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# CAR PARKING FRAMEWORK REVIEW

## TRARALGON & MORWELL

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## TRARALGON & MORWELL

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## 1 INTRODUCTION

Traffix Group has been engaged by Latrobe City Council to prepare a consolidated Car Parking Framework Review for Traralgon and Morwell. This report consolidates the following documents:

- the Draft Traralgon Activity Centre Car Parking Strategy (prepared by Cardno Grogan Richards, dated 10<sup>th</sup> September, 2012, Ref: CG110032),
- the Morwell Activity Centre Car Parking Study (prepared by Cardno Grogan Richards, dated 9<sup>th</sup> April, 2013, Ref: CG120255), and
- the Latrobe Parking Study Peer Review (prepared by Traffix Group and Spade Consultants with the assistance of the DPCD Rural & Regional Flying Squad, Ref: 15688R9050).

In addition, the peer review document recommended that some additional work be undertaken, and the outcome of that additional work is also presented in this report.

Where this Car Parking Framework Review report expresses opinions, observations, strategies or recommendations, these are the expert views of Henry Turnbull (Traffix Group), Chris McNeill (Spade Consultants) and/or Rod Jude (Cardno) and have been formed based on the data, analysis and relevant experience, and are consistent with the views and recommendations expressed in the above-listed background documents.

## 2 CONTEXT

### 2.1 Latrobe City

Latrobe City is centrally located in eastern Victoria approximately two hours east of Melbourne. The City has a combined population of over 75,000 and includes three key urban centres – Moe/Newborough, Morwell and Traralgon – located in a linear arrangement along the Princes Highway. A fourth, but smaller urban centre, Churchill, is located due south of Morwell.

The balance of the municipality's population resides in a number of smaller townships and rural hinterland to the north and south of the Princes Highway.

### 2.2 Latrobe Retail Overview

Traralgon is the largest town within the municipality, with a population of 24,358 recorded at the 2011 ABS Census and acts as the primary business hub of not only the municipality but the broader region as well. Retail and commercial activity is focused on the Traralgon Activity Centre ("Traralgon AC"), a centrally located and compact activities area. The Traralgon AC presents as a prosperous and bustling activity centre.

Morwell is the third largest town (behind Moe/Newborough), with a population of 13,505 recorded at the 2011 ABS Census, and provides a second tier retail and commercial role. Retail activity in the town is split between the Morwell Activity Centre (Morwell AC) and the Mid Valley Shopping Centre, an out of centre shopping mall with two discount department stores (Kmart and Big W), two full line supermarkets, cinemas and specialty shops. The Morwell AC has become a central hub for municipal and state government activities and services with recent investment including the Latrobe City Council Offices,

health services, law courts and the Department of Justice. Retail activity plays a largely supportive role to commercial and government services.

### 2.3 Projected Population Growth in the City of Latrobe

Population forecasts have been undertaken by demographic forecasting firm, id forecast on behalf of Council. The forecasts have been provided at both a municipal level and smaller area level, reflecting specific urban areas and rural districts.

Forecasts relevant to Traralgon and Morwell are provided in the following table.

**Table 1: Population Projections**

Location	Estimated Residential Population	
	2011	2036
Traralgon	26,038	36,545
Morwell <sup>1</sup>	14,205	16,123

*Note 1: The id population forecast for Morwell does not include Churchill*

Over the 25 year period 2011 to 2036, Traralgon is forecast to add an additional 10,500 persons to its 2011 population. Over the same period, Morwell is expected to add just under 2,000 persons to its 2011 population.

The population projections for Latrobe indicate:

- An ongoing concentration in future growth in Traralgon with approximately 75% of Latrobe's total growth occurring in Traralgon's growth areas.
- Moderate growth in both Morwell and Moe.
- Limited growth in the rural areas of the municipality.

## 2.4 Future Retail Floorspace Requirements

Traralgon and Morwell do not have current retail strategies. However, for the purpose of providing a rough guide (order of magnitude) as to the potential increase in retail floor space within these activity centres to 2036, an assessment has been made, adopting the general rule of thumb that demand for retail floorspace is generated at the rate of 2.2 square metres per capita. Of this figure approximately 0.7 square metres relates to bulky goods floorspace.

For the purposes of determining future retail floorspace requirements, it is assumed there is limited capacity for bulky goods floorspace to establish within activity centres (particularly Traralgon given the compact nature of the Traralgon AC area).

### Traralgon

Based on an additional 10,500 persons, there will be an additional retail floorspace requirement of approximately 15,750 square metres between 2011 and 2031 (excluding the bulky goods floorspace component).

There are several points to note:

- Retail floorspace includes the categories of Food (groceries and liquor), Food-catering (e.g. restaurant, cafes and takeaway food), Non-food (apparel and general merchandise) and Services (spending on hairdressers, beauty salon etc.);
- A proportion of new retail floorspace is likely to be located in established or identified activity nodes outside the Traralgon Activity Centre<sup>1</sup>;
- This analysis does not take account of future commercial (office) requirements;
- As Traralgon represents the municipality and region's principal retail and commercial centre, there is likely to be a significant amount of expenditure leakage from other centres to Traralgon which would generate an additional requirement for retail and commercial floorspace.

### Morwell

Based on an additional 2,000 persons, there will be an additional retail floorspace requirement of approximately 4,400 square metres in Morwell between 2011 and 2031, including 1,400 square metres of bulky goods floor space.

It is not possible to predict whether additional retail floorspace will be located in the Morwell AC or at the Mid Valley Shopping Centre.

However, it is noted that existing shop vacancies in Morwell AC easily exceed the future retail space requirements to 2031 based on the id forecast projections.

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<sup>1</sup> This refers to small local neighbourhood convenience shopping. Existing activity nodes outside the Traralgon Activity Centre with retail floor space include Tanjil Street, Hyland Street and Smith Street/Park Lane. There is the potential for similar local convenience shops to be located within Traralgon's residential growth areas in the future.



### 3 STUDY AREA

#### 3.1 Traralgon

The designated activity centre precinct for Traralgon is irregular in shape, extending to Gordon Street to the north, Princes Highway to the east, Hyland Highway to the south and Mabel and Byron Streets to the west, as presented in the precinct locality plan at Figure 1. The precinct includes residential streets on the periphery of the commercial area<sup>2</sup>. Figure 1 also shows two sub-precincts which were separately analysed in the Latrobe Parking Study Peer Review to give an indication of the variance of the parking occupancy rates within these sub-areas of the Traralgon AC compared with the overall precinct area.

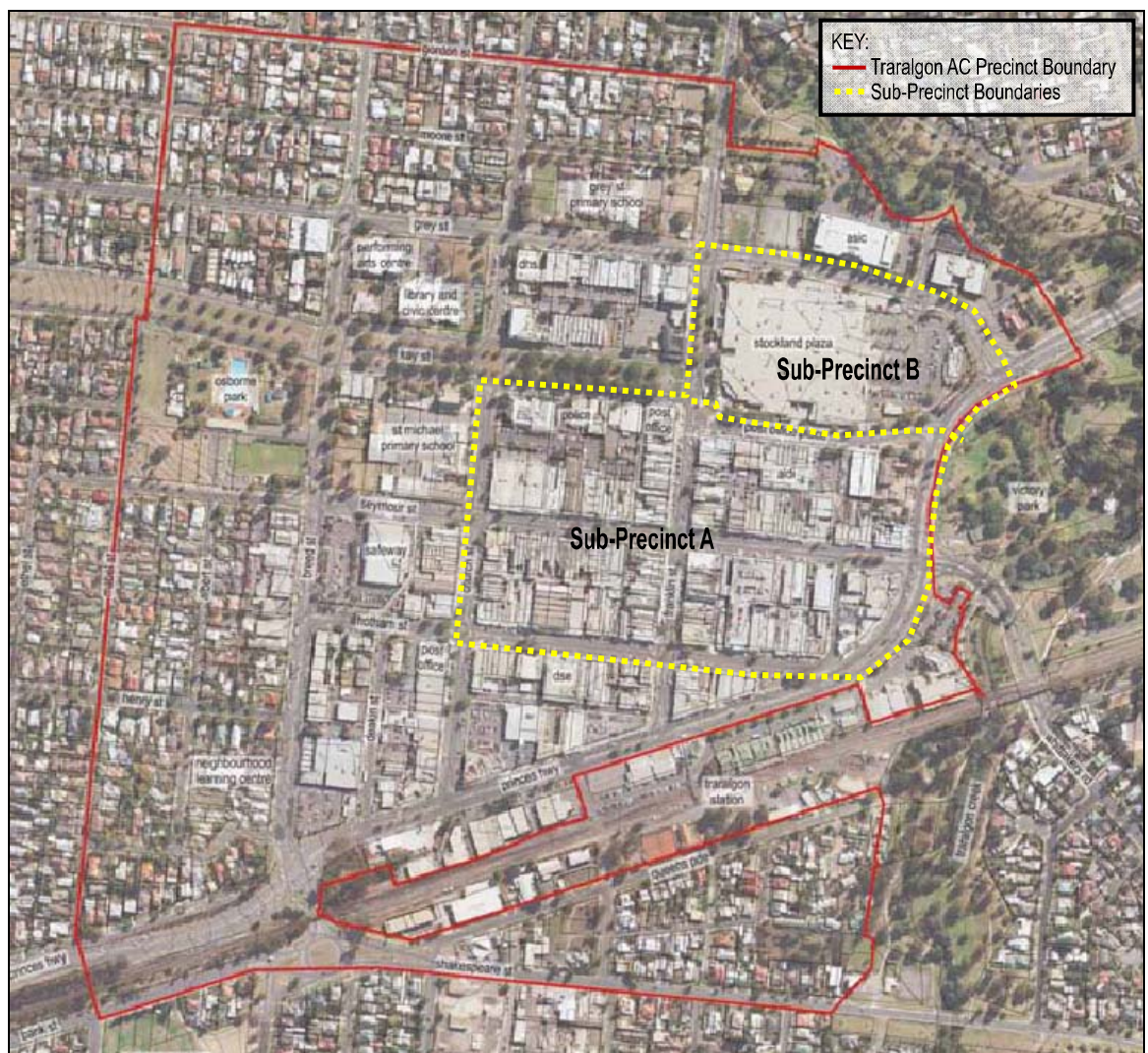


Figure 1: Traralgon Precinct Locality Map

<sup>2</sup> The designated activity centre precinct highlighted by the red line in Figure 1 is consistent with the Traralgon Activity Centre Plan prepared by Hansen (June 2010) and associated background documents. It is also consistent with the precinct boundary utilised for the purposes of the Draft Traralgon Activity Centre Car Parking Strategy (prepared by Cardno Grogan Richards, dated 10<sup>th</sup> September, 2012, Ref: CG110032), and also the Latrobe Parking Study Peer Review (prepared by Traffix Group and Spade Consultants with the assistance of the DPCD Rural & Regional Flying Squad, Ref: 15688R9050).

While Figure 1 shows a more expansive precinct boundary, retail and commercial activity is expected and encouraged (by way of Planning Scheme zone controls) to remain within a relatively compact area bounded by the Gippsland rail line to the south and east, Breed Street to the west and (nominally) Grey Street to the north.

This provides for an effective restriction on the spread of retail and commercial activity and is likely to result in an intensification of commercial activity in particular with greater use and development of upper levels to house office space.

Successful implementation of this strategy is likely to see an escalation in land values which, provided commercial activity remains attracted to Traralgon and in the absence of alternative locations, is likely to see higher density forms of development emerge in Traralgon over time.

It is understood higher intensity forms of development are already planned, with a three level office development set to proceed in Seymour Street and a multi-level Quest serviced apartment project approved nearby.

Two other key features are located in the north-eastern areas of the Traralgon AC.

The first is the Stockland Plaza, an internalised shopping mall with a Coles supermarket and Kmart Discount Department Store as anchor tenants. The centre includes a significant area of basement parking under the centre itself and at-grade parking on the eastern entrance to the centre.

The second feature is a major office presence in the form of the Australian Securities and Investments Commission processing centre on the north side of Grey Street and south of Traralgon Creek.

In addition, the Traralgon Station Precinct Masterplan area is located to the south, which provides extra car parking.

The Activity Centre Plan looks set to build on the current land use arrangements in Traralgon with:

- Specialised retail activity centred on the axis of Seymour and Franklin streets;
- Large format retail (Coles and Kmart) in Stockland Plaza north east of Franklin Street and Post Office Place and Woolworths at the western end of the AC between Hotham Street and Seymour Street;
- Ancillary retail and commercial (office) uses along Hotham Street in the south-western part of the AC; and
- Commercial (office) uses on the north side of the AC particularly between Kay Street and Grey Street.

The Gippsland Regional Aquatic Centre is currently in the planning phase, and is earmarked for the existing Traralgon Outdoor Swimming Pool site and surrounds, located on the west side of Breed Street south of Kay Street.



### 3.2 Morwell

The designated activity centre precinct for Morwell is irregular in shape, extending to Margaret Street to the north, McDonald Street to the east, Elgin Street to the south and Avondale Road and Helen Street to the west, as presented in the precinct locality plan at Figure 2.



*Figure 2: Morwell Precinct Locality Map*

The Morwell activity centre faces several significant challenges. The first is that from a retail perspective it is not the primary retail centre in Morwell – that role lies with the Mid Valley Shopping Centre. The second is the activity centre itself is bisected by the Gippsland rail line which creates an almost 200 metre divide (significantly longer by car) between activity located to the north and that to the south.

The area south of the rail line contains the majority of retail activity, Latrobe City Council Offices, Law Courts and other key office functions.

The area north of the rail line provides a limited retail function and a secondary commercial function. A significant Latrobe Health facility (Latrobe Community Health Service) represents the key anchor in the area.

A Morwell Activity Centre Plan is yet to be prepared.

## 4 CAR PARKING ANALYSIS

### 4.1 Existing Car Parking Supply

Table 2 below sets out the existing car parking supply for Traralgon and Morwell within the designated Activity Centre precinct boundaries.

**Table 2: Existing Car Parking Supply**

Location	Traralgon*	Morwell
On-Street	2,341 spaces	1,348 spaces
Public Off-Street	2,736 spaces	494 spaces
Private Off-Street	765 spaces	1,668 spaces
<b>TOTAL</b>	<b>5,842 spaces</b>	<b>3,510 spaces</b>

\* The identified parking supply in the Traralgon Activity Centre differed in February 2010 to November 2011. The updated (November 2011) figures have been included in Table 2.

The area contained within sub-precincts A and B within the Traralgon Activity Centre (as shown in Figure 1) includes a total of 2,567 car spaces, of which 1,800 spaces are 'public' parking (excluding bus zones, taxi zones, loading zones, police parking, no stopping zones, no parking zones, motorcycle parking and restricted/permit/private parking), made up of 683 public on-street spaces and 1,117 public off-street spaces.

### 4.2 Existing Parking Restrictions

#### Traralgon

In the order of a third of the land identified within the Traralgon Activity Centre precinct boundary is residential in nature, and on-street parking in these residential streets is predominantly unrestricted.

Short-term parking (predominantly two-hour parking (2P)) is located on-street on commercial frontages within the Traralgon Activity Centre.

The majority of off-street parking is not time-restricted. The Council-owned Seymour Street multi-level carpark includes a mix of unrestricted, Permit, 2P, three-hour parking (3P) and disabled parking.

#### Morwell

Much of the on-street parking on commercial frontages is subject to short-term (predominantly 2P) restrictions, and on-street parking on the periphery streets identified within the Morwell Activity Centre precinct boundary is generally unrestricted.

The majority of off-street parking in Morwell is not time-restricted, however most is privately owned, and reserved for customers and staff.

Table 3 below sets out the overall break-down of on-street parking restrictions within the two designated activity centre precinct boundaries. The majority of 'unrestricted' spaces are on residential frontages near the periphery of the designated activity centre precinct boundaries.

Table 3: On-Street Parking Restrictions

Restriction	Traralgon	Morwell
Unrestricted	1,183 spaces	630 spaces
Short-term: 1P & 2P	992 spaces	567 spaces
Less than 1P	34 spaces	64 spaces
Other*	132 spaces	87 spaces
<b>TOTAL</b>	<b>2,341 spaces</b>	<b>1,348 spaces</b>

\* 'Other' includes Permit, Disabled, Loading Zone, Police Only, Bus Zone, Taxi Zone, No Stopping School Times, etc.

### 4.3 Car Parking Occupancy

Car parking occupancy surveys were undertaken as follows:

- Traralgon:
  - Friday 19<sup>th</sup> February 2010 from 8am till 8pm,
  - Saturday 20<sup>th</sup> February 2010 from 9am till 2pm, and
  - Friday 18<sup>th</sup> November, 2011 from 8am till 8pm.
- Morwell:
  - Friday 4<sup>th</sup> May 2012 from 7am till 7pm.

While it is acknowledged that the survey data is now a couple of years old, for the purposes of the Car Parking Framework Review, and in particular the analysis which has been undertaken to inform the Schedules to the Parking Overlay, the survey data is appropriate<sup>3</sup>.

Importantly, for the purposes of analysing appropriate car parking rates to be adopted for future development in the activity centres, the date of the survey data needs to be generally consistent with the date of the retail/commercial floor space data in order to compare the measured (observed) peak parking occupancy with the theoretical parking demands based on the floor space information. This is addressed in more detail at Section 4.5.

The peak parking occupancy for each of the overall activity centre precincts is summarised in Table 4 below.

<sup>3</sup> It is noted that future surveys may show a higher parking occupancy in some locations, in particular as a result of a number of permits which have been issued in recent years granting parking reductions/waivers. However, the floor space of those developments did not exist at the time of the parking surveys so the analysis is not impacted. Furthermore, in terms of parking provision rates, new developments from now on should not be required to compensate for approved developments which have already been granted parking waivers.



Table 4: Peak Parking Occupancy

	Traralgon (Overall)	Traralgon Core (Sub-Precincts A & B)	Morwell (Overall)
Supply	5,842 spaces	1,800 spaces	3,510 spaces
Peak Demand	3,386 spaces	1,489 spaces	1,811 spaces
Day/Time	Friday 18/11/2011 12noon	Friday 18/11/2011 1pm	Friday 4/05/2012 1pm
% Occupancy	58% <sup>Note 1</sup>	83%	52%
Vacancies	2,456 spaces	311 spaces	1,699 spaces

Note 1: This figure (58% occupancy) is misleading, because it includes a significant number of spaces which were vacant but are located on residential frontages and are not appropriate to count towards the 'Activity Centre' parking supply. Accordingly, the Sub-Precincts A and B (entirely Commercial 1 Zone land in the core of the Traralgon Activity Centre) have been separately analysed for comparison purposes.

For the purpose of analysis, 'stressed' parking is defined as areas with a peak car parking occupancy of greater than 90%, and 'near-stressed' parking is defined as areas with a peak car parking occupancy of 85% – 90%.

Figures 3 and 4 below show the on-street and off-street 'stressed' and 'near-stressed' parking areas in Traralgon and Morwell respectively, at the peak surveyed time.

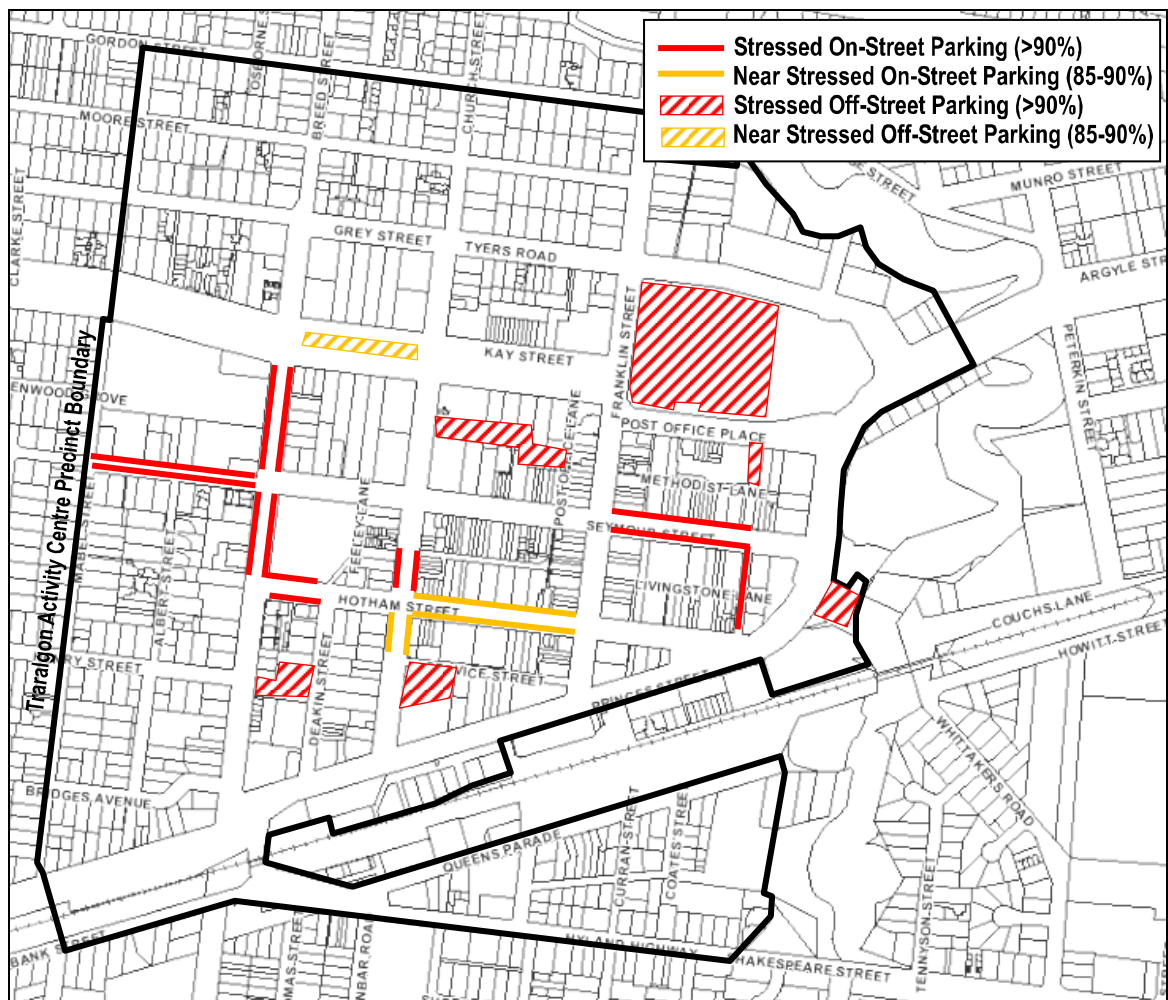


Figure 3: 'Stressed' and 'Near-Stressed' Parking Areas – Traralgon (12noon Friday 18<sup>th</sup> November, 2011)

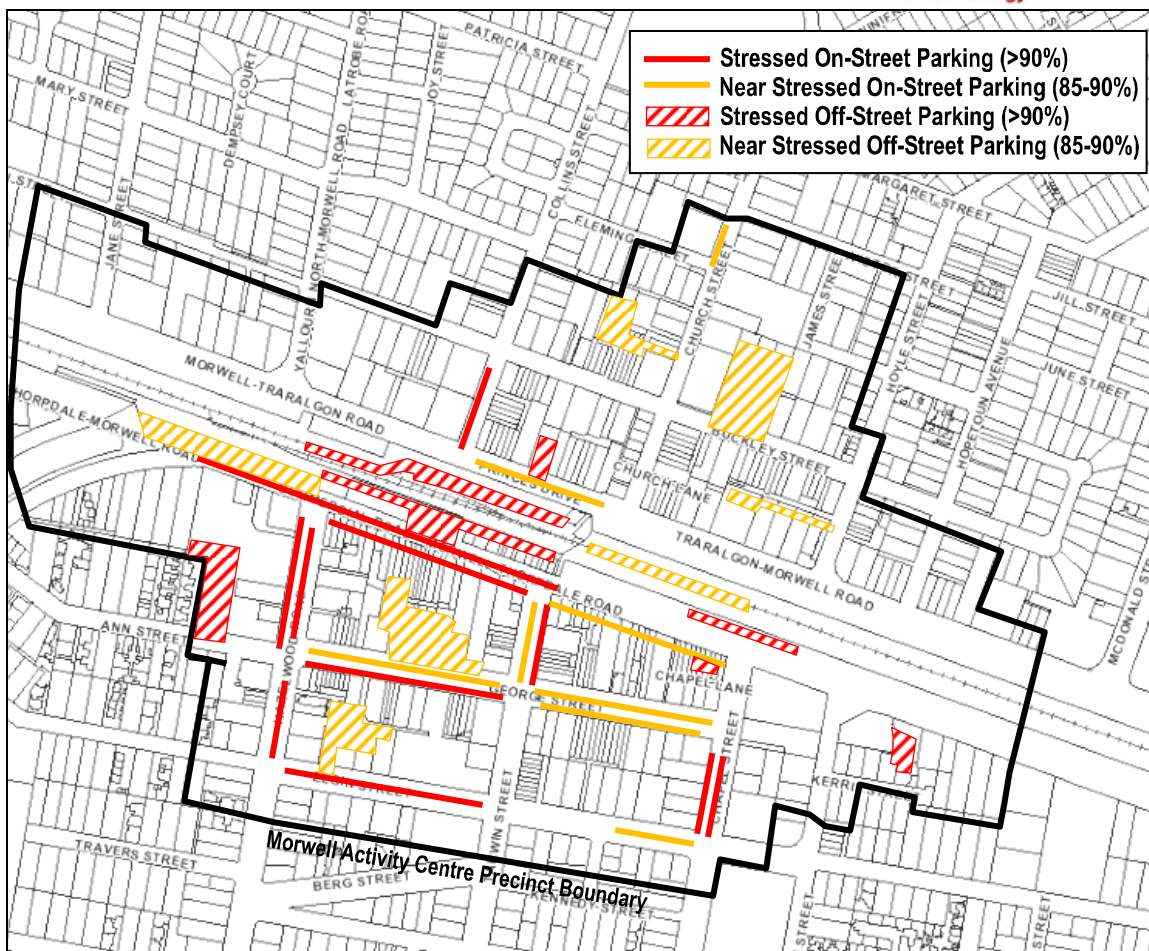


Figure 4: ‘Stressed’ and ‘Near-Stressed’ Parking Areas – Morwell (1pm Friday 4<sup>th</sup> May, 2012)

Car parking occupancy observations are set out below:

**Traralgon**

- On-street car parking demand in the Traralgon retail core is high but not ‘stressed’ (less than 85% overall within sub-precincts A and B), and on-street short-term car parking spaces are available at the peak time.
- Publicly available off-street car parking demand in the Traralgon retail core is very high (86% within sub-precincts A and B which is within the ‘near-stressed’ category at the peak time).
- The occupancy of publicly available off-street parking within the Traralgon retail core remained above 80% between 11:00am and 2:00pm on the peak day (Friday 19<sup>th</sup> November, 2011).
- The on-street car parking within the retail core is predominantly controlled by short-term restrictions.
- Much of the off-street parking is either unrestricted or has longer restrictions (3P at Stockland and in part of the Seymour Street carpark).
- The observed higher occupancy rate of off-street (predominantly long-term) parking compared with on-street (short-term) parking indicates that there may be an imbalance between short and long term parking supply versus demand in the Traralgon retail core, with a potential need to convert some existing short-term spaces to long-term restrictions to correct the imbalance.



### Morwell

- Stressed and near-stressed areas are generally located to the south of the railway line.
- While there are high occupancy rates particularly in close proximity to the railway line, parking is available within a short walk (250m/4 minutes) of all 'stressed' areas.
- There is adequate availability of public on-street parking areas in the northern half of the activity centre precinct.

### General

- High on-street parking occupancy rates are not necessarily bad, as it contributes to a sense of vibrancy in the activity centre. However this needs to be complimented by a high-turnover (short-term restrictions) so as to ensure visitors are able to find a space nearby to their destination.
- 'Stressed' parking within an activity centre environment is not uncommon. Car parking for activity centres is generally assessed on a 'whole of centre' approach, which recognises that people often make use of a trip to an activity centre to visit a number of different destinations within the centre. In turn, this spreads the parking demand across a number of land uses resulting in lower parking demands than would be generated by a similar individual land use that is not in an activity centre.
- The whole of centre approach recognises that different land uses within the centre may generate varying levels of parking demand throughout the course of the day, or at different times of the week, month or year. As a result it is possible to gain efficiencies in the public car parking supply through the 'sharing' of parking amongst a number of uses where peak parking demands do not coincide. This means that the overall parking requirement for the area is lower than if parking were to be provided to cater for the peak demands of all uses within the centre and leads to a more efficient use of the available land.
- Visitors will generally seek to park as close to their destination as possible and as a result, while parking for the area may be sufficient, parking around popular destinations within the centre will generally experience higher levels of utilisation than other parking opportunities that exist elsewhere.

#### 4.4 Duration of Stay

Analysis of number plate data collected as part of the car parking occupancy survey process indicates that there are a substantial number of long-term parkers (presumably staff) parking within the short-term parking spaces and moving their vehicles throughout the day so as to comply with the restrictions, potentially due in part to there being inadequate long-term parking in close proximity to workplaces.

This is not the intent of the short-term restrictions and suggests that the current method of enforcement is not working, in the sense that whilst apparently resulting in time restrictions being generally adhered to (in Traralgon more so than Morwell<sup>4</sup>), it is not preventing staff from parking within the short-term spaces.

Also, the results suggest that there may be an imbalance in the proportion of short-term and long-term parking.

High utilisation of on-street spaces (high occupancy and turnover) contributes to a sense of vibrancy of an activity centre. Long-term (staff) parking should generally be provided in off-street parking areas.

#### 4.5 Theoretical Car Parking Demand Analysis

Statutory car parking requirements for land use developments are set out in the revised Clause 52.06 of the Planning Scheme, which came into effect on 5<sup>th</sup> June, 2012.

Clause 52.06 sets out 'standard' rates (intended for stand-alone developments which are not within major activity centres) in Column A.

Separate rates are specified at Column B. The Column B rates only apply where specified in a schedule to the Parking Overlay. Different rates (other than Column A or Column B rates) can also be applied via a Parking Overlay.

Both Traralgon and Morwell are activity centres which provide a substantial proportion of the overall car parking supply as 'shared' public parking, and accordingly the Column B rates provide an appropriate starting point.

A 'theoretical car parking demand' analysis has been undertaken for both Traralgon and Morwell, based on the existing floor areas<sup>5</sup> and adopting Clause 52.06 Column B rates, as set out in Tables 5 and 6 below.

<sup>4</sup> In Morwell, a high proportion of vehicles were observed to be overstaying time limits, with 65% of vehicles parked in 1P spaces observed during at least two consecutive hourly passes, and 15% of vehicles parked in 2P spaces observed during at least three consecutive hourly passes. Conversely in Traralgon there was a high level of compliance, however a significant number of vehicles were recorded as being moved nearby rather than leaving the activity centre, indicating that the vehicles are likely to be staff vehicles, requiring longer duration parking spaces.

<sup>5</sup> For Traralgon, the breakdown of retail floor space was set out in the economic report prepared by Hansen Partnership, dated July 2010. Given that the floor space information is current as at 2010, for the purposes of comparing the theoretical and observed car parking demands, the car parking supply and occupancy from the 2010 Cardno surveys has been used, as it coincides with the timing of the floor space data collection. In addition, the Traralgon assessment excludes tenancies which were vacant at the time that the economic report was prepared.

For Morwell, similar detailed land use data is not currently available. However, MacroPlan Australia prepared a Retail Strategy Review for Latrobe in 2007, which set out the total retail floor space and total 'other commercial' floor space for the Morwell Activity Centre. The 'supermarket' component of the retail floor space has been estimated from measuring off aerial photography.

Table 5: Traralgon Theoretical Parking Supply Assessment – Clause 52.06 Column B Rates

Use	Size	Rate	Requirement <sup>1</sup>
Retail <sup>2</sup>	58,083 m <sup>2</sup>	3.5 per 100m <sup>2</sup>	2,032 spaces
Supermarket	9,531 m <sup>2</sup>	5 per 100m <sup>2</sup>	476 spaces
Manufacturing	1,189 m <sup>2</sup>	1 per 100 m <sup>2</sup>	11 spaces
Wholesale	3,877 m <sup>2</sup>	3.5 per 100m <sup>2</sup>	135 spaces
Automotive Sales & Servicing	4,633 m <sup>2</sup>	3 per 100m <sup>2</sup>	139 spaces
Clubs, pubs and hotels	7,374 m <sup>2</sup>	3.5 per 100m <sup>2</sup>	258 spaces
Health and Community Services	9,549 m <sup>2</sup>	3.5 per 100m <sup>2</sup>	334 spaces
Education <sup>3</sup>	9,654 m <sup>2</sup> (57 FTE)	1 to each employee that is part of the maximum no. of employees on the site	57 spaces
Office <sup>4</sup>	60,608 m <sup>2</sup>	3 per 100m <sup>2</sup>	1,818 spaces
<b>TOTAL</b>	<b>157,455 m<sup>2</sup></b>		<b>5,260 spaces</b>

Note 1: Clause 52.06 states that where a number is a fraction of a whole number, it should be rounded down to the nearest whole number.

Note 2: Shop, Restaurant and Food & Drink Premises rates are the same (all 3.5 per 100sqm) under Column B so there is no need to distinguish between them for the purposes of the theoretical demand assessment.

Note 3: Based on 57 'full time equivalent' (FTE) staff – My School website confirms 24 FTE at St. Michael's PS and 33 FTE at Grey Street PS in 2011.

Note 4: Office use is assumed to incorporate transport, media and communications, finance and insurance, property and construction services, business services, government services, emergency services and other services.

Table 6: Morwell Theoretical Parking Supply Assessment – Clause 52.06 Column B Rates

Use	Size	Rate	Requirement <sup>1</sup>
Retail <sup>2</sup>	56,061 m <sup>2</sup>	3.5 per 100 m <sup>2</sup>	1,962 spaces
Supermarket	4,325 m <sup>2</sup>	5.0 per 100 m <sup>2</sup>	216 spaces
Office	29,684 m <sup>2</sup>	3.0 per 100 m <sup>2</sup>	890 spaces
<b>TOTAL</b>	<b>90,070 m<sup>2</sup></b>		<b>3,068 spaces</b>

Note 1: Clause 52.06 states that where a number is a fraction of a whole number, it should be rounded down to the nearest whole number.

Note 2: Shop, Restaurant and Food & Drink Premises rates are the same (all 3.5 per 100sqm) under Column B so there is no need to distinguish between them for the purposes of the theoretical demand assessment.

Table 7 below summarises the theoretical car parking requirement (based on Clause 52.06 Column B rates), the actual parking provision and the surveyed peak parking demand for both Traralgon and Morwell.

**Table 7: Theoretical Parking Demand Analysis – Summary Table**

	Traralgon	Morwell
Theoretical Demand (Column B)	5,260 spaces	3,068 spaces
Existing Supply <sup>1</sup>	4,903 spaces	3,510 spaces
Surveyed Peak Demand	3,259 spaces <sup>2</sup>	1,811 spaces
Surveyed Peak as a Proportion of Column B	62%	59%

*Note 1: The quoted supply for Traralgon in this table is based on a reduced 'activity centre' area which excludes on-street parking in streets which are in the Residential Zone, and also excludes all land south of the railway line.*

*Note 2: This figure is the surveyed peak for the 2010 surveys, as this coincides with the date of the land use data.*

Table 7 indicates that the surveyed peak car parking demand was 62% and 59% of the theoretical car parking demand (using Column B rates) in Traralgon and Morwell respectively.

This suggests that requiring new developments to provide parking (or in-lieu contributions) at Column B rates may not be appropriate.

Typically in the order of 90% occupancy is considered to be fully occupied, as higher occupancy rates tend to lead to excessive congestion associated with vehicles circulating looking for vacant spaces.

If 90% is considered to be "capacity", then parking would need to be provided at a rate of at least 69% of the Column B rates in Traralgon and 66% of the Column B rates in Morwell.

In the case of Morwell, the floor space information utilised for the purposes of establishing the 'theoretical' parking demand (based on Column B rates) included tenancies which are currently vacant and not contributing to the current parking demands. A review of the Morwell Vacancy Handbook (Reactivate Latrobe) dated 16<sup>th</sup> October 2013 indicates that at that time, there were 34 vacant premises with a combined floor area of approximately 10,387m<sup>2</sup> of vacant commercial floor space, comprising approximately two-thirds retail and one-third non-retail (office, etc.). This represents 11.5% of the total floor space in Morwell being vacant. Table 8 below sets out the revised analysis, excluding the vacant floor space.

**Table 8: Revised Theoretical Parking Demand Analysis – Summary Table**

	Traralgon	Morwell
Theoretical Demand (Column B)	5,260 spaces	2,714 spaces
Existing Supply <sup>1</sup>	4,903 spaces	3,510 spaces
Surveyed Peak Demand	3,259 spaces <sup>2</sup>	1,811 spaces
Surveyed Peak as a Proportion of Column B	62%	67%

*Note 1: The quoted supply for Traralgon in this table is based on a reduced 'activity centre' area which excludes on-street parking in streets which are in the Residential Zone, and also excludes all land south of the railway line.*

*Note 2: This figure is the surveyed peak for the 2010 surveys, as this coincides with the date of the land use data.*

Table 8 shows that if the ‘theoretical parking demand’ for Morwell is adjusted down to exclude the vacant floor space, the revised theoretical parking demand would be 2,714 spaces<sup>6</sup>, and the actual observed peak parking demand of 1,811 spaces represents 67% of the revised theoretical parking demand. If 90% is considered to be “capacity”, then parking would need to be provided at a rate of at least 74% of the Column B rates in Morwell, taking into account the existing vacancies.

Also, in both activity centres, there is likely to be existing (historical) floor space inefficiencies. Traditional regional centres have larger floor space/inefficient use of floor space with substantial “back of house” storage type areas counted in the overall floorspace, which generally corresponds to lower car parking ratios per floor space overall. Newer shops typically include less storage area on-site and accordingly converting older inefficient premises to new more efficient ones may also increase the parking rate. This factor needs to be built into the final parking rates incorporated into the Planning Scheme.

Having regard to these factors, it is recommended that in both Traralgon and Morwell, a Parking Overlay be introduced, requiring parking to be provided at 75% of Column B rates for retail uses, and 100% of the Column B parking rate for office uses<sup>7</sup>.

In Morwell, if the Parking Overlay rates cannot be achieved for individual development applications, the standard Clause 52.06 decision guidelines should be applied to determine whether the shortfall can be supported.

In Traralgon, if the Parking Overlay rates cannot be achieved for individual development applications, a cash-in-lieu payment per space which is not provided on the land should be applied (via the Parking Overlay mechanism). The recommended cash-in-lieu amount per space is discussed in greater detail later in this report.

#### 4.6 Adequacy of Current Allocation of All-Day Parking

Tables 9 and 10 calculate the theoretical staff (all day) parking demands for Traralgon and Morwell respectively, based on estimated proportions for the various uses within each of the activity centres, using the Column B rates.

<sup>6</sup> The ratio of vacant floor space ( $\frac{2}{3}$  retail and  $\frac{1}{3}$  non-retail) is consistent with the overall floorspace ratio in Morwell. Accordingly, the overall theoretical parking demand of 3,068 spaces calculated in Table 6 has been adjusted down by 11.5% (i.e. the overall proportion of vacant floor space) to represent the revised theoretical parking demand of 2,714 spaces for the occupied floor space.

<sup>7</sup> It is noted that this recommendation is made in the Latrobe Parking Study Peer Review (prepared by Traffix Group and Spade Consultants with the assistance of the DPCD Rural & Regional Flying Squad, Ref: 15688R9050), and the recommendation to adopt 75% of the Column B (Clause 52.06) rates is based on consideration of the surveyed peak parking demands as a proportion of the full Column B rates (62% and 67% for Traralgon and Morwell respectively, as shown in Table 8) and adding a ‘factor of safety’ (by requiring a higher provision than observed rates) to account for historic inefficiencies and to ensure adequate spaces are provided so that vehicles aren’t excessively circulating looking for a vacant space.



Table 9: Theoretical All Day Staff Parking Demands - Traralgon

Use <sup>1</sup>	Size	Rate	Requirement	Proportion Staff	Number Staff
Retail	58,083 m <sup>2</sup>	3.5 per 100m <sup>2</sup>	2,032 spaces	25%	508 spaces
Supermarket	9,531 m <sup>2</sup>	5 per 100m <sup>2</sup>	476 spaces	20%	95 spaces
Manufacturing	1,189 m <sup>2</sup>	1 per 100 m <sup>2</sup>	11 spaces	75%	8 spaces
Wholesale	3,877 m <sup>2</sup>	3.5 per 100m <sup>2</sup>	135 spaces	25%	34 spaces
Automotive Sales & Servicing	4,633 m <sup>2</sup>	3 per 100m <sup>2</sup>	139 spaces	25%	35 spaces
Health and Community Services	9,549 m <sup>2</sup>	3.5 per 100m <sup>2</sup>	334 spaces	40%	134 spaces
Education	9,654 m <sup>2</sup> (57 FTE)	1 to each employee	57 spaces	100%	57 spaces
Office	60,608 m <sup>2</sup>	3 per 100m <sup>2</sup>	1,818 spaces	95%	1727 spaces
<b>TOTAL</b>	<b>171,541 m<sup>2</sup></b>		<b>5,002 spaces</b>		<b>2,598 spaces</b>

Note 1: The 'clubs, pubs and hotels' use has been excluded from this table, because the staff and customer parking demands during business hours are likely to be minimal, and including them would skew the results.

Table 10: Theoretical All Day Staff Parking Demands - Morwell

Use	Size	Rate	Requirement	Proportion Staff	Number Staff
Retail	56,061 m <sup>2</sup>	3.5 per 100m <sup>2</sup>	1,962 spaces	25%	490 spaces
Supermarket	4,325 m <sup>2</sup>	5 per 100m <sup>2</sup>	216 spaces	20%	43 spaces
Office	29,684 m <sup>2</sup>	3 per 100m <sup>2</sup>	890 spaces	95%	845 spaces
<b>TOTAL</b>	<b>90,070 m<sup>2</sup></b>		<b>3,068 spaces</b>		<b>1,378 spaces</b>

### Traralgon

Table 9 indicates that the theoretical staff parking requirement is 2,598 car spaces out of a total theoretical car parking demand of 5,002 spaces. The actual surveyed peak car parking demand was 3,259 occupied spaces.

It is anticipated that the number of all-day staff spaces required in Traralgon is likely to be close to the theoretical number calculated in Table 9.

It is also noted that Traralgon is Gippsland's Regional hub, with many regional services located within Traralgon.

If the parking requirement in Traralgon is assumed to be 75% of the Column B rates for all uses except for 'Office' (which should not be less than 100%), then the parking requirement would be 4,206 spaces. If 2,598 of those spaces are required for staff use (as calculated in Table 9) then the long-term staff parking demand represents 62% of the total parking requirement.

The study area includes a total of 1,078 unrestricted car spaces (excluding residential frontages) and a further 1,052 private all-day staff spaces (including permit zone and

parking on private land), which suggests that there may be insufficient all-day parking provided to meet the theoretical staff demand (2,600 spaces needed). Furthermore, the location of the all-day parking spaces may not be meeting the needs of users, as demonstrated by the high number of staff utilising the restricted spaces.

There are 2,027 short-term restricted spaces within the activity centre, which exceeds the theoretical requirement of 1,600 customer spaces. This is in addition to the spaces on private land signed for customer use. This suggests there is perhaps an excess of short-term parking, and that some of it could be converted to all-day parking.

### **Morwell**

Table 10 indicates that the theoretical staff parking requirement is 1,378 car spaces out of a total theoretical car parking demand of 3,068 spaces. The actual surveyed peak car parking demand was 1,811 spaces. It is anticipated that the number of all-day staff spaces required in Morwell is likely to be close to the theoretical number calculated in Table 10.

As previously noted, Morwell has become a central hub for municipal and state government activities and services with recent investment including Latrobe City Council's Offices, health services, law courts and the Department of Justice. Retail activity plays a largely supportive role to commercial and government services, and accordingly much of the demand for retail services in the Morwell activity centre is generated from staff who are already in the town centre for work purposes, with a high proportion of people seeking to undertake purely retail visits in Morwell choosing to do so at the out-of-centre Mid Valley Shopping Centre, rather than within the Morwell activity centre.

If the parking requirement in Morwell is assumed to be 75% of the Column B rates for all uses except for 'Office' (which should not be less than 100%), then the parking requirement would be 2,523 spaces. If 1,378 of those spaces are required for staff use (as calculated in Table 10) then the long-term staff parking demand represents 55% of the total parking requirement.

The study area includes a total of 647 all-day on-street spaces (including 18 'authorised' parking spaces), and a further 2,029 all-day off-street spaces. While this appears to exceed the theoretical staff parking requirement, it is noted that 1,625 of the 2,029 all-day off-street spaces are listed as private staff/customer/reserved/permit spaces, and accordingly are not public/shared resources and may not be available to the users requiring them.

The significant overstay of parking restrictions observed in Morwell suggests the existing all-day parking supply is insufficient.

The Morwell study area includes sections with centre-of-road parking. From an operational perspective, it is generally considered to be good practice for centre-of-road spaces to be longer-term lower turnover parking, to reduce the number of people walking to and from the centre of the road. Accordingly, it is recommended that centre-of-road parking (particularly in Elgin Street, George Street and Tarwin Street) be converted to all-day parking. It is noted that complimentary measures will be undertaken as a separate piece of work in parallel with this car parking framework review, addressing potential changes to parking restrictions and enforcement measures, etc.

## 5 ADEQUACY OF EXISTING CAR PARKING SUPPLY

### 5.1 Physical Numbers

The preceding analyses (as presented in detail in the Draft Traralgon Activity Centre Car Parking Strategy, the Morwell Activity Centre Car Parking Study and the Latrobe Parking Study Peer Review) indicates that the current parking supply in Traralgon and Morwell is adequate to meet the current demands.

In addition, the future floor space predictions indicate that there is sufficient car parking within the Morwell activity centre to accommodate the future parking demands for the next 10 years within the existing supply, without constructing any new spaces within the Morwell activity centre.

The future floor space predictions for Traralgon indicate that new car parking will required to be constructed in Traralgon to meet future demands generated by the increase in floor space.

It is noted that the Gippsland Regional Aquatic Centre is planned to be located at the existing outdoor swimming pool site and surrounds on the west side of Breed Street south of Kay Street. It is envisaged at this stage that the planned Aquatic Centre will be self-sufficient in terms of car parking provision and accordingly will not impact on the existing parking supply within the Traralgon Activity Centre.

### 5.2 Allocation

While the all-day parking supply within the study area (excluding residential frontages) is sufficient to meet the theoretical all-day demands, it appears that in both Traralgon and Morwell, the breakdown of restricted and unrestricted car spaces within the core retail area does not match the demands, in particular, there appears to be an insufficient supply of all-day parking.

This is demonstrated in Traralgon by the occurrence of cars remaining within the core area but being moved so as to comply with time-based restrictions. This remains a challenge for the successful enforcement of short-term parking stock.

It is also demonstrated in Morwell by the apparent overstay in time-restricted car spaces, again with challenges for the enforcement regime.

It is important to consider the purpose of the restrictions. It seems that based on the car parking occupancy data, an increased number of all-day spaces may be warranted in closer proximity to the core retail precinct in both activity centres.

Historically, the core of Traralgon Activity Centre has relied heavily on public parking, with minimal on-site parking provided for staff (with the exception of large sites such as Stockland) and accordingly, public parking needs to continue to accommodate staff as well as customers.

As a general rule, on-site parking in CBD centres for short-term visitors (as currently occurs throughout Morwell) is undesirable (except for large sites such as Stockland) as it is inefficient and does not allow a sharing of the resources to occur. On-street parking on retail frontages needs to be readily available for high turnover, to support a vibrant centre. Off-street parking should therefore accommodate staff so that the on-street parking is freed up for customers to park close to their destination.

Accordingly, it is recommended that Council-controlled off-street carparks should be designated as all-day parking. In particular, the Seymour Street carpark in Traralgon should be all-day parking.

We note that it is not appropriate to solve the all-day parking issue by allowing staff to park in residential areas, and accordingly the unrestricted parking on residential frontages on the streets surrounding the activity centre should not be counted in the activity centre parking supply<sup>8</sup>. However, this is an excellent resource at peak periods, e.g. Christmas trading.

### 5.3 Location

There appears to be sufficient all-day parking within the identified precinct boundaries, however it is not necessarily within the core retail and commercial area where the expectation is for parking facilities.

In part, there may be an unrealistic expectation in regional cities that parking should be available at the door, or within say 50 metres of their destination. However the reality is that parking within 250 metres (approximately 5 minutes' walk) is widely regarded in urban areas as being an acceptable distance to walk, particularly for long-term staff parking.

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<sup>8</sup> It is noted that parking on some residential frontages in Traralgon was surveyed by Cardno as these streets were included as part of the overall Activity Centre boundary identified in the Traralgon Activity Centre Plan prepared by Hansen (June 2010) and associated background documents. However it is important to note that the parking on these residential frontages was excluded from the Activity Centre parking supply for the purposes of analysis (refer to footnote 1 of Table 8, which clarifies that the supply for the purpose of analysis excluded residential frontages).

## 6 CASH IN LIEU

The new Clause 52.06 and Parking Overlay (Clause 45.09) provisions are set up in such a way so as to allow Councils to collect a financial contribution as a way of meeting the car parking requirements that apply to a particular development.

An example of the relevant section of a recent Parking Overlay is reproduced below:

*A schedule to this overlay may allow a responsible authority to collect a financial contribution in accordance with the schedule as a way of meeting the car parking requirements that apply under this overlay or Clause 52.06.*

*A schedule must specify:*

- *The area to which the provisions allowing the collection of financial contributions applies.*
- *The amount of the contribution that may be collected in lieu of each car parking space that is not provided, including any indexation of that amount.*
- *When any contributions must be paid.*
- *The purposes for which the responsible authority must use the funds collected under the schedule. Such purposes must be consistent with the objectives of Section 4 of the Act.*

### 6.1 Traralgon

In Traralgon, cash-in-lieu should be encouraged in preference to on-site customer parking on smaller development sites in particular (excluding large developments such as Stockland and Woolworths), to maintain vibrancy of the centre. Shared public parking resources are more efficient than private parking<sup>9</sup>, and this is demonstrated by surveys which suggest an underutilisation of private parking and a high demand for public parking.

Accordingly, the cash-in-lieu parking rate should take into account the desire to encourage this option for provision of customer parking.

There are a number of factors with implications beyond traffic engineering that should be considered in determining an appropriate cash-in-lieu value.

There is a limit to how much can be charged for parking via a cash-in-lieu scheme without discouraging the development of the activity centre.

It is also important to recognise that it is not intended that the cash-in-lieu amount cover the full cost of providing car parking (land plus construction value).

Council would not need to construct one car space for every space for which cash-in-lieu is paid. Due to the variation in demand over time for various uses, public parking resources are more efficient and can be shared by multiple users. For example, cash-in-lieu contributions might be collected from a retail store with opening hours of 9am till 5pm, and additional cash-in-lieu contributions might be collected from a restaurant

<sup>9</sup>

*Often taking access within a retail precinct will lose on-street spaces and adversely impact on the streetscape.*



which generates parking demands predominantly after 6pm. These two uses can share the same parking spaces.

In determining the cash-in-lieu rate, consideration should also be given to equity between existing and future developments, noting that historically in Traralgon, a substantial proportion of car parking has been provided as public parking.

Of the 4,130 car spaces within the activity centre (excluding the residential frontages and the large Stockland development which is, and should be, self-contained in terms of parking supply), 2,062 spaces are public spaces (either on-street or within public off-street carparks). This corresponds to almost exactly 50% of the existing parking supply being publicly provided.

A similar proportion would be appropriate for future developers, and the cash-in-lieu rate should reflect that historically, the community (via Council) has provided 50% of the parking requirement.

### Example Cash-in-Lieu Rates

A number of other municipalities have Parking Overlays at Clause 45.09 which allow for the collection of cash in lieu of car parking spaces. The following table sets out cash-in-lieu rates which are currently applied in some other regional and metropolitan municipalities.

**Table 11: Example Cash-in-Lieu Rates**

Municipality	Planning Scheme Amendment No.	Cash-in-Lieu Rate
<b>Regional Municipalities</b>		
Greater Shepparton	VC95	\$4,500
South Gippsland	C85	\$0 (1 – 4 spaces) \$4,800 (per space for 5 <sup>th</sup> to 8 <sup>th</sup> space) \$7,200 (per space for 9 <sup>th</sup> to 20 <sup>th</sup> space) \$9,600 (per space for 21 <sup>st</sup> space and above)
Wodonga	VC95	\$5,000
Benalla	C10	\$6,431
Southern Grampians	C25	\$8,000
Moira	C56	\$8,060
Greater Bendigo	C169	\$10,000
Colac-Otway	C72	\$13,000
Surf Coast	C66	\$13,291
<b>Metropolitan Municipalities</b>		
Monash	C25	\$6,000 (Oakleigh) \$11,000 (Glen Waverley)
Wyndham	C151	\$12,500
Casey	C83	\$16,935
Greater Dandenong	VC95	\$19,000

Table 11 indicates that regional municipalities apply rates between \$4,500 and \$13,291 per space, with the average being \$7,385 per space. The metropolitan municipalities apply higher rates, with an average cost of \$13,087 per space, being reflective of higher land costs in metropolitan municipalities compared with regional municipalities.

### Cash-in-Lieu Options

There are several options which can be considered in determining the cash-in-lieu rate, as follows:

- **Cost Penalty:** This option charges an amount in excess of the actual cost of providing parking spaces (i.e. the cost of providing spaces off-site exceeding the cost of providing them within a proposed development), with the intention being to discourage developments which do not meet their parking requirements on-site.
- **Full Cost Recovery:** This option charges an amount equal to the actual cost of providing parking spaces, with the intention being that Council utilise the funds to construct one car space for every space that cash-in-lieu payments are collected, without needing to contribute additional funds.
- **Subsidised Fee:** This option charges an amount less than the actual cost of providing parking spaces, and takes into account efficiencies in public parking resources (with the sharing of public parking meaning Council is unlikely to need to construct one parking space for every space which cash-in-lieu is collected). This also takes into consideration that most parking provided by Council would not be ideal for any particular developer, and would not be restricted for use by customers of the originally contributing developers, but would be in the general area and therefore utilised by shoppers shopping in the general area.

Most of the regional municipalities that have cash-in-lieu parking rates adopt the 'subsidised fee' approach in recognition that shared public parking resources are a valuable asset to the broader community, with the adopted cash-in-lieu rate not being reflective of the full cost of providing a parking space.

### Locations for New All-Day Parking in the Traralgon AC

Three locations are considered to be suitable for further consideration in Traralgon in relation to the potential provision of additional public parking resources in the future (to be funded by future cash-in-lieu contributions) as follows:

- an extra level on the Seymour Street multi-deck carpark (this carpark has been designed to accommodate an additional level in the future),
- a decked carpark in the location of existing car parking adjacent to the Post Office (accessed via Deakin Street and Hotham Street), and
- a decked carpark in the location of existing public car parking behind Ryan's Hotel (accessed via Church Street and Kay Street).

Little needs to be done in terms of design for the Seymour Street carpark as it was originally designed to accommodate another level. This is also in a central location close to high parking demands where minimal staff parking is currently available.

Accordingly, this location is best placed to provide additional parking through collection of cash-in-lieu funds in the short-term.

### Cash-in-Lieu Calculation Formula

The formula for calculating cash-in-lieu contributions is generally:

$$P = (L + C + A) \times (1 - D)$$

Where:

- P – Cost per space (cash-in-lieu rate - \$ per car space)
- L – The market value of land (\$ per m<sup>2</sup> x land area per car space)
- C – The construction cost (\$ per m<sup>2</sup> x land area per car space)
- A – An administration charge (typically 2% of the total cost)
- D – Discount, e.g. 0.3 (30% discount)

Due to existing land constraints in the Traralgon AC, all of the options currently under consideration for delivery of future public parking resources involve construction of decked parking on land already owned by Council. Accordingly, there is no additional 'land' cost component.

However, the construction cost for decked parking is considerably more expensive than at-grade parking.

The Cobram Parking Precinct Plan for example (Moira Shire, 2009) lists the construction cost for at-grade parking at \$2,200 per car space. In comparison, *Rawlinsons Construction Cost Guide 2011* states that the cost to construct multi-level carparks is approximately \$17,000 per space. Notwithstanding, the developer of the Seymour Street carpark has advised that the cost to construct an additional level may be somewhat cheaper than the cost indicated by the Rawlinsons Guide.

It is noted that the Panel reports for both Amendment C10 to the Benalla Planning Scheme and Amendment C56 to the Moira Planning Scheme determine that a 30% 'discount', is a reasonable compromise.

In the case of Traralgon though, historically, approximately 50% of the activity centre's parking supply has been provided as 'public' parking (Council-funded), including on-street and public off-street parking.

### Recommended Cash-in-Lieu Rate

It is recommended that Council adopt the 'subsidised fee' option, providing for a 'discount' in the cost of actually providing a car space. This option is fairer for the development industry taking into account that the space will not be exclusively available for customers of the development which made the cash-in-lieu contribution and will instead be a shared public parking resource some distance away from the development site.

While Benalla and Moira adopted a 30% discount (70% developer-funded), the adopted rates in these municipalities are \$6,431 and \$8,060 respectively, suggesting the actual cost per space would be \$9,187 and \$11,514 respectively (with the in-lieu rates representing 70% of these costs), being significantly lower than the \$17,000 per space for multi-level carparks as indicated by the Rawlinsons Guide.

It is recommended that having regard to the historical 'public' contribution of approximately 50% of the parking supply in the Traralgon activity centre, a discount of 50% be applied to the \$17,000 car space cost, corresponding to a cash-in-lieu contribution rate of \$8,500, or \$8,670 if a 2% administration fee is added.

It is noted that this is above the average of \$7,385 per space for regional centres (as set out in Table 11), is comparable to the rates charged by Southern Grampians Shire and Moira Shire, and is less than the rates charged in Bendigo, Colac-Otway Shire and Surf Coast Shire.

Other factors (beyond the actual cost of providing a space) also require consideration when determining the cash-in-lieu rate, such as the desire to either attract or discourage development in the Traralgon AC for example.

It is noted that the car parking peer review recommended an upper limit of \$5,000 per space, being approximately 30% of the actual cost of providing a space (a 70% discount), with this recommendation based on a desire to encourage and facilitate more intensive development in the Traralgon AC and also encourage the provision of shared public parking resources by making this an attractive option for developers, rather than each development providing all of its parking within private on-site carparks (with the disadvantage of breaking up the streetscape to provide access to the on-site parking).

Taking into account the range of factors discussed above, a cash-in-lieu rate in the range of \$5,000 to \$8,670 is recommended for the Traralgon AC.

## 6.2 Morwell

In Morwell, a cash-in-lieu scheme is not considered appropriate at this time, as the activity centre is already experiencing significant impediments to development, including a declining population, division of the centre by the railway line, high vacancy rates and competing retail facilities at Mid Valley and Traralgon.

## 7 PARKING OUTCOMES

### 7.1 Traralgon

Figure 5 below highlights the area which is recommended to have the ‘Parking Overlay’ applied in Traralgon. The highlighted area incorporates all of the Commercial 1 Zone (C1Z, B1Z, B2Z & B5Z) land to the north of the railway line, as well as the Mixed Use Zone (MUZ) parcel located on the northeast side of the Grey Street/Franklin Street intersection. Land earmarked for the future Gippsland Regional Aquatic Centre<sup>10</sup> (bound by Kay Street, Breed Street, Seymour Street and Mabel Street) is excluded.



Figure 5: Recommended Parking Overlay Boundary – Traralgon

<sup>10</sup> The proposed Regional Aquatic Centre site has been excluded from the area proposed to be covered by the Parking Overlay – Schedule 1, as it is understood that this facility will be self-sufficient in terms of meeting its car parking demands, and accordingly this development can be appropriately dealt with under the existing Clause 52.06 provisions (including any relevant dispensation criteria in the event that a lesser parking demand is justified than the statutory rate). In the event that the Aquatic Centre proposes to provide less car parking than the demand it generates, it would be appropriate to include it in the Parking Overlay so the development can be required to make a cash-in-lieu contribution to make up the shortfall, so as not to adversely impact on the existing public parking supply nearby.



The area identified in Figure 5 should be covered by a 'Parking Overlay – Schedule 1'.

Section 1.0 of the Parking Overlay Schedule 1 will set out the parking objectives, generally as follows:

### 1.0 Parking Objectives to be Achieved

To ensure the appropriate provision of car parking spaces in the Traralgon Activity Centre and maintain a balance between car parking supply and demand in the centre.

To provide for cash-in-lieu payments for car parking provision.

Section 2.0 of the Parking Overlay Schedule 1 will set out the permit requirements, generally as follows:

### 2.0 Permit Requirement

In any permit that authorises or results in the commencement of a new use or the increase in an existing use by the measure specified in Column C of Table 1 in Clause 52.06-5 for that use, the amount of car parking spaces required by the responsible authority must be consistent with the amount specified in the scheme for that use.

A permit cannot be granted to reduce the car parking requirement for the uses specified in part 3.0 of this Schedule unless car parking entitlements or credits exist.

Where car parking credits exist:

- The reduction in the amount of car parking must not be greater than the extent of the credit, and
- The quantum of the credit must be determined having regard to the rates set out in this scheme.

A permit cannot be granted to reduce the car parking requirement.

Section 3.0 of the Parking Overlay Schedule 1 will set out the number of car spaces required, generally as follows:

### 3.0 Number of Car Spaces Required

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: Car parking spaces

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

For all other uses listed in Table 1 of Clause 52.06-5, the number of car parking spaces required for a use is calculated by using 75% of the Rate in Column B of that Table.

Where a use of land is not specified in Table 1 of Clause 52.06-5, before a new use commences or the floor area or site area of an existing use is increased, car parking spaces must be provided to the satisfaction of the responsible authority.

Section 4.0 of the Parking Overlay Schedule 1 will set out the financial contribution requirement, generally as follows:

#### 4.0 Financial Contribution Requirement

A financial contribution in the amount of \$8,670 (plus GST) in respect of each car parking space which is required under this Scheme and which is not provided on the land (but net of car parking credits) must be paid to the responsible authority.

The amount of \$8,670 (plus GST) is to be adjusted annually from 1 July 2015 using the Consumer Price Index (CPI) (all groups) as the index.

The cash contribution must be made before the use or development commences unless a permit condition allows payment instalments under the Section 173 agreement provisions of *the Planning and Environment Act 1987*.

### 7.2 Morwell

Figure 6 below highlights the area which is recommended to have the ‘Parking Overlay’ applied. The highlighted area incorporates all of the Commercial 1 Zone (C1Z, B1Z, B2Z & B5Z) land, Public Use Zone (PUZ2 & PUZ7) and Mixed Use Zone (MUZ) land to the south of the railway line, as well as the Mixed Use Zone (MUZ) land located on the north side of the railway line.

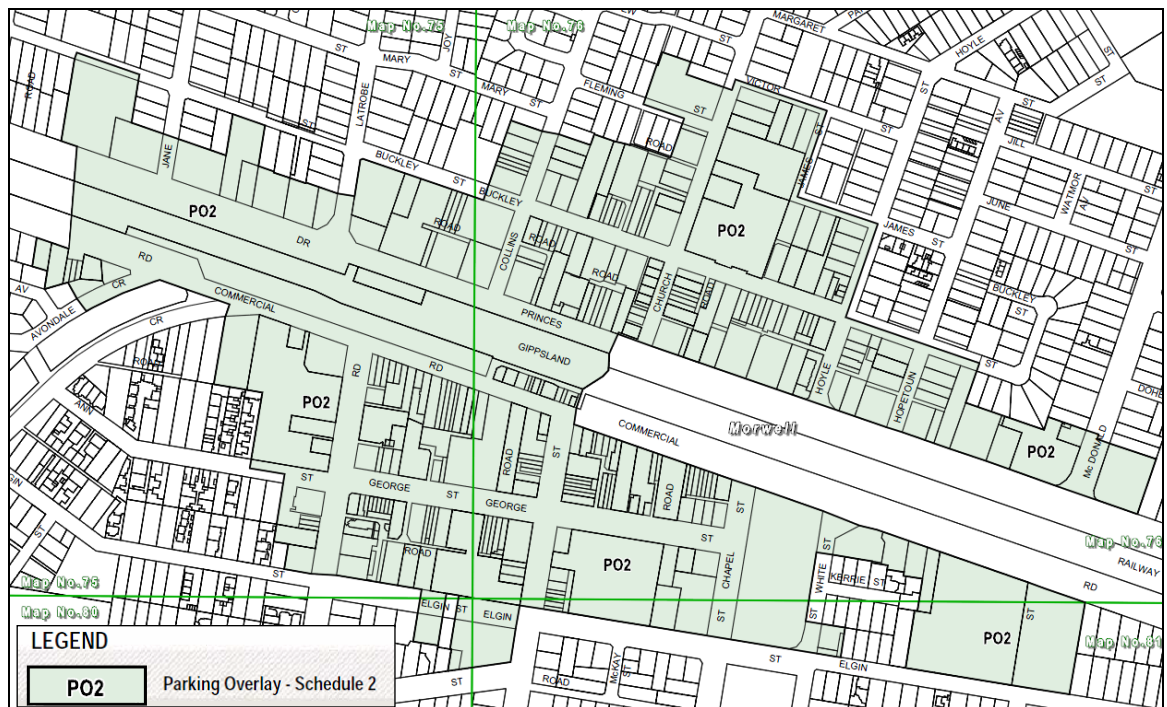


Figure 6: Recommended Parking Overlay Boundary – Morwell

The area identified in Figure 6 should be covered by a 'Parking Overlay – Schedule 2'.

Section 1.0 of the Parking Overlay Schedule 2 will set out the parking objectives, generally as follows:

### 1.0 Parking Objectives to be Achieved

To ensure the appropriate provision of car parking spaces in the Morwell Activity Centre and maintain a balance between car parking supply and demand in the centre.

Section 2.0 of the Parking Overlay Schedule 2 will set out the number of car spaces required, generally as follows:

### 2.0 Number of Car Spaces Required

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: Car parking spaces

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

For all other uses listed in Table 1 of Clause 52.06-5, the number of car parking spaces required for a use is calculated by using 75% of the Rate in Column B of that Table.

Where a use of land is not specified in Table 1 of Clause 52.06-5, before a new use commences or the floor area or site area of an existing use is increased, car parking spaces must be provided to the satisfaction of the responsible authority.

Section 3.0 of the Parking Overlay Schedule 2 will set out the conditions for granting a variation to the car parking requirements, generally as follows

### 3.0 Application Requirements and Decision Guidelines for Permit Applications

A permit may be granted to reduce (including reduce to zero) the number of car parking spaces required under Schedule 2 to the Parking Overlay.

Before granting a permit to reduce the number of spaces below the number required under Schedule 2 to the Parking Overlay, the responsible authority must consider the decision guidelines set out at Clause 52.06-6.

## 8 CONCLUSIONS & RECOMMENDATIONS

The Car Parking Framework Review for Traralgon and Morwell sets out guidelines for providing a consistent approach to varying the parking requirements outlined in Clause 52.06 of the Latrobe Planning Scheme, taking into account existing parking demands, character and economic performance of the activity centres.

Recommendations are as follows:

- A car parking rate of 100% of the 'Column B' rate is recommended for 'Office' use, and a car parking rate of 75% of the 'Column B' rate is recommended for all other uses, in both Traralgon and Morwell.
- In Traralgon, where the parking requirement cannot be met on-site, a financial contribution of between \$5,000 and \$8,670 (plus GST) in respect of each car parking space which is required and which is not provided on the land (but net of car parking credits) should be applied.
- A cash-in-lieu parking scheme is not warranted in Morwell at this time.
- In Morwell, where the parking requirement cannot be met on-site, the responsible authority will consider whether the proposed reduction is appropriate having regard to the relevant Clause 52.06-6 decision guidelines.
- Planning Scheme Amendment documents should be prepared, to introduce Parking Overlays for Traralgon and Morwell to give effect to the recommended parking rates and cash-in-lieu contributions outlined in this car parking framework review.
- Separate to the Planning Scheme Amendment process, the car parking restrictions and enforcement methods should be reviewed in both Traralgon and Morwell with this car parking framework review.