



## **ACTION PLAN**

# ***LOCAL AREA PARKING ACTION PLAN - CITY SOUTH EAST***

**Approved by:**     *Strategy & Policy Committee. 9 August 2004*

Subsequent Amendments:

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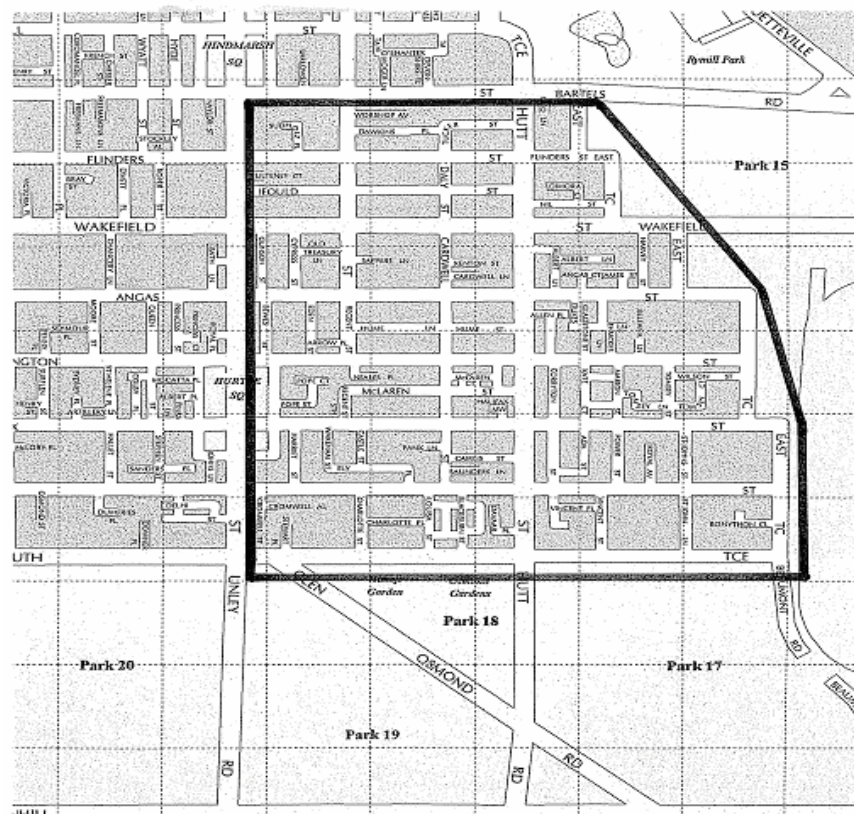
## **PURPOSE**

1. To promote a coordinated approach to managing existing parking and planning for additional parking needs of the City South East using on-street kerbside space and off-street parking facilities.
2. This Local Area Parking Action Plan (LAPAP) is prepared in response to the need for better parking access in the area and the high number of drivers overstaying time limits and not complying with parking and stopping controls. It recognises travel and access issues span all modes, but focuses primarily on the parking task.

## **LAPAP AREA**

3. The LAPAP – City South East addresses parking in the area bounded by East Terrace, Pirie Street, Pulteney Street and South Terrace and commonly known as the South East Corner of the City (see Figure 1).

**FIGURE 1: STUDY AREA**



## **POLICY CONTEXT**

4. Council's *On-Street Parking Policy, 2001* (Section 3.2.14) includes actions to develop Local Area Parking Action Plans with the following objectives:
  - Delivering the On-Street Parking Policy.
  - Forming an integrated on-street and off-street parking strategy.
  - Developing promotional materials about 'how to use' the available parking.
  
5. The Council's Strategic Management Plan 2004-2007 has targets to significantly increase resident, workforce, student and visitor populations in the City being:
  - By 2010 Adelaide will attract average daily visitor numbers of at least 150,000.
  - By 2010 Adelaide will have a City workforce of at least 111,000.
  - By 2010 Adelaide will have at least 66,000 students in institutional learning.
  - By 2010 Adelaide will have an overnight population of 34,000, including at least 26,000 permanent residents.

## **STRATEGIC ELEMENTS**

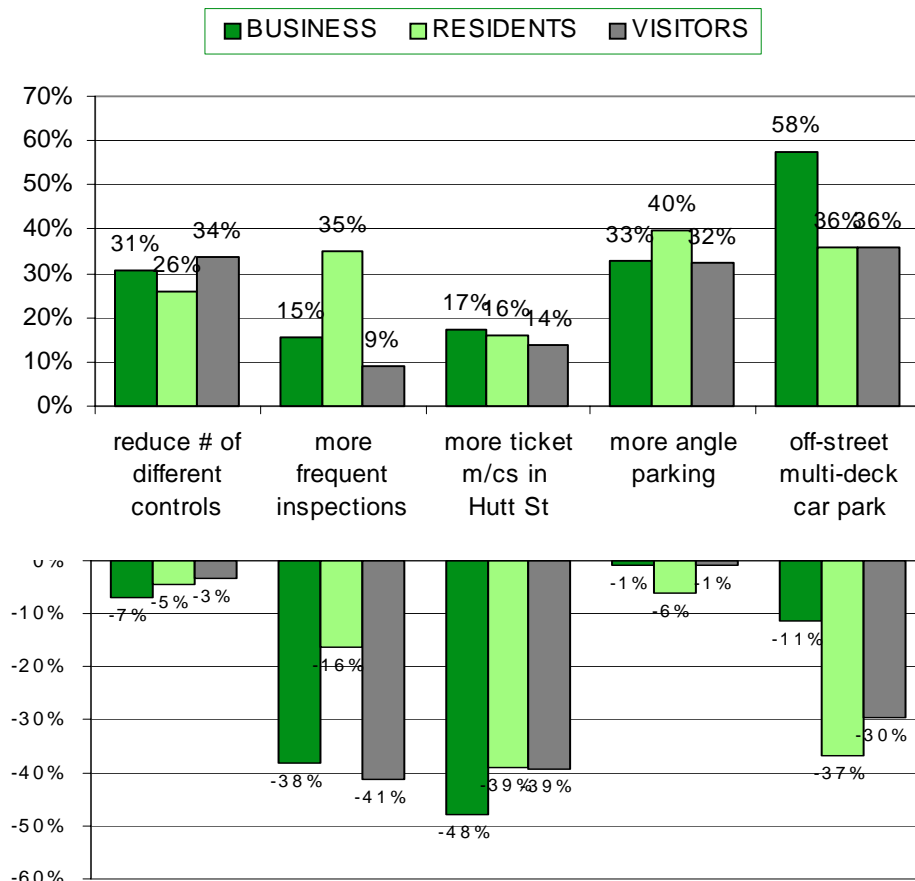
6. As a result of Council strategic actions, all populations in the City South East are expected to increase. The largest increase in parking demand will come from increased workforce and visitor populations. Much of the workforce demand for parking will be in the area north of Angas Street. Provision for this demand will need to include new off-street ancillary parking areas and public multi-deck car parks and improved on-street kerbside parking measures.
  
7. It is evident that increased transport trips generated by growth in City residents, workforce, students and visitors will need to be addressed using all transport modes (i.e. car, public transport, cycling and walking). The primary strategic direction will be to increase transport mode choice through greater provision of public transport and for cycling and walking. State Government policy and expenditure initiatives can best influence this, although Council will continue to seek to facilitate outcomes through its own actions. This document, however, focuses on one component of the overall travel task (i.e. parking).
  
8. The Draft General PAR requires all new development in the City South East area to provide off-street parking for residents and reasonable level of parking for visitors. Reduction in the requirements set out in Table (Adel)/2 of the Draft PAR are negotiable where appropriate to the proposed development and/or based on existing provision of parking in the area surrounding the proposed development.

9. The Draft General PAR allows the construction of multi-deck car parks in the Neighbourhood Centre Mainstreet Zone - Hutt Street Policy Area as a consent use subject to management of impacts. Building height limitations mean the west side of Hutt Street will best suit this purpose.
10. However, current no-fee kerbside parking in the area is driving demand for on-street parking and is likely to result in any proposed multi-deck car park in the Hutt Street precinct to have marginal viability or negative return.

**CONSULTATION**

11. A draft LAPAP – City South East was developed for community consultation from previous reports and surveys. Consultation was undertaken in June 2004 and included Information Sessions, seeking Written Submissions and a Research Survey.

**PREFERRED OPTIONS [summary]**



**OPPOSED OPTIONS [summary]**

12. The main issues discussed at the Information Sessions and matters in the Written Submissions are consistent with the Research Survey outcomes.
13. The Research Survey determined attitudes toward the draft LAPAP – City South East and outcomes reported in the “Hutt Street Precinct Survey – Parking Issues” report. The survey was conducted from 16 June until 20 June 2004 commencing 5 days after delivery of a brochure about the draft LAPAP.
14. The Research Survey concentrated on the 5 draft Strategic Actions that will cause the greatest impact upon parking access in the area. The support/objection for these is summarised in the graph below.

### **CURRENT PARKING STOCK**

15. There are currently nearly 2,000 bays available for parking and loading activities. Details of the total number of bays (by primary weekday daytime use) are shown overleaf in Table 1.

**TABLE 1: EXISTING PARKING BAYS IN THE CITY SOUTH EAST**

<b>Parking type</b>	<b>Classification</b>	<b>No. of Bays</b>	<b>Percentage</b>
Parking – long stay	Unrestricted	291	15%
Parking - medium stay	4 hour 3 hour	6 82	4%
Parking – short stay	2 hour 1 hour 30 minute 15 minute 10 minute	814 506 47 72 2	72%
Special Parking Areas – Permit	Private Parking Area Residential Visitor Disabled TPI	60 15 6 4 10	5%
Parking – other than cars	Motor cycle	2	-
Loading	Standard Mail	72 3	4%
<b>TOTAL</b>		<b>1,992</b>	<b>100%</b>

16. Most parking bays in the area (72%) are short stay parking used by visitors, with the largest number being 2-hour (814) and 1-hour (516) time limit parking.
17. The next largest number of bays is unrestricted parking (291), mainly used by workforce commuters for long-stay parking. Nearly all the permit parking is on private property (60) with some areas managed by agreement with Council.
18. Much of the parking varies in an 'ad hoc' manner as a result of a long-term practice to change parking in response for localised changes to parking to suit individual business needs. This has resulted in a large number of short lengths of different types of parking (i.e. less than 4 bays) designed to benefit an individual business, rather than supporting all nearby businesses. The multiplicity of signs confuses drivers about the parking arrangements and often leads to the issue of parking infringements.

### **PARKING BAY OCCUPANCY**

19. In 1996, parking bay occupancy was 73% between 9am and 5pm (5% above the citywide average) peaking at 85% between noon and 1pm. Areas near Hutt Street remained around 80% for most of the day and stayed above 70% on Friday evening.
20. In 1999, the Hutt Street Parking Study (undertaken by Australasian Traffic Surveys) found parking bay occupancy had risen to 90% or more in Hutt Street with around 27% of the drivers overstaying time limits (parking non-compliance).
21. The average parking bay occupancy level in Hutt Street is well above those in many other parts of the City (i.e. around 68%).
22. Parking conditions worsened between the 1997 and 1999 surveys, most likely due to an increase in the number of visitors. At the same time, there has been very little change in the total number of parking bays in the area. Improved parking inspection measures (greater frequency of inspection and rotation of staff) were introduced in the Hutt Street Precinct; but their effect has been limited due to no increase in the number of parking bays and no rationalisation of different types of parking controls.
23. Although there were no formal surveys undertaken to determine parking bay occupancy rate during evenings and weekends, drive-through surveys by Council staff indicate that parking demand remains high throughout most of the area during these times. Complaints from people who visit the area in evenings and weekends are evidence of this. The shortage of parking can be attributed to the lack of off-street residential parking (or people not using it) and major visitor generators (such as the General Havelock, St Johns Church and the several large clubs).

## **EFFECTS OF HIGH PARKING BAY OCCUPANCY**

24. In addition to the high level of non-compliance with parking and stopping controls, these levels of parking bay occupancy are associated with excessive driving around looking for a park, queuing in traffic lanes, double ranking and minor accidents and high levels of driver frustration and dissatisfaction detracting from the area as a destination.

## **THE IMPACT OF NON-COMPLIANCE**

25. When drivers do not comply with parking and stopping controls, there can be significant impact upon the parking available in the area. For example, in a sample of seven, 1-hour parking bays that have an occupancy rate of 95%, four vehicles were parked all day (most likely by people working in the area) effectively reducing short stay parking to three bays. Using the turnover rate in the three remaining bays, this suggests the seven bays could have been used by at least 66 vehicles each the day. Instead, the non-complying vehicles reduced this to only 36 vehicles, or nearly half the number of visitors.

## **WHAT TYPE OF PARKING IS NEEDED?**

26. The 1999 parking survey found that the majority of parkers in Hutt Street stayed for less than 30 minutes, even in the 1-hour and some 2-hour time limit areas. This provides evidence that standardising parking zones in Hutt Street to 1-hour time limit with a small amount of 30-minute parking, would best serve parking need in the highest activity section of Hutt Street (between Carrington and Halifax Streets).
27. Provision of medium-stay parking is very low with only 88 (4%) of the bays allocated to this parking function, making it difficult for a diner to find a suitable park in the area during a weekday. This could be affecting restaurant and café activity. The 2004 Research Survey found that up to 30% of the respondents would like to park up to 2-hours when visiting Hutt Street. The time limits would best be located north and south of the high activity area (see above).
28. The demand for long-stay parking for commuting workforce is not capable of being met by on-street parking bays. There are only 291 (15%) parking bays allocated to this parking function. This points toward heavy reliance by the workforce upon off-street ancillary parking, or not complying with time limits as access using public transport to the area is limited.

29. There is ample residential parking provision for a City area of this size and character with residents having access to the Resident Parking Scheme giving parking exemptions in medium and long-stay time limit parking. However, more of the permit zones should be located in the smaller side streets (local streets).

### **HOW MUCH PARKING IS NEEDED?**

30. To reduce the parking bay occupancy to levels similar to elsewhere in the City and accommodate future growth in workforce and visitor numbers in the area, there will be up to 680 more publicly available parking bays needed by 2010 raising the amount of parking by 34% to 2,680 bays. Table 2 and the notes below explain how this is calculated.

**TABLE 2: ESTIMATED PARKING DEMAND**

<b>Growth in population type</b>	<b>Population growth 2010</b>	<b>Parking need for each population type</b>	<b>Total public car park bays</b>
		Existing on-street parking bays	2,000
Existing population [See Note 1 overleaf]		Extra bays needed to reduce occupancy levels to those experienced elsewhere in the City	200
Resident population [See Note 2 overleaf]	700	All residents park off-street in ancillary parking	0
Workforce population [See Note 3 overleaf]	1,290	Ancillary parking 39%, remainder in publicly available bays	333
Visitor population [See Note 4 overleaf]	2,500	Ancillary parking 25%, remainder in publicly available bays with high turnover – 6.2 times per day	150
<b>Total pop'n increase</b>	<b>4,490</b>	<b>Total publicly available parking needed 2010</b>	<b>2,683</b>

Note 1: The overall current level of parking bay occupancy in the precinct is about 75%. To lower this to levels more consistent throughout the City (68%), there needs to be another 200 parking bays.

Note 2: This figure is derived from resident trend forecasting and segmentation studies undertaken for the Adelaide City Council.

Note 3: This figure is derived from workforce trend forecasting and segmentation studies undertaken for the Adelaide City Council, and ABS Census travel mode data (the percentage splits of bus, train, tram, private car, cycling and walking).

Note 4: This figure is derived from broad estimate of visitors made on an area basis and the Metropolitan Household Travel Survey. Reasonable error in the visitor estimate is not critical to the parking estimate for visitors in this area because around 6 visitors park in each bay each day.

31. In conclusion, there needs to be another 200 parking bays or “effective” parking bays in the area immediately. By 2010, the increase in the resident, workforce and visitor populations in the City South East will be about 4,500 people. Taking into account existing travel and ancillary parking provisions applying to new development, these people will generate demand for about 350 more long-stay parking bays for commuters (workforce) and about 150 short and medium-stay bays for visitor parking.
32. In total, there will need to be a further 700 publicly available parking bays in the area by 2010 raising the amount of parking by 42% to 2,700 bays.
33. This is a relatively coarse estimate to provide a guide for this LAPAP and it assumes that people will continue to travel to the City using existing transport mode split. The State Government is seeking to reduce reliance upon private car trips, particularly for commuting to work and the Council also has programs in place to support this goal. If the transport strategies are successful, they could reduce the number of additional parking bays needed in this area significantly (as each commuter vehicle uses one parking bay all day).
34. At this stage (mid 2004), there is no evidence of major expenditure increases in public transport, cycling or walking to implement State transport strategies. Therefore, the Council is assuming no significant change can be expected in the transport mode split by 2010 and is planning for the additional 700 parking bays in the area.

### **WHAT CAN BE DONE?**

35. Previous studies and reports updated with current knowledge provide the platform for direct action. The Strategic Actions address the two key conditions affecting driver ability to park in the area, namely the limited amount of parking space and the ability of the Council to regulate time limits.
36. If all of the Strategic Actions can be successfully implemented, they would create around 900 publicly available parking bays (about 700 on-street and 200 off-street). This exceeds the anticipated demand increase of 700 more parking bays. The effectiveness of each Strategic Action should be monitored before implementing the next.

37. These Strategic Actions vary greatly in effective and cost. The total investment by 2010 in on-street parking activities is around \$3M with a multi-deck Car park (should it prove viable) costing a further \$6-8M. Each Strategic Action that cannot be delivered through operational funds, will be brought forward for budget consideration when it is planned for delivery.

<b><u>Ref/ Responsibility</u></b>	<b><u>Strategic Action</u></b>	<b><u>Purpose</u></b>	<b><u>Comment</u></b>
<b>SA(1) U-Park</b>	<b>Construct a multi-deck car park in Hutt Street or immediately adjacent land (subject to feasibility).</b>	<b>Provide more medium and long stay parking, and reserved parking for traders.</b>	<p>Policies to assess multi-deck car parks in the area have been included in the General PAR.</p> <p>Suitable parcels of land will be difficult to purchase &amp; a lease/joint development agreement could be an alternative.</p> <p>May need to offer free parking at night &amp; weekends.</p> <p>Not likely to be viable until fees apply for kerbside parking.</p> <p>This is a long-term action.</p>
<b>SA(2) U-Park</b>	<b>Review of the structural adequacy of the Flinders Street car park for addition of 2 more floors for 200 bays &amp; local demand/supply.</b>	<b>Provide medium and long stay parking, and reserved parking for expected growth of businesses and workforce in the north-west part of the area.</b>	<p>Review of the structural adequacy of the Flinders Street car park for addition of 2 more floors for 200 bays &amp; local demand/supply.</p> <p>This is a long-term action.</p>
<b>SA(3) U-Park</b>	<b>Meet with St Andrews Hospital to discuss the possibility of building a multi-deck car park on the hospital grounds including parking for the wider precinct area.</b>	<b>Reduce the demand for parking on-street by visitors to the hospital and seek any opportunity for lease arrangements for additional levels for all day parking for the general public.</b>	<p>The hospital proposed a multi-deck car park several years ago, but did not proceed due to resident opposition. If constructed, this car park would relieve on-street parking pressure in the surrounding area.</p> <p>This is a long-term action.</p>

<b><u>Ref/ Responsibility</u></b>	<b><u>Strategic Action</u></b>	<b><u>Purpose</u></b>	<b><u>Comment</u></b>
<b>SA(4)</b>  <i>Customer Service</i>	<b>Reduce the number of different types of parking controls to improve regulation effectiveness.</b>	<b>Improve legibility of parking controls for drivers, assist with the effectiveness of the inspection process and improve ability to develop 'where to park' promotional materials.</b>	Rationalise on-street parking zones & reduce fragmentation so that longer sections of the one type of parking result (eg. a whole city block of 1-hour parking, rather than several small lengths of different parking types). Refer On-Street Parking Policy (Section 3.2.16).
<b>SA(5)</b>  <i>Customer Service</i>	<b>Meet accessible parking requirements of the On-Street Parking Policy Section 3.2.9</b>	<b>Improve access for all persons, particularly people with reduced mobility or using wheeled accessories (eg prams, trolleys).</b>	These bays are available to all users making loading/unloading easier and include access ramps where driveways cannot be used.
<b>SA(6)</b>  <i>Customer Service</i>	<b>Remove bays set aside for special groups and replace with parking able to be used by all drivers.</b>	<b>Improve access for all using the area.</b>	Review all Authorised Permit Parking zones (Note: This does not include Resident & Visitor Parking Schemes). Refer On-Street Parking Policy (Section 3.2.9 & Action 34).
<b>SA(7)</b>  <i>Asset Management</i>	<b>Install angle parking where road space, traffic demand and urban design context allows.</b>	<b>Increase the number of medium and long stay parking bays.</b>	South Tce (Hutt-East) modify existing kerb protuberances.  South Tce (Hutt-Pulteney) is closest to Hutt Street & provides parking for areas west of Hutt Street. It is expected to be parked to capacity. Refer On-Street Parking Policy (Actions 72 &74).
<b>SA(8)</b>  <i>Customer Service</i>	<b>Review parking and install ticket machines in Hutt Street beginning near the activity centre of Hutt Street.</b>	<b>Improve driver self-regulation and assist the inspectorial task, encouraging bay turnover.</b>	Ticket parking (user pays) is used widely in the City where parking demand is high as the display of a ticket and the cost of parking jointly encourage drivers to move on when their business is finished. Refer On-Street Parking Policy (Section 3.2.8).
<b>SA(9)</b>  <i>Customer Service</i>	<b>Review parking in Hutt Road prior to installing ticket machines and install more ticket machines in Wakefield Road.</b>	<b>Improve driver self-regulation and assist the inspectorial task encouraging bay turnover.</b>	These bays are on bus routes & used by non-local parkers. Cost 'equalisation' could act as a non-local parker deterrent and free up bays for people working in the area and long-stay parking (> 6 hours). Refer On-Street Parking Policy (Section 3.2.8 & Action 25).

<b><u>Ref/ Responsibility</u></b>	<b><u>Strategic Action</u></b>	<b><u>Purpose</u></b>	<b><u>Comment</u></b>
<b>SA(10)  Regulatory Services</b>	<b>Increase the frequency of parking inspection in Hutt Street and in the rest of the area.</b>	<b>Improve bay turnover and driver compliance with parking controls.</b>	Non-compliance to time limits is estimated to reduce access for 2,900 vehicles, equivalent to 350 parking bays. Optimal inspection frequency to be determined from predominant parking control. Refer On-Street Parking Policy (Section 3.2.15).
<b>SA(11)  City Development</b>	<b>Seeking parking infringement expiation fee increases by the State Government to achieve parity with other states.</b>	<b>To reduce parking non-compliance using cost as a deterrent.</b>	Current expiation fees are not a sufficient deterrent to drivers. This action would also bring expiation fees in line with those charged interstate.
<b>SA(12)  Marketing</b>	<b>Develop promotional materials and distribute.</b>	<b>Inform people where they can find the type of parking suitable for their visit purpose.</b>	Develop print materials including a map of parking in the area explaining where to find which type of park in consultation with local traders.
<b>SA(13)  Regulatory Services</b>	<b>Publicise and promote the availability of ACC inspectorial services for private parking areas (by agreement).</b>	<b>Improve access to parking for intended persons to ancillary parking.</b>	Refer On-Street Parking Policy (Section 3.2.17 & Action 78).
<b>SA(14)  City Development</b>	<b>Make better use of existing off-street parking areas by assisting owners and traders to promote them to clients and customers.</b>	<b>Improve utilisation of these parking areas thereby increasing the availability of on-street parking bays.</b>	Work with property owners via LADP Group to improve signage and security of private parking areas. Develop materials to assist them to promote these areas with their customers.
<b>SA(15)  Customer Service</b>	<b>Increase the availability of motor-bike/scooter parking to at least 1 per 100 bays.</b>	<b>1% of all visitors use these forms of transport.</b>	Currently there are 2 bays. These vehicles have minimal environmental impact, occupy little road and parking space and are becoming more popular with City living.
<b>SA (16)  Asset Management</b>	<b>Provide more secure bicycle parking facilities and rails throughout the area.</b>	<b>Improve security of bicycles.</b>	Explore opportunities for installing user pays bicycle lockers. Work in conjunction with local bicycle outlets.
<b>SA(17)  City Development</b>	<b>Plan for better connection to the City bike network infrastructure.</b>	<b>Safer cycling access to the Retail Core and the Institutional District.</b>	Already recognised in transport strategy.

<b><u>Ref/ Responsibility</u></b>	<b><u>Strategic Action</u></b>	<b><u>Purpose</u></b>	<b><u>Comment</u></b>
<b>SA(18) City Development</b>	<b>Investigate improved access to public transport services including City Free services with the Office of Public Transport.</b>	<b>Provide better access to the area from the central public transport area of the City.</b>	Public transport services centre around the Retail Core. Access to City South East is regarded as difficult by residents & workforce.
<b>SA(19) City Development</b>	<b>Include improved and safer pedestrian routes in new transport strategy.</b>	<b>Provide better access to the area by foot increasing transport choice.</b>	Incorporated in the Development Plan General PAR and to be included in transport strategy.

## **REFERENCES:**

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