

Kingston Car Parking Study

Project Brief

CON-17/6

February 2017



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1. Introduction

Many City of Kingston residents are frustrated at the lack of adequate on-site car parking provision and the effects that this has on local neighbourhood character, amenity and traffic.

Council is therefore seeking tenders from suitably qualified and experienced consultants to investigate and develop new car parking rates for the municipality. This is with a view to increasing the number of car parking spaces provided to a rate of one (1) car parking space per bedroom in multi-dwelling developments.

2. Background

At its meeting of 22 August 2016 Council resolved to:

1. *Receive the officer's report in response to Notice of Motion No 15/2016 [Planning Policy (Parking and Rear setbacks)].*
2. *Note that in accordance with Council's resolution at its Ordinary Meeting on 22 February 2016, officers have allocated budget and resources in the 2016/17 financial year to review its Neighbourhood Character Study and Housing Strategy following the release of the Managing Residential Development Advisory Committee's report.*
3. *Instruct officers to include in the formulation of the briefs for the work identified in recommendation 2, a traffic and transport component that considers the application of a car parking overlay for strategic areas of Kingston that require at least one (1) car parking space for each bedroom in new multi-unit developments and the possibility of requiring a 5 metre setback at the rear of new multi-unit developments.*

Additionally, at its meeting on 27 July 2015 Council resolved to:

1. *Effective immediately to create a 'not eligible for resident parking permits list'.*
2. *That the 'not eligible for resident parking permits list' be applied to all planning applications incorporating one net new dwelling or greater in the following zones:*
 - 2.1. *Activity Centre Zone*
 - 2.2. *Comprehensive Development Zone*
 - 2.3. *Commercial 1 Zone*
 - 2.4. *Commercial 2 Zone*
 - 2.5. *Mixed Use Zone*
 - 2.6. *Residential Growth Zone*
 - 2.7. *General Residential Zone Schedules 1 and 2*
3. *That all planning applications that fall within the parameters identified in Recommendation 2 that are yet to be advertised at the date of this resolution, be included on the 'not eligible for resident parking permits list' and that affected permit applicants be notified in writing.*

Council officers consider that the best way to introduce the new car parking provisions is via a Parking Overlay. The Parking Overlay requires a Car Parking Plan to be prepared following detailed analysis of existing car parking conditions including a parking demand and supply study generally based on an on/off street parking occupancy study.

However, *Planning Practice Note 57: The Parking Overlay* states that “*the schedule should only be used to decrease the standard number of car parking spaces specified in Table 1 in Clause 52.06 unless there is an overwhelming strategic reason to increase these rates*”. Council would need to demonstrate a

robust strategic justification in the event that it wished to implement an increase to the car parking rates at Clause 52.06 in particular locations in the municipality.

3. Aims/Objectives

This project is to undertake a strategic and detailed review of car parking provision policy across the municipality as it applies to residential development. It requires the production of the necessary supporting strategic justification that will facilitate the implementation of Council's increased car parking rates via the Parking Overlay.

To this end this project will seek to achieve the following aims:

- Establish a strategic basis for changing the current rate of car parking provision in Kingston, with variation between activity centres and other residential areas.
- Undertake community engagement to determine the its expectations of residential parking provision
- Undertake a broad assessment of current off-street car parking provision across Kingston to identify any surplus supply or shortfalls.
- Compare this assessment against future population and housing distribution.
- Formulate a detailed understanding of the broader issues associated with introducing the new proposal.
- Determine the economic impact of a higher parking provision, specifically: housing affordability, development yield and ability to meet housing needs identified in the Housing Strategy
- Make recommendations on how Council can proceed with introducing the new car parking rates into the Kingston Planning Scheme based on the background analysis.

4. Scope

In conjunction with this project, Council will be appointing consultants to undertake a detailed review of housing and neighbourhood character policy in light of existing constraints and future opportunities. This project needs to be completed alongside that work, and integrate relevant directions.

To that end, there may be areas of context and background investigation common to both briefs. This may include, but not be limited to, such things as policy framework investigation and analysis (State and Local), market trend and housing delivery analysis, demographics and housing growth data.

As a starting point, the successful consultant will be required to review relevant Council, State and Commonwealth Government reports, strategies, policies and regulations; and relevant legislative and Planning Scheme provisions.

The scope of this project is to deliver one of three discreet but linked components of work, each of which has their own requirements in terms of investigation and ultimately implementation. Given the interrelated nature of these components and the complexity of this project it is important that each component be undertaken in consideration of its relationship to the other. However each component must have the ability to deliver to Council a standalone piece of work that is able to be adopted and incorporated into planning policy and control in one form or another.

In relation to car parking, the successful tenderer will be required to:

- Undertake a broad assessment of current car parking provision across Kingston to identify any surplus supply or shortfalls. This can be divided into activity centres and other residential areas (precinct based).
- Understand the community's expectations of residential parking provision and attitudes toward on-street parking for residents
- Formulate a detailed understanding of the broader issues associated with introducing the new proposal, including impacts on:
 - Housing affordability
 - Housing supply and development feasibility (including financial cost)
 - Neighbourhood character
 - Permeability and vegetation requirements
 - Traffic and congestion
- Model the impacts and externalities of increased parking provision rates (both financial and from a traffic perspective).
- Make recommendations on a way for Council to proceed with introducing the new car parking rates into the Kingston Planning Scheme based on the background analysis. Implementation is likely to be divided between activity centres and other residential areas. This could include variations to the proposed residential zone schedules to reflect the new parking rates (for example, higher site coverage allowances to accommodate for increased on-site parking).

Consultants for this project will be required to attend the same meetings as the successful consultant for the Housing and Neighbourhood Character work to facilitate collaboration and efficiency.

4.1. COMMUNITY CONSULTATION

The development of the Car Parking brief provides Kingston with a critical opportunity to engage our community.

In the 2016 'Local Government Community Satisfaction Survey', our community expressed a strong desire to be better consulted on key Council strategies and projects. In addition, our community expressed a strong dissatisfaction with the way Kingston plans for population growth, town planning policy and traffic management - this project presents an opportunity to address these concerns.

Engagement with our community is at the core of Kingston's philosophy of *Community Inspired Leadership*. To realise this philosophy, our governance and decision making needs to be based on a solid understanding of what the Kingston community needs and wants.

Kingston is committed to the use of the International Association for Public Participation (IAP2) Public Participation Spectrum; the spectrum sets out the promise being made to the public at each participation level. More specifically, Kingston is committed to engage the community at the highest level of the spectrum where possible.

The IAP2 model encourages use of a broad range of consultation tools including public meetings, surveys, online discussion forums as well as face to face meetings with key groups and individuals – many of which will be relevant for this project.

Kingston is keen to hear from the consultant on innovative and contemporary ways in which Kingston can engage its community. As part of the response, the consultant should outline the consultation methods, timings and required resources to occur in the three stages of this project - as per below.

1. Issues & Opportunities Discussion Paper,
2. Kingston Car Parking Study; and
3. The Planning Scheme Amendment documentation.

The Consultant shall provide a consultation strategy to address, as appropriate, the following:

- An outline of the various consultation methods to be employed ensuring all interested residents and stakeholders have a chance to have their say – this should include recommended timings. In addition, the consultant should include information to be prepared by the consultant for the purpose of information dissemination and facilitating these processes.
- Community engagement is a crucial component of the broader Housing Strategy and Neighbourhood Character Study project and will be a key determinant of its overall success. The consultant undertaking the Car Parking Study is required to identify opportunities where community consultation can be undertaken alongside the Housing Strategy and Neighbourhood Character Study consultation as well as unique opportunities specific to this subject matter.
- Utilisation of contemporary consultation methods including online property lookup search functions, for example, City of Whitehorse's Our Housing Future website at www.ourhousingfuture.com.au
- Kingston has recently established an online consultation platform, www.yourkingstonyoursay.com.au. The consultant should consider its use in this project.
- Presentations and briefings to the Project Manager, Corporate Leadership Group and/or other groups identified as relevant by Council. Possible presentations at meetings of Council at key stages of the development of the project, as required.

Council's Communications and Community Relations Team is a key stakeholder in terms of communications. They will be involved in the review of the consultation strategy and execution of its content, alongside the Strategic and Environmental Planning Team.

The consultation strategy will be finalised and agreed with Council upon award of the contract and prior to commencement of work.

5. Project Stages, Task Expectations & Deliverables

5.1. METHODOLOGY

It is the responsibility of the consultant to propose a methodology, including a project plan.

The consultant's methodology and project plan should therefore include details of the following:

- Overall approach to the project and key principles to be considered;
- Proposed tasks and their duration;
- Persons or disciplines to be involved in each task and level of involvement (e.g. number of hours/days);

-
- Key milestones and deliverables;
 - Proposed meetings with the project team and consultation activities with stakeholders; (with dates to be confirmed) and
 - Key presentations to Council.

At a high level, the key tasks to be undertaken as part of the other brief and which will inform the methodology for this brief are identified below.

5.2. STAGE 1 – ISSUES AND OPPORTUNITIES (DISCUSSION PAPER)

This stage is to gather information and identify issues and opportunities which can then be presented to the community for their feedback.

Project inception (Month 1)

- Attend an inception meeting with the internal project control group to confirm the methodology and obtain relevant background information.

Data review and analysis (Months 1 – 2)

- Undertake a review of relevant Council, State and Commonwealth reports, strategies, policies and controls in relation to housing and neighbourhood character, particularly:
 - Planning Practice Note 57: The Parking Overlay
 - Existing Kingston housing and neighbourhood character work
 - Kingston Planning Scheme
 - Relevant VCAT cases and Planning Panel reports on car parking overlays
 - Review census, VISTA and other relevant data on present and future levels of private vehicle ownership based on dwelling type as they relate to City of Kingston
- Understand how this project relates to housing in Kingston, particularly in relation to:
 - The quantity and nature of future demand for housing
 - Housing affordability and cost
 - Housing diversity
 - Accommodating the housing needs of particular groups
 - Development constraints
 - Areas with potential for increased development
- Meet with internal Council stakeholders to ascertain their understanding of issues and opportunities in relation to residential car parking in Kingston.

Site visit and car parking assessment (Month 3)

- Undertake car parking surveys of Kingston to determine present levels of on-site car parking and demand for off-site car parking (be it on-street, or other public off-street car parks).

Prepare Issues and Opportunities - Discussion Paper (Month 4)

- Draft a concise report documenting all background findings and analysis. The report should include:
 - Detailed methodology which outlines the tasks, analysis and investigations, including how the findings from this work will influence the draft Kingston Car Parking Study
 - All of the background research and findings
- Meet with the project control group to discuss the draft report and next steps.
- Present and brief Council's Corporate Leadership Group on the Issues and Opportunities Discussion Paper.
- After officer feedback, prepare a second draft of the Discussion Paper to present to Council.

Presentations to Council (Month 5)

- Present and brief Councillors on the Issues and Opportunities Discussion Paper.
- Subject to Council feedback, prepare a final draft of the Issues and Opportunities Discussion Paper to be released for community consultation.

Community consultation (Month 6)

- As outlined in Section 4.1 of this brief, Council is keen to hear from the consultant on innovative and contemporary ways in which Kingston can engage its community. As part of the response, the consultant should outline the consultation methods, timings and required resources to occur in each of the three stages of the project.

Presentations to Project Control Group and Council (Month 7)

- Present and brief Council's project control group on the findings from the consultation, including the summary of consultation issues paper, proposed changes to the Issues and Opportunities Discussion Paper and the proposed direction moving forward based on the finalised Issues and Opportunities Discussion Paper. This should allow for changes from Council officers.
- Present and brief Council as above.
- Finalise the Issues and Opportunities Discussion Paper and a consultation issues paper (a consultation issues paper is to be included in the final Issues and Opportunities Discussion Paper as an attachment).

5.3. STAGE 2 – KINGSTON CAR PARKING STUDY

This stage is to prepare the Kingston Car Parking Study to guide requirements for residential and commercial car parking in Kingston. These documents will also serve as the strategic justification for any future planning scheme amendment to apply the parking overlay(s).

Draft Car Parking Study (Months 8 - 9)

- Based on the Issues and Opportunities Discussion Paper and outcomes of the Stage 1 community consultation, develop a Kingston Car Parking Study. It should:
 - Demonstrate a refined understanding of the various residential changes and development expectations that reflect the development conditions and aspirations of Council and the community.
 - Provide an evaluation of the effectiveness of current planning scheme rates and frameworks (e.g. Cl. 52.06 provisions) and how these compare to Council and the community's expectations.
 - Contain a response to car parking rates in residential areas that recognises resident's expectations of on-street car parking provision.
 - Define appropriate car parking rates for residential areas and mixed use / activity centre areas and how these can be achieved.
 - Have regard to broader housing issues in Kingston including affordability, cost, diversity and special needs housing identified in the Housing Strategy.
 - Have regard to broader neighbourhood character outcomes proposed in the Neighbourhood Character Study.
- This Study will position Council to introduce parking overlays to mandate appropriate levels of car parking across the municipality. The work is to provide an established basis on which to apply the new overlays:
 - Defined boundaries for overlays based upon the planning zones, recognising they may be different across the city.
 - Alternative provisions in activity centre, mixed use and commercial areas
 - Identifying the appropriate controls for these areas (e.g. overlays, residential zone schedules, local variations).
 - Any varied ResCode standards that would be required to reflect the preferred characteristics of the various residential change areas.
 - A detailed outline of implementation recommendations and any additional controls recommended for residential and mixed use areas.

Review of draft documents (Month 10)

- Meet with project control group to discuss the draft documents and next steps.
- Facilitate a workshop with Council's City Development (Statutory Planning) team to seek their feedback on the draft documents.
- Make any necessary changes to the draft documents following officer feedback.
- Present and brief Council's Corporate Leadership Group on the draft documents.
- After officer feedback, prepare a third draft of the Car Parking Study to present to Council.

Presentations to Council (Month 11)

- Present and brief Councillors on the draft Kingston Car Parking Study.
- After Councillor feedback and adoption, prepare a final draft of the Kingston Car Parking Study to be released for community consultation.

Community consultation (Months 12 - 13)

- As outlined in Section 4.1 of this brief, Council is keen to hear from the consultant on innovative and contemporary ways in which Kingston can engage its community. As part of the response, the consultant should outline the consultation methods, timings and required resources to occur in each of the three stages of the project.

Presentations to Project Control Group, Corporate Leadership Group and Council (Months 14 - 15)

- Present and brief Council's project control group on the findings from the consultation, including a consultation issues paper and proposed changes to the Kingston Car Parking Study. This should allow time for changes from officers.
- Present and brief Council as above.
- Prepare a final Kingston Car Parking Study and consultation issues paper for Council adoption and exhibition as part of a future Planning Scheme Amendment process.

Supplement to Issues and Opportunities Discussion Paper (Month 16)

- As an attachment to the Issues and Opportunities Discussion Paper, include the summary of community consultation outcomes linked to each stage of the project consultation.

5.4. STAGE 3 – PREPARE PLANNING SCHEME AMENDMENT DOCUMENTATION

Statutory drafting (Month 17-18)

Council officers will work with the consultant to draft changes to the Kingston Planning Scheme to introduce the new provisions, likely to include new overlay schedules and updates to the Municipal Strategic Statement and Local Planning Policy Framework.

The consultant may be required to present as an expert witness to an Independent Planning Panel. This task will be managed as a separate contract and payment to the consultant should it be required.

It is anticipated that the outputs of this project will change as the draft Housing and Neighbourhood Character documents get updated.

Consultants are expected to propose innovative and best practice methodologies in response to the Kingston Car Parking Study brief, and therefore non-conforming proposals will be considered. In this instance respondents to this brief will be required to update their proposal.

The consultant may be required to present as an expert witness to an Independent Planning Panel. This task will be managed as a separate contract and payment to the consultant should it be required.

Key deliverables

Two drafts and then final version of the Kingston Car Parking Study

Two drafts and then final version of Planning Scheme Amendment documentation.

Deliverables are to be provided to Council in A4 and/or A3 format as agreed.

The consultant will be required to produce one (1) bound copy, one (1) unbound copy and two (2) electronic versions (one in Microsoft Word format and one in PDF format) of all reports. Any graphic and mapping outputs are to be provided in MapInfo or Shape files.

6. Project Management

The project will be managed by the Manager Traffic and Transport.

Additional direction will be provided by an internal working group for the Housing Strategy and Neighbourhood Character Study. This group will comprise senior officers from within relevant Council teams established for the duration of the project. This group will receive presentations from the consultant team at key milestones in the project.

The consultant will be required to prepare a detailed project coordination strategy, and as part of the submission, should expand on this proposed approach, including number of meetings offered and other communication channels.

7. Project Delivery

The following indicative stages and timeframes are proposed for discussion with the successful candidate. Proposals are encouraged to suggest improvements and innovations to the timeframes and methodology where appropriate:

STAGES	TIMEFRAME
1. Issues and Opportunities Analysis	Months 1 - 7
2. Housing Strategy and Neighbourhood Character Study	Months 8 -16
3. Planning Scheme Amendment Documentation	Months 17-18

It is the requirement of the consultant to provide a detailed project delivery schedule. Proposals should include an indicative timeline for the project indicating a realistic program to achieve the critical deadlines. Project timelines must anticipate a 2 week interval between supply of any draft outputs or other information for Council's review, before client feedback is given. There may also be instances where critical stages will require reporting to Council and this will also represent intervals of up to three weeks.

8. Ownership, Confidentiality of Data and Conflict of Interest

8.1. OWNERSHIP OF DATA

The Council retains ownership of all data and information provided to the consultant.

8.2. CONFIDENTIALITY OF DATA

In the process of using information, the consultant may have access to sensitive Council information and business and private information covering ratepayers or staff. All data accessed by the consultant shall at all times be kept confidential and shall not be disclosed to any other party without the prior written approval of Council.

8.3. CONFLICT OF INTEREST

If at any time the consultant, employee or representative of the consultant has any potential or actual conflict of interest, personal or business, in any service then this interest shall be declared in writing to Council for a decision.

8.4. OWNERSHIP OF INFORMATION

Any research and/or survey material, including data collected and collated, draft and completed reports and policy developed remain the property of Kingston City Council.

9. Terms Of Payment

It is the requirement of this tender process that the consultant set out a proposed fee structure with payments being linked to the achievement of key project milestones. These are to be consistent with the endorsed project program to be submitted by the consultant.

The work must be completed to the reasonable satisfaction of Council's Project Manager. Payment may be withheld in instances where the work submitted clearly does not satisfy all of the tasks outlined under Section 5 above.

10. References

State Government documents

- All relevant State Government planning provisions, policies, guidelines, strategies and practice notes.
- Plan Melbourne and its update (as applicable).
- Infrastructure Victoria – 30 Year Infrastructure Plan
- Relevant State Government Strategic Transport Plans / Policies

Kingston documents

- Kingston Planning Scheme
- Cheltenham Structure Plan 2010
- Council Plan
- Green Wedge Plan 2012
- Highett Structure Plan 2006
- Kingston Biodiversity Strategy 2008
- Kingston Neighbourhood Character Guidelines 2000 (and subsequent updates)
- Kingston Open Space Strategy 2012
- Kingston Parking Management Policy 2016
- Kingston Residential Strategy 2000
- Kingston Residential Strategy Update 2014
- Kingston Energy Efficiency Strategy 2012
- Kingston Integrated Water Cycle Strategy 2012
- Mentone Structure Plan 2011-2013
- Moorabbin Station Precinct Implementation Plan 2013
- Moorabbin Structure Plan 2011
- Mordialloc Structure Plan 2004
- Residential Zones Standing Advisory Committee report on Kingston Amendment C140
- Retail and Commercial Development Strategy 2006

In addition to the above, access will be provided, as appropriate, to:

- Aerial photography of the municipality in digital copy
- Digital topographic, cadastre and zoning information
- Drainage and environmental other constraint layers
- Any other relevant information required.

It is the responsibility of the consultant to identify any data/information gaps for the fulfilment of the project brief and as well as the proposed corresponding steps necessary to address these gaps.



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