2019

PALMERSTON CITY CENTRE

PARKING STUDY

IMPLEMENTATION PLAN

city of
PALMERSTON
'A Place for People'
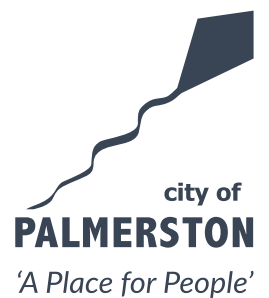
Document History & Status

Rev	Description	Author	Reviewed	Approved	Date
A	For adoption following consultation	RD			26 April 2019

THE CONTENTS

1 INTRODUCTION

The City of Palmerston has identified the need to revise the previous (2015) Parking Strategy and develop an Implementation Plan to provide a clear pathway to long term parking goals by developing a clear set of objectives and strategies of targeted short, medium and long term outcomes.

This document forms the Implementation Plan.

1.1 Related Documents

The Study deliverables comprised of:

Background Report,

Parking Strategy ('the Strategy'), and

Implementation Plan ('the Plan').

The Background Report incorporated the following:

- An assessment of the existing framework for managing parking within Palmerston City Centre (including the NT Planning Scheme, the existing Palmerston City Centre Parking Strategy (2015), the existing Contributions Plan and the City of Palmerston Community Plan.

- Guidance regarding principles associated with developing a parking hierarchy and effectively establishing pricing for parking.

- A review of the parking stock and layout in the City of Palmerston City Centre.

- A description of parking surveys undertaken, including an assessment of the results, identification of issues, as well as recommendations.

The Parking Strategy described the foundation upon which parking outcomes were developed, as well as the objectives themselves. The Strategy sets out the following:

- The Aim for parking within the City of Palmerston,

- Key Outcomes to achieve the Aim, and

- Guiding Principles.

The Implementation Plan sets out the following:

- A series of Objective Statements to achieve Key Outcomes,
- Strategies to deliver the Objective Statements, with proposed timeframes.

To achieve the Strategy Aim, a number of Key Outcomes have been identified. The Plan provides Objectives and Strategies that sit under each identified Key Outcome, to allow the controlled implementation of the Parking Strategy. The structure of the Strategy and Plan is shown in Figure 1.
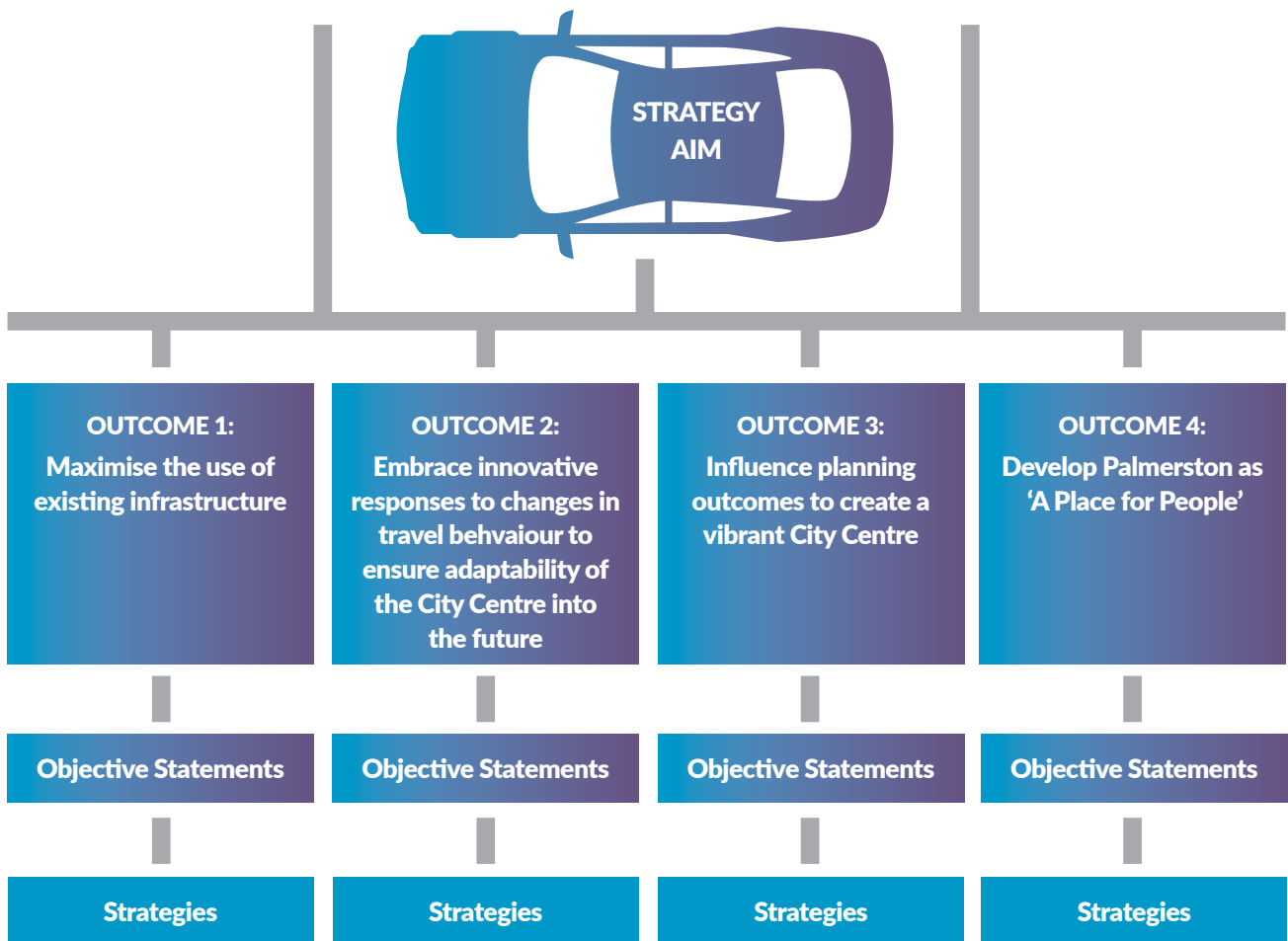

STRATEGY AIM

OUTCOME 1:	OUTCOME 2:	OUTCOME 3:	OUTCOME 4:
Maximise the use of existing infrastructure	Embrace innovative responses to changes in travel behvaiour to ensure adaptability of the City Centre into the future	Influence planning outcomes to create a vibrant City Centre	Develop Palmerston as 'A Place for People'
Objective Statements	Objective Statements	Objective Statements	Objective Statements
Strategies	Strategies	Strategies	Strategies

Figure 1: Structure of Strategy and Plan

2 OUTCOMES TIMEFRAMES

To maintain progress in a structured manner, each Key Outcome has a series of Objective Statements and Strategies which have been given priorities and defined timeframes as follow:

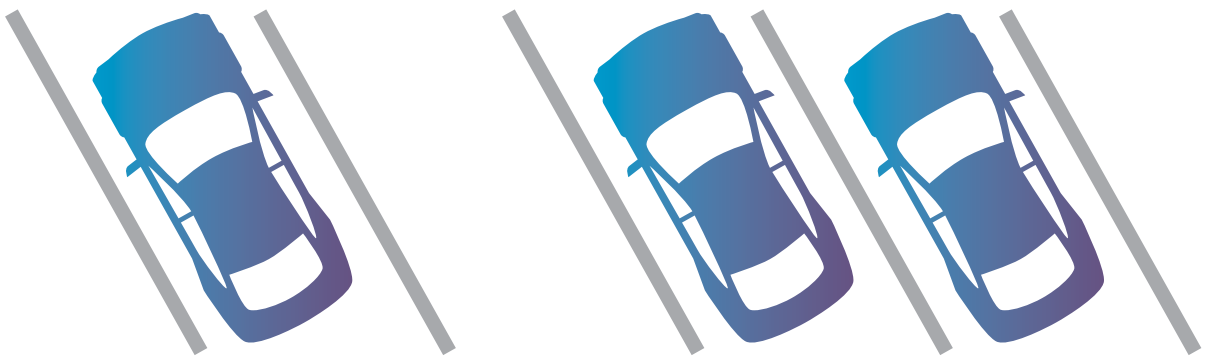|	
IMMEDIATE	Develop and implement within the first 3 months
HIGH	Develop and implement within 12 months
MEDIUM	Develop and implement within 3 years
LOW	Review, develop and set timeframes for implementation within 5 years. It is noted that long term outcomes may not include implementation until defined triggers are met.

3 REVIEW OF IMPLEMENTATION PLAN

A key recommendation is the continued collection and analysis of data on the use of parking within the Palmerston City Centre. As additional information becomes available on parking behaviour and the impacts of immediate and high priority actions are assessed, the Plan will need to be reviewed and revised.

It is recommended that the Plan is reviewed as follows:

On a 3 monthly basis in the first 12 months, and

Every 4 years, or when major changes occur.

4 IMPLEMENTATION PLAN

OUTCOME 1: MAXIMISE THE USE OF EXISTING INFRASTRUCTURE

Objective Statement	Priority	Council Role	Strategies
1.1. Develop a hierarchy for off-street and on-street parking areas.	Immediate	Implement/ Collaborate	1.1.1. Identify key parking hierarchy criteria (eg proximity to parking generators) and develop a proposed parking hierarchy. 1.1.2. Review current demand (based on surveys) to identify areas where occupancy does not correspond with current parking time limits. 1.1.3. Identify immediate changes to Council parking that may be required (including mapping of proposed changes). Implement and review periodically over 12 months. 1.1.4. Review permits issued within the City Centre and the impact they have on the parking hierarchy. 1.1.5. Encourage private parking areas to implement 4 hour timed parking. 1.1.6. Periodically review parking hierarchy (on a 3 monthly basis for the first 12 months, then every 4 years or when major changes occur), where any proposed changes are evidence-based and reflect outcomes of parking survey data and observations.
1.2. Ensure regular enforcement of Council parking spaces.	High/Medium	Implement/ Collaborate	1.2.1. Undertake regular enforcement of parking across the City Centre to maintain the effectiveness of parking regions. Ensure adequate resourcing is available to effectively undertake enforcement. 1.2.2. Utilise parking meters to facilitate enforcement for areas longer than 1 hour.
1.3. Ensure pricing for parking is reflective of the desired outcomes.	Immediate	Implement	1.3.1. Identify key drivers to pricing of parking based on the Strategy and Council objectives. 1.3.2. Undertake a financial review of the current pricing structure and alternatives based on the identified parking hierarchy. 1.3.3. Implement pricing changes based on the outcomes of the financial review. 1.3.4. Review the effectiveness of pricing changes regularly (on a 3 monthly basis for the first 12 months, then every 4 years or when major changes occur).
1.4. Identify opportunities to improve the use of underutilised parking areas (public and private).	High/Medium	Implement/ Collaborate	1.4.1. Discuss parking management with land holders/tenants with a view to putting agreements in place for private parking to adopt the identified parking hierarchy under Council enforcement. 1.4.2. Mark all 15 minute parking bays with artwork to make them stand out and encourage use. There is a potential to use local artists (or an art competition) to design the artwork. 1.4.3. Provide signage in areas of high parking demand, directing motorists to other parking areas if needed. Provide signage directing motorists to areas of free parking also. 1.4.4. Identify and action opportunities to lease parking from underutilised private parking areas to provide long-term parking within the City Centre. 1.4.5. Identify connections, links, gaps and barriers which currently restrict trip-linking resulting in low use of some parking areas. 1.4.6. Identify specific projects to facilitate improved use of existing parking stock (both public and private). This may include streetscaping improvements, covered walkways to connect parking areas to local businesses, safer road crossings and better signage of parking areas, in line with the Palmerston City Centre Masterplan and Palmerston City Centre Public Realm and Subdivision Great Streets Strategy. 1.4.7. Identify alternative uses for underutilised car parking spaces. Short term uses may include pop-up parks, street food vendors or temporary tree plantings to increase the number of planter boxes already employed by the City of Palmerston. Longer term uses include redevelopment of the at-grade parking into other land uses that may include parking provision onsite.

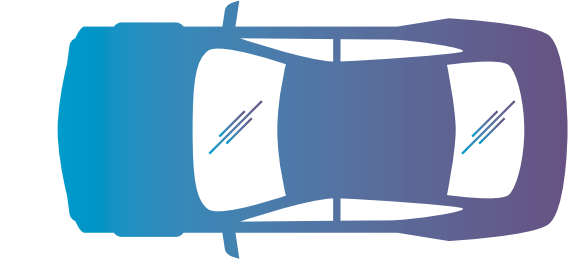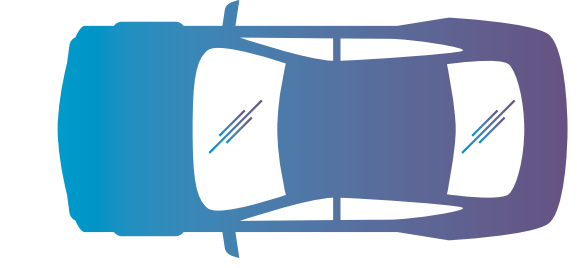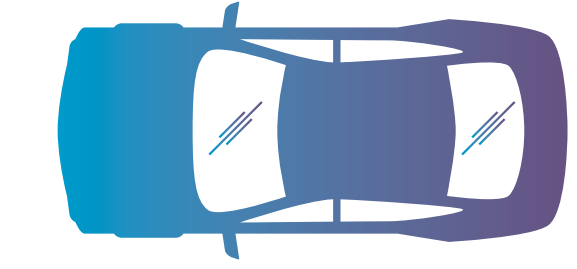| 2.	OUTCOME 2: EMBRACE INNOVATIVE RESPONSES TO CHANGES IN TRAVEL BEHAVIOUR TO ENSURE ADAPTABILITY OF THE CITY CENTRE INTO THE FUTURE			
Objective Statement		**Priority**	**Council Role**	**Strategies**
2.1. Build relationships with industry and other jurisdictions (both within and external to the NT) to share information and improve readiness in the uptake of emergent, relevant new technologies.		Low	Collaborate	2.1.1. Participate in, and collaborate with, industry bodies such as TOPROC.
2.2. Facilitate the adoption of new operational smart technologies as appropriate		Immediate/High	Implement	2.2.1. Investigate the implementation of a mobile payment to support parking management.
				2.2.2. Implement proven technology that will benefit parking management, enforcement and/or data collection.
				2.2.3. Review available technology at regular intervals (at a minimum yearly) to meet the identified Strategy outcomes.
				2.2.4. Identify potential areas of change to allow flexibility in adopting appropriate technology, clearly articulate the expectations for the technology prior to any implementation.
				2.2.5. Continually explore suitability of other technology, with respect to potential uptake in the City of Palmerston, including charging stations for electric vehicles, vehicle autonomy, shuttle vehicles to parking areas etc.
2.3. Incorporate long-term adaptability in design considerations for parking lots.		Low	Implement	2.3.1. Identify potential areas of future change which may influence parking demand or required layouts (ie autonomous vehicles, electric vehicle charging, increased use of taxi/Uber).
				2.3.2. Identify methods to facilitate future changes within design of parking lots.

3.   **OUTCOME 3: INFLUENCE PLANNING DOCUMENTATION TO ACHIEVE THE CITY OF PALMERSTON'S PARKING GOALS**

Objective Statement	Priority	Council Role	Strategies
3.1. Build relationships with the Northern Territory Government to ensure that there is cohesion between the NT Planning Scheme requirements, and the needs of the City.	Medium	Collaborate	3.1.1. Clearly state and reinforce the goals that City of Palmerston has for parking at all levels of government. 3.1.2. Include parking as a regular topic at meetings with NTG at various levels
3.2. Ensure there is cohesion between the Strategy and relevant strategic planning documents, including the Central Palmerston Area Plan.	High	Collaborate	3.2.1. Provide formal feedback during the development of strategic planning documents to ensure alignment with the Plan.
3.3. Investigate need for new parking rates and their integration with the NT Planning Scheme.	Medium	Collaborate	3.3.1. Undertake comprehensive surveys across all times of year - ie wet season/ dry season/ school term/ school holiday/ market times to accurately gauge peak and off peak parking demand. 3.3.2. Review specific land uses identifying theoretical (ie NT Planning Scheme rate) parking demand, parking provision and observed parking demand. 3.3.3. Identify preferred rates for discussion with NTG to inform the Planning Scheme.
3.4. Rewrite the Parking Contributions Plan to build in flexibility for the management of parking.	High	Implement	3.4.1. Review cost estimates to identify how many parking spaces would need to have contributions paid to enable construction of parking alternatives (ie amount of contributions per space not built to allow construction of a multi-level car park). 3.4.2. Develop the Contributions Plan to allow flexibility in the use of the funds, this may include projects to facilitate the use of existing infrastructure rather than the construction of new infrastructure.
3.5. Explore and assign suitable locations for the construction of city-fringe off-street parking.	Medium	Collaborate	3.5.1. Determine development triggers to identify when more parking supply is required. 3.5.2. Identify suitable locations, including barriers that would need to be removed as part of the development of new parking infrastructure.
3.6. Unlock the potential of existing parking spaces and convert to economically valuable development.	Medium	Implement	3.6.1. Undertake an economic review of the existing Council owned at-grade parking areas with a view to identifying suitable development to transitioning the existing parking into sheltered/undercover parking and stimulate people focused growth within the City Centre. 3.6.2. Identify suitable locations, constraints, economic arguments for/against development including models for both the development and the final ownership/management of the land. 3.6.3. Develop proposals for a staged rollout of potential sites (including clear economic triggers).

4.	OUTCOME 4: DEVELOP PALMERSTON AS 'A PLACE FOR PEOPLE'		
Objective Statement	**Priority**	**Council Role**	**Strategies**
4.1. Reduce reliance on the private vehicle by supporting the provision of alternative transport modes	Medium	Advocate/ Collaborate	4.1.1. Deliver discrete projects with a view to the staged development of the key routes to ensure connectivity is maintained. It is envisaged that projects may include wider pathways, covered walkways, provision of wayfinding signage, pedestrian crossing points.
			4.1.2. Support local businesses to provide end-of-trip facilities to their staff to facilitate walking and cycling to work.
			4.1.3. Identify locations for on-street cycle parking.
			4.1.4. Discuss the provision of more frequent bus services and appropriate bus routes with NTG.
			4.1.5. Identify key routes within the City Centre to facilitate walking/cycling to major destinations.
			4.1.6. Provide suitable wayfinding and signage for effective alternative transport modes.
			4.1.7. Identify gaps/barriers to walking/cycling along identified key routes within the City Centre (including both public and private land).
			4.1.8. Develop partnerships with NTG and private land owners to provide continuous walking and cycling routes along the identified key routes.
			4.1.9. Deliver discrete projects with a view to the staged development of the key routes to ensure connectivity is maintained. It is envisaged that projects may include wider pathways, covered walkways, provision of wayfinding signage, pedestrian crossing points.
4.2. Foster trip-linking by facilitating parking within fringe areas	Medium	Implement/ Collaborate	4.2.1. Identify locations for on-street cycle parking.
			4.2.2. Discuss the provision of more frequent bus services with NTG.
			4.2.3. Identify key routes within the City Centre to facilitate walking/cycling to major destinations.
			4.2.4. Provide suitable wayfinding and signage for effective alternative transport modes.
			4.2.5. Identify gaps/barriers to walking/cycling along identified key routes within the City Centre (including both public and private land).

APPENDIX A - CHANGES TO PARKING TIME LIMITS

The following changes to parking time limits will be implemented within 3 months to deliver Objective 1.1:

- Roylat Street, Maluka Drive and Wilson Street: change from 2hr to 4hr parking.

- South-west end of Palmerston shopping centre: change from 2hr to split into three different time zoned areas (All day, 1hr, and 2hr) parking.

- Frances Drive and Hillson Street: change from 2hr to 1hr parking.

- Northwest of Palmerston Recreation Centre: change from 1hr to 2hr parking.

- Hillson Street car park: retain as all day parking, however implement parking management that is consistent with the management of all-day parking across the City Centre *(such as charging)*.

- The regulated hours for all day parking be changed from 8am to 5pm to 8am to 4pm

- Parking will not be regulated on weekends and public holidays. This means that there will be no parking charges for all day parking spaces and no time limits enforced.

How the strategies have supported the delivery of the above changes is discussed in more detail below.

Strategy 1.1.1   Identify key parking hierarchy criteria *(eg proximity to parking generators)* and develop a proposed parking hierarchy.

In defining a parking hierarchy, the following key criteria were identified, as they are primary influencers of parking behaviour and determining appropriate parking controls for the City of Palmerston:

1.Proximity to nearby land use: refer Table 2.3 Guidance for zoning function (Austroads) in the Background Report

2.General location in City Centre (Core vs Fringe): refer Appendix B Parking Region Map and Proposed Changes

3.Current parking time limits reflective of use *(demand/ turnover)*: refer Table 3.6 Parking Areas in Inner City and Table 3.7 Parking areas in outer city in the Background Report.

The three key criteria have been used to develop two regions, Area 1 (Core) and Area 2 (Fringe).

These areas are based on similarities in existing characteristics

and desired short to medium term outcomes. The introduction of zoning also begins to enable parking to transition towards longer term goals. It is envisaged that the hierarchy and parking time limits will be adjusted based on future changes in land use through the continued development of the Palmerston City Centre. In the long term, all day parking should transition towards being consolidated, or being located on the fringe of the city.

General principles are adopted for each region as outlined in the following table.

Table 1 Parking Region

Area	Existing Parking Characteristics	Desired Short to Medium Term Outcomes	General Parking Principles
Area 1: Core	Parking located within the core or heart of the CBD, which consists largely of active community, retail and commercial spaces. Parking is generally not tied to individual developments. Parking is generally short term with high turnover.	Long term goals for this are centred around developing the heart.* Encourage turnover and accessibility of short term parking in this region.	• On-street parking to be consistently short term (15 minute or 1 hour) to maintain turnover. • Off-street parking to transition to 2 hours or less.
Area 2: Fringe	Parking is not located within the core of the city centre. Land use consists of a mix of retail, commercial and government spaces. Parking is generally heavily tied to individual developments. Parking turnover is generally long term with low turnover.	Retain functionality of parking – long term mass storage of vehicles.	• On-street parking does not need to be short term given lower activity levels in fringe area. • Off-street parking to be mixed based on land use (either 4 hours or All-Day).

The Palmerston City Centre Master Plan includes opportunities to build the heart of the city around The Boulevard, the water tower and Goyder Square

Strategy 1.1.2   Review current demand (based on surveys) to identify areas where occupancy does not correspond with current parking time limits.

The parking survey data reflected in the Background Report, indicates that there is an opportunity to consolidate parking through the adjustment of existing parking controls. These changes can be implemented immediately. Table 2 summarises the areas where this opportunity exists, and the functionality of existing parking can be improved.

Strategy 1.1.3   Identify immediate changes to Council parking that may be required (including mapping of proposed changes). Implement and review periodically over 12 months.

Following the identification of the Core and Fringe areas, the results from the parking surveys were considered to identify where improvements could be made to the allocated parking time limits. The changes to parking time limits in the City Centre will be as follows:

- Roylat Street, Maluka Drive and Wilson Street: change from 2hr to 4 hr parking.

- South-west end of Palmerston shopping centre: change from 2hr to split into three different time zoned areas (All day, 1hr, and 2hr) parking.

- Frances Drive and Hillson Street: change from 2hr to 1hr parking.

- Northwest of Palmerston Recreation Centre: change from 1hr to 2hr parking.

- Hillson Street car park: retain as all day parking, however implement parking management that is consistent with the management of all-day parking across the City Centre (such as charging).

Refer Table 2 and Figure 1 below for more details on the changes to parking. Figure 2 shows the parking time limits as at march 2019 for context on the changes.

The regulated hours for all day parking will be changed from 8am to 5pm to 8am to 4pm, to better align with staffing hours of various administrative offices in the City Centre.

In addition to the above, parking will not be regulated on weekends, in response to the low occupancy across the City Centre. This means that there will be no parking charges for all day parking spaces and no time limits enforced.

Figure A1: Changed Parking Time Limits

Figure A2: Parking Time Limits Effective as at March 2019

Table 2 Parking Changes Summary

Parking Area	Parking Location	Parking Type	Currently Paid?	Land Uses Serviced	Existing Function	Proposed Change/Function
12	Frances Drive	On-Street	Yes	Local businesses, potentially Palmerston Rec Centre	Functions as long-term parking as there is lack of turnover (potentially staff for local businesses). Encourage all-day parking in either of Northwestern Lot or Northeastern Lot. Encourage short-term parking on-street.	Convert to short-term 1-hour parking to encourage turnover and parking within longer term areas.
13	Palmerston Rec Centre	Off-Street	Partial	Palmerston Rec Centre, local shops	Currently predominantly functions as short-term parking.	Convert 1 hour parking to 2-hour parking; this also provides sufficient time for sporting matches and visiting local shops.
14	Hillson Street	On-Street	Yes	Palmerston Rec Centre	Very low usage, suggesting control or pricing not appropriate. Likely a preference to park in free parking (either in Northeastern Lot or Palmerston Rec Centre).	Convert to short-term 1-hour parking.
15	Northeastern Lot (off Hillson Street)	Off-Street	No	Local businesses, Palmerston Rec Centre	>85% occupancy, high usage throughout the day. Suggests location and usage for long-term storage appropriate.	Pricing structure to be made consistent with all day areas.
27	Adjacent Coles	Off-Street	Yes	Palmerston Shopping Centre	Very low occupancy, has turnover. Impact of pricing minimal. Significant capacity available.	Allocate underutilised area to all-day parking. Introduce short term 1 hour bay to support shops. Low occupancy may provide the potential to reduce parking to improve amenity
43	Maluka Drive	On-Street	Yes	Various commercial destinations	Very low occupancy. Existing shops have sufficient off-street capacity; likely the preference is to not pay for parking here.	Convert to 4 hour parking as underutilised and can encourage usage. Time limit prevents all-day parking.
51	Rolyat Street	On-Street	Yes	CBD Fringe (adjacent residential streets, various commercial destinations)	Very low occupancy and low turnover (likely due to staff of nearby businesses).	Convert to 4 hour parking as underutilised and can encourage usage. Time limit prevents all-day parking.
52	Adjacent Rydges	On-Street	Yes	Rydges	Very low occupancy, underutilised.	Convert to 4 hour parking as underutilised and can encourage usage. Time limit prevents all-day parking.

APPENDIX B - CHANGES TO PARKING FEES AND CHARGES

The following will be implemented within 3 to 6 months to deliver Objective 1.3:

- Free parking will be introduced in timed parking areas, subject to a valid ticket being displayed.

- The charge of $4.00 for all day parking will be retained.

- Free parking will be permitted on weekends and public holidays with no daily time limit.

- Changes will be made to parking meter programming to restrict a new ticket from being issued within a timed parking area if a ticket has already been obtained. This will be linked to the vehicle registration number.

- The introduction of a Parking App will be investigated.

- Parking permits will be made available for three month periods.

How the strategies have supported the delivery of the above changes is discussed in more detail below.

Strategy 1.2.1   Identify key drivers to pricing of parking based on the Strategy and Council objectives.

Two factors for Council to consider when reviewing the pricing are:

- The impact to business in the City Centre if parking is not regulated and turn over not achieved.

- Whether Council wishes to subsidise parking or deliver a user-pays system.

It is noted that parking is provided and managed at a cost to Council, and to justify this cost, Council should seek to maximise the use of its parking infrastructure. This would involve implementing measures to increase occupancy whilst achieving turn over to support City Centre business.

Observations on parking occupancy across the City Centre are relevant if trying to achieve an increase in occupancy and turn over to support local business. Some key matters observed in relation to occupancy are as follows:

- Council parking spaces which provide all day parking are at a high capacity.

- There is low occupancy in Council parking spaces which are time restricted.

All day parking spaces do not provide the opportunity for customers to visit City Centre businesses, generally being taken up by City Centre employees.

Parking surveys found there was little change in parking behaviour when a price was charged for parking when compared to when parking was made free. Meaning that regardless of the pricing allocated for all day parking, there is still a high occupancy for this parking type. There is an opportunity for pricing to be used to encourage all day parking users to consider alternative modes of transport. There is also the opportunity for pricing to be used to encourage occupancy and turn over in timed parking spaces.

Strategy 1.2.2   Undertake a financial review of the current pricing structure and alternatives based on the identified parking hierarchy.

With respect to the changes presented in Appendix A, identifying the Core and Fringe areas of the City Centre, Council seeks to provide better alignment in the time limits on parking spaces.

As part of improving the alignment of on street and off street parking through changes to parking time limits, the following has been observed:

- Behaviour is not significantly altered by pricing changes at current levels.

- On a weekday, all day parking areas are generally at a high capacity, typically with an occupancy exceeding 85%.

- The average parking occupancy on weekends across the City Centre is about 25%.

To adjust parking behaviour and to achieve the desired outcomes of increased turnover and occupancy in the timed parking areas, free parking will be introduced.

Noting the occupancy and cost to Council to provide parking, the charge of $4.00 for all day parking is being retained.

To provide a more convenient service, all day parking permits will be made available for three month periods to supplement the current all day parking permit which is aligned with the financial year.

In light of the low occupancy across the City Centre on weekends, free and unrestricted parking is permitted across the entire City Centre on weekends and public holidays.

The fees and charges applied to parking will be subject to a review on an annual basis.

Strategy 1.2.3   Implement pricing changes based on the outcomes of the financial review.

Implementation of the pricing change reflected in 1.3.2 will involve the following:

- Additional parking enforcement activity undertaken by Council staff.

- Changes to parking meter programming to ensure parking complies with designated time limits. This will be achieved through the entry of the vehicle registration number when collecting the ticket from the parking meter. This programming will restrict a new ticket from being issued within a parking area to the designated registration number if a ticket has already been obtained.

The implementation of a Parking App will be investigated within 6 months. The Parking App will be to improve efficiency for use of parking spaces.

city of
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'A Place for People'

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