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# Traffic Engineering Assessment

Proposed Residential Development  
11 Beach Street, Frankston

Prepared for  
CAAMCo 11 Beach Street Pty Ltd

May 2024

G32463R-02B

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## Document Control

**Our Reference: G32463R-02B**

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A	Draft - Amended Scheme	30/04/24	J. Lewis	T. Amanatidis (RPE11292)
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## Traffic Engineering Assessment

11 Beach Street, Frankston

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## **1. Introduction**

Traffix Group has been engaged by CAAMCo 11 Beach Street Pty Ltd to undertake a Traffic Engineering Assessment for the Proposed Residential Development at 11 Beach Street, Frankston.

This report provides a detailed traffic engineering assessment of the parking and traffic matters associated with the proposed development.

In the course of undertaking this assessment, we inspected the subject site, reviewed the development plans and background material, and assessed the car parking and traffic impacts of the proposal.

Our assessment is as follows.

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## Traffic Engineering Assessment

11 Beach Street, Frankston

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## 2. Existing Conditions

### 2.1. Subject Site

The subject land, addressed as 11 Beach Street, Frankston, is located on the northern side of Beach Street in Frankston.

Being rectangular in shape, it has a frontage of approximately 19 metres to Beach Street at the south.

A locality plan is provided at Figure 1.

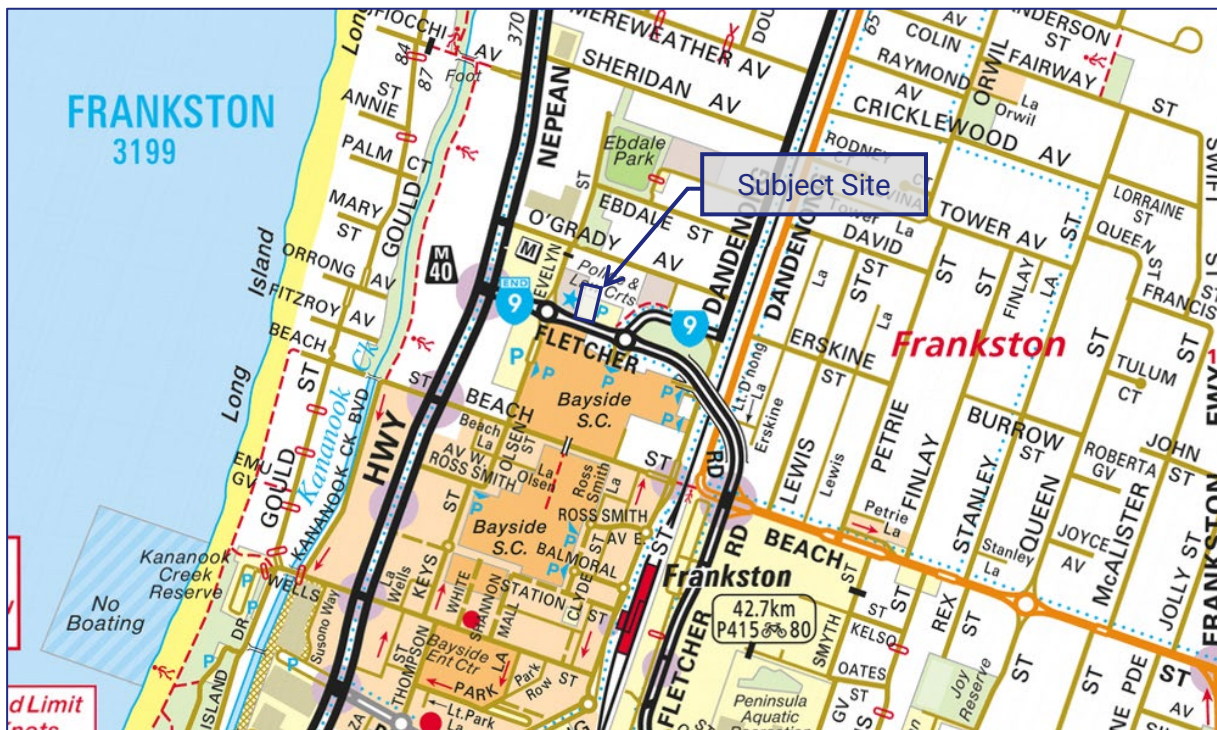


Figure 1: Locality Map

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### 2.2. Existing Use, Access and Parking

The subject site is approximately 829 square metres in size. The site was previously occupied by a single storey dwelling that was used as a commercial development, with a floor area of approximately 206 square metres.

Vehicle access currently occurs via a double width crossover and single width crossover along the western and eastern boundaries of the site to Beach Street, respectively. The western crossover is to a services easement that sits over the title.

The existing site includes 9 formal off-street parking spaces at the rear of the site, with potential to accommodate a further 4 spaces within the porte cochere (2) and the western easement (2).



An aerial photo of the site, including the existing access/crossover location is provided at Figure 2.

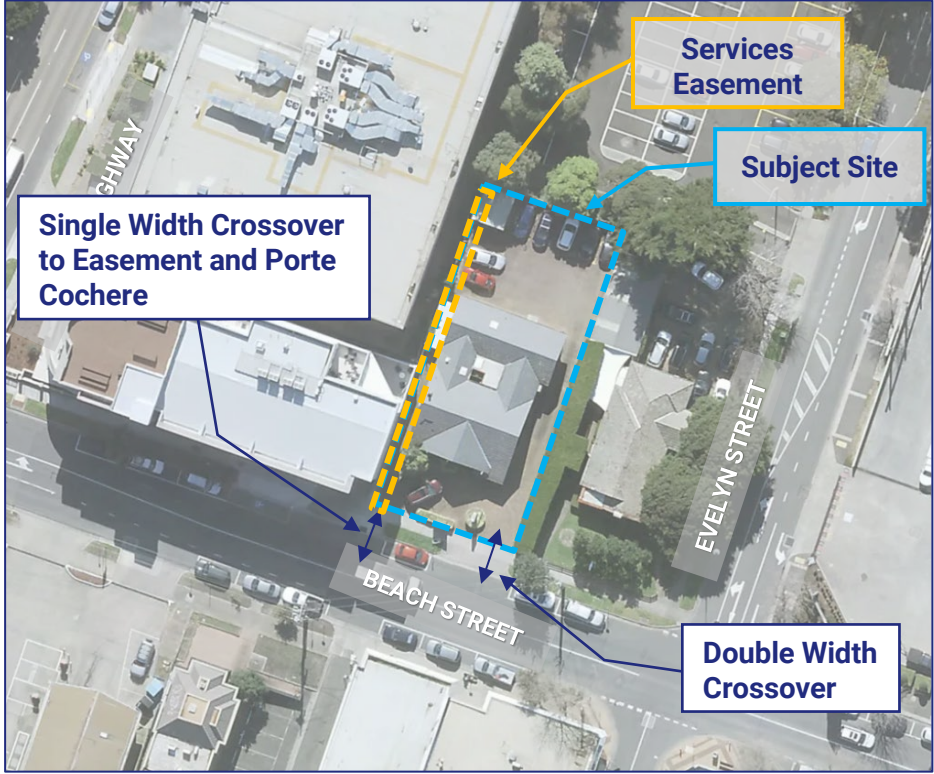


Figure 2: Aerial Image with Context of Subject Site

Source: Near Map

2.3. Planning Scheme Zones & Surrounding Uses

The subject site is zoned as 'Mixed Use Zone (MUZ)' under the Frankston Planning Scheme. A planning zone map is provided at Figure 3.

The site is also affected by a Parking Overlay – Precinct 1 (P01).

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## Traffic Engineering Assessment

11 Beach Street, Frankston



Figure 3: Planning Zone Map – Frankston

Source: VicPlan

The site is situated within the Frankston Metropolitan Activity Centre Structure Plan and falls within Precinct 5 of the Plan. An excerpt of this plan showing the subject site is provided at Figure 4.

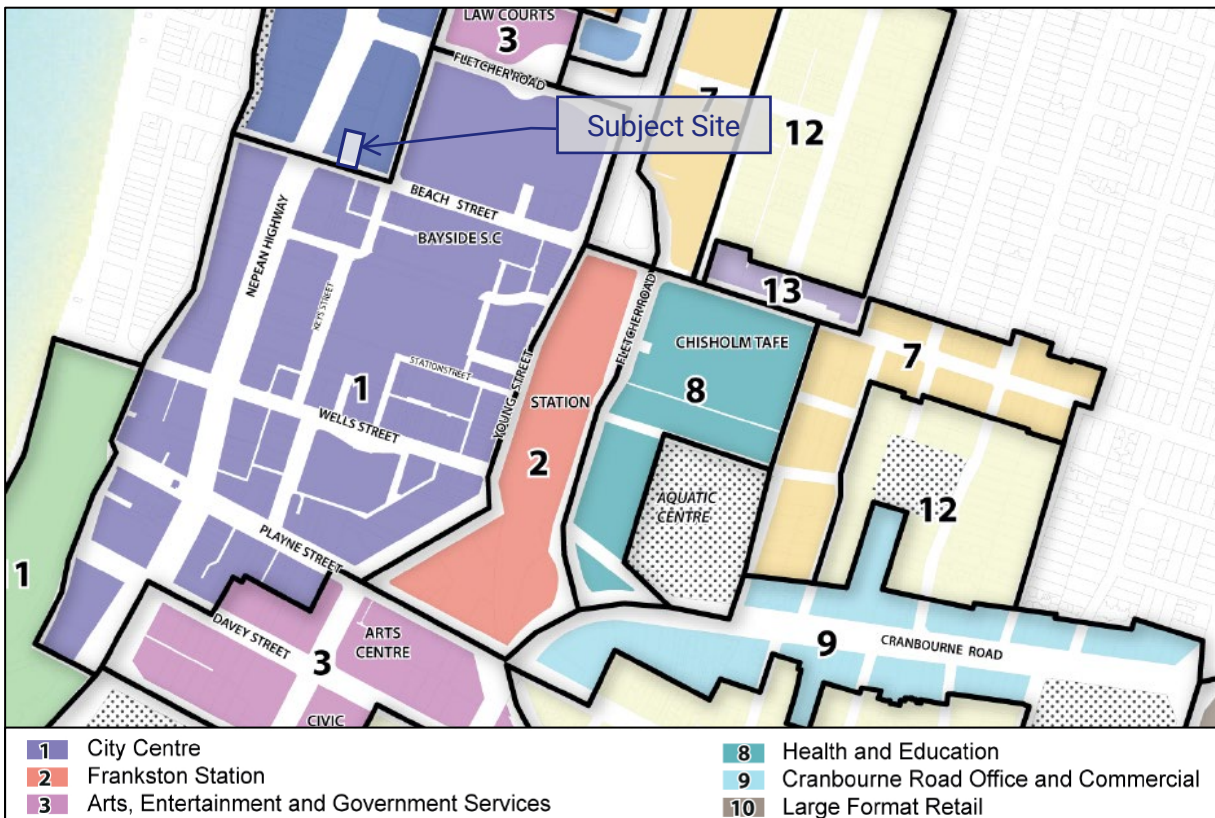


Figure 4: Precinct Plan from Frankston Metropolitan Activity Centre Structure Plan

Land uses in the immediate vicinity of the subject site are generally mixed use and business in nature.

Notable nearby uses include:

- Oakwood School Frankston Campus, located approximately 160 metres south of the site,
- Bayside Shopping Centre, located approximately 150 metres east of the site, and,
- Frankston Railway Station located approximately 550 metres south of the site,
- Frankston Primary School located approximately 1.1 kilometres south of the site.

## 2.4. Road Network

**Beach Street** is classified as a 'Key Central Activities Area Road' under Council's Road Register, 'Primary Pedestrian Access Street' in Frankston Metropolitan Activity Centre. It is a key link through the City Centre, aligned in an east-west direction between Frankston Railway Line and Nepean Highway.

In the vicinity of the subject site, Beach Street has a road reserve width of 20 metres and carriageway width of approximately 12 metres which provides a single lane of traffic in each direction and kerbside parking on both sides of the road.

On street parking in the vicinity of the site is generally restricted to short term '1P' 9AM-6PM Monday to Friday. There is one on-street parking space along the site's frontage to Beach Street.

Footpaths are provided on both sides of Beach Street.

A signed speed limit of 40km/h currently applies to Beach Street.

A services **easement** is provided within the site title boundary along the western abuttal of the site at approximately 1.8 metres wide.

**Evelyn Street** is classified as a 'Key Central Activities Area Road' under the Council's Road Register that runs in a north-south direction to the east of the site.

Evelyn Street (between Fletcher Road and Beach Street) has a carriageway width of approximately 8.8 metres, and a road reserve of approximately 15.5 metres.

Footpaths are provided on both sides of Evelyn Street.

Parking is not permitted on either side of the road.

A signed speed limit of 40km/h currently applies to Evelyn Street.

Figure 5 to Figure 10 provide views of the surrounding road network.

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Figure 5: Beach Street – View East



Figure 6: Beach Street – View West



Figure 7: Evelyn Street – View North



Figure 8: Evelyn Street – View South



Figure 9: Western Easement – View North

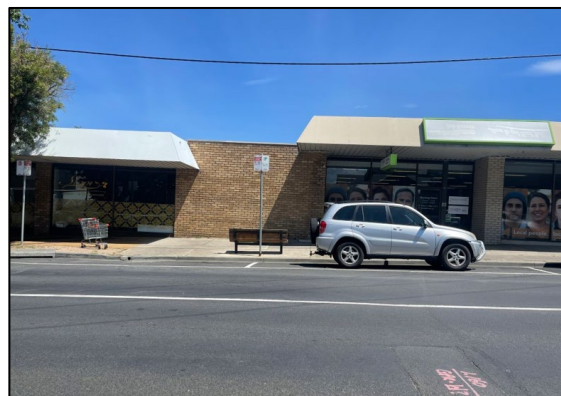


Figure 10: Western Easement – View South

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## 3. Proposal

### 3.1. Development Schedule

The application proposes to redevelop the site for the purposes of a residential development, including for the purposes of affordable housing.

A small office space (approximately 28 square metres) is proposed at ground level which is to be used by the Housing Provider for their onsite management. This office space will be ancillary to the residential use and not be leased out.

The proposal includes two levels of basement car parking for residents.

The proposed development schedule is provided in Table 1.

Table 1: Proposed Development Schedule

Use		Proposed Scheme
Residential	1 bed dwelling	29 dwellings
	2 bed dwelling	32 dwellings
	3 bed dwelling	1 dwelling
	<b>Total</b>	<b>62 dwellings</b>

### 3.2. Access

#### 3.2.1. Pedestrian Access

The site will take its pedestrian access via Beach Street.

#### 3.2.2. Bicycle Access

Access to the secure bicycle store on the Ground Floor will be via the existing easement from the western abuttal to Beach Street through a private gateway.

Access to the visitor bicycle spaces on ground floor will be via the easement along Beach Street.

#### 3.2.3. Vehicle Access

Vehicle access to the on-site car park will be provided via modifications to the existing crossover to Beach Street.

The existing crossover to the easement will be decommissioned, access to the services easement will be retained.

The key vehicular, bicycle and pedestrian access points to the site are shown in Figure 11.

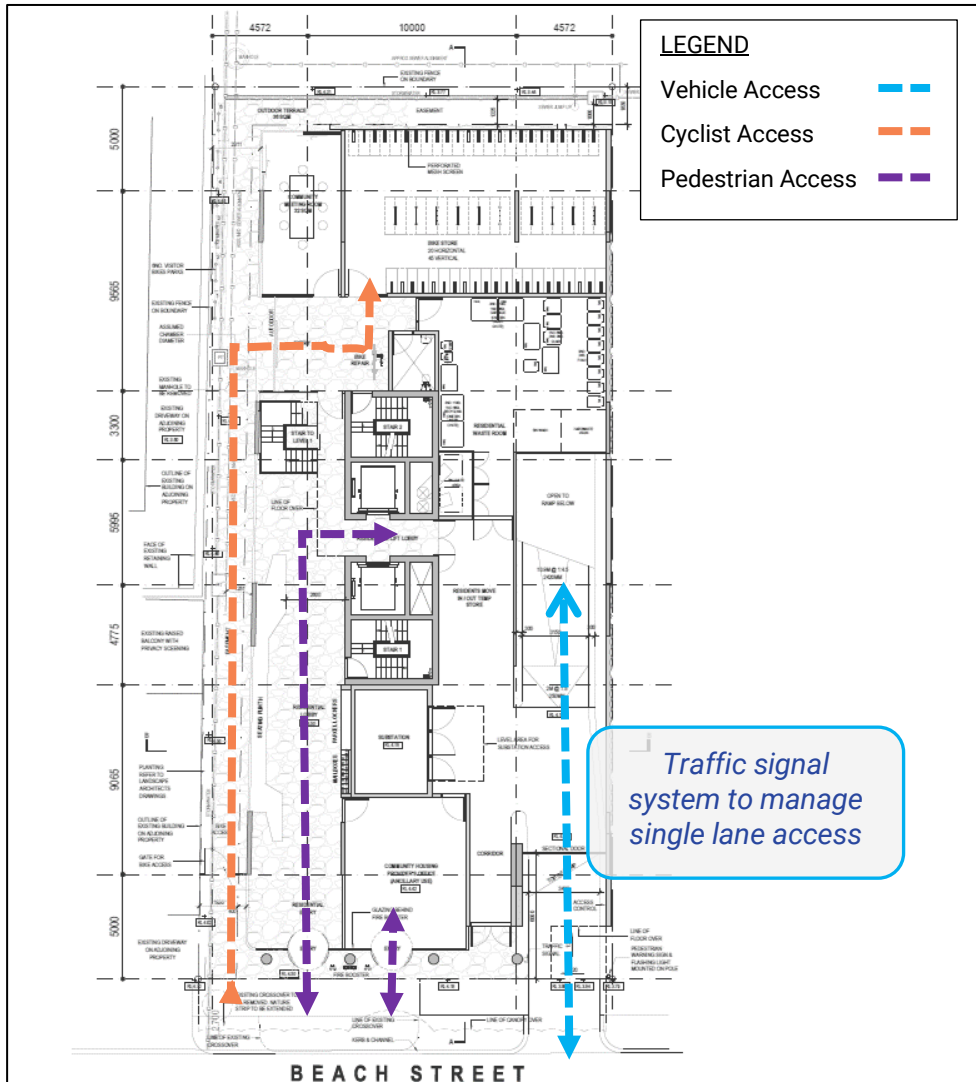


Figure 11: Beach Street Access Points (All Transport Modes)

### 3.3. Parking Provisions and Allocations

#### 3.3.1. Car Parking

The proposal intends to provide a total of 20 car parking spaces on-site inclusive of one EV charging bay spread across 2 basement levels for residents (0.32 spaces per dwelling).

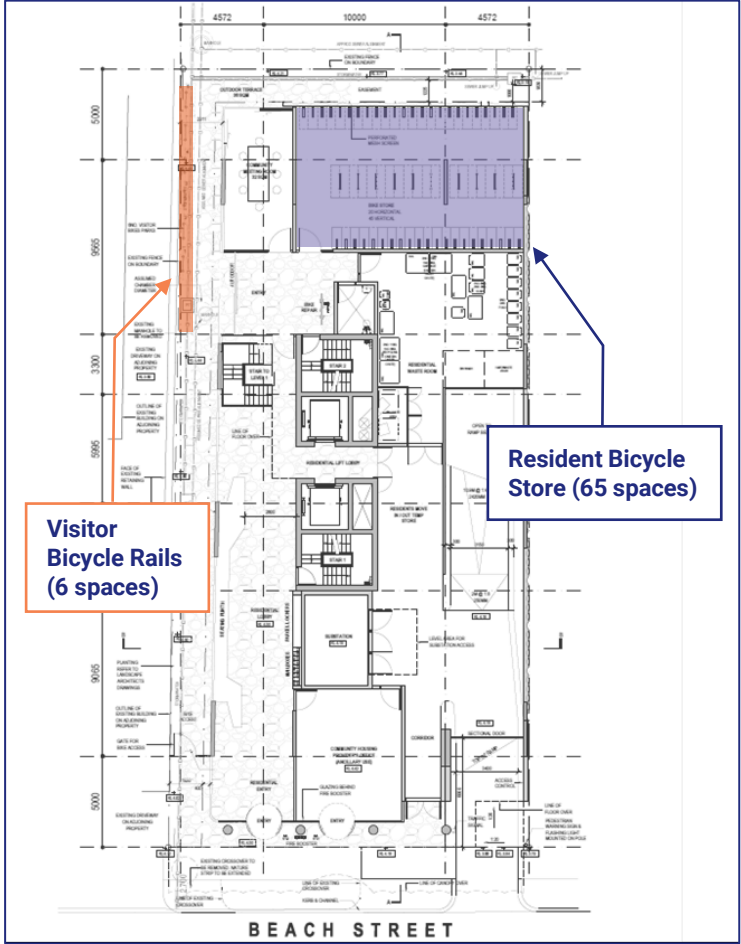
The removal of the existing western crossover allows for the provision of an additional on-street car parking spaces along the frontage to Beach Street. This is located outside of the subject site and would be subject to Council approval.

#### 3.3.2. Bicycle Parking

The application proposes a total provision of 71 bicycle spaces including:

- 65 bicycle spaces for residents within a secure bike store, and
- 6 bicycle spaces for visitors located along the western easement.

Plans identifying the location of the bicycle parking are shown at Figure 12.



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Figure 12: Residents Bicycle Parking Area - Ground Floor

**3.4. Loading & Waste Collection**

Waste collection is proposed kerbside along the site frontage to Beach Street. Private waste collection is proposed utilising a 6.4-metre-long rear loaded mini waste truck.

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## 4. Car Parking Considerations

### 4.1. Statutory Requirements

#### 4.1.1. Clause 52.06 & Parking Overlay Schedule 1 to Clause 45.09

The statutory car parking requirements for the proposed development are outlined in Clause 45.09 and Parking Overlay Schedule 1 (PO1) of the Frankston Planning Scheme. Schedule 1 operates in conjunction with, and varies the requirements of, Clause 52.06.

The purpose of Clause 52.06 of the Frankston Planning Scheme is to:

- *To ensure that car parking is provided in accordance with the Municipal Planning Strategy and the Planning Policy Framework.*
- *To ensure the provision of an appropriate number of car parking spaces having regard to the demand likely to be generated, the activities on the land and the nature of the locality.*
- *To support sustainable transport alternatives to the motor car.*
- *To promote the efficient use of car parking spaces through the consolidation of car parking facilities.*
- *To ensure that car parking does not adversely affect the amenity of the locality.*
- *To ensure that the design and location of car parking is of a high standard, creates a safe environment for users and enables easy and efficient use.*

The purpose of Schedule 1 to Clause 45.09 of the Frankston Planning Scheme is to:

- *To implement the State Planning Policy Framework and Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To facilitate an appropriate provision of car parking spaces in an area.*
- *To identify areas and uses where local car parking rates apply.*
- *To identify areas where financial contributions are to be made for the provision of shared car parking.*

With respect to car parking rates, Clause 45.09 states for uses not listed under Table 1 that;

*"For all other uses listed in Table 1 of Clause 52.06-5, the number of car parking spaces required for a use shall be calculated by using the Rate in Column B of that Table (representing a minimum rate)."*

Under Parking Overlay – Schedule 1 that applies to the site there are no specific decision guidelines provided in regard to those scenarios where a car parking reduction occurs. Accordingly, those decision guidelines under Clause 52.06-7 have been considered.

#### 4.1.2. Financial Contributions

Where parking is not provided in accordance with the Parking Overlay, then Section 5 of Schedule 1 to Clause 45.09 specifies that:

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## Traffic Engineering Assessment

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Within the Frankston Metropolitan Activity Centre area defined in Figure 1: FMAC Parking Precinct Plan Map in this schedule, the responsible authority may consider accepting a financial contribution in-lieu of one or more car parking spaces required under this Clause 45.09 and/or Clause 52.06, provided the following criteria are met, to the satisfaction of the responsible authority:

- i. The applicant demonstrates that the car parking requirement cannot be practically provided on-site or reasonably nearby;
- ii. The number of car parking spaces to be provided on-site is low, and is not considered to achieve the objective of consolidating car parking into large, well located, easily accessible and locatable facilities; and
- iii. The applicant agrees, under Section 173 of the Planning & Environment Act 1987, to the financial contribution being applied to the provision of public shared parking, at any site in or adjacent to the Frankston Metropolitan Activity Centre Area, as determined by the responsible authority.

The financial contribution rate is \$19,500 (plus GST) for each car space. The amount contribution for each space specified will be adjusted by the responsible authority on July 1 each year, commencing from 1 July 2017.

As detailed above, the acceptance of financial contributions for car parking reduction can occur at the discretion of Council.

A statutory assessment has been provided in the table below based on the rates in Schedule 1 to 45.09 and Column B of Clause 52.06.

As noted at section 3.1 above, the office space at ground level will be ancillary to the residential use and not be leased out.

Table 2: Statutory Car Parking Requirements (Schedule 1 to Clause 45.09 & Column B Clause 52.06)

Use	Type	No / Size	Statutory Requirement	No of Spaces Required
Residential Apartments	1-2 bedrooms	61	1 car space to each one or two-bed dwelling for residents.	61 spaces
	3-bedroom	1	2 car spaces to each three or more-bed dwelling for residents.	2 spaces
<b>Total</b>				<b>63 spaces</b>

Based on the table above, the development is statutorily required to provide a minimum of 63 car spaces for residents.

The application proposes the provision of 20 car spaces and seeks a dispensation for 43 car spaces for residents.

Clause 52.06-7 of the Planning Scheme allows a permit to be granted to vary the statutory car parking.

Planning Practice Note (June, 2015) specifies that the provisions draw a distinction between the assessment of likely demand for parking spaces, and whether it is appropriate to allow the supply of fewer spaces. These are two separate considerations, one technical while the other is more strategic. Different factors are taken into account in each consideration.

An assessment of the appropriateness of reducing the car parking provision below the statutory requirement is set out as follows.

### 4.2. Car Parking Demand Assessment

The Scheme requires the assessment of car parking demand likely to be generated by the proposed use to have regard for listed factors, as appropriate, including:

- *The likelihood of multi-purpose trips within the locality which are likely to be combined with a trip to the land in connection with the proposed use.*
- *The variation of car parking demand likely to be generated by the proposed use over time.*
- *The short-stay and long-stay car parking demand likely to be generated by the proposed use.*
- *The availability of public transport in the locality of the land.*
- *The convenience of pedestrian and cyclist access to the land.*
- *The provision of bicycle parking and end of trip facilities for cyclists in the locality of the land.*
- *The anticipated car ownership rates of likely or proposed visitors or occupants (residents or employees) of the land.*
- *Any empirical assessment or case study.*

An assessment of the projected car parking demand for the proposed development, accounting for these factors follows.

#### 4.2.1. Sustainable Modes of Transport

The site has excellent access to sustainable transport modes and is also located within the City Centre Precinct under Frankston Metropolitan Activity Centre.

##### Walking

The site is extremely well located to promote walking to everyday services as it is proximate to retail and essential services and is also well serviced by sustainable transport modes.

This site is located adjacent to the Bayside Shopping Centre, which is approximately 150 metres to the east.

This centre provides access to a wide range of everyday services such as supermarkets, banks, restaurants, specialty shops and medical centres which contributes to its easy walkability.

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## Bicycle Accessibility

The site has good access to bicycles and is located on the Principal Bicycle Network (PBN). A number of roads in the vicinity of the site are nominated on the Principal Bicycle Network inclusive of Nepean Highway, Wells Street and Beach Street.

The site has excellent access to bicycle infrastructure with on-road bike lane on the road network in the vicinity of the subject site, including Nepean Highway and Cranbourne Road.

Also, there is an off-road shared path along Kananook Creek, and many informal bike routes.

On-road bicycle lanes are also proposed on Beach Street within the draft Frankston Metropolitan Activity Centre Structure Plan.

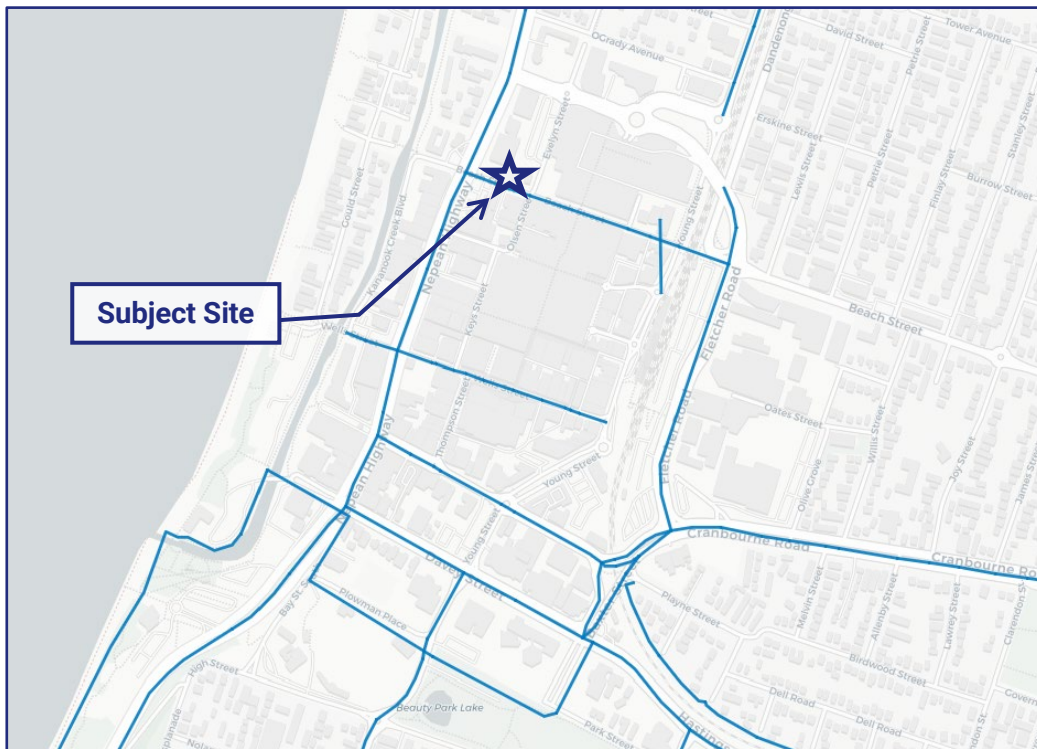


Figure 13: Frankston Principal Bicycle Network Map

## Public Transport

Frankston Railway Station is located approximately 550 metres to the southeast of the site.

The site is also very well serviced by public transport with bus stops at the following locations:

- Ross Smith Avenue approximately 260 metres south of the site,
- Young Street approximately 400 metres southeast of the site.

Table 3 summarises the available services, whilst Figure 14 illustrates the nearby routes.

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Table 3: Public Transport Services in the Vicinity of the Subject Site

Mode	Service	Between	Walking Distance
<b>Train Service</b>	Frankston to City		~550m southeast
<b>Sky Bus</b>	Frankston to Melbourne Airport		~300m south
<b>Bus Services</b>	Route 779	Frankston to Belvedere via Kananook	~260m south
	Route 780	Frankston Station to Carrum Station via Seaford Station	
	Route 788	Frankston to Portsea via Dromana & Rosebud & Sorrento	
	Route 770	Frankston to Karingal via Ashleigh Avenue	~400m southeast
	Route 771	Frankston to Langwarrin via Karingal	~450m southeast
	Route 772	Frankston to Eliza Heights	
	Route 774	Frankston to Delacombe Park	
	Route 773	Frankston to Frankston South via Kars Street	
	Route 776	Frankston to Pearcedale via Baxter	
	Route 832	Frankston to Carrum Downs via Kananook & McCormicks Road	
	Route 833	Frankston Station to Carrum Station via Carrum Downs	
	Route 775	Frankston to Lakewood via Heatherhill Road	

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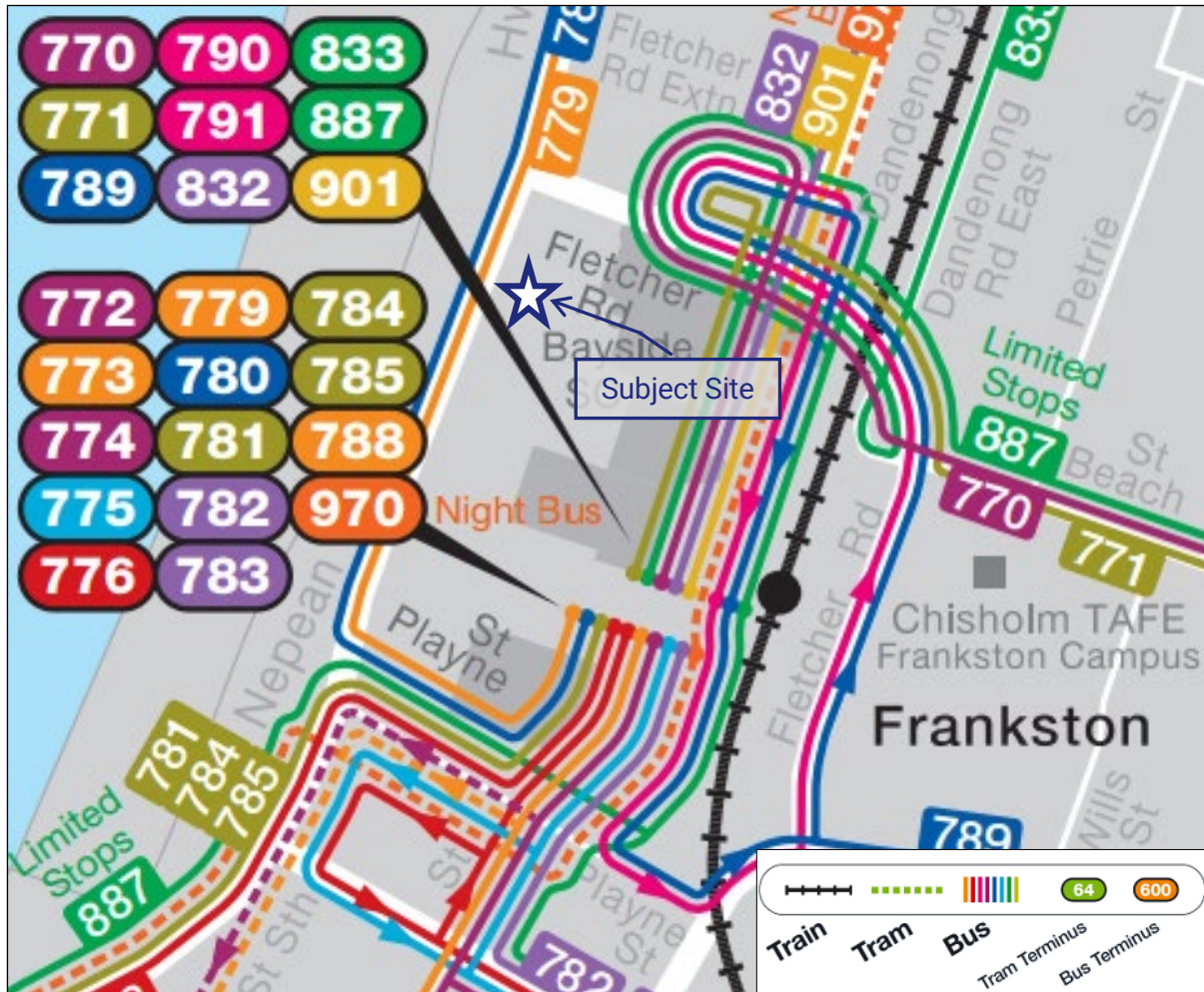


Figure 14: PTV Public Transport Map – Frankston

Source: <https://www.ptv.vic.gov.au/more/maps/#networkmaps>

**Clause 52.20 and 53.20 – Social/Affordable Housing**

Clause 52.20 and Clause 53.20 of the Frankston Planning Scheme have recently been introduced to support the development of Social and Affordable Housing, particularly where developed by or on behalf of the Director of Housing.

Whilst potentially not applicable to the site (subject to the Application Pathway), the car parking requirement for social/affordable housing under these parts of the Scheme is:

*A minimum of 0.6 car spaces should be provided to each dwelling. Car spaces may be covered or uncovered.*

These Clauses demonstrate there is strategic support within the Frankston municipality to provide car parking for social/affordable housing below the rates listed under Clause 52.06.

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**2021 ABS Data – Car Ownership**

To understand existing car ownership proximate to the site, we have sourced the 2021 Australian Bureau of Statistics (ABS) Census data for social housing (all dwelling types) and all apartments within the suburb of Frankston.

The ABS Data for the suburb of Frankston does not include any social housing specifically for apartments and hence all social dwelling types have been considered for the below assessment.

A summary of the 2021 ABS Census Data for the suburb of Frankston for social housing and all apartments is presented in Table 4.

*Table 4: 2021 ABS Census Data – Frankston (Social Housing & All Housing)*

Type	Bed Type	Average number of cars	% 0 cars	% 1 Car
Social Housing (all types of dwellings)	1-bed	0.5	64%	33%
	2-bed	0.6	51%	42%
	3-bed	1.0	22%	60%
All Apartment Types	1-bed	0.8	42%	49%
	2-bed	0.9	24%	60%
	3-bed	1.6	9%	27%

The ABS data for apartments in the suburb of Frankston indicates an average car ownership rate under the statutory requirements for one, two and three bedroom apartments.

The data indicates even lower average car ownership for social/community housing. Notably, the data shows there is demand for social/community housing with no provision of car parking, noting that 64%, 51% and 22% of one, two and three-bedroom dwellings, respectively, do not own a vehicle.

With consideration of the type of housing proposed, the car parking provisions for the residential dwellings are considered to be appropriate. The proposed development includes a commensurate numbers of bicycle parking spaces which supports alternate transport modes.

**4.2.2. Case Study Data (Social/Affordable Housing)**

Case study data for social/affordable developments collected by a number of traffic consultants within the Melbourne area, which included surveys at a number within the middle metro regions.

The relevant case study data is summarised in Table 5.

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Table 5: Social/Affordable Housing Case Study Examples

Site Address	Location	Number of Units	Parking Rate Provision (per apartment)
5 Pearcedale Parade, Broadmeadows	Metro-Middle	84	0.27
3 Station Avenue, McKinnon	Metro-Middle	28	0.43
358A South Road, Moorabbin	Metro-Middle	75	0.53
4 Power Avenue, Ashwood	Metro-Middle	93	0.63
6 Power Avenue, Ashwood	Metro-Middle	38	0.66
<b>Average</b>			<b>0.50</b>

The case study data identifies an average car ownerships rate from 0.27-0.63 car spaces per dwelling. The proposal includes car parking for residents at a rate of 0.32 spaces per dwelling which falls within the range of demands expected to be generated.

### 4.2.3. Journey to Work Data – Housing Provider Management office

As noted at section 3.1, a small office space (approximately 28 square metres) is proposed at ground level which is to be used by the Housing Provider for their onsite management. This office space will be ancillary to the residential use and not be leased out. It is anticipated there will be no more than 1-2 staff members.

The proposed development provides no car parking spaces for staff of the Housing Provider.

A review of the ABS 'journey to work' data for the 2016 Census for the Frankston SA2, Frankston South SA2 and Greater Melbourne is provided in Table 6.

Table 6: Journey to Work Data (based on place of employment) – 2016 Census

Mode of Travel	Work within the Frankston SA2	Work within the Frankston South SA2	Work within Greater Melbourne
Car as driver	76%	66%	71%
Public Transport	4%	1%	16%
Cycling	1%	1%	4%
Other Mode of Travel	19%	32%	2%

This data highlights a higher reliance on private cars by existing employees within the Frankston LGA in comparison to the Greater Melbourne average. The Frankston South SA2 (adjacent to the Frankston SA2), however has a lower reliance using private vehicles when compared with the Greater Melbourne average.

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The site has excellent accessibility to multiple public transport modes and includes a generous provision of bicycle parking. These facilities will actively encourage future staff to travel to the site using alternative transport (including running, walking, cycling).

These initiatives are in line with the Draft Frankston City Council's Integrated Transport Strategy 2022-2042 Connecting Communities, seek to reduce the dependency on private vehicles.

Accordingly, the Housing Provider staff who are not provided with an on-site car parking space will likely seek alternative modes of transport to access the site, rather than utilise a motor vehicle and have to pay for parking, and consequently the staff parking demand will be dictated by the supply.

In our view, this is an appropriate approach to commercial staff parking in the proximity to activity centres, and accordingly the proposed provision of no parking for the Housing Provider staff is considered appropriate.

### 4.3. Allowing Fewer Car Spaces

When considering if appropriate to provide fewer car parking spaces on-site, the responsible authority must consider as appropriate:

- *The Car Parking Demand Assessment*
- *The availability of alternative car parking in the locality of the land.*
- *Any car parking deficiency associated with the existing use of the land, including:*
  - *Efficiencies gained from the consolidation of shared car parking spaces.*
  - *Public car parks intended to serve the land.*
  - *On street parking in non residential zones.*
  - *Streets in residential zones specifically managed for non-residential parking.*
- *On street parking in residential zones in the locality of the land that is intended to be for residential use.*
- *The practicality of providing car parking on the site, particularly for lots of less than 300 square metres.*
- *Any adverse economic impact a shortfall of parking may have on the economic viability of any nearby activity centre.*
- *The future growth and development of any nearby activity centre.*
- *Any car parking deficiency associated with the existing use of the land.*
- *Any credit that should be allowed for car parking spaces provided on common land or by a Special Charge Scheme or cash-in-lieu payment.*
- *Local traffic management in the locality of the land.*
- *The impact of fewer car parking spaces on local amenity, including pedestrian amenity and the amenity of nearby residential areas.*
- *The need to create safe, functional and attractive parking areas.*

- Access to or provision of alternative transport modes to and from the land.
- The equity of reducing the car parking requirement having regard to any historic contributions by existing businesses.
- The character of the surrounding area and whether reducing the car parking provision would result in a quality/positive urban design outcome.
- Any other matter specified in a schedule to the Parking Overlay.
- Any other relevant consideration.

A discussion of the relevant items follows.

#### 4.3.1. Existing On-Street Parking

A car parking inventory survey was undertaken on Wednesday 25<sup>th</sup> January 2023 capturing the car parking supply, demand and restrictions along the roads within the immediate vicinity of the subject is shown in Figure 15.

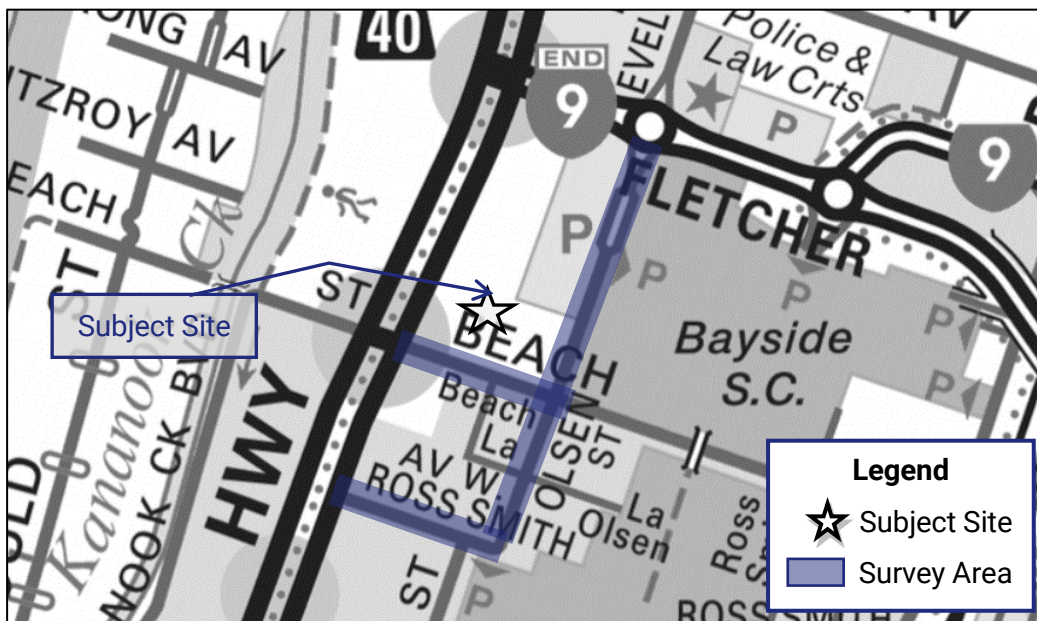


Figure 15: On-Street Car Parking Survey Area

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A summary of the existing on-street car parking inventory and occupancy results is presented in Table 7.

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Table 7: Car Parking Inventory Results

Street name	Parking Restrictions	Capacity	Demand	Occupancy (Demand/Capacity)
Olsen Street	1P 9AM-6PM Mon-Sat	8	8	100%
Ross Smith Avenue West	1P 9AM-6PM Mon-Sat & Loading zone 9AM-6PM Mon-Fri	7	7	100%
Beach Street (between Nepean Highway and Evelyn Street)	1P 9AM-6PM Mon-Sat, 1P DDA, 1/4P 9AM-6PM Mon-Sat, Loading zone 9AM-6PM Mon-Sat, 2P DDA 9AM-6PM Mon-Sat	23	22	96%
<b>Total</b>		<b>38</b>	<b>37</b>	<b>97%</b>

The surveyed area included a total of 38 on-street car parking spaces with 37 spaces occupied.

The car parking restrictions within the surveyed area were all short term, and on this basis residents are not expected to utilise the existing available on-street car parking spaces and would be forced to utilise alternate modes of transport.

### Off-Street Car Parking

There is extensive Council managed and privately managed (commercial) off-street car parking available within the nearby Frankston Activity Centre as shown in Figure 16.

The plan does not include the privately managed owned to the immediate north of the subject site at Figure 16.

A review of historical aerial imagery suggests that there is parking availability within the centre at various car parks.

We note that off street parking available in the immediate proximity to the subject site located within the privately owned and managed Bayside Shopping Centre.

These off street parking areas are typically subject to fees of \$10-15/day for all day car parking.

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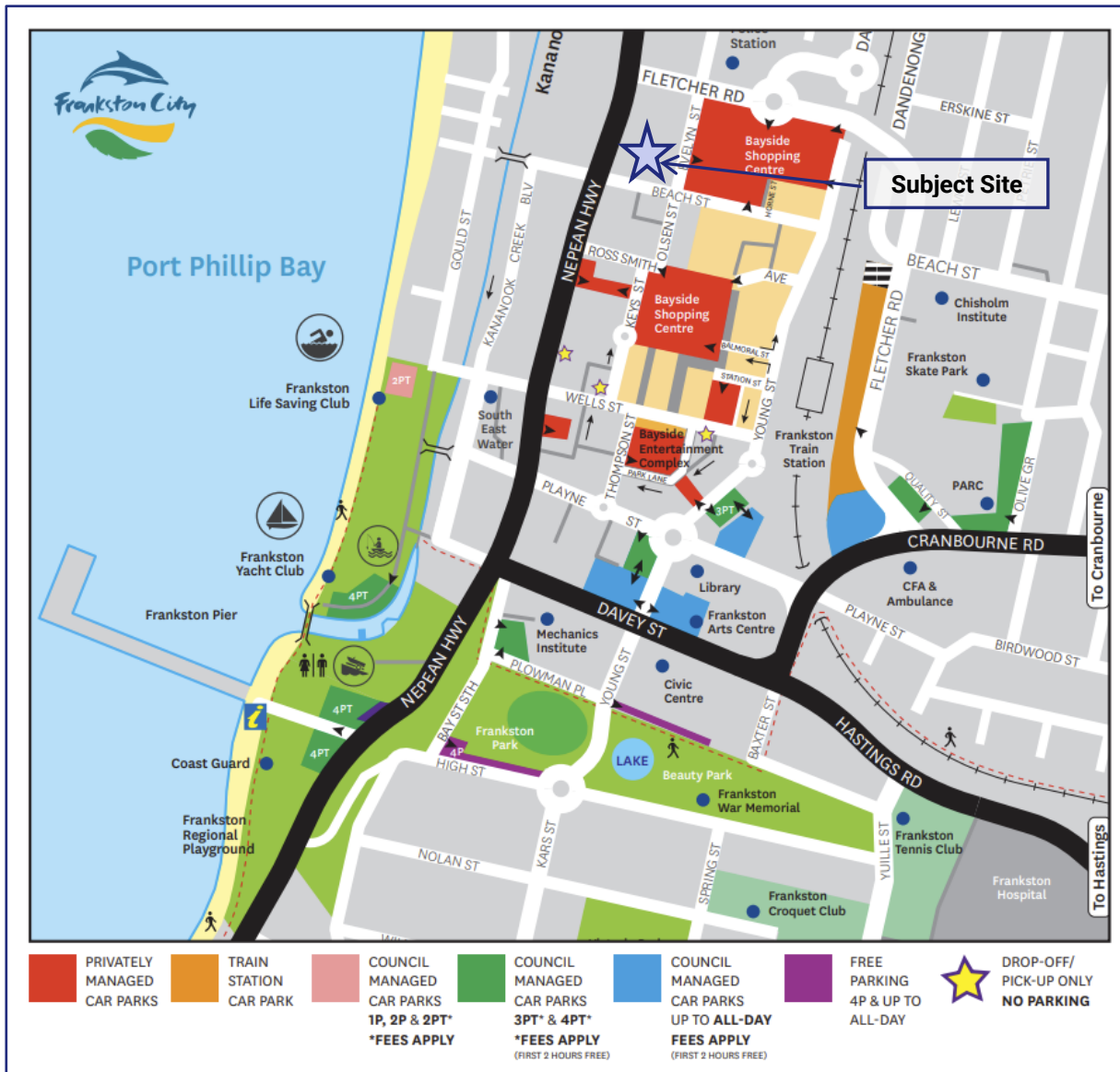


Figure 16: Off-Street Car Parking Areas Frankston MAC

Source: <https://www.frankston.vic.gov.au/Our-Community/Parking-and-Transport/Car-Parking>

### 4.3.2. Financial Contributions

#### Affordable/Social Housing

The Parking Overlay does not specifically prohibit financial contributions for residential properties. Our perspective is that residential development should not be required to provide such contributions for parking, as it would not have a fair impact on the current businesses operating within the Frankston Metropolitan Activity Centre.

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### 4.3.3. Relevant Local and State Government Policy

#### Council Planning Scheme Policies

Frankston City Council supports sustainable transport and design in new and existing developments through a number of policies and initiatives. Excerpts from some of the relevant Clauses within the Frankston Planning Scheme are provided as follows:

#### Clause 18.01-3S – Sustainable and Safe Transport

Objectives listed at Clause 18.01-3S with regard to transport include:

- *Prioritise the use of sustainable personal transport.*

#### Clause 18.01-3R – Sustainable and Safe Transport – Metropolitan Melbourne

Objective listed at Clause 18.01-3R with regard to transport include:

- *Improve local travel options for walking and cycling to support 20-minute neighbourhoods.*

#### Reduced and Maximum Parking Provisions

A number of inner municipalities are implementing strategic policies that encourage active transport modes by reducing parking requirements for new developments in areas close to public transport, and in and around activity centres.

This approach acknowledges that simply adopting existing trends and rates for parking demands as the benchmark will not contribute to a significant shift in travel demands, and the reliance on cars. Rather, setting strategically low rates will force a shift in travel behaviours and trends.

#### Frankston Integrated Transport Strategy 2022-2042

The Frankston Integrated Transport Strategy has a 20-year plan to promote sustainable modes of transport. The document includes six key strategies to achieve this:

- Healthy and Safe Communities
  - Healthy travel modes, such as walking and cycling, are safe and attractive. The walking and cycling network connect people to key destinations along direct routes, supported by Council policies and behaviour change programs.
- Community Strength
  - The community are provided with transport choices to undertake everyday transport trips to be able to participate fully in society. Areas of transport disadvantage are prioritised for new infrastructure that ensures everyone has the opportunity to engage fully in their community.
- Sustainable Environments
  - Transport infrastructure connects us to our diverse natural environments in a way that supports and protects these spaces. Our transport environment will be sustainable, including a net zero transport system by 2050.
- Well-planned and Liveable City

- Our land-use planning and transport system works in tandem to ensure that areas with new development, and changes within built-up areas, reduce the distances we need to travel and make it easier to walk and cycle for everyday trips.
- Thriving Economy
  - Our investments in transport infrastructure will be prudent and will create value for our community and economy.
- Progressive and Engaged
  - We will follow best-practice and use up-to-date data to inform our decision-making. We will work collaboratively with the community and other levels of government to deliver projects and build our future transport system.

### Site Constraints

An important factor to the current design proposal acknowledges that the site is very constrained.

The width of the site and existing access conditions limits the practicality of providing meaningful parking opportunities over and above that which is provided within the current plans.

### Residential Permit Parking Policy

The Frankston Metropolitan Activity Centre Parking Precinct May 2018 states that Frankston City Council is working towards a policy that new dwellings arising from intensification are not eligible for on-street parking permits.

### Activity Centre Parking Approach

It has been a long-held practice within Activity Centres to rely on a centre-based approach to parking. That is, individual sites do not provide car parking on their land but rather rely on a pool of car parking throughout the activity centre.

Practice Note 22 (Using the Car Parking Provisions, June, 2015) states:

*In an Activity Centre, car parking issues have a part to play, but should not dominate when assessing an application for a use or development. Where a change of use or relatively small extension is consistent with the strategic plan for the centre and car parking cannot easily be provided, it will often be more sensible to reduce the car parking requirement, rather than prevent the use or development. Some activity centres will have excellent public transport access, ample car parking or mainly serve local customers who arrive on foot. In such circumstances, an increase in business and activity would increase the overall viability of the centre, and the reduced number of car trips would have a positive impact.*

We are of the view that it is appropriate to apply an Activity Centre approach to this development.

#### 4.3.4. Summary

The proposal seeks to provide parking for residential the components at a rate of 0.32 spaces per dwelling.

We are satisfied that the level of car parking for the proposed development is appropriate and there is strong policy to support a reduction of car parking in this development in favour of alternative, sustainable transport modes, for the following reasons:

- the site's location within the Frankston Metropolitan Activity Centre,
- the use of alternate transport modes for staff to this centre is encouraged under the relevant policies which apply to the development of Metropolitan Activity Centres,
- availability of convenient and efficient public transport in this area, which provide links to the metro rail network, a high number of bus routes and the regional rail network, which connects to various regional areas/catchments (including Geelong, Ballarat, Bacchus Marsh, Bendigo, Ararat),
- the site's proximity to a variety of daily services within the nearby Frankston Activity Centre, and
- encouragement of 'local living' in this centre (i.e. people working and living in the area by co-locating higher density employment into the existing activity centre).

We are also of the view that the suppressing the supply of parking will assist in limiting the demands for long term residential parking. This differs from a retail / customer based use, where there will still be some level of demand generated off-site, and therefore a reliance on on-street parking. In this instance, the demand for long term parking will be dictated by what is provided on-site.

Therefore, the sought waiver for car parking is acceptable and justified.

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#### **4.4. Car Parking Layout & Access Arrangements**

The car park layout and access arrangements have been developed with design advice provided to the project architect (Caleb Smith Architect) and is considered to principally meet the relevant requirements of the Frankston Planning Scheme and where applicable, the Australian Standard for Off-Street Parking (AS2890.1:2004).

A review of the car park layout reveals:

##### **4.4.1. Access and Ramps**

###### **External Access and Ramps**

- The proposal intends to take access off Beach Street with modifications to the existing crossover to provide a single width crossover approximately 3.4 metres wide (measured at the property boundary).
- A single access lane is proposed and will accommodate both entry and exit vehicle movements. The access will be 3.4 metres wide excluding 300mm kerb on both sides of the access. The access will include a sectional door and access control as described below. A traffic signal system will manage entry and exit movements at the site access.
- The plans illustrate a maximum grade of 1 in 4.5 with transitions and minimum transitions of 1:8 for at least 2 metres, satisfying the requirements of the Planning Scheme for residential use.
- The proposed security door and access control point at the access are set back approximately 6 metres from the boundary which will allow a B99 design vehicle to store within the site without impeding through traffic along Beach Street.
- Due to the site being built to boundary, there is reduced opportunity to provide a sight line triangle. To assist with visibility, a convex mirror and a flashing light is proposed to minimise conflicts between vehicles and pedestrians.

###### **Internal Ramps**

- The ramp from ground floor to basement 1 is provided as a one-way ramp, with a minimum width of 3.6 metres (inclusive of 300mm kerbs on either side of the ramp). This ramp is controlled with signalling system to manage use of the one-way ramp.
- The ramps from basement level 1 to basement level 3 have been designed with a width of 6.1 metres between walls (inclusive of 300mm kerbs on either side of the ramp) as per AS 2890.1:2004.
- Appropriate opportunities for passing are provided throughout the car park, as shown in Appendix A using two B99 design vehicles.

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### General Car Parking Layout

- Car spaces have generally been designated with minimum dimensions of 2.6 metres width and 4.9 metres length, accessible from minimum 6.4 metre wide aisles, meeting the Planning Scheme requirements.
- Car spaces adjacent to walls have been provided with appropriate clearances to allow for satisfactory car door opening.
- Columns are sited within 0.25-1.25 metres from the aisle end of car spaces in accordance with the Planning Scheme car parking envelope to allow for access into and out of spaces.
- A minimum head clearance of 2.2 metres is provided within all trafficable areas of the car parking area.

#### 4.4.2. Traffic Signalling System

The proposal includes the use of a traffic signalling system to manage the single lane ramps/accessways between the site access and the basement car park.

The system will be comprised of a red/green signalling system that gives preference to entering vehicles. The system will include:

- A Red/Green Lantern at the site access.
- Red/Green Lanterns located at key points within the basement 1 car park.
- Supporting line marking and signage supplementing each lantern.
- Infrared or magnetic conduit sensors that are located along the accessways/ramp that will be triggered when vehicles go past them on entry or exit. These sensors will be used to help manage the 'logic' of the system.

The system will be programmed for 3 key scenarios, as described below:

**"Default"** being programmed to prioritise entering vehicles with green light shown to the street, and red lights shown in parking areas. In this phase, vehicles will freely enter the site with a green light (triggering the entry sensor), and any exiting vehicles will be required to wait at the nominated hold points for the entering vehicle to pass them (or the sensors).

**"Exit"** Phase being the point at which a vehicle wants to exit the site. In this phase, an exiting vehicle will wait at a holding area, triggering the system to turn 'red' at ground facing entering vehicles and then subsequently 'green' in the parking area (basement 1) to allow the exits vehicle to depart the site. It will revert to default (green at ground) once the vehicles have exited (and triggered the exit sensor). If a vehicle is actively entering when a vehicle wants to exit, the Default Phase will be extended until the entry vehicle passes the relevant sensor points.

**"Internal Passing"** scenario to manage internal passing at ground and lower levels.

Some example scenarios are provided at Figure 17 to Figure 20.

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## Traffic Engineering Assessment

11 Beach Street, Frankston

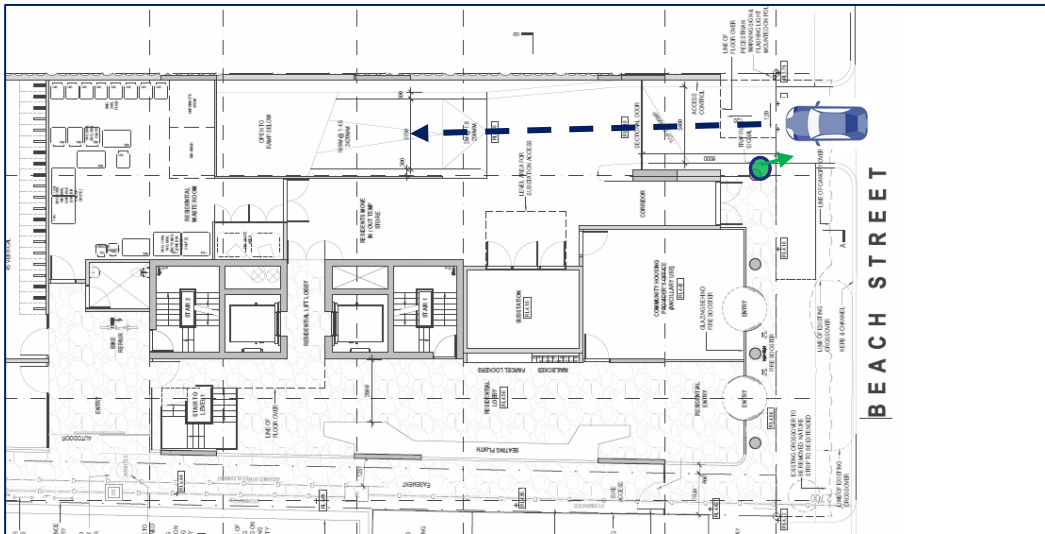


Figure 17: Traffic System Conditions "Default State" – Vehicle Arrives and Enters

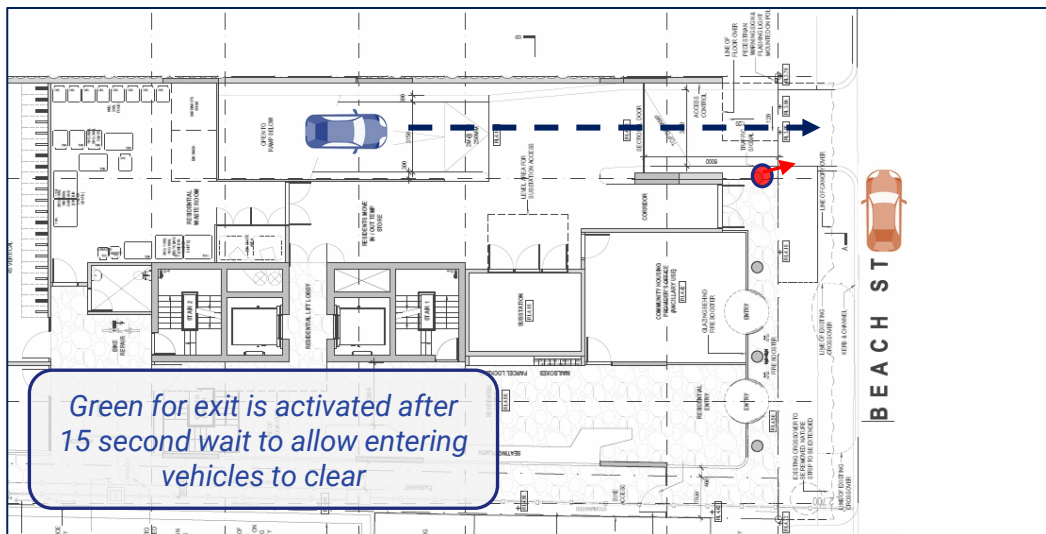


Figure 18: Traffic System Conditions "Exit" – Vehicle/s exiting Basement 1 and Vehicle Arrives to Enter

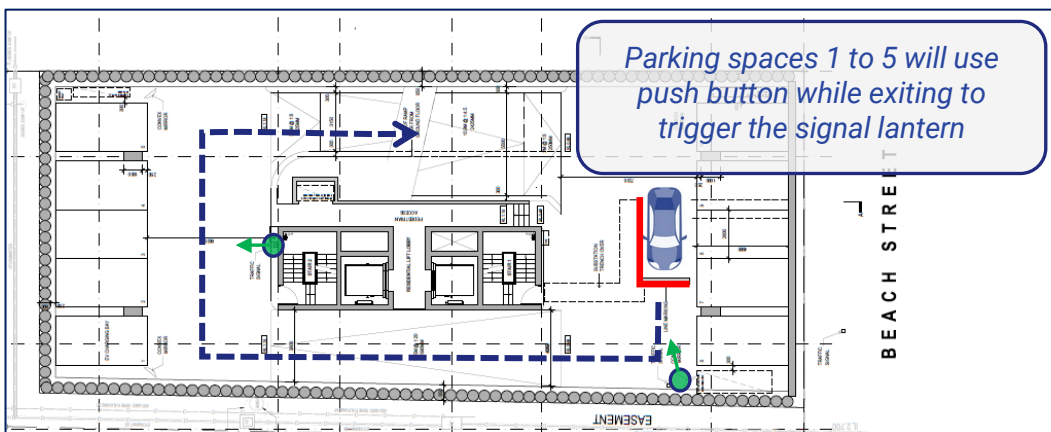


Figure 19: Traffic System Conditions "Exit" – Vehicle/s exiting Basement 1



## Traffic Engineering Assessment

11 Beach Street, Frankston

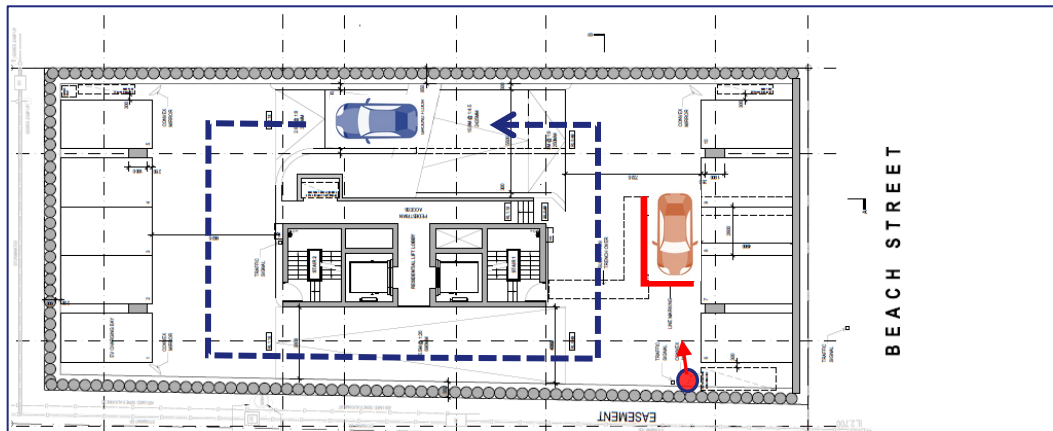


Figure 20: Traffic System Conditions "Passing" – Vehicles Passing in Basement 1

Once either of the Exit or Internal Passing Phases have completed (and the vehicle/s have exited), the system will revert to the Default Phase.

As can be seen, conflict can be managed internally within the basement car park in some scenarios, however, the single lane access arrangement will require a vehicle to wait on-street during the exit scenario, as illustrated at Figure 18. A discussion of the appropriateness of this arrangement is provided below.

### Frequency of Occurrence of External Queuing

As noted in the proceeding section of this report (Section 5), the expected traffic generation of the proposal is 10 vehicle movements in a peak hour.

This is equivalent to, on average, 1 vehicle movement every 6 minutes in a peak hour. This is very low in traffic engineering terms.

In the morning peak, the majority of movements will be outbound, and there will be only 2 inbound movements across the whole of the hour.

In the afternoon peak, there will be a preference for inbound movements, but still there will be only 6 vehicle inbound movements across the whole hour, or an average of 1 each 10 minutes.

Given that the signalling system will preferentially show green to the entry movements, it is likely that in most cases, a vehicle will arrive and simply drive into the site as they will have a green light.

The likelihood of one of these movements having to wait on-street in any of the peak hours is expected to be extremely low.

### Impact of the External Queue

Beach Street is a local Council street that provides some link function to/from Nepean Highway and the railway station. It has a width sufficient to accommodate two-way traffic and separate kerbside parking along the frontage of the site.

In the very unlikely instance that an entering vehicle may have to wait on-street to enter the site, it can do so by pulling aside to the kerbside (if there is a parking space available) or wait

in the traffic lane whilst the exiting vehicle departs the site. Vehicles on Beach Street will continue to be able to get around the waiting vehicle with relative ease.

The vehicle would only be waiting for around 20-40 seconds (depending on when they arrive in the exit phase) before being able to enter the site.

This is not a significant time, and is not dissimilar to a scenario where someone may be waiting parking in a parallel on-street parking space, or waiting for a vehicle to exit the on-street parking space to park.

On the basis of the above, we are of the view that a single driveway can be appropriately managed given the low number of parking spaces provided on-site and that it would not have an adverse impact on the operation of Beach Street.

### Other Considerations

When considering other design / planning requirements, we note the following:

- The design requirements of Planning Scheme requires provision of *“a passing area at the entrance at least 6.1 metres wide and 7 metres long if the accessway serves ten or more car parking spaces and is either more than 50 metres long or connects to a road in a Transport Zone 2 or Transport Zone 3”*

Whilst more than 10 spaces are provided, the accessway is not more than 50 metres long, and Beach Street is not within a Transport Zone, therefore there is no requirement under Clause 52.06 for passing.

- AS2890.1:2004 provides guidance on the need for passing. It specifies that: *“As a guide, 30 or more movements in a peak hour (in and out combined) would usually require provision for two vehicles to pass on the driveway. On long driveways, passing opportunities should be provided at least every 30 m”.*

In this instance, the traffic generation of the proposal is less than 30 vehicle movements in a peak hour, and we are of the view that AS2890.1 can be appropriately addressed by managing the passing and conflict using the traffic signalling system with preference to entering vehicles.

Based on the preceding, the low level of traffic generated by the site, the low likelihood of conflicts, the operation of Beach Street during peaks and outside of peaks, and the intended operation of the traffic signalling system to preferentially favour inbound vehicles, we are of the view that the proposal and its access is acceptable.

Swept paths demonstrating passing for the 99<sup>th</sup> percentile design vehicle at critical locations are attached at Appendix A.

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## **5. Traffic Considerations**

### **5.1. Traffic Generation**

In consideration of the location of the site and accessibility to alternate modes of transport, it is expected that each residential car space will generate up to 5 movements per day, inclusive of 0.5 movements in peak hours.

Application of this rate to the proposed 20 car parking spaces equate to a projected traffic generation of 100 movements per day, inclusive of 10 movements during each peak hour.

It is typical to adopt a residential distribution comprising 20% arrivals and 80% departures in the weekday morning peak hour and 60% arrivals and 40% departures during the weekday afternoon peak hour. This equates to peak hour traffic volume and distribution of:

- AM PEAK: 2 arrivals and 8 departures,
- PM PEAK: 6 arrivals and 4 departures.

### **5.2. Traffic Impact**

Based on the preceding, the proposed development is predicted to generation an additional 10 movements during the road network peak hours, which is equivalent to an average of one additional vehicle movement being generated approximately every 6 minutes.

This level of traffic is expected to have a minimal impact on the operation of the surrounding road network.

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## 6. Bicycle Considerations

Clause 52.34 of the Planning Scheme specifies the bicycle parking requirement for new developments.

The relevant requirements are summarised in Table 8.

*Table 8: Statutory Bicycle Parking Requirements*

Use	Units	Statutory Requirement	No. Of Spaces Required	Spaces Provided
Dwellings	62 dwellings	1 space per 5 dwellings for residents.	12 resident spaces	65 resident spaces
		1 space per 10 dwellings for visitors.	6 visitor spaces	6 visitor spaces
<b>Total</b>			<b>18 spaces</b>	<b>71 spaces</b>

Based on the above assessment, the development is required to provide a total of 18 bicycle spaces, comprising 12 resident spaces and 6 visitor spaces.

The plans illustrate the provision of total 71 bicycle spaces which includes:

- 65 secure resident spaces (at a rate of at least 1 space per dwelling) within a bike store at ground level, and
- 6 visitor bicycle rails along western boundary at ground level.

These provisions comfortably exceed the minimum requirements under Clause 52.34.

Bicycle parking has been provided in accordance with AS2890.3-2015 with a mix of vertical and horizontal rails as follows:

- Wall mounted vertical rails are dimensioned at 1.2 metres deep spaces, 0.5 metres spacings, and are accessible from an aisle of minimum 1.5 metres wide.
- Horizontal rails are provided with dimensions of 1.8 metre length and spaced at 1.0 metre centres, accessible from a minimum 1.5 metre aisle.
- Horizontal wall mounted bike racks (Cora CWR1 model) are dimensioned at 0.5 metres deep space, 1.80 metres spacings, and are accessible from an aisle of minimum 1.5 metres wide.

We further note, a minimum of 20% of bicycle parking is provided as horizontal rails therefore meeting the requirements of AS2890.3-2015.

Access to bike parking on the Ground Floor Level is provided off the easement along the western abuttal to the site through a private gate.

The proposed bicycle parking arrangements and facilities are therefore considered appropriate.

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## 7. Loading Considerations

Clause 65.01 of the Planning Scheme states that the responsible authority must consider a number of matters as appropriate including:

- *The adequacy of loading and unloading facilities and any associated amenity, traffic flow and road safety impacts.*

Loading activities for residential dwellings associated with furniture movers/removalists when residents move in/out are anticipated to occur relatively infrequently.

The plans identify an area at ground floor for residents to temporarily park vehicles when moving in or out. This space will accommodate small delivery/loading vehicles (i.e. vans).

It is considered appropriate for large delivery vehicles to utilise nearby on-street parking. This is consistent with the majority of residential developments of this scale.

Waste collection will occur via a private contractor kerbside along the Beach Street frontage. It will be the responsibility of the building manager or private contractor to transfer bins between the waste store and the collection truck.

Accordingly, we are satisfied that appropriate loading and waste provisions can be accommodated in accordance with the objectives of the Planning Scheme.

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## 8. Conclusions

Having undertaken a detailed traffic engineering assessment of the proposed residential development at 11 Beach Street, Frankston, we are of the opinion that:

- a. The proposed development has a statutory car parking requirement of 63 car spaces for residents under Clause 52.06-5 of the Planning Scheme.
- b. The proposal includes the provision of 20 car spaces for residents and is seeking a dispensation of 43 car spaces.
- c. The required reduction in parking under Clause 52.06-6 is supported on the following grounds:
  - i) the site is well serviced by public transport and alternative transport modes,
  - ii) the site includes a commensurate number of bicycle parking spaces for residents promoting alternate transport modes,
  - iii) for those residents who do not have an on-site parking space and do not wish to park on-street, they have the opportunity to make a mode shift to more sustainable transport to access the site and,
  - iv) the site car parking layout is considered to be efficient and there is limited ability to provide additional parking within the car park extents.
- d. the proposed parking layout and access arrangements accord with the requirements of the Planning Scheme, AS2890.1:2004 (where relevant) and current practice,
- e. the level of traffic generated as a result of this proposal is acceptable and, once distributed to the multiple access routes, will not have a detrimental impact on the surrounding road network,
- f. bicycle parking is provided in excess of the requirements set out at Clause 52.34 of the Planning Scheme,
- g. suitable loading and waste collection arrangements are proposed in accordance with the objectives of Clause 65.01 of the Planning Scheme.

On this basis, there are no traffic engineering reasons why a planning permit for the proposed residential development at 11 Beach Street, Frankston, should be refused, subject to appropriate Permit Conditions.

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# Appendix A

## Swept Paths

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**VEHICLE USED IN SIMULATION**  
(VEHICLE SPEED - 5KM/H)

5.20\*  
0.95 3.05

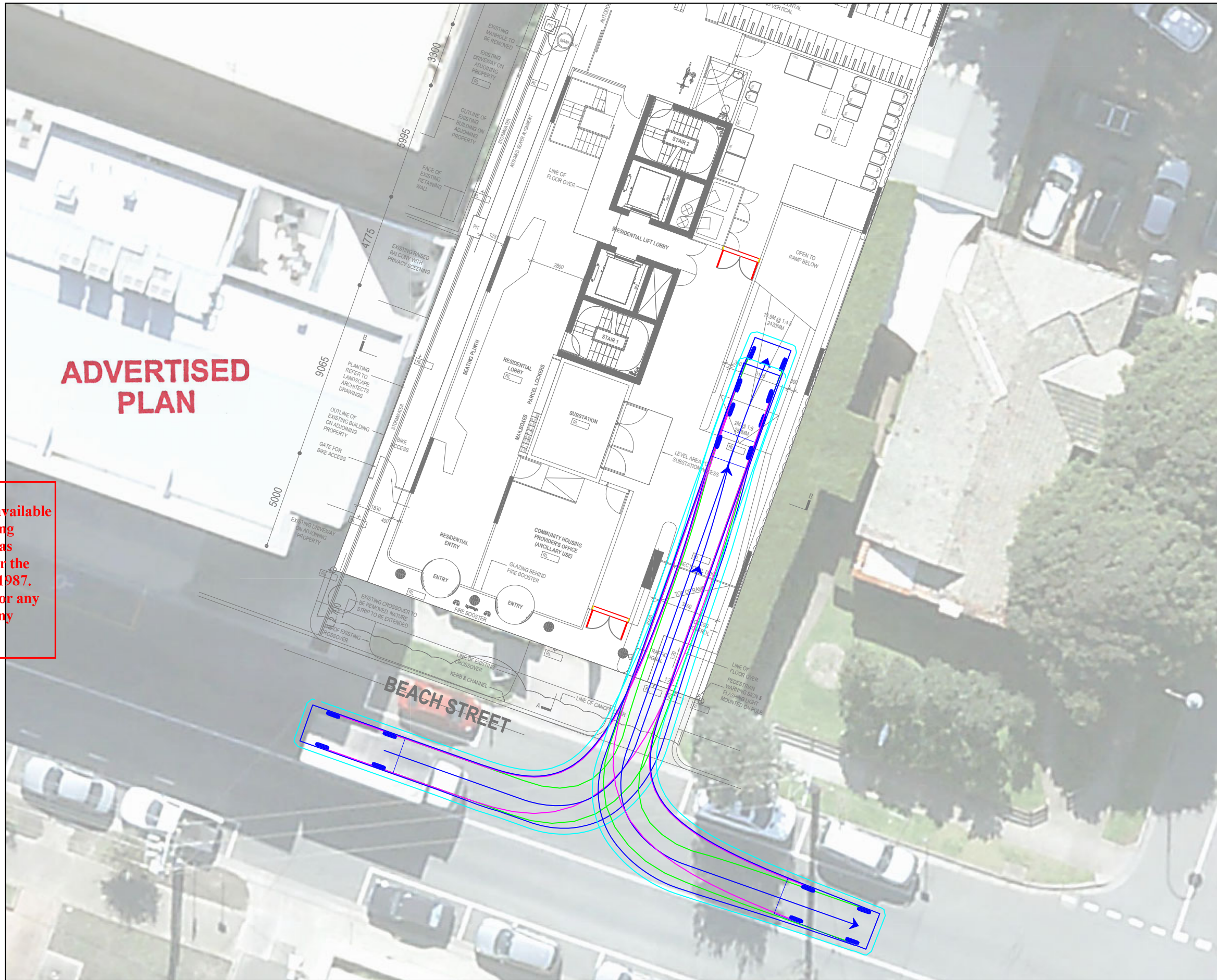
99th percentile  
(AS/NZS 2890.1:2004)

Width : 1.94  
Track : 1.84  
Kerb to Kerb Radius : 12.5m

\* actual template based on 'relevant longitudinal dimensions that affect swept path' as set out in Section B2.1 of AS/NZS 2890.1:2004

**LEGEND**

- REAR WHEELS
- FRONT WHEELS
- VEHICLE BODY
- BODY CLEARANCE



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REV	DATE	NOTES	DESIGNED BY	CHECKED BY
A	20/04/2023	TOWN PLANNING	D. NEGI	C. ROCHE
B	22/08/2023	TOWN PLANNING (AMENDED SCHEME)	D. NEGI	C. ROCHE
C	16/05/2024	AMENDED SCHEME	T. AMANATIDIS	C. MORELLO

**11 BEACH STREET, FRANKSTON**  
PROPOSED MIXED USE DEVELOPMENT

**GENERAL NOTES:**  
BASE PLANS PREPARED BY CALEB SMITH  
ARCHITECT DATED MAY 2024.

**FILE NAME:** G32463  
**SHEET NO.:** 01



SCALE: 1:200 (A3)

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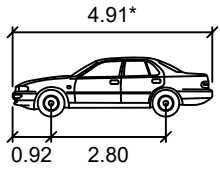


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VEHICLE PROFILE

VEHICLE USED IN SIMULATION  
(VEHICLE SPEED - 5KM/H)



85th percentile  
(AS/NZS 2890.1:2004)

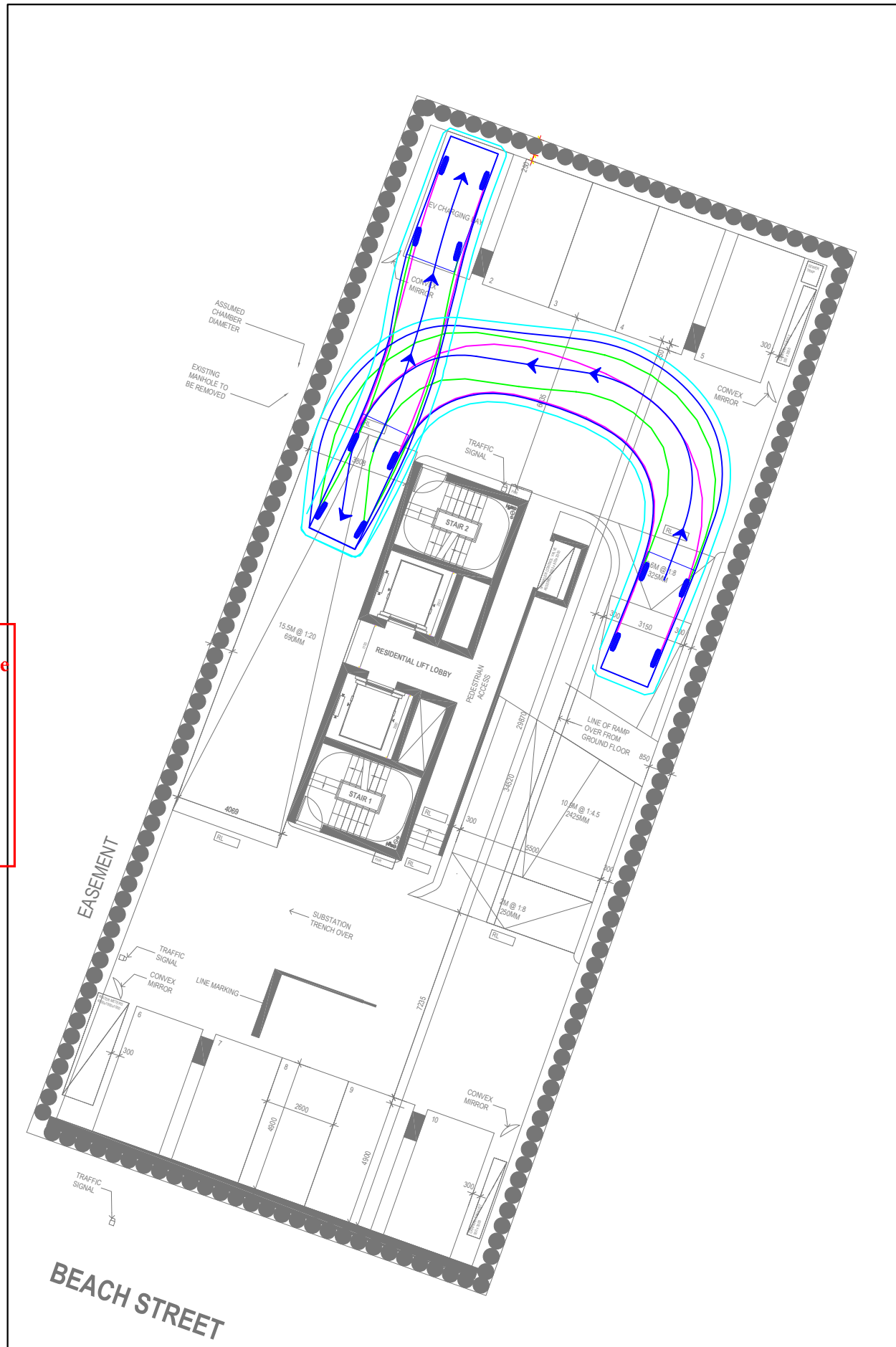
Width : 1.87m  
Track : 1.77m  
Kerb to Kerb Radius : 11.5m

\* actual template based on 'relevant longitudinal dimensions that affect swept path' as set out in Section B2.1 of AS/NZS 2890.1:2004

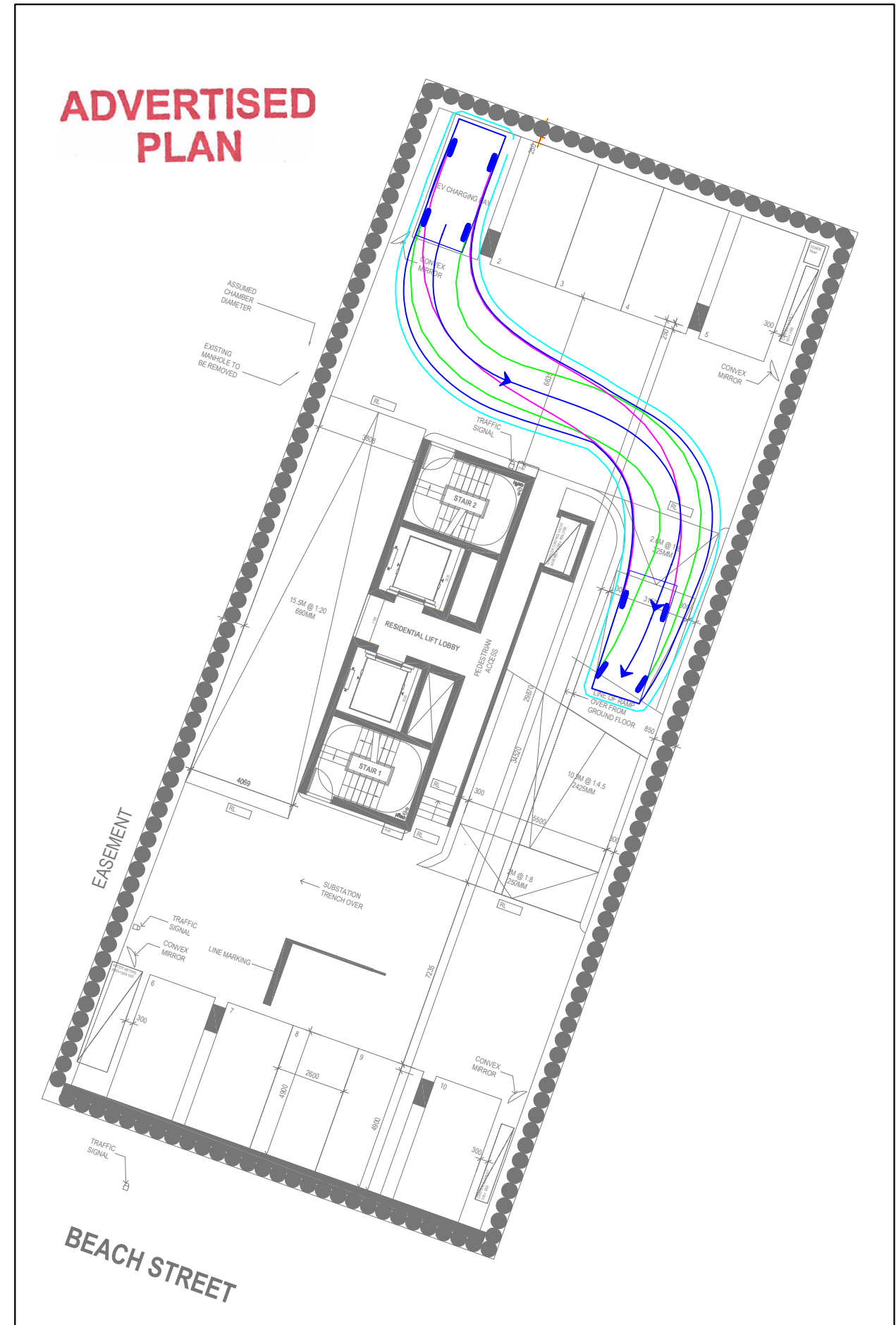
LEGEND

- REAR WHEELS
- FRONT WHEELS
- VEHICLE BODY
- BODY CLEARANCE

BASEMENT 1 END CAR SPACE - INGRESS



BASEMENT 1 END CAR SPACE - EGRESS



ADVERTISED PLAN

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**11 BEACH STREET, FRANKSTON**  
PROPOSED MIXED USE DEVELOPMENT

GENERAL NOTES:  
BASE PLANS PREPARED BY CALEB SMITH  
ARCHITECT DATED MAY 2024.

FILE NAME: G32463  
SHEET NO.: 04



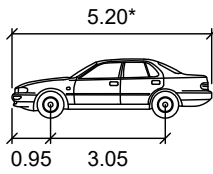
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VEHICLE USED IN SIMULATION  
(VEHICLE SPEED - 5KM/H)



99th percentile  
(AS/NZS 2890.1:2004)

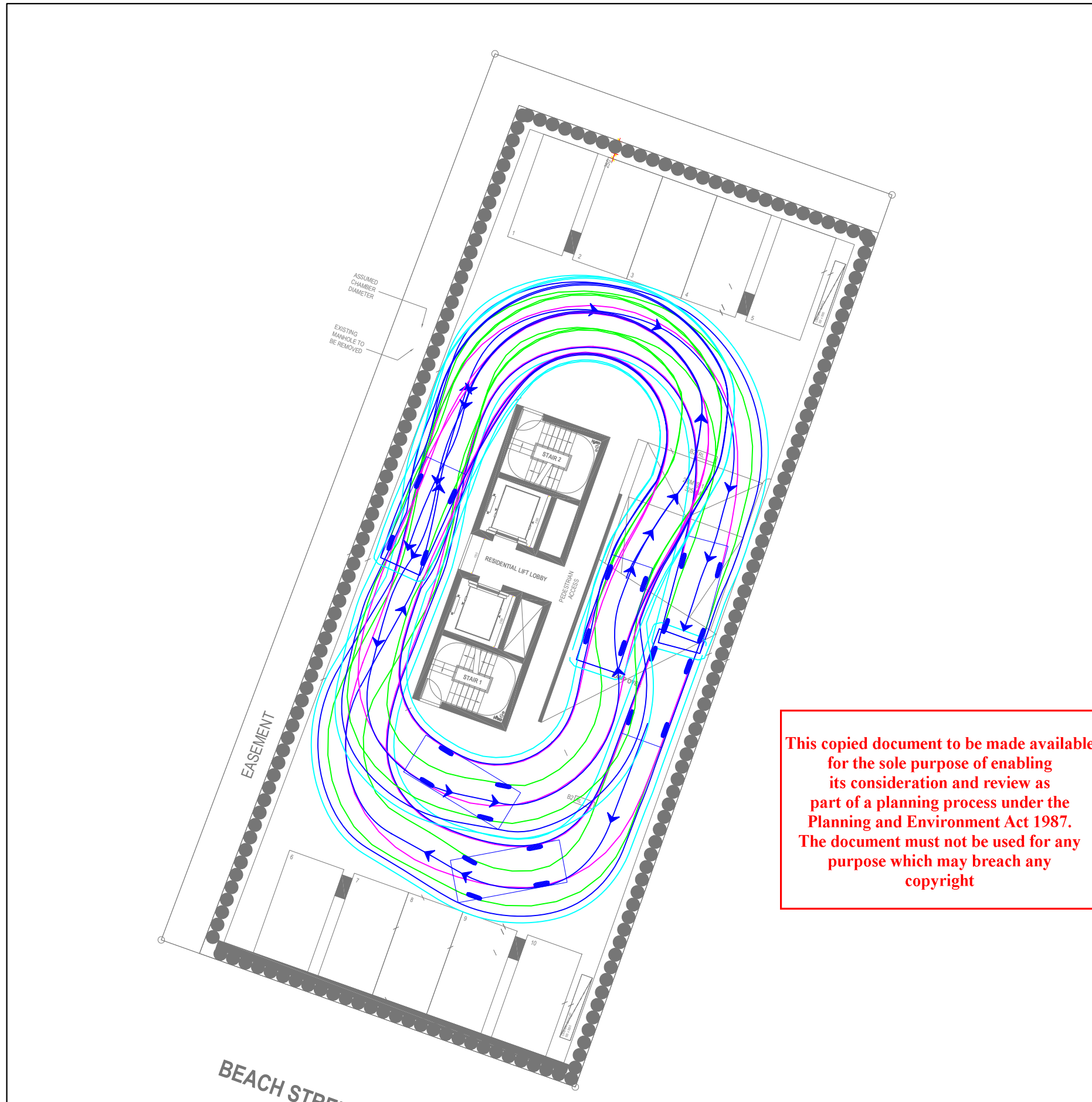
- Width : 1.94
- Track : 1.84
- Kerb to Kerb Radius : 12.5m

\* actual template based on 'relevant longitudinal dimensions that affect swept path' as set out in Section B2.1 of AS/NZS 2890.1:2004

LEGEND

- REAR WHEELS
- FRONT WHEELS
- VEHICLE BODY
- BODY CLEARANCE

**ADVERTISED  
PLAN**



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**11 BEACH STREET, FRANKSTON**  
PROPOSED MIXED USE DEVELOPMENT

GENERAL NOTES:  
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FILE NAME: G32463  
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