

# MoiraShire

ENRICHING LIFE ON THE MURRAY

## COBRAM PARKING PRECINCT PLAN

PREPARED BY THE MOIRA SHIRE COUNCIL

September 2009



---

# 1. The Purpose of the Plan

The *Cobram Parking Precinct Plan, September 2009*, replaces the *Cobram Parking Precinct Plan, November 2008*.

The purpose of the *Cobram Parking Precinct Plan, September 2009* (CPPP) includes:

- Define the Council's requirements for the provision of car parking in the Business Zones and the Mixed Use Zone in Cobram;
- Ensure that the supply of car parking is responsive to demand and local conditions;
- Provide a mechanism for cash-in-lieu payments for car parking.

Car parking provisions are outlined in Clause 52.06 of the Moira Planning Scheme. Clause 52.06-5 includes a table of standard parking requirements for specified land uses. Normally, the provisions of this table are applied on a case-by-case basis.

However, in some circumstances, the factors influencing parking demand and supply may not coincide with the parking requirements in this table. In this case, a planning permit is required to reduce or waive the provisions of the Clause 52.06-5 Car parking table. When considering a proposal to reduce or waive the car parking requirements the responsible authority must consider all relevant factors that influence parking demand for the proposed use before determining the number of car spaces required.

As an alternative, Clause 52.06-6 enables Parking Precinct Plans to be prepared. These are locally prepared strategic plans that contain parking provisions for an area or 'precinct'. They allow all the parking issues arising in a precinct to be considered and a strategy implemented to address them. They can replace the rates in the table and reduce or remove the need for potentially complex parking investigations to support individual permit applications.

## 2. The area to which the Plan applies

The *CPPP* applies to all land within the Business Zones and the Mixed Use Zone in Cobram.

## 3. An assessment of car parking demand and supply

The following provides a summary of the reasons for the study, methodology and describes why a parking precinct plan is required and how it is to be implemented.

The vision for Cobram as articulated in the Cobram Urban Design Framework is:

*To identify, retain and enhance the town's assets and use them to overcome the town centre's problems. This will ensure Cobram can become an even more attractive, vibrant and highly liveable place, within which the community can thrive and which can continue to compete strongly with other towns.*

---

A Parking Precinct Plan will underpin the framework for the long term sustainability of Cobram as an attractive and vibrant commercial precinct.

The Cobram Urban Design Framework (UDF) identified the need to obtain objective data regarding parking within the Central Business District (CBD). In response, a Parking Demand and Traffic Study was commissioned for the Cobram CBD.

The following provides a summary of the reasons for the study, methodology and describes why a parking precinct plan is required and how it is to be implemented.

### ***Parking Demand and Traffic Study Cobram – February 2007***

#### ***Methodology***

The extent of the study area is defined as all the relevant on-street and off-street parking within the Cobram CBD, broken up into areas (A-L) and an additional block to encompass the residual effects of excess parking on the surrounds. The Study comprises:

- Assessment of the existing on-street parking
- Assessment of the existing off-street parking
- Review of the existing on-street parking demand
- Review of the existing off-street parking demand
- Summary of spatial distribution
- Trends of parking demand
- Occupancy rates for parking and adequacy

The *Parking Demand & Traffic Study-Cobram CBD* concluded:

*‘Both on-street and off-street parking spaces can be found vacant throughout the study area at all times of the day, with the worst recorded occupancy being 67% for on-street and 62% for off-street. Despite this the core area...does have problems with two of its blocks.....*

*Off-street parking is not being fully utilised with most off-street at only low moderate occupancy during peak times.....*

*The lack of use of off-street facilities is not due to their locality but most probably the quality. Most off-street parking within the CBD is within private/public lots which are unsealed and have insufficient signage telling visitors of its purpose’.*

Very few of the car parks which are located within the Parking Precinct area and considered within the *Parking Demand & Traffic Study-Cobram CBD* are public car parks which are owned and maintained by the Council. Those which are Council-owned include:

- Safeway Carpark – Punt Road
- Station Street carpark – opposite the Council offices
- Queen Street carpark (at rear of Council Office)
- William Street car park

All other off-street carparks assessed in the *‘Parking Demand & Traffic Study-Cobram CBD’* are privately owned and are occupied for parking on an informal basis only. Some of these informal spaces will be lost to development, as is the case with

the land at the corner of Main Street and High Street which provides up to 60 informal parking spaces. This land is being with a McDonald's Restaurant.

### ***Timing for the establishment of new carparking***

Considering that tourism is important economically to Cobram, it is necessary for the current rate of supply to be maintained.

Future parking opportunities should be funded from cash-in-lieu payments from developments as soon as sufficient funds have been collected. In the time between applicants paying cash-in-lieu payments and Council providing the new parking, the existing supply and demand can be reassessed.

There are opportunities to provide extra capacity in the interim by implementing the Cobram Urban Design Framework.

## **4. The parking outcomes to be achieved by the Plan**

### **Car Parking Rates**

The outcomes intended by this Parking Precinct Plan include:

- To more accurately reflect the car parking requirements for Cobram in the Schedule to Clause 52.06-6.
- To enable a cash-in-lieu contribution for parking to be validly imposed on planning permits.

The proposed Schedule to Clause 52.06-6 will provide amended car parking rates for various land uses.

The proposed new parking rates are:

<b>Land Use</b>	<b>Existing Car Parking requirement</b>	<b>Proposed Car parking Requirement</b>
Residential dwelling	2 car spaces to each dwelling	2 spaces per dwelling
Office (Other than Medical Centre)	3.5 car spaces to each 100m <sup>2</sup> of net floor area	2.5 spaces per 100m <sup>2</sup> of gross leasable floor area
Food and Drink Premises (including restaurant, convenience restaurant and take-away food premises)	Unspecified	5 spaces per 100m <sup>2</sup> of gross leasable floor area
Restricted Retail premises	Not specified	2 spaces per 100m <sup>2</sup> of gross leasable floor area
Hairdresser	Currently included in 'Shop' which is 8 car spaces to	1.5 spaces per 100m <sup>2</sup> of gross leasable floor area

Beauty Salon	each 100m <sup>2</sup> of leasable floor area	
Shop (other than where listed elsewhere in this table)	8 car spaces to each 100m <sup>2</sup> of leasable floor area	4 spaces per 100m <sup>2</sup> of leasable floor area
Supermarket	Currently included in 'Shop' which is 8 car spaces to each 100m <sup>2</sup> of leasable floor area	5 spaces per 100m <sup>2</sup> of leasable floor area
Hotel or Tavern	60 car spaces to each 100m <sup>2</sup> of bar floor area available to the public, plus 30 car spaces to each 100 m <sup>2</sup> of lounge floor area available to the public.	Unchanged
Motel	1 car space to each unit, plus 1 car space to each resident employee, plus 2 car spaces to each 100m <sup>2</sup> of motel service floor area not available for use by guests	Unchanged
Mail Centre	2.9 car spaces to each 100m <sup>2</sup> of net floor area	Unchanged
Medical Centre Veterinary clinic	5 Car spaces to each practitioner	Unchanged
Place of Assembly	0.3 car spaces to each seat or to each m <sup>2</sup> of net floor area, whichever is the greater.	Unchanged
Funeral Parlour	0.3 car spaces to each seat or to each square metre of net floor area, whichever is the greater	Unchanged
Postal Agency	3.5 spaces per 100m <sup>2</sup> of net floor area	Unchanged

---

**Exceptions:**

- A 'Change of Use' or 'Redevelopment' of an existing building where:
  - there is no increase in floor area, and
  - the new use has the same car parking requirement as the previous use,will not attract a car parking requirement.
  
- A 'Change of Use' or 'Redevelopment' of an existing building where
  - the parking rate of the previous use is less than the new use (e.g. Office to Supermarket) will have a 'parking credit' applied.
  - The amount of the credit is equal to the number of parking spaces attributable to the previous use in accordance with this Table.If the parking requirement and 'parking credit' are equal, the proposal will not attract any further car parking.

Subject to the above, redevelopment involving an increase in floor space attracts a car parking requirement on the extended area only.

---

**2.0 Off-Site Parking Provision**

A cash contribution per space of \$6,400 in lieu of each car space that cannot be provided on site may be made. This amount will be reviewed annually on the 1<sup>st</sup> of July in accordance with the Consumer Price Index with a detailed review being conducted every three years.

The cash contribution must be made before the use or development commences unless a permit condition allows payment instalments under an Agreement pursuant to Section 173 of the *Planning and Environment Act 1987*.

---

**3.0 Reduction of Parking Requirement**

Any reduction or waiver of car parking rates will only be made after an assessment of competing demand for off-site parking spaces available to the public and within safe and convenient walking distance to the site.

This assessment will require the applicant to undertake a parking survey to the satisfaction of the Responsible Authority.

A number of land uses have been included in the Schedule but the car parking rate remains unchanged. These land uses have been identified as those which are most likely to be provided and which are to be encouraged in the Cobram CBD. They have been included in the Table so that the option of a cash contribution in lieu of the actual provision of car spaces can be utilised if and when it is deemed appropriate when considering an application for the particular land use.

**Payment in lieu of the provision of car parking**

A cash-in-lieu payment of \$6,400 per car space is proposed as part of the Parking precinct Plan. This amount has been determined by the Council as 70% of the cost of establishing a car space in Cobram.

### Estimated cost of parking spaces – options

The calculation for the cost of providing off-street parking is a function of the estimated purchase price of the land and estimated infrastructure development costs.

The value and availability of land within each township in the municipality varies greatly and separate rates will be determined for each of the townships. This will ensure that developers within the smaller towns are not disadvantaged and that Council will receive sufficient funds to actually provide additional parking within the higher valued areas such as Cobram and Yarrawonga.

There are several options available in setting a fee to be utilised within the planning process for provision of car parking.

Ref	Option	Description
1	Cost Penalty	This option provides for an additional amount in excess of the actual cost of providing parking spaces. This would ensure that the cost of providing spaces off site is greater than providing them within any proposed development.  This would help ensure that the intention of the Planning Scheme – that adequate car parking is provided for new developments, is met.
2	Full Cost Recovery	This option provides for the full cost of provision of additional parking.  This would ensure Council would have sufficient resources to actually construct additional spaces.
3	Subsidised Fee	This option would see a fee less than the actual cost of provision of car parking bays adopted.  Most parking actually provided by Council would not be ideal for any particular developer but would be in the general area and therefore utilised by shoppers shopping in the general area.

The Council has adopted the subsidised fee rate for Cobram and Yarrawonga for consistency.

In making its decision the Council concluded that:

- The penalty option may actually restrict development and result in developers not taking up opportunities within the major town centres. This would be undesirable, as the success of the shopping centre relies on continual activity.
- The full cost option has theoretical advantage that Council would recover sufficient funds to actually provide additional parking. However, timing issues and the continual rise in construction costs will probably conspire to mitigate against this advantage.

It is likely that any additional parking areas provided by Council will be in areas that are in close proximity to those developments that contributed funds, but not directly adjacent. In addition, any areas that are developed will be public parking areas, and not restricted to customers of the originally contributing developers. Many developers would see a scheme that requires them to meet the full cost of additional parking unfair for these reasons.

- The option of a subsidised fee is fairer for the development industry, will not restrict development, and will provide additional opportunities for council when selecting sites. In addition, supplementary parking for the general shopping community will be able to be provided by such a proposal. A ratio of 70% developer funded and 30% community funded would still provide sufficient funding for council to develop additional parking area, but not restrict development.

It is common practice to charge an administrative fee of 2% for contributions, whilst not sufficient to cover cost of providing the scheme, this is in line with other administrative fees.

The estimated cost includes all taxes, fees and charges that Council will be required to pay to provide the finished parking facility. The costs can be indexed to the CPI dated from the latest valuation or estimation.

The calculation formula can be written as:

$$P = L + C + A - D$$

Where:

- P - Cost per space of providing off-street parking (\$ per car space)
- L - The market value of land indexed to the CPI. (\$ per m<sup>2</sup>)
- C - The estimated construction cost of parking indexed to CPI. (\$/m<sup>2</sup>)
- A - An administration charge adopted at 2% of the total cost.
- D - Discount – e.g. 30%

The determination of land acquisition costs is to be derived from valuations and indexed with annual CPI to the current date.

Similarly, construction costs are to be indexed with annual CPI from the latest cost estimation.

It is generally considered that an area of 30m<sup>2</sup> is required for each space allowing for access, aisle ways and landscaping (11.3 m x 2.6 m = 29.38). The land purchase price is determined from land valuations in the activity area however in reality Council may have to pay above market value to secure convenient sites.

A formula has been developed for Cobram as follows:

L – land value	\$234 per m <sup>2</sup> x 29 m per space = \$6786
C – construction cost	\$2,200 per space
A – admin fee	\$179
P – cost per space	\$9165 x 70% \$6416 (say \$6,400)

Considering future demand, the full amount calculated should be applied to new developments where the required parking cannot be provided on-site. No waiver or reduction in parking requirements should be granted under the area of the Cobram Parking Precinct Plan.

The payment calculated should be made before the use of the development commences. A permit condition can allow the payment by instalments via a Section 173 agreement.



---

### ***Monitoring of the Parking Precinct Plan***

The Council will revise the cash-in-lieu amount to in accordance with the Consumer Price Index, on the 1<sup>st</sup> July annually.

Every three years the Council will undertake a full review of the cash-in-lieu amount.

## **5. Any locational, financial, landscape or other actions necessary to implement the Plan**

The CPPP allows the Council to tailor the parking provision requirements for the Cobram Central Business district and complements other strategic documents such as the Municipal Strategic Statement.

In order to implement the Plan, the Council must undertake an amendment to the Moira Planning Scheme.

The amendment will:

- Introduce a new Schedule to Clause 52.06-6 of the Moira Planning Scheme which applies to the land in the Business Zones and the Mixed Use Zone of Cobram, which will:
  - Specify the car parking rates for different uses;
  - Allow for a cash contribution of \$6,400 per space to be accepted in lieu of actual provision of car spaces; and
  - Discourage the reduction or waiver of car parking requirements.
- Amend the Car parking Policy at Clause 22.05 of the Local Planning Policy Framework.
- Include the *Cobram Parking Precinct Plan, September 2009* as an Incorporated Document in Clause 81 of the Planning Scheme.

The proposed level of funding of car parking spaces does not provide for the full costs of the works. Additional funding will need to be provided from other sources as well as capital to actually undertake works. These sources can best be finalised when particular proposals are developed, and when a significant amount of funds have been obtained from developers.

All funds received from developers for car parking dispensation must be separately accounted for and reserved for provision of car parking within the Cobram township.