

Colac and Apollo Bay Parking Strategy

Prepared for

Colac Otway Shire

Prepared by

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Table of Contents

Executive Summary		i
1.0	Introduction	1
	1.1 Background	1
	1.2 The Need for a Parking Strategy	1
	1.3 Parking Precinct Plans	1
	1.4 Strategy Objectives	2
2.0	Colac	3
	2.1 Background	3
	2.1.1 Colac Profile	3
	2.1.2 The Area to which this Strategy Applies	3
	2.1.3 Colac Land Uses	5
	2.1.4 Sustainable Transport Options in Colac	6
	2.2 Parking Supply and Demand in Colac Commercial Centre	10
	2.2.1 Overview	10
	2.2.2 On-Street Parking	10
	2.2.3 Off-Street Parking	14
	2.3 Summary of Issues	16
	2.3.1 Parking Issues Identified by Surveys	16
	2.4 Public Consultation	17
	2.4.1 Issues Raised During Public Consultation of Issues and Opportunity Study	17
	2.4.2 Issues Raised During Public Consultation of the Draft Parking Strategy	17
	2.5 Colac Car Parking Strategy	18
	2.5.1 Strategy Aims	18
	2.5.2 Strategy Polices and Actions	18
3.0	Apollo Bay	35
	3.1 Background	35
	3.1.1 Apollo Bay Profile	35
	3.1.2 The Area to which this Strategy Applies	35
	3.1.3 Apollo Bay Land Uses	37
	3.1.4 Sustainable Transport Options	38
	3.2 Parking Supply and Demand in Apollo Bay Commercial Centre	41
	3.2.1 Overview	41
	3.2.2 On-Street Parking	41
	3.2.3 Off-Street Parking	44
	3.3 Summary of Issues	47
	3.3.1 Parking Issues Identified by Surveys	47
	3.4 Public Consultation	48
	3.4.1 Issues Raised During Public Consultation of Issues and Opportunities Paper	48
	3.4.2 Issues Raised During Public Consultation of Draft Parking Strategy	48
	3.5 Apollo Bay Car Parking Strategy	49
	3.5.1 Strategy Aims	49
	3.5.2 Strategy Polices and Actions	49
4.0	Implementation	68
	4.1 Implementation plan	68
	4.2 Monitoring and review	68
Appendix A		
	Estimated Cost of a Ground Level Parking Space in Apollo Bay Commercial Centre	A

Executive Summary

Colac Otway Shire has commissioned AECOM to undertake a car parking strategy for the commercial areas of Colac and Apollo Bay. The development of a car parking strategy is seen by Colac Otway Shire as an important tool to direct commercial development and associated car parking requirements in the towns over a 20 year period.

This Parking Strategy builds upon the findings of an Issues and Opportunities Paper and Draft Parking Strategy previously undertaken by AECOM for each township. These documents identified a range of parking related issues through extensive surveying of the commercial areas of each township and recommended policies and actions to address the identified issues and guide the future management of parking in Colac and Apollo Bay. Residents, businesses and community groups from each township provided helpful feedback on these initial studies during public consultation workshops undertaken in April 2010 and June 2011, with this local insight important to the development of the policies set out in this Parking Strategy.

A Parking Precinct Plan has been prepared for each township which incorporates the findings of this Parking Strategy. The Parking Precinct Plans have been provided under the cover of separate documents to this report.

A summary of the key elements of this Parking Strategy is provided below for each township.

Colac

The demand for parking within the Colac Commercial Centre is generated by a number of different land use types. Significant parking demands are generated by employees and visitors to retail outlets and the health, administration and professional services which are predominantly located in the central areas of Colac on and to the south of Murray Street. In some instances the parking demands created by the concentration of these different land uses overlap and create localised areas of very high parking demand.

The north and south-west areas of the Colac Commercial Centre are dominated by residential land uses where the demand for the majority of on-street parking spaces is generated by residents and their visitors who generally prefer free long stay parking. However, given the proximity of the residential areas to the central area of Colac, in some locations the parking demands created by the retail, industrial and service industries during peak periods can overspill into the residential areas thus potentially affecting local resident's amenity and reducing the parking opportunities for genuine visitors.

There are also a number of light industrial uses located within the commercial centre which contribute to the overall parking demand within Colac.

A review of sustainable transport options has shown that there are a limited number of public transport services available to residents and visitors to Colac. In this respect, public transport is unlikely to be a feasible alternative to car based travel for many trip types, and in particular, medium and longer distance trips. Unless there are significant improvements to the level of service and coverage, there would be a very low propensity for public transport to reduce demand for car travel and therefore by inference the demand for parking within Colac.

Comprehensive parking surveys were undertaken on behalf of Council on Thursday 26 February 2009 and Saturday 28 February 2009. The survey results indicated that over the entire commercial centre the demand for both on-street and off-street is fairly modest with a significant number of parking spaces unoccupied during the weekday and weekend peak periods. The parking surveys did however identify localised areas of very high parking demand particularly in the vicinity of Murray Street, the national retailers (Safeway, Target and Coles) and the hospital. Despite this, it was found that even in many of the most desirable locations there were often available parking spaces during the peak periods. Indeed, the undertaken surveys identified that there is a more than adequate supply of parking spaces within the Colac Commercial Centre to service existing parking demand.

Notwithstanding this, the parking surveys highlighted some parking related issues that should be addressed in order to better cater for the varying types of parking demand, reduce overspill of parking into residential areas and ensure the more efficient use of the parking supply. Additional issues were also raised in the public consultation exercises undertaken in April 2010 and June 2011. The issues identified in the parking surveys and public consultation exercise as well as Councils desire for a more consistent and appropriate parking provision for new developments formed the basis for the policies put forward in the parking strategy for Colac.

The Colac Parking Strategy discusses specific parking issues for Council to further investigate, and if financially feasible, implement the appropriate action to address the problem.

The key recommendations and actions for the Colac Commercial Centre arising from the Parking Strategy include:

- Improve the management of parking in the Commercial Centre through changes to time limit restrictions to improve the mix of short and long term parking
- Encourage land uses to provide greater on-site parking provision to cater for the developments parking needs particularly in locations where overspill parking into residential or mixed use areas is an issue (such as in the hospital precinct)
- Review the outcomes of the Colac CBD and Entrances study and investigate possible funding mechanisms such as a payment in lieu scheme to assist with the implementation of parking related projects
- Adopt the following proposed parking rates for the Colac Commercial Centre within the Colac Otway Shire Planning Scheme:

Supermarket	5 spaces per 100m ²
Shop, Convenience Shop, Takeaway Food Premises	3 spaces per 100m ²
Restaurant, Convenience Restaurant	3 spaces per 100m ²
Medical	3.5 spaces per practitioner
- Provide priority in the allocation of on-street parking to key stakeholders including disabled and mobility impaired motorists, residents and tour coach and car trailer parking
- Improve directional signage to car parks and coach / trailer parking in the Commercial Centre

Apollo Bay

The demand for parking within the Apollo Bay Study Area is generated on the most part by either land use servicing the tourism and hospitality industry or the beach front.

Significant parking demands are generated by both short and longer stay visitors (including residents and people who work in Apollo Bay) to beach front and retail outlets located on Great Ocean Road which creates localised areas of very high parking demand.

Given the seasonal nature of these main trip attractions, the demand for parking in Apollo Bay does vary depending on season. This adds an extra dimension to the provision of parking in Apollo Bay given the need to provide sufficient parking to cater for peak season demands whilst recognising that parking facilities are likely to be largely unoccupied for many months during the year.

There are also a number of residential dwellings and holiday homes located on the outskirts of the commercial centre which contribute to the overall parking demand within Apollo Bay. Given the proximity of the residential areas to the central area of Apollo Bay, in some locations the parking demands created by the tourism and hospitality industries during peak periods can overspill into the residential areas thus potentially affecting local resident's amenity and reducing the parking opportunities for genuine visitors.

A review of sustainable transport options has shown that there are a limited number of public transport services available to residents and visitors to Apollo Bay. In this respect, public transport is unlikely to be a feasible alternative to car based travel for many trip types, and in particular, medium and longer distance trips. Unless there are significant improvements to the level of service and coverage, there would be a very low propensity for public transport to reduce demand for car travel and therefore by inference the demand for parking within Apollo Bay.

Comprehensive parking surveys were undertaken on behalf of Council during the peak holiday season in January 2008, 2009 and 2010 and then in February 2009 to gain an appreciation of parking demand during the off-peak season.

The survey results for the peak holiday season indicated that over the entire commercial centre the demand for both on-street and off-street is fairly modest. The parking surveys did however show that during the busiest period of the day, on-street parking on a number of streets is at or close to capacity. On street parking in the commercial centre is most highly utilised along the sections of Great Ocean Road fronting the foreshore area and retail outlets with parking demand overspilling into the intersecting side streets within close proximity to these main attractions. On-site observations indicate that given the lack of unoccupied spaces, visitors to the central

Apollo Bay area are willing to circulate around the busiest areas or indeed temporally wait on the carriageway for a space to become available. However, directly outside the busiest areas, the demand for parking is generally much lower with site observations indicating that at most locations there was always unoccupied spaces available for use. Many of these available spaces would be no more than a couple of minutes walk from the main attractions in Apollo Bay. A similar pattern is also evident with occupancy rates in off-street car parks, with the car parks servicing the beach being either at or exceeding capacity, with visitors preferring to park on grassed areas close to the beach rather than attempting to find an available parking space elsewhere. In comparison, the other available car parks in the commercial centre were observed to have relatively modest occupancy rates despite being only a couple of minutes walk of the foreshore and main retail areas.

The survey results for the off-peak season indicated parking occupancy is generally low with a significant number of parking spaces unoccupied during the weekday and weekend peak periods.

The parking surveys highlighted some parking related issues that should be addressed in order to cater for peak holiday season parking demand whilst recognising the much lower levels of demand during other times of the year. Additional issues were also raised in the public consultation exercises undertaken in April 2010 and June 2011. The issues as well as Councils desire for a more consistent and appropriate parking provision for new developments and establishment of an equitable funding mechanism for provision of additional parking formed the basis for the policies put forward in the parking strategy for Apollo Bay.

The Apollo Bay Parking Strategy discusses specific parking issues for Council to further investigate, and if financially feasible, implement the appropriate action to address the problem

The key recommendations and actions for the Apollo Bay Commercial Centre arising from the Parking Strategy include:

- Address shortfalls in parking through the improved management of existing road space in the commercial centre through the installation of angle parking bays (i.e. on Pascoe Street and Nelson Street)
- Explore opportunities to manage future land uses and any future increase parking demand through development related and publicly provided parking facilities
- Improve the management of tour coach access and parking through the relocation of the existing drop off zone and provision of bus parking facilities just outside the areas of highest demand for visitor parking
- Improve directional signage to car parks in the Commercial Centre
- Investigate the feasibility of introducing a drop-off zone close to the beach
- Continue to provide an appropriate level of enforcement to minimise the safety issues associated with double parking of delivery vehicles
- Adopt the following proposed parking rates for the Apollo Bay Commercial Centre within the Colac Otway Shire Planning Scheme:

Supermarket	3 spaces per 100m ²
Restaurant, Convenience Restaurant	3.5 spaces per 100m ²
Shop, Convenience Shop, Takeaway Food Premises	2 spaces per 100m ²
Residential	1 space per 1 or 2 bed dwelling
- Implement a payment in lieu contribution requirement within the Colac Otway Shire Planning Scheme for the amount of \$13,000 (plus GST) per space required under the scheme which is not provided on site

1.0 Introduction

1.1 Background

Colac Otway Shire has commissioned AECOM to undertake a car parking strategy for the commercial areas of Colac and Apollo Bay. The development of a car parking strategy is seen by Colac Otway Shire as an important tool to direct commercial development and associated car parking requirements in the towns over a 20 year period.

The supply and management of parking within both Colac and Apollo Bay has an important role to play in servicing the needs of residents whilst offering opportunities for employment and economic development. Parking can no longer be viewed as a stand-alone issue but needs to become a key aspect of both transport and land use planning in both settlements.

This Parking Strategy builds upon the findings of an Issues and Opportunities Paper and Draft Parking Strategy previously undertaken by AECOM for each township. These documents identified a range of parking related issues through extensive surveying of the commercial areas of each township and recommended policies and actions to address the identified issues and guide the future management of parking in Colac and Apollo Bay. Residents, businesses and community groups from each township provided helpful feedback on these initial studies during public consultation workshops undertaken in April 2010 and June 2011, with this local insight important to the development of the policies set out in this Parking Strategy.

A Parking Precinct Plan has been prepared for each township which incorporates the findings of this Parking Strategy. The Parking Precinct Plans have been provided under the cover of separate documents to this report.

1.2 The Need for a Parking Strategy

Colac and Apollo Bay experience quite varied parking challenges which is reflective of the different roles and function each township plays in the Shire. Colac and Apollo Bay vary, in some cases quite significantly, in terms of the key industries that support the local economies, population size, number of visitors and to some extent the size and associated parking demands of developments. In combination with insufficient policy tools to help guide the management of parking, the characteristics of each township has led to each settlement experiencing distinct parking related issues, particularly with regard to current level of parking supply and the impact this has during what is considered to be the peak and off-peak periods.

However, both townships share a number of common parking related challenges. The previous studies have identified that the management of existing parking supply in each township could be improved to address localised issues and encourage the efficient use of parking by residents, commuters and visitors, particularly in areas of high demand. Importantly, there is also a need to consider the role that parking plays in being able to sustain the viability of current businesses and facilitate the anticipated future growth within each township. In order to achieve this, a more consistent and appropriate parking provision for new developments is necessary as is a preferred and equitable method of funding of any required future parking that takes in account existing and past practices.

As previously noted, there is currently limited policy tools available to Council to help make decisions that are appropriate for each township, hence the need for this Parking Strategy.

1.3 Parking Precinct Plans

A Parking Precinct Plan is a locally prepared strategic plan that contains parking provisions for an area or "precinct". It allows all parking issues influencing a precinct to be considered and a strategy to be implemented to address them. Parking Precinct Plans can replace the parking standards in *Clause 52.06 – Car parking* in the Planning Scheme and reduce the need for potentially complex parking investigations to support individual permit applications. Once adopted by Council, a Parking Precinct Plan is incorporated into the Planning Scheme which can then only be changed by a planning scheme amendment.

Parking Precinct Plans measure the parking characteristics of their precinct and provide procedures for evaluating the number of car spaces required, based on those characteristics and the desired change. Within the precinct, they can:

- Set out how car spaces can be provided;
- Regulate the demand for, and supply of, parking;
- Specify car parking rates derived from local research, where the rates specified in the Clause 52.06-5 Car parking table are found to be inapplicable; and
- Specify car parking rates that incorporate efficiencies achievable with a precinct-wide approach (such as requiring shared provision).

The State Government has prepared VPP Practice Notes, which provide guidance on what to consider when developing a Parking Precinct Plan.

This car parking strategy provides an objective basis for the development of Parking Precinct Plans for Colac and Apollo Bay. Two separate Parking Precinct Plans have been developed as a result of this study due to the diversity of parking issues within each township. Parking Precinct Plan 1 and 2 are provided as separate documents to this report, and may be incorporated into the Colac Otway Shire Planning Scheme as formal documents.

1.4 Strategy Objectives

This Parking Strategy has been undertaken with a view to formulating a range of policies and actions that address the future parking needs of residents, businesses and visitors to Colac and Apollo Bay. The objectives of this Parking Strategy includes:

- Establish the prevailing parking environment within both settlements;
- Determine the capability of car parking to meet existing and future requirements;
- Develop recommendations to improve the management of on-street and off-street car parking to achieve optimum use and turnover of parking facilities;
- Provide recommendations to maximise the availability and awareness of existing parking by better managing demand and encouraging alternative transport modes such as walking, cycling and public transport;
- Provide both strategic and local direction for future parking provision including the recommendation of suitable areas for new parking to satisfy demand;
- Determine measures that protect the safety and amenity of residential areas surrounding the commercial areas;
- Recommend appropriate mechanisms to fund future parking infrastructure;
- Address specific localised issues such as connectivity between parking and land uses; and
- Review the suitability of existing statutory parking requirements and set appropriate parking rates reflecting changes in land use, demographics and accessibility.

2.0 Colac

2.1 Background

2.1.1 Colac Profile

Colac is a township located in western Victoria approximately 150 kilometres south-west of Melbourne. Colac is the key industrial, commercial and service centre for the Colac Otway Shire and surrounding region.

Colac (including nearby Elliminyt) has a resident population of approximately 12,000 people residing in approximately 4,483 households. The forecast age structure of Colac and Elliminyt residents in 2031 is likely to be similar to present day with persons between 25 and 49 being the dominant age group. It is anticipated that there will be also a significant increase in the number of lone person households in the period between 2009 and 2031, with the average number of persons per household falling from 2.43 to 2.35.

2006 Census data indicates that roughly 84% of people who live in Colac travel to work by car, whilst over 90% of people who work in Colac travel to work by car. The remaining 10%-15% of people who live or work in Colac tend to either walk or cycle to work, with only a few residents or workers using public transport to travel to work.

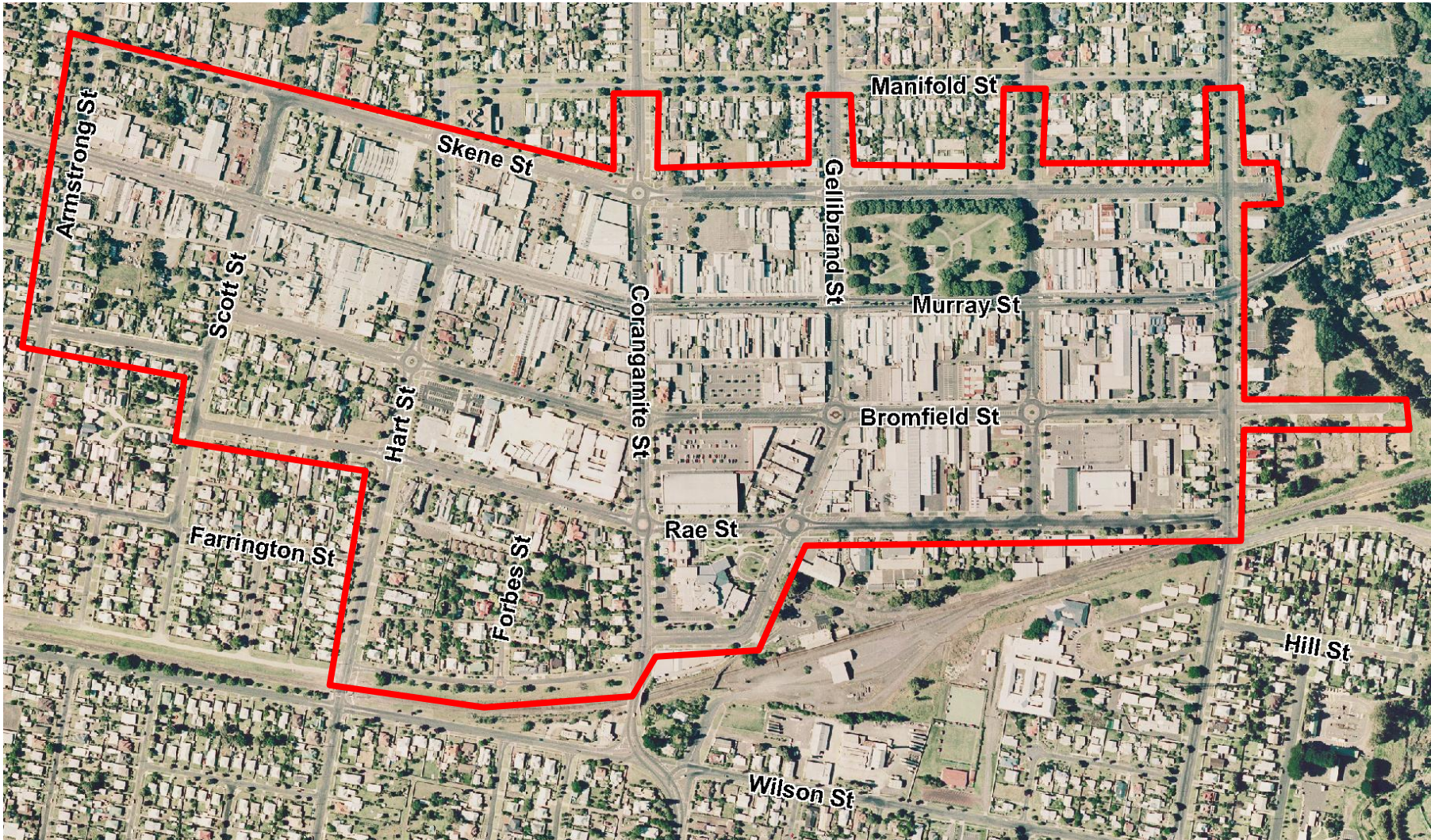
The high level of car usage is reflective of Colac's role as a regional centre, the lack of effective public transport options and the relatively low levels of vehicle traffic and congestion. Colac is easily accessed by road from much of central south west Victoria, whilst, as shown in Section 2.1.4 of this report, public transport services within the Shire are limited.

In addition to the resident and working population of Colac, the township also attracts both regular visitors from central south west Victoria using the townships retail, education and health services and also a number of tourist visitors. A review of the annual visitors recorded at the Colac Visitor Information Centre indicates in the peak periods that over 4,000 people visit the centre in a month, with recent reports indicating that on 3 January 2009 that the centre attracted 664 visitors in one single day. This trend continued into 2010 with 750 people visiting the Colac Visitor Information Centre over the 2010 Easter Weekend.

2.1.2 The Area to which this Strategy Applies

This Strategy focuses on the central area of Colac (refer to Figure 2.1) which is main focal point for retail, administration and health services and industrial land uses within the township and includes significant trip attractors such as Colac Hospital, Colac Otway Shire Council Offices and a number large retail outlets occupied by national retailers.

Figure 2.1: Aerial Photo of Colac Commercial Centre (area bounded by red line)



2.1.3 Colac Land Uses

2.1.3.1 Existing

The demand for parking within the Colac Commercial Centre is generated by a number of different land use types. Significant parking demands are generated by employees and visitors to retail outlets and the health, administration and professional services which are predominantly located in the central areas of Colac on and to the south of Murray Street. In some instances the parking demands created by the concentration of these different land uses overlap and create localised areas of very high parking demand.

The north and south-west areas of the Colac Commercial Centre are dominated by residential land uses where the demand for the majority of on-street parking spaces is generated by residents and their visitors who generally prefer free long stay parking. However, given the proximity of the residential areas to the central area of Colac, in some locations the parking demands created by the retail, industrial and service industries during peak periods can overspill into the residential areas thus potentially affecting local resident's amenity and reducing the parking opportunities for genuine visitors.

There are also a number of light industrial uses located within the commercial centre which contribute to the overall parking demand within Colac.

The provision of key land uses in the Colac Commercial Centre has been obtained from Colac Otway Shire Clue Data and is summarised in Table 2.1

Table 2.1: Key Land Use Provision

Land Use	Existing Provision (2009)
Supermarket (floor space)	7,400m ²
Other Retail (floor space)	41,220m ²
Light Industry (floor space)	34,406m ²
Hospital (number of beds)	125
Other Medical Uses in Hospital Precinct (number of practitioners)	16

2.1.3.2 Future

There is anticipated to be an increase in population in the Colac and Elliminyt area of approximately 2,225 people which equates to an estimated 0.8% growth in population per annum between 2009 and 2031. Over 60% of the growth in population is expected to occur in Elliminyt with a corresponding expected increase of 26 new dwellings per annum. Outside of Elliminyt, population growth in other areas of the Colac area is expected to be fairly modest, with a corresponding low level of construction of new residential dwellings in the central, east and west areas of Colac.

A retail-economic analysis undertaken on behalf of Council suggests that potential exists for an additional 14,710m² of new retail floor space to be developed in the wider Colac and Elliminyt area over the period 2009 and 2025.

Of this total amount:

- approximately 1,270m² is likely to be new food retail space potentially in the form of supermarket expansion
- approximately 13,440m² is likely to be other retail such as food catering, department store retailing and non-food specialities most of which will involve the redevelopment and expansion of existing sites

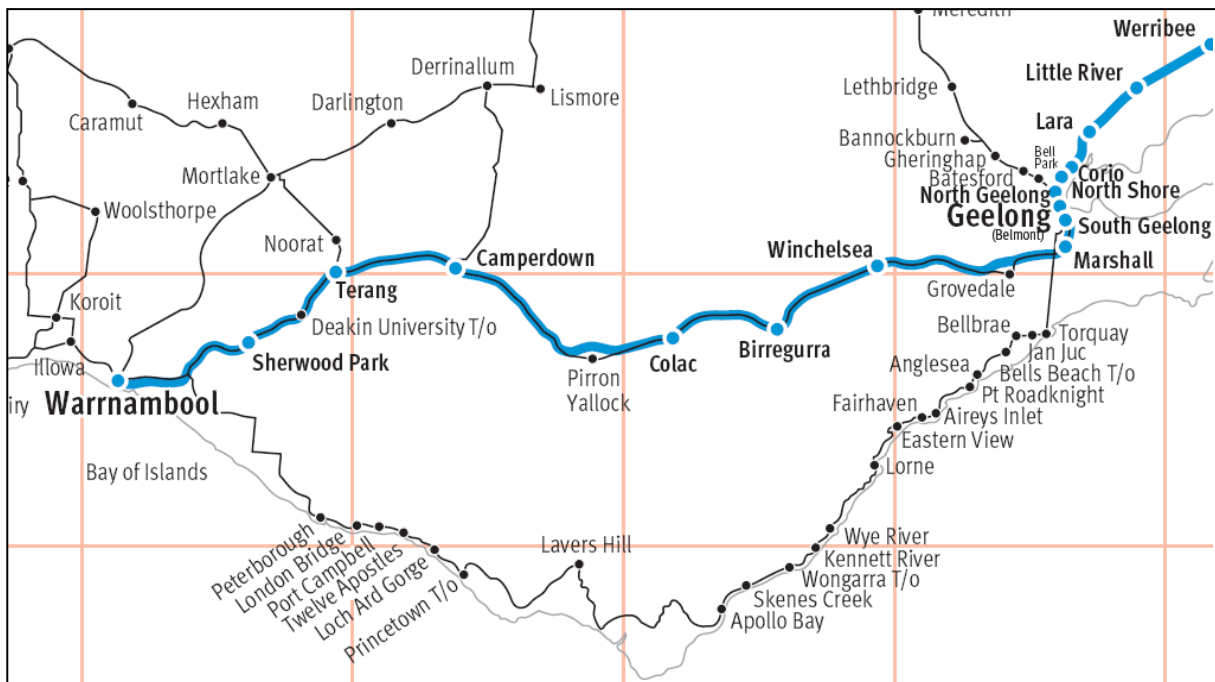
At this stage, the location of new retail floor space in the wider Colac area is unclear and will be dependent on a number of demand and market based factors. It is anticipated that retail growth may occur outside the commercial centre study area. In particular, it is a possibility that new food retail floor space may be provided in Elliminyt to service the growing population. Likewise, any retailers specialising in the sale of bulky goods are most likely to open in West Colac.

2.1.4 Sustainable Transport Options in Colac

2.1.4.1 Broader Public Transport Connections

Figure 2.2 shows the public transport services which provide a link between the township of Colac with other towns within the south west Victoria Region. The major train route operating from Melbourne to Warrnambool passes through Geelong and Colac. Train services in both directions (from Melbourne to Warrnambool and from Warrnambool to Melbourne) stop at Colac three times per day on weekdays and Saturday and stop two times per day on Sunday. Train services from Melbourne arrive in Colac approximately two hours after departure and stop only twice after leaving Geelong.

Figure 2.2: VLINE Train and Bus Routes Servicing Apollo Bay and Colac



2.1.4.2 Local Colac Bus Services

The township of Colac has three bus routes that cater for passengers travelling through the Colac Commercial Centre. The three bus service loops provide passenger access to a range of social and essential services within Colac such as healthcare amenities, shopping centres and sporting facilities.

A central bus interchange located on Gellibrand Street, within close proximity to the main thoroughfare of Murray Street, provides passengers with easy access to the surrounding residential and commercial zones of greater Colac. The bus interchange is within close walking distance to Colac train station and allows for easy connection between the two modes.

Figure 2.3 shows the route taken by buses travelling on the Elliminyt, East and West routes and highlights the relative proximity of sustainable transport services within the township of Colac.

Figure 2.3: Bus Routes Servicing Colac

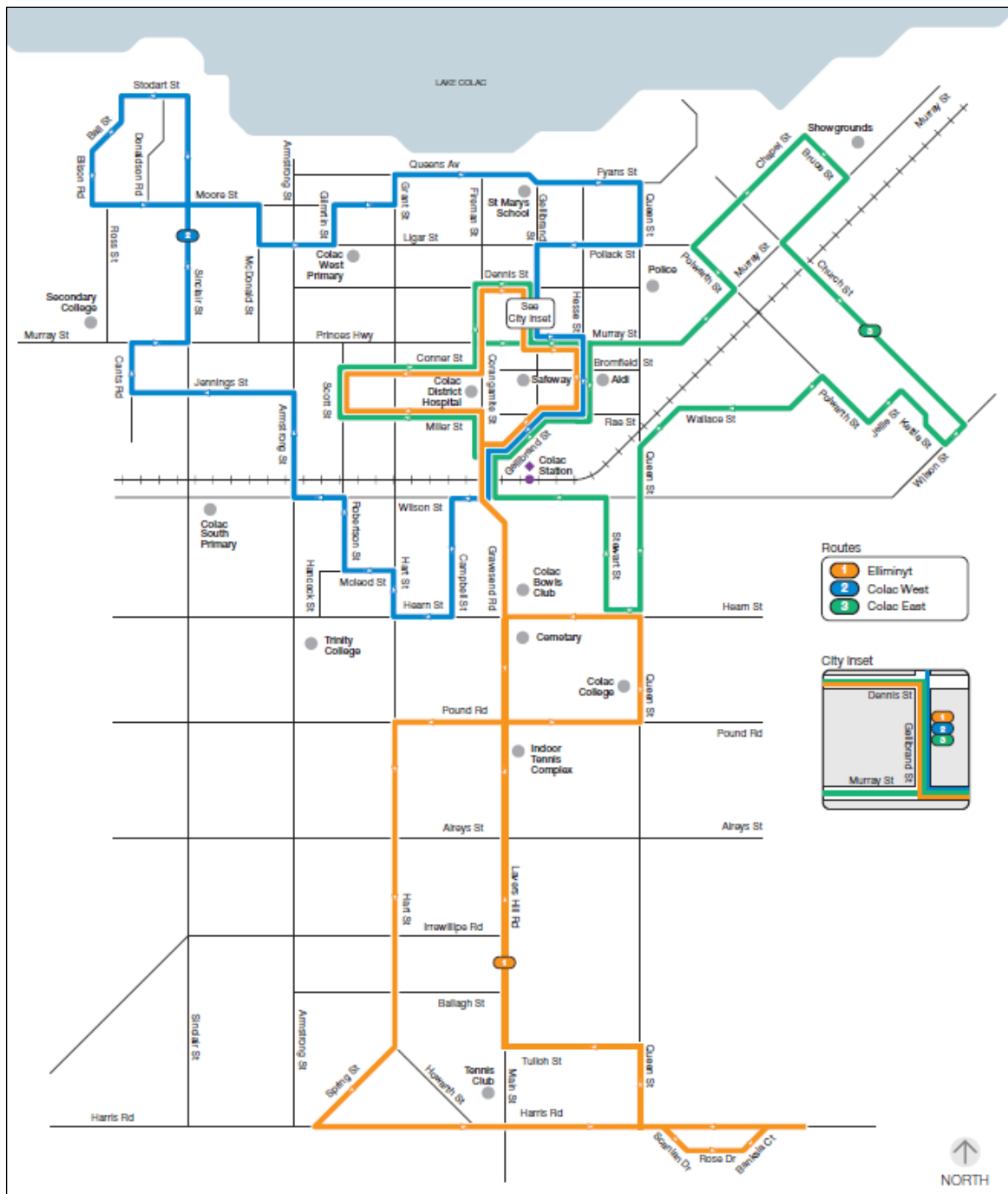


Table 2.2: Daily Bus Service in each direction

Route Number	Route	Weekday		Saturday		Sunday	
		AM	PM	AM	PM	AM	PM
1	Elliminyt	3	4	3	0	0	0
2	Colac West	3	4	2	1	0	0
3	Colac East	2	5	2	1	0	0
Total Daily Buses		21		9		0	

Table 2.2 outlines the total number of bus services, on each of the three lines, departing from the Colac Bus Interchange in the morning and in the afternoon (on weekdays, Saturdays and Sundays). Buses operate on each of the three lines at a frequency of 90 minutes, in the morning and afternoon, throughout the week. Bus services also operate at a frequency of 90 minutes on Saturdays, although they only operate in the morning (or very early afternoon). No bus services are provided on Sundays.

2.1.4.3 Regional Colac Bus Services

In addition to these local bus services, Colac Otway Shire has investigated a number of bus based public transport initiatives through the Transport Connections project. As part of this project, the following services are currently being trailed:

Colac to Apollo Bay Wednesday Bus

A new trial bus service between Colac and Apollo Bay started operating on 1 July 2009. The Apollo Bay – Colac bus service offers one return journey on Wednesdays to provide health, recreation, retail and medical specialist options for bus travellers from Forrest, Barwon Downs and Apollo Bay.

Colac to Apollo Bay Summer Bus

This summer bus service provides three return trips on Fridays, Saturdays and Sundays during the summer holiday period. This service provides return trips to the coast or the Otway Forests with the buses providing luggage and surf board storage.

Colac to Lorne Summer Bus

This summer bus service provides five return trips (school holidays) or three return trips (off-peak) per day, seven days a week. During the 2009/2010 holiday season, the trial bus service carried 4,603 passengers over a nine week period guaranteeing the return of the service for the 2010/2011 holiday season.

2.1.4.4 Walking

There is currently a well developed pedestrian network within Colac with connecting footpaths generally provided on both sides of the carriageway on each of the roads within the Study Area. Crossing facilities are provided on Murray Street in the form of:

- Drop kerbs in the centre median between Corangamite Street and Queen Street
- Pedestrian phases at the key signalised intersections

There are limited pedestrian crossing facilities provided outside this section of Murray Street, the notable exceptions being the zebra crossings on Corangamite Street linking Colac Area Health and Safeway and on Bromfield Street between Safeway and Johnsons car park.

Colac Otway Shire has engaged consultants to prepare a Colac CBD and Entrances Study. A key aim of the study is to improve access, especially walkability and people focused public spaces in the town. A draft Colac CBD and Entrances Study report was subject to community consultation in October / November 2011 (a copy of which is available on the Colac Otway Shire website) and will be finalised in early 2012.

2.1.4.5 Cycling

There are limited designated cycle facilities in the Colac Commercial Centre, with a few streets having painted line markings. Notwithstanding this, the topography, alignment and wide nature of the roads within the commercial centre is conducive to cycling.

This is being addressed in part through the Colac CBD and Entrances Project. Council is also preparing to an Active Transport Strategy which will address walking and cycling issues.

2.1.4.6 Summary

From a review of available information, it is clear that:

- There are a limited number of public transport services available to residents and visitors to Colac
- The available bus services serve a local catchment area with very limited public transport services serving the wider Colac Otway Shire area
- Residents and workers in Colac tend to travel by other modes of transport than public transport for their journey to work
- There is an established pedestrian network within Colac facilitating safe pedestrian travel
- The Colac CBD and Entrances Study and proposed Active Transport Strategy are likely to put forward measures to improve pedestrian and cycling infrastructure and amenity in the central Colac area

Based on the existing level of service and coverage, it is reasonable to conclude that public transport is unlikely to be a feasible alternative to car based travel for many trip types, and in particular, medium and longer distance trips. Unless there are significant improvements to the level of service and coverage, there would be a very low propensity for public transport to reduce demand for car travel and therefore by inference the demand for parking within Colac.

For shorter distance trips, that is trips within the commercial centre, walking and cycling are likely to be a feasible alternative to car travel for many trip types. However, an abundance of parking within the Colac Commercial Centre could feasibly encourage shorter trips or multiple short trips to be undertaken by car.

2.2 Parking Supply and Demand in Colac Commercial Centre

2.2.1 Overview

Comprehensive parking surveys were undertaken on behalf of Council on Thursday 26 February 2009 and Saturday 28 February 2009. These particular dates were chosen as they are outside of the busy Christmas holiday period and the quiet off-season period, and hence reflect normal parking demand in the Colac Commercial Centre. These surveys identified:

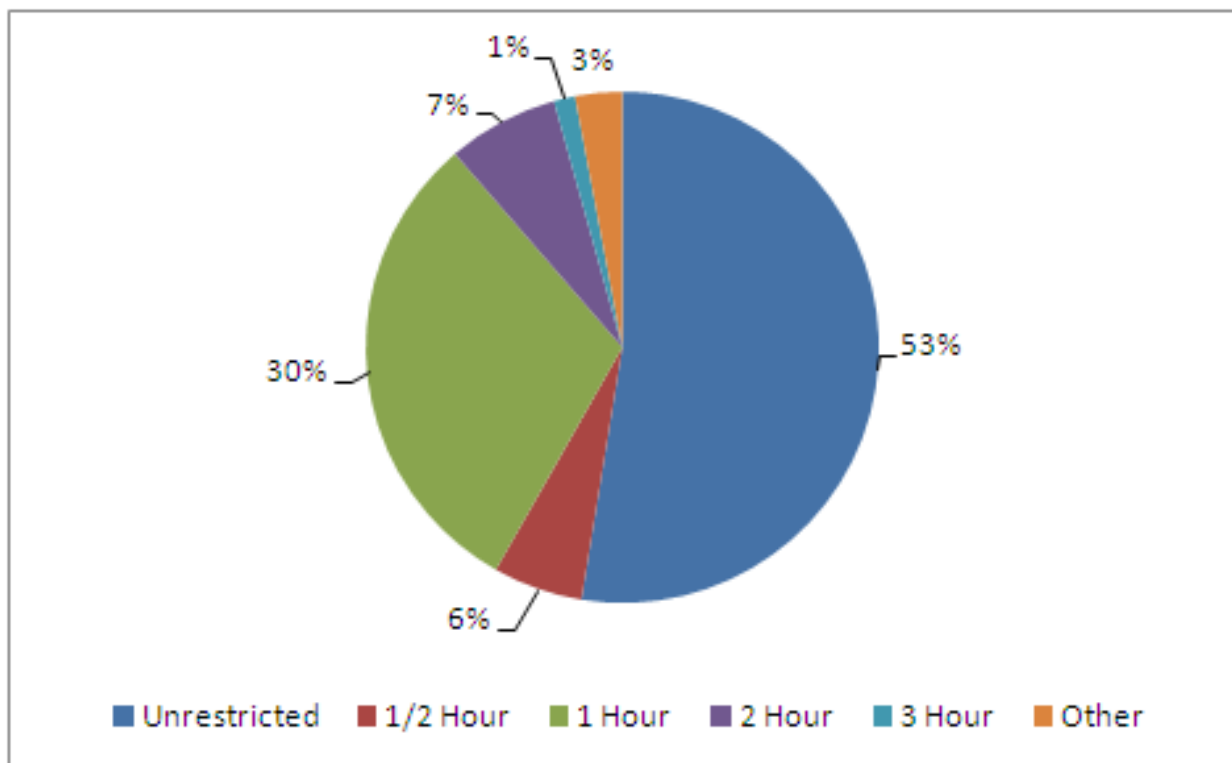
- Existing parking supply and restrictions throughout the Colac Commercial Centre.
- Observed spatial concentration and distribution of parking demand.
- Duration of stay.
- Existing parking issues and potential areas for improvement.

An in-depth analysis of the parking survey results is presented in the Issues and Opportunities Paper for Colac (under the cover of a separate document) with the key findings of the surveys outlined below.

2.2.2 On-Street Parking

- There are a total of 1,849 on-street parking spaces within the Colac Commercial Centre. As shown in Figure 2.4, over half of the total parking spaces within the commercial centre are unrestricted, with 1 hour parking accounting for close to a third of the provided parking spaces.

Figure 2.4: Breakdown of on-street parking supply by parking restriction

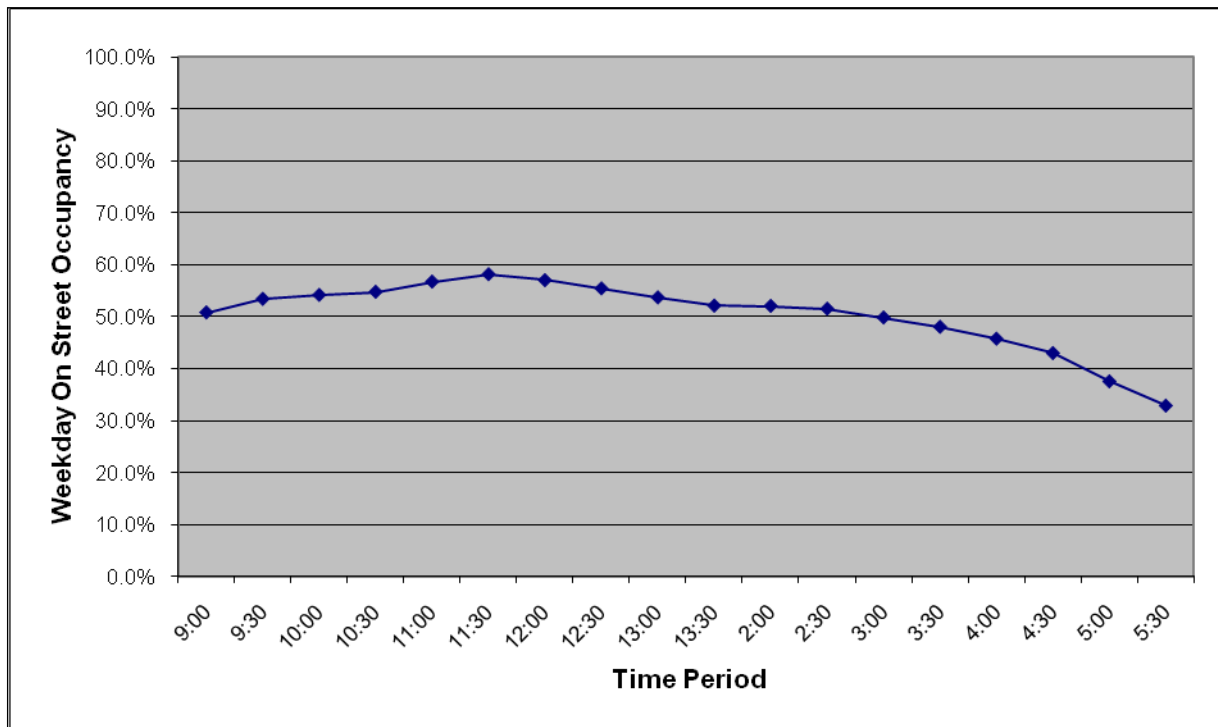


- Parking restrictions in Colac are in operation between 7.30am and 5.30pm on Weekdays and 7.30am and 1.00pm on Saturdays. On-street parking is therefore unrestricted before 7.30am and after 1.30pm on Saturday and 5.30pm on weekdays.

2.2.2.1 Weekday Key Findings

- Over the entire commercial centre, the peak demand for on-street parking occupancy during the week is 58%. As shown by Figure 2.5, the peak period for weekday parking in Colac is 11.30am.

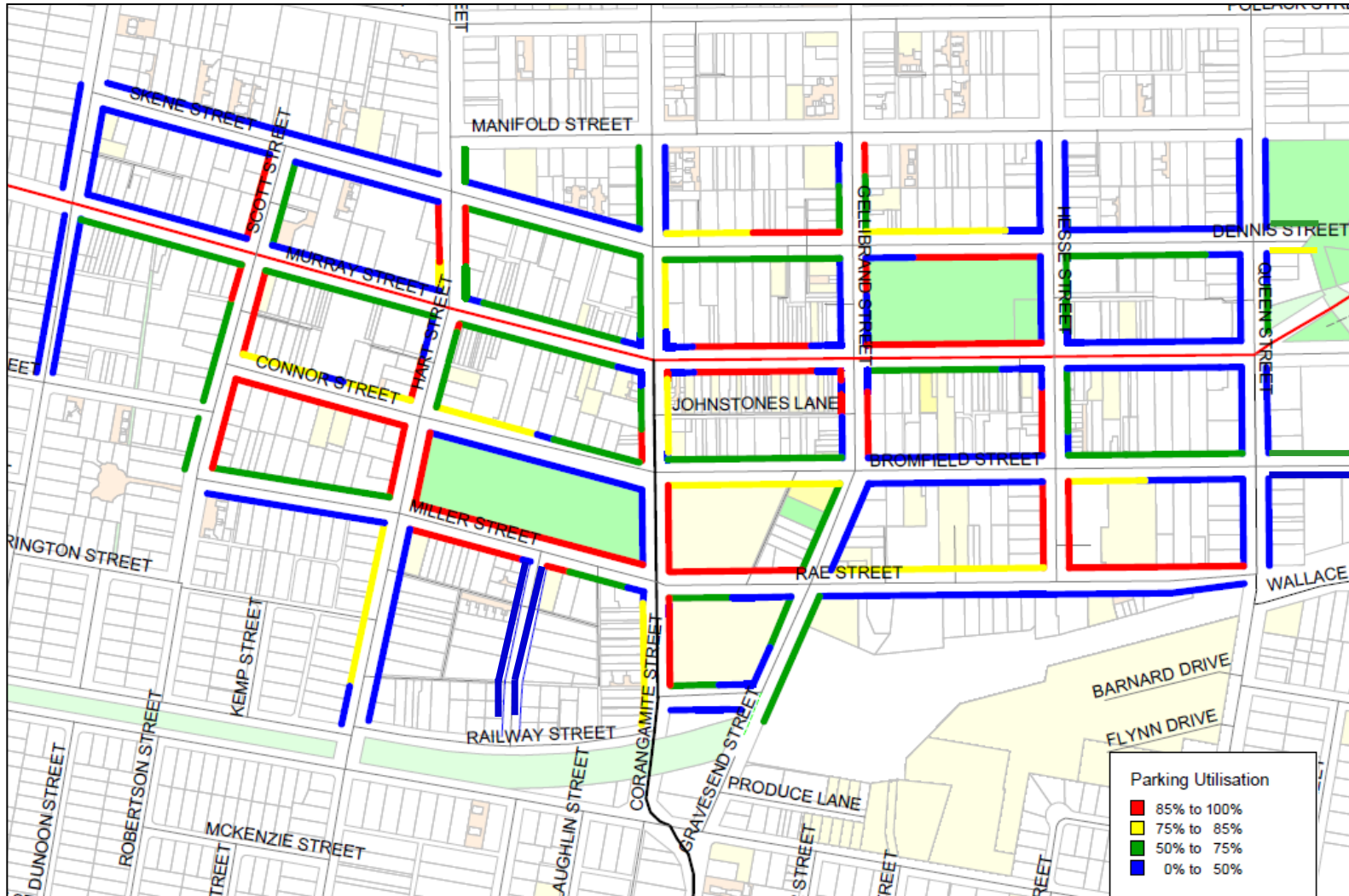
Figure 2.5: Profile of Weekday Parking Occupancy



- As shown in Figure 2.6, weekday on street parking in the commercial centre during the busiest period of the day is generally highly utilised on those streets in close proximity to:
 - The main retail area on Murray Street
 - The national retailers such as Safeway, Target and Coles
 - The hospital which can be accessed via Corangamite Street, Bromfield Street, and Hart Street
 - The light industrial uses located on the northern side of Bromfield Street
- Despite the higher occupancy rates in these areas, the frequent turnover of the many on-street parking spaces available meant that at most locations there was always unoccupied spaces available for use. This was confirmed through interviews with members of the public undertaken on the survey day in which respondents anecdotally noted that they rarely have difficulty in finding on-street parking spaces close to their destination.
- On-site observations indicate that this high parking demand is likely to be a result of:
 - Limited off-street facilities servicing the hospital and light industrial areas
 - Short term parking restrictions on Murray Street
 - Limited off-street parking facilities providing the public with medium to long stay parking
- Outside of the central area, there are localised instances of high parking demand generated by the light industrial and plant hire uses which tend to have limited off-street facilities to cater for both employee and visitor parking demand.
- The peripheral areas of the commercial centre are typically either residential or industrial / commercial areas which tend to generate significantly less parking demand than the retail, health and administration services

located in the centre of the commercial area. Parking demand generated by the residential, industrial / commercial land uses located towards the outskirts of the Study Area are generally catered for by private off-street parking facilities.

Figure 2.6: Weekday parking occupancy map (11.30am)



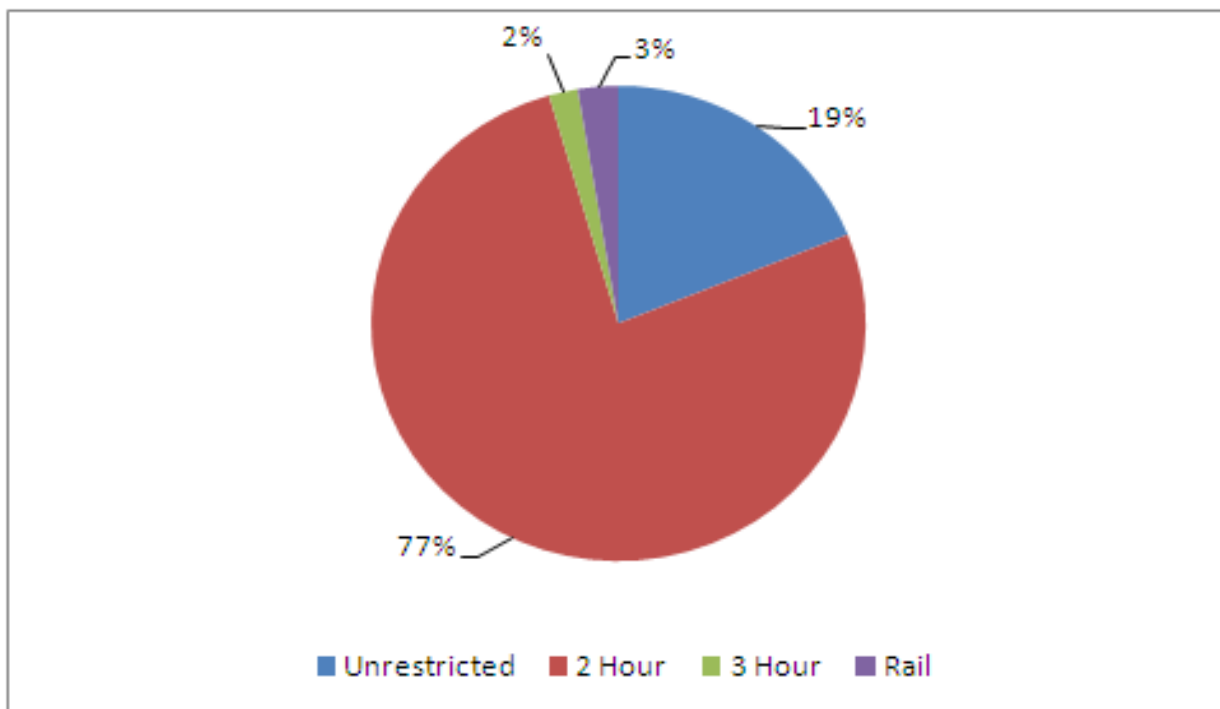
2.2.2.2 Weekend Key Findings

- On the weekend, on-street parking occupancy in the Colac Commercial Centre is 30%. The peak period for weekend parking in Colac is 11.00am, with the demand for parking significantly decreasing after 1.00pm when many of the land uses within the commercial centre close for the day.
- With the exception of a few streets located close to the central area of Murray Street, weekend on-street parking occupancy during the peak period is very low. Indeed, low parking occupancies were observed throughout the study period which gave the visual impression of a streetscape dominated by wide roads with empty parking spaces.
- The areas with high weekend parking demand are generally in close vicinity to the Safeway retail precinct and the national retail outlets located on Murray Street. Parking on these streets was generally high throughout the survey period reflecting the opening hours of the national retail outlets (most smaller retail outlets closed for business during the early afternoon).
- Similar to the weekday surveys, high demand for on-street parking throughout the survey day was observed on Rae Street (opposite the Colac Otway Performing Arts & Cultural Centre (COPACC)) and on Corangamite Street to the south of Rae Street. These streets provide longer term parking throughout the day and most likely service the longer term parking needs of Safeway employees.

2.2.3 Off-Street Parking

- There are 14 off-street car parks within the Colac Commercial Centre with a combined total of 986 off-street parking spaces. As shown in Figure 2.7, over three-quarters of the total off-street parking spaces within the commercial centre are subject to 2 hour parking restrictions, with unrestricted parking accounting for close to a fifth of the provided parking spaces.

Figure 2.7: Breakdown of off-street parking supply by parking restriction



2.2.3.1 Weekday Key Findings

- As shown in Table 2.3, the weekday demand for off-street parking in most of the surveyed car parks during the peak period is on the most part <85%, with the car parks servicing the health and administration services experiencing the highest demand for parking.

Table 2.3: Occupancy of off-street car parks in Study Area – weekday peak period

	Off Street Car Park	Capacity (Parking Spaces)	Parking Restriction	% Spaces Occupied (Peak Period)	Spare Spaces (Peak Period)
1	Safeway Car Park	173	2P	68%	55
2	Johnsons Public Car Park	92	2P	75%	23
3	ALDI Car Customer Park	183	2P	31%	126
4	Coles Customer Car Park	165	2P	52%	80
5	Target Customer Car Park	27	2P	59%	11
6	Public Car Park 1	22	2P	86%	3
7	Stiltingtons Public Car Park	63	2P	51%	31
8	McDonalds Customer Car Park	27	Unrestricted	37%	17
9	Mitre 10 Customer Car Park	45	Unrestricted	20%	36
10	KFC Customer Car Park	15	Unrestricted	40%	9
11	Colac Area Health	80	Unrestricted	94%	5
12	Union Club Hotel Customer Car Park	13	Unrestricted	85%	2
13	Council Staff Car Park for Fleet Vehicles	18	3P	61%	7
14	Council Offices Employee Car Park	38	Unrestricted	79%	8
15	Colac Rail Station Car Park	25	Unrestricted	44%	14

- During the weekday peak period, in the order of 427 off-street car parking spaces were available - this equates to approximately 43% of the total off-street parking stock in the Colac Commercial Centre.
- On the most part, compliance with off-street parking restrictions was generally very good with only small percentage (<5%) of motorists observed to be overstaying the time limits.
- The majority of motorists who overstayed the parking restrictions did so for less than 30 minutes.
- A number of motorists were observed to continue to park in short-term parking areas but move their car to another space once the time limit has been reached.
- The demand for car parks servicing the supermarkets remained relatively constant during most of the survey period with an uplift in parking demand of 10-20% at the end of the survey period.
- It was observed that the majority of car park patrons only visited the land use(s) served by the car park.
- For the majority of the weekday survey period, the rail station car park was less than 25% full.

2.2.3.2 Weekend Key Findings

- Overall, the demand for off-street parking in most of the surveyed car parks during the weekend peak period is fairly modest and indeed lower than the weekday peak demand.
- During the weekend peak period, in the order of 562 off-street car parking spaces were available - this equates to approximately 57% of the total off-street parking stock in the central Colac study area
- With the exception of the car parks servicing the major retailers which had a relatively constant demand throughout the weekend survey period, many of the other car parks were on the most part empty from 1.00pm onwards.

- On the most part, compliance with off-street parking restrictions was generally good.

2.3 Summary of Issues

2.3.1 Parking Issues Identified by Surveys

The undertaken surveys identified that there is a more than adequate supply of parking spaces within the Colac Commercial Centre to service existing parking demand. It was found that even in many of the most desirable locations there were often available parking spaces during the peak periods.

Notwithstanding this, the parking surveys highlighted some parking related issues that should be addressed in order to better cater for the varying types of parking demand, reduce overspill of parking into residential areas and ensure the more efficient use of parking supply.

These issues have been discussed in detail within an Issues and Opportunities Paper prepared as a precursor to this Parking Strategy and are summarised in Table 2.4.

Table 2.4: Parking Issues Identified by Surveys

	Issues
Medium to long term parking	Lack of clearly defined longer term parking facilities within a reasonable walking distance of the most desirable areas. This results in: <ul style="list-style-type: none"> - Parking in residential areas - Misuse and unavailability of existing short term parking
Residential parking	Evidence of parking "overspill" from health, industrial and retail uses into residential areas. This can result in a number of amenity problems for residents.
Management of on-street parking spaces	<ul style="list-style-type: none"> - Over supply of on-street parking spaces in some locations in Colac - Protection of residential areas from overspill parking - Commuter parking reducing short term parking opportunities - Demand for short term parking near medical offices - Disabled bays, loading zones and bus zones generally underutilised.
Improved way-finding	<ul style="list-style-type: none"> - Lack of way-finding guidance to and from parking facilities in central Colac area.
Managing future parking needs	<ul style="list-style-type: none"> - A need to determine suitable parking rates for future development in Colac - Parking, and in particular surface car parks, is seen as an inefficient use of land, which could alternatively be used to create and promote a more pedestrian or cycle friendly town centre environment - An abundance of parking can encourage shorter trips or multiple short trips to be undertaken by car - There is a need to provide more attractive non-car transport infrastructure and services to provide a viable alternative to car travel particularly for shorter trips such as those trips that start and end within the wider Colac area

2.4 Public Consultation

2.4.1 Issues Raised During Public Consultation of Issues and Opportunity Study

A series of business and community workshops were undertaken in Colac in April 2010. These sessions provided an opportunity for the public to speak with Council officers and AECOM consultants with the aim of providing feedback on the Issues and Opportunities documents and contributing to the development of the Parking Strategy. The workshops were split to cater for the specific interests of business groups and residents.

A full list of comments provided by the public, businesses and community groups is provided in Appendix A, with a summary of the key issues outlined below:

- There is a general perception that some of the key land uses in the commercial centre do not have sufficient off-street parking resulting in a significant number of employees and visitors using unrestricted on-street facilities. This in turn is restricting access to parking spaces for residents and smaller businesses.
- Where off-street parking spaces are available, there is a general perception that businesses are still parking on-street which is restricting customer access to parking facilities.
- There is a general perception that many of the vehicles parked in residential areas are commuters seeking long term parking facilities.
- There is general support for an increased number of parking spaces to be provided close to COPACC. The current time limit restrictions should also be extended to accommodate visitor requirements to COPACC.
- Public off-street car parks accessed from Bromfield Street have, following consultation with local businesses, been reduced from 4 hour parking restrictions to 2 hour parking restrictions due to commuter parking restricting customer access to the parking facilities.
- There is general lack of enforcement resulting in some unwelcome practices such as overstaying time limits and delivery vehicles double parking.
- There is a need for more directional signage advising different types of motorists of available parking spaces e.g. cars with trailers.
- Tour bus parking would be better placed on Murray Street where visitors would have easier access to key facilities in the Colac Commercial Centre.
- There is a need for improved access to disabled spaces, both in terms of location and supporting infrastructure such as ramps and crossing facilities.

2.4.2 Issues Raised During Public Consultation of the Draft Parking Strategy

Public Consultation in the form of community drop in sessions and requests for written submissions was undertaken in June 2010. Six submissions were made through the public consultation process. A summary of the key identified issues are outlined below:

- There was general support for improved trailer / tour bus drop off area on Murray Street at Memorial Square.
- A dedicated trailer / tour bus drop off area on Murray Street at the western end of the CBD would require public facilities (i.e. toilets, rest areas) to be provided.
- There was support for the acquisition of sites by Council to construct future car parks in the Commercial Centre.
- There was a request for the creation of half hour parking restrictions in Murray Street between Queen and Armstrong Street to encourage passing traffic to stop and shop.
- Consideration should be given to retaining the existing long term parking supply in the Connor / Hart / Scott Street area to meet both residential and business. Need to allow employees and residents to share this area.
- Short term parking restrictions installed to improve access to residential land uses should only apply to the residential side of the street if there are non-residential uses on the opposing side of the street.
- Parking has become difficult within the vicinity of Colac Area Health due to the need for people to access services.

2.5 Colac Car Parking Strategy

2.5.1 Strategy Aims

The Colac Parking Strategy reviews current parking demand and management arrangements and puts forward recommendations to Council on a series of integrated measures to address current parking issues and provide both strategic and local direction for future parking provision in the commercial centre.

The Strategy has the following main aims:

- Improve management of on-street and off-street car parking to achieve optimum use and turnover of car parks.
- Maximise the availability and awareness of existing parking by better managing demand and encouraging alternative transport modes such as walking, cycling and public transport.
- Manage the provision of off-street parking for new and existing land uses.
- Encourage good design principles to minimise the amount of land used by car parking.

2.5.2 Strategy Policies and Actions

The following section discusses specific parking issues for Council to further investigate, and if financially feasible, implement the appropriate action to address the problem. Parking Strategy policies addressing each issue are outlined and, where appropriate, suggested actions to help deliver the policies are included.

2.5.2.1 Managing the Supply of Parking

Given the rural location of Colac and the limited public transport options available, car travel will continue to be the dominant mode of transport both to and within Colac for many trips. The provision of a generous supply of free car parking that caters for the parking requirements of residents, visitors and commuters is fundamental to the function of Colac as a regional centre. As such, there is a need to manage the level and operation of parking supply to ensure that the appropriate mix of short, medium and long stay parking spaces is provided whether this is on-street or within off-street car parks.

The preparation and subsequent public consultation of the Issues and Opportunities Paper undertaken as a precursor to this Parking Strategy identified two key issues with respect to the supply of parking within the Colac Commercial Centre:

- There is a need to provide more dedicated medium to long term (i.e. over 2 hours) parking facilities servicing non-residential land uses in Colac.
- There is a need to manage the impact of overspill parking where this is impacting on the availability of parking supply for residents or businesses outside the core areas of high parking demand.

A review of the prevailing parking environment in the Colac Study Area has revealed that the majority of both on-street and off-street parking space servicing the main trip attractors located in the centre of the commercial area are subject to either 1 or 2 hour time limit restrictions. Whilst this has some benefits in encouraging the turnover of parking spaces and increasing short term parking opportunities in the most desirable locations, the lack of medium to long term parking spaces is resulting in:

- The use of unrestricted on-street parking spaces servicing residential areas or locations with small businesses thus potentially reducing the parking opportunities for genuine visitors to these land uses.
- The inefficient use of parking facilities in the most desirable locations with many on-street and off-street parking spaces underutilised.

The following options have been considered to improve the mix of parking supply and reduce the impact of a lack of longer term parking in the Colac Commercial Centre:

- **Provision of new car parks**

Opportunity may arise in the future to construct an off-street car park that could accommodate longer term parking and therefore complement the current supply of short stay parking in the commercial centre. This could either be in the form of a publicly provided parking facility or a privately provided facility associated with a specific development.

Publicly provided facility

Council have purchased the Civic Home Timber and Hardware store located on the south side of Railway Street, directly opposite the former civic precinct. The purchase of this site could allow the southward expansion of the civic centre and the possible closure of Railway Street to the west of Colac rail station. Within this area, there is potential for Council to accommodate additional parking that could further service the parking needs of the civic precinct which attracts a number of visitors to the community and recreation facilities. Should Council consider it to be an option, this location would also be ideal for longer term parking serving the wider public given the close proximity to key trip generating land uses whilst still being on the periphery of the Commercial Centre.

Given the proximity of the civic precinct to key trip generating land uses in the commercial centre, there is potential for any parking area to be made available to the wider public and potentially those with longer term parking needs.

The cost of providing new car parks including the purchase of land, demolition, construction and maintenance costs (whether this is at the Civic Hardware or alternative site) will be substantial and it may not be possible for Council to wholly undertake these costs.

Two different funding mechanisms that could assist with the funding of new car parks have been considered; these being a "special rates" scheme and a "payment in lieu" scheme.

Typically, a "special rates" scheme would require all existing non-residential developments to financially contribute to a fund that can be used to construct and maintain a new car park facility. Under this type of scheme, this fund would be required regardless of the extent to which they may have already satisfied their own statutory parking requirements. The undertaken parking surveys have identified that whilst some localised areas in the commercial centre are subject to high levels of parking demand, the overall existing level of parking supply is able to cope with the parking demand and spare parking capacity exists. In this context it is considered that, on the most part, there is not a significant parking problem that can be collectively attributed to existing developments.

Alternatively, Council could seek to put in place a payment in lieu scheme that requires new developments that are unable to satisfy their off-street parking requirements to make a financial contribution to Council as a condition of the planning permit to assist in funding initiatives to manage the impact of a shortfall in parking. The contribution is typically required from owners of new developments, extensions to existing buildings and when a change of use occurs to an existing building.

This type of scheme is considered to be a fair and equitable funding mechanism, however a cash in lieu scheme, whether this is implemented at a commercial centre wide level or targeted at locations with high parking demand is likely to be difficult to justify for the following reasons:

- Even in the busiest areas there is spare parking available both on and off street.
- Outside of the busiest areas there is an abundance of spare parking available during the peak periods. The spare parking is located within easy walking distance of the high trip generating developments.
- Colac is likely to experience a modest level of future development and, therefore, the extent to which payment in lieu contributions can assist with the funding of new car parks is likely to be limited.

Given the high costs involved and limited funding options available, the provision of a publicly provided purpose built off-street car park other than the former Civic Hardware site is unlikely to be a feasible short term option particularly given the level of parking currently available in the commercial centre during the peak periods.

Whilst a purpose built publicly provided off-street car park may not be a feasible option, it is recognised that Council has prepared a draft report for the Colac CBD and Entrances Project. Whilst currently not adopted, the draft report sets out a number of suggested measures to improve amenity and land use in the CBD including:

- Redesigned roundabouts to include standardised design treatments and pedestrian crossing points that observe pedestrian movement desire lines
- Increased mid-block pedestrian crossings
- Increased pedestrian crossing times in locations with significant walking activity
- Development of a permeable network of laneways and arcades
- Introduction of a shared zone within Gellibrand Street, on the western edge of Memorial Square (with the potential to increase the shared zone area to the other streets surrounding Memorial Square and south along Gellibrand Street to the Colac train station)
- Introduction and upgrade bicycle lanes
- Gradual improvement of bus stops, prioritising those within locations of high pedestrian activity
- Investigate options for rationalising car parking within the CBD, whereby underused car parks are either redeveloped or improved
- Redesigned car parks to improve their layout, capacity, pedestrian safety and appearance

Whilst the project is not yet finalised, Council will not be capable of wholly undertaking the costs associated with the implementation of any parking related projects arising from the Colac CBD and Entrances Project. In this regard, there may be potential to adopt a funding mechanism such as a “payment in lieu” scheme (as described above) to assist with funding. The possibility of introducing a “payment in lieu” scheme will need to be assessed following the completion of the Colac CBD and Entrances study, with any required contributions measured against the costs involved in implementing parking related projects.

Development provided facility

Opportunity may arise as part of future development, redevelopment or expansion plans for land uses in Colac to provide a new car park facility that sufficiently caters for all parking needs associated with that development including the long term parking needs of employees and short stay parking needs of visitors.

A good example of this is the redevelopment of the Bulla Cream Site on Conner Street which includes a new off-street employee and visitor parking facility. The provision of a car park on this site is likely to reduce the current demand for long-stay on-street parking by employees to the site and therefore hopefully result in improved parking opportunities for residents and other businesses located in the north-west area of the commercial centre.

The provision of additional parking facilities at existing land uses that helps minimise any overspill of long stay parking onto nearby streets, thereby increasing parking opportunities for other land uses, is seen as a key opportunity to help promote Colac as a thriving regional centre.

In locations where overspill of long term parking into residential or mixed use areas is an issue (such as in the hospital precinct), Council should seek that any new development or expansion of existing uses provide sufficient parking on-site to cater for the parking demand generated by that land use. In particular, Council should work with Colac Area Health to achieve greater off-street parking associated with the hospital and medial land uses.

- Providing long term parking in existing off-street car parks

Over three-quarters of the total off-street parking spaces within the commercial centre are subject to 2 hour parking restrictions. Within these 2P car parks, 329 (45%) of the parking spaces are currently vacant during the peak period for parking demand within the commercial centre. This suggests that the supply of short term parking in these off-street parking facilities is clearly exceeding the demand for short term parking, particularly given the ample supply of convenient short term parking provided on many streets close to the off-street car parks.

The oversupply of short stay parking in the most desirable areas is effectively forcing employees to find parking that services their needs in on-street facilities even when (in some cases) the car park servicing their place of work is not fully utilised.

It is recognised that previously experienced parking issues have set the precedent for the current management of parking supply in these off-street car parks. Historically, key off-street car parks including Johnsons and Stilingtons car parks have had time limit restrictions reduced from 4P to 2P parking following justified concerns from local businesses that long term parking by employees (who don't necessarily work close to these car parks) were restricting customer access to parking spaces close to their businesses. This line of thought has continued and been applied to subsequently constructed car parks (or existing car parks that have come under Council management) whereby agreements have been sought to prevent long term parking in these car parks by employees or other land uses in the commercial precinct.

Taking this into consideration, the use of the excess parking supply in off-street car parks to cater for medium to long term parking needs of the commercial centre is still seen as the most feasible management tool to ensure that off-street car parks are more efficiently utilised through the provision of an appropriate mix of short, medium and long stay parking spaces. This could be achieved by:

- Providing dedicated staff parking areas in those car parks which directly service specific national retailers (e.g. Safeway and Aldi car parks) thus freeing up on-street parking spaces; and
- Providing some long term parking in public car parks which could be used by staff of businesses or employers who currently do not have sufficient on-site parking.

- Rationalisation of existing on-street parking spaces

As in many urban centres, on-street parking in Colac is vital to the competitiveness of small scale retail and business premises given the convenience associated with providing parking close to these destinations. Generally, retail and business opportunities are optimised by encouraging regular turnover of spaces, whilst maintaining a high occupancy of parking close to retail outlets. As such, the provision of medium or long term parking in the vicinity of smaller scale retail outlets may impact these businesses by restricting the number of customers who can access the retail or business premises. Likewise, on-street parking plays an important role in servicing the visitor parking needs of residential properties abutting streets.

Table 2.5 outlines the parking requirements for these key land uses in the Colac Commercial Centre.

Table 2.5 On-street Parking Requirements

Street Frontage	Parking requirement
Residential	Short term parking for visitors and essential services (i.e. meals on wheels, home help, medical services and trades people) to access residential addresses.
Retail	Requirement for continual turnover of spaces whilst maintaining high occupancy close to retail outlets. This will encourage spending and allow for easy transportation of purchases and delivery of goods.
Office	Parking is required to allow for business meetings and delivery of goods.

A review of the prevailing environment indicates that whilst over 50% of on-street parking spaces in the commercial centre are unrestricted, the most desirable areas (i.e. close to the retail and commercial core) are generally serviced by short term parking restrictions.

The retention of short term time based restrictions for on-street parking in the most desirable areas is likely to:

- Encourage turnover of customers to retail and business premises through the provision of short term parking.
- Ensure that medium term and long term parking demand is catered for by off-street private and Council car parks.
- Ensure that all on-street parking is utilised efficiently. Generally, compliance with short term parking restrictions tends to be very good. This was found to be the case in the Colac Commercial Centre with rarely any instances were vehicles were noted to be significantly overstaying short term time limits.

Notwithstanding this, the 2009 parking surveys identified that there are locations within the commercial centre (outside of the residential areas) where parking occupancy was low throughout the day. In the commercial centre,

low parking occupancy tended to be at locations without active street frontages or where centre of road parking has been provided in addition to kerb side parking.

The use of the excess on-street parking to cater for medium to long term parking needs of the commercial centre is seen as another feasible management tool to provide a more balanced mix of parking restrictions. To reflect the different access requirements of visitors and commuters, medium term parking (i.e. 3P) would be best suited within closer proximity to key land uses such as the hospital and nearby businesses, whilst long term parking should be restricted to the more peripheral areas of the commercial centre.

Taking this into consideration, the on-street parking supply that would be most suited to medium stay parking would be:

- Bromfield Street between Corangamite Street and Gelibrand Street (north side angle parking)
- Connor Street between Hart Street and Corangamite Street
- Miller Street between Hart Street and Corangamite Street

The on-street parking supply that would be most suited to long term or all day parking would be:

- Rae Street between Gelibrand Street and Queen Street
- Bromfield Street between Hesse Street and Queen Street (in 1P parking areas)
- Bromfield Street between Gelibrand Street and Hesse Street (centre of road parking)

Should the suggested changes to time limit restrictions result in a higher demand for parking, there is likely to be opportunity in some locations (i.e. on Rae Street between Gelibrand Street and Queen Street) to increase the supply of on-street parking spaces to meet demand through the conversion of parallel parking spaces to angle parking spaces.

A flexible approach to the introduction of medium and long term parking that takes into consideration the parking needs generated by abutting land uses should be adopted rather than a blanket provision. It may be a requirement to retain a section of short term parking (in proposed medium and long term parking locations) or long term parking (in proposed medium parking locations). This may range from the retention of a few spaces to a whole side of the street depending on demand.

- **Reducing the demand for long term parking**

Whilst there is a need to provide long term parking to support the function of Colac as a regional centre, it is recommended Council seek that long term parking demand generated by employers in the commercial centre is managed with a view to reducing the reliance on car travel. This could be achieved by encouraging more efficient use of cars by staff and visitors to a development through the promotion of travel by more sustainable means of transport. This could be assisted through the implementation of workplace and education travel plans which may include the uptake of the following travel initiatives:

- Subsidised public transport tickets, particularly during peak periods. This would reduce long term parking by staff and free up parking spaces for additional customers.
- Provision of information on public transport, cycling and walking facilities.
- Car pooling and provision of bicycles for staff use.
- Provision of adequate changing and washing facilities.

The recommended parking supply management policy to be adopted by Council is set out in Strategy Policy 1 and 2.

Strategy 1: Off-Street Parking Supply

Ensure that there is an appropriate level of medium and long term parking provided in off-street parking facilities.

Actions

- In consultation with local stakeholders, Council will seek to increase the number of medium and long term parking spaces in off-street car parks with a view to retaining a portion of short stay spaces to facilitate customer access.
- Council will support and encourage the provision of additional parking facilities at existing developments in the commercial centre where this is seen to minimise any overspill of long stay parking onto nearby streets.
- Council will review the outcomes of the Colac CBD and Entrances study and will investigate possible funding mechanisms such as a payment in lieu scheme to assist with the implementation of parking related projects.
- In locations where overspill of long term parking into residential or mixed use areas is an issue (such as in the hospital precinct), Council will seek that any new development or expansion of existing uses provide sufficient parking on-site to cater for parking demand generated by that land use including disabled parking.
- Council will work with Colac Area Health to encourage a greater level of off-street parking to cater for the parking demand generated by the hospital and medical land uses.

Strategy 2: On-Street Parking Supply

Ensure that on-street parking is efficiently utilised and best services the parking needs of land uses fronting the road network.

Actions

- In locations with active street frontages and a high demand for on-street parking, Council will seek to retain or provide the appropriate short term parking restriction that best reflects the needs of the land uses fronting the road network.
- Council will generally seek that medium and long term parking demand is catered for by off-street private and publicly owned parking facilities. However, in locations where there are no active street frontages and a low demand for on-street parking, Council will consider the introduction of medium to long term parking restrictions to help encourage the use of these parking spaces. Should the suggested changes to time limit restrictions result in a higher demand for parking, Council will consider increasing on-street parking supply through converting parallel parking to angle parking where feasible.
- Should the change of parking restrictions in areas of low parking demand not result in increased or efficient use of the on-street parking spaces, Council will seek to reallocate the road space to an alternative use such as the provision of cycle paths or other urban design measures.
- In consultation with local stakeholders, Council will periodically review parking restrictions with a view to possibly altering operating hours or restriction type where demand requires.
- Council will periodically monitor the utilisation of on-street parking spaces and will investigate measures to further manage on-street parking should occupancy levels consistently exceed 85%.
- Council will review the outcomes of the Colac CBD and Entrances study and will investigate possible funding mechanisms such as a payment in lieu scheme to assist with the implementation of parking related projects.

2.5.2.2 Management of on-street parking

On-street parking is often the most convenient form of parking and, for varying reasons, access to on-street parking spaces is essential to businesses, people with disabilities, residents and their visitors, public transport users and for the delivery of goods. As is the case in the Colac Commercial Centre, there is competition for the limited kerb side space between various users, each of which has varying parking requirements. The challenge to Council therefore, is to ensure that the parking requirements of different users are met through the equitable sharing or protection of on-street parking spaces.

- Residential Area Parking

Given the proximity of the residential areas to the central area of Colac, in some locations the parking demands created by the retail, industrial and service industries during peak periods can overspill into the residential areas thus potentially affecting local resident's amenity and reducing the parking opportunities for genuine visitors. This overspill is particularly evident to the west of the commercial centre, where the parking demand of the hospital, medical precincts and industrial uses is competing with residential parking demand and the parking demand generated by small businesses in the area.

Council has received representations from the local community indicating support for the introduction of parking restrictions in interface areas where there is an overspill of parking into the more residential areas. Whilst it is recommended that Council supports the principle of introducing parking restrictions in interface areas, the requirement to do so should be monitored in line with the proposed increased provision of longer term parking in the Commercial Centre (whether this is in existing or new public or development provided off-street car parks) which is anticipated to reduce the occurrence of overspill parking into residential areas. It is important to ensure that parking pressures are not simply transferred to neighbouring residential areas.

Should there be a future requirement to introduce parking restrictions in residential areas, it is considered that the introduction of 2P parking will be the most effective form of restriction in the interface areas as:

- 2 hour restrictions will encourage the turnover of those vehicles prepared to continue to park in the interface; and
- In many cases, two hour parking restrictions should cater for the parking requirements of genuine residents' visitors (i.e. family, friends, home help, trades people etc) and visitors to small businesses.

It is recognised that the introduction of parking restrictions in residential areas can be unpopular as residents understandably tend to prefer free long stay parking directly outside their home. As shown in many residential areas throughout Victoria, the most effective way of allowing residents to be exempt from parking restrictions on their street is through the introduction of resident parking priority scheme.

If there is sufficient local community support for this type of scheme, residents would be issued a resident parking permit which is displayed in the residents' car window allowing them to park unrestricted on their street. Residents would also be able to apply for visitor permits to cater for the longer term parking needs of genuine visitors.

However, to facilitate the fair and equitable use of on-street parking spaces, the introduction of a resident priority parking scheme would need to be subject to the following conditions:

- One (1) on-street parking permit will be issued per single-lot residential property free of charge to existing dwellings.
- Permits will not be issued to dwellings constructed after the introduction of the resident priority scheme with development parking requirement provided on-site.

In terms of administering a resident parking permit scheme, a review of residential parking schemes operated by other Councils in Victoria has identified the benefits of a consolidated administrative system that allows a designated Council department to:

- Check the eligibility of permit applications.
- Store and retrieve permit holders details.
- Issue resident and visitor permit renewal notices.
- Log instances of infringements and issue infringement notices.

The possible development of an electronic system detailing the above information is seen as a simple and efficient reference tool for sharing and updating parking related information between various Council departments.

- **Disabled and Mobility Impaired Parking**

Colac Otway Shire and the township of Colac have a relatively high proportion of people over the age 65 years old in comparison to the Victorian and Australian average. As such, there is a need to ensure that there is an adequate supply of convenient and accessible parking spaces that can be used by disabled or mobility impaired visitors to the Colac Commercial Centre.

Currently there are 25 disabled spaces in the commercial centre. Disabled parking bays were observed to be generally under-utilised. A review of the location of existing would suggest that the majority of disabled parking bays are reasonably well placed in that:

- Disabled parking spaces are within a short walking distance of key facilities such as Murray Street retail and banking facilities, Colac Area Health and COPACC.
- On Murray Street, disabled parking bays have been provided on the end of blocks which are easy to park in.
- Outside of Murray Street, traffic levels are much lower meaning that disabled persons can easily cross the road if required to do so.

The low utilisation rates could therefore be due to the following reasons:

- In many locations there are often available parking spaces during the peak periods which perhaps allows disabled motorists to park closer to their intended destination for their visit to the commercial centre
- Disabled motorists are allowed to park for twice the stipulated period in a green signed parking space which may be more appealing than the benefits associated with wide parking spaces
- Accessibility to disabled spaces, in terms of supporting infrastructure (i.e. ramps etc) is poor
- There is adequate off-street facilities servicing key land uses

There are no guidelines on the required rates for the provision of on-street disabled parking spaces. As such, disabled parking policy adopted by other Victorian Councils such as the City of Melbourne is based on meeting the stated needs of disabled visitors rather than providing a blanket provision. This approach involves engaging and listening to representations from relevant stakeholders including disabled and mobility impaired residents and visitors to identify where and how access for disabled people can be improved. Where key issues are identified the parking requirements of disabled users are given priority in the allocation of kerb side space.

It is recognised that on-street disabled spaces are costly to provide particularly in terms of the supporting infrastructure that is required. Therefore, it is important that any provided disabled spaces are well utilised given that the spaces effectively reduce the level of on-street parking available to other land uses in the area. On this basis, developments requesting the provision of disabled spaces should be required to demonstrate that there is sufficient demand for disabled parking and that there are no off-street parking spaces on site that could adequately cater for the disabled persons parking need.

- **Tour Coach and Car Trailer Parking**

Trade associated with tourism is very important to the local economy in Colac, particularly with the increases in the number of visitors to township during the holiday seasons. The ability of tour coaches to drop off passengers in the most desirable locations and cars with trailers to find suitable parking is therefore fundamental in attracting visitors and helping to support the local economy.

Tour coaches and trailers nonetheless require significant kerb side space to manoeuvre in and out of parking spaces. The provision of dedicated on-street parking for these larger vehicles may not represent the most efficient use of road space which, particularly during the holiday season, is important to attracting trade from vehicles passing through the township.

The options for provision of coach parking and trailer parking will be determined through the Colac CBD and Entrances Project, where these issues will be balanced with urban design initiatives which seek to improve pedestrian amenity in the central part of Colac.

The recommended on-street parking management policy to be adopted by Council is set out in Strategy Policy 3, 4 and 5.

Strategy 3: Residential Parking

Ensure that the parking needs of residents are given high priority in residential areas with a view to reducing the impact of overspill parking from non-residential land uses.

Actions

- In locations where overspill of parking into residential areas is an issue (such as in the hospital precinct), Council will seek that any new development or expansion of existing uses provide sufficient parking on-site to cater for parking demand generated by that land use.
- Council will work with Colac Area Health and other key stakeholders to encourage a greater level of off-street parking to cater for the parking demand generated by the hospital and medical land uses.
- Council will continue to monitor the occurrence of overspill parking in residential areas with a view to investigating the need for short term parking restrictions or a residential parking scheme if required.

Strategy 4: Disabled Parking

Ensure that the parking needs of disabled and mobility impaired drivers are given high priority with a view to identifying and improving accessibility issues in the Commercial Centre.

Actions

- Council will continue to engage and listen to the parking needs of disabled and mobility impaired drivers with a view to improving parking opportunities where feasible.
- Council undertake a review of the accessibility of on-street disabled parking spaces with a view to providing accessible infrastructure where feasible.

Strategy 5: Tour Coach and Car Trailer Parking

Investigate the need to provide tour coach parking and passenger drop off requirements in the Colac Commercial Centre.

Actions

- Council will review the outcomes of the Colac CBD and Entrances study with a view to investigating possible locations for the introduction of additional passenger drop off zones for tour coaches in the commercial centre.
- Council will install directional signage to parking facilities that provide coach and car trailer parking.

2.5.2.3 Directional Signage

Colac serves a large catchment area in south west Victoria as the principal retail, commercial, entertainment and employment focal point. Given the excellent connections to the arterial road network, car travel will continue to be an important means of accessing the Colac Commercial Centre.

In many urban centres, additional delay and congestion is caused by motorists searching for car parking spaces. This lack of awareness can result in some car parks or time restricted areas being under-utilised and may have the additional consequence of car park patrons undertaking additional trips to time restricted parking has been exceeded. As such, Directional Signage guiding motorists to their intended destination has an important role to play in avoiding unnecessary circulation within the Colac Commercial Centre and ensuring that existing parking facilities are utilised to their optimal potential. The use of directional signage will also be key to implementing Council policy objectives for increasing long term parking and providing parking for coaches and car trailers as set out in this Parking Strategy.

There are various types of directional signage ranging from static signage providing the most basic levels of information to advanced electronic parking guidance systems which are designed to provide real time information on parking such as car park occupancy levels. There are a range of additional benefits associated with electronic parking guidance systems including reduced time spent searching for spaces and an improved public image of the area, although these benefits are reflected in the high purchase and operating costs. It is considered that it would be more cost effective to upgrade existing static signage.

The key objective in the provision of effective directional signage is to ensure that the information is legible, easily understood, informative, provides directions, and is unobtrusive to the surrounding streetscape. Information should be designed to reduce clutter by rationalising and simplifying messages, resulting in less but more effective information.

An inventory of existing directional signage in the commercial centre has identified that there is some existing directional signage on Murray Street advising motorists of available parking to the south of Murray Street. The commercial centre would nonetheless benefit from further directional signage particularly with regard to:

- Advising motorists of locations where long term parking is available; and
- Advising large vehicles where suitable parking is available;

The provision of recognisable signs with uniform style and colour is fundamental to the success of implementing a directional signage scheme. It is recommended that Council ensure that any future directional signage is installed in accordance with the style and colour adopted by Council.

The recommended policy relating to directional signage to be adopted by Council is set out in Strategy Policy 6.

Strategy 6: Directional Signage

Ensure that an appropriate level of directional signage is available to guide motorists to parking facilities in the Colac Commercial Centre.

Actions

- Encourage and facilitate the installation of directional signage to each existing car park containing over 50 parking spaces that provides publicly available long term parking.
- Facilitate the installation of directional signage to parking facilities that provide coach and car trailer parking.
- Council will require that new developments containing over 50 publicly available parking spaces provide adequate parking guidance signage to the parking facilities.

2.5.2.4 Enforcement

The enforcement of the parking supply within the Colac Commercial Centre is central to the successful implementation of a number of policies put forward within this strategy, particularly with regards to:

- Ensuring the efficient use and continual turnover of short term parking spaces.
- Encouraging medium and long stay visitors to park in off-street facilities.
- Protecting residential areas from over-spill parking.

Council currently manage in the region of 2,575 publicly provided parking spaces within the Colac Commercial Centre. Of these spaces approximately 1,600 are currently regulated by time limit parking restrictions which typically operate between 7.30am and 5.30pm. Generally, restricted parking is subject to short term (1-2 hour) time limits.

The findings of the 2009 parking surveys indicate that there is generally very good compliance with on-street and Council managed off-street time restricted parking. This suggests that:

- Infringement fines are currently set at a level that deters motorists from over-staying time limits.
- Visitors are finding a supply of medium and long term parking, most likely in on-street facilities outside the central core of high parking demand.
- There is no immediate requirement to employ further enforcement officers.

In order to manage parking demand, it is recommended that Council promote a more balanced mix of parking restrictions in the commercial centre. This proposed change to the current system of parking regulation may require Council to provide different levels of enforcement to ensure that the parking supply is efficiently and fairly utilised. On this basis, it is recommended that Council periodically review the levels of enforcement provided to manage the supply of available parking in line with the objectives of this Parking Strategy.

The recommended enforcement policy and actions to be adopted by Council is set out in Strategy Policy 7.

Strategy 7: Enforcement

Provision of an appropriate level of parking enforcement that seeks to assist in achieving the objectives of this Parking Strategy.

Actions

- Council will monitor resources with a view to ensuring that appropriate levels of enforcement are undertaken.
- Council will review the level of fines for parking infringements as required to ensure that fines are a sufficient deterrent to prevent illegal parking.

2.5.2.5 Statutory Parking Rates

Clause 52.06 of the Colac Otway Shire Planning Scheme has been in place since 1999 and sets out minimum parking standards required in new developments for various types of land uses. The use of minimum parking standards is currently commonplace in Victoria and it is in place to facilitate car travel by ensuring that there is an adequate supply of off-street parking for a particular development type whilst also minimising any overspill of parking onto surrounding streets.

Application of the current parking rates in the development planning process has in some cases not been considered reasonable or achievable within the confines of particular development sites and has therefore led to car parking requirements being regularly waived or reduced. In particular, the current statutory parking rates are seen by Council to:

- In some cases result in an over-provision of car parking in the commercial centre as the rates do not adequately reflect parking demand generated by land uses in Colac;
- Not recognise that car parking can add a considerable cost to new developments which could make specific developments commercially less attractive and therefore potentially impact on economic development in Colac; and
- Be contrary to current planning policy guidance to provide for and encourage the use of sustainable transport modes such as public transport, walking and cycling.

The suitability of existing statutory parking requirements needs to be considered with appropriate parking rates reflecting the parking demand generating by land uses in the commercial centre set for the future.

There are two options available to Council:

- Adopt statutory parking rates as per the latest (2011) Victorian Government Draft Provisions; or
- Adopt a parking precinct plan for the commercial centre which specifies car parking rates derived from the research undertaken as part of this project.

Proposed Victorian Government Parking Rates

Following an Advisory Committee state wide review of planning scheme parking rates in 2007-2008, the Department of Planning and Community Development (DPCD) is in the process of seeking consultation on proposed changes to Clause 52.06 of the planning scheme. The proposed changes include:

- Removing the need for a permit when a change of use does not increase demand for car parking to that of the existing use.
- Revised car parking rates to better reflect current car parking demand.
- Reduced car parking rates in business zones and the Activity Centre Zone.
- Clearer decision guidelines about matters to be taken into account before car parking requirements are reduced.
- Land use terms in the car parking table being aligned with standard VPP definitions.
- Greater emphasis on urban design matters including additional design guidelines.

Table 2.6 provides a comparison between the current Planning Scheme Rates and those suggested by the Victorian Government for the land uses in Colac which generate the majority of parking demand.

Table 2.6: Comparison of parking rates

Land Use	Planning Scheme Rates	Victorian Government Proposed Rate
Supermarket (spaces per 100m ²)	8	5
Shop (spaces per 100m ²)	8	3.5
Restaurant	0.6 (spaces per seat)	3.5 (spaces per 100m ²)
Light Industry (spaces per 100m ²)	2.9	2.9
Hospital (spaces per bed)	1.3	1.3

Land Use	Planning Scheme Rates	Victorian Government Proposed Rate
Medical (spaces per practitioner)	5	3.5

The parking rates proposed by DPCD are lower than or equal to the existing parking rates in Clause 52.06. Importantly, the proposed Victorian Government rates confirm that the existing parking rates set out in Clause 52.06 for shops and supermarkets (which is the dominant land use type in the Colac Commercial Centre) are excessively high and could result in an overprovision of parking if strictly adhered to.

At the time of writing, there is no indication when (or even if) the proposed Victorian Government changes to Clause 52.06 will be adopted and form the statutory guidance for parking provision in Victoria.

Parking Precinct Plan Approach

Given the often unique circumstances associated with different new developments, it is not always the case that one parking rate fits all developments in all locations. As an alternative, Clause 52.06-6 of the Colac Otway Shire Planning Scheme enables Parking Precinct Plans to be prepared. These are locally prepared strategic plans that contain parking provisions for an area or 'precinct'. They allow all the parking issues arising in a precinct to be considered and a strategy to be implemented to address them.

Specifically, this approach would allow the adoption of parking rates which recognise that:

- The demand for parking for retail uses in the Colac Commercial Centre is lower than the rate specified by the Victorian Government (refer to Table 2.7 which provides a comparison between the proposed Victorian Government rates and the demand based empirical rates which have been derived from the 2009 parking surveys and described in detail in the Issues and Opportunities Paper prepared for the Colac Commercial Centre).

Table 2.7: Comparison of Victorian Government and Demand Based Empirical Rates

Land Use	Victorian Government Proposed Rate	Demand Based Empirical Parking Rate
Supermarket (spaces per 100m ²)	5	3.8
Shop, Convenience Shop, Restaurant, Convenience Restaurant, Takeaway Food Premises (spaces per 100m ²)	3.5	1.6
Light Industry (spaces per 100m ²)	2.9	2.1
Hospital (spaces per bed)	1.3	1.4
Medical (spaces per practitioner)	3.5	4

- There is currently an oversupply of parking in Colac. As such, there may be potential to better utilise existing parking supply in central Colac to service some of the future demand for parking.
- Many smaller shops in the Colac Commercial Centre are unlikely to generate single purpose trips and be part of a multipurpose trip meaning that the parking demand is shared by a number of land uses. The adoption of a Parking Precinct Plan allows Council to specify car parking rates that incorporate efficiencies achievable with a precinct-wide approach (such as requiring shared provision).

A key element of any Parking Precinct Plan to be adopted by Council will be to advise on:

- Parking provision for changes of land use, redevelopment and extensions to existing land uses;
- Situations where existing parking supply can be taken into consideration in the provision of parking in new developments; and
- Situations where parking is to be provided on site.

Future Commercial Parking Required Based on Adopted Approach

A retail-economic analysis undertaken on behalf of Council suggests that potential exists for an additional 14,710m² of new retail floor space to be developed in the wider Colac and Elliminyt area over the period 2009 and 2025.

Of this total amount:

- approximately 1,270m² is likely to be new food retail space potentially in the form of supermarket expansion
- approximately 13,440m² is likely to be other retail such as food catering, department store retailing and non-food specialities most of which will involve the redevelopment and expansion of existing sites

At this stage, the location of new retail floor space in the wider Colac area is unclear and will be dependent on a number of demand and market based factors. It is anticipated that retail growth may occur outside the CBD and study area. In particular, it is a possibility that new food retail floor space may be provided in Elliminyt to service the growing population. Likewise, any retailers specialising in the sale of bulky goods are most likely to open in West Colac.

Table 2.8 provides a comparison of the number of parking spaces required to support future retail development in the wider Colac area based on proposed Victorian Government and demand based parking rates (it should be noted that the demand based parking rates apply solely to the central Colac area and may not reflect parking demand in Elliminyt and West Colac - these parking rates also do not take into account any existing surplus in parking and the potential to better utilise existing parking).

Table 2.8: Future parking requirements

Land Use	Parking Spaces Required using Victorian Government Proposed Rate	Parking Spaces Required using Demand Based Empirical Parking Rate
Supermarket	64	48
Shop, Convenience Shop, Restaurant, Convenience Restaurant, Takeaway Food Premises	470	215
TOTAL	534	263

Table 2.8 indicates that the adoption of the Victorian Government rates would result in approximately 271 more parking spaces being provided in Colac for the selected land use types in comparison to the demand based empirical rates. Whilst this development may not occur in the Commercial Centre, it is considered that an approach minimising the level of additional parking in the commercial centre should be adopted given the current oversupply of parking. Notwithstanding this, the proposed Victorian Government rates will form an important benchmark from which parking rates specific to the commercial centre will be assessed and measured against.

Recommended Parking Rates to be Incorporated in Colac Commercial Centre Parking Precinct Plan

The recommended amendments to the car parking rates to be applied to the Colac Commercial Centre are provided in Table 2.9.

Table 2.9: Statutory Planning Scheme and Recommended Car Parking Rates

Land Use	Planning Scheme Rates	Victorian Government Proposed Rate	Demand Based Empirical Parking Rate	Recommended Rate
Supermarket (spaces per 100m ²)	8	5	3.8	5
Shop, Convenience Shop, Restaurant, Convenience Restaurant, Takeaway Food Premises	8 (spaces per 100m ²) / 0.6 (spaces per seat)	3.5 (spaces per 100m ²)	1.6 (spaces per 100m ²)	3 (spaces per 100m ²)

Land Use	Planning Scheme Rates	Victorian Government Proposed Rate	Demand Based Empirical Parking Rate	Recommended Rate
Light Industry (spaces per 100m ²)	2.9	2.9	2.1	No change
Hospital (spaces per bed)	1.3	1.3	1.4	No Change
Medical (spaces per practitioner)	5	3.5	4	3.5

The rationale for selecting the recommended car parking rates in Table 2.9 is discussed below:

Supermarket

The demand based empirical rates for supermarket land uses in the Colac Commercial Centre is 3.8 spaces per 100m². This rate however is an average of the combined floor space of supermarket land uses in the commercial precinct. When assessed separately, the Coles supermarket located on the north side of Murray Street exhibited a parking demand of 4.5 spaces per 100m². To minimise any parking impact from these high-trip generating land uses, it is considered that a more conservative approach should be adopted whereby any new (or extension to an existing) supermarket should provide a minimum of 5 spaces per 100m² of floorspace. This recommended parking rate is also in line with the latest Victorian Government suggested parking rates for supermarket developments.

Other Retail

The demand based empirical rates for other retail uses in the Colac Commercial Centre (including shop, convenience shop, restaurant, convenience restaurant, food and drink premises) is 1.6 spaces per 100m². This low demand for parking reflects that these land uses are unlikely to generate single purpose trips and therefore be part of a multipurpose trip meaning that the parking demand is shared by a number of land uses.

It should be noted however that there are localised examples where the parking demand generated by specific land uses would exceed the demand based empirical parking rate. For example, it was noted during the surveys that a newsagent, a Tattsлото outlet and three local bakeries generated parking demand more in line with the proposed Victorian Government parking rates for these land use types of 3.5 spaces per 100m². In light of this, it is considered that a more conservative parking rate of a minimum of 3 spaces per 100m² is to be adopted for each of the following retail uses:

- Shop / Convenience Shop
- Restaurant / Convenience Restaurant
- Takeaway Food Premises

Light Industrial and Hospital

The light industrial and hospital uses in the Colac Commercial Centre are on the most part located close to the interface locations with the residential areas. As such, it is desirable to protect the amenity of the local streets by minimising adverse parking impacts. The demand based empirical rates for these land use types are near identical to the current rates set out in Clause 52.06 of the planning scheme. On this basis, it is considered that no changes are proposed to the existing parking rates and that parking associated with these land uses types be provided for off-street.

Medical Land Uses

Medical land uses in various forms are located throughout the commercial centre with a higher concentration of this land use type located close to Colac Area Health. The proposed Victorian Government rate is very similar to the demand based empirical rate and is considered appropriate to adopt this rate for future development. Parking associated with this land use type should be provided for off-street, particularly in areas with existing high parking demand.

Other Land Use Categories

There are no changes proposed to any of the other Planning Scheme rates for other land-uses not specified in Table 2.9. However, consideration should be given to the corresponding parking rate put forward by the Victorian

Government in their proposed changes to Clause 52.06 in the review of development planning applications for other land use categories.

The recommended policy relating to statutory parking rates to be adopted by Council is set out in Strategy Policy 8.

Strategy 8: Statutory Parking Rates

Council will implement the Colac Commercial Centre Parking Precinct Plan as an amendment to Colac Otway Shire Planning Scheme. The amendment will:

- **Include the Colac Commercial Centre Parking Precinct Plan as an Incorporated Document in the planning scheme.**
- **Insert a new Schedule to Clause 52.06 to introduce the parking precinct plan for the Colac Commercial Centre.**

3.0 Apollo Bay

3.1 Background

3.1.1 Apollo Bay Profile

Apollo Bay is a township located in south-western Victoria approximately 190 kilometres south-west of Melbourne. Apollo Bay is the second largest urban centre in Colac Otway Shire, with a permanent population of approximately 1369 which can swell to in excess of 8000 during peak tourism periods.

Apollo Bay has been identified as a strategically located coastal settlement with the capacity for growth beyond its current boundaries. The Coastal Spaces Report identifies Apollo Bay as the only coastal town between Torquay and Warrnambool with growth potential beyond the boundaries of existing urban zoned land. This will see Apollo Bay develop as a preferred coastal township for residential and visitor accommodation growth and community services.

The resident population in Apollo Bay is anticipated to grow at a rate of 2.1% per annum. Population growth is associated with new residential developments in Apollo Bay-Marengo and the surrounding area, noting that Amendment C29 (Great Ocean Green) was not approved by the Minister. Although the Great Ocean Green development has not been approved, population growth is still likely to occur as opportunities for residential development are still available elsewhere in the township. This has been confirmed in the Apollo Bay Structure Plan 2007 which supports in-fill development, particularly around the town centre, and through recent rezoning of land at Mariners Vue to Residential Zone 1. Further potential for residential development exists to the west of the town. It is noted though that over half of the private dwellings in the township are not occupied on a permanent basis.

Tourism is the dominant industry sector in Apollo Bay and a large proportion of the business in the town serves the tourist market. Approximately 620,000 visitors come to Apollo Bay annually with overnight visitors estimated at 92,800 annually. The daily average number of visitors to Apollo Bay ranges from approximately 1,350 in winter to approximately 2,500 in summer. Whilst visitation to the Great Ocean Road has been declining in recent years (along with domestic tourism activity), the Great Ocean Road has maintained about 14% share of all visits to Victoria.

The commercial centre of Apollo Bay comprises retail as well as tourist related premises and more recently includes accommodation units above the commercial premises. A large proportion of the activity on the Great Ocean Road is tourism focused, with a mix of cafes/restaurants, accommodation, surf shops, real estate and gift shops. There are also two small supermarkets, one located in Hardy Street and the other on the Great Ocean Road.

3.1.2 The Area to which this Strategy Applies

This parking study focuses on the central activity centre of Apollo Bay (refer to Figure 3.1) which is the main focal point for retail and hospitality land uses within the township and includes significant trip attractors such as the foreshore retail strip and the beachfront.

Figure 3.1: Aerial Photo of Apollo Bay Commercial Centre (area bounded by red line)



3.1.3 Apollo Bay Land Uses

3.1.3.1 Existing

The demand for parking within the Apollo Bay Study Area is generated on the most part by either land use servicing the tourism and hospitality industry or the beach front.

Significant parking demands are generated by both short and longer stay visitors (including residents and people who work in Apollo Bay) to beach front and retail outlets located on Great Ocean Road which creates localised areas of very high parking demand.

Given the seasonal nature of these main trip attractions, the demand for parking in Apollo Bay does vary depending on season. This adds an extra dimension to the provision of parking in Apollo Bay given the need to provide sufficient parking to cater for peak season demands whilst recognising that parking facilities are likely to be largely unoccupied for many months during the year.

There are also a number of residential dwellings and holiday homes located on the outskirts of the commercial centre which contribute to the overall parking demand within Apollo Bay. Given the proximity of the residential areas to the central area of Apollo Bay, in some locations the parking demands created by the tourism and hospitality industries during peak periods can overspill into the residential areas thus potentially affecting local resident's amenity and reducing the parking opportunities for genuine visitors.

The provision of key land uses in the Apollo Bay Commercial Centre has been obtained from Colac Otway Shire Clue Data and is summarised in Table 3.1.

Table 3.1: Key land use provision in the Apollo Bay Commercial Centre

Land Use	Existing Provision (2009)
Supermarket (floor space)	1,580m ²
Restaurant (floor space / seats)	3,760m ² / 930
Other Retail (floor space)	5,390m ²

3.1.3.2 Future

As noted in Section 3.1.1, Apollo Bay is expected to further develop both in terms of the number of residential dwellings (to the north and possibly the west of the commercial area) and the continued growth of the tourist and hospitality industry. This is likely to create an increased demand for parking in the future within the commercial centre, although most likely during the peak tourist season. It is also noted that in-fill residential development will also occur within the Apollo Bay study area including an increased number of shop top apartments. The full extent of in-fill residential development is not known at this time, however, it is likely that the majority of this development would be required to provide on-site parking.

A retail-economic analysis undertaken on behalf of Council suggests that potential exists for an additional 2,600m² of new retail floor space to be developed in the Apollo Bay commercial centre over the period 2009 and 2025.

Of this total amount:

- approximately 410m² is likely to be new food retail space potentially in the form of supermarket expansion
- approximately 610m² is likely to be food catering potentially in the form of new cafes and restaurants
- approximately 1,580m² is likely to be non food retail

An analysis of potential development sites indicates that the new retail facilities are likely to be located on Pascoe Street or as part of the redevelopment of the harbour.

Apollo Bay Harbour Development

In 2008 Council adopted a revised Masterplan for the development of the Apollo Bay Harbour. The revised Masterplan indicates that the harbour will be incrementally improved over time and is likely to include the following key elements:

- Expanded works area with new Harbourmasters and marine rescue boat storage.
- New public promenade with well site and possible small commercial buildings.
- Expanded Co op building and new Co op building on promenade.
- Possible GORACC Aboriginal Cultural Centre.
- Possible floating restaurant or other marine related berth facility.
- Possible 40 to 50 room hotel with health and well being centre.

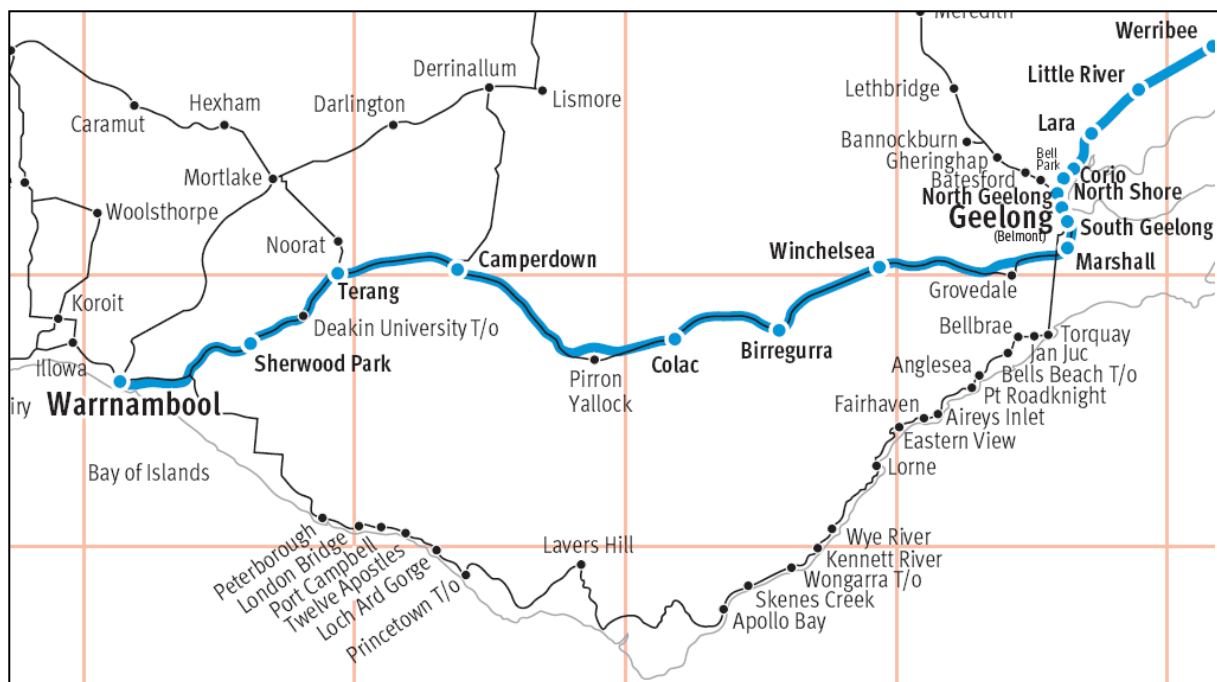
3.1.4 Sustainable Transport Options

3.1.4.1 Regional Bus Services

Warrnambool - Apollo Bay – Melbourne V/Line Service

Apollo Bay is served by a V/Line bus route which runs the length of the Great Ocean Road between Warrnambool and Geelong (refer to Figure 3.2 for route map). This service runs at a frequency of 3 buses per day on weekdays (with an additional service provided during the school holidays) and 2 services per day on weekends (with 2 additional services provided during the school holidays).

Figure 3.2: VLINE Train and Bus Routes Servicing Apollo Bay and Colac



Colac to Apollo Bay Wednesday Bus Service

A new trial bus service between Colac and Apollo Bay started operating on 1 July 2009. The Apollo Bay – Colac bus service offers one return journey on Wednesdays to provide health, recreation, retail and medical specialist options for bus travellers from Forrest, Barwon Downs and Apollo Bay.

3.1.4.2 Marengo to Skenes Creek Shuttle Service

During the holiday periods, a free courtesy shuttle bus service between Marengo and Skenes Creek has been provided for visitors to and residents of the Apollo Bay region by the Apollo Bay Chamber of Commerce and Tourism, Apollo Bay business operators and with the support of the Colac Otway Shire. This hourly service visits the key tourist and accommodation sites en-route between Marengo and Skenes Creek and has been estimated to save the equivalent need for an additional 50 spaces in the commercial area of Apollo Bay.

3.1.4.3 Tourist services

Tourist buses regularly stop in Apollo Bay, with designated bus parking bays provided on Moore Street and Pascoe Street. There are approximately 10 different tourist bus companies operating tours through Apollo Bay in the peak summer period. The majority of bus tours usually depart Melbourne early in the morning and arrive in Apollo Bay between 11.30am and 1.30pm. Bus passengers are usually allowed up to an hour in Apollo Bay for sightseeing and lunch before departing for the Twelve Apostles. It is noted from discussions with key stakeholders that the parking and waiting practices of large coaches, particularly on Moore Street, can cause disruption to other road traffic potentially causing localised safety and congestion problems.

3.1.4.4 Taxi Services

Apollo Bay Taxi Services provides a door-to-door taxi service on demand, 24 hours a day, 7 days a week in the Apollo Bay area. There is currently only one vehicle in the taxi fleet. It is understood that this arrangement largely meets the current demand in Apollo Bay except during the peak periods such as Saturday nights during the summer. The Victorian Taxi Directorate regulates the taxi service.

3.1.4.5 Walking

Pedestrian footpaths within the Study Area are provided on both sides of Great Ocean Road which provide access to the retail facilities and the beach front. Footpaths are also provided on the sections of Hardy Street, Moore Street and McLaren Parade between Great Ocean Road and Pascoe Street.

Outside these areas, pedestrians are required to walk along the carriageway or nature strips where these are provided. This situation is typical of coastal resorts like Apollo Bay, where the low number of slow moving vehicles and good visibility allow for the safe movement of pedestrians.

Pedestrian crossing facilities are provided on Great Ocean Road to the south of Hardy Street and to the south of Moore Street both of which connect the retail strip to beach front area.

Site observations indicate that low vehicle speeds and good reciprocal visibility between road vehicles and pedestrians mean that generally pedestrians can safely and easily cross these roads without dedicated crossing facilities. However, during the peak summer season increased traffic volumes throughout the commercial precinct, particularly along Pascoe Street and Great Ocean Road, can make it difficult for pedestrians (especially elderly people, children and pedestrians with prams) to cross roads safely.

In fact, the increased traffic volumes during the peak summer season also lessens the value of the existing pedestrian crossing on Great Ocean Road. During the peak season there is a constant stream of tourists crossing the road, leaving very few gaps for traffic to flow through the crossing. Consequently during this time drivers have a tendency to ignore the flashing pedestrian lights and proceed through the crossing without giving way to pedestrians.

Previous planning and transport studies in Apollo Bay have recommended the increased provision of pedestrian facilities in the Study Area including the provision of continuous footpaths on Pascoe Street and Thomson Street.

3.1.4.6 Cycling

An on-street cycle path is provided on both sides of Great Ocean Road along the length of the study area.

No other cycle paths are provided within the Study Area. However the topography, alignment and wide nature of the roads within the Study Area is conducive to cycling.

3.1.4.7 Summary

From a review of available information, it is clear that:

- There are a limited number of public transport services available to residents and visitors to Apollo Bay
- There is an established pedestrian and cycle network serving the popular locations within the Study Area, with proposals to provide further improvements to the pedestrian network

Based on the existing level of service and coverage, it is reasonable to conclude that public transport is unlikely to be a feasible alternative to car based travel for many trip types, and in particular, medium and longer distance trips including day visitors to Apollo Bay. Unless there are significant improvements to the level of service and coverage, there would be a very low propensity for public transport to reduce demand for car travel and therefore by inference the demand for parking within Apollo Bay.

For shorter distance trips, that is trips within the Study Area, walking and cycling are a likely to be a feasible alternative to car travel for many trip types.

3.2 Parking Supply and Demand in Apollo Bay Commercial Centre

3.2.1 Overview

Comprehensive parking surveys were undertaken on behalf of Council during the peak holiday season in January 2008, 2009 and 2010 and then in February 2009 to gain an appreciation of parking demand during the off-peak season. It is worth noting that the holiday season parking surveys were undertaken on “typical” days, that is, on non-event days (such as the Apollo Bay Music Festival). It is recognised that the demand for parking on event days is likely to be higher than a typical (yet nonetheless peak) day during the holiday season.

These parking surveys identified:

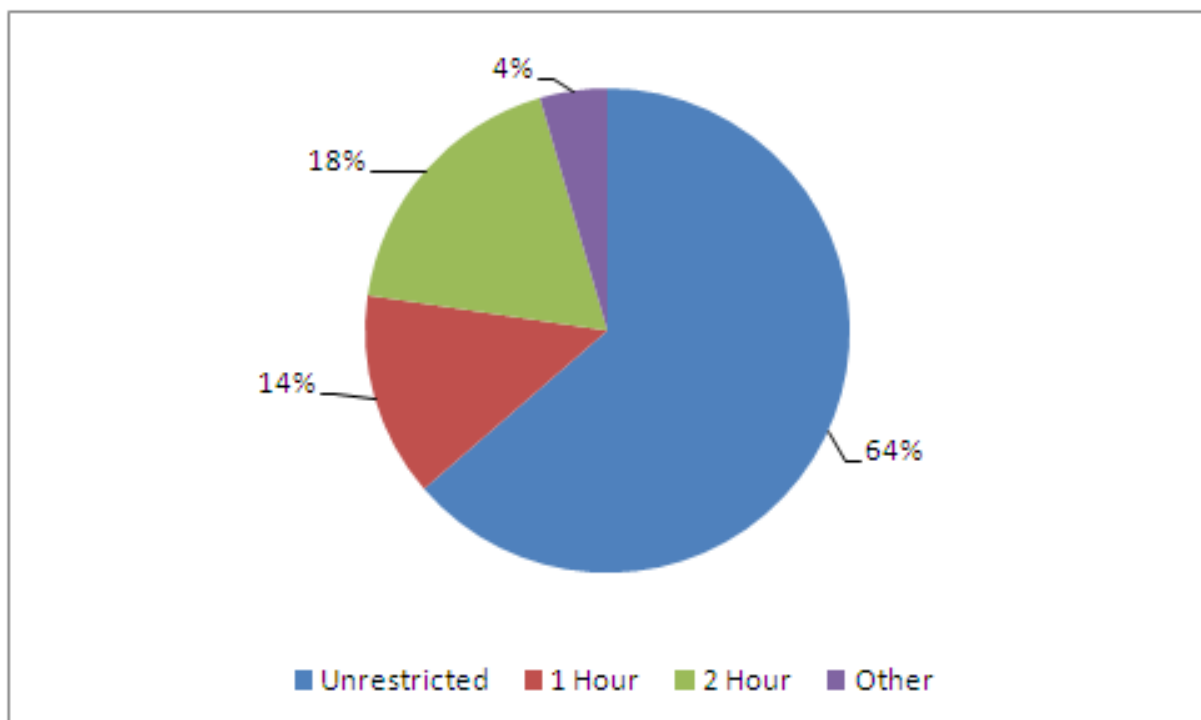
- Existing parking supply and restrictions throughout the Apollo Bay Commercial Centre.
- Observed spatial concentration and distribution of parking demand.
- Duration of stay.
- Existing parking issues and potential areas for improvement.

An in-depth analysis of the parking survey results is presented in the Issues and Opportunities Paper for Apollo Bay (under the cover of a separate document) with the key findings of the surveys outlined below.

3.2.2 On-Street Parking

- There are a total of 578 on-street parking spaces within the Apollo Bay Commercial Centre. As shown in Figure 3.3, approximately two-thirds of the total parking spaces within the commercial centre are unrestricted, with short stay 1-2 hour parking accounting for close to a third of the remaining parking spaces provided.

Figure 3.3: Breakdown of on-street parking supply by parking restriction

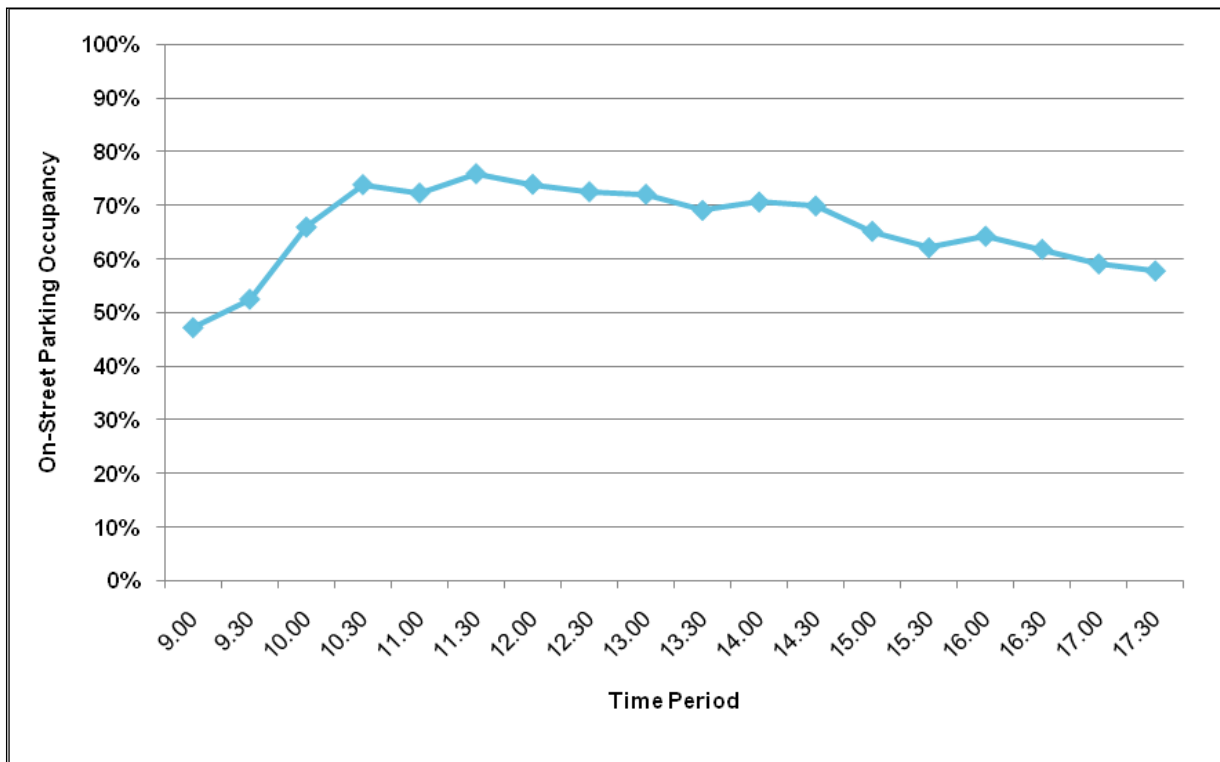


- Parking restrictions in Apollo Bay are in operation between 8.30am and 5.30pm or in some cases 7.00pm between November and April. On-street parking is therefore generally unrestricted before 8.30am and after 5.30pm or 7.00pm.

3.2.2.1 Holiday Season Key Findings

- Figure 3.4 shows a typical daily profile of on-street parking occupancy within the Apollo Bay Commercial Centre during the holiday season. Over the entire commercial centre, peak parking occupancy is 76%.

Figure 3.4: Daily profile of weekday on-street parking occupancy (holiday season 2010)



- The peak period for **weekday** parking demand during the holiday season is 12.30pm. At the **weekend**, the peak period for parking demand is between 11.00am and 11.30am.
- Table 3.2 provides a summary of the peak parking occupancy observed in the Apollo Bay Commercial Centre during the 2008, 2009 and holiday seasons. During the busiest period of the day, on-street parking on a number of streets is at or close to capacity. This was observed to be the case on both the weekday and weekend surveys.

Table 3.2: Holiday Season Peak Parking Occupancy

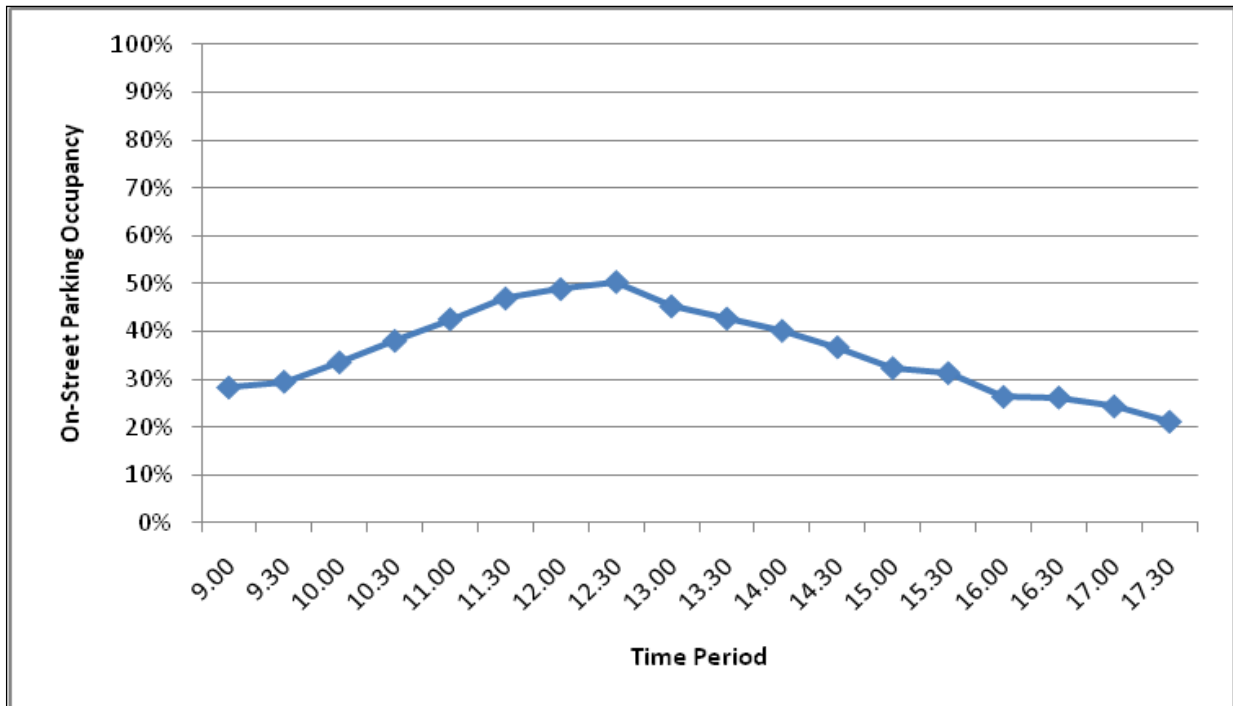
Street	Street Section	2008 Weekend Peak Occupancy (11.30am)	2009 Weekday Peak Occupancy (12.30pm)	2010 Weekend Peak Occupancy (11.30am)
Great Ocean Road	Thomson St – Hardy St	68%	36%	80%
	Hardy St – Moore St	99%	99%	98%
	Moore St – Nelson St	89%	95%	98%
Hardy Street	Great Ocean Road – Pascoe St	100%	100%	100%
McLaren Street	Great Ocean Road – Pascoe St	100%	100%	80%
Moore Street	Great Ocean Road – Pascoe St	100%	93%	95%
	Pascoe St – Diana St	71%	24%	100%
Nelson Street	Great Ocean Road – Pascoe St	65%	74%	56%
	Pascoe St – Diana St	3%	0%	0%
Pascoe Street	Thomson St – Hardy St	43%	32%	49%
	Hardy St – Moore St	98%	76%	100%
	Moore St – Nelson St	76%	75%	90%
Thomson Street	Great Ocean Road – Pascoe St	25%	20%	50%

- On street parking in the Study Area is most highly utilised along the sections of Great Ocean Road fronting the foreshore area and retail outlets with parking demand overspilling into the intersecting side streets within close proximity to these main attractions. On-site observations indicate that given the lack of unoccupied spaces, visitors to the central Apollo Bay area are willing to circulate around the busiest areas or indeed temporarily wait on the carriageway for a space to become available.
- Directly outside the busiest areas, the demand for parking is generally much lower with site observations indicating that at most locations there was always unoccupied spaces available for use. Indeed, throughout the commercial area, there was observed to be in the order of 105-150 available on-street parking spaces during the peak periods. Many of these available spaces would be no more than a couple of minutes walk from the main attractions in Apollo Bay.
- There is a significant demand for short term parking within the Apollo Bay Commercial Centre during the holiday season with most visitor parking stays under 1 hour.
- 17% of vehicles were observed to overstay the designated time period when parking in 1 hour time limit spaces.
- 12% of vehicles observed to overstay the designated time period when parking in 2 hour time limit spaces.

3.2.2.2 Off-Peak Season Key Findings

- Figure 3.5 shows the daily profile of weekend on-street parking occupancy within the Apollo Bay Commercial Centre during the off-peak season. Over the entire commercial centre, peak parking occupancy was 50%. The demand for parking on a **weekday** during the off-peak season is lower, with a peak parking occupancy of 35% over the entire commercial centre.

Figure 3.5: Daily profile of weekday on-street parking occupancy (off-peak season)

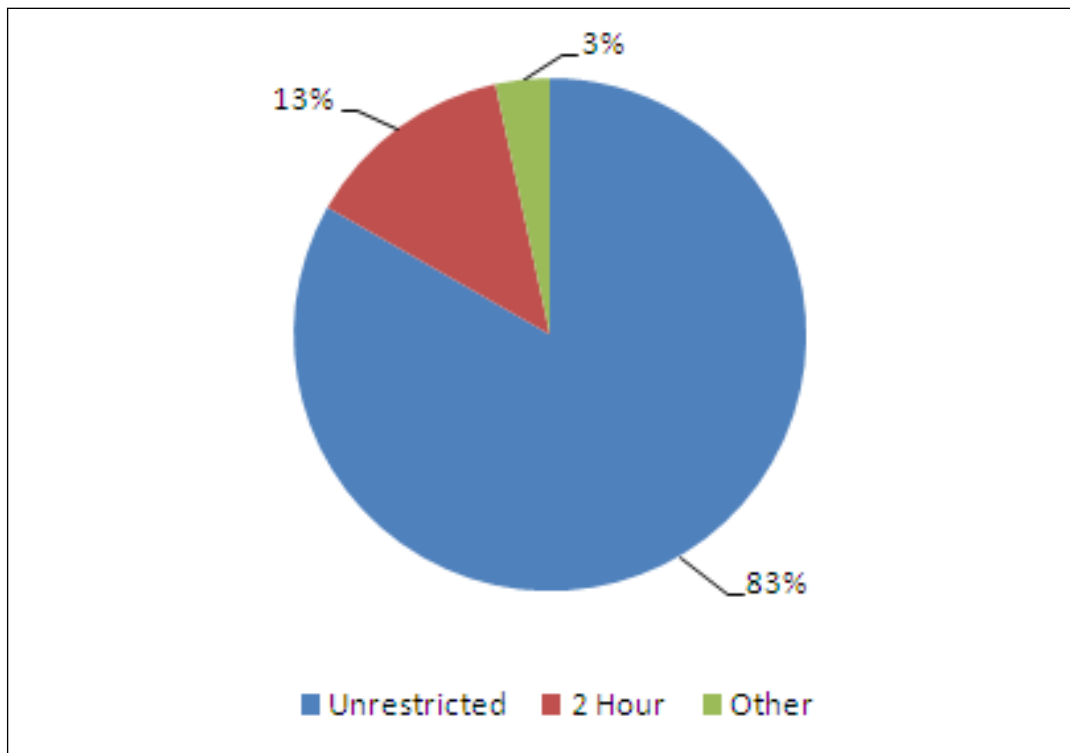


- High levels of parking utilisation was observed on some streets during the off-peak season **weekend** day survey. Again, on-street parking in the commercial area is most highly utilised along the sections of Great Ocean Road fronting the foreshore area and retail outlets with parking demand overspilling into the intersecting side streets within close proximity to these main attractions. Directly outside the busiest areas, the demand for parking is low. Throughout the commercial centre, there was observed to be in the order of 175 available on-street parking spaces during the weekend peak period.
- The demand for **weekday** parking during the off-peak season is generally low on all the surveyed streets. Indeed, throughout the commercial centre, there was observed to be in the order of 270 available on-street parking spaces during the peak period.

3.2.3 Off-Street Parking

- There are 7 off-street car parks within the Apollo Bay Commercial Centre with a combined total of 263 off-street parking spaces. As shown in Figure 3.6, the majority of off-street parking spaces are unrestricted.

Figure 3.6: Breakdown of off-street parking supply by parking restriction



3.2.3.1 Holiday Season Key Findings

- The results of the off-street car park occupancy surveys for the critical peak period within the survey days are presented in Table 3.3 for the 2008, 2009 and 2010 holiday seasons (it should be noted that car parks 5-7 were only surveyed during the January 2010 surveys).

Table 3.3: Peak occupancy of off-street car parks in the Apollo Bay study area (holiday season 2008 and 2009)

	Car park	2008 Weekend Peak Occupancy (11.30am)	2009 Weekday Peak Occupancy (1.00pm)	2010 Weekend Peak Occupancy (2.30pm)
1	Great Ocean Road (grassed area)	25%	45%	72%
2	Surf Club Car Park	93%	83%	93%
3	Foreshore Car Park (grassed area)	91%	91%	124%
4	Pascoe Street (unsealed public car park)	44%	76%	76%
5	Foodworks Car Park	-	-	87%
6	Roof top car park (No. 2 Moore Street)	-	-	21%
7	Apollo Bay Golf Course Car Park	-	-	64%

- During the busiest period of the day, **weekday** off-street parking is approaching capacity in the off-street parking facilities located close to the surf club. These car parks provide direct access to the beach and are within a short walking distance of the retail facilities on Great Ocean Road.
- In comparison, the demand for parking in the other two off-street car parks during the **weekday** peak period is relatively modest. Despite the lower occupancy rates, these car parks are also within a couple of minutes

walk of the foreshore and main retail areas. During the weekday peak period, in the order of 77 off-street car parking spaces were available. This equates to approximately 43% of the total off-street parking stock in the Apollo Bay study area.

- The demand for parking close to the surf club was also high on the **weekends** during the holiday season. Parking in the other two off-street car parks is higher in comparison to weekdays although there are still a number of available spaces. During the January 2008 weekend peak period, in the order of 53 off-street car parking spaces were available. This equates to approximately 30% of the total off-street parking stock in the Apollo Bay study area.
- In January 2010, car parks servicing the beach (Car Parks 2 and 3) are either at or exceeding capacity, with visitors preferring to park on grassed areas close to the beach rather than attempting to find an available parking space elsewhere. Notwithstanding this, there is plenty of spare parking available in other off-street car parks that are only a couple of minutes walk from the foreshore and main retail areas.

3.2.3.2 Off-Peak Season Key Findings

- The results of the off-street car park occupancy surveys for the critical peak period within the survey day are presented in Table 3.4 for both the weekday and weekend surveys.

Table 3.4: Peak occupancy of off-street car parks in the Apollo Bay study area (off-peak season)

	Car park	Off-Peak Period	
		Weekday Peak Occupancy (9.30am)	Weekend Peak Occupancy (12.00pm)
1	Great Ocean Road (grassed area)	5%	12%
2	Surf Club Car Park	69%	93%
3	Foreshore Car Park (grassed area)	7%	84%
4	Pascoe Street (unsealed public car park)	22%	24%

- It can be noted from Table 3.4 that peak weekday parking occupancy outside of the holiday season is low in each of the surveyed off-street car parks. Indeed, during the weekday off-peak period, in the order of 142 off-street car parking spaces were available. This equates to approximately 80% of the total off-street parking stock in the Apollo Bay study area.
- Table 3.4 shows that the demand for parking close to the surf club is also high on the weekends during the off-peak season. In comparison, the demand for parking in the other two off-street car parks during the weekday peak period is low. During the weekend peak period, in the order of 96 off-street car parking spaces were available. This equates to approximately 54% of the total off-street parking stock in the Apollo Bay study area.

3.3 Summary of Issues

3.3.1 Parking Issues Identified by Surveys

The key issues relating to parking that have been identified during the extensive surveying in Apollo Bay and from a review of existing Council policies and practices have been discussed in detail within an Issues and Opportunities Paper prepared as a precursor to this Parking Strategy and are summarised in Table 3.5.

Table 3.5: Parking Issues Identified by Surveys

	Issues
Supply of parking	<ul style="list-style-type: none"> - Peak demand for parking at the most popular locations in the township (i.e. Great Ocean Road and the Surf Club car parks) exceeds supply - Searching for parking spaces by visitors can contribute to congestion and negatively impact on the safety of other road users - Visitor numbers and the resident population of Apollo Bay significantly decreases during non-seasonal periods resulting in a much lower demand for parking
Management of on-street parking spaces	<ul style="list-style-type: none"> - Parking within Apollo Bay could be better managed to cater for different types of parking demand generated by short and longer stay visitors to Apollo Bay - Residents have difficulty in finding short term parking close to supermarkets - Disabled parking bays are generally under-utilised - There is generally a lack of loading facilities
Public Transport parking	<ul style="list-style-type: none"> - Inadequate supply of coach parking on Moore Street
Improved way-finding	<ul style="list-style-type: none"> - Lack of way-finding guidance to and from short and longer term parking facilities in central Apollo Bay area
Managing future parking needs	<ul style="list-style-type: none"> - A need to determine suitable parking rates for future development in Apollo Bay - Parking, and in particular surface car parks, is seen as an inefficient use of land, which could alternatively be used to create and promote a more pedestrian or cycle friendly town centre environment - An abundance of parking can encourage shorter trips or multiple short trips to be undertaken by car - There is a need to provide more attractive non-car transport infrastructure and services to provide a viable alternative to car travel particularly for shorter trips such as those trips that start and end within Apollo Bay

3.4 Public Consultation

3.4.1 Issues Raised During Public Consultation of Issues and Opportunities Paper

A series of business and community workshops were undertaken in Apollo Bay in April 2010. These sessions provided an opportunity for the public to speak with Council officers and AECOM consultants with the aim of providing feedback on the Issues and Opportunities documents and contributing to the development of the Parking Strategy. The workshops were split to cater for the specific interests of business groups and residents.

A full list of comments provided by the public, businesses and community groups is provided in Appendix A, with a summary of the key issues outlined below:

- There is general support for more parking to be provided to cater for peak holiday season parking demand. However, there is a need to reinforce the casual holiday ambience of the township and therefore large car parking areas or multi-story car parks should be avoided.
- There is a need for better planning of new developments, with the opportunity to provide a common car park servicing a range of new developments.
- No more parking should be provided for within the foreshore reserve which currently accommodates over 100 temporary parking spaces to help cater for holiday period peak parking demand.
- Beachgoers should be able to park close to the beach given that they need to carry, often bulky, personal items to and from their car to the beach.
- There is a need to make better use of road space, with an opportunity to increase parking through introduction of line marking and improved signage.
- Delivery vehicles often double park on Great Ocean Road when delivering goods. This results in safety issues that need to be addressed.
- There is a need to develop a solution to the safety and congestion issues associated with tour coach parking on Moore Street. This includes potentially finding an alternative route, drop off point, and parking areas to be used by tour coaches.
- Improved access to parking facilities close to key facilities should be provided for mobility impaired visitors to the commercial centre. For example, it is often difficult to find a space close to the chemist on Great Ocean Road.
- There is a need to make general infrastructure improvements to encourage parking away from the Great Ocean Road and encourage other modes of travel than car use. This includes improvements to lighting on Pascoe Street to improve safety after dark and introduction of footpaths on a number of streets to help encourage walking to the commercial centre.
- On the most part, there is a lack of support for the introduction of parking meters on the Great Ocean Road.

3.4.2 Issues Raised During Public Consultation of Draft Parking Strategy

Public Consultation in the form of community drop in sessions and requests for written submissions was undertaken in June 2010. Four submissions were made through the public consultation process. A summary of the key identified issues are outlined below:

- General support for most of the policies and actions put forward in the Draft Parking Strategy except for the proposed \$20,000 rate for cash in lieu of parking scheme. Adopted cash in-lieu rate should reflect Apollo Bay's current economic climate.
- The study does not justify the need for extra parking given the 20% surplus in peak times during the holiday period.
- Car parking rates are to be affordable, especially in Apollo Bay where there are predominantly small-scale business operators, and especially where the cost of car parking would be a disincentive for operators to start or expand a business in Apollo Bay.
- Alternate locations for coach tour parking have been put forward for consideration.

3.5 Apollo Bay Car Parking Strategy

3.5.1 Strategy Aims

The Apollo Bay Parking Strategy reviews current parking demand and management arrangements and recommends a series of integrated measures to address current parking issues and provide both strategic and local direction for future parking provision in the commercial centre.

The Strategy has the following main aims:

- Improve management of on-street and off-street car parking to achieve optimum use and turnover of car parks.
- Maximise the availability and awareness of existing parking by better managing demand and encouraging alternative transport modes such as walking, cycling and public transport.
- Manage the provision of off-street parking for new and existing land uses.
- Encourage good design principles to minimise the amount of land used by car parking.

3.5.2 Strategy Policies and Actions

The following section discusses specific parking issues for Council to further investigate, and if financially feasible, implement the appropriate action to address the problem. Parking Strategy policies addressing each issue are outlined and, where appropriate, suggested actions to help deliver the policies are included.

3.5.2.1 Managing the supply of parking

Apollo Bay is one of the key destinations on the Great Ocean Road both as a coastal holiday resort and a stop off point for journeys between Melbourne and the Twelve Apostles. Given its remote location and the high number of car based journeys using the Great Ocean Road, car travel will continue to be the dominant means of transport for most visitor trips to the Apollo Bay commercial centre.

The preparation and subsequent public consultation of the Issues and Opportunities Paper and Draft Parking Strategy undertaken by AECOM as precursor to this Parking Strategy identified the following key issues with respect to the supply of parking within the Apollo Bay Commercial Centre:

- The peak demand for parking at the most popular locations in the commercial centre (i.e. Great Ocean Road and the Surf Club car parks) exceeds supply with visitors to the commercial centre prepared to park on grassed verges or slow down and circulate in search of available parking spaces to be closer to the most popular areas.
- There is a competing demand for parking in the most popular areas in the commercial centre between short stay visitors to the shopping strip and the longer stay parking needs of beachgoers.
- Directly outside the busiest areas, the demand for parking is generally much lower with site observations indicating that at most locations there was always unoccupied spaces available for use. Many of these available spaces would be no more than a couple of minutes walk from the main attractions in Apollo Bay. Throughout the commercial centre, there was observed to be a sufficient supply of on and off street parking facilities to cater for peak period holiday demand.
- Visitor numbers and the resident population of Apollo Bay significantly decreases during non-seasonal periods resulting in a much lower demand for parking. This was reflected in the February 2009 parking surveys which showed very modest utilisation of both on-street and off-street parking facilities even during the peak periods.

The results of the parking surveys have demonstrated that there is currently a sufficient level of parking in the commercial centre to cater for the existing level of peak parking demand. Parking opportunities will also be increased within the commercial centre with the formalisation of an existing car parking area and private land located in between commercial premises fronting Great Ocean Road and Pascoe Street (to the south of Moore Street) which is planned to become a sealed and line-marked car park facility. This project will represent an

increase in approximately 40 additional publicly available parking spaces and is being funded by Council using cash-in-lieu contributions and by the effected land owners. The key challenge to Council in this regard, is to inform visitors of the location of the car park to ensure that the facility is efficiently utilised.

It is recognised that the potential growth of Apollo Bay beyond the boundaries of the existing urban zoned land may increase the demand for parking in the commercial centre. Specifically:

- The resident population in Apollo Bay is anticipated to grow at a rate of 2.1% per annum.
- Potential exists for an additional 2,600m² of new retail floor space to be developed in the Apollo Bay commercial centre over the period 2009 and 2025.
- The proposed Apollo Bay Harbour development may result in an overall increase in visitors to Apollo Bay. However, a key Council objective will be to ensure that adequate pedestrian and cyclist infrastructure connecting the Harbour with the commercial centre is introduced by the developers to minimise the number of car trips and associated parking demand between the two areas.

The challenge to Council is to develop and implement suitable measures that best manage the potential growth in parking demand. The obvious option is to increase the supply of parking in the commercial centre. Whilst it is recognised that there would be benefits in increasing the supply of parking to address any shortages during the peak periods, the formalisation or provision of additional parking infrastructure to fully cater for peak holiday demand is likely to be an inefficient and costly use of land. Fully catering for demand in the peak periods, would on the most part result in a significant amount of vacant spaces in the commercial centre except for those relatively short periods when parking demand reaches or exceeds available capacity.

With this in mind, it is recommended that Council explore the following options:

- **Improved use of existing road space**

Following a review of the current design and layout of on-street parking and input provided by the community during the public consultation workshops, it is clear that there are locations in the commercial centre where on-street parking supply could be increased through the provision of angle parking spaces.

The introduction of additional angle parking spaces on Pascoe Street and on sections of Nelson Street could increase the overall parking supply in the commercial centre by up to 100-120 spaces. The improved use of existing road space would be the most cost effective means of increasing the supply of parking in the commercial centre both in terms of financial costs and land take.

It is recognised that existing on-street parking spaces may also be more efficiently utilised, particularly at night time with improvements to infrastructure such as lighting and the introduction of footpaths.

- **Parking within new developments**

Opportunity may arise as part of future development, redevelopment or expansion plans for land uses in Apollo Bay to provide a shared car park facility servicing a number of land uses with the option to make this parking available for general use by the public. The sharing of a larger parking between different land uses and potentially the wider public would address some of the inefficiencies associated with the provision of a high number of small segregated development related parking facilities.

This centre wide approach has been adopted in the proposed formalisation of an existing car parking area and private land located in between Great Ocean Road and Pascoe Street (to the south of Moore Street) where both public and private funds have been used to create a publicly available parking facility which is likely to benefit the private developments and the wider community of Apollo Bay. Opportunity exists to adopt a centre wide approach to parking to other locations in the Commercial Centre, in particular, between Hardy Street and Moore Street which has been identified as an area for potential future redevelopment over the next decade.

Taking into consideration that this approach is not likely to be applicable to all new development, opportunity may exist for a new development (or a number of developments) to provide rooftop parking. Council has previously approved the use of rooftop parking as a means for new development to meet the sites off-site parking requirements. The parking surveys have shown that these rooftop car parks were not well utilised during the peak periods. This may in part be due to a lack of information advising visitors of the parking facility but is also likely to be a reflection of the inconvenience of using this type of parking facility in comparison to on-street parking.

Notwithstanding this, the provision of rooftop parking could be one solution to accommodating the longer term parking requirements of staff, thus freeing up other on-street spaces in the commercial centre for visitors.

- **Provision of new car parks**

Whilst it is recognised that car parks can represent an inefficient and costly use of land particularly in a coastal resort with significant fluctuations in seasonal parking demand, there may become a time where the need for a new car park facility in the commercial centre outweighs the costs. This could potentially happen with:

- An increase in parking demand significantly higher than the current levels;
- A desire or environmental requirement to remove all parking from the foreshore reserve; or
- A need to reduce significant congestion or safety issues resulting vehicle parking practices.

The optimal locations for new car parking facilities to the north and south of the commercial centre are shown on Figure 3.7 (it should be noted that an upgraded car park is currently being constructed to the south of the commercial centre on land located in between commercial premises fronting Great Ocean Road and Pascoe Street (to the south of Moore Street).

Car park facilities in these locations (if adequately advertised) could capture some visitors before they enter the heart of the commercial centre and help provide a more even distribution of parking demand along the length of the commercial centre.

Ultimately, the introduction of any new (publicly or privately) funded parking facility in the commercial centre would be determined based on a range of factors including the availability and cost of land and construction costs which can vary significantly based on topography, geological conditions, access issues and distance and connectivity into services.

The recommended policy relating to managing parking supply to be adopted by Council is set out in Strategy Policy 1.

Strategy 1: Parking Supply

Ensure that an appropriate level of parking supply is provided within the commercial centre that provides a balance between catering for peak parking demand and the most efficient use of land.

Actions

- In the short term, Council will seek to address any shortfalls in parking in the commercial centre through the installation of angle parking bays.
- Council will work closely with developers to explore opportunities to provide shared parking facilities that serve a number of new developments.
- In the long term, Council will explore opportunities to provide new car parks to cater for any significant increases in parking demand.
- Council will improve the promotion of existing Council owned off-street car parks.

Figure 3.7: Desirable locations for new car parks in the Apollo Bay Commercial Centre



3.5.2.2 Management of on-street parking

On-street parking is often the most convenient form of parking and, for varying reasons, access to on-street parking spaces is essential to businesses, beachgoers, people with disabilities, residents and their visitors, public transport users and for the delivery of goods. As is the case in the Apollo Bay Commercial Centre, there is competition for the limited kerb side space between various users, each of which has varying parking requirements. The challenge to Council therefore, is to ensure that the parking requirements of different users are met through the equitable sharing or protection of on-street parking spaces.

- Catering for short and long term parking demand

On-street parking is vital to the competitiveness of small scale retail and business premises given the convenience associated with providing parking close to these destinations. Generally, retail and business opportunities are optimised by encouraging regular turnover of spaces, whilst maintaining a high occupancy of parking close to retail outlets. The parking spaces on Great Ocean Road that serve these small businesses effectively have a premium value in comparison to other parking spaces in the study area.

Parking on the Great Ocean Road is currently being occupied by a variety of users ranging from short term visitors such as residents wishing to make a quick stop to longer term visitors who will spend most of the day on the beach. Whilst there is currently sufficient parking supply to cater for peak demand, the future growth in tourism and the population is likely to further increase the demand for parking on the Great Ocean Road.

In this situation, parking on the Great Ocean Road will most likely require better management to cater for different types of parking demand generated by short and longer stay visitors to Apollo Bay. Ideally, longer stay parking will be encouraged to park in off-street car parks or in more remote on-street parking facilities, thus freeing up short term parking servicing short stay visitors to the shopping strip.

It is recognised that many beachgoers need to park close to the beach given that they need to carry, often bulky, personal items to and from their car to the beach. One possible solution to this issue could be the future introduction of a drop off zone close to the beach. As illustrated in Figure 3.8, the ideal location for a passenger drop off zone is most likely to be close to the beach access at the surf club. Once bulky items have been removed from the vehicle, beachgoers then would be advised to find parking space in the commercial centre that meets the intended duration of stay. The drop off zone would need to be regulated by short term (i.e. 5 minute) restrictions and would need to be strictly enforced to minimise any misuse.

More detailed consideration and planning will be required to ensure that the introduction of a drop off facility does not:

- Create any significant safety issues given the high number of pedestrians in the area; or
- Result in increased levels of congestion given the potential increase in vehicular turning movements

The recommended policy relating to managing parking supply to be adopted by Council is set out in Strategy Policy 2.

Strategy 2: Managing On-Street Parking Demand

Ensure that on-street parking is efficiently utilised and best services the parking needs of the commercial centre.

Actions

- As the demand for parking increases, Council will investigate fair and equitable ways of improving the management of on-street parking spaces.
- Council will investigate the feasibility of introducing of a drop off zone close to the beach.
- In consultation with local stakeholders, Council will periodically review parking restrictions with a view to possibly altering operating hours or restriction type where demand requires.

Figure 3.8: Potential location for drop off zone for beachgoers



- **Coach parking**

Trade associated with tourism is very important to the local economy in Apollo Bay. The ability of tour coaches to drop off passengers in the most desirable locations is fundamental in helping to support the local economy.

Given the central location, Moore Street is the most popular location for the pick-up and set-down of passengers by Coach operators with approximately 10 different tour bus operators seeking to stop on Moore Street each day during the peak summer period.

Currently a single one hour coach parking space is provided on Moore Street which is insufficient should more than one coach arrive during a particular time period. The one hour time limit also restricts the potential turnover of the coach parking spaces thus reducing the opportunity for other coaches to use the parking facility. The inadequate supply and proximity of the coach parking space to the intersection with the Great Ocean Road has also resulted in a number of congestion and safety problems on both Moore Street and the Great Ocean Road when more than one bus is seeking to use the drop off facility.

Following the dropping-off of passengers, coaches can currently use dedicated bus parking facilities on the west side of Pascoe Street, between Whelan Street and Martin Street. Coach parking requires significant kerb side space which may not represent the most efficient use of road space at the existing location.

In working partnership with tour coach operators, it is recommended that Council implement a strategy to accommodate tour coach access and parking requirements in the Apollo Bay Commercial Centre that minimises the congestion and safety issues associated with current practices.

Figure 3.9 illustrates a possible access and parking strategy which sets out the possible access routes and potential locations for passenger drop off and bus parking facilities. It can be noted that:

- The passenger drop off point could be relocated to the north side of Moore Street with an additional coach parking space introduced. This would allow vehicles to temporarily wait on Pascoe Street should the drop off facilities be fully occupied. Whilst not ideal, the temporary waiting of coaches on Pascoe Street would result in fewer significant congestion and safety problems in comparison to the existing situation given the relatively lower number of vehicles using Pascoe Street.
- The suggested access routes to the passenger drop off parking spaces and to the suggested bus parking facilities have been designed to minimise difficult right turn movements in the commercial centre.
- The suggested bus parking facilities are located just outside the areas of highest demand for visitor parking, whilst still sufficiently close to allow coach drivers to easily access facilities within the commercial centre. It is not recommended these areas be immediately designated for this purpose given there is no demonstrated need (the current arrangement allows shared bus and car parking). There are a number of alternate locations close to the commercial centre that could accommodate tour coach parking should further investigations identify that the suggested locations are not suitable.

Given that most tour coaches have visited the commercial centre by early afternoon, consideration should be given to setting time restrictions that allow passenger drop-off zones and coach parking bays to be used by other vehicles outside the restricted hours.

The recommended policy relating to managing parking supply to be adopted by Council is set out in Strategy Policy 3.

Strategy 3: Tour Coach Access and Parking

Adopt the strategy to accommodate tour coach access and parking requirements in the Apollo Bay Commercial Centre.

Actions

- Council to work in partnership with the tour coach operators with the view of implementing the adopted strategy and any other measures that minimises the congestion and safety issues associated with current practices.

Figure 3.9: Possible strategy to accommodate tour coach access and parking requirements in the Apollo Bay Commercial Centre



- **Disabled and Mobility Impaired Parking**

Colac Otway Shire and the township of Apollo Bay have a relatively high proportion of people over the age 65 years old in comparison to the Victorian and Australian average. As such, there is a need to ensure that there is an adequate supply of convenient and accessible parking spaces that can be used by disabled or mobility impaired visitors to the Apollo Bay Commercial Centre.

Currently there are 6 disabled spaces in the commercial centre. Disabled parking bays were observed to be generally under-utilised. A review of the location of existing would suggest that the disabled parking bays in the commercial centre are reasonably well placed in that:

- Disabled parking spaces are adjacent to or within a short walking distance of key facilities such as the beach, Great Ocean Road retail shops and the Apollo Bay bowls club.
- On Great Ocean Road, disabled parking bays have been provided on the end of a row of parking bays which are easy to park in.
- Outside of Great Ocean Road, traffic levels are much lower meaning that disabled persons can easily cross the road if required to do so.

Whilst the existing disabled bays seem relatively well placed, the public consultation workshop identified residents would like to see additional or relocated disabled bays close to frequently used land uses such as the pharmacy and grocery outlets.

There are no guidelines on the required rates for the provision of on-street disabled parking spaces. As such, disabled parking policy adopted by other Victorian Councils such as the City of Melbourne is based on meeting the stated needs of disabled visitors rather than providing a blanket provision. This approach involves engaging and listening to representations from relevant stakeholders including disabled and mobility impaired residents and visitors to identify where and how access for disabled people can be improved. Where key issues are identified the parking requirements of disabled users are given priority in the allocation of kerb side space.

The recommended policy relating to disabled parking to be adopted by Council is set out in Strategy Policy 4.

Strategy 4: Disabled parking

Ensure that the parking needs of disabled and mobility impaired drivers are given high priority with a view to identifying and improving accessibility issues in the Commercial Centre.

Actions

- Council will continue to engage and listen to the parking needs of disabled and mobility impaired drivers with a view to improving parking opportunities where feasible.
- Council undertake a review of the accessibility of on-street disabled parking spaces with a view to providing accessible infrastructure where feasible.

- Loading Practices

Access to conveniently located loading facilities is important to both the retail occupancies in Apollo Bay Commercial Centre and their respective delivery companies.

Many businesses in the Apollo Bay Commercial Centre have access to off street loading facilities although the extent to which they are used is not clear. Given the good access to off-street parking, it is understood that Council has generally restricted the number of loading zones on the Great Ocean Road. This policy was thought to be working adequately given the lack of contact from local businesses requesting further loading zone spaces.

During peak periods, on-street parking demand outside many retail occupancies on the Great Ocean Road is very high throughout the day meaning that it is often difficult to find parking. This parking is predominantly used by visitors to the shopping strip which is beneficial to local businesses. In this regard, the additional provision of loading facilities may not represent the most efficient use of the limited kerb side parking spaces particularly during peak periods.

However, feedback from the public consultation workshops suggest that loading vehicles frequently double park on the Great Ocean Road in order to have convenient access to their delivery destination. This illegal practice is seen to be causing potentially serious safety issues whilst the double parking of vehicles could also restrict the flow of traffic on the Great Ocean Road resulting in localised areas of congestion.

It is understood that there is limited opportunity to reschedule deliveries to less busier times in the day (i.e. early morning) as deliveries to Apollo Bay from part of a coastal run where a number of coastal settlements are visited en route from suppliers located in Geelong.

To address the issue of double parking, it is understood that Council have strengthened the level of enforcement during the peak periods. In addition to this, Council have incorporated loading facilities in the upgraded car park currently being constructed to the south of the Commercial Centre (to the south of Moore Street). This will allow commercial properties with access to this car park to undertake loading facilities off-street. It is recommended that Council seek that the loading and servicing requirements of future developments in the Commercial Centre minimises any impact on on-street parking availability.

The recommended policy relating to loading practices to be adopted by Council is set out in Strategy Policy 5.

Strategy 5: Loading practices

Council will continue to provide an appropriate level of enforcement with a view to minimising the safety issues associated with double parking of delivery vehicles. Council will seek that the loading and servicing requirements of future development in the Commercial Centre minimises any impact on on-street parking supply.

3.5.2.3 Directional Signage

As a key destination on the Great Ocean Road, the ability of visitors to find parking spaces that best services their parking needs can impact on how long a visitor may stay in the township.

As is the case in the Colac Commercial Centre, the existing lack of information in the Apollo Bay Commercial Centre is resulting in additional delay and congestion is caused by motorists searching for car parking spaces. This lack of awareness may have also contributed to the car parks located off the Great Ocean Road being under-utilised and may have the additional consequence of car park patrons undertaking additional trips to time restricted parking has been exceeded.

As such, Directional Signage guiding motorists to their intended destination has an important role to play in avoiding unnecessary circulation within the Apollo Bay Commercial Centre and ensuring that existing parking facilities are utilised to their optimal potential. The use of directional signage will also be key to implementing Council policy objectives to advise motorist of available parking on Pascoe Street thus potentially reducing the demand for parking on the foreshore reserve.

There are various types of directional signage ranging from static signage providing the most basic levels of information to advanced electronic parking guidance systems which are designed to provide real time information on parking such as car park occupancy levels. There are a range of additional benefits associated with electronic parking guidance systems including reduced time spent searching for spaces and an improved public image of the area, although these benefits are reflected in the high purchase and operating costs. It is considered that it would be more cost effective to upgrade existing static signage.

The key objective in the provision of effective directional signage is to ensure that the information is legible, easily understood, informative, provides directions, and is unobtrusive to the surrounding streetscape. Information should be designed to reduce clutter by rationalising and simplifying messages, resulting in less but more effective information.

The provision of recognisable signs with uniform style and colour is fundamental to the success of implementing a directional signage scheme. It is recommended that Council ensure that any future directional signage is installed in accordance with the style and colour adopted by Council.

The recommended policy relating to directional signage to be adopted by Council is set out in Strategy Policy 6.

Strategy 6: Directional Signage

Ensure that an appropriate level of directional signage is available to guide motorists to parking facilities in the Apollo Bay Commercial Centre.

Actions

- Encourage and facilitate the installation of directional signage on the Great Ocean Road advising visitors of available parking on Pascoe Street.

3.5.2.4 Enforcement

The enforcement of the parking supply within the Apollo Bay Commercial Centre is central to the successful implementation of a number of policies put forward within this strategy, particularly with regards to:

- Ensuring the efficient use and continual turnover of short term parking spaces.
- Encouraging medium and long stay visitors to park in off-street facilities.
- Prevent or fine the illegal parking practices of doubled parked vehicles.

Council currently manage in the region of 841 publicly provided parking spaces within the Apollo Bay Commercial Centre. Of these spaces approximately 210 are currently regulated by time limit parking restrictions which typically operate between 8.30am and 5.30pm (or in some cases 7.00pm during the holiday season). Generally, restricted parking is subject to short term (1-2 hour) time limits.

The findings of the 2009 parking surveys indicate that compliance with on-street parking restrictions could be improved with 17% of vehicles overstaying 1 hour time limits and 12% of vehicles overstaying 2 hour time limits. The overstaying of time limits reduces the opportunity for short term parking for other visitors which in turn can impact on the vitality and viability of businesses which rely on a turnover of customers.

In order to manage parking demand, it is recommended that Council promote a more balanced mix of parking restrictions in the commercial centre. This proposed change to the current system of parking regulation may require Council to provide different levels of enforcement to ensure that the parking supply is efficiently and fairly utilised. On this basis, it is recommended that Council periodically review the levels of enforcement provided to manage the supply of available parking in line with the objectives of this Parking Strategy.

The recommended enforcement policy and actions to be adopted by Council is set out in Strategy Policy 7.

Strategy 7: Enforcement

Ensure that an appropriate level of parking enforcement is provided that seeks to assist with achieving the objectives of this Parking Strategy.

Actions

- Council will monitor resources with a view to ensuring that appropriate levels of enforcement are undertaken.
- Council will review the level of fines for parking infringements as required to ensure that fines are a sufficient deterrent to prevent illegal parking.

3.5.2.5 Statutory Parking Rates

Clause 52.06 of the Colac Otway Shire Planning Scheme has been in place since 1999 and sets out minimum parking standards required in new developments for various types of land uses. The use of minimum parking standards is currently commonplace in Victoria and it is in place to facilitate car travel by ensuring that there is an adequate supply of off-street parking for a particular development type whilst also minimising any overspill of parking onto surrounding streets.

Application of the current parking rates in the development planning process has in some cases not been considered reasonable or achievable within the confines of particular development sites and has therefore led to car parking requirements being regularly waived or reduced. In particular, it is understood that the current statutory parking rates are seen by Council to:

- In some cases result in an over-provision of car parking in the commercial centre as the rates do not adequately reflect parking demand generated by land uses in Apollo Bay, particularly given the high occurrence of shared trips. This is particularly important given the seasonal changes in parking demand in Apollo Bay where there is a need to consider the impact of significantly lower parking demands experienced in the off-peak season; and
- Not recognise that car parking can add a considerable cost to new developments which could make specific developments commercially less attractive and therefore potentially impact on economic development in Apollo Bay.

An example of the challenges facing Council has been highlighted in a 2009 VCAT ruling on the development of a proposed small mixed use residential and retail development on Great Ocean Road within the commercial centre. The VCAT ruling recognised that the rates set out in Clause 52.06 of the planning scheme are too excessive to be applied within a settlement like Apollo Bay without seriously impacting on the ability to redevelop such sites. In this case, the tribunal accepted that 2 spaces per retail occupancy represented an adequate parking supply, which equates to 11 fewer spaces than would be required by the current rates set out in Clause 52.06 of the planning scheme.

The suitability of existing statutory parking requirements therefore needs to be considered with appropriate parking rates reflecting the parking demand generating by land uses in the commercial centre set for the future.

There are two options available to Council:

- Adopt statutory parking rates as per the latest (2011) Victorian Government Draft Provisions; or
- Adopt a parking precinct plan for the commercial centre which specifies car parking rates derived from the research undertaken as part of this study.

Proposed Victorian Government Parking Rates

Following an Advisory Committee state wide review of planning scheme parking rates in 2007-2008, the Department of Planning and Community Development (DPCD) is in the process of seeking consultation on proposed changes to Clause 52.06 of the planning scheme. The proposed changes include:

- Removing the need for a permit when a change of use does not increase demand for car parking to that of the existing use.
- Revised car parking rates to better reflect current car parking demand.
- Reduced car parking rates in business zones and the Activity Centre Zone.
- Clearer decision guidelines about matters to be taken into account before car parking requirements are reduced.
- Land use terms in the car parking table being aligned with standard VPP definitions.
- Greater emphasis on urban design matters including additional design guidelines.

Table 3.6 provides a comparison between the current Planning Scheme Rates and those suggested by the Victorian Government for the land uses in Apollo Bay which generate the majority of parking demand.

Table 3.6: Comparison of parking rates

Land Use	Planning Scheme Rates	Victorian Government Proposed Rate
Supermarket (spaces per 100m ²)	8	5
Restaurant	0.6 spaces per seat	3.5 spaces per 100m ²
Shop (spaces per 100m ²)	8	3.5
Residential (per 1 or 2 bed dwelling)	2	0 (in an Activity Centre) 1 (in a business zone)

The parking rates proposed by the DPCD Advisory Committee are lower than or equal to the existing parking rates in Clause 52.06. However, the suggested parking rate of a minimum of 3.5 spaces per 100m² for shops is considered to be too excessive for the type of retail occupancies in the Apollo Bay Commercial Centre and could seriously impact on the ability to redevelop such sites.

At the time of writing, there is no indication when (or even if) the proposed Victorian Government changes to Clause 52.06 will be adopted and form the statutory guidance for parking provision in Victoria.

Parking Precinct Plan Approach

Given the often unique circumstances associated with different new developments, it is not always the case that one parking rate fits all developments in all locations. As an alternative, Clause 52.06-6 of the Colac Otway Shire Planning Scheme enables Parking Precinct Plans to be prepared. These are locally prepared strategic plans that contain parking provisions for an area or 'precinct'. They allow all the parking issues arising in a precinct to be considered and a strategy to be implemented to address them.

Specifically, this approach would allow the adoption of parking rates which recognise that the likely demand for parking for shops in the Apollo Bay Commercial Centre is lower than the rate specified by the Victorian Government (refer to Table 3.7 which provides a comparison between the proposed Victorian Government rates and the demand based empirical rates which have been calculated from the 2009 parking surveys and described in detail in the Issues and Opportunities Paper prepared for the Apollo Bay Commercial Centre).

Table 3.7: Comparison of Victorian Government and Demand Based Empirical Rates

Land Use	Victorian Government Proposed Rate	Demand Based Empirical Parking Rate
Supermarket (spaces per 100m ²)	5	3
Restaurant	3.5 spaces per 100m ²	0.3 spaces per seat*
Shop (spaces per 100m ²)	3.5	1.6
Residential (per 1 or 2 bed dwelling)	0 (in an Activity Centre) 1 (in a business zone)	N/A

* The demand based empirical parking rate measurement for restaurant uses in Apollo Bay that has been applied is spaces per seat as opposed to spaces per 100m². This measurement reflects that many of the convenience restaurants and restaurants in Apollo Bay have outdoor seating (and additional indoor seating to cater for peak demand) which is not included / reflected appropriately within the GFA of the respective buildings.

A key element of any Parking Precinct Plan to be adopted by Council will be to advise on:

- Parking provision for changes of land use, redevelopment and extensions to existing land uses;
- Situations where existing parking supply can be taken into consideration in the provision of parking in new developments; and
- Situations where parking is to be provided on site.

Future Commercial Parking Required Based on Adopted Approach

A retail-economic analysis undertaken on behalf of Council suggests that potential exists for an additional 2,600m² of new retail floor space to be developed in the Apollo Bay study area over the period 2009 and 2025.

Of this total amount:

- approximately 410m² is likely to be new food retail space potentially in the form of supermarket expansion
- approximately 610m² is likely to be food catering potentially in the form of new cafes and restaurants
- approximately 1,580m² is likely to be non food retail

An analysis of potential development sites indicates that the new retail facilities are likely to be located on Pascoe Street or as part of the redevelopment of the harbour.

It is also noted that in-fill residential development will also occur within the Apollo Bay study area including an increased number of shop top apartments. The full extent of in-fill residential development is not known at this time, however, it is likely that the majority of this development would be required to provide on-site parking.

Table 3.8 provides a comparison of the number of parking spaces required to support future retail development in the Apollo Bay study area based on proposed Victorian Government and demand based parking rates.

Table 3.8: Future parking requirements

Land Use	Parking Spaces Required using Victorian Government Proposed Rate	Parking Spaces Required using Demand Based Empirical Parking Rate
Supermarket	21	12
Restaurant	21	46
Shop	55	25
TOTAL	97	83

Table 3.8 indicates that the adoption of the Victorian Government rates would result in approximately 14 more parking spaces being provided in Apollo Bay in comparison to the demand based empirical rates. Interestingly, the required number of spaces for restaurant uses as calculated from the proposed Victorian Government rates is lower than the corresponding demand based empirical rate. However, the combined parking requirements for restaurants and shops are very similar under the Victorian Government rates (76 spaces) and demand based empirical rates (71 spaces).

Recommended Parking Rates to be Incorporated in Apollo Bay Commercial Centre Parking Precinct Plan

The recommended amendments to the car parking rates to be applied within the Apollo Bay Commercial Centre are provided in Table 3.9.

Table 3.9: Recommended Car Parking Rates

Land Use	Planning Scheme Rates	Victorian Government Proposed Rate	Demand Based Empirical Parking Rate	Recommended Rate
Supermarket (spaces per 100m ²)	8	5	3	3
Restaurant, Convenience Restaurant	0.6 spaces per seat	3.5 spaces per 100m ²	0.3 spaces per seat	3.5 spaces per 100m ²
Shop, Convenience Shop, Takeaway Food Premises (spaces per 100m ²)	8	3.5	1.6	2
Residential (per 1 or 2 bed dwelling)	2	1	N/A	1

The rationale for selecting the recommended car parking rates in Table 3.9 is discussed below:

Supermarket

The demand based empirical rates for supermarket land uses in the Apollo Bay Commercial Centre is 3 spaces per 100m². This rate reflects the small nature of supermarkets in the commercial centre in comparison to supermarkets in urban centres. In recognition of this and the need to avoid an oversupply of parking, it is recommended that a parking rate in line with the measured demand for supermarkets in the commercial centre (i.e. a minimum of 3 spaces per 100m²) be adopted.

Restaurants

The demand based empirical rates for restaurant land uses in the Apollo Bay Commercial Centre is 0.3 spaces per seat. This parking rate is higher than the equivalent rate of 3.5 spaces per 100m² as set out in the Victorian Government proposed changes to Clause 52.06 of the planning scheme. Despite this, it is recommended that the Victorian Government rates are adopted for the following reasons:

- The peak demand for parking for restaurant uses as recorded in the surveys is only likely to be representative of a dozen or so days per year. Outside of the summer peak periods, the parking demand generated by restaurant uses is significantly lower.
- Many shops and food catering outlets in the Apollo Bay Commercial Centre are unlikely to generate single purpose trips and be part of a multipurpose trip meaning that the parking demand is shared by a number of land uses.

In light of this, it is considered that the Victorian Government proposed rate of 3.5 spaces per 100m² is to be adopted for Restaurant and Convenience Restaurant uses:

Shop

The demand based empirical rates for shops is 1.2 spaces per 100m². This low demand for parking reflects that many shops are unlikely to generate single purpose trips and therefore be part of a multipurpose trip meaning that the parking demand is shared by a number of land uses. However, given the limited available parking supply in Apollo Bay during the peak periods, it is recommended that a more conservative, yet comparably low, parking rate of a minimum of 2 parking spaces per 100m² be adopted for Shops, Convenience Shops and Takeaway Food Premises. This rate is in line with a recent VCAT ruling in which the tribunal accepted that 2 spaces per retail occupancy represented an adequate parking supply for a retail development on Great Ocean Road within the commercial centre.

Residential

Existing residential dwellings in the commercial centre generally provide ample off-street parking and where not surveyed as part of the Colac and Apollo Bay Parking Study. However, it is noted that in-fill residential development will occur within the Apollo Bay study area including an increased number of shop top apartments. In order to minimise the impact of residential parking on streets in the commercial centre (whilst recognising that there is very limited travel options other than car), it is recommended that Council adopt the proposed Victorian Government parking rate for residential developments (in business zones) which is set at 1 space per 100m².

Other Land Use Categories

There are no changes proposed to any of the other Planning Scheme rates for other land-uses not specified in Table 3.9. However, consideration should be given to the corresponding parking rate put forward by the Victorian Government in their proposed changes to Clause 52.06 in the review of development planning applications for other land use categories.

The recommended policy relating to statutory parking rates to be adopted by Council is set out in Strategy Policy 8.

Strategy 8: Statutory Parking Rates

Council will implement the Apollo Bay Commercial Centre Parking Precinct Plan as an amendment to Colac Otway Shire Planning Scheme. The amendment will:

- **Include the Apollo Bay Commercial Centre Parking Precinct Plan as an Incorporated Document in the planning scheme.**
- **Insert a new Schedule to Clause 52.06 to introduce the parking precinct plan for the Apollo Bay Commercial Centre.**

3.5.2.6 Car Parking Contribution Fund

Given the nature of land uses servicing the tourism industry and planning controls restricting the height of development, the Apollo Bay Commercial Centre consists of a high number of densely concentrated, single storey, small to medium sized land uses. With the high commercial value of land, there are potentially both physical and financial constraints on the level of car parking that can be provided within developments in the commercial centre and therefore, in some cases, it is possible that on-site car parking requirements will not be met.

As a key action arising from this Parking Strategy, it is recommended that Council seek to identify specific opportunities to increase publicly provided parking stock whether this is on-street or potentially via purpose built facilities. Although the provision of a purpose built car park is a possible long term objective, there may be potential to offset any shortfall in development related parking through the increased provision of publicly provided parking (whether this is wholly undertaken by Council or part funded by Council and private developers).

In line with other Local Governments in Victoria, the costs of providing additional public car parking in the Apollo Bay Commercial Centre could be facilitated through the creation of a car parking contribution fund whereby developers contribute funds in exchange for a waiving or reduction in the development car parking requirement.

In 2003, Council determined that a payment of \$11,200 per space was the appropriate payment in lieu of the provision of car parking in the commercial precinct of Apollo Bay. As no policy has been incorporated into the planning scheme to enable Council to request cash in lieu contributions for the waiver of car spaces, cash in lieu payments has relied on the voluntary agreement with developers which has resulted in some discretion as to its application and the amount required for each space. Council has been successful in negotiating by agreement cash in lieu contributions for a number of major planning development proposals in Apollo Bay where a significant number of car spaces were required. The car parking cash in lieu contributions collected so far from these developments has been used to assist in funding car parking provision in Apollo Bay (e.g. formalisation of the existing car parking area and private land located in between commercial premises fronting Great Ocean Road and Pascoe Street, to the south of Moore Street).

Given the existing precedent for cash in lieu payments in Apollo Bay, it is considered that the formalisation of a cash in lieu scheme within the planning scheme represents a fair and equitable funding mechanism for addressing future parking matters. The scheme will also provide increased flexibility for developers who are unwilling or don't want to provide parking. This system also removes the need for Council to provide dispensation to developers who are unable to provide the statutory parking rates on-site.

A major cost usually associated with publicly providing new off-street car parking facilities is the cost of purchasing land. Council estimate that current land values in the Apollo Bay Commercial Centre range between \$500 per square metre to \$1,500 per square metre depending on location within the commercial centre. Using these land values, it is estimated that the approximate cost of a 'ground level' car park in the Apollo Bay Commercial Centre could feasibly be in the order of \$20,000 to \$50,000 per space depending on where the off-street car park is to be situated within the commercial centre (refer to Appendix A for cost estimate calculation).

Whilst the cost of providing new off-street parking facilities is high, current payment in lieu schemes adopted by other Councils in Victoria and elsewhere in Australia do not necessarily include the full costs of recovery (in particular the cost of purchasing land) in the required developer contributions. This is usually for the following reasons:

- There is a desire to ensure that payment in lieu contributions do not discourage investment and economic activity.
- There is recognition that cash in lieu contributions provides funds for improvements to the communities parking and transport infrastructure and therefore it is reasonable that the community fund a proportion of the cost of provision for public parking.
- There may not necessarily be a significant land cost involved in providing all future parking facilities i.e. where road reserved are used or widened to provide additional space for parking.
- Existing reserves of payment in lieu contributions (or other Council funds) are taken into consideration.
- Costs are recovered through user charging i.e. pay and display.

A comparison of required payment in lieu contributions currently adopted or being taken into consideration by other regional Councils in Victoria is provided in Table 3.10.

Table 3.10 Comparison of Payment in Lieu Schemes adopted by regional Victorian Councils

Location	Required payment per parking space	Source	Comments
Torquay	\$12,967 (as per 1 July 2011 – to be indexed annually).	Torquay Town Centre Parking Precinct Plan, October 2008. Draft Torquay Town Centre Parking & Access Strategy 2011.	Torquay Town Centre Parking Precinct Plan, October 2008 Formally adopted in planning scheme.
Shepparton	\$4,500	Shepparton Central Business District Parking Precinct Plan, April 2003.	Formally adopted in planning scheme. Does not include land purchase costs.
Ballarat	\$17,500	Ballarat CBA Parking Precinct Plan, 2007	Not formally adopted. Based on the construction of a multi-deck car park. Does not include land purchase costs.

The cost of providing car parks will ultimately be determined based on a range of factors including the availability and cost of land and construction costs which can vary significantly based on topography, geological conditions, access issues and distance and connectivity into services.

Whilst initial estimates suggest that the cost of providing a 'ground level' car park in Apollo Bay could be upwards of \$20,000 per space, it is recommended that a lower rate of \$13,000 per space is adopted for the following reasons:

- There needs to be a balance between recovering the potential costs of parking and retaining the economic competitiveness of the commercial centre, particularly given the current economic climate. In this regard, the \$13,000 per space is in line with that requested by Surf Coast Shire for cash-in –lieu in Torquay which is also a coastal town in Victoria.
- It is higher than the cash in lieu payments previously negotiated by Council with developers in Apollo Bay.
- Council may not be required to wholly take on the full costs of providing new car parks.
- The payment in lieu funds may be used to provide publicly provided parking where there isn't a sufficient land cost i.e. additional parking provided in the road reserve.

Whilst the implementation of a cash –in-lieu scheme does provide increased flexibility for developers who are unwilling or don't want to provide parking, in most cases Council should encourage the full provision of car parking in accordance with the adopted parking rates as a first preference, particularly if this is seen to result in the best outcome for the commercial centre.

The recommended car parking contribution fund policy and actions to be adopted by Council is set out in Strategy Policy 9.

Strategy 9: Payment in Lieu of Parking

A cash contribution in the amount of \$13,000 (plus GST) in respect of each car parking space or part thereof which is required under this Scheme and which is not provided on the land (but the net of car parking credits) must be paid to Council.

The amount of \$13,000 (plus GST) is to be adjusted annually from 1 July 2012 using CPI (all groups) as the index.

4.0 Implementation

4.1 Implementation plan

It is recommended that this Parking Strategy and associated Parking Precinct Plans for the Colac and Apollo Bay Commercial Centres become an Incorporated Documents under Clause 81 of the Colac Otway Shire Planning Scheme.

The Colac and Apollo Bay Commercial Centre Parking Precinct Plans should be implemented by replacing the Schedule to the Clause 52.06-6 of the Colac Otway Shire Planning Scheme and applying the car parking rates outlined in these documents.

4.2 Monitoring and review

The Parking Precinct Plans for Colac and Apollo Bay reflect the current car parking capacity and demand for the various land-uses. It is possible that as a result of factors such as the provision of new development in each township, that car parking characteristics and travel patterns may alter in the future.

The Parking Precinct Plans for Colac and Apollo Bay Commercial Centres should be reviewed every four years in conjunction with the Municipal Strategy Statement (MSS) review, which is conducted every 4 years as stated by the Colac Otway Shire Planning Scheme. The review of these Parking Precinct Plans will be undertaken by Council to ensure they reflect local conditions and reflects relevant policies.

Appendix A

Estimated Cost of a Ground Level Parking Space in Apollo Bay Commercial Centre