

City of Norwood Payneham & St Peters
On-Street Parking Policy Implementation – Investigation and Recommendations

Date	15/12/2023	File Number	qA69751
Location	<ul style="list-style-type: none">• First Avenue and Second Avenue, St Peters and Joslin Between Harrow Road and Lambert Road• Harrow Road, St Peters Between Payneham Road and College Street• St Peters Street, Westminster Street, Winchester Street, Lambert Road, St Peters and Joslin Between Payneham Road and Second Avenue		
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1. Introduction

Sections of First Avenue and Second Avenue, between Harrow Road and Lambert Road have been identified as *car parking 'hotspots'*, because of a high number of citizen requests and ongoing monitoring from the Council's regulatory services team. The concerns raised are that vehicles park for extended periods or all day, which is restricting access to the available parking.

The following parking review has been undertaken in accordance with the Council's *On-Street Parking Policy (the Parking Policy)*, noting that a key Principle of *the Parking Policy* is to acknowledge that decisions made in one street can affect parking demand and availability in other nearby streets. As such, the study area includes the street sections set out below and is depicted in **Figure 1** and **Figure 2.**

- First and Second Avenues, between Harrow Road and Lambert Road;
- Harrow Road between Payneham Road and College Street (the extent of existing restricted parking zone);
- St Peters Street between Payneham Road and Second Avenue;
- Westminster Street between Payneham Road and Second Avenue;
- Winchester Street between Payneham Road and Second Avenue; and
- Lambert Road, between Payneham Road and Second Avenue.



2. Existing Conditions

First Avenue, Second Avenue, Harrow Road, St Peters Street, Westminster Street, Winchester Street and Lambert Road are 11-12m wide, residential streets which adequately accommodate car parking on both sides as well as two-way traffic flow. Harrow Road also serves as an Adelaide Metro bus route, and Second Avenue forms part of the Council's bike network.

All residential properties in the study area have access to off-street car parking, from either front or rear lane access. Seventeen (17) parking permits (11 residential and 6 visitor) were issued for the permit zones for the 2022/2023 financial year.

Commercial land-uses along Payneham Road interface with Harrow Road, St Peters Street, Westminster Street, Winchester Street and Lambert Road. These land uses are within walking distance to First Avenue and Second Avenue, which may contribute to the parking demand. The East Adelaide Primary School and St Basil Aged Care are both located on Second Avenue adjacent to Winchester Street, which both require on-street car parking to operate.

The *Parking Policy* identifies seven precinct areas through the Council as a guide to inform the priority of parking within each precinct.

First and Second Avenues are predominantly identified within a '*Residential Parking Precinct*' except for the section within 50m of Stephen Terrace, which is an '*Arterial Roads and Fringes Precinct*'. The section of Second Avenue, between Westminster Street and Winchester Street, is defined as a '*Mixed Use Residential Precinct*' due to East Adelaide Primary School and St. Basil's Aged Care.

Harrow Road, St Peters Street, Westminster Street, Winchester Street and Lambert Road are predominantly identified within a '*Residential Parking Precinct*' and within 50m of Payneham Road, an '*Arterial Roads and Fringes Precinct*'.

As such, the parking priorities for these precincts are set out in **Table 1**.

Figure 1: Study Area 1 Location Map and Existing Parking Conditions – First Avenue and Second Avenue



Figure 2: Study Area 2 Location Map and Existing Parking Conditions – Harrow Road, St Peters Street, Westminster Street, Winchester Street, Lambert Road



Table 1: Parking Prioritisation for Residential Precinct, Arterial Road Fringe Precinct and Mixed-Use Residential Precinct

Parking Activity	Prioritisation of Parking Users		
	Residential Precinct	Arterial Road Fringe Precinct	Mixed Use Residential Precinct
Residential	High	Medium	Medium
Disability Permits	Low	Low	Medium
Short Term Shopping <2 Hours	Low	Medium	Low
Loading Zones	Low	Medium	Medium
Long Term Commuter/ Public Transport Users	Low	Low	Low
Long Term Employee	Medium	Low	Medium
School Parking	Medium	Low	Medium
Ride Share	Low	Low	Medium
Taxi	Low	Low	Low

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3. Parking Concerns Raised by Citizens

A summary of the parking concerns raised by citizens is set out below.

- Vehicles are parked for extended periods or all day on First and Second Avenue, between Harrow Road and St Peters Street and to Stephen Terrace, which restricts parking for residents and visitors to the area;
- The concern is that the existing parking controls on First and Second Avenues, within proximity of Harrow Road (*Resident Parking Only*), pushes parking demand throughout the study area;
- Vehicles are parked for extended periods or all day immediately adjacent to and within proximity of East Adelaide Primary School and St. Basil's Aged Care.

4. Site Observations and Parking Occupancy Surveys

The Parking Policy provides a clear methodology for the Council to determine whether there is a need for parking control intervention. The methodology relies on parking occupancy surveys to determine the percentage of occupied parking spaces which guide the outcome, as set out below.

- Over 85% parking occupancy indicates additional parking controls may be needed to encourage turnover. In residential areas additional parking controls or permits may be required.
- Under 65% parking occupancy indicates that consideration may be given to remove any existing parking controls.
- Between 65% - 85% parking occupancy indicates that a site specific review is required.

This enables the Council to sensibly balance the parking needs and the competing demands for a limited road space. It is a general expectation with many drivers in South Australia, that

a convenient park should be provided directly in front of their destination (residence, work, shop, etc). However, a road is a public space, and it is considered acceptable practice to be required to walk short distances from a parked vehicle to a destination. In addition, the Parking Policy states that, '*on-street parking will not be allocated through the means of the exclusive use of a single space or spaces by any individual or group*'.

The Council engaged Tonkin Consulting to undertake occupancy surveys for two days in October 2022, and a summary of the results are contained in **Attachment A**.

The surveys identified that a Mobile Nursing Service operating from Payneham Road was the major contributing factor to high parking demand. The Nursing Service subsequently relocated and as such, an additional survey was undertaken in May 2023.

Parking occupancy surveys were undertaken at First and Second Avenues, between Harrow Road and Lambert Road on:

- Wednesday 10 May 2023 at 10am, 1pm and 4pm; and
- Thursday 11 May 2023 at 11am, 2pm and 5pm.

Parking occupancy surveys were undertaken at Harrow Road between Payneham Road and Fourth Avenue and St Peters Street, Westminster Street, Winchester Street and Lambert Road between Payneham Road and Second Avenue on:

- Wednesday 9 August 2023 at 9.30am, 1pm and 4pm

The details of the surveys are contained in **Attachment B**, and the key observations are set out below.

First Avenue

- The *No Parking, 7am – 10am, Mon – Fri, Resident Parking Only* zone on both sides of the road between Harrow Road and house numbers 15-16 First Avenue, consists of 50 parking spaces which were at or less than, 49% occupancy, with an average of 21% occupancy and therefore underutilised. The occupancy percentage justifies removal of the existing parking controls which, as of 22 June 2023, consist of two (2) resident parking permits and one (1) visitor permit.
- A *Temporary Disabled Parking Only* zone consisting of one (1) parking space at house number 93 was installed in December 2022 to meet specific requirements for the household who found it difficult to find a car park in front or near their residence, when the mobile nursing service was operating. Given that this nursing service has since relocated and the occupancy rate has significantly reduced, there is justification to remove of this parking control.
- The remaining unrestricted spaces consist of approximately 250 spaces. These were at, or less than, 63% occupancy with an average of 37%, indicating an underutilisation of parking spaces overall. Parking was evenly distributed with minor concentration of parking at properties where construction works were underway.

Second Avenue

- The existing *Permit Zone, 7am – 10am, Mon – Fri* on both sides of the road between Harrow Road and house numbers 14-15 Second Avenue consist of 43 parking spaces which were at or less than 14% with an average 10% occupancy and therefore underutilised. The occupancy percentage justifies removal of the parking control.
- The *No Parking, 8 - 9am, 3 - 4pm, School Days* zone, adjacent to East Adelaide school consists of 15 parking spaces. At the time of the surveys there were no parked vehicles (0% occupancy). This indicates that residents and employees of the school and St Basils Aged Care are opting to park in the unrestricted zones for longer periods of time.

- A *Permit Zone, Resident Parking Only* that consists of one parking space at house number 63 was at 100% occupancy, and it was observed that the property does not have a front driveway but there is access available via Second Lane. As of the 22 June 2023, one (1) residential permit and one (1) visitor permit have been issued to the household.
- A section of unrestricted parking for 4-5 vehicles is located outside the school and was at 100% occupancy over the two surveys. As this location is directly in front of the school it is reasonable to assume that these vehicles belong to school staff or St. Basil's aged care staff. This location does not directly impact residential properties and is considered a suitable location for long term employee parking.
- A section of unrestricted parking north of Winchester Street was reviewed separately due to its proximity to St. Basil's Aged Care. The length of road reviewed was 50-60m north of Winchester Street and consisted of approximately 12-14 parking spaces. The average occupancy rate for two days was 28%, well below 65%. However, higher occupancy rates were identified on Winchester St and if parking controls on Winchester Street are proposed, the impacts of parking shifting to Second Avenue should be considered.
- The remainder of the unrestricted parking between the Permit Zone to East Adelaide Primary School (142 parking spaces) and between St Basils Aged Care and Lambert Road (100 parking spaces) had an average occupancy rate for two days of 24%, well below 65%.

Harrow Road

- The indented *1P 7am – 7pm Mon – Fri* zone on the south-western side of the road adjacent to the commercial activity near Payneham Road consists of one (1) parking space which was at 100% occupancy. The *Parking Policy* advises that occupancy above 85% suggests that parking management intervention may be required. However, given that the car park is indented, cannot be extended, and concern has not been raised, there is no justification for modification.
- The *Permit Zone, 6am – 11am, Mon – Fri* on both sides of the road between Hartford Lane and Second Avenue consists of 43 parking spaces which were at or less than 33%, with an average of 24% occupancy and therefore underutilised. Five (5) cars were parked in the zone all day and only one (1) vehicle displayed a resident parking permit. The low occupancy percentage justifies removal of the parking control.
- The *Permit Zone, 7am – 10am, Mon – Fri* extends to College Street on the south side of the road, and Fourth Avenue on the north side from Second Avenue. This permit zone consists of 53 parking spaces which were at or less than 32% with an average of 25% occupancy and therefore underutilised. Six vehicles were parked in the zone all day and no vehicles were displaying a resident parking permit. Renovation works were underway at house numbers 24 and 25, and three (3) trades vehicles were parked at the immediate front of these houses.
- As of 22 June 2023, eight (8) resident parking permits and four (4) visitor permits have been issued to households at Harrow Road, and this is further evidence that the permit zone is underutilised.

St Peters Street

- The *Loading Zone* for one (1) vehicle adjacent to the library was vacant during all occupancy surveys. However, it is expected that the car park is utilised throughout the day for deliveries to the library and surrounding businesses.
- The *1P 7am – 7pm Mon – Fri* zone consists of six (6) car parks, three (3) adjacent to the library and three (3) adjacent to the residences between First Lane and First Avenue. Average occupancy for these car parks was 61% and two (2) vehicles were parked all day in front of the residential properties. One vehicle had an expired permit, and no permit was

displayed for the other vehicle. Although the average occupancy is <65%, vehicle turnover was observed, with peak occupancy at 83% supporting the requirement for parking control.

- A *Disabled Parking Only* zone consisting of one (1) parking space car park at Otto Reserve was installed as to provide access to the park. No vehicles were parked in the space during the survey times.
- The remainder of the unrestricted parking consists of ten (10) carparks which were at or less than 67% occupancy, with an average 48% occupancy. One vehicle was observed to park all day.
- An off-street car park exists for the library and surrounding businesses adjacent to St Peters Street which consists of approximately 21 car parks. These car parks are currently uncontrolled, and a separate review is in progress to determine whether timed controls are required.

Westminster Street

- Parking along Westminster Street is unrestricted between Payneham Road and Second Avenue and consists of 33 parking spaces. The occupancy was at or less than 64% with an average 55% occupancy. Most of these vehicles were observed within proximity of Payneham Road, adjacent to a three-storey property comprising eighteen (18) residential units. Nine (9) vehicles were parked all day between Payneham Road and Second Avenue, eight (8) were parked immediately adjacent to or across from the units at the intersection with Payneham Road and were not impacting on parking for other residents or visitors.

Winchester Street

- The *2P 7am – 7pm Mon – Fri* zone on both sides of the road between Payneham Road and First Avenue consists of fifteen (15) parking spaces which were at or less than 67%, with an average of 40% occupancy. Three (3) vehicles were observed to be parked all day. The surveys suggest that the existing parking zone is underutilised.
- The remainder of the unrestricted parking between First Avenue and Second Avenue consists of thirteen (13) carparks which were at or less than 72% occupancy, with an average 69% parking occupancy. Four (4) vehicles were observed to be parked all day. The parking occupancy supports the requirement for parking control, however as this section of road is only 90m in length, the extent of restrictions will need to consider the overflow of parking to the surrounding streets. Higher car parking demand between First Avenue and Second Avenue can be attributed to its proximity to East Adelaide Primary School and St. Basil's Aged Care, with staff or visitors parking on-street to visit the facilities.
- Nathaniel's coffee and dining and SA Music and Art Academy are located at Payneham Road intersection and both properties provide off-street parking for staff and customers. Three shops abutting Nathaniel's are vacant and the remainder of properties in this section are residential.

Lambert Road

- The *1/2P At All Times* zone from Payneham Road to 70m north-west, consists of ten (10) parking spaces which were less than 40% occupancy and therefore underutilised. No vehicles were observed to park all day. The occupancy percentage justifies removal of the parking control.
- The remainder of the unrestricted parking to Second Avenue consists of sixteen (16) carparks which were at or less than 38% occupancy, indicating an underutilisation of the parking spaces.

- Gaynes Park Joslin Aged Care, a three-storey facility is located at Payneham Road intersection and provides undercroft parking managed via boom gates. A large parcel of land secured with temporary fencing comprising 6-7 vacant shops is also located at Payneham Road intersection.

5. Recommendations

The recommendations set out below are in accordance with the Council's On-street Car parking Policy. Consultation with directly affected property owners will be undertaken prior to any the implementation of these recommendations.

First Avenue

- Remove No Parking 7am-10am, Mon –Fri, *Resident Parking Only* zone. Monitor the subsequent on-street parking demand for impacts and modify if required.
- Monitor on-street parking adjacent to St Peters Street for impacts of any changes to the off-street car parking control.
- Remove *Temporary Disabled Parking Only* zone.

Second Avenue

- Remove *Permit Zone 7am - 10am Mon – Fri* zone. Monitor the subsequent on-street parking demand for impacts and modify if required.
- Install *4P 9am-5pm Mon-Fri* zone, 120m north of Winchester Street on western side (12 parking spaces). Refer to Figure 3.
- Remove *Resident Parking Only* zone.

Harrow Road

- Remove *Permit Zone 6am - 11am Mon – Fri* zone. Monitor the subsequent on-street parking demand for impacts and modify if required.
- Remove *Permit Zone 7am - 10am Mon – Fri* zone. Monitor the subsequent on-street parking demand for impacts and modify if required.

St Peters Street

- No proposed changes to the parking control.

Westminster Street

- No proposed changes to the parking control.

Winchester Street

- Alter the *2P 7am-7pm Mon-Fri* zone to a *4P 9am-5pm Mon-Fri* zone. This will be consistent with the additional parking control proposed.
- Install *4P 9am-5pm Mon-Fri* zone between First Ave and Second Ave on southern side and between Second Ave and Third Ave on the northern side (total 11 parking spaces). Refer to Figure 3.

Lambert Road

- Remove 1/2P At All Times zone. Monitor the subsequent on-street parking demand for impacts and modify if required.

Figure 3: Recommended parking controls install – Second Avenue and Winchester Street



Attachment A

Tonkin Consulting occupancy survey results for two days in October 2022, prior to Mobile Nursing Home relocation.

- First Avenue, unrestricted parking between St Peters Street and Resident Parking Only (70% average occupancy over three surveys).
- First Avenue, within the Resident Parking Only area which applies 7-10am, available parking was in abundance, including outside of these hours.
- Whilst First Avenue between St Peters Street and Stephen Terrace had lower than 50% occupancy rates on average, it was noted that majority of this 50% were parked against the St Peters Street roundabout.
- First Avenue, between Westminster and Winchester Streets (83% average occupancy over three surveys).
- First Avenue, from Winchester Street to 200m north (79% average occupancy over three surveys) and thereafter to Lambert Road (28-48% occupancy over the three surveys).
- Second Avenue between Winchester Street and Lambert Road (low – moderate occupancy for most of the day).
- Winchester Street between Payneham Road and First Avenue (high rates of occupancy between 50-100% (average over three surveys of 77%).
- Winchester Street between First Avenue and Second Avenue (unrestricted parking) showed high rates of occupancy between 72-100% (average over three surveys of 83%).

Attachment B

Occupancy Surveys

First Avenue (Harrow Road to Stephen Terrace)

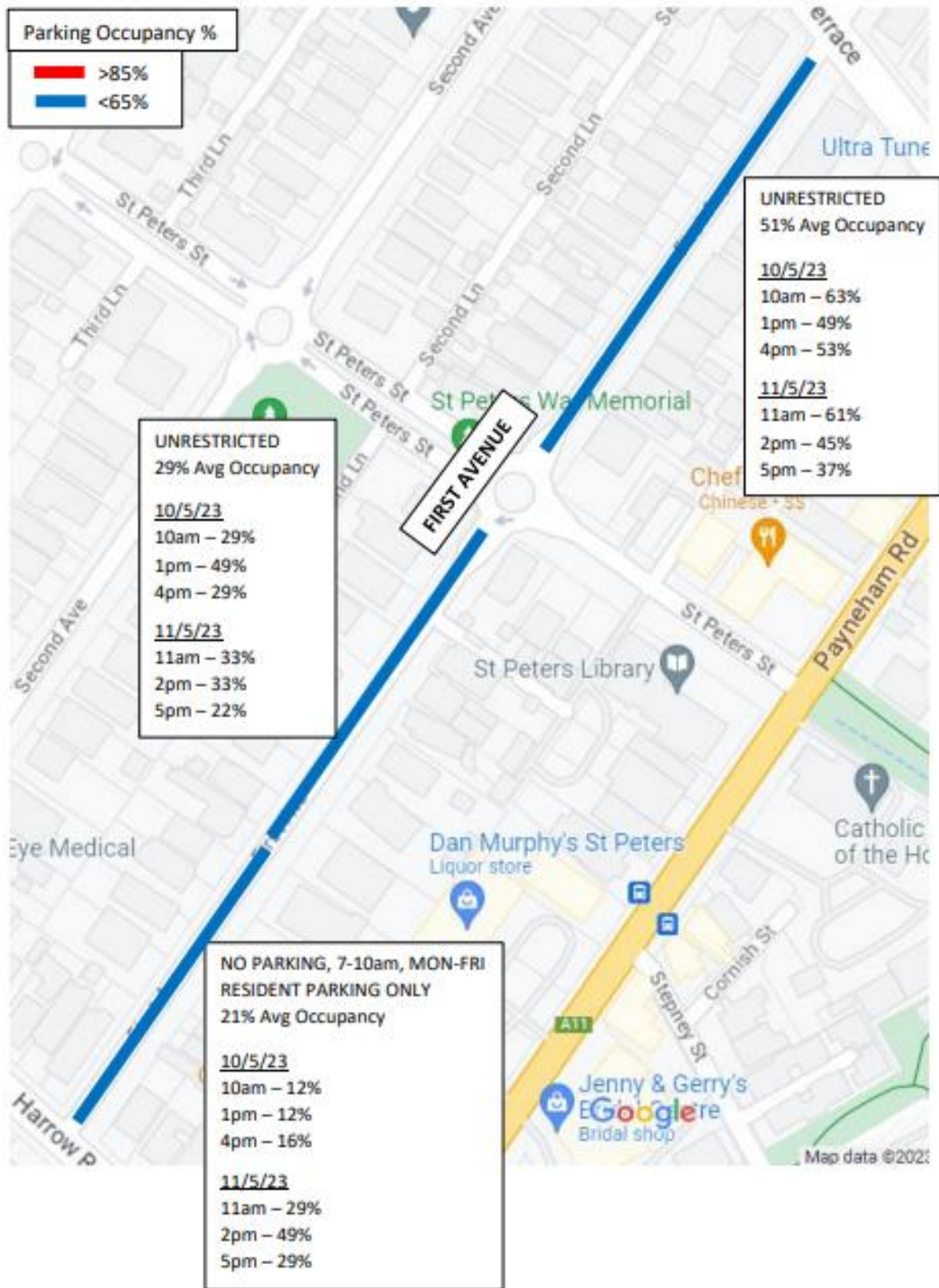
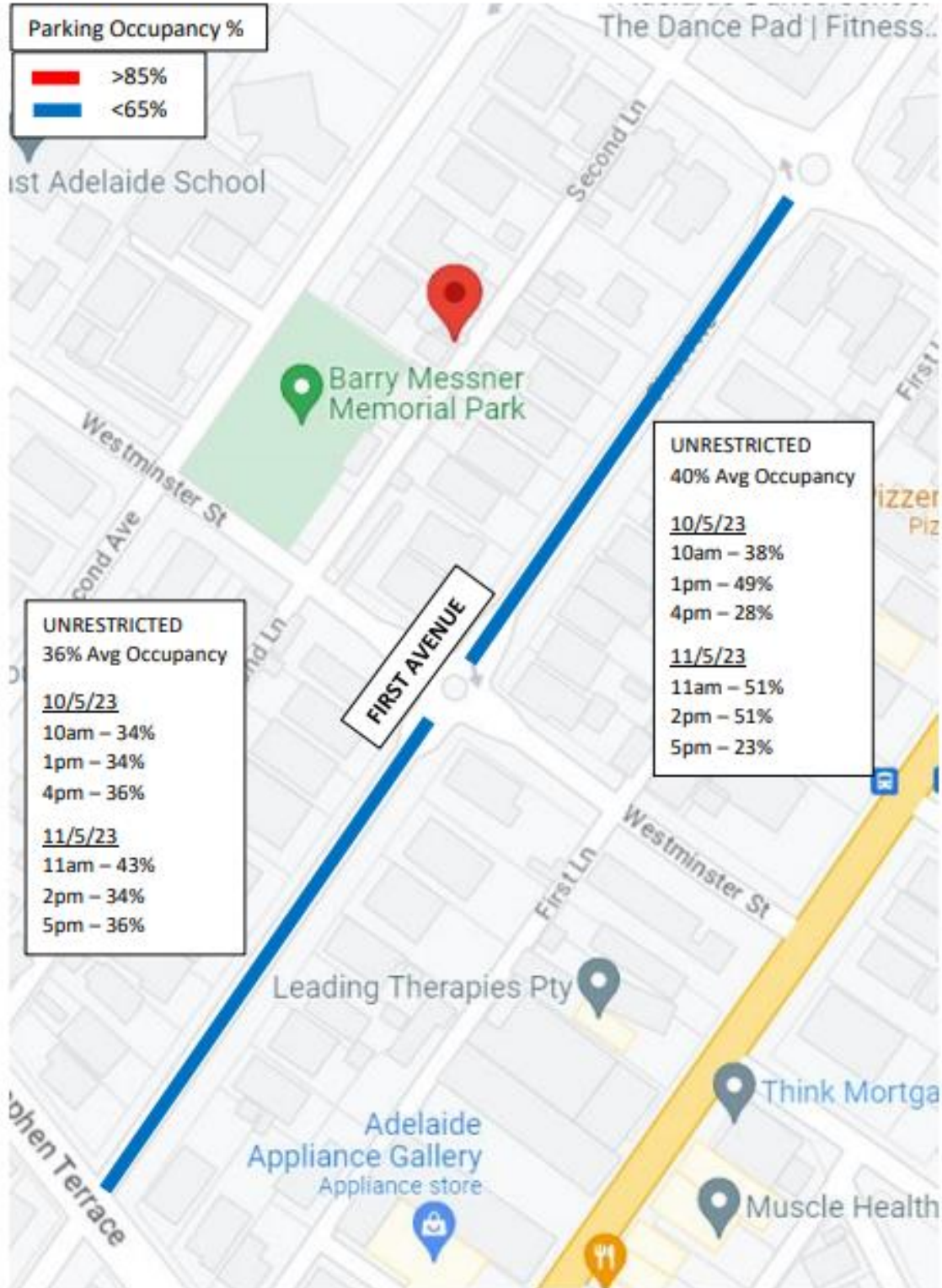
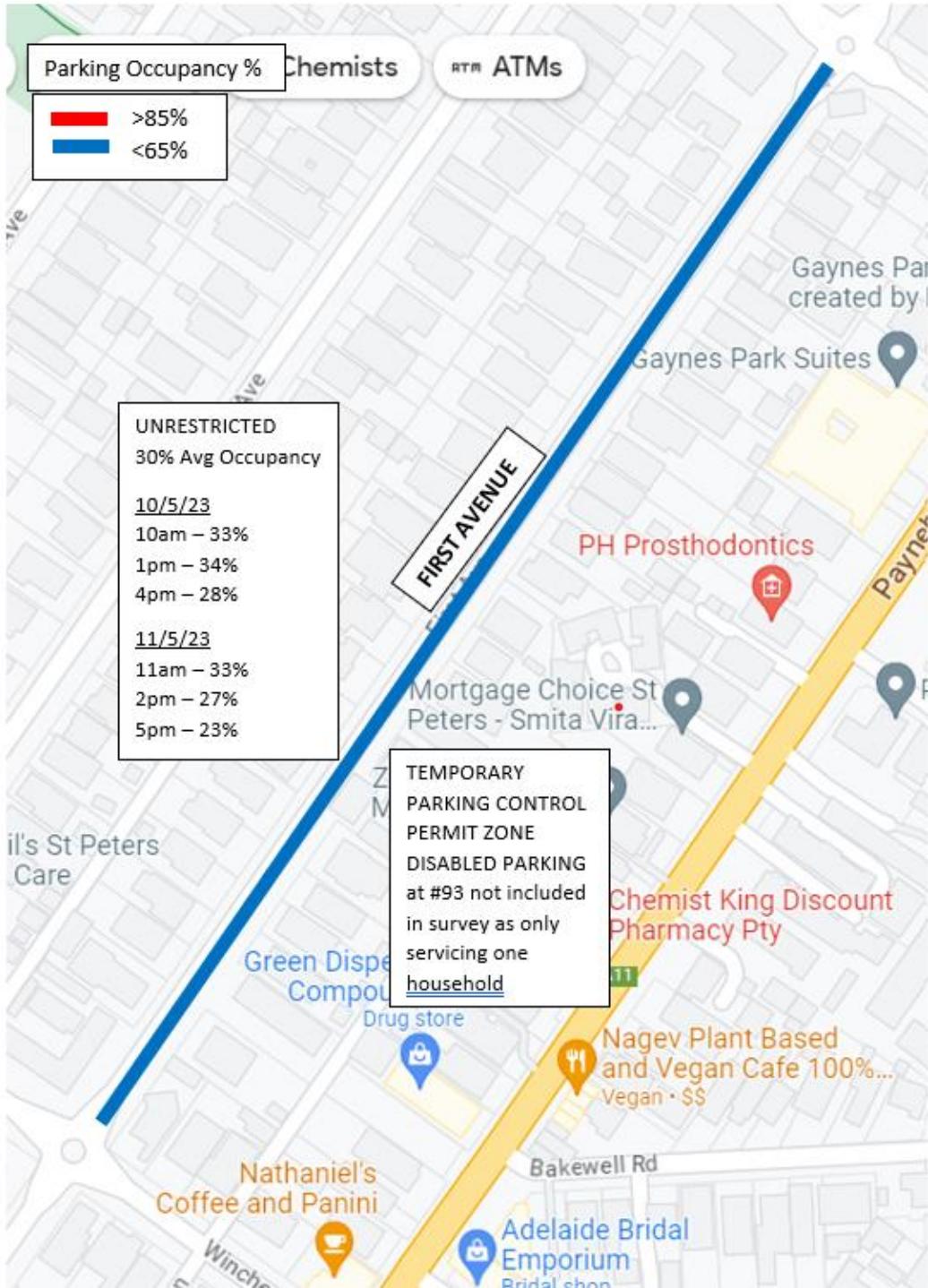


Figure 2: Parking Occupancy Survey Results

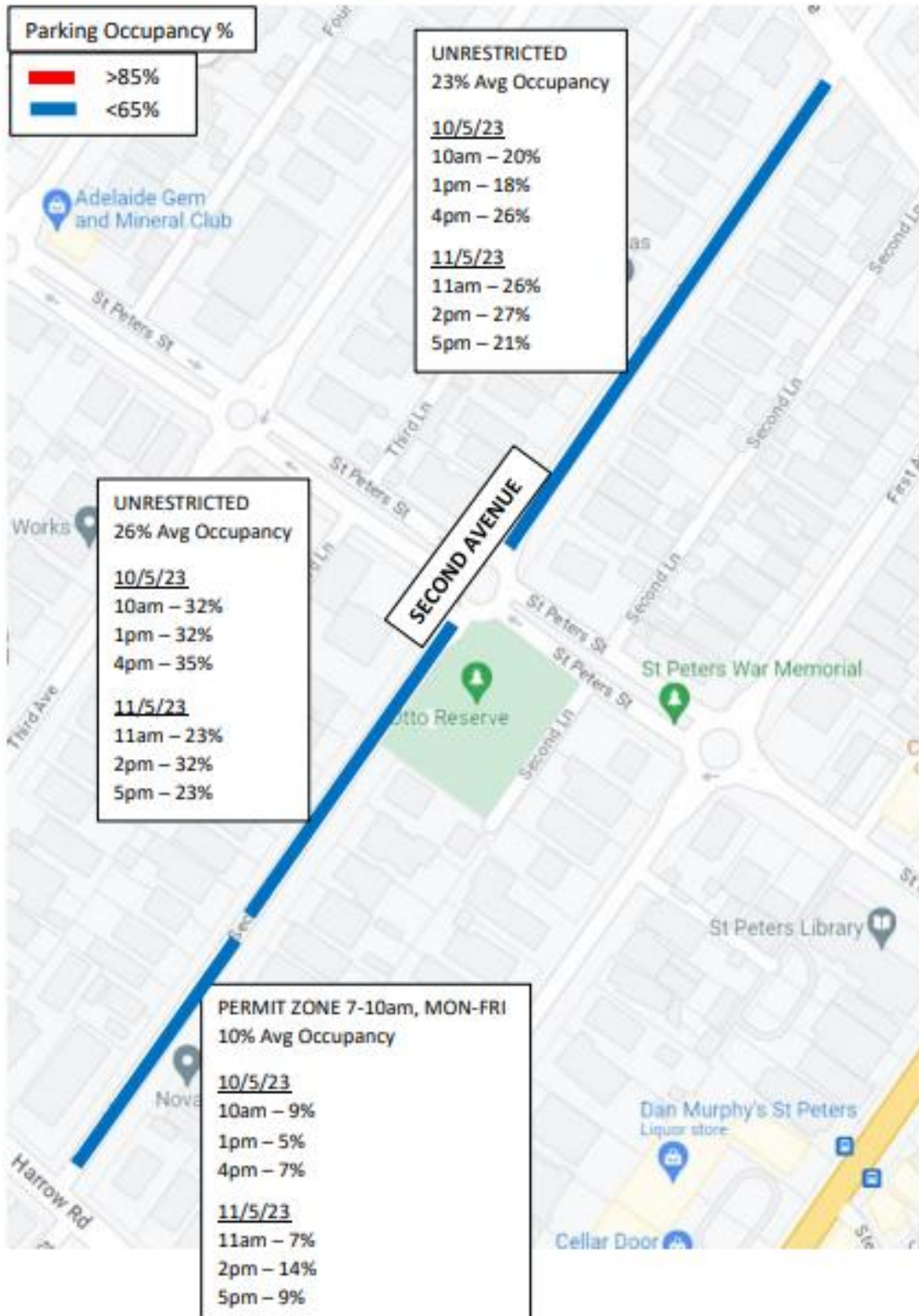
First Avenue (Stephen Terrace to Winchester Street)



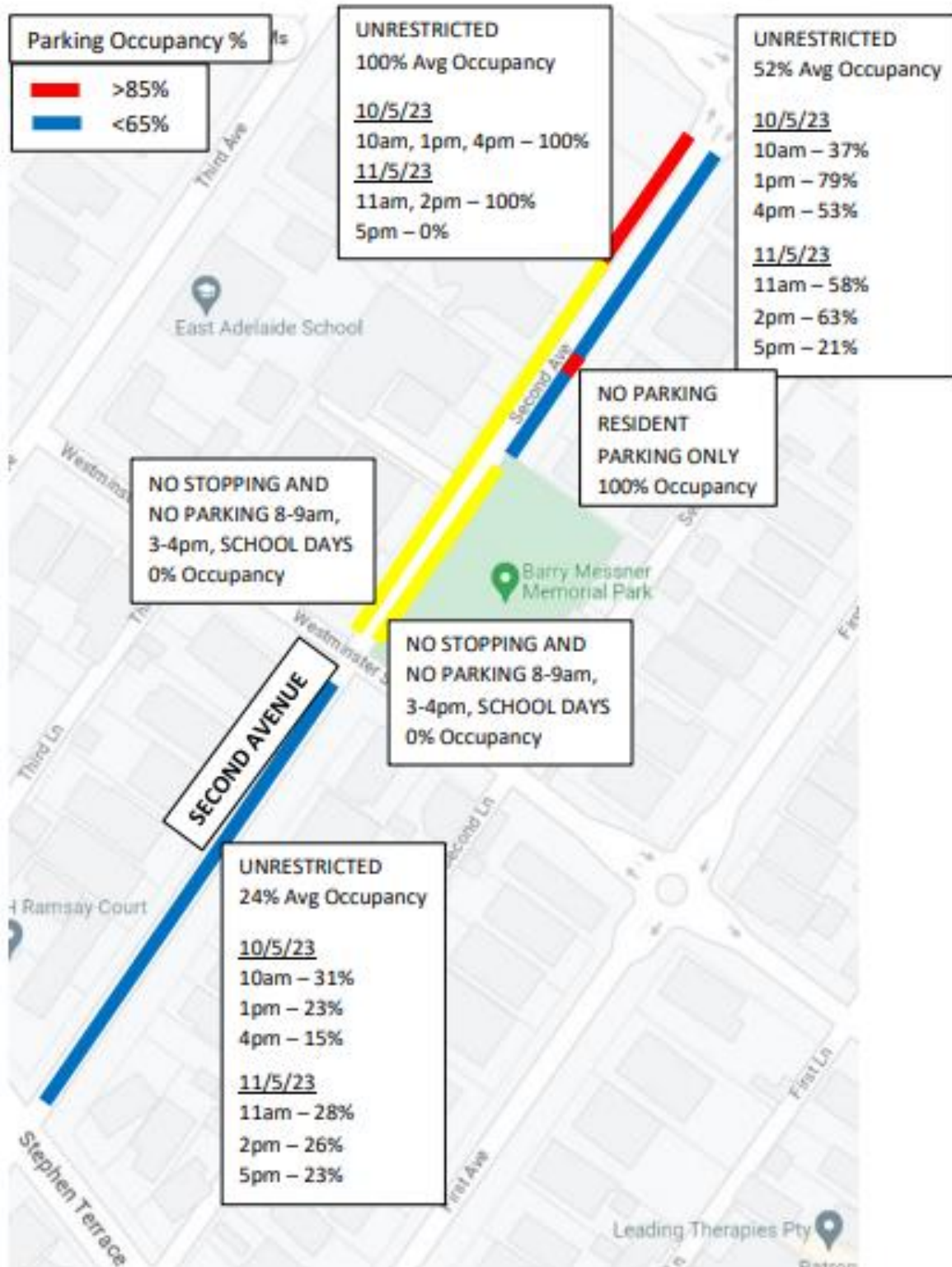
First Avenue (Winchester Street to Lambert Road)



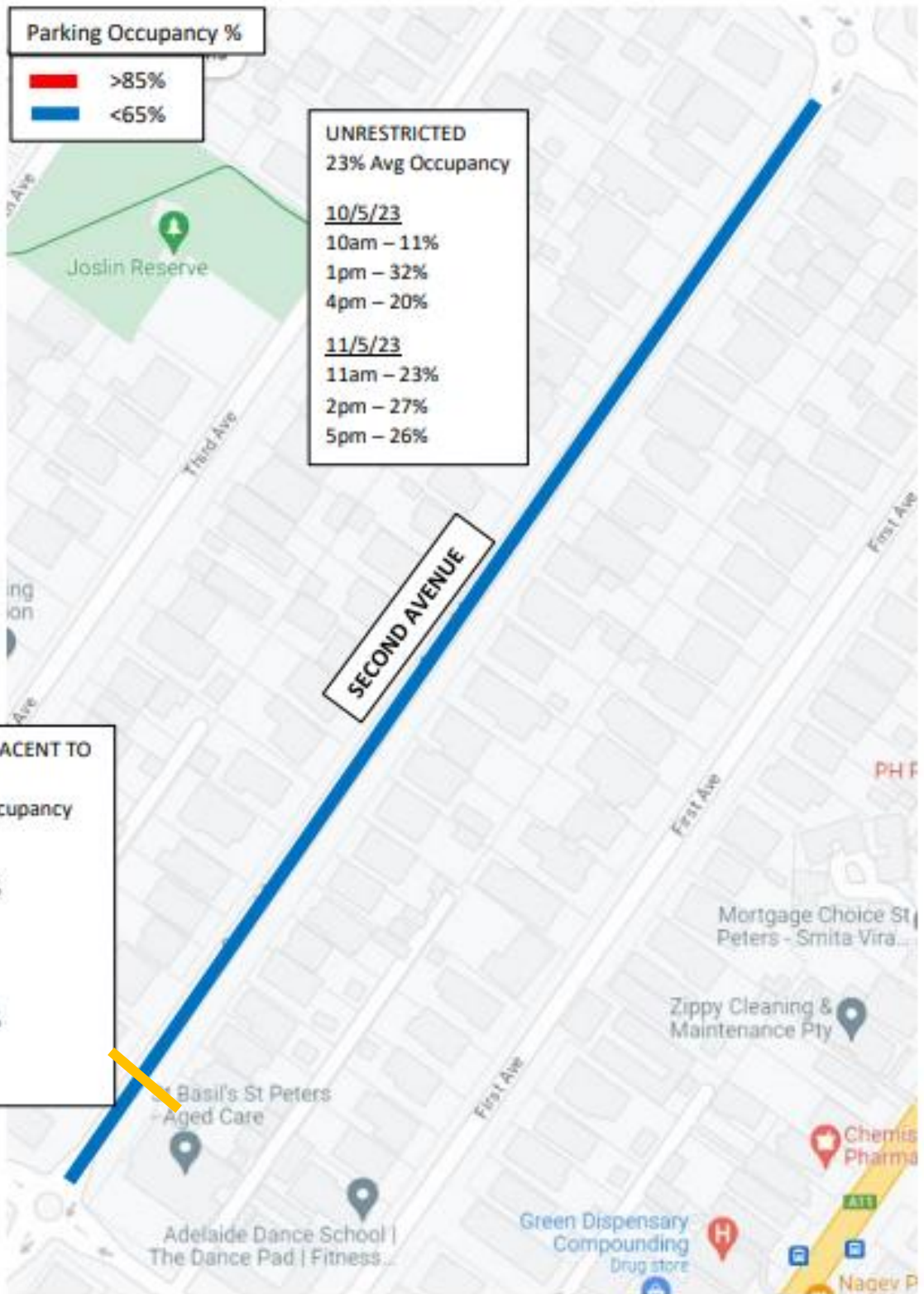
Second Avenue (Harrow Road to Stephen Terrace)



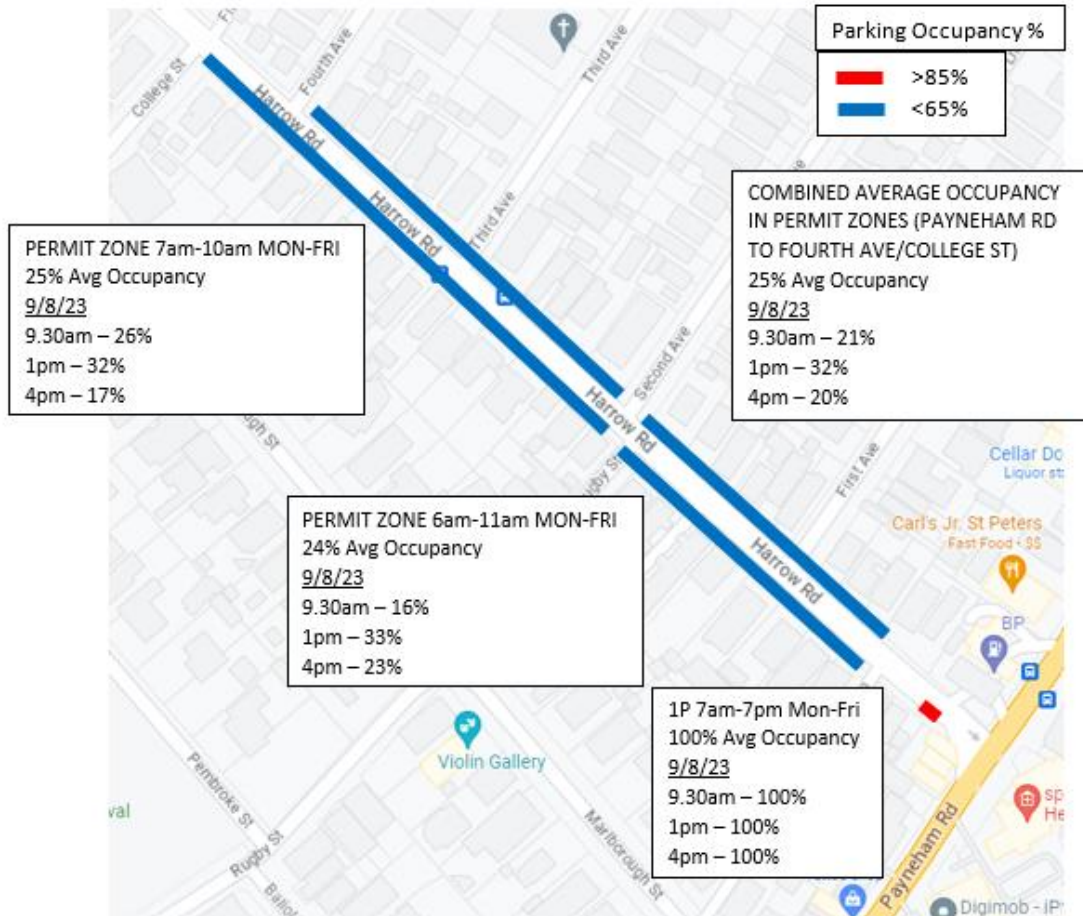
Second Avenue (Stephen Terrace to Winchester Street)



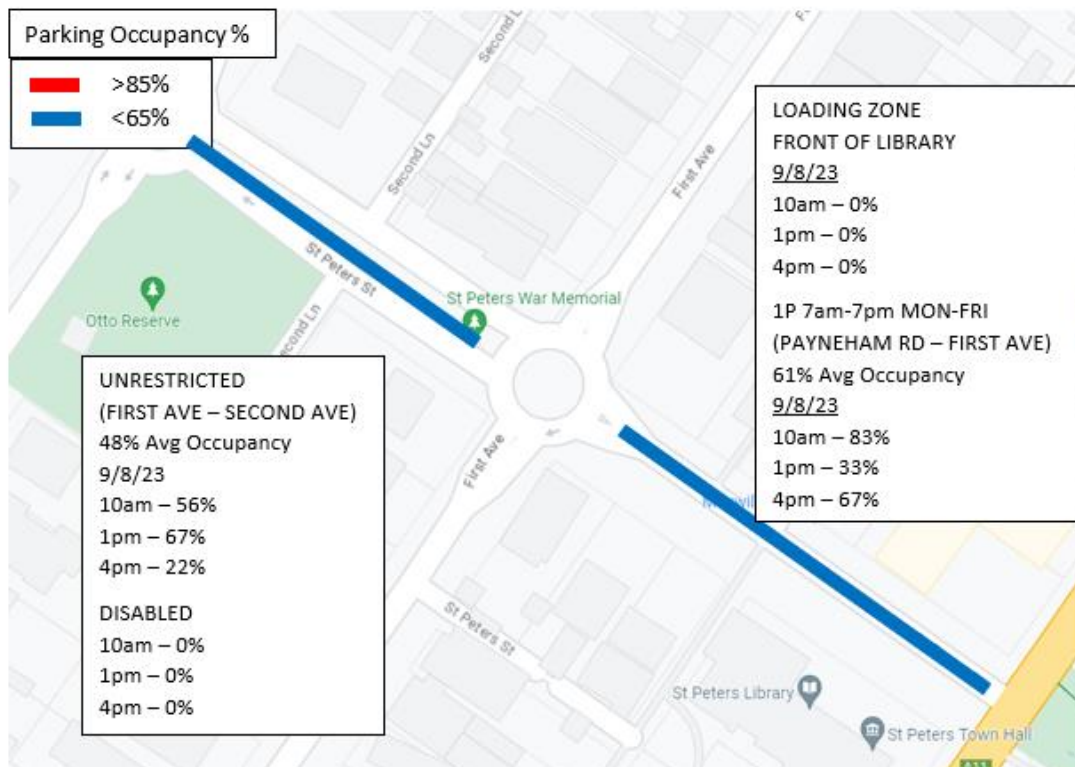
Second Avenue (Winchester Street to Lambert Road)



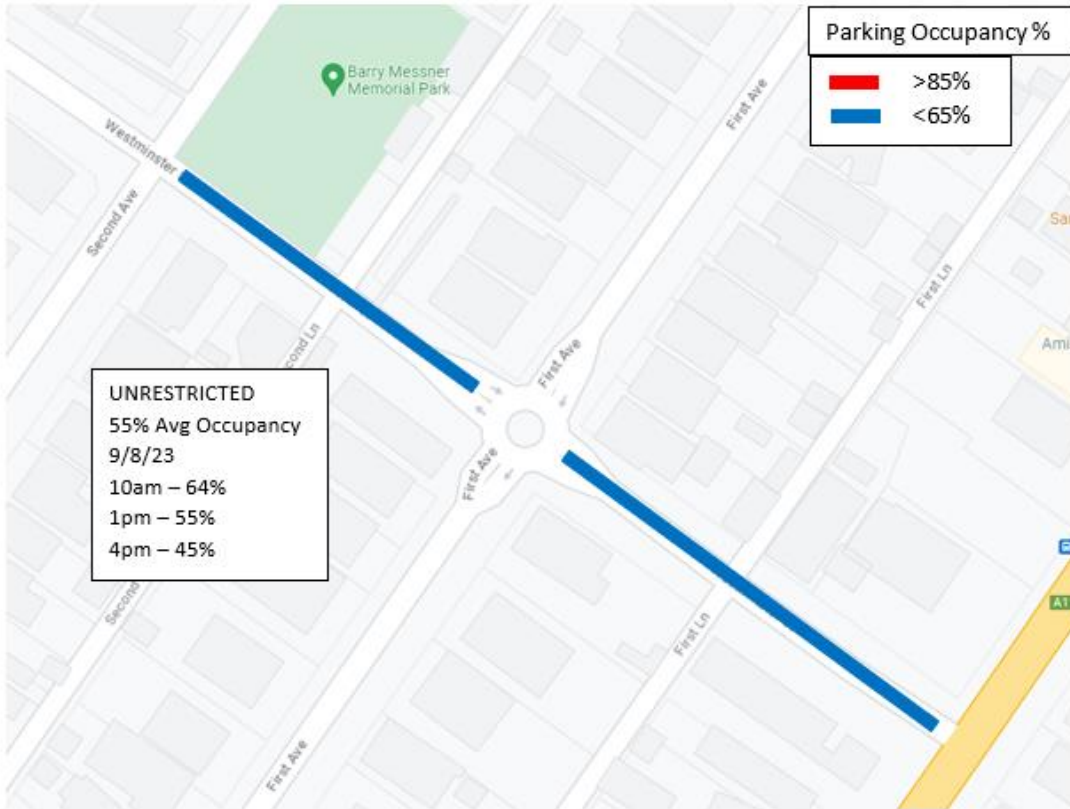
Harrow Road (Payneham Road to Second Avenue and thereafter to Fourth Avenue (north side) and College Street (south side))



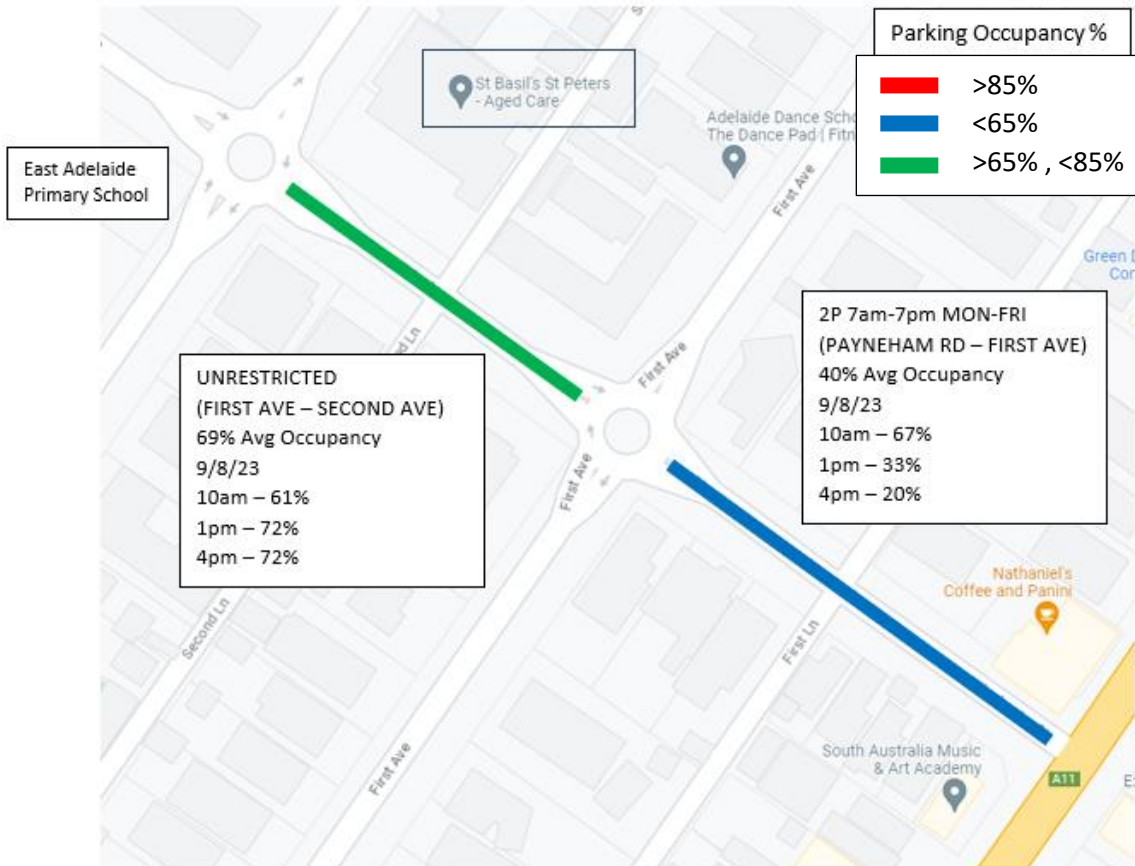
St Peters Street (Payneham Road to Second Avenue)



Westminster Street (Payneham Road to Second Avenue)



Winchester Street (Payneham Road to Second Avenue)



Lambert Road (Payneham Road to Second Avenue)



