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Town of
Cambridge

Access and Parking Strategy Update 2016

FINAL

Luxmoore Parking and Safety

a division of

arob
GROUP

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ARRB Group Ltd

ABN 68 004 620 651

Western Australia
191 Carr Place
Leederville WA 6007

P: +61 8 9227 3000
F: +61 8 9227 3030

New South Wales
2-14 Mountain St
Ultimo NSW 2007

P: +61 2 9282 4444
F: +61 2 9280 4430

Victoria
500 Burwood Highway
Vermont South VIC 3133

P: +61 3 9881 1555
F: +61 3 9887 8104

Queensland
123 Sandgate Road
Albion QLD 4010

P: +61 7 3260 3500
F: +61 7 3862 4699

South Australia
Level 7, Suite 713, 147 Pirie Street
Adelaide SA 5000

P: +61 8 8235 3300
F: +61 8 8223 7406

Document register

	Date
Prepared by: Larry Schneider	1 April 2016
Reviewed by: Michael Moses	4 April 2016
Larry Schneider	14 April 2016
Larry Schneider	11 July 2016
Larry Schneider	12 August 2016

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1 Introduction

In 2012 the Town of Cambridge Council endorsed the Access and Parking Strategy¹ and determined that the Strategy be implemented as a guiding document for future control and management of parking. The strategy reviewed the current management objectives, planning regulations and other arrangements for car parking, and the sustainable and achievable modes of transport into and within four commercial precincts:

1. Southport Street
2. Cambridge High Street (West Leederville Station)
3. Medical Precinct (St John of God Hospital)
4. Wembley Town Centre.

A number of actions were to be implemented that involved a review of parking policy, formulation of a cash in lieu provision in the Planning Scheme and the use of such funds to develop public parking. Additionally the recommendations required the introduction of a range of parking management measures including additional signage, paid parking, time restrictions and rationalisation of private parking areas.²

Luxmoore Parking and Safety (Luxmoore) has been requested to provide a status report on implementation of the actions outlined above in relation to the Access and Parking Strategy and to review the current circumstances in respect to public parking and the management of parking in general and particularly in the growing West Leederville commercial area. Council also wish to consider the strategy for the application of cash in lieu funds for developing public parking and to reconsider priority sites for the construction of public parking in the Southport and Cambridge High Street Precincts.

2 Background

The Strategy set out³ nine Future Parking and Access Challenges for the Town largely based on the potential additional development growth expected in the four centres between 2011 and 2051. These challenges are set out below:

1. The commercial centres have been designed more to accommodate vehicles rather than people because for too long, parking policies have assumed that all trips will be by car and all parking should be free.
2. Free parking contributes towards a host of expensive and undesirable consequences which are not fully appreciated by many drivers.
3. Parking is a public asset that can be valued in terms of convenience, cost and land use. Parking is also a tool that can be used to achieve long-term goals.
4. Based on the current 'predict and provide' approach, the estimated future requirement for parking supply for development proposed over the next 30-40 years is unrealistic.

¹ Town of Cambridge, Access and Parking Strategy Part 1 Luxmoore Parking Consultancy Report No. 004058, 3/11/2011.

² Town of Cambridge, Access and Parking Strategy Part 2 - Precinct Parking Management Plans. Luxmoore Parking Consultancy Report No. 004824, 25/10/2012.

³ Town of Cambridge, Access and Parking Strategy Part 1 at page i.

In addition, the current road network will not support the volume of traffic that will be created by this level of parking.

5. Future strategies for the Town must therefore incorporate measures not only to curtail the supply of parking, but also to manage parking so as to significantly alter current modes of travel.
6. The challenge for the Town is to find a balance between adequate parking supply to ensure the vitality of the commercial centres, and the environmental, social and economic necessity towards more efficient use of transportation infrastructure and travel demand management techniques.
7. If growth of the commercial and business centres along Cambridge Street is to be achieved at the scale currently being considered by the Town over the next 30 - 40 years, a fundamental change to the way parking is managed is necessary (both pricing and supply).
8. A demand management approach is required, rather than the unsustainable demand satisfaction approach.
9. It is recognised that changes to the management of parking and to existing attitudes towards parking supply will not be achieved quickly. Gradual changes and education are necessary to alter the mindset of stakeholders and to create a more sustainable transport and access environment in the Town.

The Strategy concluded that if the current minimum parking ratios in the Town were applied to the potential development growth, this would require approximately an additional 6,900 parking bays at a cost (in 2011 dollars) of \$213 million, excluding the cost of land.

This estimate of the future requirement for parking bays based on the current parking ratios is not only unrealistic from a financial and development perspective, but would also create considerable issues in terms of future traffic volumes and congestion, particularly on Cambridge Street. If parking were to continue to be required and managed as it is at present, then the future development potential of the four commercial centres would need to be much less than currently envisaged. However, under a significantly different managed parking approach, the revised estimates of additional parking supply and traffic generation are more sustainable.

3 Parking Surveys

In accordance with the recommendations in the Strategy and further to three previous Parking Occupancy Survey Reports in 2012, 2013 and 2014, Luxmoore has undertaken a fourth survey of public parking occupancy in order to compile comparative data on parking demand in the four precincts.

The February 2016 surveys of 1722 parking bays obtained data on how parking occupancy varies throughout the day and identified peak parking periods, the level of occupancy, spillover and the availability of spaces. In addition, the 2016 survey specifically investigated the duration of stay of vehicles within the four precincts in order to establish patterns of churn (the number of turnovers of cars parked in each bay). The survey results are detailed in a separate report⁴.

⁴ Town of Cambridge Public Parking Occupancy Surveys, Luxmoore Parking Consulting Report No. PRS16020, 4/4/2016

The survey information is divided into 'average occupancy' being the average usage of the bays during the survey period and 'peak occupancy' which is the particular day and time that the parking occupancy was at its highest. Peak occupancy may occur more than once a week and on different days and times in different precincts.

In general, where on-street parking is operating at between 50-85%, occupancy is regarded as operating efficiently. Demand above and below this range indicates that the parking spaces are not being used effectively.

A peak occupancy rate of approximately 85% ensures that parking resources are well used and people can park in a reasonable proximity to their destination. 85% occupancy effectively means that one in seven parking spaces is available. For areas with more than 85% occupancy, the introduction of further parking controls is necessary for a shift in behaviour.

Table 3-1 shows that despite an increase from 2012 to 2013, the overall peak demand has reduced from 2013 to 2014 to 2016 (except for 2013 – 2014 in the Medical precinct).

Table 3-2 shows the average and peak occupancy over four survey periods with the 2016 results highlighted in blue. They reflect an overall decline from 2013 as a result of the commencement of several of the recommendations in the Access and Parking Strategy.

Table 3-1 Summary of peak demand and occupied bays in the 2013, 2014 and 2016 surveys

Precinct	Total on and off-street bays				Peak parking demand				Occupied bays at peak demand				% occupied			
	2012	2013	2014	2016	2012	2013	2014	2016	2012	2013	2014	2016	2012	2013	2014	2016
Medical (exc. SJOG)	273	269	264	269	1pm, Tue 27/3 and 12 noon Wed 28/3	2pm Fri 12/4	2pm Fri 21/3	12pm Thurs 18/2	273	237	239	229	100%	88%	91%	85%
Wembley town centre	732	749	761	746	6pm, Fri 23/3	1pm Fri 19/4	1pm Thurs 20/3	1pm Tue 23/2	509	568	556	494	70%	76%	73%	66%
Southport Street	328	320	327	359	1pm Wed 21/3	10am Fri 19/4	10am Wed 12/3	12pm Tue 18/2	233	291	263	186	71%	91%	80%	52%
Cambridge High Street	365	365	364	359	1pm Tues 27/3	11am Fri 12/4	1pm Fri 21/3	2pm Tue 16/2	203	254	249	190	56%	70%	68%	53%
TOTAL	1698	1703	1716	1733	-	-	-	-	1218	1350	1307	1099	-	-	-	-

Table 3-2 Average and peak occupancy comparison between 2012, 2013, 2014 and 2016

Precinct		Average occupancy				Peak time occupancy				
		2012	2013	2014	2016	2012	2013	2014	2016	
Medical (exc. SJOG)	Bays	273	269	264	269	Bays	273	269	264	269
	Occupied	190	207	194	154	Occupied	217	237	239	229
	%	70%	77%	73%	57%	%	79%	88%	91%	85%
Wembley town centre	Bays	732	749	761	746	Bays	732	749	761	746
	Occupied	379	430	418	399	Occupied	509	568	556	494
	%	52%	57%	55%	54%	%	70%	76%	73%	66%
Southport Street precinct	Bays	328	320	327	359	Bays	328	320	327	359
	Occupied	178	221	210	150	Occupied	233	291	263	186
	%	54%	69%	64%	42%	%	71%	91%	80%	52%
Cambridge High St	Bays	365	365	364	359	Bays	365	365	364	359
	Occupied	164	184	202	111	Occupied	203	254	249	190
	%	45%	50%	55%	31%	%	56%	70%	68%	53%
TOTAL		911	1042	1024	814		1162	1350	1307	1099

The following charts provide a comparative overview of average and peak occupancy.

Figure 3-1 Comparison of average occupancy - 2012, 2013, 2014 and 2016

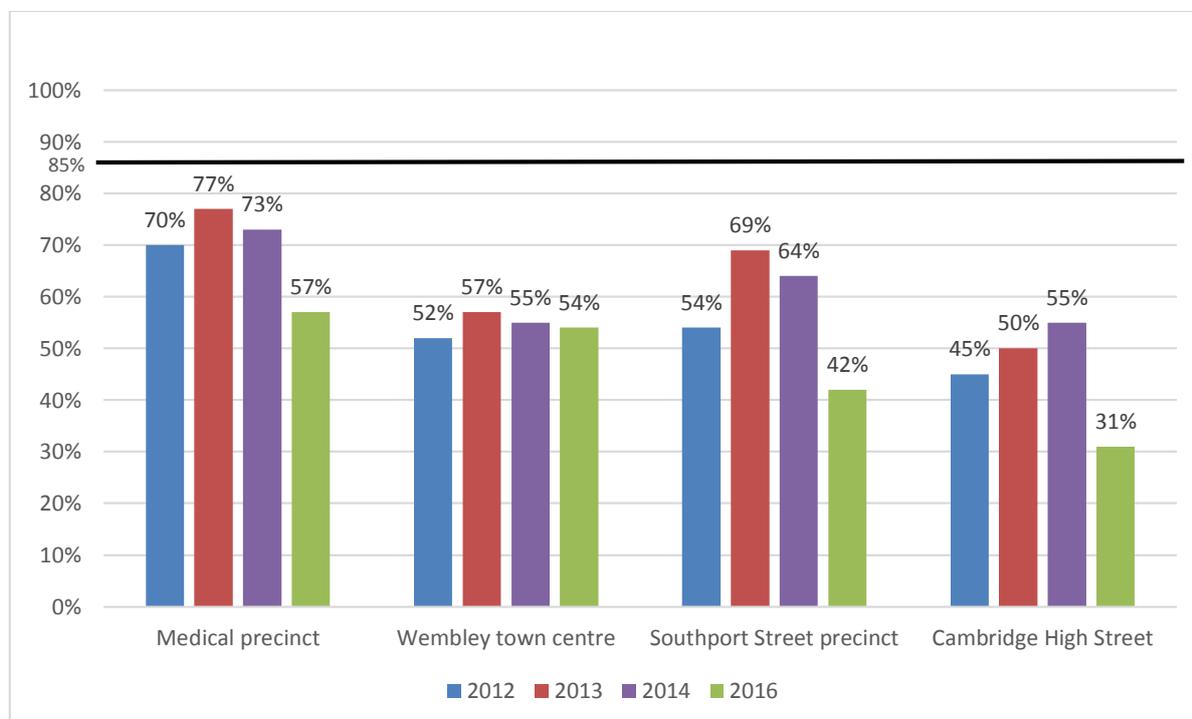
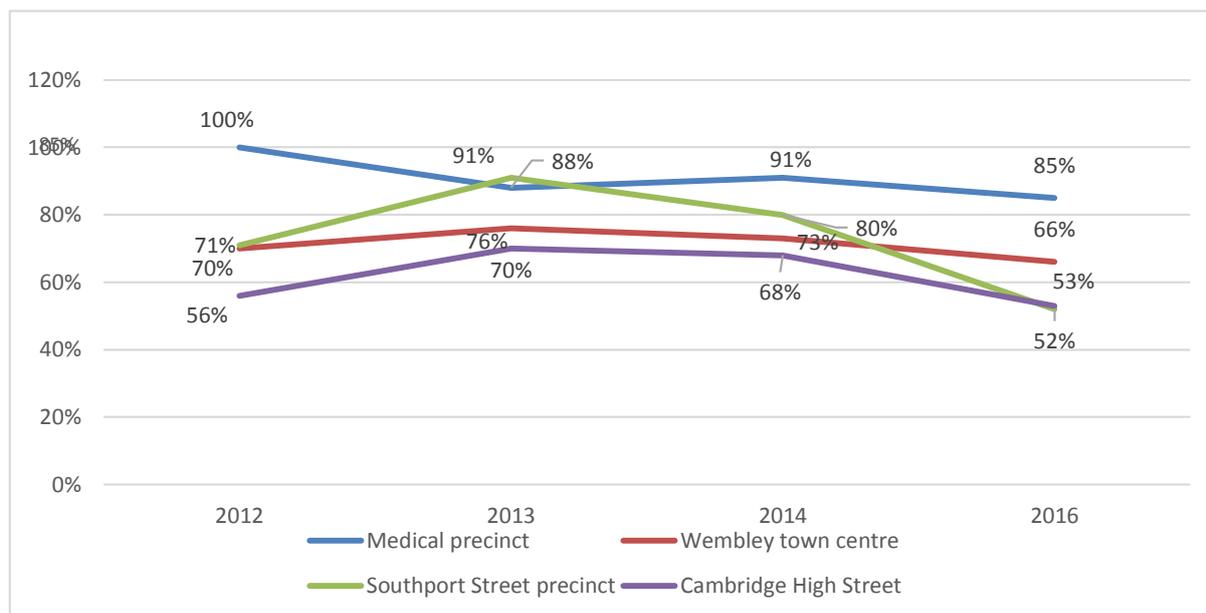


Figure 3-2 Comparison of peak occupancy - 2012, 2013, 2014 and 2016



3.1 Key Findings

1. After an increase from 2012 to 2013, average occupancy has declined to 2016, except in the Cambridge High Street precinct which followed the trend of other precincts after 2014.
2. The 2016 survey shows that average occupancy has declined from 2013 to 2016 and is now below 60% in all precincts.
3. Figure 3-2 shows that all precincts follow similar declining trend patterns with regard to peak occupancy. Only the Medical precinct reached a peak of 85% in 2016, whereas the peak in all other precincts was less than 70%.
4. As with the previous surveys, overall average occupancy across the whole survey period was low in most areas, with only some exceptions, confirming that the Town continues to have a high percentage of underutilised parking capacity.
5. Major development construction over past 3 years has skewed some results due to road closures and contractor parking.
6. Overall, it can be inferred from the comparative reductions in average and peak demand that implementation of the recommendations in the 2012 Strategy have had a positive effect on managing parking demand.

It is recommended that the surveys in the Wembley Town Centre, Southport and Cambridge High Street are repeated in three years.

It is recommended that the surveys in the Medical precinct are repeated in February 2017 and the extent of this surveyed area is expanded to 400m either side of Cambridge Street.

4 Status of implementation of the recommendations in the Access and Parking Strategy

We have examined the recommendations from DV12.142, the Council Report for the endorsement of the Access and Parking Strategy and note that the majority of recommendations have been either fully implemented or have commenced. Only a few have not been actioned. These are summarised below with a comment on their current validity.

No.	Recommendation/Action	Validity 2016
3	Investigate the application of cash in lieu funds for the purpose of developing public parking on Council owned land in the West Leederville commercial areas	Refer Section 5. below
6	Develop a Wayfinding and parking signage system to improve access to parking bays and parking information throughout the Town;	Despite parking being underutilised in several precincts, there is still a lack of information about public parking availability, fees and operating times. This should be addressed on the Town's website and then extended to specific congested areas
12	Improved signs to be installed on and within Cambridge and Harborne Streets and Salvado Road to clearly indicate the availability of on-street parking and the approximate walking times to the hospital entry.	Despite parking being underutilised in several precincts, there is still a lack of information about public parking availability, fees and operating times. This should be addressed on the Town's website
13	The Town is to invest in a dynamic parking guidance system (PGS) for each precinct; SJOG, and other car park operators, should participate and provide real-time 'spaces available' data to the PGS.	The introduction of signs indicating the various options in the Medical Precinct and West Leederville will improve the perception and utilisation of available public parking and reduce congestion while drivers cruise the streets searching for a bay. Such signage is a valid use of cash in lieu funding
16	Reduce the 24/7 pay parking restrictions to 0800–1730 Monday–Friday and use event parking measures to manage stadium parking demand.	The 24/7 restrictions are unnecessarily harsh for approximately 40 event days per annum at the Subiaco Stadium
23	Convert all parking in Abbotsford, Southport, Harrogate and Bermondsey Streets to pay parking.	The high peak occupancy in these streets necessitates Pay Parking (residents exempt)
24	On-street parking fees are to be increased from \$1.20 to \$1.50 per hour (20c for 8 mins).	Consideration of fee increases is applicable where demand is above 70%
27	Parking wayfinding signs indicating availability of spaces at the Old Town Hall car park to be installed on the western and eastern approaches from Cambridge Street.	Valid as for items 6, 12 and 13 above
35	Implement a detailed Event Parking Management Plan for special events	It is preferable for the Town to implement and publicise an Event Day Scheme with increased enforcement resources and a zero tolerance approach to parking infringements, than to inconvenience many residents and their visitors with 24/7 parking restrictions
43	Secure the right for the Town to construct public multi-level parking together with suitable access on the properties (Coles site)	Refer Section 5. below
51	Secure the right for the Town to construct public multi-level parking together with suitable access on the properties (Wembley Hotel)	Refer Section 5. below

4.1 Key Findings

1. The majority of the recommendations for the four precincts have and are being implemented.

2. The positive impact of this pro-active management of parking is evident in the reduced average and peak time parking occupancy levels confirmed by the 2016 surveys.
3. The perception of parking availability could be enhanced with the implementation of improved information to drivers entering the precincts. Little action has been undertaken to improve signage, wayfinding, website information and a parking guidance system for the precinct. Refer to recommended actions 6, 12, 13, 27.

Examples of visitor friendly parking information in Fremantle, Subiaco and Bunbury are shown in Figure 4-1 and 4-2 below.

Figure 4-1 Parking wayfinding information on South Terrace in Fremantle



Figure 4-2 Extract of parking information on City of Subiaco and City of Bunbury webpages



Parking in Bunbury

The City of Bunbury provides a number of fantastic options for convenient parking to its workers, visitors and shoppers.

Visitor/Shopper Carparks

Look for the signs to identify these carparks in the CBD. The first two hours are free and extra time can be purchased. It's very important to note that you must get a ticket from the machine and you can only park once per day per Visitor/Shopper carpark.

Visitor/Shopper Carparks are located at:

A	Stirling Street	251 spaces next to the Centrepoint Shopping Centre
B	Blair Street	204 spaces opposite Bunbury Regional Entertainment Centre
C	Wittenoom Street	109 spaces alongside Souths Furniture
D	Jetty Road	49 spaces alongside Vat2

All Day Carparks

For workers and those people needing to stay for longer periods look for the signage that reads All Day Carpark to take advantage of reduced parking rates. These are located at:

1.	Ocean Drive carpark	50 spaces
2.	Stuart Street carpark	100 spaces
3.	Zoe Street carpark	96 spaces
4.	Cobblestone Streete carpark	90 spaces beside the rowing club
5.	Charles Street carpark	96 spaces
6.	Casuarina Drive carpark	55 spaces
7.	Cornwall Street carpark	260 spaces on the upper deck across from Target
8.	Parkfield Street carpark	45 spaces above the library carpark
9.	Wellington Street carpark	150 spaces next to the Art Gallery
10.	Blair Street (foreshore) carpark	65 spaces
11.	Ommaney Street carpark	70 spaces
12.	Symmons Street carpark	45 spaces
13.	Holman Street carpark	50 spaces
14.	Victoria Street carpark	50 spaces



Visitor/Shopper Carparks

Duration	2 hours**	3 hours	4 hours	5 hours
Fee	No Fee	\$2	\$6	\$12

* a ticket must be obtained and displayed even if your parking period is going to be less than two hours. The free parking period is only available once per vehicle per day.

** The free period and fee may vary in some carparks – please check time on carpark sign.



Many of the carparks are serviced by PayStay. Check entrance and machine sign for zone number.

- No need for cash
- No more ticket machines and pay-and-display tickets
- No more overpayments you are only charged for the time you record
- Optional reminder advising of parking expiry.

For more information and to register go to www.paystay.com.au

5 Cash in lieu funds for public parking

5.1 Parking concessions

Urban planners typically set the minimum parking requirements for every land use to satisfy the peak demand for free parking. As a result, parking is free for the great majority of parking trips. Minimum parking requirements increase the supply and reduce the price – but not the cost of parking. They bundle the cost of parking spaces into the cost of development, and thereby increase the prices of all the goods and services sold at the sites that offer free parking.

Requiring all new buildings to have ample (minimum) on-site parking resolves one problem; it reduces the demand for free on-street parking, but rigid application of the solution creates new problems. Off street parking requirements do not have a solid theoretical and empirical basis, they cost an enormous amount of money and in many cases discourage development and urban renewal.

The usual interpretation of a parking requirement is that it specifies the number of bays a new building must provide; that is the land use decision comes first and the required parking depends on use. For older buildings, which often cannot provide more onsite parking the situation is reversed. In some cases, the parking requirements limit the uses a city will allow because the building's use must conform to the available parking. It is therefore in the interest of cities to encourage infill development by exempting small commercial buildings from parking requirements.⁵

The current approach to development applications in the Town sets minimum parking ratios based on measures such as the gross floor area. The overall capacity of the road network providing access to the commercial precinct has not yet been taken into account.

To a large extent, minimum parking requirements are a historical by-product of plentiful and inexpensive land and a lack of convenient payment technologies. The requirements were seen as a means for shifting responsibility for catering for parking demand onto private developers, thereby ensuring the safe and efficient operation of the local road network.⁶

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

- Uses conservative design standards: 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.
- Results in fragmented parking supplies: Because of the requirement for individual developments to cater for their parking demands, urban areas are increasingly dominated by fragmented parking areas (e.g. the businesses in the Southport precinct).
- Ignores value: 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 (West Leederville), thereby

⁵ Shoup. Chapter 5 p.153

⁶ Strategic Parking Report for Waitakere City Council - McCormick Rankin Cagney - Feb. 2008.

preventing intensification and redevelopment. This works against regional, and local strategies designed to intensify development.

- Is unresponsive to demand management: There are numerous examples of cost-effective parking management measures that do not require increasing the supply of parking. Examples include shower and locker facilities for employees who walk or cycle, unbundling employee parking from salary packages, providing free passenger transport passes for employees, and developing workplace travel plans. Minimum parking requirements fail to account for demand management strategies and therefore provide no incentive for consideration of alternative transport modes.

For all of these reasons, minimum parking requirements are considered to be inaccurate and inefficient. It is also significant that the costs associated with minimum parking requirements have become disproportionately high in relation to their benefits.

5.2 SKM Investigation

In 2011, SKM⁷ were requested to:

1. Provide advice on the likely increase in traffic that would be associated with a potential increase in development yield, assuming a business-as-usual approach to parking in each centre.
2. Provide advice on likely increased traffic for the same development yield, for priced parking and a lower level of parking supply
3. Provide advice on the impact of the traffic generated from the above two options on the existing street network.
4. Provide advice on the feasibility of the above two options from a traffic and transport perspective.

5.2.1 Development yield

The Town of Cambridge provided an indicative development yield scenario for each of the four commercial centres over the next 30 – 40 years. Table provides a comparison between the existing and the future indicative yield for each centre.

Table 5-1: Existing and future development yield

Centre	Land use and unit of measurement	Existing development yield	Future development yield
Southport Street ⁸	Retail (m ² NLA)	6,093	13,766
	Office (m ² NLA)	18,128	57,951
	Industry (m ² NLA)	13,821	13,300
	Total (m² NLA)	38,042	85,017
	Residential (Dwellings) ⁹	295	895
Cambridge High Street ⁸	Retail (m ² NLA)	8,270	13,547
	Office (m ² NLA)	13,498	28,900
	Industry (m ² NLA)	7,401	0

⁷ Sinclair Knight Merz – Technical Note, September 2011 (Project PB50357) – Emmerson Richardson

⁸ Future development yield for retail, office and industry net lettable area is based on figures prepared by Pracsys for the West Leederville Economic Analysis (May 2010).

⁹ Future residential dwellings were informed by housing targets identified in the draft Central Metropolitan Perth Sub-regional Strategy (2010).

	Total (m² NLA)	29,169	42,447
	Residential (Dwellings) ⁹	59	359
Medical Precinct ¹⁰	Retail (m ² NLA)	753	753
	Office (m ² NLA)	920	920
	Industry (m ² NLA)	177	177
	Total (m² NLA)	1,850	1,850
	Consulting Rooms (Rooms)	238	466
	Hospital (Beds)	546	666
	Residential (Dwellings) ⁹	23	123
Wembley Town Centre ¹¹	Retail (m ² NLA)	10,783	13,494
	Office (m ² NLA)	8,613	30,714
	Total (m² NLA)	19,396	44,208
	Residential (Dwellings) ⁹	23	123
TOTAL	Retail, office & industry (m² NLA)	88,457	173,522
	Residential (Dwellings)	400	1,500
	Consulting Rooms (Rooms)	238	466
	Hospital (Beds)	546	666

In summary the potential additional growth expected by 2051 is an increase of:

- 196% in the floor area of retail, office and industry
- 375% in residential dwellings
- 196% in consulting rooms
- 122% in hospital beds.

5.2.2 Traffic volumes

A comparison of the estimated traffic travelling to and through the four centres for each of the two scenarios. A comparison between existing daily traffic and the estimated future daily traffic for the two options is provided in Table .

Table 5-2: Comparison between existing and future estimated daily traffic

Centre	Daily traffic to and through commercial centres				
	Existing	Future Option 1	% Increase	Future Option 2	% Increase
Southport Street	44,276	54,381	23%	45,649	3%
Cambridge High Street	39,415	45,783	16%	38,813	-2%
Medical Precinct	42,744	54,777	28%	48,002	12%
Wembley Town Centre	28,861	32,864	14%	26,859	-7%

5.3 Estimated future parking

On the basis of the existing minimum parking ratios, the estimated additional future parking requirements under Option 1 – Existing parking ratios (business-as-usual) scenario, and

¹⁰ Future projections were calculated for the predominant land uses within this centre being 'hospital' and 'consulting rooms'. Number of future hospital beds provided by St John of God Hospital and are indicative only. An average plot ratio of 1:5:1 was used to calculate future development yield. An average size of 135 m² was used to estimate future number of consulting rooms. Under current Scheme provisions retail (shop, restaurant) is not permitted in a Medical Zone.

¹¹ An average plot ratio of 1:1 was used to calculate future development yield (retail, office). Retail net lettable area calculations are based on street frontage by shop depth (13 metres).

Option 2 – Managed future parking scenario, are shown in Table which incorporates on and off-street parking to be supplied by both the Town and the private sector.

Table 5-3: Estimated additional future parking requirements

Land use	Option 1 – existing parking ratios	Option 2 – managed parking scenario	Difference
Retail	1,034	705	329
Office	2,552	967	1,585
Industry	-103	-79	-24
Consulting Rooms	912	684	228
Hospital	300	300	0
Residential	2,200	1,320	880
Total	6,894	3,896	2,998
Total cost (at \$31,000/bay)¹²	\$213,726,338	\$120,779,100	\$92,947,238

The total cost of providing this amount of parking in current 2011 dollars excludes any cost associated with land.

SKM concluded that unless parking demand is significantly curtailed, the potential development in the Town over the next 20 years will require an additional 2,998 parking bays at an extra (2011) cost of \$93 million. As the on-street parking supply may only be increased marginally as a result of improved design, the bulk of the additional parking capacity will need to be provided off-street.

Clearly, the estimated future requirement for parking bays based on the current parking ratios is unrealistic, in addition to the issues this will create in terms of future traffic on the network. In a managed parking scenario, the estimates are more sustainable. The future strategy for the Town must therefore contain recommendations not only to curtail the supply of parking, but also to supply and manage parking so as to significantly alter current modes of travel.

It was also found that the existing (business-as-usual) approach to parking would result in a continuation of existing high levels of traffic generation. With the indicative level of yield being considered by the Town of Cambridge, this would result in between 4,000 and 12,000 additional vehicles per day travelling to and through the different precincts – an increase in traffic flow of between 14% and 28%, depending on the precinct.

This level of increase in traffic cannot be achieved on the existing local road network within the precincts, along Cambridge Street and Railway Parade. Furthermore, traffic increases of this level would have a significant negative impact on regional traffic routes such as the Mitchell Freeway. This leads to the conclusion that, if parking were to continue to be managed as it is at present, then the future development potential of the four centres would need to be much less than currently envisaged.

¹² Refer Section **Error! Reference source not found.**

Growth at the scale proposed by the Town is likely to take between 30 to 40 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. In addition, denser, mixed-use developments such as those being considered in the Cambridge Street centres will increase opportunities for more walking as the primary means of transport.

This opens the way for a staged implementation of a parking policy that will assist in managing down the demand for traffic associated with future development.

It was recommended that a change to the way parking is managed (both pricing and supply) is necessary, if growth of the commercial and business centres along Cambridge Street is to be achieved at the scale currently being considered by the Town over the next 30 – 40 years.

The future parking and access strategies for the Town 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 summary from a paper entitled *The Trouble with Minimum Parking Requirements*¹³ illustrates the need for flexibility and concessions in the application of parking requirements.

Free parking is an unstated assumption behind both parking generation rates and minimum parking requirements. Transport engineers do not consider the price of parking as a variable in estimating parking generation rates. When urban planners set parking requirements they make the same mistake. Urban planners interpret parking generation rates as the demand for parking, neglecting the fact that demand has been observed only where parking is free.

The following five steps describe the dysfunctional interaction between transportation engineers and urban planners.

- 1. Transportation engineers survey parking occupancy at sites that offer ample free parking and lack public transit. The surveys summarise the peak parking occupancies observed at each land use and reports the parking generation rate.*
- 2. Urban planners use the parking generation rates to set minimum parking requirements for all land uses. Because the required parking supply is so large, the market price of parking is zero, and most new developments offer free parking.*
- 3. Transport engineers survey vehicle trips to and from sites that offer free parking. The data on vehicle trips is observed at each land use and provides the trip generation rate.*
- 4. Transport planners design the roads and highways to satisfy the trip generation rates. Therefore, the transportation system provides enough capacity to satisfy the expected demand for vehicle trips to and from land uses that provide free parking.*
- 5. Urban planners limit land use density so that new development will not generate more vehicle trips than nearby roads and highways can carry.*

In this five-step process, the unstated assumption of free parking underpins planning for both transportation and land use. Peak parking occupancy observed at sites that

¹³ Donald Shoup Professor of Urban Planning UCLA. Published in Transportation Research Part A Vol. 33 (1999), pp. 549-574

offer free parking becomes the minimum number of parking spaces that all development must provide. Ubiquitous free parking then stimulates the demand for vehicle travel. The observed travel demand becomes the guide for designing the transportation system that brings cars to the free parking. Planners limit development density to prevent traffic congestion around the sites that offer free parking. Because of this circular reasoning, free parking is the tail that wags two dogs – transportation and land use.”

Rigid adherence to parking requirements weaken commercial centres in many ways. They distort transportation choices towards cars and thus increase traffic congestion. They reduce land values and degrade urban design. They burden commercial enterprise and restrict the reuse of older buildings.

Concessions can be created in several ways. Firstly by a city providing public parking in lieu of private parking. Secondly by reducing parking demand rather than increasing parking supply. Both can reduce costs for developers, improve urban design, increase the mode share of other forms of transport and reduce congestion.

5.4 Current status

To date the balance in the Parking Fund is approximately \$987,000. This is partially due to the cash in lieu fee not being fully charged on many developments. Using a minimum construction cost of \$30,000/bay for a multi-level above ground car park, the fund will not allow the addition of more than 33 parking bays assuming that the Town does not have to purchase land for deck parking.

5.5 Provisions in Amendment 27

The Minister for Planning has granted final approval to the Town Planning Scheme Amendment 27.

The incorporation of provisions in the Scheme, as recommended by the Strategy and detailed in Amendment 27, is aimed at strengthening and expanding on the cash in lieu requirements of the Policy.

“23A CASH IN LIEU OF PARKING BAYS

(1) The Council may approve development, or a change of use, without the number of parking spaces required under this Scheme and in doing so the Council may accept cash in lieu of parking bays in accordance with rates specified from time to time under the Planning Policy relating to parking.

(2) Payments made under sub-clause (1) shall be paid into a special fund for the creation, management of or improvement to public parking facilities. The Council may use the money from the special fund for any purpose connected with the creation, management of or improvement to public parking facilities, including but not limited to:

(a) the land and construction costs of public parking stations provided by Council or within a joint venture;

(b) the cost of creating additional parking bays within road reserves;

- (c) *the capital costs of new local public transportation infrastructure, including cycling and pedestrian facilities, shuttle bus services or real-time transit information, that are situated upon land under the control of the local government;*
 - (d) *parking information systems;*
 - (e) *security lights;*
 - (f) *improved pathways to access parking areas;*
 - (g) *upgrading the design of on-street parking facilities;*
 - (h) *maintaining any Council owned parking facility or related infrastructure; and*
 - (i) *the reasonable costs to the Council of administering this provision including professional fees and borrowing costs.*
- (3) *Any parking bays provided as a result of cash-in-lieu contributions shall remain available to the public at large although the Council may charge a fee for the use of such parking to achieve the proper management of parking in the locality, the maintenance of public parking bays under its control and for the general improvement of parking and local public transport infrastructure.*
- (4) *Council may pre-fund the acquisition of land or the construction costs of public parking facilities and may use funds from the special parking cash in lieu fund to repay the costs of such pre-funding including interest on borrowings.*
- (5) *Council may require that a proportion or all of the parking bays required in any approval to commence development be provided as cash in lieu or may set a maximum proportion of parking bays for which applicants may provide cash in lieu.*
- (6) *Instead of accepting a cash in lieu payment under sub-clause (1), the Council may accept as a partial or full substitute the transfer in fee simple of a parcel of land to the equivalent value.*
- (7) *In the case of a land contribution pursuant to subclause (6) the land shall be transferred to the Council prior to the commencement of development, or the approval of a strata plan or survey strata plan for the property, whichever occurs first.”*

The monetary rate per bay, and the total number of bays which can be substituted for cash in lieu, have been determined and adopted under the Policy. In a recent review of the Parking Policy¹⁴, the rates for all commercial precincts were increased to a minimum of \$15,000 with the highest rate being \$30,000 in the Medical and Floreat Forum precincts.

Inclusion of provisions in the Scheme will reinforce and strengthen the obligation of cash in lieu of parking when applied as a condition of a planning approval. The cash in lieu clause provisions will allow approval of development, or a change of use, without the required number of bays and specify how the funds are to be collected, spent and administered.

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5.6 Benefits of cash-in-lieu

Cash-in-lieu provides many benefits¹⁵:

1. Flexibility. Developers gain a new option. If providing all the required parking bays on-site would be difficult or too expensive, developers can pay the cash-in-lieu fee instead of constructing bays.
2. Shared parking. Public parking bays built with cash-in-lieu revenue allow shared use among different sites whose peak parking demands may occur at different times (e.g. a bank and a bar), and fewer bays are needed to meet the combined peak parking demands.
3. Park once. When all businesses have individual parking bays (as is currently the case in the Southport Street area), they want only their own customers to park there. Once customers have left the premises, the owners want them out of the parking bays as soon as possible, requiring the customers to drive to another parking area in order to make a second stop in a nearby business. Shared public parking allows drivers to park once and visit multiple sites on foot, thereby reducing vehicle traffic and increasing pedestrian traffic.
4. Historic preservation. Parking requirements can discourage adaptive reuse of heritage buildings if the additional parking bays required for a new use are difficult to provide on-site. By removing the requirement for on-site parking bays, cash-in-lieu fees make it easier to restore heritage buildings.
5. Consolidation. Some cities also allow developers and property owners to pay cash-in-lieu fees to remove existing required parking bays. This option consolidates scattered parking bays, assists infill development, improves urban design, and encourages conversion of parking areas to higher-and-better uses that provide more services, yield more revenue, and employ more people. All property owners, not just developers, can use more of their land for buildings and less for parking.
6. Fewer variances. Where providing the required parking is difficult, developers often request variances to reduce the parking requirements for their sites. These variances weaken the general plan, require administration, and can create unearned economic windfalls for some developers but not others. By making fewer variances necessary, cash-in-lieu fees allow cities to create a level playing field for all developers.
7. Better urban design. Parking requirements typically result in at-grade (surface) parking for smaller buildings that cannot support the expense associated with providing their own deck parking. Because cash-in-lieu fees allow businesses to meet their parking requirements without on-site parking, they allow continuous storefronts without 'dead' gaps created by parking or parking driveways (as occurs at the Coles Centre). Public parking structures consume less land than would be required if each site provided its own on-site parking, and cities can place the structures where they interfere least with vehicle and pedestrian circulation. The cash-in-lieu policy thus contributes to a better-looking, safer and more walkable environment.

¹⁵ The High Cost of Free Parking by Donald C Shoup. American Planning Association 2005. Chapter 9 at p.232.

8. True value: Another important purpose of cash-in-lieu is that it reveals the high cost of providing parking bays especially if they will be subject to a low parking fee or are expected to be provided at no charge. Developers have the choice to pay for or provide their own parking and the flexibility to charge a fee for its use, or provide it for free. Note that developers who pay the cash-in-lieu do not subsidise the commercial centre, and the commercial centre does not subsidise developers. Instead, developers subsidise parking.

5.7 Concerns

It is recognised that there are drawbacks to cash-in-lieu. However, developers' concerns as well as potential solutions are summarised below.

1. Lack of on-site parking. Parking is a valuable asset for any development, and a lack of on-site, owner-controlled parking can reduce a development's ability to attract tenants and customers and thereby reduce the value of the investment. This may be a valid objection, but its solution is simple: developers can provide the required parking rather than pay the cash-in-lieu fee.
2. High fees. Cities may not build and operate parking facilities as cheaply as the private sector. Cities may pay extra to improve the architectural design of parking structures and these higher costs may increase the cash-in-lieu fees. Although this might happen, most cities set their cash-in-lieu fees lower than the full cost of providing a public parking space.
3. No guarantees. Cities use the cash-in-lieu fee revenue to finance public parking, but they do not guarantee when or where the bays will be provided. To address this concern, some cities build the public parking first and accept cash-in-lieu fees only for the number of public bays already provided. The cities then use the cash-in-lieu fees to retire the debt incurred to finance the bays. Other cities such as the City of Vincent, are obliged to refund the in-lieu fees if they have not built the public parking within a certain time. Cities can also allow developers to defer payment of the cash-in-lieu fees until the public parking bays are built.
4. Fewer parking bays. Cities use cash-in-lieu fees to finance public parking bays, but they do not commit to provide one public space for every private space not provided. Often they provide fewer. Some provide two public parking bays for each three cash-in-lieu fees paid. When this happens, the cash-in-lieu programs reduce the total number of parking bays. A smaller parking supply may lead to fewer customers and put businesses at a competitive disadvantage. There are two responses to this last concern. First, the more efficient use of shared public parking enables a smaller parking supply to meet the combined peak parking demand. Instead of many individual parking areas being underused much of the time, the city has fewer but larger parking facilities used throughout the day. Second, if the city collects cash-in-lieu fees to finance public parking bays instead of granting variances to reduce parking requirements, the cash-in-lieu policy actually increases the parking supply.

5.8 Key findings

1. Rigid adherence to parking requirements weaken commercial centres in many ways. They burden commercial enterprise and restrict the reuse of older buildings.

2. Concessions can be created by the Town providing public parking in lieu of private parking.
3. The existing (business-as-usual) approach to parking supply would result in a continuation of existing high levels of traffic generation which could result in between 4,000 and 12,000 additional vehicles per day travelling to and through the different precincts.
4. This level of increase in traffic cannot be achieved on the existing local road network within the precincts, along Cambridge Street and Railway Parade.
5. If parking were to continue to be managed as it is at present, then the future development potential of the four precincts would need to be much less than currently envisaged.
6. The Town clearly requires a revenue stream to assist in funding the construction of one and eventually more deck parking facilities.
7. The cost of construction requires that the funds available from cash in lieu are significantly increased over the next 10 years.
8. The current fees for cash in lieu are reasonable and equitable in that they are less than the cost of construction and therefore provide the developer with a significant discount in the commercial precincts and a reasonable discount in the Medical and Floreat Forum precincts.
9. Cash in lieu funding is also necessary to improve parking information and signage which will improve the perception of parking availability and make it easier for drivers to access the precincts.
10. Whilst the Scheme provisions and Parking Policy do not place a time limit on the expenditure of cash in lieu, the Town should plan for spending the funds over time, otherwise:
 - a. The cash in lieu provision may get out of step with the scope and cost of providing parking services and facilities noted above; and
 - b. There is a risk that a Development Assessment Panel may make an adverse finding against the imposition of cash in lieu if it believes the Town cannot demonstrate it requires and utilises the funds.
11. Planning approval applicants have an expectation that the money provided by means of cash in lieu will be spent on parking within the area and within a reasonable timeframe. Other owners in the area also have an expectation that the development will not exacerbate an existing parking problem, or simply give developers a windfall reduction in the parking requirement at the expense of existing businesses in the area.

It is recommended that the planning approval applicants are informed that the allocation of money from the cash in lieu fund may be for any purpose connected with the creation, management of or improvement to public parking facilities.

6 Use of residential streets for commuter parking

Commuter parking demand is generated by employees in the precincts, particularly hospital and medical staff, commuters who travel to other destinations especially the Perth CBD, and by contractors working on nearby developments. Residential streets are key targets as they are easy to access and the parking is free.

This topic is sensitive in any parking management plan. There are several options with different impacts on different precincts. The options and a comprehensive solution are discussed below.

6.1 Resident priority schemes

There are some residents in the Town who object to having the streets in front of their homes in constant use for parking. There have been requests from some of these residents in living near the commercial precincts to introduce resident only parking permits in their street.

One option is that all residential streets close to commercial precincts should be made 'Residential Parking only'.

While it is true that unrestricted application of resident parking permits that reserve all the on-street spaces for residents and their visitors will prevent spill-over from adjacent commercial areas, they also leave many unused on-street parking spaces, especially during the working day.

A resident permit only parking scheme in these streets is an unnecessary over-reaction to the spill-over problem¹⁶. It precludes shared parking opportunities and has a negative impact on businesses in the precinct.

It must also be communicated to residents that on-street parking is a public resource provided for a community and it should be available to all drivers. Parking exclusive to residents results in the inefficient use of a community asset.

Demands for resident parking typically result from spill-over parking. Spill-over problems refer to the undesirable use of on street parking by customers and employees of nearby businesses, or occasionally as a result of major events in an area.

It is significant to note that regulation of parking will not in itself curb anti-social behaviour, excessive noise and litter. It is also important that spill-over issues should not be used to justify excessive parking supply. The combined implementation of regulations, pricing and strict enforcement can reduce the need for additional supply.¹⁷

It is recommended that the Town identify existing and potential parking spill-over effects. Where appropriate, implement measures to protect adjacent residential areas such as on-street time restrictions and residential parking schemes.

6.2 Parking for businesses

Many businesses fear that reduced parking supply will discourage customers. Parking management strategies improve overall accessibility and user convenience. If an area is

¹⁶ The High Cost of Free Parking. Donald C Shoup. American Planning Association 2005. Chapter 17

¹⁷ Parking Management Best Practices. Todd Litman. American Planning Association 2006. Chapter 5

attractive, if short term parking is convenient, and if businesses offer good value and services, customers are usually willing to pay for parking. Businesses should also be pro-active and encourage their staff to use remote parking locations and offer parking fee discounts to customers. This can only be achieved with modern parking technology and with the commitment by the Town to more innovative parking initiatives which, in turn will require additional resources and technologies.

It must be acknowledged that local businesses require an adequate supply of short-stay parking.

Assuming there is an insufficient supply of short stay off-street parking for business, and there is insufficient on-street short stay parking on the nearby non-residential streets, spill-over into adjacent residential streets can result. As this parking is necessary from an economic perspective, time-restricted parking is then appropriate on these streets.

As new developments are constructed with reduced parking provision, pressures on on-street parking in adjacent residential areas are likely to increase.

The provision of some long stay/unrestricted parking for employees working in the general area is both reasonable and necessary. Even with good public transport, and some employees walking or cycling to work, provision may need to be made for some employees who work in the area, to bring their car to work. This parking could be 5 minutes (400m) walk or more from the place of employment, but it needs to be available.

It was not practical within this update to carry out a survey of parking demand within 400m of all public transport as this would cover virtually the entire area of the Town. The area under consideration is quite extensive and would require to be surveyed over several days depending on the number of times per day the surveys would be performed. Adding the additional area to the existing surveys will result in the comparative year to year information in the current surveys being lost in the vast data of the larger area.

It is recommended that duration of stay surveys of the larger area may be considered as a second part to the surveys of the four previously identified problem areas.

As such it is advised that surveys be carried out regularly every few years to identify the general trends as opposed to a single snapshot. This will allow for planning of parking strategies for the future based on the trend over a period of years as well as the current behaviour of drivers.

It is also necessary to examine the current time restrictions in place in some of the residential streets or centres which are more remote (>250m) from business area. In some streets, where there are significant vacancies during the day, the current time restrictions may no longer be necessary and could be eliminated or reduced to allow parking for employees.

It is recommended that current restrictions in streets more remote from the commercial centres are reviewed to assess whether they can be modified to accommodate employees of these centres.

6.3 Resident parking schemes

There are several ways to address spill-over problems, such as regulating parking with the use of time restrictions and permit schemes. The most effective means is to use pricing, such as charging non-residents to park on residential streets.

Resident parking schemes can take the form of time restrictions combined with resident parking permits, or parking meters with exemptions for residents.

Residents can purchase permits which strictly identify the vehicle and the street in which it may park and the times it may park. Alternatively, fees can be collected by the implementation of parking meters with residents having a permit/card which allows them to park.

6.4 Parking benefit districts

Another option is to offer parking on the street to non-residents between certain times if they pay a fair market price. This can be achieved by the sale of non-resident permits. In many cities where this system applies, the system is successful and resident acceptance has been high because the net income generated from the sale of non-resident permits is earmarked to fund additional public services in their street or in the immediate precinct. These 'parking benefit districts'¹⁸ are a compromise between free on-street parking that leads to overcrowding and residential permit parking that leads to under use. The parking benefit district is better for both residents and non-residents. Residents get some public services paid for by non-residents, and non-residents get to park at a fair market price rather than not at all.

Should spill-over problems persist or develop over time, the second stage is to implement resident priority schemes in appropriate locations. This can be through introducing pay and permit parking on the streets in the residential areas, or through converting the streets to parking benefit districts.

Parking benefit districts can be implemented incrementally, one street at a time. The fair market price is the price which ensures sufficient vacancies (minimum 15%) for residents who park for free, and non-residents who pay to park. It could initially be set at \$5 per day, equivalent to a two-zone public transport fare.

6.5 A compromise solution

The Town should establish a monitoring program to identify where and when spill-over problems occur. This includes parking utilisation and duration surveys, but can also include the establishment of a hotline for residents and businesses to report spill-over problems.

It should initially be confirmed that:

- there is an insufficient supply of (on-street and off-street) short stay parking to meet the commercial needs in the area, and as a result, some on-street parking for business customers has become necessary on nearby residential streets

¹⁸ Shoup page 435

- spill-over parking from nearby commercial activities has been identified as an important issue for residents on streets affected by this parking.

Action is then required that will provide an equitable solution that meets the legitimate needs and concerns of both parties. This should include measures to protect residential areas from commuter parking and any business spill-over parking in locations where problems have been identified, and measures to improve the supply of short stay parking for business needs.

In addition, the Town should ensure to the extent practicable, that there is an adequate (reasonable minimum) supply of long stay parking for employees within reasonable walking distance of their place of work. There are many commuter parking opportunities in Wembley east of Gregory Street and there are no restrictions west of Alexander Street. There are also opportunities to formalise park and ride facilities in the overflow car parks at the beach.

Another significant shared parking opportunity which will make more efficient use of many unused additional bays is in residential streets near train station/bus routes. For example on-street bays either side of Cambridge Street could be used between 8.30 am and 5 pm by many employees who work within a reasonable walking distance in the Town's precincts. It will of course be necessary to ensure strict compliance with the 5 pm cut-off time in order to provide unrestricted parking to local residents. Such shared use of existing bays is much cheaper and more flexible than constructing new bays.

Once this is in place, measures should be taken to protect residential areas from commuter parking and any business spill-over parking, in locations where problems have been identified.

Annual Business or Commercial Parking permits are sometimes used to provide businesses with exemptions from time and fee restrictions. Their availability and use is rare in the Peth metropolitan area. This is because preferential long-term on-street parking in time restricted zones, is contrary to the objective of achieving the churn of bays. Additionally, in fee paying zones, the annual permit fee based on the opportunity cost forfeited by the Town would be high and this has proven a disincentive to the take up of these permits.

Initial measures recommended to protect parking in residential areas include:

Introducing parking restrictions such as 3P parking on residential streets when pressures from all-day commuter parking start to develop

Clearly indicating with frequent signage, the approximate walking times to areas of unrestricted all day parking.

Instead of making all residential streets near to the business precincts 'Residential Parking only' a compromise solution is implemented in the form of a Resident Priority Scheme outside of normal business hours Monday – Friday.

7 Enforcement

The Town needs to adopt a proactive approach to parking management which includes the enforcement of parking restrictions to monitor and deter parking that is dangerous or inconsiderate to other motorists. The aim of enforcement is to maximise motorists' compliance with policies. 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. Enforcement does not need to be uniform across the Town, but targeted to tackle problem areas.

Businesses, shoppers, visitors and residents do not want parked vehicles to impede their movements or the movements of public transport. Parking penalties appropriate to the seriousness of the contravention should be introduced, particularly in the high demand areas identified. However, enforcement is not the only mechanism for increasing compliance. Effective communication with the public is essential so they are aware of the rules and regulations.

In most parking facilities in the Town (where parking meters are not installed) the current system of monitoring compliance is inefficient. The process whereby a parking enforcement officer must patrol an area twice in order to firstly chalk mark a tyre and then return one or two hours later to check the tyre, is an expensive use of labour resources. The efforts of the officers are often thwarted by technology such as email and SMS, which allow long-term users (e.g. employees) of short-term bays to shift their vehicles.

Increased compliance is not a reason for expanded implementation of parking meters, but it is certainly a benefit as it allows an enforcement officer to patrol once and to easily determine whether a vehicle has parked in excess of any time restrictions.

The current \$60/\$80 fine for overstaying the time or contravening other parking restrictions is a sufficient deterrent for many drivers. Surveys have not been undertaken on the level of compliance with parking restrictions. These should be undertaken to assess the effectiveness of the parking enforcement regime. The benefit of more efficient and simplified parking enforcement is the creation of additional capacity and improvement in the churn of on-street parking bays.

It is recommended that the Town increase the effective allocation of parking enforcement resources in combination with improved technologies for monitoring compliance such as in-ground sensors, licence plate recognition cameras and parking meters. Additional enforcement staff and new technologies are essential for improved compliance.

Council currently charges a fee for monitoring compliance on private property. In addition to the fee, it is worthwhile to consider introducing a reciprocal monitoring arrangement on private property agreements whereby the Town will monitor compliance for a fee, subject to private parking being allowed to be used by the public outside of business hours and subject to adequate security arrangements.

8 Consideration of priority sites for construction of public parking

Priority sites for construction of public parking have been identified in each Parking Precinct¹⁹.

¹⁹ COUNCIL MINUTES.DV.DOCX 47 22/9/2015

1. Medical Precinct
2. Southport Street Precinct
3. Cambridge High Street Precinct
4. Wembley Town Centre

8.1 Medical Precinct

It was noted that after inspection of the parking facilities within the Medical Precinct, including the Hospital that an independent deck car park on a site owned and operated by the Council would not be easy to develop, or necessarily of benefit to the community. St John of God Hospital has created its own major public parking facilities, which it manages and for which it charges fees to all users. Augmenting that parking on the Hospital site would neither be practical or likely to be welcomed by the Hospital administration unless it were managed and structured as an integrated part of all parking on the site.

Suitable sites that would not require the expensive option of purchase and amalgamation of smaller sites by the Town are rare. It was therefore questioned as to whether an independent deck parking facility within the Medical Precinct would be of benefit to the community or whether it would mainly serve drivers who wished to park in the vicinity as a means of gaining access to other non-neighbourhood related activities, possibly to the detriment of the surrounding area. Accordingly, a potential site in this Precinct was not selected.

However, the short and medium term recommendations for this Precinct require consideration of rationalisation of current on-street parking layouts to provide additional on-street parking.

8.2 Southport Street Precinct

The Southport Street Precinct is roughly bounded by Cambridge Street to the north, Loftus Street to the east, Railway Parade to the south and Abbotsford Street to the west.

The Strategy identified six sites and prioritised the site at 164 Railway Parade.

Since the 2012 report, two of the sites, including the prioritised site at 164 Railway Parade have been approved for development, with no public parking incorporated in the developments. This then prompts a review of the prioritised site for a multi-deck car park in this Precinct and the parking strategies for both the short and medium terms.

Critical to the provision of public parking is land ownership. If The Town owns the land, then it can act immediately. If it doesn't, then it needs to take a proactive approach to acquiring land it considers strategic or alternatively, to negotiate arrangements with developers or property owners for the provision of parking. However, as previously noted, this has not been successful to date.

It seems opportune to focus on the Town owned land along Cambridge Street and in Southport Street. This includes the lots 39 - 43 Southport Street and 38, 48, 56 and 62 Cambridge Street.

The lots are held to assemble land parcels and facilitate development of the Leederville Station Link node – a key strategy of the West Leederville Planning and Urban Design Study (WLPUDS), adopted by Council in 2010 and the West Leederville Activity Centre Plan and now

formalised in planning controls under Amendment 27 to TPS No. 1 and the West Leederville Precinct Policy.

In due course, this node will create a high standard mixed use transit oriented development incorporating three to ten storey mixed use buildings, plaza, underground parking and pedestrian (with potential for bus) overhead link to Leederville Train Station and beyond into City of Vincent (refer to page 74 of the West Leederville Activity Centre Plan). It is envisaged that a multi-deck underground parking facility could be incorporated into a development, however this is some years away.

Leederville Activity Centre Plan - Indicative Development Plan - Leederville Station Link

Lots 56 and 62 are owned by the Town and are currently used for public parking and parking for the Leederville Sports Club (via a lease). The land has been zoned as Special Control Area 3 and Special Use Zone under Amendment 27.

The West Leederville Activity Centre Plan visualises that this location should have:-

"A high standard mixed use development on the site of the existing Council car park to include an integrated public car park and activated ground level tenancies fronting Cambridge Street."

The Parking Strategy reinforces this position by identifying the location as a preferred site for continued public parking. There is potential to expand this area and the Town is well aware of the demand for parking at that location.

In the short term, the location is seen as the most desirable to provide further public parking at a low cost, making use of existing access and egress onto Cambridge Street and without impinging on the development potential of the lots east of the location within the Leederville Link node.

Potentially, 90 additional bays could be provided on a single level (a total of approximately 150+ on a multi-deck), although the latter is not recommended because of the proximity to residences and its impact on the street frontage of Cambridge Street. For an expanded single level car park concept to advance, the Council should consider what it envisages for the Precinct, including the adjacent community node to the west and explore opportunities to expand the car park at a single level.

A final consideration for this Precinct is the management of parking demand through time-restricted paid parking. It has been noted that many of the employees of the businesses are utilising the on street parking, which is primarily designated for the visitors/customers of the businesses within the Precinct. It is proposed to review the permissible all day parking in Harrogate Street and sections of Railway Parade near Kimberley Street and consider appropriate time restrictions.

8.3 Cambridge High Street Precinct

The Cambridge High Street Precinct is bounded by Cambridge Street to the north, Kerr Street to the east, Railway Parade to the south and Northwood Street to the west.

The Town's adopted planning framework for the Cambridge High Street Precinct is well documented and all previous studies, Scheme provisions and policy relevant to the area is based on the creation of a vibrant commercial and residential area with mixed use development

encouraged. A key piece of infrastructure in this overall plan is the provision and management of private and public parking.

The parking strategy identified four sites and prioritised 236 Railway Parade as the preferred site, at the rear of the Coles development on Cambridge Street.

Prioritised site for multi-deck car park - 236 Railway Parade

This site and parking provisions would be accessible for both vehicles and pedestrians through the existing Coles parking area and then through to Railway Parade via the existing driveway at the western edge of 236 Railway Parade. Potentially all three levels of the Coles car park could be interconnected and linked to the new site. The Coles site is well located and has the largest, most prominent, off-street public parking provisions within the Precinct. The sloping ground down from Cambridge Street facilitates the development of deck parking in the heart of the block. Undertaking a logical and coordinated expansion of the existing parking facilities in a new structure would provide the best chance of introducing many of the characteristics of best parking design, while helping to rationalise the existing parking to be less confusing and safer for drivers and pedestrians.

The Town has already envisaged to establish a north/south public pedestrian walkway between Cambridge Street and Railway Parade and contiguous to the proposed new parking structure. Hence, pedestrian access to and from the car park and along Cambridge Street and Railway Parade would be enhanced for the benefit of the whole Precinct.

8.4 Wembley Town Centre

In the Wembley Town Centre, the main parking area of the Wembley Hotel property, with frontages to Alexander and Simper Streets and with access via Cambridge Street, was identified as the preferred location for a multi-deck car park. The steeply sloping ground has major access and cost advantages in enabling direct vehicle access and egress to and from deck parking from the side streets, thereby obviating the need for on-site vehicle ramps.

The draft Wembley Activity Centre Plan proposes that a 100 bay public car park is to be provided in addition to the general parking standards for the Wembley Hotel Site.

Currently, there is an easement in place which allows public access to all parking at the Cambridge Forum, however, the number of bays provided is only in accordance with the parking standards (no additional bays provided). Management of the public car park has not been discussed with the applicants or the owners.

8.5 Key findings

1. Council owned land on Southport and Cambridge Streets should be earmarked for multi-deck parking to integrate with the Leederville Station bridge link project.
2. Cash in lieu funds under the gazetted Amendment 27 may be used for strategic land acquisition in the Southport Street Precinct.
3. The Town can secure a multi deck car park on the Wembley Hotel site.

9 Recommendations

The following Table 9-1 summarises the recommendations arising from this update and Table 9-2 includes recommendations made in the Access and Parking Strategy Part 2 - Precinct Parking Management Plans²⁰ which have not been fully implemented.

The recommendations are referenced and prioritised for commencement into Short-term within 3 years, Medium-term within 7 years and Long-term within 7+ years.

Table 9-1 Summary of recommendations in the update

Update Section	Recommendation	Commencement timeline
3	Surveys in the Wembley Town Centre, Southport and Cambridge High Street are repeated in three years. Surveys in the Medical precinct are repeated in February 2017 and the extent of this surveyed area is expanded to 400m either side of Cambridge Street.	Short term
5	Planning approval applicants are informed that the allocation of money from the cash in lieu fund may be for any purpose connected with the creation, management of or improvement to public parking facilities.	Short term
6	The Town identify existing and potential parking spill-over effects. Where appropriate, implement measures to protect adjacent residential areas such as on-street time restrictions and residential parking schemes.	Medium term
6	Duration of stay surveys of the larger area may be considered as a second part to the surveys of the four previously identified problem areas. Current restrictions in streets more remote from the commercial centres are reviewed to assess whether they can be modified to accommodate employees of these centres.	Medium term Short term
6	Initial measures recommended to protect parking in residential areas include: Introducing parking restrictions such as 3P parking on residential streets when pressures from all-day commuter parking start to develop Clearly indicating with frequent signage, the approximate walking times to areas of unrestricted all day parking. Instead of making all residential streets near to the business precincts 'Residential Parking only' a compromise solution is implemented in the form of a Resident Priority Scheme outside of normal business hours Monday – Friday.	Short term Short term Medium term
7	The Town increase the effective allocation of parking enforcement resources in combination with improved technologies for monitoring compliance such as in-ground sensors, licence plate recognition cameras and parking meters. Additional enforcement staff and new technologies are essential for improved compliance.	Medium term

²⁰ Town of Cambridge, Access and Parking Strategy Part 2 - Precinct Parking Management Plans. Luxmoore Parking Consultancy Report No. 004824, 25/10/2012.

Table 9-2 Summary of recommendations from the Parking Strategy Part 2 – Precinct Parking Management Plans

Strategy Part 2 Section	Recommendation	Commencement timeline
3	Review on street parking layouts in Medical Precinct. <i>Cash in lieu funds allocated to medical precinct are available.</i>	Short term
5.6	Formulate detailed Management Plan for Special Events	Short term
7.5.1	Review and reduce 24/7 parking restrictions in the West Leederville area - currently unwarranted and onerous for residents and their visitors.	Short term
4.2	Monitor usage at the Town Hall car park and extend the car park to the rear to provide additional parking as required.	Short term
4.3.1	166 - 168 Cambridge Street - temporary approval for car park of ~140 bays - seek active involvement by the Town to manage the car park.	Short term
4.5.1	Secure multi-deck car park on Wembley Hotel site	Short term
6.4.3	Parking in Abbotsford, Harrogate, Bermondsey and Southport Streets to become pay parking with reduced and limited time periods	Short term
7.5.1	Increase on-street parking fees from \$1.20 to \$1.50 in response to demand higher than 70% occupancy.	Short term
5.1.3	Website - provide detailed parking information including maps, fees, access, restrictions, bay numbers, directions	Short term
6.4.2	Cash in lieu funds To be allocated for strategic land acquisition in the Southport Street Precinct.	Medium term
7.5.1	Information signs - on street parking guidance signage in the medical precinct to direct drivers to parking areas and also to indicate number of bays in those parking areas. Specifically for Cambridge St, Harborne St and Salvado Road.	Medium term
4.3.1	Secure 'right' to construct multi-deck parking site - Coles	Medium term
6.4.2	Council owned land Southport and Cambridge Streets - multi-deck parking integrated with Leederville Station Link bridge project	Long term
2.2	Wayfinding technology and installation of signage – Cambridge Street east and west entries	Long term