

Technical Memorandum

Title	Riseley Centre Business Parking Stakeholder Workshop and Parking Options Review		
Client	City of Melville	Project No	CW1104500
Date	9/12/19	Status	Revision A
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1 Introduction

This Technical Memorandum relates to the discussions, outcomes and recommendations from the Riseley Centre Business Parking Workshop, held at the City of Melville on 27 November 2019. A total of 6 business representatives attended, comprising a small but highly informed group of key stakeholders.

Included in this document is a record of the conclusions reached during that workshop, and an investigation of practical opportunities to support local business needs while improving parking efficiency and availability for the Riseley Centre.

While the Workshop focused on parking management within privately-owned bays, the impact on and of the adjacent public parking supply was considered.

The Workshop primarily addressed 4 questions/areas of parking management:

1. Who gets priority of access to bays?
2. What level of consistency of approach will deliver the best outcome?
3. How to encourage availability of bays?
4. How to monitor and enforce the approach?

The feedback from the stakeholder representatives ultimately converged to a consistent viewpoint over many of these questions, as detailed below. However, the nature of the representatives' individual businesses did highlight a variety of different needs that would be addressed by any future management strategy.

2 Discussion Summary

2.1 Who gets priority of access to bays?

In the context of parking management, priority tends to relate directly to distance. High priority parkers are accommodated in prime positions closest to their destination, while low-priority parkers are excluded from these bays and allocated space further from the Centre.

Discussion regarding parking priority was generally consistent between the various tenancies represented. The following list is based on that discussion, and ordered from lowest priority to highest.

Priority	Use Category
Lowest	Commuters – All attendees recognised commuter park ‘n’ ride as a potential threat, one that had been staved off by the introduction of duration restrictions and paid parking.
	Residents - Residential overflow into on-street parking was not considered to be a significant issue in the vicinity. This simplifies parking management as it means that employee parking is less likely to consume on-street supplies necessary for current residential amenity. It also limits the potential for conflict between evening visitor demand from entertainment/restaurant uses and residents.
	Employees – Employee parking was recognised as being important, but not at the expense of customer parking. The inherent conflict between the employee and customer demand resulted in some management compromises that will be discussed further in subsequent sections.
	Volunteers – Volunteers are less willing or able to pay for parking, and often have greater need for accessibility. As such, designated bays for volunteers may be necessary to support charity businesses.
	Customer Parking – For the purpose of this discussion, customer parking was considered to include a stay duration of up to 4 hours. However, a hierarchy of customer priority was implicitly agreed; where very short-stay parking (15 minutes or less), was appropriate immediately adjacent to high-turnover retail, with longer-stay parking located further away.
Highest	Disabled People – ACROD parking is vital to allow for those people with disabilities who require vehicular transportation.

This parking priority list generally follows best-practice, and is consistent with observations regarding a person’s propensity to walk (based on trip purpose).

A potential implementation of this plan across the Riseley Centre is described in Section 3, following the outcomes of the Workshop discussion.

2.2 What level of consistency of approach will deliver the best outcome?

Attendees readily acknowledged that the existing parking management situation within the privately-owned component of the supply results in adverse impacts on staff and visitors.

In particular, the confusing patchwork of parking restrictions: by destination, by duration, paid and free, impacted the attractiveness and viability of the Centre for visitors. The consequences of 'making a mistake' were also considered to be extraordinarily high, particularly where infringements or even wheel clamping was used against customers otherwise legitimately using the parking.

From a professional perspective, the current arrangement is the polar opposite of 'best-practice'. Car parking immediately adjacent to tenancies is consumed by employees, individual allocation of bays significantly reduces the effective supply, and peak efficiency is therefore very low.

The outcomes of discussion supported a very high degree of reciprocity as the ideal. This included consistency between the private and public supplies – with the intent to create a more seamless transition between these two zones.

Discussion generally coalesced into a transitional model whereby some bays that provide poor amenity for customers (e.g. in areas at the rear of tenancies that have compromised access) would be retained for staff, but that the majority of spaces within the core private parking areas would be managed by duration restrictions.

It was understood that some business owners not in attendance are likely to be resistant to an integrated solution. However, attendees appeared willing to become 'ambassadors for change', recognizing the benefit to all if management is improved.

2.3 How to encourage the availability of bays?

While attendees already understood the concept of turnover, they stressed that for them, availability was important across all key user groups. In the parking context, that relates to a supply of accessible parking suitable for Employee and Customer needs. Within the Riseley Centre, these needs can be broadly broken down as follows:

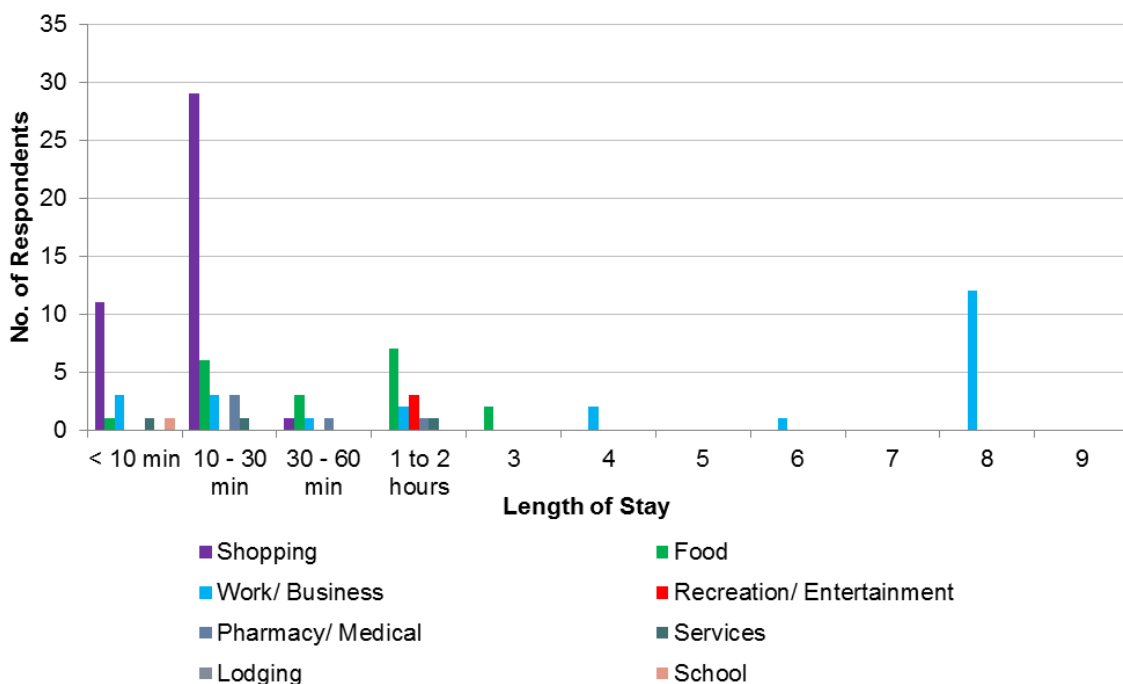
- > Short-Stay customers (pharmacy, coffee, newsagent): 0-15 min parking immediately adjacent to destination
- > Retail/Restaurant customers: 1-3 hour parking within ~100m of destination
- > Long-Stay customers (hair dressing, multi-purpose trips): 2-4 hours within ~100m of destination
- > Employees: 4+ hour parking within ~400m of destination

Business representatives were opposed to paid parking within the private car park, but supportive of effective duration restrictions, particularly when associated with monitoring and enforcement.

There was some disagreement about the impact and relevance of parking fees for staff parking in public supplies. Observations suggest that the current all-day fee of \$8.80 is excessive, as evidenced by the high vacancy rates in public off-street car parks on Willcock Street and Simpson Street. However, some fee may be necessary to preserve these car parks for local employees, as opposed to long-distance commuters.

It was acknowledged that the current parking system does provide opportunities for free employee parking at Shirley Strickland Reserve, with the extra distance traded off against price. Nevertheless, this parking is over 500m from the Centre, and personal safety and security were raised as issues that prevent its use by some staff. Unfortunately, there are few opportunities for public all-day parking closer to the Centre, in locations that would not displace visitor parking.

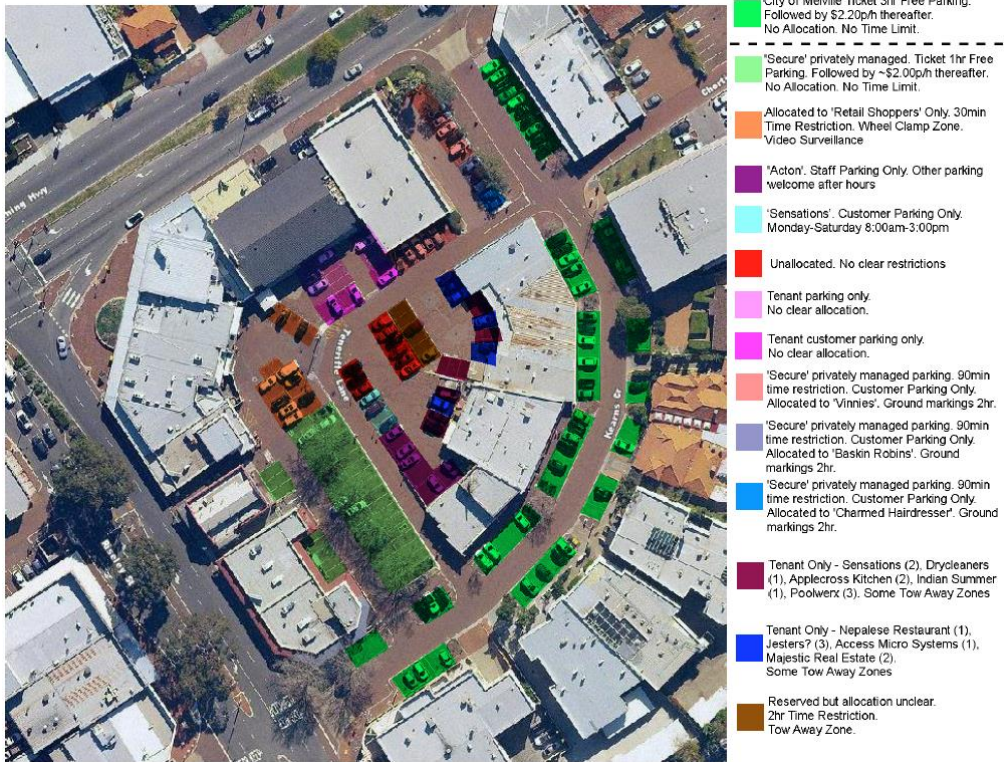
Concerns were raised regarding employee use of customer parking, which is prevalent wherever 3-4 hour free parking is provided adjacent to businesses. This environment creates an incentive for staff to merely move their vehicle rather than park further way or pay a fee. Despite these potential issues, it was agreed by attendees that a longer duration period was beneficial – and that illegitimate staff use could be addressed through monitoring and enforcement.



2.4 How to monitor and enforce the approach?

The current individual management regime operates in a piecemeal fashion, with individual business owners applying different methods to reinforce parking restrictions.

The City of Melville has undertaken a parking supply survey which illustrates the extent of this issue



Within the private car parking, there are few clear boundaries that signify the different restrictions, and customers may not be familiar with the area. This leads to poor compliance through confusion: Attendees related that they regularly had to assist customers, due to misunderstanding the operation of the ticketed free parking.

Enforcement

Within the private car parking area, parking enforcement is performed by several private 3rd party contractors, each patrolling a small number of bays. This enforcement supplements the City's Ranger team, which patrols the public bays along Kearns Crescent; plus the off-street car parks at Willcock Street and Simpson Street.

The allocation of bays to individual businesses further compounds this issue by creating an artificial scarcity in parking, which can result in illegitimate parking out of frustration.

Statements by business representatives indicated a range of concerns regarding the current enforcement practices. In particular, it was understood that customers are put off by aggressive enforcement, and unlikely to return to the Centre after receiving a fine.

Even the language on signage may have a chilling effect on businesses. Where consequences including 'Tow Away', 'Wheel Clamping' and significant fines, customers may rightly be fearful of accidentally overstaying or making a mistake. This fear can be enough to deter potential business.

Monitoring

Monitoring and enforcement activities are separate, but intimately related. Ideally, a parking system should be easy to use and monitor, reducing the incidence of illegitimate parking behaviour (either accidental or intentional).

The management decisions around parking also inform the type and extent of monitoring activities.

- > Business allocation restrictions are extremely difficult to monitor. They rely on continual enforcement to be effective, creating a very high cost system.
- > Duration restrictions can be monitored through traditional means: manual beats, chalking tires etc. These methods are more effective for longer durations – very short stay parking (30 minutes or less) cannot easily be enforced using these methods, as the period between beats is invariably much longer than this.
- > Coverage can be improved by using vehicle-mounted ANPR (automatic number plate recognition), which compares vehicle plates against data obtained in previous sweeps.
- > Ticketing systems simplify the monitoring task, since parking officers only need to observe each vehicle once. This is the format used along Kearns Crescent and in the managed Secure car park in the Eastern Core. However, the requirement for parkers to physically collect a ticket, and return to their car, places an additional overhead on parking that some customers may find onerous. This increases the incidence of non-ticketed vehicles, even where parking itself is compliant.
- > Technology can allow for fine-grained monitoring in a variety of different ways.
 - Occupancy sensors can be used to identify parked cars, monitor duration of stay and alert parking officers of overstay. If integrated into a system that captures license plates, this can be used even of uncapped parking. However, this form of monitoring is expensive – in the order of \$500 per bay, and appropriate generally only in paid parking areas.
 - ANPR systems can allow for very fine-grained decision-making. While these types of monitoring activities benefit from large-scale and consistent parking management regimes, individual vehicles or bays can be exempted from duration restrictions as required to match the requirements of local businesses.

3 Management Options

Through the workshop environment, attendees gradually reached a loose consensus on an ideal parking model, which is broadly consistent with best-practice.

The following is a synopsis of the outcomes of those discussions:

- > Specific parking should be provided for disabled people (ACROD), Loading and Volunteers
- > Very short-stay parking (15 min restrictions) provides value in both Core zones, to support businesses such as the post office, drycleaner and pharmacy.
- > If the price of all-day parking at the Willcock St and Simpson St Public Car Parks were to be reduced, employees would be more likely to park there instead of in the Core.
- > To provide consistency with the free parking period parking along Kearns Crescent, and consistent with the nature of local businesses, customer parking should be restricted to 3P.
- > This 3-hour limit could induce employees to park in customer spaces and then shift their vehicle to avoid having to pay, or walk from Shirley Strickland Reserve. Any monitoring and enforcement regime would need to accommodate this.
- > Some spaces are not effective for visitor parking due to their location, accessibility etc. Those bays are best retained for employees.
- > The fragmented ownership of the private parking bays implies that 100% consistency will not be achievable, so any implementation plan needs to allow for a gradual transition over time.
- > The design of the Eastern Core car park is plainly inefficient. A lot of space is wasted due to the geometry of the area. Redevelopment of the car park could allow for some bays to be reclaimed for productive (and attractive) public uses.
- > Existing linemarking and signage is unclear. Re-marking bays would improve its function, and would help to emphasise the simplicity of the new parking management.

After a review of the structure of car parking in the Core area, the following options are presented. These are possible solutions to the issues identified, and are consistent with the intentions expressed during the workshop.

It is acknowledged that the attendees represented only small component of the tenants and owners within the Riseley Centre, and that further refinement of these plans will be necessary.

3.1 Existing Parking Geometry

In the short-term it is unlikely that large-scale changes to the parking layout will be viable, and at least some owners will wish to retain their current parking practices. However, in the understanding that a consistent management regime will be better for customers (and businesses), an ultimate parking layout might look like the following:



- > This layout both maximises the extent of customer parking and provides it in a form that is simple to administer and to understand. For that reason, duration-restricted parking is almost exclusively 3P, but this could be modified to include some amount of 1P parking, if desired. It is recommended that this be provided in a contiguous block.
- > Only a small amount of 15min parking has been included, located generally adjacent to key short-stay uses (pharmacy, drycleaner, bank, post office). These restrictions are specifically related to the needs of the development, and should be modified as appropriate.
- > Loading zones have been extended and repositioned to allow for better circulation and access, and ACROD parking has been increased and updated to current standards (2x 2.4m spaces separated by a 2.4m shared space).
- > Staff parking is significantly reduced in this plan, to indicate the extent of parking that could be ceded to visitors. The amount of staff parking can be expected to start off higher than this, as the system transitions from current practice.
- > With respect to monitoring and enforcement, a comprehensive, yet flexible system is recommended. This would involve contracting a 3rd party parking management company (Secure, Wilsons etc) to monitor both Eastern and Western Core car parks. This would likely take the form of either:
 - an expansion of the free ticketing system used on the periphery, for parking across all 3P (and 1P) spaces, combined with regular beats and manual compliance checks. The consistency between this approach and the adjacent street parking will make it much easier for visitors and generally improve their experience in visiting the Precinct; or,
 - ANPR-mounted camera checks of all vehicles parked in the Precinct. This eliminates the need for ticket machines, but requires a greater frequency of patrols.

The infrastructure required under either of these options can be folded into the contract, and at least partially funded through infringement revenue. A cost/revenue sharing arrangement would be necessary between the owners/tenants who sign up to the scheme. Having a single contract across these car parks will also reduce the cost for everyone involved.

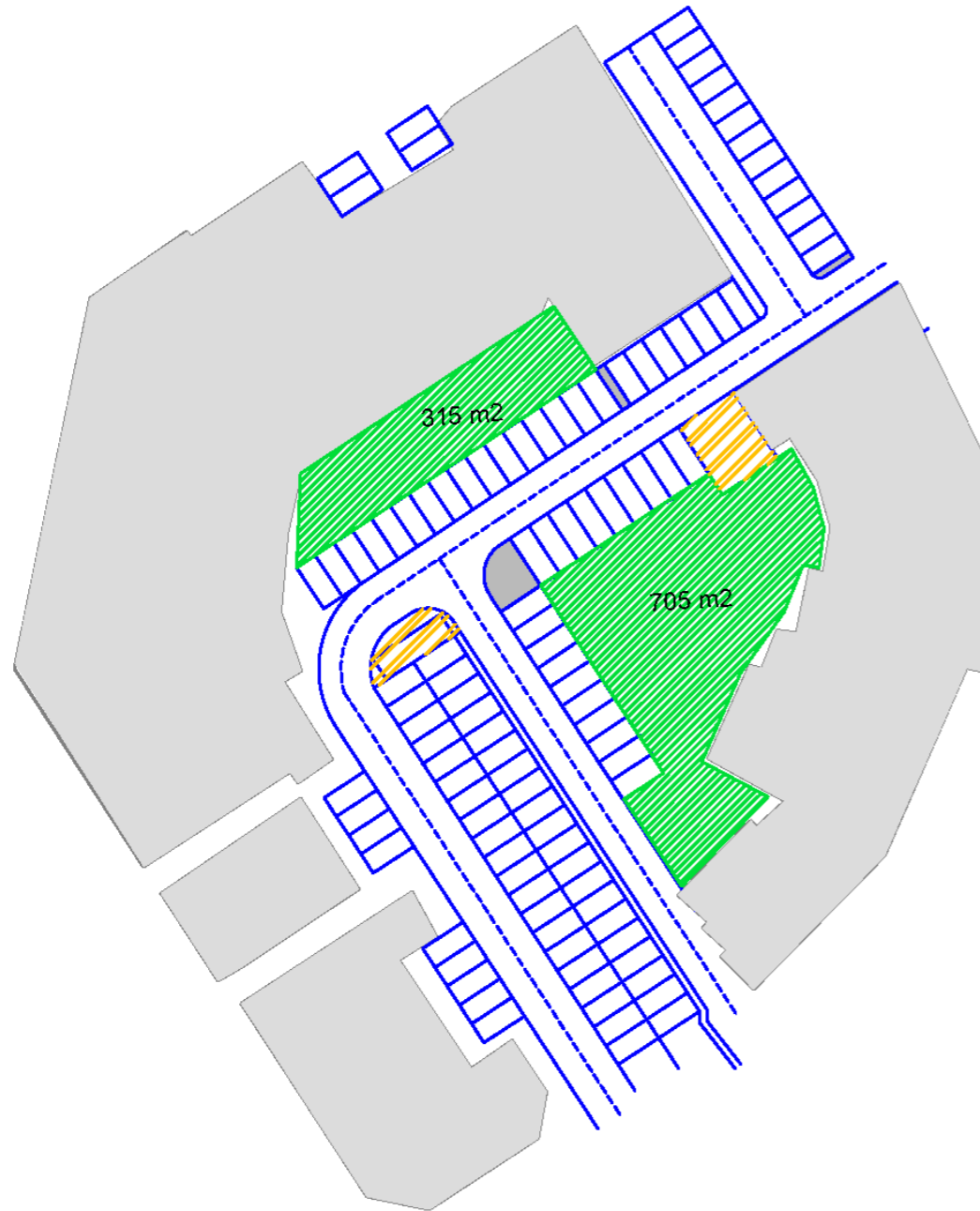
There are mechanisms to accommodate exceptions; something that is likely to be necessary through the transition period. Specific bays can be excluded from the scheme, or certain vehicles 'whitelisted' (permitted to overstay in certain locations). The degree of flexibility required can be written into the terms of reference and updated as necessary.

3.2 Modified Parking Geometry

The geometry of the Eastern Core car park in particular does not support an efficient parking supply. The layout attempts to maximise parking, but at the cost of a lot of wasted space.

A brief visioning exercise has been completed to see what might be achieved if the layout were to be changed to improve amenity for visitors, make the Centre a more attractive space, or provide additional business opportunities. This layout attempts to clarify the parking, retaining the prime parking locations and making access and circulation better.

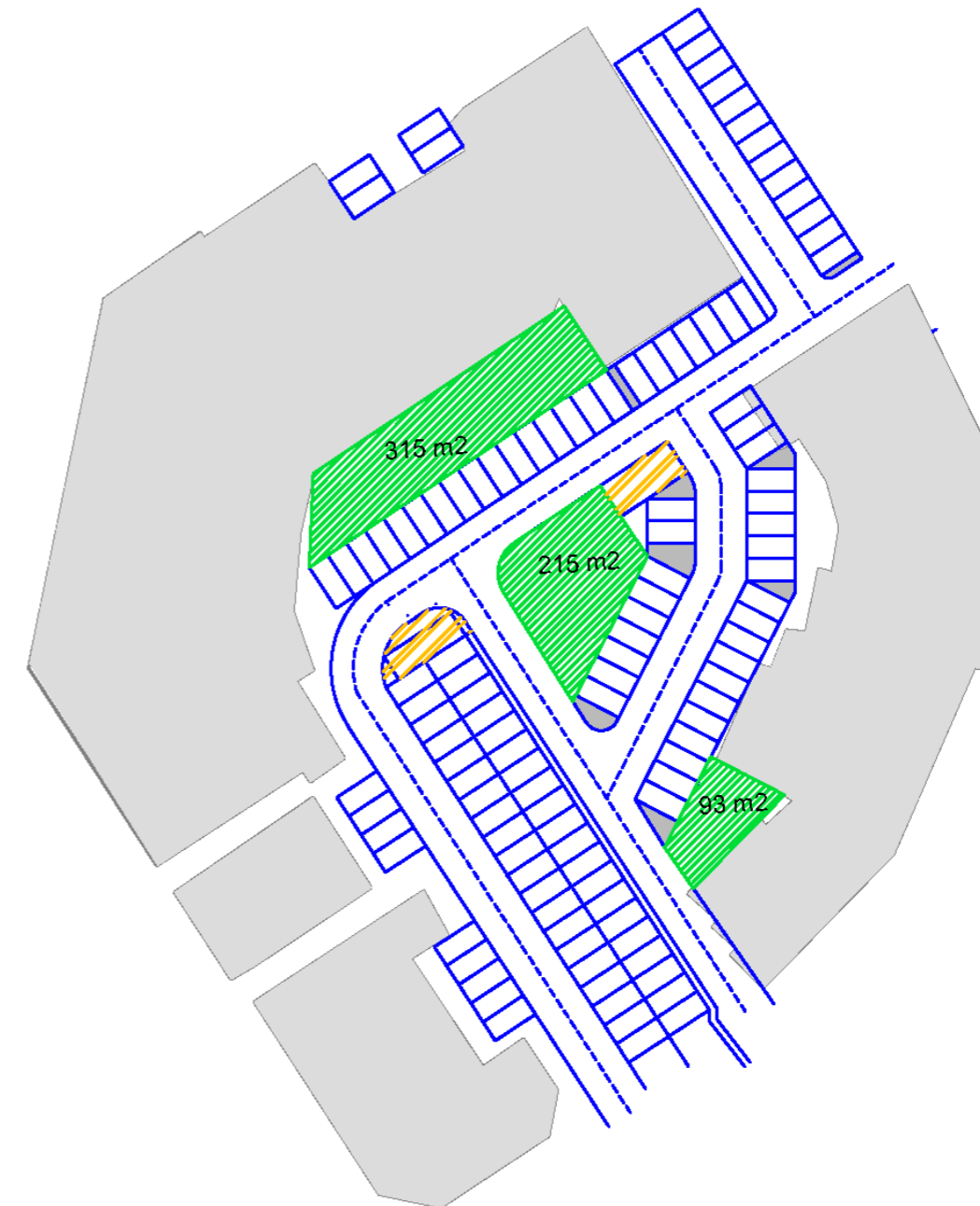
In total, this design retains 110 parking bays in the Eastern Core, while returning an extra 700-900sq.m of useable space.



An alternative layout has also been investigated, which retains a secondary aisle and 118 parking bays, with a reconfiguration of reclaimed space. The concept for this space would be to provide visitor amenity in the form of activation, business opportunity, active or passive recreation etc.

However, the current strata/tenancy arrangements likely make whole-scale modifications such as those shown below extremely difficult; requiring approval from both owners and tenants, as well as Development Approval from the City.

Nevertheless, these changes could have a significant positive impact on the attractiveness of the Centre.



3.3 Management Complications

Allocation of the retained staff parking bays could pose a significant threat to the advancement of a consistent parking scheme. The number of employees across the Riseley Centre greatly exceeds the supply shown, and the ideal management of spaces is not consistent with their current ownership.

A Reciprocal Parking Agreement is a potential first step, creating a contract between the owners and the City to allow for a shared parking scheme (allocation of bays can be included in this contract).

Ultimately, more drastic changes could be investigated, including changes to the ownership arrangement of the car parking area under the Community Titles Act of 2018. This change to WA's strata title laws would allow for true shared ownership of the car park, allowing costs and benefits to be determined and distributed fairly. It would also provide a stepping-stone to more significant works in improving the area for the benefit of visitors.