



TraffixGroup

WILLIAMSTOWN ACTIVITY CENTRE PARKING STUDY

PARKING STRATEGY & KEY INITIATIVES REPORT

PREPARED FOR
HOBSONS BAY CITY COUNCIL

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EXECUTIVE SUMMARY

Traffix Group has been engaged by Hobsons Bay City Council to assist with the preparation of a Parking Strategy for the Williamstown Activity Centre, which has been identified as a Major Activity Centre under Melbourne 2030.

The centre comprises two distinct areas. The Douglas Parade/Ferguson Street Precinct is the main retail and commercial area, providing essential services including a supermarket, post office and banks to the local community. The Nelson Place Precinct is characterised by restaurants, cafés and retail shops, catering for many tourists and local residents attracted to the area. A monthly Sunday market is held at Commonwealth Reserve.

Scope of Report

This report reviews the existing relevant policies for the Williamstown Activity Centre and identifies a series of potential initiatives to improve parking conditions within the centre. These relate to the provision and management of parking within the centre in addition to sustainable transport initiatives to reduce the demand for parking and encourage alternative transport modes. The report also reviews initiatives being implemented by other Councils which may be suitable for Hobsons Bay City Council within this centre.

This report identifies the key issues to be addressed in this centre and recommends a series of potential initiatives to improve parking conditions as short-term, medium-term and long-term measures.

This report provides the basis for a Parking Strategy to be prepared for the Williamstown Activity Centre in line with the expectations of the new Clause 52.06 (Car Parking), when adopted in the Planning Scheme. Clause 52.06 of the Planning Scheme sets out the parking requirements for a new use (new development) or a change of use (within existing development). A permit is required under this clause to waive or reduce the requirement, which is assessed against a series of decision guidelines set out in this clause.

The Advisory Committee Review Report for the Review of Parking Provisions in the Victoria Planning Provisions (i.e. Clause 52.06) is currently before the Minister and it is expected that changes to Clause 52.06 will come into effect in the coming months. The review aims to address deficiencies in the existing Clause 52.06, with respect to:

- updating parking requirements more in line with actual demands (i.e. make the requirements more realistic),
- introduction of a Parking Overlay and specific rates to apply to identified Activity Centres,
- streamlining of contribution plans for parking and transport improvements in lieu of on-site parking provision,
- introduction of an “assess and reduce demand approach” to car parking to assist in meeting broader sustainable transport objectives and broadening of the purpose of Clause 52.06 to include sustainable transport policy objectives.

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It is expected that strategy may ultimately form of an Integrated Transport Plan, as envisaged by the Advisory Committee Report, which may incorporate the sustainable transport and access elements developed through the Structure Planning process for this centre.

The key tasks undertaken in this study have included:

- Review of existing policies (e.g. Clause 22.05 of the Planning Scheme and associated supporting documents) and identification of existing deficiencies, particularly with regard to the direction provided by the Advisory Committee Report for the draft Clause 52.06.
- Data collection to update available information and to support parking strategy document.
- Development of parking initiatives/projects to improve the supply and management of parking, and mechanisms for seeking contributions under the new Clause 52.06.

Data Collection

The data collection phase of this study is reported separately within the document titled *Williamstown Activity Centre Parking Study, Data Summary Report (September, 2008)*. This report includes information on the existing parking supply and restrictions, parking occupancy survey results, bicycle and motorcycle parking demands, public transport availability, and relevant demographic data (including residential car ownership and journey to work travel data).

A series of car parking occupancy surveys were undertaken in the Williamstown Activity Centre and surrounds as part of this study. The surveys were undertaken on:

- Friday, 30th May, 2008 10am to 3pm and 6pm to 9pm, and
- Saturday, 31st May, 2008 10am to 3pm and 6pm to 9pm.

The surveys were undertaken at hourly intervals and were undertaken to correspond with the typical peak times of demands for the Williamstown Activity Centre. It is acknowledged that higher demands are likely to be experienced during the peak summer months as a result of increased tourist activity within the foreshore area and Nelson Place Precinct.

Development of Key Initiatives

The following summarises a series of potential initiatives to improve parking conditions in the centre.

1. Managing Parking Demands

In our assessment, the key initiatives in parking management need to:

- effectively manage parking demands within the main activity areas, by encouraging staff parking on the periphery of the centre and freeing up the more proximate spaces for customer parking,
- balance competing demands in nearby residential streets, recognising residential requirements for on-street parking as well as potential amenity impacts at sensitive times (i.e. late evenings, etc), and
- assess the adequacy of car parking in high activity areas, including seasonal variations and peak tourist times.

1.1. Carparking Restrictions

Carparking restrictions within the centre and nearby side streets are generally appropriate, with the exception of those nominated below.

The restrictions generally seek to balance competing demands between residential and non-residential uses in this area, recognising that some overflow parking into residential streets immediately adjacent to the activity centre is generally acceptable provided that any potential late-night amenity impacts are appropriately managed.

There are some streets outside of the study area that are effectively courts (e.g. Richard Street), where overflow parking should generally be discouraged due the potential congestion impacts of this parking.

1.2. Hobsons Bay Parking Resident Permit Scheme

A review of this scheme is warranted as is not in keeping with current practice across metropolitan Melbourne and has a number of elements which will be increasingly problematic in dealing with the introduction of new residential developments (apartment style development, shop-top housing, etc) within this activity centre, which can be expected as the centre develops in line with its Major Activity Centre status under Melbourne 2030. This is particularly with respect to the allocation of permits to dwellings, in terms of:

- the number of permits issued based on type and location of dwellings (e.g. is it appropriate to limit numbers and/or restrict access to permits for certain types of dwellings (e.g. shop top housing)?)

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- the allocation of permits to new residential developments (is it appropriate to enable new residential developments to have access to resident permits, given parking resources are often finite in residential streets?)
- the location of permissible parking (is it appropriate to allow permits to be used to park along commercial frontages?).

This review should be considered in the short to medium term.

1.3. Hobsons Bay Parking Ticket Machine Permit Scheme

An issue which may need to be considered in relation to the Ticket Machine Permits is the equity of permitting free parking in the key commercial areas (e.g. Nelson Place along commercial frontages in particular) and additional difficulties that this creates with enforcement of time restrictions (i.e. enforcement requires vehicles displaying permits to be marked rather than simply identifying that a displayed ticket has expired which increases the staffing resources required and decreases the effectiveness of the time restrictions (particularly as they are 3P)).

This is relevant as the Hobsons Bay Activity Centres Strategy (March, 2006) identifies that the majority to people visiting the Nelson Place Precinct are visitors/tourists from areas outside of Hobsons Bay. In contrast, our observations indicate the majority of parking spaces in these areas are occupied by cars displaying Hobsons Bay Ticket Permit. This suggests that local staff and other local visitors are occupying most of the premium spaces along the commercial frontages.

Whilst free parking can still be made available to residents and staff (one per business as per the existing scheme), in our view, it would be more beneficial from the centre's perspective if these spaces were not the most proximate, premium spaces to the main activity area, but rather the spaces on the periphery or within the foreshore areas (or foreshore side of the road) which would be generally known to staff and locals.

This review should be considered in the short to medium term.

1.4. Nelson Place

Parking is generally unrestricted after 5pm (P ticket 5-10pm) along Nelson Place, which means that vehicles can park here from 2pm onwards (enabling long-term parking by staff in the evenings).

It is recommended that Council review the restrictions with the view of extending the 3P times to 10pm (i.e. enabling someone to arrive just after 7pm and stay for greater than 3 hours. This is particularly relevant to the key commercial frontages within this precinct. This would generally discourage staff from parking in these premium locations.

This proposal should be considered in the short-term.

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1.5. Council Carpark to rear of Town Hall

Due to changes to the use of this building by Council in recent times this parking area is significantly underutilised as the spaces are designated for Council use during the daytime. It is recommended that Council review its requirements for these spaces, with the view to enabling this area to be used for staff or customer parking.

This proposal should be considered in the short to immediate term.

1.6. Cox's Garden Carpark

Council pays a lease on this property and provides unrestricted parking free of charge, which is mainly used by nearby traders. The lease, until recent times, was funded by a special charge scheme over 25 years. This carpark contains 91 spaces, of which, 52 spaces are unrestricted parking spaces mainly used by traders. The balance is 2P, which is suitable for customers.

It was recommended that Council introduce a fee for long-term parking in this area (for which Hobsons Bay Ticket Permit Holders should not be exempt) to recover the cost of leasing this parking. The traders generally opposed this proposal stating that they did not support the introduction of any parking fees in the Douglas Parade/Ferguson Street precinct, which caters for regular shopping trips of the local community and preferred that area be made a short-term carpark for customers. In this case, traders would need to be displaced to other long-term parking areas (including areas of new parking).

Accordingly, the proposal is to introduce short-term (2P) parking restrictions within this carpark during normal business (9am-5pm, Mon-Fri and 9am-12 noon Sat). This carpark would be available for longer-term parking outside of these times.

This proposal should be considered in the medium-term in line with the Lyons Street proposal to increase long-term parking resources within this centre.

1.7. Kanowna Street and Nelson Place Parking

Council should work with Tenix to encourage staff to use the staff carpark provided. The low level of use of this carpark is highlighted by the parking surveys and high utilisation of nearby spaces on abutting local roads, including Kanowna Street and Nelson Place.

This proposal should be considered in the medium-term in line with a possible Green Travel Plan for this site.

2. Parking Provision

The study has shown that there are areas and times when the Williamstown Activity Centre experiences high parking demands, such that parking in the main activity areas of Nelson Place and Ferguson Street is over 90% occupied (i.e. effectively fully occupied).

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This has implications on the operation of existing businesses as well as the ability of the area to accommodate new development or for existing businesses to expand.

Parking within this area will need to be addressed on a centre-based approach in line with the generally accepted approach to parking provision and management within Activity Centres. This recognises that it may not be possible or appropriate to provide all of the parking requirements on-site and that parking is more effectively provided on a consolidated basis, which enables the most efficient use of resources and parking can be shared by uses with varying times of demand.

It is recommended that with the introduction of the new Clause 52.06 (which is expected to come into effect in the coming months) that Council adopt the approach of applying a Parking Overlay to the Williamstown Activity Centre. This will provide specific rates to apply to identified Activity Centres and will assist with streamlining the introduction of reduced rates and contribution plans for parking and transport improvements in these areas.

It will be necessary to identify a package of parking provision and other transport infrastructure improvements (since Clause 52.06 will now also include sustainable transport policy objectives). In our assessment, it is appropriate to identify a number of key projects for which contributions can be sought.

In terms of major improvements to the provision of parking, we consider that this is likely to be achievable within this centre via:

- joint ventures with existing land owners/developers on larger sites to provide publically available parking (e.g. additional parking level) funded by Council via developer contributions, parking revenue and/or other appropriate funding schemes. This recognises that there are financial constraints in achieving any open space carparks due to land costs and development potential of land within the various precincts,
- consolidation of existing parking resources where feasible to improve the parking layout and parking yield,
- greater utilisation of on-road areas through the introduction of angle parking as this provides additional parking resources in a cost effective manner, and
- require developments to provide parking at the reduced Activity Centre rates where feasible on-site, or alternatively contribute to the provision of parking off-site or to support sustainable transport initiatives for the identified projects.

2.1. James Street – Angle Parking (additional 12 spaces)

This proposal is of significant benefit and represents a cost effective way of achieving additional parking resources in what is a wide residential street, directly abutting the activity centre.

Many other streets have been similarly treated to provide angle parking on one or both sides.

Abutting property owners would continue to receive the benefit of short-term 2P restrictions at all-times, which provides protection from potential amenity impacts in the evenings.

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The main benefit to this centre from the additional parking resources will be during the daytime, when parking demands in Ferguson Street are at peak.

This proposal should be considered in the short to immediate term.

2.2. Lyons Street West Side of Road (abutting reserve)

Lyons Street is located within 200m walking distance from the intersection of Ferguson Street and Douglas Parade (further spaces within 400m) and accordingly, provides suitable parking for staff. The road reserve provides an opportunity to increase parking supply in the area by providing angle parking on the western side of this street.

This proposal should be considered in the short to medium term.

2.3. Coles Carpark / Gasometer Site (Stevedore Street)

We consider that the following additional sites be considered as a joint venture (e.g. facilitate additional public parking above any development's requirements) or as other projects to provide additional parking resources for the centre. The sites offer the greatest potential to increase parking resources in this centre in the longer-term and were strongly supported through the consultation with the traders' representatives.

This parking would need to be funded by Council via developer contributions, parking revenue and/or other appropriate funding schemes which could be partly implemented via the Parking Overlay provisions of Clause 52.06 of the Planning Scheme.

Both of these sites are well located.

The Gasometer Site provides an opportunity to consolidate existing Council and other private parking resources (i.e. Coles Carpark) and could be accessed via an extension of Bath Place.

There is also the potential to provide decked parking on the Coles Carpark site.

This provides the opportunity to provide effective pedestrian linkages between Douglas Parade and Ferguson Street to significant parking resources.

These proposals would generally need to be developed in conjunction with the further development of this land and accordingly, need to be considered as long-term projects for this reason.

2.4. Suitable waterfront developments

Given that land along this area is required to be used for marine related purposes, it may be possible to use appropriately developed parking resources in this area for public parking in the evenings, when parking in Nelson Place is in greatest demand.

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These proposals may need to be developed in conjunction with the further development of this land and accordingly, may need to be considered as long-term projects for this reason. There are however, some open area sites where changes to security arrangements may enable the existing at-grade parking areas to be utilised by staff by agreement.

2.5. Cole Street and others

Need to formalise 90 degree parking on gravel areas to maximise yield as vehicles currently park inefficiently in some areas. Other streets that could benefit from formalised car spaces include Thompson Street, Ann Street and Pasco Street.

This proposal should be considered in the short to medium term.

3. Sustainable Transport Initiatives

3.1. Green Travel Plan Requirements

The key initiatives which should be explored include:

- Travel Plan requirements for new developments similar to the scheme introduced in Darebin. Encourage larger employers (e.g. Tenix) to prepare 'Green Travel Plans'.
- Require the bicycle parking requirements under Clause 52.34 of the Planning Scheme to be met in new developments, including additional end-of-trip facilities in cases where a dispensation of car parking is sought (e.g. showers and change rooms).
- Home delivery service for shops lead by main supermarket – which could be trialled similar to Preston Market Home Delivery Trial in Darebin.

3.2. Pedestrian Improvements

The key initiatives which should be explored include:

- Coles Carpark area - Improve vehicle and pedestrian accessibility along Bath Place. Limited footpaths are currently provided along Bath Place.
- Kanowna Street - Improve lighting along Kanowna Street (lighting provided on west side only, where majority of parking is available on the east side).

3.3. Bicycle Usage

Williamstown is particularly conducive to cycling as a mode of transport and as a recreational/lifestyle pursuit as the area is relatively flat and is well serviced by on-road and off-road bicycle facilities.

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The key initiatives which should be explored include:

- Review the suitability of the type of bicycle parking currently used, which can be done in consultation with the Hobsons Bay Bicycle User Group (HBBUG) who would be able to provide local feedback as to whether cyclists use the rails provided or whether standard rails would be more appropriate.
- There is a lack of bicycle parking facilities provided around Nelson Place precinct, particularly near Commonwealth Reserve, which is a popular destination for recreational cyclists.
- Provide additional bicycle facilities at the Community Centre on Thompson Street.
- Encourage the implementation of secure bicycle parking facilities (i.e. storage lockers, as opposed to rails) at Railway Stations within area (in particular Williamstown and Williamstown North).

3.4. Public Transport Usage

The key initiatives which should be explored include:

- Improved pedestrian connections between Activity Centre and railway stations, including footpaths, directional signage, lighting, etc.
- Need for improved public transport to include higher frequencies, improved routes and improved safety (previous recommendation of Williamstown Transport Strategy).

Many of the above projects would need to be further developed to be included in the Parking Overlay for Clause 52.06 of the Planning Scheme, whilst others should be implemented by Council in the short-term as funding becomes available.

Parking Strategy and Key Initiatives Report

Williamstown Activity Centre: Parking Study

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1. INTRODUCTION

Traffix Group has been engaged by Hobsons Bay City Council to assist with the preparation of a Parking Strategy for the Williamstown Activity Centre. Williamstown Activity Centre is located in the south-east corner of the City of Hobsons Bay, and is identified as a Major Activity Centre under Melbourne 2030.

2. SCOPE OF REPORT

The following report reviews the existing relevant policies for the Williamstown Activity Centre and identifies a series of key initiatives to improve parking conditions within the centre. These relate to the provision and management of parking within the centre in addition to sustainable transport initiatives to reduce the demand for parking and encourage alternative transport modes. This report also reviews initiatives being implemented by other Councils which may be suitable for Hobsons Bay City Council within this centre.

The report identifies the key issues to be addressed in this centre and recommends a series of potential initiatives to improve parking conditions as short-term, medium-term and long-term measures.

This report provides the basis for a Parking Strategy to be prepared for the Williamstown Activity Centre in line with the expectations of the new Clause 52.06 (Car Parking) when adopted in the Planning Scheme. Clause 52.06 of the Planning Scheme sets out the parking requirements for a new use (new development) or a change of use (within existing development).

The key tasks undertaken in this study have included:

- review of existing policies (e.g. Clause 22.05 of the Planning Scheme and associated supporting documents) and identification of existing deficiencies, particularly with regard to the direction provided by the *Advisory Committee Report (August, 2007)* for the draft Clause 52.06,
- data collection to update available information and to support parking strategy document, and
- development of parking initiatives/projects to improve the supply and management of parking, and mechanisms for seeking contributions under the new Clause 52.06.

3. DATA COLLECTION

The data collection phase of this study is reported separately within the document titled *Williamstown Activity Centre Parking Study, Data Summary Report (September, 2008)*. This report includes information on:

- o existing parking supply and restrictions,
- o parking occupancy survey results,
- o bicycle and motorcycle parking demands,
- o public transport availability, and
- o relevant demographic data, including residential car ownership and journey to work travel data sourced from the ABS 2006 Census.

A series of car parking occupancy surveys were undertaken in the Williamstown Activity Centre and surrounds as part of this study. The surveys were undertaken on:

- o Friday, 30th May, 2008 10am to 3pm and 6pm to 9pm, and
- o Saturday, 31st May, 2008 10am to 3pm and 6pm to 9pm.

The surveys were undertaken at hourly intervals and were undertaken to correspond with the typical peak times of demands for the Williamstown Activity Centre. It is acknowledged that higher demands are likely to be experienced during the peak summer months as a result of increased tourist activity within the foreshore area and Nelson Place Precinct.

4. CONSULTATION

A project steering group was established to oversee this study, comprising Council officers from various departments and traders' representatives. This group met several times over the course of the project.

A briefing session on the *Review of Relevant Strategies and Key Initiatives Report (September, 2009)* was also held with the Williamstown Chamber of Commerce, Traffic and Parking Sub-committee in October, 2008. The purpose of this meeting was to discuss the potential initiatives to improve parking conditions within this centre which were identified by the study in this report.

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The general feedback provided by the traders' group was as follows:

- the traders stressed the importance of providing additional parking resources to support existing and expanding business within the centre,
- general concerns expressed about the personal safety of staff parking in some areas in the evening and the need for well lit and proximate parking to be available, particularly at night-time,
- strong support for Council to establish an alliance with the owners of the Coles carpark to develop additional parking resources in the form of a multi-level carpark, with preference for this parking to be available for all-day parking by traders thereby freeing up the Cox's Garden carpark for short-term parking for customers as well as other more proximate areas to the retail shopping strip,
- Council should form an alliance with the owners of the Royal Yacht Club of Victoria (adjacent to the police station) to provide additional parking resources on this site, which could be used as long-term parking for staff within the Nelson Place precinct, freeing up on-street spaces in the most proximate parking areas for customers at these peak times,
- Council should investigate the potential to use the outdoor recreation areas of the two schools (Williamstown Primary School and St Mary's Catholic School) in the nearby area on weekends and school holiday periods for staff or customer parking for the centre,
- Council needs to consider any additional parking demands that may be generated by any potential redevelopment of the Townhall and library so as to minimise impacts on existing uses and the surrounding area,
- the traders do not support the introduction of any additional pay parking areas within the centre, particularly in the Douglas Parade/Ferguson precinct which caters for regular shopping trips of the local community, and consider that the parking machines should be kept to the Nelson Place precinct for people "who are visiting the area not those who reside in the area",
- prefer the introduction of 2P restrictions in the Cox's Garden Carpark, provided that alternative long-term parking is provided for traders in appropriate locations,
- generally oppose changes to the time restrictions along Nelson Place (aimed to discourage long-term staff parking in the most proximate car spaces along the commercial frontages on Nelson Place) unless alternative, safe long-term parking is provided,
- traders do not support the introduction of parking fees for resident permits, or parking charges.

This feedback assisted to refine the proposals and where appropriate, this feedback has been incorporated within the recommendations set out in this report.

5. WILLIAMSTOWN ACTIVITY CENTRE

Williamstown Activity Centre is located in the south-east corner of the City of Hobsons Bay, and is identified as a Major Activity Centre under Melbourne 2030.

A locality plan of the study area is shown in Figure 1, which identifies the two main commercial areas within the centre.

The Douglas Parade/Ferguson Street retail and commercial area provides Williamstown residents with essential services including a supermarket, post office and banks. The Ferguson Street section of this area also includes numerous restaurants/café's. Williamstown Town Hall and library are also located in Ferguson Street, to the west of Douglas Parade.

The Nelson Place commercial area is characterised by restaurants, café's and retail shops. This precinct attracts many visitors to the area. Commonwealth Reserve is located between Nelson Place and Hobsons Bay and provides an area adjacent to the commercial area of Nelson Place to relax. A Sunday market is held within Commonwealth Reserve once a month.

Williamstown includes several recreational and tourist areas and commercial or retail attractions. Significant park and open space is located within the Point Gellibrand area, in the south-east of the Williamstown area, including the Point Gellibrand Coastal Heritage Park with its historic Timeball Tower and flagstaff, Fort Gellibrand military reserve, Williamstown Cricket Ground and Williamstown Lawn Tennis Club.

To the north of Nelson Place, several industrial sites are located on the waterfront. These sites include the Tenix Defence Pty Ltd site, which manufactures ships for the defence force and Mobil at the north-eastern end of Point Gellibrand. Other industrial sites are located between Nelson Place and Hanmer Street, east of Ann Street.

The Williamstown railway line divides Williamstown in half, with three stations located within the Williamstown area. North Williamstown Railway Station is located to the north of the intersection of Kororoit Creek Road, Ferguson Street, Champion Road and Victoria Street. From North Williamstown Railway Station, the railway line travels on a curvilinear line to Williamstown Beach Railway Station, located between Forster Street/Pasco Street and Garden Street along Railway Place and Railway Crescent, adjacent to Williamstown Hospital. Williamstown Railway Station is the end of the Williamstown railway line, located east of Thompson Street at Ann Street and Railway Terrace/Morris Street.

The study area includes a total of **2,857** car spaces. Approximately 2,440 of these spaces are provided on-street with the remaining 417 car spaces provided in off-street car parks. The off-street carparks are generally located within the vicinity of Douglas Parade, Ferguson Street, The Strand and Nelson Place.

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The area generally operates as two separate precincts:

- **Douglas Parade/Ferguson Street Precinct (1,332 spaces)**, where the majority of parking is short-term (1-2 hour parking restrictions),
- **Nelson Place Precinct (1,525 spaces)**, where parking is generally medium-term (3-4 hour parking restrictions).

The local streets within the study area are generally subject to short-term restrictions, for which resident permit holders are exempt.

Pay ticket parking applies to on-street parking along Nelson Place and adjacent off-street foreshore carparks. The charges are currently \$2.50 per hour, up to a maximum of \$7.50 per day in locations and at times when all-day parking is permitted. Residents of Hobsons Bay displaying a resident sticker on their vehicle are exempt from paying the parking fee, however, are required to comply with the applicable time restrictions.

A detailed inventory of parking capacities and restrictions is contained within the supplementary document titled *Williamstown Activity Centre Parking Study, Data Summary Report (September, 2008)*, which was completed as part of this study.

Figure 2 below shows the land-use zoning for the Williamstown Activity Centre and surrounding area under the Hobsons Bay Planning Scheme.

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Williamstown Activity Centre: Parking Study

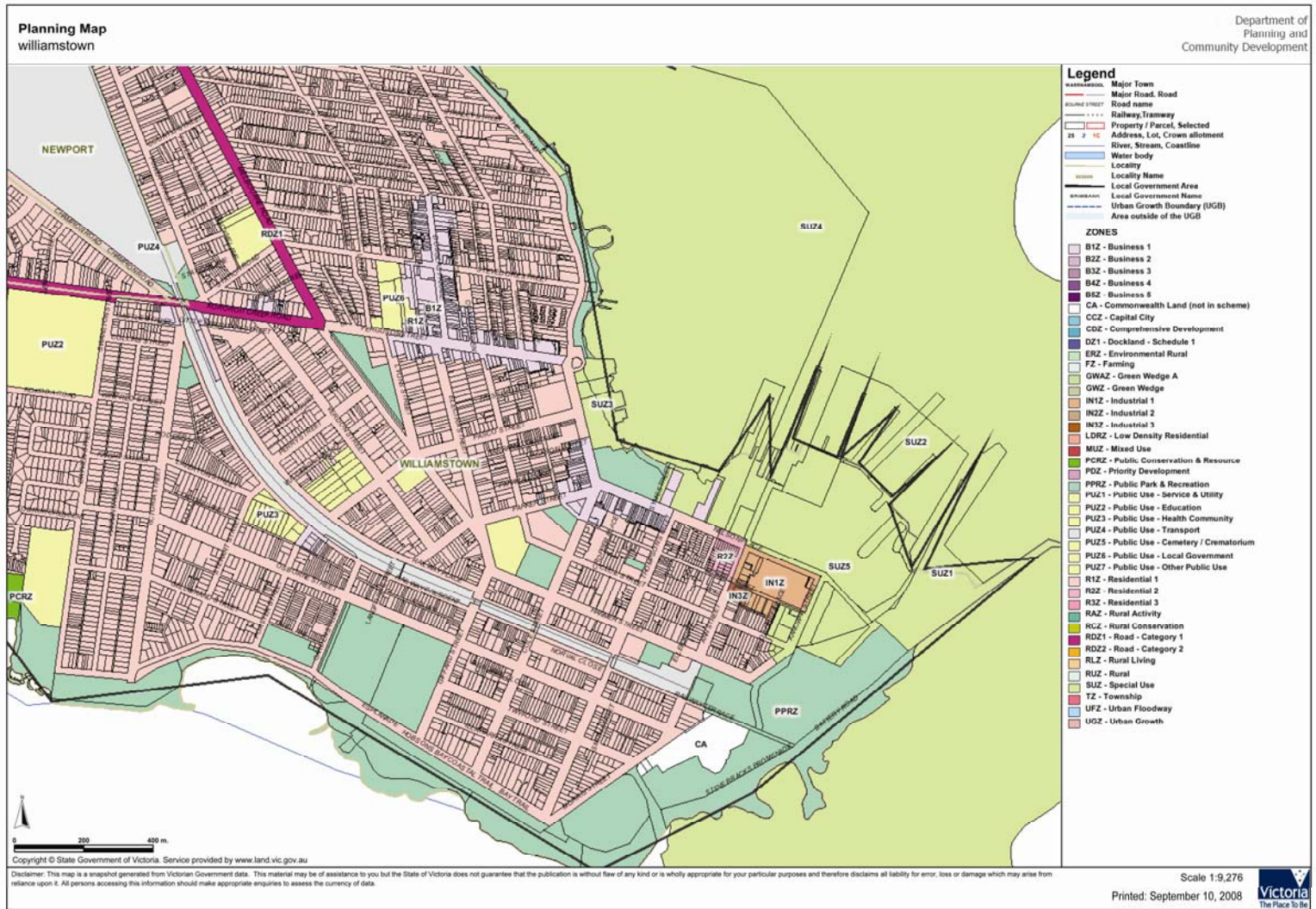


Figure 2. Land-use Zoning

6. REVIEW OF RELEVANT STRATEGIES

6.1. STATE GOVERNMENT STRATEGIES

6.1.1. Melbourne 2030

Melbourne 2030 identifies Williamstown Activity Centre as a Major Activity Centre.

Melbourne 2030 proposes to integrate land-use and transport policies around activity centres to create a balanced and workable city. The Activity Centres implementation plan aims to concentrate a mix of uses in activity centres to reduce reliance on private motoring and encourage a higher use of more sustainable transport modes such as walking, cycling and public transport.

Travel demand management initiatives are being implemented to support the Victorian Government's **20/2020** goal to increase public transport's share of motorised travel from 9 per cent to 20 per cent by the year 2020. Some initiatives have particular application to activity centres, including Green Travel Plans such as TravelSMART Communities and Work.

Travel demand management and behavioural change will be important tools in achieving this goal, but these changes will not occur without intervention to deter the use of the private car.

One such disincentive to use the private car is parking management, whereby the level of parking provision is purposely limited to encourage staff of commercial developments, and residents, to consider other travel modes. This has other benefits such as reduced traffic generation/congestion, increased health and reduced environmental impacts associated with private car use.

Alternative modes of transport need to be competitive with the single-occupant motor vehicle. It is also important to recognise that the associated cost of travel is a significant contributing factor in mode choice.

These travel demand initiatives are supported by the implementation plan for Integrated Transport in Melbourne 2030, which sets out actions to encourage sustainable travel. These include the development of a Travel Demand Action Plan and support for organisational and site-specific Green Travel Plans for major employment generators.

The implications for Williamstown Activity Centre include an expectation of an increased concentration of development within this Major Activity Centre, including mixed use development comprising commercial (retail, office, etc) and medium/higher density residential development within the boundary of the centre and its periphery. This can be expected to place increasing pressure on parking resources as new development will not necessarily be able to

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accommodate all of its demand on-site (as is the case with many existing uses) and will rely on a centre-based approach to parking provision which is supported by the relevant policies. This will require a review of the current and future provision and management of parking resources within the centre.

6.1.2. Review of Clause 52.06

The Advisory Committee Review Report (August, 2007) for the *Review of Parking Provisions in the Victoria Planning Provisions* (i.e. Clause 52.06) is currently before the Minister and it is expected that changes to Clause 52.06 will come into effect in the coming months.

This document seeks to address a number of deficiencies in relation to the existing Clause 52.06, particularly with respect to:

- Updating parking requirements more in line with empirical rates (i.e. actual demands). This will provide more realistic rates and reduce the need for developments requiring a permit for parking dispensation. It will also assist with issues associated with the community's perception/expectations for parking dispensation levels which is often a significant issue with dispensation for retail uses as the current rates are unnecessarily high.
- The introduction of a Parking Overlay and specific rates to apply to identified Activity Centres will assist with streamlining the introduction of reduced rates (provided they are in line with the parking table) and contribution plans for parking and transport improvements in these areas.
- Introduction of an "assess and reduce demand approach" to car parking to assist in meeting broader sustainable transport objectives and broadening of the purpose of Clause 52.06 to include sustainable transport policy objectives.

Under the new Clause 52.06, a Parking Overlay at Clause 45.08 of the Planning Scheme will be used to:

- specify objectives, local car and bicycle parking rates, provisions and decision guidelines for a particular precinct,
- include a requirement for a cash-in-lieu contribution,
- include other requirements such as the design and layout of car spaces.

The Parking Overlay will be used to activate the Activity Centre rates contained in the car parking table of Clause 52.06. The Parking Overlay will be the primary tool for the introduction of cash-in-lieu requirements.

The Advisory Committee Review Report states that cash-in-lieu contributions for car parking cannot be sought unless they are:

- a specific requirement under a Parking Overlay,

Parking Strategy and Key Initiatives Report

- supported by an approved Development Contribution Plan,
- made under a mutually acceptable Section 173 agreement,
- paid for wholly by the applicant or paid for by the applicant and the remaining cost is to be met by a public authority,
- a specific requirement of a Referral Authority, or
- a specific requirement of another part of the Planning Scheme.

Significantly, it is appropriate to identify a package of parking provision initiatives in addition to other transport infrastructure improvements as the new Clause 52.06 also includes sustainable transport policy objectives in line with the “assess and reduce demand” approach to parking provision within activity centres.

The review goes on to say that *“it is not necessary to have completed a structure plan in order to justify a cash-in-lieu scheme. The strategic justification for cash-in-lieu payment (in the absence of a structure plan) should be based on whether there are appropriate opportunities to deliver the shared car parking. There is no need for a council to have committed to a specific scheme provided there is a reasonable prospect of providing shared car parking.”* However, it is necessary that any scheme meets the tests of need, equity, accountability and nexus.

In the case of Williamstown Activity Centre, the main scope to increase parking resources within this centre is within the larger privately owned development sites, where it may be feasible for Council to enter into a joint venture to provide additional parking resources (e.g. additional parking level), which would need to be funded by Council via developer contributions, parking revenue and/or other appropriate funding schemes.

The provision of additional on-street parking resources is typically a cost effective means of increasing parking resources. However, within this centre there is limited opportunity to provide additional on-street resources, with the exception of a limited number of locations, as angle parking is already extensively used within this centre.

There will also be opportunities to improve and actively support travel by staff and customers via other modes (cycling, walking and public transport) and to discourage car-based travel to the centre which can be implemented by Council through this scheme.

6.2. RELEVANT COUNCIL STRATEGIES

There are a number of relevant Council strategies and policies for the Williamstown Area. These are identified in the table below.

Table 1. Relevant Council Studies

Study	Date
Hobsons Bay Integrated Transport Study (Parsons Brinckerhoff)	December, 2006
Hobsons Bay Activity Centres Strategy – Williamstown Central (Peter Tesdorpf & Associates, Charter Keck Cramer, Virginia Kneebone & Associates)	March, 2006
Clause 22.05: Williamstown Commercial Area – Car Parking Policy	January, 2006
Williamstown Transport Strategy – Final Report (Traffix Group)	December, 2005
Hobsons Bay Strategic Bicycle Plan (Traffix Group)	March, 2003
HBCC. Review of Carparking in Williamstown	March, 2002
Parking in Williamstown: A Carparking Strategy for the Commercial Centre	March, 2000
Williamstown: A vision for the Shopping Centre – Issues and Directions Paper	July, 1999
Williamstown Carparking Strategy – Immediate Improvements Study (Andrew O'Brien & Associates)	November, 1996
Williamstown Parking Study – Final Report (Andrew O'Brien & Associates)	March, 1994

The brief summary of the relevant recommendations of these strategies to this study are contained within Appendix A to this report.

6.3. HOBSONS BAY PARKING PERMIT SCHEMES

The Hobsons Bay Parking Permit Scheme was reviewed in 1997. Under the current scheme, the following permits are available:

Resident Parking Permits

Residents living in time restricted streets are issued with a resident permit. These permits give the permit holder the same privileges as the Ticket Machine Permit (below) as well as exempt them from the time restrictions in the street printed on the permit.

This permit does not exempt permit holders from the time restrictions in any other time restricted street.

Residents are permitted to park along commercial frontages along the street named on their permit (i.e. if residing in Nelson Place, a resident could leave their vehicle along a commercial frontage in Nelson Place).

This is in contrast to policies applied by other municipalities, which would prohibit the use of permits along non-residential (i.e. commercial) frontages.

A recommendation of this report is that Council review its Resident Parking Permit Scheme with respect to the allocation of permits to dwellings (in terms of the numbers of permits, type and location of dwellings and allocation of permits to new developments) and the location of permissible parking (i.e. along commercial frontages).

In our assessment, the existing Resident Parking Permit Scheme is not in keeping with current practice across metropolitan Melbourne and has a number of elements which will be increasingly problematic in dealing with the introduction of new residential developments (apartment style development, shop-top housing, etc) within this activity centre, which can be expected as the centre develops in line with its Major Activity Centre status under Melbourne 2030.

These are similar issues faced by many municipalities which need to make adjustments to their parking policies in line with changing development patterns so as to protect the availability of parking for existing residential and commercial uses in these areas. This recognises that it is important that new residential development provides adequate parking resources on-site to meet expected demands in line with a development's location with an Activity Centre and potential to reduce reliance on car-based travel, but not to undermine this objective by unnecessarily allowing access to supplementary preferential on-street parking either along commercial or residential frontages in nearby streets.

Ticket Machine Permits

Hobsons Bay City Council issues free permits to all Hobsons Bay residents to enable them to park for free in the ticket machine areas along Nelson Place and the Esplanade in Williamstown. The time limits still apply.

Residents are eligible for a permit for each vehicle registered at their address.

Businesses are eligible for one Ticket Machine Permit only, issued to a business address and must be allocated to a nominated vehicle.

The above permits do not allow the holder to park vehicles on footpaths, naturestrips or in No Stopping areas, Loading Zones, etc.

In the review of the parking permit schemes within Hobsons Bay, an issue which may need to be considered in relation to the Ticket Machine Permits is the equity of permitting free parking in the key commercial areas (e.g. Nelson Place along commercial frontages in particular) and additional difficulties that this creates with enforcement of time restrictions (i.e. enforcement requires vehicles displaying permits to be marked rather than simply identifying that a displayed ticket has expired which increases the staffing resources required and decreases the effectiveness of the time restrictions (particularly as they are 3P)).

6.4. REVIEW OF POSSIBLE INITIATIVES TO ENCOURAGE SUSTAINABLE TRAVEL CHOICES

This section summarises our review of existing policies developed by other Councils. A number of other Council's have developed various sustainable transport initiatives as they relate to new developments.

This includes policies addressing issues of Green Travel Plans, bicycle parking provisions (further to the Clause 52.34 requirements), parking dispensation and contributions parking and other transport infrastructure (i.e. bicycle (including end of trip facilities), pedestrian accessibility improvements).

We have sourced information from these Councils with the aim of reviewing the success or otherwise implementing these policies. The focus of this review is to identify initiatives that are both practical, provide a transport/parking benefit to the proposed land-uses or community and can reasonably be included/required of a development with the framework of the Planning Scheme.

The results of our investigations are summarised as follows.

6.4.1. Green Travel Plans

Darebin City Council has been actively implementing Travel Plan requirements as part of new planning applications. Council has established *Travel Plan – Guidelines for Planning Permit Applicants* which sets out the objectives and benefits of Travel Plans, situations where a Travel Plan will be required to support a planning permit application (or required as a permit condition), the required content of the plan as well as implementation and monitoring of the plan. A copy of the guidelines is attached at Appendix B.

Key features of this initiative include:

- o *Travel Plan – Guidelines for Planning Permit Applicants*, includes a series of Microsoft Word templates to assist developers or business owners with the preparation of Travel Plans.

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- Darebin requires a Travel Plan in developments comprising:
 - 20 or more residential units, or
 - an office component of 500m² or more, or
 - an industrial component of 1,000m² or more, or
 - a retail premises of 1,000m² or more, or
 - where a dispensation of parking is required and needs to be justified.

In practice, it would seem that Darebin requires a Travel Plan to be prepared in most circumstances where a dispensation of parking is sought.

Council requires these plans to be monitored annually, with a report submitted to Council.

Darebin has been actively implementing this strategy for approximately 18 months and accordingly, is now in the process of undertaking annual reviews of the various Travel Plans. Council has prepared a series of templates for residential, commercial (workplace) and bar/restaurant travel plans which assist developers/business owners, etc to efficiently develop a travel plan that is appropriate for the size and type of development (source: www.darebin.vic.gov.au/Page/page.asp?Page_Id=5223&h=0#BM13435).

Council is also in preparing templates for the annual monitoring of the plans to streamline this process.

- Initiatives included in the Travel Plans aim to improve and encourage sustainable transport options as modes of choice. The initiatives aim to encourage residents and workers to reduce their car use in favour of alternatives such as public transport, walking, cycling and carpooling.
- Some of the initiatives include:
 - Promote Darebin's Going Places program – this can reward residents for travelling sustainably (brochures available from Council).
 - Green Travel Display Boards displaying public transport maps, timetables, etc (information/copies available from TravelSMART & Metlink) and display of Darebin Local Access Map, showing public transport and cycling routes to site location (available from Council).
 - Participation and encouraging cycling and walking programs.
 - Provision of end-of-trip cycling facilities (bicycle parking, showers and change rooms, storage lockers and bicycle repair kits).
 - Encourage carpooling (consider priority parking for car pooling vehicles, etc).

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- Others may include innovative car sharing initiatives that may be available (e.g. commercial car sharing schemes that are available in the inner areas).

Other sustainable transport initiatives implemented by Darebin City Council include:

- New residents kit

Darebin sends new residents a kit of information on services on offer throughout the municipality. The kit includes a comprehensive transport map that encompasses walking, cycling and public transport information, trails and paths.

- Preston Market Home Delivery Trial

This initiative was supported by TravelSMART and the DSE. Darebin Council initiative ran between March and May 2005 to ascertain the effects of this service in reducing the car usage of market shoppers and to demonstrate to Market Management and the participants that it is an achievable and worthwhile service to offer. A description of the project and results are provided in the information sheet attached at Appendix C.

A similar scheme may be appropriate for Williamstown to encourage non-motorised trips to the centre and to cater for those captive to public transport.

Port Phillip City Council has proposed a new *Sustainable Transport Policy and Parking Rates* for new developments, which aims at ensuring that there is adequate parking in the city, while also promoting non-car transport options. This policy has not been formerly adopted by Council and is not included in the Planning Scheme, however, has been released for public comment.

The identified aims of the policy are:

- to optimise use of public space, by ensuring new developments have enough off-street parking spaces for their needs – without over-supply,
- create opportunities for more affordable and flexible housing, and
- increase the use of non-car transport such as walking, cycling and public transport.

The intent of the policy is to apply reduced car parking ratios to residential and office developments in a limited number of areas, which are expected to include parts of St Kilda, St Kilda Road, South Melbourne, Albert Park and a small area of Port Melbourne (i.e. within the activity centre areas).

The policy includes 'standard rates' which are reduced from the current Clause 52.06 requirements and further 'reduced rates' which may apply for residential, office and retail land uses in areas which are well serviced by public transport, have access to local employment generators and retail and other services.

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The application of a reduced parking rate would be considered by Council on a case by case basis. The suggested conditions in the policy in which the 'reduced' car parking rates would apply are:

- *In locations with access to fixed rail public transport, close to local shopping (full line supermarket/s) and subject to on-street parking restrictions,*
- *New residential dwellings will also need to be 'small' (in the order of 60sqm for 1 bedroom dwellings) and provide motor scooter/motorbike parking on site,*
- *To obtain a lower limit 'reduced' parking rate, additional conditions would need to be satisfied such as: participation in car share scheme or other similar initiatives, be located within a mixed use development or in an employment precinct, other contributions to sustainable transport infrastructure or services, or other initiatives to reduce usage and/or ownership of motor vehicles, and*
- *Continuing with long-standing practice, occupants of new developments will not be entitled to resident or visitor parking permits.*

The scheme proposes to apply the sustainable transport rates as follows:

Sustainable transport rates in residential developments	Sustainable transport rates in office developments
<p>Council has identified the following series of mandatory conditions with which to consider application of an 'upper limit' sustainable (reduced) rate for residential land uses include:</p> <ul style="list-style-type: none"> • <i>Within or no more than 200 metres walk to the edge of an Activity Centre (defined by business zoning),</i> • <i>No more than 200 metres to fixed rail public transport,</i> • <i>Strict control of on-street parking in surrounding streets,</i> • <i>Not eligible to participate in Council's parking permit scheme,</i> • <i>Provision of motor scooter / motorbike parking on site,</i> • <i>Small dwellings only, and</i> • <i>In the order of 400 metres to a full line (over 1,500 sqm) supermarket.</i> <p>Additional conditions (requirements) with which to consider application of a 'lower limit' sustainable (reduced) rate for residential land uses include:</p> <ul style="list-style-type: none"> • <i>Participation in car share scheme or other similar initiatives,</i> • <i>Be located within a mixed use development or in an employment precinct,</i> • <i>Other contributions to sustainable transport infrastructure or services,</i> • <i>Other initiatives to reduce usage and/or ownership of motor vehicles.</i> 	<p>Mandatory conditions with which to consider application of a sustainable (reduced) rate for office land uses include:</p> <ul style="list-style-type: none"> • <i>Within an Activity Centre (defined by business zoning)</i> • <i>No more than 200 metres to fixed rail public transport</i> • <i>Strict control of on-street parking in surrounding streets</i> • <i>Provision of motor scooter / motorbike parking on site</i> • <i>Provide the full bicycle and amenities provision as required under Clause 52.34</i> <p>Additional conditions (requirements) with which to consider application of a 'lower limit' sustainable (reduced) rate for office land uses include:</p> <ul style="list-style-type: none"> • <i>Total supply of car parking is pooled or shared (section 173 agreement), i.e. mixed-use development</i> • <i>Subsidised public transport</i> • <i>Exceed bicycle and amenities provision as required under Clause 52.34</i> • <i>Upgrade bus/tram/train stops/approaches or other works to facilitate public transport usage directly applicable to the site</i> • <i>Participation in car share scheme or other similar initiatives</i> • <i>Other initiatives to reduce usage of motor vehicles</i>

Other sustainable transport initiatives implemented by Port Phillip City Council include:

- o Port Phillip Community Bus

Council also provides a free community bus service which operates Monday to Friday and provides a neighbourhood bus service linking community centres, libraries and other community facilities, health centres and shopping areas.

- o Car Sharing Schemes

As detailed below, Council supports two commercial car sharing schemes in the municipality. This support is provided through the allocation of spaces on-street as well as Council staff using these schemes for work trips through the day (i.e. replacing fleet cars).

6.4.2. Car Sharing Schemes

A number of inner-metropolitan Councils support commercial 'car sharing' schemes. Councils support these schemes by allocating on-street spaces throughout the municipality for the purposes of accommodating 'car share' cars. The main two schemes supported by Council's are **Flexicar** (www.flexicar.com.au) and **Go Get Car Share** (www.goget.com.au).

The objective of these schemes is to give members access to cars on-demand for rent by the hour or by the day. The rental cost covers all expenses, including petrol, insurance, cleaning, registration, and maintenance.

Car sharing is a new concept in personal transport. It involves members of car sharing organisations having access to a fleet of shared cars as an alternative to owning their own car. Members pay each time they use a shared car. Cars can be booked for trips as short as one hour.

These schemes are particularly cost effective for people who drive less than 15,000km per year. It gives them access to a car when required, however, eliminates the cost of owning, maintaining and parking a car. Members are required to pay a small joining fee and fully refundable deposit and pay for the use of the car on an hourly or daily basis, each time they use a shared car. Members book a car online or by phone.

The cars are parked at various locations around the community close to where members live or work. The car is parked in its dedicated bay, where it is left at the end of a trip. Access to shared car is via a smart card which unlocks doors and logs user time and kilometres.

These schemes are supported by the Cities of Melbourne, Yarra, Port Phillip, Darebin and Moreland, which have allocated numerous on-street spaces to these schemes. Other municipalities are also considering these schemes.

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The following provides examples of how Councils are involved in these schemes:

- **Port Phillip City Council** became involved in the scheme as an initiative of Council's Parking Plan, Towards 2010 (adopted 2000). This plan sought to investigate alternatives transport choices for the local community and explore the possibility of introducing car hire schemes for neighbourhoods. Council's website indicates that 9 on-street spaces have been allocated for car share spaces, in addition to some off-street spaces in Council carparks. Council supports two companies offering car-share in the municipality, including Flexicar providing 11 cars and GoGet providing 3 cars.
- **Yarra City Council** supports car sharing schemes because it offers the potential to reduce parking demand on Council streets. One car-sharing car can replace many privately-owned vehicles. Some Yarra residents only own cars for occasional or weekend use. These cars often sit idle much of the week taking up precious, on-street car spaces that neighbours or visitors might otherwise use.

Other reasons Council supports car sharing include to reduce driving and car dependence, to promote the sharing of scarce resources and to make non car-owning lifestyles more viable in Yarra by reducing the cost of access to cars for those who only need to use one infrequently.

Yarra is also promoting car sharing by assisting its own officers to use car sharing cars for work travel. It is hoped that this will help council reduce Council's car fleet and costs as well as helping to make car sharing more viable and available to more people in the Yarra community.

Yarra is supporting car sharing by making permanent, on-street car parking spaces available to car sharing organisations. Yarra City Council supports two companies offering car-share in the municipality, including Flexicar providing 16 cars and GoGet providing 3 cars.

Following a recent presentation by Flexicar to the Metropolitan Transport Forum (MTF), the MTF distributed a letter to members indicating that:

"That the MTF give in principle support to the concept of car sharing as a form of sustainable transport, and encourage member councils to explore the opportunity where possible."

A copy of the letter distributed to members, which provides an explanation of the rationale behind the motion is attached at Appendix D. The following benefits of car sharing schemes were recognised by the forum:

Environmental: Car share users tend to use other means of transport and generate less emissions per capita, thus contributing to reduced greenhouse gases and improved air quality and street amenity.

Reduced car use: One car share vehicle typically replaces 6-10 privately owned vehicles. A City of Melbourne survey of car share users reported increased use of public transport and reduced car ownership by members of car share schemes.

Cost saving: It is cheaper to car share if doing less than 10,000km per year.

The car share companies typically consider the following criteria in assessing the suitability of locations for car sharing:

- high population density,
- low car ownership,
- mix of activities including students, residential and business,
- internet at home, and
- good public transport network which can provide for most trips so car share is for occasional use only.

Typically, the viability of schemes relies on mixed use areas with both business and residential activities. The main users tend to be:

- single people with no car,
- families with one car who occasionally need a second, and
- businesses for use during weekdays.

At the present time, the car share schemes are operating in the city and municipalities on the eastern side of the city. The car share companies are presently exploring opportunities in western municipalities, including the City of Maribyrnong.

The suitability of the Williamstown Activity Centre, as the obvious choice for the location of this scheme in the City of Hobsons Bay, needs to be considered in terms of the viability by the available operators.

6.4.3. Resident Parking Permit Schemes

We have reviewed the Resident Parking Permit Scheme policies of a number of inner metropolitan Councils.

This review indicates that many inner city Councils do not allow new residential developments to have access to Resident Permit Schemes, including (but not limited to):

- Port Phillip

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- Darebin
- Yarra
- Moonee Valley
- Bayside

In most cases, dwellings constructed after a certain date (as specified in Council's policy) are not eligible for resident (or visitor) parking permits to exempt them from the time restrictions in place in their street or local area. This is typically included as a 'permit note' on a planning permit, which enables purchasers to be made aware of this limitation since a planning permit would be included in a Contract Of Sale.

The majority of Councils also do allow parking permits to be used along non-residential frontages and only apply to green signs (i.e. generally permissible parking areas and exclude red signs, such as Taxi Zones, Loading or Bus Zones, No Stopping, , etc). This avoids the situation where residents would be permitted to park along commercial frontages for durations longer than permitted by the parking sign, which would limit the ability for customers to use these short-term spaces.

A number of Councils also limit the number of permits which can be issued in areas of high congestion, or depending on the number of off-street spaces that a resident has on-site. Some also have a sliding scale of fees such that the cost of second or third permit is considerably higher than the first, so as to discourage high car ownership, particularly in areas which are well served by public transport or where parking is at a premium (i.e. the number of permits issued significantly exceeds the number of spaces available).

The following provides examples of Parking Permit Schemes:

- Darebin City Council

Permits may only be used along residential frontages within the designated area and do not allow the holder an exemption to park in Off Street Car Parks, Clearways, No Stopping Areas, Disabled Persons' Parking Areas, Bus Stops, Taxi Ranks, No Parking Areas, Loading Zones, etc. Permit fees are set at \$20.00 for the first permit and \$30.00 for the second permit. The number of permits for which each residence (household) is eligible, if they own their own car and have no off street parking, varies such that:

- Zone A which incorporates all the shop-top residences along defined shopping precincts are eligible for a maximum of one permanently affixed permit.
- Zone B which covers areas with significant parking congestion are eligible for a maximum of 2 permits (which can be any combination of visitor or resident permits).

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- Households with access to off-street parking or who do not own a car are entitled to one less permit.

- Yarra City Council

Permits may only be used along residential frontages within the designated area and do not allow the holder an exemption to park in areas where the time restrictions are under 1 hour, in ticket machine or parking meter areas (unless specified), or areas where red signs apply. Up to 3 permits may be issued, including 1 visitor permit. Permit fees are set at \$25 for the first permit, \$55 for the second permit and \$85 for the third. Business permits are also available in some circumstances.

- Bayside City Council

Residents have the following options:

- Option 1 - Three free resident parking permits. Additional resident parking permits can be purchased for a fee of \$90 per permit per annum. No visitor parking permits are available under Option 1.
- Option 2 - Two free resident parking permits, plus one visitor parking permit for an annual fee of \$30. Additional resident parking permits can be purchased for a fee of \$90 per permit per annum. Only one visitor parking permit per household will be issued.

The following are not permitted to participate in the scheme:

- properties located in commercial and industrial areas,
- shop top dwellings, and
- multi unit development properties (where the number of residential dwellings increase on a property on or after 1 July 2007).

Ratepayers receive Beach Parking Authority permits free of charge in their rates notices (two per household). Residents can obtain additional Beach Parking Authority permits if the household has more than two vehicles.

7. RECOMMENDED INITIATIVES FOR WILLIAMSTOWN ACTIVITY CENTRE

Having reviewed the available information and undertaken various parking surveys and investigations, we consider that the key issues to be addressed and potential initiatives in this strategy to improve parking conditions as short-term, medium-term and long-term measures are as follows.

7.1. MANAGING PARKING DEMANDS

The data collection phase of this study is reported separately within the document titled *Williamstown Activity Centre Parking Study, Data Summary Report (September, 2008)*. This report indicates that streets within the main activity areas in each precinct experienced high parking demands at the critical times.

In particular, the surveys show that there are areas and times when the Williamstown Activity Centre experiences high parking demands, such that parking in the main activity areas of Nelson Place and Ferguson Street is over 90% occupied (i.e. effectively fully occupied). The results are summarised in the following table.

In our assessment, the key initiatives in parking management need to aim to:

- effectively manage parking demands within the main activity areas, by encouraging staff parking on the periphery of the centre and freeing up the more proximate spaces for customer parking,
- balance competing demands in nearby residential streets, recognising residential requirements for on-street parking as well as potential amenity impacts at sensitive times (i.e. late evenings, etc), and
- assessing the adequacy of car parking in high activity areas, including seasonal variations and peak tourist times.

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Table 2. Key Parking Survey Results

Douglas Parade/Ferguson Street Precinct	Nelson Place Precinct
<p><i>Description of key activities:</i></p> <ul style="list-style-type: none"> This precinct is the main retail and commercial area, comprising essential services including supermarket, post office and banks. The Ferguson Street section of this area also includes numerous restaurants. Williamstown Town Hall and library are also located in Ferguson Street, to the west of Douglas Parade. 	<p><i>Description of key activities:</i></p> <ul style="list-style-type: none"> This precinct is characterised by restaurants, cafés and retail shops and attracts many visitors to the area. Commonwealth Reserve is located between Nelson Place and Hobsons Bay and provides an area adjacent to the commercial area of Nelson Place to relax. A Sunday market is held within Commonwealth Reserve once a month.
<p><i>Key survey results:</i></p> <ul style="list-style-type: none"> The Friday overall peak occupancy (65%) occurred at 12 noon (overall peak time for surveys), The Friday night time peak parking occupancy (40%) occurred at 6pm, The Saturday overall peak parking occupancy (64%) occurred at 11am, and The Saturday night time peak parking occupancy (39%) occurred at 7pm. <p>Streets and carparks that experienced particularly high demands included:</p> <ul style="list-style-type: none"> Ferguson Street (particularly during the day), Cox's Garden Carpark (particularly during the day), Douglas Parade (particularly during the day), Cecil Street, between Ferguson Street and Pasco Street (daytime only), and Stevadore Street, in proximity of Douglas Parade (daytime only). 	<p><i>Key survey results:</i></p> <ul style="list-style-type: none"> The Friday overall peak occupancy (50%) occurred at 1pm, The Friday night time peak parking occupancy (48%) occurred at 8pm, The Saturday overall peak parking occupancy (55%) occurred at 1pm, and The Saturday night time peak parking occupancy (62%) occurred at 8pm (overall peak time for surveys). <p>Streets and carparks that experienced particularly high demands included:</p> <ul style="list-style-type: none"> Nelson Place, between Pasco Street and Thompson Street (particularly during the evenings), Anne Street (particularly during the day, parking associated with Tenix operations), Parker Street, between Cole Street and Aitken Street, Cole Street, between Cecil Street and Nelson Place, and Thompson Street, between Cecil Street and Nelson Place. <p>The Tenix Staff Carpark was observed to be no greater than approximately 60% occupied during the survey periods.</p>

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Douglas Parade/Ferguson Street Precinct

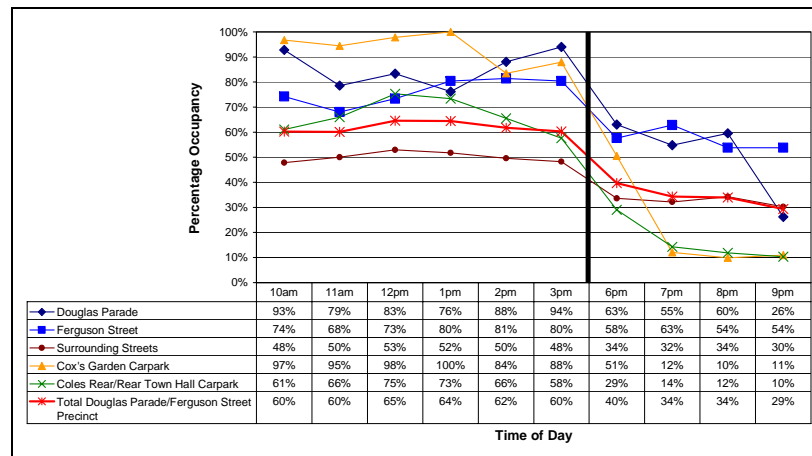


Figure 3. Douglas Parade/Ferguson Street Precinct Friday (30 May 08)

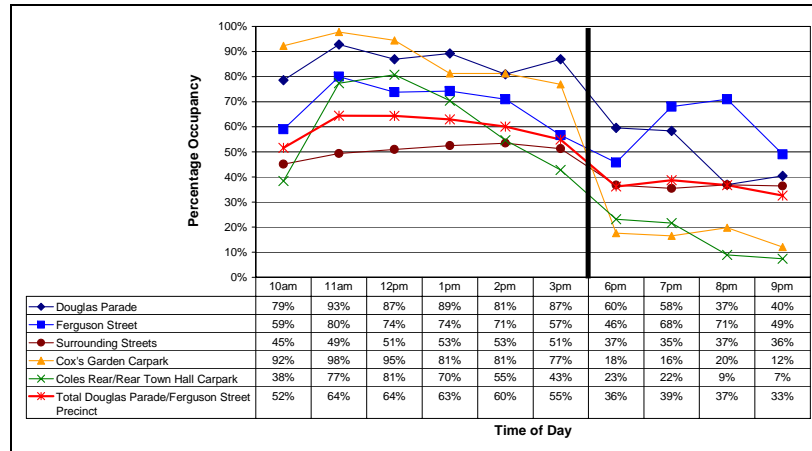


Figure 4. Douglas Parade/Ferguson Street Precinct Saturday (31 May 08)

Nelson Place Precinct

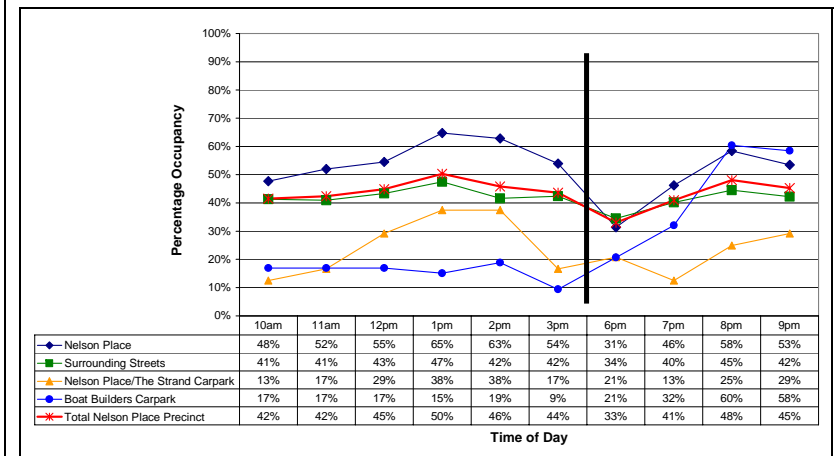


Figure 5. Nelson Place Precinct Friday (30 May 08)

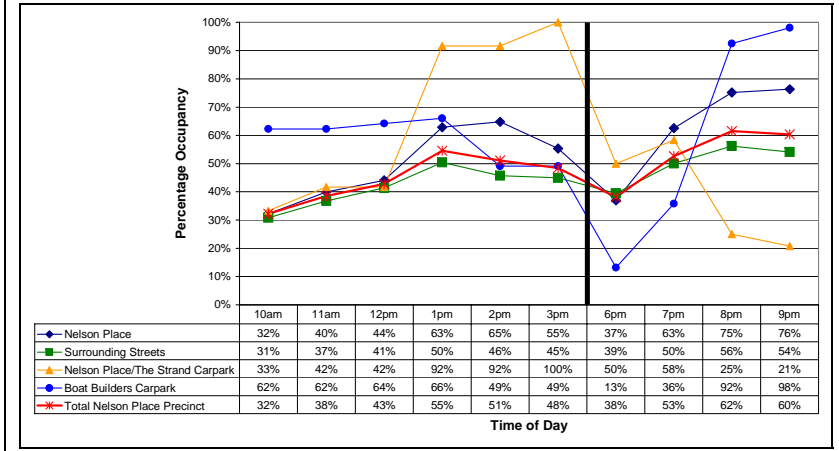


Figure 6. Nelson Place Precinct Saturday (31 May 08)

7.1.1. Recommended Initiatives – Managing Parking Demands

1. Carparking Restrictions

- Carparking restrictions within the centre and nearby side streets are generally appropriate, with the exception of those nominated below.
- The restrictions generally seek to balance competing demands between residential and non-residential uses in this area, recognising that some overflow parking into residential streets immediately adjacent to the activity centre is generally acceptable provided that any potential late-night amenity impacts are appropriately managed.

There are some streets outside of the study area that are effectively courts (e.g. Richard Street), where overflow parking should generally be discouraged due to the potential congestion impacts of this parking.

2. Hobsons Bay Resident Parking Permit Scheme

- It is recommended that Council review its Resident Parking Permit Scheme, which was last reviewed in 1997.

In our assessment, the existing Resident Parking Permit Scheme is not in keeping with current practice across metropolitan Melbourne and has a number of elements which will be increasingly problematic in dealing with the introduction of new residential developments (apartment style development, shop-top housing, etc) within this activity centre, which can be expected as the centre develops in line with its Major Activity Centre status under Melbourne 2030.

As noted previously, these are similar issues faced by many municipalities which need to make adjustments to their parking policies in line with changing development patterns so as to protect the availability of parking for existing residential and commercial uses in these areas. In particular, this recognises that it is important that new residential development provides adequate parking resources on-site to meet expected demands in line with a development's location with an Activity Centre and potential to reduce reliance on car-based travel, but not to undermine this objective by unnecessarily allowing access to supplementary preferential on-street parking either along commercial or residential frontages in nearby streets.

- This review is required with respect to the allocation of permits to dwellings, in terms of:
 - the allocation of permits to new residential developments (is it appropriate to enable new residential developments to have access to resident permits, given that parking resources are often finite in residential streets?),
 - the numbers of permits issued based on type and location of dwellings (is it appropriate to limit numbers as other Councils do? Is it appropriate to restrict access to permits for certain types of dwellings(e.g. shop top housing)?), and

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- the location of permissible parking (is it appropriate to allow permits to be used to park along commercial frontages?).

3. Hobsons Bay Ticket Machine Parking Permit Scheme

- An issue which may need to be considered in relation to the Ticket Machine Permits is the equity of permitting free parking in the key commercial areas (e.g. Nelson Place along commercial frontages in particular) and additional difficulties that this creates with enforcement of time restrictions (i.e. enforcement requires vehicles displaying permits to be marked rather than simply identifying that a displayed ticket has expired which increases the staffing resources required and decreases the effectiveness of the time restrictions (particularly as they are 3P)).
- This is relevant as the Hobsons Bay Activity Centres Strategy (March, 2006) identifies that 76% of visitors to this part of the centre visit a café or restaurant and 67% of visitors to this area reside outside of Hobsons Bay. That is, most people visiting this precinct are visitors/tourists from other areas, whilst our field observations indicate that between 60 and 90% of the spaces in these areas are occupied by cars displaying Hobsons Bay Ticket Permit. This suggests that local staff and other local visitors are occupying most of the premium spaces at times. This has the impact of limiting the availability of convenient parking to external visitors (tourists, etc) who are more likely to be dissuaded from visiting the area again if they found parking to be especially problematic on their first visit in comparison to local residents who would be more familiar with the area and know where the best alternative locations to park are.
- Whilst free parking can still be made available to residents and staff (one per business as per the existing scheme), in our view, it would be more beneficial from the centre's perspective if these spaces were not the most proximate, premium spaces to the main activity area, but rather the spaces on the periphery or within the foreshore areas (or foreshore side of the road) which would be generally known to staff and locals.

4. Nelson Place

- Parking is generally unrestricted after 5pm (P ticket 5-10pm) along Nelson Place, which means that vehicles can park here from 2pm onwards (which enables long-term parking by staff in the evenings).
- It is recommended that Council review the restrictions with the view of extending the 3P times to 10pm (i.e. enabling someone to arrive just after 7pm and stay for greater than 3 hours). This is particularly relevant to the key commercial frontages within this precinct. This would generally discourage staff from parking in these premium locations.

It is acknowledged that the traders consider this proposal would only be suitable if alternative, safe long-term parking was made available in reasonable proximity to the centre so as to minimise any personal security concerns for staff who may be returning to their vehicles alone late at night after work.

5. Kanowna Street and Nelson Place Parking

- Parking along Nelson Place near Tenix provides 'P Ticket' areas. These spaces have a high rate of occupancy (over 80%) from Hobsons Bay Ticket Permit Holders, who are most likely Tenix staff who live within Hobsons Bay. Staff park in these locations in preference to parking in the Tenix Carpark.
- The low level of use of the Tenix carpark is highlighted by the parking surveys and high utilisation of nearby spaces on abutting local roads, including Kanowna Street.
- This practice should be reviewed as ideally Tenix staff should be encouraged to park within the Tenix carpark where possible.

6. Council Carpark to rear of Town Hall

- Due to changes to the use of this building by Council in recent times this parking area is significantly underutilised as the spaces are designated for Council use during the daytime. It is recommended that Council review its requirements for these spaces, with the view to enabling this area to be used for staff or customer parking.

7. Cox's Garden Carpark

- Council pays a lease on this property and provides unrestricted parking free of charge, which is mainly used by nearby traders. The lease, until recent times, was funded by a special charge scheme over 25 years. There are 91 spaces within this carpark, of which, 52 provide for unrestricted parking and the balance provide for 2P parking which is suitable for customers.
- It was recommended that Council introduce a fee for long-term parking in this area (for which Hobsons Bay Ticket Permit Holders should not be exempt) to recover the cost of leasing this parking. The traders generally opposed this proposal stating that they did not support the introduction of any parking fees in the Douglas Parade/Ferguson Street precinct, which caters for regular shopping trips of the local community.
- The objective of this proposal was to discourage long-term parking in this area and assist in recovering the on-going cost of providing this parking from those traders who were prepared to pay for parking in this convenient location, thereby leaving the 2P spaces available free of charge for customers. We understand that the traders prefer that this parking be made a short-term carpark for customers. In this case, traders would need to be displaced to other long-term parking areas (including areas of new parking).
- Accordingly, the proposal is to introduce short-term (2P) parking restrictions within this carpark during normal business (9am-5pm, Mon-Fri and 9am-12 noon Sat). This carpark would be available for longer-term parking outside of these times.

7.2. PARKING PROVISION

The study has shown that there are areas and times when the centre experiences high parking demands, such that parking in the main activity areas of Nelson Place and Ferguson Street is over 90% occupied (i.e. effectively fully occupied).

This has implications on the operation of existing businesses as well as the ability of the area to accommodate new development or for existing businesses to expand.

Parking within this area will need to be addressed on a centre-based approach in line with the generally accepted approach to parking provision and management within Activity Centres. This recognises that it may not be possible or appropriate to provide all of the parking requirements on-site and that parking is more effectively provided on a consolidated basis, which enables the most efficient use of resources and parking can be shared by uses with varying times of demand.

It is recommended that with the introduction of the new Clause 52.06 (which is expected to come into effect in the coming months) that Council adopt the approach of applying a Parking Overlay to the Williamstown Activity Centre. This will provide specific rates to apply to identified Activity Centres and will assist with streamlining the introduction of reduced rates and contribution plans for parking and transport improvements in these areas.

It will be necessary to identify a package of parking provision and other transport infrastructure improvements (since Clause 52.06 will now also include sustainable transport policy objectives).

In our assessment, it is appropriate to identify a number of key projects for which contributions can be sought.

In terms of major improvements to the provision of parking, we consider that this is likely to be achievable within this centre via:

- joint ventures with existing land owners/developers on larger sites to provide publically available parking (e.g. additional parking level) funded by Council via developer contributions, parking revenue and/or other appropriate funding schemes. This recognises that there are financial constraints in achieving any open space carparks due to land costs and development potential of land within the various precincts,
- consolidation of existing parking resources where feasible to improve the parking layout and parking yield,
- greater utilisation of on-road areas through the introduction of angle parking as this provides additional parking resources in a cost effective manner, and
- require developments to provide parking at the reduced Activity Centre rates where feasible on-site, or alternatively contribute to the provision of parking off-site or to support sustainable transport initiatives for the identified projects.

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A number of projects to increase the yield of parking have been previously identified by Council in various studies as summarised previously in Table 3.1 at Appendix A.

Of those projects that have not been completed, we have reviewed these proposals and have classified these into projects that we consider are:

- worth pursuing,
- not feasible, or
- provide some benefit.

Our assessment for the relevant proposals is summarised in the following.

1. Previously identified projects worth pursuing

- James Street

A previous proposal has been developed for James Street to introduce angle parking on the western side of this road. This would increase the number of spaces in this street by 12 (51 to 63 spaces).

Parking in James Street is restricted to 2P (all times).

This proposal was previously not supported by local residents, however, 2P restrictions did not apply to both sides of the road at that time.

In our view, this proposal is of significant benefit for this centre and represents a cost effective way of achieving additional parking resources in what is a wide residential street, directly abutting the activity centre.

Many other streets have been similarly treated to provide angle parking on one or both sides and accordingly, this proposal is appropriate and consistent with the parking management practices of within this centre.



Figure 7. James Street

We consider that Council should proceed with this proposal in consultation with abutting property owners, who would continue to receive the benefit of short-term restrictions at all-times, which provides protection from potential amenity impacts in the evenings.

The main benefit to this centre from the additional parking resources in James Street will be during the daytime, when parking demands in Ferguson Street are at peak.

- **Lyons Street West Side of Road (abutting reserve)**

Lyons Street is located within 200m walking distance from the intersection of Ferguson Street and Douglas Parade (further spaces within 400m) and accordingly, provides suitable parking for staff.

The road reserve provides an opportunity to increase parking supply in the area by providing indented angle parking on the western side of this street. This parking is located within the road reserve and does not impact on Dennis Reserve.



Figure 8. Lyons Street

2. Key sites for additional parking resources

We consider that the following additional sites be considered as a joint venture (e.g. facilitate additional public parking above any development's requirements) or as other projects to provide additional parking resources for the centre. The sites offer the greatest potential to increase parking resources in this centre in the longer-term and were strongly supported through the consultation with the traders' representatives.

This parking would need to be funded by Council via developer contributions, parking revenue and/or other appropriate funding schemes which could be partly implemented via the Parking Overlay provisions of Clause 52.06 of the Planning Scheme.

- **Coles Carpark / Gasometer Site (Stevedore Street)**

These sites are well located.

The Gasometer Site provides an opportunity to consolidate existing Council and other private parking resources (i.e. Coles Carpark) and could be accessed via an extension of Bath Place.

There is also the potential to provide decked parking on the Coles Carpark site.

This provides the opportunity to provide effective pedestrian linkages between Douglas Parade and Ferguson Street to significant parking resources.

These proposals would generally need to be developed in conjunction with the further development of this land and accordingly, need to be considered as long-term projects for this reason.

- **Suitable waterfront developments**

Given that land along this area is required to be used for marine related purposes, it may be possible to use appropriately developed parking resources in this area for public parking in the evenings, when parking in Nelson Place is in greatest demand.

These proposals may need to be developed in conjunction with the further development of this land and accordingly, may need to be considered as long-term projects for this reason. There are however, some open area sites where changes to security arrangements may enable the existing at-grade parking areas to be utilised by staff by agreement.

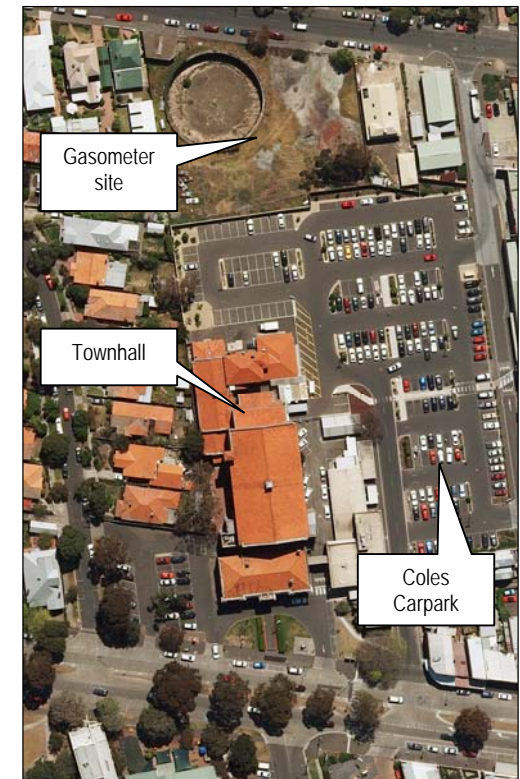


Figure 9. Coles Carpark & Gasometer site

- **Cole Street and others**

Need to formalise 90° parking on gravel areas to maximise yield as vehicles currently park inefficiently in some areas. Other streets that could benefit from formalised car spaces include Thompson Street, Ann Street and Pasco Street.

3. Previously identified projects that may provide some benefit

- **Scout Hall forecourt**

This would only be of benefit if the abutting community uses require additional parking due to its location from the main activity centre. These uses currently rely on on-street parking, which is generally available in this area in close proximity to the uses.

4. Previously identified sites/projects that are not feasible

- **14 Wellington Parade**

Private land, currently under construction.

- **Aitken Street – Rear of 217 Nelson Place**

Private land and not seen as an appropriate location. Site is quite small, not well located and the costs associated would not be economical.

- **Aitken Street – between Parker Street & Cole Street**

Aitken Street is a narrow road that is reduced to one-way traffic flow when vehicles are parked on both sides (13 spaces in total). Widening would be required to the south, however, would need two way traffic flow in first instance to cater for manoeuvring, etc. Due to the short length of this section, minimal parking spaces would be gained from providing angle parking on one side.

- **Cox's Garden Carpark (centrally located land associated with heritage building)**

Private land, currently under construction.

7.3. OTHER INITIATIVES

7.3.1. Green Travel Plan Requirements

The key initiatives which should be explored include:

- Travel Plan requirements for new developments similar to the scheme introduced in Darebin. Encourage larger employers (e.g. Tenix) to prepare 'Green Travel Plans'.
- Require the bicycle parking requirements under Clause 52.34 of the Planning Scheme to be met in new developments, including additional end-of-trip facilities in cases where a dispensation of car parking is sought (e.g. showers and change rooms).
- Home delivery service for shops lead by main supermarket – which could be trialled similar to Preston Market Home Delivery Trial in Darebin.

7.3.2. Pedestrian Improvements

The key initiatives which should be explored include:

- Coles Carpark area - Improve vehicle and pedestrian accessibility along Bath Place. Limited footpaths are currently provided along Bath Place.
- Kanowna Street - Improve lighting along Kanowna Street (lighting provided on west side only, where majority of parking is available on the east side).

7.3.3. Bicycle Parking Provision

Williamstown is particularly conducive to cycling as a mode of transport and as a recreational/lifestyle pursuit as the area is relatively flat and is well serviced by on-road and off-road bicycle facilities.

The implications for the Activity Centre are:

- need to provide adequate and appropriately designed bicycle parking for staff and visitors in appropriate locations and in areas of high demand,
- need to manage the potential for parking and bicycle conflict (i.e. potential for opening of car doors, manoeuvring to and from parking spaces) by ensuring parking and bicycle facilities are designed to the relevant standards,

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- need to ensure bicycle parking requirements under Clause 52.34 of the Planning Scheme are provided in new developments, with a potential requirement for additional end-of-trip facilities in cases where a dispensation of car parking is sought (i.e. reduction in staff parking may be permitted if bicycle parking, showers and change rooms are provided, in cases where requirement may not exist under Clause 52.34 (i.e. not more than 5 staff bicycle spaces)).

The key initiatives which should be explored include:

- Sufficient bicycle parking is provided along Ferguson Street/Douglas Parade and is generally well located. However, our observations indicate that this parking is not regularly utilised, with cyclists preferring to prop bicycles against shop fronts or secure bicycles to other street poles/street furniture. A number of the bicycles rails are small (especially along Ferguson Street) and appear to be difficult to use (in fact, we did not observe a bicycle secured to any of these rails in our inspections, whilst a cyclist may have parked elsewhere within 15-20m of these rails).



Figure 10. Smaller bicycle rails used in Ferguson Street



Figure 11. Larger bicycle rails in Douglas Parade



Figure 12. Parking against street furniture, etc

It is recommended that Council review the suitability of this type of bicycle parking, which can be done in consultation with the Hobsons Bay Bicycle User Group (HBBUG) who would be able to provide local feedback as to whether cyclists use the rails provided or whether standard rails would be more appropriate.

- There is a lack of bicycle parking facilities provided around Nelson Place precinct, particularly near Commonwealth Reserve, which is a popular destination for recreational cyclists. At the current time, cyclists leave bicycles propped against street furniture (similar to Figure 12 above).
- Provide additional bicycle facilities at the Community Centre on Thompson Street. Only 2 rails currently provided however, a demand of up to 7 bicycles was observed in our surveys.



Figure 13. Community Centre Bicycle Parking

- Encourage the implementation of secure bicycle parking facilities (i.e. storage lockers, as opposed to rails) at Railway Stations within area (in particular Williamstown and Williamstown North).



Figure 14. Williamstown Railway Station (existing bicycle parking underutilised as not particularly secure)

- As specified previously, require the bicycle parking requirements under Clause 52.34 of the Planning Scheme to be met in new developments, with a potential requirement for additional end-of-trip facilities in cases where a dispensation of car parking is sought (e.g. showers and change rooms in cases where requirement may not exist under Clause 52.34 (i.e. not more than 5 staff bicycle spaces)).

7.3.4. Public Transport Improvements

The key initiatives which should be explored include:

- Improved pedestrian connections between Activity Centre and railway stations, including footpaths, directional signage, lighting, etc.
- Need for improved public transport to include higher frequencies, improved routes and improved safety (previous recommendation of Williamstown Transport Strategy).

8. CONCLUSIONS

The report provides direction for the development of the parking strategy for the Williamstown Activity Centre Parking Study to support the new provisions of Clause 52.06 of the Planning Scheme, when adopted by the State Government.

Many of the above projects would need to be further developed to be included in the Parking Overlay for Clause 52.06 of the Planning Scheme, whilst others should be implemented by Council in the short-term as funding becomes available.

APPENDIX A
SUMMARY OF RELEVANT COUNCIL STRATEGIES

1. Hobsons Bay Activity Centres Strategy (March, 2006)

The relevant issues and recommendations of this study were as follows.

Key recommendations

- Development measures mean a structure plan and urban design framework is urgently needed.
- Carparking policies should shift from demand-driven to limitation to conserve built character.
- Investigate feasibility of light rail link from Williamstown to Altona Gate and Footscray.
- Develop water transport links and tourism synergies with Port Melbourne, St Kilda, Docklands and Altona Pier.

Nelson Place

- 76% of visitors to this centre visit a café or restaurant and 67% of visitors reside outside of Hobsons Bay.
- Carparking was not a major item nominated for improvement in Nelson Place by respondents.

Carparking

- Public carparking is best provided in Council managed parking areas funded by cash-in-lieu contributions from development approvals rather than ad-hoc provision on individual sites.
- The requirement to provide carparking on individual development sites tends over time to erode the historic built character of the area.
- A more sustainable approach is required. Need to establish an upper limit of carparking capacity that the area can reasonably cope with.

2. Traffix Group – Williamstown Transport Study Final Report (December, 2005)

The relevant issues and recommendations of this study were as follows.

Land Use Planning (including car parking)

- Provide input to Hobsons Bay Council's 'Activity Centre Strategy' in relation to existing conditions and strategy directions.
- Develop a local structure plan for the Williamstown activity centre (i.e. follow on from Activity Centre Strategy).
- Review/amend Clause 22.05: Williamstown Commercial Area – Car Parking Policy.
- Manage carparking needs in high activity areas by the provision of appropriate 'balance' of short-term, long-term and resident parking (parking restrictions) and encouraging more sustainable forms of transport (incl. walking, cycling, etc).
- Identify opportunities for additional car parking in the Nelson Place Precinct such as the Tenix car park and redevelopment sites etc.
- Establish a parking management policy for on-street car parking recognising the 'shared use' of on-street parking resources within and surrounding the high activity areas (e.g. James Street).

Pedestrians and Bicycles

- Participate, advocate or facilitate as appropriate for the implementation of existing programs that support sustainable travel such as 'Walk with Care' (VicRoads), TravelSMART and Walking School Bus.
- Increase pedestrian crossing facilities at high activity areas such as Nelson Place, Ferguson Street, Douglas Parade and Esplanade.
- Implement additional bicycle parking facilities in high activity areas such as Nelson Place, Esplanade beach area, Point Gellibrand and Williamstown Football Ground etc.
- Encourage the implementation of secure bicycle parking facilities at Railway Stations within area (in particular Williamstown and Williamstown North) and the provision of end of journey facilities at all buildings with a likely occupancy of 20 or more people (i.e. changes to Planning Scheme).

Public Transport

- Advocate higher frequencies, improved weekend services, improved bus and train connections, more information and promotion.
- Advocate for the provision of a new bus service from Spotswood Railway Station via Douglas Parade, 'Scienceworks' and The Strand to Gem Pier for tourists and visitors.
- Improvements to water transport.
- Encourage larger employers (e.g. Tenix) to prepare 'Green Travel Plans'.

3. HBCC Parking in Williamstown (March, 2000) & HBCC Review of Carparking in Williamstown (2002)

This document set out a plan to address carparking needs for the Williamstown community.

The relevant issues and recommendations of this study were as follows.

Issues

- Provision of additional car parking.
- Extension of restricted car parking hours.
- Signage of free and metered parking spaces.
- Amenity impact on surrounding residential areas.

Study objectives

- Evaluate options for off-street carparking sites and develop a program for providing additional parking in the Nelson Place, Douglas Parade and Ferguson Street area.
- Identify funding sources for the construction of additional carparking.
- Develop carparking policies including provision for cash-in-lieu of carparking to enable Council to provide additional street parking.

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Potential Carparking Sites

- 14 sites identified for a total of 594 car spaces.
- Parking policies in Williamstown must recognise:
 - The need for residential enclaves to be protected from the impacts of commercial parking and traffic.
 - The different sources of demand throughout the day and evening.
 - The costs and difficulties in supplying additional parking.
 - Maintaining equity between those who have paid to supply additional parking and those who have not.

Table 3.1: Status of 14 parking sites (source: HBCC Review of Carparking in Williamstown (2002))

Location	Spaces ⁽¹⁾	Status	Viable?	Council Comments
Cnr Nelson Place and Thompson Street	3	Unmade	No	Requires removal of heritage drain
Cnr Pasco Street and Aitken Street	2	Unmade	Yes	Requires linemarking and if possible asphaltting
James Street	66	Unmade	?	Has been met with disapproval by residents. However given the right plan could be viable. Requires consultation.
Cecil Street	6	Unmade	Yes	Requires reconstruction of the kerb. Can begin any time.
14 Wellington Parade	20	Unmade	No	Requires acquisition.
Lyons Road East Side of Reserve	30	Unmade	No	Too far from the commercial centre to justify expense.
Aitken Street Rear of 217 Nelson Place	10	Unmade	No	Requires acquisition.
Aitken Street (on-street 90°)	10	Unmade	Yes	Requires using some of the park.
Scout Hall forecourt	12	Unmade	Yes	Requires consultation with the scouts.
Nelson Place front of Royal Squadron	20	Unmade	No	Parking is already being used by club and boat for storage.
Ann Street and Syme Street	40	Unmade	?	Dependant on foreshore redevelopment.

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Location	Spaces ⁽¹⁾	Status	Viable?	Council Comments
Rosa of Australia	15	Unmade	No	Requires acquisition
Cox's Garden	12	Unmade	No	Requires acquisition
Rear of town hall	350	Unmade	No	Spaces must be provided and constructed by Council

Note 1. This figure represents the total spaces and not necessarily the additional parking that would be achieved, where existing spaces are present.

4. Williamstown Commercial Area - Car Parking Policy (2000)

This local policy is incorporated into the Hobsons Bay Planning Scheme (Clause 22.05) and applies to the Douglas Parade/Ferguson Street and Nelson Place commercial precincts for all planning applications for a change of use or new developments. The objective of the Williamstown Commercial Area Car Parking Policy is "to maintain and enhance the role of existing Williamstown Precinct Activity Centre".

This policy sets the context and basis for the amount of car parking required in association with a change of use or new development to ensure that adequate parking is provided (in accordance with "Parking in Williamstown: A Car Parking Strategy for the Commercial Centre, March 2000"). Car parking rates are specified for shop, office and restaurant uses. This policy provides for the provision of off-site car parking by the collection of cash-in-lieu contributions.

This policy has been challenged at the Victorian Civil and Administrative Tribunal (VCAT), which found that the general provisions within the Planning Scheme still applied, largely rendering this policy ineffective.

5. Andrew O'Brien & Associates – Williamstown Parking Study (March, 1994 & November, 1996)

The relevant issues and recommendations of this study were as follows.

Potential sites to increase the parking supply in the area, namely:

- Nelson Place Precinct
 - Boat builders carpark
 - Liston Tennis Courts
 - Waterfront, adjacent to Commonwealth Reserve

- NW corner of Nelson Place & Ann Street
- Centre of the road parking in Cole Street & Parker Street
- 201-203 Nelson Place
- Vacant land at 117 Aitken Street
- 217-219 Nelson Place
- Royal Yacht Club Land and east of Yacht Club
- Redesign angle parking on Nelson Street, Pasco Street, Thompson Street and Ann Street to increase capacity.
- **Douglas Parade/Ferguson Street**
 - Gasometer site (70m frontage to Stevedore Street, 40m deep, site is contaminated)
 - Vacant land between Douglas Parade and Bath Place
 - Private carpark between Douglas Parade and Goss Terrace
 - Vacant block of land north of Goss Terrace
 - Town Hall carpark
 - Rear of Douglas Parade retail strip east side

6. Traffix Group – Hobsons Bay Strategic Bicycle Plan (March, 2003)

The relevant issues and recommendations of this study were as follows.

Williamstown Road

- Poor condition of road surface for cyclists – Battery Road, Douglas Parade, Ferguson Street & North Road.

End of Journey Facilities

- Respondents from surveys highlighted a lack of end of trip facilities at various locations including Nelson Place & Douglas Parade/Ferguson Street areas.
- Also insufficient bicycle parking and lockers at railway stations. Many toilets are also regularly locked.

Recommendations

- Line marking along Melbourne Road between Electra Street and Ferguson Street.
- Signs along Pasco Street between Railway Place and Nelson Place towards Williamstown Beach Station.
- Signs along Thompson Street between Hanmer Street and Nelson Place towards Ferry and Williamstown Station.
- Signs along Syme Street between Nelson Place and Gem Pier towards Ferry Terminal.
- Bicycle lockers should be provided at Williamstown Station.

7. Other Strategies

Hobsons Bay Pedestrian Charter - The Hobsons Bay Pedestrian Charter acknowledges that walking is an important way of getting around and is both healthy and environmentally friendly. It also establishes guidelines and responsibilities for all road users.

TravelSMART program – Williamstown

Hobsons Bay City Council has implemented one TravelSMART project in Williamstown, which aims to change people's travelling behaviour by encouraging them to choose more sustainable forms of transport.

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Way to go, Willie! ran from April 2006 to April 2007 and was aimed at residents living in Williamstown and Williamstown North.

The project raised awareness of the benefits of catching public transport or cycling into Melbourne's CBD, to help ease congestion on Melbourne Road and the West Gate Bridge. The project promoted walking, cycling and catching public transport within Williamstown and Hobsons Bay.

Over 780 residents participated in the project. 20% of participants completed a survey about the project, yielding the following results:

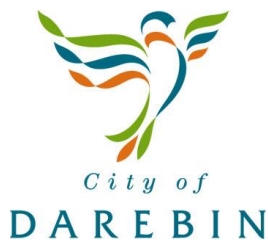
- 65% replaced one or more of their car journeys with either walking, cycling or using public transport, and
- walking was the preferred form of transport followed by catching the train and cycling.

APPENDIX B

DAREBIN CITY COUNCIL: TRAVEL PLAN – GUIDELINES FOR PLANNING PERMIT APPLICANTS

Travel Plans - Guidelines for Planning Permit Applicants

The City of Darebin is committed to reducing car use within the municipality and the wider metropolitan area. To do this Council is looking to encourage local residents and workers to reduce their car use and use alternatives such as public transport, walking and cycling as much as possible. Council is also pursuing a program to improve local facilities for pedestrians and cyclists.



Objectives of a Travel Plan

The main objective of a travel plan is to provide facilities and incentives that help people traveling to and from the site to reduce their car use and use alternatives.

It is important that you plan clearly defines its objectives at the outset and includes a package of measures that will meet your objectives.

Some useful documents that will help you define Travel plan objectives are listed in this document

What is a Travel Plan?

Travel Plans seek to bring about a mode shift away from single occupancy car use for the journey to and from a location, workplace or venue thus increasing the use of more sustainable alternatives such as public transport, walking, cycling and carsharing. Travel Plans offer the opportunity to encourage people to think more about how they travel and provide them with the infrastructure and information they need to make their travel choices.

Benefits of a Travel Plan

While Travel Plans help reduce car use which brings environmental benefits there are many other reasons why you should develop and implement a Travel Plan including:

- Increasing the actual and perceived accessibility and marketability of your site
- Reducing car parking required which may save you money in land purchase, development and management costs
- Staff recruitment and retention can be improved if your site is accessible by a range of transport options and
- Encouraging and enabling walking, cycling and public transport use will increase physical activity, improving health and wellbeing of the staff/residents.

When a Travel Plan is required to support a Planning Permit Application

The City of Darebin requires large developments to submit a Travel Plan as part of the planning permit application process. You will have to submit a Travel Plan if you are required to submit a planning permit application and your development comprises:

- 20 or more residential units
- An office component of 500sqm or more or
- An industrial component of 1,000sqm or more or
- Retail premises of 1,000sqm or more.

When a Travel Plan is required (continued)



In some other circumstances you may choose to submit a Travel Plan to support your planning permit application. For example, if:

- Your development may be refused due to unacceptable traffic impacts, then a Travel Plan may help mitigate these impacts or
- You want to reduce on site parking provision, then a Travel Plan may help you justify reduced parking and demonstrate how parking will be managed.

The Travel Plan Process

The process for a Travel Plan to be submitted falls into two categories: (1) those Travel Plans required to make a decision on a permit application and (2) those required as part of the policy framework.

- (1) If a Travel Plan is submitted as part of a planning permit application where reduced parking has been requested, for example, then it will be a requirement of the application that a Travel Plan is submitted. This is because the Travel Plan will become part of the decision making process used in the assessment of the permit.
- (2) In some circumstances a permit may be approved if all other criteria has been satisfied. In these cases a Travel Plan condition will be applied to the permit.

A Travel Plan is not a tool to correct traffic and transport impacts arising out of development although it can mitigate them. Moreover, a Travel Plan is a mechanism to improve overall accessibility to the site. The process is detailed in the following table:

“A Travel Plan is a mechanism to improve overall accessibility to your site”

Stage	Category 1	Category 2
Stage 1	Outline Travel Plan submitted with permit application by the applicant . The submitted outline will be assessed as part of the permit assessment process. The outline Travel Plan must therefore be approved prior to permit approval and will form part of the permit consent.	If all other criteria are satisfied and the application is approved it will be a requirement for the permit (usually in condition 1) that a full Travel Plan will be submitted for approval prior to development commencing.
Stage 2	Travel Plan to be endorsed pursuant to the planning permit together with plans and other relevant documents.	Prior to endorsement of any plans, applicant to submit Travel Plan (as well as other condition 1 requirements) for approval prior to occupation. Council officers will assess the Travel Plan and approve or seek changes as necessary.
Stage 3	Monitoring report to be submitted to Council by occupier 12 months after occupation commenced.	Monitoring report to be submitted to Council by occupier 12 months after occupation commenced.



Content of a Travel Plan

The following information provides an outline of the steps to be taken when developing a Travel Plan. You will need to decide on the extent of information you can provide Council and this will depend on the stage of the development detail and if the occupier is known or not

The Travel Plan will be unique to your site and proposed development, however, the following should give you a guide to what you should include and what Council will be looking for when they review your planning permit application.



Background

Explains the site location, the number and type of premises and floor area or residential units, how staff/residents will probably (or do) travel and the transport options available. Details about the building and facilities available should also be included.

When the Travel Plan is evaluated you will be expected to have covered:

- Type and size of development
- Number of employees (estimate or certain)
- The type of work that will be undertaken and hours of operation
- The number of units and mix (by number of bedrooms)
- The expected date of building occupation, or the date on which the building was occupied
- Details of on-site facilities including: cycle parking, showers, change rooms, pedestrian and cycle paths and parking spaces, including parking management measures.
- Details of off-site facilities including: public transport stops and service information, local bike paths and lanes and footpaths including crossing points.
- The expected mode split (how people will travel to and from the site in the absence of a Travel Plan)
- Information from a staff or residents survey, if the premises are occupied.

Enforcement

As the Travel Plan forms part of the planning permit requirements and content, it will be enforceable in the same way as other planning permit conditions. Should you find that you are having difficulty with any aspect of your Travel Plan you should contact Council.

Objectives

You need to clearly state the objectives of your Travel Plan. The objectives should fit within the overall aim of a Travel Plan—the reduction of car use—but may focus on other outcomes such as increasing bicycle use.

Your plan will be measured against the objectives you set so you should carefully consider what is possible to achieve. For example, if you are allocated close to good footpaths and your workforce generally lives locally it would be appropriate to identify objectives based on increasing walking and cycling.



Targets

Your Travel Plan needs to include a set of targets against which your Travel Plan will be measured and evaluated. The targets should be specific, measurable, achievable, realistic and time-based.

Incentives, initiatives and actions



Implementation Plan

The implementation Plan will identify which actions and initiatives will be put in place and who will be responsible for their implementation. It will not be possible to implement all the actions and initiatives at once and some may take a relatively long time to realize.

Where the development plans are at an early stage, on-site facilities should be incorporated so they are available to the building occupants from the outset.

For help and more information please contact Darebin's Sustainable Transport Officer on 8470 8341.

Detail on how you expect to achieve your targets is an important part of your Travel Plan. This section of the Plan will guide you in the implementation of the Travel Plan. Some actions will be easier to realize than others which may take longer to achieve. You may need the help of others to implement some actions, such as improvements to a local bus stop. You will need to consider these factors when selecting the actions and in your implementation plan.

The initiatives you select should include both 'carrots' and 'sticks' to bring about a behaviour change. At a new building it will be easier if 'sticks' such as parking controls are in place from the outset. Facilities to support cycling and walking should also be in place from the day occupation commences. Other incentives, initiatives and actions you may consider include metcards available for work trips, carpool matching service, information for all staff on alternatives available nearby, interest free loans for bicycle and met-card purchases and events to promote alternatives. The list is endless.

Your Travel Plan will also need to identify the person responsible for the implementation of the Travel Plan and the time they will allocate to the task. This person or Travel Plan Coordinator is important to the success of your Travel Plan.

Management support for the Travel Plan is also important to the success of the plan in achieving its targets and objectives.

Monitoring Plan

Your Travel Plan needs to include a monitoring plan. This will state how and when you will review your Travel Plan progress against the targets you set out initially. The monitoring plan should incorporate a data collection plan, stating when you will collect data on staff travel and local transport provision.

As part of the planning permit approval you will be required to submit a monitoring report to Council one year after building occupancy commenced. The monitoring report will need to identify what activities have taken place and progress relative to your Travel Plan.

Specifically your monitoring report should contain:

- Basic information about the site including what the building use is and how many staff are employed (or residents if residential);
- A review of your Travel Plan objectives and targets;
- Details on data collection undertaken since the Travel Plan was implemented and occupancy commenced;
- A comparison between the targets set in the Travel Plan and the achievement of those targets (mode share is a key target);
- Details of the initiatives implemented since occupancy and an assessment of their success in terms of meeting the Travel Plan objectives; and
- Details of the person responsible for Travel Plan implementation and the amount of time they commit to this task.

These websites will also be of use:

www.travelsmart.gov.au

www.travelsmart.vic.gov.au

www.envict.org.au

www.transportenergy.org.uk/bestpractice/

APPENDIX C

DAREBIN CITY COUNCIL: PRESTON MARKET HOME DELIVERY TRIAL



City of DAREBIN



Department of
Sustainability
and Environment

Preston Market Home Delivery Trial Final Report, May 2005

Contact Name: Kate Myers, Sustainable Transport Officer
Telephone: 9230 4341
E-mail: kmyers@darebin.vic.gov.au

Description of Project:

Preston Central is in the heart of the Darebin municipality and is its most significant traditional activity centre - the Preston Market is at the centre of this area. Parking is at a premium within Preston during market days (Wednesday – Saturday).

It was proposed that a home delivery service be trialed to enable more shoppers to access the Market sustainably and not have the worry of getting their goods home on the tram/train/bus. The Market site is well serviced by the Epping line train and buses along High Street and Murray Road. Route 86 tram to Bundoora along Plenty Road is less than a kilometre to the west.

No centralised home delivery service existed at the Market prior to the trial, although a nearby supermarket offers home delivery for its customers. Additionally, a recent consultation process undertaken by Darebin's Strategic Planning Unit as part of the Preston Central Project showed qualitative support for the concept of grocery delivery from the Market, especially to encourage more people to walk and catch public transport to the centre.

Aim:

By trialing a home delivery service for the biggest 'draw card' in Preston, we will be assisting to create a more accessible activity centre. The trial may improve visitation to the Market, reduce shoppers frustrations in finding car parking and increase turnover for Market tenants.

This trial, if successful, will help to provide impetus to the new owners of the Market to instigate a similar, more permanent, home delivery service.

Process:

August 2004:

- Support was gained from the Department of Infrastructure (\$35,000 in monthly Zone 1 & 2 Metcards) and the Department of Sustainability and Environment (up to \$5,000) for the trial.
- This was gratefully received and contributed to the \$5,000 provided by the City of Darebin.
- The Market was approached with a proposal that offered their customers a free home delivery service including the provision of free Metcards.
- The Market was asked for a contribution to the marketing of the trial.

October 2004:

- The Market gave approval for the Trial to take place on their premises.

November/December 2004:

- Produced marketing posters and advertisements for Leader newspapers.
- Search for contractor. Supermarket operators not interested.

- Secured student to complete the job with the trial to start in January. On Christmas Eve she pulled out.

January 2005:

- Secured a contractor; Ahmad Khalid.

February 2005:

- Launch with Minister Rob Hulls.
- Application forms came flooding in. Wanted 120 participants, but when we hit 90 I decided that would be plenty for Ahmad to cope with.
- Had more than 110 applications, some were not suitable (live too far away), others didn't meet the criteria (had to be regular drivers to the Market and willing to swap to sustainable transport) and others submitted their applications after the cut-off date.
- Notified successful applicants and arranged for them to pick up their first Metcard from Customer Service Centres along with description of how the trial would work.

March 2005:

- First day of home deliveries on Wednesday March 16.

April 2005:

- Pick up of second Metcard for participants who have used the service at least once in the first month.

May 2005:

- Finish of service on Saturday May 14.
- Ahmad had been handing out survey forms to participants over the last 2 weeks of the trial.
- Receipt of survey forms up until Friday May 20.

Evaluation:

- Of the 90 participants, the trial averaged 30 deliveries per week with a high of 49 deliveries in week 4.
- 22 registered participants didn't use the service at all (didn't receive their second Metcard either) and were thus just in it for the first free Metcard. This was to be expected.
- 37 surveys were received back from participants at the completion of the trial. Surveys assessed participants perceptions, experiences and evaluation of their experiences. A summary of results can be found in Appendix 1.

Key findings:

- 100% of respondents would like to see this service continue.
- 90% of survey respondents found it 'Easy' or 'Very easy' to access the Market by alternative means, even though the majority had previously been using their cars to shop at the Market.
- More than 50% of survey respondents will now be leaving their cars at home to access the Market and another 40% will sometimes leave their car at home after participating in the trial.
- Some participants 'rediscovered' both the Market (as a cheap and convenient local place to shop) and public transport/walking as a legitimate alternative to the car.
- The Metcards, as a key motivator for participating in the trial, are not a motivator for continuing to use a service as 80% of participants would continue without Metcards.
- Three quarters of respondents would be happy to use lockers to deposit their goods.

- Nearly 70% of respondents would be happy to pay for deliveries – the majority would pay up to \$3 for the service
- Respondents were happy for an ongoing service to still be limited to those people taking alternative forms of transport.
- Friday and Saturday were by far the most popular days for deliveries during the trial and this was reflected in the answers to the question regarding preferred days if an ongoing service was to be limited.
- Quotes from participants along the lines of “Not worrying about traffic/car parking” and “No problems car parking” demonstrate that Market shoppers had a more pleasant experience with the assistance of the home delivery service.
- Evidence exists (see Appendix 2, emails from Sharon and Step) that the presence of the trial encouraged people to try alternative means of accessing the Market and found that they could manage to carry their shopping home without using the free service. The presence of the deliveries as a ‘back up option’ encouraged more people to visit the market and spend, even if they didn’t utilise the service.
- Other comments such as “encouraging me to do a big health shop” give some indication (other comments were verbal) that the quantities of goods purchased increased due to the home delivery service.

The benefit to the Preston Market Management and Traders of this two month trial is intangible. The good will, relaxed shoppers, additional car spaces created and additional spending of trial participants within the Market complex cannot be measured in economic terms.

Options for continuation:

The City of Darebin, with its state government partners, are keen to continue working with Market Management on this project. The Market however, must be willing to contribute financially, as it is in their tenant’s best interests that home deliveries are continued.

Secure, keyless lockers appear to be the best option to go forward with. Apart from purchasing/leasing lockers, the only ongoing contribution will be in the actual deliveries. It is possible that the first year’s lease of lockers could be covered through a partnership agreement between various funding bodies.

With deliveries being \$5 each and there were 30 lockers, the ongoing cost to Market Management would only be \$150 per day (maximum). If this meant that appropriate tenants (fruit and vegetable stall holders) would have to contribute additional rent, then this could be an avenue to be explored. Asking for a small donation (\$1 or \$2) would further decrease the cost to Management.

Limitations to deliveries would include:

- customers would need to access the Market via alternative transport
- a 5km radius limit would exist for deliveries
- Delivery contractors would take full responsibility of damaged goods (while in their care) and have appropriate liability insurance

The genuine need and interest created by the Preston Market Home Delivery Service in addition to the easy and cost effective solution outlined above presents a real and advantageous opportunity for Market Management.

Conclusion:

The implementation of this trial has enabled us to conclude with confidence that:

1. There is both community interest and demand in a home delivery service from the Preston Market.
2. An ongoing service could be implemented with few logistical problems.

3. Benefits to the Market would be substantial, although not always quantifiable: Increased sales; provision of service to customers that doesn't occur at other markets; and would free up additional car parks for other customers.
4. There are also implications for future development of the Market site, as providing a home delivery service would form part of a Transport Plan and would be looked at favourably by approving bodies.

APPENDIX D

METROPOLITAN TRANSPORT FORUM LETTER ON CAR SHARING SCHEMES



PO Box 89, Elwood, VIC 3184
incorporation number: A0034315X ABN: 18 683 397 905
Contact: mtf@mtf.org.au MTF website: www.mtf.org.au

To MTF Member Councils
Metropolitan Melbourne

29 August 2008

Dear Members,

The Metropolitan Transport Forum (MTF) at its General Meeting on 6 August 2008, passed the following motion:

“That the MTF give in principle support to the concept of car sharing as a form of sustainable transport, and encourage member councils to explore the opportunity where possible.”

The meeting also asked that the motion be circulated to the MTF membership together with an explanation of the rationale behind the motion.

Car sharing is a form of car use where drivers can access and use a car on occasions, but do not have responsibility for ownership, maintenance, or storage/parking. Access to car share is via a smart card which unlocks doors and logs user time and kilometres. Like taxi ranks, on street parking in a prominent area, is allocated to a car share vehicle. Local governments in Melbourne involved in car sharing schemes include Melbourne, Moreland, Port Phillip, and Yarra.

The above motion was passed at the MTF meeting on 6 August, followed a presentation on car sharing which identified the following benefits:

- **Environmental:** Car share users tend to use other means of transport and generate less emissions per capita, thus contributing to reduced greenhouse gases and improved air quality and street amenity.
- **Reduced car use:** One car share vehicle typically replaces 6-10 privately owned vehicles. A City of Melbourne Survey of car share users reported increased use of public transport and reduced car ownership by members of car share schemes.
- **Cost saving:** It is cheaper to car share if doing less than 10,000 per year.

Users are identified as inner city singles with no car, families with one car who occasionally need a second car, and businesses for work trips, thus reducing fleet vehicle numbers.

In line with the MTF motion, we draw your attention to the above for your Council to explore opportunities for car sharing where possible.

Yours sincerely

Cr Jackie Fristacky
Chair, Metropolitan Transport Forum
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