

## Advice Note

Responsible Officer: Director Urban Planning/ Director Technical Services

Date of Meeting: 21 April 2020

Meeting of the: OMC

Item: **Motion with Notice - On-Street Parking for New Developments:  
Clause 2.2 of the City of Melville Car Parking Strategy (2014)**

### DETAIL

This Advice Note has been prepared in response to a Notice of Motion submitted by Cr Sandford.

Currently any development work on a verge such as the installation of on-street parking is assessed and checked by City Technical Officers to ensure the design is safe and it meets all relevant standards and guidelines including Australian Standards, Austroads Guidelines and Main Roads WA Guidelines.

On-street parking bay designs are generally expected to include footpath upgrades, landscaping upgrades, new kerbing and appropriate line marking. The Technical Officer, with experience in road safety and traffic engineering, reviews the plans and provides recommendations back to Urban Planning or directly to the landowner/proponent/developer.

These recommendations put forward by the Technical Officer need to be completed before the verge works will be approved. If the proposed plans are not deemed safe they will not be approved for construction and the proponent will be required to review and adjust the design to ensure that it complies with required safety and technical standards. This assessment and review process is undertaken by Technical Officers regardless of any Planning Approval/Building Approval that may be in place for the development within the lot boundary.

The provision of on-street parking as part of a development or within local, district or precinct based activity centres forms an important feature that supports economic activity and patronage to local businesses and service industries, as well as providing on-street parking for residents and visitors.

Overlooking the need to provide on-street parking at developments with commercial and/or residential apartments may lead to adverse safety issues in itself, particularly given that these centres attract an increased number of deliveries and visitors. People tend to park wherever is easier, whether there are parallel bays installed or specified drop off bays within the development. If parking bays are not installed pedestrians and cyclists would not be expecting a car to suddenly pull off the road onto the verge or even the path to park or to make deliveries.



If well designed clearly marked parking bays are installed, pedestrians and cyclists are aware of the parking areas and take appropriate precautions. Designated bays also discourage unauthorised and erratic parking. On-street parking bay designs are expected to include multiple features that have community benefits such as footpath upgrades, landscaping upgrades, new kerbing and appropriate line marking.

The condition to have independent Road Safety Audits carried out at various stages of design/construction is also put on developments that meet the criteria set out in Road Safety Audit Policy CP-034. This is an added check and provides the opportunity for an independent assessor to review the design and ensure any major works in the verge are safe.

It has been suggested in communication associated with the Notice of Motion and previous deputations that Austroads is transitioning away from a Road Safety Audit approach to a Safe System Approach. This is incorrect.

Safe System is a road safety approach adopted by National and State Government, through the Road Safety Commission here in WA, to generate improvements in road safety. The Safe System approach is underpinned by guiding principles that recognises that people will always make mistakes and may have road crashes – but the system should be forgiving. The principles require a range of specific road safety actions or interventions. These are grouped under the following four ‘cornerstone’ areas:

- Safe roads and roadsides
- Safe speeds
- Safe vehicles
- Safe people

The application of road safety engineering knowledge and experience can primarily influence the safe roads and roadsides, and safe speeds cornerstone areas of the Safe System. These four areas act as a system whereby you can remove one pillar (e.g. safe people – a person makes an error) and the rest of the system should be able to compensate for that removal. Removal of more than one cornerstone increases the likelihood of a fatal or serious crash.

The Road Safety Audit process primarily influences the safe roads and roadsides, and safe speeds cornerstone areas of the Safe System. The safe system ethos has been included in the Road Safety Audit process and Road Safety Audits are one of the tools that are recommended to be used within the overarching Safe System Approach.

The *Austroads Guide to Traffic Management Part 11: Parking* refers to parking in all areas both urban and rural as noted in its abstract:

*Part 11: Parking is concerned with the parking management process. It provides guidance for planners and engineers to ensure that parking is provided in a safe and efficient manner and with due regard to considerations of access to and the impact on the wider road and transport system.*

*Part 11 presents guidelines for determining the demand for and supply of parking and it provides a parking policy framework – how the demand should be addressed. The implementation of on-street and off-street parking for all road users including parking controls in urban centres is addressed as is parking on rural roads and at park-and-ride facilities. Electronic parking guidance systems and signs are also described.*

The Guide does not suggest that on-street parking should only be used for Town Centres and Activity Centres. There are sites in various Local Governments where on-street parking has been applied safely in areas that are not classified as Town Centres and Activity Centres (e.g. outside schools). If on-street parking is designed according to appropriate road safety and technical standards (i.e. has appropriate sight lines for pedestrians), and has been assessed as appropriate for the situation in which it will be applied, it is deemed safe and can be installed.

The *Austrroads Guide to Traffic Management Part 11: Parking* references many documents including the Marshall, Garrick and Hansen (2008) article mentioned in the Advice Note. The article notes that

*“The provision of on-street parking is one factor that helps to reduce speeds, but on-street parking by itself is not enough. In fact, on-street parking without the other supportive conditions may be counterproductive and result in extremely unsafe conditions.*

*This suggests that for the best results in regard to creating safe low-speed conditions, on-street parking should be part of a package that includes a street-type design (i.e., raised curbs, small building setbacks, sidewalks, vegetated buffer strips, and no shoulders).*

This is acknowledged by the City’s Technical Officers and is the reason why on-street parking designs need to include multiple features such as footpath upgrades, landscaping upgrades, new kerbing and appropriate line marking. A parking design becomes a component of a complete verge upgrade.

The article also notes:

*“lower-speed roads (less than 35 mph) with on-street parking have far fewer severe and fatal crashes. In fact, lower-speed streets without parking had a severe and fatal crash rate more than two times higher than the streets with parking. It was also shown conclusively that drivers tended to travel slower in the presence of features such as on-street parking and small building setbacks. Slower vehicle speeds provide pedestrians, cyclists, and drivers with more time to react, and when a crash does occur, the chance of its being life-threatening is greatly reduced.”*

A development such as the recently considered multi-unit development in Somerville Boulevard in Winthrop meets the criteria in the article as it is a local activity centre on a 50km/h road. When reviewing a design from a safe system point of view, a practitioner looks at the speeds at which a person can survive a crash should one occur. In the case of vulnerable road users such as pedestrians and cyclists, the speed of 30km/hr is used. This is why Safe Active Streets encourage cyclists to use the road which is designed for a maximum of 30km/hr speed. For a vehicle to park in the bays proposed on Jackson Avenue in the Winthrop example, it needs to slow down to well under a speed of 30km/hr to manoeuvre into the bay across the cycle lane. The sightlines for someone accessing and leaving the bays have been checked and are appropriate, therefore not representing a safety risk. As the parking bays are embayed, sightlines for pedestrians crossing the road are also not obstructed. The footpath in the design is also being upgraded which improves safety for pedestrians and cyclists, including primary school children that may prefer to use the footpath.

Similarly, the parking bays associated with the multi-storey development in Carrington Street Palmyra are not a safety issue. Carrington Street does have a posted speed limit of 60km/h and generally on-street parking should be used on roads with a speed limit less than 60km/h, although it is relevant to note that Austroads guidelines also gives options on how on-street parking can be designed safely. The location of the parking bays associated with the Carrington Street development is between a slow point traffic calming device and a roundabout where the operating speed is less than 60km/h. A road safety audit was undertaken on the design for the Carrington Street development which recommended the removal of one bay due to sightline issues, but did not recommend the removal of all the bays. If the parallel bays were not installed on Carrington Street, other safety issues could potentially arise as noted above.

While the Marshall, Garrick and Hansen (2008) article referenced in supporting information contained in the Notice of Motion and information provided in the Deputation concludes that on-street parking in activity centres and town centres has many benefits, it does not state that it cannot be installed in other low speed areas. The article did not review low speed streets in other areas and therefore it cannot be suggested that on-street parking can only be used in Activity Centres and Town Centres. Austroads also does not note this, given that there are many factors that influence whether it is appropriate to install on-street parking.

In conclusion, Officers do not have issues with the changes put forward to adjust clause 2.2 of the parking strategy. It does however need to be acknowledged that on-street parking should not be ruled out as an option for sites that are not in Town Centres or Activity Centres. This is not to say that it should be a priority to install on-street parking in every situation; however it is noted that it is a valid parking option in the right circumstances particularly where it could create unintended safety issues in not having formalised on-street parking in many situations.