ratio:

Report Prepared for
Victoria Planning Authority

Preston Market Precinct – Parking Overlay

Assessment of Car Parking Provision Rates

11 April 2022

parking: report

r:

Prepared for:

Victorian Planning Authority
Our reference: 18402T-REP01-F01

Version	Date	Issue	Prepared By	Checked By
18402T-REP01-F01	11/04/22	Final	Anna Wilkins / Stephen Hunt	Stephen Hunt

Directory Path	Y:\18001-18500\18402T - Cramer Street, Preston\Work\Reports\18402T-REP01-F01.docx

ratio:consultants pty ltd

Table of contents:

1 Introduction:

1.1.1 A draft Preston Market Structure Plan (SP) was prepared by the Victorian Planning Authority in May 2021. It provides the framework to guide future growth within the precinct having regard to the strategic location within the Preston High Street Activity Centre. In particular, it seeks to capture opportunities to redevelop the precinct which will be enhanced by the removal of rail level crossings at Cramer Street, Murray Road and Bell Street to the south.

1.1.2 The SP was supported by a Traffic and Transport Assessment prepared by Cardno dated June 2021. Amongst other matters, this assessment considered traffic impacts of development scenarios for the precinct based on an assumption that redevelopment would be predicated on a constrained provision of car parking designed to support sustainable transport objectives.

1.1.3 Parking supply is a recognised travel demand management tool and has been recognised here as an influential factor in achieving the intended sustainable outcomes envisioned for the Precinct.

1.1.4 Following consideration of submissions received to the public consultation version of the Preston Market Structure Plan and supporting documentation (including the Cardno report), the VPA is seeking to apply a Parking Overlay to the Precinct. This is designed to reinforce the intended reduced parking provision and sustainable transport objectives for the precinct.

1.1.5 It is noted that the provision of parking the market use must be in accordance with a Section 173 Agreement entered into between Council and Presmar Properties, which stipulates a requirement to provide at least **763** parking spaces for the market use.

1.1.6 This report has been prepared on the basis that this is the minimum amount of parking which must be provided on the site for the market use, It is also understood that sharing of these spaces with other uses is permitted.

1.1.7 Ratio Consultants have been commissioned by the Victorian Planning Authority (VPA) to prepare an assessment of appropriate parking rates to apply to future land use and development contemplated in a proposed revised Structure Plan and Parking Overlay.

1.1.8 The purpose of this report is to inform development of a Parking Overlay that will apply to the redevelopment of the Preston Market precinct.

1.1.9 This report has been prepared in accordance with the guidance provided in Practice Note 57 (2013, Victoria Department of Planning and Community Development).

The report that follows presents:

- An overview of the site location and its transport access.
- A summary of parking supply and demand characteristics in the precinct, based on previous studies.
- Existing parking issues and potential future parking issues associated with the redevelopment of the precinct, based on the findings of previous studies.
- Proposed objectives of the parking overlay.
- Parking rates for each land use activity, with supporting qualitative and quantitative assessments and arguments for each.
- A discussion about the relationship between these rates and delivering the intended redevelopment of the precinct.
- The benefits, risks and opportunities associated with the parking overlay.
- Recommendations regarding any supporting parking strategies, design guidance or other mechanisms to implement the objectives.

1.1.10 In preparing this report Ratio Consultants have relied on published empirical data sources and previous studies completed by others, which are listed in Section 8.

2.1 Site Location and Surroundings

2.1.1 The Preston Market Precinct ('the precinct') is located in the Preston Major Activity Centre (MAC), approximately 10km north of the Melbourne Central Business District (CBD).

2.1.2 The overall Precinct occupies an area of approximately 5.1ha including two sites to the west of the railway line fronting St Georges Road and the Preston Market site to the east of the railway line as shown in Figure 2.1.

Figure 2.1: Market Precinct

Source: Landchecker (Image Date 22/01/22)

2.1.3 The overall Precinct is bound by Murray Road to the north, the back of the High Street shops to the east, Cramer Street to the south, and St Georges Road to the west. Mary Street, Mary Lane and the Mernda railway line run through the precinct on a north-south alignment.

2.2 Existing Market

2.2.1 Preston Market currently accommodates over 100 specialty traders with a range of retail offerings and includes an Aldi supermarket and Centrelink office.

2.2.2 The market operates from Wednesday to Sunday between 8am and 3pm, with an extension to 6pm on Fridays.

2.2.3 Existing floor areas within the market precinct, as advised by VPA, are shown in Table 2.1.

Table 2.1: Existing Floor Areas *(Source:VPA)*

Land Use	Indicative Size (sqm glfa)
Retail (Supermarket)	1,275
Retail (Speciality)	2,814
Market	7,011
Office	2,150
Total	**13,250 sqm**

2.3 Transport Access

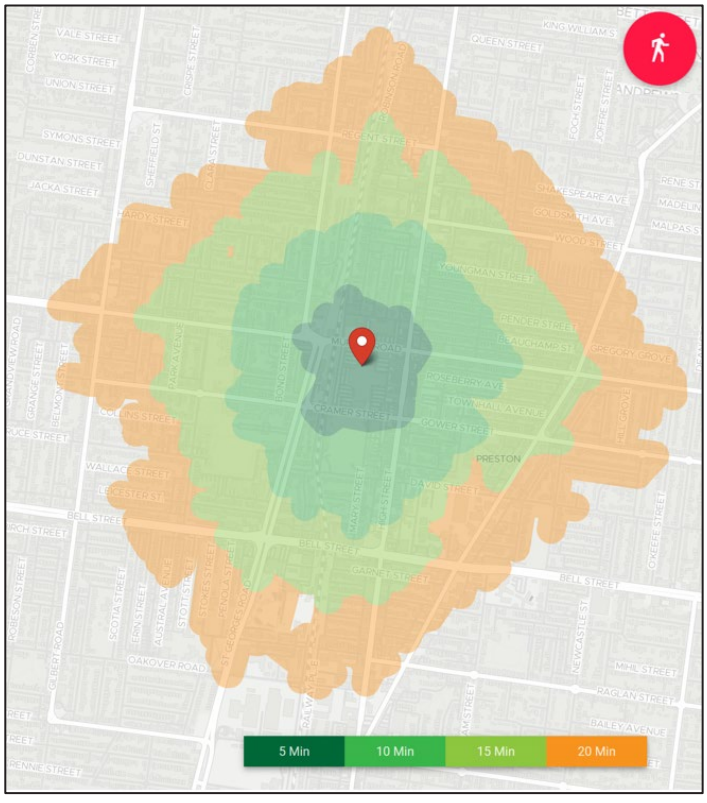
2.3.1 Preston Station, on the Mernda line, is located on the market carpark's western boundary, with direct pedestrian access through the carpark.

2.3.2 Bus services run along Murray Road and High Street. Trams operate in the wider area, along Plenty Road to the east and Gilbert Road to the west. These tram stops are approximately 900m and 1.2km from the centre of the market, respectively. This is a walk of 12-15 minutes at average walking speed.

2.3.3 The market is within the Principal Public Transport Network (PPTN), which is incorporated into the Darebin Planning Scheme under Clause 72.04.

2.3.4 The market's 20-minute walking catchment, which is shown as Figure 2.2 below, includes residential areas of Preston, the High Street and Plenty Road commercial corridors, Darebin's civic buildings, Preston High School and Melbourne Polytechnic.

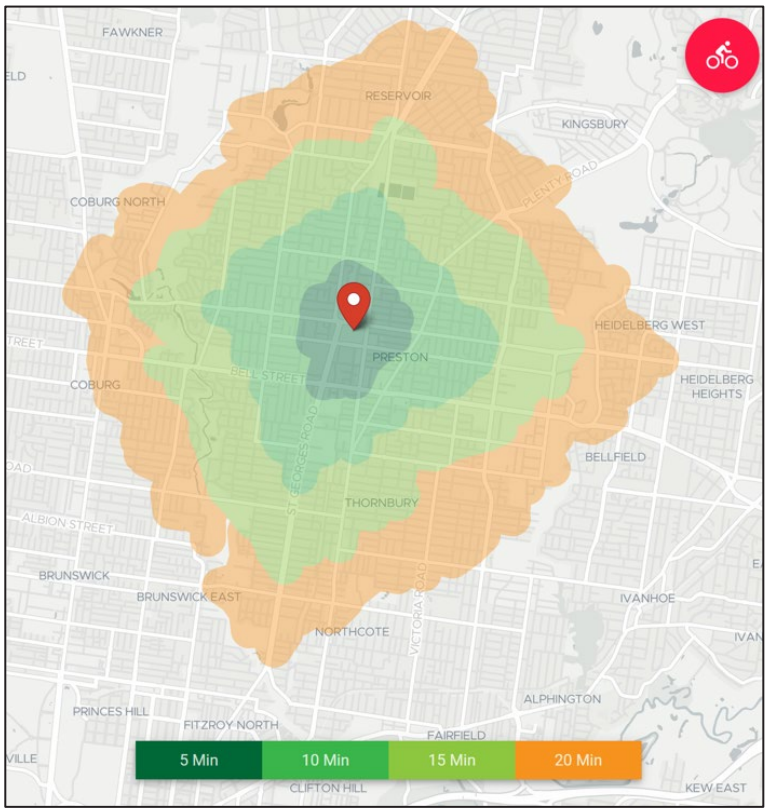
Figure 2.2: Walking Catchment



Source: Targomo Demo

2.3.5 The 20-minute cycle catchment extends into Reservoir in the north, Heidelberg Heights in the east, Northcote in the south and Coburg to the west. It also includes the St George's Road Shared Path (also known as the Northern Pipe Trail). The cycling catchment is shown as Figure 2.3 below.

Figure 2.3: Cycling Catchment



Source: Targomo Demo

2.3.6 Murray Road and St George's Road are arterial corridors managed by the Department of Transport (DoT). High Street, Cramer Street and Mary Street are managed by Council.

2.4 Parking Supply and Demand

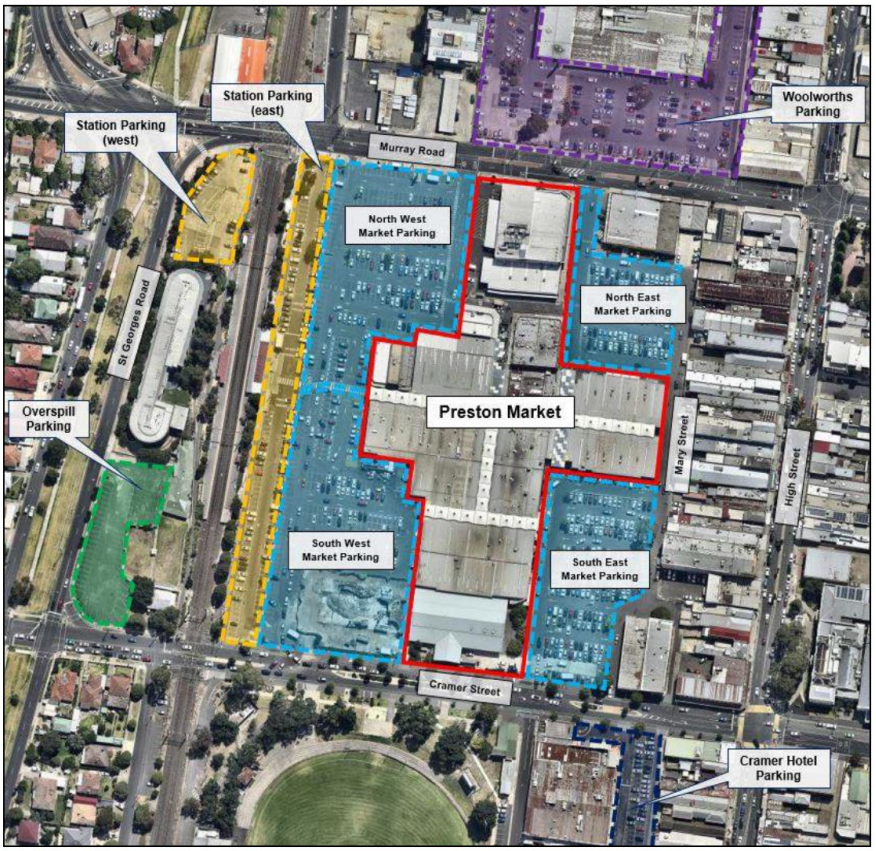
2.4.1 According to studies completed by Cardo (2018) the primary market site has a total of 810 parking spaces[1]. The allocation of these spaces is:

- 679 general spaces;
- 25 accessible spaces (DDA);
- 44 spaces for parents with prams
- 44 spaces for seniors; and
- 18 loading zones.

2.4.2 These parking spaces are provided across four distinct areas, as shown in blue in Figure 2.4.

[1] Table 4-3, Page 15, Cardno 2018 Report

Figure 2.4: Existing Parking Supply Areas (Cardno 2018)



Source: Reproduced from Cardno 2018 Report, Figure 4-7

2.4.3 Section 4.3 of the Cardno 2018 report reviews car parking availability for the Market, relying on surveys undertaken by GTA Consultants in 2013 and Traffix Group in 2017.

2.4.4 In summary, these studies showed that car parking at the market is heavily utilised at peak times with the overall occupancy peaking at 98% on both Friday and Saturday during the 2013 survey and over 95% in the 2017 survey.

2.4.5 It is noted however that the Cardno Study did not present parking demand data for non-market days or for periods outside of the market peak periods.

2.5 Existing Travel Mode[2]

2.5.1 Of all trips made to and from the market and the High Street shops (which are in the same Census area unit):

- 74% are made by car;
- 8% are made on public transport;
- 18% are made on foot; and
- A negligible percentage are made by bike.

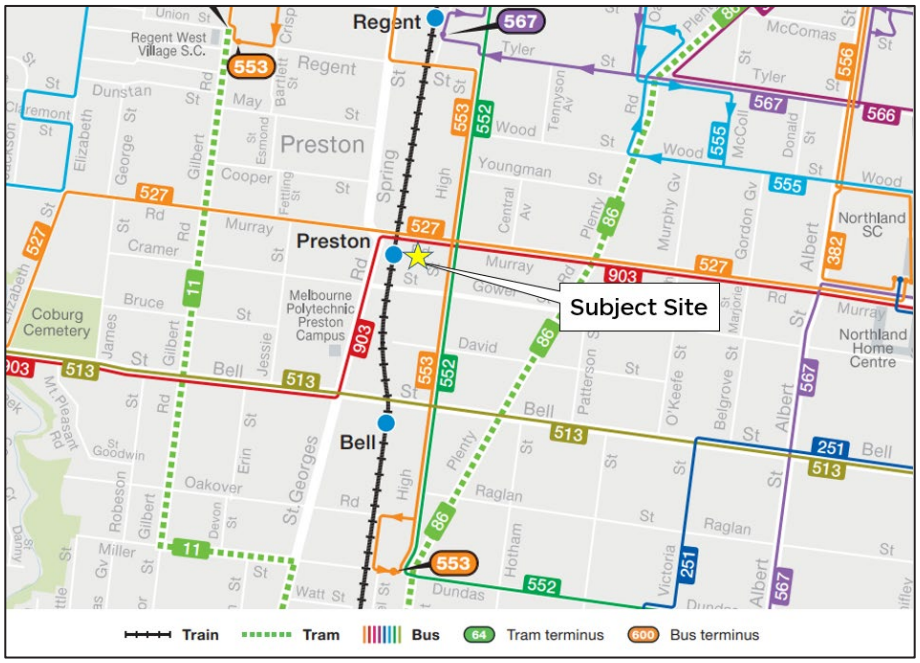
2.5.2 The data shows that travel to Preston Market is currently predominantly car based, which reflects the existing regional catchment of the Market.

[2] Data in this section comes from Section 3.5 of the Movement and Place Consulting Report, 2021,

2.6 Public Transport Network

2.6.1 The public transport network in the vicinity of the site is shown as Figure 2.5 while Table 2.2 summarizes the available services and their typical frequencies.

Figure 2.5: Existing Public Transport Network



Source: PTV

Table 2.2: Summary of Public Transport Services

Service	Route No's	Route	Nearest Stop	Typical Frequency (each way)
Train	Mernda Line		Preston Station (<100m)	7-20 minutes on weekdays 20-30 minutes on weekends
Tram	11	West Preston to Victoria Harbour Docklands	Murray Road/Gilbert Road (1.1km)	7-12 minutes on weekdays 15-20 minutes on weeknights 12-20 minutes on weekends
	86	Bundoora RMIT to Waterfront Docklands	Murray Road Stop 49 (Murray Road/Plenty Road) (900m)	6-12 minutes on weekdays 15-20 minutes on weeknights 10-20 minutes on weekends
Bus	527	Gowrie – Northland via Murray Road	Preston Station/Murray Road (<100m)	18-30 minutes on weekdays

Service	Route No's	Route	Nearest Stop	Typical Frequency (each way)
				20-60 minutes on weekends
	553	Preston-West Preston via Reservoir	All Saints Church, High Street and Cramer Street/High Street (300m)	30 minutes on weekdays 60 minutes on weeknights 30-60 minutes on weekends
	552	North-east Reservoir – Northcote Plaza via High Street	All Saints Church, High Street and Cramer Street/High Street (300m)	15-40 minutes on weekdays 15-45 minutes on weekends
	903	Altona-Mordialloc SMARTBUS	Preston Station/Murray Road (<100m)	20-30 minutes on weekdays and weekends

2.7 Committed Network Changes

2.7.1 At the time of writing this report, the Level Crossing Removal Authority (LXRA) was in the process of redeveloping Preston Station and elevating the Mernda rail line over both Murray Road and Cramer Street, as well as Bell Street to the south.

2.7.2 These works, which will remove the existing at-grade level crossings at the three locations, are expected to be completed in late 2022.

3.1 Draft Preston Market SP

3.1.1 The future vision for the precinct, as set out in the draft SP is:

"The Preston Market Precinct is a thriving place with a fresh food market at its core, complemented by housing, office and retail jobs, community services, and vibrant and accessible public spaces. Continuing its role as the gateway to Preston, the precinct welcomes a diverse community from the local area and across Melbourne."

3.1.2 The vision is supported by five principles and their objectives. These principles, and objectives (if any) that relate to parking are as follows:

— **A thriving fresh food market.**

— **A diversity of land uses and vibrant amenity**

- Objective 7: Deliver publicly accessible spaces that are safe, comfortable and accessible to all through the arrangement of land uses and the provision of key connections.

— **Culturally diverse character and adaptable community spaces.**

— **A sustainable, liveable and accessible precinct.**

- Objective 16 : Support integration of the Preston Market Precinct with the Preston Station and High Street through improved connectivity, the logical arrangement of land uses and appropriate interface treatments.
- Objective 17: Encourage a modal shift to public and active transport, prioritising walking, cycling and public transport – in that order.

— **Flexible and efficient parking and access.**

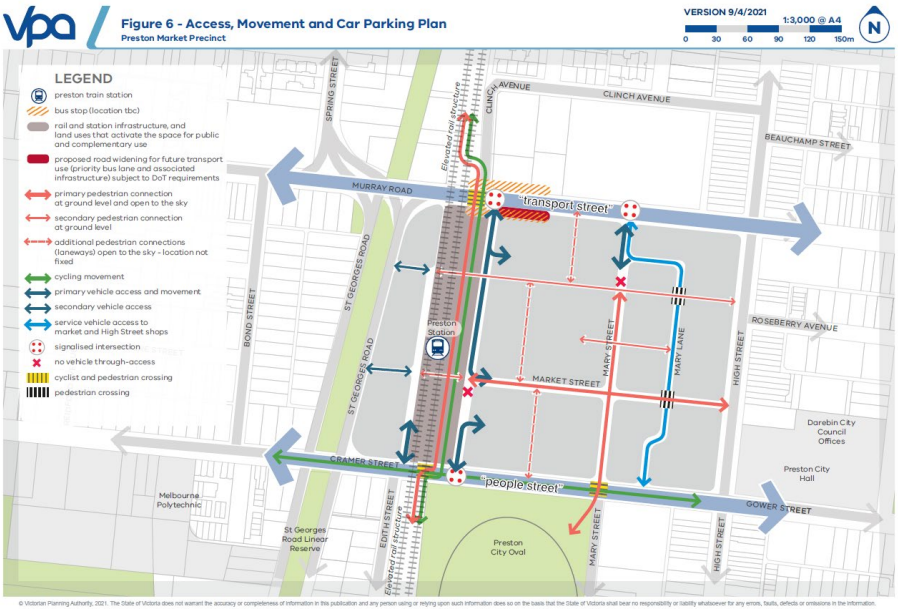
- Objective 19: Ensure adequate carparking for the market and other non-residential uses is provided during and after redevelopment, including the provision of adaptable, flexible and future-proofed carparking arrangements.
- Objective 20: Encourage loading, servicing and car parking areas to be located away from ground level, prominent pedestrian areas or areas that are visible from the public realm.

3.1.3 Section 6 of the Draft SP sets out the Framework Plan and supporting strategies to guide the development of the precinct and ensure the vision and objectives are realised, under the following headings:

- Land Use
- Built form and design,
- Access movement and car parking.

3.1.4 Figure 6 of the SP illustrates the Access Movement and Car Parking Plan for the Precinct, reproduced as Figure 3.1.

Figure 3.1: Access, Movement and Car Parking Plan



3.1.5 The Access, Movement and Car Parking Plan seeks to reflect many of the precinct objectives including to:

- Encourage a modal shift to public and active transport, prioritising walking, cycling and public transport in that order, and
- Ensure adequate car parking for the market and other non-residential uses is provided during and after redevelopment, including the provision of adaptable, flexible and future-proof car parking arrangements.

3.1.6 Key access, movement and car parking elements are illustrated in Figure 6 of the SP, including the following strategies with respect to car parking provision.

Table 3.1: Preston Market PSP Car Parking Provision Stategies

Strategy	Description
A22	In response to the precincts excellent access to the Principal Public Transport Network and walking and cycling paths, require future car parking to be provided at a rate that discourages private car use to avoid congestion and encourage alternate transport options
A23	The provision of car parking offered within the precinct for non-market uses should be consistent with Column B of Clause 52.05
A26	Maintain at least the same number of parking spaces as currently provided for the existing market

3.2 Development Yields

3.2.1 It is understood that, following consideration of submissions to the exhibited PSP, that the following development yields are being considered within a revised PSP for the precinct.

3.2.2 The expected development yields in the market precinct are summarised in Table 3.2.

Table 3.2: Preston Market PSP – Proposed Development Yield

Land Use	Existing	Proposed	Change
Dwellings 1 bedroom 2 bedroom 3 bedroom Total	-	 410 units 645 units 117 units 1172 units	+1,172 units
Office	2,150 sqm glfa	5,088 sqm glfa	+2,938 sqm glfa
Market	7,011 sqm glfa	10,163 sqm glfa	+3,152 sqm glfa
Retail	4,089 sqm glfa	27,604 sqm glfa	+23,515 sqm glfa

4.1 Existing Car Parking Issues

4.1.1 Previous studies undertaken and submissions received to the public consultation version of the Structure Plan have identified the following issues with respect to car parking provision and management within the market precinct.

- High occupancy of existing market parking areas (95-98% at peak times across two different surveys in 2013 and 2017) which demonstrates that the existing parking provision approaches capacity at peak times.
- Possible overspill parking from the market into other areas.
- Use of market parking spaces by people destined for non-market activities.
- The existing supply of free parking appears to encourage private car travel to the Precinct, in preference to use of other modes.
- Circulating traffic movements generated by people looking for parking spaces moving around the different areas.
- Conflict between vehicular traffic, pedestrians, and cyclists.
- Loading activities occupying circulation aisles and causing congestion within parking areas.
- Traffic congestion within parking areas and on surrounding roads, particularly the arterial corridors.
- Poor driver compliance with intended circulation arrangements within the market.
- Deficient line marking within some areas, not meeting current Planning Scheme or Australian Standards.

4.2 Opportunities within the SP and Parking Overlay.

4.2.1 The planned future development of the Market Precinct as contemplated in the SP and the Parking Overlay provides the opportunity to manage car parking in conjunction with redevelopment of the precinct to:

- Address existing issues;
- Maintain access to Preston Market as a regional facility; and
- Establish a level of car parking for non-market uses which actively encourages a modal shift to public and active transport by suppression of parking demand.

4.2.2 Opportunities identified in these areas are as follows:

Address Existing Issues

- Ensure that car parking areas serving the redeveloped market are clearly and legibly designed to provide for convenient access and internal circulation and reduced internal congestion.
- Provide loading facilities which are separate from public car parking areas.
- Provide access points to Murray Road and Cramer Street that balance the needs of vehicular access and the safety and amenity of cyclists.
- Reduce minimize or safely manage conflict between circulating traffic and pedestrian movements.

Access and Parking for Market Users

- Provide car parking for the refurbished market in recognition of existing demands and in accordance with the current Section 173 Agreement.
- Allow for direct and legible linkages between public transport nodes within the precinct and the market to encourage access by sustainable transport modes and, over time, reduce market parking demands.
- Provide for generous levels of bicycle parking conveniently located for use by residents and site employees.
- Ensure that customer parking areas are located and managed to provide the opportunity for shared use of spaces for other short-term demands generated by the precinct, having regard to variations in temporal demands.
- Capture opportunities for activities to share parking.
- Move parking and loading activities away from the public realm and high-volume pedestrian areas.
- Provide loading spaces that are practical and functional for the land use activities they serve.
- Ensure that parking supply and traffic impact assessment are aligned so that traffic impacts are properly understood, planned for and reflected in actual developments.

Parking For Non-Market Uses

- Establish maximum car parking rates for non-market uses in the precinct, designed to reflect the creation of a dense compact urban form, suppress unconstrained car parking demands and encourage alternate sustainable transport modes.
- Ensure that maximum rates as specified are sufficient to ensure the commercial viability of development, particularly in relation to resident and staff parking.
- Provide a sufficient level of car parking to cater for customer / visitor requirements, having regard to the parking levels proposed for the market and opportunities for shared use of those spaces with other compatible land uses.
- Actively use parking supply as a lever to encourage modal shift to public transport, pedestrian, and cycling and reduce traffic congestion.
- Providing flexible, future-proofed and adaptive parking.
- Minimise conflict between vehicular traffic, pedestrians and cyclists.
- Move parking and loading activities away from the public realm and high-volume pedestrian areas.
- Provide loading spaces that are practical and functional for the land use activities they serve.
- Ensure that parking supply and traffic impact assessment are aligned so that traffic impacts are properly understood, planned for and reflected in approved developments.
- Capture opportunities for activities to share parking.

4.3 Tension Between Parking Demands and Supply

4.3.1 The most obvious tension that emerges from the objectives as listed above is a desire to provide parking at rate that is both adequate to meet

demands while simultaneously seeking to limit the extent of parking to encourage mode shift.

4.3.2 There is also an economic tension where parking is seen as essential to support development, but at the same time its presence, particularly at ground level has an opportunity cost and consumes scarce developable land. As noted in one of the studies:

"…over-supply of car parking represents the single most inefficient use of this strategically important land and will result in increased traffic generation that will overwhelm the precinct and surrounding road network."[3]

[3] Section 4, Movement & Place Consultants, 2021

5 Parking Overlay Objectives:

5.1 Recommended Objectives

5.1.1 The recommended objectives to be included in the proposed Parking Overlay are as follows:

- To encourage a modal shift to public and active transport, prioritising walking, cycling and public transport.
- To set out a clear and consistent framework for managing parking across the precinct.
- Ensure that parking areas are adaptable, flexible and future-proofed.
- To recognise the regional catchment of Preston Market and existing access modes and to ensure that future car parking for a refurbished market is provided to retain existing accessibility and in accordance with the existing S173 Agreement.
- To recognise the excellent accessibility to the precinct having regard to proximity to public and active transport modes and to nominate rates for non-market uses at rates which seek to supress private car access and encourage a shift to sustainable transport modes.
- To encourage shared use of short-term public parking areas, including parking suppled for the market uses in accordance with the Section 173 rates to achieve efficiencies having regard to temporal variations in demand.
- To ensure that all parking areas and accessways contribute to publicly accessible spaces that are safe, comfortable and accessible to all through the arrangement of land uses and the provision of key connections.
- To ensure car parking areas are designed to support integration of the Preston Market Precinct with Preston Station and High Street through improved connectivity, logical arrangement of land uses and appropriate interface treatments.
- To encourage loading, servicing and car parking areas to be located away from ground level, prominent pedestrian areas or areas that are visible from the public realm.
- To ensure that high levels of bicycle parking and end of trip facilities are provided within the precinct to encourage a shift to bicycle transport by residents, visitors/customers and employees within the precinct.

6.1 Car Parking Rates - Darebin Planning Scheme

Clause 52.06 Requirements

6.1.1 Parking provision requirements for the Preston Market Precinct are currently specified under the provisions of Clause 52.06 of the Darebin Planning Scheme.

6.1.2 The purpose of Clause 52.06, amongst other things, is:

- To ensure that car parking is provided in accordance with the State Planning Policy Framework and Local Planning Policy Framework.
- To ensure the provision of an appropriate number of car parking spaces having regard to the demand likely to be generated, the activities on the land and the nature of the locality.
- To support sustainable transport alternatives to the motor car.
- To promote the efficient use of car parking spaces through the consolidation of car parking facilities.
- To ensure that car parking does not affect the amenity of the locality.
- To ensure that the design and location of car parking is of a high standard, creates a safe environment for users and enables easy and efficient use.

6.1.3 The minimum number of car parking spaces required for specified uses is listed under Table 1 of Clause 52.06-5. Table 1 includes two sets of rates listed as Column A and Column B. Column A rates are to apply unless Column B rates are applicable. Column B rates are to be used in the following circumstances:

- Any part of the land is identified as being within the Principal Public Transport Network Area as shown on the *Principal Public Transport Network Area Maps* (State Government of Victoria, 2018); or
- A Schedule to the Parking Overlay or another provision of the planning scheme specifies that Column B applies.

6.1.4 The Preston Market Precinct, being adjacent to Preston train station, tram services along Plenty Road and Gilbert Road as well as number of bus routes along Murray Road, St. Georges Road and High Street is situated within the Principal Public Transport Network (PPTN) and accordingly, the number of car parking spaces required for the land uses is subject to Column B rates specified in Table 1 of Clause 52.06-5.

6.1.5 The relevant planning scheme rates for development within the Preston Market Precinct are shown in Table 6.1.

Table 6.1: Clause 52.06 - Minimum Car Parking Requirements (Column B Rates)

Land Use	Rate	Car Parking Measure
Dwelling	1 space	to each one or two bedroom dwelling
	2 spaces	to each 3 bedroom dwelling
	0 spaces	for visitors
Office	3.0 spaces	to each 100 sqm of net floor area
Market	3.5 spaces	to each 100 sqm of site area
Shop	3.5 spaces	to each 100 sqm of leasable floor area.

6.1.6 Having regard to the development mix as contemplated in the revised Preston Market SP shown in Table 3.2, a minimum of **2,762** car spaces would be required under the provisions of the Darebin Planning Scheme as detailed in Table 6.2.

Table 6.2: Clause 52.06 – Parking Requirements Revised SP Schedule

Land Use	Projected Yield	Column B Rate	
		Rate	Spaces
Dwellings			
1 bedroom	410 units	1	410
2 bedroom	645 units	1	645
3 bedroom	117 units	2	234
Office	5,088 sqm	3.0	152
Market	10,163 sqm	3.5	355
Retail	27,604 sqm	3.5	966
TOTAL	**-**		**2,762 spaces**

6.1.7 It is noted that under the Planning Scheme a permit is <u>not</u> required to provide car parking at rates <u>higher</u> than the prescribed minimum in Clause 52.06.

Dispensation Requirements

6.1.8 Under Clause 52.06-7 of the Planning Scheme, an application to reduce the number of car parking spaces below that required under Clause 52.06-5 (including to zero) must be accompanied by a Car Parking Demand Assessment, which must address the following matters:

- The likelihood of multi-purpose trips within the locality which are likely to be combined with a trip to the land in connection with the proposed use.
- The variation of car parking demand likely to be generated by the proposed use over time.

- The short-stay and long-stay car parking demand likely to be generated by the proposed use.
- The availability of public transport in the locality of the land.
- The convenience of pedestrian and cyclist access to the land.
- The provision of bicycle parking and end of trip facilities for cyclists in the locality of the land.
- The anticipated car ownership rates of likely or proposed visitors to or occupants (residents or employees) of the land.
- Any empirical assessment or case study.

6.1.9 It is noted that the Car Parking Demand Assessment required to justify a reduction in parking provision under Clause 52.06 considers a number of factors which are identified in Section 5 of this report as opportunities to reduce parking provision for non-market uses in support of sustainable transport objectives.

6.1.10 A reduction in parking provision to below the expected unconstrained demand can be seen to act as an incentive for employees and visitors to utilise alternate transport modes and hence reduce traffic generation and impact.

6.1.11 The parking rates nominated in Clause 52.06 of the Planning Scheme have been determined on an empirical basis, seeking to represent the average peak demands expected to be generated by the proposed land use components, including long term staff as well as short term customer demands.

6.1.12 The rates also reflect the likelihood of multi-purpose trips, variations in parking demand over time and the high standard of active and public transport access found in mixed use activity precincts.

6.1.13 It is broadly recognized that, where offsite parking availability is limited and alternate transport modes are available, a reduction in car parking provision below the nominated rates can be effective means of suppressing demand and consequently reducing traffic generation and impact by promoting a shift in transport mode.

6.1.14 This is consistent with sustainable transport policy objectives enunciated in Clause 18 to the Planning Scheme, recently introduced in VC204.

6.2 Recommended Rates

Parking Rate Principles

6.2.1 In determining appropriate parking rates nominated within a Parking Overlay applying to the Preston Market Precinct, the following objectives as discussed in preceding sections of this report have been adopted:

- Parking for the market uses must be provided with the existing S173 Agreement such that 763 spaces are provided and available for the market use.
- Parking for other commercial land uses in the Precinct is nominated at a maximum rate, designed to provide an appropriate level of car parking having regard to commercial viability, sustainable transport objectives and the opportunities and efficiencies in sharing of short-term parking areas between compatible uses.
- Adopted parking rates for market and retail uses recognize the variations in temporal demands exhibited by these uses and the efficiencies which can be achieved by “sharing” of customer spaces.
- Residential parking is also nominated at a maximum rate, seeking to provide a balance between projected unconstrained demands and a rate which reflects the location of the site with respect to access to facilities and alternate transport modes.

Market and Retail Uses

6.2.2 The revised PSP contemplates development of the Precinct to expand the Market component to **10,163** sqm of site area with non-market retail floor area of **27,604** sqm glfa also proposed.

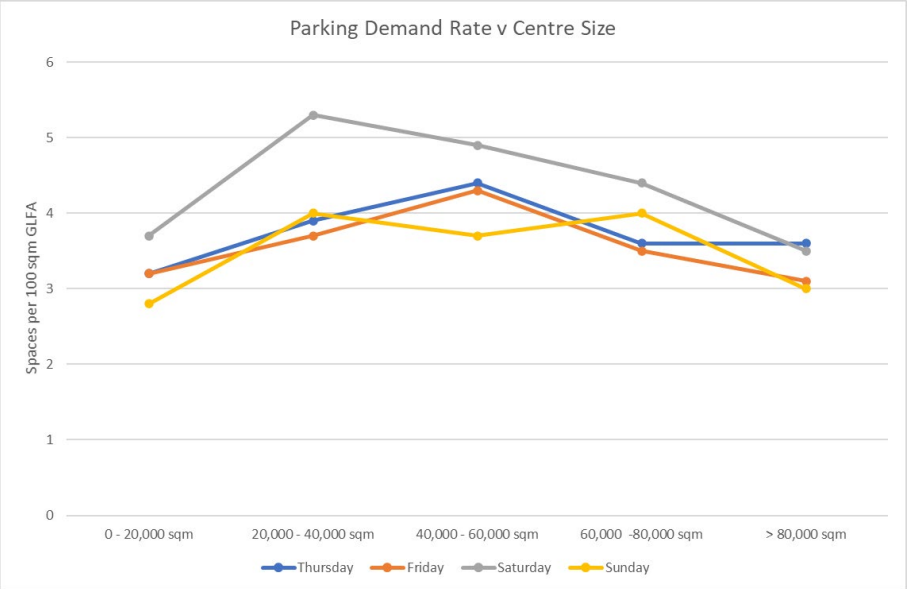
6.2.3 When considered as an overall retail facility a combined net leasable area of **37,767** sqm is contemplated.

6.2.4 A research report published in 2011[4] found that across ten study sites of comparable size located in Sydney and regional NSW:

- Parking supply rates ranged from 3.6 to 4.9 spaces per 100 sqm gross leasable floor area (GLFA).
- Seasonally adjusted parking demand ranged from 2.8 to 5.3 spaces per 100 sqm (GLFA).

6.2.5 The report also confirmed that demand rates reduce as the size of the centre increases. This is illustrated on Figure 6.1 below.

Figure 6.1: RMS Parking Demand Data



6.2.6 Based on this data, the unconstrained peak demand of a shopping centre in the 20,000 – 40,000 sqm range varies from 3.8 to 5.2 spaces per 100 sqm.

6.2.7 Data collected at similar sized shopping centres in Victoria, including Westfield Airport West, Greensborough Plaza and Werribee Plaza have recorded peak demands of between 3.70 and 3.95 spaces per 100 sqm, suggesting rates at the lower end of the range quantified in the NSW study.

6.2.8 It is recommended that car parking for both the market and non -market retail components of the development of the area be required at a maximum combined rate of 3.5 spaces per 100 sqm of floor area, equivalent to the Column B rate for both uses specified under Clause 52.06 of the Darebin Planning Scheme.

[4] Trip Generation and Parking Demand Surveys of Shopping Centres, Analysis Report, Halcrow, September 2011

6.2.9 This results in an overall provision of 1321 market and retail spaces as shown in Table 6.3.

Table 6.3: Recommended Market / Retail Parking Provision

Component	Size	Parking Rate (spaces per 100 sqm)	Number of Spaces
Market	10,163	3.5	355
Non-Market Retail	27,604	3.5	966
Total Retail	**37,767 sqm**	**3.5**	**1,321 spaces**

6.2.10 The resultant overall provision satisfies the S173 Agreement requirement that at least 763 space be available for market use, assuming that market and non-market retail spaces are available for use on a shared basis.

6.2.11 The precinct enjoys excellent access to public transport and is planned to accommodate a significant on-site residential population such that the SP area provides a significant opportunity for people to live in location where they do not need to travel more than a short walking trip, to a full range of shops and services.

6.2.12 Applying the recommended maximum overall rate of 3.5 spaces per 100 sqm, not only protects regional access to the Preston Market at levels currently enjoyed, but also ensures that "supporting" retail is effectively served by new parking areas at a lower rate during times of peak market demand. This is consistent with the balance contemplated by Objectives 17 and 19 of the SP, which seek to maintain adequate parking whilst also using parking supply as a lever to achieve modal shift.

Residential

6.2.13 The revised SP proposes a substantial residential population within the Market Precinct, although significantly lower than development levels proposed in the SP issued for public consultation.

6.2.14 A total of **1,172** apartment style dwellings are proposed, consisting of 410 x one-bedroom, 645 x two-bedroom and 117 x three-bedroom.

6.2.15 Applying the Clause 52.06 Column B provision to the proposed apartment mix, a minimum total of **1289** car spaces would be required as shown in Table 6.4.

Table 6.4: Clause 52.06 – Residential Parking Requirements

Dwelling Type	Yield (Units)	Colum B Rate	
		Rate (spaces/unit)	Spaces
1 bedroom	410	1	410
2 bedroom	645	1	645
3 bedroom	117	2	234
Visitors	1,172	0	0
Total	1,172	1.1	1,289

6.2.16 In order to compare existing car ownership levels for comparable apartment dwellings in the vicinity, data has been extracted from the 2016 ABS Census for the Darebin LGA area and Preston as a suburb. The results are shown in Table 6.5.

Table 6.5: 2016 ABS Census 2016 – Car Ownership Apartments[5]

Apartment Size	Preston Suburb	Darebin LGA	Column B Rate
1 bedroom	0.71	0.72	1
2 bedrooms	1.04	1.04	1
3 bedrooms	1.4	1.30	2

6.2.17 It is noted that the existing car ownership levels for comparable dwellings in Preston and Darebin LGA are less than the Column B rates.

6.2.18 Apartments located within the Preston Market Precinct will enjoy unparalleled access to adjacent facilities and excellent access to public transport such that a suppression in supply is appropriate and recommended to support sustainable transport objectives and minimize traffic impact.

6.2.19 The recommended maximum parking supply rates and the resulting parking supply totals are shown in Table 6.6.

6.2.20 The Column B rates from the Planning Scheme (Table 1 Clause 52.06) are also presented for comparison.

Table 6.6: Recommended Residential Parking Maximums

Apartment Size	Yield (Units)	Column B Rate		Recommended Maximum Rate	
		Rate (spaces/unit)	Spaces	Rate	Spaces
1 bedroom	410	1	410	0.5	205
2 bedrooms	645	1	645	0.8	516
3 bedrooms	117	2	234	1.0	117
Visitors	1,172	0	0	0	0
Total	1,172	1.1	1,289	0.72	838

6.2.21 Residential parking supply is proposed to be constrained to an overall average of **0.72** spaces per unit. This is 35% lower than what would apply under the Column B rates.

6.2.22 At the prevailing average car ownership levels for apartments in Preston (set out in Table 6.5), the proposed mix of new apartments would generate demand for **1,130** spaces. The proposed maximum supply rates constrain this by **292** spaces, to **838**. This equates to targeting a future car ownership level that is approximately 25% lower than the existing average for comparable housing in Preston.

6.2.23 As there is currently no residential development in the market precinct, the opportunity exists though marginally reduced parking provision, to

[5] Data extract included apartment dwellings in buildings of three or more storeys.

embed public transport and active mode culture in new residential developments from the outset.

6.2.24 The market precinct is a highly walkable location. It obtains a score of 90 on the Walkscore® website, reflecting that daily errand do not require a car. The redevelopment would further enhance this in terms of the scale and range of opportunities available.

6.2.25 The site is therefore well placed to appeal to future residents who do not want to own a car or want to own fewer cars than they otherwise would.

6.2.26 Column B doesn't require supply of visitor parking for residential activities. That is appropriate in this case because parking can be shared between residential and non-residential activities.

6.2.27 The temporal profile of residential parking demand, from residents and their visitors tends to peak in the evening and at weekends, when people are more likely to be at home.

6.2.28 This is the opposite of office uses, which peak during the day and experience minimal activity at the weekend. Retail activities can overlap with residential peaks at the weekend but are not generally active during the evening.

6.2.29 Parking associated with the market and/or the office activities could – with appropriate application of time limits – be used to accommodate short-stay residential needs.

Office

6.2.30 It is proposed that a relatively low level of commercial office space will be provided within the precinct, with a total of **5,088** sqm of floor space proposed in small tenancies in four precincts.

6.2.31 Car parking for office uses under the Column B provisions of Clause 52.06 of the Planning Scheme are specified at a rate of 3.0 spaces per 100 sqm of floor area, such that a minimum of 152 spaces would be required under the current provisions.

6.2.32 This level of parking is likely to represent the unconstrained parking demand generated.

6.2.33 It is considered that given the location with respect to excellent public and active transport access, and the relatively small tenancies proposed, a significantly reduced maximum provision should be specified in the Parking Overlay, suppressing demand, and reducing peak hour traffic generation.

6.2.34 It is recommended that a maximum car parking rate of 1.0 space per 100sqm of floor area for commercial / office space be specified in the Parking Overlay, equivalent to **50** spaces. This represents a suppression in demand of approximately **102** spaces.

6.3 Summary of Recommended Rates

6.3.1 The recommended maximum rates are summarised in Table 6.7 below.

Table 6.7: Recommended Parking Overlay Rates (Maximums)

Land Use	Projected Yield	Maximum Rates	
		Rate	Spaces
Dwellings			
1 bedroom	410 units	0.5/unit	205
2 bedroom	645 units	0.8/unit	516
3 bedroom	117 units	1.0/unit	117
Office	5088 sqm	1.0 per 100 sqm	51
Market	10,163 sqm	3.5 per 100 sqm	355
Non-Market Retail	27,604 sqm	3.5 per 100 sqm	966
TOTAL	**-**	**-**	**2,210 spaces**

<u>Traffic Generation</u>

6.3.2 There is a self-evident relationship between parking supply and traffic generation and the maximum rates proposed will result in a reduction in traffic generation and the potential for conflict within the site between vehicle and non-vehicle modes.

6.3.3 Lower trip generation will also reduce the need to provide additional capacity on the surrounding road network. Mitigation measures such as additional traffic lanes, new access points and additional turning facilities often compete for time and space with other road users. Pedestrians are often disadvantaged, with longer walking distances, more exposure time on roads and higher delays at signalised crossings.

6.3.4 For these reasons, constraining parking supply and private vehicle traffic generation is consistent with the future vision for the market, particularly Objectives 7 and 17.

6.4 Dispensation to Exceed Maximum Rates

6.4.1 The Parking Overlay should include a mechanism through which the Responsible Authority can consider granting a dispensation for parking supply above the maximum rates.

6.4.2 There may be some circumstances in which more parking could be provided if it can be demonstrated that the supply of these spaces does not undermine the objectives of the Parking Overlay.

6.4.3 In considering such applications, it is recommended that the Responsible Authority have regard for:

- The need for the parking spaces and their intended use,
- Expected turnover of spaces and resultant increases in traffic generation,
- Temporal profile of use relative to other activities in the precinct,
- The ability of the transport network to accommodate any increase in traffic movements generated by the additional parking spaces,
- Any mechanisms proposed to manage use of the spaces and

— Any other factors that contribute to the objectives of the Parking Overlay and/or the Precinct Structure Plan.

7.1 Risks and Mitigations

7.1.1 This section identifies potential risks associated with applying parking maximums and outlines the options available to mitigate them.

Table 7.1: Risks and Mitigation Options

Risk	Mitigation Options
Overspill parking into surrounding streets and private parking areas.	Application of appropriate time limits. Monitoring and review of occupancy and length of stay on site and in surrounding areas where overspill is possible. Enforcement. Application of measures such as pricing and parking permits if required. Smart parking technology (for example occupancy sensors, payment methods) to minimise circulation movements and delays.
Demand exceeding supply on site.	
Under-supply of active mode infrastructure	Require cycle parking at a rate above the statutory minimum. Require Green Travel Plans for residential developments and redeveloped market. Embed design principles in the PSP that provide adequate capacity for walking, cycling and other active modes.
Under supply of accessible (DDA) parking spaces because of the constrained approach to parking generally[6].	Require accessible parking spaces at a rate above the statutory minimum. Monitor use of accessible spaces and allocate more if necessary.
Constrained parking supply affecting the economic viability and performance of the precinct.	Set a clear and framework for parking across the precinct from the outset of redevelopment. Enable a dispensation mechanism where different parking approaches can be considered if they do not undermine PSP objectives.

[6] DDA parking requirements are calculated as a proportion of total parking supply.

8 References:

8.1.1 The following reports were relied upon in the preparation of this report:

Preston Market Studies

- Existing Conditions Assessment, Preston Market, Prepared for Victorian Planning Authority, 3 May 2018. Cardno.
- Preston Market Traffic and Transport Assessment, Prepared for Victorian Planning Authority, 10 June 2021. Cardno.
- Assessing the Transport Impacts of VPA's Draft Preston Market PSP, Prepared for the City of Darebin, 15 July 2021. Movement and Place Consulting.
- Preston Market, Amendment to Preston Market Incorporated Plan, Transport Impact Assessment, Prepared for Preston Market Developments Pty Ltd, 3 June 2014, GTA Consultants.
- Draft Preston Market Precinct Structure Plan, May 2021, Victoria Planning Authority.

Other Studies

- Trip Generation and Parking Demand Surveys of Shopping Centres, prepared for Roads and Traffic Authority (now Roads and Maritime Services, RMS), Halcrow, September 2011.