Bairnsdale CBD Car Parking Strategy

Parking Plan
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10.5 Goal E - Review mechanisms to ensure that the future car parking needs of the Bairnsdale CBD are met and funded in an equitable manner.

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11. Conclusion

Glossary of Terms
Executive Summary

The Bairnsdale Central Business District (CBD) Car Parking Strategy – Parking Plan report, reviews the current issues and opportunities regarding parking and access to parking within the CBD. The report also comments on the existing public transport, cycling, walking and mobility needs of the town centre. It is to be read in conjunction with the Bairnsdale CBD Car Parking Strategy – Data Analysis Report which details all background information, survey results and analysis.

The Bairnsdale CBD Car Parking Strategy – Parking Plan, sets the strategic direction for parking within the Bairnsdale CBD, and is used as the basis for the development of the Bairnsdale CBD Car Parking Strategy – Implementation Strategy. The implementation strategy provides the road map for how the outcome of the parking plan will be achieved.

The strategy aims to better utilise the existing 3,387 parking spaces (including 2,002 on-street and 1,385 off-street), ensure future car parking demands of the CBD are met and are sustainable, reduce traffic congestion due to vehicle circulation, improve pedestrian permeability and accessibility, ensure that future parking needs of the Bairnsdale CBD are equitable and appropriately funded, and inform staff, residents and visitors about the proposed changes to car parking management.

In order to achieve the objectives of the strategy a number of outcomes have been identified. The individual outcomes have been grouped into goals with each goal consisting of sub goals and associated actions.

**Goal A** – Better utilise the existing car parking supply, to adequately meet the needs of all visitors to the CBD, including short and long term parking;

**Goal B** – Ensure that the future car parking demands of the CBD are met in a sustainable / equitable manner, that reflect the existing peak parking demands, generated by land uses within the Bairnsdale CBD;

**Goal C** – Reduce the number of vehicles circulating within the Bairnsdale CBD to positively impact the public realm and pedestrian / cyclist accessibility;

**Goal D** – Improve the pedestrian permeability and accessibility, by improved utilisation of the existing road / right of way network, including improved pedestrian facilities within off-street parking areas;

**Goal E** – Review mechanisms to ensure that the future car parking needs of the Bairnsdale CBD are met and funded in an equitable manner; and

**Goal F** – Inform staff, residents and visitors about the proposed changes to car parking management within the Bairnsdale CBD.

The Bairnsdale CBD Car Parking Strategy – Implementation Strategy, sets out individual actions that relates back to individual goals and brings together outcomes from complementary strategies.

A review of existing background documents, site visits, liaison with East Gippsland Shire Council representatives, and data collection including parking inventory, occupancy duration and interview surveys, form the basis of the strategy. There is currently sufficient parking supply to meet the overall parking demand in the Bairnsdale CBD, however, some individual precincts have unique conflicting demands and require improved management of parking restrictions. In order to achieve the proposed utilisation, some changes to the parking restrictions are recommended. This aims to provide short term parking within the core of the CBD and long term or unrestricted parking within the periphery of the CBD.

Current vehicle overstay, also reduces vehicle turnover and impacts on the availability of parking supply. Parking compliance should be improved to at least 90% by increasing
enforcement. This will increase turnover, redistribute parking demand and reduce vehicle circulation and traffic congestion.

To utilise the existing parking supply more effectively, a wayfinding system should be implemented to guide drivers to parking areas, particularly to those that are underutilised. Wayfinding signs should be placed at the periphery of the CBD and on key roads. The introduction of dynamic parking bay signs will also alert drivers to the number of available spaces off-street. This will reduce traffic congestion due to circulating vehicles searching for an available parking space.

It is noted that there are no equitable access parking spaces provided within the Target / Spotlight car park. Additional off-street equitable access parking should be provided within this area, generally fronting the Nicholson Street Mall.

The existing trailer / tourist parking spaces are located a significant distance from the retail core. There are opportunities to provide additional trailer / tourist parking spaces within the off-street car park located between Nicholson / Main Street (adjacent the Tourist Information Centre) closer to the retail core.

Pedestrian permeability within the CBD is limited and at times poor, in particular access to the main retail precinct. Pedestrian paths are often in poor condition, unsealed, too narrow or blocked by parked vehicles. High quality pedestrian links between car parks and surrounding streets should be provided to encourage walking. The strategy offers a number of options which can be explored.

A number of traffic calming measures should also be considered to improve public realm and pedestrian accessibility. These include:

- Restricting through traffic at the rear of Woolworths, while retaining a pedestrian link or introduce one way traffic only; and
- Closing the existing access onto Riverine Street from the Target / Spotlight car park, to reduce ‘rat-running’ along Nicholson Street / Francis Street and simplify movements at the intersection.

Given the unique demands of the CBD, some of the parking provision rates set out in the Planning Scheme, may not meet the actual demands associated with a mixed use activity centre. The strategy recommends that reduced rates for Shops (other than Beauty Salons / Hairdressers), Restaurants (Cafés) and Offices are adopted. This also includes a revised rate for Beauty Salons / Hairdressers.

It is important that the East Gippsland Shire Council ensure all businesses contribute to the overall parking supply within the Bairnsdale CBD. Historically some business within the CBD have received a complete waiver of car parking, whilst others have provided all or part of their parking requirements. This inequity results in some businesses receiving a commercial advantage over others. Should businesses not be able to provide adequate parking on-site, then East Gippsland Shire Council should consider a cash-in-lieu scheme to fund additional parking which can’t be accommodated on-site. This could also include contributions from business and / or shop owners to fund parking facilities for staff and offices.

Parking within the northern precinct of the CBD is highly sought after. There are opportunities to construct additional decked parking between Main Street and Nicholson Street (adjacent the Tourist Information Centre) and the Target / Spotlight off-street car park. Should East Gippsland Shire Council wish to provide more parking, these options can be explored. These options are subject to a number of issues including multiple land owners and land use planning.

Access to public transport in Bairnsdale is currently ‘average’. East Gippsland Shire Council should continue to advocate for improvements in the public transport network, to allow more people to visit Bairnsdale without the need to drive.
Educating staff, residents and visitors on East Gippsland Shire Council management of car parking is important in establishing and maintaining an understanding with the public. This should be done by developing a knowledge base, creating information resources and actively promoting the needs of the Bairnsdale CBD.

The strategy presented will assist East Gippsland Shire Council in achieving the expected outcomes and provide for better management of current parking and prepare for future demand.
1. **Background**

1.1 **Introduction**

This report is to be read in conjunction with the Bairnsdale CBD Car Parking Strategy – Data Analysis.

The Bairnsdale CBD Car Parking Strategy – Parking Plan Report, details the findings, outcomes and recommendations for parking within the Bairnsdale CBD, and is used as the basis for the development of the Bairnsdale CBD Car Parking Strategy – Implementation Plan.

All background information, survey results and analysis are detailed in the Bairnsdale CBD Car Parking Strategy – Data Analysis.

1.2 **Focus**

The Bairnsdale CBD Car Parking Strategy reviews the current issues and opportunities regarding parking and access to parking within the CBD and comments on the existing public transport, cycling, walking and mobility needs of the town centre.

The Car Parking Strategy (CPS) seeks to provide Bairnsdale with an overall vision and framework for the management of parking.

The objectives of this study are to:

- Investigate the CBD's parking requirements for workers, shoppers and visitors within the context of current and emerging planning, development and transportation issues;
- Develop a thorough understanding of issues relating to the location, provision and management of parking across the CBD;
- Provide direction on future parking requirements, both on and off-street, that supports the balanced development and restructure of the CBD, including possible locations for new off-street parking facilities and potential optimisation of the existing car parking infrastructure;
- Provide direction on the on-going management of parking operations, in terms of provision, time limits, permits, major event parking; and
- Provide a statutory framework for considering the waiving of parking requirements / cash in lieu payments / encouragement of alternative modes of transport associated with planning permit applications.

1.3 **Bairnsdale**

Bairnsdale is the largest township in the East Gippsland region, situated on the Mitchell River located approximately 300 km from Melbourne.

The Bairnsdale Central Business District is located either side of the Princes Highway which incorporates a wide boulevard featuring trees, gardens and a rotunda in the central median.

Significant land uses within the study area include:

- Three major shopping centres;
- Significant on and off-street car parking;
- East Gippsland TAFE;
• St Mary's Catholic Church;
• Bairnsdale Courthouse;
• Police and Fire Services; and
• East Gippsland Shire Council Municipal Offices.

1.4 Study Area Boundaries

The study area generally follows the boundary of the Commercial 1 Zone, extending beyond the historical retail core of the CBD to include parts of surrounding service, commercial and educational precincts.

The study area allows consideration of parking within the broader area and assesses the impacts of these uses on parking availability within the Bairnsdale CBD.

In order to better appreciate the dynamics of parking in the defined study area, it has been divided into six precincts. The six precincts are based on the predominant land uses identified in the Bairnsdale Growth Strategy.

The precincts are described as:
• Precinct 1: Northern Retail Core – Bairnsdale’s historic retail core;
• Precinct 2: Southern Retail Core – Comprises retail, entertainment and peripheral sales style uses;
• Precinct 3: Eastern Fringe – Comprises educational and administrative uses;
• Precinct 4: Southern Fringe – Comprises commercial and trade service uses;
• Precinct 5: Western Fringe – Comprises a mix of professional services, transport and educational uses; and
• Precinct 6: Administration – Comprises a mix of government and emergency service uses.

The study area is shown in Figure 1.
Figure 1 – Study Area
2. Study Methodology

This report presents an overview of the existing parking provisions in the Bairnsdale CBD. It identifies the main issues and deficiencies, and develops proposals to improve parking management and support future development of the area. The adopted methodology is as follows:

- Review the existing conditions;
- Data collection including an inventory of existing car parking restrictions and peak patronage;
- Liaison and identification of issues with East Gippsland Shire Council representatives;
- Parking occupancy, duration of stay and interview surveys;
- Parking supply and demand management;
- Analysis of existing peak parking demands associated with individual land uses;
- Review of public transport accessibility and pedestrian / cycle provisions; and
- Development of recommendations and solutions in consultation with East Gippsland Shire Council.
3. Outcomes

3.1 Expectations to be Achieved

In order to achieve the expectations for the Bairnsdale CBD and to achieve the objectives of the brief, the following outcomes have been identified:

- Provide convenient and accessible car parking opportunities for all users through the improved utilisation of existing car parking resources;
- Ensure that the car parking restrictions appropriately reflect the needs of users, with convenient short term parking within the highly sought after areas and longer term (all day parking), further from the retail core;
- Provide an integrated approach to transport planning within the Bairnsdale CBD, including car parking provision rates that better reflect the actual demands being generated;
- Improved safety and accessibility for all users (motorists, cyclist and pedestrians) of the Bairnsdale CBD;
- Provide educational / informational opportunities to staff and businesses on the adverse effects that long term parking has when adjacent to retail / commercial businesses;
- Raise the profile of sustainable transport by East Gippsland Shire Council and continue to advocate for improvement in sustainable transport;
- Direct future commercial operations and provide incentives for businesses to remain within the CBD;
- Nominate land supply for future public realm;
- Increase safety of periphery parking for staff;
- Activate laneways and improve pedestrian accessibility;
- Strategy’s future medium and long term actions; and
- Provide a CBD Structure plan.
4. Parking Requirements

4.1 Statutory Requirements

Car parking provisions for the Bairnsdale CBD, are set out in Clause 52.06 of the East Gippsland Planning Scheme.

In early 2006 the Minister for Planning appointed an Advisory Committee to review the parking provisions in the Victorian Planning Provisions (i.e. principally Clause 52.06 as it appears in East Gippsland and all other Victorian Planning Schemes).

The recommendation of the Advisory Committee were incorporated into an updated Clause 52.06 in 2012 with the most recent updates being completed in July 2014.

The intention of the parking provision criteria, as set out in Clause 52.06, is to ensure that there is sufficient parking provided for new uses, change of uses or extended land uses, but that there is not an excessive / oversupply of parking.

The Planning Scheme allows for the reduction of car parking (including a reduction to zero) based on a number of discussion guidelines (to the satisfaction of the Council).

A review of the various key land uses within the Bairnsdale CBD and their associated car parking provisions are shown in Table 1.

Table 1 – Car Parking Provision Rates

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Pre 2013 Statutory Requirement</th>
<th>Current Statutory Requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shop</td>
<td>8.0 spaces per 100m² of leasable area</td>
<td>4.0 spaces per 100m² of leasable area</td>
</tr>
<tr>
<td>Restaurant</td>
<td>0.6 spaces to each seat permitted</td>
<td>0.4 spaces to each person permitted</td>
</tr>
<tr>
<td>Office</td>
<td>3.5 spaces per 100m² of net floor area</td>
<td>3.5 spaces per 100m² of net floor area</td>
</tr>
</tbody>
</table>

Key points that have affected car parking requirements over time and which are reflected in the reduced car parking provision, include the deregulation of trading hours in Victoria (in the 1980s), which allowed more opportunities for shoppers either late night or on weekends, thus spreading the parking demands over a greater period of time.

It is important that the statutory parking requirements are reviewed on a regular basis, to ensure that the appropriate amount of parking is provided within the Bairnsdale CBD to reflect local conditions.
4.2 A Local Context

Due to the geographical location of Bairnsdale and distances between other regional centres, visitors to the CBD are generally heavily reliant upon the private vehicle for transport.

Another primary driver behind the use of the car, has been the ability for motorists to park very close to their destination, in many if not all parts of the CBD.

However, in recent years, increases in the local population, and retail and commercial floor areas, has placed greater demand on the existing parking facilities, both on-street and off-street in CBD.

The increased development has created a situation where, at times, motorists cannot park directly outside their destination. This has led to a perception from some motorists that there is an undersupply of parking within Bairnsdale.

This perception of insufficient parking has been compounded, by the practice of some staff putting their own individual needs for convenient long term parking, adjacent to their place of employment, above the needs of their clients and customers.

Historically some businesses within Bairnsdale have received a complete waiver of car parking, utilising existing public car parking for the needs of their business, whilst other businesses have provided part of or all their parking requirements on-site.

This inequity in the provision of car parking has resulted in a situation where some businesses currently receive a commercial advantage over other businesses.

It is important that East Gippsland Shire Council now deals with these legacy issues on an equitable basis and ensures that in future all businesses contribute to the overall parking supply within the Bairnsdale CBD.
5. Parking Management Options

5.1 Future Car Parking Rates

Following a review of the car parking generation rates as detailed in Section 5.3 of the Bairnsdale CBD Car Parking Strategy – Data Analysis, there is scope to reduce the statutory car parking as currently detailed in Clause 52.06 of the East Gippsland Planning Scheme, to better reflect the actual rates generated by various land uses while promoting alternative travel options.

The level at which car parking rates can / should be reduced to some degree, is a strategic decision based on East Gippsland Shire Council’s desire to encourage modal shift to alternative forms of travel.

The following parking rates are recommended for the Bairnsdale CBD, based on the surveys outlined in Section 5.3 of the Bairnsdale CBD Car Parking Strategy – Data Analysis:

- Shop (other than Beauty Salon / Hairdresser) – 3.5 spaces to each 100m² of leasable floor area;
- Restaurant (Café) – 0.30 spaces to each seat available to each patron permitted; and
- Office – 3.0 spaces to each 100m² of net floor area.

It is also recommended that the use of ‘hairdresser’ not be included in the ‘shop’ definition, as it is in the current provisions of the East Gippsland Planning Scheme. As an alternative the car parking rate for hairdresser should be based on the number of “work stations” or chairs that are provided within the premises:

- Hairdresser – 1.6 spaces per “work station”.

In adopting car parking generation rates less than those currently required within Clause 52.06 of the East Gippsland Planning Scheme, it is reasonable to consider that contributions should be made to funding car parking that cannot be provided on-site or within an adjacent private site/s.

A comparison of the existing Clause 52.06 rates from East Gippsland Planning Scheme and the proposed rates are shown in Table 2.

<table>
<thead>
<tr>
<th>Use</th>
<th>Rates</th>
<th>Proposed Rates</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shop</td>
<td>4.0 spaces per 100m² leasable floor area</td>
<td>3.5 spaces per 100m² leasable floor area</td>
</tr>
<tr>
<td>Restaurant (café)</td>
<td>0.4 spaces per seat</td>
<td>0.3 spaces per seat</td>
</tr>
<tr>
<td>Office</td>
<td>3.5 spaces per 100m² net floor area</td>
<td>3.0 spaces per 100m² net floor area</td>
</tr>
<tr>
<td>Hair and beauty</td>
<td>-</td>
<td>1.6 spaces per work station</td>
</tr>
</tbody>
</table>
5.2 Cash-in-Lieu of Parking Provision

Overall there is sufficient parking within the Bairnsdale CBD to accommodate the peak parking demands within the centre.

The development of a cash in lieu scheme can be provided to encourage improved development outcomes, particularly on smaller sites where the provision of on-site parking is not always practical. Improved development outcomes can include increased developable floor areas, improved public realm with the removal of vehicle crossovers, consolidated parking opportunities and developments with active street frontages to both main streets and rear laneways.

Making a financial payment (to East Gippsland Shire Council) and having East Gippsland Shire Council use those funds to provide off-site parking has traditionally been an alternative to on-site provision. The mechanism has often been an attractive alternative in established town centres, where allotments are often too small or too irregularly shaped, to allow efficient on-site provision as part of redevelopment proposals.

It is also an effective mechanism where much of the required parking is for casual visitors, so:

- needs to be easily found and freely used; and
- can be effectively shared between complementary uses.

Cash-in-lieu fails to be an effective mechanism, where there is no public parking construction project ‘on the shelf’ and ready for implementation, in sequence with the subject development.

Procedural problems whereby accumulated cash-in-lieu funds have not been sufficient to provide meaningful results, or have been invested in non-parking projects, have led to such schemes being criticised or disallowed by Victorian Civil and Administrative Tribunal (VCAT).

For the Bairnsdale CBD there appears to be some scope (or need), for new in-fill or redevelopment projects to have their parking provided through a cash-in-lieu mechanism, particularly if the CBD is to continue to expand.

In order to stimulate development and maximise future development opportunities, a cash in lieu scheme could be developed for the key retail precinct (where sites are typically too small to provide on-site parking and where development is prioritised), as shown in Figure 2.

Projects can then be developed in the short to medium term to provide additional parking opportunities within a consolidated location; examples include:

- Consolidation of the existing Target / Spotlight car parking area to provide additional car parking whilst improving safety;
- Developing the Mitchell River Road car parking area for additional CBD parking; and
- Consolidate the existing Tourist information car park between Main Street and Nicholson Street to provide additional car parking.

The provision of additional car parking opportunities are discussed in Section 5.5.1.
Figure 2 – Priority Development Zone
5.3 Management of Existing Parking Demands

It is considered that overall there is currently sufficient parking within the Bairnsdale CBD to meet peak demands. However, the survey data indicates that parking is very highly sought after in Precinct 1 – Northern Retail Precinct, and is less sought after in the other precincts.

Feedback from the Bairnsdale community indicates that there is a perceived lack of parking within Precinct 1, particularly within the Target / Spotlight car park, within close proximity to the retail core. Recent reports have anecdotally indicated that the parking provided is used by staff for all day parking, even though the parking area is signed 2 hour parking only. This is confirmed by a review of Section 10.5 ‘Survey Results Off-Street’ of the Data Analysis, which indicates that over 48% of the parking supply is used by vehicles parking for 5 hours or more.

A summary of the long term parking associated with the Target / Spotlight car park is shown in Figure 3.

In order to calculate the demand for short and long term parking requirements within Precinct 1, a distribution between long-term and short term parking demands has been estimated based on our experience, as set out in Table 3.

For the purposes of this assessment, short term parking has been considered to be under 4 hours, while long term parking is parking requirements longer than 4 hours.
Figure 3 – Long Term Parking Target / Spotlight Car Park

Legend:
- 0hrs - 0.5hrs
- 6hrs - 6.5hrs
- 7hrs - 7.5hrs
- 8hrs

FRANCIS STREET

RIVERINE STREET

NICHOLSON STREET

LEGEND

[Diagram showing parking areas with different colors indicating time durations]
Table 3 – Short Term versus Long-term Parking Demands

<table>
<thead>
<tr>
<th>Use</th>
<th>Short Term</th>
<th>Long Term</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail (including shop, restaurant, food &amp; drink and restricted retail)</td>
<td>75%</td>
<td>25%</td>
</tr>
<tr>
<td>Office</td>
<td>15%</td>
<td>85%</td>
</tr>
<tr>
<td>Place of Assembly (including entertainment, church), Hotel</td>
<td>25%</td>
<td>75%</td>
</tr>
</tbody>
</table>

Based on the break-down set out in Table 3 and allowing for the various land uses within Precinct 1, it is estimated that the peak demand for the existing uses (excluding vehicles parked on private land) includes 750 short term spaces and 343 long term spaces.

This theoretical demand for 1,093 compares to the provision of 1,299 parking spaces within Precinct 1.

The break-down of parking within the precinct is:
- Equitable Access Parking Spaces: 21 spaces
- 1 hour parking: 352 spaces
- 2 hour parking: 402 spaces
- 3 hour parking: 240 spaces
- Unrestricted parking: 222 spaces
- Other (taxi, 15 minute parking etc.): 62 spaces

The short term parking supply (994 spaces) within Precinct 1 exceeds the short term theoretical parking demand of 750 spaces.

The theoretical long-term parking demand for 343 spaces exceeds the supply of 222 by 121 spaces or 54.5%. A review of the surveys data (duration of stay surveys refer to Figure 3) and on-site observation, indicate that a significant proportion of this long term parking is occurring on-street adjacent the retail core and within the Target / Spotlight car park.

This confirms that staff are putting their needs for convenient parking typically as close to their place of employment as possible, above the needs of customers and visitors who generally require easily accessible convenient parking.

It is noted that a number of the available (vacant) spaces within Precinct 1 are on the outskirts of the Precinct and are either inconveniently located or not easily accessible for customers.
5.4 Improve Utilisation of Underutilised Car Parks

The survey data indicates that parking is very highly sought after in the Precinct 1 - Northern Retail Precinct of the Bairnsdale CBD, particularly within the off-street parking areas, whilst parking in the other Precincts is currently underutilised, with peak parking demands significantly below the 85th percentile.

It is considered that an evaluation of opportunities to free spaces that are currently being utilised for long term parking for short term users can be undertaken.

Mechanisms to achieve this are discussed in more detail in Section 6.

An additional alternative is to utilise existing off street car parking spaces located along Mitchell Port Road, adjacent the Mitchell River and Nicholson Street between Pyke Street and Grant Street for long term staff car parking.

Mitchell Port Road is located on the northern boundary of the study area, while the proposed area of Nicholson Street is located to the west of the study area.

Parking along Nicholson Street, west of Pyke Street, appears to be underutilised on weekdays and given the non-residential street frontages, this area is an alternative for long term staff parking.

Currently 90 degree parking spaces are located along Mitchell Port Road, with casual observations indicating that these off-street spaces are significantly underutilised during weekdays.

While it is noted that there is a significant change of grade between the Mitchell River and Riverine Street, it is considered that these spaces are reasonably well located for staff parking. These spaces are approximately 500m walk to the intersection of Nicholson Street and Service Street as shown in Figure 4.

Given that these spaces would be used for staff parking, it is considered staff will typically park and walk to work once in the morning and return to their vehicle in the evening.

A walking distance of 500m or less to the majority of businesses is not unreasonable for staff parking. However it is noted that the steep grade may make these spaces unsuitable for some users.

Discussions with East Gippsland Shire Council officers have indicated that Council has recently purchased a block of land between Riverine Street and Mitchell Port Road to facilitate better access to the parking spaces. This new pedestrian access would further reduce walking distance into the Bairnsdale CBD and promote accessibility to the river.
Figure 4 – Walking Distance to / from Mitchell Port Road

Current walking distance 500m

Alternative Access (stairs)
5.5 Additional Parking Opportunities

5.5.1 General Parking Supply

In order to develop a cash-in-lieu scheme, additional sites need to be identified to provide centralised car parking that will allow properties located within the area to maximise their development potential.

Currently there are two sites that may be appropriate for the development of additional parking spaces including decked parking. These are:

- The off-street parking area between Main Street and Nicholson Street adjacent the Tourist Information Centre; and
- The Target / Spotlight off-street car park.

However, there are management issues associated with the construction of decked parking on either site, for example:

- The Target / Spotlight car parking is an East Gippsland Shire Council / privately owned facility with multiple land titles; and
- These significant parcels of land may be better utilised for something other than car parking. The existing Target / Spotlight carpark may be incorporated into the Spotlight / Target developments and a major new retail precinct / mall constructed with multi-level car parking above, accessed via Riverine Street.

In association with the development of a cash-in-lieu scheme and associated Planning Scheme Amendment, additional work including but not limited to the following will be required:

- Identify an appropriate site;
- Develop concept designs for the provision of additional parking;
- Undertake the required consultation to ensure the parking can be provided;
- Develop cost estimates; and
- Determine what contributions will be required by East Gippsland Shire Council to fund the provision of additional, centralised parking.

5.5.2 Equitable Access Parking

Within the study area there are a total of 53 equitable access car parking spaces including:

- Precinct 1 21 spaces
- Precinct 2 9 spaces
- Precinct 3 11 spaces
- Precinct 4 1 space
- Precinct 5 9 spaces
- Precinct 6 2 spaces

A review of the survey data indicates that there was a peak demand for 19 spaces at 11:30am and 1:00pm, resulting in 34 vacant spaces and 26 vacant spaces before the 85th percentile occupancy was reached.
Accordingly it is considered that there is currently sufficient equitable access parking provided within the study area to accommodate the peak parking demands associated with equitable access parking.

However this being said a further review of the data indicates that within Precinct 1 - Northern Retail Precinct, there is no equitable access parking provided within the Target / Spotlight car park.

Given that this is generally the most highly sort after areas for parking, it is considered that additional off-street equitable access parking could be provided within this area, generally within the off-street car park, fronting Nicholson Street.

It is noted that all additional equitable access parking and maintenance of existing spaces should be undertaken in accordance with AS/NZS 2890.6:2009 Part 6 Off-street parking for people with disabilities.

5.5.3 Trailer / Tourist Parking

A review of the survey results indicate that currently 8 car with trailer / caravan parking spaces are provided either side of Princes Highway, adjacent the East Gippsland Shire Council offices.

These spaces are located on the western edge of the activity centre and are a significant distance from the main retail core.

It is considered that additional trailer / tourist parking could be provided within the off-street car park, located between Nicholson Street / Main Street adjacent the Tourist Information Centre.

Additional trailer / tourist parking should be provided in any future off-street car parking developments.

5.5.4 Electric Car Parking / Charge Points

Whilst the technology is relatively new within Australia, consideration should be given to providing electric car charge points, both on-street and within any new off-street parking facilities.
6. Parking Management Strategies

There are numerous parking strategies which could be utilised to improve the current parking situation in the Bairnsdale CBD. Some options are:

- Shared Parking (the use of parking spaces by multiple users over time);
- Parking Restrictions (short term parking restrictions in high turnover areas, unrestricted parking further from the retail core);
- More accurate and flexible car parking provision rates (the preparation of Car Parking Precinct Plans);
- Introduction of paid parking to better reflect the actual cost of parking within the CBD and reduce and redistribute parking demands;
- Increasing the capacity of existing parking facilities (increase the car parking spaces on at-grade parking areas by constructing multi-level car parks);
- Additional and improved bicycle parking and trip end facilities to encourage bicycle travel;
- Improve enforcement (ensure that parking restrictions are regularly enforced, as the duration of stay surveys indicate that over 17% of vehicles stayed longer than the relevant parking restriction);
- Permit parking within areas of low utilisation to encourage staff and long term parking demands to occur outside of high demand areas. Permit parking can be either paid or unpaid;
- Overspill Management (establish plans including the introduction of parking restrictions and permit zones in residential areas, to address any spillover of parking that may occur);
- Promote and encourage new technologies that have a positive environmental impact, such as the introduction of electric car recharge points;
- Use new / improved technologies (signage) to direct drivers to available spaces, without the need to circulate to find an available space; and
- Improve efficiencies of existing parking supply, including the consolidation of existing parking areas such as the Target / Spotlight car park.

It is worth noting that the East Gippsland Shire Council has been implementing some of the parking strategies listed above and others, over many years.
6.1 Improved Signage

Currently parking signage within the Bairnsdale CBD is limited to static signage generally located at the entrance to car parking facilities. An example of the static signage for the Target / Spotlight parking area is shown in Figure 5.

Figure 5 – Example of Static Signage

Static signage typically only works once a motorist knows where the parking area is, or if the motorist is passing the directional signage looking for a parking space. This signage then highlights the access to the parking area.

In order to promote the existing and future parking areas within the Bairnsdale CBD, it is considered that the introduction of a Dynamic Car Park Signage System could be warranted.

The introduction of dynamic signage, alerting drivers to the number of spaces available in off-street car parks, can improve their utilisation and assist drivers to locate vacant spaces prior to entering and circulating the car parking areas. This technology would help balance car parking patronage throughout the CBD and reduce traffic circulation.

Dynamic signage for outdoor car parks (at grade car parks) is typically done using loop based technology (counting vehicles as they enter and exit the car parking area) or more accurately (and more expensively) using individual parking sensors.

If dynamic signage is introduced, it should be implemented throughout the CBD with all car parking Precincts included, to ensure all available spaces are highlighted. The signage
would typically be located on Main Street to encourage motorists to travel to their nearest available parking area, without the need to circulate through the main retail core. An example of Dynamic Car Park Signage is shown in Figure 6.

6.2 Mapping

Building on from the Bairnsdale Town Centre Hand Held Map, which has been developed by East Gippsland Shire Council, a new Parking Map could be provided to Inform visitors to the Bairnsdale CBD, where parking is provided. This map will allow motorist to better plan their trip/s and could highlight particular types of parking, such as trailer parking, equitable access parking, loading zones, off street parking and short and long term parking.

Figure 6 – Example of Dynamic Signage

6.3 Improved Parking Restriction Enforcement

A review of the duration of stay survey data, indicates that of the 2,383 vehicles observed to park on-street, 324 vehicles (13.5%) overstayed the parking restrictions, while of the 1,015 vehicles observed off-street between 9:00am and 6:00pm, 141 vehicles (13.9%) overstayed the two hour parking restrictions, this equates to approximately 14.1% of all vehicles overstaying their parking restrictions.
It is noted that of the 141 vehicles observed to overstay the 2 hour parking restrictions, 97 vehicles (68.8%) parked for more than 4 hours, with 16 vehicles (11.4%) parked for the full 9 hour period.

Accordingly it is considered that additional resources, should be allocated to enforcing parking restrictions within the Bairnsdale CBD as a matter of priority.

There are numerous benefits associated with this, including:

- Increased turnover of parking spaces resulting in more convenient parking spaces being available;
- Encourage longer term parking to use the underutilised car parks;
- Reduce the number of spaces needed to meet the demands of short and medium stay users; and
- Reduce total vehicle traffic as motorists are less likely to need to circulate to find an available parking space, which in turn reduces traffic congestion, accidents, energy consumption and pollution emissions.

One approach to improving the enforcement of parking restrictions, could be to employ additional parking officers to enforce parking restrictions.

New technologies are making a significant difference to the efficiency and effectiveness of parking enforcement, whilst also providing a major contribution to increased standards of customer service. An example of a new technology that is being used by Local Councils in Victoria is Parking Overstay Detection Systems (PODS).

PODS are a small electronic device that is installed underneath a parking bay, to detect and record the time a car arrives and departs from a parking bay. PODS typically increases the detection of overstay infringements by up to 90%.

Once a vehicle has parked for longer than the maximum time permitted in a parking space (plus a grace period of approximately five minutes), the PODS sends a signal to the nearest parking officer patrolling in the area. The parking officer will then check to see if a parking offence has occurred before issuing a parking infringement.

The sensors are extremely accurate. They record the exact time that a vehicle enters and departs a parking bay. In-ground sensors offer a more consistent and accurate approach to parking management, by encouraging drivers to comply with parking restrictions.

This supports the steady turnover of parking spaces and helps to make parking more readily available for all users. It also ensures the limited supply of parking is managed in a fair and equitable manner for the large number of vehicles each day.

PODS can be used in conjunction with Dynamic Car Park Signage System to provide a holistic approach to car parking management. Other advantages associated with the use of PODS include:

- **Improved Compliance** – Compliance with parking restricts improves significantly due to the increased detection of overstay events;
- **Increased Productivity** – Parking officers walk or drive past an area once to identify overstay, making it possible to enforce areas with multiple restrictions as easily as areas with single restrictions;
- **Improved Accuracy** – PODS reduce the potential for human error. Electronic detection and timing of vehicle presence ensures that the enforcement is accurate, consistent and fair;
- **Improved Health and Safety** – Health and safety of parking officers is improved by removing the need to mark vehicles and reduce the exposure to moving traffic; and
• **Data Capture** – PODS record all overstay events whether a parking infringement is issued or not. This allows the East Gippsland Shire Council to monitor the effectiveness of the parking restrictions and the enforcement activities.

### 6.4 Paid Parking

Paid parking (also called parking pricing, user pay and metered parking), refers to the direct charges for using a parking space.

A review of the car parking occupancy data, indicates that the peak parking demand observed during the car parking occupancy surveys on Friday 13 December 2013 was 68.5%. This level of parking demand is significantly below the 85% occupancy level. Beyond this 85% occupancy level motorists may start to become frustrated at finding a parking space.

A review of Precinct 1 – Northern Retail Core indicates that the peak parking demands within the Precinct was 84.1%, which is approaching the 85% occupancy level. Accordingly, it would appear that the introduction of paid parking could be a practical alternative to managing the existing parking patterns within some precincts of the CBD and be an alternative to the continuous cycle of additional parking spaces being provided to meet an ever increasing car parking demand. An appropriately priced paid parking scheme would encourage modal shift that can ultimately reduce peak parking demands.

This being said, there are a number of matters to consider prior to deciding on the introduction of paid parking within Precincts of the Bairnsdale CBD.

For example the existing parking supply within the study area could be better utilised, with the introduction of appropriately enforced car parking restrictions, to stop long term parking within the most highly sort after areas, and this would be a more appropriate approach to take at this time.

As such, it is not considered appropriate at this time to introduce paid parking. Car Parking strategies that should be considered at this time include:

- Better utilisation of existing car parking supply;
- Improved car parking restrictions to appropriately use existing parking spaces;
- Improved enforcement of existing parking restrictions; and
- Better pedestrian access / permeability between existing parking areas and destinations.

### 6.5 Parking Restrictions

The parking demand surveys and duration of stay surveys, demonstrates that there is sufficient parking in the Bairnsdale CBD as a whole to meet the peak parking demands. The need for improved management and / or increased provision arises from the conflicting demands for parking within Precinct 1, with motorists trying to park as close as possible to their destination.

A review of the car parking restrictions, indicated that the majority of restrictions are typically restricted between 9:00am – 6:00pm Monday to Friday and 9:00am – 1:00pm Saturday, as follows:

- 1 hour parking  540 spaces
- 2 hour parking  740 spaces
- 3 hour parking  240 spaces
Other spaces include:

- Unrestricted parking 1,644 spaces
- Taxi Zone 6 spaces
- Loading Zone 5 spaces
- Equitable Access Parking Spaces 53 spaces
- Permit / Reserved parking 80 spaces
- Other parking 104 spaces

The availability of safe, convenient and accessible parking for visitors and shoppers to Bairnsdale is an important consideration when reviewing the operation of parking restrictions.

Parking restrictions are one mechanism that can be utilised to achieve a better use of existing car parking supply, by implementing restrictions which give priority to short-term parking while discouraging long-term parking within the core CBD areas.

In order to achieve improved utilisation of the existing car parking supply, it is proposed that existing car parking restrictions are modified slightly.

Based on a review of the duration of stay surveys, that indicate that of the 1,040 vehicles observed off-street, 544 or 52.3% parked for 30 minutes, it is proposed to amend the restriction to include:

- 1 hour parking adjacent high turnover areas;
- 2 hour parking further from the retail core;
- 3 hour (private off-street) parking to be retained; and
- Unrestricted parking within the periphery of the CBD.

It is recommended that no East Gippsland Shire Council long term parking should be provided within the core areas of the CBD with all long term parking provided on the periphery.

The existing and proposed parking restrictions are shown in Figure 7 and Figure 8 respectively.
Figure 7 – Existing Car Parking Restrictions
Figure 8 – Proposed Car Parking Restrictions
7. Pedestrians

7.1 Pedestrian Access / Linkages

7.1.1 Permeability

A permeable pedestrian network refers to the directness of links and the density of connections. A highly permeable pedestrian network has many short links, numerous intersections, and minimal dead-ends. As connectivity increases, travel distances decrease and options increase, allowing more direct travel between destinations, creating a more accessible pedestrian network.

In principle, the permeability within the heart of the Bairnsdale CBD should be excellent, with a fine grain network of pedestrian routes enabling easy and comfortable access to all parts of the CBD through a choice of safe, easily accessible routes.

In Bairnsdale the layout of the existing retail uses with active frontages to main streets (Main Street / Nicholson Street) and informal parking at the rear, impact on north – south permeability. Permeability in these areas are limited to a small number of right of ways, which are generally unsealed and poorly maintained and regularly blocked by parked cars. Alternative north – south access is provided through some businesses during normal business hours.

Limited east – west permeability is provided within the main retail precincts of the CBD with narrow right of ways used for vehicle traffic, parking and pedestrian connectivity.

The poor permeability of the main retail precincts is compounded in some areas by narrow off-street footpaths. A good example of this is the north-south footpaths on the edges of the Target / Spotlight car park, that barely allow two pedestrians to pass and do not allow a pedestrian to pass someone pushing a trolley. In many instances this results in pedestrians walking along the access aisles of the car park rather than on the footpaths.

7.1.2 Barriers to Movement

The most significant barrier is the Princes Highway, which presents a barrier of both pedestrian and cyclist movement across it. It has a high traffic volume and limited access points. It is composed of two trafficable lanes in each direction, with parallel parking provided on both sides of each carriageway and a wide centre median.

Crossing points are limited to signalised intersections.

7.1.3 Footpaths

Pedestrian access within the Bairnsdale CBD is generally good, with footpaths provided on both sides of all roads. There is a distinct lack of footpaths further from the study area, with many streets having no footpaths at all.

There is also a lack of footpaths through off-street parking areas and along right of ways in nearly all cases, with car parking areas being ill-defined.

7.2 Improving Pedestrian Accessibility

Large and ill-defined areas of mid-block car parking and right of ways within the CBD, provide a poor pedestrian environment. They do not provide clear, direct or safe pedestrian routes within the parking areas.
High quality pedestrian links between the car parks and surrounding streets should be explored, these could include:

- Encouraging active fronted development onto all right of ways;
- Upgrade all gravel right of ways and sealing, to improve pedestrian surfaces;
- Providing wide footpaths within off street car parking areas that facilitate 2 people pushing trolleys to pass each other;
- Providing an all-weather pedestrian cover across the newly renovated Nicholson Street Mall;
- Removal of the ‘rat run’ behind Woolworths that is regularly used by motorists going around the Nicholson Street Mall;
- Explore additional pedestrian crossing opportunities across Main Street particularly adjacent McDonalds;
- Introduce pedestrian refuges across wide roads, such as at the intersection of Francis Street / Service Street, to allow staged pedestrian crossings. An example is shown in Figure 8 of the Bairnsdale CBD Car Parking Strategy – Data Analysis; and
- Monitor and review the operation of the existing Woolworths loading dock.
8. Traffic Calming

Much of the traffic within a town centre, such as the Bairnsdale CBD, is associated with vehicle circulation to find an available parking space. This is more prevalent where peak parking demands exceed the 85th percent occupancy levels.

Following a review of the survey data and based on on-site observation, it is considered that a number of initiatives could be undertaken to improve the public realm and improve pedestrian accessibility.

These initiatives could include:

- The right of way at the rear of Woolworths is currently used as a ‘rat-run” by vehicles in both directions. This currently results in traffic conflicts and conflicts between pedestrians and motorists. The operation of the right of way should be reviewed to either restrict through traffic, while retaining a pedestrian link or introduce one-way traffic only;

- The existing access from the Target / Spotlight car park onto Riverine Street is a complex intersection and results in traffic ‘rat-running’ along Nicholson Street and Francis Street;

- The existing access onto Riverine Street from the Target / Spotlight car park could be closed as shown in Figure 9, to reduce traffic volumes along Nicholson Street / Francis Street and simplify traffic movements at this intersection; and

- Introduce dynamic signage to reduce the need for vehicles to circulate to find an available parking space within the centre. The introduction of dynamic signage could assist with keeping motorists on higher order street (Princes Highway), rather than local streets such as Nicholson Street.
Figure 9 – Off-Street Car Park Concept
9. Public Transport

Currently Bairnsdale has ‘average’ access to a public transport network with limited bus and train services provided.

Given that Bairnsdale is an attracter of people from a wide geographical region, it is considered that public transport will not be a practical alternative for all people visiting the centre. In many instances there is no practical public transport provided for regions outside Bairnsdale such as Bendoc, Cape Conran or Wombat Creek.

However this being said, an improved public transport network would allow more people to visit Bairnsdale without the need to drive.

As such it is considered that East Gippsland Shire Council should continue to advocate for improvements in the public transport network.
10. Strategies

The individual outcomes discussed in Section 3 have been grouped into goals:

**Goal A** – Better utilise the existing car parking supply, to adequately meet the needs of all visitors to the CBD, including short and long term parking;

**Goal B** – Ensure that the future car parking demands of the CBD are met in a sustainable / equitable manner, that reflect the existing peak parking demands, generated by land uses within the Bairnsdale CBD;

**Goal C** – Reduce the number of vehicles circulating within the Bairnsdale CBD to positively impact the public realm and pedestrian / cyclist accessibility;

**Goal D** – Improve the pedestrian permeability and accessibility, by improved utilisation of the existing road / right of way network, including improved pedestrian facilities within off-street parking areas;

**Goal E** – Review mechanisms to ensure that the future car parking needs of the Bairnsdale CBD are met and funded in an equitable manner; and

**Goal F** – Inform staff, residents and visitors about the proposed changes to car parking management within the Bairnsdale CBD.

Each of these goals are discussed in the following sections, with each goal consisting of sub goals and associated actions.
10.1 Goal A - Better utilise the existing car parking supply, to adequately meet the needs of all visitors to the CBD, including short and long term parking.

Overview
The Bairnsdale CBD needs to cater for various parking demands from different user types throughout the day and promote the sharing of car parking spaces over time to further enhance the utilisation of the existing car parking supply. It is therefore important to understand the different demands and manage the existing parking supply accordingly.

Key Issues
- Redefine the perception that the Bairnsdale CBD has a ‘lack of parking’;
- The local context of Bairnsdale CBD means visitors have a heavy reliance on private vehicle and an expectation of finding parking very close to their destination;
- Managing existing parking supply to accommodate demands from short and long term parkers, as well as unique demands generated within individual precincts;
- Increasing the use of underutilised parking areas;
- Providing adequate wayfinding signage at suitable locations to direct motorists to parking areas, in particular areas which are underutilised;
- Compliance with parking restrictions; and
- Understanding the cost of providing free parking and informing parkers that parking is not actually free.

Sub Goals and Actions
Goal A.1 - Manage and better utilise existing parking supply
- Ensure that parking restrictions reflect the needs of adjacent businesses, particularly where short and long term parking demands may compete;
- Implement short term parking restrictions in high turnover areas and unrestricted parking further from the retail core;
- Provide additional longer term / staff parking further from the retail core, including along the Mitchell Port Road, Main Street between McCulloch Street and Grant Street, and Nicholson Street between McCulloch Street and Pyke Street (south side);
- Undertake discussions with various land owners, with a view of ensuring that all parking restrictions within the Bairnsdale CBD are gazetted and enforceable; and
- Implement a staff parking permit system to encourage parking within underutilised areas.

Goal A.2 - Improve car parking turnover rates
- Free up existing local law officers to enforce car parking restrictions and support the existing parking officer/s;
- Develop parking enforcement strategies which are ‘random’, so that regular visitors to the precinct do not become familiar with when parking restrictions will be enforced;
- Employee additional parking officers to improve parking enforcement and seek to ensure a minimum 90% parking compliance to promote vehicle turnover; and
- Review existing technologies associated with parking enforcement, including new ticketing systems and consider the installation of technologies such as Parking Overstay Detection System (PODS) within the expected high turnover areas.
10.2 Goal B - Ensure that the future car parking demands of the CBD are met in a sustainable / equitable manner, that reflect the existing peak parking demands, generated by land uses within the Bairnsdale CBD.

Overview

It is important to ensure that future parking provisions are adequate, to ensure sufficient parking is provided for new users, change of uses or extended land uses, however it is also prudent to manage any potential oversupply of parking.

Key Issues

- The existing parking provision requirements may not reflect the actual parking demands generated by land uses within the CBD;
- Continue to develop and review planning scheme controls of parking within the Bairnsdale CBD;
- Develop further bicycle, scooter and motorcycle parking facilities;
- Promote the use of more sustainable vehicles including electric vehicles and electric vehicle recharge points; and
- Continue to monitor the utilisation of parking within the Bairnsdale CBD and introduce measures to better utilise underutilised parking areas.

Sub Goals and Actions

Goal B.1 - Motorcycle, scooter and electric vehicles

- Expand the available parking spaces for motorcycles and scooters at a range of locations around the Bairnsdale CBD in line with demand; and
- Promote the use of electric vehicles including the installation of electric vehicle recharge points.

Goal B.2 - Progressive policy reform

- Continue to actively manage on-street and off-street parking within the Bairnsdale CBD;
- Investigate policies that seek to remove car parking along laneways and arcades within the CBD, that impact on pedestrian realm;
- Develop a policy that seeks to encourage and promote the installation of car share parking, electric vehicle recharge points and use within the Bairnsdale CBD; and
- Develop a policy that seeks to provide a reduced car parking provision for retail, office, Restaurant (café) and hair and beauty land uses within the Bairnsdale CBD.

Goal B.3 - Alternative car parking

- Develop a hierarchy of parking within the Bairnsdale CBD, which seeks to give a higher priority to disabled parking bays, bike parking and customer parking for example, while giving a lower priority to employee parking and commuter parking.
Goal B.4 - Improve utilisation of underutilised car parks

- Ensure that visitors / staff to the CBD who drive, know how to access underutilised parking areas, through the introduction of Way Finding and Dynamic Car Parking Signage and other tools such as maps;
- Evaluate opportunities to free up existing longer term car parking spaces within the retail core for short term uses; and
- Concentrate urban improvement efforts, on making the pedestrian experience convenient and attractive to / from all parking areas.
10.3 Goal C - Reduce the number of vehicles circulating within the Bairnsdale CBD to positively impact the public realm and pedestrian / cyclist accessibility.

Overview
Motorists circulating to find an available parking space, can contribute to traffic congestion. By effectively managing the parking supply and reducing circulating vehicles, a reduction in traffic congestion, accidents, energy consumption and pollution emissions can be achieved.

Key Issues
- Develop strategies to discourage vehicles from circulating within the activity centre to find an available parking space;
- Discourage through traffic from accessing the CBD, particularly from Riverine Street to Nicholson Street via the Target / Spotlight car park, while maintaining access for visitors of the activity centre;
- Traffic congestion caused by circulating vehicles searching for available parking;
- Maintaining a public realm with good pedestrian accessibility; and
- Encouraging the use of alternative transport modes.

Sub Goals and Actions Sub Goals and Actions

Goal C.1 - Improved utilisation / access of parking to reduce traffic volumes
- Improve parking restriction enforcement, to increase the turnover of parking spaces. This will result in additional parking opportunities for users reducing the need for motorists to circulate to find a parking space;
- Reduce the need for vehicles to circulate to find an available parking space, by installing way finding signage or dynamic parking bay signs; and
- Actively manage car parking on-street and off-street, to maintain a peak parking occupancy demand of 85 percent.

Goal C.2 - Promote alternative transport modes
- Continue to advocate for improvements to public transport; and
- Improve access to public transport network and ensure services are frequent and reliable.

Goal C.3 - Provide pedestrian and bicycle linkages
- Provide permeable and attractive pedestrian and bicycle paths, to encourage walking and cycling; and
- Provide pedestrian footpaths along at least one side of streets adjacent the CBD to promote walking.

Goal C.4 - Traffic calming
- Discourage the right of way at the rear of Woolworths being used as a 'rat-run" by vehicles in both directions;
- Review the existing access from the Target / Spotlight car park onto Riverine Street, with a view of improving safety; and
- Introduce dynamic signage to assist with keeping motorist on higher order streets (Princes Highway), rather than local streets such as Nicholson Street.
10.4 Goal D - Improve the pedestrian permeability and accessibility, by improved utilisation of the existing road / right of way network, including improved pedestrian facilities within off-street parking areas.

Overview
Connectivity influences the way in which transportation networks such as; streets, walking and cycling paths, connect people with their destinations. Good pedestrian connections should provide convenient and safe access to key destinations, which encourages walking.

Key Issues
- Identify key infrastructure gaps and poor standards within the Bairnsdale CBD and determine priorities;
- Communicate to the community the integrated nature of the proposed infrastructure upgrades;
- Continue to build the community’s understanding and appreciation of the need for improved accessibility for individuals;
- Ensure planning strategies and regulatory mechanisms support strategic outcomes;
- Ensure that public infrastructure removes or reduces physical barriers to access;
- Design an urban environment for pedestrians where people find they can walk with ease and with comfort;
- Providing safe and direct pedestrian accessibility within car parks;
- Ensuring pedestrian paths are safe, easily accessible and pleasant; and
- Support the strategies and objectives of the Re-Imagining Bairnsdale Master Plan and Improving Walking and Wayfinding in the Bairnsdale CBD report.

Sub Goals and Actions

Sub Goals and Actions

Goal D.1 - Accessibility
- Enhance existing laneways and pedestrian arcades through the provision of improved street lighting, additional street furniture and improved pedestrian paths, which will lead to active surveillance;
- Enhance pedestrian Malls / Right of Ways by implementing parking restrictions where necessary;
- Provide additional / improved opportunities to cross Princes Highway, along pedestrian desire lines;
- Continue to provide and promote pedestrian Way Finding signage that provides concise information for accessing a destination on foot;
- Review all existing pedestrian paths for Disability Discrimination Act 1992 (DDA) compliance and ensure that all new intersection upgrades are DDA compliant; and
- Ensure that new developments have active street frontages and are constructed abutting the street to promote passive surveillance.
Goal D.2 - Improve public realm

- Seek to provide weather protected street furniture and other pedestrian facilities within Bairnsdale CBD at regular intervals;
- Consider reduced vehicle speeds within the retail core;
- In new developments, provide weather protection of footpaths; and
- Improve public open space by including additional street trees and landscaping in all car park designs.

Goal D.3 - Equitable access parking

- Continue to ensure that equitable access parking is appropriately located and provided to meet the needs of users.
10.5 Goal E - Review mechanisms to ensure that the future car parking needs of the Bairnsdale CBD are met and funded in an equitable manner.

Overview
Stakeholders need to be aware of the actual costs involved when providing free parking. Car parking is never really free and is ultimately paid directly or indirectly. Free parking is often subsidised, or automatically included with building purchases and rents. This means that ratepayers often contribute to the provision of parking within the CBD whether they choose to park or not.

The Planning Scheme allows for the reduction of car parking (including a reduction to zero), based on a number of decision guidelines (to the satisfaction of the East Gippsland Shire Council). This results in some businesses receiving a commercial advantage over others.

Key Issues
- Informing staff, business owners and individuals on parking management strategies that benefit their businesses;
- Developing a community and political understanding of the true cost of free parking;
- Continue to consult with shop and business owners to maintain a vibrant and commercially viable CBD; and
- Linking transport, land use, infrastructure investment and future development patterns.

Sub Goals and Actions

Goal E.1 - Continue to reform the East Gippsland Planning Scheme
- Continue to develop mechanisms that promote the provision of parking at rates less than the rates currently identified within the Victorian Planning Scheme Provision, and at rates that better reflect the actual demands associated with the Bairnsdale CBD;
- Develop mechanisms to provide a cash-in-lieu scheme that provides for car parking;
- Develop ways to support the Bairnsdale CBD, to ensure key services remain within walking distance of the retail core;
- Ensure that businesses and shop owners contribute to the construction of additional parking, if their parking requirement is waived; and
- Consider seeking contributions to fund all parking.

Goal E.2 - Develop additional car parking options
- Investigate options and opportunities, to provide additional car parking opportunities at locations such as the off-street parking area between Main Street and Nicholson Street adjacent the Tourist Information Centre, and the Target / Spotlight off-street car park;
- Continue to liaise with all affected land owners to provide additional parking opportunities where appropriate; and
- Ensure that future car parking requirements are appropriately costed and funded to meet the needs of the Bairnsdale CBD.

Goal E.3 - Actively promote the Bairnsdale Car Parking Strategy
- The concepts and benefits associated with a car parking strategy are not always well understood by constituents. East Gippsland Shire Council will continue to promote the opportunities and benefits associated with the Bairnsdale CBD Car Parking Strategy.
10.6 Goal F - Inform staff, residents and visitors about the proposed changes to car parking management within the Bairnsdale CBD.

Overview

A primary starting point for changing behaviour and realising the vision of a car parking precinct plan for the Bairnsdale CBD, must begin with the education of those who use the centre.

The majority of messages we see, are targeted at providing more car parking rather than utilising the existing car parking supply better. We see very little about promoting the social / physical benefits of alternative travel options.

Strategies will be developed to initiate a two-way exchange of information, especially developing further understandings of why car parking is managed in the way that it is. The aim should be to provide a better community understanding of the need to reallocate community resources, to better utilise existing assets.

Key Issues

- Communicating to individuals the importance of parking restrictions, and why there is a need to regularly enforce parking restrictions;
- Developing effective communication tools that reach all individuals and allow feedback;
- Changing negative perceptions relating to walking, cycling and public transport; and
- Informing councillors, East Gippsland Shire Council staff, engineering consultants, perspective tenants and land developers, of the outcomes and objectives of the Bairnsdale Car Parking Precinct Plan.

Sub Goals and Actions

Goal F.1 - Develop a knowledge base

- Continue to build on the established relationships with the Bairnsdale Traders Association and other stakeholders within the Bairnsdale CBD, while expanding this network to include other key stakeholders; and
- Continue to support professional education and development in the fields of sustainable transport and urban design and development.

Goal F.2 - Actively promote the needs of the Bairnsdale CBD

- Convey messages reinforcing the need to develop and provide high quality pedestrian corridors, within the Bairnsdale CBD;
- Examine program opportunities with state government agencies for appropriately targeted facilities and programs, such as improved bus services to reduce the need for private vehicle travel to the centre;
- Source funding opportunities from the TAC where appropriate to promote the needs of the Bairnsdale CBD; and
- Advocate for alternative forms of travel to and from the Centre that will have positive environmental benefits such as the introduction of electric car recharge points.
11. Conclusion

The Bairnsdale CBD Car Parking Strategy – Parking Plan, reviews the current issues and opportunities regarding parking and access to parking within the CBD.

There is currently sufficient parking supply to meet the overall parking demand in the Bairnsdale CBD, however, some individual precincts have unique conflicting demands and require improved management of parking restrictions.

In order to improve the utilisation of the existing parking within the Bairnsdale CBD, a number of goals have been developed, including:

**Goal A** – Better utilise the existing car parking supply, to adequately meet the needs of all visitors to the CBD, including short and long term parking;

**Goal B** – Ensure that the future car parking demands of the CBD are met in a sustainable / equitable manner, that reflect the existing peak parking demands, generated by land uses within the Bairnsdale CBD;

**Goal C** – Reduce the number of vehicles circulating within the Bairnsdale CBD to positively impact the public realm and pedestrian / cyclist accessibility;

**Goal D** – Improve the pedestrian permeability and accessibility, by improved utilisation of the existing road / right of way network, including improved pedestrian facilities within off-street parking areas;

**Goal E** – Review mechanisms to ensure that the future car parking needs of the Bairnsdale CBD are met and funded in an equitable manner; and

**Goal F** – Inform staff, residents and visitors about the proposed changes to car parking management within the Bairnsdale CBD.

These goals will assist East Gippsland Shire Council in achieving the expected outcomes and provide for better management of current parking and prepare for increases in future parking demands.

**Glossary of Terms**

**Accessibility** – The ease with which people can travel from one place to another by different modes of transport. Includes access by people with disabilities.

**Bicycle facilities** – A general term denoting improvements and provisions to accommodate or encourage bicycling.

**Bicycle path** – A paved route expressly reserved for bicycles.

**Cash-in-lieu** – Fees paid by developers to fund public parking facilities as a substitute for private, off-street parking serving a single destination.

**Commuter parking** – Parking at or near rail stations which is meant primarily to store vehicles used by commuters utilising rail transit.

**Congestion** – In the context of transport, a condition where the use of a piece of infrastructure exceeds the level at which it functions efficiently.

**Electric recharge point** – A location with facilities where electric vehicles and be recharged.

**End-of-trip facilities** – Facilities for cyclists and pedestrians which can include bicycle parking, lockers, change rooms and showers.

**Equitable access parking** – Parking spaces and vehicle permits that display the universal wheel chair symbol for parking by mobility impaired persons.

**Fee for parking** – The amount of money that a property's management charges for on-site parking.

**Long term Parking** – Parking over 4 hours in duration.

**Mode share** – The proportion of trips made by particular modes of transport, including walking, cycling, motor vehicle and public transport.

**Motor cycle** – A motor vehicle with motive power having a seat or saddle for the use of the rider and designed to travel on not more than three wheels in contact with the ground.

**Off street parking** – An area of privately owned land used for the parking of vehicles. The land is subject to a Traffic Regulation Order issued by the Enforcement Authority.

**On street parking** – Managed by the relevant road authority. The road authority determines the parking controls and any charges.

**Parking demand** – The amount of parking that is used at a particular time, place and price.

**Parking dynamic signs** – Signs which display real time information, typically number of available parking spaces.

**Parking enforcement** – To make sure that parking laws and regulations are complied with.

**Parking management** – Policies, programs and tools that can result in a more efficient use of parking resources.

**Parking occupancy** – Number of parking spaces utilised at a particular location and time.

**Parking rates** – A measurement that indicates the relationship between the number of parking spaces and land use.

**Pedestrian path** – A continuous, unobstructed, reasonably direct route between two points that is intended and suitable for pedestrian use. Pedestrian connections include, but are not limited to sidewalks, walkways, access ways, stairways and pedestrian bridges.

**Pedestrian permeability** – The extent at which urban forms permit (or restrict) the movement of people in different directions.
Permit – All parking permits and hang tags of any type issued only by East Gippsland Shire Council.

PODS – Parking Overstay Detections System.

Public parking – Parking that is not restricted to the tenants of visitors of any building or complex of buildings.

Public realm – Includes all exterior places, linkages and built form elements that are physically and / or visually accessible regardless of ownership. These elements can include, but are not limited to, streets, pedestrian ways, bikeways, bridges, plazas, nodes, squares, transportation hubs, gateways, parks, waterfronts, natural features, view corridors, landmarks and building interfaces.

Reserved parking – Spaces that are set aside specifically for certain users, rather than spaces than be used by anyone.

Residential parking – Parking associated with residential development.

Shared Parking – The practice of using parking spaces or facilities to serve multiple users to increase efficiency, taking advantage of different peak time hours for different users.

Short term parking – Parking under 4 hours in duration.

Stakeholder – Individuals or groups that are affected by a decision and have an interest in its outcome.

Utilisation – A measure of the number of cars parked relative to the number of parking spaces.

Vehicles – All motorised devices of any type.

Way finding – Includes signs, maps and electronic devices to help guide cyclists and pedestrians to their destinations.
Contact us

East Gippsland Shire Council

Telephone
Residents' Information Line: 1300 555 886 (business hours)
Citizen Service Centre: (03) 5153 9500 (business hours)
National Relay Service: 133 677

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In person
Bairnsdale: 273 Main Street
Lakes Entrance: 18 Mechanics Street
Mallacoota: 70 Maurice Avenue
Omeo: 179 Day Avenue
Orbost: 1 Ruskin Street
Paynesville: 55 The Esplanade

Outreach Centres
Bendoc Outreach Centre - 18 Dowling Street
Buchan Resource Centre - 6 Centre Road
Cann River Community Centre - Princes Highway