

Gawler Town Centre

Car Parking Strategy 2021–2025



Executive Summary

The Gawler Town Centre Car Parking Strategy 2021-2025 will be Council's lead strategy relative to improving car parking provision and management in the Gawler Town Centre. This strategy bases its recommendations on numerous investigations undertaken through its development, resulting in guidance provided relative to alternative travel options, the car parking fund, parking management, supply and demand and investment opportunities.

A successful preliminary community consultation period was undertaken as part of this process highlighting that parking is seen to be somewhat difficult to find, with traffic intensity also highlighted as a concern. In fact, 80% of respondents stated they do not believe there is adequate parking in the Gawler Town Centre.

Average occupancy levels in the Gawler Town Centre appear to be subject to greater demand on weekdays compared to weekends. The data shows average utilisation rates of 58% and 43% respectively which initially suggests sufficient supply, however this data doesn't demonstrate how several areas are subject to far greater demand than others. Numerous car parks close to key destinations display occupancy levels close to or at capacity. The historic and linear nature of the Gawler Town Centre does exacerbate some challenges in this regard, with pressure points developed over time and some permeability issues generally not aiding the situation.

While parking demand from future development can supposedly be accommodated in the existing parking supply, this will likely intensify pressure in the more popular locations. As a result, increases in parking or improvements to existing parking in these locations will still be required. Accordingly, Council is encouraged to still pursue appropriate car parking rates for new developments to ensure there remains sufficient car parking provision in the popular areas.

The newly introduced Planning and Design Code now contains consistent parking rates for development across the state. The Planning and Design Code largely utilises the parking rates from the 'Parking Spaces for Urban Places: Car Parking Study' prepared by Aurecon which was widely accepted as best practice. As a result, a monitor and review process is encouraged moving forward.

The Car Parking Fund has proven itself to be a valuable tool, however with the introduction of the Planning, Development and Infrastructure Act 2016, several limitations to this tool have become apparent. Moving forward, the Car Parking Fund will still function (albeit with some restrictions), however should be transitioned to an Off-Set Scheme under the newly introduced legislation.

Funds derived through Car Parking Funds or Offset Schemes can be utilised to improve an array of possibilities, including improvements to design and layouts of car parks, pedestrian linkages, signage, bicycle parking etc. Several Council owned car parks (Finniss Street, Reid Street and Tod Street) could benefit from improvements to further their appeal to visitors as well as to improve exposure.

In the instance the Council wishes to champion the development of another multi-deck/tiered car park, the Gawler Administration Centre is considered to provide the best location for this option. The basis behind this recommendation is twofold, firstly it is the largest existing car park in Council ownership, relative to land size. Area is considered important in this regard as it provides the greatest likelihood of value for money. Secondly, the location of the Gawler Administration is considered suitable, as it is in the northern portion of the study area which is subject to the greatest demand.

Consolidation of smaller car parks into larger more efficient car parks where adjoining landowners and design constraints permit can enable increased town centre parking. High Street has potential for car park consolidation. Opportunities for decked car parking to work with level differences may also be feasible in some locations.

Community consultation highlighted that travel to the Town Centre via car is by far the most popular choice. Improvements to alternative travel options, primarily walking, cycling and public transport, can assist in managing car parking demand. The Walking and Cycling Plan 2018-2028 provides a comprehensive strategy to improve the local walking and cycling network. Its implementation should be treated as a priority for Council moving forward due to the flow on effects it is anticipated to create.

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Table of Contents

1. Introduction.....	6
1.1 Study Area	7
2. Car Parking Provision	8
2.1 Introduction	8
2.2 Existing Parking Provision	8
2.2.1 Demand Assessment	8
2.2.2 Quality Assessment	12
2.3 Community Feedback.....	13
2.4 Parking Supply.....	14
2.4.1 Historical Supply.....	14
2.4.2 Current Supply	14
2.5 Future Supply	15
2.6 Summary.....	18
3. The Planning and Design Code and Car Parking.....	20
3.1 Introduction	20
3.2 Parking Rates – Planning and Design Code	20
4. Council Land Parcels and Opportunities.....	22
4.1 Background.....	22
4.2 Finniss Street Multi-Level Car Park	22
4.3 Goose Island.....	24
4.4 High Street	25
4.4.1 Gawler Administration Centre.....	25
4.4.2 West side of High Street – Adjacent Gawler Administration Centre.....	26
4.5 Reid Street.....	27
4.6 Murray Street South Council Car Park (Adjacent SA Water Depot).....	27
4.7 Car Park Opportunities.....	28
4.7.1 Gawler Central.....	28
4.7.2 Phoenix Plaza	29
5. Car Parking Compensation	30
5.1 Background.....	30
5.2 Car Parking Fund Operation.....	31
5.3 Offset Schemes (Planning, Development and Infrastructure Act 2016).....	34
5.4 Car Parking Fund vs Offset Scheme	35
5.5 Future Utilisation of Funds	36
6. Car Parking Management	38
6.1 Parking Restrictions.....	38
6.1.1 Timed Parking	38
6.1.2 Food Delivery Services	40
6.2 Disabled Car Parking.....	41
6.3 Car Parking Design	42
6.4 Technology	43
6.5 Wayfinding and Signage	43
6.6 Paid Parking.....	46
7. Alternative Travel Options.....	47
7.1 Walking and Cycling	47
7.2 Public Transport.....	49
7.3 Opportunities	51
8. Public / Private Opportunities	52
8.1 Case Study City of Holdfast Bay & Taplin Real Estate Group – Glenelg Cinema Complex and Council Car Park.....	52
9. Summary and Recommendations.....	56
9.1 Summary.....	56
9.2 Recommendations	58

Car parking in the Gawler Town Centre has become a topical matter, fuelled by the town's continuing and strong population growth. Council is eager to support the local economy by improving the supply, location and regulation of the car parking network where possible.

This strategy supersedes the Gawler Town Centre 2017-2020 Car Parking Strategy. A review of the previous strategy has been completed to provide context, identify trends, issues and opportunities related to the car parking network in the Gawler Town Centre.

This strategy has taken into consideration the following:

- Parking demand;
- Quality of current car parking provision;
- Car parking rates associated with the Planning & Design Code;
- Council owned parcels and opportunities in this regard;
- Value and operation of the Town Centre Car Parking Fund as well as future opportunities;
- Future management opportunities to enable the car parking to continue to effectively support the Town Centre, and;
- Opportunities and benefits related to improving access to the Town Centre by other transport modes.

The Gawler Town Centre Car Parking Strategy 2021–2025 provides consideration of the above matters and offers recommendations to support and enhance the car parking provision in the Town Centre. Effective management of existing and future car parking is crucial for residential, commercial and recreational purposes.

The strategy is supported by a Key Findings Reports (attached as appendix A) which contains numerous assessments as well as community feedback. Furthermore, this review is envisioned within Goal 2 of the Gawler Community Plan 2030+, specifically, strategy 2.3.6 “Improve management of Town Centre car parking provision to optimised availability in high demand areas.”

1.1 Study Area

The Gawler Town Centre Car Parking Strategy study area is shown in the figure below. This area is zoned Township Main Street Zone under the recently introduced Planning and Design Code, furthermore it aligns with the Town Centre Car Parking Fund area.

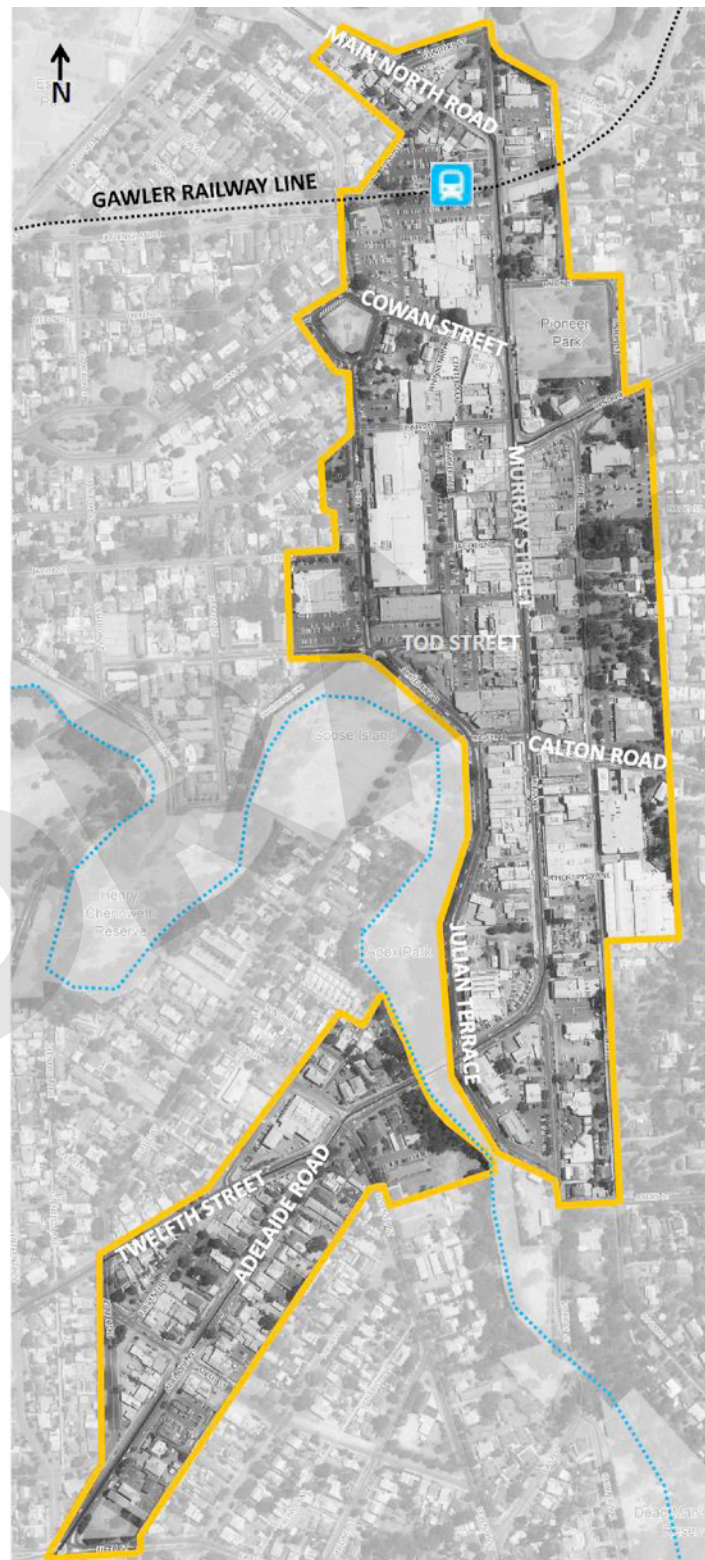


Figure 1: Study Area - Township Main Street Zone

2.1 Introduction

To inform this Town Centre Car Parking strategy, a sound understanding of existing car parking provision, including its quality and location as well as current and future demand was considered a critical component.

As part of this exercise several investigations were conducted including, undertaking surveys of existing car parking demand, quality audits of key parking areas as well as community consultation to determine local views.

Estimates concerning future demand for car parking due to increased development and transport trends have also been identified and considered.

2.2 Existing Parking Provision

2.2.1 Demand Assessment

Occupancy surveys were carried out on Thursday 9 September 2021 and Saturday 11 September 2021, to reflect typical parking demand patterns for a normal weekday and weekend.

The utilisation surveyed identified that the study area appears to be subject to greater demand on weekdays compared to weekends, with the data displaying utilisation rates of 58% and 43% respectively. The utilisation surveys indicate average occupancy levels of around 50% across the entire study area when approaching the surveys together (both days). However, without referring to mapping, this data does not demonstrate that several parking areas are subject to very high demand as well as others of quite low demand.

Very high levels of use/demand were recorded in the car parks at Walker Place, the rear of 145/139/137 Murray Street (opposite Council car park on High Street) and rear of 108/98/95 Murray Street (Reject Shop and Zambrero precinct), which were all at or nearing capacity on both audits.

The Gawler Central and the Big W/Woolworths precincts were also very well-utilised and appear to experience similar demand on weekdays and weekends. The multi-deck on Finnis Street has increased in patronage since the previous strategy with the weekday audit, showing the facility is well-utilised. However, the Phoenix Plaza car park remains underutilised.

While there are some differences in car park utilisation rates between the 2016 and 2021 surveys, this is likely to be in part attributable to the impacts of COVID-19, including, but not necessarily limited to, the following potential factors:

- Increased levels of working from home resulting in local trips to town centres such as Gawler during weekdays;
- Opportunities to undertake discretionary shopping trips during the week due to working from home;
- Preference to shop or visit town centres during the week when activity in certain shops or locations may be perceived to be quieter than at weekends; and
- Increased use of home delivery replacing regular food shopping trips, many of which would have been undertaken on weekends.

Overall, the utilisation surveys indicate average occupancy levels of around 50% across the entire study area when approaching the surveys together (both days), initially suggesting a sufficient supply, as usage rates indicate a parking demand of around 2000 spaces. However, the study area appears to be subject to greater demand on weekdays compared to weekends. The data shows utilisation rates of 58% (weekday) and 43% (weekend) respectively. Without referring to mapping, this data doesn't demonstrate how several parking areas are subject to much higher demand and others relatively low demand. Nevertheless, the Town Centre appears to experience its greatest demand north of Walker Place.

The car parking demand levels for each car parking area were recorded and are shown in more detail within the accompanying Key Findings Report. However, the two figures below provide visual diagrams of utilisation rates.

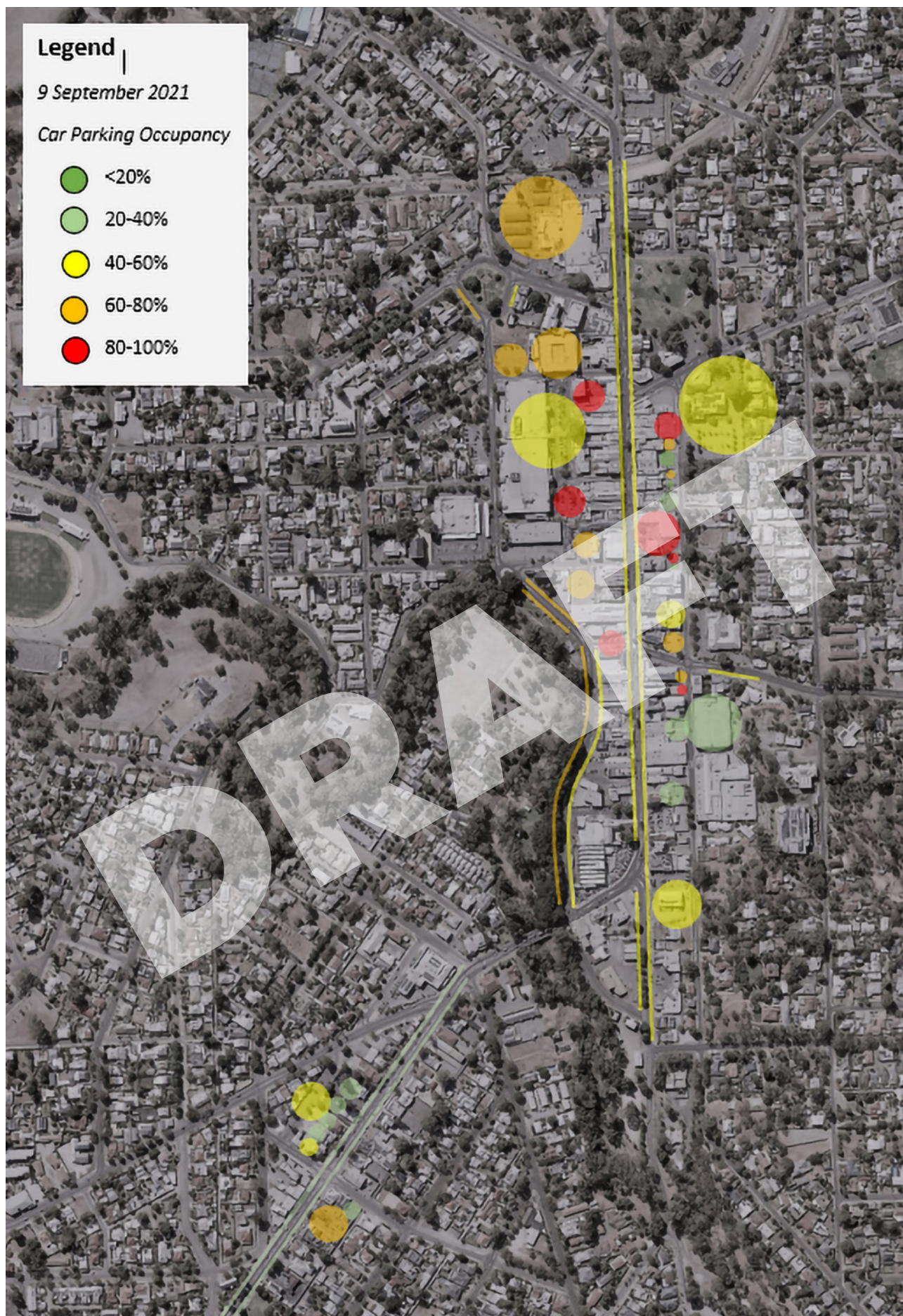


Figure 2: Car Parking Utilisation Map - 9 September 2021

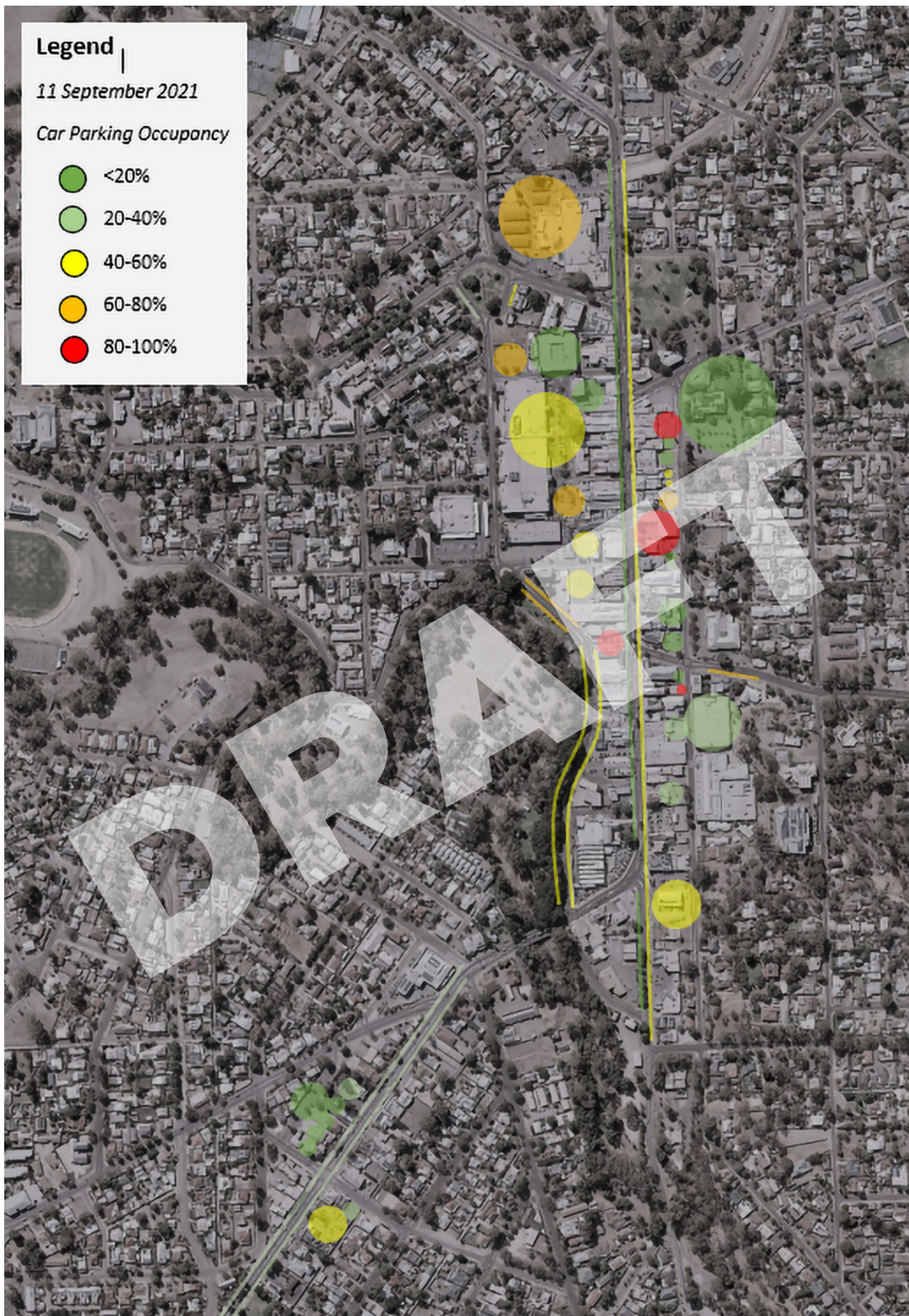


Figure 3: Car Parking Utilisation Map - 11 September 2021

2.2.2 Quality Assessment

A quality assessment of car park conditions was also made whilst undertaking the utilisation audit. The quality assessment included observing the general condition and nature of the car parking area's lighting, surface, readability, access (pedestrian and vehicular) as well as linkages to Murray Street and other nearby services and shops. The following summarises the quality assessment of some of the larger car parking areas:

- The condition of on-street parking is generally good as it is well-signed, marked and lit;
- Private parking along High Street is generally in average condition and poorly lit and would benefit from improved access and legibility;
- There are several dark patches along the western side of the township; the lighting on this side is designed for pedestrians and does not always spill over into the parking areas. Furthermore, the line of Moreton Bay Fig Trees does absorb lighting;
- The parking area around Café Nova is particularly unstructured and would benefit from resurfacing and line marking, and;
- Although not specific to car parking, the condition and state of footpaths does generally decline once away from Murray Street. This can act as a deterrent when trying to encourage people to park in less popular areas.

2.3 Community Feedback

A community survey was conducted through an online questionnaire, which was open between 25 August and 17 September 2021. A total of 186 surveys were received, with the following Key themes emerging through this consultation period:

- Visiting the Town Centre every day was the most common choice amongst respondents, followed by 2-3 times a week.
- Most respondents either live or work and live in Gawler.
- Travel via car was by far the most popular option with over 97% of respondents selecting this option.
- The Woolworths/Big W car park on Jacobs Street was the most popular choice for visitors who travel by car.
- Almost 80% of respondents claim to visit between 2-3 shops on average when visiting.
- Most respondents prefer to park in one location and walk between shops.
- 1-2 hour visits in the Town Centre are the most common stays.
- In terms of finding a car park most respondents believed it to be often difficult to find a parking spot or somewhat difficult and requires some driving around or waiting for a space.
- Convenience is hugely important to visitors with almost 55% of respondents considering it 'Very Important' and 37% 'Important'.
- 80% of respondents do not believe there is adequate parking in the Gawler Town Centre.
- Regarding the route between preferred parking spots and the Gawler Town Centre most respondents consider it adequate but could do with minor improvements.
- Improvements to footpath conditions was considered a consistent way in which to improve routes between car park/bus stop/train station and the Gawler Town Centre Main Street.

2.4 Parking Supply

2.4.1 Historical Supply

In 2001, when the Town Centre Car Parking Fund and separate rate commenced, there were 994 public car parking spaces available in the Town Centre. These comprised of 561 on-street spaces and 433 public off-street spaces. There were a further 1,608 private car park spaces identified. The total Town Centre supply in 2001 was therefore 2,602 spaces.

In 2015, when the audit was undertaken to support the Gawler Town Centre 2017-2020 Car Parking Strategy, there were 1,579 public car parking spaces available in the Town Centre. These comprised 686 on-street spaces and 911 public off-street spaces. There were a further 2,388 private car park spaces identified. The total Town Centre supply in 2015 was therefore 3,985 spaces.

2.4.2 Current Supply

The most recent Council car parking inventory from 2021, on which this study has been based identified a total of 1552 public car parking spaces in the Town Centre. These were distributed as 677 on-street spaces and 875 public off-street spaces. The private car park space provision had increased to a total of 2578 spaces.

Since 2015, the total Town Centre car parking provision increased to 4130 spaces. This represents a minor increase of 145 spaces or a 3.6% increase in the total parking provision. As part of this total number, on-street parking decreased by 27 spaces (-1.7%), public off-street parking also decreased by 36 spaces (-3.9%), however, private car park spaces increased by 190 spaces (8%).

The minor decreases in public on-street and off-street parking are largely attributable to more precise counting as well as changes to the parking configuration in the Gawler Administration Centre car park.

Concerning the minor increase in private car parking spaces, this is largely attributable to numerous updates, with the largest increase on a single site provided by the Dan Murphy's development which almost doubled the site's capacity.

Appendix A of the Key Findings and Background Report (attached as Appendix A to this document) provides a breakdown of the surveyed public and private parking spaces within the Town Centre.

2.5 Future Supply

As part of investigations associated with the Gawler Town Centre Strategic Framework, an Economics and Retail Analysis was prepared (SGS Economics 2012). The analysis advised the supply of retail floorspace in Gawler's Town Centre meets the estimated demand for retail floorspace in 2032. For a conservative analysis (i.e. Growth Boom in Town Centre) future growth of retail and commercial space was estimated under a scenario with 10% growth as summarised in Table 1 below.

Use	Existing Floor Areas	Growth Scenario	Approximate Increase
Retail	49,500m ²	10%	5,000m ²
Commercial	14,850m ²	10%	1,500m ²

Table 1: Estimate Future Retail and Commercial Floor Areas

Projected car parking demand was also estimated through the Gawler Town Centre Traffic and Parking Review prepared by Frank Siow & Associates in 2012, as part of investigations associated with the Gawler Town Centre Strategic Framework. Projected demand was based on the estimated future floor areas and the following parking rates:

- 5.5 spaces per 100m² for retail uses
- 4 spaces per 100m² for commercial uses.
- A 10% 'discount' to consider mixed use and different parking profiles.

The estimated additional car parking demand based on these assumptions is provided in Table 2.

Growth Scenario	Use	Increase in Floor Area	Car Parking Rate	Parking Demand
10%	Retail	5,000m ²	5.5 spaces/100m ²	275 spaces
	Commercial	1,500m ²	4 spaces/100 m ²	60 spaces
	Mixed Use Discount	N/A	10%	-34 spaces
	Total			301 Spaces

Table 2: Projected Car Parking Demand

The current supply of parking within the Study Area is approximately 4,100 spaces, this consists of a mixture of private, public and on-street car parking areas. The car parking surveys indicate an average occupancy level of approximately 50%, however there appears to be greater demand on weekdays (58%) compared to weekends (43%). This suggests an average parking demand of 2050 spaces.

The Gawler Town Centre Traffic and Parking Review prepared by Frank Siow in 2012 estimated the total parking demand at some 3,000 spaces, however this was not based on quantitative surveys and was instead based on theoretical peak demand. This level of demand may be reflective of peak demand days compared to the typical days observed.

An increase of 300 spaces (10% increase in floor areas) would increase typical parking demand to approximately 2350 spaces. However, noting that when looking at individual (weekday vs weekend), audit figures can be increased to between 2,678 and 2,063 spaces.

Similarly, taking into consideration the possibility that approximately 1,600 car parking spaces were not surveyed as part of the existing demand have a higher than average 50% occupancy, there would still be theoretical capacity to meet this level of future demand.

However, if peak demand occupancy estimates of 3,000 from the 2012 review are considered, the level of spare capacity available when taking account of the future demand would be considerably lower.

Although the Town Centre currently has capacity to support current and projected retail demand, Council should still pursue appropriate car parking rates as required in the Planning and Design Code as pressure for parking is still being felt by the community.

2.6 Summary

The above analysis pertaining to car parking demand and supply within the Gawler Town Centre can be summarised as follows:

- The utilisation surveys indicate average occupancy levels of around 50% across the entire study area when approaching the surveys as a whole (both days). However, the study area appears to be subject to greater demand on weekdays compared to weekends. The data shows utilisation rates of 58% and 43% respectively;
- Numerous car parking areas off Murray Street and High Street were observed as reaching their overall capacity;
- Usage rates for the multi-deck car park, particularly during the weekday increased considerably from the previous strategy;
- The introduction of timed parking along Murray Street and the Big W/Woolworths precinct appear to have successfully encouraged turnover;
- Through the community survey parking was seen to be somewhat difficult to find, with traffic intensity also highlighted as a concern;
- 80% of survey respondents believe there is not sufficient car parking in the Gawler Town Centre;
- Long term/all day parking appears to be one of the key concerns for visitors/workers in the Town Centre;
- Theoretically the existing parking supply could provide sufficient capacity for existing and future development growth, however without an increase in supply in high demand areas the frustrations currently being experienced are likely to continue, and;
- Increases in supply should be considered in locations of high demand, reflecting that some of the parking is poorly located for some of the popular town centre destinations.



3.1 Introduction

Through the Planning Reforms process and the development of the Planning and Design Code, Car Parking Rates from across the state were reviewed and standardised in the Planning and Design Code.

Former car parking rates in the now superseded Development Plan were considered dated and in need of revision. The report prepared by Aurecon in 2013 for City of Port Adelaide Enfield titled 'Parking Spaces for Urban Places: Car Parking Study' played a pivotal role in determining appropriate car parking rates in commercial precincts in light of dated rates. This approach in fact aligned with recommendations from the Gawler Town Centre 2017-2020 Car Parking Strategy, which proposed the Aurecon rates be utilised as a foundation for policy refinement.

This update is considered timely as Table Ga/1 of the previous Gawler (CT) Development Plan was dated and in need of revision. This stance was backed by a number of Council's strategic documents. Council attempted to update this table via numerous Development Plan Amendments however was unsuccessful largely due to the matter not being supported by the State Government and the planning reforms process.

3.2 Parking Rates – Planning and Design Code

Records show that car parking rates were not provided in draft iterations of the Planning and Design Code for comment prior to it being formally implemented. Through the reform process, development definitions were also revised considerably. Nevertheless, there are many consistencies between the car parking rates in the Planning and Design Code and the 2013 Aurecon report, which is considered a positive outcome.

As highlighted within the 'Integrated Movement Systems' policy discussion paper, there is potential for greater standardisation of car parking rates, while still investigating different rates for conditional and geographical contexts. A further review as well as consultation on car parking rates in Greater Adelaide is anticipated to occur in the first official review of the Planning and Design Code.

Generally, the new parking rates which are associated with commercial uses are discounted in comparison to the previous rates. This will hopefully aid Council to support the reuse of buildings within the Main Street and Town Centre without compromising the overall transport access to the Town Centre.

As a result of the recent update to car parking rates via the Planning Design Code, further review of these figures is not considered necessary at this time. Council is encouraged to monitor how new developments which have complied with the new car parking rates under the Planning and Design Code are in fact functioning in a real-world environment.

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Although Council is encouraged to pursue appropriate car parking rates as required by Planning and Design Code, to ensure beneficiaries of development are contributing to the need and cost of car parking, Council also has a responsibility to aid the Town Centre where possible to ensure such centres do not operate at an economic handicap to modern retail complexes.

4.1 Background

Council owns car parks in the Town Centre which contribute significantly to the car parking supply. This chapter discusses some of these assets as well as identifies opportunities for future consideration.

4.2 Finniss Street Multi-Level Car Park

The Finniss Street multi-deck car park is located between Finniss Street and Cowan Street, with access directly from Finniss Street and via Whinnen's Lane from Cowan Street. The Finniss Street entrance is on to the ground floor of the car park, whilst the Whinnen's Lane entrance is on to the second of the three decks. This car park provides a total of 307 parking spaces, with level one and part of the ramp on to level three designated for 3-hour parking and the rest of the car park unrestricted to encourage use for all day parking.

It is noted that Council recently invested into upgrading the lighting in the multi-level car park to LED lighting. The Finniss Street Carpark was one of Council's highest energy using sites, using approximately 96,000 kWh of energy during 2017. The total cost of the lighting upgrades was \$37,800 +GST and not only lowered energy costs but improved quality of lighting.

The upgrading of lighting by Council in the multi-deck car park is unarguably a positive step and very welcome. Nevertheless, internally the car park presents a mediocre image, with no designated pedestrian walkways, unclear navigation to the exits for pedestrians and no lifts to and from the upper floors. The pedestrian exit route to Finniss Street is also unclear and whilst it is located on the desire line to access the continuing footpaths on the eastern façade of Woolworths, it is not on the desire line for the intermediate wombat crossing on Finniss Street, which as a result was observed to be regularly bypassed by pedestrians. Similarly, the pedestrian route out to the north is of poor quality and legibility, with little activation despite the presence of adjoining buildings.

The introduction of timed parking along Murray Street and the Big W/ Woolworths precinct appears to have successfully encouraged turnover more broadly. This has also boosted patronage in the Finniss multi-deck since the previous strategy was prepared, which is encouraging. The top deck of the car park appears to be underutilised, which is likely due to the deck having no shade structures or elevator.

As identified in the Key Findings Report, two preliminary engineering investigations have been undertaken relative to structural integrity, stormwater and flooding. These investigations were instigated due to concerns/issues that the Council had detected and sought clarity on. The investigations flagged numerous concerns as well as provided recommendations for future consideration as well as remedial works. Ultimately the matters brought to light via these investigations require serious consideration and action to ensure the longevity of this building.

As flagged above, the top deck of the car park appears to be underutilised, which is likely due to the deck having no shade structures or elevator. A roofing solution should be explored, in particular one which can provide multiple benefits e.g. a solar roof solution which can also aid in better channelling stormwater.

4.3 Goose Island

Goose Island forms part of the parklands along the South Para River corridor, located adjacent to Whitelaw Terrace. Over recent years, Goose Island has been successfully used on a temporary basis to assist with increased parking demand associated with the Gawler Show. As a result, in the festive season of 2019/2020 (December 2019–January 2020), Council endeavoured to counteract community concerns brought on by the introduction of timed parking in the Woolworths car park and other areas in the Town Centre by undertaking a trial and providing approximately 90 additional car parks for the period.

Throughout the trial period, staff regularly patrolled the area but, despite the availability of the additional all-day parking provided at Goose Island, there was no evidence that the facility was used by the public during the period it was open. Accordingly with the area not being utilised throughout the entire trial period, the trial was considered unsuccessful in the sense of utilisation, however successful as an information gathering exercise.

Goose Island is subject to flooding and as a result, notions of developing the land have generally been met with apprehension. Furthermore, the Gawler Town Centre Design Framework envisages Goose Island be developed as an active destination and a high-quality open space that responds to potential flooding.

As a result, it is not recommended Goose Island be developed as hard stand car parking. If Council does seek to develop the site as envisaged by the Gawler Town Centre Design Framework as a high-quality open space, there is the opportunity for the landscaping design to allow for overflow car parking through peak periods, e.g. Gawler Show and festive season.

4.4 High Street

4.4.1 Gawler Administration Centre

The Gawler Administration Centre (GAC) is the fifth largest car park in the study area with a total of 196 spaces. The car park consists of largely all day parking, however, also contains a row of restricted (2 hour) spaces, as well as some secured areas for private parking for tenancies.

The Council Administration Centre car park was operating at close to 60% during the weekday survey, suggesting it is assisting with longer term parking requirements. This is encouraging as this utilisation rate is up from the previous strategy when the asset was severely underutilised. Noting there is still capacity in the site, particularly on weekends.

The Gawler Town Centre Design Framework provides guidance relative to this site and car park more specifically. The document identifies that the site should consider increasing parking capacity relative to demand, furthermore the precinct plan indicates the notion of a tiered/multi-deck car park to create this said capacity as and when required.

The Gawler Administration Centre is considered to provide the best location for a second tiered or multi-deck car park. The basis behind this recommendation is twofold, firstly it is the largest existing car park in Council ownership, relative to land size. The main car parking area (CT5922/700) at the Gawler Administration Centre is approximately 2,650m² which is almost identical to the size of the allotment on which the Finnis Street multi-deck car park was built on. Area is considered important in this regard as it provides the greatest likelihood of value for money. Any type of tiered car parking will require ramps, structural pillars etc. all of which consume space which could otherwise be used for parking, with a larger area the return on invest is likely to be greater. Furthermore, the location of the Gawler Administration is considered suitable, as it is in close proximity to the northern portion of the study area which is subject to the greatest demand.

Opportunities relative to improving the shortcomings of the Finnis Street car park (lift, improved pedestrian access, wayfinding signage, rooftop shade and drainage) is recommended to be investigated before considering the provision of a new multi-deck structure on an alternative site.

In the short term an improved pedestrian route should be provided, better linking the Gawler Administration Centre car park to the adjacent car park on High Street and ultimately Murray Street.

4.4.2 West side of High Street – Adjacent Gawler Administration Centre

The car park is located opposite the Gawler Administration Centre (GAC) behind several properties that front on to Murray Street. Two further private car parks are located immediately to the south, although the southernmost of these is separated by a delivery access. Additionally, there is a parcel of abutting land to the north, which is vacant and currently being advertised for lease; it was previously utilised as a car dealership (Steinborner).

The car park is signed as providing a pedestrian route through to Murray Street, although there is no pedestrian route through the car park itself, visibility to the sign from High Street is poor and the walkway does not present an attractive entrance. There is no lighting within the car park and no immediately adjacent street lighting on High Street to provide any overspill lighting, although as the nearby properties are currently retail oriented.

It is recommended that opportunities for integration with the car parks to the south as well as the abutting land to the north are investigated to increase the parking capacity as the layout of the current car park is inefficient due to the size and requirements of the relevant Australian Standard.

A separated pedestrian route should be provided, better linking to the walkway to Murray Street and providing suitable pedestrian crossing facilities to link to the Gawler Administration Centre car park. Such works would seek to improve access to Murray Street from this car park. Council should then seek to partner with the adjoining building owners and occupiers to improve the pedestrian walkway through to Murray Street, investigating upgrades and opportunities for activation.

Improved signage to this car park is recommended to form part of a wider signage strategy to the parking areas along High Street.

4.5 Reid Street

The Reid Street car park is located on the west side of Reid Street (just north of Drakes Supermarket) and is a surface level, bituminised car park with 39 parking spaces with no internal lighting. The land to the north directly abutting the car park has an encumbrance in respect of the National Trust of SA. The southern portion of the site likely provides all day parking for an adjacent office building that has no on-site parking. The car park is signed for all day parking and its location in relation to the Town Centre is ideal for use as all day, low turnover parking.

Improvements which require consideration include lighting provision, improved signage and wayfinding for drivers and pedestrians and improved pedestrian access across Reid Street and towards the Town Centre. There are currently pedestrian refuges to the north and south of the car park, but neither of these are conveniently located for the car park and neither provides a direct route to the Town Centre due to the location and design of the Woolworths/Big W building. It is recommended that initially improved signage to the car park is installed.

The Reid Street Car Park may present an opportunity for a tiered parking arrangement to support all day parkers, however this should be the subject of a more detailed investment vs return analysis.

4.6 Murray Street South Council Car Park (Adjacent SA Water Depot)

Although not within the study area, Council owns an informal car park directly abutting the zone (opposite Gawler Ambulance Station). This informal car park has been identified by Council staff as being significantly underutilised. The site is unsealed and very basic, often doubling as a storage area for contractors undertaking works in Murray Street or nearby surrounds. The space has the potential to accommodate approximately 60 car parks within proximity to the Town Centre, but generally, only 5-7 vehicles park here daily. It is considered that there is a direct correlation between the quality of the parking space and its patronage. Furthermore, it is understood that Council promoted this site in the festive season of 2019/2020 (December 2019 – January 2020) for all day parking with little success.

It is recommended that connectivity and signage relative to this car park be improved to improve its appeal/presence in the first instance. After this, Council should continue to monitor the car park and if usability increases, seek to formalise via sealing, line marking and lighting.

Due to the area being at the periphery of the Township Main Street Zone, it should be targeted at encouraging all day parkers to use this facility, as this was an issue raised by a considerable number of people who undertook the survey, highlighting the notion that the Town Centre is underserved in terms of All Day parking spots.

4.7 Car Park Opportunities

4.7.1 Gawler Central

Over the years there has been ongoing discussion about the redevelopment of the Gawler Central Precinct, into somewhat a Transit Oriented Development, to capitalise on the electrification of the Gawler line. In late 2019, the (then) Minister commenced a Development Plan Amendment, under the previous legislation (Development Act 1993) to allow uplift, however this was later abandoned amid the Planning Reforms. In the likely event the redevelopment of this site is revisited, Council should seek for the development proposal to provide adequate parking as well as consider supporting a tiered parking arrangement particularly for passengers looking to utilise the precinct as a park and ride facility. This could potentially occur on the existing car park on Bridge Street under the care and control of the Minister for Transport and Infrastructure.

4.7.2 Phoenix Plaza

The multi-deck car park at Phoenix Plaza remains a severely underutilised facility. Although not a Council facility, it does provide a great opportunity for the township. To promote this facility to the wider community, Council should consider improving wayfinding signage, upgrade or install footpaths along High Street between Lyndoch Road and Phoenix Plaza, on both sides of the road where feasible, noting that many sections of the road are only 6.5m wide, whilst others currently without footpaths, are up to 8m wide. At least one of the footpaths should be fully DDA compliant throughout. Furthermore, the uplift of various laneways should be explored by Council. Thorup Lane is an existing and formal laneway which should be upgraded (lighting, signage, beautification) to improve and promote connectivity. Additionally, there are several other informal thoroughfares between Murray Street and High Street in this vicinity which could also be formalised and beautified to improve connectivity.

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5.1 Background

In 2005 the Town of Gawler created a Car Parking Fund. This fund allows developers in the (former) Town Centre Zone specifically the opportunity to substitute an agreed shortfall of on-site car parking under the (former) Gawler Development Plan and (former) Development Act 1993.

The current contribution levels are \$7,759 per space for the Murray Street Precinct (Formerly Centre Light Policy Area) and \$5,803 per space for the Adelaide Road Precinct (formerly the Town Centre Gawler South Policy Area). These figures have been adjusted annually by CPI from a base of around \$4,500 and \$3,500 respectively since the fund was established.

These contribution levels are significantly below the cost of providing car parking spaces within a multi-level car park, which have previously been estimated through the use of industry indicators (Rawlison) at anywhere between \$25k–\$45k per space excluding land cost. The cost of providing an at-grade public parking space was identified at approximately \$9k per space, not including land acquisition which would likely increase costs to around \$20k.

Transferring a developments car parking obligation to Council through an in-lieu contribution can vastly increase land development capacity. This is relevant to Main Street environments where cross-visitation between shops is crucial to the viability of the street and results in a lower car parking demand for each shop.

Car parking and associated manoeuvring space can equate to up to 60% site utilisation for a retail development. Depending on the actual land use, a 1,000m² site that provides on-site car parking is likely to result in 400m² of development and the balance used for car parking. Reducing or removing on-site car parking through a contribution to the parking fund can therefore increase the building area from 400m² up to as much as 1,000m² if desired by the owner. This would generally rely on a suitable parking supply being available within close proximity of the development.

Although not always perceived in this manner, offset payments operate as a development incentive and not a penalty. Despite this view, car parking funds have typically been seen as a form of development tax.

The incentive to use such mechanisms arises from a reduction in up-front development costs by not having to construct car parking (or constructing a lesser amount) and increasing future revenue potential from a larger floor area.

At the time this strategy was prepared, the Planning, Development and Infrastructure Act 2016 was freshly implemented and the Planning and Design Code operational state-wide. This legislation provides the opportunity for Car Parking Funds to be replaced with Off-Set Schemes.

5.2 Car Parking Fund Operation

The balance of the Car Parking Fund at the time this strategy was prepared was \$631,310.84. The table below provides an overview of the fund's activity since the 2012/2013 financial year.

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Financial Year		Outgoing	Incoming	Total
2012/2013	Contributions Received		8,830.00	339,460.63
2012/2013	Interest		10,348.74	349,809.37
2012/2013	Capital Projects funded by the Fund (This was actually a refunded DC)	3,666.00		346,143.37
				346,143.37
2013/2014	Contributions Received		70,175.00	416,318.37
2013/2014	Interest		8,792.04	425,110.41
2013/2014	Capital Projects funded by the Fund	0.00		425,110.41
				425,110.41
2014/2015	Contributions Received		0.00	425,110.41
2014/2015	Interest		10,797.80	435,908.21
2014/2015	Capital Projects funded by the Fund	0.00		435,908.21
				435,908.21
2015/2016	Contributions Received		0.00	435,908.21
2015/2016	Interest		8,543.80	444,452.01
2015/2016	Capital Projects funded by the Fund (Carparking Strategy)	11,573.36		432,878.65
				432,878.65
2016/2017	Contributions Received		0.00	432,878.65
2016/2017	Interest		6,579.25	439,457.90
2016/2017	Capital Projects funded by the Fund			439,457.90
				439,457.90

Financial Year		Outgoing	Incoming	Total
2017/2018	Contributions Received		0.00	439,457.90
2017/2018	Interest		6,591.87	446,049.77
2017/2018	Capital Projects funded by the Fund	0.00	0.00	446,049.77
				446,049.77
2018/2019	Contributions Received		0.00	446,049.77
2018/2019	Interest		5,575.62	451,625.39
2018/2019	Capital Projects funded by the Fund	0.00	0.00	451,625.39
				451,625.39
2019/2020	Contributions Received		40,000.00	491,625.39
2019/2020	Interest		2,935.57	494,560.96
2019/2020	Capital Projects funded by the Fund	0.00		494,560.96
				494,560.96
2020/2021	Contributions Received		152,106.00	646,666.96
2020/2021	Interest		2,528.62	649,195.58
2020/2021	Capital Projects funded by the Fund (Gawler Oval Carpark Design)	17,884.74		631,310.84
				631,310.84

The level of current and future Car Parking Funds is reasonable however, unlikely to be sufficient within a reasonable timescale to enable the development of a new car park that would add significantly to the overall Town Centre provision, particularly if land costs and external works such as access and drainage are included. The availability of a suitable parcel of land is also considered difficult unless the Council were to partner with the owners of an existing car park or suitable land parcel.

However, it is evident from both the contributions received and the initiatives funded that the car parking fund has provided a beneficial tool for Council to draw on to enhance the existing parking provision within the Town Centre.

Furthermore, the notion of a publicly available register, highlighting how money from the fund/scheme is being utilised, for the benefit of improving car parking in the Town Centre could be a positive action for the Council to implement.

5.3 Offset Schemes (Planning, Development and Infrastructure Act 2016)

Section 197 of the Planning, Development and Infrastructure Act 2016 (PDI Act 2016) provides for the establishment of offset schemes. Offset schemes have been carried forward from the previous system albeit with a somewhat different title and structure. Under the PDI Act 2016, offset schemes can be utilised by councils and/or Joint Planning Boards to establish a scheme that facilitates delivery of 'provide or pay' contributions in the public interest by new development in particular locations. This will include the existing open space contribution scheme, urban tree fund and car parking fund. These discussions may occur alongside the co-ordination and delivery of an infrastructure scheme.

An offset scheme may be established by a 'designated authority'. A designated authority is the Minister, or a council or joint planning board acting with the approval of the Minister.

Subsections 197(2) and (3) apply to the establishment of an offset scheme. Subsection 197(2) relates to the permissible purpose/s of a scheme, while s197(3) relates to the permissible function/s.

An offset scheme may, but does not have to, include a fund for the purposes of enabling or requiring the making of contributions by applicants for development consent. Where a scheme includes a fund, subsection 197(4) provides for guidance how monies are held in the fund, the potential investment of funds until they are required and auditing requirements. It also regulates how money in the fund may be utilised.

At this point in time, Plan SA has not provided advice or guidance around the establishment of offset schemes. However, it has indicated a willingness to prepare a template scheme sometime after the Phase 3 commencement date.

5.4 Car Parking Fund vs Offset Scheme

Firstly, the transitional arrangements in the PDI Act have the effect of preserving a fund without the requirement for establishing a scheme. The continuation of a car parking fund can be managed under Clause 33(1), Schedule 8 of the PDI Act 2016. It allows for a car parking fund that was established under section 50A of the repealed Act (Development Act 1993) to continue as a fund under s197 of the PDI Act 2016. Furthermore, it also provides that insofar as may be relevant, any provision made by a Development Plan under the repealed Act can continue to apply to the fund.

However, a consequence of not establishing a scheme under the PDI Act 2016 is that the car parking fund will be essentially frozen in time. In essence this means that council will not be able to vary the designated area, or the relevant amount. A further consequence is that the designated area for the fund will continue to be defined by reference to a zone(s) or policy area under the repealed Development Plan, which is now redundant and would likely create confusion as people become less familiar with an older system.

As stated above, at this point in time, Plan SA has not provided advice or guidance around the establishment of offset schemes. However, they have indicated a willingness to prepare a template scheme in the near future.

Although guidance in relation to establishing a fund is lacking, this will soon change and any council with an existing car parking fund is being encouraged to consider establishing an offset scheme to replace their existing arrangements.

5.5 Future Utilisation of Funds

Based on the recommendation to maintain an offset scheme in some form, Council should consider how to effectively utilise these funds moving forward. The below opportunities have been identified:

- Improving design, layout and operation of existing low utilisation public car parks to encourage increased use by improving:
 - Lighting;
 - Security;
 - Legibility;
 - General amenity quality, and;
 - Vehicle and pedestrian access.
- Improve pedestrian routes to and from car parking areas (DDA compliant, well-lit and pleasant, way-finding signage) to Murray Street and other key destinations to encourage relocation of excess demand and reduce multi-parking trips;
- Install directional and information signage to car parks for drivers to navigate to car parks and encourage use of lower occupancy car parks, and;
- Install Town Centre bicycle parking at key locations, particularly in relation to existing and proposed bicycle routes that provide access to the Town Centre and identified locations of existing bicycle parking demand.

Car parks and localities which could benefit from some of the above suggestions include:

- 2 Tod Street car park which has poor lighting, poor wayfinding signage for drivers from Murray Street and poor pedestrian connections to Murray Street;
- Phoenix Plaza, Finnis Street Multi-deck, Reid Street Car Park and the Council Administration Centre car park require better signage to improve driver awareness of the car parks and wayfinding signage to improve pedestrian connectivity to and from Murray Street;
- Although not a Council asset, Phoenix Plaza car park has poor pedestrian access and legibility. Upgrades to the access network could be expected to achieve increased patronage;
- Finnis Street car park which has poor pedestrian and vehicular access and legibility. Upgrades to the access and circulation could be expected to achieve higher levels of use;
- Finnis Street pedestrian improvements to the footpaths, wombat crossing and wayfinding to improve the awareness of the car park and its connections to Murray Street and the Woolworths/Big W precinct, and;
- Improved lighting required along Whitelaw and Julian Terrace.

Improvements to car parking management can improve the actual or perceived availability of parking provision. Since the adoption of the previous Town Centre Car Parking Strategy, numerous timing restrictions have been introduced and sought to encourage greater use of lower occupancy car parks for long stay parking and improve availability in more popular locations. This appears to have produced positive results; however, the following should be taken into consideration.

6.1 Parking Restrictions

6.1.1 Timed Parking

Timed parking restrictions are generally implemented to promote convenience as well as support the local business environment. Parking restrictions can also be utilised to:

- Ensure short term parking in “premium” (i.e. near the door to shops, closest to Murray Street etc.) parking spaces has a high turnover.
- Encourage long term parking (e.g. staff or long stay visitors) a short walk away, not in premium customer/visitor spaces and is considered for car parks with low use or that are further from the primary Town Centre destinations.
- Make better use of premium car parks as the most convenient parking spaces will turn over more frequently.
- Improve the effectiveness of car parks and for better integration with the Town Centre car park supply through overall management by Council under the Private Parking Areas Act, particularly in relation to time zones.

Since the adoption of the preceding Town Centre Car Parking Strategy, numerous parking restrictions were introduced in line with its recommendations. This is considered beneficial and appears to have removed almost all significant parking areas from being overburdened by all day parking. Furthermore, when analysing the audit survey findings, it appears that timed parking in the highest demand areas on the Town Centre have allowed high usage rates, without allowing these areas to reach their total capacity.

It is noted that time restrictions at the Council owned car parks located on Tod Street, High Street and the Visitor Information Centre were increased from three hours to four hours in the last two years. This was agreed to following community concern relative to the introduction of timed parking at the Woolworths Big W precinct. It was originally intended to be a temporary measure for the holiday period, however, was later permanently implemented. This is of concern particularly for the Tod Street and High Street car parks, which are located in convenient and high demand areas. It is recommended that these car parking areas be reverted to 3P parking.

Taking into consideration the above, the following parking management recommendations have been identified:

- Review the operation of the 2 hour parking limits along Murray Street and consider if lower time limits are required for particular locations, to further encourage turnover.
- Ensure the existing 2 hour parking limits on Julian Terrace are appropriately enforced.
- In the instance Finnis Street Car Park undergoes a fairly substantial renovation (e.g. inclusion of elevator, much improved access/egress, installation of roof) consider implementing further timed parking areas.
- Development of a parking management and enforcement strategy, including agreement with private car park owners where they are amenable to ensure that the short-term parking limits are appropriately enforced to support the key Town Centre functions.
- Revert the Council owned Tod Street and High Street car parking areas back to 3P parking.

6.1.2 Food Delivery Services

There is increasing demand for Food Delivery Services, with most food retailers now subscribing to such services. As a result, there is pressure on Council to provide five- and ten-minute parking bays to promote efficiencies for these services. This however has the potential to create tension with businesses who will not benefit from the introduction of particularly short-term parking (e.g. non food related businesses).

At the time of this strategy's development, Council had received several requests from local businesses for various changes to parking controls on Adelaide Road and Murray Street. Council administration had met with business owners and investigated proposed changes to parking controls at numerous locations and consultation had either been completed or was underway.

The purpose of a town centre and main street is to encourage visitors to stay, so creating an environment where duration of stay is potentially discouraged is not likely to benefit the wider Town Centre. However, a small number of very short-term parks could be beneficial in providing for several potential retail and transport uses, including the following examples:

- Food collection and delivery;
- Post office collection and drop off;
- Dry cleaning collection and drop-off;
- Rideshare pick-up and drop-off, and;
- Taxi drop-off.

With the abundant presence of food businesses in the Gawler Town Centre and more specifically many fronting Murray Street and Adelaide Road, it is deemed appropriate that very short-term parking be considered in some instances. However, due to the strong demand for car parking, particularly along Murray Street it is important to try and maintain a sense of equality amongst local businesses.

Where possible requests for very short-term car parking should only be considered where there appears to be benefit to a cluster (more than 2) of businesses. The Walker Place locality is an example which now contains a considerable number of food premises, which could benefit from the introduction of such restrictions to facilitate a higher turnover and assist with pick-up and delivery of items.

As such, a change would only require the installation and adjustment of parking signage (relatively low cost), it could be trialled to determine whether such an approach is appropriate or not.

6.2 Disabled Car Parking

The layout of disabled car parking spaces is set out in AS2890.6, specific to disabled parking. The standard was last updated in 2009 and requires the provision of a shared space alongside the disabled parking space. Both the disabled parking space and the shared space should be the same dimension of 2.4m wide and 5.4m long and the shared space should be denoted with chevron marking and a centrally located bollard to prevent parking where the space is in an off-street area. The shared space can however be used as a general walking and access route and can be shared between 2 disabled spaces.

The current disabled car parks within off-street car parks in Gawler, both private and public, are mostly marked to the superseded standard, which specified a wider parking space of 3.4m, although many of the spaces are well below this width. An upgrade of the disabled parking spaces within the public car parks should be completed by Council, as well as Council encouraging the private car park owners to upgrade their disabled parking.

An assessment of the overall provision of disabled parking within the Town Centre was not completed as part of this study. However, an evaluation was undertaken as part of the Gawler Disability Infrastructure Review completed in April 2021. The review identified 55 disability parking bays within the Town – 29 Council and 26 privately owned. It is noted however the study area for the review was different and is not an accurate reflection of the Township Main Street Zone.

The Gawler Disability Infrastructure Review provides an action plan for improving parking spaces for people with disabilities. The proposed works include:

- Upgrading parking space for people with disabilities on Julian Terrace (in line with concept provided in review);
- Seek opportunities to correct grade of parking spaces for people with disabilities on Julian Terrace, and;
- Install parallel parking space for people with disabilities outside Town Hall (in line with concept provided in review).

In addition, the Council should consider further improving the convenience of disabled parking on Murray Street via improved signage to the disabled parking provision from Murray Street, with the existing spaces in the Tod Street (south) car park the most convenient, in addition to Walker Place.

There may also be an opportunity to develop some on-street disabled parking spaces as part of an eventual review of the operation and design of Finnis Street.

6.3 Car Parking Design

There are numerous car parks that are constrained in space and provide an inefficient layout as a result. Usually, this scenario plays out in smaller privately owned car parks adjacent to several other similar and smaller car parks. To assist with increasing the parking supply and the design and layout of car parks, the Council should seek to consolidate small adjacent car parks into larger more efficient car parks where adjoining landowners and design constraints (levels and grades) permit. High Street in particular has potential for car park consolidation. Opportunities for decked car parking to work with level differences may also be feasible in some locations.

6.4 Technology

The utilisation of technologies to improve efficiencies is ongoing, with the monitoring of car parks no exception. Parking enforcement systems are emerging on to the market which utilise vehicle detection sensors and smart network cameras to determine durations of parked cars and when appropriate can automatically generate and issue expiation notices. Such technologies can also be utilised to monitor bus zones and loading zones. Generally, in Australia these systems are administered by a third party who require an upfront setup cost, ongoing rental costs as well as collect a percentage of each breach processed.

Significant efficiencies can be achieved by implementing such systems, however, automated technologies should only be resorted to in instances where feedback from the community concerning a specific area is ongoing and not improving when frequented by Council's Community Safety Officers.

6.5 Wayfinding and Signage

Ongoing improvements to wayfinding and signage are immensely beneficial for visitors to the Town Centre, particularly to those who are not familiar or regular visitors to the area. Efficiencies in this regard can also reduce congestion as visitors can identify or be directed to available car parks close to their destinations faster.

Street signage is the most obvious form of signage in this regard. Street signage should seek to direct vehicles to off-street car parking areas (particularly underutilised car parks) and be clear and visible from Murray Street and other key approaches to Gawler where drivers make decisions on route choice to access car parks. Such signage can also indicate the number of parking spaces available as well as applicable timing restrictions. The benefit of quality, easy to read signage cannot be underestimated and Council may even consider a more holistic Town Centre signage strategy to ensure there is adequate guidance and investment being made.



Figure 4: Existing car parking signage (High Street)

Ultimately the introduction of electronic variable message sign systems should be considered by Council. Such systems can alert visitors to the capacity of numerous parking areas across the township from one strategic or prevailing area (e.g. the beginning of Murray Street).



Figure 5: Variable Message Sign – Example

Wayfinding signage for pedestrians is also key to assist pedestrians to easily access Murray Street and other Town Centre destinations. If people have difficulty finding their way from a car park to one of their destinations, they will likely be discouraged from using that car park in the future.

6.6 Paid Parking

The notion of paid parking is likely to be met with some apprehension from the local community, particularly due to its country/smaller town origins. However, in the instance that Council seeks to generate more car parking potentially through the construction of a another tiered/multi-deck arrangement in the future, it is considered appropriate that all day car parks could be set up for paid parking for a small fee (likely \$2- \$4). Such a nominal fee could assist Council with general maintenance.

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7 Alternative Travel Options

A further opportunity to alleviate car parking pressures is through the development of alternative travel options. Increasing patronage in alternative travel modes – largely walking, cycling and public transport – can help to manage car parking demand. Whilst noted that not all trips are practical by alternative travel modes, due to various factors including age, health, topography, distance, type of shopping etc., increasing the proportion of walking, cycling and public transport trips can provide an important contribution to community health and fitness as well as improve the amenity and vitality of the area and perceptions of safety and security.

As part of the car parking strategy, future strategies that would aid in encouraging alternative travel options have been identified. These strategies are intended to supplement the Town Centre car parking, seeking to achieve the following objectives:

- Provide a highly walkable main street and town centre environment that encourages activity and permeability and reduces the number of vehicles moving between car parks;
- Enable residents of Gawler to be able to safely and conveniently walk and cycle to the Town Centre when suited to the nature of their trip;
- Provide convenient, safe and secure bicycle parking, and;
- Improve access, services and facilities for public transport, by bus and train.

7.1 Walking and Cycling

The Gawler Town Centre lends itself in many ways to active travel, with several residential areas located within a 10-15 minute walk (up to 1 kilometre catchment) and the greater majority of Gawler's residential areas being within a 10-15 minute bicycle ride (up to 3 kilometre catchment). It is however noted that some localised topography, particularly east of the town, may make some cycling routes longer or less practical as routes for utility/transport cycling.

The Town of Gawler Walking and Cycling Plan 2018-2028 identifies the following vision:

‘Gawler residents choose to walk and cycle more often for transport, local errands, health and enjoyment. Tourism in the region is enhanced by the provision of local and regional walking and cycling routes.’

The Walking and Cycling Plan establishes a long-term (ultimate) walking and cycling network, as well as 10-year Action Plan for priority works. The recommendations made in the plan report are based on safety, connectivity, permeability, amenity, access for all abilities, tourism and planning for future growth.

Improvements more generally to active travel facilities and routes can assist residents walking to and from the Town Centre as well as assist shoppers walking between different shops and to and from their parked vehicles. Improved kerb ramps, footpath widths, crossing locations, signage and street lighting would all be expected to make walking and cycling safer and easier for local shoppers regardless of how they travel to Gawler.

In relation to the Town Centre precinct, specifically the Walking and Cycling Plan identifies there are a number of high-volume walking routes such as those linking to train stations, the rivers shared path network and educational facilities that have footpaths below 1.2m wide, or none at all. Furthermore, the Plan highlights a lack in cycling infrastructure, resulting in cyclists sharing the road space with (often busy) vehicular traffic. Both of which are problematic and do not promote or encourage active travel.

Additionally, the Plan highlights a lack of permeability between the suburb of Willaston and the train stations more specifically. While the rivers shared path network improves permeability, access is not always intuitive, making wayfinding critical.

Limited bicycle parking remains an issue within the Gawler Town Centre. Providing well located bicycle parking for short term and long term (all-day) storage will also be key to increasing the cycling opportunities in Gawler. It is considered that the provision of bicycle parking would be supported as a legitimate use of the car parking fund, particularly if it was integrated as part of a wider parking upgrade.

Within the Planning and Design Code, the provision of bicycle parking is only required in designated areas. This is an oversight in terms of encouraging increased cycling activity and for townships such as Gawler. It is recommended that Council advocate for the Planning and Design Code to be amended and the bicycle parking requirement to apply more widely and, specifically in the case of Gawler, within the Township Main Street zone.

Moving forward, the Town of Gawler Walking and Cycling Plan 2018-2028 provides a comprehensive strategy moving forward to improve the local walking and cycling network. Its implementation should be treated as a priority for Council moving forward due to the flow-on effects it is anticipated to create.

7.2 Public Transport

The Gawler Town Centre is serviced by the following three circuit buses:

- 491 Hewett Circuit (Clockwise loop);
- 492A & 492C Gawler East Circuit (Clockwise & Anti-Clockwise loop), and;
- 493 & 494 Evanston Loop (Clockwise & Anti-Clockwise loop).

Whilst playing an important role, these services have numerous restrictions that limit its appeal for travelling to the Town Centre.

Limitations include:

- Service routes are not consistent, with route variations and continuation services changing at different times of the day;
- Many areas of Gawler are outside the recommended walking distance to a bus stop/bus service, reducing the potential patronage catchment;
- Service timings vary during the day, particularly in the peak hours with irregular frequencies, and;
- Service timings are limited with approximately 30-minute frequency peak hour services and 60-minute frequencies during the rest of the day.

As a result, the local bus service is somewhat unappealing and unlikely to attract new and potential patrons who in fact have access to alternatives, such as a car of their own.

An on-demand bus service was introduced in 2018. On-demand buses are a door-to-door public transport service. This service is provided via the 495 bus and captures the entire Gawler LGA as well as Gawler Belt and Roseworthy. This service is available Monday–Thursday, 6am–7pm, Friday 6am–10pm, Saturday 9am–10pm and Sunday 9am–3pm. Bookings need to be made at least one hour before pick-up. The on-demand service is a very welcome addition to the Gawler Public Transport network.

The anticipated population growth in and around Greater Gawler should be capitalised on as an opportunity to review and restructure the bus services which service Gawler, building on the potential new demand and developing simple and clear routes to and from the Town Centre and transport interchanges at the two main railway stations (Gawler and Gawler Central).

At the time this strategy was prepared, the Gawler Rail line remained out of service due to upgrades associated with the electrification process. It is assumed that once back in operation service levels will slightly increase however most likely only marginally.

The Gawler Central Railway Station is within the Town Centre and provides the closest proximity to other services and attractions in the area. However, pedestrian access to and from the train station is through the Gawler Central car park or via Murray Street and is generally considered poor and in need of significant improvement.

To improve the attractiveness of public transport as a means of travelling to Gawler, Council will need to advocate strongly to the Department of Infrastructure and Transport (DIT) for upgrades to services and stops/stations, seeking to develop service patterns that are likely to increase demand but remain within what is expected to be a limited operating budget. The proposed electrification of the rail line to Gawler could be expected to attract some new passengers, with modern rolling stock and improved journey times, although this would need to be complemented with increased service frequencies to maximise the patronage opportunities.

7.3 Opportunities

- Seek to implement the recommendations from the Town of Gawler Walking and Cycling Plan 2018-2028 to improve walking and cycling conditions as well as permeability more generally.
- Install bike parking at key locations in the Town Centre, with clear routes and signage to these locations. Furthermore, encourage local business to do the same.
- Advocate for the Planning and Design Code to be amended and the bicycle parking requirement to apply across Council's Township Main Street zone.
- Review existing bus stop locations within the Town Centre for provision of seating, shelter and information (timetables).
- Review and seek to improve walking route connectivity to/from Gawler Central Train Station and the Town Centre and Murray Street.
- Once in operation, heavily promote the opportunities which the electrified Gawler line will bring to the local community and its visitors.
- Advocate to DIT for regular increases in train service frequency to Gawler Central railway station.
- Work with DIT to improve the bus service operations in Gawler to provide:
 - a simplified network with clear and consistent routes and service numbers and opportunities to increase the catchments of services;
 - regular service patterns at the same time each hour throughout the day improved frequencies, increasing further as demand increases, and;
 - Opportunities for local branding to raise awareness and promotion of the services.

Developing and fostering positive working relationships with local developers can create unique opportunities which can benefit all parties involved. Although Councils are largely occupied with aiding their local communities through more traditional public services, more unconventional projects shouldn't be overlooked.

Below, a summary is provided relative to a unique collaboration between the City of Holdfast Bay and the Taplin Real Estate Group which took place between 2012 and 2015.

8.1 Case Study City of Holdfast Bay & Taplin Real Estate Group – Glenelg Cinema Complex and Council Car Park

The City of Holdfast Bay had a long-identified need for additional car parking in Glenelg's Jetty Road Precinct, however, were constrained by the expense of building a new decked car parking solution(s). Council owned and maintained two (ground level) car parks at the eastern end of Jetty Road, the Partridge Street east car park and the Partridge Street West/Cowper Street/Milton Street car park. The two parking areas provided a total of 235 car parks.

In April 2012, Council received a proposal from Mr Andrew Taplin (Taplin Real Estate) in which he offered to construct a purpose-built decked car park for Council on the Council-owned Partridge Street east car park if Council would allow him to construct a new multiplex cinema in the air above the Council-owned Partridge Street West/Cowper Street/Milton Street car park.

Under the proposal:

- Council would provide \$2.5 million towards the construction of the Partridge Street east car park and would own, manage and maintain the new decked car park. The Council-owned land under the cinema site would remain a car park;
- Taplin Real Estate would pay for the construction of the cinema and car parks under the cinema, plus any remaining costs associated with the construction of the Partridge Street east car park;
- Taplin Real Estate would contribute to Council's legal fees related to the exploration and establishment of the project, subject to conditions;
- Taplin Real Estate would also demolish two Council-owned buildings on Partridge Street to enable the cinema to be constructed, and;
- Glenelg's Jetty Road Precinct would get a multiplex cinema which would provide a year-round attraction to draw visitors and residents to the Precinct, with spin-off benefits for surrounding traders.

Council agreed to explore Taplin Real Estate's proposal as it offered a relatively low-cost way to increase car parking provision in the Glenelg Jetty Road Precinct as well as help reinvigorate the area more generally.

The Council-owned Partridge Street West/Cowper Street/Milton Street car park was classified as 'Community Land' and thus limited how the land could be utilised. For the Taplin proposal to work, the Community Land status needed to be revoked. Council agreed in principle, went on to engage with the local community and later applied to the relevant Minister for permission. The Minister granted permission and subsequently Council passed a resolution to revoke the classification.

Council and Taplin Real Estate continued to work through the proposal details. Various reports were compiled and presented, and legal advice sought to ensure that all potential risks associated with the development were identified and addressed, and the proposal would provide clear benefits to the broad Holdfast Bay community. The developer would pay \$30,000 towards legal fees incurred by Council in exploring the proposal and drafting a Heads of Agreement document.

Council went on to accept a Prudential Review Report as well as negotiate a draft Heads of Agreement. This allowed the Taplin Group to proceed with detailed design, seek development approval, draft contracts and secure finance with certainty that the project would proceed. Council ultimately resolved to authorise the CEO to enter into a formal Heads of Agreement with the Taplin Group and negotiate and execute a formal development contract or agreement.

The Council made a formal request to the (then) Minister for Planning, seeking for him to appoint the State Development Assessment Commission as the relevant planning authority given Council's financial interest in the matter. This request was later agreed to.

The Development Assessment Commission considered the merits of the proposal at its third and resolved to grant Development Plan Consent to both applications on 27 February 2014. The Commission's consent included several reserved matters and conditions to be satisfied by the Taplin Group prior to obtaining full development approval

On 11 March 2014, Council considered and approved revised plans for the development as an outcome of the planning assessment phase by the Development Assessment Commission and authorised the CEO to finalise negotiations and enter into a formal development agreement with the Taplin Group. A formal development agreement with the Taplin Group was executed on 30 June 2014. The Taplin Group advised Council on 19 February 2015 that construction was to commence on or close to 12 March 2015 subject to obtaining full development approval.

In summary

- 235 was the total number of car parking spaces provided across the two subject Council-owned car parks ('Partridge St East' car park and 'Partridge Street West' car park, Partridge St/Cowper St/Milton St).
- 370 car parking spaces were to be provided by the Taplin cinema complex and car park proposal across the two sites.
- \$2.5 million was Council's contribution towards the building of a new decked car-parking facility on the Partridge St East car park site. Council would continue to own, manage and maintain the new decked car park
- \$4–5 million was the estimated total cost to build a similar new decked car-parking facility on the Partridge St East car park site.
- \$30,000 was provided by the Taplin Group as a conditional contribution to the legal fees involved in Council exploring the proposal and drafting a Heads of Agreement.
- 4 hours of free parking to be offered to cinema patrons across both sites for the lifetime of the cinema.
- The ground level Partridge Street West car park (under the cinema) remained a Council-owned and managed car park.

9.1 Summary

The analysis in this strategy is summarised as follows:

1. The supply and operation of car parking in the Gawler Town Centre has been considered in relation to several wider planning, transport and economic development outcomes.
2. The utilisation surveys indicate average occupancy levels of around 50% across the entire study area when approaching the surveys as a whole (both days). However, the study area appears to be subject to greater demand on weekdays compared to weekends. The data shows utilisation rates of 58% and 43% respectively.
3. Through the community survey parking was seen to be somewhat difficult to find, with traffic intensity also highlighted as a concern.
4. 80% of survey respondents believe there is not sufficient car parking in the Gawler Town Centre.
5. Theoretically the existing parking supply could provide sufficient capacity for existing and future development growth, however without an increase in supply in high demand areas the frustrations currently being experienced are likely to continue.
6. Usage rates for the multi-deck car park, particularly during the weekday increased considerably from the previous strategy.
7. Increases in supply should be considered in locations of high demand, reflecting that some of the parking is poorly located for some of the popular Town Centre destinations.
8. Numerous parking restrictions have now been introduced in line with recommendations from the previous car parking strategy. This is considered beneficial and appears to have removed almost all significant parking areas from being overburdened by all day parking. Furthermore, when analysing the audit survey findings, it appears that timed parking in the highest demand areas of the Town Centre have allowed high usage rates, without allowing these areas to reach their total capacity.

9. Ongoing improvements to the local walking and cycling network particularly in the Town Centre, is likely to provide genuine opportunities to change travel patterns and reduce parking demand.
10. Continuing delays associated with the delivery of the electrification of the Gawler line are likely to only exacerbate any parking and traffic issues in the Town Centre.
11. Public transport services remain at a frequency that are unlikely to be attractive to achieve modal change and are unlikely to generate a demand that will result in significant frequency enhancements. Notwithstanding this, some mode change could be achieved by improved connections to Gawler Central station, improved bus stop provision and better promotion of the services. A review of bus services as additional growth occurs around Gawler would also be beneficial to provide clearer service patterns and routes and improve frequencies.
12. Clause 33(1) of Schedule 8 of the PDI Act 2016 allows for carparking funds under s 50A of the repealed Act (Development Act 1993) to continue as a fund under s 197 of the PDI Act 2016. However, there are concerns relative to the fund essentially being frozen in time, likely encouraging Council to ultimately establish an offset scheme.
13. Contribution rates relative to the Car Parking Fund remain significantly lower than the actual cost of providing car parking, therefore should be treated as an incentive rather than a tax.
14. Nevertheless, the car parking fund has continued to generate a regular income over recent years and regardless of whether implemented via a fund or an offset scheme the concept more generally is beneficial.

9.2 Recommendations

The following are a synopsis of the key recommendations from this strategy:

1. Theoretically the existing parking supply could provide sufficient capacity for existing and future development growth, however without an increase in supply in high demand areas the frustrations currently being experienced are likely to grow. Increases in supply should be considered in locations of high demand (North of Walker Place), reflecting that some of the parking is poorly located for some of the popular Town Centre destinations.
2. Stormwater and structural investigation relative to the Finnis Street multi-deck car park should be budgeted for as soon as possible with any findings acted upon to ensure the longevity of this asset.
3. The top deck of the car park appears to be underutilised, which is likely due to the deck having no shade structures or elevator. A roofing solution should be explored, in particular one which can provide multiple benefits e.g. a solar roof solution which can also aid in better channelling stormwater.
4. In the instance the Council wishes to champion the development of another multi-deck/tiered car park, the Gawler Administration Centre is considered to provide the best location for this option. Firstly, this is due to the size of the allotment, as it provides the greatest likelihood of value for money resolution; secondly it is located in the northern portion of the Town Centre, the highest demand area of the Town Centre.
5. In the short term an improved pedestrian route should be provided, better linking the Gawler Administration Centre car park to the adjacent car park on High Street and ultimately Murray Street.
6. Opportunities for the amalgamation of smaller/inefficient car parks should be considered more broadly. High Street in particular provides opportunities in this regard, with tiered solutions also a possibility in some instances.
7. The Reid Street car park may present an opportunity for a tiered parking arrangement to support all day parkers, however this should be the subject of a more detailed investment vs return analysis.

8. Although just out of the study area, the Council owned car park adjacent to the SA Water Depot should be improved by way of better connectivity and signage in the first instance. After this, Council should continue to monitor the car park and if usability increases, seek to formalise via sealing, line marking and lighting. Due to the area being at the periphery of the Township Main Street Zone, it should be targeted at encouraging all day parkers to use the facility.
9. In the event the redevelopment of the Gawler Centre precinct is revisited, Council should seek for the development proposal to provide adequate parking as well as consider supporting a tiered parking arrangement particularly for passengers looking to utilise the precinct as a park and ride facility. This could potentially occur on the existing car park on Bridge Street under the care and control of the Minister for Transport and Infrastructure.
10. In regard to Phoenix Plaza, Council should consider improving wayfinding signage, upgrade or install footpaths along High Street between Lyndoch Road and Phoenix Plaza, on both sides of the road where feasible. Furthermore, the uplift of various laneways should be explored. Thorup Lane is an existing and formal laneway which should be upgraded (lighting, signage, beautification) to improve and promote connectivity.
11. Council's car parking fund should be transitioned to an offset scheme under the Planning, Development and Infrastructure Act 2016.
12. The notion of a publicly available register, highlighting how money from the fund/scheme is being utilised, for the benefit of improving car parking in the Town Centre could be a positive action for the Council to implement.
13. Specific suggestions for upgrading car parks and localities with funds utilised from the car parking fund include:
 - a. 2 Tod Street car park which has poor lighting, poor wayfinding signage for drivers from Murray Street and poor pedestrian connections to Murray Street;
 - b. Phoenix Plaza, Finnis Street Multi-deck, Reid Street car park and the Council Administration Centre car park require better signage to improve driver awareness of the car parks and wayfinding signage to improve pedestrian connectivity to and from Murray Street;

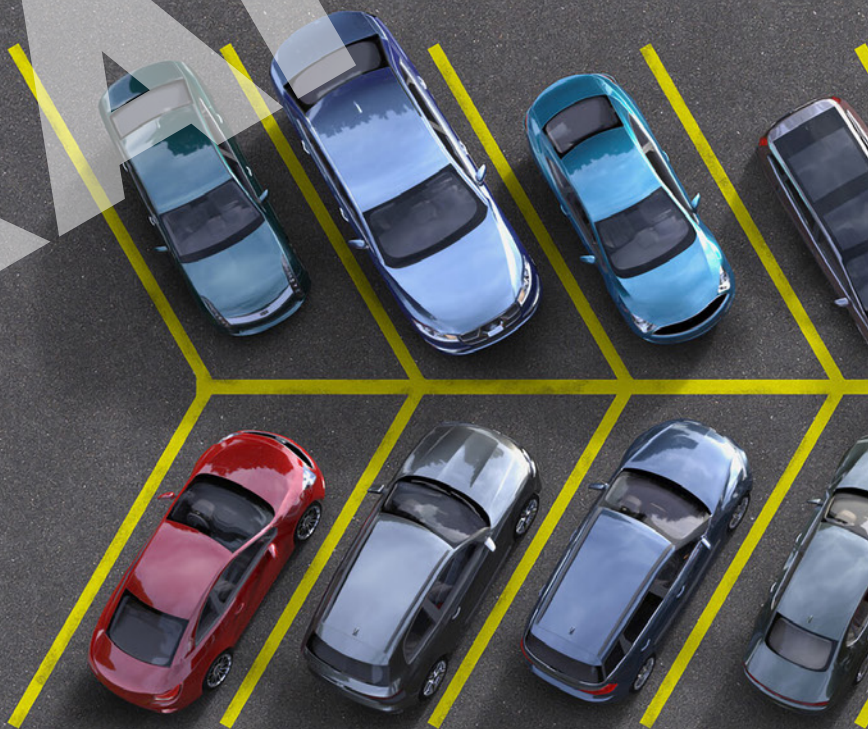
- c. Although not a Council asset, Phoenix Plaza car park has poor pedestrian access and legibility. Upgrades to the access network could be expected to achieve increased patronage;
 - d. Finniss Street car park which has poor pedestrian and vehicular access and legibility. Upgrades to the access and circulation could be expected to achieve higher levels of use;
 - e. Finniss Street pedestrian improvements to the footpaths, wombat crossing and wayfinding to improve the awareness of the car park and its connections to Murray Street and the Woolworths/Big W precinct, and;
 - f. Improved lighting required along Whitelaw and Julian Terrace.
14. Specific suggestions relative to car parking management include:
- a. Review the operation of the 2-hour parking limits along Murray Street and consider if lower time limits are required for particular locations, to further encourage turnover;
 - b. Ensure the existing 2-hour parking limits on Julian Terrace are appropriately enforced;
 - c. In the instance Finniss Street Car Park undergoes a fairly substantial renovation (e.g. inclusion of elevator, much improved access/egress, installation of roof) consider implementing further timed parking areas;
 - d. Develop a parking management and enforcement strategy, including agreement with private car park owners where they are amenable to ensure that the short term parking limits are appropriately enforced to support the key Town Centre functions;
 - e. Requests for very short-term car parking (catering to Food Delivery Services e.g. UBER) should only be considered where there appears to be benefit to a cluster (more than 2) of businesses, and;
 - f. Revert the Council owned Tod Street and High Street car parking areas back to 3P parking.
15. Council should seek to consolidate small adjacent car parks into larger more efficient car parks where adjoining landowners and design constraints (levels and grades) permit.

16. Automated technologies relative to the monitoring of car parks, should only be resorted to in instances where feedback from the community concerning a specific area is ongoing and not improving when frequented by Council's Community Safety Officers.
17. Council to implement ongoing improvements to wayfinding signage. Ultimately, the introduction of electronic variable message sign systems should also be considered by Council. Such systems can alert visitors to the capacity of numerous parking areas across the township from one strategic or prevailing area.
18. Seek to implement the recommendations from the Town of Gawler Walking and Cycling Plan 2018-2028 to improve walking and cycling conditions as well as permeability more generally.
19. Install bike parking at key locations in the Town Centre, with clear routes and signage to these locations. Furthermore, encourage local business to do the same.
20. Review existing bus stop locations within the Town Centre for provision of seating, shelter and information (timetables).
21. Review and seek to improve walking route connectivity to/from Gawler Central Train Station and the Town Centre and Murray Street.
22. Once in operation, heavily promote the opportunities which the electrified Gawler line will bring to the local community and its visitors.
23. Advocate to DIT for regular increases in train service frequency to Gawler Central railway station.
24. Work with DIT to improve the bus service operations in Gawler to provide:
 - a. a simplified network with clear and consistent routes and service numbers and opportunities to increase the catchments of services;
 - b. regular service patterns at the same time each hour throughout the day improved frequencies, increasing further as demand increases, and;
 - c. Opportunities for local branding to raise awareness and promotion of the services.

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