

Collingwood Arts Precinct
Traffic Engineering Report
Planning Scheme Amendment

Client // Creative Victoria
Office // VIC
Reference // V116280
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Table of Contents

1. Introduction	1
1.1 Background & Proposal	1
1.2 Purpose of this Report	1
1.3 References	1
2. Existing Conditions	2
2.1 Subject Site	2
2.2 Road Network	3
2.3 Sustainable Transport	4
2.4 Car Share	5
2.5 Mode Share in City of Yarra	6
3. Proposed Amendment	8
3.1 Special Use Zone	8
3.2 Parking Overlay	8
4. Strategic Justification for the Parking Overlay	9
4.1 General	9
5. Conclusion	12

Appendices

A: Draft Parking Overlay

Figures

Figure 2.1:	Subject Site and its Environs	2
Figure 2.2:	Land Zoning Map	3
Figure 2.3:	Public Transport Provision	4
Figure 2.4:	VicRoads Principal Bicycle Network and Bicycle Priority Routes	5
Figure 2.5:	Existing Car Share Locations	6
Figure 2.6:	Existing Modes of Travel to Work in the City of Yarra	6
Figure 2.7:	Existing Modes of Travel to Work from Greater Melbourne	7

1. Introduction

1.1 Background & Proposal

A Planning Scheme Amendment is being sought to the Collingwood Arts Precinct (CAP) site located at 35 Johnston Street and 241 Wellington Street in Collingwood. Specifically, the site is proposed to be rezoned from a Mixed Use Zone (MUZ) to a Special Use Zone (SUZ).

The SUZ is proposed as a mechanism to guide the future development and revitalisation of the CAP. Further to the proposed rezoning, a Parking Overlay is being sought to exempt the need for a permit to reduce (including reduce to zero) the parking requirement under Clause 52.06 of the planning scheme for those uses listed in Section 1 (permit not required) in the Schedule to the Special Uses Zone.

GTA Consultants was commissioned by Creative Victoria (Department of Economic Development, Jobs, Transport and Resources) to undertake a traffic engineering assessment of the proposed Planning Scheme Amendment.

1.2 Purpose of this Report

The report outlines the development of the proposed car parking overlay, including particular consideration of:

- i the intended use of the CAP site, guided by the concept plan
- ii the adequacy of the proposed pedestrian, bicycle and public transport access arrangements to the site
- iii the adequacy of the sustainable travel facilities and services provided for the site
- iv the inability to provide car parking on the site without significant detriment to existing buildings
- v the appropriateness of the proposed Schedule to the Parking Overlay for the Precinct.

1.3 References

In preparing this report, reference has been made to the following:

- Concept plans for the proposed development prepared by Fieldwork
- Yarra Planning Scheme
- City of Yarra Bicycle Strategy 2010 – 2015
- City of Yarra Bike Strategy – 2016 Refresh
- Australian Standard / New Zealand Standard, Parking Facilities (AS2890)
- an inspection of the site and its surrounds
- other documents as nominated.

2. Existing Conditions

2.1 Subject Site

The site located at 35 Johnston Street and 241 Wellington Street in Collingwood is bound by Johnston Street to the north and Perry Street to the south. The site was formerly the home of the Collingwood Technical College and is currently managed by Creative Victoria which is part of the Department of Economic Development, Jobs, Transport, and Resources (DEDJTR).

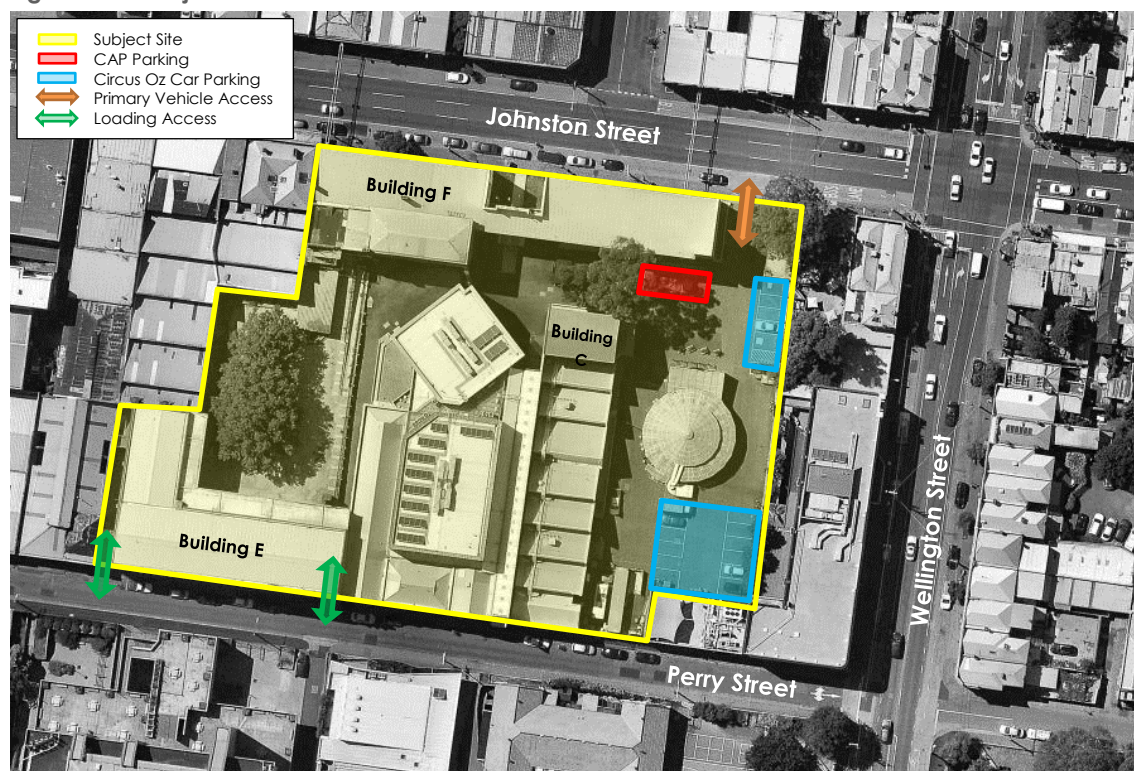
The eastern half of the site is currently occupied by Circus Oz while the remainder of the site with an existing floor area of approximately 4,800sqm is currently unoccupied.

Primary vehicle access to the site is provided via Johnston Street. Two vehicle crossovers to Perry Street also provide vehicle access to two roller doors, one located immediately west of Building E and one located at the eastern end of Building E.

Approximately seventeen (17) marked car parking and loading areas are located within the Circus Oz section of the site with vehicle access provided via the Johnston Street access. A total of 4 car parking spaces are located at the eastern end of Building F are associated with the remainder of the CAP site.

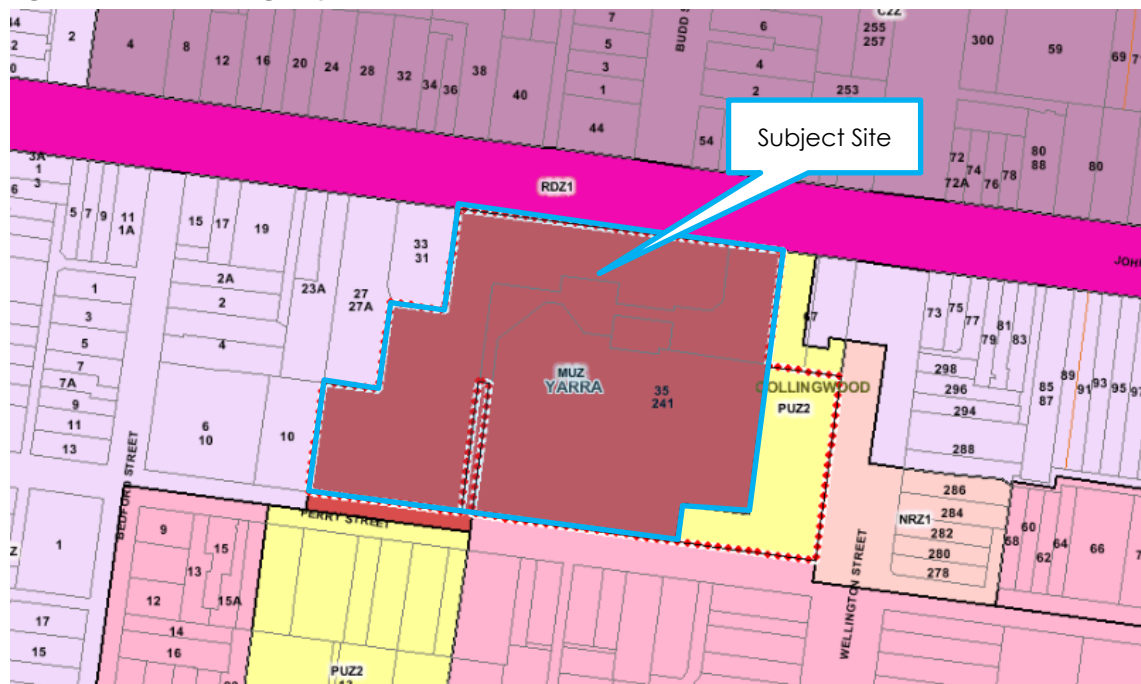
The subject site is shown in Figure 2.1, with the land zoning provided in Figure 2.2.

Figure 2.1: Subject Site and its Environs



(Reproduced with Permission from Nearmap)

Figure 2.2: Land Zoning Map



(Reproduced from Land Channel web site)

2.2 Road Network

2.2.1 Johnston Street

Johnston Street is a secondary arterial road (VicRoads controlled within a Road Zone Category 1) aligned in an east-west direction and configured with a five lane carriageway. The middle lane operates as a contraflow lane westbound in the AM peak period, eastbound in the PM peak period and also serves as a right turn lane at intersections along its length. The westbound and eastbound kerbside lanes operate as bus lanes during the AM and PM peak periods, respectively. Outside of Clearways, parking on Johnston Street is generally subject to two hour parking restrictions during business hours.

2.2.2 Perry Street

Perry Street is a local road which operates one-way eastbound between Smith Street and Wellington Street. Parallel parking is permitted on the north side of the carriageway and is generally subject to a four hour time restriction during business hours. An existing on-street loading zone is also located on the north side of Perry Street immediately west of the subject site while a 1/4P parking space is located adjacent to Building D.

2.3 Sustainable Transport

2.3.1 Public Transport

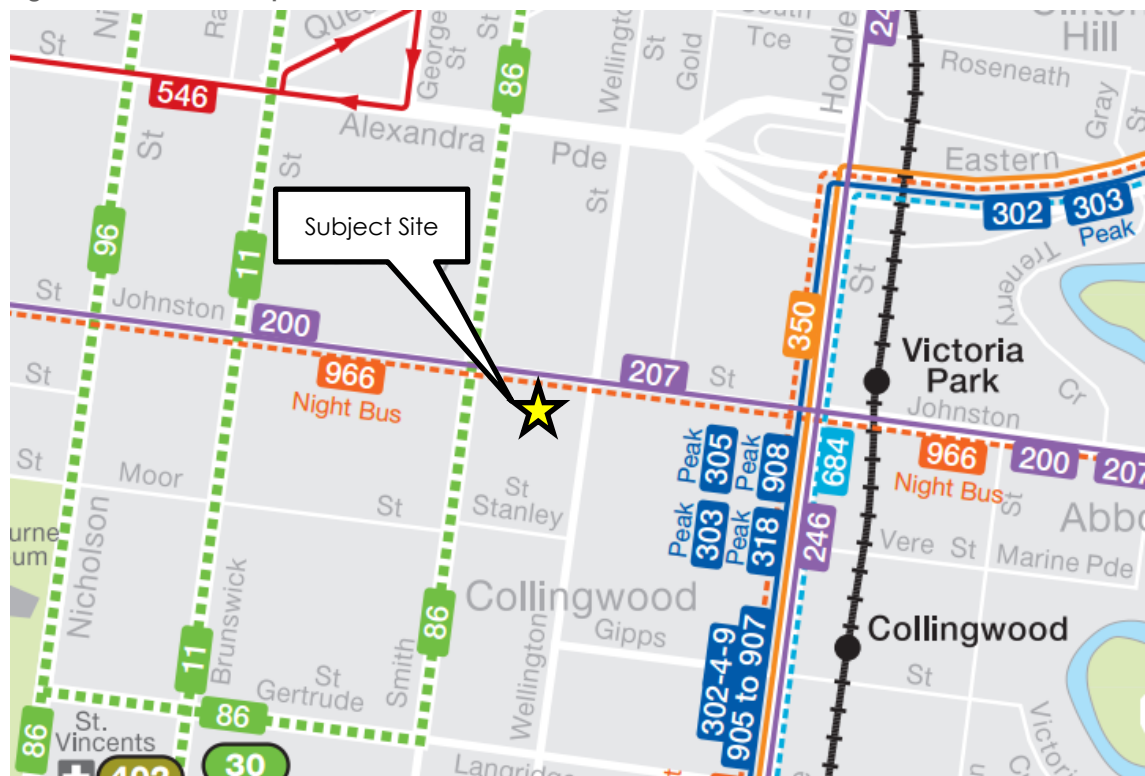
The site is well serviced by public transport with tram route 86 operating along Smith Street to the west and bus routes 200 and 207 operating along Johnston Street to the immediate north.

A significant number of bus routes also operate along Hoddle Street, within approximately 600m walking distance east of the site. Victoria Park railway station is also located within 700m walking distance of the site.

Tram route 86 (Bundoora RMIT – Waterfront City) operates along Smith Street within 200m walk of the site while tram route 11 (West Preston to Victoria Harbour) operates along Brunswick Street within 700m walking distance of the site.

Figure 2.3 summarises the existing public transport provision surrounding the subject site.

Figure 2.3: Public Transport Provision



2.3.2 Pedestrian Infrastructure

Pedestrian paths are located on both sides of the majority of roads in the surrounds whilst signalised pedestrian crossings are located at the Johnston Street/Wellington Street and Johnston Street/Smith Street intersections to the east and west respectively.

2.3.3 Cycle Infrastructure

The Principal Bicycle Network (PBN) is a network of on and off-road cycling corridors that have been identified to support cycling for transport and access major destinations in metropolitan Melbourne. The PBN was reviewed and updated in 2012 by VicRoads and all local Councils.

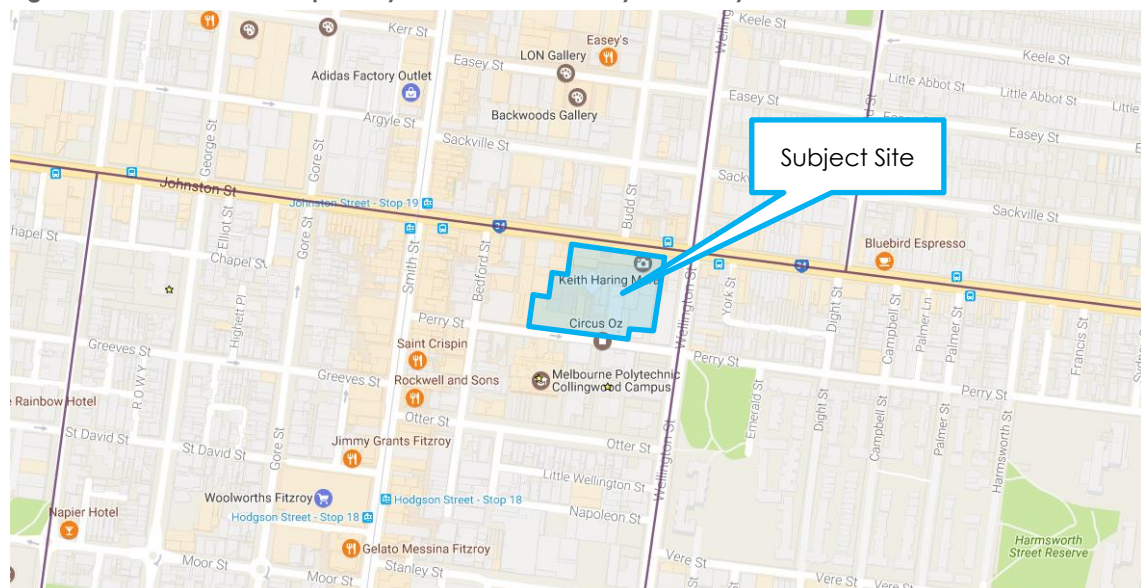
The PBN is also a 'bicycle infrastructure planning tool' to guide State investment in the planning and development of the future metropolitan Melbourne bicycle network. In this regard, a subset of the PBN has been identified and elevated to a higher level of priority, mainly on the basis of potential for separation from motorised traffic, making these routes more attractive to less experienced bike riders. These cycling corridors are referred to as Bicycle Priority Routes (BPRs) and form part of the modal priorities for the road network set out in the VicRoads SmartRoads framework. Strategic Cycle Corridors (SCC) form another subset of the PBN, and represent an initiative outlined in Plan Melbourne to support walking and cycling in Central Melbourne. SCCs are intended to be corridors designed to provide high quality bicycle infrastructure to, and around, major activity areas in metropolitan Melbourne. Plan Melbourne outlines a subset of the SCCs for the proposed expanded central city area.

It is noted that the type of bicycle facility (i.e. on or off-road and separated or shared) has not been indicated as part of the PBN and BPRs. Rather, the PBN and BPRs show the proposed cycling network. The associated facilities should be delivered in accordance with the relevant standards and guidelines, such as the Australian Standards, Austroads Guides and VicRoads' Cycle Notes.

Dedicated on-road bicycle lanes currently exist on Wellington Street to the immediate east of the site, providing north-south connections to nearby east-west dedicated bicycle priority routes.

The PBN and BPRs in the vicinity of the study area are shown in Figure 2.4.

Figure 2.4: VicRoads Principal Bicycle Network and Bicycle Priority Routes



Source (www.maps.vic.gov.au/TransMaps/)

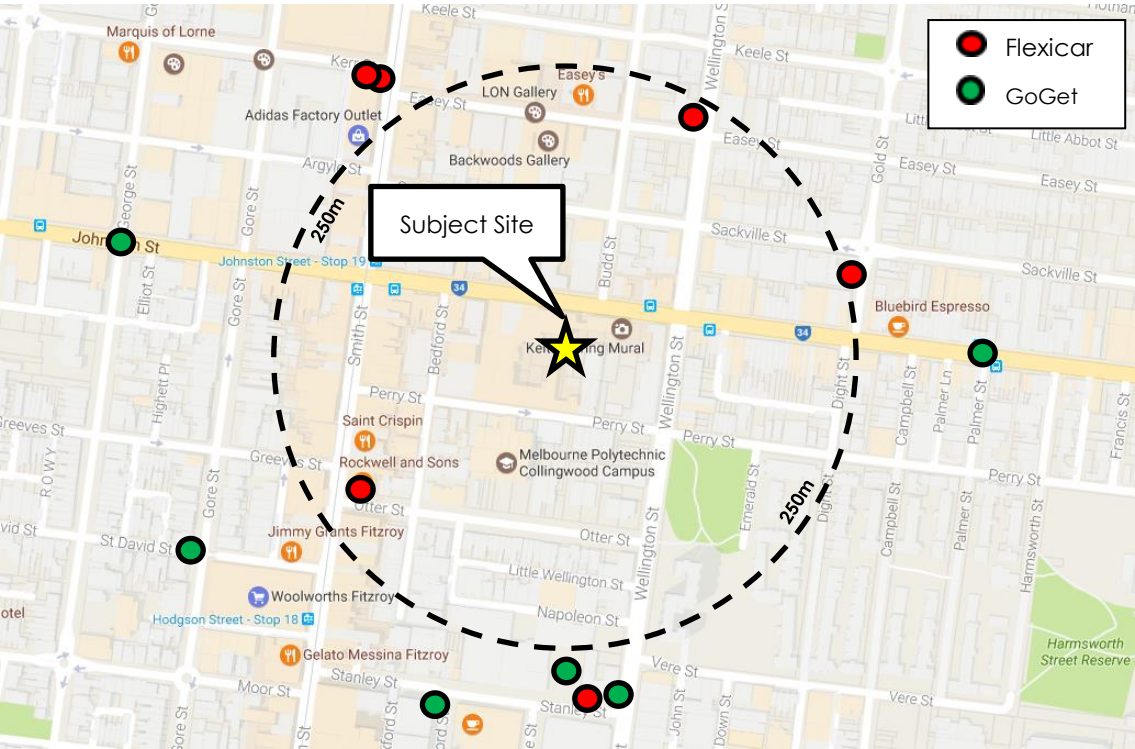
The City of Yarra 'Bicycle Strategy 2010 – 2015' and '2016 Refresh' outline further initiatives that are proposed within the municipality. Strategy 1.1a of the 2016 Refresh is the installation of a 'Copenhagen style' bike lane on Wellington Street between Gipps Street and Johnstone Street by removing one side of parking in the street.

2.4 Car Share

The site enjoys access to a number of nearby car sharing services including 3 pods located within 250m walking distance of the site. The share cars located in close proximity of the site are shown in Figure 2.5.

Car share usage is continuing to grow throughout the inner municipalities of Melbourne.

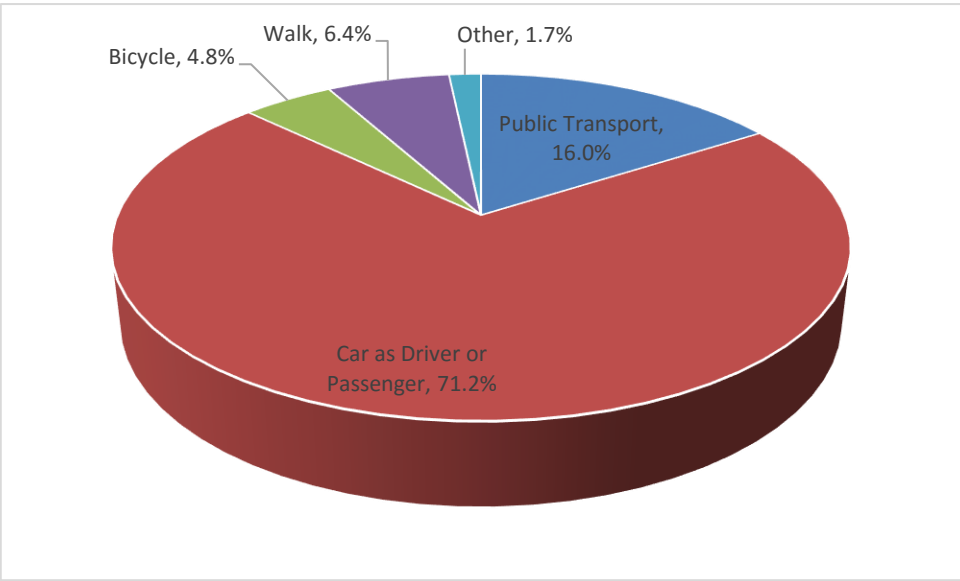
Figure 2.5: Existing Car Share Locations



2.5 Mode Share in City of Yarra

Figure 2.6 summarises the journey to work statistics gathered from The Australian Bureau of Statistics (ABS) 2011 Census 'Travel to Work' data for the City of Yarra.

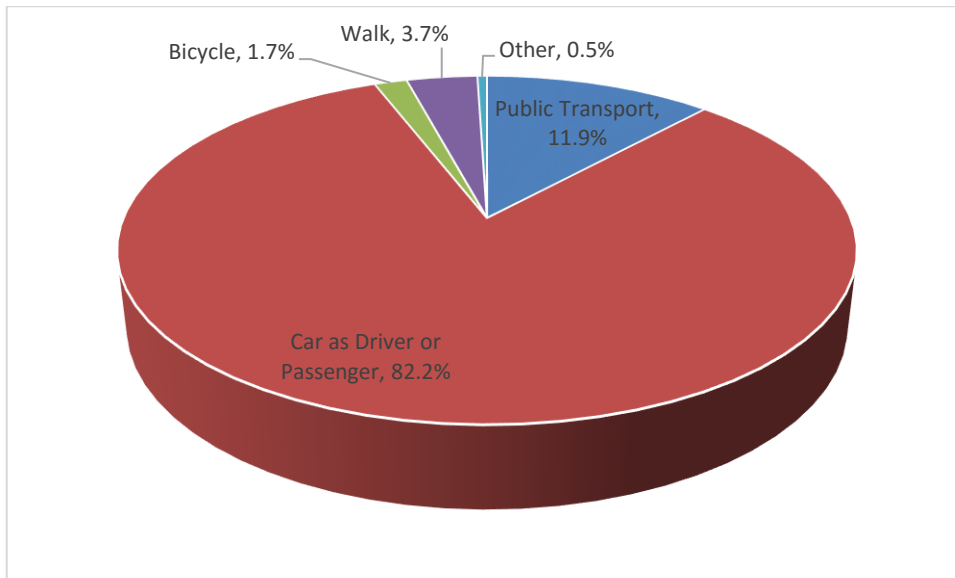
Figure 2.6: Existing Modes of Travel to Work in the City of Yarra



Source: Australian Bureau of Statistics 2011 Census

For the purpose of comparison, Figure 2.7 shows the existing method of travel utilised for journeys to work from the Greater Melbourne (SA4) statistical area as defined by the ABS (i.e. all residents of the 'Greater Melbourne' statistical area).

Figure 2.7: Existing Modes of Travel to Work from Greater Melbourne



Source: Australian Bureau of Statistics 2011 Census

As illustrated above, those working in the municipality of Yarra typically have a higher level of use of public transport and active travel modes compared to the 'Greater Melbourne' average. Specifically, use of private vehicles is approximately 82% for Greater Melbourne compared to 71% for the municipality of Yarra.

Further to the above, the City of Yarra Bicycle Strategy 2010 – 2015 aimed to increase cycling of the journey to work of the City of Yarra residents from 6.4% in 2006 to 15% by 2015.

3. Proposed Amendment

3.1 Special Use Zone

The purpose of the proposed Special Use Zone is to recognise the Collingwood Arts Precinct as a significant arts and cultural precinct within greater Melbourne. The Special Use Zone includes a number of Section 1 (permit not required) uses which are directly related to arts and cultural purposes or other complimentary uses such as food and drink premises.

The rezoning of the land to Special Use Zone in and of itself is not expected to have any significant traffic and parking implications. Indeed, the rezoning will result in the major uses currently permitted by the existing Mixed Use Zone such as residential, office and shop to require a permit for their use within the new zone unless they are provided in conjunction with the use of the site for arts and creative industries.

To facilitate the reuse of the site including the existing buildings for arts and creative industries a Schedule to the Parking Overlay is proposed that will remove the need for a permit to reduce (including reduce to zero) the parking requirement for those uses that do not require a permit as specified in the Schedule to the Special Uses Zone.

3.2 Parking Overlay

The proposed parking overlay is provided at Appendix A.

The objectives of the parking overlay are set out below:

- To encourage the re-use of buildings within the Collingwood Arts Precinct for arts and creative industries as identified in Schedule [NUMBER] to the Special Use Zone.
- To acknowledge the existing built form and context of the site and the constrained ability to provide on-site car parking.
- To recognise the site's proximity to the Principal Public Transport Network and to reduce car parking demand by encouraging use of sustainable and active transport modes to and from the site.
- To improve amenity for pedestrians around and through the site by minimising vehicle access to and through the site.

To facilitate the objectives, the key component of the schedule is to not require a permit to reduce (including reduce to zero) the number of parking spaces required for any use listed in Section 1 (permit not required) of the Table of Uses to the Special Use Zone.

Any other use not listed in Section 1 of the Table of Uses to the Special Use Zone would be required to provide parking in accordance with Column B of Table 1 of Clause 52.06-5 of the Yarra Planning Scheme or seek a permit to reduce this requirement as per Clause 52.06-3.

The following considers the appropriateness of the proposed parking overlay.

4. Strategic Justification for the Parking Overlay

4.1 General

The introduction of the proposed Parking Overlay is considered appropriate to encourage and facilitate the use of an otherwise underutilised site comprising an existing floor area of approximately 4,800 sqm for arts and cultural purposes. The following sets out some of the key considerations based on the decision guidelines in Clause 52.06-6 of the Yarra Planning Scheme.

4.1.1 The practicality of providing car parking on the site

As previously discussed, in addition to Circus Oz, the remainder of the site is occupied by a number of three to four storey buildings with an overall floor area of approximately 4,800 sqm as well as a central courtyard area.

In this regard, it is impractical to provide additional car parking on the site without significantly changing the existing character of the site by the removal of buildings and/or the central courtyard area which is intended for public use and pedestrian access.

It is noted that the Collingwood Arts Precinct is covered by a heritage overlay and that the intention is to reuse the existing buildings and outdoor spaces for arts and creative uses, rather than undertake a substantial redevelopment of the site.

4.1.2 Any car parking deficiency associated with the existing use of the land

While the land is currently unoccupied, the site was previously occupied by the Collingwood Technical College and has historically been used for educational purposes. As such, it is considered highly likely that a parking deficiency would have been associated with the previous use of the land.

4.1.3 The impact of fewer car parking spaces on local amenity, including pedestrian amenity

The site is located within the heart of Collingwood on the corner of Johnston Street and Wellington Street. The reduction in car parking demand in this area including the reduction in vehicle movements crossing footpaths will assist in improving local amenity including pedestrian amenity. Furthermore, the concept plan includes a new pedestrian connections through the existing courtyard on the site between Johnston Street and Perry Street.

4.1.4 Access to or provision of alternative transport modes to and from the land

As set out in Section 2.3 of this report, the site is well served by public transport services including train, bus and tram services. In addition, both Johnston Street and Wellington Street are part of the Principal Bicycle Network with designated on-road bicycle lanes provided on Wellington Street.

A number of existing car share pods are located within the vicinity of the site and the supply and demand for this type of transport continues to grow.

In addition to the above, it is anticipated that the development of the land will include a provision of bicycle parking in excess of the statutory requirements. It is also recommended that a proportion of any on-site parking provided be allocated to Car Share providers to further encourage the use of Car Share rather than private vehicles.

4.1.5 The character of the surrounding area and whether reducing the car parking provision would result in a quality/positive urban design outcome.

The ability to retain and reuse the existing buildings, including heritage buildings, and courtyard on the site and provide potential new pedestrian connections through the site between Perry Street and Johnston Street will be enabled by the removal of the need to provide car parking for the proposed arts and cultural uses.

4.1.6 The availability of alternate car parking in the locality of the land

The on-street parking supply in the vicinity of the site is generally time restricted during business hours with some areas of Permit Parking also evident. Given the above, the use of the land as envisaged with limited on-site car parking is unlikely to result in significant changes to long-term parking demands in the area as there is limited unrestricted on-street parking available.

4.1.7 Any Relevant Local Planning Policy or Incorporated Plan

Clause 18

Clause 18 of the Planning Scheme is designed to reflect the intent of State Government guidance and contains objectives and strategies in relation to Transport which are relevant to this development, including, but not limited to:

- Create a safe and sustainable transport system by integrating land-use and transport.
- Plan or regulate new uses or development of land near an existing or proposed transport route to avoid detriment to, and where possible enhance the service, safety and amenity desirable for that transport route in the short and long terms.
- Encourage higher land use densities and mixed use developments near railway stations, major bus terminals, transport interchanges, tramways and principal bus routes.
- Pedestrian and cyclists access to public transport should be facilitated and safeguarded.
- Promote the use of sustainable personal transport.
- Integrate planning for cycling with land use and development planning and encourage as alternative modes of travel.
- Achieve greater use of public transport by increasing densities, maximising the use of existing infrastructure and improving the viability of the public transport operation.

Clause 21

Local Planning Policy Clause 21.06 contains objectives and strategies to assist in the reduction of car dependencies by promoting the use of active and sustainable transport alternatives. The clause states the following with respect to car parking:

"Parking availability is important for many people, however in Yarra unrestricted car use and parking is neither practical nor achievable. Car parking will be managed to optimise its use and to encourage sustainable transport options."

The Clause also includes the following specific objectives:

"To provide safe and convenient pedestrian and bicycle environments".

"To facilitate public transport usage".

"To reduce the reliance on the private motor car".

"To reduce the impact of traffic".

Encouraging the use of public transport and walking and cycling as modes of transport is central to achieving the above objectives.

The proposed redevelopment of this site is a prime opportunity to achieve this objective by encouraging the use of public transport, cycling, and walking and not encouraging the use of motor vehicles by the provision of additional car parking in the area.

Relevant Local Government Policy

In November 2013, the City of Yarra adopted the 'Parking Management Strategy 2013-2015'. It is noted that the purpose of the policy is as follows:

"The purpose of this document is to provide a policy framework to guide officers in the management of the parking resource."

The strategy has three overall goals, one of those being:

"Plan and manage transport and urban development to minimise the need for people to have to drive cars so that the demand for parking is contained and managed effectively."

Central to achieving the goals of the strategy are 16 principles, those considered most relevant to the development proposal are reproduced as follows:

- *"Ensure that new development are self-sufficient in meeting their parking needs – with the exception of encouraging reduced parking or no car parking developments for sites very close to public transport stops.*
- *Encourage walking, cycling and public transport usage for mobility and movement across the city."*

The above therefore indicates, amongst other things, that Council will consider, where appropriate, reduced parking developments for sites with very good public transport access. It is considered that the subject site is considered to have very good access to several public transport options.

Policy Summary

Encouraging the use of all modes of transport other than private motor vehicles is central to achieving the strategies, goals and objectives outlined within several Council policies. As noted previously, the site is located within an activity centre, has very good access to public transport and is expected to provide bicycle parking and facilities in excess of statutory requirements.

In this regard, the reuse of the site as an arts and cultural precinct represents a prime opportunity to promote the visions of the above policies by encouraging the use of more sustainable forms of transport and by adopting a strategy to reduce car parking demand within this area.

5. Conclusion

Based on the analysis and discussions presented within this report, the following conclusions are made:

- i The site is proposed to be rezoned to a Special Use Zone to facilitate the reuse and development of the site as an arts and cultural precinct known as the Collingwood Arts Precinct.
- ii The proposed schedule to the parking overlay will assist in the efficient re-use of the site for the intended purposes by removing the need to:
 - provide on-site car parking; and
 - seek a planning permit to reduce the statutory parking requirement for the uses listed in Section 1 (permit not required) of the Table of Uses within the Schedule to the Special Use Zone.
- iii The Parking Overlay will enable on-going use and re-use of the buildings with a variety of arts and cultural uses that may change over time, therefore avoiding on-going planning permit applications for parking dispensation when a new Section 1 use commences.
- iv All other uses not listed in Section 1 (permit not required) of the Table of Uses within the Schedule to the Special Use Zone would be required to provide parking as per Column B of the Table to Clause 52.06-5 or seek a permit to reduce this requirement as per Clause 52.06-3.
- v It is considered that appropriate strategic justification exists for the implementation of the Parking Overlay for the Collingwood Arts Precinct based on:
 - The in-practicality of providing car parking on the site due to the desire to retain the existing buildings
 - The historical parking deficiency associated with the previous use of the land for Educational purposes
 - The positive impact of fewer car parking spaces will have on local amenity including pedestrian amenity
 - The availability of alternate transport modes including trains, trams, buses, bicycles and share cars and Council's aim to increase utilisation of alternate transport modes, and in particular bicycles
 - The character of the surrounding area and the reduction in car parking provision resulting in a positive urban design outcome
 - On-street parking in the vicinity of the site is generally time restricted which will limit the ability for long-term parking to occur on-street
 - A range of state and local government policies.

Appendix A

Draft Parking Overlay

../20...
C-

SCHEDULE [NUMBER] 1 TO THE PARKING OVERLAY

Shown on the planning scheme map as P0[NUMBER]

COLLINGWOOD ARTS PRECINCT

1.0 Parking objectives to be achieved

- To encourage the re-use of buildings within the Collingwood Arts Precinct for arts and creative industries as identified in Schedule [NUMBER] to the Special Use Zone.
- To acknowledge the existing built form and context of the site and the constrained ability to provide on-site car parking.
- To recognise the site's proximity to the Principal Public Transport Network and to reduce car parking demand by encouraging use of sustainable and active transport modes to and from the site.
- To improve amenity for pedestrians around and through the site by minimising vehicle access to and through the site.

2.0 Permit requirement

A permit is not required under Clause 52.06-3 to reduce (including reduce to zero) the number of car parking spaces required under Clause 52.06-5 for any use listed in Section 1 of the Table of Uses in Schedule [Number] to the Special Use Zone.

3.0 Number of car parking spaces to be provided

For the purpose of Clause 52.06-5A, the car parking requirement for a use that:

- is listed in Section 1 of the Table of Uses in Schedule [Number] to the Special Use Zone; and
- is not listed in Table 1 of clause 52.06;

is zero.

For a use that:

- is not listed in Section 1 of the Table of Uses in Schedule [Number] to the Special Use Zone; and
- is listed in Table 1 of Clause 52.06-5;

the car parking rate in Column B of Table 1 in Clause 52.06 applies.

4.0 Decision guidelines for permit applications

Before deciding on an application vary the number of car parking spaces required, the Responsible Authority must consider as appropriate the decision guidelines set out in Clause 52.06-6.

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