



**WARRNAMBOOL**  
CITY COUNCIL



**CITY CENTRE PARKING STRATEGY**  
**SEPTEMBER 2015**

## Glossary

A glossary has been provided below to assist with understanding of parking terminology

<b>Word</b>	<b>Description</b>
<b>Short term parking</b>	2 hours or less, often used by visitors to the City Centre, this may include shoppers, customers and clients, courier drivers, taxis and others.
<b>Long term parking</b>	3 or more hours, often used by employers, employees, customers and clients of businesses and residents living in the City Centre.
<b>On-street parking</b>	Includes 45 degree angle, parallel or centre of road parking.
<b>Off-street parking</b>	Includes mostly 90 degree parking located in the centre of a grid or city block, often at the rear of on-street buildings
<b>Parking demand</b>	The amount of parking that would be used at a particular time, place and price.
<b>Parking supply</b>	Provision of parking spaces.
<b>Parking turnover</b>	Refers to how often a parking space is used by different motorists.

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## 1. Introduction

The Warrnambool City Council (Council) has developed this City Centre Parking Strategy to provide direction and the strategic framework for the future supply and improved management of on and off street parking in Warrnambool's City Centre.

Council considers parking an important function of its services it provides. The 2013 – 2017 Council Plan (Amended 2015) states as a priority for Council to:

*'Adopt a car parking strategy as an adjunct to the City Centre Revitalisation Plan.'*

The development of this Parking Strategy will achieve this objective.

In 2012, Council developed the City Centre Revitalisation Structure Plan (the Structure Plan) to guide future developments and improvements to the city. The Structure Plan is the overarching policy for the City Centre. It lists parking as one of five themes under its objectives and strategies in the Structure Plan, stating as one of its objectives to:

*'Support a program of improvements to the amenity, quality of the public realm, public transport and car parking access and safety and security.'*

Warrnambool's community also consider parking a priority. As part of Council's recent City Centre Renewal consultation, improvements to car parking featured prominently in community feedback.

The scope of the Parking Strategy encompasses the area of Raglan Parade, Banyan Street, Merri Street, Henna Street and to the Hospital on Ryot Street.

Figure 1 – Warrnambool City Centre



There are various forms of at-grade level car parking in the city. These include short term and long term parking and off-street and on-street parking as described in the glossary.

Parking provides an important function for the City Centre, its visitors, residents and a diverse range of businesses. It provides motorists with a facility to park their vehicle when visiting the City Centre. Public surveys conducted in February 2015 showed the majority of short term visitors come to the City Centre for shopping, followed by professional services, eating and entertainment. Long term parkers also make up a considerable portion of parkers, with over 1000 long term car parks provided for mostly City Centre employees.

Council has increased its supply of parking in the City Centre, from an estimated 3500 public car parks in 2009 to 3800 today. The majority of these car parks are owned and managed by Council.

As the road manager, and in interest of traffic flow, Council has a duty to cater for the diverse range of short term and long term parking in accordance with State regulations and legislation, and Council Local Laws and policies.

Council must also take into consideration the City's projected growth and plan for parking demand into the future. Warrnambool's economy is dominated by service based industries such as health care, social assistance, financial services, education and training. These sectors account for over two thirds of Warrnambool's employees. According to the Warrnambool Economic Profile – Industry and Employment (RDV 2013), Warrnambool is likely to benefit from further expected growth in health care, social assistance and professional services until at least 2031. This will have repercussions for the City Centre.

Council must also take into consideration population growth for the City and the region. The Warrnambool City population is estimated to be 33,501 (as at June 2014) and is forecast to grow to 43,807 by 2031 (id.forecast). Warrnambool has a regional catchment area in the order of 120,000 people and our City is expected to attract the vast majority of the region's population growth over the next 15 years.

The Parking Strategy provides the framework to improve parking management for the visitors of today and plan for the projected parking demand for the City Centre in the future.

## 2. Methodology

The Parking Strategy has been developed by Council officers following an analysis and review of the current parking situation. The process involved the following:

- 4 workshops with Councillors to identify current parking issues and future opportunities.
- Consultation with the general public and the business community, which included:
  - Surveys of 237 City Centre visitors to identify parking behaviours and perceptions and test potential parking initiatives.
  - Surveys of 37 City Centre businesses to identify issues, opportunities, parking behaviours of staff, customers and clients.
  - Establishment of a working group to oversee the process to develop the Parking Strategy, particularly consultation.
  - Focus group meeting with local businesses to test potential initiatives, marketing programs and joint promotions.
- Engagement of an independent traffic engineer to undertake a traffic and parking analysis. Titled '*Warrnambool Traffic & Parking Analysis Study 2015*' (Ratio 2015) the investigations included traffic and parking analysis on Thursday 30 April and Saturday 1 May 2015. Council also reviewed the '*Warrnambool Traffic and Parking Analysis: Findings and Recommendations Report: For City of Warrnambool*' (Ratio 2010).
- Engagement of an independent consultant to conduct a peer review of the Parking Strategy.
- Year to year parking trends provided by financial reports and yearly occupancy surveys.
- Reviewed other Council policies and the Warrnambool Planning Scheme.
- Investigated other cities parking management.
- Consultation with Council officers.
- And usage of data provided by new ticket machines in centre block off-street car parks.

Further consultation was undertaken as part of the exhibition of this Parking Strategy for public comment from the 3-28 August 2015.

### 3. Parking Review

Council Officers, along with independent Traffic and Planning consultants, undertook a process to analyse and review the current parking situation to inform the development of this Parking Strategy. Part of that process included consultation with Councillors, Council Officers, the general public and businesses on parking in the City Centre.

#### Key Findings

Below are the key findings of the parking supply and demand review:

- Short term areas highlighted in pink and red in Figure 3 & 5 show high to very high parking demand. Meter feeding may be compounding the problem. Nearby short term off-street car parks are generally underutilised. Coles/Younger and Ozone generally have higher occupancy throughout the year.
  - Figure 3 shows free parking in on-street parking areas which includes 2P (2 hour), 3P (3 hour) and P (all-day) has very high occupancy, with poor turnover of vehicles in 2P and 3P areas.
  - The Railway Precinct is experiencing very high parking occupancy. Council Officers observations indicate many of these are rail commuters, South West TAFE employees and students, and other City Centre employees utilising free parking in the area on weekdays and weekends. Refer to Figures 3 & 5.
  - Weekday long term parking management is in high demand in mid-west to south sections of the City Centre. Increasing parking supply in the area will assist.
- Liebig Street, from Raglan Parade to Timor Street; Koroit Street, from Kepler to Banyan streets; and Lava Street, from Liebig to Kepler streets are experiencing very high occupancy on weekdays and weekends. Consider strategies to improve turnover and promote use of off-street car parks.
  - There appear to be spill over parking issues in Henna Street, from Koroit to Timor streets.

Figure 3 - Parking demand 1.00pm Thursday 30 April 2015

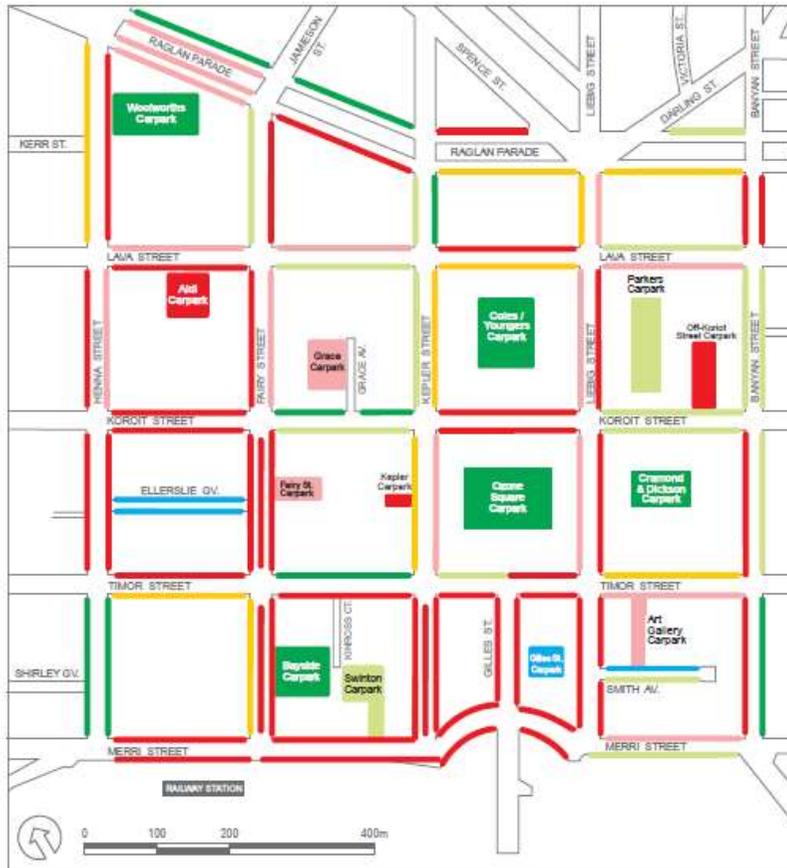


Figure 4 - Parking demand 6.00pm Thursday 30 April

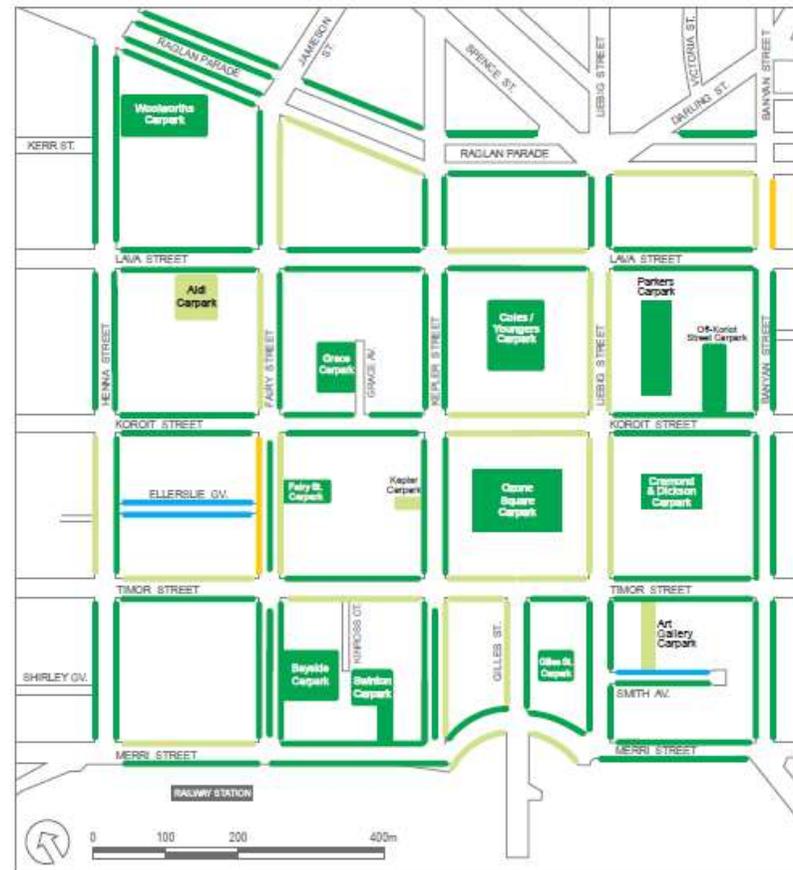


Figure 5 - Parking demand 1.00pm Saturday 1 May 2015



Figure 6 - Parking demand 6.00pm Saturday 1 May 2015



**LEGEND**

- |   |  |
|---|--|
| <span style="display: inline-block; width: 15px; height: 15px; background-color: red; border: 1px solid black;"></span> Very High (>90%)        | <span style="display: inline-block; width: 15px; height: 15px; background-color: lightgreen; border: 1px solid black;"></span> Low (50% - 64%) |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: pink; border: 1px solid black;"></span> High (75% - 80%)       | <span style="display: inline-block; width: 15px; height: 15px; background-color: green; border: 1px solid black;"></span> Very Low (<40%)      |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: yellow; border: 1px solid black;"></span> Moderate (65% - 74%) | <span style="display: inline-block; width: 15px; height: 15px; background-color: blue; border: 1px solid black;"></span> Not Available         |

Key findings continued:

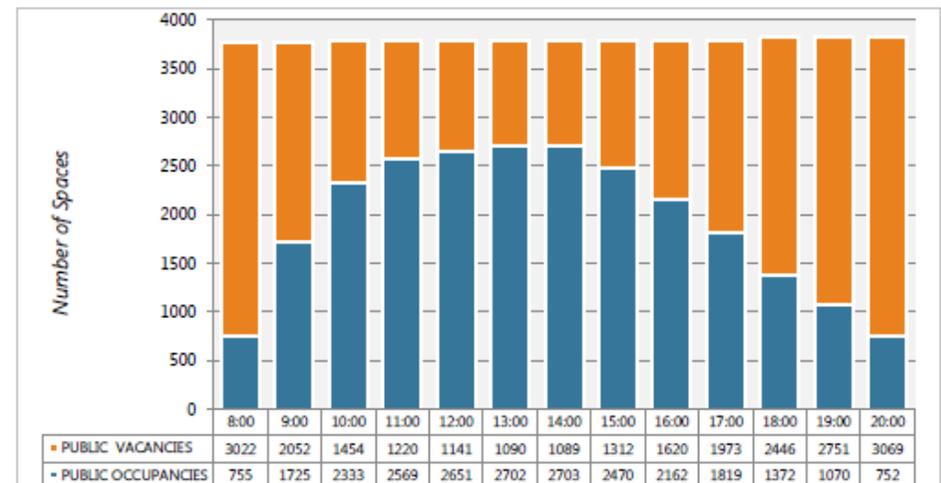
- While Figure 6 shows there is high occupancy in Koroit Street and Kepler Street on weekends (as shown in pink), there is good parking availability in many locations. Further monitoring of vehicle occupancy in Liebig Street between Timor and Koroit Street is required, which is anecdotally an area of usually very high use on nights of weekends and weekdays.
- Short term off-street occupancy, with the exception of Coles Younger/Target, experienced low or very low occupancy on weekdays and weekends. Note free parking was available in all off-street car parks on weekends and on-street after 12.00pm on Saturdays. There is an opportunity to further promote availability of off-street parking on weekdays and free weekend off-street parking to reduce on-street demand.

A trial of free 1 hour parking in Parkers was underway during the development of the Parking Strategy. The trial showed some positive signs with increased visitation during week 1, 2 and 9 of the trial, while week 3 to 8 appeared to show no increased visitation. It is recommended that the free parking trial in Parkers is extended until March 2016 to further determine operational impacts, abuse of the system, effect on on-street demand and benefits of the choice of a free parking option over time. This should be provisional that the trial extension is provided at no impact to the 2015/2016 parking income budget and a project budget is allocated for the costs of the extended trial.

The typical weekday (Thursday) peak parking demand for the Study Area was recorded between 1.00pm and 2.00pm, at which time a maximum of

2703 of the 3792 publicly available car parking spaces were recorded occupied. This represents a peak parking occupancy rate of 71% as shown in Figure 7.

Figure 7 - Temporal Profile of Parking Demand: Thursday 30 April 2015



When comparing parking demand with the temporal profile, car parking pricing and time limits, particularly in very high to high occupancy areas, appear consistent to promote turnover and availability to motorists.

Car parking demand slightly increased between 2009 and 2015. The supply of additional car parks has resulted in reduced occupancy, therefore improving availability for motorists - a positive outcome for the City Centre. This is reflected in Table 1.

Table 1 - Peak hour parking supply and demand comparison

	Thursday 30 April, 2009	Thursday 30 April, 2015
<b>Study Area Car Parking Supply (spaces)</b>	3491	3792
<b>Study Area Peak Car Parking Demand 1.00-2.00pm (spaces)</b>	2642	2703
<b>% Occupancy</b>	76%	71%

Council conducted parking surveys with the public and businesses in February and June 2015 to inform the Parking Strategy. Below are the key findings of the public consultation surveys:

- Majority of visitors spend 1 hour or less parking.
- Shopping is the predominant reason for visiting the City Centre.
- There is a high car dependency for users visiting the City Centre.
- Majority of parkers spend less than 2 minutes searching for a park.
- Majority of motorist's park within one block of their destination.
- Majority of respondents are very familiar with parking locations, general availability and payment methods.
- Good awareness of free parking areas on weekends.
- Fair awareness of 1000 free car parks and willingness to use.
- Good public support for \$2 all day parking.
- Good public support for free parking initiatives.
- Poor public support for boom gates in off street car parks.
- Location and availability of space is more important than price.

- Poor satisfaction for areas with higher on-street and off-street parking prices

The key findings of the business surveys were:

- There is a strong car dependency for people commuting to work with 92% of respondents driving.
- The majority of respondents appear willing to walk up to 1- 3 blocks for free or \$2 all-day parking but not 4 blocks.
- When asked why they chose to drive to the City Centre when compared to other forms of transport such as walking, cycling and catching the bus, 60% of respondents indicated they like to do other tasks.
- Payment by coin at parking meters is the predominant method of paying for parking.
- Location of car park, price of parking and availability of space are the most important factors to motorists when choosing a park (in order of importance).
- 54% are satisfied with the availability of parking in on-street areas.
- 54% have not experienced difficulty parking in off-street areas.
- 71% believe the price of parking discourages their customers/clients to visit the City Centre.
- Continuation of free 1 hour parking trial in Parkers, reduction in car parking fees and fines, and regular turnover of vehicles in on-street areas to improve availability were considered most likely to result in customers/clients visiting the City Centre more often (in order of importance).
- Majority strongly support promotion of alternative parking and education of businesses and staff on meter feeding.



Table 2 - Key findings of current parking management strategies

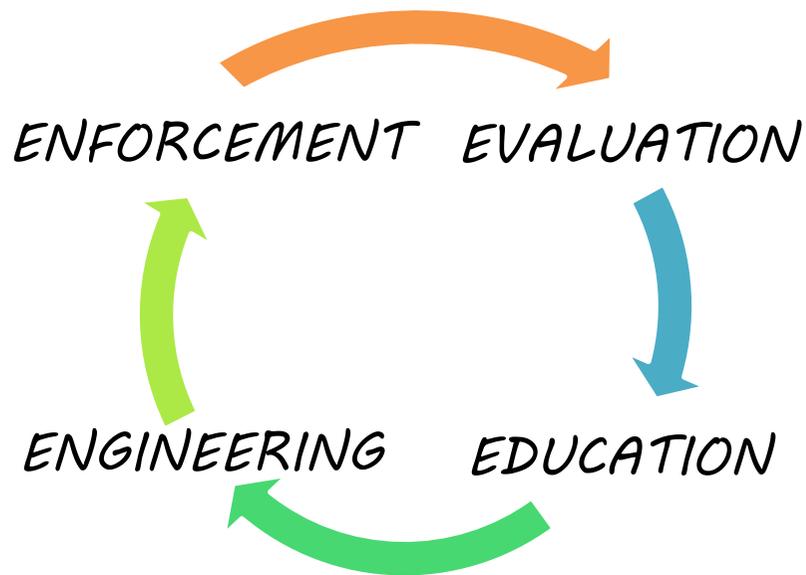
<b>Parking strategies</b>	<b>Key Findings</b>
<b><i>Parking Pricing</i></b>	<p>The current sliding scale of where parking is most expensive in popular central streets then decreases as you near the less popular perimeter is consistent and efficient in turnover and promotes availability, while providing good choice of paid or free parking alternatives for motorists.</p> <p>The current system promotes user pays principles in priority areas and efficient use of Council's assets.</p> <p>In 2010 Council created the Parking Fund. The Fund reinvests parking fees into parking and infrastructure projects for the benefits of motorists and visitors to the City Centre. Awareness of the Fund is poor.</p> <p>At the current price of parking and parking supply and demand forecasts, Council must be efficient in its investment of the Parking Fund.</p> <p>Reduction of long term parking from \$4.20 to \$2 a day in over 200 car parks is popular with the public, but presents issues of cost recovery and presents challenges for promotion of alternative transport when parking is cheaper than the \$4.40 all-day return bus trip.</p>
<b><i>Time management</i></b>	<p>Occupancy results suggest current short term time limits are appropriate in most areas and promote turn over. Continue to monitor.</p> <p>23 all-day parking spaces in Liebig Street between Merri and Timor streets are inconsistent with uses in the area such as public access to the Civic Centre, Library, Art Gallery and Light House Theatre.</p> <p>Issues of low occupancy in the 4P area in Ozone. Anecdotal comments imply the area is functioning as an all-day car park through meter feeding.</p>
<b><i>Parking supply and demand</i></b>	<p>There is an adequate supply of short term parking and long term parking.</p> <p>Council has met forecast demand projections for long term parking with the recent Fairy Street and Grace Avenue car park construction.</p> <p>The installation of new ticket machines in off-street car parks has provided Council with transactional data. This has improved Councils understanding of parking demand and trends in these car parks.</p> <p>While recent construction of the Grace Avenue car park assisted with supply to meet forecast demand, at the current price of \$2 a day, the payback period for construction of the car park is an estimated 27 years.</p>
<b><i>Parking enforcement</i></b>	<p>Promotes compliance with the Vic Road rules, turnover of vehicles and improved availability for motorists in popular parking areas.</p> <p>Council has used strategies to educate motorists on the Victorian Road Rules resulting in reduced enforcement required in areas where new parking management strategies have been introduced.</p>
<b><i>Parking information</i></b>	<p>Improves motorists' awareness of parking choices and relevant road rules.</p> <p>Has included signage, maps, flyers and letters where parking changes have occurred or when looking to promote available off-street car parks.</p>
<b><i>Parking infrastructure</i></b>	<p>New ticket machines with credit card facilities and promotion of pay-by-phone has improved choice for consumers to pay and monitor their parking sessions in off-street location. This promotes improved occupancy in off-street areas and promotes reducing demand in on-street areas.</p>
<b><i>Parking Initiatives</i></b>	<p>Recent initiatives such as the installation of new ticket machines in off-street car parks. These machines offer credit card payments, weekly tickets and the ability to pay by phone which encourages motorists to change behaviour and park in off-street areas.</p>

## 4. Policy Framework

The City Centre is a site of constant change. New commercial developments, new businesses, population growth, the economy, even the weather influence motorists' parking behaviours, creating a dynamic parking environment.

It is important Council is appropriately equipped to manage change and strive for continual improvement in parking. Below is a framework provided to assist Council in managing change:

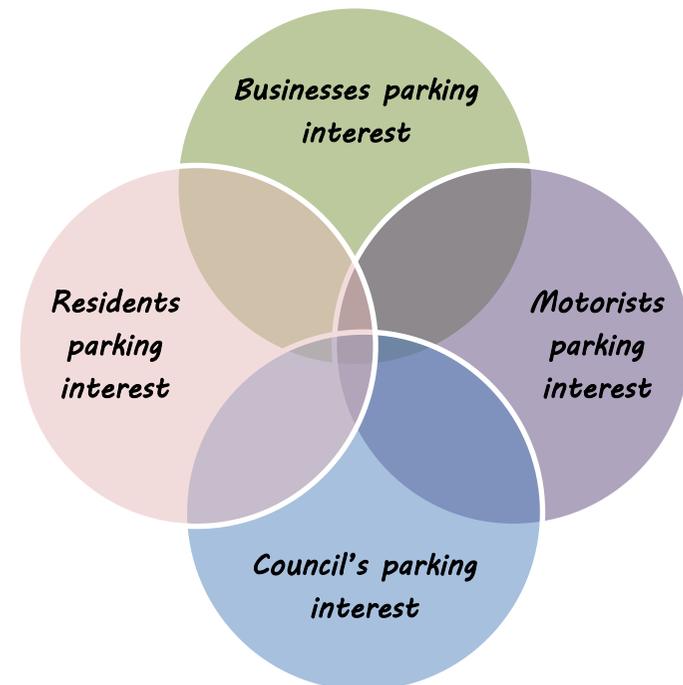
Figure 10 - The 4 E's Framework



The 4 E's Framework is particularly useful for Council when evaluating parking issues and proposing to change parking behaviours.

Amongst the mix of businesses in the City Centre are residential housing and accommodation facilities. These include a small number of detached dwellings, units and apartments including residential living above some commercial premises. Figure 11 demonstrates the variety of stakeholder that must be considered in parking management.

Figure 11 - City Centre Parking Stakeholders



## Vision

Council has utilised findings from its parking review and consultation, including 4 workshops with Councillors, to develop a vision and goals for parking in the City Centre. Council's vision for parking in the City Centre is to:

***Manage parking to provide information and choices for various transport and parking alternatives to promote City Centre vibrancy, economic prosperity and efficient supply and use of parking facilities.***

## Goals

The goals of the City Centre Parking Strategy are to:

- a) Improve parking convenience, availability and accessibility for short term parkers to visit and enjoy the City Centre, by providing a variety of parking alternatives including location, price and payment options.***
- b) Reduce traffic congestion and parking demand by improving pedestrian connections to increase park and walk behaviours and encouraging sustainable transport alternatives such as buses, walking and cycling, particularly for long term parkers.***
- c) Improve awareness of the Victorian Road Rules and parking management to encourage change in parking behaviours, improve compliance and vehicle turnover.***
- d) To efficiently manage Council's parking assets and Parking Fund to provide adequate parking which will meet short term and long term parking demand while not detracting from the City Centre vibrancy and amenity.***

## Principles

Council will be guided by the following principles in the management of City Centre parking:

- 1. Provide convenient and accessible parking opportunities for motorists with various price & payment options.***
- 2. Reduce parking demand by increasing park and walk behaviours and sustainable transport outcomes such as public transport, cycling and walking.***
- 3. Manage parking supply and demand to improve availability and enhance the vitality and amenity of streetscapes in the City Centre through the efficient use of car parks as public assets.***
- 4. Efficiently invest parking income from the Parking Fund to improve City Centre infrastructure and timely finance initiatives to meet the forecast parking demand.***
- 5. Ensure the price of parking and the investment of the Parking Fund is promoted, clear, transparent and easy to understand.***
- 6. Parking management is consistent, equitable and appropriately applied to promote vehicle turnover and availability.***
- 7. Business and motorist parking initiatives are conducted in accordance with other principles & are conducted at no recurrent budget impact.***
- 8. Enhance accessibility and safety for all, including those with disabilities, pedestrians and cyclists.***
- 9. Follow the 4 E's principles of Evaluation, Education, Engineering and Enforcement when introducing parking changes.***
- 10. Continue to renew infrastructure and introduce new parking technology and management methods. This will increase efficiencies and knowledge on the parking situation thus improve informed decision making.***

## Management Strategies

It is important Council has a variety of parking management strategies to proactively manage the parking supply and demand. The Parking Strategy proposes Council introduces additional parking management strategies to strive for continual parking improvement and reduce reliance on regulations and enforcement. Table 3 below provides a list of relevant parking management strategies used by other cities to reduce parking demand. Described as ‘Typical Demand Reduction,’ the estimates of reducing parking demand are dependent upon resources provided for implementation.

Table 3 - Parking management strategies

<i>Proposed management strategies</i>	<i>Description</i>	<i>Typical Demand Reduction</i>
<b>Parking supply &amp; demand</b>	Regular monitoring & evaluation of parking to determine current supply & demand. Also requires the supply of parking to meet forecast demand in some cases.	10 - 30%
<b>Time management</b>	The use of timed parking in high priority areas is required to promote vehicle turnover & availability to motorists.	10 - 30%
<b>Parking pricing</b>	Means that motorists pay directly for using parking facilities. The costs of supplying, maintaining and monitoring parking comes at considerable cost to Council. Further promote user pay principle for use of Council assets.	10 - 30%
<b>Parking enforcement</b>	Consistent and regular monitoring and enforcement of parking in accordance with the Victorian Road Rules and Council’s Local Laws.	10 - 30%
<b>Parking information</b>	Information for motorists on parking location, availability, price, regulations or other travel information. May be in the form of signs, maps, brochures, websites, & other electronic information.	5 - 15%
<b>Parking infrastructure</b>	Facilities that assist in parking management. Includes car park spaces, parking meters, signage, curbing etc.	Varies
<b>Parking initiatives</b>	Actions undertaken to encourage changes in parking behaviours.	Varies
<b>Efficiency based standards</b>	Promote optimal utilisation of car parks, which means off-street car parks such as all-day areas are allowed to fill provided overflow parking is available nearby.	Varies
<b>Contingency-based planning</b>	Solutions are identified and deployed in the future if needed. This relates to parking initiatives/incentives aimed at changing motorist’s behaviour or reserving land for additional parking supply to coincide with future development.	Varies

<b>Shared parking</b>	<b>When multiple destinations that have different peak usage at various times, share parking. This may assist with the supply of parking in the short term &amp; provide options for events.</b>	<b>10 - 30%</b>
<b>Mobility management</b>	Encourage more efficient travel patterns, including changes in mode, timing, destination & vehicle trip frequency.	10 - 30%
<b>Pedestrian &amp; cycling improvements</b>	Improve walking & cycling conditions to expand the range of destinations serviced by a parking facility. Encourage public transport use, since most transit trips involve walking links.	5 - 15%
<b>Increase capacity of existing parking facilities</b>	Increase parking supply by using otherwise wasted space, infill development & efficient design.	5 - 15%
<b>Improve pricing &amp; payment methods</b>	Improve pricing & payment options for more cost effective outcomes and increased ease and convenience for motorists.	Varies
<b>Overflow parking plans</b>	Establish plans for occasional peak demand. Important for special events, peak shopping periods or temporary reductions in supply.	Varies
<b>Improve parking facility, design &amp; operation</b>	Create better pedestrian connections, shade, shelter, lighting, or just generally improve the quality of service experienced by motorists.	Varies
<b>Address Spillover Problems</b>	Use evaluation, education, engineering, enforcement & pricing to address spillover problems.	Varies
<b>Least cost planning</b>	Considers demand management solutions equally with strategies to increase capacity. A thorough process is undertaken to develop evaluation alternatives compared to conventional parking demand assessments, which tend to overestimate supply with social, environmental & economic consequences	Varies
<b>Improved monitoring, evaluation &amp; reporting</b>	Includes a consistent methodology to gather routine information for the purpose of decision making.	Varies

 - Current parking management strategies targeted for improvement       - Proposed parking management strategies

Through implementation of the proposed parking management strategies, Council will encourage motorists to choose preferred parking behaviours in an effort to facilitate a pleasurable experience when visiting the City Centre. The additional strategies will further promote efficient management in the supply and demand of parking and ensure adequate parking is provided for a growing and vibrant City Centre.

## 5. Park Smart Program

Council will develop an annual Park Smart Program. This is to be presented to Councillors in February of each year in preparation for the following financial year budget and implementation from 1 July. The Park Smart Program is to be developed in accordance with the vision, goals and principles of the City Centre Parking Strategy. This approach presents the following benefits:

- Provides a forum to present the latest information on parking trends and motorists behaviours provided by ongoing monitoring and evaluation.
- Promotes clarity and transparency in decision making to improve parking management.
- Provides flexibility to be proactive in the implementation of various parking management strategies to address constant changes in parking behaviours.
- Promotes opportunities to collaborate and deliver joint initiatives with stakeholders, potentially resulting in mutual benefits.

The Park Smart Program will highlight the investment of low, medium and high resources to achieve the vision and goals of the City Centre Parking Strategy. Adequate resources must be provided to implement the Park Smart Program in order to promote its success and improvement to parking in the City Centre.