

1.5 CONCEPT DESIGN FOR A NEW MIXED USE MULTI-DECK CAR PARK IN THE GLEN WAVERLEY ACTIVITY CENTRE

Responsible Director: Peter Panagakos

EXECUTIVE SUMMARY

Over many years, Council has maintained a commitment to the provision of an appropriate level of accessible and safe car parking to serve the Glen Waverley Activity Centre. With the obligation to provide additional car parking under parking overlays 3 & 4, it is timely for Council to design and plan for the construction of its next multi-deck car park in Glen Waverley.

As part of this design process, Council has also identified and previously resolved upon a desire to consolidate and centralise existing car parking from other parts of the Activity Centre onto its Glendale West car park (attachment 1), which would deliver additional benefits to the Glen Waverley Activity centre.

This goes hand in hand with Council's desire to also plan for the Kingsway Transformation. The current opportunity allows Council to consider a true mixed use redevelopment of this site, which in addition to providing the required car spaces, can also provide for street activation, open space and the provision of affordable housing.

It is also proposed to commence an Expression of Interest process to identify a preferred affordable housing provider. This is important at this stage, so the provider can have the necessary input into the future detailed design of the building.

PURPOSE

The purpose of this report is to provide Council with a concept design for a new multi-deck carpark, along with the opportunity for open space, affordable housing and commercial activation at the Glendale West car park. Should the draft concept be approved by Council in principle, it is proposed that community consultation would occur.

KEY CONSIDERATIONS/ISSUES

The proposed concept design presents an evolution in thinking as compared with the car parks that Council has proposed and constructed in the past. The building not only provides for the required car parking spaces, but also significant office/retail uses, open space and an option for the provision of affordable housing.

The key items for consideration include:

- Retail activation and open space

- Future proofing for adaptive re-use and the ability to add extra levels in the future
- Affordable housing
- Partial road closure of Glendale Street
- Consolidation of existing car spaces to enhance access and useability

FINANCIAL IMPLICATIONS

The proposed multi-deck carpark will be partially funded by contributions collected under Parking Overlays and the sale of Council owned land at 41-47 Montclair Avenue, Glen Waverley. Council has also allocated \$20.3m toward this project in its Long Term Financial Plan which includes \$10m for the Kingsway Transformation.

CONCLUSION/RECOMMENDATION

It is recommended that Council endorse the concept design for community consultation and authorise officers to undertake an EOI process with affordable housing providers so as to assess interest in the provision and management of affordable housing in this location and how this might work.

1.5 CONCEPT DESIGNS FOR A NEW MULTI-DECK CAR PARK IN THE GLEN WAVERLEY ACTIVITY CENTRE

Responsible Director: Peter Panagakos

RECOMMENDATION

That Council:

1. *Notes the following updated information with regard to Council's 30 August 2016 resolution on this matter being:*
 - *Council has now issued sufficient planning approvals under Parking Overlay 3 and 4 (noting that this is up to and not beyond the date of the Minister for Planning's decision, and Parking Overlay 4 has ceased short of the intended 400 car spaces it was intended to provide);*
 - *The provision of a maximum 539 car spaces that are required to be provided under Parking Overlays 3 & 4 being 400 car spaces and 139 car spaces respectively;*
 - *That officers have undertaken and completed the process and the covenants no longer apply;*
 - *That the design must incorporate no less than 934 car spaces given that Parking Overlay 4 is now also considered subscribed (noted that this is not at the numbers originally intended by Council) as at the point of the Minister for Planning's decision;*
2. *Notes and accepts in principle that the proposed building will deliver a minimum 1,044 car spaces (inclusive of two levels of basement car parking) which consists of:*
 - *Replacement of the existing on site car spaces;*
 - *Relocation of car spaces from the Glendale East car park;*
 - *Relocation of car parking spaces from the kerbside of Kingsway;*
 - *Provision of car spaces consistent with contributions made from Parking Overlay 3 & 4;*
 - *Provides for adaptive re-use of the building should this be required in the future;*
 - *Provides for commercial element (over two levels) to provide ground level activation;*
 - *Allows for the provision of affordable housing to be incorporated as part of the development;*
 - *Includes relocation of the main sewer line that runs through the land and the adjacent Glendale east car park.*

- *That as the preliminary concept design incorporates commercial floor space, approximately 73 car spaces will be required to be incorporated into the design. A further 36 car spaces resulting from the Euneva car park office fit out resolved upon by Council in April 2018 have also been incorporated. That the design process was delayed as a result of Council's ongoing consideration of the possible redevelopment and sale of the central car park site.*
- 3. *Undertakes community consultation on the proposed concept design for Glendale West car park.*
- 4. *Direct officers to undertake an Expression of Interest process with affordable housing providers so as to assess the level of interest in the provision and management of affordable housing in this location.*
- 5. *Notes that a further report on the outcomes of the community consultation and Expression of Interest with affordable housing providers will be presented to Council for consideration before proceeding to detailed design.*

INTRODUCTION

Over many years, Council has maintained a commitment toward the provision of an appropriate level of accessible and safe car parking to serve the Glen Waverley Activity Centre. This has seen the construction of both the Bogong Avenue and Euneva Avenue car parks.

Consistent with this commitment, Council had until recently been receiving trader contributions toward the provision of car parking under Parking Overlays 3 & 4. In providing for these car spaces, Council had identified the opportunity to consolidate and centralise car parking from other locations in the Activity centre onto its Glendale West car park.

This would deliver additional benefits to the Glen Waverley Activity Centre by activating sites that are underutilised and simply provide for at-grade car parking.

The proposal also seeks to facilitate the Kingsway transformation which aims to upgrade to this strip and enhance the retail experience beyond that which already exists. The concept design includes provision of additional car parking spaces that would be displaced from the kerb side.

Additionally, the relocation of car parking spaces from the Glendale East car park would allow this land to be made available for sale to partially off-set the construction costs of the new building as previously resolved by Council at its 30 August 2016 meeting.

With the decision of the Minister for Planning to not approve further Parking Overlays in the Glen Waverley Activity centre, both Parking Overlay 3 and part of Parking Overlay 4 are now considered subscribed (noting that Parking Overlay 4 will not provide for its intended 400 additional car spaces). It is now the appropriate time for Council to design and plan for the next multi-deck car park.

This report seeks Council's in principle agreement to this concept design so that it can proceed to community consultation. Council would at a future meeting consider the community consultation including any appropriate changes resulting from this before proceeding to a detailed design. Further steps once the detailed design is finalised include the need to obtain the necessary planning and building approvals required so that construction of the new facility can commence thereafter.

The concept design that is recommended in this report, represents a design that delivers a multi-use, forward thinking building that will integrate and be part of the Activity Centre. It also reflects consistency with the previous resolutions of Council and the requirements of the Glen Waverley Structure Plan.

BACKGROUND

Council at its meeting of 30 August 2016, resolved:

That Council:

1. Reiterates its commitment to the provision of appropriate levels of car parking in the Glen Waverley Activity Centre as evidenced by Parking Overlay Plan 3.
2. Notes that sufficient development approvals have been issued committing contributions towards Parking Overlay Plan 3 either through upfront payment or committed to through Section 173 Agreements (with payment due over the next five years) and that Council should therefore start planning for the delivery of the next multi deck car park in Glen Waverley to meet this obligation.
3. Accepts in principle that the appropriate location for the next multi deck car park is on the Council owned land known as the Glendale West car park which is the land bound by Glendale Street, Montclair Avenue, Myrtle Street and Coleman Parade.
4. Accepts in principle the closure or part closure of Glendale Street acknowledging that access to the RSL must be maintained or relocated and makes provision for the 18 existing on street car spaces in Glendale Street to be incorporated into the proposed new multi deck car park.

5. Directs officers to commence preparation of preliminary concepts plans for the construction of a new multi deck car park on land known as Glendale West and that these concepts and the future design work will be funded from the existing parking overlay contributions.
6. Accepts that the design of the new multi deck must allow for a minimum 599 car spaces being:
 - a. Replacement of the existing 199 spaces currently provided on the site and also includes the 18 car spaces currently on Glendale street;
 - b. The additional 400 spaces that are required to be provided under Parking Overlay Plan 3;
7. Notes that the adopted Glen Waverley Activity Centre Structure Plan provides for:
 - a. significant improvements to the pedestrian environment of Kingsway so as to further develop it as one of Melbourne's premier food and entertainment destinations; and
 - b. the development of consolidated parking facilities at the western edge of the Activity Centre, accessed via the proposed ring road, rather than providing parking requirements within the core of Activity Centre.
8. Notes that Council is undertaking design work on the Activity Centre this financial year and that possible improvements proposed for Kingsway are to include consideration the widening of footpaths so as to create additional trading areas meaning a reduction in the number and prominence of cars on Kingsway, and that Council commits that any kerbside parking spots to be removed will be included in the planned new car park.
9. Directs that in addition to the car parking requirements in point 6 above, officers also incorporate an additional 99 car spaces (being the current number provided kerb side in Kingsway, both north and south of the railway line) into the proposed multi deck car park design. This would leave just the central car parking bays on Kingsway.
10. Notes that the Council owned car parks known as Glendale East and Glendale West have operated as public car parks for over 20 years, are within a business zoning but are subject to single dwelling covenants.
11. Resolves to authorise the Director City Development to request the Minister for Planning to prepare and approve a Ministerial Amendment to the Monash Planning Scheme that authorises the removal of the covenant/s as they are inconsistent with the current zoning of the land and the vision that Council has created for the Centre under the structure plan.
12. Accepts in principle that the car park known as Glendale East car park (41-47 Montclair Avenue bound by Glendale Street and Montclair

Avenue to the south of the RSL) is underutilised, surplus to needs and its possible value is more than that of an at grade car park.

13. Accepts in principle and directs officers to commence the statutory processes necessary to sell the Glendale East car park (41-47 Montclair Avenue) which would in turn allow the funds from any sale to contribute to the construction of the new multi deck car park on the Glendale West car park on the basis that the existing car parking spaces on the Glendale East car park are incorporated into the new multi deck car park.
14. Directs that in addition to the requirements in point 6 & 9 above, officers also incorporate an additional 98 car spaces (being the current number provided in the Glendale East car park) into the proposed multi deck car park design.
15. Accepts that the cumulative effect of points 6, 9 & 14 means that the new multi deck car park that Council is directing officers to commence design on will provide no less than 796 car spaces and that these will be located on the current Glendale West car park.
16. Directs officers to begin work on preparing Parking Overlay Plan 4 for the next car parking contribution scheme for Glen Waverley.
17. Accepts in principle the benefits of constructing an extra 400 car park spaces to be funded from Parking Overlay Plan 4 as part of this project to create a car park of approximately 1,200 car spaces and directs officers to begin work on examining this option further.
18. Notes that Council is currently preparing guidelines for streetscape improvements for Kingsway including paving, street furniture and street lighting.
19. Writes to all residents and owners in Glen Waverley advising of Council's resolution as detailed above and the intention to commence design for a minimum 796 car park, and that Council will consult with the community on the design of the car park and the future design of Kingsway and possible works in the Activity Centre over the next 12-18 months as the designs are developed.
20. Allocates a resource to oversee the development of the project and sets aside \$150,000 in the 2016/17 budget to be funded from the existing parking overlay contributions.

Context

As the Council resolution (above) was made in August 2016, it is important to understand that there are matters that have occurred in the intervening period that have had some effect on the resolution of Council. It is therefore necessary to update the details of Council's resolution as part of this report.

A summary of these updates as relevant are provided for below:

1. With regard to point 2 of Council's previous resolution, Council notes that sufficient planning approvals have issued under Parking Overlays 3 and 4 (noting that this is up to and not beyond the date of the Minister for Planning's decision to not approve further Parking Overlays, and that Parking Overlay 4 will not provide for the intended 400 car spaces as a result);
2. With regard to point 6(b), Council notes that the provision of a maximum 539 car spaces are required to be provided under Parking Overlays 3 & 4 being 400 car spaces and 139 car spaces respectively;
3. With regard to point 11, Council notes that officers have undertaken and completed the process and the identified covenants no longer apply to the land;
4. With regards to point 15 Council notes that the design must incorporate no less than 934 car spaces inclusive of Parking Overlay 4 (noting that Parking Overlay 4 will provide less than the 400 additional car spaces originally intended by Council). This consequently changes point 17 in the report accordingly;
5. Council notes that as the preliminary concept design incorporates commercial floor space, approximately 73 car spaces will be required to be incorporated into the design. A further 36 car spaces resulting from the Euneva car park office fit out resolved upon by Council in April 2018 have also been incorporated. This means that the new car park will provide for a minimum 1,044 car spaces.
6. With regard to point 19 and 20, the design process was delayed as a result of Council's ongoing consideration of the possible redevelopment and sale of the central car park site.

Restrictive covenants

Council at its meeting of 30 August 2016, noted and resolved that given the significant changes to the use of the land and the current zoning, the existing covenants are considered to be redundant and should be removed.

The Minister for Planning has now approved Amendment C130 to the Monash Planning Scheme that facilitated removal the covenants from both car parks, and the titles affecting the pieces of land have re-issued clear of the covenants.

Parking Overlays

At its meeting on 27 February 2018, Council noted the Minister for Planning's refusal to approve Amendment C103 and authorise exhibition of C133 associated with parking overlays for the Glen Waverley Activity Centre. Council also noted that as at the date of the Ministers decision, it would cease accepting cash in lieu financial contributions under parking overlays contained in the Monash Planning Scheme.

Council would continue to accept contributions from developments that had been approved prior to the Minsters decision as they had pre-existing agreement with Council to make these contributions.

The permits that have been issued and toward which contributions have been made or agreed to totals 539 car spaces. There are a small number of approved developments that have not as yet commenced construction, and the total number of car spaces could reduce if these developments are not actioned within the life of the permit, be that the original expiry date or any extension to the permit that may be granted.

As a result, both parking overlays are now considered fully subscribed and Council has an obligation to provide the parking spaces.

DISCUSSION

Concept Brief

MGS Architects were commissioned to prepare preliminary concept designs for the site in accordance with the concept brief.

The concept brief requirements which are based on Councils resolution 30 August 2016 (incorporating the identified updates discussed previously) and broadly included the following:

- A multi-purpose carpark with retail and or offices at ground and podium level with an adjoining residential building
- Minimum 1,044 spaces with vehicle entry via Myrtle Street
- Overall building height to be in accordance with the Structure Plan
- Active edges (or potential activation) to all street frontages
- Open space to the north to maximise sunlight
- Future proof for adaptive re-use
- Opportunity for affordable housing
- Possible partial closure of Glendale Street should it be required

CONCEPT DESIGN

The proposed concept design steps away from the car parks that Council has proposed and constructed in the past. The building not only provides for the required car parking spaces, but also significant office/retail spaces, open space and the option for the provision of affordable housing all within the one structure. As these additional uses generate a car parking requirement in their own right, it is important that these spaces be provided during the construction so that these uses can commence once constructed.

It should be noted however that no provision for car parking for the affordable housing component has been proposed. It is envisaged that should there be an interested provider for this housing, the design would be

amended likely through the addition of basement parking under the affordable housing footprint at the cost of the provider.

This would be resolved as part of the detailed design process. It should also be expected that the detailed design phase may cause the exact numbers of car spaces to fluctuate, but the provision will meet the minimum number of car spaces required to be provided.

The concept design anticipates that the sewer will be relocated from its existing location to provide an improved outcome for the site. The sewer removal will also extend to Glendale East car park.

Car parking spaces breakdown

Council's previous resolution reinforces the commitment for the provision of new parking spaces to meet car parking obligations under parking overlay 3 & 4.

Council has also affirmed its commitment to replace existing car parking spaces to ensure that there is no net loss of car spaces in the Activity Centre.

Concurrently, the Kingsway transformation project identified opportunities to widen the existing footpaths to create additional trading areas and minimise vehicle movement along key streets. It is proposed to include additional car parking spaces equivalent to those on the curb side on Kingsway. This will ensure that if Council proceeds with the Kingsway transformation the replacement car parking spaces would already have been provided on a no net loss basis.

In April 2018, Council resolved to relocate the Monash Youth Services and Wavecare Counselling Services to a refurbished level one at Euneva Avenue car park. As part of the project it was identified that existing displaced car parks would be provided as part of any proposed new car parking project. These have also been provided for in this concept design.

A summary of the total car parking requirements and numbers to be provided in the new building are listed in the table below.

Description	Spaces
PPP3	400
PPP4	139*
On-site replacement	181
Glendale St replacement	18
Glendale East Carpark (land sale)	98
Kingsway Transformation replacement	99
Euneva carpark replacement	36

On-site activation (approx.)	73
Total	1,044

**Commitments may drop below 139 spaces if Planning Permits under PPP4 are not acted upon.*

**Affordable housing parking to be provided for by a future provider and designed and incorporated as part of the detailed design process.*

Multi-deck

The concept design provides for a multi-deck carpark with 1,044 car parking spaces at the southern end of the site. The proposed building is 8 levels above ground in addition to 2 basement levels. Vehicle access is proposed via Myrtle Street and is consistent with Council's position on access to this car park and diverting traffic away from the main Kingsway shopping strip.

The carpark footprint extends approximately 4.6m over the title boundary to the east encompassing part of Glendale Street which was previously occupied by on-street car parking. This was necessary as it provides the most efficient car parking layout with levels 4 -10 containing 110 spaces per floor.

The concept design also proposes approximately 2,210 square metres of retail/ office space on ground and level 1 along both the Glendale Street and Montclair Avenue frontages.

The proposed building height is below the maximum preferred height identified in the Structure Plan. Therefore, there is opportunity for the building to be designed to allow for future additional car parking levels to be built at a later date should this be required. This is proposed to be accommodated for as part of the detailed design process.

Open Space

The proposed concept layout allows for approximately 1,000sqm of open space orientated to the north of the site to service the precinct and its immediate surrounds. This is consistent with the vision contained in the Structure Plan. It is proposed that the open space will be designed so that it is well integrated with the adjacent development and incorporates water sensitive urban design features.

Affordable Housing

The concept design provides the opportunity to provide affordable housing in the Activity Centre, without compromising other elements of the building such as the provision of open space, commercial elements and car parking. It is estimated that approximately 64 apartments could be incorporated into the building, providing a mix of 1, 2 and 3 bedroom apartments capturing the northern aspect and overlooking the open space.

While a residential development is an option for the site, it has not been costed within this proposal. Any potential residential development would be undertaken by an affordable housing provider at their cost.

Council has the opportunity to undertake an Expression of Interest process with affordable housing providers to assess interest for the construction and management of affordable housing in this location.

Future Proofing Options

The concept has been designed to be suitable for adaptive re-use options so as to future proof the building. This could lead to increased commercial or residential development outcomes should they be desired.

Kingsway Transformation

The Glen Waverley Activity Centre has developed to become a major food and entertainment destination for the eastern region. However, though vibrant and economically viable, its public spaces and streetscapes are quite dated and have not been renewed or updated for many years.

The Structure Plan identified the opportunity for significant improvements to the pedestrian environment of Kingsway, so as to further develop and enhance the precinct as one of Melbourne's premier food and entertainment destinations. The improvements flagged for Kingsway include widening the footpaths and a consequent reduction in the number and prominence of cars and kerbside parking on Kingsway.

It is proposed to include additional car parking spaces equivalent to those on the curb side on Kingsway. This will ensure that if Council proceeds with the Kingsway transformation the replacement car spaces would already have been provided on a no net loss basis.

POLICY IMPLICATIONS

The concept designs for the site are framed within reference to the Glen Waverley Activity Centre Structure Plan and consistent with Council's previous resolutions as they apply to this land.

CONSULTATION

Council Plan 2017-2021 articulates Council's commitment to keeping the community informed through the provision of Council services and activities. It also commits to enhancing community consultation and involvement in decision making around its long term infrastructure and asset management planning.

The consultation on the draft concept plan aims to ensure that the community and traders are provided with the opportunity to comment on the proposed concept design. Council will then consider and incorporate as appropriate the feedback received, prior to moving to more detailed designs for the building.

The community consultation will include:

- An on-line survey, public meeting & listening post

- Meeting with the Glen Waverley Traders Association
- Writing to residents and traders in the vicinity
- Publishing an article in the Monash Bulletin and Leader newspaper
- Placing several large signs on the site

Outcomes of the Montclair carpark community consultation will be reported back to Council for consideration prior to commencing detailed design.

FINANCIAL IMPLICATIONS

The proposal will be partially funded by trader contributions collected under Parking Precinct Plan Overlays and the sale of Council owned land at 41-47 Montclair Avenue, Glen Waverly as resolved in principle on 30 August 2016. Council has also allocated \$20.3m for this project in its Long Term Financial Plan, which includes \$10m for the Kingsway streetscape works.

It is anticipated that construction costs and funding models will be re-visited at detailed design.

CONCLUSION

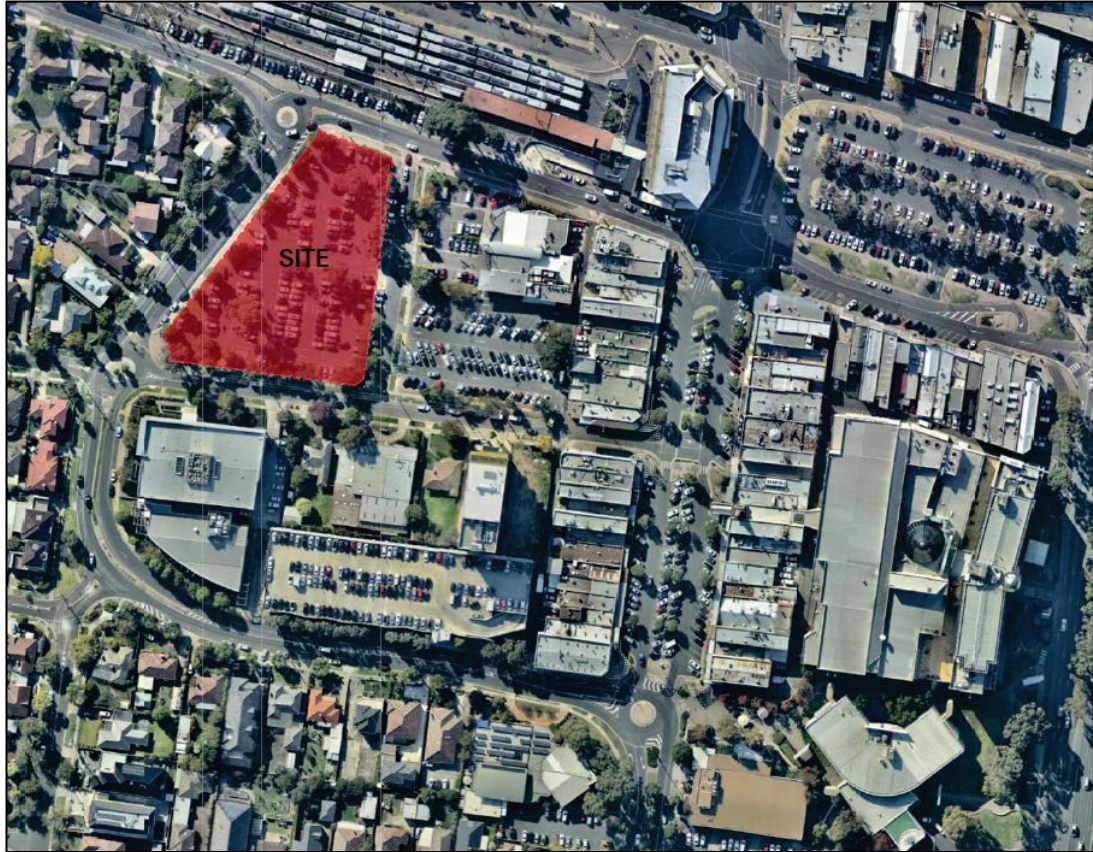
Over many years, Council has maintained a commitment to the provision of an appropriate level of accessible and safe car parking to serve the Glen Waverley Activity Centre.

This report, responds to the previous resolution of Council on 30 August 2016. The preliminary concept design has been prepared with the view to commencing community consultation, which will enable progression to detailed design.

The concept design recommended in this report represents a design that delivers a multi-use, forward thinking building that will integrate and be part of the Activity Centre.

ATTACHMENT 1

Concept Design For A New Mixed Use Multi-Deck Carpark
Glen Waverley Activity Centre

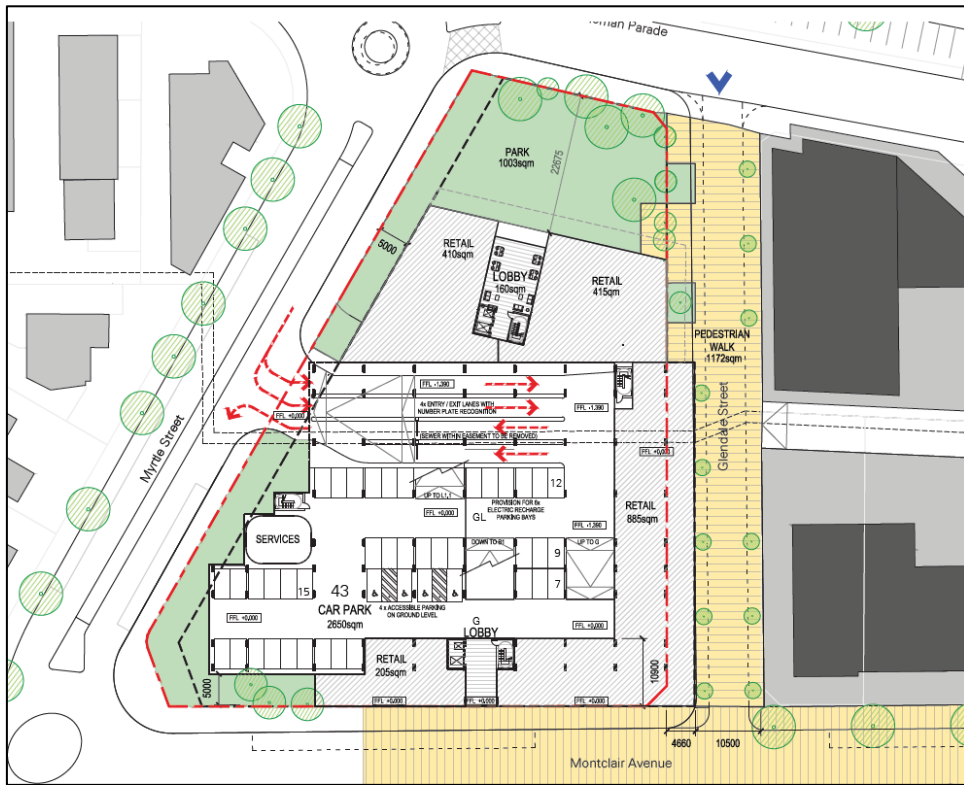


31-39 Montclair Av, Glen Waverley

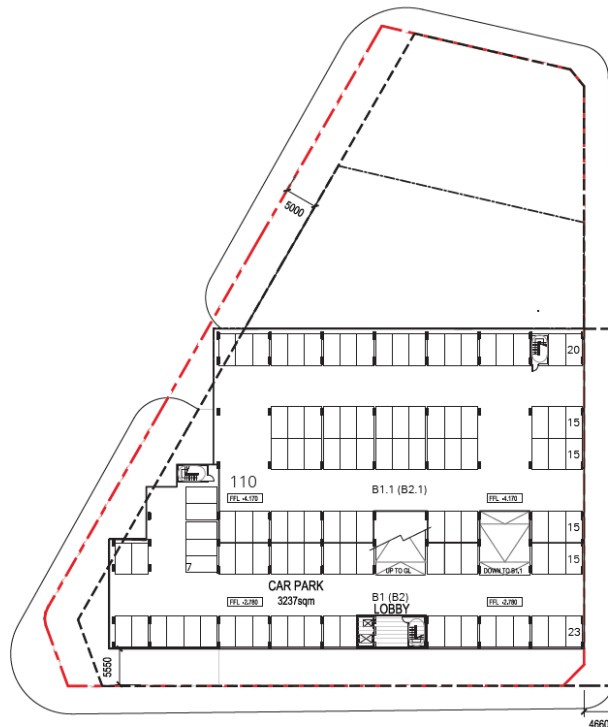


Concept Design For A New Mixed Use Multi-Deck Car Park In Glen Waverley Activity Centre

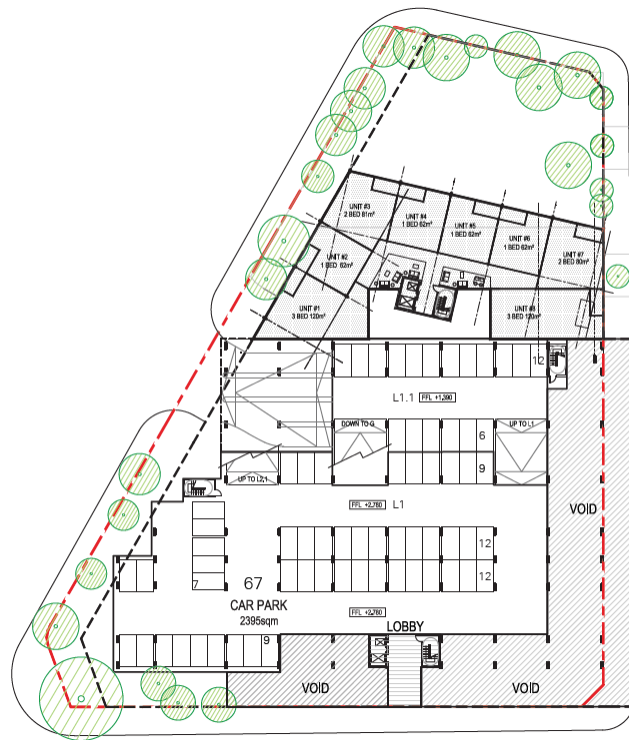
3D Concept – Aerial view from the east



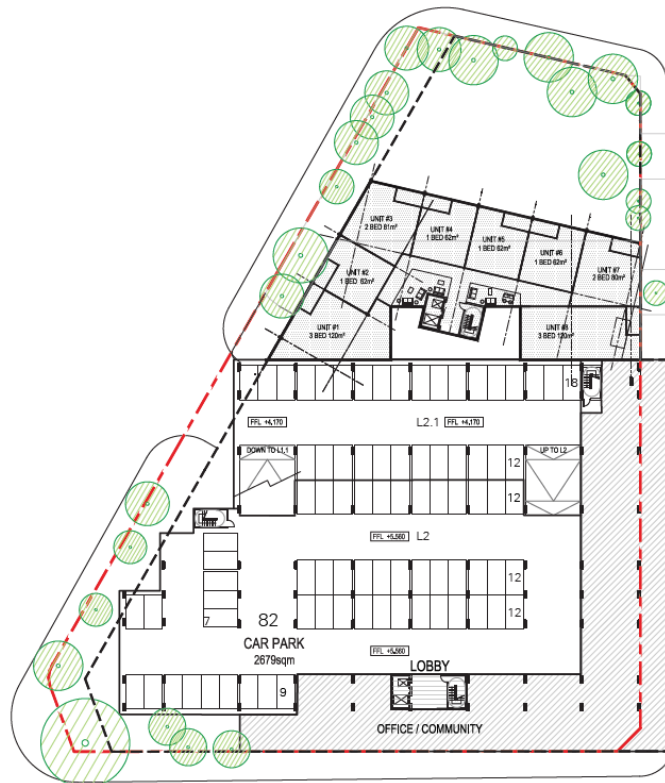
Ground floor concept, vehicle access via Myrtle St



Basement concept



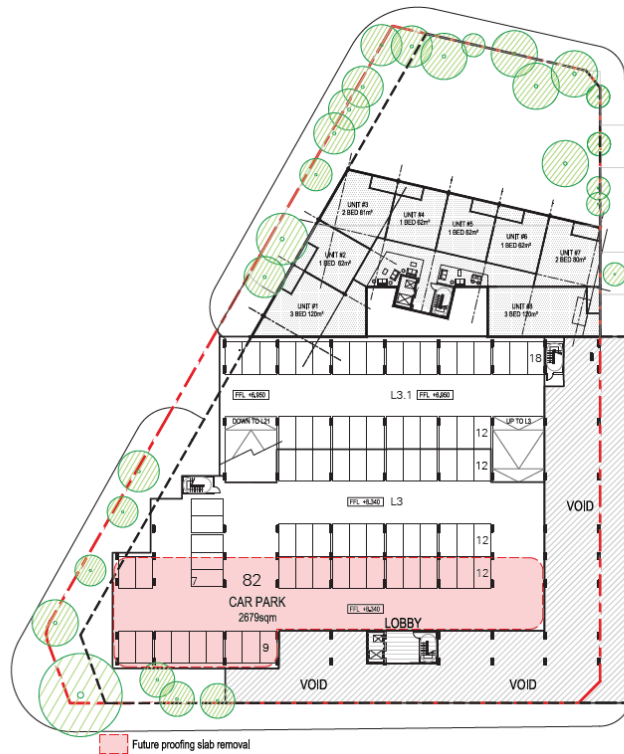
Level 1 Concept



Level 2 concept



Level 3 Concept



Level 4 - 8 Concept

