CITY OF CHARLES STURT
CIVIC CENTRE AND SURROUNDS

PARKING STUDY

CIRQA™

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1. INTRODUCTION

CIRQA has been engaged by the City of Charles Sturt (CCS) to provide a review of parking conditions associated with its civic centre and the surrounding area.

It is understood that the CCS is reviewing opportunities for the redevelopment of the parking areas on Woodville Road (opposite the civic centre). In order to inform planning for the potential development, CCS has requested a review be undertaken of parking conditions in the subject area.

This report details parking survey data for the subject area, parking demand analysis for the existing and potential future uses and provides findings and recommendations for further consideration by CCS.

2. BACKGROUND

2.1 SUBJECT SITE AND STUDY AREA

The subject car parking site is located on Woodville Road between the existing NNQ restaurant and the railway corridor. The site is bounded to the north west by residential development, the north east by the Woodville Railway Station and NNQ to the south east. The City of Charles Sturt's Development Plan identifies that the site is located within a District Centre Zone.

The subject site is occupied by a sealed marked car park and unsealed car park. A car park at the rear of the NNQ restaurant also forms part of the proposed development. Vehicle access to the subject site is provided via crossover on Woodville Road.

The broader study area considered in this report comprises the subject site, CCS's civic centre (on the opposite side of Woodville Road) as well as a number of the surrounding streets. Figure 1 identifies the subject site and the broader study area.

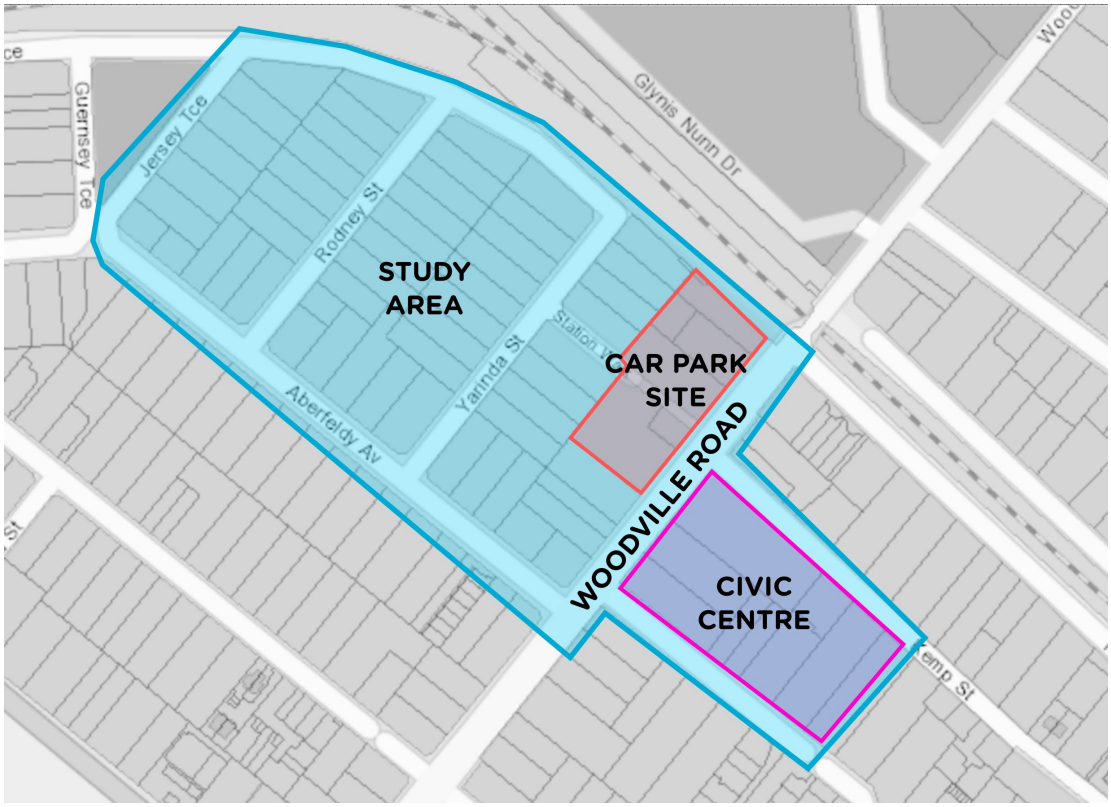


Figure 1 - Subject car park site, civic centre and the overall study area

2.2 SUBJECT ROAD NETWORK

Woodville Road is an arterial road under the care and control of the Department of Planning, Transport and Infrastructure (DPTI). Adjacent the site, Woodville

Road comprises two single traffic lanes in each direction separated by a raised median. Traffic data obtained from DPTI indicates that this section of Woodville Road has an Annual Average Daily Traffic (AADT) volume in the order of 23100 vehicles per day (vpd), of which approximately 4% are commercial vehicles. A Pedestrian Actuated Crossing is located directly in front of the Council offices and NNQ restaurant. Adjacent the site, the 50 km/h urban default speed limit applies on Woodville Road.

Of significance to this assessment is the surrounding local road network. This assessment considers the potential impacts of changes to existing parking supply within the subject site (i.e. if it redeveloped) on the surrounding roads. The local roads listed below are all under the care and control of the City of Charles Sturt.

2.2.1 NORTH-WESTERN SIDE OF WOODVILLE ROAD

Aberfeldy Avenue comprises a 6.5 m wide carriageway (approximate), with a single traffic lane in each direction and indented parking bays on both sides of the road. A speed limit of 40 km/h applies on Aberfeldy Avenue.

Yarinda Street comprises a 7 m wide carriageway (approximate), with a single traffic lane in each direction. Parking is prohibited on the south eastern side of the road. Timed parking restrictions (2-hour parking on weekdays) apply on the north western side of the road for a short section near the Aberfeldy Avenue intersection. A speed limit of 40 km/h applies on Yarinda Street.

Rodney Street comprises an 8 m wide carriageway (approximate), with a single traffic lane in each direction. Timed parking restrictions (2-hour parking on weekdays) apply on the south eastern side of the road for most of the road. The timed parking commences at the Aberfeldy Avenue intersection. A speed limit of 40 km/h applies on Rodney Street.

Jersey Terrace comprises an 8 m wide carriageway (approximate), with a single traffic lane in each direction. Parking is prohibited on the north western side of the road. A speed limit of 40 km/h applies on Jersey Terrace.

Rowley Terrace comprises a 9.5 m wide carriageway (approximate), with a single traffic lane in each direction and is adjacent the railway corridor. The southern side has kerb and gutter with the northern side comprising an edge of sealed pavement with a wide unsealed verge with a few street trees. A speed limit of 40 km/h applies on Rowley Terrace.

2.2.2 SOUTH-EASTERN SIDE OF WOODVILLE ROAD

Kemp Street comprises a 9.2 m wide carriageway (approximate), with a single traffic lane in each direction. A mid block closure for south east bound traffic is in place adjacent the end of the car park behind the Council offices. The south western side of the road has a loading zone (8am to 5pm weekdays, Council vehicles exempt) from Woodville Road to the car park entrance. The remainder of the road up to the closure has full time parking prohibitions. The north eastern side of the road has timed parking (1-hour parking between 9am to 5pm on weekdays) from Woodville Road to the road closure. Kemp street is located within a 40 km/h area limit. It is noted that Council owns the former Meals on Wheels site and six parking spaces are located on the site and utilised by Council staff (rangers).

Norman Street comprises a 9.5 m wide carriageway (approximate) for 70m from Woodville Road then narrows to 8.0 (approximate), with a single traffic lane in each direction. A full road closure is in place adjacent the end of the car park behind the Council offices. The south western side of the road has no parking restrictions. The north eastern side of the road has timed parking (1-hour parking between 9am to 5pm on weekdays) near Woodville Road and a resident permit zone to the car park entrance. No restrictions apply between the car park entrance and the road closure. Norman street is located within a 40 km/h area limit.

2.3 WALKING AND CYCLING

All of the roads within the subject road network have footpaths on both sides with the exception of Jersey Terrace and Rowley Terrace which only have footpaths on one side. A Pedestrian Actuated Crossing (PAC) is located on Woodville Road between the car park site and the civic centre.

The only formalised bicycle facilities within the study area are 'sharrows' provided on Rowley Terrace and a short section of shared path between Rowley Terrace and Woodville Road (adjacent the train station).

2.4 PUBLIC TRANSPORT

The study area is well serviced by public transport. Bus stops are located within the study area. The stops are serviced by Route 300 Suburban Connector and Route 100 Arndale Centre Interchange to Glen Osmond.

The Woodville Railway station is located adjacent the proposed development which is regularly serviced by the Grange and Outer Harbor train services.

2.5 PREVIOUS DEVELOPMENT ASSESSMENTS

In September 1995, a Traffic and Parking report was prepared by Murray F Young and Associates for the existing civic centre site. The report recommended the provision of a total of 203 parking spaces. This comprised 124 spaces at the rear of the civic centre and 79 spaces opposite the civic centre on the north-western side of Woodville Road.

A more recent review of parking conditions associated with the subject car park was undertaken by Phil Weaver and Associates (PWA) to inform the change of use of the building at 65 Woodville Road from an office to restaurant (NNQ). Prior to its use as a restaurant, the building was primarily used by Council as a community centre, office and training facility. The PWA report concluded that there was sufficient car parking in the vicinity to meet the anticipated level of demands associated with NNQ and other surrounding uses.

3. CAR PARKING SURVEY

In order to inform the review of parking conditions within the study area, a survey of parking occupancy and durations of stay was undertaken. The parking survey was conducted on Wednesday 24 July 2019 between 7.30am and 6.00pm. It included the car park of the subject site (car park 1), the adjoining unsealed car park (car park 2) and the car park at the rear of the Council Office (car park 3). The following local streets were also surveyed – Kemp Street, Norman Street, Rowley Terrace, Jersey Terrace, Rodney Street, Aberfeldy Street and Yarinda Street. This information is summarised in Table 1.

Table 1 - Summary of parking survey data collected within the study area

Location	Number of spaces	Average occupancy	Maximum Occupancy	Average duration of stay	Maximum duration of stay
Car park 1 (3P)	31	67%	100%	2hrs 30mins	9hrs
Car park 1 (permit area)	31	80%	100%	6hrs 30mins	9hrs 30mins
Car park 2 (unrestricted/sealed)	9	100%	100% 8.30am – 2.30pm		
Car Park 2 (unrestricted/sealed)	96		100% (96 vehicles) 8.30am – 2.30pm		
Car park 3	124	72%	97%		
Woodville Road	10	30%	67%	30mins	1hr 30 mins
Kemp Street	40	75%	100%	1hr 45mins	8hrs 30mins
Norman Street	24	55%	73%	5hrs 20mins	10hrs
Rowley Terrace	41	27%	70%	6hrs	11hrs
Jersey Terrace	10	6%	70%	1hr	2hrs
Rodney Street	34	10%	25%	2hrs 20mins	11hrs
Aberfeldy Street	30	28%	63%	3hrs 20mins	11hrs
Yarinda Street	19	59%	79%	3hrs 45mins	10hrs 30mins

Key findings for each of the areas surveyed have been identified as follows:

- Car park 1 - This car park has currently a total 73 parking spaces including 2 disabled parks. Of these, 31 are permit parking for Council staff (8 am – 4 pm weekdays), 31 are 3-hour parking between 8 am to 5 pm weekdays, two are

disabled spaces and 9 are unrestricted. With an average occupancy of 67% for the three hour parking spaces there would be an average of 10 parking spaces available. Outside of business hours it can be assumed that the 31 permit parking spaces would be available in the evening peaks for the restaurant. In addition, it is noted that there are also 14 Council compliance vehicles accommodated in the secure compound at the rear of NNQ (during the peak period only six vehicles were parked in this area).

- Car park 2 - As it is unsealed, there is no formal layout for this car park. The survey indicated 105% of the typical capacity of 90 spaces occurred between 8:30 am and 2:30 pm with its usage primarily associated with 'Park 'n' Ride' parkers utilising the adjacent train service (i.e. more vehicles were accommodated on-site during the survey than typically accommodated in this area).
- Car park 3 - located behind the Council office this car park has 124 parking spaces. The survey found that between the hours of 9:30 am – 4 pm over 100 vehicles were parked with an average occupancy of 89 vehicles parked over the full survey period. It can be assumed that after 6:00 pm there is capacity for parking related to evening activities within the Council offices or nearby businesses including NNQ.

On street parking is also well utilised for the streets south-east of Woodville Road. There was an average of 75% occupancy on Kemp Street on the north eastern side of the civic centre. The use of this loading zone by Council employees is the primary contributor to the high occupancy. Norman Street on the south-western side of the civic centre had an average of 55% occupancy.

On the opposite side of Woodville Road adjacent to and behind the existing car parks, Yarinda Street recorded the highest average occupancy of 59%. The other streets, namely Rowley Terrace, Jersey Terrace, Rodney Street and Aberfeldy Street had average occupancies of between 6% and 28%. Parking availability within the local roads to the north-west of Woodville Road was generally high.

Figure 1 summarises the temporal distribution of parking demands across the day for each area surveyed. The figure indicates that the peak demand occurred at 2 pm.

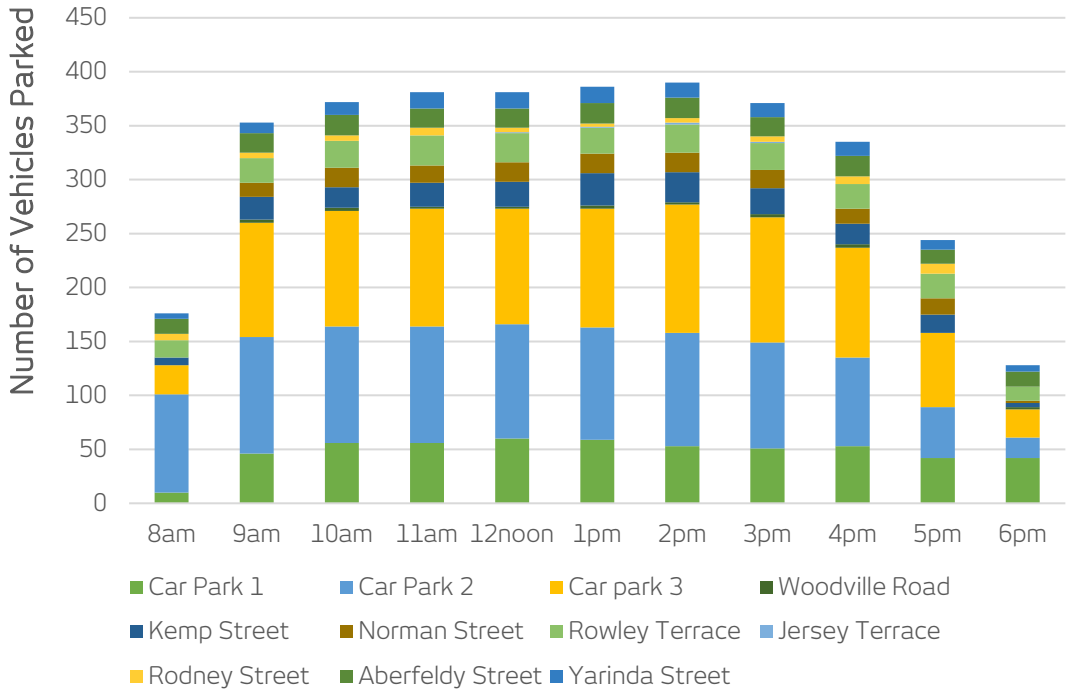


Figure 2 - Parking demands observed during the survey

4. POTENTIAL DEVELOPMENT

Preliminary concept plans have been prepared for a potential mixed-use development for the subject car park sites (refer Appendix A). The potential development would be subject to further planning and design inputs as well as the development assessment process. However, to inform this study, the following yields have been adopted based on the concept plan provided by CCS:

- 518 m² supermarket tenancy;
- 447 m² specialty retail tenancies;
- 1,603 m² of office tenancies; and
- 10 two-bedroom apartments; and
- 4 one-bedroom apartments.

In addition to the above, the concept plans indicate a provision of 147 parking spaces. Of these parking spaces, 14 would be provided for exclusive use of the apartments, 6 would be assigned to KMH Accounting (located at 63 Woodville Road) and 30 would be assigned for civic centre use.

5. PARKING ASSESSMENT

5.1 CAR PARKING REQUIREMENTS

5.1.1 POTENTIAL DEVELOPMENT

CCS's Development Plan (Table ChSt/2A) identifies a parking requirement of 3 spaces (minimum) to 6 spaces (maximum) per 100 m² of gross leasable floor area in Designated Areas. For the apartments, there is a requirement for 1.25 spaces for every one or two bedroom dwelling. Based on the Development Plan rates, 77 to 154 spaces will be required for the retail/office areas and 18 spaces for the apartments. The potential development would require a minimum of 95 parking spaces.

5.1.2 NNQ RESTAURANT

The NNQ restaurant has a floor area of 307m² which equates to a minimum requirement for 10 to 19 parking spaces based on the Development Plan.

Notwithstanding the above rate, it is noted that the previous PWA assessment conducted for the NNQ change of use application, provided a review of parking demands based on a more traditional 'per seat' basis. In the PWA assessment, the restaurant was assessed on a capacity of 220 patrons during the lunchtime period and 270 during the evening period. The parking assessment was based on a requirement of one space per 3 seats (which was the applicable Development Plan rate at the time of the NNQ application). On this basis, PWA identified that the NNQ restaurant would require a maximum of 74 parking spaces during the lunch time period and 90 car parking spaces during the evening. However, the PWA report concluded that, during the lunchtime period, demands would more realistically be 50% of the theoretical rate (such a reduction is commonly applied to lunch time demands associated with cafés and restaurants). On this basis, the PWA report identified approximately 37 spaces would be required for NNQ during the lunch time period.

In considering the two parking assessments, a review of the survey information indicates that in the order of 15 vehicles were likely to be associated with NNQ staff and patrons during the lunch period (including approximately 6 staff vehicles in the permit area). This suggests the higher rate of the Designated Area parking requirement range is in line with the observed demands associated with the NNQ use.

It is noted that evening demands for NNQ would be higher than the lunch demands, however there would typically be a higher level of parking availability during the evening to accommodate additional NNQ related demands.

5.1.3 CIVIC CENTRE

Based on information provided by CCS, the existing civic centre has a total floor area of 5,368 m². It is noted that this area does not include the full extent of the civic centre's "internal street" (just the meeting areas). This is considered acceptable given the majority of the "internal street" does not generate a demand for parking (if included it would result in an overestimate of the likely demands). Based on the Development Plan rate, the civic centre has a requirement for between 161 to 323 parking spaces are required. In comparison, the 1995 MFY study undertaken for the civic centre identified that 200 car parking spaces would be required. There is some potential to argue a reduced requirement given a number of the uses within the civic centre experience low use during the day-time (such as the mayors chambers etc.). However, it is considered that the demands observed during the surveys are more relevant for the identification of the parking requirement associated with the civic centre.

Based on the survey observations, it is estimated that a demand for approximately 191 parking spaces was associated with the civic centre (including staff and visitors). However, during the peak demand period associated with the civic centre (which occurred at 2pm), the Council vehicles associated with the secure area were not on-site. The peak demand of 191 spaces is therefore considered appropriate for assessment of the civic centre. This equates to a demand rate of 3.44 spaces per 100 m².

5.1.4 COMMUTER PARKING

The surveys identified that the unrestricted portions of the subject car park were fully occupied between 8:30 am and 2:30 pm with a total of approximately 105 vehicles accommodated. The vehicles were identified as all being associated with train commuters.

5.2 DISCUSSION

On the basis of the above requirements, the following approximate day-time peak parking demands are considered appropriate for assessment of the key uses in the study area:

- potential development – 95 spaces;
- NNQ – 15 spaces;
- civic centre – 191 parking spaces; and
- park 'n' ride/commuter parking – approximately 105 spaces.

It is noted that there is additional demand associated with other commercial and residential uses within the study area. However, the demands surveyed associated with these uses was primarily accommodated on-street (as well

respective individual off-street areas). It is anticipated that this would continue to occur following development of the car park site.

Given the civic centre currently accommodates 124 parking spaces and an additional 6 spaces are available on the former Meals on Wheels site, there is a remaining demand for 61 spaces associated with the civic centre which needs to be accommodated elsewhere. A proportion of this demand can be accommodated on-street (as currently occurs with a proportion of short-term visitor demand as well as staff use of the loading zone in Kemp Street). In the order of 20 vehicles associated with the civic centre are currently accommodated on-street in Norma Street and Kemp Street and this could continue to occur without significant impact on other users. Therefore, there is a remaining demand for approximately 41 parking spaces.

A review of the civic centre car park indicates the existing bus/loading lane at the rear of the library could be altered to provide in the order of 6 additional parking spaces (as it is understood use of this area by commercial vehicles is relatively low). Figure 3 illustrates the potential rearrangement and additional spaces (which still maintains bus and truck accessibility).

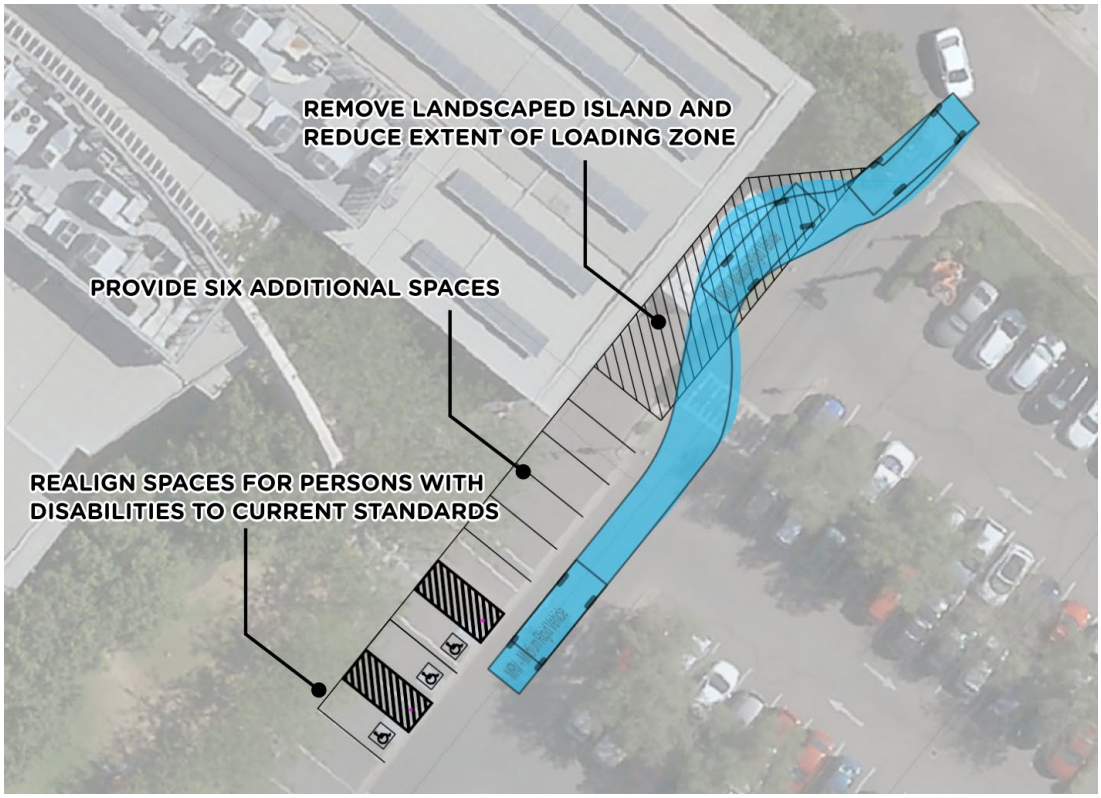


Figure 3 - Potential rearrangement of the rear car park to achieve additional spaces

Assuming the above alterations are undertaken, there is a remaining demand for 35 parking spaces associated with the civic centre. Such a requirement would align with the additional capacity currently allowed for in the concept designs for

the potential development of the car park site. The concept plans identify 147 parking spaces, whereas the parking assessment indicates a minimum requirement of 95 spaces with an additional allowance for 6 spaces for KMH Accounting (leaving 46 additional spaces). While the potential development is concept only, the assessment indicates the level of parking currently anticipated would address the requirements associated with both the development and the 'overflow' parking demand. Provision of the additional spaces within the development could be utilised by staff or visitors of the civic centre during the day, but then be available to accommodate additional evening/night-time demand associated with NNQ and other uses (such as town hall events). Such an arrangement would achieve the 'shared parking' benefits of a mixed-use zone as anticipated by the Designated Area provisions of the Development Plan.

In addition to the above, it is understood that CCS is in the processing of planning and designing a streetscape design for the subject section of Woodville Road. While parking provision in this section is relatively limited, any loss of parking associated with that project should be considered in conjunction with the above assessment.

5.3 PARKING MANAGEMENT

Given the development of the car park sites would result in the removal of the existing 'park 'n' ride' provisions, there is potential for overflow impact to surrounding local streets (particularly where no parking restrictions currently apply). It is understood that 'park 'n' ride' style arrangements are anticipated to be accommodated to the north of the rail corridor (approximately 75 spaces). However, side streets on the southern side of the corridor may provide a more attractive option for some parkers.

Consideration has therefore been given to parking management options which could be implemented by CCS to minimise the impact of the removal/relocation of long-term parking provisions, namely:

- consider the implementation of parking restrictions to discourage long term commuter parking within the local streets. Such restrictions could comprise 4 hour parking on weekdays between 8 am and 6pm (with possible resident permit exemptions) or similar arrangements. Consultation with the community should be undertaken in relation to such measures;
- consider formalisation of long-term parking on the side of Rowley Terrace abutting the rail corridor. This could increase capacity and provide an option for long term parking without significant impact on residents. Such arrangements could be similar to the formalisation of parking within the City of Unley near the tram line (consideration would, however, need to be given to the impacts of additional vehicle movements within the surrounding residential streets);

- consider utilising the former Meals on Wheels site to provide additional off-street capacity for the civic centre (i.e. staff parking). Demolition of the existing building and expansion of the car park would yield approximately 19 parking spaces as illustrated in Figure 4. In addition, the removal of a proportion of the existing crossover would also allow provision on an additional two on-street spaces (21 additional spaces in total);

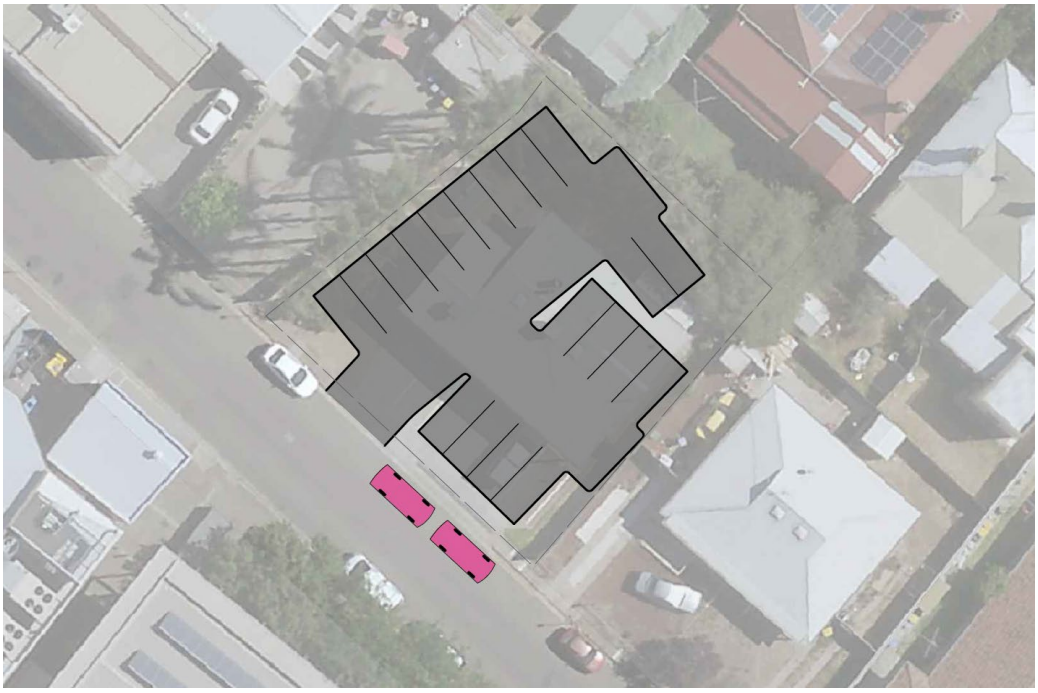


Figure 4 - High level concept parking layout for the former Meals on Wheels site

- the surveyed peak demand rate for the civic centre is higher than its minimum parking requirement when assessed against the Development Plan. CCS could reduce the level of parking available for staff (i.e. a parking supply restraint strategy). This would require a proportion of staff who currently drive to/from work to access the site by alternative options (carpool, public transport, walk, cycle etc.). Additional parking restrictions may also be required on surrounding roads to minimise the likelihood of staff parking in residential streets. Implementation of travel behaviour change programs and improved accessibility for active and sustainable transport mode would also be desirable to support application of a parking restraint approach; and
- the future development on the car park site should also seek to encourage access by active and sustainable transport modes. This could be achieved with measures such as the provision of secure bicycle parking for residents and staff, highly accessible bicycle parking for visitors/patrons and end-of-trip facilities for commercial components of the proposal.

6. SUMMARY

A study of parking conditions associated with the City of Charles Sturt's civic centre and its surrounds has been undertaken. The purpose of the study is to inform considerations associated with the planning and design of a potential development of the existing car park opposite the civic centre site on Woodville Road.

A survey of parking demands within the study area indicates that there is a peak demand for approximately 191 parking spaces associated with the civic centre (which occurred at 2 pm). The existing civic centre car park contains 124 parking spaces with the remaining demand accommodated on-street, within the car park on the opposite side of Woodville Road and the former Meals on Wheels site.

The potential development of the car park site for a mixed-use development would result in the removal of the existing parking spaces. While there is potential for a proportion of spaces to be retained, a number of vehicles currently utilising the site would be displaced. In particular, up to 105 commuter vehicles are currently parked within the unsealed section of the car park. It is understood that CCS intends to relocate this parking to the north of the rail corridor. There will, however, be additional parking associated with the civic centre and NNQ restaurant that would be desirable to replace within the future development. While other uses on Woodville Road may also use the existing parking, day-time use was minimal with demands associated with these uses distributed on-street and/or to other off-street areas.

A review of demands associated with the various uses based on both the Development Plan requirements and observed survey demands, indicates that it would be desirable to provide approximately 35 parking spaces within the future development to service the existing overflow demands. These spaces would generally be utilised by civic centre staff during the day but could service other uses at night (NNQ, town hall and other adjacent uses).

In addition to the above, a number of options for management of parking demands and increased parking supply have been considered. Should options achieving additional spaces (such as on the civic centre site or former Meals on Wheels site) be realised, the 'overflow' provision within the new development could be reduced.

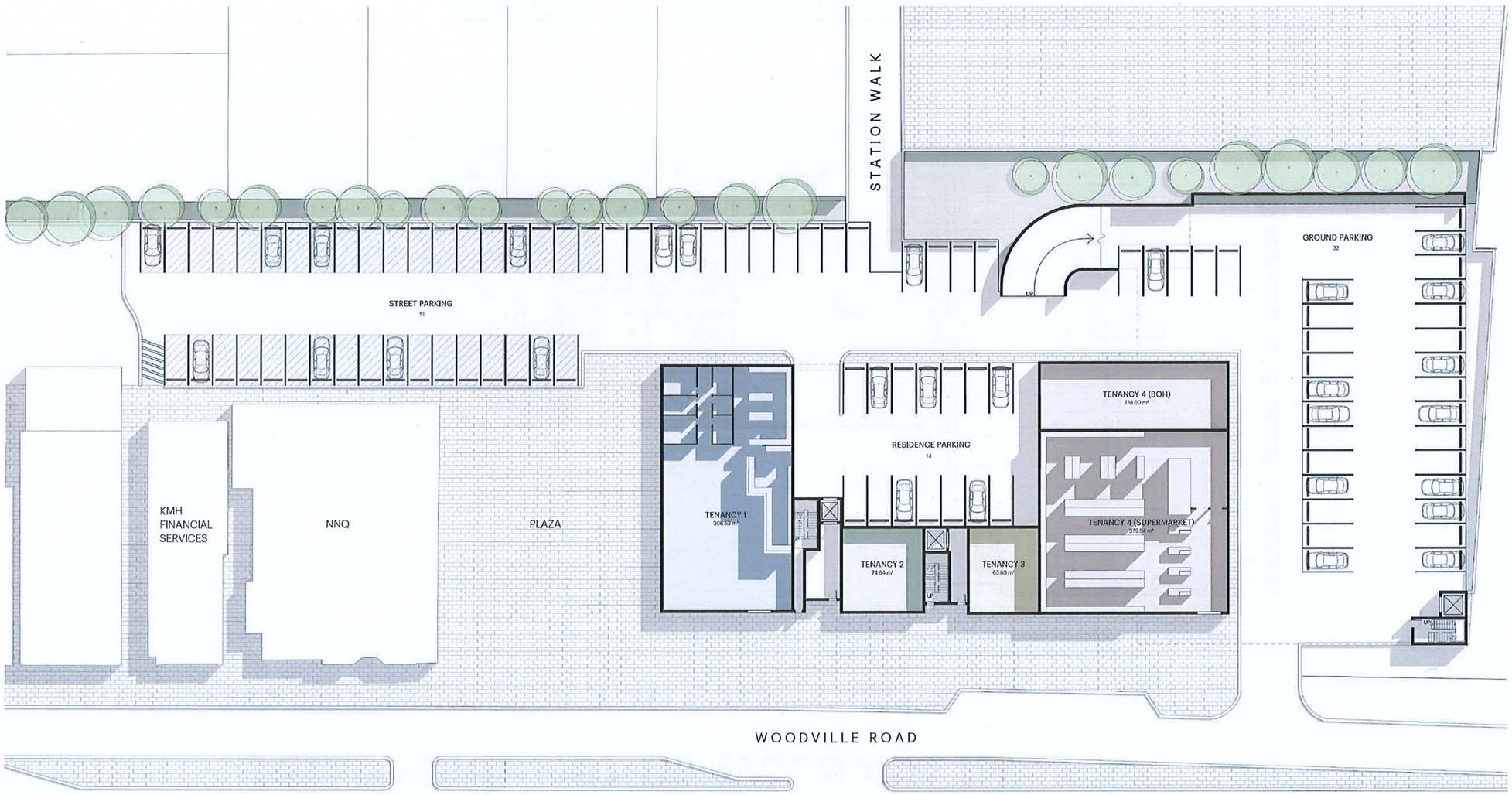
In order to minimise potential for distribution of long term parking to the residential streets north-west of Woodville Road, it is recommended that consideration be given to the installation of timed parking controls (such as four hour parking on weekdays between 8 am and 6 pm). There is also opportunity to formalise additional parking (for commuters) adjacent the rail corridor on Rowley Terrace without significant impact on residential parking availability.

APPENDIX A

CONCEPT DESIGN PLANS

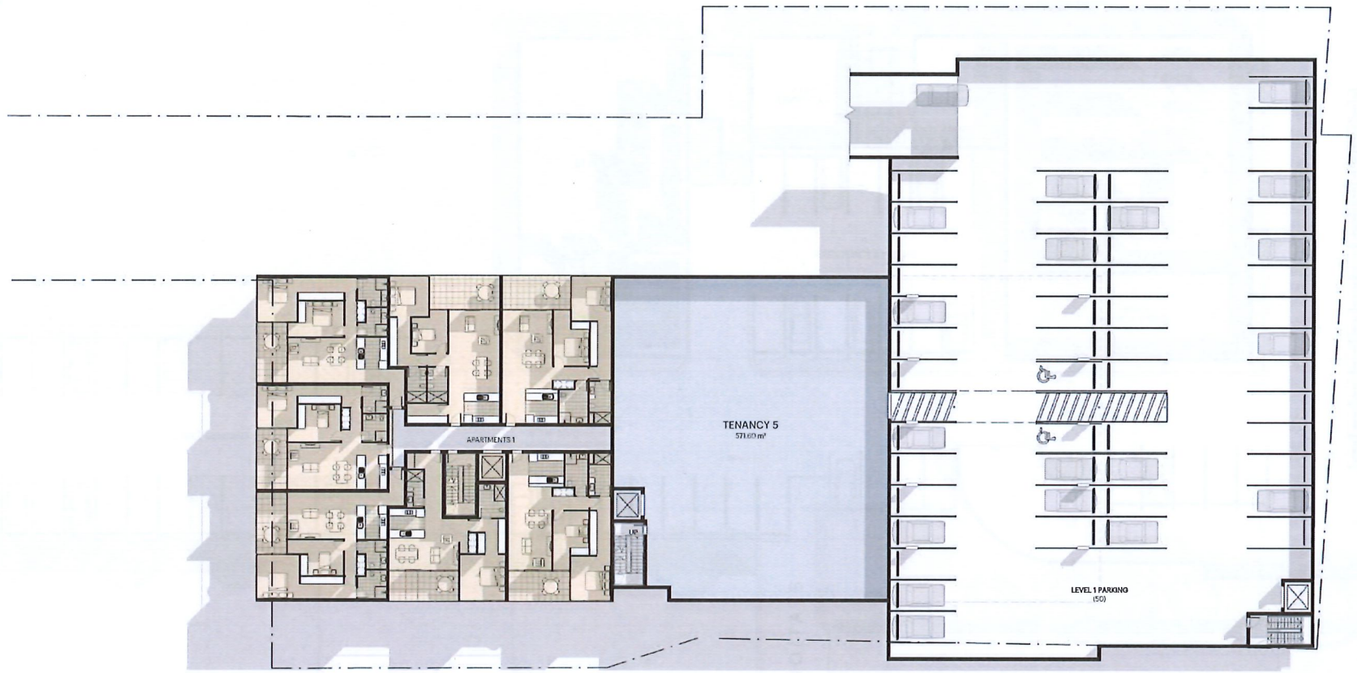
Preliminary Study - 67-85 Woodville Road

Ground Floor Plan



Detail Study - 67-85 Woodville Road

First Floor Plans



FIRST FLOOR PLAN

SECOND FLOOR PLAN

Detail Study - 67-85 Woodville Road

Street Perspective

13/

Costing and Staging

RLB have prepared a Concept Design Order of Cost Estimate for the Woodville Road Upgrade based on the concept drawings prepared by Outerspace and discussions with the design team and Council.

The Estimate is inclusive of Woodville Road, the side streets Norman and Kemp Streets, and the proposed Mixed-use Development and Plaza area. It also includes the carpark proposed for the Meals on Wheels site and the Port Road median landscaping works.

For further detail please refer to the Appendix for the RLB Woodville Road Cost Report.

Staging Options

Due to the scale of the Woodville Road Upgrade project the suggested implementation of works is a staged approach that will make the project more achievable through the annual City of Charles Sturt budgeting process.

The following outlines the proposed priority staging of the works to maximise usability for all stakeholders.

Stage 1 - Woodville Road, Norman Street and Kemp Street

It is proposed to implement the Woodville Road streetscape design initially, to achieve an overall precinct upgrade. This will provide the basis to promoting urban renewal within the wider precinct. Woodville Road itself would be the priority, including the civic plaza area to the front of the Town Hall and Civic Centre. Construction of side streets and the Meals on Wheels site carpark on Kemp Street would be secondary priorities dependent on budgeting considerations.

Stage 2 - Lot 67-85 Woodville Road, Meals on Wheels Carpark and St. Clair Rec Centre public carparking

The establishment of Lot 67-85 Woodville Road as a mixed use development is considered key to the success of the precinct. The combination of retail, potentially including a small supermarket, commercial and residential, as well as associated parking would better establish the precinct as a destination.

It is recommended that this mixed use development should be staged after the inital Woodville Road works, to capitalise on the inital upgrade of the street. The sale of the combined lots will also be subject to market response so there will be an element of uncertainty to the development of this area.

Property owned by Council at 43 Aberfeldy Ave is recommended to be retained in the medium term for possible car parking site and car parking circulation to the rear of Woodville Road properties.

Stage 3 - Port Road Median Landscaping

The Port Road Median Landscaping design is an important element within the design of the whole precinct, as it marks the entrance to Woodville Road. Acting as a gateway and a form of visual wayfinding it will potentially draw more visitors to the precinct.

Despite this, this area is not as essential to the success of the precinct as the streetscape or mixed use development and should be staged after these areas.

Ilt would be appropriate in the short to medium term to consider pedestrian crossing and public art work to create a gateway to Woodville Road.

Cost Implications

The cost implications for the proposed stages include the following (ex GST):

Stage 1	
Woodville Road	$8,869,944.20
Norman Street (threshold only)	$315,523.60
Kemp Street (threshold only)	$169,160.70
Total Stage 1 works	**$9,354,628.50**
Stage 2	
Public Plaza and site preparation of Mixed Use Development Site (building works excluded)	$1,718,852.30
Meals on Wheels Carpark	$338,559.20
St Clair Rec Centre public carparks (75 no.)	$270,000
Total Stage 2 works	**$2,327,411.50**
Stage 3	
Port Road Median Landscaping Works	$1,993,200.50
Total Stage 3 works	**$1,993,200.50**
Total All Works	**$13,780,096**

Funding Income	
Stage 2 Income opportunities Assets disposal 63 and 67-85 Woodville Road	-$3,900,000
Places for people funding (Civic Plaza and forecourt)	-$1,000,000
TOTAL Net total order of range costs (excluding Port Road median works, margins and adjustments)	**$6,782,040**