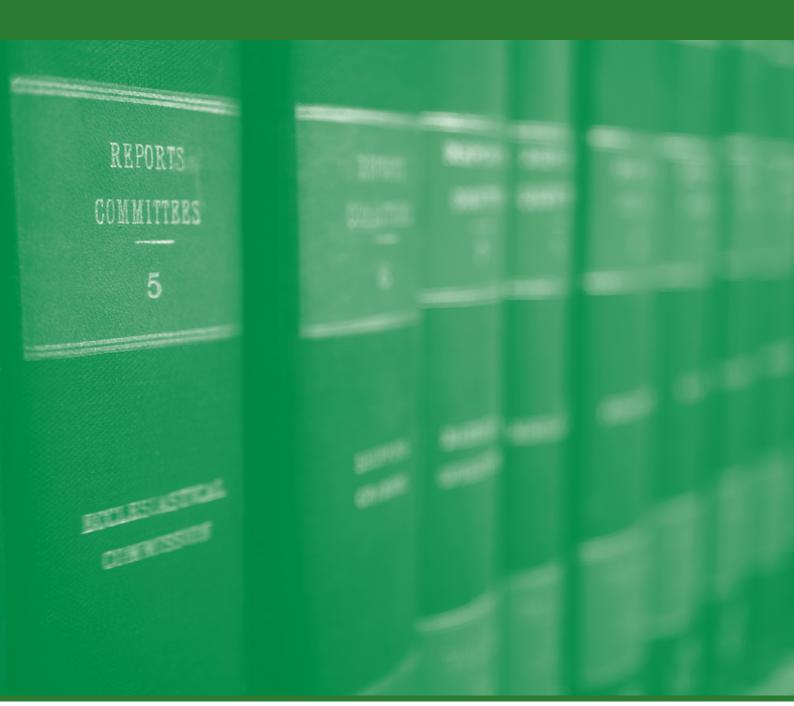
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Legislative Assembly of New South Wales

Legislative Assembly Committee on Transport and Infrastructure

Report 3/56 – May 2018

Commuter Car Parking in New South Wales



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The motto of the coat of arms for the state of New South Wales is "Orta recens quam pura nites". It is written in Latin and means "newly risen, how brightly you shine".

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Chair's Foreword

Commuter car parking has long been a part of the overarching public transport strategy here in New South Wales. It is an effective way to connecting people to public transport hubs, particularly those who do not live close to existing bus or train lines. It also provides benefits to the economy and eases traffic congestion on popular travel routes during peak weekday hours.

The evidence we heard in this inquiry recognised the importance of commuter parking today, even in the face of evolving technology, predicted technological advancements and resulting services. Commuter parking remains popular amongst commuters and reflects a significant service that the public needs now.

The inquiry was wide ranging in its exploration of commuter car parking, as evidenced by the nearly 100 submissions the Committee received and the variety of stakeholders who provided evidence throughout the course of the inquiry.

The Committee found that commuter parking was widely supported as a useful service. We congratulate Transport for NSW for showing great foresight in this area, as evidenced by the Park&Ride trials. These trials make use of the Opal card to ensure genuine commuters have access to commuter parking. Utilising technology as part of a multi-pronged approach to commuter car parking is essential.

While there are great developments in commuter parking, the Committee found areas for improvement. For example, the Committee heard there was a lack of consistency between State and local government guidelines specifically in regard to commuter parking guidelines. This made it difficult to factor commuter car parking into overall parking strategies. As such, the Committee has recommended that the State Parking Guidelines include specific guidelines for commuter parking in consultation with local governments.

Due to the popularity of commuter car parks, the Committee found that there is a need for clear and transparent strategies to manage this demand, as part of a multi-pronged approach to use commuter parking more efficiently and effectively. Therefore the Committee made recommendations that aim to manage the high demand on commuter parking, such as: free parking for commuters using the Opal card system, and trials for on-demand buses that can service transport hubs. The recommendations also encourage the use of point-to-point transport, car pooling and bicycle access to interchanges, all of which should ease the demand on commuter car parking spaces.

The Committee recognises that commuter car parking is a live issue that is constantly changing, especially as new services and technology enter the market. Various issues were raised that are on the horizon in this area and it may be useful for the Committee to examine them at a future date. For example, the impact of autonomous vehicles on commuter behaviour.

I would like to thank the stakeholders who took part in the inquiry by making submissions and appearing at the committee's public hearing.

I would also like to thank my fellow Committee members for their contributions and insights throughout the Inquiry, and Committee staff for their assistance in preparing our report.

Eleni Petinos Chair

Summary

Conduct of the inquiry

On 22 June 2017, the Committee on Transport and Infrastructure (the Committee) resolved to conduct an inquiry into commuter car parking in New South Wales. The inquiry terms of reference required the Committee to look at current state policies covering commuter car parking, the potential for restricting access to car parks and alternative methods of accessing stations such as point-to-point transport and on-demand buses.

The importance of commuter car parking

Commuter car parking is provided across NSW close to many public transport interchanges. This offers commuters the convenience of driving their car to the interchange and then connecting to a train, bus or ferry to complete their journey. Commuter car parking is free to all users in NSW.

The Committee found that commuter car parking still has an important role to play in helping people to access transport interchanges and that it should remain free for genuine commuters. Free commuter parking is likely to increase the use of public transport and ensure that it is accessible to everyone. While there are potential changes coming as point-to-point transport and on-demand services become more popular, the Committee heard that for the immediate future, commuter car parking will still have an important role to play.

The need for clearer guidelines

The Committee recommends that the NSW Government formulates specific guidelines for commuter car parking. These will help key stakeholders, including local government plan how to integrate commuter parking into an area and create consistency across the state.

Strategies to manage demand for commuter car parking

Commuter car parking's popularity means that sometimes people find it difficult to find a parking space. The Committee has made several recommendations aimed at managing demand for commuter car parking. In particular, the Committee commends and supports the trial of Opal-card accessed car parks. It recommends that the trials are expanded with priority given to commuter car parks located in or near commercial hubs. People using these car parks will be required to tap on when they enter – if they then take public transport, parking will be free but if they do not, they will have to pay for parking. Non-commuters taking up space in commuter car parks was a source of much frustration to people who made submissions to this inquiry. This is an innovative way to address that problem.

The Committee also supports the trials of on-demand buses as an alternative to people driving to interchanges. The report also contains recommendations to encourage the use of point-to-point transport, car pooling and bicycles to access interchanges and thereby free up spaces in commuter car parks.

Improve research around commuter parking to help future planning

Finally, the Committee has recommended that the Government conducts more research around commuter car parking. Having this information will be important as the other options discussed become more popular and commuter parking policies may need to adapt accordingly.

Findings and Recommendations

Finding 11
The Committee finds that commuter car parks still have an important role to play and the Government should continue to provide this service to commuters
Finding 27
The Committee finds that the policy of providing free parking for commuters encourages people to catch public transport, makes it accessible to all people and should be retained.
Recommendation 19
The Committee recommends that commuter car parking be included as part of the Greater Sydney Parking Guideline which will be developed and implemented in collaboration with local government.
Recommendation 211
The Committee recommends that Transport for NSW makes more information available on its decision making process on the location of commuter car parks to clarify what evidence is considered
Recommendation 313
The Committee recommends that Transport for NSW's trial of Park&Ride Opal activated car parks be expanded, as soon as is feasible, with priority given to car parks which are located in or near commercial hubs.
Recommendation 416
The Committee recommends that any revenue raised by future trials or the implementation of the Park&Ride system across the transport network, should be reinvested in specific commuter access projects.
Recommendation 517
The Committee recommends that the trial of on-demand services to access transport interchanges be expanded.
Recommendation 620
The Committee recommends that Transport for NSW considers working with the point-to- point transport industry to explore options to provide alternative methods for commuters to access transport interchanges.
Recommendation 723
The Committee recommends that Transport for NSW trials reserving priority parking spaces in commuter car parks for commuters who 'carpool'.

Recommendation 824
The Committee recommends that Opal card accessed bike sheds be provided at more stations, with priority given to those stations which have proven demand for cycling.
Recommendation 9 28
The Committee recommends that Transport for NSW conducts research to identify relevant trends in commuter activities, including:
• whether people parking in commuter car parks are genuine commuters;
• commuters' willingness to use alternative methods to travel to a transport interchange, rather than using a private vehicle;
occupancy rates of commuter car parks; and
• the distance commuters would be willing to travel from a commuter car park to access a transport interchange.
Recommendation 10 30
The Committee recommends that the Government works with private companies to share data, including data on commuter car parks, and encourage the development of mobility-as-a-service apps.
Recommendation 11 32
The Committee recommends that Transport for NCW develops an everypers compaign

The Committee recommends that Transport for NSW develops an awareness campaign highlighting the various options available to travel to transport interchanges.

Chapter One – Commuter car parking in New South Wales

Current car parking policies are appropriate

Commuter car parking remains relevant

Finding 1

The Committee finds that commuter car parks still have an important role to play and the Government should continue to provide this service to commuters

- 1.1 The Committee considers that commuter car parking remains a popular option in New South Wales, can provide many benefits to commuters and the economy and remains relevant in the face of changes in technology and commuter behaviour. As such, the Government should continue to provide this service to commuters for the time being.
- 1.2 Commuter car parks are a significant part of the public transport network in NSW. They allow commuters to drive to the most convenient location before catching a train, bus or ferry for the remainder of the journey. The Committee received numerous submissions from residents across NSW as part of this inquiry. It is clear that commuter car parks remain a popular option, particularly for people travelling to a train station.
- 1.3 Commuter car parking facilities are located close to many public transport hubs throughout NSW. According to the NSW Government:

There are currently over 36,000 dedicated off-street CCP [commuter car parking] spaces at train stations in NSW on the Sydney Trains and Intercity network. There are also many other free off-street CCPs operated by local councils. Of the 307 Sydney Trains and NSW intercity network, 215 have dedicated off-street dedicated CCPs.

Of the 68 regional stations in NSW, 48 have marked customer long-stay car parks and 20 have unsealed, unmarked parking spaces. $^{\rm 1}$

The benefits of commuter car parking

1.4 The benefits of commuter car parks were summarised by the ridesharing service, Uber. They observed that while most people do not live close to a public transport interchange, the provision of car parks allows people to travel to them easily:

... commuter car parks have served a role in enabling access to public transport infrastructure. These car parks have been effective solution to the 'first/last mile' problem – the problem that most public transport hubs only get commuters within a mile of their home. Car parks at train stations and other hubs have enabled

¹ NSW Government, Submission 94, p25.

commuters to commute via multi-modal transport: driving their car a short distance before catching a train, bus or ferry.²

1.5 The Committee was pleased that the NSW Government recognised the importance of commuter car parks. They highlighted that, for certain people in certain situations, driving to a train station is the best option:

Commuter car parks ... are an important component of an integrated transport network, improving access to frequent public transport services for customers living in lower-density areas, where it is difficult or costly to provide frequent feeder bus services, and for the elderly or people with a disability.³

- 1.6 The NSW Government explained that Transport for NSW works with the Greater Sydney Commission to support its objectives. These objectives include better access and transport connections in Greater Sydney where:
 - most people can commute to their nearest city centre by public transport; and
 - everyone can travel to their nearest strategic or district centre by public transport seven days a week.⁴
- 1.7 Having reliable commuter car parking to help commuters easily access transport interchanges will be an important factor in meeting these objectives. The NSW Government highlighted that international research suggests that creating new commuter car parking spaces usually generates new public transport use.⁵
- 1.8 On the subject of the high demand for commuter parking at train stations, a representative from Transport for NSW observed:

As long as those people are all catching the train, that is fantastic. ... We like people using public transport, and if commuter car parks assist in achieving that, that is great. $^{\rm 6}$

- 1.9 Additional benefits of commuter car parking, in the Government's view, are to:
 - extend the reach of public transport;
 - increase the attractiveness of using public transport;
 - transfer car parking demand from areas with limited parking available;
 - ease congestion by decreasing vehicle trips; and
 - concentrate passenger demand on rapid transit routes.⁷

² Uber, Submission 67, p4.

³ NSW Government, Submission 94, p6.

⁴ NSW Government, Submission 94, pp8-9.

⁵ NSW Government, Submission 94, p11.

⁶ Mr Anthony Wing, Executive Director, Transport Policy, Transport for NSW, Transcript of evidence, 16 October 2017, p47.

⁷ NSW Government, Submission 94, pp10-11.

- 1.10 The Government provided information on research conducted in 2013 which found that commuter car parking could lead to large individual savings for commuters to Sydney. It was shown that a car driver replacing a car trip to the CBD with a public transport trip (while retaining the car) can save an average of \$8,141 (based on an average cost of \$13,026 per annum to drive to the city).
- 1.11 There are bigger savings available for those who travel further to reach the city as their journeys will usually cost more:

The savings are greatest for those commuters who drive further, with the average Australian car commuter who lives 25 kilometres from the CBD spending \$14,639 per annum, compared with \$7,432 for commuters 5 kilometres from the CBD.⁸

1.12 Ku-ring-gai Council observed that commuter car parking had greatly benefited its residents as it has made it easy for them to use the rail network. This has led to positive economic effects:

Ku-ring-gai has enjoyed direct and convenient use of the North Shore train line using private vehicle as a first mile/last mile mode of travel with free parking around stations for many generations. Ease of access to rail has underpinned the economic growth of Ku-ring-gai and its residents with significant flow-on benefits to state revenues.⁹

Ensuring commuter car parks are accessible

- 1.13 Transport for NSW 'plans and, through its agencies or contractors, constructs and maintains [commuter car parks]'.¹⁰ It was also noted that, 'commuter parking demands are occasionally met through partnerships with local governments or other entities.'¹¹
- 1.14 Commuter car parks are particularly important for people with a disability. The number of accessible parking spaces required to be provided is outlined in the Building Code of Australia and the Disability (Access to Premises Buildings) Standards 2010 Access Code.
- 1.15 Public transport buildings are Class 9b. Therefore, if up to 1,000 spaces are provided, there must be 1 accessible space for every 50 car parking spaces or part thereof. For each additional 100 car parking spaces or part thereof in excess of 1000 car parking space, 1 additional space is required.
- 1.16 In addition, the NSW Government noted that, 'under the prescribed Accessibility Standards an "accessway" (pedestrian Continuous Path of travel) from any required accessible car parking to relevant buildings are required to be accessible'.¹²

⁸ NSW Government, Submission 94, p11.

⁹ Ku-ring-gai Council, Submission 74, p1.

¹⁰ NSW Government, Submission 94, p12.

¹¹ NSW Government, Submission 94, p12.

¹² NSW Government, Submission 94, p13.

1.17 The Committee is pleased that Transport for NSW is aware of the relevant guidelines and that they ensure that commuter car parks are properly designed to help people with disabilities access them.

Meeting demand for commuter car parking

- 1.18 Commuter car parking's popularity can be shown by its high demand. A large number of submissions to this inquiry called for additional facilities to be built at the local station.¹³
- 1.19 Similarly, the NSW Government reported on an assessment of Sydney Metropolitan commuter car park stations conducted in 2014. This showed that, on average, just under 40 per cent of the current commuter car parking demand at metropolitan stations is accommodated in formal off-street commuter car parks. On-street, council or private operated parking can satisfy 50 – 60 per cent of commuter car parking demand. The Government recognised that it is not possible to fully satisfy commuter parking demand in formal off street car parks. They highlighted research which recommended a target of 50 per cent of total commuter car parking demand be accommodated off street.
- 1.20 The NSW Government has made 5,700 new commuter car parking spaces available since 2011. These have primarily been at train stations but spaces were also provided in Baulkham Hills for commuters using the M2 bus T-Way and North Rocks for M2 bus users.¹⁴
- 1.21 Transport for NSW also told the Committee that several projects are currently underway, with commuter car parks in construction, detailed design or planning at:
 - Ashfield
 - Beverley Hills
 - Cabarita
 - Campbelltown
 - Casula
 - Carlingford
 - Eastwood
 - Hornsby
 - Lindfield
 - Merrylands

¹³ See, for example, Ms Josephine le Cheminant, Submission 4; Mrs Lynette Lennon, Submission 10; Mr Brian Goodey, Submission 23; Mr Paul Hutchinson, Submission 80.

¹⁴ NSW Government, Submission 94, p25.

- Pendle Hill
- Prairiewood
- Rooty Hill; and
- West Pennant Hills.¹⁵
- 1.22 As part of the North-West Metro, 4,000 off-street dedicated commuter car parking spaces will be provided at the following stations:
 - Cudgegong Road
 - Kellyville
 - Bella Vista
 - Showground; and
 - Cherrybrook.¹⁶
- 1.23 There will also be approximately 900 new commuter car parking spaces to support the operation of the Northern Beaches B-Line service, across the following six locations:
 - Mona Vale
 - Warriewood
 - Narrabeen
 - Dee Why
 - Brookvale; and
 - Manly Vale.¹⁷
- 1.24 This further provision for commuter car parking as the public transport network expands received positive feedback. The NRMA reported that it:

... wholeheartedly supports the NSW Government's approach of providing adjacent park and ride facilities at transport hubs as part of the expansion of the state's public transport network. The NRMA applauds the creation of 4,000 car parking spaces alongside the eight new stations of the Sydney Metro North West and the 900 car parking spaces being provided as part of the B-Line on the Northern Beaches.¹⁸

1.25 Similarly, the Committee commends Transport for NSW for its continuing work providing commuter car parking for the people of NSW. The Committee considers

¹⁵ NSW Government, Submission 94, p26 and Transport for NSW, Answers to questions on notice, 23 November 2017, p2.

¹⁶ NSW Government, Submission 94, p26.

¹⁷ NSW Government, Submission 94, p26.

¹⁸ NRMA, Submission 65, p2.

that, given their expertise, Transport for NSW is the most appropriate agency to operate in this area. We are pleased to see that commuter car parking is also being considered when planning new transport solutions such as the North-West Metro or the Northern Beaches B-Line service.

Commuter car parks still have a role to play

- 1.26 Several submissions to this inquiry considered developments in the future that would make the commuter car park unnecessary. Some of these developments included:
 - lower car ownership and driver licence acquisition in younger generations;¹⁹
 - the rise in popularity of, and better technology to facilitate, ride sharing and on-demand transport services;²⁰ and
 - connected and automated vehicles.²¹
- 1.27 However, on further investigation, it is apparent that while changes are afoot, the commuter car park will remain relevant for the foreseeable future. Mr Matthew Gijselman, General Manager Public Affairs, NRMA expressed the view that:

Until the point in time where no-one owns a car and they all just order them, which is some time away, personal car ownership will still be a thing, even though our expectation is that car pooling will increase. Those cars will still need to go somewhere before they jump on a mass transit option.²²

- 1.28 The Committee notes that this is a period of transition for those wanting to access public transport. One of the reasons the Committee began this inquiry was to determine whether current strategies were appropriate in the face of rapid change. However, we find that commuter car parking continues to have an important role to play and it is not yet the time for the Government to abandon this policy.
- 1.29 Later in this report, the Committee discusses and highlights some of the changes which are imminent or have recently occurred and how they can be used to help manage demand for commuter car parking. For example, there are new trials of on-demand bus services to help commuters reach transport interchanges. Regulatory reform in the point-to-point industry will also make these services easier for people to access. The Committee is pleased to see that the Government appears to be aware of these issues as they will need to be properly handled. This will ensure that commuters are given the best options to access the public transport network and should also lead to better efficiencies for Government.

¹⁹ Uber, Submission 67, p8.

²⁰ Mr Martin Rogers, Chief Executive Officer, NSW Taxi Council, Transcript of evidence, 16 October 2017, p22.

²¹ NRMA, Submission 65, p3.

²² Mr Matthew Gijselman, General Manager – Public Affairs, NRMA, Transcript of evidence, 16 October 2017, p4.

Free parking for commuters should continue

Finding 2

The Committee finds that the policy of providing free parking for commuters encourages people to catch public transport, makes it accessible to all people and should be retained.

- 1.30 The Committee supports continuing the provision of free commuter car parking as it encourages the use of public transport, ensures that it remains accessible to all residents of NSW and helps to prevent commuters from taking up other parking spaces. Information from the trials of commuter car parks which are only free for genuine commuters should also be considered before any policy changes occur in this area.
- 1.31 Commuter car parking in NSW is free to access for all users.²³ This remains a major attraction for those commuters who use these facilities. The NSW Government submission highlighted research conducted by Transport for NSW in 2015 which showed that commuters valued free parking at train stations, even if they acknowledged that free parking reduced the availability of spaces.²⁴
- 1.32 There are not many extensive surveys on this topic carried out in Australia. However, a study conducted by Transport Scotland in 2012 found that introducing or increasing charges for commuter parking would lead to a reduction in demand for rail travel. This study was based on a very small fee being introduced. Furthermore, the study concluded that charging for commuter parking would not lead to any increase in revenue:

Regardless of whether the car park is free or already charged, the increased parking charges would mean the revenue loss from rail passengers switching to other modes would exceed the income from the newly introduced parking charges.²⁵

1.33 Free commuter car parking also ensures that public transport remains accessible to people from all backgrounds. The Central Coast Local Health District emphasised that introducing additional fees to use public services has a greater effect on people from lower socioeconomic backgrounds. They argued:

Consider equity, accessibility and the social determinants of health. Any increased cost to consumers to access programs, infrastructure or services stands to disproportionately impact people of a low socioeconomic status. This may restrict or reduce access to work for these people.²⁶

1.34 This was echoed by the NSW Taxi Council who did not support introducing a fee for commuter parking. They were concerned that it would be unfair for those people who do not have a choice. They argued:

²³ With the exception of the recently introduced trial of Park&Ride car parks which remain free for people who catch public transport but charges a fee to those who do not.

²⁴ NSW Government, Submission 94, p15.

²⁵ The Effects of Park and Ride Supply and Pricing on Public Transport Demand, Transport Scotland, 2012, p29.

²⁶ Central Coast Local Health District, Submission 70, p3.

We strongly believe that there are those who would need to genuinely use commuter car parking and in some cases have limited options other than using commuter car parking. We do not think [a fee] is fair for the genuine users.²⁷

- 1.35 The Committee would not like to see people prevented from taking public transport or choosing not to use commuter car parks because they were unable to afford it.
- 1.36 If a fee were introduced for commuter car parking, this would also run the risk of more commuters parking in local streets to avoid the charge. As has already been discussed, the NSW Government recognises that on-street parking partially meets the demand for commuter car parking. However, should a fee be introduced for off-street commuter car parks, any free or cheaper on-street parking would become more popular. Parking Australia noted that:

[Charging for commuter car parking] could have the potential to overspill vehicles onto the street and into other activity centres, such as retailers, shopping centres which has the potential to facilitate greater enforcement activities.²⁸

1.37 Parking is also required for people who need to conduct their business in a local area. It would be better not to create further competition between commuters and local residents or workers. Penrith City Council observed that:

Council does not support user pays for commuter parking. This will likely drive more people away from public transport and add to road congestion or into all day spots provided for City Centre workers, which they would occupy earlier than the local workforce.²⁹

- 1.38 The Committee notes that the Government is currently conducting trials of commuter car parks which will use an Opal card to determine whether someone has caught public transport or not. Those people who took a trip on public transport will continue to receive free parking while those who did not will be charged a fee. The Committee will discuss this project further later in this report but it would be prudent to wait for the results of these trials to demonstrate the feasibility of offering free commuter parking only to genuine commuters.
- 1.39 The Committee does not support those stakeholders who argued for the introduction of a nominal fee for commuter car parks. The Committee recognises that free parking is one of the factors that leads to a high demand for further parking spaces and that Government funding is finite. However, we also consider that the current trials of Opal restricted car parks and the recommendations contained in this report should alleviate some of this demand. The research conducted for Transport Scotland should not be discounted and the Committee supports the Government's efforts to increase patronage of public transport.

²⁷ Mr Nick Abrahim, Deputy Chief Executive Officer, NSW Taxi Council, Transcript of evidence, 16 October 2017, p23.

²⁸ Parking Australia, Submission 93, p5.

²⁹ Penrith City Council, Submission 56, p5.

Improving consistency and transparency

Include commuter car parking in the Greater Sydney Parking Guideline

Recommendation 1

The Committee recommends that commuter car parking be included as part of the Greater Sydney Parking Guideline which will be developed and implemented in collaboration with local government.

- 1.40 An important factor in delivering commuter car parking is to ensure that there is consistency across the state. This will be particularly important as new options become available, for example the Park&Ride system being trialled by the Government or the increase in on-demand transport. By developing sound guidelines, Transport for NSW can help stakeholders in this area to plan accordingly.
- 1.41 A common view expressed during this inquiry was that it was difficult to find a specific policy which related to commuter car parking. There are broad policies and strategies published by Transport for NSW which include commuter car parking, including the Transport Master Plan and the Future Transport Strategy 2056. However, there does not appear to be any detailed guidelines for those involved in the provision of parking. Ku-ring-gai Council noted that:

Current state government policies covering commuter parking are targeted at a high level, with commitments such as customer focused integrated transport planning, connecting people to jobs, reducing congestion and investment in transport infrastructure etc.³⁰

1.42 This results in a lot of variation between local government areas [LGAs]. It can also lead to conflict between local needs and the intended aims of wider government policies. PeopleTrans observed that:

Although there are good examples of parking plans in Sydney ... these are LGA specific and have been guided by internal expertise which is not always consistent with wider NSW parking policy and its intent.³¹

1.43 Transport for NSW told the Committee that they can have better working relationships with some councils rather than others. When the idea of a guiding policy was suggested, they were open to it. Mr Anthony Wing, Executive Director, Transport Policy, Transport for NSW indicated that:

The real thing is we have a policy and an approach to how we deal with interchanges. We work with local councils but different councils take different views on how they deal with things. ... Other councils work closely with us and assist us. It is a good question. If the Committee was thinking about such a policy it would be an interesting thing to look at.³²

³⁰ Ku-ring-gai Council, Submission 74, p4.

³¹ PeopleTrans, Submission 81, p1.

³² Mr Anthony Wing, Executive Director, Transport Policy, Transport for NSW, Transcript of evidence, 16 October 2017, p47.

1.44 The Committee is of the view that working with local government in this area is important as they can have useful insights into the different issues faced in different locations. Ku-ring-gai Council highlighted the importance of local consultation and the benefits of this approach to residents and commuters:

Therefore, in considering new or remodelled commuter car parking, a process for design consultation with Council and incorporation of local approach is necessary to ensure that the provision does not result in out of character built form and that instead the development can have the highest and best outcomes for the local area, its community and commuters.³³

- 1.45 While an overarching policy with guiding principles will be useful, there should also be provisions for local councils to tailor the details to their specific needs. This is why the Committee has recommended that the guideline be developed in conjunction with local government.
- 1.46 PeopleTrans highlighted the importance of considering different local needs while also creating a framework that would lead to better consistency across the state. Mr Alan Stewart, Director, PeopleTrans, told the Committee:

... there needs to be a degree of consistency. I agree completely that every area is different—the characteristics are different. When it comes to commuter car parking, each centre, each station, is completely different, and so when you are planning for these things, each location needs to be planned for based on its make-up. I am trying to advocate for some overarching guidance that provides some level of consistency as a starting point. A lot of the things that you mentioned have a starting point that is local government led, so that is fine. But New South Wales is a State, and there needs to be some overarching guidance. At the moment there is not a lot of it.³⁴

- 1.47 Future Transport 2056 is the government's strategy for the next forty years of transport in NSW, and is made up of:
 - The Draft Future Transport Strategy;
 - The Draft Regional NSW Services and Infrastructure Plan; and
 - The Draft Greater Sydney Services and Infrastructure Plan.
- 1.48 The Draft Greater Sydney Services and Infrastructure Plan states that one of the initiatives for investigation is to develop and implement a Greater Sydney Parking Guideline in collaboration with local government.³⁵
- 1.49 The Committee supports the development of such a guideline and recommends that commuter car parking be included. As has been discussed, commuter car parking has an important role to play for commuters and local residents. It is also likely that the introduction of new concepts such as commuter car parks with Opal card access and the increasing availability of on-demand services to access transport interchanges, will have an effect on general parking in an area.

³³ Ku-ring-gai Council, Submission 74, p6.

³⁴ Mr Alan Stewart, Director, PeopleTrans, Transcript of evidence, 16 October 2017, p10.

³⁵ Draft Greater Sydney Services and Infrastructure Plan, NSW Government, October 2017, p18.

1.50 The development of this guideline is marked as an initiative for investigation (0-10 years). It will be 'investigated for potential commitment or implementation within the next 20 years' and 'prioritised for more detailed investigation to determine if [it is] required in the next decade'.³⁶ Given the evidence received by this Committee, we would support work beginning on this guideline to begin sooner rather than later and would hope to see it implemented in the next decade at the latest.

Decision making on the location of commuter car parks

Recommendation 2

The Committee recommends that Transport for NSW makes more information available on its decision making process on the location of commuter car parks to clarify what evidence is considered

- 1.51 There appeared to be some confusion amongst stakeholders on how the Government made decisions on where to build new commuter car parks. Transport for NSW explained their processes which seemed to address a number of the issues raised. The Committee considers that it would be helpful if this information were made more readily available to ensure that stakeholders had a better understanding of the process.
- 1.52 The lack of a specific commuter car parking guideline means that stakeholders are not clear on how decisions are made on where to locate commuter car parks. It was argued that these decisions are not always based on proper data and information but rather can be influenced by community demand and political lobbying. PeopleTrans suggested that:

The current processes and decisions for determining the locations of commuter car parking, in our experience, are often reactive to community demands which are then advanced further by local politicians. This is not how the location of future commuter car parking should be determined in NSW but is sometimes the reality.³⁷

1.53 When choosing the location for commuter car parks, it was argued that decisions should be evidence based. New commuter car parks or upgrades should occur in areas where the need is greatest. Planning should consider the number of people that access a transport interchange, the alternatives available to those people, and the location of the interchange within the transport network. NRMA advocated this approach stating that they:

... support a merit-based methodology that determines the expansion of commuter car parking in terms of greatest need and benefit to the largest number of commuters, and also takes into consideration the need to support public transport accessibility in outer suburbs and regional communities. The NRMA supports a decision making process for commuter car parking that uses an evidence-based approach to support the business case for public investment in these assets.³⁸

³⁶ Draft Greater Sydney Services and Infrastructure Plan, NSW Government, October 2017, p17.

³⁷ PeopleTrans, Submission 81, p3.

³⁸ NRMA, Submission 65, p2.

1.54 The Committee was pleased that Transport for NSW does examine many of these aspects when planning for commuter car parking. They told the Committee that there are various factors which are considered before a commuter car park is built. They explained that:

[Transport for NSW] undertakes precinct planning in and around public transport stations, considering demand, whether the station is currently accessible, the nature of the trips people are making through it and the nature of the local area.³⁹

1.55 They also look at how a potential car park would operate in the greater public transport network. In particular, whether there are other options available for people looking to access a station. They informed:

Further, [Transport for NSW] considers the proximity of the proposed location to the Sydney CBD or other strategic centres, the availability of feeder services such as bus networks, the nature of the interchange in relation to the broader network (i.e. whether it is a gateway station to the rail network for regional customers), and the availability of commuter car parking at other locations on a transport line or section of a line. Land use, pricing, other parking options and related infrastructure and construction activity are also important considerations.⁴⁰

- 1.56 The NSW Government highlighted the fact that policies and decisions relating to commuter car parks are made with transport interchanges in mind. Transport interchanges are where 'customers join or transfer between modes on the transport system, including combinations of rail, bus, car, taxi, ferry, light rail, bicycle and walking'.⁴¹ Therefore there are wider policies relating to these interchanges which also affect the decision on providing commuter car parks.
- 1.57 Given that Transport for NSW clearly has decision making processes in place for where to build new commuter car parks, the Committee considers that it would be beneficial for them to make this information more readily available. The Committee appreciates that some of these decisions are based on wider policies which affect all aspects of an interchange. However, these are still evidence based decisions, and should be easier for other stakeholders to access. Some of these details could also be included in the commuter car parking guideline outlined in this report's previous recommendation.
- 1.58 An additional benefit to making the decision making process on the location of commuter car parks more transparent is to better inform the general public and manage their expectations. The Committee received a very large number of submissions which called for better or more plentiful commuter car parking in their area. Unfortunately, with a finite level of funding, not all of these areas will be provided with a new commuter car park. This report has outlined a number of new car parks which are being planned or built, and it may be beneficial if people were able to better understand the criteria by which those car parks were prioritised.

³⁹ Transport for NSW, Answers to questions on notice, 14 November 2017, p2.

⁴⁰ Transport for NSW, Answers to questions on notice, 14 November 2017, p2.

⁴¹ NSW Government, Submission 94, p5.

Chapter Two – Improving the situation for commuters

Expanding trials to improve access to stations

Opal activated commuter car parks

Recommendation 3

The Committee recommends that Transport for NSW's trial of Park&Ride Opal activated car parks be expanded, as soon as is feasible, with priority given to car parks which are located in or near commercial hubs.

- 2.1 The Committee supports the provision of parking for genuine commuters who use public transport. The recent introduction of Opal card restricted commuter car parking is an innovative way of helping to discourage people who are not using public transport from using these car parks. The Committee recommends expanding the trial of Opal-activated car parks to all commuter car parks across NSW, as soon as is feasible. In particular, Transport for NSW should prioritise those car parks which are near commercial hubs and are more likely to be used by non-commuters visiting other facilities.
- 2.2 The purpose of commuter car parks is to create access for genuine commuters living in lower density areas to public transport services, such as buses, trains and ferries.⁴² However, a number of stakeholders raised concerns that commuter car parks are being used by non-commuters. The problem is more common in urban centres, compared to regional areas. Mr Alan Stewart, Director, PeopleTrans highlighted:

What happens is that there is abuse of commuter car parking facilities. Hundreds of spaces are provided at the station but you get staff that work in the centre, shoppers and commuters all using it. So it really diminishes the function; whereas in outer areas the town centres are away from the station or the transport hub, so you literally only have a transport hub, and commuter parking.⁴³

2.3 Transport for NSW conducted research into the use of commuter car parks, and found that in some instances there were a number of non-commuters using them. Mr Anthony Braxton-Smith, Deputy Secretary Customer Service, Transport for NSW reported:

What we found – and this was very location dependent – was that in some instance 20 per cent of the spaces were being used by people who were not taking public transport. In fact, in one instance, a touch over 50 per cent of the people who were

⁴² <u>https://transportnsw.info/travel-info/ways-to-get-around/drive/commuter-parking</u> and Mr Anthony Wing,

Executive Director, Transport Policy, Transport for NSW, Transcript of Evidence, 16 October 2017, p42.

⁴³ Mr Alan Stewart, Director, PeopleTrans, Transcript of Evidence, 16 October 2017, p7.

parking in that car park were running errands in the local area or going somewhere in the local area, but not using public transport. $^{\rm 44}$

- 2.4 The Committee is concerned to hear that commuter car parks are being used by people who are not taking public transport. The Committee considers that non-commuters' use of commuter car parks is not in line with its intended purpose. This inquiry has established that there is a high demand for commuter car parking which can lead to frustration when parking spaces are not available. The use of spaces by people who are not genuine commuters makes this situation worse.
- 2.5 Further, it is unfair to those people who require priority parking to access public transport such as people with disabilities, seniors and people with mobility restrictions. Ku-ring-gai Council noted that parking availability can be an issue in their area:

The majority of commuter parking spaces are full by seven a.m. to seven-thirty a.m, ... This already creates a barrier for certain groups to use rail, including the less mobile and parents.⁴⁵

2.6 The NSW Taxi Council argued that free commuter car parking is necessary in order to ensure access for all commuters, particularly those who are more reliant on it. Mr Nick Abrahim, Deputy Chief Executive Officer, NSW Taxi Council stated:

We strongly believe that there are those who would need to genuinely use commuter car parking and in some cases have limited options other than using commuter car parking. ... it might be passengers from an accessibility perspective or passengers who might suffer a disability.⁴⁶

2.7 The NRMA supported reserving commuter car parking for genuine commuters. They suggested using incentives to ensure that spaces are available for genuine commuters. Mr Matthew Gijselman, General Manager Public Affairs, NRMA noted:

It is entirely possible for the Government to establish and to drive policy outcomes that ensure those spaces are used mostly by commuters, and that is something the NRMA would support. There is no technological reason that we could not have a swipe-and-park situation with the Opal card. If you are at a commuter car park and you need to use your Opal card to get on the train, the Government could drive behaviour by allowing preferential arrangements for you as a commuter.⁴⁷

Transport Park&Ride

2.8 Transport for NSW introduced a new commuter car parking trial, also known as Transport Park&Ride, which uses the Opal card to 'protect commuter car parking spaces for commuters'.⁴⁸ Commuters who use public transport will continue to

⁴⁴ Mr Anthony Braxton-Smith, Deputy Secretary Customer Service, Transport for NSW, Transcript of Evidence, 16 October 2017, p37.

⁴⁵ Ku-ring-gai Council, Submission 74, p7.

⁴⁶ Mr Nick Abrahim, Deputy Chief Executive Officer, NSW Taxi Council, Transcript of Evidence, 16 October 2017, p22.

 ⁴⁷ Mr Matthew Gijselman, General Manager Public Affairs, NRMA, Transcript of Evidence, 16 October 2017, pp2-3.
 ⁴⁸ Mr Anthony Braxton-Smith, Deputy Secretary Customer Service, Transport for NSW, Transcript of Evidence, 16

October 2017, p37.

receive free parking while non-commuters will be charged a fee. The trial commenced on 21 January 2018 in Dee Why. It operates in the commuter car park which services public transport services including the new Northern Beaches B-line bus service.⁴⁹

- 2.9 The Dee Why commuter car park offers 120 Transport Park&Ride car parking spaces, which provide up to 18 hours of free parking for public transport users using an Opal card.⁵⁰ Non-commuters are charged a fee for parking commensurate with commercial rates, which Transport for NSW advised acts as a price indicator to signal 'if you are not going to use public transport you are probably better off going to the local commercial car park'.⁵¹ Due to reduced demand for car parking spaces on weekends, the fees are correspondingly reduced 'to a competitive level' for non-commuters.⁵²
- 2.10 Another stage of the trial was launched at the B-Line commuter car park in Brookvale in April 2018.
- 2.11 The Committee received positive feedback on the commencement of the Park&Ride policy. The NRMA 'applauds' the Dee Why trial, and 'supports' the continuation of the Park&Ride policy across future transport projects, including light rail.⁵³ BusNSW also supported the concept behind the Park&Ride trial.⁵⁴
- 2.12 Other stakeholders expressed an interest in the notion and argued that similar trials would improve the situation of excess demand for parking spaces in their area. For example, Mr Alister Henskens SC MP noted:

Constituents complain that the free commuter car parking at Gordon and Killara is being used by local workers, tradespeople working on building sites or even apartment owners that live near railway stations.

A system of Opal Card ... access for only ... commuters to the existing parking stations at Gordon and Killara would be desirable. $^{\rm 55}$

- 2.13 The Committee notes that while this trial was a new announcement, we received similar suggestions from other stakeholders to ensure that commuter car parks were exclusively for commuters. The Committee is pleased to see Transport for NSW trialling innovative solutions using modern technology. By showing non-commuters that there is no benefit to parking in commuter car parks, this should free up more spaces for genuine commuters.
- 2.14 Concerns were raised during the inquiry about possible exploitation of the Park&Ride policy by non-commuters. When asked by the Committee, Transport for NSW, stated that it 'will be monitoring data throughout the trial and this will

⁴⁹ NSW Government, Submission 94, p18 and Transport for NSW, Answers to additional questions, p1.

⁵⁰ Transport for NSW, Answers to additional questions, p1.

⁵¹ Mr Anthony Braxton-Smith, Deputy Secretary Customer Service, Transport for NSW, Transcript of Evidence, 16 October 2017, p39.

⁵² Transport for NSW, Answers to additional questions, p5.

⁵³ NRMA, Submission 65, p2.

⁵⁴ Mr Darryl Mellish, BusNSW, Transcript of Evidence, 16 October 2017, p20.

⁵⁵ Mr Alister Henskens SC MP, Submission 50, p1.

input into recommendations regarding the trial, and any potential roll-out to the wider network.' $^{\rm 56}$

2.15 PeopleTrans also raised concerns about the operational nature of Opal-activated commuter car parking if non-commuters also carry Opal cards:

I am not sure how it will work because everyone, these days, has Opal cards. So even if you are not travelling to a centre to catch the train the method of charging is by Opal card. Most people have an Opal card so it would be hard to manage that or enforce it.⁵⁷

- 2.16 The Committee notes that the technology for the Park&Ride trial links to the Opal card network to confirm that a public transport trip has indeed been taken.
 According to Transport for NSW, only commuters who use their Opal cards for the purpose of using public transport are able to access free parking.⁵⁸
- 2.17 The Committee commends the commencement of the Park&Ride policy. The evidence collected throughout the inquiry indicates widespread support for this trial to attempt to reduce the number of non-commuters using commuter car parks.
- 2.18 The Committee eagerly awaits the results of the trial and encourages Transport for NSW to make any necessary adjustments to ensure that this policy is a success. The Committee also considers that other areas across NSW may greatly benefit from Transport Park&Ride facilities. Following the information gathering period for the current trial, the Committee supports expanding the trial as soon as is feasible. In particular, we note the evidence that some commuter car parks are used more than others by non-commuters, especially if they are in or near commercial hubs. The Committee considers that these car parks should be prioritised for the installation of the Opal card restricted access.

Recommendation 4

The Committee recommends that any revenue raised by future trials or the implementation of the Park&Ride system across the transport network, should be reinvested in specific commuter access projects.

- 2.19 The Committee understands that the trial of Opal-restricted Park&Ride car parks will not generate any income for the Government. However, should anything change in the future that makes this system profitable, the Committee supports spending this money on projects which will improve commuter access to public transport interchanges.
- 2.20 The Committee recognises that the aim of the Northern Beaches Park&Ride trial is not a revenue-raising exercise, and in fact may come at cost to Government.⁵⁹ According to Transport for NSW:

⁵⁶ Transport for NSW, Answers to additional questions, p1.

⁵⁷ Mr Alan Stewart, Director, PeopleTrans, Transcript of Evidence, 16 October 2017, p7.

⁵⁸ Transport for NSW, Answers to additional questions on notice, pp4-5.

⁵⁹ Transport for NSW, Answers to additional questions on notice, p5.

The cost of operating the controlled access system [for the Northern Beaches Park&Ride trial] is a cost to government. Private operators will receive a fee to run the system, which will be offset by any revenue raised.⁶⁰

- 2.21 The Committee is pleased to see this trial go ahead, despite the costs. In the future, there may be economies of scale involved in rolling this technology out across the state. Alternatively, different arrangements may be made with the private operators. Should any of these developments cause the system to become profitable, the Committee recommends that this money be allocated towards further assisting commuters in accessing public transport. It should not, become part of a consolidated transport fund.
- 2.22 Some stakeholders recommended that commuters be charged for parking in commuter car parks. This money could then be used to improve mobility for commuters, and particularly for improving access to public transport. According to the NRMA, revenue generated from commuter car parking schemes should be allocated towards interchange accessibility projects. Mr Matthew Gijselman, General Manager Public Affairs, NRMA observed:

Ideally it would be an opportunity to focus that revenue on better mobility solutions. That may include commuter car parking or other issues. 61

- 2.23 Similarly, PeopleTrans suggested that if commuter car parks generated money, it should be allocated towards improving other areas of transport such as 'walking facilities, biking facilities and other facilities that get you to the station.'⁶²
- 2.24 The Committee reiterates our support for the policy of providing free parking for genuine commuters. The trial of Park&Ride appears to be an effective way to help manage demand and ensure that free commuter parking remains viable. We also note that current funding models for commuter car parking are adequate. However, if money is collected from non-commuters using commuter car parks, there is the potential for this money to repay public transport users for the inconvenience.
- 2.25 The Committee provides comment and recommendations about alternative modes of transport later in this chapter, with particular regard to on-demand services, point-to-point transport services and bicycle facilities at commuter car parks.

On-demand transport

Recommendation 5

The Committee recommends that the trial of on-demand services to access transport interchanges be expanded.

2.26 On-demand services give people an alternative method of accessing a public transport interchange rather than driving a private vehicle. This has the potential to reduce the demand for commuter car parking and free up spaces. The

⁶⁰ Transport for NSW, Answers to additional questions on notice, p5.

⁶¹ Mr Matthew Gijselman, General Manager – Public Affairs, NRMA, Transcript of evidence, 16 October 2017, p3.

⁶² Mr Alan Stewart, Director, PeopleTrans, Transcript of Evidence, 16 October 2017, p8.

Committee is pleased to see that there are several trials for on-demand services to travel to bus stops, train stations and ferry wharves. There would be a benefit in further trials being introduced.

- 2.27 On-demand services provide a flexible, alternative mode of transport. A passenger can book a service to pick them up from home or a nearby convenient location and take them to a public transport interchange.
- 2.28 Therefore, they increase commuters' access to public transport interchanges, and reduce the demand for commuter car parking spaces. Transport for NSW's Future Transport Strategy 2056 recognises the importance of on-demand services:

On CBD mass transit and local corridors where high frequency services are not provided, on-demand services can offer a more efficient and personalised and effective way of serving customers by operating flexible routes and picking-up and dropping-off customers based on their requests.⁶³

- 2.29 ParkingAustralia supported Transport for NSW's future plans, and noted that 'public transport services are likely to be complemented with new types of responsive on-demand transport and other new models of service provision.'⁶⁴
- 2.30 Mr Anthony Wing, Executive Director Transport Policy, Transport for NSW outlined the benefits of on-demand services:

A commuter car park involves one or perhaps a couple of people not using a car, but an on-demand bus could carry more people. We like people using public transport, and if commuter car parks assist in achieving that, that is great. However, it is not necessarily the only or the best way to get people on to public transport.⁶⁵

2.31 In August 2017, Transport for NSW announced eight pilots of On Demand Transport services. According to Transport for NSW, On Demand services will encourage commuters to use public transport for the entirety of their journey:

On Demand public transport will allow customers to book vehicles from or near their homes, such as from bus stops, and connect them to local transport hubs or other centres including hospitals. The objectives of several of the pilots are to encourage customers to leave their cars at home and utilise the On Demand services to connect with other transport services or points of interest.⁶⁶

- 2.32 Transport for NSW told the Committee that each trial is unique to the needs of the area in which it operates. On Demand pilots are currently being rolled out and will operate in the following areas:
 - Bankstown from Bankstown to Bankstown Hospital
 - Central Coast from Woy Woy peninsula to Woy Woy station

⁶³ Draft Greater Sydney Services and Infrastructure Plan, NSW Government, 16 October 2017, p7.

⁶⁴ ParkingAustralia, Submission 93, p5.

⁶⁵ Mr Anthony Wing, Executive Director Transport Policy, Transport for NSW, Transcript of Evidence, 16 October 2017, p47.

⁶⁶ Transport for NSW, Answers to additional questions on notice, p4.

- Edmondson Park local area service to the train station
- Macquarie Park 15 kilometres from the precinct
- Manly and Eastern Suburbs local service to Edgecliff and Bondi Junction stations or ferry wharves at Manly, Double Bay and Rose Bay
- Northern Beaches from Palm Beach to North Narrabeen to bus stops on the upcoming Northern Beaches B-Line
- Sutherland Shire between Jannali West, Sylvania, Caringbah and Gymea to transport hubs or local shops
- Wetherill Park and Greystanes employment precincts to T-Way interchanges⁶⁷
- 2.33 Transport for NSW explained that these services could encourage commuters not to use their own vehicles:

The objectives of several of the pilots are to encourage customers to leave their cars at home and utilise the On Demand services to connect with other transport services or points of interest. 68

- 2.34 They also noted that, 'The impact on commuter car parking will be evaluated as part of the pilot and commuter car parking issues can be taken into consideration for future trials.'⁶⁹
- 2.35 A number of stakeholders supported on-demand services as a method of alleviating demand on commuter car parks. Uber observed that:

At scale, on-demand services have the capacity to dramatically increase the efficiency of existing public transport networks, and reduce the need for investment in historical first/last mile solutions such as commuter car parks.⁷⁰

- 2.36 According to BusNSW, these services could be easily provided by using 'existing Transport for NSW contracted buses...to provide on-demand and other flexible transport options...' ⁷¹
- 2.37 Many stakeholders spoke about the importance of an overall strategic approach to transport, which includes on-demand services. For example, the NRMA gave evidence about the benefits of technology:

The combination of smart phone applications and the rapid advances in CAVs[connected and autonomous vehicles] means that within the next decade commuters will be able to access Mobility-as-a-Service (MaaS), where a traveller will simply select a destination through a phone app and the most efficient route will be plotted regardless of mode. Such a journey might include several mode changes

⁶⁷ Transport for NSW, Answers to additional questions on notice, pp4-5.

⁶⁸ Transport for NSW, Answers to additional questions on notice, p5.

⁶⁹ Transport for NSW, Answers to additional questions on notice, p4.

⁷⁰ Uber, Submission 67, p11.

⁷¹ BusNSW, Submission 68, p3.

where a commuter is collected by a CAV (car or shuttle) or a driven on-demand/ride share vehicle at their home, ferried to public transport, and once again collected by a CAV to complete the 'last mile' of their journey.⁷²

- 2.38 Mobility as a Service (MaaS) is discussed in further detail in Chapter Three.
- 2.39 The Committee supports these trials and is pleased to see that the Government will collect and analyse data from them. We encourage the Government to give full consideration to the impact on commuter car parking from such services. The Committee is certain that other areas that would benefit from on-demand services can be identified and recommends that new trials be put in place as soon as possible.

Working with the point-to-point transport industry

Recommendation 6

The Committee recommends that Transport for NSW considers working with the point-to-point transport industry to explore options to provide alternative methods for commuters to access transport interchanges.

- 2.40 Point-to-point transport has the potential to offer similar benefits to commuters as on-demand services except point-to-point vehicles usually carry fewer passengers. It is worth considering the benefits of Government working with point-to-point transport providers to provide a solution to the first mile/last mile issue and better access to public transport interchanges.
- 2.41 The point-to-point transport industry has changed drastically as a result of significant developments in technology. There has also been recent regulatory reform set out in the *Point to Point Transport (Taxis and Hire Vehicles) Act 2016*. Commuters now have more options than ever before to reach their destination, including taxis, ridesharing services, and hire cars.
- 2.42 According to the NSW Government, this increase in options has led to downward pressure on the cost of these services, thus incentivising these services for commuters. If this trend continues, it may also lead to greater availability of commuter car parking spaces:

These factors will increase the role that point to point services play in enabling customers to transfer to and from transport interchanges, potentially moderating demand for [commuter car parking].⁷³

2.43 Point-to-point transport can complement the public transport system, particularly in areas where there is insufficient demand for on-demand services. According to Uber, many of their Australian customers use their service to access public transport hubs. Ms Jessika Loefstedt, Manager Public Policy, Uber stated:

In Australia, 60% of trips start or end in a public transport desert. And almost half of all trips are one-way, implying that for some suburbs, for at least part of the day, public transport is unavailable to cover either the outbound or return leg.⁷⁴

⁷² NRMA, Submission 65, p3.

⁷³ NSW Government, Submission 94, p20.

- 2.44 The Committee notes that point-to-point transport services may also assist those who have difficulty driving themselves to commuter car parks, or have difficulty finding suitable parking spaces in close proximity to public transport. Ms Jessika Loefstedt, Uber noted, there has been 'an enormous uptake' by seniors using their services 'because of the ease of pushing a button.'⁷⁵
- 2.45 The Committee received evidence that providers from the taxi industry had previously worked with governments to provide services to transport people to and from public transport interchanges. For example, the NSW Taxi Council advised of a cost-effective arrangement between a local bus operator and taxi providers which was subsidised by the NSW Government:

... a Taxi shuttle service transport[ed] patrons from Campbelltown Station to Ambarvale station every half hour, and vice versa. ... The NSW Government provided a subsidy to the Taxi Network in order for this service to be provided and to be sustainable. The service was provided during off peak periods, such as Sundays, and public holidays, where the cost to operate a bus was too excessive and unprofitable ... a subsidised Taxi service would be more sustainable and efficient⁷⁶

2.46 Ridesharing service Uber also reported a partnership with ACT Transport Canberra, in 2016 to offer subsidised rides to passengers who used the local Night Rider bus service, during the month of December. Ms Jessika Loefstedt, Uber, stated:

So, along three trunk routes in Canberra, we basically geo-fenced around the bus stops. So, if you jumped off there and basically pressed a button you would get a ride from that bus stop to your front door, subsidised by [Uber] as well as the Australian Capital Territory Government - \$5 from [Uber] and \$5 from the ACT Government – which drove the cost point down quite significantly.⁷⁷

- 2.47 The recent legislative reforms in NSW aim to create a more contestable market rideshare companies will be able to operate legally while public safety and consumer rights are protected. Transport for NSW said that the reforms should lower barriers for entry to the market and therefore increase supply. This should also lead to reduction in price of point-to-point transport.
- 2.48 Transport for NSW also highlighted that all new Sydney Metro stations will have dedicated 'kiss and ride' spaces which will be available to ride share services.⁷⁸ These spaces have extremely short time limits for stopping in and the driver must remain in, or near the vehicle while the passenger alights. This will allow for quick drop off or pick up of passengers at the station.

Other jurisdictions

2.49 Research into first mile/last mile travel trends in other jurisdictions indicate that point-to-point transport is providing access to public transport for commuters, and decreasing demand for commuter car parking. The NSW Government

⁷⁴ Ms Jessika Loefstedt, Uber, Transcript of Evidence, 16 October 2017, p. 13.

⁷⁵ Ms Jessika Loefstedt, Uber, Transcript of Evidence, 16 October 2017, p. 14.

⁷⁶ NSW Taxi Council, Submission 92, p8.

⁷⁷ Ms Jessika Loefstedt, Manager Public Policy, Uber, Transcript of Evidence, 16 October 2017, p. 16.

⁷⁸ Transport for NSW, Answers to questions on notice, 14 November 2017, p3 & 4.

highlighted a 2016 report titled *Emerging transport technologies: Assessing impacts and implications for the City of Melbourne.* The report notes that ridesharing will reduce the demand on car parking around train stations.

For instance, if an Uber service was able to take three people to a train station, that frees up to three car parking places at a train station. If that Uber driver could make three trips during peak hour, that amounts to nine people who have arrived at a train station without one parking space required.⁷⁹

2.50 Ridesharing operators have partnered with governments in other jurisdictions to offer solutions to ease the demand on commuter car parks and help commuters access public transport. Uber reported partnering with the city of Summit, New Jersey, to fund a pilot program that offered subsidised rides to commuters, instead of using those funds to build a new commuter car park:

This solution meant that instead of spending \$10 million on building a new car park, the city government would only have to spend a much smaller amount (approximately \$167,000) to provide personalised, on-demand rides to affected commuters for the year.⁸⁰

- 2.51 The NSW Government told the Committee that India is also exploring relationships between government and the point-to-point transport industry. Bangalore Metro Rail Co Ltd, a joint venture of the Government of India and the Government of Karnataka, is calling for tenders for a point-to-point transport provider to exclusively service 30 of its metropolitan railway stations in order to improve first mile/last mile connectivity.⁸¹
- 2.52 In Colorado, the City of Centennial and the Denver South Transportation Management Association are offering a six month pilot program called 'Go Centennial' which offers commuters a free Lyft ride (ridesharing service similar to Uber) between the light rail station and any point within their service area.⁸²
- 2.53 It is clear that point-to-point transport services play a role in increasing access to public transport and easing road congestion during peak periods. As such, the Committee commends the recent reforms to the industry's regulatory framework.
- 2.54 In the same way as increased patronage of on-demand services could lead to a reduction in demand for commuter car parking spaces, more people opting to use point-to-point rather than private transport should do the same. The Committee notes that Transport for NSW has an opportunity to work with point-to-point providers to address the first- and last-mile transport issue.

⁷⁹ NSW Government, Submission 94, p20.

⁸⁰ Uber, Submission 67, p9.

⁸¹ NSW Government, Submission 94, p22.

⁸² Go Centennial, Frequently Asked Questions, <u>http://go.centennialco.gov/frequentlyaskedquestions#gocentennial</u>, accessed on 6 February 2018

Multi-occupancy vehicles

Recommendation 7

The Committee recommends that Transport for NSW trials reserving priority parking spaces in commuter car parks for commuters who 'carpool'.

- 2.55 Encouraging several commuters to travel together in one vehicle as opposed to each driving their own car can reduce the demand for parking spaces. Certain developments mean that this is becoming an easier process. The Committee considers that it would be worthwhile to trial offering prime parking spaces as an incentive to commuters to travel in this way and reduce the number of individual cars that require a parking space.
- 2.56 Carpooling or ridesharing is the practice of sharing one vehicle with multiple persons to reduce the need for multiple vehicles to travel to the same location. This practice has gained popularity and momentum with mobile service applications that provide rideshare and on-demand vehicle availability in real time.
- 2.57 Shared transport as an alternative to private transport for the first mile/last mile of commuting has the potential to help manage the demand for commuter car parking. As there would be more commuters in fewer vehicles, parking spaces can be used more efficiently. Mr Christopher Taylor, Manager External Relations and Partnership, NRMA, observed:

With the technology we have seen developed you can encourage carpooling in a range of ways. A driver could pick up one or a couple of people who are all heading to the train station and they might have access to a pre-booked space. There are endless variations of how you can maximise the use of the spaces by encouraging more people to use their vehicles more effectively...⁸³

- 2.58 GoGet is a company that facilitates car sharing and therefore its members are less likely to own a private vehicle. They indicated that a large majority of its members regularly use public transport to commute.⁸⁴
- 2.59 Ridesharing is also highlighted in the Future Transport 2056 Strategy as a new but increasingly popular technology. It notes that within two years of the introduction of ridesharing, a third of Sydneysiders had used the service.⁸⁵ There have also been changes in the regulation of ridesharing to make it easier for companies to operate while also maintaining safety measures and consumer protection.⁸⁶
- 2.60 This shows that there is an established market that could capitalise on integrating ridesharing and on-demand transport with public transport as this market continues to grow.

⁸³ Mr Christopher Taylor, Manager – External Relations and Partnership, NRMA, Transcript of evidence, 16 October 2017, p4.

⁸⁴ GoGet, Submission 75, p2.

⁸⁵ Draft Strategy, Future Transport 2056, NSW Government, October 2017, p14.

⁸⁶ Draft Strategy, Future Transport 2056, NSW Government, October 2017, p64.

- 2.61 The NRMA also supported the promotion of carpooling which they argued would 'encourage stronger yield on each [parking] space' and 'boost the number of people per vehicle'.⁸⁷ This would help to reduce traffic congestion and kerbside parking in and along train stations.
- 2.62 The Committee notes that NSW already operates transit lanes, which can only be used by vehicles containing a certain number of people. Currently, there are transit lanes for vehicles with two or more people and three or more people. This is a useful way to attempt to cut down on congestion by offering those people who travel together a smoother journey than if they had travelled alone.
- 2.63 Liftango, a company which facilitates ride sharing, told the Committee that incentives are an effective way to encourage people to carpool. In certain areas, they have offered guaranteed parking spaces for people who rideshare. They noted:

With our other clients (corporate, University and hospitals) we have found that the incentive of a guaranteed car parking bay is an extremely strong driver to carpool.⁸⁸

- 2.64 The Committee considers that a trial of similar restricted car parking spaces for people with two or three commuters in the vehicle would be worthwhile. Allocating existing commuter car parking spaces in prime locations for rideshare vehicles could encourage more commuters to opt for carpooling as an alternative to driving and parking their own private cars at train stations.
- 2.65 Measures would need to be implemented to ensure that allocated spaces are being used by genuine rideshare vehicles. Some rideshare companies use geospatial technology on a mobile device to ensure rideshare vehicles have been used for carpooling.⁸⁹

Bicycle facilities

Recommendation 8

The Committee recommends that Opal card accessed bike sheds be provided at more stations, with priority given to those stations which have proven demand for cycling.

- 2.66 Providing better secure storage for bicycles can encourage more people to ride to transport interchanges. More people cycling to interchanges rather than driving should help to reduce demand for commuter car parking spaces.
- 2.67 Walking and cycling are other means that commuters use for first mile/last mile travel. Active transport is encouraged by the NSW Government to promote healthier lifestyles, improve liveability and sustainability in large cities, improve access to public transport and reduce road congestion.

⁸⁷ NRMA, Submission 65, p3.

⁸⁸ Liftango, Submission 55, p1.

⁸⁹ Liftango, Submission 55, p1.

2.68 Cycling is encouraged for shorter distances as an alternative to driving single occupancy cars to travel to the nearest public transport hub. Outlined in the NSW Government's Draft Greater Sydney Services and Infrastructure Plan:

Our aim is to make walking or cycling the transport choice for quick trips under two kilometres and grow the share of cycling trips up to 10 kilometres to support access to centres and public transport as well as health transport choices for trips within local areas.⁹⁰

2.69 The Amy Gillett Foundation, a bike rider safety organisation, also noted that cycling to public transport hubs could play an important role in allowing people to access transport interchanges. They stated:

Bicycles are part of the solution to improved access to public transport, particularly the journey from home to public transport. Bicycles can extend the reach of a public transport network and provide flexible, independent, door-to-door transport options for those members of the community who are able to ride a bike.⁹¹

- 2.70 Bike storage facilities are provided at a number of transport interchanges across NSW. There are 950 bike lockers at over 130 interchanges which can be accessed by applying for a refundable key deposit and then paying a rental fee of between \$50 and \$180 depending on the length of the rental period.⁹²
- 2.71 There are also a number of newer bike sheds which a person can access by linking their Opal card. There is no charge to use these sheds. Spaces do not need to be pre-booked but cannot be guaranteed as they operate on a first in, first served basis. They are enclosed, shared spaces which can accommodate between 20 and 50 bicycles. The Opal card access ensures security of the sheds.⁹³
- 2.72 These Opal-accessed bike sheds are currently available at 13 stations:
 - Blacktown;
 - Campbelltown;
 - Caringbah;
 - Edgecliff;
 - Gosford;
 - Holsworthy;
 - Liverpool;
 - Macarthur;

⁹⁰ Draft Greater Sydney Services and Infrastructure Plan, NSW Government, p.45

⁹¹ Amy Gillett Foundation, Submission 79, p3.

⁹² Transport for NSW, Answers to questions on notice, 14 November 2017, p3 and Transport for NSW, Bike sheds and lockers <u>https://appln.transport.nsw.gov.au/bikelockers/faces/jsp/public/home.xhtml</u> accessed on 6 February 2018

⁹³ Transport for NSW, Answers to questions on notice, 14 November 2017, p3

- Marrickville;
- Mount Druitt;
- Parramatta;
- Penrith;
- Schofields;
- Seven Hills;
- Sutherland;
- West Ryde; and
- Woy Woy.⁹⁴
- 2.73 The Committee understands that these bike sheds have been well received by cyclists. In particular, they are seen as a significant improvement over the previous bike locker system. The Bicycle Network stated:

Transport for NSW's ... Opal-activated bike cages are a great way to incorporate active travel and improve access for bikes in and around train stations. The system is far more cost effective, accessible and efficient than bike lockers, many of which are infrequently used.⁹⁵

2.74 The provision of similar bicycle storage solutions in Victoria has led to 'the steady growth in bike commuters riding to the station over time'.⁹⁶ The Bicycle Network observed that convenient bicycle parking will encourage more people to consider riding a bike rather than driving a car. They argued:

Bike parking at train stations is not targeting the high-speed, elite, lycra-wearing rider, that most drivers see mixing with traffic on roads. It's aimed at average people who simply want to get where they need to go in the quickest, cheapest and easiest way.⁹⁷

- 2.75 Providing secure bicycle cages in each train station could encourage more commuters who own bicycles to cycle to them due to the convenience of having access through an Opal card. It will also lower the risk of bicycle theft. Encouraging more people to ride to an interchange should alleviate the demand for parking spaces for single occupancy cars.
- 2.76 The benefits of active transport, such as cycling, were outlined by the Central Coast Local Health District. They noted:

⁹⁴ Transport for NSW, Bike Parking Locations

https://appln.transport.nsw.gov.au/bikelockers/faces/jsp/public/findBikeParking.xhtml accessed on 6 February 2018

⁹⁵ Bicycle Network, Submission 16, p5.

⁹⁶ Bicycle Network, Submission 16, p4.

⁹⁷ Bicycle Network, Submission 16, p6.

By using active transport, workers can achieve their recommended levels of weekly physical activity without committing to additional activities outside of their normal routine. Regular physical activity has important health benefits such as reducing the risk of cardiovascular disease, type 2 diabetes, and preventing unhealthy weight gain.⁹⁸

- 2.77 They also noted, however, that 'One of the biggest barriers to people cycling ... is a lack of secure bike parking.'⁹⁹
- 2.78 The Committee is pleased to see that Transport for NSW is working towards providing better facilities for cyclists at train stations. In particular, the innovative use of the Opal card as a means of access is to be commended, as with car parks discussed earlier. We note that this has been well received by cycling bodies as well. The Committee considers that these new bike sheds are preferable to the older bike lockers which require rental and a key. We support more of the modern bike sheds being provided, with a focus on stations which are already well patronised by cyclists.
- 2.79 These improved facilities should encourage more people to cycle to interchanges where possible. We hope that this will free up parking spaces for those people who really need them, such as people with disabilities. It will also help to achieve the aims set out in the Future Transport 2056 strategy and improve the health of people in NSW.

⁹⁸ Central Coast Local Health District, Submission 70, p1.

⁹⁹ Central Coast Local Health District, Submission 70, p4.

Chapter Three – Future developments

Better research to better inform decision making

Recommendation 9

The Committee recommends that Transport for NSW conducts research to identify relevant trends in commuter activities, including:

- whether people parking in commuter car parks are genuine commuters;
- commuters' willingness to use alternative methods to travel to a transport interchange, rather than using a private vehicle;
- occupancy rates of commuter car parks; and
- the distance commuters would be willing to travel from a commuter car park to access a transport interchange.
- 3.1 Conducting more research around the use of commuter car parks and identifying relevant trends can be used to better inform decision making in the future. This will ensure that future policies are based on significant evidence. There is currently a lack of information concerning certain aspects of commuter car parking. Conducting more research will also allow the Government to adapt more easily when changes in commuter behaviour occur.
- 3.2 For commuter car parking to be most effective it should operate in areas where there is significant demand and alternative options are not readily available. The best way to find this out is to collect information from local commuters. The Western Sydney Public Transport Users Group argued that it would be beneficial to:

Encourage the creation of a process that engages local people and commuters in an ongoing way ... to harvest local knowledge about transport usage – Commuter car parking facilities are intrinsically linked to local transport connections.¹⁰⁰

3.3 Transport for NSW told the Committee that they collect some information on commuters through their Transport Customer Satisfaction surveys but these do not focus on commuter car parking. They explained:

Transport for NSW ... collects information from Transport Customer Satisfaction surveys that ask customers how they accessed the station, stop or wharf, however it does not specify whether these customers used a commuter car park to access the transport hub. Some demographic information is collected enabling some profiling of how the customer accessed the station, stop or wharf.¹⁰¹

3.4 The Committee received a significant amount of evidence on the problem of people who are not commuters parking in commuter car parks. However, the

¹⁰⁰ Western Sydney Public Transport Users Group, Submission 86, p3.

¹⁰¹ Transport for NSW, Answers to questions on notice, 14 November 2017, p1.

Committee also heard that there was a lack of detailed information on the occupancy rates of commuter car parks and the exact scope of the problem. Mr Matthew Gijselman, General Manager – Public Affairs, NRMA noted:

There are I think 36,000 spots available for commuters. What proportion of those are being used by commuters, what proportion of those are being used by local shoppers, that is the big issue in this debate that we would see. There is a big lack of data...¹⁰²

- 3.5 The Committee was pleased to hear that one of the impetuses for beginning the trial of Opal-activated commuter car parks was due to research that Transport for NSW had conducted in this area. A survey was conducted at six different commuter car parks across the rail network which found various rates of spaces being used by people who were not taking public transport.¹⁰³
- 3.6 The Committee considers this to be very useful information and would encourage Transport for NSW to conduct similar research across a larger number of commuter car parks. This information could then be used to choose appropriate locations for the expansion of Opal-activated commuter car parks recommended by this Committee. Having clear information on which car parks are most used by people who do not take public transport will allow for appropriate decisions to be made on where to implement measures to discourage this behaviour.
- 3.7 Transport for NSW noted that they would be collecting information as part of the current trial. They will gather evidence on the usage rates of the car park by commuters and non-commuters and potentially conduct further research. They stated that:

Information will be collected during the trial regarding Opal trip usage and car park usage to assist with understanding commuter and non-commuter car park usage. Additional research may be conducted during the trial to understand additional detail as to who is using the opal-activated commuter car parks.¹⁰⁴

- 3.8 The Committee encourages Transport for NSW to undertake this additional research and also to conduct similar research in non-Opal-activated car parks.
- 3.9 When considering the viability of alternative methods of accessing a station more information is required. For example, whether people are willing to use these services, or their availability in various areas. Different approaches will be more suitable for different areas and gathering information will allow the Government to tailor solutions accordingly. Mr Matthew Gijselman, NRMA , observed:

If you are travelling from the Central Coast, you certainly need long-hour park and ride facilities. If you are in the inner west, for example, a different option is needed—shorter point-to-point availability. To your point, those are the issues that

¹⁰² Mr Matthew Gijselman, NRMA, Transcript of evidence, 16 October 2017, p2.

¹⁰³ Mr Tony Braxton-Smith, Deputy Secretary, Customer Service, Transport for NSW, Transcript of evidence, 16 October 2017, p37.

¹⁰⁴ Transport for NSW, Answers to questions on notice, 14 November 2017, p1.

should be considered in a data-driven strategic approach as the Government considers how to move forward in terms of commuter parking.¹⁰⁵

- 3.10 In regards to point-to-point transport, the NSW Government noted that there 'is a scarcity of data available' on the role it plays in commuters accessing transport interchanges.¹⁰⁶ When asked if this was an area that was being looked into, Transport for NSW replied that they are 'not undertaking any data collection or research specifically on this topic'.¹⁰⁷
- 3.11 Some information is available from the providers themselves, such as taxi companies and other ridesharing services, and surveys are done by the Independent Pricing and Regulatory Tribunal. Nevertheless, the Committee considers that it would be useful for the Government to conduct its own research in this area, particularly as these and other services become more popular.
- 3.12 The Committee notes that there are several trials of on-demand services being conducted by Transport for NSW. Transport for NSW highlighted that, 'Data from the trials will be used to plan future public transport improvements across all areas of Sydney'.¹⁰⁸
- 3.13 The Committee supports the use of evidence in these circumstances, and recommends that similar research is conducted on a wider scale, for point-to-point services and other emerging services, such as bike hire schemes.
- 3.14 Given that this is likely to be a period of change, conducting research in these areas will allow the Government to react accordingly. By beginning to conduct research now, there will be a base from which to analyse any changing trends in how people access transport interchanges and the associated demand for commuter car parking.
- 3.15 The Committee has recommended in this report that the Government make its decision making process on the location of new commuter car parks more transparent. Being able to show the relevant evidence to support any decisions would be a useful part of demonstrating that the location was chosen appropriately.

Helping commuters plan better journeys

Recommendation 10

The Committee recommends that the Government works with private companies to share data, including data on commuter car parks, and encourage the development of mobility-as-a-service apps.

3.16 The general public has a growing familiarity with the use of technology to improve their travel experiences. As more options to access transport interchanges become available, there will be a benefit to offering one service

¹⁰⁵ Mr Matthew Gijselman, General Manager – Public Affairs, NRMA, Transcript of evidence, 16 October 2017, p5.

¹⁰⁶ NSW Government, Submission 94, p19.

¹⁰⁷ Transport for NSW, Answers to questions on notice, 14 November 2017, p3.

¹⁰⁸ Transport for NSW, Answers to questions on notice, 14 November 2017, p4.

which examines all these options for a commuter. The Committee recommends that parking data is included when data is shared with developers of mobility-as-a-service apps.

- 3.17 Mobility-as-a-service (MaaS) is the concept where a person uses one interface, most likely a phone app, to select a destination and find the most efficient route regardless of mode of transport. This journey may include several different modes of transport, including public transport, on-demand or share vehicles, bike hire and potentially autonomous vehicles in the future.
- 3.18 A person may also want to make some of that journey by private vehicle, particularly in the early days of the introduction of MaaS apps where all options may not be available in all areas.
- 3.19 The Committee heard that this service is likely to be particularly popular with younger people. Parking Australia noted:

By 2025 18 - 24-year old's will make up about 50% of the urban workforce and this demographic is used to planning on the run and are drivers of the sharing economy. By 2025 it's estimated that about 50% of this demographic will be wanting to use one APP to make their transport decisions and for those who are parking on/off street parking will aggregate into that one platform and provide availability, payment, other services ...¹⁰⁹

- 3.20 For these applications to work effectively, they will need sufficient data from the Government on public transport timetables and similar information.
- 3.21 It will also be beneficial to release data on commuter car park spaces and, where possible, availability. Whether people wish to drive private vehicles for a short journey to a station or whether, in the future, autonomous vehicles will still need to be parked somewhere, data on car parking spaces will be useful. Ms Lorraine Duffy, Chief Executive, Parking Australia noted:

With respect to parking we are certainly lacking data—knowing exactly the spaces and the availability—to put into that technology. Without the data the technology means little. $^{\rm 110}$

3.22 The NRMA highlighted some of the information that can now be made available to commuters and how this could be used to make journeys simpler. In particular, they noted the benefit of having Opal card accessed car parks:

With technology developments in recent years it is now possible to provide commuters with real-time information on transport services such as on-time running information ... Commuter car parking can be managed in a similar way if the car parking spaces are loaded onto a real-time data platform ... a commuter would be able to see how many spaces are available at that exact moment and plan their journey accordingly. As commuters tap in and out with their Opal Card at the car park entrance and exits, the number of spaces that are shown as available on the app would increase and decrease to reflect current usage. A commuter would be

¹⁰⁹ Parking Australia, Submission 93, p4.

¹¹⁰ Ms Lorraine Duffy, Chief Executive, Parking Australia, Transcript of evidence, 16 October 2017, p30.

able to see that another car park at a closer or further distance has spaces available and adjust their journey accordingly.¹¹¹

- 3.23 The Committee notes that the draft Future Transport 2056 Strategy recognises the importance of MaaS and commits to supporting its development. It was identified as a game changer when looking at how to make the most of the rapid changes in innovative technology. The draft Greater Sydney Services and Infrastructure Plan includes the implementation of a MaaS model as an 'initiative for investigation'.¹¹²
- 3.24 Similarly, Transport for NSW told the Committee that they were looking at ways that the Opal card could be linked to such a system to facilitate payment for the whole journey. Mr Tony Braxton-Smith Deputy Secretary, Customer Service, Transport for NSW explained:

Transport for NSW released a transport technology road map earlier this year and on that transport technology road map it does identify five strategies which we are going to pursue in each of those three different focus areas. One of those is to develop a single mobility account for customers. ... In essence we understand from a customer's perspective it would be desirable to be able to use Opal card to pay for a broader range of mobility options and we are looking at how we could develop the technology to enable that. To be clear about that, in other words taking the Opal card from what you use today to pay for public transport to a concept that we call Opal Pay, which uses the Opal card to pay for other forms of mobility.¹¹³

- 3.25 The Committee is pleased to see that the Government is aware of these potential developments and is investigating ways to harness the technology to assist people travelling in NSW. This concept would have a lot of benefit for commuters. The Committee supports this work continuing.
- 3.26 The Committee is also of the opinion that car parking data should be included in the information sharing agreement with MaaS operators. Until alternative methods are available, some people will still need to use private vehicles to access transport interchanges and this will allow them to plan accordingly. On the other hand, a commuter who sees that a commuter car park does not have any available spaces may be encouraged to use alternative modes to access the interchange. This will help to manage demand and alleviate the frustration of searching for a non-existent parking space.

Encouraging commuters to consider alternatives to using commuter car parks

Recommendation 11

The Committee recommends that Transport for NSW develops an awareness campaign highlighting the various options available to travel to transport interchanges.

 $^{^{111}}$ NRMA, Answers to questions on notice, 2 November 2017, p2.

¹¹² Draft Greater Sydney Services and Infrastructure Plan, NSW Government, October 2017, p19.

¹¹³ Mr Tony Braxton-Smith, Deputy Secretary, Customer Service, Transport for NSW, Transcript of evidence, 16 October 2017, p43.

- 3.27 As this report has established, there are a variety of options available to commuters to access a station or transport interchange. A large proportion of submissions, however, focussed primarily on the amount of commuter car parking in their area. Transport for NSW should highlight the alternatives available and encourage their use. This will make commuters' journeys smoother and also ensure that car parking spaces are available for those who really need them.
- 3.28 As has been established, the popularity of commuter car parking means that demand is high. As populations grow, demand is likely to also grow. This means that demand for parking may become 'unsustainable'.¹¹⁴
- 3.29 This was recognised by Transport for NSW who highlighted the various alternatives available to commuters. They are working to investigate these areas and set up trials as they appreciate that there is a limit to the amount of car parking that can be provided. Mr Anthony Wing, Executive Director, Transport Policy, Transport for NSW observed:

However, we cannot simply build our way out of all these issues. Comment was made earlier about the various new options available, including on-demand services. A commuter car park involves one or perhaps a couple of people not using a car, but an on-demand bus could carry more people. We like people using public transport, and if commuter car parks assist in achieving that, that is great. However, it is not necessarily the only or the best way to get people on to public transport.¹¹⁵

3.30 The NRMA also stressed that demand for commuter car parking should be managed and people should be encouraged to use alternate means to access a station. They argued that:

In the immediate term, on-demand buses/shuttles and the encouragement of active transport to transport hubs should be encouraged to reduce congestion. $^{\rm 116}$

3.31 This was echoed by representatives from the NSW Taxi Council who stated that:

... the opportunity of commuter car parking should be available for people to utilise, but in terms of a capacity exercise we should be looking at other means to get people to move from their home to the hub at an available time and encourage them to leave their vehicles at home.¹¹⁷

- 3.32 It is the Committee's view that an awareness campaign would be an effective way to encourage people to consider using alternative modes of transport. Education will be a key aspect in changing the behaviour of commuters away from private vehicles towards newer approaches.
- 3.33 Parking Australia noted that, '[t]he last decade in NSW has seen a significant evolution of the transport system'.¹¹⁸ As such, it may be that some commuters

¹¹⁴ Parking Australia, Submission 93, p2.

¹¹⁵ Mr Anthony Wing, Executive Director, Transport Policy, Transport for NSW, Transcript of evidence, 16 October 2017, p47.

¹¹⁶ NRMA, Submission 65, p4.

¹¹⁷ Mr Martin Rogers, Chief Executive Officer, NSW Taxi Council, Transcript of evidence, 16 October 2017, p23.

¹¹⁸ Parking Australia, Submission 93, p2.

are unaware of the alternatives available to them. An awareness campaign would make these options clear.

- 3.34 The Committee recognises that the Government has significantly promoted the trials of on-demand services and would encourage them to continue this to ensure as great a take-up as possible. It would also be worthwhile to let areas know when and where trials will be starting as this was not always well known by members of the public who contacted the Committee.
- 3.35 There are additional benefits to encouraging people not to drive to a commuter car park. The Central Coast Local Health District argued that reducing the number of commuters that travel to a station by private vehicle:

... offers many direct and indirect economic, environmental and social benefits to society, such as reducing traffic congestion, reducing demand on a finite supply of car parking, improving safety, reducing hospital presentations, morbidity and mortality associated with motor vehicle accidents; improving air quality, reducing greenhouse gas emissions; and improving public amenity / liveability.¹¹⁹

- 3.36 Similarly, if people use active transport such as walking or cycling, they can achieve their recommended levels of weekly physical activity without committing to additional activities outside of their normal routine.¹²⁰
- 3.37 These benefits could be highlighted, perhaps in association with NSW Health as a way to encourage those who are able to, not to drive their car to a station or interchange.
- 3.38 As a contrast, this inquiry heard of the frustration felt by some commuters when they are not able to find a parking space. If these commuters were more aware of the alternatives available, they may be persuaded not to drive to a commuter car park.
- 3.39 The Committee recognises that there are some commuters who are more reliant on commuter car parking than others. For example, people with a disability or reduced mobility, the elderly or parents with very young children. By encouraging the use of other modes of transport to those who are able to take advantage of it, this would ensure that car parking spaces remained available for those who needed it most.

¹¹⁹ Central Coast Local Health District, Submission 70, p1.

¹²⁰ Central Coast Local Health District, Submission 70, p1.

Appendix One – Terms of Reference

That the Committee inquire into and report on commuter car parking in NSW, including:

- a) The effectiveness of current state government policies and programs covering commuter car parking;
- b) Processes for selecting the location of commuter car parks;
- c) The potential for restricted access or user pays commuter car parks;
- d) Consideration of alternative modes of first mile/last mile travel, including point to point transport, active transport and on demand buses; and
- e) Any other related matters.

Appendix Two – Conduct of Inquiry

Terms of reference

On 22 June 2017, the Committee met and adopted terms of reference for an inquiry into commuter car parking in New South Wales. The Chair, Ms Eleni Petinos MP, announced the inquiry in the Legislative Assembly on the same day. The full terms of reference are set out on page 35 of this report.

Submissions

The Committee resolved to advertise the inquiry on its website and the Chair of the Committee issued a media release on 5 July 2017. The Chair also wrote to relevant stakeholders inviting their submissions to the inquiry.

The Committee received 97 submissions from a range of stakeholders including the NSW Government, private citizens, local councils, point-to-point transport operators, the transport industry, and associated groups and organisations. A list of submissions is included in Appendix Three and submissions are available to view on the Committee's website.

The Committee thanks all inquiry participants who provided a submission to the inquiry.

Public hearing

The Committee held a public hearing on 16 October 2017 at Parliament House. Thirteen witnesses from eight organisations appeared before the Committee.

A list of witnesses who appeared is included at Appendix Four and the transcript of the proceedings is available on the Committee's website.

The Committee thanks all witnesses who appeared at the hearing for their contribution.

Appendix Three – Submissions

1	Ms Suzzanne Thompson
2	Mr Geoffrey Stewart
3	Mr Neil Bevege
4	Ms Josephine le Cheminant
5	Mr Javier Canon
6	Confidential
7	Mrs Melissa Barry
8	Mr Kristin Carville
9	Mr David Livingston Thiruthuvadas
10	Mrs Lynette Lennon
11	Mr Peter Styles
12	Mr Brian Cummins
13	Mr Terry Lee-Williams
14	Ms Glenda Gartrell
15	Professor David Levinson
16	Bicycle Network
17	Mr Brian Mackenzie
18	Mr Madhukar Joshi
19	Confidential
20	Mr John Donohue
21	Mr John Morandini
22	Mr Garry Bindley

23	Mr Brian Goodey
24	Mrs Julienne Crasto
25	Mr John Vecchio
26	Mr Advait Junnarkar
27	Mr Vithal Maddala
28	Mr Amit Narang
29	Mr Pritpal Panesar
30	Confidential
31	Mrs Jie Chen
32	Mr Chenna Jekkula
33	Mr Atul Narang
34	Mr Sameer Chauhan
35	Mr Anthony Ashby
36	Mrs Lauren Bradley
37	Mr Ryan Jewell
38	Mr Shane Morgan
39	Mr Braden Kohary
40	Ms Deborah Beaumont
41	Mr Timothy Kotlar
42	Mrs Diana Bold
43	Mrs Pratima Kaur
44	Confidential
45	Mrs Rita Rothwell
46	Mrs Carly Vumbaca

47	Dr Hemant Junnarkar
48	Mrs Jennifer Deias
49	Mrs Claudia Wenban
50	Mr Alister Henskens MP
51	Mrs Jan Reynolds
52	Ms Valoha Prager
53	Confidential
54	Mr Jon Marsh
55	Liftango
56	Penrith City Council
57	Mrs Carol Kotlar
58	Confidential
59	Ourimbah Region Residents Association Inc.
	-
60	Confidential
60	Confidential
60 61	Confidential Mr Merilyn Talintyre
60 61 62	Confidential Mr Merilyn Talintyre Name suppressed
60 61 62 63	Confidential Mr Merilyn Talintyre Name suppressed Mr Ali Hudson
60 61 62 63 64	Confidential Mr Merilyn Talintyre Name suppressed Mr Ali Hudson Mr Steven Prljic
60 61 62 63 64 65	Confidential Mr Merilyn Talintyre Name suppressed Mr Ali Hudson Mr Steven Prljic NRMA
60 61 62 63 64 65 66	Confidential Mr Merilyn Talintyre Name suppressed Mr Ali Hudson Mr Steven Prljic NRMA Confidential
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71	Dr Paul Cooper
72	Mrs Roslind Smith
73	Mr Michael Harvey
74	Ku-ring-gai Council
75	GoGet
76	Ms Elizabeth Kotlar
77	Ms Alison Woodbury
78	Mr Jim Dumas
79	Amy Gillett Foundation
80	Mr Paul Hutchinson
81	PeopleTrans
82	David Mehan MP
83	Residents of Thornton Estate
84	Mr Tim Crakanthorp MP
85	Action for Public Transport (NSW) Inc.
86	Western Sydney Public Transport Users Group
87	Mr Michelle Rowland MP
88	Mr and Mrs John and Jacky Noort
89	Associate Professor Philip Laird
90	Ms D J Williamson
91	Mr Ray Eden
92	NSW Taxi Council
92 93	NSW Taxi Council ParkingAustralia

95 Newcastle City Council

96 Ms Sadie Spencer

Appendix Four – Witnesses

MONDAY, 16 OCTOBER 2017, JUBILEE ROOM, PARLIAMENT HOUSE

Witness	Position and Organisation
Mr Chris Taylor	Manager External Relations & Partnership NRMA
Mr Matt Gijselman	General Manager – Public Affairs NRMA
Mr Alan Stewart	Director PeopleTrans
Ms Jessika Loefstedt	Manager Public Policy Uber
Mr Darryl Mellish	Former Executive Director BusNSW
Mr Martin Rogers	CEO NSW Taxi Council
Mr Nick Abrahim	Deputy CEO NSW Taxi Council
Ms Lorraine Duffy	Chief Executive ParkingAustralia
Mr Andrew Morse	Partner – Senior Traffic Engineer Parking and Traffic Consultants
Mr Tony Braxton-Smith	Deputy Secretary Customer Services Division Transport for NSW
Mr Anthony Wing	Executive Director Transport Policy Transport for NSW
Ms Rachel Wheeler	Executive Director Customer Experience Design and Delivery Transport for NSW
Mr Bill Grant	Executive Director Integrated Planning Transport for NSW

Appendix Five – Extracts from Minutes

MINUTES OF MEETING No. 14

10.01am, Thursday, 22 June 2017 Room 1136, Parliament House

Members Present

Ms Petinos (Chair), Mr Notley-Smith (Deputy Chair), Ms McKay, Mr Park

Apologies

Apologies were received from the Hon Katrina Hodgkinson.

Officers in Attendance

Jason Arditi, Leon Last, Jacqueline Linnane, Abegail Turingan

1. Confirmation of Minutes

Resolved, on the motion of Ms McKay, seconded by Mr Notley-Smith: That the minutes of the meeting held on 4 April 2017 be confirmed.

2. ***

3. New inquiry – commuter car parking in NSW

The Chair circulated draft terms of reference for the Committee's consideration.

Discussion ensued.

Resolved, on the motion of Mr Notley-Smith:

That the Committee on Transport and Infrastructure conduct an inquiry into commuter car parking in NSW in accordance with the draft terms of reference.

Resolved, on the motion of Mr Park:

That the Committee call for submissions to be received by 4 August 2017 and email the targeted list of stakeholders.

Resolved, on the motion of Mr Park:

That the Chair issue a media release announcing the inquiry and publish details of the Inquiry on the Committee's webpage.

4. Next meeting

The Chair adjourned the meeting at 10.17am until 10.30am on Thursday, 10 August 2017.

MINUTES OF MEETING No 15

10.33am, 10 August 2017 Room 1136, Parliament House

Members Present

Ms Petinos (Chair), Mr Notley-Smith (Deputy Chair), Mr Park

Apologies

Apologies were received from the Hon Katrina Hodgkinson and Ms McKay

Officers in Attendance

Jason Arditi, Leon Last, Jacqueline Linnane

1. Confirmation of Minutes

Resolved on the motion of Mr Notley-Smith, seconded by Mr Park: That the draft minutes of meeting no 14, held on 22 June 2017, be confirmed

2. Inquiry into commuter car parking in NSW

2.1 Correspondence

The Committee noted the following items of correspondence received:

- Letter received from the Hon Anthony Roberts MP, Minister for Planning, Minister for Housing, and Special Minister of State advising that the Department of Planning will make a submission.
- Letter received from the City of Newcastle council requesting that a hearing be held in Newcastle.

Discussion ensued.

2.2 Publication of submissions

The Committee noted that it has received more than 70 submissions to the inquiry.

Discussion ensued.

Resolved on the motion of Mr Notley-Smith: That submissions 6, 19, 30, 44, 53, 58, 60 and 66 be kept confidential to the Committee as requested by the authors.

Resolved on the motion of Mr Notley-Smith, seconded by Mr Park: That submission 17 be kept partially confidential.

Resolved on the motion of Mr Notley-Smith, seconded by Mr Park: That submission 45 be kept partially confidential. Resolved on the motion of Mr Notley-Smith, seconded by Mr Park: That submission 52 be kept partially confidential.

Resolved on the motion of Mr Notley-Smith, seconded by Mr Park: That with the above exceptions, submissions 1 to 70 and submissions 74, 79, 81, and 82 be published to the Committee's website, with the following redactions:

- a. Personal contact details including residential addresses, personal telephone numbers and personal email addresses
- b. Signatures
- c. The names of authors of submissions who requested partial confidentiality
- d. Any material which identifies third parties, including third party names and contact details, photographs, and property and business descriptions
- e. Submissions, extracts of submissions, and attachments to submissions which are deemed inappropriate or unsuitable for publication, including exchanges of emails which are repetitive or do not expand upon the submission to which they are attached, attachments deemed too lengthy to publish, and submissions which contain offensive language.

3. Public hearings

Resolved on the motion of Mr Notley-Smith, seconded by Mr Park: That the Committee hold a public hearing in Sydney on a date to be agreed, that the Chair issue media releases announcing the public hearing, that witnesses be invited to appear to give evidence.

4. Next Meeting

The Committee adjourned at 10:44am until Thursday, 14 September 2017 at 10.30am.

MINUTES OF MEETING No. 16

10.31am, Thursday, 14 September 2017 Room 1043, Parliament House

Members Present

Ms Petinos (Chair), Mr Notley-Smith (Deputy Chair), Ms McKay and Mr Warren

Officers in Attendance

Jason Arditi, Leon Last, Jacqueline Linnane and Abegail Turingan

1. Confirmation of Minutes

Resolved, on the motion of Mr Notley-Smith: That the minutes of Meeting No 15, held on 10 August 2017, be confirmed.

2. Publication of submissions

Resolved on the motion of Ms McKay: That submission 80 be published without attachments, as they do not address the terms of reference.

Resolved on the motion of Mr Notley-Smith: That submissions 71 to 73, submissions 75 to 78, and submissions 83 to 94 be published to the Committee's website, with the following redactions:

- a. Personal contact details including residential addresses, personal telephone numbers and personal email addresses
- b. Signatures
- c. The names of authors of submissions who requested partial confidentiality
- d. Any material which identifies third parties, including third party names and contact details, photographs, and property and business descriptions
- e. Submissions, extracts of submissions, and attachments to submissions which are deemed inappropriate or unsuitable for publication, including exchanges of emails which are repetitive or do not expand upon the submission to which they are attached, attachments deemed too lengthy to publish, and submissions which contain offensive language.

3. Public hearing

Resolved on the motion of Mr Notley-Smith, seconded by Ms McKay: That the Committee hold a public hearing on Monday, 16 October 2017, that the Chair issue a media release announcing the public hearing, and that the previously circulated witnesses be invited to appear to give evidence.

4. Next Meeting

The committee adjourned at 10.38 a.m. until 9.15 a.m. on Monday, 16 October 2017 in the Jubilee Room, Parliament House.

MINUTES OF MEETING No. 17

9.38am, Monday, 16 October 2017 Jubilee Room, Parliament House

Members Present

Ms Petinos (Chair), Mr Notley-Smith (Deputy Chair), Ms McKay and Mr Warren

Apologies

An apology was received from Mr Brookes.

Officers in Attendance

Jason Arditi, Leon Last, Jacqueline Linnane and Abegail Turingan

1. Confirmation of Minutes

Resolved, on the motion of Mr Notley-Smith, seconded by Ms McKay: That the minutes of Meeting No 16, held on 14 September 2017, be confirmed.

2. Inquiry into commuter car parking in NSW

2.1 Correspondence

Resolved, on the motion of Mr Notley-Smith, seconded by Ms McKay: That the correspondence from Sadie Spencer be accepted as a late submission, and published to the Committee's website, with personal contact information redacted.

2.2 Publication of submission

Resolved on the motion of Ms McKay, seconded by Mr Notley-Smith: That the correspondence from Newcastle City Council be accepted as a late submission, and published to the Committee's website, with the phone number and signature redacted.

2.3 Pre-hearing orders

Resolved on the motion of Ms McKay, seconded by Mr Notley-Smith: That the Committee invite the witnesses listed in the notice of the public hearing for Monday, 16 October 2017 to give evidence in relation to the inquiry into commuter car parking in NSW.

2.4 Media

Resolved, on the motion of Mr Notley-Smith, seconded by Ms McKay: That the Committee authorise the audio-visual recording, photography and broadcasting of the public hearing on 16 October 2017 in accordance with the NSW Legislative Assembly's guidelines for coverage of proceedings for parliamentary committees administered by the Legislative Assembly.

2.5 Answers to questions taken on notice

Resolved on the motion of Ms McKay, seconded by Mr Notley-Smith: That witnesses be requested to return answers to questions taken on notice within 2 weeks of the date on which the questions are forwarded to the witness, and that once received, answers be published on the Committee's website.

The deliberative meeting concluded at 9.42 a.m.

3. Public hearing

Witnesses and the public were admitted. The Chair opened the public hearing at 9.50 a.m. and after welcoming the witnesses made a short opening statement.

Mr Chris Taylor, Manager External Relations and Partnership, and Mr Matt Gijselman, General Manager, Public Affairs, NRMA, both affirmed and examined.

The Committee commenced questioning the witnesses. Evidence concluded and the witnesses withdrew.

Mr Alan Stewart, Director, PeopleTrans, sworn and examined.

Mr Stewart made a brief opening statement.

The Committee commenced questioning the witness. Evidence concluded and the witness withdrew.

The Committee took a short adjournment at 11.06 a.m. and resumed the public hearing at 11.17 a.m.

Ms Jessika Loefstedt, Manager Public Policy, Uber, affirmed and examined.

Ms Loefstedt made a brief opening statement.

The Committee commenced questioning the witness. Evidence concluded and the witness withdrew.

Mr Darryl Mellish, Former Executive Director, BusNSW, affirmed and examined.

Mr Mellish made a brief opening statement.

The Committee commenced questioning the witness. Evidence concluded and the witness withdrew.

The Committee took a lunch adjournment at 12.09 p.m. and resumed the public hearing at 1.17 p.m.

Mr Martin Rogers, CEO and Mr Nick Abrahim, Deputy CEO, NSW Taxi Council, both sworn and examined.

Mr Rogers made a brief opening statement.

The Committee commenced questioning the witnesses. Evidence concluded and the witnesses withdrew.

Ms Lorraine Duffy, Chief Executive, Parking Australia, sworn and examined.

Mr Andrew Morse, Partner and Senior Traffic Engineer, Parking and Traffic Consultants, affirmed and examined.

Ms Duffy made a brief opening statement.

The Committee commenced questioning the witnesses. Evidence concluded and the witnesses withdrew.

The Committee took a short adjournment at 2.40 p.m. and resumed the public hearing at 2.55 p.m.

Mr Tony Braxton-Smith, Deputy Secretary Customer Services Division, and Mr Bill Grant, Executive Director Integrated Planning, Transport for NSW both affirmed and examined.

Mr Anthony Wing, Executive Director Transport Policy and Ms Rachel Wheeler, Executive Director Customer Experience Design and Delivery, Transport for NSW, both sworn and examined.

Mr Braxton-Smith made a brief opening statement.

The Committee commenced questioning the witnesses. Evidence concluded and the witnesses withdrew.

The public hearing concluded at 4.03 p.m.

4. Post-hearing deliberative

The Committee resumed its deliberative hearing at 4.03 p.m.

5. Transcript of evidence

Resolved on the motion of Mr Notley-Smith, seconded by Mr Warren: That the corrected transcript of evidence given on 16 October 2017 be authorised for publication and uploaded on the Committee's website.

6. Next meeting

The Committee adjourned at 4.05 p.m. to a date and time to be determined.

MINUTES OF MEETING No. 18

Thursday, 17 May 2018 Room 1043, Parliament House

Members Present

Ms Petinos (Chair), Mr Notley-Smith (Deputy Chair), Mr Brookes, Ms McKay and Mr Warren

Officers in Attendance

Jonathan Elliott, Leon Last, Jacqueline Linnane and Abegail Turingan

The meeting opened at 10.34 a.m.

1. Confirmation of Minutes

Resolved, on the motion of Mr Notley-Smith: That the minutes of Meeting No 17, held on 16 October 2017, be confirmed.

2. ***

Inquiry into commuter car parking in NSW

3. Publication of submission

Resolved on the motion of Mr Warren: That the correspondence from Newcastle City Council be accepted as a late submission, and published to the Committee's website, as supplementary to Submission 95 with the phone number and signature redacted.

4. Answers to additional questions

Resolved on the motion of Mr Notley-Smith, seconded by Mr Warren: That the answers to additional questions on notice from Transport for NSW be published on the Committee's webpage.

5. Consideration of Chair's draft report

The Chair advised the Committee that they had received a request from a Committee member for additional time to consider the draft report. Accordingly, the Committee agreed to postpone deliberation of the report until the next meeting.

The Committee adjourned at 10.38 a.m. until Tuesday, 22 May 2018 at 1 p.m.

MINUTES OF MEETING No. 19

Tuesday, 22 May 2018 Room 1254, Parliament House

Members Present

Ms Petinos (Chair), Mr Notley-Smith (Deputy Chair), and Mr Warren

Officers in Attendance

Jonathan Elliott, Leon Last, Jacqueline Linnane and Abegail Turingan

The meeting opened at 1.06 p.m.

1. Apologies

Apologies were received from Mr Brookes and Ms McKay.

2. Confirmation of Minutes

Resolved, on the motion of Mr Warren, seconded by Mr Notley-Smith: That the minutes of Meeting No 18, held on 17 May 2018, be confirmed.

Inquiry into commuter car parking in NSW

3. Consideration of Chair's draft report

The Chair proposed to consider the report *in globo*. The Committee agreed.

Resolved, on the motion of Mr Notley-Smith, seconded by Mr Warren: That the draft report be the report of the Committee, and that it be signed by the Chair and presented to the House.

Resolved, on the motion of Mr Warren, seconded by Mr Notley-Smith: That the Chair and committee staff be permitted to correct stylistic, typographical, and grammatical errors.

Resolved, on the motion of Mr Notley-Smith, seconded by Mr Warren: That, once tabled, the report be posted on the Committee's website.

The Committee adjourned at 1:09 p.m. to a date and time to be determined.