

Traffix Group

Traffic Engineering Assessment

Strategic Transport Review

325-341 Victoria Street, West Melbourne

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City of Melbourne

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1. Introduction

Traffix Group has been engaged by City of Melbourne to undertake a strategic transport review at 325-341 Victoria Street, West Melbourne. The existing at-grade public carpark is proposed to be redeveloped for affordable housing.

This assessment provides a strategic transport review of the removal of the public car parking currently provided on-site. It also considers broader precinct wide transport changes and the implications of these for the proposed affordable housing development.

This assessment considers the removal of the car parking in the context of the existing parking conditions in the area, local and state planning policies.

2. Proposal and Site Context

The subject site is 325-341 Victoria Street, West Melbourne, located on the south-west corner of the Victoria Street/Roden Street intersection. The site operates as a public off-street carpark operated by the City of Melbourne.

This carpark is accessed from Victoria Street and Roden Street (one access point to each street), and provides a total of 47 car spaces, comprising:

- 17 x 4P meter 7:30am-6:30pm Monday-Friday and 7:30am-12:30pm Saturday restrictions, and
- 30 x 2P meter 7:30am-6:30pm Monday-Friday and 7:30am-12:30pm Saturday restrictions.

An aerial image of the subject site is provided below.

The proposal is to remove this public carpark, and replace it with affordable housing (i.e. the proposal will result in the net loss of 47 publicly available car spaces).

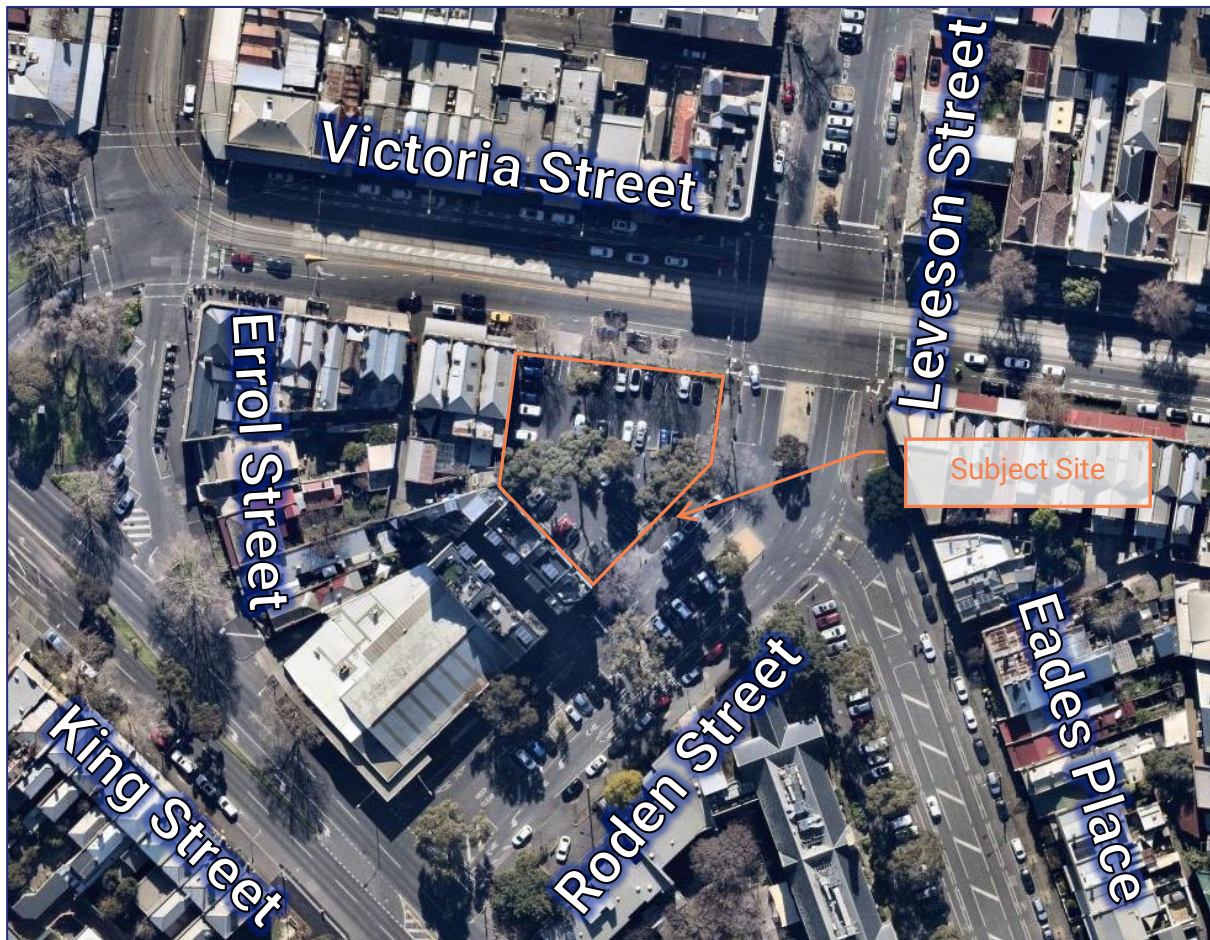


Figure 1: Aerial View of Subject Site (source: Nearmap.com)

2.1. Road Network

Victoria Street is a Council Arterial Road to the east of Errol Street. To the west of Errol Street, Victoria Street has a dead-end no through segment. Victoria Street then continues on again as a Department of Transport and Planning (DTP) Arterial Road between Curzon Street and Dryburgh Street.

Curzon Street and King Street are also DTP managed Arterial Road that surround the site.

All other roads surrounding the site (including Rodan Street, Leveson Street and Errol Street) are lower order Council managed roads.

Victoria Street carries approximately 13,000 daily vehicle trips in the segment of road between Errol Street and Chetwynd Street¹.

¹ As referenced in DTP's Annual average daily traffic volumes

2.2. Alternative Modes of Transport

2.2.1. Public Transport

A map of the public transport services surrounding the site and within the wider West Melbourne locale are presented below.

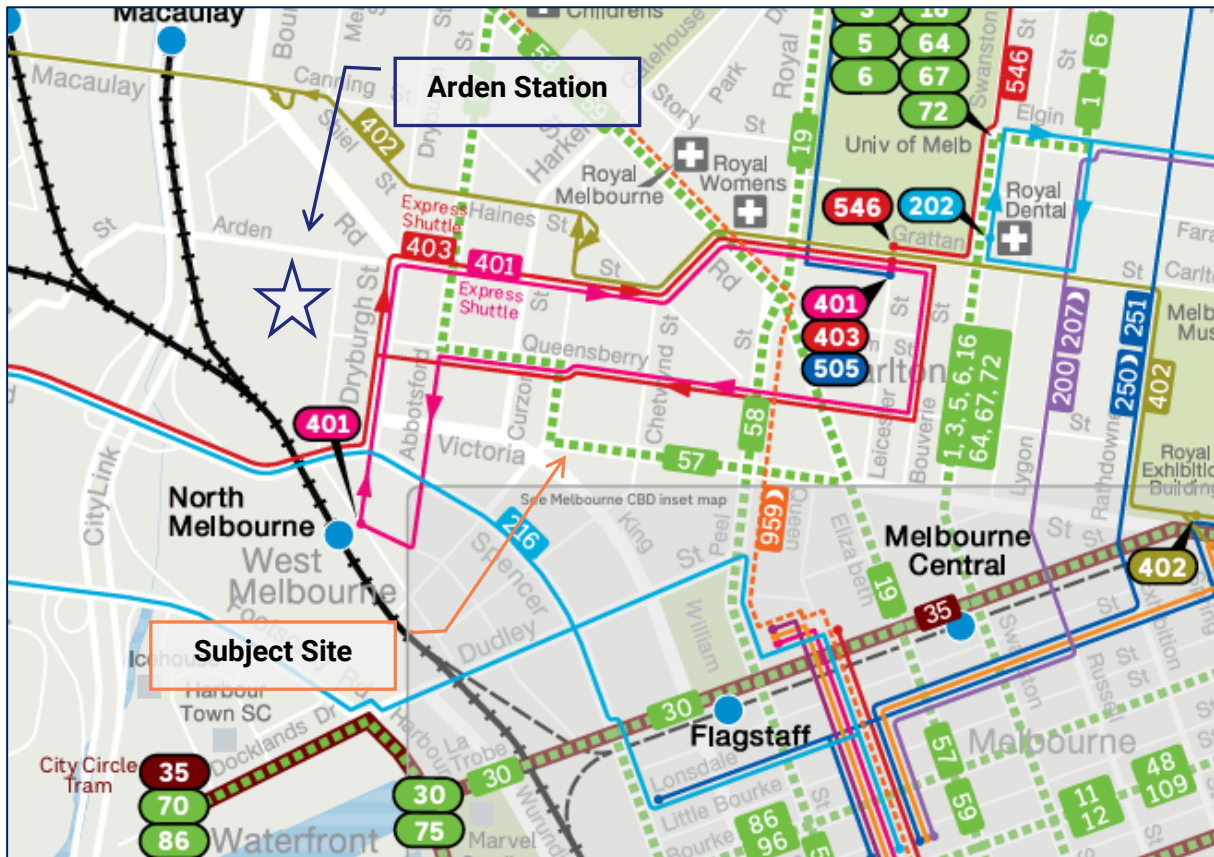


Figure 2: Public Transport Map (source: PTV)

As can be seen from the above map, there are numerous public transport services in the immediate area surrounding the site, including:

- Tram Route 57, which operates along Victoria Street (noting that there are proposed upgrade works for this route, as discussed further at Section 4.5)
- Other tram services in the wider area, including Tram Route 58 and Tram Route 19
- Bus services including Bus Route 401, 403 and 216
- North Melbourne Railway Station, which is approximately 800m walking distance from the site.
- Flagstaff Railway Station, which is approximately 1km walking distance from the site

A map of the Principal Public Transport Network area of the locale is also provided below.



Figure 3: Principal Public Transport Network Area (Source: Vicplan)

The above shows that essentially all of West Melbourne is within the PPTN.

Future Arden Station

In addition to the existing transport service, there will be a future Metro Tunnel station, known as Arden Station, which will be located approximately 1km walking to west of the site.

This station will form part of the new Metro Tunnel, and is scheduled to be opened by the end of 2025 or early 2026.

A map of this station is shown below.

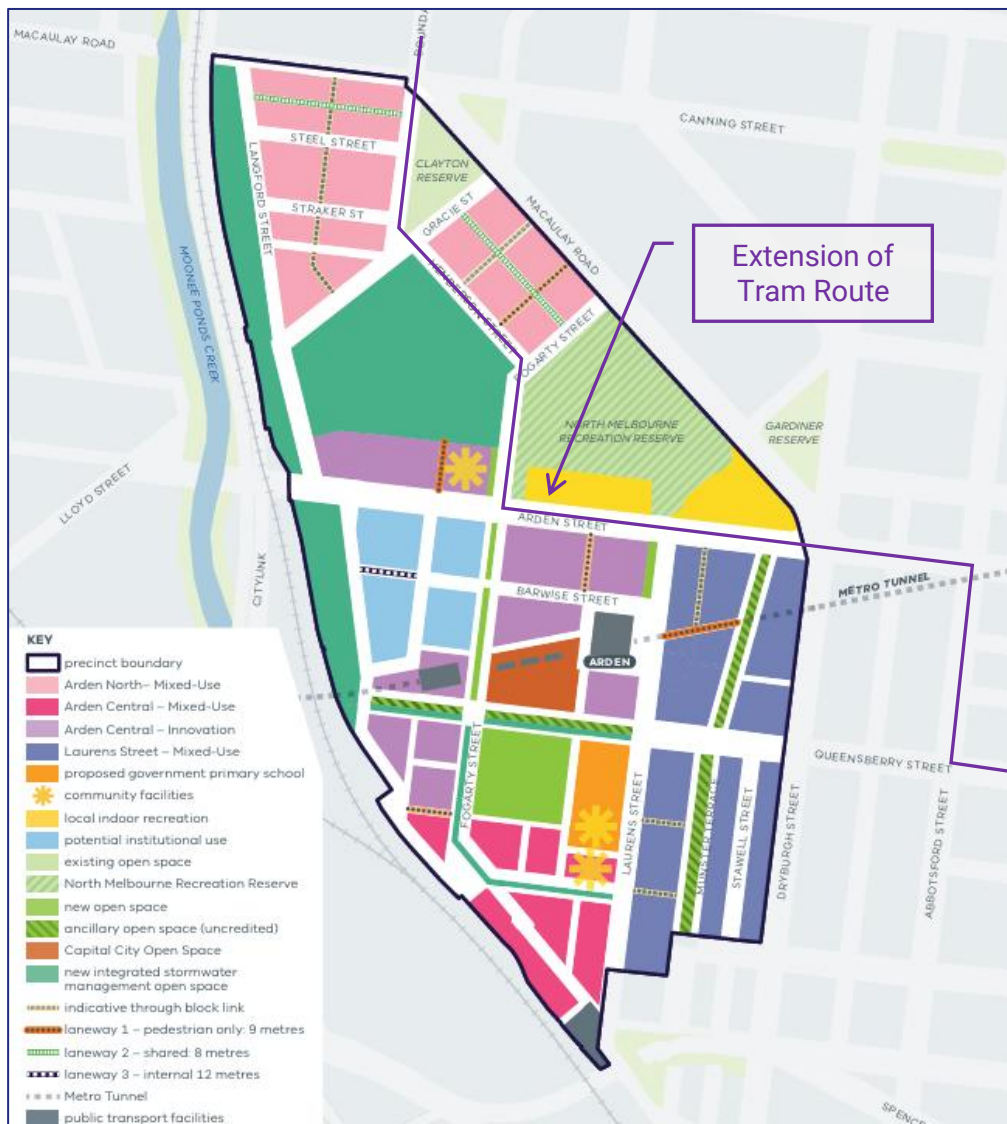


Figure 4: Arden Station Map (source: VPA)

Once this station is operational, additional connecting public transport services, such as additional bus and tram services will open to provide connections to/from this station, which are expected to improve public transport in proximity of the site and the wider West Melbourne area.

2.2.2. Bicycle Network

The excerpt from the City of Melbourne TravelSmart map shown in Figure 5 shows the bicycle infrastructure surrounding the site in the West Melbourne area.

Victoria Street, Queensbury Street, Curzon Street and Miller Street all provide dedicated bicycle lanes, while off-road trails are provided along Footscray Road and Moonee Ponds Creek Trail.

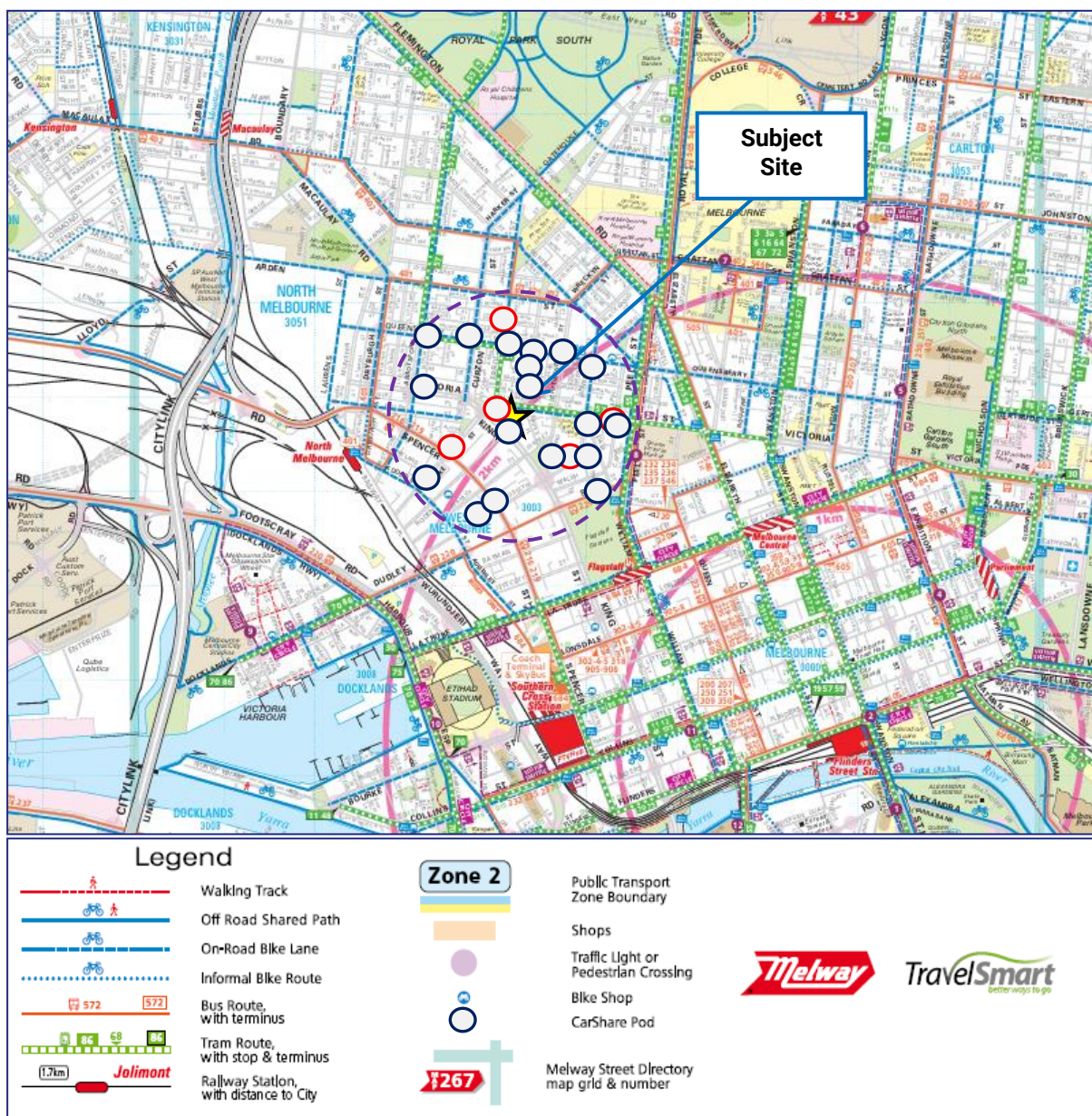


Figure 5: Sustainable Transport Infrastructure (Source: Melbourne City Council)

2.2.3. Walkability

The locale of the site is highly walkable, with many everyday services located within walking distance of the site. Figure 6 below indicates the area that is within a 20-minute walk of the site.

The following significant uses are within this 20-minute walk:

- The Hoddle Street Grid
- Shops and markets including:
 - Queen Victoria Market
 - Aldi
 - Woolworths Metro
- Education facilities including:
 - Melbourne University
 - William Angliss Institute
 - Glen Institute
 - Holmesglen Institute – Futuretech Campus
- North Melbourne Recreation Reserve
- Marvel Stadium
- Transport options including Southern Cross, Flagstaff, Arden Station (opening late 2025/2026), North Melbourne Station
- Health facilities including the Royal Melbourne Hospital, doctors surgeries, pathology clinics and pharmacies
- Recreation opportunities including North Melbourne Recreation Reserve, Melbourne City Baths, etc.
- Community facilities including the North Melbourne Library, Narm Ngarrgu Library and family services and the North and West Melbourne Neighbourhood Centre

The site also has a Walkscore of 98 (walker's paradise) which indicates that daily errands do not require a car.

The land uses detailed above demonstrate that there are many everyday land uses in close proximity to the site, which would reduce the dependence on vehicular travel within this area.

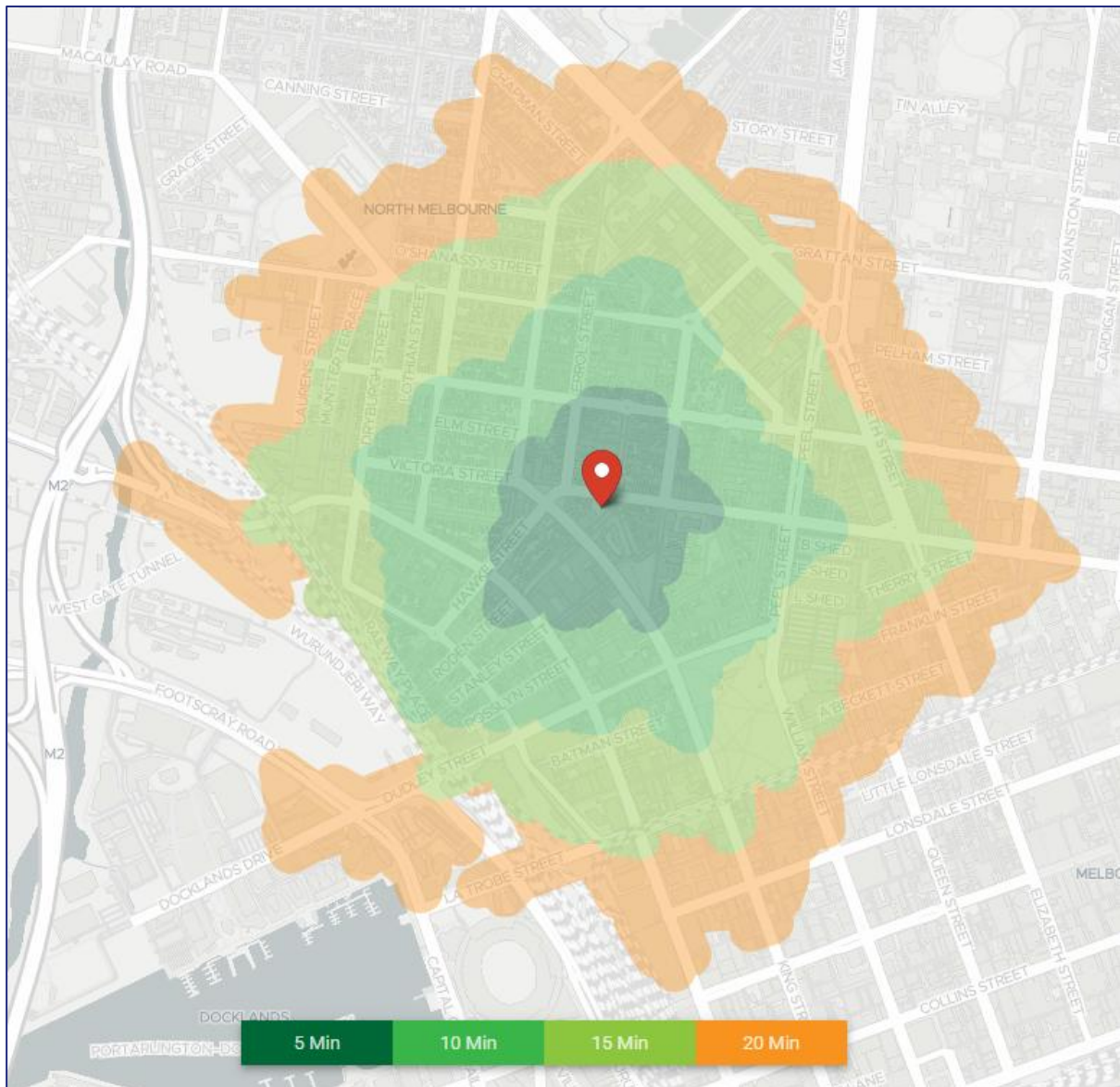


Figure 6: Map of 20-minute walking distance (Source: Targomo)

2.2.4. Car Share Services

Melbourne City Council supports 'car sharing' schemes by allocating on-street spaces throughout the municipality for the purposes of accommodating 'car share' cars operated by Flexicar, GoGet and Popcar, three Council supported schemes. The car share pods in close proximity to the site are shown in Figure 5.

There are currently 25 car share 'pods' within 500m of the site.

Car sharing schemes provide an alternative to car ownership for residents and businesses and actively encourage the use of alternate transport modes by encouraging residents to only driver (via carshare) when they actually need to. If required, a car can be available by

joining the local 'car share' schemes. For residents, this fills a 'mobility gap' by providing ready access to a car for those trips that definitely need a car.

The use of a non-private car allows residents and staff to avoid driving their own car to work during the peak periods and provides access to a vehicle by staff on an as-needs basis for work-based trips.

2.2.5. Travel Characteristics

The following graphs review the model of travel of existing residents within West Melbourne and Greater Melbourne. This data is derived from the Australian Bureau of Statistics 2016 Census².

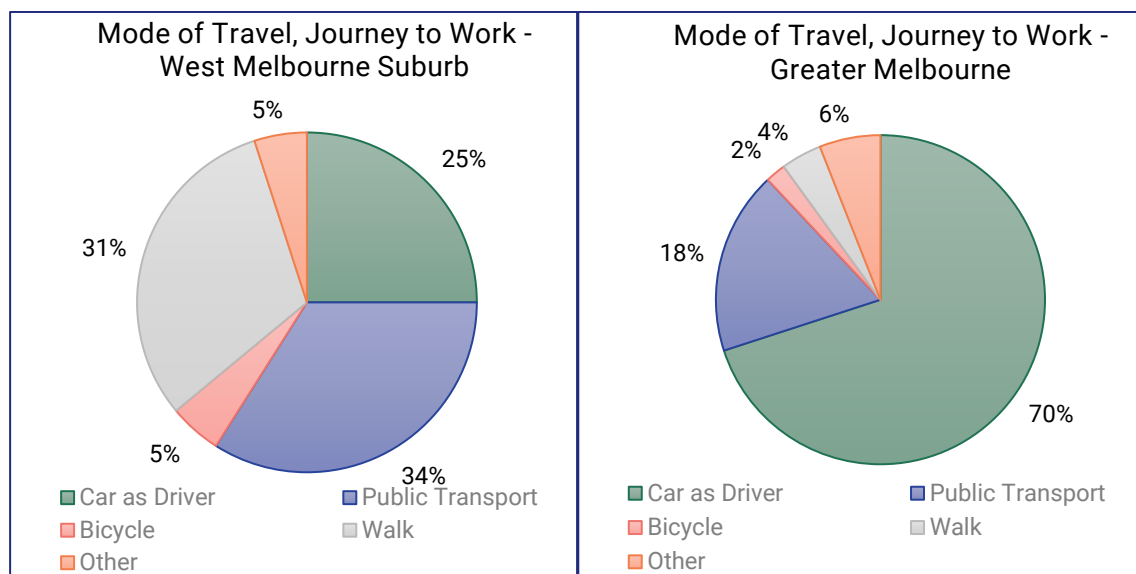


Figure 7: Review of Model of Travel – Place of Residence (2016 Census)

The above shows that residents within West Melbourne have a lower reliance on car travel than the wider Melbourne area, with a high proportion of residents walking to work. This could likely be explained by the fact that the Hoddle Grid is a short walk from the site.

We have also reviewed the ABS data which is based on place of employment rather than place of residence.

It is of note that the state suburb of West Melbourne includes the dock and shipping area, which is a significant employment generator where a high level of parking is supplied. Accordingly, we have also compared this against the employment area of North Melbourne, which is more comparable to the immediate site area.

² The 2021 ABS data was compromised by COVID travel restrictions, and accordingly, has not been considered

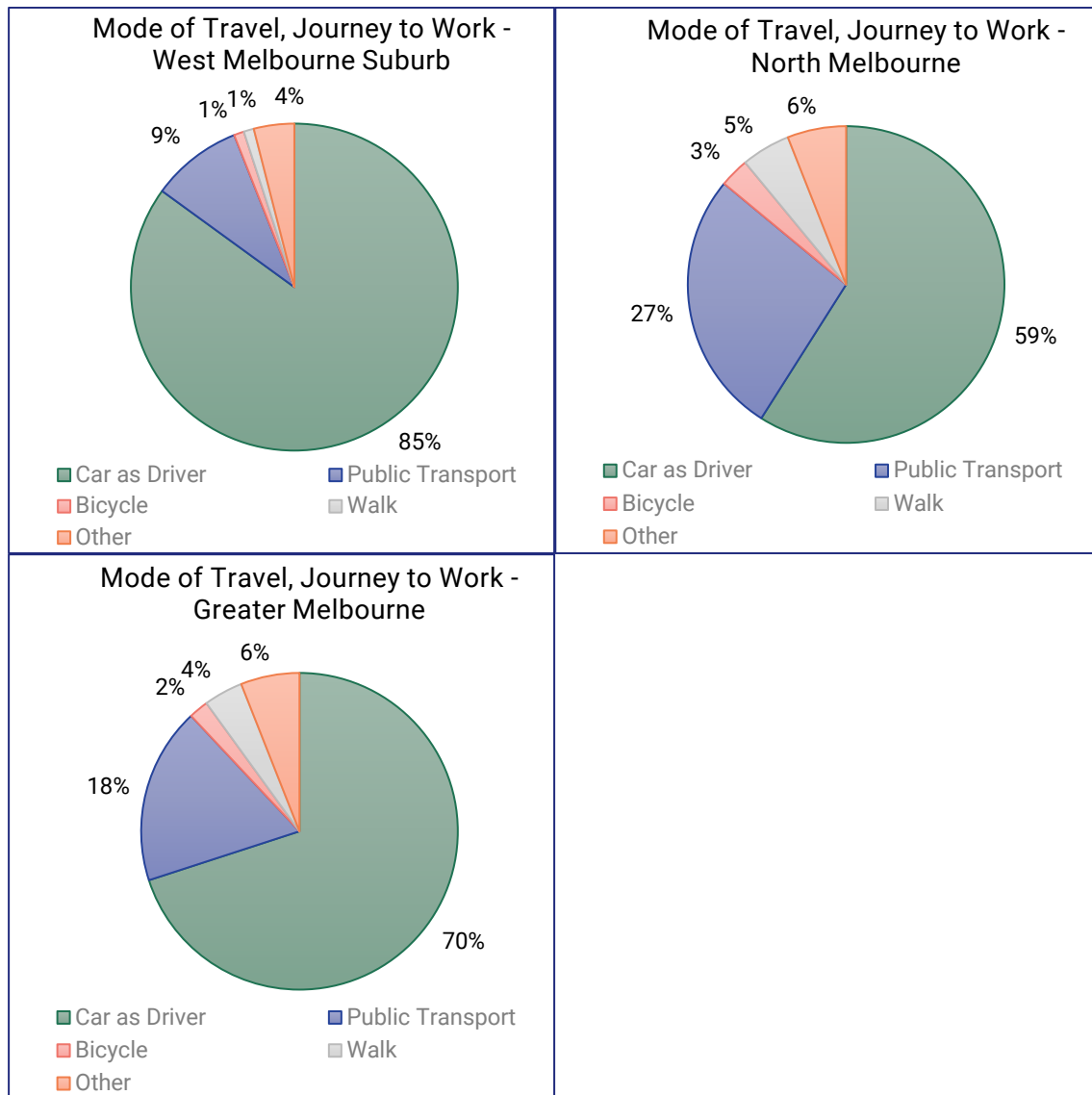


Figure 8: Review of Model of Travel – Place of Employment (2016 Census)

There is a significant portion of employees within the West Melbourne area that travel to the area via car, however this data set is relatively small (in the order of 3,600 employees surveyed), and given the dock and shipping area within the catchment (which also provides a high level of car parking), it is expected that this would likely be one of the contributing factors.

When considering North Melbourne (which is more closely comparable to the subject site), there is a much lower proportion of travel via car as driver, which is also below the overall greater Melbourne area (70 per cent).

A review of car ownership statistics for all households, 'flats units and apartments' and affordable housing within the suburb of West Melbourne highlights the following average car ownership statistics.

This data was recorded by the Australian Bureau of Statistics (ABS) in the 2021 Census and is presented in the following table. The 2021 data for car ownership is considered applicable as ownership was not impacted by COVID lockdowns to the extent that travel patterns were.

Table 1: ABS Car Ownership Data (West Melbourne) – All Dwellings (Source: 2021 Census)

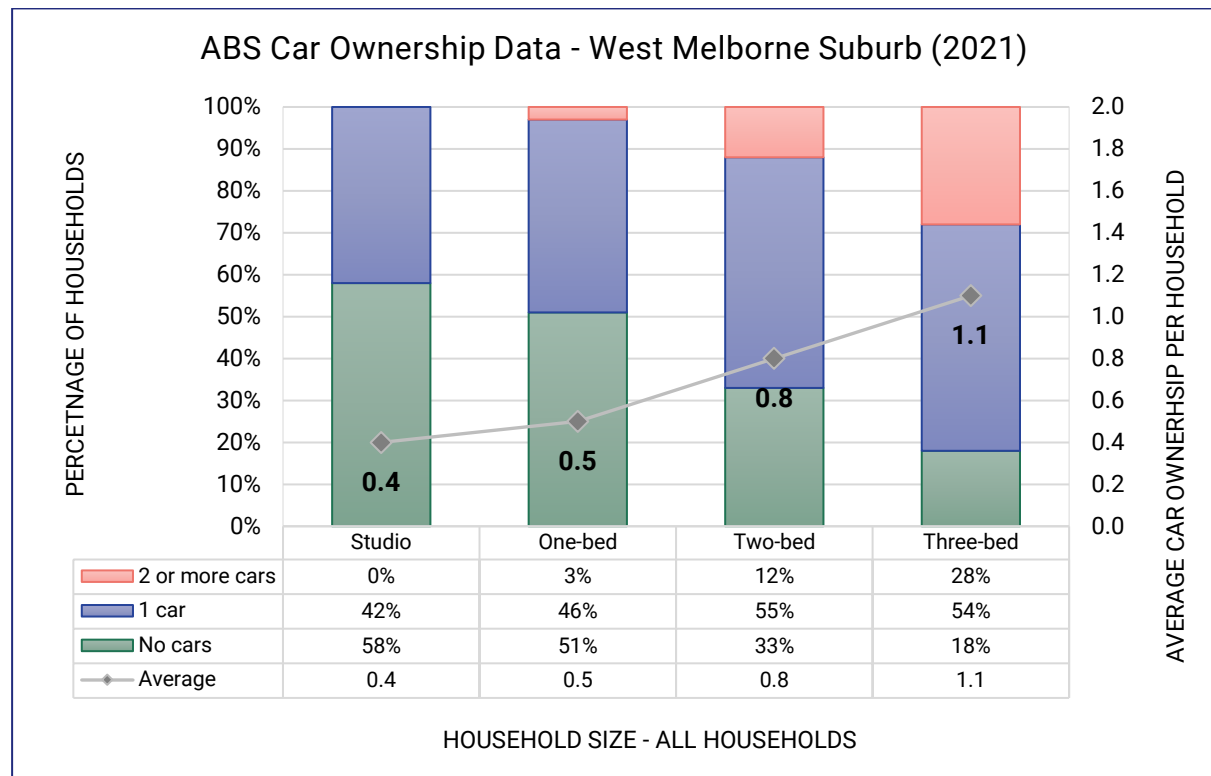
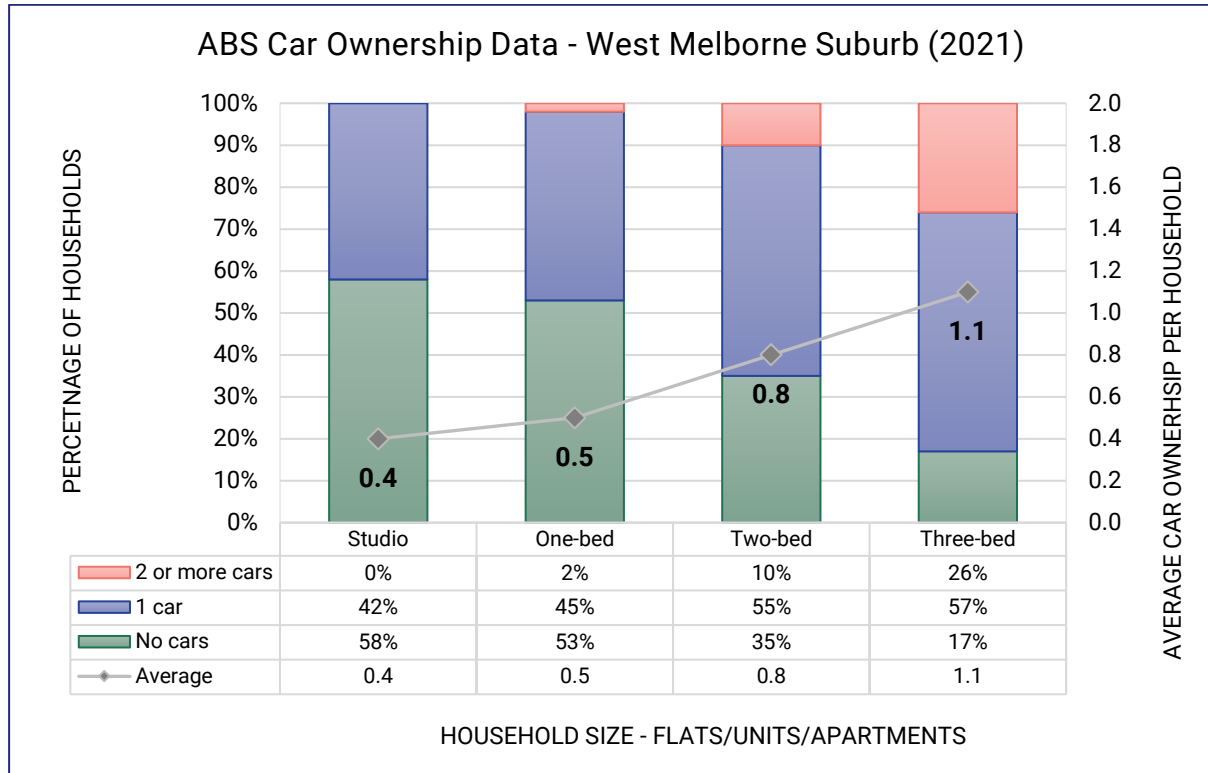


Table 2: ABS Car Ownership Data (West Melbourne) – Apartments (Source: 2021 Census)



For comparative purposes, we have also included the same ownership data for Metropolitan Melbourne as a whole below.

Table 3: ABS Car Ownership Data (Metropolitan Melbourne) – All Dwellings (Source: 2021 Census)

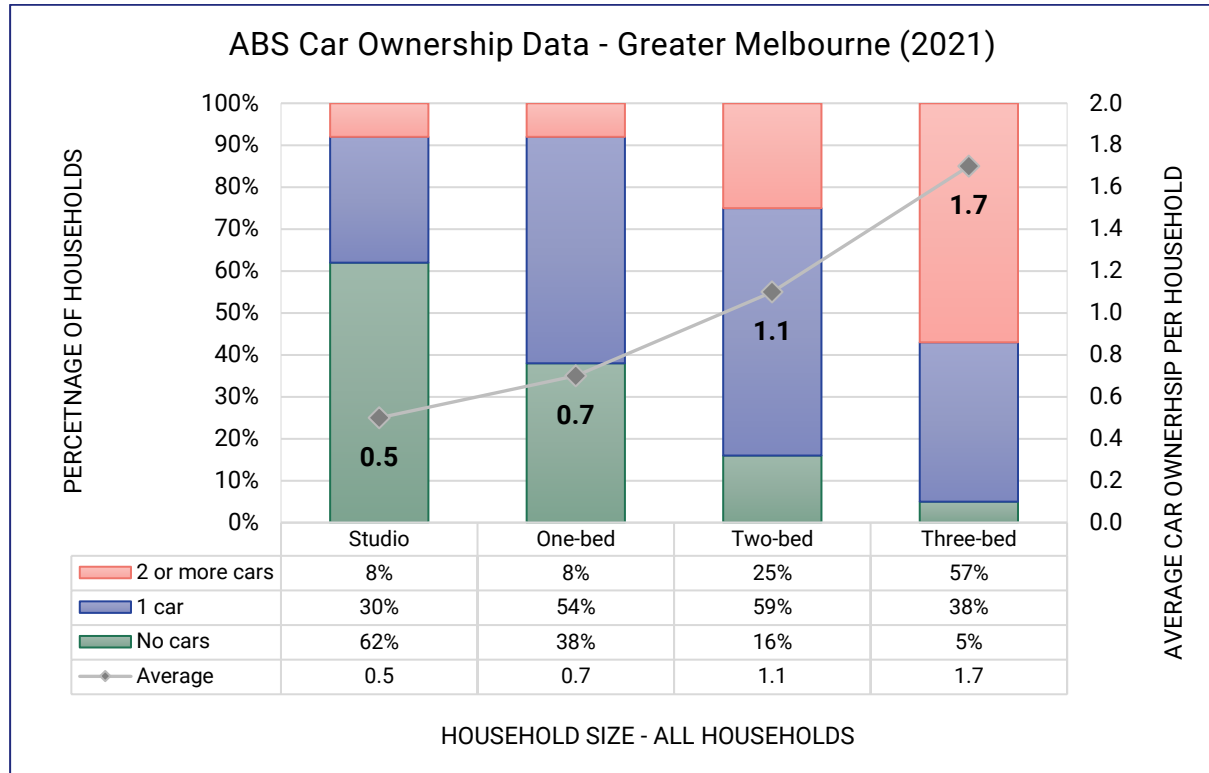
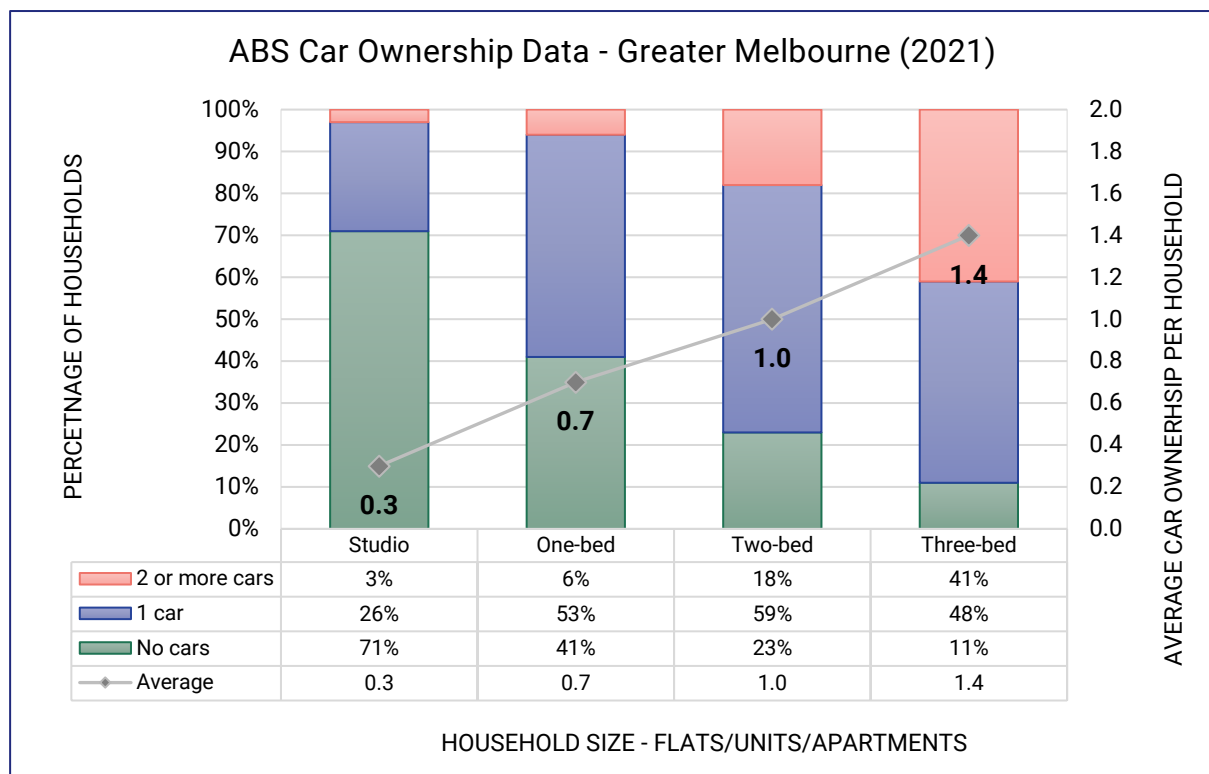


Table 4: ABS Car Ownership Data (Metropolitan Melbourne) – Apartments (Source: 2021 Census)



The above data shows that car ownership rates within the West Melbourne area are substantially below the overall Planning Scheme requirements under Clause 52.06, with an average of 0.5-0.8 car spaces per one and two-bedroom dwelling. There was also an average of 1.1 car spaces provided per three-bedroom dwelling.

These Clause 52.06 requirements are the overall state minimum car parking requirements that apply to developments across Victoria, unless otherwise specified by a specific car parking overlay.

It is also important to note that this data provides a snapshot of car ownership at a certain time period (being 2021), and does not take into account future trends of car ownership (which is generally expected to trend downward). Accordingly, car ownership rates at present, or into the future may reduce further than the above reported figures.

2.3. Car Parking Conditions

Historical parking surveys have been completed by Movendo of the area surrounding the subject site. The most recent surveys were undertaken between 7am-7pm on Thursday 8th August, 2024 and 7am-1pm on Saturday 10th August, 2024 (site and nearby on-street parking).

The survey area is shown below.



Figure 9: Car Parking Survey Area (Source: Movendo)

A total of 313 on-street car spaces were located within this area (noting that this excludes the 47 car spaces on-site).

Of these spaces, approximately 294 were available to the public (i.e. did not have Permit Zone restrictions during the survey period), mostly comprising of short-term and medium-term restrictions. It is of note that exemptions applied to residents with permits to some of these spaces, allowing locals to park long-term near their residence.

Demands for on-street car parking was generally moderate through the day (50-80%), with peak demands experienced during the middle of the day.

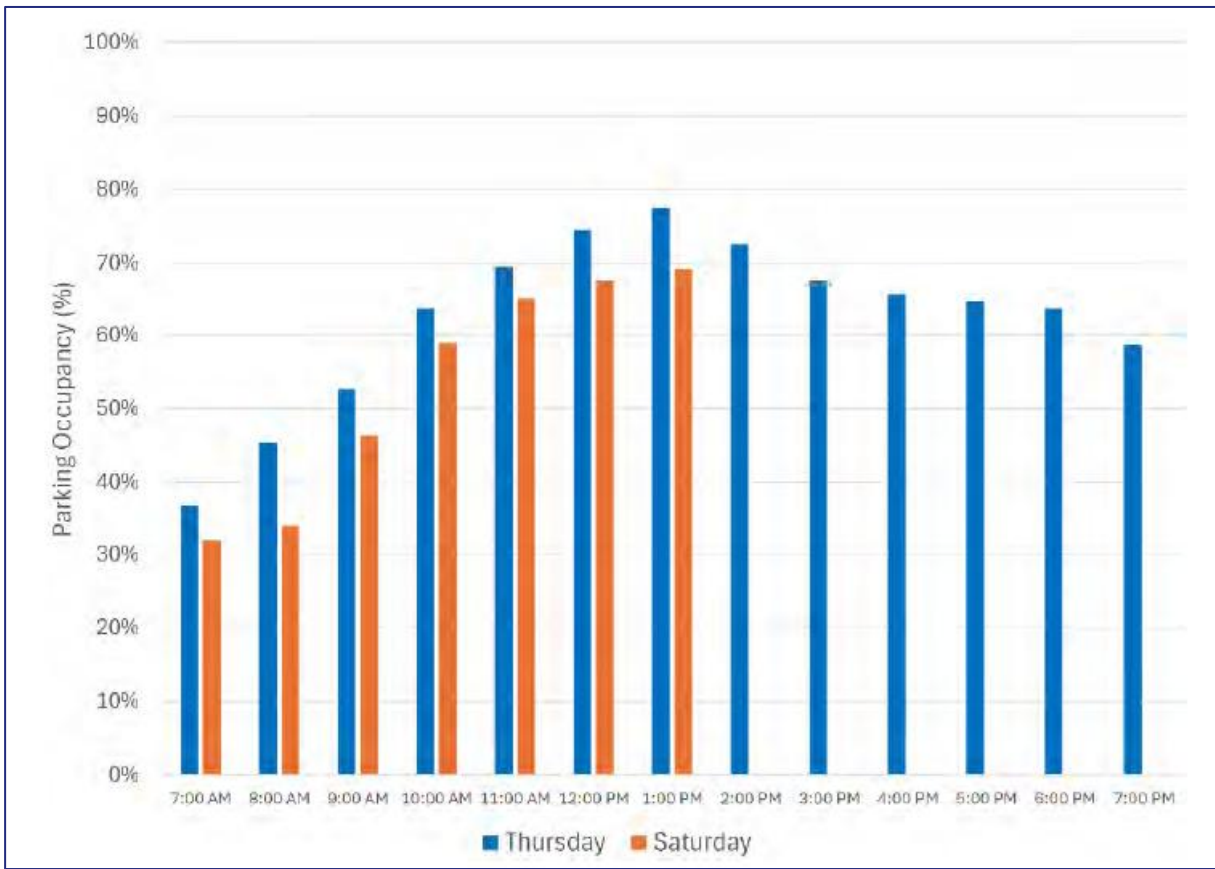


Figure 10: On-Street Parking Surveys (source: Movendo)

A minimum of 66 vacant on-street spaces were available for public parking during the survey period, which occurred at 1pm on Thursday 8th August, 2024.

When considering the full data set of surveys undertaken by Movendo since 2021, the absolute minimum vacant on-street car parking spaces available were 59 spaces, which occurred at 8pm on Friday 31st May, 2024.

This data indicates that the local area provides adequate car parking to service nearby needs, with a surplus of parking available even at peak times. Peak times also only last for a short period around lunchtime on a weekday.

2.4. Summary

Based on a review of the existing transport conditions surrounding the site, we are of the view that:

- a) The site is highly walkable, with many everyday destinations available via a short walk instead of using any other mode.
- b) The area has excellent access to public transport services, which will shortly improve with the opening of Arden Station and other local tram and bus improvements.
- c) Cycling infrastructure in the area good and continually improving.
- d) Car ownership in the area is low and sustainable transport use is high, a reflection of the areas transport accessibility and land use mix in West Melbourne.
- e) Car share vehicles are available, providing an on-demand car for those trips that require a car, letting residents avoid private car ownership.
- f) Public car parking is in moderate demand, even at peak times, and there is a large supply of on-street parking in the area.

3. Planning Policy Review

3.1. Plan for Victoria

Plan for Victoria was released in March, 2025. This document replaced Plan Melbourne and includes new directives in relation to transport and land use planning.

The People's Panel vision for Victoria is the following:

By 2050, Victoria will be a vibrant, accessible and connected community, valued for its diverse cultures, sustainable environmental practices and respect for the First Peoples of Victoria.

Building a state that provides choices and opportunities for current and future generations of Victorians in quality housing, transport, employment, environment and connectivity will require input from the community, government, local businesses and industry alike.

We will create a society that caters to the unique needs of all Victorians, nurturing individual health through physical and cultural recreation.

There is a clear theme in Plan for Victoria to provide new, diverse and affordable housing in areas well serviced by local amenities, jobs, services and public transport. The focus of transport planning is on sustainable modes – public transport, walking and cycling – not private car use.

The Strategy notes that car parking can add 10% to purchase prices and 15% to rents. This makes a material price difference. Reducing the need for car ownership by placing housing in areas with good transport options and local services makes housing more affordable.

The plan is structured around five key pillars as follows:

1. Housing for all Victorians – delivering sufficient affordable homes for all Victorians
2. Accessible jobs and services – making sure you have good access to facilities and good jobs
3. Great places, suburbs and towns – creating thriving places that are attractive, safe and welcoming for everyone
4. Sustainable environments – preserving the natural values of Victoria and addressing climate change
5. Self-determination and caring for Country – underpinning and informing the other pillars

Plan for Victoria sets a policy intent under 'housing targets', that underutilised land should be repurposed for more homes, green spaces and vibrant communities. It specifically includes an example of an at-grade carpark in a commercial area being repurposed.

The plan also outlines a number of actions, which will help deliver the goals of Plan for Victoria. The actions most relevant to the site locale from a transport perspective are reviewed in the table below.

Table 5: Review of Plan for Victoria

Action		Summary	Response
2	<i>Implement new planning controls to streamline planning in activity centres</i>	Provide more housing choice in in Activity Centres and locations with great access to public transport	The development of the carpark provides housing within an Activity Centre and close to public transport.
5	<i>Match car and bike parking requirements and bike facilities with demand</i>	Reduce the number of car parks required for development in locations well-served by public transport, which will reduce cost of housing and traffic congestion Increase bicycle parking requirements to support sustainable transport choice	The site is well serviced by public transport, with lower car parking rates encouraged. The area is also well served by the bicycle network, which would support an increase in bicycle provision on the site.
7	<i>Improve transport network planning policy</i>	Provide a clear network of high-capacity public transport routes	The site is well placed to take advantage any upgrades to nearby public transport services, including the nearby Arden Metro Station, which will be opening in the near-future.
17	<i>Encourage walking and cycling</i>	Develop an active transport strategy to encourage and support more Victorians to walk, cycle and scoot more often. This is particularly important, given that building more homes within the walkable catchments of activity centres, train stations and priority precincts will boost opportunities to walk, cycle and scoot.	The reduction in car parking encourages the uptake of more sustainable modes of travel such as walking and cycling. The area already has a high uptake of residents walking to work, and a reduction in car parking, in combination with public and active transport improvements, would further promote this trend in travel patterns.

The transport strategies set out in Plan for Victoria, seeks to create new dwellings nearby to Activity Centres which are well connected via quality public transport and bicycle facilities in order to accord with the vision of Plan for Victoria.

It is clear that the removal of the public parking on-site is consistent with the state-wide approach to transport planning, particularly given the level of alternative transport available in the West Melbourne area.

3.2. Local Policies and Plans

Melbourne City Council supports sustainable transport and design in new and existing developments through a number of policies and initiatives. These are summarised as follows.

3.2.1. Strategic Direction - Transport

Clause 02.03-7 of the Melbourne Planning Scheme provides the strategical objectives relevant to Transport Planning.

In integrating transport, Council will (bold added for emphasis):

- **Integrate transport and urban growth.**
- *Encourage water transport for recreational and commuter use consistent with maintaining safe and efficient Port operations.*
- *Locate major entertainment, recreation, retail, education and employment areas where they are accessible by public transport and walking.*
- **Reduce the negative impacts of traffic and parking, particularly on residential areas and parklands.**

This Clause also states the following regarding sustainable transport:

A priority for the City is maximising the use of sustainable modes of transport. Private motor vehicles will continue to be an important part of the mix of modes but their use will become increasingly complementary to the other transport modes.

Public transport is the most economic and efficient mode for mass travel to and from the City. Walking accounts for the greatest proportion of trips within the City. An excellent walking network is necessary for the functioning of all the other modes.

Bicycles and motorised bikes/scooters are gaining popularity. They are efficient users of road space and are time-competitive with cars. There are good opportunities to increase cycling take-up.

In encouraging sustainable transport, the Council will:

- *Develop and maintain a comprehensive, safe, comfortable and convenient pedestrian and cycling network.*
- *Protect and enhance the laneways as a significant element of the pedestrian network and public realm.*
- *Support the provision of public bike hire stations convenient to pedestrians and public transport.*
- *Maximise the use of public transport through an efficient urban structure.*
- *Encourage public transport as the primary mode of access to the Central City by planning for the network and encouraging integrated development.*

3.2.2. Land use and transport planning

Clause 18.01-1L is a Local policy within the Melbourne Planning Scheme which also includes strategies to support sustainable transport modes. The following strategies are included (bold added for emphasis on key points):

Support development that encourages other transport modes and discourages the use of private motor vehicles.

Support off street parking for small and micro cars, motor scooters and motorbikes.

Encourage re-charging facilities powered by renewable sources of energy for electric powered vehicles.

Support a reduction of car parking requirements on sites that are of identified heritage significance if the requirements are likely to adversely impact on heritage values.

Support a reduction or waiving of car parking requirements for new use and development that has good access to public transport.

Discourage commercial car parks.

Encourage the co-location and sharing of car parking facilities.

Minimise the extent of vehicle crossovers and their impediment to pedestrian access.

Reduce the negative economic, social and environmental impacts of traffic and parking, particularly on residential and mixed use zones areas and parklands.

Ensure development is designed to respond to the cumulative traffic and parking impact of developments on an area.

Removal of a public carpark (charging fees) and replacing it with affordable housing (providing more local residents) accords with the objectives of Clause 18.01-1L.

3.2.3. City of Melbourne's Transport Strategy 2030

The City of Melbourne's Transport Strategy is a multi-modal strategy that seeks to increase the use of sustainable modes of transport within Melbourne City Council. By 2030, the strategy aims to deliver a safe, reliable, and environmentally sustainable transport network that supports economic growth, reduces emissions, and improves liveability.

By 2036, it is expected that the daily population within the City of Melbourne will increase by approximately 1.4 million people. The key to being able to accommodate this additional population growth is ensuring that people travel via efficient forms of transportation such as via walking, cycling, and trains. These forms of transport can carry greater amounts of people and at a lower cost when compared to private vehicle travel.

The Transport Strategy sets out the following 2030 and long-term targets for modal travel patterns, recognising the need to continue shifting travel away from private vehicles.

INDICATOR	CURRENT	2030	LONG-TERM (2040)
Fatalities and serious injuries in the municipality	231 ¹	-50%	0
Hoddle Grid through-traffic	43% ²	21%	10%
Public transport, walking and cycling mode share, all trips in the municipality	64% ³	70%	75%
Proportion of women cycling into the central city	24% ⁴	40%	50%

Figure 11: Transport Strategy Targets (source: City of Melbourne)

The Strategy recognises that measures will need to be implemented to support the additional numbers of people travelling via these modes of transport, with a clear prioritisation of infrastructure and measures supporting these modes over private vehicle travel required.

This includes measures such as provided greater pedestrian walking space and facilities, more bicycle lanes, and upgrade public transport services and stops.

There are multiple Outcomes or Actions which seek to provide the most efficient use of road space, which can involve managing existing on-street parking spaces to improve access, while also looking to remove kerbside parking to improve the function of more sustainable forms of transport.

Under the Strategy, City of Melbourne has a clear hierarchy in place for transport within the municipality, with active transport options such as walking and cycling at the top, which is supported by public transport. Private vehicle travel is considered below all of these alternative modes in terms of priorities.

There are 6 key outcomes of the strategy that relate to the provision of car parking (both on-street and off-street), which are as follows:

Outcomes

Outcome 1. Safe streets for people

Outcome 2. Safe streets for bike riding

Outcome 4. Few non-essential vehicles in the municipality

Outcome 6. More people riding bikes

Outcome 7. Use kerb space more efficiently

Outcome 11. Vehicle automation supporting a people-focussed city

Outcome 12. Zero-emissions transport

To achieve many of these outcomes means repurposing road space, with on-street car parking being the least important element to retain when making streetscape changes to achieve these objectives.

This is particularly evident from one of the key initiatives arising from the Strategy, which is as follows:

Repurpose the equivalent of more than six MCGs worth of public road space and parking spaces to create more space for pedestrians, cyclists, greening and trading.

This is consistent with the overall approach of achieving a modal shift away from private vehicle trips to more sustainable modes of transport, and recognising that public road space can be used to improve the city in other ways (for instance, greening).

The vision expressed through the document to shift the behaviour of travellers away from private vehicle travel. Consequently, this would allow a reduction of both off-street and on-street parking.

Although this specific initiative is about on-street car parking, while the site is an off-street carpark, it is all part of the overall public car parking pool in the locale and is therefore considered relevant.

A few of the key relevant actions are listed below:

- *1.2 Reallocate more space to people walking in the city*

This action seeks to improve streets for pedestrian by reducing the space allocated to car spaces and roads in preference of additional pedestrian paths and open space. This will improve the connectivity of the pedestrian network and make pedestrian travel safer. This action shows a prioritisation for pedestrian travel over vehicular travel and parking.

- *2.1 Deliver our proposed network of protect bicycle lanes into and through the central city*

This action is to provide bicycle lanes separated from vehicular traffic via kerbing or other measure. Given that many of the vehicle carriageways with the municipality cannot readily be widened, to achieve this separation, it would generally be at the cost of some level of on-

street parking. This action shows a clear prioritisation for cyclist safety over the provision of on-street car parking.

- *4.1 Reduce central city through-traffic*

This measure seeks to reduce the number of private vehicle trips through not just the CBD, but the wider area of the City of Melbourne. One of the key ways to achieve this is to encourage a modal shift to other modes of transport. A flow on effect of this is that with a lower number of vehicle trips within the Municipality that a smaller amount of car parking would be required.

- *4.5 Review off-street parking policies*

This action outlines that there is currently an oversupply of off-street car parking within the City of Melbourne, and suggests looking at the removal or consolidation of existing off-street car parking, and looking at reducing the car parking rates for future developments.

- *7.1 Proactively manage kerb space to boost efficiency and productivity*

This action states the following:

Kerb space – the space between traffic lanes and the footpath – will continue to be reviewed and reallocated to important transport uses such as widened footpaths, dedicated bus lanes and protected bike lanes to deliver Outcomes 1-4 of this strategy.

The measures that Council plan to implement are as follows (with the particularly relevant measures bolded):

- **identify priority areas for reallocation to other uses**
- *better match kerb space uses with adjacent land uses across the day and week*
- *review pricing of access to kerb space*
- *relocate bicycle and motorcycle parking from footpaths to the kerbside and (long term) off the street*
- *review occupations of kerbside space for construction, including price signals*
- *review the provision of kerb space for tourist/charter buses*
- *review the effectiveness of on-street loading permits and investigate bookable bays and pricing to make loading more efficient*
- *review the role of taxi ranks as technology and consumer preferences change*
- *identify well-designed and safe pick-up and drop-off zones to facilitate flexible uses such as commercial passenger vehicles, private vehicles and charter buses*
- *investigate opportunities to mitigate safety and access impacts from cars that are illegally parked or stopped*
- **gradually reduce on-street residential parking permits while maintaining the current permit provision for existing residents.**

The above shows that Council is actively looking for ways to reduce on-street car parking, which can be achieved through a more active management of the existing parking resources.

As previously mentioned, although the site is off-street car parking, it is still part of the overall public car parking pool, and consumes some of the overall car parking demand in the area, which would otherwise be accommodated within the on-street spaces.

- 9.2 Support sustainable outcomes from major city-shaping projects

This action puts a clear emphasis on prioritising walking, cycling and public transport over private vehicle travel, and to ensure that private vehicle travel does not increase.

- 11.3 Use technology to enable reallocation for car parking

This action acknowledges that advances in technology will lead to a lower demand for on-street car parking and that this space should be used for other purposes where possible, including specifically mentioning housing as a worthwhile repurpose for public car parking.

3.2.4. Parking and Kerbside Management Plan

The City of Melbourne's Parking and Kerbside Management Plan provides a framework for how Melbourne will manage the limited kerbside space within the Municipality. This program responds to several Action of the Transport Strategy 2030. The Transport Strategy also states that:

Kerb space – the space between traffic lanes and the footpath – will continue to be reviewed and reallocated to important transport uses such as widened footpaths, dedicated bus lanes and protected bike lanes to deliver Outcomes 1-4 of this strategy.

The Parking and Kerbside Management Plan outlines how kerbside space should be utilised and managed, and priorities safety, sustainability, accessibility and economic vitality. Whilst not specifically discussing off-street parking management, the management principles of Council-controlled parking are applicable.

The key policies relating to car parking management are as follows:

- Allocating and prioritising kerbside space

Our Policy:

We will use a hierarchy of kerbside space uses to support our decision making and ensure that we prioritise kerbside uses consistently.

A hierarchy of kerbside space is provided below, which prioritises generally:

1. Safety, public transport and accessibility above on-street parking, then
2. Construction and loading activities, then
3. Various forms of short-term parking including pick-up/drop off services, then
4. Medium-term parking, then
5. Resident parking and finally,
6. Long-term parking.

This carpark provides medium term parking, which is low on the scale importance when assessing the management of parking.

Priority	Kerbside use	Definition
1	Safety	Clearance provided for safety reasons (such as sight distance and regulatory requirements) and to ensure safe pedestrian and vehicle movement
2	Public transport	Space required for picking up and dropping off people using transit including clearance for vehicle access and egress
3	Accessible parking	Parking bays dedicated for the use of people with disabilities that are placed in convenient locations close to a wide range of facilities
4	Construction permit zones	Parking bays located adjacent to construction sites that are dedicated for the use of construction vehicles to facilitate medium or long term building works
5	Loading zones	Enable delivery of goods where off-street loading is not available
6	Pick up / drop off	Space required for quick access pick up / drop off activities such as 'No Parking'
7	Two-wheeled vehicle parking	Parking areas dedicated for the use of motorcycles and bicycles to support high demand in key areas and reduce clutter on footpaths
8	Short term parking	Car parking areas, typically provided for up to two hours. Payment may be required in high demand areas
9	Car share services	Parking dedicated for the use of car share vehicles where membership and demand justify the allocation of bays
10	Reserved parking	Parking bays that are reserved for and paid by individuals or businesses to facilitate access that is essential to their activities such as emergency vehicles, medical practitioners, events, film crews, removalists and building servicing
11	Medium term parking	Car parking areas, typically provided for three to four hours. Payment may be required in high demand areas
12	Resident priority parking	Parking areas that can be used by holders of a valid residential parking permit including 'resident parking permit excepted' or dedicated 'resident parking permit'
13	Long term parking	Car parking areas, typically provided all day

Figure 12: Hierarchy of kerbside space by use (source: City of Melbourne)

- **Converting car spaces to other uses –**

Our policy:

We support the conversion of car parking spaces to be used for another function where there is a strategic need to do so. Car parking spaces could be used to facilitate important city infrastructure (such as street trees, footpath widening, tram stops, dining areas and additional open space) or different types of vehicle parking (like motorcycles, scooters or bicycles) that are being moved to the kerbside to alleviate congestion on cluttered footpaths.

This policy directly supports the conversion of car spaces to other infrastructure such as trees, footpath widening, public transport stops, dining area or open space where there is a strategic need to do so. Although the site is an off-street carpark, it is still part of the overall parking supply, and this policy indicates that opportunity for reducing the overall parking supply should be considered where appropriate.

- *Prioritising access for shared and commercial transports* – this policy supports converting kerbside parking to use by other users such as public transport stops, delivery vehicles, commercial passenger vehicles, car share services and commercial coaches.
- *Using parking pricing to help manage demand* – this policy looks at ways that car parking demands can be actively managed through the implementation of higher or lower fees. This is shown in the image below.

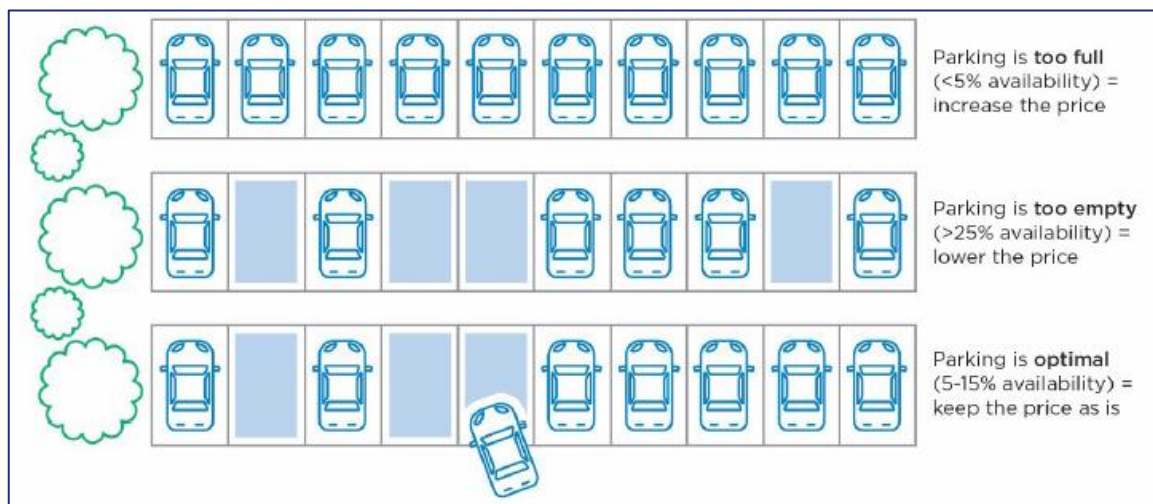


Figure 13: How a Demand-Based Pricing Model Works

The strategy also includes the following discussion on the importance of car parking for local retail in the City of Melbourne:

Only 14 per cent of people shopping in the municipality drive and park a car on-street, while 60 per cent arrive by non-car modes (VISTA, 2018). There is a perception that retail is dependent on parking, but the evidence shows otherwise. A study in London confirmed that more parking does not equate to greater commercial success. This and other surveys in Melbourne show that people overestimate the proportion of customers that arrive by car – in some cases by up to 400 per cent. A good mix of shops and services and a quality environment were found to be more important factors for attracting visitors to commercial centres (London Councils, 2012).

3.2.5. Parking Overlays

Parking Overlays cover most of the Municipality of Melbourne. These generally set lower car parking rates than the standard requirements set out in Clause 52.06 and often impose parking limitation (maximum rates) instead of minimum requirements.

A map of the Parking Overlays that apply nearby to the site are shown below.

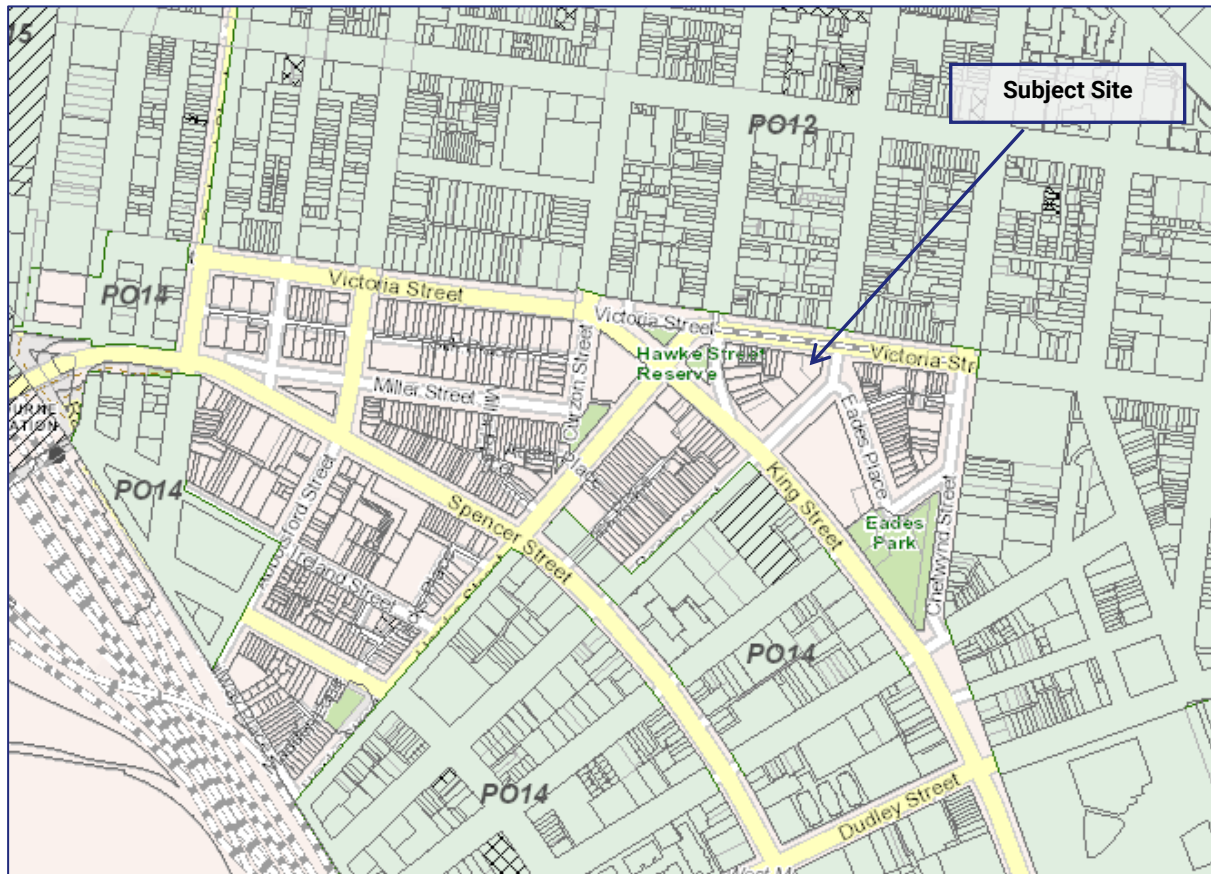


Figure 14: Car Parking Overlay Map (source: VicPlan)

Although no Parking Overlay applies directly to the site, almost all the land around the site is subject to a Parking Overlay:

- Schedule 12 to Clause 45.09 (PO12) – applies a maximum car parking rate of 1 space per dwelling
- Schedule 14 to Clause 45.09 (PO14) – applies maximum rates compared to the Clause 52.06 requirements as follows:
 - 0.3 spaces per 1 bedroom dwelling
 - 0.45 spaces per 2 bedroom dwelling
 - 0.6 spaces per 3 bedroom dwelling
 - 0.5 car spaces per 100m² NFA for all other uses

3.2.6. West Melbourne Structure Plan

The site is located within the 'Historic Hilltop' precinct of the West Melbourne Structure Plan, as shown below.

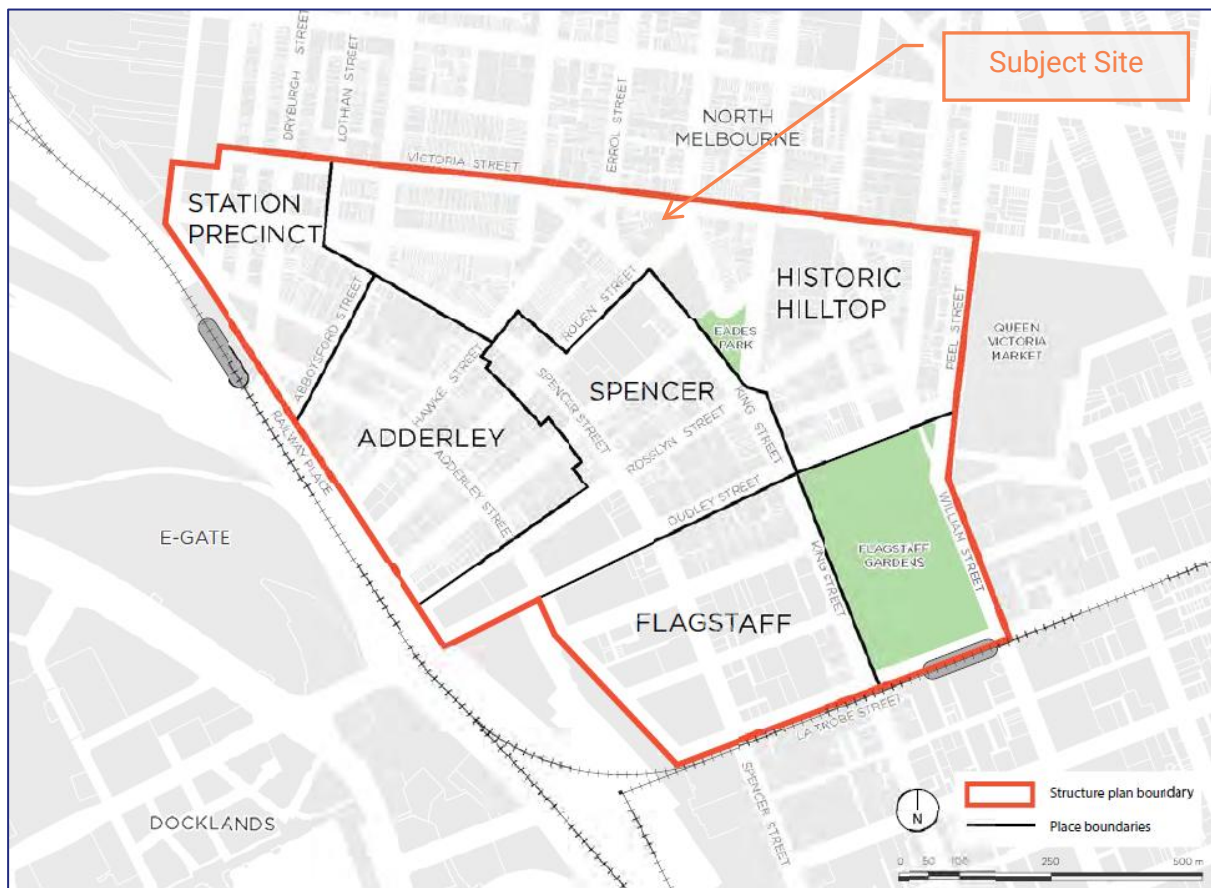


Figure 15: West Melbourne Precinct Map (source: Melbourne City Council)

The West Melbourne Structure Plan is designed to provide a long-term planning framework for the area, which is in line with the other strategic vision of the City of Melbourne. The Structure Plan is to ensure that the expected population growth (from 5,500 currently to approximately 8,000-9,000 by 2037), and employment growth (approximately 7,000 new jobs expected) can be accommodated within the precinct through strategic and orderly planning.

This Structure Plan plans for supporting more people utilising efficient forms of transport such as walking, cycling and public transport.

Particularly relevant to the proposal is Objective 12 and 13, which are as follows:

Objective 12: Update the supply and management of on-street parking spaces to meet the changing needs of residents, workers and visitors

Action 27: Identify and convert approximately 300 car parking spaces to high quality public open space, tree planting and water sensitive urban design.

Action 28: Reallocate around 300 existing car parking spaces as 'resident permit exempt', increasing the total supply to around 1500.

Objective 13: Update off-street private car parking requirements to support a less car dependent transport system

Action 29: Amend the parking requirements in the planning scheme to:

- *Minimise the unnecessary construction of car spaces in buildings by introducing a maximum parking rate of less than one space per dwelling.*
- *Encourage any new car parking to be provided through precinct-based facilities of over 50 spaces. These spaces should be publicly accessible and include provision for car share.*
- *Support the retrofitting of existing buildings to add security systems and payment methods to allow public access to existing unused spaces.*

Although not directly related to car parking, Objective 14-16 also relate to the provision of additional open spaces for pedestrian and cyclists, which also proposes converting portions of on-street car parking as part of a 'grey to green' initiative.

3.2.7. Arden Precinct Structure Plan

While the site is not directly located within the Arden Precinct, there are several strategic transport policies that are relevant to the subject site.

The Parking Overlay for Arden (PO15) means a permit is required to provide any car parking and if parking is provided, the following maximum car parking rates apply (which are unable to be exceeded):

- 0.2 car spaces per 1 bedroom apartment
- 0.3 car spaces per 2 bedroom apartment
- 0.5 car spaces per 3 bedroom apartment
- 3.2 car spaces 1,000m² GFA for all other uses

Additionally, the following operational measures are recommended for on-street car parking:

On-street parking, where provided, will also be limited, instead prioritising kerbside access for deliveries and drop-offs, car-share schemes and disability parking.

3.2.8. Summary

Removal of the carpark aligns with the strategic transport and land use directions of:

- Plan for Victoria (2025):
 - Directs the repurposing of underutilised land (e.g. carparks) for housing.
 - Prioritises housing in transport-rich locations.
- City of Melbourne policies:

- Melbourne Planning Scheme, which sees car use as increasingly complementary to more sustainable transport modes and supports development that encourages its use.
- Transport Strategy 2030: reallocates road and parking space to walking, cycling, greening and public transport.
- Parking and Kerbside Management Plan: prioritises safety, sustainable transport and open space over general parking. The medium term parking provided within the carpark is low on the priority list of parking to be catered for.
- West Melbourne Structure Plan: which includes the remove 300 on-street spaces for open space/tree planting and sets maximum car parking rates <1 per dwelling.

State and local strategies consistently prioritise housing, sustainability, and greening over public car parking provision.

4. Current Projects Impacting Public Car Parking

There are a number of projects, both currently underway, and planned for in the future which are expected to result in some loss of public on-street car parking in the area surrounding the site. The following sections discuss these projects and the associated impacts.

4.1. Transport Amenity Program (including Hawke Street Linear Park)

Officers are currently working through a response to the Notice of Motion regarding the Transport and Amenity Program - which includes updates on parking changes around the Victoria Street area. This will be brought to Council in November. This will include details on the Hawke Street improvements and other works, which we are confirming with Department of Transport and Planning.

4.2. West Melbourne Parking and Kerbside Management Plan (works)

As a part of the implementation of the Parking and Kerbside Management Plan (PKMP), the City of Melbourne has reviewed parking across West Melbourne. Implementation of associated changes, including signage and line marking, has nearly been completed across all 'streets'.

Through this process, opportunities were identified to convert 'Keep Clear' areas in the medians of five streets to parking.

The PKMP study found that 37 additional on-street bays can be created, including locations close to the site. Two streets have been delivered:

- 5 on Roden Street (between King Street and Eades Place)
- 7 on Stanley Street (between Spencer Street and King Street)

The remaining 25 parking bays in the local area will be on Anderson, Batman and Adderley streets. These changes are in the process of being designed.

A similar review for the adjacent North Melbourne neighbourhood is also underway and consultation will commence in November 2025.

4.3. Errol Street Works

The City of Melbourne is investigating options to provide an open space area on Errol Street between Queensberry Street and Purcell Street (i.e. a 70m stretch of road). This project, subject to further consultation and consideration, will close a section of road to vehicular traffic.

Although these numbers are subject to further feasibility, it is likely there may be a loss of 8 spaces (this includes 4 spaces that are currently permitted for on-street dining parklets).

The preliminary layout is shown below (noting that the layout is not yet formalised, and is subject to change).



Figure 16: Errol Street Works (source: Melbourne City Council)

4.4. Greening Roden Street (completed)

This project is now complete and project records show there was no loss of parking through Greening Roden Street.

4.5. Route 57 Upgrades

We understand that there are plans future works to upgrade the tram stops along Tram Route 57 in order to accommodate the new G-class trams³. This tram route operates along Victoria Street and Errol Street in the vicinity of the site.

The new model trams (G-class) are longer and have greater capacity than the trams used at present on this route (Z-class), with an increased capacity from 70 to 150. This means that upgrade works will need to be undertaken to ensure that the new trams can be accommodated. The upgraded tram stops will also provide safer stops and accommodate the new trams. Most of the tram stops along Victoria Street are also the old style on-road stops that provide no safety buffer or accessibility option (see Figure 17), meaning that it is anticipated that upgrade works to ensure that these stops are up to modern standards will occur in the future.

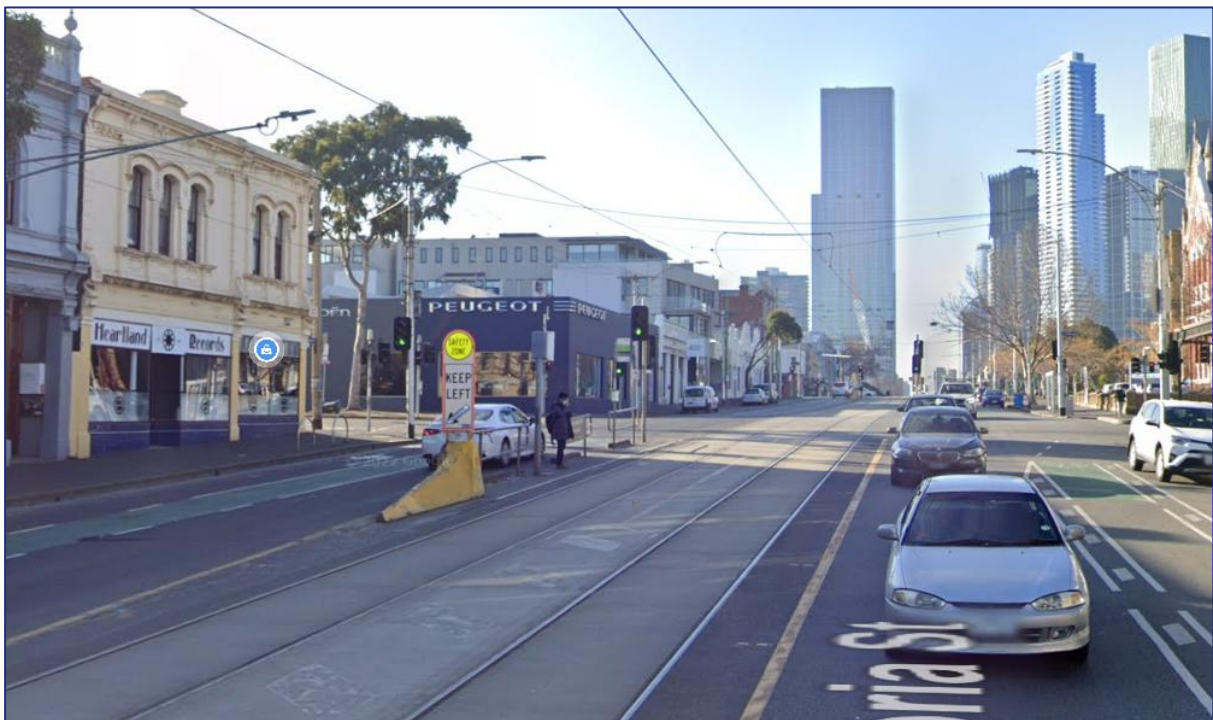


Figure 17: Existing Tram Stop on Victoria Street (source: Google Maps)

Where tram stops are widened on-street parking losses may result. The extent of parking loss will depend on the design of the stops, including their length and width. The project may result in the consolidation of tram stops, which may reduce the extent of any parking losses.

The tram stops in vicinity of the site are shown below.

³ [Next Generation Trams Enabling infrastructure works - Transport Victoria](#)

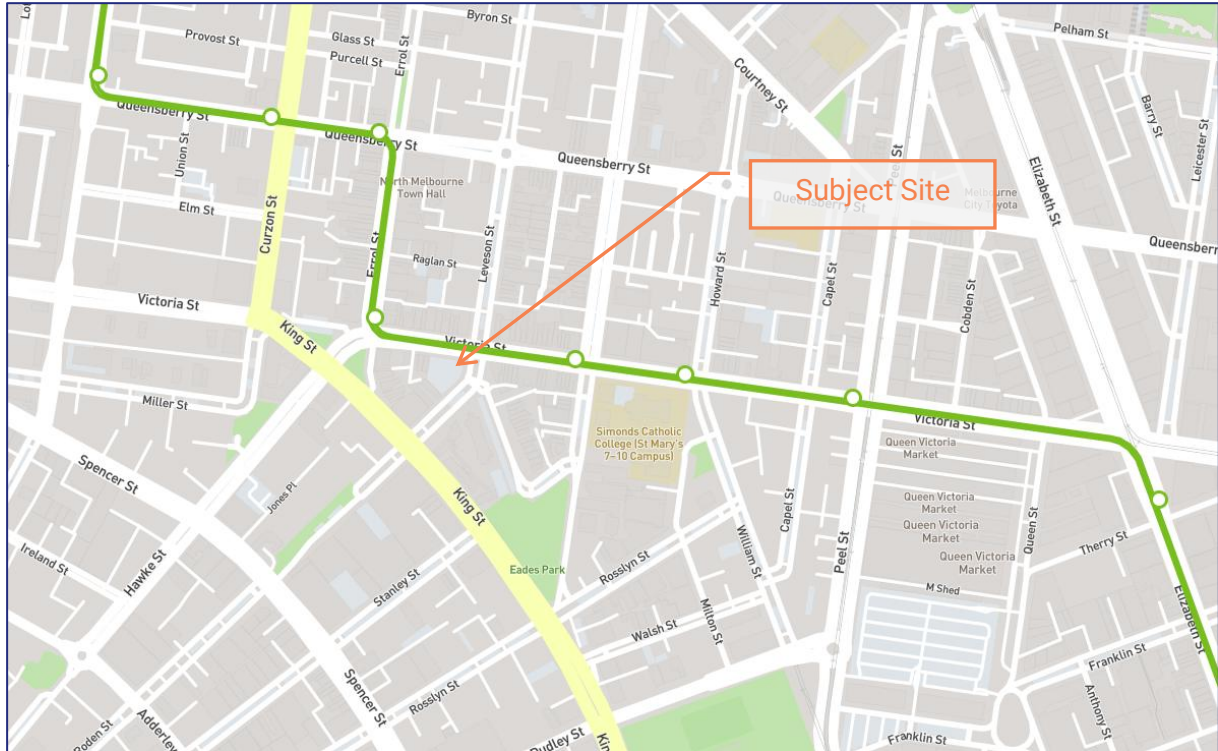


Figure 18: Tram Stop Locations (source: Transport Victoria)

5. Assessment of Removing the Carpark on the Site

5.1. Strategic Shift in Mode of Travel and Land Use

As Melbourne generally and the City of Melbourne in particular grow, it is not sustainable to accommodate the travel demands of the new residents and jobs created by continuing to rely on private car travel. There is limited road space and road network capacity to accommodate this change. What is required is a shift to more efficient and sustainable modes of transportation.

It is clear that at both a state-wide level (as per Plan for Victoria) and at a local level (as per City of Melbourne Transport Strategy 2030 and other local policies), that there is a clear prioritisation for more active and sustainable modes of travel, and for there to be a planned modal shift away from private vehicular travel. This is clearly articulated at Clause 02.03-7 of the Planning Scheme:

A priority for the City is maximising the use of sustainable modes of transport. Private motor vehicles will continue to be an important part of the mix of modes but their use will become increasingly complementary to the other transport modes.

Council's Transport Strategy 2030 sets out targets to increase the proportion of trips undertaken within the municipality from 64% to 70% by 2030, with a long-term target of 75%.

The removal of public car parking from the subject site is consistent with achieving this modal shift by discouraging travel via private vehicle to/within West Melbourne, and encouraging the uptake of these more sustainable modes of travel.

Plan for Victoria also supports sustainable transport outcomes, but also has a key focus on providing more dwellings in areas well served by public transport and in employment clusters.

Plan for Victoria also has a clear focus on increasing housing and providing housing in areas like West Melbourne, which enjoy high levels of access to sustainable transport modes. The proposal to remove a public carpark in place of affordable housing is entirely consistent with the directives set out in Plan for Victoria.

Plan for Victoria sets a policy intent under 'housing targets', that underutilised land should be repurposed for more homes, green spaces and vibrant communities. It specifically includes an example of an at-grade carpark in a commercial area being repurposed. Council's proposal is consistent with State Planning.

5.2. Local Transport and Land Use Changes

West Melbourne is expected to have an increase in population of approximately 2,500 to 3,500 by 2037, and have approximately 4,500 to 7,000 additional jobs.

Development of Arden will also deliver a large number of new dwellings and jobs within close proximity of the precinct, with a target of 15,000 residents and 34,000 jobs (over 30 years).

Although there will be an increase in the number of people travelling to the area, these local residents and workers are expected to complete most of these additional trips to/from and within the area via sustainable modes of travel – walking, cycling, micromobility and public transport. These new residents and workers do not require car parking in the local area to access the Errol Street Neighbourhood Activity Centre or area near to the site.

The public transport servicing the area will increase as a result of the future Arden Metro Tunnel station and complementary upgrades to local tram and bus services, as well as the introduction of the new G-class trams.

Additional infrastructure for pedestrians and cyclists will be implemented to achieve the local policy objectives of encouraging more trips to occur via these sustainable modes.

Given the increase in additional jobs, there may also be an amount of local workers that live in the area and can readily commute via short walk or bicycle trip.

Accordingly, removing the carpark on the site is reasonable and unlikely to affect the area as the development delivers more residents and workers to the area, who do not need to rely public car parking to access the area.

The lower provision of public car parking is also consistent with the West Melbourne Structure Plan, which explicitly states under Objective 27 to remove 300 on-street spaces across the precinct in place of open space and tree planters. This is also consistent with the 'grey to green' approach outlined in this Structure Plan.

5.3. On-Street Car Parking Management

Council's Parking and Kerbside Management Plan sets out a hierarchy of kerbside parking by use. This hierarchy considers safety features and public transport at the top, with other specialised parking such as accessible parking, construction zones and loading zones below this.

Short-term parking and medium-term parking (i.e. what are currently provided for within the public carpark on the site), is towards the lower end of this hierarchy.

Accordingly, it is clear that this policy supports the removal of car parking where appropriate to do so in favour of encouraging more sustainable forms of transport. The local projects in the following section are following the same decision making process.

The Parking and Kerbside Management Plan also articulates that:

We support the conversion of car parking spaces to be used for another function where there is a strategic need to do so.

In this case, the strategic imperative is affordable housing. While this is not kerbside parking, it is a public parking resource that is being repurposed.

5.4. Impact of Local Projects Altering On-Street Car Parking

As discussed in Section 4, there are several projects in the West Melbourne area, that will likely impact the supply of on-street car parking. This includes:

- Parking Improvement Works – increase of 37 car spaces

- Transport Amenity Program (including Hawke Street Linear Park)
- Errol Street Works – reduction of 8 car spaces (*uses 4 spaces that are currently permitted for on-street dining parklets*)
- Tram Stop Works – reduction of on-street parking, but extent of which is not known

Accordingly, when considering all of the above projects, it is expected that there will be some level of net reduction to on-street car parking.

This reduction in on-street car parking is entirely consistent with adopted Council policy, which priorities sustainable transport infrastructure and street greening above public car parking supply.

It is important to note that some of these works are in some cases several hundred metres from the site and the local impact in the immediate vicinity of the subject site may be limited.

Many of these works are still in the concept or design stage, with the full extent of car parking removal or timing of these works not yet determined (if these projects are to proceed at all). However, in the context that there are hundreds of car spaces within close walking distance of the site, the level of change is not substantial.

We are satisfied that the extent of these works will not materially alter the public car parking conditions in the area immediately surrounding the site, and that the displaced car parking from the site can be accommodate by the surrounding on-street parking resources.

5.5. Private Car Parking Provision

Parking Overlays that apply to most of the area surrounding the site (noting that none apply to the site itself at this stage) which severely limit the provision of private off-street parking for dwellings at rates much lower than the State-wide planning controls.

This lower provision of on-site car parking for residents is part of the concerted effort to shift travel patterns away from private vehicle to more sustainable modes of transport (in an area already well service by these modes). It complements the other policy actions taken to improve sustainable transport options.

Given the fact that there is very limited unrestricted car parking surrounding the site, and the fact that residents of new dwellings will not be eligible for permit under the City of Melbourne's Parking Permit scheme means that future West Melbourne residents not provided with a car space will not practically be able to own a car and will be required to utilise the readily available alternative modes of transport.

Accordingly, increasing development in West Melbourne generally will lead to more residents accessing the local area, but with their demand for public parking being limited. These residents would not rely on a public carpark on the site to access the local area.

We consider that car parking rates below the standard Clause 52.06 requirements for private residential dwellings would be appropriate in most instances within the locale of the site.

5.6. Impact of the new Dwellings on Public Parking

West Melbourne already experiences a high level of sustainable travel to work when compared to the entirety of Metropolitan Melbourne (see Section 2.2.5), with car parking ownership rates also below the state averages.

Future residents on the subject site will be located in a 'transport rich' environment, where walking, cycling and public transport provides convenient access to many everyday local destinations, places of employment, services and amenities. Residents would have access to bicycles, public transport (including metro stations) and if required, local car share schemes.

In this context, it is not essential for residents to own a car privately, meaning that the provision of car parking at a lower rate in this locale would be acceptable. This means that the portion of residents that may not be provided car parking would not be at a transport disadvantage.

There is essentially no available unrestricted car parking surrounding the site. Residents of new dwellings will not be eligible for permit under the City of Melbourne's Parking Permit Scheme. These two factors means that residents not provided with a car space will not practically be able to maintain a car using public parking resources.

We are therefore satisfied that new residents would not impact on public parking availability.

5.7. Available On-Street Car Parking

This proposal seeks to remove a total of 47 publicly available off-street car spaces which includes a mix of short-term and medium-term (2P and 4P) metered parking.

Based on the timing of this parking, it is expected that the short-term parking would primarily service customers and visitors to the area, while the medium-term parking may also serve some staff parking demands.

The Movendo traffic surveys of this carpark (see Section 2.3) showed that there are 294 on-street public car spaces that were available to the general public. Occupancy rates during the day ranged from 50-80%. There was a minimum of 67 available car spaces in this area across the survey period.

Accordingly, if the site carpark were removed, then there would be adequate on-street capacity to accommodate the displaced demands (also noting that the site carpark was not full at this peak on-street parking demand time).

6. Conclusions

The City of Melbourne proposes to redevelop the Council-operated off-street carpark at 325–341 Victoria Street, West Melbourne into affordable housing. The existing facility provides 47 public parking spaces (2P and 4P metered). This proposal will result in a net loss of these spaces.

A review of transport conditions, planning policy, and local demand confirms that this is an appropriate and strategically supported outcome from a transport perspective.

Having undertaken a detailed strategic transport review at 325-341 Victoria Street, West Melbourne, we are of the opinion that:

- a) The site and area have a low level of car dependency, with excellent (and improving) access to public transport, cycling and walking infrastructure. West Melbourne is highly walkable with many destinations within close walking distance. This is supported by the low levels of car ownership and use by residents and workers in the area.
- b) The sustainable transport options in West Melbourne will continue to improve with Arden Station, Route 57 tram upgrades, local cycling and walking infrastructure changes, supporting a continued shift to these modes and reducing the need for public parking by local residents or incoming workers.
- c) West Melbourne and adjacent areas are undergoing change, providing increased housing and employment density. This will result in more local residents and workers who do not rely on a public carpark to access this local area and the commercial uses on Errol Street.
- d) Car parking surveys indicate that on-street parking supply is high and demand at peak times is moderate. There is the ability for the area to absorb the loss of the carpark.
- e) Removal of the carpark aligns with the strategic transport and land use directions of:
 - i. Plan for Victoria (2025):
 - Directs the repurposing of underutilised land (e.g. carparks) for housing.
 - Prioritises housing in transport-rich locations.
 - ii. City of Melbourne policies:
 - Melbourne Planning Scheme, which sees car use as increasingly complementary to more sustainable transport modes and supports development that encourages its use.
 - Transport Strategy 2030: reallocates road and parking space to walking, cycling, greening and public transport.
 - Parking and Kerbside Management Plan: prioritises safety, sustainable transport and open space over general parking. The medium term parking provided within the carpark is low on the priority list of parking to be catered for.

- West Melbourne Structure Plan: which includes the remove 300 on-street spaces for open space/tree planting and sets maximum car parking rates <1 per dwelling.

State and local strategies consistently prioritise housing, sustainability, and greening over public car parking provision.

- f) Council and the State (Route 57 upgrade) are completing a variety of projects that ultimately do not materially change the quantity of public car parking in the nearby area, but improves is sustainable transport infrastructure and amenity.
- g) Redeveloping the 325–341 Victoria Street carpark for affordable housing is an appropriate, sustainable, and strategically aligned use of underutilised land. It supports Melbourne’s policy direction to:
 - i. Provide more affordable housing in transport rich locations,
 - ii. Reduce car use, and
 - iii. Reallocate land for higher community value.

The removal of 47 short-term car spaces will have minimal impact on local parking supply, while delivering substantial social and strategic benefits. Future residents on the site would not impact public parking conditions.