

**Parking**

**Management Strategy**

**Action Plan**





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# 1 Executive Summary

## 1.1 Introduction

The 2011 Census data provides a stark reminder why the City of Yarra (Yarra) needs to update, maintain and manage an effective Parking Management Strategy, as part of a plan to manage the City's scarce parking resource.

The data showed that there were 80,688 people living in the City as compared to 68,947 in 2001. It also showed that 67,620 people reported that they worked in the City of Yarra and of these, 9448 were Yarra residents and 58,172 were people living outside of Yarra.

The number of dwellings that had no vehicle decreased from 28% in 1991 to 20% in 2011, while the number of passenger vehicles registered to Yarra residents increased by some 16,000 vehicles for the same period.

This substantial growth is likely to reflect the increase in parking of residences (including apartments) as well as the growth in businesses.

Yarra also has many visitors to the City during the day and the early evening due primarily to employment and later in the evenings due to the food and beverage/ entertainment industry.

It is therefore not surprising that the annual Community Satisfaction Survey indicates that parking is the number one issue for our community. Yarra will need to show leadership to make an impact on the issue and this will mean that Council will have to make some hard decisions and consider innovative approaches to managing parking.

## 1.2 Parking Management Strategy

The purpose of this document is to provide a policy framework to guide officers in the management of the parking resource. Some of the policies endorsed by the previous Council (2008-2012) are still considered appropriate in the current environment and

have been included in the Policy Framework section of this report.

These include the:

- Parking vision, goals and principles;
- Sustainable transport statement;
- Disability Access Parking Policy;
- User pays/paid parking policy; and
- The Parking Permit December 2003 ruling.

The Parking Action Plan section of this report has been developed to address the issues raised by Councillors and actions have been prioritised to achieve some "quick wins" first with other actions scheduled over the following two years of the Plan.

It is envisaged that, as actions are completed and a revised policy is endorsed, it will be incorporated into the Policy Framework and this document will be uploaded onto Council's website to provide clarity to the community on how parking is managed at Yarra.

## 2 Background

### 2.1 Introduction

Yarra is confronted by significant demand for on-street parking and, in response to this problem, the previous Council (2008 – 2012) developed a *Parking Management Strategy* which aimed to reduce the number of cars parking in Yarra, promote public transport as an alternate, and ensure that visitors contribute to the cost of providing Yarra's parking infrastructure.

### 2.2 Current Parking Policy Framework

The *Parking Management Strategy* saw the development of a statement of *Parking Vision, Goals and Principles*, and a *Parking Action Plan*, which consisted of a series of tasks designed to improve the management of parking in the City of Yarra.

### 2.3 Parking Action Plan

The tasks arising from the 2019 public forum will be addressed as part of Council's Annual Plan.

## 3 Policy Framework

### 3.1 The Vision

Yarra's parking **Vision** states:

*Parking is managed by the City of Yarra to promote sustainable transport solutions and to optimise residents' access to homes – Council will also seek to accommodate the parking needs of visitors, businesses and community facilities in a manner that is open and clear.*

### 3.2 Goals

The overall **goals** of the City of Yarra Parking Strategy are to:

1. *Reduce the number of cars needing to park in residential streets;*
2. *Enable a reduction in the road pavement space used for parking where a community benefit can be achieved particularly where pedestrians, cyclists, public transport and persons waiting for public transport will benefit; and*
3. *Plan and manage transport and urban development to minimise the need for people to have to drive cars so that the demand for parking is contained and managed effectively.*

### 3.3 Principles

The following 16 **principles** are key drivers for the practical management of parking systems in the City of Yarra:

- 1 *There are only four ways to legally park in Yarra:*
  - 1.1 *permit parking;*
  - 1.2 *time restricted parking;*
  - 1.3 *paid parking;*
  - 1.4 *off-street parking;*
- 2 *Encourage residents and all other property occupiers who have access to off-street parking to maximise its use, and give priority to households with no or limited access to off-street parking when allocating available on-street parking in residential streets;*
- 3 *Ensure that parking solutions accommodate people with disabilities so that they can participate in day-to-day activities across the city;*
- 4 *Ensure a safe and accessible street environment for pedestrians and cyclists;*
- 5 *Support the non-residential sector by facilitating access to car parking without negative impacts on residents;*
- 6 *Ensure sufficient turnover of car parking spaces in business areas;*
- 7 *Ensure that new developments are self-sufficient in meeting their parking needs - with the exception of encouraging reduced parking or no car parking developments for sites very close to public transport stops;*
- 8 *Ensure the adequate provision of bicycle and motorcycle parking;*
- 9 *Encourage walking, cycling and public transport usage for mobility and movement across the city;*
- 10 *Require visitors to the City of Yarra to contribute to the cost of providing and maintaining the parking infrastructure they use by paying for parking;*
- 11 *Ensure restrictions, signage and road marking associated with parking is clear and unambiguous;*
- 12 *Ensure consultation on proposed parking changes;*
- 13 *Manage parking systems so that enforcement is effective and creates the required turnover of car spaces where restrictions apply;*
- 14 *Support and encourage households to use 'share car schemes';*
- 15 *No new off-street car parks will be built unless there is a justifiable business case for the Council and it is consistent with Council Plan and adopted strategies; and*
- 16 *For community benefit purposes Council will (where necessary) consider incorporating off-street car parking when developing community resources and facilities.*

### 3.4 Disability Access Parking Policy

#### 3.4.1 Purpose

The purpose of this Policy is to:

1. Record Council's commitment to the provision and improvement of accessible parking for people with disabilities who live, work or visit the City of Yarra;
2. Determine the provision of designated accessible parking throughout the City in:
  - a. Retail Activity Centres;
  - b. Residential Areas; and
  - c. Council owned facilities;
3. Set out minimum objectives and standards for the provision of parking for people with disabilities.

#### 3.4.2 Background

The City of Yarra is committed to the principles of equity of access and compliance with the requirements of the Disability Discrimination Act 1992 (DDA) in the provision of designated accessible parking for people with disabilities who live in, work in or visit the municipality.

In October 2006, Council received the completed Parking Strategy for People with

Disabilities Project – 2006 from its consultant Access Audits Australia. The Strategy incorporated an Accessible Parking Policy and Strategy in conjunction with an Implementation Plan centred on achieving appropriate numbers of compliant designated accessible parking bays in a variety of locations across the municipality, to ensure that people with disabilities have equitable access to parking provided for the general community.

This Accessible Parking Policy and Strategy has never been formally adopted by Council however parking staff have used the report as a working document for the construction of parking bays for people with disabilities that are compliance (where possible) with Australian Standards.

Council's Disability Action Plan 2010/2013 has recently been endorsed by Council and has the following action:

Develop a Disability Parking Policy that will determine the ratio for DDA compliant parking bays, reflecting the percentage of people issued with a disability sticker; and allocate parking bays near accessible utilities, including disability parking provision associated with Council facilities (i.e. pavilions, leisure centres etc).

Therefore this formal policy has now been developed and will be presented to Council for endorsement in August 2010

It is acknowledged in the Disability Access Parking Policy that:

- Almost all Council's disability access parking bays do not currently comply with Australian Standards and require progressive upgrading;
- It will be virtually impossible to make disability access parking bays on main roads in shopping strips comply with Australian Standards (mainly due to width constraints) and that a viable alternative is to construct them in side streets directly adjacent to the main road;
- Disability access parking bays in many residential streets cannot be made compliant because of narrow footpaths and narrow roads. However, it is considered that this scheme should be continued because the risks of providing non-compliant bays are outweighed by the benefit that the service provides to residents with disabilities in Yarra.

### 3.4.3 Scope

This policy applies to all Officers and Councillors associated with the creation, provision, maintenance, operation, management or enforcement of parking facilities in the City of Yarra.

The Manager Parking Services is responsible for ensuring compliance with this policy and for developing a program to upgrade/ relocate all existing disability access parking bays in Council's activity centres.

Parking Engineering staff will be the first point of contact for any request/enquiry relating to a disability access parking bay.

The Manager Engineering Services is responsible for the budget, design and construction/upgrade of all disability access parking bays in Council's activity centres.

Council's Internal Parking and Review Committee (IPARC) is the authority to approve all requests for all disability access parking bays in Council's activity centres. Any new works or upgrades to disability access parking bays will be presented to the Disability Action Committee for feedback prior to commencing any works.

The project manager must obtain approval of IPARC before the construction of any disability access parking can commence to ensure DDA compliance.

### 3.4.4 3.4.4 Policy statement

It is policy that:

#### 3.4.4.1 Disabled Persons Parking Scheme

The City of Yarra is committed to participating in and administering the state - wide Disabled Persons Parking Scheme in the provision of parking permits to eligible people with disabilities and organisations providing transport for people with disabilities in accordance with the state - wide Disabled Persons Parking Scheme Guidelines incorporating Category one and two permit holders.

#### 3.4.4.2 Designated Accessible Parking Bays (DAPBs) Compliance

The following Australian Standards for access (AS 2890.5 – 1993) will apply for all disability access parking bays:

##### Parallel spaces:

Parallel parking spaces shall not be marked as disability access parking spaces, nor included in the count of spaces available for people with disabilities unless –

- i) A 3.2m wide space can be provided, e.g. By indenting the space into the footpath area; and

- ii) Kerb ramps at both ends of the space are also provided. The ramp width will be a minimum of 1m.
- iii) The length of an end and middle bay is a minimum of 5.5m 6.7m respectively.

##### Angle spaces:

The parking space width shall not be less than 3.2m. This width is regarded as the absolute minimum, as it will often be difficult for a disabled person to cope with wheelchair transfer if the adjacent angle parking space is occupied. Where practicable, it is desirable for a space of up to 3.8m wide to be provided. The bay shall have a minimum length of 5.4m.

Two ramps are to be provided at the front of the bay. The ramps will have a minimum width of 1m.

##### Provision of accessible path of travel:

A continuous, accessible path of travel in accordance with AS 1428.1 shall be provided between each parking space and the adjacent footpath, and to the final destination so that the path does not cross any vehicular traffic path at an uncontrolled location.

Signs:

Parking spaces shall be identified by a parking control sign incorporating the international symbol of access for people with disabilities AS 1742.11.

The City of Yarra is committed to complying with the requirements of the relevant Australian Standards for Access and Mobility by:

- Ensuring all new designated or relocated disability access parking bays only be provided if relevant Australian Standards for Access and Mobility can be met; and
- Developing a progressive program to upgrade existing designated disability access parking bays to more appropriate locations, to approximate compliance with relevant Australian Standards for Access and Mobility.
- Where a bay cannot be made to comply with relevant Australian Standard of Access it may be in the public interest to retain the bay however officers must conduct a risk assessment.
- If the risk is assessed as low/medium the bay may be retained if the risk is assessed as high the bay must be removed.

**3.4.4.3 DAPBs in Retail Activity Centres**

The City of Yarra is committed to providing designated accessible parking in retail activity centres of Bridge Road, Brunswick Street, Smith Street, Swan Street, Victoria Street Gertrude Street, Rathdowne Street, Nicholson Street, St. Georges Road, Queens Parade, Johnston Street and Burnley Street that:

- Must comply, where possible, with relevant Australian Standards for Access and Mobility;
- Must provide sufficient space, with safe access for users and are as close as possible to connecting pathways, smooth continuing pathways and close to principle doors and entries to facilities.;
- Will preferably be located in angle parking zones;
- Will, where parking is largely parallel limiting accessibility to the space, provide alternative special side-street or off-street disability access parking areas nearby with clear directional signposting of these areas from the main street;
- Will aim to have a minimum of 2% of the total number of standard parking spaces, rising to a minimum of 3% near community facilities and medical centres including chemists and ancillary health facilities.

- Will take into consideration local user requirements (medical centres etc), anticipated user demand (concentrated retail etc), accessible toilet facilities, regular 'daily use' facilities ( newsagent etc) and public transport stops;
- Will have short term time restrictions to generally apply e.g. two to four hour maximum to double the length of time of a standard bay use
- Will exclude Disability Access Parking Permit holders from the requirement to pay parking fees in regular bays if their permit is displayed.

**3.4.4.4 DAPBs in Residential Areas**

The City of Yarra is committed to providing accessible parking close to the homes of people with disabilities where no off street parking is available subject to residents, who satisfy relevant criteria making application.

If an applicant's property has access to off-street parking, but applies for a Disability Access Parking Bay outside the property, the applicant must demonstrate the existing space which is on the property is inadequate.

The Disability Access Parking Bays located close to the place of residence:

- Must comply, where possible, with relevant Australian Standards for Access and Mobility;
- Must be designated for the use of the resident in receipt of Council residential parking permit and a Disabled Persons Parking Permit only;
- Must not be subject to any parking fees or time limitation unless located within a traffic zone subject to time restriction for traffic flow or similar issues;
- Must be subject to regular review; and
- May have additional DAPBs located in residential areas close to other high uses e.g.( hospital, public toilet etc) for use by any resident with a disabled parking permit.

#### **3.4.4.5 Council owned facilities**

The City of Yarra will develop a program to ensure disability access parking bays are provided at Council facilities (i.e. pavilions, leisure centres etc).

#### **3.4.4.6 Additional Options to Improve Parking for People with Disabilities**

The City of Yarra is committed to identifying and where possible providing, alternative

parking options that increase access to parking for people with disabilities and:

- Will investigate designation of parking bays for short stay drop off points; ‘seniors’; ‘wheelchair users’, ‘ambulant people with disabilities on request; and
- Will investigate the installation of DAPBs that provide larger dimensions to support use by mini buses and adapted vehicles on request.

#### **3.4.4.7 Other Organisations and Municipalities**

The City of Yarra will work with the Municipal Association of Victoria (MAV), VicRoads, adjoining municipalities and other relevant organisations to support the effective provision of an accessible parking system for people with disabilities, who live in, work or visit the municipality.

#### **3.4.4.8 Upgrade and Improvements to DAPBs**

The City of Yarra is committed to on-going improvement of designated accessible parking for people with disabilities who live in, work in or visit the City of Yarra through improved design and treatments to comply with the relevant Australian Standards for Access and Mobility. Where possible this will include indenting the footpath to achieve full DDA compliance.

#### **3.4.4.9 Enforcement of DAPBs**

The City of Yarra is committed to effectively enforce Council owned and private (where gazetted) DAPBs and alternative parking options to ensure abuse of these by non-eligible users is eliminated.

#### **3.4.4.10 Providing Information Regarding Designated Accessible Parking**

The City of Yarra is committed to providing information to the public regarding the Disabled Persons Parking Scheme and the locations of Council owned disability access parking bays within the City of Yarra.

Relevant information covered by this Policy will be promoted to the community through brochures and on Council’s website. Accessible formats will be developed and available on request.

#### **3.4.4.11 On-going Consultation with People with Disabilities**

The City of Yarra is committed to consulting with people with disabilities in relation to on-going improvements to accessible parking for people with disabilities within the City of Yarra.

### 3.5 Paid Parking Policy

#### 3.5.1 Purpose

The purpose of this policy is to provide a guideline to officers when it may be appropriate to consider the introduction of paid parking in activity centres and residential streets.

#### 3.5.2 Background

A key principle endorsed by Council for managing parking in Yarra is that all visitors to our city should contribute to the cost of maintaining and providing the parking infrastructure they use.

While paid parking already applies in many of Yarra streets there is a lack of consistency in the application of this user pays principle. Drivers can often park free of charge in many of the streets in Yarra's activity centres as do local employees and commuters who can park all day in local streets.

In addition to the revenue contribution there are other benefits from the introduction of paid parking. The positive effects of a paid parking approach for the management of parking include:

- (a) The price mechanism and time restrictions support each other creating turnover critical for the success of business. Medium stay parking is extremely difficult to enforce with restrictions alone due to the shunting behaviour of motorists seeking longer term parking – (shunting means drivers who move their vehicles so that they can remain within the restrictions displayed.
- (b) It allows for a consistent “grace period” which is set by Council.
- (c) Clearly flags when a time limit has expired which encourages motorists to return to their vehicle prior to the time of expiry
- (d) Provides a certainty of detection which may act as a deterrent to non-compliance

Paid parking may also bring about behavioural change and encourage the use of other more sustainable transport modes.

#### 3.5.3 Process

Paid parking is only one of the “tools” Council has to manage the scarce parking resource. It

will not be suitable for all streets and so the following criteria has been developed to help officers when they are considering the installation of ticket machines:

- I. Demand is sufficient to justify the cost of ticket machines
- II. Paid parking will stimulate greater turnover of parking
- III. Restrictions in surrounding streets will ensure that the ticket machines are used and not simply encourage vehicles to park in less restricted or unrestricted areas
- IV. That parking generated by an Activity Centre (Shopping Strip) is to be contained within the Centre

As a first step officers will need to conduct parking surveys to determine if there is demand and to establish the occupancy levels and turnover rates.

#### 3.5.4 Activity Centres

Where the demand supports the introduction of paid parking into an activity centre, officers need to conduct an area wide parking study to

assess parking restrictions to ensure that vehicles do not park in surrounding less restricted or unrestricted areas.

Officers should consider the use of permit zones, ticket machines, pay by mobile phone or short term time restrictions in adjoining side streets to ensure that parking generated is contained within the centre.

If ticket machines are installed in residential streets adjoining the centre, residents

displaying a valid parking permit will be exempt from paying a fee.

### **3.5.5 Longer Term Parking**

Where longer term parking will not negatively impact on the street, and the site meets the key criteria, then it may be appropriate to consider the introduction of 4P Meter (paid parking) to allow the drivers to pay a fee to park for up to 4 hours.

In residential streets the mix of appropriate parking restrictions and paid parking will

define where Council wants motorists to park and where it does not and it will provide local employees with a maximum 4P Meter parking restriction at a reasonable cost.

### **3.5.6 Implementation Process**

If it is proposed to introduce paid parking in a new location, a report will be presented to Council seeking endorsement of the plan.

### 3.6 Parking Permit Scheme – 2003 Ruling

In December 2003 Council resolved to amend its Parking Permit Policy as follows:

- (a) for all new residential, mixed use, commercial or industrial development:
  - (i) in respect of which construction commences on or after 10 December 2003; or
  - (ii) in respect of which construction has commenced before 10 December, 2003 but any separate dwelling or occupancy erected or to be erected is not occupied or lawfully available for occupation as at that date; and
  - (iii) which increases the number of dwellings, or, in the case of a mixed use, industrial or commercial development, which increases the number of separate occupancies, on a site,
- (b) all future residents and other occupiers will not be permitted to obtain parking permits irrespective of the level of off-street (on site) parking;
- (c) the policy will apply on the day immediately after adoption of the policy by Council (i.e. 10 December 2003);
- (d) development affected by heritage controls under the Yarra Planning Scheme that can prove adequate provision for parking vehicles on site would adversely affect the integrity of the heritage place be exempt from the policy; and
- (e) for the purposes of paragraph (a)(ii) of this policy, if construction commenced prior to 10 December 2003 the onus be on any applicant for a parking permit to satisfy Council that the separate dwelling or occupancy was occupied or lawfully available for occupation as at 10 December 2003.

## 4 Review of Strategy

### 4.1 Key Issues

Parking is a familiar topic in any inner city municipal area due to the complexities and intermixed land uses and competing demands on road space. Since the Council election in 2012, a number of Councillors have raised parking issues that they want considered, including such topics as:

- Residential permits – December 2003 ruling;
- Businesses permits;
- Allocation of on street parking need more than the current zones – shopping strip or residential street;
- Parking restrictions - consultation process;
- Revenue from parking;
- Parking enforcement levels, the impact of construction sites parking vehicles on residential streets and how best to enforce;
- The use of technology to improve parking enforcement;
- Economic development vs. no cars;
- Parking waivers and the impact on local streets;
- Sustainable transport projects funded from developer contributions.

### 4.2 Process

To help progress a discussion on these issues, Council facilitated a parking forum/workshop in December 2019 which was designed to help develop a deeper appreciation of the nature of the parking dilemma and then to envisage how the situation might be improved over time.

All participants were asked to nominate important parking issues from their own perspective, identify how we would know if Council had improved the parking “problem” and identify the priority areas for action.

### 4.3 Action Plan

An outcome of the Parking Forum held in December 2019 was that the Strategy and parking policies were assessed to be still relevant to the current parking situation. Issues arising from the public forum and subsequent councillor briefing will be addressed as part of Council’s Annual Plan process.