DESTINATION PARKING MANAGEMENT POLICY

1. INTRODUCTION

Maribyrnong is home to a diverse mix of residential, commercial, educational and public transport precincts which bring a heightened demand for public parking.

Planning for parking infrastructure, and the management of parking, is a core function of Maribyrnong City Council. Parking supports residents, workers and visitors to the city and is an integral part of their daily life.

In some areas, particularly near activity centres, the demand for parking spaces often exceeds supply. Without careful planning and management, the problems associated with parking are likely to increase in the future. This is exacerbated by increasing car ownership and population growth, as well as changing patterns of land use and activity.

2. PURPOSE

Appropriate parking management policies and parking infrastructure management will shape people's choices in their travel mode and travel behaviour.

This Destination Parking Management Policy provides principles to guide parking attractiveness of the city for residents, business, workers and visitors.

Vision:

There will be an equitable and balanced distribution of parking infrastructure throughout the City of Maribyrnong, achieved via a transparent approach with the community. Parking management policies will reduce motor vehicle use and help to share the cost of parking infrastructure equitably. This provides all users (including the elderly, all-abilities, workers, shoppers, children, students, traders, residents and visitors) with safe and appropriate access to parking whilst enabling adequate road access for pedestrians, cyclists, emergency vehicles, buses, and street maintenance and delivery vehicles.

3.   SCOPE

This policy establishes an effective system of vehicle parking and storage at activity centres in the city that will:

- ensure car based visitor access occurs that maximises the attractiveness of the centre and maximises visitation to the centre,

- optimises community benefit by ensuring the maximum number of people can use the bays they would like, and

- optimises community benefit of parking areas when they are not being used for parking or storage.

The preparation of Activity Centre Context reports for each activity centre will occur over a number of years. The preparation of these reports will be prioritised taking the size of the Activity Centres and the level of visitation into account. By 2021 (census reports) a full report for the city and for each of the Activity Centres will be able to be provided.

The following principles will direct the response to the pressure of increasing population, rising land values and vehicle numbers in the limited space of the city.

Principles:

1. *The policy will be implemented across the whole city, noting that the outcomes of the policy will vary from centre to centre.*

2. *Explore options across all modes to increase visitation.*

3. *Assess 'attractiveness' through consistent and regular measurement of visitation. Access to the centres is important, but is subservient to making each centre more attractive (an attractive centre with high visitation could have a poor access system - as measured by capacity or quality. Equally an unattractive centre with low visitation could have an excellent access system).*

4. *Use the visitation measure to understand the changes for each activity centre. Use 'best value' criteria when investing in additional access capacity (choose the intervention that brings in the most people for the least effort and cost).*

5. *Increase car-based visitors by increasing the supply (more parking bays) and/or increasing the number of people who use the existing bays (turns).*

6. *The number of car based visitors to a centre cannot be increased beyond the capacity of the local road system.*

7. *Define an area as 'the core' of each activity centre.*

8. *All people who go to a centre by whichever mode complete a walking trip. The effective walking catchment for each activity centre will be identified by GIS in*

the following categories: 150m, 300m, 600m and 1.2km, defined respectively as: close, near, further and out of range.

9. *Assessments and decisions will be based on evidence and consistent process.*

10. *Evidence on which decisions are based will be published.*

Location:

The policy applies to all activity centres in the city with sufficient visitation to require the management of vehicle parking and storage. Examples of the centres the policy will be applied to include:

- *Barkly Village West Footscray*
- *Footscray (River precinct, Joseph Road precinct)*
- *Footscray Hospital*
- *Highpoint*
- *Maribyrnong Defence Site*
- *Railway stations*
- *Seddon Western Oval*
- *Yarraville*

It is recognised that it will take some time to implement this policy in all the activity centres where it is appropriate. Initially the centres that the policy will be applied to will be prioritised - taking into consideration their size, the level of visitation, occupancy levels and the current level of concern about access by car.

4. FIVE ELEMENTS WILL BE USED TO MANAGE PARKING MORE EFFECTIVELY

1	Context & pressure	Describe the pressure on the system including rising population and growing resident vehicle fleet (a), Measure visitation (b), Define the core & walking catchment (c).
2	Value & Supply	Identify allocation of total space in catchment and at the kerb (a), Explore best value re-allocation of space in the catchment and kerbside space (b), Identify total available space and calculate supply (c).
3	Layout & Controls	Review layout of available space including proximity, parking and storage (a) Review controls including users, time and fees (b).
4	Performance & Adjustment	Review performance of the system (occupancy) (a), publish 'watch, hold, tighten, loosen' list (b) and adjust the controls (c).
5	Complementary Investments	Invest in increasing the attraction of the centre (a) and improving access, especially through diversification (b).

1	Context & pressure

1. Municipal context & pressure report.
   A report will be prepared for the municipality after each census outlining the pressures on the fixed area of the municipality from population increase, a growing resident vehicle fleet, falling numbers of zero car households and rising land values.

2. The report will provide comparisons to the circumstances in abutting or similar municipalities.

3. To inform the process in Activity Centres the report will provide an estimate of the footprint and cost of additional parking supply including:

   a. The estimated land value of a kerbside ($15m^2$) or off-street ($30m^2$) car parking bay.

   b. The estimated cost of installing an off-street surface parking area of small to medium size (20 vehicles) including demolition, kerb and channel and lighting.

   c. The estimated cost of providing a car parking structure of medium to large size (200 vehicles) including cost of finance, land cost, construction and maintenance costs.

4. Local context & pressure report
   A report will be prepared for each Activity Centre where the policy is implemented that identifies the issues that influence visitation, access and vehicle parking and storage management in the Centre.

5. The report will identify, amongst other data, historic trends and forecasts for population and motor vehicle ownership and use including:

   a. the size of the local vehicle fleet in the surrounding area

   b. the local motorisation rate, and

   c. the rate of vehicle ownership per household.

2	Value & Supply

1. A value & supply process will be implemented and reviewed at five year intervals in each activity centre where the policy is implemented or when local conditions have changed sufficiently to warrant a review.

2. A Local Value & Supply report considering:

- An analysis of the centre that includes:
  - o a map that defines the current boundaries of the core of the centre as understood by users,
  - o a map that defines the effective walking catchment (using GIS) showing 150m, 300m, 600m and 1.2km boundaries,
  - o the visitation to the core along with any information that is known about visitation including: time and length of stay, purpose, how much people spend, how often do they come, where do they come from and the characteristics of the centre that are valued,
  - o the number of businesses in the core as well as the operating hours of the businesses and typical customer dwell time, and
  - o the access mode split to the centre including an assessment of which modes are under-represented and the ways that these modes could make a greater contribution.

- An analysis of the current use of space inside the 300m catchment of the centre including:
  - o the use of public land (including parks and any off-street surface area used for parking) measured by area and by proportion,
  - o the use of kerbside space including setbacks, mobility related uses such as travel lanes and bus stops, facilities such as hydrants or swales, kerb outstands, defined parking uses such as post boxes, taxi ranks and DDA and general parking bays measured by area and by proportion, and
  - o an inventory of the current total supply of parking bays in the 300m walking catchment both at the kerb and in the area, both public and private including the current controls that apply.

- A report on the likely and preferred future use of space in the area including:
  - o any impacts and interventions that may influence the allocation of space in the 300m catchment over the next five years:
    - ▪ any relevant municipal strategies or initiatives such as tree planting or pedestrian priority, playgrounds, road resheets or reconstruction,
    - ▪ any construction or development or changes in the use of land anticipated in the next five years, and
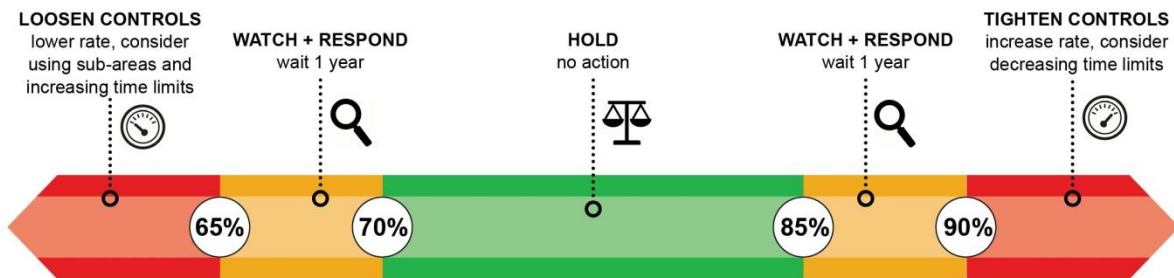
- any optimisation or reorganisation of space that would be beneficial.
  - o a summary of the changes in allocation of space desired by users of the centre (if any). Options will consider the relative merits of reducing, moving and expanding areas of parking.

3	Layout & controls

1. Following assessment of the Value & Supply process, a review of Layout and controls will be conducted. It is expected that this stage of the process will be repeated at three to five year intervals or when local conditions have changed sufficiently to warrant a review.

2. This review will seek comment from users of the centre including traders, inbound and outbound freight providers and the general public.

3. The review will:

   a. consider all the space available for parking and storage within the 300m catchment identified in the Value & supply stage of the process,

   b. prepare a 'base layout' map of all the parking bays in the area and at the kerb without controls. The base layout will be consistent with the understanding gained in the Value & Supply phase. Prepare at a draft layout of controls by user, time and fee,

   c. They will:

   - avoid compromising the attractiveness of the centre,
   - complement the land uses in the centre (for example placing bays with shorter time controls outside businesses with shorter customer dwell times), and
   - be consistent with other layouts under the policy so that there is consistency between layouts across centres in the municipality.

   d. In particular the layouts will:

   - reflect the value of the space for uses other than parking – and avoid locating parking where other uses would improve the attractiveness of the centre,
   - reflect the relative values of the space set aside for parking, identifying high value bays (based on proximity or amenity for example),
   - reflect the needs of defined user groups such as people with disabilities or deliveries,
   - locate users by value. For example locating low value users further away than high value users, and
   - reflect the difference between parking and storage.

4. When the review is complete, the planned layout and controls will be implemented and publicised.

5. When the new layout and controls have stabilised, an occupancy study can be completed to provide a baseline for the performance and adjustment process. This would typically occur within three months of the controls being changed.

4   Performance & adjustment

1. The goal of the Performance & adjustment process is to manage the fixed supply of space in a way that maximises the community value of the area.

2. The process will aim to:

   a. increase the number of turns in each bay to the maximum that is appropriate for the mix of opening hours and dwell times to maximise the expenditure at the centre by car based visitors,

   b. avoid losing car based visitation (when people drive to another centre), and

   c. minimise the need for visitors to 'cruise', hunting for a parking bay.

3. The intended user experience is encapsulated in the summary 'faster, easier parking'. Users will experience:

   a. a reduction in travel time and anxiety: there will always be available parking bays in the area they wish to park, and

   b. predictable choices in a consistent layout based on value including the:

      - option of a 'front row seat' at all times, and
      - options of longer times and looser controls further out from the centre.

4. Where possible, actual turns will be measured directly and reported.

5. The main performance measurement tool will be occupancy. This tool is used as a measure of availability. If a suitable proportion of parking bays are available, the goals and aims of the process will be met.

6. The process aims to be responsive to changes in land use and the attractiveness and popularity of centres.

7. Each year the performance of the system will be measured by assessing the occupancy of areas or groups of bays (as appropriate) within the 300m walking catchments of the centres where the policy is in operation. The results of these assessments will be reported annually.

8. In exceptional circumstances, occupancies may be investigated and trial changes adopted in a location outside the standard annual rotation.

9. The performance range is defined as follows:

   a. Occupancy of between 70 – 85% (3-6 vacant bays in every 20) is the desired level.

   b. Occupancy of between 65% and 70% and between 85% and 90% (more than 6 in 20 or less than 3 in 20) is considered to be undesirable.

   c. Occupancy below 65% or above 90% (more than 7 in 20 or less than 2 in 20) is considered unacceptable.

10. Responses to different levels of occupancy:

   a. Hold: When occupancies are in the desired range, controls will not change.

   b. Watch and respond: When occupancy is in the undesirable range, the public will be informed that the parking is being monitored and ways to restore the desired occupancy without changing controls are being explored.

   c. Tighten or loosen: When the occupancy is in the unacceptable range, controls will gradually be tightened or loosened (through small changes)

11. Changes to controls will be made (where necessary) each year.

| LOOSEN CONTROLS lower rate, consider using sub-areas and increasing time limits | WATCH + RESPOND wait 1 year | HOLD no action | WATCH + RESPOND wait 1 year | TIGHTEN CONTROLS increase rate, consider decreasing time limits |
| 65% | 70% | | 85% | 90% |

12. Controls are considered to be the main method of changing driver behaviour. For this reason, when tightening (or loosening) controls the principle 'As little as possible and as much as necessary' will be followed.

13. Free and uncontrolled parking. Consistent with the aims and principles of this policy, as much free and uncontrolled parking as possible will be sought. When controls by time and fee are not required, they will not be in force.

14. When occupancy is unacceptably low and countermeasures have not been able to restore the desired occupancy, other uses of the area may be trialed to ensure that community value is derived from the space.

15. The occupancy at all sites where controls have been changed will be assessed after three months and the data published. At that time a decision will be made to confirm the change or adjust the controls again for another three-month trial.

16. The additional revenue after cost for the first year after implementation will be considered, as part of the budget process, for projects that enhance the attractiveness of the centre and/or increases the number of people that come to the centre.

17. It may be appropriate in some centres to issue 'centre permits' to some users such as centre staff.

18. Permits will be issued (and refused) based on the available supply and according to defined, objective criteria and formal value rankings. Value criteria

will include residence in the municipality, employment at a centre and travel time savings against public transport.

19.   A fee will be charged for all permits.

20.   Any system defects that reduce the efficiency or consistency of the parking system will be removed. Initiatives may include system design and parking supervision.

5	Complementary investments

1. Access by modes other than by car to centres will be facilitated in order to:

   a. maximise visitation,

   b. divert some car based visitors at some times for some trips to other means of access, and

   c. take pressure off the limited supply of parking bays keeping controls as low as possible.

2. These efforts may include capital works and behavioural prompts.

3. Information and behavioural prompts will be also be implemented with the aim of ensuring that car-based visitors are aware of and find it easy to try alternative parking options and alternative access options.

Review of Policy

Policy will be reviewed five years from the date of approval, or whenever it is determines that a need has arisen unless there is a requirement for more frequent/longer cycle. Reviews must follow the same development procedure as new policy proposals

Glossary

Term	Definition
Access mode split	The proportion of people who use the various access modes. For example 38% of people come to the Footscray CAD by car while 44% come by public transport (2009). Each centre will have its own portfolio or mode split.
Access modes	The various means of transport that people use to get to a centre including by car, public transport, walking and riding a bicycle.
Access system	The full system that enables people to get to and from a centre including footpaths, bicycle facilities, public transport services and roads.
Allocation (re-allocation) of space	The decision/s that establish the use of the available space for one purpose rather than another. For example The existing public open space network in the City of Maribyrnong covers 307.9 hectares of land area, which equates to 9.9 per cent of the municipality. If one hundred hectares of this land were re-allocated to another use the proportion of open space would drop to 6.6% of the total area. The process of allocation and re-allocation is used for kerbside space as well the area in the walking catchment around a centre.
Attractive, attractiveness	The qualities of a centre that draw people to visit it.
Capacity of the road system	Only a certain number of vehicles can travel to and from a centre as the width of the roads and the time spent waiting at intersections limits the 'capacity' of the system.
Car-based access	The proportion of people who get to a centre by private car or taxi.
Centre layout	The location of all uses of road reserve within 300m of the centre including travel lanes, kerbside street tress, kerb extensions for trading, bus stops, setbacks, central medians, parkland or open space.
Centre staff	People who work in the centre (including traders, employers & all employees)
Circulating or hunting	Time spent in a vehicle looking for an empty bay caused by high occupancy. The aim of performance management system is to reduce this time to zero.
Context	The high level factors that influence visitation, access and the parking system
Control layout	How the controls are applied to the Parking layout
Controls	User based, time based or fee based requirements that regulate the use of a parking bay
Customer dwell time	The time that the business (or a group of businesses) needs to complete a transaction. For example a 10 minute drop off pick up, a one hour class or a three hour 'evening out' with a meal and a movie.
Destination parking	Vehicles parked in bays for less than four hours at a destination – typically while someone visits the centre.
Destination storage	Vehicles left for more than four hours at a destination – typically by employees commuting to work.
Diversify	Increasing the number of people that use walking, bicycle riding or public transport to reach a destination in order to increase total visitation and/or reduce the number of car based visitors to the destination.
Double parking	Intentionally leaving a vehicle stationary in the roadway (attended or unattended) when the road ahead is clear.
Effective catchment measurement	The measurement of the road and footpath network from the boundary of the core using GIS to identify the effective location of the boundaries of the 'rings' of the walking catchment. The word effective is used rather than the term 'isometric' (same measure) to distinguish a 'crow flies catchment' drawn as a circle from the actual distance in practice taking into account severance from roads, railways or rivers and the actual permeability of the road network.
Fee based controls	Controls that link the length of stay to the payment of a fee
Hold	Maintain controls at the current settings as the occupancy is within the target range
Home base storage	Vehicles stored by a resident at or near their dwelling (including on their land or in kerbside parking)
Inbound and outbound freight	Deliveries to stores, deliveries from stores (pizza or groceries for example), rubbish collection, mail or courier collection. These users would typically be eligible to use a loading zone.
Invalid permit use	The intentional use by users of a permit to which they are not entitled.
Kerbside layout	How the kerbside space within 300m of the centre is laid out considering kerb extensions, pedestrian crossings, trees as well as parking bays and travel lanes.
Kerbside space	The space at the kerb for all uses including parking.

Loosen	Take steps by increasing time limits, reducing fees or other measures to increase occupancy of the available bays so that it returns to the target range.
Lost car-based visitation	Decisions to 'Avoid the centre' or 'fail to park' caused by high occupancy or a reputation for high occupancy and by controls that are too tight. The aim of the performance management system is to reduce this to zero.
Low use parking and storage space	Areas set aside for parking that have very low occupancy and/or infrequent use.
Motorisation rate	The number of private vehicles per person. In 2011 the motorisation rate in Maribyrnong was 54 vehicles per 100 people
Non compliant parking	Vehicles parked without a required fee or permit in a location or for a period of time that is inconsistent with the controls.
Occupancy (availability)	The average number of empty or 'available' bays in a group of bays over time (typically 1 hour). The occupancy level relates directly to how far people have to circulate in their car before finding a space and how far they may need to walk to access their final destination. The higher the occupancy the longer the circulation and the further people are likely to need to walk. Typical occupancy measures are: 7:20 (65%), 3:10 (70%), 1:5 (80%), 3:20 (85%), 1:10 (90%), 1:20 (95%), 1:40 (97.5%) An on-street environment with 80% occupancy will have an average walking distance to a destination of around 15m. An on-street environment with 85% occupancy will have an average walking distance to a destination of around 21m. An on-street environment with 97.5% occupancy will have an average walking distance to a destination of around 150m.
Off-street, surface parking and storage areas	Areas of land (not the road reserve) set aside for parking and storage of vehicles (regardless of the user type).
Opening hours	The times that the businesses in the centre are open. Used to inform the design of controls.
Optimise a layout	To improve the layout of bays to better match local conditions. For example putting a 30-minute time control outside a business that has a short customer dwell time.
Parking (noun)	Occurs when a vehicle occupies a bay for less than 4 hours
Parking Bay	A formally marked area set aside for parking or storing a motor vehicle (at the kerb, in off-street surface areas and in structures.)
Parking Layout	The location of parking bays within an area without controls applied to each bay
Parking Structures	Buildings that in whole or in part provide off-street parking and storage of vehicles (regardless of the user type).
Parking system	The full system that applies in the City of Maribyrnong including supply, the design of layout and controls, enforcement, the performance measurement and adjustment processes.
Permit based controls	Controls that link permission to park the vehicle to the display of a compliant permit or registration.
Permit conditions	The eligibility or priority measures that apply to permits. These may include travel time savings and weightings. Permits may also require a fee based on eligibility and priority into consideration.
Potential turns	The total potential number of turns that a parking bay could support on the assumption that each user parks for the maximum time period. An unrestricted parking bay would potentially only cater for 1 vehicle each day. Adding a time control of 1 hour limit between 8-9am would increase that number to 2 vehicles each day.
Quality of kerbside (or other) space	Characteristics of space in a centre including kerbside space that makes it more or less desirable for uses other than parking. For example overshadowing, western sun, unpleasant abutting uses, lack of shade or shelter from rain and wind all reduce the quality of the space.
Re-allocate space	To change the proportion of space available to various users or uses. For example replacing a bay with a tree or reducing a setback to provide another bay.
Review cycles	The frequency of review. The policy identifies a number of review cycles from one to five years.
Shunting	The intentional effort by users to store vehicles in an area designated for parking. This can involve shunting the vehicle between locations, wiping off chalk marks used by inspectors to measure length of stay, paying a series of fees for one location to extend the time beyond the design period.
Storage (noun)	Occurs when a vehicle occupies a bay for more than 4 hours.
Supply (Inventory)	The total number of bays available in an area.

Target range (occupancy)	The acceptable range of occupancy. For example 70% - 85% of bays (between 3 – 6 bays in every 20)
The activity centre 'core'	Formally defined inner area of a centre roughly equivalent to the enclosed area of a private shopping centre.
The core	The area inside the boundary of the core the centre. This is defined as a line linking the entrances of key destinations that are all considered to be unambiguously in the core of the centre.
The resident vehicle fleet	The number of vehicles based in the municipality. The resident vehicle fleet in Maribyrnong in 2011 was 34,000
Tighten	Take steps by reducing time limits, increasing fees or other measures to increase occupancy of the available bays so that it returns to the target range.
Time based controls	Controls that require payment of a fee for parking in a bay. These are typically (but not always) linked to time-based controls resulting in time-based payments.
Travel time savings	The saving that an individual can achieve by making specific choices related to their mode of travel, place of parking or by travelling at a specific time of day. For example someone who works at a centre and comes by car rather than public transport might be saving forty minutes in travel time as a result.
Turns	The number of time that a parking bay is used in a specified period (typically a 24 hour day). 'Four turns a day' means that on average four vehicles are using each parking bay each day.
Unintentional overstay	The unintentional breaching of time controls. Unintentional overstays can indicate a system defect such as poor communication, inadequate prompts or poorly designed controls.
User based controls	Controls that limit the use of a parking bay to a specific user or group of users. A subset of vehicles and vehicle users including those identified by permit (DDA, resident), those identified by vehicle (ambulance, Australia Post, loading zones, couriers)
Value (of bays)	Characteristics of some parking bays that make them more or less desirable than others. Proximity, shade, and convenience are examples.
Visitation	The number of people that visit a centre during a period of time.
Walking catchment	The distance that the people are expected to be able to walk to reach a destination. The walking catchment can be broken up into 'rings' of for example 150m, 300m and 600m distances.
Watch	Maintain controls at the current settings as the occupancy is within 5% of the target range but alert people that the controls may be tightened or loosened in future in order to bring the occupancy back into the target range
Weighting	The multiplier applied to various outputs to better reflect different users' value of time or willingness to pay for specific improvement attributes. For example often travelling in a car is given no weighting, while travelling in a bus has a higher weighting (as it is less comfortable), by contrast for some people travelling at some times of day by bicycle will have a lower weighting (if they find it more comfortable).