



Department of
Transport

Parking Guidelines for Large Shopping Centres



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Parking Supply and Management Plan Guidelines for Large Shopping Centres

01

Introduction

Large shopping centres are typically located within activity centres that have existing high quality services and infrastructure in place to support access.

Large shopping centres are generally described as a shopping centre with a total gross lettable retail floor area greater than 10,000 square metres and typically incorporating at least one full-line department store and one major supermarket. Due to the variety of different land uses at large shopping centres, they are typically the biggest generator of trips within their activity centre on weekdays and on weekends. They generate significant numbers of access trips by staff, customers and delivery vehicles that impact the surrounding road network, public transport networks, and pedestrian and bicycle paths. As such, parking supply and management must be effectively managed at existing, redeveloped or new large shopping centres.

In a Western Australian context, the majority of staff and customers access large shopping centres by private car. This is largely due to the location of large shopping centres and the supply and availability of car parking that is generally free. The Western Australian Planning Commission (WAPC), with advice and support from the Department of Planning, Lands and Heritage (DPLH), Department of Transport (DoT), Public Transport Authority (PTA), Main Roads WA (MRWA), and the relevant local government agency (LGA), typically place caps on centre parking provision to help reduce on-road congestion and encourage greater use of public transport, walking and cycling.

However, as car trips will remain one of the most important forms of access to existing and new large shopping centres, it is important that the parking provided is well-managed and that priority is given to people who need parking the most, such as the elderly. A distinction should be made between customers and staff and their relationship to the centre, noting that the government does not support paid parking for staff. As such, large shopping centres should prepare a Parking Supply and Management Plan (PSMP) in order to manage supply of parking and the associated policy and management strategies to mitigate impacts of parking on their centre's internal and external road networks.

These Guidelines should be read in conjunction with the following documents, including:

- Parking Guidelines for Activity Centres (DoT 2016); and
- Travel Plan Guidelines for Large Shopping Centres (DoT 2018)



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What is the purpose of developing a PSMP?

A PSMP is intended to link parking supply with an appropriate management strategy. The preparation of a PSMP provides an opportunity for shopping centres to review current parking supply and utilisation, estimate future parking supply and amend the existing parking management strategy.

The Development Application (DA) or planning approval process will have normally set the overall maximum (and minimum) number of car parking spaces to be provided. A PSMP will often be produced first as a condition of development approval and will often be written in conjunction with a travel plan. A travel plan is also a condition of development and is intended to outline measures to reduce centre-generated car trips and encourage the use of other transport modes. Refer to Travel Plan Guidelines for Large Shopping Centres (DoT 2018) for further guidance to support access for active transport options to large shopping centres.

The WAPC, DPLH, and DoT request that a PSMP (and a related travel plan) is produced by a shopping centre owner (or by an operator on the owner's behalf) to govern the supply and management of a centre's car parking bays and bicycle parking. The PSMP also demonstrates that the shopping centre has considered the impacts of parking to the

wider road, public transport, pedestrian and cycling networks during weekdays and weekends.

Briefly, a PSMP will typically outline a centre's policies and commitments regarding:

- the allocation of approved car parking bays to different purposes;
- parking controls such as time limits and the way that they will be enforced;
- the configuration and management of bicycle parking and related facilities;
- the use of way finding systems; and
- monitoring and reporting of parking outcomes within and around the centre.

DoT encourages the preparation of a PSMP where the introduction of paid parking at shopping centres is being investigated to ensure a range of management strategies are considered.

A shopping centre's PSMP should continue to be updated over the life of the centre, with government approval sought for all but the most minor changes. If a shopping centre is sold, the responsibility for fulfilling the commitments in a PSMP will transfer to a new owner.

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What typical objectives and strategies might be found in a PSMP?

Clear and practical objectives should be identified in a PSMP to guide the proposed management and supply of parking spaces. Many of the PSMP objectives might be taken from the shopping centre's travel plan which should be developed in parallel with the PSMP. The objectives will generally address the following issues related to sustainable travel alternatives and parking management, including:

- making efficient use of bays to meet customer and staff needs while discouraging commuters;
- increasing the proportion of people accessing the centre by more sustainable transport modes (alternatives to the private car);
- minimising traffic congestion around the centre, especially at peak traffic times;
- minimising overflow parking problems around the centre;
- giving special needs groups priority access to parking bays; and
- providing convenient access to safe and well maintained bicycle end-of-trip facilities.

These objectives will also be accompanied by strategies to achieve them. It will often make sense to differentiate strategies by the broad user groups, such as "customers" or "staff", who use parking differently and with whom the centre has a different relationship. The government does not support paid staff parking strategies as part of the PSMP, however any pricing of parking supply proposed by centre owners must be outlined. Some of the possible strategies are listed in Table 1 on page 5.

Table 1 – Possible strategies supporting a PSMP

Possible strategies supporting a PSMP

Maximise flexibility

- Avoid designating tenant bays
- Retain centre ownership
- Allow public use out of business hours

Discourage commuter use

- Restrict morning peak access
- Accommodate for shift workers
- Monitor commuter use

Prioritise customers

- Allocate convenient bays
- Restrict staff allocations

Staff mode shift

- Provide end of trip cycle facilities
- Provide benefits for non-car commuters
- Actively manage staff parking
- Allocate bays according to need

Customer mode shift

- Advertise alternative transport options
- Accommodate car sharing
- Accommodate cycle trips

Manage overspill

- Monitor overspill
- Develop peak demand strategy
- Overspill carpark and shuttles
- Fund local government enforcement

Searching for parking

- Wayfinding systems
- Parking availability information

Special needs

- Accommodate for disabled, elderly and parents

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What are the advantages of developing a PSMP?

The primary reason that a PSMP for a large shopping centre is prepared is to guide parking supply and management as a condition of a DA for the centre’s development or redevelopment. However, a PSMP can also provide a number of benefits for key stakeholders such as centre managers, customers, tenants, staff and the wider community. The table below outlines some of these key benefits.

Table 2 – key stakeholder benefits

Stakeholder	Potential benefits
Centre owner / manager	<ul style="list-style-type: none"> • Lower parking provision costs (land and construction) through more efficient use of parking bays; • Centre gains reputation for greater accessibility and lower congestion; and • Better relationship with surrounding residents and businesses.
Customers	<ul style="list-style-type: none"> • Greater availability of parking when needed through better management of spaces.
Tenants and staff	<ul style="list-style-type: none"> • Ability to find available bays more quickly through better way finding information; • More convenient cycling to centres through well-managed bicycle parking; and • Better public transport services resulting from increased patronage.
Wider community	<ul style="list-style-type: none"> • Less traffic congestion, noise and pollution around centres, especially in peaks; • A greater proportion of trips made by non-car modes, with car parking still accessible when needed; and • Better public transport services resulting from increased patronage and reduced on-road congestion.



There are a number of key stakeholders groups that are impacted by the preparation of the PSMP. Stakeholder engagement should be a collaborate process and should occur early and regularly. Early engagement with DoT and the relevant LGA is also recommended to support a unified and consistent approach to the parking management strategy at the centre. However, stakeholder input should ensure that the preliminary principles underpinning development of a PSMP relating to good business management, social responsibility and environmental stewardship are still maintained. There are five basic steps in developing a PSMP. These steps include:

1) Identify the context and objectives for the PSMP

- a. Check development approval documents for any parking requirements;
- b. Outline traffic conditions and parking controls in surrounding streets (which can often be sourced from the development's Transport Assessment); and
- c. Develop a set of clear objectives (also referring to the shopping centre's travel plan to consider including any of its objectives relevant to parking management).

2) List possible strategies for achieving the PSMP's objectives

- a. Consider suggestions in this document and other examples of 'good practice' for adaptation to the centre in question;
- b. Consult with centre users (identified or potential tenants) on the practicalities of implementation; and
- c. Consult with the DoT, MRWA and the relevant LGA.

3) Choose strategies to be adopted and record any other decisions made, ensuring that they can be assessed against measurable outcomes

- a. Explain why particular parking management strategies were chosen;
- b. Produce plans showing parking bay allocation for different users, wayfinding systems, and bicycle parking, lockers and showers;
- c. Provide details of proposed parking time limits, parking enforcement policies and practices, and access arrangements for cycling facilities; and
- d. Outline proposed promotion and communication to tenants, staff and customers.

4) Commit to monitoring, review, and rectification procedures

- a. Provide details of monitoring regimes for car parking spaces and bicycle facilities;
- b. Give schedules for (e.g. annual) reports and lodgement with government;
- c. Identify contact person/position with ongoing responsibility for the PSMP and outline procedures for managing dissatisfaction, regular reviews and amendments (including seeking government approval); and
- d. Give voluntary undertakings on operation of facilities and propose consequences for the centre where it does not meet PSMP commitments, e.g. nominating a 'fine' to be paid towards transport improvements in the local area for every week the annual report is late.

5) Seek approval

- a. The PSMP should be endorsed and approved from the DoT, MRWA, and the relevant LGA; and
- b. Lodge a copy of the final report with the above organisations.

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What should a PSMP contain?

When identifying what is required within the PSMP, early consultation with government agencies, such as DoT, DPLH and the relevant LGA is strongly recommended because they can provide guidance on the level of detail required for a PSMP and can provide the ultimate approval or endorsement of the PSMP. Guidance provided could be particularly helpful for challenging management issues such as staging of parking supply or application of interim parking management measures. However, responsibility for developing specific content rests with each shopping centre. It is recommended that a PSMP should address all relevant matters within the following table:



Recommended PSMP content

Context

- Location Map
- Summary of development
- Development Approval requirements
- Parking controls on public parking within 400m of centres boundaries
- Details of the landlord/owner and operator

Objectives and possible strategies

- Outline of policy objectives
- Identification of travel plan objectives
- Possible strategies for achieving the objectives
- Consideration of ‘good practice’ examples
- A record of consultation

Decisions made

- Explanation of chosen strategies
- Bay allocation plan
- Wayfinding plan
- End-of-trip facility plan
- Parking time limits
- Enforcement plan
- List of measurable outcomes
- Communications strategy

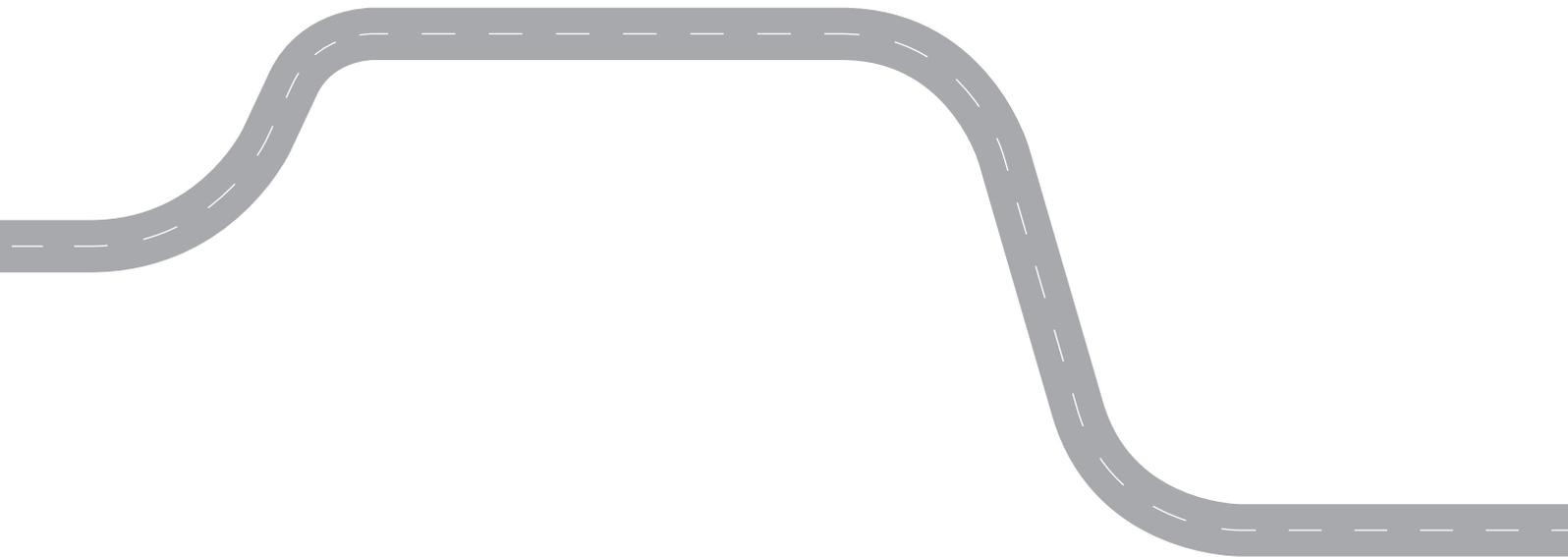
Monitoring, review and approvals

- Parking usage monitoring regimes
- Maintenance and upkeep details
- Reporting schedule
- Accountabilities
- Complaints policy and reporting
- PSMP review and amendment commitments
- Evaluation, effectiveness review and actions
- Copies of relevant approvals

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Further reading

- 1) On parking management in general:
 - Litman, T., Parking Management: Strategies, Evaluation and Planning. Victoria Transport Policy Institute, 5 November 2013.
- 2) 'Good practice' case studies:
 - Bluewater Travel Demand Management Case Study (UK): [http://usf-cutr.custhelp.com/app/answers/detail/a_id/2887/~case-study%3A-bluewater-\(uk\)](http://usf-cutr.custhelp.com/app/answers/detail/a_id/2887/~case-study%3A-bluewater-(uk))







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