

## 7.2 Serpells Lane Strategic Property Project

### Executive Summary

#### Purpose

The purpose of this report is to seek a resolution of Council to proceed with a strategic property project involving the rezoning and sale of Council owned land at 399 Burwood Road, Hawthorn, also known as the Serpells Lane car park. The report also establishes project objectives to guide the future development of the site and outlines the key stages and processes involved with delivering this project.

#### Background

Serpells Lane car park is an at-grade car park accessed from Burwood Road, Hawthorn. It provides a total of 89 car spaces including two disabled spaces, three loading zone spaces and one Flexi-car space. The car park is owned and maintained by Council, and currently offers free un-metered parking. Although most of the parking spaces are limited to 3 hours (during business hours), recent parking surveys show it is predominantly used for longer term parking by Swinburne University students and staff.

#### Key Issues

The current use of the site as a car park is considered an underutilisation of the land as envisaged by the adopted Glenferrie Structure Plan (2011). Student parking is available within the Swinburne multi-deck car park nearby. Provision of student car parking is not a responsibility of Council. The Draft Glenferrie Place Plan also proposes to provide alternative car parking facilities at sites that better align with the needs of local traders, rendering Serpells Lane surplus to parking requirements.

This presents a strategic property opportunity that can generate additional funding to deliver key projects and initiatives throughout the municipality that will benefit the Boroondara community, including those detailed in the draft Glenferrie Place Plan.

To ensure a positive outcome is achieved for the community, it will be important for the Serpells Lane Strategic Property Project to be guided by the following objectives for the future of the site:

- Enables a high quality, integrated development that responds to site features and constraints and is consistent with the Glenferrie Structure Plan and Boroondara Planning Scheme.
- Creates a positive interface with adjacent public realm, considering issues of safety and surveillance.
- Achieves the optimal commercial return for the land to enable investment in new projects to the benefit of the Boroondara Community.

To proceed with this strategic property project, Council needs to carry out a planning scheme amendment to rezone the land from the current Public Use Zone 6. Council will also need to issue a notice of intention to sell and follow due process in taking the property to market. The formal transfer of land can be completed over a period of approximately 18 months, and the future owner can then pursue the redevelopment of the site, which will need to fully accord with Council's planning scheme.

### Next Steps

Officers recommend that Council resolve to commence with the Serpells Lane Strategic Property Project, including the planning scheme amendment process to rezone the land, and the commencement of sale of the land notification for 399 Burwood Road, Hawthorn at the appropriate time.

Officers will provide further reports to Council as these processes progress.

## **Officers' recommendation**

That the Council resolve to:

1. Commence the Serpells Lane Strategic Property Project, including the rezoning and sale of the land at 399 Burwood Road, Hawthorn.
2. Establish the following project objectives to guide the future outcomes on the Serpells Lane site:
  - Enables a high quality, integrated development that responds to site features and constraints and is consistent with the Glenferrie Structure Plan and Boroondara Planning Scheme.
  - Creates a positive interface with adjacent public realm, considering issues of safety and surveillance.
  - Achieves the optimal commercial return for the land to enable investment in new projects to the benefit of the Boroondara Community.

## **Planning Scheme Amendment**

3. Write to the Minister for Planning to request authorisation to prepare an amendment to the Boroondara Planning Scheme in accordance with Section 4B and 8A(4) of the *Planning and Environment Act 1987* to rezone land at 399 Burwood Road, Hawthorn from PUZ6 to C1Z.
4. Following receipt of authorisation from the Minister for Planning, exhibit the amendment in accordance with Section 19 of the *Planning and Environment Act 1987*.
5. Authorise the Director Urban Living to undertake administrative changes to the amendment that do not change the intent of the amendment or any changes required under the Minister for Planning's Authorisation prior to the commencement of exhibition.

## **Sale of Land**

6. Undertake further site investigations and other preparations to enable a future sale of the land.
7. Acting under section 114 of the Local Government Act 2020:
  - a. Commence the statutory procedures to sell the land at 399 Burwood Road, Hawthorn known as Serpells Lane car park.
  - b. Give notice of Council's intention to sell the land inviting submissions on the proposal.

- c. If any submissions are received following publication of the notice of intention to sell the land, note that a further report will be presented to a future meeting of the Services Delegated Committee of Council to enable consideration of submissions and for a decision on whether or not to proceed with the sale of the land.
  - d. If no submissions are received following publication of the notice of intention to sell the land, note that a further report will be presented to a future meeting of Council for a decision on whether or not to proceed with the sale of the land.
- 8. Obtain from a person who holds the qualifications or experience specified under section 13DA(2) of the **Valuation of Land Act 1960** a valuation of the land which is made not more than 6 months prior to the sale.

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**Responsible director:**     **Scott Walker, Director Urban Living**

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## **1. Purpose**

The purpose of this report is to seek a resolution from Council to:

1. Commence the Serpells Lane Strategic Property Project, including the rezoning and sale of the land at 399 Burwood Road, Hawthorn.
2. Establish project objectives that will guide the future outcomes on the Serpells Lane site.
3. Request that the Minister for Planning authorise Council to prepare and exhibit an amendment to rezone the land at 399 Burwood Road, Hawthorn from PUZ6 to C1Z.
4. Undertake site investigations and other preparations to enable a future sale of the land.
5. Commence the statutory process for the sale of the land at the appropriate time.

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

### **Boroondara Community Plan**

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.

The sale and subsequent redevelopment of the subject site will support the following strategic objectives of the Community Plan through the generation of additional funding to implement the Draft Glenferrie Place Plan:

- **Strategic Objective 6:** *A vibrant local economy and shops that are accessible, attractive and a centre of community life.* Specifically, the sale of the land has the potential to implement the following strategy:
  - **Strategy 6.2** - *Promote and encourage businesses of the future to Boroondara with a focus on new technology and innovation to meet changing employment needs.*
- **Strategic Objective 7:** *Ensure that ethical, financial and socially responsible decision making reflects community needs and are based on principles of accountability, transparency, responsiveness and consultation.* Specifically, the sale of the land has the potential to implement the following strategy:
  - **Strategy 7.2** - *Ensure transparent decision-making through open governance processes.*

### **Boroondara Planning Scheme**

The amendment is consistent with Council's Municipal Planning Strategy, in particular:

- Clause 02.03-1 Settlement - Ensure major activity centres, neighbourhood centres, local centres and commercial corridors retain a commercial focus with regard to land use and built form outcomes.

The amendment is consistent with the Planning Policy Framework and Council's Hawthorn–Glenferrie Road Major Activity Centre Policy (Clause 11.03-1L-02) strategy to ensure use and development makes the best use of available land and provides opportunities for additional retail, commercial or housing.

### 3. Background

Serpells Lane car park is a Council-owned, at-grade car park, located at 399 Burwood Road, Hawthorn. A description of the subject site and a summary of current planning controls is included at **Attachment 1**.

#### Investigation of Titles and Easements

A property investigation of the site, including titles and easements affecting the site has been undertaken. The site is made up of six titles and burdened by four easements.

A summary of these findings is included in **Attachment 2**.

The land is subject to a number of easements, including a 0.91m wide Telstra easement running north-south across the western portion of the site. This easement contains and provides access to Telstra assets, and access to this easement may need to be maintained by any future development. This easement may have some impact on the land value although appropriate redevelopment of the site is still achievable.

#### Parking survey

Parking occupancy and duration of stay surveys was carried out in the car park on Thursday 10 March 2022.

The survey found that the car park was operating near capacity between 9am and 7pm, with occupancy rates fluctuating between 85% and 95% with higher demand for longer term parking spaces.

Reviewing the data against car parks across the Glenferrie Precinct and other activity centres in Boroondara, it is evident that the Serpells Lane car park does not predominantly cater for local shoppers and is instead overwhelmingly utilised by Swinburne University staff and students.

The Swinburne University public car park facility on Wakefield Street has experienced a downturn in occupancy following the COVID pandemic and parking capacity is understood to be available to cater to any potential displacement of demand from Serpells Lane.

A summary of the parking survey findings is included at **Attachment 3**. Further car parking reviews and analysis can be undertaken as part of the further detailed site investigation work in preparation for the formal statutory notification processes associated with the land sale.

### **Glenferrie Place Plan**

The draft Glenferrie Place Plan (GPP) identifies a range of improvements to the shopping precinct, including new public parking facilities to be provided at the Liddiard Street site and also at the Kent Street site (Hawthorn Arts Centre). These sites are considered to better align with the needs of local traders and visitors to the Glenferrie precinct. Although Federal Government funding has been withdrawn for commuter parking, additional short-term parking can still be provided on the Liddiard Street site in the future if considered appropriate and necessary. Revised parking solutions for the Glenferrie precinct will be prepared and presented to Councillors for consideration in late 2022.

## **4. Outline of key issues/options**

This Strategic Property Project, including the rezoning and sale of the Serpells Lane site, involves consideration of the following key issues:

- Strategic guidance for the future use of the site.
- Zoning considerations.
- Project objectives.
- Broader community benefits.
- The need for public car parking on this site.
- The land sale process & timeframes.

### **Strategic guidance for the future use of the site**

#### *Glenferrie Structure Plan*

Adopted in 2010, the Glenferrie Structure Plan (GSP) establishes the strategic land use and development objectives for the Glenferrie Activity Centre, including the subject site.

The GSP at the time identified the subject site as a location for long-term parking to service the needs of the University and local commuters. However, the GSP also identifies the opportunity to provide a mixed-use development outcome for the site, incorporating a mix of residential, retail and office uses as well as a potential multi-deck car park.

The Serpells Lane site is included in Area 2 - Glenferrie and Burwood Roads Mixed Use of the GSP which provides the following guidance for development in this area:

1. Maintain the mixed use nature of this area, which includes offices, retail, food outlets, residential and community or cultural facilities.
2. Encourage the development of underused land, such as surface car parks or sites containing single storey buildings, for mixed use development that includes office or retail at the ground level (as appropriate to the location), office or residential uses above and underground or internal deck car parking.

3. Promote mixed use development on these sites that includes either retail or commercial uses at the ground level with commercial or residential uses above.

It is considered that the current use of the land as an at-grade car park is an under-utilisation of the site.

#### *Design and Development Overlay Schedule 15*

The built form guidelines set out in the adopted GSP (including preferred maximum building heights and setbacks) are incorporated into the Boroondara Planning Scheme through Design and Development Overlay Schedule 15 (DDO15).

The site falls predominately in the High Scale Cluster, which allows for building heights of up to 42.5 metres.

#### *Planning controls for future development*

The Boroondara Planning Scheme contains appropriate planning guidance to ensure that any future development of the Serpells Lane site will achieve an outcome that is suitable to its site constraints and urban context. The planning scheme will require any development of the site to deliver the following key outcomes:

- Development heights and setbacks that protect the amenity of any adjoining residential properties.
- Land uses that are suitable for this location and contribute positively to the overall vitality and viability of the Glenferrie Major Activity Centre.
- Provides well-designed building interfaces to adjoining streets, footpaths and public spaces and considers issues of safety and surveillance.

**Attachment 1** provides a summary of the relevant planning controls.

#### **Zoning considerations**

As detailed in **Attachment 1**, the site is currently within the Public Use Zone 6 (PUZ6) which identifies public land reserved for public utility or community services and facilities. Prior to the sale of the land, the property should be rezoned to a more suitable zone to facilitate future redevelopment and reflect the change from public ownership.

Based on the policy direction set out in relevant strategies and planning controls above, it is considered that the Commercial 1 Zone (C1Z) is the most appropriate zone to achieve these outcomes. Rezoning to C1Z would ensure consistency with the surrounding commercial properties, and also allow for the development of the land in accordance with the directions of the GSP.

The C1Z allows for a diversity of land uses, including retail, office & residential, and is consistent with the site's location at the heart of a Major Activity Centre. Given its location and the GSP guidance to accommodate mixed use developments, it is considered that a residential zoning would not be appropriate for the site.

Height controls for the site are set through the Design and Development Overlay (DDO16) that currently applies. The maximum height for this area is 42.5 metres. It is not proposed to modify DDO16 as part of this process.

### **Project objectives**

To ensure a positive outcome is achieved for the community, it will be important for the Serpells Lane Strategic Property Project to be guided by the following objectives for the future of the site:

- Enables a high quality, integrated development that responds to site features and constraints and is consistent with the Glenferrie Structure Plan and Boroondara Planning Scheme.
- Creates a positive interface with adjacent public realm, considering issues of safety and surveillance.
- Achieves the optimal commercial return for the land to enable investment in new projects to the benefit of the Boroondara Community.

### **Community benefits**

The sale of this land can generate additional funding to deliver key projects that will benefit the Boroondara community, without placing additional demands on Council's budget.

The project will generate broader benefits to the Glenferrie centre by enabling Council to deliver on the vision set out in the draft (GPP) and also deliver key project identified in the draft Glenferrie Place Plan.

In addition, the redevelopment of the underutilised site within a major activity centre will contribute to the overall vitality and prosperity of the centre.

### **The need for public car parking on this site**

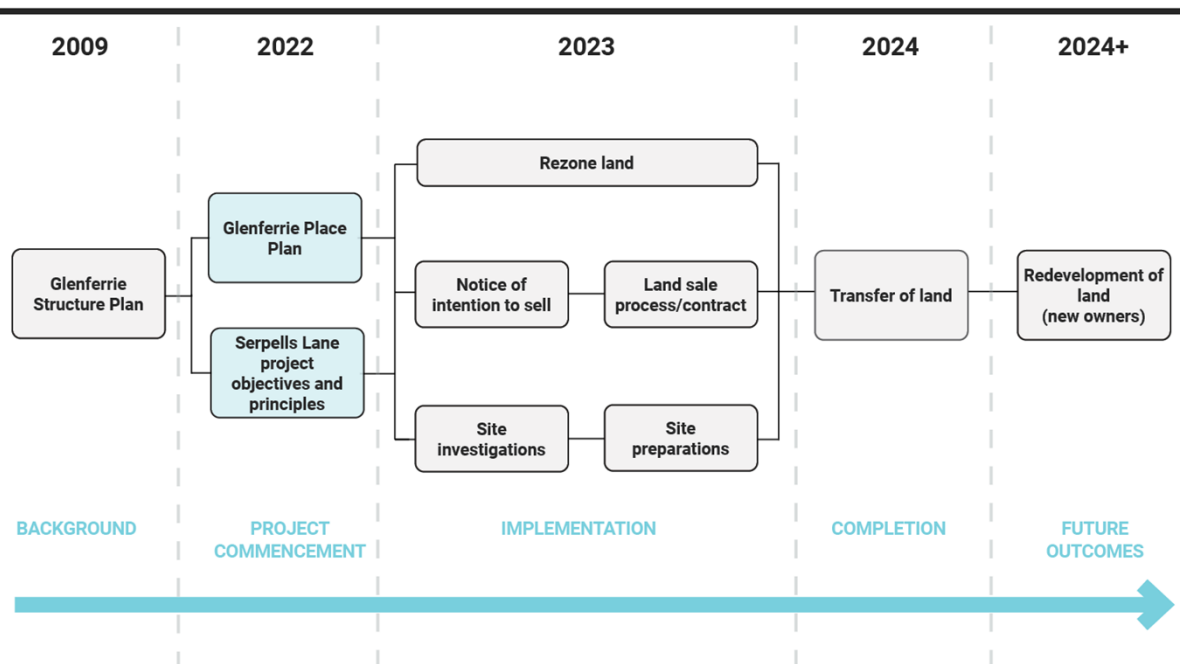
Parking surveys of the Serpells Lane car park have found patterns of usage that reflect longer term parking demands from university students and staff as well as other workers in the precinct. The patterns of use do not reflect the short-term parking associated with shoppers and visitors to the centre. The priority for Council owned parking is to support the Glenferrie centre and its visitors with short term & high turnover parking that generates a higher economic benefit for the wider community. Swinburne's own paid public parking facility is considered a more appropriate means to cater for the university's parking needs.

The draft GPP proposes to deliver new short-term car parking facilities at other locations in the centre that are better suited to supporting the shorter-term parking needs of local traders, community facilities and centre visitors. It is not considered necessary to replace the existing public parking spaces provided on the Serpells Lane site as part of any future redevelopment of the site.

### **Land sale process and timeline**

To optimise the commercial return and to ensure due process is undertaken in the sale of a public asset Council will need to undertake certain steps and investigations. The diagram below (**Attachment 4**) provides an overview of the proposed process and timeline for the sale of the Serpells Lane site.



**SERPELLS LANE CAR PARK - PROJECT DISPOSAL PROCESS**

The objectives and context of the Serpells Lane site has been established by the adopted Glenferrie Structure Plan and Draft Glenferrie Place Plan. This timeline outlines the proposed process over future years to sell the site and generate revenue to reinvest into the wider precinct and municipality.

In order to unlock the sites value and ensure alignment with the intent of the Glenferrie Structure Plan, a land rezoning will need to take place via a planning scheme amendment process, which may take 12-18 months or potentially longer.

In conjunction with this rezoning process, Council can commence with issuing a notice of intention to sell and follow due process in taking the property to market.

For any sale of property, Council must comply with the obligations set under section 114 of the Local Government Act 2020. The procedures under section 114 of the *Local Government Act 2020* require that Council publish a 'notice of its intention to sell the Land' on Council's internet site and undertake a community engagement process in accordance with its community engagement policy.

In order to provide a mechanism for feedback from interested parties as part of Council's community engagement process, Council should invite both written and verbal submissions on the proposal. Submitters may request to be heard by Council or a committee of Council prior to a decision being made to proceed or otherwise with the proposal.

If any submissions are received, a further report will be presented to a future meeting of the Services Delegated Committee of Council to enable the consideration of any submissions and for a decision on whether or not to sell the land. Council is not obliged to sell the land but if it chooses to do so the method of sale can be decided at that time.

Also, in conjunction with the above, Council can undertake the appropriate site investigations (such as geotechnical assessments and further detailed car parking analysis) and preparations for transfer of the land from public ownership to a new owner.

Once the above steps are complete, the formal transfer of land can be completed. This is estimated to occur in late 2023 or early 2024. The future owner can then pursue the redevelopment of the site, which will need to fully accord with Council's planning scheme.

### **Recommendation**

Given the above, it is recommended that Council resolve to commence the Serpells Lane Strategic Property Project, including the rezoning and sale of the land at 399 Burwood Road, Hawthorn, in accordance with the process and timeline set out above.

It is also recommended that the Council resolve to write to the Minister for Planning seeking authorisation to prepare and exhibit a planning scheme amendment to rezone the land from PUZ6 to C1Z.

## **5. Consultation/communication**

Owners and occupiers of affected properties will be notified as part of the statutory planning scheme amendment process, and will be given the opportunity to lodge submissions to the proposed rezoning and sale of land process at the appropriate time. Any submitters to the Planning Scheme Amendment will also be given the opportunity to present their submission to an independent planning panel.

## **6. Financial and resource implications**

The financial and resource implications of some steps in the process, such as any site preparation works, may require a dedicated priority budget bid in a future financial year.

Costs associated with the planning scheme amendment process will be covered by the Strategic and Statutory Planning Department's operational budget.

## **7. Governance issues**

The officers responsible for this report have no direct or indirect interests requiring disclosure.

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**

Officers consider that the Serpells Lane Strategic Property Project will allow Council to realise a positive social and environmental outcome, through the provision of additional community and other uses.

**Manager:** David Cowan, Manager Strategic and Statutory Planning

**Report officer:** Nick Brennan, Senior Strategic Planner

### 399 Burwood Road, Hawthorn (Serpells Lane car park)

#### Site description and planning controls

Serpells Lane car park (Figure 1. **Subject site (location and zoning)**) has a street address at 399 Burwood Road, Hawthorn but has limited visibility from Burwood Road and is accessed via Serpells Lane. The site is situated directly south of the Glenferrie train station in the Glenferrie Activity Centre.

The subject site is in the Public Use Zone 6 (PUZ6) which identifies public land reserved for public utility or community services and facilities. The site is also subject to Design and Development Overlay Schedule 15 (DDO15). DDO15 specifies a discretionary maximum height limit of 42.5 metres for the site.

The site is 2,950 square metres in area, excluding the access road. It is currently occupied by an at-grade car park providing 89 car spaces. This includes two disabled spaces, three loading zone spaces and one Flexi-car space. The public parking spaces comprise:

- Three 2-hour restricted spaces (9.00am - 5.30pm Monday to Friday, 9.00am - 12.30pm Saturday).
- Eighty 3-hour restricted spaces (9.00am - 5.30pm Monday to Friday, 9.00am - 12.30pm Saturday).

The parking is predominately used by Swinburne University students, staff and visitors.

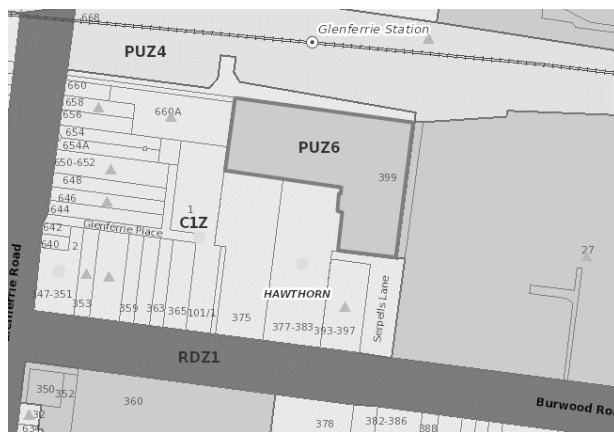


Figure 1. Subject site (location and zoning)

#### Immediate environs - Glenferrie Activity Centre

The subject site is situated within the Glenferrie Activity Centre and forms part of a network of at-grade public car parks in the vicinity, including the Linda Crescent and Park Street car parks.

### *Zones*

To the west and south of the site, all properties east of Glenferrie Road, fronting the northern side of Burwood Road are included in the Commercial 1 Zone, consistent with the retail and commercial uses that occupy these premises.

To the east, properties owned by Swinburne University are within the Public Use Zone 2, reflecting the use as an education facility.

To the north, land occupied by the rail reserve is within the Public Use Zone 4, reflecting use for transport purposes.

### *Overlays*

The subject site and all surrounding land are included in DDO15 which specifies discretionary height limits ranging between 18 and 42.5 metres.

Surrounding properties in the C1Z are also included in the Parking Overlay Schedule 1 (PO1) which specifies the full complement of parking normally required under the State Car Parking Policy (Clause 52.06 of the Boroondara Planning Scheme) for 'dwelling' and 'office' uses should be provided, or a dispensation planning permit acquired.

### **Serpells Lane**

Serpells Lane functions as a local street under Council's management. It is a two-way road aligned in a north-south direction, configured with one traffic lane in each direction. The road carriageway is 8.9 metres wide, set within a 13.4 metre road reserve. Footpaths provide access from Burwood Road to the Serpells Lane car park, Swinburne University and through to Glenferrie Station.

### **Parking and access arrangements for immediately adjoining private properties**

The following private properties maintain vehicular or pedestrian access from Serpells Lane:

- 393-397 Burwood Road, Hawthorn
- 377-383 Burwood Road, Hawthorn
- 1 Glenferrie Place, Hawthorn; and
- 660A Glenferrie Road, Hawthorn.

Serpells Lane also experiences a high volume of pedestrian traffic to and from Glenferrie Railway Station.

Officers note a 3.66 metre wide lane extends along the southern boundary of the car park (Figure 2) providing vehicular access to the rear of the Barrett Apartments at 377-383 Burwood Road, Hawthorn. This accessway will need to be maintained by any future development.



Figure 2. Vehicle access to Barrett Apartments (indicated by small arrow)

**Easements affecting the titles to the subject property**

A due diligence advice of all title matters was undertaken by Maddocks in 2010 and revealed there are six Certificates of Title and four easements burdening the site. Most of these easements are on the periphery of the site except a 0.91m wide Telecom Easement running north-south across the western portion of the site, where it abuts 660A Glenferrie Road, Hawthorn.

The car park also immediately adjoins the Swinburne Right of Way located to the east. The Right of Way is subject to registered easements of carriageway and constitutes a road within the meaning of the *Local Government Act 1989*.

Legal advice sought in 2014 regarding Telstra assets in the vicinity of the subject site reveal that:

*Telstra enjoys the power to install, inspect and maintain assets within the Council Land that are outside the Easement, provided that those assets constitute a facility for the purposes of a carriageway service within the meaning of the Telecommunications Act 1997.*

The advice further states that:

*...Telstra has a responsibility to provide Council with accurate information as to the exact type and location of facilities which Telstra has installed within the Council land and any requirements which Telstra requires Council to observe in respect of its facilities.*

**Public Purpose Trust**

Further Legal advice obtained from Maddocks in 2019, identified Council may have purchased part of the car park in the 1960s through a special rate levied on traders in Glenferrie Road, Hawthorn. As such, the traders may have a proprietary interest in part of the car park. Maddocks has advised that where land is purchased with the proceeds of a special rate, charge or levy, it is likely that the land is subject to a public purpose trust. There may be some legal risk, if Council were to sell the land without providing replacement car parking in the general vicinity of the subject site, although there may be some latitude to Council in nominating the location and quantum of replacement car parking.

Officers also note that of the six titles which comprise the subject property, only one title (being Volume 6331 Folio 101) was purchased by the City of Hawthorn in the late 1960's. There are no parking spaces within this parcel as it covers the Serpells Lane accessway. Council was registered as proprietor of that title on 11 April 1968. The remaining titles comprising the subject property have been in Council's ownership or its predecessor since 1938 or earlier.

In the event Council decides to proceed with the sale of the land, further legal advice will be required to address the matters raised above.

The Serpells Lane off-street car park is located immediately south of Glenferrie Station, with a single entry and exit point via Burwood Road to the south. Swinburne University campus buildings and facilities are located next to the car park and also spread across both sides (north and south) of the rail line.



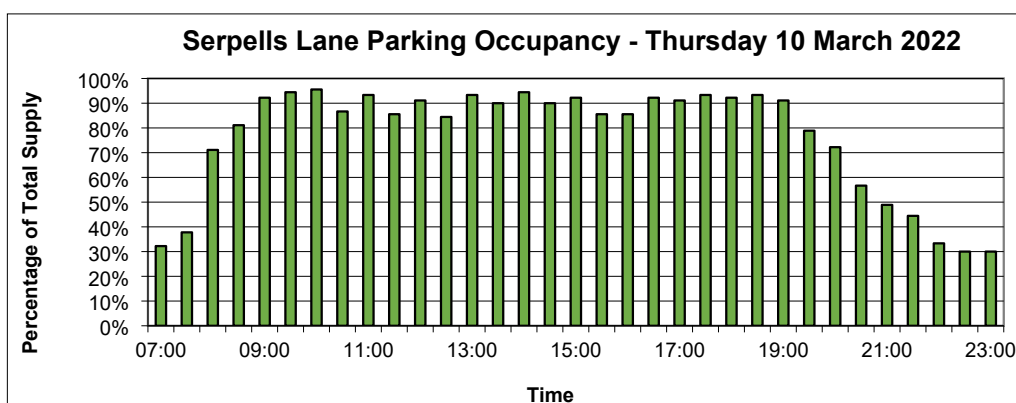
Parking occupancy and duration of stay surveys were carried out in the car park on Thursday 10 March 2022 between 7am and 11pm (representative of a typical weekday). On this survey date the weather was fine, and the nearby Swinburne University campus was open for on-site classes.

A total of 91 spaces are provided in the car park, with 85 of these allocated for general use. Approximately three quarters of these general use spaces (62) are signposted three-hour parking (3P), while the remaining 23 spaces are 2P. The supply of free parking with a restriction greater than 2 hours could be considered an anomaly in the Glenferrie area, with the majority of general use spaces across the precinct either subject to a monetary fee or restricted to shorter duration stays.

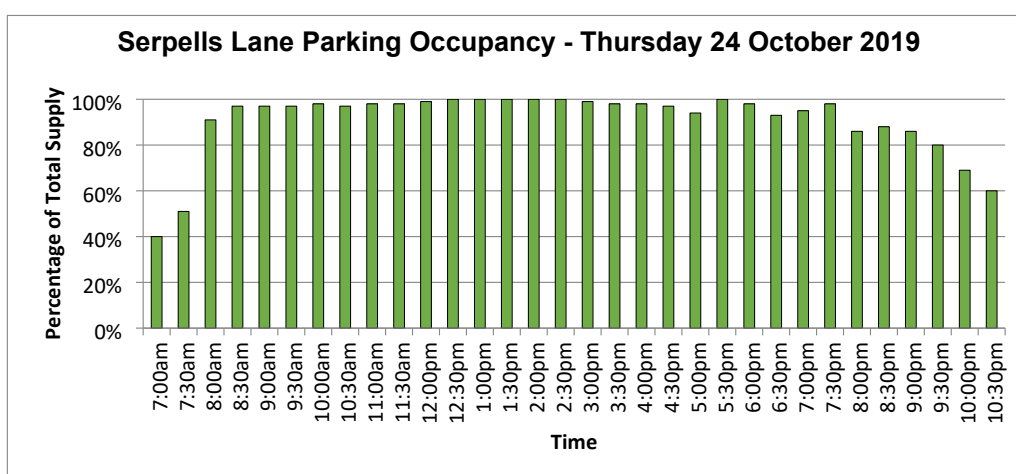


Restriction	Supply
3P 9am-5:30pm Mon-Fri; 9am-12:30pm Sat	62
2P 9am-5:30pm Mon-Fri; 9am-12:30pm Sat	23
Loading Zone	3
4P Disabled Only	2
Permit Zone Flexicar Carshare Vehicles Only	1

The car park was found to be operating near capacity between 9am and 7pm, with occupancy rates fluctuating between 85% and 95%. During this time higher demand was also observed for the 3P bays (97% average occupancy) when compared to the 2P bays (85% average occupancy).



Similarly, previous surveys carried out in 2015 and 2019 (pre-pandemic) found parking occupancy rates to be consistently above 95% between 9am and 7pm. The slight drop in demand from historical levels is likely due to the 2022 survey being undertaken at the very start of the Swinburne University study period, as well as impacts of the pandemic including a trend toward online learning.



A high demand for longer term parking was observed despite the 2-3 hour parking restrictions. Almost one-third (30%) of vehicles parking in the 3P spaces stayed longer than three hours, while almost half (46%) of those parked in 2P spaces stayed for longer than two hours.

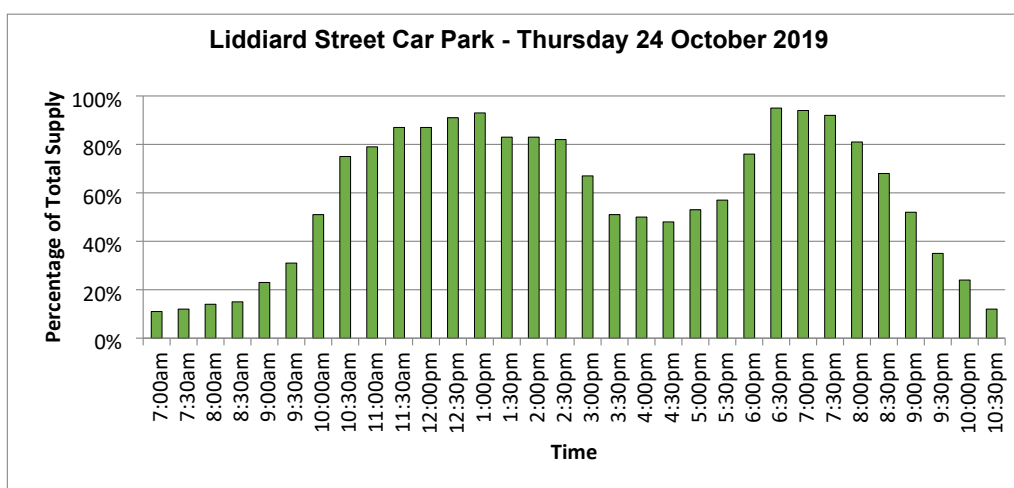
Given that the time restrictions end at 5:30pm on weekdays, this data would be representative of some overstaying during the morning and afternoon hours as well as extended demand for parking into the evening hours. Based on the high demand for longer term parking it is also likely that some drivers are relocating their vehicles periodically either within the car park or to surrounding areas, however the degree to which this occurs is not easily quantifiable.

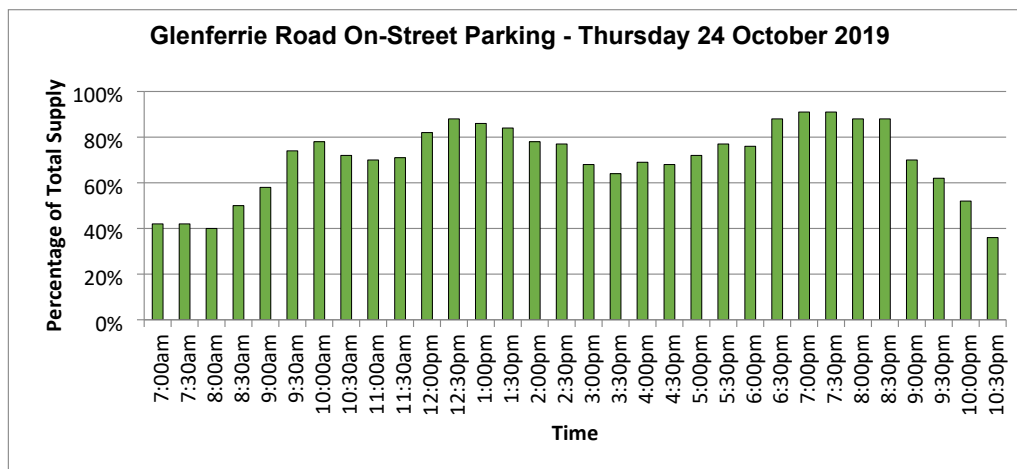
Restriction	Vehicles	<1 hour	1-2 hours	2-3 hours	3-4 hours	>4 hours
3P 9am-5:30pm Mon-Fri; 9am-12:30pm Sat	300	55 (18%)	74 (25%)	80 (27%)	39 (13%)	52 (17%)
2P 9am-5:30pm Mon-Fri; 9am-12:30pm Sat	103	25 (24%)	31 (30%)	22 (21%)	11 (11%)	14 (14%)

*Parking duration of stay - Thursday 10 March 2022, 7am to 11pm*

Reviewing the data against car parks across the Glenferrie Precinct and other activity centres in Boroondara, it is evident that the Serpells Lane car park exhibits very different parking characteristics to those primarily utilised by local shoppers.

Parking occupancy data for the Liddiard Street car park and on-street car parking areas along Glenferrie Road show distinct peaks around 1pm and 7pm, coinciding with expected peaks in shopping and dining behaviour during these times. Lower demand is observed in the early morning (before 10am) and mid-afternoon (3pm-5pm). These patterns are not evident in the Serpells Lane car park.





Additionally, data obtained in 2002 for the main car parks catering to local shoppers (Linda Crescent, Liddiard Street and Park Street) found that around two-thirds of shoppers stayed for less than 45 minutes, and three-quarters for only up to one hour (based on surveys prior to the introduction of the existing ticket parking scheme which involves an element of free parking at one hour with a fee of \$3.20 applying for the second hour).

Similar trends were observed in a 2018 survey of the Station Street car park in Camberwell with around 62% of visitors parking for less than 45 minutes, and 73% staying up to one hour. This car park consists of mostly two-hour general use spaces (2P).

In contrast, despite offering similar short-medium term parking restrictions (2P/3P) only 20% of visitors utilising the Serpells Lane car park stay for less than one hour, and 35% park for less than 90 minutes.

Based on this data it is evident that the Serpells Lane car park does not predominantly cater for local shoppers and is instead overwhelmingly utilised by Swinburne University staff and students, as well as local traders (to a lesser degree).

Officer observations over the years including views of Council's Local Laws officers also confirm high use by Swinburne University students and staff, demonstrated by shuffling of cars, significant waiting in aisles until a space becomes free, and drivers exiting a parking space before circulating the car park and then re-entering the same space. Pedestrian movements between cars parked in the car park and to and from the University located immediately next to the car park are also clearly evident.

A summary list of factors supporting this conclusion are provided below:

- Serpells Lane car park is located directly adjacent to and provides easy access to Swinburne campus buildings and facilities.
- The car park has a single access point off Burwood Road and is generally not as clearly visible or conveniently located to shops and restaurants as other car parks in the precinct i.e. many shoppers would not be aware that the car park actually exists.

- Parking occupancy profile and vehicle duration of stay data for the Serpells Lane car park is distinctly different to other car parks known to cater for local shoppers both in the Glenferrie Precinct and at other activity centres, with lower parking turnover rates and higher average duration of stay.
- The Serpells Lane car park operates at or near capacity making it a less desirable option for shoppers arriving during the day (i.e. after 9am).
- Historically, demand for parking in the Serpells Lane car park is known to extend into the evening hours. This is evident in the 10 March 2022 data however less prominent when compared to previous data from May 2015, potentially due to the 2022 survey being undertaken at the very start of the study period where student workloads are likely to be significantly lower. The recent trend toward online learning since the pandemic is also likely to be relevant, with potentially lower rates of on-campus attendance at evening lectures and classes.
- There is a very limited supply of free medium/longer term (>2 hour) parking in the area. Price sensitivity of students is also generally higher, correlating with less ability or willingness to pay for car parking in the privately-owned facility on Wakefield Street (\$10 per day fee current as of April 2022) i.e. the lack of a fee is a clear incentive for students to use this car park.
- Officer observations which show the high use by Swinburne University staff and students.

## SERPELLS LANE CAR PARK - PROJECT DISPOSAL PROCESS

