

Analysis of Submissions

Submittee	Comment	City Response
Andrew Leyland, Iluka	<ul style="list-style-type: none"> Paper is a good strategic document. Seeks all day parking at the Joondalup station. 	<p>Noted</p> <p>This matter will be considered further during the development of detailed parking plans. It is not considered to be a strategic objective.</p>
Martin Dickie, Duncraig	<ul style="list-style-type: none"> The Strategy does not consider the provision of disabled parking. 	<p>The importance of disabled parking is acknowledged. However, the provision of such parking bays will be determined at the more detailed planning level.</p>
Daniel, Edgewater	<ul style="list-style-type: none"> Agrees with time restricted parking. Heavily disagrees with the introduction of paid parking. 	<p>Noted.</p> <p>Noted.</p>
Gary Bucknall, Joondalup	<ul style="list-style-type: none"> Disappointed that Strategy only covers a limited area. Supports time restricted and paid parking. Supports the enforcement of parking restrictions. The Strategy should cover 10-20 years, not 5 years. Initiatives such as the Parking Strategy should be announced via mail rather than using the web site. 	<p>The submission makes comments about the Joondalup Health Campus. This is being considered now in a separate study which falls outside the CBD Parking Strategy.</p> <p>Noted.</p> <p>Noted.</p> <p>The Strategy does make mention of the medium term (from 5 to 10 years) and the long term (above 10 years). However, its focus is on the shorter term when the situation applying is clearer.</p> <p>Noted.</p>
Christine Hannan, Kingsley	<ul style="list-style-type: none"> Multi level parking is supported. Enforcement of parking is compared with enforcement of animal local laws. 	<p>Noted.</p> <p>Noted.</p>



PARKING STRATEGY FOR THE JOONDALUP CBD

EXECUTIVE SUMMARY

The following Policy positions are supported in this Parking Strategy.

Parking Strategy Area:

This Strategy covers an area from Shenton Avenue in the north to the Joondalup Learning Precinct in the south and from Lakeside Shopping Centre in the west to Lakeside Drive in the east.

The Short Term Approach:

Over the next 5 years, this Strategy suggests that every effort should be made to support the public's demand for parking within the Strategy area.

The Medium Term Approach:

Over the 5-10 year period, this Strategy suggests that every effort should be made to ensure that Joondalup does not have, and is not perceived to have, a shortage of parking.

The Long Term Approach:

In the longer term, when Joondalup is firmly established as a second CBD with extensive demand, public and alternative forms of transport should be proactively pursued in preference to parking.

The City's Role in Provision:

The City should be an active player in the provision of parking. The extent of public parking should be determined on an ongoing operational basis.

Private Parking Provision:

The Strategy recommends the retention of the current parking requirements established within the City's planning framework.

The Strategy also recommends regular reviews of the amount charged for cash-in-lieu with monies collected from cash-in-lieu arrangements being spent quickly to enhance CBD parking.

Financing Parking:

The Strategy suggests that the City's parking operations (both capital and operational) should, as far as possible, be self-funding. If general rate revenue is required to be used for parking, it should only be used to fund operational expenditure on parking services.

Paid Parking:

The Strategy suggests that paid parking be introduced as soon as possible. The locations where charges for parking will be imposed and the price to be charged will need to be determined through a detailed operational analysis.

Time Restricted Parking:

The Strategy supports the use of time restrictions to manage supply and demand. The locations of time restricted bays and the associated restrictions should be determined through a detailed operational analysis.

Enforcing Restrictions:

This Strategy concludes that enforcement is vital to achieve the aim of time restrictions. Parking inspectors are suggested to enforce on-street parking restrictions while automated controls should be assessed at parking stations.

Multi-Level Parking Stations:

This Strategy recommends that planning for multi-level parking stations occur immediately to ensure a more effective use of land.

Planning and Aesthetic Requirements:

The Strategy notes that parking can have a significant impact on the aesthetics of the City centre. It also suggests that parking should support City businesses and that the public transport system should integrate effectively with parking stations.

From a parking perspective, the Strategy proposes that Joondalup be viewed as a destination rather than as a point of departure. This is vital to enable Joondalup to become Perth's second CBD.

BACKGROUND***The Joondalup City Centre Public Parking Strategy:***

The previous Joondalup City Centre Public Parking Strategy was finalised in August 2001 and adopted by Council in February 2002. This Strategy noted that "the City centre has been designed and developed with the long-term objective to accommodate a high level of public transport use, pedestrian and cyclist activity". However, the Strategy also noted that "in the immediate future, the City needs to concentrate on maximising short-term on-street parking bays to attract, encourage and support businesses".

The Strategy indicated the parking standards that apply to development on private land within the City centre area. These were:

- (a) One bay per 30m² net leasable area for general City uses;
- (b) One bay per dwelling unit for multiple and mixed use dwellings; and
- (c) One bay per three rooms and one bay per 30m² of net leasable area for commercial uses for Residential Hotels.

The Current Parking Supply:

There are currently over 1000 public parking bays under the control of the City of Joondalup in the City centre, which are divided between on-street parking bays and off-street parking stations. This will shortly increase to almost 1300 with the construction of parking bays on Lot 6 Lawley Court.

The Current Parking Demand:

To assess the pressure on its public car parks, the City conducted a Parking Occupancy Review in 2005. This Review divided the CBD into three areas and its findings were:

Joondalup CBD North:

“There were a significant number of individual parking facilities...that reach in excess of 100% occupancy.”

“At 19 different street sections, the on-street parking occupancy reached 100%. It is clear that this area as a whole has little excess parking capacity to accommodate growth in parking demand”.

Joondalup CBD South:

“The only areas of peak demand and the only areas to experience greater than 100% peak occupancy were the City of Joondalup car park adjacent to the railway station and the on-street parking on Collier Pass”.

Lakeside Joondalup:

“Parking occupancy on the western side of the railway station reached 93.6% while the car park located to the east achieved an occupancy of 89.3%.”

Demand was reassessed in 2006 with similar results obtained.

Evaluation of the Current Parking Situation:

The 2005 Review concluded that “the available car parking in the Joondalup CBD north area is reaching capacity...consideration needs to be given to future land use in this area and the need for visitor, commuter and all day staff parking requirements. It appears that much of the parking issue in this area is to do with longer term parking and this is most probably staff or commuter parking”.

The Review report goes on to state that “there appears to be adequate car parking capacity in the Joondalup CBD south area for the time being” while, with regard to Lakeside Joondalup, “there is a need to address both the required parking for customers, the connectivity between the parking areas for better utilisation...and the provision of all day staff parking”.

The Review report concludes that “with the increased parking demand, consideration will need to be given to the provision of additional timed parking and perhaps paid parking”.

Evaluation of the results of the 2006 demand assessment has led to the conclusion that some of the immediate parking demand pressures can be relieved by a different regime of parking management. This would involve amendments to the number of bays designed for short, medium and long-term use to better reflect the demand for short, medium and long-term parking spaces. Through such parking management, it is envisaged that the current parking supply will better meet demand pressures.

However, further development within the CBD on what is currently vacant land, major enhancements to the Joondalup Health Campus and increased use of the railway station, to name but three, will continue to put pressure on supply and these changes underpin this Strategy.

THE NEW STRATEGIC DIRECTION

The New Strategy's Timeline:

This Parking Strategy is designed to guide Council decisions in relation to parking in the short (up to five years) and medium (from five to 10 years) periods. It also provides an indication of long term aspirations (for the period more than 10 years away) although direction setting is made much more difficult here due to the length of time involved and the myriad of assumptions which must be made. Importantly, this Parking Strategy is not a mechanism to define the desired form of the CBD. This is the responsibility of planning schemes and policies.

The Parking Strategy Area:

This Strategy covers an area which runs from Shenton Avenue in the north to the Joondalup Learning Precinct in the south and from Lakeside Shopping Centre in the west to Lakeside Drive in the east.

The Parking Strategy's Approach:

The Short Term:

In the short term, covering the next five years, this Strategy suggests that every effort should be made to support the public's demands for parking within the CBD.

This continues the position which underpins the current Parking Strategy which states that "in the short to medium term while the CBD is still in the early stages of development, it is considered that every effort must be made to encourage business and commercial activity and to ensure that the Joondalup CBD is not perceived to have a parking problem. Such a perception would be counterproductive for the development and promotion of the Joondalup CBD with respect to alternative centres. Therefore, it is important in the short term to support both business activity and public transport but with the balance clearly in favour of business activity".

Supporting public demand for parking could be achieved in a variety of ways. For instance, the City could actively seek land for car parking or develop its current parking stations to a greater capacity as demand dictates. The private provision of parking could also be encouraged through planning requirements (that is, the number of car bays per net leasable area could be increased). However, irrespective of the mechanisms to achieve this approach, the advantages are that the approach facilitates ease of access to the City centre and, as such, assists local businesses in their operation and growth by facilitating accessibility for customers.

Adopting this approach does not mean that the City would reject opportunities to promote and facilitate public transport when and where opportunities present themselves. Indeed, under the 2001 Parking Strategy, which was designed to encourage parking, the CAT bus arrangement was put into place. Further, the City recently entered into an agreement with the State Government to promote public transport under the 'Travelsmart' program. These two initiatives provide good examples of the ways in which the City can facilitate public transport while operating under a Parking Strategy which encourages parking.

The Medium Term:

In the medium term (from five to 10 years), this Strategy suggests that every effort should be made to ensure that the Joondalup CBD does not, and is not perceived to, have a shortage of parking. Such a perception would be counterproductive for the promotion of Joondalup's CBD with respect to alternative centres.

The Long Term:

In the longer term, once Joondalup is firmly established as a second CBD with extensive demand, the promotion of public and alternative forms of transport over parking should be proactively pursued. It is unlikely that Joondalup will occupy such a position within the next 10 years meaning that an approach of promoting public transport would be a long term focus. It is considered more likely that there will be a gradual growth and development of the CBD through the short and medium terms (up to 10 years). This situation will require ongoing review and monitoring over the next 10 years to determine when it is appropriate to change policy positions based on CBD maturity and the strength of demand.

Before the City's policy stance moves from one of supporting the public's demand for parking to the position of supporting public and alternative forms of transport, it is likely that a neutral stance will be required. A neutral stance would involve policy settings which neither overtly favour nor overtly disadvantage parking within the City. This could be achieved through little or no expansion in parking supply and support for both private and public transport (including both walking and cycling) in approximately equal measure. The advantage of this approach is that it could be seen to support, to some limited degree, both business development within the City and a sustainable future through alternative transportation.

An overall approach of supporting public and alternative forms of transport could include a reduction in the current parking supply, increased cycleways and traffic measures to create congestion and so discourage car usage. It could also be achieved by allowing CBD buildings to be constructed with limited private parking and spending cash-in-lieu, obtained from the under provision of parking spaces associated with private developments, on public transport. Again, irrespective of which mechanism or mechanisms are implemented to achieve this approach, the advantage is that the approach supports the original vision for the CBD as a centre with a high level of public transport usage and significant pedestrian and cyclist activity.

The City's Role in Provision:

This Strategy supports the City's active involvement in the provision of parking for two reasons. First, if private developers were to supply much of the car parking needed to increase supply through requirements within the planning system, new City buildings would need to include larger amounts of car parking space. This would have the impact of reducing the value of sites (parking bays bring a lower return than office space or dwellings), consequently reduce the viability of development and may impact on the aesthetics of sites (as more space is given over to parking). Consequently, private sector provision of a significant amount of the parking required to increase supply is likely to constrain the growth and maturation of the CBD.

Second, there are financial advantages for the City to be involved in parking provision where parking fees are charged (a matter which is considered in detail later).

Currently, approximately 50% of CBD parking is provided by the City while the remaining 50% is provided privately. This reflects a key principle of the 2001 Parking Strategy which was that up to 50% of parking in the Joondalup CBD Strategy area should be provided as public parking under the City's control.

There are several factors which influence the extent of public parking provision. These include the parking requirements imposed on private developments through the City's Planning Scheme, the degree to which the Council is willing to accept cash-in-lieu for private parking when approving developments and the desire of the City to operate public parking stations.

This Strategy does not set a maximum amount of parking to be provided publicly. Instead, under this Strategy, the amount of public parking will be determined on an ongoing operational basis which could include the provision of a significant number of bays to address the demands associated with new developments.

Private Parking Provision and Cash-In-Lieu:

The amount of car parking provided privately will depend mainly on two key factors; the requirements specified for parking provision in the City's planning scheme and the City's willingness to accept cash-in-lieu of parking together with the amount of cash-in-lieu to be provided for each bay foregone.

The current parking requirements for private developments were outlined earlier in this Strategy and it is considered appropriate to retain these. These have worked acceptably over the past five years while the City has been encouraging parking through its Parking Strategy. As this Strategy continues with the policy setting of encouraging parking, the planning scheme requirements for parking retain their currency.

The City's willingness to accept cash-in-lieu of parking from private developers and the willingness of private developers to pay cash-in-lieu (which will be influenced by the amount being charged) is the other major determinant of private parking supply. The City has accepted cash-in-lieu arrangements for many years and recently introduced a policy to increase the amount of cash-in-lieu charged from \$8,100 to \$25,440 per bay within the Joondalup City Centre. This was the first increase in cash-in-lieu rates for several years (the previous policy was adopted by Council in June 1999).

This Strategy encourages a review of the amount charged for cash-in-lieu each year at budget time. Further, the amount being charged should be regularly increased to reflect increasing purchase and construction costs. Third, monies received as cash-in-lieu contributions from CBD developers should be used for CBD parking, and fourth, this money should be spent fairly quickly, where possible, so that inflation does not deflate its value.

Financing Parking:

This Parking Strategy supports the view that the City's parking operations (both capital and operational) should be, as far as is possible, self-funding. However, if general rate revenue is required to be used for parking, it should only be used to fund operational expenditure on parking services.

The construction of a new parking facility should only occur following the development of a business case which is assessed on its merits. This assessment should consider the proposed facility as part of the total parking network. That is, the business case for some facilities may demonstrate that they are marginal if judged in isolation. However, the business case should also reflect on their ability to add to and support the effectiveness of the parking network as a whole. Funding an increase in parking supply could be achieved in a variety of ways, including the use of reserve monies, borrowings or the lease of land.

This Strategy accepts that there are limited risks in investing in car parking, particularly when parking is constructed at-grade. This is because the parking area provides the City with a land asset which can be given over to other uses if required which may generate considerable returns for the City. Construction of multi-level parking is more costly and, moreover, the additional parking bays created are not associated with an increased land asset. As a result, there is greater risk with multi-level parking and this is particularly the case if there is uncertainty with demand. However, increasing parking supply, particularly at-grade supply, is not considered a high risk initiative which needs special mitigation measures within the Parking Strategy.

Paid Parking:

With the high demand for parking in certain CBD locations, the introduction of paid parking is also considered appropriate to regulate demand and raise revenue for additional parking and transportation infrastructure. This Strategy suggests that paid parking be introduced as soon as possible. The locations where charging will apply and the price to be charged will be determined through a detailed operational analysis outside of this overarching Strategy. This analysis will need to consider the level of fees charged by other parking providers within the CBD such as Edith Cowan University.

Time Restricted Parking:

There are a variety of demands for parking, each of which has different implications for supply. Commuters are seeking all day parking, as are employees working within the CBD. Shoppers and people transacting business in the CBD will be seeking parking for varying lengths of time but generally for no more than half a day. Service vehicles have specialised demands for parking as do people with disabilities. As a result, parking demand cannot be viewed as homogenous.

The 2001 Parking Strategy addressed time restrictions on parking in the following terms. "Application and enforcement of time restrictions in some or all of the public parking stations will encourage a higher turnover of vehicles in proportion to the time restriction applied. This principle will support business activity by ensuring that parking in high demand locations is not taken up by employees or commuters. Those motorists wanting to park for longer than the time restriction will be forced to find alternative parking. Some assistance can be provided in this regard by identifying the preferred locations where long term parking is permitted."

The City has gradually increased the number of time restricted parking bays. Now, approximately 450 bays operate under this regime which represents about 30% of all bays. However, based on the demand identified in the Parking Occupancy Review and the outcomes of the 2006 demand assessment, a redesign of time restricted parking will enhance the ability of supply to meet demand. This Strategy supports the use of time restrictions to manage supply and demand with the precise locations for time restricted bays to be determined through a detailed operational analysis outside of this overarching Strategy.

Enforcing Restrictions:

For time restrictions to achieve their aim, enforcement is vital. This can occur in two ways. One way is to use parking inspectors to check the length of stay. This is a practical method for enforcing on-street parking restrictions and it is currently being implemented for both on-street and off-street parking by the City. This Strategy supports the continuation of this approach.

The second way is to have automated controls. These controls are particularly useful at parking stations where fees increase significantly if parking exceeds the desired period of stay (ie. first two hours free, then a minimum of \$5 if this is exceeded). This Strategy supports the implementation of automated controls at parking stations if a cost benefit analysis indicates a viable business case.

It is noted that the impact of the introduction of time restrictions in various parking locations could be offset by the operations of the CAT bus system. This allows people to park some distance from their ultimate destination and then use the CAT bus to reach the location.

Multi-Level Parking Stations:

The 2001 Parking Strategy clearly indicated that because of the significantly higher costs associated with providing multi-level parking, at-grade parking opportunities should be taken in preference to multi-level construction. This philosophy is losing its relevance, particularly because multi-level parking stations represent a much more effective way of using land. Further, the construction of multi-level parking stations in convenient locations enables more people to reach the destination they are seeking in an easier manner.

Consequently, planning for multi-level parking stations should occur immediately to ensure a more effective use of land.

Planning and Aesthetic Requirements:

There are many ways in which parking impacts on the aesthetics of the City centre and on positive planning outcomes. For instance, car parks have the potential to dominate streetscapes but they can also be designed discreetly. The location and design of car parks becomes very important when multi-level car parks are contemplated due to their typical size and scale. This Parking Strategy supports the provision of parking in keeping with the Urban Design objectives for the City centre. These include the provision of a commercial frontage to multi-level parking stations to reduce intrusiveness and bulk, and appropriate landscaping around parking stations.

The location of car parks and relative convenience to a range of services also assists in the efficient operation and attractiveness of the City centre. Short term car parking is ideally located in close proximity to businesses to enable customers to gain easy access. In contrast, long term parking for employees and commuters can be located in less visible positions and potentially further from the driver's destination. This is particularly the case where the public transport system and the CAT bus effectively links with the parking arrangements. As a result, this Strategy supports regular reviews of the public transport system within the Joondalup CBD to ensure that the system is supporting the parking locations which are provided.

On-street parking bays are also considered most valuable for commercial operators located on City streets. To ensure such bays are available for customers paying relatively brief visits, such bays are ideally suited for time restrictions and paid parking maintain accessibility. Such sites are also important for taxi ranks, loading bays and bays for the disabled. Off-street parking, which is less visible, is ideally suited for employees and shoppers who wish to visit a variety of places and stay for an extended period. Such sites are generally inconvenient for disabled people and are not suitable for taxis.

Finally, in terms of commuters, this Strategy suggests that the Joondalup CBD should be developed as a destination and not as a point of departure. This is vitally important for Joondalup as it moves to become the second centre within Perth. If the train station is viewed as a departure point for Perth, Joondalup's rise to the position of the second CBD will be seriously damaged.