

3 Presentation of officer reports

3.1 Camberwell Green - Correspondence received from Victorian School Building Authority

Abstract

The purpose of this report is to advise the Services Delegated Committee (SDC) of correspondence received from the Victorian School Building Authority (VSBA) advising Council government funding has been secured for the redevelopment of land known as the Reserve Road car park from its current use as a car park to open space. The correspondence is provided at **Attachment 1**. The car park comprising Crown Land (Crown Allotment 113C and part of Crown Allotment 113D) is currently used by staff of the adjoining Camberwell Primary School, people working at and visiting the Council offices/library and the general public.

The Reserve Road Car Park occupies land known as Allotment 113C Boroondara and part of Allotment 113D Boroondara. These allotments are Crown Land managed by Council having been appointed committee of management for the land. According to the Government Gazette (January 1969), the Crown Land parcel Allotment 113C was reserved for “children’s playground / car park”, and Allotment 113D was reserved for “public gardens”. A map showing the Crown Land parcels is provided at **Attachment 2**. The current configuration of the subject land reflects a change in layout associated with the 2010 upgrades to the Camberwell Civic Centre and environs, which is predominantly occupied by a car park and an open play space.

The VSBA correspondence is seeking two outcomes from Council. The first request is seeking Council’s support for the re-reservation of Crown Allotment 113C for education purposes to enable the land to come into the control of the Minister for Education and form part of the adjoining Camberwell Primary School (CPS). The second request is for council to sign a shared use agreement allowing use of the land by the Camberwell Primary School (CPS) during school hours and for use by the public outside of school hours on the basis that Council will contribute to the maintenance costs associated with the playground.

The former Chairperson of the Camberwell Green Steering Committee, Victor Franco, wrote to Council in September 2018 advising of the campaign launch for the Camberwell Green proposal. The proposal seeks to partially close Reserve Road, Camberwell and convert the Reserve Road car park to public open space. In addition, a petition supporting the Camberwell Green proposal was received by Council on 12 June 2019.

Council commissioned Urbis planning consultants to prepare a land use analysis for the existing Reserve Road Car Park land parcel. The report is provided at **Attachment 3**. The report found no compelling case to convert the Reserve Road Car Park to public open space given existing demand for car parking and the potential negative amenity impacts on the area should this function be downgraded or removed. Further, the report found there is not expected to be any demand for additional municipal open space in this area until at least the period of 2031-2041.

The Camberwell Green Association (CGA), led by Mr Victor Franco, presented their proposal to the Services Special Committee (SSC) on 18 November 2019. The SSC resolved to:

1. *Not proceed with community consultation on the Camberwell Green proposal.*
2. *Not support the Camberwell Green proposal.*
3. *Not support the funding and ongoing maintenance of public open space at the Reserve Road Car Park in the event the State Government determines to convert the Reserve Road Car Park to public open space.*

In addition to the proposal put forward by the CGA, CPS submitted a proposal requesting the closure of part of Reserve Road between the two CPS campuses and expressing their support to the Camberwell Green proposal. Officers tabled a report for consideration by the SSC relating to the proposal on 10 August 2020. The SSC resolved at this meeting to:

1. *Not support the proposed partial closure of Reserve Road, Camberwell.*
2. *Support the conversion of the existing school crossing in Reserve Road into an at-grade zebra crossing during the 2020 / 2021 financial year.*
3. *Consider funding for the proposed raised zebra crossing with a kerb outstand as part of the 2021 / 2022 budget process.*

The report considered by the SSC is provided at **Attachment 4**.

The VSBA notes funding has been secured by the VSBA for the redevelopment of the land at Crown Allotment 113C and part Crown Allotment 113D from its current use as car parking, to open space/playground for the primary school. Additional correspondence received from the VSBA suggests a grant of \$709,000 has been awarded to CPS to facilitate the project. Officers have also been advised a further \$1,056,137 has been allocated to the project in a second round of funding. This is in addition to the \$709,000 originally allocated to the project. The recent correspondence is provided at **Attachment 5**. Officers from the VSBA have confirmed the funding is intended for conversion of the Reserve Road Car Park to open space/playground for the primary school. The partial closure of Reserve Road is out of scope for the funding allocated.

Officers obtained legal advice with respect to the comment made by the VSBA that Council support is required to facilitate the re-reservation of the allotment. Council's legal advice states whilst the Minister for Energy, Environment and Climate Change (being the responsible Minister under the Crown Land (Reserves) Act) is likely to consult with Council as the current committee of management of the land, Council support is not required for the Minister to re-reserve the land for education purposes.

The correspondence from the VSBA attaches a draft Construction Access Licence prepared by the Victorian Government's Solicitor's Office. The draft Construction Access Licence was issued by the VSBA for Council's consideration and consent.

In light of the latest correspondence from the VSBA, Officers are seeking confirmation of Council's ongoing objection to the proposal as outlined in the SSC resolution of the 18 November 2019. Based on this resolution, the recommendation is to confirm Council's opposition to any change in Council's status as Committee of Management and a rejection of any agreement which seeks to rely in full, or in part, on Council funds to maintain the open space/playground proposed by the VSBA.

The proposed re-reservation of the land for educational purposes rather than public park and recreation purposes raises significant concerns about the potential for the land to be used for buildings in the future. Further, limiting access to the land to after school hours only is completely inconsistent with the stated intent of the Camberwell Green Association to restore this historic garden to a public park. There is no other public park in Boroondara which only allows community access on the weekends. What is proposed is a school yard which may serve as a park on weekends.

Given the CGA and CPS have both proposed the closure of Reserve Road, it is considered prudent to confirm Council's position in relation to the closure to ensure all elements of the proposals impacting this locality are treated as an integrated package. Officers believe any future discussion about the closure of Reserve Road must include a proposal to incorporate a road through Lot 113C and/or that part of 113D which is included in the current car park to link Reserve Road with Inglesby Road.

Officers' recommendation

That the Services Delegated Committee resolve to:

1. Receive and note the correspondence received from the Victorian School Building Authority (VSBA) in **Attachments 1 and 5**.
2. Write to the VSBA to:
 - a. Advise Council does not support the proposed conversion of Lots 113C and part of 113D to open space/playground for the Camberwell Primary School for the following reasons:
 - The land is required for parking to serve the local community, Council offices, Camberwell library and teaching staff;
 - The *Boroondara Open Space Strategy* (BOSS) does not recommend the provision of additional public open space in this area as confirmed by an independent consultant's report which observed there is not likely to be any demand for additional open space in this area until the period 2031-2041.
 - The existence of open space with very low levels of community usage immediately beside the proposed new open space/school playground highlights the lack of demand for additional open space in the area.
 - b. Advise Council does not support the re-reservation of Crown Allotment 113C for education purposes and instead request that if the re-reservation is to proceed, the land be reserved for public park and recreation purposes to accommodate the public park as contemplated by the Camberwell Green Concept Plan.
 - c. Approve the request from the VSBA for the Director Urban Living (on behalf of Council) to sign the Construction Access Licence on behalf of Council.
3. Write to the VSBA to advise Council opposes any agreement which seeks to rely in full, or in part, on Council funds to build or maintain the school's open space/playground proposed by the VSBA.

4. Write to the VSBA requesting a written commitment confirming the land proposed for re-reservation will not in the future be used to accommodate school buildings and will remain open space/playground for the school.
5. Write to Camberwell Primary School advising:
 - Council remains opposed to any closure of Reserve Road unless the school proposes to redirect Reserve Road traffic through the land which is proposed to be reserved for education purposes to provide alternative access for road users between Reserve Road and Inglesby Road.
 - Any consideration of a request to include a road linking Reserve Road with Inglesby Road will be subject to further analysis by Council and consultation with the local community.

Responsible director: **Shiran Wickramasinghe, Director Urban Living**

1. Purpose

The purpose of this report is:

1. To inform the Services Delegated Committee (SDC) on correspondence received from the Victorian School Building Authority (VSBA) seeking Council's support to re-reserve Crown Allotment 113C for education purposes to enable the conversion of the Reserve Road car park to open space. The correspondence is provided at **Attachment 1**.
2. To seek a resolution to write to the VSBA expressing Council's opposition to the proposal.
3. To provide guidance to the VSBA and Camberwell Primary School regarding any future proposals to fund maintenance of the newly created open space/playground and any proposals to seek a closure of Reserve Road.

2. Policy implications and relevance to community plan and council plan

Boroondara Community Plan 2017-2027

The Boroondara Community Plan 2017-27 sets out the 10 year vision for Boroondara's future based on values, aspirations and priorities important to the community.

Council's consideration of the Camberwell Green proposal is consistent with the following strategies:

- *Strategy 2.3 Partner with other land owners to improve and provide further access to open space throughout the municipality.*

Boroondara Open Space Strategy 2013

The Boroondara Open Space Strategy (BOSS) provides strategic direction for the future planning, provision, design and management of open space in Boroondara to 2026.

The BOSS identifies the need to provide an additional 31 open space areas throughout the municipality, ranging from 'small local' open space areas (between 300m²-2,500m² in size) to 'local open space areas' (between 2,600m² - 1ha in size).

The subject land is not located within a gap area as determined by the BOSS as having a recognised shortage of public open space provision. Further, the subject Crown allotments adjoin an existing area of public open space currently maintained by Council. Officers believe the proposal has not been sufficiently justified when considered in light of the BOSS.

3. Background

The former Chairperson of the Camberwell Green Steering Committee, Mr Victor Franco, wrote to Council in September 2018 advising of the campaign launch for the Camberwell Green proposal. The proposal seeks to partially close Reserve Road, Camberwell and convert the Reserve Road car park to “a major new park in Camberwell Junction.” Camberwell Primary School (CPS) also submitted a proposal requesting the closure of part of Reserve Road between the two CPS campuses and expressing their support to the Camberwell Green proposal.

In addition, Council received the Camberwell Green Petition on 12 June 2019, which requested Council work with the Victorian Government to:

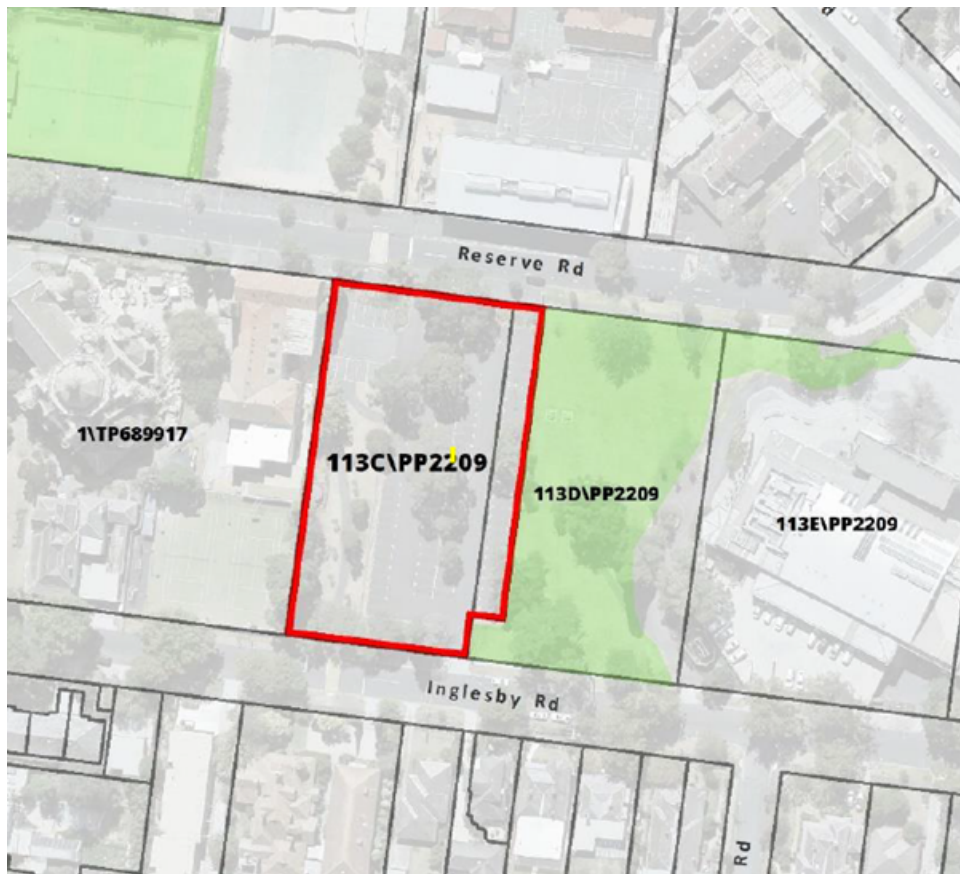
- Restore the historic park in Camberwell Junction with playgrounds and community facilities, by dedicating a segment of Reserve Road, Camberwell and adjacent crown land for this purpose.
- Restore the original permanent reservation of crown land allotment 113C for 'public gardens' as it was from 1882 to 1969.”

The subject land

The Reserve Road Car Park occupies land known as Allotment 113C Boroondara, and part of Allotment 113D Boroondara. These land parcels are Crown Land, with the Public Land Manager being City of Boroondara, i.e. Council is responsible for managing the land in line with its intended purpose.

According to the Government Gazette, January 1969, the Crown Land parcel Allotment 113C was reserved for “*children’s playground / car park*”. *Allotment 113D was reserved for “public gardens”*. The current configuration of the subject land reflects a change in layout associated with the 2010 upgrades to the Camberwell Civic Centre and environs, which is predominantly occupied by a car park and an open play space. A map of the Crown allotments and associated reservations is provided at **Attachment 2**.

An aerial plan from the Urbis report is provided below of the Crown allotments. Crown allotment 113C adjoins an existing area of public open space next to the Camberwell Civic Centre. The Crown reserve boundaries are outlined in black, while the extent of the car park area is outlined in red. The majority of Crown allotment 113D consists of the public open space area.



The Reserve Road Car Park currently comprises the following car parking spaces:

- two disabled spaces;
- 25 spaces allocated to CPS staff, including 10 spaces as part of the area licensed to the school (the current licence commenced in August 2019 and has a three year term till August 2022) and 15 spaces through permits from Local Laws; and
- 86 two hour spaces (8am-6pm, Monday to Friday; 8am-1pm, Saturday). Council staff parking permits can override the time limits.

Council commissioned Urbis planning consultants to prepare a land use analysis report on the Reserve Road Car Park. The report is provided at **Attachment 3**. The report found no compelling case to convert the Reserve Road Car Park to public open space given existing demand for car parking. The report also found that removal or reduction of car parking on the land is likely to have a negative impact on the surrounding street network, both in traffic congestion and on-street parking provision, unless an alternative location for ongoing car parking demand can be found. The report further advised there is not expected to be any demand for additional municipal open space in this area until at least the period of 2031-2041.

Previous resolutions

At its meeting on 18 November 2019, the Services Special Committee (SSC) resolved to:

1. *Not proceed with community consultation on the Camberwell Green proposal.*
2. *Not support the Camberwell Green proposal.*

3. *Not support the funding and ongoing maintenance of public open space at the Reserve Road Car Park in the event the State Government determines to convert the Reserve Road Car Park to public open space.*

In July 2019, Council received correspondence from CPS regarding the potential safety risks associated with school children crossing Reserve Road throughout the day. In its letter, the school urged Council to consider implementing a partial closure of Reserve Road, citing that thousands of crossings are made by its young students each week. On 10 August 2020, the SSC considered a report on the proposed partial closure of Reserve Road as proposed by CPS. The SSC resolved to:

1. *Not support the proposed partial closure of Reserve Road, Camberwell.*
2. *Support the conversion of the existing school crossing in Reserve Road into an at-grade zebra crossing during the 2020 / 2021 financial year.*
3. *Consider funding for the proposed raised zebra crossing with a kerb oustand as part of the 2021 / 2022 budget process.*

The report considered on 10 August 2020 by the SSC is provided at **Attachment 4**.

Correspondence from the VSBA

The VSBA first wrote to Council on 8 September 2020 to advise of their support for the subject land being converted to open space, subject to funding, for use by CPS during school hours and for public use outside of school hours. The VSBA requested a meeting with Council officers to further discuss their support.

Council officers met with officers at the VSBA in late 2020 and advised the VSBA Council did not support the proposal, in accordance with the SSC resolution and asked to be kept informed of any decisions made by the VSBA regarding the matter.

Council officers have since written to the VSBA requesting confirmation about the process the VSBA would use to progress the initiative should Council continue to oppose the re-reservation of the land. Correspondence received from the VSBA reiterates the claim the project can only proceed if Council consents to the re-reservation of Crown allotment 113C. The re-reservation process, due diligence assessments, concept design, and shared-use discussions would then be advanced by the VSBA upon Council's agreement to the proposed re-reservation of the land.

4. Outline of key issues/options

Request for support for re-reservation

The VSBA wrote to Council on 29 April 2021 confirming that funding has been secured for the redevelopment of the land at Crown Allotment 113C and part Crown Allotment 113D from its current use as car parking, to open space/playground for the school. Additional correspondence received from the VSBA suggests a grant of \$709,000 has been awarded to CPS to facilitate the project.

Officers have also been advised a further \$1,056,137 has been allocated to the project in a second round of funding. This is in addition to the \$709,000 allocated to the project. The correspondence is provided at **Attachment 5**.

The VSBA seeks Council's support to re-reserve Crown Allotment 113C for education purposes to enable the land to come into the control of the Minister for Education and form part of Camberwell Primary School. The VSBA advised Council's support for the re-reservation is required for the project to proceed.

Officers sought legal advice with respect to whether Council's support is required for the proposal to proceed, and what actions the VSBA could take if Council's support is not forthcoming.

The legal advice states Council's support is not required for the re-reservation to occur. The Minister for Energy, Environment and Climate Change (being the responsible Minister under the Crown Land (Reserves) Act) is likely to consult with Council as the current committee of management of the land, however Council support is not required for the Minister to re-reserve the land for education purposes. Given the VSBA must know Council consent is not required for the re-reservation to proceed, one has to wonder what positive purpose is served by putting the matter to Council in this way.

The current zoning of the land in the Boroondara Planning Scheme is Public Use Zone 6 – Local Government (PUZ6). This zone would not prevent the re-reservation of the land, and should the Minister for Education seek to rezone the land to Public Use Zone 2 - Education (PUZ2), the Minister may choose to consult with Council on that basis. Even under this scenario, the *Planning and Environment Act 1987* allows for an amendment to be approved by the Minister for Planning under section 20(4) of the Act. Council's consent is not required for the Minister for Planning to approve a section 20(4) amendment.

On the basis of the resolution of the SSC of 18 November 2019, officers recommend Council oppose the re-reservation of the land. This is supported by the findings of the Urbis report. Urbis found the removal or reduction of car parking on the land is likely to have a negative impact on the surrounding street network, both in traffic congestion and on-street parking provision, unless an alternative location for ongoing car parking demand can be found. Urbis also found there is not expected to be any demand for additional open space in this area until at least 2031-2041.

Officers have reviewed the *Boroondara Open Space Strategy 2013* and note there is no strategic basis for providing additional public open space in this location. The area is not identified as a public open space gap area, and adjoins an existing area of public open space currently maintained by Council as part of the Camberwell Civic Centre.

Given the lack of demand for additional open space in this area, and the potential negative amenity impacts arising from removal or reduction of car parking, officers recommend Council oppose the re-reservation of Crown Allotment 113C.

It should also be noted the proposed exclusion of the community from gaining access to use of the land as a public park during school hours does not appear to be consistent with the public park concept being promoted by Camberwell Green Association to Council and the local community.

The Camberwell Green Association emphasised the history of the land as “public gardens” and restoration of the historic park in seeking conversion of the land from its current use. The proposal to use the land exclusively for the primary school during school hours does not meet the objective for restoration of an historic public park providing the open community access provided by any other parkland in our city.

Similarly, reservation of the land for education purposes as proposed is not consistent with the expressed desire of the Camberwell Green Association for this land to create a public park. The minister could clearly have chosen to reserve the land for public park and recreation purposes but has not taken this option. The proposed reservation creates the possibility for this land to be used for school buildings in the future should the VSBA determine that to be necessary. Neither Council nor the community will have an opportunity to prevent this from happening.

Request for consent to access site to carry out due diligence site investigations

The VSBA foreshadows a need to access the site to carry out due diligence site investigations. The VSBA has provided their standard access license to Council for consideration.

While it is suggested Council continue to oppose the change in reservation status of the land because nothing has transpired to cause Council to adopt a different position, it is recommended Council provide consent for the access being sought. This will enable the VSBA to carry out due diligence.

Agreement foreshadowed for open space maintenance

The VSBA foreshadows the preparation of a further agreement to allow for ongoing shared use of Crown Allotment 113C, pending Council’s support for the proposal. The agreement would seek to allow use of the land by CPS during school hours and for use by the public outside of school hours. The agreement is intended to include reasonable maintenance costs and responsibilities to manage the impacts of school and community use.

On the basis of the resolution of the SSC of 18 November 2019 to oppose the proposal, officers recommend Council writes to the VSBA clarifying Council would oppose any agreement which seeks to rely in full, or in part, on Council funds to maintain the open space proposed. The space is simply not required to meet community needs. Many state primary schools use Council sporting ovals for various activities during school hours and Council does not pass on the cost of maintenance to access these facilities. The same approach should apply to our community if community members wish to access this public land on weekends.

Closure of Reserve Road

In July 2019, Council received correspondence from CPS noting safety concerns with school children crossing Reserve Road during the day, and urging Council to implement a partial closure of the road. Council officers reviewed the proposal and determined the proposal was not warranted in accordance with Council’s adopted Traffic Management Policy and Procedures (2018), and identified numerous issues that would be likely to arise as a result of

closing the road. Issues were identified with traffic redistribution, traffic volumes and flows, loss of car parking and the need for reconfiguration, possible encroachment into the adjacent parkland, and the likelihood that the closure would need to be made permanent. The report tabled at the SSC meeting of 10 August 2020 outlines the issues with the proposal in more detail.

At the time, the conversion of the existing car park into open space/playground for the school had not been determined and there was no alternative route for traffic entering Reserve Road. The congestion and chaos caused by its closure and the high volumes of school traffic meant this option was not acceptable. Given the VSBA's decision to convert the parking to school playground/open space, the opportunity exists to use part of the land to carry traffic from Reserve Road through to Inglesby Road. This will relieve the pressure arising from a closure of Reserve Road.

The correspondence from the VSBA confirms the partial closure of Reserve Road is not considered in scope of the grants provided to CPS.

5. Consultation/communication

No community or stakeholder consultation has been undertaken with respect to this report as Council has previously considered community views. However, notice of this meeting has been given to specific stakeholders.

6. Financial and resource implications

The costs associated with continued further exploration of the proposal will be sourced from the Strategic and Statutory Planning Department's 2021/22 operational budget.

7. Governance issues

In the interests of transparency and good governance, Council staff utilise the Reserve Road Car Park which is currently subject of consideration in this matter.

The implications of this report have been assessed and are not considered likely to breach or infringe upon, the human rights contained in the *Victorian Charter of Human Rights and Responsibilities Act 2006*.

8. Social and environmental issues

Consideration on the Camberwell Green and Camberwell Primary School proposals contributes to the enhancement of the open space network in the City of Boroondara. However, the removal of car parking may potentially have negative local amenity impacts as CPS teachers and parents, people accessing the Council offices, and library users search for alternative car parking in surrounding residential streets. The proposed conversion of the land to education purposes excludes the broader community from gaining open access to the land by limiting its availability to after hours use only.

Manager: Simon Mitchell, Manager Strategic and Statutory Planning

Report officer: Robert Costello, Senior Project Planner



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City of Boroondara
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Dear Shiran

Thank you for your correspondence of 3 February 2021 regarding Reserve Road car park in Camberwell.

The Victorian School Building Authority (VSBA) is pleased to advise funding has been secured for the redevelopment of the land at Crown Allotment 113C and part Crown Allotment 113D from its current use as car parking, to open space.

The VSBA requires Boroondara City Council's (Council) support for the re-reservation of Crown Allotment 113C for education purposes to enable the land to come into the control of the Minister for Education and form part of Camberwell Primary School. The project can only proceed once support for the re-reservation is provided by Council.

As part of the land acquisition process, the VSBA is required to undertake due diligence on the land and will require access to the land for site investigations. To enable these works to commence, the VSBA's standard access licence (attached) is provided for Council's consideration.

Upon support being provided for the re-reservation, the VSBA will prepare an agreement to allow for ongoing shared use of Crown Allotment 113C, for discussion with Council. This will allow use of the land by Camberwell Primary School during school hours and for use by the public outside of school hours. The agreement will include reasonable maintenance costs and responsibilities to manage the impacts of school and community use.

If you would like further information, you may contact Ms Sue Lim, Manager Land Acquisition, Property Unit, VSBA, Department of Education and Training, on (03) 7022 2657 or by email: sue.lim@education.vic.gov.au

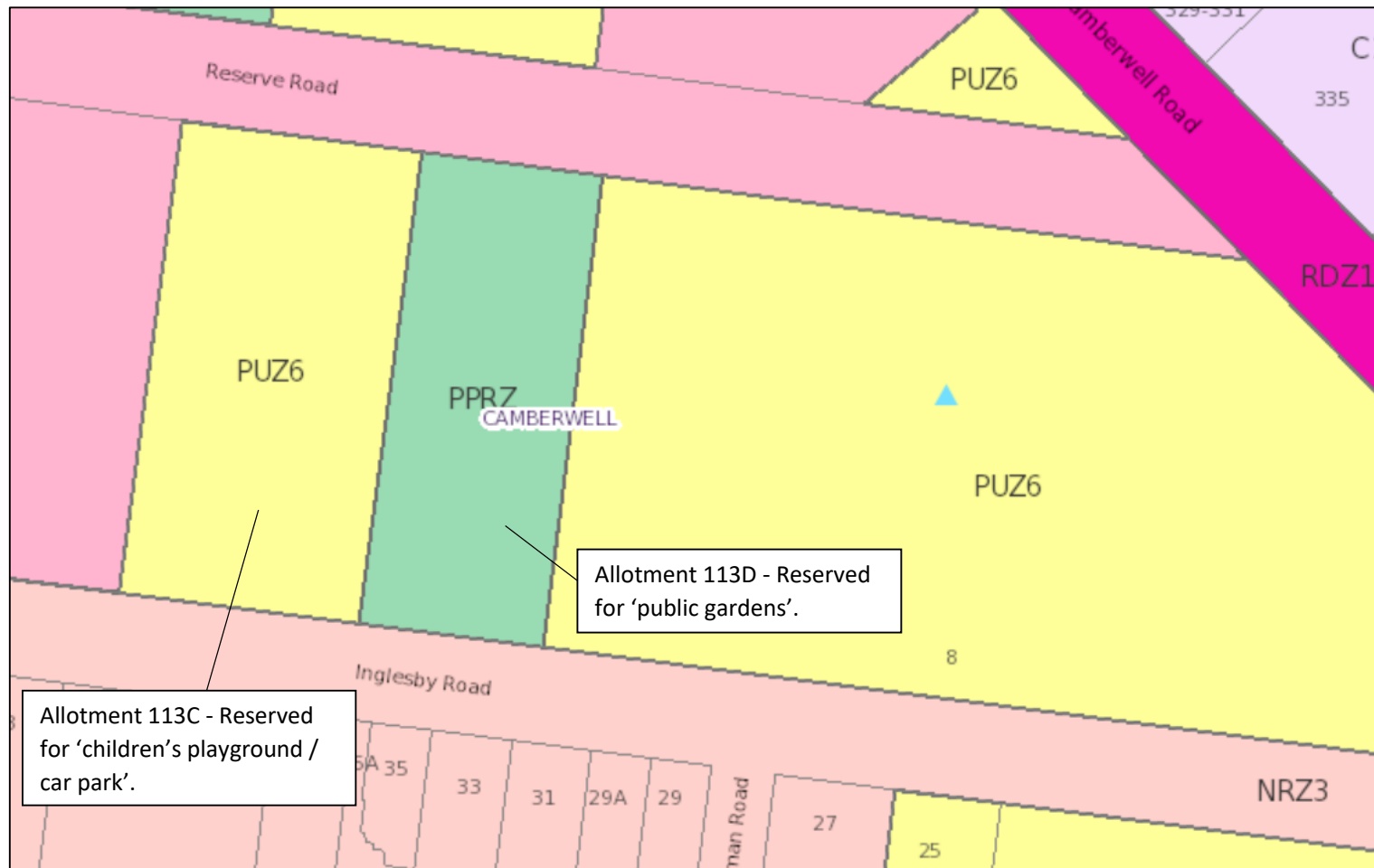
Yours sincerely

A handwritten signature in black ink, appearing to read 'Tom'.

Tom Kirkland
Executive Director, Delivery
Victorian School Building Authority
29/04/2021

The Victorian School Building Authority is part of the Department of Education. Your details will be dealt with in accordance with the Public Records Act 1973 and the Privacy and Data Protection Act 2014. Should you have any queries or wish to gain access to your personal information held by the Department of Education please contact our privacy officer at the above address.



Crown Allotment Map - Allotments 113C and 113D

3 RESERVE ROAD, CAMBERWELL

LAND USE ANALYSIS

MA11889
PREPARED FOR CITY OF BOROONDARA

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TABLE OF CONTENTS

Executive Summary	i
1. Physical Context	1
1.1. Existing Site	1
1.2. Immediate Surrounds.....	2
1.3. Community Precinct.....	4
1.4. History of Development within Civic Precinct	5
1.5. Wider Area	11
2. Legal Context.....	13
2.1. Crown Land Requirements and Site Purpose	13
3. Policy Context	15
3.1. State and local Planning Policy Framework	15
3.2. Zoning and Overlay Controls and Particular Provisions	15
3.3. Key Policy and Strategy Documents	16
4. Context Findings	20
5. Precinct Transport Accessibility and Parking Demand Considerations	21
5.1. Transport Accessibility to Civic Precinct	21
5.2. Car Parking within Activity Centre	23
5.3. Demand for Parking in Civic Precinct and surrounding streets	24
5.4. On-Street Parking Considerations	24
6. Assessment of Existing Car Park	26
6.1. History of Establishment and Upgrading of Car Park	26
6.2. Current Statutory Obligations	26
6.3. Potential for reduction in car parking	26
6.4. Green Travel Plan	27
6.5. Summary of Existing site Car Parking Demand	27
6.6. Opportunities to relocate car parking	28
7. Public Open Space Considerations	29
7.1. Types of Open Space	29
7.2. Local Exemplars	29
7.3. Open Space Opportunities Assessment.....	31
7.4. What "Type" of Open Space would best serve the Community?	43
7.5. Summary of Open Space Opportunity Considerations.....	44
8. Assessment of Other Use and Development Opportunities	46
8.1. Other Land Use Possibilities.....	46
8.2. Other Use Development Constraints	47
8.3. Other Land Use Findings	47
9. Net Community Benefit Assessment	48
9.1. What are the Critical Issues?	48
9.2. What is the Cost Implication?	50
9.3. Evaluation Criteria.....	51
10. Conclusion	53
Disclaimer	56

Appendix A Urban Design Park Concepts

Appendix B Crown Land Title Information

Appendix C Pairwise Criteria Matrix

Appendix D	BOSS Analysis
Appendix E	Planning Policy and Controls

PICTURES:

Picture 1 – Land parcel allotment map	i
Picture 2 – Zoning map, denoting subject land in red (Allotment 113C and part of Allotment 113D)	1
Picture 3 – Overlay map, denoting subject land	2
Picture 4 – Site and surrounds aerial	3
Picture 5 - Seymour Park Estate subdivision plan excerpt, denoting Recreation Reserve, 1883	6
Picture 6 – Melbourne and Metropolitan Board of Works, Shire of Camberwell & Boroondara plan excerpt, denoting reserve	6
Picture 7 - Melbourne and Metropolitan Board of Works plan excerpt, demonstrating Reserve demarcation ..	7
Picture 8 – 1945 Aerial imagery, showing ongoing use of the land as apparent garden space	7
Picture 9 – Burwood and Camberwell Electoral Districts, 1956, excerpt, denoting Gardens and Town Hall but notably, seemingly having decreased the Gardens portion marginally	8
Picture 10 – Historical timeline showing Camberwell’s history, most pertinently that of the subject and surrounding land	10
Picture 11 – Location map, subject land denoted in blue	11
Picture 12 – Activity Centre & Public Transport map	12
Picture 13 – Allotments 113C and 113D, PP2209	13
Picture 14 – Subject land designation as “contributory” (in green)	16
Picture 15 – Clause 21.03: Map 1 excerpt: Public open space gap areas in Boroondara, subject land denoted in red	17
Picture 16 – Camberwell Junction Structure Plan: Activities Map – denoting Civic & Community Precinct 10, subject area circled in red	18
Picture 17 – Camberwell Junction Structure Plan: Spaces Map – denoting “upgrade existing parks” in green, and “maintain view lines” in black arrows, with subject area circled in red	18
Picture 18 – Public Transport within the Activity Centre	22
Picture 19 – Publically accessible car parking within Activity Centre	23
Picture 20 – Other public open space within Activity Centre and surrounds	34
Picture 21 – Residential approvals within 500 metre radius since 2011	37
Picture 22 – Population density, 2006	38
Picture 23 – Population density, 2016	39
Picture 24 – Population forecast density, 2026	40
Picture 25 – Safe Crossing Points	42

TABLES:

Table 1 – Open space within 1km radius	31
Table 2 – Multi-unit development approvals since 2011	35
Table 3 – Population Growth	41

Table 4 – Criteria Weighting Summary

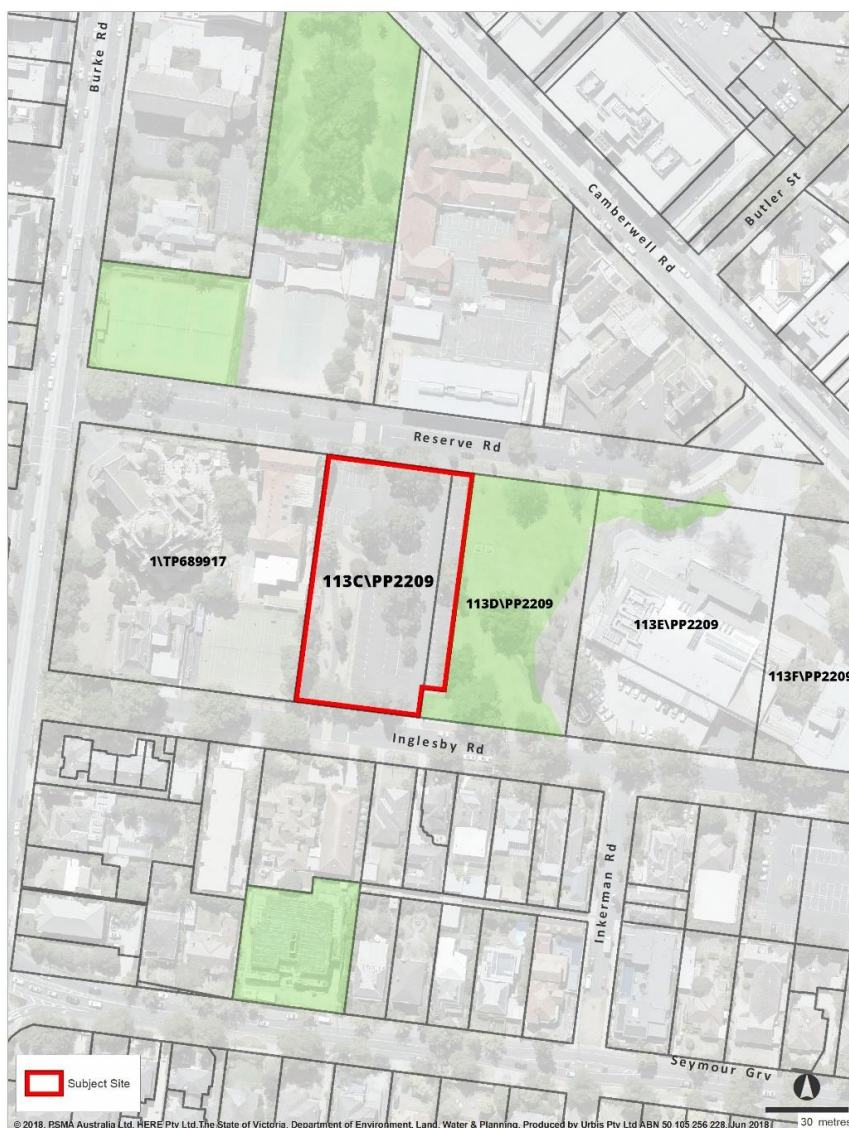
Table 5 – BOSS Assessment criteria for suitability of land area for public open space

EXECUTIVE SUMMARY

Urbis has prepared this report for City of Boroondara, with the purpose of analysing the future land use options of the existing Reserve Road Car Park land parcel.

LAND PARCEL CONTEXT

The subject of this analysis is what's known as the Reserve Road Car Park, more specifically known as Allotment 113C Boroondara, and part of Allotment 113D Boroondara. These allotments form two of the five land parcels comprising No. 370 Camberwell Road, Camberwell. These land parcels are Crown Land, with the Public Land Manager being City of Boroondara.



3 RESERVE RD, CAMBERWELL (CARPARK) SURROUNDING LOTS

Picture 1 – Land parcel allotment map

These parcels are subject to the following Planning controls:

- Public Use Zone – Local Government (PUZ6) (Allotment 113C)
- Public Park and Recreation Zone (PPRZ) (Allotment 113D)
- Heritage Overlay (HO506) (both Allotments)

The land parcel currently comprises:

- Public car parking (105 x total spaces), broken down as follows:
 - 25 x car spaces allocated to Camberwell Primary School staff (through allocated car spaces and staff parking permits)
 - 2 x disabled spaces
 - 78 x 2-hour spaces, primarily used for staff of City of Boroondara whose staff parking permits override time limits
- Landscaping / play space (utilised by Camberwell Primary School)

CROWN LAND MANAGEMENT & HISTORIC BENEFICIARIES

Our research finds that the subject land has been designated Crown Land since the early 1860s, along with surrounding Civic Land parcels.

According to *Government Gazette*, January 1969¹, the Crown Land parcel Allotment 113C was reserved for “children’s playground / car park” in a “temporary” (interpreted in this instance as “in perpetuity”) reserve. Allotment 113D was reserved in a “permanent” capacity for “public gardens”. Changes to these designations or “reserves” can only be made by the Minister for Planning (formalised within the *Government Gazette*), or Act of Parliament, respectively. The Public Land Manager of the Crown Land is City of Boroondara.

We are informed² that the 1969 “reservations” were created to reflect informal arrangements in place since the 1930s, which have only been slightly modified over time between the beneficiaries, to reflect differing car parking and play space requirements. Our research has not quantified this in any historical records.

The various land managers, users or beneficiaries over time are summarised below:

- City of Boroondara (previously City of Camberwell), as Public Land Manager
- The Minister for Planning and the Department for Environment, Land, Water and Planning (formerly Department of Sustainability and Environments)
- Camberwell Primary School (CPS), as beneficiary of car parking arrangement with City of Boroondara upon the subject land, and current beneficiary of “children’s playground” reservation
- Our Lady of Victories Primary School (OLV) – original beneficiary of “children’s playground” reservation (the school has since been closed, and Camberwell Primary School now lease the land)³

The current configuration of the subject land reflects a change in layout associated with the 2010 upgrades to the Camberwell Civic Centre and environs. Previously, the “children’s playground” reservation allowed children to utilise the asphalted area during school hours, with the land being utilised as “car park” outside of school hours and for overflow purposes⁴. It is not known precisely when the site was asphalted, as historic photographs and records indicate the land appeared as public gardens into the 1940s. The change in layout in 2010 accommodated permanent car parking for a large portion of the site, with a corner of the site (as

¹ Victoria Gazette, No. 2, January 8 1969, page 39

² City of Boroondara, Ordinary Council Meeting, “Major Projects – Camberwell Library & Office Project – Report No.4 – June 2010”, Monday 28 June 2010, item 4.2

³ Camberwell Primary 2017 Annual Report to School Community, Victoria State Government Education & Training, page 2

⁴ City of Boroondara, Ordinary Council Meeting, “Major Projects – Camberwell Library & Office Project – Report No. 4 – June 2010”, Monday 28 June 2010, item 4.2

open play space) benefiting Our Lady of Victories Primary School and subsequently Camberwell Primary School.

The delivery of further car parking spaces within the Inglesby Road car park ensured that the Camberwell Civic Centre Major Project (circa 2010) delivered car parking to Council's satisfaction (measured against Boroondara Planning Scheme Clause 52.06 as a guide, however with no applicable rates), despite the fact that no planning permit was necessitated.

SUMMARY OF FINDINGS

A review of Planning Policy and controls, Boroondara relevant Strategies, Census data, comparable municipal offerings, Crown Land reservations, parking demands, and transport accessibility have all been considered in weighing up various land use options throughout this report.

The critical issues are considered to be:

- Seek to ensure the Civic precinct maintains high accessibility for all users
- Seek to maintain a high level of public transport and reasonable private car accessibility to continue Boroondara's attractive workplace conditions
- Seek to provide for the open space demands generated by the East Hawthorn area
- Seek to ensure that future open space demand of the growing residential communities is provided for
- Seek to limit amenity impacts of a change in land use to surrounding Camberwell residents
- Are there alternate locations for accessible open space for the community, or can existing passive public open space areas be better designed to accommodate demands?

These various conflicting issues have been considered and weighted using a pair-wise matrix.

Whilst the provision of car parking to staff could be reduced, supported by the proximity to various alternative modes of transport, the continued provision of car parking for other visitors and users of the Civic Centre (including children and the aged) is necessary. The removal or reduction of car parking upon the subject land is likely to have a negative impact on the surrounding street network, both in traffic congestion and on-street parking provision, unless an alternative location for ongoing car parking demand can be found.

It is also acknowledged that Boroondara's growing population will require greater public open space opportunities in the future, and available land for conversion is rare. Nonetheless, this location is not an optimal location for local open space, considering main road barriers and desirable walkability. Further the existing adjacent and nearby Public Gardens already provide opportunities for passive recreation to the community. We consider that optimal locations for additional open space are accurately mapped within Council's existing BOSS Strategy and Gap analysis.

In short, there is not a compelling case for the Reserve Road Car Park to be changed to public open space, given the existing demand for car parking and potential negative amenity impacts to surrounding residents should this function be removed or downgraded.

However, if future population growth is generally as forecast, we expect the site will become useful for municipal open space in the period of approximately 2031 to 2041, where future conversion opportunities would become increasingly rare elsewhere.

Regardless, it is considered that passive public open space would not be the optimal use of the subject land should it be converted at some stage in the future. Instead, a specialised play or flexible active space could (see **Appendix A**) be appropriate. Such a use would 'elevate' the space within the Open Space Hierarchy to municipal, despite the size, given the specialised use. We consider that existing public open space (including the adjacent Public Gardens) could be better utilised in layout and form to respond to the needs of the growing community by creating an open space area that is a destination, as opposed to the current passive open space role.

In our view we consider that there will be a continuing demand for parking generated by the activities of the municipal centre. If the demand for open space rises to such an extent in future years that the highest and best use of the site is open space it might be necessary to provide for the car parking demand in a nearby location or through decking of existing parking facilities.

RECOMMENDATIONS

In our view the subject land possesses some of the characteristics required for public open space, however it does not possess the attributes necessary to meet a current identified need.

Optimising existing car parking provision

We consider that Council should consider a needs analysis of their staff car parking permits and fleet arrangements, with a view to creating and implanting a Green Travel Plan, reducing staff car reliance and use incentives such as end of trip facilities to promote more sustainable modes of transport, where private vehicle use is not strictly necessary.

The reduction in staff car parking permits issued would increase the short-term car parking spaces available for visitors within Council car parks within the Civic Precinct, to better serve the broader community.

Optimising public open space

We conclude that there is no compelling case to change the use of the subject land to public open space in the immediate future. The BOSS gap analysis accurately identifies more suitable locations, should the acquisition or retrofitting costs not outweigh the benefits, as population growth occurs over the forthcoming decade or so.

Nonetheless, if the population significantly grows as forecast in the period 2031 to 2041, and conversion opportunities reduce or remain low elsewhere within the municipality, it will likely become desirable to convert the space to public open space in an active or specialised configuration which may overcome any BOSS non-compliances by meeting a more municipal or sub-municipal need. Suggestions for outcomes are included within **Appendix A**.

1. PHYSICAL CONTEXT

The physical context of the subject site provides us with an understanding of the predominantly “community and civic” precinct within which the site sits, and has bearing upon the future optimisation of the subject area.

1.1. EXISTING SITE

The subject of this analysis is the Reserve Road car park, Camberwell, made up of Allotment 113C Boroondara, and part of Allotment 113D Boroondara. They comprise two of the five land parcels comprising No. 370 Camberwell Road, Camberwell.

The area of the car park land itself (Allotment 113C in full and the western portion of Allotment 113D to which car parking is incorporated) is approximately 4,750 square metres, or 0.48 hectares, approximately 1 acre.

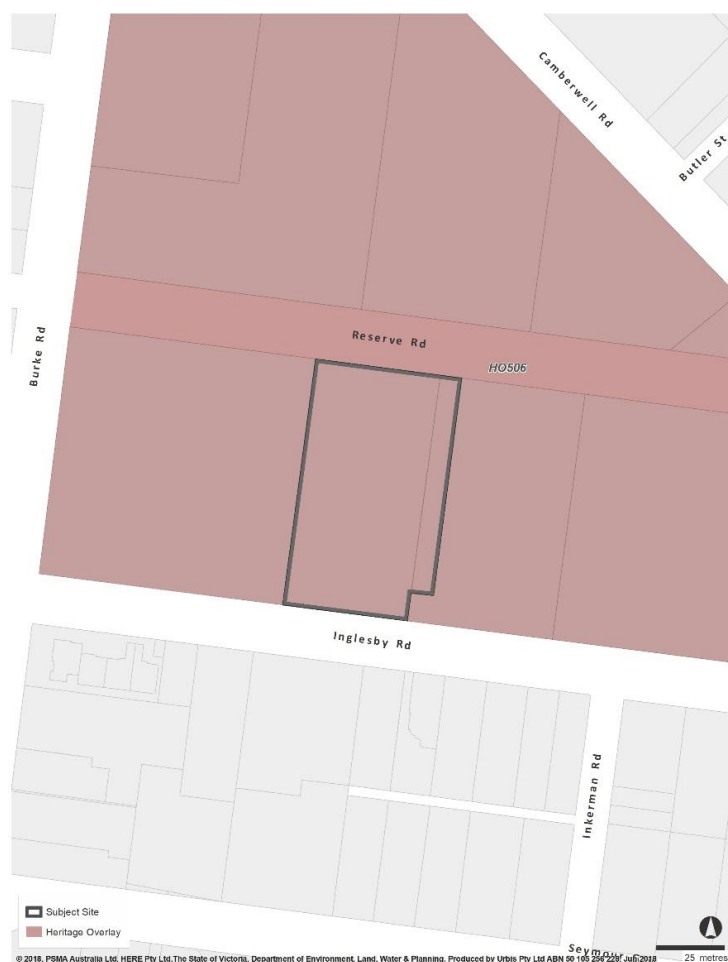
The land is subject to the following Planning controls (shown in Pictures 2 and 3 (overleaf)):

- Public Use Zone – Local Government (PUZ6) (Allotment 113C)
- Public Park and Recreation Zone (PPRZ) (portion of land within Allotment 113D)
- Heritage Overlay (HO506) (entire subject area and Civic land parcel)



3 RESERVE RD, CAMBERWELL (CARPARK) PLANNING ZONES

Picture 2 – Zoning map, denoting subject land in red (Allotment 113C and part of Allotment 113D)



3 RESERVE RD, CAMBERWELL (CARPARK) HERITAGE OVERLAY (HO506)

Picture 3 – Overlay map, denoting subject land

The land parcel currently comprises:

- Public car parking (105 x total spaces), broken down as follows:
 - 25 x car spaces allocated to Camberwell Primary School (through allocated car spaces and staff parking permits)
 - 2 x disabled spaces
 - 78 x 2 x hour spaces, primarily used for staff of City of Boroondara whose staff parking permits override time limits
- Landscaping / play space

1.2. IMMEDIATE SURROUNDS

The immediate context (shown in Picture 4, overleaf) demonstrates the civic context within which the subject allotment sits, and comprises:

- **North:** Reserve Road abuts the allotment to the immediate north. The north side of Reserve Road comprises Camberwell Junction Tennis Club, Camberwell Primary School and Uniting Church of Australia Camberwell.
- **East:** The Camberwell Civic Centre incorporates the remainder of No. 370 Camberwell Road, to the immediate east of the subject allotment, and comprises such uses as Council offices, Camberwell Library, and public hall facilities.
- **South:** Inglesby Road abuts the allotment to the immediate south. The southern side of Inglesby Road comprises the Inglesby Road car park and numerous residential dwellings.
- **West:** Basilica of Our Lady of Victories and the associated former primary school site (now leased to Camberwell Primary School)⁵ abut the subject allotment to the immediate west.



3 RESERVE RD, CAMBERWELL (CARPARK) SITE LOCATION

Picture 4 – Site and surrounds aerial

⁵ Camberwell Primary 2017 Annual Report to School Community, Victoria State Government Education & Training, page 2

1.3. COMMUNITY PRECINCT

1.3.1. Activities within Camberwell Civic Centre

It is useful to consider the wide array of functions, events and meetings which occur within the civic centre. These are extrapolated below, however exact visitation and quantifiable car parking implications are unknown.

- **Boroondara Council offices** accommodate approximately 550 staff, encompassing all Council departments and services. Visitors for Council meetings and other events are estimated to attract up to 150 visitors per event⁶.

In addition, the Council offices hold a range of events throughout the calendar year. These are typically free to attend. Council's website lists upcoming events. The range of programs include:

- Childhood and teenager development seminars
- Family Education Seminars
- Educator information sessions
- Health Classes
- Business training information sessions
- **Parkville Room, Camberwell** conducts larger events and is also hireable by the public. This space can hold up to 300 guests in a cocktail function setting, 220 (theatre style), 160 (classroom), 150 (sit-down lunch/dinner). According to Council's website, the space is booked out during school term on Monday and Thursday Nights (6pm to 10pm) and Tuesdays and Thursdays (9am to 5pm). Examples of other events held in the space include the Boroondara Eisteddfod, Ephemera & collectables fair and Red Cross Blood Donor Centre. Prior to the Hawthorn Craft Market relocating to the Hawthorn Town Hall, it hired out around 40 stalls within the space.

The Camberwell Library also holds a range of free events. These are typically held on a weekly or monthly basis. Events include board games nights, after school clubs, children's events, drawing workshops and informative technical sessions. Visitation for the 2017 calendar year was 347,746⁷.

1.3.2. Current Range of Activities within Civic Precinct

More broadly within the wider Civic Precinct, the range of community uses and activities are listed as follows:

- 1 Inglesby Road: Australian Guild for Realist Artists
- 3 Inglesby Road: Civic complex main car park
- 25 Inglesby Road: Camberwell Community Centre, Camberwell Historical Society, Canterbury History Group, Hawthorn Historical Society
- 370 Camberwell Road or 8 Inglesby Road, Camberwell:
 - Municipal Offices and library
 - Civic complex secondary car park (subject land)
 - Public gardens
- 260 Camberwell Road: part "public gardens", and part to be changed to "school" purposes⁸ (as advised by DELWP under the management of the Minister of Education) (timeframe unknown)
- 550 Burke Road: Public Gardens, includes Camberwell Junction Tennis Club and Camberwell Primary School

⁶ Council Memo: Consultant briefing paper, 31 January 2018

⁷ Ibid.

⁸ Ibid.

- 290 Camberwell Road: Camberwell Primary School
- 408 Camberwell Road: Open space
- 410-412 Camberwell Road: Vacant land adjacent Camberwell Sports Ground, used for car parking
- 51 St Johns Avenue: Camcare Camberwell

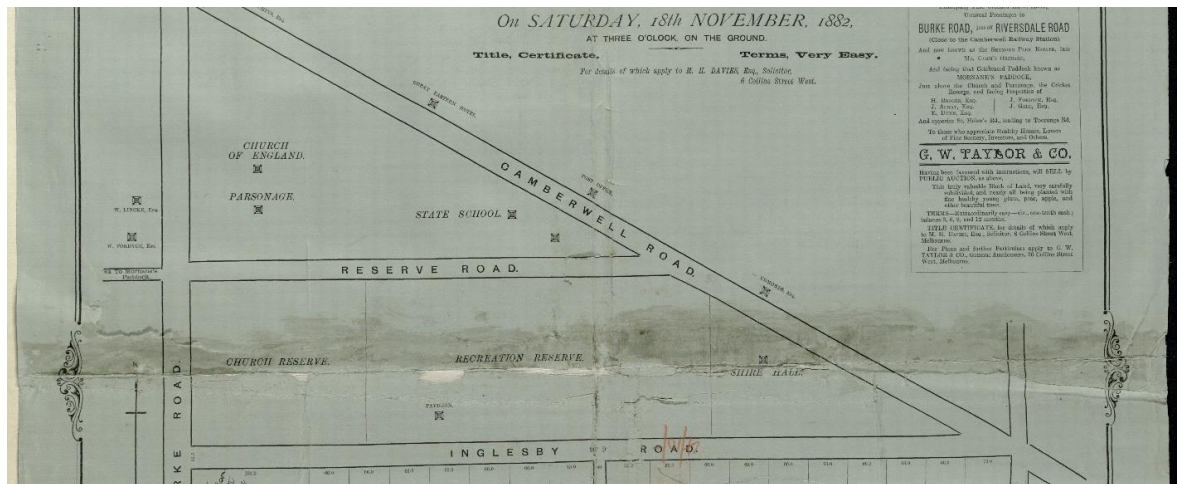
Further afield are the other retail, service, office and community land uses within the broader Activity Centre.

1.4. HISTORY OF DEVELOPMENT WITHIN CIVIC PRECINCT

Our research of various historical mapping data (State Library of Victoria records) shows the early designation of the existing Civic Centre sites and subject land as “Recreation Reserve”, “Reserve” or “Gardens”, as early as 1883, and certainly as late as 1945 (refer to Pictures 5 to 9).

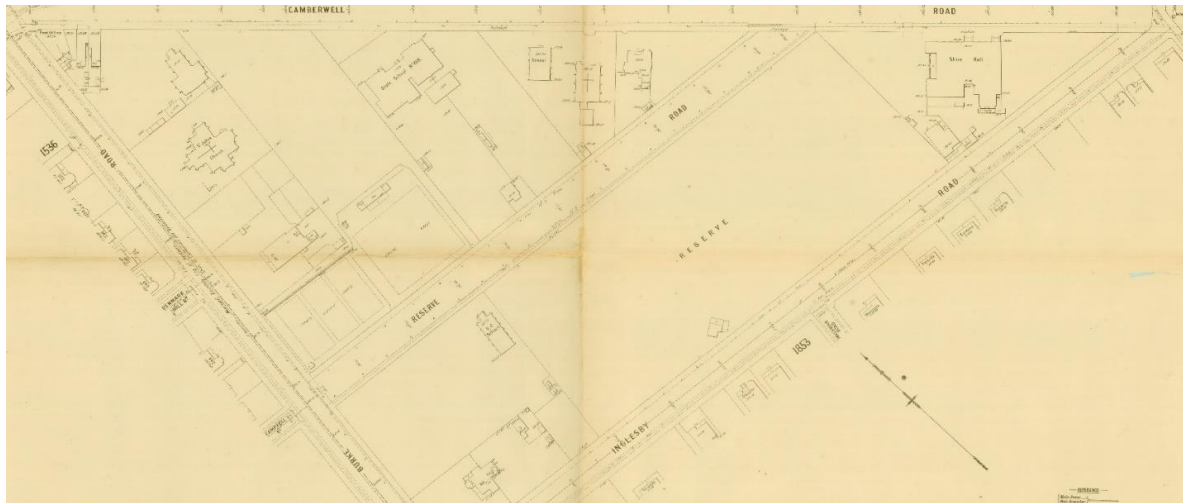
Additionally, The Victorian Government Gazette, 1861 indicates land set aside for “Public Recreation” within Parish of Boroondara, which is presumed to reference the subject land⁹.

⁹ Victoria Gazette, No. 76, 17 May 1861, page 963



Picture 5 - Seymour Park Estate subdivision plan excerpt, denoting Recreation Reserve, 1883

Source: G.W. Taylor & Co., 1883



Picture 6 – Melbourne and Metropolitan Board of Works, Shire of Camberwell & Boroondara plan excerpt, denoting reserve

Source: MMBW cadastral mapping data, 1904



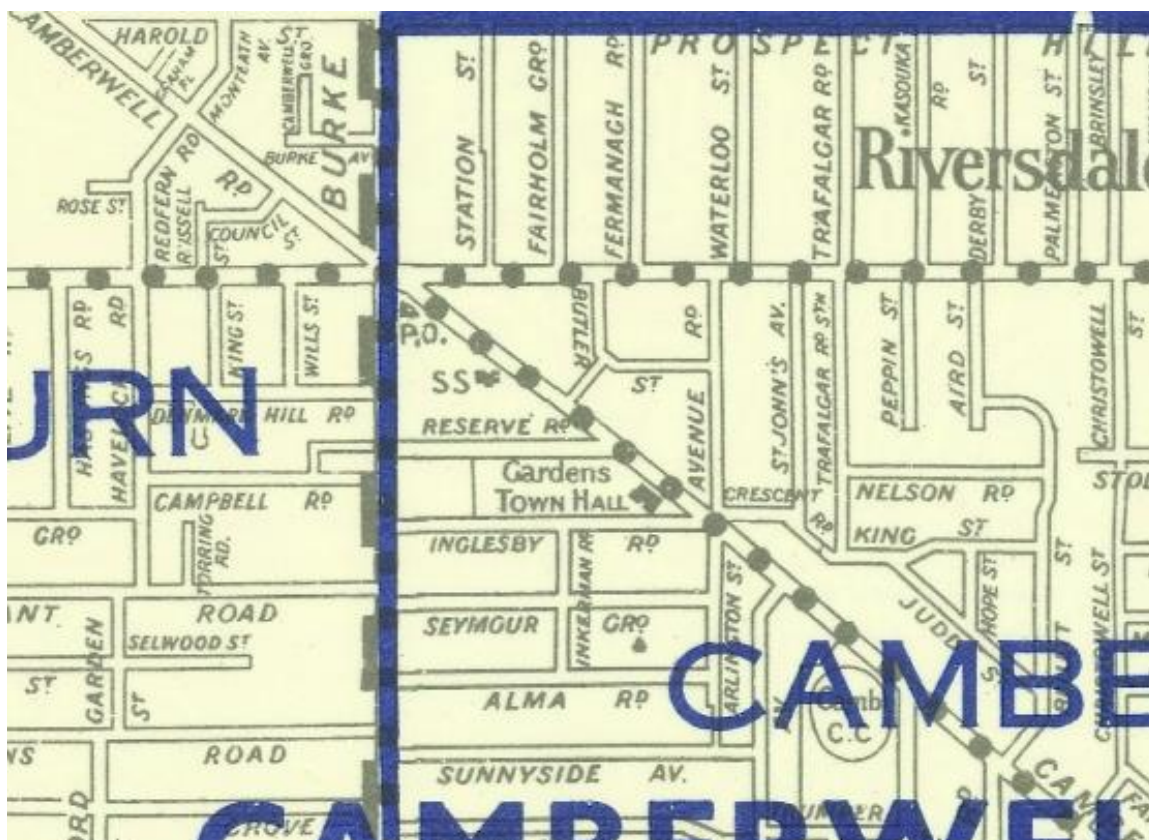
Picture 7 - Melbourne and Metropolitan Board of Works plan excerpt, demonstrating Reserve demarcation

Source: Municipality of Camberwell cadastral records, circa 1933 - 1950



Picture 8 – 1945 Aerial imagery, showing ongoing use of the land as apparent garden space

Source: 1945.melbourne



Picture 9 – Burwood and Camberwell Electoral Districts, 1956, excerpt, denoting Gardens and Town Hall but notably, seemingly having decreased the Gardens portion marginally

Source: M.W. Houston Government Printer, Melbourne 1956

It is apparent from the Victorian Government Gazette and mapping records analysed that the wider Crown Land was used for Recreational and Reserve general purposes for a long period, dating from early settlement in the area. The more specific land use (such as “children’s playground”) is not referenced within the mapping data reviewed and so this specific use history is not quantified beyond Council Meeting minutes, provided¹⁰.

As explored in the Legal Context section of this report, according to *Government Gazette*, January 1969, the Crown Land Allotment 113C was reserved for “children’s playground / car park”. Allotment 113D was reserved for “public gardens”.

Our research demonstrates the consolidation of Council’s offices from varying locations into the Camberwell Civic Centre as part of circa 2010 upgrades. Council meeting records obtained regarding these upgrades to the Civic Precinct generally in 2010 have also assisted in shaping an understanding of the use of the Reserve Road car park, its upgrades and its purpose since the 1930s.

Council meeting minutes¹¹ provide the following useful summary of the current designation:

It is planned to use the Crown Land situated to the west of the Camberwell Civic Centre (western car park). This land is reserved as children’s playground / car park as per Government Gazette, January 1969.

This parcel of land is the subject of an arrangement (dating from the 1930s) between the then City of Camberwell, Our Lady of Victories (OLV) and the Department of Sustainability and Environment (DSE) which allowed OLV to use the land as a children’s playground during

¹⁰ City of Boroondara, Ordinary Council Meeting, “Major Projects – Camberwell Library & Office Project – Report No.4 – June 2010”, Monday 28 June 2010, item 4.2

¹¹ Ibid.

school hours and Council to use as a car park out of school hours to support activities at the former Camberwell Civic Centre auditorium.

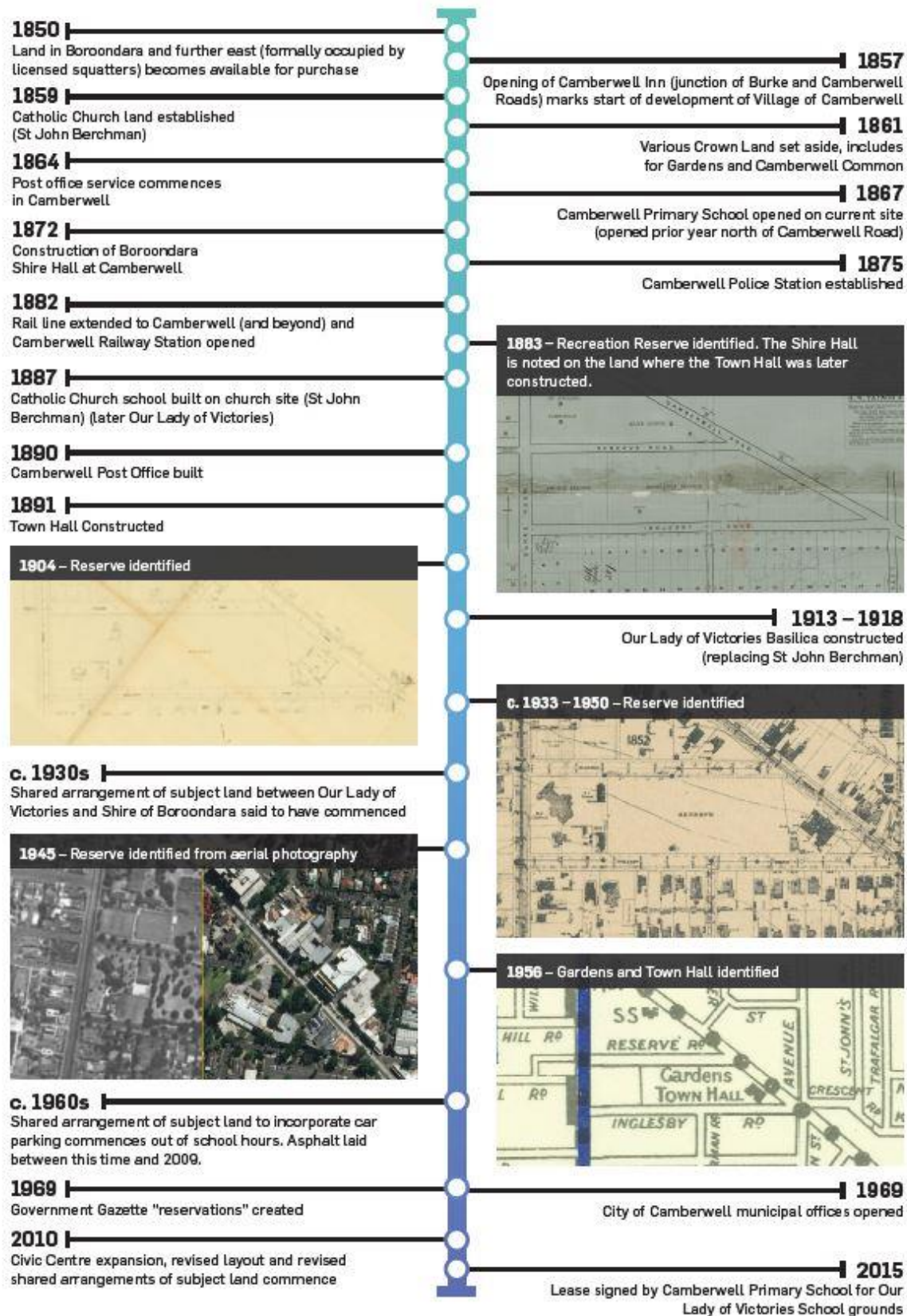
As part of the Project, Council has held discussions with OLV about the future use of the Crown Land. OLV's need for a large play space has changed, and therefore has given 'in principle' consent to reduce the area available to them. Approximately a quarter of the area would remain available for playground and parking (as determined by OLV) while the remainder of the land would become a public car park intended to provide short term parking for the library, the Eco-Living Centre, and all day parking for Council fleet and staff.

Council has met with representatives from the Department of Sustainability and Environment (DSE) to discuss the project. The project is ultimately subject to DSE approval, and at this time, DSE has no concerns about the proposed use of the Crown Land.

It is noted that the landscape master plan envisaged certain works for the Civic Precinct, not all of which have been undertaken.

1.4.1. Historic Analysis Conclusions

The review of historical data concludes that the land use since early European settlement of the area (approximately 1860s) has been set aside for Civil reserve and public gardens purposes. Council's records indicate the informal use of the space since the 1930s as extended play space for the adjoining primary school, and since the 1960s, the formal designation of the space to accommodate play space and car parking. The formal Crown Land reservation as "children's playground and public purposes (car park)" has allowed flexibility of the public use land associated with the Civic Centre, and is explored in more detail in Section 2 of this report (Legal Context). A timeline is also provided at Picture 10, overleaf.



Sources: Camberwell Historical Society, Catholic Archdiocese of Melbourne & mapping data obtained from State Library of Victoria

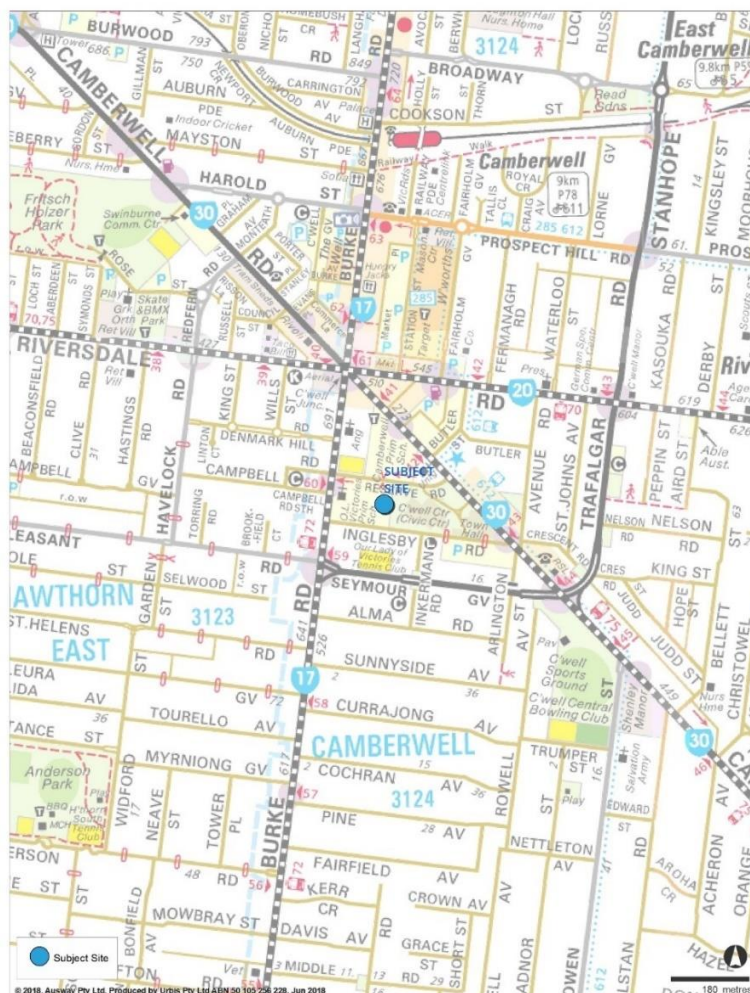
Picture 10 – Historical timeline showing Camberwell's history, most pertinently that of the subject and surrounding land

1.5. WIDER AREA

The subject area sits within the border (southern edge) of the Camberwell Junction Activity Centre as part of Precinct 10, Civic and Community Precinct. The wider area incorporates:

- A wide variety of shops and services within the Activity Centre, predominantly along Burke Road, also to Riversdale and Camberwell Roads
- Sports grounds and public open space including the Camberwell Sports Ground and Camberwell Central Bowling Club, Lower Reserve, Camberwell Junction Tennis Club, Fritsch Holzer Park, Skate & BMX Park, and a number of unnamed pocket parks
- Principal Public Transport Network linkages to Camberwell Train Station, Tram routes 70, 72 and 75, and Bus routes 612, 617, 285.

It is important to this investigation to consider the subject land within the context of the wider area and Activity Centre (refer to Pictures 11 and 12 (overleaf)).



URBIS 3 RESERVE RD, CAMBERWELL (CARPARK) SITE LOCATION

Picture 11 – Location map, subject land denoted in blue

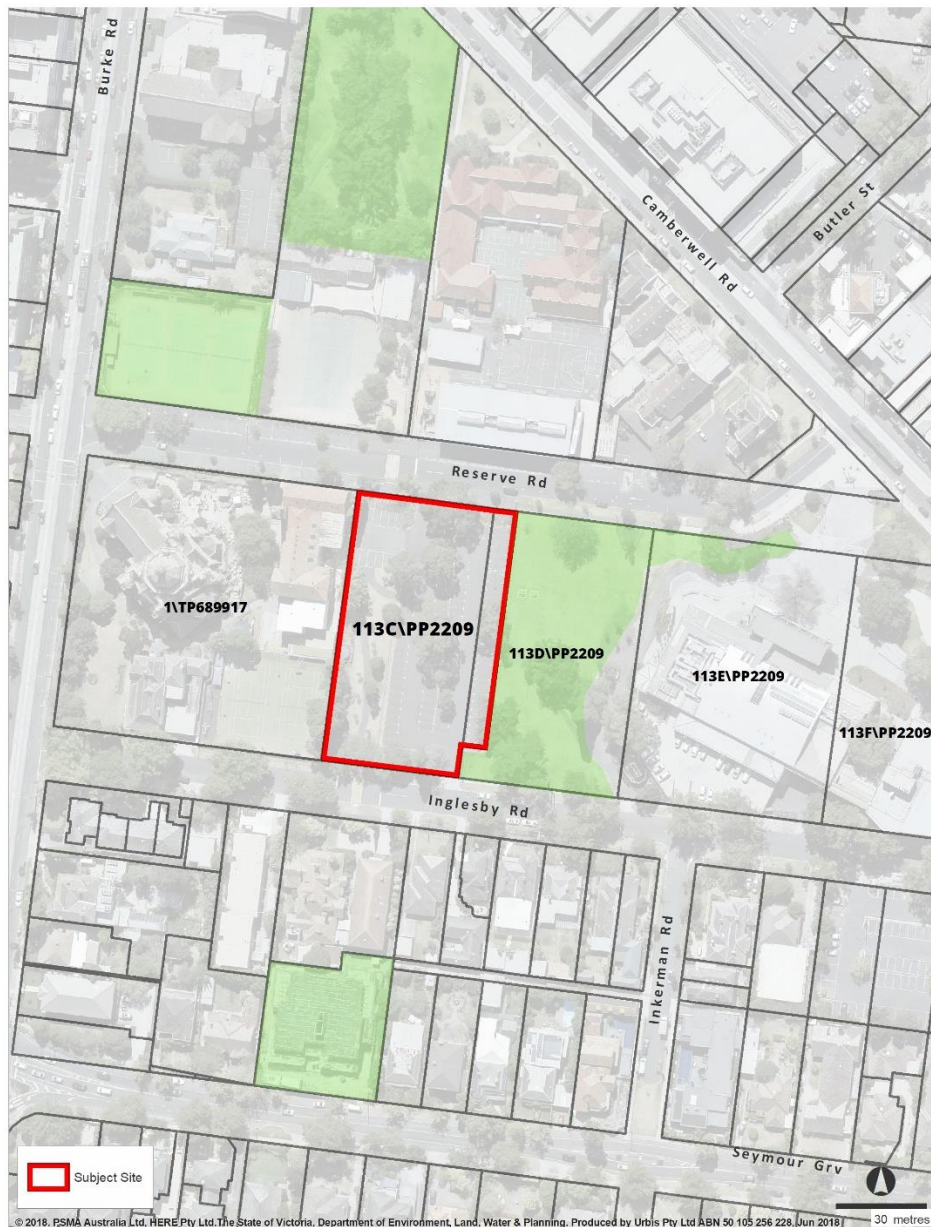


3 RESERVE RD, CAMBERWELL (CARPARK) ACTIVITY CENTRE & PUBLIC TRANSPORT

Picture 12 – Activity Centre & Public Transport map

2. LEGAL CONTEXT

It is important to have regard to the Crown Land requirements, which dictate the use of Crown Land Allotments (pictured below in Picture 13).



3 RESERVE RD, CAMBERWELL (CARPARK) SURROUNDING LOTS

Picture 13 – Allotments 113C and 113D, PP2209

2.1. CROWN LAND REQUIREMENTS AND SITE PURPOSE

Crown Land Grants indicate that the applicable “reservations” were formalised via Government Gazette in January 1969.

A Crown Land “reservation” can either be “temporary” or “permanent”. A “temporary reserve” can be revoked through a notice in the Government Gazette, whereas a “permanent reserve” can be revoked only through an Act of Parliament.

The parcels of land in question are Crown Land. An analysis of the Crown Folio Statements reveals the following:

- The Crown Land Administrator is Boroondara City Council for each of Allotment 113C and 113D, which form the subject land in question
- Allotment 113C is subject to “Reservation MI052884F” which designates the temporary reserve for children’s playground and public purposes (car park)
- Allotment 113D is subject to “Reservation MI052868D” which designates the permanent reserve for public gardens

Notably, use and lease arrangements for the most recent works to the subject land in circa 2010 have been undertaken in full consultation with the Department of Sustainability & Environment (DSE), now known as Department of Environment, Land, Water & Planning (DELWP), but are allowed to be undertaken by City of Boroondara as the designated Public Land Manager.

We also note that 22 car spaces are provided within Allotment 113D (“public gardens”) which we assume have been provided in association with the open space. These spaces are primarily 2-hour restricted parking bays. However as per the remainder of the car park, Council and Staff Parking Permits override the time restrictions. The ability for permits to override time restrictions undermines the assumed rationale for the provision of the car spaces in association with the open space.

It is considered that use of the spaces would more appropriately align with the intent of the Crown Land reservation if staff parking permits were reduced or exemptions for staff parking do not apply to these spaces.

*Please refer to **Appendix B** (Crown Land Grants) for copies of the documentation.*

The above analysis concludes that the temporary reservation of the primary subject land, being Allotment 113C, for “children’s playground and public purposes (car park)” is possible to be altered by the Minister for Planning and associated Department (DELWP), should it be deemed appropriate to alter the use of the land.

3. POLICY CONTEXT

Having regard to this enquiry, it is relevant to have regard to relevant planning, in particular the future role of the Activity Centre, the supply and utilisation of open space within the Civic precinct, and the ongoing civic and administrative role of the Council offices (Boroondara Municipal offices).

3.1. STATE AND LOCAL PLANNING POLICY FRAMEWORK

The State Planning Policy Framework is not considered to add to, or inform, this analysis for the most appropriate use of the Crown Land.

The Local Planning Policy Framework for Boroondara broadly sets out objectives which apply to the subject land, which include:

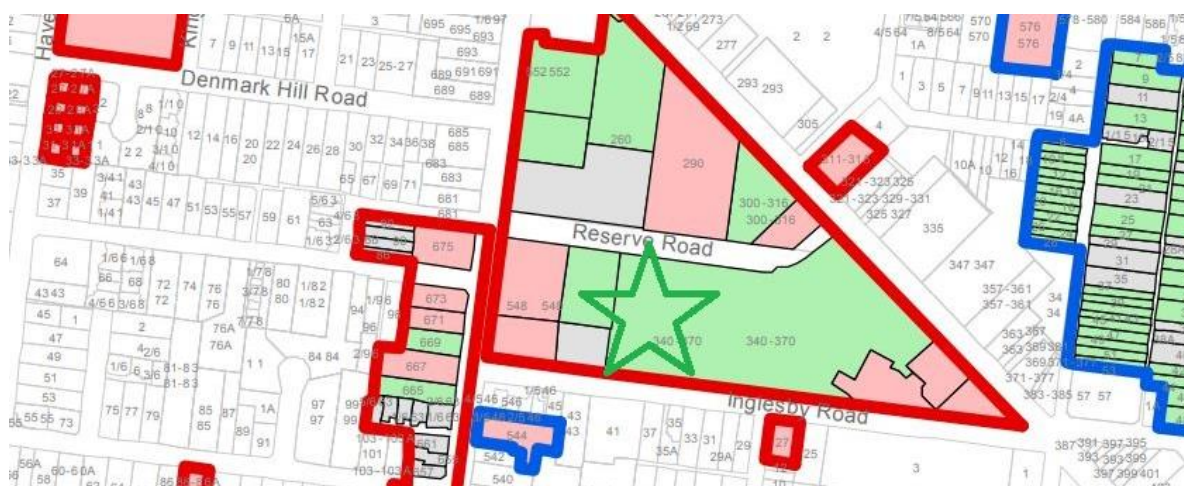
- **Clause 21.01 – Introduction** – identifies Camberwell Junction as a Major Activity Centre. A key objective is to ensure that major activity centres are developed in accordance with adopted Structure Plans.
- **Clause 21.03 – Environment and Open Space** – identifies methodologies for additional public open space provision, which include conversion of public or Council owned land. This policy references the *Boroondara Open Space Strategy 2013*, and the associated “public open space gap analysis”. Notably, the subject land does not lie within an area exhibiting such a “gap”. Instead, there is a focus upon providing to the other areas to the north and east.
- **Clause 21.06 – Transport and Infrastructure** – identifies car parking pressures around activity centres and community facilities as a key issue. Strategies to combat these issues include supporting measures to reduce car dependency, improving access to activity centres via alternative transport modes, support maximisation of multi-purpose trips by community facilities users, and minimising detrimental impacts upon adjoining residential areas.
- **Clause 21.07 – Local Areas** – seeks to *support the Junction’s commercial base with entertainment, education, public transport and civic facilities and with higher density housing...*, whilst Objective 5 seeks *“to protect the surrounding residential areas from traffic and parking impacts...”*. Mapping denotes the subject allotments as being within “Precinct 10” (Civic and Community) and denotes Parking within the subject land.
- **Clause 22.03 – Heritage Policy** – denotes the subject land (as a whole) as being contributory. Objectives include to *“retain and conserve ‘contributory’ places and fabric in the Heritage Overlay which are visible from the primary street frontage”*.

*A more thorough summary of all relevant State and Local Clauses can be found within **Appendix E**.*

3.2. ZONING AND OVERLAY CONTROLS AND PARTICULAR PROVISIONS

The following provides a summary of the Zoning and Overlay controls applicable to the subject land:

- Allotment 113C is subject to the **Public Use Zone, PUZ6 (Local Government)**, which seeks *“to recognise public land use for public utility and community services and facilities”*, and *“to provide for associated land uses that are consistent with the intent of the public land reservation or purpose”*. The use must be in accordance with the purpose (being Local Government). No permit is therefore required for the use, or buildings and works, associated with that purpose.
- Allotment 113D, the western-most part of which relates to the subject land, is subject to the **Public Park and Recreation Zone (PPRZ)**. The zone seeks *“to recognise areas for public recreation and open space”*, *“to protect and conserve areas of significance where appropriate”*, and *“to provide for commercial uses where appropriate”*.
- The **Heritage Overlay (HO506)** applies to the entire subject area and wider Civic land parcel (Camberwell Civic and Community Precinct). The overlay seeks *“to conserve and enhance heritage places of natural or cultural significance”* and to protect the elements which contribute to the significance of the place, amongst other purposes. A permit is required for a variety of works. The Schedule of Gradings Map (dated 21 February 2018) designates the subject land as “contributory”, as shown below in Picture 14.



Picture 14 – Subject land designation as “contributory” (in green)

Source: City of Boroondara Schedule of Gradings Map, 21 February 2018

- We further note that **Clause 52.06 (Car Parking)** and associated land use tables do not provide a car parking rate associated with a municipal of government land use. As per 52.06-6, where a “new use” is proposed to commence or floor area is extended, car parking spaces must be provided to the satisfaction of the Responsible Authority. As part of the circa 2010 expansion of the Municipal offices, no permit was required due to the zoning, and car parking was provided to Council’s satisfaction. There is no requirement for Council to provide car parking upon the subject land, and a change in use, still befitting PUZ6, would not necessitate car parking to be provided, unless the proposed land use was other than “Local Government”.

*A more complete summary of all relevant Zones, Overlays and Particular Provisions can be found within **Appendix E**.*

3.3. KEY POLICY AND STRATEGY DOCUMENTS

As part of this analysis into land use opportunities for the subject land, it is important to consider the Boroondara Open Space Strategy (BOSS), particular to the potential for the land to be converted to public open space, as well as the Camberwell Junction Activity Centre Structure Plan (CJSP).

3.3.1. Boroondara Open Space Strategy (2013)

The Boroondara Open Space Strategy (2013) is a reference document to Clauses 21.03 (Environment and Open Space) and 22.04 (Public Open Space Contribution Policy), and seeks to provide strategic direction for the “future planning, provision, design and management of open space in Boroondara through to 2026”.

The strategy forecasts that by 2026 the municipality is anticipated to grow approximately 10 percent, or by approximately 16,000 people. Camberwell is one of the areas with the greatest change forecast. As densities change the strategy acknowledges that there is a greater reliance on public open space. Climate change effects and a Health and wellbeing focus also encourage the increased delivery of easily accessible, useable open space.

The document specifies the “Open space hierarchy” for Boroondara with the applicable designation for a park of less than 1 hectare to 0.26 hectare as being a “Local” park, which “provides at least enough space for two activities or groups to use the open space simultaneously, for example an open grassed area with seating and playground.”. The walking distance should be 300 metres from dwellings and workplaces. The strategy seeks to provide active open space within one to two kilometres of 95 percent of all dwellings.

Council have developed detailed assessment criteria for suitability of land area for public open space (Table 6A). This is further analysed in our own criteria within **Appendix D** to this report.

The gap analysis map notably does not identify the subject land as being within an area exhibiting a public open space “gap”. Instead, there is a focus in providing additional public open space further to the north of Riversdale Road, and further to the west, within Hawthorn East. In the “gap” areas, people need to travel further than the recommended safe walking distance applicable to the size, or need to cross a major transport route in order to access said space.

The BOSS recommendation for the Reserve Road Reserve itself (Allotment 113D) is subject to future population change, noting that delivery ought to be linked to the rate of change. Should it remain applicable over time, the recommendation is “to upgrade to improve informal recreation facilities”.



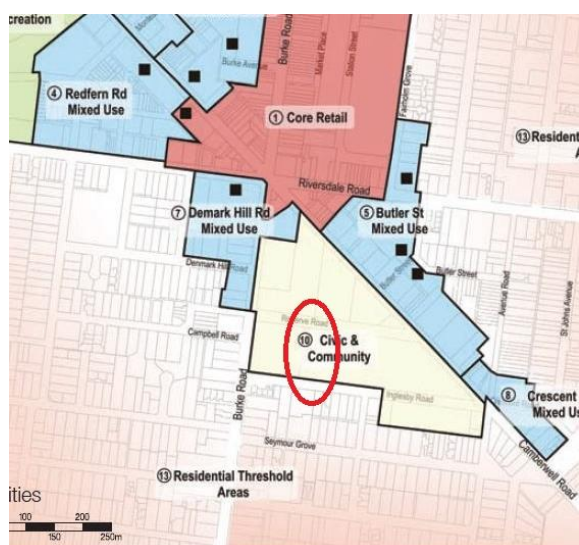
Picture 15 – Clause 21.03: Map 1 excerpt: Public open space gap areas in Boroondara, subject land denoted in red

Source: Boroondara Planning Scheme

It is therefore useful to measure this document against current census data to determine whether this BOSS analysis remains accurate. We consider this in Section 7 of this Report.

3.3.2. Camberwell Junction Structure Plan (2011)

It is also relevant to consider the current Activity Centre Structure Plan as part of the physical context analysis. The Camberwell Junction Structure Plan (CJSP) identifies the site as sitting within Precinct 10: “Civic and Community” (refer to Picture 16). The immediately surrounding uses, including education, civic, recreation and other community uses set the precinct apart from other precincts within the Structure Plan.



Picture 16 – Camberwell Junction Structure Plan: Activities Map – denoting Civic & Community Precinct 10, subject area circled in red

Source: Camberwell Junction Structure Plan 2011



Picture 17 – Camberwell Junction Structure Plan: Spaces Map – denoting “upgrade existing parks” in green, and “maintain view lines” in black arrows, with subject area circled in red

Source: Camberwell Junction Structure Plan 2011

The CJSP (2011) sets out a strategy for the subsequent two decades, and follows on from earlier Structure Plans. Specific references to either Allotment 113C or 113D, or the Civic Precinct, are extrapolated as follows:

- The “Key Features” Plan denotes the area as subject to “Upgrades to existing parks”. The parking on Allotment 113C is not featured.
- The Buildings Plan denotes the subject area as a site of heritage significance, with no other building constraints denoted on plan.
- The Activities Plan (refer Picture 16) denotes the area within Precinct 10 “Civic & Community”. The Precinct is noted as *“the home of the Town Hall and Municipal Offices, Camberwell Primary School, St Johns and Our Lady of Zion churches. The parkland setting and heritage values suggest coordinated management through a master plan”*. The strategy recommends to *“consolidate a civic role consistent with a precinct master plan or plan of management”*.
- Public Open Space Strategies include the recommendation *“to encourage an upgrade of Civic Parkland and surrounds through the preparation of a landscape concept plan”*.
- The Community Facilities strategies include the recommendation to *“explore the opportunity to provide an integrated community hub which incorporates the Boroondara Young People’s Centre, the Camberwell Community Centre, and childcare in a central location.”*
- The Spaces Plan (refer to Picture 17) designates key views between the Basilica (OLV) to the west and the Town Hall to the east as “landmark buildings”, with the Civic allotments generally recommended as *“upgrade existing parks”*. The green designation appears to include the existing car park and Camberwell Primary School, although is not explicitly stated, and may be an oversight.

The Structure Plan omits any specific reference of the existing car park, with no further guidance on the topic. General statements are made regarding additional community facilities however this is considered to relate to the Community Centre further north towards the Junction and Station precincts. The general objectives of upgrading existing parks and protecting view lines limits the possibility of any building development on the subject site, should an alternative use be otherwise proposed.

It is noted that Council meeting records identify a Landscape Vision for the Civic Precinct¹² (not sighted). This document may address various open space and landscape projects for the subject land and surrounds.

¹² Council Memo: Consultant briefing paper, 31 January 2018

4. CONTEXT FINDINGS

The findings based upon analysis of the locational, legal and policy context are as follows:

- The physical context of the land, being surrounded to the west, north and east by other civic or community uses, demonstrates the logical synergy of a dedicated community use upon the land, sitting more broadly within the Camberwell Junction Activity Centre.
- The current predominant car park use has been “to the satisfaction of the Responsible Authority” through their most recent development, although car parking is not mandated or obligated for a civic or municipal use within the Planning Scheme. The development to the Civic Centre (including the most recent development, circa 2010) has also not required planning permission, being exempt subject to the Zone provisions. To remove car parking from the subject land would not require planning permission.
- Historically, there is a long history of the use of the land (subject allotment and adjacent) as a recreational reserve, which demonstrates the underlying intent of the Civic precinct.
- Legally, the “reservations” reflect these historical intents and purposes.
- The “temporary” reservation of the primary subject land, being Allotment 113C, for “children’s playground and public purposes (car park)” is possible to be altered by the Minister for Planning and associated Department (DELWP), should it be deemed appropriate to alter the use of the land.
- Council policy generally supports:
 - Implementing the Camberwell Junction Activity Centre Structure Plan, which itself seeks to upgrade existing parks and civic parkland, centralise community facilities further and consolidate its civic role, and protect the heritage of the Civic and Community Precinct (and particular buildings and key view lines within)
 - The provision of additional public open space, based upon densification demands and the Boroondara Open Space Strategy (BOSS)
 - The importance of mitigating car parking pressures within and around activity centres and community facilities, which can include increased reliance on alternative transport modes
 - The importance of retaining “contributory” heritage places, for which the subject land is included
- Council zoning and overlays reflect both policy objectives (Public Use Zone, Public Park and Recreation Zone and Heritage Overlay) and legal reservations.

5. PRECINCT TRANSPORT ACCESSIBILITY AND PARKING DEMAND CONSIDERATIONS

Consideration must be made to the existing and forecast demand for transport access and car parking within the Activity Centre more broadly, and Civic and Community Precinct specifically.

As espoused within Council Policy, it is desirable to mitigate traffic and car parking pressures within the Activity Centre and more broadly, seeking to provide appropriate car parking for shops and services. It is similarly sought to optimise use of alternative modes of transport such as the public transport network for visitors, workers and residents alike.

5.1. TRANSPORT ACCESSIBILITY TO CIVIC PRECINCT

As previously noted in the Physical Context section of this report, and as shown within Picture 18 (overleaf), within an approximate 500 metre radius of the subject land are various public transport options including the following:

- Tram routes 70, 72 and 75
- Bus route 612 and 285

Camberwell Railway Station is approximately 1 kilometre from the subject land, which can be accessed either on foot or by tram.

The southern end of the Activity Centre, where the Civic Precinct is located, is more reliant on tram and bus services, as opposed to train services due to the proximity of options.

Combined, these present an excellent breadth of alternative transport options for visitors and workers within the Civic and Community Precinct and the broader Camberwell Junction Activity Centre. These services are well utilised also by residents of the wider area.

The Activity Centre can be described as well served by the Principal Public Transport Network options, overall.



3 RESERVE RD, CAMBERWELL (CARPARK)

ACTIVITY CENTRE & PUBLIC TRANSPORT

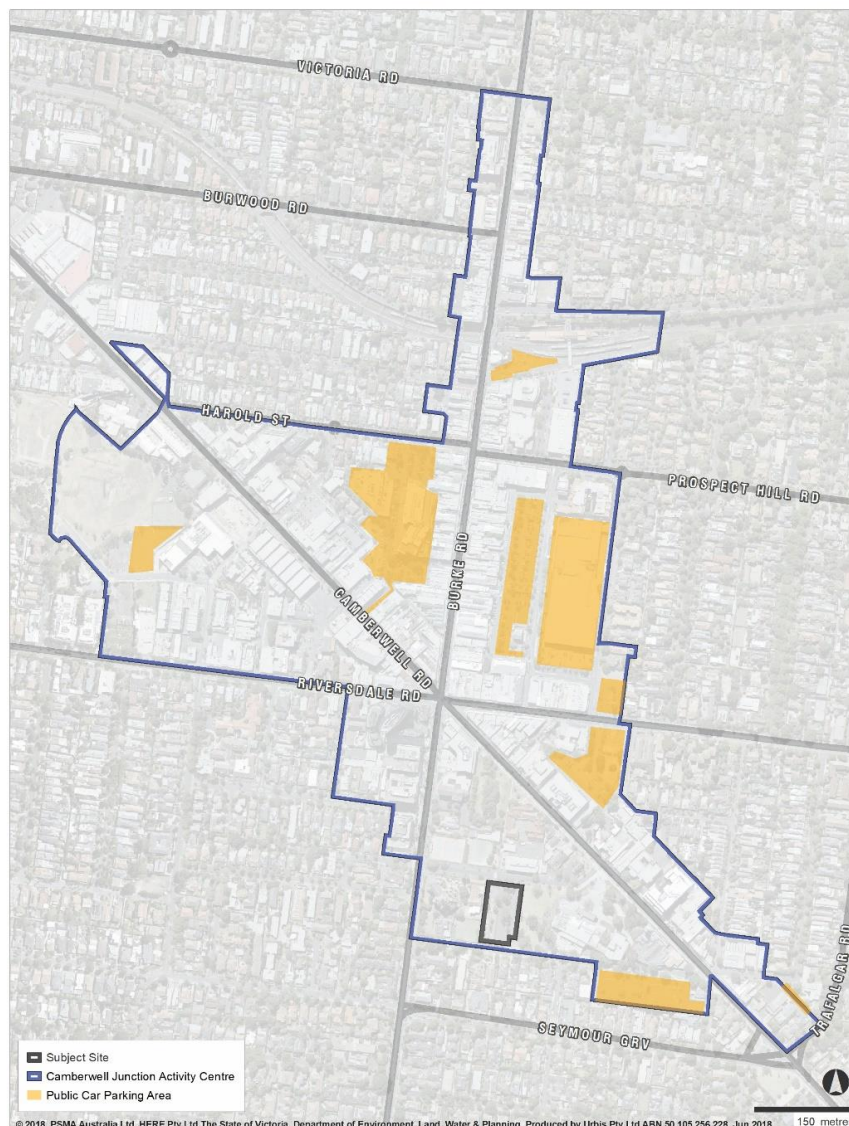
Picture 18 – Public Transport within the Activity Centre

5.2. CAR PARKING WITHIN ACTIVITY CENTRE

The Activity Centre features a number of significant car parks servicing the shops and services within. The larger of these are located to the east and west of Burke Road, north of Riversdale and Camberwell Roads. Other smaller car parks and time-limited on-street parking are provided throughout the area.

The Civic Precinct, being somewhat removed from the rest of Activity Centre, features two Council car parks, being the Inglesby Road car park, and the Reserve Road (subject land) car park. These two car parks largely serve the Civic Centre itself, although ostensibly serve the Civic and Community Precinct, including school staff, parents undertaking drop offs, library and other visitors to the various range of activities held within the Civic Centre.

Picture 19 demonstrates publicly accessible car parks within the Activity Centre.



3 RESERVE RD, CAMBERWELL (CARPARK) PUBLIC CAR PARKING

Picture 19 – Publicly accessible car parking within Activity Centre

Demand assessments and anecdotal evidence demonstrate high usage, as explored below.

5.3. DEMAND FOR PARKING IN CIVIC PRECINCT AND SURROUNDING STREETS

The most recent (2016, various dates) car parking demand analysis undertaken by Council's Traffic and Transport Department¹³ (pertaining to the Civic Precinct specifically) reveals the following:

- For off-street parking analysis, both the Inglesby Road and Reserve Road off-street car parks were close to capacity throughout the survey period (Wednesday 11 May 2016, 8am to 6pm), with only a handful of spaces and disabled spaces available.
- On- and off-street parking analysis revealed intensive parking within the precinct as a whole during the survey period (Wednesday 4 October 2016), by both visitors and staff, with 30 staff / fleet vehicles parked within the catchment of on-street parking during the survey period.

Survey and stakeholder feedback evidence¹⁴ identifies sustained issues regarding parking availability for visitors to Council offices and civic uses, despite encouraging public transport alternatives. The Reserve Road car park is described as "at capacity". The loss of the 105 existing spaces would exacerbate existing issues by forcing the car parking needs to further utilise the surrounding on-street parking provision.

5.4. ON-STREET PARKING CONSIDERATIONS

We consider whether the removal of the car parking upon the subject land would negatively impact the surrounding neighbourhood by pushing the car parking provision into the on-street parking network of surrounding streets. It is generally accepted that significant increases in on-street parking produces impacts on residential amenity through incremental increases in traffic congestion and reduced availability of residential visitor spaces on-street. Support for proposals which reduce or remove off-street car parking has been displayed and ultimately supports these reductions.

In **Polmac Pty Ltd and Hoyts vs. Whitehorse CC [1999]**¹⁵, the Tribunal shows support for reduction of car-parking provision, considering the offsite amenity impacts of such proposals to be acceptable:

'These increased traffic flows can be appropriately managed through available parking within the immediate vicinity, and by placing time restriction on on-street parking areas near to residential properties in order to protect the amenity of those properties'

Furthermore, relevant support for the reduction of parking in activity centres has been provided in recent Tribunal hearings, recognising the suitability for reduced parking provisions in activity centres well serviced by public transport and other mode share options.

More recent hearings, including in **Preston Market Developments Pty Ltd. Vs. Darebin CC [2017]**¹⁶ have looked to the Red Dot decision made in **Ronge v Moreland CC (Red Dot) [2017]**¹⁷ when considering reductions of car parking in activity centre locations, where the Tribunal made the following observations about car parking and traffic, which are just as relevant here as to a residential development in Brunswick:

[62] We have already referred to what can only be described as the massive increase in Melbourne's population projected through until 2050. Our roads are already congested and will be unimaginably so if a 'business-as-usual' approach is accepted through until 2050. The stark reality is that the way people move around Melbourne will have to radically change, particularly in suburbs so well served by different modes of public transport and where cycling and walking are practical alternatives to car based travel.

[65] State and Local planning policies are already acknowledging the change that is required with Plan Melbourne 2017-2050 and State policies referring to 20-minute neighbourhoods. At the municipal level, Moreland has long been recognised as being at the forefront of encouraging less reliance on car based transport. For example, the Moreland Integrated

¹³ Council Memo: Parking Impact Assessment, 2 March 2018

¹⁴ Council Memo: Consultant briefing paper, 31 January 2018

¹⁵ **Polmac Pty Ltd and Hoyts vs Whitehorse CC [1999]** VCAT 209

¹⁶ **Preston Market Developments Pty Ltd v Darebin CC [2017]** VCAT 1689

¹⁷ **Ronge v Moreland CC (Red Dot) [2017]** VCAT 550 (Red Dot)

Transport Strategy 2010 includes a key principle that walking and cycling are the preferred modes of transport.

It is concluded that whilst it may be appropriate to reduce off-street car parking the reduction of such parking should not result in a shift of demand to on-street parking. A mode-shift appears the most appropriate outcome to manage available parking for various users of the Civic Precinct in this instance.

6. ASSESSMENT OF EXISTING CAR PARK

Consideration must next be paid to the existing use of the land for predominant car parking, and the value to the community of the existing use, in considering the optimal future use.

6.1. HISTORY OF ESTABLISHMENT AND UPGRADING OF CAR PARK

As noted previously within this report, according to *Government Gazette*, January 1969, the Crown Land Allotment 113C was reserved for “children’s playground / car park”. Allotment 113D was reserved for “public gardens”.

As noted within Section 1.4 of this Report, this arrangement regarding Allotment 113C reflects earlier arrangements in place since the 1930s, which allowed the use of the land as a children’s playground during school hours, and Council to use as a car park outside of school hours, which assisted in providing car spaces for activities within the former Civic Centre Auditorium. The changes to the Civic Centre in circa 2010 revised the layouts to encompass both uses simultaneously upon the subject land.

The beneficiaries of the car park are now predominantly Camberwell Primary School¹⁸, and Boroondara Council staff, courtesy of permits and lease arrangements¹⁹. Whilst ostensibly 78 of the car spaces (and the 2 x disabled spaces) are for public use, the reality appears to be that they are rarely available to the public.

6.2. CURRENT STATUTORY OBLIGATIONS

Importantly, we note that the purpose of the zone upon which the Civic Centre lies (PUZ6) allows for Local Government uses. No permit is required for associated works or uses associated with Local Government. Car parking, “playground” and public open space can all be considered uses associated with Local Government, particularly given their relationship to the Civic Centre.

Additionally, as noted within Section 3.2 of this report, Clause 52.06 (Car Parking) and associated land use tables do not provide a car parking rate associated with a municipal of government land use. As per 52.06-6, where a “new use” is proposed to commence or floor area is extended, car parking spaces must be provided to the satisfaction of the Responsible Authority.

As part of the circa 2010 expansion of the Municipal offices, no permit was required due to the zoning, and car parking was provided to Council’s satisfaction. There is therefore no requirement for Council to provide car parking upon the subject land, and a change in use, still befitting PUZ6, would not necessitate car parking to be provided, unless the proposed land use was other than “Local Government”.

As considered within Section 5.3 of this report, Council traffic survey data identifies sustained issues regarding parking availability for visitors to Council offices and civic uses, despite encouraging public transport alternatives. The Reserve Road car park is described as “at capacity”.

6.3. POTENTIAL FOR REDUCTION IN CAR PARKING

As previously noted, there is no statutory obligation for Council to provide car parking upon the subject land. Similarly, to reduce or remove the car parking altogether would not necessitate any permission, assuming the ongoing use of the land remained for Local Government purposes.

Nonetheless, we acknowledge the apparent demand, as demonstrated by Council Traffic surveys²⁰ and anecdotal evidence. Therefore, we can contemplate whether a reduction in car parking could be considered, more generally.

There is no definitive formula on the nexus between a site’s location to public transport (train, tram and bus networks) and an appropriate variation in car parking which can be sought. As with many planning matters, the answer is contextual and is dependent on the viability and likelihood that people will utilise alternative modes of transport (i.e. public transport).

¹⁸ Camberwell Primary 2017 Annual Report to School Community, Victoria State Government Education & Training, page 2

¹⁹ Council Memo: Parking Impact Assessment, 2 March 2018

²⁰ Ibid.

Factors which must be considered for any car parking analysis, where a car parking reduction or removal entirely may or may not be appropriate, include the following:

- Land use
- Proximity to activity centres
- Capacity of surrounding road network
- End of trip facilities
- Nearby cycle routes

Consideration to whether proximity to one mode of public transport better supports a reduction than another mode of public transport could be contemplated where one might argue that a train has greater “carrying” capacity than a tram or bus. However, there is no definitive formula for this, given the range of tram and bus types within the overall public transport network.

In short, the subject land’s context demonstrates a location within a Major Activity Centre, with excellent proximity to train, tram and bus routes, and providing a wide array of land uses. Given the breadth of daily users, the demand analysis and anecdotal evidence demonstrates there is a continuing need for visitor spaces. However, the current provision of car spaces upon the subject land currently favours Council staff via permit arrangements. Should there be some room for analysis and reduction in the amount of staff parking permits issued, this may alleviate visitor car parking pressures.

6.4. GREEN TRAVEL PLAN

We consider incentives could be provided for Council staff (as mentioned previously, in the order of 550) to choose more sustainable methods of daily transport, such as public transport, which would ease the burden upon the existing car parking facilities.

A Green Travel Plan is an initiative to encourage travel mode behaviour change towards more sustainable transport options, and would benefit Council in analysing public transport network, walking and bicycle path networks, share bike schemes and car share schemes opportunities.

A traffic consultant could assist Council in a review of use requirements and Green Travel Plan implementation.

Outcomes may include:

- Fleet cars or share car memberships (such as GoGet or FlexiCar) may be offered for staff who are required to traverse the municipality as part of their role.
- End of trip facilities (such as showers, change rooms) can be provided to staff to encourage cycling or walking to work.
- Council could investigate utilisation of the “Myki Commuter Club” which provides annual Myki passes at a discount to employees of participating organisations.

Council’s ability to reduce staff permits and staff car reliance may also require the reduction in permits granted to staff, and the reduction of unlimited car parking available in the surrounding area. Alternatively, Council staff may be directed to alternative Council owned off-street car parking locations, such as the Butler Street car park across Camberwell Road.

An increase in short term visitor spaces (for which a permit would not override) within Council’s existing car parks proximate to the Civic Precinct will assist in supporting ongoing accessibility to the municipal functions for the community.

6.5. SUMMARY OF EXISTING SITE CAR PARKING DEMAND

The use and development of Council’s land, and the provision of car parking associated with the municipal offices, in these instances is “as of right” and to Council’s satisfaction. There is therefore no statutory obligation for Council to provide car spaces associated with the Civic Centre operations. However, it is clear from survey data and anecdotal evidence that car parking demand near Council offices is extremely high, with many car spaces occupied by staff.

It is concluded that the removal of the car park for an alternative use is highly likely to further exacerbate car parking issues in the general locality.

Recent VCAT findings²¹ have shown support for reduction of parking where it could be shown that parking could be offset to nearby locations. Further support has been shown to reduce the provision of parking in activity centres well serviced by public transport and other mode share options.

We consider the location of the subject site to be suitable for mode-shift, particularly for staff car parking, due to its location on the fringe of the Camberwell Activity Centre. A solution may be to start to decrease provision of staff car parking in the area with a greater push to utilise alternative modes of transport through the implementation of a Green Travel Plan.

6.6. OPPORTUNITIES TO RELOCATE CAR PARKING

Analysis of the existing staff permit allocation may reveal there are no opportunities to reduce staff car parking permits, nor remove Camberwell Primary School spaces or staff permits.

In that instance, Council may need to consider increasing the capacity of existing car parks in this or other locations, such as Inglesby Road or Butler Street, through underground or decking car parking development.

Whilst this has not been investigated, we note, for example, that the Council Inglesby Road car park has direct residential abutments, limiting the potential to incorporate additional car parking via decking.

Other opportunities may be available for additional car parking at other Council owned parcels such as Butler Street, which have not been the subject of this investigation.

²¹ *Polmac Pty Ltd and Hoyts vs Whitehorse CC [1999] VCAT 209, Preston Market Developments Pty Ltd v Darebin CC [2017] VCAT 1689, Ronge v Moreland CC (Red Dot) [2017] VCAT 550 (Red Dot)*

7. PUBLIC OPEN SPACE CONSIDERATIONS

Conversely, this analysis must consider the proposed possible use for public open space. As part of this analysis, we have had regard to other findings, alternative Victorian planning scheme outcomes, and research pieces with a view to comparing public open space objectives to those of Boroondara.

7.1. TYPES OF OPEN SPACE

Consideration must be made to the types of public open space available, which include:

- Active open space – also known as recreational space, being a formalised sport and recreation area such as a football oval or tennis courts, with associated rooms required. Use by the public for individual activities is likely to be limited by designated operating hours and may require access (such as to a gated tennis court).
- Passive open space – being a garden or other open space with no designated activity, which can incorporate reading, relaxing, walking, or other. A plaza is also considered passive open space.
- Ancillary open space – may include school grounds, railway reserves, road reserves which do not meet the true “public open space” definition. These may contribute to the public realm generally but are predominantly reserved for other uses, and may not be available in perpetuity as “open” space.
- Public realm – a term which describes all publicly own land between buildings including streets.
- Private open space – privately owned land, such as by clubs, associations, schools or community groups, which may offer open space for a membership or fee, such as golf clubs.

The existing “public gardens” adjacent the existing car park would be considered “passive” open space. Consideration would be required to the optimal type of public open space should the findings indicate a change in use to open space is most optimal for the car parking site.

7.2. LOCAL EXEMPLARS

7.2.1. Victorian inner to middle ring municipal examples

The *Fisherman’s Bend Public Space Strategy*²² provides the following useful summary of open space provisions for neighbouring municipalities:

- City of Melbourne: 56 square metres per resident
- City of Moonee Valley: 50 square metres per resident
- City of Port Phillip: 49 square metres per resident
- City of Moreland: 40 square metres per resident
- City of Maribyrnong: 37 square metres per resident
- City of Yarra: 31 square metres per resident
- City of Stonnington: 20 square metres per resident

The comparative table considers that whilst Melbourne and Port Phillip have a higher provision per resident compared to others, these Councils provide “capital city” and “metropolitan” level open spaces which serve the high number of visitors and workers who may visit, but not reside in, these areas, particularly from surrounding municipal areas.

Comparatively, Boroondara has 36 square metres per resident²³. Given the high density of Fishermans Bend, the recommended rate per capita is a much smaller 9 square metres per person (inclusive workers).

²² Fishermans Bend Public Space Strategy, Planisphere, April 2017

²³ Boroondara Open Space Strategy, 2013, page 5

The *Fishermans Bend Public Space Strategy* notes the importance of providing high quality and flexible open spaces. This is particularly important for areas which include higher density housing which may have limited private open space. In addition to quality and flexibility of public open space, the connections to a greater public open space network is important.

This report suggests a maximum 200 metres walking distance to accessible open space by both residents and workers for the Fishermans Bend Area for a comparatively sized parcel (the subject land would fit the “Neighbourhood” designation within the Strategy’s hierarchy). This is comparable to City of Boroondara’s BOSS recommendation, with a recommended walking distance of between 200 and 500 metres walking distance depending on the categorisation and “quality of the open space within the Boroondara open space “hierarchy” (which include regional, municipal, neighbourhood, local, small local and small local links classifications).

The important findings here relate to the quality and type of open space provided. We make the observation that City of Boroondara, by comparison, has a higher proportion of detached single dwellings with generous private open space (as compared to the high density environment of Fishermans Bend) which can be considered passive space. It is therefore important to consider the type of public open space which may be most optimal for the subject analysis in a contextual manner.

7.2.2. Greenfield examples

In a “greenfield” or “new community” setting, the following public open space approximate requirements exist under the Victorian Precinct Structure Planning Guidelines:

- An open space contribution is required being 10% of the net developable area of a precinct
- 6% is intended for active open space (such as football grounds, or for a specific recreation type)
- 2% is intended for passive open space (such as local parks)
- The remaining 2%, being approximate, can be assume to be absorbed in passive or active open space, or other public realm

Our research demonstrates that land typically develops at a minimum of 16.5 dwellings per hectare, with a household of approximately 2.7 persons. In a 10,000 square metre area, this equates to 44.55 persons. For every 10,000 square metres, at least 200 square metres may be for passive open space, and 600 square metres is needed for active open space.

Therefore, per capita, there would be 22.5 square metres of public open space, being 13.5 square metres for active open space (sports grounds), and at least 4.5 square metres for passive open space (local parks).

Whilst this is applicable for a “new community” which can be master planned, these are more difficult to achieve for established suburbs which are already developed. These figures are useful for comparison but not necessarily achievable for established inner to middle ring municipalities, particularly considering different densities achieved (Fishermans Bend has more than 10% greater density than the average greenfield density²⁴).

7.2.3. Boroondara Open Space Strategy (BOSS)

As described within Section 3.3 of this Report, the Boroondara Open Space Strategy (or BOSS) is a document adopted by Council in 2013. It is based upon 2011 population estimates and data.

The strategy forecasts that by 2026 the municipality is anticipated to grow approximately 10 percent, or by approximately 16,000 people. Camberwell is one of the areas with the greatest change forecast. As densities change the strategy acknowledges that there is a greater reliance on public open space. Climate change effects and a health and wellbeing focus also encourage the increased delivery of easily accessible, useable open space.

As previously mentioned, the gap analysis map notably does not identify the subject land as being within an area exhibiting a public open space “gap”. Instead, there is a focus in providing additional public open space further to the north of Riversdale Road, and further to the west, within Hawthorn East. In the “gap” areas, people need to travel further than the recommended safe walking distance applicable to the size, or need to cross a major transport route (major road or railway) in order to access said space.

²⁴ Fishermans Bend Public Space Strategy, Planisphere, April 2017

Therefore, when one considers whether the increase in public open space in the Camberwell Civic & Community Precinct is an appropriate outcome, one must consider the location where a need is identified (being Hawthorn East and areas north and south of the Civic precinct), and the fact that main roads would still need to be crossed in order to meet the “safe, walkable” requirement.

The recommendations for Camberwell include:

- Small Local open space to the north east of Camberwell Road “to cater to forecast residential and worker population”, subject to population change
- To create a new Local open space to the south west of Camberwell Road, north of Toorak, to cater for existing and forecast population, subject to population change
- The Civic Centre precinct itself has the notations to “upgrade to improve informal recreation facilities” upon the existing Reserve / Allotment 113D, and to undertake minor upgrades to the park adjacent Camberwell Primary School.

To the west, the recommendations for Hawthorn East include:

- To create new Local open space to the west of Burke Road to cater to both existing and forecast population needs, subject to population change

7.3. OPEN SPACE OPPORTUNITIES ASSESSMENT

Given the best practice public open space analysis, it is relevant to consider the current supply of open space within the surrounds, and whether the population increases within the area undermine the older findings of the BOSS.

7.3.1. Current Supply of Open Space in Precinct and Surrounds

The following analysis has been undertaken of all public open space, or publicly accessible open space or recreation facilities, within an approximate 1 kilometre radius of the subject land.

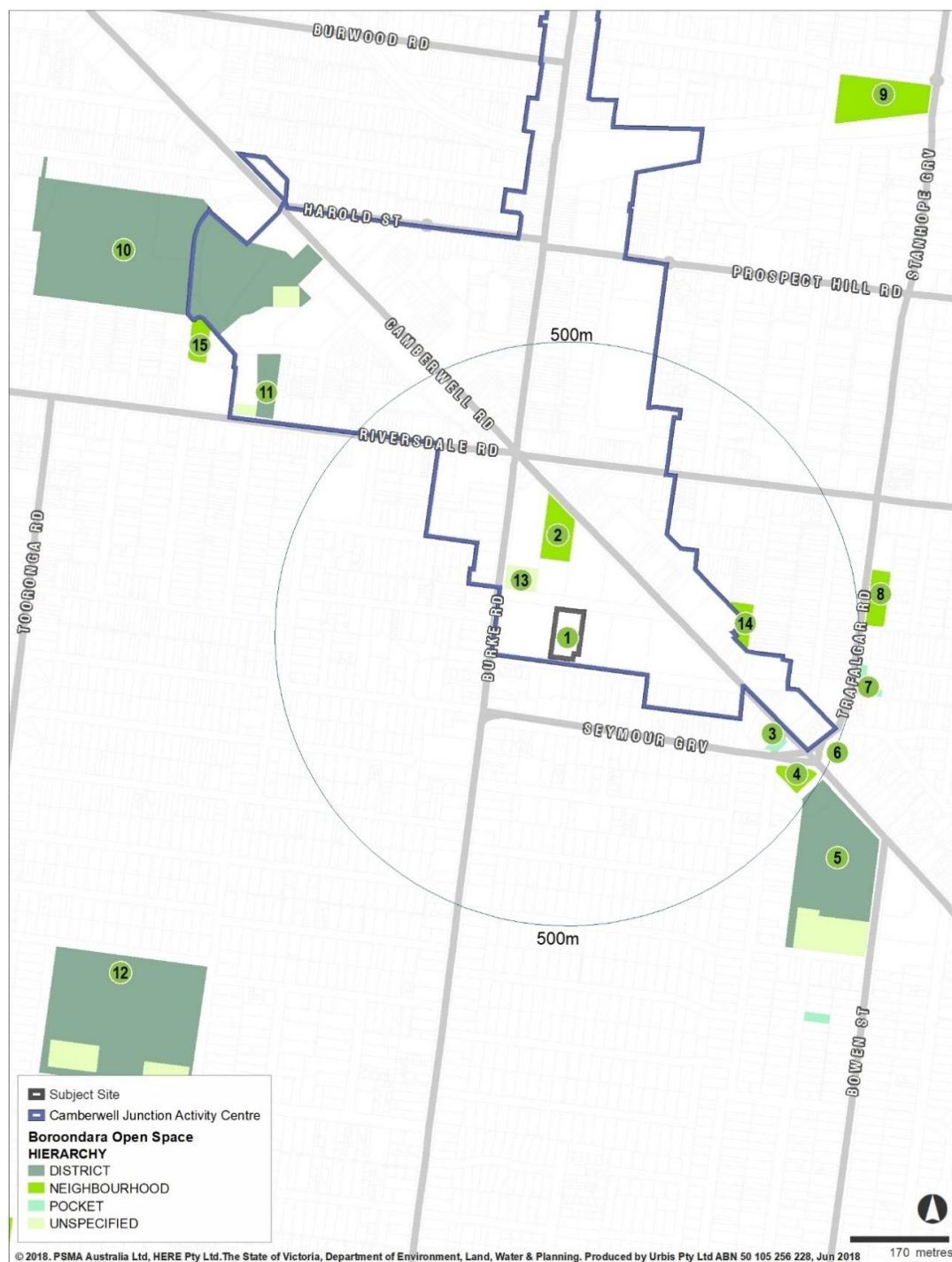
Table 1 – Open space within 1km radius

Map Ref.	Name	Quantum	Type / Facilities	Accessibility
1	Reserve Road Reserve (Local)	4,697m ² approx.	The site is a small informal reserve with a paved walking path that has four entrances/exits, several seating options, drinking fountains, bins, a number of trees and grassed areas.	The site is accessible via a paved path from Reserve Road, Camberwell Road, Inglesby Road and a car park.
2	Lower Reserve (Local)	5,058 m ² approx.	The site is a small informal reserve with a paved walking path, several seating options, drinking fountains, bins, a number of mature trees and grassed areas.	The site is accessible from three points along Camberwell Road.
3	Seymour Grove Reserve (Small Local)	486 m ² approx.	A small grassed reserve with a mature palm tree, seat, planting and grass area.	The site is boarded by Seymour Grove and Camberwell Road.
4	Rowell Avenue Reserve (Small Local)	1,899 m ² approx.	A grassed reserve with several mature trees.	The site is boarded by Camberwell Road and Seymour Grove.

Map Ref.	Name	Quantum	Type / Facilities	Accessibility
5	Camberwell Sports Ground (Municipal)	34,671 m ² approx.	The site is a premium sporting facility, with a cricket/football oval, associated grand stand and training facilities, tennis club, bowls club and manicured garden and grass areas.	The site is boarded by Camberwell Road, Trumper and Bowen Streets which all provide pedestrian access.
6	Crescent Road Reserve (Small Local)	Under 500 m ²	A very small parcel of land with several trees.	The site is boarded by Trafalgar Road and can be accessed from there.
7	Nelson Road Reserve (Small Local)	943 m ² approx.	A small parcel of land with numerous mature gum trees and one seating option.	The site is boarded by Trafalgar Road and can be accessed from there.
8	Trafalgar Road Reserve (Local)	2,490 m ² approx.	The site is a small reserve with a tan barked children's playground and grass within a semi enclosed fence. There are several mature trees on the site, seating and a drinking fountain.	The site is boarded by Trafalgar Road and can be accessed from there and a small unnamed lane.
9	Read Gardens (Local)	9,218 m ² approx.	The site is a medium sized area with manicured gardens, numerous substantial trees, a children's playground, rubbish bins, drinking fountains, seating and paved paths.	The site can be accessed from Cookson Street, Broadway and Stanhope Grove.
10	Fritsch Holzer Park (Municipal)	56,383 m ² approx.	The site is large, with a sports oval, planted areas and large expanses of lawn. There are BBQ facilities, a children's playground, rubbish bins, several drinking fountains and a paved path.	The site can be accessed from Roseberry Street, Bowler Street, Aberdeen Street, Symonds Street, Rose Street and Camberwell Road.
11	Junction Skate Park (Local)	3,410 m ² approx.	The majority of the site is taken up by the skate park, there is a small grass area and several benches and drinking fountains.	The site can be accessed from Riversdale Road and Rose Street.
12	Anderson Park (Municipal)	56,640 m ² approx.	The site is large with two sports ovals, paved walking paths, BBQ facilities, drinking fountains and rubbish bins.	The site can be accessed from Constance Street, Henham Street, Anderson Road and Widford Street.
13	Camberwell Junction Tennis Club		Contains three tennis courts and a club room.	The site can be accessed from Burke Road and Reserve Road

Map Ref.	Name	Quantum	Type / Facilities	Accessibility
14	Unnamed neighbourhood park		Irregularly shaped parkland, with substantial clusters of planting on boundaries. Contains two bench and table settings and three freestanding benches	The site can be accessed from Avenue Road
15	Unnamed neighbourhood park		Open grassed parkland character in the northern half, with a path. Playground incorporating bench seating, bin and drink fountain in the southern half.	The site can be accessed from Rose Street and Symonds Street

These findings indicate a range of existing public open space within a walkable area of various residential catchment areas. These are shown within Picture 20, overleaf.



3 RESERVE RD, CAMBERWELL (CARPARK) SURROUNDING OPEN SPACE BY HEIRARCHY

Picture 20 – Other public open space within Activity Centre and surrounds

7.3.2. Current and Future Demand considering Population Forecast to 2026

Further to analysis of open space within the municipality, considerations have been made to recent development approvals (for multi-dwellings) within a 500 metre radius of the existing car park, critically since Boroondara first developed their Boroondara Open Space Strategy (BOSS) in 2011 (released 2013). We also consider population growth between 2006 and 2016, and forecast between 2016 and 2026.

Approvals data has been sourced from Nearmap, Landchecker and Boroondara's online planning permit register. This information has in turn been reviewed by Council officers.

For the purposes of this report, Urbis has utilised this data to review current and potential growth within this catchment area and provides an indicative guide. We find that dwelling approvals within a short distance of the subject site correlate with population growth over time. This combined information provides a strong level of information regarding the activity within the potential catchment area of new / expanded public open space upon the subject land.

This analysis considers whether population increases would necessitate a rethink of the existing gap analysis, pertinent to the subject land:

Table 2 – Multi-unit development approvals since 2011

Address	Number of new dwellings approved	Year approved
59 Seymour Grove	2 dwellings	2011
15 Denmark Hill Road	2 dwellings	2012
415 Camberwell Road	2 dwellings	2012
347 Camberwell Road	124 dwellings	2013
594 Riversdale Road	11 dwellings	2013
56 Pleasant Road, Hawthorn East	2 dwellings	2013
47 Pleasant road, Hawthorn East	2 dwellings	2013
43 Havelock Road, Hawthorn East	2 dwellings	2013
561 and 561A Riversdale Road	14 dwellings	2015
563 Riversdale Road	8 dwellings	2015
6 Butler Street	28 dwellings	2015
3 Seymour Grove	2 dwellings	2015
50 Seymour Grove	26 dwellings	2015
55 Seymour Grove	2 dwellings	2015
402 - 408 Riversdale Road, Hawthorn East	38 dwellings	2016
78 Campbell Road	7 dwellings	2016
17 Seymour Grove	2 dwellings	2016
52-54 Seymour Grove	18 dwellings	2016

Address	Number of new dwellings approved	Year approved
53 Seymour Grove	5 dwellings	2016
65 St Helens Road, Hawthorn East	2 dwellings	2016
699 Burke Road	45 dwellings	2017
99 Pleasant Road Hawthorn East	10 dwellings	2017
19 Seymour Grove	2 dwellings	2017
17 St Johns Avenue	2 dwellings	2017
578 - 580 Riversdale Road	19 dwellings	2018
1A Butler Street	6 dwellings	2018
5 Butler Street	2 dwellings	2018
TOTAL NEW APPROVALS	366 dwellings	2011-2018

** We note that this figure is approximate and may not demonstrate properties built. Additionally, it does not consider applications that are currently under consideration by Council. ²⁵*

This information is depicted in Picture 21, overleaf.

These new dwellings approved (366) indicate a small to moderate population increase in the intervening years since the development of BOSS. This equates to approximately 1,000 additional persons. Of the 366 new dwellings, these are primarily located within other public open space catchment areas, and it is noted that each of these has suitable opportunity to utilise existing public open space in other locations, as per the above public open space analysis.

The increased density within the catchment area does not necessarily increase demand for public open space within the Community and Civic Precinct itself, and instead supports the findings of the BOSS gap analysis. To corroborate this, we considered the population growth in the area between 2006 and 2016, and then forecast to 2026, in Pictures 22 to 24.

²⁵ Nearmap, Landchecker, Boroondara Online Planning Permit Register



3 RESERVE RD, CAMBERWELL (CARPARK) COMMUNITY PRECINCT & SURROUNDING APPROVALS

Picture 21 – Residential approvals within 500 metre radius since 2011



3 RESERVE RD, CAMBERWELL (CARPARK)

2006 POPULATION DENSITY

Picture 22 – Population density, 2006



3 RESERVE RD, CAMBERWELL (CARPARK)

2016 POPULATION DENSITY

Picture 23 – Population density, 2016



3 RESERVE RD, CAMBERWELL (CARPARK)

2026 POPULATION DENSITY

Picture 24 – Population forecast density, 2026

Notably, whilst much of the forecast growth will fall within the existing “gap” areas from the *Boroondara Open Space Strategy*, it is significant that there is also growth in population growth forecast for the areas immediately surrounding the Civic Precinct. This is particularly the case to the area immediately north of the Civic Precinct, north of Camberwell Road, and immediately west of the Civic Precinct, west of Burke Road, and increasingly so to the north-west of Burke and Camberwell Roads (in the vicinity of Fritsch Holzer Reserve).

Table 3 – Population Growth²⁶

Suburb (and catchment subset)	2016 Census	2026 Forecast	2041 Forecast
Camberwell	23,467	27,210	32,000
<ul style="list-style-type: none"> Forecast ID sub groups within 500 metre radius (generally north to Prospect Hill Road, east to Trafalgar Road, south to Cochran Avenue, west to Burke Road) 	1,521	2,145	-
Hawthorn East	15,349	18,691	20,870
<ul style="list-style-type: none"> Forecast ID sub groups within 500 metre radius (generally north to Gillman Street, east to Burke Road, south to Tourello Avenue, west to Havelock and Symonds Streets) 	2,047	2,956	-

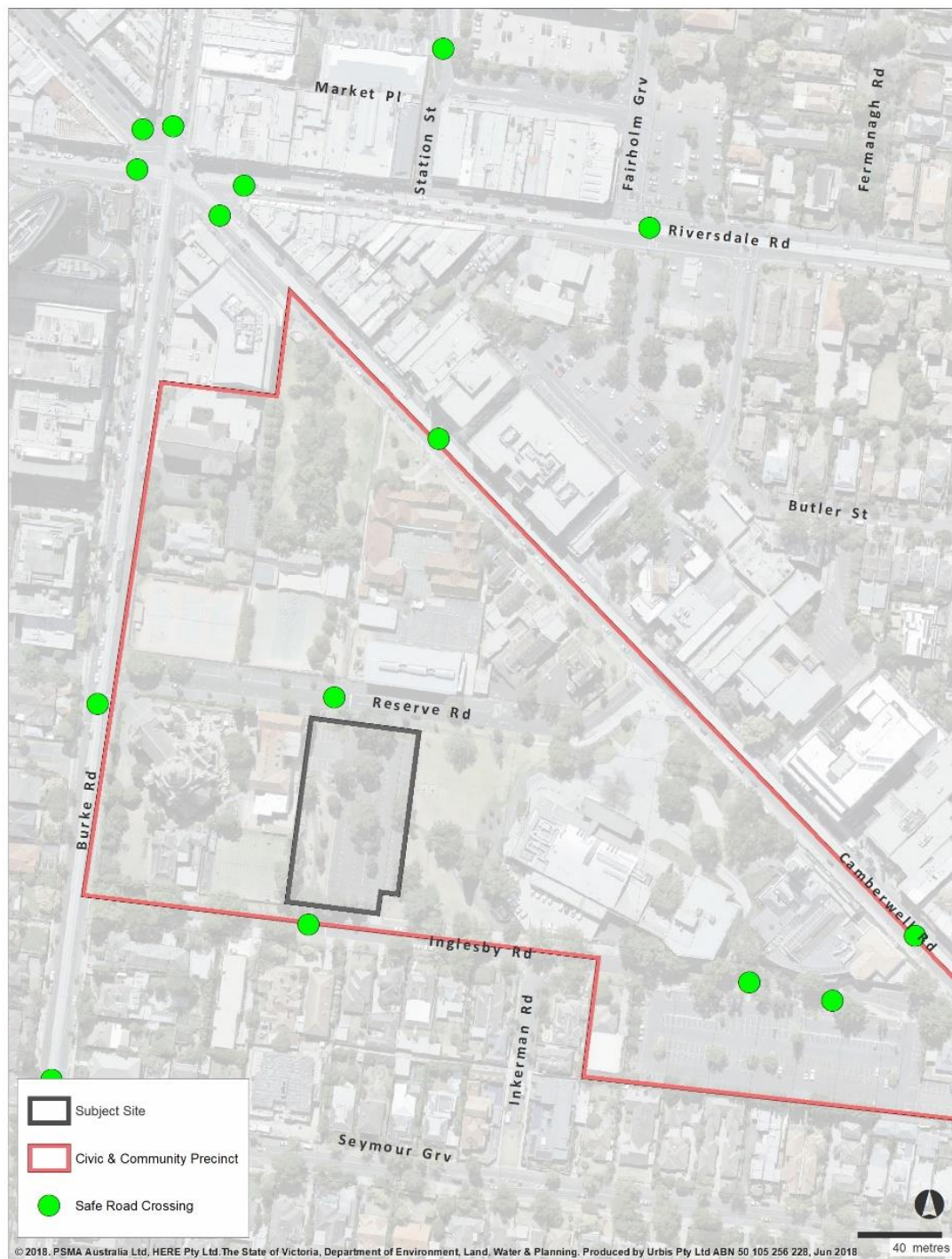
The above indicates an approximate 40% forecast increase in population within a 500 metre radius of the subject site by 2026.

Disregarding the crossing of major roads, these properties may benefit from new or expanded public open space at the subject land, however, new or expanded public open space within the identified areas of the gap analysis would ultimately serve a broader proportion of the population.

We note that Council's BOSS considers the crossing of major roads a substantial deterrent in the accessibility of public open space. We agree with this opinion, however given the relative shortage of open space within the area, the provision of safe crossings in this area (shown in Picture 25, overleaf) can mitigate the perceived deterrence factor. Nonetheless, the above findings support a preference for provision of new open space within the already identified BOSS gap analysis areas.

We further note that there is already open space located adjacent the subject land (Public Gardens) which shares the same level of accessibility and serves the same community. The conversion of the car park to open space would have the effect of only locating the nearest open space approximately 50 metres closer to the East Hawthorn community, without removing some of the deterring factors.

²⁶ Forecast ID



3 RESERVE RD, CAMBERWELL (CARPARK)

SAFE ROAD CROSSING POINTS

Picture 25 – Safe Crossing Points

Forecast data for the period to 2026 indicates significant growth around the activity centre, including in younger age groups (children). Boroondara's 2015 *Children and Young People Strategy*²⁷, notes that Central Boroondara (encompassing Camberwell, Canterbury and Surrey Hills) has the highest proportion of children aged 0 to 12 within the municipality. Urbis considers that optimisation of the existing public open space within the Civic Precinct during the 2026 - 2031 period may supplement Council's overarching efforts to improve access and provision of public open space to the community without necessarily converting the existing car park space.

7.4. WHAT "TYPE" OF OPEN SPACE WOULD BEST SERVE THE COMMUNITY?

It is acknowledged that there is a demand for public open space in other areas (in accordance with BOSS gap analysis), with an objective that open space should provide for "safe, walkable" distance without crossing a major transit route.

A review of the 2016 census data confirms those locations identified within the BOSS "gap analysis study" as optimal for new open space, most particularly to the north of Camberwell Road or the west of Burke Road.

Notwithstanding this, we acknowledge the opportunity for existing civic space to be repurposed upon the subject land, particularly as population growth increases in the years 2031 to 2041 and conversion opportunities for sites elsewhere may decrease.

If Council seeks to adapt the subject land use to public open space at a future date (e.g. post 2031), consideration must be made as to what type of public open space would best serve the community despite the need to cross major transit routes to access the location.

7.4.1. Site and Locational Attributes for Open Space

We have considered Council's detailed assessment criteria for suitability of land area for public open space (Table 6A) within the Boroondara Open Space Strategy. Whilst it is acknowledged that the gap analysis map notably does not identify the subject land as being within an area exhibiting a public open space "gap", nonetheless, we have undertaken an analysis against open space criteria, noting that the size of the space is 0.4 of a hectare, and combined with the adjacent open space on Allotment 113D, measures approximately 0.8 of a hectare. This would equate to a "Local" area of open space, which must:

Local – Provides at least enough space for two activities or groups to use the open space simultaneously, for example an open grassed area with seating and playground. Examples include Mary MacKillop Reserve, Bowen Gardens and Windella Avenue Reserve.

Be less than 1 hectare to 0.26 hectare [in size]

Be 300 metre safe walking distance from dwellings and workplaces

An analysis against criteria is undertaken within **Appendix D**, demonstrating a medium to high level of compliance, with some elements subject to further analysis. However, we conclude that the exhibited compliances could equally be seen to apply to the optimisation of the existing Public Gardens space, and do not compel an outcome in which the existing car park needs to be converted to public open space.

As demonstrated in our detailed review in **Appendix D**, several matters require further consideration before the preferred public open space solution is adopted, being either for the existing Public Gardens or for a long-term consideration of the site's municipal potential.

7.4.2. Unique Open Space offering

It is noted that there is nearby active open space (Camberwell Sports Ground) and passive open space (existing Civic Public Gardens and Lower Reserve), and thus it is considered that a more unique offering would truly add value to the Civic Precinct and the Activity Centre more broadly.

Urbis research indicates that the existing car park space could incorporate various uses including play, performance activities. It is additionally considered that the existing public gardens space without expansion across the existing carpark could better accommodate open spaces activities than the current arrangements. We consider these have the potential of serving a "municipal" or "sub-municipal" use within the open space hierarchy, despite the site's size, coupled with the site's existing municipal role. As previously noted, as the

²⁷ City of Boroondara, Children and Young People's Strategy, 2016

municipality's population increases, we consider the opportunities for conversion of other sites will reduce, and the site may seek to be converted in line with population increases, approximately in the years 2031 to 2041.

Opportunities for a more specialised public open space are explored below.

*Please refer to **Appendix A** for open space concepts.*

7.4.2.1. Specialised Children's Play area

A specialised play facility (which might be a playground for younger children or more skate-park for older children), could be contemplated upon the subject land. To create an outdoor play space would meet a broader community need whilst retaining the Crown Land "reservation" use, which would align with Council's Sport and Recreation Strategy (2016) and Boroondara Community Plan (BCP).

Similarly, it is noted that a landscape plan associated with the Camberwell Civic Centre upgrades (2010) is alleged to have identified a playground which was never built²⁸. Providing greater use within the existing green spaces (i.e. Allotment 113D) may appease some of these needs.

We note that we have not undertaken studies to ascertain the need for specialised play facilities. However, we consider a specialised playground would be in keeping with growing demographic demand, as explored within Section 7.3.2 of this report. For this reason, also, we do note that elsewhere in the Activity Centre there is another skate park, which, together with demographic data, may rule out an older child or skate-park play option from the potential considerations.

For clarity, we confirm that a "specialised play area" is a space that has been designed for the specific purpose of facilitating play, usually for a particular subset of children (e.g. age group) or style of play (e.g. skate park), as opposed to being a multi-functional space that might just allow for more informal play (e.g. grass kickabout space that could also be used for events). In this case, it's also clearly delineated and it may be secured with a fence or other boundary, particularly if very young children will be using the space.

*One such option is included with **Appendix A** to this report.*

7.4.2.2. Flexible Open Space

Urban Design concepts have been investigated which contemplate flexible uses such as performance space or "active" space which may be used in a variety of ways. These are of higher value than passive open space, when considering the provision of private passive open space within the municipality, via the original suburban subdivisions.

*Two such options are demonstrated within **Appendix A** to this report.*

7.5. SUMMARY OF OPEN SPACE OPPORTUNITY CONSIDERATIONS

The increase in dwelling numbers in the vicinity is not presently so large as to necessitate a change in the BOSS "gap" analysis result, given the supply of other public open space near the approved developments. Additionally, existing circumstances and policy (other local parks within immediate area) and Boroondara Open Space Strategy ("gap analysis") do not require additional public open space within the Civic Precinct of the Camberwell Junction Activity Centre.

It is noted that forecasts indicate an increase in population by approximately 40% (900 persons) from 2016 to 2026 for the area within an approximate 500 metre radius of the Civic Precinct. It is not considered that this increase alone creates a requirement for the provision of further open space in the locality.

We consider that additional public open space acquisitions or conversions should be pursued in line with the BOSS gap analysis, as a priority in coming years. We further note that the potential to acquire or use additional land parcels (such as part of Reserve Road itself) do not change this conclusion or significantly improve the hypothetical level of compliance in line with the BOSS analysis.

It is acknowledged that the East Hawthorn locality is undersupplied in local open space, however based on our analysis, given the limited walkable catchment and the perceived road crossing deterrence, the subject land is not a suitable candidate for open space to serve that particular population.

²⁸ Council Memo: Consultant briefing paper, 31 January 2018

The potential to combine the car park site with the existing Public Gardens creates an opportunity to provide a “municipal” or “sub municipal” specialised open space role, notwithstanding the size constraints of the land parcel. We consider this opportunity to likely to be required in the period 2026 to 2041 in conjunction with sustained population growth of the broader locality.

8. ASSESSMENT OF OTHER USE AND DEVELOPMENT OPPORTUNITIES

8.1. OTHER LAND USE POSSIBILITIES

The subject land lies within the Camberwell Junction Activity Centre, at the southern edge of the activity centre boundary. It is therefore worth consideration whether an alternative use is more appropriate, being neither car park nor public open space.

We note that should any alternate use be proposed it would be necessary to change the “reservation” of the subject land via Government Gazette. It would also potentially require a rezoning via Planning Scheme Amendment.

As part of the comprehensive assessment that we have undertaken, consideration was made to non-community uses of the land including commercial or high density residential, noting the location within the Camberwell Junction Activity Centre. However, in addition to the Crown Land designation and zoning limitations, the precinct functions as a Civic and Community precinct, and private development upon the subject land would disrupt the logical synergy between the existing use mix. It would also bear no nexus to the residential area to the immediate south, would be “out of centre”, within a relatively low-rise area, and would be an anomaly. This avenue has therefore not been pursued within this analysis.

Whilst commercial or private uses would not be appropriate, we have considered a range of community and public uses that might co locate within the civic centre, which are set out below:

8.1.1. Primary School expansion (education use)

It is noted that Camberwell Primary School has leased former Our Lady of Victories School grounds to respond to their growing educational needs, and currently lease part of the subject land for teacher parking, with additional teacher parking permits granted. Whilst the school expansion has some attractiveness, it would further split school activities by Reserve Road.

One option could include the closure of Reserve Road to make two culs de sac with the expansion of the education use onto the road reserve, and to better integrate the school’s activities with the use of the potential open space upon the subject site. This option would require detailed consideration of many factors, including supply of car parking for teaching staff, ease of accessibility for drop off and pick up of students, traffic movements, the cost of relocating existing infrastructure services to enable the expansion of the education use onto the road reserve.

A potential issue with this approach is the prospect that the open space area may become alienated from the general public’s accessibility and use because of the school’s use of the site. We consider that this would be an unacceptable outcome for the broader community for whom the land is currently dedicated.

We note that we have not pursued discussions with the school on this matter.

The development constraints for built form are considered below.

8.1.2. Early Learning Centre (education / child care use)

An early learning centre has some merit, subject to a defined need, for which we have not undertaken studies to ascertain a need.

The development constraints for built form are considered below.

8.1.3. Local Health Centre (medical use)

A local community health centre has some merit, subject to a defined need, for which we have not undertaken studies to ascertain said need.

The development constraints for built form are considered below.

8.2. OTHER USE DEVELOPMENT CONSTRAINTS

For any of the above conceived uses (and the previously noted underground car parking conceived within the public open space options in Section 7.4), the following constraints must be contemplated:

- The substantial canopy trees on-site would appear to be significant, and are presumed to have substantial deep root zones. The retention of these trees would be preferable and any of the above considered uses would need to factor in their retention. This would particularly constrain sporting grounds, underground parking, or any type of built form upon the subject land.
- The heritage overlay and the Structure Plan give some precedence to the view line identified between the Basilica cupola and the Town Hall structure. This view line would constrain development potential to a relatively low height.
- Access and car parking constraints for a proposed new use may limit the site's potential. A playground may require continued car parking to be provided which would need to be considered holistically to the Civic Precinct. Additional car parking could be incorporated at Council's Inglesby Road car park, however this would need to be in an underground arrangement, due to the residential abutments.

8.3. OTHER LAND USE FINDINGS

The overarching finding to this "alternative use" consideration is that built form opportunities in this location are limited, due to the Crown Land reservations, policy designation as a community and civic precinct, heritage and strategy protections of civic space and key views.

To most appropriate uses for the land are public open space or car parking, and there is not an alternate use that would require the closure of the existing road operations.

9. NET COMMUNITY BENEFIT ASSESSMENT

In order to resolve the optimal use of the subject land, we must consider the “net community benefit”, which requires considering critical issues, perceived costs and timing factors. At first glance, the apparent choice between two options is a binary question. However, our assessment leads us to believe that there are a number of critical issues in determining the primacy of each proposed use and any ultimate decision.

9.1. WHAT ARE THE CRITICAL ISSUES?

The critical issues in conflict for prevalence are considered to be as follows:

- Seek to ensure the Civic precinct maintains high accessibility for all users
- Seek to maintain a high level of public transport and private car accessibility to continue Boroondara’s attractive workplace conditions
- Seek to provide for the open space demands generated by the East Hawthorn area
- Seek to ensure that future open space demand of the growing residential communities is provided for
- Seek to limit amenity impacts of a change in land use to surrounding Camberwell residents
- Are there alternate locations for accessible open space for the community, or can existing passive public open space areas be better designed to accommodate demands?

These are analysed below.

9.1.1. Accessibility of the Civic Centre

There is a clear community need for car parking in the immediate vicinity to accommodate:

- Teacher parking for Camberwell Primary School
- Library visitors
- Other visitors to the Civic Centre, including for various community assistance programs

It is acknowledged that the Civic Centre has a high degree of access to the Principal Public Transport Network. Nonetheless, there is a clear need for short term visitor car parking to the library, Civic Centre and for the Primary School and Camberwell Tennis Courts.

The Civic Centre is the key location where all Council services to the community are to be found, including specialised services that are found nowhere else within the municipality – that is the precinct serves a regional function. Visitor car parking ought to be in relative proximity to these uses, i.e. housed in one of Council’s existing two car parks.

It is also considered that the provision of suitable car parking at the subject land is of greater need by those non-worker users of the Civic and Community precinct, particularly given the focus on community services focusing on the more vulnerable or those who might rely on carers (children and the aged).

9.1.2. Maintain Boroondara’s attractive workplace conditions

The Reserve Road Car Park is heavily utilised by Boroondara staff members with parking permits. This is acknowledged to be desirable in attracting and retaining staff, many of whom may need to undertake trips in association with their roles.

The subject land’s context demonstrates a location within a Major Activity Centre, proximate to train, tram and bus routes, and providing a wide array of land uses. Given the breadth of daily users, the demand analysis and anecdotal evidence does demonstrate there ought to be a provision of visitor spaces. However, the current provision of car spaces currently favours Council staff, for whom a greater reduction appears suitable.

Noting the excellent proximity to the Principal Public Transport Network, there is the opportunity to progressively control non-resident car parking within the surrounding streets and simultaneously reduce staff permits granted. As previously noted within Section 6.4 of this report, Council should investigate a car

parking analysis and potential implementation of a Green Travel Plan with a view to optimising the availability of car parking for visitors to the Civic Precinct.

9.1.3. Provide open space for the East Hawthorn community

It is acknowledged that the East Hawthorn community has an absence of public open space within the confines of major road crossings and within a 200 to 500 metre walkable distance as per the *Boroondara Open Space Strategy*. The costs involved in obtaining land to convert to open space within East Hawthorn are acknowledged to be very high.

Ultimately, we note that there is already open space located adjacent the subject land which shares the same level of accessibility and ability to serve that community. The conversion of the car park to open space would have the effect of locating the nearest open space a mere 50 metres closer to the community, without removing any of the deterring factors.

Whilst the subject land exhibits some merit for conversion to public open space, regardless, it is acknowledged that there are other areas of existing public open space within similar proximity and main road barriers. Similarly, existing areas of public open space could be optimised in terms of design, layout and provision of flexible or active open space options.

9.1.4. Provide open space for the growing residential community within the Civic Precinct

It is acknowledged that multi-residential approvals and growing population figures within the Activity Centre, more broadly, will ultimately have an impact on the number of potential park users, and an expansion of public open space upon the subject land exhibits merit. However, as explored within this report this population growth will not occur within the Civic Precinct, and will occur in locations identified in the BOSS gap analysis.

The data analysed reveals an approximate 40% forecast population (approx. 900 persons) growth to the year 2026 within an approximate 500 metre radius of the subject land. As noted above, there remain main road barriers and physical deterrents upon the existing Public Gardens adjacent the subject land, and we recommend Council pursue the acquisition and conversion of land to public open space in line with the existing BOSS gap analysis. It is therefore not necessary to convert the subject land simply to serve a local need.

Nonetheless, the subject land provides an opportunity to convert to a specialised public open space (as per **Appendix A** concepts) at such a time as the population has significantly developed in the surrounding area and broader municipality (estimated to be the period 2031 to 2041), wherein the subject site could serve a more municipal or sub municipal role due to its proximity to other municipal services.

The coupling of the Civic Centre with the surrounding Primary School and other community uses indicates multipurpose trips may result in high use should the public open space be expanded to the subject land. Nonetheless, the conversion of the space for additional public open space will likely require some ongoing car parking provision which may negate a change in use which may not be easily located suitably elsewhere.

9.1.5. Limit amenity impacts to existing residents

Further to the traffic and parking surveys undertaken, it is acknowledged that there is significant parking demand within the surrounding street network. It is considered that the removal of car parking from the subject land would have an immediate impact upon the surrounding on-street parking capacity, which would negatively impact local residents and exacerbate existing issues.

The consideration to limit staff parking permits to municipal staff, and encourage alternative modes of transport, will not necessarily negate the parking demands, which will also significantly impact Civic Centre users and visitors, as per 9.1.1.

It is considered that any unreasonable amenity impacts to residents as a result significant increases in on-street parking and impacts on residential amenity through incremental increases in traffic congestion can be mitigated through mode-shift. Support for proposals which reduce or remove off-street car parking has been displayed in *Polmac Pty Ltd and Hoyts v. Whitehorse CC (1999)* and *Ronge v Moreland CC (Red Dot)* and ultimately supports these car parking reductions.

Nonetheless, analysis of the community users of the Civic Precinct, which include the very young and the aged, are likely to have an increased reliance upon carers and private vehicular use, which supports the

ongoing provision of visitor car spaces. Without these being located on Council land, these will by necessity extend to the on-street car parking within the local street network which is likely to create traffic congestion.

9.1.6. Alternative open space opportunities

There is a clear need for additional open space within the municipality to support the burgeoning population, particularly in the Camberwell Junction Activity Centre. However, the optimal locations for these are shown to be in other “pockets” including Hawthorn West, further south of Seymour Grove and north of Toorak Road, or north-east of Camberwell Road, which correlate to immediate increases in population whilst being in optimal “safe walkable” distance and without crossing a main road, which is a key safety and accessibility barrier.

As a result of this review, we ask ourselves whether existing open space facilities within the wider area might be better utilised than simply passive open space. Urban Design concepts (within **Appendix A**) for the subject land might similarly be applied to alternate existing locations.

9.1.7. What Weight should we give to Conflicting Objectives?

Additional public open space is unquestionably a worthy outcome. Considering State Planning policy and the “20-minute neighbourhood”, one might consider that municipalities must focus on walkable and sustainable service provision, thus lessening the importance of car parking.

Nonetheless it is acknowledged that the range of users to the Civic precinct, including some staff and certainly some visitors, do require some car parking provision, and that accessibility is important without detracting from the amenity enjoyed by local residents, particularly where car parking may increasingly be reliant upon the local street network.

The conclusion is that there is no compelling single answer; that the two overarching options for the subject land (retain as car park, or convert to public open space) exhibit merit.

9.2. WHAT IS THE COST IMPLICATION?

Various Council costs are considered, and some preliminary considerations provided. We provide only limited comments on this matter in this report and recommend that a more detailed cost benefit analysis be undertaken at a later date.

- Can Council house both uses on the subject land?

To underground the car parking upon the subject land, which will require the likely retention of significant trees and the associated protection of their tree root zones, will cost approximately \$51,100 to \$55,000 per car parking space.²⁹ To maintain existing car parking numbers in this arrangement would cost in the order of \$5.8 million, notwithstanding additional landscaping costs. This would likely result in a relatively small basement area and an inefficient layout further limiting the number of cars that could be accommodated. This indicates that this approach is both cost prohibitive and inefficient.

- What are the cost implications to remove the car parking use and change to a public park?

The cost implications of removing the car parking use and maintaining existing car parking would be that Council would likely need to identify and develop car parking elsewhere on Council land, perhaps in a decking arrangement. The costs here would not be insubstantial. Undergrounding costs would be as per above. Decked car parking would be in the order of approximately \$14,500 to \$24,100 per car parking space (dependent on number of levels).³⁰ To maintain existing car parking numbers in this arrangement, say, at Butler Street or Inglesby Road car parks, would be in the order of up to \$2.5 million. The retrofit the car park to the desired public open space configuration would be on top of these costs.

- What are the cost implications for locating a public park in an alternative location (meeting the “gap analysis”)?

The Boroondara ‘gap analysis’ identifies a need for Local or Small Local open spaces in other precincts. An approximate cost per square metre is estimated to be \$3,500 - \$4,000, equating to say \$16 million for a parcel of equivalent size to the Reserve Car Park (0.4 hectares), if this is to be purchased by Council.

²⁹ Rawlinsons, Australian Construction Handbook, 2018, Edition 36

³⁰ Ibid.

- Is there a cost implication to reducing Council staff car parking permits?

Should Council alter its strategy on issuing staff car parking permits (refer to previous Green Travel Plan suggestions), this could have the effect of making the offices less accessible for existing staff, with the worst-case scenario being that Council would lose quality staff and perhaps be less competitive. Nonetheless, it is considered that over time, this would “normalise”. We are unable to recommend a particular “rate” of car parking be applied or propose a specific number of staff permits. Further needs analysis ought to be undertaken by Council.

9.3. EVALUATION CRITERIA

We have developed and undertaken a pairwise criteria matrix analysis (please refer to **Appendix C**) which has helped develop our thinking, however has not provided a definitive single answer. The results are based on the judgement of the Urbis team members responsible for this report, and a different focus may result in differently weighted responses. Nonetheless, the development of these criteria has helped identify the “most important” issues.

9.3.1. Evaluation Criteria

Evaluation criteria were formulated to consider a balanced evaluation of the two potential uses.

These included:

- Land use demand
 - A. Provide for the open space demands generated by the East Hawthorn area
 - B. Ensure that future open space demand of the growing residential communities is provided for
- Cost of development
 - C. Are there alternate locations for accessible open space for the community?
 - D. Are there alternate locations for car parking in the civic precinct?
- Accessibility
 - E. Maintain a high level of public transport and private car accessibility to continue Boroondara’s attractive workplace conditions
 - F. Ensure the Civic precinct maintains high accessibility for all users
- Local Amenity
 - G. Ensure that the amenity of nearby streets is not unreasonably affected by long term parking demand
 - H. Urban place making
 - I. Enhance the usability and attractiveness of existing Civic open space network
- Natural environment
 - J. Maintain significant trees upon the site

9.3.2. Pair-wise criteria weighting

The first stage of a Multi-criteria Assessment (MCA) is a pair-wise comparison of criteria. This generates a weighting for each criterion.

The pair-wise comparison compares each of the criteria against each other sequentially. A letter value was applied to each criterion for ease of identification, for example, comparison Criterion A against Criterion B (see above list). This comparison revealed which criterion is “preferred” over the other. There is no need to weight A against itself in the graph (nil result) and no need to duplicate B against A more than once.

By applying a numeric “importance” rating of 1, 2 or 3 (3 being the highest) to the prevailing criterion, we sought to identify a definitive and less subjective recommendation.

In some instances, there was no “prevailing” outcome, each being equal. These showed no “prevailing” outcome, although were still provided an “importance” weighting.

9.3.3. Criterion weighting

This approach established the total number of “prevailing” occurrences per criterion – i.e. how many times A prevailed over other criterion, etc. This resulted in

We established that the criterion, in utilising this matrix analysis, revealed the following two prevailing criteria:

- F: Ensure the Civic Precinct maintains high accessibility for all users; and
- G: Ensure that the amenity of nearby streets is not unreasonably affected by long term parking demand.

It was considered that these weightings were not sufficiently determinative to provide a clear recommendation. They did, however, pose as useful considerations when considering the net community benefit analysis.

The “Evaluation Criteria” matrix and results can be reviewed in further detail within **Appendix C**.

10. CONCLUSION

The various key issues have been considered, being to consider the varying needs of Civic Centre users, Civic Centre employees, residents with public open space needs in East Hawthorn and the Civic Centre Precinct Environs, and park users more generally.

The critical issues are considered to be:

- Seek to ensure the Civic precinct maintains high accessibility for all users
- Seek to maintain a high level of public transport and private car accessibility to continue Boroondara's attractive workplace conditions
- Seek to provide for the open space demands generated by the East Hawthorn area
- Seek to ensure that future open space demand of the growing residential communities is provided for
- Seek to limit amenity impacts of a change in land use to surrounding Camberwell residents
- Are there alternate locations for accessible open space for the community, or can existing passive public open space areas be better designed to accommodate demands?

To assist in determining a net community benefit for the two uses a pair wise multi criteria assessment was used. However, given the limited range of options this approach simply confirmed known factors as opposed to providing a conclusive answer.

Whilst the provision of car parking to staff could be reduced (there is no statutory obligation to provide parking), supported by the proximity to various alternative modes of transport, some provision of car parking for other visitors and users of the Civic Centre (including children and the aged) is important. The removal or reduction of car parking upon the subject land is likely to have a negative impact on the surrounding street network by creating an additional demand for on-street parking, unless an alternative location can be found.

It is also acknowledged that Boroondara's growing population will require greater public open space opportunities in the future, and available land for conversion is rare. Nonetheless, this location is not an optimal location for local open space, considering main road barriers and desirable walkability. Further the existing adjacent and nearby Public Gardens already provide opportunities for passive recreation to the community. We consider that optimal locations for additional open space are accurately mapped within Council's existing BOSS Strategy and Gap analysis.

In short, there is not a compelling case for the Reserve Road Car Park to be changed to public open space, given the existing demand for car parking and potential negative amenity impacts to surrounding residents should this function be removed or downgraded.

However, if future population growth is generally as forecast, we expect the site will become useful for municipal open space in the period of approximately 2031 to 2041, where future conversion opportunities would become increasingly rare elsewhere.

Regardless, it is considered that passive public open space would not be the optimal use of the subject land should it be converted at some stage in the future. Instead, a specialised play or flexible active space could (see **Appendix A**) be appropriate. Such a use would 'elevate' the space within the Open Space Hierarchy to municipal, despite the size, given the specialised use. We consider that existing public open space (including the adjacent Public Gardens) could be better utilised in layout and form to respond to the needs of the growing community by creating an open space area that is a destination, as opposed to the current passive open space role.

In our view we consider that there will be a continuing demand for parking generated by the activities of the municipal centre. If the demand for open space rises to such an extent in future years that the highest and best use of the site is open space it might be necessary to provide for the car parking demand in a nearby location or through decking of existing parking facilities.

RECOMMENDATIONS

In our view the subject land possesses some of the characteristics required for public open space, however it does not possess the attributes necessary to meet a current identified need.

Optimising existing car parking provision

We consider that Council should consider a needs analysis of their staff car parking permits and fleet arrangements, with a view to creating and implanting a Green Travel Plan, reducing staff car reliance and use incentives such as end of trip facilities to promote more sustainable modes of transport, where private vehicle use is not strictly necessary.

The reduction in staff car parking permits issued would increase the short-term car parking spaces available for visitors within Council car parks within the Civic Precinct, to better serve the broader community.

Optimising public open space

We conclude that there is no compelling case to change the use of the subject land to public open space in the immediate future. The BOSS gap analysis accurately identifies more suitable locations, should the acquisition or retrofitting costs not outweigh the benefits, as population growth occurs over the forthcoming decade or so.

DISCLAIMER

This report is dated 16 August 2018 and incorporates information and events up to that date only and excludes any information arising, or event occurring, after that date which may affect the validity of Urbis Pty Ltd's (**Urbis**) opinion in this report. Urbis prepared this report on the instructions, and for the benefit only, of City of Boroondara (**Instructing Party**) for the purpose of Planning Advice (**Purpose**) and not for any other purpose or use. To the extent permitted by applicable law, Urbis expressly disclaims all liability, whether direct or indirect, to the Instructing Party which relies or purports to rely on this report for any purpose other than the Purpose, and to any other person which relies or purports to rely on this report for any purpose whatsoever (including the Purpose).

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All surveys, forecasts, projections and recommendations contained in or associated with this report are made in good faith and on the basis of information supplied to Urbis at the date of this report, and upon which Urbis relied. Achievement of the projections and budgets set out in this report will depend, among other things, on the actions of others over which Urbis has no control.

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This report has been prepared with due care and diligence by Urbis and the statements and opinions given by Urbis in this report are given in good faith and in the reasonable belief that they are correct and not misleading, subject to the limitations above.

APPENDIX A URBAN DESIGN PARK CONCEPTS

APPENDIX A

SITE ANALYSIS & DESIGN OPTIONS

**SITE ANALYSIS FROM A
DESIGN PERSPECTIVE**

&

**HIGH LEVEL CONCEPT
SKETCHES DEMONSTRATING
POTENTIAL USES AND
CONFIGURATIONS**

SITE ANALYSIS BROAD CONTEXT

KEY DESIGN IMPLICATIONS

- 01** The higher density and more public sources of potential users are clustered to the north of the site. The northern interface may be most appropriate as the primary gateway.
- 02** Consider synergies with adjacent uses and demographics. The themes of education and early childhood have particularly strong potential.
- 03** There is potential to take advantage of the northerly aspect of the site.

LEGEND

- Subject site
- Main sources of potential visitors approaching from the north
- Main sources of potential visitors approaching from the south
- Likely paths of movement
- Pedestrian crossing point on main road

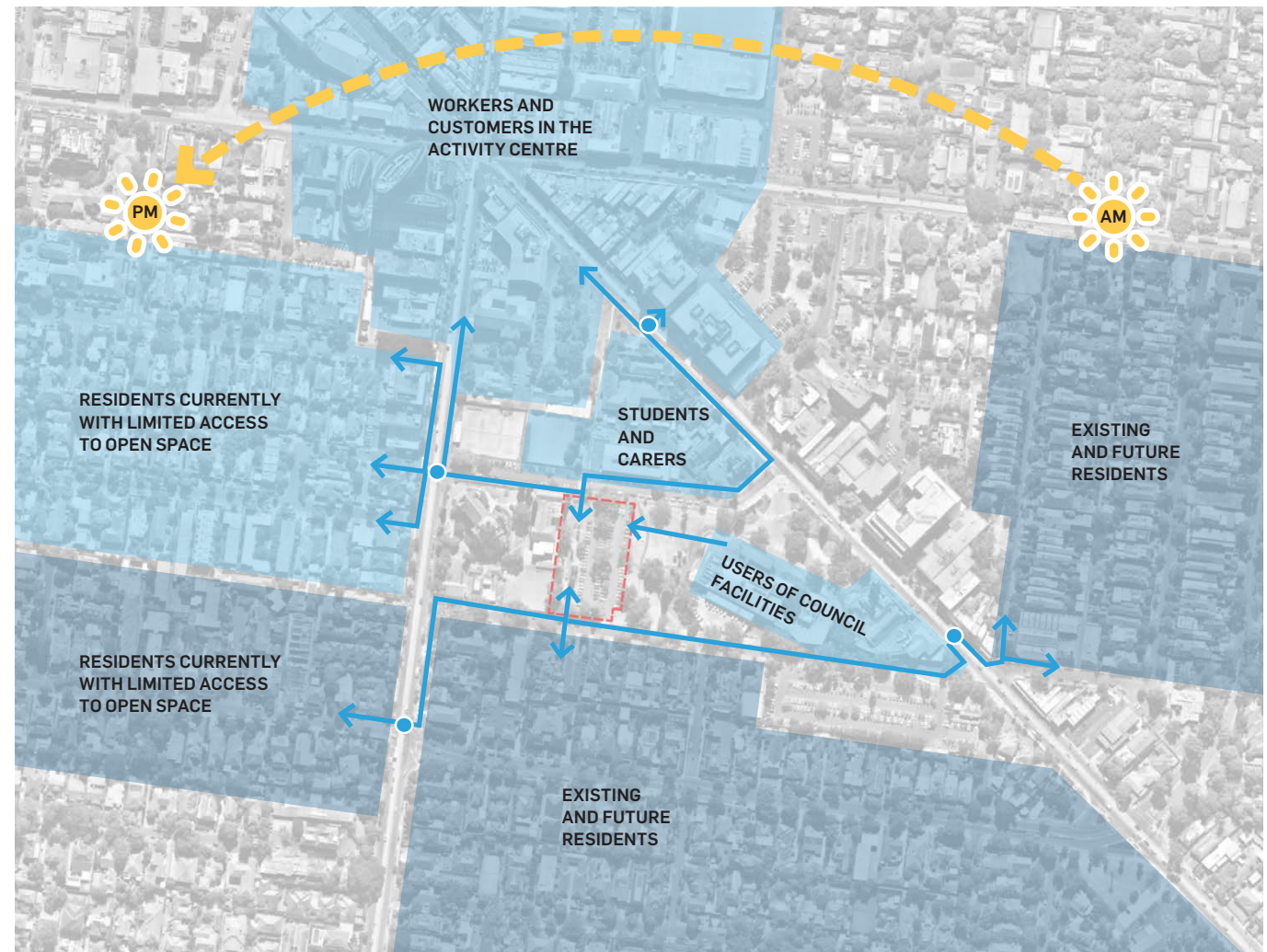


Figure 1 Site analysis - broad context

SITE ANALYSIS SUBJECT SITE

KEY DESIGN IMPLICATIONS

- 04** Consolidating the subject site with the adjacent parkland offers greater potential for a successful outcome.
- 05** It is desirable to retain trees where possible, especially trees with higher preservation value (i.e. mature and in good health).
- 06** Views to the cupola and clock tower are only possible in the northern half of the site (due to tree canopies and built form). The design should preserve these views.
- 07** The most sensitive interface is to the south. Consider this in the positioning of activities and possibly buffers.

[^] This is a rough estimation based on visual assessment. A detailed survey and arborist advice is necessary for further design concept development.

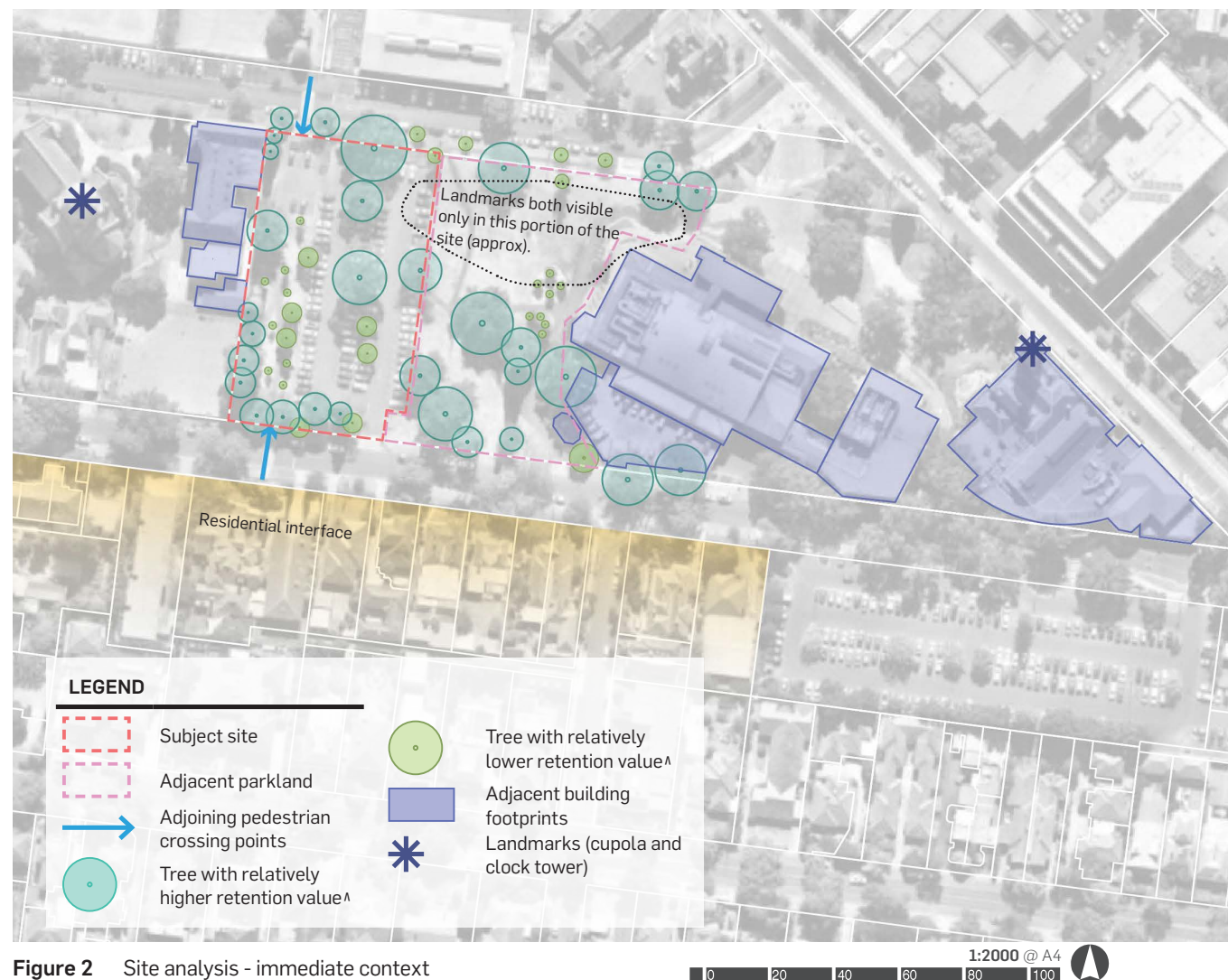


Figure 2 Site analysis - immediate context

OPTION 1 PARKLAND

- Standard elements such as bench seating, bins and drink fountains may be incorporated.
- Grass may be reinforced with scoria if there is a need to use it for overflow parking on occasion (e.g. once or twice a week).



Figure 4 Scoria reinforced grass in Yarra Park

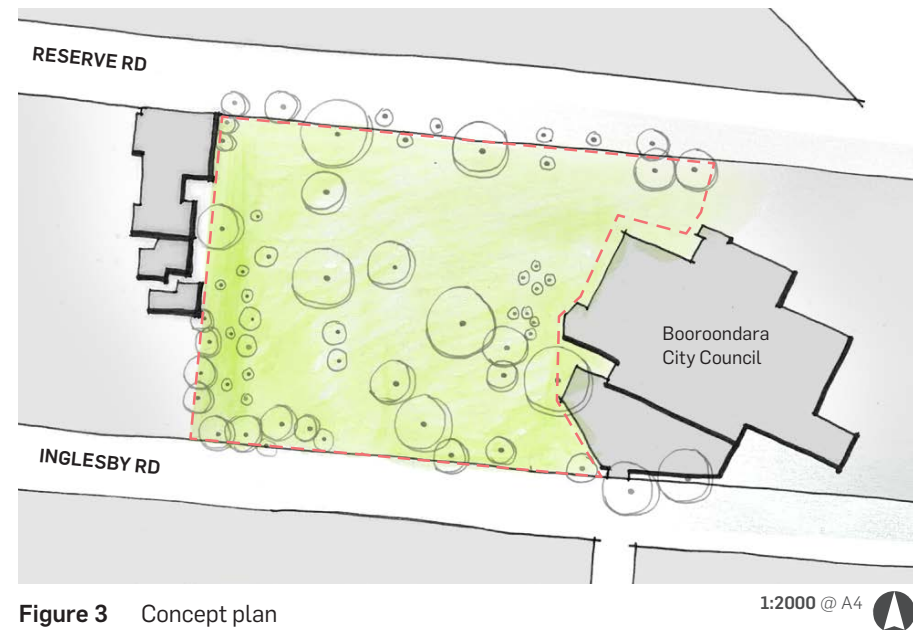
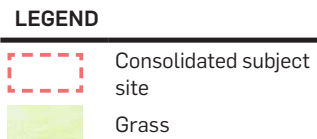


Figure 3 Concept plan

OPTION 2 PERFORMANCE

- This concept allows for use as a performance event space - with the sheltered plinth acting as a stage (or to mount a temporary screen) and views from the open grassed spaces.
- The sheltered plinth is also useable for informal seating or pop-up vendors at other times.

LEGEND

- Consolidated subject site
- ① Sheltered plinth
- ② Seating nodes
- ③ At-grade parking covered with grassed roof
- ④ Boundary planting
- ↗ Views to the sheltered plinth during performances



Figure 7 Sheltered plinth with integrated AV facilities

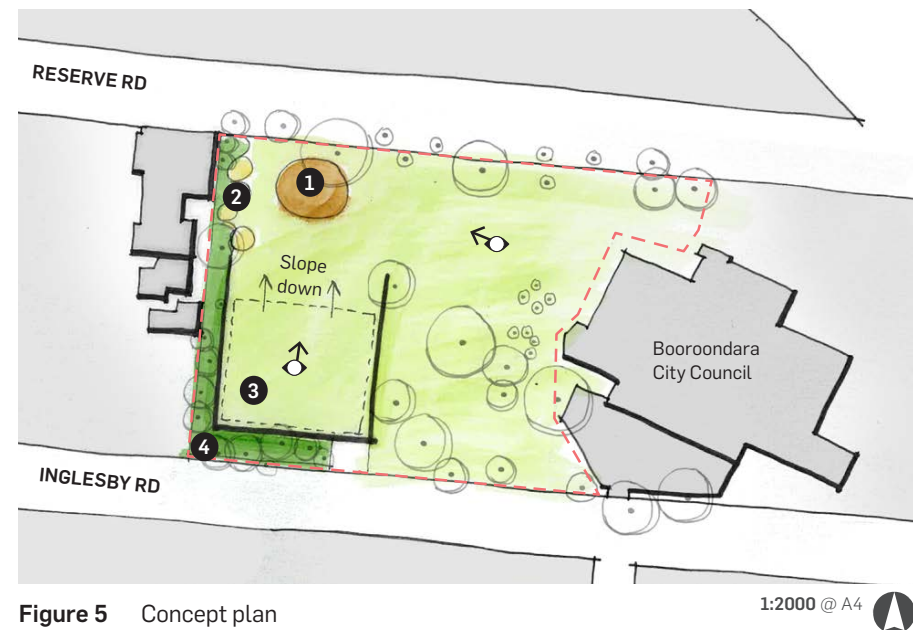


Figure 5 Concept plan

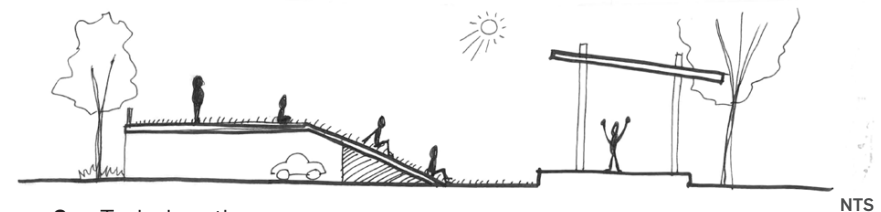


Figure 6 Typical section

OPTION 3

ACTIVITY CIRCUIT

- This concept builds on the early learning activities occurring nearby, by providing additional learning opportunities.
- Sporting courts could accommodate smaller scaled games such as half-court basketball or handball, and potentially up to full court basketball.
- These courts could be used temporarily for parking on occasion.
- Activity nodes may include table tennis, giant chess, petanque, musical play elements etc.

LEGEND






	Consolidated subject site
	Road safety circuit
	Sporting courts
	Other activity nodes
	Seating nodes



Figure 9 Road safety circuit

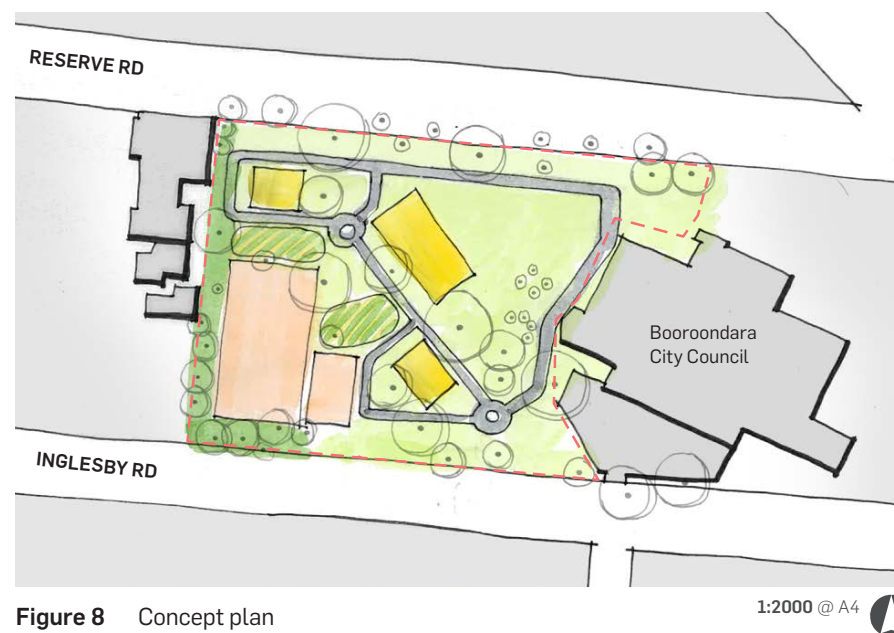


Figure 8 Concept plan

OPTION 4 PLAY

- This concept complements:
 - the adjacent uses of a primary school and library
 - the current and projected demographics
- Central Boroondara has the highest proportion of children aged 0-12 according to the City of Boroondara Children and Young People's Strategy.
- Shelters may incorporate plug & play infrastructure to allow for temporary uses such as coffee carts.



Figure 11 Pop-up coffee cart using plug & play infrastructure

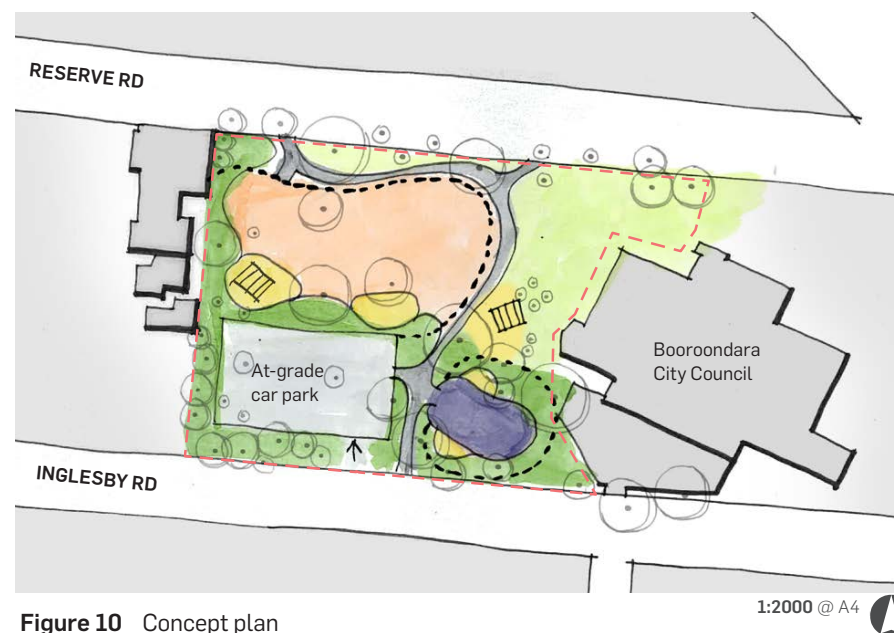
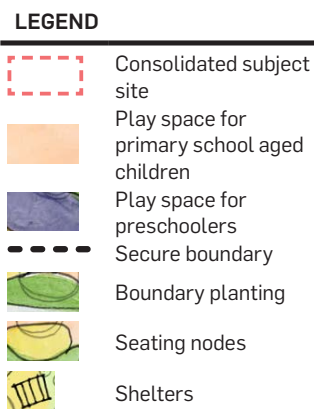


Figure 10 Concept plan

OPTION 5 PARK & PLAY

- This concept retains the existing car park and instead integrates a new play space within the existing parkland

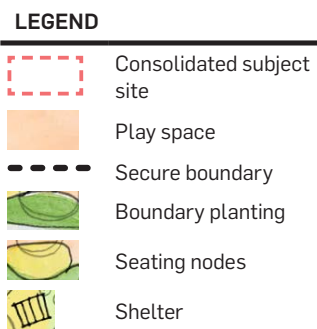


Figure 12 Concept plan

1:2000 @ A4



APPENDIX B CROWN LAND TITLE INFORMATION

Crown Folio Statement - Volume 11719 Folio 344

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CROWN FOLIO STATEMENT

VOLUME 11719 FOLIO 344
No CofT exists
CROWN FOLIO

Security no : 124071694441N
Produced 08/05/2018 05:30 pm

LAND DESCRIPTION

Crown Allotment 113C Parish of Boroondara.
Created by instrument MI052882K 06/08/2016

CROWN LAND ADMINISTRATOR

BOROONDARA CITY COUNCIL of 8 INGLESBY ROAD CAMBERWELL VIC 3124
MI052882K 06/08/2016

STATUS, ENCUMBRANCES AND NOTICES

RESERVATION MI052884F 06/08/2016
TEMPORARY
CHILDREN'S PLAYGROUND AND PUBLIC PURPOSES (CAR PARK)

DIAGRAM LOCATION

SEE CD023477A FOR FURTHER DETAILS AND BOUNDARIES

ACTIVITY IN THE LAST 125 DAYS

NIL

DOCUMENT END

**Delivered from the LANDATA® System by SAI Global Property Division Pty Ltd
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Department of Environment, Land, Water & Planning

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Dealing Number: MI052882K

Rectification Date: 06/08/2016
Rectification Category: Crown Land Data Migration
Status: Registered

RECTIFICATION

Raised By: REGISTRAR OF TITLES
DX 250639 MELBOURNE

Folio Affected	CofT Supplied	Controlling Party
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11719/344	No	
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Details of Rectification

This Crown Land Migration transaction was created as part of the crown land data migration. No instrument is available for this transaction.

Statement End.



Department of Environment, Land, Water & Planning

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Dealing Number: MI052884F

Rectification Date: 06/08/2016
Rectification Category: Crown Land Data Migration
Status: Registered

RECTIFICATION

Raised By: REGISTRAR OF TITLES
DX 250639 MELBOURNE

Folio Affected	CofT Supplied	Controlling Party
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11719/344	No	
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Details of Rectification

This Crown Temporary Reservation transaction was created as part of the crown land data migration. No instrument is available for this transaction.

Statement End.

CROWN DIAGRAM		CD023477A
Location of Land Parish : BOROONDARA Allotment : 113C		This plan has been created to assist in locating a Crown land parcel Warning: No warranty is given as to the accuracy or completeness of this plan Any derived dimensions are approximate
Standard Parcel Identifier (SPI) : 113CPP2209 Vicmap Parcel PFI : 52439333		Coordinate Position MGA : 329070, 5810810 (55) Melways Directory Reference : 59 J1 (ed. 35)
		Compiled from VICMAP cadastral mapping data Date: 22/05/2009
SCALE 0 20 40 60 80 100 METRES		Sheet 1 of 1 Sheets

Crown Folio Statement - Volume 11719 Folio 338

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CROWN FOLIO STATEMENT

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No CofT exists

CROWN FOLIO

Security no : 124071694445J

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LAND DESCRIPTION

Crown Allotment 113D Parish of Boroondara.
Created by instrument MI052866H 06/08/2016

CROWN LAND ADMINISTRATOR

BOROONDARA CITY COUNCIL of 8 INGLESBY ROAD CAMBERWELL VIC 3124
MI052866H 06/08/2016

STATUS, ENCUMBRANCES AND NOTICES

RESERVATION MI052868D 06/08/2016

PERMANENT

PUBLIC GARDENS

DIAGRAM LOCATION

SEE CD023471N FOR FURTHER DETAILS AND BOUNDARIES

ACTIVITY IN THE LAST 125 DAYS

NIL

DOCUMENT END

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Dealing Number: MI052866H

Rectification Date: 06/08/2016
Rectification Category: Crown Land Data Migration
Status: Registered

RECTIFICATION

Raised By: REGISTRAR OF TITLES
DX 250639 MELBOURNE

Folio Affected	CofT Supplied	Controlling Party
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11719/338	No	
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Details of Rectification

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Statement End.



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Dealing Number: MI052868D

Rectification Date: 06/08/2016
Rectification Category: Crown Land Data Migration
Status: Registered

RECTIFICATION

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DX 250639 MELBOURNE

Folio Affected	CofT Supplied	Controlling Party
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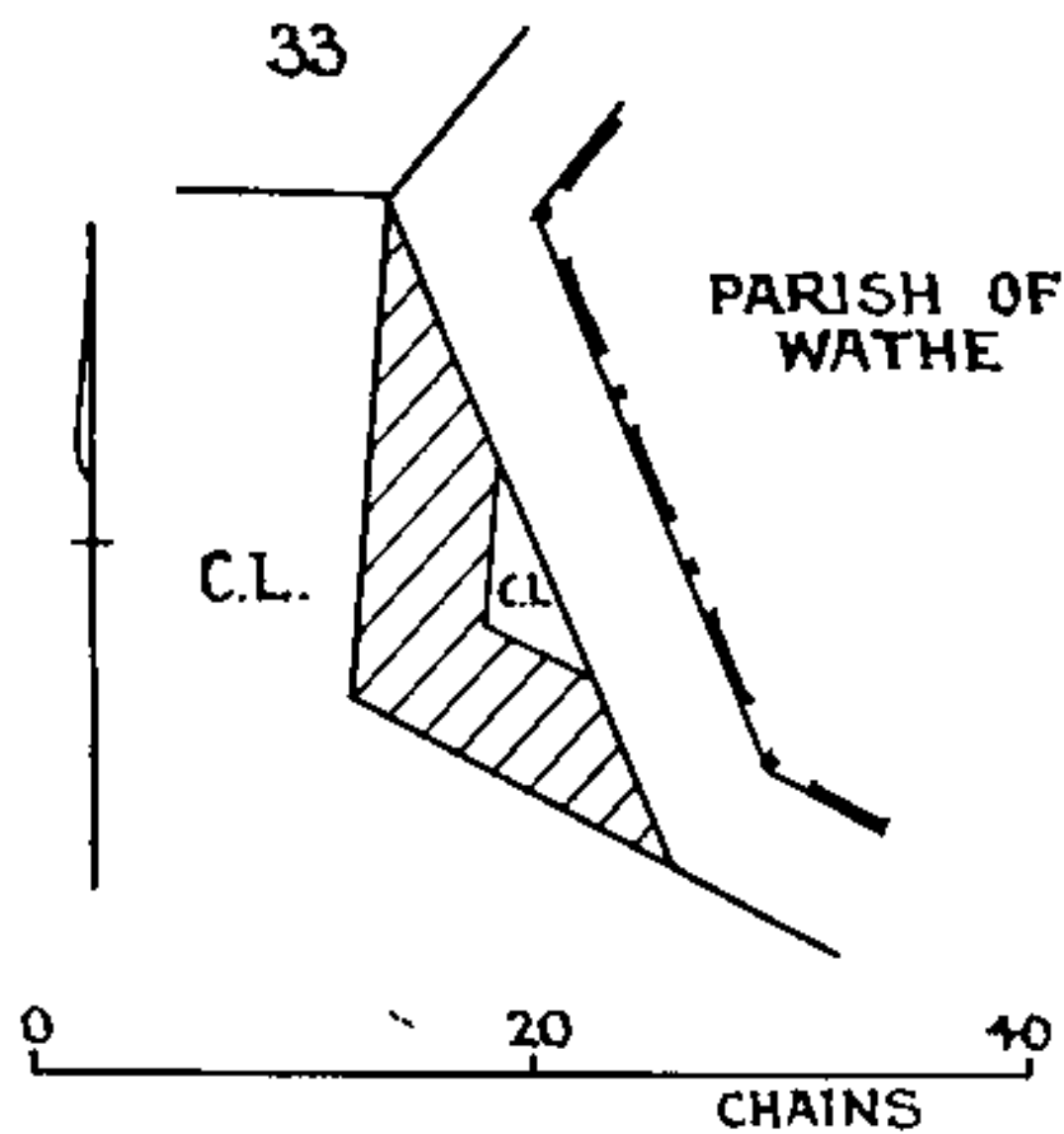
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Details of Rectification

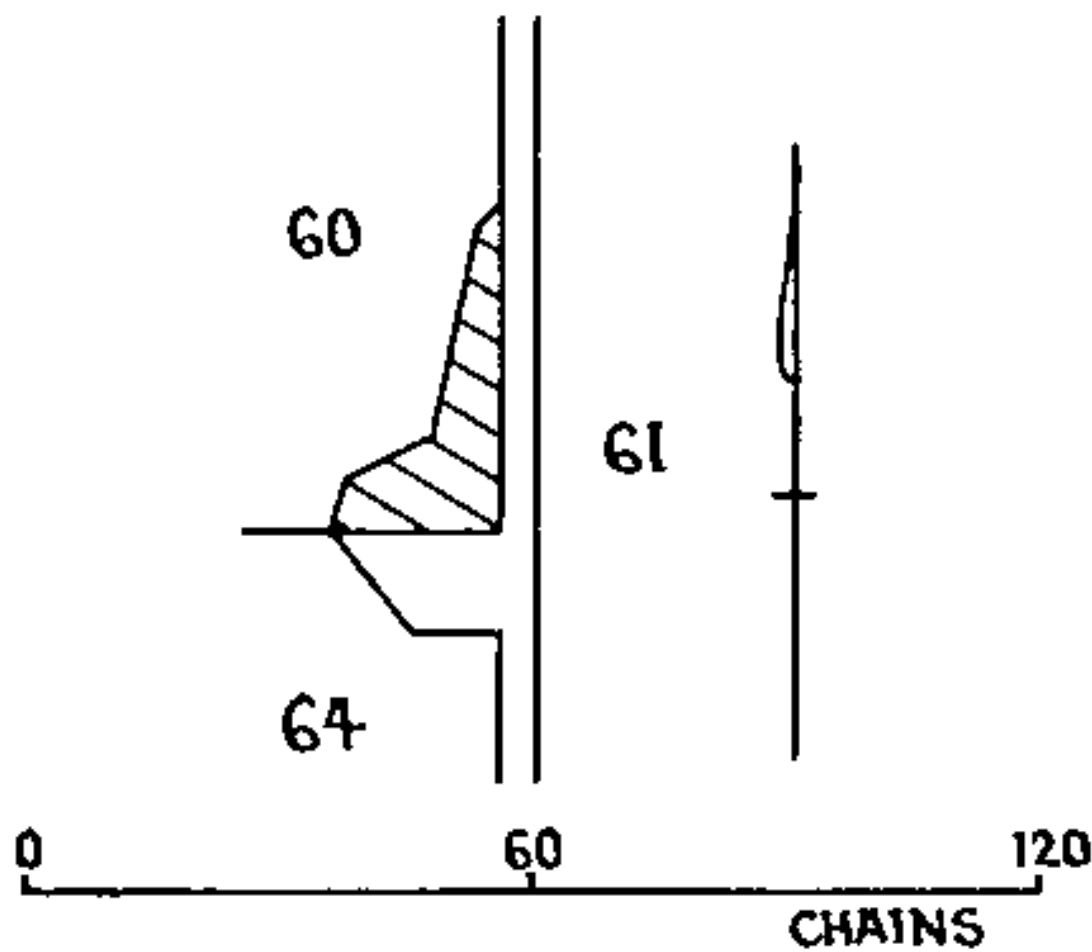
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Statement End.

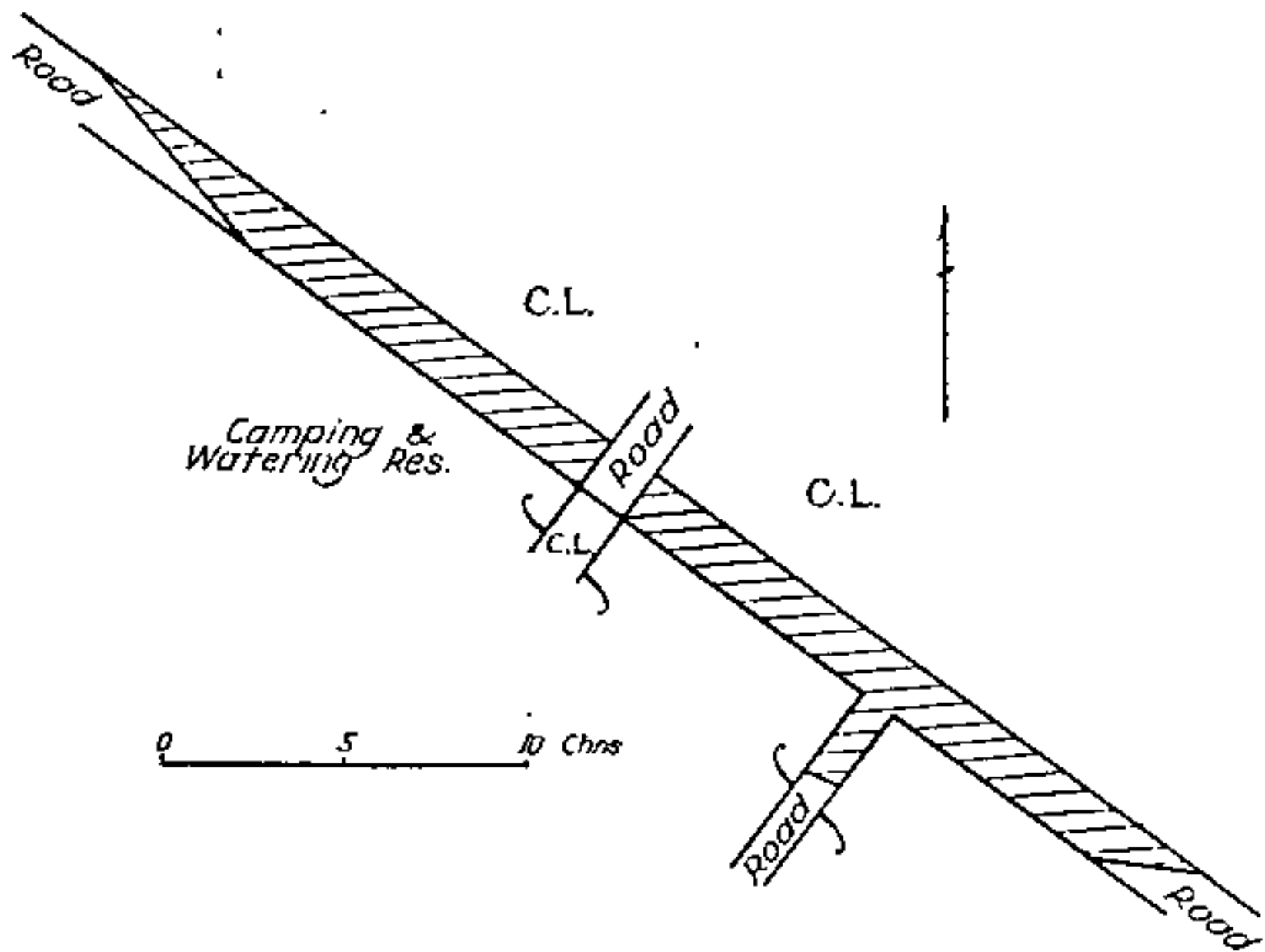
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		Compiled from VICMAP cadastral mapping data Date: 22/05/2009
SCALE 0 20 40 60 80 100 METRES		Sheet 1 of 1 Sheets



Parish of Ginquam, County of Karkarooc, being the portion of the width of the road indicated by hatching on plan hereunder.—(G.244⁽²⁾) (201/8).



Parish of Woorrahee North, County of Bogong, being the roads indicated by hatching on plan hereunder.—(W.210⁽⁴⁾) (29/155).



And the Honorable Sir William John Farquhar McDonald, Her Majesty's Minister of Lands for the State of Victoria, shall give the necessary directions herein accordingly.

J. ROSSITER,
Clerk of the Executive Council.

DEPARTMENT OF CROWN LANDS AND SURVEY.

At the Executive Council Chamber, Melbourne, the twenty-fourth day of December, 1968.

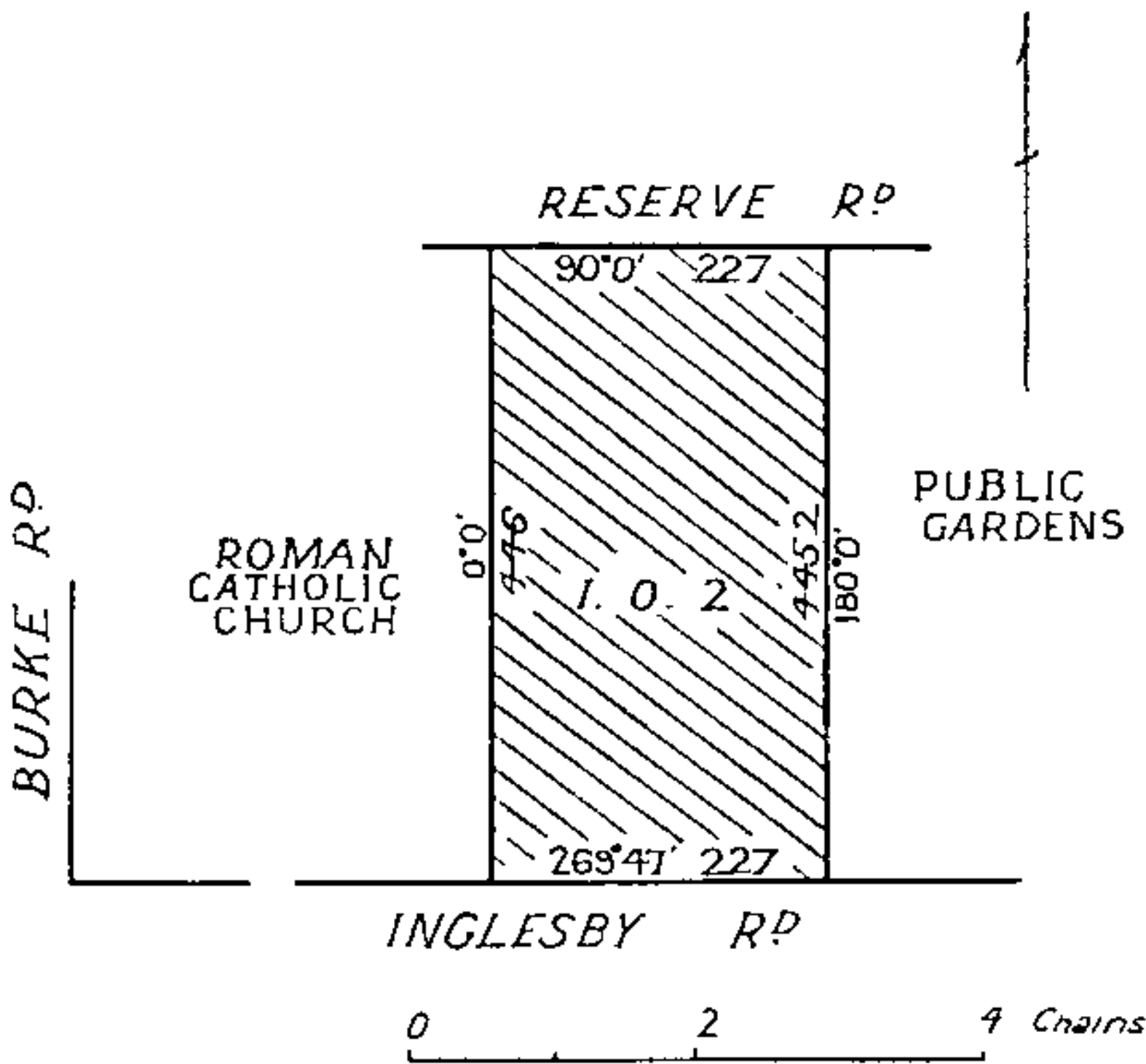
PRESENT:

- | | |
|--|-----------------------|
| His Excellency the Governor of Victoria. | |
| Mr. Chandler | Mr. Thompson |
| Mr. Reid | Mr. Porter |
| Mr. Meagher | Mr. Hamer |
| Mr. Rossiter | Mr. Dickie |
| Mr. Manson | Sir William McDonald. |
| Mr. Borthwick | |

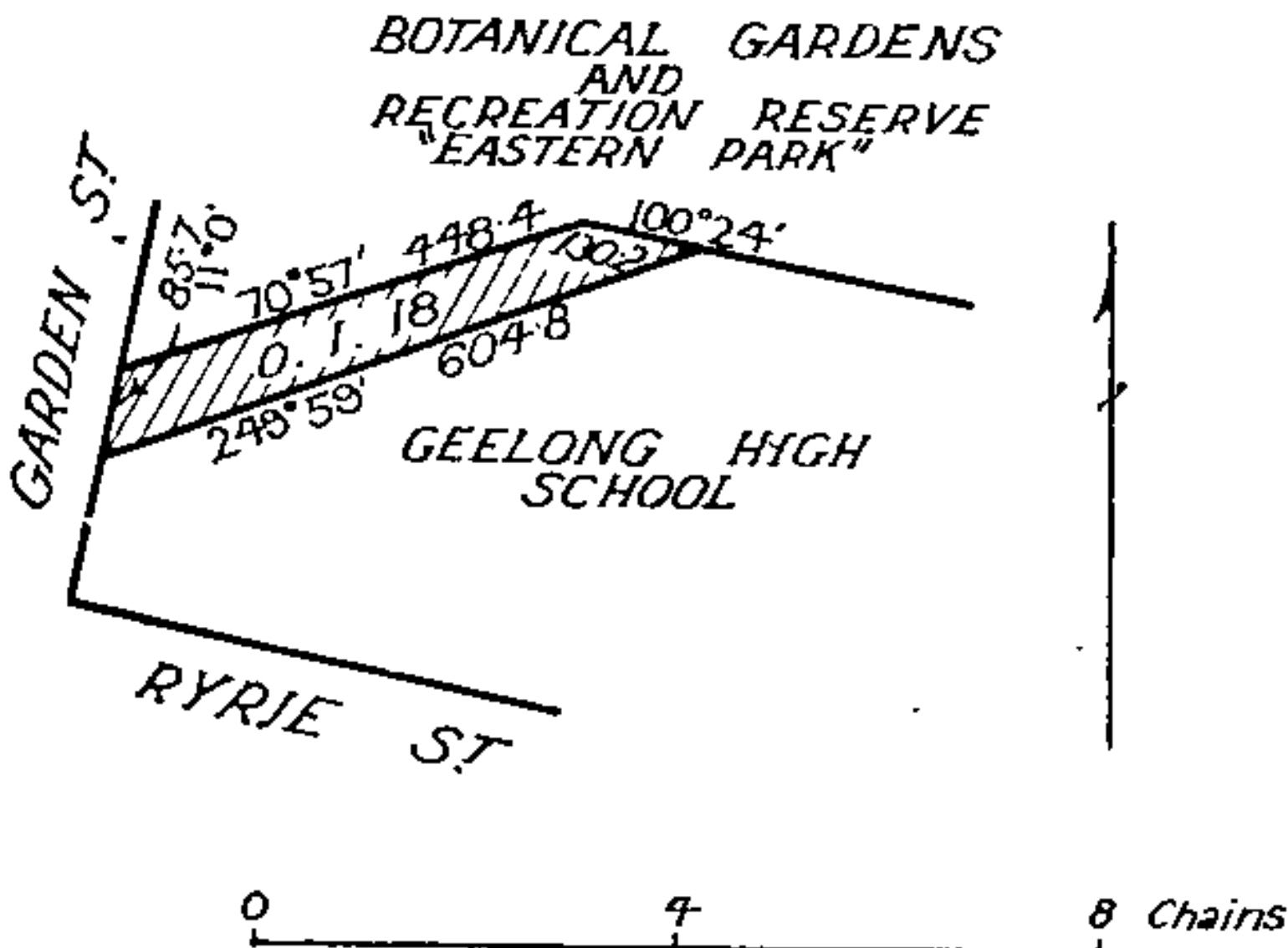
LANDS TEMPORARILY RESERVED AS SITES.

HIS Excellency the Governor of the State of Victoria, by and with the advice of the Executive Council thereof, doth hereby, in pursuance of section 14 of the Land Act 1958, reserve temporarily from sale, from being leased and from having a licence granted in respect thereof, and also except from occupation for mining purposes under any miner's right, the land hereinafter described:—

BOROONDARA (CAMBERWELL).—Site for Children's Playground and Public purposes (Car Park), 1 acre 0 roods 2 perches, Parish of Boroondra, County of Bourke, as indicated by hatching on plan hereunder.—(B.415⁽³⁾) (Rs.9102).



GEE LONG.—Site for a State High School, 1 rood 18 perches, City of Geelong, Parish of Corio, County of Grant, as indicated by hatching on plan hereunder.—(C.272⁽⁵⁾) (Rs.426).



APPENDIX C PAIRWISE CRITERIA MATRIX

We have developed the following criteria to consider the optimal future use of Allotment 113C and partial Allotment 113D.

These criteria are then evaluated using a “pair wise” comparison technique. This technique has been used for other strategic studies, such as the *Maroochydore Station Corridor Study*, to provide a truly balanced and qualitative evaluation.

Evaluation criteria were formulated with a similar methodology in mind, seeking to consider multiple criteria and opportunities at a high level against each other.

The evaluation criteria broad categories are listed as follows:

- Land use demand
- Cost of development
- Accessibility
- Local Amenity
- Urban place making
- Natural environment

The detailed assessment criteria and opportunities queries, to then measure against each other using a “pair wise” comparison technique, are listed below:

- Land use demand
 - A: Provide for the open space demands generated by the East Hawthorn area
 - B: Ensure that future open space demand of the growing residential communities is provided for
- Cost of development
 - C: Are there alternate locations for accessible open space for the community?
 - D: Are there alternate locations for car parking in the civic precinct?
- Accessibility
 - E: Maintain a high level of public transport and private car accessibility to continue Boroondara’s attractive workplace conditions
 - F: Ensure the Civic precinct maintains high accessibility for all users
- Local Amenity
 - G: Ensure that the amenity of nearby streets is not unreasonably affected by long term parking demand
- Urban place making
 - H: Enhance the usability and attractiveness of existing Civic open space network
- Natural environment
 - I: Maintain significant trees upon the site

Using the above assessment criteria, we progress to the pair-wise comparison stage.

CRITERION WEIGHTING

Following the outcomes of the “pair wise” matrix comparison, we can then proceed to numerically determine the optimal outcomes.

The total number of criteria occurrences (listed as A through to I) are applied a score in line with their weighting. In this instance, criteria of equal weighting are applied half a point (0.5).

For example, if in Table 2, E obtained a score of 3 against A, and no other “prevailing” occurrence, it will achieve a raw score of 3. B obtained a score of 2 against A, 3 against D, and 1 against H, then the raw score is 6.

The results appear as follows:

Table 4 – Criteria Weighting Summary

Assessment Criteria	Raw Score	Weight
A: Provide for the open space demands generated by the East Hawthorn area	0	0%
B: Ensure that future open space demand of the growing residential communities is provided for	$2 + 3 + 1 = 6$	14.63%
C: Are there alternate locations for accessible open space for the community?	1	2.44%
D: Are there alternate locations for car parking in the civic precinct?	$2 + 2 = 4$	9.76%
E: Maintain a high level of public transport and private car accessibility to continue Boroondara’s attractive workplace conditions	3	7.32%
F: Ensure the Civic precinct maintains high accessibility for all users	$1 + 3 + 3 + 3 = 10$	24.39%
G: Ensure that the amenity of nearby streets is not unreasonably affected by long term parking demand	$3 + 1 + 3 + 3 + 2 + 1 = 13$	31.71%
H: Enhance the usability and attractiveness of existing Civic open space network	2	4.88%
I: Maintain significant trees upon the site	$1 + 1 = 2$	4.88%
TOTAL	41	100%

We can therefore deduce that the highest rating criteria were G (to ensure that the amenity of nearby streets is not unreasonably affected by long term parking demand), followed by F (to ensure that the Civic Precinct maintains high accessibility for all users), which both favour the existing use at this point in time.

PAIRWISE MATRIX CONCLUSIONS

It is considered that the above analysis could be undertaken from various vantage points, and has been a useful exercise in determining key issues, however does not provide sufficient rigour in determining a compelling single result.

PAIRWISE CRITERIA WEIGHTING AND MATRIX

We can then consider a weighting to each criteria comparison (A through I) in relation to the overall outcome, 1 being lowest, 3 being highest. A rating of 2 is considered of more “equal” merit, although one criteria may still be considered slightly more important. The “prevailing” criteria are then identified through the use of letters A through I within the below matrix.

For example, Criterion B measured against Criterion A is considered to of middling importance to the overall outcome, with B outweighing A individually. Alternatively, Criterion D measured against Criterion A is considered to be of middling importance to the overall outcome, with no clear prevailing criterion.

		A	B	C	D	E	F	G	H	I
		Provide for the open space demands generated by the East Hawthorn area	Ensure that future open space demand of the growing residential communities is provided for	Are there alternate locations for accessible open space for the community	Are there alternate locations for car parking in the civic precinct	Maintain a high level of public transport and private car accessibility to continue Boroondara's attractive workplace conditions	Ensure the Civic precinct maintains high accessibility for all users	Ensure that the amenity of nearby streets is not unreasonably affected by long term parking demand	Enhance the usability and attractiveness of existing Civic open space network	Maintain significant trees upon the site
Land use demand										
A	Provide for the open space demands generated by the East Hawthorn area	A	2B	2	2	3E	3F	3G	2	1I
B	Ensure that future open space demand of the growing residential communities is provided for		B	2	3B	2	3F	1G	1B	2
Cost of development										
C	Are there alternate locations for accessible open space for the community			C	2D	2	2	2	2	1C
D	Are there alternate locations for car parking in the civic precinct				D	2D	2	2	2	2
Accessibility										
E	Maintain a high level of public transport and private car accessibility to continue Boroondara's attractive workplace conditions					E	3F	3G	2H	1I
F	Ensure the Civic precinct maintains high accessibility for all users						F	3G	2	1F
Local Amenity										
G	Ensure that the amenity of nearby streets is not unreasonably affected by long term parking demand							G	2G	1G
Urban place making										
H	Enhance the usability and attractiveness of existing Civic open space network								H	2
Natural environment										
I	Maintain significant trees upon the site									I

APPENDIX D BOSS ANALYSIS

Table 5 – BOSS Assessment criteria for suitability of land area for public open space

Criteria	Description	Suitability
Accessibility	Physical access into the site including the inherent topography, at ground level (not elevated as part of a building) and ability to make the site safe and accessible to people with limited mobility or with a disability. (Note - refer also to Transport, Visibility, Condition and Location in this list of Criteria for other access related issues).	<p>✓ Complies</p> <p>The site features relatively flat topography.</p> <p>Particular attention will need to be paid to the provision of accessible disabled parking spaces.</p> <p>Additionally, the site is not located in an area with an identified open space “gap”, and those within neighbouring areas exhibiting a “gap” would need to traverse major roads, thus failing the safe walking criteria.</p>
Adjoining land use (compatibility)	The adjoining land has a positive influence contributing to the recreational, ecological, social and cultural value of the open space, without private appropriation of public open space, excessive traffic, noise, light spill or overshadowing.	<p>✓ Complies</p> <p>The adjoining land to the east is existing civic public gardens. The adjoining land to the west is a church and surrounding grounds, inclusive former school buildings, the current use of which is unknown.</p>
Amenity	Visual and passive amenity values relate to the influence open space has on the liveability of neighbourhoods, providing visual relief from built form, the break open space provides from noise levels associated with traffic and other urban land use activities and adequate levels of sunlight (a minimum of 3 hours of direct sunlight between 9am and 3pm during mid-winter and at least 5 hours of direct sunlight between 9am and 3pm on September 22).	<p>✓ Complies</p> <p>The site exhibits separation by way of roads, open space and playground space from built form to ensure suitable levels of solar access. The site is sufficiently separated from major (Category 1) roads to exhibit no major noise levels associated with traffic.</p>
Council policies	The land is subject to other planning processes and policies that may be consistent or inconsistent with all or part of the site becoming public open space.	<p>Does not comply</p> <p>The site is not reflected in Council strategies or policies to be transformed into open space. Open space needs are described further to the north and west, over major transit routes, outside of this catchment, with existing open space in the civic precinct supporting current residential and office densities.</p>
Condition	The existing physical condition of the land which may have inherent issues such as	Requires further investigation

Criteria	Description	Suitability
	contamination or weed infestation, which have significant financial or safety implications for Council if the land becomes public open space.	Council arborists indicate the site exhibits various old trees which are worthy of retention, regardless of outcome. It is not known whether removal of the asphalt would lead to any structural damage to these trees.
Ecological	Includes the site's existing biodiversity values and the site's potential to contribute to climate change adaptation. This includes the protection and enhancement of biodiversity values along with a site's contribution to existing or future habitat corridors, protection of mature canopy trees and other protection or construction of other natural features that may contribute to urban heat mitigation.	<p>✓ Complies</p> <p>The site has existing mature canopy trees (which are considered to pre-date the car park) which, together with the adjacent public gardens, would be bolstered by additional opportunities to promote biodiversity and mitigate urban heat island effects.</p>
Equity	The Boroondara community should have reasonable access to public open space.	<p>✓ Complies</p> <p>The community already has existing access to public open space in this catchment, however, an increase would provide greater opportunity.</p>
Financial	The cost to Council in obtaining, improving, managing and maintaining the land as open space.	<p>Requires further investigation</p> <p>The cost of changing the use from a car park would likely require housing car parking underground or elsewhere, possibly in a deck format. These cost impacts may outweigh the benefits, or the cost of acquiring land elsewhere for public open space may be preferred.</p>
Heritage character	Indigenous and non-Indigenous values that could be enhanced and protected in the open space including natural features such as large canopy trees. These values will also influence the future use and design of the open space.	<p>✓ Complies</p> <p>Existing mature canopy trees would be enhanced by retrofitting the remainder of the space with additional public garden space.</p>
Landscape character	Its contribution to the character and attractiveness of the neighbourhood	<p>✓ Complies</p> <p>Adjacent the subject land are existing public gardens. The addition would further complement the landscape character of the civic precinct.</p>
Location/Linkages	The site's contribution to the wider open space network including forming open	Does not comply

Criteria	Description	Suitability
	space corridor links. This includes consideration of the other strategic planning projects in Council for forecast expansion of the population, and where it is appropriate, to provide connections.	There are existing pathways through the civic precinct, courtesy of other public open space in the immediate vicinity. The extension by 0.4 hectare of existing open space would arguably not have any real impact on existing connections.
Ongoing maintenance and management	That Council can adequately resource the ongoing management and maintenance of the land.	✓ Complies Given the existing abutting public gardens, and existing mature canopy trees onsite, it is reasonable to consider that should the space be made public open space, maintenance and management would be easily adapted from the existing arrangement.
Ownership	Where the land is already in public ownership, there is more potential for Council to negotiate to obtain the land without the need for purchase. Where the land is privately owned, there are methods for acquiring the land through open space contributions.	✓ Complies The land is already Crown Land, with the public land manager being Council. To change the “temporary” reservation would require a Government Gazettal alteration.
Recreation	The potential for the site to accommodate a range of organised, unstructured and informal recreational uses. These can include organised sports, play, sitting, walking, jogging, cycling exercising, informal games, picnicking and dog walking.	Requires further investigation The land is 0.4 hectares in size, which, combined with the adjacent public gardens, would be 0.8 hectares. Some additional recreational space may be added in this space, subject to a benefit analysis of types of landscaping / informal open space which could be achieved.
Services/Easements	Extent of services and easements that would affect the development and use of the land as open space including water supply, power supply, roadways, overhead structures, flood mitigation and drainage.	Not Applicable No easements are evident upon the Crown Folio Statement for the subject parcels.
Size	The minimum size for the site to meet its intended purpose, on its own or in combination with adjoining land. Refer to minimum size parcels for each type of open space as follows: <ul style="list-style-type: none"> Regional open space, unlimited 	✓ Complies The land size of 0.4 hectares fits the description of “Local open space”. When combined with the adjacent public gardens, the land size would become 0.8 hectares, remaining

Criteria	Description	Suitability
	<ul style="list-style-type: none"> • Municipal open space, minimum 3 hectares, subject to the proposed municipal recreation facility located in it. • Neighbourhood open space, minimum of 1 hectare. • Local open space, minimum 0.26 and up to 0.99 hectares. • Small Local open space, minimum 0.03 and up to 0.25 hectares, with a minimum width of 20 metres in at least one direction. • Small Local Link space, with a minimum width of 5 metres. 	within the same designation in the open space hierarchy.
Transport	The range of transport options for residents to easily access the site including proximity to public transport, linear shared trails, path links and major roads.	✓ Complies The site is proximate to extensive public transport links and other public open space.
Visibility	The site's visual prominence to maximise its use and contribution to the broader community. Generally, land is preferred which has at least two access points and local roads to two sides and is provided at natural surface level.	✓ Complies The subject land has two access points (Reserve Road and Inglesby Road) and is visible from either upon approach at natural surface level.

APPENDIX E PLANNING POLICY AND CONTROLS

Consideration has been made to both the State and Local Planning Policy Frameworks, the relevant Clauses of which are summarised below.

STATE PLANNING POLICY FRAMEWORK

The State Planning Policy Framework is not considered to add to, or inform, this analysis for the most appropriate use of the Crown Land.

BOROONDARA (LOCAL) PLANNING POLICY FRAMEWORK

This analysis has paid consideration to Council's recently updated Local Planning Policy Framework, and with particular regard to issues of Activity Centre development, provision of open space, car parking and traffic congestion. The most pertinent policy elements are extrapolated below:

- **Clause 21.01 – Introduction:** identifies Camberwell Junction as a Major Activity Centre (one of three within the municipality, also identified within *Plan Melbourne*) and notes that the role of major activity centres is to support a wide range of goods and services. One of the key objectives is that it seeks to ensure that major activity centres are developed in accordance with adopted Structure Plans.

Further objectives include to ensure that Major Activity Centres retain a commercial focus with regard to land use and built form outcomes, and ensure that residential development complements the commercial focus. Open space objectives include to ensure the provision of sufficient and well-designed public open space.

- **Clause 21.03 – Environment and Open Space:** outlines that the existing open space network accounts for approximately 10% of land within the municipality. Objectives seek to provide an equitable distribution of open space.

Notably, Strategy 1.2 plans the provision of additional public open space via methods including land contributions (from subdivision), conversion of public land, conversion of Council owned land, purchasing either undeveloped or develop land for the purpose, or to introduce a Public Acquisition Overlay.

Critically, a “public open space gap” analysis notably does not identify the subject land as being within an area exhibiting a public open space “gap”. Instead, there is a focus in providing additional public open space further to the north of Riversdale Road, and further to the west, within Hawthorn East (areas in white exhibit a “gap”).

- **Clause 21.05 – Housing:** notes that Major activity centres can support increased housing density and diversity at the upper levels, above commercial uses (where in the Commercial 1 Zone), where protecting adjoining residential amenity.
- **Clause 21.06 – Transport and Infrastructure:** identifies car parking pressures around activity centres, health and education institutions and community facilities as a key issue. Strategies to combat identified issues include:

Strategy 1.2 Support health and education institutions to implement measures to reduce car dependency

Strategy 1.3 Improve access to activity centres via alternative transport modes, such as car share, public transport, cycling and walking – to reduce the demand for car parking.

Objectives 6 and 7, specific to community facilities, seek to ensure that all members of the community have appropriate access to community facilities, and ensure that they complement residential areas, and strategies seek to:

Strategy 6.1 Support well located community facilities to maximise multi-purpose trips by users.

Strategy 6.2 Support the sharing of community facilities, including local primary, secondary and tertiary education institutions.

Strategy 7.1 Minimise detrimental impacts from community facilities on the amenity of adjoining residential areas.

- **Clause 21.07 – Local Areas**, identifies that Camberwell Junction Major Activity Centre seeks to “*inject renewed economic and retail confidence into Camberwell Junction*” in an appropriate manner. Objective 4, seeks “*to support the Junction’s commercial base with entertainment, education, public transport and civic facilities and with higher density housing...*”, whilst Objective 5 seeks “*to protect the surrounding residential areas from traffic and parking impacts...*”. Mapping denotes the subject allotments as being within “Precinct 10” (Civic and Community) and denotes Parking within the subject land.
- **Clause 22.03 – Heritage Policy** is relevant to the subject land due to the heritage overlay across the subject land. This denotes the land parcel as being “contributory”, although it is noted that no heritage built form is located within the allotments identified. Nonetheless, objectives include to “*retain and conserve ‘contributory’ places and fabric in the Heritage Overlay which are visible from the primary street frontage*”, and “*to facilitate sympathetic additions, alterations and new buildings to ‘contributory’ heritage places which are massed, detailed, finished and located to preserve the presentation of the place from the street.*” More detailed objectives and guidelines are provided for each type of graded site.
- **Clause 22.04 – Public Open Space Contribution Policy** notably applies to development and applications for subdivision, neither of which apply to the subject land in question. Nonetheless, the policy speaks to the *Boroondara Open Space Strategy (2013)* and the identified gaps in the open space network and the importance of identify opportunities for additional public open space, or cash contributions.

The Assessment criteria (Table 1) is useful in considering the suitability of land for open space, nonetheless, which includes criteria based on the following: accessibility, adjoining land use, amenity, condition of land, ecological values, equity, financial burden to Council, heritage character, landscape character, location / linkages, ongoing maintenance and management, recreation, services or easements, land size, transport links and visibility.

The subject land in question, being of 0.4 hectares, would fall into the “small local open space” category, which must have a minimum width of 10 metres in at least one direction (the dimensions of the land in question exceed this minimum requirement). Greater analysis against the *Boroondara Open Space Strategy (BOSS)* is extrapolated further within this report.

ZONING AND OVERLAY CONTROLS

Public Use Zone – Local Government (PUZ6) (Allotment 113C)

Allotment 113C is subject to the Public Use Zone, more specifically PUZ6 (Local Government). The zone seeks “*to recognise public land use for public utility and community services and facilities*”, and “*to provide for associated land uses that are consistent with the intent of the public land reservation or purpose*”.

A permit is not required for “any other use”, provided “the use must be for the purpose described in the table to Clause 36.01-6 which corresponds to the notation on the planning scheme map.” Further to the Section 1 use designation (for “local government” purposes and associated land uses), no permit is required for buildings and works.

Public Park and Recreation Zone (PPRZ) (portion of land within Allotment 113D)

Allotment 113D, the western-most part of which relates to the subject land, is subject to the Public Park and Recreation Zone (PPRZ). The zone seeks “*to recognise areas for public recreation and open space*”, “*to protect and conserve areas of significance where appropriate*”, and “*to provide for commercial uses where appropriate*”.

Uses for which no permit is required include informal outdoor recreation, an open sports ground, and various office and retail premises, amongst others, where they are undertaken by the public land manager or Parks Victoria. There are a variety of permit required uses and prohibited uses.

A permit is not required to carry out works including park furniture, playground or sporting equipment (less than 10 square metres in area), fencing and landscaping, amongst others.

It is not clear whether car parking provided appropriately relates to the purpose of the zone, nor land reservation, upon which the car park sits.

Heritage Overlay (HO506) (entire subject area and Civic land parcel)

The Heritage Overlay 506 applies to the subject area and wider land holding (Camberwell Civic and Community Precinct). The overlay seeks *“to conserve and enhance heritage places of natural or cultural significance”* and to protect the elements which contribute to the significance of the place, amongst other purposes.

A permit is required for a variety of works, including most pertinently *“roadworks which change the appearance of a heritage place or which are not generally undertaken to the same details, specifications and materials”*. Any change to the existing site would require permission under the overlay.

HO506 applies external paint controls and allows prohibited uses, noting that tree controls do not apply, nor are there fence exemptions or an applicable Incorporated Plan.

The Schedule of Gradings Map (dated 21 February 2018) designates the subject land as “contributory” (see Picture 14).

PARTICULAR AND GENERAL PROVISIONS

Whilst no specific provisions are directly relevant to the land, the following provisions may become relevant:

- **Clause 52.06 (Car Parking)** – We further note that Clause 52.06 and associated land use tables do not provide a car parking rate associated with a municipal or government land use. As per 52.06-6, where a “new use” is proposed to commence or floor area is extended, car parking spaces must be provided to the satisfaction of the Responsible Authority. As part of the circa 2010 expansion of the Municipal offices, no permit was required due to the zoning, and car parking was provided to Council’s satisfaction. There is no requirement for Council to provide car parking upon the subject land, and a change in use, still befitting PUZ6, would not necessitate car parking to be provided, unless the proposed land use was other than “Local Government”. In the instance car parking is reduced to make way for another use of the land, Council may be required to absorb this overall loss of spaces and terminating the agreement with Camberwell Primary School (for car parking spaces and permits). In the instance car parking is removed for other community facilities, these may generate their own additional requirements.
- **Clause 62.02-1 (Buildings and works not requiring a permit)** – in the instance that buildings or works are carried out by or on behalf of a municipality where the estimated cost is less than \$1 million.

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3.2 Camberwell Primary School - Reserve Road Closure

Abstract

Reserve Road, Camberwell, is a local access road connecting Camberwell Road to Burke Road and splitting the two Camberwell Primary School campuses.

In July 2019, Council received correspondence from the school regarding the potential safety risks associated with school children crossing Reserve Road throughout the day. In its letter, the school urged Council to consider implementing a partial closure of Reserve Road, citing that thousands of crossings are made by its young students each week.

Reserve Road is a one-way road except for a short two-way section at the Camberwell Road end. It is governed by a 40 km/h speed limit and has a school crossing which is supervised during morning and afternoon drop off and pick up periods.

With Camberwell Primary School occupying the former Our Lady of Victories campus, outside of drop off and pick up periods children access facilities at both campuses. The crossing is used at these times and school staff supervise and cross with the children.

Council officers engaged a traffic engineering consultant to conduct a review of pedestrian safety at the existing school crossing and in the context of the potential road closure. The independent review identified a number of significant issues associated with the proposed closure of the road and recommended that other traffic management measures be implemented to address the identified safety risks.

The school has also contacted Council regarding safety concerns and building damage as a result of three separate incidents where vehicles parked along the north side of Reserve Road along the school building have inadvertently accelerated forward instead of reversing to exit the 90 degree parking area. These vehicles have mounted the footpath and hit the wall of the school building.

Officers' recommendation

That the Services Special Committee resolve to:

1. Not support the proposed partial closure of Reserve Road, Camberwell.
2. Support the conversion of the existing school crossing in Reserve Road into an at-grade zebra crossing during the 2020 / 2021 financial year.
3. Consider funding for the proposed raised zebra crossing with a kerb outstand as part of the 2021 / 2022 budget process.

Responsible director: Daniel Freer
Director Environment and Infrastructure

1. Purpose

The purpose of this report is to seek a formal Council position on Camberwell Primary School's request for the partial closure of Reserve Road.

2. Policy implications and relevance to community plan and council plan

The school's request for a partial road closure of Reserve Road is associated with the following items as defined in the Boroondara Community Plan 2017-27 and Council Plan 2017-21:

- Theme: Getting Around Boroondara
- Strategic objective: Travel options that are connected, safe, accessible, environmentally sustainable and well-designed.
- Strategy 5.6: Partner with schools and other traffic generators to address traffic and parking congestion during peak traffic times.

Council's adopted Traffic Management Policy and Procedures (2018) is also relevant.

3. Background

3.1 Site context

Camberwell Primary School is located in the suburb of Camberwell, between Burke Road and Camberwell Road and within the Camberwell Junction precinct. The school opened in 1867 and currently caters for approximately 700 students aged between four and twelve years (i.e. from preparatory year to grade six).

Since 2015, the school has been leasing Our Lady of Victories school grounds for their junior campus. With this expansion, the school has two campuses split by Reserve Road. Due to this dual-campus configuration, children are required to cross Reserve Road in both directions throughout each school day to attend lessons, assembly and to access facilities. These crossing movements are generally conducted in groups supervised by teachers. A school crossing is provided to help facilitate crossing movements with dedicated crossing supervisors present throughout morning drop-off and afternoon pick-up periods. Permanent roadside signage warning motorists of the school crossing is present on the approach to the crossing.

Reserve Road is classified as a Local Access Road under Council's Register of Public Roads (2016) and connects Camberwell Road to Burke Road. The road configuration along the school frontage is one-way catering for westbound traffic only, however the configuration changes to two-way undivided traffic within approximately 80m of the Camberwell Road intersection to the east. A sign-posted speed limit of 40km/h applies to the entire length of the road. An aerial image is included as **Attachment 1**.

Parking is generally permitted on both sides of Reserve Road, with 90-degree parking bays typically provided on the north side and parallel parking provided along the south side. The road currently accommodates a total of 79 on-street car parking spaces. The existing parking restrictions are typically 3P and 4P throughout the day with 10-minute and 2-minute parking restrictions applying during the school drop-off and pick-up times. A copy of the parking restrictions is included as **Attachment 2**.

Other land use along Reserve Road include:

- Camberwell Junction Tennis Club.
- Camberwell Uniting Church.
- Camberwell Civic Centre / Library.
- Basilica of Our Lady of Victories.

3.2 Issues and concerns raised by the school

In July 2019, the City of Boroondara received a letter from Camberwell Primary School regarding the potential safety risks associated with children crossing between its two campuses throughout the day. In its letter, the school urged Council to consider implementing a partial closure of Reserve Road throughout school hours at a minimum, citing that thousands of crossings are made by its young students each week. Further letters were received from the school regarding the same matter in March 2020 and July 2020. Copies of the letters are included as **Attachment 3**.

The school has also contacted Council regarding safety concerns and building damage as a result of three separate incidents where vehicles parked along the north side of Reserve Road along the school building have inadvertently accelerated forward instead of reversing to exit the 90 degree parking area. These vehicles have mounted the footpath and hit the wall of the school building.

3.3 Traffic assessment of Reserve Road by Council officers

Traffic and pedestrian video surveys were conducted between 8am and 4pm for five weekdays between Monday 5 August and Friday 9 August 2019 to record the number of vehicles driving along the road, as well as the number and frequency of pedestrian crossing movements at the school crossing throughout the day.

The crossing is supervised between 8:15am to 9am in the morning and 3:15pm to 4pm in the afternoon.

The traffic volume counts showed average weekday volumes of:

- 153 vehicles/hour in the AM Peak (8:30am-9:30am).
- 117 vehicles/hour in the PM Peak (3:00pm-4:00pm).
- 652 vehicles total during the 8 hour school day period (8:00am-4:00pm).

The pedestrian crossing counts showed average weekday volumes of:

- 356 pedestrians/hour in the AM Peak (8:30am-9:30am).
- 542 pedestrians/hour in the PM Peak (3:00pm-4:00pm).
- 1207 pedestrians total during the 8 hour school day period (8:00am-4:00pm).

Between 9am to 3:30pm, there are in the order of 65 pedestrians crossing each hour and in the order of 69 vehicles per hour. The pedestrian movements, essentially children with teachers/staff are supervised and occur in groups, that is, a class may be moving from one side of the campus to the other. In terms of traffic, there is just over one vehicle per minute travelling from Camberwell Road to Burke Road during this period.

Reserve Road is governed by a 40 km/h speed limit. Electronic traffic counts performed over three days in August 2015 show that speeds averaged 28.4 km/h with an 85th percentile speed of 38.9 km/h (85% of all motorists travel at or below 38.9 km/h).

Visibility of the crossing is good given the kerb outstand on the north side and the banning of parking on the approach to the crossing on the south side. Parking activity is also noticeably lower during this period.

A review of the recent injury crash history for the five year period between 1 January 2015 and 31 December 2019 indicates no injury crashes were recorded along Reserve Road in the vicinity of the school crossing. One crash was recorded in 2015 at the intersection of Camberwell Road and Reserve Road, involving a vehicle turning right into Reserve Road failing to give-way to a motorcycle travelling west along Camberwell Road.

In light of the traffic data, pedestrian counts and crash history, the proposed road closure was assessed by Council's Traffic and Transport team in accordance with the adopted Traffic Management Policy and Procedures (2018). Council officers determined that the proposal is not warranted in accordance with Council's adopted Traffic Management Policy and Procedures (2018), and identified numerous issues that would be likely to arise as a result of closing the road. These are outlined in section 4 of this report.

In response to the safety and property damage concerns, after the incidents involving a motorist inadvertently accelerating forward instead of reversing while exiting the 90 degree parking area in June and July 2015, Council officers arranged for the installation of wheel stops at each 90 degree parking bay along the school frontage. A third subsequent incident occurred in February 2020, despite the effect of the wheel stops.

3.4 Independent assessment of Reserve Road

Council officers engaged an independent traffic engineering consultant to conduct a review of pedestrian safety in the context of the potential road closure.

The independent assessment included two key components as follows:

- Evaluation of the current safety risks associated with the existing school crossing including recommendations as to whether the risks are sufficient to justify closure of the road.
- Assessment of the impacts on traffic and parking in the event that a closure of Reserve Road was to be implemented.

The key findings and recommendations of the report are to address identified potential safety risks on Reserve Road through a variety of appropriate traffic management measures including kerb extensions, conversion of the school crossing to a zebra crossing, and provision of the crossing on a raised platform.

These options are recommended to be explored prior to the consideration of a road closure for Reserve Road.

A copy of the report is included as **Attachment 4**.

4. Outline of key issues/options

4.1 Request for partial closure of Reserve Road

While the independent review identified a number of potential safety risks, several mitigating measures were suggested to address these issues, including:

- Kerb extensions or removal of on-street parking on the south side of the road to improve sight lines at the crossing, reduce the pedestrian crossing distance and reduce the likelihood of vehicles travelling against the one-way restriction.
- Conversion of the school crossing to a zebra crossing to provide pedestrian priority at all times, while still allowing for supervision during the school pick-up and drop-off times.
- Provision of the crossing on a raised platform to reduce vehicle operating speeds to 20-30km/h, within the human tolerances for a vehicle / pedestrian crash.

In view of the above, the key findings and recommendations of the report were for these options to be explored prior to the consideration of a road closure for Reserve Road.

The assessment also identified a number of significant issues associated with the proposed closure of the road, as outlined below:

- The separation of Reserve Road into two sections will result in a traffic redistribution. Whilst the redistributed traffic volumes are unlikely to result in capacity issues on the broader road network, the 'eastern' section is expected to be more desirable than the 'western' section due to vehicle accessibility.
- The likely higher traffic volumes in the 'eastern' section could lead to a breakdown of traffic flow, given the narrow road cross-section and the need to maintain two-way traffic flow.
- A design incorporating angle parking on both sides of the road will not fit within the existing road reserve. On this basis, parking on one side of the road would need to be reconfigured to parallel to fit within the existing road reserve.
- A key limitation of the proposed closure is potential impact to traffic flow if drivers choose to double park or wait on the carriageway for their children. Given the proposal requires two-way flow, there would be insufficient width for stationary vehicles to be passed. This has the potential to break down traffic flow during peak school times and lead to queues extending back to Camberwell Road or Burke Road.
- To ensure that footpaths are maintained on both sides of the road, a court bowl arrangement could only be provided with a radius of up to eight metres. This limits access for larger vehicles (including service vehicles, waste collection, school buses/coaches) and therefore alternative access arrangements would need to be developed.

- Based on a modified layout with angle parking on one side of the road and parallel parking on the other side of the road, the design could likely only achieve approximately 47 car parking spaces. This represents a loss of 35 spaces compared to existing conditions. The excess parking demand is expected to be redistributed through the surrounding road network, most likely in the areas away from the Camberwell Activity Centre (where existing parking demands are likely to be lower).

Council officers also identified numerous additional issues that would likely arise as a result of closing the road, as outlined below:

- Due to the significant loss of on-street car parking under the proposal, there would likely be a need to accommodate car parking on both sides of the road in addition to allowing for two-way traffic flow. Given the existing road reserve is only approximately 20m wide, this would result in a constricted road environment with more challenging parking manoeuvres and less margin for error. This would further contribute to the already high probability of a breakdown of traffic flow and lengthy queues.
- In order to provide a court bowl arrangement of sufficient size to adequately cater for large vehicles as well as peak school pick-up and drop-off volumes the road and footpath is likely to encroach on the adjacent parkland.
- Parents are likely to use the court bowl to drop off and pick up children. This would lead to congestion and encourage three point turns in the road.
- Reserve Road historically functioned as a two-way street and was converted to one way to improve the level of safety and traffic flow. Closing the road midway would essentially involve converting Reserve Road to two way again leading to congestion and access issues.
- The difficulty in closing the road midway. It would not be possible to close off the road during school hours and then open it to traffic at other times. The closure would need to be permanent and involve major works. Depending on whether angle parking is retained, encroachment into parkland would also occur.

Council officers are of the view that there is low risk with pedestrian safety at the crossing between pick up and drop off periods given the one way flow of traffic, low speeds, good approach visibility, low numbers of traffic at just over one vehicle a minute and the fact that the children cross in groups and are supervised by teachers/staff.

Officers support the independent consultant's recommendation to convert the school crossing to a zebra crossing which would provide priority for pedestrians at all hours, including between school drop-off and pick-up periods. The current school crossing is only a legal crossing when flags are displayed during morning and afternoon drop off pick up periods.

In the short term, it is proposed convert the school crossing to an at-grade zebra crossing during the current financial year. Due to cost implications, a budget bid will need to be prepared to reconstruct the crossing on a raised platform and install a kerb extension on the south side during the next financial year 2021/22.

The conversion of the crossing is expected to result in the loss of one parallel parking bay on the south side and one 90 degree space on the north side to improve visibility on the approach to the crossing. Officers will also explore the potential to introduce a disabled parking bay with a shared space within the 90 degree parking area on the north side of the road near the crossing in lieu of the removed parking bay.

A schematic layout for the proposed raised zebra crossing with a kerb outstand and resultant parking arrangement is shown in **Attachment 5**.

4.2 Car parking incidents

A large number of 90 degree and angle parking bays are provided across the municipality, including in close proximity to other schools. While the pattern of incidents and damage to the school building at this particular location is unfortunate, the incidents have occurred due to inappropriate driver behaviour involving motorists accidentally putting their cars in drive instead of reverse while trying to exit the 90 degree car parking bays along the north side of Reserve Road.

These incidents have occurred outside of the school pick up and drop off times.

The existing wheel stops along Reserve Road, were installed in August 2015 following the two incidents in June and July 2015, to stop vehicles overhanging into the footpath, improve the level of pedestrian safety and encourage motorists to park safely.

Standards allow for the introduction of 90 degree parking bays and are commonplace. The school has raised the possibility of bollards to stop vehicles hitting the school building. Bollards are not associated with 90 degree parking spaces, nor required by standards.

It is also noted that the proximity of the existing underground services and narrow footpath at only 1.2 metres in width along the north side of Reserve Road restrict the installation of bollards within the available space.

In view of the above, no changes to the current parking arrangements are proposed.

5. Consultation/communication

Community consultation has not been carried out on the proposed road closure. However, Council officers have received numerous items of correspondence from Camberwell Primary School staff and parents in support of the proposal.

The proposed road closure is a key component of the 'Camberwell Green' proposal, which seeks to convert the adjacent public off-street car park into parkland. This matter was considered by Council at the 18 November 2019 Services Special Committee meeting where it resolved to:

- 1. Not proceed with community consultation on the Camberwell Green proposal.*
- 2. Not support the Camberwell Green proposal.*

3. *Not support the funding and ongoing maintenance of public open space at the Reserve Road Car Park in the event the State Government determine to convert the Reserve Road Car Park to public open space.*

6. Financial and resource implications

Should there be support for the conversion of the school crossing into a zebra crossing, an at-grade conversion can be achieved at a relatively low cost. This would be funded within Council's existing operational budget for the current financial year.

A budget bid would be prepared to reconstruct the crossing on a raised platform and install a kerb extension on the south side during the next financial year 2021/22.

7. Governance issues

Under Section 80C of the Local Government Act 1989, no officer involved in the preparation of this report has any direct or indirect interest in the subject matter of the report.

Consistent with the Charter of Human Rights and Responsibilities Act 2006, it is considered that no human rights are impacted or infringed as a consequence of the outcomes of this report.

8. Social and environmental issues

The proposal to close Reserve Road is expected to have a positive social impact for Camberwell Primary School. However, given the majority of pedestrian crossing movements across Reserve Road are undertaken by school staff, parents and students, the proposal is unlikely to deliver any measurable benefit for the broader community. Rather, the anticipated effects on traffic and parking are likely to have a negative impact on visitors to the area.

The proposal is unlikely to have any significant environmental impact.

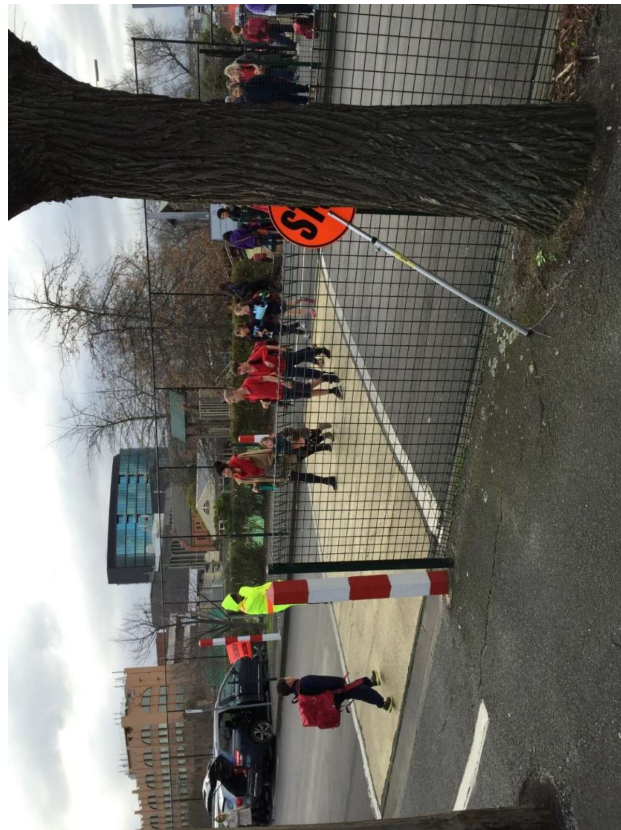
Manager: Jim Hondrakis, Traffic & Transport

Report officer: Oliver Mihaila, Strategic Transport Engineer
Bhushan Jani, Coordinator Transport Management

Reserve Road - Aerial

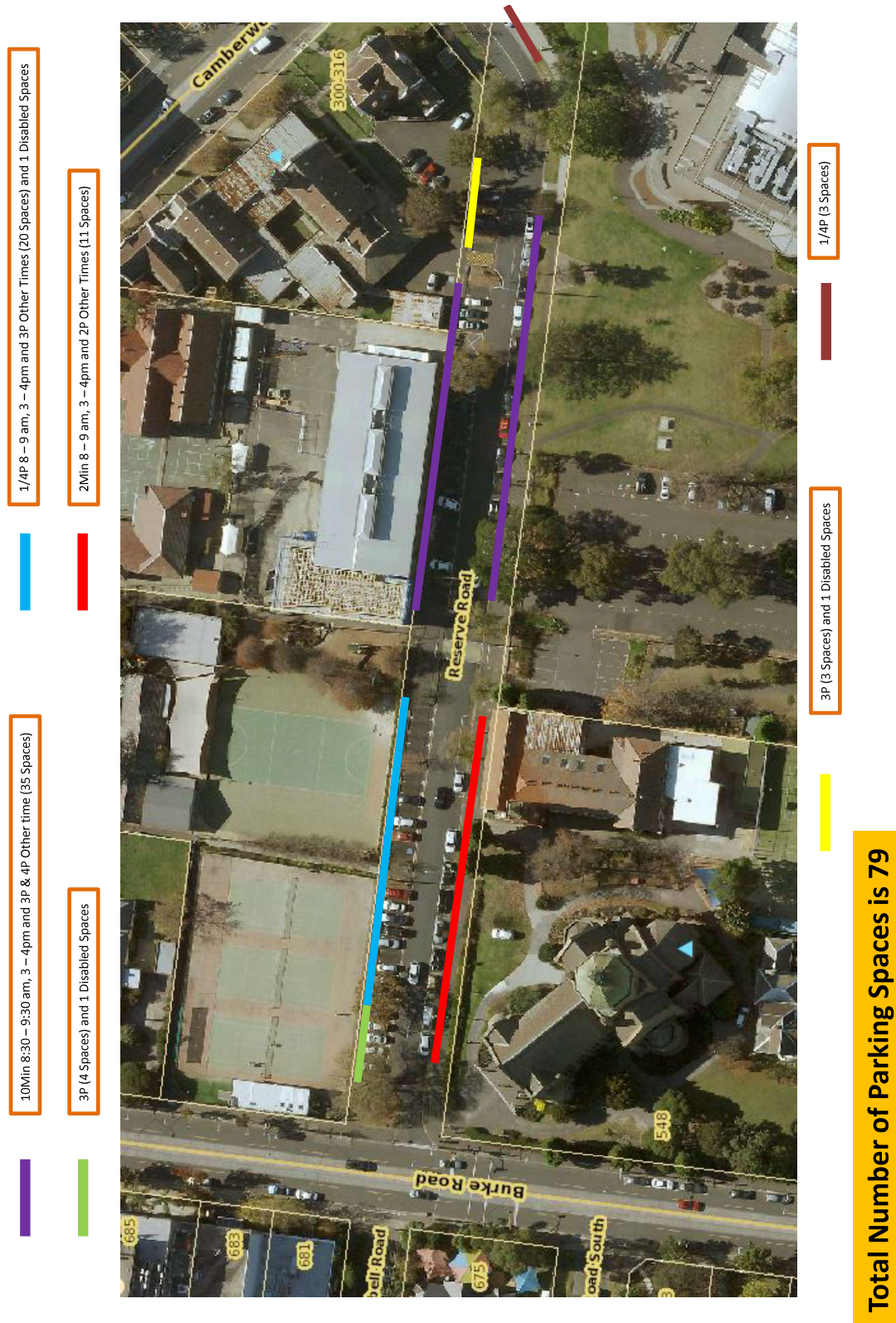


Reserve Road – Photos of Crossing



Reserve Road – Photos of Crossing





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28 June 2019

Phillip Storer
Chief Executive Officer
City of Boroondara
Private Bag 1
Camberwell VIC 3124

Dear Phillip

Safety concerns in Reserve Road, Camberwell

I write to bring to your attention, and request action, to rectify significant safety concerns in Reserve Road, Camberwell.

Camberwell Primary School urges Boroondara Council to investigate and implement, as a matter of urgency, the partial closure of Reserve Rd to through traffic - at least during school hours - so children and families can cross freely and safely between its two campuses.

As you are aware, one consequence of increasing enrolments due significantly to planning policies that promote high rise residential development around Camberwell Junction, is that Camberwell Primary School now spans two campuses split by Reserve Road. The reality is:

- **Thousands of crossings are made each week by children aged 4 – 12 years old. This is a major safety risk.**
The safety of the children is compromised by having to cross the road for lessons, for assembly and to access facilities.
- The educational and developmental benefits of playing with siblings and having 'good behaviour' modelled by older children is currently compromised. Camberwell Primary School is a zoned school and this is an issue impacting our community.

This has been an ongoing issue since our first community conversations when parents raised concerns that the two campuses should be joined and that closing the road near the crossing during school hours was an option.

This has been raised previously with Boroondara City Council officers. However, the situation remains untenable due to the critical safety risk for students and staff and our School Council considers it imperative to raise this issue anew.

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School Review. Child safety has been a core focus and a key issue in this regard has been the compromised safety of our children due to the road which divides the two campuses.

Whilst the School has processes in place to help manage the risks, safety will always remain a challenge. There are limited number of teachers available to supervise crossings by classes of very young children.

By way of a local comparison, it is worth noting that John Street, Hawthorn was closed for similar reasons, yet the average age of students at Swinburne University is far greater than that of students at Camberwell Primary School.

In closing, I note that the 'Camberwell Green' campaign by our local community (which is strongly supported by the School) to restore historic parkland in Camberwell Junction, envisages dedicating a segment of Reserve Road along with adjacent Crown Lands for this purpose. This would dramatically improve the safety and amenity for the School and the wider local community. The School does not consider that deliberations in relation to Camberwell Green should preclude or be used to delay the need to address the immediate and urgent safety issues at hand. It is imperative that Boroondara prioritise the needs of children and pedestrians in this location.

Yours sincerely

Stuart Lindsay
President School Council
Camberwell Primary School

cc The Hon James Merlino MP, Minister for Education
Mr John Kennedy MP, Member for Hawthorn
Ms Nina Taylor MLC, Member for Southern Metropolitan
The Mayor and Councillors of the City of Boroondara

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17 March 2020

Phillip Storer
Chief Executive Officer
City of Boroondara

By email: Phillip.Storer@boroondara.vic.gov.au

Dear Phil

Safety concerns in Reserve Rd Camberwell

I seek an update on progress regarding the partial closure of Reserve Rd, Camberwell (at least during school hours and pick-up and drop-off times). Specifically, we would like to know the status of the report being commissioned by the City of Boroondara, the timing for its consideration and the manner in which it will be considered given that elected councillors have prejudged this matter and publicly stated their opposition to the road closure.

Reserve Road segregates Camberwell Primary School's two campuses and, as we have reiterated, the current arrangements pose significant safety risks for vulnerable young children, who make hundreds of crossings back and forth, not to mention filtering through the adjacent car park which was previously school playground, on a daily basis.

The importance of addressing this matter expeditiously is underscored by accident during recess on Reserve Road on February 13, 2020 in which a person drove their car off the road, over the footpath and into our Senior Building. Damage was caused to the building. Fortunately, although the car was written off, no students were in the building nor on the footpath at the time and no one was hurt. Students were, however, relocated for the remaining day's lessons as a precautionary measure until the Department of Education and Training conducted a structural assessment of the building. This is not the first such accident. A few years ago, after three accidents in one term, Boroondara Council agreed to put in wheel stops, but these did not prevent the current accident. The footpath that abuts the Senior Campus is extremely narrow and continues to be a high risk for students and families using it.

On 8 November 2019 we received a letter from Boroondara Council advising that a consultant had been engaged to assess the safety risks and our request for a closure. On December 17, 2019 we were verbally informed that the report was expected to be finalised by the end of 2019 and that Boroondara Council would be consulting our School in the new year in relation to the report, prior to referring the matter to Council for determination.

Secondly, and importantly, our School is concerned as to how Council will consider this matter, given the publicly stated views of elected Councillors opposing a partial closure.

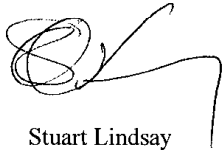
On 18 November 2019, Boroondara Council included consideration of our request for a partial closure of Reserve Road in the public report and meeting of its Special Services Committee regarding the local community campaign for Camberwell Green. The report proposed consulting the community on the road closure as part of consultation on Camberwell Green.

Camberwell Primary School was represented at the Special Services Committee meeting by me and Meg Boyle, our School Council's Vice President. A majority of Boroondara Councillors participating in that meeting, including the Mayor and the Councillor for Camberwell Junction Ward pre-judged any assessment and publicly stated their opposition to a closure of Reserve Road, citing this as one of the reasons for not supporting consultation on the Camberwell Green proposal. Such comments were voiced by elected councillors in front of members of the public that were present, which included many parents at our School as well as current and former members of State Parliament. The comments made clear that numerous Councillors have prejudged this issue.

The School Principal wrote on November 18, 2019 prior to the Special Services Committee Meeting emphasising, among other things, that regardless of the decision Council might take in respect of the restoration of the adjacent park, that the closure of Reserve Road is an urgent priority for both the wellbeing and safety of students. To mitigate this risk, only the partial closure of Reserve Road would be effective.

It is imperative that we work together to provide a safe environment for our children. I look forward to your response and in particular how Council will address this issue.

Yours sincerely



Stuart Lindsay
President School Council
Camberwell Primary School

Cc The Hon James Merlino MP, Deputy Premier and Minister for Education
The Hon Adem Somyurek MLC, Minister for Local Government
John Kennedy MP, Member for Hawthorn
Nina Taylor MLC, Member for Southern Metropolitan



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2 June 2020

Mr. Phillip Storer
Chief Executive Officer
City of Boroondara

By email: phillip.storer@boroondara.vic.gov.au

Dear Phillip

Safety concerns in Reserve Road Camberwell

I refer to my recent letter of 17 March 2020 concerning safety concerns in Reserve Road, Camberwell.

We received a response from the Manager Traffic and Transport, Jim Hondrakis, on 15 April 2020. The reply however does not address the key issues and suggests that the City of Boroondara is not currently prioritising road safety as resources are being refocused on responding to issues arising from COVID-19.

We are all faced with a challenging situation given the COVID-19 outbreak and we applaud effective steps that Boroondara Council is taking to support the community and combat the spread of the virus. At the same time, our respective organisations must continue to function. We now have approximately 50% of our students back at school with the remainder due back soon. This also brings the logistical challenges of less children travelling on public transport and parents being unable to enter school grounds and therefore walk their children out of the area / to cars etc. Accordingly, I am writing to you again to please assess this situation as soon as possible.

Firstly, could we please be provided with a copy of the consultant's report on the closure of Reserve Road. We were advised by Boroondara Council on 8 November 2019 that an external consultant had been appointed and on 17 December 2019 we were advised that the final report was being submitted to City of Boroondara before the end of 2019. This was well before the COVID-19 situation, and this should not have been a factor in the completion of this report.

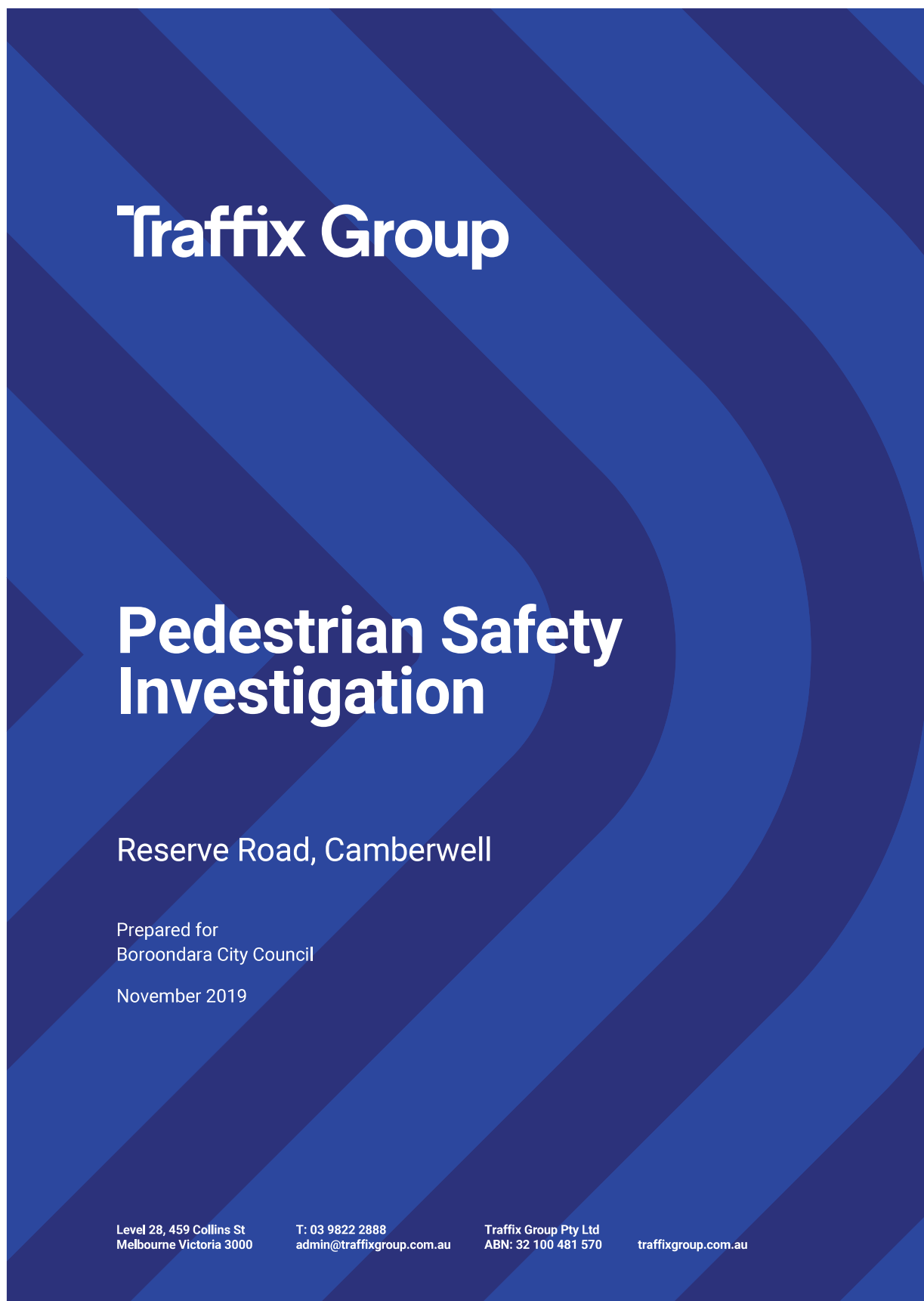
Secondly, we would appreciate a response to the governance concerns raised in our letter of 17 March 2020, specifically how Boroondara Council will consider this matter given that elected Councillors publicly pre-judged the assessment and publicly stated their opposition to any closure of Reserve Road at the Special Services Committee Meeting on 18 November 2019.

As you will appreciate, this is a significant concern to our school community and the well-being of our children which we have been raising with Boroondara Council.

Yours sincerely

Stuart Lindsay
President School Council
Camberwell Primary School

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The cover page features a dark blue background with a pattern of lighter blue diagonal stripes and a large, stylized white 'T' shape. The text is white and centered.

Traffic Group

Pedestrian Safety Investigation

Reserve Road, Camberwell

Prepared for
Boroondara City Council
November 2019

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Pedestrian Safety Investigation

Reserve Road, Camberwell

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Pedestrian Safety Investigation

Reserve Road, Camberwell

Table of Contents

1. Introduction.....	5
2. Background.....	5
2.1. Camberwell Primary School – Safety Concerns	5
3. Existing Conditions.....	6
3.1. Locality and Land Use	6
3.2. Existing Parking Conditions.....	8
3.3. Existing Traffic Conditions	8
3.4. Existing Pedestrian Crossing Volumes	9
3.4.1. Pedestrian Crossing Operation	10
4. Safety Assessment – Existing School Crossing	11
4.1. Exposure – Traffic and Pedestrian Volumes	11
4.2. Existing Crossing Design / Configuration	12
4.3. Existing Crash History	13
4.4. Justification for Road Closure Proposal	13
5. Transport Impacts – Road Closure: Reserve Road	14
5.1. Traffic Redistribution.....	14
5.2. School Pick-Up / Drop-Off Period.....	16
5.3. Design of Proposed Road Closure	16
5.4. Larger Vehicles.....	17
5.5. Carparking	17
5.6. Summary of Transport Impacts	18
6. Conclusions	19

List of Figures

Figure 1: Reserve Road – Road Closure Concept	5
Figure 2: Reserve Road – View West	6
Figure 3: Reserve Road – View East	6
Figure 4: Locality Plan	7
Figure 5: Aerial Photograph	7
Figure 6: Weekday Average	11
Figure 7: Reserve Road – Traffic Re-Distribution	15

Pedestrian Safety Investigation

Reserve Road, Camberwell

List of Tables

Table 1: Parking Restriction Summary	8
Table 2: Reserve Road - Traffic Volume Summary	9
Table 3: Pedestrian Crossing Volume Summary	9

List of Appendices

Appendix A	Potential Road Closure – Concept Plan
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Pedestrian Safety Investigation

Reserve Road, Camberwell

1. Introduction

Traffix Group has been engaged by Boroondara City Council to undertake a pedestrian safety investigation of the existing school crossing on Reserve Road, Camberwell.

The assessment includes two (2) key components as follows:

- The safety risks associated with the existing school crossing including recommendations as to whether there are sufficient safety risks to justify a road closure.
- The transport impacts if a road closure of Reserve Road was to be implemented.

2. Background

2.1. Camberwell Primary School – Safety Concerns

Camberwell Primary School has operated on the current Camberwell Road campus since the mid-late 1800's. Due to the expanding school population, the school has operated out of a second campus on the south side of Reserve Road since the mid 2000's. Given that school classes occur at both the original Camberwell Road campus and the new campus on the south side of Reserve Road, pedestrian movements (students and teachers) occur across Reserve Road throughout the day.

In July 2019, Camberwell Primary School approached Council with concerns regarding the potential safety risks associated with children crossing between the two (2) campuses throughout the day.

The concept plan shown in Figure 1 below is the Camberwell Green Proposal which aims to provide parkland within the Reserve Road carpark and includes a closure of Reserve Road.

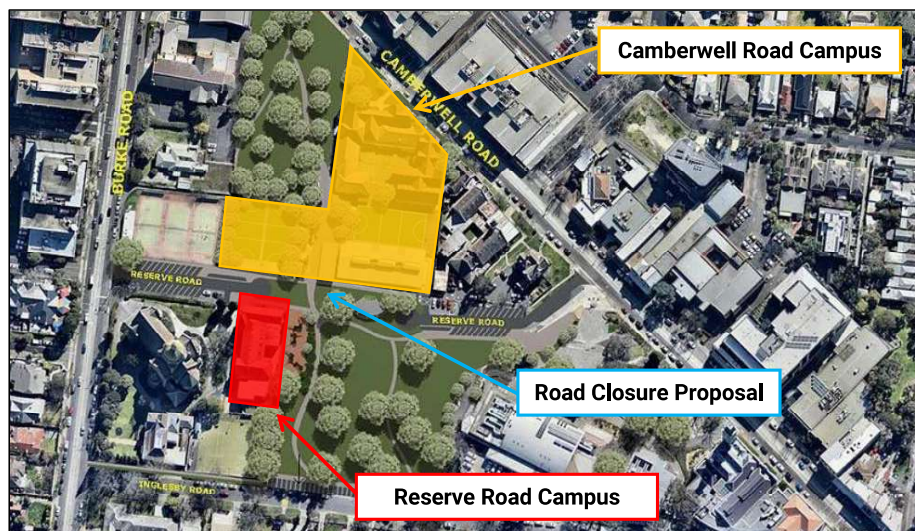


Figure 1: Reserve Road – Road Closure Concept

Pedestrian Safety Investigation

Reserve Road, Camberwell

3. Existing Conditions

3.1. Locality and Land Use

Reserve Road extends between Burke Road and Camberwell Road and is classified as a Local Access Road under Boroondara's Road Register.

Reserve Road generally provides a single carriageway which varies from 7.0m to 8.2m width. A one-way (westbound) restriction applies to the west of the Camberwell Uniting Church, with two-way movements permitted to the east of the Uniting Church. Parking is generally permitted on both sides of the road, with 90-degree parking typically provided on the north side and parallel parking typically provided on the south side.

The following intersection arrangements are currently in place on Reserve Road:

- **Reserve Road/Camberwell Road** forms an unsignalised T-intersection, with movements from Reserve Road controlled by a 'Stop' sign (all movements permitted).
- **Reserve Road/Burke Road** only permits exit movements from Reserve Road. A 'No Right Turn' restriction applies between 7:30am-9:00am and 3:00pm-4:30pm on weekdays.

A posted speed limit of 40km/h applies to the length of Reserve Road.

Land use along Reserve Road includes:

- Camberwell Primary School (both north and south sides),
- Camberwell Junction Tennis Club,
- Camberwell Uniting Church,
- Camberwell Civic Centre / Library, and
- Basilica of Our Lady of Victories.

Photographs of Reserve Road are provided in Figure 2 and Figure 3 below, whilst a locality plan and aerial photograph are provided in Figure 4 and Figure 5.



Figure 2: Reserve Road – View West



Figure 3: Reserve Road – View East

Pedestrian Safety Investigation

Reserve Road, Camberwell

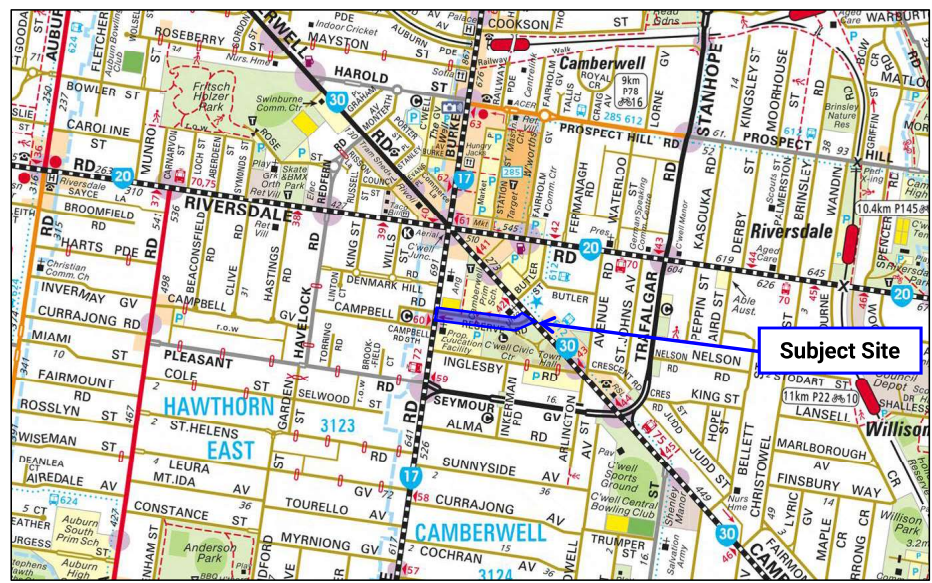


Figure 4: Locality Plan

Source: Melway

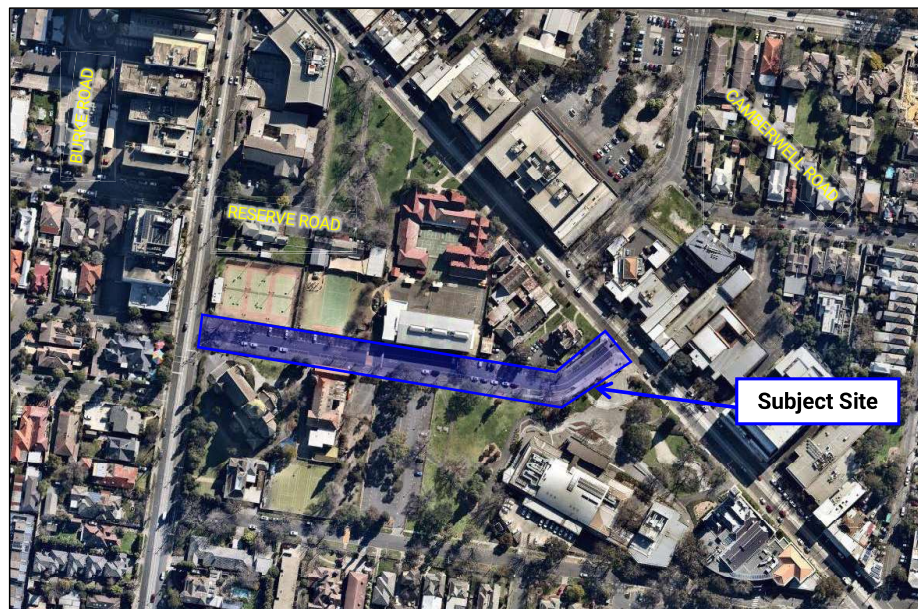


Figure 5: Aerial Photograph

Source: Nearmap (August, 2019)

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G27555R-01B

7

Pedestrian Safety Investigation

Reserve Road, Camberwell

3.2. Existing Parking Conditions

Reserve Road currently includes a total of 79 on-street car parking spaces. The existing parking restrictions are typically 3P and 4P throughout the day with P10 minute and P2 minute restrictions applying at school drop-off and pick-up times. Table 1 below provides a summary of the on-street parking supply and restrictions.

Table 1: Parking Restriction Summary

Restriction	Number of Spaces
P10 minute 8:30-9:30am & 3-4pm school days 3P 930am-3pm Mon-Fri, 8am-1pm Sat	23 spaces
1/4P 8-9am & 3-4pm school days 3P 9am-3pm Mon-Fri & 8am-1pm Sat	20 spaces
P10 minute 8:30-9:30am & 3-4pm school days 4P 930am-3pm Mon-Fri, 8am-1pm Sat	12 spaces
P2 minute 8-9am & 3-4pm school days 2P 9am-3pm Mon-Fri & 8am-1pm Sat	11 spaces
3P 8am-6pm Mon-Fri 8am-1pm Sat	7 spaces
1/4P	3 spaces
Disabled Parking Only	3 spaces
Total	79 spaces

Spot parking occupancy surveys were undertaken in conjunction with the site inspection on Thursday, 24th October between 3pm-4pm. During this school pick-up period, all on-street spaces were occupied. Observations outside of school pick-up/drop-off times indicate lower parking occupancies of approximately 30-40%.

3.3. Existing Traffic Conditions

A series of traffic surveys have been undertaken between 8am-4pm for five (5) weekdays between Monday, 5th and Friday, 9th August 2019. The surveys counted vehicles travelling past the school crossing located adjacent to Camberwell Primary School.

The AM peak period occurred between 8:30am-9:30am, whilst the PM peak period occurred between 3:00pm-4:00pm.

A summary of the westbound traffic volumes for each of the five (5) days of survey is presented in Table 2 below.

Pedestrian Safety Investigation

Reserve Road, Camberwell

Table 2: Reserve Road - Traffic Volume Summary

Day	AM Peak (8:30am – 9:30am)	PM Peak (3:00pm – 4:00pm)	8 hour Total (8:00am – 4:00pm)
Monday	131	106	572
Tuesday	171	123	746
Wednesday	134	109	599
Thursday	151	105	611
Friday	180	139	733
Average	153	117	652

3.4. Existing Pedestrian Crossing Volumes

In conjunction with the traffic counts detailed above, a series of pedestrian surveys were undertaken between 8am-4pm for the five (5) days between Monday, 5th and Friday, 9th August 2019. The surveys counted pedestrians crossing Reserve Road at or adjacent to the existing school crossing.

The surveys identified peak periods of 8:30am to 9:00am and 3:30pm to 4:00pm each day, coinciding with the start and finish times of the adjacent Camberwell Primary School. As these time periods represent approximately 60%-70% of the pedestrian volumes for the day, the school generates the majority of the pedestrian crossing demand at the crossing.

Table 3: Pedestrian Crossing Volume Summary

Day	AM Peak (8:30am – 9:00am)	PM Peak (3:30pm – 4:00pm)	8 hour Total (8:00am – 4:00pm)
Monday	354	386	1,113
Tuesday	304	388	1,168
Wednesday	338	576	1,492
Thursday	319	357	1,254
Friday	312	437	1,010
Average	325	429	1,207

Pedestrian Safety Investigation

Reserve Road, Camberwell

3.4.1. Pedestrian Crossing Operation

A review of three (3) days of footage (8am-4pm) was undertaken to determine the existing operating characteristics of the school crossing located adjacent to the Camberwell Primary School.

The following behaviours were observed:

- Vehicles were generally compliant with directions given by the crossing supervisor when present.
- Vehicles generally yielded to pedestrians at the crossing outside of supervised hours, even though no formal pedestrian priority occurs outside of the supervised hours.
- School children utilise the crossing at various times throughout the day, however, typically students cross in large groups supervised by an adult (presumably a teacher).
- The crossing supervisor tends to wait on the edge of the carriageway when not controlling traffic which may present a minor risk compared to waiting off the carriageway (on the footpath).
- One (1) instance was recorded in which the crossing supervisor converses with the driver of a stationary vehicle on the pedestrian crossing, whilst another vehicle queued behind then navigates around the stopped vehicle.

Pedestrian Safety Investigation

Reserve Road, Camberwell

4. Safety Assessment – Existing School Crossing

The following sections review the safety risks associated with the existing school crossing on Reserve Road.

4.1. Exposure – Traffic and Pedestrian Volumes

The existing school crossing is supervised during school pick-up and drop-off times. During these periods a trained supervisor manages the vehicle / pedestrian interaction, providing priority for pedestrian movements. Given the high level of direct management, the safety risk during these periods is deemed to be low, regardless of the vehicle and pedestrian volumes.

Outside of the supervised times (i.e. 9:30am-3:00pm), the school crossing is not in operation (the supervisor packed up the school crossing flags outside of the supervised times). This results in pedestrians not having defined priority and needing to yield to on-coming vehicles. We have reviewed the vehicle and pedestrian volumes during this period, to assess the risk associated with vehicles/pedestrian conflict. Figure 6 below shows the weekday average traffic volume (combined east and west) and pedestrian volume (combined north and south).

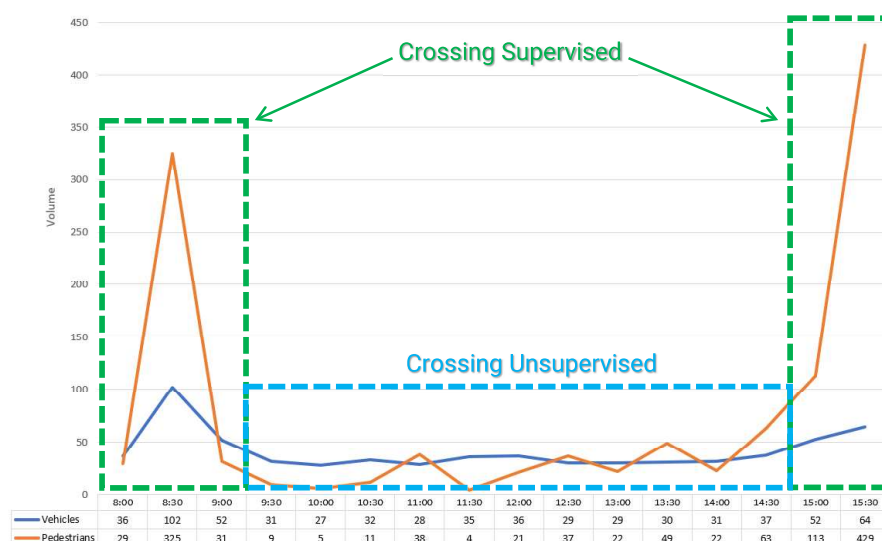


Figure 6: Weekday Average

During the unsupervised period, the volume of vehicles is low, ranging from 27-37 each 30 minutes with an average of 32 vehicles during each 30-minute period. Similarly, the volume of pedestrians is reasonably low, ranging from 4-63 pedestrians each 30 minutes with an average of 25 pedestrians during each 30-minute period. We note that the pedestrian volumes during the 'day' period tend to occur in groups, therefore reducing the actual number of times that pedestrians are utilising the crossing.

Pedestrian Safety Investigation

Reserve Road, Camberwell

4.2. Existing Crossing Design / Configuration

We have reviewed the key aspects and configuration of the existing school crossing to identify any potential safety issues, as follows:

- Sight Lines:** Reserve Road has a straight alignment with a relatively gentle grade rising from Camberwell Road to Burke Road.
 We have reviewed the crossing sight distance (CSD), which for this particular crossing is approximately 74m. Whilst this distance is achieved on the north side of the road (due to the fully indented parking, CSD is not achieved on the south side of the road due to the on-street carparking on the approach side which is setback approximately 18m. There is a risk that approaching vehicles may not observe a child stepping onto the crossing and have adequate time to stop.
 CSD is a function of the crossing length and the speed environment. On this basis, a shortening of the crossing distance (i.e. through the provision of a kerb extension) reduces the CSD requirement. Furthermore, the provision of a kerb extension also improves the sight distance by repositioning a waiting pedestrian. Alternatively, on-street parking could be further restricted on the south side of the road to achieve the CSD requirement, however, this would require the removal of five (5) on-street parking spaces.
- Road Width & One-Way Configuration:** Reserve Road operates in a one-way configuration west of the Uniting Church carpark. Whilst one-way pavement arrows are provided at a number of locations along the length, the width of the road and the parking orientation (90 degrees on the north side) make the road appear capable of operating in a two-way configuration. It is noted that the traffic surveys undertaken on Reserve Road identified 9 vehicles travelling eastbound throughout the five (5) days surveys, against the current one-way restriction. It is impossible to know if the drivers deliberately or inadvertently travelled against the one-way restriction. However, a well designed kerb extension arrangement as discussed above, would assist in defining the one-way configuration and minimising the opportunities for vehicles to travel in the wrong direction.
- Crossing Facility Type:** School crossings are typically implemented where pedestrian volumes occur principally during school pick-up and drop-off times. Whilst a school crossing is still legally enforceable without a crossing supervisor (i.e. vehicle must give way to pedestrians when the flags are displayed), VicRoads Supplement to AS1742.10-2009 indicates that *'Flags shall only be displayed when school children are likely to be proceeding to and from school'*. This commentary infers that unsupervised crossings should not be used throughout the 'day' period.
 On Reserve Road there is a continual flow of pedestrians (students) throughout the day and the current arrangement gives no legal priority to the pedestrians outside of school pick-up and drop-off times. However, there is potential for children to believe that they have priority over vehicles at all times, given the existing crossing includes a 'yellow' pavement treatment on the crossing area. We are of the view that this ambiguity should be removed, with a conversion to permanent zebra crossing. This would clearly define pedestrian priority at all times, but also allow for supervision of the crossing during busy school pick-up / drop-off times.
- Speed Environment:** Reserve Road is subject to an existing posted speed zoning of 40km/h. However, we note that the existing road cross-section is relatively wide (approximately 8m) for the one-way configuration. Furthermore, no physical speed

Pedestrian Safety Investigation

Reserve Road, Camberwell

management devices are located along Reserve Road. Whilst no speed data has been provided by Council for this assessment, there is potential that vehicles could travel at speeds exceeding 40km/h (particularly outside of school pick-up and drop-off times when general activity and parking occupancies are lower).

Under the current 'Safe System' approach to road safety, the speed environment is a key tool which can be managed to improve road safety. The Safe System approach seeks to achieve speed environments where there is a low chance of serious injury or death. In the case of vehicle crashes with pedestrians, a speed of 20-30km/h generally represents an impact speed where serious injury and death are minimised.

Under the current regulatory environment, the minimum speed zoning for a local road is 40km/h (current Reserve Road speed zoning). To achieve a speed environment of 20-30km/h, physical speed management devices would be required. For pedestrian crossings this is typically best achieved by providing the crossing on a raised platform.

4.3. Existing Crash History

Council have provided a summary of the recent casualty crash history (VicRoads RCIS data) on Reserve Road for the most recent five (5) period between 1st January 2014 and 31st December 2018.

During this period, only one (1) casualty crash has occurred at the intersection of Camberwell Road and Reserve Road. This crash involved a vehicle turning right into Reserve Road failing to give-way to a motorcycle travelling along Camberwell Road.

No casualty crashes were on Reserve Road in the vicinity of the school crossing.

4.4. Justification for Road Closure Proposal

When pedestrian and vehicle volumes are low/moderate, the implementation of road closure on the public road network is typically only considered when all other mitigating options have been explored. This is due to the various impacts associated with road closures (loss of accessibility, transfer of traffic volumes, etc.).

Whilst our review of the existing crossing has identified a number of existing features that result in potential safety risks, there are a number of mitigating measures which could be explored to address these issues, including:

- Kerb extensions or removal of on-street parking on the south side of the road to improve sight lines at the crossing, reduce the pedestrian crossing distance and reduce the likelihood of vehicles travelling against the one-way restriction.
- Conversion to a zebra crossing to provide pedestrian priority at all times, whilst still allowing for supervision during school pick up / drop-off times.
- Provision of the crossing on a raised platform to reduce vehicle speeds to 20-30km/h, within the human tolerances for a vehicle / pedestrian crash.

In view of the above, we recommend that these options are explored prior to the consideration of a road closure for Reserve Road.

Pedestrian Safety Investigation

Reserve Road, Camberwell

5. Transport Impacts – Road Closure: Reserve Road

An indicative concept plan of a potential road closure option of Reserve Road is provided at Appendix A. A summary of the key features is as follows:

- A closure of Reserve Road from approximately 10m west of the existing school crossing to the eastern boundary of the primary school site.
- The closure separated Reserve Road into two sections, operating in a two-way configuration with access to Camberwell Road and Burke Road respectively.
- Parking is proposed to be provided in an angle configuration on both sides of the road. The concept plan shows a total of 42 angle parking spaces (loss of 37 on-street parking spaces compared to the existing conditions).
- A small section of parallel parking is shown in both sections, which we would expect to operate as short-term drop-off / pick-up parking.
- Each section includes a small 'court bowl' arrangement to facilitate vehicles turning around.

The following sections of the report reviews the likely impacts of the road closure proposal.

5.1. Traffic Redistribution

The road closure proposal seeks to introduce a full closure of Reserve Road, in the vicinity of the existing school crossing. This arrangement would result in separate 'eastern' and 'western' sections of Reserve Road.

For the purposes of this assessment, we have assumed that all vehicles currently using Reserve Road have a local destination (i.e. they would redistribute around the localised road network to access the western section of Reserve Road). Furthermore, we have assumed that vehicles currently using the two-way section in the vicinity of Camberwell Road (i.e. Uniting Church carpark) would continue to do so under the proposed arrangement.

Drivers wishing to use the 'eastern' section of Reserve Road would continue to enter via the Camberwell Road intersection, however, their exit movements would then also occur via the Camberwell Road intersection (rather than continuing along Reserve Road to Burke Road as per the current conditions).

Drivers wishing to use the 'western' section of Reserve Road would redistribute to access Reserve Road via the Burke Road intersection. Based on the surrounding road network, we would expect the following redistributions routes for vehicles using the 'western' section:

Vehicles Approaching from South / South-East:

- **Route A:** Via Camberwell Road, left turn at Camberwell Junction and left turn into Reserve Road.
- **Route B:** Via Camberwell Road / Inglesby Road, right turn into Burke Road and right turn into Reserve Road.
- **Route C:** Via Camberwell Road / Seymour Grove or Burke Road and right turn into Reserve Road.

Pedestrian Safety Investigation

Reserve Road, Camberwell

Vehicles Approaching from North / West / East:

- **Route D:** Via Camberwell Road / Burke Road or Riversdale Road via the junction and left turn into Reserve Road.

A summary diagram of the potential redistribution is shown in Figure 7 below.

We note that two (2) of the above routes (Route B and Route C) would require right turn movements from the existing tram tracks on Burke Road. Under the current one-way arrangement, no entry movements occur at the Burke Road intersection. On this basis, these right turn movements from Burke Road into Reserve Road could result in new delays to trams. On this basis, it is possible that PTV / Yarra Trams may raise concerns with the right turn movements.

In view of the above, we have reviewed a conservative approach, where a left in only restriction would be applied at Burke Road / Reserve Road. Under this arrangement, vehicles approaching from the south or south-east could only access the 'western' section of Reserve Road via Route A. Given that this route drives past the 'eastern' section of Reserve Road, we would expect the 'eastern' section to be more convenient from an access perspective and attract a greater share of vehicles than the 'western' section. Furthermore, we would expect the existing 'No Right Turn – School Times' restriction for movements out of Reserve Road to be maintained. This further limits access to the 'western' section and continues to make the 'eastern' section more desirable.

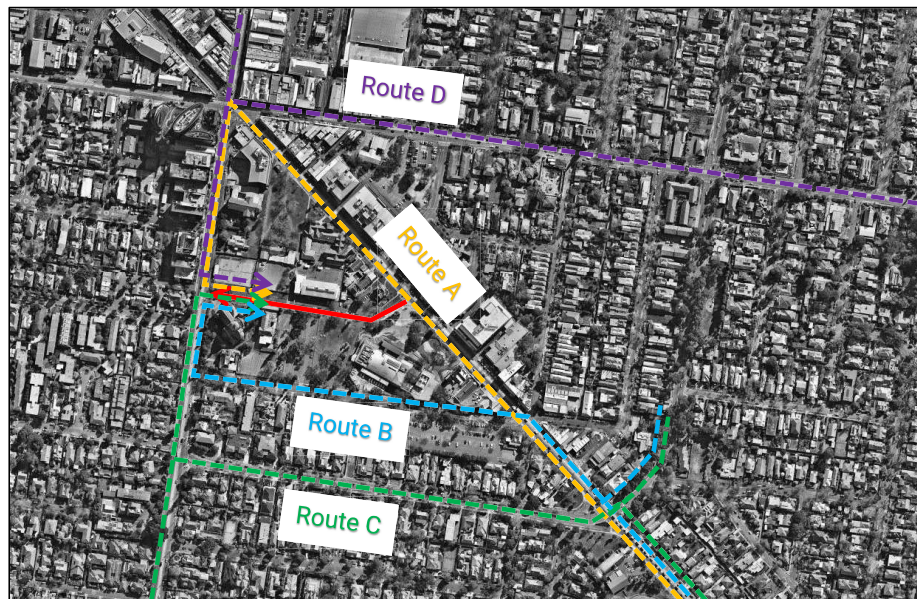


Figure 7: Reserve Road – Traffic Re-Distribution

From an overall traffic volume perspective, Reserve Road currently caters for the following peak hour movements:

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15

Pedestrian Safety Investigation

Reserve Road, Camberwell

- **AM Peak (8:30am-9:30am)** – 153 vehicles/hour
- **PM Peak (3:00pm-4:00pm)** – 117 vehicles/hour

Whilst we note that a large portion of the above peak hour volumes occur in the 30 minutes at each school time, the overall peak volumes are relatively low. Given the multiple access routes and origins / destinations, we don't expect any significant capacity constraints on the broader road network from the proposed road closure arrangement. In any event, we note that the local road network in the Camberwell area is typically already congested during the peak hours.

5.2. School Pick-Up / Drop-Off Period

The proposed arrangement, fragments Reserve Road into two (2) sections. As outlined previously, we expect that the 'eastern' section would be more popular given its superior accessibility to the wider road network.

Under the current configuration, observations indicate that the school pick-up / drop-off arrangements operate relatively well. In particular, the existing one-way arrangement allows for vehicles to pass any stationary vehicles on Reserve Road (given the existing wide carriageway width).

A key limitation of the proposed closure is potential impact to traffic flow, if drivers choose to double park or wait on the carriageway for their children. Given the arrangement requires two-way flow, there won't be sufficient width for stationary vehicles to be passed. This has the potential to break down traffic flow during peak school times and lead to queues extending back to Camberwell Road or Burke Road.

5.3. Design of Proposed Road Closure

The proposed concept plan shows a carriageway with angle parking on both sides, leading to a court bowl arrangement to facilitate vehicle turns.

The following indicative dimensions would be required for this type of arrangement:

- Footpath (north side) – 2m (school area)
- Angle Parking (north side) – 5.2m (45-degree parking, high turnover)
- Carriageway – 7m (two-way flow, allowing for angle parking accessibility)
- Angle Parking (south side) – 5.2m (45-degree parking, high turnover)
- Footpath (south side) – 2m (school area)
- **TOTAL – 21.7m**

The existing road reserve along Reserve Road is approximately 20m wide, therefore the proposed configuration in the road closure concept plan can't be achieved. In order to achieve a cross-section within the available road reserve, parking on one side of the road would need to be provided in a parallel arrangement rather than 45 degrees. This would also allow for wider footpath on each side, which is desirable for a high pedestrian activity area in the vicinity of a school:

Pedestrian Safety Investigation

Reserve Road, Camberwell

- Footpath (north side) – 2.75m (school area)
- Angle Parking (north side) – 5.2m (45-degree parking, high turnover)
- Carriageway – 7m (two-way flow, allowing for angle parking accessibility)
- Parallel Parking (south side) – 2.3m
- Footpath (south side) – 2.75m (school area)
- **TOTAL – 20.0m**

We note that the other key limitation with the proposed design is the provision of the court bowl arrangement. We note in new subdivisions, court bowls are typically provided with a radius of 10.5m (21m diameter) to generally accommodate the swept path of a service vehicle. Given the 20m road reserve, this approach couldn't be accommodated on Reserve Road. On this basis, the proposed court bowl arrangement could be a maximum of 8m radius (16m diameter), to maintain 2m footpath on each side of the road. A court bowl of this size could accommodate standard vehicles (B99 has a turn radius of 6.3m), however, it could not accommodate service vehicles.

5.4. Larger Vehicles

The existing configuration allows for access along Reserve Road for larger vehicles. Whilst we are not aware of current service vehicle arrangements, we would expect the following general movements:

- Waste collection (Council and/or private collection).
- Deliveries.
- Bus / Coach (school excursions, camps, etc.).

As discussed above, the proposed court bowl arrangement would not be suitable to cater for these vehicles. On this basis alternative arrangements would need to be developed, including potential movement of these operations to Camberwell Road / Burke Road or provision of on-site arrangements.

5.5. Carparking

As outlined in Section 5.3, due to limitation in the existing road reserve, carparking can only be provided in an angle arrangement on one side of the road and a parallel arrangement on the other side of the road. Based on the general length of parking shown on the concept plan, this would allow for the following indicative carpark supply:

- 'Eastern' Section - 22 spaces
- 'Western' Section - 22 spaces
- **TOTAL – 44 spaces**

The existing carparking supply along Reserve Road is 79 spaces, which represents a loss of 35 spaces in the proposed configuration. As outlined previously, the existing on-street parking spaces along Reserve Road fill to capacity during the school pick-up period and the loss of parking would therefore be significant.

Pedestrian Safety Investigation

Reserve Road, Camberwell

Parking in the broader Camberwell area is typically in high demand, with limited spare capacity for additional parking. Whilst we can't definitively identify the exact locations where the displaced parking demands may redistribute to, we would expect parking to occur in the areas away from the Activity Centre. This would include Burke Road (south of Reserve Road), Camberwell Road (south-east of Reserve Road) and Inglesby Road. It is also possible that Campbell Road and the Butler Street carpark may be attractive, given the existing pedestrian signals crossing Burke Road and Camberwell Road in the vicinity of the school.

5.6. Summary of Transport Impacts

Based on our review of the potential road closure option for Reserve Road, the following key transport impacts have been identified:

- The separation of Reserve Road into two (2) sections will result in a traffic redistribution. Whilst the redistributed traffic volumes are unlikely to result in capacity issues on the broader road network, we expect the 'eastern' section to be more desirable than the 'western' section due to vehicle accessibility.
- The likely higher traffic volumes in the 'eastern' section could lead to a break down in traffic flow, given the narrower road cross-section and the need to maintain two-way traffic flow.
- The proposed design incorporating angle parking on both sides of the road, won't fit within the existing road reserve. On this basis, parking on one side of the road would need to be reconfigured to parallel to fit within the existing road reserve.
- The proposed court bowl arrangement could only be provided with a radius of 8m, to ensure that footpaths are maintained on both sides of the road. This limits access for larger vehicles (i.e. service, waste collection, school buses / coaches) and therefore alternative access arrangements would need to be developed.
- Based on the modified layout with angle parking on one side of the road and parallel parking on the other side of the road, the proposed layout could achieve approximately 47 carparking spaces. This represents a loss of 35 spaces compared to the existing conditions. We would expect this parking demands to be redistributed through the surrounding road network, most likely in the areas away from the Camberwell Activity Centre (where existing parking demands are likely to be lower).

Pedestrian Safety Investigation

Reserve Road, Camberwell

6. Conclusions

Based on our assessment of the existing school crossing on Reserve Road, Camberwell and the review of the transport impact associated with a potential road closure, we are of the opinion that:

- The traffic volumes and pedestrian volumes on Reserve Road generally peak at school pick-up / drop off times. However, during these periods the existing school crossing is supervised, resulting in a low risk environment.
- Outside of peak times, throughout the 'day' period, pedestrian and vehicle volumes are much lower. However, the crossing is unsupervised at this time, which does result the potential for pedestrian and vehicle interaction.
- A review of the existing crossing configuration identified a number of potential safety issues including limited sight lines, a wide road cross-section, potential confusion of priority outside of the supervised times and potential for vehicles to travel at or above the speed zoning (40km/h).
- Whilst the above issues represent potential safety risks, these could be addressed through kerb extensions, conversion to a zebra crossing and provision of the crossing on a raised platform. We recommend that these options are explored prior to the consideration of a road closure for Reserve Road.
- This is further supported by a review of the proposed road closure configuration, that has identified a number of potential issues including:
 - The 'eastern' section is likely to be more desirable than the 'western' section, which could lead to a break down in traffic flow, given the narrower road cross-section and the need to maintain two-way traffic flow.
 - The proposed design incorporating angle parking on both sides of the road won't fit within the existing road reserve. On this basis, parking on one side of the road would need to be reconfigured to parallel, which could achieve approximately 47 carparking spaces. This represents a loss of 35 spaces compared to the existing conditions.
 - The proposed court bowl arrangement could only be provided with a radius of 8m, which limits access for larger vehicles.

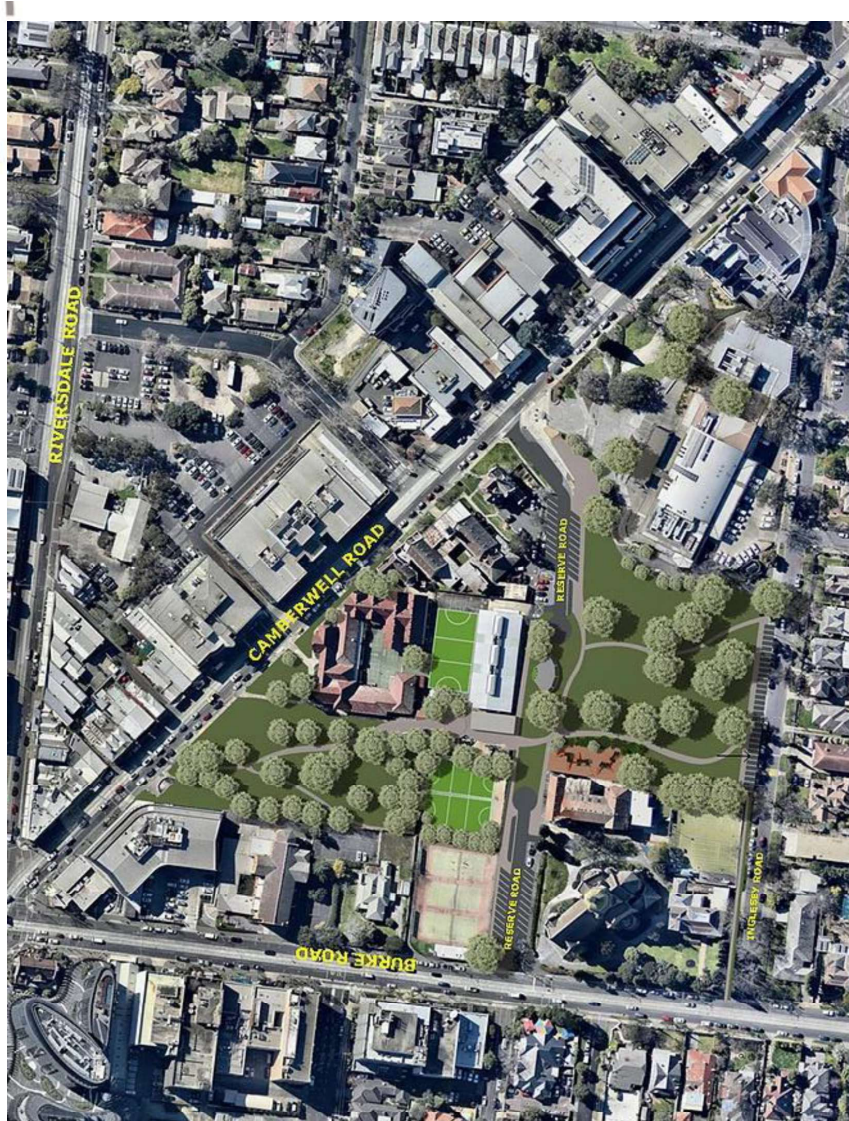


Appendix A

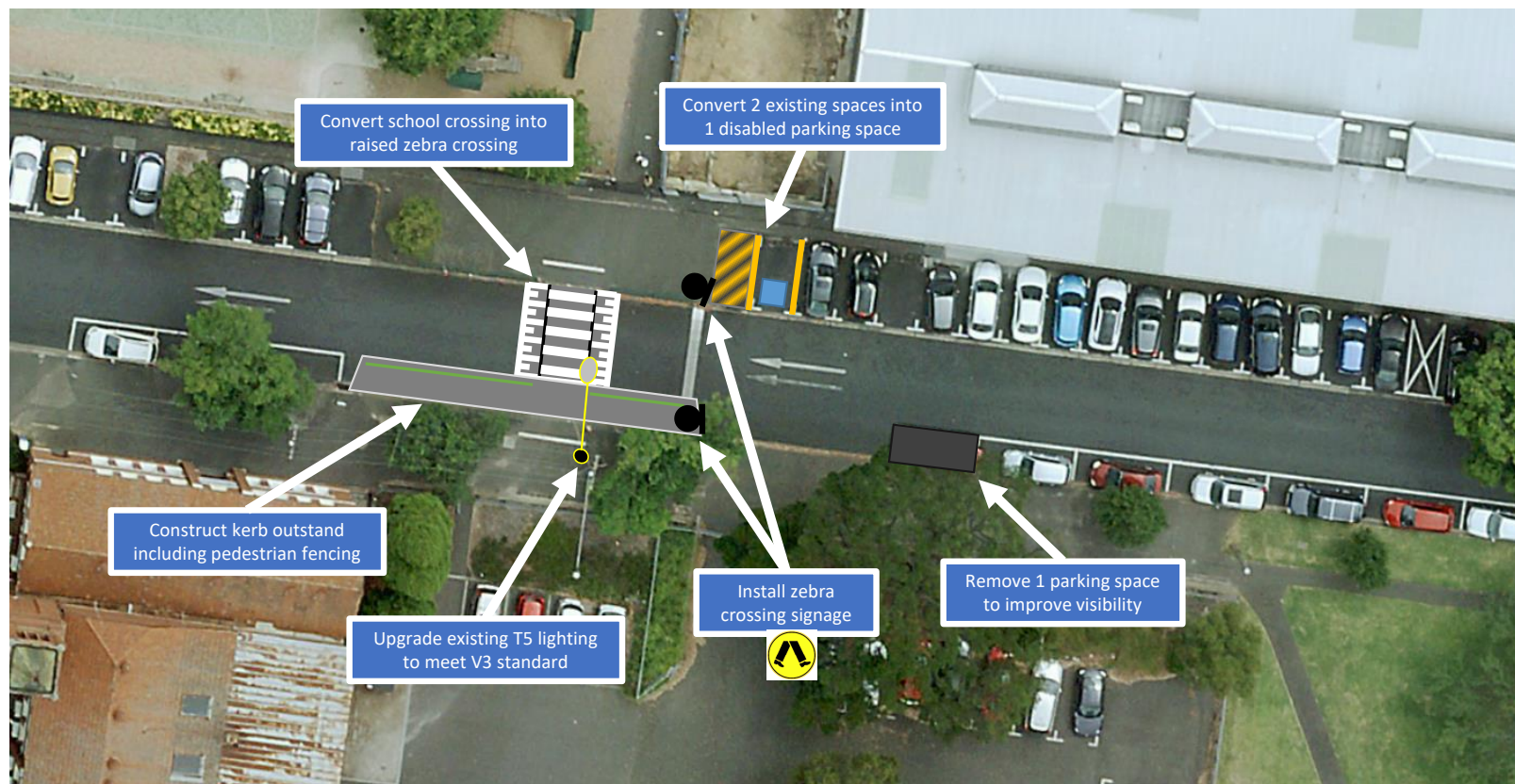
Potential Road Closure – Concept Plan

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Reserve Road Zebra Crossing – Schematic Plan





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Shiran Wickramasinghe
Director, Urban Living
City of Boroondara
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Dear Mr Wickramasinghe

Thank you for your correspondence of 20 May 2021 regarding the Reserve Road car park in Camberwell.

It is noted that Boroondara City Council (the Council) has requested additional information to consider and formally respond to the Victorian School Building Authority's (VSBA) proposal to re-reserve Crown Allotment 113C and redevelop Crown Allotment 113C and part Crown Allotment 113D, as detailed in the correspondence dated 8 September 2020 and 29 April 2021.

The VSBA can advise that the 2020–21 State Budget allocated \$709,000 to Camberwell Primary School to deliver a new sensory garden and landscaping across the current Reserve Road car park located on Crown Allotment 113C and part Crown Allotment 113D. An additional \$1.056 million was provided in April 2021, bringing the total allocation to \$1.765 million, to ensure the success of the project.

The proposal is that the land would be used by Camberwell Primary School during school hours and open to the public outside-of-school hours, resulting in a benefit for both the school and the wider community. The Camberwell Primary School project is unable to proceed without the Council support to relinquish control over Crown Allotment 113C to enable the land to be re-reserved for education purposes.

The re-reservation process, due diligence assessments, concept design, and shared-use discussions will be advanced by the VSBA upon Council's agreement to the proposed re-reservation of this land.

The VSBA can assist should any further information be required. The VSBA would appreciate the Council's formal response at its earliest opportunity following the July 2021 Council meeting.

If you would like further information, you may contact Ms Sue Lim, Manager Land Acquisition, Property Unit, VSBA, Department of Education and Training, on (03) 7022 2657 or by email: sue.lim@education.vic.gov.au.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Tom', enclosed within a thin black rectangular border.

Tom Kirkland

Acting Chief Executive Officer
Victorian School Building Authority
11/06/2021