



GLEN EIRA
CITY COUNCIL

Keeping Glen Eira Moving



KEEPING GLEN EIRA MOVING: THE GLEN EIRA PARKING POLICY.



INTRODUCTION

The City of Glen Eira is located in Melbourne's south-east suburbs and is home to 151,746 people, across 54,731 households – representing more than 160 different cultural backgrounds.

Like all inner-city areas in Melbourne, Glen Eira (GE) has a growing population. This presents opportunities in the form of active business centres, education, innovation

and an increasingly vibrant arts and culture scene, offset with challenges around maintaining and improving transport infrastructure to meet existing and future community needs.

To help us address these challenges and continually uplift liveability in GE, we developed an *Integrated Transport Strategy* (ITS) in consultation with the community in 2018. The ITS' high level goal is for a 50:50 split in mode use between car and non-car methods in Glen Eira by 2031.

To achieve this goal, the ITS sets out approaches that include promoting and facilitating the use of walking, cycling, and public transport, and putting in place supply and demand signals through Glen Eira's approach to car parking.

The ITS's inclusion of car parking as a mechanism for change is informed by a consideration of the character of car ownership and use in Glen Eira. It recognises two important factors in this area. Firstly, that GE has high rates of car ownership which, if current trends continue could grow to more than 22,400 additional vehicles by 2031. This level of growth will escalate the already prevalent parking competition and concerns within the GE community.

Secondly, car use is a convenient and relied-on form of transport for many of our residents and visitors. This is particularly the case for those who don't live close to, or have access to, alternative transport modes, or who have particular needs such as disability. Provision of adequate parking for our community will continue to play a vital role in the local transport environment in Glen Eira into the future.

The *Glen Eira Parking Policy* is an action of the ITS, developed to balance these characteristics and give effect to the positioning of car parking as a means of shaping the local transport environment.

After a sustained period of development, followed by extensive community engagement and review, the *Policy* was adopted by Council in December 2019. It aims to:

- Provide a framework through which Council will manage parking across the municipality to benefit the whole community and all road users
- Provide a mandate and guidance to introduce innovating parking initiatives, restrictions and arrangements
- Balance the needs of residents and businesses, while helping to achieve Council's 15-year vision for the future of transport and movement in Glen Eira, as outlined in the ITS

The *Policy* marks a change from Council's traditional approach to parking, which involved responding to community concerns street-by-street, providing infrastructure and regulation to cater for demand where possible.

Instead, the *Policy* takes a fresh look, and sets out a more systematic, consistent and sustainable framework that aims to equitably prioritise parking for those who need it most, manage public space given to parking more effectively, and incentivize the community to move to alternative transport options if they are able, and wish to.

EXCELLENCE ATTRIBUTES

The *Policy* was developed from evidence, local knowledge, stakeholder and community input and creative problem solving. These foundations provide quality outcomes and a range of excellence attributes.

Strategic integration

The *Policy* has been purposefully designed to integrate with the ITS' vision and high-level goal that:

Glen Eira will be a City of child friendly neighbourhoods that are connected to a network of vibrant and well designed walkable activity centres. The community will have a range of travel options to service their daily needs. This Strategy aims to reduce car use to 50 per cent of all trips'.

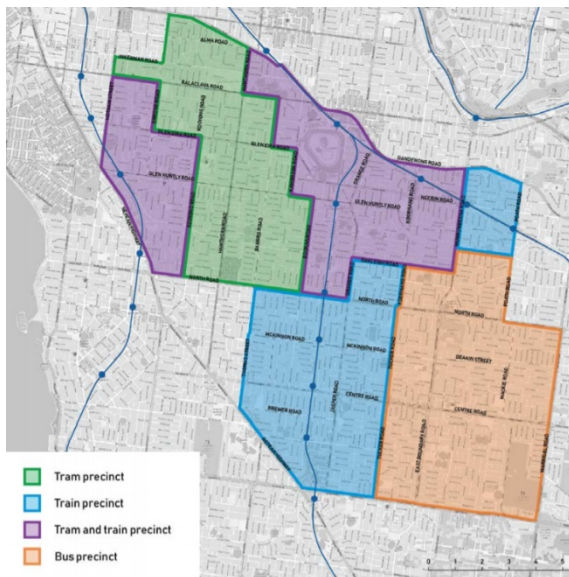
And to align with, and speak to, the ITS' nine key principles, which include:

1. *Transport is for people – a range of options is needed to suit our busy lives*
2. *The majority of the community currently relies on the car to undertake their daily activities*
3. *Continued growth of car use will contribute to further traffic congestion and parking concerns*
4. *Parking will continue to play an important role and complement our transport system*
5. *Not all residents within Glen Eira experience the same access to transport*
6. *Peak hour travel movements should be as efficient and fast as possible*
7. *Our streets are the defining feature of our neighbourhoods*
8. *Car alternatives can improve our health and the environment*
9. *The future presents significant changes and opportunities to reimagine how we move around*

This coherence gives the *Policy* some important strategic strengths. Key amongst these is that initiatives and measures within the *Policy* are *informed* and based on an understanding of the wider transport environment and where/how parking fits within this it.

With this foundation, the *Policy* incorporates an understanding of parking as a behaviour in this environment that is related to factors such as growth and locational access to public transport. In turn the *Policy* is able to reference features of this wider environment in interventions to change the parking landscape.

In practical terms, the *Policy* mirrors the ITS's places and corridors approach, setting out factors/features to be considered when determining parking arrangements across local settings and travel routes.



For neighbourhood places, these factors include degree of access to public transport, as informed by Council's 'public transport precincts' – areas of the municipality sectioned according to level of access to public transport (image to the left). Factors also considered for neighbourhoods include, planning zone and the presence/absence of trip generators.

For activity centres, these factors include the characteristics of the centre – whether it is major or less so, and the types of use it attracts/supports.

For corridors, the *Policy* ties its approach to parking arrangements back to the ITS's identification of highest priority use; whether the

corridor can best support walking/cycling/public transport or driving to move people around Glen Eira in the most efficient way.

Strategic integration also enables the *Policy* to connect with the array of actions that Council can implement in pursuit of transport goals, such as:

- safety improvements to other options;
- using the planning system to locate residential development close to transport hubs;
- programs to support behaviour change;
- advocacy for public transport improvements, and
- infrastructure additions/upgrades for walking and cycling.

By situating its actions in relation to these and complementing them, the *Policy* supports a stronger strategic response by Council to the challenge of keeping people moving effectively in a growing population.

1. Targeting the 'parking ecosystem' across places and corridors

Instead of looking narrowly at parking areas that Council has most influence over, the *Policy* adopts a comprehensive approach to parking across the municipality, in all the available aspects of the parking 'ecosystem'. These aspects include on-street parking and the system of

parking permits, off-street parking (both publicly owned and private, through the planning application and development system) and parking enforcement of rules around use of spaces in these systems.

Adopting this approach recognises that it is the overall supply of car parking which matters for community car usage. To affect usage requires a wholistic consideration of parking across all aspects, in and around 'places', which have different users, functions and characteristics. The *Policy* translates this understanding into a layered approach, whereby a type of 'place' is superimposed with users, across different aspects of the parking ecosystem. Users are set out from highest to lowest need for parking space, in a hierarchy that will guide Council's actions.

For example, the *Policy* recognises the place function of Councils' activity centres (health, education and innovation precincts; major activity centres; large neighbourhood centres; neighbourhood centres; and local centres) and sets a hierarchy of uses to maximise the place function for each. i.e. to maximise the pedestrian focus of the Caulfield health, education and innovation precinct, the *Policy* prioritises pedestrian space over on street car parking space with this centre, working in tandem with the student car parking overlay in the planning scheme, reducing the requirement for student housing to provide private car parking, and thus reducing the overall level of vehicles in this centre.

2. Balancing consistency/transparency with flexibility

As noted, the *Policy* sets out factors to be considered when establishing the parking arrangements that will apply across (and within) the types and locations of places and corridors in Glen Eira.

The application of these factors is presented as clear, 'baseline', starting point considerations (ie. if you live in a particular area of Glen Eira, close to a particular landmark, within a particular zone, you would be able to find information in the *Policy* on the parking restrictions, if any, that would apply to you). Having these transparently set out in the *Policy* gives community an understanding of what arrangements to expect, and why. It also importantly provides consistent and clear direction to Council officers for implementation and communication to residents to ensure a consistent customer experience. Measures for transparency and consistency reassures the community that Council's policies have been created with a fair and equitable focus on the community as a whole, and strengthens trust in the reliability of a reasonable, consistent response from Council.

However, in moving to a more consistent and predictable approach to parking arrangements, the *Policy* is also sensitive to the importance of providing opportunities for tailored responses that account for particular localised issues and considerations. There are a number of mechanisms in the *Policy* to support this flexibility. The most important is the *Policy's* provision for initial parking arrangements, based on consistent factors, to be set out in a draft (Neighbourhood, Activity Centre or Corridor Parking) Plan, and for this Plan to then go to consultation for feedback from stakeholders. Depending on feedback received, Plans can be refined/revised or adjusted to account for new information, views and local knowledge.

Also allowing for flexibility, the *Policy* supports bottom up mechanisms for change, from community members who group together (such as residents of a street) to make the case to Council for investigation and amendment of local parking conditions. Council will also make

localised changes to parking arrangements based on a review of parking enforcement data, and/or awareness of immediate safety issues.

3. A comprehensive approach to consultation which recognises the sphere of interest in parking decisions

The *Policy* recognises robust engagement with residents and stakeholders as a critical component to parking. It guides Council in systematically, and equitably seeking input on parking decisions through a process of consultation on draft Parking Plans for Neighbourhoods, Activity Centres and Corridors.

The *Policy* sets out the steps Council commits to follow for this purpose, for each of the Plans. For Neighbourhood Parking Plans, these steps include:

- Collection of neighbourhood-wide data around existing parking restrictions, occupancy rates and extent, enforcement, and any previous community feedback from the neighbourhood.
- Consideration of information around planning zone, access to public transport and the presence of any major landmarks (that generate parking demand).
- Council writes to residents/occupiers of the neighbourhood, which includes community and sporting groups if appropriate, to see views on a proposed draft parking plan.
- The plan is revised, updated, then considered at a public meeting of Council prior to implementation.

For Activity Centres, Council will write to all immediately affected traders, and will advertise the opportunity to provide feedback to the wider community, if the parking changes proposed are significant. For Corridors, Council will form a Community Reference Group, to provide additional, in-depth input.

Not only is this approach more systematic and comprehensive, but for each of the Plans, the process recognises the extent of appropriate 'stake' in parking arrangements located in places and corridors and reflects this in the scope of engagement. Our community will have more clear opportunity to be a part of the decisions which shape local area.

3. Making difficult but important decisions for the future

The *Policy* includes measures that are difficult but important, in order to future proof the Glen Eira community in times of population growth and change. These measures include:

Parking permit eligibility – the *Policy* will move from a maximum of three residential permits per eligible households to two, except where a household does not have access to off-street parking or is located in an area of Glen Eira with reduced access to public transport. This measure aims to address parking competition and community frustration at the lack of available on-street parking.

Additional permit fees – to appropriately reflect the value of public street space and provide incentive for off-street parking use, the *Policy* will introduce a fee for a second (and subsequent if applicable) residential permit. This measure has the added benefit of funding the Public Transport Incentive Scheme (described below) to provide complimentary Myki passes for eligible households and further relieve parking congestion.

The *Policy* makes these difficult but important changes to drive behavioral change and reorient parking habits to address current frustrations, anticipate future levels of demand and work to ensure that people who need on-street parking spaces are more able to access it.

In determining the introduction of these measures in the *Policy*, Council is committed to working with current and future permit holders, recognising that change can be difficult by putting in place an extended implementation date for current holders (2022) before these changes come into effect.

To support people to adjust to reduced general residential permit eligibility and to ensure that we cater for community needs, the *Policy* introduces new types of permits; single use visitor permits, visiting tradesperson permits, 'group' (occasion permits) and permits that may be used for households with visiting carers.

ORIGINALITY AND INNOVATION

The *Glen Eira Parking Policy* includes some creative and innovative responses to the challenges Council is facing around parking, and travel and transport more broadly. These responses include;

Provision of 'empathetic parking'

'Empathetic parking' is the *Policy's* recognition that some members of the community have more significant needs for parking, which Council can do more to respond to. 'Empathetic parking' includes a collection of actions targeted to groups that are in particular need of parking.

One action is the addition of line marked and signed bays in public parking areas around Council's activity centres that will designate a space for use by seniors or people with prams. These spaces will be located close to key entry points and will be provided at a rate of one per 50 spaces.

Disability parking spaces will also be increased in busy areas. Instead of an unspecified Building Code rate, an increased provision will more appropriately reflect real requirements, determined by reviewing Council's provision of disability permits. Given that in 2018, 2.9 per cent of Glen Eira residents who own a car were issued a disability permit, the disability parking rate will be changed to 1.5 spaces for every 50 or part thereof. This is above the current Building Code of Australia Class 6 rate of one space for every 50 car parking spaces (or part thereof).

Also included in empathetic parking, is the *Policy's* introduction of a new category of parking permit, for households that require visiting carers. Eligible households will be able to access two carers permits without cost, to provide to personal support workers when providing care.

The empathetic focus of the *Policy* links with a renewed approach to parking by Council overall, which extends to Council's parking enforcement officers working with and educating community members around parking restrictions as a first response, rather than automatically issuing a fine. The education focus serves to raise community awareness of the purpose of restrictions, to enhance community safety and accessibility, and aims to build Council's relationship with the community.

Public transport incentive scheme

The public transport incentive scheme is a measure in the *Policy* which aims to support and reward people for making a choice to move away from private vehicle use. The *Policy* includes provision for the scheme to be revised/adjusted based on an annual review but is currently set as an offer of a 28-day zone 1 and 2 Myki pass, available to households that are eligible for a parking permit, but which choose to forgo their access. The scheme is designed to be cost neutral, funded from revenue raised from the introduction of a fee for a household's second residential permit (from 2022).

In addition to these key measures, the *Policy* also includes an intention to further the use of **technology** in Glen Eira, by introducing a trial of parking sensors in a Council-owned public parking area, with a view to future roll out depending on trial results. Integrating these sensors into a dynamic display model across Glen Eira's activity centres will help people to find a space when they need it, making better use of available parking. The technology will also help in monitoring parking activity and gathering data that we can use to continue to evolve our practices, and understand community needs.

The *Policy* also guides Council to explore opportunities through the planning system for **unbundled parking** in new developments. Unbundled parking gives occupants the ability to only pay for the parking they use, with any surplus becoming available to provide to the community for rent or sale, helping to relieve on-street parking pressure.

ENGAGEMENT WITH THE PROFESSION AND/OR THE COMMUNITY IN THE DEVELOPMENT OF THE PROJECT

Parking is and has been a significant topic of interest in the Glen Eira community, raised across Council in multiple feedback opportunities, and important to local residents as shown consistently in Council's annual Community Satisfaction Survey¹.

Council developed a draft *Policy* with reference to this body of feedback over a period of time. We then sought feedback directly from the community on the draft document.

KEEPING GLEN EIRA MOVING
GREATER WELLBEING IS GROWING — AND WITH IT, GLEN EIRA IS TOO.

Population growth offers opportunities for enhancing the vibrancy of urban places, arts and culture and community life.

But growth also comes with challenges around the limitations of our public space. This includes the space on our roads.

In 2018, we adopted the *Integrated Transport Strategy* to chart a course towards a more sustainable transport future, with a range of benefits for the Glen Eira community.

Reduced travel times and congestion

Better health

Decline in parking issues

Economic savings

Council has developed five new initiatives to deliver on the *Integrated Transport Strategy*. We need your help to get these right!
HAVE YOUR SAY www.gleneira.vic.gov.au/keeping-glen-eira-moving

Berleigh, Berleigh East, Brighton East, Carnegie, Oakfield, Elsternwick, Gardenvale, Glen Huntly, HOSVoon, Hurumbona, Ormond, St Kilda East

Parking elicits a range of reactions and views in the Glen Eira community. It can and does touch on significant and divisive issues around access to space, the rights of different users, perceptions of (and reactions to), changing population and urban form and development.

To assist the conversation with the community, Council's engagement centred on the message of '**Keeping Glen Eira Moving**'.

We chose to make this an integrated consultation, which involved releasing the draft *Parking Policy* alongside a number of transport projects for feedback simultaneously. The purpose of do so was to create and support a discussion about the broader topic of local transport and infrastructure, so that *Parking Policy* issues could be seen in context, promoting

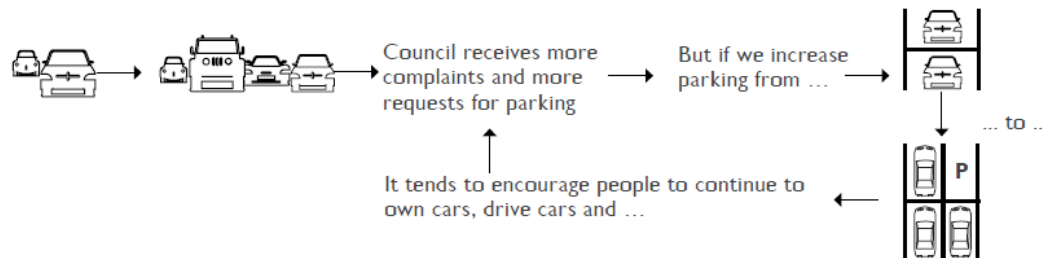
¹ <https://www.gleneira.vic.gov.au/media/3510/j00758-css-2019-glen-eira-city-council-report.pdf>

a deeper and more meaningful dialogue around parking concerns, and helping to articulate the scope of Council's action and capacity in this space.

Short summaries of key aspects of the draft *Policy* were developed to help people to quickly access information on the changes being proposed. These summaries reflected the 'places' of focus in the Policy (neighbourhoods, activity centres and corridors) and major initiatives (parking permit changes, empathetic parking, engaging on parkin) and included information about what the current arrangements were, why there is a need for change, what the draft *Policy* proposed, and what the implications might be.

The summaries included illustrations of parking 'dilemmas' that Council is facing, to help people to understand the issues.

The below illustration was included in a summary paper on 'parking in our neighbourhoods', illustrating the paradox of increasing parking in response to demand.

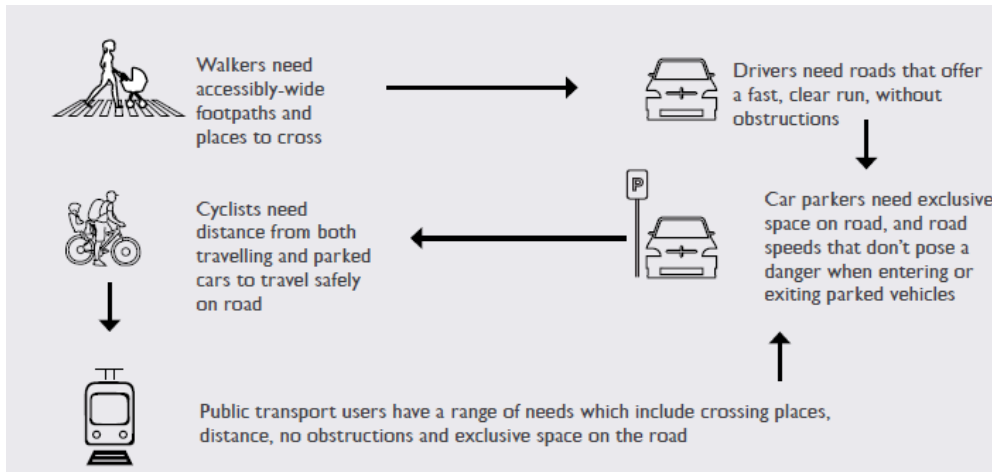


This diagram shows how increasing parking is liable to make the problem worse, rather than better.

This second illustration was included in a summary paper on 'parking in our activity centers', illustrating the multiple needs that Council needs to balance in these locations, whilst striving for a central goal of safe, attractive, inclusive, accessible and vibrant busy centres.



This third illustration was included in a summary paper on 'parking on corridors' and aimed to illustrate the conflicting needs confronting Council when providing for parking on key transit routes.



To seek input, Council:

- wrote to all current parking permit holders (just over 7,500 households),
- emailed to local Traders Associations,
- held two drop-in sessions and two community pop-ups where anyone interested in the *Policy* could speak with officers on the document and raise ideas or issues,
- conducted a survey online open to the general community,
- surveyed Council's online Community Voice Panel (a representative group of Glen Eira residents from across Glen Eira suburbs, and of all age ranges above 18 years,
- held a stall at a local market over a course of four weekends, for community members to come and talk to us on transport initiatives.

Community members could also phone or email Council with feedback. All input was reviewed, and revisions/refinements were made to the final *Policy* prior to Council's adoption.

In total, approximately 700 community members completed a survey and more were in contact via phone, email or in-person.

Aspects of the *Policy* were featured in local and state media stories and attracted significant community attention.

Glen Eira residents could get \$100 Myki to ditch parking permit

Lucy Mae Beers • 7NEWS © Tuesday, 24 September 2019 12:21 pm



Residents in Melbourne's southeast could soon be offered a \$100 Myki card if they ditch their parking permits. Credit: 7NEWS/ Google Maps

- Residents in Melbourne's southeast could soon be offered a \$100 Myki card if they ditch their parking permits.
- The Glen Eira City Council has put forward a proposal that includes the incentive as part of a broader strategy to get cars off the road.



+ WOULD YOU GIVE UP YOUR CAR SPOT FOR A \$100 MYKI CARD?

Glen Eira Council is so pushed for space it's floating a raft of changes to its parking permit scheme, including offering incentives for people to ditch the car altogether. Here's what the proposed changes mean for residents.

Our engagement process was high quality for a number of key reasons. The process we took enabled us to hear from a broad range of community members, from different age groups, suburbs, and both car and non-car owners and from permit holders and non-permit holders.

We were able to offer multiple opportunities to people to provide feedback, including online and in-person (accommodating for differing preferences), and on weekends and out of hours. We deliberately went to people where they were, instead of asking people to always come to us. We considered relevant stakeholders and sought to involve them in the discussion.

The process was widely communicated and available and we sought to give people as much information as we could, to present all the facts for our residents' consideration. As noted, the *Policy* proposes some new measures that are difficult for some, and we had many discussions with people on these measures during the extended, 6 week engagement period on the draft *Policy*.

The integrated approach of the consultation supported a discussion on transport issues more broadly. Not all community members were supportive of the *Policy's* broader alignment to the goal of increasing alternative modes of transport and decreasing car use, however the significance of future trends in population and car use mean that this goal is an important one, and we were able to start an important discussion on this during the consultation, which can be built on into the future.

EXPECTED OR DELIVERED OUTCOMES AND BENEFITS

The livability of a community lies in the access to, and convenience of, its amenities. Parking plays a big role in the transport infrastructure that connects residents, business owners and visitors to and from our community. Founded on this understanding, the *Glen Eira Parking Policy* will put measures in place reduce congestion and the anxiety associated with being unable to access parking.

Developed as a response to community feedback, Council will monitor the implementation for the achievement of expected benefits:

- Improved use of off-street parking
- Reduced congestion in timed parking areas
- Improved accessibility to busy centres for people with disability and those with particular needs, including older people, and people with prams
- Community satisfaction with parking decisions
- Community involvement in, and understanding of, the process of developing new parking plans
- Increased interest in, and take up of, public transport and other modes of transport, as we work towards the ITS's goal of a 50:50 split in transport modes between car and non-car use

Satisfaction will be measured in Council's annual Community Satisfaction Survey, and we will use other sources to track engagement, behaviour patterns, customer service requests and queries, and community response to the roll out of empathetic parking and the public transport incentive.

Observations from the community when developing our plan indicated that trust in Council was diminished because of a perceived lack of consideration when it came to parking. The changes made in, and with the *Policy*, in particular moving the enforcement focus towards education and empathy and away from first occurrence penalties, are a leap towards seeking valued relationships with our community and establishing a collaborative approach to policy making.

We anticipate that our approach in engaging the community in this way will be used to inform future policy creation and continue to drive Council towards a community participation approach to areas of policy that are traditionally contentious. This will ensure that our *Policy* is relevant for the future and maintains its customer first focus and answers community needs.