

# TORQUAY TOWN CENTRE PARKING PRECINCT PLAN



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# 1. Introduction

## 1.1 Purpose

- 1.1.1 This Parking Precinct Plan replaces the *Torquay Town Centre Parking Precinct Plan, October 2008*. It identifies Council's requirements for the provision of car parking in the Torquay Town Centre. It has been prepared for the purpose of incorporation into the Surf Coast Planning Scheme to support the adequate provision of car parking in the town centre, or ensure that a financial contribution is made for the number of spaces which are required but not provided on site. Council will apply the financial contribution towards the construction of public car parking in the town centre.
- 1.1.2 The purpose of this Parking Precinct Plan is to set out a clear and integrated framework to manage and facilitate the efficient provision of on-site and off-site car parking in the Torquay Town Centre.
- 1.1.3 This Parking Precinct Plan provides a basis to draft a Schedule to the Parking Overlay.
- 1.1.4 The strategic basis for this Parking Precinct Plan is contained in the *Torquay Town Centre Parking and Access Strategy 2011-16* (the Parking Strategy) adopted by Surf Coast Shire Council on 23 November 2011. The Parking Precinct Plan has been prepared having regard to the DSE Practice Note on Parking Precinct Plans (June 2002).

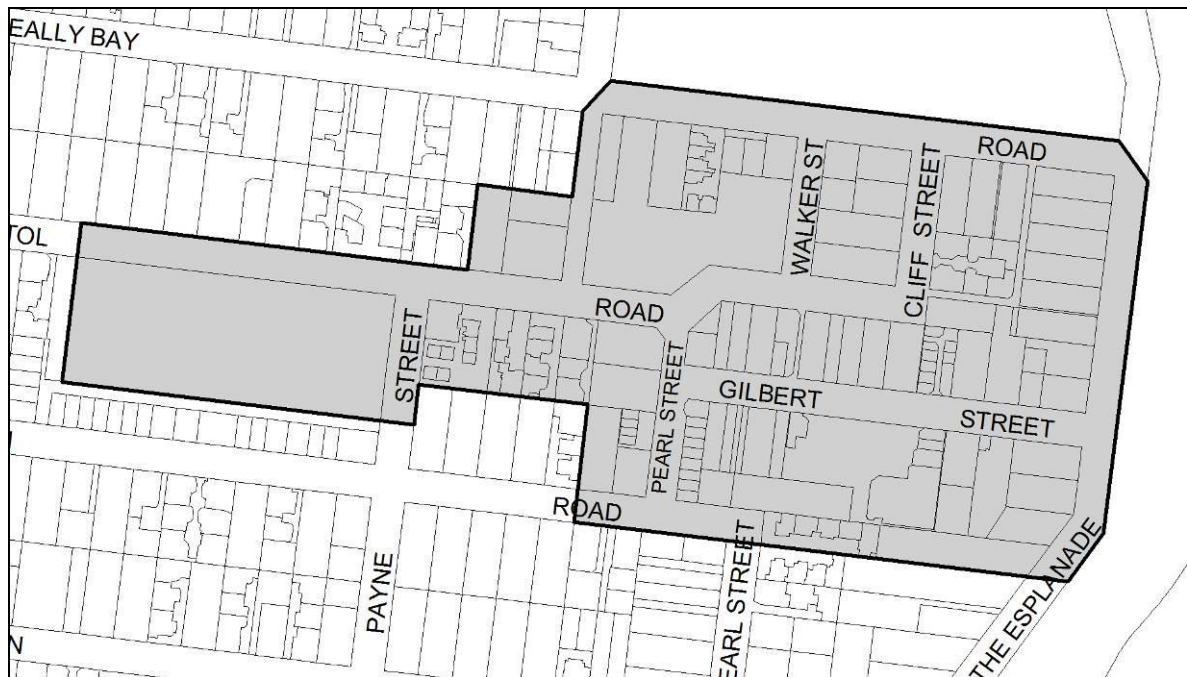
## 1.2 Parking Outcomes to be achieved

- 1.2.1 The overall objective of this Parking Precinct Plan is to ensure the appropriate and efficient provision of car parking spaces in the Torquay Town Centre.
- 1.2.2 The intended outcomes of this Parking Precinct Plan are:
- To ensure the future growth of the town centre is supported by an adequate supply of accessible car parking spaces, while promoting a safe, pleasant and vibrant town centre that is not dominated by parked cars and cars circulating in search of car parking spaces.
  - To maximise shared parking opportunities through the co-ordinated provision of parking on both private and public land within the town centre.
  - To retain the existing modest parking surplus in the town centre for future growth in visitor numbers, as well as for overflow parking demand in peak holiday periods.
  - To consider future parking needs based on a premise that applications for new development and/or change in use should provide parking spaces adequate to meet normal, rather than peak, seasonal demand periods.
  - To enable financial contributions to be sought for car parking spaces that are required in accordance with this Parking Precinct Plan but are not provided on-site.
  - To provide management strategies that maximise the availability of short term parking close to retail facilities, while catering for long term parking for staff within short walking distance.

## 1.3 Parking Precinct Plan Area

- 1.3.1 This Parking Precinct Plan applies to all land within the Torquay Town Centre as identified in Figure 1.

**Figure 1: Parking Precinct Plan area**



## 2. Assessment of Parking Supply and Demand

2.1.1 An assessment of parking supply and demand was conducted as part of the 2011 Parking Strategy. Analysis of the survey results revealed the following:

- Within the parking precinct plan area there are 1,054 car parking spaces, of which about 88% are free publicly accessible spaces located within road reserves and in off-street public or private car parks, while the remaining 12% are private spaces. A break down of the spaces is provided within the 2011 Strategy.
- 72% of the spaces are located in the core precinct (refer Strategy) which are subject to greatest demand and are operating close to or at capacity during peak periods, due to their proximity to the supermarkets and retail core.
- Of the 931 publicly accessible spaces available, 366 (39%) are located within the road reserve, whilst the balance of 565 (61%) are located in off-street car parks. There are approximately 100 informal spaces located on the north side of Zeally Bay Road adjoining Taylor Park. These spaces perform an important role in providing all-day parking and absorb some of the peak (summer) demand for both town centre and foreshore visitors.
- Car parking demand within publicly and privately accessible parking areas had peak occupancies of 86% in January 2010 (peak period) and 70% in May 2010 (off-peak period).

## 3. Parking Precinct Policy

### 3.1 Consolidated Parking

3.1.1 Where possible, the parking spaces required as a part of new development are to be consolidated into centralised public parking facilities. The Strategy aims to facilitate development and avoid public parking being fragmented into a large number of small, difficult to locate facilities. A

network of consolidated, well located and evenly distributed publicly accessible parking facilities is proposed to be established over time as development occurs.

- 3.1.2 The initiatives forming part of this Parking Precinct Plan to develop pools of shared publicly accessible parking on both public and private land are:

**Public parking to be provided by Council (utilising cash-in-lieu contributions):**

- i. The Esplanade: construction of angled parking on the east (foreshore) side between Zeally Bay Road and Gilbert Street.
- ii. Cliff Street: construction of 90 degree angled parking on the east side.
- iii. 7A and 7B Walker Street: purchase of land and construction of car spaces to be integrated with the Woolworths supermarket car park.

These construction works will be undertaken having regard to the following considerations:

- i. The amount of cash-in-lieu contributions received at any given time in relation to new commercial developments that enable the works to be funded.
- ii. Opportunity to construct works in conjunction with adjoining private development or other public works so as to reduce the overall cost to Council.
- iii. The timing of future sale of the sites to be purchased.

**Public parking to be provided by private development:**

Pools of shared publicly accessible parking are to be provided on private land to the rear of future commercial developments fronting The Esplanade, Zeally Bay Road and Cliff Street, with access from rear lanes.

While this parking is configured in a public parking nature to encourage sharing of parking between different users, this parking remains private.

- 3.1.3 There is a need to strike a balance between the seasonal fluctuations in demand for car parking and accommodating for peak off-season demand. The retention of the existing surplus of parking will help to ensure that such balance is maintained.

## 3.2 Car Parking Rates

- 3.2.1 The provision of car parking shall be in accordance with the car parking table at Clause 52.06-5 of the Surf Coast Planning Scheme.

## 3.3 Off-Site Parking Provision

- 3.3.1 Sometimes the best urban design outcome for the town centre may require that parking is not provided on-site, in which case Council will consider cash-in-lieu payments from landowners or developers in order to provide the required parking spaces elsewhere in the town centre.
- 3.3.2 Council may consider accepting cash-in-lieu contributions from developers or landowners where parking spaces required for a development are not provided on-site if the following criteria are met, to Council's satisfaction:
- i. The applicant demonstrates that the car parking requirement cannot be practically provided on site, whilst satisfying the objectives and design requirements of the Design and Development Overlay Schedule 6 (Clause 43.02 Surf Coast Planning Scheme) and the purpose and intended parking outcomes of this Parking Precinct Plan;
  - ii. The number of car spaces is too few to achieve on-site the objective of consolidating public car parking into large, well located, easily accessible facilities; and

- iii. The applicant agrees, under Section 173 of the Planning & Environment Act 1987, to the cash-in-lieu contribution being applied to facilitate the provision of public shared parking at any site in or adjacent to the Torquay Town Centre, as determined by Surf Coast Shire Council.

The cash-in-lieu rate has been determined at:

<b>Date applicable:</b>	<b>1 July 2012 to 30 June 2013</b>
<b>Contribution amount:</b>	<b>\$13,291 per car parking space</b>

- 3.3.3 The Contribution amount will be indexed annually to ensure that it properly reflects actual increases to the cost of parking construction (i.e. inflation), and changes in property values. For annual adjustments to capital works costs, the appropriate edition of *Rawlinsons Australian Construction Handbook* will be used. Changes to land value will be indexed having regard to annual valuations of the site(s) conducted on behalf of the Council.
- 3.3.4 The cash-in-lieu rate per car space specified above is less than the actual cost of providing public car parking. This is a deliberate action designed to achieve the consolidated parking outcomes of this Parking Precinct Plan and to help facilitate development.
- 3.3.5 It may be appropriate in some cases to consider acceptance of payment of cash-in-lieu contributions in instalments (e.g. over a period of five or ten years), however it will be important to consider:
  - i. The impact of a payment plan on the capacity for Council to fund the various car parking projects in the short term; and
  - ii. That if a payment plan is adopted, there should be agreement with the landowner/developer that it be indexed annually in a similar manner to the contribution amount applicable under this Parking Precinct Plan at any given time.

### 3.4 Parking Management

- 3.4.1 Short-term parking restrictions (up to 2 hours) will be applied to on-street and off-street parking spaces close to core retail destinations to encourage the turnover of parking spaces and increase short term parking opportunities in the most desirable locations. Long-term parking will be provided on the periphery of the town centre, providing all-day parking for town centre workers.
- 3.4.2 The effectiveness of parking restrictions will be regularly monitored to establish if any changes are required. A review of time restrictions along the north side of Zeally Bay Road will be initiated after completion of landscape treatments in and adjacent Taylor Park and all-day parking will be provided along Fischer Street in the longer term.
- 3.4.3 Parking time limits in all timed parking areas are to be enforced to maintain parking efficiency, particularly during peak periods to further improve parking compliance at times when parking demands are high and parking turnover is essential to ensure the appropriate functioning of the town centre. A sufficient number of parking enforcement officers is to be deployed by Council to ensure an acceptable level of enforcement.
- 3.4.4 Paid parking in the town centre is not to be introduced in the short term, as the introduction would negatively impact upon business and activity. In future, as the town centre grows and activity increases, paid parking may be reconsidered as a parking and vehicle use management tool, with exemptions for residents/ratepayers and funds to be allocated to town centre improvements.

### 3.5 Other Actions and Requirements

- 3.5.1 Commence negotiations with the Great Ocean Road Coast Committee (GORCC) and the Department of Sustainability and Environment (DSE) to widen the road reserve of The Esplanade between Zeally Bay Road and Gilbert Street to enable the construction of angled car parking on the east (foreshore) side.
- 3.5.2 Upgrade the informal parking area on the north side of Zeally Bay Road, undertake landscaping works to enhance the entries to Taylor Park and strengthen the visual and physical links between the park and the town centre.
- 3.5.3 Undertake a study to review the traffic management and urban design/streetscape recommendations of the *Torquay Town Centre Revitalisation Project – Jump Starting the Heart* report, including the proposal to change Gilbert Street to one-way traffic.
- 3.5.4 Periodically monitor the supply of and demand for taxi, loading, bus/coach and disabled parking as a mechanism to establish if any changes should be made.
- 3.5.5 In consultation with tour operators, investigate the potential to provide parking for buses/tour coaches on The Esplanade and identify appropriate locations for the parking of tourist vehicles (caravans, trailers, motor homes).
- 3.5.6 Prepare and implement a directional signage strategy to direct drivers to less utilised parking areas in the town centre.
- 3.5.7 Implement traffic management measures to improve access to the town centre and traffic circulation within the centre.
- 3.5.8 Promote opportunities for walking and cycling and the use of public transport as an alternate mode to access the town centre in order to reduce car dependency, greenhouse gas emissions, traffic congestion and demand for car parking.
- 3.5.9 In supporting future development and works in the town centre, apply the following guidelines:
  - Large at-grade car parks must incorporate shade trees at a ratio of at least one tree to every four car spaces and must provide for safe and convenient pedestrian links.
  - On-street parallel parking along main shopping streets should be broken up with pockets of landscaping provided every four car spaces.
  - Car parking areas, whether at-grade or contained within buildings, accessways and entries/exits should not visually dominate public spaces and should provide for a high level of pedestrian safety and amenity.
  - Car parking areas should be designed in accordance with Crime Prevention Through Environmental Design (CPTED) principles and achieve a safe and open feel with good sight lines and adequate lighting.
  - Loading docks and service areas of large retail premises such as supermarkets and discount department stores should not be visible from main streets and public spaces.
  - Servicing for small shops should be from dedicated on-street loading zones or, where available, a rear lane.
  - Ensure at-grade car parks do not separate the town centre physically from surrounding neighbourhoods or result in disjointed precincts within the town centre.

## 4. Implementation

4.1.1 This Parking Precinct Plan is to be implemented through the following measures:

- Introducing Schedule 2 to Clause 45.09 'Parking Overlay' into the Surf Coast Planning Scheme to include the policy directions of this Parking Precinct Plan.
- Including this Parking Precinct Plan as a reference document under Schedule 2 to Clause 45.09 'Parking Overlay'.
- Retaining a Public Acquisition Overlay (PAO) on land identified in the Parking Strategy as required for future public car parking.

4.1.2 In support of these statutory measures, Council will:

- At the appropriate time, purchase the land to which the PAO is applied and develop it for public parking.
- Administer the cash-in-lieu contributions scheme and keep accurate records of contributions.
- Review the operation of the scheme from time to time to ensure that the scheme is operating as intended.
- Monitor the parking supply and demand in the town centre every 3 to 5 years and review the Parking Strategy and Parking Precinct Plan to understand and plan for the constant changes that occur within the town centre.

4.1.3 The consolidated publicly accessible car parking facilities on private land indicated in the Strategy are to be developed over time as redevelopment of private land occurs.

## References

Surf Coast Shire, *Torquay Town Centre Parking and Access Strategy 2011-16*, November 2011

DSE, *Parking Precinct Plans*, VPP Practice Note, July 2002