

Warragul Parking

Community Panel

Process Report

July / August 2020

LIMITATIONS OF USE

This report has been prepared by MosaicLab on behalf of and for the exclusive use of Baw Baw Shire Council.

The sole purpose of this report is to provide a report of the methodology and process undertaken for the Warragul Parking Community Panel.

This report has been prepared in accordance with the scope of services set out by Baw Baw Shire Council. In preparing this report, MosaicLab has relied upon the planning documents developed in relation to the community panel and information provided by the participants via evaluation surveys. Baw Baw Shire Council can choose to share and distribute this report as they see fit. MosaicLab accepts no liability or responsibility whatsoever for or in respect of any use of or reliance upon this report by any third party.

MosaicLab is a team of engagement practitioners and facilitators based in Victoria. We work with government agencies, community groups, industry and commercial organisations and support them to have meaningful conversations that lead to action. Our processes bring diverse people together to solve complex problems and make a positive difference to decision-making.

REMIT

Warragul is expanding and Baw Baw Shire Council is undertaking a thorough review of carparking in Warragul.

How can we make the most of our current parking and plan for future parking needs?

INTRODUCTION

Background to the project

The sensemaking phase saw the forming of the Warragul Parking Community Panel – a cross-section of 23 randomly selected people from Baw Baw Shire. The panel was recruited by the Sortition Foundation, an independent consultant, to ensure a demographic match to Baw Baw Shire's community profile. The panel was conducted entirely online, due to the COVID-19 pandemic and associated restrictions.

At the conclusion of their final session of deliberations on 1 August 2020, the panel presented the Warragul Parking Community Panel Report to Baw Baw Shire Mayor Danny Goss and Councillor Mikaela Power.

The report contained:

- An introduction
- Notes on options the panel would have liked to explore further
- Principles for decision-making
- Responses to the nine options of the Warragul Parking Study, including seven options that received 'super majority' support from the panel (i.e. 80% or more of panellists supported these recommendations being in their report) and two options that did not receive 80% support
- One minority report

Baw Baw Shire Council has promised to use the recommendations to the greatest extent possible to inform their decisions about the future of parking in Warragul.

This report outlines the community panel process. It summarises the design and implementation of the deliberative engagement process and includes the results of pre and post deliberation surveys undertaken to collate feedback from panel members.

WHAT IS A COMMUNITY PANEL?

A community panel is a name for a deliberative forum. These processes work on the premise that people can deliver smart, long-term decisions which earn public trust if they are given enough information and time to weigh up the pros and cons and consider the trade-offs associated with an issue.

Deliberation is built around several core principles including that:

- participants are selected randomly and are descriptively representative of the broader community affected by the decision
- participants have access to a range of in-depth information from multiple, diverse sources
- the group's report has a high level of influence over outcomes or decisions.

Expert facilitation is a vital element to foster vibrant deliberative dialogue and a supportive, open environment. Facilitators in a deliberative process work to:

- design a process that is participatory and engaging, enables the group to meet their remit, and builds in key elements such as relationship building, critical thinking, information sharing and group agreement
- encourage active participation from all group members
- ensure no one individual dominates
- encourage participants to express themselves freely
- protect process integrity, transparency and independence
- keep the group moving through the process at an adequate pace in order to deliver a report during the time allocated.

WARRAGUL PARKING COMMUNITY PANEL

OVERVIEW

This deliberative engagement process saw 23 everyday residents from across Baw Baw Shire come together to consider the question

Warragul is expanding and Baw Baw Shire Council is undertaking a thorough review of carparking in Warragul.

How can we make the most of our current parking and plan for future parking needs?

Panellists shared their own experiences, discussed different ideas and perspectives, and reflected on the needs and views of the wider community. The panel was asked to consider the information presented to and requested by them, work with each other to agree on recommendations and write a report that responded to their remit.

The panel focused on responding to the 9 options recommended by the 2018 Parking Study. They made decisions about which options they considered to be viable, and what conditions would need to be in place for each viable option. Seven of the nine options were supported by the panel, with conditions for each supported option. There was one minority report in relation to one of the unsupported options.

The process involved:

- a cross-section of residents from Baw Baw stratified based on census data for age ranges, locations and gender mix,
- a clear question (remit) to focus the deliberations,
- access to a broad range of information from a variety of sources relevant to the remit,
- conversations with key speakers (see information inputs section),
- time (two full days online, plus an introductory 'meet and greet' online evening session) for the participants to consider the issues, and weigh up the implications of different directions and ideas,
- support from facilitators experienced in delivering deliberative processes,
- a blank page report - participants wrote and developed their own report with a google document,
- group agreement, where a super majority (80% or more panel support) was needed for a recommendation to be included in the final report,
- a report detailing seven supported options with conditions, presented to Baw Baw Shire Council at the end of the panel's deliberations

The panelists also had the opportunity to build on their work between sessions via a password-protected, online portal if they wished. The portal gave panelist's the opportunity to:

- ask questions
- engage in discussion and share ideas
- access reading materials and other information in an online library



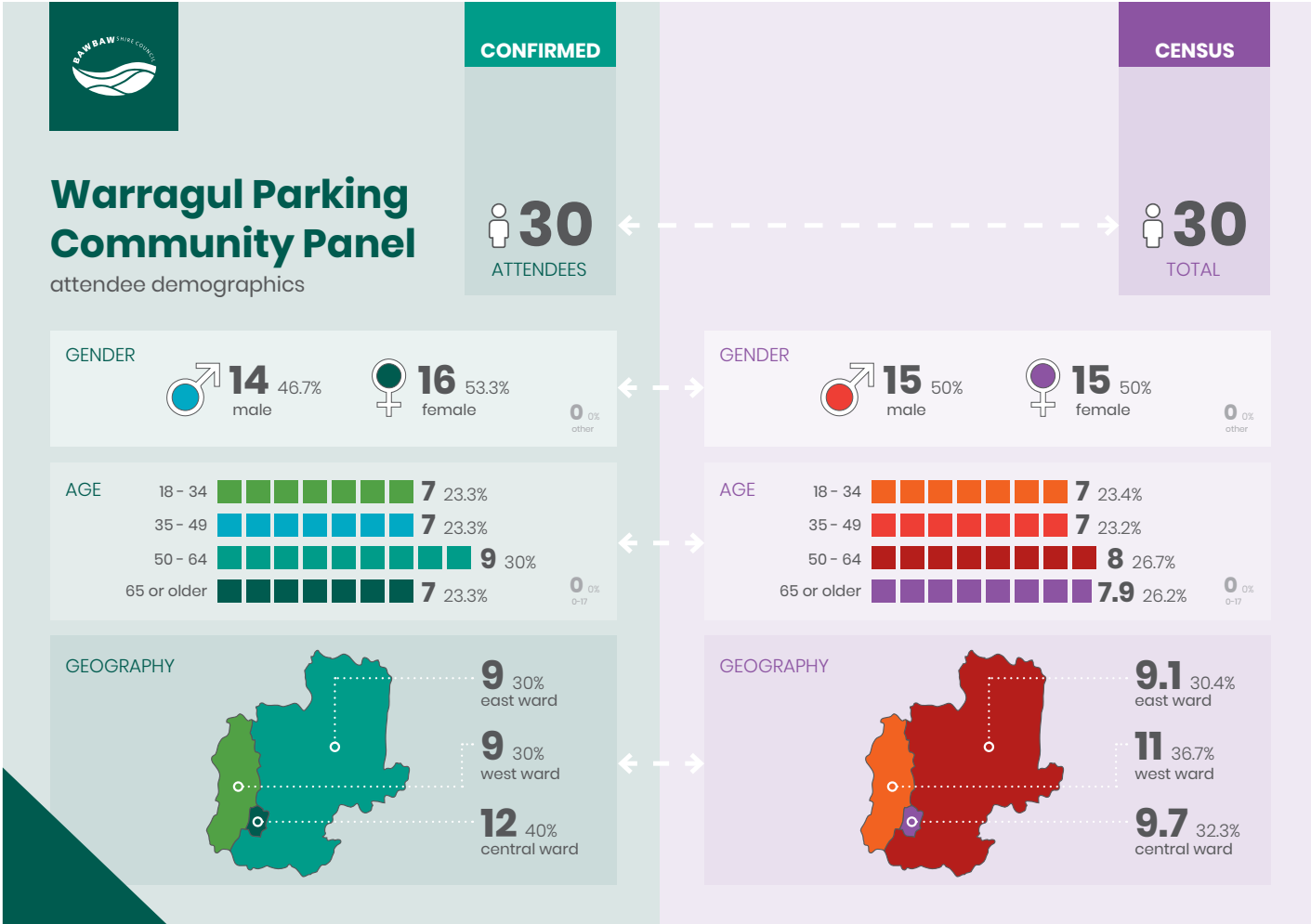
ROLES

Several groups were involved in this project, as outlined in the table below.

Panellists	<i>Randomly selected community members</i>	To work together to determine principles for decision making and discuss and agree on options in response to the remit.
Baw Baw Shire Council	<i>Host</i>	To support the process, prepare the background materials, provide expertise and knowledge as requested by the panel, observe the process, answer specific questions directed to them, and respond to the panel's final report.
MosaicLab facilitators	<i>Independent facilitators</i>	To provide a supportive, inclusive and productive space that enabled panellists to deliberate, respond to their remit and make recommendations within the time available.
Sortition Foundation	<i>Independent recruiters</i>	To manage the recruitment process (including random selection and stratification) and it ensure it was fair and unbiased. To manage panellist attendance where required and provide support to panellists as needed to ensure they could get to panel sessions.
Observers	<i>Representatives of the host organisation</i>	Observe the panel deliberations, increase transparency of the process and follow the observer 'code of conduct'. There were no observers from the general public due to operating in an online environment.

RECRUITMENT

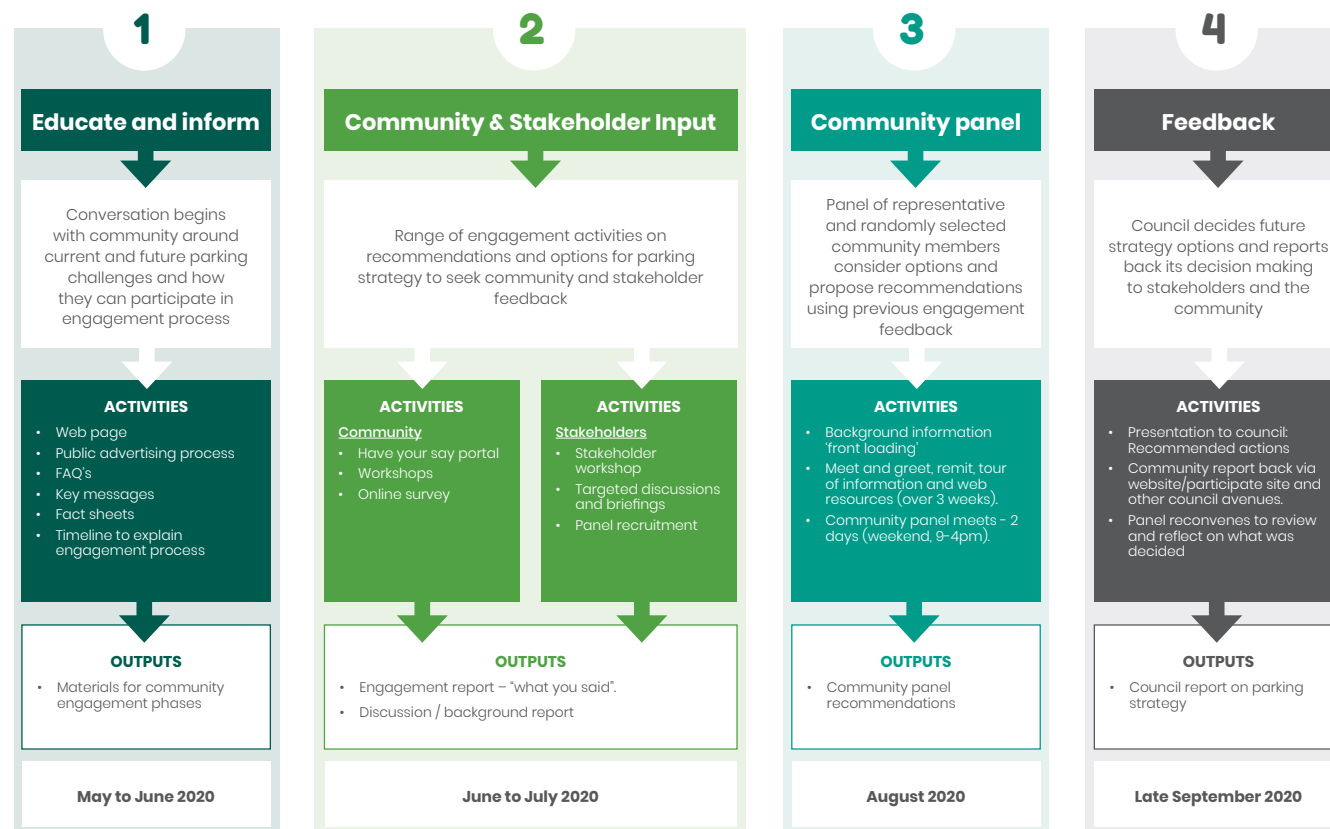
Initially 30 people were recruited with the aim of having 25 on the panel. 2 had to drop out and 23 were present for the panel process. The panel was broadly representative of the Baw Baw Shire Community as follows:



THE PROCESS

ROADMAP (PROCESS OVERVIEW)

Warragul Parking Strategy – Online Engagement Roadmap



Community panel days

Baw Baw Shire have published throughout their engagement 9 options around improving parking in Warragul.

The community panel will be using liveability criteria to assess the 9 options and what conditions may be needed for the options to be agreeable and therefore recommended. There will not be consideration of options outside of the 9 options, only conditions applying to the current options.



INFORMATION INPUTS

The panel considered a wide variety of information inputs from a variety of different sources. A summary of some of these key inputs have been listed in the table below.

KEY INPUT	DESCRIPTION
Background report	Prepared by Baw Baw Shire Council to outline core information in relation to the dilemma being discussed and the community panel's remit. The document aimed to overview the problem and associated challenges council have been grappling with, and clarify what key questions need to be answered. Both the 2015 and 2018 parking studies were made available to the panel.
Wider engagement report	Results of the wider engagement survey and a number of stakeholder interviews were provided to the panel.
Q&As with Baw Baw Shire Council representatives	Baw Baw Shire Council project representatives spoke to the panel about the remit and the core issues being considered at the Meet and Greet. The panel could also request that a Baw Baw Shire Council representative answer a question during face-to-face sessions if they chose.
Curated speakers	Six subject matter experts were organised by Baw Baw Shire Council to share different ideas, perspective and sides of the issue. The speakers participated in a series of small group conversations with panellists at their first session together. Panelists were able to ask questions and discuss issues and opportunities. Speakers were: <ul style="list-style-type: none"> • Val Gnanakone Traffic Consultant, One Mile Grid • Teresa Mitchell Warragul Business Group • Malcolm Lewis Former CFO, Baw Baw Shire Council • Elizabeth Williams Community and Social Planning, Baw Baw Shire Council • David Hair Infrastructure Planning and Delivery (LTIP etc), Baw Baw Shire Council • Ed Pocock Infrastructure Planning and Delivery (LTIP etc), Baw Baw Shire Council
Responses to panel questions online	Up until Session 2, the panel was invited to ask Baw Baw Shire Council questions on their online portal about the topic and core content. Baw Baw Shire Council also provided a response document to the panel's draft report prior to finalizing the report at the end of day 2.
Other library resources	The panel was provided with a wide range of resources in their online portal. This included but was not limited to relevant plans, data sets and reports.

COMMUNITY PANEL REPORT

The following report represents the panels final feedback on the process passed to Council at the end of day 2 of the panel process.

Baw Baw Shire Council

***Warragul Parking Community
Panel Report***

01.08.20

INTRODUCTION

This report was prepared by a panel of 23 community participants across 2 and a half days via Zoom. The participants represented a cross section of the Baw Baw Shire community. These participants came to decisions on the following options and conditions.

Some notes, the panel would have liked to explore further options including:

- The possibility of wider planning considerations that enable spaces outside of the CBD
- The unknown factor of Coles and Woolworths
- Council to buy Woolies carpark
- Council to consider buying or leasing for medium term solution
- Need a way to raise funds for dedicated parking
- Council should be asking for federal funds for planning already

PRINCIPLES

These principles formed a guide and the basis in terms of our decision making process.

Name	Principle Heading	Description	Rationale
What value it provides to the whole community	Competitive Advantage	What makes Warragul CBD unique?	What will be the benefit? What will it bring to the Baw Baw shire as a whole? What people do when they are in the CBD?
	Representative	It needs to be equitable for the community, enhance the usability and aesthetics of the CBD for all to improve the liveability of Warragul. It should always consider the accessibility to all citizens. Is it representative of all aspects of the community?	The council needs to involve the community in their community decisions.
Feasibility	Feasibility	How realistic will be the proposed solution	What are the financial, social and economical impacts and aspects?
Accessibility and needs	Safety/Access	Must meet community/users needs for safety and access.	Be able to function and cater for different people's needs. Different weather and times of day challenges.
	Accessibility	How easier would it make the whole parking experience	How easily the parking solution/s can be accessed by the various community groups (e.g. Disabled, elderly).

Name	Principle Heading	Description	Rationale
	Location	Meets need of user	Need to know how long people need in town
Fair for all	Affordable	Fair for all	Does it impact on all users fairly not only on rate payers but for daily users/business
	Equitable	Share cost / and reward among users (business and consumers) - meeting most people's needs without costing too much	It is important that all interests are represented and valued
Future Thinking	Future proofing	Sustainable and adaptable to future	Things will change, will the option be able to adapt to the new world
	Decentralisation is inevitable but will destroy so - let's plan for it!	Put parking and development plans in place to accommodate the eventual decentralisation beyond 10 years	
	Longevity / Future	Options must be cost effective for the future of Warragul's long term needs in 5/10/20yrs. Not just tomorrow.	
	Future oriented - long-term solution	Considering the cost-benefit ratio	The options need to fulfill the needs of the community for the maximum amount of time and take into account future developments that are likely to occur and be environmentally friendly
Benefits and Costs	Financial viability	Not at a cost of other services - or at least cost prohibitive	Can we get it to generate income?
	Financial feasibility	Benefit vs Cost	Financial responsibility
	Satisfying Need	Fulfilling the maximum number of needs at a suitable cost/benefit ratio rather than perfecting any individual need	
Liveability	Amenity/ Aesthetics / Liveability	The outcome must be pleasing and meet community expectations and assist in making Warragul a better place to live/visit/do business in	
	Liveability	Equality throughout the community	Perception of community, Selling outcome to community

Name	Principle Heading	Description	Rationale
Responsibility	Responsibility	Sound decision making	Taking all points of view into account



Options and conditions

OPTION 1. REVISION OF EXISTING CAR PARKING RESTRICTIONS

This option was supported.

Involves the revision of parking restrictions along Smith Street, Queen Street, Mason Street and Albert Street by changing most of the 2 hour parking spaces to 1 hour, and a few from 1 hour to 2 hour to improve parking turnover and availability. It also involves the extension of all parking restrictions on these streets to operate until 5:30pm on a Saturday from the current time of 12:00pm. This recommendation also involves the removal of all permit parking within the CBD area.

Condition no. 1

Heading	Description	Rationale
Community needs	In order to respect community needs car parking needs to be adaptable - reviewed minimum every 12 months	<p>Car parks have different needs at different times.</p> <p>Investigate the long term needs. to more accurately reflect the changing needs of the community ie ageing and disability.</p> <p>Look at a wider range of parking time options to reflect the needs of the community rather than the retail outlets. Conduct modelling to ensure the results improve car park availability.</p> <p>In order to respect community needs this needs to be adaptable - reviewed every 12 months.</p>

Condition no. 2

Heading	Description	Rationale
Refined process	Clarity and transparency around processes and systems for car parking restrictions.	<p>Communication with our local community.</p> <p>What are the current and future plans for roads, car flow and businesses in the Warragul CBD? The answer to this will impact parking in the future.</p> <p>Recommendation that this be expanded to include a review of all streets in the CBD (ie Palmerston, Mason etc.) and completed by an independent consultant, with input from BBSC professionals.</p>

Condition no. 3

Heading	Description	Rationale
Parking permits	<p>Clarification around parking permits.</p> <p>Remove all permit parking spaces but allow parking permits for staff with a special need / disability.</p>	<p>This frees up parking to the general community but still allows disabled / special needs employees with access to their workplace.</p>

OPTION 2. IMPLEMENTATION OF A “CASH IN LIEU” SCHEME FOR DEVELOPMENTS IN THE CBD

This option was supported.

Relates to a planning initiative which will require all developments in the CBD to make a cash contribution to Council for every car space required by the development that cannot be provided on the development site.

Condition no. 1

Heading	Description	Rationale
Best practice	Investigate what is working in this space in similar sized municipalities	Best practice including cost based on seats and the type of business.

Condition no. 2

Heading	Description	Rationale
Definitions of development	When a business plan/model changes, a cash in lieu system needs to be implemented and scalable.	When businesses change, the way people use business and shopping is evolving, council must re-evaluate, and keep payments fair and relevant. Adjustment to business needs to coincide with their car parking requirements.

Condition no. 3

Heading	Description	Rationale
Waivers are possible, however exemptions are not permitted.	All organisations, or interested parties, contribute for the building of the community and future infrastructure needs. Waivers - Do not have to provide the car park, spaces however the money has to be paid.	Financial commitment is expected from all organisations and interested parties.

OPTION 3. EXPAND THE CURRENT PARKING OVERLAY

This option was supported.

There is an existing overlay applied to developments in the CBD. This overlay requires businesses to provide a minimum number of parking spaces as part of their planning permits for developments in the CBD. This recommendation proposes the expansion of this overlay to cover a broader CBD area.

Condition no. 1

Heading	Description	Rationale
Parking overlay revision to be investigated annually	Standardization of existing parking structures across CBD Collecting data regularly and reviewing the contribution that should be made by shops regularly	To ensure the parking structure is uniform across the CBD, for all users. The council needs to know who's parking where and when and be able to adapt the overlay requirements to reflect how the community are using the spaces

Condition no. 2

Heading	Description	Rationale
Parking overlay area extension	Enable the provision of more parking by increasing the area over time to reflect the size of the CBD	Provide additional parking within the overlay

Condition no. 3

Heading	Description	Rationale
Investigate Victorian Government Planning Scheme	Investigate & review implications for Warragul	Compliance with Government Policies

OPTION 4. IMPLEMENTATION OF A COMMUNITY BUS SERVICE

This option was supported.

Implementation of a community bus to transport workers and other CBD users from satellite carpark locations such as the train station or other locations into the CBD in attempts to free up parking spaces within the CBD.

Condition no. 1

Heading	Description	Rationale
Multi purpose community town bus service	<p>Introducing a subsidized bus service to the residents from central bus loop locations in par with major parking locations.</p> <p>Needs to include all major shopping sections, ie. Kmart and bunnings, CBD, Hospital, Train station, bourke st shopping, aged care, community housing, sporting facilities</p> <p>Increase awareness and usage by publicizing that timetable and routes are available via app and at bus stop</p> <p>Increase awareness and usage by the council providing bus timetable information via printed doc sent out to every business, address with annual garbage info.</p>	Encouraging people who need longer parking hours (workers, students, commuters) to use dedicated parking areas on the fringe of the CBD and then take the bus cluster to their destination rather than taking up in the CBD

Condition no. 2

Heading	Description	Rationale
Dedicated recreational vehicle parking	Extending the bus service from in and/out from this area	Reducing the traffic into the CBD and encouraging the tourists to visit businesses in the town

Condition no. 3

Heading	Description	Rationale
Mandatory bus stop with car parking for new housing / commercial developments	All future developments contribute towards the community bus service. (to be included in planning permit conditions)	Encouraging businesses and the new housing developments to contribute to reduction of traffic within the CBD through the provision of an economical public transport network.

OPTION 5. IMPROVE WALKING AND CYCLING NETWORKS ON GLADSTONE STREET AND MASON STREET

This option was supported.

Construction of linking paths within sections of the CBD to improve pedestrian and cycling access within the CBD. Some of these links will involve the development of private land in consultation with the property owners.

Condition no. 1

Heading	Description	Rationale
Mason Street - active traffic options	There are concerns around too much traffic flow, to allow for a dedicated cyclist path. However it is an option for pedestrian access.	Improve access to the Southern end of Mason Street with additional pedestrian crossing. Increase parking in Gladstone street to all day and improve line marking to delineate angle. A study needs to be done to investigate a cycle network in Warragul. Consider coverage for some pedestrian areas.

Condition no. 2

Heading	Description	Rationale
Proximity	Developing for the future	Mason and Gladstone streets are likely to be inclusive in the CBD with population growth. Use these streets as part of our suggestion now so by the time projects get implemented they are user friendly.

Condition no. 3

Heading	Description	Rationale
Accessibility and safety.	Allow considerations for elderly and disability in all pedestrian options.	By moving all day employee parking to Mason and Gladstone streets. Will free up spaces in the CBD which can be used for elderly and disability and pram friendly parking.

Condition no. 4

Heading	Description	Rationale
Gladstone Street	Pedestrian access to CBD	Create pedestrian options for easy access to the CBD via Queen st, Albert st or a potential cross link to Mason st.. Focus on footpaths, lighting and personal security. Parking here to be focused on all day parking for CBD employees. Consider weather coverage for some pedestrian areas.

OPTION 6. IMPLEMENTATION OF PAID PARKING

This option was not supported for the following reasons:

Installation of parking meters in the CBD allowing Council to charge for parking.

Reason no. 1

Heading	Description	Rationale
Holistic approach	A holistic approach is required. including Coles and Woolies or we will create issues.	The ratio between private and public car parking is unequal so will produce a bias towards private car parks in CBD Cost outweighs benefit

Reason no. 2

Heading	Description	Rationale
Parking enforcement	Paid Parking vs Enforcement	Would prefer enforcement of current parking restrictions than complicating parking with a payment system.

OPTION 7. IMPROVEMENT OF WAYFINDING SIGNAGE

This option was supported.

Implementation of car parking signage at strategic locations to improve the awareness of the public about the location of car parking areas in the CBD.

Condition no. 1

Heading	Description	Rationale
To be implemented in conjunction with another option	To help people from outside Warragul locate parking areas. To assist locals in finding carparks. Agree that this option will be useful to help people from outside the CBD locate parking availability that they may not already be aware of.	To help reduce perception that there is limited parking in CBD. To provide information for local residents and increase awareness. Signage itself is not going to solve the problem as more spaces won't be created. .

Condition no. 2

Heading	Description	Rationale
Investment in overhead digital readout signage for parking availability	Strategically placed digital signage that shows drivers the number of available spaces in each parking area	The current budget only covers the installation of physical signs. While that option is great for tourists (and definitely has merit) there is little benefit for locals in increasing signage to places they already know about. To improve access for drivers, investment in digital signage should be considered in high demand areas

Condition no. 3

Heading	Description	Rationale
Utilising Smartphone Apps	The app provides awareness of available parks in CBD. and linked with GPS to navigate to where the space is.	<p>An app would be helpful in locating available parking. This technology is used in other high density areas and could be trailed in Warragul CBD Trialing such an app would help alleviate the perception that there is limited parking in CBD.</p> <p>This technology must be inclusive and BBSC should explore how everyone can access such information. Could be a community/social program addressed by BBSC. Current laws state apps should not be used (phone etc) while driving. In the future this may not be an issue.</p>

OPTION 8. CONSTRUCTION OF A MULTI DECK CARPARK

This option was not supported for the following reasons:

This comprises the construction of a multideck carpark. Preliminary investigation shows that the most suitable location for this is No. 4 Barkley Street. It is expected that 409 additional carparks as well as commercial floor space for shops.

Reason 1

Heading	Description	Rationale
Cost	Value for money Not clear on funding source.	Uncertainty around value for money and viability in light of other options. Is it taking away from other community projects?

Reason 2

Heading	Description	Rationale
Long Term Viability	White elephant as a potential of redundancy?	Exorbitant cost If Coles or Woolies move, as well as potential Bonlac development may make a multi storey car park unviable / white elephant.

OPTION 9 - IMPLEMENTATION OF PARKING ENFORCEMENT

This option was supported.

Condition no. 1

Heading	Description	Rationale
Enforcement	Consider using digital technologies instead of a 'grey ghost' to monitor use.	<p>Costing would need to be considered if using digital technologies to enforce parking infringements.</p> <p>Income from parking infringements is unknown and should be disclosed.</p> <p>Parking times can be variable and fines used as discouragement.</p> <p>Parking enforcement should be considered in conjunction with permit parking.</p>

Condition no. 2

Heading	Description	Rationale
Messaging to public	Managing expectations of community	<p>It would need to be phrased well for users of the CBD so that people have a better understanding of how the spaces are used and reasoning behind the consequence.</p> <p>Develop a positive promotional campaign utilizing all forms of media plus personal presence on the ground about parking in CBD to modify attitudes towards parking.</p> <p>There needs to be a 'period of adjustment' when changes are made to any parking area in Warragul CBD..</p>

Condition no. 3

Heading	Description	Rationale
Allocated or permit parking (not disabled)	Business must pay for these spaces - there is no favouritism shown to businesses over public interests (need clarification)	<p>Businesses can have them, but they subsidise the cost for parking for the wider community. It is an enrichment of the CBD that everyone has to bear.</p> <p>BBSC review the permit parking system for business is not well utilised and could be reclassified.</p> <p>Broadening of categories re. permits available. Options not just for business owners.</p>

MINORITY REPORT NO.1.

Option this relates to: 8

Comments we would like noted:

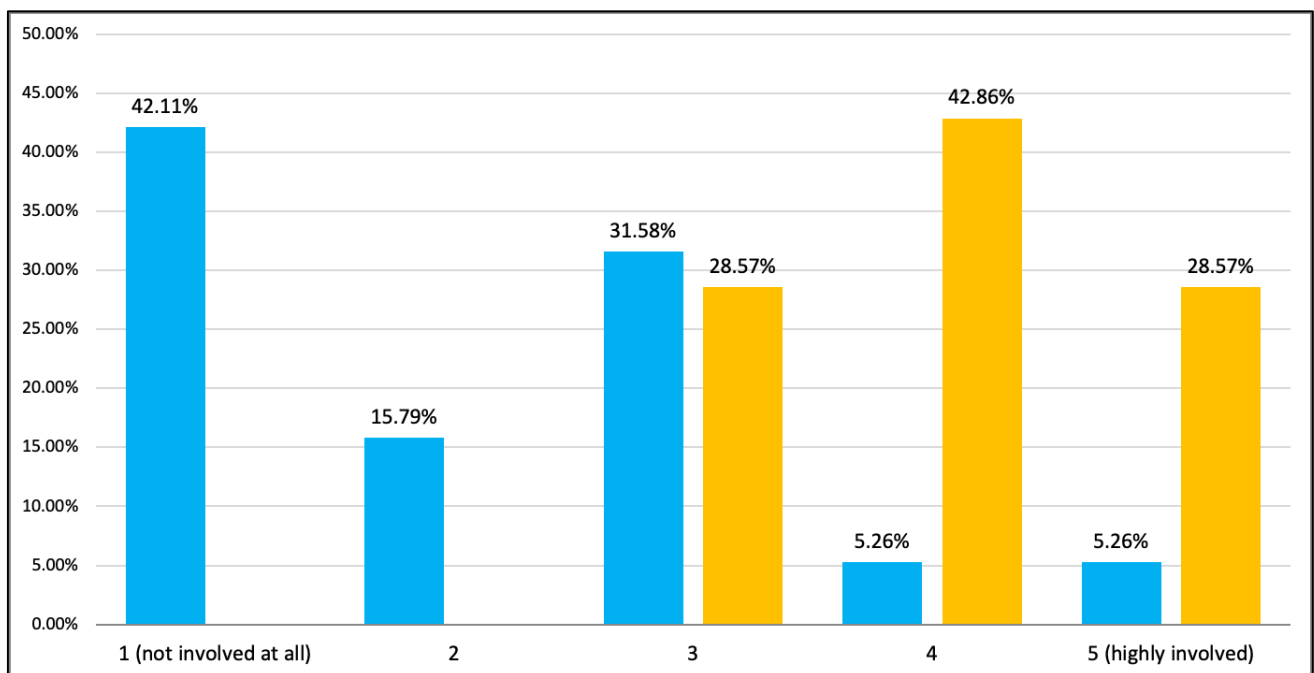
1. To be profitable, or at least cost prohibitive it should be balanced with retail or office space and paid (secure) parking (funding from multiple sources - from borrowing, government grants, dedicated income streams from rates/parking enforcement/paid parking)
2. They will have safe/secure parking provided (as an incentive for paid bottom level parking etc.) with adequate lighting and cctv cameras
3. Highlight the fact the undercover parking is for both shoppers and staff and free up parking on the triangle
4. Option for environmental green roof space/solar panels
5. Option for display of murals on walls of local Indigenous artists
6. Must be shovel-ready within 12 months to capitalise on governments COVID grants (state and federal)

PARTICIPANT FEEDBACK

Panel participants were invited to complete a survey at the start and at the end of the process.

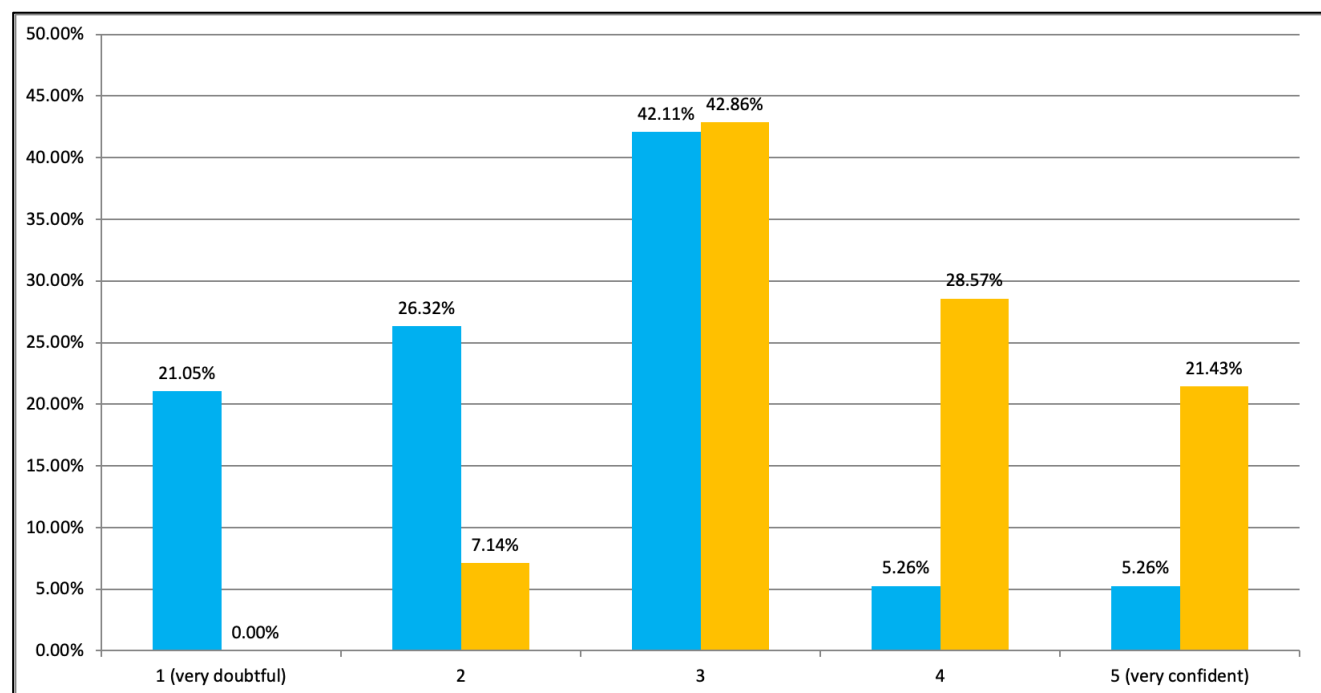
INVOLVEMENT IN CIVIC AFFAIRS

PRE-DELIBERATION QUESTION	How involved are you currently in government decisions that affect you?
POST-DELIBERATION QUESTION	Now you have had this experience, how involved will you be when it comes to government decisions that affect you?
SCALE/MEASURE	1=not involved at all and 5=highly involved



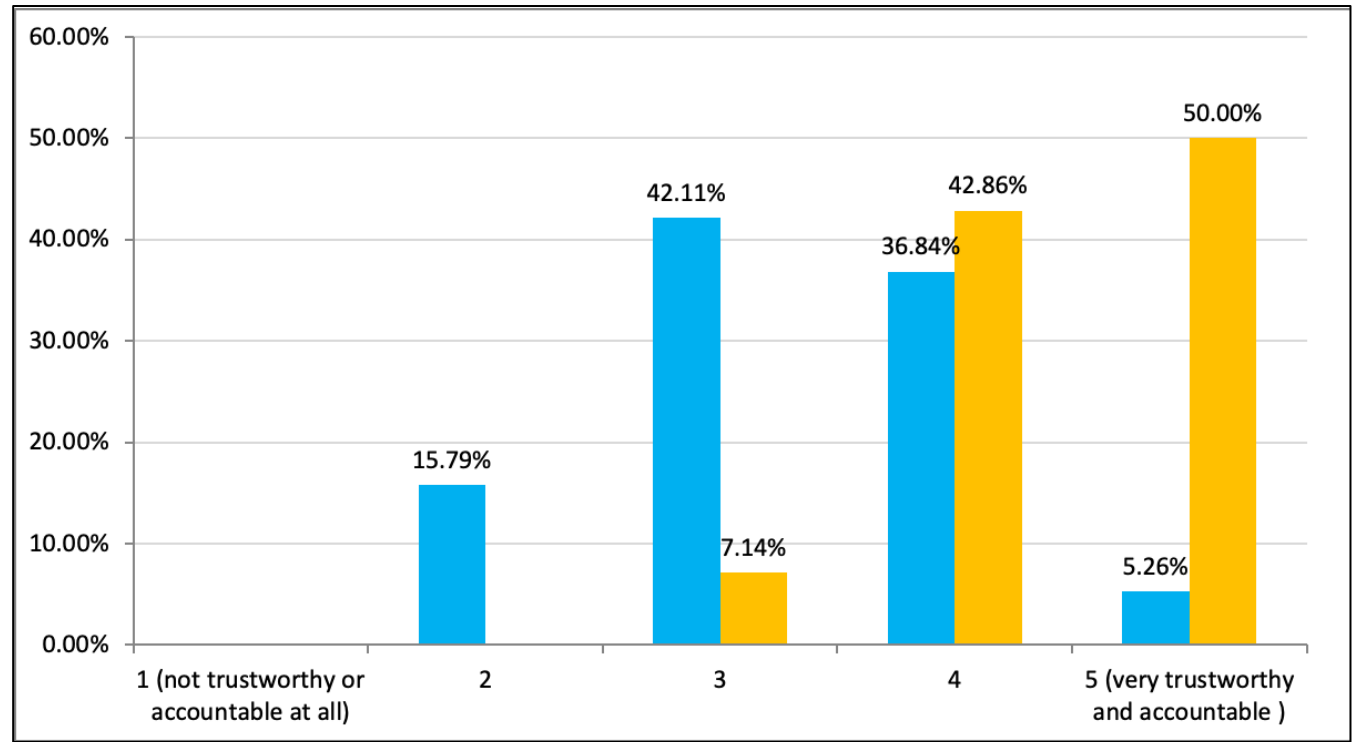
INFLUENCE

PRE-DELIBERATION QUESTIONS	In the past, how confident have you been that community input will influence governments decisions?
POST-DELIBERATION QUESTION	How confident are you that your report/recommendations on this issue will be implemented?
SCALE/MEASURE	1=very doubtful and 5=very confident



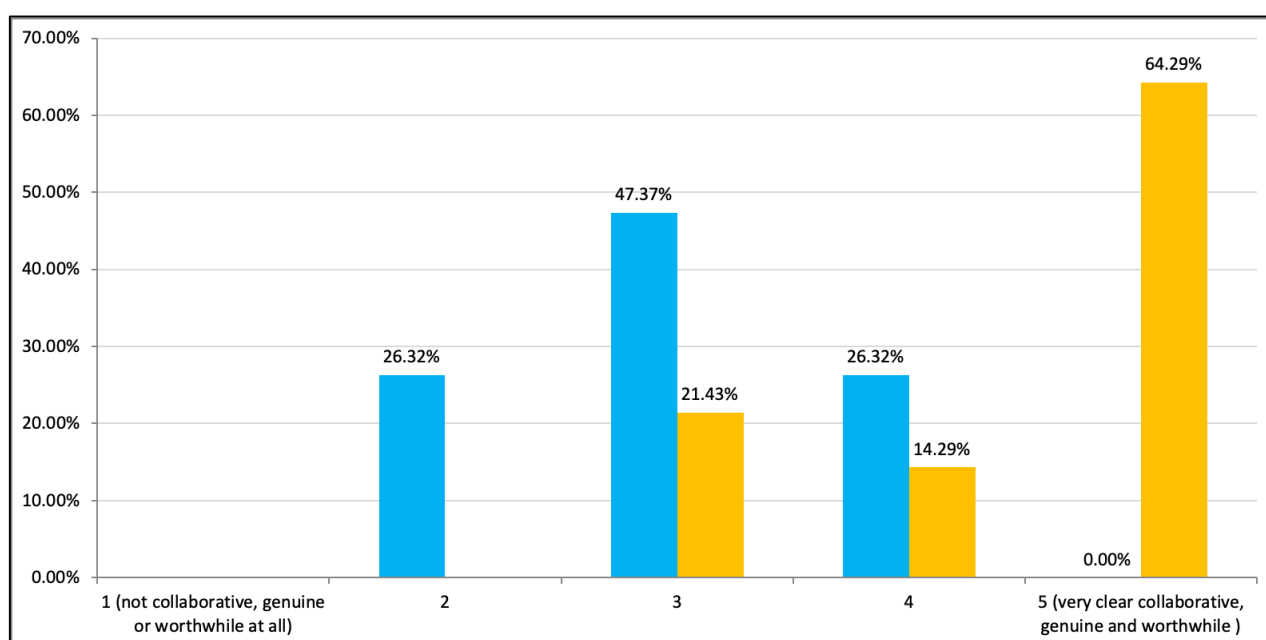
TRUST

PRE-DELIBERATION QUESTION	In your view, how accountable and trustworthy do you think council is?
POST-DELIBERATION QUESTION	How accountable or trustworthy do you think council is now you have been through this process?
SCALE/MEASURE	1=not trustworthy or accountable at all and 5=very trustworthy and accountable



COLLABORATION & OVERALL PROCESS AUTHENTICITY

PRE-DELIBERATION QUESTION	In your view, how collaborative, genuine or worthwhile have council's past engagement activities been?
POST-DELIBERATION QUESTION	How collaborative, genuine and worthwhile do you feel this process has been?
SCALE/MEASURE	1=not collaborative, genuine and worthwhile at all and 5=very collaborative, genuine and worthwhile. n/a = haven't seen or participated in activities run by this organisation before (pre-deliberation survey only)





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