

3 Presentation of officer reports

3.1 Options Analysis for Park Street Parking Facility

Executive Summary

Purpose

The purpose of this report is to provide additional background information on the options for the Park Street Parking Facility associated with the Glenferrie Place Plan.

Background

Community consultation was undertaken on the updated Draft Glenferrie Place Plan in March and April 2023. Engagement focused on seeking community feedback on the Glenferrie Road streetscape design and the three (3) parking options for the Park Street site.

Key Issues

These three (3) options provided different potential solutions to offset the car parking spaces impacted by the Glenferrie Road streetscape upgrade, as follows:

- Option 1: A new multi-level car parking facility (180 spaces in stage 1) to be developed on the southern half of the land (facing Park Street), with the potential redevelopment and possible sale of the northern half to assist with funding the new parking facility.
- Option 2: One additional level of parking (220 spaces in Stage 1) constructed over the entire site.
- Option 3: No changes to existing car parking land. This option proposed no replacement to any car parking removed from Glenferrie Road.

Following review of the community feedback and appraisal of the merits and challenges associated with each of the 3 options for the Park Street site (see summary table below), Council officers recommend that Option 1 be pursued to deliver additional parking capacity in an affordable manner, while also contributing to future centre vibrancy.

Options Analysis Summary Table

	Option 1	Option 2	Option 3
Online Survey Results	36%	30%	34%
Parking Capacity	180 (potential for 220)	220	139
Centre Benefits	Parking + Activation	Parking	No additional benefit
Traffic Implications	Low	Low	No change
Net Project Cost	Moderate	Highest	None
Staging / Future Options	Good	Limited (Deck in one stage)	Flexible future options
Summary	Recommended due to off-setting parking loss at a low cost, while contributing to centre vibrancy.	Not Recommended due to project cost	Supported

Nonetheless, as an alternative option it is also considered that Council may decide to maintain the current parking provision (Option 3) and provide no additional car parking in the short term, as there is sufficient parking capacity in the surrounding area to meet the parking needs of the precinct. Additional car parking (either Option 1, 2 or other options) could then be pursued at a future time as required if parking needs increase sufficiently.

Next Steps

Following consideration of this additional background information on the options for the Park Street Parking Facility, the Glenferrie Place Plan will be presented for adoption.

Officers' recommendation

That the Services Delegated Committee resolve to:

1. Receive and note the additional information regarding the options for the Park Street Parking Facility associated with the Glenferrie Place Plan.
2. Return to the table the Glenferrie Place Plan Report (Next Agenda Item) for consideration.

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

1. Purpose

The purpose of this report is to provide additional background information on the options for the Park Street Parking Facility associated with the Glenferrie Place Plan

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

The Glenferrie Placemaking Project will play an important role in delivering on the overall vision and key strategic objectives of the Boroondara Community Plan 2021-31 (BCP) and deliver a vibrant and inclusive city that meets the needs and aspirations of the community.

3. Background

The Glenferrie Place Plan project commenced in early 2020 and has been informed by extensive technical research and 4 stages of community consultation.

The initial Draft Glenferrie Place Plan engagement was completed in late 2021 with strongly positive feedback (over 80%) from both traders and the broader community.

After amendments were made to the proposed streetscape design and parking facility on Park Street, further community consultation was undertaken in March -April 2023 on an updated Draft Glenferrie Place Plan.

Engagement focused on seeking community feedback on the Glenferrie Road streetscape design and the three (3) parking options for the Park Street site.

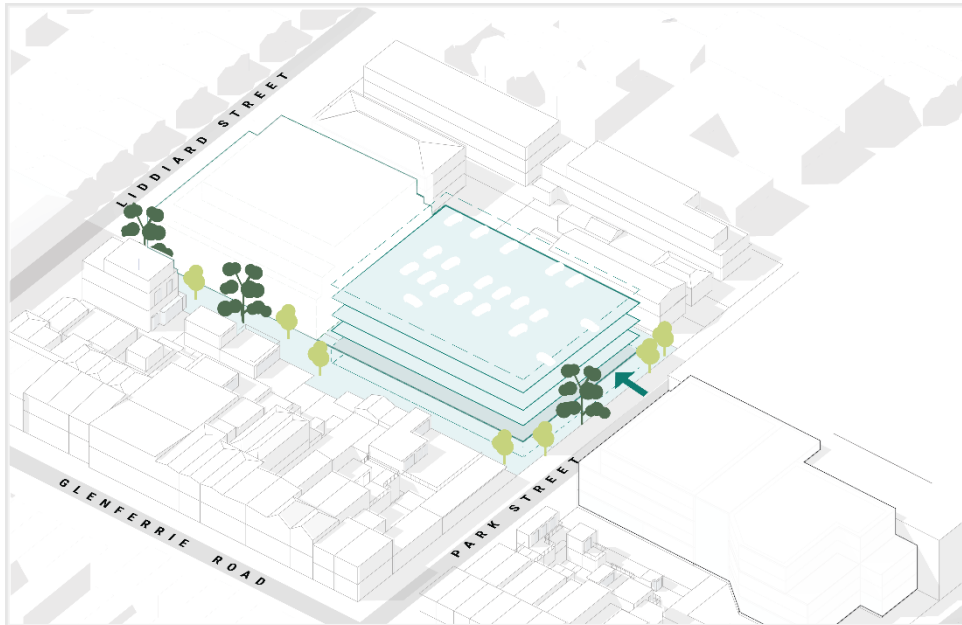
4. Outline of key issues/options

The updated Draft Glenferrie Place Plan presented three (3) options for the parking facility at Park Street. These options provided different potential solutions to offset the car parking spaces impacted by the Glenferrie Road streetscape upgrade.

The three (3) options for the Park Street Parking Facility are outlined below:

Option 1: A new multi-level parking facility on the south half of the land.

This 3-storey facility would feature 5 levels of parking including 1 basement and 1 roof level, with an approximate building height of 10 meters, and initial capacity for approximately 180 cars.



Capacity to relocate parking:

- All (138) existing parking spaces maintained from Park Street site
- Plus capacity to relocate approximately 40 parking spaces associated with the 1st stage of streetscape upgrades
- Potential to add one more level (+40 spaces per level approximately) in future associated with the 2nd stage of streetscape upgrades

Traffic considerations

- Traffic assessment indicates all streets neighbouring the site* are anticipated to accommodate the post development traffic volumes
- including Park, Liddiard, William, Wakefield and Haines Streets, as well as Elphin Grove, and Linda and Chrystobel Crescents
- further consideration may need to be given to the provision of additional traffic management treatments such as parking restrictions.

Design considerations:

- Capacity to achieve a quality urban design outcome that respects the amenity of the neighbours and the streetscape.
- Introducing housing and business uses will activate streets and lanes and contribute to the vibrancy and economic activity of the centre.
- Proposed buildings will integrate best practice sustainable design.
- Future private development to comply with the Planning Scheme.
- Landscaped setbacks to residential neighbours (8m).

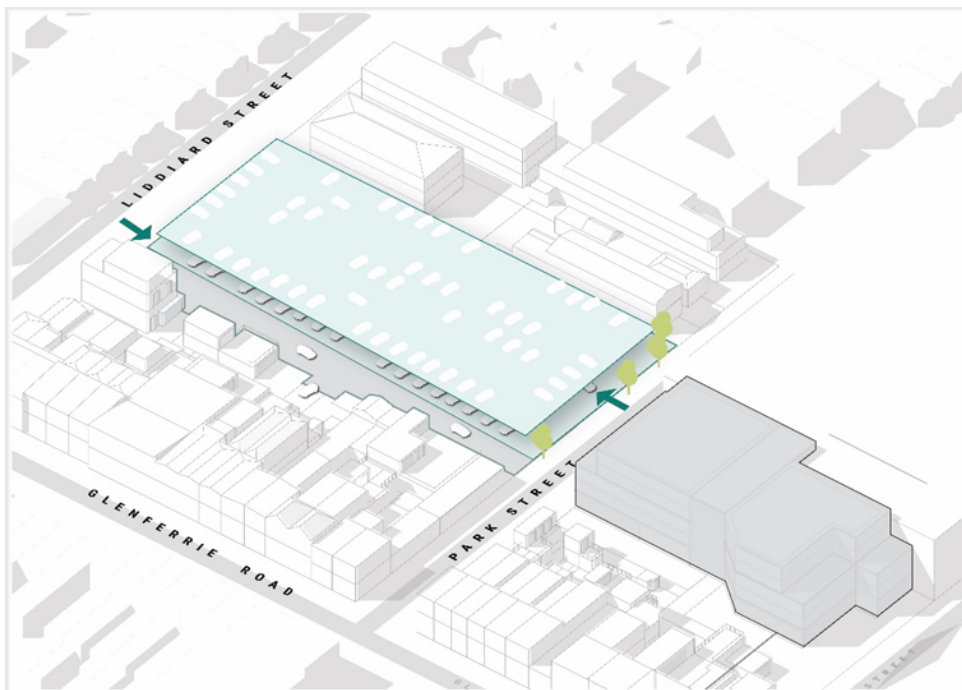
- Additional provision of car parking levels can be staged over time as required

Financial considerations:

- Potential sale of the northern portion of the site could fund a significant proportion (approx. 70%) of the public parking facility
- Opportunity for funding contributions such as Department of Transport and car parking development contributions for additional levels provided in stages.

Option 2: One additional level of parking constructed over the entire site.

This 1-storey parking facility would feature 2 levels of parking including ground floor and rooftop parking, with capacity for approximately 220 cars.



Capacity to relocate parking:

- All (138) parking spaces maintained at Park Street Site
- Plus capacity to relocate approximately 80 parking spaces.

Traffic considerations

- Traffic assessment indicates all streets neighbouring the site* are anticipated to accommodate the post development traffic volumes
- including Park, Liddiard, William, Wakefield and Haines Streets, as well as Elphin Grove, and Linda and Chrystobel Crescents
- further consideration may need to be given to the provision of additional traffic management treatments such as parking restrictions.

Design considerations:

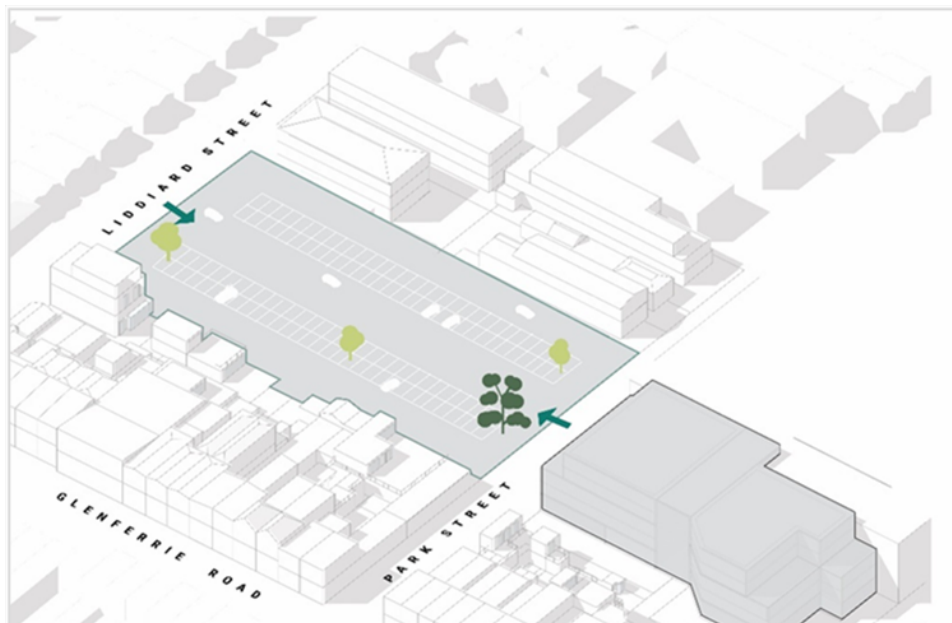
- Landscaped setbacks to residential neighbours (8m)
- No street or lane activation potential
- Proposed construction will integrate best practice sustainable design.

Financial considerations:

- No revenue from land means this is the highest net cost option
- Limited or no opportunity to deliver in stages which reduces flexibility for financial contributions attributed to specific levels (stages)

Option 3: No change to existing parking land.

This option involves no changes to the existing site and the site would continue to be used as a surface level carpark only. Any parking removed from Glenferrie Road will not be replaced at this time.



Capacity to relocate parking:

- No new capacity to host relocated car park spaces
- All (138) parking spaces maintained at Park Street Site

Traffic considerations

Existing conditions are retained with minor changes to traffic movement derived from the removal of up to 80 parking spaces from Glenferrie Road

Design considerations:

- No street or lane activation potential

- Potential minimal upgrades to surfaces and accessibility standards
- Flexibility to make decisions to redevelop the land and pursue additional car parking options in the future

Financial considerations:

- No cost
- No revenue from land sale

Parking & Traffic Considerations

The Glenferrie Precinct is well serviced by public transport, active transport links and over 1300 public car park spaces, used by visitors, shoppers, university staff and students, rail commuters, local workers and residents.

Extensive parking surveys have been undertaken for the Glenferrie area, both before and after the COVID19 pandemic to ensure the proposed changes to parking arrangements are evidence-based and will support the continued vitality of this Major Activity Centre.

Parking survey data for the Glenferrie Precinct from 2019 showed that average occupancy across the precinct was 66% on a typical weekday between 10am-9pm. This means that there are over 400 available parking spaces precinct-wide on a typical weekday. Further analysis in December 2022 during the precinct's most busy period, which is between 11am to 2pm, typically up to 80% of this car park capacity is filled. That leaves over 200 spaces available in the precinct and even more at non-peak times.

As the centre grows with more shoppers, visitors, workers, students and residents there will also be more demand on the available public space. A solution to providing more space for people, while also improving accessibility to a greater number of visitors, is to transition car parking into multi-level facilities to free up space for other purposes.

It is common for growing inner-urban centres to consolidate parking in this manner, both through multi-level public parking facilities and through new private development that provides additional parking in basement levels. As these additional levels of parking are constructed, Council and private developers will look to provide electronic signage in these new facilities to guide visitors to the available parking on upper or lower levels, then provide convenient and appealing pedestrian paths between the parking and the shops and other key destinations.

The Junction West multideck car park in Camberwell is an example of an effective and space efficient consolidation of parking in Boroondara, although the addition of electronic signage will significantly improve the user experience and the utilisation of upper levels.

The proposed parking facility on Park Street will enable the relocation of existing parking spaces from Glenferrie Road, which has been proposed in previous drafts of the Glenferrie Place Plan.

Nonetheless, it is also feasible to maintain the current parking provision (Option 3) and provide no additional car parking in the short term. Even with a reduction in on-street parking on Glenferrie Road, associated with the proposed streetscape upgrades, there is sufficient parking capacity in the surrounding area to meet the parking needs of the precinct. Additional car parking (either Option 1 or 2 or some other option) could be pursued at a future time if parking needs increase sufficiently.

The traffic implications of all 3 options are different, however all 3 result in traffic levels that are acceptable within the existing road network, with modest traffic management treatments.

A traffic assessment of the options projected the following changes to vehicle movements on weekdays when traffic volumes are highest:

- Option 1 will redistribute existing vehicle movements as follows:
 - On Liddiard Street, there will be a 1% reduction west of the site, and a 5% reduction east of the site.
 - On Park Street, there will be an 18% increase west of the site, and a 36% increase east of the site.
- Option 2 will redistribute existing vehicle movements as follows:
 - On Liddiard, there will be a 3% approximate increase west of the site, and a 4% increase east of the site.
 - On Park Street, there will be a 4% approximate increase west of the site, and a 3% increase east of the site.
- Option 3 will not alter vehicle movements on surrounding streets

The traffic assessment referred to Council's Traffic Management Policy and Procedures and concluded that both Park and Liddiard Streets are "able to accommodate the anticipated post development traffic volumes, however, further consideration may need to be given to the provision of additional traffic management treatments such as parking restrictions."

Budget Considerations

A multi-level parking facility on the Park Street site has the potential to accommodate approximately 180-220 parking spaces which will enable the relocation of 40-80 parking spaces from elsewhere in the precinct.

The updated Draft Place Plan presented in March 2023 featured three (3) options for the Park St Parking Facility for community feedback.

- Option 1 involves a 180-space parking facility on part of the site. The net project cost of this option can be reduced by approximately 70% through the sale and/or redevelopment of remaining portion of land.
- Option 2 involves a 220-space parking facility across the entire site resulting in the highest net project cost.
- Option 3 (no cost) involves no additional parking, cost or revenue.

Funding contributions will be sought from the Victorian Government to pay for the relocation of parking affected by future tram stop upgrades.

If successful, this funding could reduce net costs to Council of Options 1 & 2 although the flexibility under option 1 means that advocacy for car parking associated with tram stop relocations can be scheduled for a specific stage rather than prior to Council constructing the entire car park. There may also be opportunities to build additional stages of car parking under option 1 through car parking contributions associated with new developments.

Further feasibility work can be undertaken on the preferred option following the adoption of the Glenferrie Place Plan to refine the project design and cost estimates at the appropriate time.

Community Engagement Considerations

The levels of community support were similar for all 3 options with Option 1 receiving the most support from online survey responses (863 responses in total) as follows:

- 36% supported Option 1 (307 responses)
- 30% supported Option 2 (260 responses)
- 34% supported Option 3 (296 responses)

Additional comments were provided by 408 respondents to the community survey, and another 16 written submissions were made to Council during consultation.

Feedback during the community and stakeholder workshops presented a range of views with more attendees at Workshop 1 (25 attendees) preferring Option 2 than the alternatives, and more attendees at Workshop 2 (35 attendees) preferring Option 3 than the alternatives.

In summary the results of community engagement showed:

- Overall feedback on the Draft Plan indicated support for the proposed streetscape upgrades and the relocation of displaced on-street parking spaces to the Park Street site.
- All options for the Park Street site had significant levels of support, with Option 1 having the highest level of support in the online survey, although this needs to be balanced with the feedback provided at the workshops which favoured other options.
- The closeness of community responses for the three options means that this should not be the determining factor in the preferred option.

Land Ownership Considerations

The car park site between Liddiard Street and Park Street is owned by Boroondara Council. Records indicate that trader contributions towards purchase of the site were collected in 1966-67 through a special rates scheme, although some of the land was already in Council ownership. Council's legal advice confirms that traders have no proprietary interest in the land.

Option 1 proposes the sale and/or redevelopment of the northern half of the site in order to fund the provision of additional parking spaces (180-220 in total) on the southern part of the site. Given the purpose of the historic contributions by traders was to provide parking for the centre, and this option increases that parking provision significantly, it is considered the option is consistent with the purpose of those contributions.

Options 2 and 3 do not propose any change to land ownership.

Summary of Options Analysis

Following review of the above community feedback and appraisal of the merits and challenges associated with each of the 3 options for the Park Street site, Council officers recommend that a new multi-level parking facility be pursued on the Park Street site to provide capacity for 180 cars (Option 1) for the following reasons:

- The future development of the northern part of the site provides a more positive outcome for the centre with an active frontage to Liddiard Street and adjoining laneways.
- The development of the northern part of the site can also provide more housing and business tenancies that will contribute to the vibrancy and economic activity of the centre.
- From a traffic perspective, the facility will provide for the relocation of nearby parking spaces from Glenferrie Road, which means there will not be a net increase in the overall traffic to the area. There will be a modest reduction in vehicle movements on Liddiard Street and a corresponding increase in movements on Park Street, however these changes can be accommodated within the existing road network.
- From a project feasibility perspective, it offers the potential to offset total project costs through the sale or redevelopment of the northern portion of the site. Initial estimates indicate the total project cost could be reduced by up to 70%, enabling more Council resources to be invested into other public projects.
- It provides some additional flexibility in project staging to align with the staging of streetscape upgrades.

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Summary	Recommended due to off-setting parking loss at a low cost, while contributing to centre vibrancy.	Not Recommended due to project cost	Supported

Nonetheless, as an alternative option it is also considered that Council may decide to maintain the current parking provision (Option 3) and provide no additional car parking in the short term, as there is sufficient parking capacity in the surrounding area to meet the parking needs of the precinct. Additional car parking (either Option 1, 2 or other options) could then be pursued at a future time as required if parking needs increase sufficiently.

Further feasibility work can be undertaken for any future parking facility following the adoption of the Glenferrie Place Plan to refine the project design and cost estimates at the appropriate time. Any future parking facility should be required to achieve the following objectives:

- Deliver a quality urban design outcome that respects the amenity of the neighbours and the streetscape.
- Provide an appealing arrival experience for visitors to the centre, with safe and convenient pedestrian and vehicle connections.
- Contribute positively to the economic vibrancy of the centre.
- Incorporate landscaping and sustainability features.
- Explore site opportunities that reduce overall project cost to Council.

5. Consultation/communication

Community engagement on the updated Draft Glenferrie Place Plan commenced on 21 March 2023 and continued until 25 April 2023. Engagement focused on seeking community feedback on the Glenferrie Road streetscape design and the three (3) parking options for the Park Street site.

streetscape design and the three (3) parking options for the Park Street site.

These three (3) options provided different potential solutions to offset the car parking spaces impacted by the Glenferrie Road streetscape upgrade, as follows:

- Option 1: A new multi-level car parking facility (180 spaces in stage 1) to be developed on the southern half of the land (facing Park Street), with the potential redevelopment and possible sale of the northern half to assist with funding the new parking facility.
- Option 2: One additional level of parking (220 spaces in Stage 1) constructed over the entire site.
- Option 3: No changes to existing car parking land. This option proposed no replacement to any car parking removed from Glenferrie Road.

Participants were asked to list these options in order of preference. Total engagement participation results after a 5-week period were as follows:

- 863 responses on Engage Boroondara website;
- 408 of those providing additional comment;
- 16 written submissions.

The results of the total first preference of 863 responses were:

- 36% supported option 1 (307 respondents).
- 30% supported option 2 (260 respondents), and
- 34% supported option 3 (296 respondents).

A total of 408 additional comments were received from survey respondents. Sentiment breakdown was as follows:

- 137 comments in support of options 1, 2;
- 195 mixed feedback comments (all options) providing views about traffic management, parking loss, cost, and wanting to focus on bikes and people instead of cars;
- 76 did not support any option and wanted to see no parking loss.

Feedback during the community and stakeholder workshops presented a range of views with most attendees at Workshop 1 (25 attendees) preferring Option 2 and most attendees at Workshop 2 (35 attendees) preferring Option 3.

6. Financial and resource implications

Implementation of the capital projects identified in the Glenferrie Place Plan will be subject to budget bids and potential external funding sources in future years.

7. Governance issues

No officers involved in the preparation of this report have a general or material conflict of interest requiring disclosure under chapter 5 of the Governance Rules of Boroondara City Council.

The recommendation contained in this report is compatible with the Charter of Human Rights and Responsibilities 2006 as it does not raise any human rights issues.

8. Social and environmental issues

Placemaking plays an important role in delivering the Boroondara Community Plan and contributes to a range of social, health, economic and environmental benefits.

Manager: David Cowan, Manager Planning and Placemaking

Report officer: Arturo Ruiz, Coordinator Placemaking