

4 DRAFT HORNSBY SHIRE COUNCIL CAR PARKING MANAGEMENT STUDY

EXECUTIVE SUMMARY

- Provision for car parking is a recurring and often controversial issue for planning of major activity centres in Hornsby Local Government Area (LGA). Lack of adequate parking facilities has been identified by the community as a priority in social surveys undertaken by Council and continues to be one of the major challenges facing our community.
- In July 2018 Council commenced a review of current car parking management practices in the Hornsby Shire and developed the draft Hornsby Shire Car Parking Management Study.
- The draft Hornsby Shire Car Parking Management Study reviewed 17 precincts and provides a summary of key findings and recommendations to improve parking management. Parking management includes shared and reciprocal parking, parking pricing and regulations, parking user information, and pedestrian improvements. The challenge for the Shire is to find a balance between adequate parking supply and demand to ensure the long-term vitality of its Town Centres and destinations, whilst facilitating a change towards active and public transportation.
- Some of the initiatives and recommended car parking management strategies will require further investigations, community engagement and consent of third parties including TfNSW and the Local Traffic Committee. In instances where further investigations and consultation with other parties are required, a higher priority will be given to these matters to ensure that an agreement or solution is determined before advancing the recommendation.

RECOMMENDATION

THAT:

1. Council adopt the Hornsby Shire Car Parking Management Study as a technical document to provide overall car parking policy direction and recommendations for Council over a 10-year horizon in accordance with General Manager's Report No. GM21/20.
2. Council undertake engagement with stakeholders, where appropriate, to build community and stakeholder support in advance of implementation of any recommendation in the Hornsby Shire Car Parking Management Study within a precinct.

PURPOSE

The purpose of this Report is to present the key findings and recommendations of the draft Hornsby Shire Council Car Parking Management Study for Council adoption. The draft Car Parking Management Study sets out the challenges, objectives, principles and policies to proactively manage parking needs across the Shire.

BACKGROUND

In 2004 Council developed the Hornsby Shire Integrated Land Use and Transport Strategy (ILUTS). The ILUTS outlines the current and planned transport system within the Shire and its objective is to relieve traffic pressure on the road network.

One of the key actions within the ILUTS was the development of a Car Parking Management Plan. The ILUTS states *“Parking is a critical part of an integrated transport system. It has a significant influence on car use in that, if parking is not available at the destination, car use is minimised. The aim of a parking policy is to balance the supply of, and demand for parking spaces with the objective of minimising additional traffic generation through restraining car use, while ensuring the economic viability of each centre is maintained.”*

To identify the current state of parking within the Shire a scoping report was developed to build on the ILUTS which identified Hornsby Town Centre and the environs of Waitara Station and Hornsby Hospital as priority activity centres requiring urgent review. This was later expanded to include 14 other activity centres including Berowra, Brooklyn, Berowra Waters, Asquith, Beecroft, Cheltenham, Pennant Hills, Thornleigh, Cherrybrook town centre, Cherrybrook Metro precinct, Fagan Park, Galston Village and Salisbury Road and Leighton Place industrial precinct and formed the basis for the development of the draft Hornsby Shire Car Parking Management Study.

Lack of adequate parking facilities and a sustainable transport system has been identified by the community as a priority in successive surveys undertaken by Council. Council is aware that car parking management cannot be looked at in isolation and there is increasing recognition that sustainable Town Centres require a balanced multi-modal transport system. The challenge for the Shire is to find a balance between adequate parking supply and demand to ensure the long-term vitality of Town Centres and the environmental, social and economic necessity towards more efficient use of infrastructure.

DISCUSSION

Provision for car parking is a recurring and often controversial issue for planning of major activity centres in Hornsby Local Government Area (LGA). In July 2018, The Australian Road Research Board (ARRB) was appointed by Council to undertake a review of current car parking management practices and develop evidence-based strategies that would balance the supply and demand of car parking in Hornsby Shire.

The objectives of the Hornsby Shire Car Parking Management Study are to:

- Provide car parking policy direction and recommendations for Council over a 10-year horizon.
- Allow improved management of parking in and around activity centres.
- Enable parking to be used more efficiently to encourage sustainable transport options.
- Identify car parking management actions required in the short, medium and long term.

The study methodology and approach recognised that parking issues cannot be dealt with in isolation from the broader issues of car use and transport, and that parking is an essential element of the

overall transportation system and not a stand-alone service. The methodology used for the development of the Hornsby Shire Car Parking Management Study included:

- Identification of local issues that impact the provision and management of car parking.
- Examination of the existing parking situation with supply, occupancies and parking trends, which included undertaking surveys of the Hornsby Town Centre, Hornsby Hospital, Waitara, Berowra, Brooklyn, Berowra Waters, Asquith, Beecroft, Cheltenham, Pennant Hills, Thornleigh, Cherrybrook Shopping Centre and Cherrybrook Metro, Normanhurst, Fagan Park, Galston Village and Salisbury Road and Leighton Place Industrial precincts.
- Determining the future parking needs for Hornsby Town Centre based on envisaged development.
- A review of current car parking management practices.
- Preparation of options and recommendations for the future needs of on-street and off-street parking.
- The development of recommendations for implementation.

Summary of Current Parking Supply and Utilisation

The survey results indicate that many of Council's high demand parking areas such as Hornsby Town Centre, Hornsby Hospital, Waitara and Brooklyn are operating well above the 85% benchmark. It is considered best practice to review parking management controls when the average peak-hour parking demand exceeds 85%. The parking utilisation surveys were undertaken during late 2019 prior to COVID-19 and therefore do not capture any changes to travel patterns and parking supply and utilisation as a result of the COVID pandemic.

The trip origin survey results indicate that most drivers parking in Hornsby LGA are Shire residents. Generally, less than 30% of parkers are from outside Hornsby LGA. A high proportion of these drivers were noted to use the railway commuter car parks.

Observations and results of parking utilisation in key activity centres are summarised below:

- Hornsby Town Centre has about 7,040 parking bays. The centre experiences competing parking demands from Hornsby Station, Westfield Shopping Centre and many other businesses and retail outlets. 79% of the 7,049 parking bays are unrestricted and on-street parking accounts for 66% of the parking supply. On-street occupancy peaks at over 90% and off-street parking at just under 90%. Many road segments yielded occupancy rates of higher than 85%.
- Hornsby Hospital Precinct has 1,200 parking bays of which 75% are unrestricted. 84% of bays are on-street with peak occupancy above 90% and off-street peak occupancy of 92%. The current parking demands, primarily hospital staff, impede on residential areas where there is a lack of on-street parking controls. Short and medium-term parking demand increases for the parking located near James Park during sporting seasons, however it is typically occupied with long term hospital staff.
- Waitara has a railway station and nearby small businesses with a total of 1,796 parking bays of which 68% of the bays are unrestricted. 92% of the parking is on-street with peak occupancy above 90% and off-street peak occupancy at 100%. There is a shortfall in off-street resident parking supply to satisfy demand. There is a lack of parking management with current parking demands impacting parking in residential areas. Many residential towers

provide only one parking space per residence and second vehicles are parked on-street occupying highly desirable town centre parking bays.

- Berowra is largely residential, with a small retail precinct and adjacent to a station which currently serves as a major rail hub with insufficient off-street parking. Many commuters park on the Pacific Highway. 73% of the 902 parking bays in the core area are unrestricted. Half of the parking is on-street with peak occupancy of 63% and off-street peak occupancy of 99%. Council does not have the power to change on-street parking restrictions within 1km from Berowra Railway Station as it is a declared station. The on-street parking is poorly utilised due to the lack of time restrictions and wayfinding signage. Rail commuters park unsafely along the Pacific Highway due to the fully occupied commuter car park at the station. Council can consult with TfNSW to seek amendments to the parking restrictions within this area.
- Brooklyn is a tourist destination with a major focus on boating and fishing. It has 660 parking bays in the core area of which 87% are unrestricted. 64% of the parking is on-street with peak occupancy of 89% and off-street peak occupancy of 100%. There are a limited range of parking controls on-street in Brooklyn town centre and a large demand on weekends by tourists and visitors with boat trailers. River Settlement residents also utilise high demand tourist and visitor parking in Brooklyn to park their vehicles long term. There is a lack of parking supply and lack of enforcement in the area.
- Berowra Waters Activity Centre is focused on boating and has 620 parking bays of which 92% are unrestricted. 43% of parking is on-street with peak occupancy of 38% and off-street peak occupancy of 59%. There are no controlled parking limits for on-street parking and the demand for parking is not satisfied by the limited Council owned off-street parking supply. This is exacerbated by the underutilisation of the Bay Rd upper deck single car park.
- Pennant Hills Town Centre includes shopping centres, a library, a railway station and a school creating competing parking demands. 62% of the 2,028 parking bays are unrestricted. 75% of parking is on-street with peak occupancy of 81% and off-street a peak occupancy of 87%. Varying levels of parking demand is experienced throughout the town centre with commuter carparks operating at capacity throughout the week. Numerous time restrictions apply within short distance of each other, resulting in confusion for drivers and an overabundance of signage.
- Cherrybrook Metro Precinct only major source of parking demand comes from the metro station. It has 1,703 parking bays of which 79% are unrestricted. 66% of parking is on-street with peak occupancy recorded at 61% and off-street peak occupancy of 98%.

General Strategies for Managing Car Parking

The outcome of the Hornsby Shire Car Parking Management Study has identified initiatives and strategies that are needed to achieve short, medium and long-term goals for managing parking demand generated by visitors, employees and commuters. These include:

- Regulating the parking needs of various user groups vehicle types - favouring higher value user groups such as service vehicles, deliveries, customers and access for people with disabilities.
- Encouraging remote parking by offering benefits to employees to encourage them to use alternatives to a car.
- Pedestrian improvements.

- Reducing free parking spaces to push long-stay car parking to more remote locations.

Recommended Car Parking Management Measures

Key study recommendations are outlined below.

Existing on-street and off-street parking supply

- Explore opportunities to maximise the use of existing supply before introducing new measures.
- Time limited parking restrictions should be altered and expanded to provide consistent and appropriate parking opportunities and maximise the availability of supply.

Resident Parking

Most residences in the Shire except for River Settlements have adequate off-street parking.

Interim Actions

- Tighter parking controls should be implemented to manage on-street parking affected by long-stay parker overspill. Council should consider options and viability of introducing visitor passes, parking vouchers or a parking token system for local residents in areas where the demand for on-street parking exceeds supply.

Short – Medium Term Actions

- Develop detailed Precinct Street Parking Plans. The Precinct Street Parking Plans may identify the need for a Parking Permit Scheme to address local parking management concerns where tighter parking controls are not able to resolve parking concerns.
- Review the requirements for a Resident Parking Scheme in 12 – 24 months in key precinct areas inclusive of Cherrybrook Metro, Waitara, Hornsby Hospital and Hornsby Town Centre precincts. This would be undertaken as part of the development of the Precinct Street Parking Plans.
- Consider implementing a trial Resident Parking Permit Scheme in conjunction with Pay Parking subject to the outcome of community consultation. Locations where Resident Parking Schemes could be trialled include Waitara, Cherrybrook Metro Precinct and Hornsby Hospital.

Commuter Parking

- Provision of commuter parking should not be a priority for Council when considering the appropriate use of parking infrastructure in a central activity area.
- Lobby TfNSW to provide appropriate commuter parking supply in appropriate locations and commensurate with current and forecast levels of demand.
- Investigate appropriate opportunities to provide additional commuter car parking funded by State Government at major railway stations such as Hornsby, Berowra and Cherrybrook Metro where supply does not impact on good town centre design. Commuter car parks should be located on the periphery of town centres and not located within the core centre.
- Lobby TfNSW to improve peak hour public transport frequency and connecting bus services to the major transport nodes.

Pay Parking

- Implement pay parking as a demand management tool to encourage transportation mode choice subject to community consultation and approval of the local traffic committee.

Parking Ratios

- Adopt new sustainable car parking ratios with mandatory maximum and minimum parking requirements in major town centre core areas to achieve an appropriate level of parking supply.
- Offer special dispensation or discounted parking supply in major town centres on a case by case basis to developers that are willing to incorporate sustainable transport options as part of their developments e.g. car share schemes and green travel plans.

Bundled Parking

- Lobby proprietors of adjacent commercial/retail developments to unbundle their parking so that it can be shared by a larger group of shops and businesses. This will provide more availability of spaces for customers and clients. It creates a more cohesive parking environment than segregated car parks in an area where there is a short supply of parking.

Cash in Lieu Contribution for Car Parking

- Investigate a new method of calculating the cash-in-lieu fee for car parking in major activity areas such as Hornsby Town Centre that considers the true cost of providing off-street multi-level car parks.

Enforcement and Technology

- Incorporate technology into on-street and off-street parking policy to improve enforcement and compliance including the provision of real-time parking management data.

Car Share Scheme

- Implement the Car Share Policy and facilitate the introduction of dedicated on-street parking (pods) in various centres throughout Hornsby Shire for private car share scheme providers.

Electric Vehicle (EV) Charging Stations on Public Land

- Implement the Electric Vehicle (EV) Charging Stations on Public Land Policy and facilitate installation of dedicated on-street EV charging points in various centres throughout Hornsby Shire.

Employee and Visitor Parking

- Provision of employee and visitor parking for private developments should not be a priority for Council when considering the appropriate use of parking infrastructure.
- Employee and visitor parking for new developments should continue being provided on site in accordance with the Hornsby Shire Development Control Plan (DCP).
- Development sites in Hornsby Town Centre that are not able to provide the required DCP quantum of parking spaces should continue to pay a cash-in-lieu fee that will be used to construct a public car park where this deficit will be provided.
- Liaise and work with local businesses and encourage them to develop sustainable travel plans for employees e.g. green travel plans inclusive of car share and carpooling options.

- Liaise and work with local businesses and encourage employees in centres that have good access to public transport to consider switching to more sustainable modes of travel
- Offer special discounted parking supply for new developments in major town centres on a case by case basis to developers that are willing to incorporate sustainable transport options as part of their developments.

Improved Way Finding and Smart Technology

- Review wayfinding signage in all town centres and improve it to guide drivers to the off-street car parks.
- Enhance way finding by providing information for parking on the internet covering all precincts, with pricing, time restrictions, locations of car parks and if possible real time availability to assist users to find a vacant bay, reducing the time wasted in searching for a car park.

Education

Broader environmental, economic and social impacts of parking are rarely understood or appreciated by the community. The Study has recommended that Council should:

- Develop and implement on-going community education and information campaign programs focusing among other sustainability issues the implications of current parking practices.

The education program could include stakeholders such as local residents, developers, retailers, tenants, Council staff, business and community groups and schools etc.

CONSULTATION

Community Engagement Plan

The draft Hornsby Shire Car Parking Management Study details numerous key findings and recommendations to improve car parking management across the Shire. The impact of these findings and recommendations range from Shire wide to specific precinct/suburb level matters. A Community Engagement Plan has been developed (refer Attachment 4) which provides a high-level summary of the communication and engagement tools that will be utilised to facilitate community participation.

Engagement will focus on working with the community to explore options to improve car parking management concerns at a Shire wide-level and will include the utilisation of communication and engagement tools such as surveys, website, social media.

For car parking recommendations that are precinct focused detailed Communication Engagement Plans will be developed for progressing each recommendation in consultation with Councillors. Communication and engagement tools which may be utilised that maximise the opportunities for the community to participate in the development of Precinct Street Parking Plans, may include pop-up stalls, fact sheets, open houses and digital engagement.

BUDGET

This report recommends that Council adopts the draft Hornsby Shire Car Parking Management Study which includes key findings and recommendations. The draft Hornsby Shire Car Parking Management Study provides overall car parking policy direction and recommendations for Council over a 10-year horizon.

In many cases, these are new actions additional to Council's current provision of services and requires additional resources to be allocated, existing resources to be reallocated or most likely a combination of both.

As the draft Study is a high-level document, detailed costings and funding sources have yet to be developed for each task. Investigation and scoping will be needed to accurately identify the cost of each key finding and recommendation.

Council has a strong track record of financial responsibility. A quadruple bottom line approach, including financial sustainability considerations, when making decisions and committing to new projects and programs is critical.

Implementation of actions contained within the draft Car Parking Management Study would occur through the development of Council's next Delivery Program, annual budget and Operational Plan. Implementation would be subject to the strategic priorities of Council, the availability and allocation of resources by Council, and in many cases, supported by a business case.

To accelerate delivery of the Study, Council will seek alternative funding pathways such as applying for grants and working in collaboration with partners. The formal adoption of this Study will support future funding applications from providers such as the NSW and Australian government.

POLICY

There are no policy implications associated with this Report.

CONCLUSION

To ensure best practice car parking management solutions for the seventeen precincts within the Shire and to the guide the implementation of parking supply and control in the coming years it is recommended that Council adopt the Hornsby Shire Car Parking Management Study.

RESPONSIBLE OFFICER

The officer responsible for the preparation of this Report is the Strategy Manager – Julie Ryland - who can be contacted on 9847 6773.

STEVEN HEAD

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Attachments:

1. Car Parking Management Study Part A - Summary of Key Findings and Recommendations



2. Car Parking Management Study Part B - Study Report



3. Car Parking Management Study Part C - SWOT Analyses



4. Communications and Engagement Framework - Summary



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