

## 3.6 Modernising Car and Bicycle Parking Requirements - Response and proposed submission

### Executive Summary

#### Purpose

The purpose of this report is to inform the Urban Planning Delegated Committee (UPDC) of the release of the Discussion Paper “Modernising car and bicycle parking requirements”. The report also seeks adoption of the submission response prepared by officers.

#### Background

The Department of Transport and Planning (DTP) has released a discussion paper that proposes to:

- Introduce a Public Transport Accessibility Level (PTAL) map that nominates a location’s public transport accessibility level as poor, low, medium or high.
- Introduce new car parking rates that align with each PTAL.
- Set maximum car parking provisions for locations with medium or high PTAL.
- Refine minimum car parking provisions.
- Group different land uses with similar car parking demand into seven categories and apply car parking rates based on the category and PTAL.
- Introduce minimum rates and new design standards for bicycle parking and end of trip facilities.
- Consolidate Clause 52.06 (Car Parking) and Clause 52.34 (Bicycle Facilities) into the same provision.
- Digitally integrate PTALs into the State Governments mapping system VicPlan.

The discussion paper is light on detail, which makes it challenging to assess the merits of the proposed reforms and the implications for Boroondara. However, it is also welcome that Councils are being engaged at an early stage of the process and can therefore influence how the reforms are progressed in future.

The Department seeks feedback from Council in relation to the proposed changes by 17 November 2023.

#### Key Issues

Parking requirements are a complex and contested issue with wide ranging implications. Car based travel will continue to be important to many households and businesses, particularly in less accessible locations, however traditional car parking requirements can have unintended consequences for housing choice, affordability, development feasibility, traffic congestion and sustainability.

The discussion paper proposes a new approach that aligns car and bicycle parking requirements with a location’s accessibility based on Public Transport Accessibility Level (PTAL) mapping, which in principle is a logical approach and has merit from an urban planning and transport planning perspective.

The effectiveness of the approach will greatly depend on:

- the accuracy and practicality of the PTAL mapping mechanism; and
- the appropriateness of the proposed new car parking rates and land use groups.

In regard to the **PTAL mapping mechanism**, the general idea has merit and will bring a contemporary and logical approach to reforming car parking requirements in the planning scheme. However the approach may be too 'broad brush' and not appropriately reflective of the different levels of accessibility within a municipality like Boroondara. It is recommended that:

- local Council's have the opportunity to shape the maps to reflect local characteristics;
- the mapping consider the accessibility benefits of activity centres, not just public transport; and
- the PTAL boundaries be based on roads and property boundaries rather than grid maps that have been used elsewhere.

In regard to the **Land Use Groups**, the general approach of grouping land uses with similar car parking needs is considered appropriate, however the current groups suggested need further refinements. For example, normal dwellings have very different parking needs from a hotel.

The proposed changes to **bicycle parking requirements** are generally supported, however the PTAL mapping needs adjustment to suit active transport modes.

The **car parking rates** proposed, and in particular the removal of minimum car parking requirements and the introduction of maximum requirements for medium and high PTAL levels, may be a contentious issue for some people in the community. It is considered that reductions in parking requirements need to be considered to help address issues like housing choice and affordability, development feasibility, traffic congestion and sustainability. However, without a draft PTAL map or further detail to respond to it is difficult to review the practical implications of the proposed reforms. Therefore, only the following broad feedback can be offered at this stage:

- In highly accessible locations, close to public transport and major activity centres, the removal of minimum car parking requirements and the introduction of maximum requirements has merit from an urban planning and transport planning perspective. The appropriate level of these maximum requirements cannot be determined without further information.
- There should be a feasible mechanism for Councils to collect a car parking infrastructure charge from developments that provide low levels of parking. This would enable Councils to fund more efficient public parking where necessary.
- In locations with medium levels of accessibility, the removal of minimum car parking requirements and the introduction of maximum requirements is not supported, however a lower minimum level may be considered appropriate to offer improved housing choice, depending on the proposed location mapping.

The reduction in parking requirements in new development may result in more competition for publicly available parking, however in most cases public parking at highly accessible public transport locations is already limited by parking permits and short-term parking, so the practical impacts are likely to be minimal.

There may be some concern in the community about reduced parking requirements for new development, however these should be weighed against the wider benefits for housing choice and affordability, development feasibility, traffic congestion and sustainability.

### Next Steps

It is recommended that the UPDC receive and note the release of the Discussion Paper “Modernising car and bicycle parking requirements”. It is also recommended that the UPDC endorse the submission prepared by officers. The submission should also be circulated to the Municipal Association of Victoria and all Members of Parliament which represent the Boroondara community.

## **Officers' recommendation**

That the Urban Planning Delegated Committee resolve to:

1. Receive and note the Discussion Paper “Modernising car and bicycle parking requirements” provided at Attachment 1.
2. Adopt the response to the Discussion Paper “Modernising car and bicycle parking requirements” provided at Attachment 2 and submit the response to the Department of Transport and Planning.
3. Provide a copy of Council’s responses to the discussion paper to the Municipal Association of Victoria and all members of State Parliament representing Boroondara.

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**Responsible director:**        **Scott Walker, Director Urban Living**

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## **1. Purpose**

- Inform the Urban Planning Delegated Committee (UPDC) of the release of the Discussion Paper “Modernising car and bicycle parking requirements” (Attachment 1)
- Seek adoption of the submission response prepared by officers to the Discussion Paper (Attachment 2)
- Seek endorsement from the UPDC to circulate the responses to the Municipal Association of Victoria and relevant members of State Parliament representing Boroondara.

## **2. Policy implications and relevance to community plan and council plan**

### Boroondara Community Plan 2021-31

The Boroondara Community Plan 2021-31 sets out the 10-year vision for Boroondara’s future based on values, aspirations and priorities important to the community, and includes the Council Plan 2021-25.

Specifically, this matter relates to the following strategies:

- Strategy 4.5. Better development outcomes are achieved through advocacy to State Government and industry bodies for changes to planning controls and policies.
- Strategy 5.5 Sustainable transport use is encouraged and supported through delivery of green travel programs and advocacy to State and Federal Governments.
- Strategy 7.1. Decision-making is transparent and accountable through open governance processes with timely communication and reporting.
- Strategy 7.4. The voices of our community are heard through engagement strategies to allow effective representation on current and long-term community needs.
- Strategy 7.5. The community’s interests are represented by Council through leadership and strong advocacy to external stakeholders.

## **3. Background**

The Department and Transport and Planning (DTP) has released a discussion paper that proposes to:

- Introduce a Public Transport Accessibility Level (PTAL) map that nominates a location’s public transport accessibility level as poor, low, medium or high.
- Introduce new car parking rates that align with each PTAL.
- Set maximum car parking provisions for locations with medium to high PTAL.
- Refine minimum car parking provisions.



- Group different land uses with similar car parking demand into seven categories and apply car parking rates based on the category and PTAL.
- Introduce minimum rates and new design standards for bicycle parking and end of trip facilities.
- Consolidate Clause 52.06 (Car Parking) and Clause 52.34 (Bicycle Facilities) into the same provision.
- Digitally integrate PTALs into the State Governments mapping system VicPlan.

The changes seek to modernise the car parking and bicycle parking and facilities requirements to reflect changes to the way Victorians work, shop and travel. Additionally, the changes seek to align the provisions with current government policies for an integrated transport system, 20-minute neighbourhoods and transition to net zero carbon emissions.

The discussion paper is light on detail, which makes it challenging to assess the merits of the proposal and the implications for Boroondara. However, it is also welcome that Councils are being engaged at an early stage of the process and can therefore influence how the proposed reforms are progressed in future.

The Department seeks feedback from Council in relation to the proposed changes by 17 November 2023.

### Historic Context

When considering the right solution for parking requirements, it is also worth noting that much of Boroondara was built before car ownership was prevalent. The high level of amenity found in Boroondara's streetscapes, front gardens, heritage buildings, shopping strips and public spaces as well as the excellent provision of public transport is partly attributable to this low level of car ownership.

In contrast to this historic context, current planning provisions require most new developments and ultimately the occupier to pay for parking spaces (approx. \$60,000 to \$100,000 per space) whether they plan to use it or not. The amount of parking required, and costs involved has implications for housing choice, affordability, development feasibility, sustainability and traffic congestion.

### Housing Choice and Affordability

It is considered that new residential development in locations with low to medium accessibility should still be required to provide minimum levels of car parking, similar to existing requirements, while allowing some additional flexibility in housing choice.

In regard to highly accessible locations, like major activity centres, new housing developments should have the option of providing less or potentially no parking to provide a better range of housing options for the community. These locations have excellent access to public transport, shops and services so are an ideal location for households that don't own a car (8.2% of the Melbourne households). The public parking surrounding these locations is already restricted with time limits and parking permits, which new occupiers will not be eligible for, so there is no alternative option for new residents to park.

Any potential apartment buyer or occupant that owns a car, will continue to have ample options available for apartments with parking, both outside and within the highly accessible locations. However, those households that do not use a car, should also have housing options available that suit their needs. These low car housing options can be provided in highly accessible locations, with little practical implications for public parking in the surrounding areas.

Allowing the housing market to provide some apartments without parking, will enable more choice and more affordable housing options to be provided to the market. The cost of constructing car parking is approximately \$60,000 to \$100,000 per space, so this reform could enable more affordable housing options to be feasible. The 'Nightingale' housing model is an example of good quality and sustainable housing offered at lower cost, which has been enabled by lower parking requirements.

### Development Feasibility and Parking Infrastructure Charges

Current parking requirements can cause development feasibility issues for certain good quality developments, particularly higher density developments and employment developments at highly accessible locations.

Traditional parking standards tend to be based on requirements for lower scale development, and when translated to higher density development in a major activity centre, the requirement can become excessive and prohibitively expensive due to the depth and scale of the basements required.

These parking requirements can have the unintended effect of disincentivizing high-quality medium-scale development, and instead incentive large-scale lower-quality development due to the economies of scale required to deliver the large parking structures. The proposed change would provide a cost incentive which may assist in making development more feasible in the right locations within activity centres and close to public transport.

Notwithstanding the above, it is considered that there should be a mechanism for Councils to collect a parking infrastructure charge from developments that provide low levels of parking. This would enable Councils to fund more efficient public parking in centralised locations to meet the broader needs of the centre.

### Traffic Congestion

In general, higher levels of parking provision enable higher levels of car-based travel. However, the road capacity in Boroondara is relatively fixed. This means that even though it is possible to require more parking spaces, the potential to provide the additional road space needed to cater for the increased traffic that is generated is very limited.

As the population and economy grows, travel behavior must become more efficient otherwise congestion will grow significantly. The roads in major activity centres, such as Camberwell Junction, are already near capacity, so the future growth in their economic performance needs to be achieved by attracting a higher proportion of visitors, customers, residents and employees that use more space efficient travel modes.

The proposed parking reforms indicate that a shift in travel behavior and modes will need to occur in the future. Accordingly, it is considered that the Victorian Government should therefore support this transition with additional investment in public and active transport infrastructure and additional services to support the inferred uptake in these travel modes.

### Sustainability

Transport is a major contributor to carbon emissions and climate change. Reducing the community's reliance on private vehicle travel and improving mode shifts to active and public transport is integral to improving the sustainability of our city and the environment for future generations.

### Parking Policy Review

This proposed planning reform is still at the discussion paper phase for consultation. If the proposed reform moves toward implementation, Council will need to review its parking policies to respond to any future change and manage the potential implications for the Boroondara community. Parking restrictions are already well managed around major activity centres, however until the mapping and detail is confirmed it is not certain what areas may be affected by the proposed reforms.

### Existing Car Parking Requirements

Clause 52.06 (Car Parking) of the Victorian Planning Provisions (VPP) set out the standard rates and design requirements for car parking facilities. A planning permit is required to reduce or waive car parking requirements specified in Clause 52.06 or in a Parking Overlay. The Boroondara Planning Scheme has a Parking Overlay (Schedule 1 to Clause 45.09 Parking Overlay) for Activity Centres.

In the discussion paper the State Government asserts that current car parking requirements result in land being allocated to car parking where it is not required which in turn creates inefficient use of land which is scarce and could be better utilised for housing, employment and open space.

According to the discussion paper, minimum car parking rates encourage the oversupply of car parking, which results in increased traffic, noise and emissions in urban environments.

### Bicycle Parking and Facilities

Clause 52.34 (Bicycle Facilities) of the VPP sets out standard rates and design requirements for bicycle parking facilities.

The use of bicycles as a mode of transport is increasing in Victoria and with this the number of bicycle parks, lockers, showers and change rooms need to be increased. This will encourage cycling as a viable alternative to car use. The use of bicycles for transport is to be encouraged as it results in better health outcomes for people and reduces greenhouse gas emissions, noise and pollution associated with cars.

The discussion paper notes, the uptake of bicycle riding as opposed to car usage allows urban land to be improved such as by reducing paved surfaces and increasing the planting of canopy trees.

#### 4. Outline of key issues

The Department is seeking feedback on five (5) proposals for changes to Clause 52.06 (Car Parking) and Clause 52.34 (Bicycle Facilities).

##### Proposal 1 - Public transport accessibility level (PTAL)

- It is proposed to adopt a new, PTAL-aligned car parking policy position to remove or refine minimum car parking rates and apply maximum car parking rates. It is also proposed to develop PTAL mapping for all parking requirements and digitally integrate parking rates within VicPlan.
- PTAL is a measure of connectivity by public transport. The PTAL of a location is a representation of how well it is connected to public transport services (trains, trams and buses). It does not include trips by car.
- Currently, car parking is calculated using the rate defined in Clause 52.06, which lists a number of different uses and their associated car parking rate. Clause 52.06 also separates areas which are in a PPTN (Principal Public Transport Network) area, and areas which are not. A PPTN area car parking rate is used when land is within 400 metres of public transport.
- The Boroondara Planning Scheme also includes a Parking Overlay and Parking Overlay Schedule for Activity Centres (Schedule 1 Clause 45.09 Parking Overlay). This overlay sets specific rates for dwellings and offices. It also ensures the car parking rates for other uses in the overlay area is assessed under the same column as the PPTN.

Council officers have reviewed Proposal 1 and responses to key issues and questions are outlined in the table below.

Proposal 1 - Key Questions & Issues	Officer Review and comment	Proposed Council Response
Q1 Do you think PTAL is an appropriate way to apply car parking requirements?	In principle, the proposal to base car parking rates for new development on a map that accurately reflects a locations accessibility is logical and has merit from urban planning and transport planning perspectives.	The PTAL mapping concept is considered to have some merit, however due to the lack of information there is concern that the approach will be too 'broad brush' and not appropriately reflect the different levels of accessibility within a municipality like Boroondara. It is recommended that:
Q2 What do you think about the methodology used to define the suggested	<p>However the effectiveness of this approach will greatly depend on a number of factors, including:</p> <ul style="list-style-type: none"> <li>• how accurate &amp; practical is this mapping mechanism; and</li> <li>• how appropriate are the proposed parking rates and land use groups.</li> </ul> <p>Feedback on parking rates &amp; land use will be addressed under Proposals 2 &amp; 3, so the focus is on the mapping mechanism below.</p>	<ul style="list-style-type: none"> <li>• local Council's have the opportunity to shape the maps to reflect local characteristics;</li> <li>• the mapping consider the accessibility benefits of activity centres, as much as public transport;</li> </ul>

<p>PTAL for Melbourne?</p>	<p>Firstly, the mapping mechanism should not focus on access to public transport itself but equally on accessibility to activity centres that provide shops, services and jobs. Public transport is only a means to an end, whereas centres contain the destinations themselves. A locations proximity to a higher-order activity centre can reduce car dependence more than its proximity to a public transport stop, and the higher PTAL levels should be locations within walking distance to both activity centres and public transport.</p> <p>The PTAL approach has been modelled on a similar mechanism used in London, however a map has not yet been prepared for Melbourne.</p> <p>The effectiveness of the PTAL system would be dependent on how accurate and practical the mapping is for each municipality. There is concern that a coarse or 'broad brush' approach to PTAL would result in inner-city municipalities like Boroondara being primarily rated as medium to high, whereas outer suburban municipalities would be primarily rated as poor or medium.</p> <p>For example, a coarse approach to PTA Level could result in accessible locations in Hawthorn being rated the same as the less connected parts of Balwyn North, with both requiring the same parking rates.</p> <p>This approach risks ignoring the complexities of travel behaviour and travel choice within municipalities and could reinforce the car dependence of less accessible places.</p> <p>It is therefore suggested the mapping for PTAL should be relative to the local government area, and not only Metropolitan Melbourne.</p> <p>It is also recommended the PTAL boundaries be based on roads and property boundaries rather than grid maps that have been used elsewhere.</p> <p>As no mapping or clarity about the above issues has yet been provided, Council cannot adequately determine whether PTAL is an appropriate way to apply car parking requirements in Boroondara.</p>	<ul style="list-style-type: none"> <li>the PTAL boundaries be based on roads and property boundaries rather than grid maps that have been used elsewhere; and</li> <li>further consultation be undertaken with councils in future.</li> </ul>
<p>Q3 Do you agree with removing minimum car parking rates in areas with a medium or high PTAL?</p>	<p>The proposed car parking rates, and in particular the removal of car parking minimum requirements and the introduction of maximum requirements for medium and high PTAL levels, will be the contentious issue for some people in the community. These proposed changes will have a wide ranging implication for councils, and further information and consultation is needed in future.</p>	<p>Reductions in car parking requirements may be appropriate in highly accessible locations, however give the limited information available, only the following broad feedback can be offered at this stage:</p>

	<p>Reductions in parking requirements in appropriate locations do need to be considered to help address issues like housing affordability, traffic congestion and sustainability to offer more consumer choice and flexibility to the market. However, without a PTAL map or further detail to respond to it is difficult to review the practical implications of the proposed reforms.</p> <p>In general, it is considered appropriate to explore the removal of minimum parking requirements in areas within high PTAL accessibility, however insufficient information is available to assess the merits and implications at this time. Given the information available, it is not considered appropriate to remove the minimum parking requirements in areas within medium PTAL accessibility.</p> <p>Reduced parking requirements in new development in high PTAL areas may result in more competition for publicly available parking. In most cases public parking around these locations is already limited with parking permits and short-term parking, however councils will need time to customise these parking requirements to their centres and review and adjust public parking policies surrounding these PTAL areas as appropriate.</p> <p>Councils will also need a mechanism to collect feasible car parking infrastructure charges from developments that provide low levels of parking. This would enable Councils to fund more efficient public parking where necessary.</p>	<ul style="list-style-type: none"> <li>• In highly accessible locations, close to public transport and major activity centres, the removal of minimum car parking requirements and the introduction of maximum requirements has merit from an urban planning and transport planning perspective. The appropriate level of these maximum requirements cannot be determined without further information.</li> <li>• There should be a mechanism for Councils to collect a feasible car parking infrastructure charge from developments that provide low levels of parking. This would enable Councils to fund more efficient public parking where necessary.</li> <li>• In locations with medium levels of accessibility, the removal of minimum car parking requirements and the introduction of maximum requirements is not supported, however a lower minimum level may be considered appropriate to offer improved housing choice, depending on the proposed location mapping.</li> <li>• More information and consultation is needed so Councils can review the implications of the proposed changes. Councils should be allowed to customise the proposed parking rates and PTAL mapping to reflect local characteristics and councils should be given time to review and make changes to public parking policies where appropriate.</li> </ul>
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Do you agree that the Parking Overlay should remain in the planning scheme?	<p>The replacement of the Parking Overlay with the PTAL mapping system could help improve clarity for customers and stakeholders. Ideally, the PTAL system would be available online and would be accessible to the public.</p> <p>However, in its current state, it appears the PTAL mapping system could potentially cause confusion. London's system of 100 metre by 100 metre PTAL grids results in properties being in multiple PTAL grids with different levels assigned. This will cause discrepancies for both Council Officers and the public when calculating a properties PTAL rate for a proposed use.</p> <p>Officers recommend that PTALs apply to property boundaries, like land use zones, so that the mapping system does not result in a property falling into multiple PTAL categories.</p>	The replacement of the Parking Overlay with the PTAL mapping system will have certain benefits as outlined in the discussion paper, however it should not be supported until further information and clarity is provided, and the concerns raised by councils have been adequately addressed.
What do you think about digital implementation of recommended rates through VicPlan?	The integration of the PTAL system (including required parking rates and values) with VicPlan would be the most convenient way to illustrate the different values across the city. Furthermore, VicPlan is currently available to the public which would help to main transparency of the system.	If the PTAL system is implemented and concerns raised by councils are addressed, then digital implementation through VicPlan is considered appropriate.

## Proposal 2 - New land use groups

- It is proposed to update land use terms for car parking by removing outdated terms and grouping land uses together based on parking demand.
- Currently, uses of the land and the associated car parking rates are not grouped by similarity.

Council officers have reviewed Proposal 2 and responses to key issues and questions are outlined in the table below.

Proposal 2 - Key Questions & Issues	Officer Review and comment	Proposed Council Response
Replace outdated land use terms with new land use terms and group land use terms based on trip generation characteristics	<p>The removal of land use terms is a worthwhile exercise to ensure modernising of land uses that are most common today. However, it does not appear there are many uses removed from the list provided in the discussion paper.</p> <p>The introduction of new land use terms would need to align with the land uses in Clause 73.01 of the Victorian Planning Provisions and ensure there is no duplication of terms or similarities in car parking rates for ease of assessment during a planning application.</p>	The update to the land uses is generally supported as it will tidy up the Planning Scheme. However, the changes should align with Clause 73.03 (Land Use Terms) to ensure the uses are consistent with the remainder of the Planning Scheme. Furthermore, the grouping of land use terms requires reviewing.

	<p>It is considered that in general grouping land use terms based on trip generation characteristics is acceptable in some instances. The groups presented in the discussion paper will need to be reconsidered as many of the uses have different accessibility characteristics but are contained within the same group.</p> <p>Table 1 of Clause 52.06-5 already has the same rates for several different uses (e.g. amusement parlour, arts and craft centre, betting agency) and so their amalgamation into groups is appropriate. Issues arise however when car parking rates of certain uses are based on employment numbers and not patrons/patients and floor areas such as in Group 1 (e.g. market, hotel, restaurant).</p> <p>The Tables provided do not directly correspond with the Groups, as not all the different uses are listed specifically in the Tables. It is unclear which rates to apply if a use is not specifically listed within the Table for that Group. For example, within Table 6 (Group 4 car parking rates), where only Dwelling and Residential Hotel are listed - it is unclear which rate would be required for Camping and Caravan Park (which are also Group 4 but not in the Table).</p> <p>Specifically, some of the groups that need reconsidering are:</p> <ul style="list-style-type: none"> <li>- Group 1: This is a very large group with different characteristics in terms of time spent at premises, number of patrons, number of employees and seats provided. The use of employees for calculating car parking requirements across the entire group is questionable.</li> <li>- Group 2: Child Care Centres are likely to require additional car parking for parents to drop off children, when compared to a Primary School. It is noted that although the uses are within the same group, Table 4 lists the uses separately, but provides the same rates. This requires further consideration.</li> <li>- Group 3: Residential Aged Care Facility has been listed in Table 5 (Group 3 Car parking rates), however is within Group 4.</li> <li>- Group 6: The car parking rate for Home-based Business should correspond with the requirements in Clause 52.11.</li> </ul> <p>Furthermore, the specific nature of the car parking rates within the Tables is complicated for planners to provide guidance to the public and assess during the planning permit process.</p>	<p>The groups and tables presented have inconsistencies which need to be addressed and further developed. On balance, while the update to the land uses is supported, the grouping should be carefully considered to ensure ease of assessment for planners and the community.</p>
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### Proposal 3 - Updated car parking rates

- It is proposed to implement car parking rates aligned with public transport accessibility level (PTAL).
- Currently, car parking rates are determined by the rates provided for different uses within Clause 52.06. Rates also differ if the land within a PPTN area (Principal Public Transport Network), where the rates are generally reduced.

Council officers have reviewed Proposal 3 and responses to key issues and questions are outlined in the table below.

Proposal 3 - Key Issues & Question	Officer Review and comment	Proposed Council Response
Implement car parking rates aligned with public transport accessibility level (PTAL)	<p>As discussed earlier in this submission, the discussion paper lacked clarity of information and examples to illustrate the implications of the proposed parking reforms and these changes in car parking rates.</p> <p>It is considered premature for the State Government to seek feedback on detailed parking rates to align with PTAL levels that are not mapped or well defined. The PTAL mapping mechanism needs further review and consultation, before parking rates can be considered in detail.</p>	It is considered premature to seek feedback on the detail of parking rates for PTAL levels that are not mapped or well defined. The proposed parking rates should not be supported until the issues raised above regarding Proposals 1 & 2 have been adequately addressed.

### Proposal 4 - Bicycle parking and end of trip facilities

- It is proposed to increase minimum rates for bicycle parking and EoT facilities. The changes also proposed to introduce new design standards for bicycle parking and EoT facilities.

Council officers have reviewed Proposal 4 and responses to key issues and questions are outlined in the table below.

Proposal 4 Key Issues & Questions	Officer Review and comment	Proposed Council Response
Do you agree that PTAL should be used to determine bicycle parking rates and EoT facilities for land use groups?	<p>The PTAL calculation is based on access to public transport and does not consider bike related information and data. The use of PTALs without bike related information and data is likely to result in poor strategic outcomes in both Boroondara and Victoria.</p> <p>Information and data relevant to an assessment of bicycle parking rates and EoT facilities must consider:</p> <ul style="list-style-type: none"> <li>- Access to bike routes/ tracks</li> <li>- Bike lanes</li> </ul>	The PTAL mapping mechanism needs work and is not an appropriate base for active transport policies. As per previous advice, the mapping mechanism needs to consider direct access to activity centres by walking and cycling. This should include consideration of strategic bike routes and bike infrastructure.

	<ul style="list-style-type: none"> <li>- Bike infrastructure (such as bike racks and EoT facilities at bus stops, tram stops and train stations).</li> <li>- Topography.</li> </ul> <p>Without proper infrastructure even high and medium PTAL areas may not be suitable for demanding medium/high bicycle parking rates and EoT facilities. Conversely some areas of Boroondara which may not be considered high or medium PTAL areas have access to bike paths and infrastructure.</p> <p>Generally, there are less bicycle racks at bus stops and tram stops when compared to train stations in Boroondara. It is likely people will choose to walk or drive to tram stops due to this lack of infrastructure. As such an area with a high PTAL calculation due to its proximity to bus stops and or tram stops may not be suitable for requiring high bicycle parking rates and EoT facilities.</p> <p>Having no account for topography when calculating bicycle parking requirements will also create poor strategic outcomes. These areas may be well serviced by public transport but generally impractical for bicycle usage.</p> <p>The extra levels of data recommended above will allow a more accurate assessment of where bicycle parking and EoT facilities are required.</p>	
Do you agree with proposed minimum bicycle parking rates?	<p>The proposed increase in bicycle parking requirements and the provision of bicycle parking is supported and will contribute to a reduction in carbon emissions and have a positive impact on the wellbeing of residents (should bicycle riding increase).</p> <p>The minimum requirements are suitable for the land use groups proposed. However, they should be based on a proper assessment of bicycle facilities and connectivity (addressed above).</p>	The increase in bicycle parking requirements should be supported.
Do you agree with adopting new design standards for bicycle parking and EoT?	<p>New design standards for Bicycle Parking and EoT facilities should be supported to allow greater accessibility, safety and convenience for users.</p> <p>It is agreed the broad dot points raised will in principle result in greater convenience, safety and accessibility for bike users.</p>	New design standards are appropriate and should be supported.

	<p>Requirements such as bicycle parking for visitors being at grade, visitor parking and 50 per cent of long stay parking being horizontal and the increased safety measures are supported.</p> <p>There is a lack of detail in the design standards that should be addressed prior to implementation such as:</p> <ul style="list-style-type: none"> <li>- Lighting and signage requirements</li> <li>- Dimensions of horizontal spaces required for electric and cargo bicycles</li> </ul>	
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### **Proposal 5 - Consolidated parking and EoT facilities provisions in the VPP**

- It is proposed to consolidate planning provision for cars, bicycles and EoT facilities that replaces Clause 52.06 (Car parking) and Clause 52.34 (Bicycle facilities).
- Currently, Clause 52.06 and 52.34 are separated within the Planning Scheme.

Council officers have reviewed Proposal 5 and responses to key issues and questions are outlined in the table below.

<b>Proposal 5 Key Issues</b>	<b>Officer Review and Response</b>
What do you think about consolidating parking requirements within a single, streamlined statutory control for cars, bicycles and EoT facilities?	The combining of the bicycle and car parking provisions is generally supported as it will make the Planning Scheme easier to read, use and assess for all stakeholders.

## **5. Consultation/communication**

Officers consulted relevant internal departments to assist in the preparation of each response. No external consultation was undertaken with the community.

## **6. Financial and resource implications**

There are no cost or resource implications in relation to the preparation of the submission response.

## **7. Governance issues**

No officers involved in the preparation of this report have a general or material conflict of interest requiring disclosure under chapter 5 of the Governance Rules of Boroondara City Council.

The recommendation contained in this report is compatible with the Charter of Human Rights and Responsibilities 2006 as it does not raise any human rights issues.

## **8. Social and environmental issues**

Council has an obligation to advocate on matters which affect the Boroondara community. The submission response prepared by officers seek to respond to the keys issues which impact the Boroondara community and raise awareness of the implications. In this respect, Council's advocacy role seeks to achieve positive social and environmental impacts.

**Manager:** David Cowan, Manager Planning and Placemaking

**Report officers:** Amaya De Silva, Senior Planner  
Lachlan Waddell, Planner

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# Modernising car and bicycle parking requirements

Discussion paper October 2023



Department  
of Transport  
and Planning

### Acknowledgment

We acknowledge and respect Victorian Traditional Owners as the original custodians of Victoria's land and waters, their unique ability to care for Country and deep spiritual connection to it. We honour Elders past and present whose knowledge and wisdom has ensured the continuation of culture and traditional practices.

We are committed to genuinely partner, and meaningfully engage, with Victoria's Traditional Owners and Aboriginal communities to support the protection of Country, the maintenance of spiritual and cultural practices and their broader aspirations in the 21st century and beyond.



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## Modernising car parking and bicycle facilities requirements

Parking plays an important role in broader transport and land use strategies. Parking policies can have both a direct and indirect impact on the ability to achieve transport objectives and strategies.

DTP is seeking feedback on proposed reforms to planning requirements for car parking and bicycle facilities.

### Why are we proposing changes to car parking and bicycle parking and facilities requirements?

Numerous changes have occurred in the way we work, shop and travel. A review of car and bicycle parking rates and bicycle facilities requirements will enable an update to the relevant planning provisions in line with current government policies for an integrated transport system, 20-minute neighbourhoods and the move towards net zero carbon emissions.

Clause 52.06 (Car parking) of the VPP sets out the standard rates and design requirements for car parking facilities. A planning permit is required to reduce or waive car parking requirements specified in Clause 52.06 or in a Parking Overlay.

An analysis of planning permit applications received between 1 July 2021 and 30 June 2022 showed that 862 new or amended planning permits were issued to waive or reduce car parking requirements. The average number of days for deciding on one of these applications was 121 days.

The current car parking requirements also result in the need to allocate land for car parking in areas where it may not be required, leading to inefficient use of limited available land which could be better utilised for housing, employment or open space.

Including a car parking space in a residential development can add up to \$50,000 to the cost of an apartment<sup>1</sup>. Minimum car parking requirements can encourage an oversupply of car parking, which results in increased traffic, noise and emissions and a poorer quality urban environment.

Electric vehicle charging requirements are proposed to be implemented through the [National Construction Code 2022](#).

<sup>1</sup> P. Hatch, "Kids but no car: Meet one of the rarest families in Melbourne", *The Age*, January 4, 2023, National Infrastructure Victoria, "Our home choices, How more housing options can make better use of Victoria's infrastructure, March 2023





Clause 52.34 (Bicycle facilities) of the VPP sets out the standard rates and design requirements for bicycle parking facilities.

The use of bicycles as a mode of urban transport has increased in popularity. More bicycle parking, lockers, showers and change rooms are needed to encourage cycling as a viable alternative to car use and keep up with growing demand from bicycle users.

There are number of benefits for updating the bicycle parking rates and end-of-trip (EoT) facilities requirements. Cycling makes people physically active which in turn improves wellbeing, mental health and reduces risk of chronic disease. It also helps reduce greenhouse gas emissions as well as noise and pollution associated with cars.

Bicycle riding also reduces the need for surfaces to be paved for cars, thereby providing opportunities for less concrete and planting more canopy trees, which can improve the quality of the urban environment.

### What changes are we proposing?

- **Public transport accessibility level (PTAL)** – Adopt a new PTAL-aligned car parking policy to remove or refine minimum car parking rates and apply maximum car parking rates.
- **New land use groups** – Remove outdated land use terms in Clause 52.06 and consolidate land use terms into seven categories based on car parking demand.
- **Updated car parking rates** – Implement updated car parking rates to align with public transport accessibility and the proposed PTAL parking policy.
- **Bicycle parking and end of trip (EoT) facilities** – Adopt new minimum rates and new design standards for bicycle parking and EoT facilities.
- **A consolidated parking and EoT facilities requirement in the VPP**

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## Proposal 1 – Public transport accessibility level (PTAL)

### Proposed changes

- Adopt a new, PTAL-aligned car parking policy position to remove or refine minimum car parking rates and apply maximum car parking rates.
- Develop PTAL mapping for all parking requirements.
- Digitally integrate parking rates with VicPlan.

### What is PTAL?

PTAL is a measure of connectivity by public transport. The PTAL of a location is a representation of how well it is connected to public transport services (trains, trams and buses). It does not include trips by car.

A location will have a higher PTAL if:

- It is a short walking distance to the nearest station or stop.
- The wait time for nearby public transport services is short.
- More services pass at the nearest stations or stops.
- There are major transport hubs nearby.

A location will have a lower PTAL if:

- The nearest public transport services are beyond a reasonable walking distance.
- The nearest public transport services are infrequent.
- Few services pass at the nearest stations or stops.
- There are no major transport hubs nearby.

PTAL has been used overseas, including in London and Manchester in the United Kingdom, and in Ahmedabad and Surat in India, to inform car parking requirements and a range of other transport, development and planning policies.

### How is PTAL calculated?

To calculate the PTAL value of a location, four sets of data could be used to determine the destinations that are accessible within a 60-minute public transport journey of that location:

1. A grid of locations over a specified area (e.g. Victoria, with the Melbourne GPO at the centre of the first grid square).
2. The location of all public transport stations and stops.
3. Walk networks (including all streets and paths) to calculate the walk time to the public transport network.
4. All public transport routes and their service frequency.

The PTAL value of each location is then converted to an index so it can be mapped. The index is proposed to have PTAL categories of high, medium, low and poor. This methodology is subject to data availability.

Chapter 2 of [Assessing transport connectivity in London](#) explains how to undertake the full calculation and understand the output.



## How is the PTAL value for a location determined?

The PTAL value will fall within one of four categories; high, medium, low and poor. Some examples of areas in Victoria that could fall within each value are specified below.

### High PTAL

- Areas within or adjacent to the Melbourne central city, and some major suburban and some regional centres.
- Very good/excellent access to multiple modes of public transport via multiple transport nodes.

### Medium PTAL

- Areas peripheral to the central city or along key public transport corridors, or some major suburban and regional centres.
- Good access to multiple modes of public transport that connect to the central city or other urban centres.

### Low PTAL

- Suburban areas with some proximity to public transport services and some regional centres.
- Access to some public transport with linear connections and limited transport modes.

### Poor PTAL

- Suburban areas remote from public transport and some rural/regional areas.
- Limited or no public transport provision.

## How is PTAL applied to car parking requirements?

A PTAL-aligned approach would result in the removal or refinement of existing minimum parking rates, while introducing a maximum car parking rate for some contexts, based upon the PTAL value of the area.

Under the proposed PTAL-aligned approach:

- **Minimum** car parking space rates would continue to apply if the PTAL is poor.
- **Maximum** car parking space rates would apply if the PTAL is high but there would be no minimum rate.
- **Both minimum and maximum** car parking space rates may apply if the PTAL is low or medium.

## What are the benefits of the PTAL approach?

There are several benefits:

- **Reducing the number of planning permits to reduce or waive car parking**

A shift from minimum to maximum parking requirements in some areas would reduce the administrative burden on councils and applicants. A permit would only be required if a proposal seeks to exceed the maximum car parking rate in high and medium PTAL areas, rather than the current situation where a permit is required to reduce the standard number of car parking spaces.

- **No need to apply a Parking Overlay to vary the rates**

The Parking Overlay is the current tool to manage and enable local variations to the car parking requirements set out in Clause 52.06 for a given precinct or area. Councils are required to do a lot of strategic work to justify an overlay, and undertake a planning scheme amendment to implement the overlay which can be time consuming and costly.

- **PTAL is more sophisticated than the current default distance from the Principal Public Transport Network (PPTN)**

The PPTN is a tool for users to define areas 'well-served by public transport'. Unlike the PTAL methodology, the PPTN does not account for capacity, frequency and quality of transport.

- **Better use of land**

Using PTAL would provide an opportunity to better utilise urban land instead of providing car parking spaces.

- **Supports changing lifestyle and general behaviour**

Fewer car parking spaces in high PTAL areas may help to shift the community from being car dependent to being able to use alternative modes of transport if they choose.

## What happens to the Parking Overlay?

The Parking Overlay in the VPP would remain unchanged to provide flexibility for local areas and specific strategic planning outcomes if needed by councils.

The Parking Overlay may continue to be required to reduce or increase parking requirements, or in areas where discrete factors exist outside of the PTAL calculations, which may allow a reduction of parking requirements such as where new public transport services or infrastructure is imminent.

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## Digital implementation

The PTAL and corresponding parking requirement for different land uses could be directly integrated into VicPlan (the state-wide digital mapping tool), made accessible through a GIS mapping layer, and appear on planning property reports.

This would provide direct and accurate parking requirement information for parties interested in the development of a parcel of land.

It would also help to improve transparency in decision-making for state and local governments by making all car parking rates available on an accessible online platform.

This tool could also potentially be used to calculate rates on a property-by-property basis, depending on local conditions.

### Tell us more

- Do you think PTAL is an appropriate way to apply car parking requirements?
- What do you think about the methodology used to define the suggested PTAL for Melbourne?
- Do you agree with removing minimum car parking rates in areas with a medium or high PTAL?
- What do you think about implementing a PTAL-aligned approach in regional Victoria?
- Do you agree that the Parking Overlay should remain in the planning scheme?
- What do you think about digital implementation of recommended rates through VicPlan?



## Proposal 2 - New land use groups

### Proposed changes

- Update land use terms for car parking by removing outdated terms and grouping land uses together based on parking demand.

Land uses currently contained in Clause 52.06-5 are proposed to be removed and replaced with an improved list of land use groups and car parking rates. This approach will allow for more streamlined consideration of applications when assessing land use changes that might not alter the likely trip generation levels. A trip is defined in transport modelling as a single journey made by an individual between two points by a specified mode of travel and for a defined purpose. Trip generation is the process of estimating the amount of traffic a proposed development will have once it is built and the land use is operating.

It is proposed to:

- remove outdated land use terms
- introduce new land use terms
- group land use terms based on trip generation characteristics
- update how required car parking spaces are calculated.

### Land use categories

Seven typologies of land use that are based on the assessment of trip generation characteristics have been created, derived from how they generate visitor, student, resident and employee parking demand, as well as accessibility to public transport.

The seven land use groups and examples of land use term for those categories are shown in Table 1 and Figure 1.

### Adopting minimum and maximum car parking rates

The table of proposed car parking rates has been developed to determine car parking requirements for various PTAL areas (see tables 3 to 9 'Proposed car parking rates'). These rates set out minimum and/or maximum car parking requirements.

For some PTAL categories, only maximum car parking rates apply and there are no minimum car parking requirements. The proposed removal and revision of minimum rates and inclusion of new maximum rates represents a new approach and the rationale for each proposed car parking rate is provided in tables 3 to 9.

The proposed rates provide the choice for people to reduce their use of cars and increase their use of alternative forms of transport.

Where public transport accessibility is higher, the proposed parking rates require fewer car parking spaces, more bicycle parking and more EoT facilities than is required under the existing rates.

It is expected that the new rates and land use groups will result in an overall reduction in applications for permits to reduce or waive existing car parking requirements.



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**Benefits**

There are a number of benefits to the proposed car parking rates and land use terms and groups:

- **Fit for purpose rates better aligned with land use characteristics**

This will reduce unused car parking spaces, reduce an oversupply of parking spaces, and provide the appropriate number of spaces for particular uses and locations.

- **Fewer applications for planning permits to reduce car parking rates**

Making an application for a car parking waiver or reduction is costly and time consuming. A reduced car parking requirement is appropriate in locations well serviced by public transport.

- **Less need to prepare a Parking Overlay to vary rates**

Introducing the PTAL methodology will result in fewer planning scheme amendments to implement a Parking Overlay, which can be time consuming and costly to councils and proponents.

- **Ensuring efficient use of land in locations well serviced by public transport**

Maximum car parking rates will allow land to be better utilised for other purposes, providing other benefits. It will also reduce the overall costs of new developments and will mean that those who choose not to own a car may not have to pay for parking to be constructed in a new development.

- **Drive behavioural change to other transport options**

Limiting car parking spaces in locations that are well serviced by public transport will provide people with more choice to reduce their use of a car and increase their use of alternative forms of transport. This will decrease dependency on car ownership, reducing costs for households and providing many other benefits for the economy, society and environment.



## Proposed land use groups and associated characteristics

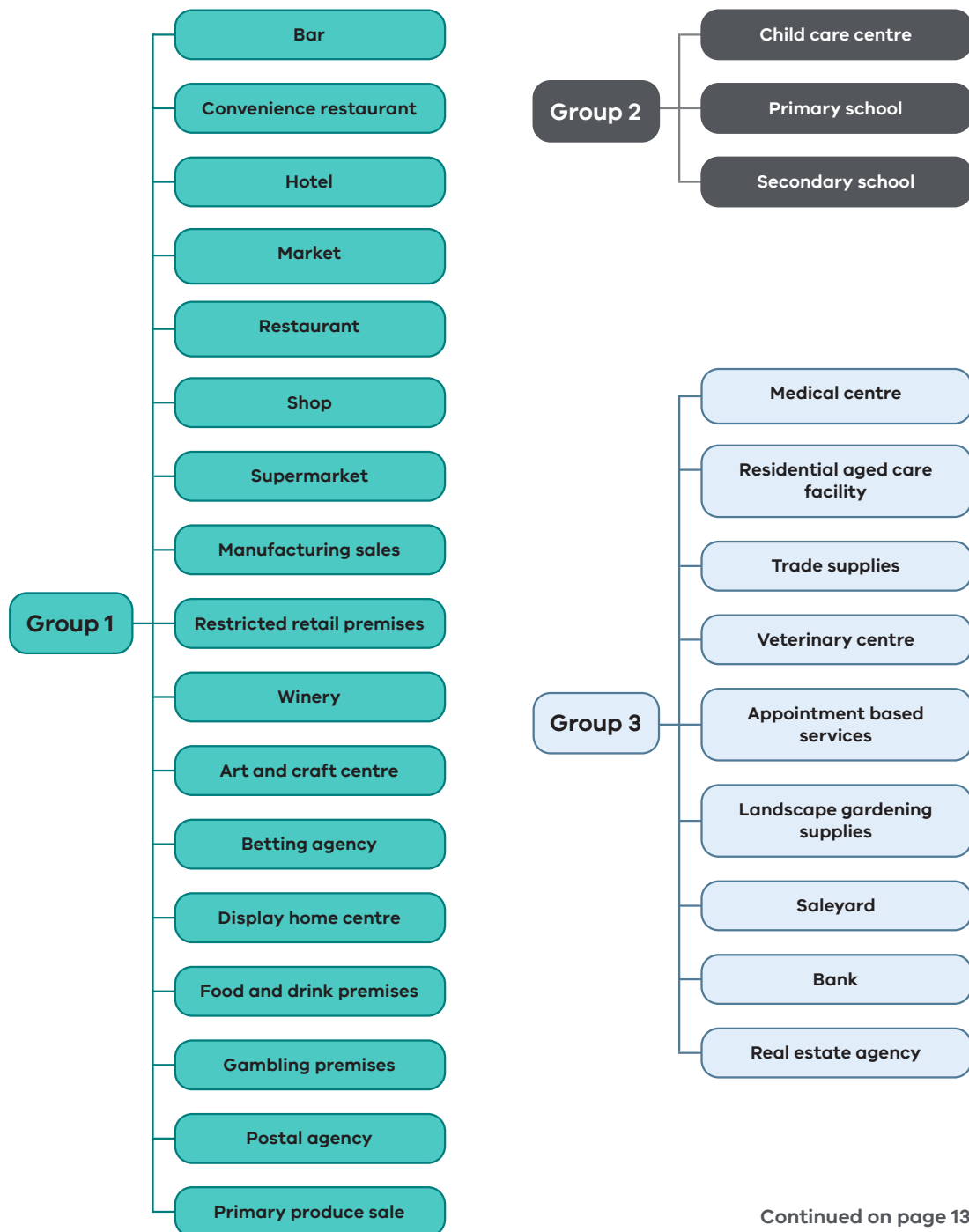
Table 1: Proposed land use groups and associated characteristics

Land Use Group	Characteristics	Example of proposed land use groupings
<b>Group 1</b>	<ul style="list-style-type: none"> <li>High short/long-term visitor demand and medium employee demand</li> <li>High reduction in car parking demand as public transport access increases</li> </ul>	<ul style="list-style-type: none"> <li>Bar</li> <li>Convenience restaurant</li> <li>Hotel</li> <li>Market</li> <li>Restaurant</li> <li>Shop</li> <li>Supermarket</li> </ul>
<b>Group 2</b>	<ul style="list-style-type: none"> <li>High short-term visitor demand and medium employee demand</li> <li>Limited reduction in car parking demand as public transport access increases, highly affected by peak hour</li> </ul>	<ul style="list-style-type: none"> <li>Childcare</li> <li>Primary School</li> <li>Secondary School</li> </ul>
<b>Group 3</b>	<ul style="list-style-type: none"> <li>Moderate short-term visitor demand and medium employee demand</li> <li>Limited reduction in car parking demand as public transport access increases</li> </ul>	<ul style="list-style-type: none"> <li>Medical centre</li> <li>Residential aged care facility</li> <li>Trade supplies</li> <li>Veterinary centre</li> <li>Appointment based services</li> </ul>
<b>Group 4</b>	<ul style="list-style-type: none"> <li>High residential demand and low visitor demand</li> <li>Moderate reduction in car parking demand for dwellings as public transport access increases</li> </ul>	<ul style="list-style-type: none"> <li>Dwelling</li> <li>Residential hotel</li> </ul>
<b>Group 5</b>	<ul style="list-style-type: none"> <li>High long-term visitor demand</li> <li>Limited reduction in car parking demand as public transport access increases</li> </ul>	<ul style="list-style-type: none"> <li>Cinema based entertainment facility</li> <li>Funeral parlour</li> <li>Place of assembly</li> <li>Restricted recreation facility</li> <li>Swimming pool</li> </ul>
<b>Group 6</b>	<ul style="list-style-type: none"> <li>High employee demand, low visitor demand</li> <li>High reduction in car parking demand as public transport access increases</li> </ul>	<ul style="list-style-type: none"> <li>Industry</li> <li>Office</li> <li>Research and development centre</li> <li>Warehouse</li> </ul>
<b>Group 7</b>	<ul style="list-style-type: none"> <li>High short-term visitor demand, medium employee demand</li> <li>High reduction in car parking demand as public transport access increases</li> </ul>	<ul style="list-style-type: none"> <li>Education centre (other)</li> </ul>

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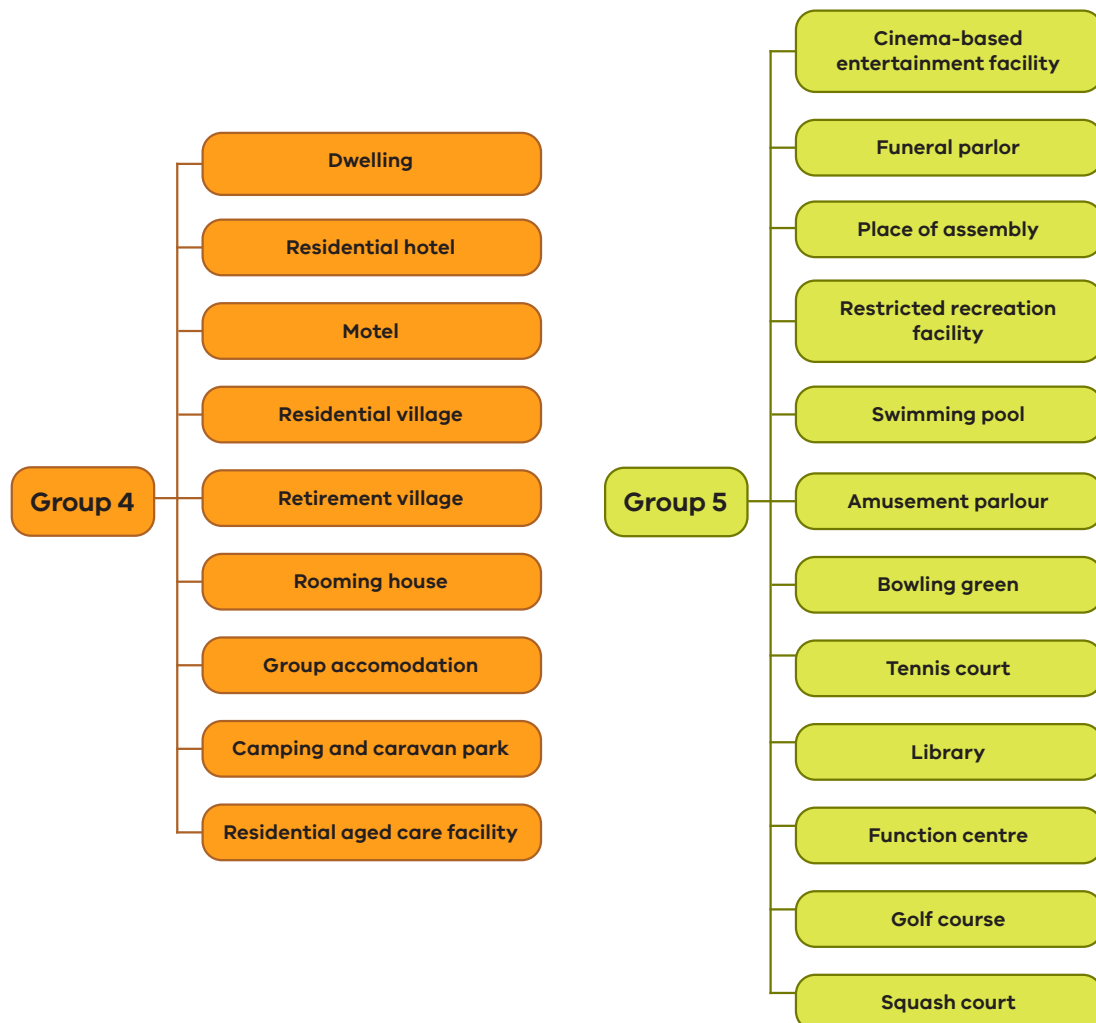
## Examples of proposed land use groups and associated characteristics

Figure 1: Examples of proposed land use groups and associated characteristics



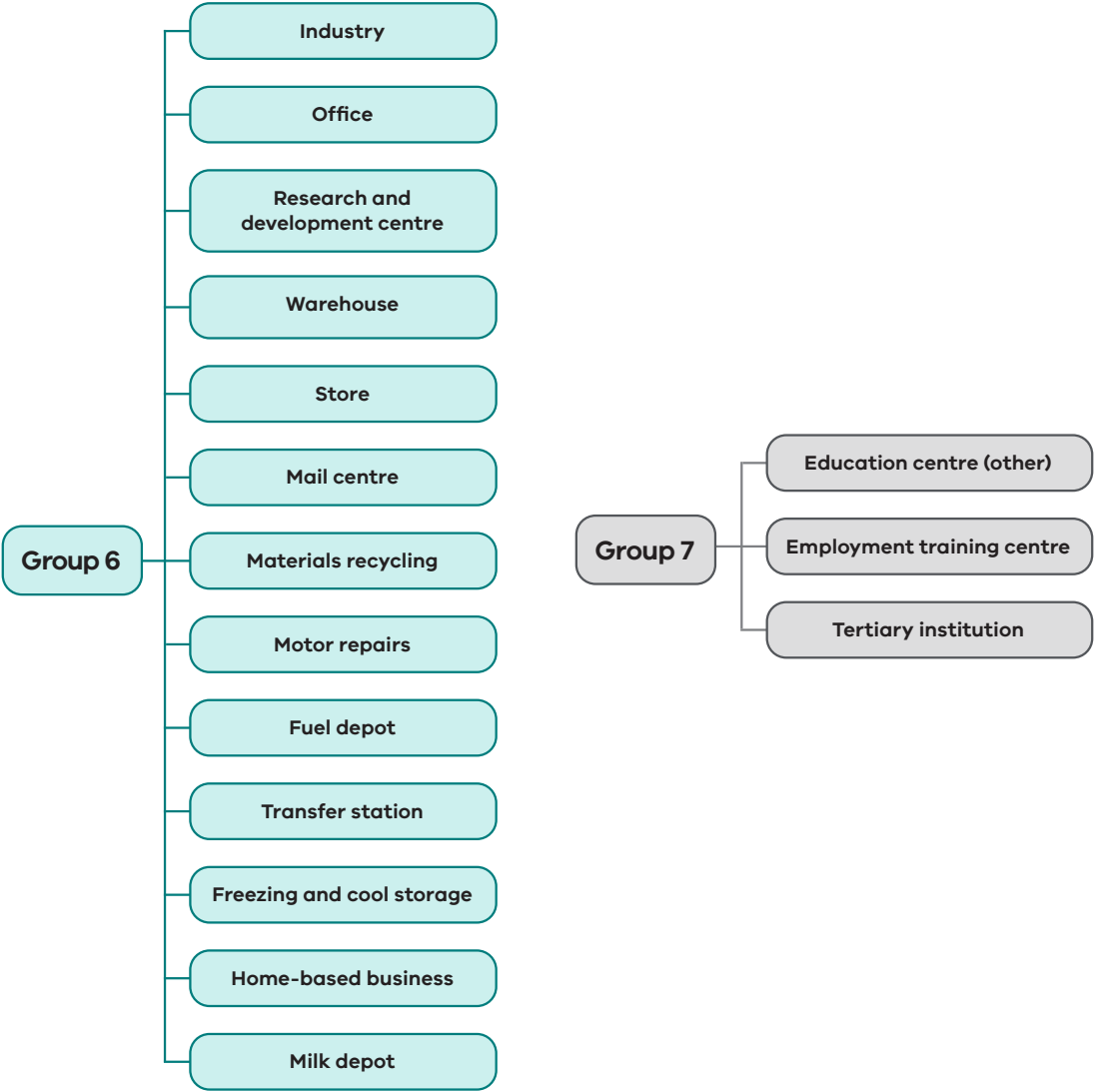
Continued on page 13





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## Proposal 3 – Updated car parking rates

### Proposed changes

- Implement car parking rates aligned with public transport accessibility level (PTAL).

### Calculating the new car parking rates

New car parking rates are required to increase the proportion of active and public transport trips and lower the share of car trips. The rates were determined using the demand from employees, students, visitors and residents, the location of the site where the land use is proposed in relation to the relevant PTAL and the targeted proportion of trips by each transport mode.

Some of the car parking rates are required to be calculated from a maximum number of visitors for that land use. The maximum number of visitors have been calculated by using the demand generated by the car parking rates for those land uses from Clause 52.06. Table 2 below contains the specified maximum number of visitors for land uses in groups 1 and 5, where this is required to be calculated.

**Table 2: Maximum number of visitors**

Land use	Maximum number of visitors (/100m2)
Bar	7
Convenience restaurant	7
Hotel	7
Market	7
Restaurant	7
Shop	7
Supermarket	5
Manufacturing premises	7
Restricted retail premises	2
Swimming pool	5
Amusement parlour	9

The proposed rates (specified as a ratio), along with a rationale (specified as a percentage) for each proposed rate, is set out in tables 3 to 9. The 'max on site' refers to the maximum number employees/visitors on site at any one time.

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**Proposed car parking rates****Table 3: Group 1 Car parking rates**

PTAL level	Minimum/Maximum	Hotel, market, shop, supermarket, convenience restaurant, bar and restaurant
<b>Poor</b>	Minimum car	1 per 2 maximum visitors, and 1 per employee (max on site)  Provides car parking for all employees. Assumes an average of 2 visitors per car accommodating for 100% car mode share
	Maximum car	N/A  No maximums have been provided in Poor PTAL areas.
<b>Low</b>	Minimum car	1 per 2 employees (max on site) and 1 per 4 maximum visitors.  Provides car parking for 50% of employees. Assumes 50% of employees travel by modes other than personal car transport. Assumes 25% of visitors will drive, with the remainder being passengers or using other modes of transport.
	Maximum car	1 per employee (max on site) and 1 per 2 maximum visitors  Allows developers to provide up to one car park per employee. Allows for up to 50% of visitors to drive, with the remainder being passengers or using other modes of transport.
<b>Medium</b>	Minimum car	N/A  Minimums have usually not been provided in Medium PTAL areas.
	Maximum car	1 per 2 employees (max on site) and 1 per 3 maximum visitors  Prevents the oversupply of car parking in areas with multiple public transport options by providing a maximum of 50% of employees and a third of visitors.
<b>High</b>	Minimum car	N/A  Car parking minimums have not been provided in High PTAL areas.
	Maximum car	1 per 4 employees (max on site) and 1 per 5 visitors  Prevents the oversupply of car parking in areas with multiple public transport options by provided for a maximum of 25% of employees and 20% of visitors.

Table 4: Group 2 Car parking rates

PTAL level	Minimum/ Maximum	Childcare centre	Primary school and secondary school
<b>Poor</b>	Minimum car	1 per employee (max on site) Provides car parking for all employees	1 per employee (max on site) Provides car parking for all employees
	Maximum car	N/A No maximums have been provided in Poor PTAL areas.	N/A No maximums have been provided in Poor PTAL areas.
<b>Low</b>	Minimum car	1 per 2 employees (max on site) Provides car parking for 50% of employees. Assumes 50% of employees travel by modes other than personal car transport.	1 per 2 employees (max on site) Provides car parking for 50% of employees. Assumes 50% of employees travel by modes other than personal car transport.
	Maximum car	1 per employee (max on site) Allows developers to provide up to one car park per employee.	1 per employee (max on site) Allows developers to provide up to one car park per employee.
<b>Medium</b>	Minimum car	1 per 4 employees (max on site) It is expected that in Medium PTAL areas a parking provision for 25% of employees is necessary for education centres with children for safety and access reasons.	1 per 4 employees (max on site) It is expected that in Medium PTAL areas a parking provision for 25% of employees is necessary for education centres with children for safety and access reasons.
	Maximum car	1 per employee (max on site) Education facilities in medium PTAL areas should retain the option to provide parking for employees.	1 per employee (max on site) Education facilities in medium PTAL areas should retain the option to provide parking for employees.
<b>High</b>	Minimum car	N/A Car parking minimums have not been provided in High PTAL areas.	N/A Car parking minimums have not been provided in High PTAL areas.
	Maximum car	1 per 2 employees (max on site) Education facilities may choose to provide car parking for up to 50% of employees for safety and accessibility reasons.	1 per 2 employees (max on site) Education facilities may choose to provide car parking for up to 50% of employees though parking remains limited to 25% of visitors with the remainder expected to use alternative modes of transport

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Table 5: Group 3 Car parking rates

PTAL level	Minimum/Maximum	Trade supplies	Medical centre and veterinary centre	Appointment based services	Residential aged care facility
<b>Poor</b>	Minimum car	1 per employee (max on site), and 1 per 1 maximum visitors  Provides car parking for all employees. Assumes an average of 1 visitor per car due to the nature of the land use.	1 per employee (max on site), and 2 per appointment room  Provides car parking for all employees. Assumes one client in an appointment and one client waiting for each appointment room accommodating for 100% car mode share.	1 per employee (max on site), and 2 per appointment room  Provides car parking for all employees. Assumes one client in an appointment and one client waiting for each appointment room accommodating for 100% car mode share.	1 per employee (max on site), and 1 visitor park per 5 dwellings  Provides car parking for all employees. Accommodates for 1 visitor per 5 residents at any one time.
	Maximum car	N/A  No maximums have been provided in Poor PTAL areas.	N/A  No maximums have been provided in Poor PTAL areas.	N/A  No maximums have been provided in Poor PTAL areas.	N/A  No maximums have been provided in Poor PTAL areas.
<b>Low</b>	Minimum car	1 per 2 employees (max on site) and 1 per 2 maximum visitors  Provides car parking for 50% of employees. Assumes 50% of employees travel by modes other than personal car transport. Assumes 50% of visitors will drive, with the remainder being passengers or using other modes of transport.	1 per employee (max on site), and 1 per appointment room  Provides car parking for all employees. Assumes one client in an appointment and one client waiting for each appointment room accommodating for 50% car mode share with the remainder using other modes of transport.	1 per employee (max on site), and 1 per appointment room  Provides car parking for all employees. Assumes one client in an appointment and one client waiting for each appointment room accommodating for 50% car mode share with the remainder using other modes of transport.	1 per 2 employees (max on site), and 1 visitor park per 8 dwellings  Provides car parking for 50% of employees. Car parking accommodates for 1 visitor per 8 residents at any one time. Remaining employees and visitors will be accommodated by other modes of transport.
	Maximum car	1 per employee (max on site), and 1 per 1 maximum visitors  Allows developers to provide up to one car park per employee one car park per visitor.	1 per employee (max on site), and 2 per appointment room  Allows developers to provide car parking for all employees. Assumes one client in an appointment and one client waiting for each appointment with 100% car mode share.	1 per employee (max on site), and 2 per appointment room  Allows developers to provide car parking for all employees. Assumes one client in an appointment and one client waiting for each appointment with 100% car mode share.	1 per employee (max on site), and 1 visitor park per 5 dwellings.  Allows developers to provide car parking for all employees. Car parking accommodates for 1 visitor per 5 residents at any one time. Remaining visitors will be accommodated by other modes of transport.

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PTAL level	Minimum/Maximum	Trade supplies	Medical centre and veterinary centre	Appointment based services	Residential aged care facility
Medium	Minimum car	1 per 2 employees (max on site), and 1 per 10 maximum visitors  Due to the nature of the service provided at this land use, it is expected that some employees and visitors will require car parks for access, safety and mobility issues.	1 per 4 employees (max on site), and 1 per 2 appointment rooms  Due to the nature of the service provided at this land use, it is expected that some employees and visitors will require car parks for access, safety and mobility issues.	1 per 2 employees (max on site), and 1 per 2 appointment rooms  Due to the nature of the service provided at this land use, it is expected that some employees and visitors will require car parks for access, safety and mobility issues.	1 per 4 employees (max on site), and 1 visitor park per 10 dwellings  Due to the nature of the service provided at this land use, it is expected that some employees and visitors will require car parks for access, safety and mobility issues.
	Maximum car	1 per employees (max on site), and 1 per 4 maximum visitors  Trade supplies stores in Medium PTAL areas should retain the option to provide parking for employees, though parking remains limited to 25% of visitors with the remainder expected to use alternative modes of transport.	1 per employee (max on site), and 1 per appointment room  Medical Centres and Veterinary centres in Medium PTAL areas should retain the option to provide parking for employees, though parking remains limited to 50% of visitors with the remainder expected to use alternative modes of transport.	1 per employee (max on site), and 1 per appointment room  Appointment-based services in Medium PTAL areas should retain the option to provide parking for employees, though parking remains limited to 50% of visitors with the remainder expected to use alternative modes of transport.	1 per 2 employees (max on site), and 1 visitor park per 5 dwellings.  Aged care services in Medium PTAL areas should retain the option to provide parking for 50% of employees and for 1 visitor per 5 dwellings, recognising the accessibility needs of aged care services
High	Minimum car	N/A  Car parking minimums have not been provided in High PTAL areas.	N/A  Car parking minimums have not been provided in High PTAL areas.	N/A  Car parking minimums have not been provided in High PTAL areas.	N/A  Car parking minimums have not been provided in High PTAL areas.
	Maximum car	1 per 2 employees (max on site), and 1 per 4 maximum visitors  Trade supplies stores in High PTAL areas should retain the option to provide parking for 50% of employees, though parking remains limited to 25% of visitors with the remainder expected to use alternative modes of transport.	1 per 2 employees (max on site), and 1 per appointment room  Medical Centres and Veterinary centres in High PTAL areas should retain the option to provide parking for 50% of employees, though parking remains limited to 50% of visitors with the remainder expected to use alternative modes of transport.	1 per 2 employees (max on site), and 1 per appointment room  Appointment-based services in High PTAL areas should retain the option to provide parking for 50% of employees, though parking remains limited to 50% of visitors with the remainder expected to use alternative modes of transport.	1 per 4 employees (max on site), and 1 visitor park per 5 dwellings  Aged care services in High PTAL areas should retain the option to provide parking for 25% of employees and for 1 visitor per 5 dwellings, recognising the accessibility needs of aged care services

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Table 6: Group 4 Car parking rates

PTAL level	Minimum/Maximum	Residential hotel	Dwelling
<b>Poor</b>	Minimum car	1 per dwelling, and 1 per employee (max on site)  Provides 1 car park per guest group, while providing car parking for 100% of employees.	1 per 1 bedroom dwelling, and 1 per 2+ bedroom dwelling, and 1 visitor space per 5 dwellings.  Provides a minimum of 1 car park per dwelling, while providing appropriate off-street parking for short term and overnight visitors in developments of 5 or more dwellings.
	Maximum car	N/A  No maximums have been provided in Poor PTAL areas.	N/A  No maximums have been provided in Poor PTAL areas.
<b>Low</b>	Minimum car	1 per dwelling, and 1 per 2 employees (max on site)  Provides 1 car park per guest group, while providing car parking for 50% of employees.	0.5 per 1 bedroom dwelling 1 per 2+ bedroom dwelling, and 1 visitor space per 10 dwellings.  Allows for up to 50% of one bedroom dwellings to provide zero car parks with the remaining dwellings providing at least one park, while providing appropriate off-street parking for short term and overnight visitors to developments of 10 or more dwellings.
	Maximum car	1 per dwelling, and 1 per employee (max on site)  Provides 1 car park per guest group and allows developers to continue to provide parking for all employees in Low PTAL areas.	1.5 per 1 bedroom dwelling, and 3 per 2+ bedroom dwelling, and 1 visitor space per 5 dwellings.  Provides very light-touch limits on off-street residential car ownership in Low PTAL areas. Limits visitor spaces of 1 per 5 dwellings to encourage alternative modes of transport.
<b>Medium</b>	Minimum car	N/A  Minimums have usually not been provided in Medium PTAL areas.	N/A  Minimums have usually not been provided in Medium PTAL areas.
	Maximum car	1 per 2 dwellings, and 1 per 2 employees (max on site)  Provides a maximum of 1 car park per two dwellings assuming 50% of guests will not require cars, and limits employee parking to 50%.	1 per 1 bedroom dwelling 2 per 2+ bedroom dwelling 1 visitor space per 10 dwellings.  Provides light-touch limits on off-street residential car ownership in Medium PTAL areas. Limits visitor spaces to a maximum of 1 per 10 dwellings to encourage alternative modes of transport.
<b>High</b>	Minimum car	N/A  Car parking minimums have not been provided in High PTAL areas.	N/A  Car parking minimums have not been provided in High PTAL areas.
	Maximum car	1 per 5 dwellings, and 1 per 5 employees (max on site)  Provides a maximum of 1 car park per 5 dwellings assuming 80% of guests will not require cars, and limits employee parking to 20%.	1 per 1 bedroom dwelling, and 2 per 2+ bedroom dwelling, and 1 visitor space per 10 dwellings.  Provides light-touch limits on off-street residential car ownership in High PTAL areas. Limits visitor spaces to a maximum of 1 per 10 dwellings to encourage alternative modes of transport.



Table 7: Group 5 Car parking rates

PTAL level	Minimum/Maximum	Swimming pool/Gym, Cinema based entertainment facility, Place of assembly (other) and Restricted recreation facility
<b>Poor</b>	Minimum car	1 per employee (max on site), and 1 per 3 maximum visitors  Provides car parking for all employees. Assumes three visitors per car due to high propensity for children, families and elderly to attend.
	Maximum car	N/A  No maximums have been provided in Poor PTAL areas.
<b>Low</b>	Minimum car	1 per 2 employees (max on site), and 1 per 4 maximum visitors  Provides car parking for 50% of employees. Assumes 25% of visitors require car parks due to high propensity for children, families and elderly to attend.
	Maximum car	1 per employee (max on site), and 1 per 2 maximum visitors  Allows developers to provide car parking for all employees. Allows for up to 50% of visitors to drive, with the remainder being passengers or using other modes of transport.
<b>Medium</b>	Minimum car	N/A  Minimums have usually not been provided in Medium PTAL areas.
	Maximum car	1 per 2 employees (max on site), and 1 per 3 maximum visitors  Prohibits the oversupply of car parking in areas with multiple public transport options by providing for a maximum of 50% of employees and a third of visitors.
<b>High</b>	Minimum car	N/A  Car parking minimums have not been provided in High PTAL areas.
	Maximum car	1 per 4 employees (max on site), and 1 per 5 visitors  Prohibits the oversupply of car parking in areas with multiple public transport options by providing for a maximum of 25% of employees and 20% of visitors.

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Table 8: Group 6 Car parking rates

PTAL level	Minimum/Maximum	Warehouses (other), Office (other), Industry (other) and Research and development centre
<b>Poor</b>	Minimum car	1 per employee (max on site) Provides car parking for all employees.
	Maximum car	N/A No maximums have been provided in Poor PTAL areas.
<b>Low</b>	Minimum car	1 per 8 employees (max on site) Provides car parking for 12.5% of employees. Assumes remaining employees are capable of using other parking options, public transport and active transport.
	Maximum car	1 per employee (max on site) Allows developers to provide car parking to all employees.
<b>Medium</b>	Minimum car	N/A Minimums have usually not been provided in Medium PTAL areas.
	Maximum car	1 per 4 employees Prohibits the oversupply of car parking in areas with multiple public transport options by providing for a maximum of 25% of employees as this is a regular place of work where active and public transport should be encouraged.
<b>High</b>	Minimum car	N/A Car parking minimums have not been provided in High PTAL areas.
	Maximum car	1 per 8 employees Prohibits the oversupply of car parking in areas with multiple public transport options by providing for a maximum of 12.5% of employees as this is a regular place of work where active and public transport should be encouraged.

Table 9: Group 7 Car parking rates

PTAL level	Minimum/Maximum	Education centre (other)
<b>Poor</b>	Minimum car	1 per employee (max on site), and 1 per student (max on campus)  Provides car parking for all employees and students.
	Maximum car	N/A  No maximums have been provided in Poor PTAL areas.
<b>Low</b>	Minimum car	1 per 8 employees (max on site), and 1 per 8 students (max on campus)  Provides car parking for 12.5% of employees and students. Assumes remaining employees and students are capable of using other parking options, public transport and active transport.
	Maximum car	1 per employee (max on site), and 1 per student (max on campus)  Allows developers to provide car parking to all employees and students.
<b>Medium</b>	Minimum car	N/A  Minimums have usually not been provided in Medium PTAL areas.
	Maximum car	1 per 4 employees (max on site), and 1 per 4 students (max on campus)  Prohibits the oversupply of car parking in areas with multiple public transport options by providing for a maximum of 25% of employees and students as this is a regular place of work and education where active and public transport should be encouraged.
<b>High</b>	Minimum car	N/A  Car parking minimums have not been provided in High PTAL areas.
	Maximum car	1 per 8 employees (max on site), and 1 per 8 students (max on campus)  Prohibits the oversupply of car parking in areas with multiple public transport options by providing for a maximum of 12.5% of employees and students as this is a regular place of work and education where active and public transport should be encouraged.



## Proposal 4 - Bicycle parking and end of trip facilities

### Proposed changes

- Increase minimum rates for bicycle parking and EoT facilities.
- Introduce new design standards for bicycle parking and EoT facilities.

Cycling has become more popular over the past two decades. More than one million Victorians ride a bike each week and four in 10 Victorians say they would be interested in cycling more often to local services if the infrastructure was in place and the cycling experience was more desirable and appealing.

Increasing the minimum bicycle parking rate and adopting new design standards for bicycle parking and EoT facilities is necessary to increase the uptake of cycling as an active and sustainable mode of transport. Changes to bicycle parking and EoT facilities will also help to achieve the strategic goals of 20-minute neighbourhoods and net zero greenhouse gas emissions by 2050.

### New bicycle parking rates and EoT facilities requirements

It is proposed to increase minimum rates for bicycle parking and adopt new design standards for EoT facilities based on the proposed land use and aligned with each PTAL.

The proposed rates (specified as a ratio), along with a rationale (specified as a percentage) for each proposed rate, is set out in tables 10 to 16. All bicycle parking spaces are required to be provided as secure bicycle parking spaces. The basis for the proposed bicycle parking and EoT facilities rates is a continuation of the existing minimum rates approach. The new bicycle parking rates are based on the land use and the PTAL.

The proposed rates draw upon baseline bicycle mode shares for different urban contexts set out by Austroads in Research Report AP-R528-16 Bicycle Parking Facilities: Updating the Austroads Guide to Traffic Management (2016) (AP-R528).

The proposed bicycle parking rates generally reflect the rates in AP-R528 revised to match the comparable PTAL, as this is the framework that has been adopted for the proposed car parking rates to create consistency for how the planning scheme could apply the car and bicycle parking requirements. Some adjustments have been made to reflect specific land uses within a PTAL column. The proposed EoT facilities rates reflect an increase to those in AP-R528.

The location-based targets of bicycle parking set out in AP-R528 are:

- Central City/Metropolitan Activity Centres – 30 per cent bicycle mode split target reflecting the high propensity for these urban environments to attract bicycle use, as they are major trip attractors and employment generators.
- Major Activity Centres – 20 per cent bicycle mode split target reflecting the moderate propensity for these urban environments to attract bicycle use, especially for local and short trips.
- Other urban areas – 10 per cent bicycle mode split target reflecting a reasonable starting point for general urban environments.

The EoT facilities rates recommended in AP-R528 are:

- One shower for the first five bicycle spaces or part thereof, plus an additional shower for each 10 bicycle parking spaces thereafter.
- One change room or direct access to a communal change room per shower.
- The proposed EoT facilities rates are set out in table 17.



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**Proposed new design standards for bicycle parking**

New design standards for bicycle parking will be implemented in the VPP:

- **Bicycle parking to be conveniently located to allow quick, easy access to and from destinations, bicycle routes and complementary facilities**

Conveniently located and clearly signed bicycle parking, particularly in areas with good existing active transport infrastructure, are required to enable and promote a higher cycling mode share.

- **Visitor bicycle parking to be at ground level, either inside buildings or on site, within 30 metres of the main entrance and clearly signed**

Visitor bicycle parking spaces that serve the building and site visitors by being accessible at-grade inside the building, within the site, or within 30 metres of the main entrance, are required to promote cycling as a mode of transport.

The inclusion of visitor bicycle parking located within 30 metres of the main entrance reflects the current Victorian provisions that require bicycle parking to be located within 30 metres of bicycle routes.

- **Long-stay bicycle parking to be provided at ground level or should be accessible via a ramp**

Long-stay bicycle parking located within a consolidated, secure location within the building with easy, at-grade access from storage to the street is required to ensure accessibility to a wide range of users.

- **All visitor parking and at least 50 per cent of long-stay bicycle parking to be horizontal and floor-mounted**

Horizontal bicycle parking prevents the need for lifting and increases accessibility for all cyclists and different bicycle models (e.g. cargo bicycles and electric models).

- **Bicycle parking to be clearly visible or clearly signed from main site entrances**

Bicycle parking that is clearly signed or visible from main site entrances will support a cyclist's decision-making process when choosing their mode of travel, particularly those navigating to unfamiliar destinations. Clear signage facilitates the findability of bicycle parking and ensures that bicycles are parked in appropriate locations.

This is particularly important at transport hubs and in inner-city areas to ensure that bicycle parking is sufficiently separated from vehicular parking areas.

- **At least 5 per cent of bicycle parking to allow users to park and lock electric bicycles and cargo bicycles**

Horizontal spaces with additional dimensions in all directions are required to enable larger models of bicycles such as electric and cargo bicycles to be parked and secured. This will ensure that bicycle parking facilities remain accessible and inclusive to a wide variety of cyclists.

- **Bicycle parking to be protected against theft, damage, and weather**

Double locking of a bicycle frame and at least one wheel should be achievable on all bicycle racks. Bicycle parking is required to be well lit, in a secure location, and either visible, under passive surveillance or monitored by security systems at all hours. Global best practice also indicates an industry standard to incorporate weather protection wherever possible.



## Benefits

There are number of benefits for proposed bicycle rates and EoT facilities:

- **Encourage sustainable modes of transport**

Cycling helps reduce greenhouse gas emissions as well as noise and pollution associated with cars.

- **Cost savings without private car ownership**

The cost of buying and maintaining a bike is considerably less than buying and maintaining a car. Bicycle parking is also usually more accessible and more convenient than car parking.

- **Promote health and wellbeing ([Clause 18.02](#))**

Cycling makes people physically active, which can improve wellbeing, mental health and reduce the risk of chronic disease.

- **Dedicated convenient, secure, off-street bicycle parking and EoT facilities**

Convenient and secure off street bicycle parking and EoT facilities makes bicycle riding more attractive.

- **Maximise public investment in bicycle infrastructure**

More people using bicycles as a mode of transport may increase public investment in bicycle infrastructure, which is usually more cost-effective than investing in car infrastructure.

### Tell us more

- Do you agree that PTAL should be used to determine bicycle parking rates and EoT facilities for land use groups?
- Do you agree with proposed minimum bicycle parking rates?
- Do you agree with adopting new design standards for bicycle parking and EoT?





### Proposed bicycle and end of trip facilities rates

Table 10: Group 1 Bicycle parking rates

PTAL level	Minimum bike	Hotel, Market, Shop, Supermarket, Convenience restaurant, Bar and Restaurant
<b>Poor</b>	Minimum bike	1 per 10 employees (max on site), and 1 per 10 maximum visitors  Providing capacity for 10% of employees and visitors to ride to work will help encourage active transport while recognising cars are still the dominant mode of transport in Poor PTAL areas.
<b>Low</b>	Minimum bike	1 per 5 employees (max on site) and 1 per 5 maximum visitors  Providing capacity for 20% of employees and 20% of visitors to ride to work will help encourage active transport while recognising cars are still the dominant mode of transport in Low PTAL areas.
<b>Medium</b>	Minimum bike	1 per 3 employees (max on site) and 1 per 3 maximum visitors.  Providing capacity for 33% of employees and 33% of visitors to ride will help encourage active transport in Medium PTAL areas.
<b>High</b>	Minimum bike	1 per 3 employees (max on site) and 1 per 3 maximum visitors.  Providing capacity for 33% of employees and 33% of visitors to ride will help encourage active transport in High PTAL areas.



Table 11: Group 2 Bicycle parking rates

PTAL level	Minimum bike	Childcare centre	Primary school and Secondary school
<b>Poor</b>	Minimum bike	1 per 10 employees (max on site) Employees should be encouraged to ride to work by providing secure bike parking.	1 per 10 employees (max on site) and 1 per 10 students. Employees should be encouraged to ride to work by providing secure bike parking. Providing capacity for 10% of students to ride to school will assist in promoting active transport.
<b>Low</b>	Minimum bike	1 per 5 employees (max on site) Education centres should encourage active transport for employees by providing secure bike parking for 20% of employees.	1 per 5 employees (max on site) and 1 per 5 students. Education centres should encourage active transport for employees by providing secure bike parking for 20% of employees 20% of students.
<b>Medium</b>	Minimum bike	1 per 3 employee (max on site) and 1 per 3 students Education facilities should actively encourage active transport by providing secure bike parking for 33% of employees and 33% of students.	1 per 3 employee (max on site) and 1 per 3 students Education facilities should actively encourage active transport by providing secure bike parking for 33% of employees and 33% of students
<b>High</b>	Minimum bike	1 per 3 employees (max on site) Education facilities should actively encourage active transport by providing secure bike parking for 33% of employees.	1 per 3 employees (max on site), and 1 per 3 students Education facilities should actively encourage active transport by providing secure bike parking for 33% of employees and 33% of students



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Table 12: Group 3 Bicycle parking rates

PTAL level	Minimum bike	Trade supplies	Medical centre	Veterinary centre	Appointment based services	Residential aged care facility
<b>Poor</b>	Minimum bike	1 per 10 maximum visitors  Due to the nature of trade supplies stores, it is expected that bike use will be lower than other uses in Poor PTAL areas. Some visitors will still require bicycle parking, particularly for cargo bikes.	1 per 5 appointment rooms  Medical centres in Poor PTAL areas should provide a range of parking options to improve accessibility. Allows for approximately 25% of visitors to use bicycles.	1 per 5 appointment rooms  Assumes a low bike mode share due to animals being brought to veterinary centres.	1 per 10 employees (max on site)  Assumes a low bike mode share due to the nature of the land use.	1 per 10 employees (max on site), and 1 visitor bike park per 10 dwellings  Employees should be encouraged to ride to work by providing 10% secure bike parking. Providing capacity for 10% of visitors to ride to aged and retirement care will assist in promoting active transport.
<b>Low</b>	Minimum bike	1 per 5 maximum visitors  Due to the nature of trade supplies stores, it is expected that bike use will be lower than other uses in Low PTAL areas. Some visitors will still require bicycle parking, particularly for cargo bikes.	1 per 2 appointment rooms  Medical centres should provide a range of parking options to improve accessibility. Allows for approximately 20% of visitors to use bicycles.	1 per 2 appointment rooms  While veterinary centres' primary services usually require visitors to transport animals, some visitors will be able to ride with their animals or may be visiting to purchase goods or seek advice without bringing animals. Allows for approximately 20% of users to use bicycles.	1 per 2 appointment rooms  Appointment based services should provide a range of parking options to improve accessibility. Allows for approximately 20% of visitors to use bicycles	1 per 5 employees (max on site), and 1 visitor bike park per 5 dwellings  Employees should be encouraged to ride to work by providing 20% secure bike parking. Providing capacity for 20% of visitors to ride to aged and retirement care will assist in promoting active transport.

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PTAL level	Minimum bike	Trade supplies	Medical centre	Veterinary centre	Appointment based services	Residential aged care facility
<b>Medium</b>	Minimum bike	1 per 3 employees (max on site), and 1 per 5 maximum visitors  Due to the nature of trade supplies stores, it is expected that bike use will be lower than other uses in Low PTAL areas. Some visitors will still require bicycle parking, particularly for cargo bikes.	1 per 2 appointment rooms  Medical centres should provide a range of parking options to improve accessibility. Allows for approximately 20% of visitors to use bicycles.	1 per 2 appointment rooms  While veterinary centres' primary services usually require visitors to transport animals, some visitors will be able to ride with their animals or may be visiting to purchase goods or seek advice without bringing animals. Allows for approximately 20% of users to use bicycles.	1 per 2 appointment rooms  Appointment based services should provide a range of parking options to improve accessibility. Allows for approximately 20% of visitors to use bicycles.	1 per 3 employees (max on site), and 1 visitor bike park per 3 dwellings  Employees should be encouraged to ride to work by providing 33% secure bike parking. Providing capacity for 33% of visitors to ride to aged and retirement care will assist in promoting active transport.
<b>High</b>	Minimum bike	1 per 3 employees (max on site), and 1 per 5 maximum visitors  Due to the nature of trade supplies stores, it is expected that bike use will be lower than other uses in Low PTAL areas. Some visitors will still require bicycle parking, particularly for cargo bikes.	1 per 2 appointment rooms  Medical centres should provide a range of parking options to improve accessibility. Allows for approximately 20% of visitors to use bicycles.	1 per 2 appointment rooms  While veterinary centres' primary services usually require visitors to transport animals, some visitors will be able to ride with their animals or may be visiting to purchase goods or seek advice without bringing animals. Allows for approximately 20% of users to use bicycles.	1 per 2 appointment rooms  Appointment based services should provide a range of parking options to improve accessibility. Allows for approximately 20% of visitors to use bicycles.	1 per 3 employees (max on site), and 1 visitor bike park per 3 dwellings  Employees should be encouraged to ride to work by providing 33% secure bike parking. Providing capacity for 33% of visitors to ride to aged and retirement care will assist in promoting active transport.

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Table 13: Group 4 Bicycle parking rates

PTAL level	Minimum bike	Residential hotel	Dwelling
<b>Poor</b>	Minimum bike	1 per 10 employees (max on site)  Employees should be encouraged to ride to work by providing secure bike parking for 10% of employees.	1 per 1 bedroom dwelling, and 2 per 2+ bedroom dwelling, and 1 visitor bike park per 5 dwellings in an apartment development.  Secure bike parking should be included for all residents of apartment developments. It is expected that other dwellings will be able to provide secure bike parking within the dwelling.
<b>Low</b>	Minimum bike	1 per 5 employees  Employees should be encouraged to ride to work by providing secure bike parking for 20% of employees.	1 per 1 bedroom dwelling, and 2 per 2+ bedroom dwelling, and 1 visitor bike park per 5 dwellings in an apartment development.  Secure bike parking should be included for all residents of apartment developments. It is expected that other dwellings will be able to provide secure bike parking within the dwelling. Providing visitor bike parking for 33% of dwellings in apartment development will encourage active transport for visitors.
<b>Medium</b>	Minimum bike	1 per 3 employees  Employees should be encouraged to ride to work by providing secure bike parking for 33% of employees.	1 per 1 bedroom dwelling, and 2 per 2+ bedroom dwelling, and 1 visitor bike park per 2 dwellings in an apartment development.  Secure bike parking should be included for all residents of apartment developments. It is expected that other dwellings will be able to provide secure bike parking within the dwelling. Providing visitor bike parking for 33% of dwellings in apartment developments will encourage active transport for visitors.
<b>High</b>	Minimum bike	1 per 3 employees  Employees should be encouraged to ride to work by providing secure bike parking for 33% of employees.	1 per 1 bedroom dwelling, and 2 per 2+ bedroom dwelling, and 1 visitor bike park per 2 dwellings in an apartment development.  Secure bike parking should be included for all residents of apartment developments. It is expected that other dwellings will be able to provide secure bike parking within the dwelling. Providing visitor bike parking for 33% of dwellings in apartment developments will encourage active transport for visitors.

Table 14: Group 5 Bicycle parking rates

PTAL level	Minimum bike	Funeral Parlour	Swimming pool/Gym, Cinema based entertainment facility, Place of assembly (other) and Restricted recreation facility
<b>Poor</b>	Minimum bike	1 per 10 employees (max on site)  Providing capacity for 10% of employees to ride will help encourage active transport while recognising cars are still the dominant mode of transport in Poor PTAL areas.	1 per 10 employees (max on site), and 1 per 10 maximum visitors  Providing capacity for 10% of employees and visitors to ride will help encourage active transport while recognising cars are still the dominant mode of transport in Poor PTAL areas.
<b>Low</b>	Minimum bike	1 per 5 employees (max on site)  Employees should be encouraged to ride to work by providing 20% secure bike parking.	1 per 5 employees (max on site), and 1 per 5 maximum visitors  Employees and visitors should be encouraged to ride to recreation facilities by providing 20% secure bike parking.
<b>Medium</b>	Minimum bike	1 per 3 employees  Employees should be encouraged to ride to work by providing secure bike parking for 33% of employees.	1 per 3 employees (max on site), and 1 per 3 maximum visitors  Providing capacity for 33% of employees and 33% of visitors to ride will help encourage active transport in Medium PTAL areas.
<b>High</b>	Minimum bike	1 per 3 employees  Employees should be encouraged to ride to work by providing secure bike parking for 33% of employees.	1 per 3 employees (max on site), and 1 per 3 maximum visitors  Providing capacity for 33% of employees and 33% of visitors to ride will help encourage active transport in High PTAL areas.

Table 15: Group 6 Bicycle parking rates

PTAL level	Minimum bike	Warehouses (other), Office (other), Industry (other) and Research and development centre
<b>Poor</b>	Minimum bike	1 per 10 employees (max on site)  Providing capacity for 10% of employees to ride will help encourage active transport while recognising cars are still the dominant mode of transport in Poor PTAL areas. This land use is a place of regular employment and so should provide higher than average bike parking.
<b>Low</b>	Minimum bike	1 per 5 employees  Employees should be encouraged to ride to work by providing 20% secure bike parking in Low PTAL areas.
<b>Medium</b>	Minimum bike	1 per 3 employees  Employees should be encouraged to ride to work by providing secure bike parking for 33% of employees.
<b>High</b>	Minimum bike	1 per 3 employees  Employees should be encouraged to ride to work by providing secure bike parking for 33% of employees.

## Department of Transport and Planning

Table 16: Group 7 Bicycle parking rates

PTAL level	Minimum bike	Education centre (other)
<b>Poor</b>	Minimum bike	1 per 10 employees (max on site), and 1 per 10 students (max on campus)  Education centres regularly encourage active modes of transport for adult students and secure bike parking should be provided for 10% of employees and students on campus.
<b>Low</b>	Minimum bike	1 per 5 employees (max on site), and 1 per 5 students  Employees and students should be encouraged to ride to work by providing 20% secure bike parking in Low PTAL areas.
<b>Medium</b>	Minimum bike	1 per 3 employees (max on site), and 1 per 3 students  Education facilities should actively encourage active transport by providing secure bike parking for 33% of employees and students, with the remainder using alternative modes of transport.
<b>High</b>	Minimum bike	1 per 3 employees (max on site), and 1 per 3 students  Education facilities should actively encourage active transport by providing secure bike parking for 33% of employees and students, with the remainder using alternative modes of transport.

Table 17: End of trip facilities rates

Land use group	Land uses	End of trip facilities rates
<b>Group 1</b>	Hotel, Market, Shop, Supermarket, Convenience restaurant, Bar and Restaurant	1 locker per bike park, and 1 shower facility per 5 employee bike parks
<b>Group 2</b>	Childcare centre, Primary school and Secondary school	1 locker per bike park, and 1 shower facility per 5 employee bike parks
<b>Group 3</b>	Trade supplies, Medical centre, Veterinary centre, Appointment based services, Residential aged care facility	1 locker per bike park, and 1 shower facility per 5 employee bike parks
<b>Group 4</b>	Residential hotel and Dwelling	N/A
<b>Group 5</b>	Funeral Parlour, Swimming pool/Gym, Cinema based entertainment facility, Place of assembly (other) and Restricted recreation facility	1 locker per bike park, and 1 shower facility per 5 employee bike parks
<b>Group 6</b>	Warehouses (other), Office (other), Industry (other) and Research and development centre	1 locker per bike park, and 1 shower facility per 5 employee bike parks
<b>Group 7</b>	Education centre (other)	1 locker per bike park, and 1 shower facility per 5 employee bike parks

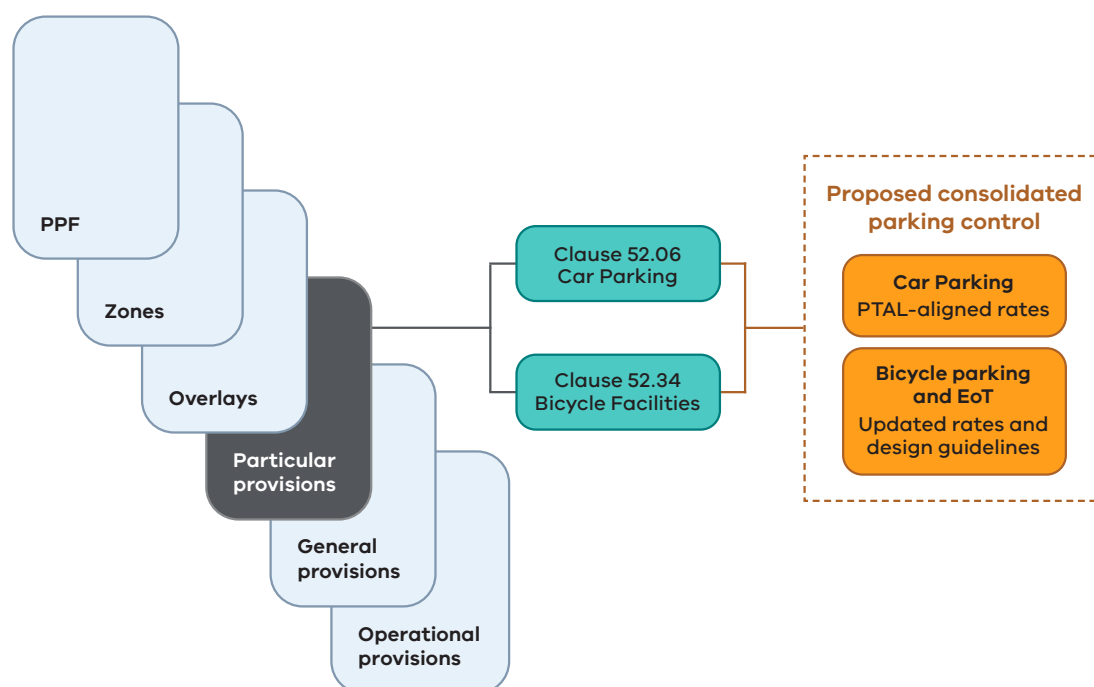
## Proposal 5 – a consolidated parking and EoT facilities provision in the VPP

### Proposed changes

- Consolidated planning provision for cars, bicycles and EoT facilities that replaces Clause 52.06 (Car parking) and Clause 52.34 (Bicycle facilities).

Car and bicycle parking are currently separated across two provisions in the VPP: Clause 52.06 (Car parking) and Clause 52.34 (Bicycle facilities).

**Figure 2: Proposed consolidated planning provisions**



It is proposed to consolidate car and bicycle parking requirements into one planning provision in the VPP.

**Department of Transport and Planning****Planning applications to waive or increase car parking requirements**

Under a new car parking provision, a planning permit will only be required to provide:

- less than the minimum rate, or
- more than the maximum rate set out in the proposed parking rates, or
- some or all of the parking on another site.

The proposed parking provision will allow an application to provide less parking than what is required by minimum rates set out in the proposed parking rates to be approved if the council is satisfied after considering following decision guidelines:

- The car parking proposed is adequate.
- Existing or planned public transport accessibility would allow convenient access to the site, including for people with disabilities.
- Disabled parking is provided either on the land or at an appropriate alternative location.
- Bicycle parking and EoT facilities are provided in sufficient quantity and quality to encourage active transport access to the site.

An application to exceed the maximum parking rates set out in proposed parking rates could be approved if the council is satisfied after considering following decision guidelines:

The car parking proposed is required, reflecting the specific circumstances of the site, including PTAL accessibility and the nature of the particular land use.

- Additional car parking is required for disability parking.
- Car parking is being provided on the land for precinct parking to service nearby land uses.

**Design of car parking spaces**

Existing car parking design standards relating to the dimension and access of spaces set out in Clause 52.06 will continue to apply.

**Tell us more**

- What do you think about consolidating parking requirements within a single, streamlined statutory control for cars, bicycles and EoT facilities?





## Have your say

DTP is inviting your feedback on the proposals in this paper. Your feedback will contribute towards better planning and policy outcomes.

Submissions should be emailed to [planning.systems@delwp.vic.gov.au](mailto:planning.systems@delwp.vic.gov.au)

Your submission should clearly explain your, or your organisation's, position on a particular matter and describe any proposed changes, attaching supporting evidence if that would validate or assist in understanding your position.

Your organisation's submission may be made public.

## Next steps

DTP will consider all submissions received and will then brief the Minister for Planning on recommendations for implementation.

[planning.vic.gov.au](https://planning.vic.gov.au)



17 November 2023

Jim Papadimitriou  
Acting Director  
Planning Systems Reform  
Department of Transport & Planning

By email: [planning.systems@delwp.vic.gov.au](mailto:planning.systems@delwp.vic.gov.au)

**Re: Modernising car and bicycle parking requirements in Victoria**

Dear Mr Papadimitriou,

Thank you for the opportunity to respond the above discussion paper, released to Council for comment on Monday 9 October 2023.

Council has reviewed the discussion paper and provide the following response below.

The implications of the reforms outlined in this discussion paper are wide-ranging. While Council appreciates the opportunity to review and provide feedback, it is considered that further time should have been allowed given councils are already stretched reviewing and responding to the Victorian Housing Statement and the range of other recent VC amendments.

The Department has suggested five proposals for changes to Clause 52.06 and Clause 52.34 and has sought feedback for specific questions and themes. Officer discussion and recommendations for each of these proposals follow.

**Proposal 1 - Public transport accessibility level (PTAL)**

The Council response to key issues and questions is outlined in the table below.

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Proposal 1 - Key Questions & Issues	Council Response
<p>Q1 Do you think PTAL is an appropriate way to apply car parking requirements?</p> <p>Q2 What do you think about the methodology used to define the suggested PTAL for Melbourne?</p>	<p>The PTAL mapping concept is considered to have some merit, however due to the lack of information there is concern that the approach will be too 'broad brush' and not appropriately reflect the different levels of accessibility within a municipality like Boroondara. It is recommended that:</p> <ul style="list-style-type: none"> <li>• local Council's have the opportunity to shape the maps to reflect local characteristics;</li> <li>• the mapping consider the accessibility benefits of activity centres, as much as public transport;</li> <li>• the PTAL boundaries be based on roads and property boundaries rather than grid maps that have been used elsewhere; and</li> <li>• further consultation be undertaken with councils in future.</li> </ul>
<p>Q3 Do you agree with removing minimum car parking rates in areas with a medium or high PTAL?</p>	<p>Reductions in car parking requirements may be appropriate in highly accessible locations, however give the limited information available, only the following broad feedback can be offered at this stage:</p> <ul style="list-style-type: none"> <li>• In highly accessible locations, close to public transport and major activity centres, the removal of minimum car parking requirements and the introduction of maximum requirements has merit from an urban planning and transport planning perspectives. The appropriate level of these maximum requirements cannot be determined without further information.</li> <li>• There should be a mechanism for Councils to collect a feasible car parking infrastructure charge from developments that provide low levels of parking. This would enable Councils to fund more efficient public parking where necessary.</li> <li>• In locations with medium levels of accessibility, the removal of minimum car parking requirements and the introduction of maximum requirements is not supported, however a lower minimum level may be considered appropriate to offer improved housing choice, depending on the proposed location mapping and parking rates.</li> <li>• More information and consultation is needed so Councils can review the implications of the proposed changes. Councils should be allowed to customise the proposed parking rates and PTAL mapping to reflect local characteristics and councils should be given time</li> </ul>



	to review and make changes to public parking policies where appropriate.
Do you agree that the Parking Overlay should remain in the planning scheme?	The replacement of the Parking Overlay with the PTAL mapping system will have certain benefits as outlined in the discussion paper, however it cannot be supported until further information and clarity is provided, and the concerns raised by councils have been adequately addressed.
What do you think about digital implementation of recommended rates through VicPlan?	If the PTAL system is implemented and concerns raised by councils are addressed, then digital implementation through VicPlan is considered appropriate.

### Proposal 2 - New land use groups

The Council response to key issues and questions is outlined in the table below.

Proposal 2 - Key Questions & Issues	Council Response
Replace outdated land use terms with new land use terms and group land use terms based on trip generation characteristics	<p>The update to the land uses is generally supported as it will tidy up the Planning Scheme. However, the changes should align with Clause 73.03 (Land Use Terms) to ensure the uses are consistent with the remainder of the Planning Scheme.</p> <p>Furthermore, the grouping of land use terms require reviewing. The groups and tables presented have inconsistencies which need to be addressed and further developed. On balance, while the update to the land uses is supported, the grouping should be carefully considered to ensure ease of assessment for planners and the community.</p>

### Proposal 3 - Updated car parking rates

The Council response to key issues and questions is outlined in the table below.

Proposal 3 - Key Issues & Questions	Council Response
Implement car parking rates aligned with public transport accessibility level (PTAL)	It is considered premature to seek feedback on the detail of parking rates for PTAL levels that are not mapped or well defined. Council does not support the proposed parking rates until the issues raised above regarding Proposals 1 & 2 have been adequately addressed.



#### **Proposal 4 - Bicycle parking and end of trip facilities**

The Council response to key issues and questions is outlined in the table below.

<b>Proposal 4 - Key Issues &amp; Questions</b>	<b>Council Response</b>
Do you agree that PTAL should be used to determine bicycle parking rates and EoT facilities for land use groups?	The PTAL mapping mechanism needs work and is not an appropriate base for active transport policies. As per previous advice, the mapping mechanism needs to consider direct access to activity centres by walking and cycling. This should include consideration of strategic bike routes and bike infrastructure.
Do you agree with proposed minimum bicycle parking rates?	Council generally supports the increase in bicycle parking requirement.
Do you agree with adopting new design standards for bicycle parking and EoT?	Council generally agrees that new design standards are appropriate.

#### **Proposal 5 - Consolidated parking and EoT facilities provisions in the VPP**

The Council response to key issues and questions is outlined in the table below.

<b>Proposal 5 - Key Issues &amp; Questions</b>	<b>Council Response</b>
What do you think about consolidating parking requirements within a single, streamlined statutory control for cars, bicycles and EoT facilities?	The combining of the bicycle and car parking provisions is generally supported as it will make the Planning Scheme easier to read, use and assess for all stakeholders.

#### **Conclusion**

Thank you again for the opportunity to provide feedback on the discussion paper.



BOROONDARA

Boroondara Council considers that the discussion paper raises parking concepts that have merit and should be considered further, however the feedback above identifies where there should further changes, information and consultation.

We look forward to an ongoing relationship of collaboration with the Department to improve Car and Bicycle Parking Requirements for all Victorians.

To discuss further, please contact me by telephone on 9278 4888 or email [david.cowan@boroondara.vic.gov.au](mailto:david.cowan@boroondara.vic.gov.au).

Yours sincerely

Scott Walker  
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**Boroondara City Council**