
**Carlton Access and
Parking Strategy**

Draft Report

August 03



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1.0 INTRODUCTION

The Carlton area has a complex mix of land uses and parking and access in the area is a critical issue. This Strategy has been commissioned to review current access and parking management for Carlton and to recommend actions to improve performance.

The study area, bounded by Princes Street, Nicholson Street, Victoria Street and Royal Parade, incorporates:

- Some of Melbourne's most popular entertainment/dining establishments (Lygon Street).
- Vibrant retail areas.
- Melbourne University, RMIT and TAFE.
- Museum of Victoria.
- Major hospitals including the Royal Women's Hospital.
- Royal Exhibition Building.
- Biotechnology and medical research facilities.
- Medium and high-density residential dwellings (both freestanding and apartment buildings).

The study area is shown in **Figure 1**.

The Strategy builds on the parking issues and ideas outlined in Carlton 2010. It summarises previous parking policies for Carlton, as well as its current traffic and parking conditions with an assessment of likely future demand for parking.

The Strategy makes a series of recommendations for the better management of parking and access in Carlton.

2.0 THE ACCESS AND PARKING MANAGEMENT FRAMEWORK

This Strategy is a pilot project for the development of the City of Melbourne's draft '*Access and Parking Management Framework*'. Consistent with the Framework, the Strategy has been prepared with a view to:

- Improving management of both on-street and off-street carparking to achieve optimal utilisation and turnover.
- Maximising the availability of existing parking by better managing demand through the encouragement and promotion of the alternative access modes - walking, cycling and public transport.
- Managing the provision of off-street parking for new and existing land uses, consistent with Council's strategic directions in City Plan 2010 and Carlton 2010.



CARLTON PARKING STRATEGY

DRAFT Carlton Access & I rategy

Study Area



LEGEND





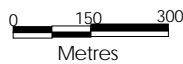
-  STUDY AREA
-  PARKLANDS
-  MAJOR ROADS
-  MINOR ROADS

Figure 1

Produced by Ove Arup & Partners
 360 Elizabeth Street, Melbourne
 Ph.: (03) 9663 6811 Fax: (03) 9663 1546
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3.0 SUMMARY OF KEY STRATEGY FINDINGS:

A comprehensive review of the frameworks which influence access and parking management and demand in Carlton show the following:

Strategy and Policy

- Further, State and local policy support significant residential, commercial and retail growth in Carlton. Carlton's significant heritage and amenity values, together with its existing built form and height controls place a range of limits on this growth. The Access and Parking Management Strategy needs to plan for this growth while minimising any adverse impacts on these values.
- The community would like to see improved enforcement of on-street parking restrictions, a more effective Resident Parking Scheme and reduced reliance on car access to, from and within Carlton.
- Formulation of an Access and Parking Strategy needs to have regard to the diverse mixture of uses in Carlton.
- Victoria Civil and Administrative Appeals Tribunal (VCAT) decisions on parking for new development generally, and for Carlton specifically, suggest that Council must take a leadership role in the development of access and parking policy for Carlton.

Parking Management

- The availability of on-street and commercial off-street parking is limited during the weekdays for most of Carlton. In contrast, only on-street parking around the Lygon Street spine (as well as off-street parking associated with private dwellings) is highly utilised during the evenings on weekdays and all day on weekends.
- Opportunities exist to reduce the level of unauthorised commuter parking in the area.
- The current Resident Permit Scheme needs review to examine opportunities to improve effectiveness, reduce opportunities for roving and to consider limiting access for residents in student accommodation.

Public Transport Services

Public Transport for Carlton, while providing a high level of service by Metropolitan Melbourne standards, does not provide adequate coverage on weekends and during the evenings. Public Transport access in an east/west direction also requires improvement. Consequently, there are opportunities to improve public transport to provide greater transport choice for both visitors and residents.



4.0 THE STRATEGIC CONTEXT

4.1 State Government Policy – Melbourne 2030

Melbourne 2030 is the State Government's Blueprint for the future direction of Metropolitan Melbourne. Key initiatives relevant to access and parking management in Carlton are:

- Lygon Street is now identified as a Major Activity Centre that will accommodate an increased intensity of retail, office, educational, medical and biotechnology research and residential use. An identified priority action is to adapt the planning system so that new development is encouraged in Activity Centres¹.
- An intention to increase public transport's share of motorised trips within Melbourne to 20 per cent through changes in travel mode. This will include service improvements and higher priority for on-road public transport.
- The Government will review metropolitan parking policies for arterial roads, the Central City and activity centres; parking standards in the Victoria Planning Provisions; and park and ride facilities associated with public transport stops.

4.2 City Plan 2010

City Plan 2010 supports strengthening the City's role as Victoria's principle centre for commerce, as well as increasing in the City's residential population. It also seeks to ensure that Melbourne moves towards a more sustainable integrated transport system in future. The Plan promotes:

- pedestrian and transport infrastructure that connects and links key sites;
- improved bicycle networks and facilities within the City;
- augmentation of the availability of affordable short-term parking in the City; and the facilitation of accessible transport options for people with disabilities.

With respect to Carlton, City Plan 2010 seeks to:

- Protect existing amenity standards.
- Support development of South Carlton as a key centre for education, research and development.
- Facilitate a mix of small-scale commercial and business activities, close to the Central City.
- Manage the local retail and regional tourism roles of Lygon Street.
- Protect Carlton's valued heritage and streetscapes.
- Strengthen pedestrian and public space links within Carlton.

¹ Melbourne 2030, Summary, p.8-9

4.3 Carlton - a Vision to 2010

Following the release of Carlton 2010 there has been an:

- Increase in traffic on arterial roads within Carlton but a reduction on local roads.
- That on and off-street parking is approaching capacity during business hours, but that there are opportunities to better utilise commercial off-street parking at night and on weekends.

Carlton has significant potential for growth of housing and commercial floorspace over the coming decade. Such growth, combined with existing traffic and parking issues, highlights the need to better utilise on-street and off-street parking and to reduce car use by residents, students, workers and visitors in future.

Parking management actions identified in Carlton 2010 that have been implemented since 2000, include:

- Creation of a parking inventory database for Carlton, and;
- Introduction of a parking guidance system for Lygon street and adjacent areas to improve use of off-street parking.

A number of parking management objectives identified in Carlton 2010 are outstanding, including:

- Investigating the potential for parking meters to achieve better short-term access, introducing them in both residential and commercial areas, with residents having exemptions from fees.
- Examining ways to reduce the demand for resident on-street parking.
- Introducing a parking precinct plan in the Melbourne Planning Scheme to provide specific rates of required parking in new development, which takes into account the unique context of Carlton.

Carlton 2010 identifies that retail and commercial floor space will increase by between 12000 to 17000M² in Carlton leading up to 2010.² Assuming a parking demand rate in the order of 2.5 spaces per 100 square metres, this equates to a demand of 300 – 425 additional car parking spaces in the area.

4.4 Previous Parking Policies

Carlton Parking Policy – 1993- 1997

The objective of this 1993 Policy was:

‘As part of an integrated parking policy, the Council will ensure that the supply of long and short stay parking in retail, commercial, industrial and mixed use areas is sufficient to support their viability and will monitor the residential priority parking scheme’

The policy promoted a clear limitation strategy especially where there was opportunity for public transport improvements and other demand management

² City of Melbourne (2000) ‘Carlton: A Vision to 2010’



strategies. It recognised that the limitation strategy needed to be flexible and be able to account for the type of location and the nature land uses therein.

The 1993 policy phased out the acceptance of “payment-in-lieu” contributions for a number of reasons. It is noted that Council had erected the Elgin Street car park using payment-in-lieu funds. The continued use of parking credits was adopted and it was recommended that parking rates be addressed through precinct parking plans.

Student Housing, Development and Management Controls – 1999 to Present.

The CoM *Student Housing, Development and Management Controls* (1999) were prepared to provide guidance on rates of parking provided in association with student accommodation. The controls recommend amongst other matters, parking ratios per bed³.

5. COMMUNITY FEEDBACK ON PARKING ISSUES

Carlton ranks second behind the suburb of Melbourne in terms of the number of requests for improvements to parking management. However, in terms of customer contacts logged in Council’s Customer Contact Computer Information System; the need to improve parking management is a low ranking issue.

A focus group meeting for the study has identified a number of opportunities to improve access and parking management in Carlton. These opportunities include:

- Improve resident access to on-street parking through changes to the Residents Parking Scheme.
- Review parking requirements for student accommodation.
- Improve the effectiveness of on-street parking enforcement.
- Reduce dependency on car access to, from and within Carlton.

Access and Parking Management Tools that may be useful in improving access and parking in Carlton are: travel plans, public transport incentives, walking incentives and an extension to the Parking Guidance System.

To identify the Carlton Community’s issues relating to access and parking management, a workshop was held in May 2002. The Focus Group was attended by representatives of neighbouring Councils, Bicycle Victoria, Traders Groups, Residents Associations, government institutions with campuses in Carlton, public transport operators and property developers.

³ Derived from SKM, ‘Review of Car Parking at Student Housing Developments’, 1997



A broad summary of the community feedback from this workshop, together with an explanation of how this has been addressed in this Strategy is outlined below.

Issue	Response
Lack of priority for resident parking.	The strategy has reviewed the use of Residential Parking Schemes and details opportunities to improve the management of parking schemes in Carlton.
Perception there is inadequate parking for new student housing accommodation in Carlton.	The strategy has reviewed the parking and access requirements for new student accommodation and recommends Council retain existing rates, but develop clear guidance for staff to assess any variation or waiving of parking in association with student housing. The strategy also recommends that Council remove access by students to the Resident Parking Scheme in Carlton.
Projects under State Government planning control are often inconsistent with Local Planning Provisions. There is a perception these large scale developments have inadequate off-street parking.	The Department of Infrastructure plans to review parking policy for activity centres such as Carlton by January 2004. As part of this process, Council can advocate for greater consistency in decision making by the State Government.
The public transport services for Carlton need to be improved, particularly outside of business hours.	The Department of Infrastructure is responsible for public transport. The Department has also been advised of the community's concerns through the various Departmental studies currently under way which address transport management across the Metropolitan area.
The community is unlikely to be supportive of access and parking strategies that penalise individuals.	The Study has given preference to strategies that do not penalise existing residents and business in Carlton.
More enforcement is required to reduce the amount of on-street commuter parking occurring in Carlton. Strategies that address local issues need to avoid pushing the problem to other parts of Carlton.	The Study includes a review of opportunities to improve enforcement practices to minimise flow-on effects.
Traders have reservations about options to introduce fees for on-street parking, as they are concerned that shoppers may go to other shopping precincts where parking is free.	This issue has been considered in the formulation of strategies and consultation is recommended where the use of parking meters is proposed.
Residents want less traffic in the streets of Carlton and greater priority given to pedestrians.	The study gives consideration to options that encourage people to use transport modes other than private cars.

6. EXISTING PLANNING CONTROLS

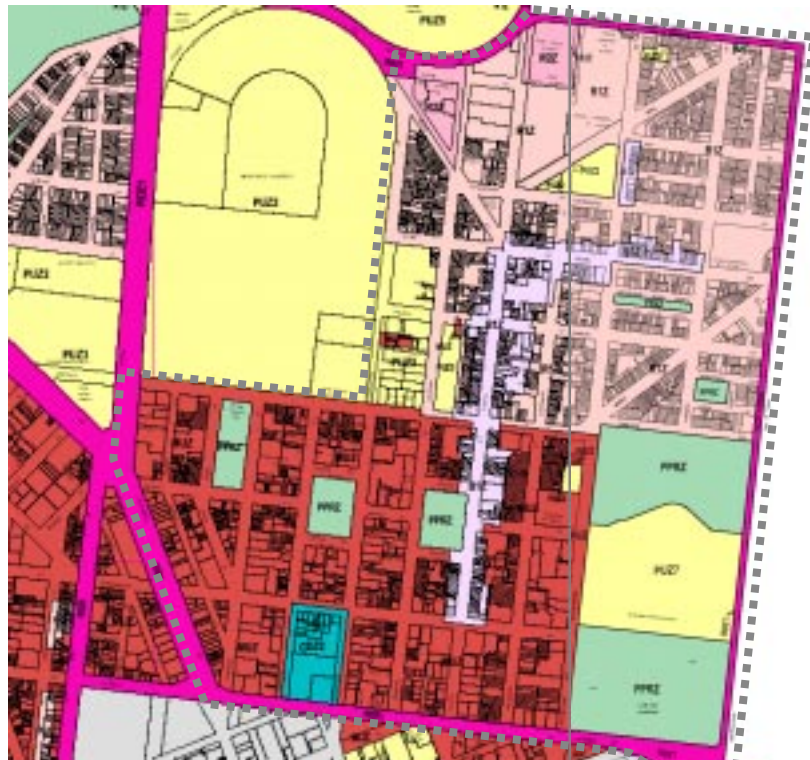
6.1 Land Use

Broadly speaking, the Melbourne Planning Scheme divides the study area into three distinct land use zones:

- Mixed Use – south of Grattan Street.
- Residential – north of Grattan Street.
- Business – for the Lygon Street Shopping Precinct.

Other zones include Public Use for the Royal Womens Hospital, Museum and University; Public Park and Recreation Zone for the various parks and squares in Carlton; and Comprehensive Development Zone for the site at the intersection of Swanston and Victoria Streets. Notwithstanding the zoning controls, Carlton has a complexity of landuses, with residential pockets occurring in mixed use areas and some commercial uses occurring in predominantly residential areas.

It is also worth noting that most of Carlton is covered by local Heritage and Design and Development Overlays.



Key Land Use Zones: B1Z – Business Use MUZ – Mixed Use PUZ – Public Use
R1Z & R2Z – Residential

Figure 1 Melbourne Planning Scheme Map of Carlton

6.2 THE MELBOURNE PLANNING SCHEME

The State Planning Policy provisions contained in the Melbourne Planning Scheme (Clause 18.02) has the following access and parking objective:

To ensure access is provided to developments in accordance with forecast demand, taking advantage of all available modes of transport and to minimise impact on existing transport networks and the amenity of surrounding areas

Further, this State Policy notes that:

In allocating or requiring land to be set aside for car parking, planning and responsible authorities should:

- *Have regard to the existing and potential modes of access including public transport, the demand for off-street car parking, road capacity and the potential for demand management of car parking.*
- *Encourage the efficient provision of car parking through the consolidation of car parking facilities.*

Planning and responsible authorities should prepare or require parking precinct plans for the design and location of local car parking to:

- *Protect the role and function of nearby roads; enable easy and efficient use and the movement and delivery of goods.*
- *Achieve a high standard of urban design and protect the amenity of the locality, including the amenity of pedestrians and other road users.*
- *Create a safe environment for users, particularly at night*
- *Facilitate the use of public transport.*

The amenity of residential precincts should be protected from the effects of road congestion created by on-street parking.

The particular parking provisions of the Melbourne Planning Scheme (contained in Clause 52.06) outline the parking requirements for various uses in the Municipality. These parking rates are also applicable to any Development in Victoria. These provisions also provide guidance to Council when considering the reduction or waiving of parking. Before car parking is reduced or waived, the applicant must satisfy Council that the reduced provisions are justified, having regard to:

- Any relevant parking precinct plan.
- Availability of parking in the locality.
- Availability of public transport in the locality.
- Any reduction in car parking demand due to the sharing of car spaces by multiple users, either because of variation of car parking demand over time or because of efficiencies gained from the consolidation of shared parking spaces.
- Any car parking deficiency or surplus associated with the existing use of the land.
- Any credit which should be allowed for car parking demand having regard to the use which existed before the change of parking requirements.
- Local traffic management.



- Local amenity, including pedestrian amenity.
- An empirical assessment of car parking demand.

6.3 Overview of Planning Applications and Tribunal Decisions

A number of planning proposals (including VCAT determinations) have been reviewed in the preparation of this Strategy. The following conclusions are drawn as a result of this review:

- The majority of recent Planning Permit Applications in Carlton have sought to waive or reduce the parking requirements set out in the Planning Scheme.
- The Tribunal has in many cases supported such waivers or dispensations, and has relied upon existing policies, the decision guidelines outlined in Clause 52.06 of the Planning Scheme and the fact that Carlton is in proximity to the Central City and public transport.
- The State Government Practice Note confirms what the State Government expect as justification for the introduction of Parking Precinct Plans into local Planning Schemes. It is clear that both the State Government and VCAT expect Council to develop an overall strategy for access and parking in Carlton if it wishes to establish different off-street parking rates for the suburb than those outlined in Clause 52.06.
- Any parking strategy for Carlton will need to be sufficiently comprehensive to accommodate the different housing markets within Carlton, recognising the complexity in assessing the impact a development has on available parking and access in the area.

The above points demonstrate the need for the preparation of this comprehensive Strategy. Further, they confirm the need for the application of clear guidelines for the assessment of Planning Permit Applications that seek to reduce or waive parking requirements.



7. DEMOGRAPHICS, LAND USE AND TRAVEL TRENDS

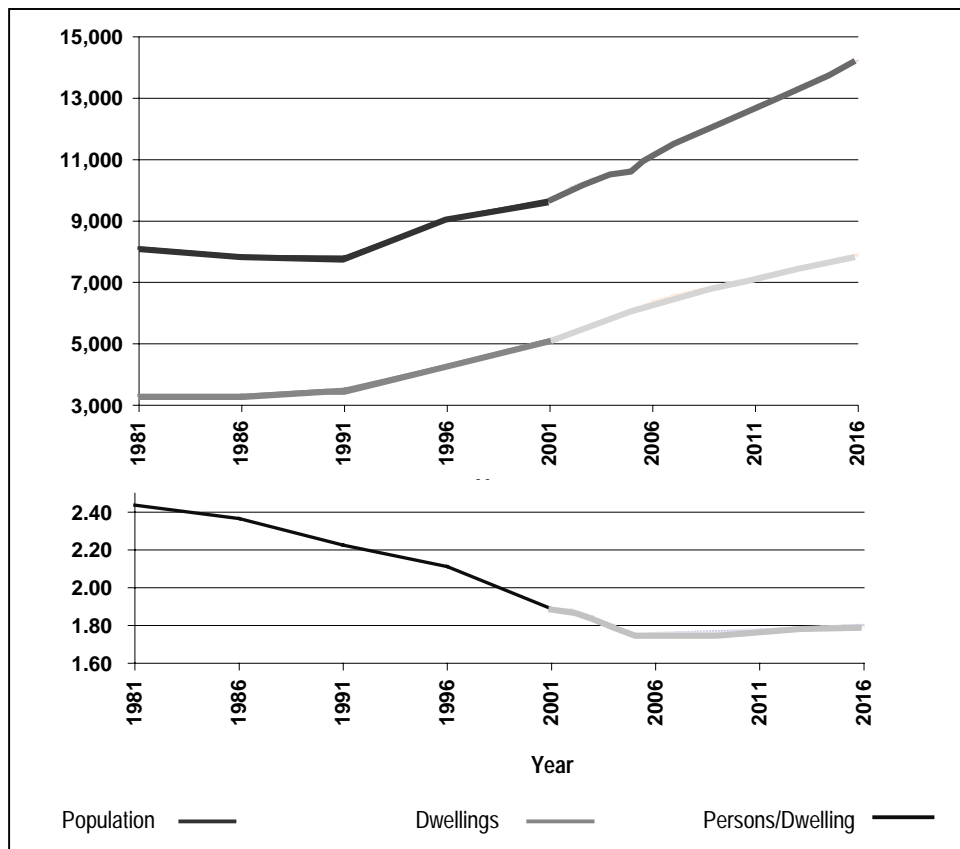
7.1 Overview

A range of demographic, land use and travel trends have been reviewed in the preparation of this Strategy. The key access and parking management implications arising from this review include:

- The overall number of resident owned cars in Carlton is increasing. Based on current trends, the number of resident owned cars within Carlton may increase to over 5,000 by 2016. This is an increase of about 30%.
- The number of trips to and from Carlton is also likely to increase, not only through an increase in the number of residents but also as the result of the expanded commercial, retail and educational activities.
- A review of demographics, land use and travel trends clearly highlights the need to plan for the additional demand that is likely to be placed on Carlton's public transport infrastructure.

7.2 Population & Dwellings

After a period of population decline, Carlton is now experiencing strong population growth as shown in Figure 2 with the population expected to double by 2016 from a low in 1991.

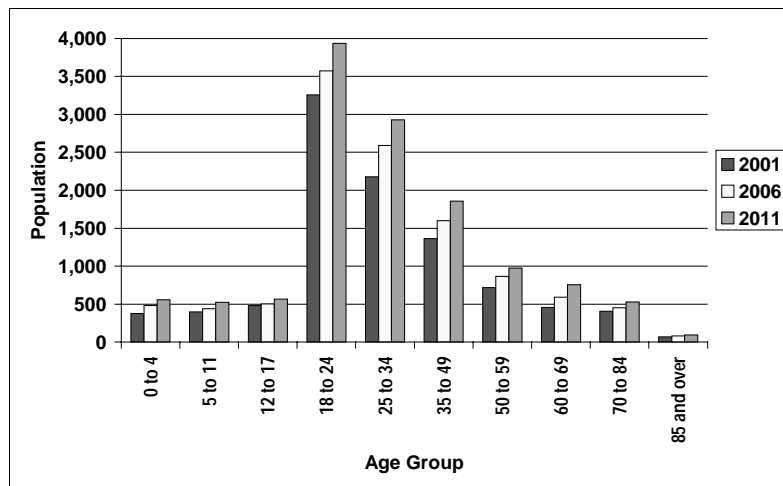


Source: ID Consulting 2003

Figure 2 Population & Dwelling Trends

7.3 Population Structure

Overall, the population structure in Carlton is skewed towards the 15-24 age group (refer to Figure 3), which reflects the number of students living in the area. The proportion of the population in the 0-14, 45-64 and 65+ age groups are correspondingly much smaller in Carlton compared to the wider Melbourne area. This is consistent with other inner city areas⁴



Source: ID Consulting 2003

Figure 3 Population Structure Trends

Figure 3 also indicates that Carlton is likely to continue to retain a young adult population while the rest of Metropolitan Melbourne generally begins to age.

The largest segments of residents in Carlton are full time and part time students, representing 56% of all residents⁵.

A population of students and other young adults also makes Carlton a transient population. Census data for 1996 – 2001 shows that 64% of residents had moved to the area in the previous five years compared to a figure of 35% for the Melbourne² Metropolitan area. During this same period approximately 50% of residents moved out of Carlton.

7.4 Household Size

Household size in Carlton has been in decline for some time and is likely to reach a low of less than 1.8 persons per household by 2006 before increasing slightly by 2016 (refer to Figure 4).

Declining household size is a metropolitan trend. It appears to be the result of a greater number of young people choosing to live alone and because of the aging population where more ‘empty nester’ couples and singles are not sharing a dwelling with other family members.

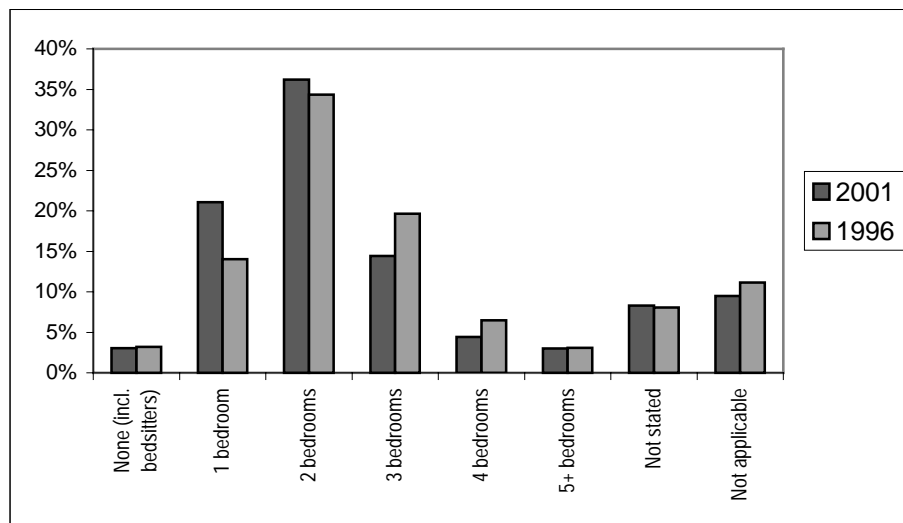
⁴ ABS 2001 Census Data

⁵ City of Melbourne (2000) ‘Housing Survey – New Inner City Residents’

7.5 Dwelling Structure

Figure 4 shows that from 1996 to 2001, the number of dwellings with one and two bedrooms grew relative to the number of dwellings with a larger number of bedrooms. One and two bedroom dwellings now dominate the housing stock in Carlton.

A review of current development under construction in Carlton suggests the trend to dwellings with fewer bedrooms will continue. 63% of dwellings currently under construction in Carlton are for student accommodation while 37% are for apartments. Further, of the ‘un-constructed’ development where planning or building permits have been issued or where development is mooted, 50% of dwellings are for student accommodation and the remainder are proposed as permanent dwellings. There appears to be limited supply of new detached dwellings⁶.



Note: Excludes Public Housing CD

Figure 4 Dwellings in South Carlton- Number of Bedrooms

7.6 Land Use

7.6.1 Land Use Mix

The recently completed Census of Land Use and Employment (CLUE 2002) reinforces the diverse range and scale of land uses, which are located within Carlton. This Census shows that:

- Over three-quarters of occupancies in Carlton are for residential accommodation (approximately 4,500 dwellings)⁵.
- Approximately 10% of occupancies in Carlton are office uses employing 13,300 people, which is expected to grow to 16,200 people by 2021⁷. This is the second most common land use in Carlton.
- Retail is the third highest land use with 7.7% of all occupancies in Carlton defined as retail⁵. Retail uses are concentrated on Lygon Street and parts of Elgin Street.
- Educational uses, in particular Melbourne University, occupy large areas of Carlton. University facilities in Carlton employ approximately 8,000 staff and have a student population of 70,000.⁸

⁶ BIS Shrapnel (May 2003)

⁷ DoI (2001) 'NCCCS – Issues and Trends Paper'



- Vacant land constitutes to less than 1% of all land in Carlton.⁵ This demonstrates that new development will largely involve redevelopment of sites currently occupied by other uses.

7.7 New and Proposed Development

A number of recent major developments in the Carlton Precinct have had an influence on both its parking supply and demand. Most notably these developments have included the completion of University Square, which has included the construction of a 1,100 space underground car park and relocation and expansion of the University Facilities.

The Eastern Precinct development site, bounded by Swanston, Faraday, Cardigan and Grattan Streets contains a carpark with a capacity of 700 spaces. A proposal has been approved by the Department of Sustainability and Environment to construct 632 student accommodation units providing for 933 beds and ancillary services above this carpark. Refurbishment and extension of a number of existing terrace houses in association with the development has also been approved. The Permit issued by the Department requires 0.1 off street parking spaces per unit and has been subject of a review by the Victorian Civil Administration Tribunal- a decision on the Permit is pending. The developer has argued that any additional parking requirements for the development can be largely accommodated both on and off site by using existing private car parks in the area.

An urban renewal project is also proposed for the Lygon/Rathdowne public housing estate that includes the former Queen Elizabeth Centre (QEC) in Lytton, Cardigan and Swanston Streets. There are currently 784 dwellings and 301 car spaces on site. The proposal seeks to provide around 1,500 public and private dwellings on the Estate and around 220 dwellings on the nearby QEC site. The amount of car parking that would be provided in association with the project has not yet been determined.

7.8 Car Ownership

Car ownership levels per dwelling are influenced by a number of factors including household income and size, access to effective public transport, availability of affordable parking and proximity to place of work and education.

Consistent with the above, Carlton’s car ownership rates are low compared with the metropolitan average. Carlton has an average of 0.62 cars per dwelling in the Mixed Use Zone (south of Grattan Street) and 0.85 cars per dwelling in the Residential Area (north of Grattan Street)⁹. As shown in Table 1, car ownership has fallen in the period between 1996 and 2001. This is largely seen to be arising because of the increase of student accommodation in the area, the reduction in household size and demographic change.

	1996	2001
No of dwellings	4,050	5,560
No of Cars	2,997	3,757
Vehicles per dwelling	0.74	0.68

Table 1 Trend in Car Ownership per dwelling 1996 – 2001 Total Carlton

⁸ Sinclair Knight Merz (2001) 'Northern Central city Corridor: Social Assessment component, Existing Conditions report draft version 1.4'

⁹ 2001 Census Data

Should car ownership rates per household stabilise which it is forecast to do for reasons outlined below, it is anticipated that the number of resident cars in Carlton will increase by around 5,000 by 2016.

Table 2 shows that for Carlton there is a strong link between the number of bedrooms in a dwelling and number of cars per dwelling.

Number of Bedrooms	Mixed Use Zone		Residential Area	
	1996	2001	1996	2001
None	0.00*	0.00*	0.10*	0.23*
1	0.70	0.57	0.62	0.3
2	0.77	0.59	0.93	0.78
3	1.14	1.08	1.16	1.23
4	1.30	1.28	1.29	1.52
5+	0.64	0.23	1.38	1.03
Average	0.76	0.62	0.91	0.85

* Cars per Dwelling

Note: Excludes Carlton Public Housing Estate Ownership Rates

Table 2 Trend in Car Ownership 1996 to 2001 for Various Dwelling Sizes

7.9 Travel Patterns

On an average day, about 65,000 trips are made to and within Carlton, which accounts for 8.3% of trips made in the city by metropolitan residents¹⁰. More trips are made on a weekday compared to a weekend. It is estimated that on an average weekday, approximately 15,000 trips are made to the Lygon Street precinct (between Elgin Street, Victoria Street, Swanston Street and Drummond Street).¹¹

The main trip purposes are¹²:

To Lygon Street Precinct

- Work
- eat or drink
- buy something
- go home
- pick up or deliver something

From Lygon Street Precinct

- go home
- work
- buy something
- visiting people
- pick up or deliver something.

This is consistent with other data that suggests that the main attractors to Carlton are work, restaurants/cafes, personal business, home, shopping and social recreational activities⁹.

The main mode of travel to work or University/TAFE/college for Carlton residents is walking (56%), car (18%), tram (16%), and cycling (6%)¹³ with people in Carlton more inclined to walk to work and educational institutions more than other inner city residents.

¹⁰ City of Melbourne (2000) 'Economic and Population Profile: Melbourne City Suburbs'

¹¹ Transport Research Centre (1999) 'City Users: A profile Analysis'

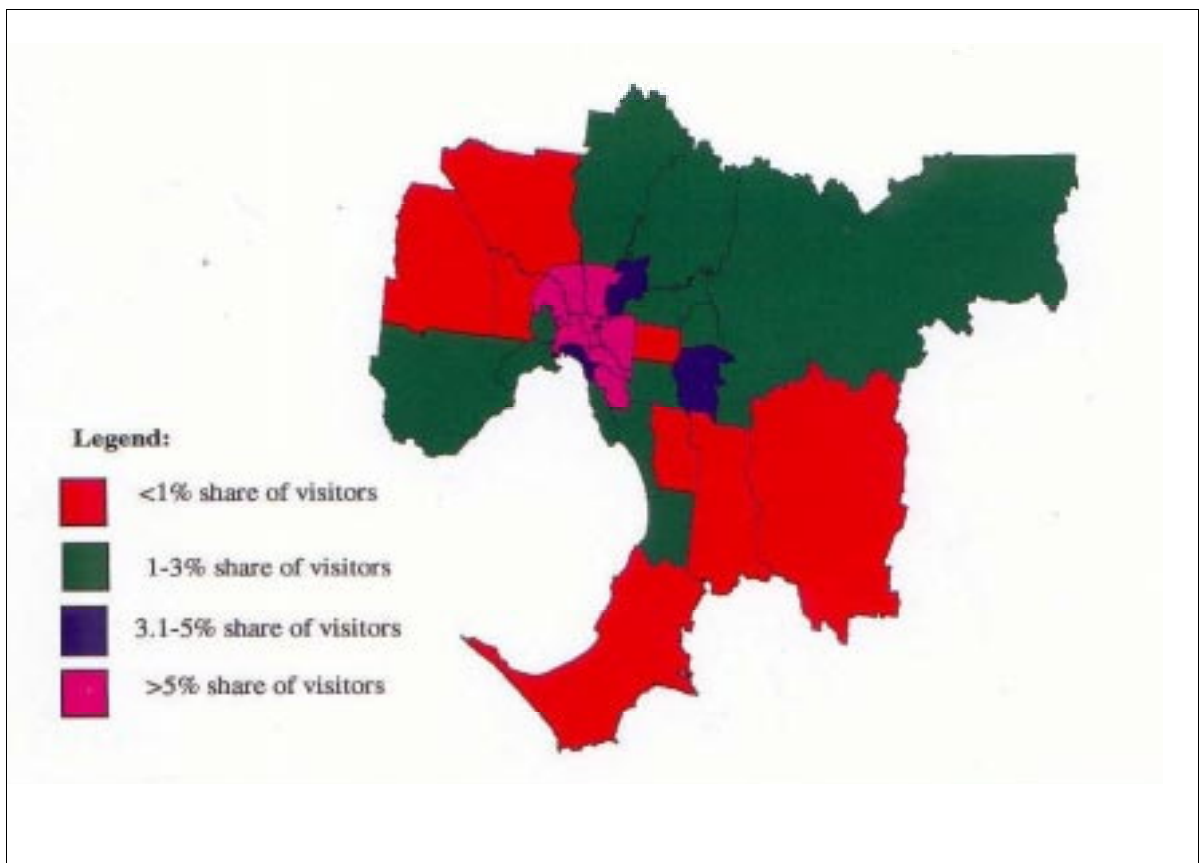
¹² VATS 98 Release 2

¹³ City of Melbourne (2000) 'Housing Survey – New Inner City Residents'

Whilst 48% of people travelling to Carlton use a vehicle, **Figure 5** suggests that many of these people reside in close proximity to Carlton indicating that there is potential to influence mode choice.

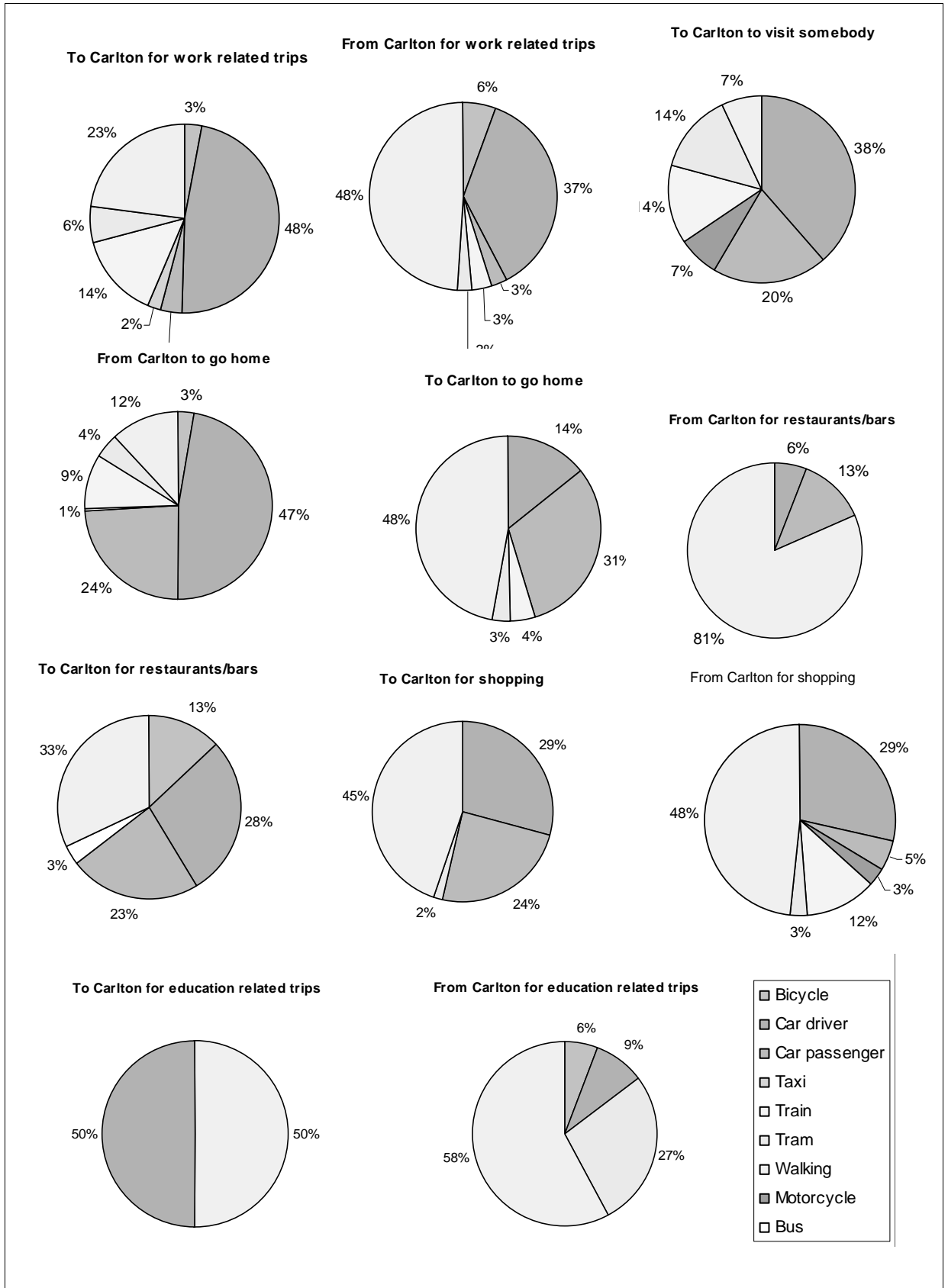
Figure 6 indicates the mode split for people travelling to and from Carlton. The figure suggests that for employees travelling to Carlton, the car is the most dominant mode (48%).

Of all the visitors to Carlton, 38% use a car. For restaurants and bars, approximately a third of people walk but a similar amount also drive, with the remainder either cycling to the restaurant and bars or travelling as a car passenger. A similar proportion of car passengers compared to car drivers would indicate car occupancy close to 2.0.



Source: City Users A profile Analysis: A report for the City of Melbourne

Figure 5 **Origin of people travelling to Carlton**



Source: VATS 98 Release 2

Figure 6 Mode Choice for various activities



8. EXISTING PARKING MANAGEMENT AND TRENDS

8.1 Overview

A review of existing parking management and trends in Carlton demonstrates that:

- While having some spare capacity, during peak periods, on-street and commercial off-street parking is approaching saturation levels.
- Given the likely increase in the residential population, the Residential Parking Scheme in the area is reaching capacity and there is a perception that some residents are misusing allocated multi use permits. There is a need to explore options to improve the effectiveness of the Resident Parking Scheme. This may include a need to review the access of residents of student accommodation to parking permits.
- To gain maximum utilisation of existing parking in Carlton, it is worthwhile pursuing improvement to parking management, including a reduction of unauthorised use of parking.

8.2 Inventory of Parking Supply

The City of Melbourne commissioned an inventory of both on-street and public off-street parking for the 'Carlton Parking Precinct Study' by ARUP in 1999.

Since 1999, significant development has occurred around University Square, south of Grattan Street, and it has been necessary to update the inventory with a field survey in May 2003.

On-street Parking Supply

Details of the inventory carried out in May 2003 are provided in Appendix Two. The Figures show restrictions that applied on weekdays between 7.30 am and 5.30pm¹⁴ and on Saturdays between 7.30 am and 12.30 pm. For most of the study area, time limits did not apply outside of these periods.

The inventory identifies that in May 2003 there were over 5,000 on-street spaces within the study area.

A minimum of 1,859 spaces (38%) allowed for residents/visitors displaying a permit to park longer than the sign posted time limit. This figure increased to a maximum of about 2,100 (44%) on Saturday mornings.

The number of resident **only** parking spaces in the study area is 287 (12% of all spaces that extend additional residents/visitors rights) located predominantly between Grattan and Faraday Streets

Of all existing on-street parking spaces, approximately 1,500 (31% of total on-street) are metered, requiring a fee for parking. The location of metered and non-metered spaces is shown in Appendix Three.

¹⁴ In July 2003, Council resolved to increase weekday restrictions to 6:30pm across the whole of the municipality. It is anticipated that changes to the restrictions will be in place by late 2003.



Parking Restriction Zones	No. of Spaces in Study Area North	No. of Spaces in Study Area South	Total No. of Spaces in Study Area
15 minute Loading Zone	9	69	78
30 minute Loading Zone	41	105	146
Disabled Parking	15	25	40
Bus Zone	11	21	32
Taxi Zone	5	6	11
Hospital Staff Permit	8	0	8
Construction Vehicles	12	11	23
TOTAL	101	237	338
5 minute	14	12	26
15 minute	42	142	184
30 minute	150	190	340
1 hour	541	576	1,117
2 hour	728	689	1,557
4 hour	216	359	575
Unlimited	215	213	428
Permit Zone (Residents only)	258	29	287
Un-categorised	-	289	289
TOTAL	2,164	2,499	4,663
TOTAL ALL ZONES	2,265	2,736	5,001

Source: Adapted from ARUP (1999)

Note: Numbers are approximate. Residents are exempt from parking restrictions for 1,859 spaces weekdays, between 7.30 am and 5.30 pm. This increases to about 2,100 on Saturdays between 7.30am and 12.30pm.

Table 3 On-street parking space inventory

Off-street Parking Supply

An inventory of publicly available off-street parking spaces within the study area was undertaken May 2003 and is shown in Table 4.

In total, there are 11 commercially operating off-street car park facilities within the study area with a total capacity of 4,661 spaces, of which 3,418 spaces are short-term spaces.

The Argyle St South car park is temporarily closed and VicRoads does not operate a commercial off-street car park in Lytton St but does currently provide free off-street parking. This has been included in the inventory.



Car Park	Total Capacity	No. of short term spaces	No. of reserved or long term spaces
Elgin Street	218	214	4
Clock Tower	266	156	110
Museum*	953	793	160
Lygon Court	172	162	10
Lygon St	364	310	54
Royal Women's Hospital	602	542	60
Argyle Place South	60	0	60
Regal Parking	70	65	5
Berkeley St	22	20	2
University Square	1,138	450	688
Pelham St East	207	29	179
VicRoads, Lytton St	82	73	9
Kim Lim, Leicester St	541	482	59
Other +	496	496	-
TOTAL	5,157	3,914	1,243

*Includes 34 disabled bays

+ Other spaces identified by CLUE 2002 are assumed to include those in hotels and other venues providing paid off-street parking. Assumed to all short term

Table 4 Public Off-Street Parking

In addition to public off-street parking, there is also private and residential car parking.

Off-street Parking Type	Venues	Spaces
Private	13	3,381
Commercial	11	5,157
Residential	Unknown	1,689 – 5,000*
Estimated Total	Unknown	10,000 ~ 14,000

Source: Private and Commercial - Clue 2002

* Estimate 0.88 / dwelling (0.68 resident & 0.2 visitor) for maximum figure, Clue 2002 for minimum

Cost of Parking

Information has also been obtained on the cost of parking in Carlton. Details of pricing structures are provided in Attachment Four.

The private sector largely sets the pricing of off-street commercial car parks with only one (Elgin Street) owned by Council. A range of prices and pricing structures are in place with the majority of car parks providing lower hourly rates for long term stays.

Operators of the Elgin Street and Royal Women's Hospital car parks provided rates for long-term parking that ranged from \$165 for unreserved to \$200 for reserved parking. This equates to an annual cost for off-street parking in the range of \$2,000 to \$2,400.

8.3 Surveys of Parking Utilisation

Parking surveys to assess the availability of both on-street and off-street parking have been undertaken.

Initial surveys were undertaken in October 1999. To validate the 1999 survey work and to establish any trends, subsequent surveys were commissioned for this Strategy and additional information was sourced from background information for Melbourne University, 'Eastern Precinct' in Faraday Street. GTA Consultants undertook this work. Recent surveys were undertaken in May and June 2003.

Where available, previous surveys have also been considered to ascertain trends for parking in Carlton.

The selection of on-street spaces surveyed was based on providing a snapshot of parking in the area for 1999 and 2003. The sample includes streets with resident priority parking and where there are differences in land uses. Surveys concentrated on the main access routes within the study area. Lygon Street was not included in the 1999 sample because it was widely accepted that parking was at capacity. This was later confirmed in the work by GTA.

A summary of the results is presented in Appendix Four.

On-street Parking Capacity and Utilisation

The results of these on-street parking surveys figures indicate that most streets are nearing or are at full parking occupancy during the day of a typical weekday, particularly around the Lygon Street spine, and in close proximity to Melbourne University and the Royal Women's Hospital. During the evening, high occupancy areas withdraw closer to the Lygon Street.

The results of on-street parking surveys are summarised in Appendix Four.

A review of the current surveys against the work done in 1999 shows that the duration of peak occupancy periods is being extended later into the afternoon. For example, in 1999 parking in the Rathdowne Street (Grattan – Queensberry) unrestricted parking areas were fully occupied from 10:30am – 1:30pm. By 2003, full occupancy had extended to 3:30pm.

Given peak periods have been extended between 1999 to 2003, it is also reasonable to assume that occupancy rates in the non-peak periods of the weekends and evenings of weekdays have also increased.

A survey was also undertaken to ascertain the proportion of on-street spaces that were occupied by permit holders. The results, which are shown in Appendix A, indicate that in 1999 over half of all spaces were occupied by motorists within the above category. As not all residents' and visitors' vehicles would be displaying permits, the actual proportion of spaces occupied by residents and their visitors are likely to be higher.

As with off-street parking, on-street parking around the Lygon Street spine and in proximity of RMIT, Melbourne University and the Royal Women's Hospital is approaching saturation levels, although the application of time restrictions ensures that a reasonable level of turnover is achieved.

Off-street Parking Utilisation

Table 5 summarises off-street commercial carpark utilisation, midweek through to the weekend. Data has been sourced from the 'University Wards Parking Strategy', prepared in 1996 by Rust PPK.

The surveys consistently found that the peak usage for most off-street commercial car parks is around midday on weekdays, although this is unlikely to be the peak demand for all categories of land use. For example, parking demand for residential

land use is usually highest outside of business hours when motorists return home from work. It is also the time when residents are most likely to receive visitors.

The 1999 survey found that during the peak periods, average occupancy levels were less than 75%. However, the sample surveys undertaken in 2003 indicates a trend of increasing occupancy levels, suggesting that for the car parks re-surveyed, there has been a growth of 10% to 15% occupancy.

Most off-street parking experience low occupancy levels in the evenings and on weekends to the extent that University Square currently closes on weekends due to lack of demand.

Car Park	Proportion spaces used %											
	Weekday			Night			Saturday			Sunday		
	'96	'99	'03	'96	'99	'03	'96	'99	'03	'96	'99	'03
Museum * (953 spaces)			90			10			20			20
Royal Women's (633 spaces)	90	80	90	50	30		60	30	20	60		
VicRoads (82 Spaces)	100			10			10			5		
Elgin Street (219 Spaces)	50	100			20		50	60				
Clock Tower (266 Spaces)	80	70	90	30	20	40	70					
Lygon Court (175 Spaces)		90	90		30			60				
Lygon Street * (394 Spaces)		50	80		20	40		30	60			20
University Sq.* (1,138 Spaces)			60			20			-			-

* For 2003 - Information obtained from operator

Table 5 Off-street Parking Utilisation

Discussion with the operators of University Square Car Park suggest that the short term occupancy rates are likely to significantly increase as the Car Park accommodates staff parking for the Dental Hospital and when recently completed and mooted Melbourne University buildings are occupied.

Overall, surveys show that while commercial carpark utilisation at peak periods is less than saturation levels (90%), with over 500 spaces likely to be still available, the current levels of occupancy are likely to make it difficult for a motorist to locate available off-street parking during peak times.

In contrast, occupancy levels are low from early evening on a weekday and all day on weekends.

8.4 Student Accommodation Parking

The development of student housing is a key landuse trend in the Carlton area. It is widely accepted that students have a lower car ownership compared to a typical dwelling, however the level of car ownership is often debated.

While Council continues to be cautious in lowering standard residential parking rates for purpose built student accommodation, VCAT consistently consents to either reducing or waiving parking requirements. Reasons usually given are the close proximity of the accommodation to the education facility, and the good access to public transport.

Reliable data on parking rates for student accommodation in Carlton is difficult to obtain. With the exception of the College Square, it is not possible to measure the demand for parking directly as:

- Parking may not be fully contained on site.
- Managers of these facilities are reluctant to allow door to door surveys within these secure premises for security and privacy reasons.
- Mail out surveys have failed to obtain a sufficient response to provide a reliable basis for assessment and car owning students appear to be over represented in response received.

Two of the most relevant studies on parking rates for student accommodation are the ones undertaken for the City of *Melbourne's Student Housing - Development and Management Controls* prepared by SKM and that for the Melbourne University's Eastern Precinct Development by Andrew O'Brien and Associates in 2003.

The SKM study examined parking rates for Melbourne University Colleges, and student accommodation associated with RMIT and Swinburne Universities as well as Uni Lodge in Glebe, Sydney. Based on the findings of the study, SKM recommended the parking ratios shown in Table 6.

Location	Car Spaces per bed	
	Student Accommodation - Hostel	Student Accommodation- Self Contained Apartments
Within 500m of a tertiary institution	0.1 spaces per room	0.25 per apartment
Further than 500m with direct public transport access	0.1 spaces per room	0.25 per apartment
Further than 500m with poor public transport access	0.2 spaces per room	0.5 per apartment

Table 6 SKM Recommended Parking Ratios for Student Accommodation

The Andrew O'Brien and Associates study found that for the large College Square student accommodation building, which has 690 units containing 1,100 beds, the vehicle ownership as a ratio was approximately 0.12 per unit or 0.07 per bed. This is 30% lower than the rate recommended by SKM.

The variance may be due to the different types of student accommodation studied. Generally, College Square and other student accommodation in Carlton cater for the growing demand for overseas student accommodation. In contrast, the Melbourne University Colleges caps the number of residing overseas students to approximately 30% of all residents.



With a greater focus on colleges that provide for a much higher percentage of Australian residents, it is reasonable to assume that the SKM study found higher parking rates because generally, students whose usual place of residence is Australia have higher car ownership levels than those who usually reside overseas.

This finding is consistent with discussion held with a number of managers of student accommodation in Carlton who reported that most overseas students are generally in Australia for less than 12 months and are more likely to be under the age required to obtain a driver licence.

While it is expected that overseas students' demand for accommodation in Carlton will remain strong in the short to medium term¹⁵, long term demand is less well known.

As Council has limited control of whether a purpose built development will actually contain students, especially of a particular demographic, the long-term demand for parking associated with these developments is unclear.

Potentially, such accommodation could be occupied by residents with significantly higher car ownerships that may in turn impact on occupancy levels on-street.

¹⁵ *The Age, May 2003 'Rise in overseas students drives building activity'*

8.5 Resident Parking Schemes

Current Operation

A Resident Parking Scheme currently operates in the study area. Permits are available for all properties that appear on Council's Valuation System as having residential facilities, with a maximum of two permits per property. Two types of permits are available:

- Non-transferable permits / resident permits (maximum two) – Vehicle registration numbers are recorded on the permit; and
- Transferable permits / visitor permits (maximum one) – these permits are transferable between vehicles and are generally used for visitors.

The current charge for permits is \$20 per year. This fee intends to cover the administrative costs associated with the Scheme but does not include an allowance for surveillance, sign installation, maintenance and enforcement.

A preliminary estimate of the full cost of Council to provide and maintain the Resident Parking Scheme across the City is about \$80 to \$100 per permit. The City of Melbourne also requires all residents to re-apply for permits on an annual basis.

The study area has 7 residential area parking zones as shown on **Figure 8**. Holders of a permit registered to a place of residence are able to park in any street within the zone applicable to that residence.

Effectiveness of the Resident Permit Scheme

To ascertain whether improvements to the Resident Parking Scheme are warranted, a number of indicators have been examined:

- Resident perceptions.
- Number of permits issued verses the number of resident priority parking spaces available.
- Number of priority parking spaces verses number of permit-holders using on-street parking during peak periods.
- Occupancy of available on-street spaces for permit holders.

The City of Melbourne's Customer Contact Computer Information System registered a relevant low level of resident dissatisfaction with the Resident Parking Scheme system in Carlton. This is consistent with feedback reported by Council staff involved in the management of the Scheme.

However, when Carlton residents are specifically questioned on the availability of parking in Carlton, the response, as it was with the focus group, is that there is insufficient supply of on-street resident parking. There also appears to be a perception in some parts of the community that many residents are rorting the Resident Permit Scheme. Some of the perceptions are that:

- Residents should not be able to access the Resident Parking Scheme when they already have access to off-street parking.
- Some multi-use permits are not being used by bonafide visitors to residences in the area.
- Some people are using forged documents to obtain permits or continue to use permits even although they are no longer a resident of an area.



The number of permits issued versus the number of resident priority parking spaces in Carlton has been collated and is presented in Table 7. It shows a high level of issued permits against the spaces available (174%).

A high ratio in this respect is not necessarily an indicator of an ineffective system, given that a car with a permit will not occupy a space 100% of the time. A high percentage of permits are also multi-use, of which, only a third are estimated to be used by residents for their own vehicles. However, the results do suggest that the system is reaching capacity, particularly in the resident parking areas to the south of Grattan Street.

This assessment that the Resident Parking Scheme is reaching capacity is reinforced by surveys undertaken by GTA Consultants in May 2003¹⁶ and ARUP in 1999.

GTA found that during times of peak demand, resident priority parking spaces had over 90% utilisation (Friday afternoon) and over 80% utilisation at other times of high demand, such as on Friday evenings and on Saturdays.

ARUP found that while resident priority parking spaces occupied 40% of all on-street spaces, a sample survey found that during times of peak demand, vehicles displaying permits occupied 50% of all on-street spaces.

Area	Resident Permits	Total Permits	Permit priority On-street Spaces	Total On-street Spaces	Residents Permits as % of Total Spaces	Total Permits as % of Total Spaces	Total Permits as % of permit priority Spaces
4A	464	814		693	67%	117%	
4B	374	686		653	57%	105%	
4C	240	463		679	35%	68%	
4D	357	715		711	50%	101%	
<i>Sub-Total</i>	<i>1,435</i>	<i>2,678</i>	<i>1,850</i>	<i>2,736</i>	<i>52%</i>	<i>98%</i>	<i>145%</i>
9A	174	362		1,133	15%	32%	
9B	98	204		334	29%	61%	
9C	202	420		798	25%	53%	
<i>Sub-Total</i>	<i>474</i>	<i>986</i>	<i>250</i>	<i>2,265</i>	<i>21%</i>	<i>44%</i>	<i>394%</i>
Total / Average	1,909	3,664	2,100	5,001	38%	73%	174%

Source: City of Melbourne, 2002

Note: Permits for 9A also includes small section of North Melbourne

Table 7 Current Parking Permits Issued

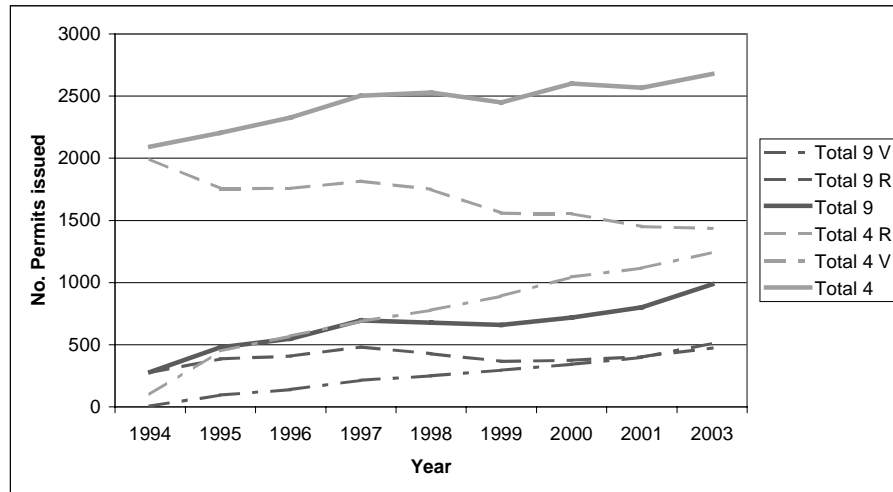


Figure 7 Growth in Permits Issued Over Time

Figure 7 shows the trend in the number of permits issued. There appears to be a close relationship between this trend and dwelling trends which suggests that for one additional dwelling, there will be a demand for 0.6 additional permits.

If current trends continue, then the number of permits issued will exceed 5,000 by 2010. Consequently, without corrective action, the Resident Parking Scheme for Carlton is likely to become increasingly ineffective in providing access for residents and their visitors.

In summary, most indicators of the effectiveness of the Resident Parking Scheme for Carlton suggest that while there is only low level of dissatisfaction with the system, it appears to be reaching a point where it may become ineffective if more permits are issued and parking demand increases.

8.6 Unauthorised Use of Permits

As previously identified, consultation with the community representatives through a focus group meeting, and a review of the City of Melbourne’s Customer Contact Computer Information System found stakeholders are concerned about rorting of the Resident Permit Scheme.

The City of Melbourne’s Street Activities Unit, who administers the Scheme, undertakes regular assessment of its effectiveness. This includes regular background checks to determine whether bonafide residents hold permits and ensuring resident concerns about specific individuals rorting the Resident Parking Scheme (RPS) are thoroughly investigated.

Regular checks detected a low level of unauthorised use. Further, most individuals reported as allegedly rorting the Resident Parking Scheme are subsequently found to be using the permits in accordance with the permit conditions. This suggests that if wide spread rorting of the system is occurring, it is not readily detectable.

The permit most open to abuse is the multi-use permit. A condition of issue and use for multi-use permits it that a permit ceases to be valid if it is *no longer used for the personal use of the person(s) in whose name it has been issued.*

The current limitations of the multi-use permit include:

- For privacy reasons, the permit cannot contain details of the address of the resident holding the permit, and consequently, attempts to validate the use of an individual permit is time consuming and therefore not effective.

- ‘Personal use’ provides the opportunity for residents to issue their multi use permits to family, friends and people working within their homes for use, as they would otherwise use them. Consequently, the use of multi use permits may have unintentionally but legitimately provided free, long term parking for commuters to Carlton who access these permits through Carlton residents.

Since the introduction of multi – use permits to Carlton their popularity with residents continues to grow to the point that, within a few years, these permits will represent more than 50% of all permits issued.

The growth in the use of multi –use permits, and concerns about their possible abuse, suggests that Council should closely monitor their on-going effectiveness and take corrective action, if seen as necessary.

The City of Melbourne is constantly improving the Resident Parking Scheme to reduce the opportunity for unauthorised use of permits. Initiatives have included:

- Inclusion of planning permit conditions to ensure that off-street resident parking is not used for commercial purposes.
- Laminating of multi-use permit to prevent modification
- Incorporating a holograph image on permits to prevent fraudulent copying.
- Investigation into the inclusion of a waiver on permit applications to enable background checking of vehicle registration details through VicRoads.

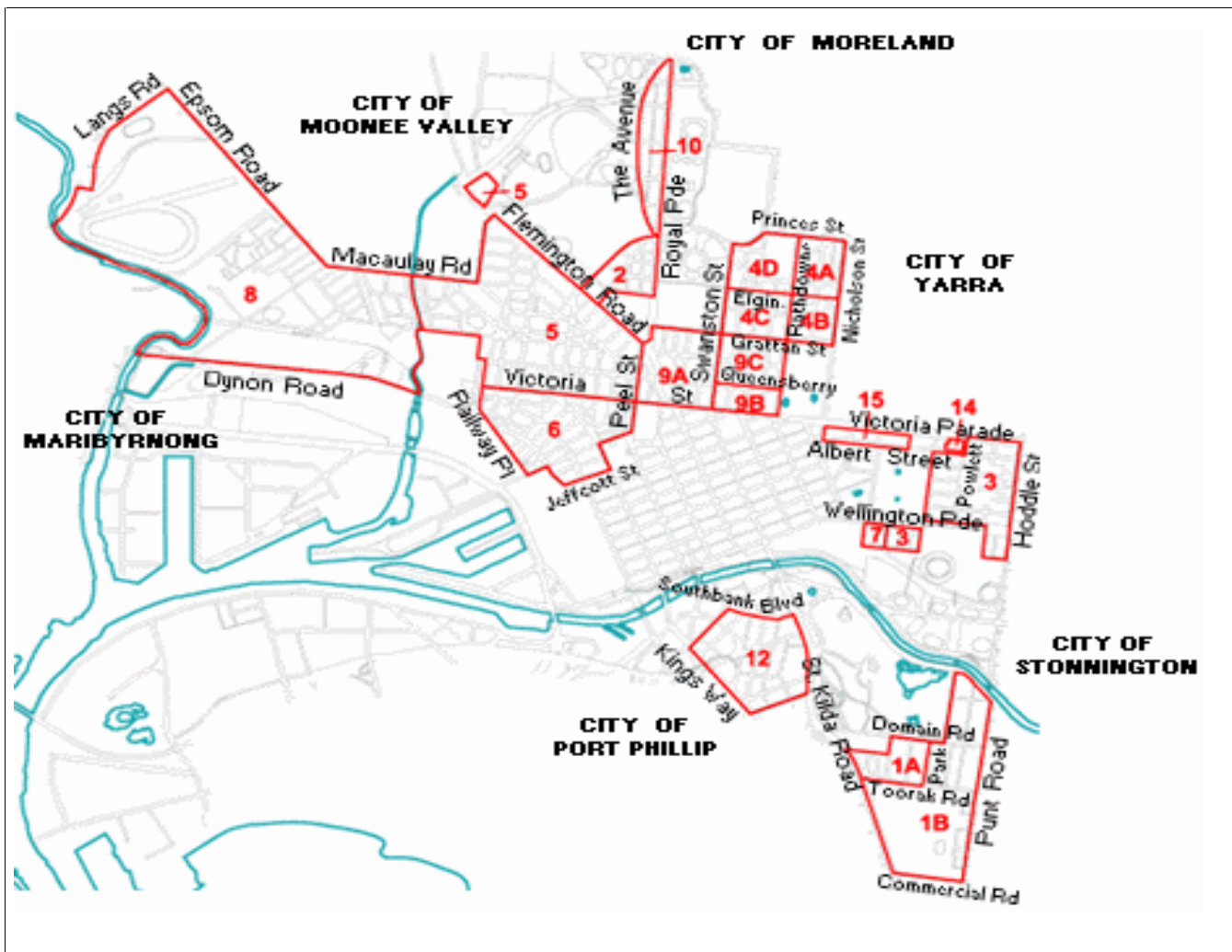


Figure 8 Resident Parking Zones



9. PUBLIC TRANSPORT SERVICE

9.1 Overview

By Metropolitan Melbourne standards, Carlton has a high-level public transport service in terms of spatial and temporal coverage and frequency of service.

However, public transport for Carlton is unlikely to provide an effective level of service during the evenings and on weekends when the frequency of service is reduced. This is particularly so for public transport access from the west and east.

The focus group meeting also identified a perception that a higher level of comfort and convenience are necessary for services during peak periods.

Accordingly, there are opportunities to improve the level of public transport service in Carlton to provide a greater transport choice for both visitors and residents.

The location of public transport routes in the study area is shown in **Figure 9**.

9.2 Current Services

A rule of thumb level of service criteria is that public transport facilities should be located within 400m of all properties¹⁷. For the study area, this criteria is met for all locations. The issue however, is the times when there are insufficient services operating during particular periods of the day and week. This latter issue is discussed below for each area of public transport.

With private companies now operating the public transport system, the focus on level of service has focussed on service frequencies. The contract between the operator and the government has specific guidelines on minimum frequencies for all services with heavy penalties when the criteria are not met.

The workshop undertaken in Carlton as part of the preparation of the Access and Parking Management Framework highlighted public transport related problems in Carlton, including a perceived lack of cross town public transport routes and delays experienced at the tram terminus at Melbourne University. There is anecdotal evidence to suggest that overcrowding on services and slow tram travel times are problems in Carlton.

Train

No train service operates in the study area with the nearest train stations being the Underground Loop stations of Parliament and Melbourne Central, both 400m south of Victoria St. All metropolitan lines are accessible through these stations.

Tram

Tram services are provided along Elizabeth Street, Lygon Street, Swanston Street, Elgin Street and Nicholson Street as follows:

- Route 19 runs from Bakers Road in North Coburg via Sydney Road/Royal Parade to the interchange at Elizabeth Street/Flinders Street in the city;

¹⁷ 'Guidelines for accommodating buses in established and future urban area', Public Transport Corporation, December 1990

- Routes 1 and 22 run from Bell Street, East Coburg along Nicholson, Lygon, Elgin and Swanston Streets through the city via Swanston Walk to South Melbourne Beach; and
- Route 96 runs from Blyth Street, East Brunswick along Nicholson Street and through to the city via Bourke Street, to St. Kilda Beach.

Trams operating along Swanston Street generally terminate at Melbourne University. These include tram numbers 3, 5, 6, 8, 16, 64, 67 and 72. The services provide the study area with a high frequency tram service to the heart of the city and beyond.

Other tram services along the periphery of the study area include:

- Routes 55, 59 and 68 along Elizabeth Street (the western boundary) and Flemington Rd;
- Route 57 which runs along Elizabeth Street and Victoria Street on the south-eastern corner of the study area; and
- Route 86, which follows Nicholson Street (the eastern boundary), before turning into Gertrude Street.



Photograph 1: Trams in Swanston Street

Bus

The bus services in the area complement the tram routes with both north–south services along major streets not serviced by trams and east-west services along Princes, Elgin and Grattan Streets.

Although 12 bus routes service the area, only two of these provide services seven days a week including all evenings. The routes are listed in **Table 8**.



Route No.	Starting/Ending Point	Study Area Streets Used
200	Bulleen / City	Elgin St, Lygon St
201	Doncaster / City	Elgin St, Lygon St
203	City / Doncaster Shoppingtown	Elgin St, Lygon St
205 (peak)	Melbourne University/ Doncaster Shoppingtown	Elgin St, Swanston St, Faraday St, Lygon St
207 (peak)	City / Doncaster Shoppingtown	Elgin St, Lygon St
235	Fishermans Bend / City	Rathdowne St
236	Fishermans Bend / Flinders St	Rathdowne St
251	Northland Shopping Centre / Garden City	Rathdowne St
350	City / LaTrobe University	
402	East Melbourne / Footscray	Victoria St, Rathdowne St, Grattan St
546	Heidelberg Station / Melbourne University	Princes St, Cemetery Rd, Royal Parade, Grattan St, Swanston Sts
684 (daily)	Melbourne / Healesville	Victoria St

Table 8 Existing Bus Routes

9.3 Frequency

There are four tram and nine bus services operating in Carlton. There have not been any recent changes to the services in the area and there has been minimal change in the frequency of services overall. There has been a decline in the frequency of some weekday AM peak services.

Service frequencies are lower on Sundays compared with Saturdays.

Trams	FREQUENCY OF SERVICES (MINUTES)							
	Weekday AM Peak	Weekday PM Peak	Weekday Off Peak	Week nights	Saturday	Saturday Night	Sunday	Sunday Night
No. 1/22	4	4	6	20	12	20	12	30
No. 19	5	6	6	20	6 to 12	6 to 12	6 to 12	30
No. 96	6	6	8	20	10 to 12	20	12	30
Bus								
200	30 to 40	25 to 30	30	60 to 90	30	30	12 to 30	30
201	35 to 50	30	30	45 to 60	60	60	90	-
203	30	-	30	-	-	-	-	-
205	20 to 40	-	-	-	-	-	-	-
207	15 to 50	30	30	30 to 60	60	60	90	-
250	20	30	30	20	30	30	40	30
251	20	30	30	-	30	-	40	-
402	10	10	10 to 15	-	20 to 30	-	50	-
546	30	30	30	-	-	-	-	-

Table 9 Frequency of services to the City, May 2002 (average minutes)



Trams	FREQUENCY OF SERVICES							
	Weekday AM Peak	Weekday PM Peak	Weekday Off Peak	Week nights	Saturday	Saturday Night	Sunday	Sunday Night
No. 1/22	6	4	6	20	12	20	12	30
No. 19	6	5	6	20	6 to 12	20	6 to 10	30
No. 96	5	7	8	20	10 to 12	20	12	30
Bus								
200	30	35	30	50 to 60	30	30	15 to 30	30
201	30	30	30	30 to 60	60	60	90	-
203	-	30	30	-	-	-	-	-
205	-	30	-	-	-	-	-	-
207	30	30	30	30 to 60	60	60	90	-
250	20 to 30	7 to 30	30	20	30	30	40	30
251	25 to 30	30	30	-	30	-	40	-
402	10	10	10 to 15	-	20 to 25	-	50	-
546	30	30	30	-	-	-	-	-

Table 10 Frequency of services from the City, May 2002
(average minutes)

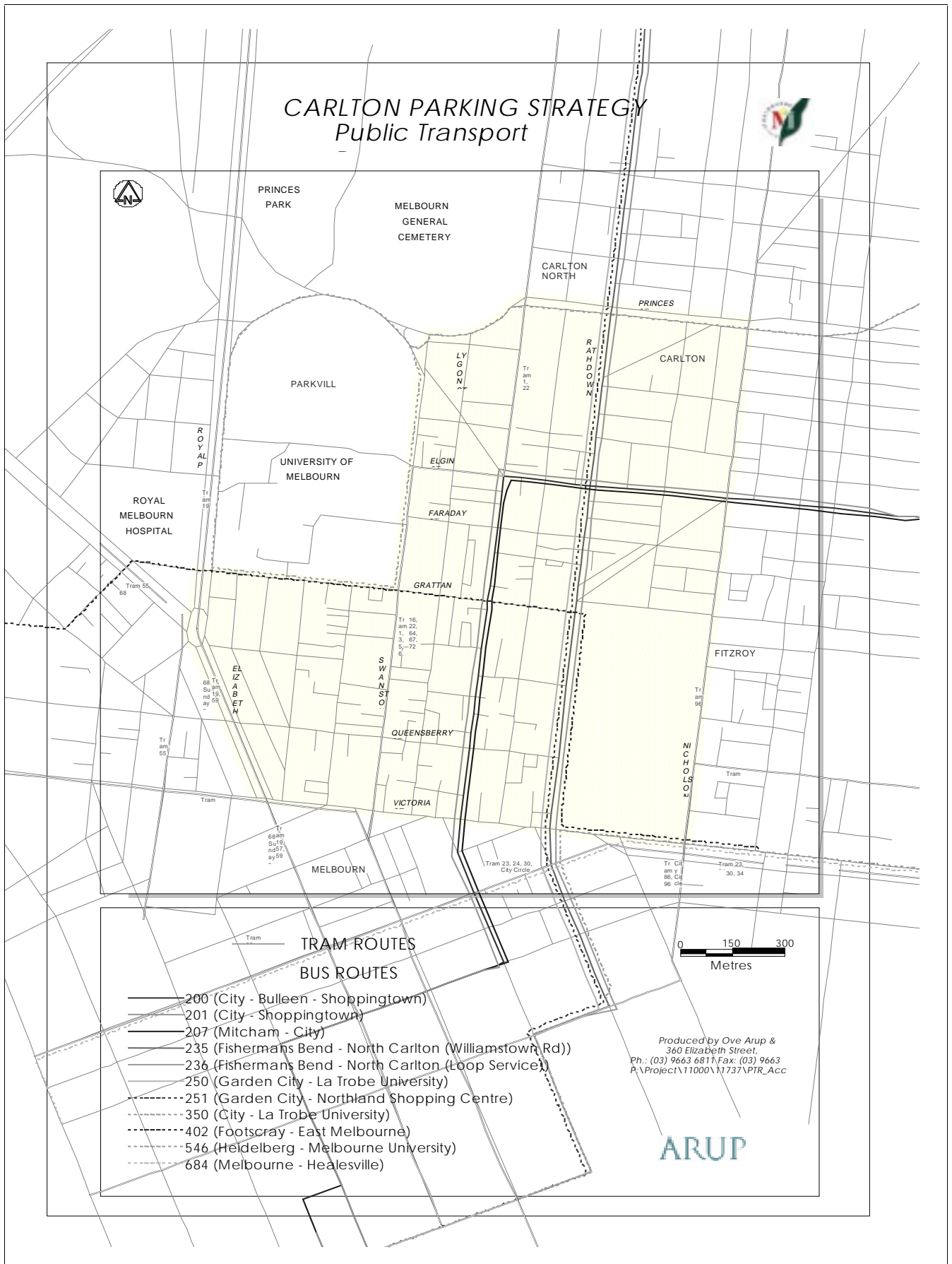


Figure 9 Public Transport

10. CARLTON PARKING STRATEGY

10.1 Strategy Aim

The aim of this Strategy is:

To improve access and parking management in Carlton by:

1. *Maintaining existing Carlton residents' level of access to on-street parking;*
2. *Maintaining Carlton business' and its customers on-going access to affordable short-term parking;*
3. *Providing an Access and Parking Management Strategy to ensure the sustainable development of Carlton housing and business; and*
4. *Ensuring a sustainable and highly integrated transport system for Carlton that services City of Melbourne needs and which links key assets.*

10.2 Strategy Actions: An overview

The Actions outlined in this Strategy has been organised around the following 3 key Themes:

Strategy Theme and Actions	Relevant Aim
1. Parking Management	
1.1 Reduce unauthorised long-term on-street commuter / employee parking in high demand areas (eg. In and around the Lygon Street spine) and in residential zoned areas	1, 2, 3, 4
1.2 Limit the growth in parking permits	1,2,3
1.3 Continue to create greater awareness of the availability of off-street parking to reduce pressure on on-street parking	
2. Mobility Management	
2.1 Encourage the use of transport modes other than private vehicles	1,2,3,4
2.2 Develop Council's transport infrastructure, particularly for walking and cycling	1,2,3,4
2.3 Support improvements to public transport, in terms of frequency, temporal coverage and level of service	1,2,3,4
3. Parking Policy	
3.1 Review parking guidelines for student housing with a view ensuring a consistent approach to determining parking ratios and to limit impacts for on-street parking.	1,2
3.2 Develop Carlton specific guidelines for assessment of parking requirements for residential and business development: Developing and Implementing a Parking Precinct Plan for Carlton, to be incorporated into the Melbourne Planning Scheme	2,4

Table 11 Access and Parking Management Strategy Themes and Actions

10.3 Selection of Access and Parking Management Tools

The Actions contained within this Strategy have been drawn from the suite of tools identified in the City of Melbourne *Access and Parking Management Framework (draft)*.

A preliminary assessment of each Tools contained within the Framework suggests that most could be used to achieve parking and access improvements in Carlton. However, it is proposed that only those that are likely to be most effective be selected. On the basis of this assessment, the list of possible Tools was screened. The results are listed in Table 12.

Tool	Strategic Access and Parking Management Tool For Carlton?
Parking Precinct Plans	✓
Resident Permit Schemes	✓
Car Garages	✗
Public Transport Incentives	✗
Parking Charges	✓
Redesign Existing Parking Facilities	✗
Travel Demand Management Programs	✓
Car Sharing	✓
Parking Guidance	✓
Parking Validation	✓
Shared Private Parking Areas	✓
Developer Contributions	✗
Parking Stackers	✗
Improving Compliance with Parking Restrictions	✓
Pedestrian and Mobility Plans	✓

Table 12 Access and Parking Management Tool Selection

Car Garages

This Tool recommends provision of communal residential parking garages, developed off-street, with secure access.

Commercial operators interviewed for this study reported a low level of demand for long term parking (greater than 1 day) in the Mixed and Business Zones in Carlton, suggesting a low level of demand for dedicated residential car garages in these areas. As compared against the peak demand for business and employee parking which largely occurs during weekdays, peak demand for residential parking occurs in the evenings and on weekends.

From a commercial operating perspective, there is currently an oversupply of commercial off-street parking in Carlton. Further, commercial operators currently offer long term parking for \$2,000 to \$2,400 per year, which is competitive with what could be offered by residential car garages. Therefore, commercial carpark operators’ could meet the additional demand for off-street residential parking that is not provided in association with a dwelling.

The Melbourne Planning Scheme prohibits the construction of car parks in Residential Zones where such parks are not developed in conjunction with other uses. This precludes the construction of residential car garages in the Residential Zone, north of Grattan Street.

Given the ability of commercial carparks to absorb demand for additional residential off-street parking, and the limitations imposed by the Planning Scheme, the development of residential car garages is not recommended at this time.

Public Transport Subsidies

The effectiveness of Council subsidised public transport incentives is unproven in Melbourne. However, the TravelSMART program has shown to provide a transport mode shift in neighbourhoods similar to Carlton.

It is therefore recommended that the City of Melbourne consider application of the TravelSMART program within Carlton before exploring public transport subsidies.

Redesign Existing Parking Facilities

Carlton is substantially covered by a Heritage Overlay in the Planning Scheme, and the street pattern and landscape is an important component of its historic character.

Any modification to the road network to accommodate parking bays or the like must respect these heritage and landscape values. Carlton 2010 envisaged improvements to the pedestrian network throughout the locality, redesign of key intersections to improve pedestrian and traffic flow, as well as sought to limit driveway crossings over footpaths. Some of this work has already been undertaken in the past few years.

This Strategy does not see a need to redesign on-street parking. It is envisaged that any redesign of on-street parking should only occur on an as-required basis or in association with a major redevelopment, following appropriate community consultation and due analysis of pedestrian and streetscape impacts. .

Developer Contributions

The purpose of a Development Contribution Plan (DCP) is to fund public infrastructure through contributions from development, for projects such as public transport, cycling and walking infrastructure improvement. There is a need to show that the new development being levied will place additional demands on Council's existing infrastructure and justify the development of additional or enhanced infrastructure.

This Strategy does not recommend additional major access related infrastructure for Carlton at this time. The opportunity may however exist to establish mechanisms funding of access infrastructure relating to cycling, walking and better parking management.

The benefit-cost of developing Development Contributions Plans (DCPs) under recent legislation has proven to be marginal, especially in established urban areas with ageing infrastructure. The recent amendments to DCP legislation (including the 'off the shelf' option) may potentially make establishing DCPs easier in future. Council intends to further review the feasibility of applying DCPs for transport as well as other urban infrastructure in the coming twelve months.

Irrespective Local and State Government would however continue to support the maintenance and enhancement of public infrastructure to serve existing residential and business needs as well as contribute to the development of public infrastructure which was not able to be funded through Development Contributions.

Parking Stackers

Parking Stackers are lifts that are purpose built for storing vehicles. Stackers enable a commercial carpark operator or developer to maximise the number of parking spaces on a site by 'stacking' cars above one another. Parking Stackers need either additional headroom or excavation below grade to accommodate the lifts.



Council cannot compel the owners of existing commercial and residential carparks to provide car stackers. However, where an adequate provision of carparking cannot be achieved on a residential development site in Carlton, Council is able to encourage the use of car stackers, where appropriate, through its decision guidelines in the Planning Scheme to minimise the shortfall.



The Action Plans:

This strategy recommends a series of actions, grouped under the Themes of 'Parking Management', 'Mobility Management' and 'Parking Policy'. Each is outlined below.

Element 1 Parking Management

Action 1.1 Reduce unauthorised long-term on-street commuter / employee parking in high use and resident parking areas.

As shown in Section 8.3, Carlton experiences high levels on-street parking at most times of the day during the week to the point that residents and traders have expressed concern about accessing parking for themselves and visitors.

Significant improvements to parking conditions can be gained through improvements to surveillance and enforcement of on-street parking. Building on the success of the metered parking trials conducted elsewhere in the municipality, it is recommended that Council assess the feasibility of installing parking meters for on-street parking in high use areas and residential areas in Carlton.

Recommendation:

1.1.1 That Council adopt a policy of installing parking meters for non-permit holders in high-use and residential areas where:

- ◆ *on-street parking occupancy is greater than 90% and is approaching 100% capacity across significant periods of the day or week*
- ◆ *there is evidence that non-resident vehicles are frequently overstaying the permitted time limits*

1.1.2 That Council continue to undertake surveillance and enforcement targeted at unauthorised commuter on-street parking in Carlton

Action 1.2 Limit the growth in parking permits.

A review of the Resident Parking Scheme in Carlton clearly supports the need to limit further growth in the number of Resident Priority Parking permits. This Strategy recommends a change to the Resident Parking Scheme for existing and new residential uses, as well as changes relating to eligibility of the occupants of student accommodation to access permits under this Scheme. Each is discussed below.

Action 1.2.1 Changes to the type of Resident Permit Scheme permits. The following options are recommended for further consideration in Carlton.

Several options based on best practice, locally and nationally, have been considered and the potential growth in permits as a consequence of introducing each option has been forecasted. Not surprisingly, those options that limit the number of permits across the greatest number of properties have the greatest potential to reduce or reverse the growth in the number of permits.

Following consideration of the pros and cons of a variety of options, the following options are presented in this Strategy for further consideration:

- **Option 1** - Withdraw use of Multi-use permits by 2004, whilst still enabling each existing residential property to have access to two on-street Residential Parking Permits.



- **Option 2** - Restrict Permits to pre-2004 dwellings or dwellings not increasing density.
- **Option 3** – Combination of Options 1 and 2.

Each has been evaluated in terms of the sustainability of the Residential Parking Scheme, taking account of future residential growth across Carlton over the coming decade. The options are also compared against the ‘base case’ of making no changes to the scheme, as outlined below:

Option	Year				Forecasted % increase 2003 to 2009	Forecasted % increase 2003 to 2016	Effectiveness in reducing growth in permits
	2003	2004	2009	2016			
Do nothing	3,700	3,800	4,400	5,100	19%	38%	
1 No multi-use permits by 2004 (2 permits / dwelling retained)	3,700	2,500	3,100	3,800	-16%	3%	**
2 No permits for new dwellings with planning permit issued after fixed date in 2004 (with exceptions- eg. re-use of heritage buildings ¹⁸)	3,700	3,800	3,800	3,800	3%	3%	**
3 Combination of Option 1 and 2	3,700	2,500	2,500	2,500	-32%	-32%	****

Table 13 Options to Limit Growth in Permits

¹⁸ Example: Heritage Buildings- if the provision of parking would substantially alter building fabric or would cause the ‘deactivation’ of the ground level of the building, it is seen as appropriate to issue Parking Permits rather than force a developer to provide parking on site.



Option	Benefits	Disadvantages
<p>Option 1- Withdraw use of Multi-use permits by 2004 <i>Amend Resident Parking Scheme so that multi-use permits are no longer available to residents</i></p> <p>Note: under this option, residents are still entitled to access up to 2 'resident' permits per property. These permits will be linked to vehicle registrations.</p>	<p>Multi-use permits are meant for occasional visitors to a residential property. The permits do not contain vehicle registration details or the address of the residence being visited. Council is unable to ensure that the multi use permits are not on-sold or given to friends, acquaintances, colleagues or others who are not legitimately visiting a Carlton residence. Commuters, students attending University or customers/ employees of a home based business could easily obtain a multi use permit to provide affordable and highly accessible on-street parking, 24 hours, seven days a week. This type of permit is most open to abuse and consequently withdrawal of multi-use permits is recommended. In conjunction with other strategies to reduce unauthorised parking, this option may cause an initial increase in the number of residential permits issued as some residents move from a multi use permit to a residential permit. However, in the medium to long term, withdrawal of multi use permits will reduce the overall number of permits and consequently, the Resident Parking Scheme is likely to become more effective in providing on-street resident parking.</p> <p>It may also encourage visitors to use more sustainable modes of transport to access Carlton.</p>	<p>Parking access in proximity of residents who have special needs would be affected by this change. Therefore, parking provision for service providers such as home help, medical services, meals on wheels, and tradespeople needs to be addressed.. Under the proposed changes, most of these visitors would be required to stay within local time limits or, where appropriate, obtain a special parking permit for their stay.</p> <p>Provision could readily be made for short stay resident visitors via a voucher scheme or similar. This approach is widely used in the United Kingdom and elsewhere.</p> <p>Where visitors did not access such parking voucher, they would be subject to local time limits in Resident Parking Areas, or would need to park off street, or in one of the commercial parking stations in the area. It is also noted that Carlton is in close proximity to public transport networks and is well served by taxi services.</p>
<p>Option 2 - Restrict permits to pre-2004 dwellings or dwellings not increasing density <i>Amend the Resident Parking Scheme to provide a condition that only residents of properties with a Certificate of Occupancy issued prior to a date determined by Council are eligible for permits.</i> (An amendment to Council's property database will also be required to track eligibility).</p>	<p>The effectiveness of the Resident Parking Scheme for owners/occupiers of pre-2004 dwellings is largely protected through limiting further growth in number of permits.</p> <p>This option has the least impact on current resident entitlements.</p> <p>This forces new development to realise a greater share of the cost of accommodating additional parking associated with the development. Buyers of new development are therefore given a greater incentive to reduce car ownership and therefore car use, encouraging a more sustainable transport system for Carlton.</p>	<p>Over time, the Carlton community may consider the amended Resident Parking Scheme inequitable, as residents of similar developments will have different entitlements. However, much of the existing building stock cannot accommodate on site parking and is covered by a Heritage Overlay. Developers of new residential buildings should not rely on the existing constrained street network to provide parking if it can be sufficiently accommodated on site.</p> <p>These changes will require additional administration requiring cross-referencing with Council's property database. It may also be necessary to erect additional notice on-streets to refer existing and prospective residents to information on their eligibility to access permits under the Resident Parking Scheme. In addition, other</p>



Option	Benefits	Disadvantages
		<p>mechanisms will need to be identified so as to advise prospective owners/occupiers and tenants of their permit access rights.</p> <p>Council also needs to clearly identify exemption criteria which adequately protects streetscapes and heritage buildings. In certain cases, on site parking may not be appropriate, such as in the conversion of a heritage building. It may be more beneficial to issue parking permits rather than encourage adverse impacts on buildings and streetscapes in such scenarios.</p> <p>May also result in greater market pressure to provide additional private off-street parking with new development resulting in sub optimal use of the total parking pool in Carlton.</p> <p>Effectiveness is time critical. Delay in implementation will result in residents of further dwellings becoming eligible for permits.</p>
<p>Option 3 – Combination of Option 1 and 2</p>	<p>Combines the benefits in Options 2 and 3.</p> <p>Impact in reducing the number of permits is much more significant than pursuing Options 2 or 3 alone.</p>	<p>In combination with other strategies, this option is likely to result in a significant reduction in permits. This option would need to be monitored to ensure that it did not result in sub optimal use of the Resident Parking Scheme.</p>

Table 14 Review of Options to Improve the Residential Parking Scheme for Carlton

Recommendation:

A review of the Resident Parking Scheme demonstrates that maintaining the current Scheme and only pursuing other strategies to improve parking and access to Carlton will not be sustainable in the medium to longer term.

The review has also found there are a variety of ways in which the Resident Parking Scheme could be amended to improve its effectiveness. All these options have strengths and weaknesses.

*It is recommended that **Option 3** – Remove multi use permits, plus restrict permits to pre 2004 dwellings (or dwellings not increasing density) is the option best suited to achieve the objectives of the study, in that:*

- It does not reduce existing residential entitlements to 2 resident priority-parking permits.
- It provides for a highly stable Resident Parking Scheme for Carlton with little variance to total permit numbers issued in the longer term.
- A stable Resident Parking Scheme provides greater certainty in the assessment of off-street parking supply for new multi unit developments. This option should encourage residents of new dwellings to use sustainable transport options.
- It reduces the expectation that residents of new multi unit dwellings and their visitors will be able to access on-street parking, thus encouraging greater use of off-street commercial and private parking. This will have the effect of reducing on-street parking pressure, and will enable the ongoing use of on-street parking by other users, such as traders and their customers, for shorter periods.
- Removal of the multi use permit will decrease flexibility of the Resident Parking Scheme for residents. However option 3 will deliver the best net benefit to existing residents in Carlton, noting that visitors are provided for local time limits or, where appropriate, via a special parking permit (coupon or voucher schemes) for their stay.

Key requirements for implementing this Option Three are as follows:

- A community awareness program precedes implementation of the changes to the Resident Parking Scheme.
- Assessment of eligibility to be linked to the date of the Certificate of Occupancy, logged on Council's Compass database and issuing of the planning permit.
- The communication plan for advising residents of eligibility to the Resident Parking Scheme to be updated. Strategies to improve communication may include:
 - Updating of web-site to reflect proposed changes to the RPS, which also offers advice on alternatives to private off-street and public on-street parking to access Carlton.
 - Information be forwarded to Real Estate Agents to include new tenant kits
 - Issuing of rates notices include advice about changes including advice on what alternative parking and access options are available for residents and their visitors.
 - Notices be attached to parking signs relating to the RPS suggesting reader obtain detailed information of eligibility by visiting the COM web-site or contacting Customer Service.

- Use of legal agreements, where appropriate. For example, where the applicant for a planning permit and the Responsible Authority agrees to a reduction of parking requirements for residential development. In this situation, an agreement might require the owner to advise prospective tenants and owners that residents of the property are excluded from the Resident Parking Scheme (this could be applied to both student accommodation and permanent dwellings).
- Exemption criteria to be included in the Carlton Parking Precinct Plan (Decision Guidelines) proposed to be incorporated into the Planning Scheme. This would allow certain new developments to be entitled to access the Resident Parking Scheme permit system in exceptional circumstances (such as for significant Heritage Buildings).
- Clear and unambiguous rules for transition and implementation of the Scheme to be developed, particularly where it affects new residential development.

Action 1.2.2 - Resident Parking Scheme – Student Accommodation.

This Strategy anticipates further growth in student accommodation for Carlton in the short to medium term. Such growth is likely to be driven by a demand to accommodate overseas students. Council, through the Melbourne Planning Scheme, supports this development in Carlton's Mixed-Use Zone¹⁹.

There is some evidence to suggest that actual parking ratios for student accommodation in Carlton are currently lower than those recommended by City of Melbourne's *Student Housing Guidelines (1999)*.

However, it would be unwise to adopt the actual parking ratios for new student accommodation in the Planning Scheme as:

- The characteristic of the student population may change over time, along with car ownership levels.
- At the time of Council considering appropriate parking rates for a development, there is no guarantee that students will actually occupy the development. This is particularly so for development which would otherwise be defined as a dwelling under the provisions of the Planning Scheme but where the applicant has sought to waive or reduce parking on the basis that the development will most likely be occupied by students.

At present, City of Melbourne's Street Activities Unit receives few requests from residents of self-contained student accommodation and residential colleges. This is consistent with the intended use of the Resident Parking Scheme that is intended for permanent residents. However, the Resident Parking Scheme does currently allow residents of accommodation other than dwellings and this, over time, may lead to an unsustainable growth in permit numbers.

Recommendation:

- *Continue to use the City of Melbourne Student Housing Guidelines (1999) to evaluate parking ratios for Carlton, and that these be incorporated into a new Carlton Parking Precinct Plan under the Melbourne Planning Scheme.*
- *The Carlton Resident Parking Scheme is amended to provide resident parking permits for residents of dwellings only as defined by the Melbourne Planning Scheme.*
- *The Resident Parking Scheme excludes residents of dwellings that were treated as student accommodation during the planning permit process to determine parking ratios.*

¹⁹ Clause 22.13 (2.2)

Stemming from these recommendations is a need to appropriately inform the community about the changes to the Resident Parking Scheme. Communication strategies, which are distinct from the strategies for permanent owners/ occupiers and tenants of residential dwellings, should be pursued.

Consideration should be given to using agreements under Section 173 of the Planning and Environment Act 1987. For example, where the applicant for a planning permit and the Responsible Authority agrees to a reduction of parking requirements for residential development on the basis of the development being for student accommodation, a 173 Agreement could require the owner to advise prospective tenants and owners that residents of the property are excluded from the RPS.

Further, it is recommended that a schedule be prepared and maintained which shall be made available at Council and on the Internet that identifies those sites that are excluded from the Residential Parking Scheme.

Action 1.3 Continue to create greater awareness of the availability of off-street parking to reduce pressure on on-street parking.

This Strategy highlights that there is some spare capacity within commercial off-street parking facilities, particularly at nights and on weekends. The City of Melbourne already has a parking guidance system to create greater awareness of commercial off-street parking. This system could be extended to include car parks in Carlton that are not currently on the system.

Recommendation:

- *In partnership with car park operators, continue the rollout of the parking guidance system to include all key commercial off-street car parks in Carlton.*

Element 2 - Mobility Management

Action 2.1 Encourage change in travel behaviour

2.1.1. TravelSMART:

Carlton 2010 identified changing travel behaviour as a critical aspect of improving access to Carlton. TravelSMART is a proven State Government program to encourage change in travel behaviour, achieving up to a 10% transport mode shift in target population groups.

This Strategy argues that the travel patterns of residents, workers, students and visitors to and from Carlton can be strongly influenced by programs such as TravelSMART.

With the assistance of Council staff, this program has already been adopted by RMIT, the Royal Women's Hospital, and other large institutions across the municipality. Opportunities exist to assist other institutions within Carlton to also take up the TravelSMART Program.

Recommendation:

- *That priority be given to targeting organisations in Carlton to encourage participation in the State Government's TravelSMART Program.*

2.1.2 Car Sharing:

There are a variety of car sharing schemes which operate internationally. One of the more common schemes is where registered members can book and rent a 'pool' car for short term usage, such as a few hours or overnight. A car rental company, the Body Corporate of large residential building or another entity, could manage the

pool cars. With a membership fee, a car-sharing member purchases the right to use a car when it is required. Normally, members also pay user fees per hour of usage or kilometres travelled. Car sharing has been popular in Europe for nearly fifteen years. In Switzerland, for example, car sharing groups have 30,000 members who share 1400 cars. In one Swedish city, 230 members share sixteen cars.

Car sharing is most effective as an alternative to owning a second car. It offers moderate levels of convenience, and whilst it has high variable (ie: 'in use' costs), it has the benefit of having very low fixed costs (annual membership of a club for example). Establishment of a critical mass of scheme users is a key to its success. Overseas experience suggests that typically 30 or more users are required within a local neighbourhood.

The Department of Sustainability and Environment and RMIT's Transport Research Centre have undertaken some preliminary investigation into Car Sharing in the past few years. To date, there has been limited success in attracting a commercial operator to pilot a car-sharing scheme within the municipality. However, car-sharing schemes do not necessarily need to involve car hire companies for them to become viable.

Given the parking and access challenges facing Carlton now and in coming years, it is quite possible that car sharing schemes of the nature operating on various US and European Cities may now become viable within Carlton.

Recommendation:

- *That Council establishes a partnership to test a feasibility and support for establishing of a car-sharing scheme in Carlton.*

Action 2.2 Enhance Council's transport infrastructure in Carlton particularly walking and cycling.

Carlton 2010 identifies a range of opportunities to enhance transport infrastructure in Carlton, particularly walking and cycling. Council already has a number of programs in place to improve walking and cycling, including the Transport Program, Bike Plan and streetscape works program. It is recommended that this objective be achieved through ongoing implementation of these programs.

Recommendations:

- *Implement actions identified in the City of Melbourne Bike Plan relating to bicycle access to Carlton.*
- *Implement walking and cycling initiatives identified in the City of Melbourne Transport Program 2003-2006.*
- *Further develop and implement pedestrian priority projects identified in the City of Melbourne's Carlton: A Vision to 2010.*

Action 2.3 Support improvements to public transport in terms of frequency, temporal coverage and level of service.

Improving public transport service to, from and within Carlton is integral to addressing the suburb's parking and access challenges. This Strategy has established that public transport in Carlton could be improved through improved frequency and temporal coverage outside of peak periods and improved east/west links. There are many opportunities to improve infrastructure at public transport interchanges and bus/tram stops within Carlton (eg Swanston Street at Faraday Street, Lygon Street at the Public Housing Estate and at the Elgin Street intersection).

The State Government is currently finalising a number of public transport plans in response to *Melbourne 2030*. Councillors and City of Melbourne staff are currently

represented on a number of committees relating to these Plans and it is advantageous for this practice to continue with a view to advocating for public transport improvements in Carlton, particularly to address the issues identified.

Recommendations:

- *Continue to advocate for improvements to public transport services (frequency, services outside peak periods, east-west links and transport interchange enhancements) for Carlton through representation on relevant community advisory groups and steering committee relating to Department of Infrastructure studies.*

Element 3 - Parking Policy

Action 3.1 Provide direction for the planning of parking for residential accommodation and commercial land uses in Carlton.

This Strategy has highlighted that the off-street parking outcomes established via the exercise of discretion and VCAT determinations are unpredictable and variable. In the interests of taking parking pressure off local streets, and creating certainty for residents and developers alike, it is important that Council provide clear direction in relation to the parking management in Carlton.

This includes providing direction of appropriate parking rates for new developments in Carlton. This Strategy recommends that an amendment be initiated to the Melbourne Planning Scheme to incorporate a Parking Precinct Plan (PPP) for Carlton. This Strategy recommends that the PPP specify new parking rates for *residential development* and for *student accommodation* facilities.

In respect to *non residential* uses, this Strategy concludes that because the parking generated by such activities is so variable and influenced by many factors, that:

- a. Council primarily rely on enhanced management of on-street parking supply to restrict and influence parking availability for non-residential activities (and on mobility management strategies to influence future demand) within Carlton, as outlined elsewhere in this Strategy.
- b. Council use as its starting point the existing parking rates outlined in Clause 52.06 of the Melbourne Planning scheme, and then apply decision guidelines for reducing or waiving parking requirements as outlined in Clause 52.06, the DSE Practice Note and the draft City of Melbourne Access and Parking Management Framework.

3.1.1 Parking for Commercial Development

The Unpredictable Nature of Development:

With the exception of a small (but significant) number of major institutional or commercial development proposals (eg Lygon Court, Melbourne University Private) most recent non-residential development in Carlton has tended to involve either the re-use of existing buildings or small scale commercial projects. In the former case, it is often impractical and undesirable (eg for heritage or design reasons) to require the provision of off-street parking. In the latter case, the additional parking demand generated can be met within the existing level of on or off-street parking supply.

It is difficult to predict the type and nature of non-residential developments that might be proposed in Carlton in the future. Development proposals will be different depending on their location, their proximity to existing off-street (commercial) car parks and public transport nodes. It is not necessary to establish new parking rates for these non-residential uses via a Parking Precinct Plan in Council's Planning Scheme.

Under the current provisions of the Melbourne Planning Scheme (clause 52.06), new uses are required to provide car parking on site unless Council agrees to reduce or waive these requirements. The decision guidelines outlined in Clause 52.06 require that the applicant satisfy Council that the reduced provision is justified due to factors such as:

- availability of car parking in the locality
- availability of public transport in the locality
- any reduction in car parking demand due to the sharing of car spaces by multiple uses, either because of variation of car parking demand over time or because of efficiencies gained from the consolidation of shared parking spaces
- any car parking deficiency or surplus associated with the existing use of the land
- any credit which should be allowed for a car parking demand deemed to have been provided in association with a use which existed before the change of parking requirement
- local traffic management
- an empirical assessment of car parking demand

The draft City of Melbourne Access & Parking Management Framework also includes a guide to the assessment of town planning applications that seek to reduce or waive parking requirements.

The above offers appropriate frameworks to manage and enforce parking provision on non-residential sites, where appropriate. The most suitable flexibility and suitable 'burden of proof' (ie on the applicant to justify waivers or reductions) for Carlton.

The generalised relationship between the supply and demand for parking associated with Commercial Activities:

The Strategy has found that on and off-street parking around the Lygon Street spine and close to major institutions is approaching saturation levels, with occupancy levels around 80 to 90 percent during peak periods. This no doubt makes it difficult for motorists to locate available parking on-street.

The City of Melbourne, through Carlton 2010, has indicated that the area could support an additional 12,000 to 17,000 square metres of retail and commercial floor space, potentially causing an additional demand of 300 to 425 car spaces. There appears to still be a some spare availability of parking during this peak period with an estimated 500 off-street spaces available in commercial car parks, a limited number of on-street parking still available close to Lygon Street and ample parking still available at University Square. However, the operator of University Square carpark anticipates peak occupancy levels to reach saturation levels within University Square in the next few years.

While such an increase in parking demand from retail, commercial and institutional uses can largely be accommodated by the existing parking oversupply in commercial carparks in the short term, this would increase occupancy levels to saturation levels in the medium and long term.

Consequently, management of on and off-street parking in Carlton requires improvement. By modifying the Resident Parking Scheme, expanding the Parking Guidance System, considering the provision of parking meters in high demand areas, encouraging a change in travel mode, and setting clear decision guidelines for parking rates in the Planning Scheme, the issue of saturation in certain areas should be effectively resolved. This will require careful monitoring.

Recommendations:

- *That the most appropriate response to improving parking for non-residential purposes is to pursue management improvements and to continue to monitor performance of parking and the management procedures to ensure that businesses in Carlton are adequately provided for.*
- *That Council continues to utilise the provisions of Clause 52.06 to assess the provision of off-street parking in new non-residential developments in Carlton.*

3.1.2 Parking Rates for Residential Development:

As discussed earlier, student accommodation in Carlton has very different car ownership rates to other accommodation and should be considered separately. An approach to better managing parking requirements for student accommodation has already been discussed. This section focuses on providing guidance on parking rates for new dwellings.

This Strategy has identified that there is a strong link between car ownership rates and the number of bedrooms of a dwelling. Census Data does not allow a direct measure of car ownership rates against dwellings, excluding student accommodation, so this has been estimated, as shown in Table 15²⁰.

	Mixed Use Zone	Residential Area
Number of Bedrooms	2001	2001
1	1.01	0.50
2	0.68	0.91
3	1.08	1.23
4	1.28	1.52

Note: Excludes Public Housing CD

Table 15 Car Ownership for 2001 for Various Dwelling Sizes (Excluding Student Accommodation)

With the exception of a two-bedroom dwelling in the mixed-use zone, the estimates in Table 15 show a similar trend in car ownership as the number of bedrooms increases. The low result for two bedroom dwellings in the Mixed Use Zone may be the result of the car ownership levels of two bedroom student accommodation in this zone being under estimated. Given the estimated ownership levels for 1 and 3 bedroom units, the ownership rate for 2 bedroom units in the mixed use zone is most likely to be closer to 1.0 vehicle per dwelling.

New parking rates for residential dwellings are proposed and are outlined in Table 16. It is recommended that consideration be given to using these suggested rates in a parking precinct plan for Carlton, to be incorporated into the Melbourne Planning Scheme.

²⁰ *This has been estimated by using the information contained in Table 2, removing the dwellings and carparking associated with the College Square development (refer to Section 8.4). Then it is assumed that the ratio of 1 to 2 bedrooms in College Square is indicative of the remainder of student accommodation in Carlton*



Housing Type	Bedrooms	Parking Rate		
		Standard Statewide Planning Provisions +	Obtained through Planning Process	Recommended Parking Rate* +
Carlton Residential Zone 1				
Separate Dwelling	1	2	0 to 2	1
	2	2	0 to 2	2
	3 or more	2	0 to 2	2
Apartment Dwelling	1	1	0 to 1	0.5
	2	1	0 to 1	1
	3 or more	2	0 to 2	1.3
Carlton Mixed Use Zone & Residential Zone 2				
Separate Dwelling	1	2	0 to 2	1
	2	2	0 to 2	1
	3 or more	2	0 to 2	1.1
Apartment Dwelling	1	1	0 to 1	1
	2	1	0 to 1	1
	3 or more	2	0 to 2	1.1

* Numbers to be rounded up to nearest whole number.

+ For developments of 5 or more dwellings, 0.2 visitor car spaces must be provided

Table 16 Recommended Parking Rates for New Dwellings

Resident Parking Scheme - Permit Fees

The cost of resident parking permits (\$20) is currently well below the market value of commercial unreserved off-street parking.

The full market price of a parking space in Carlton is estimated to be \$1500-\$2400. Increases in permit fees to reflect the real cost of on-street parking to achieve a tangible reduction in demand for permits is seen as inequitable, given that many residents are not able to provide parking on site. The highest national fees for resident-parking permits are in Sydney (\$100²¹). To control demand through a market pricing structure would require charges that are 15 to 20 times this amount, and would be significantly more than what most residents currently pay in municipal rates.

Whilst it is clear that Council does not realise the true market value of parking permits through its fees and charges, consideration should be given as to whether ratepayers that do not use parking permits are indirectly subsidising residents that do, g.

At present it is intended that the cost of the preparing and issuing a permit be recovered through the cost of the permit. However, there is a gap between the cost of surveillance and enforcement of the Resident Permit Scheme verses income received from parking infringement notices. Similarly, the cost of installing and maintaining signage and the distribution of information is also not recovered through the cost of permits.

While there appears to be a community expectation that Council will provide a minimum level of affordable on-street parking, discussions at the Focus Group Meeting suggests a level of support for a modest increase in parking permit fees to provide a more equitable system.

²¹ MCC 2002.2

While it is seen as unacceptable to raise permit fees to recover the market value of parking permits, it is reasonable that ratepayers without permits should not be asked to subsidise those that do. Accordingly, permit fees could be linked to the full cost of operating the Resident Permit Scheme less any income derived from parking infringement notices.

With the link established, initiatives to improve the effectiveness of the system could also be funded through this arrangement. No detailed assessment of this proposal has been undertaken but preliminary indications are that recovery of the cost could presently be achieved with a permit cost of less than \$80 / annum. As previously discussed, a fee at this level is unlikely to provide a significant reduction in residents accessing the permit system. However, it is a more equitable system and provides a consistent message to residents that City of Melbourne encourages the use of transport modes other than cars.

Recommendations:

- *Amend the Melbourne Planning Scheme to introduce a Parking Precinct Plan for new residential development and student accommodation, as outlined above.*
- *Adopt as Council Policy- the administration and enforcement of the Resident Parking Scheme must be cost neutral. Fees for permits and income from infringement notices associated with resident priority parking must cover the full cost of operating the Resident Parking Scheme.*
- *Change in the price structure under the RPP Scheme from \$20 per permit the first permit being available free of charge, and the increasing the cost of the second permit to \$80.*
- *Monitor growth in peak demand for retail and commercial parking to ensure that appropriate levels of off-street parking continue to be provided.*

11. RECOMMENDED IMPLEMENTATION PLAN

The recommended implementation plan is provided in Table 17.

A key aspect to the success of the Access and Parking Strategy is to ensure that an adequate monitoring and review process is in place. City of Melbourne already has a well-developed process for tracking implementation of key strategies through its integrated planning process, including the Corporate Plan.

Recommendation

- *Review the Parking Strategy for Carlton within 5 years of its adoption*
- *Review progress of the implementation plan annually*

Table 17 Implementation Plan

Aim	Objectives to achieving the Aim	Integrated Actions in response to Objectives	Lead Support	Budget	Program
To improve access and parking management in Carlton by: <ul style="list-style-type: none"> • Maintaining current residents' level of access to on-street parking; • Maintaining Carlton business and customer access to affordable short-term parking; • Implementing the Access and Parking Management Strategy to assist the sustainable growth in housing and business; and • Supporting the development of a more sustainable transport system. 	1. Parking Management				
	1.1 Reduce unauthorised long-term on-street commuter / employee parking in high use and residential zoned areas	1.1.1 Progressively introduce metered parking for on-street parking around the Lygon Street Shopping Precinct in locations where there are currently high utilisation rates and demonstrated unauthorised parking, to improve availability of short term and resident priority parking. 1.1.2 Within existing resources, continue to undertake surveillance and enforcement targeted at unauthorised long stay on-street parking in Carlton	ESG P&T	Existing Resource	Short On-going
	1.2 Limit growth in parking permits	1.2.1 Remove the Multi use permit option 1.2.2 Amend the Carlton Resident Priority Parking Scheme across all areas so that only residents of dwellings as defined by the Melbourne Planning Scheme can access on-street parking permits, excluding: <ul style="list-style-type: none"> – Additional dwellings on a site, constructed after to a date set by Council (unless exceptional circumstances prevail – to be defined). – All dwellings assessed as student accommodation for the purposes of obtaining a planning permit. 1.2.3 The City of Melbourne Student Housing Guidelines (1999) continue to be assist in the evaluation of parking ratios for Student Accommodation in Carlton.	ESG P&T SRS	\$50,000	Short
	1.3 Continue to generate greater awareness of the availability of off-street parking to reduce pressure on on-street parking	1.3.1 In partnership with car park operators, continue the rollout of the parking guidance system to include all commercial off-street car parks in Carlton.	ESG		
	Element 2. Mobility Management				
	2.1 Encourage change in travel behaviour	2.1.1 As part of the work identified in the Transport Program, target key Carlton institutions for participation in the State Government's TravelSMART Program.	SSP ESG	Existing resource	On-going



Aim	Objectives to achieving the Aim	Integrated Actions in response to Objectives	Lead Support	Budget	Program
	2.2 Enhance Council's transport infrastructure in Carlton, particularly for walking and cycling	2.2.1 Implement actions identified in the City of Melbourne <i>Bike Plan</i> relating to bicycle access to Carlton. 2.2.2 Implement other walking and cycling initiatives identified for Carlton in the City of Melbourne <i>Transport Program</i> . 2.2.3 Implement pedestrian priority projects identified in City of Melbourne's <i>Carlton A Vision to 2010</i> .	ESG	Refer to Bike Plan and Transport Program	
	2.3 Support improvements to public transport in terms of frequency, temporal coverage and level of service	2.3.1 Advocate for improvements to public transport services for Carlton through representation on relevant community advisory groups and steering committee established by the Department of Infrastructure.	SSP	Existing resource	On-going
Element 3. Parking Policy					
	3.1 Provide direction for the planning of parking for residential accommodation and commercial land uses in Carlton. Amend the Melbourne planning Scheme to introduce a Parking Precinct Plan which applies new parking rates for residential development and student accommodation in Carlton	3.1.1 Develop a Council Policy that the Resident Parking Scheme must be cost neutral where fees and income from infringement notices associated with resident priority parking covers the full cost operating the Resident Parking Scheme. 3.1.2 Adopt use of the City of Melbourne Access and Parking Management Framework 'Guidelines for reducing or waiving requirements for parking' for proposed developments in Carlton. 3.1.3 Change in the price structure under the RPP Scheme from \$20 per permit the first permit being available free of charge, and the increasing the cost of the second permit to \$80. 3.1.4 Monitor growth in peak demand for retail and commercial parking to ensure appropriate levels of off-street parking.	SSP SRS ESG		
4. Monitoring and Review					
	4.1 Ensure achievement of Implementation Plan actions and monitor the effectiveness of the Parking Strategy for Carlton	9.1 Review the parking strategy for Carlton on a periodic basis 9.3 Internal review of progress of Implementation Plan	SPP ESG SPP P&T SRS	\$30,000 /review Existing resource Existing resource	5 yearly Quarterly

Abbreviations: ESG – Engineering Services Group
SA – Street Activities Unit

P&T – Parking and Traffic Branch

SPP – Sustainable Policy and Planning Branch

SRS – Sustainable Regulatory Services Branch

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See attachment

See Attachment

Figure 11

Parking Inventory - South

CARLTON PARKING STRATEGY

Location of Paid On Street



LEGEND

- PARKING METERS
- NO PARKING METERS

Figure 12

Location of Metered on-street parking

Car Park	Hourly rate structure Week day (\$)			Special and flat rates Structure
	1 st	2 nd	Max	
Museum	4.50	8.00	16.00	Employees: \$8 flat Park & Ride: \$8 inc. Tram ticket Early Bird: \$6 Museum Visitors: \$10
Lygon St	3.30	6.60	9.90	Early Bird: \$7.70 flat Night (after 6pm), weekend rate: \$7. flat Students: \$6.60 flat
Royal Women's Hospital	3.00	6.00	12.00	Weekly rate: \$50 Reserved Monthly: \$200 Mo-Fr after 5pm: 5 flat Weekend: 1 st hour - \$4, max \$9. After 5pm: \$9 flat
Clock Tower	4.00	8.00	16.00	Early Bird: \$7.50 flat Overnight: \$20 After 5pm and Sat.: \$7.50
Regal Parking	N/A			\$7 flat rate all day
University Square	2.50	5.00	7.00	Weekend: \$2 Flat (Currently not operating Sat and Sun)
Car E Park Berkeley St	N/A			\$7 flat rate \$2 flat after 2pm
Car E Park Pelham St East	3.00	6.00	12.00	Early Bird: \$8 flat
Lygon Court	2.20 p/h			Shoppers: First 2 hours free After 5pm and weekend: \$5.50 flat
Elgin St	2.00	4.00	14.00	Evening rate after 5pm: \$6.60 flat Unreserved Monthly: \$160 Reserved Monthly: \$193
KimLim Carpark	N/A			\$7.10 Flat – Monday-Friday \$3.50 Flat – Saturdays
On-street Parking	1.30 p/h			Free during non-metered times

Table 18

Cost of Parking