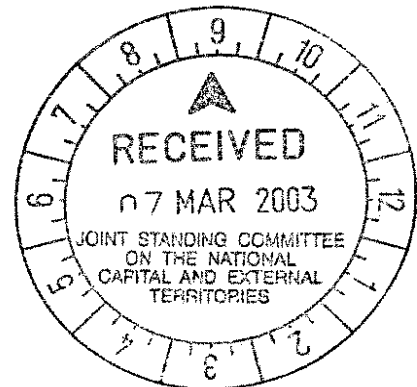


Building the National Capital in the hearts of all Australians

The Inquiry Secretary
Joint Standing Committee on the
National Capital and External Territories
Parliament House
CANBERRA ACT 2600



Dear Secretary

INQUIRY INTO PAY PARKING IN THE PARLIAMENTARY ZONE

I refer to the announcement of 25 January 2003 by the Joint Standing Committee on the National Capital and External Territories that it is conducting an Inquiry into pay parking in the Parliamentary Zone.

Please find enclosed a submission to the Inquiry by the National Capital Authority. The submission outlines that the Authority considers that it is appropriate for the policy to be implemented in the Parliamentary Zone at this time. 14 additional copies of the submission are also being provided to assist the Committee.

Ms Annabelle Pegrum, Chief Executive, and senior offices of the Authority would be pleased to present the submission to the Committee during any hearing that may be arranged on this matter. I would appreciate it if you could contact me on 6272 2940 when the date of hearing has been determined.

Yours sincerely

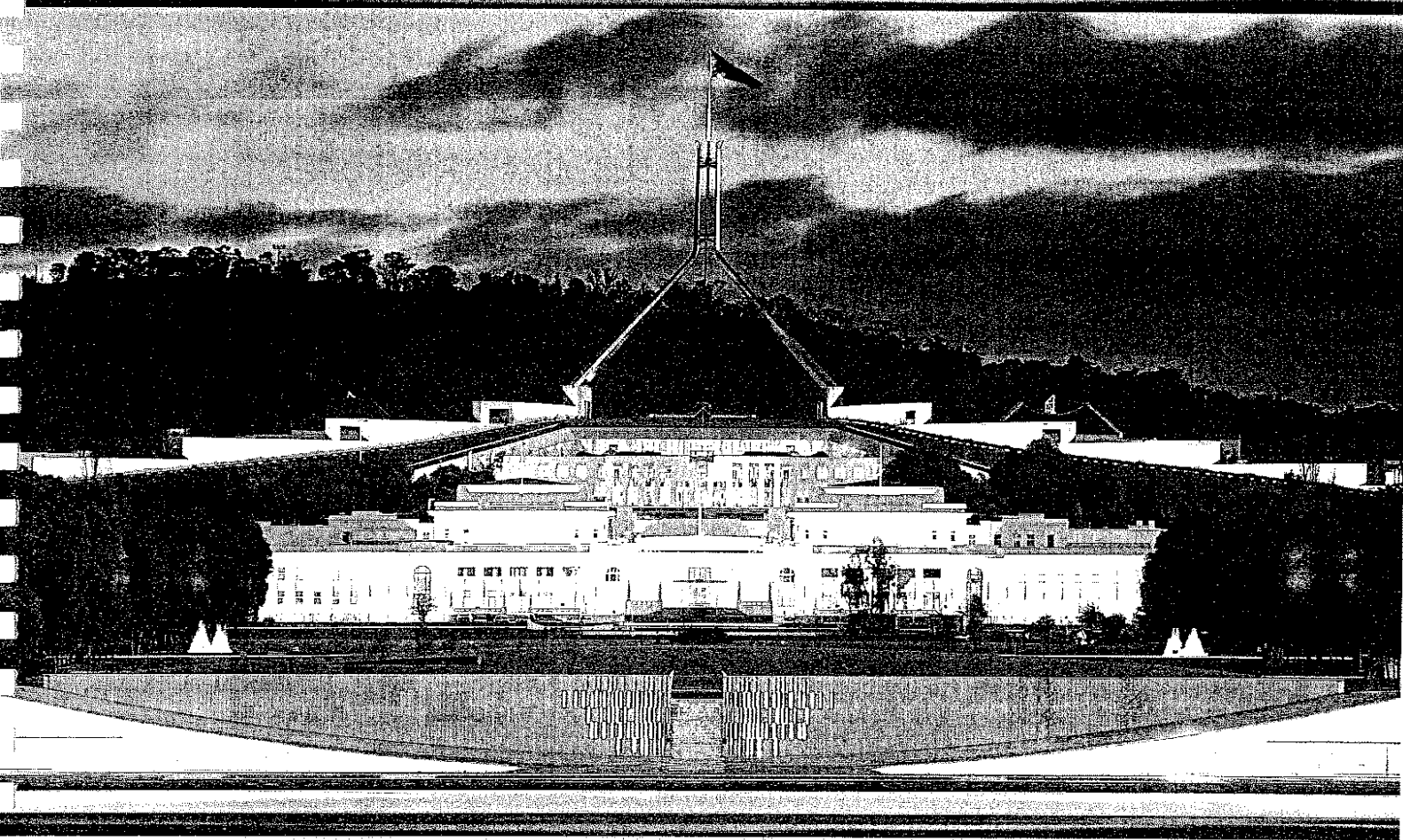
Graham Scott-Bohanna, FRAIA
Managing Director Design

7 March 2003

National Capital Authority

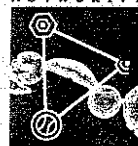
INQUIRY INTO PAY PARKING

IN THE PARLIAMENTARY ZONE



2003

National Capital
AUTHORITY



Submission to the Joint Standing Committee on the National Capital and External Territories

TERMS OF REFERENCE

The Joint Standing Committee on the National Capital and External Territories will inquire into pay parking in the Parliamentary Zone. The inquiry will consider:

- The interests of visitors to the Parliamentary Zone;
- The interests of those employed in the Parliamentary Zone and adjacent areas;
- The interests of the national institutions in the Parliamentary Zone;
- Tourism and related issues; and
- Proposed parking policies for Forrest and Barton – areas adjacent to the Parliamentary Zone managed by the ACT Government – and the effects of these policies on parking arrangements in the Parliamentary Zone.

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Attachment A — Other Questions asked about Pay Parking

1 INTRODUCTION

This submission is to the Joint Standing Committee on the National Capital and External Territories for its inquiry into pay parking in the Parliamentary Zone.

The submission outlines the strategic objectives for the Parliamentary Zone, the current issues associated with access and car parking, and in particular the case for the introduction of pay parking. See **Figure 1** below showing the Parliamentary Zone in the context of the Central National Area.

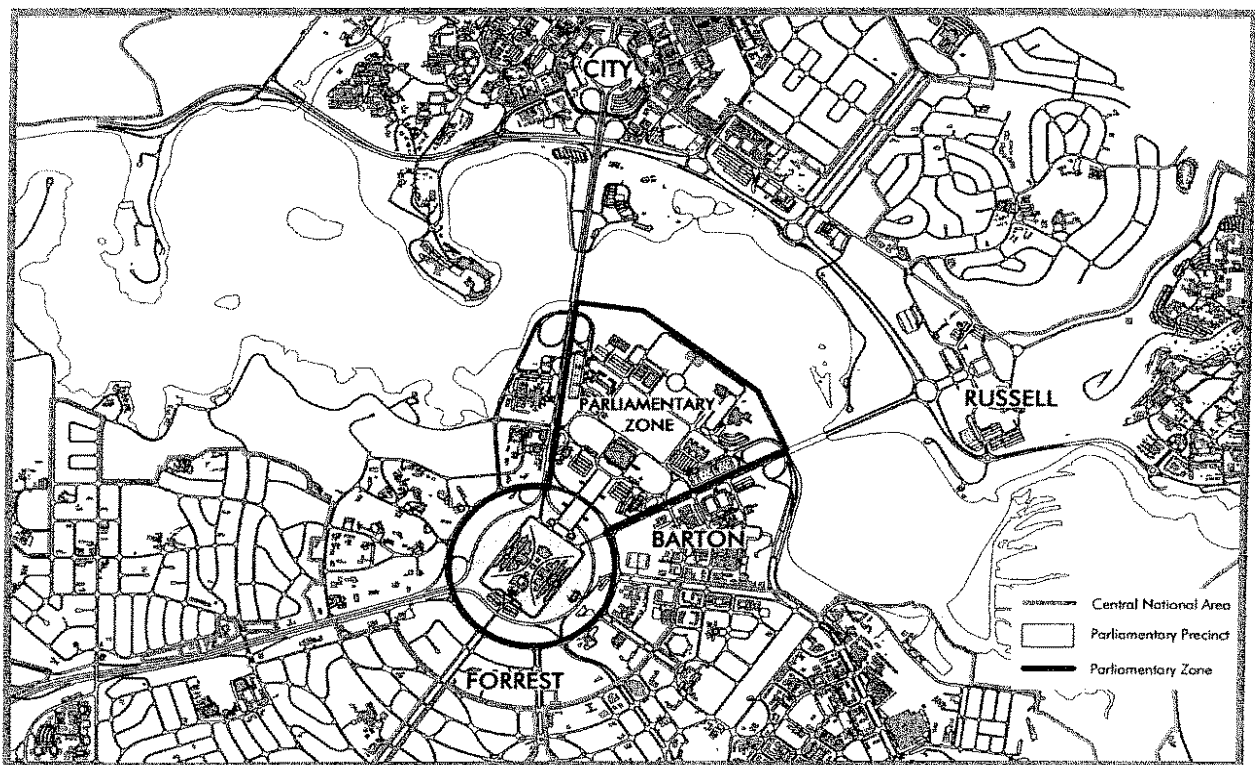


Figure 1— Parliamentary Zone in context of Central National Area

2 BACKGROUND

2.1 The Parliamentary Zone

The Walter Burley Griffin Plan for Canberra is structured on two organising principles, the Land Axis and the Water Axis, and the great triangle aligned on the mountains. This composition created the basic circulation system connecting the Parliamentary Zone south of Lake Burley Griffin and the government centre and urban centres to the north of the Lake.

The Parliamentary Zone is the symbolic heart of the National Capital and is at the geometric centre of the Griffin composition. The Zone is the physical manifestation of the seat of Commonwealth Government and is home to the nation's most important cultural, judicial and government institutions.

In the last decade of the twentieth century there was general concern that the Parliamentary Zone lacked people spaces and did not support a positive visitor experience. Significant through-traffic and car parking problems, an incomplete pedestrian network, poor orientation, limited interpretation material, the ageing of cultural landscapes and the physical isolation of major buildings from each other contributed to this scenario.

2.2 The Parliamentary Zone Review and the National Capital Plan

In response to these concerns the Commonwealth Government announced that the National Capital Authority would undertake a strategic review of the Parliamentary Zone. In 1998-99 the Authority undertook that review and in March 2000 published the *Parliamentary Zone Review Outcomes Report*.

The Report addressed the concerns and was aimed at refreshing and promulgating the historical vision for the Parliamentary Zone and the Walter Burley Griffin Plan at its foundation.

The review process included a statement of critical issues and extensive consultation with key stakeholders, professional bodies and focus groups. Detailed background papers were prepared on a range of issues. Those pertinent to the subject of this inquiry are the papers on transport and parking, and on placemaking and pedestrian movement.

Key results from the *Parliamentary Zone Review: Outcomes Report* were incorporated into a master plan for the Parliamentary Zone by way of Amendment 33 to the National Capital Plan which came into effect on 17 September 2001. See the Indicative Development Plan for the Parliamentary Zone at **Figure 2** over.

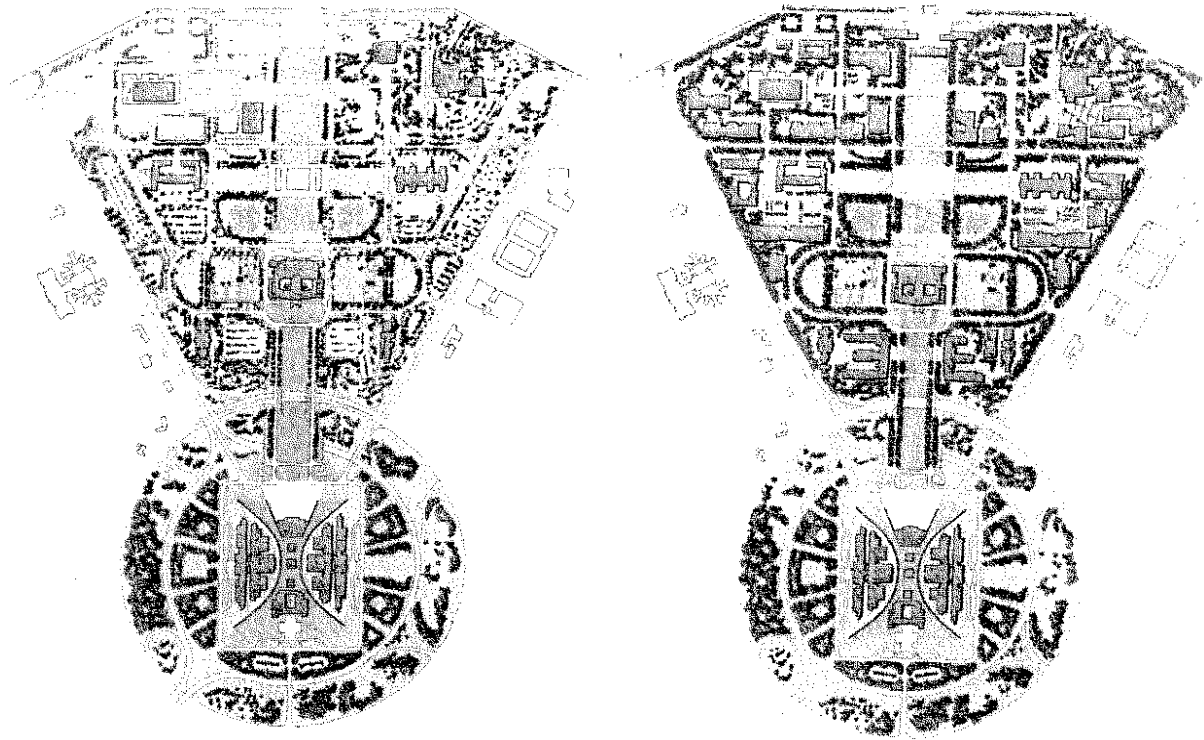
**EXISTING LAYOUT****LAYOUT BEYOND 2050**

Figure 2 — Parliamentary Zone, indicative development plan

The master plan will guide decisions about development, management and cultural and physical planning within the Parliamentary Zone. The master plan contains:

- *a statement of principles that the Parliamentary Zone will be given meaning as the place of the people, accessible to all Australians so that they can more fully understand and appreciate the collective experience and rich diversity of this country.*
- *a statement of objectives and intentions which includes to welcome people and make access easy and open.*
- *statements of policy relating to the formation of campuses, land use and development, roads and traffic, pedestrian pathways, orientation and interpretation and tree planting.*
- *an indicative development plan.*

A number of initiatives were proposed in the review to address the statement of objectives. These included works, plans and policies to give direction to the future use, development, planning and management of the Parliamentary Zone over a 50 year period.

2.3 The Parliamentary Zone Review Car Parking Initiative

One of the initiatives identified in the *Parliamentary Zone Review Outcomes Report* provides that car parking may be used to improve the experience of the visitor by creating convenient and safe parking areas, balancing parking demand and supply, and reducing the use of the motor vehicle. This is an important step towards applying more sustainable management and development practices and is consistent with the National Greenhouse strategy.

The establishment of building campuses means that future development will be taking place on existing surface carparks. New buildings will be providing parking either wholly or partly on-site. Commuters are encouraged to make greater use of public transport and convenient paths will be established to make the Parliamentary Zone more accessible and vibrant. Over time it is anticipated that demand and consolidation will warrant the erection of structured carparks which will include convenient amenities. See **Figure 3** Campuses in the Parliamentary Zone.

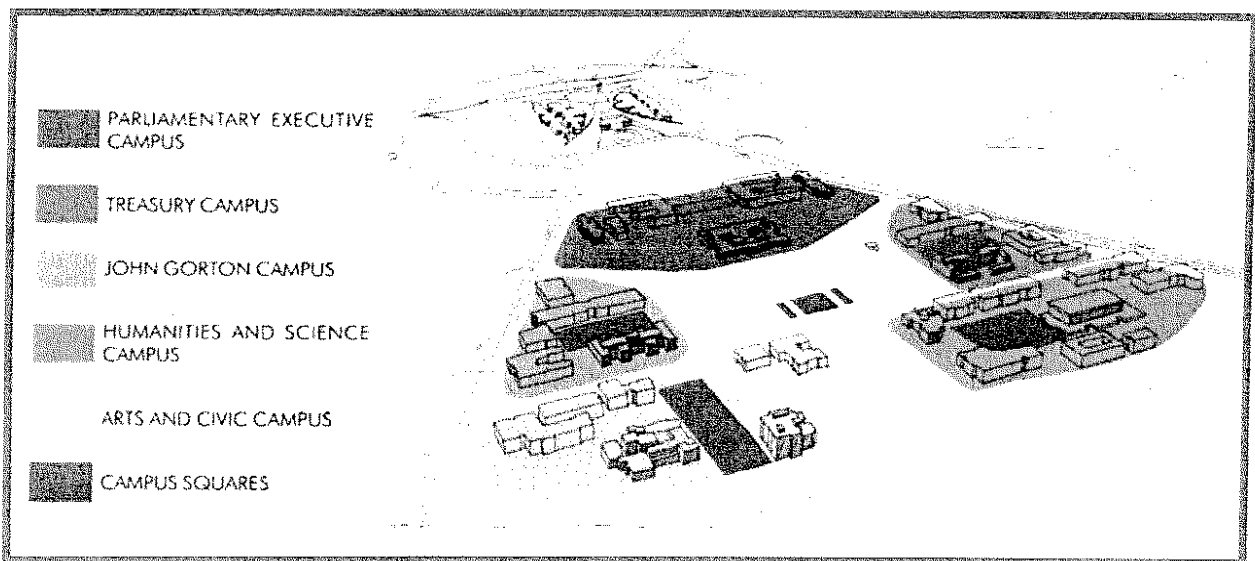


Figure 3 — Campuses in the Parliamentary Zone

Pay parking in the Parliamentary Zone is envisaged as being introduced where commuters are displacing visitors. The Review also recognises the negative implications of the high demand for parking in the Barton/Forrest office area adjacent to the Zone. Combined with variable fees for preferential parking locations and improved public transport, pay parking is an effective and sustainable management tool.

The *Parliamentary Zone Outcomes Report* establishes a coherent approach to strategic planning in which the initiatives work collectively to realise the Parliamentary Zone *as the place of the people*. In this context the initiative for car parking is to be considered in relation to (and not in isolation from) other initiatives such as land use and development, a shuttle bus, pedestrian pathways, and orientation and interpretation. See over for **Figure 4** Parliamentary Zone Review – A Strategic Framework.

2.4 The introduction of Pay Parking in the Parliamentary Zone

Government adopted the core elements of the *Parliamentary Zone Review Outcomes Report* through Amendment 33 to the National Capital Plan (Master Plan for the Parliamentary Zone). The formation of campuses, new building development sites, a road system and pedestrian pathway network, shuttle bus and provisions for orientation and interpretation are all part of that master plan.

As a management tool the implementation of pay parking in the Parliamentary Zone does not require an amendment to the National Capital Plan. For this reason Amendment 33 to the Plan did not incorporate pay parking as a specific policy. The Authority recognises that pay parking will be subject to specific consideration by the Government and that implementation requires further stakeholder consultation.

In 2002 the ACT Government advised that it would introduce pay parking into the Barton/Forrest office area as a key component of an overall strategy for sustainable transport, and to address the growing pressures of car parking supply and demand. The Territory and the National Capital Authority agree on the need to align the introduction of pay parking between this area and the Parliamentary Zone to avoid an unwanted overflow of commuters.

Conclusion

The Parliamentary Zone is essential to the visitor experience and understanding of the National Capital. In recent years new visitor opportunities have continued to enhance that experience, including the opening of the National Portrait Gallery and Annex, the refurbished National Archives of Australia, Commonwealth Place, Reconciliation Place, Reconciliation Australia and the Magna Carta Monument. These new opportunities are welcome and further the need to address parking and access as a priority.

The recent strategic review of the Parliamentary Zone and Amendment 33 to the National Capital Plan, establish the right framework for a sustainable approach to car parking to support a positive visitor experience.

The Territory intends to introduce pay parking in the Barton/Forrest office area in the near future which will have a significant effect on parking in the Parliamentary Zone.

The car parking initiative proposed by the Authority for the Parliamentary Zone is consistent with the National Greenhouse Strategy and is an appropriate measure to balance the needs of visitors with those of the commuter in a fair and equitable manner.

The National Capital Authority believes that the time is now right and critical to introduce pay parking in the Parliamentary Zone.

3 PARKING ISSUES

3.1 Existing Parking Arrangements

Surface Car Parking

Surface car parking makes up about 14 % (some 14 hectares) of the total area of the Parliamentary Zone (excluding Parliament House) compared with 10% occupied by the buildings they serve. As well as being a visually dominant feature of the Zone, many car parks have been identified in the Parliamentary Zone Review Outcomes Report as sites for future building developments.

Excluding Parliament House parking, there are a total of 4,555 car park spaces in the Parliamentary Zone as detailed in Table 1. Car park areas are not generally restricted to use by occupants of particular buildings. Of this total 374 are on street. See Figure 5 over for locations of car parking areas in the Parliamentary Zone.

Currently there is sufficient formal all-day and time-limited car parking areas located throughout the Parliamentary Zone. This includes some basement parking spaces (serving the needs of the particular buildings) and on street parking which is generally time-limited or restricted. In addition to this, informal overspill parking occurs on parts of the open space in the Parliamentary Zone, particularly near the National Science and Technology Centre (Questacon). The location of the current parking sites have emerged over time in response to demand where development capacity was not restricted and because there was no need for more costly solutions at the time.



Figure 5 — Location of car parking areas in the Parliamentary Zone

Table 1 Car Park Provision in the Parliamentary Zone

Building/Place	Long- stay (includes motor cycles and basement parking)	Commonwealth Vehicles/ Reserved Parking/ Parking for Disabled People	Loading Zone	Short-stay	Total
National Library (1 & 2)	266	18	0	55	339
Questacon (3, 4 & 5)	370	2	0	0	372
High Court (7 & 8)	40	93	0	18	151
National Gallery (6, 9 & 10)	172	17	6	197	392
John Gorton Building (11 & 12)	874	90	0	9	973
Treasury Building (13 & 14)	647	93	4	24	768
West Block (15 & 16)	393	33	2	4	432
Old Parliament House (17, 18 & 19)	184	8	3	50	245
East Block (20 & 21)	409	15	0	29	453
Federation Mall (22, 23, 24 & 25)	56	0	0	0	56
On-street	84	17	6	267	374
Total	3,495	386	21	653	4,555

Definitions:

<i>Commonwealth Vehicle</i>	means spaces for Commonwealth vehicles issued with B Class Parking Permits
<i>Reserved Parking</i>	means spaces reserved for specific vehicles
<i>Parking for Disabled People</i>	means spaces marked accordingly
<i>Long-stay</i>	means spaces for unrestricted parking times
<i>Short-stay</i>	means spaces where parking is for a specified time limit

A large number (259) of an estimated spare capacity of about 630 long stay parking spaces are in the East Block and West Block car parks (Nos. 16 & 20 in Figure 5). Most of the other sealed car parks are fully occupied during the day (see Table 2). The highest demand occurs during major events such as major exhibitions at the national institutions or for significant events in the Parliamentary Zone.

Table 2 *Levels of Usage of Public Car Parking Areas*

Car Parking Area (numbers are parking areas in Fig 5)	Total Spaces Surveyed	Occupied Spaces	Unoccupied Spaces	Usage Rate (%)
1	109	109	0	100
2	172	160	12	93
3	91	75	16	82
4 (unsealed)	252	95	157	38
7	61	21	40	34
9	176	176	0	100
10 *	220	187	33	85
11	580	575	5	99
12	379	374	5	99
13	247	228	19	92
14	482	440	65	91
15 *	83	83	0	100
16	353	183	164	52
17	43	11	32	25
18 *	50	9	43	18
19	34	33	1	97
20	420	324	95	77
21 *	74	51	23	69
22	14	1	13	7
23	14	0	14	0
24	14	2	12	14
25	14	3	11	21
TOTAL	3840	3140	700	82 (average)

(* short stay parking areas)

Table 2 – Levels of Usage of Car Parking Areas shows the results of a survey carried out on 31 August 2002. This indicates the number of spaces occupied in the publicly accessible short stay and long stay parking areas. The number of spaces occupied in the long stay car parks was 2,887. The number of spare spaces in the long stay car parks was 631.

Ownership of Parking Areas

The National Capital Authority is responsible for administering all of the surface car parking areas in the Parliamentary Zone that are available to the public excluding those at Parliament House.

Some buildings in the Parliamentary Zone include underground (basement) parking areas. These buildings include :

- the National Gallery of Australia (176 spaces)
- the High Court of Australia (71 spaces)
- Questacon (National Science and Technology Centre) (67 spaces)
- Parliament House (1,649 spaces)

The underground car parking areas are controlled by the relevant institutions as owners or managers of the buildings and not by the Authority.

Free Parking

At present the arrangements in the Parliamentary Zone are for time limited parking on-street and in large car parking areas near the national institutions and for some smaller visitor parking areas near office buildings.

Unrestricted parking is available elsewhere in the Parliamentary Zone.

Parking in all car parking areas in the Parliamentary Zone is currently free.

Parking Restrictions

There are areas where overspill parking has been occurring in a random manner such as on grassed areas and under trees. Measures have been put in place through regulatory signs to prohibit such parking. However the pressures for parking are such that signage is not always effective. See photographs of the overspill effects in **Figure 6** over.



Figure 6 — Photographs showing overflow parking in the Parliamentary Zone

3.2 Visitor Experience

Visitor numbers and the length of time that they stay has steadily increased since 1995 due in part to the opening of attractions such as the National Portrait Gallery and Annex, National Archives of Australia, Commonwealth Place, Reconciliation Place, Reconciliation Australia and the Magna Carta Monument and as a result of major exhibitions conducted by the National Library of Australia and the National Gallery of Australia.

Displacement

Overall there is an inefficient use of the amount of parking already provided in the Parliamentary Zone. Commuters over-use some areas, conveniently located for visitors (for example at the National Library of Australia and National Gallery of Australia), while other areas available to commuters (such as in the East and West Block car parks adjacent to the National Archives of Australia) remain under utilised.

Major Events

Provision of parking for visitors to the national institutions for major events have become a significant problem in the Parliamentary Zone. At peak times there is insufficient parking in the spaces set aside adjacent to these institutions to meet demand. There is also encroachment of commuter parking into these spaces which are primarily provided to serve the needs of visitors to the institutions.

Pedestrian access

The existing pedestrian pathway networks that link car parking areas to office buildings and the national institutions vary in quality and condition, are not fully accessible to people with disabilities and lack adequate lighting and clear directional signage.

Visitor amenity

There is concern that continuation of the time-limited control of spaces near institution may result in a negative experience where a visitor stays for a period longer than the prescribed time and incurs a parking infringement notice. Consultation with institutions has identified a preference expressed by visitors that they be able to pay for time of stay rather than have to cut their visit short to meet the time limit and avoid costly fines.

3.3 Commuters

Employment

Since 1995 employment in the Parliamentary Zone has significantly increased with the completion of the refurbishment of the John Gorton Building, the Treasury Building, East Block and the opening of the National Portrait Gallery and Commonwealth Place. Employment in the Parliamentary Zone, excluding Parliament House is estimated at 3,810 employees (see Table 3) of which some 70% drive their cars to work (ABS Census 2001).

Table 3 Employment Levels

Building	Employees* (estm)	Long Stay	Govt/ Disabled	Motor Cycles	Total	Space/ Employee
National Library**	450	468	18	8	494	1.09
Questacon	80	91	67	0	158	1.97
High Court	100	41	92	0	133	1.33
National Gallery	200	183	6	0	189	0.94
John Gorton Buildg	1,200	874	84	6	964	0.80
Treasury Buildg	1,200	640	83	14	737	0.61
Old Parlmt House	100	188	4	0	192	0.52
West Block	300	398	20	8	426	0.70
East Block	180	408	12	4	424	0.42
Totals	3,810	3,291	386	40	3,717	0.97 (average)

*(Approximate numbers mid 2002 – excludes Parliament House)

** (The unsealed car park (#4) numbers are included here)

On this basis daily demand for long-stay parking is about 2,670 places. Allowing for some parking spill-over from the Barton area and the (relatively small) informal "park and ride" use of car parks by Civic workers that has been observed, this number is consistent with a survey carried out in August 2002 that showed about 2,810 vehicles occupying long-stay parking spaces in the Parliamentary Zone out of the 3,840 spaces surveyed.

Volunteers

A number of the institutions in the Parliamentary Zone are assisted in their operations by volunteers. The numbers of volunteers varies from institution to institution and throughout the year. In consultation with the institutions the need to accommodate the parking demands of volunteers who attend at various hours throughout the day is important. The parking strategy will provide appropriate spaces for the operational needs of the institutions.

Designated Parking

The current arrangements for designated parking in the Parliamentary Zone is through a system of permits issued by each agency according to the permit system for Commonwealth vehicle parking (B Class Permits) that operates elsewhere in Canberra. This system can continue to operate under the parking strategy for the Parliamentary Zone.

Commuter Amenity

At present the ability to meet the requirements of employees within the Parliamentary Zone for services normally readily available in other business centres (such as dry cleaners, flower shops) is limited by the nature of the function of the Zone. To improve this situation there needs to be opportunities for such services to be accommodated.

3.4 Context

Forrest/Barton

While the parking strategy has been developed expressly to guide and facilitate management and development of the Parliamentary Zone, it cannot be independent of parking and transport arrangements outside the area. See **Figure 7** for the existing parking areas in Parkes/Barton.

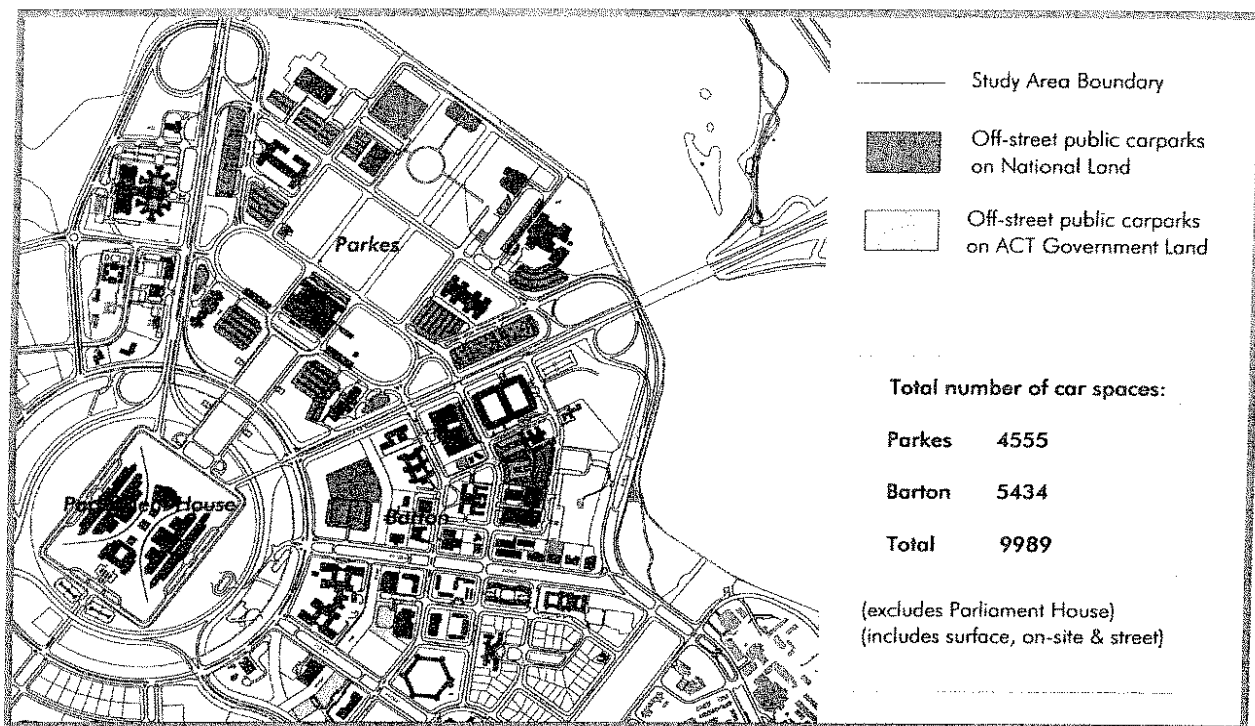


Figure 7 — Existing parking in Parkes/Barton

Specifically any parking strategy for the Parliamentary Zone must pay heed to the situation in the adjoining office area of Barton/ Forrest, and be consistent with, and complementary to, policies adopted for those areas by the ACT Government. Issues relating to managing the demand for parking and encouraging the use of public transport as an alternative to private vehicle travel are further achieved through an overall ACT transport strategy. The ACT Government has committed to a sustainable transport strategy.

Historically, parking in the Barton/Forrest and Parkes area has been available on vacant development sites. Progressively over the last few years a number of these sites have been used for development and parking opportunities have declined. The area is currently facing significant parking pressures due to the redevelopment of several sites that had previously been utilised for parking by office employees in the precinct.

There are now three main sites that provide the bulk of off-site parking, in addition to the on-street parking supply (see sites 2,3 & 4 in **Figure 8** Current Barton/Forrest Parking Areas). Two of the Department of Administration and Finance controlled sites (sites 2 & 4) are designated for structured car parks under the National Capital Authority's parking management strategy for the area. Both sites are being offered for sale as development sites. If and when these sites are developed, the parking pressure in Barton/Forrest will become extreme. These pressures will inevitably spread to the

Parliamentary Zone (Parkes) as employees and visitors seek car parking as close as possible to their destinations. See **Figure 9** for overflow walking distances in Parkes/Barton.

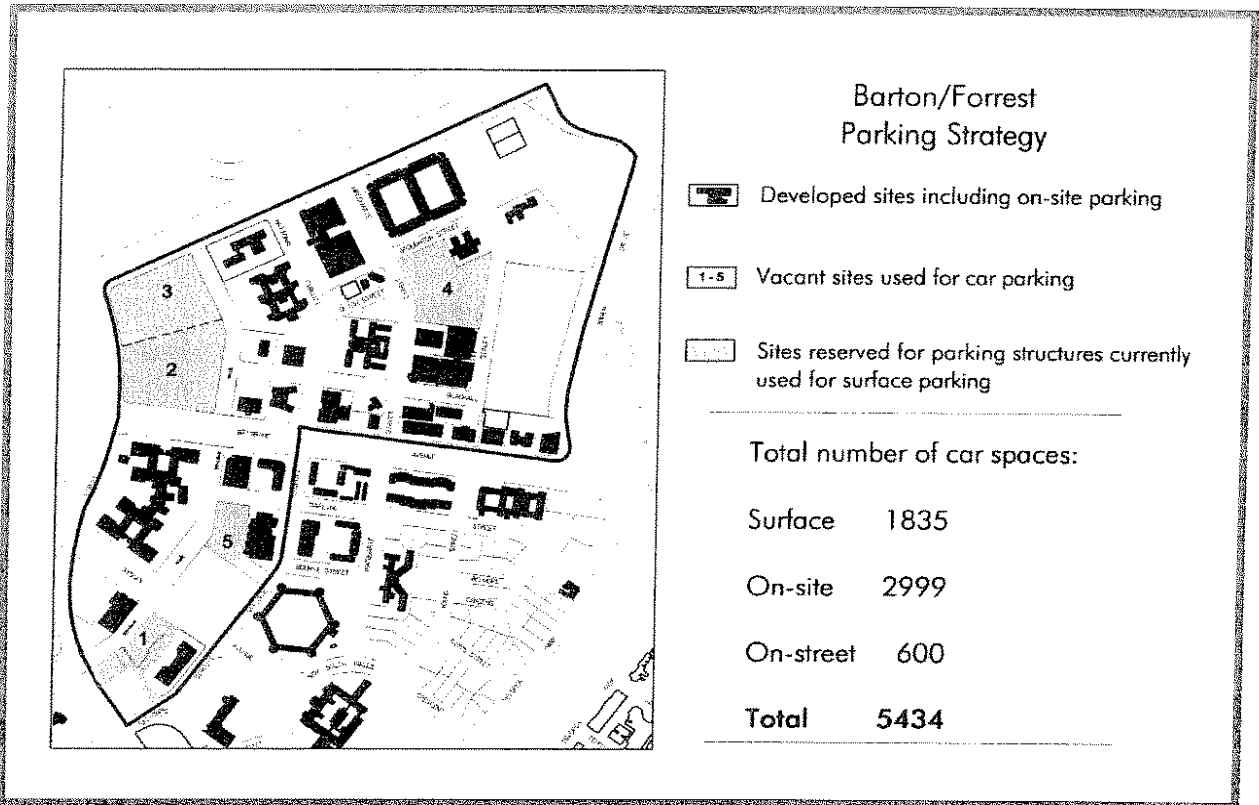


Figure 8 — Current Barton/Forrest parking strategy

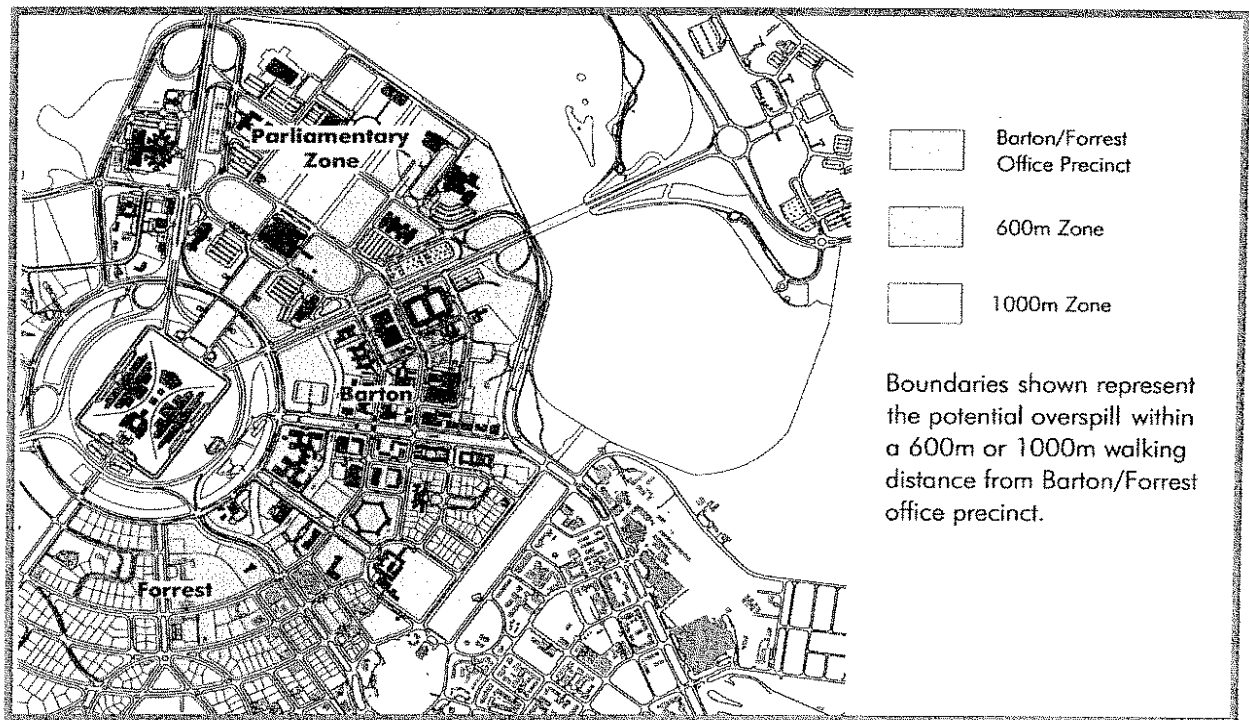


Figure 9 — Overflow walking distances

The Authority over recent years has liaised closely with the ACT Government on this issue and have jointly developed an outline of a parking management plan for the Barton / Parkes area. This plan takes a comprehensive approach to parking management in the area and includes:

- Integrated management of public on-street and off-street parking in Government buildings and institutions;
- Implementation of pay parking;
- Provision for time restrictions and physical barriers to control illegal parking;
- Management and enforcement measures and protocols;
- Controls on on-site parking provision for new developments.

The parking strategy identifies several sites in Barton as future car park structures that could be operated by the public or private sectors on a commercial or semi-commercial basis.

3.5 ACT Transport & Parking Strategies

The Authority has been advised that the ACT Government strongly supports pay parking in all town centres and major commercial areas in the ACT as part of its Sustainable Transport Plan. Pay parking in all centres will improve the management of parking across the Territory and will support the ACT's sustainable transport strategies.

The ACT Government believes it is important in Barton/Forrest to progress pay parking in conjunction with the Commonwealth Government, as these actions will impact on the demand for parking in the Parliamentary Zone. The introduction of pay parking, even if only for on-street parking, in Barton/Forrest, will have an immediate and possibly severe impact on parking in Parkes.

The demand and supply for parking in the Parliamentary Zone must be viewed in the context of parking demand and supply in the wider Barton/Forrest/Parkes area.

A joint Authority/ACT Government approach is necessary to ensure effective implementation of a parking management strategy, including pay parking in Barton and Parkes. Neither can act in isolation.

3.6 Infrastructure

Physical infrastructure

The existing infrastructure for car parking in the Parliamentary Zone is aging, has poor or non-existent signage and in places does not meet current Australian standards for publicly accessible car parking areas or street lighting standards.

Visual Impact

With over 14 hectares of the Parliamentary Zone used as surface car parks the landscape aesthetic in many areas is dominated by cars.

4. THE PARLIAMENTARY ZONE PARKING STRATEGY

4.1 Key Considerations

The key considerations for a comprehensive Parliamentary Zone parking strategy are to:

- reduce the significant areas of surface car parking
- introduce sustainable management practices
- rationalise parking arrangements to meet the differing needs of commuters and visitors
- establish a shuttle bus services
- encourage sustainable vehicle usage
- encourage increased use of public transport
- introduce pay parking
- accommodate future building developments and improve amenity, and
- establish comprehensive, safe pedestrian networks and signage

An integral part of the parking strategy is the introduction of pay parking in the Parliamentary Zone. Pay parking must be introduced in a timely manner, particularly in relation to the ACT Government's stated intention to introduce pay parking in the adjacent Barton/Forrest area. To do nothing is not an option. If pay parking is not introduced in the Parliamentary Zone at the same time that pay parking is introduced into Barton/Forrest workers from Barton/Forrest will consume much of the available (free) parking in the Zone. This will leave workers and particularly visitors in the Parliamentary Zone without adequate parking.

4.2 Objectives for Pay Parking

The objectives for pay parking in the Parliamentary Zone is to provide:

- convenient and adequate access for visitors to national institutions;
- appropriate parking for volunteers, researchers and regular visitors to the institutions;
- for the operational and visitor parking requirements of offices;
- an appropriate level of commuter parking consistent with broader ACT transport and parking strategies;

- adequate peak visitor parking for major events;
- safe and secure parking arrangements for visitors and commuters in the Parliamentary Zone;
- a reduction in the area used for surface parking and improve the visual impact of car parking generally;
- land for future development; and
- minimal over-spill parking from surrounding areas.

Complementary Public Transport objectives for the Parliamentary Zone aim to provide:

- an effective system for management of tourist coaches;
- a convenient internal tourist transport system; and
- encouragement for increased use of public transport.

4.3 On street parking

On street parking is now fully regulated and infringement notices are issued to vehicles that park contrary to signs or over stay the time limits. These areas are regulated through ACT Parking Operations. The on street parking arrangements currently operate successfully and changes to these arrangements will only be made to address safety issues and operational needs.

4.4 Surface car parking

Surface car parks are currently located adjacent to every office building and national institution in the Parliamentary Zone. These car parks dominate the landscape.

No additional new surface car parks are proposed for the Parliamentary Zone (although it is proposed to seal the dirt car park north of Questacon) and additional car parking has not been provided for recently completed projects such as Commonwealth Place and Reconciliation Place.

4.5 Parking structures

In the medium to long term as further development takes place parking structures will be provided to meet parking demand especially where the developments replace existing surface car parks. The *Parliamentary Zone Review: Outcomes Report* recognised that as

further development within the Parliamentary Zone took place parking demand would need to be met within basements or parking structures.

In time two structured car parks are likely to be provided centrally located to the south of the John Gorton building and the Treasury building to serve the whole of the Parliamentary Zone excluding Parliament House.

The structures will also provide the opportunity for the provision of an increased range of services and amenity for the local workforce and visitors to the Parliamentary Zone. Such services, currently in short supply, include pharmacies, newsagents, dry cleaners, flower shops and the like. When constructed they will also become the home base for the shuttle bus that would operate at regular intervals connecting the car parks with the offices and institutions. See **Figure 10** below for examples of integrated car parks.

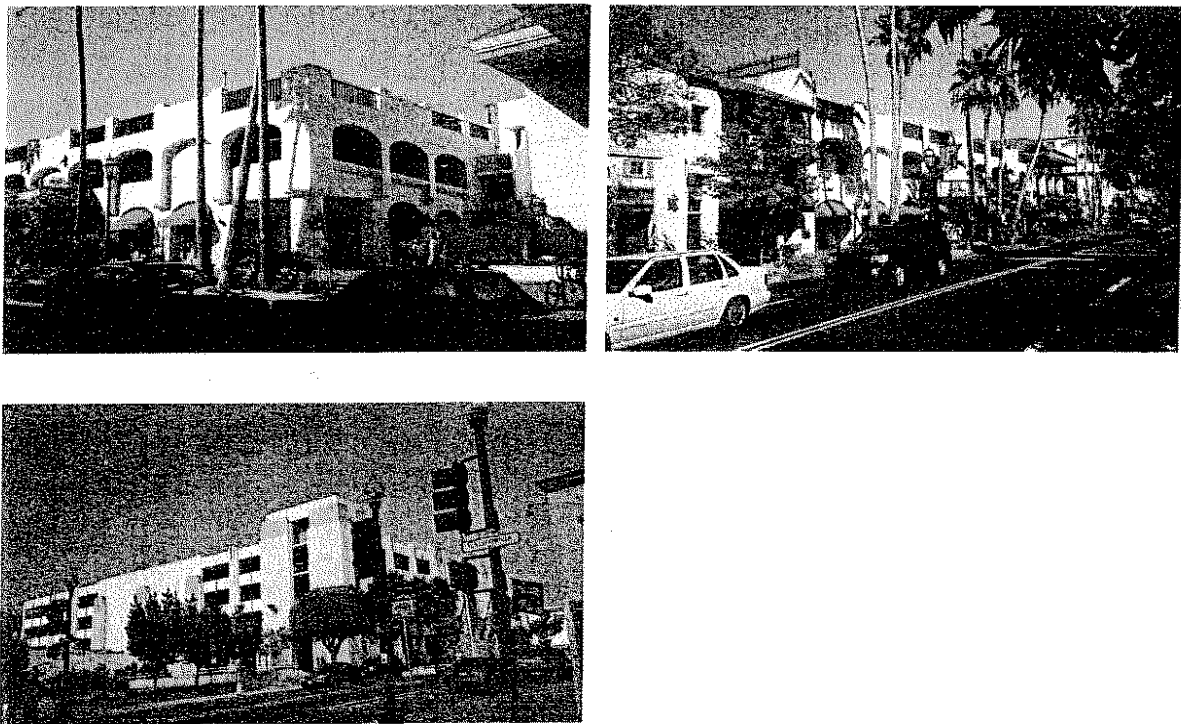


Figure 10 — Examples of integrated car parks

Where a user pays parking regime exists the construction of parking structures becomes commercially viable.

4.6 Parking charges

Parking charges for pay parking within the Parliamentary Zone have not yet been determined. These will rely upon the development of a business case that accounts, on a

user pays basis, for the capital and recurrent costs associated with the development of parking facilities and infrastructure.

Parking outside business hours including weekends and public holidays will be free of charge.

The level of parking charges will take into account the rates applying in the Barton/Forrest areas when introduced by the ACT Government and be equitable with charges that are currently charged, or are proposed, elsewhere in Canberra. Differential parking rates would be developed to encourage a better utilisation of the available car parking in the Parliamentary Zone, which recognises the differing needs of visitors to the National Capital and commuters.

For employee parking it is intended that a single charge will apply that will enable movement in and out of the Parliamentary Zone on the same business day without incurring additional cost. For visitors, charges will enable the visitor to move from one area to another without additional charge.

4.7 Shuttle bus

An integral consideration of the parking strategy for the Parliamentary Zone is to provide a shuttle bus service linking the national institutions, office buildings and parking areas within the Parliamentary Zone (see **Figure 11** over for examples of shuttle buses). This service could also integrate with ACTION bus stops and at the ferry landings on Lake Burley Griffin. The cost of the service will be included in the parking charge. A shuttle bus service will:

- reduce the demand for car trips within the Parliamentary Zone
- move people from the more remote car parks to their place of work
- provide increased personal safety
- provide an opportunity to promote the national institutions, and
- make travel between the national institutions easier for visitors



Figure 11 — Examples of shuttle buses

The possible route for the shuttle bus service is shown at **Figure 12**

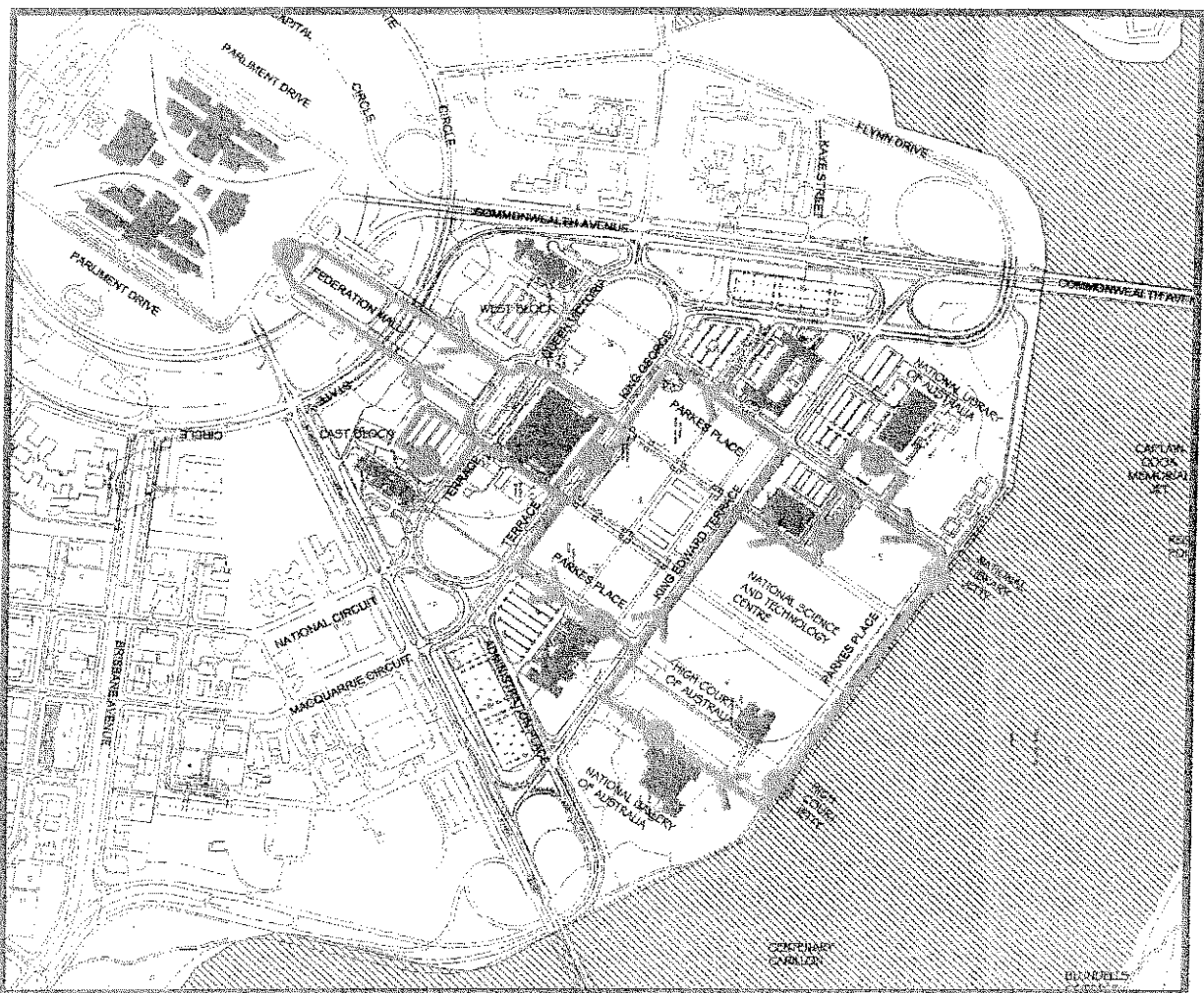


Figure 12 — Possible shuttle bus route

The service should run every 15 minutes and include visitor information en route about the attractions and the role and significance of the Parliamentary Zone. The shuttle bus will encourage people to use their car less and will be a convenient and welcoming way for visitors to move around the Parliamentary Zone. When established the presence of a shuttle bus is likely to increase demand for links to other parts of the Central National

Area and in time the services may be extended to include Regatta Point, the Australian War Memorial, Anzac Parade, the National Carillon and the National Museum of Australia.

4.8 Pedestrian access & signage

The provisions for pedestrian movement within the Parliamentary Zone have been reviewed. The National Capital Authority's Capital Works program includes projects to rationalise and upgrade the pedestrian pathway system and its associated street lighting and signage throughout the Parliamentary Zone. These projects, which are an integral part of the parking strategy include:

- universal accessibility
- continuous paths of travel
- street lighting
- pedestrian crossings
- interpretative and directional signage

4.9 Security

Physical security and the minimisation of risks associated with terrorist attack have become significant priorities for the Australian Government since September 11, 2001 and the Bali bombing in 2002. In the Parliamentary Zone attention has been focused on pedestrian and vehicular movements particularly in the vicinity of Government offices and public buildings. These concerns could well intensify in coming months and the parking strategy of centralised parking structures and a shuttle bus service outlined in this submission may be part of an appropriate permanent security strategy for the Parliamentary Zone.

4.10 Sustainable transport

The amount of area given over to surface car parking spaces in the Parliamentary Zone is very high. These areas offer valuable sites for future buildings and public landscape as part of the campus concept identified for future development. Over time, some of these surface car parks can be more appropriately developed.

The Commonwealth Government's Greenhouse Strategy promotes a move towards less reliance on private vehicles by commuters with the aim of achieving a more sustainable environment.

The rate of provision of parking in the future (generally within parking structures) will be aimed at reducing the usage of private cars entering the Parliamentary Zone relative to the employment level.

Pay parking will contribute to an increase in the use of public transport to the Parliamentary Zone. This strategy is consistent with the Traffic Management component of 'Module 5: Efficient Transport and Sustainable Urban Planning' of the National Greenhouse Strategy that states:

Governments will work to optimise greenhouse outcomes in traffic management, travel demand and vehicle emissions by introducing guidelines and management systems and incorporating greenhouse considerations in air quality and congestion management strategies. Implementation mechanisms to include one or more of the following:

- *Reduce the extent of all-day commuter parking in major centres which experience congested approach roads and with accessible public transport.*
- *Promote preferential parking locations, fees and conditions for high-occupancy vehicles.*
- *Examine application of commuter parking fees to reduce travel demand and complement other actions such as congestion pricing and improving public transport.*

5 CONSULTATION

5.1 The Parliamentary Zone Review

Focus group consultation as part of the Parliamentary Zone Review was conducted in 1999 in all capital cities, in two additional coastal cities and in inland towns.

Agencies and organisation consulted included occupants of the Zone, other national institutions, parliamentary bodies and major heritage, cultural and professional associations. Indigenous organisations were also consulted.

These consultations addressed the critical issues for the Parliamentary Zone, the future initiatives, and served to create an awareness of the Review in the stakeholder community, and an awareness of stakeholder concerns.

Consultation with each of the national institutions specifically on the principle of pay parking were also held in July–September 1999 and November–December 1999.

5.2 Consultation following release of the Parliamentary Zone Review Outcomes Report March 2000

Following release of the Parliamentary Zone Review Outcomes Report, further rounds of consultation on pay parking occurred with the national institutions in the Parliamentary Zone during May 2000 and December 2000.

The institutions consulted included:

- National Gallery of Australia
- High Court of Australia
- Joint House Department
- National Archives of Australia
- National Library of Australia
- National Science and Technology Centre (Questacon)
- Old Parliament House
- Australian Electoral Commission.

Meetings have also been held with the Department of Finance and Administration on the parking policy for the Parliamentary Zone.

There has also been ongoing consultation with the ACT government to ensure that parking strategies for the Barton/Forrest office area and the Parliamentary Zone are aligned.

A letter was sent to national institutions in the Parliamentary Zone from the Chief Executive of the National Capital Authority on 5 March 2003 seeking their confirmation of support for the introduction of pay parking in the Parliamentary Zone.

5.3 Implementation Working Group

As a consequence of the issues identified from previous consultation, an Implementation Working Group involving representatives from each of the national institutions in the Parliamentary Zone has been formed. This Group met on 14 February 2003. Further meetings have not been held pending the outcomes of this inquiry.

6 OTHER QUESTIONS ASKED ABOUT PAY PARKING

The National Capital Authority has received letters of support for the policy of pay parking and its objectives in the Parliamentary Zone as well as questions about pay parking. Some typical questions that have been raised and the answers provided by the Authority are in Attachment A.

Question

How many people working in Civic use parking in the Parliamentary Zone?

Response:

This figure is not known and is expected to be small. It may have been reduced recently with the change in the ACT Government's ACTION' bus fare structures which may encourage longer bus trips. However, if pay parking operated in one jurisdiction but not in another spillover from the pay parking area to a free parking area will inevitably happen. It is clear that this is happening already on the Kings Avenue side of the Parliamentary Zone and that the introduction of pay parking in Barton (recently announced by the ACT Government) will encourage more employees in Barton to park their cars in the Parliamentary Zone.

The Authority surveyed parking behaviour in the Langton Street and John Gorton East car parks between 7.30 and 9.00 am in an attempt to quantify this practice.

The John Gorton East Car Park has a capacity of 585 spaces and all are unrestricted spaces. In the survey, 403 people were observed leaving the car park and walking to Barton. There was no evidence to suggest that there was multiple occupancy of any vehicles, so it is reasonable to assume that that figure very closely approximates the number of spaces taken by people working outside the Parliamentary Zone. If 13 (of the 16) cars already in the car park at 7.30 am are assumed to be occupied by people working in Barton (based on the location of the cars) then the total number of spaces taken by Barton workers would be 414 or 71% of the 585 capacity of the car park. The car park was full by 9.30 am.

The Langton Crescent car park (immediately to the west of the Treasury Building) has a capacity of 490 spaces, 439 of which are long stay. Twenty-one spaces were already occupied at 7.30 am. By 8.50am, 290 spaces had been occupied and 39 people were observed parking their car and walking (28), cycling (3) or catching the bus (8) to Civic. Thirty-nine as a proportion of the 290 occupied spaces represents 13.4%. No one parking after 8.50 am was observed leaving the car park for Civic. If one relates the 39 to the 439 long stay capacity of this car park then the proportion of spaces occupied by people working in Civic is 8.9%.

Question

Is pay parking necessary to ensure convenient parking is available for visitors? Can't time restrictions be effective?

Response

Time-restricted visitor parking for, say, three hours, will generally deter commuters from parking in such spaces. However control is labour intensive, requiring frequent patrols throughout the day and will result in visitors receiving infringement notices for over-staying the time period. It is considered that most visitors would rather pay a small fee for parking than be forced to curtail their visit or risk a fine and is less likely to generate a negative perception of the visit.

Question

How will equity be addressed in the use of private parking spaces in basements or designated (reserved) surface parking?

Response:

It is difficult to define and apply a principle of equity to these spaces. Parking in basements is privately controlled and is less visible and inviting than surface or structured car parking. Consequently, to optimise its use one needs to allocate it to a regular user who knows the spaces are there and can be used. The individual building owners have done this in various ways. At present there are only 399 spaces within buildings, equal to 8.5% of the total spaces available in the Parliamentary Zone. Of these - 308 or 77.2% are within the High Court and National Gallery where almost all the available surface car parking is short term parking intended for use by visitors to these National Institutions.

Where surface (or basement) parking is associated with designated public service employment there is a possibility that its provision might be considered in the context of negotiating work place agreements.

Question

Are there other solutions to parking problems available without having to introduce pay parking?

Response:

For more than a decade the Authority, in conjunction with the ACT Government has sought to manage traffic and parking in the Parliamentary Zone through a variety of measures including limiting on-site parking, introducing parking contributions to a centralised car parking trust fund, reducing supply by the development of surface car parks, restricting on-street car parking and so on. Almost a decade ago, the Authority concluded that pay parking was an essential element of any long-term solution to parking demand in the Parliamentary Zone and its environs. The Authority put this view to the Parliamentary Joint Standing Committee in 1994.

The principle of pay parking in major employment centres is now well established in Canberra. If, pay parking is introduced in Forrest/Barton but not in the Parliamentary Zone, then considerable spillover effects can be expected from employees in Barton into the Parliamentary Zone.

Parking regulation and enforcement are necessary to make any parking regime work. However, improved enforcement will not, of itself, address the broader and longer-term issues of parking in the Parliamentary Zone.

The amount of surface parking is limited throughout Forrest/Barton and the Parliamentary Zone and is operating at near capacity. As further development occurs, parking demand is expected to increase while the supply of surface car parking will be reduced.

The only way of securing a continuing balance between demand and supply is through the provision of centralized car parking structures. For such structures to be commercially viable, pay parking needs to operate in the catchment area.

Question

Why is pay parking necessary for parking structures to be built? Can't they be built to provide free parking?

Response:

The capital cost of a parking space in an above ground car-parking structure is \$12000 to \$14000 per space. Replacing existing surface car parking plus accommodating a proportion of new demand would require a capacity of up to 4000 spaces at a cost of the order of \$50 million. It is most unlikely that a provider would invest such a sum without some cost recovery through pay parking.

Question

Will Fringe Benefits Tax be payable if pay parking is introduced?

Response:

Fringe Benefits Tax (FBT) is only an issue for those provided with free-parking in an area where pay-parking applies. Specifically FBT is payable if, within a one-kilometre radius of the premises on which the car is parked, there is a commercial parking station that charges a fee for all day parking which is more than the car parking threshold. A commercial car parking station is defined as one that charges a fee for all-day parking, is permanent, and is commercial (ie. operates with a view to making a profit).

If, as likely, the daily charge is \$5, it would be less than the car-parking charge threshold, which for the 2003 FBT Year is \$5.96 and FBT should not apply under these circumstances .

