



City of Rockingham **Community Plan Strategy**

Rockingham Strategic Metropolitan Centre Public Parking

Division:

Planning & Development Services

Created by

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Adopted

December 2017



Alternative Formats

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Community Engagement

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1. Executive Summary

Within the Rockingham Strategic Metropolitan Centre, the two discrete areas where parking management is most acute is the Waterfront Village Sector, at Rockingham Beach, and the City Centre Sector in proximity to the City Administration Building and the Shopping Centre. In both Sectors, the City is responsible for on-street and off-street public parking resources that, on occasions, have been provided and managed in an unstructured manner.

The purpose of this Community Plan Strategy (CPS) is to provide guidance to the manner in which public parking is managed and provided to ensure a response to a range of broader strategic objectives and to meet demand.

The recommendations within the CPS are focussed on setting fundamental public parking parameters and then monitor the capacity of public parking resources and implementing change as required.

The CPS also seeks to deliver a number of outcomes that will provide direction to the City's ongoing consideration to some of the emerging issues within the Sectors.

The CPS does not seek to assess or revise the statutory planning requirements for private development or establish transport mode-share targets.

The preparation of the CPS has benefitted from input provided by the key stakeholders who acknowledge the importance of public parking management and provision.

Strategic Objectives

The purpose of this CPS is to ensure the provision of public parking in the City Centre and Waterfront Village is well planned, suitably located and sufficient to cater for current and future needs.

The specific objectives of this CPS are to:

1. Manage the existing supply of public parking relative to current demand.
2. Ensure that the provision of additional public parking is sufficient to meet future demand.
3. Ensure all public parking provision is consistent with the broader strategic objectives for the City Centre and Waterfront Village.

This CPS addresses the Community's vision for the future and specifically the following Aspiration and Strategic Objective contained in the Strategic Community Plan (2015-2025):

Aspiration C: Quality Leadership

Strategic Objective 11: Infrastructure - Civic buildings, sporting facilities, public place and transport infrastructure planned, designed, constructed and maintained using best practice principles and life cycle cost analysis, and implemented in line with informed population growth analysis

2. Background

The study areas form part of the Rockingham Strategic Metropolitan Centre which *State Planning Policy 4.2 – Activity Centres for Perth and Peel* (SPP 4.2) defines as a multi-purpose centre providing a mix of retail, office, community, entertainment, residential and employment activities. The purpose of Strategic Metropolitan Centres is to provide a range of housing, services, facilities and activities necessary to support the communities within their catchments, thereby reducing the requirement for travel outside the catchment.

The approved *Rockingham Strategic Metropolitan Activity Centre Plan* divides the area into several Sectors which are subject to additional, more detailed statutory planning guidance. This CPS relates only to the high traffic generation Waterfront Village and City Centre Sectors, as in Figures 1 and 2.



Figure 1 – City Centre Sector Study Area



Figure 2 – Waterfront Village Sector Study Area

The current approach to parking within the Rockingham Strategic Metropolitan Centre, and specifically the subject Sectors, is based on several documents and reports detailed below.

2.1 Legislation

The legislation that administers parking delivery in the City of Rockingham and Western Australia are the:

- *City of Rockingham Town Planning Scheme No. 2*
- *Parking and Parking Facilities Local Law 2004*
- *Road Traffic Act 2000*
- *Transport Coordination Act 1996*
- *Land Administration Act 1997*

2.2 Relevant Documentation

Several documents provide overarching guidance for the current approach to parking within the City Centre and Waterfront Village. The following have been considered in preparation of this CPS:

2.2.1 Department of Transport - Parking Guidelines for Activity Centres (2016)

The Parking Guidelines for Activity Centres (Parking Guidelines) recognise that parking is a necessary element of activity centres and the most effective transport system management tool currently available. Given that all motor vehicle trips start and end with a parking event, parking supply and management is central to integrated transport and land use planning.

The Parking Guidelines note that there needs to be balance to limit parking in such a way as to control demand for car travel effectively and that in a rapidly growing city, it is not possible or desirable to meet all access demands by private vehicle.

The Parking Guidelines promote the evolution of parking policy from a 'predict and provide' approach, based on the long-established practice for town planning schemes, to base parking supply requirements on minimum standards for land uses and to require the provision of parking based on the scale of the proposed developments.

2.2.2 City of Rockingham Town Planning Scheme No. 2

In addition to providing the legislative backing to the above Planning Policies, the City's Town Planning Scheme No. 2 (TPS2) contains minimum parking requirements for the various use classes to determine the provision of bays for proposed private development.

Of relevance is the requirement for the Waterfront Village Sector which mandates that:

“(a) for development other than:-

(i) development for any of the purposes dealt with by the Residential Design Codes;

or

(ii) Short Stay Accommodation

not less than 60% of the minimum number [of bays] must be provided in the form of cash-in-lieu payment to the Council.”

TPS2 requires that the cash-in-lieu funds be not less than the estimated cost of constructing decked parking and that the funds be paid into a reserve account to be used for the provision of public parking facilities in the proximate area. This cost is approximately \$33,000 per bay (in 2017).

2.2.3 Rockingham Strategic Metropolitan Centre Activity Centre Plan

The *Rockingham Strategic Metropolitan Centre Activity Centre Plan (Activity Centre Plan)* notes the importance of finding a balance between meeting the access and parking needs for vehicles and the movement needs of pedestrians. The Activity Centre Plan provides the following guiding principles for the distribution and location of carparking within the City Centre:

- *Provide short-term carparking on most city streets and a range of small to medium sized off-street carparks for mid and longer-term parking on the periphery of the City Centre. This will reduce conflict and congestion in areas with high pedestrian usage, and increase the numbers of people walking past business and shops to major attractors.*
- *Manage provision of adequate parking facilities and encourage integration of carparking with adjoining sites which are convenient, safe and sustainable.*
- *Locate parking areas to minimise adverse impacts on the streetscape.*
- *Control new development so that access ways and parking facilities do not visually dominate the public realm or create obstructions to the pedestrian environment and minimise potential pedestrian/vehicle conflicts.*
- *Where possible, provide public parking in preference to private parking.*
- *Maximise the amount of on-street, short term parking, subject to traffic and pedestrian safety, and other urban design considerations.*
- *Provide a range of off-street public parking facilities within easy walking distance of commercial, retail, entertainment and other facilities.*

2.2.4 Planning Policy 3.2.1 – Development Policy Plan – City Centre Sector and Planning Policy 3.2.5 – Development Policy Plan – Waterfront Village Sector

Planning Policies 3.2.1 and 3.2.5 build on the principles within the overarching *Activity Centre Plan*. These policies identify the profile and functions of streets and the ability of these streets to accommodate parking. In doing so, the policies dedicate ‘parking streets’ and those which should perform other functions.

With respect to the distribution of parking, the Policies state:

- *Where possible provide public parking in preference to private parking.*
- *Maximise the amount of on-street, short term parking, subject to traffic and pedestrian safety, and other urban design considerations.*
- *Provide off-street public parking facilities within easy walking distance of commercial, retail entertainment and other facilities, but limit vehicle access to carparks where such traffic would be in conflict with high levels of pedestrian movement.*

The Indicative Development Plan for the City Centre, depicts two decked carpark locations, being within the City owned (former) Lot 80 and a privately owned site south-east of the Contest Parade/Central Avenue intersection, as shown in Figure 3.

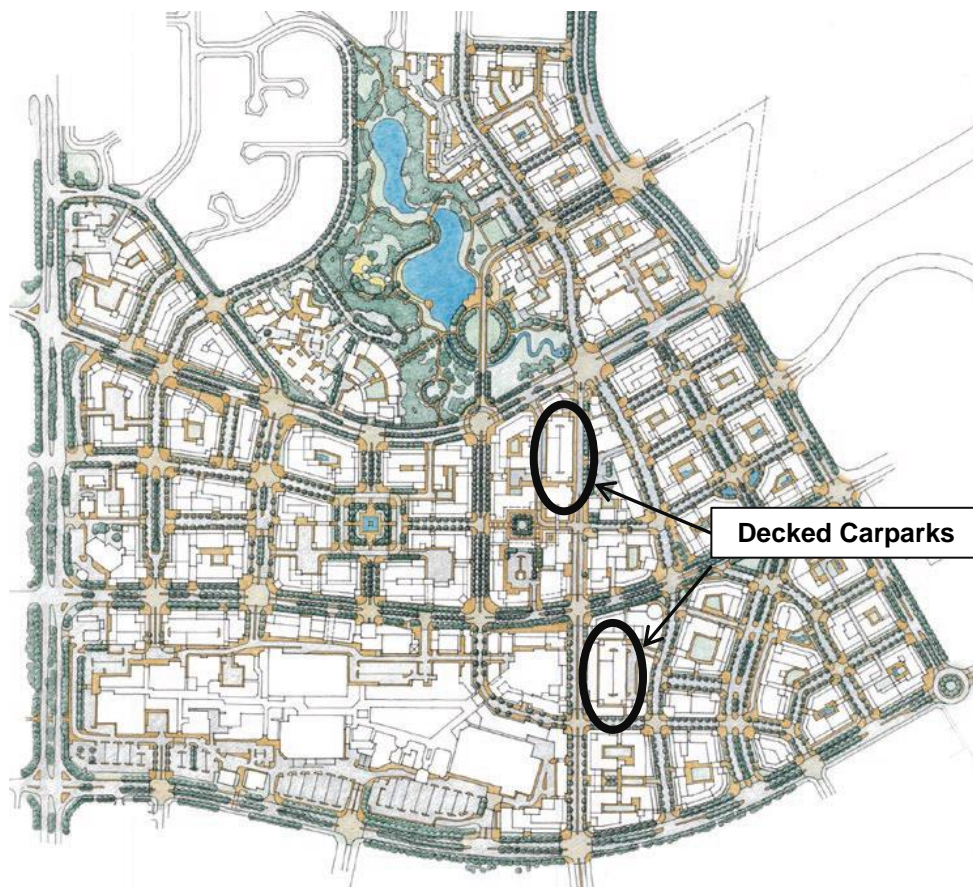


Figure 3 – City Centre Sector Indicative Development Plan – Decked Carpark Locations

2.2.5 City of Rockingham - City Centre Transport Strategy (2013)


The City Centre Transport Strategy consolidates the transport proposals for Strategic Metropolitan Centre and identifies what implementation actions have occurred and those proposed.

With respect parking, it acknowledges the proposed Parking Station within the City's landholding, west of the Transit Mall and north of the City Square, to accommodate approximately 400 – 500 bays. It also identifies the allocation of funds within the City's Business Plan (2013/14 – 2022/23) to construct the Parking Station (noting that the funding allocation was subsequently removed).

2.2.6 City of Rockingham - Rockingham Beach Foreshore Master Plan (2015)

The *Rockingham Beach Foreshore Master Plan (Master Plan)* addressed parking in the light of its intent to rationalise much of the public parking within the foreshore reserve and street parking within Railway Terrace and Rockingham Beach Road. The parking rationalisation was associated with a desire to create more pedestrian orientated public spaces and remove public parking from areas of high social value.

The *Master Plan* essentially seeks to maintain, as a minimum, the existing supply of public parking such that the removal of any bays is offset by the allocation of additional bays within the precinct.



Along with converting some public car parks to high amenity public spaces, it proposes that the existing angled parking bays along Rockingham Beach Road, between Railway Terrace and Wanliss Street, be replaced with parallel parking to slow traffic speeds and provide more capacity for street-side activities.

The *Master Plan* also proposes additional parking via decking over existing parking at the 'Village Green Carpark' and 'Museum Carpark' along with a duplication of the Wanliss Street foreshore carpark.

The first stage of implementing the *Master Plan* will commence in 2018 which involves streetscape works to Railway Terrace, the creation of a Beach Plaza at the end of Railway Terrace and construction of a boardwalk between the restaurants and the beach.

2.2.7 Rockingham Beach Carparking Strategy (2004)

The *Rockingham Beach Carparking Strategy* (RBCS) notes that the supply of parking is well in excess of demand during most days and times, however, there is a high utilisation of the existing parking at peak periods on busy Sundays in summer.

In the long term, the RBCS estimated that an additional 1,160 public parking bays will be required for the Rockingham Beach area. Four potential off-street public carpark locations were identified which informed the location of the existing 'Village Green Carpark' and 'Museum Carpark', south of Kent Street, both of which are under the City's ownership and management.

The RBCS seeks to concentrate short term, high turnover bays in proximity to the foreshore and long term parking in dedicated parking stations (including those detailed above), within a walkable catchment of the major destinations.

3. Current Situation

The traditional approach to parking provision has been to predict how much parking is needed and then provide more parking spaces to meet possible demand. In addition, local authorities have tended to either provide parking themselves or have private developers provide parking, so as to ensure self-containment of parking provision onsite. This has generally resulted in parking being provided on the basis that it should meet maximum levels of demand, leaving many parking spaces under-utilised. This contrasts with general pre-conceptions that there is too little parking to meet current levels of demand.

3.1 City Centre and Waterfront Village Parking Surveys

To establish the current situation in terms of existing provision surveys were undertaken at the Waterfront Village on Sunday, 12 February and the City Centre on Thursday, 16 February 2017 to ascertain the demand, volume, duration of stay, peak usage and compliance with restrictions for public parking.

Using Licence Plate Recognition cameras in three timeslots between 9:30 am and 5:30 pm, 1,130 on- street and off-street bays were surveyed in the Waterfront Village and 816 bays in the City Centre, plus approximately 500 of the 3,229 bays in the Rockingham (Shopping) Centre.

3.1.1 City Centre Parking Survey Results

In the City Centre sector, the average occupancy for all on-street parking was generally below 75% across the entire day. Several streets reached a peak occupancy of over 80%, including Ameer Street, Ako Lane, Civic Boulevard, Syren Street and Whitfield Street. The busiest times for on-street parking were within the 9:30–11:30 am and 12:30–2:30 pm timeslots.

Less than 20% of all on-street parking were occupied for longer than three hours with the only exceptions being Contest Parade and McNicholl Street. These streets recorded a duration of stay of longer than three hours for 36% of vehicles and 28% of vehicles respectively. A significant number of vehicles were observed parking on the grass verges along Whitfield Street, McNicholl Street and Ameer Street throughout the day.

The average occupancy for the off-street public car parks within the City Centre was above 60% for almost all car parks, with the peak occupancy being above 80%. The busiest times for off-street car parks were generally between 9:30–11:30am. About 45% of vehicles parking in the off-street parking areas recorded a duration of stay for longer than three hours.

The parking areas associated with Rockingham Shopping Centre comprised a total of 3,229 bays subject to a variety of different parking time restrictions, including 90 minute, 2P and 4P. Due to the large number of bays, only a partial survey was carried out in the allocated timeslots. The data was extrapolated to provide an estimation of overall parking demand at the Shopping Centre. The extrapolated data indicated an average occupancy of 72% across the entire day. A peak occupancy of 81% was recorded during the 3:30–5:30pm timeslot. About 13% of vehicles were parked for longer than three hours.

3.1.2 Waterfront Village Parking Survey Results

In the Waterfront Village sector, the average occupancy for all on-street parking was less than 70%, with the busiest areas located on Rockingham Beach Road, Railway Terrace and Val Street. Most streets reached their peak occupancy in the 12:30–2:30pm timeslot. Generally in most streets, less than 20% of vehicles stay for longer than three hours. The streets which attracted the majority of long stay parking included Devonshire Turn, Emma Street, Roscoe Turn, Val Street and Wanliss Street.

The average occupancy for the off-street public car parks was quite high for the parking areas adjacent to Rockingham Beach Road, which included the car parks at the end of Railway Terrace and Flinders Lane. These car parks had an average occupancy of 92% and 68% respectively. All other off-street public parking assessed had an average occupancy of less than 45% throughout the day. The Railway Terrace car park had the highest peak occupancy, which was 100% in the 3:30–5:30pm timeslot. Most other car parks reached their peak occupancy in the 9:30–11:30am and 12:30–2:30pm timeslots, possibly due to the Rotary Markets.

The longest duration of stay was in the car park bounded by Val Street and Harrison Street (The Cruising Yacht Club), as well as the 'Museum Carpark'.

3.1.3 Summary of Parking Survey

During the survey days in February 2017, there were an average of 381 bays available in the Waterfront Village and 243 bays available in the City Centre excluding any additional vacancy at the Shopping Centre.

These privately owned areas were not surveyed as they are not officially available for public parking, however, the significance of these parking destination in a macro-parking sense is discussed below.

It appears from the considerable number of vacant bays observed during both surveys that the two Sectors currently have more of a parking management problem than a parking supply problem as all of the available parking is not being used effectively.

3.2 City Off-street Parking Assets

Further to the above, and disregarding on-street parking, the City is responsible for significant parking assets within the former Lot 80, as shown in Figure 4.

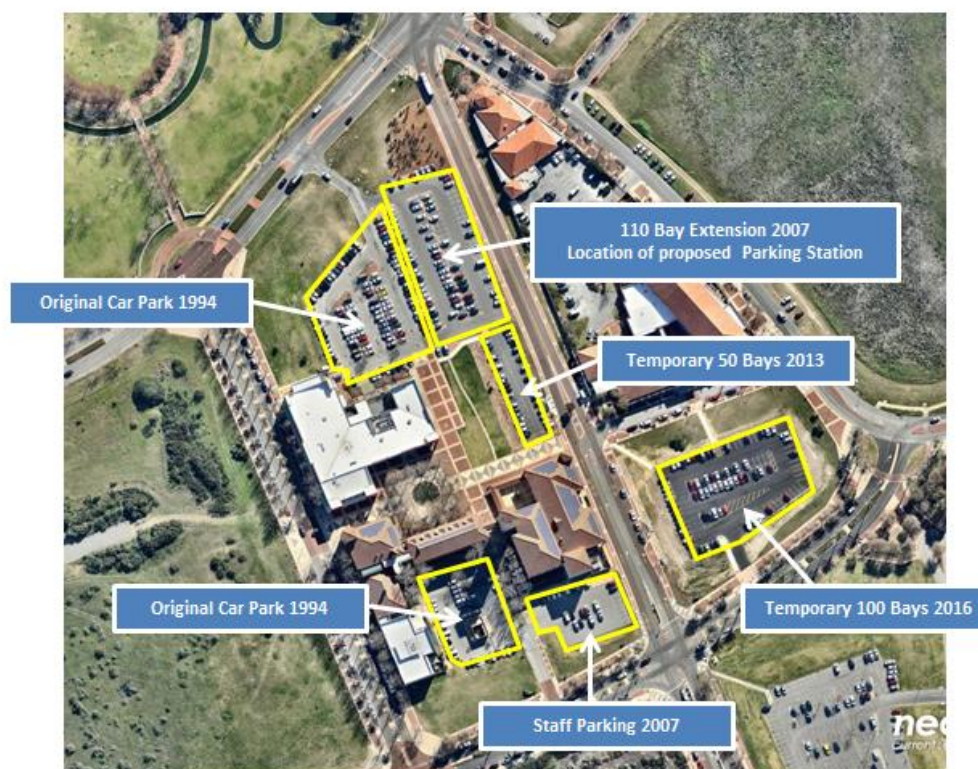


Figure 4 – Location of Off-street City Centre Parking Assets

Within the Waterfront Village Sector, there is also a range of public parking resources comprising on-street parking and consolidated carparks within the foreshore reserve.

Two at-grade public parking stations were established as part of the 'Rockingham Waterfront Village' project delivered through a partnership between the City and Landcorp, as depicted in Figure 5. The 'Village Green Carpark' contains 265 bays and the 'Museum Carpark' 79 bays.



Figure 5 – Location of Off-street Waterfront Village Parking Assets

3.3 Stakeholder Consultation

Prior to preparing this Community Plan Strategy, several stakeholders groups were invited to workshops. These included landowners and commercial traders within the two Sectors and City staff who deal with parking related issues.

The objective of the workshops was to seek feedback from stakeholders to better understand the parking challenges in the two Sectors and identify possible solutions.

The workshops were held on 8 March 2017 at the City's Offices and on 4 April at the Gary Holland Community Centre at the Waterfront Village.

In order to assist stakeholders who were unable to attend the workshops, the City also offered those consulted with the opportunity to complete an on-line survey.

The major issues raised in the surveys and at the workshops are summarised in the Tables available in Appendix 1.

3.4 Cost of Parking

Each on-street kerbside parking bay requires 15.6m² of land and encroaches 2.4m into the roadway. Off-street surface parking generally requires 25 m² per space, which includes an allowance for aisles and vehicle access. The cost of constructing above-ground deck parking is at least \$33,000 per bay, plus the cost of land. The cost of below-ground, basement parking is even higher at > \$40,000 per bay, plus the cost of land. The estimated cost of parking provision is shown in Table 1.

Based on recent land sales, the price of commercial land in the two sectors is conservatively estimated at \$500m². The Table below provides an estimate of the cost of provision of different types of parking in the sectors.

Type of parking	Land per bay	Land cost /m ² \$500	Floor area per bay	Construction cost per bay	Est. min cost per bay
Off-street surface (at-grade)	25 m ²	\$12 500	25 m ²	\$3 000	\$15 500
Deck – 2 level	16 m ²	\$8 000	32 m ²	\$33 000	\$41 000
Deck – 4 level	8 m ²	\$4 000	32 m ²	\$33 000	\$37 000
Basement – 2 level	8 m ²	\$4 000	32 m ²	\$40 000	\$44 000

Table 1 - Estimated cost of providing different types of parking

The use of public resources to construct parking facilities has traditionally been the method of addressing parking shortfalls. It has the advantage that the City controls when and where parking supply is added, however, it tends to be expensive, is slow to implement and represents a public subsidy for driving.

Deck parking usually involves the allocation of public resources to build and manage a public parking facility, however, both the development and ownership can be undertaken by the private sector. Public Private Partnerships may be another potential model for the provision of new carparking infrastructure. In considering locations for future deck parking, potential options are restricted to those where the City either owns or can obtain long-term tenure over the land.

3.5 Summary of Current Situation

Arising from the above, the following observations have been established with respect to public parking:

- The City manages 1,946 public parking bays across the two sectors. There are six off-street carparks within each sector comprising 451 public bays in the City Centre and 548 in the Waterfront Village. The City also controls 365 on-street bays in the City Centre and 582 bays in the Waterfront Village together with some motorcycle, disabled, taxi and loading bays.
- Surveys of parking demand patterns on peak demand days in February 2017 indicate average vacancy of at 34% of the total public parking bays in the Waterfront Village and 30% in the City Centre.
- The existing capacity in off-street carparks at the Waterfront Village is influenced by access to large, conveniently located private carparks.
- While there is generally adequate supply of public parking in both sectors for most of the year, on some event days and popular weekends in summer, (estimated variously by attendees at the Waterfront Village stakeholder meeting at 8 to 12 weekends and two major public holidays), parking demand at the Waterfront Village exceeds supply.

- Very few complaints about parking availability are received by the City.
- There is currently under-utilisation of public parking in several locations such as the Village Green carpark bounded by Kent Street and Patterson Road.
- Plentiful parking is generally available within a short (< 5 minutes) walking distance of several key destinations.
- The two sectors are serviced by frequent bus services.
- The City owns land which can be used for additional off-street parking facilities.
- The major complaint about parking by stakeholders at the Waterfront Village is the inadequacy of supply on peak demand days during the summer months.
- The wayfinding information to available public off-street parking is not effective.
- User information about parking options on the City's website is not customer friendly or informative about location and availability.
- There is a confusing mix of timed parking restrictions including 15minP and 30minP, 1P, 1½P, 3P, 4P, 5P.
- Enforcement to date has adopted a passive approach with an approximately 2000 fines being issued per annum over a three year period to June 2016, thus the level of compliance with parking regulations has not been high. It is noted that due to recent reform, 4900 fines have been issued in the last nine months.
- The state of many of the pedestrian walkways to some of the off-street carparks are not conducive to safe park and walk after dark.
- Ranger resources and their technologies and systems are inadequate.

3.6 Key Issues and Opportunities

Issue: There is a lack of guidance surrounding the management of existing parking facilities, meaning that many bays are underutilised, not monitored effectively or lack pedestrian links.

Opportunity: Review management of current public parking in line with best practise to maximise efficiencies

Issue: Based on the current framework, the provision of public parking relative to future demand is not based on comprehensive criteria and needs to address a broader suite of issues relating to sustainable transport.

Opportunity: Establish a holistic framework to inform the future parking provisions

3.7 Key elements

From the above, the following key elements have been established:

1. Public Parking Management
2. Public Parking Provision

4. The Way Forward

In light of the above it is clear that there should be a greater focus on efficiencies and how existing parking provision is managed so as to avoid the need to provide additional parking. There needs be consideration for where parking should be provided and how it should be provided; as opposed to providing more parking in response to ad-hoc preconceptions.

Better management of parking areas can also help to increase accessibility and encourage use of alternative transport modes such as public transport, cycling and walking. Over the long-term, as patronage increases on alternative transport modes, reductions in the need for parking could then be expected.

The key focus areas are as follows:

- Demand for parking across the City is reduced through increased use of alternative transport modes.
- Carpark designs reduce the amount of ground-level space required and the impact upon the urban form.
- Reciprocal parking opportunities are maximised.
- Pedestrian links within parking areas are provided and are safe, legible and connect with surrounding activity uses.
- Formalised on-street parking is encouraged in appropriate locations as a traffic calming tool.
- Timed and paid parking is used strategically to manage parking demand and occupancy, and revenue is utilised to support sustainable travel modes.
- Demand generators are responsible for managing and reducing the parking demand they create and the promotion and support of alternative transport modes.
- Centralised and controlled parking.

The key focus areas are addressed through the following key elements

4.1 Element 1 – Public Parking Management

Objective: To manage the existing supply of public parking relative to current demand.

4.1.1 Parking Hierarchy

When different parking user groups are competing for the same parking space and demand exceeds the supply, there is healthy competition for parking space. Accordingly, there needs to be recognition of different user priorities through the introduction of a parking hierarchy.

The objectives of the parking hierarchy are to uphold the safety and convenience of all road users, encourage the use of alternative transport modes such as walking, bus, train and cycling, promote equitable and transparent allocation of parking spaces across all user groups and facilitate consistent decision making regarding parking infrastructure.

In doing so, the Sectors should be divided into 'Central Core' and 'Outside Central Core' where different priorities will exist.

The parking user hierarchy should be applied to planning decisions in the two Sectors. Policies should achieve the parking hierarchy through time restrictions, enforcement and eventually pricing. An example of a parking hierarchy is displayed below in Table 2:

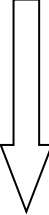
Priority	Central Core Parking		Outside Central Core Parking	
	On-street	Off-street	On-street	Off-street
Highest 	Loading	Disability permit holders	Public transport	Long-stay/commuter
	Public transport	Short to medium-stay	Residents	Short to medium-stay
	Drop-off/pick-up	Drop-off/pick-up	Short to medium-stay	Drop-off/pick-up
	Short to medium-stay	Loading	Disability permit holders	Park and Ride
		Motorcycle/scooter	Loading	Residents
	Motorcycle/scooter & cyclists	Long-stay/commuter & residents	Long-stay/commuter	Motorcycle/scooter
Lowest	Disability permit holders	Cyclists	Drop-off/pick-up & motorcycle/scooter & cyclists	Disability permit holders & loading & cyclists
Not allowed in this zone	Long-stay/commuter & park and ride	Park and ride	Park and ride	Public transport
	Residents	Public transport		

Table 2 – Example of Parking Hierarchy

4.1.2 Regular Parking Surveys

The parking surveys carried out in early 2017 demonstrated that there is generally a surplus of bays across the Sectors, notwithstanding that public parking close to the major destinations and attractions can reach capacity.

In order to maintain an understanding of usage patterns and trends, regular parking surveys are required. This data is essential to identify and justify triggers and priority areas for changes to the demand management approach, as discussed below. The surveys can be undertaken by City Officers if appropriate technology is available.

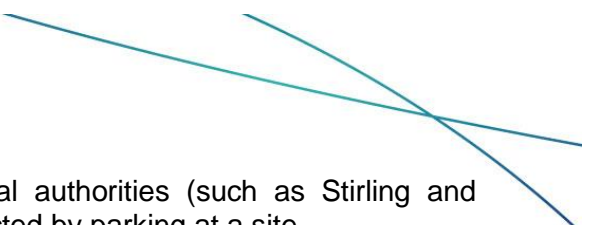
4.1.3 Invest in New Technology

Further to the above, technology such as LPR (licence plate recognition) cameras which provide visible real time evidence of duration of stay and position of the vehicle is required to increase effectiveness. This technology is also an important tool in parking enforcement as discussed below.

4.1.4 Parking Control and Management Plan for New Developments

Minimum statutory parking requirements deal with parking supply only.

A 'Parking Control and Management Plan' for all proposed parking generating development is a tool for developers to commit to, prior to establishing a new parking facility. It is a worthwhile document for the City, for developers, their tenants, and for other parties as it details how parking in a proposed development will be controlled and managed.



It has been successfully implemented in several local authorities (such as Stirling and Cambridge) and provides clarification for all parties affected by parking at a site.

The benefits of the 'Parking Control Management Plan' should be investigated.

4.1.5 Parking Demand Management

In order to respond to a circumstance where public parking supply issues are evident, it is necessary to establish parking demand management measures.

These measures, which can take the form of different time restrictions, greater enforcement, the provision of additional parking or the promotion of alternative transport options, need to be clearly established and have triggers for their implementation.

Figure 6 below is an example of parking occupancy trigger points where a new parking management control will be recommended to manage an increase in demand for parking.

Where parking demand is consistently high, the City's initial approach should be to apply various parking restrictions to achieve a target peak occupancy rate (ie. the average of the four highest hours in a day) of 85% for off-street parking.

85% occupancy (1 in 7 bays) means that the parking resource is well used but people can still easily find a space, thus reducing congestion and frustration. When peak parking occupancy is regularly above 85%, a change to the parking management approach is recommended.

Extraordinary high parking demand at predictable peak times, such as prior to or on public holidays should not influence parking restrictions as temporary additional parking should be provided for both the additional visitors and employees.

A second longer term strategy will be to provide additional public parking capacity. This will occur when demand for existing convenient public parking is predicted to regularly exceed 85% peak parking occupancy. This may occur as a result of the new developments such as the proposed Marina in proximity to Wanliss Street or the closure of current privately owned parking facilities.

It is recommended that the City prepare a Parking Demand Management regime to guide its approach to addressing examples of sustained high public parking demand.

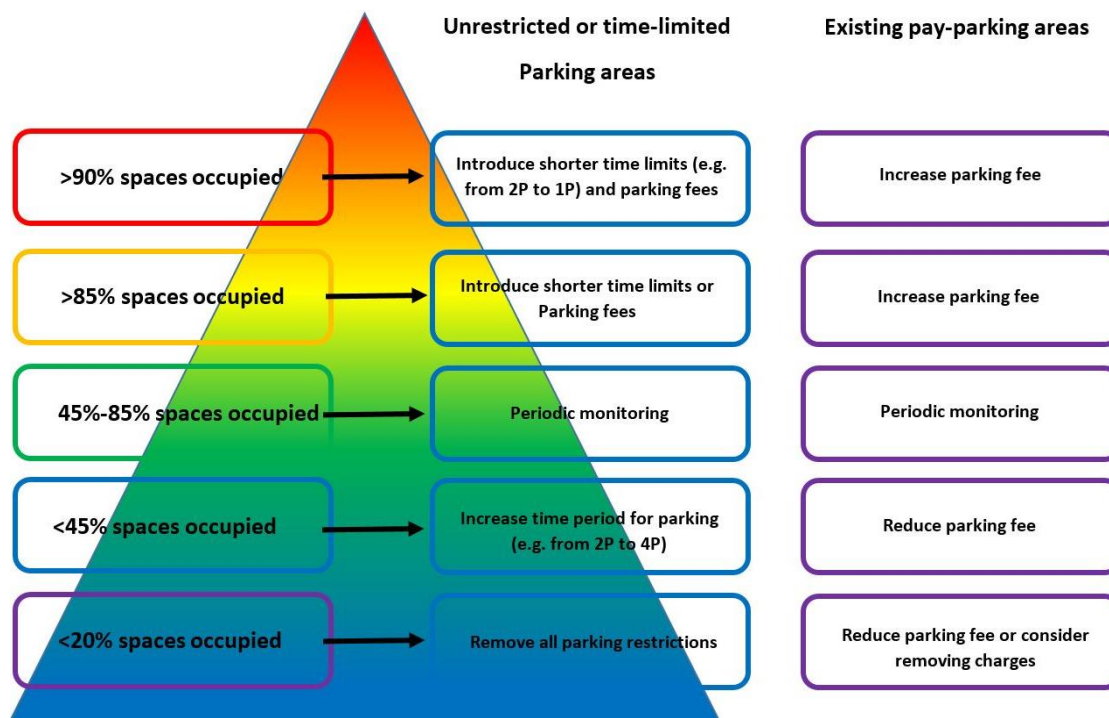


Figure 6 – Example of Parking Demand Management Approach

4.1.6 Time Restrictions

A Parking Demand Management technique is the review of time parking restrictions for on-street and off-street parking.

The City should gradually introduce and enforce time restrictions based on regular and comparative surveys of usage and be structured to favour short-term users and encourage a high 'churn' of spaces. The Parking Hierarchy, discussed above, will assist in this process.

It should also build on the City's strategic approach to parking at the Waterfront Village where long term visitors should park in the off-street parking stations south of Kent Street allowing access close to the foreshore for short-term visitors. This is particularly important in the light of the changes to be brought about by the implementation of Stage One of the *Rockingham Beach Foreshore Master Plan*.

In doing so, it is recommended that the City review and simplify the diversity of on-street parking restrictions to better manage parking demands in accordance with the following principles:

- (i) The provision of on-street parking should support the primary activities and land uses in the street. In commercial areas, parking associated with business should take priority, including short-term parking for clients and customers. Spaces should be allocated on the basis of the most sought after spaces being available to the greatest number of people.

(ii) In the central core of each Sector, the following actions are recommended:

- On-street parking in the main streets is primarily provided for business activity and should be short-term and provision for loading, taxis and drop-off and pick-up.
- There should be no long-term (more than 3 hours) on-street parking.
- On-street parking for longer term stays should be provided outside the Central Core.
- Three parking zones are implemented:

Central Core (focused on turnover, 30 minutes - 2 hours)

Transitional (medium stay 2-3 hours)

Unrestricted fringe (unrestricted).

(iii) Reduced number of time zones and operational hours:

- 30 minute 8am-6pm Mon-Sun – near commercial facilities providing a high level of convenience including newsagents and post offices, as well as pick-up and drop-off.
- 2 hour parking 8am-6pm Mon-Sun – for general main street environment enabling multiple shop visits.
- 3 hour parking 8am-6pm Mon-Sun – longer stay tourist and visitor parking, also for areas of development with personal and professional services.

4.1.7 Paid Parking

Paid parking is one of the most effective ways of influencing parking and travel demand. Paid parking can influence parking location, destination, mode, travel time and in particular, parking duration. The impacts vary depending on the price structure and the relative convenience of alternative parking facilities and modes.

As paid parking generally results in improved levels of compliance and reductions in car use and traffic congestion among other environmental benefits, it is one of the essential transport measures necessary to ensure the long-term viability of activity centres.

Currently there is no paid parking in the City, and it is likely that the time to introduce paid parking will occur when all other demand management measures have been exhausted.

In anticipation of paid parking being introduced, the City should prepare guidelines and objectives to inform the delivery and management of paid parking as it would apply to on-street and off-street parking (including decked parking).

Regardless of the emotion often surrounding the introduction of paid parking, there is little doubt that it represents an efficient and effective means to manage on and off-street parking demand and encourage the churn of bays.

Paid parking is beneficial because:

- it can operate in resident parking permit environments by exempting residents from the requirement to pay;
- ticket machines are highly visible and help to reduce non-compliance in areas with signposted time restrictions;
- the efficiency of enforcement and the level of compliance in metered areas are significantly higher as rangers only need to attend each vehicle once, rather than chalk a tyre and then return again;
- fees can be easily adjusted to allow the parking management system to differentiate between types of parker categories (e.g. customers vs employees) through fee structure; and
- the revenue from paid parking can be redistributed to benefit the community and improve access infrastructure through the upgrade of signage, enhanced road safety and general improvement of the public realm in the area.

4.1.8 Enforcement

The level of parking compliance with time restrictions and other standards is related to the perception of enforcement. The benefit of more efficient and simplified parking enforcement is the creation of additional capacity and improvement in the 'churn' of parking bays. This is evident in the commercial centres of the Cities of Bunbury, Cambridge, Melville, Joondalup, Stirling, Subiaco, Vincent and Victoria Park.

The City has a few private enforcement partnerships, but these do not incorporate any cost recovery mechanism and the City does not have the resources or technologies to provide the level of service required.

It is recommended that the City implement a more sophisticated and contemporary parking enforcement regime as a first step to ensuring compliance with parking regulations. In order to do this, it is necessary for the City to:

- Invest in technology and systems (such as licence plate recognition, or parking meters with a free period) to allow more effective and efficient enforcement. With respect to the use of licence plate recognition to assist in timed parking enforcement, it will be necessary to ensure that there are no legislative barriers to undertaking this practice.
- Allocate dedicated resources to parking enforcement in addition to part time resources for peak periods and for private enforcement.
- Revise its private enforcement contracts to allow cost recovery and deliver this service reliably and professionally.

4.1.9 Wayfinding, Signage and Parking Restriction

Most of the City's public parking areas are advertised by an inconsistent array of signs and 'P' logos. They do not assist drivers coming into the Sectors to plan their route well in advance so as to reduce their search time and traffic congestion.

Drivers want to know where to look for wayfinding information when they need it, understand the way the information is communicated and obtain the information quickly and without fuss.

This involves the provision of information on parking availability using signage, brochures, maps, websites and smartphone applications. Good parking information tends to reduce motorist delay and frustration, and increase the satisfaction of drivers visiting and parking in an area.

The more relevant and up-to-date the information available to motorists, the more confidence they will have in visiting an area and the less likely there will be congestion caused by divers cruising the street searching for a bay. Parking area wayfinding and space availability signage at Perth airport is a good example of assistance to drivers prior to entering a high activity parking area.

Parking location and real time availability information can be provided and made easier to access and print for motorists. An example of good practice in the provision of positive parking information is the City of Bunbury website.

There are also opportunities to provide real-time information on the location of available parking bays. The cost of in-ground sensors is falling and data from loop detectors at entry/exit from off-street car parks can be wirelessly transmitted to the City's website and wayfinding signage. The City of Perth's smartphone parking application is regarded as an international best practice leader.

It is recommended that the City develop and implement a Strategy that ensures consistent wayfinding, legible parking restriction signage and user-friendly information on parking availability.

4.1.10 Private Carpark Management

It is recognised that the public make use of privately owned, often unrestricted, off-street carparking facilities and if these were no longer available, alternative parking would need to be provided.

The City should facilitate the opportunity for large private car parks to be independently managed by the landowners providing that:

- A surplus of bays exists over the minimum parking requirement in the Town Planning Scheme;
- It can be demonstrated that the minimum required quantity of bays is made available to patrons of the premises free-of-charge;
- An application for Planning Approval is lodged and approved;
- The landowner provides the City with data on the patterns of use of the parking by the public;
- Approval is issued for a short term, say three – five years, following which renewal of approval is required;
- The City be given the opportunity to enter into a private parking enforcement agreement with the landowner.

4.2 Element 2 - Public Parking Provision

Objective: Ensure that the provision of additional public parking is sufficient to meet future demand

4.2.1 Waterfront Village Sector

As detailed above, on a precinct-wide basis, the Waterfront Village Sector does not generally have a shortage of available parking. It has been demonstrated that parking in close proximity to the popular destinations can reach capacity at certain times, however, there is parking availability at almost all times within off-street parking south of Kent Street, all of which is in a reasonable walkable catchment.

The Waterfront Village is a very dynamic area and the underlying influences of parking can change quickly. As an example, the construction of a marina in proximity to Wanliss Street, as approved previously, will significantly alter the parking demand.

The City's existing planning strategies for the Waterfront Village are consistent in the quest to promote longer-term parking in the off-street locations predominantly south of Kent Street. The existing 'Village Green Carpark' and 'Museum Carpark' have been designed to accommodate parking decks to increase supply.

It is inevitable that these sites will contain decks in the future and the City has been receiving cash-in-lieu funds through conditions of the Planning Approval for commercial buildings at the Waterfront Village which will assist in the delivery of the decked carparks (the cash-in-lieu Reserve Account currently contains approximately \$1.8M).

The City should be pro-active in its approach to the construction of additional parking and identify which location, under different development scenarios, should accommodate such. There are various options available, other than the two locations above, which need to be reconciled, noting that there is also capacity for on-street parking in road reserves such as Wanliss Street and Rockingham Beach Road. Some of the options for additional parking capacity are detailed in Table 3 and Figure 7 below:

1	'Museum Carpark' - Kent Street and Flinders Lane
2	'Village Green Carpark' - Patterson Road and Kent Street
3.	Reserve 34004 and 3814 – Cnr Kent Street and Wanliss Street
4.	Reserve 3814 – Portion of Existing Bowling and Tennis Clubs Site
5.	Wanliss Street, between Kent Street and Smythe Street
6.	Rockingham Beach Road, between Wanliss Street and Alexandra Street
7.	The Cruising Yacht Club Carpark – Val Street

Table 3 – Potential Locations for Increased Public Parking



Figure 7 - Potential Locations for Increased Public Parking

4.2.2 Marina - Wanliss Street

As mentioned above, the proposed Marina in proximity to Wanliss Street is the most significant proposal in a parking demand and supply sense. In light of the recent approach to renew the Planning Approval that lapsed in 2015, the City abandoned its plans to duplicate the Wanliss Street carpark as part of the Stage One Rockingham Beach Foreshore Master Plan implementation on various grounds including the potential for the new carpark to be damaged through construction.

The lapsed Planning Approval for the marina involved the full parking allocation to service the development (other than bays on the proposed breakwater) being provided within the adjacent foreshore reserve and the road reserves of Rockingham Beach Road and Wanliss Street.

In hindsight, this approach is not supported as it causes inequity compared to the consideration of other commercial developments at the Waterfront Village and relies on parking that could otherwise be provided by the City to address public parking demand with or without the marina.

In this regard, the proposed marina will be subject to the same statutory cash-in-lieu requirements as other Waterfront Village proposals with the funds generated from such being directed to the construction of a decked parking station within a walkable catchment, to be determined by the prioritisation action detailed above.

The City will not support parking bays being provided in the public domain to support the parking requirements of the marina.

Whilst discussing the marina and its relationship to the foreshore, it is important to note that the adopted *Rockingham Beach Foreshore Master Plan* does not envisage significant portions of the foreshore being dedicated to parking.

The *Master Plan* recognised that the foreshore is a finite asset that should be protected and enhanced to maintain (or increase) amenity and public access. This outcome should be emphasised.

4.2.3 City Centre Sector

The ability to provide additional public parking in the City Centre Sector is primarily limited to constructing decked parking within the City's landholding surrounding the Administration Building. As mentioned above, the site for a Parking Station is identified in Planning Policy and the City has undertaken investigation to determine the location, form and cost of the facility.

The parking surveys conducted early this year have determined that the public parking assets within the City's landholding are currently satisfying demand and there is no apparent need to progress decked parking at this stage. The construction of the temporary carpark at Lot 7 Central Promenade in 2016 has evidently provided the necessary quantity of bays to ensure that supply is adequate.

As recommended above, the regular monitoring of bays and the institution of parking demand management measures will likely maintain the status quo over the short-term at least.

There will be factors, however, which can cause change in the parking dynamic such that all parking demand management measures, other than providing additional parking, will be ineffective.

The parking supply at Lot 7 Central Promenade is key to the parking supply regime and the City should link the disposal of Lot 7 to the construction of the Parking Station. This outcome will also ensure that the City generates funds to contribute to the construction of the Parking Station.

The potential for the Parking Station to be a paid parking destination is also a critical factor in the delivery and cost recovery of the Parking Station, and the means by which it is facilitated should be the subject of a Business Case.

4.2.4 Overflow Parking

It is evident that during large public events within the Waterfront Village, and on occasional weekends in summer, there is insufficient parking supply to meet demand. The City should develop Guidelines that facilitate the use of suitable City controlled land to be made available as overflow parking.

The Guidelines should include prioritising the use of parking (eg. for parents with children), information for motorists on where to find the overflow parking and the implementation of suitable traffic management.

As part of the event planning exercise, the proponent should be required to estimate the parking demand and to implement the necessary overflow parking requirements in accordance with the Guidelines.

The concept of visitors parking external to the destination and being transferred by bus or other forms of mass transit is a viable alternative that should be examined as part of this exercise.

At the Waterfront Village, for example, it may be possible for patrons to park in external locations such as the Naval Memorial Park or the Dixon Road sporting grounds and be transferred via bus/coach. The City should also develop Guidelines that facilitate and manage this outcome.

5. Measuring success

In determining how we measure success the focus will be aiming to detail the changes in behaviour and what operational outcomes have been achieved in both key elements.

We will look to measure the following on an annual basis:

- The function of on-street (looking at traffic volume indicators, dwell times and turnover rates etc).
- The ongoing capacity of the City managed off-street parking assets.
- The system outputs such as geographical coverage of enforcement and change in behaviour.
- The process indicators such as customer satisfaction and acceptance and the cost of operations via community surveys and penalty statistics.

The outcomes identified in the strategy and the results will be reported in the Information Bulletin to the Planning & Development Services Committee.

6. Risk Management

The main risk for the City is to continue to have an oversupply and reliance on parking which can dissect the urban form, create large voids of unutilised space and create car-based environments, which ultimately disconnect pedestrians from activity generators

7. Outcomes

The following Outcomes have been derived from this Community Plan Strategy:

Outcome
<i>Facilitate the management of private car parks by landowners in the event that there is a surplus of the bays (above the Town Planning Scheme requirement) and it can be demonstrated that the arrangement can be efficiently coordinated and enforced.</i>
<i>Require that the proposed marina in proximity to Wanliss Street be subject to the same cash-in-lieu parking requirements that apply to other commercial development within the Waterfront Village and that parking to satisfy the parking requirement not be supported in the public domain.</i>
<i>Defer the construction of the City Centre Parking Station until all other parking demand management measures are exhausted and/or the availability of the City's existing off-street parking resources significantly alters (ie. in the event of the disposal of Lot 7 Central Promenade).</i>

8. Actions

New Actions

Task	Cost	Team	Commence	Complete
Element 1: Public Parking Management				
Prepare a Parking Hierarchy which identifies the priority of different user groups for on-street and off-street parking space.	Staff Hours	PDS	2017/18	2017/18
Acquire appropriate technology to assist in the regular survey of parking usage (ie. License Plate Recognition) and parking enforcement within legislative constraints.	\$80,000	Compliance & Emergency Liaison (CEL)	2017/18	
Investigate the benefits of requiring 'Parking Control and Management Plans' as a condition of Planning Approval.	Staff Hours	Statutory Planning	2017/18	2017/18
Review existing time parking restrictions so as to support the City's strategic objectives for the Sectors.	Staff Hours	PDS & CEL	2017/18	2017/18
Prepare and implement a procedure to ensure consistent wayfinding, signage and legible parking restrictions using new technology.	Staff Hours & capital	PDS & CEL	2018/19	2019/20
Prepare a parking demand management regime which triggers actions when specific public parking capacity is regularly reached.	\$10,000	PDS	2017/18	2018/19
Develop a contemporary parking enforcement regime that enables the consistent monitoring of public parking and increases the ability for the City to enter into private enforcement agreements.	Staff Hours	CEL	2017/18	2017/18
Element 2 – Public Parking Provision				
Prioritise the location of additional parking at the Waterfront Village under various scenarios, including the development of a proposed marina in proximity to Wanliss Street.	Staff Hours	PDS	2017/18	2017/18
Investigate the potential for the City to facilitate the large private car parks within the Waterfront Village realising their parking potential in terms of maintenance and the provision of bays.	Staff Hours	PDS/EPs	2017/18	2017/18
Establish Guidelines that enable overflow parking resources, including remote locations, to service large events and other busy periods.	Staff Hours	PDS & CD	2017/18	2017/18

Ongoing actions

Task	Cost	Team
Undertake regular surveys of parking usage to determine parking trends.	Staff Hours	CEL

9. Stakeholder Engagement

<i>Key Stakeholders invited to participate</i>	<i>Contributed? (Yes/No)</i>	<i>Engagement method used</i>
<i>All traders and owners of commercial property within City Centre Sector invited to Workshop.</i>	<i>No.</i>	<i>Letter dated 20 February 2017.</i>
<i>All traders and owners of commercial property within Waterfront Village Sector, along with Rockingham Kwinana Chamber of Commerce, invited to Workshop.</i>	<i>In part.</i>	<i>Letter dated 20 March 2017.</i>
<i>Workshop – City Officers (Director Planning & Development Services, Manager Major Planning Projects, Manager Land Development & Infrastructure, Manager Compliance & Emergency Services).</i>	<i>Yes</i>	<i>Workshop held at City Administration Building - 8 March 2017.</i>
<i>Workshop – Waterfront Village Sector stakeholders.</i>	<i>Yes</i>	<i>Workshop held at Gary Holland Community Centre – 4 April 2017.</i>
<i>All traders and owners of commercial property within Waterfront Village Sector invited to complete on-line survey.</i>	<i>Yes</i>	<i>Letter with link to survey – survey open until 10 April 2017.</i>
<i>Manager, Compliance and Emergency Liaison.</i>	<i>Yes</i>	<i>Meeting – 4 April 2017</i>
<i>Representatives from Rockingham Centre – Vicinity Centres.</i>	<i>Yes</i>	<i>Meeting – 8 May 2017.</i>

10. References

WA Department of Transport, Public Transport Authority & Main Roads WA 2015, Travel Demand Management - Transport @ 3.5 Million

SKM (for City of Rockingham) 2004, Rockingham Beach Car Parking Strategy

UDLA (for City of Rockingham) 2015, Rockingham Beach Foreshore Master Plan

City of Rockingham 2010, Rockingham Strategic Metropolitan Centres Activity Centre Plan

City of Rockingham 2014 - Community Plan Strategy - City Centre Transport Strategy

Town of Cambridge 2010, Parking Management Plan Information Sheet 8

Donald Shoup 2005, The High Cost of Free Parking, APA Planners Press

WA Department of Transport 2015, Parking Guidelines for Activity Centres

11. Appendix 1 – Summary of Matters Raised During Consultation

No	Suitability of current parking	Other considerations	Measures suggested in the surveys to improve/enhance parking
1	Completely inadequate.	Lack of forethought for events and weekends by not opening the oval behind the Garry Holland centre has been detrimental to my business.	More parking and stop depending on hotel carpark. The oval needs to be opened for all public events and weekends over summer.
2	Insufficient parking along the foreshore and inadequate safe parking elsewhere currently. The more appealing the foreshore becomes, the more demand there will be.	Needs to be more pedestrian and cycle friendly to reduce the demand on parking. Safe and realistic alternatives to cars will be the only way to combat demand on parking and to reduce congestion.	Safe cycle lanes on the roads and perhaps more buses like the 555 to make more remote parking areas more acceptable. Monitor parking also as car break-ins away from the foreshore strip.
3	Virtually non-existent. Public park in carpark at 7 Railway Terrace and attending to other businesses and or beach.	Public are parking on private properties/footpaths and drive ways.	Provide adequate parking close to beach.
4	Need more Public Parking.	Increase parking or provide free bus transport.	More angle parking.
5	Inadequate.	No contingency for special event parking. Especially if the village green is being used for events. Also Parking street roadside parking is becoming an issue with the approval of multiple sites on single blocks. R40 etc.	Work with/give grants to the two private sites, Rockingham hotel and newsagents rear carpark between Rockingham Beach Road and Kent St, for remarking and effective layouts. Remove installation near tennis court on corner of Kent Stand Wanliss St and build multi-storey carpark.
6	Limited parking available on foreshore close to restaurants – parking limitations i.e. 2 hour only and for hospitality business get many complaints especially on weekend regarding no parking close – especially elderly/families with young children etc.	With for Foreshore redevelopment we will be losing a substantial amount of parking for restaurants situated on the foreshore at 1 Railway Terrace. Have looked at plans and new parking seems to be going at the Wanliss St end, which is fine for those business, but the majority of restaurants cafe's etc. are situated between Flinders St and Val St (where majority of parking will be going). This is going to make it difficult for the elderly/families with young kids etc. that can't walk too far and with not enough parking at the Railway Terrace end I believe business will lose customers – especially during the winter months (strong winds/rain etc.). Also with losing substantial parking at the Railway Street End. I know our suppliers with large delivery trucks are going to find it hard for delivery purposes when we have deliveries nearly every day including weekends. As a business owner I myself find it difficult to get parking close to my business (Sunsets). I have received many parking fines for parking longer than the 2 hours. Had previously made complaints only to be told that I should look at parking behind Dome Cafe off Kent St. That is all very well but certainly not walking to my car from the foreshore late in the evening.	Understand that losing parking is to try and get the Rockingham Beach area more pedestrian friendly but I think that no consideration has been given to the business at the Railway Terrace End as well as the elderly patrons that dine regularly along the foreshore. Look at building multi-level parking (paid parking) also free bus shuttle service i.e. running a circuit from Wanliss St – Kent St– Railway Terrace - Rockingham Beach Rd (also along the Esplanade and back).
7	N/A	The potential for parking along the Esplanade between Val St and Fisher St is that there are a lot of boats and trailers that drove along that route to be considered.	N/A

No	Suitability of current parking	Other considerations	Measures suggested in the surveys to improve/enhance parking
8	Without the use of the private parking bays provided the public parking is inadequate.	Should parking bays be made on the Esplanade they should be placed on the beach side so as to get maximum numbers.	More bays need to be provided and help given to organise and achieve the most bays out of private parking.

Table 1 – Feedback from On-line Survey – April 2017

No	Issue	Measures suggested in the workshops to improve/enhance parking
1	The parking surveys are misleading as they did not count the 'public parking' occurring at major private carparks including the Rockingham Hotel.	Hotel want greater control over its carpark – concerned that it is being used as a 'quasi-public carpark' at the expense of patrons who want to frequent the Hotel. Hotel approached the City about introducing a controlled access, user pay system where Hotel patrons park free of charge. Not supported by the City due to potential non-compliance with planning framework.
2	Parking enforcement at Rockingham Beach is inconsistent. Many workers in the area use the short-term parking.	Need more enforcement especially at peak demand times such as weekends. Stop abuse of 2P parking in Rockingham Beach Road.
3	The occasions when parking demand is heaviest is limited to events and on various summer weekend.	Temporary overflow parking should be provided with the Village Green (behind the Gary Holland Community Centre) being made available for events and on busy weekends. Allow temporary parking on the Oval for special events.
4	Directional signage to parking locations can be improved. Many visitors unaware of Village Green carpark.	More information and better signage needed, especially for temporary parking at peak times. Time restrictions should consider the prevailing commercial uses and allow 'high-turnover' shops to be adequately serviced
5.	The private parking, behind the shops fronting Kent, Railway and Rockingham Beach Road, could benefit from a coordinated response to design, maintenance, enforcement etc. This carpark can be at capacity on Sunday mornings when the Rotary Market is open (within the Village Green carpark).	Council to initiate negotiations on upgrade and better control with various landlords. Council to consider surfacing and linemarking private parking at back of retail tenancies.
6.	The Wanliss Street median (Kent Street – Patterson Road) could accommodate additional parking in the same configuration as the other section of Wanliss Street (Kent Street – Rockingham Beach Road). Formalised street parking (to create additional supply) could be provided at Harrison Street, Florence Street and Esplanade.	Redesign can increase the number of bays. Increase on street parking on Wanliss Street and Esplanade. Retain angle parking on Rockingham Beach Road. Conversion to parallel parking bays, will result in loss of > 70 bays. Consider converting Rockingham Beach Road to one-way. Improve pedestrian access across Flinders Lane.
7.	If visitors cannot find a convenient carpark they will travel to other centres. 8 x weekends a year when Waterfront Village is absolutely full	Temporary parking and better signage is necessary. Consider a shuttle bus for peak events. Temporary parking for car clubs on weekends.
8	No provision for bus/coach parking.	More convenient bus drop-off points.
9	Lack of parking on the southern side of Palm Beach Jetty.	
10	Need to monitor parking on private property so deck carpark is built before private carparks close.	
11	Patrons in winter reluctant to walk too far to Rockingham Beach Road.	Restrictions can be relaxed May–October.

12	Patrons will go elsewhere if pay parking introduced at beachfront.	
13	Public parking in Rockingham Beach Road and Railway Terrace is being used for all day parking by employees of businesses who have little private parking.	Need for more enforcement.

Table 2 – Feedback from Waterfront Village Sector Workshop – April 2017