**REF:** V162221

**DATE:** 15 July 2022

Salta Properties
Level 26, 35 Collins Street
MELBOURNE VIC 3000

**Attention: Richard Trevisan (Senior Development Manager)**

Dear Richard,

RE: VICTORIA GARDENS PRECINCT – REVISION TO SCHEDULE 1 TO THE COMPREHENSIVE DEVELOPMENT ZONE (CDZ) & ADDITION OF NEW CAR PARKING OVERLAY – TRANSPORT REVIEW

## Overview

Salta Properties ('Salta'), with Vicinity Centres (VCX), is seeking a revision of *Schedule 1 to the Comprehensive Development Zone* (CDZ1) ('Schedule') for the Victoria Gardens precinct. It is understood that the revisions to the CDZ1 will include (but are not limited to):

- The expansion of the CDZ1 zone to include land located on the northeast corner of the Burnley Street / Doonside Street intersection (currently Mixed Use Zone), as shown in Figure 1.
- The replacement of the previous Incorporated Document ('*Victoria Gardens – Building Envelope and Precinct Plan and Precinct 3 Plan – Warehouse Area'*) with a new Incorporated Document titled *'Victoria Gardens Comprehensive Development Plan 2022'*.
- The removal of the car parking rates from CDZ1 and the creation of a new Parking Overlay for the precinct which includes maximum car parking rates (replacing the current minimum car parking rates).
- The inclusion of other text changes and addition of discussion around Section 173 agreements.

In April 2021, GTA, now Stantec, was requested to undertake a review of the proposed revisions to the Schedule, including associated Incorporated Document, and the new Parking Overlay from a transport perspective and provide our views. In this context, this letter contains discussion regarding:

- The **background** on the current development and transport context
- The appropriateness of the transport directions contained with the **revised Schedule and Incorporated Document**
- The appropriateness of the **car parking controls** to be included in the new Parking Overlay.

This letter has been prepared having regard to the analysis and recommendations outlined in the 2018 transport discussion paper for the precinct entitled *Unlocking Victoria Gardens* (prepared by GTA, now Stantec, refer Attachment A). This paper was prepared with the benefit of extensive traffic modelling which identified the transport challenges for the precinct and the need to facilitate a 'new approach' which enables more positive transport outcomes as the precinct unfolds. This paper was prepared in consultation with Yarra City Council ('Council'), Transport for Victoria, PTV and VicRoads (now Department of Transport) and its findings were broadly accepted (refer Attachment B).

This letter is structured accordingly.

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Figure 1: Revised area for the Victoria Gardens Comprehensive Development Zone (CDZ1), with additional area (currently Mixed-Use Zone) outlined in yellow[1]

# Background

## Development Context

The Comprehensive Development Zone for Victoria Gardens ('current CDZ1') was first established in 1999, with minor revisions made thereafter.

Since that time, the area has undergone significant development, including a 50,000sqm shopping centre (inclusive of IKEA store) as well as office and residential development. A range of developments have been constructed, are under construction, permitted or are currently in planning on the periphery of the site, including several residential developments along Burnley and Victoria Streets.

Within the subject site, three developments have been permitted, but not yet constructed, comprising:

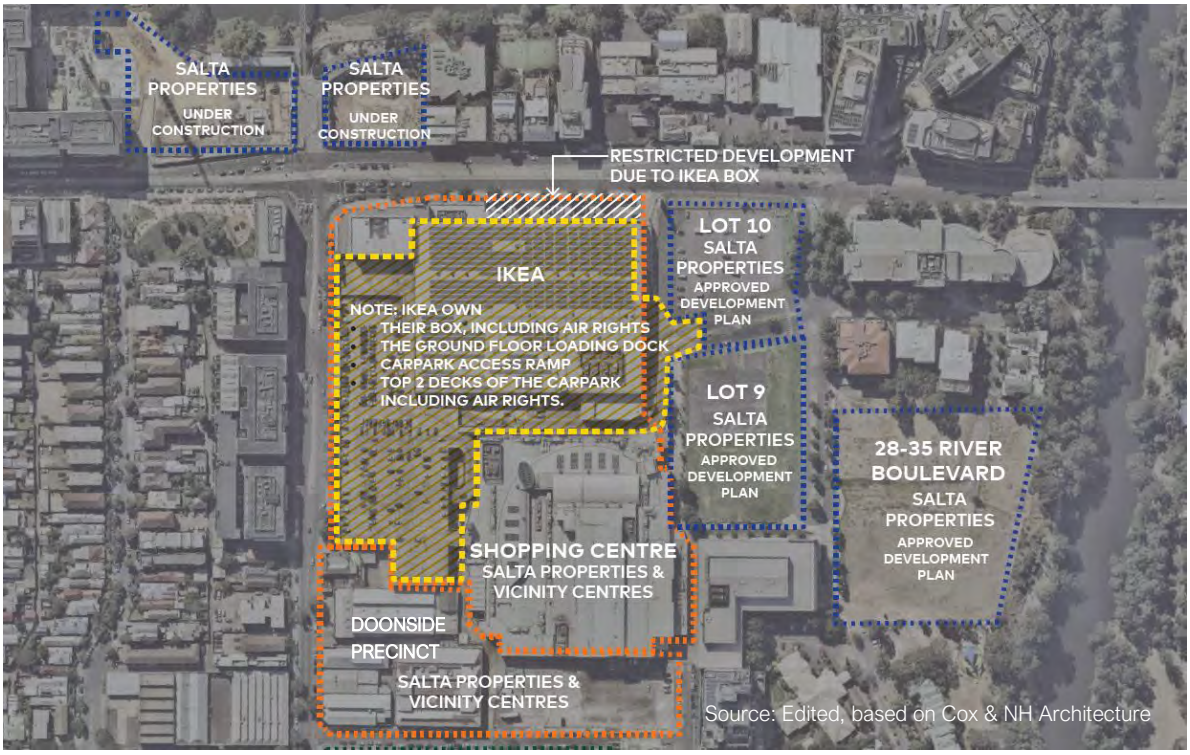
- 'Lot 9', located on River Boulevard, east of the existing Shopping Centre
- 'Lot 10', located on River Boulevard, east of the existing Shopping Centre, fronting Victoria Street.
- 28-35 River Boulevard, located between River Boulevard and the Yarra River.

Planning is also in progress for the 'Doonside Precinct' (at the south-west of the subject site). The current development status of land within the area is shown in Figure 2. The developments approved on the sites shown in Figure 2 have been supported by transport impact assessment reports prepared by GTA, now Stantec,[2] and other transport consultants.

It is noted that this letter does not seek to reproduce those assessments or the key findings, however, does provide some high-level commentary regarding the comparative traffic generation impacts of differing development yields on the sites listed above. This commentary is included for reference only as it is assumed that any changes to the approved developments on these sites, which may occur following the CDZ1 revisions, will be subject to separate approval processes.

[1] Draft Master Planning Strategy for Victoria Gardens
[2] These reports can be provided on request if required.

Figure 2: Current development status of sites within the CDZ1[1]




## Transport Context

Victoria Gardens is emerging as a genuine 'mixed-use' precinct, building on its inner-city locale, role as a major activity centre, existing connectivity to the tram network, cycle lanes and riverside trails, and ability to service a range of needs locally within walking distance (Walk Score of 93/100)[3].

However, as development continues and population growth occurs more broadly in Richmond and suburbs to the east, the abutting road network is becoming increasingly congested. This is exacerbated by:

- Physical constraints imposed by the Yarra River on the northern and eastern aspects. Given limited options to cross the Yarra River more broadly, Victoria Street (and Bridge Road to the south) do the heavy lifting in terms of east-west road connections.
- Local area treatments in adjacent neighbourhoods to the south and west which appropriately reduce speeds and through-traffic volumes in residential areas, but consequently concentrate traffic loads on key links, such as Victoria Street and Burnley Street.
- Ongoing growth under current transport planning policies which no longer reflect their context or modern transport planning aspirations, with high minimum car parking rates and limited mechanisms or incentives to enable more sustainable outcomes.
- Competing demands for road space - for example, Victoria Street west of Burnley Street is a designated 'Primary Route' Strategic Cycling Corridor but does not have commensurate facilities.

To set an alternative long-term transport strategy for the precinct, Salta commissioned a transport strategy for the precinct in 2018. This commission culminated in the preparation of the transport paper entitled *Unlocking Victoria Gardens*[4] (prepared by GTA, now Stantec, refer Attachment A).

[3] WalkScore for 20 River Boulevard, Richmond, as of 21 April 2020, link
[4] *Unlocking Victoria Gardens*, Stantec Australia on behalf of Salta Properties, 5 February 2018

This paper was prepared with the benefit of extensive traffic modelling which identified the transport challenges for the precinct and the need to facilitate a 'new approach' which enables more positive transport outcomes as the precinct unfolds. It was prepared in consultation with Yarra City Council ('Council'), Transport for Victoria, PTV and VicRoads (now DOT) and its findings were broadly accepted (refer Attachment B).

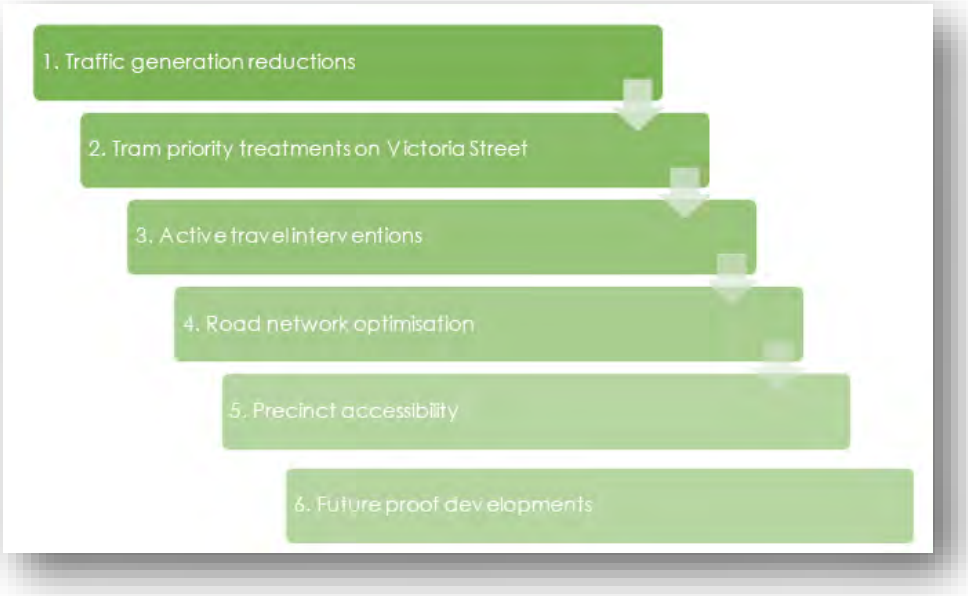
The traffic modelling undertaken for *Unlocking Victoria Gardens* confirmed that the adjacent road network is nearing capacity during the weekday morning, afternoon, and Saturday midday peaks. The congestion plots as sourced from the paper are shown below in Figure 3 and 4.

Figure 3: Simulated volume vs capacity (V/C ratio) - AM Peak (red = near capacity)[4]

Figure 4: Simulated volume vs capacity (V/C ratio) - PM Peak (red = near capacity) [4]

The paper identified six key 'interventions' to address the traffic congestion issues, unlock the potential of the Victoria Gardens precinct and achieve the planning objectives of CDZ1. The six interventions are outlined in Figure 5 below, noting that that first intervention (traffic generation reductions) included a recommendation to introduce maximum car parking rates for the precinct[5]. The benefit of introducing maximum car parking rates is outlined later in this report.

Figure 5: Six interventions identified within *Unlocking Victoria Gardens*[4]




[5] The approved Lot 9 & 10 development application adopted parking rates in accordance with the identified maximum car parking rates. Similarly, the proposed Doonside Precinct development proposes rates consistent with the identified maximum car parking rates.

## Revised Schedule and Incorporated Document

### Preamble

The Purpose of the revised Schedule is outlined as follows:

- *"To ensure that development on the site will be of a high standard of urban design, will complement and enhance the Yarra River environment, and* ***provide for greater public access, in particular for pedestrians and cyclists, to and along the Yarra River bank.***
- *To ensure that the combination of uses (office, retail, entertainment, residential, commercial and ancillary uses), their overall density and the scale, character and level of redevelopment are compatible with:*
  - *The nature of the surrounding uses.*
  - *The visible skyline as seen from and along the Yarra River and the River's general environs, and views along Victoria Street and Barkers Road.*
  - ***The capacity of the existing road system and any proposed modifications to accommodate any increase in traffic***
  - *The capacity of existing essential services and proposed modifications.*
- *To encourage the provision of active frontages to streetscapes and high quality interfaces with the public realm and internal pedestrian interfaces which improve pedestrian amenity and safety and enhance connectivity within and to surrounding development.*
- *To ensure new development does not unreasonably impact on the amenity of adjoining land as a result of overshadowing, wind, drainage or flooding."*

In my view, the key considerations of this Purpose relevant to traffic and transport are the provision of safe active travel connections to enhance connectivity to the surrounding area, and the traffic capacity of the existing road system to accommodate additional traffic generated by the development of the precinct. These two considerations are bolded above and discussed below:

### Network Traffic Capacity

I consider that the master planning that has been completed to support the revisions to the CDZ1, together with the proposed changes in the Schedule, will assist to ensure that the development of the site occurs in a manner which is compatible (as far as practicable) with the lack of road network traffic capacity.

In my view, this has been achieved via the following:

1. The proposed changes will help to facilitate mixed-use development on the site, which is aligned with the objectives of the 20-minute city. This can be expected to help maximise trip containment on the site and encourage more trips by walking and cycling.
2. The masterplan proposes no new points of vehicle access to the precinct car parks and instead seeks to maximise the efficiency of existing intersections. This is likely to include the signalisation of the Doonside Street / Burnley Street intersection in the future.
3. The proposed changes to the Schedule include the introduction of maximum car parking rates, as a proactive measure to reduce traffic generation and encourage use of active travel and public transport modes. The appropriateness of these rates is discussed later in this report.

Overall, I am satisfied that the new controls will help to achieve development outcomes on the site that help to minimise traffic impacts by reducing car parking provisions as far as commercially practicable and encouraging the use of public transport, walking and cycling.

## Pedestrian (and Cycling) Permeability & Connectivity

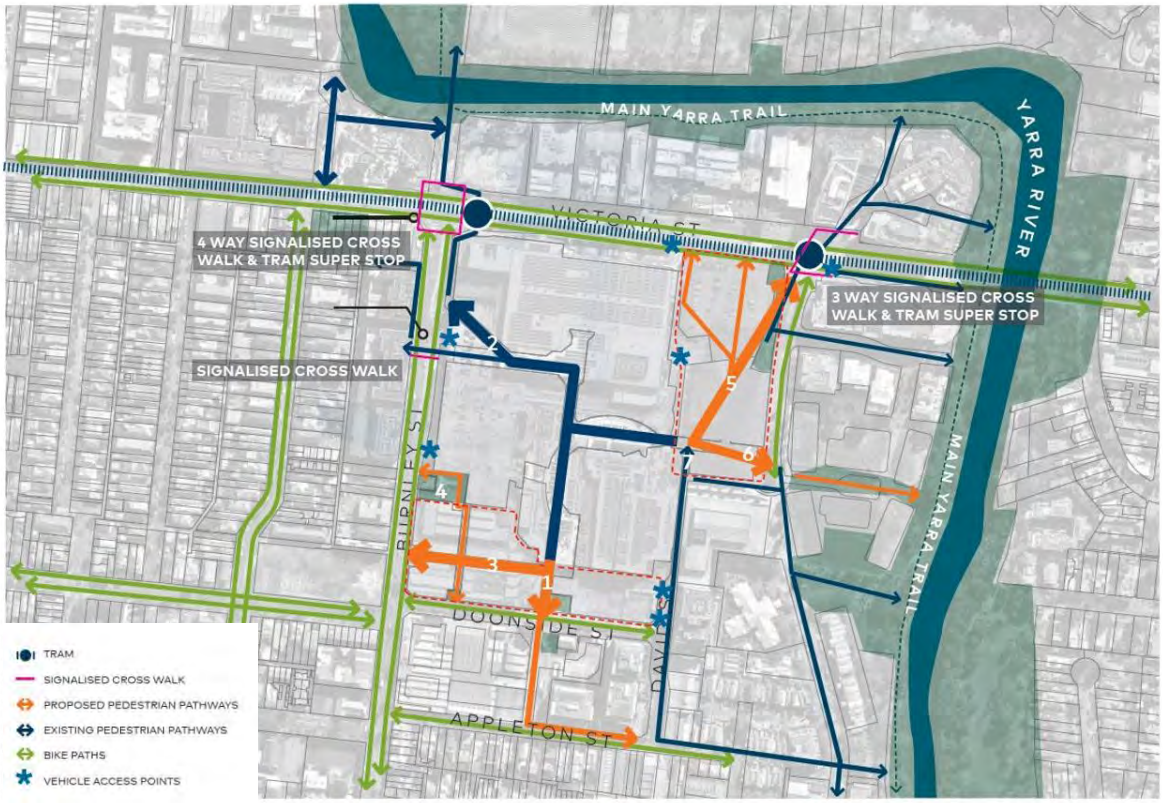
It is understood that a key driver for the revised CDZ1, which is also reflected in the updated masterplan that accompanies it, has been the enhancement of pedestrian connections through site, particularly – but not limited to – improved connections to/from the Yarra River trails through Lot 9.

For reference, Figure 5 has been sourced from the masterplan documentation to show the proposed pedestrian and cycling connections both to/from the surrounding area (including public transport stops) and through the site itself.

These connections include:

- New pedestrian entrance to/from Doonside Street/Appleton Street (Ref. 1)
- New pedestrian connection to/from Burnley Street at south of side (Ref. 3)
- New pedestrian connection to/from the tram stops at River Boulevard through Lots 9 and 10 (Ref. 5)
- New pedestrian connection to/from the Yarra River through Lot 9 (Ref. 6)
- Potential improvements along David Street to improve pedestrian access (Ref. 7)

Figure 6: Proposed new connections and permeability




The proposal to create new linkages through the site is consistent with planning policy for the site, including the *Victoria Street Structure Plan* (which proposes new north-south and east-west links through the site as 'desirable links' with 'pedestrian emphasis') and *Unlocking Victoria Gardens* which similarly recommends promotion of active travel links through the site to connect to external pathways.

Overall, I am satisfied that the new controls, together with the updated masterplan, will promote development that improves pedestrian amenity and safety, enhances connectivity within and to surrounding development and pathways (including the Yarra River) and provides greater public access through the site for pedestrians and cyclists.

## Car Parking Requirements

### Proposed Parking Rate Changes

The current car parking requirements specified in the CDZ were incorporated into the Yarra Planning Scheme in April 2009 and are now considerably out of date with current practice and the requirements for the site. The proposed revision to the CDZ seeks to remove the parking rates and move them to a standalone parking overlay. The new Parking Overlay will include three key changes to the way car parking is provided in the precinct compared to current arrangements:

- Changes to the rates of car parking provision for residential, office, shop (including restricted retail[6]), and food & drink land uses.
- Change from providing car parking on a 'minimum rate' basis to a 'maximum rate' basis for these land uses. The setting of maximum rates would allow car parking provisions below the rates without the need to apply for a planning permit.
- Deletion of rates for place of assembly and trade supplies land uses, which means statutory requirements for these land uses are per Table 1 (Column B) to Clause 52.06-5 of the Yarra Planning Scheme.

The proposed rates are outlined at *Section 18.0* of the revised Schedule and summarised in Table 1 below.

Table 1: Proposed changes to car parking rates

| Use | Current CDZ rate (minimum) | Proposed Parking Overlay rate (maximum) |
|---|---|---|
| **Existing Rates** | | |
| Residential | 1.5 spaces per dwelling | |
| Office | 2.5 spaces per 100sqm | |
| Shop (other than Restricted Retail) | 4.5 spaces per 100sqm | |
| Food & Drink Premises (other than Hotel, Tavern and Take Away food premises) | 0.3 spaces per seat | |
| Restricted Retail | 2 spaces per 100sqm | |
| Trade Supplies | 2 spaces per 100sqm | |
| Place of Assembly | 0.3 per seat or square metre available to the public | |
| **Proposed Rates** | | |
| Residential | | 1 space per dwelling |
| Office | | 2 spaces per 100sqm NFA |
| Shop (including Restricted Retail) | | 3 spaces per 100sqm NLA |
| Food & Drink Premises | | 3 spaces per 100sqm NLA |

[6] The inclusion of restricted retail within the proposed shop rate (i.e., a maximum of 3. 0 car spaces per 100sqm) has principally been adopted for simplicity to have one maximum retail rate applicable to all retail land uses. This is discussed later in this letter.

## Suitability of 'Maximum Rate' Basis

### Alignment with strategic objectives

The first intervention from *Unlocking Victoria Gardens* recommends managing locally generated vehicle trips by reducing car parking provision (including through the introduction of maximum car parking rates), increasing precinct parking opportunities, enabling a mix of land use to maximise trip localisation and containment, and promoting alternate transport modes.

The need for this vehicle generation reduction was based on extensive traffic modelling undertaken at the time (which was reviewed by VicRoads, now the Department of Transport) which showed that without changes from the current 'business-as-usual' approach to car parking provision, road network performance (including public transport services) will continue to deteriorate and compromise the future of the Victoria Gardens precinct and the surrounding major activity centre. Further discussion regarding this traffic modelling is contained within Attachment A.

Reductions to the availability of car parking is also consistent with the *Victoria Street Structure Plan*, which proposes to "provide or manage car-parking which meets essential needs in and around the centre, but also encourages use of alternatives to the car"[7], and strategic priority #4 (transition to zero emission transport) in the *Climate Emergency Plan* and general management of traffic and road safety per the *Council Plan 2017-21.*

Moreover, it is also consistent with several objectives within Council's *Strategic Transport Statement*, including:

- "STO 3: Advocate for increased performance of public transport across Melbourne and thereby reduce the number of car trips and through traffic by both Yarra and non-Yarra residents."
- "STO 5: Ensure Council's response to parking demand is based on Yarra's parking hierarchy and sustainable transport principles."[8]

More broadly, the revised CDZ1 is also consistent with *Plan Melbourne* directions to capitalise on existing transport infrastructure, improve local travel options and support uptake of walking and cycling[9], as well as other sustainable transport policies contained in the *State Planning Policy Framework (SPPF)* at Clause 18.

Overall, I am satisfied that the proposal to establish maximum car parking rates is appropriate as it will help to meaningfully reduce the traffic generation of the site (compared to a business-as-usual approach) and, in turn, reduce the growth in vehicle demand on the surrounding road network.

### Alignment with current practice

In recent times, the historically adopted 'predict-and-provide' approach to car parking provision has been steadily replaced by a range of travel demand management techniques which challenge historical travel behaviours and encourage mode change away from private motor vehicle use.

The implementation of maximum car parking rates is one such technique which enables developments to strike 'the right balance' between progressive transport outcomes and the commercial and user need for car parking. This technique is often considered to represent the "stick" to force mode share change, which is commonly adopted in parallel with softer "carrot" measures such as the provision of bicycle parking.

Maximum car parking rates have been proposed or introduced in a range of modern city-adjacent urban renewal precincts across Melbourne, including Fishermans Bend[10], Macaulay[11], West Melbourne[12], Arden[13] and Cremorne[14]. These areas have generally similar characteristics as Victoria Gardens as key inner-city activity precincts with

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[7] *Victoria Street Structure Plan*, City of Yarra, 20 April 2010, link
[8] *Strategic Transport Statement*, City of Yarra, 2006, link
[9] *Plan Melbourne 2017-2050,* Victorian Government, 2017, link
[10] *Schedule 1 to Clause 45.0 Parking Overlay – Fishermans Bend Urban Renewal Area,* 2018, link
[11] *Macaulay Draft Structure Plan Refresh,* City of Melbourne, 2020, link
[12] *West Melbourne Structure Plan 2018*, City of Melbourne, 2018, link
[13] *Draft Arden Structure Plan,* VPA, City of Melbourne and State Government, June 2020, link
[14] *Agenda of Council Meeting – 1 September 2020,* City of Yarra, p.41 onwards, link

availability of alternate transport (public transport, walking and cycling), proposed growth and densification, and constrained road network capacity. The parking rates for various precincts where maximum rates have been adopted (or proposed) are presented in Attachment C.

Notably (given the local context), Yarra City Council also recently supported the introduction of maximum car parking rates within the Cremorne Enterprise Precinct on the basis of (amongst others)[14]:

- Rapid rate of development and land use change
- Significant number of car trips, constrained road network and high levels of traffic congestion
- Extensive car parking detracting from built-form outcomes and streetscape appearance
- Excessive current rates in the Planning Scheme which are not reflective of local environs/accessibility

Overall, I am satisfied that the introduction of maximum car parking rates at Victoria Gardens is consistent with modern direction and practice commonly adopted across similar metropolitan area of Melbourne where a more proactive approach is necessary to balance commercial / user needs for car parking and the achievement of more sustainable transport outcomes.

### Ability to manage potentially adverse impacts

There are three key potential adverse impacts associated with introducing maximum car parking rates. These potential impacts, including the extent to which they can be managed at Victoria Gardens, are discussed in Table 2.

Table 2: Potential adverse impacts and management

| Potential impact | Management |
|---|---|
| Inadequate provision of car parking leads to detrimental outcome for land uses | Maximum car parking rates do not equate to 'no car parking'. There is likely to remain some level of commercial and user need for car parking and it is in the interests of the developers / owners / landlords to provide a level of car parking which meets the 'right balance' between this demand and improved transport outcomes. Maximum car parking rates provide this balance by enabling provision of a lower level of car parking where it is appropriate for the context 'as-of-right', whilst enabling higher rates of parking (if required) to be sought through the planning permit process. |
| Inadequate provision of car parking leads to spill-over on local residential streets / surrounds | As noted above, maximum car parking rates do not equate to 'no car parking' and it is likely that some level of car parking will continue to be provided in future developments to meet commercial and user needs. The natural constraints (including the Yarra River) applicable to the site, together with tight parking controls in surrounding areas, will also reduce the likelihood of parking impacts overflowing onto surrounding streets. |
| Reducing local traffic generation 'induces' a higher level of through traffic | Modelling indicates that the surrounding road network is already nearing or exceeding capacity. Proposed changes to car parking (and in turn, traffic generation) are intended to 'slow the growth' in demand, rather than provide additional capacity on the network. In any case, the *Unlocking Victoria Gardens* discussion paper proposes several options for reducing the impacts of through-traffic, including reallocating road space to promote active and public transport and introducing treatments and measures along Victoria Street. |

Overall, for the reasons outlined above, I am satisfied that the potential adverse impacts of the adoption of maximum car parking rates will not be a problem for Victoria Gardens or its surrounds. This view is based on the current parking controls, physical constraints, and good transport alternatives applicable to the site and its surrounds which will mitigate potential adverse impacts.

## Suitability of Proposed Rates

As outlined in the previous section, the strategic justification for reducing levels of car parking is supported by local and metropolitan objectives, as well as alleviating the impacts of growth on the surrounding road network.

However, this approach needs to be balanced with enabling a level of car parking to be provided which meets the likely commercial and user needs of the land use and preserves the accessibility, economic viability, and productivity of the precinct.

This section reviews the adequacy of the proposed rates to ensure they suitably meet this balance.

### Benchmark against car ownership

The Australian Bureau of Statistics Census of Population and Housing collects data on car ownership. At the 2016 Census, people living in Richmond (suburb) owned an average of 1.13 vehicles per dwelling.

This reflects a full mix of housing types, densities, and locations, noting that the site would likely fall under the higher-density end of the spectrum. For example, people living in a 'flat, unit or apartment in four or more storey block' in Richmond (suburb) owned an average of 0.93 vehicles per dwelling.[15] As an alternate metric, it is noted that 20.3% of dwellings in Richmond do not own a motor vehicle and 49.3% of households own one motor vehicle. Together, more than two thirds of dwellings in Richmond own one car or less.[16]

It is acknowledged that while there are a range of factors which can influence car ownership, the low rate of car ownership in Richmond, particularly amongst higher-density dwellings, provides confidence that providing car parking at a maximum rate of 1 space per dwelling is likely to be sufficient to meet needs. It is also again noted that a parking provision at a rate above this maximum will be able to be sought via a planning permit.

### Benchmarking against recent planning permit approvals / assessments

Four significant mixed-use developments in the immediate vicinity of Victoria Gardens have been recently proposed, approved or are in planning, with reduced provision of car parking compared to statutory requirements:

- 'Lots 9 & 10' development, located immediately east of the shopping centre west of River Boulevard. This application was approved.
- 'Harry the Hirer' site, located at 81-95 Burnley Street, Richmond & 26-34 Doonside Street, Richmond. This site was recently supported at a Panel Hearing, and it is understood that a development plan is soon to be lodged.
- 'Park House' development, bound by Walmer Street, Victoria Street, Flockhart Street, land immediately north of Shamrock Street and the Yarra River. This application was approved and rates incorporated into the Planning Scheme.
- 'Doonside Precinct', located on the north-east corner of Doonside Street and Burnley Street, in planning.

It is noted that the Planning Scheme amendment for the 'Harry the Hirer site' recently went to Planning Panel. The Panel report found that *"…independent traffic engineer experts for Council and the Proponent respectively, strongly supported a reduction in the rate of car parking for this site compared with the Planning Scheme rate…"*. The report also found that *"the acceptability of no visitor parking and lower rates of parking was principally founded on the basis of car ownership and ABS statistics, the location close to services and facilities, highly controlled parking restrictions in surrounding streets, the integrated network of public transport plus sustainability policies discouraging car dependence"*. The Panel accepted this consensus but did not comment on specific rates.[17]

The rates approved or proposed are outlined in Table 3 and compared with the CDZ1 rates in Figure 7.

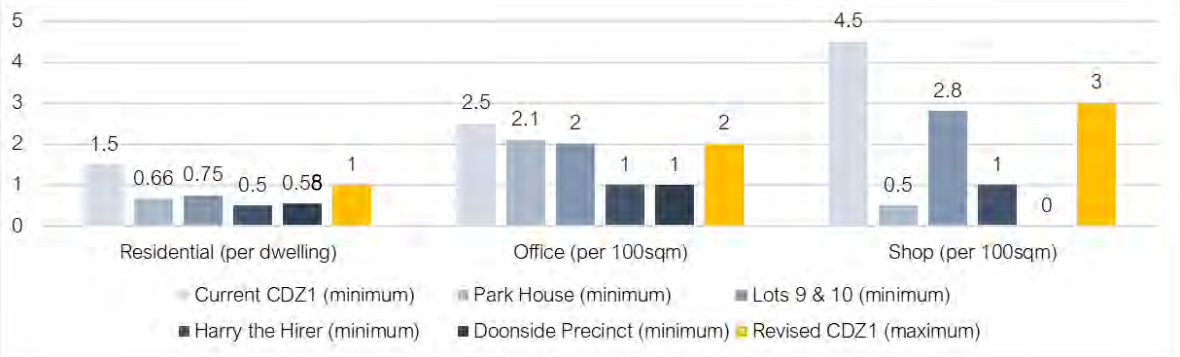
[15] GTA database, based on Australian Bureau of Statistics Census of Population and Housing 2016
[16] *2016 Census QuickStats – Richmond (Vic.),* Australian Bureau of Statistics, link
[17] *Yarra Planning Scheme Amendment C223yara Panel Report,* Planning Panels Victoria, 23 July 2020, p. 53-54, link

Table 3: Approved / proposed car parking rates for adjacent mixed-use developments

| Site | Residential | Office/Commercial | Shop/Retail |
|---|---|---|---|
| Approved rates | | | |
| **Lots 9 & 10**[18] | 0.75 spaces / dwelling | 2.0 spaces / 100sqm NFA | 2.8 spaces / 100sqm LFA |
| **Park House**[19] | 0.66 – 1.0 spaces / dwelling | 2.1 spaces per 100sqm NFA or 2.5 spaces per 100sqm NFA if less than 10,000sqm | 0.5 spaces per 100sqm LFA (shop) |
| **Harry the Hirer**[20] | 0.5 – 0.8 spaces / dwelling<br>No on-site visitor parking | 1.0 – 2.5 spaces per 100sqm LFA | 1 space per 100sqm LFA (staff) |
| Proposed rates | | | |
| **Doonside Precinct** | 0.577 spaces / dwelling<br>No on-site visitor parking | 1.0 space per 100sqm | 0 spaces per 100sqm NLA |

For reference, a comparison of the above rates to the current and proposed CDZ1 parking rates is presented in Figure 7. This figure shows that the proposed rates are consistent with the rates that have commonly been adopted and supported in the precinct.

Figure 7: Comparison of rates for adjacent mixed-use sites (showing lower bound where a range is given)




Overall, I am satisfied that the parking rates proposed under the revised controls are appropriate given they are consistent the rates approved or recommended for the adjacent sites. This comparison provides confidence that the maximums proposed are aligned with the likely upper demands of the land uses in the precinct.

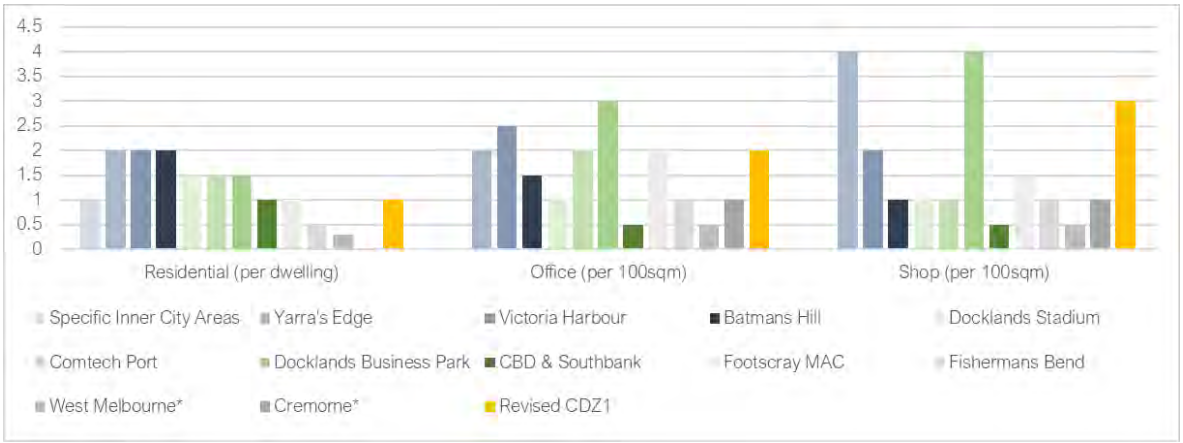
### Benchmarking against maximum car parking rates in other metropolitan Melbourne areas

As outlined earlier, maximum car parking rates have been adopted or pursued in a range of locales across Melbourne, including in the CBD and Southbank, city-fringe locations (such as North Melbourne, Carlton, Docklands and Fishermans Bend) and inner-urban areas (Footscray, West Melbourne* and Cremorne*).

[18] *Proposed Mixed Used Development, Lots 9 & 10 Victoria Gardens, Transport Impact Assessment* prepared by GTA, now Stantec dated 19 December 2017
[19] *Schedule 1 to the Priority Development Zone – Victoria Street East Precinct - Yarra Planning Scheme*, p. 7-8, link
[20] *Proposed Mixed Use Rezoning, 81-95 Burnley Street, Richmond & 26-34 Doonside Street, Richmond, Traffic Impact Assessment* prepared by Ratio, dated 19 December 2018, p.29 (residential), p. 30 (retail and commercial) – this development is now approved

A comparison of adopted and proposed rates for residential, office and shop land uses in these other areas, compared to the rates proposed in the revised CDZ1, is presented in Figure 8, broadly in chronological order of adoption. Further detail is provided in Attachment C.

Figure 8: Snapshot of maximum car parking rates (refer Attachment C), showing lower bound where a range is provided, or equivalent rates where a calculation is provided




* denotes proposed rates subject to Planning Scheme Amendment and Ministerial approval

This figure shows that the maximum car parking rates proposed under the revised CDZ1 fall somewhere within the 'middle of the range'. This (middle of the range) outcome is considered appropriate given that the other areas generally have a higher level of public transport accessibility than Victoria Gardens.

Overall, I am satisfied that the rates proposed are appropriate, noting that the proposed shop and food & drink rate of a maximum of 3.0 car spaces per 100sqm is also consistent with empirical data for the existing Victoria Gardens shopping centre which contains a mixture of retail floor area types i.e., shop, food & drink, restricted retail, etc.)[21].

### Benchmarking against Clause 52.06 Parking Rates (Column B Rates)

The adoption of a single car parking rate for all shop and food and drink premises land use classifications (i.e., up to 3 car spaces per 100sqm) also aligns with current practice in Clause 52.06 which includes the same parking rates for a variety of comparable and often interchangeable land uses in activity centres.

Specifically, it noted that the Column B rates in Table 1 to Clause 52.06-5 include the same parking rate (being 3.5 car spaces per 100sqm LFA) for the following land uses: Bar, Convenience Restaurant, Food & Drink Premises, Hotel, Medical Premises, Restaurant, and Shop.

In this context, the adoption of the proposed maximum rate of 3 car spaces per 100sqm for a variety of shop and food & drink land uses is considered appropriate. This includes specifying restricted retail within this maximum retail rate, which allows for lesser car parking provisions to be adopted in accordance with the travel demand management approach proposed for Victoria Gardens[22].

## Other Considerations (Lot 9 Traffic Impacts)

It is understood that the revisions to the Incorporated Document will also allow additional development height, which will in turn allow an increase in the development yield on Lot 9 (River Boulevard Precinct) compared to previously approved (any such development revision will be subject to a separate planning permit approval).

[21] Surveys undertaken over three different weekends in 2019 recorded an average car retail parking rate of 3.05 car spaces per 100sqm.
[22] As outlined earlier, the inclusion of restricted retail within the proposed shop rate (i.e., a maximum of 3. 0 car spaces per 100sqm) has principally been adopted for simplicity to have one maximum retail rate applicable to all retail land uses.

Despite the potential development yield on this site (subject to Council approval), it is understood that the total car parking quantum previously approved on the site will not increase. Moreover, it is understood that the car parking for the revised site would continue to be provided in accordance with the maximum rates documented in this letter (i.e., 1 space / dwelling, 2 spaces / 100sqm office NFA, and 3 spaces / 100sqm shop and food & drink LFA).

In this context, I note:

1. The potential changes to development yield would effectively lower the rate of car parking provision compared to the approved scheme. This outcome would be consistent with the discussion above that recommends maximum car parking rates.
2. As there is no increase in total car parking quantum, the resultant traffic generation of the alternative development scheme would be similar or the same as the level that was previously approved. As such, the alternate development scheme would not be expected to have a greater traffic impact that was previously approved.

I hope the above is clear. Naturally, should you have any queries, please contact me.

Yours sincerely

GTA, NOW STANTEC

Tim De Young
Director

encl.

Attachment A – Unlocking Victoria Gardens
Attachment B – Council submission to Unlocking Victoria Gardens
Attachment C – Further detail regarding other maximum parking rates in Melbourne

# Attachment A -
# Unlocking Victoria Gardens

# UNLOCKING VICTORIA GARDENS

**Transport Discussion Paper**
**Client: Salta Properties Pty Ltd**
**Project ID: V128260**
**Issue: 05 February 2018**

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# IT'S TIME TO DISRUPT THE STATUS QUO. YESTERDAY'S THINKING WILL NOT CREATE THE TOMORROW VICTORIA GARDENS DESERVES.

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# 1. INTRODUCTION



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# 1.1
# CONTEXT

In 1999, the Victoria Gardens Comprehensive Development Zone was incorporated into the Yarra Planning Scheme (replacing the previously adopted Incorporated Document for Victoria Gardens Shopping Centre).

The Comprehensive Development Zone (CDZ1) applied to land generally bound by Victoria Street, Burnley Street, the Yarra River and Doonside Street (in part) in Richmond. The purpose of CDZ1 was multifaceted and included:

- "To encourage the comprehensive redevelopment of land on the south side of Victoria Street between Burnley Street and the Yarra River, City of Yarra.

- To ensure that development on the site will complement and enhance the Yarra River environment.

- To assist redevelopment as a mix of office, retail, entertainment, residential, commercial and ancillary uses.

- To ensure that the combination of uses, their overall density and the scale, character and level of redevelopment are compatible with:

    > The amenity of the surrounding area and the nature of the surrounding uses.

    > The visible skyline as seen from and along the Yarra River and the River's general environs, and views along Victoria Street and Barkers Road.

    > The capacity of the existing road system and any proposed modifications to accommodate any increase in traffic.

    > The capacity of existing essential services and proposed modifications.

- To ensure retailing in the zone is compatible with and serves the existing and future commercial, industrial and residential uses in the surrounding area.

- To provide greater public access, in particular for pedestrians and cyclists, to and along the Yarra River bank..."

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To ensure appropriate transport conditions were maintained, CDZ1 mandated the preparation of a "Transport Plan" to the satisfaction of the responsible authority (and VicRoads where applicable to existing public roads) before the start of any development approved within the affected land. The CDZ1 noted that the "Transport Plan" must show the following as appropriate:

- "Proposed traffic management and traffic control works considered necessary in adjoining and nearby roads when the development or any stage is completed.

- Means of vehicular ingress to and egress from the site.

- Means of internal circulation including details of internal access roads.

- The timing of the proposed traffic works relative to the staging of the development under the development plan.

- Public transport arrangements and access routes.

- Bicycle route arrangements and access routes."

Since the incorporation of CDZ1 (and subsequent minor revisions thereof), significant development has occurred within the affected land. This development has included the construction of a 50,000 sqm shopping centre inclusive of an IKEA store, as well as office and residential development. Furthermore, additional development on the affected land has been approved and is either in the process of construction or is pending construction commencement for various reasons. In addition, abutting residential development has also occurred, including (most notably) Hamton's "Haven" residential development at 679 Victoria Street.

In all cases, the planning permit applications for these developments has been supported by transport impact assessments (or "transport plans") that have assessed the anticipated future operation of the transport network under post development conditions. These assessments have largely been completed in a piecemeal manner, however, with no holistic assessment completed for the full development of the affected land (i.e. constructed, approved and future development) since the incorporation of CDZ1.



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# 1.2
# PURPOSE OF THIS REVIEW

Melbourne, its inner east and Victoria Gardens are growing at a rapid pace. Demands on Melbourne's transport system are intensifying and the task of managing that system is becoming increasingly complex. As a result, there is a clear and pressing need to undertake a holistic assessment of the way the transport system will operate around Victoria Gardens on that precinct's full development.

It is clear that the road system around Victoria Gardens is already highly congested. If this congestion is not tackled through a coordinated approach to developing and managing the transport system in this area, the objectives of CDZ1 are unlikely to be realised. Already, land use outcomes at Victoria Gardens are being constrained by the effects of transport congestion.

Victoria Gardens represents a prime opportunity to achieve a number of both State and Local Government's land use policies and objectives. The recent establishment of Transport for Victoria to plan, manage and coordinate Victoria's transport system means the time is right for this holistic transport assessment.

This report summarises the findings of this assessment and has been informed by extensive transport modelling undertaken using the mesoscopic Aimsun modelling package. This modelling has been completed in collaboration with various transport agencies. (We note a VicRoads approved Calibration and Validation Report was issued on 30 August 2017.) However, this is not a detailed modelling report. Rather, it identifies tangible interventions in relation both to transport and to land use (including planning controls) that can be implemented to unlock the potential of Victoria Gardens and best facilitate its full development.

The overall purpose of this report is to facilitate a "**new approach**" for Victoria Gardens, which challenges norms, encourages new opportunities and creates enhanced collaboration between all stakeholders. Our aim is that it be used by these stakeholders as a document to guide effective land use and transport system interventions, in turn enabling development of Victoria Gardens into an intensified, mixed use precinct. Importantly, the transport interventions considered are not solely limited to those a private sector developer (namely Salta Properties, for whom this report has been prepared) can deliver, but also calls for action by Transport for Victoria, Public Transport Victoria, VicRoads and Council.


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# 1.3
# CONSULTATION & REFERENCES

This report has been prepared in consultation with various transport stakeholders. This report also references modelling outputs that are not specifically contained within in full detail, but which can also be provided on request.  The stakeholders engaged in the process of preparing this report include:

- Transport for Victoria (TfV)
- Public Transport Victoria (PTV)
- VicRoads
- Yarra City Council ('Council')
- Salta Properties ('Salta')


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# 2. VICTORIA GARDENS IN 2018



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# 2.1
# DEVELOPMENT

The Victoria Gardens precinct is undergoing significant redevelopment with seven developments surrounding Victoria Gardens in various stages of planning and construction.  Details of the land use mix and indicative car parking provision are shown in the image over the page. It is noted the numbers on the figure denote the approximate number of car parks to be delivered.

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# 2.2
# PLANNING CONTROLS

### 2.2.1 VICTORIA STREET STRUCTURE PLAN

The Victoria Street Structure Plan established objectives and strategies for transport and land use to facilitate substantial change to the Victoria Gardens Precinct, as outlined below:

**Land Use Objectives**

- Develop a diversity of housing, concentration of office-based businesses and accessibility to shopping services.

- Warehouse conversions and redevelopment to mix of office and residential.

**Transport and Access Objectives**

- Improve the attractiveness and safety of cycling (particularly on Burnley Street) with an improved network of routes and facilities.

- Improve pedestrian accessibility with safer, easier and more direct routes.

- Improvements to public transport services, including:

  > Priority to tram services in Victoria Street.
  > Explore opportunities for a bus service in Burnley Street linking Victoria Street trams and Victoria Gardens to Burnley Station and other tram and train services.

- Improve local traffic accessibility and reduce through traffic (particularly on Burnley Street and the east of Victoria Street).

The Structure Plan specifically highlights the eastern precinct, which includes Victoria Gardens, as an area that will undergo substantial change, as shown in the figure at right.

Areas of Change, Victoria Street Structure Plan

Whilst the land use growth, and change projected in the Structure Plan is occurring, the transport network interventions necessary to achieve the Transport and Access objectives are yet to be realised.

The main departures from the Structure Plan include:

- Differing planning controls north and south of Victoria Street generating differing outcomes.

- The transport and access objectives do not appear to have been met, including:

  > no priority for tram services on Victoria Street
  > no bus services or safe cycling facilities on Burnley Street
  > no clear attempts to reduce through traffic



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### 2.2.2 COMPREHENSIVE DEVELOPMENT ZONE

As outlined in Section 1.1, the Comprehensive Development Zone (CDZ1) was established in 1999 to encourage the comprehensive redevelopment of the wider Victoria Gardens precinct. Whilst CDZ1 has been revised since its incorporation in 1999, the planning controls underpinning CDZ1 do not appear to support the overarching strategic objectives established in the Victoria Street Structure Plan or state policies, such as Plan Melbourne. Several examples of conflicts or limitations are outlined below:

- The car parking rates in the CDZ1 are set with the following high minimums. Further commentary on this is outlined later in this section:

    > Dwellings @ 1.5 / dwelling
    > Office @ 2.5 / 100sqm
    > Retail @ 4.5 / 100sqm

- There are no minimum rates set for bike parking or clear incentives to provide sufficient end of trip facilities.

- There is no guidance provided regarding how transport prioritisation (and trade-offs) will be achieved.

- There are no dispensation mechanisms to support car parking below minimums, such as:

    > Travel Plans and Green Plans (with supporting monitoring programs)
    > Contributions to active travel (EoT facilities and relevant surrounding infrastructure)
    > Shared parking opportunities between land uses (i.e. supporting mixed use)

- There is no Infrastructure Contribution Plan to fund necessary transport interventions.
- There is policy inconsistency between surrounding areas creating loop holes.
- There is a lack of incentives to develop the diversity of land uses.

**Car parking requirements in the CDZ1**

The existing CDZ1 rates were incorporated into the Yarra Planning Scheme in April 2009, and are no longer appropriate for the precinct as they are too high given the current surrounding context. They are too high for several reasons:

- For several land uses, the CDZ1 parking rates are higher than the parking rates outlined in Clause 52.06 of the Yarra Planning Scheme. If the intent of the CDZ1 is to encourage increased density within the precinct, the car parking rates should be lower to leverage the increased density, shared car parking and benefits of adjacent mixed use development, and limit the financial burden on the developer to encourage the desired mix of land uses.

- The CDZ1 recommends 1.5 to 2.1 times the amount of parking spaces that Yarra residents of one and two-bedrooms dwellings actually use. Supporting this ABS Census data from 2006 to 2016 shows car ownership rates for apartments within Yarra are generally trending downwards.

- The existing CDZ1 parking rates are too high to support the active and public transport visions of the Structure Plan and State policies, by continuing car oriented transport planning.

Despite its aspirations, the CDZ1 is not breaking the cycle of car dependence.


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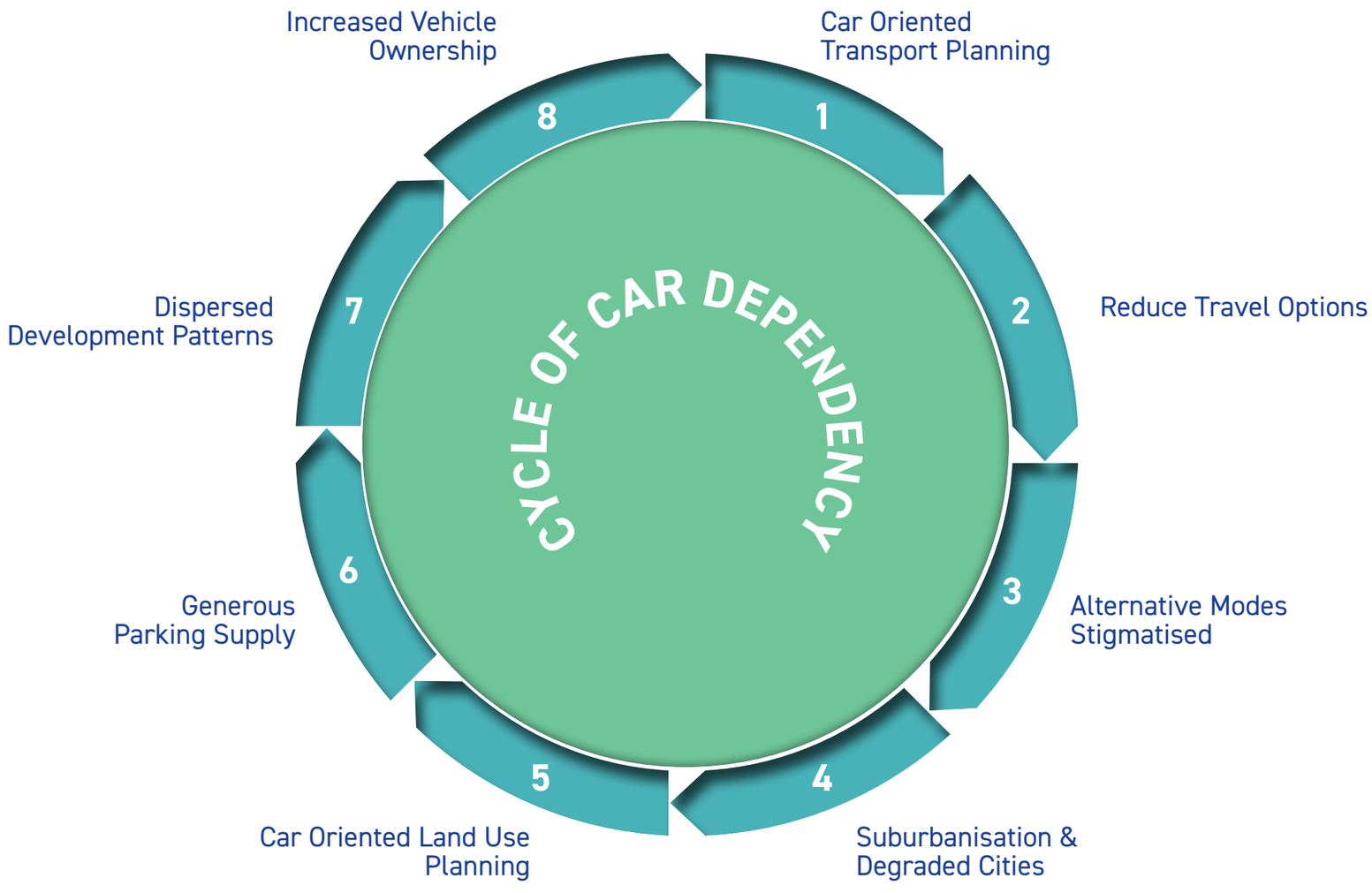


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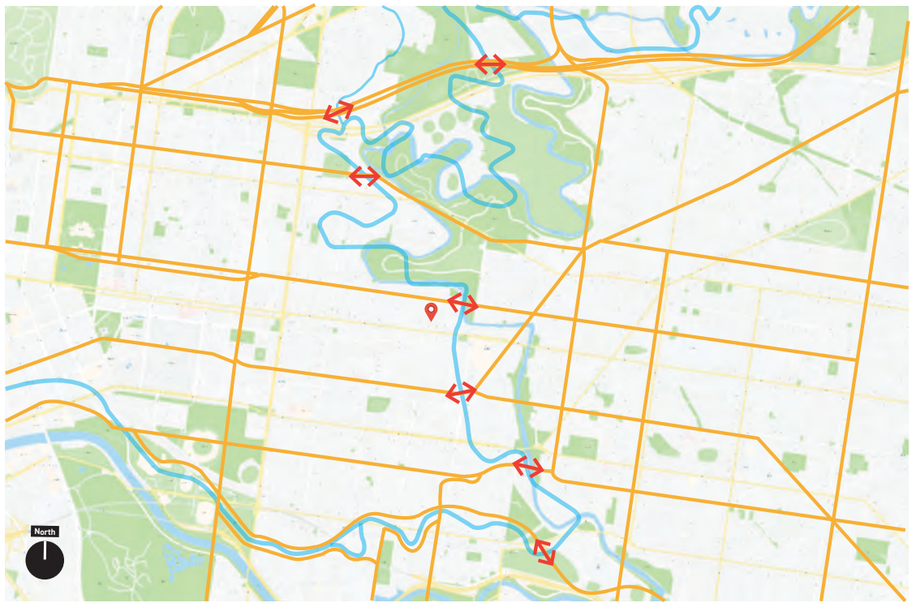
# 2.3
# TRANSPORT NETWORK

The Victoria Gardens precinct is located on the corner of Victoria Street and Burnley Street, east of the CBD in Richmond, in a part of Melbourne known for network congestion. This congestion is not only a perceived phenomenon. The surrounding road network is constrained and is nearing capacity during the weekday AM, PM and Saturday midday peaks.

The Yarra River is a significant barrier to east-west travel, as there are only four river crossings between the Eastern Freeway and CityLink to cater for east-west movements, two of which are Victoria Street and Bridge Road. These limited river crossings act as funnels for the heavy east-west traffic flows between the CBD and the eastern suburbs, creating key constraints in the wider network.

Given there are few alternatives, both Victoria Street and Bridge Road have high strategic importance for all modes. Within the VicRoads SmartRoads framework, both are classified as priority streets for trams, bikes and pedestrians. However, when all modes are prioritised, and road space is limited, strategic decision making about network operation is compromised.




The road network is constrained due to the Yarra River and a lack of continuous north-south connections

As anticipated in a constrained network, modelling of the existing conditions showed that all modes currently experience significant delay during the weekday AM, PM and Saturday midday peaks.

The three figures on the following pages demonstrate that traffic on Victoria Street between Burnley Street and Findon Crescent currently exceeds the capacity of the road, and is reaching a point where traffic flow is unstable, and excessive queuing and delays are experienced. Victoria Street, for the remainder of the model extent is nearing capacity, with volume / capacity ratio approaching one. Bridge Road between Church Street and Burwood Road is also approaching capacity.

In the PM peak, average tram speeds are as low as 13 km/h through the precinct. This traffic congestion, created by an unsustainable transportation system, is responsible for significant economic and productivity costs for commuters and goods transporters.



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Another metric that demonstrates the poor operation of the network is the intersection Level of Service (LOS). Intersection LOS for key intersections for each peak period are provided in Table below.

| Intersection | AM | PM | SAT |
|---|---|---|---|
| Burnley Street / Victoria Street | E | F | F |
| Bridge Road / Burnley Street | F | F | F |
| Bridge Road / River Street | A | B | B |
| Victoria Street / River Boulevard | B | A | C |
| Burnley Street / Victoria Gardens Western Access | B | B | B |

A review of the Level of Service results show that the intersections of Bridge Road / Burnley Street and Burnley Street / Victoria Street are critical locations in all peak hours, operating with a Level of Service “F” or “E”. The signalised intersections along Victoria Street operate with Level of Service “C” to “F”.

It is noted that the LoS calculations are just one measure of performance and should not be treated as a defining metric for an intersections operation. In reality, congestion impacts can extend across multiple intersections (i.e. rolling congestion), which is not readily accounted for when reviewing each intersection in isolation.


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# 3. FUTURE "BUSINESS AS USUAL" CONDITIONS



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# 3.1
# THE CONSEQUENCES OF BAU THINKING

As the network is already exceeding capacity during peak periods, it follows that any additional trips on the network as a result of development in and near the vicinity of Victoria Gardens are likely to increase congestion.

To understand a sense of the scale of the potential implications, a 2031 future growth scenario was modelled, applying probable traffic generation for developments occurring within and outside the model extent.

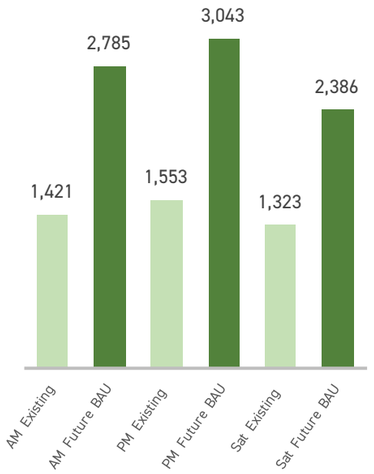
By 2031, a significant increase in vehicle trips is expected to be generated from outside and within the study area. This report is not contesting the likelihood of increased demand for vehicle trips. The land use changes within the precinct that are driving the increased demand for trips has predominantly been approved, or at least supported in principle by the CDZ1.

The reality is that land use changes and associated increased demand for trips will occur. What is contestable, however, is the nature and mode these trips will use in the future.

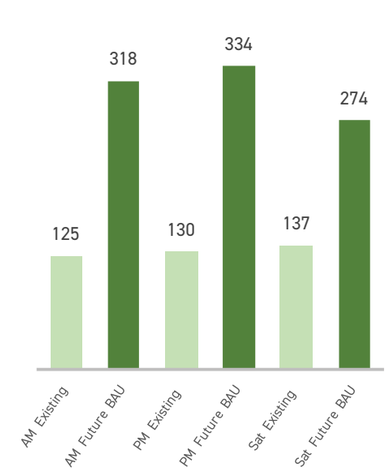
The preliminary modelling completed for the precinct shows that in the future, people will not be able to access the precinct as they do now. Reduced speeds, and increased travel times and delays will likely congest the network to the point that people will either need to reconsider their need to travel (impacting the economic viability of the precinct) or change their mode. The decisions that are made now are critical to supporting the precinct to transition to a future where people access the precinct via mass transit and active transport. Based on the modelling outputs, it is clear that without intervention, the cumulative impacts of developments will substantially impair the transport network's operation across all metrics, threatening the future of the precinct.

### 3.1.1 THE TRANSPORT NETWORK CONSEQUENCES

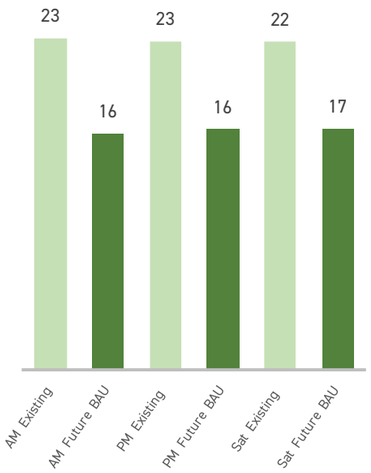
The transport network consequences of business as usual thinking are severe. In all tested peak hours, the car travel time through the network almost doubled, with delay times for cars 2.5 times higher than the existing network operation. In all tested peak hours, car speeds are between 5 to 7 km/h slower.




Car: Travel Time (h)




Car: Delay Time (sec/km)




Car: Speed (km/h)



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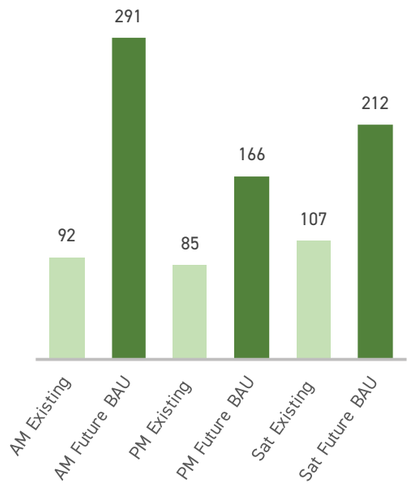
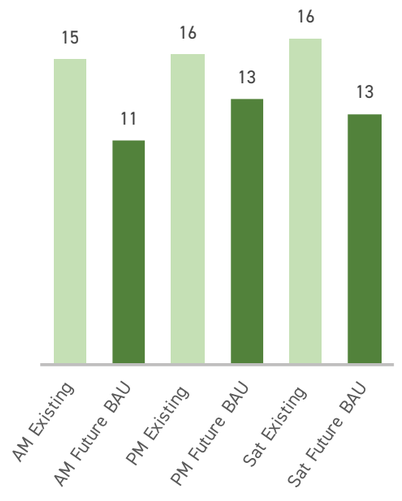
The modelled results for trams are also very poor, with delay times doubling and tram speeds reducing by between 3 to 4 km/h. Research completed by AustRoads found that people are very responsive to changes in delay and public transport travel speeds. So this magnitude of change to delay and speed is likely to reduce tram patronage, and ultimately reduce accessibility of the precinct.




Tram: Delay Time (sec/km)



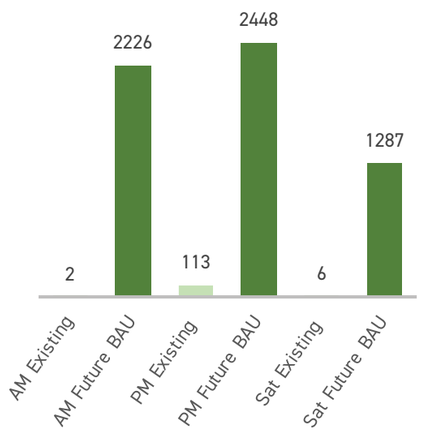

Tram: Speed (km/h)

Whilst the modelled speed, travel time and delays are all poor, it is not likely a true reflection of the future conditions of the network. As the future model was so congested there was a significant number of vehicles 'waiting to enter' the model.

This is a measure of the number of vehicles outside the model extent waiting to access the network. Put in another way, this is the number of vehicles that within a 60-minute period cannot access the Victoria Gardens precinct due to congestion on the network. In the 'business as usual' 2031 PM peak hour, there are 2448 unreleased vehicles compared to 113 vehicles in the current scenario.

This is a clear indicator of the scale of the intervention required.

The interventions proposed within this report seek to find alternative options for those unreleased vehicles, because they represent a demand that the network currently cannot meet, and a cost on the economy and the environment that is not acceptable.




Vehicles waiting to enter



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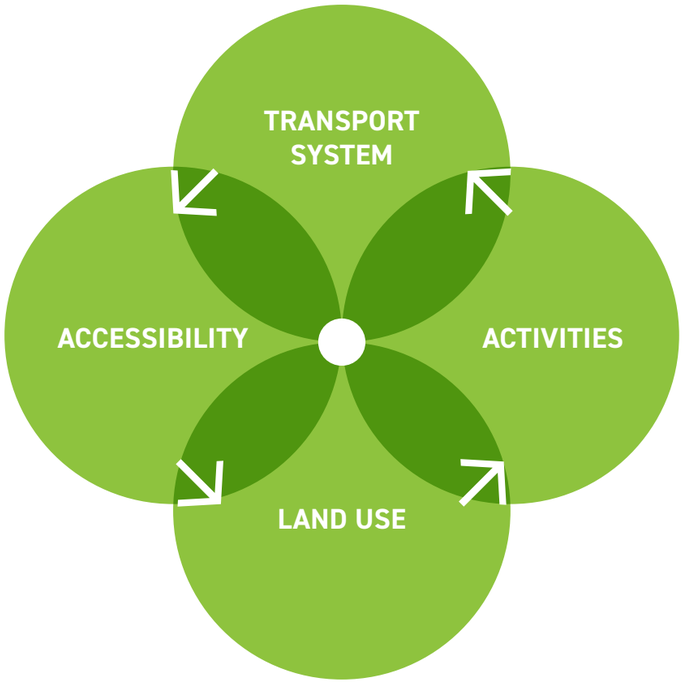
### 3.1.2 THE LAND USE CONSEQUENCES

In the Victoria Gardens precinct, the transport system is dictating land use outcomes as some land uses are not commercially viable for development due to the impacts of traffic congestion.

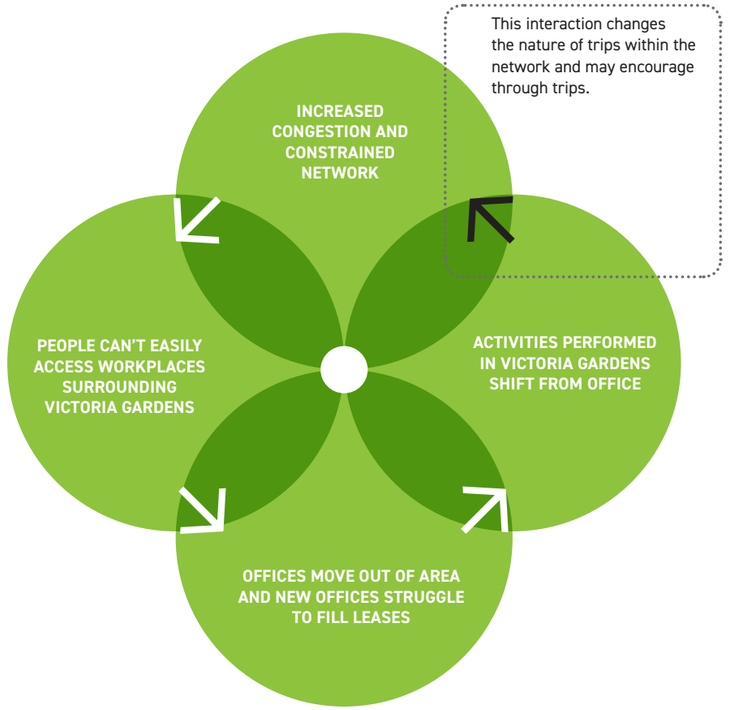
Without intervention, the operation of the transport network will continue to compromise the aspirations of the Structure Plan.

As there are significant constraints in the current transport system surrounding Victoria Gardens, accessibility is being constrained, which is in turn constraining the potential land uses. This is playing out most clearly in the context of the office land use. Both the perception, and reality of congestion in the network is reducing the desirability of office leases in the precinct. The impact of this is that the land uses that are desirable in that precinct change over time, and the activities associated with the new land use place different demands on the transport system, as shown in the figure below.




An increase in the provision of office space in the Victoria Gardens precinct (in line with the intent of the CDZ) would boost the day-time economy in a way that residential could not. Missing this opportunity has significant consequences to the future of Victoria Gardens, constrains the ability to provide white collar employment in this area and impacts the economic prosperity of the wider precinct.

The diversity of land use outcomes aspired to in Structure Plan the will not be achieved if the transport system cannot provide adequate accessibility to facilitate a mix of activities.

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# 3.2
# SUMMARY

The preliminary modelling completed for the precinct shows that a status quo approach to land use changes and transport will compromise the future of the Victoria Gardens precinct.

In the future, the transport network operation is likely to be congested to the point that it compromises land use outcomes. The first signs of this are already being observed with office vacancies.

This challenge demands a new style of thinking as without significant intervention, the business as usual approach will stifle growth in the precinct.

The "**good news**" is that such interventions are possible.

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# WHAT RESPONSES ARE REQUIRED TO UNLOCK VICTORIA GARDENS AND SUSTAIN COMMERCIAL GROWTH IN A CONSTRAINED TRANSPORT NETWORK?



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# 4. THE ALTERNATE APPROACH



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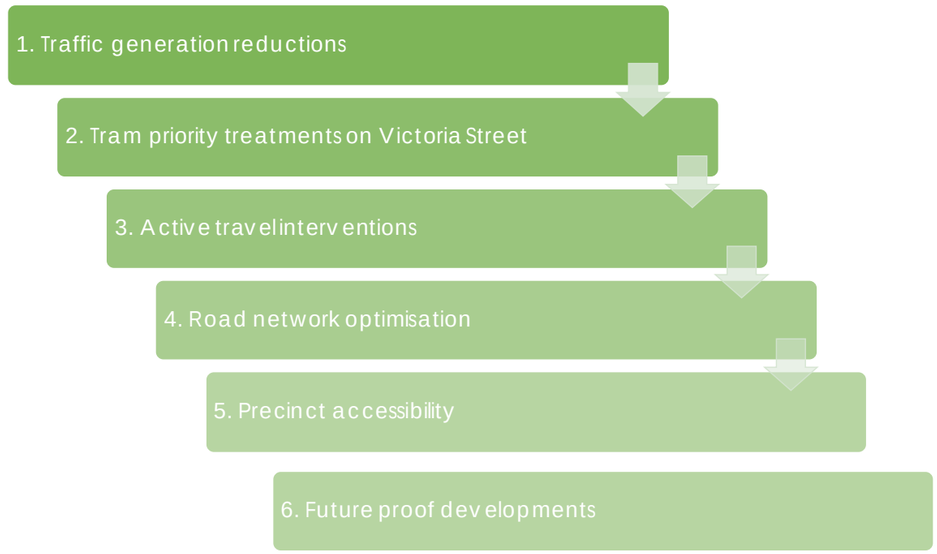
# RESPONSES REQUIRED TO UNLOCK VICTORIA GARDENS

As Victoria Gardens Shopping Centre incorporates a destination retail use (IKEA), providing vehicular access will be fundamental to its success in its current form. Whilst disruptive technologies are likely to alter the shopping experience and the transport task, for the foreseeable future, providing capacity in the road network by reducing demand and achieving mode shift will be critical to supporting the economic growth of the precinct.

Development is currently driving certain transport outcomes by fostering a dependence on private vehicles and encouraging growth in trips that the road network cannot indefinitely sustain. A different style of development, and a true mixed-use precinct, focussed on trip containment and integration with sustainable transport will be fundamental to reducing the strain on the transport network.

Any interventions that cater for future growth would need to be mindful of the strategic importance of Victoria Street and Bridge Road to cater for east-west movements within the wider transport network. However, reducing the attractiveness of vehicle throughput of private east-west travel, coupled with improvements to east-west public transport will encourage mode shift or traffic redistribution.

The following section outlines six interventions that are recommended to unlock the potential of the Victoria Gardens precinct and achieve the planning objectives of CDZ1.



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# THE FOCUS NEEDS TO SHIFT FROM THE MOVEMENT OF CARS TO THE MOVEMENT OF PEOPLE



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# 4.1 INTERVENTION ONE: REDUCE TRAFFIC GENERATION

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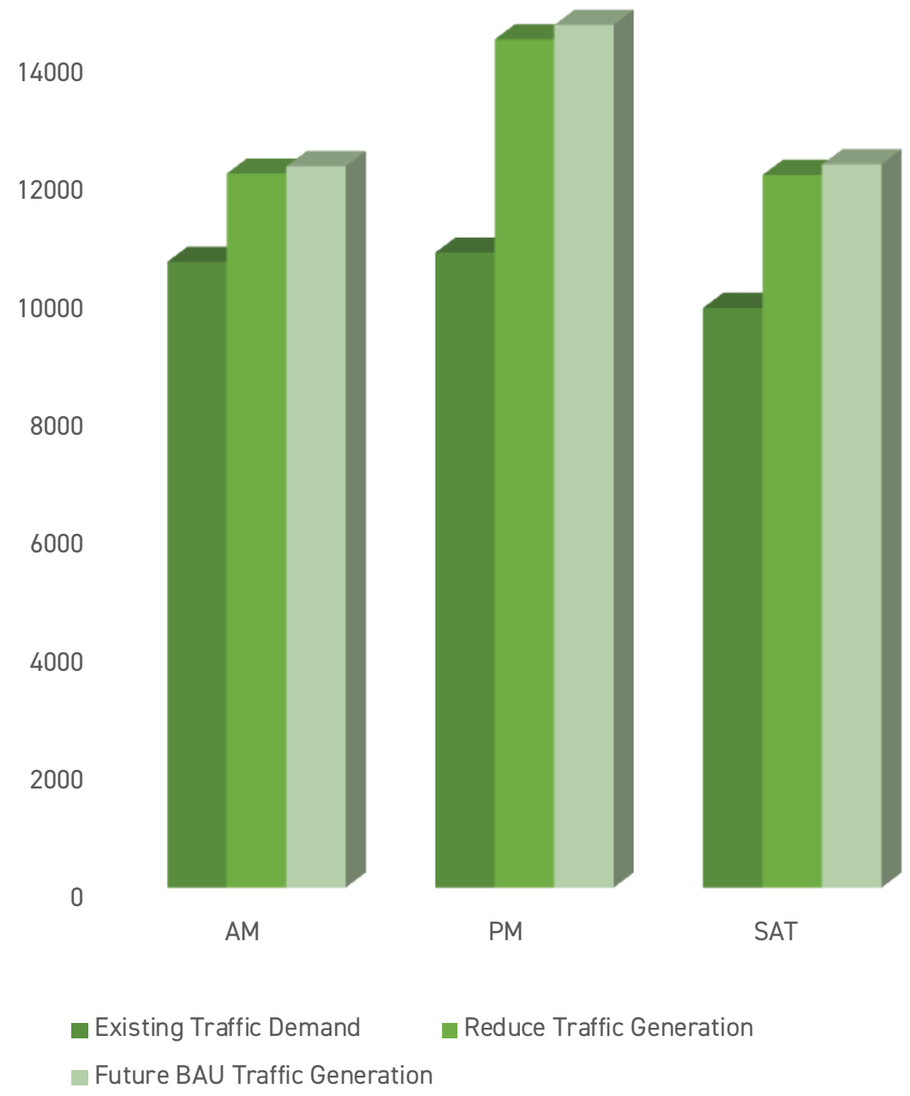
### 4.1.1 REDUCE TRAFFIC GENERATION

Future demands on the road network come from both increased population growth outside the precinct, and the developments within the Victoria Gardens precinct. As established earlier in the report, these increased demands are not able to be sustained within the existing road network. An opportunity to limit this impact comes through reducing the increased demands from within the precinct.

There are several options available to reduce traffic generation from new developments including reducing car parking provision, promoting active travel and encouraging a mix of land uses to increase trip containment. The assumptions made during the modelling process resulted in a 15 percent reduction in traffic generation, with a 10 percent reduction of trips from within the model, and a 5 percent reduction of trips from outside the model extent. The figure at right shows the likely impact of reducing traffic generation from, and outside of, the precinct.



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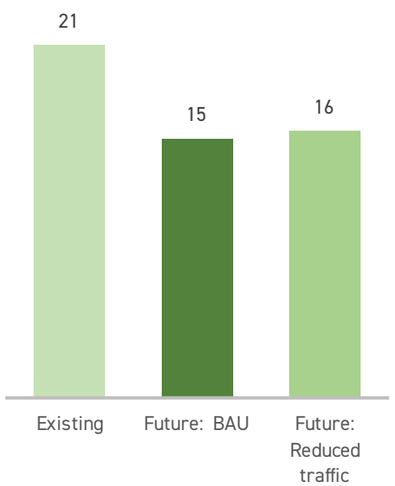
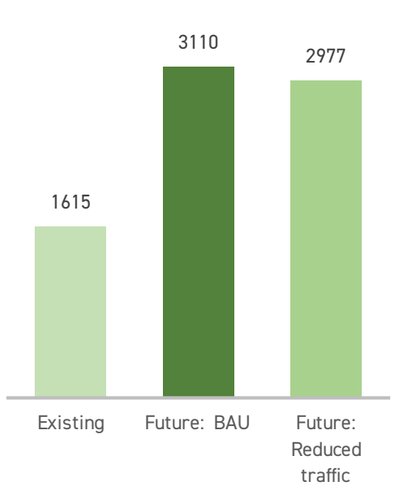
### 4.1.2 WHY REDUCE TRAFFIC GENERATION?

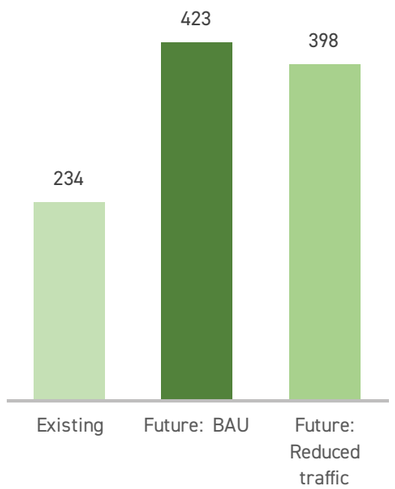
Given the relationship between traffic flow and vehicle speeds, it is self-evident that removing vehicles from the network will improve network performance. This was supported through modelling, which showed that for all modes vehicle speeds increased, and travel time and delays both decreased. The most compelling statistic, however, is the significant reduction in vehicles waiting to enter the model. The reduction in traffic generation resulted in approximately 600 less vehicles waiting outside the model extent for up to 60 minutes.



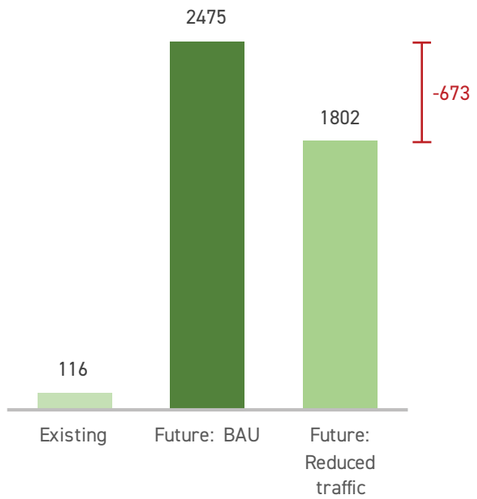

Speed - All modes (km/h)




Total Travel Time - All modes (h)




Delay Time - All modes (sec/km)




Vehicles Waiting to Enter (veh)



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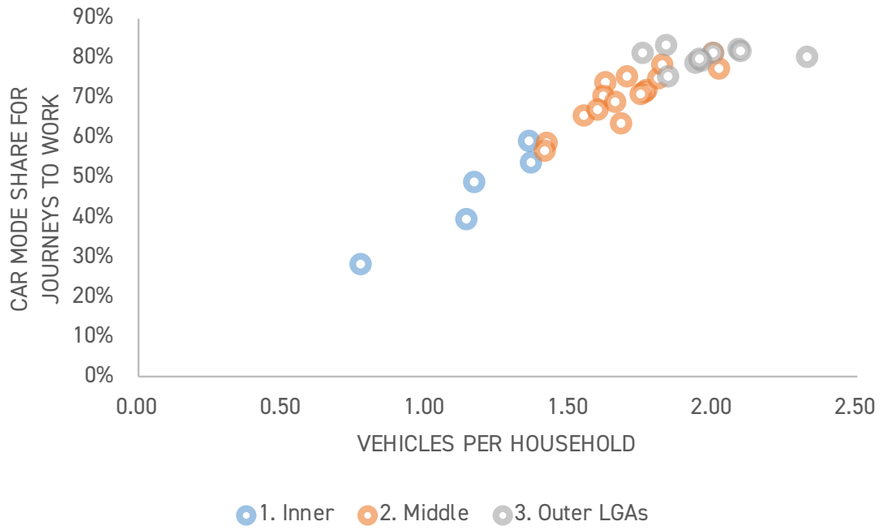
### 4.1.3 HOW CAN YOU REDUCE TRAFFIC GENERATION?
### OPTION ONE:
### INTRODUCE CAR PARKING MAXIMUMS

It is widely understood that a reduction in car parking supply can break the cycle of car dependence by discouraging private vehicle ownership and ultimately reducing mode share as shown in the figure below.




Locations with higher car ownership have higher levels of car travel to work. Reducing car ownership by reducing car parking supply will support mode shift to alternative means of transport.

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However, given that market forces are intrinsically linked to land use development a balance needs to be struck between the under and over supply of car parking.

Requiring too much on-site car parking increases the cost of development, decreases the attractiveness of development and potentially leads to inducing traffic generation which increases traffic congestion levels within the precinct. However, if mandated parking rates are too low to be commercially viable, the market will either respond with an undersupply of car parking which may unreasonably increase car parking along abutting streets, or developers choose not to invest in the area.

Introducing maximum parking rates can be used to achieve this balance, by mandating a maximum rate that achieves the transport aspirations and allows the market to determine what rate below the maximum suits the development's needs.

**OPTION TWO:**

## MAXIMISE PRECINCT PARKING OPPORTUNITIES

Given the scale and mixed-use nature of the precinct, all opportunities to maximise the sharing of car parking (further to the principles of the 'activity-centre approach' to car parking) should be pursued. In reality, all uses are unlikely to generate their peak car parking demands simultaneously and it should therefore be possible to reduce (individual) parking provisions.

**MECHANISMS TO SUPPORT MAXIMUM CAR PARKING RATES**

- Support the implementation of car sharing schemes within developments
- Introduce minimum rates for bike parking and minimum requirement for end of trip facilities
- Provide guidance on prioritising location of bike parking over car parking
- Maximise the use of existing car parking facilities
- Establish an Infrastructure Contribution Plan to support the funding of required transport infrastructure (to improve alternatives to private vehicle travel)



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## OPTION THREE:
## LEADING AND COMMITTING TO CHANGE IN LAND USE

Victoria Gardens and the surrounding redevelopments is developing into a diverse mixed-use precinct. The inclusion of land uses like childcare and medical centres within Victoria Gardens goes a long way to achieving this objective.

**THE STRATEGIC CONTEXT:**
Plan Melbourne aims to make the '20-Minute Neighbourhood' a reality for every Melburnian. A 20-minute neighbourhood can create a more cohesive and inclusive community with a vibrant local economy.

As the community evolves into a dense, young and aspirational residential community, there exists an opportunity to further drive change and support economic development within the local area.

The precinct has the ability to prioritise developments that will exist in a self-contained environment. The Planning framework should support the types of land uses, and services that are required in a 20-minute neighbourhood.

**WHY IS IT CRITICAL?**
The transport network is becoming increasingly constrained and this is creating barriers to access the wider local area. Without strong mechanisms in place to drive the remaining mixed use development for the broader local area, opportunities for economic growth beyond the current situation may be constrained.

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### 4.1.4 WHERE TO FROM HERE?

The next steps for Council:

Initiate an amendment to the parking rates in the CDZ1 overlay within the Yarra Planning Scheme to mandate car parking maximum rates generally as follows:

> 1 space / dwelling
> 2 spaces / 100sqm NFA for office
> 3 spaces / 100sqm LFA for retail

As part of this amendment, consideration should also be given to setting minimum rates for the provision of other sustainable infrastructure for residential apartments in particular. This could include:

> 1 resident bicycle space / dwelling
> 1 car share space / 20 dwellings

In order to achieve the land use responses required, there are numerous stakeholders that need to be involved:

> Developers
> Local Government
> VPA
> TfV
> VicRoads
> PTV
> Community

We can use the knowledge of the existing transport network and tested future transport / land use scenarios to make informed decisions on what developments would shape the overarching vision for Victoria Gardens. This will guide the long term commercial viability of the precinct. The next steps are:

- The Planning Scheme needs to have clear mechanisms and incentives to align with the overarching strategic vision, such as streamlined approvals for target land uses and lower parking provisions.

- Policy needs to be consistent within the wider local area.

- The 'predict and provide' approach needs to be replaced by travel demand management initiatives.


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# 4.2 INTERVENTION TWO: TRAM PRIORITY TREATMENTS ON VICTORIA STREET



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### 4.2.1 TRAM PRIORITY TREATMENTS ON VICTORIA STREET

It is clear from the preliminary modelling that maintaining the status quo approach to transport in the Victoria Gardens precinct is no longer possible. With the projected increases in population and trips, low-occupancy vehicles cannot be supported as the primary way to access the precinct. The precinct demands a mass transit solution. Delivering a solution that allows for an increased movement of people is critical to the success of the precinct.

The Victoria Gardens precinct is in the optimal position to achieve a mass transit solution, with existing tram routes operating on Victoria Street and Bridge Road providing a facility to support mode shift from cars to trams.

Currently the tram on Victoria Street operates within mixed traffic, with tram stops every 260 – 300 metres. Because of this, the trams experience poor reliability and low travel speeds, with the route 12 and 109 travelling at an average speed of 14.5 km/h in the PM peak.

Fifteen percent of Richmond residents currently catch the tram to work, which is less than half the number of residents who drive to work (40%) . One reason preventing mode shift could be related to the higher travel time, and reduced reliability of tram travel within Richmond.

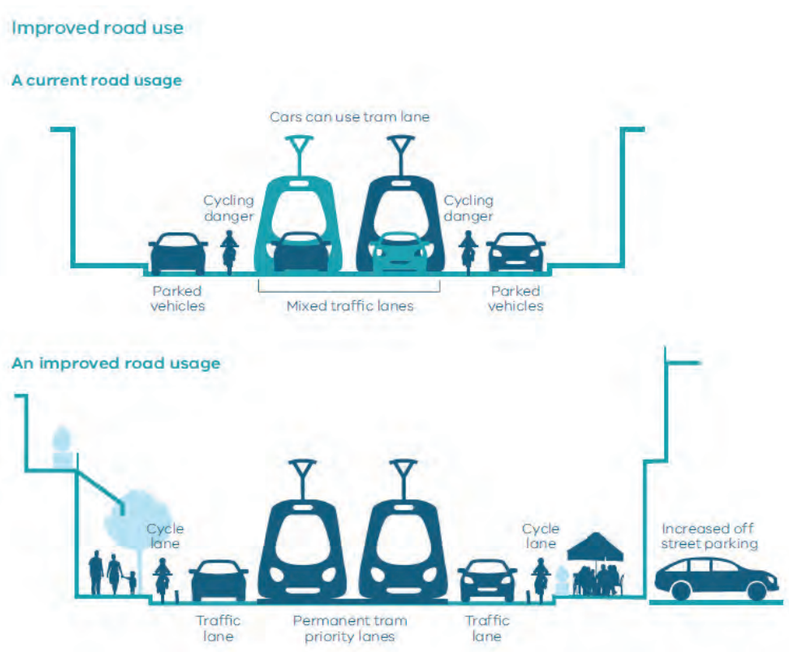
This poses the question as to how to prioritise tram travel along Victoria Street to promote tram usage. The Structure Plan and Plan Melbourne both advocate for the prioritisation of trams but do not specify the form of priority. In the following section, we outline two options to prioritise trams: installing tram fairways and reducing through traffic.

VicRoads SmartRoads framework classifies Victoria Street and Bridge Road as priority routes for bicycles, pedestrians and trams. Whilst both are primary state arterials, neither are priority traffic routes. Despite their classification within the planning framework, the infrastructure, road space and signalling does not support priority for active and public transport modes.

**OPTION ONE:**
**INSTALL A TRAM FAIRWAY**

The first option is to install a tram fairway on Victoria Street between Victoria Gardens and Victoria Parade, as has been delivered along much of Bridge Road. The separation of trams and private vehicles will result in improved reliability and travel times for trams and a subsequent increase in travel times and congestion for private vehicles, encouraging a mode shift from private vehicles to trams.

The implementation of fairways requires the reallocation of road space and will impact on the provision of on-street car parking. A conceptual cross section is outlined in figure below.



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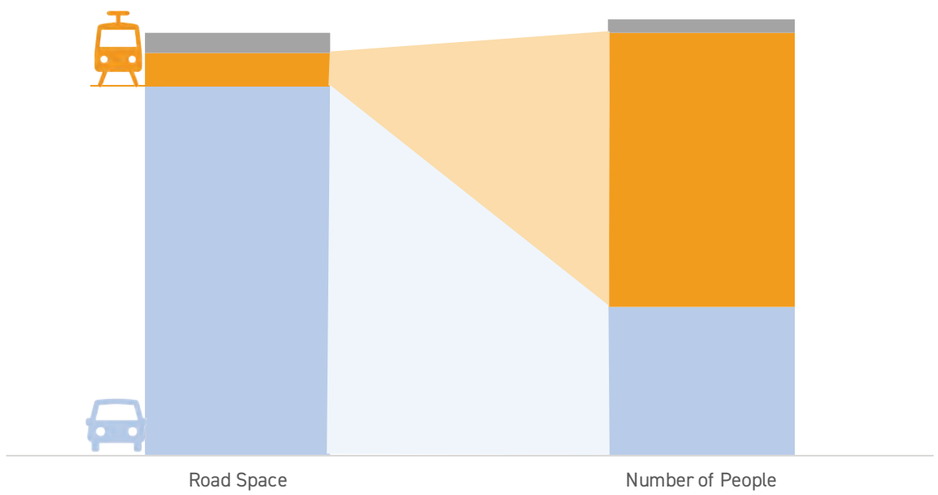
**WHY CONSTRUCT A TRAM FAIRWAY?**

It has been established that the primary objective is to facilitate the increase in number of people who can access and pass through the precinct. The most efficient allocation of road space on Victoria Street to achieve the mass movement of people is through a tram. Trams require significantly less road space relative to the number of people they can carry, as shown in the figure below.



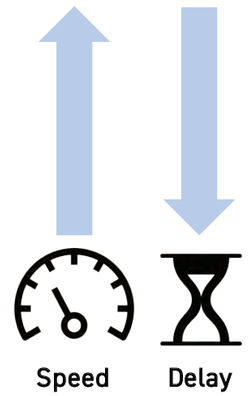

Not only are trams a more efficient use of space, but installing a tram fairway was also observed to improve network performance. Conservative preliminary modelling shows that the reallocation of road space on Victoria Street to a tram fairway is likely to increase tram travel speeds, and car travel speeds by 2 km/h and reduce delay times by approximately 30 seconds for trams.

**MOVEMENT AND PLACE FRAMEWORK APPROACH**

Victoria Street currently has a high place value and high movement needs. The right solution that unlocks the potential of Victoria Gardens will need to be mindful of maintaining the movement function, without compromising the place value.

This recognises the importance of Victoria Street as a key east-west link within a constrained network, whilst also ensuring that through traffic does not reduce people's willingness to shop, work, live and dwell in the precinct.

| Mode | Model | Delay Times (seconds) | Travel Times (km/hr) |
|---|---|---|---|
| Car | Base | 334 | 16 |
| | Tram Fairway | 314 | 18 |
| Bus | Base | 166 | 13 |
| | Tram Fairway | 134 | 15 |




*Results based on modelling undertaken by GTA comparing Base Case 2031 vs Tram Fairway on Victoria Street 2031.*



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The implementation of a tram fairway, when combined with the benefits of reduced traffic generation recommended in intervention one, will also result in significantly reduced travel times when compared to the existing situation. As shown in the graph below, without intervention, the projected growth in the precinct will increase tram travel times. Whilst reducing traffic generation and constructing a new road link (outlined in intervention 5 below), will improve tram travel times, the best result for tram users will come with the implementation of a priority tram lane.

Another benefit of improving travel time is that it allows for greater service frequency, which again positively influences demand. The cumulative impact of these benefits results in an increased number of people accessing the corridor by public transport.

Trams take up significantly less room on the road despite catering for more passengers than cars representing a more efficient use of road space.

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The link between a reduction in travel times and the increase in patronage is widely acknowledged, with research completed by AustRoads finding that reducing travel time delays can increase patronage by between 3 to 20 percent . Further, a Project Impact Report  for the O-Bahn City Access Project in Adelaide, demonstrated that patronage increased most due to improvements to travel time & reliability.

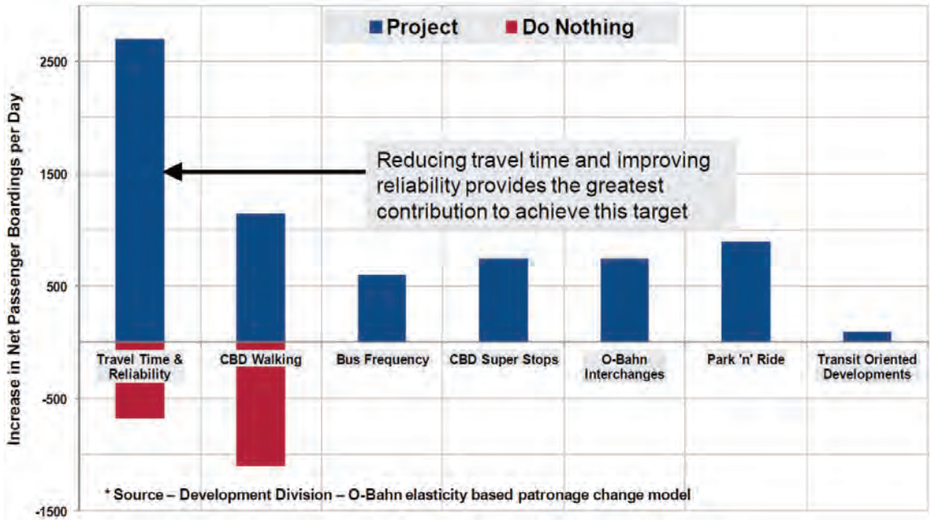


*Figure shows the daily passenger boarding increase to achieve public transport targets modelled before and after project results*
*Source: The O-Bahn City Access Project: Project Impact Report, DPTI, SA Government, 2017*

**ADDITIONAL BENEFITS OF THIS IMPLEMENTATION INCLUDE:**

- Improved cycling connections to / from Victoria Garden
- Lower / constrained car parking at Victoria Gardens
- Allow tram service frequency to be increased, enabling greater volumes of people to access the precinct



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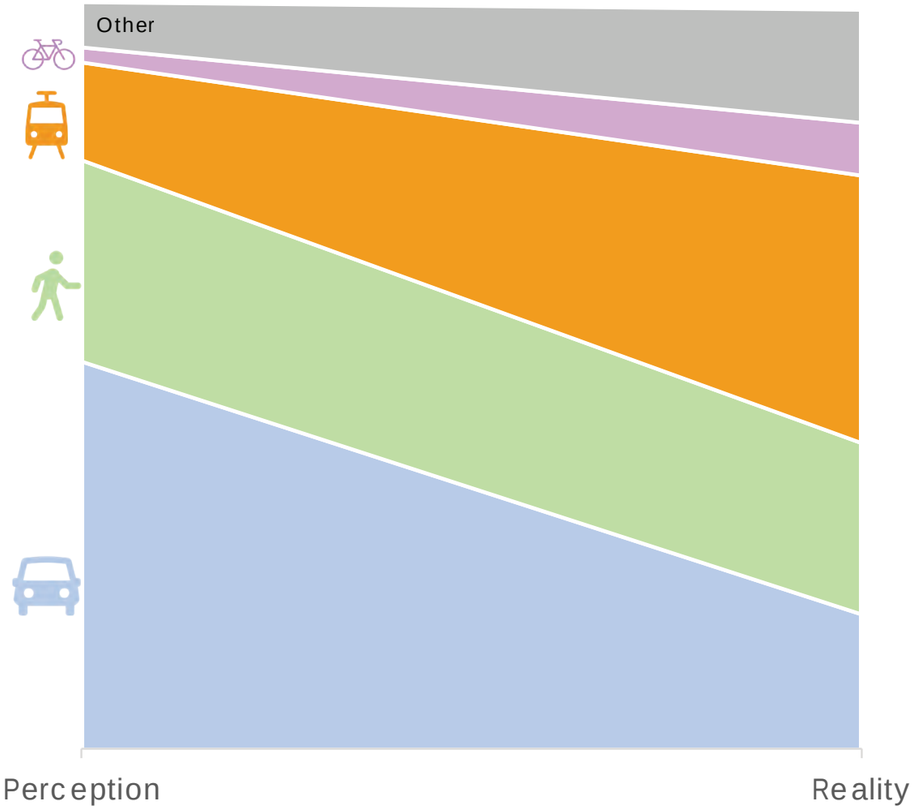
Whilst it is acknowledged that there are significant benefits to implementing tram fairways, there is also a key hurdle to overcome, which is the removal or relocation of on-street car parking.

On-street car parking would need to be removed on both sides of Victoria Street if this option was implemented. The removal of car parking along Victoria Street may be negatively perceived, particularly by local traders. However, studies have shown that traders often overestimate the importance of car parking on their business and underestimate the number of patrons using other modes. As shown at right, the research indicated that more people were using public transport than cars to access a number of restaurants, despite restaurateurs thinking that there were five times more people driving than actually were.

Whilst a challenging prospect, on-street car parking has been removed to support improved public transport facilities from key and local roads in locations such as High Street, Northcote and Acland Street, St Kilda.



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## OPTION TWO:
## REDUCE THROUGH TRAFFIC

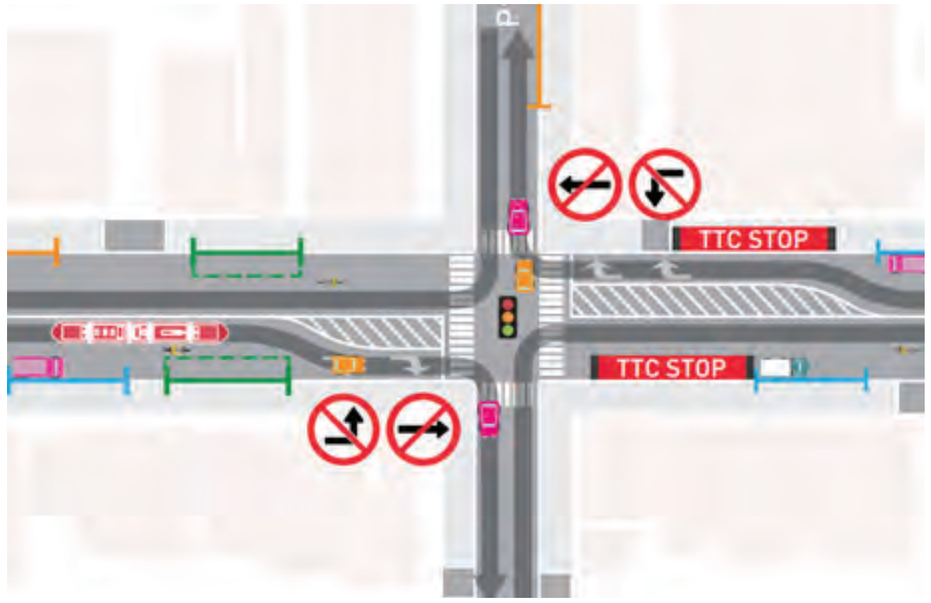
Another option to prioritise tram movements along Victoria Street involves reducing through traffic, and reducing the number of right turning vehicles, both of which cause delays to tram movements.

An example of this type of scheme is a pilot project being undertaken by the City of Toronto. The program is designed to move people more efficiently whilst improving economic prosperity and place making by restricting private vehicles travelling through intersections and instead giving priority to streetcars. The scheme was implemented by banning several right turns, and restricting through-traffic by mandating left turns at key intersections.

Initial results show that within the first two months the ridership on the streetcars increased by 25%, reliability increased by 33% and streetcar travel times reduced by 4 minutes (along a 6km length). And whilst the majority of average car travel times increased in the first month, they returned to baseline results in the second month.

A benefit of this scheme over a tram fairway is that the kerbside lane can be repurposed to suit the street's requirements. For example, some on-street car parking can be retained to enable loading and parking for people with disabilities. And at other points, the footpath can be extended to create opportunities for on-street dining or garden beds.

Similarly to the tram fairway, this solution would require consideration of potential streets where east-west traffic is likely to be redistributed to. The intent of the scheme is that a large proportion of those trips would shift modes to tram travel, however, care must be taken to mitigate any unintended consequences on side streets.



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### 4.2.2 WHERE TO FROM HERE?

Given how critical the mass transit of people is to the success of the precinct, we recommend that tram prioritisation is pursued with urgency. The next step would be for Transport for Victoria to develop a concept scheme to deliver tram prioritisation. Preliminary modelling has demonstrated that achieving mode shift to mass transit is the critical component, however, we anticipate that further modelling may be required once the concept scheme is established (the preliminary modelling undertaken by GTA which has informed this report could likely be used as a base).

The implementation of tram prioritisation will require input from all stakeholders namely TfV, PTV, Yarra Trams, VicRoads, Yarra City Council and traders' associations.

Next steps for TfV:

- Develop and implement a tram priority scheme for Victoria Street



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# 4.3 INTERVENTION THREE: ACTIVE TRAVEL INTERVENTIONS



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### 4.3.1 ACTIVE TRAVEL INTERVENTIONS

There is an opportunity to leverage off a relatively high base of active travel to promote cycling and walking for people accessing Victoria Gardens. The current cycling and walking journey to work mode shares in Richmond are higher than the Melbourne average.

As shown in the table at right, there are higher mode shares for Richmond residents than employees in Richmond, which is likely to be related to the connectivity and proximity to the CBD's employment. This presents an opportunity for improvements to strengthen the existing connections to the CBD, and connectivity to residential areas outside the Richmond area.

| Mode | People who live in Richmond | People who work in Richmond |
|---|---|---|
| Cycling | 6.1% | 3.6% |
| Walking | 13.8% | 6.5% |

### 4.3.2 WHY ENCOURAGE ACTIVE TRAVEL?

The implementation of cycling and pedestrian infrastructure will support mode shift to active transport reducing traffic congestion within the precinct and supporting economic uplift at the precinct. The benefits of a reduction in motor vehicles in the road network were demonstrated in the modelling outputs included in intervention one: reduce traffic generation.

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### 4.3.3 HOW DO YOU ENCOURAGE ACTIVE TRAVEL?

This section will outline the following five recommendations:

1. Construct bicycle lanes to connect existing key cycling routes and Strategic Cycling Corridors (SCC)
2. Construct new crossing opportunities
3. Improve existing crossing points
4. Provide end of trip facilities
5. Encourage large developments to consider cycling and pedestrian permeability

#### OPTION ONE:
#### CONSTRUCT BICYCLE LANES TO CONNECT EXISTING KEY CYCLING ROUTES AND STRATEGIC CYCLING CORRIDORS (SCC)

To maximise the benefit of new infrastructure and provide increased accessibility to Victoria Gardens, an option is to strengthen a network of shimmy routes through Richmond. In particular, there is opportunity to provide links on the following routes:

- Connecting Doonside Street to the SCC on Elizabeth Street via Buckingham and Johnson Streets
- Connecting Victoria Gardens with SCC via Muir, Myrtle and Elm Streets, and Muir, Calvin and Brook Streets

#### OPTION TWO:
#### CONSTRUCT NEW CROSSING OPPORTUNITIES

There are several physical barriers to active transport uptake, including the Yarra River and streets with high traffic volumes. An option to reduce these barriers is to provide additional crossing opportunities.

One opportunity is to construct a bridge over the Yarra River to connect Victoria Gardens with the proposed cycle path on Muir Street. This would provide an east-west crossing opportunity for cyclists who wish to utilise streets with less traffic, and may not have the confidence to ride on Victoria Street.

Another opportunity is to construct traffic signals at the intersection of Doonside and Burnley Streets. This provides safe crossing between new developments proposed on Doonside Street and provides east-west connectivity to a proposed 'shimmy route' on Buckingham Street.


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**OPTION THREE:**
**IMPROVE EXISTING CROSSING POINTS**

There are several existing signalised intersections and crossing points that would benefit from additional priority given to cycling.

Firstly, at the Victoria Street / Burnley Street intersection, a bicycle head start on the north bound approach would provide protection for bicycles through the intersection. It is noted that this may not be required if the intersection upgrade proceeds, as bicycles will have access to separated shared paths on the north of the intersection.

The second option is to provide a bicycle crossing point at the existing pedestrian operated signals (POS) on Barkers Road, east of Findon Street. The existing footpaths would need to be converted to shared user paths, and a bicycle lantern added to the existing POS.

**OPTION FOUR:**
**PROVIDE END OF TRIP FACILITIES**

End of trip facilities should be provided in the proposed developments. This encompasses facilities such as bike parking, lockers, showers and change rooms.

Good access should be established between the end of-trip facilities and the surrounding bike network. And the design details need to be right – bike parking should be user friendly and attractive, safe and secure, with good wayfinding, and easy to maintain and clean. The requirement to provide such facilities imposes costs on developers and ultimately on owners and occupiers, so the requirements need to be appropriate and effective.

The wayfinding to existing end-of-trip facilities at Victoria Gardens should be improved, with consideration of including details of cycling and walking options on the 'Getting Here' page of the Victoria Gardens website.

**OPTION FIVE:**
**ENCOURAGE LARGE DEVELOPMENTS TO CONSIDER CYCLING AND PEDESTRIAN PERMEABILITY**

Opportunities to create new links through developments should be maximised so they do not become barriers. Providing increased permeability for cyclists and pedestrians will enable short trips to be completed faster by cycling or walking over driving, encouraging mode shift.

### 4.3.4 WHERE TO FROM HERE?

It is recommended that all intervention options are pursued by Council, with the support of developers. An additional step would be for Council to amend the Planning Scheme to mandate (or at least guide) the provision of end of trip facilities, and/or implement an Infrastructure Contribution Plan to recoup the funds from developers who are likely to benefit from an improved bicycle network.


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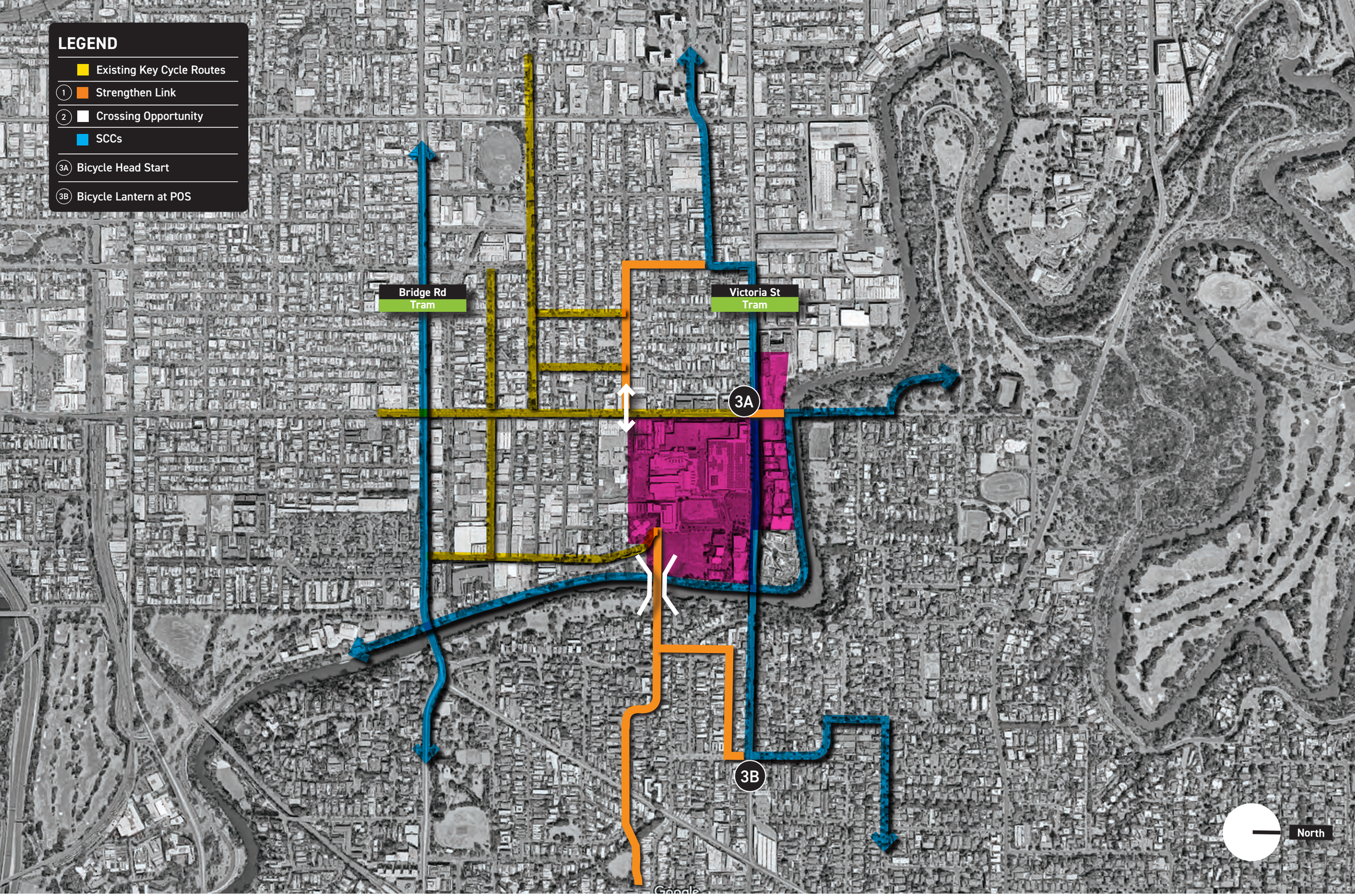


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# 4.4 INTERVENTION FOUR: ROAD NETWORK OPTIMISATION

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### 4.4.1 ROAD NETWORK OPTIMISATION

The preliminary modelling completed for the Victoria Gardens precinct highlighted there is opportunity to optimise the existing road network operation. By optimising the existing road network operation, it is possible to increase the capacity of the road without investing in infrastructure.

### 4.4.2 HOW DO YOU OPTIMISE ROAD NETWORK OPERATE?

One opportunity identified during the preliminary modelling conducted related to relieving a key network constraint.

Currently there are delays caused by right turning vehicles from Bridge Road (east approach) into Burnley Street (north approach). Optimising the signal phasing to provide additional green time to the right turn movement allows more vehicles to clear the intersection, improving the travel times for inbound trams.

However, consideration needs to be made to ensure that the gains made for right turning vehicles does not compromise the network as a whole.

### 4.4.3 WHERE TO FROM HERE?

It is recommended that VicRoads review signal phasing along the length of Victoria and Burnley Streets and Bridge Road to determine whether any signal phasing changes or linking of signals would improve the network operation. This review should also consider opportunities to prioritise tram movements.

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# 4.5 INTERVENTION FIVE: PRECINCT ACCESSIBILITY



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### 4.5.1 PRECINCT ACCESSIBILITY

The increased population and development activity occurring within and around the precinct will place different demands on the transport network. These demands may require the modification of the existing road network to safely accommodate growth, and to ensure that the increased growth does not occur at the cost of accessibility, compromising the economic viability of the precinct.

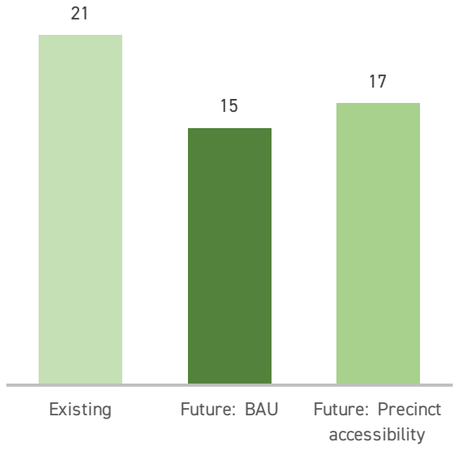
### 4.5.2 WHY INCREASE PRECINCT ACCESSIBILITY?

The throughput on the major east-west roads are constrained at the intersections. Increasing precinct accessibility balances the demands across the intersections (e.g. reduces circuitous travel demands), improving network operation. The preliminary modelling found that the accessibility interventions increased travel speeds for all modes, and reduced travel times and delays for all modes. Again, the vehicles waiting to enter the model reduced significantly with a reduction of approximately 1,200 vehicles waiting outside the model extent.

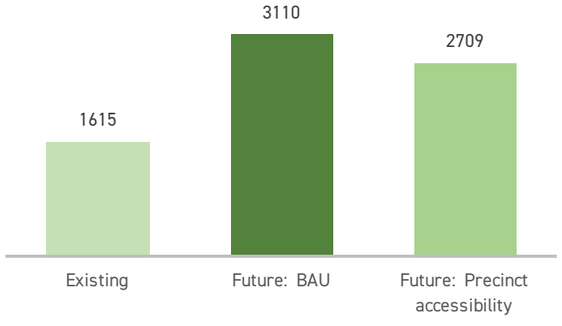
**INDUCED DEMAND**

As stated earlier in this section, providing and supporting vehicular access will be fundamental to the success of Victoria Gardens Shopping Centre in its current form, so it is acknowledged that road based interventions are a necessary component of the suite of interventions required to unlock the potential of the precinct. However, care must be taken to ensure that the road based interventions are not implemented without a comprehensive TDM program to limit the potential for induced demand.

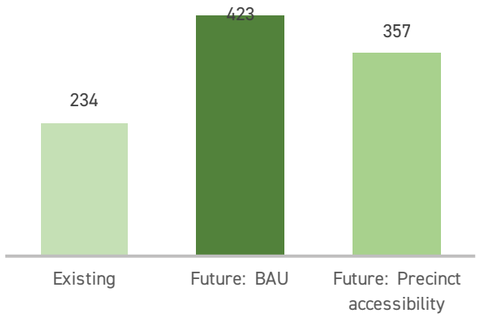
Induced traffic demand is the actuality where following the increase in capacity on our road network, additional traffic is generated. When a new road is built, congestion reduces in the short term, but it can encourage more people to drive their cars on the new road because of the added convenience. The success of the Victoria Gardens precinct will ultimately come down to providing access for people, not vehicles.



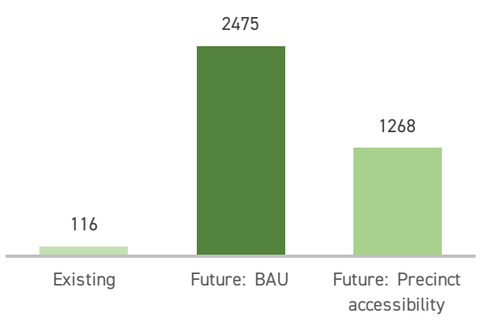

Speed - All modes (km/h)




Total Travel Time - All modes (h)




Delay Time - All modes (sec/km)




Vehicles Waiting to Enter (veh)



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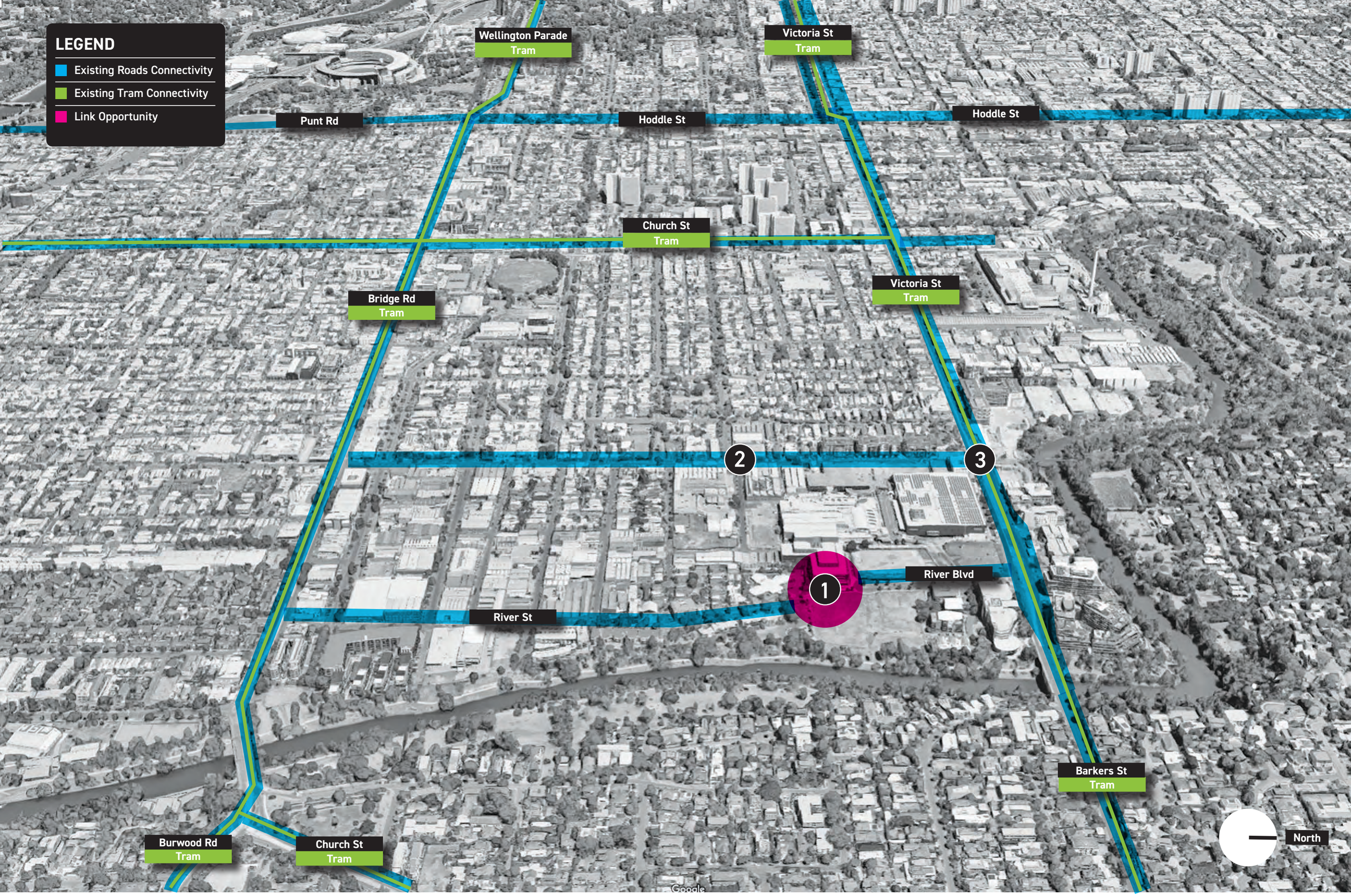


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### 4.5.3 HOW DO WE IMPROVE THE ROAD-BASED ACCESSIBILITY OF THE PRECINCT?

Three opportunities have been identified, and tested, to improve precinct accessibility including providing a road connection between River Street and River Boulevard, signalising the intersection of Doonside and Burnley Streets, and modifying the intersection layout at Victoria and Burnley Streets. They are outlined below.

#### OPTION ONE: ROAD CONNECTION BETWEEN RIVER STREET AND RIVER BOULEVARD

One of the major network constraints relates to the delays caused by right turning vehicles from Bridge Road (east) into Burnley Street (north).

An option to balance demands within the network is to connect River Street with River Boulevard. This would allow additional vehicle access to and from the Victoria Gardens precinct by removing circuitous traffic from the east that uses Burnley Street to access the precinct.

This new connection would remove a portion of the right turning vehicles from the east leg of the Bridge Road / Burnley Street intersection, and redistribute them to the River Street / Bridge Road intersection.

This redistribution may require the signalisation of the River Street / Bridge Road intersection to safely accommodate the increased number of turning movements. Given that the right turning movements into Burnley Street share the tram lane, the easing of congestion at this point will improve tram travel times.

The delivery of this connection could potentially even lead to the option of banning right turns from the east approach of the Burnley St / Bridge Rd intersection to prioritise public transport.

Notwithstanding, the additional access point may encourage additional traffic to utilise the connection. It is recommended that this intervention is complemented with other transport interventions to prevent the link inducing additional trips. This could include but not be limited to local area traffic management.

Preliminary transport modelling has been completed, which outlines the addition of the River Street connection will maintain average speeds and reduce delays across the network whilst allowing more vehicles to travel through / access the precinct in the peak hour.

Salta own the property that links River Street and River Boulevard, which is currently providing pedestrian and cycling connectivity between Victoria Gardens and the properties to the south. Salta have a permit to construct on this lot, with endorsed drawings allowing a structure to be built up to the property boundary, essentially removing this connectivity. At a minimum, it is recommended that this pedestrian and cycling connectivity is preserved and upgraded. However, we primarily recommend that the development approval be modified to allow for a full two-lane road connection be constructed. As this would require Salta to forego the land, it is recommended that Council fund the construction of the road.

#### OPTION TWO: SIGNALISATION OF DOONSIDE STREET/BURNLEY STREET INTERSECTION

The scale of growth anticipated along and to the south of Doonside Street will generate significant turning movements at the intersection of Doonside Street and Burnley Street. In order to safely accommodate these turning movements, it is recommended that the intersection is signalised. This will also provide an additional safe east-west crossing point for pedestrians and cyclists over Burnley Street.

To limit the impact to traffic flows on Burnley Street, it is proposed that the signals are linked to the traffic signals north and south of the Doonside Street intersection to allow streamlined flow.

Local area traffic management on Buckingham Street must also be taken into consideration to ensure that the signals do not induce traffic along this local street.


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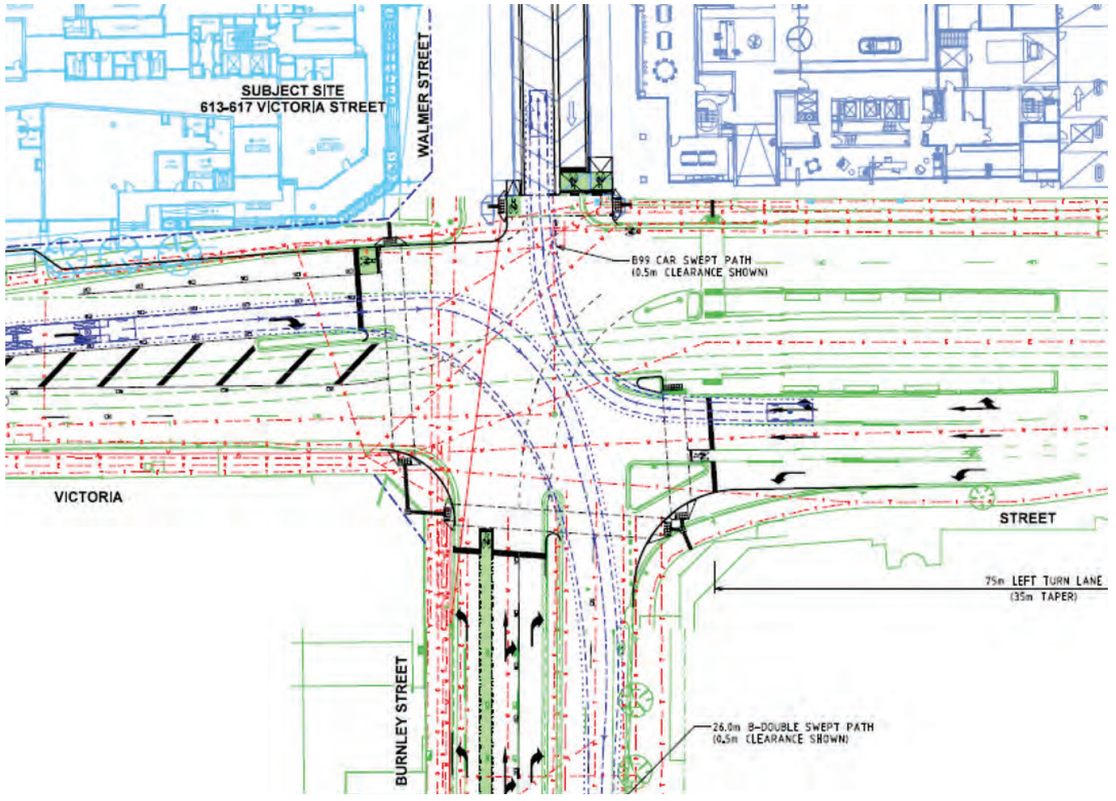
## OPTION THREE: MODIFY THE VICTORIA STREET / BURNLEY STREET INTERSECTION LAYOUT

The Victoria Street / Burnley Street intersection is the major network constraint within the precinct. It is proposed that the two through lanes westbound on Victoria Street are retained plus the left-turn lane, with a right-turn peak hour ban in the AM peak from the east approach. To improve connectivity to the Victoria Street super stop the left-turn slip lane should be removed, and reinstated with a signalised crossing for north-south pedestrians travelling across Victoria Street or to the super stop. This pedestrian movement can then typically be completed in one phase.

Implementing peak hour right turn bans will increase the intersection through-put by removing delays associated with right turning vehicles. This will have benefits for tram and private vehicle travel times.

This proposal will result in a reduced level of access to the residential developments on the north side of Victoria Street noting that inbound movements for residential developments are low in the AM peak hour.



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### 4.5.4 WHERE TO FROM HERE?

It is recommended that all three intervention options are pursued. This will require input and collaboration from VicRoads, Council and Salta.

The actions for VicRoads include:

- Monitor the need for signals at Bridge Road / River Street
- Install signals at Burnley Street / Doonside Street, linking their operation to signals north and south on Burnley Street
- Determine active travel options that can be built into signalisation of the intersection
- Modify intersection layout at Victoria Street / Burnley Street to improve walking and provide potential to improve inbound AM travel times for trams and private vehicles
- Review signal timing at the Bridge Road / Burnley Street Intersection

The actions for Council include:

- Engage with Salta to preserve the potential for a road connection between River Street and River Boulevard. This could include commencing the process to declare the link a road under Section 11 of the Road Management Act
- Consider the local area traffic management treatments required on Buckingham Street to mitigate potential issues with a signalised intersection at Doonside Street

The actions for Salta include:

- Apply to amend the endorsed drawings for 35 River Boulevard to preserve land on the lot to be converted to road reserve, should Council wish to proceed with the River Street connection


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# 4.6 INTERVENTION SIX: FUTURE PROOF DEVELOPMENTS



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### 4.6.1 FUTURE PROOF DEVELOPMENTS

The nature of the transport task is changing, and is likely to reduce the demand for private car ownership and subsequently, parking requirements.

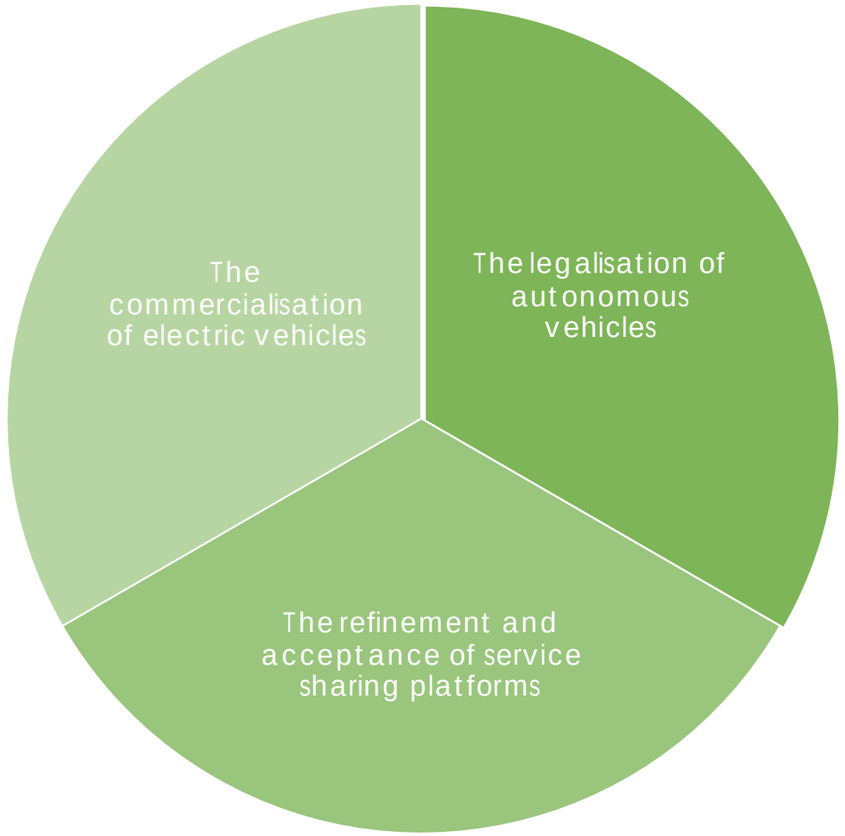
Conventional projections of parking demand that are based on an assumption that the current model of individual car ownership will continue, need to be challenged.

An alternative view is that a confluence of three factors – the commercialisation of electric vehicles, the legalisation of autonomous vehicles and the refinement and acceptance of service sharing platforms – will create an environment for a new and disruptive business model to emerge. This business model is called Mobility as a Service (MaaS).

Mobility as a Service is on track to disrupt the transport industry. In the MaaS model, private vehicles would not be owned, but instead MaaS in the form of rides in autonomous electric vehicles (AEVs) would be purchased. In this model, AEVs would carry passengers around the city on demand but would not need any parking to be provided in high density locations.

High take up of this model is based on the idea that the extremely low per kilometre operating costs of AEVs would translate into a downwards step change in the cost of travel. Modelling (performed by others) suggests that AEV travel would be in the order of 10 times cheaper per kilometre than travel by conventional individual ownership means.

Scenario testing, performed in an American context, suggests that within 10 years of the legalisation of autonomous vehicles for general road use (which is possible within the next five years), 95% of city travel would be undertaken using AEVs (Arbib & Seba, 2017).



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### 4.6.2 WHERE TO FROM HERE?

In order for the developments in Victoria Gardens to be future proofed against disruptions in the transport system, it is recommended the following options are considered:

Next steps for Council:

- Setting maximum parking rates to reflect the reducing car ownership rates (as above)
- Unbundling car parking from the developer's land use to facilitate and encourage technologies that share car parking
- Supporting ride sharing platforms to access the precinct through drop off bays, financial incentives and priority road space

Next steps for Salta:

- Supporting ride sharing platforms to access the precinct through drop off bays, with potential in-store incentives for car pooling or mass transit
- Where necessary, consider constructing multi-deck car parking with minimum floor to ceiling heights of 3 metres, to enable parking to be repurposed


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# 5. SUMMARY & NEXT STEPS



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# 5.1
# SUMMARY

This report confirms that the existing transport network in the vicinity of Victoria Gardens is heavily congested during peak hours, particularly with respect to private vehicle travel.

This congestion is due to various factors, including the heavy east-west traffic flows between the CBD and eastern suburbs during peak periods, the constrained width of abutting roads and the competing demands that these roads service. The extent of traffic to/from Victoria Gardens is also a factor but is a lesser contributor to this congestion, as it represents a relatively small proportion of total network traffic flows.

As Victoria Gardens and surrounding land area continue to intensify, this congestion will notably worsen, with the future "business as usual" conditions modelling indicating that car and tram travel speeds are likely to deteriorate by approximately 25-35% under such conditions.

To best facilitate the full development of Victoria Gardens and the surrounding area, this report outlines that numerous interventions are required. These interventions relate both to transport and land use for implementation/action by both the public and private sectors. The preliminary modelling undertaken to inform this report indicates that these interventions can be expected to improve the transport network, compared to the future "business as usual" conditions, albeit the congestion levels are likely to remain higher than existing conditions (given the magnitude of land use uplift expected).

The recommended interventions seek to:

- balance transport priorities on the network,
- dampen the demand for transport,
- encourage mode shift change,
- provide more direct and efficient vehicle access to land uses, and
- encourage a truly mixed-use precinct (to in turn maximise trip containment and lessen transport impacts).

These interventions require collaboration and attention by all stakeholders, and will likely fail to deliver the maximum benefit if only delivered in part. This report seeks to outline a collaborative approach by which the interventions can be pursued.

The next steps are outlined over the page.


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# 5.2
# NEXT STEPS

The next steps for members of the working group have been included in the body of the report under each intervention option. They are recreated below for ease of reference.

**INTERVENTION ONE:**
**REDUCE TRAFFIC GENERATION**

The next steps for Council:

- Initiate an amendment to the parking rates in the CDZ1 overlay within the Yarra Planning Scheme to mandate car parking maximum rates, generally as follows:
  - > 1 space / dwelling
  - > 2 spaces / 100sqm NFA for office
  - > 3 spaces / 100sqm LFA for retail
- Review the Planning Scheme with the view to establish clear mechanisms and incentives to align with the overarching strategic vision, such as streamlined approvals for target land uses and lower parking provisions.
- Review planning policy with the view to increase consistency within the wider local area

**INTERVENTION TWO:**
**TRAM PRIORITY TREATMENTS ON VICTORIA STREET**

The next step for TfV:

- Develop and implement a tram priority scheme for Victoria Street

**INTERVENTION THREE:**
**ACTIVE TRAVEL INTERVENTIONS**

The next steps for Council:

- Amend the Planning Scheme to mandate/guide the provision of end of trip facilities
- Implement an Infrastructure Contribution Plan to recoup the funds from developers who are likely to benefit from an improved bicycle network

**INTERVENTION FOUR:**
**ROAD NETWORK OPTIMISATION**

The next step for VicRoads:

- Review signal phasing along the length of Victoria and Burnley Streets and Bridge Road to determine whether any signal phasing changes or linking of signals would improve the network operation

**INTERVENTION FIVE:**
**PRECINCT ACCESSIBILITY**

The next steps for VicRoads:

- Monitor the need for signals at Bridge Road / River Street
- Install signals at Burnley Street / Doonside Street, linking their operation to signals north and south on Burnley Street
- Determine active travel options that can be built into signalisation of the intersection
- Modify intersection layout at Victoria Street / Burnley Street to improve walking and provide potential to improve inbound AM travel times for trams and private vehicles.
- Review signal timing at the Bridge Road / Burnley Street Intersection

The next steps for Council:

- Engage with Salta to preserve the potential for a road connection between River Street and River Boulevard
- Consider the local area traffic management treatments required on Buckingham Street to mitigate potential issues with a signalised intersection at Doonside Street


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**INTERVENTION FIVE:**
**PRECINCT ACCESSIBILITY (CONT'D)**

The next steps for Salta:

- Apply to amend the endorsed drawings for 35 River Boulevard to preserve land on the lot to be converted to road reserve, should Council wish to proceed with the River Street connection

**INTERVENTION SIX:**
**FUTURE PROOF DEVELOPMENTS**

The next steps for Council:

- Setting maximum parking rates to reflect the reducing car ownership rates
- Unbundling car parking from the developer's land use to facilitate and encourage technologies that share car parking
- Supporting ride sharing platforms to access the precinct through drop off bays, financial incentives and priority road space

Next steps for Salta:

- Supporting ride sharing platforms to access the precinct through drop off bays, with potential instore incentives for car pooling or mass transit
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GTAconsultants

**GTA Consultants**
Level 25, 55 Collins Street
Melbourne, VIC 3000
(03) 9851 9600

**Project Contacts:**
Tim De Young
Phoebe Hollins

# Attachment B -
# Council submission to Unlocking Victoria Gardens

*Our ref: D18/43967*
*Your ref: D18/27114*
*Contact: Jane Waldock 9205 5733*

Yarra City Council
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DX 30205
T (03) 9205 5555
F (03) 8417 6666
E info@yarracity.vic.gov.au
W www.yarracity.vic.gov.au
Interpreter Services (03) 9208 1940
TTY 133 677 then (03) 9205 5555
ABN 98 394 086 520

8 March 2018

Tim de Young
Director
GTA Consultants
55 Collins St VIC 3000

Via email Tim.deYoung@gta.com.au

Dear Tim

**Victoria Gardens – Transport Discussion Paper**

I write to you regarding the recently circulated 'Unlocking Victoria Gardens' Transport Discussion Paper, and the working group proposed by GTA Consultants.

It is understood that the Transport Discussion Paper has been developed on behalf of your client Salta Properties. It is noted that Salta Properties own considerable land holdings within the Victoria Gardens precinct, have an ongoing financial stake to the Victoria Gardens shopping centre and have a number of developments planned within the Victoria Gardens precinct.

Council appreciates the work that GTA have put into the discussion paper, and sees value in developing a coordinated response to the transport, planning and placemaking issues that face the Victoria Gardens precinct. Council also values the opportunity to engage with stakeholders including Transport for Victoria; VicRoads; PTV; Yarra Trams; residents and businesses. Notwithstanding this, Council has, however, some governance and due process concerns about its ongoing participation in an informal working group that is led by a consultant representing the interests of a single private land owner.

Given this concern, a more formal arrangement for a Victoria Gardens Working Group which includes an agreed Terms of Reference is considered appropriate and necessary. The Terms of Reference should outline (amongst other things):

- the intended role of the group and what it seeks to achieve; (intended outputs and outcomes)
- a formalised list of members;
- procedural and governance aspects clearly articulated
- meeting arrangements; and
- other relevant aspects for the conduct of the meetings.

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It is considered that the working group should be sponsored by one or more of the public agencies involved. The landowners involved in the project may wish to provide monetary support for the analysis work that would be required to provide a robust report.

It would be valuable to discuss this matter at a time convenient to all parties and I would be happy to sponsor a meeting around this governance topic. I can be contacted on Bruce.Phillips@yarracity.vic.gov.au or 9205 5300.

Yours sincerely

Bruce Philips
**Director Planning and Place Making**

*cc:* Garry Button, Acting Deputy Sanctuary Network Planning, Transport for Victoria
Vince Punaro Regional Director Metro North West, VicRoads
Les Kulesza Principal Advisor, Network Development, Yarra Trams

# Attachment C -
# Further detail regarding other maximum parking rates in Melbourne

Table C1: Car Parking Rates for similar activity centres / precincts

| Location | Residential | Office/Commercial | Shop/Retail |
|---|---|---|---|
| Adopted rates within Planning Scheme | | | |
| **Fishermans Bend Urban Renewal Area (PO13)[23], 2018** | 0.5 spaces / dwelling<br>1 space / dwelling to each 3 or more bedroom dwelling | 1 space per 100sqm GFA | 1 space per 100sqm GFA (retail or restricted retail) |
| **Specific Inner-City Areas (i.e., North Melb., Carlton) (PO12)[24], 2013** | 1 space / dwelling | - | - |
| **Footscray MAC (PO1)[25], 2015 – note – min. rates also apply** | 1 space / dwelling (1-br, 2-br or studio)<br>1.5 space / dwelling (3-br+) | 2 spaces per 100sqm GFA | 1.5 spaces per 100sqm GFA (shop) |
| **Docklands – Yarra's Edge (PO11)[26], 2013** | 2 spaces / dwelling | 2 spaces per 100sqm GFA | 4 spaces per 100sqm GFA (retail) |
| **Docklands – Victoria Harbour (PO6)[27], 2013** | 2 spaces / dwelling | 2.5 spaces per 100sqm GFA | 2 – 4 spaces per 100sqm GFA (retail, rate by map) |
| **Docklands – Batmans Hill (PO7)[28], 2013** | 2 spaces / dwelling | 1.5 spaces per 100sqm GFA | 1 space per 100sqm GFA (other use) |
| **Docklands – Stadium Precinct (PO8)[29], 2013** | 1.5 spaces / dwelling | 1 space per 100sqm GFA (other use) | 1 space per 100sqm GFA (other use) |
| **Docklands – Comtech Port (PO9)[30], 2013** | 1.5 spaces / dwelling | 2 spaces per 100sqm GFA | 1 space per 100sqm GFA (other use) |
| **Docklands – Business Park (PO10), 2013** | 1.5 spaces / dwelling | 3 spaces per 100sqm GFA | 4 spaces per 100sqm GFA (retail) |
| **Capital City Zone – Outside the Retail Core (PO1)[31], 2013** | 1 space / dwelling | 0.5 spaces / 100sqm | |

[23] *Schedule 13 to Clause 45.09 Parking Overlay – Melbourne Planning Scheme*, link
[24] *Schedule 12 to the Parking Overlay – Melbourne Planning Scheme*, link
[25] *Schedule 1 to Clause 45.09 Parking Overlay – Maribyrnong Planning Scheme*, link
[26] *Schedule 11 to the Parking Overlay – Melbourne Planning Scheme*, link
[27] *Schedule 6 to the Parking Overlay – Melbourne Planning Scheme,* link
[28] *Schedule 7 to the Parking Overlay – Melbourne Planning Scheme,* link
[29] *Schedule 8 to the Parking Overlay – Melbourne Planning Scheme,* link
[30] *Schedule 9 to the Parking Overlay – Melbourne Planning Scheme,* link
[31] *Schedule 1 to the Parking Overlay – Melbourne Planning Scheme,* link

| Planning Scheme Amendments in progress | | | |
|---|---|---|---|
| **West Melbourne (Amendment C309)[32] – currently referred to Minister for Planning** | 0.3 spaces / dwelling – noting Panel report uses rate of:<br>0.3 spaces / dwelling (1-br), 0.45 spaces / dwelling (2-br)<br>0.6 spaces / dwelling (3-br+) | 0.5 spaces per 100sqm NFA (other use) | 0.5 spaces per 100sqm NFA (other use) |
| **Cremorne (Amendment C281)[14] – recently endorsed by Council** | - | 1 space per 100sqm floor area | 1 space per 100sqm floor area |

[32] *Melbourne Planning Scheme Amendment C309 – West Melbourne Structure Plan*, Planning Panels Victoria, 11 October 2019, link