

Report  
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# Parking and Sustainable Transport Strategy for the City of Launceston

Prepared by: Larry Schneider, Anne Still and Ross Rutherford

**Luxmoore Parking Consulting**

a division of



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## Luxmoore Parking Consulting

a division of ARRB Group Ltd

ABN 68 004 620 651

[www.luxmooreparking.com.au](http://www.luxmooreparking.com.au)

191 Carr Place  
Leederville  
WA 6007 Australia

P: +61 8 9227 3000  
F: +61 8 9227 3030

Ground Floor  
12 Wellington Parade  
East Melbourne  
VIC 3002 Australia

P: +61 3 9417 5277  
F: +61 3 9416 2602

2-14 Mountain Street  
Ultimo  
NSW 2007 Australia

PO Box 269  
Broadway  
NSW 2007 Australia

P: +61 2 9282 4444  
F: +61 2 9282 4455

### Document Register

	Issue	Reviewed by	Date
PC 74680	1	Larry Schneider	1/10/2008
	2	Caroline Nicholson	4/10/2008
	3	Anne Still	7/10/2008
	4	Larry Schneider	29/10/2008
	5	Caroline Nicholson	03/11/2008
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# Summary

This study reviews the current objectives and planning regulations relating to parking and sustainable modes of transport within Launceston's Central Activities District (CAD) which includes the CBD. It recognises 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 recommendations support Launceston's broader goals for the central City area as set out in its Vision 2020.

The study examines the policy context of parking and transport in Launceston's strategic documents and considers the issues raised at several forums by a wide group of stakeholders. These issues can generally be categorised in terms of supply or management. Supply issues deal with too few spaces being available and the expectation that a public or private organisation must provide more spaces. Management issues relate to available facilities not being used effectively.

Future strategies relating to travel behaviour are underpinned by five sustainable parking principles:

- focus on people access not vehicle access
- provide efficient and effective alternatives to car access
- parking policy and strategy must support sustainable transport
- the appropriate amount of parking will be well below the unconstrained demand for parking
- the provision of parking requires a demand management, not a demand satisfaction approach.

A number of parking options and initiatives are considered appropriate for Launceston to use to contribute to its sustainable goals. These include regulating the supply of public parking in the CBD to support parking and transportation objectives including:

- regulating users and limiting the types of vehicles that may use certain parking spaces
- specifying the allocation of parking ratios for particular type of developments such as customer or staff parking (short or long term parking)
- favouring higher value uses – such as for service vehicles, deliveries, customers and access for people with disabilities
- encouraging remote parking by offering benefits to commuters to encourage them to use alternatives to a car
- pedestrian improvements
- reducing minimum parking requirements for developers in certain situations
- introducing a cap on the maximum number of spaces that may be provided in a specific area.

There is an emphasis on shared parking in various forms. This means that parking spaces are shared by more than one user, which allows parking facilities to be used more efficiently.

While controlling parking demand is the counter balance to the management of parking supply, it is much easier, more flexible and less expensive to make better use of existing parking capacity than to create additional parking. A detailed SWOT analysis of the City of Launceston's car parks and its parking department indicates that the car parks could provide a much higher level of customer service. Many opportunities exist to promote the car parks with expanded trading hours, retailer validation systems, and flexible pricing. Off-street car parking capacity could be better utilised. An additional benefit of better utilisation will be increased income. It is important that a portion of the additional net income from parking is reinvested in the upgrade of the car parks and improvements to technology.

The report examines management strategies and then operational strategies for parking.

Travel Demand Management (TDM) is a technique which emphasises the movement of people and goods, rather than motor vehicles, and gives priority to more efficient travel and communication modes (such as walking, cycling, car sharing and public transport). It permits more efficient use of existing transport infrastructure as an alternative to expanding roads and parking facilities. It has developed and is being increasingly applied by local governments in urban areas where sustainability is a major objective.

Under this new demand management approach as distinct from a demand satisfaction approach, the use of parking facilities should be maximised. This means that car parks at a particular destination may often fill provided that alternative options are available nearby and drivers have information on these options. One of the consequences of adopting this new approach is that limits should be based on the environmental and other capacity of the CBD to accommodate parking, not on its capacity to accommodate development. This requires establishing a cap on parking supply in certain areas. It is recommended that parking in Launceston is used strongly as a TDM tool to give effect to the City's strategic vision to increase the use of public transport and reduce car use. This change in approach to the strategic management of parking has been termed a paradigm shift.

As part of TDM, parking user hierarchy is to be applied to planning decisions in Launceston. Policies are to be introduced to identify and rank car parks to ensure that the hierarchy is achieved with the use of pricing and timing mechanisms. Zones have been established for pedestrian priority and for short stay parking within the CBD. The City is to implement planning controls to ensure the desired use of these zones is maintained.

It is essential that Launceston focuses on the short and long term need to continually educate all stakeholders on the broader impacts of parking, its environmental and other costs, and the benefits of sustainable transport policies. This education process requires that a Parking Control and Management Plan is to be provided by developers (including car park operators), together with their application for developments and for approval to operate any car park with more than five spaces.

The current pricing and operating hours for parking provided by Council is an inconsistent mix of fees and hours which do not appear to serve any strategic purpose.

The Council's pricing structure is complex and inconsistent and does not encourage the use of public transport. In order to implement principles of Travel Demand Management and improve customer service, Launceston needs to alter its current parking fees and expand its operating hours. These changes will ensure some consistency, serve broader goals of encouraging alternative forms of transport, and create capacity for bona fide visitors and other patrons of the CBD. In order for parking infringements to be an effective deterrent, they need to be reviewed upwards. These measures will also provide the City with extra income which can fund several projects including the provision of a free shuttle bus at no charge to the user, improved wayfinding, the upgrade of pedestrian access and security in car parks and the introduction of more customer friendly technologies.

It is recognised that convenient, reliable alternatives to parking especially commuter parking, are essential to persuade drivers to alter their habits. Some of these alternatives are to be implemented immediately. Increased parking fees which are transparently utilised for improvements to parking and transport infrastructure are more palatable if there is a clear connection between the higher fee and the upgraded facilities.

From a planning perspective it is noted that the methodology underlying minimum parking requirements is considered to lack accuracy and efficiency in that it uses conservative design standards and does not take into account actions or strategies aimed at increasing the use of public transport. It is unresponsive to demand management and results in fragmented parking supplies. It is recommended that a re-evaluation of the current parking planning ratios is undertaken to ensure Launceston is applying best practice to future parking requirements. Additionally, several criteria are to be taken into account in assessing applications for a reduction in the number of parking spaces



required, for example where parking spaces can serve more than one use or function and where it can be demonstrated that use of alternatives to the single occupant car will reduce the demand for parking.

The introduction of parking maximums combined with site caps and criteria for assessing applications for exceeding the site caps would:

- enable Launceston to decline applications which are inappropriately car-based and make no attempt to reduce the parking provided
- provide flexibility to permit approval of applications exceeding the applicable maximum parking rate provided certain criteria are met.
- Alternative policy approaches to the treatment of parking in the Planning Scheme for the Launceston City Centre are considered in detail.

Three options are considered for a central Launceston Parking policy. It is recommended that extending the car parking exemption area and introducing parking maximums is adopted as it is most consistent with a sustainable transport strategy. Additionally it is recommended that current parking charges are increased to fund the costs of providing additional facilities and measures such as a free/low fare City centre bus service, improved walking, cycling and public transport facilities, and future additional parking facilities.

The examination of Launceston's public transport system finds that in addition to parking management measures the Central Launceston Transport Strategy should include:

- measures to support increased bus use on key corridors
- a good quality, accessible CBD bus interchange used by all bus services into the CBD
- a dedicated CBD bus service which would complement measures to encourage the use of public transport for travel to the City centre
- measures to encourage carpooling for the trip to work
- park and ride facilities including possible sites at Invermay, Legana and Silverdome
- alterations to the management of CBD streets to facilitate and encourage walk trips and increased bicycle use and to discourage through traffic.

Currently around 1% of people cycle to work for all or part of their journey and 6% of people walk to work.

Launceston has a well developed network of sealed and unsealed shared cycling and walking trails in rural areas to the north and south of the central area. Few cycle lanes or other facilities are provided within the City centre. A 2008 community survey showed that roads, traffic and footpaths are high on the community's agenda and that community members thought that these areas warranted more attention. A gap analysis is therefore needed of the internal working documents which support the Bike Plan, in order to check progress against actions, remove redundant actions and to add new actions.

Walking and cycling infrastructure must be delivered in the context of travel demand management. Increasing cycling trips will be directly related to and dependent on a reduction in car trips. Implementation timeframe targets should be established relating to the walking and cycling works program. Several recommendations are included in the context of walking and cycling. These include Council:

- developing a business case to demonstrate the value of investment in walking and cycling in Launceston and comparing this to investment in other transport areas

- ring fencing funding for the promotion of walking and cycling
- constantly monitoring cycle usage, cycle parking utilisation and network implementation and maintenance
- investigating charging cyclists for high quality, secure cycle parking facilities and options for integrating this with public transport payment and ticketing systems.

It is also recommended that Launceston investigates and applies minimum planning standards to end-of-trip facilities for cyclists/walkers particularly in view of Council's desire to increase development in the CBD.

In conclusion, Launceston's developing land use strategy sets out five key strategic principles:

- maintain the CBD (Central Business District) as the key commercial and retail centre of the region
- promote the environmental benefits of alternative transport and reduced congestion
- promote a compact urban form, and encourage inner area residential development and higher densities in appropriate locations
- achieve the best possible urban design outcomes for the City including promotion of active street frontages, high quality urban spaces and well designed buildings
- promote an active community through encouraging opportunities for cycling, walking and recreation.

These principles will only be supported by an integrated strategy for parking and sustainable transport. The policy objectives and recommendations for parking and other forms of transport in this report will assist in achieving Launceston's broader goals for the central City area.

A core tool that Launceston Council has over transport is its dominant market share in the control of car parking. Council owns and operates car parking facilities and while private providers have a share, Council is in a position to encourage behavioural change.

The achievement of these principles require the City's commitment to a fundamental change in the way parking is planned, supplied and charged for.

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## 1 Introduction

This study reviews the current management objectives, planning regulations and other arrangements for car parking within Launceston's Central Activities District (CAD) and the sustainable modes of transport into and around this area.

Parking issues cannot be dealt with in isolation from the broader issues of car use and transport. It is important that parking is seen as an essential element of the overall transportation system and not as a stand alone service.

The report incorporates the development of a suite of integrated policy objectives for car parking and sustainable means of transport that will support Launceston's broader goals for the central City area.

As far as possible, the recommendations in this report are consistent with Council's developing land use strategy for Launceston which includes the following key strategic principles:

- Maintain the CBD (Central Business District) as the key commercial and retail centre of the region.
- Promote the environmental benefits of alternative transport and reduced congestion.
- Promote a compact urban form, and encourage inner area residential development and higher densities in appropriate locations.
- Achieve the best possible urban design outcomes for the City including promotion of active street frontages, high quality urban spaces and well designed buildings.
- Promote an active community through encouraging opportunities for cycling, walking and recreation.

## 2 Background

Provision for car parking in new developments is a recurring and often controversial issue for planning in Launceston. During 2005 Council sought to engage the whole Launceston community in developing a new vision and direction for the council area. The result was Launceston Vision 2020, a community-driven framework intended to guide the strategies and decisions of all levels of government that would affect the area. Vision 2020 is therefore a particularly important reference point for the planning scheme.

The consultation process identified a number of values that would guide Launceston into the future Including:

- be clean, green, and minimise pollution
- balance development with heritage values
- encourage sustainable development (development that doesn't compromise future generations in meeting their needs)
- balance growth with maintaining current lifestyle benefit.

It is clear that the availability of convenient car parking is one of the major influences on how or whether people travel to a particular place. While it is necessary to encourage the use of alternative means of transport, the realities of widespread car ownership, the dispersed population and other features of the regional context mean that adequate car parking is essential.

The current planning scheme has standards on the numbers of spaces required. These are based on predictions of likely traffic generation observed from similar developments interstate or in capital cities. Often in the Launceston context, these generic standards may not be realistic or achievable; particularly so for larger mixed use developments, and where older heritage buildings undergo a change of use.

The development pattern and heritage values particular to Launceston do not always make it possible or desirable to provide the standard allocation of car spaces specified by the planning scheme. Car parking does not generally add to the aesthetics of development in Launceston and when inappropriately located, can lead to an inefficient use of sites and poor urban design outcomes.

Council has a number of initiatives to promote sustainable modes of transport, including the recent development of a bike plan. These have not however been part of a holistic approach considered with other modes of transport nor have the needs of sustainable transport been integrated into Council planning regulations.

The nature of development in the CBD means there is very high demand for public spaces and little ability for the private sector to supply car parking. Historically, the Launceston City Council has sought to address this by owning and managing public car parks in central Launceston. Recognising this, the planning scheme does not require on-site car parking provision for new developments in an area around the CBD.

For developments in areas adjacent to the CBD, Council has considered, but to date not implemented, a 'cash-in-lieu' policy whereby the development would opt to provide less on-site car parking and instead provide a cash payment to Council to acquire land for additional public parking spaces. This remains an option for future consideration.

Many Council-owned CBD spaces are occupied on a long-term basis by people employed in the CBD. Council has implemented a temporary Christmas service designed to serve the peak Christmas shopping period and continues to investigate a 'park and ride' scheme – a combination of commuter car parking outside the CBD with the provision of public bus transport into the City centre. If successful, this would free up additional parking capacity in the CBD which would increase the supply of short term parking.



As a result of the findings and recommendations in the report, Launceston should be well placed to determine the optimum quantity and most appropriate management regimes for car parking in the City's CAD, taking into account forecasting of future needs, the need for ready parking access, the encouragement of sustainable modes of transport and the City's desire to continually improve the amenity of the area. Recommendations in the report are shown in bold and summarised in Section 15.

Figure 1 indicates the boundaries of the smaller CBD surrounded by the CAD of Launceston.

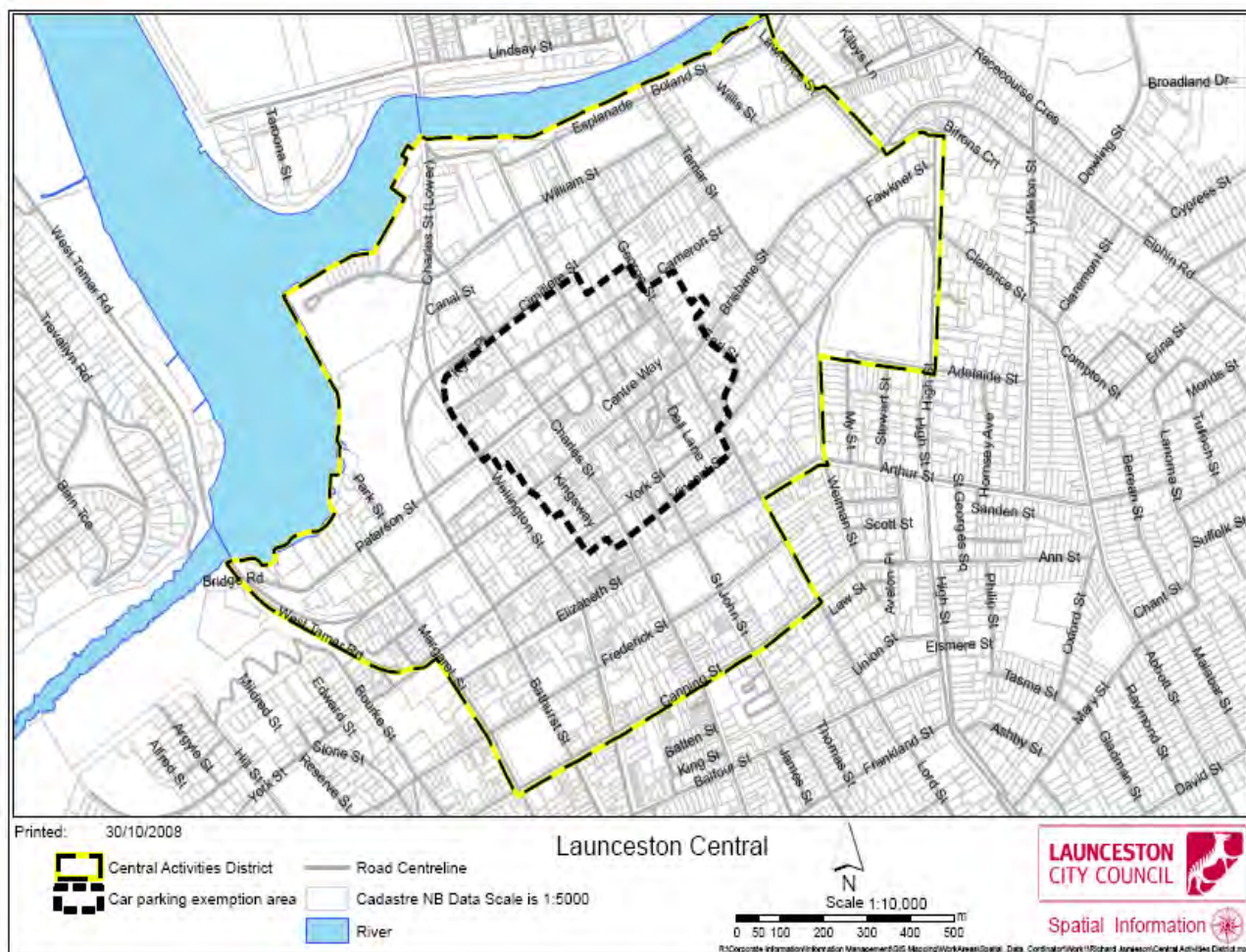


Figure 1: The smaller CBD surrounded by the CAD



### 3 Policy Context

Prior to consideration of parking and sustainable transport issues, it is worthwhile to summarise pertinent aspects relating to parking in several documents; Launceston's 2002 Central Area Development Strategy, the 2004 Retail Strategy, the Launceston Vision 2020 and the 2007 paper on Land Use.

#### 3.1 Central Area Development Strategy (February 2002)

This report is in need of revision however certain statements are still relevant. These include:

"There is a need for car parking resources to be carefully managed, both in terms of volume of car spaces, and also in regard to location and accessibility to the Central Area and key destinations."

"The public transport network is circuitous and there appears to be a lack of a convenient means of travelling to various destinations within the Central Area".

The Strategic Plan for 2010 included the following major transport objectives:

- Promote the region as a transport hub for Tasmania
- Review Council's involvement in off-street car parking
- Explore transport alternatives for the City.

"Objectives for all day car parks included improving the all-day parking supply for short stay visitors (sic), by improving the all-day parking provision for car-borne workers to the City Centre. Projects should identify accessible sites for all-day car parking within 500m of the City Centre Precinct. Another key objective is to provide a strategy for the long term car parking requirements (including joint participation with the private sector). A third is to identify existing and potential car parking sites to meet the needs of long-term stayers in the Central Area."

Council has acquired the BBC Hardware site at Cimitiere Street for future use as a long term car parking site.

#### 3.2 Retail Strategy for Launceston City, October 2004

According to the AEC Group, the CBD provides the leading range of comparison shopping alternatives in the region. It provides a unique shopping location for its historical appeal and range of independents.

Parking, access, range, price and customer service were identified as the main dislikes by consumers and employees.

A SWOT Analysis identified lack of adequate parking signage in the CBD as a weakness (and a relatively low average retail turnover per m<sup>2</sup>, perhaps reflecting the historic oversupply of retail floorspace).

One of the key objectives is "Improve parking and access, customer service and the visual aesthetics of the retail offering in line with customer requirements." A key Council initiative is "To successfully address the parking concerns expressed by consumers and staff in the Launceston CBD".

### **3.2.1 Retailing Challenges**

The following were identified in the report:

#### **Poor Customer Parking and Access**

Parking and access is identified as the major retailing service issue in Launceston City, though the issue is more pronounced in the Launceston CBD. There may be the opportunity to address this issue via initiatives to increase the use of public transport and by providing dedicated staff car parking areas.

#### **Lack of Dedicated Staff Parking**

Staff parking has not received adequate allocation and adds to the customer parking problem in the Launceston CBD and the eventual bottom-line of retail businesses. There is a need to better utilise car park capacity by reserving certain parking areas for employees on a long-term basis and others for shopping based on their needs. The benefits of these strategies need to be communicated to businesses.

### **3.2.2 Retail Policy Initiatives**

The objective is to successfully address parking concerns expressed by consumers and staff in the Launceston CBD; the rationale being that improving parking signage and availability for customers and staff on a short- and long-term basis, would ease the parking and access concerns of these groups.

### **3.2.3 Public Transport**

Increasing the use of public transport is considered an optimal method of improving parking availability in, and access to, the CBD and other retail centres. The public transport system in Launceston City revolves around the metro bus network, which provides public transport opportunities along the majority of major arterials linking with the CBD.

## **3.3 Launceston Vision 2020**

Vision 2020 identified four key themes: the natural environment, the built environment, the social and economic environment, and the cultural environment. The Vision produced a series of goals that would guide the actions of Council and the community, and benchmarks by which progress towards those goals could be measured. Several of these goals deal specifically with parking and transport access. These are:

#### **Natural environment**

The preservation of the natural environment is Launceston's top priority, with improved air quality the most important Vision 2020 goal expressed by the people of Launceston.

#### **Built environment**

The heritage and character of the City is the most important focus, followed by a more accessible CBD, and more inner city dwellings. There is a widely shared belief that Launceston's heritage contributes to making it an attractive place to live and visit.

#### **Social and economic environment**

The people of Launceston acknowledge the need to encourage business investment that provides a range of employment opportunities. Tourism is also regarded as increasingly important to the future prosperity of Launceston, and investment in tourism a priority for economic growth. Encouraging greater use of public transport and reducing car use are also important to improving air quality, encouraging healthy living, and improving the ambience of the City.

### 3.4 Land Use Issues Paper October 2007<sup>1</sup>

The paper identified that development pattern and heritage values particular to Launceston do not always make it possible or desirable to provide the standard allocation of car spaces specified by the planning scheme. Car parking does not generally add to the aesthetics of development and when inappropriately located, can lead to an inefficient use of sites and poor urban design outcomes. The planning scheme should seek to achieve the appropriate balance.

It noted that many Council-owned spaces are occupied on a long-term basis by employees in the CBD. The planning scheme can complement and support Council's parking strategy, for example, by regulating the provision of car parking by private development; by integrating and planning for alternative means of transport; and by introducing flexible options such as a 'cash-in-lieu' policy for development. Other management tools available to the planning scheme include pricing regimes, other incentives and restrictions, and acquisition or divestment strategies, all of which would serve to maximise benefits to the City.

Specific issues identified in the paper are:

#### **Issue 27: Integrating transport into land use planning**

By coordinated planning of land use and transport, Council can make it safer and easier for people to use the transport system and also achieve the community benefits of reducing car travel, increasing the use of alternative modes of transport, improving access to services, and enhancing Launceston's liveability. Potential impacts of land use on traffic must be considered both through forward planning and when assessing individual planning applications.

#### **Issue 29: Integrating alternative modes of transport**

The planning scheme should support the use of a range of transport. In new residential and commercial developments Council should consider the integration of footpaths, cycle paths and secure cycle parking, and provision for public transport including taxis. Facilities necessary for convenient integration of alternative modes of transport will be required to be provided as part of development approval.

#### **Issue 30: Providing for adequate car parking**

Access to car parking is essential for the success of most commercial developments. The planning scheme needs to balance the need for providing car parking with the need to achieve high quality urban design outcomes. Flexibility should be provided in the scheme so that car parking requirements of individual developments can be assessed on their merits. In areas close to the CBD, Council should investigate implementation of a workable 'cash-in-lieu' policy that would assist Council to acquire land and build additional public parking spaces.

### 3.5 Parking Access and Supply

#### 3.5.1 Parking Availability in the CAD

There are an estimated 4,391 car parking spaces in the Launceston CAD, of which 63% (2,773) are off-street; and 86% (3,787) are paid-parking (see Table 1). Council manages all on-street parking and 59% of all off-street car parks, with CarePark the other major operator. Although there appears to have been a decline in the number of metered all day car parks in the CAD, this is largely due to the conversion of many spaces to time restricted only. Overall the number of spaces increased by 12% (476) between 1989 and 2004. CarePark provide long-term car parking options and dedicated areas for staff car parking at some of their car parks.

<sup>1</sup> Towards a new land use strategy and planning scheme for Launceston. An issues paper for community comment. Launceston City Council October 2007

**Table 1: On-street and off-street car parking supply, inner Launceston 2004**

Car Park	Operator	Spaces (2004)	% of total	Spaces (1989)	Net Increase (1989 – 2004)
<u>Off-Street</u>					
Bathurst St	Council	270	6.1	286	-16
Paterson St East	Council	241	5.5	256	-15
Cimitiere/Cameron St	Council	204	4.6	0	204
Paterson St West	Council	300	6.8	88	212
York St West	Council	123	2.8	94	29
Elizabeth St	Council	273	6.2	274	-1
Old Seaport	Council	83	1.9	0	83
Willis St	Council	133	3.0	210	-77
Cornwall Square	Council	0	0.0	531	-531
Paterson St Central*	CarePark	118	2.7	49	69
Cornwall Square	CarePark	144	3.3	0	144
Old Seaport	CarePark	39	0.9	0	39
CarePark	CarePark	370	8.4	347	23
Brisbane St West	CarePark	34	0.8	0	34
Brisbane St East	CarePark	42	1.0	0	42
International	CarePark	110	2.5	129	-19
York Town Square	CarePark	34	0.8	29	5
Harris Scarfe	CarePark	51	1.2	67	-16
Jimmy's	Other	149	3.4	148	1
York St East	Other	55	1.3	0	55
<b>Total off-street</b>		<b>2,773</b>	<b>63.2%</b>	<b>2,508</b>	<b>265</b>
<u>On-Street</u>					
Metered <= 1 hour		451	10.3	514	-63
Metered > 1 hour		563	12.8	584	-21
Unmetered <= 1 hour		270	6.1	221	49
Unmetered > 1 hour		334	7.6	88	246
<b>Total on-street</b>		<b>1,618</b>	<b>36.8%</b>	<b>1,407</b>	<b>211</b>
<b>Total car parks</b>		<b>4,391</b>	<b>100.0%</b>	<b>3,915</b>	<b>476</b>

Note: These figures do not include car parks at Harvey Norman, Spotlight, Officeworks, Redline, Morty's, government spaces at Cornwall Square and other private long-term rented parking spaces.<sup>2</sup>

\* Council car park sold in 2006.

### 3.5.2 Parking Utilisation in the CBD

Average annual parking utilisation rates at Council's off-street car parking facilities in the CBD are outlined in Table 2, produced by Council's parking department. After declining in 2001-02 and 2002-03, utilisation rates were again higher in 2002-03 at 65.8%, which was more in line with averages prior to 2001-02.

<sup>2</sup> Source: Launceston City Council

While the average utilisation is a sound indicator of car parking demand, it is important to understand parking demand during peak periods. Car parking utilisation rates are generally highest during the Christmas trading period at around 90%. Winter sales in June, Easter in March/April and September school holidays are also periods when car parking demand is at its highest at around 65%. To manage the anticipated parking demand during the 2004 Christmas period, the Launceston Chamber of Commerce and CityProm organised for parking in Invermay with shuttle buses transporting patrons to the CBD.

**Table 2: Council car parking utilisation in inner Launceston**

Year	Avg. Utilisation (%)
1997-98	64.4
1998-99	65.5
1999-00	66.4
2000-01	64.9
2001-02	61.3
2002-03	62.6
2003-04	65.8

Source: Launceston City Council

It is submitted that the method used to calculate the average utilisation actually calculates revenue rather than volume statistics. It calculates the value of 100% occupancy in dollar terms and then uses the actual revenue received to work out the percentage. For the overall picture of the City, all of the 100% occupancy rates are added together and all of the actual revenue figures together and the totals are used to calculate the percentage.

The method does not use recognised best practice in car park management which considers occupancy and utilisation during peak demand times, and assesses the number and duration of occasions that car parks have nil vacancy (this is dealt with in more detail in Section 6.1 below). It does not measure average ticket values, or the level of compliance or take account of free parking. Average utilisation as currently measured provides insufficient detail on car park usage and does not assist in determining changes to fees, or operating times, or the need for more or less parking capacity.

The method could be changed to provide more useful data on patronage, rather than potential income.

Utilisation should be measured at peak time. This requires determining for each car park, the days and times of peak demand (e.g. Thursday between 11 am and 4 pm). Each car park will be different. This information can only be obtained by surveys or from technology that provides comprehensive information on patronage.

## 4 Stakeholder Consultation

A significant element of the investigation for this Luxmoore Parking Consulting report was engagement with stakeholders to identify issues and potential options and incentives to assist Launceston to achieve its planning objectives.

On 6 and 7 August 2008, meetings were held with several stakeholder groups. Advertised public forums focused on parking were also held on these 2 days and attended by more than 50 people. On 15 September 2008, a public forum focused on infrastructure, walking and cycling was attended by more than 70 people.

The stakeholders at the various meetings and forums represented:

- Internal Council staff including the CEO and the directorates of Development, Infrastructure, Resident and Leisure, Corporate and Communications and Economic Development
- CityProm and the Chamber of Commerce
- Metro Bus
- CarePark Pty Ltd – a parking operator
- Recreation and cycling and walking lobby groups
- Transportation engineers
- Council's parking department staff.

Summaries of the forums are attached in Appendix A and B

It is intended that a further report back forum will be held to present the major findings and recommendations contained in this report.

In regard to parking, a range of issues was raised at the meetings and by members of the public. The issues have been briefly summarised in Table 3 below, with more detail in Appendix A and B. The issues can generally be categorised in terms of supply or management. Supply issues deal with too few spaces being available and the expectation that a public or private organisation must provide more spaces. The main topics are listed in Table 3 below.

**Table 3: Parking issues raised at Stakeholder Workshops**

<b>SUPPLY RELATED ISSUES</b>	<b>MANAGEMENT RELATED ISSUES</b>
Planning - min requirements re quantity and use - consistent approach - design principles incl. landscaping	Council car parking operations could be improved Surveys needed of demand and supply and usage Parking equipment does not provide convenience or good data
More efficient use of all spaces	
Cash-in-lieu	Too many prices
Sale of car park sites to specify usage	Manual cashiering could be automated
Aquatic Centre overspill	Car park presentation to be improved
Pedestrian access and safety	Reactive not proactive
Sunday trading parking capacity	No credit card
Public transport as an alternative must be convenient	Audit cash collection Options & initiatives needed for retailers
City bus needs more space	Work together with other Councils
Cycling – end of trip facilities	Hospital issues - pay on exit is preferable
Internal CBD network	Should Council be operator & planner & regulator
Support from State Government	Should Council operate car parks
Street signs & wayfinding	Security perception
Action by Council	Compliance not measured
More options needed	Education for all stakeholders
Park and ride systems, locations, incentives	Community education
CBD cycling network	Fines are too low
Resident Parking	Parking capacity – vacancy count
Traffic signalling for deck car parks	Parking pricing
Sunday parking – retail and churches	Surveys – origin/destination
Spillover	Solutions needed for pricing, supply perception, m/cycles, bikes, hospital, change mode share
Motorbikes & scooters - prepared to pay - need space - deck car parks dangerous	
Dealing with Xmas	Compliance with planning conditions

These problems are common to many cities. In order to address these, it is important to understand the underlying principles of managing parking supply and demand, and take a strategic view of the effect of parking policies on a regional scale. There are many options and strategies that have been successfully employed in other locations.



## 5 Parking Options and Initiatives

When formulating strategies to deal with specific issues, several parking options and initiatives would be appropriate for Launceston to use to contribute to its sustainable goals, particularly in relation to the achievement of land use and transport outcomes. Many are currently being used in the City. A series of initiatives are listed and briefly summarised below.<sup>3</sup>

### 5.1.1 Regulate parking

Regulating the supply of public parking to support parking and transportation objectives can be achieved in a number of ways including:

- Time restrictions – limiting the maximum time a vehicle can park in more convenient spaces, to encourage turnover and shift long-term parkers to facilities designated for a longer length of stay.
- Regulating users – limiting the types of vehicles that may use certain parking spaces. This includes loading zones, taxi zones, permit spaces and spaces designated for use by people with a disability.
- Specifying allocation of parking ratios for particular type of developments such as customer or staff parking (short or long term parking).
- Regulating on-street parking – prohibit on-street parking on certain routes at certain times (such as providing clearways on busy streets during peak periods) to increase traffic lanes.
- Favouring higher value uses – such as service vehicles, deliveries, customers, quick errands and access for people with disabilities.

Parking regulations typically result in a reduction in parking demand of 10-30% with little or no impact on traffic volumes.

### 5.1.2 Shared parking

Shared parking means that parking spaces are shared by more than one user, which allows parking facilities to be used more efficiently. Shared parking takes advantage of the fact that most parking spaces are only used part time by a particular group, and many parking facilities have a significant portion of unused spaces, with utilisation patterns that follow predictable daily, weekly and annual cycles.

There are various degrees of shared parking. A reserved parking space assigned to a specific user is not shared at all. This includes loading bays, which should be available to all drivers outside of normal business hours. Partial sharing occurs when arrangements are made by one facility to use another's parking facilities at certain times, such as an office that allows its parking spaces to be used at night and on weekends by visitors to an adjacent restaurant. Efficient sharing of spaces can allow parking requirements to be reduced significantly. Loading spaces in Launceston are time limited, but drivers are not well aware that they can be freely used outside these hours.

Monthly parking at the Paterson Street West Council car park is sold on a reserved basis. Conversion of the 291 reserved to non-reserved spaces for monthly parkers in this car park can result in up to a 25% reduction in the number of spaces required, effectively creating an additional 72 spaces. There are some spaces (e.g. the 24 in a separately accessed area) that can only be used as reserved parking, but generally, conversion of reserved to non-reserved spaces increases available capacity.

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<sup>3</sup> With acknowledgement to Draft Commercial Precincts Car Parking Plan – Stage 1 Glenorchy (Glenorchy City 2007)





Figure 2: Opportunity for shared parking

### 5.1.3 Parking brokerage service

This requires the development of a service that helps businesses to share, lease or sell parking so that any available parking can be used by those that need it. It can be a quick and cost-effective solution to parking problems although it does require an appropriate administrative structure and may have limited impact if few businesses have excess parking capacity.

### 5.1.4 Improved user information

This involves the provision of information on parking availability and price using signage, brochures and maps. Parking information currently available on the Launceston Council website can be substantially improved and made easier to access and print for motorists.

There may also be opportunities to provide real-time information on the location of available parking spaces although providing this information can be difficult and expensive. Good parking information tends to reduce motorist delay and frustration, and increase the satisfaction of drivers visiting and parking in an area.

### 5.1.5 Encourage use of remote parking

This involves encouraging long-term parkers to use off-site or at fringe parking facilities through regulation and pricing. It can free up significant quantities of parking for short term visitors to a CAD.

### 5.1.6 Pedestrian improvements

Pedestrian improvements to paths and footpaths, creating or improving shortcuts, ensuring weather protection through continuous building awnings and street trees, pedestrian crossings and addressing security concerns, all contribute to increasing the range of parking facilities that can serve a destination if they create a safer and more pleasant experience for users. Principles of Crime Prevention through Environmental Design (CPTED) can help create more open and pedestrian-friendly streetscapes. Launceston has an award winning booklet on CPTED. **Recommendation: Principles of CPTED are to be implemented at all existing and new car parks, especially at-grade sites.**

Improving walking and cycling conditions to expand the range of transport options typically results in a parking reduction of 5-10% as well as reducing traffic volumes.

#### **5.1.7 Cash-in-lieu**

A cash-in-lieu payment is a mechanism to subsidise parking requirements. A developer provides council with a monetary contribution instead of providing physical parking spaces. Taking cash-in-lieu is a form of shared parking.

#### **5.1.8 Access management**

Access management refers to improved coordination between roadway design and land use to reduce traffic problems. It results in fewer driveways and improved pedestrian connections by converting car-orientated strip development into more clustered development, and allowing for shared parking to occur.

#### **5.1.9 More accurate and flexible parking requirements**

This option involves developing minimum parking requirements that more accurately reflect a site's parking demand. Minimum parking requirements can be higher in more car-oriented locations and lower at locations that are more accessible.

#### **5.1.10 Overflow parking plans**

This involves developing plans to deal with occasional periods of high demand (such as busy shopping days, special events, emergencies, etc.). The plans may include prioritising the use of parking (e.g. for customers), information for motorists on where to find additional parking, the provision of free shuttle bus services between remote parking and the destination and special programs to encourage the use of alternative travel modes. Fund raising groups and schools can provide shuttle services for a token donation subject to compliance with any insurance conditions. The development of overflow parking plans can be a quick and cost-effective solution to occasional parking problems.

Sporting and other events are held in various locations around Launceston at locations such as the Aurora Stadium. When large events are held at these locations there is often an overflow of parking that needs to be accommodated. Generally these events are held outside of normal business hours (evenings and weekends) and it should be possible to make use of off-street parking in the City centre to provide overflow parking to cater for these events.

Overflow parking can be managed by coordination and cooperation between the Council and event organisers using shuttle bus services. Well lit, secure and signposted walking paths are also necessary to encourage remote parking for these events.

#### **5.1.11 Pricing parking**

Parking prices can be structured to achieve particular objectives (e.g. more convenient parking spaces priced to favour customers and clients, other parking priced to favour long-term parkers). Flexible parking pricing is an effective demand management measure. It addresses parking congestion problems and supports objectives to reduce private vehicle travel. It typically results in a parking reduction as well as reducing traffic volumes. It is used to some extent by Launceston in some of the multi-level car parks which offer a discounted fee in the afternoons. However, greater flexibility is required to change fees in response to changing demand.

#### **5.1.12 Variable pricing**

This solution involves the use of pricing that is higher during peak periods and lower at other times. Discounted parking in the afternoon is already offered at some Launceston car parks. Flexible pricing,

where different rates structures apply at different times, can only be achieved with appropriate technology.

### **5.1.13 Tax parking**

Special parking taxes or levies can be used to reduce total parking demand, create a disincentive to drive and raise revenue. These schemes have encountered considerable opposition from the private sector in many cities such as Sydney, Melbourne and Perth, but have been accepted by drivers. Changing tax policies to support parking management objectives typically results in a parking reduction as well as reducing traffic volumes. The introduction of these will require new legislation.

### **5.1.14 Alternative commuter benefits**

This means that commuters are offered an alternative to parking subsidies, which is an effective way to reduce parking demand. Options could include:

- Parking Cash Out means that commuters who are offered subsidised parking are also offered the cash equivalent if they regularly use alternative travel modes.
- Travel allowances are a financial payment to employees to cover commuting costs instead of using free parking. Commuters can use this money towards the cost of another travel mode.
- Transit and rideshare benefits are free or discounted public transport fares provided by employers. Convenient public transport fare vouchers are available in many regions.

These types of solution can be implemented by Council as part of employment contracts with staff and encouraged in the private sector.

### **5.1.15 Travel demand management**

This includes a wide range of specific strategies that improve walking and cycling, ridesharing, public transport and telecommuting in order to reduce car travel. It requires not only the provision of convenient, reliable and secure alternatives, but also, incentives not to use a car.

### **5.1.16 Reduce parking supply**

Reducing the physical capacity of parking supply can be achieved in many ways and can help to achieve strategic transportation and land-use objectives.

Specific strategies for reducing parking supply (some of which are described above) include:

- Reducing the minimum parking requirements in planning schemes and development policies.
- Reducing minimum parking requirements for developments in more accessible locations, such as near bus stations, in areas with good walking facilities, etc.
- Reducing minimum requirements if developers install Travel Demand Management programs.
- Using cash-in-lieu to fund shared parking instead of each site having its own off-street parking.
- Limiting the maximum amount of parking that can be built, either at individual sites, or by establishing a cap on total parking in an area.

These options are discussed in detail in Section 10.

## 6 Major Parking Issues

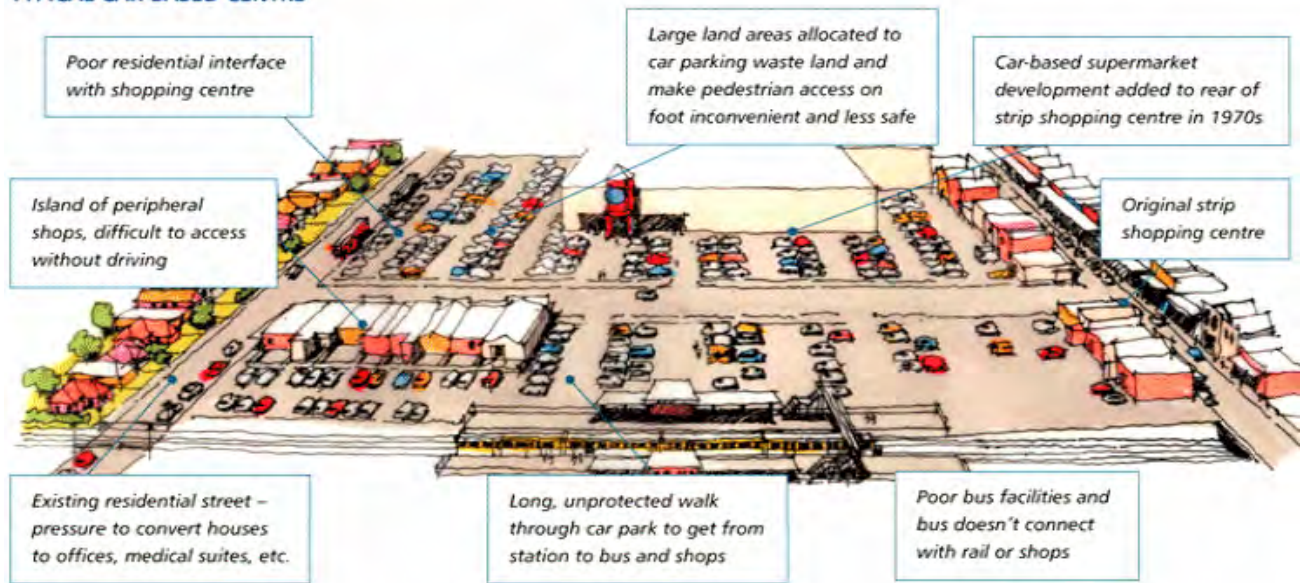
Over the past 60 years, travel in Australian cities has been characterised by an increasingly high level of car dependence, an abundance of car parking supply and usually low cost parking. It has been recognised in cities around the world that this approach cannot be sustained in the long term. Travel in cities cannot continue to be dominated by the car and it is clear from the guiding values of Launceston's Vision 2020 that Launceston is not to become a car oriented City, but a sustainable City with a multi modal focus.

The following Figure, based on a figure prepared by the Department of Planning Victoria illustrates the future vision for access to cities to make car based centres work better.



### Making car-based centres work better

#### TYPICAL CAR-BASED CENTRE



#### THE SAME CENTRE AS IT COULD BE



Figure 3: Making car-based centres work better

## 6.1 Demand for Parking

Data from the Australian Bureau of Statistics confirms that the number of registered passenger vehicles in Tasmania has grown by more than 10,680 additional vehicles a year all of which need parking for about 22 hours a day<sup>4</sup>. This does not necessarily equate to additional cars on the road, as some vehicles are de-registered or leave the state. However, as Launceston's population comprises approximately 13% of Tasmania, it is reasonable to assume that an additional 1388 cars a year (26 every single week), require parking in the Launceston. In the absence of other data, and conservatively assuming a net increase of only 70% of this estimate a figure of 971 cars a year may be used to assist forecasts of future growth in annual parking requirements.

Although complaints are received by the City relating to a perceived shortage of public parking, recent surveys undertaken in high demand areas at peak demand hours, indicate a significant number of unoccupied parking spaces. Table 4 shows the unoccupied spaces in Council car parks on a typical Monday Wednesday and Friday in August and September 2008. It is significant that even at the time of peak demand (i.e. lowest vacancy), Friday 12 noon, there were 196 bays vacant, and in the 3 main off-street car parks - Elizabeth St, Paterson St West, Paterson St East there were at least 78 vacant spaces. This indicates that in a normal week, the existing capacity is not being fully utilised.

Some drivers are uncomfortable using multi-storey car parks and prefer to park on-street or in open air sites. However, at peak demand time there were still more than 110 spaces vacant at open air car parks.

**Recommendation: It is important that on typical working days, (not in December or at other times of high demand), the City surveys the vacancy and parking utilisation in its own and in competitor car parks in the CBD. These surveys are to be repeated at least every 5 years.**

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<sup>4</sup> Register Motor Vehicles Tasmania 2003 – 338,484; 2007 – 381,226. Per Australian Bureau of Statistics.

**Table 4: Council car park vacancy count**

Car Park	No. of Bays	Monday 25/08/08 10:00 AM	Wednesday 27/08/08 10:00 AM	Friday 29/08/08 10:00 AM	Monday 25/08/08 12:00 Noon	Wednesday 27/08/08 12:00 Noon	Friday 29/08/08 12:00 Noon	Monday 25/08/08 3:00 PM	Wednesday 27/08/08 3:00 PM	Friday 29/08/08 3:00 PM
1 Elizabeth St	270	164	134	117	132	88	75	176	113	112
2 Paterson St West	265	176	114	123	107	70	22	175	83	66
3 Paterson St East	270	113	96	119	58	21	26	95	56	50
<b>Totals</b>	<b>805</b>	<b>453</b>	<b>344</b>	<b>359</b>	<b>297</b>	<b>179</b>	<b>123</b>	<b>446</b>	<b>252</b>	<b>228</b>

Car Park	No. of Bays	Monday 1/09/2008 10:00 AM	Wednesday 3/09/2008 10:00 AM	Friday 5/09/2008 10:00 AM	Monday 1/09/2008 12:00 Noon	Wednesday 3/09/2008 12:00 Noon	Friday 5/09/2008 12:00 Noon	Monday 1/09/2008 3:00 PM	Wednesday 3/09/2008 3:00 PM	Friday 5/09/2008 3:00 PM
1 Royal Park	42	28	38	34	29	30	34	39	37	39
2 Bathurst St	260	76	70	75	29	49	20	77	90	86
3 Elizabeth St u/c	270	142	130	133	128	40	53	158	125	110
4 York St West	94	70	51	54	64	25	19	76	46	73
5 Paterson St West u/c	265	143	125	113	99	29	15	169	119	58
6 Paterson St East u/c	270	108	34	76	30	25	10	73	60	43
7 Cimitiere/Cameron St	40	5	1	1	4	1	1	12	2	3
8 River Edge	83	54	55	43	45	49	33	47	50	43
9 Willis St	133	35	8	20	26	12	11	31	18	30
<b>Totals</b>	<b>1457</b>	<b>661</b>	<b>512</b>	<b>549</b>	<b>454</b>	<b>260</b>	<b>196</b>	<b>682</b>	<b>547</b>	<b>485</b>

## 6.2 Cost of Parking

It is important to understand some of the costs associated with the provision of parking.

Each on-street kerbside parking space requires 15.6 m<sup>2</sup> of land and encroaches 2.4 m into the roadway. Off-street parking at-grade, generally requires 28 – 35 m<sup>2</sup> per space which includes an allowance for aisles and vehicle access. The current cost of constructing above ground deck parking is at least \$24,000 per space, plus the cost of land<sup>5</sup>. The cost of below ground parking is even higher at >\$33,000 per space.

The opportunity cost of this off-street parking is significant. If the land were to be sold for other uses, Launceston would benefit from the income generated by the sale and the subsequent land-use on the property if the desired land use were clearly specified. The interest that could be earned on this potential income represents a lost opportunity for the City.

All stakeholders in the City including ratepayers, property owners, developers, community representatives, business groups and in fact everyone who drives a car, need to become aware of the true commercial capital and ongoing costs of parking resources, in addition to their environmental and social burden. The Council is responsible for this ongoing educating role.

## 6.3 Sustainable Parking

Historically, the approach by local government to the provision of parking in Australian cities has embodied four key factors:

- mandatory minimum parking required
- in addition to public parking, parking is to be provided by developers
- cities are to contain both on-street and off-street parking
- each development (land-use) is to provide its own parking.

There is increasing recognition that sustainable cities require a balanced multi-modal transport system and the parking system should support the transport system. (Refer Appendix D - Parking and Transport Strategies in Similar Cities). In particular, parking supply, utilisation, location and price are primary determinants relating to travel behaviour mode choice and it is worthwhile to set out five sustainable parking principles which are to underlie future strategies relating to travel behaviour:

1. Focus on people access not vehicle access
2. Provide efficient and effective alternatives to car access
3. Parking policy and strategy must support sustainable transport
4. The appropriate amount of parking for a City will be well below the unconstrained demand for parking
5. The provision of parking requires a demand management, not a demand satisfaction approach.

### 6.3.1 People Access

This requires the development of innovative City access programmes targeted on a younger active community. This objective is recognised in the Vision 2020 which seeks to retain Launceston's young people and increase the range of activities attractive to young people. The implementation requires the recognition of zones for off-street parking which give priority to pedestrians and alternatives to the single user vehicle, and to short stay parking, and to commuters and the protection of areas for residential parking.

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<sup>5</sup> Conservatively estimated at \$350 per sq m in the Launceston CBD



### **6.3.2 Provide Alternatives**

This requires the promotion of accessibility rather than the promotion of parking such as the availability of a free inner City shuttle bus (such as in Perth). The provision of a high quality reliable public transport is a fundamental pre-requisite for parking policies which seek to maintain supply within acceptable limits, reduce congestion and encourage alternative modes of transport.

### **6.3.3 Encourage Sustainable Transport**

The integration of commuter parking with public transport is the major opportunity to reduce the dependency of cars coming into a City. Additionally there needs to be better bicycle paths and particularly quality end of trip bicycle facilities. A third opportunity is the encouragement of shared parking, such as the use of certain spaces after business hours, and clearways outside of peak hours, rather than reserving spaces for one particular type of user only.

### **6.3.4 Provide adequate parking**

This is not contradictory to the above. It is an acknowledgement that parking must be provided, especially for special groups such as the disabled, or other needs based groups who must use a car such as parents with prams. However the available parking supply should be adequate, not excessive. It need not cater to occasional peak demand, or ensure that every driver will always be able to find a bay. Rather it seeks to eliminate over supply and unused capacity. Consolidated parking is means of making better use of available supply. Shared parking does not require each land use to provide its own parking.

### **6.3.5 Manage demand**

Controlling parking demand is the counter balance to the management of parking supply, but it is far easier, more flexible and less expensive to make better use of existing parking capacity than to create additional parking. Parking management strategies must recognise different hierarchies of users. Fees can be used to control demand and to encourage alternative modes. Improvements to transport and access infrastructure can be funded from additional income derived from parking.

**It is important that extra revenue generated from parking and enforcement is transparently reinvested into improved transport access, which may include upgrading parking facilities, or the provision of better pedestrian, cycling or public transport options.**

If Launceston intends to move towards a more sustainable, multi-modal transport system, there needs to be a commitment by all stakeholders to implementing policy to give effect to these principles.

## 7 Council's parking business

The City of Launceston currently controls almost two thirds of all parking in the City as summarised in Table 5 below<sup>6</sup>.

**Table 5: Parking operations**

	City of Launceston	Other Operators	Total
On-street pay parking	1,014	0	1,014
On-street time unmetered parking	949	0	949
Off-street parking	2,351	2397	4,748 (71%)
Total bays	4,314 (64%)	2397	6,711

Launceston's parking management fits in under the Directorate of Resident and Leisure Services

A 1997 independent report on parking in Launceston<sup>7</sup> found inter alia, that:

- Council should retain control of its on and off-street parking areas since it believed that there is a correlation between parking charges and the retail and commercial strength of the CBD
- There is a need to continue to provide a high level of service at a low parking charge
- Expenses are too high especially wages
- There is a need to strengthen audit trails and control of money.

The report proposed the formation of a Parking Authority to improve audit controls, methods of operation, profitability and the level of service to the public.<sup>8</sup>

### 7.1 Principles for the Ongoing Management of Council's Parking Business

A policy meeting at Launceston Council in 2005 agreed a set of 11 principles for the ongoing management and expansion of Council's car parking business. These principles are summarised below with Luxmoore's comments in italics.

**Principle 1:** Council is committed to off-street car parking as a core business.

Actions:

Council will continue to provide the current level of service.

Council will maintain its present market share of 62% in off-street parking.

*Comment:*

*Agreed - however Council should aim to continually improve the level of service to all patrons of its car parks. This includes service to all users including, drivers, pedestrians and the disabled. A specific market share percentage target is unrealistic. Council should aim to maintain a dominant market share in order that it can influence supply and price.*

<sup>6</sup> The figures above differ slightly from those in the 2004 Launceston Retail Strategy due to the inclusion of different streets.

<sup>7</sup> Operational and Audit Review of on and off-street parking facilities in Launceston. Murray F Young & Associates Pty Ltd August 1997.

<sup>8</sup> at page 47

**Principle 2:** Council will operate its off-street car parks as a business.

Actions:

The parking department will develop a business plan addressing every aspect of its operations.

An analysis of competitors will be conducted on an annual basis, with strategies developed to maintain competitiveness.

Comment:

*Agreed - but note comments under SWOT analysis in Section 7 below. It is accepted that some level of community responsibility is required, especially in relation to setting of fees. However, several aspects of operations are still to be addressed. Improvement of these can reduce costs, improve service delivery and therefore net income. This section should include a regular review of recurrent operational expenses relating to parking, and incorporate a program of investment in technology for the improved competitiveness and profitability of the business.*

**Principle 3:** Council will preserve its existing car parking revenue base.

Actions:

Undertake annual review of fees in line with changes in market and operational costs.

The current level of fees will be maintained and increased as appropriate. It must be recognised that in order to maintain competitiveness there may be a need for the department to be subservient to the need to integrate and enhance overall transport strategies for the City. This subservience may not be desirable.

Comment:

*This needs to recognise wider strategic goals, for example there is a need to ensure that all day parking fees should not undermine use of public transport. This may require a need for the departments pricing policies to be subservient to the need to integrate and enhance overall transport strategies for the City.*

**Principle 4:** Council will not sell its multi-storey car parks where their intended use is to remain as car parking, unless there is a demonstrated significant gain in car park space and other enhancements.

Actions:

Council will identify what is 'significant gain' in 'car park spaces' and what constitutes other enhancements and develop a set of criteria for the sale of multi-storey car parks. This will be guided by the Retail Strategy and its approach to identifying service gaps and opportunities through researching the tenancy mix and demand for development in the CBD.

Where a need has been identified, Council will encourage the introduction of new and innovative facilities in multi-storey car parks.

Comment:

*Agreed*

**Principle 5:** Council will only sell its ground level car parks through an open and transparent process, with a clear outcome and community benefit in mind.

Actions:

Refer considerations as per Principle 6.

Comment:

*Agreed*

**Principle 6:** Council will, in contemplating the sale of any ground level car parks, attempt to maximise community outcomes in terms of any development to take place on these sites. Any decision to dispose of ground level car parks will consider:

- the nature/market profile of users
- the number of spaces lost and users displaced as a result
- the impact on businesses in the CBD
- where to redirect car park users in the event that the development does not include retention of existing car parking
- the net cost to Council if redirecting car park users entails the upgrade of an existing car park
- the impact on net revenue

Actions:

A comprehensive study of individual car parks will be conducted to ensure the data used to enable decisions is current and relevant.

Information to be collected as part of this study includes: demographic trends, ratio of businesses to car parks including employment levels in the CBD relative to parking needs, the public transport system operating in Launceston and how this affects car parking, vehicle and travel statistics and related psychographics and detail of on-street parking sprawl affecting amenity.

*Comment:*

*Agreed*

**Principle 7:** Council will assemble strategic parcels of land for future uses and using these sites temporarily as car parking in the short term, if appropriate.

Actions:

Sites identified for large format retailing will include parking provisions to ease parking problems in the CBD.

Strategic parcels of land will be identified regularly through the updating of Council's Development Opportunities Register.

Sites so acquired will clearly be referred to as development sites rather than car parks, to avoid confusion in the future.

*Comment:*

*Agreed - but it is important that even where temporary sites are used for parking, that they are surfaced and presented to a standard that matches other Council's parking facilities. Planning approvals for any temporary car park (whether operated by Council or the private sector) that will operate for more than 4 weeks at a time should require minimum standards of presentation.*

**Principle 8:** Council will manage parking so that parking does not impact the residential and environmental amenity of the City.

Actions:

A study of free on-street parking sprawl on the CBD fringes will be conducted to assess the impact on the residential and environmental amenity of the City.

Discussions will be held with Metro to look at enhanced public transport services within the City (to reduce impact of parking sprawl into residential areas).

*Comment:*

*Agreed*

**Principle 9:** Council will consider environmental principles to deliver improved local air quality, improve access to public transport and facilities and reduce infrastructure costs.

**Actions:**

The principles of the National Greenhouse Strategy will be reviewed for applicability to Launceston.

Council will continue to support the work of the Bike Committee in establishing trails to encourage more people to use bicycles as an alternative mode of transport.

The results of air quality assessments will be examined with a view to supporting strategies for improvement.

Council will respond to requests for enhanced public transport facilities within the City.

**Comment:**

*Agreed*

**Principle 10:** Council will manage, maintain and facilitate the minimum identified car parking requirement for the CBD and immediate surrounds.

**Actions:**

Council will conduct a study of car parks and their users and gather data of car parking requirements of the level of employment in the CBD. This will also include addressing the parking concerns from shoppers. An aggregate demand analysis will form part of this study. Findings of the comprehensive study of individual car parks referred to in Principle 6 will be used.

Council will produce information about off-street and on-street parking for distribution to the community.

Council will be part of any communication strategy to ensure the information that is provided to the community is accurate and relevant.

**Comment:**

*Discussion is required on whether Launceston should continue to have a minimum rate of parking or whether a parking maximum should apply in certain areas.*

**Principle 11:** Council will use pricing to manage the relationship between on and off-street parking.

**Actions:**

A pricing review will be carried out annually. Council will conduct trials/pilots where demand can be influenced through pricing.

Council will investigate incentives to influence parking demand.

Council will introduce schemes to encourage use of off-street parking.

**Comment:**

*Agreed – however this is not being effectively actioned as the price of on-street parking in many parts of the CBD does not reflect the premium nature of these bays compared to off-street. It is cheaper to park at 3 hour meters (\$1-10 per hour) than in most of Council's off-street car parks (\$1-60 - \$1-80 per hour).*

## 7.2 SWOT Analysis

As discussed in section 7 above, a parking report was undertaken by an independent consultant in 1997. The report included a brief analysis of the Strengths, Weaknesses Opportunities and Threats (SWOT) of the car parks. It is worthwhile 11 years later, to undertake a more detailed SWOT analysis of the City of Launceston's car parks and its parking department.

### 7.2.1 Strengths

Council control all the on-street and more than 64% of all paid parking in the City. This allows Council the ability to significantly influence the provision of parking supply and price in order to integrate with other transport strategies.

Council owned car parks are well located. Some of the off-street at grade car parks can eventually be used as sites for investment and change of use but with the inclusion of caveats that ensure that parking in these developments will be provided according to certain policies. This has not always been the case e.g. the sale of the Paterson Street Central site resulted in unintended provision of a poor street frontage and high priced parking.

The parking department generates annual revenue in excess of \$5million, 9% of total rates income. The projected net income for 2008/09 is \$2.5million.

### 7.2.2 Weaknesses

Operationally, the car parks and on-street pay parking do not provide a high level of service to drivers. The presentation of the car parks could be improved with better lighting and signage. It is important that more payment options are made available. Customers are limited to paying by cash only, and delays at exit are not uncommon. Competitor car parks generally provide better customer information and service including the option of paying by credit card.

Wayfinding signage to the Council's car parks should be reviewed as well as the directional and pedestrian signage within the car parks. The annual budget for marketing the car parks is less than \$5,000.



Figure 4: Poor wayfinding to Council's Paterson St. East car park





Figure 5: Visible wayfinding to CarePark's York St. car park

The technology used in on and off-street parking is labour intensive. While there has been some recent replacement of boom gates and fee computers, this has not gone far enough to improve customer service and management information. Management controls are limited by the unavailability of comprehensive statistical and financial data. The on-street multi-bay machines provide minimal information. The off-street car parks do not have detailed reporting systems. There is no common reporting system for all car parks. The different age of machinery results in a lack of consistent information. The data that is manually created by car park staff is not sufficient for detailed analysis of performance.



Figure 6: Pay on exit queues at Council's Paterson St. West car park

Council's car parks have an unnecessary and complex fee structure. For example hourly rates for off-street parking vary between 40c, 60c, \$1.00, \$1.40, \$1.60 and \$1.80. Operating hours are restrictive. The multi-storey car parks are closed on a Sunday when there appears to be unsatisfied demand for

retail parking. This may be as a result of the demand for on street parking by retail employees, who occupy spaces for long term stays because such parking is not policed on a Sunday. Enforcing compliance on a Sunday will create additional capacity for short term shopper parking.

The off-street car parking capacity could be better utilised on normal trading days and many vacancies occur at so called "peak demand" times.

### 7.2.3 Opportunities

**Launceston can improve customer service by considering changing over from manned exit lanes to auto pay (pedestrian) payment facilities.** This will not only speed up the payment transaction time, but it will reduce queuing on the way out of car parks.

New equipment will also permit variable payment options, in particular validation systems where retailers have the discretion to pay all or part of their client's parking.

Improved on-street technology will provide more reliable data and reduce the currently inefficient means of monitoring overstays in time restricted parking bays.

An integrated car park management reporting system will provide improved data on volumes, duration of stay and financial transactions. It will permit better use of available capacity.

Many opportunities exist to market and promote the car parks with expanded trading hours, retailer and office visitor validation systems, flexible pricing at different times and rebranding of the car parks. These will create additional income for Launceston.

**It is important that a portion of the additional net income from parking is reinvested in the upgrade of the car parks and improvements to the technology used.**

### 7.2.4 Threats

The poor presentation of council car parks creates a competitive edge for other parking operators and enhances the lobbying of Council to outsource the management of some car parks.

The success of the car parks is linked to employment and investment in the CBD. The car parks should enhance opportunities for increased patronage of the CBD by all users.

The operation of Council car parks is in accordance with planning approvals and other conditions imposed on each site by Council. It is important that competing parking operators also comply with the planning approvals and conditions imposed on their car parks. For example at the Harvey Norman site, Council has not enforced conditions which require that all parking areas provided in association with the store must be free of charge for the first two hours.



## 8 Management Strategies

### 8.1 Travel Demand Management

Parking is an essential component of a city or region's transport system. Without a consistent, integrated parking strategy, it may be virtually impossible for Launceston to achieve its sustainability goals. However, decisions on car parking supply and the management of on-street parking or public off-street parking are often made without specifically taking other objectives or strategies into account.

As most vehicular journeys involve parking at both the start and end of each trip, the availability and cost of car parking can influence decisions on transport mode used, the time of travel and, potentially, the choice of destination.

The traditional approach to parking which is eschewed by many of the public attendees at the recent forums, has been that motorists should nearly always be able to easily find convenient, free or inexpensive parking at every destination.

Under this predict and provide approach<sup>9</sup> parking planning is based on the premise that 'parking problem' means 'inadequate supply' and consequently:

- more parking is better
- every destination should satisfy its own parking need (minimum ratios)
- car parks should never fill
- parking should always be free or subsidised or incorporated into building costs.

This approach is not consistent with the goals of Vision 2000. Research in Australia has found that inflated parking supply, not only artificially lowers the cost of driving, but also encourages low density land use – which in turn increases vehicle dependence, thus creating a circle of increased minimum parking requirements further stimulating vehicle use.<sup>10</sup>

In the last ten years there has been an increasing trend towards more efficient use of existing transport infrastructure as an alternative to expanding roads and parking facilities, incorporated in a technique known as Travel Demand Management (TDM). TDM emphasises the movement of people and goods, rather than motor vehicles, and gives priority to more efficient travel and communication modes (such as walking, cycling, car sharing and public transport), particularly under congested conditions. Environmental concerns and rising fuel costs are other factors prompting a reduction in the reliance on private motor vehicles.

The provision of parking facilities also impacts on urban design. Parking may take up valuable space, thereby significantly increasing property development costs.

A balance must be struck between the provision of an adequate supply of parking to meet the needs of a dynamic, competitive economy, and encouraging the use of good alternatives where available.

The integration of car parking policy with the broader land use and transport strategic aims requires, among other things, that people take the true cost of parking into account in trip decision making. Under the old approach, the true costs of parking are hidden. This change in approach to the strategic management of parking has been termed a paradigm shift (a fundamental change) and it has developed and is being increasingly applied by local government in urban areas where sustainability is a major objective.

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<sup>9</sup> The concept has been clearly articulated by Litman, T (2006) Parking Management Strategies Evaluation and Planning – Victoria Transport Policy Institute, B.C. Canada.

<sup>10</sup> Review of Parking Provisions in the Victorian Planning Provisions Advisory Committee Draft Report, August 2007.

In Appendix D, we have examined parking and transport strategies in five cities with a similar size, location, demographics and seasonal demand related to tourism. The approach of each city is summarised below:

#### **Queenstown, New Zealand**

Queenstown has had a similar approach to parking policy and provision to Launceston. Queenstown has no public transport system at all, but has set itself an ambitious mode split target. Like Launceston, Queenstown is looking to better integrate its parking management with its strategic transport and land use policies, and is seeking a more sustainable future.

#### **Bunbury, Western Australia**

Bunbury's approach includes setting a maximum limit on long stay parking in the CBD, promoting shared parking strategy, encouraging carpooling, using pricing strategically and introducing park and ride facilities. All these approaches have potential application in Launceston.

#### **Boulder, Colorado, USA**

Boulder has shown that an innovative approach including restricting CBD parking, and using parking revenues to fund free bus passes can work.

#### **Henderson, Waitakere City, New Zealand**

Waitakere City is taking a lead in New Zealand in integrating parking management with its eco-city/sustainability goals. The proposals are at an early stage and Launceston may benefit from Waitakere's experiences in taking the proposals through the political system and in communicating the proposed changes to the local and business community.

#### **Whistler, Canada**

Whistler has set out a clear, explicit prioritisation of transportation modes and has developed parking policies that reflect that prioritisation. Without clear priorities supported by measurable targets, Launceston may not be able to achieve its sustainability goals.

Some of the above policies and strategies have been in place for some time and have been very successful. Others are relatively new. **It is recommended that Launceston contact and develop a relationship with these cities in order to obtain further information on the progress, communication and effect of their parking related programmes.**

Under this new demand management approach as distinct from a demand satisfaction approach, the use of parking facilities should be maximised. This means that car parks at a particular destination may often fill (typically more than once a week), provided that alternative options are available nearby and drivers have information on these options. It does not mean that car parks should have sufficient capacity to cater to once a week peak demand. It requires that motorists have a choice between paid parking near to their destination or free or cheaper parking a few blocks away. It also requires a high standard of walking conditions between parking facilities and the destinations they may serve.

The new approach also requires a clear distinction between short stay/visitor parking which can be vital for the vitality of a town centre and long stay/commuter parking. Most congestion occurs during the weekday morning and evening peak periods. A strategy aimed at encouraging greater use of alternatives to the single occupant car for the trip to work is incompatible with the provision of ample, low cost or free long stay parking in the Launceston CAD.

A land use and transport strategy which seeks to reduce traffic congestion and reduce the impact of cars on the CAD must include measures to manage the demand for car parking, particularly commuter car parking and should integrate these with policies and actions to encourage and facilitate the use of alternatives to the car.

Best practice in parking planning should therefore include shared parking, parking pricing and regulations, parking user information, and pedestrian improvements. The consequences of adopting this new approach are that:

- too much capacity is as harmful as too little (e.g. Elizabeth St and Patterson St West seldom fill and generally have at least 90 vacant spaces between them). This constitutes a waste of an expensive resource.
- existing parking needs to be used more efficiently. On a Sunday the on street spaces are to be made available for shoppers and some multi level car parks may need to be open. Parking should be shared wherever possible (e.g. the free use of loading bays outside business hours)
- full car parks are acceptable if additional alternative parking or convenient public transport is available nearby (this requires reliable alternatives and up-to-date, informative signage)
- shared parking facilities are desirable between different destinations and generators
- limits should be based on the environmental and other capacity of the CBD to accommodate parking, not on its capacity to accommodate development. This may require establishing a cap on parking supply in certain areas.

The challenge for Launceston is to find a balance between adequate parking supply to ensure the vitality of the businesses in the City and the environmental, social and economic necessity towards more efficient use of transportation infrastructure and travel demand management techniques. It recognises that adequate parking supply does not mean generous supply. It envisages times when parking demand will exceed available supply (other than just prior to Christmas).

**Recommendation: Parking management policies under this new approach should also clearly distinguish between short stay and long stay parking, and integrate parking supply and management with measures to encourage more use of public transport, walking and cycling.**

If Launceston “does nothing” and “continues as is” with its current parking policies, the increasing trend of motor vehicle use will not reduce and the cost of parking infrastructure will not be shared equitably. Users such as the elderly, people with a disability, employees, shoppers, children, students, traders, residents and visitors will have less and less safe and appropriate access to parking in the City, whilst less road areas will be available for pedestrians, cyclists, emergency vehicles, buses, street maintenance and delivery vehicles.

**Recommendation: To give effect to the strategic vision for greater use of public transport and reduced car use, parking in Launceston is to be used strongly as a Travel Demand Management tool.**

Any parking strategy will only be as successful as its implementation. It is necessary for Council to ensure the appropriate level of commitment is provided to the recommendations in this report

It is envisaged that Travel Demand Management be implemented according to the following broad timetable:

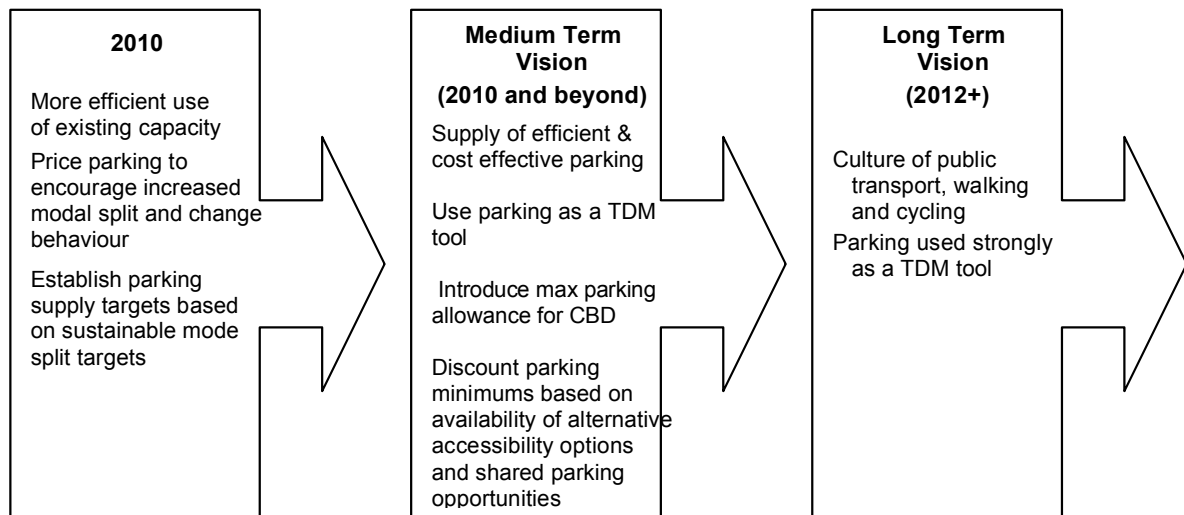


Figure 7: Strategic Vision

## 8.2 Parking Hierarchy

Saturation of parking infrastructure occurs when demand for parking spaces matches or exceeds supply and different user groups are competing for the same parking space. A parking hierarchy acknowledges that in certain streets, a distinction of priorities needs to be made between user categories.

The objectives of the parking hierarchy are to:

- uphold the safety and convenience of all road users
- encourage the use of alternative transport modes such as bus, train, walking and cycling
- promote equitable and transparent allocation of parking spaces across all user groups
- facilitate consistent decision making regarding parking infrastructure.

### 8.2.1 Parking User Groups

It is necessary to identify different parking user groups<sup>11</sup> and develop a hierarchy to assist in assessing and allocating parking resources. The hierarchy assumes that there are no other competing interests for the kerb-side or off-street parking space e.g. footpath trading or eating. The following parking user groups are defined and then listed in Tables 6 and 7 which prioritise the different hierarchies for different areas (they are listed below in no specific hierarchy as this will vary depending on location of the parking).

#### Road safety and other conditions

Parking restrictions required for road safety reasons, pedestrian crossings, emergency purposes and City services take precedence over all other uses.

<sup>11</sup> Angela Moore of Glenorchy City Tasmania, has succinctly detailed this in the Draft Commercial Precincts Car Parking Plan (Glenorchy City 2007).

### **Public transport**

Parking restrictions are to be applied to indicate a bus stop or taxi zone.

### **Loading**

Service vehicles are vital to the operation of a CBD. They should have a high priority for allocation of limited on-street parking spaces. However, planning requirements should consider whether, in relation to larger developments, provision should be made for service vehicles within the development itself. Loading zones should not be provided unless off-street loading facilities are not available.

Access for service vehicles is best protected by the installation of low fee, limited time parking meters in loading zones. Proper enforcement is necessary to prevent loading zones from becoming private parking for owners or staff of commercial premises.

They should cater for the needs of legitimate goods carrying vehicles only. These vehicles are usually permitted to stand in a loading zone for 30 minutes while engaged in picking up or setting down goods. Private use motor vehicles should not be entitled to park in loading zones during business hours, but signage should permit short-medium stay public parking after hours (i.e. shared parking).

### **Accessible permit holders**

Accessible permit parking allows special parking spaces and other parking privileges for people with disabilities. Permits can be used for parking with no charge in standard parking spaces and in metered spaces with extra time. The State Government in conjunction with Local Government Authorities has introduced a regulatory disabled parking sign to replace where appropriate the advisory disabled parking sign. This will help ensure that parking in spaced controlled by the new sign is available to people with severe disabilities with the greatest need to park close to shops and other services.

### **Drop-off / pick-up**

Where required, short term parking for drop-off / pick-up (e.g. 15 minute parking in the vicinity of schools).

### **Short to medium stay**

Short to medium-stay parking for business and retail needs. Generally short-stay parking is for up to 2 hours and medium-term parking between 2 and 4 hours. This is usually provided for district centre parking, hospitals, sports facilities, entertainment centres, hotels and motels.

### **Long stay / commuter**

Long-stay parking (4 - 24 hours) is provided to cater for tenants, employees and other drivers.

### **Park and ride**

Parking provided to cater for people transferring to another mode of transport to complete their journey (e.g. catching a bus or train).

### **Residents**

Parking for residents and their visitors. Most residential properties in Launceston have access to at least one off-street car parking space.

### **Cyclists**

Parking for cyclists falls into two broad categories:

- all-day parking for employees and park-and-ride parking at public transport stations

- short term parking for visitors to shops, restaurants, offices and other institutions (within 25 m of destination).

### **Motorcycle and scooter parking**

Motorcycle parking, which includes scooters, is generally treated no differently to that of cars. If vehicles are to be charged for parking, this should apply equally to motorcycles; however, the preference for these vehicles can be indicated by charging them a lower rate for parking.

There are no applicable Australian standards relating to the number of motorcycle spaces that should be provided on or off-street related to the number of car parking spaces. As car parking spaces can be easily divided into two motorcycle spaces, there is flexibility to convert spaces depending on demand.

In recent years, an increasing number of zoning regulations have contained provisions for bicycle and motorcycle parking. These provisions have been handled in some jurisdictions by relating bicycle and motorcycle bays to the number of motorcar parking spaces required. For motorcycles, the number of bays required may be set at 2% of the car spaces but not to exceed 10 motorcycle bays in any one parking facility. Provision of motorcycle bays generally is not required in car parks containing less than 50 spaces<sup>12</sup>.

Launceston should consider a program to encourage parking for motorcycles in appropriate locations in the CBD. These parking spaces should be well signed and promoted in all Council communications.

## **8.2.2 Proposed hierarchy for Launceston**

Table 6 shows a desirable parking user hierarchy for Launceston and Table 7 shows the proposed parking zone hierarchy for each of the user groups.

This hierarchy is desirable to support growth and intensification goals. It may need to be amended to fit in with specific locations for example where commuter and short term parking is required in the day but not at other times (e.g. the area around the Regional Aquatic Centre).

Off-street residential parking is considered to be appropriate in private driveways, garages and designated parking areas, and in parking areas which are not specifically designated in Council car parks; however, residents will not be prevented from using these.

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<sup>12</sup> Parking, Robert A Weant & Herbert S Levinson, Eno Transportation Foundation 1990.



**Table 6: Proposed public parking user hierarchy for Launceston**

Priority	Inner core (CBD)		Outer core (CAD)	
	On-street	Off-street	On-street	Off-street
Highest  Lowest	Road safety	Road safety	Road safety	Road safety
	Public transport	Accessible permit	Public transport	Long stay
	Loading	Short to medium stay	Residents	Short to medium stay
	Drop-off / Pick-up	Drop-off / Pick-up	Short to medium stay	Accessible permit
	Short to medium stay	Loading	Long stay	Drop-off / Pick-up
	Residents	Cyclists	Loading	Park-and-ride
	Accessible permit	Long stay	Accessible permit	
Not allowed in this zone	Park-and-ride	Park-and-ride	Cyclists	Public transport
	Cyclists			Loading

**Table 7: Proposed parking zone hierarchy for each user group**

	Inner core (CBD)		Outer core (CAD)	
	On-street	Off-street	On-street	Off-street
Road safety	1 Same priority across all parking locations			
Public transport	1	3	2	4
Loading	1	3	2	4
Accessible permit holders	X	1	X	2
Drop-off / Pick-up	1	2	3	4
Short to medium stay	2	1	3	4
Long stay	4	3	2	1
Park-and-ride	X	X	X	1
Residents	First priority is in driveway (off-street), otherwise on-street			
Cyclists	2 (only on footpath)	1	4 (only on footpath)	3

**Recommendation: A parking user hierarchy is applied to planning decisions in Launceston. Policies are to be introduced to identify and rank car parks to ensure that the hierarchy is achieved with the use of pricing and timing mechanisms.**

For example where a request is received from a retailer for the provision of additional drop-off/pick-up parking in their street, opportunities for additional drop-off/pick-up bays are to be explored according to Tables 6 and 7.

### 8.3 Parking Location Strategy

An effective parking strategy requires the enforcement of different zones for off-street parking.

Parking zones were introduced in the City of Perth in 1999 and it is worthwhile to examine the structure and outcomes of their policy.

The City of Perth parking policy sets both desirable and maximum amounts of tenant parking that can be provided when development occurs within the Perth Parking Management Area. The amount of parking that can be provided relates directly to the surface area of the lot on which development is situated and not the amount of development in square meters of proposed retail and office uses. The intention is to create a sustainable limit (a parking maximum) to the number of tenant parking bays within the central area, regardless of the density of development.

For public parking, the City of Perth Parking Management Act separates the CBD (Figure 8) into a:

- Pedestrian Priority Zone (PPZ)
- Short Stay Parking Zone (SSPZ)
- General Parking Zone (GPZ)



**Figure 8: Public Parking Zones in the Perth Parking Management Act**

The Perth Parking Policy does not establish any targets or limits on public parking (minimums or maximums) for either of the above categories of parking, other than:

- no additional parking is permitted with access to streets within the defined pedestrian priority zone (PPZ) surrounding the shopping mall areas;
- additional short stay public parking facilities only are permitted within the short stay parking zone (SSPZ). No additional long stay parking bays are permitted within the SSPZ. There is no limit to the amount of short stay public parking that can be provided within this zone.

Outside of the SSPZ there is no limit to the amount of public parking that can be provided. This can be long stay or short stay public parking.

According to a recent Review of the Perth Parking Policy:<sup>13</sup>

*There now exists a significant volume of quantitative data that demonstrates a notable mode shift in trips, especially commuter trips, to the Perth CBD. This mode shift has resulted in significant increases in public transport movement to and within the City during the last 5 - 6 years. This is likely to have been the result of a number of varied influences. It is likely that improvements to public transport services (bus, train and CAT) will have played a major part in the increased public transport patronage, with the Perth Parking Policy and congestion on the freeway system, playing a supporting role.*

There is now a rapidly maturing understanding around the world of the need to reduce dependence on and use of cars in cities through improvements to the public transport system and a range of demand management measures.<sup>14</sup> Market research undertaken in Perth in 1999 showed the public are four to five times more likely to support public transport improvements than new or upgraded roads (Internal market research conducted for WA Department of Transport). Similar community views were expressed in the Warren Centre's major research study on Transport in Sydney (Warren Centre, 2001). The study found that traffic congestion was by far the major community concern and that both the community and decision makers favoured strategies to reduce traffic through managing demand and improvements to public transport rather than creating more road space.

These sentiments were echoed by the majority of participants in Launceston's stakeholder meetings

In the case of Launceston, the principal objective of this implementation of zones<sup>15</sup> will be to promote a balanced transport system to gain access to central Launceston, and to limit the growth of traffic congestion and carbon dioxide emissions in the City. The road infrastructure that serves as a principal means of access to the central City is showing signs of congestion. Congestion and carbon emissions have the potential to result in adverse impacts on businesses and social and cultural activities which rely on efficient access and on the amenity of the City for the people who work, live and visit it each day.

**Recommendation: Launceston determine zones for pedestrian priority and short stay parking within the CBD and implement planning controls to enable the desired use of these zones is retained.**

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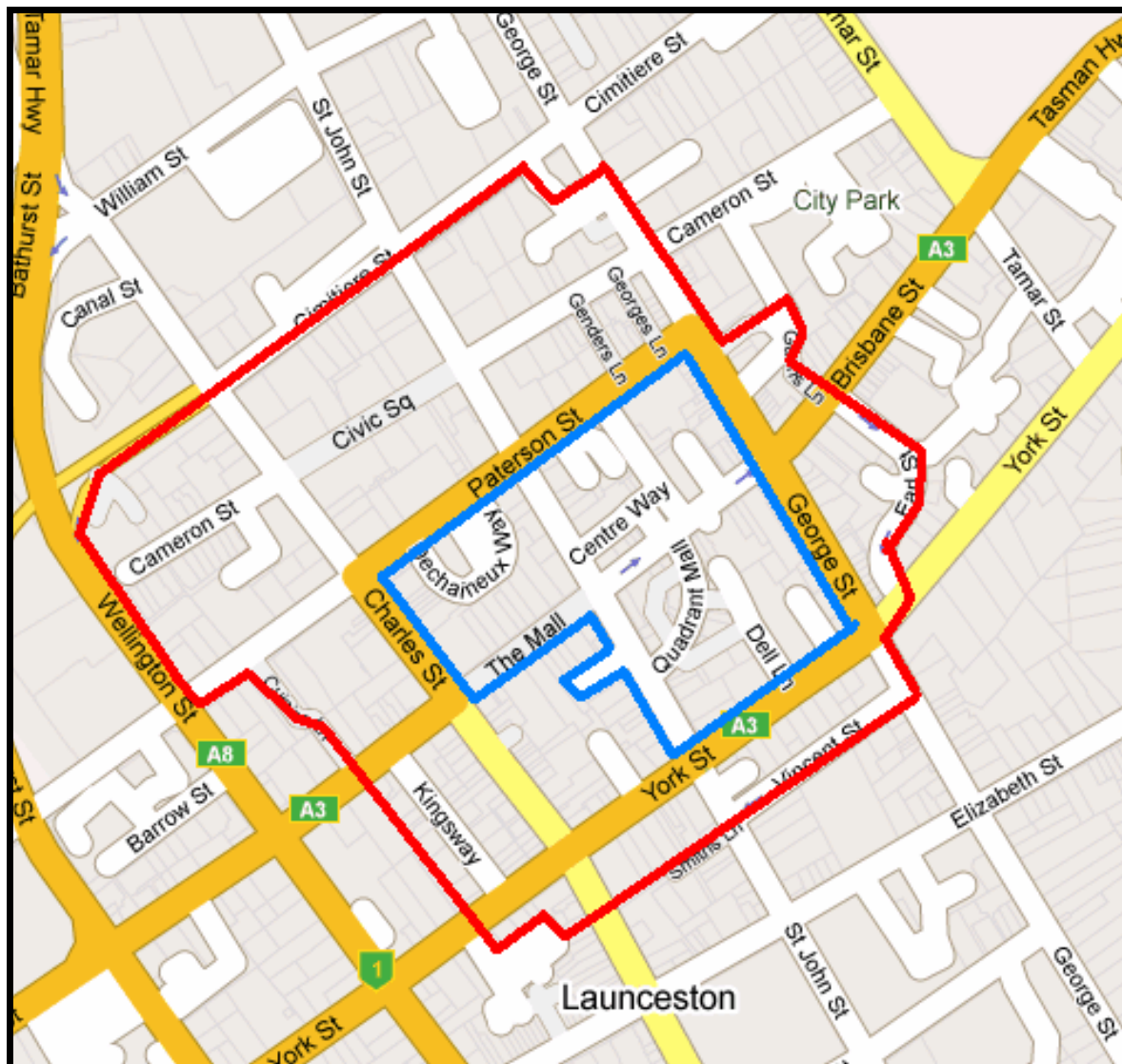
<sup>13</sup> Review of Perth Parking Policy. Sinclair Knight Merz (SKM) 13 June 2007

<sup>14</sup> Review of Perth Parking Policy. Sinclair Knight Merz (SKM) 13 June 2007

<sup>15</sup> With acknowledgement to the then Minister for Local Government WA, Mr Paul Omodei, in the second reading speech on the Perth Parking Management Bill (Hansard 26 November 1998)

The zones in Launceston are to be defined similar to that in Perth, and the recommended areas are shown in the map below. The blue zone is a Pedestrian Priority Zone where no additional parking will be allowed. In the red Short Term Parking Zone, only short term parking will be permitted. Outside of this zone, both short and long term parking can be provided.

The boundaries of the red Short Term Parking Zone have been aligned to match with Launceston's current Car Parking Exemption Area (refer Figure 1 in Section 2). In this zone, there is no need for developers to provide off-street parking and all on and off-street parking is to be short term only. No public long term parking will be permitted in this zone.



Pedestrian priority zone - the area included within the blue line	
Short term parking zone - the area included within the red line	

Figure 9: Recommended pedestrian and short stay zoning in Launceston



## 8.4 Education

Despite every driver being a parker, the broader environmental, economic and social impacts of parking are rarely understood or appreciated by users. The clamour for more parking has been allowed to develop without any communication of its negative effects and growing unsustainability. This is true in Launceston whose website relating to parking is very regulatory oriented. An upgraded and ongoing campaign of communication on the unsustainability of current parking practices is required.

Everyone who drives a car is a stakeholder. The education program needs to be aimed at all stakeholders including planners, developers, designers, retailers, tenants, elected officials and council officers, business and community groups, schools, residents, visitors, commuters and the general public. Education and appreciation of parking demand should be available and regularly communicated in the City's publications. As a minimum, it should deal with the following issues:

- drivers cannot expect unlimited parking close to their destination
- unlimited supply has environmental, social and economic drawbacks
- the principle of User Pay
- need for sustainability planning
- benefits of improved compliance
- benefits of Parking Control and Management Plans (refer Section 8.5 below)
- options for reinvestment of income from parking services into improving transport infrastructure.

For example, Seattle in the USA<sup>16</sup> has a proactive parking management program (see Figure 10) that helps stakeholders consider a broad range of possible parking solutions and encourages neighbourhoods to develop parking plans that meet their needs.



Figure 10: Parking in Seattle

The parking web page begins with the question, How May We Serve You? It then goes on to discuss parking management concepts. It describes management strategies suitable for various areas (business districts, residential areas, etc.) and identifies how residents and businesses can initiate

<sup>16</sup> With acknowledgement to Todd Litman – Victoria Transport Policy Institute, B.C. Canada

changes. It provides parking regulation and enforcement information, and offers instructions on using parking payment systems as well as providing various planning documents such as a '*Guide to Parking Management*'.

**Recommendation: Launceston is to focus on the short and long term need to continually educate all stakeholders on the broader impacts of parking, its environmental and other costs, and the benefits of sustainable transport policies. The education programme is to be updated with actions being taken within the community to improve transport access.**

## 8.5 Parking Control and Management Plan

A program for developers to commit to prior to establishing a new parking facility can be achieved with the introduction of a Parking Control and Management Plan (PCMP). It is a worthwhile document for the City, for developers, their tenants and for other parties as it sets out in detail, how parking in a proposed development will be controlled and managed. It has been implemented in several cities and provides clarification for all parties affected by parking at a site. It places the onus on the developer to give consideration to the proposed practical plans to manage and control the parking on site in order to comply with the planning conditions.

**Recommendation: Launceston requires a Parking Control and Management Plan to be provided by developers including car park operators, together with their application for all developments, and for approval to operate any car park with more than five spaces.**

A typical format for a Parking Control and Management Plan is shown below.

<b>Proposed Parking Control and Management Plan (PCMP) to accompany Development Application</b>
<p><b>1. Background</b></p> <ul style="list-style-type: none"><li>• Describe mission of this Parking Control and Management Plan</li><li>• Property address</li><li>• Property description</li></ul> <p>Number of parking bays per category, e.g. tenant bays, short stay bays, mobility bays etc.</p> <p>Number and category of bicycle bays to be managed (if applicable)</p> <p>Other property details</p> <ul style="list-style-type: none"><li>• Operational responsibilities and contact details</li></ul> <p>Landlord</p> <p>Day to day management of car park</p> <p>Day to day management of bicycle parking</p>



**2. Conditions**

General conditions relating to the parking policy

Examples include:

- Short stay turnovers
- Tenant and public parking bays used for those purposes in accordance with the planning approval
- Mobility bays clearly marked and set aside for exclusive use
- Loading/unloading bays clearly marked and set aside for exclusive use
- Leasing of tenant bays to off-site tenants
- Ongoing availability of bicycle end of trip facilities

**3. Surrounding area**

Details of parking on properties within 300 m of the pedestrian entry to the premises on the property.

Property name and address	Type & No. bays	Method of control	Fee (if any)
1.	Reserved Tenant All day Short term Loading Mobility Other TOTAL		
2.			
3. etc.			

**4. Details of public transport and pedestrian facilities serving the premises**

## 5. Proposed strategies to achieve conditions

- Achievement of short stay turnover rates.  
*Methods are likely to include pricing and advertising.*
- Non-conversion of public parking bays for tenant purposes.  
*Methods could include: clear colour coding of tenant and public parking and locating tenant and public parking on different levels.*
- Exclusive usage of mobility bays by mobility permit holders.  
*Daily/weekly activities to ensure exclusive usage.*  
*Other activities, such as inspection of mobility marking on half yearly basis.*
- Exclusive use of loading bays for loading purposes.  
*Daily/weekly activities to ensure exclusive usage.*  
*Irregular activities, such as inspection of loading bay markings on half-yearly basis.*
- Signage discouraging other use and directing couriers and other users towards special purpose bays.  
*Outline policies on central loading activities or loading booking system if applicable.*
- Ongoing availability of bicycle end of trip facilities.  
*Proposed measures to ensure that unused bicycle bays are not converted into storage and visitors are aware of bicycle bays and are able to access these.*
- Ongoing provision of safe access and internal route to the bicycle end of trip facilities.  
*The safe entry/exit and internal route should be shown on drawings. In addition, the plan should indicate how ongoing provision is ensured, e.g. regular remarking of bicycle lane logos etc.*
- Spare parking on site to be offered to the tenants or occupants of buildings not part of the complex unless the parking is to be used for private residential purposes.  
*For example, outlining options for reciprocal or shared parking, especially outside of business hours.*

## 8.6 Improve Wayfinding

Parking wayfinding refers to a system of signs, directories and other design features which provide an early warning navigational aid. Most of Launceston's public and private parking areas are advertised by an inconsistent array of signs and 'P' logos which are usually located within 5m of the car park entrance. They do not assist drivers coming into the town centres to plan their route well in advance so as to reduce their search time and traffic congestion. There is a presumption that 'drivers know where the parking is'.

For many years, well designed wayfinding systems have been effectively used by shopping malls, airports and hospitals. Their use in Launceston will not only improve the perception of parking availability, but also assist in marketing other attractions.

Drivers want to know where to look for wayfinding information when they need it, understand the way the information is communicated and obtain the information quickly and without fuss.

A coherent wayfinding system is a cost effective means to reduce searching time for spaces and unnecessary circulation of cars. Predictable, consistent and authoritative public information is the key to building confidence.



Figure 11: Examples of effective parking wayfinding signs

**Recommendation: A wayfinding and parking signage package is to be developed which brands the City of Launceston Parking and assists drivers to:**

- know where to look for parking and wayfinding signage when they need it
- understand the way the information is communicated
- obtain the information quickly and without fuss.

The system should be applied uniformly across the entire City equally to council and privately owned public car parking areas. One consistent system should guide drivers to all car parks. Once they are at the car park, then individual branding and signage can be used. Similarly, Council maps and the website should show all public parking facilities, not just council car parks.



previous  
signage



Figure 12: Examples of the Parramatta suite of wayfinding signs

## 9 Operational Strategies

### 9.1 Parking Pricing

A city will often choose to have its public parking fees lag the market, rather than lead it. This has solid rationale in public policy and the achievement of wider transport and travel demand objectives. However, it is important that Launceston's controlled pay parking is well used without being over full. It serves no public purpose if car parks are regularly filled by 10 am or if drivers hunt for on-street bays because they are cheaper than parking off-street. Optimisation of parking use requires constant monitoring of patterns of demand and the ability to react quickly with fee changes up or down. This flexibility is often not an option for a city whose fees and charges are fixed once a year at budget time.

This inflexibility on adjusting fees is often a major constraint for an in-house parking operation.

#### 9.1.1 Current Pricing

The current pricing and operating hours for parking provided by Launceston Council is an inconsistent mix of fees and hours which does not appear to serve any strategic purposes. Table 8 sets out the Council fees and hours and compares this with those of its major competitor CarePark.

The Council's pricing structure is:

- Complex and inconsistent. Every off-street car park has different hourly fees, maximums and monthly parking rates.
- Encourages drivers to cruise the streets searching for an on-street metered bay. The 3 and 9 hour meters offer cheaper parking than the off-street car parks. This encourages drivers to hunt for bays adding to congestion, pollution and the likelihood of collision. To give effect to TDM on-street parking should charge a fee which is higher than off-street parking, reflecting the premium for the convenience of on-street.
- Does not encourage the use of public transport. The 9 hour meters offer parking at \$1-80 per day, which is cheaper than the \$3-60 Metro Bus adult return fare from Mowbray and the concession fare of \$2.88 which does not apply even to full time employees. Fees should be structured to incentivise commuters to utilise public transport
- Not designed to discourage long term stays. The low maximum fee offered at several car parks serves to encourage all day parkers, to the detriment of short term visitors and shoppers. In car parks serving short term parkers, hourly fees changes should increase incrementally to discourage commuters.
- Not convenient as the large deck car parks do not open on a Sunday other than at Christmas. Opening on a Sunday, at a flat fee, will reduce the take up of spaces on-street by retail staff working on Sunday. Similarly, on-street meters should operate on a Sunday to encourage bay turnover.
- There are no available detailed statistics on duration of stay, time of entry, average ticket values, or the number of parkers staying in excess of 4 hours. Some of these can be obtained manually, but this is a laborious process. New technology on-street and off-street will provide useful parking statistics.

The current pricing and operating hours has arisen from inconsistent and ad-hoc decision-making which does not appear to have been in accordance with an overall strategic plan. Parking fees set by Council should focus on assisting with the implementation of an integrated strategic transport plan. If fees are to be raised to achieve this objective, and consequently provide the City with additional income, this is an additional benefit, rather than the main goal of a fee increase.



**Table 8: Launceston City Council Parking Fees – October 2008**

Launceston City Council Parking						
	Current Fees & Hours			Oct-08		
On Street Meters	\$ per hour	Max \$	Discounts	Hours M-F	Hours Sat	Hours Sun
1 hour meters	1.70	1.70		0900-1730	0900-1600	no charge
2 hour meters	1.10	3.30		0900-1730	0900-1130	no charge
9 hour meters	0.20	1.80		0900-1730	0900-1600	no charge
Monthly Parking		Equiv per day*				
Bathurst St	\$106 per 4 weeks	\$5.30				
Cimitiere St	\$246 per 3 months	\$3.97				
Paterson St West	\$159 per 4 weeks	\$7.95				
York St West	\$93 per 4 weeks	\$4.65				
		*5 days p wk				
Off Street Parking	\$ per hour	Max \$	Discounts	Hours M-F	Hours Sat	Hours Sun
Cimitiere St	1.60	5-00		0900-1730	0900-1600	
Elizabeth St	1.60	10.60	5-00 earlybird	0900-1730	0900-1600	
			2-00 between 1500-1730	0900-1730	0900-1600	
Paterson East	90c/half hr	11.70	Free between 1530 -1700	0900-2400	0900-1600	
Paterson West	90c/half hr	11.70	Free between 1530 -1700	0900-2400	0900-1600	
Willis St	1.00	3.00		0900-1730	0900-1600	
York St	1.60	4.80		0900-1730	0900-1600	
Bathurst	0.60	5.40		0900-1730	0900-1600	
River Edge	1.40	5.00		0900-1730	0900-1600	

Care Park	Current Fees & Hours			Oct-08		
Paterson St Central	2.50	22.50			24 x 7 days	
Brisbane St West	2.50	12.00			24 x 7 days	
Quadrant Plaza	\$120 p m 2.00	14.00	4.00 & 4.50 earlybird	0700-1830	0730-1730	0730-1730

### 9.1.2 Parking Surveys

Revised parking fees will have a positive impact on revenue, but without accurate data on parking volumes, duration of stay and compliance it is difficult to accurately determine the effect of these on income and vehicle usage. While Launceston has accurate data on the supply of parking in the City, it has very little useful data on parking demand.

Without up to date data on changes in demand, Launceston cannot be expected to amend policy and confidently respond to public demands for more parking. As the City has a resource which is becoming increasingly scarce, it is essential that the quantity of parking supply and demand is known and the change is measured every two to five years.

Current parking policy and practice in Launceston is designed so that the supply of parking is sufficient to meet the peak demand for free parking ('predict and provide'). Underlying this practice are the following assumptions:

- demand for parking is immutable and relatively constant over time
- parking resources are a public good and should be provided at a very low cost
- increasing supply is more cost-effective than reducing demand.



Launceston requires empirical data to reconcile with anecdotal information about parking demand and supply in the CAD. This data will be useful in many areas, including the development of policy and planning regulations, the determination of where parking supply is critical and the setting of time and payment controls. In particular it will assist in responding to many of the parking issues raised by different stakeholders.

Demand surveys will provide additional information on car park and on-street usage, including matching the times of entry and exit of individual vehicles, and the opportunity for Launceston to obtain information on the postcode origin of vehicles using different parking facilities.

Intercept surveys of parkers should also be carried out to determine information with respect to needs, expectations, parking practices and origin of car drivers accessing Launceston.

Surveys typically indicate significant variations in the demand for parking at different times and locations. Rather than being constant over time, these variations show that parking demand is a dynamic socio-economic response to numerous factors. Surveys will not be necessary in all areas.

The data collected during the surveys will provide information on how parking occupancy varies throughout the day and will identify peak parking periods. Collecting number plate data will also allow Launceston to estimate the duration of stay of parked vehicles and compliance with regulations where applicable. The surveys are intended to provide an initial database, which is to be resurveyed and compared in certain critical areas every 3-5 years to clearly illustrate changing patterns of demand.

**Recommended: The City surveys and examines parking demand, volumes, duration of stay, peak usage and compliance with restrictions in the CBD. Simultaneously, parking origin and destination surveys should be undertaken. An annual budget allocation should be set aside for the City to undertake rolling surveys of all car parking demand and supply over a five year period, with critical areas surveyed every two years.**

### 9.1.3 Proposed Changes to Prices and Hours

In order to implement principles of Travel Demand Management and improve customer service, Launceston needs to slowly alter the structure of its current parking fees and operating hours. The fee changes are to ensure some consistency, serve broader goals of encouraging alternative forms of transport, and create capacity for bona fide visitors and other patrons of the CAD. These impacts will result in changed driver behaviour and will also generate additional revenue to the City.

Some options for gradual fee changes are suggested in the following Table 9.

Short term parking in premium on street spaces will be 25% more expensive than in off street car parks. This will increase on street capacity. The high all day and monthly rates at the multi level car parks will force some commuters to shift to remote all day sites, again creating additional capacity for short term parkers.

The primary objective of these fee change options (some of which are decreases) is to encourage changes in behaviour. These changes will cause drivers to consider where to park, and whether to use another form of transport such as car sharing, or public transport, or walking from a car park further away. The benefits of the change will be:

- improved customer service – with some multi-storey car parks open on Sunday
- increased capacity for short term parking
- reduced traffic on the road as drivers seek to park in cheaper off-street car parks
- additional income to Council.

It is difficult to quantify this as there will be some decline in volumes across the board, plus additional fee paying cars on Sundays. In broad terms an increase of 25% revenue can be expected. This will assist Council's long term financial plans

**Recommendation: It is essential that surveys are undertaken before and after parking fee changes are implemented, and depending on the results, further fee changes may be required.**

<b>Launceston City Council Parking</b>					<b>Recommended Changes to Fees and Hours</b>
<b>On Street Meters</b>	\$ per hour	Max \$	Hours Sat	Hours Sun	
1 hour meters	1.70	1.70	0900-1600	no charge	Sat & Sun 0900-1730
2 hour meters	1.10	3.30	0900-1130	no charge	0900-1730
9 hour meters	0.20	1.80	0900-1600	no charge	Max \$4.00
<b>Monthly Parking</b>					
Bathurst St	\$106 per 4 weeks	Equip per day*			\$120 per calendar month
Cimitiere St	\$246 per 3 months	\$5.30			\$90 per calendar month
Paterson St West	\$159 per 4 weeks	\$3.97			\$175 per calendar month
York St West	\$93 per 4 weeks	\$4.65			\$120 per calendar month
		*5 days p wk			
<b>Off Street Parking</b>	\$ per hour	Max \$	Hours Sat	Hours Sun	
Cimitiere St	1.60	5.00			All car parks to open 0900-1730 Sat & Sun
Elizabeth St	1.60	10.60			Sunday flat rate \$4.00
Paterson East	90c/half hr	11.70			80c per half hour up to 3 hours, then \$1-60 per hour
Paterson West	90c/half hr	11.70			80c per half hour up to 3 hours, then \$1-60 per hour
Willis St	1.00	3.00			Free after 1500 Mon - Thurs
York St	1.60	4.80			) 80c per half hour up to 3 hours, then \$2-00 per hour
Bathurst	0.60	5.40			) Free if entry after 1530 and depart before 1800 Mon - Thurs
River Edge	1.40	5.00			1-00 per hour
					No change
					\$1.00 per hour
					\$1.00 per hour
					Max 4.00
					Max 6.40
					Max 6.00
					Max 7.00

Table 9: Launceston City Council Parking –Fees and Hours recommended changes

## 9.2 Compliance

There has been anecdotal comment of a shortage of on-street bays (especially on Sundays) however during site visits undertaken on 6 and 7 August 2008 during the peak demand hours of 11am to 3pm, a number of unoccupied parking bays were observed. We are advised that many on-street parking spaces are used by staff who work all day in the town centres and are prepared to relocate their vehicle once, or more times a day if rangers are present.

Parking restrictions on-street throughout Launceston are enforced by a team of 14 officers who are responsible for inspecting more than 4,300 parking bays. This department issued approximately 44,000 enforcement notices in 2007, of which 4,846 (11%) were issued specifically for being parked over the time limit. Annual parking infringement income exceeds \$1 million. The fines in Launceston were last amended in July 2004, over 4 years ago.

A parking infringement notice (PIN) has a penalty of \$10. If the vehicle continues to offend in the same bay, a second PIN of \$15 can be issued. The objective of parking fines for these offences is usually to act as a deterrent for overstaying time limited parking, to change behaviour and to recover the cost of parking enforcement activities.



Figure 13: Council penalties



Figure 14: CarePark penalty

It is submitted that a \$10 fine, or a cumulative \$25 fine is not a sufficient deterrent for many drivers. It is clear that a more effective penalty for enforcing compliance would be a substantial increase, for example a \$50 fine. Surveys have not been undertaken on the level of compliance with parking restrictions. These should be undertaken to assess the effectiveness of the parking enforcement regime. The benefit of more efficient and simplified parking enforcement is the creation of additional capacity and improvement in the churn (turnover) of on-street parking bays.

**Recommendation:** In order for parking fines to be an effective deterrent, they need to be reviewed upwards. This will require submissions by Launceston to the Office of Local Government Division, department of Premier and Cabinet.

## 10 Development Control Policy

### 10.1 Current Planning Scheme Parking Policy

Car parking policy is set out in the Launceston Planning Scheme 1996 including amendment 67 which came into operation in July 2002.

Amendment 67 replaced Clause 48 - Car Parking and inserted Schedule 8 Launceston City Council Car Parking Cash-in-lieu Plan.

Clause 48 applies to all developments outside the Car Parking Exemption Area. All new developments (or changes in use) are required to provide a minimum amount of parking. The basic parking provision is determined using the table in clause 48.4 "Car spaces required" which gives the number of car spaces required for various types of activities, typically on a floor area basis.

Clause 48.9 "Variation of car parking requirements" sets out the matters the Council must take into consideration in considering an application to waive, relax or modify the car parking requirements.

The planning scheme does not require on-site parking provision for new development in the "Car Parking Exemption Area" of the CBD. This area is shown bounded by a dashed black line on the attached plan (Figure 15) extracted from the Planning Scheme. The Launceston City Council has taken responsibility for car parking not provided as a result of this policy by providing public car parks serving this area.

The reasoning behind this policy is that the development pattern and heritage values particular to Launceston do not always make it possible or desirable to provide the standard allocation of car spaces specified by the planning scheme<sup>17</sup>. Car parking does not generally add to the aesthetics of a development and when inappropriately located can lead to an inefficient use of sites and poor urban design outcomes.

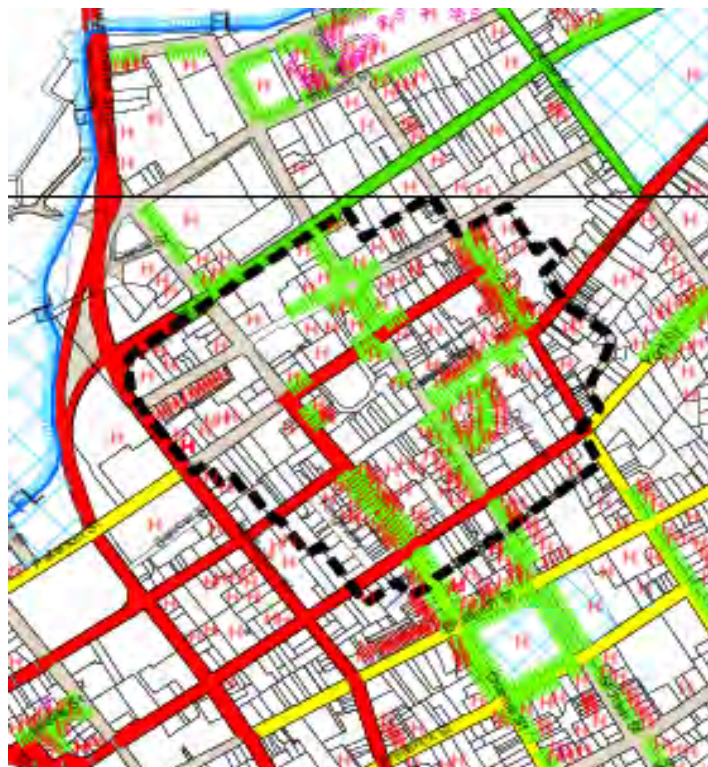


Figure 15: CBD Car Parking Exemption Area (extract from Planning Scheme)

<sup>17</sup> Towards a new land use strategy and planning scheme for Launceston: An issues paper for community comment, Launceston City Council, October 2007



### 10.1.1 Cash-in-lieu

The concept of cash-in-lieu contribution for car parking is based on a planning philosophy of Council assisting developments that have a shortfall of car parking by accepting money for this shortfall to provide car bays in adjacent, existing, or proposed public car parks. Taking cash-in-lieu is a form of shared parking.

A cash-in-lieu scheme recognises that developers cannot always meet their full parking requirements on-site. The provision should not, however, be seen to be replacing the developer's obligation to provide on-site parking. It is not a general revenue collection exercise but rather a means for the City to accommodate the parking demand created in the locality by the development's shortfall.

It should be noted that cash-in-lieu does not fit in with a parking maximum strategy.

Schedule 8 states that: "In the CBD Zone (the Car Parking Exemption Area) the Council has followed a policy of providing off-street car parking in parking stations in and around the City Centre. The provision of further off-street parking facilities will be provided on the basis of need.

The Ratio (1990 and 2000) CBD Study supported the policy of limiting the parking provided by new CBD developments as it provided the best overall mechanism for ensuring that parking is provided in amounts and in locations which are in balance with CBD land use and the transport network.

For developments outside the Car Parking Exemption Area, clause 48.10 states that subject to a monetary payment the Council may, at its discretion, waive some or all of the car spaces required. The number required must first be determined in accordance with the relevant clauses. A discretionary permit is required for a use or development that requires a waiver.

The amount payable is to be in accordance with Schedule 8.

Clause 48.10 applies only to those precincts identified in Schedule 8. The precincts identified are Kings Meadow, CBD, and, potentially, the outer CBD.

The CBD Defined Precinct is shown on the attached plan (Figure 16). As will be seen, it applies to an area to the north, east and west of the Car Parking Exemption Area.





**Figure 16: Cash-in-Lieu Plan - CBD Defined Precinct**

With regard to the absence of a cash-in-lieu policy, it is stated that “*The 1996 policy papers note that council does not take cash-in-lieu payment if car parking can’t be provided on site*”.

Schedule 8 includes the following statements relating to the cash-in-lieu policy:

- A strategy plan for each precinct is to be prepared and adopted by council.
- The strategy for each precinct will aim to achieve in the long term, a spread of public car parks throughout the precinct.
- The time to achieve each strategy will generally be two years. However, the option is open to council to alter that time frame or to extend the life of any particular strategy.
- Money collected in a precinct will be spent in that precinct. Exceptions to this principle will only be considered if appropriate land becomes available within close proximity of a precinct boundary.

Schedule 8 includes a calculation of the appropriate contribution per parking space. For the CBD defined precinct this is based on the provision of 200 at-grade spaces at the Willis Street car park and is calculated at \$4,000. This includes a land cost of \$3,000 per space.

The cash-in-lieu policy has not been implemented to date. There are a number of issues relating to the cash-in-lieu policy, including:

- It may be seen by developers as a development tax (although developers have the option of providing parking or paying in lieu of parking).
- The amount charged per space should reflect the cost of constructing a parking building rather than surface/at-grade parking.
- The car parking must be located in, or close to the precinct and in accordance with a ‘strategy plan’.

- The money raised can only be used for car parking and not for other transport purposes.
- No rationale is given for the area described as the CBD Defined Precinct.
- As much of the land in central Launceston is already developed and the amount of re-development is limited (by heritage etc), there may not be enough development to provide a meaningful flow of funds.

### 10.1.2 Public Parking Provision in Car Parking Exemption Area

According to reference 1, the Council currently provides 4,300 public parking spaces in the car parking exemption area. The same reference also states that:

- Many Council-owned CBD spaces are occupied on a long-term basis by people employed in the CBD.
- Council is investigating implementation of a park and ride scheme – a combination of commuter car parking outside the CBD with provision of public bus transport into the City centre. If successful this would free up additional spaces in the CBD.

The 2004 Launceston Retail Strategy<sup>18</sup> includes a table (Table 4.12) setting out the parking supply. This gives a total of 4,391 spaces including 2,773 off-street and 1,618 on-street spaces (1,014 metered and 604 unmetered). Of the off-street spaces, 1,745 are controlled by the Council, 824 are owned or managed by CarePark, a private operator, and 204 are described as 'other' (Jimmy's & York Street East).

## 10.2 Review of Clause 48

Clause 48 requires that new developments outside the car parking exemption area provide a specified minimum number of parking spaces. These minimum parking requirements are set out in clause 48.4 Car spaces required.

To a large extent, minimum parking requirements are a historical by-product of plentiful and inexpensive land and a lack of convenient payment technologies. The requirements were seen as a means for shifting responsibility for catering for parking demand onto private developers, thereby ensuring the safe and efficient operation of the local road network.<sup>19</sup>

The methodology underlying minimum parking requirements is considered to lack accuracy and efficiency in the following ways:

- Uses conservative design standards: Minimum parking requirements are typically designed so as to cater for most peak demands. This considers developments independently of the surrounding urban environment and ignores the potential to share parking resources between adjacent developments, leading to an oversupply of under-utilised parking.
- Results in fragmented parking supplies: Because of the requirement for individual developments to cater for their parking demands, urban areas are increasingly dominated by fragmented parking areas (e.g. along Cameron and Charles Streets).
- Ignores value: Minimum parking requirements are ignorant of value and give no consideration to the marginal benefits and costs provided by additional parking spaces. The costs of meeting minimum parking requirements tend to increase where land values are higher thereby discouraging intensification and redevelopment. This works against strategies designed to intensify development.
- Does not take into account actions or strategies aimed at increasing the use of public transport, walking or cycling.

<sup>18</sup> Retail Strategy for Launceston City, AEC Group Ltd. for Launceston City Council, October 2004

<sup>19</sup> Strategic Parking Report for Waitakere City Council - McCormick Rankin Cagney - Feb. 2008.

- Is unresponsive to demand management: There are numerous examples of cost-effective parking management measures that do not require increasing the supply of parking. Examples include shower and locker facilities for employees who walk or cycle, unbundling employee parking from salary packages, providing free parking for motorcycles, free passenger transport passes for employees and developing workplace travel plans. Minimum parking requirements fail to account for demand management strategies and therefore provide no incentive for consideration of alternative transport modes.

Empirical research undertaken in other Australian States into actual parking demand for shops, supermarkets, restaurants and medical centres, shows that the number of spaces required is between 50% and 80% of the rates stated in their planning codes.

The Victorian Department of Planning and Community Development reviewed parking provisions in August 2007.<sup>20</sup>

The review found that not only has the inflated supply of parking artificially lowered the costs of driving, but also encouraged low density land use development that has in turn increased vehicle dependence. This has created a positive feedback loop where increased vehicle use creates additional demand for parking which is then reflected by increased minimum parking requirements which in turn stimulates increased vehicle use.

Calculations of minimum parking requirements are typically based on statistical relationships between land use and floor area. In many cases, these relationships explain as little as 5% of the actual demand for parking, thereby indicating that other factors are far more significant than floor area in determining demand for parking.<sup>21</sup> In addition, parking demands may vary significantly in relation to external socio-economic factors, such as the convenience of public transport, the availability and price of parking at the destination and the price of fuel. While it may be convenient to base parking requirements on floor area and land use, the statistical relationships are generally weak and provide little insight into actual demand for parking, either now or into the future.

Table 10 compares the results of research undertaken recently in Victoria<sup>22</sup> with current practice in Launceston:

**Table 10: Comparison of current, theoretical and actual parking ratios**

Use	Current code in Victoria	Theoretical research	Launceston
Shop	8 spaces per 100 m <sup>2</sup>	3-4 spaces per 100 m <sup>2</sup>	4 spaces per 100 m <sup>2</sup>
Supermarket	8 spaces per 100 m <sup>2</sup>	5-6 spaces per 100 m <sup>2</sup>	6.7 spaces per 100 m <sup>2</sup> (1 per 15 m <sup>2</sup> )
Dwelling R Codes	2 spaces per dwelling	1-2 spaces per dwelling	1 per bedroom
Office	3.5 spaces per 100 m <sup>2</sup>	2-3.5 spaces per 100 m <sup>2</sup>	2.5 spaces per 100 m <sup>2</sup>
Restaurant	0.6 spaces per seat	0.2 spaces per seat (lunchtime) 0.4 spaces per seat (evening)	1 space per 6 m <sup>2</sup>
Medical Centre	5 spaces per practitioner	4 spaces per practitioner (General) 3 spaces per practitioner (Specialist)	4 spaces per practitioner

An extract of the recommendations in the Victorian Draft Report 2007, is attached as Appendix C.

As development grows in Launceston the costs of meeting minimum parking requirements will escalate and impede efficient land use development.

<sup>20</sup> Review of Parking Provisions in the Victorian Planning Provisions Advisory Committee Draft Report, August 2007.

<sup>21</sup> "The High Cost of Free Parking", Donald Shoup, American Planning Association, 2005, pp. 31-48.

<sup>22</sup> Russell Fairlie Ratio Consultants - Planning & Design for Activity Centres 2007.

Although there is probably little opportunity to reallocate off-street spaces that have been provided on site by developers/businesses, there is an opportunity to review these ratios to ensure they are more relevant for managing future parking provision rather than addressing current supply/management issues.

Parking supply rates for new developments should be reviewed and strategically based on facts and research, and ultimately incorporated into the planning scheme.

### **Recommendations**

- 1. A re-evaluation of the current parking planning ratios is undertaken to ensure Launceston is applying practical relevance to future parking requirements.**
- 2. The following section is added into the Launceston Planning Scheme 1996 at Section 48.9 as sub-section 48.9(4) Variation of car parking requirements.**

**The following factors will be taken into account in assessing applications for a reduction in the number of parking spaces required:**

- 1. Where parking spaces can serve more than one use or function (e.g. restaurants may derive some of their business from workers already parked in the area).**
- 2. Where the same parking spaces can be available for uses which have peak demands at different times of day.**
- 3. Where it can be demonstrated that use of alternatives to the single occupant car will reduce the demand for parking. This includes:**
  - where the development will provide facilities for cyclists including bicycle parking, lockers and showers**
  - where a travel plan will be in place, is properly justified and will be maintained over time.**

Applications for developments sharing parking with other developments or with a mix of uses may be able to justify a reduced parking provision on the basis of efficiencies gained. Where off-site parking is to contribute significantly to the development's parking provision, it should be close to the site - defined as within 100 m of the site - and be accessible when needed. An enduring agreement such as ownership or lease should exist for the off-site parking to ensure it remains available over time. Informal arrangements such as the use of vacant lots should not be relied on to contribute to the parking requirement.

### **10.3 Maximum Parking Standards**

Maximum parking standards do not require a minimum amount of parking but instead set a limit on the total amount of parking which may be provided with developments. They can be regarded as an adaptation of Launceston's current Car Parking Exemption Area policy.

The introduction of parking maximums combined with site caps and criteria for assessing applications for exceeding the site caps would:

- enable the Council to decline applications which are inappropriately car-based and make no attempt to reduce the parking provided**
- provide flexibility to permit approval of applications exceeding the applicable maximum parking rate provided certain criteria are met.**

The introduction of maximum parking standards should be accompanied by the development of a Parking Management Plan (PMP) for the area(s) affected (refer Section 10.5). Among other things, the PMP should set out the appropriate planning consent conditions

### 10.3.1 Parking Control & Management Plan

Developers should be required to provide a Parking Control and Management Plan with applications for developments with over 5 parking spaces (refer Section 8.5). This is a Plan that developers commit to prior to establishing a new parking facility which sets out in detail how parking in the proposed development will be controlled and managed. Among other things this should seek to ensure that:

- Long stay/employee parking is clearly distinguished from any short stay/visitor parking, preferably with separate entry and exit;
- All public car parking is electronically controlled and appropriate data on any charges and usage is sent to the Council for monitoring purposes to ensure it is and continues to be used for the approved purpose.

### 10.3.2 Developments seeking more than 40 parking spaces (site caps)

All applications for developments seeking more than 40 parking spaces should be required to follow a discretionary consent process.

Criteria that may be considered in the exercise of discretion could include:

- evidence based on similar developments in comparable locations with a similar quality of access by non-car modes justifying a higher parking provision than permitted by the maximum rate
- unique characteristics of the development such as night activity or a requirement that clients carry large items.

All applications for developments seeking more than 40 parking spaces should also be accompanied by a Travel Plan which should include the following:

- existing local and regional land use and transport strategies and plans applying to the area concerned
- the transport system serving the site including any planned improvements, and the means by which employees and visitors will access the site
- proposed means of encouraging more use of public transport, walking and cycling for travel to the site
- proposed means of encouraging higher vehicle occupancies for travel to the site particularly for the trip to work
- the proposed parking on site for employees and visitors/customers and how this contributes to achieving the above.

The Travel Plan will provide the basis for any subsequent auditing to establish compliance and as a benchmark if parking on site proves insufficient.

It should be noted that parking maximums do not include the option of cash-in-lieu payments as developers are not required to provide parking.

### 10.3.3 Car Parking Exemption Area

The current car parking exemption policy does not require developers to provide parking within the CBD core, nor does it set a maximum on the amount of parking that may be provided. The lack of a maximum has not been an issue as there is sufficient public parking to meet demands. This situation should, however, change in the future as the supply and price of long stay/commuter parking is managed to encourage more use of alternatives and the attractiveness and quality of alternative forms of transport is improved.



Unless appropriate controls are in place, the private sector could, over time, seek to provide surplus public parking as part of new developments or stand alone parking buildings in locations or in amounts that are inconsistent with the Council's sustainable land use/transport strategy. The introduction of parking maximums will enable this possibility to be managed and would be particularly important should the car parking exemption district be extended as is proposed.

### 10.3.4 Setting the Maximum Parking Rates

There are a number of ways in which the maximum parking standards could be determined.

Parking maximums could be set at a lower level than the existing minimum required rates where parking use survey information is available which indicates that the current minimum is set at too high a level and could be reduced.

Parking maximums could also take into account the anticipated use of alternatives to the single occupant car. For example, currently 8.6% of the trip-to-work is by public transport, walking or cycling, and car occupancy is an average of just over 1.1 people per vehicle. If the proportion of people taking public transport, walking or cycling increases to 14% (say by an increase in bus use from 1.7% to 4% and an increase in walking and cycling from 6.9% to 10%), and car occupancy increases to 1.2 people per vehicle, then the demand for employee car parking would reduce by 13.2%.

In Sydney, Melbourne and Brisbane, the amount of tenant parking in the city centres is set at about 0.4 to 0.5 bays/ 100m<sup>2</sup> of office or commercial use. In Perth, the maximum amount of parking is established based on the site area on which the development is proposed. In the case of high density development in the city centre, this generally equates to between 0.4 and 0.6 bays/ 100m<sup>2</sup> of development.

**The simplest method is to initially set the maximum equal to the current equivalent minimum for the particular activity. This is the recommended method in the absence of specific information justifying a change.**

## 10.4 A New Central Launceston Parking Policy

This section discusses alternative approaches to the treatment of parking for the Launceston City centre in the Planning Scheme.

It looks firstly at the area covered, then at alternative parking policy approaches.

It is suggested that the parking policy for the Launceston CBD area should be based on the following principles:

1. As far as practicable, it should avoid sharp distinctions between similar developments or similar types of buildings on either side of a boundary line.
2. It should ideally apply to a 'logical' land use planning area.
3. As far as practicable, it should distinguish between short-stay/visitor parking and long stay/commuter parking.
4. It should give the Council greater ability to manage the supply (and pricing) of parking, particularly long-stay/commuter parking, to support strategic land use planning and transport planning objectives.
5. It should be perceived as equitable.

### 10.4.1 Parking Policy Area

Three options have been identified. These are:



1. Retain the area defined in the Launceston Planning Scheme 2006 as the car parking exemption area (Figure 15). The area concerned is broadly contained within Cimitiere Street, Wellington Street, York Street and George Street.
2. Extend to include most of the land zoned Business (refer Figure 17). This could involve extending the boundary to the east to Tamar Street between Cimitiere Street and York Street; to the south to Elizabeth Street or Frederick Street; and to the length of Wellington Street in the west. This area is referred to here as the Extended CPEA.
3. Extend to include the whole Central Activities District (CAD) shown in the attached plan (Figure 18) extracted from the Launceston Planning Scheme. This is the area used for CBD planning policy development. It includes almost all the adjacent Commercial zoned area plus some residential areas.

The Business zone provides the framework for the supporting retail and business activities located on the CBD fringe (and nearby areas). It minimises the opportunity for the establishment of retail and business functions which would compete directly with the major business centres. The zone is the second of the two zones comprising the primary tier of the retail and business hierarchy in the City. Uses are expected to benefit from the central City location without detracting from the CBD zone by splitting or shifting the retail focus.

The uses within the Commercial zone include motor vehicle retailers, vehicle parts retailers, hire yards, and other businesses which have a low turnover per square metre of floor space, such as warehouse style retailers of furniture and household fittings. These uses are strongly 'car based'.

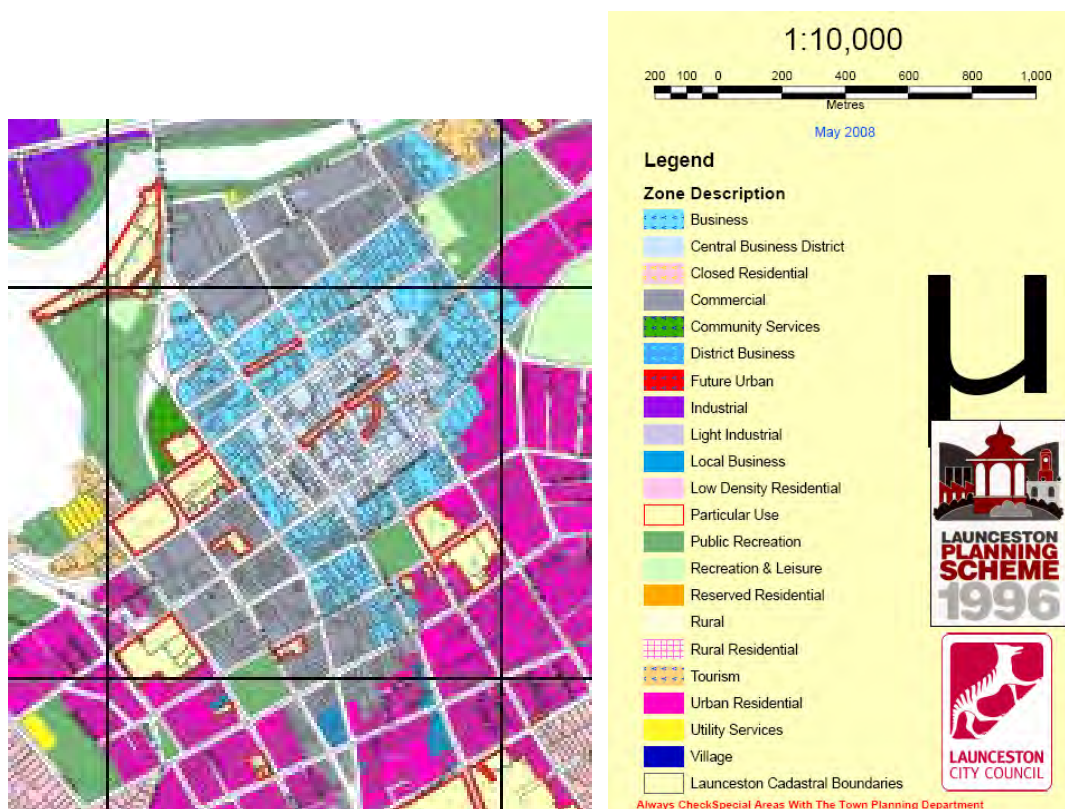


Figure 17: Extract from the Launceston Planning Scheme 1996 Zoning Map

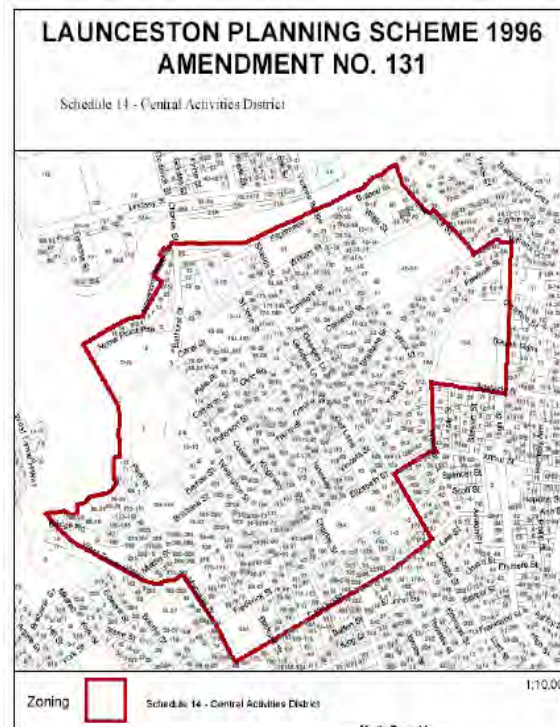


Figure 18: Launceston Central Activities District

### 10.4.2 Central Launceston Parking Policy Options

Three options have been identified for Central Launceston.

Option 1:

- Leave the parking policies applying to the existing car parking exemption area unchanged
- Retain parking minimums outside the exemption area, but modify in line with Section 1.2 above

Option 2:

- Leave the parking policies applying to the existing car parking exemption area unchanged
- Retain parking minimums for the area between the car parking exemption area boundaries and the CAD boundary and apply a revised cash-in-lieu policy to this area

Option 3

- Apply parking maximums to the area described as the Extended CPEA.

### Discussion

#### Option 1

This option retains the current policies, but reduces the parking requirements in the rest of Launceston to levels which better reflect actual needs.

Advantages:

- Minimal short term risk as change is relatively small
- Better relates parking supply to demand

Disadvantages:

- Only a limited effect on parking supply
- Does little to meet the sustainability objective

**Option 2**

Option 2 retains a cash-in-lieu policy for an area adjacent to the car parking exemption area, but makes the following changes:

- The area affected covers the whole area between the car parking exemption area boundary and the Central Activities District boundary
- The revenues are not restricted to providing additional parking facilities serving the area, but can also be used to fund transport improvements which are aimed at encouraging the use of alternatives to the single occupant car for travel to or within the area including walking, cycling or public transport facilities
- The amount charged is based on the cost of parking spaces in a decked parking not at-grade (approximately \$30,000 rather than \$4,000 per space)

Advantages:

- Greater revenues than the current (unimplemented) cash-in-lieu scheme
- The charges reflect the real costs of providing parking
- The funds can be used to improve the sustainability and resilience of the transport system rather than just providing more car parking potential efficiencies in parking supply and use

Disadvantages:

- Most of the key disadvantages of the current cash-in-lieu scheme still apply

**Option 3**

Option 3 would introduce parking maximums for new developments (or changes in use) throughout the Extended CPEA.

Advantages:

- Helps protect heritage buildings throughout the Extended CPEA
- Can encourage more intensive development with less car parking on site
- Can make the redevelopment of small sites more economically viable by removing the requirement that parking be provided on site
- Leaves decisions on the provision of parking to the developer rather than the Council, i.e. is a market-driven rather than planning driven approach

Disadvantages:

- Increases pressure on on-street parking and increases commuter parking pressures on some residential streets within and near the Extended CPEA (refer Parking Management Plans).
- Additional public car parking, particularly public short stay/visitor parking, is likely to be required to meet some of the shortfall resulting from this policy and will require to be funded.

It is submitted that Option 3 is the most consistent with a sustainable transport strategy.

**Recommendation: Extending the car parking exemption area to cover the Extended CPEA and introducing parking maximums is to be adopted in Launceston as it is consistent with and supports a sustainable transport strategy.**

### 10.4.3 Funding Car Parking and TDM initiatives

**Additional income generated by traffic demand management measures can be used to improve the transport system, and upgrade parking facilities.** Possible transport system improvement measures include the funding of a (free) CBD bus shuttle service and upgrading pedestrian and cycle facilities. These measures support the parking management policies and objectives. They can also assist in improving the acceptability of increased parking charges or other increased charges.

Means of raising additional revenues to fund a parking building or buildings could include a special rate covering the area concerned, a parking levy, or an increase in parking charges. A special rate may be politically difficult. Rate rises are inevitably unpopular and the special rate could be seen as inequitable by owners of properties which have provided the required parking.

Sydney, Melbourne and Perth use a CBD parking levy of approximately \$200 a year applied to all non-residential off-street parking spaces to raise revenues to fund measures such as the free bus service (CAT) operating in the Perth CBD and other transport improvements, and to reduce the amount of underutilised parking in their CBDs. It is unclear how much revenue this would raise as the total number of off-street parking spaces in the area concerned is not available. This option has similar political disadvantages to a special rate.

Parking levies are used by the New South Wales and Victoria State Governments as part of an overall restraint policy and as a means of raising revenues. A similar mechanism is used in Western Australia.

The Sydney parking levy applies to non-residential parking spaces, and in 2007 was \$900 for category 1 business districts (Sydney, North Sydney and Milsons Point business districts) and \$450 for category 2 business districts (Bondi Junction, Chatswood, Parramatta and St Leonards).

The levy is used to develop public transport infrastructure. It was introduced "to discourage car use in business districts by imposing a levy on off-street commercial and office parking spaces, including parking spaces in parking stations." It is indexed to the Consumer Price Index.

The Melbourne levy introduced in January 2006 was \$400 per space increasing to \$800 in 2007 then indexed annually. The aim is to assist in reducing city traffic congestion and air pollution, particularly during the weekday peak periods. The levy, an annual fee charged to car park owners, applies in the Melbourne CBD and surrounding areas to:

- All long stay parking spaces "available for private use on an ongoing basis by an owner or operator where an owner or operator has leased or licensed to another person or business for their ongoing use"
- "Any parking space in a public car park which is used for a period of four hours or more commencing on or before 9:30am....on any weekday"

The levy is to be accompanied by public transport upgrades, urban improvements and a new CBD shuttle bus. Exemptions include on street parking, residential parking, disabled parking, and spaces designated exclusively for visitor use.

In Perth, the State Government requires the licensing of all private non-residential parking spaces in the Parking Management Area. The annual licence fee for long stay/tenant parking was \$195.50 in 2007. The revenue is used to fund the central area bus service (CAT), improve public transport access, enhance the pedestrian environment, support bicycle access "and other initiatives which support a balanced transport system for the city".

At this time there is insufficient evidence on the effect of the Sydney and Melbourne levies to determine whether they have been successful in reducing car use and, in the Melbourne case, in reducing traffic congestion and air pollution. The Perth licensing scheme is part of a package of measures which together are intended to preserve Perth's air quality, reduce traffic congestion, improve pedestrian safety etc. The only stated objective is to raise revenue.

It is unclear how much revenue a parking levy in Launceston would raise as the total number of off-street parking spaces in the area concerned is not available.

This option also has political disadvantages. However, it is imposed by the State Government and does not impact on property rates.

Based on a 2005 report from Launceston's Manager of Parking to the Council<sup>23</sup>, a 20c per hour increase in off-street parking charges combined with a proportional increase in rental parking bay charges, plus a 20% increase in on-street fees would produce a combined increase in revenue of approximately \$480,000 a year. This option may be the most acceptable. It is consistent with the overall strategic direction which includes increasing parking charges to encourage use of alternatives to the car and to provide an adequate return on future investments in off-street parking facilities.

### **Use of Additional Revenues Raised**

Additional income generated by traffic demand management measures should be used to improve the transport system, and fund additional parking facilities if required.

This section looks at the potential application of additional parking revenues, assuming that the additional revenues raise \$250,000, \$500,000 or \$750,000 a year.

In Section 11 it is estimated that a dedicated free CBD bus shuttle service would cost an estimated \$200,000 per year per vehicle

The building of a 50 space bicycle hub with secure storage, locker and shower facilities would cost between \$100,000 and \$200,000 depending on location.

The ongoing upgrade of pedestrian routes to car parks and their associated security requirements is an urgent priority.

The progressive upgrade of multi-bay machines for on-street and open air sites (\$10,000 each) requires an allocation of approximately \$200,000 per annum.

The changeover of manual pay on exit at the multi-bay car parks to pedestrian payment machines (\$50,000 each) would cost \$450,000 but there would be some labour saving.

The construction of an additional multi-storey car park requires an allocation of \$35,000 per space. This item should not be regarded as an expenditure priority for Council.

## **10.5 Parking Management Plans**

The implementation of the changes to the Launceston City Centre parking policies outlined in this report should be guided by the preparation of a City Centre Parking Management Plan.<sup>24</sup>

Among other things, the Parking Management Plan should:

- Identify parking supply and management policies and actions to support the short and longer term development of the City centre support the sustainability objective

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<sup>23</sup> Parking Fees: A report to the Launceston City Council 30 May 2005 Meeting from the Manager Parking

<sup>24</sup> This is distinct from the Parking Control and Management Plan (PCMP) required with development applications referred to above in Section 8.5 and 10.3.1



- Integrate parking policy and management and the provision of off-street facilities with committed and planned transport improvements, with particular emphasis on public transport infrastructure and service improvements, the pedestrian and cycle networks and urban design improvements.
- Better internalise the cost of parking in decision making and, over time, aim to generate a rate of return on public parking facilities which reflects the cost of capital
- Ensure parking charges are implemented in a way that allows car drivers and businesses to adjust without undue dislocation.

A Parking Management Plan for the Launceston City Centre could include some or all of the following:

- A description of the current situation including the strategic direction, the transport system, and the planning scheme
- Parking management including current parking management, future changes in parking demands, the staged implementation of parking management and supply measures, and potential locations for any future deck parking
- A parking hierarchy
- Planning consent conditions
- Shared parking
- Transport Management Association roles
- Motorcycle parking, bicycle parking, and disability parking
- Wayfinding
- Monitoring

Parking Management Plans may also be appropriate for major land uses such as the Inveresk Precinct, streets around the Launceston General Hospital, and the Aquatic Centre.

## 10.6 Recommendations

**Recommended that:**

- 1. The area covered by the City Centre car parking policy, be extended to include most of the Business land zoned on the fringe of the car parking exemption area. This extends the boundary to the east to Tamar Street between Cimitiere Street and York Street; to the south to Elizabeth Street or Frederick Street; and to Wellington Street in the west. This is referred to here as the Extended Car Parking Exemption Area. It includes all of the area zoned Central Business District and most of the area zoned Business (blue) in Figure 17.**
- 2. At the same time the Council amend the Planning Scheme to introduce parking maximums over the whole of the Extended Car Parking Exemption Area including the current Car Parking Exemption Area, and that this is accompanied by a 40 space site cap and criteria setting out conditions for exceeding the maximum permitted parking.**
- 3. The Council prepare a Parking Management Plan (PMP) for the area covered by the parking maximum standards setting out how parking will be provided and managed over time to meet the Council's sustainable land use/transport strategy objectives. PMPs may also be appropriate for other areas with complex parking issues such as the General Hospital, Aquatic Centre and Inveresk Precinct.**
- 4. The current parking charges are increased to fund the costs of providing additional facilities and measures such as a free/low fare City centre bus service, improved walking, cycling and public transport facilities, and any future additional parking facilities.**

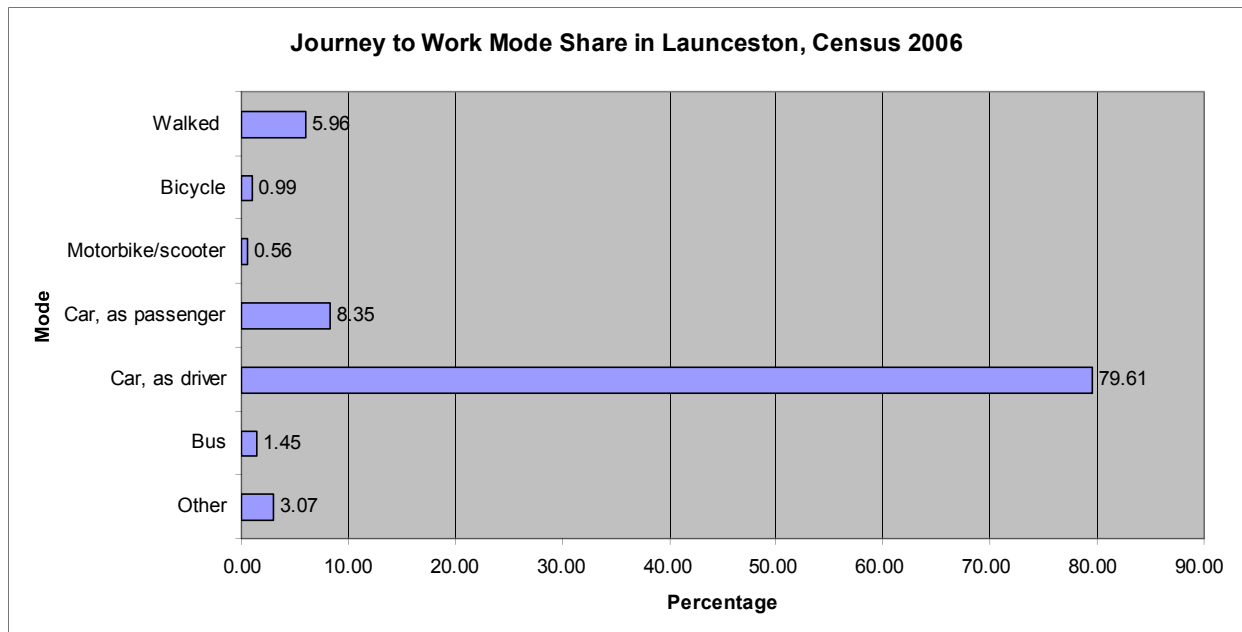


## 11 Launceston Public Transport System

### 11.1 Journey to work

The current means of transport used for the journey to work in Greater Launceston is set out in Table 11 which is based on the 2006 Census data.

**Table 11: Journey to Work Mode of Transport 2006**



The table emphasises the dominance of car transport (88%) for the journey to work in Greater Launceston. The proportion using public transport is only 1.45%.

The dominance of travel by car with the driver as the sole occupant is an important issue. A car carrying a single occupant is an inefficient form of transport with high energy cost per person kilometre and high environmental effects.

A sustainable transport strategy must include measures to encourage a substantial rise in the proportion of people choosing to use sustainable modes of transport. It should also include measures to encourage carpooling to achieve higher vehicle occupancies.

The recent rise in the cost of fossil fuels adds to importance of providing good alternatives and reducing incentives to use the car. One such incentive is the provision of free or low cost parking for commuters.

According to Metro bus services, the use of buses in Hobart is approximately twice that of Launceston. One explanation is that Hobart has traditionally had a better public transport system than Launceston. This is, however, expected to change.

### 11.2 Bus transport

The Department of Infrastructure, Energy & Resources undertook a review of the core passenger services in Tasmania between 2004 and 2007, with the primary focus of improving the delivery of the services. These include all services that receive funding from the Government including Metro bus services, fare paying services provided by private operators, and school bus services.

The four critical issues identified by the review were:

- services did not match community needs
- inequitable fare structures
- contract payments to operators were inequitable and not related to service delivery costs
- inadequate bus standards.

Outcomes were to include:

- service levels in line with their identified requirements
- improved safety
- improved consistency in the delivery of services amongst service providers
- better value for money
- improved business security for operators as the new contracts will be for 5 years, with the option of a further 5 year term.

The review's recommendations are based on more focussed outcomes including:

- consistent urban services that provide consistent student fares and consistent levels of service for similar trips. This was to be achieved by realigning contracting arrangements
- more efficient provision of services for fringe urban communities resulting in better bus services that provide consistent fares for similar trips. This was to be achieved through more equitable contracting arrangements
- target investment in new buses (using risk based criteria).

The recommendations relevant to Launceston included the following:

- include Legana in the Launceston urban area with services funded through the urban service contract with Metro
- that the Metro Service Standards developed by the DIER be applied to all services operating wholly within the identified urban areas to establish appropriate routes and standards
- a flat student fare be established (initially set at \$1.20 per ride or \$9.60 per 10 ride ticket), and full time undergraduate University and TAFE students over 18 years of age be recognised as adult concession passengers
- the focus of services in the urban fringe move from providing services restricted to students to the provision of services for the community more generally
- the New Service Contracts for general access services for urban fringe communities explicitly provide for operators to establish corridor specific service plans to improve services for each transit corridor over the term of the New Service Contract
- a consistent adult distance-based fare be developed for application to urban fringe areas
- a student fare be applied to all urban fringe services and be set at 75% of the Metro student fare, and be phased in progressively over 3 years
- that full time post-secondary students attending University and TAFE be eligible for a 50% concession fare on urban fringe services.

### 11.2.1 Metro

The new Metro timetable for Launceston was introduced in November 2007. According to Metro the new timetable has produced an initial 12% increase in patronage. The new services are:

1. North Bus – 4 routes, with a combined 10 minute headway from Mowbray into the City on Invermay Road during weekday peak periods.
2. East Bus – 7 routes
3. South Bus – 4 routes including 2 circular routes. All routes operate along Hobart Road between Wolven Street and Blaydon Street giving an approximately 10 minute peak period headway along Hobart Road.
4. West Bus – 7 routes including 2 circular routes. All routes operate along Charles Street past the Launceston General Hospital.
5. River Bus – 11 services, most of which pass the Riverside Shopping Centre, West Tamar Highway.

The single fare from Mowbray to the CBD is \$2.00 and a 10 trip ticket costs \$16.00 (\$3.60 return). For 'middle distance' Metro trips, the single fare is \$3.00 and 10 rides cost \$24.00 (\$4.80 return). The adult concession fare (a flat fare) is \$1.80 and 10 rides cost \$14.40 (\$2.88 return). Integrated ticketing (facilitating transfer between services) is to be introduced in the future.

Metro bus services would like to see more kerb space given to buses at bus stops and higher parking charges in the CBD. If more funding is available, they would reinforce the core routes and provide higher frequencies at weekends. They would like to bring the 40/50 circular route weekday headways down from 30 minute to 15 minute headways, and introduce 15 minute headways on the 60/70 circular route weekday services. Generally Metro is seeking to grow its business and increase the public transport mode share, and is willing to work with the Council to help achieve this.

The three high frequency corridors (or red routes) on the new system are Invermay Road, Hobart Road and Charles Street. We were informed that there is discussion at state level on bus priority measures. The three relatively high frequency routes ('red' routes) of Invermay Road, Charles Street and Hobart Road are likely to be candidates for implementation of measures to give buses priority over other traffic.

Measures to give buses priority over other traffic should be progressively introduced at appropriate locations. Most are low cost measures. When introduced along a major bus route or a congested corridor they can in combination result in a significant reduction in bus travel times. Bus priority measures reduce operating costs and encourage an increase in patronage. They also give a strong message that buses are recognised as an increasingly important component of the transport system.

Bus priority measures include traffic signal pre-emption, bus advance areas, kerb extensions at bus stops, and kerbside bus lanes introduced incrementally. These can be supported by increases in bus service frequencies and the introduction of real time bus information, modern bus shelters etc.

Traffic signal pre-emption is the use of technology to reduce delays to buses at traffic signals. The technology can extend the green times by a few seconds to allow an approaching bus to pass through the intersection without needing to stop, or can bring the next green phase forward to reduce the bus stopped time. The technology that will allow traffic signal pre-emption for buses is to be available in Tasmania in 2009.

Bus advance areas can allow buses to move up to the stop line at traffic signal controlled intersections reducing the delay to buses and giving them a head start at the next green phase.

Bus lanes are traffic lanes, usually kerbside lanes, restricted to the use of buses and other priority vehicles during the hours of operation. Bus lanes are clearly marked lanes with signs giving the hours of operation. They give buses an advantage over other traffic by allowing them to by-pass traffic queued in the adjacent traffic lane (or lanes). Cyclists are usually permitted to use bus lanes. Bus lanes usually end prior to traffic signals to avoid or minimise delays to general traffic at the intersection.

Depending on the road width available, bus lanes can often be created at relatively low cost. A relatively common technique is to restrict the time of operation of the bus lane to a weekday peak

period, say 7-9am or 4-6pm, during which time kerbside parking is prohibited. At all other times of day, kerbside parking applies. Where bus lanes are introduced in this manner, the impact on general traffic can be minimal.

“Transit lanes” are lanes reserved for use by high occupancy vehicles (carpools and vanpools) as well as buses. They can be more difficult to enforce than bus lanes, but may be appropriate in corridors where bus numbers are not yet sufficient to justify bus lanes or as part of a package of measures to encourage carpooling.

**Recommendation: That bus priority measures be progressively introduced on high frequency bus corridors.**

The three high frequency corridors (or red routes) on the new system are Invermay Road, Hobart Road and Charles Street. We were informed that there is discussion at state level on bus priority measures. The three relatively high frequency routes (‘red’ routes) of Invermay Road, Charles Street and Hobart Road are likely to be candidates for implementation of measures to give buses priority over other traffic.

Measures to give buses priority over other traffic include bus lanes and traffic signal pre-emption. Bus lanes are traffic lanes, usually kerbside lanes, restricted to the use of buses and other priority vehicles during the hours of operation. Bus lanes are clearly marked lanes with signs giving the hours of operation. They give buses an advantage over other traffic by allowing them to by-pass traffic queued in the adjacent traffic lane (or lanes). This both reduces bus travel times and improves their timekeeping along congested road corridors. Bus lanes can be created at relatively low cost, often by removing kerbside parking during the hours of operation, say 7-9am or 4-6pm. Cyclists are usually permitted to use bus lanes.

The single fare from Mowbray to the CBD is \$2.00 and a 10 trip ticket costs \$16.00 (\$3.60 return). For ‘middle distance’ Metro trips, the single fare is \$3.00 and 10 rides cost \$24.00 (\$4.80 return). The adult concession fare (a flat fare) is \$1.80 and 10 rides cost \$14.40 (\$2.88 return). Integrated ticketing (facilitating transfer between services) is to be introduced in the future.

Metro bus services would like to see more kerb space given to buses at bus stops and higher parking charges in the CBD. If more funding is available, they would reinforce the core routes and provide higher frequencies at weekends. They would like to bring the 40/50 circular route weekday headways down from 30 minute to 15 minute headways, and introduce 15 minute headways on the 60/70 circular route weekday services. Generally Metro is seeking to grow its business and increase the public transport mode share, and is willing to work with the Council to help achieve this.

**Recommendation: It is appropriate to investigate the use of combined bus/high occupancy vehicle lanes. These can permit the earlier introduction of bus priority lanes by allowing carpools to use the lanes thus increasing their use and benefits.**

### 11.2.2 Private Operators

Contact was made with the operators of the West Tamar Buses and Redline Buses, the major intercity operator.

The West Tamar Bus operator (Bernard Mannion) is keen to carry more passengers under the new performance-based bus contracts currently under negotiation. He would like to be able to use the St John Street bus interchange, and would like to see the parking charges increased in the Launceston City Centre. He would like to see park and ride facilities provided in the West Tamar area, although he has no specific sites in mind.

Redline (Michael Larissey) is also keen on seeing park and ride provided in the fringe areas/rural areas. At present motorists drive from the rural areas to a supermarket car park or other available parking area within the urban area where they park free of charge then catch a local bus.

### **11.2.3 CBD Bus Service**

A low cost or free, frequent, distinctive bus service circulating around the City centre and adjacent areas would assist in encouraging commuters to leave their cars at home (or park and ride) by providing an easy to use service linking destinations in the area. It could also prove popular with tourists. The service could be funded from parking revenues.

The bus service could potentially run on the following route Cimitiere St (Transit Centre) - Tamar St to the southern end of Inveresk Precinct - Tamar St - Brisbane St - George St - Elizabeth St - Charles St - Cimitiere St. This would link destinations such as the Information Centre, Queen Victoria Museum & Art Gallery, Albert Hall and City Park, Princess Theatre & Earl Arts Centre, CBD retail district, Prince's Square and Civic Square.

The basic service would operate in a one-way loop at 20 minute intervals throughout the day on weekdays and Saturdays, supplemented by an additional service operating, say, from 7-9am, 12noon-2pm, and 5-7pm giving a 10 minute headway over these periods.

Assuming two medium size buses with the basic service operating from 6am to 8pm weekdays, and 7 am to 7pm Saturdays, the estimated gross cost is \$200,000 a year.

### **11.2.4 St John Street Bus Station**

The St John Street Bus Station is located on both sides of St John Street in the vicinity of The Mall giving very good access to the City centre shopping precinct.

The bus stops are located on the east side of the street between Paterson and Brisbane Streets (3 stops for the 40/50, 60/64/70/74 and 48/58/66/76/78 routes), and on the west side of the street between York Street and The Mall (2 stops for the 20/25/28/30/32/35/38 and 2/6/7/10 routes). There is a further stop on York Street (80/85/90/95 routes).

Metro referred to an interest in relocating the urban services bus station to the Civic Square or to an off-street location such as Transit Centre, Cimitiere Street. It is understood that part of the reason is the opposition from some retailers on St John Street to the bus station, which has resulted in the loss of on-street parking. Greater use of buses for the trip to work, shopping and personal business will result in more pedestrian activity on St John Street which will benefit retailers.

The St John Street bus station has the advantage of relatively low cost as no land was required and a relatively high profile. It should be ensured that any alternative location provides at least as good a location at an affordable cost and can cater for higher bus numbers in the future as bus services are increasingly used. Use of the station should not be limited to Metro services. If at all possible, all scheduled public bus services including those run by private operators should be allowed to use the bus station.

## **11.3 Park and Ride**

Park and ride can be an appropriate means of reducing car use and encouraging use of public transport. Park and ride facilities should ideally be located close to the origin end of a trip, prior to the congested part of the corridor, and on corridors served by frequent express/limited stop services which are competitive with travel by car. Facilities should be easily accessible and safe. They are typically most successful for travel to a CBD where long stay/commuter parking costs are relatively high.

Despite the recent, sharp increase in the cost of fossil fuels it is unclear whether park and ride from outlying towns or suburbs would be a sufficiently attractive option at present. A trial of the concept should be considered to test the market.

A park and ride from the Inveresk precinct was implemented as a fixed term service during December in 2006 and 2007 to cater for peak shopper demand. It had mixed success and it was not clarified to what extent the service was used by shoppers or by workers seeking free all day parking. The



advantage of park and ride in this area is that it reduces parking pressures on the City centre, and it can be combined with park and walk or park and bike thus encouraging a more active form of travel. It is not, however, likely to produce a substantial reduction in the distance travelled, or CO<sub>2</sub> emissions or traffic congestion. The concept should be progressed further in view of the potential health benefits, provided it does not add to the overall supply of long stay parking in the vicinity of the CBD.

Another option is the Silverdome indoor velodrome which has ample parking available during weekdays. It is accessed from Oakden Road, Prospect. As this site is approximately 800m from Westbury Road, a dedicated shuttle bus service into the City centre may be required and would require funding.

## 11.4 CBD Road Network

The state highway road network is discontinuous through Launceston. It connects into the Wellington Street – Bathurst Street north-south one-way pair and the Brisbane Street - York Street east-west one-way pair located just to the west of the Launceston City Centre.

The City's Primary Arterial Network is configured to provide links to and between the four state highways. It includes the above one-way pairs, but also includes the four roads round the CBD core, namely Paterson Street, George Street, York Street and Charles Street. These streets are all operated as one-way roads, with traffic flows in the range 8,000-14,000 vehicles per day.

This CBD network creates a barrier to pedestrian movement into and out of the core area.

It is suggested that the Council review the need to designate CBD roads east of Wellington Street as primary arterials. Downgrading the status of these roads would facilitate the introduction of measures to slow traffic down, and improve pedestrian crossing facilities adding to the overall amenity and attractiveness of the CBD for pedestrians and cyclists. Alternatively, it may be possible to convert these roads to two-way operation, thus further reducing the attractiveness of CBD roads for east-west through traffic.

## 11.5 Findings

1. Greater use of public transport, walking and cycling for travel to the Launceston City centre is an essential outcome of the sustainable transport strategy, and should be supported by the parking supply and management policies.
2. The improvements to the Metro bus services to and within the Launceston urban area implemented in 2007 combined with forthcoming improvements to the private bus services should alleviate many of the concerns expressed by residents regarding the quality and availability of bus services. They should provide a good platform for greater use of bus services for travel to work, tertiary education and shopping.
3. In addition to parking management measures the Central Launceston Transport Strategy should include:
  - 1) Measures to support increased bus use on key corridors
  - 2) A good quality, accessible CBD bus interchange used by all bus services into the CBD
  - 3) A dedicated CBD bus service which would complement measures to encourage the use of public transport for travel to the City centre
  - 4) Measures to encourage carpooling and vanpooling for the trip to work
  - 5) Park and ride facilities including possible sites at Invermay, Legana and Silverdome
  - 6) Alterations to the management of CBD streets to facilitate and encourage walk trips and increased bicycle use and to discourage through traffic.

## 11.6 Strategic Transport Recommendations

### Recommended that:

1. **Invermay Road, Charles Street and part of Hobart Road be managed as major corridors for the movement of people. This should include increased bus frequencies supported by bus priority measures such as signal pre-emption, bus advance areas, kerb extensions at bus stops, and kerbside bus lanes introduced incrementally along with increases in bus service frequencies and supported by real time bus information, modern bus shelters etc.**
2. **Measures to encourage carpooling are investigated. These include permitting high occupancy vehicles to share bus lanes, an action which will also the increase in benefits of bus lanes and may enable bus priority measures to be introduced earlier. Another possible measure is to provide free or priority parking for registered carpool vehicles in public car parks. Encourage the carpooling scheme through 'coolpoltas'<sup>25</sup> a car sharing website promoted and endorsed by state government.**
3. **A dedicated CBD bus service with frequent services using buses with a distinctive livery is introduced. The estimated gross annual operating cost over the assumed route and assumed operating hours is \$200,000. The bus service could be funded from increased parking revenues, and should be free or low fare. (Refer the Central Area Transit (CAT) bus system in Perth, WA.)**
4. **The St John Street bus station, which is a well-located facility, should, if at all possible, be made available to all 'urban' bus operators. Should the station be re-located to an off-street site, it should be ensured that the alternative facility is attractive and affordable, is available to all approved users, and provides sufficient space to accommodate future growth in bus numbers.**
5. **Consideration is given to introducing a park and ride facility at an outer area such as Legana and/or at the Silverdome on a trial basis.**
6. **A permanent park and ride/park and walk/park and bike facility is located at the Inveresk car park provided it can be ensured that it is carefully integrated with and supports the parking supply and management policy for the City centre.**
7. **An investigation is undertaken into the effects and potential benefits of altering the way in which the street system round the CBD is managed to improve the pedestrian and cycle environment and reduce the volume of through traffic.**

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<sup>25</sup> [www.coolpoltas.com.au](http://www.coolpoltas.com.au)

## 12 Walking and Cycling

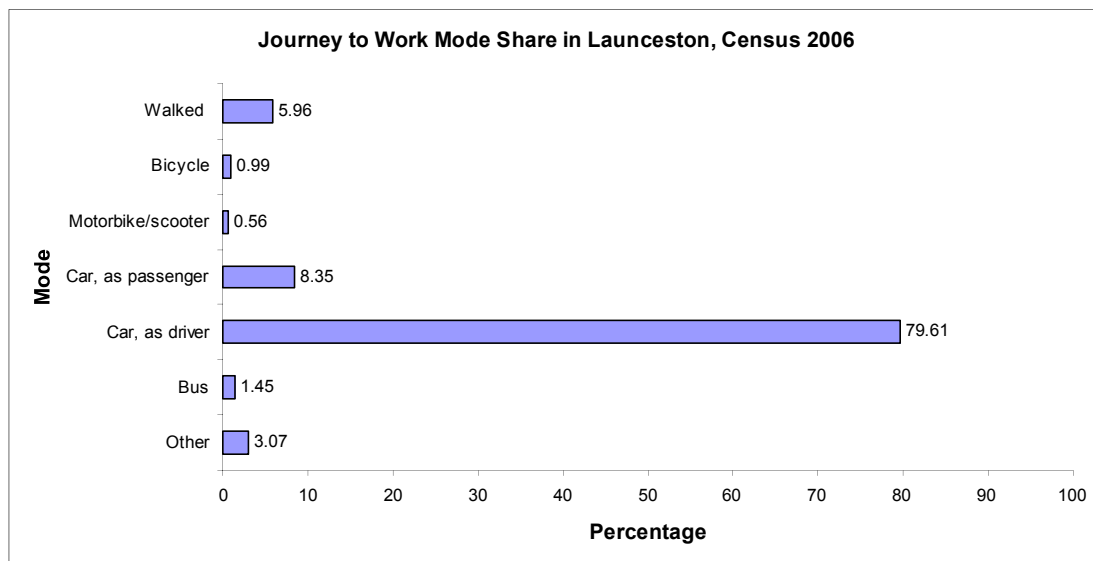
### 12.1 Context

In a climate of economic, environmental and social awareness; concern over increasing transport costs, a higher prevalence of obesity, congestion and global warming has led to the benefits of walking and cycling being increasingly relevant and recognised. The personal benefits associated with the experience of walking and cycling are also recognised, such as convenience, independence, economy, the fostering of local culture, more interaction on streets and health benefits ranging from maintaining a healthy heart to developing strength, stamina, and good posture.

### 12.2 Walking and cycling trends

Launceston is a major service centre for the north of the island of Tasmania as well as a "University town" and a popular tourist destination. Table 12 shows that currently around 1 per cent of people cycle to work for all or part of their journey and 6% of people walk to work<sup>26</sup>. This data has been obtained by dividing the total number of trips to work by certain modes by the total number of trips to work – on the day census data was collected in 2006.

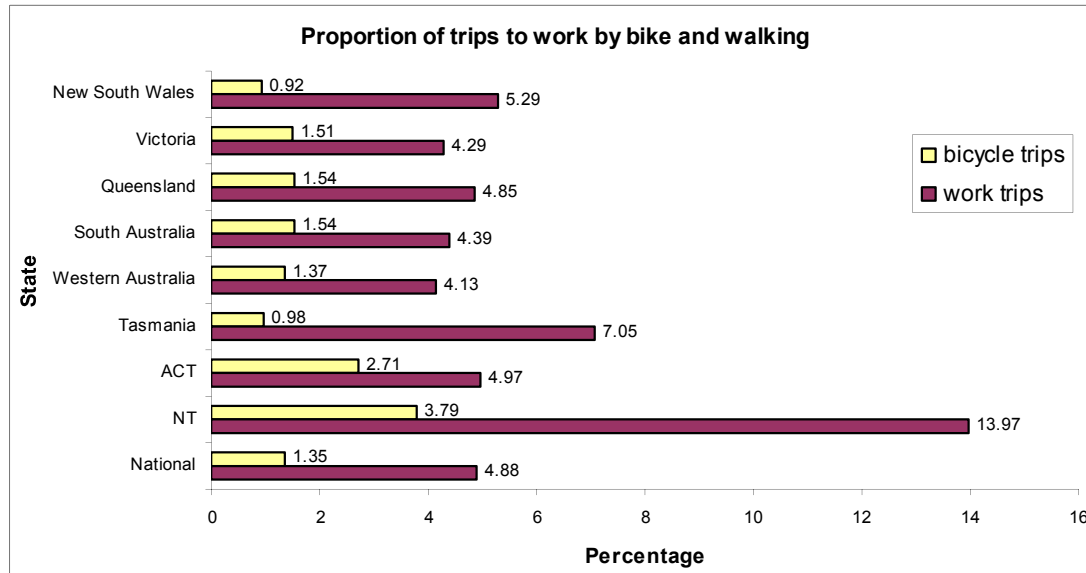
**Table 12: Journey to work mode share**



<sup>26</sup> Australian Bureau of Statistics 2006

In a comparison of Australian States, in 2006 cycling to work was most popular in the Northern Territory and the Australia Capital Territory where bicycles were used in around 4% and 2.5% (respectively) of all trips to work. Tasmania had the second lowest cyclist mode share for journey's to work<sup>27</sup>. Walking to work was most popular in the Northern Territory and Tasmania.

**Table 13: National comparison of journey to work by cycling and walking**



### 12.3 Strategies and objectives

Launceston has a well developed network of sealed and unsealed walking trails and *shared* cycling and walking trails in rural areas to the north and south of the central area. Few cycle lanes or other facilities are provided within the City centre and anecdotal evidence suggests that in some locations the width and condition of footways in some areas is poor.

The Launceston Community Survey undertaken in January 2008 showed that roads, traffic and footpaths are high on the community's agenda and that community members thought that these areas warranted more attention.

Launceston aims to reduce private vehicle commuting by promoting alternatives such as cycling and walking. Launceston's strategic goals for the central City area include:

- promoting the environmental benefits of alternative transport and reduced congestion
- promoting an active community through encouraging opportunities for cycling, walking and recreation.

Launceston's vision for cycling is detailed in the Bike Plan and is for Launceston "*to be recognised as a bicycle friendly City for everyone*". Launceston has identified 6 key areas where attention will be directed to increased participation in cycling:

- to improve and build the recreational trail network
- to create safer commuting routes and improve the safety of streets for cycling
- to improve bicycle parking facilities and other amenities to support cycling
- to promote cycling as an activity to increase participation and encourage use of existing facilities

<sup>27</sup> Australian Bureau of Statistics 2006

- to educate and raise awareness amongst cyclists and road users about appropriate behaviours
- to develop strategies to incorporate cycle tourism.

Despite there not being a published walking plan, Launceston's *Vision 2020*<sup>28</sup> identifies four priority areas; the natural environment, built environment, social and economic environment and cultural environment. Encouraging more pedestrian traffic in the CBD and urban areas, and working with stakeholders to reduce heavy traffic in the CBD and urban areas are identified as key goals. Additionally strategic objectives have been incorporated in the *Launceston Central Area Development Strategy* (Ratio Consultants Pty Ltd, 2002). It is noted in the Strategy that there is potential to improve the pedestrian experience of the central area through:

- the integration and linking of walking paths
- the provision of themed signage and furniture
- the development of interpretation points at significant sites along walking paths, both within the 'urban' and 'natural' sections of the central area.

Launceston's *Strategic Plan 2008 – 2013* also states an intention to 'investigate interlinked cycle ways/trails for the greater Launceston area.

There are no specific walking groups in Launceston however Launceston City Council formed a Bike Committee in 1996 in response to a recommendation from the Northern Suburbs Bikeway Options Project. The Launceston Bike Committee represents recreational, commuter and competitive cyclists. The committee was responsible for the development and adoption of the Launceston Bike Plan adopted by council in 2004. Launceston also has a Bicycle User Group (BUG), which works to improve facilities for cyclists and to encourage more people to take up cycling.

Launceston City Council has also established partnerships with other organisations in order to pursue initiatives that promote walking and cycling. A key initiative is Active Launceston, a community driven project aimed to improve the health and wellbeing of the people of Launceston through increased participation in physical activity. Active Launceston is led by the University of Tasmania and other partners include the Education Department, Examiner Newspaper and TAFISA (Trim and Fit International Association for All). The Active Launceston project has resulted in various promotional events as well as a free 'park and walk scheme. Active Launceston is led by three objectives;

1. Identify and engage with relevant groups to coordinate, cooperate and commit to the goal of Active Launceston
2. Enhance and increase the opportunities for the community's participation in physical activity.
3. Identify and develop resources that support and monitor increased participation in physical activity.

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<sup>28</sup> Launceston Vision 2020 <http://www.launceston.tas.gov.au/subsector.php?id=3158>



## **13 Strategic Walking and Cycling Recommendations**

### **13.1 Policy development**

#### **13.1.1 Context**

Walking and cycling infrastructure must be delivered in the context of travel demand management. Increasing cycling trips will be directly related to and dependent on a reduction in car trips. Therefore the integration of walking and cycling policies with Launceston's wider transport and land use management and operational policies is important. This integration will help to ensure that pedestrians and cyclists are automatically considered *and* prioritised whenever possible, and that opportunities to incorporate walking and cycling improvements into other projects and programs are taken up.

#### **13.1.2 Recommendations**

- **Transport parking and land use policies that encourage vehicle restraint should be pursued.**
- **Council should establish overarching cycling policies that provide broad agreement and certainty within council about accepted approaches and treatments e.g. use of advanced stop lines.**
- **Incorporate and align walking and cycling in future reviews of local and regional planning and transport documents.**
- **Review the Launceston Bike Plan, (City of Launceston 2005) noting that the objectives of the original plan are still relevant and consider development of a walking plan – combined with or separate to the Launceston Bike Plan.**
- **Undertake a gap analysis of the internal working documents which support the Bike Plan, namely the Operational Plan and the Internal Works Plan and Budget in order to check progress against actions, remove redundant actions and to add new actions.**
- **Implementation timeframe targets should be established relating to the walking and cycling works program.**

### **13.2 Network management**

#### **13.2.1 Context**

Managing the walking and cycling network and the interaction of different road users is complex and requires the input and resources of various stakeholders. Assigning and coordinating roles and responsibilities, particularly between State and Local government is essential for the network to function effectively. Important management roles relate to road user behaviour, lobbying, obtaining and distributing funding, updating and adhering to quality control and established standards of infrastructure design, maintenance and asset management and monitoring both user demand and the implementation of works programs.

#### **13.2.2 Recommendations**

##### **Roles and responsibilities**

- **As a priority and in partnership with relevant organisations (e.g. schools and bike shops and individuals) develop a current and aspirational 'roles and responsibilities' matrix. A key focus should be working with State government to identify barriers to and opportunities for, strategic policy development particularly in the areas of infrastructure, education and the promotion of cycling and walking.**

- **Agree a terms of reference for the bicycle committee including identifying what pedestrian focused activities fall under this committee.**

#### **Funding**

- **In line with earlier recommendations (6.3.5) additional parking revenue is fundamental to funding the promotion of increased sustainable travel and therefore access should be granted to this money to fund the development of sustainable transport options and initiatives.**
- **Council is to develop a business case to demonstrate the value of investment in walking and cycling in Launceston and compare this to investment in other transport areas.** (Factoring in benefits in eight areas including health London's cycling business case showed a cost benefit of 2:2:1 on the basis of implementing a basic program (£57M)<sup>29</sup>. The cost to benefit ratio of the Perth Bicycle Network was calculated as 12:1, compared with roads commonly at 4:1 or less).
- **Council should ring fence funding for the promotion of walking and cycling. This amount should be reviewed annually and increased as appropriate.**

#### **Quality assurance**

- **Consider assessing compliance of constructed bicycle routes against an established standard.**

#### **Maintenance and asset management**

- **Launceston holds a GIS database on which assets are recorded. Launceston should continue to ensure cycling and walking assets are recorded.**
- **Launceston should consider whether there is value in documenting the maintenance strategy for walking and cycling infrastructure. This should be integrated into Councils wider maintenance strategy and should include:**
  - **regular clearance of debris from road edges (particularly highway sealed shoulders and paths**
  - **annual bicycle reviews or audits to identify level of services and condition problems.**

#### **Monitoring**

- **Launceston should develop a monitoring strategy that makes provision for the following to be consistently monitored (against targets):**
  - **Usage via manual or automated cycle counts**
  - **Cycle parking utilisation**
  - **Network implementation and maintenance against intended time frames.**

### **13.3 Network conditions**

#### **13.3.1 Context**

Pedestrians and cyclists make up very different types which are mainly distinguished by journey purpose and skill level. Each group or type of user has different characteristics and needs. Journey purpose varies and includes trips to work, for recreation, in the local neighbourhood, to school (children), or for tourist activities. Additionally walking and cycling may form the whole or just part of a journey. As such infrastructure must be characterised by design that appeals to a broad spectrum of

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<sup>29</sup> Transport for London 2004

users, caters for the whole journey (with end-of-trip facilities e.g. cycle parking) and results in routes that are safe, continuous and coherent.

A hierarchy of approaches is commonly used to plan networks to ensure that key barriers, namely traffic speed and volume are addressed. In considering treatments in relation to the above it should be noted that individual locations will dictate what a suitable treatment is and what is physically possible at that location. Where cycling is concerned it should be noted that Launceston City Council intends to develop routes plans to lead the development of new cycle routes.

### 13.3.2 Recommendations

#### Routes

- **Undertake analysis of comments received at walking and cycling forums in regard to specific problem areas nominated by participants, and categorise these for remedial action.**
- **Launceston should prioritise the provision of on-road cycling infrastructure in the central area.**
- **Launceston should prioritise the reduction of road traffic volumes and traffic speeds ahead of or in tandem with infrastructure provision to create pleasant conditions for walking and suitable conditions for cycling in mixed traffic.**
- **Provide a network of routes spaced at between 500m – 1000m from trip attractors and generators and other routes.**
- **Launceston should review the quality and consistency of pedestrian and cyclist signage and way finding information, particularly in regard to bicycle parking and off-road walking trails and paths.**



Figure 19: Indicative directional signage<sup>30</sup>

- **Investigate whether private easements, common in the Launceston CBD, could be appropriately signed and opened up to improve connectivity and permeability for pedestrians.**
- **The shoulders of all highways connecting rural areas with the central area e.g. West Tamar Highway should be sealed wherever possible (desirably 3.0 meters).**
- **Investigate the use of innovative treatments to improve priority for pedestrians and cyclists such as demand-actuated signals, advanced stop lines and pedestrian crossing controls.**
- **Traffic calming treatments are designed with careful consideration of the impact on cyclists.**
- **Angle parking impairs drivers' view of oncoming cyclists when reversing out of bays<sup>31</sup>. Angle parking should not be implemented particularly on cycle routes.**

<sup>30</sup> Source: ARTA Guidance Note on Cycle Parking Facilities 2007

## Cycle parking

- **Implement cycle parking in the following priority places:**

### Public

- **Where there is an existing demand (i.e. where bicycles are being locked to other street furniture, trees etc.)**
- **Public facilities – outside community facilities such as libraries, leisure centres, civic centres, swimming pools, tourist information centres, playgrounds, and public toilets**
- **Public Transport terminals**
- **Clusters of stands at frequent intervals in the City and at other centres/local shopping centres, where cycle parking is needed for short periods, instead of larger groupings at fewer sites**
- **Public car parking buildings.**

### Private

- **Multi-storey residential developments**
- **Workplaces**
- **New developments or sites which are being redeveloped**
- **Tertiary education facilities**
- **Individual businesses and employment centres.**

- **High quality, secure cycle parking facilities should be provided at key interchanges such as the CBD in the form of 'bike stations' or 'bike hubs'. Launceston should carry out a detailed feasibility study to estimate demand and usage for such a facility and to investigate various technologies e.g. (Smart Card operation) and operation and management models (e.g. 12 hour or 24 hours, manned or un-manned, free or paid) and identify those most suited to Launceston. It is estimated that \$100,000 to \$250,000 may be required to establish 2 bike hubs.**

The King George Square Cycle Centre in Brisbane (Refer Appendix E) charges cyclists between \$5 and \$7 dollars for the use of its facilities including the use of secure cycle parking and showers;

Brisbane's cycle2city campaign (C2C) has a focus on the individual who wishes to integrate cycling to and from their workplace as a healthy and active alternative to car, bus or train. The following is an extract from the Brisbane City Council website:

"Cycle2city (C2C) is a unique facility located within the heart of Brisbane City and designed to encourage and support those commuter cyclists previously hampered or prevented from cycling to work due to inadequate facilities. Membership provides daily access to secure bike parking, a fresh towel, locker, and plenty of showers and toilets. An optional laundry service is available and a small retail area for convenience items, ranging from toothpaste to tyre tubes."

The award winning Finsbury Park cycle parking installation in London costs 50p (est. AUS \$1.25) per day;

The United Kingdom's Department for Transport guidance states that in regard to paying for cycle parking 'most on-street cycle parking will be offered free of charge, but there is evidence that some cyclists are prepared to pay a small fee for secure off-street parking. Cycle centres and off-street parking places, such as those in car parks and at some rail stations, usually charge for parking. Charges of around 50p - £1.50 (est. AUS\$1.25 – \$3.75) are common depending on the length of stay').

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<sup>31</sup> Austroads 1999

- **If Launceston charges for long-stay cycle parking, in the City this should be integrated with public transport payment and ticketing systems.**
- **Work with providers to investigate the feasibility of bike racks on buses servicing key bus routes.**
- **Facilitate the provision of secure, covered bicycle parking in all schools to promote cycling by students.**



**Figure 20: School bicycle parking<sup>32</sup>**

Launceston has an opportunity to provide an example of best practice for a small city encouraging the use of bicycle by commuters. The city is to investigate offering cyclists high-quality, secure bicycle parking facilities.

This process is to occur in stages with the city first determining the location and amenities it will provide such as bicycle and clothing lockers, showers and change areas, after hour security and excellent pedestrian access for users. It is envisaged that an area within each of the Paterson Street car parks may be suitable for this purpose.

Secondly in consultation with bicycle user groups, a reasonable fee is to be levied and the facility promoted to all potential commuter and casual cyclists.

It is recommended that Launceston pursue this initiative on a 6 month trial basis funding it with surplus income generated from parking fees. A successful trial, which is subsequently expanded by location (such as the hospital) will convert some drivers to cycling and thereby reduce demand on existing parking facilities.

### **Recommendation**

**Establish a 6 month trial of a user pay, high-quality, secure, end of trip cyclist terminus in the city centre, and work together with bicycle user groups to promote its benefits.**

<sup>32</sup> Transport for London 2004



## 13.4 Promotion

### 13.4.1 Context

In order to maximise the benefit gained from walking and cycling infrastructure, a package of interventions has been adopted by Launceston City Council that includes promotional initiatives to raise the profile of walking and cycling as a form of transport. The following promotion strategies are proposed, some of which are already being implemented by the City of Launceston.

### 13.4.2 Recommendations

- **Regularly generate good news press releases in regard to cycling and walking and publicise its successes.**
- **Prepare a simple communication strategy identifying which, how and when stakeholders will be involved in walking and cycling promotional activities.**
- **Continue involvement in Walk to Work Day, Bike to Work Day, annual, national community events and Bike Week, an internationally run campaign to promote cycling.**
- **Continue to run annual cycling and walking events e.g. Great Launceston Cup Ride, organised pram walks as part of 'Get Walking Tasmania Week'.**
- **Continue to provide cycling, walking and public transport local access guides and maps.**
- **Consider working with local business to promote the use of bikes for freight and courier activities amongst local businesses and by Council itself.**
- **Capitalise on walking and cycling holidays as a popular activity by encouraging businesses, bike shops and accommodation providers to tailor their services to attract bicycle tourism e.g. providing air, cycle parking and discounts for refreshments.**

## 13.5 Education

### 13.5.1 Context

A lack of confidence, particularly in the case of cycling, and perceptions about safety and road user behaviour can act as barriers to cycling and walking. Providing information about transport options such as walking routes, and recognising the challenges associated with taking up cycling for the first time and providing support and encouragement to overcome these challenges are essential elements in increasing walking and cycling.

### 13.5.2 Recommendations

- **Implement a cycle training program to:**
  - **Improve safety and support people to take up cycling for the first time by increasing increase confidence and skills.**
  - **increase awareness amongst motorists about cycling, particularly amongst parents who can be invited to participate in the delivery of cyclist training.**
  - **teach new cyclists where best to position themselves on the road and how to safely negotiate intersections, roundabouts and obstacles.**
- **Consider working with the University to pilot TravelSmart<sup>33</sup> initiatives.**

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<sup>33</sup> TravelSmart is an approach to motivate people to use alternatives to cars such as walking, cycling, public transport and tele-access by providing information, advice and encouragement that helps inform decision making (Department for Planning and Infrastructure 2007)

- **To minimise costs and maximise shared benefits, Launceston should continue to partner with other authorities and groups on campaigns e.g. about mutual awareness.**

## **13.6 Development control**

### **13.6.1 Context**

Land use planning and the design of new developments can affect the quality of the walking and cycling network usually by creating new opportunities for access or by affecting the amenity of the street environment. Therefore new developments need to be assessed for their impact on walking and cycling and developers need to be aware of ways to improve the pedestrian and cyclist amenity of their developments. Decision making relating to land use planning should be undertaken with a view to implementing walking and cycling related policy. It should be noted that Launceston's Planning Scheme is about to be reviewed and updated.

### **13.6.2 Recommendations**

- **Investigate and apply minimum planning standards to end-of-trip facilities for cyclists/walkers particularly in view of Council's desire to increase multi-storey development in the City centre.**
- **Investigate providing mechanisms to allow developers to substitute car parking for end-of-trip facilities.**
- **Investigate providing mechanism by which Launceston can require developers to provide capital infrastructure that benefits pedestrians and cyclists instead of providing cash-in-lieu e.g. for awnings, lighting etc. including for revenue activities to promote walking and cycling such as cyclist training in the local area.**
- **Investigate incentives that could be provided to developers who adopt favoured design approaches.**
- **Review best practice planning guidance provided to planning officers and developers in similar sized regions and larger cities e.g.** For example development in Perth is guided by '*Liveable Neighbourhoods*', the operational policy document used by planners and developers aimed at decreasing car dependence. Key principles include interconnected streets, creating a sense of place, safety and fostering opportunities for leisure, creating connections to existing areas, orientating frontages to provide 'eyes on the street', avoiding set backs that effectively create 'no mans land' between streets and dwellings, applying variety to the size and type of dwellings, density targets and creating walkable activity centres.

## **13.7 Integration with other schemes**

### **13.7.1 Context**

All streets have the potential to be used by cyclists and therefore benefit can be gained from checking road schemes for their impact on pedestrians and cyclists in terms of safety, comfort and convenience. Some transport authorities use auditing procedures to check the impact of new road schemes. Transport for London undertakes Non-Motorised User Audits on new street schemes at preliminary design, detailed design, pre-opening and post-opening project phases. The Department of Transport in the UK has also developed 'Cycle Audit' to examine new road schemes, at various stages of development for cycle-friendliness.

### 13.7.2 Recommendations

- **Investigate best practice Non-Motorised User Audits<sup>34</sup> to ensure the provision for walking and cycling is integrated into the planning and design stage of all new projects including linkages and end-of-trip facilities. If adopted, the amount of time and effort put into an audit or review should reflect both the current level of bicycle use and the likely extent of any suppressed demand so that resources are not used unnecessarily.**

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<sup>34</sup> Focuses specifically on pedestrians, cyclists and those with mobility or disability issues and is used to assess the impact of a road project on convenience, safety and accessibility.

## 14 Summary of Findings

Launceston's past policies and practices in car parking management have left the City with a number of ongoing issues that need a focused, integrated plan to ensure that they are fully and appropriately addressed.

In respect of its sustainable transport goals the major parking related problems currently faced by Launceston are:

- current parking capacity should be used more efficiently
- parking demand needs to be managed and reduced
- overall parking supply needs better strategic regulation
- improved convenience and quality of transport infrastructure options is necessary.

Although complaints are received by the City relating to a perceived shortage of public parking, recent surveys undertaken in high demand areas at peak demand hours, indicate a significant number of unoccupied parking spaces. While the City has accurate data on the supply of parking bays, no meaningful data on demand is available.

Operationally, the car parks and on-street pay parking could and should improve the level of service to drivers. The presentation of the car parks could be upgraded with better lighting and signage. Alternative payment options should be made available. Customers are limited to paying by cash only, and delays at exit are not uncommon. Wayfinding signage to the Council's car parks could be reviewed as well as signage within the car parks.

The technology used in on and off-street parking is labour intensive. Launceston can improve customer service in car parking by considering changing over from manned exit lanes to auto pay payment facilities. This will not only speed up the payment transaction time, but it will reduce queuing on the way out of car parks.

A customer service business that operates over extended hours and generates revenues in excess of \$5million per annum warrants a full time manager, backed up with appropriate support staff, technology and systems. Management initiatives are curtailed by the limitations of the current technology to provide comprehensive statistical and financial data. There is no separation of responsibility for important elements of cash control and audit. Regular independent audits should be undertaken.

Many opportunities exist to market and promote the car parks with expanded trading hours, retailer validation systems, increased flexible pricing and re-branding of the car parks.

The current parking pricing and operating hours provided by Launceston Council is an inconsistent mix of fees and hours which does not appear to serve any strategic purposes. The current parking infringement penalty is not much of a deterrent. Changes to Launceston's parking fees and operating hours will ensure some consistency, improve customer service, serve broader goals of encouraging alternative forms of transport, and create additional capacity for bona fide visitors and other patrons of the CAD. All of these will ensure that current parking capacity is used more effectively. It is a much cheaper way of creating additional supply than constructing new parking bays.

Many stakeholders in the City need are not aware of the true commercial capital and ongoing costs of parking resources, in addition to their environmental and social burden. The Council must take responsibility for this ongoing educating role. As a minimum, it should deal with the following issues:

- drivers cannot expect unlimited parking close to their destination
- unlimited supply has environmental, social and economic drawbacks
- need for sustainability planning

- benefits of improved compliance
- benefits of Parking Control and Management Plans
- options for reinvestment of income from parking services into improving transport infrastructure.

These stakeholders currently require a traditional approach to parking which assumes that motorists should nearly always be able to easily find convenient, free or inexpensive parking at every destination.

Under this predict and provide approach, parking planning is based on the premise that 'parking problem' means 'inadequate supply' and consequently:

- more parking is better
- every destination should satisfy its own parking need (minimum ratios)
- car parks should never fill
- parking should always be free or subsidised or incorporated into building costs.

However, in the last ten years there has been an increasing trend towards more efficient use of existing transport infrastructure as an alternative to expanding roads and parking facilities incorporated in a technique known as Travel Demand Management (TDM). TDM emphasises the movement of people and goods, rather than motor vehicles, and gives priority to more efficient travel and communication modes (such as walking, cycling, car sharing and public transport),

The challenge for Launceston is to find a balance between adequate parking supply to ensure the vitality of the businesses in the City and the environmental, social and economic necessity towards more efficient use of transportation infrastructure and travel demand management techniques. All stakeholders must recognise that adequate parking supply does not mean generous supply, and that there will be times when parking demand will exceed available supply (other than just prior to Christmas).

A parking hierarchy acknowledges that in certain streets, a distinction of priorities needs to be made between user categories.

The objectives of the parking hierarchy are to:

- uphold the safety and convenience of all road users
- encourage the use of alternative transport modes such as bus, train, walking and cycling
- promote equitable and transparent allocation of parking spaces across all user groups
- facilitate consistent decision making regarding parking infrastructure.

It is necessary to identify different parking user groups and develop a hierarchy to assist in assessing and allocating parking resources.

Congestion and environmental issues have the potential to result in adverse impacts on businesses and social and cultural activities which rely on efficient access and on the amenity of the City for the people who work, live and visit it each day. The principal objective of the implementation of zones is to promote a balanced transport system to gain access to central Launceston to encourage the movement of people, encourage higher density land use and to limit the growth of traffic congestion.

The cash-in-lieu policy has not been implemented to date. There are a numbers of issues relating to the current cash-in-lieu policy, including:

- It may be seen by developers as a development tax (although developers have the option of providing parking or paying in lieu of parking).

- The amount charged per space should reflect the cost of constructing a parking building rather than surface/at-grade parking.
- The car parking generated by cash-in-lieu must be located in, or close to the precinct and in accordance with a 'strategy plan'.
- The money raised can only be used for car parking and not for other transport purposes .
- No rationale is given for the area described as the CBD Defined Precinct.
- As much of the land in central Launceston is already developed and the amount of re-development is limited (by heritage etc), there may not be enough development to provide a meaningful flow of funds, to find additional parking supply.

The methodology underlying minimum parking requirements is considered to lack accuracy and efficiency in several ways. It:

- uses conservative design standards leading to an oversupply of under-utilised parking
- results in fragmented parking supplies
- ignores value and gives no consideration to the marginal benefits and costs provided by additional parking spaces
- does not take into account actions or strategies aimed at increasing the use of public transport, walking or cycling
- is unresponsive to demand management.

Empirical research undertaken in other Australian States into actual parking demand for shops, supermarkets, restaurants and medical centres, shows that the number of spaces required is between 50% and 80% of the rates stated in their planning codes.

Calculations of minimum parking requirements are typically based on statistical relationships between land use and floor area. In many cases, these relationships explain as little as 5% of the actual demand for parking, thereby indicating that other factors are far more significant than floor area in determining demand for parking. In addition, parking demands may vary significantly in relation to external socio-economic factors, such as the convenience of public transport, the availability and price of parking at the destination and the price of fuel. Parking supply rates for new developments should be reviewed and strategically based on facts and research, and ultimately incorporated into the planning scheme.

Maximum parking standards do not require a minimum amount of parking but instead set a limit on the total amount of parking which may be provided with developments. They can be regarded as an adaptation of Launceston's current Car Parking Exemption Area policy.

The introduction of parking maximums combined with site caps and criteria for assessing applications for exceeding the site caps would:

- enable the Council to decline applications which are inappropriately car-based and make no attempt to reduce the parking provided
- provide flexibility to permit approval of applications exceeding the applicable maximum parking rate provided certain criteria are met.

The dominance of travel by car with the driver as the sole occupant is an important issue. A car carrying a single occupant is an inefficient form of transport with high energy cost per person kilometre and high environmental effects.

A sustainable transport strategy must include measures to encourage a substantial rise in the proportion of people choosing to use sustainable modes of transport. A park and ride trial from the Inveresk precinct was trialled during December in 2006 and 2007 and had mixed success. The



advantage of park and ride in this area is that it reduces parking pressures on the City centre, and it can be combined with park and walk or park and bike thus encouraging a more active form of travel. Greater use of public transport, walking and cycling for travel to the Launceston City centre is an essential outcome of the sustainable transport strategy, and should be supported by the parking supply and management policies.

Launceston has a well developed network of sealed and unsealed walking trails and shared cycling and walking trails in rural areas to the north and south of the central area. Few cycle lanes or other facilities are provided within the City centre. Walking and cycling infrastructure must be delivered in the context of travel demand management. Increasing cycling trips will be directly related to and dependent on a reduction in car trips. Therefore the integration of walking and cycling policies with Launceston's wider transport and land use management and operational policies is important.

Land use planning and the design of new developments can affect the quality of the walking and cycling network usually by creating new opportunities for access or by affecting the amenity of the street environment. Therefore new developments need to be assessed for their impact on walking and cycling and developers need to be aware of ways to improve the pedestrian and cyclist amenity of their developments.

## 15 Summary of Recommendations

The recommendations set out in the various sections of the report are summarised and categorised below. They are initially classified into 5 objectives:

1. Parking Initiatives (PI)
2. Regulatory Reforms (RR)
3. Funding mechanisms (FM)
4. Cycling and Walking Initiatives (CWI)
5. Public Transport Initiatives.(PTI)

Each is also grouped into commencement priorities which are:

Urgent (to commence within 1 year)(U)

Medium Term (1-3 years)(Med)

Longer Term (>3years)(Long)

Ongoing (On)

Thirdly, for purpose of delivery, a typology allocation has been used. These are:

Regulation (Reg)

Education (Ed)

Partnership (Pt)

Capital Works (CW)

Management (Mgmt)

	Action	Ref Section	Objective	Priority	Typology allocation
1.	An audit of the car parks against Principles of CPTED is to be undertaken at all existing and new car parks, especially at-grade sites	5.1.6	PI	Med	CW
2.	It is important that on typical working days, (not in December or at other times of high demand), the City surveys the vacancy and parking utilisation in its own and in competitor car parks in the CBD. These surveys are to be repeated at least every 5 years. . Surveys should examine parking demand, volumes, duration of stay, peak usage and compliance with restrictions in the CBD. Simultaneously, parking origin and destination surveys should be undertaken. An annual budget allocation should be set aside for the City to undertake rolling surveys of all car parking demand and supply over a five year period, with critical areas surveyed every two years.	6.1 / 9.1.2	PI	Urgent / ongoing	Mgmt
3.	Extra revenue from parking is to be reinvested into parking facilities and alternative transport access to the City	6.3.5	FM	Long	Ed
4.	Launceston can improve customer service by changing over from manned exit lanes to pedestrian payment facilities	7.2.3	PI	Med	CW
5.	It is important that a portion of the additional net income from parking is reinvested in the upgrade of the car parks and improvements to the technology used	7.2.3	FM	On	CW
6.	Parking management policies should also clearly distinguish between short stay and long stay parking, and integrate parking supply and management with measures to encourage more use of public transport, walking and cycling.	8.1	PI	On	Mgmt
7.	To give effect to the strategic vision for greater use of public transport and reduced car use, parking in Launceston is to be used strongly as a Travel Demand Management tool	8.1	PI	U	Reg/Ed
8.	A parking user hierarchy is applied to planning decisions in Launceston	8.2.2	PI	Med	Reg
9.	Determine zones for pedestrian priority and short stay parking only within the CBD and implement planning controls to enable the desired use of these zones is retained	8.3	RR	Med	Reg
10.	All stakeholders in the City need to become aware of the true commercial capital and ongoing costs of parking resources, in addition to their environmental and social burden. The Council is responsible for this ongoing educating role	8.4	PI/CWI/PTI	On	Ed
11.	Implement a Parking Control and Management Plan (PCMP) to be provided by developers including car park operators, together with their application for all developments and for approval to operate any car park with more than five spaces	8.5	PI	Med	Reg
12.	Parking signage package is to be developed which brands the City of Launceston Parking to differentiate it from CarePark	8.6	PI	Urgent	Ed
13.	A wayfinding system should be applied uniformly across the entire City equally to council and privately owned public car parking areas	8.6	PI	Med	Ed
14.					
15.	Alter the structure of current parking fees and operating hours	9.1.3	PI	U	Mgmt
16.	In order for parking fines to be an effective deterrent, they need to be reviewed upwards	9.2	RR	U	Reg

	Action	Ref Section	Objective	Priority	Typology allocation
17.	A re-evaluation of the current parking planning ratios is necessary in order for Launceston to ensure it is applying practical relevance to future parking requirements	10.2	RR	Long	Reg
18.	The following section be added as sub section 48.9(4) to Section 48.9 Variation of car parking requirements: The following factors will be taken into account in assessing applications for a reduction in the number of parking spaces required: <ul style="list-style-type: none"> <li>• where parking spaces can serve more than one use or function (e.g. restaurants may derive some of their business from workers already parked in the area).</li> <li>• where the same parking spaces can be available for uses which have peak demands at different times of day.</li> <li>• where it can be demonstrated that use of alternatives to the single occupant car will reduce the demand for parking. This includes:                             <ul style="list-style-type: none"> <li>• where the development will provide facilities for cyclists including bicycle parking, lockers and showers</li> <li>• where a travel plan will be in place, is properly justified and will be maintained over time</li> </ul> </li> </ul>	10.2	RR	Med	Reg
19.	It is recommended that in the absence of specific information for an area/activity, the maximum parking allowance be initially set equal to the current minimum.	10.3.4	RR	Med	Reg
20.	Extending the car parking exemption area to cover the Extended CPEA and introducing parking maximums is to be adopted in Launceston as it is consistent with and supports a sustainable transport strategy	10.4.2	RR	Med	Reg
21.	Additional income generated by traffic demand management measures can be used to improve the transport system, and upgrade parking facilities	10.4.3	FM	Med/On	CW
22.	The area covered by the City Centre car parking policy, be extended to include the whole of the CAD	10.6	RR	Med	Reg
23.	At the same time, amend the Planning Scheme to introduce parking maximums over the whole of the CAD including the current Car Parking Exemption Area, and that this is accompanied by a 40 space site cap and criteria setting out conditions for exceeding the maximum permitted parking	10.6	RR	Med	Reg
24.	The Council prepare a Parking Management Plan (PMP) for the area covered by the parking maximum standards setting out how parking will be provided and managed over time to meet the Council's sustainable land use/transport strategy objectives. PMPs may also be appropriate for other areas with complex parking issues such as the General Hospital, Aquatic Centre and Inveresk Precinct	10.6	RR	Long	Mgmt
25.	The current parking charges are increased to fund the costs of providing additional facilities and measures such as a free/low fare City centre bus service, improved walking, cycling and public transport facilities, and any future additional parking facilities	10.6	FM	U	Mgmt
26.	Bus priority measures be progressively introduced on high frequency bus corridors	11.2.1	PTI	Med	Reg
27.	It is appropriate to investigate the use of combined bus/high occupancy vehicle lanes. These can permit the earlier introduction of bus priority lanes by allowing carpools to use the lanes thus increasing their use and benefits	11.2.1	PTI	Long	Mgmt
28.	Manage Invermay Road, Charles Street and part of Hobart Road as major corridors for the movement of people in partnership with Metro bus services. This should include, as appropriate,	11.6	PTI	Med	Reg

	Action	Ref Section	Objective	Priority	Typology allocation
	increased bus frequencies supported by bus priority measures such as signal pre-emption, bus advance areas, kerb extensions at bus stops, and kerbside bus lanes introduced incrementally along with increases in bus service frequencies and supported by real time bus information, modern bus shelters etc.				
29.	Investigate measures to encourage carpooling and vanpooling especially through the carpooling scheme 'coolpooltas', a car sharing website promoted and endorsed by state government..	11.6	PI	Long	Mgmt
30.	Introduce a dedicated CBD bus service with frequent services using buses with a distinctive livery. The bus service should be funded from additional revenues raised from increased parking charges or other non-property rate based sources, and should be free or low fare	11.6	PTI	Med	CW
31.	The St John Street bus station should be made available to all 'urban' bus operators. Should the station be re-located to an off-street site, it should be ensured that the alternative facility is attractive and affordable, is available to all approved users, and provides sufficient space to accommodate future growth in bus numbers	11.6	PTI	Long	CW
32.	33a. Consider introducing a park and ride facility at an outer area such as Legana (in partnership with West Tamar) or at the Silverdome on a trial basis.  33b. Locate a permanent park and ride/park and walk/park and bike facility at the Inveresk car park, while ensuring that it is carefully integrated with, and supports the parking supply and management policy for the city centre.	11.6	PI	Med	Mgmt
33.	Undertake an investigation into the effects and potential benefits of altering the way in which the street system round the CBD is managed to improve the pedestrian and cycle environment and reduce the volume of through traffic	11.6	PTI	Long	Reg
34.	Transport parking and land use policies that encourage vehicle restraint should be pursued	13.1.2	CWI	Med	Reg
35.	Council should establish overarching cycling policies that provide broad agreement and certainty within council about accepted approaches and treatments e.g. use of advanced stop lines	13.1.2	CWI	Med	Reg
36.	Incorporate and align walking and cycling in future reviews of local and regional planning and transport documents	13.1.2	CWI	Med	Reg
37.	Review the Launceston Bike Plan, (City of Launceston 2005) noting that the objectives of the original plan are still relevant and consider development of a walking plan – combined with or separate to the Launceston Bike Plan	13.1.2	CWI	Med	Mgmt
38.	Undertake a gap analysis of the internal working documents which support the Bike Plan, namely the Operational Plan and the Internal Works Plan and Budget in order to check progress against actions, remove redundant actions and to add new actions	13.1.2	CWI	Med	Mgmt
39.	Implementation timeframe targets should be established relating to the walking and cycling works program	13.1.2	CWI	Med	Mgmt
40.	A key focus should be working with state government to identify barriers to and opportunities for, strategic policy development particularly in the areas of infrastructure, education and promotion of cycling and walking. Agree a terms of reference for the bicycle committee including identifying what pedestrian	13.2.2	CWI	Med	Mgmt

	Action	Ref Section	Objective	Priority	Typology allocation
	focused activities fall under this committee.				
41.	In line with earlier recommendations (6.3.5) additional parking revenue is fundamental to funding the promotion of increased sustainable travel and therefore access should be granted to this money to fund the development of sustainable transport options and initiatives	13.2.2	CWI	Long	CW
42.	Council is to develop a business case to demonstrate the value of investment in walking and cycling in Launceston and compare this to investment in other transport areas	13.2.2	CWI	Med	Ed
43.	Council should ring fence funding for the promotion of walking and cycling. This amount should be reviewed annually and increased as appropriate	13.2.2	CWI	Med	Mgmt
44.	Consider assessing compliance of constructed bicycle routes against an established standard	13.2.2	CWI	Long	Mgmt
45.	Launceston holds a GIS database on which assets are recorded. Launceston should continue to ensure cycling and walking assets are recorded	13.2.2	CWI	Med	Mgmt
46.	Launceston should consider whether there is value in documenting the maintenance strategy for walking and cycling infrastructure. This should be integrated into Councils wider maintenance strategy and should include: <ul style="list-style-type: none"> <li>- regular clearance of debris from road edges (particularly highway sealed shoulders and paths</li> <li>- annual bicycle reviews or audits to identify level of services and condition problems</li> </ul>	13.2.2	CWI	Long	Mgmt
47.	Launceston should develop a monitoring strategy that makes provision for the following to be consistently monitored (against targets): <ul style="list-style-type: none"> <li>- Usage via manual or automated cycle counts</li> <li>- Cycle parking utilisation</li> </ul> Network implementation and maintenance against intended time frames	13.2.2	CWI	Med	Mgmt
48.	Undertake analysis of comments received at walking and cycling forums in regard to specific problem areas nominated by participants, and categorise these for remedial action.	13.3.2	CWI	Med	Mgmt
49.	Launceston should prioritise the provision of on-road cycling infrastructure in the central area	13.3.2	CWI	Med	Mgmt
50.	Launceston should prioritise the reduction of road traffic volumes and traffic speeds ahead of or in tandem with infrastructure provision to create pleasant conditions for walking and suitable conditions for cycling in mixed traffic	13.3.2	CWI	Med	Mgmt
51.	Provide a network of routes spaced at between 500m – 1000m from trip attractors and generators and other routes.	13.3.2	CWI	Long	CW
52.	Launceston should review the quality and consistency of pedestrian and cyclist signage and way finding information, particularly in regard to bicycle parking and off-road walking trails and paths	13.3.2	CWI	Long	CW
53.	Investigate whether private easements, common in the Launceston CBD, could be appropriately signed and opened up to improve connectivity and permeability for pedestrians	13.3.2	CWI	Long	Mgmt



	Action	Ref Section	Objective	Priority	Typology allocation
54.	<p>The shoulders of all highways connecting rural areas with the central area e.g. West Tamar Highway should be sealed wherever possible (desirably 3.0 meters).</p> <p>Investigate the use of innovative treatments to improve priority for pedestrians and cyclists such as demand-actuated signals, advanced stop lines and pedestrian crossing controls.</p> <p>Traffic calming treatments are designed with careful consideration of the impact on cyclists.</p> <p>Angle parking impairs drivers' view of oncoming cyclists when reversing out of bays<sup>35</sup>. Angle parking should not be implemented particularly on cycle routes</p>	13.3.2	CWI	Long	CW
55.	<p>Implement cycle parking in the following priority places:</p> <ul style="list-style-type: none"> <li>• where there is an existing demand (i.e. where bicycles are being locked to other street furniture, trees etc.)</li> <li>• public facilities – outside community facilities such as libraries, leisure centres, civic centres, swimming pools, tourist information centres, playgrounds, and public toilets</li> <li>• public Transport terminals</li> <li>• clusters of stands at frequent intervals in the City and at other centres/local shopping centres, where cycle parking is needed for short periods, instead of larger groupings at fewer sites</li> <li>• public car parking buildings</li> <li>• multi-storey residential developments</li> <li>• workplaces</li> <li>• new developments or sites which are being redeveloped</li> <li>• tertiary education facilities</li> <li>• individual businesses and employment centres</li> </ul>	13.2.2	CWI	Med	CW
56.	Investigate charging cyclists for high quality, secure cycle parking facilities	13.2.2	CWI	Med/On	CW
57.	<p>If Launceston charges for long-stay cycle parking, the City this should investigate be integrated options for integrating this with public transport payment and ticketing systems.</p> <p>Work with providers to investigate the feasibility of bike racks on buses servicing key bus routes.</p> <p>Facilitate the provision of secure, covered bicycle parking in all schools to promote cycling by students</p>	13.3.2	CWI	Long	PT
58.	Regularly generate good news press releases in regard to cycling and walking and publicise its successes.	13.4.2	CWI	Med	Ed
59.	<p>Prepare a simple communication strategy identifying which, how and when stakeholders will be involved in walking and cycling promotional activities.</p> <p>Continue involvement in Walk to Work Day, Bike to Work Day, annual, national community events and Bike Week, an internationally run campaign to promote cycling.</p> <p>Continue to run annual cycling and walking events e.g. Great Launceston Cup Ride, organised pram walks as part of 'Get Walking Tasmania Week'.</p> <p>Continue to provide cycling, walking and public transport local access guides and maps.</p> <p>Consider working with local business to promote the use of bikes</p>	13.4.2	CWI	On	Ed

<sup>35</sup> Austroads 1999

	Action	Ref Section	Objective	Priority	Typology allocation
	<p>for freight and courier activities amongst local businesses and by Council itself.</p> <p>Capitalise on walking and cycling holidays as a popular activity by encouraging businesses, bike shops and accommodation providers to tailor their services to attract bicycle tourism e.g. providing air, cycle parking and discounts for refreshments</p>				
60.	<p>Implement a cycle training program to:</p> <ul style="list-style-type: none"> <li>- Improve safety and support people to take up cycling for the first time by increasing increase confidence and skills.</li> <li>- increase awareness amongst motorists about cycling, particularly amongst parents who can be invited to participate in the delivery of cyclist training.</li> <li>- teach new cyclists where best to position themselves on the road and how to safely negotiate intersections, roundabouts and obstacles.</li> </ul> <ul style="list-style-type: none"> <li>• Consider working with the University to pilot TravelSmart initiatives.</li> </ul> <p>To minimise costs and maximise shared benefits, Launceston should continue to partner with other authorities and groups on campaigns e.g. about mutual awareness</p>	13.5.2	CWI	Long	Ed
61.	<p>Investigate and apply minimum planning standards to end-of-trip facilities for cyclists/walkers particularly in view of Council's desire to increase multi-storey development in the City centre</p> <p>Investigate providing mechanisms to allow developers to substitute car parking for end-of-trip facilities.</p> <p>Investigate providing mechanism by which Launceston can require developers to provide capital infrastructure that benefits pedestrians and cyclists instead of providing cash-in-lieu e.g. for awnings, lighting etc. including for revenue activities to promote walking and cycling such as cyclist training in the local area.</p> <p>Investigate incentives that could be provided to developers who adopt favoured design approaches</p> <p>Review best practice planning guidance provided to planning officers and developers in similar sized regions and larger cities</p>	13.6.2	CWI	Long	Reg
62.	<p>Investigate best practice Non-Motorised User Audits to ensure the provision for walking and cycling is integrated into the planning and design stage of all new projects including linkages and end-of-trip facilities. If adopted, the amount of time and effort put into an audit or review should reflect both the current level of bicycle use and the likely extent of any suppressed demand so that resources are not used unnecessarily</p>	13.7.2	CWI	Long	Mgmt

**Recommendations by category:**

	<b>Parking Initiatives</b>	<b>Ref Section</b>	<b>Priority</b>	<b>Typology allocation</b>
1.	An audit of the car parks against Principles of CPTED is to be undertaken at all existing and new car parks, especially at-grade sites	5.1.6	Med	CW
2.	It is important that on typical working days, (not in December or at other times of high demand), the City surveys the vacancy and parking utilisation in its own and in competitor car parks in the CBD. These surveys are to be repeated at least every 5 years. Surveys should examine parking demand, volumes, duration of stay, peak usage and compliance with restrictions in the CBD. Simultaneously, parking origin and destination surveys should be undertaken. An annual budget allocation should be set aside for the City to undertake rolling surveys of all car parking demand and supply over a five year period, with critical areas surveyed every two years.	6.1 / 9.1.2	Urgent / ongoing	Mgmt
3.	Launceston can improve customer service by changing over from manned exit lanes to pedestrian payment facilities	7.2.3	Long	CW
4.	Parking management policies should also clearly distinguish between short stay and long stay parking, and integrate parking supply and management with measures to encourage more use of public transport, walking and cycling.	8.1	Ongoing	Mgmt
5.	To give effect to the strategic vision for greater use of public transport and reduced car use, parking in Launceston is to be used strongly as a Travel Demand Management tool	8.1	Urgent	Reg/Ed
6.	A parking user hierarchy is applied to planning decisions in Launceston	8.2.2	Med	Reg
7.	All stakeholders in the City need to become aware of the true commercial capital and ongoing costs of parking resources, in addition to their environmental and social burden. The Council is responsible for this ongoing educating role	8.4	Ongoing	Ed
8.	Implement a Parking Control and Management Plan (PCMP) to be provided by developers including car park operators, for all new applications for all developments and for approval to operate any car park with more than five spaces	8.5	Med	Reg
9.	Parking signage package is to be developed which brands the City of Launceston Parking to differentiate it from CarePark	8.6	Urgent	
10.	A wayfinding system should be applied uniformly across the entire City equally to council and privately owned public car parking areas	8.6	Med	Ed
11.	Alter the structure of current parking fees and operating hours	9.1.3	Urgent	Mgmt
12.	Investigate measures to encourage carpooling and vanpooling especially through the carpooling scheme 'coolpooltas', a car sharing website promoted and endorsed by state government.	11.6	Long	Mgmt
13.	33a. Consider introducing a park and ride facility at an outer area such as Legana (in partnership with West Tamar) or at the Silverdome on a trial basis.  33b. Commit to a trial for a 12 month period of a park and ride services after analysis of available/suitable locations	11.6	Med	Mgmt

	<b>Regulatory Reforms</b>	<b>Ref Section</b>	<b>Priority</b>	<b>Typology allocation</b>
1.	Determine zones for pedestrian priority and short stay parking only within the CBD and implement planning controls to enable the desired use of these zones is retained	8.3	Med	Reg
2.	In order for parking fines to be an effective deterrent, they need to be reviewed upwards	9.2	Urgent	Reg
3.	A re-evaluation of the current parking planning ratios is necessary in order for Launceston to ensure it is applying practical relevance to future parking requirements	10.2	Long	Reg
4.	The following section be added into the Launceston Planning Scheme 1996 at Section 48.9 as sub section 48.9(4) Variation of car parking requirements: The following factors will be taken into account in assessing applications for a reduction in the number of parking spaces required: <ul style="list-style-type: none"> <li>• where parking spaces can serve more than one use or function (e.g. restaurants may derive some of their business from workers already parked in the area).</li> <li>• where the same parking spaces can be available for uses which have peak demands at different times of day.</li> <li>• where it can be demonstrated that use of alternatives to the single occupant car will reduce the demand for parking. This includes:                             <ul style="list-style-type: none"> <li>• where the development will provide facilities for cyclists including bicycle parking, lockers and showers</li> <li>• where a travel plan will be in place, is properly justified and will be maintained over time</li> </ul> </li> </ul>	10.2	Med	Reg
5.	It is recommended that in the absence of specific information for an area/activity, the maximum parking allowance be initially set equal to the current minimum.	10.3.4	Med	Reg
6.	Extending the car parking exemption area to cover the Extended CPEA and introducing parking maximums is to be adopted in Launceston as it is consistent with and supports a sustainable transport strategy	10.4.2	Med	Reg
7.	The area covered by the City Centre car parking policy, be extended to include the whole of the CAD	10.6	Med	Reg
8.	At the same time, amend the Planning Scheme to introduce parking maximums over the whole of the CAD including the current Car Parking Exemption Area, and that this is accompanied by a 40 space site cap and criteria setting out conditions for exceeding the maximum permitted parking	10.6	Med	Reg
9.	The Council prepare a Parking Management Plan (PMP) for the area covered by the parking maximum standards setting out how parking will be provided and managed over time to meet the Council's sustainable land use/transport strategy objectives.	10.6	Long	Mgmt

	<b>Funding Mechanisms</b>	<b>Ref Section</b>	<b>Priority</b>	<b>Typology allocation</b>
1.	Additional income generated by traffic demand management measures and parking charges is to be used to improve the transport system, provide alternative transport access to the City, and is to be reinvested in the upgrade of the car parks and improvements to the technology used.	6.3.5 / 7.2.3 / 10.4.3	Med / Ongoing	Ed / CW
2.	The current parking charges are increased to fund the costs of providing additional facilities and measures such as a free/low fare City centre bus service, improved walking, cycling and public transport facilities, and any future additional parking facilities	10.6	Urgent	Mgmt

	<b>Cycling and Walking Initiatives</b>	<b>Ref Section</b>	<b>Priority</b>	<b>Typology allocation</b>
1.	All stakeholders in the City need to become aware of the true commercial capital and ongoing costs of parking resources, in addition to their environmental and social burden. The Council is responsible for this ongoing educating role	8.4	Ongoing	Ed
2.	Transport parking and land use policies that encourage vehicle restraint should be pursued  Council should establish overarching cycling policies that provide broad agreement and certainty within council about accepted approaches and treatments e.g. use of advanced stop lines  Incorporate and align walking and cycling in future reviews of local and regional planning and transport documents  Review the Launceston Bike Plan, (City of Launceston 2005) noting that the objectives of the original plan are still relevant and consider development of a walking plan – combined with or separate to the Launceston Bike Plan  Undertake a gap analysis of the internal working documents which support the Bike Plan, namely the Operational Plan and the Internal Works Plan and Budget in order to check progress against actions, remove redundant actions and to add new actions  Implementation timeframe targets should be established relating to the walking and cycling works program	13.1.2       13.1.2	Med       Med	Reg       Mgmt
3.	A key focus should be working with state government to identify barriers to and opportunities for, strategic policy development particularly in the areas of infrastructure, education and promotion of cycling and walking. Agree a terms of reference for the bicycle committee including identifying what pedestrian focused activities fall under this committee.	13.2.2	Med	Mgmt
4.	In line with earlier recommendations (6.3.5) additional parking revenue is fundamental to funding the promotion of increased sustainable travel and therefore access should be granted to this money to fund the development of sustainable transport options and initiatives	13.2.2	Long	CW
5.	Council is to develop a business case to demonstrate the value of investment in walking and cycling in Launceston and compare this to investment in other transport areas	13.2.2	Med	Ed
6.	Council should ring fence funding for the promotion of walking and cycling. This amount should be reviewed annually and increased as appropriate	13.2.2	Med	Mgmt
7.	Consider assessing compliance of constructed bicycle routes against an established standard	13.2.2	Long	Mgmt
8.	Launceston holds a GIS database on which assets are recorded. Launceston should continue to ensure cycling and walking assets are recorded	13.2.2	Med	Mgmt
9.	Launceston should consider whether there is value in documenting the maintenance strategy for walking and cycling infrastructure. This should be	13.2.2	Long	Mgmt

	<p>integrated into Councils wider maintenance strategy and should include:</p> <ul style="list-style-type: none"> <li>- regular clearance of debris from road edges (particularly highway sealed shoulders and paths</li> <li>- annual bicycle reviews or audits to identify level of services and condition problems</li> </ul>			
10.	<p>Launceston should develop a monitoring strategy that makes provision for the following to be consistently monitored (against targets):</p> <ul style="list-style-type: none"> <li>- Usage via manual or automated cycle counts</li> <li>- Cycle parking utilisation</li> </ul> <p>Network implementation and maintenance against intended time frames</p>	13.2.2	Med	Mgmt
11.	<p>Undertake analysis of comments received at walking and cycling forums in regard to specific problem areas nominated by participants, and categorise these for remedial action</p> <p>Launceston should prioritise the provision of on-road cycling infrastructure in the central area and prioritise the reduction of road traffic volumes and traffic speeds ahead of or in tandem with infrastructure provision to create pleasant conditions for walking and suitable conditions for cycling in mixed traffic</p> <p>Provide a network of routes spaced at between 500m – 1000m from trip attractors and generators and other routes.</p> <p>Launceston should review the quality and consistency of pedestrian and cyclist signage and way finding information, particularly in regard to bicycle parking and off-road walking trails and paths</p> <p>Investigate whether private easements, common in the Launceston CBD, could be appropriately signed and opened up to improve connectivity and permeability for pedestrians</p> <p>The shoulders of all highways connecting rural areas with the central area e.g. West Tamar Highway should be sealed wherever possible (desirably 3.0 meters).</p> <p>Investigate the use of innovative treatments to improve priority for pedestrians and cyclists such as demand-actuated signals, advanced stop lines and pedestrian crossing controls.</p> <p>Traffic calming treatments are designed with careful consideration of the impact on cyclists.</p> <p>Angle parking impairs drivers' view of oncoming cyclists when reversing out of bays. Angle parking should not be implemented particularly on cycle routes</p>	13.3.2	Med / Long	Mgmt / CW
12.	<p>Implement cycle parking in the following priority places:</p> <ul style="list-style-type: none"> <li>• where there is an existing demand (i.e. where bicycles are being locked to other street furniture, trees etc.)</li> <li>• public facilities – outside community facilities such as libraries, leisure centres, civic centres, swimming pools, tourist information centres, playgrounds, and public toilets</li> <li>• public Transport terminals</li> <li>• clusters of stands at frequent intervals in the City and at other centres/local shopping centres, where cycle parking is needed for short periods, instead of larger groupings at fewer sites</li> <li>• public car parking buildings</li> </ul>	13.2.2	Med	CW
13.	<ul style="list-style-type: none"> <li>• multi-storey residential developments</li> <li>• workplaces</li> <li>• new developments or sites which are being redeveloped</li> <li>• tertiary education facilities</li> <li>• individual businesses and employment centres</li> </ul>		Long	CW
14.	<p>Establish a 6 month trial of a user pay, high-quality, secure, end of trip cyclist terminus in the city centre, and work together with bicycle user groups to promote its benefits.</p>	13.3.2	Med/On	CW



15.	<p>If Launceston charges for long-stay cycle parking, the City this should investigate be integrated options for integrating this with public transport payment and ticketing systems.</p> <p>Work with providers to investigate the feasibility of bike racks on buses servicing key bus routes.</p> <p>Facilitate the provision of secure, covered bicycle parking in all schools to promote cycling by students</p>	13.3.2	Long	PT
16.	<p>Regularly generate good news press releases in regard to cycling and walking and publicise its successes.</p>	13.4.2	Med	Ed
17.	<p>Prepare a simple communication strategy identifying which, how and when stakeholders will be involved in walking and cycling promotional activities. Continue involvement in Walk to Work Day, Bike to Work Day, annual, national community events and Bike Week, an internationally run campaign to promote cycling.</p> <p>Continue to run annual cycling and walking events e.g. Great Launceston Cup Ride, organised pram walks as part of 'Get Walking Tasmania Week'.</p> <p>Continue to provide cycling, walking and public transport local access guides and maps.</p> <p>Consider working with local business to promote the use of bikes for freight and courier activities amongst local businesses and by Council itself.</p> <p>Capitalise on walking and cycling holidays as a popular activity by encouraging businesses, bike shops and accommodation providers to tailor their services to attract bicycle tourism e.g. providing air, cycle parking and discounts for refreshments</p>	13.4.2	Ongoing	Ed
18.	<p>Implement a cycle training program to:</p> <ul style="list-style-type: none"> <li>- Improve safety and support people to take up cycling for the first time by increasing increase confidence and skills.</li> <li>- increase awareness amongst motorists about cycling, particularly amongst parents who can be invited to participate in the delivery of cyclist training.</li> <li>- teach new cyclists where best to position themselves on the road and how to safely negotiate intersections, roundabouts and obstacles.</li> </ul> <p>Consider working with the University to pilot TravelSmart initiatives. To minimise costs and maximise shared benefits, Launceston should continue to partner with other authorities and groups on campaigns e.g. about mutual awareness</p>	13.5.2	Long	Ed
19.	<p>Investigate and apply minimum planning standards to end-of-trip facilities for cyclists/walkers particularly in view of Council's desire to increase multi-storey development in the City centre</p> <p>Investigate providing mechanisms to allow developers to substitute car parking for end-of-trip facilities.</p> <p>Investigate providing mechanism by which Launceston can require developers to provide capital infrastructure that benefits pedestrians and cyclists instead of providing cash-in-lieu e.g. for awnings, lighting etc. including for revenue activities to promote walking and cycling such as cyclist training in the local area.</p> <p>Investigate incentives that could be provided to developers who adopt favoured design approaches</p> <p>Review best practice planning guidance provided to planning officers and developers in similar sized regions and larger cities</p>	13.6.2	Long	Reg
20.	<p>Investigate audit system to ensure the provision for walking and cycling is integrated into the planning and design stage of all new projects including linkages and end-of-trip facilities.</p>	13.7.2	Long	Mgmt

	<b>Public Transport Initiatives</b>	<b>Ref Section</b>	<b>Priority</b>	<b>Typology allocation</b>
1.	All stakeholders in the City need to become aware of the true commercial capital and ongoing costs of parking resources, in addition to their environmental and social burden. The Council is responsible for this ongoing educating role	8.4	Ongoing	Ed
2.	Bus priority measures be progressively introduced on high frequency bus corridors	11.2.1	Med	Reg
3.	It is appropriate to investigate the use of combined bus/high occupancy vehicle lanes. These can permit the earlier introduction of bus priority lanes by allowing carpools to use the lanes thus increasing their use and benefits	11.2.1	Long	Mgmt
4.	Manage Invermay Road, Charles Street and part of Hobart Road as major corridors for the movement of people in partnership with Metro bus services. This should include, as appropriate, increased bus frequencies supported by bus priority measures such as signal pre-emption, bus advance areas, kerb extensions at bus stops, and kerbside bus lanes introduced incrementally along with increases in bus service frequencies and supported by real time bus information, modern bus shelters etc.	11.6	Med	Reg
5.	Introduce a dedicated CBD bus service with frequent services using buses with a distinctive livery. The bus service should be funded from additional revenues raised from increased parking charges or other non-property rate based sources, and should be free or low fare	11.6	Med	CW
6.	The St John Street bus station should be made available to all 'urban' bus operators. Should the station be re-located to an off-street site, it should be ensured that the alternative facility is attractive and affordable, is available to all approved users, and provides sufficient space to accommodate future growth in bus numbers	11.6	Long	CW
7.	Undertake an investigation into the effects and potential benefits of altering the way in which the street system round the CBD is managed to improve the pedestrian and cycle environment and reduce the volume of through traffic	11.6	Long	Reg

## 16 Appendices

### Appendix A Summary of Stakeholders meetings 6 & 7 August 2008

#### 6 August 2008

8 am, Richard Jamieson / Andrew Frost / Larry Schneider / Ross Rutherford

See parking as an important selling point for Launceston

- good accessibility
- Council controls about two thirds parking in city
- but also sustainability/ green issues important

Ratio – consultants undertook Launceston Central Area Development Strategy, Feb 07

- Parking standards (retail 1:15 or 1:25 Harvey Norman etc.)
- Do not want to be a city within a car park, e.g. Adelaide with several multi-storey car parks
- No such thing as free parking
- Parking all day cheaper than bus fare
- CARE park so prevalent suggests that they are making good profits
- Long stay vs. short stay - is former encouraged?
- Infringements high – generating income for local government, but does not encourage people to come into the city

Free parking in CBD issue?

- is not generating enough revenue to cover investment
- Level of fines very low \$10
- No tow away/clamps in Launceston

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#### 10 am, Internal Stakeholders

Major Issues (professional and personal perceptions)

- live close and walk
- public transport not very good option, not frequent or close enough
- no problem parking on street
- people want to park right outside door in Launceston, but may push people away from CBD if not enough parking. Kings Meadow regional shopping centre competitive (Stirup shopping centre and chain stores at edge) *Larry* – NSW and VIC malls now starting to charge for parking >2 hours (Westfield), good source of income. Days of regional shopping centre offering free parking is starting to change.
- Council employees provided with parking (at a cost)
- Preparing a Community Plan – parking is an issue. Surveys responses are that lack of parking is an issue. Expectation that Council will provide.
- Need better public transport.
- No bus after 6 pm

- Need good alternative if to restrict
- More parking for scooters, possibly electric cars, possibly free parking etc. to reward people
- Need bike parking facilities and showers. Only limited facilities for council employee bike users – shower not close by.
- *Larry* - Brisbane example good facility well used. Report will include initiatives
- Disability parking
- All day free commuter parking 'a fair way out'(of centre)
- *Larry* – is Early Bird eliminated at Christmas? No, but had park and ride trial in December with free parking at a location where parking normally \$3/day

#### Urban design

No design principles with multi-story car parks, but worked with developers on a recent 5-level car park and with retail at street level

*Larry* – limited landscaping in off street car parks in Launceston

- As Council is largest player how does that influence price? *Larry* - If Council not in the business then user pay applies
- different from Melbourne etc.
- Does Council itself provide too many parking spaces? – Marketing opportunities
- *Larry* - \$2.50 that CARE is charging is quite high for a small town
- *Larry* – shopping during day? *Andrew* – shops quite accessible, close by (2 blocks)
- *Larry* – is retail quality in CBD good? *Andrew* – yes, better than outside CBD. Suburban centres seen as more down-market. Have retail hierarchy. Have prohibited certain types of shops in suburban centres e.g. department stores.
- Sunday trading 10 – 4. Only main shops open.
- Would like to see more accessible transport options, with CBD parking short term.
- Residents think that they own their street parking frontage
- *Larry* – what issues do you face with developers? *Andrew* - Development control hard as standards might be too high. This makes hard to give a consistent approach – conflicts internally. *Larry* – need specific criteria to exercise discretion? *Andrew* – need consistency within Council. Currently different response depending on who you speak to.
- Developers on one side arguing that they must implement the national standard – a bit more than probably needed, but at the other side there are developers who do not want to provide any amount of parking (CHECK).
- *Larry* – cash in lieu? Have a policy, but generally has been abandoned. Was \$4.5K (CHECK) per space, but no more.
- *Larry* – was money hypothecated? – yes, into providing car parking, in one case at a particular site.
- *Larry* – elected officials – do they cover the entire range? Yes (GM) GH personally lives close to work. Nothing gets more attention than parking, from not enough to too much. Elected people right across spectrum. Likely to be resistance to Council getting out of parking.
- *Larry* – 2 issues: Council as landlord
- Should Council be operative
- GM
- Any strategy must be really soundly backed up due to more concern over people that will be affected.

- Must sell benefits.
- Any change would be challenged.
- Where are we going with CBD in future? E.g. extend boundary
- Should Council be thinking about providing for employee/long stay parking relocated due to loss of on-street parking from Aquatic Centre?
- *Larry* – City still uses predict and provide approach, but unsustainable
- Committed to taking park and ride seriously. Must at least trial.
- Pricing/timing/proximity relationship must be sorted out. Choice. Can say that provide options.
- Upmarket cycle facility good idea
- Need to look at Patterson Central (not much retail)
- Receiving cash in lieu etc. needed (10 years ago)
- Want to review opportunities for pedestrian friendly environment (note that term “mall” here applies to a pedestrian mall not a shopping centre)
- Prospect of vehicle-free areas should be given serious consideration
- *Larry* – has there been a precedent for varying charges by time of year, e.g. December?
- Not seasonally, but during day e.g. 3.30 – 5.30 free, \$2 evenings post 5 pm. Off-street more expensive than on-street. O-street varies by location
- *Andrew* - needs a decision by Council, quite a long time lag involved
- *Larry* – if all parking were free, what would happen?
- *Andrew* – would be filled up by employees/long stay

#### Why are Sundays a problem?

- employees park close-in and shoppers forced further out

#### *Andrew* – perception is greatest frustration

- pricing structure – greater on-street/off-street differential (on-street cheaper)
- residential parking situation of interest
- triple bottom line versus private operation important to Council and (reason) why we should be in the business
- *Larry* – the parking resource has a cost (not ‘free parking’)
- *Larry* – City of Perth is 3rd largest parking operator in Australia
- Lots of good reasons why Council should be in parking
- More investment needed into car parks themselves (appearances)
- Once in should not get out of parking business
- Not just a question of price
- Are there security issues? – In some multi-storeys, yes.

#### Commuters from outside municipalities (15-20% perhaps)

- No public transport availability in some areas/at some times of day
- See themselves a walking city – good point in time to change direction
- Cycling growing rapidly
- Get trails book (tourists)
- Have bits and pieces of trails but no network.

- Can change culture (district shopping centres are mainly for grocery shopping)
- Something special about centre of Launceston
- An opportunity
- *Larry* – if Council removes employee parking then what would you do?
- Park and walk ( $\pm$  800m) concerns re. weather and security / must have car as have schoolchildren / might use motorbike / would park in nearby multi-storey car park / safety at say 7 pm nobody around / dark at 4.30 pm in winter / bicycle or park and walk / use pool car

Idea – free bus circulating round centre

- Park and ride with dedicated bus costing  $\pm$  \$150,000 pa. (would avoid people having to cross road from normal scheduled services etc as was case in trial that failed)
- Needs reliable bus services within CBD
- Perth CAT – free and frequent. Funded by parking levy.
- Launceston – Metro state bus. Other areas serviced by private operator who is much less reliable

Parking turnover  $\pm$  \$5.5 m pa. Additional 10% would fund 3 buses.

Issue: Not enough people to use frequent service.

- -Metro restrained by shift hours meaning must finish at 6 pm due to costs
- -Private sector operators also run school buses and that tends to dominate service design

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#### 1pm, City Promotion / Chamber of Commerce

*Larry* - Deck parking  $\pm$  \$30,000 /space (range \$28-\$35K)

Attitude that parking should be free is very strong in Launceston (parking in suburbs, e.g. Kings Meadow is free).

*Larry* – need to communicate that parking is not free. At Westfield, in NSW and VIC 1st two hours only will be free.

- CARE 1500 – 1600 spaces (off-street)
- No shortage of parking except at Christmas
- Pricing on-street should be higher than off-street (but wrong way round)
- Public transport an issue in itself. Not convenient. Fare an issue.
- Encourage cycling e.g. shower facilities and parking for bikes.

#### Issues/problems/wish list

Free parking: retailers believe that if parking free would have more customers, but workers would fill the spaces. *Larry* – no rules in Launceston that parking should be short term only (<4 hrs).

Long term parking: park and ride at Inveresk etc served by a tourist tram.

- public transport frequency is an issue – too low
- good, safe, pedestrian access important
- must have alternatives due to weather

Short term parking. Seen as too expensive. CARE park cost and attitude to customers (keen to fine). Short term parking in Launceston much more expensive than in Hobart (reverse for long term). Public tend to react to increase in 'metered parking'. *Larry* – what if \$1 flat fee at Council off-street car parks on Sundays? Would probably get a positive reaction.



Note: all car parks in Launceston require coins.

- retailers would like to see short term parking free for first hour
- encourage long term parkers to use smaller cars
- people more aware of costs of fuel
- Seniors reluctant to use off-street parking

Pedestrianisation?

- need alternative first

Communications strategy really important

- look at Seattle's website – interactive, very impressive
- can have parking or can have something else
- do we want to become a City within a car park
- park and ride 2 years back worked really well – included a chartered bus, but in 2007 relied on a scheduled metro service. Charter cost \$10,000. *Larry* – if charged \$1 could possibly cover cost of bus. Bus operated all day (no late night trading). \$150k pa. operating at say ½ hour intervals.
- Locations for park and ride
- South of Lindsay Street (bought for flood protection purposes)
- Silt ponds or Rowing club
- University precinct

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2.30pm, Tony Dowling / Peter Kruup, Metro Bus

24 November 2007 New timetable 12% increase patronage

Red routes, high frequency corridors – every 10 minutes

2 years planning

Want from Council:

- more bus space allocation
- Council focus on parking revenue
- more people or more revenue

Parking priority vs. bus stop spaces. Reluctance to give enough spaces.

Red routes.

State Government – focus on bus priority and high frequencies

Invermay Road 7.30 – 6.10

Hobart Road red routes till 10.10 (except Sundays)

Charles Street

Service contract has 75% state funding (25% fare box). Sets service standards specifying services to each area at different times of day.

To improve need to improve service standards or 3<sup>rd</sup> parking funding or business development services.

- Like services to like areas (Hobart and Launceston).

- Talking about park and ride with Council
- Would like to move John Street (8 stops) to Civic Square or to an off-street location
- 3 – 4 pm pedestrian congestion on John Street
- Bus priorities? There is discussion at state level on funding for bus priority measures
- Integrated ticketing in future
- Smart Card system to be introduced next year

If had more money?

- Reinforce core routes – higher frequency weekends
- 40/50 route needs to get down from 30 mins to 15 mins
- 60/70 15 min frequency

Urban fringe services will be funded on a passenger basis. Aim is to provide 1 hourly service and 2 hourly on Saturday.

- Private run buses are under a separate contract
- Metro fares set on a statewide basis.
- Student fares (state govt controlled) \$1.20 for 12 years
- Adult concession fees (single cash fare is regulated)
- Full adult fees capped
- 2.6% buses for journey to work in Launceston
- 5% Hobart
- Shelters? Shelters funded by State – Council provides concrete slab
- Claude Outdoors will provide new advertising shelters
- Shelter policy? – strategic nodes etc. Can replace 10 per year.
- Focus on security – video on bus. 6 – 8 per bus, plus 2 external cameras

Targets

- Want to grow business
- Want to increase mode share – State Government/statewide or working with a 3<sup>rd</sup> party e.g. Council
- Fare Mowbray to CBD \$2 – 10% = \$1.80
- Partnerships / promotion/ cross-marketing
- T3 (bus lanes with HOVs)? Good idea. Possibilities Mowbray, Hobart Road

Signal pre-emption? Will have technology next year that will make this possible.

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### 3.30 pm, Rangers/Enforcement Officers

- ± 2000 complaints out of 45,000 tickets
- may take photo as evidence
- patrols 9.00 – 5.30
- also work in car park as cashiers
- private owners – car patrol of requested (3 car parks) - keep revenues

### Problems

- Staff from shops/businesses parking on-street and 'rolling' /re-parking
- Feeding meter \$15 fine
- Maximum \$25 (\$10 overtime + \$15). Prefer at least \$15 + \$25
- CARE \$50 or \$20 if pay within 1 week

Future – more vision for parking / avoid selling sites for short term gain. *Larry* – enough parking in City? Yes. Plenty in outer streets on weekends/Sundays.

- Monday to Friday enough parking if include around CBD, i.e. within a reasonable walking distance.
- \$4 - \$5 per day does not seem much of a disincentive (\$4.50 CARE - \$5.00 Council)
- \$8? OK, eventually?

### Suggestion:

- Shorten times in some CBD streets to 30 mins from 60 mins to increase turnover.
- Pay before exiting - reduces queuing on exit (pedestrian pay)
- Pensioners get 3 hours free parking per week – cost \$120k lost revenue
- Free meter space – Businesses - \$165 per year – instead of using a loading zone – sticker on windscreen "meter space permit". Supposed to be for loading or unloading – a permit for 'commercial vehicles' including reps vehicles (which do not necessarily have a logo). 350 – 400 pa.
- Residential permits? – Larry to be given the number

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### 5 – 7 pm, Launceston Public Meeting

- Larry PowerPoint presentation
- More cycle ways and bicycle parking
- Perth CAT bus example – increasing 12-2 frequency to 5 minutes (free bus travel for other buses within CBD)
- Rural subdivisions ±10 hours from CBD. Must go by car. No public transport available
- Motorcycle ASS representative stated out that motorcycle sales growth now very high
- Ability to park outside house e.g. resident parking permit.
- Make public transport too expensive then people will not go to city (to shop etc.)
- Need public transport that is reliable etc.
- Culture change important – has excellent bus service, people must be encouraged to take bus. Northern services cut sharply recently
- Councils must work together. Need regular services from outer areas. Metro does not work well in all routes

CEO North Tasmanian Development and Inner City resident: 2 issues – Launceston about ½ northern region – how many people coming in are actually from other towns/areas? Hobart has 4 cities within cities, but in Launceston need to come into CBD. Need data. *Larry* – agree need O-D data, length of stay etc, need to repeat surveys every 2-3 years.

*Larry* – Do ratepayers have concessions? – should motorcycles pay? Maybe at a different rate or maybe free? A – should pay but at a concession rate.

*Larry* - Suggestions?

Motorcycle rep. – last 5 years motorcycle market grown by over 70%. Few facilities in Launceston. Want to see more facilities. Want more dedicated spaces. Don't mind paying for parking. Multi-storey car parks seen as dangerous due to reversing, sloping surfaces, etc. Therefore restricted to parking lots. Do not want to pay more for covered parking → allocate minimum number of motorcycle bays in car parks. Also various 'nooks & crannies'.

Bicycle parking – same as above – secure parking set aside important plus changing/shower facilities. Or could hire a bike, e.g. Paris. No integrated network for cyclists at present. Need a Cycle Plan for City. *Larry* - will be a significant part of report (Anne Still).

Park and ride – space outside CBD for people to park and use bus. How to get commuters to park and ride? *Larry* – e.g. Inveresk, then a dedicated bus. Idea supported by those present.

*Larry* – education very important. Looking ahead, parking areas may have charging facilities for electric vehicles, floors for smaller vehicles etc.

Spaces for mothers with prams important. *Larry* – should only apply when there are changing facilities nearby (or just a marketing device).

Buses take up a lot of space in John Street – perhaps could be better located off-street.

Website could give information on where mothers can park etc. Response - is being redone and will be much improved.

Park and ride buses need to operate at convenient times.

*Larry* - Street signs/way finding signage poor, not just for parking, lack of street names etc.

Tasmania (1) Agribusiness (2) Tourism (3) Education

Tourism expected to grow

Launceston very popular place to retire to e.g. residential care developments (which may have their own buses).

Bike racks on buses; Metro resisting.

Discussion – looking to future and adapting to future

– getting pricing right very important

Hospital issue – people coming from outside town having to park – a real problem for visitors. Also shift workers. Issue is allocation of spaces (rather than cost).

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## 7 August 2008

### 8.30 am, Transportation Engineers / Infrastructure Services

Harry Galia, Manager Transportation & Development Department

Off-street car parking not specified by Infrastructure Services but do have an interest in access to car parks.

Aquatic Centre – no real consensus on parking requirement. Time limits on on-street to shift commuters elsewhere.

Parking Dept sets out time restrictions, but Transportation Director approves taking traffic safety and capacity considerations into account. Power of veto, and could impose restrictions.

Key sub-arterials in CBD Bathurst St, Wellington St, north-south one-way arterials in CBD York St, George St, Brisbane St

Cimitiere St. high congestion ±12,000 vpd provides east-west function. Developing options for future relief. Looking at 3<sup>rd</sup> bridge crossing to east to allow CBD expansion\*. Min 5 years from now.

Churchill Drive extension ± 18 months away.

\* CBD extension to east towards river, currently low value commercial, want to focus more on tourism etc.

Residents expect high amenity and so tolerate lower traffic levels than larger cities.

Inveresk park and ride plus pedestrian bridge? 1.8 from park and ride site to CBD.

Have a rudimentary Bike Plan.

George Town Road reconstruction/redesign to include bike facilities.

Invermay Road – many competing interests – more parking (shopkeepers), more capacity – cycling activists. May be able to obtain additional land for a cycle facility (off-street).

Bus priority measures – no consideration as yet. Not yet been approached.

Traffic signals are a state responsibility. DIER are state roads authority. Also have authority to approve any traffic management measures such as LATM.

Potential park and ride site to south “Coates” site (CHECK). Plenty space. Not within walking distance. Or Silverdome indoor velodrome, plenty parking Monday – Friday. Access from Oakden Road at present. State government owned. Plenty parking there, 5 mins into town by bus (3km on dual carriageway road). Needs access from Bass Highway.

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#### 9.30 am, Bob Scholz - CARE Park Ltd

- 800 parking spaces
- More signage, more ticket machines, better marking than Council car parking
- Think they have a good relationship with Council
- Can see need for more motorcycle parking. At present can park wherever they like
- Have talked to Council about buying Elizabeth Street and Patterson Street car park buildings
- Could add evening and Sunday parking

*Richard* - Issue over use of Harvey Norman and Spotlight as public car parks. Technical breach. Want it sorted out as part of this project.

- Top monthly costs \$125 + GST (monthly 24 hr reserved parking). \$115 + GST at another site.
- Operate 7 days on all sites, some in evenings. Why not Council? Free parking on Sunday is a ‘tradition’. Churches expect free parking.
- Top casual rate \$2.50 /hour and \$2.50 minimum for 1<sup>st</sup> hour. All day \$5.00 or \$4.50.

What would like to see Council do?

- Council 20c minimum is a problem for them (as they charge \$2.50 minimum)
- No discounts for disabled parkers, but get 90 minutes grace period.
- Park and ride with buses funded from charges – the Christmas trial was really their suggestion. Would constantly be keen on idea.

Loss of bays due to redevelopments of some sites could be a concern. Loss of up to 250 bays for at least 12 months during redevelopment of one large site.

*Larry* – one of recommendations of study is an O-D study. Would CARE be OK with surveys including their car parks? - Will check, no personal problem.

*Larry* – why do Council maps only show Council parking areas? Response: Andrew’s influence. *Larry* – should show all parking areas.

CARE has a website with information on location, charges etc. Could perhaps include Council parking.

CBD road system with one-way roads makes access to Quadrant car park quite circuitous. Influenced decision to limit use to all-day parking. Allowing traffic signal operation to provide a left turn filter would assist, but traffic signal operators have not accepted a change. *Larry* – win win if change to short stay parking could be supported. BS – could allow about ± 100 bays to be converted to short stay.

Interested in anything Council might want them to manage, operate, patrol, etc. Offered to do cash collection, but rejected by Launceston.

Hospital has 110 pay and display and 150 staff parking (free).

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### 10.30 am, Recreation – Cycling & Walking

Lucy worked on developing initial Bike Plan Focus since more on recreational trails. Been working with engineers over last several years. Bike loan trial over 12 months successful.

#### LBOW

- Invermay Road – tried to get bike facility, but unsuccessful.
- Don't have state support – problem over standards. Working on this.
- Working on end of trip facilities. Have budget this year for putting in some facilities.
- In Parking and Recreation budget.
- Council has a Bike Committee. *Larry* – Anne Still will come to Launceston to focus on cycling and walking and will talk to stakeholders. Ian Smith on Bike Committee is a key person.
- Need high level support for bike lanes etc.
- Premier has allocated \$4 m over 3 years for recreation trails – focus on health and well being.
- Inveresk Park and Walk. Walk is fully lit, good sightlines. 192 spaces (free). 20 minute walk. Roundhouse (1.8km)

Metro – Bike racks on buses? Prepared to work with Council.

Launceston – changing attitude within Council

- environment –pollution is an issue
- road system constrained by bridges
- sell as means of reducing congestion
- peak oil etc
- alternative to bridge/road construction

Council has not been a strong supporter. State Government has not been supportive until recently .

Social equality – access to low income areas.

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### 12 noon, Public Meeting

Larry PowerPoint presentation

Lugana has only 2-3 buses/day in each direction - private company not metro.

Original indications when meters introduced was that off-street parking would be funded through income from meters. Great shortage of parking. Parking lots sold, etc.

*Larry* – parking may be fully used by all-day parkers not leaving enough room for visitors.

Educate people to use public transport – have a 10 minute service which is wonderful.



Bicycle parking would be much cheaper as takes up less space.

Darwin has good set-up. *Larry* – Perth also with free CAT bus (which is funded by a levy on parking bays).

Cycleways important.

People park outside my door who walk into city to work. No public transport for them. No cycleways. All developments should provide parking or pay an amount to Council. *Larry* – this is a park in lieu policy which exists but has not been implemented. Also charge per space is too low.

Why rely on Metro. Why can I not run my own services? *Larry* – we don't know – park and ride e.g. at Inveresk will have dedicated bus service funded by revenues.

Buses too large to access some residential areas.

Dormitory towns within ½ hour of Launceston.

No buses on Sundays

Buses only being used by people who cannot afford a car

Want other municipalities to contribute to cost

Want service to non-CBD areas

Stop residential dormitory areas development

Long term issue – residential development in dormitory suburbs

8 am Prospect bus full (according to a taxi operator).

People who work in city should park further out.

Sustainable transport. Gave away our streets to cars. Need to reclaim streets for pedestrians. Alter priority to pedestrians first etc. Commuters come last. Parking at transport nodes. Different type of land development, higher densities etc. Public education important.

Is brief only CBD or entire area? *Larry* – focus on CBD but includes whole area.

Need to involve adjacent Councils. Not all trips are conducive to public transport.

*Larry* – need surveys, repeated every 3-4 years.

Parking buildings are in wrong place.

Lack of strategic approach to cycling. Councillors often do not take advice of planners e.g. Invermay Road. Cycleways needs to be continuous etc. to be attractive. Also no place to park in CBD. *Larry* – cyclists looking for \$250 - \$300,000 per year.

People who cycle to work benefit community.

Launceston College does not encourage students to use alternative transport.

No ability to move P.O. Box No.

Trams – why not for commuters?

*Larry* – Silverdome parking not used during day

*Larry* – If could reduce parking demand in city what would happen to CARE charges? Would come down. Parking prices relate to demand.

*Larry* – parking buildings have no other use – will be there for 30 years – need to surround with shops - in future may need power to charge cars when parked.

Letter to Mayor from Church re: Sunday parking. *Larry* to get copy.

Will hospital parking be looked at? *Larry* – Yes. Hospitals difficult. Parking for nurses very important. Also parking at change of shifts. Also difficult to predict how long you will be there. Best to have a boom-gate set up where pay on departure.

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Multi-storey car park planned for hospital, but not yet funded. *Larry* – ensure it is pay on exit (like airport).

Carpooling? *Larry* – Yes, definitely .

Website set up in last 6 months for Tasmania. Insurance problem.

*Larry* – cash out system where company pays a sum of money 'not to bring car'.

Walking at nights not done (according to one older attendee).

Current bicycle racks in wrong place and wrong design.

Give residents points for doing the right thing to change culture with rewards e.g. free parking space!

Many people do not drive. Dependent on public transport. In future may not be allowed to have a car.

*Larry* – many young people far more aware of problems than we are.

*Larry* – rate income in Launceston approximately \$55 m – could increase parking charges and reduce rates.

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## **Appendix B Summary of Stakeholders Forum 15 September 2008**

### **Introduction**

#### **About the forum**

A public forum was held on the evening of Monday September 15, 2008 at the Albert Hall, in Launceston City. There were around 70 attendees at the forum including some participants from Launceston City Council. This report summarises the feedback provided by workshop attendees through group discussion on three broad topics:

- Infrastructure, walking and cycling routes and safety
- Education and behaviour
- Promotion and marketing.

Participants were asked to consider and discuss in relation to each topic:

- Issues and problems
- Strengths and opportunities

A forum was previously held dealing with car parking, the outcomes of which are summarised in a separate report.

#### **About the project**

This project entails the development of a suite of integrated policy objectives for car parking and sustainable means of transport that support Launceston's broader goals for the central City area. As a result of this project, Launceston aims be well placed to determine the optimum quantity and most appropriate management regimes for car parking in Launceston's Central Activities Districts, taking into account forecasting of future needs, the need for ready parking access, the encouragement of sustainable modes of transport and Launceston's desire to continually improve the amenity of the area.

#### **Who cycles and walks in Launceston?**

##### **Groups**

- Parents and families
- Adults
- Elderly
- Competitive athletes
- Teenagers
- Tourists
- Young people and children
- Scooter users and electric wheelchairs too.

##### **Reasons**

- Commute to school
- Commute to work
- Leisure and recreation
- Training for sport or running and cycling competitions
- Fitness and exercise

- Shopping
- Dog walkers
- Rehabilitation / health focus
- Pram walkers
- Errands
- Social
- Financial motivation (lower income socioeconomic groups)
- Hobby and for fun
- Live close to their destination
- To use public transport
- No access to a car
- Do not hold a licence
- Environmental motivation

### **Infrastructure, walking and cycling routes and safety**

#### **Issues and problems**

##### **End of trip facilities**

- Lack of bike racks / changing rooms
- Business facilities for walkers and cyclists (racks, lockers, showers)
- Bike parking
- No facilities for parking bikes/showers – could use a “gathering point” infrastructure for walkers and cyclists
- Need a cycle park
- Regional Aquatic Centre needs facilities
- Cataract Gorge needs secure parking
- Showers, lockers (end of trip facilities) bike storage facilities

##### **Routes / linkages / trails**

- Left hand turn conflict points
- Yellow plastic bumps become slippery
- Surface and hazards e.g. debris on shoulder of road
- Topography (for walkers and cyclists)
- Linkages (for walkers and cyclists)
- No space on road or shared paths
- Sightlines e.g. Godderich Street – turning back on traffic
- Linkages that don't exist e.g. Elphine Road, Hollbrook Street across river
- Lighting on streets
- No space on roads
- Signage – leg. Patterson Street near Seaport
- Walkers and cyclist signage
- Signage – make things look like what they are
- No signs
- Driver behaviour – not enough education in signage
- Not enough space on shared trails

- Feeling of remoteness on trails
- Cracked paths for people and balance problems
- Footpaths are unreliable (run out)
- Road and footpath surfaces in shade/ice over esp. on smooth surfaces
- Lack of info and facilities for tourists
- Urban design set up for motor vehicles
- The green man doesn't last long enough
- Need more incentives or continuous routes
- Bike lanes run out at roundabouts (appear and disappear)
- Existing trails – just not linked
- Smooth surface i.e. suitable for all trips
- Dangerous roads – uneven edges of roads less quality
- Dodgy shoulders
- Don't forget situation of mobility and sight impaired people
- Need safe possibility of riding everywhere as people need to get from door to door
- Need clearly defined commuter routes
- Need consideration of bikes at intersections
- Need lanes to be safe (clear of litter and obstacles, large rocks)
- Car focussed infrastructure – DIER & council mission (core responsibility to develop walking and cycling)
- Failure to provide cycle lanes and tracks
- Road verges and connectors
- Slippery white paint of road lines
- Connecting paths
- Drain covers
- Cycling facilities are non – existent
- Traffic lights not setting off for cyclists – need more sensitive sensors
- Roundabouts – good for cars – bad for bikes and pedestrians
- Bicycle path/route – Invermay road – common sense!
- Prospect (Westbury road traffic calming example – dangerous)
- Main roads particularly hazardous
- Elphin Road cycleway is hazardous
- Road modifications / changes disregard cycles e.g. “jellybean” roundabout and Invermay Road redevelopment
- Too many bus stops
- Passage of footpath obstructed by hedges, walls etc which part of footpath should be paved?  
Section beside roads seems safest / best
- All road remakes should provide for all roads users including bikes and motorcycles

### **Strengths and opportunities**

#### **End-of-trip facilities**

- Multi-storey lock up bike parking (peace of mind bike is safe)
- Central lock up area for bikes – in car parks with attendants – sign up for key card access – service Tasmania?
- Bicycle lockers / racks – under cover

- Showers
- Individual businesses/workplaces could offer bike rack facilities / change rooms
- More places to put bikes
- The round house at Inveresk can be promoted as a place to park and commute
- Workplace provision of bike storage etc (lockable, whether protected)
- Public provision of bike storage etc (lockable, whether protected)
- Bike racks / carriers on public buses
- Buses with bike racks
- Showers
- Secure parking for cycles – MUST BE FULLY ENCLOSED and in many locations
- Racks on / in buses
- On-street motorcycle/ scooter parking
- Ideal Cycle Park has security – encloses bike, does not damage your bike.

### **Routes / linkages / trails**

- Single foot paths (i.e. on one side of the road only) is good because it allows on proper shared zone
- To link up esplanade and river crossing between Vic. Bridge and Charles Street Bridge
- Flat and hilly i.e. options
- Cycle lane on high street linking to Regional Aquatic Centre
- Room for more bike lanes – visually defines space for cyclists and walkers e.g.
  - Wellington Street
  - Hobart Road
  - Invermay Road
- Schools – better and safer access to schools (not many kids ride or walk anymore) - encourage kids to ride and walk
- Bike lanes have sensors that activates signals for bikes (have in Perth)
- In UK, pedestrian (pelican) crossings are pedestrian prioritised as default – car as to activate – reduced accidents by > one third (just involves changing electrics on lights)
- Jay-walking should be encouraged (take away railings if they exist)
- More shared zones
- Brisbane St should be shared zone - pedestrians have priority
- Strategically placed car parks, E, N S, W – people drive to these and walk and ride to work.
- Speed limits (differential – cars Vs bikes)
- Lower limits in City
- Tracks in and around gorge
- Negotiate access to private property tracks
- Shared footpaths e.g. Royal Park
- Safe crossing points to allow for all walkers
- Provide ‘transit lane’ situation, providing bus/cycle shares lane on main road at particular times
- Cycling lanes on roads – more for commuters than sports cyclists – needs to be safe
- Walking – need traffic speed control so safe to cross at lights on Wellington and Bathurst Street
- Signs and road markings, and markings for cycle lanes, reduced speed areas
- Marker /suggested alternate routes for cyclists
- Set up cycling routes (especially main arterials)



- West Tamar – Legaga (bottom of muddy creek)
- City of Kings Meadows
- City to Rocherlea via Inv. Road /Mowbray
- Improved lighting for safety and confidence
- \$4 million of recycling tracks/routes state wide
- Opportunities lie within new roads – new subdivisions
- Good infrastructure for walkers (trails and toilets)
- Considering lowering speed limits in towns
- Princess Street, Edinburgh restructures the balance ratio of pedestrian to cars from 25:75 to 75:25 (allocated areas) and increased the shopping revenue by 60 million pounds – could apply in Inveresk, Charles, St John, Brisbane
- Socially – ease of driving outweighs time needed to work or ride, therefore more incentives needed to ride /walk such as better, safer routes
- Dedicated bike park for people learning to ride, both young and old
- Create network allowing CBD access from anywhere in Launceston
- Have bike/walk path separate from road
- Right of way to cyclists and walkers
- Earlier green light for riders and walkers
- Shouldn't have to stop for cars on the way to bus station.
- Shared street City – Launceston's motto
- Advance stop lanes at lights
- Retrospective – clean up and improvement and maintenance (West Tamar Highway example)
- Traffic light triggers
- Bicycle boxes designated at lights etc slip lanes? i.e. bottom of Mowbray Hill

### **Education and behaviour**

#### **Issues and problems**

- Abuse/missiles thrown at cyclists and walkers from motorists
- Motorists swerving into cyclists/breaking suddenly i.e. disrespect
- Walkers/cyclists/dog walkers conflict
- Respect between cyclists, cars and walkers
- Lack of awareness / educations – 1.5m two abreast
- Drivers ignorant
- Public awareness of cyclists (doors opening on cyclists)
- Education /ethics cyclists
- Legality / enforcement of footpath use rules
- Safety and perceptions of safety
- Cars disregard pedestrians when car is crossing path

#### **Strengths and opportunities**

- Educational programs to teach people how to ride properly and maintain bikes
- Community involvement in cycling and walking, group rides
- Signage- warning / educating vehicles
- Rider education when young
- Visible signage re: who is welcome where

- Hierarchy of giving way – legislation?
- DOB in a driver – if you suffer abuse call the police and vehicle description – driver description and rego
- Policing/education riders to obey road rules to gain respect
- Ad campaign
- Learner driver education in book and test
- Budget allocations
- Education/understanding of councillors/politicians re: various types of cyclists e.g.
  - Surface good for road Vs mountain bike
  - Routes suitable for families but other options for quick commuters and experienced riders
- Two way education with users – bikes and cars plus cyclists
- Continue to push for greater awareness and respect for all road and footpath users
- When registering cars/motor vehicles, have a sticker or similar about all road users being equal ... maybe a clause to sign to say they have read about everyone being equal on road / footpath
- Promote more heavily free car parking just out of City to walk in (or a bus service to help the rest of the way, especially in bad weather).
- Social riding groups and club meetings, involvement in organisations
- Bike tours – around the City and walk tours
- Learn to ride classes
- More education about road rules
- TV campaigns re: bike routes/rights
- Promote idea of 'shared street City'
- Primary school education of bike rights and routes
- Bike education for older kids – need facilities (full scale) but off road – Trevallyn Reserve – Hoo Hoo Hut (Heritage forest).
- Educate decision makers – real experience, not just text book
- Car free days
- Semi-organised ride to show mass bike presence
- Fixed sign (awareness and education) e.g. Two abreast sign West Tamar
- Buddy systems – to support new riders, cycle bus
- Regular radio / newsletter / TV – to tackle issues and raise awareness
- School based bike education and bike maintenance
- Drivers licence test – to include walking and cycling focus to show these are valued and serious
- It is legal to ride up the left hand side if it is safe to do so
- Keep to left rule
- Education for cyclists in how to deal with incidents
- Is there someone to report to?
- A website to check out what the laws / guidelines are
- Critical mass ride

### **Promotion and marketing**

#### **Issues and problems**

- Overcoming perception of inconvenience = issue
- Brochures preaching to converted
- For residents the CBD is the focus
- Practice what we preach

- Cycling promotions officer – need someone in the North

### **Strengths and opportunities**

- Beauty of Launceston
- Large cycling community already
- Lonnie residents live relatively close to work
- Elphin Road Brochure
- Access map
- Tourist map
- Great City for cycling
- Great cycling clubs
- Small community – enhanced communication
- Heritage map
- Council working on a commuter network
- LCC considering bikes for staff
- Ride Launceston
  - Oct 3 – walk to work day
  - Oct 15 – ride to work day
  - With Inveresk park and walk and healthy breakfast
- Environmental benefits
- Families asking for routes like parks brochure and Active Launceston
- Financial benefits
- Promote endorphins!
- Low cost of bikes, technology improvements
- Convenience – speed of access
- Health
- Promote positive aspects of recreational walking
- Interactive map – where you are going A to B, transport – outputs routes + map – internet
- Key way on road signage – written on roads/road signs
- Recommended routes for commuters – for maps and signs – regular signage
- Route markers
- Tourist – want to be able to search, pre-plan map to find your own way, want bike shops to provide maps/information
- Bike cages, good for visitors and tourists
- Identify the overall importance (healthy lifestyle, obesity, heart)
- Tough against “car market”
- More bikes sold in Australia in last 8 years
- Bike to work, walk to work days
- Get fined
- Reward system
- Council subsidising bike lights, bike chains, reflective tape!
- MAIB provide significant funding!
- Bike room on buses
- Education and promotion from cycling stores e.g. When you get a dog you get a pamphlet
- Park and walk – promote it!

- Maps/routes/cycle paths – publicised
- Priority cycle routes – identify routes and publicise these
- Formalised walking groups
- Walking buses and school kids
- Adult Ed course “ safe cycling in the City”
- Riding guide – Off road, on road, web site (already exists), commuters
- Coloured route signs??? To show the routes
- RAC must be bike friendly. Membership \$ includes ability to leave bikes/use facilities
- Ride to work day - have it in Hobart, organise it here!
- Shared street City!!!!!!!
- Walking – more attractive and safer – protected from fast, polluting traffic) pedestrian routes, footpaths would encourage more people to walk.
- Support groups to have support for insurance
- Coordination between councils
- Community forums /groups to be proactive
- Metro – bike friendly
- Continue bike safety ads
- Car licence test – questions relating to cycling and walking
- To be known as a City that encourages cycling and walking
- “Launceston Ten” And “Ride Launceston” – is good – keep it up but vary the routes
- Critical mass, “Ride to work” etc
- Target employers to facilitate cycling, LCC lead the way e.g. provide bikes for employees
- Organise walking and cycling groups (heart / health groups)
- Examiner put in a daily biking/walking article (a la mercury)
- Politicians and other leaders get on bikes regularly
- Media (paper, radio, TV) more walking and cycling promotion
- Promote low \$, low carbon, good health, fun aspects!!
- Market the good stuff
- Possibility of excluding CBD to private vehicles
- Congestion tax to raise funds for new initiatives
- Opportunity to become known bike centre – marketing Launceston
- Trail brochure – NEEDS TO BE REFUNDED!!!
- Bike racks on buses
- Talk to school children
- LBUG cycling representative on Council Bike Committee
- LCC Recreational Officer
- Silver dome/Trevallyn – HTB resource
- Decision makers need to experience bike riding.
- Possibility of incentives for smaller cars in Launceston
- Free buses with levy from parking fee
- Should be wider focus on skate boarding / inline skating as viable forms of transport especially for young people.
- Free bikes (cheap) punctuated around town (Copenhagen, Amsterdam, Boise Idaho) – with bike stations around town where you drop off and pick up

## Group feedback session

### Infrastructure, walking and cycling routes, safety

- Infrastructure: Storage and devices. Commuting cyclists would pay for adequate storage of expensive bikes. Would also pay for shower facilities.
- Launceston's roads are very 'motorist focused'. Cycling should become part of 'core' business for DIER and consideration given on main arterials.
- Transit lane for bus's and cyclists. Maybe morning and evening?
- Any upgrades should automatically include ALL modes of transport.
- Permanent 'Green' walking sign, meaning pedestrian ALWAYS has right of way.
- Better lighting for early morning and evening pedestrians ensuring safer walking paths.
- Higher priority on path maintenance
- Link paths – no stopping and starting.
- Clearly identified roads as 'multi use' lanes.

### Behaviour and education

- Launceston branded as 'Shared Road City'
- Aquatic Centre excellent opportunity to promote cycling and all forms of activity as a health initiative.
- Education in schools for 'Safer Riding'
- 'Buddy System' for cycling routes
- Two Abreast? Educate motorists this is legal
- Respect for cyclists part of licence testing
- Incentives to drive smaller cars in Launceston
- Opportunity to be 'best cycling City in Australia – tourist incentive?
- Better signage – reminding of common road rules

### Promotion and marketing

- Overcome perceptions that walking and cycling is an 'inconvenience'.
- Bike storage on buses
- Cyclist receive a 'manual' when they buy a bike on all the safe cycling routes and tracks
- Slogan – 'My Car, My Bike, Our Road'.
- More promotion on the good things Launceston is doing for pedestrians and cycling.
- Road management to understand commuters' vs. recreation riders – very different needs.
- Cyclist to show respect for road rules
- Educate parents. Kids are driven to school everyday, never walking or riding.
- Helmets have decreased cycling
- LCC cycling promotions officer – Hobart has one?
- What are other cities doing? Small island – what is right for us?
- Manual or maps labelling car usage, i.e. Heavy, Medium or Light motorist usage.

## Appendix C Review of Parking Provisions in Victoria

### Review of Parking Provisions in Victoria

#### 52.06 Car Parking

##### 52.06-1 Purpose

To ensure that car parking facilities are provided in accordance with:

- The State Planning Policy Framework and the Local Planning Policy Framework including the Municipal Strategic Statement and local planning policies.
- Any Integrated Transport Plan or Structure Plan.

To promote sustainable transport alternatives.

To ensure the provision of an appropriate number of car spaces having regard to the demand likely to be generated by the new use and development and to the relevant social, economic, environmental and physical circumstances of the locality and access to alternative travel modes.

To provide measures to encourage alternative travel modes to the motor car.

To provide a standard set of car parking rates for specified uses.

To provide the opportunity to specify alternative local parking rates, including maximum rates, in appropriate locations.

To promote the efficient use of car spaces through the consolidation of car parking facilities.

To protect the residential amenity from car parking associated with commercial uses and activity centres.

To ensure that the design and location of car parking areas:

- Does not adversely affect the amenity of the locality, such as increased noise or disturbance to dwellings and the amenity of pedestrians and other road users.
- Achieves a high standard of urban and landscape design.
- Provides for water sensitive urban design.
- Creates a safe environment for users, particularly at night.
- Protects the role and function of nearby roads.
- Facilitates the use of all travel modes.
- Facilitates easy and efficient movement and delivery of goods.

##### 52.06-2 Provision of car spaces

VC-

#### When must car spaces be provided?

A new use must not commence or the floor area of an existing use must not be increased until the required car spaces have been provided.

This does not apply if the car parking requirement for the new use is less than the requirement for the existing use, provided the existing number of car spaces is not reduced.

Where the floor area occupied by an existing use is increased, the car parking requirement only applies to the floor area of any extension of the use or site area, provided the existing number of car spaces is not reduced.



#### How can car spaces be provided?

Provision can be made for car parking spaces by:

- Providing the car spaces on the land.
- Providing the car spaces on nearby land to the satisfaction of the responsible authority.
- Contributing to a parking and access fund specified in a schedule to a Parking Overlay at Clause 45.08.
- A combination of the above to the satisfaction of the responsible authority.

A parking and access fund established by a municipality may require payment of cash-in-lieu for the provision of car parking spaces. The fund may be used for the provision of car parking, improving access by other travel modes or other travel management measures, unless a schedule in the Parking Overlay specifies otherwise.

#### 52.06-3

$\frac{A+C}{VC}$

#### Number of car spaces to be provided

The number of car spaces required to be provided for specified uses are set out in Column A of the table at Clause 52.06-5, unless a different requirement is specified in a Parking Overlay at Clause 45.08.

**Note:**

Column B figures for Activity Centres require the introduction of a Parking Overlay to be applied.

The requirement for a use listed in the table is the product of Column A and Column C of the table. Where the table to Clause 52.06-4 or a Parking Overlay specifies a percentage of site area this includes accessways but not driveways.

If no requirement is specified in the table at Clause 52.06-5 or in a Parking Overlay an adequate number of car spaces must be provided to the satisfaction of the responsible authority.

These requirements do not apply if there is a parking requirement for the particular use under another clause.

#### Reducing the car parking requirement

**Note:**

Reduction is used to refer to determining a lower empirically based rate (than specified in the Table) for a proposal.

A permit may be granted to reduce the required number of car spaces unless a Schedule to a Parking Overlay at Clause 45.08 specifies otherwise.

A permit cannot be granted to reduce the requirement below a reasonable empirical assessment for the parking demand likely to be generated.

#### Decision guidelines

Before a requirement for car spaces is reduced the applicant must satisfy the responsible authority that the reduced provision is justified having regard to:

- An empirical assessment of car parking demand including:
  - Reduction in demand due to multi purpose trips in an area.
  - The variation of car parking demand over time.
  - The availability of public transport in the locality.
  - The likely car ownership rates of likely or proposed residents of accommodation.
- The contribution to alternative transport initiatives including:
  - Contributions to works for alternative modes.
  - The provision of bicycle parking and end of trip facilities for cyclists.
  - Contributions to, or an agreement to carry out, a travel demand management program.

- Direct provision of public transport services.
- Any other relevant consideration.

### Waiving the provision of parking

**Note:**  
Waiving is used to refer to not providing all or part of the spaces required.

A permit may be granted to waive all or part of the provision of car spaces required (including a reduced requirement) unless a Schedule to the Parking Overlay at Clause 45.08 specifies otherwise.

Before a requirement for the provision of car spaces is waived, the applicant must satisfy the responsible authority that waiving all or part of the required spaces is justified having regard to:

- Any relevant Local Planning Policy, Integrated Transport Plan or Structure Plan.
- The availability of car parking:
  - Including efficiencies gained from the consolidation of shared car parking spaces.
  - In public car parks intended to serve the land.
  - On streets within business zones.
- The economic viability of an activity centre and any adverse economic impact a shortfall of parking may have on the economic viability of an activity centre.
- The future growth and development of an activity centre.
- Any empirical car parking deficiency associated with the existing use of the land, but only where existing buildings are being reused.
- Any credit that should be allowed for a car parking spaces provided on common land or by a Special Charge scheme or cash-in-lieu payment.
- The equity of waiving the car parking requirement having regard to any historic contributions by existing businesses.
- Local amenity including pedestrian amenity and the amenity of nearby residential areas.
- Local traffic management.
- The need to create safe functional and attractive parking areas.
- The need to respect the character of the neighbourhood or achieve a quality urban outcome.
- Any other relevant consideration.

52.06-4

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vc-

### Design and construction

#### Car parking plan

Before any use commences or any building or works associated with that use or an existing use is constructed, a plan must be prepared to the satisfaction of the responsible authority showing:

- All required car spaces
- Access lanes, driveways and associated works
- Allocation of spaces to different uses or tenancies, if appropriate.
- Landscaping.

A plan is not required when the spaces will be provided by way of a contribution to a parking and access fund.

#### Provision before commencement

Before any use commences or any new building is occupied, the car spaces, access lanes, driveways and associated works and landscaping shown on the parking plan must, to the satisfaction of the responsible authority, be provided and available for use and be:

- Formed to such levels and drained so that they can be used in accordance with the plan.
- Treated with an all-weather seal or some other durable surface.
- Line-marked or provided with some other adequate means of showing the car spaces.

#### Design standards

Responsible authorities should have regard to the following documents:

- Design Guidelines for Higher Density Residential Development (Department of Sustainability and Environment 2004) in assessing the design of car parking in residential development of four or more storeys.
- Activity Centre Design Guidelines (Department of Sustainability and Environment 2005) in assessing the design of car parking in activity centres.
- Safer Design Guidelines for Victoria (Crime Prevention Victoria and Department of Sustainability and Environment 2005) in assessing the design of car parking.

**Note:**

There is guidance on the design of parking in the *Activity Centre Guidelines*, *Guidelines for Higher Density Residential Development* and the *Safer Design Guidelines for Victoria*.

The car parking plan should meet the following standards. A permit may be granted to vary any dimension or requirement of this clause.

#### General

The layout of car parking areas should provide for Water Sensitive Urban Design treatment and landscaping as appropriate.

#### Accessways and spaces

Accessways should:

- Be at least 3 metres wide.
- Have an internal radius of at least 4 metres at changes of direction or intersections or be wider than 4.2 metres.
- Allow vehicles parked in the last space of a dead-end accessway in public car parks to exist in a forward direction with one manoeuvre.
- Provide at least 2.1 metres headroom beneath overhead obstructions, calculated for a vehicle with a wheel base of 2.8 metres.

Car spaces and accessways should have the following minimum dimensions:

Angle of car spaces to accessway	Accessway width	Car park width	Car park length
Parallel	3.6 m	2.3 m	6.7 m
45°	3.5 m	2.6 m	4.9 m
60°	4.9 m	2.6 m	4.9 m
90°	6.4 m	2.6 m	4.9 m
	5.8 m	2.8 m	4.9 m
	5.2 m	3.0 m	4.9 m
	4.8 m	3.2 m	4.9 m

Where a wall, fence column, tree guard or any other structure abuts a car space clearance should be provided in accordance with Diagram 1.

Car spaces may include trees planted in rain gardens with flush grills 2 metres by 2 metres set at 45 degrees to the car space at the rear corners.

A structure may project into the space if it is at least 2.1 metres above the space. A column or tree guard may project into a space if it within the area marked in Diagram 1.

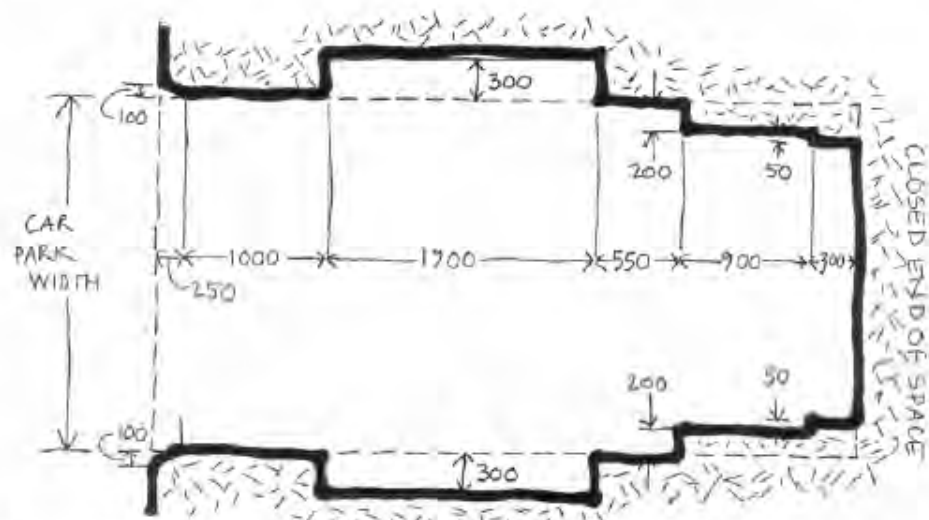


Diagram 1: Clearances to car spaces (measurements in millimetres)

#### Entries and exits

Pedestrian entrances and exists should be separate from vehicular entrances and exits.

Accessways should:

- Provide a turning space so that cars can exit the site in a forward direction if the accessway serves four or more car spaces or connects to a road in a Road Zone.



- Provide a passing area at the entrance at least 5 metres wide and 7 metres long if the accessway serves ten or more spaces and is either more than 50 metres long or connects to a road in a Road Zone.
- Have a corner splay or area at least 50 per cent clear of visual obstructions extending at least 2 metres along the frontage road from the edge of the exit lane and 2.5 metres along the exit lane from the frontage to provide a clear view of pedestrians on the footpath of the frontage road.

If an accessway to 4 or more car spaces is from land in a Road Zone, the access to the car spaces must be at least 6 metres from the frontage.

If entry to the car space is from a road, the width of the accessway may include the road.

### Gradients

Accessways should have a maximum grade of 1 in 20 (5 per cent) for at least 6 metres from the frontage. This does not apply to access ways serving three or fewer dwellings, or access ways that comply with the Australian Standard.

Ramps (except within 6 metres of the frontage) should have the following maximum grades:

Type of car park	Length of ramp	Maximum grade
Public car parks	20 metres or less	1:5 (20 %)
	longer than 20 metres	1:6 (16.7 %)
Private or residential car parks	20 metres or less	1:4 (25 %)
	longer than 20 metres	1:5 (20 %)

Where the different in grade between two sections of ramp or floor is greater than 1:8 (12.5 per cent) for a summit grade change, or greater than 1:6.7 (15 per cent) for a sag grade change the ramp should include a transition section of at least 2.0 metres to prevent vehicles scaping or bottoming.

Grade changes of greater than 1:5.6 (18 per cent) or less than 3 metres apart should be assessed for clearances using the Australian standard.

### Mechanical parking

Mechanical parking may be used to meet the parking requirement provided:

- The headroom clearance for a driver accessing a car is not less than 2 metres.
- Sufficient vehicle queuing space is available on-site to allow a vehicle to wait without unduly blocking access ways.
- The spaces are allocated to specific users who are familiar with the operation of the equipment or are used in valet parking situations.

### Decision guidelines

Before deciding that any plan is satisfactory, or whether a permit should be granted to vary any dimension or requirement, the responsible authority must consider:

- Any relevant Local Planning Policy, Integrated Transport Plan, or Structure Plan.

- Whether the layout of car spaces and access lanes are consistent with the specific standards or a variation generally in accordance with Australian Standard AS2890.1 – 2004, Parking facilities, Part 1: Off-street car parking.
- The protection and enhancement of the streetscape.
- The provision of landscaping for screening and shade.
- The design and construction standards proposed for paving, drainage, line marking, signage, lighting and other relevant matters.
- The provision for pedestrian movement within and around the parking area.
- The measures proposed to enhance the security of people using the parking area.
- The provision of parking facilities for cyclists and disabled people.
- The type and size of vehicle likely to use the parking area.
- The ease and safety with which vehicles gain access to the site and circulate within the parking area.
- The need for the required car spaces to adjoin the premises used by each occupier, if the land is occupied by more than one occupier.



52.06-5 Requirements

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Use	Rate		Car parking measure
	Column A Standard	Column B Activity centre	
Shop other than listed in this table	4	3.5	to each 100 sq m of leasable floor area
Amusement parlour	4	3.5	to each 100 sq m of leasable floor area
Art and craft centre	4	3.5	to each 100 sq m of leasable floor area
Betting agency	4	3.5	to each 100 sq m of leasable floor area
Postal agency	4	3.5	to each 100 sq m of leasable floor area
Primary produce store	4	3.5	to each 100 sq m of leasable floor area
Supermarket	5	5	to each 100 sq m of leasable floor area
Restricted retail premises	3	2.5	to each 100 sq m of leasable floor area
Convenience shop if the leasable floor area exceeds 80 sq m	10	–	to each premises
	–	3.5	to each 100 sq m of leasable floor area
Market	8	3.5	to each 100 sq m of leasable floor area
Food and drink premises other than listed in this table	4	3.5	to each 100 sq m of leasable floor area
Restaurant	0.4	–	to each patron permitted
	–	3.5	to each 100 sq m of leasable floor area
Convenience restaurant	0.4	–	to each patron permitted
	–	3.5	to each 100 sq m of leasable floor area
Winery	0.4	–	to each patron permitted
	–	3.5	to each 100 sq m of leasable floor area
Tavern	0.4	–	to each patron permitted
	–	3.5	to each 100 sq m of leasable floor area
Hotel	0.4	–	to each patron permitted
	–	3.5	to each 100 sq m of leasable floor area
Gambling premises	0.4	–	to each patron permitted
	–	3.5	to each 100 sq m of leasable floor area
Office other than listed in this table	3.5	3	to each 100 sq m of net floor area
Mail centre	3.5	3	to each 100 sq m of net floor area
Research centre	3.5	3	to each 100 sq m of net floor area
Dwelling	1	1	to each one or two bedroom dwelling, plus
	2	2	to each three or more bedroom dwelling (with studies or studios that are separate rooms counted as bedrooms), plus
	1	0	for visitors to every five dwellings for developments of five or more dwellings
Home occupation	1	1	to each person who works in the home occupation who is not a resident of the dwelling

Use	Rate		Car parking measure
	Column A Standard	Column B Activity centre	
Display home	5	0	to each dwelling for five or fewer contiguous dwellings, plus 2 to each additional contiguous dwelling
Residential village except provided by the Office of Housing	1	1	to each one or two bedroom dwelling, plus
	2	2	to each three or more bedroom dwelling (with studies or studios that are separate rooms counted as bedrooms), plus
	1	0	for visitors to every five dwellings for developments of five or more dwellings
Retirement village except provided by the office of Housing	1	1	for each one or two bedroom dwelling, plus
	2	2	for each three or more bedroom dwelling (with studies or studios that are separate rooms counted as bedrooms), plus
	1	0	for visitors for every five dwellings for developments of five or more dwellings
Residential village provided by the Office of Housing	0.3	0.3	to each dwelling
Retirement village provided by the Office of Housing	0.3	0.3	to each dwelling
Residential aged care facility	0.3	0.3	to each lodging room
Motel	1	1	to each unit, and to each manager dwelling, plus 50 per cent of the relevant requirement of any ancillary use
Place of assembly, except Amusement parlour	0.3	0.3	to each patron catered for
Cinema based entertainment complex	0.3	0.3	to each patron catered for
Funeral parlour	0.3	0.3	to each seat or to each sq m of net floor area, whichever is greater
Medical centre	5	–	to each person providing health services
	–	3.5	to each 100 sq m of leasable floor area
Veterinary centre	5	–	to each person providing animal health services
	–	3.5	to each 100 sq m of leasable floor area
Industry other than listed in this table	2.9	1	to each 100 sq m of net floor area of buildings
Warehouse other than listed in this table	1.5	1	to each 100 sq m of net floor area
Freezing and cool storage	1.5	1	to each 100 sq m of net floor area
Motor repairs	3	3	to each 100 sq m of net floor area plus one space for each vehicle being serviced, repaired or fitted with accessories, including vehicles waiting to be serviced, repaired or fitted with accessories, or to be collected by their owners
Fuel depot	10	10	per cent of site area
Landscape gardening supplies	10	10	per cent of site area
Materials recycling	10	10	per cent of site area
Milk depot	10	10	per cent of site area

Use	Rate		Car parking measure
	Column A Standard	Column B Activity centre	
Saleyard	10	10	per cent of site area
Store other than listed in this table	10	10	per cent of site area
Trade supplies	10	10	per cent of site area
Education centre other than listed in this table	0.4	0.3	to each student that is part of the peak student load
Child care centre	0.2	0.2	to each child
Primary school	1	1	to each employee
Secondary school	1.2	1.2	to each employee
Bowling green	6	6	to each rink, plus 50 per cent of the relevant requirement of any ancillary use
Golf course	4	4	to each hole, plus 50 per cent of the relevant requirement of any ancillary use
Squash court other than in conjunction with a dwelling	3	3	to each court, plus 50 per cent of the relevant requirement of any ancillary use
Swimming pool other than in conjunction with a dwelling	5.6	5.6	to each 100 sq m of site
Tennis court other than in conjunction with a dwelling	4	4	to each court, plus 50 per cent of the relevant requirement of any ancillary use

## Appendix D Parking and Transport Strategies in Similar Cities

We have examined parking and transport strategies in five cities with a similar size, location, demographics and seasonal demand related to tourism.

### Queenstown, New Zealand

Between 2006 and 2021 the total resident population of the Queenstown/ Wakatipu area is expected to increase from 16,002 to 31,305 (95%) and employment from 9,980 to 20,746 (108%).

Annual visitor numbers are projected to double from 2.6 million in 2006 to 5.2 million by 2021, and the total peak day population is projected to increase from 35,140 in 2006 to 67,605 in 2021 (92%).

The Queenstown Lakes District Council "Future Link" Transport and Parking Strategy 2005 includes the following:

- Key routes are expected to reach capacity before 2021. In many instances the capacity of these routes will not be increased due to their negative impacts on urban design including increased severance and decreased access. Proposals are for specific roads to be traffic calmed, and a CBD cordon restraint implemented to provide improved access for pedestrians.
- The CBD and central Queenstown will not cope with projected vehicle demand, and therefore the construction of new infrastructure purely to meet this demand is not sustainable. Vehicle reduction, not increase, is required in this area.

A new bus-based transit system is to be introduced by the 2010/11 year. It is understood that the Council is aiming for 20% of morning peak period travel to Queenstown by public transport by 2026.

Bus priority measures are likely to focus initially on the most congested section of state highway 6A which links Queenstown with Frankton. A combination of increased bus frequencies plus increasing priority combined with parking restraint in Queenstown and park and ride in Frankton will help drive increasing public transport use.

Park and Ride facilities are to be provided outside the Queenstown built-up area at Frankton and Gorge Road where car users will be able to transfer to buses for travel to Queenstown, and (via boat) at Bay View, Kelvin Heights. Parking is expected to be free. It is currently proposed that approximately 2,000 Park and Ride spaces will eventually be provided. These are aimed at commuters and visitors.

The strategic direction taken by the Council seeks to limit the increase in long stay commuter parking in Queenstown while retaining or enhancing Queenstown's attractiveness as a business centre and tourist destination. It appears that the early focus on parking will be the improvement of short stay parking, with the introduction of parking restraint for commuter parking dependent on the introduction and acceptance of a high quality passenger transport system.

Queenstown's parking strategy distinguishes between the core or CBD area, the "buffer" area around the core and the remainder which is referred to as the "other" area. The CBD is dominated by retail and commercial development. The aim is to limit parking in the CBD to short stay only. The buffer area is a mixture of uses. Parking here is to remain a mixture of short stay and long stay. Over time all parking in this area is to be subject to a charge. Parking in the outer area is largely to remain free.

Similar to Launceston, Queenstown has no minimum standards for developments in its CBD core area, nor does it set a limit on the amount of parking that may be provided in developments. Minimum standards apply outside the CBD core area.

Queenstown is currently reviewing its parking supply strategy and its district plan (planning scheme) parking policies and standards. Options being looked at include the replacement of minimum

standards with maximum standards, or possibly a minimum-maximum combination with the minimum standards based on visitor/operational needs only.

### Message for Launceston

Queenstown has had a similar approach to parking policy and provision to Launceston. Queenstown has no public transport system at all, but has set itself an ambitious mode split target. Like Launceston, Queenstown is looking to better integrate its parking management with its strategic transport and land use policies, and is seeking a more sustainable future.

Although Launceston does not have Queenstown's high growth, many of the measures being looked at may be appropriate for Launceston. It could be useful for Launceston to hold discussions with Queenstown to discuss common issues and potential measures to better integrate parking management and policies and encourage use of alternatives to the car..

### Bunbury, Western Australia

Bunbury is located 175km south of Perth. It describes itself as a picturesque harbour City in the heart of WA's premier holiday region. Bunbury has a population of 26,400 (2006) and an estimated 56,000 people live within 15km of the City centre. Population growth has been rapid in recent years (3.4% pa) and the population is expected to double within 25 years.

Car use is high (95% of trips). The City does not yet experience major traffic problems. In keeping with similar places elsewhere parkers expect convenient free car parking at every destination.

The Bunbury Integrated Land Use & Transport Strategy (ILUTS) adopted in December 2003 was based on the study entitled Bunbury Integrated Land Use & Transport Vision 2030.

ILUTS pointed out that "*The development and implementation of a comprehensive long term parking strategy represents one of the most challenging tasks confronting a community. Without a consistent and supportive parking strategy, it may be virtually impossible to achieve transport goals and objectives*".

The transport vision for 2030 included the following mode splits:

- Walking & cycling 24.0%
- Public transport 12.5%
- Car driver or passenger 57.5%
- Other 6.0%

ILUTS indicated that commuter parking should be provided for no more than 70% of the CBD workforce. To match parking supply with mode share projections it was proposed that the ceiling for the provision of parking be set at 5,000 bays, compared with a current supply of just over 4,500 bays. This target is dependent on significant enhancement of sustainable transport modes, continued development of central Bunbury as more than just a shopping centre, and continued application of car parking pricing as a feature of the scheme.

Strategy components in the ILUTS and the subsequent Bunbury Parking Works Program Report, prepared by ARRB Group, May 2006 included the following:

- Promoting shared parking
- Modifying the cash-in-lieu provisions including an increase in the payment per space
- Introduction of Park and Ride facilities

- Park and Walk from long stay fringe CBD car parks
- Promoting high occupancy vehicles by providing them with preferential treatment
- Provision of deck car parking
- Re-investing surplus parking income into alternative transport infrastructure
- Co-ordinating the provision of public transport services and parking facilities
- A parking information and guidance system
- A parking pricing regime supporting shopper parking while discouraging worker parking in the CBD
- Offering drivers a choice between more expensive parking close to their destination, or cheaper parking further out
- Protecting residential areas from commuter parking.

### **Message for Launceston**

Bunbury's approach includes setting a maximum limit on long stay parking in the CBD, promoting shared parking strategy, encouraging carpooling, using pricing strategically and introducing park and ride facilities. All these approaches have potential application in Launceston.

Launceston could gain from Bunbury's experiences and should consider communicating with Bunbury to share experiences and ideas.

### **Boulder, Colorado, USA**

The City of Boulder, Colorado has a population of approximately 100,000 people plus 29,000 University of Colorado students.

According to Todd Litman, faced with a shortage of parking for customers, Boulder developed a program to encourage downtown employees to use alternative commute modes. In 1993, the City council mandated restricted downtown parking. A system of using revenues from downtown parking meters to pay for free bus passes was created. The passes are provided for all of the Central Area General Improvement District's 7,500 employees, and cost \$500,000 each year. The City of Boulder offers deeply discounted Eco-Passes to businesses outside the CAGID, and to residents, and encourages walking and cycling. The programme has changed travel behaviour, freeing up valuable customer parking spaces and reducing parking costs, congestion, accidents and emissions.

### **Message for Launceston**

Boulder has shown that an innovate approach including restricting CBD parking, and using parking revenues to fund free bus passes can work.

### **Henderson, Waitakere City, New Zealand**

Henderson is the major town centre of Waitakere City, part of the Auckland region, New Zealand. Waitakere City, population 186,400 in 2006, refers to itself as an Eco City. Its strategies include intensifying its town centres including Henderson and New Lynn and encouraging increases in walking, cycling and public transport. The passenger rail system is currently being upgraded and the Henderson railway station, referred to as Waitakere Central, has been improved to a modern, attractive facility providing direct access to the Waitakere City Council Building.

Parking restraint is to be a key travel demand management tool and is to assist in achieving intensive and vibrant mixed use development in town centres.



In 2006 Henderson had a population of approximately 5,250 people and 8,400 jobs. This is projected to increase to approximately 9,900 people and 12,000 jobs by 2021, and 13,800 people and 17,300 jobs by 2057.

Waitakere City has recently completed the preparation of the Strategic Parking Report, the Waitakere parking strategy and Parking Management Plans for three town centres.

Key elements of the Henderson Town Centre Parking Management Plan include:

- The staged implementation of measures to increase the parking supply over time in a way which supports the achievement of the strategic land use and transport objectives
- The replacement of the current minimum parking standards with maximum standards, while ensuring that on-site loading (where feasible), secure bicycle parking, and car parking for people with a disability are provided
- Controls over the provision of parking buildings
- Encouragement of applications for shared parking facilities
- Motorcycle parking provision
- Wayfinding

### **Message for Launceston**

Waitakere City is taking a lead in New Zealand in integrating parking management with its eco-city/ sustainability goals. The proposals are at an early stage and Launceston may benefit from Waitakere's experiences in taking the proposals through the political system and in communicating the proposed changes to the local and business community.

### **Whistler, Canada**

The ski resort of Whistler near Vancouver Canada (population 9,600) has a Transportation Strategy which "is concerned with the movement of residents, visitors, and materials to, from and within Whistler in a more sustainable manner.

The Comprehensive Sustainability Plan ("Whistler 2020") includes the statement that by 2020 "*Whistler policy, planning and development prioritises preferred methods of transportation in the following order: 1. Pedestrian, bicycle and other non-motorised means, 2. Transit and movement of goods, 3. Private automobile (HOV, and leading low impact technologies, 4. Private automobile (SOV, traditional technology)*".

The Parking and Loading Regulation allows a payment in lieu of providing car parking in the 'commercial core one' or CC1 zone providing a building or structure for which application for payment in lieu is made is not more than 300m from a parking facility. The CC1 zone includes office, retail, personal service, restaurants and licensed premises. The payment is US\$20,000 per parking space.

To encourage visitors not to use the car, the parking regulations point out that "*You don't need a car in pedestrian oriented Whistler*". A point of interest is that parking before 10 am is free "*to you help you complete your errands*."

### **Message for Launceston**

Whistler has set out a clear, explicit prioritisation of transportation modes and has developed parking policies that reflect that prioritisation. Without clear priorities supported by measurable targets, Launceston may not be able to achieve its sustainability goals.

## Appendix E The Brisbane City Council Bicycle Scheme

Brisbane's cycle2city campaign (C2C) has a focus on the individual who wishes to integrate cycling to and from their workplace as a healthy and active alternative to car, bus or train. The following is an extract from the Brisbane City Council website.

Cycle2city (C2C) is a unique facility located within the heart of Brisbane City and designed to encourage and support those commuter cyclists previously hampered or prevented from cycling to work due to inadequate facilities. Membership provides daily access to secure bike parking, a fresh towel, locker, and plenty of showers and toilets. An optional laundry service is available and a small retail area for convenience items, ranging from toothpaste to tyre tubes.

The facility provides membership for 420 cyclists and is open from 6.00am - 8.00pm Mon-Fri.

Long term memberships are encouraged, in turn encouraging the like minded community feel and trust. However we understand that cycling to and fro work five days a week can be a bit daunting for some, so we have included a three day per week "permanent casual" membership. Under this arrangement the minimum joining period is still one month, but you are only paying for the three days per week you choose to cycle. And you choose the days, and you do not have to clean out your locker in the time between! As permanent membership grows however, the number of these available casual positions will obviously decrease.

There is also the option of beginning with a one-off, five day trial period to consider whether C2C is convenient to your lifestyle. Membership options are listed in the tables below. All prices include GST.

### FIVE DAY PER WEEK OPTIONS

membership option	equivalent cost per day	total cost (incl. GST)
six months	\$5.00	\$660.00
one month (4x5 days)	\$6.00	\$120.00
one week trial	\$7.00	\$35.00

### PERMANENT CASUAL OPTION - THREE DAYS PER WEEK

membership option	equivalent cost per day	total cost (incl. GST)
one month (4 x 3 days)	\$6.00	\$72.00

Please note that a \$50.00 joining fee plus a \$20.00 refundable key/card deposit applies in addition to membership, however the first 200 members receive a 50% discount on their joining fee. Joining fee does not apply to the 5 day trial. Payment options include mastercard, visa and eftpos. Membership is paid one month in advance. Please note there are 270 male and 150 female memberships available.

All members receive the same daily service:

- Clever and secure bike parking
- A fresh towel and locker with lock and key provided.
- Plenty of shower and toilet facilities
- A convenient retail section with bike spares and drinks, is coming soon.