

## **ITEM 2                    A NEW PARKING STRATEGY FOR THE JOONDALUP CENTRAL BUSINESS DISTRICT – [05787]**

**WARD:**                    All

**RESPONSIBLE**    Ian Cowie  
**DIRECTOR:**        Governance and Strategy

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### **PURPOSE**

To evaluate the 2001 Joondalup City Centre Public Parking Strategy, propose a framework for developing a new parking strategy and identify foundation principles for the new strategy.

### **EXECUTIVE SUMMARY**

The 2001 Parking Strategy is five years old. In light of this age, recent developments within the City centre and the growth of parking demand, it is considered timely to evaluate the 2001 Parking Strategy and develop a new strategy to take the City forward.

The report proposes that a new strategy be developed in consultation with the community and asks a series of questions; the answers to which will provide the foundations for the preparation of a draft strategy document.

### **BACKGROUND**

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

The current Joondalup City Centre Public Parking Strategy was finalised in August 2001 (Attachment 1) and adopted by Council in February 2002. This Strategy contains both long-term objectives and short-term actions for the operations of public parking within the City centre.

The Strategy notes that “parking is provided as a mix of private parking on-site and public parking in streets and at strategically placed parking stations”. The Strategy also notes that the City centre has been designed to “become the second largest employment and service centre in the metropolitan region after the Perth Central Business District”. As a result, “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”.

With regard to short-term actions, the Parking Strategy recognises the need to encourage development in the City centre. To achieve this, the Strategy notes that the City is “looking to support commercial and business development by maximising at grade parking and deferring the introduction of fee paid parking until there is sufficient parking demand”.

Consequently, in terms of transport policy, the Strategy notes that "it is not in the best interests of the City to discourage people from coming to Joondalup to conduct their business. Rather, in the immediate future, the City needs to concentrate on maximising short-term on-street parking bays to attract, encourage and support businesses".

Based on these considerations, the Strategy establishes a range of principles for parking. These are that the City will:

- Provide up to 50% of parking in the Joondalup CBD strategy area in the long-term as public parking under the control of the City of Joondalup.
- Ensure that the provision of public parking is efficient and cost effective to the City.
- Minimise financial risk to the City arising from the provision and management of parking in the Joondalup CBD.
- Minimise the use of debt for financing the provision of public parking facilities and always subject the use of debt financing to rigorous cost benefit analysis. To apply cost benefit analysis on all proposals involving the use of debt (loans) for financing the provision of parking facilities, to ensure debt servicing can be effectively met as an operational expense.
- Use monies received from cash in lieu of providing parking in the CBD only for the purchase of land for, or the development of, parking facilities for the Joondalup CBD.
- Fund the operational expenditure for provision of the parking service from general rate revenues and excess recurrent revenues over expenditures from the management and operation of parking activities.
- Account for full costs of parking operations, including depreciation.
- Use a mixture of time restrictions, pricing and parking supply to influence demand, recognising the need to ensure a suitable supply of parking to encourage commercial and business activity in the CBD.

The Strategy also indicates the parking standards that apply to development on private land within the City centre area. These are:

- (a) One bay per 30m<sup>2</sup> 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 30m<sup>2</sup> of net leasable area for commercial uses for Residential Hotels.

The other major element of the 2001 Strategy is the identification of 15 permanent and temporary public parking stations. Nine of these are identified for multi-level operation at some future date when demand justifies. According to the Strategy, "when developed to the full at grade stage, the stations will contain 1200 bays, whereas ultimately these stations are planned to contain a total of 4000 parking bays". The Strategy also notes that "there are currently 543 on-street parking bays in the City centre". The Strategy estimates this number could increase to 1070.

#### ***The Current Parking Supply:***

There are currently 934 parking station bays and 716 on-street parking bays in the City centre, giving a total of 1,650 bays. Their distribution is shown in Attachment 2.

#### ***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:**

"The total number of vehicles parking in the Joondalup CBD north area for more than 4 hours was 1412 vehicles, which is 20% of the total vehicles surveyed and these vehicles occupied 60% of the total supply."

"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 carpark 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 carpark located to the east achieved an occupancy of 89.3%."

***Evaluation of the Current Parking Situation:***

The Review concluded that "the available carparking 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 carparking 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".

***The Need for a New Strategy:***

The 2001 Joondalup City Centre Public Parking Strategy supports the maximisation of parking at ground level before progressing with more expensive multi-level parking stations. As the Parking Occupancy Review demonstrates, the current parking supply is, in many cases, operating at, or close to, maximum capacity. Consequently, it is important that the City's approach to parking be reconsidered.

Such reconsideration is also timely as the 2001 Parking Strategy has been operating for five years now, the new Council has recently been elected and there have been a number of new developments in the City centre (including construction of the WA Police Academy, developments at Edith Cowan University and the completion of a range of residential apartment blocks).

## DETAILS

### *Framework for the Development of a New Strategy:*

It is imperative that any new Parking Strategy be developed in consultation with the community. This accords with the City's policy on public participation. To facilitate effective public feedback and generate debate on specific parking matters, it is suggested that the Council places its initial views in the public arena for comment. These views can then be amended, as considered desirable, following the consultative phase.

Consequently, it is proposed that a new Parking Strategy be developed in the following way.

<u>Stage</u>	<u>Estimated Timeline</u>
1. Council considers this report which evaluates the 2001 Parking Strategy and suggests foundation principles for a new strategy (at a Strategy session).	October 2006
2. Council provides its views on the development of a new strategy (at a Council meeting).	October 2006
3. A draft public parking strategy is prepared.	November 2006
4. Council approves the draft strategy for release for consultation and the consultative mechanisms to be used.	February 2007 – March 2007
5. Feedback received and analysed.	April 2007
6. Council considers report on feedback and finalises direction for strategy.	May 2007
7. Final strategy document prepared and adopted by Council.	June 2007

### *Establishing Foundations for the New Strategy:*

To assist with the development of a draft Parking Strategy for release for public comment, several high level questions need to be considered. These questions are presented below with possible answers suggested:

**Q: What is the role of a new Parking Strategy?**

**A:** A new Parking Strategy should be designed to guide Council decisions in relation to parking in the short (up to five years) and medium (from five to ten years) periods. It should also provide 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, a new Parking Strategy should not be a mechanism to define the desired form of the CBD. This point is made in the 2001 Parking Strategy where it is stated: "It is evident that it is necessary to conduct a comprehensive review of the vision for the Joondalup City Centre". It is also noted that Council is currently

considering a vision for a desired CBD form through the Strategic Financial Management Committee.

The 2001 Parking Strategy is also very operational in its approach. That is, it describes, in detail, specific parking locations and provides details about their development.

It is suggested that the new Parking Strategy take a high-level, direction setting approach to accord with a strategic document. This would then be supported by an operational plan or plans which relate to actual developments at specific parking locations.

**Q: What area should the new Parking Strategy cover?**

A: The 2001 Parking Strategy covers an area which runs from Shenton Avenue in the north to Collier Pass in the south and from Lakeside Shopping Centre in the west to McLarty Avenue in the east. For consistency, it could be argued that the area covered by the new Strategy reflect the area covered by the existing Strategy.

The alternative option would be for the Strategy area to extend southwards to capture parking within the Joondalup Learning Precinct. Because of the significance of the Learning Precinct and the number of people who use the Precinct, it is suggested that the proposed Parking Strategy include the Learning Precinct (see Attachment 3).

**Q: What should be the overall approach to parking?**

A: There are three possible options in response to this question:

- Encourage parking;
- Discourage parking; or
- Take a neutral approach which neither overtly encourages nor discourages parking.

However, any response to this question is complicated by the fact that the acceptable approach for the immediate future (short term) may differ from the desired approach in the longer term.

To determine the most appropriate response to this question, it is necessary to consider how each of the options could be implemented and the outcomes each would produce.

An overall approach of encouraging 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. 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).

The advantages of this approach are that it facilitates ease of access to the City centre and, as such, assists local businesses in their operation and growth by facilitating accessibility for customers. The disadvantages are that it encourages the use of cars and does not support the public transport system.

An overall approach of discouraging parking 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 with cash-in-lieu arrangements for a lack of parking to be generally directed towards public transport.



The advantage of this approach is that it 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 disadvantage is that, if the businesses within the City are not well enough established, patronage could decrease as accessibility is made more difficult with flow on impacts to business viability.

The third or neutral option 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 the current parking supply and supporting 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 sustainability through providing support for public transportation. The disadvantage is that it makes no commitment to either position and, consequently, it could be seen as harmful to both business development and ultimate public transport and sustainability desires.

In determining which option to support, it is useful to consider the position expressed in the 2001 Parking Strategy in terms of both short and medium term objectives. This Strategy suggests that "an often promoted principle in the design of the Joondalup City Centre was that parking should be restricted and traffic congested to encourage the use of public transport. Placing a limit on parking provision to promote public transport may be appropriate in the very long term. 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".

While it is five years since the 2001 parking strategy was developed, and there have been significant developments in the CBD since that time, the sentiments expressed for the short to medium term in the 2001 Parking Strategy are viewed as retaining their relevance. Consequently, for the short term (covering the next five years), an overall approach of encouraging parking is considered the favourable option. Of course, this 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 has 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.

For the longer term, the 2001 Parking Strategy notes as follows: "The principle of restricting parking supply to encourage the use of public transport also presents some difficulty as it requires the coordination of independent public agencies with different objectives and constituents and may not be in the best interest of the City even in the long term. It is therefore considered that the development and management of public parking in the Joondalup CBD should be subject to detailed ongoing assessment of parking demand and the usage of public and private parking facilities with consideration also being given to economic activity in the CBD.

Every effort needs to be made to ensure that the Joondalup CBD does not, and is not perceived to, have a problem with provision of parking even in the long term. Such a perception would be counterproductive for the promotion of Joondalup's CBD with respect to alternative centres".

This conclusion is again viewed as having relevance for a new Parking Strategy. Once Joondalup is firmly established as a second CBD with extensive demand, an approach to discourage parking could be proactively pursued. However, these circumstances are considered unlikely to eventuate within the next 10 years meaning that an approach of discouraging parking 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 during the short and medium terms to determine when it is appropriate to adopt a position of discouraging parking based on CBD maturity and the strength of demand. However, before this option is taken, it is likely to be appropriate to move from the supportive option to a more neutral stance.

It is also noted that because of the difficulties in determining precisely what stage of the development the CBD will be in after five years (as we move into the medium term range) the Parking Strategy should focus on the short term covering the next five years.

**Q: Should the City be actively involved in parking provision?**

**A:** If the option of encouraging parking is accepted, the City should be actively involved in the provision of parking. This conclusion is drawn 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. This matter is considered in detail later but, of relevance here, it is noted that parking fees are likely to be charged for CBD parking in the near future which would bring these revenue benefits.

**Q: What amount of CBD carparking should be provided publicly?**

**A:** A key principle of the 2001 Parking Strategy is that up to 50% of parking in the Joondalup CBD Strategy area should be provided as public parking under the City's control. The new Strategy will need to determine whether the 50% public parking principle is still appropriate and worth continuing. 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.

It is debateable whether the new strategy should continue the 50% principle. It is considered more appropriate for the new strategy to develop strategic approaches to parking rather than including general principles such as this. In regard to the 50% principle, it is also noted that since 2001, most developers have provided the bulk of their parking on their own sites.

**Q: What amount of CBD car parking should be provided privately or through cash-in-lieu arrangements?**

**A:** 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 provisions together with the amount of cash-in-lieu to be provided for each bay foregone.

The current parking requirements were outlined earlier in this report. An increase in these requirements would put more onus on private developers to provide parking. This is not considered appropriate based on the current state of maturity within the CBD.

Alternatively, a decrease in the requirement would reduce the pressure on private developers to provide parking and place an onus on the City to pick up the shortfall to keep supply up.

Based on these scenarios, it is considered appropriate to retain the current planning requirements for private parking provision. These have worked acceptably over the past five years while the City has been encouraging parking through its Parking Strategy. As it is proposed that the new strategy continue 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). From the City's perspective, higher cash-in-lieu contributions make the provision of more costly multi-level parking more advantageous.

It is noted that the cost of constructing an at-grade parking bay is over \$3,000. The land value of parking bays will vary depending upon their location but could easily reach \$10,000 per bay in certain locations.

Several conclusions can be drawn from this discussion. First, cash-in-lieu arrangements reflect a legitimate way for private developers to support the provision of parking. Second, the amount charged for cash-in-lieu should be reviewed 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.

**Q: How should public parking provision be funded?**

**A:** The 2001 Parking Strategy contains a range of principles associated with the financing of parking including minimising financial risk, minimising the use of debt, using cash-in-lieu monies for parking, using general rate revenue to fund operational expenditure on parking services and accounting for the full cost of parking operations which includes depreciation. Cash-in-lieu of parking has already been considered and accounting policies for parking are well established and need no further consideration here. Consequently, consideration of the relevance of the remaining three financial principles is required.



First, minimising financial risk remains a very relevant consideration for the City. This said, 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, in conclusion, increasing parking supply, particularly at-grade supply, is not considered a high risk initiative and the new Parking Strategy should not focus on risk as a key issue.

Second, minimising the use of debt is not considered a major issue for a new Parking Strategy. The City is carrying negligible debt, interest rates remain comparatively low and the purchase of land for parking provides a significant asset for the City. Indeed, the increasing values of land following purchases are likely to outstrip the costs of borrowing. To enter debt for the construction of parking bays, particularly if these are multi-level bays could have financial consequences for the City although such consequences would be offset by a paid parking regime. This issue is considered later.

Third, the use of general rate revenue to fund operational expenditure on parking is still considered relevant. Borrowing to cover operational expenditure is viewed as undesirable and unsustainable as no asset base or revenue stream is being created to pay back the borrowed money. Additionally, seeking grants to cover operational expenditure can only be a short term solution.

**Q: Should fee paid parking be introduced?**

A: The 2001 Parking Strategy does not specifically support the introduction of fee paid parking but indicates that demand should be monitored to determine whether paid parking is warranted. Five years after the 2001 Strategy's preparation, and with extremely high demand for parking in certain CBD locations, the introduction of paid parking could be considered appropriate to regulate demand and raise revenue for additional parking and transportation infrastructure.

From a strategic perspective, a new Parking Strategy should indicate whether paid parking will be introduced and the timeline over which this will occur. It is suggested that paid parking be introduced in the year following the new Parking Strategy's adoption. The locations where charging will apply and the price to be charged should be determined following a more detailed analysis at the time.

**Q: Should further time restrictions on parking be introduced?**

A: 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 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 addresses time restrictions on parking in the following way:

"Currently there is minimal application of time restrictions to public parking in the City Centre. 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."

Based on the demand identified in the Parking Occupancy Review, a further increase in time restricted parking in certain parking locations would appear warranted. The City has gradually increased the number of time restricted parking bays. Now, approximately 500 bays operate under this regime which represents about 30% of all bays. However, for time restrictions to achieve their aim, enforcement is vital. This can occur in two ways. The first is through the use of parking inspectors checking the length of stay. This is the only practical method for on-street parking and is currently being implemented for both on-street and off-street parking by the City.

The second is to have automated controls 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). It would appear appropriate for the City to implement automated controls at parking stations if a cost benefit analysis indicates a viable business case. A similar analysis for the establishment of automated controls at parking stations should also be conducted as fee paid parking is introduced.

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 a fair distance from their ultimate destination and then use the CAT bus to reach the location.

**Q: Should multi-level parking stations be introduced?**

**A:** The 2001 Parking Strategy clearly indicates 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 has some ongoing relevance. However, 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.

It is noted that the City is just purchasing Lot 6 Lawley Court where approximately 245 at-grade parking bays can be constructed. Further, the introduction of paid parking and the designation of additional bays with time restrictions will influence parking demand and could provide an appropriate, interim step before the consideration of multi-level parking. However, it is likely that multi-level parking station locations will need to be identified and planned for in the near future.

**Q: How should the Strategy deal with planning and aesthetic requirements?**

**A:** Car parks have the potential to dominate streetscapes or to be designed discreetly. 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. The location and design of car parks becomes very important when multi-level car parks are contemplated due to their typical size and scale. The Parking Strategy needs to acknowledge these factors and to establish some key principles that will assist the strategy to run complementary to the Urban Design objectives for the City

centre. This could include the provision of a commercial frontage to a multi-level parking station to reduce its intrusiveness and bulk.

## SUMMARY

Based on the responses to the questions above, proposed foundation principles for a new draft Parking Strategy can be summarised as follows.

- Q: *What is the role of a new Parking Strategy?*  
To guide parking decisions but not set the urban form.
- Q: *What area should the new Parking Strategy cover?*  
The new Strategy should cover the same geographical area as the 2001 Strategy but also include the Joondalup Learning Precinct.
- Q: *What should be the overall approach to parking?*  
The Strategy should focus on the next five years (the short term) where there is more certainty about the state of CBD development. During this short term, the Strategy should encourage the provision of parking. However, this does not mean that the City will not assist public transportation opportunities during this period. In the medium to long term, a greater emphasis will be placed on public transport in Joondalup as the CBD grows and reaches maturity.
- Q: *Should the City be actively involved in parking provision?*  
There are clear benefits from the City being actively involved in the provision of parking.
- Q: *What amount of CBD car parking should be provided publicly?*  
No target should be set for public parking.
- Q: *What amount of CBD car parking should be provided privately or through cash-in-lieu arrangements?*  
Planning Scheme requirements for the provision of private parking should remain as they are. The City should continue to accept cash-in-lieu of parking and regularly review the amount charged for cash-in-lieu.
- Q: *How should public parking provision be funded?*  
The funding of public car parking is not a high risk venture and debt is not a major consideration where returns can be achieved. Also, for at-grade parking, an asset is purchased which will increase in value. However, operational expenditure on parking should still be funded from general rate revenue.
- Q: *Should fee paid parking be introduced?*  
The City should implement fee paid parking following the new Parking Strategy's adoption.
- Q: *Should further time restrictions on parking be introduced?*  
An increase in the number of time restricted parking bays should occur. Further, the City should look to implement automated controls at parking stations based on a cost benefit analysis which demonstrates viability.

Q: *Should multi-level parking stations be introduced?*

While it may not be appropriate to construct multi-level parking stations in the immediate future, planning for the location of such stations should commence in preparation for future development.

Q: *How should the Strategy deal with planning and aesthetic requirements?*

The strategy should acknowledge the need for convenient facilities of a style that integrates with the desired built form of the City centre. This could include the provision of parking behind a commercial frontage.

#### **Link to Strategic Plan:**

A Parking Strategy will support a range of outcomes identified within the Strategic Plan including:

- The City of Joondalup is recognised as a great place to visit;
- The City of Joondalup has an effective integrated transport system;
- The City of Joondalup is recognised for investment and business development opportunities.

#### **Legislation – Statutory Provisions:**

Not applicable.

#### **Risk Management considerations:**

There are no direct risks associated with establishing a strategy.

#### **Financial/Budget Implications:**

A degree of consultancy assistance may be needed to finalise a high quality Parking Strategy. However, at present it is difficult to estimate actual costs.

#### **Policy implications:**

A new Parking Strategy will set a framework for parking policy within the City.

#### **Regional Significance:**

Parking facilitates the CBD's attractiveness as a regional centre.

#### **Sustainability implications:**

The development of the strategy will involve consideration of sustainability principles.

#### **Consultation:**

The strategy proposes public consultation.

#### **COMMENT**

Not applicable.



**ATTACHMENTS**

Attachment 1 – 2001 Joondalup City Centre Public Parking Strategy  
Attachment 2 – Distribution of current parking supply  
Attachment 3 – Parking Strategy area

**RECOMMENDATION**

That the framework for the development of a new Strategy is **ENDORSED** and general answers to the questions posed are determined to establish foundation principles for a new Strategy.

Signature of Originating Manager

Signature of Originating Director



## **PARKING STRATEGY FOR THE JOONDALUP CBD: A PUBLIC CONSULTATION DRAFT**

### **FOREWORD**

The 2001 Joondalup City Centre Public Parking Strategy is now five years old. In light of this age, recent developments within the City centre (including construction of the WA Police Academy, developments at Edith Cowan University and the completion of a range of residential apartment blocks) and the growth of parking demand, it is considered timely to evaluate the 2001 Parking Strategy and develop a new strategy to take the City forward.

This document presents a draft of a Strategy which has been prepared for public consultation. The draft suggests that the City should encourage parking in the short term (over the next five years). It also recommends ongoing review and monitoring of the growth and development of the CBD during the medium and longer terms to determine when the CBD is mature enough to amend this policy setting. You are encouraged to read the draft Strategy and analyse its implications from your perspective.

Comments on the draft Strategy should be sent to.....

### **EXECUTIVE SUMMARY**

The following Policy positions are proposed in this draft Parking Strategy.

#### ***Parking Strategy Area:***

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

***Planning and Aesthetic Requirements:***

The draft 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 current Joondalup City Centre Public Parking Strategy was finalised in August 2001 and adopted by Council in February 2002. This Strategy notes 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 notes 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 indicates the parking standards that apply to development on private land within the City centre area. These are:

- (a) One bay per 30m<sup>2</sup> 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 30m<sup>2</sup> 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 draft 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 draft 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 Draft Parking Strategy's Approach:***

#### **The Short Term:**

In the short term, covering the next five years, this draft 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 draft 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 draft 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 draft Strategy does not set a maximum amount of parking to be provided publicly. Instead, under this draft 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 draft 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 draft 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 draft 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 draft 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 draft 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 new 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 draft 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 addresses 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 draft 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 draft 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 draft 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 indicates 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 draft 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 draft 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.