Draft

Redlands Coast Access and Parking Strategy

May 2025

Contents

Acknowledgement of Country

Redland City Council is committed to working with Traditional Owners, supporting their role as custodians of their traditional lands and helping ensure the future prosperity and cultural enrichment across Redlands Coast. Council recognizes that the Quandamooka People are the Traditional Owners of much of Redlands Coast. Council also extends its acknowledgement of Traditional Owners to the Danggan Balun (Five Rivers) People who are currently in the process of Native Title determination for an area that crosses into southern Redlands Coast.

Mayor's Foreword

Our city has vibrant villages and destinations that make Redlands Coast a wonderful place to live, work and raise a family. Many of these locations also contribute to the strength of our local economy and help to attract visitors into the area.

Redland City Council has developed the Access and Parking Strategy to guide how it will provide sustainable, equitable, and enhanced access to these locations in the years ahead.

This strategy recognises that the needs of our city are changing and that as the population increases over the next 20 years, the proportion of people who use a mode of transport other than a private vehicle could increase significantly.

Key destinations such as town centres, train stations, ferry terminals and major recreation reserves have traditionally evolved to meet the needs of car users, and as such most of these areas are currently tailored to car parking with limited access for other transport types.

The strategy aims to address these historical constraints and ensure destinations across the city are safe and appealing for everyone, from pedestrians and cyclists to people with limited mobility. We also want to encourage more people to leave their car at home and take another mode of transport when travelling across the city.

These goals will be achieved by providing more end-of-trip facilities, dedicated drop-off zones, improved footpaths, and additional space for public and community transport operators.

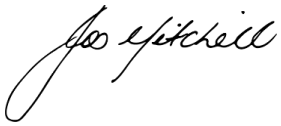
Car parking will still be provided in areas where it is most needed, such as in development sites, but it will be balanced with access for other travel modes and delivered in a way that avoids impacts to neighbouring streets. Land uses that reduce or negate the need to travel will also be considered in some destinations.

The strategy is aligned with the Redlands Coast Transport Strategy, which envisages a transition away from a city dependent on cars to one that embraces alternative modes of transport such as walking, riding, public transport, and other ride-share services. The benefits of more residents, workers and visitors using these travel modes include a healthier environment, less congested streets, enhanced amenity, and more efficient travel between destinations.

This strategy is just the beginning of the planning journey; Council will also prepare destination access plans for key sites across the city to identify specific parking and access arrangements for each location, ensuring a balanced approach that responds directly to community needs.

We will also advocate to the Queensland Government for improved public transport and other ride-share options in and out of our key destinations. It is anticipated that these improvements will bring forward a range of social and economic benefits for our city and help households by reducing the need to own one or more cars.

I look forward to Council working closely with our community to prioritise efficient, affordable, and equitable access to our city's key locations in the years ahead as we build an exciting future for everyone on Redlands Coast.



Councillor Jos Mitchell,
Mayor of Redland City

Executive Summary

The Redlands Coast Access and Parking Strategy (the Strategy) provides guidance on how access will be facilitated at key destinations across the Redlands Coast into the future, including through appropriate management of vehicular parking.

The Strategy responds to the Redlands Coast Transport Strategy, which envisages transitioning from a car-dependent to a more sustainable city over the next 20 years, by embracing other modes of transport, such as walking, riding, and public transport.

Access can be difficult in several destinations in the city, especially where demand for car parking exceeds the current supply of spaces in those locations. With growth, this will become more challenging if people continue to drive at current levels. However, supplying more car parking won't satisfy demand without various forms of intervention, nor does supplying more spaces improve access for some 20% population who don't drive. In the next 20 years, the proportion of people who are non-drivers could nearly double.

There is a perception in the community that car parking is free. The opposite is the case with car parking being a major cost to construct and maintain. Owning and running a car is also a significant cost to each household. Car parking has social and environmental costs, including potentially making it more challenging for some modes to access destinations (such as for pedestrians, cyclists, people with disabilities and passenger transport). Car parking can blight destinations and potentially limit more valuable and needed uses from occupying prime locations. However, it is needed, particularly where travel options are limited.

There is much that can be done to improve the efficiency of car parking in the city to reflect people's access needs, such as through management, regulation, and compliance. There is scope to better use car parking to improve access and turnover. Destinations can be made safer and more inviting for pedestrians and cyclists, with space being allocated to enable improved access by public transport operators, for drop offs and ride share.

Council will work with others to improve travel choices, particularly with the state government on improving public and community transport to these destinations. End-of-trip facilities (such as lockers and racks) will be provided at major destinations to enable people to walk, ride and safely leave their cycles, scooters and mobility devices at these locations. More information could be provided advising people of their travel options, including the availability of off-street car parking.

The visual appeal and vitality of these locations could also be enhanced by ensuring that areas closest to the heart of these destinations (such as the retail core, ferry terminal or train station) are dedicated to pedestrian and rider access. Introducing land uses that add vibrancy and reduce the need to travel would adjoin "high activity" pedestrian zones, with car parking areas set back from these areas.

Council will prepare detailed Destination Access Plans for key destinations across the city in the foreseeable future, which will identify how access by all modes can be optimised and how future growth in car parking demand can be accommodated. Its planning scheme will also include provisions that support a range of ways to access new development. Council will also support initiatives that encourage people to change how and when they travel to their destinations, thereby reducing pressure on car parking.

1.0 Introduction

1.1 About the Strategy

The Redlands Coast Access and Parking Strategy provides guidance on how access will be facilitated at key destinations across the Redlands Coast into the future, including through appropriate management of vehicular parking.

The Strategy responds to the Redlands Coast Transport Strategy which envisages transitioning from a car-dependent to a more sustainable city over the next 20 years, by embracing alternative modes of transport modes such as walking, riding, and public transport.

1.2 What do we mean by 'access'?

Access refers to the ability for people to reach and interact with destinations, such as town centres, schools, healthcare facilities, shops, recreational areas, public transport hubs, employment destinations, using various modes of transport.

Access encompasses the availability, convenience, cost, safety, and efficiency of different travel options at destinations including walking, riding a cycle, scooter or "rideable", public transport, shared transport, driving a car (Figure 1).

Good access ensures that all people can reach destinations in an equitable manner to fully participate in work, recreation, educational and other opportunities, regardless of age, gender, income, or mobility needs.

Figure 1: Forms of access

What is parking?

Parking encompasses various types of designated spaces for the storage of vehicles. Parking typically accommodates cars. It also includes motorbikes, bicycles, and more recently, other forms of personal mobility (e.g. e-scooters).

Parking facilitates access to a destination by these transport modes and is, therefore, a component of access amongst other options (Figure 1).

Council is actively involved with parking by way of:

- Providing public parking
- Managing and maintaining public parking
- Enforcing parking rules in designated parking areas
- Regulating parking for private development
- Influencing or requiring others to provide parking, such as in development sites.

1.3 Why is this Strategy needed?

Historically, car parking has been synonymous with providing access to destinations across the city, with driving being the predominant mode of transport. Until recently, there has been sufficient car parking supply to meet demand. However, as the city has grown, car parking has become more challenging in some destinations, such as where the parking demand exceeds supply during peak periods.

Shaping SEQ2023, the Redland Housing Strategy 2024 and other plans identify development patterns that differ from those previously envisaged, which will result in additional growth for the region over the next 20 years (Figure 2). This growth is expected to exacerbate existing and emerging access and parking issues at destinations across the Redlands Coast.

Supplying more car parking alone won't address the travel demand. Car parking is costly to develop, consumes valuable and limited land that could be used for other purposes, and has many other adverse impacts. It also does not encourage efficient use of existing resources nor address the access needs of over 20% of the population who don't drive.

It's timely that Council reviews how access to destinations and elsewhere can be optimised as a human right, with parking being part of the mix in ensuring equitable access for residents, visitors, employees and businesses.

Figure 2: Policy context

1.4 What this Strategy does

In preparing this Strategy, Council has researched and investigated trends, issues, and opportunities impacting access and parking at Redlands Coast destinations. These inform Council's vision and outcomes for delivering the Strategy. Initiatives to achieve these outcomes are also outlined.

The Strategy provides a framework for subsequent more detailed destination-specific planning and design, which would be achieved by delivering Destination Access Plans (DAPs) for each key destination across the Redlands Coast. DAPs are discussed in more detailed later in the Strategy.

Key destinations where DAPs will be prepared include major centres, ferry terminals, major recreational areas, sporting precincts, transit hubs (train stations and bus interchanges).

The Strategy also informs other planning work being delivered by Council and others, such as its City Plan, Priority Development Plans, and State Government initiatives.

2.0 Issues & opportunities

2.1 Demand versus supply

Redland City is expected to grow from around 159,000 people in 2021 to 212,000 people by 2046 (Figure 3). Furthermore, an extra 22,000 jobs could be created in the city over the same period. This growth could result in at least 50% more trips, which will be concentrated at the city's major destinations.

Currently 89% of trips are being made by private vehicle. This could translate into demand for 45% more car parking spaces in the city by 2046, unless people change how and when they travel.

Finding available car parking in some destinations is becoming challenging, especially during peak periods.

Demographic	2021	2046 (Projected)
City population	159,222	209,350 (+31%)
City jobs	50,000	72,000 (+43%)
Potential unchecked increase in car parking demands at destinations		+45%

Figure 3: Population change 2021-2046
Sources: ABS, 2021, Redland Housing Strategy, 2024

2.2 Travel options

There are many potential ways to access the city's destinations in addition to private vehicles, such as by public transport, walking, cycling, motorcycle, community transport, and ride-share. However, uptake of access by these modes sometimes falls short as follows:

- Public transport not being well-utilised due to lack of convenient, frequent, or reliable services, and unduly long travel times
- Limited facilities for pedestrians, riders, and for people with disabilities, such as sub-standard paths and lighting, and limited end-of-trip facilities
- Limited accessibility for other travel options, such as for community transport, loading and drop off zones.

These alternative travel options are critical for people who cannot drive due being too young, too old, having a disability, or not owning a car. Currently, this could comprise some 39,000 people (24% population), which may increase to 65,000 people (41% population) by 2046 (Figure 4). Non-driving populations are more commonplace where there are greater proportions of resident students and/or elderly people. The proportion of non-drivers will increase significantly over the next 20 years.

Demographic	2021-number	2021-%	2046- Number	2046-%
Too young to drive (less than 17)	23,090	15%	27,226 (-7%)	17%
Elderly (75+): assume 40% don't drive	5,698	4%	21,005	13%
People with disability- assume 90% can't drive	9,532	6%	16,255	10%
Don't own a car	673	0.4%	885	0.6%
Non driving population (approximation)	38,993	24%	65,371	41%

Figure 4: Non-driving population 2021-2046
Sources: ABS, 2021, Redland Housing Strategy, 2024

With improved public and community transport services and facilities, there is scope to improve travel options for all residents, visitors, and workers.

2.3 Car parking regulation and management

Addressing access has historically focused on incrementally increasing car parking supply, linking car parking areas together to secure shared use, and by requiring developers to provide car parking within their development sites. Council is using time-based car parking regulation over public areas, which is mostly being provided free of charge to the public. There is some provision for other modes, particularly in town centres, such as Cleveland and Capalaba. This includes existing street taxi bays and drop off zones, pedestrian zones and cycle parking.

Changes were made in Cleveland Centre in 2022 to improve the efficiency of car parking, such as through increased turnover and using a zonal approach to the allocation of public spaces. This resulted in short duration car parking being located close to the retail and cultural heart of the centre to support businesses and visitors. Car parking on the periphery of the centre was allocated for longer stays, such as for workers. It demonstrated that there is scope to address supply through changing regulation and management, and to encourage better use of privately owned car parking.

Options to improve access and parking at other destinations in the city include:

- Encouraging people to utilise other modes of transport instead of driving to reach destinations, where these options are available.
- Applying a zoning approach to the regulation of access and parking, with space closest to the core of those destinations allocated to active and passenger transport and drop offs, with longer stay car parking areas located further from the core area.
- Effective and consistent enforcement, so that people who overstay are penalised for denying access to others who have a greater need, consistent with regulations.
- Addressing non-parking related issues which consume public car parking spaces, such as parking by long-stay recreational vehicles or abandoned vehicles.
- Enforcing or encouraging better use of off-street car parking on private land, such as by businesses informing customers of the availability of off-street parking or making spaces available for staff (Figure 5).
- Using technology to enforce car parking regulation and provide “real time” information to the public on available spaces at a destination.

Figure 5: Off-street car parking, Cleveland

While regulation and enforcement will improve efficiency and turnover, there may be times when demand necessitated increasing car parking supply and/ or improving access by other modes.

2.4 Costs of providing free car parking

There is a perception that car parking should be free to the community and remain this way (Figure 6). However, the reality is that even if motorists don’t pay when they park their car, “free” parking is not free. There are many costs associated with providing car parking that may not be easily discernible. These can be significant and include direct costs such as to construct, maintain, and manage car parking areas. Indirect costs include opportunity costs, social and environmental costs, and blighting impacts.

Figure 6: Free car parking on Bloomfield Street, Cleveland

Free car parking means that these costs are still incurred by Council and others. These costs are passed onto the community by being borne elsewhere. They are embedded into the cost of housing (e.g., purchase prices, Council rates, rent prices), business (e.g., lease fees, price of goods and services), and development (e.g., construction costs, maintenance costs, opportunity costs). Everyone pays for "free" car parking costs, even if they don't own a vehicle or drive.

These costs need to be considered when making decisions about car parking and access.

Construction costs

The cost of constructing new car parking areas can vary significantly based on factors such as location, soil types, and the form of the car park (surface, above ground multi - storey, or underground) (Figure 7).

Item	Cost
Construction costs from surface, multi-storey to underground	$5,000-150,000 per space, excluding land acquisition costs
Maintenance & management costs	$500+ per space per annum
Social & environmental costs	Hard to calculate
Household costs of car ownership	Average $23,000 p.a. per household
Blighting impact on centre vibrancy and revitalisation	Hard to calculate but impact is highly visible as activity declines
Opportunity Cost sterilises land from other uses	Typical cost of land on mainland between $30,000-60,000 per space

Figure 7: Costs associated with car parking

Typically, construction of 100 new public car parking spaces could cost up to $1M for an at-grade car park, $8M for a multi-story car park, or $10M for a basement car park. These costs are significant, especially when combined with the cost of acquiring the land for parking.

Construction costs have increased steadily in the past few years, with this trend likely to continue into the future (Rider, Levett & Bucknall).

Maintenance and management costs

Car parking requires management and maintenance after construction which is ongoing for the duration of its design life, including the following:

- Maintenance of infrastructure (e.g., pavement, markings, signage, lighting, cleaning).
- Enforcement of parking rules (e.g., time limits, permits, illegal parking, etc.)
- Integration of emerging technologies (e.g., EV chargers, sensors, security systems etc.).

Social and environmental costs

The provision of car parking also comes with social and environmental costs. These include loss of habitat, increased carbon emissions, urban heat island effects, stormwater runoff and pollution and amenity impacts. Car parking can also make it harder for people using other forms of transport to access destinations, such as for people with disabilities, where there is inadequate provision for their needs.

Household costs

A typical South East Queensland household spends $23,157 per annum on owning one or more motor vehicles (Australian Automobile Association, 2024). These costs include car loan payments, fuel, insurance, registration, tolls, maintenance, repairs, and garaging.

The provision of more car parking can entrench car-dependency where it reinforces current behaviour and expectations. It can undermine the viability of running public transport, has health consequences (such as through lack of exercise), and contributes to congestion on the road network.

Blighting impacts

Excessive car parking can lead to urban blight by creating unattractive, heat-absorbing dead spaces that reduce walkability and make areas feel unsafe. It locks up valuable land, limiting development potential, increasing costs, and reducing property values. Large, underused car parks can hurt local businesses and contribute to traffic congestion, while also displacing public spaces that foster community life.

A 2014 study of Cleveland Centre indicated that the amount of land dedicated to car parking was excess to requirements and impacted the viability of the centre (Figure 8).

Figure 8: Cleveland Centre in 2018- excess car parking reducing vibrancy

Consequently, several large parcels of land have been sold and are being redeveloped. This may increase the vibrancy of the centre, as more people visit its shops and other businesses over a longer duration than is evident today.

Opportunity costs

A typical kerbside car parking space consumes about 15m^2 of land, whereas an off-street space requires about 30m^2. The value varies between $1,000 and $2,000 per m^2 for residential land on the mainland, with the land-only cost of a typical off-street car parking space costing between $30,000 to $60,000 per space.

Many car parking areas at our most desirable destinations occupy prime real estate. Its dedication for this purpose limits opportunities for other uses which may have a higher economic or community value e.g., for recreation, housing and/ or retail uses. This “lost” opportunity is defined as opportunity cost, which can be measured as the value of an alternative use of the land. Potentially, that land could generate a far higher income for the city than car parking, such as rates and rental income, spending in the local economy, etc.

Clearly, there is a need to provide car parking at our destinations where transport options are limited, but the real cost of doing so should be balanced against the access benefits that its provision offers. Allocating funds to supporting better access by other modes may be more cost effective and socially beneficial, especially for those who don’t drive. This might include providing subsidies to community transport providers and improving facilities for pedestrians and cyclists.

2.5 Visual appeal, safety and use of destinations

Many of the city's destinations occupy prime locations, such as on its foreshores, centres or parks. These invariably are in scenic locations or have a unique character that make them an attraction. For example, Redlands Coast's ferry terminals offer spectacular views over Moreton Bay to the islands or mainland. Cleveland Centre is characterised by its wide shady streets and quality streetscapes, which are appreciated by the community.

Unfortunately, several of these locations are unattractive environments, especially where large expanses of car parking occur at the waterfront, with insufficient provision for pedestrians, cyclists, for recreational pursuits and for landscape treatment (Figure 9). There is considerable potential to remodel these areas to enhance their attractiveness and improve safety for pedestrians, cyclists and people with disabilities (PWD). There is potential to draw people from far and wide to enjoy what these locations have to offer and to include land uses that reduce or negate the need to travel.

Figure 9: Victoria Point Ferry Terminal, which occupies a location that affords spectacular views of Redlands Coast but parts are inhospitable and unsafe for pedestrians and riders

The potential of some destinations is being realised, with redevelopment plans that will reinvigorate those locations (Figure 10). While there will be car parking, this is not the prominent feature of those areas, with access prioritised for pedestrians, cyclists and public transport users in the heart of those destinations.

Figure 10: Capalaba Town Centre Revitalisation, demonstrating how destinations can be made appealing places for residents, visitors and workers, with car parking mostly off-street.

3.0 The vision

The vision aligns with the goals outlined in Council's Corporate Plan *Our Future Redlands – A Corporate Plan to 2026 and beyond,* such as creating 'Liveable Neighbourhoods', 'Strong Communities', and a 'Thriving Economy'. That Plan also seeks to promote and enhance of walking, riding, and public transport.

The vision aligns with Council's Redlands Coast Transport Strategy which envisages a more efficient, accessible, and integrated transport system, including a transition from a car-dependent to a more sustainable city over the next 20 years, by embracing alternative modes of transport.

The vision addresses the issues and opportunities impacting access and parking, as outlined in previous chapters.

The major theme of the Strategy and vision is to focus on 'access', with parking being part of the mix (Figure 11). By holistically focusing on access, we can create more equitable access at destinations by leveraging opportunities to enhance alternative travel choices that contain car parking demand. This would handle car parking supply, through managing and increasing its efficiency and effectiveness.

Figure 11: Refocus from Car Parking to Access

The Strategy envisages destinations being vibrant places. Access is how people reach and interact with destinations and supports the functioning of these locations.

The vision for the Access and Parking Strategy is as follows:

Provide equitable, affordable, and efficient access to vibrant destinations.

Figure 12 illustrates the outcomes that support the vision.

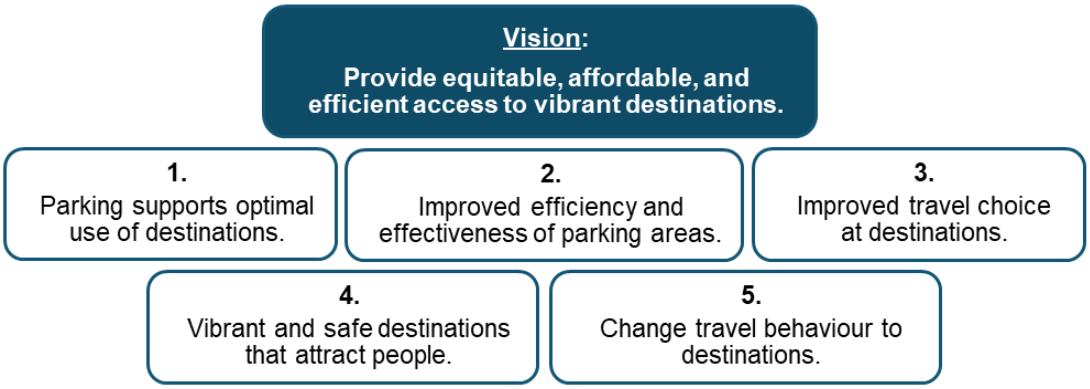


Figure 12: Vision and Supporting Outcomes

4.0 Outcomes

This chapter will detail each of the outcomes and initiatives that contribute to achieving them.

4.1 Parking supports optimal use of destinations

An outcome of this Strategy is for car parking to support the function of destinations. Parking is one way people can access and interact with these places. If car parking supply is managed well, it can enhance the viability and functioning of destinations. This Strategy aims to ensure that public and private car parking enables people to access and interact with destinations without taking away from what makes those places great e.g., street vibrancy, natural beauty, visitor appeal and resident amenity.

Allocate space to support access by a range of modes

Applying an access hierarchy to destinations ensures that planning, design and investment decisions prioritise sustainable transport mode access, which alleviates pressures on car parking. This hierarchy results in access by foot, cycling, and passenger transport being closest to core area of a destination (such as a ferry terminal or retail precinct). The location of car parking supports broader accessibility and sustainability goals by being set back from the core area.

Access hierarchies are widely applied when considering network design or access to destinations, including in Council's Redlands Coast Transport Strategy, Translink's Access Hierarchy, and TMR's Sustainable Transport Hierarchy (Figures 13 to Figure 15).

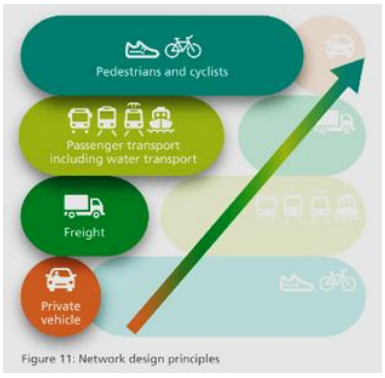


Figure 13: Priority of Modes in the Redlands Coast Transport Strategy

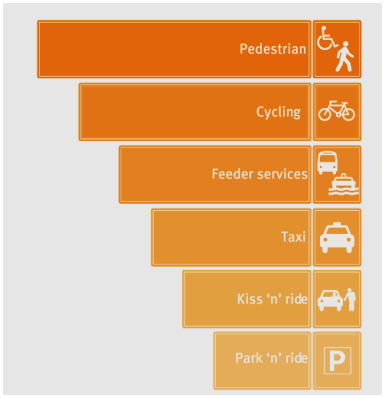


Figure 14: TransLink Access Hierarchy

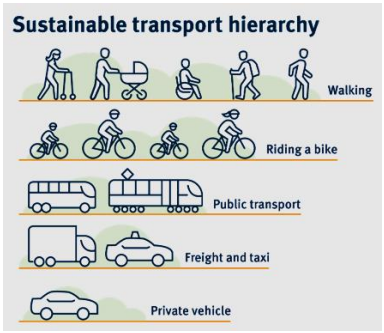


Figure 15: TMR Sustainable Transport Hierarchy

This *Strategy* incorporates the above access hierarchies in the access hierarchy that is applied for our destinations (Figure 17). This will guide the planning, design and delivery of *Destination Access Plans* for Redland Coast's major destinations.

Better utilisation of privately owned car parking areas

Public car parking is supplemented by a large supply of private, mostly off-street car parking areas, which Council has required developers to include in their developments for many years. There is scope for these areas to be better used for parking by residents, businesses, visitors and employees, so as reduce pressure on public car parking and enable space at destinations to be better utilised.

Improved utilisation of private car parking could be encouraged by better information for the public and enforcement of parking regulations in both public and private areas. For example, park 'n' ride areas around stations could be used at off-peak times by visitors to major attractors, such as the Redland Performing Arts Complex in Cleveland.

Parking supply is balanced to retain viability of development and support revitalisation

An appropriate balance of car parking supply is important to ensure that there is sufficient amount to accommodate demand whilst also supporting the viability of development.

Access and parking requirements for private development is determined in Council's City Plan, which outlines parking requirements for different types of development. These requirements are periodically reviewed to ensure consistency with government policies, such as outlined in this Strategy, and to align with community expectations.

Future reviews of City Plan will include assessments of car parking provision rates, parking provision rates for other types of parking (e.g., cycle parking), and incorporate measures that support trips by sustainable travel modes.

Support a diversified range of parking options

There is scope to support and enhance parking not just by private vehicle but also for other modes, such as for cycles, e-mobility, and mobility scooters. Providing secure end-of-trip facilities will encourage more people to use these modes.

Parking will also be provided for car and ride share, drop off areas, parking for people with disabilities, motorcycle spaces, electric vehicles (and associated charging) spaces, emergency vehicle zones, bus zones, and more.

Providing for these modes enhances travel choices, reduces reliance on private vehicles and "future proofs" our city as we transition to emerging forms of transport, such as electric and autonomous vehicles.

4.2 Improved efficiency and effectiveness of parking areas

Car parking is a valuable but finite resource, which is costly to provide and manage. Council's approach will be to optimise the efficiency and effectiveness of existing car parking spaces through proactive management, before deciding to increase the supply.

An increase in car parking supply should only be considered if all other options to maximise their efficiency and effectiveness have been exhausted.

Parking demand management is employed to change how and when we travel

Car parking demand management seeks to contain the number of vehicle trips without reducing overall access to destinations – instead, changing how and when we travel. While private vehicle travel and use of car parking may remain the preferred choice for many trips, providing other travel options or encouraging people to travel at different times help alleviate pressures on supply.

Figure 16: Alleviating car parking demand with active transport

Management of car parking demands includes a range of measures, such as:

- Prioritising, enhancing, and encouraging accessibility by active transport, public and community transport, and shared transport modes (Figure 16).
- Regulating and enforcing demand-responsive car parking and pricing strategies to encourage appropriate turnover, distribution, and efficiency.
- Encouraging use of off-street private car parking areas.

These measures will be informed by actively monitoring car parking areas to collect data and analyse trends, to support evidence-based decision-making.

Effective car parking demand management can contribute to the following broader benefits:

- Enhance function of destinations, by ensuring appropriate turnover and distribution of car parking areas.
- Enhanced local amenity, by reducing congestion and the negative visual, economic and environmental impacts of excess car parking.
- Better accessibility and mobility, by improving access for alternative transport modes and ensuring parking is available for those who need it most.

Demand-responsive regulation & enforcement to improve the efficiency of parking

Effective regulation is crucial in managing car parking demand to improve efficient use of parking spaces, encourage shifts to more sustainable transport modes, and support the vibrancy and economic vitality of destinations.

The **allocation of car parking** is partly determined by considering the function and activity levels of nearby areas. This means that, if there is a high activity zone, such as a retail precinct or ferry terminal, public car parking nearby will prioritise turnover, namely short- term parking. Space in a high activity zone also prioritises drop off zones, ride share, set down areas for community and public transport, disability parking, and active transport facilities. The general philosophy is "the longer you stay, you park further away". Public car parking provision for employees and long stay visitors would typically be located furthest from the high activity zone or destination core (Figure 17).

Figure 17: Destination Access Hierarchy

Access for people with disabilities is incorporated into many parts of this hierarchy, including walking, micro-mobility, public and shared transport, set-down areas, and PWD parking.

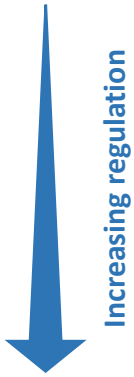
Peak Occupancy	Description	Regulation Response
< 60%	Parking is underutilised	Consider easing parking regulations if appropriate
60% – 85%	Ideal range where parking is well-utilised without excessive demand	Consider leaving parking regulations unchanged if appropriate and continue to monitor conditions
> 85%	Vacant parking is difficult to locate, leading to congestion and frustration	Consider increasing parking regulations if appropriate

Figure 18: Occupancy levels guiding car parking regulation

The car **parking occupancy** of an area (i.e., a measure of parking demand divided by the parking supply) is a key indicator of whether existing car parking regulations are effective and if not, what level of regulation is needed. The ideal target is a maximum car parking occupancy of 85%. A parking occupancy

of greater than 85% means that it is harder to find a space and increases congestion as drivers search for an available space. Car parking regulation will be guided by occupancy levels, as outlined in Figure 18.

The **level of car parking demand** influences what measures will be applied, varying from unrestricted, timed parking, priced parking, and parking prohibitions. Figure 19 outlines what is entailed by each regulatory measure.



Regulation	Description
Unrestricted	No regulations in place. Suitable for areas with low demand.
Time restrictions	Limiting how long a vehicle can park to encourage appropriate turnover. There can be multiple responses within this measure itself as time restrictions can be progressively reduced (e.g., 4P → 2P → 1P).
Priced parking	Introducing pricing to encourage appropriate turnover. Introduced once all time restriction measures have been established. There can be multiple responses within this measure itself as pricing can be progressively increased.
Parking prohibited	Parking prohibited for safety, traffic flow and other reasons.

Figure 19: Application of car parking regulation

Parking regulations and management are informed by quality evidence and information

To ensure that car parking regulations remain effective, Council will periodically review current supply and management by conducting surveys of public and private car parking areas at destinations. These surveys will identify occupancy levels, turnover and assess the efficacy of car parking regulations and enforcement. Adjustments will be made to improve access and efficiency.

Figure 20: Using innovative technology for Access and Parking Strategy

Emerging and established technology and techniques will be employed to monitor, manage, and inform decisions relating to car parking demand (Figure 20). This technology can accurately record car parking occupancy in real-time, enabling a detailed understanding of how areas are being used, including peak times of parking demand and durations of stay.

Another benefit of emerging technology is that it can integrate with mobile phone applications or digital signage to guide customers to vacant spaces, reducing time spent searching for spaces, curtailing vehicle movements and congestion.

Emerging technologies include parking sensors, mobile apps, dynamic parking signage, and more. These were recently employed in Cleveland and established the effectiveness of introducing short term car parking in the centre.

4.3 Improved travel choice at destinations

Enhancing travel choices at destinations creates more equitable access for all people and reduces pressure on car parking areas.

Improve access for active transport modes

There are significant opportunities to enhance access to destinations by foot, cycle, scooter and for people with disabilities from surrounding areas. This requires these modes to have prioritised access to appropriate facilities at these locations, as per the Destination Access Hierarchy, to encourage more people to walk and ride for more trips (Figure 17).

Ways to improve access for walkers and riders include providing:

- High-quality pathway connections, including for PWD.
- Secure cycle, scooter, and mobility scooter parking facilities, including charging stations for e-cycles and e-scooters.
- High-quality end-of-trip facilities, such as showers and lockers (Figure 21).
- Appropriate wayfinding signage and pavement markings, combined with maps, guides and websites that provide information on people's travel options, safe and efficient routes, and the facilities available at their destinations.

Figure 21: End of trip facility at 410 Ann St for Figure 21: End of Trip Facilities - Mirvac, Brisbane (Shape, n.d.)

Improve access by public transport

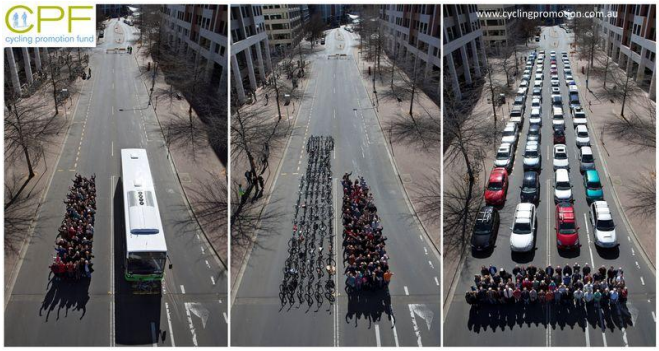


Figure 22: Road capacity of a different modes (Walker, 2012)

Provision of public transport services can significantly reduce the need to drive, park and own a car. A single bus can take up to 50 cars off the road and reduce car parking demand accordingly (Qld Government, 2024) (Figure 22). However, this requires such services to be reliable, frequent, convenient, accessible and safe to entice passengers to use them.

Public transport will be given high priority access at destinations, consistent with the Destination Access Hierarchy (Figure 17).

Council will advocate for and collaborate with public transport providers and the state government to improve public transport services to and from destinations.

Improve access for shared transport modes

Shared transport or shared mobility refers to transport services where users share vehicles together or sequentially. The term applies to ride sharing, taxis, car sharing, bike sharing, community transport, and on-demand transport (Figure 23).

Figure 23: STAR services – providing on demand transport in Redlands

Shared transport modes reduce car parking demand as vehicles remain idle for less time as multiple users access them over any given day. For example, one car share space can replace up to 10 car parking spaces (Sydney Morning Herald, 2024). In many instances, vehicles may not need to park in a conventional space, but rather utilise set-down areas to pick up and drop off passengers.

Other shared transport services can also lessen car parking demand, better meet the unique needs of a community, fill gaps in public transport services and provide greater travel choice.

Council will prioritise the allocation of space at destinations as outlined in the Destination Access Hierarchy (Figure 17). It will work with service providers to increase the range of shared transport service offerings at destinations and promote them, where necessary.

Case Study – Car Share at Weinam Creek:

In 2021, Council granted a lease of eight parking spaces to Bay Islands Car Share following a successful trial at Weinam Creek adjacent to the Redland Bay Marina (Figure 24). Due to the high level of demand, the number of car share spaces has increased to 27 spaces since 2021. Potentially, this frees up some 270 car parking spaces.

Figure 24: Car sharing service at Weinam Creek

4.4 Create vibrant and safe destinations that attract people

Bring activities to destinations that reduce the need to travel and park

Incorporating mixed land uses at destinations can eliminate or reduce the need to travel and park at these locations. It also means that space can be used more efficiently, pedestrian traffic increases and a more vibrant environment can eventuate. For example, incorporating retail spaces and medical facilities at Weinam Creek or on the islands will result in islanders not needing to travel (so far) and park to meet many of their everyday needs. Cleveland centre is an existing example of this (Figure 25).

Figure 25: Raby Bay Harbour, Cleveland

Allocate space at destinations to prioritise sustainable travel modes and activation

There is considerable scope to make the city's major destinations attractive, safe and vibrant locations for residents, businesses, employees and visitors (Figure 26). This requires reallocating how we use space in these settings to capitalise on the unique potential each may have, while prioritising access by pedestrians and people with disabilities over other modes.

Figure 26: Multi-modal street with active and public transport, plus car parking (Cleverciti, n.d.)

The city's ferry terminals all occupy locations that offer spectacular views over Moreton Bay. These potentially pedestrianised spaces could be activated by introducing appropriate uses, such as picnic areas, cafes and public spaces that capitalise on their physical attributes and captive passengers alighting or boarding ferries.

Council will prepare Destination Access Plans for the city's major destinations. These plans will:

- Identify locations for pathways and activity zones that are free from obstacles, well-lit and attractive; paths for cyclists and scooter riders may be segregated, depending on activity levels and end-of-trip facilities located nearby.
- Work with others to determine what land uses and events could be included to activate major destinations.
- Locate public transport stops close to activity zones. These would include adequate shelters, tactile indicators and other cues, and boarding arrangements.
- Include an adequate supply of well-located accessible parking, drop off and loading zones that meet design standards and are regulated to encourage desired turnover.
- Include relevant security measures to improve public safety.

4.5 Change how we travel to destinations

Several strategies can be employed to influence and change how we travel to destinations or even avoid the need to travel in the first place. By influencing if and how we travel, it can reduce the need to park at our destination, where we live or work.

Employ multiple strategies to reduce car parking demand

Council will employ multiple strategies to reduce travel, traffic congestion and car parking demand (Figure 27). These include:

- Car parking regulation and enforcement that encourages turnover in high activity zones, reduces congestion and encourages people to travel "off peak" to spread demand (Section 4.2).
- Encouraging people to walk, ride or use public transport, while providing facilities and services that improve access by these modes and increasing travel options (Section 4.3).
- Bringing relevant land uses closer to where people live, work and play (Section 4.4).
- Remote and flexible working, which means that employees travel less often to workplace destinations.
- Travel behaviour change initiatives, such as Active School programs, which encourage people to travel differently.
- Education and awareness raising, by providing information on travel options and parking.

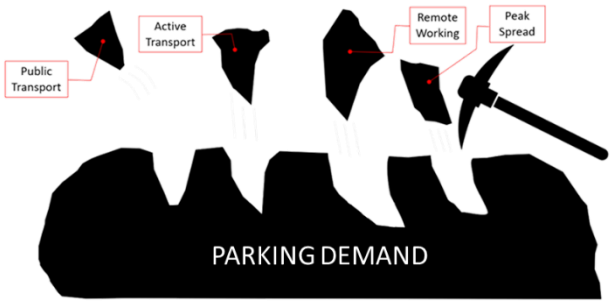


Figure 27: Chipping away at the car parking demand block

Encourage remote and flexible working to reduce travel and parking demand

A shift to remote working can dramatically reduce car parking demand in many locations, as it eliminates the need to commute. Studies of large urban areas estimate that this can reduce commuting by car by 12-17% (Akshay et al, 2021).

Council established that if its workforce based in Cleveland worked remotely one day a week, this would reduce car parking demand in the centre by up to 10%. This could free up 120 spaces, enough to reduce peak demand and allow other centre visitors and businesses to find car parking spaces more readily.

Council will work with other organisations to encourage remote working where it is feasible.

Encourage people to change how they travel to their destinations

Figure 28: Ludmilla Primary School 'Walking Bus' in Northern Territory

Encouraging people to change how and when they travel can substantially reduce traffic congestion and car parking demand. With 50% trips to destinations in the city being less than 5km in length and 60% trips to school being less than 3km, there is scope to convert some of these trips from ones taken by private vehicle to ones made by foot, cycle and public transport (Figure 28).

Council will work with employers, schools, residents and others to encourage people to use other modes of travel than driving, where they can. This would include information on travel options, particularly when preparing Destination Access Plans. This information could also identify off-street car parking in the immediate area.

5.0 Implementation

5.1 Approach

This Access and Parking Strategy guides how Council envisages access and parking will be optimised in a range of settings across Redlands Coast, to improve the community's access to opportunities within and beyond the city. These opportunities include access to jobs, education, health care, commercial areas and to recreational precincts.

Council will liaise with and survey residents, local businesses, visitors, peak bodies and transport providers to ensure the final Strategy provides clear direction on how access can be maintained and travel choice enhanced in the city, whether that be through the management and provision of parking, providing end of trip facilities for pedestrians, cyclists and micromobility devices (such as scooters, unicycles and various e- devices), or more community transport, car or ride share.

Settings that this Strategy applies to include the city's major destinations (such as its town centres, train and bus stations, ferry terminals, employment hubs, health precincts and major recreational and sporting areas). They also include existing private parking areas that are accessible to the public and parking and access provisions within new development.

We all use the transport system and make choices about how we travel. In this regard, Council will continue working with other government agencies and developers to ensure that appropriate access is factored into the planning and delivery of the transport network in Redland City, such as for state-controlled roads and other reserves, for public transport and within development sites.

5.2 Destination access plans

Many of the city's major access and parking challenges are concentrated in its major destinations. Addressing these requires detailed investigations, to deliver tailored solutions for each destination, consistent with this *Strategy*. These will be addressed via the delivery of a program of Destination Access Plans (DAPs).

DAPs will be prepared for major destinations, such as activity centres, ferry terminals, major recreational areas, sporting precincts, transit hubs, and other significant locations where coordinated access planning is necessary.

The preparation of DAPs will entail the following:

- Detailed review of existing and future issues, challenges, and opportunities to develop a clear understanding of the current situation at the destination.
- Data collection to inform the understanding of the current situation.
- Engagement with the community and stakeholders to seek feedback on the current situation and potential solutions.
- Assessment of the allocation and use of space against the Destination Access Hierarchy.
- Investigating the utilisation and management of existing privately owned car parking areas at or surrounding the destination to determine their impact on public car parking.
- Assessing the scope for parking for other modes and needs, such as for people with disabilities, cycles, emergency vehicles, passenger transport and ride-or car-share.
- Identification of appropriate car parking demand management measures.
- Identification of improvements to access for active and public transport, and shared transport modes.

- Identification of opportunities to bring other land uses to the destination that reinforce the function of the area and which reduce the need for excessive travel and parking.
- Delivery of an implementation plan, including short-term, medium-term, and long-term actions, where appropriate. The Plan will also identify triggers for change, such as population changes, infrastructure projects, or major development.
- Preparation of information to inform the community of their transport options at the destination.

The program for delivery of DAPs will be determined by the severity of current access and parking issues, development pressures or proposals impacting those destinations, safety concerns and the degree of stakeholder and community interest in each destination.

As the preparation of DAPs entails complex investigations, as well as community and stakeholder engagement, Council will deliver these Plans progressively for high priority locations over the next 5 years.

5.3 City Plan

Redland City Council will periodically review its town planning scheme (City Plan), which typically includes a review of its parking and access provisions to ensure consistency with this Strategy. City Plan regulates what parking and other facilities are required to be provided in new development, whether that be for residential, commercial or industrial or other land uses.

5.4 Priority initiatives

While the Strategy outlines initiatives that will be delivered over the next 20 years, the following priority initiatives will be Council's focus over the next 5 years:

- Delivery of DAPs at high priority locations.
- Review City Plan, including its access and parking provisions.
- Ongoing enforcement of car parking regulations at destinations to ensure compliance and efficient turnover.
- Introduction of smart technology and conducting surveys at destinations and other hot spots to monitor performance and guide future changes to parking and access.
- Deliver a policy on the establishment of infrastructure in public and private areas to support the current and future predicted use of electric vehicles and micromobility devices, such as through provision of dedicated parking and charging spaces.
- Roll out of end of trip facilities at locations covered by DAPs.
- Ongoing advocacy to relevant stakeholders and decision-makers to improve travel choices at key destinations, in particular improved public transport services.
- Advocate and collaborate with relevant stakeholders to address issues and provide solutions through the preparation of DAPs.
- Deliver a citywide Travel Behaviour Change Plan that encourages people to use sustainable travel modes, car and other ride share, including information on what travel options are available at and to destinations.

5.5 Targets, tracking progress and review

Figure 29 outlines targets that enable Council to measure and track progress towards facilitating more people to walk and ride more often for more trips.

Factor	Impact
Implement DAPs	• Reduction in levels of customer dissatisfaction at accessing destinations
Take up of travel by sustainable transport modes that supplants private vehicle trips	• Reduction or containment of car parking demand at destinations • Well-utilised of end-of trip facilities • Strong subscription base for car share/ ride share services • Contained congestion levels at peak periods • Increased active and passenger transport mode share
Efficient use of off street (private) car parking	• Reduction in demand for public (mostly on street or open air) car parking • High occupancy levels of private car parking
Parking requirements in City Plan	• Containment of street car parking to a level that is acceptable to the community • Car parking requirements support development and revitalisation of destinations • Land uses included in destinations that reduce the need to travel
Safety	• Improved perceptions of safety • Reduction in reportable incidents at destinations
Visual appeal and attractiveness of destinations	• Increased level of visitation • Combination of uses that attracts visitors • Reduction in need to park because land uses are collocated at destinations

Figure 29: Measuring progress in delivering the Strategy

Council will periodically review and modify this Strategy and other plans to ensure effective implementation in line with Council's priorities and the community needs and expectations.

More information

Glossary

ABS: Australian Bureau of Statistics

Access: the ability for people to reach and engage with places using a range of safe, convenient, affordable, and efficient transport options, enabling participation in work, education, recreation, and daily life.

Active transport: means walking and riding. This includes travel by foot, cycle, personal mobility devices (such as e-scooters and e-cycles) and wheelchair or mobility scooter. It excludes riding an animal or motorcycle.

Car parking: designated spaces for the storage of motor vehicles, such as conventional and electric vehicles, utility vehicles and light commercial vehicles.

Car share: means a service that allows you to book a car for short-term use.

City Plan: Redland City Council's town planning scheme for developing Redlands Coast, in accordance with *ShapingSEQ.*

Destination: a place that people travel to for a specific purpose, such as work, education, shopping, recreation, or accessing services.

Destination Access Hierarchy: a framework which ranks various forms of access to guide planning, design, and investment decisions at destinations which achieve desired outcomes. A higher ranking is provided to sustainable and cost-effective modes, as well as for modes with vulnerable users whose safety should be prioritised (for example, walking and cycling).

Destination Access Plans: the mechanism for destination-specific planning and design to occur at key destinations, including detailed investigations of existing and emerging conditions to deliver tailored solutions. These plans would also include engagement with key stakeholders and the community.

TMR: Department of Transport and Main Roads (Queensland Government)

End of trip facilities: facilities that encourage and support people who walk or cycle to or from a major destination. They may include cycle or scooter or parking/storage, lockers, showers and change rooms and ironing facilities.

Micromobility: modes of transport that use small, slow vehicles powered by battery or human-power. Examples include e-bikes, e-scooters, roller skates/skateboard, segways, etc.

Mode: a method of moving people or goods from one place to another. Modes include walking, riding a cycle of personal mobility device, mobility scooters, private vehicles and trucks, buses, trains, ferries and other forms of passenger transport.

Parking: encompasses various types of designated spaces for the storage of vehicles, typically cars, but also includes motorbikes, bicycles, and more recently other forms of personal mobility (e.g., e-scooters).

Parking demand: refers to the demand for parking spaces in a given area at a particular time, influenced by factors such as land use, time of day, and available travel options.

Parking occupancy: refers to the proportion of available parking spaces that are occupied at a given time (parking demand divided by parking supply), typically expressed as a percentage, and used to assess how efficiently parking resources are being used.

Parking regulation: refers to the rules and restrictions governing where, when, and how vehicles can park in a given area.

Parking supply: refers to the total number of parking spaces available in a defined area.

Public transport: shared passenger services such as buses, trains, and ferries, that operate on fixed routes and schedules and are available for use by the general public.

Redlands Coast Transport Strategy (2020): The Redlands Coast Transport Strategy is Redland City Council's strategy that provides the direction for developing the transport system in Redland city over the next 20 years. The strategy's life aligns with the timeframes defined in the Council's *City Plan* and the Southeast Queensland Regional Plan 2017 (ShapingSEQ).

Ride-share: a service that allows a customer to book a driver with a private vehicle from any location. It includes community transport providers, taxis and, possibly, autonomous vehicles that operate like taxis.

Riding: means riding cycles but also wheeled recreational devices (such as foot scooters and skateboards), as well as micro-mobility devices (such as e-bikes, e-scooters and other personal mobility devices). It excludes riding an animal or motorcycle.

ShapingSEQ 2023: The Queensland government's long-term vision for handling urban growth in the changing Southeast Queensland region by accommodating for future population growth while sustainably enhancing our communities and maintaining the Southeast Queensland we love.

Shared transport: refers to transport services where users share vehicles together or in sequence, including modes like ride-sharing, taxis, car-sharing, bike-sharing, community transport, and on-demand transport.

Smart parking technology: emerging technologies such as parking sensors, mobile apps, and dynamic parking signage, which can enable parking monitoring, management, information sharing, and decision making.

Sustainable travel (modes): any mode that has a reduced carbon output, as compared with private vehicles. This includes buses, trains, ride share or non-motorised transport (bike, walking, etc.)

Transport Strategy: Redland City Council's *Redlands Coast Transport Strategy 2020*

Walking: means walking but also running, jogging and using mobility aids such as walking frames and wheelchairs (including electric wheelchairs/motorised mobility scooters).

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