

SUBJECT: CCL 24/11/20 - DRAFT PARKING PLAN - PUBLIC EXHIBITION

REPORT BY: GOVERNANCE
CONTACT: DIRECTOR GOVERNANCE / MANAGER TRANSPORT AND COMPLIANCE

PURPOSE

To place the draft Parking Plan on public exhibition.

RECOMMENDATION

That Council:

- 1 Place the draft Parking Plan at **Attachment A** on public exhibition for a period of six weeks.

KEY ISSUES

- 2 The way parking is managed has implications for a range of economic, environmental and social outcomes, including urban form, vitality of centres and travel choices. As such, it needs to be firmly aligned with the goals and objectives enunciated in City of Newcastle's (CN) key strategic documents.
- 3 At the Ordinary Council Meeting held on 26 May 2015, Council adopted a framework for management of on-street parking that sets triggers for intervention and responses based on achieving efficient utilisation of spaces. At a subsequent meeting held on 11 December 2018, Council resolved to authorise the Chief Executive Officer (CEO) to establish and operate or remove parking schemes.
- 4 Recent parking utilisation surveys undertaken in the City Centre and surrounding areas have indicated that interventions are required to achieve more efficient utilisation of spaces. Other local centres throughout the Newcastle Local Government Area (LGA) are now experiencing similar issues, albeit to lesser and varying extents.
- 5 The draft Parking Plan is a 10-year plan to guide parking management in Newcastle and support the vision for a smart, liveable and sustainable global city. It has been informed by a review of key regional and local strategic documents; research on active transport, parking issues and parking management; review of practices of other Councils; and outcomes of early engagement with a wide range of stakeholders.
- 6 Early engagement workshops indicated that stakeholders recognise that some form of parking restraint is required to achieve mode shift; consider that local reinvestment of parking revenue would increase appreciation of the merits of paid parking; and support greater transparency in decision making and early and ongoing engagement regarding changes to parking management.

- 7 The draft Parking Plan includes objectives and actions reflecting the key issues and challenges evident from literature analysis and engagement. It recognises that there are gaps in information and operational policies which need to be addressed and that measures can be taken in the short to medium term to better manage parking demand and utilisation and support overarching goals for mode shift and compact, walkable, mixed-use and vibrant centres.
- 8 The draft Parking Plan focuses on action to manage parking demand and utilisation. A target occupancy of 85% of spaces is widely viewed as the optimum capacity of on-street parking. That is, approximately one in seven spaces should be free. At this level, parking resources are well used but people can still easily find a space.
- 9 The draft Parking Plan supports parking access for residents and businesses, however, over time, aims to shift prioritisation to space for people (for people movement and improved amenity of public spaces) over cars to encourage mode shift to sustainable transport modes.
- 10 Charging the right price for parking – noting paid parking schemes have operated in Newcastle since 1957 – is an important mechanism to help manage parking demand. The draft plan proposes to develop a policy for local reinvestment of parking revenue, with consideration to be given to types of projects funded, spatial nexus for funds raised, and how projects will be identified and prioritised.
- 11 The draft Parking Plan references Movement and Place, a cross-government framework for planning and managing roads and streets in NSW. Movement and Place recognises that streets are places for people to live, work and spend time, and is about balancing the movement of people and goods with the amenity and quality of places.
- 12 During the COVID-19 pandemic in early 2020, CN modified its parking enforcement by taking a more relaxed approach to permissible parking offences and focusing on those offences that relate to the safety of road users and the general community. CN also introduced a free residential parking permit to key health care workers and emergency services personnel to help them respond faster to emergencies during the COVID-19 pandemic. This action led to some complaints from small business who felt the temporary approach saw a reduction of parking spaces available for customers.

FINANCIAL IMPACT

- 13 Costs associated with the exhibition process will be met within existing budgets.

COMMUNITY STRATEGIC PLAN ALIGNMENT

- 14 The draft Parking Plan is aligned with several strategic directions of the Newcastle 2030 Community Strategic Plan (CSP), including:

Integrated and Accessible Transport

- 1.3c Implement technology solutions to improve transport infrastructure and experiences and encourage mobility innovation.

Inclusive Community

- 4.2a Ensure people of all abilities can enjoy our public places and spaces.

Liveable Built Environment

- 5.2b Plan for an urban environment that promotes active and healthy communities.

Open and Collaborative Leadership

- 7.3a Provide opportunities for genuine engagement with the community to inform Council's decision-making.

IMPLEMENTATION PLAN/IMPLICATIONS

- 15 The actions in the draft Parking Plan will be delivered over multiple financial years. Actions that require funding will be identified in CN's Delivery Program and Operational Plans, allowing CN to undertake the actions as funding / resources allow.

RISK ASSESSMENT AND MITIGATION

- 16 The draft Parking Plan commits CN to work towards better management of parking in the Newcastle LGA based on an evidence-based approach reflecting best practice and community aspirations.
- 17 Parking management measures are often contentious. The draft Parking Plan commits to evidence-based decisions and outlines actions for ongoing education, communication and engagement.

RELATED PREVIOUS DECISIONS

- 18 At the Ordinary Council Meeting held on 26 May 2015, Council endorsed managing parking in the Newcastle City Centre and surrounding commercial centres as a travel demand management tool. Council adopted a framework for management of on-street parking that sets triggers for intervention and responses based on achieving efficient utilisation of spaces.
- 19 At the Ordinary Council Meeting held on 11 December 2018, Council authorised the CEO to establish and operate or remove parking schemes as provided under the Road Transport (General) Regulation 2013 within the Newcastle LGA.

CONSULTATION

- 20 At a Councillor Workshop held on 21 July 2020, Councillors were briefed on the development of the Parking Plan. Similar presentations were made to the

Liveable Cities Advisory Committee and Strategy and Innovation Advisory Committee in August 2020. Councillors were briefed on the draft Parking Plan at a workshop held on 17 November 2020.

21 A series of early engagement workshops with key stakeholders was held in September, to discuss the roles of parking in contributing to our vision for a smart, liveable, sustainable city, and explore challenges and opportunities. The workshops explored draft principles and issues around streetscapes, cycling, parking and implementation. Stakeholders consulted included:

- i) Transport for NSW
- ii) Department of Regional NSW
- iii) Hunter and Central Coast Development Corporation
- iv) University of Newcastle
- v) Property Council
- vi) Urban Development Institute of Australia
- vii) Newcastle Cycleways Movement
- viii) Hunter Business Chamber
- ix) Representative for Business Improvement Associations
- x) CN Liveable Cities Advisory Committee
- xi) CN Strategy and Innovation Advisory Committee
- xii) CN Cycling Working Party

22 Key outcomes of the workshops are summarised at **Attachment B**.

BACKGROUND

23 CN manages approximately 350 on-street pay-and-display ticket meters covering in excess of 2,800 on-street parking spaces across the Newcastle City Centre and its environs. Parking enforcement patrols are carried out across 11 areas in the Newcastle City Centre, a further 45 suburban areas, 11 suburban commercial centre off-street car parks, 10 private car parks and 67 primary and secondary schools.

24 Management of parking needs to be aligned with and complement CN's efforts to improve walking and cycling infrastructure and planning for compact, mixed-use neighbourhoods, and acknowledge the reality that provisions for sustainable transport access and the needs of different activity centres varies throughout the LGA.

OPTIONS

Option 1

25 The recommendation as at Paragraph 1. This is the recommended option.

Option 2

26 Council resolves not to place the draft Parking Plan on public exhibition. This is not the preferred option.

REFERENCES

Nil

ATTACHMENTS

Item 93 Attachment A: Draft Parking Plan

Item 93 Attachment B: Cycling and Parking Stakeholder Engagement Report

Item 93 Attachments A and B distributed under separate cover

ATTACHMENTS DISTRIBUTED UNDER SEPARATE COVER

CCL 24/11/2020 – DRAFT PARKING PLAN – PUBLIC EXHIBITION

PAGE 3	ITEM-93	Attachment A:	Draft Parking Plan
PAGE 24	ITEM-93	Attachment B:	Cycling and Parking Stakeholder Engagement Report

DISTRIBUTED UNDER SEPARATE COVER

ATTACHMENTS DISTRIBUTED UNDER SEPARATE COVER

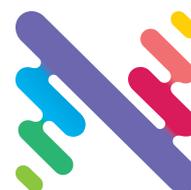
CCL 24/11/2020 – DRAFT PARKING PLAN – PUBLIC EXHIBITION

ITEM-93 **Attachment A:** Draft Parking Plan

DISTRIBUTED UNDER SEPARATE COVER

On the street

A plan to better manage parking
in the Newcastle LGA



City of
Newcastle

Contents

Message from the Lord Mayor	4
Message from the CEO	5
Introduction	6
Current situation	7
What you told us about parking	14
The importance of our streetscapes	16
The policy settings for parking are all in place	18
The case for change	20
Our plan to manage parking demand and utilisation	21
1. Improve parking controls for development	22
2. Manage parking demand	25
3. Charge the right price	27
4. Improve customer experience	29
5. Improve knowledge, data analysis and operational policies	30
6. Engage with stakeholders	32
Monitoring progress	33
References	34

Acknowledgement

City of Newcastle acknowledges that we operate on the grounds of the traditional country of the Awabakal and Worimi peoples. We recognise and respect their cultural heritage, beliefs and continuing relationship with the land and waters, and that they are the proud survivors of more than two hundred years of dispossession. City of Newcastle reiterates its commitment to address disadvantages and attain justice for Aboriginal and Torres Strait Islander peoples of this community.



We are committed to contributing towards achievement of the United Nations' Sustainable Development Goals (SDGs). We have adopted the SDGs and New Urban Agenda as cornerstones for our planning.

In September 2015, Australia was one of 193 countries to commit to the SDGs. These goals provide a global roadmap for all countries to work towards a better world for current and future generations.



Message from the Lord Mayor Nuatali Nelmes

The City of Newcastle is pleased to present our strategic Parking Plan 2021-2030 *On the street: A plan to better manage parking in the Newcastle LGA.*

This plan underpins a clear and consistent approach to parking throughout the City Centre and surrounding suburbs aimed at supporting our vibrant local businesses and protecting local residential amenity for those who call the city and surrounding suburbs home.

Importantly, our new plan for parking has been developed in close consultation with local businesses, communities, and key stakeholders, and focuses on managing parking demand and utilisation now, and into the future, as our City continues to grow.

A comprehensive parking demand and supply assessment covering the area from Hamilton East through to Nobbys and south to Cooks Hill, and the Hamilton and The Junction commercial areas has been undertaken.

This assessment indicates that perceived parking issues in Newcastle are related to management, rather than lack of supply.

It also indicated that concerns once raised only in relation to the City Centre, were becoming more prevalent in other local commercial centres.

To address this, City of Newcastle is committed to managing parking more effectively throughout the CBD while also ensuring that our local centres can thrive.

By carefully considering the amount, location and design of parking in new developments, we will ensure vitality of our City and surrounding suburbs and consistency with our strategic planning objectives for vibrant, connected and walkable neighbourhoods.

From feedback provided by local businesses, we know that promoting regular car parking turnover is crucial to achieving optimal utilisation of our existing on-street parking spaces.

By improving and properly managing parking demand and utilisation, we hope to support our community's aspirations for Newcastle to be a smart, liveable and sustainable global city.

Councillor Nuatali Nelmes
Lord Mayor of Newcastle



Message from the CEO Jeremy Bath

Filling 85% of car spaces is widely viewed as the optimum capacity for on street parking. Flip that number and it tells us that we need to ensure on a typical day in Newcastle, one in seven car spaces should be available for parking.

At 85%, parking spaces are well used but not so much that drivers can't locate a space reasonably quickly. Once occupancy levels go above 85%, the data tells us drivers become frustrated, often leaving. When they remain and commence circling the area waiting for an available park to appear, their presence can cause traffic to bank up.

In developing this new Parking Plan, City of Newcastle has looked to best practice examples and reshaped them for our local context. The Plan focuses on action to manage parking demand and utilisation.

Our City Centre has a long history of paid parking, with meters introduced in the 1950s. Charging the right price for parking – where paid parking schemes exist – is an important mechanism to help manage parking demand.

Importantly, this Plan proposes to develop a policy for local reinvestment of parking revenue, with consideration to be given to types of projects funded and how projects will be identified and prioritised.

We also want to improve the experience of the people who use parking and make better use of data to inform our management of parking spaces.

A holistic approach – which optimises our potential and the opportunities for our streetscapes, whilst recognising and addressing the challenges – is how we will 'flip the power' from a narrow perspective focused on vehicles, to a broader perspective focused on people.

Jeremy Bath
Chief Executive Officer



Introduction

City of Newcastle (CN), like many other cities and towns in Australia, and indeed throughout the world, is grappling with how to address high reliance on car use, given the adverse consequences cars can produce in densely populated urban areas.

How we manage parking supply, utilisation, location and price will support or undermine our efforts to become a smart, liveable sustainable city.

The quantum of parking, where it is located, what form it takes and how it is managed, have significant environmental, economic, social and health impacts. Some of these impacts are obvious, others less so. We can observe congestion arising from cars cruising around to find spaces, and the loss of active street frontages from large areas of at-grade car park. Less transparent, and perhaps not so immediate, are the costs of providing these spaces; impacts on our travel choices, our health, street amenity and the vibrancy of our centres.

Newcastle is a city in transition. While our city's history and geography is unique, there are relevant learnings from other cities that have had success with addressing the impacts of car use and made their city and local centres more vibrant places for people to live, work and recreate. We also need to continue to be flexible in our approach given the rapidly evolving space that is modern public transport in many parts of the world and the opportunities that improvements in technology are providing.

Our Newcastle 2030 Community Strategic Plan outlines a vision for Newcastle as a smart, liveable and sustainable global city in which walking and

cycling are viable choices for the majority of our trips. Our land use planning strategies reinforce compact mixed-use centres, that reduce travel demand. Parking management has implications for a range of economic, environmental and social outcomes, including our urban form, vitality of our centres and travel choices.

Determining the quantity, location and cost of parking are complex matters that are rarely resolved in such a way that satisfies all interested parties. Even though multiple parking studies have been undertaken in the City Centre, implementation of recommendations has been somewhat piecemeal.

Objectives for management of parking outside of the City Centre are not clear. In short, there is a lack of clear direction, policy and objective evidence on which to base decisions.

Our challenge is to provide enough parking spaces to support reasonable access by car, particularly where other options are limited, while making changes that support more walking, riding, public transport and shared arrangements. Further, we should make the best use and most efficient use of public space, and be able to adopt to a changing transport environment. While we do this, we need to inform and work with our community so that they understand our objectives and the evidence that sits behind our decision making.

We need to change. This Plan is a ten-year plan that will guide parking management and assist in shaping how our streets and public spaces are used, supporting our vision for a smart, liveable, sustainable city.

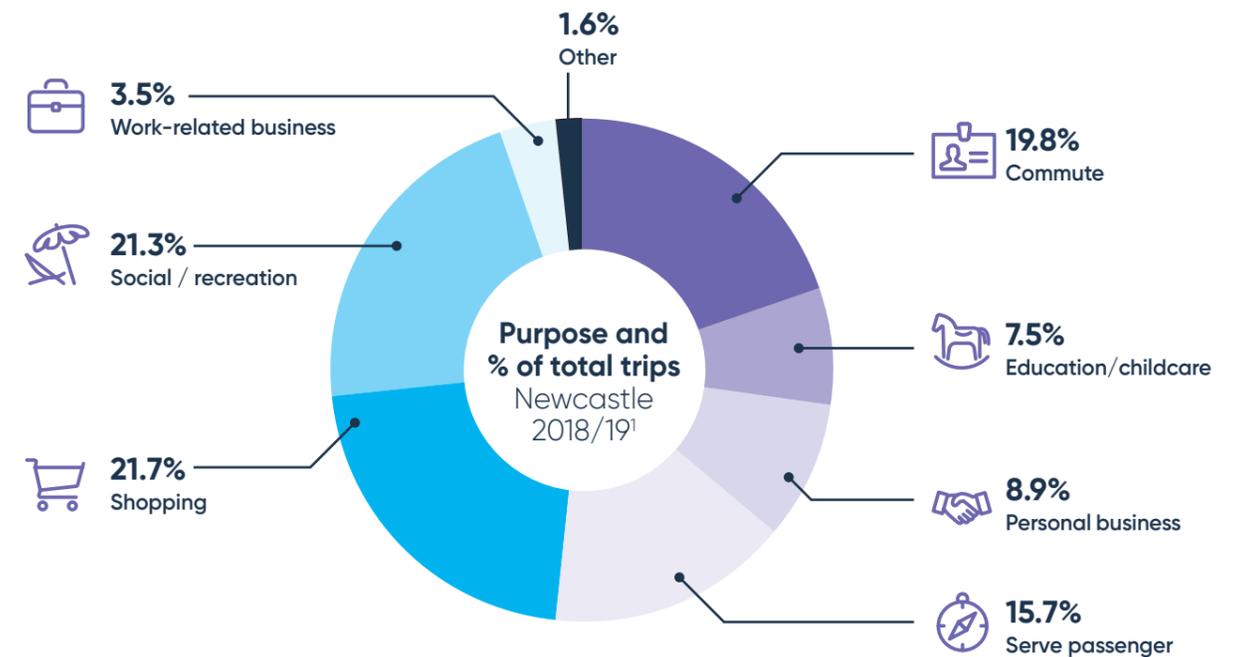
Current situation

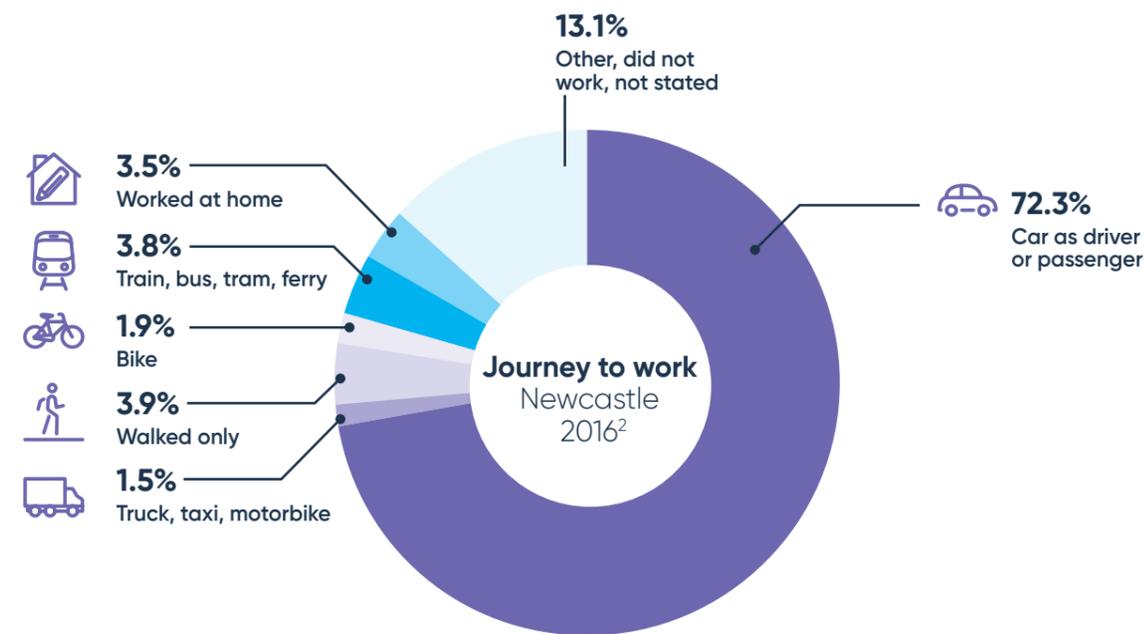
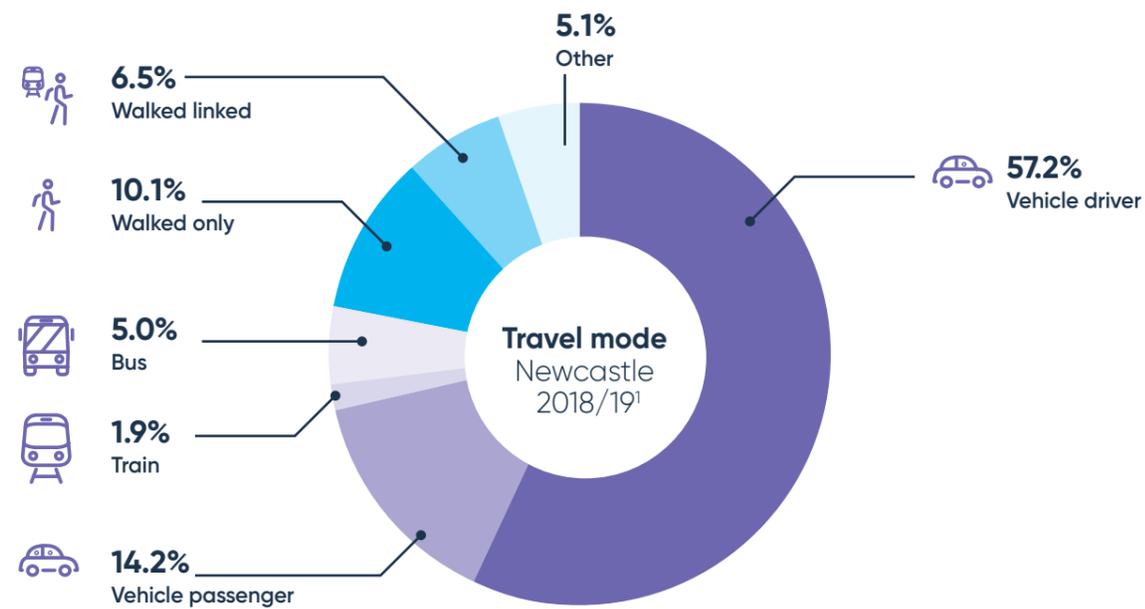
Travel patterns

At present, we are heavily reliant on private cars for the majority of our transport needs. While the NSW Government has primary responsibility for public transport, CN is largely responsible for walking and cycling infrastructure. With the majority of our trips being less than 10km, we know that there is significant potential for mode shift to walking and cycling. We will continue to advocate for improvements to public transport and over time, our land use strategies for densification and mixed use centres will reduce the need to travel. For the short to medium term at least, the majority of our community will continue to place great importance on access by cars and other motorised transport.

How do we travel?

Our use of cars for travel has been consistently high over the last two decades, for the journey to work, as indicated by Census data, and for all trip purposes generally, as indicated by the Transport for NSW Household Travel Survey. For the journey to work, decreases in mode share to public transport, walking and riding have occurred from 1996 to 2016, accompanied by increases in mode share to cars.





As for Greater Newcastle,³ the majority of trips in the Newcastle local government area are for discretionary purposes such as shopping or recreation. Generally, there is a greater ability to choose the destination and timing of travel with these trips, than for work-based trips. Over time, with better and safer infrastructure, more of these trips could be made by walking and riding.

Parking supply

Parking supply in the Newcastle City Centre and inner suburbs parking precincts is comprised of private and publicly accessible off street spaces (private residential, private commercial, at-grade off street car parks and publicly accessible off street spaces in buildings) and on street spaces. Numerous parking products apply, including unrestricted areas, five, 10, 15, 30 minutes and one hour free, time limited parking zones, and paid parking zones with varying time restrictions. In all 1P and 2P areas, 15 minutes of free parking is automatically offered to customers if they use the EasyPark app.⁴

The City Centre has a long history of paid parking, with meters introduced in the 1950s. From 1995, a series of consultants' reports has been relatively consistent in recommendations to expand paid parking areas, for pricing of on street parking higher than off street and gradual increases in parking charges. Implementation of recommendations has been somewhat more ad hoc and the outward expansion (and benefits) of paid parking indicated by these reports has not been realised.

Paid parking applies at:

- Honeysuckle
- The Foreshore
- Newcastle East
- City West and Civic Monday to Friday and Saturday mornings
- Newcastle East and The Hill Monday to Friday

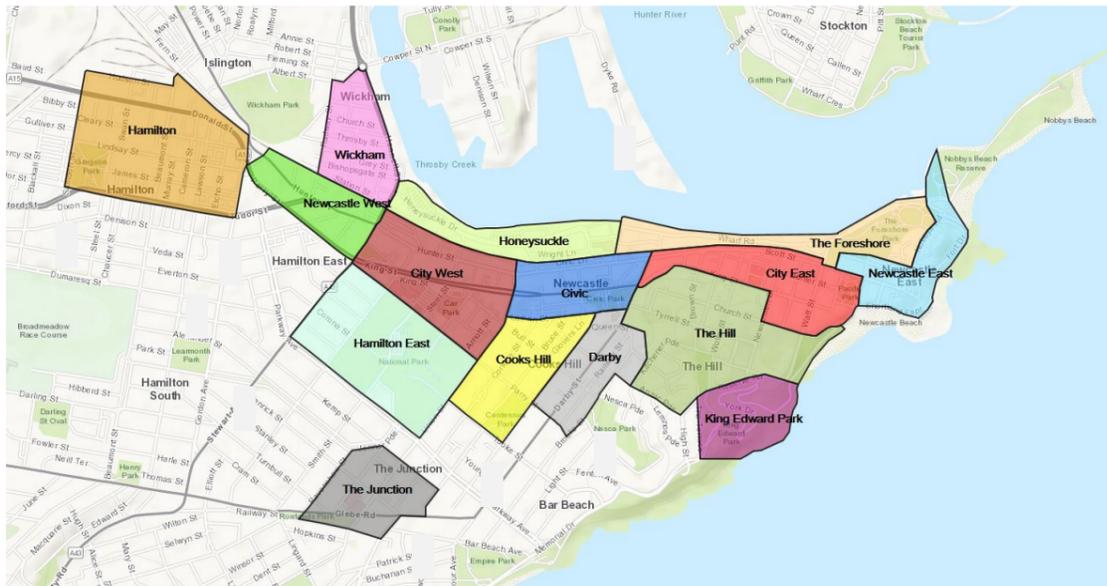
Utilisation of public parking (on and off street) has been surveyed relatively regularly, however, little is known about the total quantity and utilisation of private spaces.

Major changes have occurred to on street and off street parking since the development of the city's last parking strategy in 2015, with significant development in the Honeysuckle precinct, the city's hosting of temporary major events and construction and operation of light rail. These changes include:

- Closure of the Lee Wharf temporary car park
- Reduction in spaces at the temporary Throsby car park
- Removal of spaces on Hunter Street due to light rail development
- Closure of the 'David Jones' Car Park
- Opening of No. 2 Sports Ground for parking
- Closure of the Mall Car Park

Park and ride schemes have been trialled. Initiated by Transport for NSW in response to light rail construction impacts, the service was continued by CN until April 2020 when it was suspended due to COVID-19. University of Newcastle operates a limited free park and ride service for its students and staff between its City Centre and Callaghan campuses.

Prior to 2012, CN owned and managed three off street car parks in the City Centre. Two of these have since been sold to private operators. The third, the Mall Car Park, has been closed since March 2020. Where possible, on street and off street prices should be set to encourage long-term parking to occur off street. Coordination of pricing is challenging as CN is unable to set rates in private car parks, that now make up a large proportion of the off street supply.



Parking precincts

Long-stay and short-stay parking – Newcastle City Centre

Surveys undertaken in 2019 indicated 5,924 off street spaces and 10,604 on street spaces.⁵



Outside of the Newcastle City Centre, paid parking operates at the CN owned Blackbutt Reserve and in the privately operated Westfield Kotara (for stays longer than three hours).

Time restrictions apply in some main streets of suburban centres. Off street at-grade parking with time restrictions is provided at:

- Adamstown (Date Street)
- Hamilton (Cleary Street, James Street)
- Lambton (De Vitre Street)
- Mayfield (Dora Street, Victoria Street)
- New Lambton (Cromwell Street)
- Wallsend (Boscawen Street, Kemp Street, Dan Rees Street, Council Street)

Off street parking areas associated with recreational and sporting locations, such as car parks at CN pools, parks and beaches, are generally unrestricted.

It is apparent that some suburban centres are experiencing high demand and warrant close observation and survey in the short term. These include Islington, New Lambton, Mayfield and Tighes Hill.

Parking demand

Finalised and reported to Council in 2015, a comprehensive assessment of parking demand and supply covering the area from Hamilton East through to Nobbys and south to Cooks Hill, and the Hamilton and The Junction commercial areas, indicated that the 'parking problem' in Newcastle was primarily one of management, rather than lack of supply. It also indicated that issues once experienced only in the City Centre were becoming more prevalent in other commercial centres. It recommended a change in approach based on travel demand management.

Particular issues noted were that:

Parking is not yet managed as part of an integrated transport strategy for the entire city.

There is little real-time, easy to access information about available parking supply.

Commuters take up many premium parking bays in the early part of the day and CN has little influence over the provision of public transport or designated routes and frequency.

The implementation of user-pay parking and parking fees has not been based on strategic principles and on measured demand.

The method of monitoring compliance in non-metered areas is impractical.

Regular surveys of parking demand every three years would provide comparative results, which would assist to determine time and fee restriction amendments and the expansion of paid parking to manage demand and reduce spillover into unwanted areas.

Notwithstanding action to progress several of the recommendations made in the study, there has been little done to address the key issues identified.

2019 Parking survey

In line with the 2015 recommendations, surveys have been repeated, with the most recent undertaken in 2019. These were undertaken on a Wednesday, Saturday and Sunday. Analysis of results was undertaken by parking consultant APC.⁶

A summary of key issues identified for each precinct follows.

Precinct	Key Issues
Hamilton (1,992 on street and 191 off street spaces)	Precinct has high demand for short to medium term parking. Multiple streets have greater than 85% occupancy, including Lawson, Cameron, William, Bridge, Steel, Eddy, Swan, Devon, Hudson and Bennett streets.
Newcastle West (291 on street spaces)	The precinct has inconsistent time restrictions and parking is generally underutilised.
City West (949 on street and 1,348 off street spaces)	Demand in this area is for short and medium term parking. Sections of long term and unrestricted parking are inappropriate for this precinct. Generally, on street parking is underutilised, which may be due to multiple time restrictions causing driver confusion.
Honeysuckle (196 on street and 1,010 off street spaces)	Further parking management measures are required to support night-time economy, precinct visitation and activity. The wide range of time restrictions throughout the precinct likely contributes to driver confusion.
Civic (452 on street and 493 off street spaces)	8P on street parking encourages long term parking in a highly desirable short to medium term parking precinct. Further parking management measures are required to support night-time economy, precinct visitation and activity.
City East (933 on street and 900 off street spaces)	Several streets are averaging greater than 85% occupancy on Wednesday, including Hunter, Darby, Crown, Newcomen and Church streets. High average occupancy (greater than 85%) is also occurring on the weekend in some streets. There are multiple time restrictions and inconsistencies, which are likely to cause driver confusion. Pay parking provisions are inconsistent. Better parking management on weekends and evenings is needed.
The Foreshore (499 on street and 655 off street spaces)	Several streets have greater than 85% occupancy. Parking demand is high all week. More turnover of spaces is required to provide sought after short term parking.

Precinct	Key Issues
Newcastle East (704 on street and 489 off street spaces)	The precinct has very high on street occupancy, with several streets averaging over 85% on Wednesday.
The Hill (1,101 on street spaces)	Several streets are averaging over 85% occupancy. Multiple time restrictions apply. There is high demand for long stay parking in streets around King Edward Park.
King Edward Park (184 spaces)	Spaces are not used efficiently, with insufficient turnover of unrestricted areas.
Darby (526 on street and 164 off street spaces)	The off street car parks (Art Gallery and Civic) averaged greater than 90% occupancy on Wednesday.
Cooks Hill (404 on street spaces)	There is high medium term parking demand in the area. Several streets averaged greater than 85% occupancy.
Wickham (782 on street spaces)	The precinct has numerous streets of underutilised parking. While several streets average over 85% occupancy, the overall average on street utilisation is approximately 40%.
Hamilton East (821 on street and 421 off street spaces)	On street spaces are not used efficiently.
The Junction (770 on street spaces and 253 off street spaces)	While several streets have greater than 85% occupancy, they are not grouped but distributed throughout the precinct. A large proportion of on street parking is unrestricted and does not match the demand profile for short to medium term parking.

Other key issues noted were:

Forty percent of on street parking in the area is unrestricted. These spaces are not able to be well-managed for users. This figure is considered too high to ensure optimal turnover of parking spaces.

Numerous parking time restrictions create driver confusion. Reducing the number of time restrictions will provide better options for users and better management.

What you told us about parking

Early engagement workshops

In September 2020, we undertook early engagement with a range of government, business and other stakeholders through a series of workshops in which we discussed the roles of cycling, parking and our streetscapes in contributing to the outcomes we want for our city. Stakeholders consulted included:

- Transport for NSW
- Department of Regional NSW
- Hunter and Central Coast Development Corporation
- University of Newcastle
- Property Council
- Urban Development Institute of Australia
- Newcastle Cycleways Movement
- Hunter Business Chamber
- Representative for Business Improvement Associations
- CN's Liveable Cities Advisory Committee
- CN's Strategy and Innovation Advisory Committee
- CN's Cycleways Working Party
- CN staff

The early engagement workshops explored principles and issues around four key areas:

1. streetscapes
2. cycling
3. parking
4. implementation.

There was broad agreement that our streetscapes need to safely accommodate a range of uses and purposes, including walking, bike riding, travelling by car or public transport, parking, as well as contributing to our sense of community and facilitating business activity. The evolving transport scene globally was noted, with emergence of different technologies having potential to change how we move in the future.

It was acknowledged that our streets are a precious, finite – and public – resource, and that with constrained space, some trade-offs will be required. A prominent theme in many of the discussions was for greater consideration of people in our streetscapes – not just cars, and not just from an infrastructure perspective. It was also acknowledged that all streets are not the same – whether main roads or suburban streets – and therefore the needs of those streets are not the same. Explicit definition of a hierarchy of uses for the different types of streets in our city was suggested as a way to provide clarity about needs and opportunities.

While it was noted that many members of the community still have an expectation of free parking close to their desired destination, it was also noted that at large shopping centres (like Westfield Kotara and Charlestown Square) people often walk 500 metres from their car to a shop.

There was general support for encouraging parking space turnover through time restrictions, though restrictions should be developed considering the types of businesses in an area, noting that different areas may require different approaches. There was also a call for consideration of off street parking options, with some stakeholders noting underutilisation of commercial parking areas.

Developing the 'right price' for on street parking was viewed as challenging. Some commented that the price of parking should be positioned as more expensive than public transport, with others noting that parking needs to be equitable for all. One stakeholder suggested surge-based pricing. There was general agreement that parking should be for customers and patrons above business owners and employees.

The idea of investing parking proceeds to improve the streetscapes they are collected from was generally well received. Education and transparency of how the proceeds would be used were noted as important to the success of such an approach. Allowing some flexibility in the use of kerbside parking for local businesses or the community was also suggested (e.g. allowing pop-up activities).

Integration of parking with other transport modes, such as having parking available near public transport nodes or cycleways into the City Centre, was raised by several stakeholders as a means of transitioning to sustainable transport modes. Similarly, incentives for carpooling were also raised.

Evidence based decision making, community involvement and clear communication were seen as key elements in approaches to implementation of parking plans. Support for trial projects, the potential they afforded for data collection and development of sound justification for permanent measures, was raised in several forums.



The importance of our streetscapes

Parking and associated access areas consume considerable space – a standard on road space takes up approximately 15m², and a car space in a structure considerably more (approximately 35m²), accounting for access and manoeuvring. On street parking modifies a street's aesthetics, particularly from a pedestrian's point of view. On a typical street, on street parking accounts for approximately 25% of the road reserve space.

Streets are one of our most important public assets. They are in effect 'the veins' of our city, enabling movement of people, vehicles, goods, services and infrastructure. The way in which they have been designed and built affects our decisions about how we choose to move around, how easily we can incorporate physical activity into our daily routine, the quality of the air we breathe, exposure to the risk of a collision, our ability to interact with others and our general health and well-being.

Our streets are finite spaces with multiple demands on them. Trees and landscaping, wider footways, cycling infrastructure, public transport stops and seating, are all desirable streetscape elements that compete for space with parking. However it is clear that we cannot have all of these in our streets and public spaces or at least all cannot be equally prioritised.

For example, how space is allocated in a residential street may be quite different from how it is allocated in a mainstreet or local centre. How space is prioritised will be informed by the Safe Systems approach and the Movement and Place framework.

As indicated in the Practitioners' Guide to Movement and Place,⁷ the objective is to achieve roads and streets that:

contribute to the network of public space within a location, where people can live healthy, productive lives, meet each other, interact, and go about their daily activities

are enhanced by transport and have the appropriate space allocation to move people and goods safely and efficiently, and connect places together. Balancing movement and place recognises that trade-offs may be required to achieve a best fit for the objectives.

Particularly for our centres, the priority that we place on providing for people, as opposed to providing for cars, is key to how well the centre will function and attract people to visit and linger.

Challenges

Lack of knowledge about how and why people travel where they do can hinder our efforts to undertake works in the public domain. Many business owners consider that readily available, plentiful parking is essential to their continued operation and vitality of a centre and that decreases in provision would be detrimental. This is allied with opinions about the proportion of customers that arrive by car – figures which are often overestimated. The fact that the media and business owners express concern over parking suggests, as Marsden also observes, that we 'do not understand enough about how individuals respond to parking policy interventions nor how these responses interact with local circumstances, the availability of alternate transport modes or alternative destinations'.⁸

Various studies have shown that those who do ride or walk are better customers, spending more time in the area and more money over a period than those engage in drive-by shopping.⁹ In Good for Busine\$\$, Tolley found that many car-borne shoppers 'are "drive-through" shoppers, stopping to pick up one item on the way to their eventual destination, rather than people for whom shopping is their main purpose for visiting the area' and that retail vitality 'would be best served by traffic restraint, public transport improvements, and a range of measures to improve the walking and cycling environment'.¹⁰

Other than parking, the mix of goods that are on offer, the ease of getting around having arrived, options for access by alternative transport modes, amenity of the area – all of these factors influence functioning of the centre.

Opportunities

A range of factors influences an individual's decisions about how and when they travel. The viability of alternatives to private vehicles will vary depending on the individual, origin and destination and time. Making it easier to walk and ride are priorities for CN. We are endeavouring to address key barriers to increased participation in active transport, by working on connecting and expanding active transport networks and improving safety and amenity.

The infrastructure that we design and build now needs to cater for a wide range of likely future micromobility devices, such as e-scooters and cargo bikes. We need a degree of 'future proofing', not only in our public domain works but in development provisions.

CN has a limited role in public transport, but will continue to advocate and work with Transport for NSW for improvements. The NSW Government's Greater Newcastle Future Transport Plan outlines initiatives for improvements to bus services, investigation of light rail expansion and travel demand management measures to meet its 2056 targets.

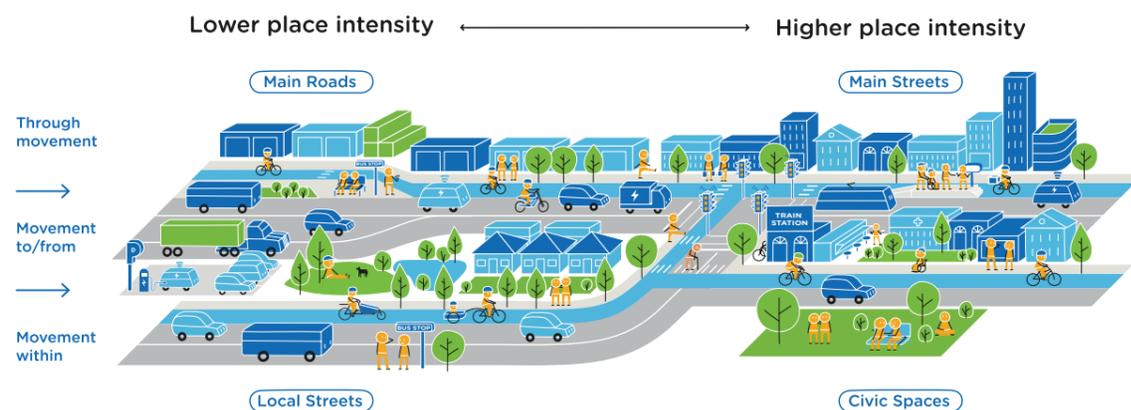
Through advocacy and direct action to improve walking and cycling networks, CN is working towards changes in mode share splits. That said, not everyone wants or is able to walk or cycle and if public transport is not viable, a reduction in single occupant car trips may be achieved through facilitating car pooling, car sharing and park and ride.

Over the last decade consumers have increasingly embraced new mobility options. With advancements in GPS and smart cards, car share has expanded rapidly and is now available in most capital cities, as are bike share schemes.¹¹ Carpooling, or ride sharing, can now be arranged virtually instantly via a smart phone. Ride hailing services such as Uber and Lyft have experience rapid growth. Mobility as a service is on the rise, with pilot programs operating in several cities around the world.

Autonomous vehicles have the potential to significantly change how we move. The NACTO Blueprint for Autonomous Urbanism indicates warns that AV technology 'must be harnessed to decrease driving, not to merely make long drives more palatable'.¹²

'City governments must work rapidly to change how street space is designed and allocated before yesterday's values become enshrined in tomorrow's concrete.'¹³

The Movement and Place Continuum



Source: Transport for NSW

The policy settings for parking are all in place

Our aspirations for parking in the Newcastle LGA align with a comprehensive suite of local, regional and state strategies.

High level alignment with the Newcastle 2030 Community Strategic Plan (CSP) is essential to the long-term implementation and success of the Parking Plan. The actions of this Plan have been designed to clearly integrate with the community objectives and strategies of the CSP across the seven strategic directions as well as the UN Sustainable Development Goals.

The strategic direction for transport in the Newcastle 2030 CSP is:

Transport networks and services will be well connected and convenient. Walking, cycling and public transport will be viable options for the majority of our trips.

Reduction in private vehicle use and shifts to active and public transport are central to CN's Newcastle Transport Strategy. It acknowledges the role of parking in influencing travel choices and commits to management of parking to improve the safety, accessibility, amenity and vitality of centres and encourage increased use of sustainable transport modes.

Sustainable Development Goals and New Urban Agenda

Newcastle is a United Nations city and has adopted the Sustainable Development Goals (SDGs) and the New Urban Agenda as cornerstones for planning. Achieving the SDGs and the New Urban Agenda requires partnerships between stakeholders, including all levels of government, community and the private sector. Initiatives in the Parking Plan align with and contribute to the realisation of the following SDGs:



Newcastle 2030 Community Strategic Plan

The Newcastle 2030 Community Strategic Plan outlines a vision for a smart, sustainable, liveable city in which walking, cycling and public transport are viable options for the majority of our trips.

The Parking Plan is aligned with the following community objectives and strategies of Newcastle 2030 Community Strategic Plan:

Objective 1.3: Safe, reliable and efficient road and parking networks

Strategy 1.3a: Ensure safer road networks through effective planning and maintenance

Objective 3.1: Public places that provide for diverse activity and strengthen our social connections

Objective 4.2: Active and healthy communities with physical, mental and spiritual wellbeing

Objective 5.2: Mixed-use urban villages supported by integrated transport networks

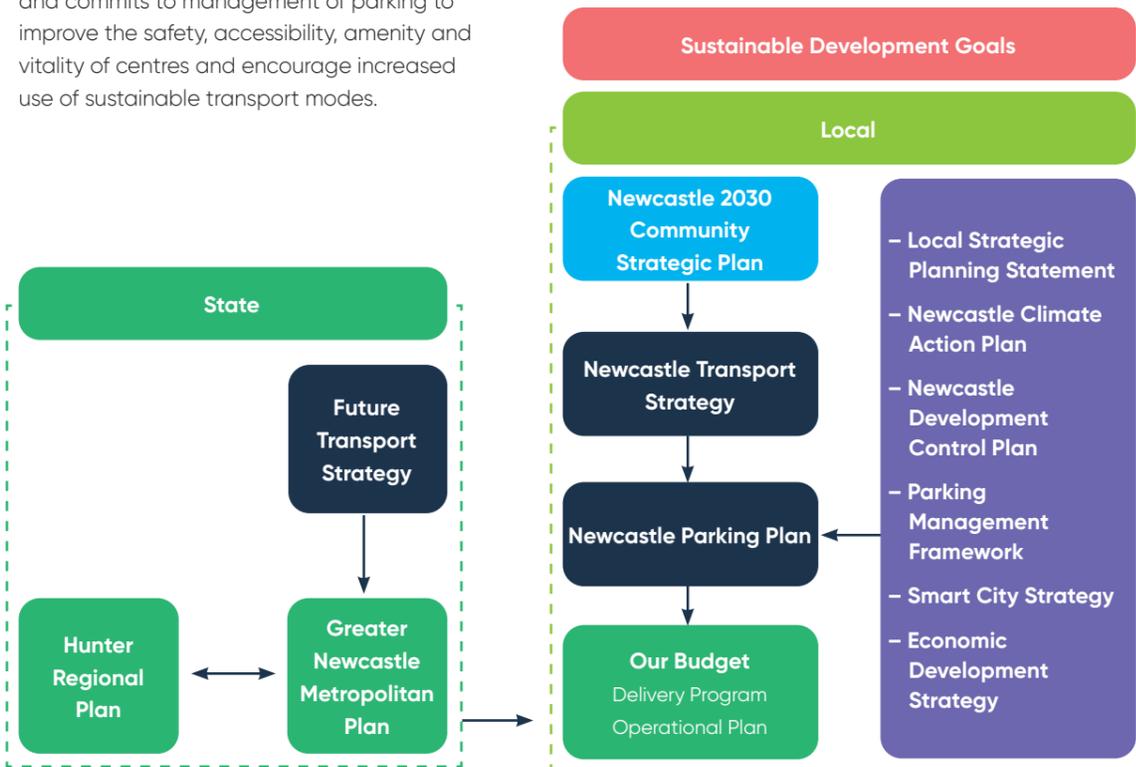
Strategy 5.2b: Plan for an urban environment that promotes active and healthy communities

Objective 6.3: A thriving city that attracts people to live, work, invest and visit

Objective 7.1: Integrated, sustainable, long-term planning for Newcastle and the Region

Strategy 7.3a: Provide opportunities for genuine engagement with the community to inform Council's decision-making

Strategy 7.3b: Provide clear, consistent, accessible and relevant information to the community



The case for change

Reinforcement of a hierarchy of centres, densification and integration of a mix of land uses are underlying principles of our Local Strategic Planning Statement and Local Environmental Plan. We are planning for growth, in jobs and population but do not want corresponding growth in private car use and its concomitant impacts. Pressures that were previously evident in the City Centre core are now manifest in many of the adjacent residential areas and commercial centres.

With recognition that catering for unconstrained population demand is unsustainable, and of the poor urban design outcomes of past approaches, cities throughout Australia and around the world are making concerted efforts to reduce private vehicle use. Travel demand management¹⁴ is the application of techniques and programs to achieve more efficient use of transport resources. It gives higher value trips and lower cost modes priority over lower value, higher cost trips with a corresponding hierarchy of walking, cycling, public transport and service vehicles over private cars.

Walking and cycling are the most sustainable modes of transport; they are accessible to the majority of people, offer significant health benefits and, given that the majority of trips in Newcastle are less than 10km, there would appear to be significant potential to substitute car trips for these modes.

However, desired mode share to sustainable transport will not be achieved without deterrents to unrestrained car use. Management of parking needs to be firmly aligned with, and complement CN's efforts to improve walking and cycling infrastructure and planning for compact, mixed use neighbourhoods.

There are inconsistencies in our current arrangements and practices. While overall goals for mode shift are clear in our overarching strategies, some of our development controls lack flexibility and clarity to readily support objectives, such as when a development proposes car parking provision lower than stipulated rates with supporting travel demand measures. In the absence of an endorsed user hierarchy, we have not consistently afforded people the priority they should have in decisions of how best to use our public space.

We have failed to manage knock on effects of parking restrictions applied on a street basis, in lieu of a more comprehensive area-wide approach. Drivers can park free of charge in many streets adjacent the Newcastle City Centre and in high demand areas such as Cooks Hill (e.g. Darby Street), The Junction (e.g. Union Street, Kenrick Street, Glebe Road) and Hamilton (e.g. Beaumont Street, Tudor Street, Donald Street). These are areas with relatively good public transport access. Free parking in these locations undermines efforts to encourage mode shift and contributes to more congestion as drivers cruise for a space.

Our population is growing. Most of our future development within the Newcastle LGA and especially the City Centre will be infill development. Our streets are largely fixed. We need to ensure our parking decisions complement and support other strategies for working towards a liveable, sustainable city. This is particularly critical in our centres. Vibrant, active, people-oriented, successful centres are not achieved by planning around cars and traffic. **Planning for people should be our focus.** This approach is a central tenet of recent guidance from the NSW Government, reflected across planning, transport and health agencies.

Our plan to manage parking demand and utilisation

Goal

City of Newcastle will manage parking to improve the amenity of our streets, support accessibility of our centres and to encourage mode shift to active and public transport.

Key themes

To achieve this goal, the Parking Plan is structured around six key themes:

1. Improve parking controls for development
2. Manage parking demand
3. Charge the right price
4. Improve the customer experience
5. Improve knowledge base, data analysis and operational policies
6. Engage with stakeholders

We will manage parking demand and utilisation in the Newcastle LGA by:

Carefully considering the amount, location and design of parking in new development to ensure vitality of centres and consistency with our planning objectives for compact, walkable neighbourhoods

Using technology, type and time restrictions and price, to promote turnover, achieve optimal utilisation and mode shift to sustainable transport

Ensuring our operational parking policies allow for a consistent approach to resolution of parking issues

Charging the right price for parking and establishing a model to reinvest paid parking proceeds to improve the streetscapes they are collected from

Engaging with local businesses, communities and stakeholders when implementing new or changed parking arrangements.

1. Improve parking controls for development

Objective 1:

Plan and manage parking controls to support CN's strategic objectives for mode shift to sustainable transport and best use of public space.

We acknowledge the role that parking plays in urban design outcomes and functioning of our centres. The amount, location and design of parking in new development will be carefully considered to ensure vitality of centres and consistency with our planning objectives for compact, walkable neighbourhoods. In our centres, we will prioritise space for emergency vehicles, walking and riding and landscaping, over private cars.

Parking in new development

Through our Newcastle Development Control Plan (DCP), we directly influence the supply of parking. The DCP contains objectives to facilitate increased modal share to public transport and to encourage consideration of alternatives to private vehicle ownership use and parking. It contains rates of car parking that are required in conjunction with new development, which, outside of the Newcastle City Centre, are largely based on the *Guide to Traffic Generating Development*¹⁵ and are, for the most part, indicated as flat rates. For the Newcastle City Centre, a flat rate of one space per 60m² of gross floor area is required for all development other than residential development. While variations to the parking rates can be considered where it is demonstrated this is appropriate, the process can be lengthy and uncertain. The parking rates in the DCP should be reviewed to ensure they are consistent with the objectives to encourage alternative modes of travel.

The availability of car parking strongly influences an individual's decision to drive, particularly so if it is cheap or free at the destination. A decision to own a vehicle is influenced by the ease with which they can park at their home. The consequences of supply focused policies has led to changes to policy, particularly in dense locations. Fixed rates based on a single land use can make future changes of use problematic. Abolishing minimum parking requirements, or stipulation of maximum rates, is becoming more commonplace in development controls. It is timely for CN to review rates and other aspects of development controls to ensure that our parking controls align with our transport and land use planning objectives.

To date, DCP provisions have required that each development addresses parking needs on a site-by-site basis. Consideration of parking on a precinct basis with consolidation of parking for multiple sites, has the potential for more efficient use of spaces. Similarly, an 'unbundling' approach, where parking spaces are separately titled from dwellings, will create a market for unused bays and improve utilisation.

Regional approach

The Greater Newcastle Future Transport Plan and the Greater Newcastle Metropolitan Plan are the overarching land use and transport planning documents for our region, developed in concert by Transport for NSW and the NSW Department of Planning and Environment. Both documents refer to cooperative work with Greater Newcastle councils to improve public transport services, active transport links and implementation of travel demand management policies and tools to response to growth in transport demand.

Park and ride

Park and ride facilities located at the right locations can effectively increase public transport patronage, provide decongestion benefits and improve accessibility for commuters who are not served by frequent public transport feeder services. They can effectively extend the market catchments for public transport.

Various locations for investigation have been suggested in past reports (in addition to the scheme for McDonald Jones Stadium), including District Park and the former BHP site. It is clear that such services are best managed by the NSW Government given its role as the overarching provider of public transport. Without a single master and decision maker, park and ride services have been viewed as a threat to existing public transport routes.

The Greater Newcastle Future Transport Plan¹⁶ acknowledges that a 'consistent approach to managing parking needs to be achieved and that it 'cannot be undertaken in one area and not others'.

Initiatives include:

Reviewing car parking provision across Greater Newcastle and limiting parking in centres where strong public transport exists and exploring opportunities for park and ride, car-pooling and car share services.

Encouraging and working with stakeholders to develop travel demand management policies (re-time, re-mode, re-route and reduce travel) such as promoting people working from home or working with employers to promote sustainable working and organisational practices, travelling in off peak periods or reallocation of road space to reduce the number of single occupant vehicle trips.¹⁷

Over time, policy decisions for parking provision, including supply restraint and pricing in the Newcastle City Centre, and unconstrained parking elsewhere, has been a factor in decentralisation of shopping activities. Where alternative locations exist to satisfy trip desires, restraint measures may lead to a change of destination, rather than a change in mode, reinforcing the need for region wide policy consistency.

Actions:

- 1.1 Review the Newcastle Development Control Plan provisions relating to access, parking and road space allocation. The review should consider, but not be limited to:
 - Rates of parking provision – their basis, whether a range is to be included, flat rate, maximum rate or abolishment of requirements and the areas to which they should apply
 - Provisions for flexibility in application of parking rates
 - Requirements for supporting documentation, included a parking control and management plan, to indicate how parking will be managed
 - Road widths and whether space for parking should be included on road
 - Identifying and reducing barriers to unbundling of car parking
 - Share parking
 - Provision for electric vehicles and car share parking.
- 1.2 Investigate the potential for parking consolidation and parking precincts, and their implications for development controls.
- 1.3 Undertake, in conjunction with Transport for NSW, analysis of trips patterns and determine appropriate location and feasibility of establishment of park and ride facilities. Sites for park and bike (with connection to key cycle routes) and park and car pool could also be considered.
- 1.4 Advocate to Transport for NSW to progress, in the short term, parking related actions in the Greater Newcastle Future Transport Plan.
- 1.5 Apply the Movement and Place framework and Safe Systems approach to guide decisions about repurposing parking spaces.
- 1.6 Apply a hierarchy of users, prioritising space for walking, riding, public transport, service vehicles over private cars, in our activity centres.

Orchardtown Road Local Centre

The Local Centres Public Domain Program guides the infrastructure renewal works in local and neighbourhood centres throughout the Newcastle LGA. There are 23 local centres (zoned B2 under the Newcastle LEP) and 24 neighbourhood centres, zoned B1, both of which are referred to as 'local centres' in communication with the community. In 2016, all centres were audited to visually assess and rate the centres based on criteria including activity, safety, amenity and aesthetics, to prioritise centres for action.

Blackbutt Village is dominated by vehicle movements and parking, to the detriment of safe pedestrian and cycle access and public amenity. At this location Orchardtown Road comprises three separate roadways with multiple conflict points between vehicles, pedestrians and cyclists. These significant safety issues are compounded by traffic volumes of around 4,000 vehicles per day on the central through road.

An online survey of Blackbutt Village Orchardtown Road was conducted in December 2017 to gain feedback from the community about issues related to the public domain and priorities for improvement. In June 2019, place experience surveys were conducted with 50 community members to gain further insights.

The community identified the following objectives for Blackbutt Village:

- A highly value local community hub
- A great place for customers
- Slower and enjoyable for walking and cycling
- Having balanced investment in movement and place

These insights, together with data from site analysis and the preliminary concept plans for a proposed cycle route from Grinsell Street to Rydal Street, New Lambton, were used to inform the draft Blackbutt Village Orchardtown Road Public Domain Plan and Traffic Plan. Exhibition results indicated a 50/50 split on proposals for an overall reduction in car parking to accommodate safety and amenity improvements. Parking occupancy surveys indicate that introducing and enforcing timed parking to prevent long stay commuter parking will balance the net loss of parking spaces by increasing parking vacancies.

2. Manage parking demand

Objective 2:

To manage parking demand to promote turnover and achieve optimal utilisation and support mode shift to sustainable transport.

Our management of parking complements other CN activities to improve conditions for walking and riding and reduce reliance on cars. We will use technology, type and time restrictions and price, to promote turnover, achieve optimal utilisation and mode shift to sustainable transport.

A target occupancy of 85% of spaces is widely viewed as the optimum capacity of on street parking. That is, approximately one in seven spaces should be free.

At this level, parking resources are well used but people can still easily find a space. Higher occupancy levels can lead to frustration. Drivers will leave or continue circulating and looking for a space. This 'cruising' for a space can contribute to congestion.

Availability of a proportion of spaces has the following effects:

- Elimination of cruising for parking
- Reduction in congestion
- Reduction in drivers' frustration
- Drivers are confident of finding a space to park within a reasonable time

Optimising turnover and utilisation

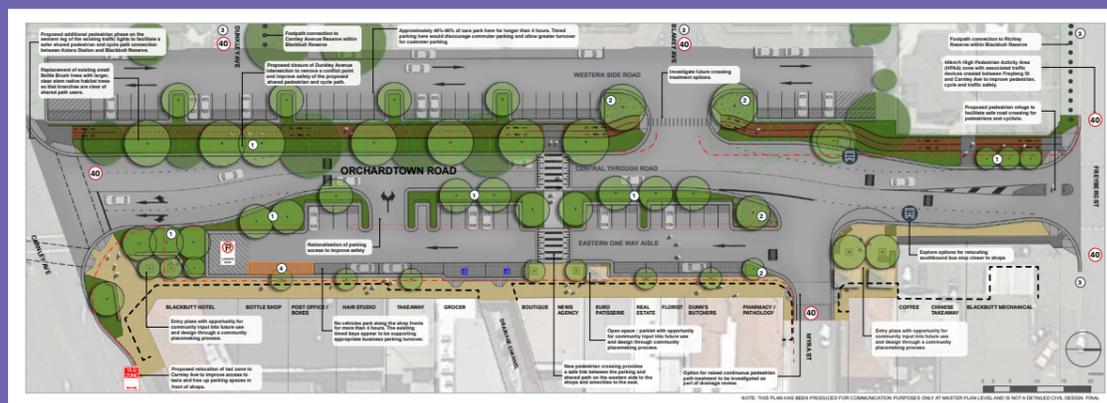
Multiple international studies suggests that motorists are not concerned with the quantum of parking on offer; they are concerned about how easily they can find a parking space¹⁸. Maintaining availability is the goal.

In response to recommendations made in the 2015 study of the Newcastle City Centre¹⁹, Council adopted a Parking Management Framework, which set out the trigger points at which changes to parking management should be considered. The framework²⁰ is shown below:

Newcastle Parking Management Framework

Trigger	Response	
	Unrestricted or time-limited parking areas	Existing pay parking areas
85% of spaces occupied	Introduce pay parking and shorter time limits	Increase parking fees and discourage long stay parking
75% - 85% of spaces occupied	Introduce shorter time limits	Increase parking fees
50% - 75% of spaces occupied	Periodic monitoring; survey every three years	Periodic monitoring
50% of spaces occupied	Increase the time period for parking from 2P to 4P; survey every five years	Reduce parking fees
Less than 20% of spaces occupied	Remove all parking time limits	Remove pay parking

The Parking Management Framework is based on the concept of maintaining operational efficiency, providing reasonable opportunity to access parking spaces. While payment for parking is considered best practice, the introduction of time limits can also be used to encourage turnover.



Orchardtown Road, New Lambton, Public Domain and Traffic Plan

Enforcement

Enforcement of parking restrictions is an essential component of parking management. It encourages turnover of vehicles, supports safety and access. Monitoring parking time limits and restrictions helps to maintain the viability of a commercial centre by maximising parking opportunities for customers and visitors to the many business and services being offered.

CN has an obligation to enforce the laws relating to motor vehicle parking and to manage public safety and traffic flow in accordance with:

Roads Act 1993

Road Transport Act 2013

Road Rules 2014

Local Government Act 1993

CN's Transport and Compliance service unit is responsible for the administration of motor vehicle parking on public land in the Newcastle LGA and the Parking Officers within this unit for monitoring and enforcement. Subject to agreement with the owner, CN also has the authority and delegation to enforce private car parks. The enforcement team operates between 6.30am and 7pm however the demand for an enforcement presence regularly extends beyond these hours.

Parking Officers undertake patrols of on street and off street parking, to ensure that parking spaces being used in accordance with the signposted restrictions. The restrictions may apply to the type of vehicle permitted to use the space, the time for which it can be used and/or fees that apply. The task of monitoring parking turnover and duration of stay is labour intensive however, technology in this space is rapidly advancing with the use of bay sensors and mobile licence plate recognition increasing within the industry.

Where parking signs indicate a time limit, such as 2P, a penalty applies if a vehicle is parked for longer than the period indicated on the sign as the maximum time for which a vehicle may be parked. 'Feeding the meter' is not an option. Measures to improve communication and education of parking rules and offences have been initiated.

Periodically, in response to community requests or as a proactive measure, Parking Officers will target specific illegal parking behaviour. These targeted responses are generally focused on improving safety and access. Examples include programs focusing on illegal parking around schools, parking on footpaths or across driveways and misuse of permits.

It is difficult to respond to all requests in a timely manner. Use of technologies such as in ground sensors and mobile licence plate recognition can potentially supplement foot patrols to improve efficiency of enforcement and coverage, facilitating a more proactive approach to parking enforcement and freeing up staff for other activities.

Actions:

- 2.1 Apply the Parking Management Framework in City Centre parking precincts to optimise utilisation and improve consistency of restrictions.
- 2.2 Undertake parking surveys in local centres to understand issues, challenges and opportunities to optimise utilisation and improve consistency of restrictions.
- 2.3 Investigate the feasibility of vehicle mounted licence plate recognition systems to complement current enforcement and collection of real time utilisation data.
- 2.4 Review allocation of kerbside space in local centres to better match allocation with adjacent land uses and facilitate flexible use.

3. Charge the right price

Objective 3:

To charge the right price for parking to help manage parking demand, and reinvest paid parking proceeds in the areas from which they are collected.

Payment for parking is considered 'one of the essential transport measures necessary to ensure the long-term viability of commercial centres'²¹. Properly designed paid parking provides the following benefits:

Increased turnover in parking spaces, which often has the effect of reducing traffic congestion by eliminating vehicles circulating in search of parking places

An accurate time check on parking duration, thereby simplifying enforcement

Discouragement of all-day or other long term parkers from parking in areas restricted for short term use

Reduction in the number of people required for time-limit enforcement

Reduce potentially market distorting subsidies that have induced excess auto travel

A source of revenue to the responsible authority that can be used to fund the provision of services to the public

The opportunity to impose price controls on the demand for kerb space. Maximum charges can be imposed where demand is greatest while lower charges can assist in redistributing demand to less competitive areas.

Different pricing models support different objectives, and a 'one size fits all' pricing structure is unlikely to be suitable for all locations. In general, pricing structures should allow for highest pricing closest to destinations and support customers and other short-term visitors ahead of long-stay commuters. On street parking should be priced higher than off street parking, to discourage cruising.

Consideration is to be given to flexible pricing structures that allow for variation in price according to demand and associated issues such as how precincts would be divided into price areas (with similar parking demand profiles), data requirements (occupancy surveys and their frequency) and communication of price changes.

Who pays for parking?

The true costs of parking are rarely apparent. They include land and construction costs, subsidies to cars over other modes, externality costs (pollution, congestion from traffic cruising) and opportunity costs.

Costs of parking can be separated into six broad categories:

Land costs

Design and development costs

Construction costs

Maintenance and operation costs

Decommissioning costs

Costs of environmental and aesthetic impacts

At grade parking areas consume approximately 35m² of space. The Austroads Guide to Traffic Management indicates that land and construction costs per parking bay range from \$50,000 to \$126,000²².

Parking spaces represent significant opportunity costs, taking up land that could otherwise be used for open space, other transport modes or higher, more productive uses. Provision of parking with development increases development costs, which are then passed on in goods and services sold.

Indirect costs fall disproportionately on low income households and unfairly on those that choose to walk, ride or use public transport.

Costs of externalities such as pollution and congestion are borne by the wider society.

When parking is provided without charge, the costs are borne indirectly by all of society.

Best practice parking management is to charge directly for using parking facilities. This is fairer and more efficient than paying indirectly.

Charging for parking is often politically contentious. Extensions to paid parking are politically unappealing, and even more so in the context of the disruption that has characterised the City Centre environment in recent years, with construction of light rail, Bathers Way and more recently East End development. Community support for such upheaval is especially unlikely if it is seen solely as a money-making exercise.

The parking literature indicates that charging for parking is perceived more favourably if a proportion of revenue is returned to the area in which it was generated. This sentiment was reflected in early engagement undertaken for development of this Plan. In the USA, these are known as parking benefit districts.

Further investigation is necessary. A potential model is to allocate revenue to a transport infrastructure reserve, to improve local amenity and access to public transport through financing of infrastructure such as local area traffic management devices and compliant public transport stops and other public domain improvements.

Actions:

- 3.1 Investigate pricing models and structures, including flexible, demand-based pricing structures for on and off street parking.
- 3.2 Develop a policy for local reinvestment of paid parking proceeds, with consideration to be given to types of projects funded, where funds raised are spent, and how projects will be identified and prioritised.

4. Improve customer experience

Objective 4:

Improve the customer experience through provision of clear information and uptake of available technologies.

We will provide clear information about our parking policies and management, and address inconsistencies in signage. We will make the best use of available technologies to streamline processes and improve efficiency.

Previous studies of parking in the City Centre and surrounds have noted confusing signage and lack of clear information. Some improvements have been made, however more can be done to ensure clarity and consistency in signage and information. This can be achieved by reducing the number of different zones, through removal or consolidation of parking restrictions and time limits.

Easy to access information about available parking supply is scarce. Improved on street wayfinding direction signage is required in most centres, with the integration of technology to provide real time information on parking space availability. Technology can be introduced to provide better wayfinding guidance, quicker location of vacant bays, more convenient forms of payment, better control of permit parking, and improved compliance with regulations.

'Smart parking', implemented through measures such as new sensors, meters, mobile phone apps and digital guidance systems, provides a range of benefits, including:

- Reducing time spent searching for a space (and so less congestion and emissions)
- Accurate sensing of parking space occupancy in real time
- Simplifying the customer experience
- Real time monitoring of parking activity
- Informing decision making through analysis of data.

The EasyPark mobile app has been in use in Newcastle for three years, allowing a simple to use, convenient option for payment of parking. Use of the app accounts for in excess of 40% of all pay parking transactions. The app also provides guidance to available parking, with real time data and predictive modelling indicating the likelihood of finding a parking space in the vicinity of the desired destination.

Future possibilities are for dynamic parking signs connected with sensors either on street and/or in various car parks to advise parking availability, with the real time status of parking spaces transmitted from sensors to a central control system. This would, in turn, update the parking spaces availability signage with information about the number and location of available spaces. In cities where such systems have been implemented, they have proven to reduce time spent cruising for space, thereby reducing environmental impacts, improving amenity and the customer experience.

Actions:

- 4.1 Undertake a communication and education campaign to inform residents and stakeholders of parking management measures.
- 4.2 Develop a consistent system to guide drivers to car parks. System is to include a suite of parking wayfinding signage, for CN, and privately owned public car parking facilities.
- 4.3 Develop and promote digital parking tools to enhance customer experience and flexibility, including options to identify and promote available parking, more convenient forms of payment and electronic permits.
- 4.4 Liaise with private parking operators and providers to offer better information about off street availability. Guidance, compliance and other technology should incorporate both on and off street parking to ensure that integrated comprehensive parking information is collected and relayed.
- 4.5 Monitor performance of parking infrastructure and replace/upgrade as required.

5. Improve knowledge, data analysis and operational policies

Objective 5:

To improve the knowledge base and policy framework for parking-related decisions.

Our decisions on parking issues will be evidenced based and transparent. Our operational parking policies will allow for a consistent approach to resolution of parking issues.

Operational policies

CN receives requests from businesses, residents and the general public for new, or changes to, parking restrictions. It is not always possible, or appropriate, to change parking restrictions or meet the customer's expectations because of competing demands and limited on street parking space. A consistent approach that explains how the various parking restrictions are applied and how they will be enforced is needed.

Parking data

We have undertaken regular surveys of utilisation of on street and public off street spaces in the City Centre, however, we do not have accurate figures on the total parking supply. Development of a database of on and off street parking will allow ready observation of trends and total parking supply. It will involve definition of parking precincts, baseline estimates of parking stock and coordination with development approvals to capture future parking proposals. Consideration is to be given to undertaking a comprehensive floor space study to establish overall parking supply.

Understanding behaviour

We need to better understand who is using our centres, why and how they get there (and their preferred modes if options are available) to better inform decisions about allocation of space and enhancement works. Centres across Newcastle are subject to different pressures and have varying standards of public transport, walking and riding provisions that could support changes in travel behaviour. Parking management measures need to respond to local circumstances, but be consistent in aim.

Permit schemes

Many people, mainly commuters, who require long stay parking in and near the City Centre, seek out free, unrestricted parking in the fringe areas, in preference to payment for parking.

There are currently 17 residential parking precincts and two exclusion zones in operation in Newcastle. They are generally an exemption mechanism, allowing permit holders unrestricted parking in areas otherwise controlled by timed and/or pay parking. The majority of the schemes are concentrated in close proximity to the City Centre and to Hamilton's main street, Beaumont Street. Schemes have also been implemented in Broadmeadow, Adamstown and Waratah.

When permit schemes were originally set up, the intent was to provide some assistance to inner city residents and manage competing demands for on street space by retaining some capacity for use by residents of each area and their visitors. A review of permit parking schemes and other forms of road occupancy licence that impact on parking supply was undertaken in 2017. The review indicated that the manner in which the schemes have been implemented has not been consistent and that this inconsistency tends to cause confusion and make management of schemes less efficient. CN's approach (and introduction of schemes) has been focused on commercial centres, which do not cover all significant land use activities which generate significant demand.

Actions:

- 5.1 Establish a comprehensive database of on and off street parking supply for the City Centre.
- 5.2 Undertake behavioural surveys to better understand who is using our centres, why and how they get there (and their preferred modes if options were available) to better inform decisions about allocation and management of parking spaces.
- 5.3 Review the boundaries of parking precincts and adjust as required.
- 5.4 Develop clear operational policies and procedures for application of reserved parking zones (loading zones, motorbike parking, mobility parking, taxi stands, buses and coaches, tour coaches).
- 5.5 Develop operational policies and procedures to support shared mobility, including car share.
- 5.6 Review operational policies and procedures for establishment of permit parking schemes.
- 5.7 Establish operational policies and procedures for responding to requests for review of parking conditions in centres.
- 5.8 Establish a program for review and assessment of parking and access in local and neighbourhood centres, incorporating collection of information about the purpose of visitor trips.
- 5.9 Prepare access and parking management plans for our local centres.
- 5.10 Undertake regular data analysis and reporting to inform and adjust parking approaches.

6. Engage with stakeholders

Objective 6:

To engage with local businesses, communities and stakeholders when implementing new or changed parking arrangements.

Through our early engagement in developing this Plan, we clearly heard that people want to be informed and involved, and decisions need to be open and firmly based on data.

Decisions on parking are made on a daily basis, by individual officers, advisory groups and the elected Council. We will undertake engagement in line with the scale of the issue and proposed response, prior to making changes, unless immediate action is required to address a safety issue. Minor changes may involve introduction of a loading zone, taxi zone, or changes to time restrictions on a street or several street sections in a specific area. Major changes may involve restrictions across a centre, residential area or introduction of fees. All changes involving prescribed signage requires consideration by the Newcastle City Traffic Committee. Our approach for minor and major changes is outlined below.

Minor changes:

Following analysis of issue, report to Newcastle City Traffic Committee

Letters to affected stakeholders with details of proposal, known impacts and link to web page

Engage over a four-week period

Collate responses, prepare modified proposal if required and report to Newcastle City Traffic Committee for endorsement

Major changes:

Collection of data

Early engagement

Analysis of responses, preparation of proposals

Report to Newcastle City Traffic Committee

Engage over a four-week period

Collate responses, prepare modified proposal if required and report to Newcastle City Traffic Committee for endorsement

Actions:

6.1 Undertake engagement with the community and stakeholders when implementing parking management measures, commensurate with the scale of change.

Monitoring progress

The objectives and actions outlined in this Plan will be translated into specific, time-based actions and tasks as part of future Delivery Programs and Operational Plans.

We will ascertain progress on achieving our objectives through a range of measures covering:

Parking utilisation

Perceptions

Mode share

Measure/indicator	Baseline/latest available data	Data source	Frequency
Parking utilisation			
Parking utilisation in accordance with Parking Management Framework	2019 survey data	Surveys by CN or consultants	2-3 years, or as required by each precinct in accordance with the Parking Management Framework
Mode share			
Decrease in proportion of journeys to work by car (driver or passenger)	72.3% (2016 Census)	ABS Census	5 years
Increase in proportion of journeys to work by public and active transport	9.6% (2016 Census)	ABS Census	5 years
Perceptions			
Improved customer perceptions about parking availability		CN engagement	2 years
Improved perceptions by community about parking engagement		CN engagement	
Improved perceptions by community about parking information			

References

- 1 Refer to <https://profile.id.com.au/newcastle/travel-to-work>, Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id , the population experts, accessed 25 October 2020.
- 2 Source: <https://www.transport.nsw.gov.au/data-and-research/passenger-travel/surveys/household-travel-survey-hts/household-travel-survey-1>.
- 3 Greater Newcastle refers to the local government areas of Cessnock, Lake Macquarie, Maitland, Newcastle and Port Stephens.
- 4 Where on-street bays are not marked, the number is estimated by measuring kerb length and dividing by the parking bay length nominated in Australian Standard 2890.5 2020 for a parking bay length.
- 5 APC, 2020, Analysis and Review of Parking Survey Data
- 6 APC, 2020, Analysis and Review of Parking Survey Data
- 7 Government Architect NSW and Transport for NSW, 2020, Practitioners' Guide to Movement and Place, p. 9
- 8 Marsden, G. R., 2006, 'The evidence base for parking policies – a review', p. 18, http://eprints.whiterose.ac.uk/2023/2/ITS15_The_evidence_base_for_parking_policies_UPLOADABLE.pdf, accessed 25 October 2020
- 9 <http://content.tfl.gov.uk/walking-cycling-economic-benefits-summary-pack.pdf>, accessed 19 September 2020
- 10 Tolley, Dr Rodney, 2011, Good for Busine\$\$ - The benefits of making streets more walking and cycling friendly – Discussion Paper. National Heart Foundation of Australia, p. 5
- 11 Bykko, in partnership with Transport for NSW, launched an e-bike share scheme in Newcastle in 2018
- 12 National Association of City Transportation Officials, 2019, Blueprint for Autonomous Urbanism, Second Edition, p. 12
- 13 National Association of City Transportation Officials, 2019, Blueprint for Autonomous Urbanism, Second Edition, p. 10
- 14 Travel demand management (TDM) may also be referred to as transportation demand management or mobility management. It emphasises the movement of people and goods, rather than motor vehicles, and so gives priority to more efficient modes (such as walking, cycling, carpooling and public transit), particularly under congested conditions.
- 15 Other than for the Newcastle City Centre, car parking rates are based primarily on the Roads and Traffic Authority, 2002, Guide to Traffic Generating Developments, Version 2.2.
- 16 Transport for NSW, 2018, Greater Newcastle Future Transport Plan, p. 121
- 17 Transport for NSW, 2018, Greater Newcastle Future Transport Plan, p. 57
- 18 See, for example, Rye, T., 2010, 'Parking Management: A Contribution to Liveable Cities, Module 2c Sustainable Transport: A Sourcebook for Policy-makers in Developing Cities', GTZ Transport Policy Advisory Services, Federal Ministry for Economic Cooperation, Bonn, Germany.
- 19 Luxmoore Parking and Safety, ARRB Group, 2015, The City of Newcastle, Parking Study, Newcastle City Centre and Surrounding Suburbs
- 20 The application of the framework was recommended in the 2015 study by Luxmoore Parking and Safety, ARRB Group, The City of Newcastle, Parking Study, Newcastle City Centre and Surrounding Suburb, in which acknowledgement was made to Willoughby City Council.
- 21 Austroads, 2020, Guide to Traffic Management Part 11, Parking Management Techniques, p. 11
- 22 Austroads, 2020, Guide to Traffic Management Part 11, Parking Management Techniques, p. 144



ATTACHMENTS DISTRIBUTED UNDER SEPARATE COVER

CCL 24/11/2020 – DRAFT PARKING PLAN – PUBLIC EXHIBITION

ITEM-93 **Attachment B:** Cycling and Parking Stakeholder Engagement Report

DISTRIBUTED UNDER SEPARATE COVER



City of
Newcastle

Cycling and Parking

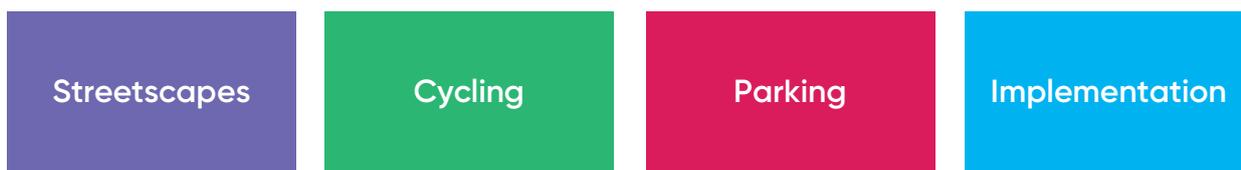
Stakeholder engagement report

City of Newcastle is updating two key plans, the Cycling Plan and Parking Plan, which support our aspirations for Newcastle to be a smart, liveable and sustainable global City.

To inform development of the two draft plans, City of Newcastle (CN) held a series of workshops with key stakeholders in September 2020.

The purpose of the workshops was to discuss the roles of cycling and parking – and our streetscapes in general – in contributing to the City we want today and need for tomorrow, and to explore the challenges and the opportunities.

The workshops explored draft principles and issues around four key areas.



This report outlines the draft principles and summarises stakeholder feedback in these four areas.

We consulted:

- Transport for NSW
- Department of Regional NSW
- Hunter and Central Coast Development Corporation
- University of Newcastle
- Property Council
- Urban Development Institute of Australia
- Newcastle Cycleways Movement
- Hunter Business Chamber
- Representative for Business Improvement Associations
- CN Liveable Cities Advisory Committee
- CN Strategy and Innovation Advisory Committee
- CN Cycleways Working Party



Streetscapes

We focus on the highest and best use of our streetscapes, which are a finite, precious resource.

Our streetscapes are a significant contributor to the economic, social and physical wellbeing of our City.

We realise the fantastic potential for Newcastle to shift to sustainable transport modes, which is a clear community priority.

We balance and resolve the 'competition between users' to optimise the design, management and benefits of our streetscapes.

What we heard:

There was broad agreement that our streetscapes need to safely accommodate a range of uses and purposes. These include walking, bike riding, travelling by car or public transport, parking, as well as contributing to our sense of community, facilitating business activity and allowing for future trends such as the emergence of micromobility options. Several stakeholders suggested CN turn to best practice examples, both locally and internationally, to help guide the Plans.

Some stakeholders suggested our streetscapes should give greater priority to people over cars, and most stakeholders agreed that bringing the community on this journey and driving behaviour change is critical to successfully transitioning the community to more sustainable transport modes. Trials were suggested as a means of fostering behaviour change.

Balancing needs and reducing conflicts to improve safety were raised in most workshops. Some stakeholders suggested a hierarchy is needed to better define how our streetscapes could work, while acknowledging that what works in the city centre may not work in the suburbs and vice-versa.

One element some stakeholders said was missing in the Streetscape principles is environmental considerations, noting the importance of trees in streetscapes. Better defining what is meant by *highest and best use* was also suggested as an improvement to the Streetscape principles.

Cycling

We plan cycling as an integral component of our streetscapes and our approach to sustainable transport.

We improve safety and comfort to increase the participation in cycling.

We provide safe cycling infrastructure to connect the cycling network, including our local centres.

We want to normalise cycling and walking for short trips.

What we heard:

While the principles were supported overall, there was a call to focus on normalising cycling first. Leveraging the health benefits of bike riding was not seen as strong enough on its own to promote participation. The focus should be on improving safety and providing education. Youth were suggested as a good target for campaigns to normalise bike riding, either through initiatives to support riding bikes or scooters to school or through improved driver education training.

Across many of the workshops, integration of cycling with public transport was important. This was expressed as cycling being part of the journey and that secure bike storage is essential at key transport nodes. End-of-trip facilities including bathrooms and lockers were also suggested more generally, with secure bike storage again emphasised.

Improving connectivity was raised in most workshops. Signage and availability of information about cycling routes were viewed as having important roles to play in this regard.

A number of stakeholders commented on the different types of people who ride bikes (e.g. commuters, fitness riders, families, weekend riders) and noted that their different needs and preferences should be addressed in the Plans. Comment was also made more broadly around terminology, *cycling* and *cyclists*, and the negative connotations these may evoke. Discussion also took place around whether micromobility options should be considered alongside cycling.

From the cycling community, there was a call to reduce dependency on cars and this was mirrored among some other stakeholders who suggested measures that make driving less appealing. Some cycling stakeholders noted that shared paths are not cycleways and expressed a preference for cycleways separated from both motorists and pedestrians. Others from the cycling community suggested existing infrastructure could be modified to improve safety and reduce conflict between users.

Parking

We plan parking as an integral component of our streetscapes and our approach to sustainable transport.

We provide parking with a focus on demand management, not demand satisfaction.

We charge the right price for kerbside parking.

We reinvest paid parking proceeds to improve the streetscapes they are collected from.

What we heard:

Across many of the workshops, stakeholders commented that convenience is key when it comes to parking with many in the Newcastle community expecting free parking very close to their desired destination, with a perception that business relies on parking at the doorstep. These views are challenged by a comment from one stakeholder who noted that at large shopping centres (like Westfield Kotara and Charlestown Square), people often walk 500 metres from their car to a shop.

There was general support for encouraging parking space turnover through time restrictions, though restrictions should be developed considering the types of businesses in an area, noting that different areas may require different approaches. There was also a call for consideration of off-street parking options, with some stakeholders noting underutilisation of commercial parking areas.

Developing the 'right price' for on-street parking was viewed as challenging. Some commented that the price of parking should be positioned as more expensive than public transport, with others noting that parking needs to be equitable for all. One stakeholder suggested surge-based pricing. There was general agreement that parking should be for customers and patrons above business owners and employees.

The idea of investing parking proceeds to improve the streetscapes they are collected from was generally well received. Education and transparency of how the proceeds would be used were noted as important to the success of such an approach. Allowing some flexibility in the use of kerbside parking for local businesses or the community was also suggested (e.g. allowing pop-up activities).

Integration of parking with other transport modes, such as having parking available near public transport nodes or cycleways into the City centre, was raised by several stakeholders as a means of transitioning to sustainable transport modes. Similarly, incentives for carpooling was also raised.

Implementation

We plan our projects in accordance with agreed Council priorities and best practice requirements.

We engage early and regularly with project stakeholders.

We optimise the benefits of our projects by addressing multiple projects.

We outline the evidence and need for change and explore the 'trade-offs' between different issues.

What we heard:

Across almost all workshops, early engagement where key stakeholders and the broader community can help shape and provide feedback on key strategic directions and initiatives in the Plans was strongly supported. Care needs to be taken to ensure a diverse range of stakeholders are engaged. Bringing the community on the journey through consultation, education and communication of key initiatives was viewed as essential in building trust and driving behaviour change.

Several stakeholders called for evidence-based decision making, where initiatives are trialled and data gathered to help evaluate their effectiveness. Pilots and staging were suggested by many, with this approach viewed as useful in demonstrating benefits to the community.

Stakeholders suggested CN needs to be clear about what is under our remit and identify the priorities within the Plans. Some stakeholders called for CN to be bold in this regard, acknowledging this may involve challenging conversations along the way. More broadly, some stakeholders noted a holistic approach is required that ties back to the CN Transport Strategy.

Next Steps

CN will consider stakeholder feedback in finalising drafts of the Cycling and Parking Plans.

The draft Plans are expected to go on public exhibition for community feedback from late 2020.