

**ITEM 2. POST EXHIBITION REPORT - MOTORCYCLE AND SCOOTER STRATEGY AND ACTION PLAN****FILE NO: S055270****SUMMARY**

On 4 August 2008, Council resolved to exhibit the Draft Motorcycle and Scooter Strategy for public comment for a period of 30 days.

Motorcycle and scooter ownership and use are growing rapidly in metropolitan Sydney and in the City of Sydney. Motorcycles are an enjoyable, fuel efficient, convenient and low-cost alternative to private cars, and are well suited to the City of Sydney's higher density neighbourhoods.

The City's Motorcycle and Scooter Strategy proposes measures to remove barriers to riding motorcycles in Sydney. In particular, the Strategy proposes to remove the requirement for riders to purchase parking tickets until an equitable pay-parking technology is available that does not restrict motorcycles to designated bays. Motorcyclists must still observe posted time limits. The Strategy also includes the continued roll-out of dedicated parking in suitable locations, provision of secure anchor points, advocacy for convenient and equitable tolling arrangements, further development of motorcycle road-safety programs, and measures to increase the uptake of low-emissions and electric scooters.

The consultation period concluded on 22 September 2008. About 90 submissions were received, most of which strongly supported the draft Strategy. Submissions particularly welcomed the proposed changes to ticket parking, and generally supported on-street anchor points, promotion of low-emission technologies and mandatory emissions standards, improved rider and motorist safety education, and advocacy for fair and convenient tolling arrangements.

Many submissions from riders advocated a trial of footpath parking, while submissions from residents and disability groups supported the draft Strategy's position that motorcycles should be parked on-street or in off-street carparks. A lesser number of submissions commented on safety education, environmental issues, potential obstruction of footpaths, use of 'dead spaces', parking requirements in new developments, and residential parking permit costs for larger motorcycles.

As a result of public feedback, a number of modifications have been made to the Draft Strategy. This report identifies the proposed changes and recommends approval of the *Motorcycle and Scooter Strategy*.

Proposed changes include:

- developing initiatives to improve motorcycle parking availability in commercial car parks, by surveying rates and parking supply, and making this information available to riders through the City's website. (*New Action Item 1.11*);
- removing the 750cc cut-off for low-cost residential parking permits on the basis that engine size is not a reliable indicator of environmental performance;

- working with the NSW Department of Environment and Climate Change to take action against noisy vehicles. This will be listed as a specific action item in the Strategy. (*New Action Item 4.5*); and
- advocating for reform of the Australian Road Rules to permit more than one vehicle to share a marked parking bay. This would benefit both motorcycles and small fuel-efficient cars, and avoid ambiguity and inequity in enforcement of this rule, as it is not possible to determine which vehicle arrived first.

Minor editorial and formatting changes have also been made.

### **RECOMMENDATION**

It is resolved that Council adopt the Motorcycle and Scooter Strategy and Action Plan, shown at Attachment A to the subject report.

### **ATTACHMENTS**

**Attachment A:** Motorcycle and Scooter Strategy and Action Plan

**Attachment B:** Response to submissions

## BACKGROUND

1. Motorcycle and Scooter use is growing rapidly in Australia and in the City of Sydney. To ensure that the City fairly accommodates motorcyclists, the City of Sydney's 2008-2011 Corporate Plan includes the development of a Strategy to remove barriers to the use of motorcycles and scooters.
2. The Motorcycle and Scooter Strategy and Action Plan is consistent with the City's *Sustainable Sydney 2030* plan, which encourages a shift from private petrol cars to less polluting forms of motorised transport, such as motorcycles, scooters, car sharing and hybrid/electric vehicles.
3. The City conducted extensive research on barriers to motorcycling and the key concerns of riders. According to more than 900 respondents to a City survey, key barriers to riding in the City of Sydney include difficulty finding parking and using pay parking, road safety concerns, vehicle security and motorway tolls.
4. Ticket parking is the major barrier to equitable motorcycle and scooter access across the City of Sydney. While car drivers can park in any pay parking zone by displaying a ticket on the dashboard within the vehicle, this option is not available to riders, who are at risk of having their ticket blown away or stolen. As a result of this dilemma, many riders park informally on footpaths or behind building alignments, and risk infringement for breaching the Australian Road Rules. Other riders resort to placing tickets in their pockets and, if fined, appeal to have the fine waived claiming it was displayed as required. The Strategy therefore proposes to trial the removal of this unworkable requirement for motorcyclists to display a ticket until an equitable pay-parking technology is available that does not restrict motorcycles to designated bays.
5. Motorcyclists are also unable to use visitor parking permits which are available in Glebe, Ultimo, Pyrmont and Millers Point. Unlike a car driver, a motorcyclist cannot secure a transferable Visitor Parking Permit, and so cannot be exempted from time restrictions or the requirement to use ticket parking. This also encourages riders to park on footpaths or in breach of parking restrictions and risk fines.
6. In February 2008, Council resolved to exhibit differential pricing for resident parking permits in the proposed Schedule of Fees and Charges for 2008/09. Motorcycles are rated as 'very low environmental impact', and will pay the lowest fee, which is 25% of the standard fee. This change, which was implemented on 1 July 2008, is endorsed in the Strategy and consistent with previous requests by motorcyclist representatives, including the Motorcycle Council of NSW, for a differential charge for motorcycles which takes into account both the space they occupy and their environmental impact.
7. The 2008/2009 Corporate Plan also includes a Key Performance Indicator for the provision of an additional 120 motorcycle and scooter parking spaces. The City exceeded this target for 2007/2008.

## PROPOSAL

8. The Motorcycle and Scooter Strategy and Action Plan will ensure motorcycle and scooter riders have equitable access to parking on City of Sydney streets, and will address other barriers to motorcycle and scooter use.

9. Key proposals in the draft Motorcycle and Scooter Strategy and Action Plan included:
- (a) a one-year trial exemption of motorcycles from the requirement to display a ticket in short stay ticketed parking, and trial adjustment of the ticket parking fee for motorcycles to zero in the City's Schedule of Fees and Charges;
  - (b) continue the complementary rollout of dedicated motorcycle parking in response to rider requests or identified need. Dedicated parking may also be installed to protect sight distances near driveways;
  - (c) provide discounted, secure off-street parking for motorcycles in the Goulburn Street Car Park;
  - (d) trial installation of on-street fastening points for motorcycle cable locks in residential and commercial areas;
  - (e) introduce lower Resident Parking Permit fees for motorcycles reflecting the space they occupy and environmental impact;
  - (f) continue to develop and promote motorcycle safety programs for both riders and drivers;
  - (g) advocate for regulatory change to permit motorcycle couriers to park in loading zones;
  - (h) trial one or more electric vehicle charging points suitable for electric and hybrid-electric motorcycles;
  - (i) advocate for the inclusion of motorcycles in the Green Vehicle Guide, and advocate for mandatory national emission requirements for new motorcycles and scooters;
  - (j) support the continued use of bus lanes by motorcycles; and
  - (k) advocate for fair and convenient toll arrangements on motorways.
10. On 28 July 2008, the Planning Development and Transport Committee considered the draft Motorcycle and Scooter Strategy and, on 4 August 2008, Council resolved to exhibit the Draft Motorcycle and Scooter Strategy for public comment for a period of 30 days. The consultation period concluded on September 22.

## KEY IMPLICATIONS

### Strategic Alignment

- 11. The Motorcycle and Scooter Strategy and Action Plan is consistent with the City's *Sustainable Sydney 2030* plan, which encourages uptake of less polluting forms of motorised transport, such as motorcycles, scooters and car sharing.
- 12. The development of a Motorcycle and Scooter Strategy and Action Plan is also a Priority Project in the City of Sydney's 2008-2011 Corporate Plan.
- 13. Additional motorcycle parking and reform to ticket parking requirements is consistent with the Transport and Accessibility targets in the 2008-2011 Corporate Plan, which aim to provide fair access to motorcyclists.

**CHANGES TO THE DRAFT STRATEGY****(a) Residential permits**

14. In February 2008, Council resolved to exhibit environmental pricing for resident parking permits in the proposed Schedule of Fees and Charges for 2008/09. This was implemented as of 1 July 2008 and has already been widely promoted to the community. Motorcycles, which are considered 'very low environmental impact', now pay the lowest fee, which is 25% of the standard fee.
15. This was implemented following consideration of a comprehensive report on the introduction of environmental pricing for residential parking permits which was unanimously approved by Council on 10 December 2007. The report recommended a four-tiered fee structure based on the Green Vehicle Guide. As motorcycles and scooters are not rated by the Green Vehicle Guide, but are generally considered to have a low environmental impact, and have the added advantage of occupying much less space than other vehicles, which is particularly important in inner Sydney where congestion is a significant factor, it was recommended they be pegged to the minimum fee until such time as they are rated in the Green Vehicle Guide.
16. Following a resolution of Council on 4 August 2008, the draft Motorcycle and Scooter Strategy and Action Plan was amended prior to exhibition to limit eligibility for the lowest fee to motorcycles below 750cc.
17. The proposed removal of the 750cc limit on eligibility for the least-cost residential parking permit is consistent with the City's environmental commitments. Larger engine sizes do not necessarily equate to higher fuel consumption, emissions or noise output. With the exception of some very large motorcycles, emissions of urban air pollutants are also largely unrelated to engine size. Moreover, irrespective of whether an engine is 750cc, motorcycles and scooters occupy significantly less space than cars.
18. The Strategy also recommends that the City advocate to the Commonwealth Government for the inclusion of motorcycles and scooters in the Green Vehicle Guide.
19. Finally, given the risk of theft, it is unlikely that owners of very large or expensive motorcycles will seek residential permits to store their motorcycles on-street, and this is not something which has been witnessed to date.

**(b) Noise**

20. A number of submissions raised concerns about noisy motorcycles. The City is working to address vehicle noise in concert with local Police and the NSW Government.
21. The City will work closely with the DECC to distribute recent publications to residents about the action they can take to report noisy vehicles. City Rangers, some of whom are Authorised Officers under the Protection of the Environment Operations Act, will also report noisy vehicles directly to the Department of Environment and Climate Change.

**(c) Off-street parking**

22. There is extensive on-street motorcycle parking in Central Sydney which is not time restricted, and the quantity has been significantly increased in the last two years, although this has not been sufficient to cope with demand. However, given the limited scope for significant additional commuter parking on-street, an increasing proportion of commuter motorcycle parking should be accommodated off-street.
23. To improve information about motorcycle parking in commercial car parks, the City will survey availability and cost at major parking stations in Central Sydney. This information will be posted on the City's website, and the City will liaise with parking operators to ensure they are aware of the potential commercial viability of reasonably priced motorcycle parking. This is Action 1.11.

**(d) Parking bays**

24. Under the Australian Road Rules, more than one car or motorcycle may not park in a marked car space. This deprives small fuel-efficient cars and motorcycles of the ability to take advantage of their small size by sharing parking spaces, and making better use of limited kerbside space. This change would also avoid ambiguity and inequity in enforcement, as it is not possible to determine which vehicle or motorcycle arrived first in the bay. Consequently, the Strategy proposes that the City, in consultation with other jurisdictions, advocates for amendment to this road rule.

**BUDGET IMPLICATIONS**

25. Trialling free access to ticket parking will have a marginal impact on parking income from motorcycles. Most motorcyclists do not use ticket parking areas, and many do not currently purchase tickets in pay parking zones because the ticket cannot be securely displayed.
26. The displacement of pay parking spaces used by cars is expected to be very low, as up to five motorcycles can be accommodated in the space required for one car. Motorcycles generally park rear to kerb, and will be required to observe time restrictions to ensure turnover and discourage commuter parking.
27. The City will review the trial of free short-stay parking after 12 months. The review will assess compliance levels of motorcycles with timed parking restrictions, and any impact on the availability of short-stay parking for other uses, including business and retail parking.
28. Improvements to motorcycle parking at the Goulburn Street Car Parking Station can be funded from the Station's operational budget. Minor civil works in the public domain, including trialling the installation of locking points, can be funded within existing programs.
29. Changes made to the document since the Draft Strategy was reported to Council are not expected to have any budgetary impact, given the very small number of motorcycles that will be eligible for the full discount on a residential parking permit.

**RELEVANT LEGISLATION**

30. The City has authority to implement parking schemes in accordance with:

- (a) *Australian Road Rules*;
  - (b) *Road Transport (Safety and Traffic Management) Act 1999*; and
  - (c) *Road Transport (Safety and Traffic Management)(Road Rules) Regulation 1999*.
31. The Roads and Traffic Authority has issued mandatory Pay Parking guidelines for Councils to implement pay parking schemes in accordance with the relevant legislation. The changes proposed to are in accordance with existing legislation and the RTA's *Pay Parking* guidelines
32. The Roads and Traffic Authority's Technical Direction TDT 2004/02 *Motor Bike Parking* provides guidelines on the implementation of motorcycle parking. The proposed Strategy and Action Plan are in accordance with existing legislation and this Technical Direction.
33. Noise from motorcycles is regulated under the *Protection of the Environment Operations (Noise Control) Regulation 2008*.

#### **PUBLIC CONSULTATION**

34. Hard copies of the draft Strategy were available from the One Stop Shop and Neighbourhood Service Centres. An electronic copy of the draft Strategy was posted on the City's website.
35. Advertisements were placed in major daily newspapers and specialist motorcycling publications announcing the exhibition of the draft Strategy, which also received extensive media coverage. The City also notified individuals and groups which had expressed an interest in the Strategy.
36. The consultation period concluded on 22 September. About 90 submissions were received.
37. A summary of the submissions, and responses to the issues raised, is contained at Attachment B.

#### **CRITICAL DATES / TIME FRAMES**

38. The Strategy, if endorsed, will be implemented progressively by the City.
39. The exemption of motorcycle riders from the obligation to display a ticket will be reviewed after 12 months to assess compliance rates and impact on car parking.

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