### 12.7.1 Overview

The demand rate for parking at medical centres has been derived from spot counts of various medical centres in Heidelberg and Heidelberg Heights.

Spot surveys of the medical centres were conducted between 1 and 3 pm on a Wednesday. This is consistent with the findings of the parking survey that peak demand occurs between 10 am and 3 pm, including the medical precincts on Mount Street / Yarra Street and Martin Street.

The proposed parking rates for medical centres do not apply to hospitals, which must continue to provide car parking to the satisfaction of the Responsible Authority.

### 12.7.2 Heidelberg Precinct Core Area

Seven medical centres were surveyed in the Heidelberg Precinct Core Area. These medical centres all provided on-site parking exclusively allocated to the medical centre land use. There is the potential that parking demand has been underestimated if patients or staff parked on-street.

The results of the spot survey are presented in Table 12-14. They show that the observed demand is equal to or less than the standard column A rate in Table 1 of Clause 52.06 of the Planning Scheme.

**Table 12-14 – Heidelberg Precinct Core Area medical centre survey findings**

| Location | Estimated number of practitioners | Observed parking demand | Parking demand per practitioner |
|---|---|---|---|
| Medical centre A | 2 | 6 | 3 |
| Medical centre B | 1 | 4 | 4 |
| Medical centre C | 1 | 2 | 2 |
| Medical centre D | 1 | 5 | 5 |
| Medical centre E | 1 | 5 | 5 |
| Medical centre F | 1 | 4 | 4 |
| Medical centre G | 2 | 6 | 3 |

**Proposed parking rates**

Table 12-15 presents the proposed medical centre rates for the Heidelberg Precinct Core Area. The proposed parking rates are the same as the standard column A rates published in Table 1 of Clause 52.06 of the Planning Scheme.

**Table 12-15 – Heidelberg Precinct Core Area proposed medical centre parking rates**

| Use | Rate | Measure |
|---|---|---|
| Medical centre | 5 | To the first person providing health services, plus |
| | 3 | To every other person providing health services. |

**Exemptions to the proposed parking rates**

In order to adequately provide for future car parking demand and to prevent additional stress on the current on-street car parking supply, the circumstances in which exemptions cannot be granted are proposed:

- Reductions to the supermarket and shop car parking rates **cannot** be granted based on:
  - The availability of on-street or off-site parking.

If the minimum number of parking spaces cannot be provided on-site, Council may consider imposing a cash in lieu of parking contribution to help fund the construction of offsite parking.

### 8.6.3 Bell Street Mall and Heidelberg West Core Area

There are currently medical centre land uses in the Bell Street Mall and Heidelberg West core area, however the demand for parking generated cannot be determined due to shared parking with other land uses at the Bell Street Mall.

It is proposed that the medical centre parking rate remain at the current rate of five parking spaces for the first person providing health services, plus three parking spaces for every other person providing health services.

## 12.8 Sustainable transport

### 12.8.1 Overview

To support the lower minimum car parking rates proposed, provision for alternative transport modes must be made. Future developments should incorporate facilities that promote active travel modes such as cycling as viable mode choices.

This section proposes new minimum bicycle and motorcycle parking rates to be considered for implementation. It is recommended that Council enforce these proposed minimum rates except where it is not practical.

### 12.8.2 Bicycle parking rates

Clause 52.34 of the Planning Scheme sets out minimum rates for the provision of bicycle facilities with the aim of encouraging cycling as a mode of transport. Table 12-16 presents the planning scheme minimum bicycle parking rates.

**Table 12-16 – Planning Scheme bicycle parking rates**

| Land use | Employee/Resident | Visitor/Shopper |
|---|---|---|
| Dwelling | In developments of four or more storeys, 1 to each 5 dwellings | In developments of four or more storeys, 1 to each 10 dwellings |
| Office | 1 to each 300 sq m of net floor area if the net floor area exceeds 1000 sq m | 1 to each 1000 sq m of net floor area if the net floor area exceeds 1000 sq m |
| Shop | 1 to each 600 sq m of leasable floor area if the leasable floor area exceeds 1000 sq metres | 1 to each 500 sq m of leasable floor area if the leasable floor area exceeds 1000 sq metres |

*Table C2 7: Bicycle parking provisions* in the Austroads publication *Guide to Traffic Management Part 11* sets out the recommended bicycle parking provisions for different land uses. The suggested Austroads rates are presented in Table 12-17.

**Table 12-17 – Austroads Guide to Traffic Management Part 11 – Suggested bicycle parking rates**

| Land use | Employee/Resident | Visitor/Shopper |
|---|---|---|
| Dwelling (apartment) | 1 per 4 habitable rooms | 1 per 16 habitable rooms |
| Office | 1 per 200 sq m of gross floor area | 1 per 750 sq m of gross floor area over 1000 sq m |
| Shop | 1 per 300 sq m of gross floor area | 1 per 500 sq m gross floor area over 1000 sq m |

#### Dwellings

A 2009 Australian Bureau of Statistics study found that half (50%) of all Australian households have at least one working bicycle at their home. Of these households, two-thirds (66%) had two or more bicycles in working order.

It is clear that the minimum bicycle parking rates in the Planning Scheme are not reflective of the current rates of bicycle ownership. However ownership rates are broadly in line with the suggested rates in the Austroads standards.

Therefore it is proposed that the minimum bicycle parking rates be increased to reflect the ABS findings. Table 12-18 presents the proposed bicycle parking rates for dwellings.

**Table 12-18 – Heidelberg and Bell Street Mall proposed residential bicycle parking rate**

| Land use | Resident rate | Visitor rate |
|---|---|---|
| Dwelling | 1 to each 2 dwellings, for developments of five or more dwellings | 1 to each 8 dwellings, for developments of five or more dwellings |

**Offices and shops**

The current Planning Scheme requires the provision of bicycle parking for offices and shops where the leasable or net floor area exceeds 1000 square metres. Given that a high proportion of developments in Heidelberg have historically been less than 1,000 square metres, there have been few instances in which bicycle parking has been provided on-site.

Therefore it is proposed that the threshold for requiring bicycle parking be halved from 1,000 square metres to 500 square metres.

Table 12-19 presents the proposed bicycle parking rates for offices and shops. The proposed rates have a higher requirement than the planning scheme, but are lower than the Austroads suggested rates due to the use of net floor area and leasable floor area instead of gross floor area.

**Table 12-19 – Heidelberg and Bell Street Mall proposed office and shop bicycle parking rates**

| Land use | Employee rate | Visitor/Shopper rate |
|---|---|---|
| Office | 1 to each 200 sq m of net floor area if the net floor area exceeds 500 sq m | 1 to each 750 sq m of net floor area if the net floor area exceeds 500 sq m |
| Shop | 1 to each 300 sq m of leasable floor area if the leasable floor area exceeds 500 sq metres | 1 to each 500 sq m of leasable floor area if the leasable floor area exceeds 500 sq metres |

### 12.8.3 Motorcycle parking rates

The Motor Vehicle Census conducted in 2014 by the Australian Bureau of Statistics found that there were 3.5  million motor vehicles registered in Victoria. Approximately 175,000 of these motor vehicles were motorcycles, a 5.0 per cent mode share.

If motorcycle parking was to be provided proportionally to its overall motor vehicle mode share, one motorcycle parking space would be required for every 20 car spaces.

Therefore it is proposed that motorcycle parking be provided at a rate of one space for every 20 car spaces for developments requiring more than 20 car spaces. This proposed rate is summarised in Table 12-20.

**Table 12-20 – Heidelberg and Bell Street Mall proposed motorcycle parking rate**

| Land use | Rate |
|---|---|
| All | 1 motorcycle space to each 20 car spaces for developments requiring more than 20 car spaces (prior to any dispensation of the car parking rate) |

## 12.9 Summary of proposed parking rates

A summary of the proposed parking rates in the Heidelberg Precinct Core Area and the Bell Street Mall and Heidelberg West Core Area are presented in Table 12-21 and Table 12-22 below.

**Table 12-21 – Proposed Heidelberg Precinct Core Area (Zone A) car parking rates**

| Use | Column A Standard rate | Proposed rate | Measure |
|---|---|---|---|
| Dwelling | 1 | 0.8 | To each one and two bedroom dwelling, plus |
| | 2 | 2 | To each three or more bedroom dwelling (with studies or studios that are separate rooms counted as a bedroom), plus |
| | 1 | 1 | For visitors to every 10 dwellings for developments of 10 or more dwellings |
| Shop | 4 | 3.5 | To each 100 sq m of net floor area |
| Supermarket | 5 | 4 | To each 100 sq m of net floor area |
| Office | 3.5 | 3 | To each 100 sq m of net floor area |
| Medical Centre | 5 | | To the first person providing health services, plus |
| | 3 | | To every other person providing health services. |

**Table 12-22 – Proposed Bell Street Mall and Heidelberg West Core Area (Zone A) car parking rates**

| Use | Column A Standard rate | Proposed rate | Measure |
|---|---|---|---|
| Dwelling | 1 | 0.8 | To each one and two bedroom dwelling, plus |
| | 2 | 2 | To each three or more bedroom dwelling (with studies or studios that are separate rooms counted as a bedroom), plus |
| | 1 | 1 | For visitors to every 10 dwellings for developments of 10 or more dwellings |
| Shop | 4 | 3.5 | To each 100 sq m of net floor area |
| Supermarket | 5 | 4 | To each 100 sq m of net floor area |
| Office | 3.5 | 3 | To each 100 sq m of net floor area |
| Medical Centre | 5 | | To the first person providing health services, plus |
| | 3 | | To every other person providing health services. |

# 13. Financial contributions

## 13.1 Overview

A financial contribution scheme is a mechanism whereby developments that cannot adequately provide the minimum required car parking on-site can pay Council a fee in compensation for the shortfall in parking provision.

The primary benefit of a financial contribution scheme is that it allows parking to be more efficiently provided due to an ability to consolidate and share parking in a mixed use activity centre.

The money raised through a financial contribution scheme must be used by Council to develop and implement measures to address parking issues within the specified areas. Money should be used to fund the following:

- Increase the supply or the availability of car parking within the precinct through:
  - The construction of new car parks;
  - Increased enforcement; and
  - Improvements to existing car parks.
- Reduce the demand for car parking through:
  - Public transport initiatives;
  - Improvements in cycling facilities including the construction of new bicycle paths;
  - Improving pedestrian amenity to encourage walking as a viable transport mode;
  - Car share schemes;
  - Increased employment and education opportunities within the precinct; and
  - Other sustainable transport initiatives;

This section sets out the general framework for a financial contribution scheme. The main objectives are to:

- Determine the area in which a financial contribution may be collected instead of providing car parking spaces;
- Identify future off-street parking developments;
- Determine the compensation amount required for each car parking space not provided;
- Determine the method of indexing the amount; and
- Determine the circumstances under which a financial contribution is required and what exemptions apply.

## 13.2 Application of the financial contribution scheme

A financial contribution scheme applies only to new developments, extensions to existing developments and when a change of use occurs in an existing building. If a property has a historical shortfall of parking, a financial contribution scheme will only apply to the additional intensification of the land use.

The financial contribution applies to the deficit of parking compared to the minimum rates specified in the relevant planning overlay **minus** any reductions to the rate from:

- Reduced demand due to the sharing of parking in mixed use developments;
- Reduced demand due to the proximity to public transport, or the provision of other green travel initiatives; or
- Reduced demand from an empirical parking demand assessment.

A financial contribution may be applied to a parking shortfall for restaurants, supermarkets, shops and offices. However, a financial contribution does not apply to residential dwellings. The minimum required parking for a residential dwelling must be fully provided for on-site.

Council may reserve the right to refuse a financial contribution and require developments to fully provide the minimum required on-site parking.

Car parking provided by other car parking levies such as special charge schemes should be regarded as separate issues to a financial contribution scheme.

**Heidelberg Precinct Core Area**

It is proposed that a financial contribution scheme apply to Zone A of the Heidelberg Precinct Core Area.

The analysis as detailed in Section 8 has highlighted that the expected growth in parking demand associated with future development will not be able to be accommodated within the current parking supply, and that additional car parking will need to be constructed. There is a direct link between the proposals recommended for inclusion in the financial contribution scheme, and those that would benefit from the consolidation and construction of additional parking spaces.

**Bell Street Mall and Heidelberg West Core Area**

It is proposed that a financial contribution scheme **not** be applied to the Bell Street Mall and Heidelberg West Core Area. Future developments should either provide the required number of parking spaces, or demonstrate that a reduced parking rate is appropriate.

Future land-use planning and analysis of the Bell Street Mall and Heidelberg West Core Area will consider future car parking needs and financial contributions should the need arise.

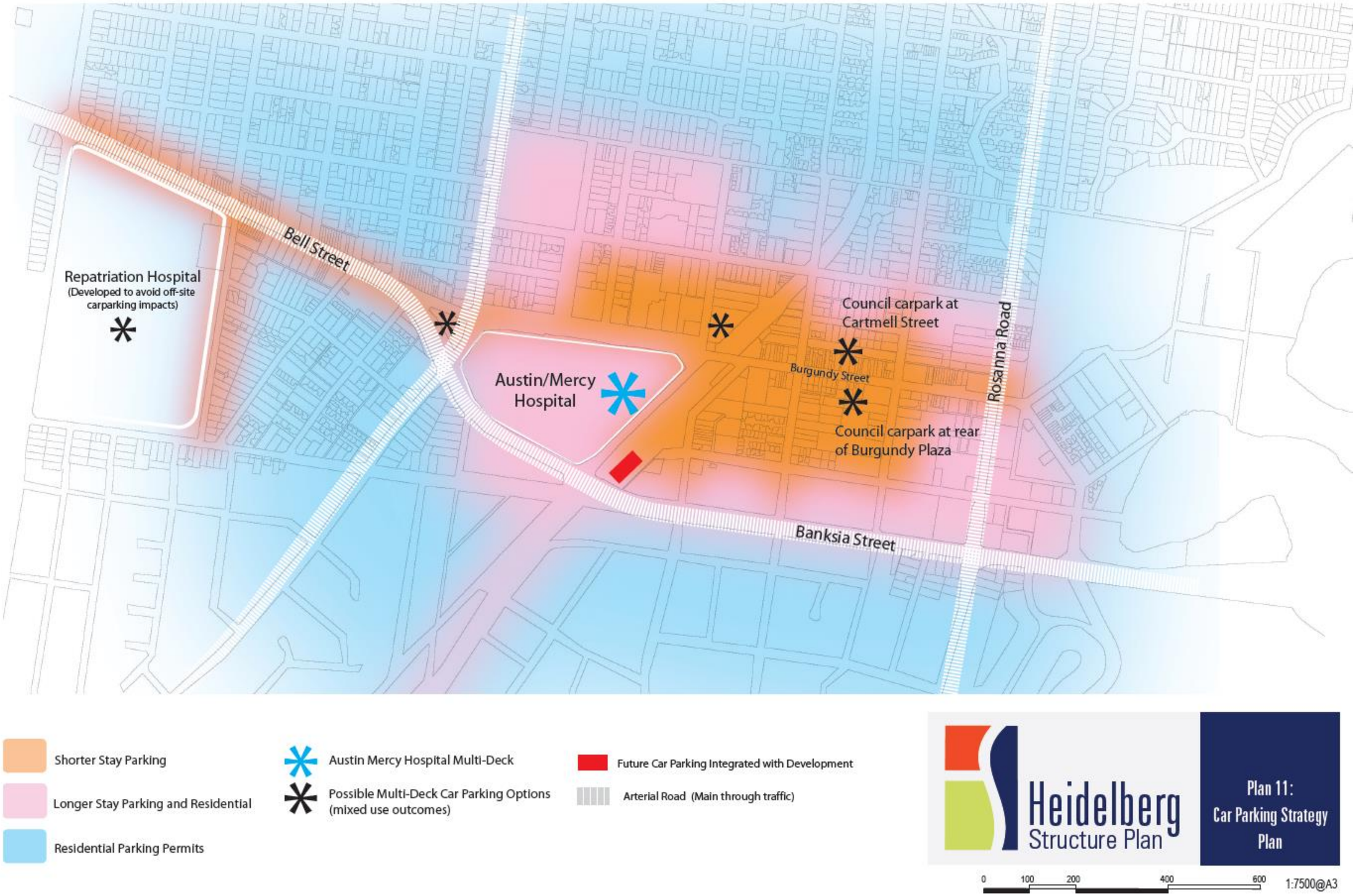
## 13.3 Potential off-street parking developments

The Heidelberg Structure Plan has identified various locations where future car parks may be built. These may occur as standalone developments, or under a mixed use outcome for a given site. All the potential car park locations have been identified as key redevelopment sites previously in Figure 8-2. Of note are the following locations:

- A multi-deck car park at the existing Cartmell Street car park
- A multi-deck car park at the existing car park near Leo's Supermarket (Cape Street)
- A car park at the intersection of Burgundy Street and Stradbroke Avenue
- A car park at Heidelberg Railway Station

A map displaying potential car park locations are presented in Figure 13-1 overleaf.

**Figure 13-1 – Heidelberg Structure Plan – future car park locations**



## 13.4 Financial contribution formula

The Victorian Planning Provisions document *Practice Note 57 – The Parking Overlay* states that Councils can only require a payment for car parking that actually reflects the cost of providing a car parking space.

Based on the identified potential future car park locations, any future car parks must be developed as a multi-deck car park. Therefore the cost per space will be determined based on the development of a multi-deck car park within the Heidelberg area.

### 13.4.1 Land acquisition cost component

It is proposed that Council solely fund the cost of purchasing land for future car parks for the following reasons:

- Many of the identified car park sites are likely to be developed with mixed use outcomes; and
- Council currently own some of the potential development sites.

### 13.4.2 Construction cost component

Construction costs for six recently completed, currently under construction or recently proposed car parks are presented in Table 13-1. These car parks are all for multi-deck car parks in urban areas.

Note that developments such as Euneva and Syndal Station are on footprints similar to the existing Cartmell Street and Cape Street car parks in Heidelberg.

A construction cost per car space of $35,000 excluding GST is recommended.

It is possible to reduce the financial contributions made by developments to the construction costs of new car parks based on the following two reasons:

- A lower rate can encourage and facilitate development in Heidelberg; and
- A public parking space provided in lieu of a privately-developed space can be used by more than one land use, so the cost to provide it should not be borne by one development.

It is recommended that the financial contribution be reduced to 50 per cent of the total construction costs.

### 13.4.3 Indexation

It is proposed that the financial contribution rate will be adjusted on 1 July each year, commencing from 1 July 2015, by applying the Building Price Index for Melbourne as given in the Rawlinsons Australian Construction Handbook. If the index is unavailable, an equivalent index should be applied.

### 13.4.4 Recommended rate

The proposed financial contribution is therefore $17,500 excluding GST per car space for the Heidelberg Precinct Core Area. This contribution represents 50 per cent of the estimated construction costs and zero per cent of the estimated land acquisition costs.

Spade Consultants have been engaged by Council to prepare an economic analysis report relating to the construction of additional parking within the Heidelberg Precinct Core Area and the impact of the financial contribution rate. The report details that the proposed contribution rate represents a cost effective means for developers to make a contribution towards car parking compared to what the actual cost of provision is likely to be in Heidelberg, and overall represents a reasonable approach to parking within the Heidelberg Precinct Core Area. The full report is provided in Appendix B.

**Table 13-1 – Comparative car park construction costs**

| Car park | Location | Year | Status | Parking spaces | Cost | Cost per space |
|---|---|---|---|---|---|---|
| Syndal Station | Glen Waverley, Vic | 2015 | Under construction | 250 | $10,800,000 | $43,200 |
| Euneva | Glen Waverley, Vic | 2012 | Completed | 353 | $17,300,000 | $49,000 |
| Adelaide Entertainment Centre | Hindmarsh, SA | 2012 | Completed | 600 | $11,000,000 | $18,333 |
| Bungan Lane | Mona Vale, NSW | 2014 | Completed | 219 | $7,300,000 | $33,333 |
| Atkinson Street | Oakleigh, Vic | 2015 | Proposed | 178 | $8,600,000 | $48,315 |
| Austin Hospital Martin Street car park | Heidelberg, Vic | 2013 | Completed | 752 | $13,000,000 | $17,250 |

# Appendix A – Implementation Plan

# HEIDELBERG AND BELL STREET MALL PARKING PLAN

## IMPLEMENTATION PLAN

The strategies and actions identified in this plan will require further work and/or consultation. This implementation plan sets the timeframes, responsibilities and mechanisms required to enable the successful completion of each of the actions identified within the Plan. The Plan will be reviewed 10 years from adoption to determine the effectiveness of the actions, and identify whether any further work needs to be completed.

**Table 1: Implementation Plan**

| No. | Action | Responsibility | Short Term (0-2 years) | Medium Term (3-4 years) | Long Term (5-10 years) | Mechanism |
|---|---|---|---|---|---|---|
| **Action 1** | **Manage parking in accordance with established strategy**<br>On-street parking should be managed to suit the surrounding land use. Rather than setting individual restrictions for each street, on-street parking should be managed in accordance with the principles of the Banyule Activity Centre Car Parking Strategy. | *Engineering Services* | | | | *Council Standard Procedures* |
| **Action 2** | **Charge for parking**<br>While the Plan recommends the introduction of paid parking overtime as parking demand increases,<br>There are no current plans to introduce further paid parking within the Heidelberg Central sub-precinct area or the Bell Street Mall area. In consideration of the feedback received, prior to the implementation of any new paid parking as part of a decision by Council, further consultation with the community should occur. | *Municipal Laws & Engineering Services* | | | | *Capital Works Program* |
| **Action 3** | **Improve bicycle parking**<br>The Plan recommends where reduced car parking rates are used, there should be an increased in the bicycle parking provision. Generally this should also include end of trip facilities such as lockers and showers to maximise bicycle use. | *Engineering Services* | | | | *Development Planning Process, Capital Works Program & Parking Overlay* |
| **Action 4** | **Provide more off-street parking opportunities**<br>The Plan identifies a number of potential locations for new or expanded car parks that could be partly funded by Financial contributions from developers .The Cartmell Street off-street car park is considered to have the most potential, as it is the largest at grade car park owned by Council. | *Engineering Services & Capital Projects* | | | | *Capital Works Program & Parking Overlay* |

| No. | Action | Responsibility | Short Term (0-2 years) | Medium Term (3-4 years) | Long Term (5-10 years) | Mechanism |
|---|---|---|---|---|---|---|
| **Action 5** | **Encourage sustainable transport modes**<br>Through:<br>- Improving pedestrian and cycle access;<br>- Improving Wayfinding;<br>- Providing End of Trip Facilities;<br>- Streetscape improvements; and<br>- Public Transport Improvements. | *Engineering Services, Economic Development & Capital Projects* | | | | *Capital Works Program & Parking Overlay* |
| **Action 6** | **Phase out the use of trader's parking permits**<br>The Activity Centre Car Parking Policy and Strategy directs the phasing out of trader's parking permits in the long term, which is identified as longer term action of the HBSMPP. Further investigation of other opportunities to provide long-term parking for traders outside of permit systems, including leasing off-street parking areas, should be completed prior to the removal of the trader permit system. This could be timed with the development and provision of additional off-street car park facilities within the Heidelberg Activity Centre. | *Municipal Laws & Engineering Services* | | | | *Council Standard Procedures* |
| **Action 7** | **Implement intelligent technology solutions to drive turnover**<br>The focus should be on improving accessibility to spaces, for example by installing dynamic wayfinding signs, encouraging turnover by expanding parking fees throughout the core area and ensuring fairness by making enforcement easier. | *Municipal Laws & Engineering Services* | | | | *Capital Works Program* |
| **Action 8** | **Establish a parking precinct plan (parking overlay)**<br>Develop a parking precinct plan (parking overlay) for each core precinct to respond to the unique characteristics of those locations. The parking overlay should set new parking rates for various land uses and should set up a framework within which Council can seek financial contributions from developers when they are unable to meet the statutory parking requirements. | *Engineering Services & Strategic Planning* | | | | *Parking Overlay* |
| **Action 9** | **Use green travel plans to constrain demand**<br>A way of reducing parking demand is to have a green travel plan in place that encourages employees, residents and visitors to use sustainable transport modes. | *Engineering Services & Development Planning* | | | | *Development Planning Process* |

# Appendix B – Financial Contributions Report, Spade Consultants

spadeconsultants ptyltd
SPATIAL PLANNING AND DEVELOPMENT ECONOMICS


# Heidelberg Parking Plan: Implications of Financial Contribution (Revised)

Prepared for Banyule City council

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# Background and purpose

Banyule City Council (Council) has undertaken a review of its current and future approach to parking policy for the Heidelberg Activity Centre and Bell Street Mall Activity Centre. The review, carried out by consultants, GHD, has produced a draft document, the Heidelberg Parking Plan and Overlay (Revision E, February 2016).

The Heidelberg Parking Plan and Overlay proposes a number of recommendations in respect of parking policy in the activity centre, one of which is the introduction of a Financial Contribution for non-residential developments that cannot adequately provide the minimum required car parking on-site. It is proposed that the Financial Contribution be limited to an area known as the Heidelberg Precinct Core Area Zone A which represents the main commercial and retail area centred on Burgundy Street.

The objective of the Financial Contribution is to provide contributory funding towards the construction of multi level car parking on Council owned or identified land within the Heidelberg Precinct Core Area.

A peer review of the Parking Plan and Overlay has been carried out by Traffix Group. One of the peer review recommendations is to undertake economic analysis to determine the potential economic impacts of introducing a car parking contribution scheme for the Heidelberg Precinct Core Area.

### Economic Report overview

Accordingly, Council has appointed Spade Consultants to provide Council with a short report dealing with the potential implications of applying a financial contribution to non-residential uses in the Heidelberg Precinct Core Area.

The key matters this report seeks to address are summarised as follows:

- The extent to which the financial contribution rate is based on reasonable assumptions, including accurate estimates of the costs associated with the construction of multi-level car park facilities;
- The extent to which the financial contribution represents a reasonable rate when considered against comparable activity centres;
- The extent to which the availability of a financial contribution alternative may act as an incentive to prospective non-residential development within the Heidelberg Precinct Core Area;
- The extent to which the proposed financial contribution may act as a disincentive to non-residential development in the Heidelberg Precinct Core Area;
- The impact of the proposed financial contribution on the willingness or otherwise of existing businesses to expand and/or redevelop.
- The extent to which the porposed Financial Contribution is consistent with Practice Note 57 (The Parking Overlay, April 2013).

# 1. Heidelberg Activity Centre

The Heidelberg Activity Centre is a significant activity hub in Melbourne's north-east. In many respects Heidelberg AC represents the archetypal multi faceted activity node promoted by urban planners. Anchored by a railway station, the centre comprises a significant retail offering based around a main street setting (Burgundy Street), offices, a major hospital, schools and, more recently, the emergence of a significant high density residential market.

Moreover, based on Heidelberg AC's physical setting, current and proposed developments and so-called gentrification it can be reasonably assumed the centre will continue to intensify in terms of residential, commercial, retail and tertiary uses.

As defined in the Heidelberg Parking Plan, the Heidelberg Precinct Core Area Zone A is defined as that area extending from the Yarra River to Waterdale Road, mainly between Banksia Street and Darebin Street (refer Image 1). This area includes the Austin Hospital and Warringal Shopping Centre.

The Heidelberg Precinct Core Area consists mainly of commercial, retail and health professional services land uses with key generators of parking demand in the precinct listed at page 23 of the Heidelberg Parking Plan as follows:

- St John's Primary School
- Our Lady of Mercy College
- Heidelberg Magistrates' Court
- Warringal Shopping Centre
- Austin Hospital
- Warringal Private Hospital
- Heidelberg Repatriation Hospital
- Heidelberg Railway Station

A Precinct Structure Plan was developed for Heidelberg AC by Banyule City Council in response to the Victorian State Government's Melbourne 2030 strategy. The Structure Plan was adopted by Council in 2007 and updated in 2010. Key objectives include:

- Support growth to enhance liveability, sustainability and to stimulate local economic and social activity;
- Reconcile potential conflicts between land uses;
- Provide strategic direction to improve the identity of the precinct and its public realm;
- Better integrate public transport and pedestrian movements; and
- Describe a built form that will accommodate future growth.

***Image 1: Heidelberg Precinct Core Area (Zone A)***


Source: Google Earth Pro (image modified by Spade Consultants Pty Ltd)

Of particular relevance to the Heidelberg Parking Plan, the Structure Plan:

- highlights strategic development sites and identifies where future growth is likely to be located;
- identifies potential future multi-deck car park sites;
- recommends improved management of car parking, with better alignment of time restrictions based on nearby land uses;
- recommends reviewing the provision of free of charge parking and duration limits to embed the philosophy that parking is a privilege;

The Heidelberg Parking Plan provides an estimate of current net floor area across a range of uses. Of particular note are some 64,000 square metres of retail floorspace, 51,000 square metres of commercial floorspace and 110,000 square metres of health related services.

***Table 1: Current Net Floor area estimates (Heidelberg Precinct Core Area Zone A***

| **Land Use** | **Net Floor area (sqm)** |
|---|---|
| Residential | 662 (dwellings) |
| Commercial | 50,700 |
| Retail | 64,100 |
| Bulky Goods Retailing | 16,001 |
| Health Professional Services | 26,486 |
| Hospital | 83,287 |
| Entertainment | 5,2800 |

Source: Heidelberg Parking Plan (page 22)

## Summary

The Heidelberg Activity Centre is an increasingly vibrant mixed use activity area. Leveraging off its established position in the activity centre hierarchy, its central point amidst major health related infrastructure and its location on the metropolitan rail network, Heidelberg can be expected to experience an intensification of mixed use development in the future.

The Banyule Planning Scheme encourages an intensification of residential and non-residential uses in Heidelberg.

# 2. What does the Heidelberg Parking Plan propose?

At section 3.2 (page 14), the Heidelberg Parking Plan outlines the concept of financial contributions, noting that:

> *Financial contribution schemes allow developers to reduce or waive the requirement for car parking, generally in return for a payment per car space. The funds raised from the scheme should typically then be spent on upgrading parking facilities and management within the municipality. If a Council has adopted the Scheme, it will be outlined within a Schedule to the Parking Overlay of the Planning Scheme with details and required payments.*

At Table 3.1, the Heidelberg Parking Plan provides an overview of Victorian Metropolitan Councils which have adopted Financial Contributions. This is reproduced at Table 2 following:

***Table 2: Victorian Metropolitan Councils with Financial Contributions***

| **Local Government Area** | **Parking Precinct Plan** | **Cost per space (ex GST) (date implemented)** |
|---|---|---|
| Casey | Berwick Village Commercial Centre Parking Precinct Plan (2009) | $16,935 (2006) |
| Greater Dandenong | Springvale Activity Centre – Core Retail West Parking Precinct Plan (2012( | $19,000 (2010) |
| Monash | Glen Waverley Principal Activity Centre Parking Precinct Plan (2008) | $11,000 (2009) |
| Monash | Oakleigh Major Activity Centre Parking Precinct Plan (2007) | $6,000 (2008) |
| Wyndham | Werribee City Centre Parking Precinct Plan (2013) | $12,500 (2011) |

Source: Heidelberg Parking Plan (page 14)

At Section 13 of the Heidelberg Parking Plan (page 107), the expected benefits of a Financial Contribution are outlined:

> *The primary benefit of a financial contribution scheme is that it allows parking to be more efficiently provided due to an ability to consolidate and share parking in a mixed use activity centre.*
>
> *The money raised through a financial contribution scheme must be used by Council to develop and implement measures to address parking issues within the specified areas. Money should be used to fund the following:*

- *Increase the supply or the availability of car parking within the precinct through:*
    - *The construction of new car parks;*
    - *Increased enforcement; and*
    - *Improvements to existing car parks.*
- *Reduce the demand for car parking through:*
    - *Public transport initiatives;*
    - *Improvements in cycling facilities including the construction of new bicycle paths;*
    - *Improving pedestrian amenity to encourage walking as a viable transport mode;*
    - *Car share schemes;*
    - *Increased employment and education opportunities within the precinct; and*
    - *Other sustainable transport initiatives;*

In terms of how the Financial Contribution would operate, the Heidelberg Parking Plan notes that (page 107):

> *A financial contribution scheme applies only to new developments, extensions to existing developments and when a change of use occurs in an existing building. If a property has a historical shortfall of parking, a financial contribution scheme will only apply to the additional intensification of the land use.*
>
> *The financial contribution applies to the deficit of parking compared to the minimum rates specified in the relevant planning overlay minus any reductions to the rate from:*
>
> - *Reduced demand due to any sharing of parking in mixed use developments;*
> - *Reduced demand due to the proximity to public transport, or the provision of other green initiatives; or*
> - *Reduced demand from an empirical parking demand assessment.*
>
> *A financial contribution may be applied to a parking shortfall for restaurants, supermarkets, shops and offices. However, a financial contribution does not apply to residential dwellings. The minimum required parking for a residential dwelling must be fully provided for on-site.*
>
> *Council may reserve the right to refuse a financial contribution and require developments to fully provide the minimum required on-site parking.*
>
> *Car parking provided by other car parking levies such as special charge schemes should be regarded as separate issues to a financial contribution scheme.*

## Specifics of the Proposed Financial Contribution

The Heidelberg Parking Plan specifies the following in relation to the proposed Financial Contribution:

a) That a financial contribution scheme only apply to Zone A of the Heidelberg Precinct Core Area

b) That a number of locations where future car parks may be built be identified. It is stressed that these may be built as stand along developments, or as part of a mixed use outcome at a given site. The potential locations are identified as key redevelopment sites. Of specific note are the following locations:

- A multi-deck car park at the existing Cartmell Street car park, an at grade car park located one block north of Burgundy Street;
- A multi-deck car park at the existing car park near Leo's Supermarket (Cape Street), an at grade car park located to the south of Burgundy Street
- A car park at the intersection of Burgundy Street and Stradbroke Avenue, presently an area of nominal open space (a former bowling green and associated open space), located immediately west of the railway line and on the north side of Burgundy Street; and
- A car park at Heidelberg Railway Station.

## Approach to the Financial Contribution formula

The Victorian Planning Provisions (document Practice Note 57– The Parking Overlay) specifies that Councils can only require a payment for car parking that reflects the cost of providing a car parking space.

The Heidelberg Parking Plan notes that, in the context of the Heidelberg AC, "*any future car parks must be developed as a multi-deck car park. Therefore the cost per space will be determined based on the development of a multi-deck car park within the Heidelberg area".*

The Heidelberg Parking Plan proposes that *"Council solely fund the cost of purchasing land for future car parks for the following reasons:*

- *Many of the identified car park sites are likely to be developed with mixed use outcomes; and*
- *Council currently own some of the potential development sites"*

In its consideration of an appropriate rate, the Heidelberg Parking Plan (page 92) examines the constructions costs of a number of comparable multi-deck car cark projects.

> *Construction costs for six recently completed, currently under construction or recently proposed car parks are presented in Table 10-2. These car parks are all for multi-deck car parks in urban areas.*
>
> *Note that developments such as Euneva and Syndal Station are on footprints similar to the existing Cartmell Street and Cape Street car parks in Heidelberg.*

*A construction cost per car space of $35,000 excluding GST is recommended*

*It is possible to reduce the financial contributions made by developments to the constructions costs of new car parks based on the following two reasons:*

- *A lower rate can encourage and facilitate development in Heidelberg; and*
- *A public parking space provided in lieu of a publicly-developed space can be used by more than one land use, so the cost to provide it should not be borne by one development.*

*It is recommended that the financial contribution be reduced to 50%of the total construction costs.* (NOTE: Underlining added for emphasis)

*It is proposed that the financial contribution rate will be adjusted on 1 July each year, commencing from 1 July 2015, by applying the Building Price Index for Melbourne as given in the Rawlinsons Australian Construction Handbook. If the index is unavailable, an equivalent index should be applied.*

*The proposed financial contribution is therefore $17,500 excluding GST per car space for the Heidelberg Precinct Core Area. This contribution represents 50 per cent of the estimated construction costs and zero per cent of the estimated land acquisition*

***Table 3: Comparative car park construction costs***

| Car Park | Location | Year | Status | Parking Spaces | Cost | Cost per space |
|---|---|---|---|---|---|---|
| Syndal Station | Glen Waverley, Vic | 2015 | Under construction | 250 | $10,800,000 | $43,200 |
| Euneva | Glen Waverley, Vic | 2012 | Completed | 353 | $17,300,000 | $49,000 |
| Adelaide Entertainment Centre | Hindmarsh, SA | 2012 | Completed | 600 | $11,000,000 | $18,333 |
| Bungan Lane | Mona Vale, NSW | 2014 | Completed | 219 | $7,300,000 | $33,333 |
| Atkinson Street | Oakleigh, Vic | 2015 | Proposed | 178 | $8,600,000 | $48,315 |
| Austin Hospital Martin Street | Heidelberg, Vic | 2013 | Completed | 752 | $13,000,000 | $17,250 |

Source: Heidelberg Parking Plan (page 92)

Therefore, there are two key matters addressed in this report.

The first is whether the proposed Financial Contribution is based on reasonable assumptions and, if not, is there an adjustment to the proposed figure that might better reflect the cost of providing multi-deck car parks in Heidelberg?

The second relates to the extent to which the proposed Financial Contribution may impact – adversely or positively – on new commercial and retail developments in Heidelberg?

# 3. Is the Financial Contribution based on reasonable assumptions?

In dealing with this question, it is appropriate to consider in further detail the actual car park developments contemplated in the Heidelberg Parking Plan.

These are:

- A multi-deck car park at the existing Cartmell Street car park, an at grade car park located one block north of Burgundy Street;
- A multi-deck car park at the existing car park near Leo's Supermarket (Cape Street), an at grade car park located to the south of Burgundy Street
- A car park at the intersection of Burgundy Street and Stradbroke Avenue, presently an area of nominal open space (a former bowling green and associated open space), located immediately west of the railway line and on the north side of Burgundy Street; and
- A car park at Heidelberg Railway Station.

It is understood that the first three nominated above represent the three most likely developments that may be undertaken by Council. The location of each is set out in Image 2. (refer to page 11)

**Car Park Option 1**

Option 1 is a sloping site of approximately 2,500m$^2$ with access to Cartmell Street and Sheffields Lane.

With excavation at the northern end of the site, it is possible to create a 3-4 level facility with a yield in the order of 180 to 240 car spaces.

The site's location in a prominent and elevated location with adjoining residential buildings (including a relatively recent multi level apartment development) can be expected to require sensitive design treatments to the car park to ensure minimal visual impacts.

**Car Park Option 2**

Option 2 is also a sloping site of approximately 2,500 m$^2$ with access to Cape Street and Hawdon Street (via the Leo's car park).

With excavation at the eastern (Cape Street) end fo the site, it is possible to create a 3-4 level facility with a yield in the order of 180 to 240 car spaces.

The site's location, adjacent to educational facilities, can also be expected to require sensitive design treatments to minimise visual impacts.

**Car Park Option 3**

Option 3 is a site of around 2,000m2 located west of the railway line between the main shopping strip along Burgundy Street and the Austin Hospital precinct.

As it is understood that practical difficulties may exist in realizing Option 3 in the short to medium term, this report focuses on Options 1 and 2 as representing the most likely multi-deck car park development.

***Image 2: Potential multi-deck car park options***


Source: Google Earth Pro (Image modified by Spade Consultants Pty Ltd)

**Construction particulars associated with Car Park Options 1 and 2**

Car Park Options 1 and 2 have a number of similarities. These include:

- Sloping sites with access available at the 'high end' and 'low end';
- Some degree of excavation without full basement style construction;
- A somewhat limited yield given probable height constraints and site limitations; and
- A high probability that external treatments designed to enhance the appearance of the car parks will be required given the sites' prominent locations and proximity to residential uses.

For these reasons it is considered that construction costs will be at the middle to higher end of multi-deck car park constructions.

Two methods are used to 'test' this position against the assumptions outlined in the Heidelberg Parking Plan. The first is to re-examine the comparison costs for recent projects outlined in Table 2. The second is to review the adopted cost against published construction rates.

In reviewing the Cost per space figures outlined in Table 2, the following observations can be made:

- Syndal Station and Euneva car parks are similar in footprint to Options 1 and 2 (a point acknowledged in the Heidelberg Parking Plan);
- Syndal Station car park represents a probable similar car space yield to Options 1 and 2;
- Adelaide Entertainment Centre represents an 'easier' construction model than Options 1 and 2 in that it is on a flat broadhectare site with minimal access constraints and no apparent neighbouring amenity issues;
- Adelaide Entertainment Centre and Austin Hospital Martin Street car parks are both major assets in terms of car space yield. Accordingly, fixed costs associated with construction are able to be spread over a greater number of car spaces. In this regard there are likely economies of scale associated with these particular car park developments;
- The Atkinson Street, Oakleigh car park remains at proposal stage. Notably, while the site appears to be flat and largely unconstrained, there is a strong focus on urban design with the development intended to enhance the streetscape.

Based on the likely construction specifics associated with Options 1 and 2, there is a reasonable basis to expect that Options 1 and 2 are more likely to bear a similar cost per space to the Syndal Station and Euneva car park developments.

In this regard, it could be argued that the recommended car park per space of $35,000 represents a relatively conservative position.

A second 'test' can be applied by reviewing published construction rates. Two sources are referenced for the purposes of this exercise:

a) Riders Digest[1] (Australia – Melbourne Edition): Open Deck Multi-Level Car Park construction costs and building services costs mid to high end range - $1,100 to $1,500 per square metre.

   Based on one car park requiring on average 32.5 square metres, each space can be calculated as costing in the order of $35,750 to $48,750

b) Napier and Blakely (Development Advisory and Quantity Surveying): Multi Storey parking station, concrete structure, lift, no mechanical ventilation, no sprinklers - $700 to $960 per square metre.

   Based on one car park requiring on average 32.5 square metres, each space can be calculated as costing in the order of $22,750 to $31,250.

It should be noted that the Napier Blakely cost rate is for a very basic concrete structure absent of mechanical ventilation, sprinklers and urban design features employed to enhance the appearance of car park developments.

**Summary**

When considering the specifics of the most likely short to medium term multi-deck car park developments in Heidelberg it can be reasonably concluded that the Option 1 and 2 car parks are likely to sit in the $35,000 to $40,000+ range per car park space and, possibly, closer to the construction rate per space experienced at Syndal Station and Eeneva at Glen Waverley.

In this sense, it is considered that the recommended car park per space of $35,000 (ex GST) represents a reasonable estimate.

The more difficult aspect of considering the appropriateness of the rate (which is recommended in the Heidelberg Parking Plan for adoption at a reduced rate of 50%, that is, $17,500 ex GST) is how it compares with current Financial Contributions elsewhere and how it is likely to impact on future non-residential development.

[1] Rider Levett Bucknall (Riders Digest, Australia – Melbourne Edition)

# 4. How will the Financial Contribution impact on the future development of Heidelberg?

There are a number of issues that drive the question of what impact a Financial Contribution may have on future non-residential development in Heidelberg. These include:

### a) What happens now?

At present, it is understood that the developer of a new retail development in Heidelberg will negotiate a payment with Council for parking that cannot be provided on site. For example, if a new shop of say, 100 square metres is proposed, a pragmatic approach is taken whereby the anticipated staff (ie permanent) parking is assessed at, say, one or two parking spaces and a payment in the order of $10,000 to $12,000 per space is made to Council in lieu of the shortfall in permanent parking required.

At present, it is assumed that the difference between the statutory rate (4 spaces per 100 square metres or 3.5 spaces as proposed in the Heidelberg Parking Plan) and what is provided for permanent (or staff based) parking is provided for by the available supply of short term parking in and around the Heidelberg Activity Centre. Accordingly, at present a payment of one or two spaces per 100 square metres of retail floorspace is generally regarded as acceptable.

In this regard the proposed Financial Contribution represents a significant departure from current practice, but it does not represent an entirely new payment. That is to say, if under the proposed regime the theoretical development outlined above required a payment to Council of 3.5 spaces x $17,500 = $61,250 (ex GST), the difference between what is proposed and current practice is in the order of $49,250 (assuming one space at $12,000 had been agreed with Council).

### b) Comparisons with other Financial contributions

At $17,500 (ex GST) per car park space, the proposed Financial Contribution is materially higher than some rates applied across metropolitan Melbourne but similar to others. As outlined in Table 1, existing Financial Contributions Schemes[2] range from $6,000 in Glen Waverley (Monash) to $19,000 in Springvale (Greater Dandenong) at their time of implementation.

Accordingly, it could be said that the proposed rate per car space for Heidelberg is at the higher end of Financial Contributions schemes in metropolitan Melbourne, but not disproportionately so. In any event, it is reasonable to assume that existing contributions in other municipalities may be reviewed in the future and, if so, it is considered likely that increases to a comparable rate (or higher) with that proposed in Heidelberg will ensue.

[2] It should be noted that other schemes are subject to indexation as is the proposed Heidelberg scheme.

### c) Comparisons with Competing Centres

In considering the imposition of any new charge or levy, one of the key questions is inevitably 'how is the same issue issue is dealt with in competing centres?

In the context of Heidelberg, this means a discussion about centres such as Northland, Doncaster, Ivanhoe, Greensborough is relevant.

There are two relevant points. The first is that while it is true that these centres 'compete' they do so only in a fashion. That is to say, while they are proximate, they also serve different catchments, cater for different retail and commercial market segments and specialise in different services. For example, regardless of the current or potential costs associated with car parking at Heidelberg, its position as an activity centre adjacent to major health and medical related infrastructure will not be impacted. Similarly, Heidelberg is unlikely to compete with Doncaster Shoppingtown in the short to medium term as a destination for fashion retailing, at least in a comparative sense.

The second point is that parking and the cost of parking is incorporated into competing centres in different ways. For example, parking at Doncaster Shoppingtown is now charged while at Northland it is provided free of charge. Of course, the notion that parking at Northland is 'free' is not entirely correct. The cost of providing parking infrastrcuture will, at least in part, be built into the rental costs incurred by the centre's tenants.

### d) Different developments will be configured in different ways

Different developers are likely to approach the issue of parking provision in Heidelberg in different ways. Where a development site is of a reasonably large footprint and there is an intention to undertake a mixed use development (with a significant residential component), parking for the residential component will almost certainly be accommodated on site. This will be provided in the form of basement parking (which appears to be the preference in current development underway in Heidelberg) or provided as decked parking within the main structure of the development.

If the mixed use development incorporates a retail component at ground level for example, or some form of office based component, the developer will need to calculate whether the incremental cost of providing the additional parking required for the non-residential elements of the development will exceed the cost of the proposed Financial Contribution.

In other developments – typically exclusively non-residential developments on smaller sites – it is unlikely to be practical or economic to provide basement, decked, undercroft or at grade parking within the confines of the site. For these developments, there will be no alternative to the payment of the Financial Contribution. In many respects these approaches do not differ to the status quo; the primary difference will be the scale of the Financial Contribution.

### Modelling the impact of the Financial Contribution

To gauge the financial impact of the proposed Financial Contribution it is possible to create a conceptual model of a potential non-residential development in central Heidelberg.

The model is based on the following scenario (all figures are ex GST).

An investor acquires an underutilised site of some 200 square metres. The acquisition price is $1.3 million, representing an underlying land value of $6,500/square metre.

The investor develops two 100 square metre retail tenancies and does so at a cost (including building services and fitout) of $2,000/square metre for a total construction cost of $400,000.

Under the proposed Financial Contribution scheme the investor will be liable for 7 car spaces in total at $17,500 which equates to $122,500.

The total investment is around $1,820,000 which, based on a yield of, say, 6% requires a rental income of $109,200 split across the two shops ($546/square metre).

In summary, the Financial Contribution represents 23.4% of the total development costs and around 7% of the overall investment.

This scenario can be contrasted with what is understood to be the current approach to car parking provision in Heidelberg in which the same investor may be required to provide a cash in lieu payment for two car parking spaces (representing expectations about the permanent car parking needs of the two shops) at around $12,000 per parking space.

Under this scenario, the total investment is $1,724,000 which based on a 6% yield requires a rental $103,440 ($517/square metre). Under the 'status quo' scenario, car parking payments represent 5.6% of the total development costs and around 1.4% of the overall investment.

Under these comparisons, the Financial Contribution could be claimed to have increased rents by $29/square metre per annum or 5%.

Another scenario that is appropriate to model is the situation where a developer of a non-residential development is compelled to provide all parking on-site. Leaving aside the practicality of providing, for example, 7 parking spaces for a 200 square metre retail development on a constrained site with limited access, there is every likelihood that basement parking would cost in the order of $50,000 per space (37.5 square metres per space @ $1,350/square metre, Napier & Blakely) and therefore in excess of $350,000. Or, if provided within a simple decked arrangement, in the order of $25,000 (32.5 square metres @ $750 per space) and therefore upwards of $175,000. The other alternative, if feasible, would be to reduce the size of the retail floorspace proposed to provide for at grade parking at the rear of the site.

It should be noted that these scenarios represent a conceptual model (for illustrative purposes) only and do not take into account other costs associated with development such as architectural and project management fees, planning costs and fees, financing and holding costs, stamp duties and leasing costs. Moreover, changing any of the assumptions relating to land acquisition, construction costs and yields will have an impact on the result.

### Smoothing of car parking demand

In the peer review document, Traffix Group noted the potential for complementary uses (from a parking perspective) to emerge within the Heidelberg AC. For example, one shop might be occupied by a fashion retailer (with business generally limited to standard daytime shopping hours) while, next door, another shop might be occupied by a restaurant (with a focus on after hours dining). In this instance, two contributions towards a car space will have been made yet, in reality, there will be little to no overlap in the use of car spaces provided. This represents something of a quandary in that payment of the Financial Contribution is made based on development rather than use which may not be known at the time of the development and, in any case, can change regularly over time.

The proposed Financial Contribution recognises the potential for shared parking.

### Alterations to premises and modest extensions

It is understood that retail or office developments, extensions or alterations of less than 100 square metres are assessed as being below the threshold required and will not trigger the Financial Contribution.

# 5. Is the proposed Financial Contribution consistent with Practice Note 57?

Practice Note 57 (The Parking Overlay) provides guidance to councils about the preparation and application of the Parking Overlay. At page, the Practice Note deals specifically with Financial Contributions and sets out a series of core principles that need to be addressed and satisfied before a Financial Contribution is introduced. The principles are outlined as follows:

- Need: Is the 'cash-in-lieu scheme needed?
- Nexus: Is there a direct link between the type of proposals affected by the scheme and the infrastructure provision?
- Accountability: what are the financial arrangements? How will the scheme be monitored and reviewed?
- Equity: is the scheme fair in terms of who is and who isn't required to pay? Would another method of collecting funds be more appropriate?

It is not clear at this point of time how the scheme will be monitored and reviewed therefore it is not possible to comment in relation to the Accountability Principle. It is considered however that the proposed Financial Contribution satisfies the principles of Need, Nexus and Equity. It appears to be evident that a funding scheme is needed and there is a direct link between the type of proposals contemplated under the scheme and the parking infrastructure to be funded by the scheme. The Equity principle is considered to be met as the generator of parking demand will contribute directly to the scheme.

Practice Note 57 also sets out a series of requirements for Financial Contributions on pages 3 and 4. Again, it is considered that the proposed Financial Contribution meets the requirements as outlined in Practice Note 57.

# 6. Summary of findings

a) The Heidelberg Activity Centre is an increasingly vibrant mixed use activity area. Leveraging off its established position in the activity centre hierarchy, its central point amidst major health related infrastructure and its location on the metropolitan rail network, Heidelberg can be expected to experience an intensification of mixed use development in the future.

   The Banyule Planning Scheme encourages an intensification of residential and non-residential uses in Heidelberg.

b) When considering the specifics of the most likely short to medium term multi-deck car park developments in Heidelberg it can be reasonably concluded that the Option 1 and 2 car parks are likely to sit in the $35,000 to $40,000+ range per car park space and, possibly, closer to the construction rate per space experienced at Syndal Station and Euneva at Glen Waverley.

   In this sense, it is considered that the recommended Financial Contribution of $17,500 (ex GST) per car parking space (representing 50% of the average cost of recently completed multi level car parks - $35,000 represents a relatively conservative proposal if measured against the likely construction cost.

c) Similarly, the proposed Financial Contribution represents a relatively cost effective means for developers to make a contribution towards car parking compared to what the actual cost of provision is likely to be in Heidelberg, taking into account that recent residential and mixed use developments have opted for basement parking and many other sites are of insufficient scale or have problematic access arrangements to provide for on-site parking.

d) The proposed Financial Contribution represents a reasonable approach, though it does represent a significant departure from the approach currently taken towards non-residential parking in Heidelberg Activity Centre. It is likely to have a manageable impact on the local market with increased rental rates required for new non-residential developments due to an increase in development costs. The modelling undertaken in this report suggests rental increases in the order of 5% to cover the increased cost import associated with the introduction of the Financial Contribution, though it should be noted that the scenario testing is conceptual and does not represent a detailed financial assessment.

e) The proposed Financial Contribution appears to be broadly consistent with the principles and requirements set out in Practice Note 57 as the Practice Note relates to Financial Contributions.

# Appendix C – Heidelberg Precinct Core Area parking overlay

01/04/2015
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# SCHEDULE 2 TO THE PARKING OVERLAY

Shown on the planning scheme map as **PO2.**

## HEIDELBERG PRECINCT CORE AREA

## 1.0 Car parking objectives to be achieved

01/04/2015
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- To appropriately manage the provision of car parking within the Heidelberg Precinct Core Area (shown on the planning scheme map as **PO2**).
- To improve both public car parking provision and sustainable transport infrastructure within the centre.
- To provide for the collection of financial contributions in lieu of parking waivers to contribute to the construction of publicly-accessible off-street parking facilities within the Heidelberg Precinct Core Area.



## 2.0 Number of car parking spaces required

01/04/2015
VC95

If a use is specified in the Table below, the number of car parking spaces required for the use is calculated by multiplying the *Rate* specified for the use by the accompanying *Measure.*

### Table 1: Car parking spaces

| Use | Rate | Measure |
|---|---|---|
| Dwelling | 0.8 | To each 1 or 2 bedroom dwelling (with studies or studios that are separate rooms counted as a bedroom), plus |
| | 1 | For visitors to every 10 dwellings or part for developments of 10 or more |
| Supermarket | 4 | To each 100 sq m of net floor area |
| Medical Centre | 5 | To the first person providing health services, plus |
| | 3 | To every other person providing health services |

For any other use listed in Table 1 of Clause 52.06-5, the number of car parking spaces required for the use is calculated by using the Rate in Column B of Table 1 in Clause 52.06-5.

### Motor-cycle parking rates

For all development requiring more than 20 car parking spaces, motor-cycle parking must be provided at a rate of 1 space for every 20 car spaces (prior to any dispensation of the car parking rate).

## 3.0 Permit requirement

01/04/2015
VC95

A permit may be granted to vary the car parking requirements of this schedule having regard to the decision guidelines at Clause 52.06-6.

A permit cannot be granted to reduce or waive the car parking requirement for the uses specified in part 2.0 of this schedule unless car parking entitlements or credits exist. Where car parking entitlements or credits exist:

- The reduction in the number of car parking spaces must not be greater than the extent of the entitlement or credit.

The quantum of the entitlement or credit must be determined having regard to the rates set out in this Scheme.

A permit cannot be granted to:

- Reduce the minimum residential parking rates per bedroom based on:
  - Availability of car parking in the locality; or
  - Sharing of car parking spaces in mixed use developments.
- Reduce the visitor car parking for dwellings based on:
  - Availability of car parking in the locality.
- Reduce the supermarket, shop and office off –street car parking based on the availability of car parking in the locality.



## 4.0 Reducing the provision of car parking

01/04/2015
VC95

Reduced parking provision may occur where there is an approved Green Travel Plan to facilitate access to alternative travel modes.

## 5.0 Financial contributions requirement

01/04/2015
VC95

A financial contribution of $17,500 (ex GST) is required in lieu of each car parking space associated with a use other than residential dwellings (as required under Column B of Table 1 in Clause 52.06) being provided on-site.

A financial contribution **may not** be applied to residential dwellings. The minimum required parking for a residential dwelling, as outlined in Table 1, must be provided on site.

The financial contribution is $17,500 (excluding GST) for each car parking space or part thereof required under this Scheme and which is not provided on the land (but net of car parking entitlements and credits). The financial contribution must be paid to the responsible authority.

The contribution amount is current as at 1 February 2016. The financial contribution will be adjusted quarterly from 1 February 2016 by applying the Building Price Index, Melbourne, in Rawlinsons Australian Construction Handbook. If that index is unavailable, an equivalent index will be applied by the responsible authority.

Prior to the commencement of any use or development of the land, all financial contributions must be paid in full, unless otherwise agreed in writing by the responsible authority.

All funds collected under a financial contribution scheme must be utilised on:

- Public parking projects within or adjacent to the Heidelberg Precinct Core Area identified in the Heidelberg & Bell Street Mall Parking Plan Draft Document (February 2016); or
- Other initiatives outlined in the Heidelberg & Bell Street Mall Parking Plan and Overlay Draft Document (February 2016). This includes future supply-ratio of 1 bicycle space for every 10 car parking spaces in the public realm.



## 6.0 Reference document

01/04/2015
VC95

*Heidelberg and Bell Street Mall Parking Plan Draft Document (February 2016)*


328,000
329,000
330,000
5,820,000
5,819,000
BELL ST
WATERDALE RD
UPPER HEIDELBERG RD
DAREBIN ST
BURGUNDY ST
FORSTER ST
EDWIN CT
HAWDON ST
CAPE ST
ROSANNA RD
JIKA ST
BANKSIA ST
YARRA ST
UPPER HEIDELBERG RD
BANKSIA ST
Paper Size A3
0 50 100 200 300
Metres
Map Projection: Transverse Mercator
Horizontal Datum: GDA 1994
Grid: GDA 1994 MGA Zone 55
N
LEGEND
Heidelberg Zone A
Arterial Road
Railway Line
Parcel
Banyule City Council
Heidelberg Parking Plan and Overlay
Job Number 31-32357
Revision 0
Date 30 Mar 2015
Heidelberg - Zone A
Figure 1
G:\31\32357\GIS\Maps\Working\3132357_0045_PlanningOL_PartA.mxd
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Data source: DEPI: VicMap 2015. Created by:cagilbert
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# Appendix D – Bell Street Mall parking overlay

01/04/2015
VC95

## SCHEDULE 3 TO THE PARKING OVERLAY

Shown on the planning scheme map as **PO3.**

## BELL STREET MALL AND HEIDELBERG WEST CORE AREA

### 1.0 Car parking objectives to be achieved

01/04/2015
VC95

- To effectively manage car parking within the Bell Street Mall and Heidelberg West Core Area (shown on the planning scheme map as **PO3**).
- To ensure new developments provide adequate and convenient parking.
- To improve both public car parking provision and sustainable transport infrastructure within the centre.

### 2.0 Number of car parking spaces required

01/04/2015
VC95

If a use is specified in the Table below, the number of car parking spaces required for the use is calculated by multiplying the *Rate*, specified for the use by the accompanying *Measure.*

**Table 1: Car parking spaces**

| Use | Rate | Measure |
|---|---|---|
| Dwelling | 0.8 | To each 1 or 2 bedroom dwelling (with studies or studios that are separate rooms counted as a bedroom), plus |
| | 1 | For visitors to every 10 dwellings or part for developments of 10 or more dwellings |
| Supermarket | 4 | To each 100 sq m of net floor area |
| Medical Centre | 5 | To the first person providing health services, plus |
| | 3 | To every other person providing health services |

For any other use listed in Table 1 of Clause 52.06-5, the number of car parking spaces required for the use is calculated by using the Rate in Column B of Table 1 in Clause 52.06-5.

#### Motor-cycle parking rates

For all development requiring more than 20 car parking spaces, motor-cycle parking must be provided at a rate of 1 space for every 20 car spaces (prior to any dispensation of the car parking rate).

### 3.0 Permit requirement

01/04/2015
VC95

A permit may be granted to vary the car parking requirements of this schedule having regard to the decision guidelines at Clause 52.06-6.

A permit cannot be granted to reduce or waive the car parking requirement for the uses specified in part 2.0 of this schedule unless car parking entitlements or credits exist. Where car parking entitlements or credits exist:

- The reduction in the number of car parking spaces must not be greater than the extent

of the entitlement or credit.

The quantum of the entitlement or credit must be determined having regard to the rates set out in this Scheme.

A permit cannot be granted to:

- Reduce the minimum residential parking rates per bedroom based on:
  - Availability of car parking in the locality; or
  - Sharing of car parking spaces in mixed use developments.
- Reduce the visitor car parking for dwellings based on:
  - Availability of car parking in the locality.
- Reduce the supermarket, shop and office off –street car parking based on the availability of car parking in the locality.

## 4.0 Reducing the provision of car parking

01/04/2015
VC95

Reduced parking provision may occur where there is an approved Green Travel Plan to facilitate access to alternative travel modes. Reduced provision will support a supply-ratio of 1 bicycle space for every 10 car parking spaces in the public realm.

## 5.0 Reference document

01/04/2015
VC95

*Heidelberg and Bell Street Mall Parking Plan Draft Document (February 2016)*


Paper Size A3

0 25 50 100 150

Metres

Map Projection: Transverse Mercator
Horizontal Datum: GDA 1994
Grid: GDA 1994 MGA Zone 55

N

LEGEND

- Bell Street Mall Zone A
- Arterial Road
- Parcel

Banyule City Council
Heidelberg Parking Plan and Overlay

| | |
|---|---|
| Job Number | 31-32357 |
| Revision | 0 |
| Date | 30 Mar 2015 |

Heidelberg West - Zone A

Figure 1

G:\31\32357\GIS\Maps\Working\3132357_0045_PlanningOL_PartB.mxd



Data source: DEPI: VicMap 2015. Created by:cagilbert

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**Document Status**

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| A | Kris Saw | Chris Hall | | Daniel Gregor | | 13/03/2015 |
| B | Kris Saw | Chris Hall | | Tony Frodsham | | 10/04/2015 |
| C | Kris Saw | Chris Hall | | Tony Frodsham | | 21/05/2015 |
| D | Kris Saw | Chris Hall | | Tony Frodsham | | 26/05/2015 |
| E | Kris Saw | Chris Hall | | Tony Frodsham | | 11/02/2016 |
| F | Kris Saw | Chris Hall | | Tony Frodsham | | 29/02/2016 |
| G | Kris Saw | Chris Hall | | Tony Frodsham | | 01/04/2016 |
| H | Kris Saw | Chris Hall |  | Tony Frodsham |  | 12/04/2016 |

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