

## REVIEW OF PERTH PARKING POLICY

### STAGE 1

- Final
- 13 June 2007



## REVIEW OF PERTH PARKING POLICY

### STAGE 1

- Final
- 13 June 2007

---

Sinclair Knight Merz  
ABN 37 001 024 095  
7th Floor, Durack Centre  
263 Adelaide Terrace  
PO Box H615  
Perth WA 6001 Australia  
Tel: +61 8 9268 4400  
Fax: +61 8 9268 4488  
Web: [www.skmconsulting.com](http://www.skmconsulting.com)

**COPYRIGHT:** The concepts and information contained in this document are the property of Sinclair Knight Merz Pty Ltd. Use or copying of this document in whole or in part without the written permission of Sinclair Knight Merz constitutes an infringement of copyright.

**LIMITATION:** This report has been prepared on behalf of and for the exclusive use of Sinclair Knight Merz Pty Ltd's Client, and is subject to and issued in connection with the provisions of the agreement between Sinclair Knight Merz and its Client. Sinclair Knight Merz accepts no liability or responsibility whatsoever for or in respect of any use of or reliance upon this report by any third party.



<b>1.</b>	<b>Introduction</b>	<b>1</b>
<b>2.</b>	<b>Perth Parking Policy Context</b>	<b>2</b>
<b>2.1</b>	<b>Land use and Transport Planning Policy</b>	<b>2</b>
2.1.1	Metropolitan Transport Strategy (1995)	3
2.1.2	Air Quality Management Plan (2000)	3
2.1.3	State Sustainability Strategy (2003)	3
2.1.4	Network City- Community Planning Strategy for Perth and Peel (2004)	3
2.1.5	Draft Capital City Perth (2005)	4
<b>2.2</b>	<b>Perth Parking Policy Objectives</b>	<b>4</b>
<b>3.</b>	<b>Key Elements of the Perth Parking Policy</b>	<b>6</b>
<b>3.1</b>	<b>Perth Parking Policy, Act and Licensing</b>	<b>6</b>
<b>3.2</b>	<b>Desirable and Maximum Tenant Parking Limits for Development</b>	<b>7</b>
<b>3.3</b>	<b>Public Parking Provision</b>	<b>10</b>
<b>3.4</b>	<b>Special Purpose Parking</b>	<b>11</b>
<b>3.5</b>	<b>Parking Licensing and Associated Fees</b>	<b>11</b>
3.5.1	Licensing	11
3.5.2	Licence fees	12
3.5.3	Administration of licence fee revenue	12
<b>3.6</b>	<b>Residential Parking</b>	<b>13</b>
<b>4.</b>	<b>Administration and Application of the Policy</b>	<b>14</b>
<b>4.1</b>	<b>Administration of Licence and Variations</b>	<b>14</b>
<b>4.2</b>	<b>Inspection and Enforcement</b>	<b>15</b>
<b>4.3</b>	<b>Infringement Notices and Penalties</b>	<b>15</b>
<b>4.4</b>	<b>Certainty of Parking Allowances</b>	<b>15</b>
<b>4.5</b>	<b>Appeals Process</b>	<b>15</b>
4.5.1	Ministerial Exemptions	15
<b>5.</b>	<b>Transport and Parking Trends</b>	<b>17</b>
<b>5.1</b>	<b>Parking Provision</b>	<b>17</b>
<b>5.2</b>	<b>Traffic Volumes on City Streets</b>	<b>18</b>
<b>5.3</b>	<b>Public Transport Usage (Including CAT and FTZ)</b>	<b>19</b>
<b>5.4</b>	<b>Journey to work- city centre</b>	<b>22</b>
<b>5.5</b>	<b>Office space and parking</b>	<b>23</b>
<b>5.6</b>	<b>Conclusions</b>	<b>24</b>
<b>6.</b>	<b>Monitoring Performance against Policy Objectives</b>	<b>25</b>
<b>6.1</b>	<b>Economic viability of the City</b>	<b>25</b>
<b>6.2</b>	<b>Improved accessibility to and within the city</b>	<b>27</b>
<b>6.3</b>	<b>Air quality and physical environment</b>	<b>27</b>



<b>6.4</b>	<b>Impacts of vehicular traffic</b>	<b>28</b>
<b>6.5</b>	<b>Efficient use of parking facilities</b>	<b>28</b>
<b>6.6</b>	<b>Framework for development</b>	<b>29</b>
<b>6.7</b>	<b>Overall assessment of policy</b>	<b>30</b>
<b>7.</b>	<b>Issues and Options</b>	<b>31</b>
<b>7.1</b>	<b>Tenant Policy Allowances</b>	<b>31</b>
7.1.1	Should the maximum number of spaces permitted relate to floorspace or lot area?	31
7.1.2	Are the current maximum allowances set at the appropriate level?	32
7.1.3	Should the maximum negotiable allowance be discontinued?	34
7.1.4	Do the terms integrated access and grade separated access continue to have relevance?	34
<b>7.2</b>	<b>Public Parking</b>	<b>35</b>
7.2.1	Are the boundaries of the pedestrian priority zone, the short stay zone and the general parking zone still appropriate?	35
7.2.2	Should the Perth Parking Policy assume a greater role in relation to approvals for public parking facilities?	36
7.2.3	Should there be a limit on long stay public parking?	37
7.2.4	Should there be a limit on short stay public parking?	38
7.2.5	How can long stay parkers be effectively prohibited from parking in the short stay zone car parks?	38
7.2.6	Could tenant parking be used in the evenings and on weekends for public parking?	42
<b>7.3</b>	<b>Perth Parking Management Area Boundary</b>	<b>42</b>
<b>7.4</b>	<b>Perth Parking Management Licence Fee</b>	<b>44</b>
7.4.1	What restraint on car travel could be attributed to current licence fees?	44
7.4.2	What impact did introduction of the licence fee have on parking provision?	47
7.4.3	Is any change required to exemptions from payment of the licence fee?	48
7.4.4	Should higher licence fee rates per bay continue to apply for long stay parking?	48
7.4.5	Should licence fee revenue continue to be hypothecated?	48
<b>8.</b>	<b>Alternative Policy Approaches</b>	<b>50</b>
<b>8.1</b>	<b>Parking Levy Schemes</b>	<b>50</b>
8.1.1	UK Workplace Parking Levy	50
8.1.2	Sydney Parking Space Levy	51
8.1.3	Melbourne Congestion Levy	51
8.1.4	Comparison of Parking Levy Schemes	53
<b>8.2</b>	<b>Parking Supply and Management</b>	<b>53</b>
8.2.1	Australian Cities	54
8.2.2	North American Cities	54
<b>8.3</b>	<b>Remote Parking</b>	<b>56</b>
<b>8.4</b>	<b>Congestion Charging for Moving Traffic</b>	<b>56</b>



8.4.1	London Congestion Charging Scheme	57
8.4.2	Toll Roads	58
<b>8.5</b>	<b>Alternative Funding Sources for Public Transport</b>	<b>58</b>
<b>8.6</b>	<b>Concluding Comments on Alternative Policy Approaches</b>	<b>59</b>
<b>9.</b>	<b>Summary and Conclusions</b>	<b>60</b>
<b>10.</b>	<b>References</b>	<b>65</b>



## Document history and status

Revision	Date issued	Reviewed by	Approved by	Date approved	Revision type
Draft 2	16/05/07	E Richardson	RMR	16/05/07	Draft 2
Draft 3	28/05/07	RMR	E Richardson	28/05/07	Draft 3
Draft Final	06/06/07	RMR	E Richardson	06/06/07	Draft Final
Draft Final 2	07/06/07	RMR	E Richardson	07/06/07	Draft Final 2
Final	13/06/07	RMR	E Richardson	13/06/07	Final

## Distribution of copies

Revision	Copy no	Quantity	Issued to
Draft 2	Electronic	n/a	George Brown (DPI)
Draft 3	Electronic	n/a	George Brown (DPI)
Draft Final	Electronic	n/a	George Brown (DPI)
Draft Final 2	Electronic	n/a	George Brown (DPI)
Final	1	6	Max Wannell (DPI)
Final	Electronic	n/a	Max Wannell (DPI)
Final		1	SKM Library

<b>Printed:</b>	13 June 2007
<b>Last saved:</b>	13 June 2007 09:18 AM
<b>File name:</b>	I:\DEVN\Projects\DE03035\Deliverables\Review of Perth Parking Policy 130607_Final.doc
<b>Author:</b>	Emmerson Richardson and Rhiannon Russell
<b>Project manager:</b>	Emmerson Richardson
<b>Name of organisation:</b>	Department for Planning and Infrastructure
<b>Name of project:</b>	Review of Perth Parking Policy
<b>Name of document:</b>	Review of Perth Parking Policy: Stage 1
<b>Document version:</b>	Final
<b>Project number:</b>	DE03035



## 1. Introduction

Sinclair Knight Merz has been commissioned by the Department for Planning and Infrastructure (DPI) to undertake a strategic review of the operation and achievements of the Perth Parking Policy since its introduction in 1999.

The Perth Parking Policy was developed during the period from the mid to late 1990's by state government agencies and the City of Perth. Following formal acceptance by the City of Perth Council and State Cabinet, the Perth Parking Policy Management Act (1999) and the Perth Parking Management Regulations (1999) were approved by State Parliament. The Perth Parking Management Regulations and the Perth Parking Policy were published in the Government Gazette on 16 July 1999.

The review is to be undertaken within the context of current access and movement policies and strategies for the Perth metropolitan area and for the central Perth area in particular.

The report is comprised of the following further sections:

2. Perth Parking Policy Context
3. Key Elements of Perth Parking Policy
4. Administration and Application of the Policy
5. Transport and Parking Trends
6. Monitoring Performance against Policy Objectives
7. Issues and Options
8. Alternative Policy Approaches
9. Summary and Conclusions



## 2. Perth Parking Policy Context

The major drivers for development of the Perth Parking Policy, when it was introduced in the 1990's, were:

- Concern with increasing congestion and air quality in central Perth;
- Recognition that the parking supply trends in central Perth (doubled between the early 1970's and the early 1990's) were unsustainable and would contribute to increasing congestion.

The then Minister for Local Government, Mr Omodei, in the second reading speech on the Perth Parking Management Bill (Hansard 26 November 1998) stated:

*“The principal objectives of the Perth Parking Management Bill and Perth Parking Policy are to promote a balanced transport system to gain access to central Perth, and to limit the growth of traffic congestion and deterioration of air quality in the central area. The road infrastructure that serves as a principal means of access to the central city is showing signs of congestion. Air quality is also under threat. This has the potential to result in adverse impacts on businesses and social and cultural activities which rely on efficient access to the city centre; on the physical environment of the city as air pollution worsens; and on the quality, character and amenity of the city for the people who work, live and visit it each day”.*

There is now a rapidly maturing understanding around the world of the need to reduce dependence on and use of cars in cities through improvements to the public transport system and a range of demand management measures. Importantly, this view is held by the community as a whole, as well as professional planners and decision makers. Market research undertaken in Perth in 1999 showed the public are four to five times more likely to support public transport improvements than new or upgraded roads (Internal market research conducted for WA Department of Transport). Similar community views were expressed in the Warren Centre's major research study on Transport in Sydney (Warren Centre, 2001). The study found that traffic congestion was by far the major community concern and that both the community and decision makers favoured strategies to reduce traffic through managing demand and improvements to public transport rather than creating more road space.

### 2.1 Land use and Transport Planning Policy

A well constructed parking policy forms an integral part of broader land use and transport planning policy. This is particularly so in a major centre, such as central Perth.

The need to reduce dependence on and use of cars in Perth and to increase the service provided by the public transport system has been made explicit in State Government policy since the mid



1990's. Since that time, all governments have reinforced these themes through policy and strengthened the linkage between transport and land use policy.

### **2.1.1 Metropolitan Transport Strategy (1995)**

The Metropolitan Transport Strategy for Perth, released in 1995, recognised the need to reduce car dependence through demand management and an increase in walking, cycling and public transport. Targets were set to reduce the share of trips by car by 27% by 2029 and to significantly increase the mode share of walking, cycling and public transport. The objective was to improve the efficiency of the overall transport system and improve liveability and air quality on a sustainable basis. Since the late 1990's, a number of State Government policies and strategies in Perth have reinforced the need for a more sustainable transport system with reduced dependence on cars.

### **2.1.2 Air Quality Management Plan (2000)**

This report strongly supported more integration of land use and transport planning and the development of a more sustainable mix of transport modes. It specifically recognised that parking is a key component of the transport system and supported policy *“that will manage parking within the broad context of strategic accessibility to the central city”*. It goes on to say that reductions in parking facilities over the long term are required to encourage greater use of alternative forms of transport (e.g. public transport and cycling).

### **2.1.3 State Sustainability Strategy (2003)**

This strategy has a goal to reduce the ecological footprint and enhance quality of life. It outlines a vision for transport and land use that is *“so interconnected and synergistic that a more balanced, less car dependant city rapidly emerges and solves multiple urban sustainability problems”*. It supports objectives such as development around public transport stations, provision of efficient public transport and making more sustainable use of existing infrastructure and services.

### **2.1.4 Network City- Community Planning Strategy for Perth and Peel (2004)**

The Network City initiative and planning strategy has been a focus for much of this discussion over recent years. Network City emerged as current State Government policy following extensive community involvement. It notes that Perth is already highly car dependant with amongst the highest levels of road infrastructure per capital and CBD parking per job, in the world. To reverse this trend it promotes improved public transport, higher density development around train stations and major public transport corridors and incentives to use alternative travel modes to the private car. Key proposals and actions for car parking include management of parking supply and pricing, set maximum levels for car parking rather than just minimum limits and a preference for an increased proportion of parking to be public rather than private.



### 2.1.5 Draft Capital City Perth (2005)

This report was prepared by the DPI in close co-operation with the City of Perth for the Central Perth Planning Committee of the Western Australian Planning Commission. Its focus is a 10 year (medium range) strategy for capital city Perth.

The Accessible City component of the report outlines the four major challenges as:

- *“To actively enhance the role of central Perth as the central hub of the regional transport system;*
- *To improve the overall level of accessibility to the city centre whilst encouraging a further shift from private car to non-car modes;*
- *To improve circulation and amenity within the city centre whilst minimising the adverse impacts of the private car, particularly through traffic;*
- *To ensure that major land use decisions support the city’s transport goals.”*

The Accessible City report nominates four key guiding principles:

**Regional context** *“Capital City Perth is the central hub of the regional transport system”*

**Access to/ from the city** *“Capital City Perth has transport infrastructure and services that increase the total number of people entering the city centre, without increasing the number of cars entering the city”*

**Circulation and amenity** *“the city centre is a place where all people can move around freely and efficiently, primarily by non-car modes within a safe, easily understood and attractive environment, which is efficiently serviced”*

**Land use/ transport integration** *“Intensive land uses and major facilities in capital city Perth are situated in locations that are well serviced by the transport system, and land uses are actively mixed”*

## 2.2 Perth Parking Policy Objectives

The objectives are explicitly stated in the Perth Parking Policy (Government gazette – 16 July 1999). The policy aims to support a balanced transport system for accessing the city. More specifically it seeks to:

- Ensure the continued economic vitality of the city of Perth.
- Improve accessibility to and within the city for all users.
- Improve the air quality and the physical environment of the city.
- Keep the impacts of vehicular traffic within acceptable limits.
- Encourage the efficient use of parking facilities in the policy area.
- Provide a framework for the development of parking facilities within the city.



It is clear from these objectives that the Perth Parking Policy was intended to support the State's transport and land use policies in relation to the on-going development of central Perth. It remains the policy commitment of the City of Perth and the State Government to improve the economic, environmental and social health of central Perth.



## 3. Key Elements of the Perth Parking Policy

### 3.1 Perth Parking Policy, Act and Licensing

In 1999 the Perth Parking Policy and the Perth Parking Management Act and Regulations came into operation. These give the State the ability to influence central city parking and the City of Perth, by incorporation of the policy into its Town Planning Scheme, the means to formalise generally established practice. For both the City and the State the Policy provides clear guidance and direction when considering the parking implications of new developments

A major thrust of the current policy is to limit the high growth of car parking that occurred in central Perth between 1970 and 1990. The reasons for this are explained in section 2 of this report. The current mechanisms are different for tenant and public parking.

The Act creates an area called the "Perth Parking Management Area" (PPMA), which is shown in **Figure 1**. This covers the CBD, West and East Perth and Northbridge. Within this area there is a requirement to licence all parking except private residential; and new development proposals must conform to the Policy or have an explicit exemption granted by the Minister. The key linkage between the Policy and the Act is the requirement that each new development either conforms to the Policy or has a Ministerial exemption from the Policy. If not, the parking cannot be licenced and is consequently illegal to use.

The Act also:

- creates a power to tax all non-residential parking that is used;
- requires revenue raised be held in a special fund, the Perth Parking Account, and only spent within the PPMA on matters that give effect to the Perth Parking Policy.

To date, revenue has been used to fund the CAT bus system and to compensate the Public Transport Authority for revenue foregone in the Free Transit Zone and to meet DPI administration costs.

The Policy:

- is a joint policy of the State and City of Perth;
- allows the State to have a say in the growth in supply and location of new parking facilities for both office tenants and public parking users;
- provides direction to the State Government and the City of Perth in regard to the amount and location of new parking in the central Perth area;
- requires new developments to have less office tenant parking than was usual prior to 1999.



The policy identifies 3 different types of parking – private tenant parking, public parking and special purpose parking, which are discussed in sections 3.2, 3.3 and 3.4.

The Licensing System has approximately 1100 parking licences issued with over 57000 bays licensed for use. Over 37,000 of the licenced bays are commuter orientated, mostly provided by the private sector. Due to a number of exemptions, principally for owners with fewer than 5 parking bays, 30% of licence holders pay no fee. However, 80% of the total revenue comes from just 140 licence holders.

### 3.2 Desirable and Maximum Tenant Parking Limits for Development

The Perth Parking Policy sets both desirable and maximum amounts of tenant parking that can be provided when development occurs within the Perth Parking Management Area. The amount of parking that can be provided relates directly to the surface area of the lot or lots on which development is situated and not the amount of development in square meters of proposed retail and office uses. The intention is to create a sustainable limit to the number of tenant parking bays within the central area, regardless of the density of development.

The amount of tenant parking that can be provided per hectare of development foot print depends on the category of the street where parked vehicles enter the street system. The four street categories outlined in the Perth Parking Policy are shown in **Figure 2**. The general rule is that more parking can be permitted if access is onto a street with lower levels of pedestrian and vehicular movement. There are a number of other technical (traffic management) arrangements that, if complied with, can increase the maximum amount of parking permitted.

The amount of tenant parking permitted is shown in **Table 1**.

#### ■ Table 1 Tenant Parking

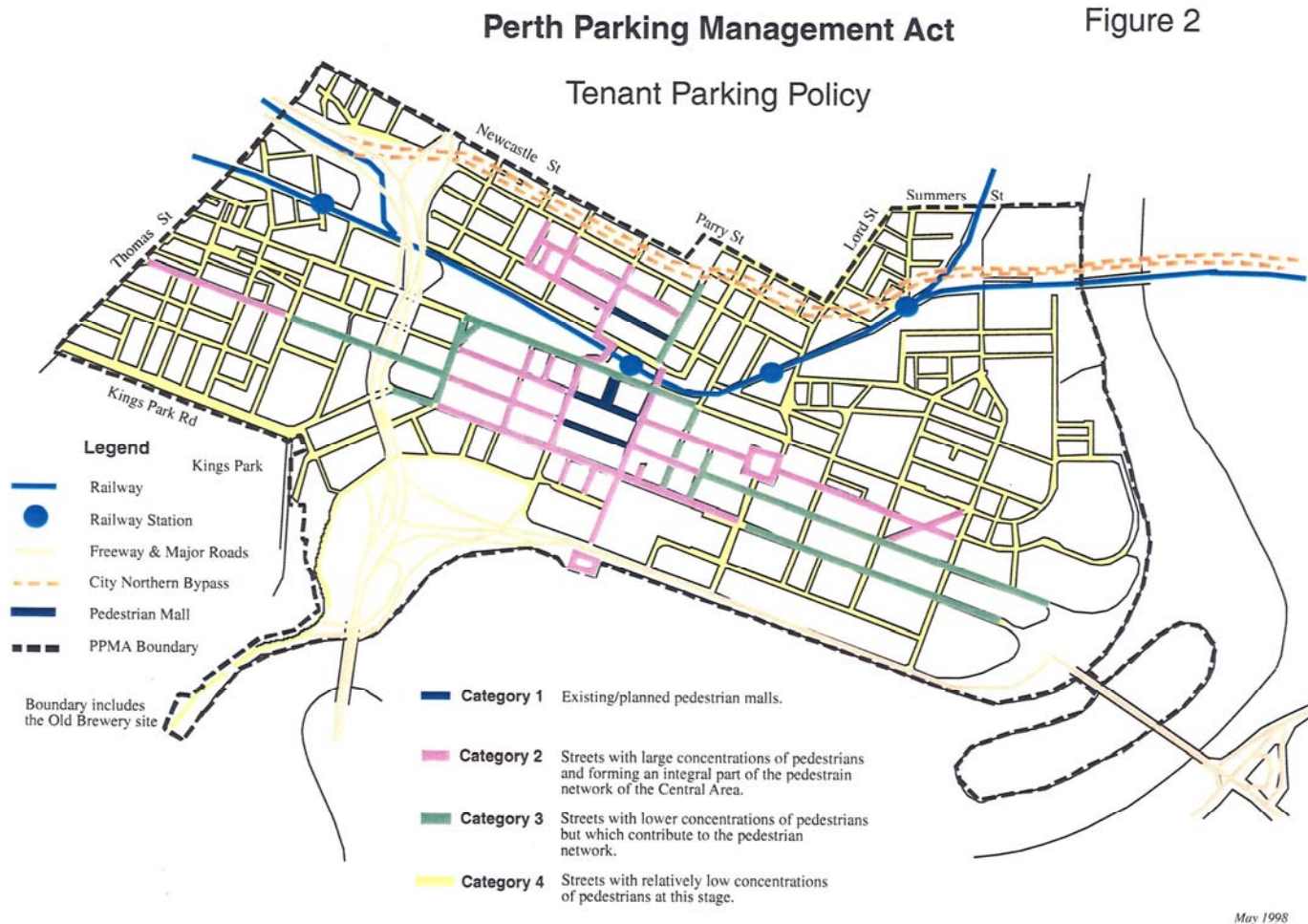
Street Priority	Desirable Allowance (bays per hectare)			Maximum Negotiable Allowance (bays per hectare)		
	At Grade Access	Integrated Access	Grade Separated Access	At Grade Access	Integrated Access	Grade Separated Access
Category 1	Replace Existing	Replace Existing	Replace Existing	Replace Existing	Replace Existing	Replace Existing
Category 2	100	200	200	100	200	300
Category 3	150	200	200	200	250	300
Category 4	200	300	300	200	300	300

■ **Figure 1 Public Parking Zones of the Perth Parking Management Act**



SINCLAIR KNIGHT MERZ

■ **Figure 2 Tenant Parking Policy and street categories**





In West Perth and East Perth and some streets in Northbridge and along the Esplanade and Mounts Bay Road the streets are generally classified as category 4 streets. For integrated access (the most common circumstance for medium to large developments) 50% additional parking per hectare of development space is permitted. Integrated access refers to a situation where vehicles either utilise a public right of way (ROW) or parking for multiple properties is accessed via a common access point. In some cases, there are multiple entrance/ exit points.

For integrated access on category 4 streets, the:

- desirable allowance is 50% more than for category 2 and 3 streets;
- maximum negotiable allowance is 50% more than for category 2 streets and 20% more than for category 3 streets.

These higher allowances are largely based on the capacity of individual streets to cope with additional traffic.

### 3.3 Public Parking Provision

A public parking facility caters to patrons on first come first served basis. The bays are available for use at any time the facility is open by any member of the public who conforms to the reasonable requirements of the parking facility operator. There is no exclusivity, reservation or restriction of use to a class or group of users unless a specific planning approval has been issued by the City of Perth.

There is no maximum or minimum level of public parking specified within the Perth Parking Policy, other than no additional public parking is permitted in certain zones, as described in **Table 2** below.

#### ■ **Table 2 Regulations on future public parking by zone**

<b>Zone<sup>1</sup></b>	<b>Regulations and future public parking provision.</b>
Pedestrian	No additional public parking permitted in this zone.
Short stay parking zone	In this zone, no additional long stay public parking is permitted. There is no maximum or minimum level of short stay public parking specified.
General (Long stay parking zone)	There is no maximum or minimum level of parking specified – long stay and/or short stay parking is permitted.

The Perth Parking Policy defines two types of public parking;

---

<sup>1</sup> The different zones are shown in **Figure 1**.



- **Short stay public parking facilities** Generally available to the public, where at least 50% of vehicles stay less than 4 hours and at least 90% stay less than 6 hours.
- **Long stay public parking facilities** Generally available to the public without time constraints.

The Perth Parking Policy does not establish any targets or limits on public parking (minimums or maximums) for either of the above categories of parking, other than:

- no additional parking for either category is permitted with access to streets within the defined pedestrian priority zone (PPZ) surrounding the malls area;
- additional short stay public parking facilities only are permitted within the short stay parking zone (SSPZ). No additional long stay parking bays are permitted within the SSPZ. There is no limit to the amount of short stay public parking that can be provided within this zone.

Outside of the SSPZ there is no limit to the amount of public parking that can be provided. This can be long stay or short stay public parking.

### **3.4 Special Purpose Parking**

The Perth Parking Policy makes provision for special purpose parking to be provided to meet special needs. This includes parking for people with disabilities, bicycle parking and special purpose bays marked exclusively for use by motorcyclists, bicycles, service and delivery vehicles, taxis, buses, coaches, etc. The number of bays catering for special purposes is about 2,000 (refer **Table 3** in Section 5). Whilst the Perth Parking Policy makes provision for these bays, their ongoing management is the responsibility of the City of Perth.

Special events parking is also permitted, subject to the approval of the City of Perth. Special event parking, used intermittently in this way, is exempt from the provisions of the Perth Parking Policy.

### **3.5 Parking Licensing and Associated Fees**

#### **3.5.1 Licensing**

The Perth Parking Management Act requires that if parking for any purpose other than private residential is provided within the Perth Parking Management Area, the owner must hold a Perth Parking licence and, except where exemptions are granted, must pay an annual licence fee per bay used. The requirement to licence applies to on-street as well as off-street parking.

The DPI has responsibility for the administration of this Act, including compliance and enforcement activities. However it has delegated responsibility for collection of license fees and the routine issue and renewal of licences to the Office of State Revenue.

If a property has not been licensed previously, the owner or their representatives must complete an application form listing the various types of parking on their property, both current usage and what they understand to be their permitted maximum number of parking spaces. This application is then



submitted with relevant supporting material such as a copy of the planning approval. The DPI will accept a statutory declaration in regards to the permitted numbers and uses where a planning approval is not available.

Renewal of licences is initiated by the Office of State Revenue. For those licences where no fee is payable, a new licence is issued for the coming year. Where there is a fee liability, an assessment is issued by the Office of State Revenue. The licensee has the option to vary the amount of parking in use. On payment of the assessed fee, a licence is issued. Licences are usually issued for a full financial year but can be for a shorter period.

### **3.5.2 Licence fees**

Parking license fees vary depending on the type of parking in use. The following charges currently apply (May 2007) to bays in use:

- \$189.00 per annum if available for long stay parking; or
- \$163.50 per annum if for short stay parking.

Various parking uses are eligible for exemption from license fees but not from licensing. Exemptions include bays set aside for disabled persons and parking facilities with five or fewer fee liable parking bays.

### **3.5.3 Administration of licence fee revenue**

Section 23 of the *Perth Parking Management Act 1999* requires revenue collected from parking licence fees to be spent within the Perth Parking Management area for purposes specified in the Perth Parking Policy.

The Policy states in part that “*the revenue raised through the licensing of parking spaces will be spent in the Perth Parking Management area to give effect to this Policy, as determined by the Minister for Transport (Now the Minister for Planning and Infrastructure) following consultation with the City of Perth. Matters to be funded by the revenue include the Central Area Transit (CAT) and improvements to that system, improving public transport access, enhancing the pedestrian environment, supporting bicycle access and other initiatives which support a balanced transport system for the city*” (*Perth Parking Management Act 1999*)<sup>2</sup>.

Currently, a significant proportion of this revenue is used to fund the Central Area Transit (CAT) bus system. Prior to the 1999 Act, the CAT was funded in equal proportions by the State

---

<sup>2</sup> *Perth Parking Management Regulations, Western Australian Government Gazette Friday 16 July 1999, pg 3236*).



Government and the City of Perth. This funding agreement for the CAT was replaced by the revenue from the parking licence fees.

Improvements to public transport, including the CAT system and Free Transit Zone (FTZ) and to walking and cycling within the City are important factors in moving towards less car dependency and use in selecting a means of travel to, from and within the City.

The Perth Parking Management Act requires that:

- a specific fund be created to receive all revenue raised from Perth parking licence fees;
- the accrued funds can only be expended with the approval of the Minister on matters that give effect to the Perth Parking Policy or for administrative purposes associated with the Act.

The amount of revenue collected from parking licence fees has been estimated to be \$9.3 million in 2006/ 2007<sup>3</sup>.

For several years the revenue stream from parking licences has been at a level that has exceeded the annual cost of the CAT, FTZ and administration costs. By early 2006 the amount accrued in the Fund was over \$9 million. No interest is received by DPI on the funds that accrue.

In early 2006 State Government approval was received for a proposal that allowed DPI and PTA to undertake a \$12.2 million CAT renewal project – 23 new buses, a city depot and new bus stops in central Perth. DPI paid \$7.592 million in May 2006 from the fund to the PTA and thereafter approximately \$992,000 per year is to be transferred from the fund to the PTA until the \$12.2 million plus interest has been repaid.

### **3.6 Residential Parking**

The *Perth Parking Management Act 1999* does not deal explicitly with residential parking, as its focus tends towards parking for non-residential uses. However the Policy makes reference to residential parking under “special provisions” and states that the number, location and layout of parking areas for residential developments shall comply with the provisions of the City of Perth Planning Scheme and that off street car parks may be used for residential parking, subject to the provisions of the Perth Parking Policy and approval from the City.

The City of Perth has established zones for residential parking permits and currently only issues permits for these designated areas. Outside these zones, there is no provision for on-street residential parking.

---

<sup>3</sup> State Tax Review, Interim Report, Department of Treasury and Finance, May 2006



## **4. Administration and Application of the Policy**

### **4.1 Administration of Licence and Variations**

The Act requires that the owner of land or a building in the Perth parking management area may make an application for a parking bay licence to the CEO of the Department for Planning and Infrastructure (the CEO can delegate all or any of his functions) if they wish to allow parking of a non-private residential type to occur. If the parking conforms to the Policy, or has a planning approval that predates the Policy (16 July 1999), the CEO must licence the parking. If the parking in a new post 1999 development does not conform to the policy, even if it has a planning approval, the CEO cannot licence the parking unless it has an exemption granted by the Minister. An exemption can only be gained if the CEO makes a recommendation for approval to the Minister and the Minister agrees. The basis for the CEO to recommend an exemption are set out in the Policy. (Refer to section 4.5.1 below for a more detailed discussion.)

The Act allows the CEO to impose any condition on a parking bay licence deemed necessary to ensure any impact from the licence is consistent with the Perth Parking Policy.

A parking bay licence will not be issued without submission of any required fee(s) and can be cancelled or suspended given reasonable grounds. A licence will remain in force until the expiry date set out on the licence, or if no date is set, until the 30 June in the financial year during which the licence is in force. If there is a change of ownership of licensed land or building, the new owner must apply to the CEO for a transfer of the licence or surrender the licence.

A parking bay license may be varied through application to the CEO. The applicant must be eligible for the varied license under the normal requirements for that licence type (under section 9 of the Perth Parking Management Act, 1999).

All monies and fees are to be administrated through the Perth Parking Licensing Account. This trust account is to be credited with:

- application fees under the Perth Parking Management Act;
- licence fees under either the Perth Parking Management Act or the Perth Parking Management (Taxing) Act;
- modified penalties under an infringement notice;
- money appropriated by the Parliament for the purposes of the Act.

The Perth Parking Licensing Account can be charged for a purpose that gives effect to the Perth Parking Policy or for administering the Perth Parking Management Act.



## **4.2 Inspection and Enforcement**

Inspectors appointed under the Parking Management Act have the power to enter and inspect any building or land on which a vehicle may be parked and require a person in charge to provide information and details to help the inspector ascertain whether an offence has or is being committed against the Parking Management Act.

DPI currently has one staff member who undertakes inspection and compliance duties on a full time basis.

## **4.3 Infringement Notices and Penalties**

Failure to obtain or comply with a licence carries penalties of up to \$5,000 or daily penalties of \$500. Inspectors are empowered to give infringement notices (with a modified penalty) for a prescribed offence against the Parking Management Act.

## **4.4 Certainty of Parking Allowances**

The Perth Parking Policy has provided a large degree of certainty to the development industry in relation to the amount of parking that can be permitted for any particular development. Town planners and engineers are able to interpret the regulations and advise (with little or no room for debate) on the amount of parking that will be permitted. The City Council is not able to override the requirements of the Perth Parking Policy. Exceptions can only be made through the Ministerial approval process described in section 4.5.

## **4.5 Appeals Process**

The decision of the CEO on a parking licence, variation or transfer can be appealed to the responsible Minister. The appeal could relate to the decision to not issue, vary, renew or transfer the licence or to impose a condition on the licence.

The Minister can then either confirm the CEO's decision or substitute that decision for any other outcome that was available to the CEO (i.e. that the CEO could have made) under the Perth Parking Management Regulations or Perth Parking Policy.

### **4.5.1 Ministerial Exemptions**

If an application for parking is not consistent with the Perth Parking Policy, the CEO has the option to recommend the Minister approve an exemption.

The CEO in the recommendation to the Minister must take into account:

- the impact on the amenity of the environment in the Perth parking management area;
- the impact on the pedestrian traffic in the vicinity of the land or building;
- the impact on the vehicle traffic flow and road network efficiency in the vicinity of the land or buildings;



- the availability of public transport in the vicinity of the land or building;
- any other relevant matters.

Parking that is not in accordance with the Perth Parking Policy can only be approved by the Minister for Planning and Infrastructure on the recommendation of the CEO taking account of the above matters.

This process was an amendment to the draft Bill by Parliament to ensure exceptions could not be made without proper accountability. Since 1999, 8 recommendations have been made to the Minister (5 approved, 3 rejected), resulting in 1248 additional parking bays being approved (i.e. additional to those that would have been permitted under the policy). The majority of these were a result of parking arrangements for the Convention Centre. The total exemptions excluding the Convention Centre is 246 bays.



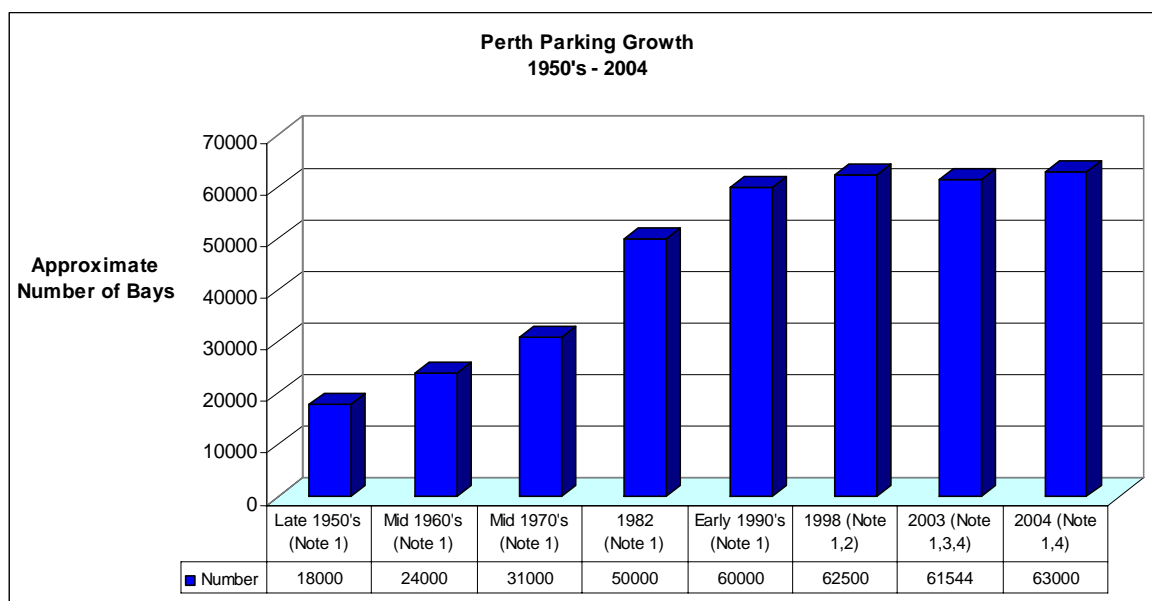
## 5. Transport and Parking Trends

### 5.1 Parking Provision

The number of parking bays within the Perth parking management area increased at a steady rate between the late 1950's and the mid 1970's. Following this period of relatively constant growth, parking provision experienced a significant increase between the mid 1970s and the early 1990s. During this sudden growth period, the number of parking bays approximately doubled from just fewer than 30,000 to 63,000 bays.

From 1998, following development of the Perth Parking Policy, parking provision within the City remained at a relatively constant level at around 63,000 bays. As shown in **Table 3**, not all of these bays are currently licenced for use.

**Figure 3** shows the growth and change in parking bays over an approximate 40 year time period.



**Note 1:** includes both on and off-street supply

**Note 2:** includes illegal parking spaces on vacant land unregulated by owners or City of Perth and excludes private residential

**Note 3:** Perth parking licence system max no. of bays owners have planning approval for, actual used 54,384, excludes private residential

**Note 4:** added 1500 spaces to 2003 figure as Perth Convention Centre commenced operations

Source: Department for Planning and Infrastructure



**Table 3** shows the number of parking bays by type within the City.

■ **Table 3 - Number of parking bays licensed for use, by type 2006/ 2007**

<b>Parking Type</b>	<b>Number of bays licenced for use</b>
Tenant parking bays	28,783
Long stay public parking bays	7,800
Short stay public parking bays	10,580
Motorcycle parking bays	371
Residential parking bays	463
ACROD parking bays	445
Residential in commercial	308
Loading/unloading bays	763
Community service parking bays	295
Vehicle display parking bays	31
Bus layover parking bays	264
Emergency vehicle parking bays	30
Servicing vehicle parking bays	902
Stock vehicle parking bays	935
On-street vehicle parking bays	5,033
On-street motorcycle parking bays	335
On-street loading bays	361
On-street ACROD parking bays	20
<b>Total bays licenced for use</b>	<b>57,719</b>

*Source: Number of Parking Bays by type Report, Department for Planning and Infrastructure*

## **5.2 Traffic Volumes on City Streets**

There is evidence to suggest that traffic volumes on city centre streets and major streets entering the city have not increased at a rate that reflects the increased population or activity in the City core over the last 5 – 10 years. In fact, the traffic count data available shows that traffic flows on many roads have actually decreased or remained relatively constant since the late 1990's.

MRWA traffic count data is not collected for a continuous time period; however available data for the average weekday traffic is shown in **Table 4** and illustrates generalised trends in traffic numbers.



**Table 4 - Average Weekday Traffic Volumes (MRWA)**

Road Name	Date	Increase
Beaufort Street (North of rail crossing)	97/98 – 01/02	-19%
East Parade and Lord Street combined	97/98 – 01/02	-6%
Causeway <sup>4</sup>	99/00 – 02/03	-20%
Hay Street/ Adelaide Terrace (East of Plain Street)	99/00 – 01/02	-5%
Kings Park Road (at Freeway crossing)	98/99 – 01/02	-9%
Mounts Bay Road NB (North of Lewis Rotary)	96/97 – 00/01	0%
Fitzgerald Street (South of Newcastle Street)	99/00 – 01/02	-3%
St Georges Terrace (East of Elder Street)	98/99 – 01/02	-6%
Wellington Street (West of Wellington Street)	99/00 – 00/01	-7%

*Source: Metropolitan Average Weekday Traffic Report, Main Roads Western Australia*

Traffic counts after this time have not been used because of major roadworks in the city since that time.

### **5.3 Public Transport Usage (Including CAT and FTZ)**

Total patronage on the Transperth system has increased every year since 1998/1999.

Between 1998/99 and 2005/06, total boardings on the Transperth system increased 32.7% from 74.3 million to 98.5 million. This is well in excess of the increase of the Perth Metropolitan population, over the same period, estimated at between 10% and 12%. Annual percentage increases from 1998/99 to 2005/06 are shown in **Table 5**.

---

<sup>4</sup>This reduction of 20% occurred after the reduction of 35% due to construction of the Graham Farmer Freeway, but may, in part, be a delayed reaction to this project.



■ **Table 5 - Total Transperth boardings from 1998/99 to 2005/06**

Total boardings		
Year	Boardings (million)	Percentage increase
98/99	74.273	n/a
99-00	78.270	5%
00-01	83.696	7%
01-02	86.069	3%
02-03	88.121	2%
03-04	90.578	3%
04-05	94.985	5%
05-06	98.520	4%

Source: PTA Patronage Counts 1969-2005

The Perth city station is by far the busiest station on the Perth rail network with over 227,600 weekly boardings in 2005 (this represents an increase of 11% over 2002 patronage)<sup>5</sup>. To provide context, the next busiest station was Warwick with 27,800 boardings in 2005. **Table 6** shows the percentage increase in boardings across all lines over the 7 day week and also highlights the importance of the rail service for commuter weekday trips.

■ **Table 6 Increase in passenger rail boardings from 2002 to 2005**

Day	Total increase over all lines	Percentage increase
Monday	12,804	13%
Tuesday	11,575	12%
Wednesday	10,624	11%
Thursday	12,674	12%
Friday	12,289	12%
Saturday	6,992	13%
Sunday	4,928	13%
<b>Total</b>	<b>71,886</b>	<b>12%</b>

Source: 2005 Perth Suburban Rail Patronage Count Final Report, Donald Veal Consultants Pty Ltd August 2005

<sup>5</sup> Don Veal Consultants 2005 Perth Suburban Rail Patronage Count Final Report prepared for the PTA August 2005. Table 5.1 Busiest Stations by Weekly Boardings 2005



**Table 7** further highlights the commuter role for the train service with significant peaks in boardings in the AM and PM commuter periods. This 18% increase in peak period boardings also supports the assertion that there has been a notable mode shift for commuters into the Perth City over recent years since the introduction of the Perth Parking Policy.

■ **Table 7 Increase in passenger rail boardings per week by time period from 2002 to 2005**

Time period	Total increase	Percentage increase
First train - 07:00	5,657	22%
07:00 – 09:00	21,963	18%
09:00 – 15:00	7,259	4%
15:00 – 18:00	30,895	17%
18:00 – last train	6,112	9%
<b>Total</b>	<b>71,886</b>	<b>12%</b>

*Source: 2005 Perth Suburban Rail Patronage Count Final Report, Donald Veal Consultants Pty Ltd August 2005*

**Table 8** shows a significant increase of 15% in the use of public transport within the Free Transit Zone (FTZ) between 2000 and 2004. Train services showed a decline in use while bus services, which are a much higher proportion of FTZ patronage, increased by 25% (refer **Tables 9** and **10**).

■ **Table 8 Total estimated usage of Transperth FTZ services, 2000 and 2004**

	Weekday	Weekend	Annual
2004	64,229	5,367	3,618,984
2000	56,170	4,432	3,151,316
<b>Increase</b>	<b>14.3%</b>	<b>21.1%</b>	<b>14.8%</b>

■ **Table 9 Total estimated usage of Transperth FTZ bus service, 2000 and 2004**

	Weekday	Weekend	Annual
2004	52,798	4,376	2,973,035
2000	42,336	3,377	2,377,076
<b>Increase</b>	<b>24.7%</b>	<b>29.6%</b>	<b>25.1%</b>



■ **Table 10 Total estimated usage of Transperth FTZ train service, 2000 and 2004**

	<b>Weekday</b>	<b>Weekend</b>	<b>Annual</b>
2004	11,460	991	647,469
2000	13,832	1,055	774,128
<b>Increase</b>	<b>-17.1%</b>	<b>-6.1%</b>	<b>-16.4%</b>

Source (Figs 4.5-4.7): A Report on the Free Transit Zone Passenger Count, Patterson Market Research, June 2004

CAT bus patronage for 2000 and 2004 are shown in **Table 11**. Overall, patronage on the CAT system increased 50% in 4 years. Part of this is due to the introduction of a third CAT route - the Yellow Cat. However, patronage increased 37% and 38% on the Red and Blue CAT services respectively.

■ **Table 11 Total number of passengers using the CAT bus services per year, 2000 and 2004**

	<b>2000</b>	<b>2004</b>	<b>Increase</b>
Red CAT	2,918,000	3,987,475	37%
Blue CAT	1,309,000	1,810,120	38%
Yellow CAT	n/a	569,730	
<b>Total</b>	<b>4,227,000</b>	<b>6,367,325</b>	<b>50%</b>

Source: A Report on the CAT Buses Passenger Count, Patterson Market Research, June 2004

(Note: 2004 was the first year that patronage on the yellow CAT was recorded)

#### **5.4 Journey to work- city centre**

The success of parking and public transport improvements can be gauged in part through mode split for the journey to work in the city centre over the last ten years. The 1991 and 2001 ABS census offer some of the most reliable data on this and are shown in **Table 12**.



■ **Table 12 Journey to work data for Perth city centre**

Mode	Percentage	
	1991	2001
Car as driver	56%	50%
Car as passenger	10%	8%
Train	5%	18%
Bus	25%	19%
Ferry	<1%	<1%
Taxi	<1%	<1%
Motorbike	1.1%	<1%
Bicycle	1.2%	1.5%
Walk	1.4%	1.8%
<b>Total</b>	<b>100%</b>	<b>100%</b>

Source: ABS Census data

The 2006 census data was not available at the time of writing this report.

The figures in **Table 12** indicate a reduction in car driver mode share of 11% (56% to 50%) and a corresponding increase in public transport mode share of 23% (30% to 37%).

### 5.5 Office space and parking

To provide an indication of activity within the City centre, **Table 13** shows the change in floorspace and vacant floorspace over a ten year time period. Overall, floorspace increased from 3,583,073 m<sup>2</sup> in 1997 to 3,728,740m<sup>2</sup> in 2001, representing an increase of about 4%. Vacant floorspace decreased by 11% over the same time period.

■ **Table 13 Employment and office space**

	Year				% Change		
	1990	1993	1997	2001	1990 – 1993	1993 – 1997	1997 – 2001
Employment	93,378	85,575	91,130	97,285	-8%	6%	7%
Floorspace (m <sup>2</sup> )	3,254,321	3,584,687	3,583,073	3,728,740	10%	0%	4%
Vacant floorspace (m <sup>2</sup> )	375,328	725,654	575,219	511,433	93%	-21%	-11%
Occupied floorspace	2,878,993	2,859,033	3,007,854	3,217,307	-1%	5%	7%

Source: *The Evolving City, An Atlas of Change in the City of Perth 1990-2001. Capital City Perth: A Ten Year Strategy July 2004*

Estimated employment 2005: 102,000 (+5% from 2001)

SINCLAIR KNIGHT MERZ



## **5.6 Conclusions**

There now exists a significant volume of quantitative data that demonstrates a notable mode shift in trips, especially commuter trips, to the Perth CBD. This mode shift has resulted in significant increases in public transport movement to and within the city during the last 5 - 6 years. This is likely to have been the result of a number of varied influences. It is likely that improvements to public transport services (bus, train and CAT) will have played a major part in the increased public transport patronage, with the Perth Parking Policy and congestion on the freeway system, playing a supporting role.

Although there is less reliable comparable data on road traffic flows, the data that exists shows an overall drop in traffic on city streets between 1998/99 and 2001/02. Traffic counts after this time have not been used because of major roadworks in the city since that time.

Importantly, this mode shift from road access to public transport has occurred during a time when employment and floorspace in the city has increased

Whilst the parking policy could not have generated such mode shift as a stand alone initiative, it can equally be argued that the impact of other policy efforts would have been less effective without its influence. The Perth Parking Policy has undoubtedly played a vital role as one element of a holistic and integrated initiative to reduce car use to and within the City centre.



## 6. Monitoring Performance against Policy Objectives

No performance indicators were established when the Perth Parking Policy was approved by the State Government and the City of Perth in 1999. This, combined with the fact that relevant data is not readily available makes assessment of the policy more difficult than would otherwise be the case.

It is recommended that performance indicators be established in the coming months and processes be put in place for data collection on a consistent basis that will ensure these indicators are measurable.

This would go a long way to facilitating consistent monitoring and assessment of the policy.

The Perth Parking Policy is one part of broader transport and planning policies aimed at enhancing city life, economic prosperity and environmental sustainability. Whilst the Perth Parking Policy can contribute to these objectives, the impact of the broader range of policies will be more influential. This is not intended to downplay the role the Perth Parking Policy can play in managing car use in the city centre.

When introduced in 1999, the Perth Parking Policy was intended to support a balanced transport system for accessing the city and to:

- Ensure the continued economic vitality of the city of Perth.
- Improve accessibility to and within the city for all users.
- Improve the air quality and the physical environment of the city.
- Keep the impacts of vehicular traffic within acceptable limits.
- Encourage the efficient use of parking facilities in the policy area.
- Provide a framework for the development of parking facilities within the city.

Each of these objectives is discussed in the following sections to assist in understanding the extent to which the Perth Parking Policy may have contributed to or acted against achievement of the objectives.

### 6.1 Economic viability of the City

The economic viability of the city will be strongly correlated with ease of access to the city as well as the amenity in city streets and places and the ease with which people and their goods can move safely and conveniently around the city.



There is (and always will be) limited capacity for cars on approach roads to the city and on city streets. More car travel is likely to increase congestion and detract from amenity and the ability of pedestrians to move around safely and in comfort. The opposite would be true with less car travel on city approach roads.

The evidence presented in section 5 of this report suggests there was an overall reduction in car travel on city streets and approach streets to the city between 1999 and 2001/2. The situation from 2002 is not clear due to a lack of data, partly as a result of extensive roadworks on key city streets.

There has also been a major increase in public transport usage:

- 28% increase in patronage on Transperth system from 98/99 to 04/05;
- 18% increase in peak hour train travel from 2002 to 2005, including 33% on the northern suburbs line;
- 50% increase in CAT patronage from 2000 to 2004;
- 15% increase in patronage within the free transit zone from 2000 to 2004.

It should also be noted that the provision for a licence fee exemption for loading/unloading bays has encouraged many businesses to reserve one or more of their off-street parking bays exclusively for this purpose. Currently, there are 763 such bays recorded as available for this use within the PPMA.

Overall, there has been a significant shift from travel by car to public transport usage since around 1999/2000 when the Perth Parking Policy was introduced.

Employment in the city is estimated to have grown by 12% from 1997 to 2005 during a time when car travel is likely to have decreased.

Information on CBD retail turnover was not readily available. However, CB Richard Ellis in their 2004 4th Quarter Market View of Perth, showed that retail levelled in 2004 after significant growth in the previous 12 months. The report notes that prime CBD rents averaged \$1800 per m<sup>2</sup> – some 50% higher than regional shopping centre rents. At the end of 2004 the report notes there was a high level of optimism in relation to CBD retail and a high level of competition for quarterly offerings.

Since the introduction of the Perth Parking Policy in 1999 the economic performance of the city centre in terms of employment and retail has been strong. Whilst increased capacity of the public transport system is likely to have played an enabling role, the following can be concluded:

- Restraint on the growth of car parking does not seem to have limited the potential of the city centre to grow economically.



- The Perth Parking Policy is likely to have contributed to lower traffic volumes on city streets with lower levels of congestion than would have been the case without this influence.

## **6.2 Improved accessibility to and within the city**

Since 1999, the transport system capacity to and from the city has increased substantially, mainly due to a significant increase in capacity of the rail system. There will be a significant additional increase in the coming year with the opening of the Perth to Mandurah railway. Whilst the overall people moving capacity of the transport system has increased, the volume of traffic on the road system has decreased. Lower traffic volumes on city streets contribute to reduced congestion, less delay for buses and an overall improvement to accessibility through improved quality of service of the road system.

It seems likely that the Perth Parking Policy will have contributed to an improvement in accessibility to the city centre during the last 6 years. The role of the Perth Parking Policy will become even more important in the next 4 to 5 years, when major construction on city streets ends and there is potential for increased road capacity to again encourage traffic growth.

To the extent that the Perth Parking Policy can continue to limit the growth of cars to and from the city, particularly during peak hours, it will contribute to on-going improved accessibility to the city.

The CAT (Central Area Transit) bus network and the FTZ (Free Transit Zone) have had a profound positive influence on the central city. They have provided options that have improved access and travel around the city and reduced car travel for short trips.

A research report undertaken in 2003, as part of Transperth's passenger satisfaction monitor, found that 46% of Perth CAT passengers had changed their behaviour since they started to use the service. Importantly, 16% stated they now use the CAT instead of a car for short trips within the city during the day. This could result in up to about 3,000 less car trips on city streets on a normal working day.

## **6.3 Air quality and physical environment**

The Department of Environment and Conservation has measured a number of pollutants, including carbon monoxide and nitrogen dioxide daily from a site on the corner of William Street and Murray Street in the city.

For carbon monoxide, there were no days on which the standard has been exceeded since 1999. There were 2 days when standards were exceeded in the early 1990s. For Nitrogen Dioxide there has been 1 day when the standard was exceeded since 1999, compared to four days in the early 1990s.



The air quality will reflect the average pollution per vehicle as well as the number of vehicles and the level of congestion. All other things being equal, less traffic and less congestion will contribute to lower overall emissions.

The Perth Parking Policy, by contributing to a lower level of traffic than would otherwise be the case, has made a contribution to improved local air quality in the city centre.

The physical environment is a little more difficult to define. However, it would be reasonable to assume a negative impact on the physical environment as a result of high levels of traffic. To the extent that the Perth Parking Policy can lower traffic volumes and limit congestion, it will contribute to a reduced impact on the physical environment.

#### **6.4 Impacts of vehicular traffic**

There are numerous impacts that result from high levels of vehicular traffic in city centre streets. Some of these impacts have already been discussed- local air quality, the physical environment and issues associated with accessibility. Other impacts are congestion, noise, severance and road safety for pedestrians, cyclists and motorists.

Negative impacts from traffic are reduced as traffic volumes are reduced. The Perth Parking Policy, by contributing to reduced traffic on city streets, has contributed to meeting this objective.

#### **6.5 Efficient use of parking facilities**

Parking facilities are costly to provide in a city centre environment. It is appropriate that they have a reasonably high level of utilisation and a good spread of use. It is also necessary to ensure that sufficient bays are available to meet the needs of the various user groups.

As a general rule, tenant parking is less efficient than public parking. This is because specific bays are often allocated to individuals. When these individuals are not parking for a day or longer, or for part of a day, the bays are not used. With public parking there is a much greater likelihood of higher utilisation throughout the day and week, as different user groups have different demand times for parking. This concept of shared public parking means that a reduced level of overall parking can be provided, increasing efficiency and return on equity.

The Perth Parking Policy has resulted in reduced levels of tenant parking being permitted for new office development. Over time this will reduce the proportion of private tenant parking in the overall mix and increase the proportion of public parking, which in turn, will result in an increase in overall car parking.

Another level of efficiency is to ensure sufficient bays are available to meet the needs of users. The Perth Parking Policy places no maximum on the number of public parking bays that can be provided. It does, however, distinguish between short stay parking and long stay parking (see



section 3). As a general rule the policy relies upon the market to provide bays and to set the price at a level where bays are available for different types of users.

The Perth Parking Policy recognises that short stay (non-commuting) parking generally has less undesirable impacts, such as peak hour congestion, and is generally of greater importance to the economic viability of the city. Business, visitor, shopping and entertainment trips are often off-peak and are more ad-hoc than long stay commuter trips. Because commuters park for a longer period of time it is reasonable that they be required to park outside of the retail heart of the city. This provides space in the short stay parking stations for short stay parkers.

At the present time there is evidence that too many long stay parkers are parking in the short stay car parks resulting in a lack of supply for short stay parkers. This is a failure of the market pricing mechanism to adjust. The Perth Parking Policy does have regulatory powers to ensure that higher than specified ratio of long stay parkers do not park in car parks within the short stay zone. This should be enforced to a higher level than currently occurs. However, as most of the car parks within this zone were in existence prior to 1999, the principle of retrospectivity means that these regulations cannot be applied for these car parks. This matter is discussed further in section 7.

However, regardless of retrospectivity, there is a requirement for a higher licence fee charge to be applied for long stay public parking than for short stay parking. The DPI should identify where long stay parking is occurring, regardless of the designation of the parking area and apply the appropriate (higher) licence fee for long stay parking.

## **6.6 Framework for development**

The Perth Parking Policy sets out a clear policy for the provision of parking within the Perth Parking Management area.

In terms of the amount of tenant parking that can be provided, the framework provides a high level of certainty on the amount of parking permissible. This level of certainty is highly regarded by developers and their consultants. For the most part it is also regarded as fair, although some developers argue that special circumstances apply. There is a process whereby additional parking can be recommended by the CEO and approved by the Minister if it is considered that special circumstances apply.

There are no limits on the amount of public parking that can be provided, although no additional long stay car parks can be provided in the short stay zone (refer to **Figure 1**). This aspect of the policy is causing some supply problems for short stay parking at present due in part to parking providers continuing to permit long stay parking in the short stay zone. The retrospectivity clause in the parking policy means the regulations cannot be enforced for car parks existing prior to 1999. It is considered that the market should be capable of responding to this matter, which is discussed further in section 7.



The overall framework of the Perth Parking Policy is well understood by most people. It creates certainty for development and is generally well accepted.

#### **6.7 Overall assessment of policy**

Overall it is considered that the Perth Parking Policy has been effective in meeting its objectives, notwithstanding that the objectives are somewhat broad and difficult to measure.

Since 1999, when the Perth Parking Policy was introduced, driving into the city has reduced and public transport has increased substantially. Whilst the Perth Parking Policy cannot claim to be solely responsible for this, it has no doubt played a part and provided strong support to other transport policies such as improving public transport.

Bus travel by CAT and travel within the free transit zone has increase significantly, reducing short car journeys between car parks within the PPMA. The Perth Parking Policy has funded an expansion program for the CAT and created a supportive policy for improved public transport enabling less car journeys.

Overall, it is considered that the Perth Parking Policy has been successful, as a part of an integrated transport and land use package, to limit the growth of car travel into the central city and to increase the proportion of travel by public transport.



## 7. Issues and Options

In section 6 it was concluded that the existing policy has been successful in meeting its overall objectives, by contributing to a lower proportion of trips to central Perth by car and a higher proportion of travel by public transport.

In this section, different elements and aspects of the policy are considered. The objective is to raise questions and determine whether changes to aspects of the policy may be warranted. In some instances, potential options for change are discussed.

### 7.1 Tennant Policy Allowances

Overall it is considered that the provision of maximum allowances for parking has been successful. The following questions are raised to determine if there are any alternative options or changes to policy settings that may be easier to administer or would result in better outcomes.

#### 7.1.1 Should the maximum number of spaces permitted relate to floorspace or lot area?

In most other Australian capital cities, the maximum tenant parking allowances for development is based on the total floorspace of development. This means that higher density development is permitted a higher amount of parking. Whilst at a superficial level, this approach seems to have merit, it is clear that there are some associated problems. One difficulty is that levels of parking set for high density development in areas where high rise is anticipated do not permit sufficient parking in peripheral lower rise areas. This continues to result in objections about insufficient parking being permitted in areas where lower density development is proposed. Whilst this could be partially addressed by having different rates of parking in different zones, the system could become overly complex. Another difficulty is that there is no limit (in theory) on the amount of parking permitted in a particular area, such as the CBD. This would require other mechanisms to be applied to ensure that congestion does not become a major problem, as a result of extremely high density development.

The approach taken in Perth, to set a maximum level of parking based on the lot size of development, is considered to be a more strategic and sustainable approach to limit the amount of parking provided in particular areas. At present it also works well in practice with higher levels of parking per square metre of development being permitted in lower density development in peripheral areas where public transport is currently of a lower standard.

No change to the current policy of maximum tenant parking allowances being based on the lot area would appear to be warranted.



### 7.1.2 Are the current maximum allowances set at the appropriate level?

To assist in answering this question we have undertaken a number of comparisons with parking in Sydney, Brisbane and Melbourne as follows:

- Historical levels of parking in Sydney, Melbourne and Brisbane central business districts is about 0.6 to 0.7 bays per 100m<sup>2</sup> gross floor area (gfa).
- Sydney, Melbourne and Brisbane currently apply a maximum rate of tenant parking of around 0.4 to 0.5/100m<sup>2</sup>.
- Perth currently has about 4 million m<sup>2</sup> of gfa, and about 60,000 parking bays – a rate of 1.5 spaces/ 100m<sup>2</sup>.
- Tenant allowance in the CBD are in the order of 0.4 to 0.6/100m<sup>2</sup> for high density buildings in the CBD, but less in West Perth due to lower density development (see case studies below).

#### **Case Study 1 140 William Street**

- 0.84ha site would permit a maximum of 168 tenant bays.
- 20 storey building on top of train station.
- Approximately 40,000m<sup>2</sup> of gfa = 0.42 bays/ 100m<sup>2</sup>.
- A suburban scale parking requirement (2.5 bays/ 100m<sup>2</sup>) would allow around 1,000 parking bays
- Proposed allowance about one sixth of the parking provided on a suburban site.

#### **Case Study 2 240 St Georges Terrace (Woodside)**

- 0.9ha site would permit 207 tenant bays.
- 267 bays provided (Ministerial exemption).
- 197 bays currently licenced for use (Jan 07).
- 47,200m<sup>2</sup> of development.
- Policy maximum 0.44 bays/ 100 m<sup>2</sup>.
- Bays approved 0.57 bays/ 100 m<sup>2</sup>.
- Bays licenced 0.42 bays/ 100 m<sup>2</sup>.



**Case Study 3**  
**22 Delhi Street, West Perth (close to railway station)**

- 0.21ha site would permit maximum of 57 bays.
- 67 bays approved (Ministerial exemption).
- 8,526 m<sup>2</sup> of development.
- 0.67 bays/ 100 m<sup>2</sup> permitted under policy.
- 0.78 bays/ 100m<sup>2</sup> approved.

**Case Study 4**  
**18-24 Parliament Place**

- 0.21ha site would permit maximum of 56 bays.
- 55 bays provided.
- 4,280 m<sup>2</sup> of development.
- 1.30 bays/ 100m<sup>2</sup> permitted under policy.

The case studies show that tenant parking for high density development in Perth CBD would typically be provided at a rate of between 0.4 to 0.6 bays/100m<sup>2</sup>. This is of a similar order to the level of parking provided in Eastern States capitals.

In West Perth there is a much greater range of development densities, but generally much lower than in the CBD. 18-24 Parliament Place for example has a parking ratio of 1.30 bays/100m<sup>2</sup> or about half the suburban level of parking. 22 Delhi Street, which is closer to a railway station, has higher density and a lower parking ratio.

In conclusion, it would appear that the parking ratios permitted under the Perth Parking Policy for the CBD area are very similar to Eastern States capitals. [It is considered that the maximum rates permitted under the Perth Parking Policy provide a reasonable balance between the needs of developers and a sustainable maximum level necessary to keep traffic in the city from growing too fast.](#) In West Perth, higher levels of parking per 100m<sup>2</sup> are permitted for the lower density development currently undertaken in the area. In the longer term, as public transport improves, density of development may increase and lower levels of parking per 100m<sup>2</sup> than would be permitted in these circumstances would still be appropriate.

[No change in the maximum permitted level of tenant parking would appear to be warranted.](#)



### **7.1.3 Should the maximum negotiable allowance be discontinued?**

The Perth Parking Policy makes provision for a maximum negotiable allowance and a desirable allowance for tenant parking. In some cases the desirable and the maximum allowances are the same, but in others the desirable parking allowance can be as much as 25% lower than the maximum allowance.

The origin of a desirable allowance is not clear. It could be argued that in some circumstances it may be desirable to have no tenant parking at all or at least a much lower level of tenant parking than that currently indicated as desirable in the policy.

City of Perth officers, during preliminary discussions, saw merit in retaining the desirable allowance, as it focused initial discussions on a lower level of parking than the maximum permissible.

There are three potential options that could be considered:

- 1) The status quo.
- 2) Delete the existing desirable allowance.
- 3) Delete the maximum negotiable allowance and make the existing desirable allowance the maximum.

Option 3) would most likely be opposed by the development industry and would result in a greater number of appeals to the Minister. Given the discussion in section 7.1.2 there would not appear to be a case for lowering the maximum negotiable allowance at this time.

On balance, the following variation to option 2 is preferred:

- Rename the “desirable allowance” as “desirable maximum allowance”.
- Acknowledge that the “desirable allowance” may be less than the “desirable maximum allowance”.
- Retain the “maximum negotiable allowance” but reinforce the need to negotiate this allowance through provision of additional benefits, such as bicycle parking or end of trip facilitation for cyclists.

### **7.1.4 Do the terms integrated access and grade separated access continue to have relevance?**

**Table 1** (in Section 3) shows that different levels of desirable and maximum negotiable parking allowances can apply for standard at-grade access, integrated access and grade-separated access.

Grade separated access has not been permitted in the city in recent years. Where it has been allowed in the past in Wellington Street near the railway station and in William Street between Hay Street and St Georges Terrace, it has resulted in a poor quality of urban design. It is very likely that



grade separated access to parking will almost always result in a low quality of urban design and that this option should be removed from consideration to avoid it being used as a form of bargaining to achieve higher levels of tenant parking.

Department for Planning and Infrastructure and City of Perth officers who have been involved in negotiations with developers have indicated that the term integrated access still has relevance, as it provides opportunities to negotiate better access outcomes.

It is suggested consideration be given to deleting the grade separated option from Table 1, whilst retaining the integrated access option.

## **7.2 Public Parking**

The role of the Perth Parking Policy in relation to public parking is described in section 3. In this section a number of issues and questions are raised and discussed.

### **7.2.1 Are the boundaries of the pedestrian priority zone, the short stay zone and the general parking zone still appropriate?**

The current public parking zones are shown in **Figure 1** (in section 3).

#### **The Pedestrian Priority Zone (PPZ)**

Short stay parking only is permitted within this zone provided access is not required from streets within the (PPZ).

The current PPZ extends as far north as Aberdeen Street. It could be argued that Aberdeen Street is beyond the pedestrian core of the city and that access to short term parking from Francis Street is acceptable. The existing City of Perth State Library car park has access from Francis Street.

On the other hand, the Horseshoe Plaza and the land between Wellington and Roe Streets, as far west as the proposed King Street/ Lake Street connection, is a high pedestrian movement area and is likely to remain so in the future.

There have been previous suggestions to extend the PPZ to the river. However, it would be prudent to wait until there is a better understanding of the vision and form of land use options for the foreshore, before any change is considered in this area.

Consideration be given to amending the PPZ boundary as follows:

- 1) Exclusion of the area north of Francis Street from the PPZ.
- 2) Inclusion of the area bounded by Roe Street, the Horseshoe Bridge, Wellington Street and the extension of King Street to Lake Street in the PPZ.



### **Short Stay Parking Zone (SSPZ)**

This zone covers the majority of the CBD and the restaurant area in Northbridge. It also includes the mixed use strip along Hay Street in West Perth. The western boundary for the SSPZ is generally thought to be well positioned as it provides for long stay parking on the periphery of the CBD with access from Elder Street. The eastern boundary of the SSPZ could be moved further to the west, to either Bennett Street or Hill Street, as the eastern segment of the current SSPZ is outside of the main retail and office area.

It is suggested that consideration be given to moving the eastern boundary of the SSPZ further to the west.

### **7.2.2 Should the Perth Parking Policy assume a greater role in relation to approvals for public parking facilities?**

Because the Perth City Council is the major commercial car park operator and has a major development approval role, the WAPC requires that there be some degree of separation between these roles when a planning approval is issued.

The mechanism through which this is achieved is Clause 42 of the City's Town Planning Scheme No. 2. This clause was added to the Scheme at the request of the WAPC.

Clause 4.2 of the City of Perth Town Planning Scheme states:

*"4.2 Referral of Applications to the Western Australian Planning Commission*

- 1) *This clause applies to an application which:*
  - a) *in respect of a non- residential development in the Perth Parking Management Area, seeks a car parking bonus of 10% or more that is permitted in the Perth Parking Management Area;*
  - b) *proposes a public car park with 50 bays or more in the Perth Parking Management Area; or*
  - c) *is made by, or on behalf of, the City.*
  
- 2) *In respect of an application to which this clause applies, the Council, at the completion of advertising procedure, if any, required by it, is to forward to the Western Australian Planning Commission copies of;*
  - a) *the application; and*
  - b) *the submissions, if any, duly lodged with the Council in response to the advertising of the application.*



- 3) *The Western Australian Planning Commission, after considering the application and submissions, is to notify Council in writing within 21 days of receiving the application that it either:*
  - a) *supports the application on such terms and conditions, if any, as it specifies;*
  - b) *does not support the application; or*
  - c) *requires a further period of 21 days, or a specified longer period, to respond to the Council.*
  
- 4) *Following receipt of the notification from the Western Australian Planning Commission referred to in sub-clause 3 a) or b) above, the Council will determine the application in accordance with Clause 43 of the Scheme.”*

Paragraph a) in Clause 42 (1) is at odds with the Perth Parking Policy. There is no provision in the Perth Parking Policy to permit a parking bonus of any magnitude. The only means by which parking in excess of that set out in the Policy can be approved, is if the Minister accepts a recommendation for approval by the CEO of the Department for Planning and Infrastructure. This is discussed more fully in section 4.5.1 of this report.

Section 42 of the Town Planning Scheme No 2 sets out a process whereby all applications for car parking made on or on behalf of the city, and all public car parks of 50 or more bays within the PPMA are required to be considered by the WAPC. It is not clear how the threshold of “50 or more bays” was arrived at, for public parking.

The referral to the WAPC, as required in Section 42 of the City of Perth’s Town Planning Scheme No. 2, negates any requirement for the Perth Parking Policy to assume any greater role in relation to approvals for public parking, provided that the text and intent of the scheme is consistent with the Perth Parking Policy.

The City of Perth, following consultation with the WAPC, be requested to remove section (1)(a) from Clause 42 of its Town Planning Scheme No 2.

To further reinforce transparency and due process, consideration could be given to lowering the threshold for which public car parking applications are referred to the WAPC.

### **7.2.3 Should there be a limit on long stay public parking?**

The Perth Parking Policy currently prohibits additional long stay public parking within the pedestrian priority zone and the short stay parking zone. This effectively means no additional long stay public parking can be provided in the CBD or the restaurant area of Northbridge. There is no limit on the amount of long stay parking within the general parking zone.



Long Stay public parking is generally considered to be more efficient than tenant parking because it permits shared parking and parking by different users at different times. Overall, a lower level of parking can be permitted if tenant parking is reduced and more public parking is provided.

The market is currently used to regulate the amount of parking and the price of parking. Car park operators (the City or a private operator) undertake business cases to determine whether they wish to open an additional car park or indeed whether they wish to close an existing car park and redevelop it for an alternative use.

It is possible that maximisation of profit could lead to an over supply of long stay parking, which in turn could lead to congestion and other negative impacts. However, [in the foreseeable future, the demand for long stay public parking in the general parking zone is unlikely to be high enough to warrant any regulation on the amount of long stay parking, outside of the SSPZ.](#)

#### **7.2.4 Should there be a limit on short stay public parking?**

Short stay public parking is permitted in all areas. However, within the PPZ, access is required to be from streets outside the PPZ.

As is the case for long stay parking, the market is used to regulate the amount of short stay parking provided. At this point in time, operators set parking prices and make judgements on when there is sufficient demand to justify additional investment on short stay car parks. Provided that long stay parking can effectively be prohibited from the short stay zone (refer section 7.2.5), [there is little likelihood that the demand for short stay parking would warrant any regulation, in the foreseeable future.](#)

#### **7.2.5 How can long stay parkers be effectively prohibited from parking in the short stay zone car parks?**

There is currently (May 2007) a shortage of short stay parking in the central city area. The Perth Parking Policy defines short stay public parking facilities as those generally available to the public where at least 50% of vehicles stay less than 4 hours and 90% of vehicles stay less than 6 hours. At present (May 2007) many car parks are full by mid morning, causing visitors, shoppers and business people to move further out in search of parking or queue and circulate until a bay becomes available. This represents a failure of the market as a regulator of parking in the short term.

Although operators have been unable or unwilling to provide data, it seems that there has been a movement of too many long stay parkers into short stay car parks. This has been confirmed informally by car park operators.

In theory, the Perth Parking Policy has regulatory powers designed to ensure that short stay car parks operate in accordance with the above short stay definition. However, most of the car parks in the short stay zone were in existence prior to 1999. The policy of “no retrospectivity” means that



short stay parking cannot be enforced in these car parks without the agreement of operators. However, the DPI needs to ensure that other short stay car parks comply with the Perth Parking Policy. Also, the DPI should ensure that the higher long stay parking licence fees are charged to car parks operating as long stay car parks, regardless of whether or not they are within the short stay parking zone.

Within the short stay parking zone, almost all car parks charge more per hour for short stay than long stay parking. Examples include:

<b>Case Study 1</b> <b>His Majesty's – City of Perth</b>	
➤ Cost for 1 hour	\$2.20
➤ Cost for 6 hours	\$13.20
➤ Cost for 8 Hours	\$16.00
➤ Cost per hour for 4 hours	\$2.20
➤ Cost per hour for hours 4 to 6	\$2.20
➤ Cost per hour for hours 6 to 8	\$1.40
➤ Cost per hour for hours 8 to 10	\$0.00

<b>Case Study 2</b> <b>King Car Park - Wilsons</b>	
➤ Cost for 1 hour	\$3.00
➤ Cost for 6 hours	\$15.00
➤ Cost for 8 Hours	\$19.00 (with early bird \$14.00)
➤ Cost per hour for 4 hours	\$2.75
➤ Cost per hour for hours 4 to 6	\$2.00
➤ Cost per hour for hours 6 to 8	\$2.00
➤ Cost per hour for hours 8 to 10	\$0.00



<b>Case Study 3 Concert Hall, Terrace Road – City of Perth</b>	
➤ Cost for 1 hour	\$1.70
➤ Cost for 6 hours	\$10.20 (with early bird \$9.00)
➤ Cost for 8 Hours	\$11.00 (with early bird \$9.00)
➤ Cost per hour for 4 hours	\$1.70
➤ Cost per hour for hours 4 to 6	\$1.70 (\$1.10 with early bird)
➤ Cost per hour for hours 6 to 8	\$0.40 (\$0.00 with early bird)
➤ Cost per hour for hours 8 to 10	\$0.00

All of the car parks examined in Case Studies 1 to 3 above provide financial incentives for longer stay parking over short stay parking, yet all are within the short stay zone. In all cases, the marginal cost of parking between hours 8 and 10 is zero.

**Table 14** below compares the marginal hourly rate for car parking at the above car parks.

■ **Table 14 Comparison on Parking Rates**

<b>Rate of Parking Per Hour</b>	<b>His Majesty's</b>	<b>Kings</b>	<b>Concert Hall</b>
0 – 4 hours	\$2.20	\$2.75	\$1.70
4 – 6 hours	\$2.20	\$2.20 (\$1.50*)	\$1.70 (\$1.10*)
6 – 8 hours	\$1.40	\$2.00 (\$0.00*)	\$0.40 (\$0.00*)
8 – 10 hours	\$0.00	\$0.00	\$0.00
* rate with early bird			

It can be seen from **Table 14** that, in each case, short stay parking is paying a higher hourly rate than long stay parking, notwithstanding that all of these car parks are within the short stay zone. Interestingly, the City of Perth considers the Concert Hall and Terrace Road car parks to be long stay car parks even though they are within the short stay zone.

The current pricing strategy that favours long stay parking over short stay parking is clearly a major reason why car parks within the short stay zone are often full by mid-morning. This shortage of space for short stay parkers could be overcome with a change in pricing strategy that charges



higher hourly rates of parking beyond 4 hours and beyond 6 hours, as shown in the following example (Table 15).

■ **Table 15 Example of Parking Rates Supporting Short Stay Parking in Short Stay Zone**

	<b>Hourly Rate</b>	<b>Total Cost</b>
Up to 4 hours	\$2.00	\$8.00 (for 4 hours)
Hours 4 – 6	\$3.00	\$14.00 (for 6 hours)
Hours 6 – 8	\$4.00	\$22.00 (for 8 hours)
Hours 8 – 10	\$4.00	\$30.00 (for 10 hours)

A fee structure of this nature applies to the short stay car park operated at Harbourtown to support the adjacent retail facilities, even though it is in the long stay zone.

There are a number of options that could be considered with a view to making a greater proportion of parking available to short stay parkers.

- 1) Enter into discussions with the owners and operators of existing public car parks within the SSPZ to operate all car parks as short stay car parks within the definition of short stay parking. This agreement could be developed in a way that provides the Perth Parking Policy with powers to ensure compliance that all public car parks within the Perth Parking Policy SSPZ operate as short stay car parks. A change in pricing policy to ensure car parks within the SSPZ operate as short stay car parks is unlikely, in the current situation, to result in a loss of revenue to operators and would benefit city businesses by freeing up more short stay car parking spaces.
- 2) Introduce a further differential licence fee charge for long stay public parking within the short stay zone and all other long stay parking (i.e. all tenant parking and long stay parking outside the short stay zone). It is considered likely that this could be introduced by a change to the regulations, but legal advice would need to be sought. It is estimated that a fairly large increase in the licence fee, per bay, of about \$600 to \$800 per annum would be required to increase the cost of long stay parking per day, within the short stay zone, by about \$3.00.
- 3) Amend the Perth Parking Policy to give powers to require operators to charge higher hourly rates for parking beyond 4 hours in the short stay zone. It is not clear how this could be achieved in practice. Also, legal advice may need to be taken to determine if there are any issues regarding competition policy. There would still also be the issue of retrospectivity for existing car parks.



It is recommended that discussions with car park operators be commenced to determine if agreement can be reached along the lines outlined in option 1. In the longer term, options 2) and 3) may need to be given consideration if a voluntary agreement cannot be reached and long stay parking continues to “squeeze out” short stay parking in the SSPZ.

### **7.2.6 Could tenant parking be used in the evenings and on weekends for public parking?**

This issue was raised by a number of stakeholders during the consultation on the policy review.

Additional use of tenant parking would result in more efficient use of tenant parking and could provide additional parking during special events (e.g. for Perth Arena events) and at times of high demand (e.g. weekend Christmas Shopping). At other times, it could result in more competition between car park operators. However, existing public car park operators may argue that this is a significant change to regulations that could have a detrimental impact on their investment and could influence future investment in high quality multi-storey facilities.

Different regulations apply to the construction standards for public and private car parks. It is likely that significant changes may need to be made to tenant car parks before they could be used for public car parks.

Two potential options could be considered:

- 1) Tenant car parks could be licenced to be used for public parking at designated times to provide additional public parking at times of high demand, subject to all building and planning approvals being obtained.
- 2) Tenant car parks could be licenced for use more generally in the evenings and weekends, subject to all building and planning approvals being obtained.

Whilst both options could result in efficiencies in car park use, changes of this nature are significant and should be discussed broadly with the City of Perth and car park owners and operators, prior to any change in policy being considered.

### **7.3 Perth Parking Management Area Boundary**

The Perth Parking Management Act 1999 states that “*an area within the Perth Metropolitan area is to be prescribed as the Perth Parking Management Area (PPMA) for the purposes of this Act*”. The area prescribed in the regulations at the time was the area of the City of Perth as it existed at the time. An amendment to the PPMA will require an amendment to the Perth parking management regulations.



As more intense development spreads outwards from the centre of Perth, a case could be made for expanding the PPMA. Over time, an expansion of the PPMA could assist in reducing inner area congestion and improving equity, but there will always be boundary issues.

Given that any extension of the PPMA would be into adjacent local government areas, any extension of the area would need to be discussed with these Councils. These Councils would wish to weigh up a number of issues, including:

- potential for reducing congestion through a continuation of constraint on parking supply and the price of parking;
- ability to utilise revenue from parking licence fees to improve public transport, walking and cycling within the area;
- potential impacts of an increase in user costs of private travel to the area and perceived or real impacts on business viability;
- the extent to which the FTZ and the CAT service would provide benefits in these areas.

A change to the local government boundary between the City of Perth and the Town of Vincent, announced on 9 February 2007 will result in a part of the PPMA being within the Town of Vincent. This boundary change will become effective on 1 July 2007.

The boundary changes will result in the areas shown shaded in **Figure 4**, that are currently in the City of Perth, becoming a part of the Town of Vincent after 1 July 2007. There are a number of implications from this change for ratepayers, owners of off-street parking facilities and the Town of Vincent, including:

- Developments within the areas of the Town of Vincent that are within the PPMA will be subject to a maximum amount of tenant parking bays per hectare of development land. Whilst this represents no change from current parking allowances within the land transferred to the Town of Vincent, this area of the Town of Vincent will be subject to maximum parking allowances, while the remainder of land in the town will be subject to minimum parking requirements.
- The owners of both public and private parking within the PPMA that will be within the Town of Vincent will be required to pay licence fees for parking. Whilst this will result in no change to the private owners, the Town of Vincent will need to make a payment for parking under its control – principally on street parking. This payment has been made by the City of Perth in the past.

There are a number of options that the Town of Vincent may consider, and which could be subject to discussion with the State Government. The options include:



- 1) Reduce the PPMA to exclude all areas within the Town of Vincent. This includes the East Perth Power Station land where the planning powers currently reside with EPRA.
- 2) Increase the PPMA to include the area south of Bulwer Street and Vincent Street to the East of the Mitchell Freeway.
- 3) A more localised expansion of the PPMA in and around the Leederville village centre.

There are also options to expand the PPMA into parts of the City of Subiaco or the Town of Cambridge. In all cases, the potential benefits and disbenefits would need to be discussed with the local authorities. The major issues are likely to be:

- Impacts resulting from the introduction of parking licence fees.
- Long term impact on congestion resulting from reduced levels of parking from development.
- Potential improvements to public transport in the area, utilising parking licence fee revenue and the benefits to businesses in the area who pay the licence fee.

#### **7.4 Perth Parking Management Licence Fee**

The parking licence fee has been introduced as part of a broader suite of policies to limit the growth of car travel and congestion in the central city area. A parking licence fee is required for all non-residential parking bays within the Perth Parking Management Area. Some exemptions apply; most notably businesses within less than 5 bays are not required to pay the fee, although a licence is still required.

The funds obtained from this licence fee are currently utilised to fund the Central Area Transit (CAT) system, and to contribute to revenue foregone by the PTA in administration to the free transit zone (FTZ).

##### **7.4.1 What restraint on car travel could be attributed to current licence fees?**

The parking licence fee has the potential to increase the overall cost of parking. In general, operators of public parking will seek to recover additional costs by increasing the fee charged.

The current licence fee per annum for short stay car parks is \$169 per annum. Most city car parks are used 7 days per week or around 360 days/ year. On this basis, the licence fee would contribute less than \$0.50 per day to the charge. Short stay public car parking fees in central Perth generally charge about \$2.00 per hour, with maximum daily (10 hour) charges varying between \$10.00 and \$20.00. Taking a weighted average of \$12.00 per day and an average vacancy rate of 20%, the cost of the licence fee to the average charge is about 5%. Stated another way, if the licence fee were to be removed, the cost for short stay public parking in central Perth could be expected to reduce from around \$12.00 to about \$11.40 per day.



There is limited data on the sensitivity of demand for parking to price. The information that does exist tends to suggest that the elasticity of demand for parking is negative in the range of -0.1 to -0.6, with an average of about -0.3. This means that the demand for parking as a result of the licence fee of about 5% would reduce demand for parking by less than 2%.

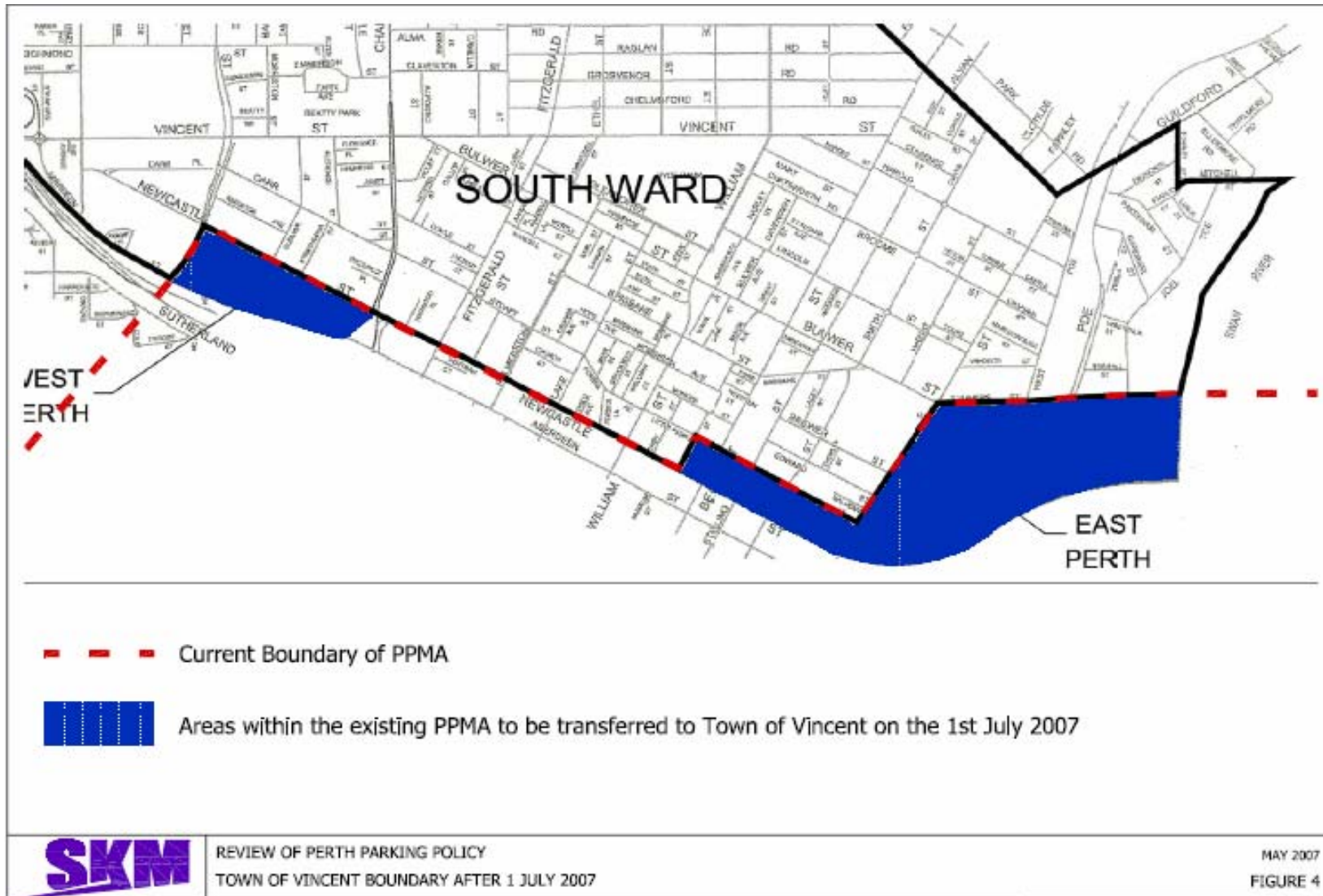
The current annual licence fee charge for long stay or tenant parking is \$195.50. In the case of tenant parking, the use would typically be over 240 working days, giving an annual daily expense from the licence fee of \$0.81 per day. The cost to users varies between zero (paid for by the company) to about \$10 to \$15 per day. If we were to assume an average cost to users of about \$8, the increase in price of parking attributable to the parking licence charge would be in the order of 10%. Again, assuming an elasticity of demand of -0.3, the parking licence charge is likely only to have reduced demand on tenant parking based on price, by around 3%.

In the case of long stay public parking, there is a likelihood that the elasticity of demand may be higher (possibly about 0.5), as there is no payment of fees by employers. On this basis, the cost of the parking licence fee may have reduced long stay public parking by about 5%.

On this basis, it appears that [the impact on the demand for parking attributable to the parking licence fee is likely to be small – around 2% to 3% on average for short stay and tenant parking to about 5% for long stay public parking.](#)

On the other hand, the price of short term public parking in Perth has about doubled between 1999 and 2007, during which time cumulative inflation would have increased about 25%. This means there would have been a real increase in parking charges (excluding the impact on inflation) for short stay parking of about 60%. The price increase of long stay parking has been more variable. This could have been expected to reduce the demand for short stay public parking by about 18%. For long stay parking, analysis by the DPI shows real increases have only been about 5% in the CBD, whereas they have been over 100% in East Perth and West Perth. Public parking price changes are likely to have had little or no impact on demand for long stay parking in the CBD.

Given that there is little impact on the demand for parking as a result of the current licence fee charge, consideration could be given to increasing the licence fee so that it forms a higher proportion of overall parking fees. **Table 16** below shows the impact on demand for parking by raising parking licence fee charges.





■ **Table 16 Impact on parking demand from increased parking licence fee charges**

Impact on parking demand		
Fee increase	Short stay public parking	Long stay public parking
Current fee x2	2 – 3%	4 – 6%
Current fee x3	4 – 6%	8 – 12%
Current fee x4	6 – 9%	10 – 20%

**7.4.2 What impact did introduction of the licence fee have on parking provision?**

Surveys of parking use undertaken in 1993 and 1998 identified approximately 63,000 spaces that had at least some occasional use within the Perth Parking Management Area (PPMA). When the Perth Parking Management Act introduced the requirement to licence and pay a licence fee in 1999, some off-street parking bays were de-commissioned. It should be noted that a feature of the Perth licence system is the encouragement of decommissioning. This occurs because the Act gives property owners the option to record their maximum entitlement to parking, but to licence for actual use, often a lesser number, and pay a reduced fee to reflect actual usage rather than potential maximum use. This is a key difference between the Perth parking licence fee and the Sydney and Melbourne parking levy systems.

The Department for Planning and Infrastructure records show that at any one time 5000 to 7000 bays or 8% to 11% of the original parking supply (of 63,000 bays) are not in use. These spaces have not disappeared, as the licensing system records that they exist and property owners have the right to reactivate them. These bays tend to be located in the outer parts of the PPMA, not in the CBD. The reason for the deactivation is that these bays were surplus to onsite requirements for the owner and their on-site tenants; this meant that there was not sufficient demand from users willing to pay owners to use these spaces and businesses within the PPMA have increasingly sought to reduce their expenses. This demonstrates that the licence fee costs are taken into consideration by some property owners when they make an application to licence parking bays.

In the case of new developments and the take-up of parking, the experience to date is limited. Owners of well located tenant parking in or close to the CBD or prime parts of West Perth have tended to licence the maximum number of allowable tenant bays. A few developers have been able to obtain Ministerial approval to have additional bays beyond the Policy limits. However, the Policy restricts the use of new tenant parking to use by onsite tenants. The take-up of these extra bays by on-site tenants has been mixed. There have been examples of new development where the maximum parking allowance has not been used.



#### **7.4.3 Is any change required to exemptions from payment of the licence fee?**

Exemptions currently apply from payment of the Perth parking licence fee for loading and unloading by public transport vehicles, taxis, disabled parking and for off street parking where there are 5 or less parking bays per ownership.

The exemption from payment of the licence fee for 5 or less off street parking bays was introduced primarily for efficiency reasons. It has generally been well received by small businesses and has not impacted on the overall effectiveness of the policy. There would appear to be no reason for any change in relation to exemptions.

#### **7.4.4 Should higher licence fee rates per bay continue to apply for long stay parking?**

In 1999, a flat rate licence fee was introduced for both short stay and long stay parking. In 2003, a differential rate was introduced with a higher licence fee being applied to long stay parking.

Long stay parking includes both private (tenant) and public long stay parking. A large proportion of the parking accommodates parking for commuters who travel to and from the city during peak hours and, therefore contributes, to a much higher degree, to congestion cost. In addition, long stay commuter parkers have more consistent travel patterns that are more easily accommodated by public transport, which usually operates at higher levels of frequency during peak periods. Short stay parkers, on the other hand, are a mixture of business travellers, shoppers and infrequent visitors to the city. These visitors are necessary to ensure the city remains a vibrant commercial and business entity.

The health and vitality of the Perth city centre commercial and retail area is dependent on there being a high level of accessibility. Too much dependence on car travel, particularly during peak periods, can result in increased congestion and a reduction in accessibility over time. At the present time, there are good reasons to apply a higher level of restraint on peak period commuter car travel than car travel during other periods of the day. It follows, therefore, that the Perth Parking Policy would seek to impose a greater level of restraint on peak hour commuting travel than on other travel. On this basis, there is a justifiable reason for the licence fee applicable to long stay bays being higher than for short stay bays. As discussed in 7.4.1, an increase to about 3 times current rates would be required to reduce long stay parking demand by about 10%. The Government may wish to consider whether the differential licence fee in rates is large enough, particularly for long stay parking in the short stay zone (refer to discussion on this matter in section 7.2.5).

#### **7.4.5 Should licence fee revenue continue to be hypothecated?**

The Perth Parking Management Act requires that:

- A specific fund be created to receive all revenue raised from parking licence fees.



- The annual revenue stream and accrued funds can only be expended with the approval of the Minister on matters that give effect to the Perth Parking Policy or for administrative purposes associated with the Act.

Currently, revenue from the parking licence fees is used to fund operation of the CAT and contribute to the cost of the free transit zone. There is sometimes opposition to hypothecation on the grounds of retaining flexibility in public expenditure of funds being allocated to a specific use.

The Perth Parking Policy was set up in 1999 by an Act of Parliament that explicitly required revenue to be expended for a specific purpose. Any change to the use of these funds would require the approval of Parliament. There is no indication that the public would support any change to the requirement that all revenue from the parking licence fees continue to be hypothecated for uses as outlined in the Act.



## 8. Alternative Policy Approaches

This section has been included in the review to improve the understanding of alternative policy approaches that may be able to achieve similar outcomes in an efficient and effective manner. At the request of the DPI, this includes discussion on alternative means to support funding of public transport, in addition to alternative means to limit the increase of traffic on city streets. This dual role is acknowledged and described more fully in a major report prepared for the European Commission by Oscar Faber (2000): *“Fair and Efficient Pricing in Transport – The role of Charges and Taxes”*.

The report states:

*“In addition to raising revenue, a key objective of fiscal policy is to bring about a shift in user behaviour that supports the goals of efficiency in transport, equity and sustainability”*.

The Oscar Faber report supports the use of fiscal mechanisms and charging based on marginal social costs at the point of use to influence transport outcomes. It is noted that these social costs should include external costs such as pollution, safety and congestion.

### 8.1 Parking Levy Schemes

#### 8.1.1 UK Workplace Parking Levy

The UK Government has introduced legislation that enables local authorities to levy a charge on non-residential workplace parking. The policy position and background relating to the UK Government’s legislation is summarised in Research paper 99/104 (Poole, 1999) from the House of Commons library.

The paper notes that *“... controls on parking are perhaps the most important tool available to local authorities to control traffic congestion in towns”*. It goes on to provide evidence from modelling that shows changes to the supply of parking have a much greater influence on reducing car driving than price.

The paper also acknowledges that the Government is aware of potential congestion at retail and entertainment outlets and spill over of parking from workplace parking to other parking areas, including on-street parking, unless controlled. Notwithstanding these issues, the Government has chosen only to legislate for workplace parking levies at this time.

Perhaps because of these limitations, no local authority in the UK has yet implemented a workplace parking levy and only one (Nottingham) continues to contemplate its implementation in the future.



### **8.1.2 Sydney Parking Space Levy**

Key features of the Sydney scheme are:

- applies only to off street private parking;
- does not apply to public car parks;
- originally applied to the Sydney CBD and North Sydney (category 1 areas) but has now been extended to Parramatta, Chatswood, St Leonards and Bondi Junction (category 2 areas);
- in the category 2 areas, the emphasis is almost entirely on office and commercial parking, with retail, restaurant, hotel parking, etc being exempt from the levy.

The NSW scheme is a well established scheme that has been operating since 1992. The current annual levy per bay was \$840 per bay for category 1 areas and \$420 per bay for category 2 areas in 2003. In 2003, there were 60,612 leviable spaces, 59.5% (or 36,065 spaces) of which were in the Sydney CBD (reference: Parking Space Levy Review, Ministry for Transport, December 2003).

The aim of the Sydney scheme is to encourage public transport use in areas well served by public transport where congestion is a growing problem. The Transport Data Centre Household Transport Survey 2003 identified that the most common reason for travelling to work by public transport was to avoid parking problems and/ or costs (Ministry of Transport, 2003).

The Act prescribes that all parking space levy funds are to be expended on infrastructure to encourage the use of public transport by making it more accessible. This need not be in the area where the levy is collected. It could, for example, be expended on park and ride, or for bus/ rail interchanges in outer areas of the Sydney Metropolitan region.

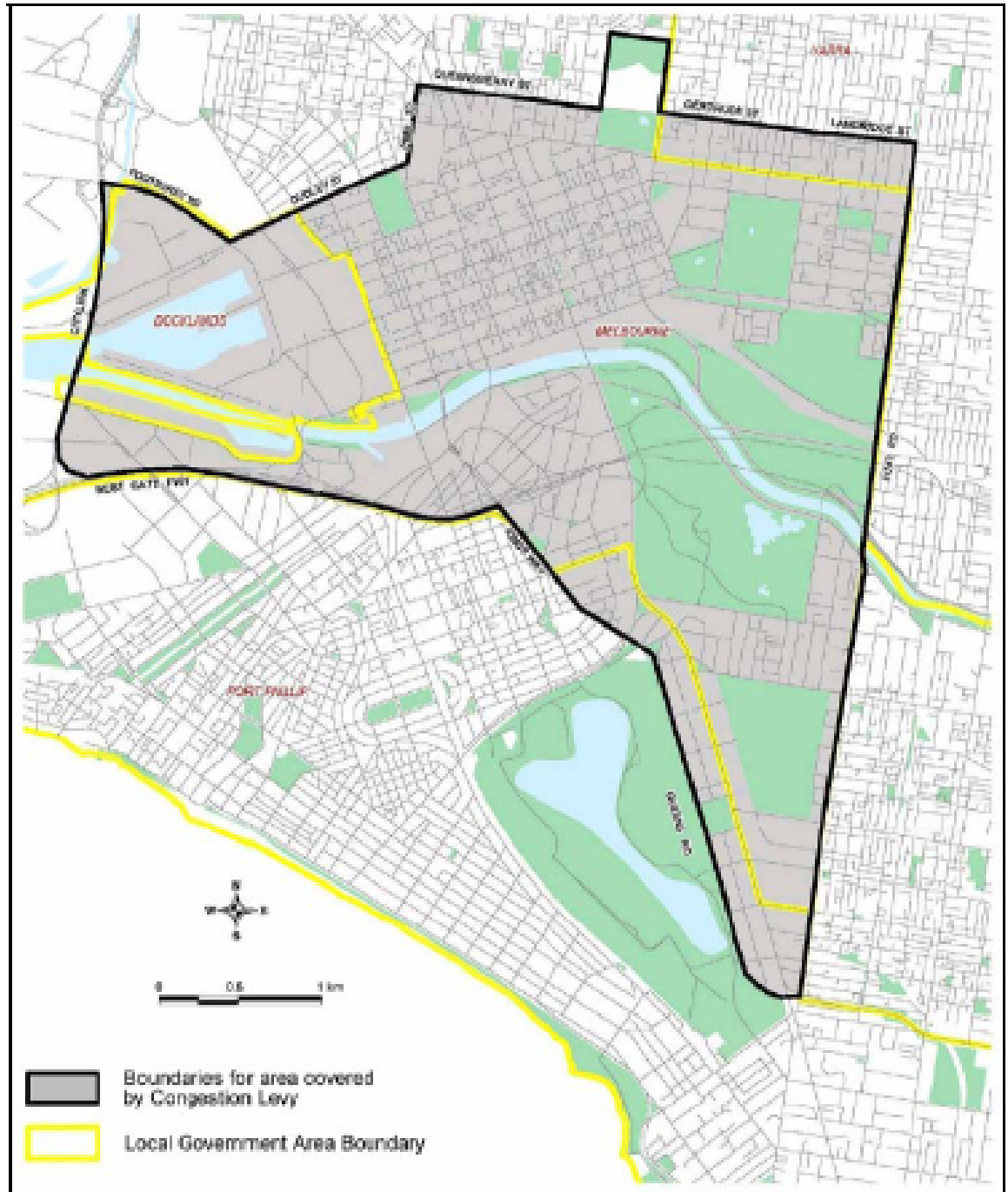
### **8.1.3 Melbourne Congestion Levy**

The Melbourne Scheme was only introduced in 2005. Key features of the Melbourne scheme are:

- applies only to off street parking;
- applies to both public and private parking, but only long stay public parking;
- applies in the Melbourne CBD and fringe CBD areas (see map below).



- **Melbourne Congestion Levy Area**



Source: Department of Treasury and Finance State Revenue Office (Victoria)



The current levy charge is \$800. It was originally introduced at \$400 for 1 year only. The Act specifies that the levy will be adjusted annually, based on the CPI for Melbourne, using the 2007 \$800 levy as a base.

The purpose of the congestion levy is to reduce peak hour congestion in central Melbourne, to impact positively on the CBD environment and to encourage use of public transport.

Unlike the Sydney and Perth schemes, the revenue is not hypothecated to be expended for any specific purpose, such as improvements to public transport.

A review of the administration of the congestion levy was undertaken in April 2007 by the Victorian Department of Treasury and Finance and the State Revenue Office. It states, inter alia;

*“Although it is too soon to reach definitive conclusions about the impact of the levy, early analysis by the City of Melbourne does indicate some positive trends. For example, visitation to the central city has increased by 2.5% over two years, despite a decrease of 3.4% in traffic from February 2005 to February 2006”.*

#### **8.1.4 Comparison of Parking Levy Schemes**

The Melbourne, Sydney and potential UK schemes are more narrowly based than the Perth Parking Policy. The Perth Parking Policy includes regulations on the supply of parking relating to new development, which is not included in the other schemes. In Melbourne and Sydney, the local government town planning schemes are used to regulate the supply. However, different allowances apply in the schemes of the different municipalities.

Even within the levy or licence scheme component, the Perth scheme is the most comprehensive, in that a charge is imposed on both off-street and on-street parking and long and short stay parking, albeit at different rates. The ability to include all or most parking in the scheme and to use differential rates is considered to be an advantage of the Perth Policy.

On the other hand, the levy charged per bay per annum is much greater in Sydney and Melbourne than it is in Perth. It is likely to have had a bigger impact on changing behaviour and on users of the type of parking targeted, than has been the case in Perth.

#### **8.2 Parking Supply and Management**

There has been a shift in recent years from specifying a minimum amount of parking required, to mandating a maximum amount of parking allowed for private development in city centres.



### **8.2.1 Australian Cities**

Maximum levels of parking are applied to all new development in the central areas of Australia's major cities.

In Sydney, Melbourne and Brisbane, the amount of tenant parking in the city centres is set at about 0.4 to 0.5 bays/ 100m<sup>2</sup> of office or commercial use. In Perth, the maximum amount of parking is established based on the site area on which the development is proposed. In the case of high density development in the city centre, this generally equates to between 0.4 and 0.6 bays/ 100m<sup>2</sup> of development.

### **8.2.2 North American Cities**

North American cities are going through something of a transition from minimum parking requirements to maximum parking requirements. Some have both.

Some large cities in the USA have imposed parking freezes or parking caps to reduce congestion and improve air quality. Downtown Boston has had a parking freeze in effect for many years, and San Francisco has recently applied a cap on commuter parking (US Environmental Protection Agency, 2006).

Capping or freezing of parking is a policy that has been forced on these cities because congestion has reached a level where any increase in driving into the city cannot be tolerated. There are equity problems in favour of previous developers over existing developers. This situation really reflects on past failure of parking and other transport policies to keep car travel into the city centres to acceptable levels.

Morrell and Bolger (1996) have undertaken research in Canadian and US cities that has demonstrated an important relationship between the use of public transport and the percentage of parking bays/ employee. Graphs demonstrating this relationship from Morrell and Bolger's paper are reproduced below:

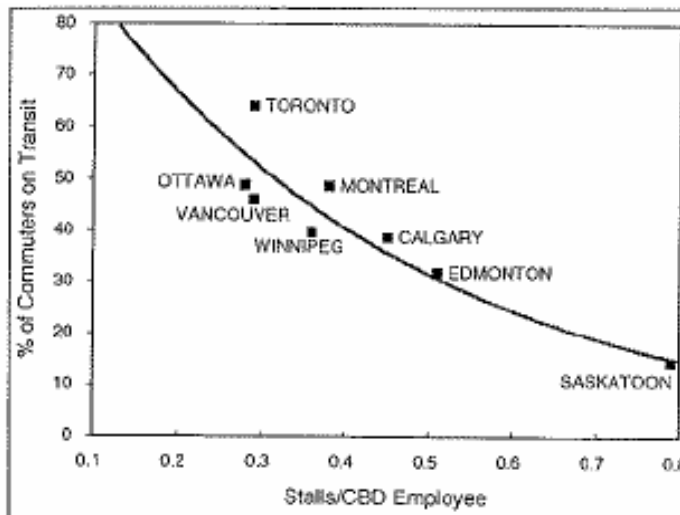


Figure 2. CBD modal split vs. STALLS/CBD Employee—Canadian cities.

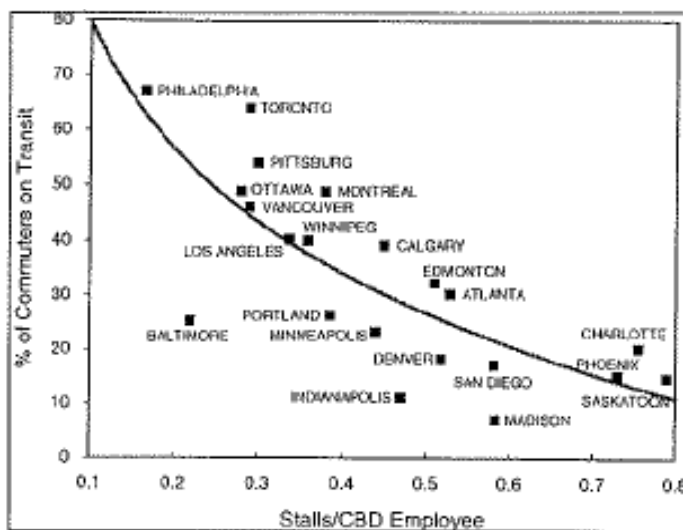


Figure 3. CBD Modal Split vs. STALLS/CBD Employee—Canadian and U.S. cities.<sup>7</sup>

Source: Morrell and Bolger (1996)

Two important observations can be made from these graphs:

- some cities have much higher levels of parking than others. Cities with lower levels of parking do not seem to be any less viable economically and often offer a higher level of amenity;
- transit use is higher in cities with lower rates of parking per employee. This implies less driving and less congestion.



### **8.3 Remote Parking**

Remote parking has been used in an ad hoc manner in cities around the world for many years. It includes provision of parking on the fringe of city centres. It has been used in cities where there are extensive pedestrian areas or where there is a need to limit traffic on mixed use main streets. It has proven to be very effective in small market towns in the UK and older towns where street space is limited (e.g. Fremantle).

The old walled City of York in Northern England has formalised this into a Park and Walk scheme. Car parks are provided outside of the walled city. Pleasant walking routes, well signed and well lit, of up to about 1km, connect the car parks to the city centre.

More recently, numerous cities around the world are introducing Park and Ride, where car parks are provided at train or bus stations well removed from the city centre and close to residential trip origins. The principle behind this proposal is that cars can park in an area where congestion and loss of amenity is less of a problem, and people can access the city by fast, frequent public transport.

This is very much a part of Perth's access strategy and the remote car parks at railway stations can be considered to be a part of the Perth Parking Policy, although this has not been explicitly acknowledged to date. Currently, it is estimated there are 13,500 park and ride bays, on Perth's rail system and the Kwinana Freeway bus system, serving the Perth central area. When the southern suburbs railway opens, a further 4,000 park and ride bays at rail stations will provide parking for city commuters and visitors.

### **8.4 Congestion Charging for Moving Traffic**

Congestion charges have been introduced in a number of cities including Singapore, London and Stockholm. Toll rings have been introduced around the central area of a number of cities including Oslo and Bergen in Norway.

In addition, many cities have introduced toll roads or bridge tolls, although the main purpose has been to pay for the infrastructure. More recently, in the United States, HOT lanes<sup>6</sup> have been provided on toll facilities to provide access, at a reduced cost, for high occupancy vehicles.

In theory, charges can be related to the amount of travel and the speed of travel and higher charges levied when the speed is lower and congestion is greater. However, full congestion charging, at this level, has not yet been introduced.

---

<sup>6</sup> HOT lanes are High Occupancy Vehicle (HOV) lanes which can be used by single occupant vehicles on payment of a toll.



#### **8.4.1 London Congestion Charging Scheme**

Congestion charging was introduced in central London in February 2003 to:

- reduce congestion;
- improve bus service reliability and use;
- improve reliability of road travel for emergency services and essential services;
- to generate revenue to improve public transport.

A fixed charge on a daily basis applies. Once the fee is paid, the driver of the vehicle has unlimited travel rights within the congestion travel zone.

The major advantage of this type of scheme, when compared to a parking levy, is that through traffic is charged as well as destination traffic.

Key aspects of the London scheme are:

- a charge of £8 (\$20) per day applies. Originally introduced at £5 per day;
- charge applies only between 7.30am and 6.30pm;
- cyclists, motorcyclists, taxis and buses are exempt;
- residents within the zone only pay 10% of the charge.

The scheme has generally been considered to be successful in London. Key benefits include:

- 30% reduction in congestion;
- significantly improved reliability of bus services and increased patronage;
- overall vehicle travel within the cordon dropped 16%, but private car travel dropped 39%;
- net revenue £122 million (\$300 million) raised for public transport improvements in 2005/ 06.

However, it also has shortcomings:

- approximately 40% of gross revenue expended on compliance costs;
- resident discounts for inner city residents encourage a higher than desirable number of short car trips. This will increase if the scheme area is extended.

Whilst the London congestion charging scheme has delivered impressive results, its transferability to other cities will be difficult, in the short term, for the following reasons:

- central London only had around 10% to 12% car driver mode share. In most cities, this is much higher (e.g. Perth 50%);



- there remains significant stakeholder and political opposition in most cities, where the congestion is seen to be insufficiently bad to warrant intervention of this kind.

#### **8.4.2 Toll Roads**

As discussed earlier, toll roads have generally been introduced to fund infrastructure. Toll roads generally do not result in revenue that can be used to improve public transport, although this is possible in theory.

In general, toll roads can improve the level of service for car travel on limited sections of the road network for those willing to pay, but can result in worse congestion at other areas, principally near the entry or exit points to the toll facility.

Toll roads are generally not an acceptable way of addressing traffic and congestion to, from or within city centres. The Sydney Cross City toll road that opened recently is an example where congestion in certain areas worsened, resulting in significant negative feedback from both motorists and public transport users.

#### **8.5 Alternative Funding Sources for Public Transport**

Over the coming years, increased funding will need to be made available for capital improvements and for operating of public transport systems. If congestion is to be reduced or held in check, a higher proportion of travel to city centres will need to be made by public transport. Funding will be required for infrastructure, increased and updated rolling stock and for ongoing provision of services.

If revenue collected from congestion reduction measures, such as from parking levies or congestion charging, can be recycled to improve public transport, this will have potential to further reduce congestion from reduced car use. It is, therefore, a legitimate public policy to seek and raise revenue in this manner and to hypothecate it for public transport improvements.

Richardson (2004) produced a paper for the Melbourne Transport Forum on “Funding Choices for Sustainable Transport”. The paper argued that all levels of government -commonwealth, state and local - should play a role in public transport funding and that a variety of other means should be considered to fund public transport, including:

- property and development charges;
- parking licence fees (levies);
- road user charges;
- employer charges.

Overall, it is considered that public transport should be funded from a variety of sources, including government, based on a beneficiary pays principle.

SINCLAIR KNIGHT MERZ



The French Versement Transport Tax is an example of beneficiary pays. In higher density, areas, employers will benefit from improved public transport improving accessibility for their employees. The Versement Transport Tax was introduced in Paris in 1971 and has since been extended to other provincial cities. In Paris, there is a requirement for employers to pay a half of their employees' public transport season tickets (Ubbels, 2003).

### **8.6 Concluding Comments on Alternative Policy Approaches**

It is clear that a number of alternative policy approaches are available to governments to assist in reducing congestion in city centres, improving the amenity and environment in city centres and utilising revenue raised for improvements to public transport.

The circumstances will be different in each city and detailed studies would be necessary to select optimal solutions. In most instances, no one solution will be chosen. Instead, a mix of solutions that produce synergies is likely to offer the best overall solution.

It is clear from this brief overview that parking policy has an important role to play, as part of broader transport and land use policy, in addressing central city congestion. This will be most successful if it is undertaken in conjunction with measures to improve public transport. Morrell and Bolger (1996) have shown there is a clear link between reducing parking supply per employee and use of public transport.

The Perth Parking Policy is a broadly based policy which incorporates parking supply policies in addition to a licence fee. In that respect, it is considered that the Perth Parking Policy will be more effective in the long term in influencing demand for travel than the UK Workplace Parking Levy or the Sydney and Melbourne schemes that are more narrowly based, with a high reliance on price.



## 9. Summary and Conclusions

In general terms, the Perth Parking Policy has been found to positively contribute to state transport and land use policies to improve the economic, environmental and social health of central Perth.

Although it is not possible to quantify the contribution the Perth Parking Policy has made to a reduced car driver mode share for trips to central Perth, it has played a strong supporting role as part of an integrated packaged of measures that has restrained the growth of car travel to, from and within central Perth. The Perth Parking Policy has also contributed to improvement to the central Perth public transport system by providing funding for the CAT bus services and compensating for revenue loss from operation of the free transit zone within the Perth parking management area.

The stated objectives of the Perth Parking Policy were to support a balanced transport system for accessing the city and to:

- ensure the continued economic vitality of the city of Perth;
- improve accessibility to and within the city for all users;
- improve the air quality and the physical environment of the city;
- keep the impacts of vehicular traffic within acceptable limits;
- encourage the efficient use of parking facilities in the policy area;
- provide a framework for the development of parking facilities within the city.

Overall it is considered that the Perth Parking Policy has had a positive influence and has not acted against achievement of any of the objectives.

There was concern in some quarters that restraint on car travel by limiting growth in parking bays may impact negatively on the economic vitality of the city, however that has not occurred. Both employment and commercial floorspace have grown strongly and there is a high level of optimism in relation to CBD retail.

As evidence to the Policy's success in relation to its objectives, this review has made the following findings:

- The Perth Parking Policy has contributed to lower traffic volumes on city streets with lower levels of congestion than would have been the case without this influence;
- restraint on the growth of car parking has not limited the potential of the city centre to grow economically;
- along with improvements to the public transport system, the Perth Parking Policy has contributed to an improvement in accessibility to the city centre during the last 6 years;



- the Perth Parking Policy, by contributing to a lower level of traffic than would otherwise be the case, has contributed to improved local air quality in the city centre;
- the Perth Parking Policy has resulted in reduced levels of tenant parking being permitted for new office development. Over time this will reduce the proportion of private tenant parking in the overall mix and increase the proportion of public parking, increasing the overall efficiency of parking use;
- the Policy has provided a framework for the number, type and location of parking facilities within the Perth Parking Management Area, which has been well accepted by most stakeholders.

These findings reinforce the view held by many transport planners and economists, who have recognised that demand management measures are most successful when they are introduced as part of a complementary package of supply measures for alternative travel modes (e.g. public transport).

Based on the current level of knowledge on elasticity of demand, it is estimated that:

- Demand for short stay public parking and tenant parking would have been reduced by 2% to 3% as a result of the licence fee charge.
- Demand for long stay public parking would have been reduced by about 5% as a result of the licence fee charge.

The initial introduction of the Perth Parking Policy in 1999 also resulted in about 5,000 to 7,000 parking bays being removed from use to avoid payment of the licence fee. These bays are mostly outside the CBD, within the outer areas of the PPMA.

This review has also found that there are about 10,000 park and ride bays on Perth's rail system and at selected bus stations along the Kwinana Freeway. When the southern suburbs railway opens, a further 4,000 park and ride bays at rail stations will provide additional parking for city commuters and visitors.

In considering current application of the policy, the review addresses a number of critical questions and issues and suggests a number of actions and options for consideration:

#### **What can be done to assist with future evaluation of the Policy?**

- Performance indicators be established and processes be put in place for data collection on a consistent basis that will ensure these indicators are measurable.



**Should the maximum number of spaces permitted relate to floorspace or lot area?**

- The approach taken in Perth to set a maximum level of parking, based on the lot size of the development, is considered to be a more strategic and sustainable approach to limit the amount of parking provided in particular areas.
- No change to the current policy of maximum tenant parking allowances being based on the lot area would appear to be warranted.

**Are the current maximum allowances set at the appropriate level?**

- The maximum rates permitted under the Perth Parking Policy provide a reasonable balance between the needs of developers and a sustainable maximum level necessary to keep traffic in the city from growing too fast.
- No change in the maximum level of parking would appear to be warranted.

**Should the maximum negotiable allowance be discontinued?**

The following changes to terminology for tenant parking allowances are proposed:

- Rename the “desirable allowance” as “desirable maximum allowance”.
- Acknowledge that the “desirable allowance” may be less than the “desirable maximum allowance”.
- Retain the “maximum negotiable allowance” but reinforce the need to negotiate this allowance through provision of additional benefits, such as bicycle parking or end of trip facilitation for cyclists.

**Do the terms integrated access and grade separated access continue to have relevance?**

- The option of permitting higher levels of parking as a result of grade separated access be deleted from the policy. Integrated access remains relevant and can be retained.

**Is there merit in considering changes to the boundary of the pedestrian priority zone?**

- Consideration be given to amending the PPZ boundary as follows:
  - 1) Exclusion of the area north of Francis Street from the PPZ.
  - 2) Inclusion of the area bounded by Roe Street, the Horseshoe Bridge, Wellington Street and the extension of King Street to Lake Street in the PPZ.

**Is there merit in considering changes to the boundary of the short stay parking zone?**

- Consideration be given to moving the eastern boundary of the SSPZ further to the west.



**Should the Perth Parking Policy assume a greater role in relation to approvals for public parking facilities?**

- The referral to the WAPC, as required in Section 42 of the City of Perth's Town Planning Scheme No. 2, negates any requirement for the Perth Parking Policy to assume any greater role in relation to approvals for public parking, provided that the text and intent of the scheme is consistent with the Perth Parking Policy.
- The City of Perth, following consultation with the WAPC, be requested to remove section (1)(a) from Clause 42 of its Town Planning Scheme No 2.
- To further reinforce transparency and due process, consideration could be given to lowering the threshold for which public car parking applications are referred to in the WAPC.

**Should there be a limit on long stay public parking?**

- In the foreseeable future, the demand for long stay public parking in the general parking zone is unlikely to be high enough to warrant any regulation on the amount of long stay parking, outside of the SSPZ.

**Should there be a limit on short stay public parking?**

- There is little likelihood that the demand for short stay public parking would warrant any regulation, in the foreseeable future.

**How can long stay parkers be effectively prohibited from parking in the short stay zone car parks?**

- The current pricing strategy that favours long stay parking over short stay parking is clearly a major reason why car parks within the short stay zone are often full by mid-morning. This shortage of space for short stay parkers could be overcome with a change in pricing strategy that charges higher hourly rates for parking beyond 4 hours and beyond 6 hours. Options to provide a differential licence fee for non-short stay public parking in the short stay zone or other mechanisms to influence price may need to be considered if an acceptable outcome cannot be negotiated.
- The DPI should ensure that the higher long stay parking licence fees are charged to car parks operating as long stay car parks, regardless of whether or not they are within the short stay parking zone or the general parking zone.

**Could tenant parking be used in the evenings and weekends for public parking?**

- Options with the potential to improve efficiency in car park use could be considered, but they could have a detrimental impact on investment in future public parking facilities. Consultation with the City of Perth and car park owners is recommended before any change in policy is contemplated.



**Are any changes to the Perth Parking Management Area warranted?**

- There are a number of issues that would need to be discussed with affected local authorities. The most urgent consideration relates to the portions of the PPMA that will be located in the Town of Vincent when the recently announced boundary change becomes effective on 1st July 2007.

**Is any change required to exemptions from payment of the licence fee?**

- The exemption from payment of the licence fee for 5 or less off street parking bays was introduced primarily for efficiency reasons. It has generally been well received by small businesses and has not impacted on the overall effectiveness of the policy. There would appear to be no reason for any change in relation to exemptions.

**Should higher licence fee rates per bay continue to apply for long stay parking?**

- There is a justifiable reason for the licence fee applicable to long stay bays being higher than for short stay bays. The Government may wish to consider whether the differential in rates is large enough.

**Should licence fee revenue continue to be hypothecated?**

- Currently, revenue from the parking licence fees is used to fund operation of the CAT and contribute to the cost of the free transit zone. There is no indication that the public would support any change to the requirement that all revenue from the parking licence fees continue to be hypothecated for uses as outlined in the Act.

In conclusion, it is considered that the Perth Parking Policy has been successful, as a part of an integrated transport and land use package, in generally contributing to improved accessibility and amenity within the city centre. To ensure the policy is appropriately focussed and remains meaningful, it is recommended that consideration be given to the issues summarised above to determine if any refinement of the policy is required.



## 10. References

Booz Allen Hamilton (2006). *Study of Successful Congestion Management Approaches and the Role of Charging, Taxes, Levies and Infrastructure and Service Pricing in Travel Demand Management* (Department of Transport and Regional Services, Canberra)

CB Richard Ellis (2004). *Market View of Perth Retail – 4th Quarter 2004* (CB Richard Ellis, Perth)

City of Perth (2006). *Off Street Parking Fee Schedule – 2006/07* (City of Perth, Perth)

Department for Planning and Infrastructure (2005). *Draft Capital City Perth* (Department for Planning and Infrastructure, Perth)

Department of Environmental Protection (2000). *Perth Air Quality Management Plan* (Department of Conservation and Environment, Perth)

Donald Veal Consultants (2005). *Perth Suburban Rail Patronage Count Final Report* (Public Transport Authority, Perth)

Government of Western Australia (1999). *Perth Parking Management Act, Perth Parking Management Regulations and Perth Parking Policy* (Western Australian Government Gazette, 16 July 1999, No 137)

Hansard (26 November 1998). *Perth Parking Management Bill: Second Reading* (WA Parliament, Perth)

Litman, T (2006). *Parking Management: Strategies, Evaluation and Planning* (Victoria Transport Policy Institute, Victoria, BC)

Ministry of Transport, NSW (2003). *Parking Space Levy Review: Improving Public Transport* (Ministry of Transport, Sydney)

Morrell, J and Bolger, D (1996). *The Relationship between Downtown Parking Supply and Transit Use* (ITE Journal, February 1996)

Oscar Faber (2000). *Fair and Efficient Pricing in Transport: The Role of Charges and Taxes* (Open University, Amsterdam Free University)

Patterson Market Research (2004 A). *A Report on the Free Transit Zone Passenger Count* (Public Transport Authority, Perth)

Patterson Market Research (2004 B). *A Report on the CAT Buses Passenger Count* (Public Transport Authority, Perth)

Poole, F (1999). *Research Paper 99/ 104 The Transport Bill: Part III Road Charging and Workplace Parking* (House of Commons Library, London)



Praxis (2004). *The Evolving City: An Atlas of Change in the City of Perth 1990 – 2001* (WAPC and City of Perth, Perth)

Richardson, E (2004). *Funding Choices for Sustainable Transport* (Metropolitan Transport Forum, Melbourne)

Transport for London (2006). *Central London Congestion Charging Impacts Monitoring: Fourth Annual Report, June 2006* (Transport for London, London)

Transport WA (1995). *Metropolitan Transport Strategy* (Department for Planning and Infrastructure, Perth)

Ubbels, B (2003). *Institutional Issues in Transport – The Case of Financing Public Transport* (Department for Spatial Economics, Free University, Amsterdam)

US Environmental Protection Agency (2006). *Parking Spaces/ Community Spaces: Finding the Balance through Smart Growth Solutions* (US Environmental Protection Agency, Washington DC)

Victorian Department of Treasury and Finance and State Revenue Office (2007). *Review of the Administration of the Congestion Levy – Final Report* (Department of Treasury and Finance, Melbourne)

Warren Centre (2001). *Sustainable Transport in Sustainable Cities Project: Report on Community Values Research Study* (Nelson Taylor Fox, Sydney)

Western Australian Government (2003). *State Sustainability Strategy* (Department of Premier and Cabinet, Perth)

Western Australian Planning Commission (2004). *Network City: Community Planning Strategy for Perth and Peel* (Department for Planning and Infrastructure, Perth)