29 March 2017

CITY OF BAYSWATER

Car Parking Management Plan for Morley Activity Centre

Final

(Summary)

Luxmoore Parking and Safety
a division of arrb GROUP

Project Report No. 010407

INTRODUCTION

The key objective of the Car Parking Management Plan (CPMP) is to coordinate the transition of the existing parking scenario to an ultimate parking scenario that supports a medium/high intensity, mixed use urban centre that is serviced by both private vehicles and enhanced alternative transportation modes including public transport, cycling and walking.

IMPACTS OF THE CURRENT APPROACH TO PARKING

Effect of Minimum Parking Requirements

The City's approach to parking has been based on a 'predict and provide' approach where 'parking problem' means 'inadequate supply' and consequently, more parking is better, every destination should satisfy its own parking needs (minimum ratios), car parks should never fill and parking should always be free or subsidised or incorporated into building costs. This is known as a demand satisfaction approach.

The methodology underlying minimum parking requirements is considered to lack accuracy and efficiency in the following ways:

- Minimum parking requirements are typically designed so as to cater for most peak demands. This considers developments independently of the surrounding urban environment and ignores the potential to share parking resources between adjacent developments, leading to an oversupply of under-utilised parking.

- Because of the requirement for individual developments to cater for their parking demands, urban areas are increasingly dominated by fragmented parking areas.

- Minimum parking requirements are ignorant of value and give no consideration to the marginal benefits and costs provided by additional parking spaces. The costs of meeting minimum parking requirements tend to increase in district centres and growth corridors where land values are higher (Walter Road), thereby preventing intensification and redevelopment.

Passive Parking Management

The current passive approach to parking management leads to inefficient use of the existing supply of parking. This is confirmed by the high level of available parking; minimum 31% on weekdays and 25% on Saturdays.

This inefficiency is caused not only by excess capacity but also by:

- confusing timed parking restrictions (more than 9 different restrictions) which have been implemented on a reactive basis rather than in accordance with a clear strategy and defined objectives

- a lack of wayfinding signage and parking guidance information on access options, resulting in congestion in certain areas even while there is available parking nearby

- ineffective enforcement, which has led to the appointment of private enforcement agencies by some property owners
- inconsistent and erratic application of cash-in-lieu which has yielded minimum income to the City
- inconvenient access for other modes such as walking and cycling.

Consequences of Growth without a Changed Approach

Unless changed, the existing approach to parking will result in a continuation of existing high levels of traffic generation. With the indicative level of yield being considered by the City, this will result in several thousand additional vehicles per day. This level of increase in traffic cannot be achieved on the existing local road network.

Growth at the scale proposed by the City is likely to take between 10 and 20 years. During this time, dependence on car use is likely to decrease with:

- Better options for cycling and public transport increasing the share of travel by these modes; and
- Denser, mixed-use developments to increase opportunities for more walking as the primary means of transport.

The future parking and access strategies for the City must curtail the supply of parking and also offer opportunities for developers near public transport facilities to be able to receive concessions and provide less parking so as to curtail travel demand.

A change to the way parking is managed (both pricing and supply) is essential, if growth of the commercial and business centres is to be achieved at the scale considered.

Need to Change to a Demand Management Approach

Under a new approach, parking facilities should be used more efficiently. This means that car parks at a particular destination may often fill provided that alternative options are available nearby. It does not mean that car parks should have sufficient capacity to cater to once-a-week peak demand. It requires that motorists have a choice between paid parking nearby (user-pay), or free parking a reasonable distance away.

It also requires a high standard of walking conditions between parking facilities and the destinations they may serve. Parking planning should therefore include shared and reciprocal parking, parking pricing and regulations, parking user information, and pedestrian improvements.

In order to fundamentally change its approach in the short term, the City needs to focus on:

- prioritisation of allocation of bays
- provision of information on parking and other access options
- simplification of time restrictions

- implementation of user-pay parking on-street according to surveyed patterns of demand
- establishment of a departmental structure with responsibility to implement the parking strategy and pro-actively manage parking
- increased enforcement to ensure a high level of compliance with parking regulations
- consistent application of cash-in-lieu
- more effective use of all parking supply
- maintaining a survey database to justify proactive management of timed parking and pay parking.

While this new approach will be limited, because the City currently controls less than 10% of all parking, implementation of these measures will ensure more effective use of current parking supply and will gradually result in more parking management by private property owners and developers.

Benefits of Better Managed Parking

Economic – they support increased development in the MAC with more efficient use of land for both parking and other land uses. The user pay principle is likely to mean businesses will pay for parking spaces which are more likely to be available. Development opportunities will increase and become more cost-effective when parking costs can be minimised and congestion is managed.

Social – they support a shift to higher density development which allows for a higher concentration of housing and jobs which are easily accessible, because at-grade parking may be converted to building, which may or may not incorporate parking.

Cultural – more effective monitoring of compliance will create more turnover of spaces in high activity areas and free up more bays for the correct users. This will attract more activity and investment to higher density areas.

Environmental – until cars become electric and do not emit pollution, emissions would be less than if an increased parking supply was provided. This will attract more vehicles to the City Centre.

KEY FINDINGS

The City controls only 193 on-street and 689 off-street bays, which is less than 10% of the total parking available. This means that improved management of the City's parking bays will only have a small impact on the demand for parking. Nevertheless pro-active management by the City will create spill-over into other privately owned car parks and motivate them to implement measures to better manage their parking.

The walking distance between car park and destination is significant. Generally, the time and distance drivers are prepared to walk depends on the length of time which will be spent at their destination, and the condition of the pedestrian walkway.

A 10% targeted mode share reduction in drive alone vehicles is a significant objective which requires a pro-active approach to both reducing parking supply and re-directing demand to public transport.

It will be many years before paid parking in the City will produce any significant revenue. While an increased level of enforcement will likely see an increase in the number of infringements issued, the City should not focus on this source. In the longer term, when the MAC reaches its predicted growth level, pay parking will make a valuable contribution towards overall parking and travel demand management.

In addition to pay parking, other opportunities for income include cash-in-lieu, residential permits, parking levies and enforcement.

Over 90% of parking supply in the MAC is on private property. A conversation needs to commence with property owners/managers, to get them supportive of, and participating in the implementation of the measures outlined in this CPMP. While there is no target for the number of bays a city should control, clearly the higher the percentage the more influential will be the parking management action taken by the city. As Bayswater owns less than 10% of all bays in the MAC, the City should offer to manage parking for private owners.

The City needs to build a detailed information/data bank to inform future policy actions.

85% percent occupancy at times of peak demand means that approximately one parking space in every seven should be vacant. When peak parking occupancy (the average of the four highest hours of demand in a day) is regularly above 85%, a change to the parking management approach is necessary. This 85% benchmark is a recognised best practice approach to the management of on-street parking. It means that the parking resource is well used but people can still easily find a space.

RECOMMENDATIONS COMMON TO ALL PRECINCTS

<table>
<tr><th>Principle</th><th>Finding</th><th>Recommendations</th><th>Benefits/Opportunities</th><th>Urgent/Necessary/Desirable</th></tr>
<tr><td>Approach to parking</td><td>Parking policy has not been used to optimise mode share targets.</td><td>The City needs to change the approach to parking to reduce the trend in motor vehicle use and ownership. Travel demand management (TDM) technique should be introduced. This technique emphasises the movement of people and goods, rather than vehicles, and gives priority to more efficient travel and communication modes.</td><td>By changing the approach to parking, parking facilities and the existing transport infrastructure will be used more efficiently, instead of expanding roads and parking facilities.</td><td>U</td></tr>
<tr><td>Introduce a parking hierarchy</td><td>There is currently an under-utilisation of the public parking bays in several locations.
There are approximately 10,000 parking bays available in MAC excluding unmarked on-street parking bays.
More than 1,000 bays are generally always available.</td><td>Parking Hierarchy
<table>
<tr><th>Priority</th><th colspan="2">Central Core Parking</th><th colspan="2">Outside Central Core Parking</th></tr>
<tr><th></th><th>On-street</th><th>Off-street</th><th>On-street</th><th>Off-street</th></tr>
<tr><td rowspan="8">Essential
↓
Least important</td><td>Loading</td><td>Disability permit holders</td><td>Public transport</td><td>Long-stay/ commuter</td></tr>
<tr><td>Public transport</td><td>Short to medium-stay</td><td>Residents</td><td>Short to medium-stay</td></tr>
<tr><td>Drop-off/pick-up</td><td>Drop-off/pick-up</td><td>Short to medium-stay</td><td>Drop-off/pick-up</td></tr>
<tr><td>Short to medium-stay</td><td>Loading</td><td>Disability permit holders</td><td>Park and Ride</td></tr>
<tr><td></td><td>Motorcycle/scooter</td><td>Loading</td><td>Residents</td></tr>
<tr><td>Motorcycle/scooter & cyclists</td><td>Long-stay/commuter & residents</td><td>Long-stay/ commuter</td><td>Motorcycle/scooter</td></tr>
<tr><td>Disability permit holders</td><td>Cyclists</td><td>Drop-off/pick-up & motorcycle/scooter & cyclists</td><td>Disability permit holders & loading & cyclists</td></tr>
<tr><td rowspan="2">Not allowed in this zone</td><td>Long-stay/commuter & park and ride</td><td>Park and ride</td><td>Park and ride</td><td>Public transport</td></tr>
<tr><td>Residents</td><td>Public transport</td><td></td><td></td></tr>
</table></td><td>More effective use can be made of all public parking facilities.
The main benefit of introducing a parking hierarchy is to uphold the safety and convenience of all road users, encourage the use of alternative transport modes such as walking, cycling and the use of public transport, promote equitable and transparent allocation of parking spaces across all user groups and facilitate consistent decision making regarding parking infrastructure.</td><td>U</td></tr>
</table>

Principle	Finding	Recommendations	Benefits/Opportunities	Urgent/Necessary/Desirable
	There is an ad-hoc approach to the management of long-term parkers which has resulted in parking restrictions applied to areas in isolation. The volume and duration of stay by long-term parkers, especially commuters and local employees, is increasing and spilling over into residential areas.			
Single authority management	Bayswater does not actively manage the existing supply of parking from an asset management approach.	All of the parking supply, allocation, administration and control at Bayswater is managed by a single authority. There should also be a parking reference group which includes representatives and major stakeholders.	The asset should be used to support economic development, more efficient use of land, support multi-modal network with a variety of transport choices, and foster a sustainable environment with good access for all users.	N
		Responsibilities may be vested in an existing business unit, or a department of traffic and parking or a special parking department or an autonomous parking authority.		N
		Optimise the use of existing parking resources before building new facilities.		N
Parking Surveys	Surveys of parking demand patterns in June 2015 indicate average current demand at less than 70% of bays in any precinct on weekdays and Saturdays, and overall less than 63% across all precincts. More than 1,000 bays are generally always available.	Conduct parking surveys regularly to support and justify triggers for change in parking controls.	Undertaking regular surveys to assess ongoing issues, determine if there is a high occupancy percentage from long term parkers and vehicles parking overtime, and determine parking trends is essential to identify and justify hotspots and priority areas for changes to regulations or enforcement effort.	U

Principle	Finding	Recommendations	Benefits/Opportunities	Urgent/Necessary/Desirable
Focus on public education	Historically there has been a reactive approach by the City to parking complaints, resulting in prescriptive time restrictions in some locations. User information on the City's website about parking options is not customer friendly.	Introduce educational programs. The community need to understand that: 1. drivers cannot expect unlimited parking close to their destination 2. unlimited supply has environmental, social and economic drawbacks 3. parking needs to be sustainable 4. there is a cost for the provision of parking 5. parking users need to help to share the cost of parking infrastructure equitably 6. net surplus from parking services are to be reinvested into improving access and transport infrastructure.	Having a very informative parking website for shoppers, visitors, employees and residents will help to educate the community about considering a range of possible parking options. Having a parking group that includes Council staff and representatives of Business Associations, residents and other stakeholders could be also of a great value.	N
Implement consistent level of signage and parking restrictions	There is a confusing mix of timed parking restrictions including 15minP and 30minP, 1P, 1½P, 3P, 4P, 5P and 8P. Approximately 4,840 bays have 9 different time based restrictions.	A wayfinding and parking signage package is to be developed which assists drivers to know where to look for parking and obtain the information quickly and without fuss. The system should be applied uniformly across the entire City equally to council and privately owned public car parking areas.	Simplification of time restrictions and fees will result in greater compliance and an increased churn of bays.	U
	Parking restrictions are confusing for a driver to understand and difficult for rangers to enforce.			
	Parking wayfinding and guidance is minimal. There is a lack of information about the number of bays in each parking station.		All MAC users want conveniently located, safe, secure and value-for-money parking with signage to their destination, and restrictions that are clear, consistent and user friendly.	

Principle	Finding	Recommendations	Benefits/Opportunities	Urgent/Necessary/Desirable
Introduce parking controls	All visitor parking is free.	Short term parking should be encouraged and enforcement should be improved. The City is to gradually introduce pay parking based on regular and comparative surveys of usage. Pay parking fees are to be structured to favour short-term users and encourage a high churn of spaces. Where parking demand is high, the City should apply various parking restrictions to achieve a target peak occupancy rate (the average of the four highest hours in a day) of 85% for off-street parking in accordance with the Parking Framework in Figure 8.	Surplus parking income and cash-in-lieu could be used to fund improved access	D
Introduce parking controls	Free/cheap on-street parking encourages drivers to cruise for a vacant space, increasing congestion.		Parking controls should be used to encourage the use of alternative modes, but should also be set at a level which does not detract from the vitality of the MAC.	D
Parking Enforcement	Ranger resources are inadequate to monitor compliance for public and private parking facilities.	The City is to offer the provision and enforcement of pay parking in privately owned public car parks and to expand its enforcement resources as appropriate to provide this service. The City is to consider implementing a fee for these services. Enforcement does not need to be uniform across the MAC, but targeted to tackle problem areas.	More effective enforcement resources and technology will assist rangers, e.g. licence plate recognition.	N
	The City controls 807 off-street and 198 on-street public car parking bays. This is only 10% of the total car parking bays in the MAC.		Many landlords are willing to have the City enforce parking restrictions on private land, allowing the City to generate additional income.	
	Minimal and unenforced restrictions in private car parks encourages the use of these by motorists heading to other destinations such as Morley Recreation Centre and the bus station.		The provision of more effective parking enforcement is essential to make the streets safer for all road users (particularly children and other vulnerable pedestrians), to ensure that parking bays are available for their intended use and to make the public roadways a more pleasant environment. More effective monitoring of compliance will create more turnover of spaces in high activity areas and free up more bays for the correct users. This will attract more activity and investment to higher density	

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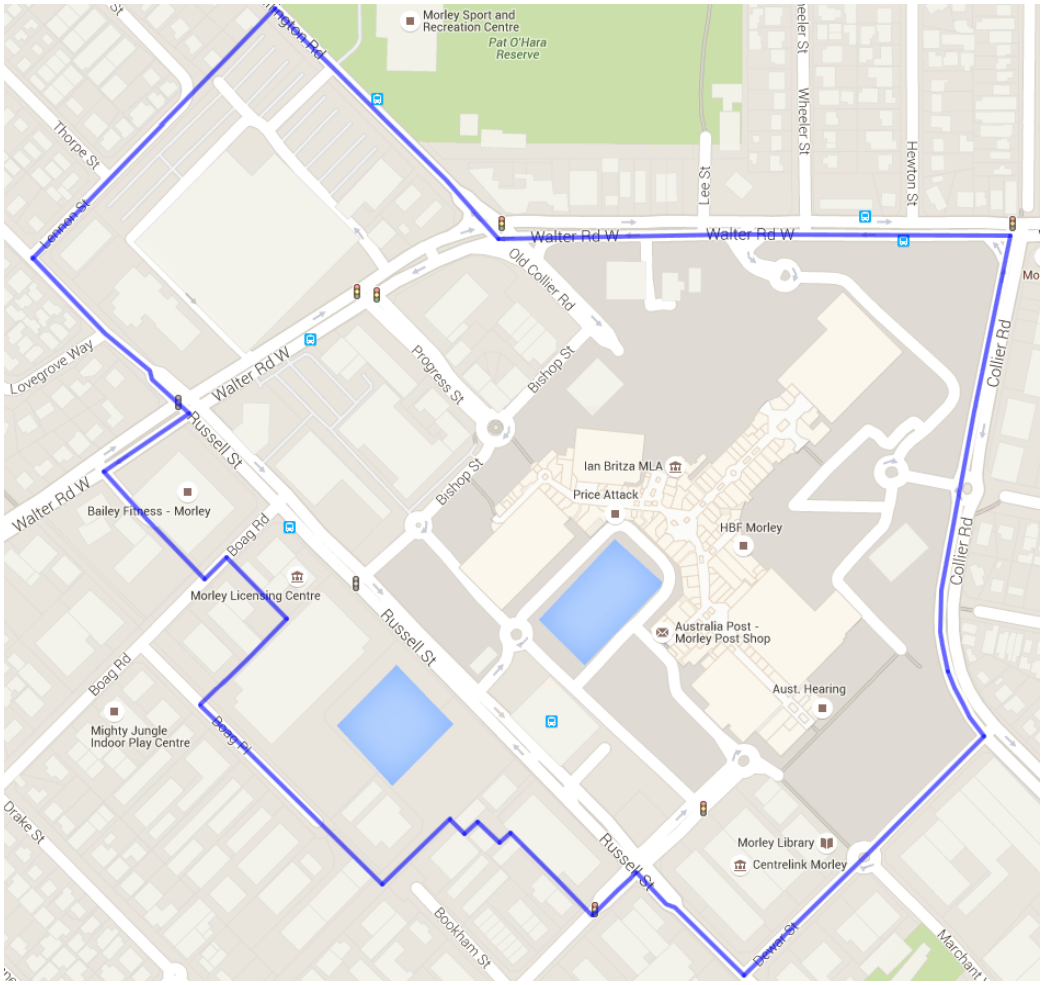
			areas.	
Sustainable Transport	Bicycle access is poor and few developments provide any end of trip facilities for cyclists. The lack of safe and secure pedestrian and cycling pathways encourages older citizens and nearby residents to use a private car to access the MAC.	The City needs to prioritise access for pedestrians, cyclists, public transport users and people with disabilities, and make the most of public transport infrastructure, balanced with the needs of the MAC road network, including the need to minimise congestion.	Improved facilities for cyclists and pedestrians will encourage these mode-share options.	N
	No dedicated park and ride facilities are provided – Many retail parking areas are used by employees and commuters who travel elsewhere.	The MAC's parking strategy is to be identified and coordinated with as part of an integrated transport strategy and the wider local government area. The parking strategy is to incorporate five sustainable parking principles: 1. Focus on people access not vehicle access 2. Provide efficient and effective alternatives to car access 3. Parking policy and strategy must support sustainable transport 4. The appropriate amount of parking for a centre will be well below the unconstrained demand for parking 5. The provision of parking requires a demand management, not a demand satisfaction approach.	Refer to chapter 4.9 Support and encourage different forms of sustainable transport.	
	Residents are sometimes inconvenienced by commuters parking in their streets.			N
	Restrictive and inconvenient public transport options will increase the demand for long-term parking by employees and commuters.			
	The MAC is serviced by several bus services			
Time restrictions	Much on-street parking is occupied by long term parkers and there is minimal churn of bays.	All paid on-street parking be restricted to a maximum of 3P.	This will provide enough time for short-term visitors to conveniently access destinations in the precinct but will discourage long-term parkers.	N
	Off-street parking will not	All parking outside the core commercial centre but within a 500m straight line walk be free but subject to a 4P time restriction.	This is intended to discourage long-term parkers and provide free medium and short-term	U

Principle	Finding	Recommendations	Benefits/Opportunities	Urgent/Necessary/Desirable
	have time restrictions. Residents and visitors to be exempt from time restrictions	All on and off-street parking time restrictions only be applicable between 8am-5pm, Monday to Sunday. This should be clearly stated on signs. Implement a parking permit scheme so that residents and visitors can easily be identified and exempt from time restrictions. This will help to improve the efficient use of on-street parking and increase effective compliance enforcement.	parking for users willing to walk a greater distance to popular destinations. This will help to improve the efficient use of on-street parking and increase effective compliance enforcement.	U N
Maximum parking standards in other councils	There are no maximum caps on parking provision meaning that developers could introduce excess parking bays without considering the existing supply or the impact on the road network. Significant additional parking for new developments will have a negative effect on road amenity and increase future congestion. Increased development will in the short and medium-terms, create additional demand for long term parking by building contractors. In the long-term, the City cannot continue to rely on excess parking capacity provided by major retail developments.	In order to achieve an appropriate level of parking supply in some precincts, mandatory maximum and minimum parking requirements will be necessary. Regulations relating to the provision of parking are to include measures to maximise the use of all non-resident parking for the public as shared parking, and the expansion of time limited and pay for parking to encourage turnover (churn) of bays. A maximum is to be set on the total supply of parking in the central core precinct. Additionally, parking maximums are to be established for residential and non-residential developments in other precincts.	Excess additional parking will not be provided.	D D
Off-street parking managem	The management of off-street parking facilities is designed to align with the City's	Where parking demand is high, the City should apply various parking restrictions to achieve a target peak occupancy rate (the average is four highest hours in a day) of 85% for off-street	The parking resource is well used but people can still easily find a space, thus reducing	N

Principle	Finding	Recommendations	Benefits/Opportunities	Urgent/Necessary/Desirable
ent	strategic objectives, which are focussed on a mode shift towards public transport to help minimise traffic congestion	parking in accordance with the Parking Framework in Figure 8-1	congestion and frustration.	
Other criteria	Cash-in-lieu is inconsistently applied and the current funding available is minimal.	A cash-in-lieu fee for all projects is charged, but with a regular adjustment to the fee. The fee is to be based on a formula which takes into account the land value for each commercial centre set by the City every 2 years and the cost of construction.	Public parking bays built with cash-in-lieu revenue allow shared use among different sites whose peak parking demands may occur at different times and fewer bays are needed to meet the combined peak parking demands.	U

CENTRAL CORE PRECINCT



Survey Findings

The Central Core precinct accounts for 6,344 (64%) of all MAC bays; comprising 6,296 off-street and 48 on-street bays. The Galleria Shopping Centre accounts for > 4,200 of the bays in the precinct.

The precinct currently has adequate parking provision. Occupancy figures of 69% for weekday and 75% Saturday indicate substantial use, but there is no need to introduce new management measures. However, the City needs to put itself in a position to be able to manage future travel/access as the Central Core precinct expands and matures. With the vast majority of parking in the precinct being under private ownership, it is essential that the City engages with major stakeholders to ensure that they are on board with implementing the City's new parking management approach.

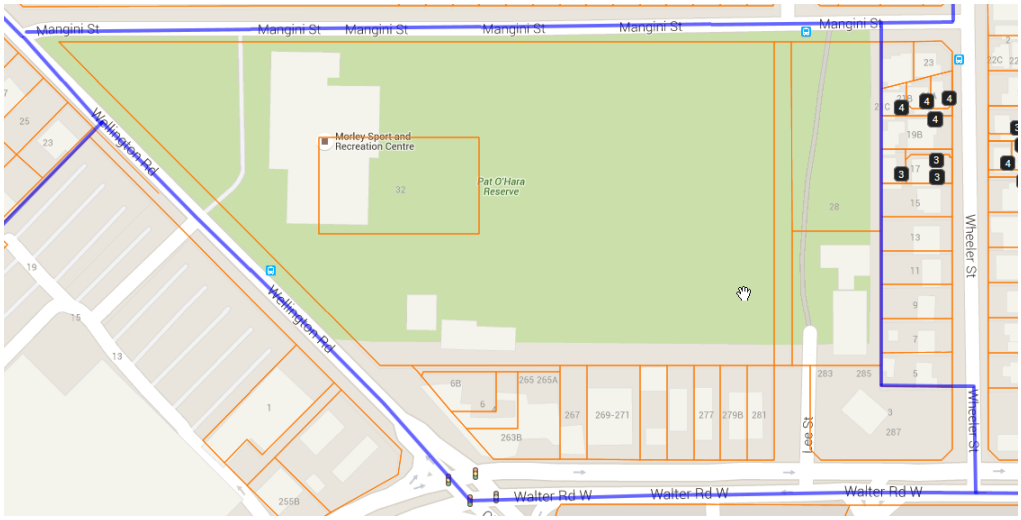
In the immediate term, more detailed annual surveys to gain an understanding of parking usage; level of compliance with parking restrictions, parking habits around the bus station and identified hotspots should be undertaken.

Urgent Actions

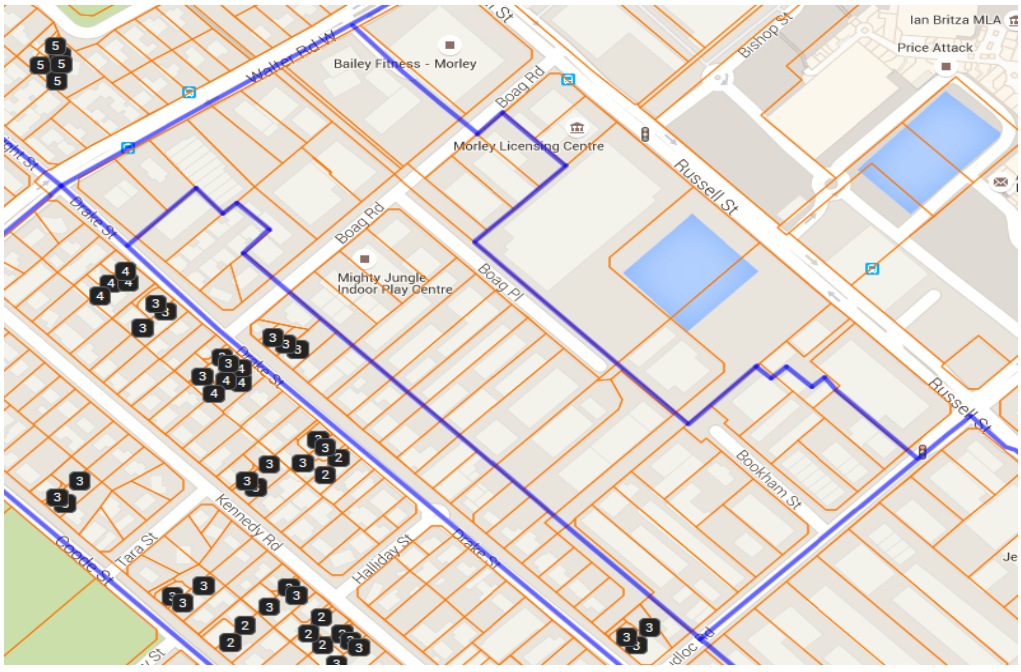
URGENT ACTIONS 1-3 YEARS
Data
Map all on-street and off-street car parking as well as alternative mode facilities.
Using the above information, undertake comprehensive parking survey to understand usage patterns of various bay types. Quantify park and ride demand. Surveying at a similar period to the 2015 survey will provide some useful comparisons.
Enforcement
(a) Focus renewed level of enforcement on Central Core.
Commence dialogue with managers for the Galleria Shopping Centre and Coventry Markets (as largest centres) regarding consistent approach to parking/travel management.
On-street parking
(a) Change Boag Road on-street parking from 90 minutes to 2P - monitor compliance. Assess function of Progress Street and Bishop Street on-street parking. Speak with adjacent traders and if considered necessary conduct occupancy period survey and change some bays to 30 minutes
Public education
(a) With information gathered from detailed mapping and further surveys, build a coherent picture of centre access to guide public use – website, flyers.
Sustainable transport
(a) Explore opportunities for simple improvements to facilities for users of alternative transport modes (e.g. signage, seating, bike racks and lockers). Note that the MAC Structure Plan proposes grander scale measures over the longer term.

OUTER CORE PRECINCT

Outer Core Precinct (Wellington Street)



Outer Core Precinct (Boag Road)



Survey Findings

The Outer Core precinct accounts for 1,160 (12%) of all Morley Activity Centre parking bays; comprising 1,141 off-street and 19 marked on-street bays. The on-street bays have a 90 minute time restriction.

The precinct areas currently appear to have plenty of available parking.

In winter months occupancy gets up to 90% plus on Saturdays due to heavy use by the Rugby Club and Coventry's. If the City does take on the management of parking at the Coventry Markets site, a 3P limit at Pat O Hara will need to be implemented, monitored and enforced.

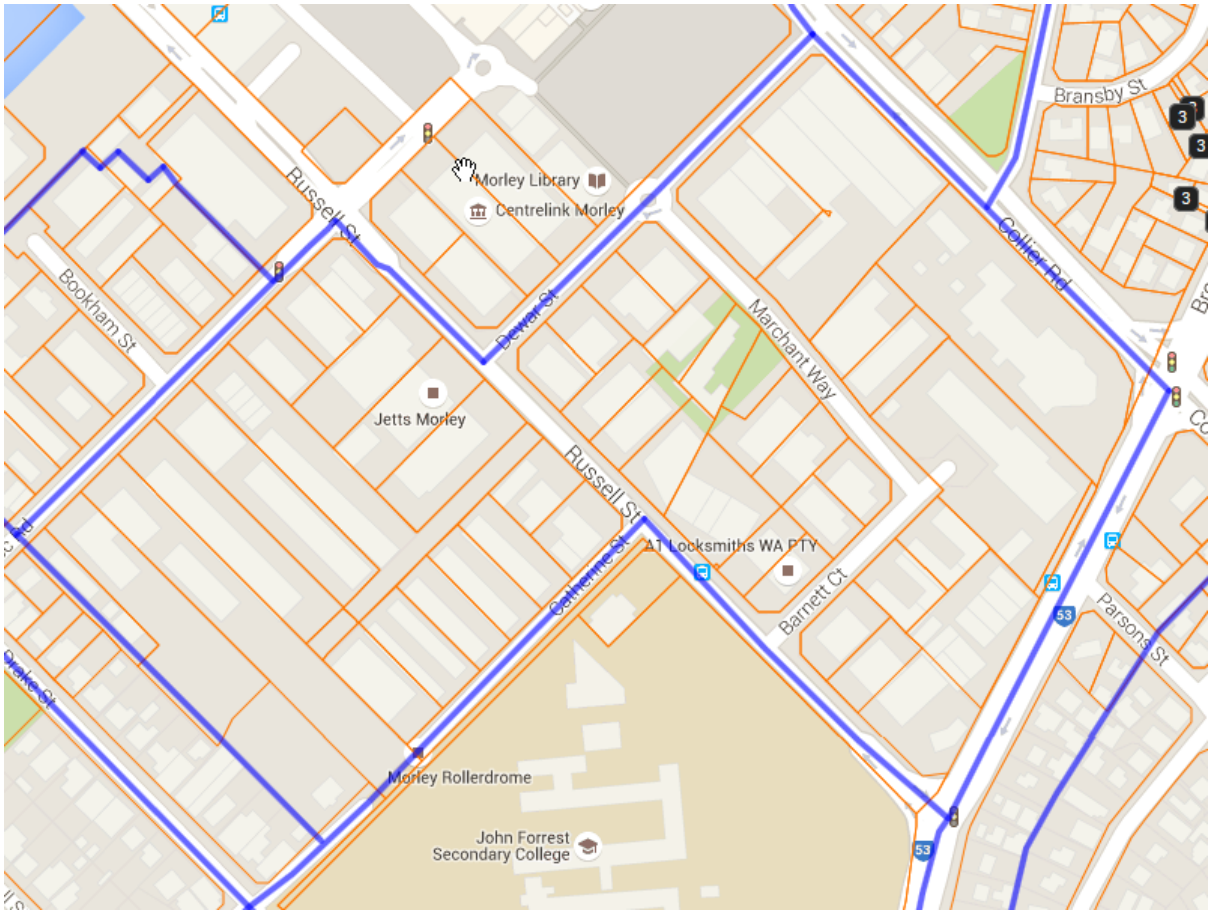
Use of the recreational facilities on Saturdays increases parking occupancy. The demand for parking at these facilities can spill-over into surrounding areas, particularly Coventry Markets. Only the Markets can introduce measures to curtail this usage. The City should offer to enforce the 3P restrictions time restriction at the Markets to discourage long-term parkers. Alternatively the markets will need to implement some form of validation.

The location of the recreation facilities within this sub-area raises the possibility of shared use of parking areas with the neighbouring commercial uses; however, there is also the possibility of conflicting demand at certain periods. There is anecdotal evidence to suggest parking congestion occurs when rugby is played on a Saturday. It is up to the Council to facilitate discussion with the sports bodies and businesses, to reach an understanding as to how they can function together. It may be necessary for the sporting clubs to develop access/parking management plans, such as more strategic scheduling of events/matches, ride sharing, use of alternative modes and identification of alternative available parking options.

Urgent Actions

With regard to the northern part of the precinct, it is recommended that Council commence dialogue concerning possible conflicts between users of the recreation facilities and the adjacent commercial uses (principally Coventry Markets) and to get their perception of how different activities can function together.

MIXED BUSINESS PRECINCT



Survey Findings

The Mixed Business precinct accounts for 1,251 (12.6%) of all Morley Activity Centre bays comprising 1,191 off-street and 60 marked on-street bays. There are no time restrictions on any of the parking bays.

The precinct currently appears to have plenty of available parking. It is surprising with a precinct of this nature that parking occupancy is higher on weekdays than on Saturdays.

As the activity centre grows, it can be expected that parking will become more congested. Customers of the bulky goods uses located here often rely upon vehicle access to collect their purchases. It is essential that parking is managed for those shopping/trading in the area.

CIVIC AND EDUCATION PRECINCT

Survey Findings

The Civic and Education precinct accounts for 342 (3.5%) of all Morley Activity Centre bays; comprising 304 off-street and 38 marked on-street bays. There are no time restrictions on any of the parking bays. Unlike the remainder of the MAC, Council controls a large part of the available parking in this precinct.

The precinct currently appears to have plenty of available parking. Access and parking congestion may occur around the school at drop-off or pick-up times, but this must be managed by the school, not City staff.

INNER CITY RESIDENTIAL PRECINCT

Survey Findings

The Inner City Residential precinct accounts for 786 (8%) of all Morley Activity Centre bays; comprising 758 off-street and 28 marked on-street bays. Note: There are a number of streets within this precinct with unrestricted, unmarked on-street parking. These were not counted in the survey.

The precinct areas currently appear to have adequate parking provision. Apart from the southern area, bay occupancy is greater on weekdays than on Saturdays.

Residential areas are sensitive to spill-over parking, parking in these areas should be monitored and Council needs to be equipped to respond to any future problem, especially all day on-street parking in the northern areas. As the Centre grows and higher density housing is developed, Council will have to consider introducing and enforcing time restrictions (2P or 4P) on all streets, this may need to be accompanied by a residential parking permit system.