

# Colac Commercial Centre Parking Precinct Plan





## Colac Commercial Centre Parking Precinct Plan

Prepared for

Colac Otway Shire

Prepared by

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## Quality Information

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## 1.0 Introduction

### 1.1 Background

This Parking Precinct Plan for the Colac Commercial Centre has been prepared as an independent document incorporating the findings of the Parking Strategy for Colac and Apollo Bay.

Specifically, this Parking Precinct Plan has been prepared to formally update the parking rates set out in Clause 52.06 of the Colac Otway Shire Planning Scheme with more applicable parking rates which better reflect the local parking characteristics of the Colac Commercial Centre.

The boundary to which this Parking Precinct Plan applies is the central area of Colac (refer to Figure 1.1) 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 of large retail outlets occupied by national retailers.

### 1.2 Accompanying documents

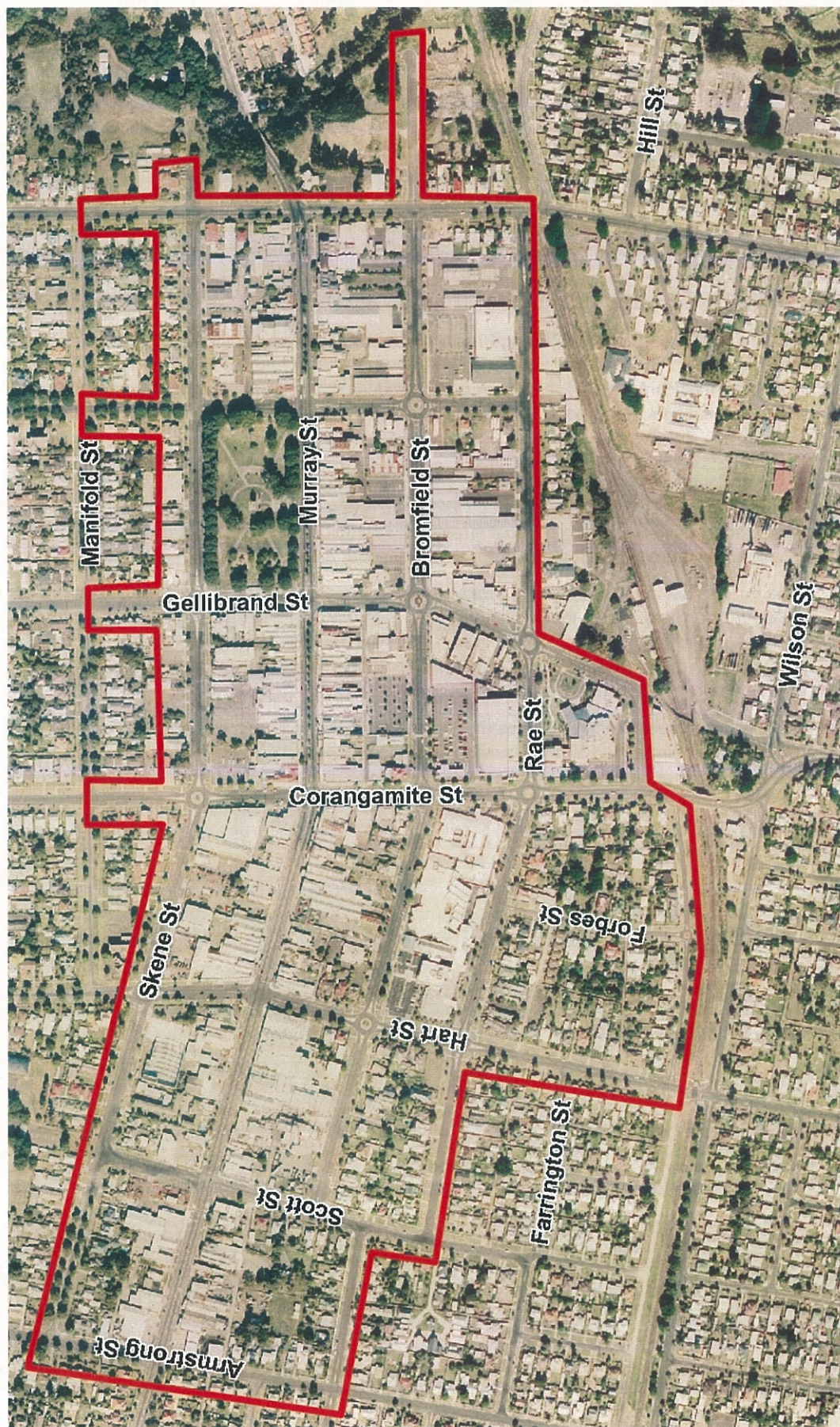
Colac Otway Shire has commissioned AECOM to prepare a Car Parking Strategy for the commercial areas of Colac and Apollo Bay which sets out a range of strategic policies to direct commercial development and associated car parking requirements in the towns over a 20 year period.

The policies set out in the Parking Strategy have been developed based upon the findings of an Issues and Opportunities Papers previously undertaken by AECOM for each township. The Issues and Opportunities Papers discussed a range of parking related issues identified through extensive surveying of the commercial areas of each township and put forward a set of possible opportunities to help address these issues and guide the future management of parking in Colac and Apollo Bay.

This Parking Precinct Plan provides the information relevant to deriving empirical parking rates for the Colac Commercial Centre, and should therefore be read in conjunction with the Issues and Opportunities document and the Parking Strategy for a detailed appreciation of the prevailing conditions and parking issues in the commercial centre.



Figure 1.1: Aerial Photo of Colac Commercial Centre (area bounded by red line)





## 2.0 Parking Supply and Demand

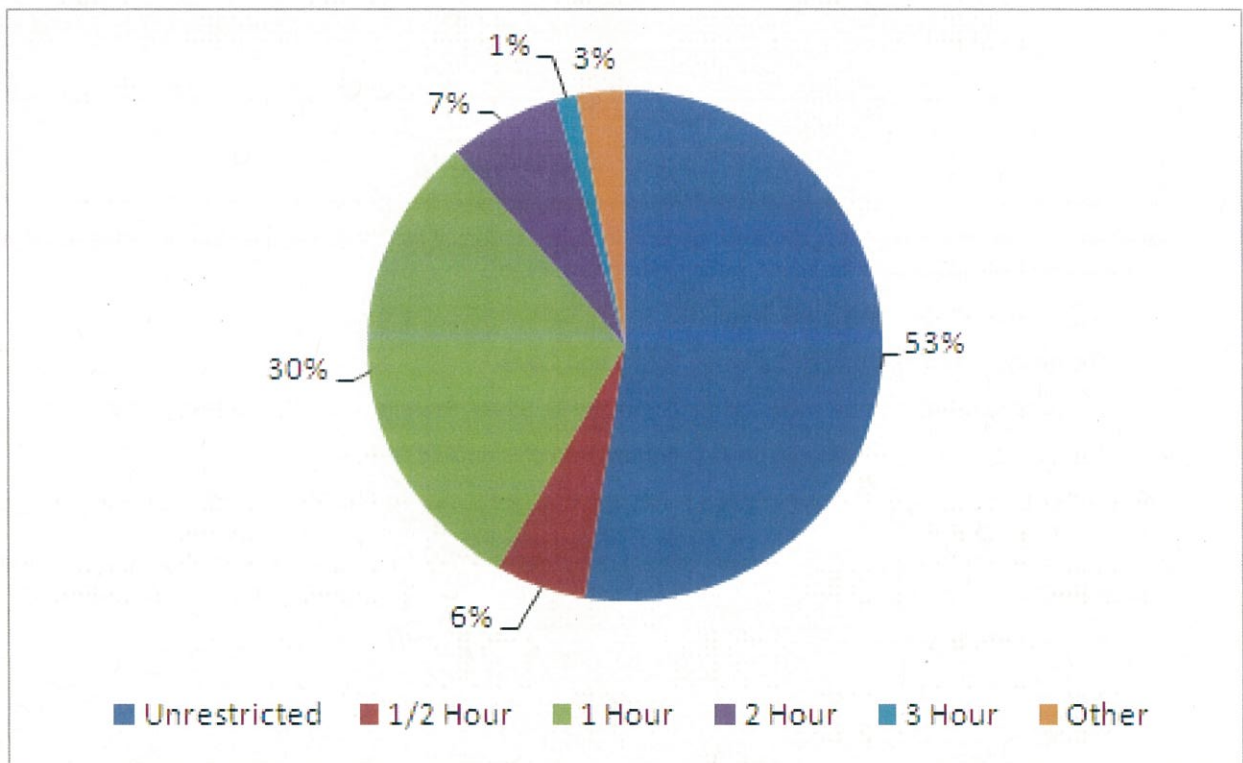
Comprehensive parking surveys were undertaken on behalf of Council on Thursday 26 February 2009 and Saturday 28 February 2009. These particular dates were chosen as they are outside of the busy Christmas holiday period and the quiet off-season period, and hence reflect normal parking demand in the Colac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

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.

### 2.1 On-street parking

There are a total of 1,849 on-street parking spaces within the Colac Commercial Centre. As shown in Figure 2.1, 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 2.1: Breakdown of on-street parking supply by parking restriction

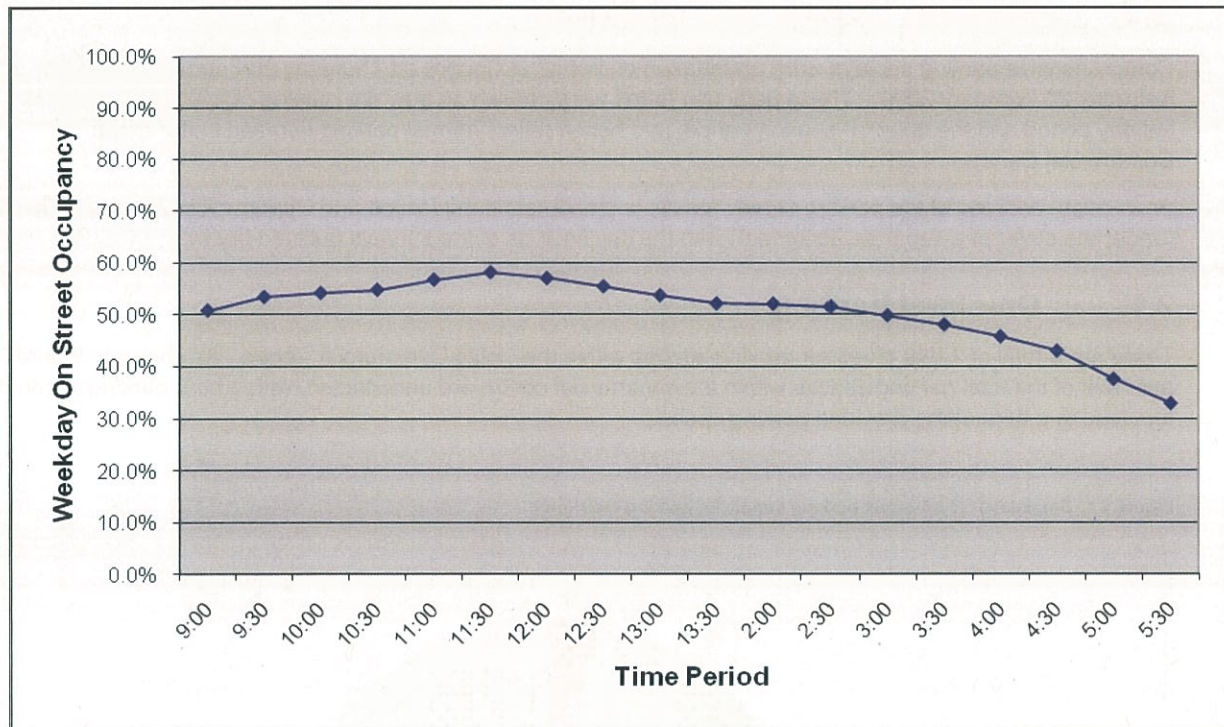


Parking restrictions in Colac are in operation between 7.30am and 5.30pm on Weekdays and 7.30am and 1.00pm on Saturdays. On-street parking is therefore unrestricted before 7.30am and after 1.30pm on Saturday and 5.30pm on weekdays.

#### 2.1.1 Weekday key findings

Over the entire commercial centre, the peak on-street parking occupancy was 58%. As shown by Figure 2.2, the peak period for weekday parking in Colac is 11.30am.

Figure 2.2: Profile of Weekday Parking Occupancy



As shown in Figure 2.3, 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:

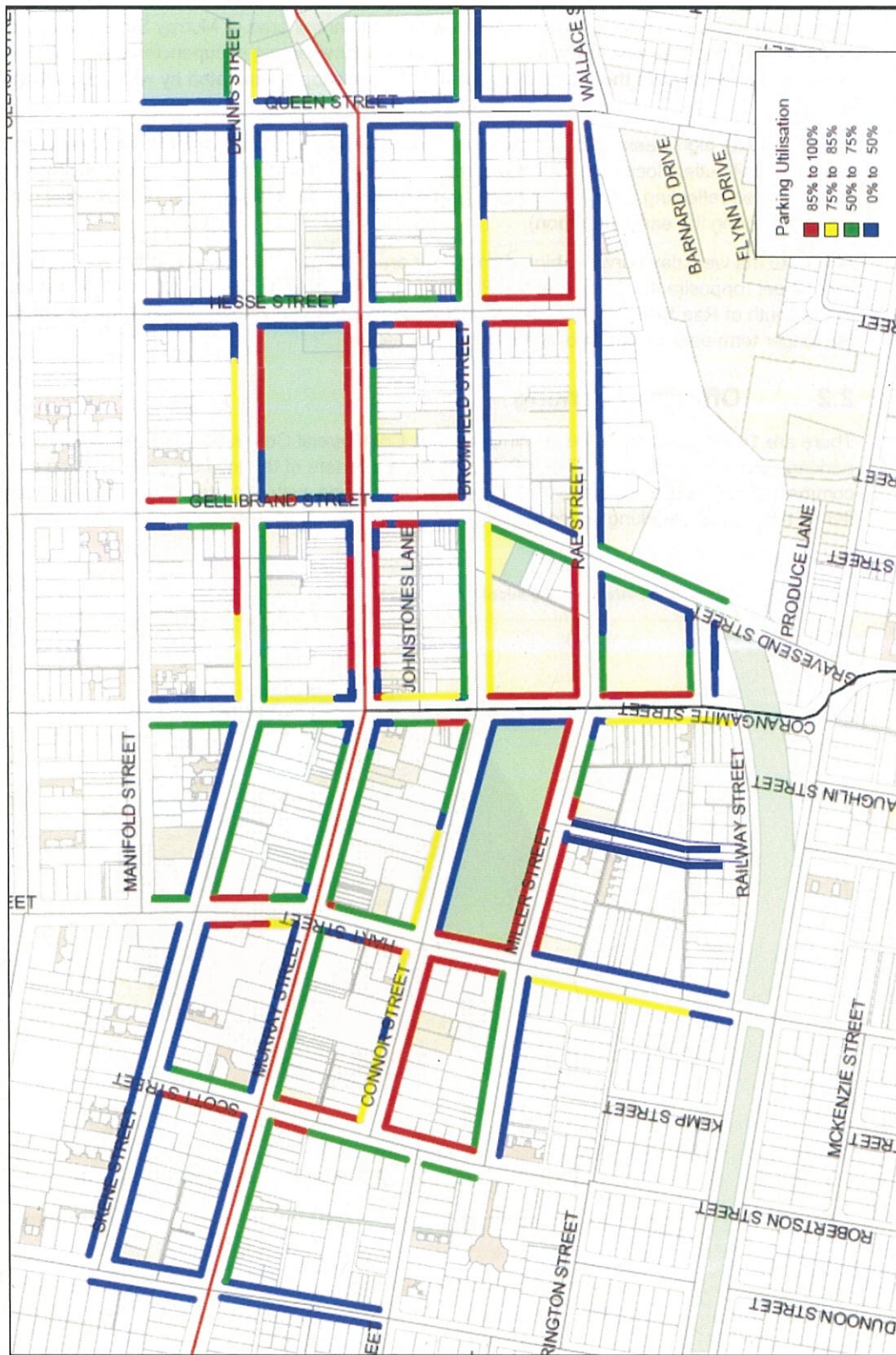
- Limited off-street facilities servicing the hospital and light industrial areas
- Short term parking restrictions on Murray Street
- Limited off-street parking facilities providing the public with medium to long stay parking

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 2.3: Weekday parking occupancy map (11:30am)





### 2.1.2 Weekend key findings

On the weekend, the demand for on-street parking in the Colac Commercial Centre is low with a peak parking occupancy of 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.

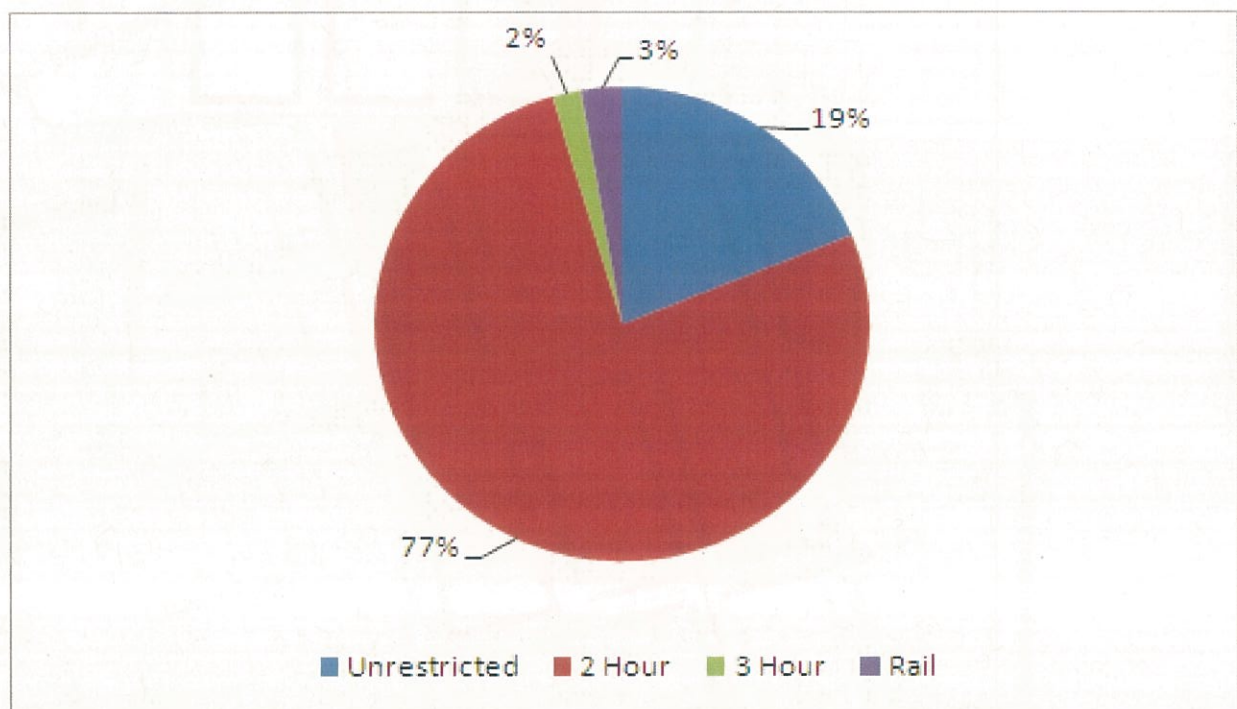
The areas with high weekend parking demand are generally in close vicinity to the Safeway retail precinct and the national retail outlets located on Murray Street. Parking on these streets was generally high throughout the survey period reflecting the opening hours of the national retail outlets (most 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 Otways 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 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 2.4, 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 2.4: Breakdown of off-street parking supply by parking restriction





### 2.2.1.1 Weekday key findings

As shown in Table 2.1, the weekday demand for off-street parking in most of the surveyed car parks during the peak period is fairly modest, with the car parks servicing the health and administration services experiencing the highest demand for parking.

Table 2.1: 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 Public 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.

### 2.2.2 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.



## 3.0 Assessment of Parking Rates

### 3.1 Parking demand by key land uses

The parking surveys have identified that the majority (>85%) of parking demand in Colac during the survey period was generated by retail, light industrial and health land uses. The existing provision of each of these key land use types in the Colac Commercial Centre is outlined in Table 3.1.

Table 3.1: Key land use provision in central Colac

Land Use	Existing Provision (2009)
Supermarket (floor space)	7,400m <sup>2</sup>
Shop (floor space)	37,730m <sup>2</sup>
Light Industry (floor space)	34,406m <sup>2</sup>
Hospital (number of beds)	125
Other Medical Uses in Hospital Precinct (number of practitioners)	16

The number of on-street and off-street car parking spaces servicing these key land use types has been estimated through an analysis of the parking survey data, on-site observations, interviews and informal discussions with visitors to Colac on the survey days.

The demand for parking for each land use category has been calculated by summing the total number of cars parked in the on and off street parking spaces observed or found to be servicing each land use at the busiest time of the survey day for that land use.

An empirical parking rate based on existing parking demand has been estimated for each key land-use in central Colac. This has been calculated by dividing the estimated existing demand by the provision of each land-use as shown in Table 3.1. Table 3.2 provides an estimate of the existing parking demand and the calculated demand based parking rates for each key land-use in the Colac Commercial Centre.

Table 3.2: Existing demand and calculated demand based parking rates

Land Use	Existing Parking Demand	Demand Based Empirical Parking Rate
Supermarket	280	3.8 spaces per 100m <sup>2</sup> floor space
Shop, Convenience Shop, Restaurant, Convenience Restaurant, Takeaway Food Premises (spaces per 100m <sup>2</sup> )	600	1.6 spaces per 100m <sup>2</sup> floor space
Light Industry	630*	2.1 spaces per 100m <sup>2</sup> floor space
Hospital	170	1.4 spaces per bed
Medical	64	4 spaces per practitioner

\*The existing parking demand for light industrial uses has been estimated from the parking surveys and aerial photography on sites where access was restricted on the day of the survey

### 3.2 Comparison with existing parking rates

Clause 52.06-5 of the Colac Otway Shire Planning Scheme outlines the Statutory Rates required for the provision of car parking for developments in Colac.

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.

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. It is considered likely that the proposed Victorian Government rates will be adopted and will form the statutory guidance for parking provision in Victoria.



Table 3.3 provides a comparison between the current Planning Scheme Rates and those suggested by the Victorian Government. A comparison between the proposed Victorian Government rates and the estimated demand based empirical rates is shown in Table 3.4

Table 3.3 Comparison of Planning Scheme and Victorian Government Proposed Rates

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

Table 3.4 Comparison of Victorian Government and Estimated Demand Based Empirical Rates

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

Table 3.3 and Table 3.4 indicate that the estimated demand based empirical parking rates for the supermarket and the other retail uses is much lower than that specified in both the Planning Scheme Rates and the Victorian Government proposed parking rates. This suggests that applying these parking rates to new developments may result in an overprovision of car parking.

It can be noted from Table 3.3 and Table 3.4 that the demand based empirical parking rates for the light industrial, hospital and medical land uses is broadly in line with those specified in both the Planning Scheme Rates and the Victorian Government proposed parking rates.

### 3.3 Future land use

A retail-economic analysis undertaken on behalf of Council suggests that potential exists for an additional 14,710m<sup>2</sup> 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 1,270m<sup>2</sup> is likely to be new food retail space potentially in the form of supermarket expansion
- approximately 13,440m<sup>2</sup> 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.



## 4.0 Amendment to Parking Rates and Associated Policy

### 4.1 Revised parking rates

The recommended amendments to the car parking rates for the Colac Commercial Centre are provided in Table 4.1.

Table 4.1: 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 <sup>2</sup> )	8	5	3.8	5
Shop, Convenience Shop, Restaurant, Convenience Restaurant, Takeaway Food Premises (spaces per 100m <sup>2</sup> )	8	3.5	1.6	3
Light Industry (spaces per 100m <sup>2</sup> )	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 4.1 is discussed below:

#### Supermarket

The demand based empirical rates for supermarket land uses in the Colac Commercial Centre is 3.8 spaces per 100m<sup>2</sup>. 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 100m<sup>2</sup>. 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 100m<sup>2</sup> of floorspace. This recommended parking rate is also in line with the suggested parking rates for supermarket developments as set out in Review of Parking Provisions in the Victoria Planning Provisions (DPCD, August 2007).

#### Other Retail

The demand based empirical rates for other retail uses in the Colac Commercial Centre (including shop, convenience shop, restaurant and convenience restaurant) is 1.6 spaces per 100m<sup>2</sup>. 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 100m<sup>2</sup>. In light of this, it is considered that a more conservative parking rate of a minimum of 3 spaces per 100m<sup>2</sup> 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 4.1. 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.

## **4.2 Exceptions to parking standards**

Parking surveys have identified that there is a surplus in parking in many locations in Colac. Opportunity therefore exists for Council to explore possible circumstances under which parking requirements could be waived so not to add to the current oversupply of parking.

Generally, all new land uses should be required to meet the revised parking standard set out in this Parking Precinct Plan. However, where the developer or occupier of a new development is able to demonstrate that the corresponding parking rates for that land use type will result in an overprovision of parking, Council could accept a lower provision. An example of this would be a small office or studio that has limited staff and visitors but requires sufficient space for storage, handling of large goods or working space. In such circumstances suitable justification and a detailed analysis should be submitted with the development application.

## **4.3 Changes in land use**

As per the current system applied by Council, parking credits associated with the previous land use should be taken into consideration in the assessment of parking requirements in these situations.

## **4.4 Extensions to land uses**

In most circumstances, Council should require that extensions to existing buildings that increase the gross floor area of the land use shall provide additional parking in line with the parking standards set out in this Parking Precinct Plan.

However, at the discretion of Council, exceptions to this policy may be allowed where:

- The size of the extension will result in less than 1.5 additional car parking spaces to be provided; or
- The nature of the extension is demonstrated not to result in an increased parking demand at the development.

In order for Council to waive the requirement to provide additional parking, suitable justification and a detailed analysis should be submitted with the development application.

#### **4.5 Multi use developments**

Opportunity may exist in some buildings which provide more than one land use type to reduce the overall parking requirement by providing shared or consolidated parking. For example, a building containing a ground floor shop and a first floor residential component may exhibit different parking demands, with the shop typically used during the day and the residence used in the evening.

In such circumstances, Council should accept a lower parking rate for the development if the developer or occupier can provide sufficient evidence that a shared car park could sufficiently cater for the buildings parking needs.

#### **4.6 Situations where parking is to be provided on site**

Taking into consideration the size and constraints of particular development sites, there are some land use types and locations where Council should generally expect that all parking should be provided on-site. This includes:

- Any new or extension to existing industrial, supermarket and hospital land uses where staff and visitor car parking and loading requirements should be accommodated on-site.
- New residential developments, whether standalone buildings or as part of non-residential development
- Locations where the demand for parking is high, particularly within the hospital precinct. However, there may be special circumstances where the requirement to provide parking on-site may not be achievable particularly where there are heritage restrictions in place. Under such circumstances, Council may allow the availability of on-street parking to be considered as part of the application, whilst the developer or land owner will also need to demonstrate to Council that appropriate measures are to be put in place to minimise the parking impact of the development such as through the uptake of a development Travel Plan.

For other land use types outside of the areas of highest parking demand, Council could consider the availability of on and off street parking in the area to cater for some of the developments parking demand i.e. visitor parking. This is likely to be particularly the case for small retail outlets which may not have sufficient space for off-street parking and rely on the provision of on-street parking to attract custom.



## 5.0 Implementation

### 5.1 Planning scheme amendment

It is recommended that this Parking Precinct Plan becomes an Incorporated Document under Clause 81 of the Colac Otway Shire Planning Scheme.

The Colac Commercial Centre Parking Precinct Plan should be implemented by replacing the Schedule to Clause 52.06-6 of the Colac Otway Planning Scheme and applying the car parking rates outlined in that document.

### 5.2 Monitoring and review

This Parking Precinct Plan reflects the current car parking capacity and demand for the various land-uses. It is possible that as a result of factors such as the predicted growth of Elliminyt, that car parking characteristics and travel patterns may alter in the future.

This Parking Precinct Plan shall be reviewed every four years in conjunction with the Municipal Strategic Statement (MSS) review, which is conducted every 4 years as stated by the Colac Otway Shire Planning Scheme. The review of this Parking Precinct Plan will be undertaken by Council to ensure it reflects local conditions and reflects relevant policies.



## Appendix A

# PROPOSED SCHEDULE TO CLAUSE 52.06-6



## Appendix A PROPOSED SCHEDULE TO CLAUSE 52.06-6

Name of Incorporated Parking Precinct Plan	Requirement																		
Colac Commercial Centre Parking Precinct Plan, December 2011	<b>1.0 Car Parking Rates</b> The Parking Precinct Plan affects land within the Colac Commercial Centre																		
	<table><tr><th>USE</th><th>CAR SPACE MEASURE</th><th>RATE</th></tr><tr><td>Supermarket</td><td>Car spaces to each 100 sq m of leasable floor area</td><td>5</td></tr><tr><td>Shop, Convenience Shop</td><td>Car spaces to each 100 sq m of leasable floor area</td><td>3</td></tr><tr><td>Restaurant, Convenience Restaurant</td><td>Car spaces to each 100 sq m of leasable floor area</td><td>3</td></tr><tr><td>Takeaway Food Premises</td><td>Car spaces to each 100 sq m of leasable floor area</td><td>3</td></tr><tr><td>Medical Centre</td><td>Car spaces per practitioner</td><td>3.5</td></tr></table>	USE	CAR SPACE MEASURE	RATE	Supermarket	Car spaces to each 100 sq m of leasable floor area	5	Shop, Convenience Shop	Car spaces to each 100 sq m of leasable floor area	3	Restaurant, Convenience Restaurant	Car spaces to each 100 sq m of leasable floor area	3	Takeaway Food Premises	Car spaces to each 100 sq m of leasable floor area	3	Medical Centre	Car spaces per practitioner	3.5
	USE	CAR SPACE MEASURE	RATE																
	Supermarket	Car spaces to each 100 sq m of leasable floor area	5																
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	Takeaway Food Premises	Car spaces to each 100 sq m of leasable floor area	3																
	Medical Centre	Car spaces per practitioner	3.5																
	Car parking rates for all other uses are to be provided in accordance with Clause 52.06.																		
	Exceptions: <ul style="list-style-type: none"><li>- An extension to an existing building where:<ul style="list-style-type: none"><li>• The size of the extension will result in less than 1.5 additional car parking spaces to be provided; or</li><li>• The nature of the extension is demonstrated not to result in an increased parking demand at the development.</li></ul></li></ul>																		
<b>2.0 Other Requirements</b> A permit cannot be granted to reduce or waive the car parking requirement for retail or supermarket use unless: <ul style="list-style-type: none"><li>- Car parking credits exist.</li><li>- It can be demonstrated to the responsible authority that that the corresponding parking rates for that land use type will result in an overprovision of parking.</li><li>- Any reduction in car parking demand due to the sharing of car spaces by multiple uses, either because of variation of car parking demand over time or because of efficiencies gained from the consolidation of shared car parking spaces.</li><li>- There is a surplus of car parking in the locality.</li><li>- Any other relevant consideration.</li></ul>																			



