

Relationship between business activity and car parking

Strategic Alignment - Strong Economies

Public

Tuesday, 4 July 2023

City Planning, Development and Business Affairs Committee

Program Contact:

Sarah Gilmour, Associate Director Park Lands, Policy & Sustainability

Approving Officer:

Ilia Houridis, Director City Shaping

EXECUTIVE SUMMARY

The purpose of this report is to address a Council decision dated 9 June 2022 that requested Administration provide:

A brief report on the impacts on local businesses of zero to minimal parking requirements for new apartment approvals, the ensuing expansion of permit parking, and the effect of business patronage with respect to drivers from outside the city, with a view to forming a council position on the matter. The report should consider the impacts on businesses that rely on outside visitation.

The decision relates to changes to minimum car parking requirements introduced in 2012 by the State Government.

RECOMMENDATION

The following recommendation will be presented to Council on 11 July 2023 for consideration

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE RECOMMENDS TO COUNCIL:

That Council:

1. Notes that residents in new apartment buildings are not eligible for permits under Council's Residential and Visitor Parking Permit Operating Guidelines.
 2. Notes that due to the multiple facets to parking demand and availability there is no direct link between new apartment approvals and business patronage.
 3. Notes that the provision of additional Parking and Information Officers in the draft 2023/2024 Business Plan and Budget will lead to increased turnover of on-street parking bays, which in turn supports customers being able to access businesses.
-

IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	Strategic Alignment – Enabling Priorities 5.6 Review Council services to balance efficiencies with meeting community expectations
Policy	<p>This report relates to minimum off-street (on-site) car parking requirements as set out in planning policy. Prior to 2021, planning policy was contained in the Development Plan (Adelaide City). The Council decision related to a change to the Development Plan (arising from what was formally referred to as a Development Plan Amendment). The Development Plan was replaced in 2021 with a State-wide Planning and Design Code.</p> <p>On-street parking in the City of Adelaide is managed in accordance with Council's On-street Parking Policy adopted on 12 December 2017. This Policy has been established to improve the overall customer experience of on-street parking in the city through accessibility, choice, efficiency and support for the environment.</p> <p>On-street parking is a shared community asset for which demand regularly exceeds supply, particularly in the CBD. This resource requires careful management to ensure a wide range of competing users have fair and reasonable access.</p>
Consultation	City of Adelaide's draft Annual Business Plan and Budget 2023/2024 proposes additional resourcing to manage compliance of on-street parking controls.
Resource	Not as a result of this report
Risk / Legal / Legislative	Not as a result of this report
Opportunities	Additional resourcing proposed in the 2023/2024 draft Business Plan and Budget to manage compliance and enforcement of on-street parking is expected to improve access to existing on-street car parking spaces.
23/24 Budget Allocation	The Annual Business Plan and Budget 2023/2024 includes \$100,000 for improved on-street parking analytics and reporting, and the addition of eight Parking and Information Officers.
Proposed 24/25 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
23/24 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	Not as a result of this report

DISCUSSION

Background

1. On [9 June 2022](#), Council resolved the following:

That Council:

Requests administration to provide “a brief report on the impacts on local businesses zero to minimal parking requirements for new apartment approvals, the ensuing expansion of permit parking, and the effect of business patronage with respect to drivers from outside the city, with a view to forming a council position on the matter. The report should consider the impacts on businesses that rely on outside visitation.”

2. In 2012, the State Government changed the on-site car parking requirements for developments within parts of the City of Adelaide as part of the Capital City Development Plan Amendment (DPA). This change resulted in no on-site parking requirements for any form of new dwellings (detached dwellings or apartments etc.) within the (then) Capital City Zone and City Frame Zone. On-site parking was still required for new dwellings in all other zones in the city, including the City Living Zones in Adelaide and North Adelaide.
3. Prior to these changes no on-site parking was required for any other type of development in the Capital City Zone. That is, a building containing a land use such as a shop, consulting room, office, licensed premises or restaurant did not, and still does not, need to provide any on-site parking.
4. In March 2021 the Development Plan (Adelaide City) was replaced by the State Government with the State-wide Planning and Design Code (the Code). Whilst the Code resulted in some changes to zone names and minor zone boundary changes, the car parking requirements for new residential developments within the Capital City Zone (and former City Frame Zone) have not changed from the Development Plan policies introduced in 2012.
5. The current planning policy of permitting zero or minimal parking for developments is limited to city locations with high access to multiple forms of transport. The State Government proposed this policy approach based on the following policy intent, to:
 - 5.1. Reduce car dependency and encourage other modes of transport
 - 5.2. Lower the cost of residential development
 - 5.3. Improve policy alignment to support government investment in public transport.
6. Since 2012 there have been several developments built where zero or minimal parking was allowed that have included considerable parking allocations for residents. This has occurred because of market forces, despite the considerable on-cost to purchasers of providing space for car parking. Some recent examples within the Capital City Zone are:
 - 6.1. 193 Angas Street, Adelaide
 - 6.1.1. Retain external walls of existing building and construct nine storey mixed use building with office, car parking and ancillary services at ground level and 37 dwellings at upper levels
 - 6.1.2. A total of 37 dwellings and 28 car parking spaces.
 - 6.2. 207-209 Pulteney Street, Adelaide
 - 6.2.1. 55 storey mixed-use development incorporating 330 dwellings, 3 restaurants, tourist accommodation incorporating 160 rooms and associated car parking
 - 6.2.2. A total of 330 dwellings (plus a hotel component) and 277 car parking spaces (not all for apartments only).
 - 6.3. 17 Penny Place, Adelaide
 - 6.3.1. 24 storey mixed use development and a three storey residential flat building, with ancillary car parking, and landscaping
 - 6.3.2. A total of 140 dwellings and 140 car parking spaces.

Permit Parking

7. The first part of the Council decision seeks to clarify the impact of zero to minimal apartment car parking provision on permit parking. It suggests that not requiring on-site parking for apartments has, or will, result in an increase of permits to occupants of residential apartments.
8. [Council's Residential and Visitor Parking Permit Guidelines](#) outline the eligibility criteria for parking permits.
9. Residents of apartment complexes are not eligible for any type of Residential Parking Permit.

10. Following a permit trial targeting North Adelaide in 2019, changes to the Residential Parking Permit Guidelines were made which relaxed certain criteria for multi-dwelling properties (less than 15 dwellings) constructed prior to 1976. However, residents of apartment complexes or multi-dwellings constructed after 1976 remain ineligible for on-street parking permits.
11. A summary of the on-street parking trial in North Adelaide is included at Item 4.1 of this Agenda of the City Planning, Development and Business Affairs Committee.

Impact on business patronage

12. There are multiple facets to parking demand and therefore customer availability of car parking, such as:
 - 12.1. The mix of land uses, density and types of businesses in a location.
 - 12.2. The number of parking spaces, both on-street and off-street and associated restrictions.
 - 12.3. The availability of off-street employee parking within walking distance.
 - 12.4. Facilitation of alternate modes of transport varies. Good public transport connections and frequency, safe and continuous bicycles connections and end of trip facilities, as well as safe and comfortable walking environments work to reduce car-based demand.
 - 12.5. The number of residential permits in an area and how many permit parkers are parked during business hours.
13. Due to the number of factors that influence customer parking availability, it is not possible to fully evaluate the impact (or otherwise) of the planning policy requirements on businesses. These factors include:
 - 13.1. The travel choices of customers
 - 13.2. Car parking provisions and car ownership rates in developments with no or extremely limited car parking
 - 13.3. Market factors determining level of car parking provision
 - 13.4. The relative value of car parking to businesses.
14. Council's On-Street Parking Policy ([On-street parking policy](#)) defines the principles by which on-street parking controls are set. The policy, and subsequent parking controls implemented on-street, recognise that on-street parking needs to support the desired use of the locality and the varied needs of stakeholders, specifically highlighting businesses. For this reason, on-street parking controls are often time-limited to ensure turnover of bays which enables customer access to businesses.
15. Council achieves compliance with parking controls and encourages the turnover of parking bays via our Parking and Information Officers. The 2023/24 draft Business Plan and Budget proposes an increase in on-street parking compliance resources. It is expected that increased enforcement will have a positive impact on the turnover of parking spaces, forming an effective method to improve customer access to businesses.

Next Steps

16. The benefits of low or zero parking provision where a range of alternative transport modes are well facilitated within inner city locations are considerable and help to achieve goals around residential growth, affordable housing, sustainability and carbon neutral targets. As such, no amendment to the current provisions around parking for developments are recommended currently.
17. As outlined in the recent submission to the Expert Panel on the Planning System Implementation Review, Council seeks to ensure that development provides an appropriate level of parking and it is recognised that some locations and some land uses require less car parking than others.
18. Administration will continue to monitor the effectiveness of planning policies contained in the Planning and Design Code as they relate to car parking provision, and where necessary, seek amendments to planning policy through a Code Amendment.

DATA AND SUPPORTING INFORMATION

Link 1 – [Council's Residential and Visitor Parking Permit Guidelines](#)

Link 2 – [Council's On-street Parking Policy](#) adopted on 12 December 2017.

ATTACHMENTS

Nil

- END OF REPORT -