

Report to the Future Melbourne (Environment) Committee

.....Agenda item *",

Vehicle access and parking in major municipal parks and gardens

4 December 2018

Presenter: Claire Ferres Miles, Director City Strategy and Place

Purpose and background

1. The purpose of this report is to advise the Future Melbourne Committee of the findings from the investigation into vehicle access and parking in major municipal parks and gardens.

Key issues

2. With a growing population and increased and competing demands on open space, Council needs to ensure that these valuable community assets are managed well and that their primary purpose is protected so they can be enjoyed by current and future generations.
3. The City of Melbourne has seven major municipal parks and gardens, as defined in the Open Space Strategy 2012. Four of these seven parks and gardens have some public parking provision within them, three do not. The seven parks and gardens and the types of parking within them are:
 - 3.1. Carlton Gardens – no public parking
 - 3.2. Domain Parklands – formal kerbside parking, informal parking area
 - 3.3. Fawkner Park – formal car park
 - 3.4. Fitzroy Gardens – no public parking
 - 3.5. Flagstaff Gardens – no public parking
 - 3.6. Princes Park – formal car parks, informal parking area, overflow parking area
 - 3.7. Royal Park – formal car parks and kerbside parking, informal parking and overflow parking areas
4. In addition to the car parking described above, there is vehicle access throughout the parks and gardens by maintenance and operational vehicles and by those associated with events and their management.
5. Council currently uses a number of strategic, statutory and operational tools to regulate and manage vehicle access to these parks and gardens, including but not limited to the *Crown Land (Reserves) Act 1978*, Public Park and Recreation Zone, Open Space Strategy, Parks Policy and parking controls.
6. A number of opportunities for review and improvement of arrangements guiding community use of parks and gardens to protect parkland, amenity and the safety of all users have been identified for the short, medium and longer term. Refer Attachment 2.

Recommendation from management

7. That the Future Melbourne Committee endorses the following recommendations contained within the report on Vehicle access and parking in major municipal parks and gardens:
 - 7.1. Reinforces the contract terms and expectations for vehicle access in open space with all contractors and staff involved in open space management, maintenance and other services in open space.
 - 7.2. Establishes a data collection process and central repository for vehicle related data, to build a consistent evidence base input for parking-related strategy, policy and projects in open space.
 - 7.3. Continues to conduct parking and transport assessments routinely as part of all new and revised master plans, including a precinct-wide parking management plan to inform the next Royal Park Master Plan.

Attachments:

1. Supporting Attachment (Page 2 of 19)
2. Vehicle access and parking in major municipal parks and gardens (Page 3 of 19)

Supporting Attachment

Legal

1. There are no direct legal implications arising from the recommendations from management.

Finance

2. There are no financial implications

Conflict of interest

3. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

Occupational Health and Safety

4. This report aims to improve the safety of both park users and vehicle operators by making recommendations for future management of vehicle access and parking in open space.

Stakeholder consultation

5. No external consultation has been undertaken. This report was an audit of existing trends and associated data, and is an internal document which may be used to inform future work.

Relation to Council policy

6. This report is consistent with Council's broader policy objectives particularly those aimed at enhancing the current urban environment, preparing the parklands for the major challenges of climate change and supporting all people to visit the parklands. Major strategies include the Open Space Strategy (2012), and Transport Strategy (2012).

Environmental sustainability

7. Environmental sustainability issues could be considered in future work however, as this is preliminary document such issues have not be investigated.

EXECUTIVE SUMMARY

With a growing population and increased and competing demands on open space, Council needs to ensure that these valuable community assets are managed well and that their primary purpose is protected so they can be enjoyed by current and future generations.

The City of Melbourne has seven major municipal parks and gardens, as defined in the Open Space Strategy 2012. Four of these seven parks and gardens have some public parking provision within them, three do not. The seven parks and gardens and the types of parking within them are:

1. Carlton Gardens – no public parking
2. Domain Parklands – formal kerbside parking, informal parking area
3. Fawkner Park – formal car park
4. Fitzroy Gardens – no public parking
5. Flagstaff Gardens – no public parking
6. Princes Park – formal car parks, informal parking area, overflow parking area
7. Royal Park – formal car parks, formal kerbside parking, informal parking areas, overflow parking areas

In addition to the car parking described above, there is vehicle access throughout the parks and gardens by maintenance and operational vehicles and by those associated with events and their management.

Council currently uses a number of strategic, statutory and operational tools to regulate and manage vehicle access to these parks and gardens. These include but are not limited to the *Crown Land (Reserves) Act 1978*, the Public Park and Recreation Zone, the Open Space Strategy, the Parks Policy, individual reserve master plans and formal parking restrictions.

A number of opportunities for review and improvement of arrangements guiding community use of parks and gardens to protect parkland, amenity and the safety of all users have been identified for the short, medium and longer term. These include but are not limited to improving communications with contractors, better data collection to enable Council to see and understand trends, reviews of parking controls and ensuring new and revised master plans include a parking and transport assessment as a core element.

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

INTRODUCTION

The City of Melbourne manages nearly 460 hectares of internationally acclaimed parks and gardens, offering a variety of open spaces, recreation opportunities and facilities for the local community as well as city visitors.

The City of Melbourne's planning and management of its major municipal parks and gardens has ensured that they are equipped to serve the needs of both local users and visitors to the municipality. Such planning takes into account pressures that include the impact of a growing population and more intensive usage of open space on those sensitive environments, and addresses trends and emerging issues. While the issue of parking in open space is often a prominent consideration in reserve master plans, it can be complicated to manage.

This report has been prepared in response to concerns raised by members of the community about the volume, purpose and safety associated with vehicle access at Royal Park. In order that any broader or systemic issues or trends are identified, the scope of this report includes the municipality's seven major municipal parks and gardens rather than just Royal Park. The scope and process is described in detail in the following section.

This report makes recommendations based on the findings of the study into the current measures overseeing the management and monitoring of vehicle access and parking in the major municipal parks and gardens.

SCOPE

At its Ordinary Meeting on 31 July 2018, Council requested that management prepare a report on current measures which oversee the management and monitoring of vehicle access and parking in major parks and gardens within the municipality and that this report include the following:

1. An audit of current vehicle or traffic management arrangements, associated data trends
2. Opportunities for review and improvement of arrangements guiding community use of parks and gardens to protect parkland, amenity and the safety of all users
3. How current and proposed arrangements and associated data can inform policy or strategic work into future community access to the use of parks and gardens

The scope of this work is summarised in Table 1, and the series of definitions that follow.

Table 1 In scope and out of scope

In scope	Out of scope
'Major municipal parks and gardens' as defined in the Open Space Strategy: <ol style="list-style-type: none"> 1. Carlton Gardens (North and South) 4. Domain Parklands 5. Fawkner Park 6. Fitzroy Gardens 7. Flagstaff Gardens 8. Princes Park 9. Royal Park 	All other open space in the municipality

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

In scope	Out of scope
Collation and analysis of existing data, including: <ul style="list-style-type: none"> • Numbers of car parking spaces and areas within and surrounding subject reserves • Parking controls – duration, fees, access restrictions • Numbers of infringements and service requests over time • Recreation and events bookings of subject reserves • Observations from relevant staff 	Collection and/or creation of new data
Review of sources, including existing policies, strategies, master plans and studies <ul style="list-style-type: none"> • Parks Policy • Open Space Strategy • Transport Strategy 2012 (and 2018 Refresh) • Royal Park Transport Assessment (draft November 2018) • Domain Parklands Traffic and Parking Study • Planning controls – Municipal Strategic Statement, Public Park and Recreation Zone • Legislation and regulations – Crown Land (Reserves) Act, Melbourne Parks And Gardens (Joint Trustee Reserves) Regulations 1994, Activities Local Law, City of Melbourne Royal Park (Parking) Regulation 1985 	New traffic or parking assessments

1.1 Definitions

Parking is defined as occurring within a designated area within a reserve boundary (not around its perimeter roads). The types of parking areas considered in this report are as follows:

- formal parking areas on asphalt with marked bays
- formal kerbside parking on road reserves where they are contained within a park or garden (for example Linlithgow Avenue, Melbourne and Old Poplar Road, Parkville)
- informal gravel or unpaved areas
- informal grass overflow areas that are generally closed, but are opened for special events

In addition, the following private and restricted access parking types are considered:

- private residences (caretaker's lodges)
- depot staff parking
- commercial operations (for example, to bowling clubs or hospitality venues within reserves)
- temporary fenced areas for events bump in/out or construction activities

'Parking' excludes all:

- kerbside parking on perimeter roads (for example Anderson Street, Melbourne and The Avenue, Parkville)
- parking areas that are within the boundary of facilities within parks and gardens, including the Melbourne Zoo (staff parking inside the wall), the State Netball and Hockey Centre (staff parking inside the fence), the Royal Children's Hospital, Government House, the Royal Botanic Gardens, Melbourne Museum and Royal Exhibition Building

Vehicle access in parks and gardens means vehicles operating within reserves on internal roads, tracks or pathways to:

- access parking areas
- perform maintenance and operational tasks
- bump in/out for events
- make deliveries

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

- undertake construction activities

'Vehicle access' excludes by vehicles travelling on public through roads within road reserves even where these are contained within a park or garden (for example Linlithgow Avenue, Melbourne and Poplar Road, Parkville).

1.2 Process

The preparation of this report required a desktop analysis of the major municipal parks and gardens and site visits to confirm the information. A review of policy, strategy and planning relating to parking in open space was undertaken and data on parking infringement notices (PINs) and customer service requests was collected. Meetings seeking both data and observations were held with Council officers from the following teams: Open Space Planning, Parks Services, Transport Strategy, Traffic Engineering, Libraries and Recreation, On-street Compliance and Events Melbourne.

2 STRATEGY AND POLICY CONTEXT

The City of Melbourne has undertaken extensive strategy, policy and master planning work over many years to ensure its parks and gardens are well-managed and developed in a sustainable way. In addition to overarching pieces such as the Parks Policy and Open Space Strategy, each of the seven major municipal parks and gardens included in this report has a master plan. Parking and vehicle access is addressed to varying degrees of detail in all of these pieces, as outlined below and further in the sections on each individual reserve.

2.1 Parks Policy

The City of Melbourne Parks Policy sets out the City's vision for its parks and gardens and establishes 12 policy statements and associated actions to ensure their effective management. A key aspect of the policy is a definitive statement that there will be no net reduction in parkland area across the municipality.

The demand to develop parkland for other uses, such as roads and car parks, is explicitly identified as a threat to the municipality's parks and gardens and there is a corresponding policy statement to address the threat. It is policy that the City of Melbourne will ensure that car parking on parkland will be reduced as alternatives become available. Actions to achieve this include:

- to optimise on-street parking
- to review fees charged for parking in parks
- to develop car parking management plans for major constructed parking areas

2.2 Open Space Strategy

The Open Space Strategy provides the overarching framework and strategic direction for open space planning in the City of Melbourne.

While the Open Space Strategy identifies the loss of open parkland to car parking associated with major sport and event venues as a key issue for Capital City and State open spaces in particular, the issue of parking in open space is not explored in great detail.

The Open Space Strategy establishes an open space hierarchy and classification system that recognises that each reserve in the network plays a different role. The seven 'major municipal parks and gardens' have been assigned as one of Capital City, State or Regional open spaces in the hierarchy. Each has a primary character classification and up to five secondary classifications.

It is important to recognise the different role each of the seven major municipal parks and gardens plays in the overall ecosystem of open spaces across the municipality. Each has a different combination of character classifications and uses, and each makes an important contribution to the municipality's open space offer. Table 2 provides a snapshot of the distribution of character classifications across the major municipal parks and gardens. Those reserves that have parking within their boundary are highlighted in orange.

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

Table 2 Major municipal parks and gardens character classification

Character classification (from OSS)	Carlton Gardens (North)	Carlton Gardens (South)	Domain Parklands								Fawcner Park	Fitzroy Gardens	Flagstaff Gardens	Princes Park	Royal Park
			Alexandra Gardens	Alexandra Park	Kings Domain	Kings Domain South	Queen Victoria Gardens	Royal Botanic Gardens	Shrine of Remembrance	Yarra Boatsheds					
Botanical		✓							✓		✓				
Events		✓	✓		✓	✓	✓	✓	✓		✓		✓	✓	
Heritage	✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Informal use	✓		✓		✓	✓	✓	✓			✓		✓	✓	✓
Linear				✓											
Nature conservation									✓						✓
Public garden											✓				
Recreation			✓								✓		✓	✓	✓
Restricted sporting/ recreation											✓		✓	✓	✓
Sporting	✓					✓				✓	✓			✓	✓
Water feature							✓	✓			✓				
Waterway				✓						✓					

✓	Primary classification
✓	Secondary classification/s
	Reserves with parking

2.3 Transport Strategy 2012 (and Transport Strategy Refresh)

The Transport Strategy 2012 outlines a range of direct and collaborative actions to deliver integrated transport outcomes. Among these actions are several relating to parking, including to better manage on-street and off-street parking by converting long-term parking to short-term and to optimise accessibility.

The Transport Strategy is currently being refreshed and extensive engagement was undertaken in mid-2018. Among the discussion papers released for public comment was one specific to car parking, which sought feedback on questions including 'what if large numbers on on-street parking spaces across Melbourne were converted to open space, trees, bike lanes and footpaths?' The findings from the community engagement will be presented to FMC in December 2018.

While the Transport Strategy 2012 does not make specific reference to parking in open space, the issues and possible solutions are similar whether the context is CBD parking or parking in open space. Issues related to parking in and around parks are being considered as part of the Transport Strategy Refresh.

2.4 Royal Park Transport Assessment (draft November 2018)

The Royal Park Transport Assessment (draft) is being undertaken in preparation for the development of the next Royal Park Master Plan. The assessment has considered the interaction between transport issues and park usage through investigations including licence-plate capture, intercept

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

surveys and an online survey of Melbourne Zoo members. The assessment uses a broader definition of in-park parking than has been used in this report; it counts the on-street parking on the park side of surrounding roads as part of the park's provision.

The draft assessment provides estimated total parking capacity in the park, which is useful for this report given the difficulty in estimating the capacity of irregularly shaped, informal parking areas. This information has been incorporated into this report.

A key finding from the draft assessment is that parkland can be recovered from informal parking areas within the park boundaries. The study found that many of the informal parking areas are underutilised and that alternative parking for those areas is usually available in close proximity at peak times. The review also finds that informal parking areas are ineffective in terms of the amount of land they occupy for the number of cars they can accommodate and that some of them are used so regularly and heavily that they are unavailable for any other activity and therefore may as well be paved and reduced in area. This draft recommendation does not consider the water cycle, ecological and parkland character benefits that unpaved areas nominally deliver.

It is important to note that the draft assessment is making recommendations to inform the next Royal Park Master Plan and is not a standalone implementation plan; it has not been through a community engagement process nor have the recommendations been developed with full knowledge and consideration of relevant context at Royal Park and the municipality more broadly.

2.5 Domain Parklands Traffic and Parking Study

The Domain Parklands Traffic and Parking Study was undertaken to inform the development of the Domain Parklands Master Plan. The data collection phase was undertaken in 2015 and 2016.

The study included investigations into existing parking conditions, occupancy surveys, traffic and public transport surveys and pedestrian and cyclist surveys. The study uses a broader definition of in-park parking than has been used in this report; it counts the on-street parking on the surrounding roads as part of the park's provision.

Key findings from the study, which informed the draft Domain Parklands Master Plan, include that the dominant users of the parking provision within and around the parkland are non-local users who are not visiting the park itself but are destined for locations outside the parklands.

Unlike at Royal Park, the dominant type of parking provision in the Domain Parklands is formal, marked on-street bays. There is only a small area of informal parking, which is associated with the Shrine of Remembrance, within the Domain Parklands.

The Domain Parklands study found that, if only parkland users were considered, there is abundant parking in the area. Informed by these findings, the draft Domain Parklands Master Plan has made recommendations to reduce overall parking numbers and to close some sections of roads over time.

2.6 Planning controls – Municipal Strategic Statement, Public Park and Recreation Zone

Municipal Strategic Statement

A Municipal Strategic Statement (MSS) sets out the vision, objectives and strategies for managing land use change and development in a municipality and is a key element of every Victorian Planning Scheme. The Melbourne Planning Scheme's MSS includes objectives to encourage more efficient use of private motor vehicles and reduce the negative economic, social and environmental impacts of traffic and parking, particularly on residential areas and parklands.

Public Park and Recreation Zone (PPRZ)

The PPRZ is a public land zone and applies to all of the major municipal parks and gardens that are the subject of this report. The purpose of the zone is to recognise areas for public recreation and open space, to protect and conserve them where appropriate. The zoning allows certain uses and developments on the land, requires permits for some and prohibits others.

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

2.7 Legislation

Crown Land (Reserves) Act 1978

All of the major municipal parks and gardens that are the subject of this report are Crown Land permanently reserved for a specific public purpose pursuant to the provisions of the *Crown Land (Reserves) Act 1978*. The City of Melbourne manages most of these reserves on behalf of the Victorian Government but there are exceptions, including the Melbourne Zoo, State Netball and Hockey Centre, Royal Botanic Gardens and the Shrine of Remembrance.

3 OPERATIONS AND MANAGEMENT

3.1 Public parking

Public parking in the major municipal parks and gardens is controlled and managed in several different ways, even within the same park. Some parks, such as Domain Parklands, that have parking mainly on road reserves through the parkland, are controlled by signage and parking meters, which is relatively straightforward and consistent throughout the park. On the other hand, Royal Park has parking areas that are either free with no time restrictions, free with time restrictions, or paid with time restrictions under the *City of Melbourne Royal Park (Parking) Regulation 1985*, which limits the fees for cars to \$2. The streets immediately surrounding Royal Park have metered parking for between \$1 and \$4 per hour.

Details of the controls in place at each park are included in Section 4.

3.2 Compliance and enforcement

Regulations and local laws

As committee of management, the City of Melbourne has made regulations under Section 13 of the *Crown Land (Reserves) Act 1978*, and these apply to some of the reserves under its management. Control and enforcement of parking in certain open spaces can be made under the *Melbourne Parks and Gardens (Joint Trustee Reserves) Regulations 1994* and the *City of Melbourne Royal Park (Parking) Regulation 1985*. Controls on parking on public roads in road reserves are regulated by part 12 of the Road Safety Road Rules 2017. Parking in reserves that are not covered by these regulations may be enforced under the Activities Local Law (2009).

Parking enforcement

Enforcement activities in road reserves and formal carparks where time controls are in place are primarily undertaken by the City of Melbourne's on-street compliance officers. Park Rangers are authorised to issue enforcements under the *Melbourne Parks and Gardens (Joint Trustee Reserves) Regulations 1994* and the Activities Local Law (2009). Each of the applicable local laws and regulations have different penalties attached to them, for example an infringement for the same offence in a park subject to the *Melbourne Parks and Gardens (Joint Trustee Reserves) Regulations 1994* versus one in which the Activities Local Law applies carries a penalty of \$91 or \$250, respectively.

3.3 Maintenance contract management

Open space management and maintenance in the City of Melbourne is contracted to Serco and tree maintenance, waste management and civil infrastructure services are contracted to CityWide. Both contract providers have a regular need to operate vehicles in parks and gardens.

Maintenance operations utilise a series of depots located within parks and gardens. Each of the major municipal parks and gardens that are the subject of this report has at least one depot within its grounds, except Flagstaff Gardens. While this is operationally efficient, it does create a situation whereby parks maintenance vehicles can be moving in and out of a depot, through the reserve, all

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

day. In order to minimise the risk to park users and the park itself, the Serco contract service specifications include provisions relating to operational vehicles in open space that require:

- vehicle speeds be limited to 10km/h
- vehicles give way to pedestrians at all times
- hazard or roof-mounted flashing lights to be used when moving
- vehicles keep to constructed paths where possible, do not damage turf on the edges of or intersections of pathways, and vary their routes when its necessary to drive across grassed areas so as to prevent wear lines from developing

The contract specifies that privately-owned vehicles are not allowed to park within depots and open space areas.

Park residences

Council-owned park residences in Carlton Gardens, Fawkner Park, Fitzroy Gardens, Flagstaff Gardens, Royal Park and Princes Park are made available for occupation by a Serco staff member who is wholly involved with the open space contract service delivery. Up to one private vehicle per residence is allowed to be parked within the residence grounds, where space permits. Most of these residences do not have direct street access, so vehicles must drive along internal paths through the reserve for access and egress. The same vehicle control restrictions listed above apply.

3.4 Events management

The City of Melbourne's parks and gardens play host to events ranging from weddings to festivals. Any event that requires vehicle access to a park or garden, even if just to drop off supplies, must apply for an event permit and submit a vehicle management plan as part of the application. Any vehicle access must be authorised and a marshal must escort the vehicle and immediately replace any entry bollards behind the vehicle. Vehicles must have hazard lights on, travel at walking pace, and must not remain in the reserve for the duration of the event without specific authorisation.

The cost of reinstating open space to the condition it was in before an event is the responsibility of the event permit holder. Damage to bollards and light poles, trees, irrigation lines, turf and path surfaces and soil compaction are examples of the impact events can have on open space. The Events Melbourne branch provides detailed information to those wishing to hold events in parks and gardens, and provides examples of indicative reinstatement costs for varying types of damage.

4 MAJOR MUNICIPAL PARKS AND GARDENS INFORMATION SHEETS

Vehicle access and parking arrangements for each of the seven major municipal parks and gardens have been summarised below. For each reserve, the parking area boundary has been defined, the number of spaces and/or area of parking is identified, the management of those areas is specified, the behaviour of users is noted and any relevant master plan actions are identified. Anecdotal information is included where relevant, including observations from field staff.

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

4.1 Carlton Gardens

General description

Carlton Gardens is included in the World Heritage listing of the Royal Exhibition Building and is physically divided into two parts by the Royal Exhibition Building and the Melbourne Museum. The Open Space Strategy classifies Carlton Gardens as both a **Capital City** open space (southern section) and a **Regional** open space (northern section) because the two sections serve different purposes.

The southern section is an iconic open space that stages renowned activities and events and primarily services international and interstate visitors to Victoria and Melbourne. The northern section plays more of a role in the life of the local community, as well as catering to a broader Melbourne-wide catchment of visitors.

Character

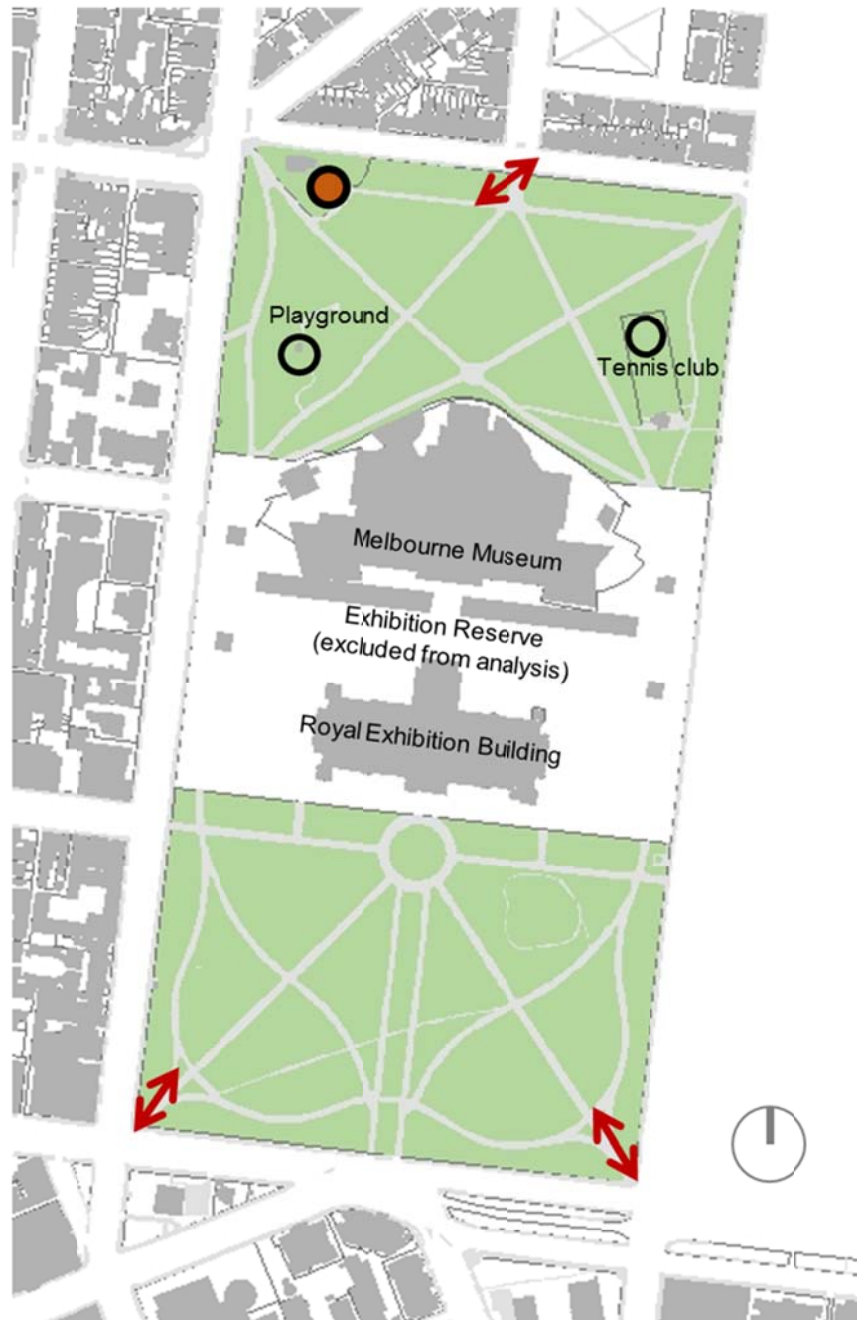
Primary character classification (both sections): heritage.

Secondary character classification: botanical, events (south); informal use, sporting (north)




Parking provision

No public parking is allowed within Carlton Gardens; there is full reliance on surrounding streets and commercial off-street car parks for visitor parking. There is also public transport available nearby. Vehicle access is limited to maintenance and operations, events bump-in and bump-out, deliveries to the Tennis Club and the caretaker's residence access and egress.

The Exhibition Reserve, including the forecourts, parking and loading access are under separate management and are not included in this report. Parks maintenance and operational vehicles use the surrounding street network to travel between the two sections of the reserve; they do not travel through the Exhibition Reserve.



Legend

-  Main vehicle access points (maintenance or events purpose)
-  Key facilities/destinations
-  Depot and lodge

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

4.2 Domain Parklands

General description

Domain Parklands is a **Capital City** open space and is made up of some of Melbourne's best known and loved parks and gardens. Some areas of the Parklands have very high visitation for events (the Sidney Myer Music Bowl), participation in physical activity (the Tan and the rowing sheds), or tourism attractions (the Royal Botanic Gardens, the Shrine of Remembrance).

Character

Each discrete area of the Parklands has a different set of character classifications. The dominant primary character classification is heritage, with some areas also being primarily classified as botanical, events, linear or sporting. Secondary character classifications include: events, informal use, nature conservation, sporting, water feature and waterway.

Management

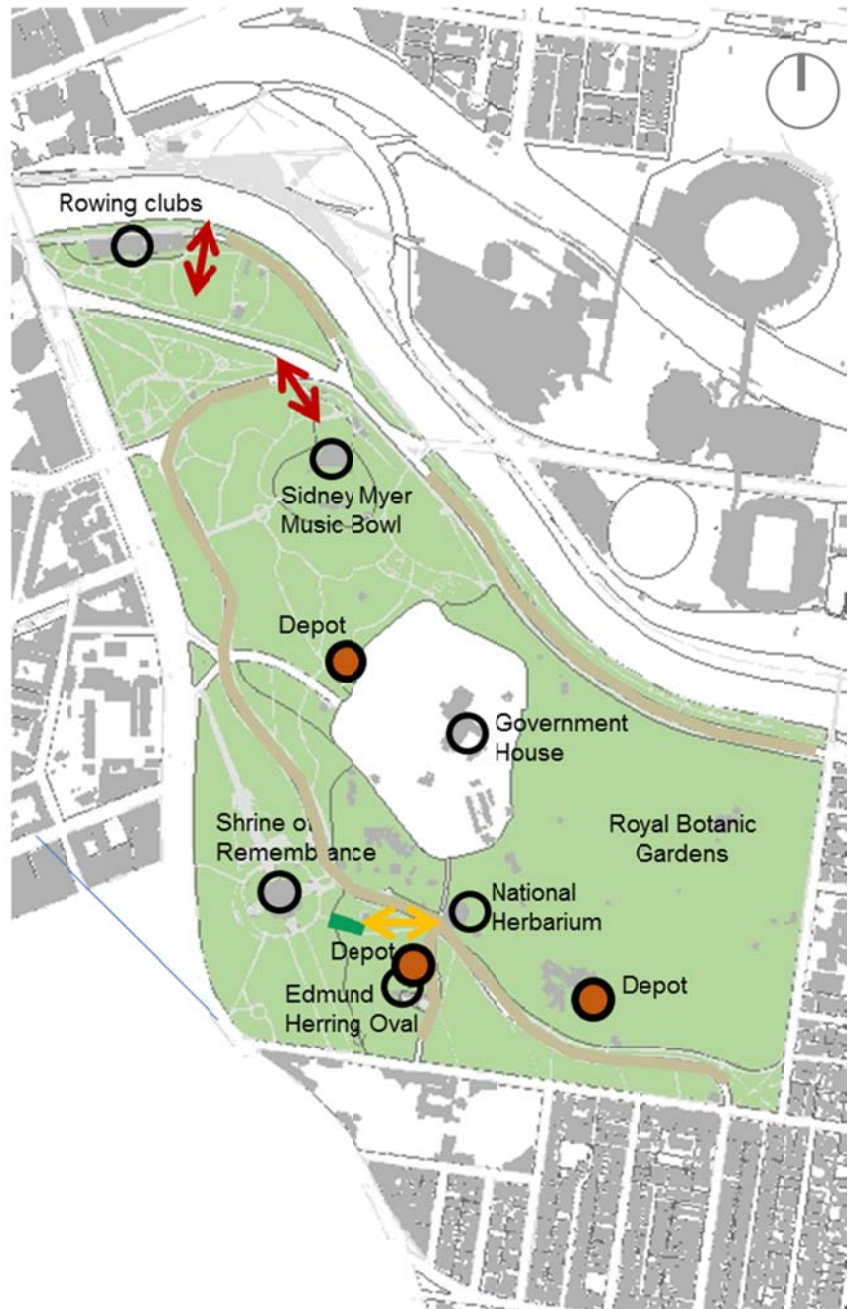
Fees are payable for all of the formal kerbside parking. Time controls vary from short-term to all-day parking. The Shrine of Remembrance Trustees permit and manage the informal car parking area for use by their staff, volunteers and invited guests.

On-street compliance enforces the formal kerbside parking areas

- average of 2136 PINs per annum on the roads through the Domain Parklands

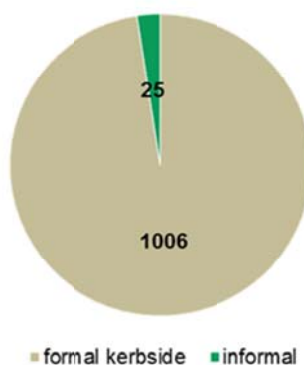
Observations

The draft Domain Parklands Master Plan makes recommendations for changes to the parking arrangements over time, to support genuine users of the parklands. These recommendations are based on the findings of the Domain Parklands Traffic and Parking Study, which found high usage of the parking provision by people who were destined for locations outside the Parklands.



Parking provision

Formal kerbside parking on Alexandra Avenue, Linlithgow Avenue, Birdwood Avenue, Dallas Brooks Drive and Boathouse Drive. Informal parking area at the Shrine of Remembrance.



Legend

- Main vehicle access points (maintenance or events purpose)
- Parking access
- Key facilities/destinations
- Depot

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

4.3 Fawkner Park

General description

Fawkner Park is a **Regional** level open space, which means its primary purpose is to cater to a broader Melbourne-wide catchment of visitors, as well as the local community.

Character

Primary character classification: sporting

Secondary character classification: heritage, events, restricted sporting, recreation, informal use

Parking provision

Type: formal car park

Area: ~650m²

Number: 15 bays

Management

Free with variable time restrictions of between 1P and 2P

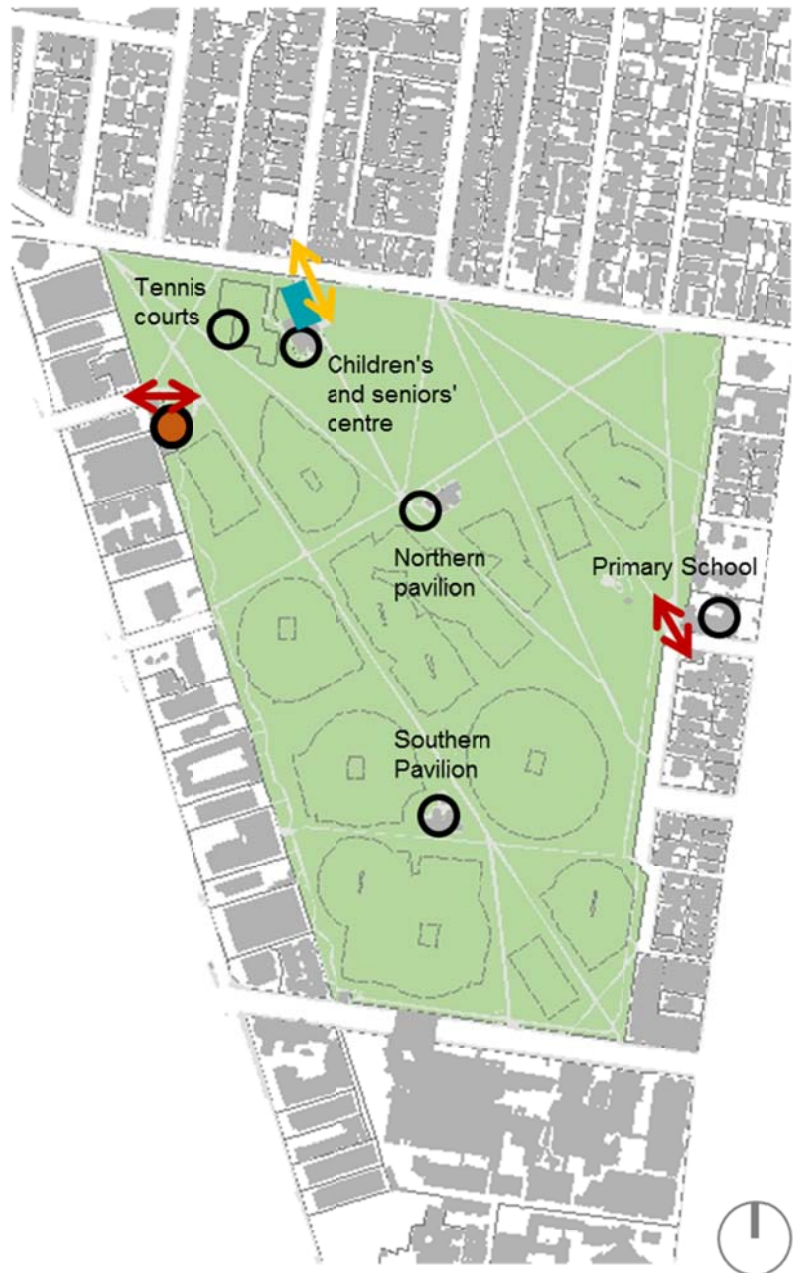
Enforced by On-street compliance

- Average of 73 PINs per annum in the off-street car park over the last five years

Observations

The car park primarily serves the Fawkner Park Children's Centre and Kindergarten to which it is adjacent.

There is otherwise reliance on surrounding streets for visitor parking to support the high levels of sporting participation. There is also public transport available nearby.



Legend

-  Main vehicle access points (maintenance or events purpose)
-  Parking access
-  Key facilities/destinations
-  Depot and lodge
-  Formal car park

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

4.4 Fitzroy Gardens

General description

Fitzroy Gardens is classified as a Capital City open space and is one of the city's defining gardens. Such open spaces are primarily established and managed to stage activities and events of international, national, state and metropolitan importance, catering to a broader public need. Fitzroy Gardens is not a significant event venue, but is well-used for weddings and small, private gatherings.

Character

Primary character classification:

Heritage

Secondary character classification:

Botanical, public garden, water feature

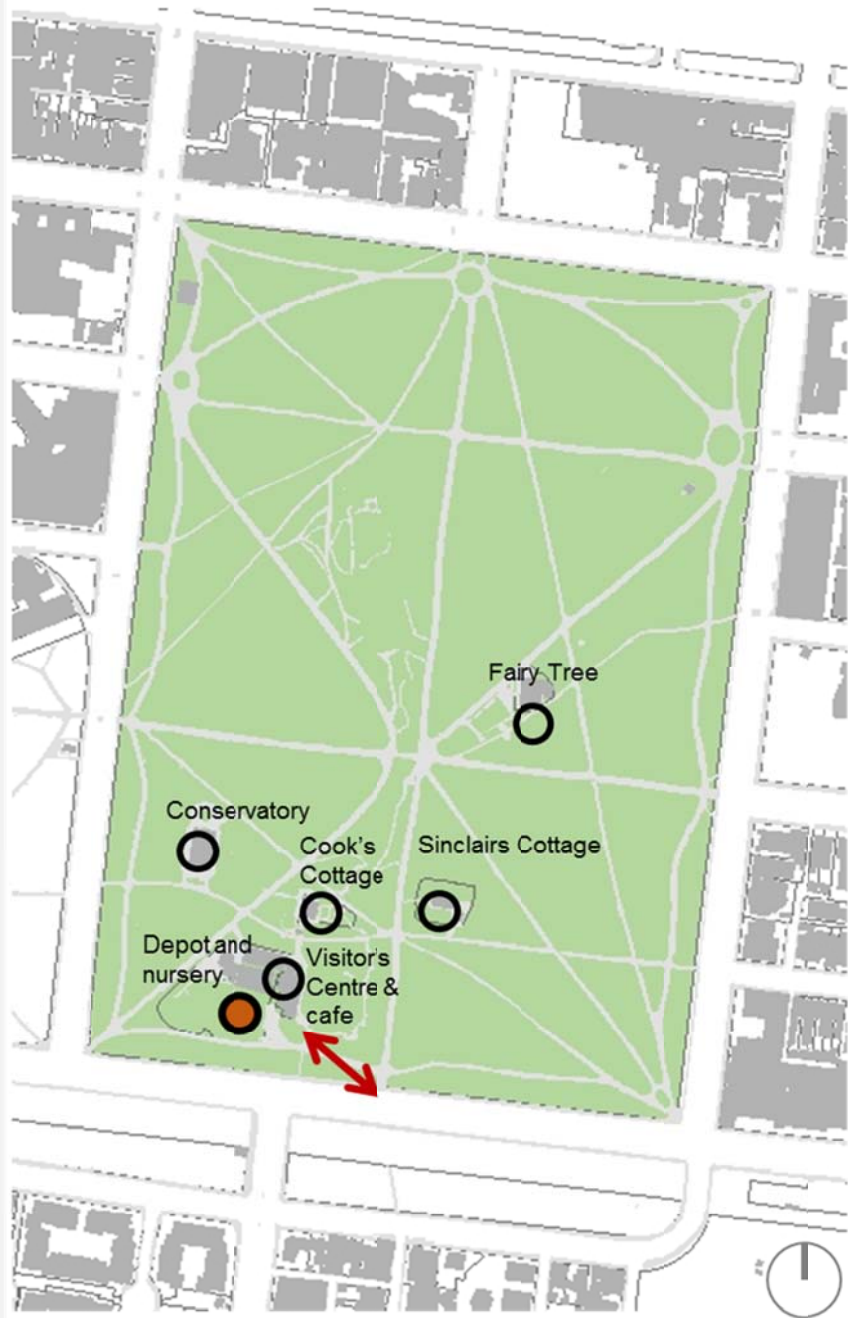
Parking provision

There is no public parking or private vehicle access allowed within Fitzroy Gardens. Anecdotal reports that wedding vehicles illegally access the reserve with the attitude that they will accept any fine.




The depot is the operational centre for the City of Melbourne's Region 1 parks and gardens contract, which includes the City's flagship parks, gardens and streetscapes.

Observations

Full reliance on surrounding streets and commercial off-street car parks for visitor parking. There is also public transport available nearby.



Legend

-  Main vehicle access points (maintenance or events purpose)
-  Key facilities/destinations
-  Depot and lodge

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

4.5 Flagstaff Gardens

General description

Flagstaff Gardens is classified as a **Regional** open space, which means its primary purpose is to cater to a broader Melbourne-wide catchment of visitors, as well as the local community.

Character

Primary character classification:
Heritage

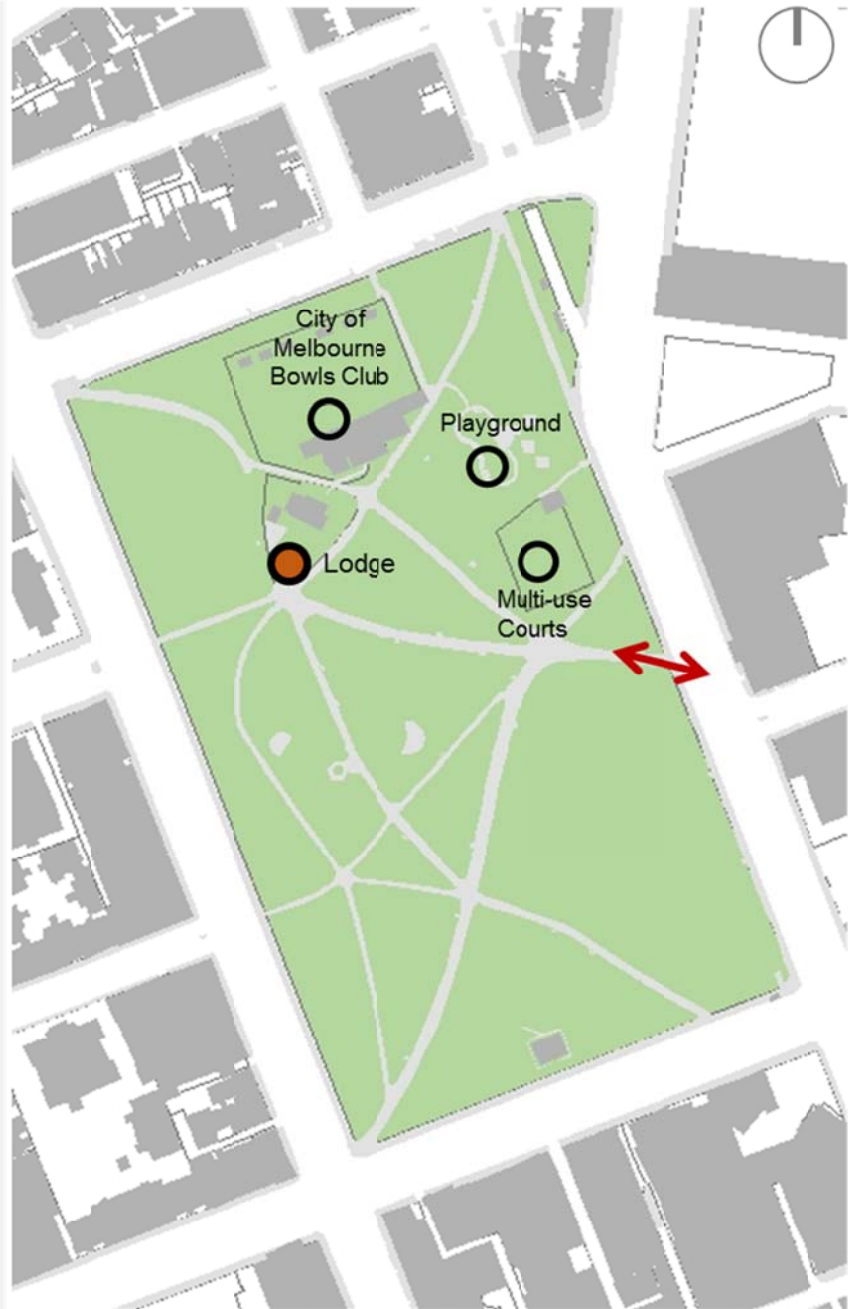
Secondary character classification:
Events, informal use, recreation, restricted sporting/recreation

Parking provision




There is no public parking or private vehicle access allowed within Flagstaff Gardens, except for delivery vehicles servicing the City of Melbourne Bowls Club. By agreement, deliveries are supposed to occur in the early morning but anecdotal reports are that deliveries are occurring throughout the day.

Observations

Full reliance on surrounding streets and commercial off-street car parks for visitor parking. There is also public transport available nearby.



Legend

-  Main vehicle access points (maintenance or events purpose)
-  Key facilities/destinations
-  Lodge

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

4.6 Princes Park

General description

Princes Park provides a setting for a wide range of recreation and sporting activities and is highly valued. It is a **Regional** open space with a primary purposes of catering to a broader Melbourne-wide catchment of visitors, as well as the local community. It includes Ikon Park, which is home to the Carlton Football Club.

Character

Primary character classification: sporting

Secondary character classification: heritage, restricted sport/recreation, recreation, informal use, events

Management

All permanent Princes Park parking is free, with time controls in place in the Ikon Park car park. A \$4 fee is payable for the overflow parking area, an amount which is specified in the *Melbourne Parks and Gardens (Joint Trustee Reserves) Regulations 1994*.

On-street compliance enforces the formal car park

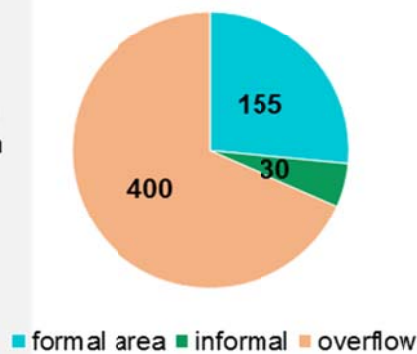
- average of 173 PINs per annum over the last five years

Observations

Reliance on surrounding streets for parking to support the high levels of sporting and informal recreational participation. There is also public transport available nearby.

Parking provision

Formal parking areas at Ikon Park, open to the public but primarily serving Carlton Football Club, and at the Northern Pavilion, which has boom gate access controlled by the tenant sporting clubs. Informal parking area at the Princes Park Carlton Bowls Club. Overflow parking area on Lawn 3 for up to 10 events per annum at Ikon Park.



Legend

- Main vehicle access points (maintenance or events purpose)
- Parking access
- Key facilities/destinations
- Depot and lodge

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

4.7 Royal Park

General description

Royal Park is a **State** open space due to the presence within it of the Melbourne Zoo and the State Netball and Hockey Centre (SNHC), which support high visitation and the hosting of significant events that don't have the iconic status of some other major events venues in the municipality.

Royal Park is the only one of the major municipal parks and gardens that includes substantial areas of car parking in association with sporting pavilions.

Character

Primary character classification: sporting

Secondary character classification: heritage, nature conservation, recreation, informal use, restricted recreation

Observations

A recent transport assessment observed a high level on non-compliance in many of the informal parking areas. It also found that many of the informal parking areas that are not associated with the Zoo experience periods of high use and long periods of no use at all. Often when the informal bays were full, other bays nearby had capacity.

Parking provision & management

The 16 distinct parking areas within Royal Park have different controls, as demonstrated in the bar chart. The only area in which a fee is payable for parking is the Melbourne Zoo. The maximum parking fee is set at \$2 for cars and \$4 for buses by the *City of Melbourne Royal Park (Parking) Regulation 1985*.

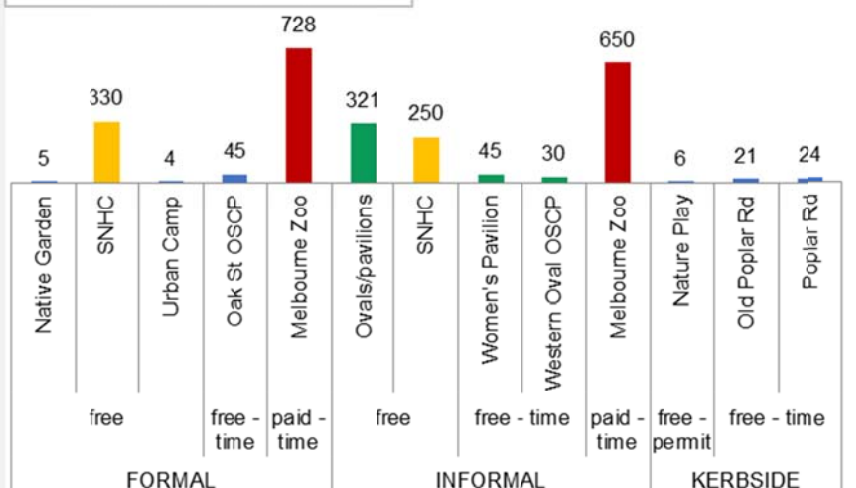
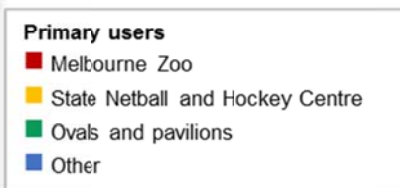
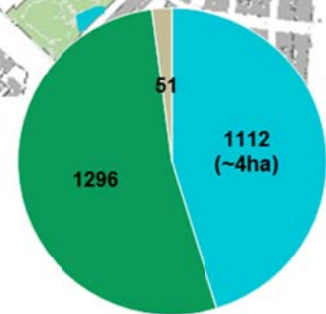
On-street compliance enforces the parking at the Melbourne Zoo and the time-restricted parking throughout Royal Park.

- average of 3000 PINs per annum over the last five years



Legend

- Main vehicle access points (maintenance or events purpose)
- Parking access
- Key facilities/destinations
- Depot and lodge



VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

5 OPPORTUNITIES FOR REVIEW AND IMPROVEMENT

Opportunities for review and improvement of parking and vehicle access in open space have been grouped into the following themes:

- Access management
- Consistency
- Information

While all of the major municipal parks and gardens have been considered in the development of these opportunities for review and improvement, most of the following section relates to informal parking areas and most of these are located in Royal Park.

5.1 Access management

Informal parking areas are inefficient in terms of the area they occupy for the number of cars they accommodate. Furthermore, the efficiency of these areas can be determined by the parking behaviour of the earliest-arriving vehicles, which can set the parking pattern for the remainder of the day; if these early arrivals don't park in the configuration that optimises the space (for example, if they park parallel rather than perpendicular to the parking area boundary), the capacity of the whole parking area can be significantly reduced for the day.

Options to improve the efficiency of such areas—which are mostly located in Royal Park—could be through management, infrastructure, or a combination of both approaches. Examples of each could include the management approach of requiring parking attendants to control the location and configuration of vehicles any time these areas are open (whether paid Serco or zoo staff, or sporting club volunteers at sports ground car parks), or the infrastructure approach of asphaltting the informal parking areas, line marking the parking bays and installing new fences and gates. None of these approaches can be recommended without further detailed assessment of the implications, including to the water cycle and character of the park and to the budget and resources of affected groups. Such detailed assessments would form part of a master planning process after due consideration of all information, including community engagement.

Anecdotally, it is reported that more damage is done to grass surfaces and paths in parks and gardens by operational and maintenance vehicles than by public parking (except at Royal Park). The provisions relating to parking in the open space management and maintenance services contracts are thorough and, if adhered to, should avoid the kind of damage and compaction of turf areas seen at path intersections, in particular. These provisions could be re-communicated to relevant staff and contractors, as well as those who regularly access through reserves for building maintenance, cleaning and security, among other services.

5.2 Consistency

There is an overlapping framework of regulations, local laws and road rules relating to parking in open space, which results in inconsistency of control and enforcement between the parks and gardens. While this inconsistency can mean substantially different fines for similar infringements in different parks, it would be a resource-intensive and lengthy process to bring the various parts of the framework into alignment and is not considered a priority. An opportunity does exist to work within the existing framework to update controls such as fees (where possible), length of stay and span of hours, to better reflect the value of the land dedicated to parking and better support its intended use (i.e. recreation participation rather than commuter parking).

5.3 Information

Parking in open space is not often considered in broader parking and transport strategies. There is very little data available on usage and capacity and where it has been collected, it has not used a consistent methodology and therefore may be difficult to replicate in order to build a dataset that enables an analysis of trends over time.

VEHICLE ACCESS AND PARKING IN MAJOR MUNICIPAL PARKS AND GARDENS

Access to accurate and timely data will assist in understanding and predicting demand for parking, which may then support any changes to parking arrangements in the future. A baseline of data for all major municipal parks and gardens would, at a minimum, include the following (adapted from the draft Royal Park Transport Assessment):

- Boundary – defining the areas dedicated to parking
- Area – the area of land occupied by parking
- Number – the number of parking bays (or equivalent) within that area
- Management – how the bays are managed (fees, length of stay)
- Behaviour – how the parking areas are used

6 RECOMMENDATIONS

Recommendations are subject to Council prioritisation and annual plan and budget processes.

1. Reinforce the contract terms and expectations for vehicle access in open space with all contractors and staff involved in open space management, maintenance and other services in open space.
2. Establish a data collection process and central repository for vehicle-related data, to build a consistent evidence base input for parking-related strategy, policy and projects in open space.
3. Continue to conduct parking and transport assessments routinely as part of all new and revised master plans, including a precinct-wide parking management plan to inform the next Royal Park Master Plan.