

## TOWN PLANNING

### **1 PAKENHAM CAR PARKING PRECINCT PLAN AMENDMENT C244**

FILE REFERENCE INT1831711

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#### RECOMMENDATION

That Council:

1. Resolve to adopt the updated *Pakenham Parking Precinct Plan* (May 2018).
2. Resolve that authorisation be sought from the Minister for Planning under Section 9 of the *Planning and Environment Act* (1987) to prepare Amendment C244 to introduce a Parking Overlay to the Pakenham Activity Centre to provide a statutory mechanism to collect a financial contribution when permits are issued for a reduction of car parking, and include the *Pakenham Parking Precinct Plan* (May 2018) as a reference document in the Cardinia Planning Scheme.

#### Attachments

- 1 [↓](#) Pakenham Parking Precinct Plan (May 2018)
- 2 [↓](#) Amendment C244 documents

#### EXECUTIVE SUMMARY

Through the development of the *Pakenham Structure Plan* (March 2017), concerns were raised by the community in relation to traffic movement and insufficient car parking supply within the Pakenham Activity Centre. As a result, the draft *Pakenham Parking Precinct Plan* (November 2017) was prepared by Salt3 Traffic Engineers in conjunction with Council officers and a reference group comprising of members of the local community. The draft Parking Precinct Plan was adopted by Council in December 2017.

Following adoption by Council, the plan was exhibited to the community for any comments with a public consultation period held from 23rd January to 5th March 2018. Community feedback has been positive in support of the objectives of the plan.

As a result of feedback from the public consultation process, some amendments have been made to the adopted plan. These amendments are minor in nature and do not change the intent of the document. They include corrections of some minor arithmetic calculations, changes to graphic tables, new graphic tables and correction of minor typographical errors. Additionally, the plan has been strengthened in Section 6.1 with a new issue of “Accessibility” added to ensure the plan adequately caters for improvements to parking for people with limited mobility.

A key action of the plan is that a Parking Overlay is applied to the commercial areas of the Pakenham Activity Centre. The Parking Overlay is to be implemented into the Cardinia Planning Scheme to provide a statutory mechanism for Council to collect financial contributions, which are to be paid in place of providing car parking spaces. This money can then be used to fund the construction of new car parking facilities and improvements to existing car parks as well measures to address other parking issues.

It is recommended that authorisation be sought from the Minister for Planning for Council to prepare Amendment C244 to the Cardinia Planning Scheme.

**BACKGROUND**

The *Pakenham Structure Plan* was adopted by Council in March 2017 and is the primary tool to guide Council’s decision making on planning matters and in the planning of works to improve the amenity of the Pakenham Activity Centre (Pakenham AC). During the development of this document, concerns were raised by the community in relation to traffic movement and insufficient car parking supply within the activity centre.

Following adoption of the Structure Plan, newspaper advertisements were published seeking community members to nominate for a reference group to deal with the issue of car parking. Six community members nominated for the group, and a group was formed with these people alongside Council planning, economic development and engineering staff. The group was supported by an external community consultation agency, (Co-Design) and by Salt3 Traffic Engineers. Through the work of this group, the draft Pakenham Parking Precinct Plan was developed by Salt 3 Traffic Engineers and then adopted by Council in December 2017.

- **Implementation of findings**

The Pakenham Parking Precinct Plan has been slightly modified to respond to some of the feedback received by including an additional issue of accessibility and highlighting the need for better parking for people with limited mobility to be accommodated within Pakenham.

To implement the plan and achieve its objectives, the Cardinia Planning Scheme will need to be amended to include a Parking Overlay. The Parking Overlay provides a statutory mechanism which will allow developers who can’t provide the required number of car parks on site to pay a financial contribution to fund the construction of new parking related infrastructure and/or improvements to existing infrastructure including Council owned car parks. The implementation of the Parking Overlay is a key action of the Precinct Plan.

- **Next steps**

Once Council resolves to seek authorisation, the documentation will be forwarded to DELWP and we will be at **Stage 1** of the planning scheme amendment process.



**POLICY IMPLICATIONS**

- **Plan Melbourne Metropolitan Planning Strategy 2017 - 2050**

*Plan Melbourne* is the Metropolitan Planning Strategy for Melbourne. The relevant directions of *Plan Melbourne* are as follows:

- *Direction 3.3.3 improve local transport choices*

- *Direction 5.1.2 Support a network of vibrant neighbourhood activity centres*

- **State Planning Policy Framework (SPPF)**

The following clauses of the SPPF are relevant to this work:

- Clause 09 - Plan Melbourne – by consolidating shared public parking facilities within an existing activity centre and improving the functionality of car parking within the centre.
- Clause 11 – Settlement- by improving parking within the activity centre and facilitating better access to the activity centre.
- Clause 17 - Economic Development - by ensuring that the centre has opportunities for commercial and residential growth, and providing a framework for the location and management of that growth within the activity centre in relation to managing car parking demand
- Clause 18 - Transport - by encouraging and facilitating development and growth within the activity centre which is integrated with easy access to the existing public transport system and ensures an adequate supply of car parking that is appropriately designed and located.

- **Local Planning Policy Framework (LPPF)**

This work supports and implements the LPPF by addressing the car parking and traffic issues in the activity centre and by implementing actions within the *Pakenham Structure Plan (March 2017)*.

## RELEVANCE TO COUNCIL PLAN

The following relevant key actions within the 2017 Council Plan have been identified:

**Section 3 Our environment** is relevant of which the objective is: *we will continue to plan and manage the natural and built form environment for present and future generations.*

### 3.2 Transport linkages connecting towns

- *Action 3.2.3 Develop transport networks that incorporate effective public transport*
- **3.5 Balanced needs of development, the community and the environment**
- *Action 3.5.2 Plan for the development of the urban growth area with a mix of residential, commercial, employment, recreational and community activities to meet the needs of our growing community in a sustainable way.*

**Section 4 Our economy** is relevant, of which the objective is: *we will create and support local employment and business opportunities for our community and the wider region.*

### 4.1 Increased business diversity in Cardinia Shire

- *Action 4.1.2 Support the development of existing and new businesses within the Shire.*
- *Action 4.1.4 Plan the development of Officer and Pakenham town centres.*

### 4.3 Diverse and resilient business community

- *Action 4.3.3 Advocate for the delivery of small and large scale projects that enhance and drive economic activity.*

**Section 5 Our governance** is relevant, of which the objective is: *we will consult with the community, as appropriate, in an open and accountable way to help in determining the key direction of Council.*

### 5.3 Long term financial sustainability

- *Action 5.3.1 Make financial decisions that achieve the objectives of Council and long term financial sustainability.*
- *Action 5.3.2 Make financial decisions that are fair and ethical and balance the costs and benefits between present and future generations.*

## CONSULTATION/COMMUNICATION

The Pakenham Parking Precinct Plan was developed with the input of a reference group drawn from the community. The reference group also included Council traffic engineers and planning staff. Terms of reference were developed and newspaper advertisements were run in early 2017 calling for volunteers and a total of 6 people volunteered to be on the reference group. The reference group commenced in May 2017, with three meetings held between May and August 2017 prior to the document being finalised and adopted by Council in December 2017.

Public consultation commenced on 23rd January 2018 concluding on 5th March 2018. Two individual written submissions were received and more than 100 verbal comments were recorded through community consultation. A final reference group meeting was held in March 2018.

#### Consultation Details;

Date	Format	Time	Location	No. of attendees
Various. 4 meetings from May 2017 through to March 2018	Reference Group	Various	Living Learning Pakenham	Various
21 June 2017	Meeting with Cardinia Access and Inclusion Advisory Group	10.00am-12.00pm	U3A Pakenham Hall	15
25 July 2017	Meeting with Outlook Vic	10.30am-11.30am	Outlook – 24 Toomuc Valley Road, Pakenham	6
24 January	Colour newspaper advertisement	N/A	Pakenham Berwick Gazette	N/A
31 January	Colour newspaper advertisement	N/A	Pakenham Berwick Gazette	N/A
7 February	Colour newspaper advertisement	N/A	Pakenham Berwick Gazette	N/A
14 February	Colour newspaper advertisement	N/A	Pakenham Berwick Gazette	N/A
21 February	Colour newspaper advertisement	N/A	Pakenham Berwick Gazette	N/A
28 February	Colour newspaper advertisement	N/A	Pakenham Berwick Gazette	N/A
23 January	Council webpage content	N/A	Council Website	N/A
7 February	Community ‘Drop-in” session	5.30pm - 8pm	Pakenham Living and Learning Centre	4

17 February	Community 'Drop-in' session	10.30am-1.30pm	Pakenham Main Street	72
21 February	Community 'Drop-in' session	10:00am - 12:00pm	Pakenham Central Marketplace Shopping Centre	8
23 February	Community 'Drop-in' session	10:00am - 12:00pm	Pakenham Place Shopping Centre	10

*\*Attendance numbers exclude Council staff*

### Key findings of consultation

The key findings from the consultation are as follows:

- There were more than 90 'face to face' interactions with members of the local community.
- The feedback received was in support of the Parking Precinct Plan and the intended future actions outlined within the plan.
- 2 written submissions were received through Council's website. One advised that the underground parking at the Pakenham Central Marketplace was excellent and should be used as a model for all future car parking. The other advised that there were issues with staff not feeling safe when walking to car parking spaces after hours and highlighted the need for medium term parking for customers.
- Most people agreed there is a sufficient number of car parking spaces within the Pakenham Activity Centre.
- There is a lack of clarity as to where all day parking is available specifically for traders and staff.
- Shift workers arriving and starting during peak times found it difficult to find an all-day car space and often take the risk receiving a fine
- Traders also raised concerns about parking areas for staff. Comments included that staff parking areas are not well sign posted (along the train line) and fill up quickly, as well as other long-term parking areas not feeling safe at night
- Concerns were raised over the accessibility of disabled parking ie. location and number of disability spaces on Main Street, near to key destinations. More specific observations made regarding the pulling-up of specialist vehicles for loading and unloading of mobility scooters that encroaches on the road way and footpaths.
- The southern railway car park is poorly connected to the rest of the centre and is viewed by some commuters as a not a safe location to park.

### FINANCIAL AND RESOURCE IMPLICATIONS

The implementation of the plan will require a Planning Scheme Amendment which is been accounted for in the Strategic Planning 2018 / 2019 budget.

There is no statutory mechanism in the planning scheme at present to allow Council to generate funds to improve and increase the parking inventory in the Pakenham Activity Centre. A parking overlay is required to allow Council to take a financial contribution to construct parking improvements and additional parking spaces.

Including the Parking Overlay within the Planning Scheme will not require Council to spend any additional money. The only requirement is that the money collected due to the inclusion of the Parking Overlay must be held and then used within the area for actions identified within the parking

precinct plan, and for administrative costs associated with accounting for the funds received. Inclusion of the Parking Overlay will defray some of the costs of Council constructing new parking spaces.

It is noted that the contributions payable under the Parking Overlay will rise with inflation each year.

If development were to exceed expectations, the preferred approach would be to create a multi deck car park at the James Street location, however it is not expected that this would occur within approximately the next 10 years.

## CONCLUSION

The draft *Pakenham Parking Precinct Plan* has been through a thorough public consultation process with no objecting submissions received.

In order to achieve the objectives of the *Pakenham Parking Precinct Plan*, a Parking Overlay is required to be implemented into the Cardinia Planning Scheme to provide a statutory mechanism which will allow developers who can't provide the required number of car parks on site to pay a financial contribution to fund the construction of new, or improvements to Council owned car parks.

It is recommended that Council resolve to adopt the *Pakenham Parking Precinct Plan* (May 2018) and seek Authorisation from the Minister for Planning to prepare and exhibit Amendment C244 to the Cardinia Planning Scheme.



# Pakenham Parking Precinct Plan Report

May 2018



## Pakenham Parking Precinct Plan

HPRM number	INT1772637		
Strategy owner	Strategic Planning		
Adopted by	SLT	Adopted by	Council
Adoption date	14 November 2017	Adoption date	4 December 2017
Publication			
Revision/version number	17041T-D03		

### Document Control

Version:	Prepared By:	Position:	Date:	Reviewed By:	Position:	Date:
D01	Bailey Byrnes	Senior Engineer	22 August 2017	Ernie Mensforth	Senior Associate	23 August 2017
D02	Bailey Byrnes	Senior Engineer	14 September 2017	Ernie Mensforth	Senior Associate	20 September 2017
D03	Bailey Byrnes	Senior Engineer	10 October 2017	Ayman William	Senior Engineer	23 October 2017
D04				Bailey Byrnes	Senior Engineer	10 January 2018
D05				Bailey Byrnes	Senior Engineer	2 February 2018

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# 1. Executive Summary

The *Pakenham Parking Precinct Plan* provides an assessment of the current and future issues regarding parking and access within the Pakenham Activity Centre (the Pakenham AC). It provides a strategic framework that enables Council to better manage car parking supply and facilitate efficient provision of on-site and off-site car parking within the centre over the next 5 years.

The supply and location of car parking is important in ensuring the success of the activity centre and realising the vision set out in the *Pakenham Structure Plan* (March 2017).

This document builds on evidence collected through parking occupancy and duration of stay surveys, together with the experiences of the local community and identifies principles, objectives and actions that will improve the management and demand for parking within the centre.

The local context of the Pakenham AC means that visitors have a heavy reliance on private vehicles, and an expectation of finding a parking space very close to their destination.

Parking surveys have highlighted that there is currently adequate supply across the centre, with short-term (1- to 2- hour parking) and medium-term (3- to 4- hour parking) parking in high demand in many locations across the Pakenham AC. It is also evident there is a significant portion of vehicles overstaying parking restrictions, particularly within the core retail area.

The design and amenity of some of the periphery off-street parking areas supporting the centre is poor, with line marking, lighting and reduced pedestrian connectivity which discourages parking in these locations.

Sustainable transport infrastructure, including paths and end-of-trip facilities for pedestrians and cyclists, is limited throughout the Pakenham AC. Commuter car parking was observed to be unevenly distributed across the railway station car parks, with physical limitations and barriers restricting access to the Pakenham Railway Station and other public transport services.

Whilst there is adequate supply of car parking at this point in time, it is important that Council takes a proactive and strategic approach to managing car parking as in the future, significant growth is expected throughout the Pakenham AC. The anticipated future demand for parking generated by new development will exceed the available parking supply, and additional public car parking will be required to support this growth, as well as allowing for the continued sharing of parking across the Pakenham AC.

The precinct plan has an overarching vision which is underpinned by the following seven principles to guide parking management into the future:

1. Safety
2. Connectivity
3. Convenience

4. Perception
5. Economic Viability
6. Accessibility
7. Balance

Overall, the precinct plan seeks to achieve:

- Equitable and efficient management of parking.
- Co-location of medium and longer-term parking in shared, off-street locations.
- Encourage sustainable transport travel within and to the Pakenham Activity Centre.
- Ensure the ongoing viability and development of Pakenham Activity Centre.

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## 2. Acknowledgement

The development of the *Pakenham Parking Precinct Plan* is the product of a substantial body of research and community engagement, Council wishes to acknowledge and sincerely thank the Pakenham Car Parking Reference Group for its important role and the generous contributions that have been made by each representative.

- Dominique Gohr
- Tony O'Hara
- Michael Porter
- Terry Baldwin
- David Young

Council would also like to thank the following for their contribution to the development of this plan

### Consultants

- CoDesign Studio (facilitation of Reference Group)
- Ratio consultants Pty Ltd (car parking data)
- SALT (*Pakenham Parking Precinct Plan*)

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# 1. Introduction

The provision, supply, location and management of car parking within an activity centre is important to its success. This work takes a strategic approach to ensure that car parking supply is managed as the demand for car parking increases while the Activity Centre develops.

This document has been prepared to support the implementation actions in the *Pakenham Structure Plan* (May 2017) which outlines the 20-year vision for the Pakenham Activity Centre.

## 1.1 Background

Pakenham is located approximately 60 kilometres south-east of Melbourne, between the Princes Highway and Princes Freeway. As a regional hub, it delivers services and facilities to areas both within and outside the Cardinia Shire area.

The Pakenham Activity Centre (Pakenham AC) currently provides a range of retail, commercial, residential and entertainment uses, with long term growth and planning guided by the *Pakenham Structure Plan* (March 2017). This document sets a clear vision and provides a blueprint for future land use, transport and development outcomes for the Pakenham AC.

One of the key actions from the structure plan in relation to car parking is understanding the provision of car parking in the Pakenham AC

To achieve this action, SALT has been engaged by Cardinia Shire Council to prepare a Parking Precinct Plan for the Pakenham AC. This will provide the strategic basis for amendments to Clause 52.06 Car Parking of the Cardinia Planning Scheme, including a schedule to the Parking Overlay.

As an initial stage of preparing the precinct plan, survey results provided to SALT by Council have been analysed and are presented within this report.

## 1.2 Car parking plans

Car parking plans provide direction on how to manage current and future car parking demands within a defined area. They provide an analysis of current parking supply and demand, assess the impact of future developments, and propose a series of parking tools and strategies that can be implemented to address key issues that are identified.

Once prepared, a car parking plan can provide the strategic justification for both statutory and non-statutory mechanisms to manage parking generation and demand, such as Parking Overlays, parking permits, paid parking and parking restriction changes.

Parking Overlays are a statutory mechanism used to introduce alternative development parking provision rates, cash-in-lieu of parking, and alternative design requirements.

In order to successfully introduce a Parking Overlay, the Victorian Planning Provisions

Practice Note 57: The Parking Overlay requires a parking plan to:

- identify the car parking needs and issues;
- relate these issues to the broader social, economic and environmental considerations;
- sets out the car parking objectives; and
- define the implementation responsibilities.

## 1.3 Focus

The draft *Pakenham Parking Precinct Plan* reviews the current issues and opportunities regarding parking and access to parking within the Pakenham AC and the existing public transport, cycling, walking and mobility needs of the centre.

It provides the Pakenham AC with an overall vision and framework for the management of parking.

The objectives of this study are to:

- identify shortfalls in existing short and long-term parking provisions and strategies in order to address identified shortfall(s);
- establish the future demand for parking spaces and develop strategies to meet this demand including the development of a Parking Precinct Plan (PPP) for the Pakenham AC;
- identify principles to guide parking and transport decisions within the Pakenham AC;
- establish appropriate management tools to manage existing and future parking demands and their impacts on the surrounding areas;
- specify a way forward in terms of the application of the strategy and the mechanisms which could be adopted to apply the strategy; and
- allow for the development of planning scheme amendment documentation to incorporate the parking precinct plan into the Cardinia Planning Scheme.

## 1.4 Outline of report

The precinct plan provides an overview of the strategic and local transport context for the Pakenham AC. It summarises current car parking demand and supply, analyses the expected future parking demand, and identifies the issues in relation to transport and parking within the activity centre. The

precinct plan also identifies the principles and objectives which will direct the management of parking within Pakenham AC into the future and outlines the actions required to manage existing and future parking demand.

Key tasks undertaken as part of this study include:

- Review of the relevant background material;
- Undertaking a foot and saddle survey of the activity centre with Council to gain an understanding of the area at the pedestrian level;
- Discussions with key stakeholders, including the project reference group;
- Comprehensive analysis of parking survey data provided by Council;
- Preparation of summary of survey results, in both graphical and tabular format showing both inventory and peak occupancies;
- Analysis of future land use growth and the forecast parking demand;
- Identification of principles, objectives and actions;
- Identification and development of appropriate parking generation and financial contribution in-lieu-of parking provision rates; and
- Preparation of an Action Plan to guide the implementation of the Parking Precinct Plan.

## 1.5 Study area

The study area includes part of the defined Pakenham AC area, mainly focused around Main Street, the Pakenham retail precinct, Pakenham Library and PB Ronald Park, and the Pakenham Railway Station.

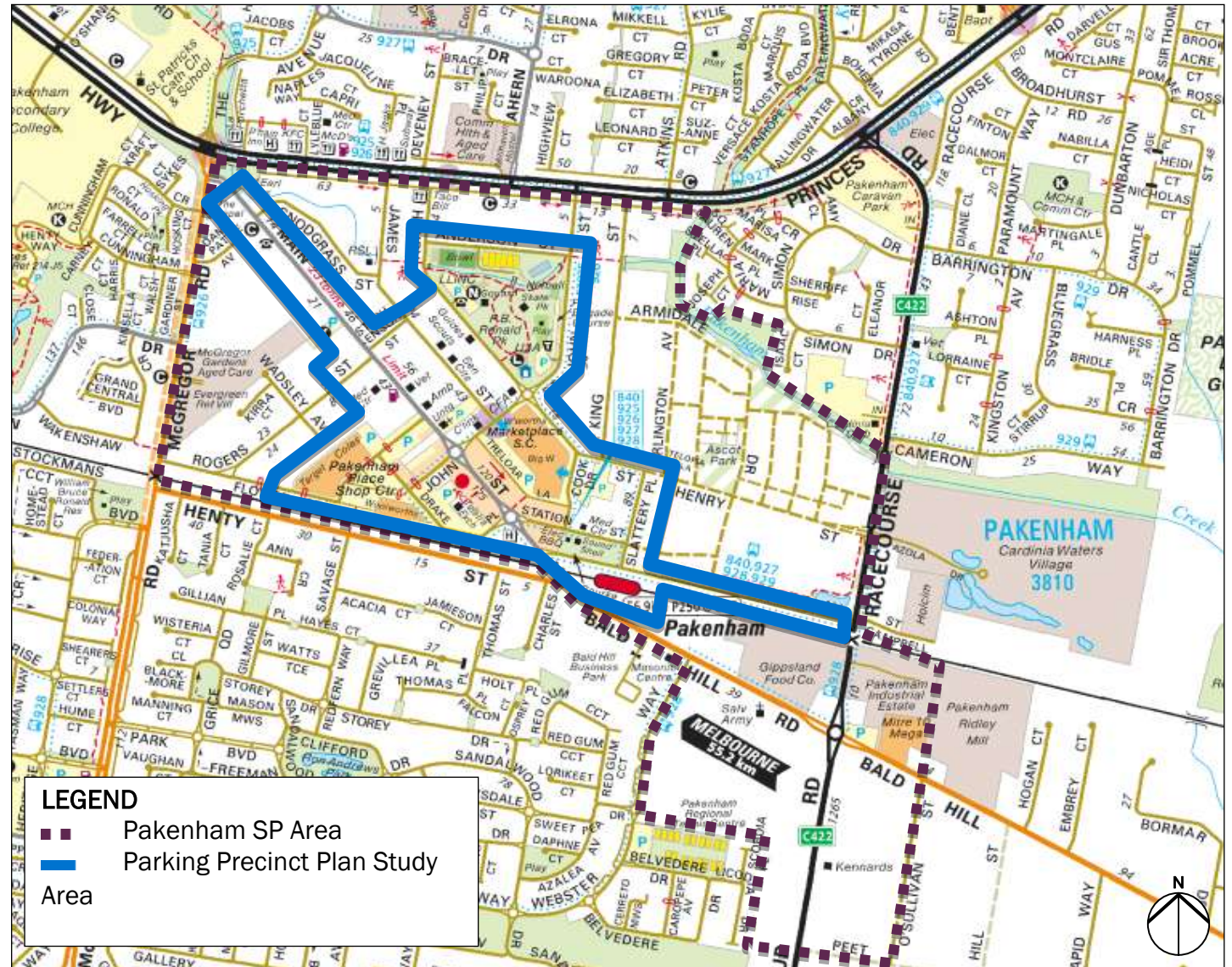
It is noted that the study area is smaller than the overall Pakenham AC area as defined in the structure plan. The study area focuses on the predominantly commercial areas of Pakenham that are expected to undergo significant change into the future. Consequently, the periphery residential areas have been excluded.

The extent of the defined study area and the broader Pakenham AC is highlighted in Figure 1.

*Figure 1.*



**Pakenham Activity Centre and the Study area**





## 2. Strategic context

This section identifies and considers the relevant strategic context surrounding the Pakenham AC Parking Precinct Plan in relation to regional and local plans, policies and strategies.

### 2.1 State policy

State policy provides the Victorian strategic context in which the precinct plan sits.

#### 2.1.1 Plan Melbourne Metropolitan Planning Strategy – 2017 - 2050

*Plan Melbourne 2017 - 2050* is the metropolitan planning strategy for Melbourne that sets the vision for and guides Melbourne's growth to the year 2050. It seeks to integrate long-term land use, infrastructure and transport planning to meet the population, housing and employment needs of the future.

*Plan Melbourne* recognises that Victoria's growing population is placing increased pressure on the transport systems, including our roads and public transport services.

Pakenham is identified as a Major activity centre located within Melbourne's Urban Growth Boundary (UGB) and has strong links with the Dandenong National Employment and Innovation Cluster. It is also within close proximity to the Officer–Pakenham Industrial Precinct, one of Melbourne's five state-significant industrial precincts.

The relevant principles, directions and policies of *Plan Melbourne* are as follows:

#### Principle 1: Melbourne is a productive city that attracts investment, supports innovation and creates jobs

- Direction 1.2 – Improve access to jobs across Melbourne and closer to where people live
  - Support the development of a network of activity centres linked by transport
  - Facilitate investment in Melbourne's outer areas to increase local access to employment
- Direction 3.1 - Transform Melbourne's transport system to support a productive city
  - Improve the efficiency of the motorway network
  - Support cycling for commuting

#### Principle 3: A city of centres linked to regional Victoria

- Direction 3.2 – Improve transport in Melbourne's outer suburbs
  - Improve roads in growth areas and outer suburbs
  - Improve outer-suburban public transport

#### Principle 5: Living locally—20-minute neighbourhoods

- Direction 3.3 - Improve local travel options to support 20-minute neighbourhoods
  - Create pedestrian-friendly neighbourhoods
  - Create a network of cycling links for local trips
  - Improve local transport choices

#### 2.1.2 State Planning Policy Framework (SPPF)

The SPPF comprises of general principles for land use and development in Victoria with specific policies.

The directions of *Plan Melbourne* are reflected in policy contained in the SPPF of the Cardinia Planning Scheme.

**Clause 9 Plan Melbourne** of the SPPF requires consideration of *Plan Melbourne*.

**Clause 11.03 Activity centres** identifies activity centres as being a focus for high quality development, provide for a variety of land uses and are highly accessible to the community.

**Clause 15 Built environment and heritage** sets the high-level requirements that development must meet in relation to the urban context, including the urban environment, built form, landscaping, and cultural heritage.

**Cause 17 Economic development** recognises development as being a critical component of the economy, contributing the economic well-being of communities and the State.

**Clause 18 Transport** identifies the importance of an integrated and sustainable transport system that provides safe access to jobs, social, educational and recreational opportunities as well as facilitating the efficient movement of people and goods.

### **2.1.3 Other planning scheme provisions**

#### **Overlays**

- **Parking Overlay (PO)**

This overlay is used to manage car parking in a precinct where local parking issues are identified and a common strategy can be adopted to respond to the issues.

This overlay applies to areas that:

- *require the facilitation of an appropriate provision of car parking spaces in an area*
- *identify areas and uses where local car parking rates apply*
- *identify areas where financial contributions are to be made for the provision of shared car parking.*

#### **Particular provisions**

## **2.2**

- **Clause 52.06 Car Parking**

The purpose of this clause is to ensure that the appropriate provision of car parking, supports sustainable transport alternatives, promotes car parking efficiencies through the consolidation of car parking facilities, ensures that parking does not adversely affect the amenity of the area and ensures that the design and location of car parking is of a high standard, is safe and allows for easy and efficient use. This clause applies to the following:

- A new use; or
- An increase in the floor area or a site area of an existing use; or
- An increase to an existing use by the measure specified in Column C of Table 1 in Clause 52.06-5 for that use.

This provision also sets out requirements for the provision of car parking, permit and application requirements, exemptions and the number of spaces required as per the tables.

#### **Practice notes**

The Victorian Government have a series of practice notes on the operation of the Victorian Planning Provisions (VPP).

- **The Parking Overlay Practice note 57**

This practice note is to help guide Councils on the preparation and application of the Parking Overlay. It explains why the Parking Overlay is, what it does, when and how to use it and how to complete a schedule to the overlay.

## Local context

There are a range of documents that provide the strategic context in which the precinct plan sits.

### 2.2.1 Council Plan

The Cardinia Council Plan (2013 – 2017) sets out the strategic direction of the Council and the strategies for achieving those objectives for the next four years.

The Council Plan recognises that as the Shire grows, it is important to provide the necessary infrastructure, transport options and family services. Transport is a key component to ensure education, employment, recreation, business and community services is accessible for the community.

The “Our Environment” focus area looks to plan and manage the natural and built environment for present and future generations. A key strategy under this focus area is to ensure transport linkages connect towns, through developing transport networks that incorporate effective public transport and prioritise multi-use pathways that connect destinations.

### 2.2.2

### **Cardinia Shire Council Pedestrian and Bicycle Strategy (August 2017)**

The *Cardinia Shire Council Pedestrian and Bicycle Strategy* provides a guiding framework for Council for the incremental development of a comprehensive walking and cycling network throughout the Shire.

Linking into Council’s existing Footpath Priority List, the strategy seeks to connect people with their daily destinations, as well as tourism and landscape features across the Shire.

Within the Pakenham AC, the inconsistent provision of walking and cycling infrastructure across residential developments and large gaps in the delivery of the shared path network, are key challenges in achieving a comprehensive network. The strategy identifies the core activity centre as a proposed Pedestrian Priority Area, supported by a number of strategic cycling links to and within the Pakenham AC that connect the centre to the regional trail network.

An excerpt of the future pedestrian and cycling network for Pakenham AC from the draft strategy is provided in Figure 2.

### **2.2.3 Pakenham Structure Plan (March 2017)**

The *Pakenham Structure Plan* (Pakenham SP) is the primary tool guiding Council’s decision making on planning matters and planning of works to improve the amenity of the Pakenham AC.

Developed by Council over four years in consultation with the Pakenham community and a wide range of stakeholders, the Pakenham SP identifies the issues and opportunities, key directions and framework for future land use and growth within the Pakenham AC.

The Pakenham SP considers access for all modes of movement, including pedestrians, cyclists, vehicles and public transport, and recognizes there are challenges across all these modes that limit the effectiveness of the overall transport system within the Pakenham Activity Centre,

The key transport objectives of the Pakenham SP include:

- Provide safe and convenient vehicle, pedestrian and cycle movements across the railway line;
- Provide attractive, convenient and safe pedestrian and cycle movements to, from and within the Pakenham AC;
- Provide a clear, efficient and logical vehicle network as well as convenient and accessible car parking in the Pakenham AC while enabling a successful main street retail and social environment in John and Main Streets which acknowledges pedestrian priority; and
- Provide a high quality multi-modal interchange at Pakenham railway station that offers a more frequent, safe, interconnected and accessible service to

those who live, visit and work in the Pakenham AC.

### **Pakenham AC Walking and Cycling Context**

The *Pakenham Activity Centre Parking Precinct Plan* will enable the implementation of the Pakenham SP by providing guidance and direction in relation to the management of the current and future parking demand within the centre.

#### **2.2.4 Pakenham Town Centre Urban Design Framework (2004)**

The Pakenham Town Centre Urban Design Framework (Pakenham TC UDF) provides key principles, strategies and implementation priorities and provides guidance for future development for 20–30 years.

In relation to transport networks, the Pakenham TC UDF identifies the preferred design outcome for the local and arterial road network, as well as the preferred transport design outcomes for new development.

The Pakenham TC UDF will be revised and additional urban design guidelines will be developed at a later date.

**Figure 2.**



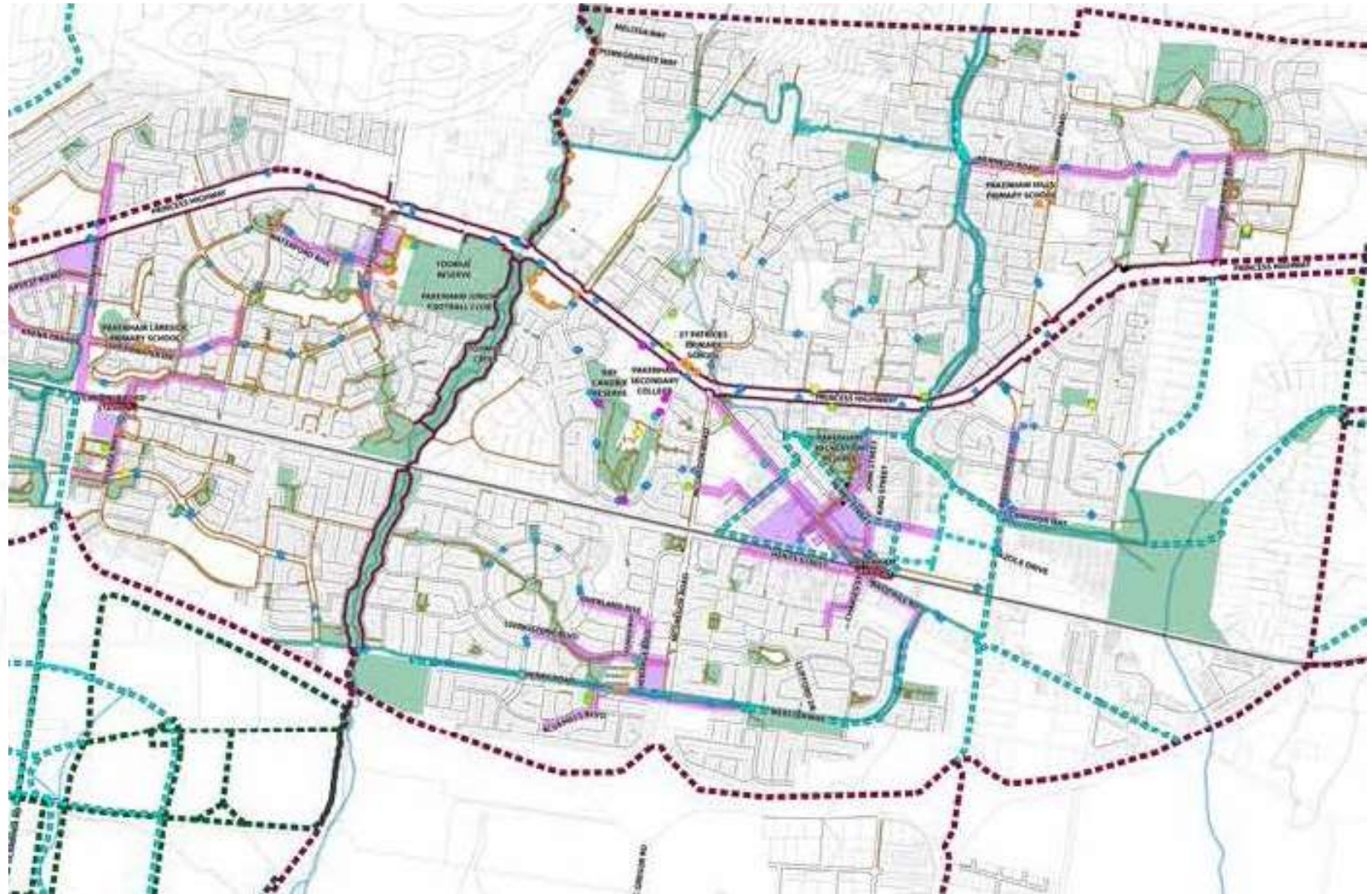
(Source: Cardinia Pedestrian and Cycling

**LEGEND**

- Proposed Regional Trail
- Existing Regional Trail
- Proposed Strategic Link
- Existing Strategic Link
- Proposed Bikeway
- Existing Bikeway
- Existing Shared Path (width >2.0m)
- Existing Footpath
- Proposed Pedestrian Priority Area

**Key Destinations**

- Existing Train Stations
- Existing Bus Stops
- Existing Retail
- Existing Tertiary Institution
- Existing Secondary School
- Existing Primary School
- Existing Kindergarten
- Existing Child Care Facility
- Existing Health Facility
- Existing Community Facility
- Existing Open Space



Strategy 2017)

## 3. Local Transport Context

### 3.1 The Road Network

The road network within the Pakenham AC provides a good level of accessibility from all directions to and from the core area.

Pakenham is well served by a number of significant roads, including Princes Highway to the north, Racecourse Road to the east, Bald Hill Road to the south east, Henty Street to the south and McGregor Road to the west.

Princes Highway and Racecourse Road are VicRoads declared arterial roads, While McGregor Road is currently a local road, it is expected to be duplicated and declared an arterial road into the future.

There are also a number of local streets that provide access to the retail precinct and surrounding residential areas. Main Street and John Street service the core shopping area, with Cook Drive, Drake Place and Henry Street providing access to the commercial area away from the retail core.

The Pakenham SP identifies several changes to the road network within the activity centre in to the future, including:

- Improving road connections in and around the core activity centre area;
- Reconfiguration of the Main Street and McGregor Road intersection to restrict through-traffic movements;

The conversion of Main Street between John Street and Station Street into a shared space;

- The closure of the Main Street level crossing, with pedestrian access to be provided via an underpass, following the removal of the Webster Way railway grade separation.

### 3.2 Public Transport

The Pakenham AC is reasonably well serviced by public transport, with the Pakenham Railway station located within 400m of the core retail precinct. However, the level of service provided is limited mainly because of the poor coordination of public transport modes and the low frequency timetable of both the rail and bus networks during the off-peak period.

A map of the public transport services servicing Pakenham is provided in Figure 3 (Source: PTV).

Both regional and metropolitan trains travel through the station, with the metropolitan line operating with a 20-minute frequency during peak hours. Two rural services operated by V/Line pass through Cardinia Shire at Pakenham and terminate at Southern Cross station in Melbourne.

A bus interchange is located at the Pakenham railway station which currently is the terminus for five routes and a stop for an additional route.



A regional bus service operates between Koo Wee Rup bus and coach interchange and Pakenham train station. Two V/Line coach services pass through Cardinia Shire.

### 3.3 Pedestrians & cyclists

A path network is not only important to people who are walking or cycling, but also to people with disabilities and the growing number of

community members who are travelling by other means such as a wheelchair or mobility scooter.

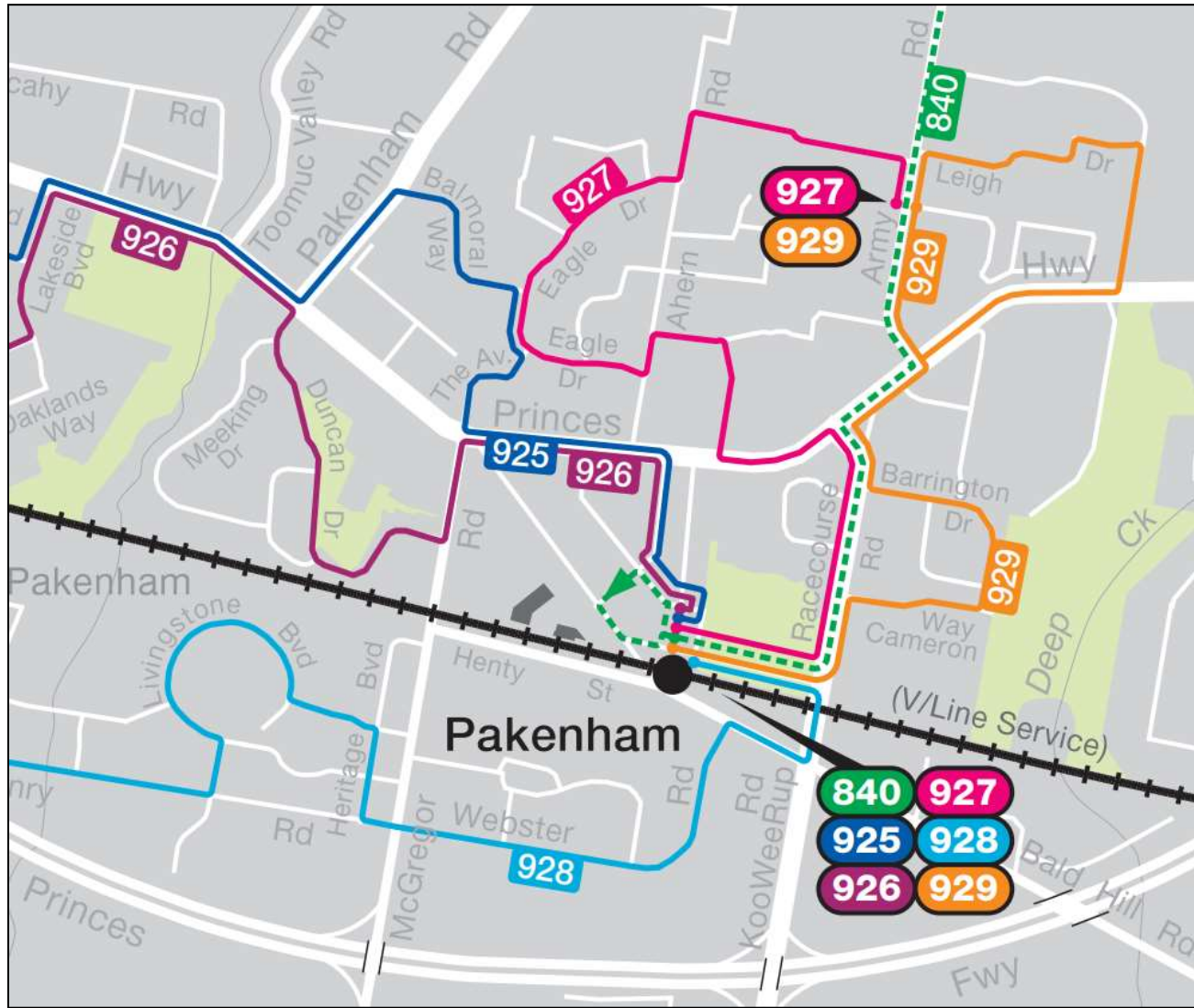
Pedestrian and cyclist accessibility to, from and within the Pakenham AC is currently limited. Few east-west connections exist and constraints such as the railway line, the drainage and creek lines, and large sites, currently disconnect areas from each other. In

addition to this, not all roads within the existing street network have paths on both sides of the road.

A foot survey of Pakenham AC completed in March 2017 highlighted:

- A number of footpaths within and leading to the Pakenham AC are obstructed by electricity poles and overgrown vegetation;
- Footpath connectivity is poor in some locations, with temporary pram ramps and pedestrian crossing points providing access;

Figure 3. Public Transport Services within Pakenham



•



There is limited on-street cycling infrastructure within the retail core of the Pakenham AC; and

- Where bicycle and motorcycle parking is provided, it is often positioned in concealed locations away from the main thorough-fare.

The Pakenham SP identifies a number of future opportunities and projects that are required to improve pedestrian and cyclist connectivity throughout the activity centre, including upgrading the existing arcades to and from John and Main streets.

### 3.4 Car parking

The Pakenham AC has many on-street parking options (some marked, some unmarked) close to the core retail area as well as off-street car parks in both private and Council ownership.

The community has raised concerns that the supply of car parking in the Pakenham AC is insufficient, and it is difficult to find a parking space during peak times. Council acknowledges that car parking within the Pakenham AC is dispersed and further analysis is required to determine any parking shortfalls now and into the future.

An audit of on- and off-street car parking infrastructure within the Pakenham AC, conducted by Cardinia Shire Council in November 2016, identified the following issues:

- Some carparks have unsealed and gravel surfaces, which is impacted by inclement weather;
- There are inconsistent approaches in the line-marking of car parking spaces;
- Line-marking has faded in a number of public and private car parking areas and has been poorly maintained;
- Some parking areas have insufficient surface drainage, resulting in the ponding of water in some locations; and
- Several carparks located on the periphery of the activity centre are unlit or have limited lighting, increasing perceptions that these parking areas are unsafe.

Meetings with stakeholders have also identified that there are limited car spaces for people with disabilities. Some of the disabled spaces provided are inadequate in dimension to allow efficient wheelchair access and some spaces are located too far away from entrances and safe pedestrian spaces to be practical for people with disabilities to use. Concern was also raised that there needs to be more enforcement of parking regulation as disabled spaces were often occupied by vehicles without disabled permits.

In some cases, these disabled spaces are located in privately owned and operated carparks where Council does not have agreements in place with the owners to undertake enforcement action. As part of the longer-term actions, it may be possible for Council to explore the option of entering into fee for service agreements with these private operators to enable Council enforcement of

disabled car parking regulations on those private properties.

The Pakenham SP recognises the importance of the activity centre accommodating a balance of both long-term and short-term parking options in strategic locations to allow convenient access. Given the location of Pakenham and its surrounding land uses, car parking is fundamental to the success of the activity centre.

This document seeks to provide a better understanding of the existing parking characteristics of the Pakenham AC, and the implications of future development on car parking supply.

## **1.**

## 4. Car Parking Analysis

### 4.1 Introduction

#### 4.1.1 Survey Methodology

The survey data, as provided by Cardinia Shire Council on 11 April 2017, is from surveys conducted on the following days:

- Thursday 1 December 2016
- Saturday 3 December 2016

Both surveys were conducted between 7am and 8pm at hourly intervals, and collected both car parking occupancy and duration of stay information.

All publicly available car parking within the area was surveyed, including:

- Marked and unmarked on-street car parking spaces;
- Public off-street car parking areas; and
- Private or customer off-street car parks.

The details within the survey results indicated that the weather was fine on both survey days.

It is noted that these surveys were undertaken in early December, which is generally considered to be a busy period for retail areas. It is understood these dates were selected in consultation with Council to capture parking during a peak period.

The duration of stay for unique vehicles was determined through partial number plate

recording. At each hourly interval, the last 4 characters of each vehicle's plate was noted, which provides a suitable balance between ensuring whether the same vehicle is parked and maintaining the privacy of the vehicle owner.

Due to the 1-hour interval, each survey recording has a built-in degree of error which varies depending on the actual time a vehicle enters and exits a car parking space. For assessment purposes, it has been adopted that each individual recording represents a 1-hour duration of stay.

Therefore, compliance with restrictions under 1 hour in length cannot be definitively determined. However, the minimum level of non-compliance can be established based on the number of vehicles staying within these spaces for 2 hours or more.

#### 4.1.2 Target Parking Occupancy

Measuring the car parking occupancy provides an indication of how easy it is for motorists to find a car parking space within an area. The occupancy should be high enough to ensure that they are occupied at a level that justifies the supply but not so high that it is unreasonably difficult to find a space. An occupancy rate of 85% at times of peak demand means that approximately one in every seven parking spaces should be vacant. When parking occupancy is regularly above 85%, motorists are likely to experience frustration when trying to find an available parking space.

This 85% benchmark is a recognised best practice approach to the management of on-street parking. It means that the parking resource is well used but people can still easily find a space, thus reducing customer frustration and congestion. Generally, parking is considered 'at capacity' when available spaces are 85% occupied at times of peak demand (Shoup, *High Cost of Free Parking*, 2005).

### 4.2 Parking Supply

Parking within the Pakenham AC is provided for a wide range of users, including public transport, taxis, service and emergency vehicles, private staff/employee parking and public parking.

There is a total of 4,177 parking spaces available within the study area. Of these spaces, 914 spaces are located on-street with the remaining 3,263 spaces located off-street in public and private car parks. A summary of the total car parking supply within the survey area is presented in Table 1.

**Table 1. Study Area Parking Supply Summary**

	Off-Street	On-Street	Total
<b>Private Parking</b>	697	0	697
<b>Public Parking</b>	2,566	914	3,480
<b>Total</b>	<b>3,263</b>	<b>914</b>	<b>4,177</b>

Parking within the study area is a mix of unrestricted and restricted parking. Parking restrictions include time limited parking, reserved parking zones, loading zones, taxi zones, disabled parking, and No Stopping restrictions that are time operated (for example, No Stopping between 8am and 4pm).

**Table 2. On-Street Public Parking Summary**

Type of Parking Restriction	# Spaces
Very Short Term (1/4 - 1/2P)	76
Short Term (1-2P)	238
Long Term (Unrestricted)	549
Disabled Parking	16
Loading Zone	3
Taxi Zone	2
No Stopping	30

**Table 3. Off-Street Public Parking Summary**

Type of Parking Restriction	# Spaces
Very Short Term (1/4 - 1/2P)	3
Short Term (1-2P)	402
Medium Term (3-4P)	1024
Long Term (Unrestricted)	954
Disabled Parking	42
Loading Zone	12
Taxi Zone	3
Reserved (various)	126

Parking in the area is typically unrestricted after 6:00pm Monday to Friday and 1:00pm Saturdays.

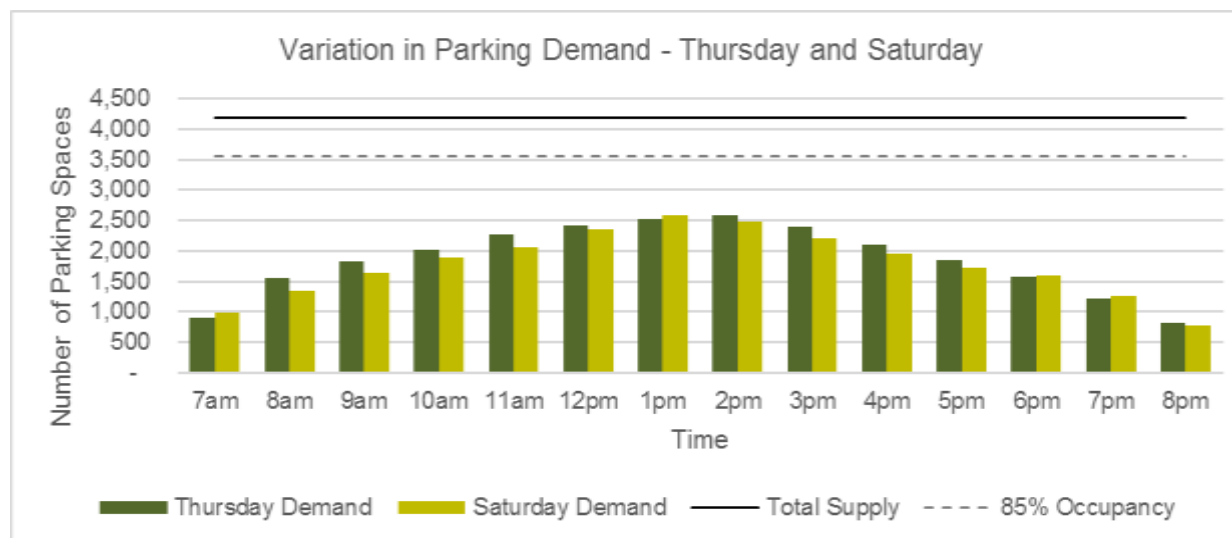
Tables 2 and 3 demonstrate the typical parking restrictions within the area, broken down by the general location and type of parking available.

### 4.3 Parking Demand

#### 4.3.1 Total Parking Demand

A review of the survey results indicates that on Thursday, the peak parking demand of 2,591 occupied spaces within the survey area occurred at 2pm. This equates to an occupancy rate of 62% and is inclusive of all parking types including reserved and disabled spaces.

**Figure 4. Variation in Parking Demand - Thursday and Saturday**



On Saturday, the peak parking demand occurred at 1pm, where 2,584 parking spaces were occupied. This is equivalent to an occupancy rate of 62%.

Figure 4 demonstrates the overall parking demand recorded on Thursday and Saturday. Based on these findings, it is considered that there is sufficient parking across the Pakenham AC to cater for the current needs of all visitors and staff to the area on typical weekdays and weekends.

The following sections assess the public parking demand during the week for very-short-term parking (less than 1-hour), short-term parking (1-2 hours), medium-term parking (3-4 hours), long-term (unrestricted) parking, as well as parking for people with disabilities and parking within the retail core of the Pakenham AC.

**4.3.2 Very short-term parking (less than 1-hour)**

There are 79 public very short-term parking spaces across the study area, comprising of a mixture of 15-minute and 30-minute parking. Figure 5 shows the variation of very short-term parking demand on Thursday and Saturday throughout the day.

At 2pm during the Thursday peak period, 71% (56 parked vehicles) of the very short-term parking spaces were occupied. This indicates there is a reasonable availability of these spaces across the centre.

The survey results highlighted a very high utilisation (greater than 85% occupancy) of very short-term parking spaces across the study area, including:

- On Henry Street, between Cook Drive and John Street;
- On Cook Street, between Treloar Lane and Henry Street; and
- On Main Street, between John Street and Station Street.

Future consideration could be given to increasing very-short term parking at these locations.

**4.3.3 Short term parking (1-2 hours)**

There are 402 public off-street and 238 on-street short-term parking spaces across the

Figure 5.

**Public Very-Short-term (Less than 1-hour) Parking Demand**

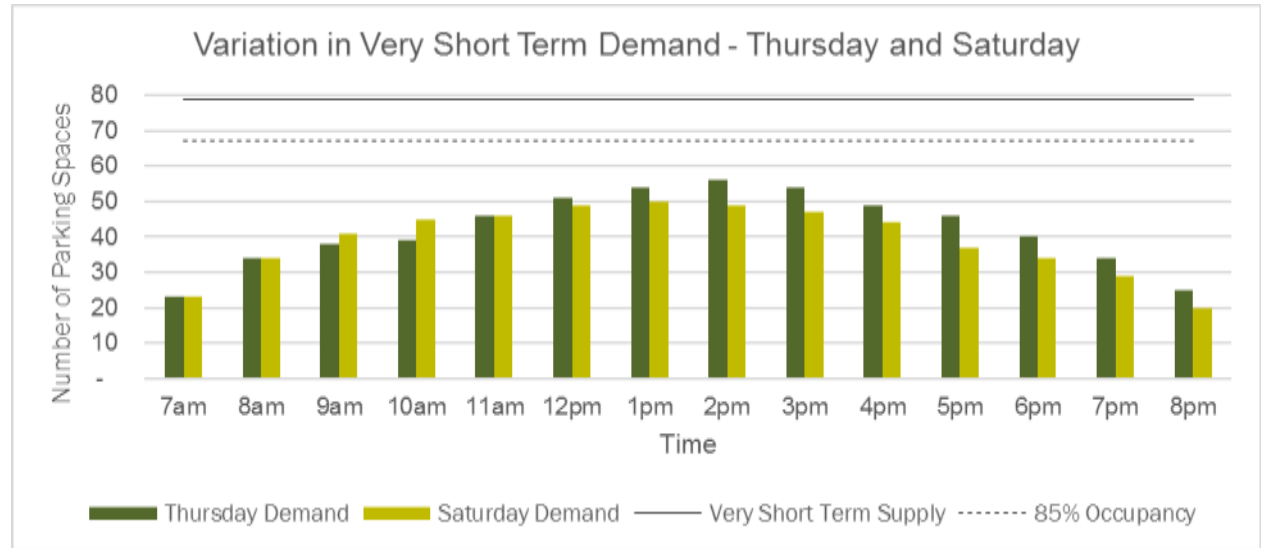
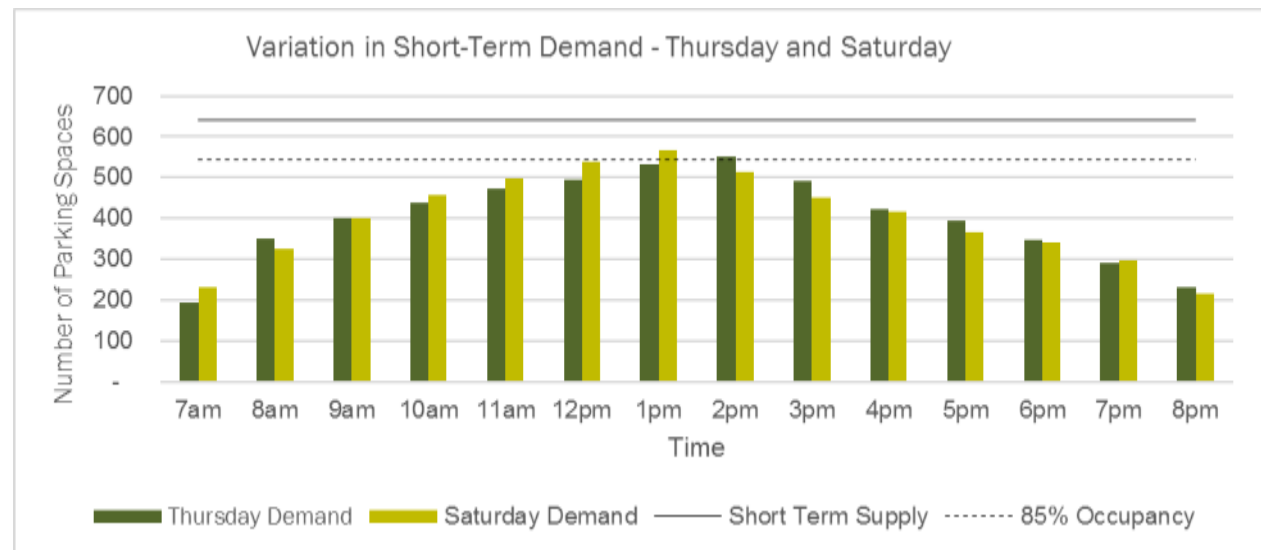


Figure 6. **Public Short-term (1- and 2-hour) Parking Demand**

Figure 6 shows the variation of short-term



parking demand on Thursday and Saturday throughout the day.

On Thursday at 2pm, 86% (550 parked vehicles) of short-term parking spaces were occupied, indicating that short-term parking is in high demand across the centre during the peak period. Saturday also experienced a high demand for short-term parking, with 89% (567 parked vehicles) of parking spaces occupied at 1pm.

In particular, the survey results highlighted a very high utilisation (greater than 85% occupancy) of short-term parking spaces in the following locations:

- Within the off-street car park at 43 John Street;
- Within the off-street car park at 107 Main Street;
- Within the off-street car park at Treloar Lane;
- In the indented parking off Treloar Lane;
- On Drake Place between Main Street and the end of the street;
- On John Street between Main Street and the end of the street; and
- On Main Street between John Street to Station Street.

Consideration could be given to increasing the short-term parking supply at these locations into the future.

Figure 7.

**Public Medium-Term (3- and 4-hour) Parking Demand**

**4.3.4 Medium term parking (3-4 hours)**

There are 1,024 public off-street medium-term parking spaces across the study area, comprising of a mixture of 3-hour and 4-hour parking restrictions. There were no medium-term parking restrictions for on-street parking recorded within the study area.

Figure 7 shows the variation of medium-term parking demand on Thursday and Saturday throughout the day. At 2pm on Thursday, 69% (706 parked vehicles) of medium-term parking spaces were occupied, indicating that there is a reasonable availability of medium-term parking across the centre.

The survey results highlighted a very high utilisation (greater than 85% occupancy) of medium-term parking spaces within the Drake

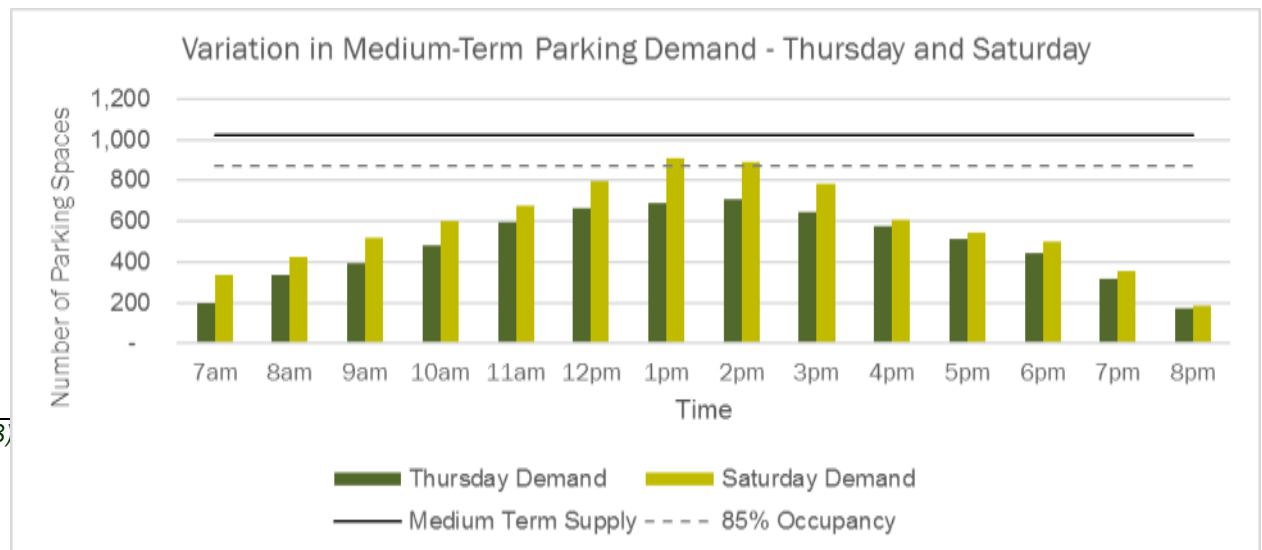
Place off-street car park.

Pakenham Marketplace, which has a significant portion of the medium-term parking across the study area (674 3-hour parking spaces) recorded a peak parking occupancy of 72% at 2pm on the Thursday (488 spaces occupied).

Parking demand within this carpark was significantly higher during the Saturday period, with a parking occupancy of 99.6% (671 parked vehicles) recorded at 1pm.

In comparison, a parking occupancy of 89% (909 parked vehicles) was observed across all medium-term parking spaces at the same time period on the Saturday, and contrasts with a 30% parking occupancy (1,050 parked vehicles) across all available public parking spaces.

This indicates that medium term parking is in higher demand during the weekend period, which aligns with the expected peak shopping





periods.

**4.3.5 Long term (unrestricted) parking**

There is a total of 1,503 long-term (unrestricted) parking spaces across the study area, comprising of 954 public off-street (including 391 off-street commuter spaces) and 549 on-street parking spaces.

Figure 8 shows the variation of long-term parking demand on Thursday and Saturday throughout the day.

At 2pm during the Thursday peak period, 50% of long-term parking spaces were occupied (751 parked vehicles), indicating that, across the centre, long-term parking is generally available.

The survey results highlighted a very high utilisation (greater than 85% occupancy) of long-term parking spaces to the north of the Pakenham Railway Station, including:

- On Railway Parade between Main Street and Slattery Place;

**Figure 8. Public Long-Term Parking Demand – Thursday and Saturday**

- On Railway Parade between Slattery Place and the carpark entrance; and
- Within the off-street commuter carpark to the north of Pakenham Station, off Railway Parade.

Within the off-street commuter car park to the south of the railway station, a peak occupancy of 78% (135 parked vehicles) was recorded

during the Thursday peak period. This suggests parking remains available throughout the day, which is atypical of a commuter car park in metropolitan Melbourne.

Site inspections highlighted that pedestrian access between the southern car park and the station was permanently closed, forcing those who park at the south side to cross the

railway tracks along Main Street and enter the station via Railway Avenue. This may be contributing to the uneven distribution of lower parking demand experienced.

**4.3.6 Disabled Parking**

There are 58 public disabled parking spaces available across the study area, comprising of 42 public off-street and 16 on-street parking spaces. Figure 9 shows the variation of demand for the publicly available disabled parking on the Thursday and Saturday

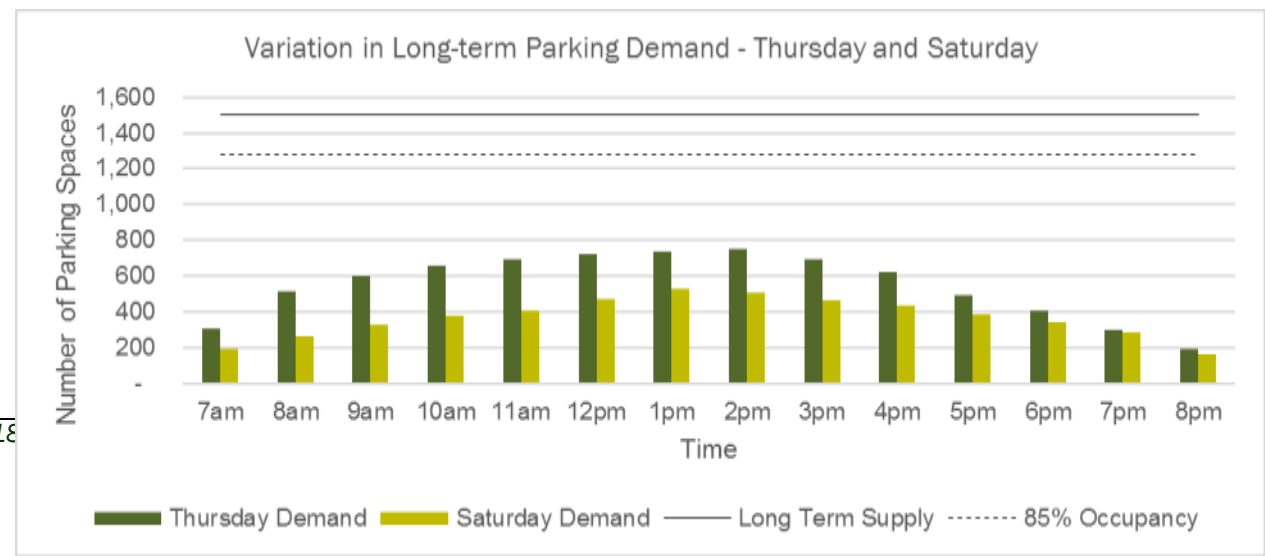
throughout the day.

At 2pm during the Thursday peak period, 71% of disabled parking spaces were occupied (41 parked vehicles), indicating that, across the centre, disabled parking is generally available.

The Building Code of Australia recommends that, for every 100 parking spaces available, 1-2% of parking spaces should be designated disabled parking. Based on the overall public parking supply, the current disabled parking provision is sufficient.

However, the survey results highlighted a very high utilisation (greater than 85% occupancy) of disabled parking over extended periods of time in the following locations:

- On John Street, between Main Street and the end of John Street;
- On Main Street, between John Street and Rogers Street;
- On Main Street, between John Street and Station Street;





- The off-street car park in Pb Ronald Park on John Street;
- The Pakenham Marketplace off-street car park;
- The public off-street carpark at 77-79 Henry Street;
- The Pakenham Place Shopping Centre off-street car park; and
- The Drake Place off-street car park.

**4.3.7 Parking demand within the retail precinct**

For the purposes of assessing the availability of parking within the retail centre, the use of only those spaces which are located no more than a short walk (approx. 2 minutes) from the edges of the retail area, has been reviewed.

**Figure 9. Public Disabled Parking Demand - Thursday and Saturday**

**Figure 10. Parking Supply and Demand within the Retail Precinct**

The area included within this analysis includes on-street sections of Main Street, John Street, Station Street, Drake Place, James Street, Henry Street, Treloar Lane and Cook Drive. It also includes any off-street car parking associated with the shopping areas including Pakenham Place and Pakenham Marketplace.

Within this area, there is a total of 2,201 car parking spaces available. Among these spaces on Thursday, parking occupancy peaked at 2pm, where 70% of the parking spaces were occupied (1,531 parked vehicles).

The overall parking demand within the retail precinct is shown in Figure 10.

Parking demand across the retail centre was higher on the Saturday the parking demand peaked at 1pm, with 1,733 occupied car parking spaces. This equates to an occupancy

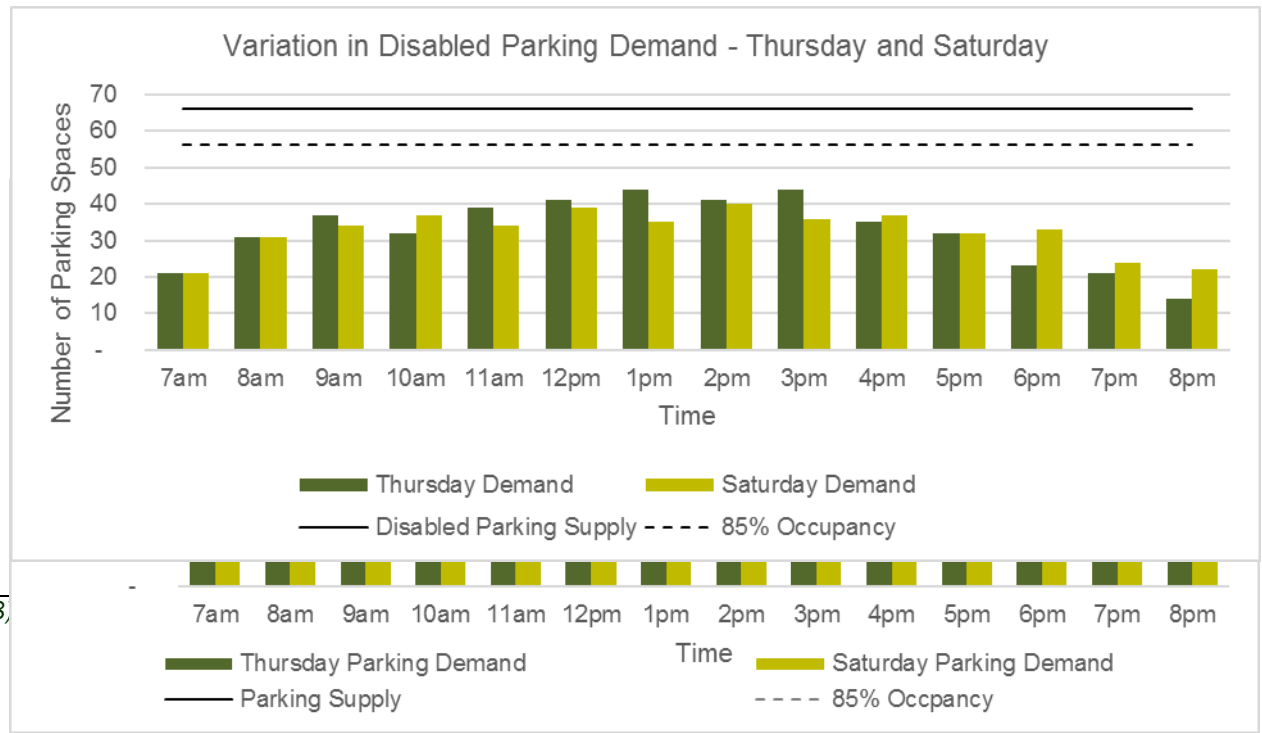
rate of 79% and whilst this does not reach the 85% occupancy target, it is considered that motorists may still experience some frustrations whilst looking for a parking space across the retail area.

Furthermore, it is noted that whilst overall parking demand across the entire survey area was higher on Thursday than Saturday, parking near retail areas was higher on Saturday than on Thursday. This is a common occurrence in activity centres that have a high retail land-use component in comparison to other land-uses.

**4.3.8 Duration of stay**

The length of time vehicles were parked in the public parking areas were recorded as part of the parking survey.

Figure 11 shows the duration of stay for all



vehicles throughout the day on the Thursday. Overall, most vehicles parked within the activity centre were parked for 4 or more hours. This indicates many staff and employees within Pakenham AC are using the existing public parking supply for long-term parking.

Figure 11. Compliance with Parking Restrictions

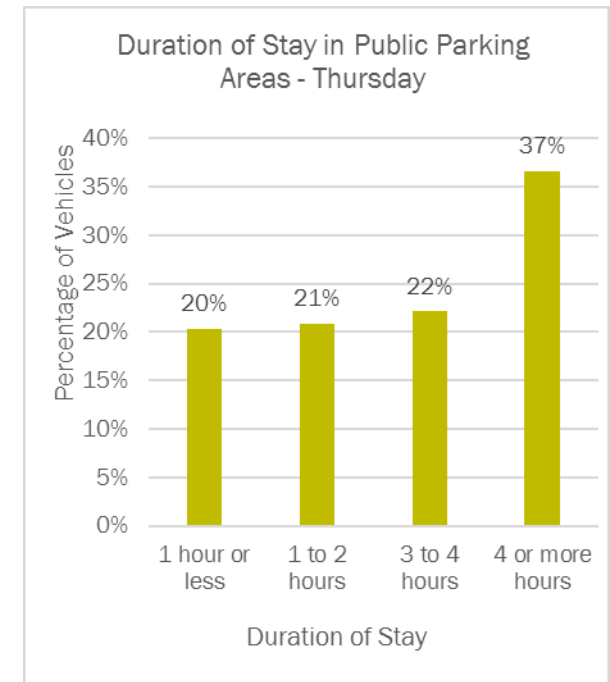


Figure 12 details the extent of motorists overstaying the parking restrictions within the public parking areas across the study area.

Based on the data collected, there a very high non-compliance observed across all timed-parking restrictions, with 47% of all vehicles reported as overstaying. This was particularly evident in the short-term parking areas, suggesting that long-term parking is occurring in high demand areas. This in turn limits the opportunity for customers and visitors to park near their destination.

Figure 12. Extent of Overstaying Restrictions in Public Parking Areas

1.



## 5. Future parking demand

This section considers the likely future growth in land use floor area within the Pakenham AC, and projects the associated increase in demand for public car parking across the centre.

### 5.1 Expected land use and parking demand growth

The Pakenham AC Structure Plan envisages significant growth occurring within the activity centre by the year 2037. Council has provided future land use estimates which have been used in this analysis.

Table 4 demonstrates the projected increase in net floor area across the core of the activity centre, and the corresponding additional parking demand.

For assessment purposes, the upper and lower limits for the additional parking requirement have been based on Column A and B rates within Clause 52.06-5 of the Cardinia Planning Scheme. Commercial (non-retail) parking rates have been assessed using the 'office' parking rate, and for residential development, a 60%/40% split between 1or 2 bedroom dwellings and 3-bedroom dwellings has been assumed.

The results of this assessment indicate there will be an additional parking demand generated of between 4,110 to 5,030 parking spaces within the core of the activity centre.

Table 4. Projected increase in Parking Demand

Land Use	Expected Increase	Additional Parking Required
Residential	+2,100 dwellings	2,700 to 3,400 parking spaces
Retail	+29,616 sqm	1,040 to 1,200 parking spaces
Commercial (non-retail)	+12,375 sqm	370 to 430 parking spaces
	Total	4,110 to 5,030 parking spaces required

Based on the current parking supply, the optimal occupancy rate of 85% and demand across the study area, additional parking is required to be provided.

### 5.2 Growth scenarios

The following sections consider the expected demand for parking over the next 20 years as new development occurs. Both lower (4,110 parking spaces) and upper (5,030 parking spaces) increases to parking demand, as identified Table 5, have been considered.

With regard to the existing car parking supply, the assessment considers all publicly available carparking (on-street and off-street), with the exception of current reserved parking spaces, loading zones and taxi zones.

For comparison purposes, it is assumed that there is linear growth for development over the next 20 years, and there are no significant changes to the overall public parking supply during this time.

#### 5.2.1 Scenario 1: No parking provided onsite

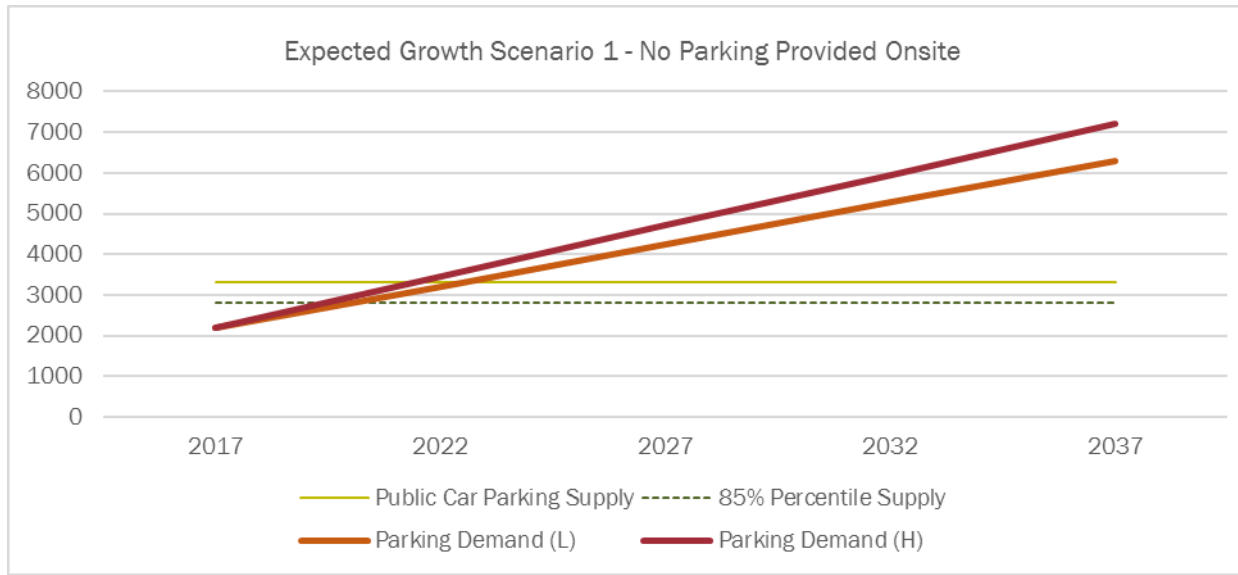
Under Scenario 1, all future developments would not provide any additional parking onsite, with the public parking supply to cater for all demand.

Figure 13 shows the expected parking demand growth over time under this scenario. Should developers not provide any parking onsite, 3,100-4,300 additional public spaces would be required to be built after the year 2020.

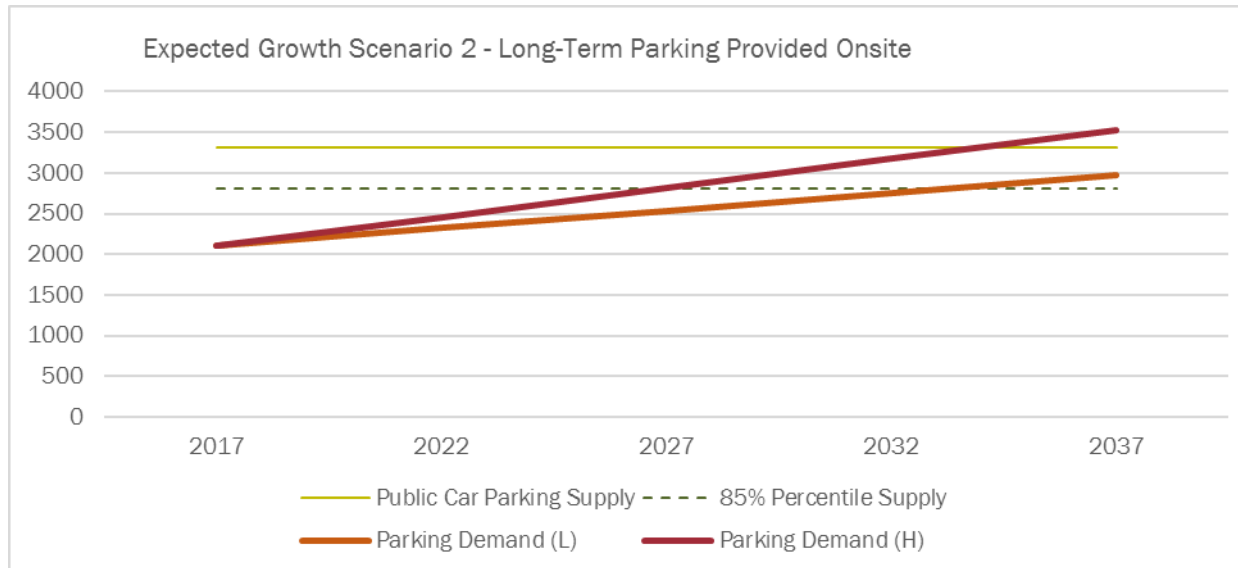
While this scenario would maximize the available land for commercial, retail and residential uses, and make use of the existing public long-term parking supply available, it would require a significant investment in additional public parking supply across the centre.

Furthermore, it is unlikely there is sufficient Council-owned land available to accommodate an additional off-street parking supply of this magnitude.

**Figure 13. Scenario 1 - No Parking in Future Developments** **Developments**



**Figure 14. Scenario 2 - Long Term Parking in Future**



**5.2.2 Scenario 2: Long Term Parking Accommodated within Development**

Under Scenario 2, future developments are required to accommodate long term parking onsite. Visitor and customer parking would be accommodated through publicly available parking areas.

The following assumptions have been used in relation to the distribution of long-term and short-term parking:

- Retail Uses – 20% long-term parking, 80% short term parking
- Commercial (non-retail) uses - 90% long-term parking, 10% short term parking
- Residential developments – Long term and Visitor rates based off Column A (Upper Limit) and Column B (Lower Limit) of Clause 52.06-5

Figure 14 shows the expected parking demand growth over time under Scenario 2. Under this option, up to 220 additional public spaces would be required across the Pakenham Activity Centre, with motorists likely to experience increasing frustration from 2027 as the parking supply reaches theoretical capacity (85%) of the current parking supply, and exceeding overall available supply around 2033.

This approach represents a change from the current system in operation across the Pakenham AC, which allows for development

to utilise the publicly available parking across the centre. However, it is considered to be a fair approach, as it allows future development to share the available public parking supply for short- and medium-term parking.

This scenario would still require additional parking spaces to be constructed. However, the scale of construction is achievable, and could be contained on council-owned land within the activity centre, either as a stand-alone parking facility or as part of a mixed-use development.

### **5.3 Future parking demand**

With the forecasted development growth across the Pakenham AC in the next 20 years, additional public parking is likely to be required in order to facilitate and support economic activity within the centre. Should Column B rates be adopted for use within the activity centre and longer-term parking be required to be provided onsite, approximately 220 additional public parking spaces would be required within the Pakenham AC.

Future development should be required to provide all long-term parking spaces on-site, with any short-term parking accommodated within the public parking supply.



## 6. Issues, Principles and Objectives

### 6.1 Issues

The following issues have been identified in the previous sections:

- The local context of the Pakenham AC means visitors have a heavy reliance on private vehicle and an expectation of finding parking very close to their destination;
- Short-term (1- to 2- hour parking) and medium-term (3- to 4- hour parking) parking is in high demand in many locations across the activity centre;
- There are a significant number of vehicles overstaying parking restrictions, particularly in the core retail area;
- Commuter car parking is unevenly distributed across the railway station car parks, which may be due to poor connectivity to the Pakenham Railway Station;
- There are significant gaps in the existing pedestrian and cyclist network that discourage sustainable transport trips within the activity centre;
- The amenity of some periphery parking areas is poor, with a lack of lighting, uneven surfaces and low passive surveillance;
- Pedestrian connectivity within the activity centre is restricted, with physical obstructions and poor connections to and

within parking areas which are commonly perceived as uninviting and unsafe; and

- The anticipated future demands for parking generated by new development will exceed the available parking supply.
- A sufficient number of spaces should be provided for people with disabilities and older people

### 6.2 Principles

In response to the identified issues and the overall aspirations of the Pakenham AC, seven principles have been developed to guide the future management of parking within the centre.

#### 1. Safety

Create a safe and comfortable environment for all road users and pedestrian. Priority of on-street parking areas will be provided to ensure road safety. People will feel safer using the streets that have increased passive surveillance and improved lighting.

#### 2. Connectivity

Directly link developments within the Pakenham AC and with its surrounding residential areas using a fine-grain street system that accommodates diverse modes of travel. People will be able to move freely between the parking areas; public transport stops and their destinations.

#### 3. Convenience

Ensure parking and sustainable transport modes is convenient and accessible for a wide range of users.

#### 4. Perception

Improve perceptions on the availability of parking within the Pakenham AC, and the accessibility of alternative transport modes. People will be aware of where parking is in close proximity to their destination, and where the best connections and links are.

#### 5. Economic Viability

Ensure parking and transport improvements support businesses and the local economy.

#### 6. Accessibility

New car parking facilities and spaces must be designed to ensure there are sufficient spaces that are accessible by all members of the community, in particular older people and people with a disability. Accessible car parking spaces should be located in convenient locations.

#### 7. Balance

Ensure a balanced approach to the management of parking within the Pakenham AC.

### 6.3

## **Vision and Objectives**

The vision of the Pakenham Precinct Parking Plan is:

*“To improve economic prosperity and local amenity and to support sustainable transport choices through a balance of parking options.”*

The recommended objectives of the precinct plan are to:

- Manage parking equitably and efficiently.
- Co-locate medium-term parking in shared, off-street locations.
- Encourage sustainable transport travel within and to the Pakenham AC.
- Ensure the ongoing viability and development of Pakenham AC.

# 7. Strategies

## 7.1 Overview

This section outlines the recommended strategies and actions that should be implemented across the Pakenham AC to address the issues identified in Section 6.

## 7.2 Management of existing car parking

### 7.2.1 Parking user priorities

Each street and location has a unique set of users with competing interests. When different parking user groups compete for the same parking space and demand exceeds supply, there is often tension in the allocation of parking spaces.

In order to promote the equitable and transparent allocation of parking spaces, and to plan for the best and highest use of the limited parking supply, on street and off-street parking spaces will be prioritised to allocate parking to a user group. These priorities will help determine the most appropriate restrictions for each street section and off-street car park.

This doesn't mean higher priorities will have access to all the available parking. Rather, parking restrictions will be designed to facilitate reasonable access to the higher priority users. When a higher priority user is reasonably satisfied, the next user group will then be considered in the allocation of parking spaces.

Table 5 outlines the on-street and off-street parking user priorities for the Pakenham AC.

Requests for alterations to the parking allocation should be reviewed to determine if they fit within the parking hierarchy for the precinct or location

It is noted that parking restrictions required for road safety reasons, pedestrian crossings, emergency purposes and services take precedence over all other users.

### Actions

- A1:** Review the parking user priorities (identified in Table 5) in 5 years' time as part of the review of the Pakenham Parking Precinct Plan.

### Parking restrictions

The parking demand and duration of stay surveys demonstrate there is sufficient parking within the Pakenham AC to cater for the current peak parking demands. The need for improved management and/or increased provision arises from the conflicting demands for parking with motorists trying to park as close as possible to their destination.

Reviewing and altering parking restrictions are some mechanisms that can be utilised to achieve better use of existing car parking supply. This can be done by implementing restrictions which give priority to short-term parking while discouraging long-term parking within the core AC area.

**Table 5. Proposed Pakenham AC User Parking Priorities**

Priority	Pakenham Activity Centre		Surrounding Residential Area	
	On-Street	Off-Street	On-Street	Off-Street
High	Loading	Disabled Parking	Public Transport	Long-term parking
	Public Transport	Short- to Medium-term parking (2-4 hrs)	Residents	Short- to Medium-term parking (2-4 hrs)
	Drop-off/pick-up	Drop-off/pick-up	Short- to Medium-term parking (2-4 hrs)	Drop-off/pick-up
	Short-term (<2hrs)	Loading	Disabled Parking	Residents
	Motorcycle, Scooters, Cyclists	Long-term parking for staff and traders	Loading	Motorcycles and Scooters
Low	Disabled Parking	Cyclists	Long-term parking for staff and traders	Disabled Parking
Not allocated in this zone	Long-term parking for staff and traders	Public Transport		Public Transport
	Residents	Residents		

The current parking restrictions with in the Pakenham AC generally align

### 7.2.2

n to this approach, with short-term (1-hour) parking located on Main Street and John Street, and medium- to longer term parking located on the periphery of the activity centre. Any future considerations to parking within the centre should continue to utilise this approach.

It is important to ensure parking restrictions are clear, understandable, and installed and maintained in accordance with the relevant Australian Standards. Council must continue to undertake regular assessments of their signs.

The data collected suggests that a high number of vehicles are overstaying the short-term parking in the centre, particularly around Main and John Streets. Short term parking restrictions are put in place to encourage a higher turnover of shoppers and patrons which supports local businesses.

### Actions

**A2:** Undertake a review of the short-term parking restrictions on Main and John Streets and consider the need for time variations to some parking spaces (reduced to very short-term parking - less than 1 hour).

### 7.2.3 Enforcement

Compliance with parking restrictions is an important component of the parking system. Restrictions are put in place to support parking goals such as turnover or access in order to support local businesses. This is particularly important within activity centres as it results in more convenient parking spaces being available for visitors and customers. It also encourages long-term parking in the areas dedicated for that

purpose, which is generally towards the periphery of the activity centre.

When parking restrictions are not enforced, it can encourage undesirable parking habits and increases the number of parking spaces needed to meet the demands of short and medium stay users. It also increases total vehicle traffic, as motorists are more likely to need to circulate to find an available parking space, increasing traffic congestion, crashes, energy consumption and pollution emissions.

A review of the duration of stay survey data indicates that of the 4,426 vehicles observed to park within public time-restricted parking spaces, 47% (2,076 vehicles) overstayed the parking restrictions. These results are considered high for an activity centre, and indicates that longer term parking is occurring in the more convenient areas.

While enforcement is often necessary to ensure that rules and restrictions are observed, there are significant resource implications associated from both a labour and equipment standpoint. A clear definition of existing resources and implications are an important consideration when selecting a management tool or designing a parking management program for an area.

Officers will continue to monitor the activity centre to ensure compliance with restrictions.

### Actions

**A3:** Raise community awareness of the importance of parking restrictions and why there is a need to regularly enforce these.

### 7.2.4 Paid parking

Paid parking refers to the direct charges for using a parking space. Charging for parking benefits the community by:

- Increasing turnover of the most convenient spaces;
- Encouraging longer-term parkers to use less convenient spaces, such as off-street car parks;
- Reducing total vehicle traffic, including congestion due to vehicles circulating while looking for a space; and
- Can generate revenue which can be used to improve parking infrastructure.

Section 2 highlights that there are some time-restricted parking areas within the core retail precinct that experience higher than desired parking occupancy, which may result in motorist frustration in driving around to find an available car parking space close to their destination.

It is considered that the introduction of paid parking would be premature for the centre at this point in time. Given the availability of parking in surrounding areas, it would more than likely direct motorists to park in these areas, creating additional issues.

In the future, the introduction of paid parking could be a practical alternative to managing the existing parking patterns, rather than introducing additional parking spaces being provided to meet an ever-increasing car parking demand. An appropriately priced paid parking scheme would encourage modal shift that can ultimately reduce peak parking demands.

At this point in time, there are other strategies to assist with managing car parking demand.

### Actions

- A4:** Review the need for paid parking in 5 years' time as part of the review of the *Pakenham Parking Precinct Plan*.

### 7.2.5 Parking Permits

As the Pakenham AC develops, there is the potential for parking to intrude onto the streets of the surrounding residential areas. To ensure that residents have priority for parking in these areas, consideration could be given to introducing a residential parking permit scheme.

This can be done by implementing time-limit parking for vehicles other than those displaying resident parking permits, or by implementing a permit zone for the exclusive use of vehicles displaying special permits. Trader and staff parking permits could also be considered within the Pakenham AC to prioritise long-term parking in the periphery off-street parking areas.

Should a parking permit scheme be introduced, the costs of administering the scheme, including regular monitoring, should be recovered through an administration fee.

When considering the implementation of permit parking schemes, Council should assess both the short and long-term compatibility of permit scheme objectives with any adopted (or future) strategic initiatives associated with transport demand management and/or consolidated parking.

It is considered that the introduction of a residential parking permit scheme at this point in time is premature and other options to manage car parking should be explored first as outlined in this document.

### 7.2.6 Car parking maintenance and design

The design and on-going maintenance of parking facilities is important in ensuring their use.

The quality of pavements surfaces, public lighting, line marking and the overall design of on-street and on-street car parks all influence the attractiveness of parking within a parking area, particularly when located away from the high-surveillance areas, such as along Main Street.

Large expanses of parked vehicles or paved areas can be quite unattractive and can detract from the character of a street, an area or a development. In order to avoid this, parking should be designed as smaller groups of bays separated by landscaping or other uses and activities especially where parking areas front the street.

The design of car parking areas should also allow for the use of these areas for events and community events in addition to parking.

Surface material choice is also an important factor, with paving stones, coloured concrete and other such material often enhancing the look of parking areas. However, it is also important to ensure that surfaces can be easily maintained, as the use of alternative materials can increase the ongoing maintenance requirements.

As detailed in Section 3, there are some parking areas within the Pakenham AC that are not well maintained. Over time, there may be opportunities to improve the overall amenity of these parking areas through line-marking and surface maintenance improvements and lighting upgrades. There is also an opportunity in the longer term to upgrade some Council owned off-street parking areas to encourage usage.

### Actions

- A5:** Through future cash in lieu contributions, upgrade the Council owned James Street Car Park as Stage 1 (ensuring that that any upgrade allows for the development of the site for commercial, at the ground floor, providing for decked car parking on top) and ongoing maintenance.
- A6:** Through future cash in lieu contributions, upgrade the Council owned Drake Place car park and ongoing maintenance.

## 7.3 Management of future car parking

### 7.3.1 Future Parking Station Locations

As discussed in Section 5, the anticipated development growth within the Pakenham AC will likely generate the need for additional public parking within the centre, with approximately 220 parking spaces required by 2032.

Furthermore, as the Pakenham AC develops it will be necessary to manage car parking supply across the centre. Activity centres provide a concentration of retail, commercial and recreational uses and given this, visitors are more



likely to complete a number of tasks within the centre on each trip.

The co-location of parking to support a wide range of land uses within the centre will improve overall access and amenity within the Pakenham AC. Collocating parking also allows for increased sharing of these spaces between complementary uses, allowing for a reduced parking requirement.

The Pakenham SP identifies two locations (James Street and Drake Place car parks) where additional parking will be constructed. These will be constructed firstly by improving the layout and form of the current at grade facilities which, in future will be combined with a community or mixed-use development with car parking decked on top.

Any expanded facility could be partly funded by cash-in-lieu of parking contributions collected through new development. Further work should be completed for both sites to develop concepts for co-located car parking.

### Actions

**A7:** Progress conceptual planning and design for the James Street and Drake Place car park sites and prepare cost estimates for financial contributions.

### 7.3.2 Financial contributions

A financial contribution scheme in lieu of providing parking spaces is a mechanism that requires developments that cannot provide the minimum required car parking on-site to pay Council a cash payment in compensation for the shortfall in parking provision.

This supports the provision of parking in shared locations and consolidates parking supply within a mixed-use activity centre. The money raised through a financial contribution scheme must be used by Council to develop and implement measures to address parking issues within the specified area.

Money can be used to fund the following:

- The increase of parking supply or availability of car parking through the construction of new carparks or the upgrade of existing car parks.
- Actions to reduce car parking demand, for example access improvements to public transport, cycling paths and lanes, and end-of-trip facilities.

To ensure any parking provided is utilised in an equitable appropriate manner, a formal financial contribution system should be introduced. This could be achieved through the introduction of a Schedule to the Parking Overlay within the Cardinia Planning Scheme.

### Actions

**A8:** Develop a parking fund for future cash-in-lieu payments to be paid into to ensure an accurate record of payments made, assist with the administration of the fund and the calculation of car parking credits and financial contributions.

**A9:** Develop and implement a statutory mechanism through a Planning Scheme Amendment to provide a cash-in-lieu scheme that provides for car parking and other sustainable transport initiatives.

### 7.3.3 Car parking generation rates

Clause 52.06 Car parking of the Cardinia Planning Scheme outlines the number of parking spaces that are required to be provided on-site for both new and expanded development.

Under these provisions, there are two types of rates; Column A, the standard rate applicable to development within all land use zones, unless Column B applies; and Column B, a rate that can apply when the site is covered by a Parking Overlay, and the schedule to the Parking Overlay specifies that the Column B rates apply.

The Column B parking rates are the Victorian Government's standard rates for activity centres. These rates are supported by rigorous analysis of the parking and transport network within the centres.

There is also opportunity to provide alternative parking rates other than those specified under Clause 52.06, provided that there is sufficient justification to support the alternative rates.

To drive development growth while providing a suitable requirement for parking, lower car park rates can be adopted for future development within the Pakenham AC. The rates should be based on actual and aspirational parking demands and should encourage a shift from car use to more sustainable modes (such as public transport, cycling and walking), while recognising the role car parking plays within a peri-urban centre such as Pakenham.

As identified in Section 5, future development should be required to provide all long-term

parking spaces onsite, with any short-term parking accommodated within the public parking supply.

In order to effect these changes, it will be necessary to prepare a Planning Scheme Amendment to introduce a Parking Overlay and schedule to the overlay for the Pakenham AC. Further information in relation to this is set out in Section 8.

Through the planning permit application, developers will be encouraged to provide car parking on site.

## 7.4 Sustainable transport

### 7.4.1 Pedestrians and cyclists

As identified in Section 3, there is opportunity to improve pedestrian and cyclist infrastructure within the Pakenham AC to encourage a higher uptake of these sustainable transport modes. This includes addressing the actual and perceived barriers that may be in place for these types of transport, across the centre.

Pedestrian access to the Pakenham Railway Station to the southern commuter car park is prohibited with the closure of the pedestrian crossing across the tracks (Metro's responsibility and decision). This requires commuters to cross the tracks at the Bald Hill Road/Railway Avenue intersection. A safe and direct pedestrian connection is required for pedestrian connectivity and to ensure appropriate utilisation of the car park.

The Pakenham SP identifies the preferred pedestrian and cycling routes within the centre,

as well as a number of key intersections where improvements to accessibility can be made. For pedestrians, the core of the retail centre is expected to become more activated, with Main Street between John Street and Drake Place identified as a future shared space. Arcade connections to the periphery parking areas are envisaged to be strengthened and a future pedestrian plaza has been identified on Main Street south of Drake Place, with this section of road to be closed to through traffic.

The Pakenham SP identifies Main Street, John Street and Henry Street as the main roads that form the local bicycle network through the centre, connecting to the broader principle bicycle network on McGregor Road, Princes Highway and Racecourse Road.

There is also opportunity to improve the attractiveness of Pakenham as a destination for cyclists through improved on- and off-street cycling facilities, bicycle parking and end of trip facilities.

Bicycle parking facilities should be provided in small clusters close to common commuting and recreational destinations, including within activity centre areas. If bicycle parking facilities are not conveniently located, research shows that cyclists will ignore them and continue the disorderly practice of securing bicycles to nearby railings, posts and other vertical structures. Consideration could also be given for public end-of-trip facilities within the Pakenham AC to encourage cyclists to travel to the centre.

Streetscape works that are undertaken in the activity centre, prioritise sustainable transport

Actions in relation to improving pedestrian and cyclist connectivity have been identified in the Pakenham SP and allocated in the associated implementation and action plans. Given this, there is no need for actions to be identified in this document. The following actions in the Pakenham SP are relevant:

*Action 3.1: Review the Pakenham TC UDF in light of the vision, strategic response and precinct plans outlined in the Pakenham SP to develop Pakenham SP UDG in relation to the preferred built form and design outcomes within the Pakenham AC.*

This review would look at detail in the following relevant elements:

- The path network for pedestrians and cyclists.
- Planning and design guidelines for the arcades that both assist in maintaining the pedestrian connections and improve aesthetic appeal.

*Action 15: Develop and promote a streetscape master plan for Main Street between John Street and Station Street, as well as for John Street from PB Ronald Reserve to Pakenham Place.*

### Actions

**A10:** Advocate to VicTrack and Public Transport Victoria to improve access between the southern Pakenham Railway Station car park to the station and the Pakenham Activity Centre.

**A11:** Review the need for electrical bicycle charging points in 5 years' time as part of

the review of the Pakenham Parking Precinct Plan.

### 7.4.2 Public transport

The Pakenham AC has reasonable access to public transport services, with 6 local bus routes operating through the area and a fixed rail service to Melbourne and Gippsland.

Given Pakenham is an attractor of people from a wide geographical region, public transport may not be a practical alternative for all people visiting the centre. However, there may be opportunities to improve service levels and interchange facilities to encourage a greater uptake of public transport in the Pakenham centre.

Actions in relation to public transport have been identified in the Pakenham SP and allocated in the associated implementation and action plans. Given this, there is no need for actions to be identified in this document.

The following actions in the Pakenham SP are applicable:

*Action 10: Advocate to the Victorian Government, VicTrack and Public Transport Victoria (PTV) for the replacement of the level crossings in the Pakenham Activity Centre with grade separated crossings.*

*Action 11: Advocate to Public Transport Victoria (PTV) and other related agencies for improvements in all forms of public transport (and taxis) within the Pakenham Activity Centre.*

*Action 11.2: Advocate:*

- *To Public Transport Victoria (PTV) to improve pedestrian and cycle access to and around the Pakenham railway station and over time install additional secure bicycle storage facilities.*
- *for the improvement of public transport frequency, multi-modal integration, comfort and amenity in order to promote public transport as a desirable transport alternative*
- *for the improvement of the bus interchange at Bourke Park to enhance public transport usage, in the short term.*
- *for the provision of passenger shelters and timetable/route information for all bus stops in the Pakenham AC.*
- *with the taxi industry, mobility groups, Public Transport Victoria and other stakeholders in relation to the location of taxi ranks in the Pakenham AC and near the Pakenham railway station.*

### 7.4.3 Electric vehicle and motorcycle parking

Electric vehicle ownership within Victoria is low in comparison to other parts of the world, however over time this is expected to increase. At this point in time there is no statutory requirement for developers to provide electric vehicle charging points, Council can encourage the provision of electric vehicle charging points, particularly within any new off-street car parking facilities.

There is also the opportunity to provide motorcycle parking in key areas within the centre to encourage these alternative forms of transport. Motorcycle parking bays in off-street locations are

usually provided in groupings in response to demand e.g. near educational institutions, entertainment areas, shopping centres. Some motorcycle parking spaces are provided within the Drake Place car park, however there is opportunity to provide more within the Pakenham AC and the redesign of Council owned car parks will investigate the potential for additional motorcycle parking.

## 7.5 Information, education and engagement

### 7.5.1 Wayfinding Signage

Wayfinding at the local level helps people orientate themselves and easily find their way to their destinations. As well as giving visitors confidence to explore the area, it helps people to move easily between transport modes and around the centre.

Within activity centres, providing guidance on the location of parking helps reduce the likelihood of motorists circulating to find an available parking space and helps minimise overstay of short term parking spaces. For pedestrians and cyclists, wayfinding can advise visitors of key destinations, give directions to car parks, special features (such as parks or lakes) and destinations outside of the centre.

When developing wayfinding signage strategies, the aim should be to provide high quality, professional and consistent directional signs. Ideally these should be consistent with wayfinding signage across Australian and New Zealand cities and towns to enable pedestrians, cyclists and motorists to use the networks to their full

potential and make quick and accurate route choices. AustRoads provides guidance on the different approaches to wayfinding for pedestrians, cyclists and motorists, as well as directions on where signage should be installed.

Wayfinding is an important element in assisting with car parking in the Pakenham AC and is a key focus of this plan. An audit of existing signage and development of new signage is critical in ensuring appropriate use of car parking in the centre. Actions in relation to this have been identified in the Pakenham SP and allocated in the associated implementation and action plans. Given this, there is no need for actions to be identified in this document.

The following actions identified in the Pakenham SP are relevant:

*Action 14: Conduct an audit of existing way-finding signage within the Pakenham Activity Centre and develop a legible way-finding system that meets current signage standards throughout the activity centre and surrounding areas to assist in navigation.*

### **7.5.2 Public transport and parking information**

In order to communicate changes to parking and other key transport information, a transport and parking map could be provided to inform visitors to Pakenham AC where parking and other key transport facilities are within the centre.

This map will allow motorist to better plan their trip/s and could highlight the different types of parking such as trailer parking, electric vehicle

charging points, bicycle parking, off street parking, and short and long-term parking. In addition, providing information on key walking, cycling and public transport routes will also encourage more sustainable transport trips into the Pakenham AC.

Educating local business owners and staff about the importance of short stay parking from an economic development perspective to ensure that short stay spaces are utilised for that purpose. To encourage long term parking to occur in long term areas, business owners and staff need to know where these areas are. The use of maps and communications can support this.

### **Actions**

**A12:** Raise awareness about what parking is available and sustainable transport modes to business owners, staff, residents and visitors to the Pakenham AC through the development of parking fliers and a communications campaign both online and print media.

### **7.5.3 Business engagement**

As the Pakenham AC grows, it is important to ensure the existing businesses and traders are on-board and involved in decision making and the activation of the centre. The creation of a business group or trader's association for the Pakenham AC is one method of encouraging involvement in marketing and promotion, as well as sharing ideas and experiences across local business owners.

Although premature at this point in time, in the future as the centre develops, a business group

could be supported through introduction of an activity centre special rate or charge program. This approach has been used in other centres across metropolitan Melbourne to enable traditional shopping strips and activity centres to strategically plan, market and manage as a collective group.

On a broader scale, a special charge program enables:

- The continued collective marketing and promotion of the Pakenham AC as a whole, which will assist to create a greater awareness and profile of the area, including what it has to offer to the community and its customers;
- All businesses to benefit from the continuation of a resourced and supported traders' association that coordinates the daily management of activities and drives the overall strategic direction of the activity centre with the support of Council; and
- Enhanced property values and improved use, enjoyment and occupation of properties and overall business goodwill within the centre.

### **Actions**

**A13:** Should a business group form, Council will support the formation and facilitate the ongoing conversations between the group and Council to ensure the best advocacy back to Council is achieved.



the parking and transport network within the

existing column A rates, and the empirical rates

## 8. Parking Overlay development

The strategies identified in Section 7 identify the need to implement the Parking Overlay and schedule for the Pakenham AC into the Cardinia Planning Scheme to reflect the current needs and future direction of the centre.

This section provides further information on the appropriate parking rates, cash-in-lieu contribution amounts, and appropriate design requirements for the Pakenham AC.

### 8.1 Car parking rates

A study by TraffixGroup in 2003 provided a recommendation for future parking rates within the Pakenham AC. These rates were considered to provide a reasonable empirical assessment of future demand across the activity centre.

Since this time, Clause 52.06 of the Cardinia Planning Scheme has been updated as part of a Victoria wide change, with new parking rates identified for a wide range of land uses. In addition, two types of rates were provided; Column A, the standard rate applicable to all zones (unless Column B applies) and Column B, a rate that can apply when the site is covered by a Parking Overlay and the schedule to the Parking Overlay specifies that the Column B rates apply.

The Column B parking rates are the Victorian Government's standard rates for activity centres. These rates are supported by rigorous analysis of

Land Use	Parking Rates			Measure
	2003	Column A	Column B	
Shop	4	4	3.5	100 sq.m of NFA
Supermarket	5.5	5	5	100 sq.m of NFA
Restricted Retail	2.5	3	2.5	100 sq.m of NFA
Office	3.5	3.5	3	100 sq.m of NFA
Library (place of Assembly)	20			facility
		0.3	0.3	patron
Restaurant/Cafe	0.4	0.4		seat
			3.5	100 sq.m of NFA
Take away premise (Food and Drink Premises)	0.4			Seat
	10	4	3.5	100 sq.m of NFA
Medical centre	4			Per practitioner
		5		For the 1st practitioner
			3	For every other practitioner
			3.5	100 sq.m of NFA

centres.

**Table 6. Comparison of Parking Generation Rates**

Table 6 compares the parking rates identified in 2003 with the current parking generation rates under Clause 52.06. This shows the parking rates are comparable across the different sources, with slight variations to the rates depending on the land use.

When considered in conjunction with the forecasted land use growth (as described in Section 5), use of the Column B for new development would provide less parking than what is currently provided for under both the

the specified Column B rates would ensure that there is not an oversupply of parking within the Pakenham AC, and encourage a higher utilisation of the publicly available parking spaces. While over time this will require additional public car parking to be provided within the centre, it allows future development to share the available public parking supply for short- and medium-term parking as what is currently offered.

Accordingly, it is recommended that Column B rates be applied for future development within the Pakenham AC.

identified in 2003.

A reduced parking rate in line with



## 8.2 Future financial contributions

A financial contribution scheme in-lieu of parking is a mechanism within the Schedule to the Parking Overlay where developments that cannot provide the required amount of car parking on-site can provide Council a payment in compensation for the shortfall in parking provision.

This allows parking to be more efficiently provided in shared locations, thereby consolidating parking supply within a mixed-use activity centre. The money raised through a cash-in-lieu scheme must be used by Council to develop and implement measures to address parking issues within the specified area.

Money can be used to fund:

- The increase of parking supply or availability of car parking through the construction of new carparks or the upgrade of existing car parks,
- Actions to reduce car parking demand, for example wayfinding, access improvements to public transport, cycling paths and lanes, and end-of-trip facilities.

This section outlines the general framework for a financial contribution to be included in a future Schedule to the Parking Overlay for the Pakenham AC, in line with the requirements identified in the Victorian Planning Provisions Practice Note 57: The Parking Overlay.

### 8.2.1

### **Application of the financial contribution scheme**

A financial contribution scheme will only apply to new developments, extensions to existing developments, and when a change of use occurs in an existing building. Where a property has a historical shortfall of parking, the cash-in-lieu scheme will only apply to the increase of extent of the land use.

The financial contribution scheme will apply to the number of parking spaces not provided on-site as specified in the relevant planning overlay.

Residential developments, and components of mixed-use developments will be exempt from the financial contribution scheme. Any reduction in the residential parking rate must be in line with the requirements of Clause 52.06 Car Parking.

A cash-in-lieu scheme may be applied to a parking shortfall for any non-residential component of a development, including restaurants, supermarkets, shops and offices.

Council may reserve the right to refuse a financial contribution and require developments to fully provide the minimum required on-site parking. Car parking provided by other car parking levies such as special charge schemes should be regarded as separate issues to a financial contribution scheme.

It is proposed that a financial contribution scheme apply to the Pakenham AC, as defined by the study area of the *Pakenham Parking Precinct Plan*.

### **Actions**

**A12:** Prepare a planning scheme amendment to implement the Parking Overlay and Schedule to the Parking Overlay into the Cardinia Planning Scheme in order to formalise a cash-in-lieu scheme.

### **8.2.2 Off-street parking improvements and initiatives**

Section 7 identified various locations where future car parks may be built. These may occur as standalone developments, or under a mixed-use outcome for a given site. These locations include:

- The existing Council owned James Street off-street car park; and
- The existing Council owned Drake Place off-street car park.

Further opportunities to reduce parking demand through the provision of sustainable transport infrastructure, including bicycle parking, pedestrian access improvements and electric vehicle charging points, have also been identified.

A plan displaying potential car park locations and other sustainable transport initiatives are presented in Figure 15.

### **8.2.3 Proposed financial contributions rate**

The Victorian Planning Provisions Practice Note 57: The Parking Overlay specifies Councils can only require a payment for car parking that reflects the cost of providing a car parking space. Based on the identified potential future car park locations, it is expected that any future car parks

will be developed as above ground multi-deck car parks.



Figure 15. Potential Infrastructure Improvement Projects within the Pakenham AC

As the proposed carpark locations are Council owned, there is considered to be no land-acquisition cost component. Accordingly, the cost of a car parking space will reflect construction costs only.

A recent review of constructed multi-deck car parks in Victoria indicates the construction of multi-deck car parking facilities can range in the order of \$17,250 to \$49,000 per car parking space, depending on the type of construction and the level of finish. The average construction cost of the projects reviewed is \$35,000 per parking space.

Given the quantum of public car parking required in the future to accommodate demand, it is expected a multi-storey facility will be required. The average construction cost of \$35,000 (excluding GST) per space is recommended for Pakenham.

It is acknowledged that public car parking provided within activity centres is often shared amongst a wide range of users, particularly in comparison to privately provided car parking. A review of financial contribution rates across metropolitan and regional activity centres (as shown in Table 7) indicates that the contribution in lieu of parking across all centres is significantly lower than the car park construction cost.

These lower contribution rates can be attributed to:

- An overall desire to encourage development within each activity centre;

- A desire to encourage the accommodation of visitor and customer parking in central locations;
- A recognition that public car parking within activity centres is utilised between a wide range of users; and
- Councils not requiring to construct one parking space for every space in which a contribution is made.

In consideration of the above, the proposed financial contribution is therefore \$12,000 (excluding GST) per car space for the Pakenham AC for decked car parking. This contribution represents 34.3% per cent of the estimated construction costs, in consideration of the shared use nature of public parking areas, and 0% of the estimated land acquisition costs (assuming the land remains in Council ownership).

It is proposed that the financial contribution rate will be adjusted on 1 July each year, commencing from 1 July 2017, by applying the Building Price Index for Melbourne as given in the Rawlinson's Australian Construction Handbook. If the index is unavailable, an equivalent index should be applied.

The amount and scale of new car parking facilities required means the construction of new car parking will need to be staged over a period of years. It is recommended that as a first priority, the 'at grade' James Street car park should be upgraded to include sealing, line marking, signage and an improved layout, prior to future development of decked parking.

**Table 7. Comparison of Cash-in-Lieu Payments across Metropolitan and Rural Activity Centres.**

Activity Centre	Contribution in Lieu of Parking	Year Implemented
Bendigo	\$10,561	2016
Werribee	\$12,500	2014
Torquay	\$13,828	2015
Traralgon	\$8,000	2016
Leongatha	\$4,800 - \$9,600	2014
Apollo Bay	\$13,000	2013
Benalla	\$6,431	2014
Frankston	\$19,500	*2017

*Note: The contribution rate for Frankston is currently being considered as part of Planning Scheme Amendment C111 and is not in operation.*

## 1.

## 9. Implementation

Implementation of the *Pakenham Parking Precinct Plan* into the *Cardinia Planning Scheme* is critical to ensuring its success.

The *Pakenham Parking Precinct Plan* will:

- be a Council adopted document used to assist in managing car parking in the Pakenham AC over a five-year timeframe.
- Provide a clear framework in relation to the provision of car parking in the Pakenham AC.
- Be reviewed every five years.
- Used to inform the *Pakenham Parking Precinct Action Plan* which is discussed in Section 10.

### 9.1 Guiding principles

The following guiding principles lay the foundation for this implementation plan:

- It has been informed by the *Pakenham Parking Precinct Plan*.
- It provides a strategic link to:
  - the management plan.
  - Council work plans and budget allocations.
  - Council seeking external funding direction.
  - Council's advocacy role.
- It is an accountability tool to ensure that the actions identified in the management plan are not shelved and forgotten.

Eleven actions are listed in the management plan which are summarised in Table 8 and identify the following:

- the allocated timeframe
- the responsible team
- how the delivery/outcome of the task will be measured.

#### 9.1.1 Timeframe

The timeframe for each action has been allocated in the following five categories:

8. Short term (0–5 years)
9. Medium term (5–10 years)
10. Ongoing (advocacy)

An action may have been placed in the short-term category for the following reasons:

- it already has allocated budget for the action to be undertaken
- other actions are dependent on the findings of this action
- it may not need significant funding
- it can be accommodated in current work plans and/or is already being undertaken within current work plans
- it is considered to be a 'quick win' project, whereby the work to undertake the task is minimal compared to the results/outcome of the findings.

#### 9.1.2 Responsible agency

Each action identifies the responsible agent that has a role in implementing the action.

#### 9.1.3 Resources

The resources required to enable the delivery of each action is identified within the

Implementation Plan. Resources include both financial as well as officer time.

The parking precinct plan identifies a number of actions/projects the delivery of which is Council's responsibility.

Such projects place additional strain on the existing Council budget. Therefore, Council needs to explore a range of other sources to assist in funding these projects.

A range of mechanisms will need to be explored which include (but are not limited to):

- Victorian Government funding sources
- Australian Government funding sources.

#### 9.1.4 Measure

Measures have been identified for each action to ensure they can be tracked and monitored, and more importantly to identify if an action has been delivered within the identified timeframe.

## 9.2 Monitoring and evaluation

Successful implementation is underpinned by effective monitoring, review and evaluation processes.

Council is responsible for the monitoring and evaluation of the actions identified within this implementation plan.

Targeted communications are proposed to ensure government departments, agencies, key stakeholders and the community as a whole will remain well-informed and engaged in the process.

Examples of targeted communications include (but are not limited to):

- major projects/tasks and milestones published via *Connect* (the Shire’s community publication) or via a media release
- Council’s website will be updated (when considered necessary) to advise the

community of the achievements and milestones for projects/tasks.

An open and transparent monitoring and evaluation process that allows the community, stakeholders and government agencies access to information about the progress of the management plan and increases Council’s credibility and accountability.

The parking plan (including the implementation plan) will be reviewed every five years. It is expected that the documents will be reviewed in the year 2023.

Action number	Action description	Action number	Action description
<b>Management of existing car parking</b>			
1.	Review the parking user priorities (identified in Table 5 years’ time as part of the review of the <i>Pakenham Parking Precinct Plan</i> .	5.	Through future cash in lieu contributions, upgrade Council owned James Street Car Park as Stage 1, ensuring that that any upgrade allows for the development of the site for commercial, at the ground floor, providing for decked car parking on top and on maintenance.
2.	Undertake a review of the short term parking restrictions on Main and John Streets and consider the need for variations to some parking spaces (reduced to very term parking - less than 1 hour).	6.	Through future cash in lieu contributions, upgrade Council owned Drake Place car park ongoing maintenance.
<b>Management of future car parking</b>			
3.	Raise community awareness of the importance of parking restrictions and why there is a need to regularly enforce these through a parking page on Councils website.	7.	Progress conceptual planning and design for the James Street and Drake Place car park sites and prepare cost estimates for financial contributions.
		8.	Develop a parking fund for future cash-in-lieu payments to be paid into to ensure an accurate record of payments made, assist with the administration of the fund and calculation of car parking credits and financial contributions.
4.	Review the need for paid parking in 5 years’ time as part of the review of the <i>Pakenham Parking Precinct Plan</i>		
		9.	Develop and implement a statutory mechanism through Planning Scheme Amendment to provide a cash-in-lieu scheme that provides for car parking and other sustainable transport initiatives.
		<b>Sustainable transport</b>	
		10.	Advocate to VicTrack and Public Transport Victoria to improve access between the southern Pakenham Railway Station car park to the station and the Pakenham Activity Centre.
		11.	Review the need for electrical bicycle charging points in 5 years’ time as part of the review of the <i>Pakenham Parking Precinct Plan</i> .
		<b>Information, education and engagement</b>	
		12.	Raise awareness about what parking is available and sustainable transport modes to business owners, staff and the community.



Action number	Action description	Timeframe	Responsible agency	Measure
	residents and visitors to the Pakenham AC through the development of parking fliers and a communications campaign both online and print media.		With the support of Infrastructure Services and Communications	
13.	Should a business group form, Council will support the formation and facilitate the ongoing conversations between the group and Council to ensure the best advocacy back to Council is achieved.	Ongoing	Economic Development	Ongoing support provided for any future local business group.



## **10. The Pakenham Parking Precinct Plan – Action Plan**

The Implementation Plan will inform the Action Plan.

The Action Plan will be an internal working document prepared for each financial year.

The Action Plan will be closely monitored and will assist in the preparation of Council submissions as well as Councils capital works program.

# **11. Abbreviations and glossary**

## **Abbreviations**

<b>AC</b>	Activity Centre
<b>NFA</b>	Net Floor Area
<b>PTV</b>	Public Transport Victoria
<b>SPPF</b>	State Planning Policy Framework
<b>UGB</b>	Urban Growth Boundary

## Glossary

### Activity centre

Areas that provide a focus for services, employment, housing, transport and social interaction. They range in size and intensity of use from smaller neighbourhood centres to major suburban centres and larger metropolitan centres.

(Source: Plan Melbourne 2017 - 2050)

### Cardinia Planning Scheme

A statutory document which sets out objectives, policies and provisions for the use, development and protection of land in the area to which it applies.

(Source: User Guide, Cardinia Planning Scheme)

### Car parking spaces

This is the default number of car parking spaces that an applicant provides without the need for a permit. These spaces can be provided on the site or as a financial contribution. Unless specified otherwise in the schedule, a permit is required to reduce the default number.

(Source: Moonee Valley Planning Scheme Amendment C132 Panel Report, page 4)

### Column A rates

Column A rates are the standard car parking rates specified in Column A of Table 1 in Clause 52.06 (Car parking) of the Victoria Planning Provisions and all planning schemes. The standard car parking rate applies to all zones except where the Column B rates apply.

(Source: Moonee Valley Planning Scheme Amendment C132 Panel Report, page 4)

### Column B rates

Column B rates are the standard car parking rates specified in Column B. They only apply when specified in a schedule to the Parking Overlay.

'Applying the Column B rates' means that the standard rates in Column B apply instead of the Column A rates. It allows the ability to reduce the number of car parking spaces through a planning permit process.

### Cash in lieu

A financial contribution made as a way of meeting car parking requirements. A Schedule to the Parking Overlay can be used to require financial contributions (or cash in lieu payments) in place of providing car parking spaces. Any requirement for a financial contribution needs to be justified and should address the core principles of need, nexus, accountability and equity in the strategic assessment of the proposal before it is introduced.

(Source: DPCD, The Parking Overlay, Practice Note 57, June 2012)

### Commuter parking



Long-stay parking provided for people transferring to another mode of transport to complete their journey.

**Financial contribution**

A financial contribution, previously known as a cash-in-lieu payment, is made in place of providing one or more of the obligated number of car park spaces.

(Source: Moonee Valley Planning Scheme Amendment C132 Panel Report, page 4)

**End of trip facilities**

Facilities provided at common destinations of bicycle trips, including showers, lockers to store clothing and cycling equipment, and convenient and secure bicycle parking.

**Fine grain**

Grain is a description of the relative size of the open space to built form and of the built form itself. It is closely related to the nature and extend of subdividing areas into smaller parcels or blocks.

Fine urban grain might constitute a network of small or detailed streetscapes with generally small lots.

(Source: adapted from Urban Design Protocol for Australian Cities Australian Government)

**Gazetted**

Non-government land that has an agreement in place for the enforcement of parking restrictions by Council.

**Local Bicycle network**

A network of local roads and paths that join activity centres and other key destinations.

**Long term parking**

Parking spaces set aside to cater for long-term visitors, traders and residents. Long-term parking restrictions are generally longer than 4 hours, or where there are no parking restrictions in place.

**Parking demand**

The percentage of legally parked vehicles in comparison to the total number of parking spaces available.

**Parking Overlay (PO)**

A parking overlay enables councils to respond to local car parking issues and can be used to outline local variations to the standard requirements in Clause 52.06 of the Planning Scheme. These variations can apply to the entire municipality or a smaller precinct. Local variations to Clause 52.06 can only be introduced using the Parking Overlay and accompanying schedule.

**Parking Precinct Plan**

A Parking Precinct Plan identifies parking rates to be provided for developments within a particular area. It also forms the strategic basis to the integration of the identified rates into the Planning Scheme as well as the financial contribution should the number of spaces required are not provided on site. Funds collected through this provision are allocated towards the construction of public car parking in the specified area.

**Parking supply**

The total number of parking spaces available.

**Parking user priorities**

A hierarchy of road users that guides the use of the allocation of parking spaces

**Periphery parking areas**

Parking areas that are on and off street that are located away from the main retail precinct.

**Plan Melbourne (2017-2050)**

A strategic planning document released in 2017 which outlines a vision for Melbourne's growth to the year 2050.

**Planning scheme amendment**

An amendment to the planning scheme involves changing the contents of the scheme, such as rezoning land or editing the written component of the document. This process requires approval from the Minister for Planning at a Victorian Government level (Source: User Guide, Cardinia Planning Scheme).

**Principle bicycle network**

A network of arterial and higher order bicycle routes designated by VicRoads.

**Public Transport Victoria (PTV)**

Public Transport Victoria (PTV) is a statutory authority that manages Victoria's train, tram and bus services.

**Reducing the number of car parking spaces**

This is where Council has approved a permit to reduce the number of car parking spaces that an applicant is obliged to provide. The reduced number of spaces can be provided on the site or as a financial contribution. The Parking Overlay enables a schedule to specify that a planning permit must not be granted to reduce the number of car parking spaces.

(Source: Moonee Valley Planning Scheme Amendment C132 Panel Report, page 4)

**Short term parking**

Parking spaces set aside to facilitate customers and visitors with stays under two hours.

**State Planning Policy Framework (SPPF)**

The purpose of the State Planning Policy Framework is to inform planning authorities and responsible authorities of the aspects of state planning which may need to be taken into account when planning and administering their area. The State Planning Policy Framework is dynamic and is built upon as the government develops and refines policy.

(Source: Clause 10 – Operation of the State Planning Policy Framework, Cardinia Planning Scheme)

**Sustainable transport**

Any form of transport that has a limited impact on the environment, and generally does not rely on non-renewal resources for energy. Such transport modes include walking, cycling, public transport, and alternative fuel or electric motor vehicles.

**Turnover**

The frequency of vehicles using a parking space, determined by the number of parked vehicles by the number of available parking spaces.

**Urban Growth Boundary (UGB)**

The Urban Growth Boundary (UGB) indicates the long-term limits of urban development and where non-urban values and land uses should prevail in metropolitan Melbourne.

**VicTrack**

VicTrack owns the majority of Victoria's rail infrastructure and land on behalf of the state. They also own a significant portion of the state's passenger trains and trams.

**Wayfinding**

Refers to information systems that guide people through a physical environment and enhance their understanding and experience of the space.

Wayfinding is particularly important in complex built environments such as urban centres, healthcare and campuses, and transportation facilities. As architectural environments become more complicated, people need visual cues such as maps, directions, and symbols to help guide them to their destinations. In these often high-stress environments, effective wayfinding systems contribute to a sense of well-being, safety, and security.

(Source: The Society for Experiential Graphic Design)







# APPENDIX 1

# APPENDIX 1 CAR PARKING SURVEY SUMMARY



Planning and Environment Act 1987

## CARDINIA PLANNING SCHEME

### AMENDMENT C244

#### EXPLANATORY REPORT

##### Who is the planning authority?

This amendment has been prepared by the Cardinia Shire Council, which is the planning authority for this amendment.

The Amendment has been made at the request of Cardinia Shire Council.

##### Land affected by the Amendment

The Amendment applies to land within the Pakenham Parking Precinct Plan area as shown below in Figure 1.

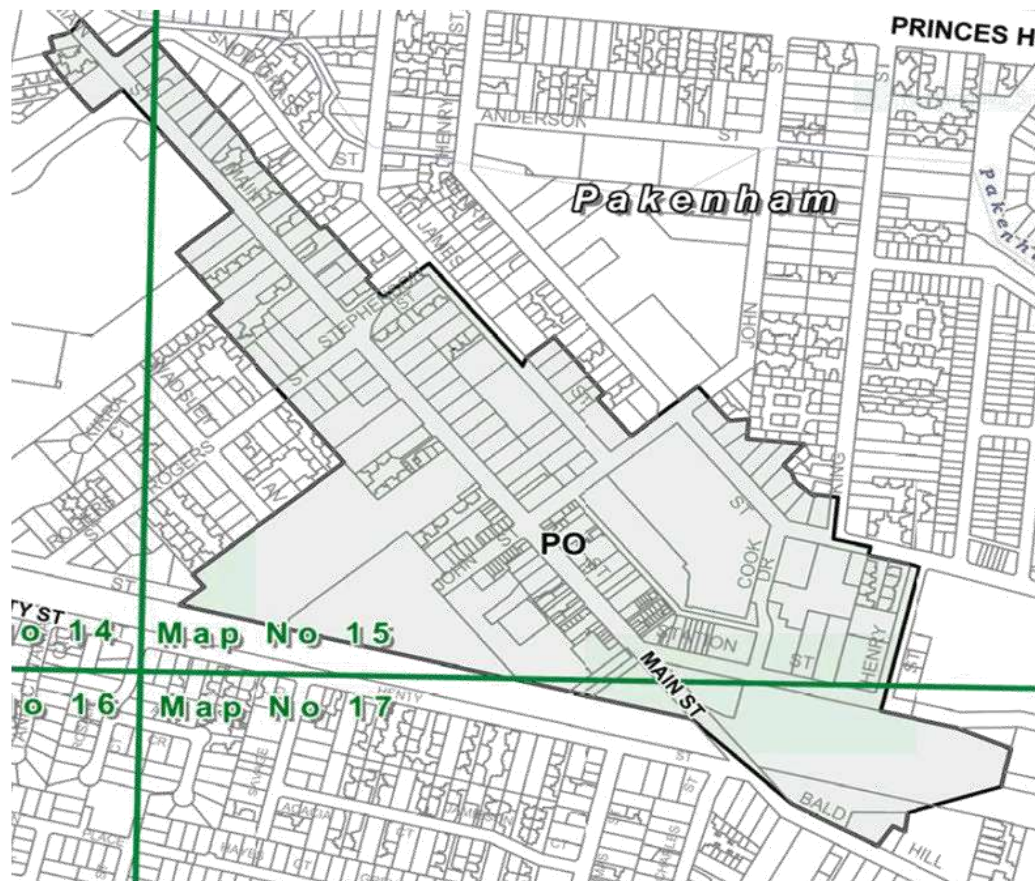


Figure 1: Parking Overlay Area

The area includes all properties on the western side of Main Street between the Railway line and 1A Main Street, except the properties at 13 Main Street. The area includes all properties on the eastern side of Main Street between Snodgrass Street and the railway reservation. The area includes all properties on the west side of James Street between Stephenson's Street and John Street. The area includes all properties on the northeast side of James Street from 44 James Street to the intersection with John Street.

The western boundary of the area runs as follows: West of the properties at 5 and 2 Rogers Street, affecting all properties at 1, 3, 5 2, 2A and 2B Rogers Street. North of the Pakenham Place Shopping Centre affecting all properties within that centre;

The southern boundary of the area runs as follows: Around the Pakenham Place Shopping Centre and along the northern boundary of the rail reservation running east until the intersection with Main Street/Bald Hill Road, along the southern boundary of the southern railway station carpark until its east boundary.

The eastern boundary of the area runs along the middle of Henry Street, turning west on Henry Street Place turning north along the centre of King Street to include all properties on the north side of Henry Street between King Street and John Street, then turning to run southwest along John Street and including properties on the northeast side of James Street up until the northern boundary of 44 James Street. The boundary then runs along the centre of James Street and the centre of Stephenson's Street.

A mapping reference table is attached at Attachment 1 to this Explanatory Report.

#### **What the amendment does**

The Amendment implements the key objectives of the *Pakenham Parking Precinct Plan (May 2018)* by applying the Parking Overlay to the Pakenham Activity Centre. The Parking Overlay will facilitate improved parking conditions and facilities by allowing the Responsible Authority to take a financial contribution when a permit is issued to allow a reduced rate of parking and use the financial contribution to improve existing parking facilities, provide new consolidated parking facilities and other measures which reduce the demand for car parking.

The Amendment:

- Introduces Clause 45.09 – Parking Overlay.
- Introduces Schedule 1 to the Parking Overlay.
- Applies Schedule 1 to the Parking Overlay to land located within the Pakenham Activity Centre
- Adds the Pakenham Parking Precinct Plan (May 2018) as a reference document at Clause 21.04-3, and within Schedule 1 of the Parking Overlay at Clause 45.09

#### **Strategic assessment of the Amendment**

##### **Why is the Amendment required?**

The Pakenham Activity Centre is located in close proximity to some of the designated growth areas of Melbourne and is expected to experience strong future growth as identified in the *Pakenham Structure Plan (May 2018)*.

In order to manage this growth, additional strategies and controls are needed to manage the impacts of expected new development, including addressing the forecast car parking implications.

This Amendment seeks to implement the objectives of the *Pakenham Parking Precinct Plan (May 2018)* and include it as a reference document in the Cardinia Planning Scheme. This will provide greater statutory guidance for car parking provisions and car parking infrastructure within and around the designated activity centre.

The proposed Schedule 1 to the Parking Overlay includes as a financial contribution scheme in lieu of parking waivers for provision of car parking which are below the standard rates. The financial contribution scheme proposes to use funds collected from parking waivers for the delivery of publicly-

accessible off-street car parking facilities and other measures which improve the current parking supply and access to the parking supply and reduce the demand for car parking.

These proposed Parking Overlay will assist Council to better manage the parking assessment process for new developments as well as to improve the parking infrastructure in and around the activity centre

#### **How does the Amendment implement the objectives of planning in Victoria?**

The Amendment implements the objectives of planning in Victoria pursuant to Section 4(1) of the *Planning and Environment Act 1987* by:

(a) Providing for the fair, orderly and sustainable development of land where environmental, social and economic effects are recognised. In particular, the amendment will:

- Give clear direction and provide a framework for making decisions in relation to car parking.
- Provide a clear emphasis on decreasing the reliance on the motor vehicle and promoting other modes of transport for activity centre users, including visitors, workers and residents.

(b) Through the application of the Parking Overlay the Amendment will:

- Improve traffic management, car parking facilities and pedestrian networks within and surrounding the centre.
- Improve access and circulation for pedestrians and cyclist in and around the Pakenham Activity Centre.

#### **How does the Amendment address any environmental, social and economic effects?**

The amendment will generate positive social, environmental and economic benefits by:

##### **Social**

- Facilitating and creating significant improvements to the access and provision of shared car parking facilities throughout the Pakenham Activity Centre.

##### **Economic**

- The Amendment will create clarity, certainty and guidance for planning proposals and associated parking provision within the activity centre. It will also provide a mechanism for Council to collect funds from parking shortfalls for future provisions.

##### **Environment**

- Allowing car parking to be provided on well-designed shared parking facilities, where it is not appropriate for the parking to be provided on site potential impact on buffers and threshold distances, and the likely effect on community amenity.

#### **Does the Amendment address relevant bushfire risk?**

The land is not subject to bushfire risk or a Bushfire Management Overlay (BMO) and therefore the amendment is unlikely to result in any significant increase to the risk to life, property, community, infrastructure or the natural environment from bushfire

#### **Does the Amendment comply with the requirements of any Minister's Direction applicable to the amendment?**

The Amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under Section 7(5) of the *Planning and Environment Act 1987*.

The Amendment is also consistent with Ministerial Direction 9 – Metropolitan Strategy and Ministerial Direction 11 – Strategic Assessment of Amendments.

#### **How does the Amendment support or implement the State Planning Policy Framework and any adopted State policy?**

The Amendment directly supports the following Clauses of the SPPF:

- Clause 11 (Settlement) by providing a framework to focus and control development in the Pakenham Activity Centre and making more efficient use of existing infrastructure, especially public transport provision.



- Clause 15 (Built Environment and Heritage) by encouraging improvements to the centre and high quality urban design for the centre's streetscapes incorporating an efficient and attractive environment for users of the activity centre. This will improve access and circulation for vehicles, pedestrians and cyclists in and around the centre.
- Clause 17 (Economic Development) by ensuring that the centre has opportunities for commercial and residential growth, and providing a framework for the location and management of that growth within the activity centre in relation to managing car parking demand.
- Clause 18 (Transport) by encouraging and facilitating development and growth within the activity centre which is integrated with easy access to the existing public transport system and ensures an adequate supply of car parking that is appropriately designed and located.

**How does the Amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?**

The amendment supports and implements the Local Planning Policy Framework by addressing the traffic and parking issues of the activity centre and implements the actions of the *Pakenham Activity Centre Structure Plan (May 2018)*

*The amendment supports and implements the objectives of Clause 21.04-3 (Activity Centres), by providing tools to assess applications for planning permits for the reduction of parking spaces within the Pakenham Activity Centre and providing a mechanism for collection of financial contributions to enable provision of adequate parking to cater for the future growth of the centre.*

**Does the Amendment make proper use of the Victoria Planning Provisions?**

The Parking Overlay at Clause 45.09 is the most appropriate tool to manage car parking within activity centres and for Council collect financial contributions for improvements to existing parking facilities, provide new consolidated parking facilities and other measures which reduce the demand for car parking.

This amendment complies with and implements the following VPP Practice Notes:

- PN22 *Using the Parking Provisions April 2013*
- PN57 *The Parking Overlay April 2013*
- AN25 *New Car Parking Provisions June 2012*

**How does the Amendment address the views of any relevant agency?**

Extensive community consultation was undertaken as part of the development of the draft *Pakenham Parking Precinct Plan (May 2018)*. The amendment will be referred to all relevant agencies and stakeholders as part of the formal exhibition process.

**Does the Amendment address relevant requirements of the Transport Integration Act 2010?**

The amendment complies with the relevant requirements of the *Transport Integration Act*, specifically Part 2, Division 2, 11 – Integration of transport and land use. The application of the Parking Overlay will allow for a financial contributions requirement for any parking reduction or waiver, which will assist Council to strategically plan for future parking provision and improve access and circulation around the activity centre by using the financial contributions on projects specified in the *Pakenham Activity Centre Structure Plan (March 2017)* and the *Pakenham Parking Precinct Plan (May 2018)*

**Resource and administrative costs**

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The Amendment has a positive impact on Council as the financial contributions made to offset the waiver and reduction of on-site car parking will be used to fund shared improvements to existing parking facilities, provide new consolidated parking facilities and other measures which reduce the demand for car parking within the Pakenham Activity Centre.

**Where you may inspect this Amendment**

The Amendment is available for public inspection, free of charge, during office hours at the following places:

Cardinia Shire Council

Civic Centre

20 Siding Avenue, Officer VIC 3089

The Amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at [www.delwp.vic.gov.au/public-inspection](http://www.delwp.vic.gov.au/public-inspection).

**Submissions**

Any person who may be affected by the Amendment may make a submission to the planning authority. Submissions about the Amendment must be received by 9 July 2018

A submission must be sent to:

[mail@cardinia.vic.gov.au](mailto:mail@cardinia.vic.gov.au) (please include Amendment C244 in the e-mail title)

or posted to:

Cardinia Shire Council

Amendment C220

Strategic and Economic Development

PO Box 7

PAKENHAM VIC 3810

**Panel hearing dates**

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this amendment:

- directions hearing: To be advised
- panel hearing: To be advised

## ATTACHMENT 1 - Mapping reference table

Location	Land /Area Affected	Mapping Reference
Pakenham Activity Centre	Land identified within the Pakenham Parking Precinct Plan	Cardinia C244 001POMap14 Exhibition Cardinia C244 001POMap15 Exhibition Cardinia C244 001POMap17 Exhibition

*Planning and Environment Act 1987***CARDINIA PLANNING SCHEME****AMENDMENT C244****INSTRUCTION SHEET**

The planning authority for this amendment is the Cardinia Shire Council.

The Cardinia Planning Scheme is amended as follows:

**Planning Scheme Maps**

The Planning Scheme Maps are amended by a total of three attached map sheets.

**Overlay Maps**

1. Insert new Planning Scheme Map No 14PO, 15PO, 17PO in the manner shown on the 3 attached maps marked Cardinia Planning Scheme, Amendment C244.

**Planning Scheme Ordinance**

The Planning Scheme Ordinance is amended as follows:

1. In Overlays – insert Clause 45.09 Parking Overlay and insert Schedule 1 in the form of the attached documents.
2. In Local Planning Policy Framework –Clause 21.04-3 add the Pakenham Parking Precinct Plan (May 2018) as a reference document.
3. Amend the table of contents to include Clause 45.09 Parking Overlay

End of document





## CARDINIA PLANNING SCHEME

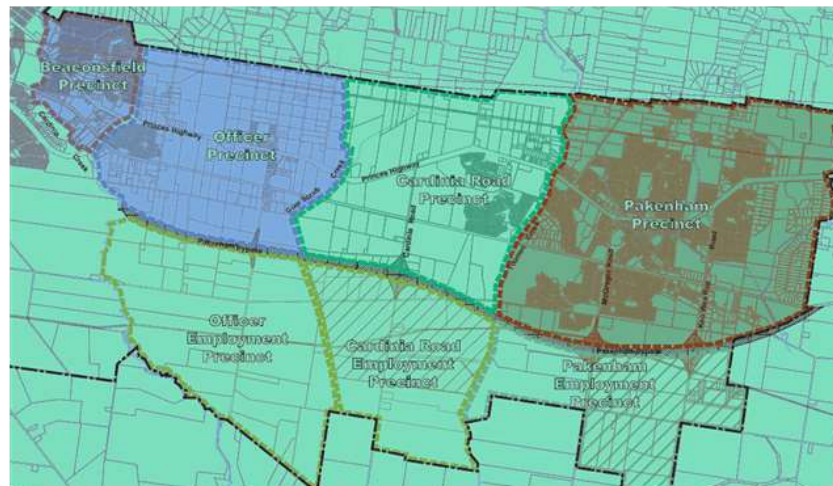
**21.04 ECONOMIC DEVELOPMENT**19/10/2017  
C211

This clause provides local content to support Clause 11 (Settlement) and Clause 14 (Natural Environment) and Clause 17 (Economic Development) of the State Planning Policy Framework.

**21.04-1 Employment**19/10/2017  
C211**Overview**

Economic development is critical to the overall wellbeing of the municipality, both in terms of providing employment opportunities for residents and in attracting business investment. The *Casey-Cardinia Growth Area Framework Plan* identifies a large employment corridor of approximately 2,500 hectares to the south of the Pakenham Bypass in Pakenham and Officer as well as activity centres to assist in providing opportunities for local employment for the growing resident population in the area.

The seven precincts that make up the Cardinia Urban Growth Area are shown in Figure 3 below.

**Figure 3: Cardinia Urban Growth Area****Key issues**

- Recognising the need to diversify, improve and develop employment opportunities and a strong employment base within the municipality to meet the demands of the growing population.
- Supporting the development and enhancement of economically sustainable businesses within the municipality including within rural townships.
- Staging and timing of the release of land for employment and providing for high quality urban design to encourage investment.
- Providing infrastructure to service future employment land.
- Improving access to employment areas by residents.
- Acknowledging the high level of commuting by residents for employment to areas outside the municipality.
- Improving provision and access to higher education and skills development for residents.



## CARDINIA PLANNING SCHEME

- Providing additional east-west linkages to connect employment precinct with Melbourne's south-east.

**Objective**

To develop diverse local employment opportunities to meet the needs of a growing residential population.

**Strategies****Employment opportunities**

- Assist in meeting local and regional employment needs in terms of the supply, type, quality and availability of employment land by facilitating appropriate development.
- Encourage development that provides a diverse mix of employment opportunities including for 'new economy' workers and people with business, professional and management skills.
- Encourage development that provides sufficient local jobs to meet the needs of the existing and future community.
- Retain and develop businesses in rural townships to ensure access to a range of commercial services is available to local residents and to provide for local employment.
- Provide the opportunity for people to work from home where the activity undertaken does not adversely impact on the amenity of the local area.

**Infrastructure**

- Provide appropriate and timely infrastructure including water, sewerage, drainage, and roads to support the development of employment land.
- Ensure a timely and adequate supply of serviceable land for business and industrial activities both within urban growth area and rural townships.
- Recognise the significant industrial and employment activity areas in Dandenong, Monash and Kingston as opportunities for employment and work with government agencies to improve transport access and connections to these major employment areas.
- Improve the telecommunication capacity within the municipality through broadband and fibre optic infrastructure.

**Skills and education**

- Advocate for access to education and training, especially for young people.
- Support the establishment of tertiary and vocational facilities with links to the local economy.

**Implementation**

The strategies in relation to employment will be implemented through the planning scheme by:

**Use of policy and exercise of discretion**

- When deciding on applications for use or development of land designated for employment, consider, as appropriate, the relevant Precinct Structure Plans and Activity Centre Structure Plans.
- When developing Precinct Structure Plans, Activity Centre Structure Plans and Township Strategies, considering the issue of employment and any relevant employment strategies.

## CARDINIA PLANNING SCHEME

**Application of zones and overlays**

- Including land in business, mixed use and industrial zones to facilitate appropriate development that will encourage employment within the municipality.

**Further strategic work**

- Developing precinct structure plans for the employment precincts south of the Pakenham Bypass with the priority being Pakenham and Cardinia Road Employment precincts.
- Considering developing a local policy for guiding development and land use in mixed use precincts.

**Reference documents**

Cardinia Employment Lands: Stage 1 Assessment Macroplan Australia Pty Ltd , 2007  
 Regional Economic Strategy for Melbourne's South East (2003 – 2030), 2003  
 Pakenham Structure Plan (March 2017)  
 Any listed in Clause 11(Settlement) of the State Planning Policy Framework

**21.04-2**

10/08/2017  
 C215

**Agriculture**

This section provides local content to support Clause 14.01 (Agriculture) of the State Planning Policy Framework.

**Overview**

The annual gross value of agricultural production from the Port Phillip and Western Port Region is estimated at around \$1 billion which is 15 per cent of Victoria's annual gross value of agricultural production. The average gross value of agricultural production per hectare from the Port Phillip and Western Port Region's farms is the highest of any catchment management region in Victoria and is around four times greater than the State average. The general distribution of land capability for agriculture in Cardinia Shire is shown in Figure 4.

The Koo Wee Rup Swamp area contains a peaty clay soil which is recognised as being of high quality agricultural land of State significance. This area now produces 90% of Australia's asparagus crop and approximately 50% of this production is exported annually (Casey-Cardinia Agricultural Audit).

The Gembrook area in the northern part of the municipality has also been a significant producer of potatoes historically. This area has been affected by dieldrin contamination and the Potato Cyst Nematode (PCN) which places restrictions on cattle grazing and potato distribution. The Gembrook Rural Review addressed this issue and has identified a number of actions to maintain agriculture as a viable activity in the area.

**Key issues**

- Maintaining and protecting high value of agricultural land within the municipality.
- Protecting productive agricultural land from incompatible uses and inappropriate development and subdivision, including non-soil based farming on lands with high soil quality.
- Accessing sustainable water supplies for agricultural activities.
- Implementing the four key areas for action towards achieving the longer-term outcomes desired for Gembrook including; attracting new industries, companies and lifestyle investors to the area; assisting potato growers to make decisions about their future; enhancing environmental and landscape values; and building local support.

## CARDINIA PLANNING SCHEME

- Recognising the impact of intensive farming on surrounding uses.
- Developing Green Wedge Management Plans to fulfil statutory, strategic, environmental, economic and social requirements.

**Objective**

To maintain agriculture as a strong and sustainable economic activity within the municipality.

**Strategies****Sustainability of agricultural land**

- Protect agricultural land, particularly areas of high quality soils, from the intrusion of urban uses, inappropriate development and fragmentation which would lead to a reduction in agricultural viability, the erosion of the right of farmers to farm land, and ultimately the loss of land from agricultural production.
- Recognise the growing demand for food, both domestically and internationally, and capitalise on opportunities to export fresh produce and processed food products.
- Encourage the establishment of value added industries to process local agricultural produce.
- Provide for the restructuring of lots in agricultural areas to reduce the impact of old and inappropriate subdivisions on the agricultural viability of the area.
- Ensure the use or development, including subdivision, of agricultural land takes into consideration land capability.
- Encourage the establishment of economically and environmentally sustainable farming practices.
- Encourage sustainable water supply to agricultural areas including the use of recycled water.

**Agricultural use**

- Discourage non-soil based uses (eg: poultry farms) being located on soils which are of high agricultural quality and, recognising the economic importance of such uses, encourage their location on land with a lesser soil quality.
- Encourage the establishment of alternative and innovative agricultural activities such as herb farming or small nurseries, particularly in areas where fragmented lot sizes limit opportunities for broadacre agricultural activities.

**Access**

- Ensure efficient transport access to agricultural areas by heavy vehicles with particular attention to road system improvements and the structural capacity of bridges.

**Amenity**

- Ensure that any agricultural development proposal is appropriately located in terms of buffer distances of surrounding uses.
- Provide for the establishment of intensive agricultural activities (eg: poultry farms and green houses) in a location and manner which minimises the impact on nearby residents and the environment.
- Encourage responsible land management to minimise environmental degradation by pest plants and animals.

**Implementation**

The strategies in relation to agriculture will be implemented through the planning scheme by:

## CARDINIA PLANNING SCHEME

**Use of policy and exercise of discretion**

- Request any application for agricultural development provide the following information as appropriate:
  - An assessment in relation to the buffer distances in the EPA publication *AQ 2/86 - Recommended Buffer Distances for Industrial Residual Air Emissions* and any relevant code of practice for the agricultural activity.
- When deciding on applications for use and development related to agriculture, considering, as appropriate:
  - The actions set out in the Casey and Cardinia Regional Agricultural Audit and Action Framework 2004.
  - The Land Capability Study for the Shire of Cardinia (1997).

**Application of zones and overlays**

- Applying a Special Use Zone to preserve the peaty clay soils of State significance in the Koo Wee Rup Swamp area for horticultural production by preventing the intrusion of urban and non soil based uses and the fragmentation of land.

**Further strategic work**

- Reviewing the planning framework for Gembrook to facilitate potential investment in more intensive agricultural enterprises.
- Reviewing the appropriateness of the Rural Conservation Zone within the municipality particularly land south of South Gippsland Highway.
- Preparing Green Wedge Management plans for the Northern Ranges Green Wedge and the Southern Ranges Green Wedge in conjunction with the relevant councils and government departments.

**Reference documents**

Cardinia Western Port Green Wedge Management Plan (May 2017)

Casey and Cardinia Regional Agricultural Audit and Action Framework 2004.

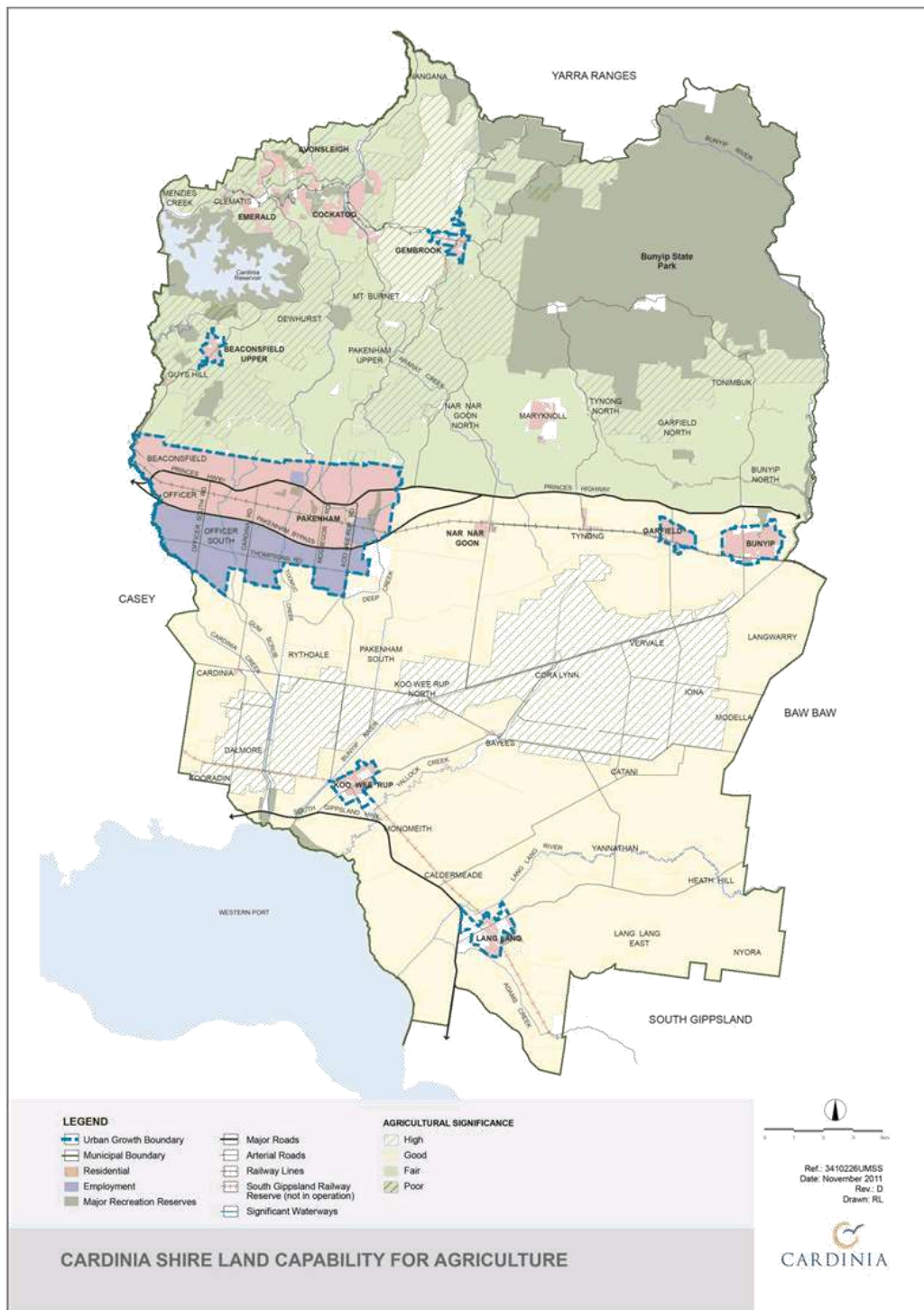
Gembrook Rural Review – Action Plan 2004.

A Land Capability Study for the Shire of Cardinia 1997

Any listed in Clause 14.01 (Agriculture) of the State Planning Policy Framework

CARDINIA PLANNING SCHEME

Figure 4: Land Capability for Agriculture





## CARDINIA PLANNING SCHEME

**21.04-3 Activity centres**

19/10/2017  
C214  
Proposed  
C244  
xx/xx/2018

This section provides local content to support Clause 11.01 (Activity Centres) and Clause 11.04 (Metropolitan Melbourne) of the State Planning Policy Framework.

**Overview**

Activity centres provide a range of retail, commercial, entertainment and community services activities integrated with housing in a location which is highly accessible by road, public transport, foot and bicycle. Activity Centres are a focus for community activity and interaction in a location with a strong sense of place and urban character.

Officer and Pakenham are designated Major Activity Centres within the urban growth boundary. Emerald in the north and Koo Wee Rup in the south of the municipality are larger townships with smaller centres dispersed throughout the municipality.

**Key issues**

- Facilitating the creation and expansion of activity centres proportionate with population growth within the municipality.
- Recognising and developing the existing and future retail hierarchy of activity centres in the growth area.
- Facilitating development of retail, commercial, community, residential and entertainment activities within activity centres, to meet the needs of the existing and future community.
- Ensuring appropriate links between activity centres and surrounding residential communities.
- Controlling the orderly expansion and management of the Pakenham Activity Centre.
- Managing the establishment of bulky goods retailing precincts.
- Developing and implementing urban design frameworks to facilitate high quality development within activity centres.

**Objective**

To establish a network of activity centres in the growth area creating opportunities for a range of activities including retail, commercial, community, residential and entertainment to meet the needs of the community.

**Strategies****Activity centres**

- Develop structure plans for urban precincts and activity centres within the growth area with a focus on retail, commercial, community, entertainment and residential activities.
- Facilitate the development of medium density housing (average of 20 dwellings per hectare) within activity centres and between surrounding residential areas.
- Encourage higher order retail at Pakenham and Officer Activity Centres supported by high quality pedestrian access, public transport and urban design.

**Design and location**

- Encourage development that enhances and complements the identity of the activity centres and facilitates improved urban design outcomes.
- Optimise the provision of adequate, integrated, accessible and functional car parking as an integral part of activity centres.
- Ensure the provision of safe and accessible pedestrian, cycle and local traffic links between the activity centres and the surrounding residential neighbourhoods.



## CARDINIA PLANNING SCHEME

- Encourage main street development as the standard form of retail development in activity centres.
- Encourage two story development along main streets of activity centres.

**Bulky goods**

- Facilitate the future establishment of associated commercial activities such as bulky goods retailing within the Pakenham Homemaker Precinct and facilitate its effective integration within the Lakeside activity centre.

**Neighbourhood centres**

- Ensure that the development of the proposed neighbourhood centre at Cardinia Road is integrated with the establishment of a new railway station.

**Implementation**

The strategies in relation to activity centres will be implemented through the planning scheme by:

**Use of policy and exercise of discretion**

- When deciding on applications for use or development within activity centres, considering, as appropriate:
  - Precinct Structure Plan.
  - Activity Centre Structure Plan
  - Urban Design Framework or urban design guideline.
  - Township Strategy.
- When developing Precinct Structure Plans, Activity Centre Structure Plans and Township Strategies, considering the role and function of activity centres.

**Application of zones and overlays**

- Applying a Commercial 1 Zone to encourage the intensive development of business centres for retailing and other complementary commercial, entertainment and community uses.
- Applying a Commercial 1 Zone to encourage the development of offices and associated commercial uses.
- Applying a Commercial 2 Zone to encourage the development of a mix of bulky goods retailing and manufacturing industry and their associated business services.
- Applying a Mixed Use Zone to designate activity centres with a mixed use function and community activity clusters.
- Applying Development Plan Overlays to areas of development to ensure appropriate development and design principles are employed.

**Future strategic work**

- Developing car parking precinct plans and a local schedule for car parking provision in activity centres
- Preparing Precinct Structure Plans for the urban growth area and Activity Centre Structure Plans or Urban Design Frameworks for existing and future activity centres.
- Investigating the possibility of establishing activity centres in the employment precincts to the south of Pakenham and Officer to provide employment related services and facilities.

**Reference documents**

Pakenham Structure Plan (April 2017)

Beaconsfield Structure Plan (December 2013 expires 31 March 2019)

## CARDINIA PLANNING SCHEME

Beaconsfield Structure Plan Background Paper (December 2013)  
 Woods Street North Urban Design Guidelines (May 2013)  
 Cardinia Urban Growth Area – Retail Review March 2007  
 Pakenham Town Centre Urban Design Framework 2004  
 Pakenham Homemaker Precinct Urban Design Framework 2004  
 Pakenham Rail Station Urban Design Framework 2005  
 Cockatoo Town Centre Urban Design Framework 2007  
 Any listed in Clause 11.01 (Activity Centres) and Clause 11.04 (Metropolitan Melbourne) of the State Planning Policy Framework.  
[Pakenham Parking Precinct Plan \(May 2018\)](#)

**21.04-4 Industry**

19/10/2017  
 C211

This section provides local content to support Clause 17.02 (Industry) of the State Planning Policy Framework.

**Overview**

The main industrial area within the municipality is established within Pakenham with smaller industrial precincts also located in Emerald, Maryknoll, Beaconsfield, Officer, Bunyip, Koo Wee Rup and Lang Lang. A number of existing industries add value to the process of agricultural production.

In the Casey-Cardinia Growth Area, 2,500 additional hectares have been set aside for employment uses, including industry and commerce. South East Industrial Business Park (located at the intersection of Bald Hill Road and Koo Wee Rup Road, Pakenham), will provide 167 hectares of industrial land to support more jobs to be created near Pakenham.

**Key issues**

- Enhancing the appearance and functionality of existing industrial areas and the design of future industrial development to create an attractive, functional and safe business environment.
- Providing for investment and development both for local businesses and larger industries.
- Facilitating the development of the Pakenham and Cardinia Road Employment Precincts.
- Facilitating linkages between industry and agricultural uses particularly in terms of transport networks.
- Locating future industry to ensure appropriate access from the transportation network.
- Recognising that future industry development will be increasingly linked to a range of knowledge-based services.

**Objective**

To develop manufacturing and service industries that provide services to local residents and businesses, support local employment and reflect a high standard of urban design.

**Strategies****Subdivision**

- Encourage a range of lot sizes to meet the needs of different users, including the encouragement of larger lots for major developments on main or arterial roads.

## CARDINIA PLANNING SCHEME

- Encourage subdivision that is consistent with relevant precinct structure plans and urban design frameworks.

**Use**

- Provide for limited retailing (restricted retail and trade supplies) in industrial areas along arterial roads provided the retailing activities do not conflict with nearby activity centres.
- Provide for office and research and development in association with industrial activities in appropriate locations.
- Encourage the establishment of industries which add value to local agricultural produce.
- Consider the establishment of rural industries in green wedges if they are directly related, or contribute, to agricultural production.
- Encourage the establishment of service industries in townships to meet the needs of local residents and to provide for local employment.
- Encourage appropriate industrial development within both the Pakenham and Cardinia Road Employment Precincts consistent with relevant structure plans.
- Encourage development that is consistent with relevant precinct structure plans and urban design frameworks.

**Design**

- Encourage a high standard of building design that contributes to the overall streetscape character to create an attractive working environment.
- Ensure developments provide a functional layout in terms of access, carparking and loading.
- Ensure that development adjacent to arterial roads provides active frontages to the road network.

**Infrastructure**

- Ensure appropriate vehicle, bicycle and pedestrian access and parking is provided within industrial developments.
- Ensure appropriate services are provided for industrial development.

**Implementation**

The strategies in relation to industry will be implemented through the planning scheme by:

**Use of policy and exercise of discretion**

- When deciding on applications for use and development in relation to industry, considering, as appropriate:
  - Any relevant Precinct Structure Plans.
  - Any relevant Activity Centre Structure Plans.
  - Any relevant Urban Design Frameworks and other urban design guidelines.
  - Best practice urban design principles where specific urban design guidelines are absent.
- When developing Precinct Structure Plans, Activity Centre Structure Plans and Township Strategies, considering the location and provision of industry.

**Application of zones and overlays**

- Applying the Industrial 1 Zone to land in close proximity to the proposed interchange of the Princes Freeway and Koo Wee Rup Road in Pakenham.
- Applying the Urban Growth Zone to undeveloped land identified for employment within the urban growth area.

## CARDINIA PLANNING SCHEME

- Specifying a minimum leasable floor area for restricted retail premises of 500 square metres in the Industrial 1 Zone.

**Future strategic work**

- Considering a local policy on Design Guidelines for Industrial Development or the application of a Design and Development Overlay to ensure appropriate development of existing and future industrial land.
- Preparing structure plans for both the Pakenham Employment Precinct and the Cardinia Road Employment Precinct.
- Reviewing the industrial zoned land in Officer south of the railway line.
- Considering the application of a Commercial 2 Zone along some arterial roads where there is industrial development.

**Reference documents**

Pakenham Structure Plan (March 2017)

Cardinia Employment Lands: Stage 1 Assessment Macropian Australia Pty Ltd March (2007)

Regional Economic Strategy for Melbourne's South East, 2003-2030 (2003)

Design Guidelines for Industrial Development (2002)

The Design Guidelines for Industrial Development (2000).

Any listed in clause 17.02 (Industry) of the State Planning Policy Framework

**21.04-5**

10/08/2017  
C215

**Tourism**

This section provides local content to support Clause 17.03 (Tourism) of the State Planning Policy Framework.

**Overview**

Tourism is defined as a multi-faceted industry which combines diverse activities including travel, leisure, recreation, entertainment, hospitality, business and conferences, and is supported by activities in a range of sectors including visitor attractions, visitor accommodation, retailing, transport and other services. Although Cardinia is not generally considered a tourist destination, the municipality offers opportunities for visitors to experience the area's boutique farm produce, arts and crafts, cultural and historic locations, and the natural environment.

**Key issues**

- Acknowledging that tourism is an important economic activity in the municipality.
- Recognising that Puffing Billy Tourist Railway is an asset of cultural, historic and economic significance and is a major attractor of tourists to the municipality.
- Protecting and enhancing the scenic and environmental values of the landscape in Cardinia, including the rural outlook from key tourist routes.
- Minimising the adverse impacts of development on the landscape and environment through appropriate scale and design.
- Linking with neighbouring tourism regions especially Yarra Ranges, South Gippsland and West Gippsland.
- Undertake a balanced approach between supporting new and growing businesses and protecting the Green Wedge environment and rural assets upon which the business is based.

## CARDINIA PLANNING SCHEME

**Objective**

To provide support for the maintenance and development of tourism related activities.

**Strategies****Assets**

- Support the Puffing Billy Tourist Railway and associated facilities as a tourist attraction of State significance.
- Ensure that the visual corridor along the railway is protected from inappropriate development.
- Protect areas of high scenic value and landscape quality, especially the rural outlook from key tourist routes.
- Support better linkages with both Dandenong Ranges and Gippsland tourism regions by establishing local tourism infrastructure and facilities to complement major regional attractions.

**Activities**

- Encourage the establishment of tourism activities in rural townships within the municipality through the establishment of activities including accommodation, restaurants, cafes, galleries, markets, and through undertaking streetscape improvements and upgrading public amenities.
- Develop Gembrook township as a major tourism destination based on a heritage theme and the scenic qualities of the area.
- Support the development of tourist accommodation within the municipality which does not adversely impact on the environment or affect the amenity of local residents.
- Ensure that tourism development is of a scale and design that is compatible with the locality and minimises adverse impacts on the environment.
- Recognise the importance of and opportunities for links between tourism and agriculture (eg: wineries, host farms and rural displays).
- Facilitate the development of complimentary facilities at golf courses including accommodation, conferencing and dining facilities where appropriate.
- Facilitate the development of recreational facilities and events that attract people into the municipality.

**Implementation**

The strategies in relation to tourism will be implemented through the planning scheme by:

**Use of policy and exercise of discretion**

- Using the Highway Development Policy (Clause 22.04) to guide development along highways, which are key tourism corridors.

**Application of zones and overlays**

- Including the Puffing Billy Railway land in a Public Use Zone to allow the operation of the railway as provided for under the Emerald Tourist Railway Act.
- Applying the Special Use Zone Schedule 2 (Recreation and Tourism) to areas to preserve and enhance the establishment of tourism and recreation facilities.
- Applying a Significant Landscape Overlay to protect the scenic corridor of the Puffing Billy Tourist Railway.
- Applying a Vegetation Protection Overlay, Significant Landscape Overlay and Environmental Significance Overlay to protect significant landscapes and areas of landscape quality generally.

## CARDINIA PLANNING SCHEME

**21.04-6 Extractive industry**10/08/2017  
C215

This section provides local content to support Clause 14.03 (Resource exploration and extraction) of the State Planning Policy Framework.

**Overview**

In Cardinia Shire, there are areas identified as extractive industry interest areas, which significantly overlap with areas of high environmental and landscape values. These areas contain significant stone resources, being hard rock which is extracted primarily from the hills north of the Princes Highway, and sand resources in the Lang Lang area. The Department of Primary Industries has identified extractive industry interest areas within the Cardinia Shire (shown in Figure 7).

**Key issues**

- Protecting resources from development that may impact on the extraction of these resources.
- Acknowledging the potential amenity impacts of extractive industry operations including noise, dust, transport and blast vibration.
- Recognising that Lang Lang - Grantville area is expected to become the major source of concrete sand for the Melbourne supply area over the next 10 to 20 years as resources in the Heatherton - Dingley area are exhausted.
- Providing for the extraction of resources and rehabilitation of sites in a manner which minimises the impact on the environmental, economic and social values of the area.
- Providing for the rehabilitation of sites consistent with the expected end use/s of the site including detail of the proposed rehabilitation works.
- Appreciating the transport requirements of extractive industry operations.

**Objective**

To recognise and protect significant sand and stone resources in the municipality and allow the extraction of these resources if it can be demonstrated that the extraction operation will not adversely impact on the environment or community.

**Strategies****Protection of resources**

- Protect sand and stone resources and existing extractive industry operations from inappropriate development which may impact on their viability.

Support potential future extractive industry, particularly in the north area of the Western Port Green Wedge.

**Amenity impacts**

- Ensure that developments mitigate potential impacts of extractive industry on surface water, ground water, biodiversity (Flora and Fauna), visual landscape, transport infrastructure, residents amenity (i.e. noise dust, transport blast vibration) and cultural heritage (notably Aboriginal Heritage).
- Ensure the provision of appropriate buffer distances from surrounding sensitive uses to ensure minimal conflict of uses and amenity impacts.

**Rehabilitation**

- Ensure that rehabilitation details (including progressive requirements) are included as an integral part of the extractive industry approval.
- Ensure that the proposed end use is compatible with adjacent land-use and development.

**Transport**



## CARDINIA PLANNING SCHEME

- Designate transport routes between extractive industry sites and the arterial road network, and require contributions towards the upgrading and maintenance of transport routes from extractive industry sites.

**Implementation**

The strategies in relation to extractive industry will be implemented through the planning scheme by:

**Use of policy and exercise of discretion**

- Using the local planning policy Clause 22.02 Sand Extraction in the Lang Lang to Grantville Region when assessing development and subdivision applications in this region.
- When deciding on applications for extractive industry or for any use or development which may impact on the future extraction of resources, considering, as appropriate:
  - The Environment Management Strategy (2004-2007).
  - The Regional Sand Extraction Strategy, Lang Lang to Grantville (1996).
  - The need to prepare an Environmental Effects Statement for extractive industry operations in areas of environmental significance to comprehensively assess the value of the resources, the environmental impact and the impact on the community.

**Further strategic work**

- Completing the planning and design of the Lang Lang Bypass for sand truck traffic.
- Preparing a strategy for the Lang Lang region to outline the preferred adaptive re-use of land once sand extraction has been completed.

**Reference documents**

Regional Sand Extraction Strategy, Lang Lang to Grantville (1996)

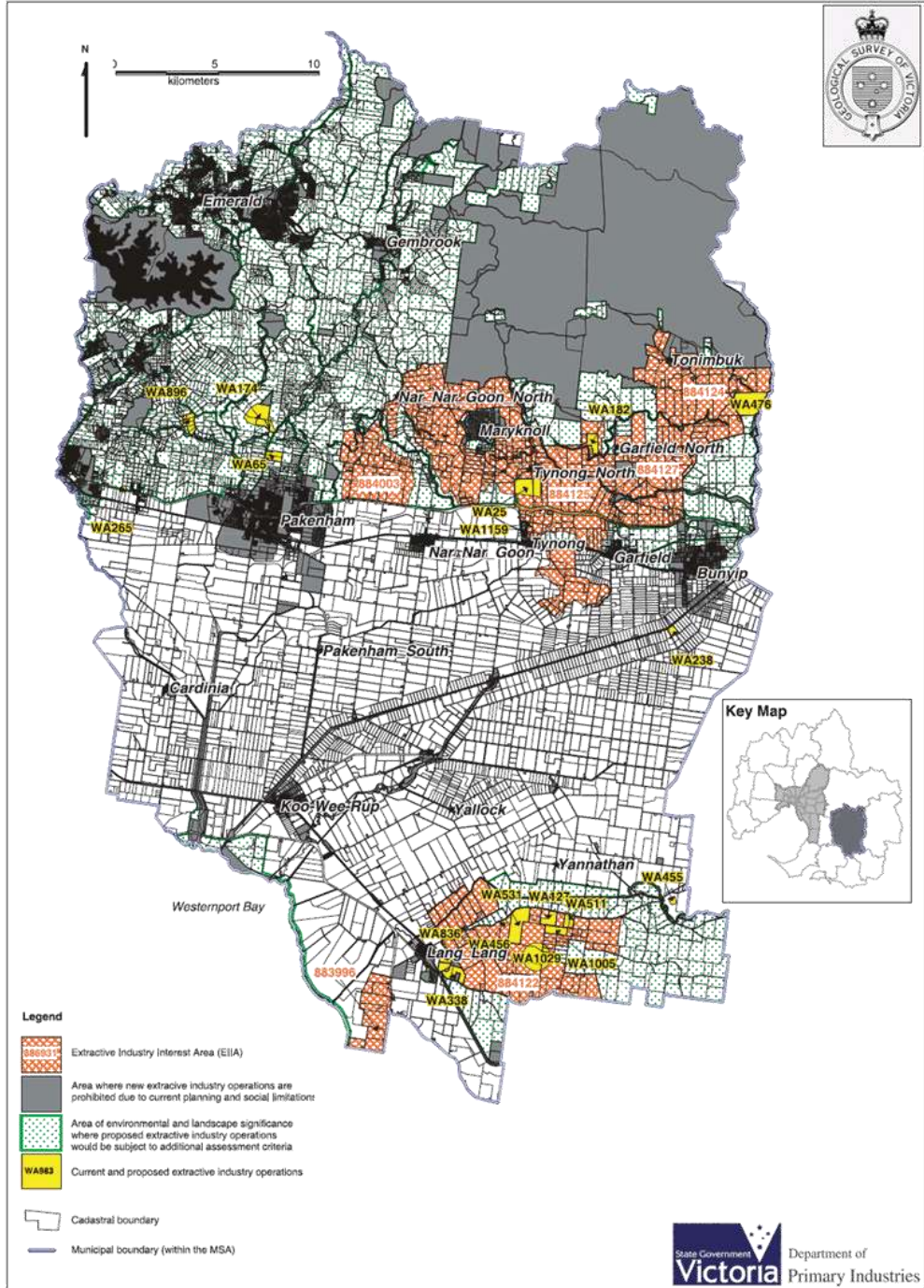
Environment Management Strategy (2004-2007)

Any listed in Clause 14.03 (Resource exploration and extraction) of the State Planning Policy Framework.

CARDINIA PLANNING SCHEME

Figure 7: Extractive Industry Interest Areas

(Source: Melbourne Supply Area - Extractive Industry Interest Areas Review, GSV Technical Record 2003/2, Figure 8)



**45.09 PARKING OVERLAY**25/05/2017  
VC133

Shown on the planning scheme map as **PO** with a number.

**Purpose**

To implement the State Planning Policy Framework and Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.

To facilitate an appropriate provision of car parking spaces in an area.

To identify areas and uses where local car parking rates apply.

To identify areas where financial contributions are to be made for the provision of shared car parking.

**45.09-1 Operation**19/04/2013  
VC95

This overlay operates in conjunction with Clause 52.06.

A schedule to this overlay may:

- Vary the requirements of Clause 52.06 as allowed by this overlay.
- Specify additional requirements to the requirements of Clause 52.06 as allowed by this overlay.
- Specify requirements for the provision of a financial contribution as a way of meeting the car parking requirements of Clause 52.06 or this overlay.

**45.09-2 Parking objectives**19/04/2013  
VC95

A schedule to this overlay must specify the parking objectives to be achieved for the area affected by the schedule.

**45.09-3 Permit requirement**25/05/2017  
VC133

A schedule to this overlay may specify that:

- The exemption from the requirement for a permit in Clause 52.06-3 does not apply. If the exemption does not apply, a permit is required for any of the matters set out in Clause 52.06-3.
- A permit must not be granted to reduce (including reduce to zero) the number of car parking spaces required under Clause 52.06-5 or this overlay.
- A permit must not be granted to provide some or all of the car parking spaces required under Clause 52.06-5 or this overlay on another site.
- A permit must not be granted to provide more than the maximum parking provision specified in a schedule to this overlay.
- A permit is not required under Clause 52.06-3.

**45.09-4 Number of car parking spaces required**19/04/2013  
VC95

A schedule to this overlay may:

- Vary the car parking rate and measure for any use listed in Table 1 of Clause 52.06-5.

- Specify the car parking requirements for any use of land not listed in Table 1 of Clause 52.06-5.
- Specify maximum and minimum car parking requirements for any use of land.
- For any use listed in Table 1 of Clause 52.06-5, apply Column B in the Table to that use.

#### **45.09-5 Application requirements and decision guidelines for permit applications**

25/05/2017  
VC133

Before deciding on an application under Clause 52.06-3, in addition to the relevant decision guidelines in Clause 52.06-7, the responsible authority must consider, as appropriate:

- The parking objectives of the relevant schedule to this overlay.
- Any application requirements and decision guidelines specified in a schedule to this overlay.

#### **45.09-6 Financial contribution requirement**

19/04/2013  
VC95

A schedule to this overlay may allow a responsible authority to collect a financial contribution in accordance with the schedule as a way of meeting the car parking requirements that apply under this overlay or Clause 52.06.

A schedule must specify:

- The area to which the provisions allowing the collection of financial contributions applies.
- The amount of the contribution that may be collected in lieu of each car parking space that is not provided, including any indexation of that amount.
- When any contribution must be paid.
- The purposes for which the responsible authority must use the funds collected under the schedule. Such purposes must be consistent with the objectives in section 4 of the Act.

#### **45.09-7 Requirements for a car parking plan**

25/05/2017  
VC133

A schedule to this overlay may specify additional matters that must be shown on plans prepared under Clause 52.06-8.

#### **45.09-8 Design standards for car parking**

25/05/2017  
VC133

A schedule to this overlay may specify:

- Additional design standards.
- Other requirements for the design and management of car parking.

Plans prepared in accordance with Clause 52.06-8 must meet any design standards and requirements specified in a schedule to this overlay.

#### **45.09-9 Decision guidelines for car parking plans**

25/05/2017  
VC133

Before deciding whether a plan prepared under Clause 52.06-8 is satisfactory, in addition to the decision guidelines in Clause 52.06-10, the responsible authority must consider, as appropriate, any other matter specified in a schedule to this overlay.

## CARDINIA PLANNING SCHEME

--/2018  
C244**SCHEDULE 1 TO CLAUSE 45.09 PARKING OVERLAY**Shown on the planning scheme map as **PO1****PAKENHAM ACTIVITY CENTRE****1.0 Parking objectives to be achieved**--/2018  
C244

- To manage car parking equitably and efficiently across the Pakenham Parking Precinct Plan Area (shown on the planning scheme map as **PO1**).
- To consolidate existing car parks to maximise the sharing of parking supply between different land uses.
- To encourage sustainable transport travel within and to the Pakenham Activity Centre.
- To provide for the collection of financial contributions to contribute to the construction of publicly-accessible off-street parking facilities within the Pakenham Parking Precinct Plan Area.
- To improve public car parking provision and sustainable transport infrastructure within the centre.
- To spread the cost of providing and upgrading infrastructure on an equitable basis.

**2.0 Permit requirement**--/2018  
C244

A permit may be granted to reduce the number of car parking spaces as specified for a particular use under Clause 3 of this schedule within the Pakenham Parking Precinct Plan Area, provided a financial contribution is made in accordance with Clause 5 of this schedule in lieu of the car park reduction.

**3.0 Number of car parking spaces required**--/2018  
C244

For all uses listed in Table 1 of Clause 52.06-5, the number of car parking spaces required for a use is calculated using the Rate in Column A of that Table.

**4.0 Application requirements and decision guidelines for permit applications**--/2018  
C244

The following application requirements apply to an application for a permit under Clause 45.09, in addition to those specified in Clause 45.09 and elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority

- Details, including plans, of the number of car parking spaces provided currently on the land and wholly within title boundaries.
- Details of the total maximum number of staff/patrons.
- Details of the gross and net floor area of the existing use.
- Details of the current hours of operation.
- Details of proposed hours of operation

**5.0 Financial contribution requirement**--/2018  
C244

The responsible authority may consider accepting a financial contribution in lieu of one or more car parking spaces being provided on-site for non-residential land uses.

A financial contribution is not required for residential land uses. The minimum required parking for these uses, as outlined under Clause 3 of this schedule, must be provided on site.

The financial contribution is \$12,000.00 (excluding GST) for each car space. The financial contribution is current as at 1 July 2018. The financial contribution for each car space

## CARDINIA PLANNING SCHEME

specified above will be adjusted by the responsible authority on 1 July each year in accordance with the relevant Building Price Index (Melbourne) in Rawlinson's Australian Construction Handbook. If that index is unavailable, an equivalent index will be applied by the responsible authority.

Prior to the commencement of any use or development of the land, all financial contributions must be paid in full, unless otherwise agreed in writing by the responsible authority.

All funds collected under a financial contribution scheme must be utilised on:

- Public parking projects within or adjacent to the Pakenham Parking Precinct Plan area as identified in Figure 3 of the Pakenham Parking Precinct Plan (May 2018); or
- Other initiatives outlined in Pakenham Activity Centre outlined in the Pakenham Parking Precinct Plan (May 2018).

**6.0 Requirements for a car parking plan**

--/2018  
C244

None specified.

**7.0 Design standards for car parking**

--/2018  
C244

None Specified

**8.0 Decision guidelines for car parking plans**

--/2018  
C244

None specified.

**9.0 Reference document**

--/2018  
C244

Pakenham Parking Precinct Plan (May 2018)