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Foreword



Residents, workers, visitors and businesses of Melbourne are all affected by the cost, location and availability of car parking. The City of Melbourne believes having a coordinated parking plan is integral to any future transport planning and creating an accessible city.

This parking plan will guide how we manage parking in the Central Business District (CBD) and Docklands.

Almost 86,000 people now reside in our municipality. The number of weekday visitors the city welcomes every day and night to work, study, shop, dine, access services, transact business and deliver goods is climbing to 700,000. Within a decade, one million people will visit Melbourne every weekday.

Alongside these numbers, the use of motor vehicles in metropolitan Melbourne has increased. Motorists in the central city sometimes become frustrated with traffic when traveling to their destination.

The City of Melbourne has more than 60,000 on and off-street car parking spaces within the central city, more than any other city centre in Australia. But personal car travel is stretching the peak-time capacity of city and arterial roads and the costs of such travel are rising.

These issues as well as many environmental considerations guided the direction of the *CBD and Docklands Parking Plan*.

Considerations included more sustainable options of getting in and around the CBD and Docklands such as public transport, cycling and walking as well as reducing carbon emissions and air pollution from transportation.

The plan also addresses the need for checks and balances to keep the amount of vehicles travelling to and within the CBD and Docklands at a reasonable level.

To encourage fair, responsive and sustainable vehicle use the plan identifies that measures are required to reduce the volume of commuter vehicles during peak periods and that the pricing structure for parking spaces requires review.

Melbourne is one of the most liveable cities in the world. The *CBD and Docklands Parking Plan* will be yet another step in ensuring we continue to remain a thriving and sustainable city.

Robert Doyle
Lord Mayor



Introduction

1. Sensible parking policy is an important component of an accessible city. This plan sets in place new policy and a series of actions to guide the future management of parking in the Central Business District (CBD) and Docklands.

The definition used for the CBD is an area bounded by Spencer Street, Flinders Street, Spring Street and Victoria Street to Peel Street and La Trobe Street. See Figure 1.

Figure 1 – CBD – the study area



2. Because car parking provision immediately outside the CBD impacts on the CBD parking issues, the plan also refers to areas such as Crown Casino and Southbank.
3. Docklands is bordered by Spencer Street to the east, the Bolte Bridge to the west, Footscray Road to the north and Lorimer Street to the south. See Figure 2 below.

Figure 2 – Docklands – the study area



Mission

4. In managing parking policy, the mission of the City of Melbourne is that:
Parking within the CBD and Docklands will be managed to provide the greatest benefit through ease of access, economic and financial return to the whole community but not at the expense of unmanageable traffic congestion and the safety of pedestrians.

5. The following principles have been used to guide the directions in this parking plan:
 - 5.1 public transport, cycling and walking are the preferred means of transport to and from the CBD and Docklands;
 - 5.2 reducing carbon emissions and air pollution from transportation is important to the future of Melbourne;
 - 5.3 checks and balances are required to keep the amount of vehicles travelling to and within the CBD and Docklands at a reasonable level; and
 - 5.4 public parking remains important to the economic and social well-being of the CBD and Docklands.



Existing City of Melbourne policy

6. Current City of Melbourne policy on car parking is in the *Moving People and Freight – Transport Strategy 2006 – 2020* which states that the City of Melbourne will:
 - 6.1 continue to discourage long-term parking particularly commuter parking in the central city;
 - 6.2 provide less on site parking for occupants from development sites with excellent access to public transport; and
 - 6.3 convert long-term commuter parking into affordable short-stay parking.¹
7. The transport strategy found that the challenge for Melbourne is to progressively reduce unnecessary car traffic (and the associated demand for car parking) and give priority to the use of road space for commercial access, energy and space efficient vehicles (such as motorcycles, scooters), walking, cycling and public transport.
8. The City of Melbourne's off-street *Parking Limitation Policy* was introduced 30 years ago in the central Melbourne area to:
 - 8.1 reduce pressure on the limited capacity of inner city streets and roads to cater for large volumes of commuter traffic;
 - 8.2 encourage use of public transport; and
 - 8.3 reduce air and noise pollution and improve quality of living in the inner city.
9. Further City of Melbourne policy relating to parking and transport is at www.melbourne.vic.gov.au/parking

¹ This supports Clause 52.06 of the Melbourne Planning Scheme which seeks to discourage commuter parking and give priority to short term parking requirements.

Background – parking a snapshot

Who uses parking in the CBD and Docklands?

- Different activity groups who park within the CBD and Docklands include:
 - public transport carriers such as taxis, buses;
 - loading and servicing vehicles;
 - people with disabilities;
 - building works/construction vehicles;
 - people on business related trips;
 - bicycle riders and motorcyclists;
 - recreational visitors (such as cinema goers, restaurant visitors);
 - shoppers;
 - visitors to residents;
 - employees; and
 - residents (includes permanent and shorter term – such as serviced apartments and students).

Parking in the CBD

- In 2006, the last time these numbers were measured, there were 49,739 off-street parking spaces in the CBD. See Table 1 below.

Table 1 – number of off-street car spaces in the CBD²

Car parking type	Parking Space
Commercial car park	31,580
Residential car park	5,048
Private car park	13,111
Total	49,739

Source: CLUE data 2006

- The City of Melbourne owns three CBD off-street car parks. Two of these facilities, in the City Square Carpark in Flinders Lane (370 spaces) and Council House Carpark in Little Collins Street (130 spaces), are located on the eastern side of the CBD near the retail core. The parking fees charged in these car parks are the same as the on-street fee – \$3.50 per hour. The city also owns the land at 32 Little Collins Street which is used as a car park. This 75 year lease expires in 2042.
- Surveys were conducted in CBD off-street car parks to determine the trip purpose of parkers. 74 per cent of people parked in the surveyed car parks were attending work or parking for a work related trip.³

72 per cent of people surveyed, stated that convenience was the most important factor in where they parked. Cost was the most important factor in deciding where to park for only 16 per cent of people.

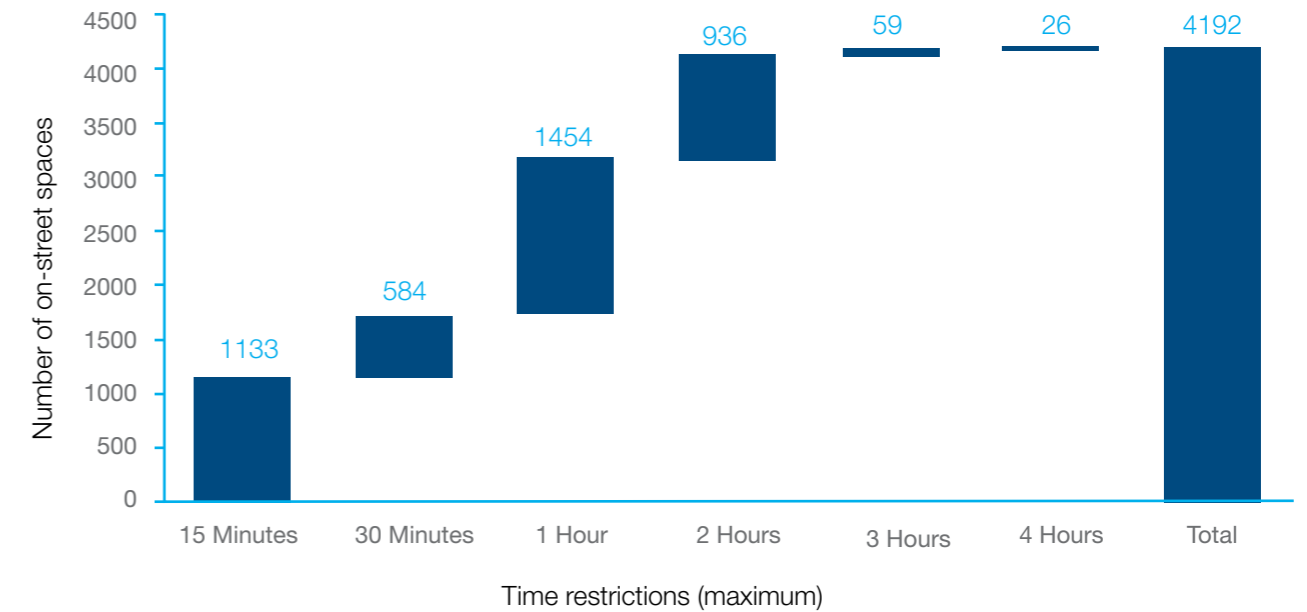
Travelling to the CBD

- Surveys conducted by the then Victorian Department of Infrastructure in 2006,⁴ found that 275,819 vehicles travelled to the CBD each weekday. Approximately half of these travel through the CBD and the other half – up to 140,000 vehicles per day – have a destination in the CBD.
- According to Census data, in 2006, 268,000 people travelled to work within the municipality of Melbourne (broader than the CBD). Of these, 54 per cent of people got to work within the municipality by train, tram, bus, bicycle or walking. 42 per cent or 112,000 people arrived by car. In 2001, equivalent data reveals that 2 per cent more (2,500 people) travelled by car.⁵
- The City of Melbourne has undertaken inbound CBD morning peak vehicle surveys since 2006.⁶ The surveys measure the entry of vehicles into the CBD from main entry points between 7am and 10am. In March 2006, 55,452 vehicles entered the CBD during these times and by March 2008 the figure had grown to 65,445. Over the same period, the number of motorcycles and scooters grew from 873 to 1,622 and the number of bicycles from 2,053 to 6,806. Although the number of vehicles had risen over the two year period, the percentage of vehicles relative to motorcycles and bicycles fell from 95 per cent to 87 per cent.
- In 2006, the City of Melbourne also conducted a Central City Users Survey interviewing more than 2,000 city users in the CBD, Docklands and Southbank.⁷ The survey targeted all people who travelled into the city (not just for work purposes). The survey found that 51 per cent of people travelled by train, 21 per cent by tram and 19 per cent by car. The reliability of the survey is lessened because it included a small sample of people travelling to work. The same survey conducted in 2004, indicated that 23 per cent of people travelled to the central city by car.
- Although figures are not available for the weekend, the numbers of people entering the CBD are a lot less because fewer people travel to work. Surveys carried out in the past⁸ indicated that car parks are usually less than 50 per cent full on the weekends despite many car parks offering a flat rate for parking or discount hourly rates.
- These figures are telling us that although there is a small, but steady decline in the percentage of people travelling to the CBD by car it is still an important means of travel. Rises in the cost of petrol prices in mid-2008 are likely to have led to a further decline in car travel.

The on-street parking environment – CBD

- On-street parking can be classified by the type of restriction that is applied to the parking space. The quantity of on-street parking (by restriction type) is highlighted in Figure 3.

Figure 3 – short-stay on-street parking by restriction type in the CBD



- Restricting on-street parking to two hours or less in the CBD aims to make sure there is a turnover rate for these spaces of at least five users per day.
- Parking demand has peaks and is not constant over the whole day. For example, in on-street parking typically there will be low demand for parking until 10am, then high demand until 2pm and a reduction until 7pm when occupancy again increases through to 9pm.
- Car parking fees are determined by the City of Melbourne based on the time restriction and location of the parking space. City of Melbourne parking fees are shown in Table 2 below.

Table 2 – parking fees in the CBD

Parking restriction type	Parking fee (per hour)
Inside the CBD	\$3.50
Outside the CBD	\$1.20 – \$2.00
Areas without time limits (all outside the <i>Hoddle grid</i>)	\$0.60

- In the CBD approximately 4,192 short-stay spaces are provided on-street. 3,077 are metered bays with the other spaces used as disabled parking, loading zones, bus parking, taxi zones and short-term pick up and set down areas.

Enforcement

- Without enforcement, adherence with parking restrictions declines. Enforcement is focussed on catching people who are deliberately disregarding parking restrictions.

On-street parking in the CBD – trip purpose

- Trip purpose for short-term on-street parking varies across the day. See Table 3 below. The figures are similar to off-street sampling in that most people are parking in on-street spaces for work purposes with very few using on-street parking for shopping.

Table 3 – trip purpose - on-street parking (Source: City of Melbourne survey 2007)

Morning	%	Midday	%	Afternoon	%
Work	41	Work	41	Work	34
Personal Business	21	Personal Business	21	Personal Business	19
Delivery/ Servicing	18	Delivery/ Servicing	18	Delivery/ Servicing	20
Shopping	7	Shopping	7	Shopping	7

² Definitions used for these figures in CLUE are – commercial car park includes casual visitors and businesses leasing a parking space for motor vehicles, usually on an hourly, daily or monthly basis; residential car parks are mainly in residential apartment buildings and used by residents only; private car parks are parking spaces in a building allocated to businesses occupying space within the building (eg. as part of employment packages). Note: these figures do not include the off-street spaces in Southbank.

³ Based upon car park exit surveys undertaken at 10 car parks in September 2007.

⁴ Victorian Government. Integrated Transport Model, 2008. Data from 13-17 February 2006.

⁵ Main mode of travel to work in the City of Melbourne (2001/2006). ABS Working Persons Profile.

⁶ City of Melbourne. Inbound Morning Peak period Vehicle Surveys, 2006-2008.

⁷ City of Melbourne. Central City Users Survey. City Research Branch, 2006.

⁸ As per Retail Strategy. City of Melbourne 2007.

Time restrictions

27. The most efficient use of CBD car parking occurs when the parking is close to fully utilised but drivers can still find a space that is convenient to their needs. The City of Melbourne uses a target occupancy range to guide the allocation of parking time restrictions. The range varies by the type of parking and reflects the need to achieve higher turnover of spaces in areas where occupancy rates are high. The target occupancy rates are shown in Table 4.

Table 4 – target occupancy for on-street parking

Type of parking	Target occupancy range
Short-stay (0.5 – 2 hours)	60-85%
Medium-stay (3 – 4 hours)	30-85%
Maximum-stay (4+ hours)	30-75%
Loading zones	30-60%

28. City of Melbourne officers analyse parking occupancy and where two hour parking is only occupied 50 per cent during the peak parking period, the spaces are converted to medium-stay.

This increases the potential demand for the parking supply, while still providing for existing users. If the peak parking period occupancy of a four hour space is below 30 per cent then the spaces are converted to maximum stay spaces.

The Congestion Levy

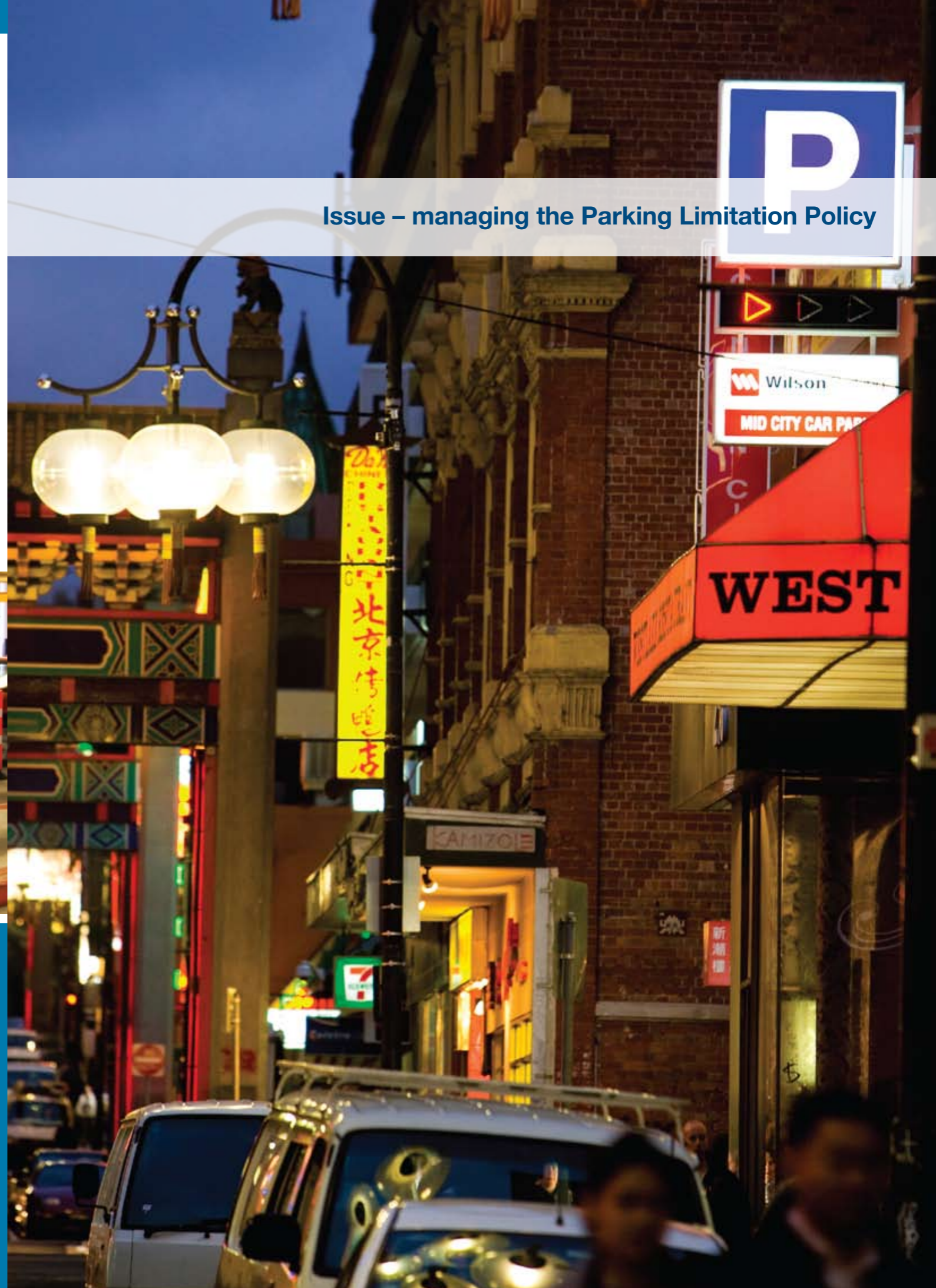
29. The Victorian Government's Congestion Levy aims to reduce peak hour congestion in the central city area and inner Melbourne. It is an annual charge that is applied to the owners of all non-exempt, long-stay, off-street parking spaces. The levy has been restricted to the central city area (ie. an area slightly wider than the CBD), Southbank, Docklands and immediately surrounding areas.

30. The aim of the levy is:

30.1 to reduce the attractiveness of long-stay parking by having owners/operators pass on the charge to the customers;

30.2 encourage the use of public transport; and

30.3 encourage operators to convert long-stay parking spaces into short-stay parking spaces.



Issue – managing the Parking Limitation Policy

Key issues

31. Discussion of key issues is discussed below under the following headings:

31.1 the Parking Limitation Policy;

31.2 the operation of short term parking in the CBD;

31.3 parking management in Docklands;

31.4 information and data; and

31.5 planning for the future.

The growth in off-street car parking spaces

32. The *Parking Limitation Policy* given effect by the schedule to Clause 52.06 of the *Melbourne Planning Scheme* (see No. 8) has been a partial success. Despite City of Melbourne and Victorian Government objectives to reduce congestion by limiting provision of long-stay car parking in the CBD, approval has been granted for approximately 15,000 new off-street spaces over the past 15 years. Most of this recent growth in off-street parking spaces has been as part of major developments deemed to be of state significance and approved by the Victorian Government (See Table 5 below).
33. At the same time, although there has often been pressure to provide more parking than the prescribed minimum levels (and this has sometimes led to approvals by VCAT), recent permits for office developments not of state significance have been compliant with the *Melbourne Planning Scheme*. CBD floor space and resident and visitor numbers have also grown significantly over the past 10 years.
34. The fact that most major new developments are on the edge of the CBD or slightly outside it, reduces the negative impact on the pedestrian environment of the CBD – especially the retail core. This is because if commuters work in the CBD and take advantage of early bird parking on the city's periphery, they will complete their trip by walking or catching public transport.
35. The main problem is that these commuter vehicles are still using arterial roads on the approach to the central city when these roads are already congested. This congestion increases travel times and contributes to noise, higher levels of carbon dioxide emissions and air pollution.
36. This plan will detail further measures to keep the number of commuter vehicles in check.

Table 5 – car spaces built since 1992 in the central city

Car park	Spaces	Long-stay and "early bird" offered
QV building	1,500	Long-stay and early bird
Melbourne Museum	500	Long-stay and early bird
Crown Casino	5,000	Long-stay
Hyatt on the Park	900	Long-stay and early bird
Federation Square	500	Long-stay and early bird
Melbourne Exhibition and Convention Centre	1,750	Long-stay and early bird
Southern Cross Station	800	Long-stay and early bird
Docklands stadium	2,500	Long-stay and early bird
Southern Cross Building	920	Long-stay and early bird

9 If they didn't have more parking than required, operators wouldn't offer discounted "early-bird" parking rates. Crown Casino provides the best example of this, where early-bird parking is discouraged (through higher rates) because the Casino needs the spaces for their own patrons.
 10 Particularly in the 1980's, Council allowed new parking infrastructure on the understanding that additional spaces would be used for short-term parking.

Parking and major developments

37. The planning requirements for assessing parking as part of major developments by the Victorian Government are flawed because:
 - 37.1 the existing planning requirements are perceived to be too easy to circumvent for 'special circumstances';
 - 37.2 the supply of car parking is larger than the demand for spaces. This leads to vacant short-term, casual spaces which car parks attempt to fill with commuters on 'early bird' arrangements.⁹ For example Federation Square, Southern Cross and QV all offer early-bird parking rates for commuters and all are close to high quality public transport services. Venue operators benefit from the original over-calculation of parking demand, because the parking can be used to generate income that wouldn't be possible if they didn't have car parking; and
 - 37.3 the process for assessing each request and determining how much parking is appropriate is not transparent.
38. The Victorian Government is the authority responsible for planning approvals for all 'major developments' in the CBD including all buildings over 25,000 square metres in floor area. Future dialogue regarding specific developments needs to occur early in the design process, because by the time the application has been made to the Minister, significant elements of the development design have already been agreed with the proponent. If the City of Melbourne can get involved earlier in the process it can guide the proponent to meet its expectations.
39. Attempts by the City of Melbourne to use Section 173 of the *Melbourne Planning Scheme* to regulate the cost of parking have failed.¹⁰ According to Council investigations,¹¹ many of these car parks were not complying with the conditions of the agreement.
40. The City of Melbourne will therefore discontinue the practice of trying to regulate the price of parking through Section 173 agreements. (The agreements will still be used to compile car parking data. This is discussed later in the Plan.)

Recommendation 1 – that the City of Melbourne seek a dialogue with the Victorian Government regarding the assessment of car parks in the Capital City Zone and Docklands. This may involve developing guidelines to help assess the appropriate size of new car parks.

Recommendation 2 – that the City of Melbourne discontinue the use of Section 173 Agreements as a means of approving new car park allocations under the *Melbourne Planning Scheme*.

To enforce this policy Council required the developers to enter into section 173 Agreements which required a pricing structure that encouraged short-term parking.
 11 *CBD Car Parking Policy Review* (Report to the Planning, development and Services Committee 6 March 2000)

Congestion levy

41. Several organisations made comments objecting to the continuation of the levy during the parking plan consultation. These were based on the view that it has not achieved its stated purpose of reducing central city congestion. The impact of the congestion levy on parking fees and demand is being monitored by the City of Melbourne and the Victorian Government. There is no specific research available so it is difficult to assess if the congestion levy has been successful in reducing congestion on access roads to the CBD and in CBD car parking facilities.
42. The congestion levy is increased every year based on CPI. A future option is to adjust the levy so as it is more targeted. This could involve taking account of varying congestion impacts across the levy area and future road space availability.
43. The Victorian Treasurer has committed to review the effectiveness of the congestion levy after it has been in operation for three years. The City of Melbourne will write to the Victorian Government proposing that it be a partner in the review.

Recommendation 3 – that the City of Melbourne write to the Victorian Government proposing that the city be a partner in the review into the effectiveness of the congestion levy.



The impact of the planning scheme

44. The Parking Limitation Policy specifies rates for parking provision for new developments. See Table 6 below for details of the current provision.

Table 6 – parking provision for new developments

Area	Residential requirement ¹²	Commercial requirement
CBD	1 parking space per dwelling (maximum requirement)	5 parking spaces per 1,000 square metres of floor space (maximum requirement)
Docklands	1.5 parking spaces per dwelling* (maximum requirement)	Between 1 and 4 spaces per 100 square metres of commercial floor space depending on the precinct ¹³ (maximum requirement)

* Note – except Yarra's Edge Precinct, Victoria Harbour Precinct and Batman's Hill Precinct where a rate of 2 parking spaces per dwelling applies (maximum requirement).

Parking requirements in the CBD – residential buildings

45. With many new residential buildings applying for less than one space per dwelling, the trend with residential developments in the CBD has been for the amount of car parking as part of the development to be reduced. The signals are mixed though because a market in car spaces in commercial car parks has also emerged with residents hiring spaces allocated to commercial parking. For example, in the Paramount development, there is a 400 space car park which has been sub-divided into individual car space lots and they have been sold on the open market and some bought by owners of residential units. These arrangements will continue to be supported by the City of Melbourne because they involve taking a commercial space presumably used by a commuter and converting to a residential space which is more likely to be used in non-peak periods.
46. Some of the reductions in CBD resident car use may be because many CBD residents don't require a car for commuting to work. This is supported by Journey to Work data where of 6,165 CBD residents who owned a car, 830 drove to work while 2,762 walked to work.¹⁴ Many residents in the CBD still own a car as a form of transport to undertake activities outside the CBD.

12 Note - higher rates can be allowed, subject to Council granting a planning permit based upon a series of decision guidelines.
 13 The overall commercial rate for offices is 1 space per 100sqm of gross floor area but in the Yarra's Edge and Comtech Precincts it is 2, in the Batman's Hill Precinct it is 1.5, in the Victoria Harbour precinct it's 2.5 and in the Business Park it is 3 spaces per 100 sqm of gross floor area. For retail premises the rate varies between 1 and 4 spaces per sqm of gross floor space.
 14 ABS Census. Journey to Work data. Taken from *Residential Parking Rates in the City of Melbourne*. Ratio Consulting.

47. If the parking provisions in the CBD for residential apartments were reduced, future apartment owners would need to make a choice about whether or not to own a car space. It could result in lower costs for apartments in that owners and tenants would only pay for the parking spaces they need and the cost of constructing the spaces would be borne by those choosing to build them. This issue requires review.

Recommendation 4 – that the City of Melbourne review parking provisions for residential buildings in the CBD with a view to changing the current maximum to one car parking space for every two dwellings.

Parking requirements in the CBD – commercial buildings

48. The commercial ratio attached to the *Parking Limitation Policy* has varied only slightly over the past 25 years in the CBD. The number of examples of developments which breach this maximum has been declining since the late 1990's.¹⁵ The ratio of five parking spaces per 1,000 square metres of floor space is accepted by business and is one seventh of the suburban ratio.
49. Although no change in the current requirement is recommended, the situation needs to be monitored. This will include an assessment of how many extra car spaces have been built and the impact of any future measures put in place to manage road congestion.

Recommendation 5 – that the City of Melbourne re-visit parking provisions for commercial buildings in the CBD in five years to see how this is tracking.

Parking requirements – commercial and residential buildings in Docklands

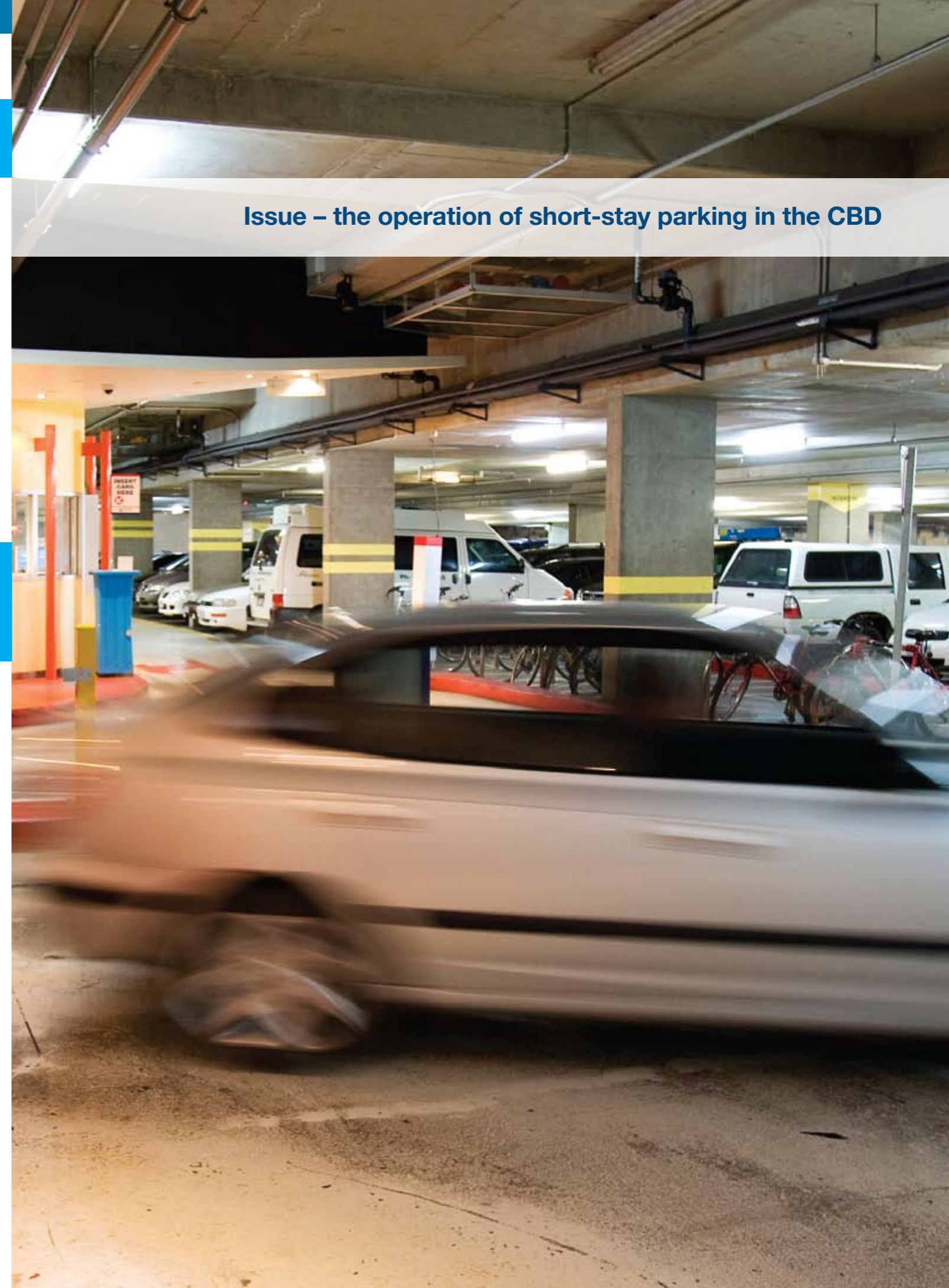
50. Throughout the consultation for this plan, residents from Docklands have expressed their frustration about a lack of residential parking. This relates to the limited on-street parking and the expense of off-street parking for residents who don't have parking spaces as part of their apartment allotment. Residents have also reported that on occasions when they have struck a special deal for off-street parking, the car parks had closed due to new development. (This issue is further addressed in Section 3). In Docklands public transport is less frequent and there is less density of provision than public transport in the CBD. For these reasons it is not recommended that the City of Melbourne seeks any changes to residential parking provision within Docklands. (The Victorian Government is the Planning Authority in Docklands.)

Recommendation 6 – that the City of Melbourne does not seek to change the existing residential car parking requirements for new developments in Docklands.

51. The situation with commercial developments is different. Recent examples of car park ratios in major developments integrated into buildings show many of these are above five spaces per 1,000 square metres. This includes developments such as Comtech Port, National Australia Bank and Bureau of Meteorology.
52. VicUrban is also approving quite large free-standing car parks in Docklands. This includes a new seven storey car park to support retail shopping areas planned for Waterfront City (as part of an ING development). The issue is complex. Without the support of off-street parking, people visiting Docklands by car will be forced to over-use on-street parking and may park illegally.
53. Despite plans to build Docklands on a strong, environmentally-sustainable platform, unless this situation is very carefully monitored, the area could become subject to severe traffic congestion on the approach roads particularly during peak periods.

Recommendation 7 – that through discussions with the Victorian Government and VicUrban, the City of Melbourne seek a review of the commercial parking provisions for new developments in the outline development plans¹⁶ within Docklands.

Issue – the operation of short-stay parking in the CBD



¹⁵ This is the view of experienced Statutory Planners working for the City of Melbourne. It does not include the 'special developments' approved by the Victorian Government.

¹⁶ Parking provision varies from one precinct to the next so this information is only available by looking at outline development plans.

Short-stay parking policy reviewed

54. In support of low-cost, short-stay parking, the City of Melbourne:
 - 54.1 restricts most on-street parking within the CBD to a time period of three hours duration or less;
 - 54.2 keeps charges for on-street parking at or below off-street market rates;
 - 54.3 provides below market rate parking at two off-street facilities; and
 - 54.4 until recently tried to use Section 173 Agreements to compel new providers of off-street car parks to allocate a high percentage of parking to short term users. (This issue was addressed in the previous section of the plan.)
55. The continued provision of short stay parking in the CBD is supported. Support for short-stay parking recognises that public transport is not convenient for everyone. The economic viability of the CBD depends upon people visiting it and some people will only do so by car. Without short-term parking, discretionary users such as shoppers may choose to go elsewhere. A lack of parking could also lead to businesses relocating outside the CBD. Short-stay parking often takes place outside of peak periods although all car travel causes vehicle emissions that pollute the air with carbon dioxide. Public transport, cycling and walking are vastly preferred forms of transportation.



56. Demand for short-stay parking in the CBD is represented by Melbourne Central Carpark which targets shoppers by providing cheaper parking for those people who make purchases within the centre. It is also located next to Melbourne Central railway station. Of 290 people surveyed by the City of Melbourne, 66 per cent stayed in the car park for two hours or less with more than half of the respondents working at Melbourne Central or shopping there. The percentage of shoppers is much higher at this car park than at others surveyed. It seems this is because the car park connects directly to the shopping centre and because of the parking fee discount.
57. Short-stay parking will continue to be supported. This support will be balanced by:
 - 57.1 measures to deter commuters and longer term parkers. This recognises that commuter motorists contribute more to road congestion and through their volume to a weakened pedestrian amenity; and
 - 57.2 measures that place public transport, cycling and walking as first transport priority.

Recommendation 8 – that the City of Melbourne continue to promote and advertise public transport, walking and cycling as the primary and preferred means of travel to and from the City of Melbourne.

Managing the on-street parking supply

58. Depending upon the precise location, metered spaces in the CBD will be made available for periods of two hours or less. There are some three hour parking meters in the CBD and these will be phased out. Two hours provides enough time for people to meet someone, attend a meeting or make a quick purchase. People wanting to stay for longer periods will seek off-street parking (some of which is discounted by car park operators to support entertainment trips). The message is – on-street parking in the CBD is for convenient, short-stay parking. If you need to stay longer, find an off-street parking space.
59. Non-metered spaces will continue to be prioritised according to an ‘on-street parking hierarchy’ (see Appendix 2) favouring taxis and public transport, commercial access through use of loading zones and disabled parking.

Recommendation 9 – that on-street metered spaces in the CBD be provided for short-term parking - up to two hours only - so as it complements longer-term off-street parking.

Recommendation 10 – that the use of on-street non-metered spaces continue to be prioritised according to the ‘on-street parking hierarchy’ detailed in Appendix 2.

60. The parking plan supports the continued City of Melbourne ownership of two car parks in the CBD for short-term parking although there are issues with the current operation and pricing structure. The following changes to existing policy are proposed:
 - 60.1 *Change the long stay parking fee at the City Square Carpark by making it more expensive to stay for periods longer than three hours.* The pricing structure provides no disincentive for long-stay parking. The pricing structure does not change regardless of how many hours a person parks in the car park – it is \$3.50 for one hour and \$17.50 for five hours. In an equivalent nearby car park, the fee for five hours of parking is \$40 or more. The stated reason for the cheaper rate at the City Square Carpark is to keep on-street and off-street prices the same. This is meant to help reduce the amount of ‘traffic churn’ of people driving around looking for an on-street space to avoid paying higher fees. The City of Melbourne has very limited chance of influencing this issue because it is only managing 700 off-street spaces of the available 30,000 spaces. The cheaper rate does not appear to have influenced our competitors who continue to charge a higher fee. The pricing structure of the Council House Car Park also needs to be reviewed.
 - 60.2 A further problem is that the car park occupancy is not high despite the generous pricing structure and the prime location next to the retail core.¹⁷ A review will also determine if the current low hourly rate is providing a benefit (eg. some of the people parking there will be on business trips and these fees are often reimbursed by business) and what other measures can be put in place to increase occupancy.

Recommendation 11 – That the City of Melbourne review the pricing structure at City Square and Council House Car Parks and put in place measures that introduce a greater disincentive for long term parking.

61. *The \$3.50 per hour CBD on-street parking fee should be reviewed.* This ‘blanket’ CBD charge is much cheaper than comparable fees off-street and this encourages motorists to continue to search for a parking space even when spaces are initially full. International studies have shown that on-street parking contributes to the traffic congestion and high vehicle emissions in inner city areas.¹⁸ These studies suggest that as much as 30 per cent of the traffic in CBD areas is generated by drivers circling the block in search for a space. In Melbourne’s CBD, the figure is more likely to be in the order of 10 per cent which is still significant.

62. Occupancy rates, currently managed through varying time restrictions, vary across the CBD (see Appendix 3). This does not reflect the comparative value of different spaces within the CBD. The high occupancy rates reinforce a view that there is not enough car parking in the CBD. The most effective way of improving on-street car parking to meet the needs of short-stay users is to make sure the occupancy rate of on-street car parking never exceeds 85 per cent. At this occupancy rate the average driver can find one in every seven available spaces.
63. The City of Melbourne has found that the use of time restrictions to manage occupancy rates is not as effective as a combination of price and time restrictions. Although occupancy rates are lower at the moment due to petrol prices, they are likely to rise again once motorists become more accepting of higher petrol prices.
64. A differential parking schedule¹⁹ would lower occupancy rates to more acceptable levels in areas such as Lonsdale Street and Spring Street making short-term parking easier to find on-street and acknowledging that some parking spaces have a premium value. The fee would be established by precinct (rather than block to block which would be confusing) to give motorists an idea in advance of the likely hourly fee.
65. There are two preconditions to a variable on-street pricing structure within the CBD. These are:
 - 65.1 a modern stock of web-based machines is required that link to sophisticated sensor equipment in parking spaces so as operators are informed of occupancy rates and length of stay; and
 - 65.2 although still quite varied, occupancy rates are comparatively low in the CBD at the moment so changes to the current fee structure could not be made until they were higher.
66. There is also a fine line. If on-street parking becomes too expensive, discretionary visitors may choose to go elsewhere. The issue needs to be carefully considered in the future.

Recommendation 12 – that a review of the on-street pricing structure of CBD car parking spaces is undertaken and a report prepared for Council.

¹⁷ According to surveys undertaken in June 2008 (Luxmoore Parking Consultancy), during the peak occupancy period of 1pm, the car park was only sometimes full with up to 70 spaces vacant on weekdays and up to 200 spaces vacant on weekends.

¹⁸ Donald Shoup ‘Gone Parkin’, NY Times, 29 March 2007 (courtesy Wilson Parking P/L)

¹⁹ A differentiated parking fee already exists across the municipality where it is cheaper to park outside the CBD.

Parking information for motorists

67. The City of Melbourne operates a network of overhead signs that display parking availability of participating public car parks in the CBD (and also outside the CBD, in Carlton and the Southbank area). Known as the Parking Guidance System, the signs direct motorists away from off-street car parking facilities which are well occupied and towards those with available capacity. Most of the signs only provide information about the number of spaces available.
68. The Parking Guidance System has been in place for more than 10 years and the technology is becoming obsolete. The technology in use for the signs has not been completely successful and they sometimes fail to display the correct information.
69. Rather than renew it, the system will be replaced by traffic information signage for motorists. The Property Council of Australia (Victorian division) notes in its submission²⁰ that "its members often sight the lack of through traffic diversion from the city centre as a major blockage to potential business and sales traffic". Operating in real time, this signage would direct motorists:
- 69.1 away from traffic congestion;
 - 69.2 to enter the periphery of the CBD at the closest point to their destination; and
 - 69.3 not planning to stop in the CBD to go around it rather than through it.
70. This type of signage is available and in use by VicRoads. Its applicability for the City of Melbourne requires review.

Recommendation 13 – that the City of Melbourne undertake a feasibility study into the installation of motorist directional signage on the periphery of the CBD.

Loading zone operation times

71. The City of Melbourne has a target occupancy rate of 30 – 60 per cent for loading zones and it is important that this rate is monitored. A low overall occupancy rate is important because most delivery vehicles need to park close to their destination and are delivering to a schedule.

As part of the consultation for the plan, discussions were held about on-street deliveries hours and the possibility of restricting these at lunchtimes and peak periods.²¹ The Transport Workers Union²² stated that any time restrictions on their activities would have a dramatic impact on CBD business activity.

72. Delivery vehicles contribute less to traffic congestion because the peak periods are often not a convenient time for deliveries. No change to the current situation is necessary.

Disabled parking spaces

73. There are approximately 100 disabled on-street parking spaces.²³ Occupancy rates for disabled spaces are unknown although the Disabled Motorists Association has expressed concern that "a culture of misuse"²⁴ of these parking spaces has arisen.²⁵ The Association has asked that any decline in on-street spaces not apply to the number of disabled parking spaces. This is because some people with disabilities still rely on cars to visit or work within the City of Melbourne. With an ageing population, the need for disabled spaces into the future is likely to increase. While occupancy rates need to be monitored so as decisions about the adequacy of the numbers of these spaces can be made, the number of disabled motorist parking spaces will be at least maintained. The City of Melbourne has recently written to VicRoads seeking to allow disabled parkers 'drop-off' parking in loading zones.

Recommendation 14 – that occupancy rates at disabled parking spaces be monitored and that parking enforcement efforts at disabled parking spaces are intensified.

74. There are approximately 300 spaces in West Melbourne that are available for four hour or all day parking without fees and being accessed by CBD commuters. These will be converted to fee parking.

Recommendation 15 – complete the conversion of all unrestricted on-street weekday parking in West Melbourne to a maximum limit of three hours.

²⁰ Jennifer Cunich. Property Council of Australia. Submission dated 16 July 2008

²¹ The importance of loading zones was reinforced at two public consultation meetings held in support of the draft parking plan.

²² Phone interview conducted in May 2008

²³ The Australian Standards recommended 1 to 2 disabled off-street spaces per 100 spaces. Within the CBD, the City of Melbourne provides 3.3 on-street disabled space per 100 metered spaces.

²⁴ Disabled Motorists Association. Submission to Draft Parking Plan, p.2. July 2008

²⁵ This view is also supported by Crown Casino, who in their submission to the Parking Plan consultation noted that near their premises disabled spaces are regularly being illegally used by non-disabled parkers.

Issue – parking management in Docklands

Parking in Docklands

Table 7 – Number of off-street car spaces in Docklands

Car parking type	Parking space
Commercial car park	6,000
Residential car park	2,240
Private car park	5,270
Total	13,510

Source: CLUE data 2006

75. There are currently 25 public car parking facilities²⁶ within Docklands. (This includes one car park owned by VicUrban in Yarra's Edge.) Because Docklands is still under construction, there are a number of temporary car parks that will be closed once new development commences. These facilities provide parking for visitors, usually at rates cheaper than parking facilities in the CBD.
76. Surveys indicate that the public car park at 800 Bourke Street was the most occupied with no spaces available at 10am.²⁷ The open air car park in Yarra's Edge precinct experienced the lowest occupancy across the day and at its busiest was 30 per cent occupied. Telstra Dome (Docklands Stadium) usually has 1,800 of its 2,500 spaces occupied during the week.²⁸
77. Demand for commuter parking is highest in those precincts with high office based employment such as Batman's Hill and Victoria Harbour. Private car parking spaces are located off-street typically in the lower floors of the building where the car user lives or works. Provision of private parking has continued to grow as the number of residential and commercial developments has increased in Docklands. These spaces have been supplied in accordance with the *Melbourne Planning Scheme*.
78. Cheaper arrangements for off-street parking are being struck between employers whose staff drive to work and car park operators. Other parking incentives such as free weekday, lunchtime parking for three hours at North Quay Eastern Carpark have been established. The daily rate in the CBD for car parking can be as high as \$45 whereas in a number of car parks in Docklands the equivalent fee is \$15. This reflects the lower parking demand at Docklands but also provides an incentive for people who are unwilling to pay a higher fee for car parking, to drive to Docklands to eat in a restaurant or go to a nightclub.

Travelling to Docklands

79. Docklands does not have the same level of transport infrastructure that connects the CBD because train and tram facilities operate on a reduced scale.

80. According to Census data, in 2006, 2,073 people travelled to work within Docklands. Of these, 1,619 or 54 per cent of people got to work by train, tram, bus, bicycle or walking. 42 per cent or 989 people arrived by car. There is no 2001 equivalent data.
81. There is less travel information available about people entering Docklands. A 2007 survey found that most visitors to Docklands arrived by car or tram.²⁹

Table 8 – mode of access for visitors to Docklands

Mode of access	Docklands
Train	17%
Tram	32%
Car	34%
Walk	7%
Other	10%

The on-street parking environment – Docklands

82. There are approximately 600 on-street parking spaces in Docklands.³⁰ These comprise:
- 30 five minute to fifteen minute;
 - 280 half hour to three hours;
 - 90 unrestricted;
 - 60 ticket parking;
 - 50 loading zone;
 - 20 disabled parking;
 - 30 taxi zone;
 - 20 permit zone – construction vehicles; and
 - 20 other parking.
83. Concentrations of parking spaces are located in Bourke Street west of Harbour Esplanade and Aurora Lane. In places such as Waterfront City and New Quay, on-street spaces are usually designated for loading zones or parking. Made available for convenience shopping or deliveries these spaces are usually available for 30 minutes or less. The street network in Docklands is now well developed and is unlikely to yield any significant number of additional car parking spaces.

Concerns with existing parking arrangements

84. Residents of Docklands are concerned about a lack of on-street resident and visitor parking and a lack of a cheap off-street alternative. There is further concern that the current on-street parking limits are too short and that commercial off street car parking facilities close too early in the evenings.

Through the consultation for this plan, residents have sought residential parking permits and changes to the existing on-street restrictions.

85. The availability of on-street parking for visitors, residents and employees is lessened from an already low base because:
- 85.1 parking in Docklands is a lot scarcer during the 70 events per year held at Telstra Dome. For those that drive, the planning provisions state that at these times the additional parking demands of Docklands should be met by the available facilities in the CBD rather than through additional parking in Docklands itself. This is not the case. The current transport plans for these special events will be reviewed to ensure these policies are being reflected in practice;
- 85.2 the area is still being built out. This means that construction vehicles take up more space than usual. It is also more difficult for the City of Melbourne to make long term decisions about the duration and type of parking space; and
- 85.3 parking spaces in Docklands are not as conveniently placed as in the CBD with visitors having to walk further to visit apartments and restaurants.

Recommendation 16 – that the City of Melbourne meet with Telstra Dome to review current transport plans for special events.

The future use of on-street parking spaces

86. There are so few on-street spaces in Docklands that it is not possible to prioritise these for use by residents or longer-stay on-street parking for visitors. Non-metered parking priorities will be determined according to an 'on-street parking hierarchy' that places possible kerbside uses in a priority order (see Appendix 2). This will mean that the limited number of spaces will be signed to loading and deliveries and taxi parking. On-street metered parking will be prioritised for short-term visitors (a maximum of two hour parking).

Recommendation 17 – that the on-street non-metered parking spaces in Docklands continue to be prioritised according to a 'on-street parking hierarchy' and that the maximum on-street parking duration be two hours.

87. The City of Melbourne will undertake the following measures to reduce the impact of the problem:
- 87.1 remove parking restrictions after 7.30pm. This allows for more certainty and deals with the problem of parking restrictions ending at varying times for no known reason (eg. in some areas, parking restriction cease at 11pm and at others at midnight). It also means that residents and visitors wishing to stay

longer than two hours for an evening meal or to visit friends will not have to move their car or make alternative arrangements. The exception to this rule will be when demand requires restrictions to be applied later into the evening. On-street parking spaces in the immediate vicinity of Telstra Dome shall be kept at two hour parking until 10.30pm to discourage visitors to Telstra Dome from parking on the street. The restrictions in these streets will have to apply seven nights per week so as all events are covered;

- 87.2 install fee parking in streets where there is high occupancy as a tool to improve turnover of spaces. This will reduce occupancy rates during the peak parking period to 85 per cent or lower.³¹ New ticket machines are being installed in Bourke Street, Batman Hill Drive, Collins Street, Merchant Street and Cumberland Street. These spaces will all have a two hour limit. These will be mainly for use by business and recreational visitors. Extra loading zones are being installed in Aquitania Way and Caravel Avenue. There are no other opportunities for the immediate installation of parking meters. The need for further parking machines will be monitored; and

- 87.3 audit loading zone spaces. In areas of Docklands that are now built out, an audit would allow for more accurate decisions to be made about the need for loading zones. The number of loading zones required in any area reduces the amount of visitor and resident parking. However there are particular circumstances in Docklands that lead to a higher number of loading zones being required than would be required in similar streets in the CBD. This is due to the high turnover in residential properties (eg. New Quay). This has been confirmed in discussions with building managers and resident representatives.

Recommendation 18 – that on-street parking improvements be implemented in Docklands as outlined.

The future use of off-street spaces

88. Off-street, there are several car parking facilities in Docklands that are open 24 hours such as in Digital Harbour and Telstra Dome and others such as 767 Bourke Street are open until late on weekends. Telstra Dome has 700 parking spaces available most days of the week.³² Longer term parkers such as residents will be encouraged to park off-street and longer term visitors to use public transport.
89. Unfortunately, for some residents these car parks are some distance from their apartments and for some the parking fees are too high. As demand for parking in Docklands increases more facilities will expand their operating hours.

26 At the time of writing it was unclear if all these car parks were permanent, on-going ones or whether some were temporary car parks located on development sites.

27 According to occupancy surveys were completed in November 2007.

28 Staff interview, July 2008

29 Sweeney Research. Docklands Visitation Study, April 2007. These figures are based on a sample of 164 people. 'Visitors' excludes those people employed in the Docklands and those who live there.

30 As of May 2008

31 Based upon surveys undertaken in April 2008, on-street occupancy rates in Docklands are generally high. The free parking provided in areas such as Batmans Hill Drive, Aurora Lane, Village Street, Pearl River Road, Harbour Esplanade and Bourke Street is occupied at 90 per cent or more. While occupancy rates are lower in the evening, they are still high.

32 Interview with staff at Telstra Dome, July 2008.

The lack of affordable parking is more noticeable because available public transport is not as frequent or extensive as it is in the CBD. Some residents and employers have been able to strike cheaper parking arrangements with car parks and this is the best option for those who prefer not to use public transport. Residents may also be able to negotiate off street car parking spaces for use after hours by visitors to Docklands, ensuring off street parking spaces are not unused between 7pm and the next morning.

Enforcement

90. Car parking restrictions and fees are imposed to ensure a high turnover of spaces which enables more people to have use of the limited number of parking spaces in Docklands. Without adequate enforcement, the restrictions become ineffective at achieving turnover of spaces.
91. Surveys have found non-compliance with parking restrictions in Docklands. This included an abuse of existing on-street restrictions especially disabled parking and taxi parking. Loading zones were being used for visitor parking and users were overstaying time limits. A stronger enforcement presence is required in Docklands.
92. Construction workers place unique demands on geographical areas being developed. Most construction workers drive to their place of work. Within the CBD this doesn't impact as much on overall parking because development is scattered but in Docklands where there is large concentrations of development, it limits the availability of the more limited on-street spaces. Major construction in Docklands will continue for the next decade in specific areas as each part of the area is developed. This activity is different from construction in the rest of the CBD in that it is usually:
 - 92.1 further away from existing public transport services;
 - 92.2 concentrated in large areas of construction with no other activity present; and
 - 92.3 being managed directly by the estate developer who also has control over the roads and vacant parcels of land nearby.
93. Vehicles associated with construction activities have been seen parked in on-street spaces and disregarding the on-street time restrictions. Owners of these vehicles need to be informed about the City of Melbourne's program for issuing permits although these spaces are very expensive.³³ Those parking illegally need to be fined. Some contractors are parking off-street (eg. at Telstra Dome) as an alternative.

Recommendation 19 – that the City of Melbourne intensifies its parking enforcement effort at Docklands.

Resident owned off-street spaces are being used illegally

94. Residents have raised concerns about the lack of compliance within private off-site parking especially during Telstra Dome events. Residents have reported that people are gaining unauthorised access to the residential car park and then use any space at random.
95. The City of Melbourne already uses Part 7A of the *Road Safety Act* to enforce parking restrictions at commercial premises in Clarendon Street, South Melbourne. This enables City of Melbourne officers to issue parking infringement notices to parked cars that are not complying with parking restrictions in the nominated area. This part of the *Road Safety Act* could also be used to enforce restrictions in car parking facilities located within an apartment building.

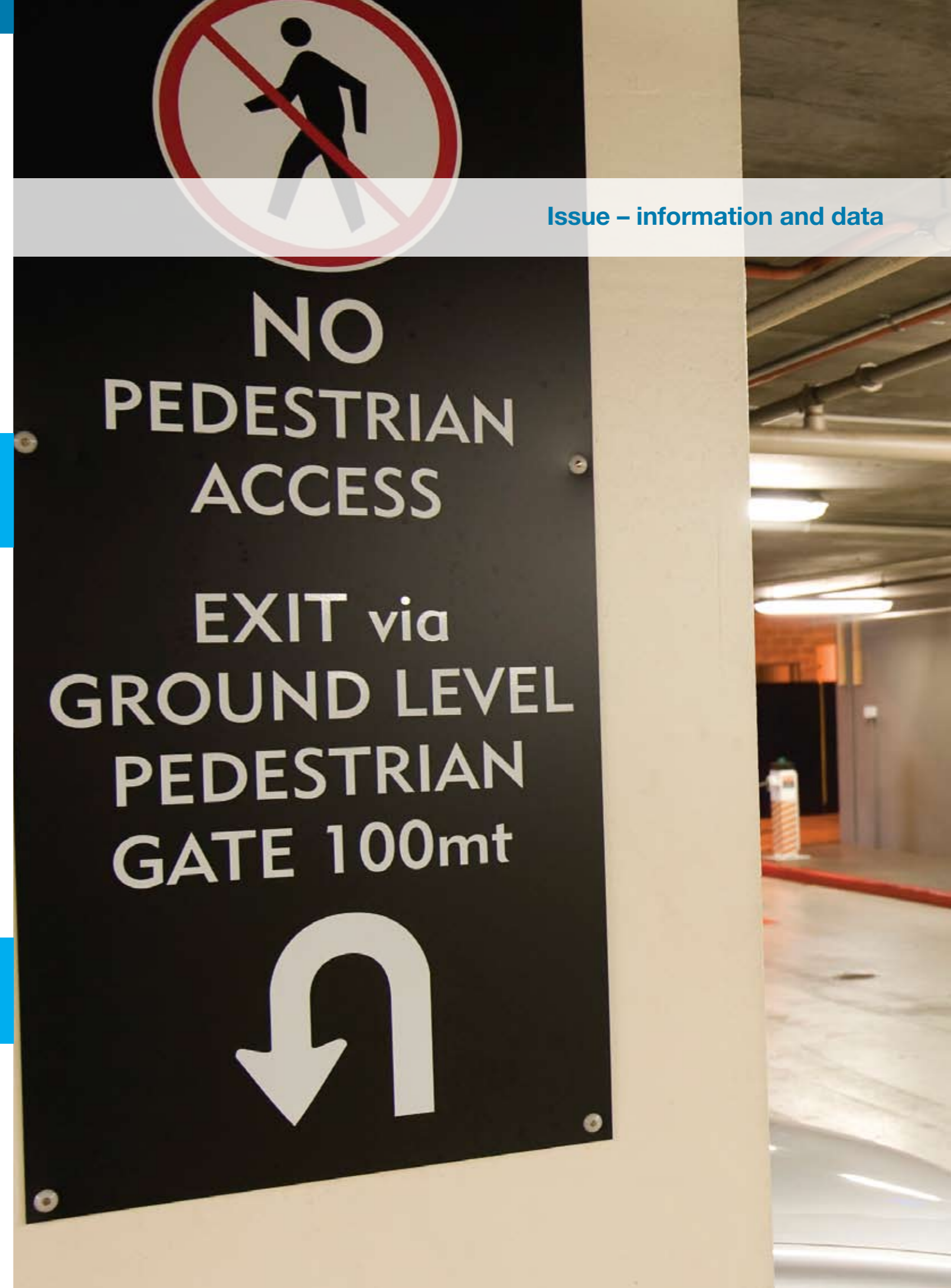
Recommendation 20 – that the City of Melbourne Parking and Traffic branch meet with bodies corporate in Docklands to discuss enforcement of restrictions in car parking facilities located within apartment buildings.

Information provision in Docklands

96. Because of the newness of Docklands, information needs are stronger than in the CBD. Information will be provided to residents on parking and transport options for visitors (for example, there seems to be a lack of knowledge of tram services by visitors). This information will highlight that for some visitors catching the train to Southern Cross Station or catching a tram may be faster than driving and then walking from the public car park to the apartment.
97. The City of Melbourne will make sure that messages about Docklands parking policy are conveyed consistently to existing residents via the City of Melbourne's website and direct contact. Anecdotally, it has been reported that some residents in new apartments have relocated from one building to another based on the ease with which visitors can access their apartment. The City of Melbourne will make residents aware of this issue and encourage them to consider whether visitor access is an issue that should influence their choice of location.

Recommendation 21 – that the City of Melbourne develop a communication program aimed at visitors to Docklands that informs them of public transport options and where the cheapest off-street parking can be found.

³³ This scheme enables permits to be purchased at rates well above market rates (\$88 per day for one space), as a specific space is then available for the exclusive use of the purchaser.



Systematic data collection and storage

98. The City of Melbourne maintains an extensive record of on-street parking facilities with digitised and hard copy plans and asset registers for parking meters and signs. The City of Melbourne also collects data relating to on-street parking demands and compliance levels. Data is collected every two hours from 8am through to 6pm on a regular basis.
99. Off-street CBD car parks within the municipality provide data relating to occupancy and duration of stay to the City of Melbourne on a monthly basis. While on-street parking is analysed at a local level in terms of supply, occupancy and compliance, the City of Melbourne doesn't include analysis of its off street car parks into this data set. The City of Melbourne monitors some aspects of parking through the Census of Land Use and Employment (CLUE) database. The information provided in the database differentiates between public and private parking and doesn't include on-street spaces.
100. Geographic information systems (GIS) will be used to organise and analyse this data in a more systematic way. A comprehensive and centralised digital resource should be built up over time. The main objective of using GIS to analyse parking in the CBD is to generate a map of car space occupancy and cost which can be used to set future restrictions.

Recommendation 22 – that the City of Melbourne establish a GIS system for on-street and off-street data management.

More information is required

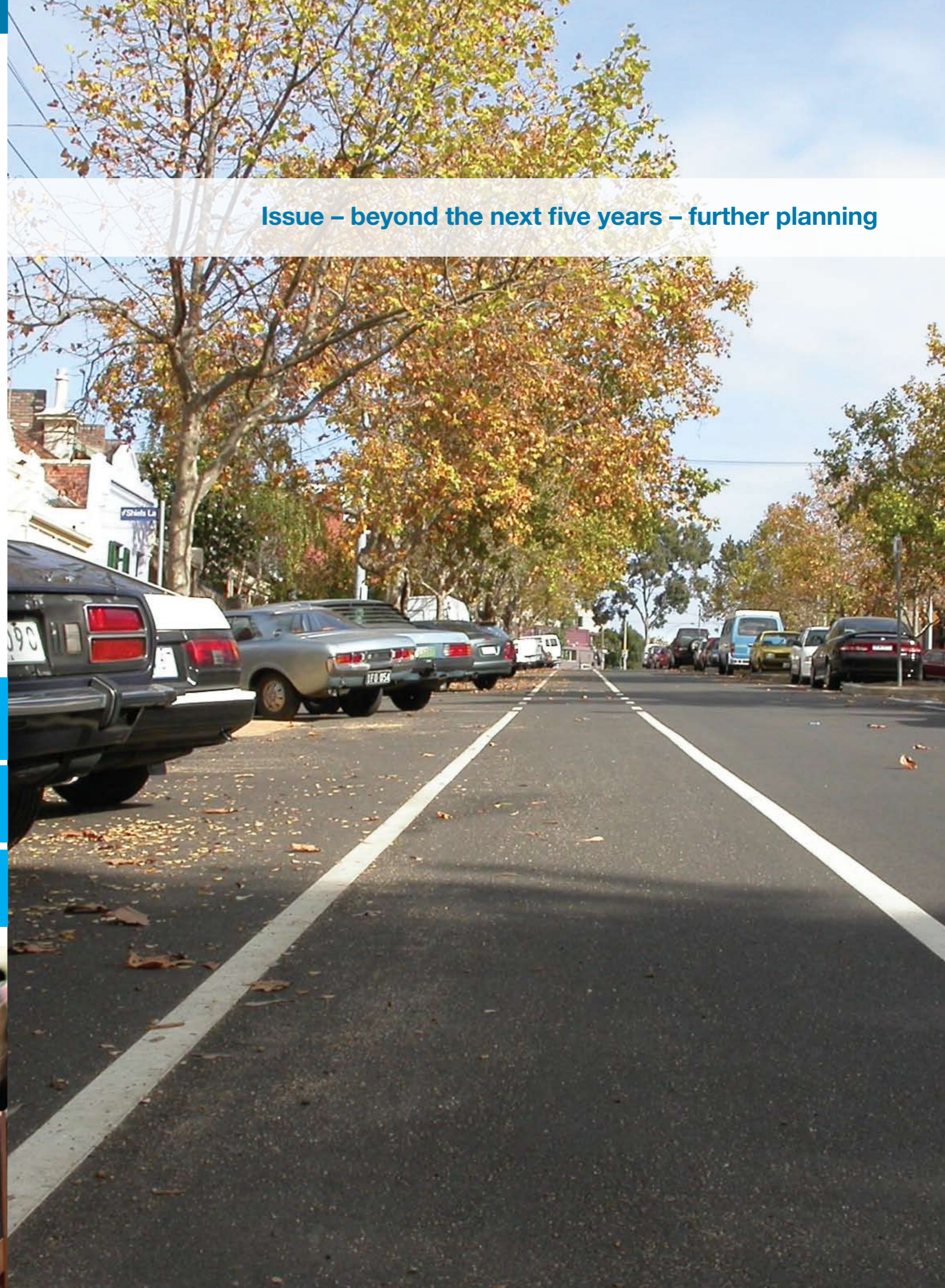
101. Information from a broader number of car parks is needed to evaluate future strategies and provide better information to the public. This data resides with various operators including the City of Melbourne. The City of Melbourne has 20 agreements with car park operators under Section 173 of the *Planning and Environment Act*. These include provisions that require operators to regularly provide data to the City of Melbourne regarding the vacancy rate and number of short-stay parking spaces available to the public. This information is not being collected.
102. Each of these agreements need to be analysed to find out what compliance issues exist and develop a format for information to be provided to the City of Melbourne. The City of Melbourne will write to the operators informing them they will be made to comply with the agreements and requesting they submit the information required.
103. The City of Melbourne has not yet collected comprehensive data for Docklands area. Occupancy and compliance data is required in order to set prices and effectively manage the supply of on-street parking in Docklands.
104. Most car parks within the City of Melbourne are managed by three companies – Wilson, Secure and Premier. The City of Melbourne needs to develop a stronger relationship with these companies to help it achieve its data collection goals and to deal with issues concerning off-street parking through a collaborative effort.

Recommendation 23 – that the City of Melbourne enforce Section 173 Agreements for operators to provide data by arrangement with major car park operators.

Recommendation 24 – that the City of Melbourne monitor the stock of car parking facilities to ensure knowledge of supply remains accurate.

Recommendation 25 – that the City of Melbourne set in place a process to get comprehensive parking data from Docklands.

Issue – beyond the next five years – further planning



Future trends

105. The recommendations in this plan are designed to manage parking issues within the CBD and Docklands for the next five years and set up a management platform into the future.
106. Beyond the next five years, there will be increased pressure to put in place local measures in support of environmentally sustainable forms of transport and improve pedestrian amenity within the CBD and Docklands.
107. The following forecast is based upon a balance of probabilities. Future parking demand and provision in the CBD and Docklands will be affected by:
- 107.1. expected growth in employment, residential and the number of visitors that may increase the need for parking depending upon what disincentives are put in place;
- 107.2. a continued decline in the availability of on-street car spaces for public parking. Detection technology will become more important because electronic measurement will be needed to manage the efficient use of limited spaces;
- 107.3. increased road congestion on the approach to the CBD. The morning and afternoon peak hours will spread by starting earlier and finishing later. Only a certain number of vehicles can fit through the road network at once and people will vary their work times to suit;
- 107.4. the trend towards improved pedestrian amenity in the centre of major cities will lead to more areas where cars are not allowed (such as pedestrian malls);
- 107.5. environmental factors such as the price of petrol. Further rises in fuel prices will lead to higher public transport usage and lower commuter visits to the CBD;

- 107.6. further global warming which is likely to lead to more radical carbon reduction policy (eg. the possibility of congestion taxing, financial disincentives for larger vehicles). Drier weather in Melbourne will result in lower off-street car parking usage;³⁴ and
- 107.7. innovations in 'green' technology. For example, some cities around the globe are now designating specific spaces for the use of hybrid, electric and low emission vehicles to encourage their use or to provide for recharging.³⁵
108. The extent of Federal and Victorian Government investment in new public transport within inner suburban Melbourne will be crucial in the future as a means of reducing traffic congestion and continuing to reduce car vehicle mode share as a percentage of CBD and Docklands travel. This includes the need for greater transport frequency in the CBD and Docklands and denser coverage in Docklands.
109. The amount of available on-street parking in the CBD has progressively been reduced since 1964 (see Table 9 below).

Table 9 – decline of on-street car parking spaces – central city

Year	On-street total spaces	Off-street total spaces	% total of on-street
1964	9,500	22,500	42
1977	9,300	35,300	26
1984	8,000	43,500	20
2007	4,200	64,000	7

³⁴ Wilson's Parking made a connection between drier weather and less car parking visits at a consultation meeting in November 2007.
³⁵ For example, Covent Garden in London.

110. This trend is expected to continue with:

- 110.1 higher pedestrian volumes generating demand for wider footpaths;
- 110.2 more CBD bicycle³⁶ and bus lanes being built as future bus and cycling movements increase;³⁷
- 110.3 more accessible tram stops. The tram network must be made accessible to people with disabilities by 2022. This will require raised platform stops to be constructed along all tram routes in the CBD;
- 110.4 the further needs of traders for delivery vehicles. As the CBD population grows, greater on-street space will be required to meet the demands of delivery vehicles. There is also likely to be more fee parking spaces on weekends; and
- 110.5 spaces for specific users such as car-share schemes. The City of Melbourne provides some parking spaces for car-share vehicles and the demand is likely to grow especially if the price of petrol continues to increase and more families make the decision not to keep a second car.
111. The City of Melbourne will ensure that a reduction in on-street spaces does not negatively impact on non-metered spaces so as they continue to be preserved for taxis, public transport, loading zones and spaces for people with a disability. Some of the reductions are expected to support environmentally sustainable transport such as bicycle travel and an enhanced pedestrian amenity.

Meeting the challenges of climate change

112. The City of Melbourne will ensure it participates fully in any discussions concerning carbon reduction policy as it affects motorists and parking. The City of Melbourne will ensure that commuter parkers are the first group of motorists affected through any future carbon reduction policy. It is important that the City of Melbourne stress the importance of the need for convenient viable alternatives to the motor car in all discussion with other levels of government.

Changes in car park usage

113. There are also likely to be changes in car park usage. Recently, institutional investors have been buying car parks within the CBD and giving the management rights to specialist operators. This is placing greater emphasis on increasing the net yield per space. It has contributed to car parks becoming more efficient through the use of technology and targeted marketing.
114. This change in market dynamics is expected to lead to a greater disparity between the higher value facilities (featuring better design and amenity) and those of lower value. It may lead to some of the older car parks being closed. If car parks close, the City of Melbourne will promote alternative uses to the sites. This may need changes to the Melbourne Planning Scheme. The City of Melbourne needs to take every opportunity it can to encourage off-street car park provision on the edge of the CBD and beyond.

Managing an over supply of off-street car parking spaces

115. According to the two major car parking operators in the CBD, there is an over supply of off-street car parking in the CBD³⁸. The City of Melbourne already has a high number of off-street car parking spaces when compared to other capital cities such as Sydney (see Table 10). An oversupply into the future translates to more commuter parking even though the CBD and Docklands will be increasingly unable to manage this.
116. With Docklands, the danger is that when it is fully built in the next 15 to 20 years, there will be substantial commercial off-street car parking at a time when resident and visitor amenity, concern about carbon emissions and greater public transport reach, make such provision unnecessary and perhaps unwelcome.

Recommendation 26 – that the City of Melbourne investigate how the Melbourne Planning Scheme can be used to promote alternate uses for CBD and Docklands car parks that may close in the future.

Table 10 – parking infrastructure comparison by city³⁹

CAD	Area (Ha)	Workforce	Car spaces	Cost	Car spaces per 100 workers
Melbourne	400	146,145	63,000	\$507	43
Sydney	370	186,826	33,400	\$797	18
Brisbane	170	64,004	32,700	\$609	51
Adelaide	250	70,409	43,400	\$217	62

³⁶ For more information about planning for bicycle parking into the future, see *CoM Bicycle Plan 2007-2011*.

³⁷ For example, the City of Melbourne has recently dedicated bus lanes along Lonsdale Street and Queen Street.

³⁸ Wilson Parking and Secure Parking both made this comment in their submissions to Parking Plan consultation.

³⁹ Source: Adelaide City Council Comparative Parking Statistics. Note the CoM figure includes 'central city' which is slightly broader than the CBD study area of this Plan. The cost is the monthly median rate – information supplied by Colliers International (Australia)



Increase the amount of motorcycle parking spaces

117. A way to reduce the number of cars on the street is to make motorcycle parking easier. It is lawful to park a motorcycle on the footpath, provided certain conditions are met, including that it doesn't pose an obstacle to other users. In some parts of the CBD pedestrian traffic is very high, making it difficult to provide motorcycle parking on footpaths in accordance with the regulations. The proportion of workers riding motorcycles (or scooters) into the CBD more than doubled (to 2 per cent of all workers' trips) between 2004 and 2006. The continued growth in motorcycle popularity will increase demand for motorcycle parking spaces. These spaces will be provided by the City of Melbourne on-street and by private operators in off-street facilities.

118. The Melbourne Planning Scheme requires motorcycle parking to be provided in all car park developments at a rate of one space for every 100 car spaces. In the CBD, this provides for a motorcycle mode share of 0.2 per cent of all trips. Motorcycle mode share has doubled in the past two years to almost 2 per cent. Therefore the Planning Scheme currently requires spaces for just 10 per cent of the motorcycle parking demand. The City of Melbourne will amend the planning scheme to require motorcycle parking at a rate closer to the current mode share or provide motorcycle parking as a proportion of the overall development floor area. Consideration will also be given to requiring new developments to provide a certain number of motorcycle parking spaces regardless of whether or not car parking spaces are provided.

Recommendation 27 – that the City of Melbourne provide more on-street motorcycle parking in areas with high pedestrian volumes.

Recommendation 28 – that the City of Melbourne increase the planning scheme requirements for motorcycle parking.

Provision of spaces for car share schemes

119. The City of Melbourne provides car parking spaces free of charge to car share operators, recognising that businesses need to be supported in a start-up mode. As the businesses gain critical mass they will have greater demand for car spaces and will also have the ability to pay for the spaces used by the business. The City of Melbourne will consult with providers about whether or not to charge for dedicated use of the parking space in the future.

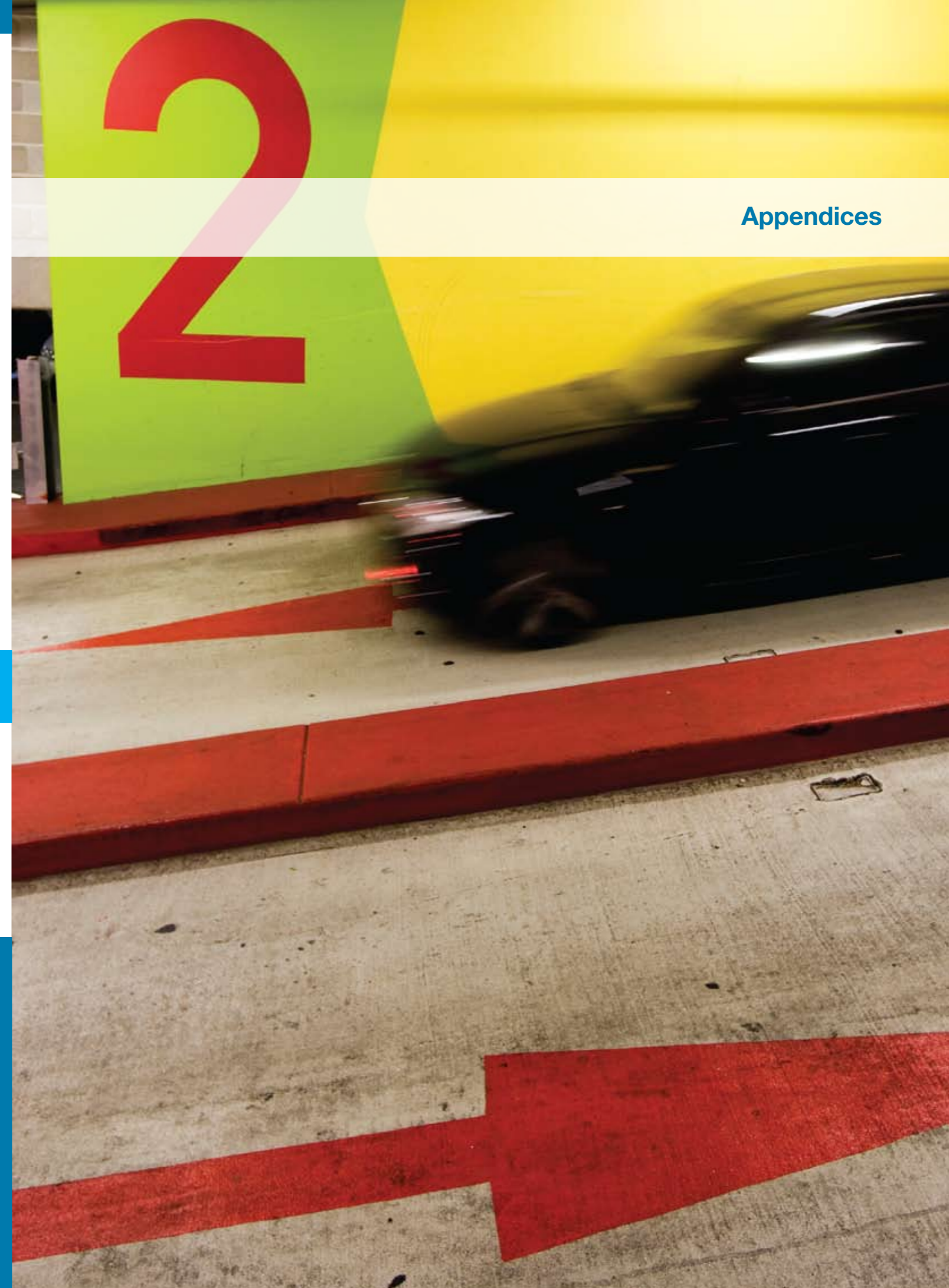
120. A protocol will be documented which illustrates how private businesses which meet City of Melbourne policy objectives may be supported through the allocation of dedicated car parking bays. This will ensure future requests are made and assessed in a transparent manner. The next step to implement this initiative is to draft the protocol document and discuss the draft with key stakeholders.

121. One further option in the future would be for the City of Melbourne to introduce a requirement for new residential buildings of sufficient size to provide space for car share vehicles to be parked. This would help to ensure that the price of dwellings is not inflated by the additional cost of providing car parking in each building. It would also help to establish a market for services that cater for people without ready access to a car. Innovative solutions such as this one require further investigation.

Recommendation 29 – that the City of Melbourne establish a protocol for supplying spaces to car share scheme operators.

Conclusion

122. This parking plan recommends that the City of Melbourne reconsider its approach to parking requirements in the Melbourne Planning Scheme, to the management of its own parking resources and to the analysis of data relating to parking in the CBD including Docklands. It discusses the need to plan for future parking provision demand and supply. The strategy has been developed to allow the City of Melbourne to better meet the parking needs of its consumers and set out a plan to respond to emerging challenges for future parking.



Appendix 1 – further background

Melbourne today – a snapshot

1. The Melbourne CBD has the largest concentration of employment in the state and lies at the centre of public transport and road networks. It is home to a growing residential community. Docklands is under construction and is being developed as an extension to the CBD. Currently, most residents live in the north at New Quay and the south at Yarra's Edge. Employment density is highest around Collins Street and Bourke Street.
2. Growth in activity in the CBD (particularly in terms of employment and residents) since 1992 and into the future is shown in Table 1A below.

Table 1A – CBD activity and expected growth (1992 to 2020)

	1992	2007	2020 expectation
Residents	1,000	17,300	N/A
Employees	140,000	197,000	N/A
Weekday visitors	~500,000	690,000	>1,000,000

Source: City of Melbourne (2003, 2005)

Table 1B – Docklands activity and expected growth (2008 – 2020)

Population	2008	2009	2012	2020
Residents	6,000	7,000	10,000	17,000
Employees	10,000	19,000	33,000	40,000
Visitors	8 million p/a	10 million p/a	13 million p/a	20 million p/a

Source: Table courtesy of Vic Urban

International experience

3. Internationally, concern about the impact of traffic congestion on city centre parking and the need to improve pedestrian amenity in the city centre are recurrent themes.
4. For example, in Shanghai, parking fees are set to rise but cheaper parking spaces will be built at transport hubs to encourage people to drive,⁴⁰ in London reducing traffic congestion is a number one transport priority through congestion pricing and improvements to the transport network. Paris has built more than 314 kilometres of bike lanes and cycling has increased 48 per cent during the past five years. Combined with a rapid bus transport system, this has led to a 20 per cent reduction in private vehicle travel.⁴¹ Rome, aware of the dominance of the private car in its city centre is also trying to reduce traffic congestion by encouraging more public transport while Moscow estimates that the number of motor vehicles moving through the City's streets is about 600,000 during peak periods. In response, the Government is seeking to limit private car access to the centre city area by prohibiting on-street parking except on specially allotted land and introducing a park and ride system. Tel Aviv is considering financial incentives to commuters to leave their cars at home.
5. In November 1982, the City of Melbourne (Central City) Interim Development Order came into effect, introducing a *Parking Limitation Policy* in the CBD with the aim of reducing congestion on arterial roads leading to the city. This policy continues to be supported by the City of Melbourne.
6. *The Moving People and Freight Transport Plan for 2006-2020* (City of Melbourne, 2006) asserts that Council planning policy will continue to discourage long-term parking and encourage the conversion of long-term commuter parking into affordable short-stay parking.
7. Parking policy is linked to transport planning. The City of Melbourne's transport plan states that there are three reasons why an integrated and sustainable transport system is required. These are:
 - 7.1 To aid in the efficient attraction and retention of business;
 - 7.2 For sustainable, equitable and convenient personal access; and
 - 7.3 To meet the challenge of having up to one million more people living in metropolitan Melbourne by 2030 and increasing numbers of people living and working within the City of Melbourne.

40 Shanghai Daily. 15/7/08

41 Internet article. London, Paris Edge out Guatemala City, Guatemala, Eugene, Oregon and Pereira, Colombia for 2008 Sustainable Transport Award.

8. The Melbourne Planning Scheme (Clause 21.06-4) commits the City of Melbourne to only locate short-stay parking in and around the retail core, except for residential uses, ensuring that any parking provision does not adversely impact on pedestrian amenity and movement.
9. *The City of Melbourne's Retail Strategy (2007)* states that maximising accessibility both into and around the city is essential to the commercial success of the city's retailers. The plan asserts the importance of providing consumers with better parking options at off-peak times and weekends.
10. The strategy places significant emphasis on accessibility as being fundamental to the success of the city as a retail destination. Key strategies and initiatives relevant to the CMPS that address accessibility and parking are:
 - 10.1 Influence local and state transport policies to benefit city retailers;
 - 10.2 Provide consumers with added incentives to access the city via public transport and shop in the city;
 - 10.3 Provide consumers with better parking options at off-peak times and weekends;
 - 10.4 Commit a percentage of revenue from the congestion levy to communicate access options;
 - 10.5 Form a coalition of car park operators to consult on messages relating to city parking and to develop a co-operative campaign to address perceptions that city parking is difficult and expensive;
 - 10.6 Work with car park operators to extend and actively promote weeknight and weekend discounted parking rates; and
 - 10.7 Extend parking/shopping discounts where shoppers are provided with discounted hourly rates when shopping in the city.
11. Melbourne 2030 aims (in Policy 4.2) to strengthen central Melbourne's capital city functions and its role as the primary business, retail, sport and entertainment hub for the metropolitan area.
12. *Wheels and Heels* is a City of Melbourne campaign which aims to give residents a voice regarding the transport options available to them. The campaign is specifically aimed at improving walking, cycling and public transport opportunities in the community. Each suburb will eventually participate in *Wheels and Heels*, with North and West Melbourne starting in 2007.
13. As a result of the community consultation under this program, a number of actions were adopted to address parking, walking, cycling and public transport issues including:
 - 13.1 tightening eligibility criteria for residential parking permit applications;
 - 13.2 resolving that residential developments which increase the residential density on the site will not have access to the Residential Priority Parking Permit Scheme after 30 June 2008;
 - 13.3 establishing car sharing services; and
 - 13.4 installing parking meters in high use and residential areas where on-street parking occupancy is greater than 90 per cent across significant periods of the day/week;
14. *The Zero Net Emissions by 2020 – Strategy Update 2008* (draft only) (p.35) proposes that, after a consultation process and the construction of appropriate infrastructure, a congestion charge be levied on all emitting vehicles entering the City of Melbourne during working hours from Monday to Saturday. The charge would be structured to have a sliding scale for vehicles of different emission capacities – the greater the emission capacity, the greater the charge.



15. According to the draft, for a tax to be introduced, the following would need to happen:
 - 15.1 improvements in public transport to accommodate a projected mode shift;
 - 15.2 identification of a timeline for consultation;
 - 15.3 economic analysis of the impact of a congestion charge on City of Melbourne residents and businesses, and
 - 15.4 feasibility studies into the spatial, temporal and technical options for implementation.
16. *Melbourne 2030* is a 30-year plan to manage growth and change across metropolitan Melbourne and the surrounding region. *Melbourne 2030* includes reference to developing a plan to increase public transport mode share to 20 per cent by 2020 through an integrated program of public transport initiatives aimed at reducing car dependency.
17. The City of Melbourne's *Delivering for Docklands Plan* (2007) emphasises the need to "improve on-street parking opportunities and promote off-street parking availability"⁴² committing the City of Melbourne to:
 - 17.1 use the preparation of the *City of Melbourne's Melbourne Parking Plan 2007* as an opportunity to review on-street parking management at Docklands;
 - 17.2 develop options to increase visitor and short-term car parking;
 - 17.3 work with private parking providers to promote parking access and availability in Docklands; and
 - 17.4 identify and create bus parking opportunities in the precinct.
18. The stated aim of VicUrban's *Docklands Ecologically Sustainable Development Charter* is for Docklands to be developed as a project of ecologically sustainable excellence. This results in several references in the charter to transport and reducing car dependence. The charter notes the importance of promoting alternative transport opportunities through:
 - 18.1 reducing the need for car use, through provision and encouragement of quality transport options, including walking and cycling, public transport and water-based transport; and
 - 18.2 Maximising integration, links and continuity with existing transport infrastructure and the CBD.
19. The City of Melbourne (and the Victorian Government) has established policies in relation to Docklands including:
 - 19.1 that Docklands will be a model of sustainable development, encouraging inner city living and greater use of public transport (VicUrban, 2006a); and
 - 19.2 the need to provide for an integrated strategy for the use of car parking spaces provided within the Docklands area and adjoining areas, in particular the need to promote shared use of car spaces provided in the Docklands and central city areas to cater for events at the major sports and recreation facility (VicUrban 2006a).
20. The Victorian Government aims to reduce the demand for long-stay parking and congestion through the *Congestion Levy Act* which applies equally to the CBD and the Docklands study area (Victorian Government, 2005).
21. These policies are converted into action through the *Melbourne Docklands Area Planning Provisions* (September 2006) which governs the use and development of land in the Docklands area.
22. The *Southbank Structure Plan* set out a number of initiatives including:
 - 22.1 develop a parking limitation policy for future development in Southbank;
 - 22.2 develop a strategy for long term management of on-street parking;
 - 22.3 investigate the potential to open existing private car parks in Southbank to managed public access; and
 - 22.4 develop improved walking links between entertainment areas in Southbank and commercial car parks in the CBD and Docklands.
23. Future Melbourne, the community of Melbourne's long term plan for the future direction of all aspects of city life, envisages a situation where:
 - 23.1 due to denser and more extensive coverage, more people choose public transport over cars; and
 - 23.2 due to higher frequency of services, public transport users are less dependent on timetables and the consequences of "missing" a service are less serious.
24. Future Melbourne's aim is to have 90 per cent of people getting to work in the City of Melbourne by walking, bike riding and public transport.



⁴² City of Melbourne, *Delivering for Docklands*, Op. Cit. P 16

Appendix 2 – the on-street parking hierarchy

- Any decision about use of on-road space is considered using a hierarchy of on-street parking provision. This hierarchy (see Table 1C below) guides the City of Melbourne officers in their consideration of which needs should be met at each particular location.

Table 1C – hierarchy for on-street parking usage

Priority	Type of kerb space uses	Definition of kerb space use
1	Safety	Clearance required for safe operation of streets including for fire hydrants, pedestrian crossings and sight lines (includes footpath widening to cater for large pedestrian volumes)
2	Sustainable transport	Typically tram and bus stops, taxi ranks and cycling facilities
3	Servicing properties	Short-stay parking for drop-off/pick-up (e.g. 5 and 15 minute loading zone) typically associated with commercial activities
4	People with disabilities	On-street parking bays provided in locations suitable for people with disabilities
5	Emergency vehicles	Police, Fire and Ambulance requirements
6	Clearways (including Bus Lanes)	Space is provided for through traffic (e.g. typically during peak hours)
7	Short-stay parking	Typically 1P or 2P parking for visitors
8	Medium-stay parking	Typically 3P or 4P parking for visitors
9	Commercial	Using road space for commercial activities (by widening the footpath) such as 'al fresco' dining
10	Long-stay parking	All day provision of parking for employees and residents

Other road users

- Other road space users and the operations governing their management are listed below.

Public transport

- The City of Melbourne aims to provide all bus parking on the departure side of intersections or in mid block locations. The location of a bus stop flag designates the no standing area. In the CBD this area is often increased to cater for more or longer vehicles.
- There are 180 taxi spaces in the CBD which are orientated to avoid passengers entering the taxi at the back of the queue. Taxi ranks are generally located close to large generators of demand for taxi services (such as large office buildings and train stations). Taxi ranks are provided and extended based on observed needs in the area. City of Melbourne officers undertake a review of taxi parking every three months to monitor changes in demand and needs. If ranks aren't long enough taxi drivers tend to queue back from the rank in any space they can find (including double parking). The City of Melbourne has pioneered provision of safe city taxi ranks and other ranks which have a call button.

Loading zones

- Loading zones 12 metres in length are usually provided immediately before or after an intersection so that delivery vehicles can use the space easily. City of Melbourne officers avoid designating single loading zones, as delivery drivers need to know that there is a high probability of getting a space. Placing two loading zones beside each other also ensures that other drivers are less likely to use the space – as their car would look conspicuous. The City of Melbourne aims to achieve up to 50 per cent occupancy of loading zones in the peak loading times.

Construction and film crews

- Construction and film crews often need access to very specific parking spaces to minimise the cost of their business and maximise the efficiency of the CBD. The City of Melbourne enables anyone needing this sort of parking to purchase a "reserved parking space" on the day of issue.

Medical practitioners

- Some hospitals close to the CBD are part of a City of Melbourne scheme that entitles doctors to park in proximity to the hospital they are attending. The hospital must verify that each application has been made by an eligible doctor. The City of Melbourne provides on street parking signposted for doctors as close as possible to the Hospital entrance.

People with disabilities

- There are 110 spaces in the CBD which are dedicated for use by people with a disability. It is estimated that 2-3 per cent of drivers to the CBD have a disabled parking permit. This parking permit system is operated across Victoria. All drivers with a disabled parking permit may use the normal parking for double the normal amount of time, they aren't required to pay for parking tickets (as the return to the car would be too great an impost for some) but must pay for metered parking.
- The City of Melbourne operates a special system for people with a disability who cannot operate parking meters. People may call City of Melbourne officers and obtain a one-off parking permit for the specific time and their destination.

Special uses

- To meet specific user needs, some spaces are made longer (for loading and buses) or wider (for people with a disability). The City of Melbourne also provides parking for users who need parking in a specific place. These users pay above market rates for permission to have exclusive access to specific road space.

Motorcycles

- Current planning scheme provisions require motorcycle parking to be provided at a rate of one for every 100 car spaces.

Car-share spaces

- In an effort to reduce the reliance on car ownership for its residents, the City of Melbourne has supported local car-share companies which offer low cost rental vehicles to their members.



Appendix 3 – on-street occupancy rates

Current occupancy rates

1. In July 2008, on-street occupancy rates in the CBD have recently fallen to 55 per cent from a previous average of 60 per cent in December 2007. See Table 1D below.

Table 1D – on-street occupancy rates – a sample – from 1 July 2008

Street	Between		Capacity	7.30 – 9.30am	10.30am – 12.30pm	1.30 – 3.30pm	5.30 – 7.30pm		
Spring St	Bourke St	Collins St	7	6	6	6	6	6.0	86%
Spring St	Collins St	Flinders St	21	14	19	20	15	18.0	86%
Lonsdale St	Elizabeth St	Queen St	43	16	35	39	31	35.0	81%
Collins St	King St	Spencer St	14	6	13	11	11	10.25	73%
Flinders Lane	King St	Spencer St	16	5	15	14	12	11.5	72%
Lonsdale St	Spring St	Exhibition St	48	12	42	42	18	34.0	71%
Spring St	Lonsdale St	Bourke St	34	15	26	30	15	23.7	70%
Spring St	La Trobe St	Lonsdale St	58	18	48	53	19	40.0	69%
Lonsdale St	William St	King St	66	32	54	53	29	45.3	69%
Lonsdale St	Swanston St	Elizabeth St	3	1	3	3	0	2.0	67%
Lonsdale St	Exhibition St	Russell St	64	9	29	57	38	41.3	65%
Lonsdale St	Queen St	William St	75	20	62	64	8	44.7	60%
Lonsdale St	Russell St	Swanston St	13	4	8	12	3	7.7	59%
La Trobe St	Swanston St	Elizabeth St	19	3	10	12	7	9.7	51%
King Street	Lt Collins St	Bourke St	7	0	6	7	0	3.25	46%
La Trobe St	Elizabeth St	Queen St	34	4	15	16	12	14.3	42%
Lt Collins St	King St	Spencer St	22	11	2	3	20	9	41%
King St	Bourke St	Lonsdale St	22	0	18	14	0	8	36%

EXIT ONLY



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