



10.1 FISHERMANS BEND PROPOSED PARKING CONTROLS

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1. PURPOSE

- 1.1 To seek endorsement of the revised paid and timed parking controls proposed for the Fishermans Bend and Port Melbourne precincts, following a period of community consultation and a parking accessibility review.

2. EXECUTIVE SUMMARY

- 2.1 Transport and parking is included as a transformational priority within the Council Plan 2017-27, Direction 2 – We are connected and it's easy to move around, endorsed on 21 June 2017. Improved parking management is also identified as a key priority in the Council's draft Move, Connect, Live *Integrated Transport Strategy* 2018- 2028.
- 2.2 Council resolved on 21 June 2017 to implement parking controls in Fishermans Bend to address the existing very high occupancy rate attributed to commuter parking, to improve parking opportunities for residents, visitors and businesses, and to manage the anticipated increased demand for parking as development intensifies in Fishermans Bend.
- 2.3 The Fishermans Bend precinct has a limited supply of parking with high utilisation particularly between 10am to 2pm (94% utilisation) affecting availability for residents, employees and customers. The parking availability is expected to further decline with an additional 8,000 residents moving into the area by 2027. Fishermans Bend has very high parking occupancy levels and only 15% of streets with parking controls.
- 2.4 A parking review has identified four distinct areas within the Fishermans Bend precinct (refer Figure 1), each with different parking demand and supply issues. To optimise residents and visitors access to equitable parking, it is proposed that either timed, paid or a combination of both parking controls are provided, in addition to retaining some unregulated locations.
- 2.5 Community feedback including petitions from affected stakeholders has resulted in a revised transitional approach to parking management in Fishermans Bend based on observed levels of occupancy.
- 2.6 Pricing of \$1/hr in the paid parking area (Area 1, Figure 1) is proposed as a pilot minimum price, revised down from the initial proposal of \$1.90/h. Daily cost will be similar to the adjacent South Melbourne and Montague areas.



- 2.7 The new parking time controls and fees are proposed to commence operation in October 2018. Installation of new signage, linemarking and parking meters begin in August and September
- 2.8 Parking controls proposed for Fishermans Bend are designed to minimise the likely redistribution of parking from paid or timed areas into surrounding areas, particularly the Port Melbourne residential area.
- 2.9 If parking controls are introduced, parking occupancy surveys will be undertaken and a review of the effectiveness of the proposed parking controls and community feedback will be conducted after 12 months.
- 2.10 A target of 75-85% parking occupancy is proposed to trigger a review of the need to implement parking changes or controls in a street or area. If parking occupancy in an area is above 85% then increased fees and/or shorter parking time controls may be implemented and where parking occupancy falls below 75% parking controls may be relaxed.

3. RECOMMENDATION

That Council:

- 3.1 Notes that parking availability in Fishermans Bend is limited and that parking controls, free, times or paid are required in preparation for the significant growth in residential, employee and visitor numbers.
- 3.2 Implements the following parking controls in October 2018 to operate Monday to Friday between 8am-6pm in Fishermans Bend and Port Melbourne for the Areas described in Attachment 2:
 - 3.2.1 Area 1: New all day paid parking priced at \$1/h; and 2 hour timed parking controls in designated areas;
 - 3.2.2 Area 2: New timed parking controls with a mixture of 2, 4 and 6 hour timed parking controls and uncontrolled all day parking. Area 2 has been updated to include Boundary Street;
 - 3.2.3 Area 3: New 2 hour timed parking controls on one side of residential streets and no parking controls on the other side of the street;
 - 3.2.4 Area 4: No new parking controls will be implemented; and
 - 3.2.5 Retain the existing specialised parking controls in all areas (e.g. loading zones, accessible parking spaces and car share parking bays).
- 3.3 Monitors the impact of the parking control changes in the above Areas by collecting and reviewing parking occupancy data, checking for evidence of parking redistribution to residential areas, community feedback and compliance data.



- 3.4 Establishes a parking occupancy level target of between 75-85% spaces occupied during the 4 hour peak period on a typical weekday across designated parking Areas. Subject to appropriate consultation, public information and Council decision, parking controls will be varied to maintain the desired level of occupancy.
- 3.5 Notes following the completion of a 12-month post-implementation review regarding the effectiveness of the proposed parking controls, an evaluation report will be presented at an Ordinary Council meeting in 2019.
- 3.6 Thanks for the community for their responses and feedback on the proposed parking controls for the Fishermans Bend precinct.

4. KEY POINTS/ISSUES

Background

- 4.1 The City of Port Phillip is rapidly growing with a forecast 23% increase in our population over the next 10 years. With a finite supply of on-street car parking available, Council needs to ensure this valuable public asset is managed equitably, so more people can find an on-street car park more often. The way to achieve this is with the introduction and adjustment of parking controls.
- 4.2 Fishermans Bend is currently undergoing a transition of land use from industrial to higher density residential and mixed use developments with 7,000 approved apartments. Council is seeking to be proactive in advance of new residents moving into the precinct, by better managing its parking resource to ensure equitable access to the limited on-street parking supply.
- 4.3 Significant areas within Fishermans Bend are currently subject to very high parking demand, with drivers having difficulty finding an unoccupied space. Obtaining a car park is particularly challenging in the business precinct bounded by West Gate Freeway, 109 Tram Route and Boundary Street (Area 1), where parking occupancy is at 94% for the peak four hour period. For a significant portion of the day parking occupancy is above best practice for parking management. This occupancy level has the additional effect of increasing road congestion as people 'cruise' for available parking space. Officers have observed that there are a large number of CBD commuters who park in Fishermans Bend near the Montague Street Freeway interchange. High parking demand in the area coupled with low parking turnover is also preventing convenient access to businesses for customers and visitors.
- 4.4 In response to the current and anticipated future conditions related to parking in Fishermans Bend, at the Council Meeting on the 21 June 2017 Council resolved to:

'Inform the local community and implement on-street paid parking within the Sandridge and Montague neighbourhoods, supported by the introduction of appropriate time based controls between Boundary Street and Bridge Street north of Williamstown Road bounded by Ingles, Evans and Bridge Streets to protect residential access to parking.'

- 4.5 Improved parking management is also identified as a key priority in Council's draft *Move, Connect, Live Integrated Transport Strategy 2018- 2028*. The changes to the proposed parking controls in Fishermans Bend align with the outcomes and actions in the draft strategy.
- 4.6 Council contracted MRCagney Consultants in 2017 to conduct a review of parking in Fishermans Bend and if required, provide recommendations on how to manage parking demand. The report recommendations included:
- Implementing paid and timed parking in areas with parking occupancy above 85%;
 - A paid parking pricing structure, initial pricing level for paid areas and time limits; and
 - An area wide response to parking redistribution to install parking controls in surrounding precincts.

The Consultant report is available on Council's Website at <http://www.portphillip.vic.gov.au/FBparking.htm>

- 4.7 For the purpose of developing appropriate parking controls, Fishermans Bend industrial and the Port Melbourne residential areas were split into four areas based on land use, parking users, parking occupancy and proximity to the CBD via Montague Street as shown below in Figure 1.



- 4.8 To optimise parking in these areas, parking controls were proposed in March 2018 including: 2 hour and all day paid parking for (Area 1); 2 and 4 hour controls (Area 2); and 2 hour controls on one side of the street (Areas 3 and 4). Council also asked



residents what controls (if any) they wanted on the other side of the street, to provide some flexibility and choice in an area where a change in demand is expected. The principle behind introduction of parking controls in Areas 2, 3 and 4 was to proactively manage the anticipated impact of commuters and local employees seeking to avoid paid parking controls in Area 1.

- 4.9 Currently there are approximately 2,100 on-street parking spaces in Areas 1 and 2 of Fishermans Bend and 85% of parking is unrestricted. Area 1 has a parking occupancy level above 94% for the peak 4 hour period (10am to 2pm) as shown in Attachment 1. This is above the industry standard of 75-85% occupancy considered to be the best balance between utilisation and availability. Data shows that parking occupancy rises significantly from 6am when employees and CBD commuters start to fill available parking bays. Observational surveys indicate that some parking occurs in illegal locations, that new Fishermans Bend residents are utilising on-street parking and there is very low parking turnover.
- 4.10 In the Port Melbourne residential Areas 3 (bounded by 109 Tram Route, Ingles Street Williamston Road, and Bridge St) and Area 4 (bounded by 109 Tram route, Bridge Street, Williamstown Road and Graham Street), there are approximately 1,450 parking spaces of which less than 10% of spaces have timed parking controls. Currently there is a moderate amount of employee parking spilling over into the residential area near the Fishermans Bend boundaries. The area surrounding the tram stops accommodates a level of commuter (CBD bound) parking, where commuters shift modes from vehicles to public transport.
- 4.11 Community consultation was undertaken regarding the initially proposed parking controls during March and April 2018. Surveys, petitions, emails and phone calls received by Council were reviewed in addition to further analysis of parking supply and demand. Details of the Consultation is provided in Section 5.
- 4.12 **Petitions and Joint Letters**
- 4.13 Council received at the 18 April 2018 Ordinary Council Meeting:
- Joint Letter - 19 Signatures (businesses and land owners) requesting a review of the proposed changes and criticize the process and justification
 - Petition - 179 Signatures (predominately employees) requesting that parking remain unchanged until the Fishermans Bend tram is constructed
 - Petition – 36 Signatures (residents) requesting Reviewing of proposed parking controls in Evans St (Area 4) and of the parking permit policy
 - Petition – 64 Signatures (Fulton Hogan employees) requesting a review of parking controls to allow free all day parking
- 4.14 Council received at the 6 June 2018 Council meeting:
- Joint Letter – 19 signatures (Annexa) requesting all day free parking



4.15 **Revised Parking Controls: Officer Response**

4.16 As a result of the feedback summarised in Section 5 (including Petitions and Joint Letters) received by Council and further review of the February parking surveys, the parking controls proposed in March 2018 have been revised. The new parking controls reflect current demand levels, the concerns of the community and the identified need for a progressive approach to parking controls in Fishermans Bend, as conditions change over time.

4.17 Council Officers are proposing a scaled-back initial rollout of parking controls coupled with an intervention threshold for parking control changes based on occupancy levels. These controls will be assessed by a rolling review process over a 12 month period. The revised parking controls are intended to allay identified community concerns about the scale and extent of parking fees and controls, while allowing council to manage parking and set parking intervention levels in a progressive manner.

4.18 The proposed parking controls for Areas 1,2,3 and 4 were revised to provide additional all-day time parking in Area 2, a reduction in the parking fee to \$1/hr in Areas 1, and no new parking controls proposed for residential Area 4.

4.19 These parking controls are proposed to operate Monday to Friday between 8am-6pm in Fishermans Bend and Port Melbourne in the Areas described in Attachment 2:

- **Area 1:** All day paid parking and 2 hour paid parking controls, priced at \$1/h;
- **Area 2:** Free timed parking controls with a mixture of 2, 4 and 6 hour timed parking controls and uncontrolled all day parking. Area 2 free parking will include Boundary Street.
- **Area 3:** New 2 hour timed parking controls on one side of residential streets and no parking controls on the other side of the street; and
- **Area 4:** No new parking controls will be implemented.

4.20 The revised parking controls, including the reduced price point are expected to provide the following benefits to residents, employees, businesses and Council:

- Provide an all-day parking cost in Area 1 that is comparable to the adjacent Montague and South Melbourne areas;
- Help reduce CBD commuter parking by applying a parking fee in Area 1;
- Reduce the financial impact on users by reducing the parking fees from the proposed \$1.90/h to \$1/hr in Area 1 and providing some unpaid 6-hour and all-day parking in Area 2;
- Encourage turnover to improve access to businesses;



- Provide improved access to parking for access to eligible residents in all Areas who decide to buy a parking permit, while still providing some parking for residents who are either ineligible for permits or choose not to buy permits;
- Sets a framework for future management of parking in Fishermans Bend.

4.21 Petitioners also queried aspects of Council's Parking Permit Policy and accessibility to public transport. A review of this policy and partnerships with the State Government to enhance public transport accessibility has been nominated as actions in Council's forthcoming Draft Move, Connect, Live: *Integrated Transport Strategy 2018- 2028*.

4.22 **Monitoring Parking Occupancy**

4.23 A principle underlying the implementation of parking controls in Fishermans Bend is the maintenance of a consistent range of parking occupancy, showing a balance between utilisation and turnover of spaces. A parking occupancy level between 75-85% is considered best practice in parking management as it provides sufficient parking availability while ensuring the parking controls are not overly prohibitive.

4.24 Officers propose that parking occupancy be monitored post-implementation by physical surveys to assess the performance of the controls. If parking occupancy drops below 75% it indicates that the parking fees and controls may be too severe and can be relaxed. If parking occupancy is above 85% then parking fees and controls may be too lenient and can be tightened. Average occupancy is intended to be assessed over the peak 4-hour period during a typical day on an Area by Area basis.

4.25 Three monthly parking occupancy surveys will be conducted in conjunction with parking machine data, infringements data and the community will be encouraged to provide feedback on the operation of the new parking controls, via a Survey page on Council's website (<http://www.portphillip.vic.gov.au/FBparking.htm>) and a dedicated email account (FBparking@portphillip.vic.gov.au). This evidence will help inform a 12-month review, based on the adopted intervention levels of 75-85% parking occupancy.

4.26 An evaluation report of the parking controls effectiveness will be presented to Council during 2019 following completion of the 12 month review. If parking control changes are warranted based on this evidence during the initial 12 months, a recommendation will be presented to Council for consideration at an Ordinary Council Meeting.

5. **CONSULTATION AND STAKEHOLDERS**

5.1 Council undertook consultation for new time and paid parking controls in areas of Fishermans Bend and Port Melbourne between 5 March and 9 May 2017. Brochures and reminders were distributed to the affected areas, information was posted on the Port Phillip website and an online survey was provided to enable community comments on the proposal.



- 5.2 The consultation area for the proposed parking changes was split into the Fishermans Bend industrial area and the Port Melbourne residential area. This was done to tailor messaging to distinct user groups, which have different parking requirements and eligibility for parking permits. The two groups were provided with separate survey links in March 2018 to enable area and user specific question to be asked improving the quality of the collected data and evaluation.
- 5.3 Council Officers presented at the Fishermans Bend Community Forum Meeting on 5 April 2018 and met with representatives from the Fishermans Bend Business Forum as part of the consultation.
- 5.4 The consulted parking controls were proposed to operate Monday to Friday 8am to 6pm, which is the peak parking period and is consistent with the adjacent South Melbourne area. The parking controls time limits and fees were based on the land use and recorded parking occupancy levels in the various areas as shown in Attachment 1.
- **Area 1** - \$1.90/h paid parking controls with a time limit of 2P paid and all day (no daily discount) paid parking
 - **Area 2** – Unpaid timed parking controls with a time limit of 2P and 4P
 - **Area 3 and 4** - Council proposed 2 hour time controls on one side of streets and the community was asked to indicate their preferred option of either 2 hour, 4 hour parking controls or uncontrolled parking.
- 5.5 The feedback received as part of the consultation showed that the public were generally opposed to the implementation of time and paid parking controls. Employees and businesses in Fishermans Bend were nearly universally opposed to the proposed paid and timed parking controls. Residents in Area 3 of Port Melbourne were evenly split with the support for the project typically coming from area of employee parking congestion. Residents in Area 4 were generally opposed to the proposed controls likely due to the lack of current parking issues in the area, though there were some areas of support near the area boundaries.
- 5.6 As part of the consultation Council officers received the following correspondence
- 127 Emails and phone calls;
 - 254 survey responses were received from residents, employees, businesses, property owners and community members.
- 5.7 Council also received Petitions and Joint Letters relating to the proposed controls:
- 5.8 Collectively, feedback received by Council raised some key concerns including:
- Impacts on business and staff through the increased cost of parking in Area 1 and difficulty finding all day parking in Area 2:
 - Businesses and employees believe that parking changes shouldn't occur until the new tram line is constructed, which is forecast for 2025;



- Many businesses and staff are very reliant on all day parking on the street due to difficulty in accessing the area with non-car based transport;
- It's unfair that residents must purchase residential parking permits because Council is implementing parking controls in Fishermans Bend;
- Lack of knowledge that eligible concession card holders can get free and discounted parking permits;
- There has been a lack of direct engagement with the community and particularly the businesses in Fishermans Bend by Council;
- That there is no existing issue with parking in the area:
- Some residents who are ineligible for parking permits need on-street parking and feel that they are retrospectively being punished;
- Increased cost of attending the Fishermans Bend Gymnastics Club; and
- That residential permits should be valid adjacent to parkland.

5.9 The Officer response to feedback received including petitions is detailed in Section 4 above.

6. LEGAL AND RISK IMPLICATIONS

6.1 Changing parking controls is within Council's authority under the Local Government Act.

7. FINANCIAL IMPACT

7.1 It is anticipated that the introduction of paid parking will have a positive impact on Council's annual revenue. Based on a conservative estimate that 70% of the paid parking spaces will be occupied for 8 hours/day with an hourly parking fee of \$1.00/hr (inc GST) for 48 weeks of the year, the revenue stream will be approximately \$850,000 per year. This equates to \$635,000 (ex GST) in the 2018/19 financial year from implementation in October 2018 to June 2019. The revenue estimates and future budgets will vary if parking controls and fees are adjusted due to the parking occupancy intervention levels.

7.2 Because of proposed changes to pricing and extent of paid parking, there will be a reduction in revenue from parking fees of \$1.34M in Council's 2018/19 proposed budget.

7.3 It is anticipated that implementation of parking controls and parking fees in Fishermans Bend and Port Melbourne will have a capital cost of approximately \$620,000. This will include linemarking, new parking machines, project management, communications, parking surveys and signage across the 2018/19 and 2019/20 financial years.

8. ENVIRONMENTAL IMPACT

8.1 Implementation of parking controls may reduce vehicle greenhouse gas emissions by:



- Applying a price to parking in Area 1 will encourage mode change, with a corresponding reduction in greenhouse gas emissions; and
- Promoting a reduced reliance on car based transport in future developments which is in line with the Fishermans Bend Framework.

9. COMMUNITY IMPACT

- 9.1 Implementation of new parking controls is anticipated to make it easier for people to travel and park in Fishermans bend and the adjacent Port Melbourne area. The rollout of the revised parking controls will be monitored closely and incorporate quarterly parking surveys and a 12 month evaluation, which will be presented to Council.

10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 10.1 The proposed changes to improve parking management in the Fishermans area directly related to Strategic Direction 2: 'We are connected and it's easy to move around'. The City of Port Phillip Council Plan 2017-2027 included the strategic outcome of 'demand for parking and car travel is moderated as our City grows' and that council will work toward this by 'Managing parking demand through technology, policy and pricing'.
- 10.2 The Council Plan 2017-2027 specifies the priorities for the next 4 years including:
'Develop a Parking Management Plan as part of the Integrated Transport Strategy, and develop new policies for paid parking, on-street permits and parking provision rates for new development
Implement clever parking initiatives that help manage parking supply and turnover, and improve customer experience.'
- 10.3 The proposed parking changes are directly related to two of Council's four transformation, which are Transport and Parking, and Fishermans Bend.
- 10.4 The current lack of parking controls in Fishermans Bend is currently unsustainable and the situation will continue to worsen with redevelopment of Fishermans Bend and increased pressure for CBD commuter parking. The proposal will put paid and time limit on parking in Fishermans Bend to discourage commuter parking, encourage modal change, improve parking availability and turnover while signalling to developers and tenants that unpaid on street parking will not continue into the future.

11. IMPLEMENTATION STRATEGY

- 11.1 TIMELINE
- 11.2 The new parking time controls and fees are proposed to commence operation in October 2018. Installation of new signage, linemarking and parking meters begin in August and September as shown in Table 1.
- 11.3 Information on the parking changes will be provided to affected stakeholders and the general community. There may be the need for some additional specific

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engagement to finalise the finer details of any speciality parking controls.

Date	Task	Comment
20 June 2018	Council Meeting	A report proposed parking controls including the community consultation and the Officer's recommendation for a scaled back roll out is provided to Council.
July and September 2018	Public Information	Inform the affected properties and stakeholders of Council's decision and timelines for parking controls changes
August – October 2018	Infrastructure installation	New parking signs, linemarking and parking machines will be installed but will not be operational until October.
Mid September to Mid October 2018	Variable Message Signs	Variable Message Signs (VMS) are placed on key streets in the precinct notifying users that parking changes will be introduced.
October 2018	New parking controls begin	New parking time controls and fees take effect and parking enforcement begins.
From October 2018	Parking surveys	Quarterly parking occupancy surveys will be conducted in the affected and surrounding areas.
From October 2018	Community feedback	The community will be able to provide feedback on the operation of the new parking controls and to highlight any areas of concern.
October 2019 onwards	12 month parking review	Evaluation of parking controls completed and presented at a future Ordinary Meeting of Council for consideration.

12. COMMUNICATION

12.1 The community will be informed (pending a Council decision) via:

- Correspondence to affected properties and owners in July and a reminder in September 2018;
- Variable Message Signs, which will be installed on key roads in the area to inform parkers of the changes in the weeks preceding the parking implementation;
- Community and business groups such as the Fishermans Bend Business Forum;

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- The Council website; and
- The project email distribution list.

12.2 Feedback channels will remain open via email and Council's website.

12.3 Key Messages:

- Fishermans Bend is subject to high levels of parking occupancy in certain areas and requires a degree of additional controls to manage an increasingly scarce resource, to ensure fair access to all stakeholder groups.
- Community feedback suggested that the initially proposed scope and scale of changes in March 2018 may have been overly restrictive.
- Council revised its initially proposed set of parking changes to reflect a more moderate initial roll-out that is reflective of current demand patterns.
- New parking signs, linemarking and parking machines will be installed during August to October but will not be operational until October 2018
- Changes to parking controls will be implemented during September-October 2018. Parking meter and new parking controls will not be operational until October 2018.
- A rolling review process and evaluation report will be completed 12 months post-implementation of parking controls.

13. OFFICER DIRECT OR INDIRECT INTEREST

13.1 No officers involved in the preparation of this report have any direct or indirect interest in the matter.

TRIM FILE NO: 30/09/36

ATTACHMENTS

1. Fishermans Bend Parking Area Map
2. Fishermans Bend Revised Parking Controls Map
3. Fishermans Bend Area 1 Parking Occupancy Graphs