

10.5 Infrastructure Services Directorate

10.5.1 Shellharbour Parking Strategy

Directorate: Infrastructure Services

Business Unit: Infrastructure Services

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Executive Summary

The purpose of this report is to seek Council endorsement of the draft Shellharbour Parking Strategy (including the Precinct Parking Strategies & Plans) for the purpose of public exhibition, for a period of 28 days.

The Shellharbour Parking Strategy provides a comprehensive evidence-based framework to address the City's growing population and increasing demand for parking across the nine Town Centres, whilst also balancing the needs of the business community, visitors and the local community. The document outlines strategies and actions to guide Council in managing public on-street and off-street parking, and advocacy across the nine Town Centres within the Shellharbour Local Government Area (LGA).

Recommendation

That:

- 1. Council endorse the draft Shellharbour Parking Strategy (Attachment 1) to be placed on public exhibition for a period of 28 days.**
- 2. If no submissions are received as a result of public exhibition that require further consideration, that Council adopt the draft Shellharbour Parking Strategy, as attached to this report.**

Background

The Shellharbour Parking Strategy (the Strategy) has been prepared to provide a comprehensive framework to address the City's growing population and increasing demand for parking. The Strategy outlines a series of actions from 2026 to 2031 to guide Council in parking management, provision, planning,

and advocacy across nine Town Centres (listed below) in the Shellharbour Local Government Area (LGA):

1. Albion Park
2. Albion Park Rail
3. Albion Park Rail Industrial Area
4. Oak Flats
5. Shell Cove
6. Shellharbour (Village)
7. Shellharbour City Centre
8. Warilla
9. Warilla Grove (Lake Illawarra)

Between 2021 and 2036, the population across the Town Centres within the study area is expected to rise from 48,649 to 72,754, aligning with the housing targets set out in Council's Local Housing Strategy and the Illawarra Shoalhaven Regional Plan. Household car ownership across Shellharbour is high, with many households in the study area (58% or approximately 10,704 of 18,467 total households) owning two or more vehicles. In areas such as Shell Cove and Albion Park, multi-vehicle ownership rises to around 79% (4,310 households) and 69% (8,099 households) respectively - these areas have more families, higher employment rates and fewer public transport options, making car travel essential for work, shopping, schools and daily life. Due to limited alternative travel modes and 45% of residents travelling outside of the LGA for work, private vehicle travel also remains essential for daily activities. These patterns highlight the importance of a coordinated approach to managing the increasing parking demand across the nine Town Centres.

Community engagement was undertaken through the "Tell Us About Parking" Let's Chat page using an interactive online survey over the last three years, aimed at receiving multi-year feedback from the community across a range of seasons and demands. The key feedback received from the community highlighted:

- A preference for parking that is free, convenient and located close to destinations
- Concern regarding congestion and vehicle overspill in residential areas, affecting local amenity
- Support for active transport infrastructure to reduce reliance on private vehicles
- Concern regarding illegal or unsafe parking, with residents seeking greater compliance measures

The feedback received has played a key role in shaping the Strategy, guiding Council to prioritise parking management and infrastructure initiatives that reflect local needs and improve everyday experiences for the community.

Surveys were carried out to quantify the parking supply and peak demands during November 2024 to establish a baseline demand, and again in February 2025 to capture seasonal variation. The results indicated that overall, utilisation across publicly available on-street and off-street parking remains within the optimal range of occupancy between 45% to 85% for both weekdays and weekends. There is significant demand for parking within the Town Centres, particularly for on-street spaces close to retail, dining, and civic destinations. This demand is primarily driven by workers, visitors, and short-stay customers, with long-stay commuter parking (i.e. all-day employee from local businesses) placing additional pressure on high-value kerbside parking spaces. Off-street parking is often underutilised due to perceived inconvenience and proximity preferences, highlighting the importance of demand management and better use of existing infrastructure rather than large-scale increases in supply.

A review of parking rates in Council's Development Control Plan (DCP) was undertaken in comparison with the recommended rates contained within the Transport for NSW (TfNSW) Guide to Transport Impact Assessment (GTIA), with a key focus on the current parking rates and the applicability and relevance to the local context of Shellharbour. Key opportunities for consideration in a future update of the DCP parking rates include supporting demand-based parking, encouraging shared parking arrangements, and incorporating emerging transport needs such as electric vehicle charging infrastructure, smart parking systems and courier bicycle parking at food premises.

The Strategy focusses on the assessment of publicly available on-street and off-street parking spaces. Whilst private parking has not been directly assessed, it is acknowledged that it influences overall parking behaviour and demand patterns within town centres. The following table depicts the approximate number of existing publicly available on-street and off-street parking spaces across the nine town centres:

Town Centre	On-Street	Off-Street	Total Spaces
Albion Park	107	65	172 (5 mobility spaces)
Albion Park Rail	82	80	162 (4 mobility spaces)
Albion Park Industrial Area	255	0	255
Oak Flats	152	57	209 (17 mobility spaces)
Shell Cove	119	177	296 (7 mobility spaces)
Shellharbour (Village)	112	645	757 (33 mobility spaces)
Shellharbour City Centre	81	400	481 (15 mobility spaces)

Warilla	94	140	234 (5 mobility spaces + 8 motorcycle spaces)
Warilla Grove (Lake Illawarra)	201	21	222 (1 mobility spaces)

Implementation of the Strategy will support a more sustainable, healthy and liveable Shellharbour community through the optimisation of parking availability across town centres, manage congestion, and maintain neighbourhood amenity. Short term strategy actions that are recommended include:

- 1.1 Simplify parking restrictions by standardising signage and regulations across the city
- 1.6 Improve parking wayfinding to help find suitable parking quickly, reducing circulating traffic and ensure better access
- 2.2 Install EV charging stations in parking areas to support the use of electric vehicles

The Strategy will assist in informing future updates to the DCP and Development Contributions Plan. Overall, the Strategy will provide a framework for ensuring that public parking meets community needs without creating unnecessary oversupply, while supporting sustainable and innovative transport management.

Council Implications

FINANCIAL / RESOURCES

The Shellharbour Parking Strategy provides an evidence-based framework to inform Council's future capital works planning and support future reviews of the Shellharbour Local Infrastructure Contributions Plan. The implementation of actions identified that utilise existing public infrastructure could provide additional turnover and high utilisation of parking spaces at a low capital cost. Where appropriate, funding opportunities will be explored to support implementation including external grants funding, development contributions, Local Infrastructure Contributions Plan, and other funding mechanisms. Any future financial implications will be considered through Council's Delivery Program, Operational Plan, and Long-Term Financial Plan.

LEGISLATION AND POLICY (INCLUDING ADVOCACY, STRATEGIC AND OTHER PLANS)

Council has statutory responsibility for land use planning and development assessment under the Environmental Planning and Assessment Act 1979. The

Shellharbour Parking Strategy is a key component of Council's broader Integrated Planning and Reporting (IP&R) framework and aligns with the objectives outlined in the Community Strategic Plan 2025–2035. This ensures that parking and transport initiatives are strategically coordinated with Council's long-term vision and community priorities.

The Shellharbour Parking Strategy also supports the directions of Council's Local Strategic Planning Statement and adopted Town Centre Masterplans, which promote walkable neighbourhoods, integrated land use and transport planning, and compact, mixed-use development. Consistent with these directions, the Strategy seeks to integrate parking provision with shared and active transport infrastructure.

If adopted, this will become a policy position of Council and be used to inform future planning decisions, updates to the Development Control Plan, and the review of Section 7.11 Development Contributions Plans and the Local Infrastructure Contributions Plan.

SOCIAL IMPACT

The Shellharbour Parking Strategy has been developed to ensure parking across the City is managed in a fair and equitable manner, balancing the needs of residents, businesses, visitors and workers.

SUSTAINABILITY CONSIDERATIONS

Key sustainability considerations include promoting reduced reliance on private vehicles through improved support for active transport, shared transport, and accessible short-term parking in town centres. The Strategy also supports the uptake of electric vehicles by enabling the provision of charging infrastructure in key locations, contributing to reductions in transport-related emissions and helping Shellharbour move towards its net zero operational and community targets.

LEGAL CONSIDERATIONS

Not Applicable

RISK CONSIDERATIONS

- Business Risk - Implementation of the Shellharbour Parking Strategy will assist Council in long-term financial planning, operational resourcing, and

managing demand for parking infrastructure, reducing the risk of reactive or ad hoc decision-making

- **WHS and Public Risk** - Support efficient parking management and safer on-street and off-street parking arrangements, the Strategy helps reduce risks to the public and improves safety for staff engaged in parking management, enforcement, and transport-related operations.
- **Environmental Risk** - The Strategy responds to environmental considerations, including transport emissions, land use efficiency, and the promotion of sustainable mobility options. Key actions such as supporting active transport, shared transport, and electric vehicle infrastructure aim to reduce vehicle reliance, lower transport-related emissions, and encourage more sustainable patterns of travel.
- **Delivery Program Risk** - Following adoption, actions and initiatives outlined in the Strategy will be prioritised and incorporated into Council's future delivery programs. The timing and resourcing of specific actions, including parking infrastructure upgrades and associated development contributions, will be managed according to operational capacity, project schedules, and funding availability.

Link to Community Strategic Plan

This report supports the following objectives, strategies and actions of the Community Strategic Plan:

4.1 We deliver our future together

4.1.2 Council builds and maintains strong partnerships and advocates effectively on behalf of the community

4.1.2.02 Advocate effectively to create value from our community assets

4.1.2.03 Collaborate with stakeholders including state government, surrounding councils, industry and others to ensure alignment with our strategic planning framework

4.2 We are responsible leaders

4.2.2 Council lives responsibly within its means and strengthens its financial sustainability

4.2.2.05 Actively pursue grant funding and other state and federal revenue sources to support the implementation of Council's Delivery Program

5.1 We are a vibrant and connected City

5.1.1 Our planning reflects the unique character of our City and natural environment and is responsive to the evolving needs of our community

5.1.1.03 Review the Shellharbour Local Infrastructure Contributions Plan to facilitate the provision of essential infrastructure to support our growing City

5.1 We are a vibrant and connected City

5.1.2 Provide and promote a sustainable and integrated transport network

5.1.2.01 Advocate and develop strategies and projects to integrate transport connectivity across our City through active transport and road networks

5.1 We are a vibrant and connected City

5.1.4 Our town centres are vibrant, liveable and welcoming

5.1.4.01 Provide strategic advice on the development and implementation of Town Centre Plans

5.1.4.02 Develop and implement a City Parking Strategy

Previous Council Resolutions

[29 November 2022](#)

Consultation

Internal

Executive Manager Strategic Planning and Environment

Strategic Planning Manager

Growth Planning Manager

Executive Manager Commercial Enterprises

Growth Planning Manager

Regulation and Compliance Manager

External

Community through Let's Chat page

Political Donations Disclosure

Nil

Options

Option 1:

That Council endorse the public exhibition of the draft Shellharbour Parking

Strategy, to allow for the progression and future adoption and implementation of the Strategy.

Option 2:

That Council endorse the public exhibition of the Shellharbour Parking Strategy, with any amendments considered appropriate, to allow for the progression and future adoption and implementation of the Strategy.

Conclusion

The Shellharbour Parking Strategy has been informed by detailed analysis of parking demand, land use, and transport patterns, as well as community consultation. It provides strategic directions and actions for managing public parking in a fair, equitable, and sustainable way to support accessible Town Centres and promoting modal shift.

The Strategy will also support the future review and updating of Council's Development Control Plan and Section 7.11 Development Contributions Plan by providing a clear understanding of current and future parking needs, supply, and community priorities. By taking a coordinated, community-informed approach, the Strategy helps alleviate congestion, improve access, and enhance the liveability of Shellharbour's town centres, ensuring parking provision meets both current and future needs.

Attachments

1. Shellharbour Parking Strategy
2. Precinct Parking Strategies & Plans