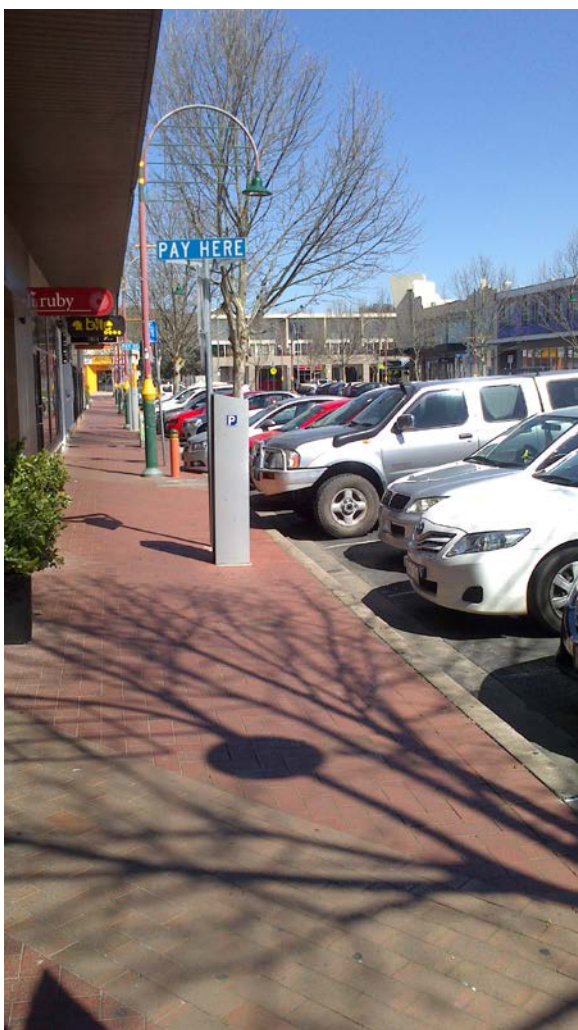


Auditor-General's Report No. 3 on Parking Operations: PAC Update

Minister for Planning, Minister for Roads and Parking, Mick Gentleman
MLA

September 2015





ACT
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Environment and Planning



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Background

On 30 May 2013 the Auditor-General released the Report No. 3 of 2013: ACT Government Parking Operations (the Report). The Auditor-General's report considered the full extent of parking responsibilities and issues from planning, through to management, implementation and operation. Twelve recommendations were made covering matters relating to inter-directorate coordination, planning, pricing, demand, fines, ticketing and inspections.

Since the Auditor-General's report was released, the government has made substantial progress in all of these areas. A previous update in August 2014 confirmed that implementation of four of the twelve recommendations had been completed. This update demonstrates that all 12 recommendations have now been met. This has been achieved through a number of significant pieces of work in relation to parking – most notably the release of the ACT Government's parking strategy *Building an Integrated Transport Network – Parking*, and two annual report cards detailing progress on the implementation of Transport for Canberra.

Table 1 provides a summary of the recommendations from the 2013 Auditor-General's report, and status as at 14 September 2015. More detailed information on the status of the recommendations is provided in the relevant sections of this report.

Table 1: Auditor-General's recommendations and status

#	Recommendation	Government position	Status
Theme: Governance and Administrative Responsibility			
1	EPD, JACS, TAMS, CMTEDD should work together to strengthen 'One Government' governance arrangements for parking operations by: - improving coordination, communication and consultation processes between agencies; and - documenting roles, responsibilities, inter-relationships and accountabilities.	Agreed	Complete
2	EPD should: a) update the Transport for Canberra Implementation Tracking document with respect to parking operations; b) develop and publish key performance indicators and supporting targets c) use the <i>Transport for Canberra Implementation Tracking</i> document as a basis for developing an integrated implementation, monitoring and evaluation plan for the Strategic Parking Framework; and d) work with the NCA and other Commonwealth Government agencies, and the ACT community to implement paid parking in the Parliamentary Triangle Zone.	Agreed	Complete



#	Recommendation	Government position	Status
3	EPD should consult with other directorates and the Attorney-General to establish a timeline and process for ensuring annual changes to parking fees occur in a routine and timely manner.	Agreed	Complete
4	EPD should finalise and release the Transport Pricing Policy, which should include: a) criteria for the determination of parking fees b) a requirement for: • criteria mentioned in (a); and • a mechanism for using revenue data collected, in determining parking fees. c) The timeline and process for making annual changes to parking fees.	Agreed	Complete
Theme: Planning and Maintaining Parking Assets			
5	EPD should review and document its management of parking demand surveys in so doing: a) outline the process used for undertaking surveys and spot checks; b) define the frequency and timing and surveys; c) guide how information from demand surveys is shared with other directorates, in particular TAMS; and d) ensure that information on short term, long term and disability parking demand is separately collected.	Agreed	Complete
6	TAMS should: a) develop an administrative procedure to guide how it will achieve the Transport for Canberra objective of prioritising short stay parking allocations over long stay parking allocations; and b) review the disability parking allocations and, if necessary, develop an administrative procedure to guide the implementation of disability parking spaces, in accordance with the Government Parking and Vehicular Access General Code.	Agreed	Complete
7	JACS should review the allocation of disability permits to members of the ACT community.	Agreed	Complete
8	JACS should develop a robust data capture process for ticket machine fault complaints and repair information, which includes regular reconciliation of the source data to improve the completeness and integrity of reported information.	Agreed	Complete
9	CMTEDD (formerly EDD), when developing parking arrangements with private sector entities, should: a) base arrangement on actual revenue and car park use, rather than estimated revenue and car park use; and	Agreed	Complete



#	Recommendation	Government position	Status
	b) evaluate the results of all future parking arrangements with private sector entities and determine whether revenue predictions have been realised.		
Theme: Fees and Infringements			
10	JACS should: a) review the sanctions for non-payment of fines in accordance with the <i>Road Transport (General) Act 1999</i> ; and b) develop and implement a process to recover revenue from interstate and diplomatic fines.	Agreed in part	Complete
11	JACS should: a) map the number and location of all parking bays that are being patrolled by its Parking Inspectors; b) analyse and identify the optimum number of Parking Inspectors required to provide; c) improve the training of Parking Inspectors; and d) develop a formal risk-based plan to guide the activities of Parking Inspectors.	Agreed in part	Complete
12	CMTEDD (formerly CMTD) should, in cooperation with EPD and JACS continue to work to: a) identify smart car parking payment technology options which can: - accept coins, notes, credit cards and electronic payment methods - provide an increased level of management information - incorporate enforcement technology; and b) advise the ACT Government on whether or not smart parking technology should replace existing parking meters and ticket machines, and if so what kind of technology.	Agreed	Complete



Recommendation 1: Complete

The Environment and Sustainable Development Directorate, Justice and Community Safety Directorate, Territory and Municipal Services Directorate and Chief Minister and Treasury Directorate should work together to strengthen 'One Government' governance arrangements for parking operations by:

- a) improving coordination, communication and consultation processes between agencies; and*
- b) documenting roles, responsibilities, inter-relationships and accountabilities.*

ACT Government Response

To form a parking coordination group of senior executives enabling a more targeted focus on parking matters and provide the mechanism for improving coordination, communication, consultation and documentation of roles, responsibilities, inter-relationships and accountabilities for parking.

Progress

The ACT Government continues to take a strategic and integrated approach to parking, considering its relationship to travel demand, alternative transport modes, parking demand management and parking supply options. Many parking issues across Canberra are symptomatic of a city in transition – with areas of rapidly increasing residential density and higher concentrations of employment in popular locations (such as Braddon, Kingston, and Gungahlin).

Parking continues to be coordinated across the ACT Directorates through the Parking Coordination Group (PCG). The PCG meets monthly and reports to the Strategic Board. The PCG is chaired by the Parking Coordinator-General in the Environment and Planning Directorate (EPD), and comprises SES-level representatives from the directorates with parking responsibility. The parking roles and responsibilities have been documented and agreed upon for the directorates:

- EPD: parking coordination, policy, planning, assessment through Development Applications and Parking Authority applications;
- Territory and Municipal Services (TAMS): parking infrastructure including signage, line markings, maintenance, and new construction;
- Justice and Community Services (JACS): parking operations, including enforcement and regulation, as well as issuing of parking permits;
- Chief Minister, Treasury, and Economic Development Directorate (CMTEDD): parking associated with land release/development, financial and budget implications of parking, and central oversight;
- Health Directorate: hospital parking; and
- Education and Training Directorate (ETD): school and CIT parking.



The work of the PCG is supported by a Parking Working Group (PWG). The PWG also meets monthly to discuss and work through various issues related to parking that are submitted to PCG for finalisation.

Timeframes

Action	Status
Creation of a Parking Coordination Group	Completed in 2014 – still in operation
Documentation of roles and responsibilities of Directorates in relation to parking issues	Completed in 2014 – still in operation

Recommendation 2: Complete

The EPD should:

- update the Transport for Canberra Implementation Tracking document with respect to parking operations;*
- develop and publish key performance indicators and supporting targets*
- use the Transport for Canberra Implementation Tracking document as a basis for developing an integrated implementation, monitoring and evaluation plan for the Strategic Parking Framework; and*
- work with the NCA and other Commonwealth Government agencies, and the ACT community to implement paid parking in the Parliamentary Triangle Zone.*

ACT Government Response

To update the Transport for Canberra Implementation Tracking document with respect to parking operations. PCG to review the appropriate approach to the implementation, monitoring and reporting of the Strategic Parking Framework.

Progress

A tracking document is used to monitor progress on *Transport for Canberra* and has been updated to include monitoring of the parking framework in Transport for Canberra.

A first *Transport for Canberra Report Card* was released in 2014, with a second to be released in October 2015. These report cards provide updates on progress against key performance indicators and targets, including the Strategic Parking Framework.

Building an Integrated Transport Network - Parking (the Parking Action Plan) was released in May 2015 and builds upon the Strategic Parking Framework detailed in Transport for Canberra. Many of the actions detailed in the Parking Action Plan – including a 6% p.a. increase in parking fees, and the introduction of weeknight and weekend pay parking near major entertainment venues – have since been implemented. Many other actions – including a review of parking and traffic issues at local

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schools - are in the process of being implemented. The implementation of the objectives and actions detailed within the Parking Action Plan will continue to be monitored by the Parking Coordination Group.

Parliamentary Zone

The ACT Government has assisted the NCA with the roll out of pay parking in the Parliamentary Zone, which commenced on 1 October 2014. Measures undertaken to support pay parking on national land include:

- Pay parking, timed parking and other parking restrictions in Territory areas adjacent to national land (such as Yarralumla, Kingston, and Manuka) to discourage commuters from parking in key residential and commercial areas;
- Working closely with the NCA to coordinate communications and public information;
- Enforcement activities in areas close to those under NCA control; and
- The introduction of new bus services into the Parliamentary Zone.

The private sector has also assisted through the recent construction and opening of parking structures near the Parliamentary Zone, most notably in Barton.

Timeframes

Action	When
Update the Transport for Canberra tracking document	Complete
Transport for Canberra Report Card	Complete and ongoing
Parking Strategy (Parking Action Plan)	Complete
Parliamentary Zone paid parking	Complete

Recommendation 3: Complete

EPD should consult with other directorates and the Attorney-General to establish a timeline and process for ensuring annual changes to parking fees occur in a routine and timely manner.

ACT Government Response

Establish a PCG which will establish the timeline and process for annual changes to parking fees.

Progress

The Government has agreed to increase parking fees annually on 1 July alongside most other Territory fees and charges. The ACT Government this year announced it would be increasing parking



fees by 6% p.a. from 2015-16 to 2018-19 – the first of these increases was implemented on 1 July 2015.

Work is ongoing in relation to reforms within the ACT's Public Transport sector. However the above-mentioned 6% annual increase in parking fees, the introduction of late night and weekend pay parking near entertainment venues in the City Centre, and other measures within the Parking Action Plan, are not expected to adversely affect demand for local public transport.

Timeframes

Action	When
Timeline for parking fee increases	Complete
Transport Pricing Strategy	Parking element: Complete

Recommendation 4: Complete

EPD should finalise and release the Transport Pricing Policy, which should include:

- a) *criteria for the determination of parking fees*
- b) *a requirement for:*
 - *criteria mentioned in (a); and*
 - *a mechanism for using revenue data collected, in determining parking fees.*
- c) *The timeline and process for making annual changes to parking fees.*

ACT Government Response

The parking coordination group will oversee the finalisation of the Transport Pricing Policy, consistent with Recommendations 1 and 3.

Progress

Cabinet has agreed to the recommendations submitted to Cabinet in late 2014 canvassing a suite of initiatives on Integrated Transport Pricing. This Transport Pricing Strategy was informed by analysis undertaken by MRCagney in 2014 on transport pricing options in the ACT, including providing advice on the interactions of public parking and public transport pricing, and the issues to be considered in setting prices to achieve optimum outcomes for public transport. This has ensured that decisions on the pricing of parking are considered in conjunction with a wide range of complementary and related policy settings such as public transport fares and other transport subsidies. Where appropriate the Transport Pricing Strategy has been incorporated into the Parking Action Plan. The Parking Action Plan provides guiding criteria on how parking fees differ between core (premium) and peripheral (other) areas in the City Centre and town centres, as well as core areas in selected group centres and employment nodes. This reflects differing levels of demand for spaces by location and the time of day. This is demonstrated in the legislation - [Road Transport \(General\) \(Pay Parking Auditor-General's Report No. 3 on Parking Operations: PAC Update](#)



[Area Fees\) Determination 2015 \(No 2\)](#) - that details the location of ACT Government-operated pay parking areas and the fees that apply to them.

The implementation of pay parking ticket machines - a matter also raised in other recommendations in this report - will allow a more efficient assessment of parking revenue collected across ACT Government-operated pay parking areas. This in turn will offer vital information to help determine parking fees.

The Government has agreed to increase parking fees annually on 1 July alongside most other Territory fees and charges. As mentioned under Recommendation 3, the ACT Government has committed to a 6% per annum increase in parking fees between 1 July 2015 and 1 July 2018.

These increases are the culmination of administrative procedures including:

- EPD updating the Disallowable Instrument mandating pay parking areas and the fees payable for their use;
- The firm overseeing the operation of the pay parking ticket machines updating the fee schedules on the internal software of the machines, so that motorists are charged the updated prices; and
- JACS Parking Operations updating the external price board (known as a tariff card) on each pay parking ticket machine, so that motorists are made aware of updated prices.

From time to time, pay parking is also introduced into new locations across Canberra. This can occur on 1 July or at other times of year, such as the 1 September 2015 introduction of weeknight and weekend pay parking near entertainment venues in the City Centre. Before the above procedures are carried out, the introduction of pay parking in new areas involves stakeholder engagement and the erection of informative signage by TAMS.

Timeframes

Action	When
MRC report on ACT Transport Pricing	Complete
Timeline for fee increases	Complete – to occur annually on 1 July
Transport Pricing Strategy	Complete – parking element has been incorporated into Parking Action Plan

Recommendation 5: Complete

EPD should review and document its management of parking demand surveys in so doing:

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- a) *outline the process used for undertaking surveys and spot checks;*
- b) *define the frequency and timing of surveys;*
- c) *guide how information from demand surveys is shared with other directorates, in particular TAMS; and*
- d) *ensure that information on short term, long term and disability parking demand is separately collected.*

ACT Government Response

The Government to review parking survey processes and procedures.

Progress

EPD is committing to undertake parking surveys every two years in key areas to assess car parking supply and demand. Within these key areas - which include the City Centre, town centres, and selected group centres - survey data is collected and analysed on a range of factors, including:

- The mix of short-stay (time restricted to four hours or less) and long-stay parking spaces;
- The number of disability parking spaces, and spaces for other uses such as motorcycles, taxis, and permit categories;
- The mix of free and paid parking spaces;
- Whether parking is publicly accessible, or reserved for staff or customers of a certain business or location;
- The mix of on-street and off-street parking areas; and
- excluding residential parking spaces.

Comprehensive parking surveys were conducted in all town centres, the city centre and inner south during 2014. These surveys measured the supply and demand for publicly accessible government and private parking. These surveys consider traffic demand across 12 hour periods on a weekday to assess peak demand periods. This provides a greater level of detail than previous spot surveys. The surveys were undertaken on Thursdays and Saturdays in November and June, as representative times of high demand, not affected by Christmas, school holidays or other deviations from long-term demand levels. The surveys show that the demand for parking is high across these centres, and that the trend of rising levels of parking utilisation is continuing. EPD has received funding (\$150,000 in each of 2014-15 and 15-16 for Transport and Parking –Better Options) to deliver work including parking surveys.

In the last 12 months EPD has also undertaken parking surveys associated with master plans for group centres. The information from parking supply and demand surveys is shared across all relevant Directorates through the Parking Coordination Group, and helps inform EPD's Master Planning processes. Reports submitted by EPD to the Parking Coordination Group earlier this year included data analysis and recommendations, to address issues identified during recent car parking surveys in Dickson and Gungahlin. A database of parking survey information collected in 2014 and 2015 is also



being compiled to aid development assessment processes, and assess whether there is enough car parking available off-site to support certain developments.

Timeframes

Action	When
Parking demand surveys	Complete and ongoing every two years
PCG to share survey information	Complete and ongoing
Parking Plans	Complete

Recommendation 6: Complete

TAMS should:

- develop an administrative procedure to guide how it will achieve the Transport for Canberra objective of prioritising short stay parking allocations over long stay parking allocations; and*
- review the disability parking allocations and, if necessary, develop an administrative procedure to guide the implementation of disability parking spaces, in accordance with the Government Parking and Vehicular Access General Code.*

ACT Government Response

Prioritise short stay parking over long stay parking and review disability parking allocations in accordance with the Government parking and vehicular access general code.

Progress

The Government has clearly articulated its policy towards prioritising short stay over long stay parking, with the release of the Parking Action Plan. This document outlines that priority will be given to short-stay parking, particularly close to commercial activities or destinations that attract significant customers or casual users. This parking will include provision of mobility, taxi, loading and other priority parking requirements. Long-stay/commuter parking will increasingly be moved to the periphery of the city centre and town centres to free capacity for short-stay parking and obtain better value for the land.

Where changes to existing parking arrangements are contemplated, the PCG oversees survey work to assess levels of parking supply and usage profiles throughout the day. The provision of short stay parking in ACT Government-operated car parks is a policy matter that is being progressed by EPD. TAMS, at an operational level, responds to complaints from members of the public or traders about deficiencies such as turn over or abuse of spaces by commuters. The implementation of any changes to parking arrangements take place after the completion of:

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- an assessment of the area concerned - including observations of parking activity;
- the drafting of Traffic Control Devices (TCDs) – maps outlining proposed changes to existing parking arrangements – including changes to time restrictions, parking fees and/or the introduction of special parking (such as accessible spaces or parking for motorcycles);
- putting forward the proposals included in the draft TCDs as part of consultation with directly affected residents and traders; and
- making relevant changes to existing TCDs, signage, and parking arrangements based on the outcome(s) of surveys and the consultation process.

The Parking Coordination Group carried out survey work that found significant demand for parking facilities in some smaller centres is from workers at those centres. Moving long stay demand away from trade-supporting parking spaces has economic benefits for centres and provides health benefits to workers. EPD is working with TAMS towards increasing parking spaces for people with a disability to at least 3 per cent of total spaces, noting that the Parking Code requirement for a minimum 3% provision was introduced late in 2010. This matter will therefore be further reviewed as part of a broader review of the Parking Code (currently underway).

Timeframes

Action	When
Determine the administrative procedure for prioritising short stay parking through the parking plans and parking operational policy submission.	Complete
Parking Strategy	Complete
Work with TAMS to increase disability parking spaces	Complete and ongoing

Recommendation 7: Complete

JACS should review the allocation of disability permits to members of the ACT community.

ACT Government Response

Review the process surrounding the allocation of disability permits.

Progress

JACS undertook a review in 2014 in relation to the allocation of disability parking permits. The review found that the ACT has a lower rate of permit issue than the other Australian jurisdictions examined. A letter was sent to the Australian Medical Association (AMA) ACT Branch reminding medical practitioners of their important role in certifying an application form for a disability parking permit.



Recommendation 8: Complete

JACS should develop a robust data capture process for ticket machine fault complaints and repair information, which includes regular reconciliation of the source data to improve the completeness and integrity of reported information.

ACT Government Response

Refine procedures to capture relevant data that is presently limited due to “aged” parking machines. The process is to be recalibrated to align with capability of new parking machines.

Progress

300 new pay parking ticket machines have been installed across Canberra to replace the existing pay and display machines. A centralised management system provides live data on the operational status of the machines, enabling quicker response to faults. The maintenance and support services of these ticket machines have been outsourced to the parking machines provider.

Locations have been identified for additional pay parking ticket machines to replace parking meters. These machines will be erected by the end of 2015.

Timeframes

Action	When
Install new ticket machines	Complete
Refine procedures to capture relevant data for faults and repairs	Complete
Planning for the replacement of remaining on-street parking meters	Complete

Recommendation 9: Complete

CMTEDD when developing parking arrangements with private sector entities, should:

- base arrangement on actual revenue and car park use, rather than estimated revenue and car park use; and*
- evaluate the results of all future parking arrangements with private sector entities and determine whether revenue predictions have been realised.*

ACT Government Response

Review parking survey and forecasting processes and procedures where they apply to the redevelopment of public car parks.



Progress

Data available through pay parking ticket machines and biennial parking surveys now makes it easier to make arrangements with the private sector based on actual revenue and utilisation patterns.

Utilisation data is used to inform price modelling in car parking areas earmarked for sale. It is a consideration of all sales of existing ACT Government-operated car parks to include greater cost efficiencies accruing from information such as utilisation data.

CMTEDD and EPD regularly engage one another over the identification of existing car parking areas as possible sites for future sale and/or redevelopment.

Timeframes

Action	When
Parking demand surveys	Complete and ongoing every two years
Install new ticket machines	Complete

Recommendation 10: Complete

JACS should:

- a) *review the sanctions for non-payment of fines in accordance with the Road Transport (General) Act 1999; and*
- b) *develop and implement a process to recover revenue from interstate and diplomatic fines.*

ACT Government Response

- a) Review sanctions for non-payment of fines; and
- b) Obtain GSO legal advice on process to recover revenue from interstate and diplomatic fines

Progress

In April 2014 a Solicitor from the ORS Enforcement and Litigation team reviewed the legislative sanction process against the operation of the rego.act system. The finding was the system complies with the legislative requirements regarding the imposition of sanctions for the non-payment of infringement notices.

Advice from the Government Solicitor's Office (GSO) confirms that as fines and penalties cannot be characterised as provable debts, they will not amount to a debt for which the Territory may commence civil style debt recovery proceedings for unpaid diplomatic and interstate parking fines.



Recommendation 11: Complete

JACS should:

- a) *map the number and location of all parking bays that are being patrolled by its Parking Inspectors;*
- b) *analyse and identify the optimum number of Parking Inspectors required to provide;*
- c) *improve the training of Parking Inspectors; and*
- d) *develop a formal risk-based plan to guide the activities of Parking Inspectors.*

ACT Government Response

Develop a risk-based guide to parking enforcement including an assessment of the optimum number of parking officers and review/update of training material.

Progress

EPD has conducted audits of the number and location of marked parking bays as part of the development of parking plans. These audits will occur every two years as part of parking surveys, or more frequently if rapidly changing circumstances in a particular area necessitate.

JACS is unable to identify the exact number of bays that are patrolled, because many enforcement areas are on-street and not marked with lines.

Budgetary measures have allowed an increase in inspector numbers and patrols. This has allowed enforcement to discourage spill over from the Parliamentary Zone caused by the introduction of pay parking by the NCA. Negotiations have also been completed with staff representatives to allow late night and weekend patrols of After Hours Pay Parking sites near entertainment venues in the City Centre.

The training manual for parking inspectors was updated in 2014 and is in use – it is constantly being modified. Conflict resolution training has been completed for parking inspectors.

A formal risk framework was developed in 2014 to guide the activities of parking inspectors. It has been included as an Appendix to the Parking Action Plan.

Timeframes

Action	When
Map number and location of parking bays patrolled by ACT Government inspectors	Complete and ongoing
Improve training of Parking Inspectors	Complete and ongoing
Develop formal risk-placed plan to guide Parking inspectors	Completed



Recommendation 12: Complete

CMTEDD should, in cooperation with EPD and JACS continue to work to:

- a) *identify smart car parking payment technology options with can:*
 - *accept coins, notes, credit cards and electronic payment methods*
 - *provide an increased level of management information*
 - *incorporate enforcement technology; and*
- b) *advise the ACT Government on whether or not smart parking technology should replace existing parking meters and ticket machines, if so what kind of technology.*

ACT Government Response

Identify and procure smart parking payment technology.

Progress

A number of smart parking methods were functional in the ACT at the time of the 2014 progress report. These included:

- The choice to pay by mobile phone without the need to display a paper ticket (via the ParkMobile app);
- Use of a centralised management system providing live data on purchases and trends in parking;
- The ability to access the operational status of machines in real time, enabling a quicker response to faults.
- New hand held devices (PDAs) for inspectors have been purchased to replace the retiring fleet of devices. This new technology enables parking officers live information about e-ticket sessions and access to Rego ACT to check vehicle details.
- Ticket machines that accept coins and credit card payments. Work is underway to update ticket machines to incorporate PayWave technology.

JACS is researching licence plate recognition cameras for use in mobile vehicles to enhance the enforcement of time restricted parking in residential areas.

CMTEDD will begin a trial of innovative smart parking technologies in early 2016. The trial aims to save time and reduce traffic delays within the busy Manuka precinct, by alerting motorists to available parking spaces. The trial will use in-ground sensors to provide real-time information, to be displayed on electronic traffic signs, mobile phone apps, and sensor-activated lighting.

Timeframes

Action	When
Smart Parking Payment Technology	Complete and ongoing



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PDA's to increase the level of enforcement	Complete
A centralised management system to provide an increased level of management information	Complete
Advice whether smart technology should replace parking meters	Complete - Smart Parking trial will commence in 2016, with parking meters to be replaced by end of 2015.