

1.9 BOGONG CAR PARK EXTENSION PROJECT

Responsible Director: Peter Panagakos

RECOMMENDATION*That Council:*

1. *Notes that this report and Council's consideration contained within is as an owner of land within the Glen Waverley Activity Centre and not as the Responsible Authority for the Monash Planning Scheme.*
2. *Notes the 2 schematic design options prepared by Katz Architecture for the upgrade and extension of the existing multi-level car park at 1-5 Bogong Avenue, Glen Waverley (Site) as shown in Attachment 2.*
3. *Notes that Option 2 provides the opportunity to fully optimise the existing site and maximise the extension capacity of the existing car parking building by providing for 518 additional car spaces with a completed total capacity of 1,032 car parking spaces.*
4. *Notes that the construction of this carpark will partly meet Council's obligation for replacement/additional car spaces within the Activity centre and there is a reliance on the Suburban Rail Loop Authority to provide for the remaining replacement car parking spaces.*
5. *Resolves that Option 2 – inclusive of a 4 level extension, is the preferred option to deliver on Council's obligation to provide replacement and additional car parking in the Glen Waverley Activity Centre.*
6. *Notes that under the Monash Planning Scheme the site is within a Commercial 1 Zone and subject to the Glen Waverley Major Activity Centre - Design and Development Overlay Schedule 12 (Area E), and that a planning permit is required for construction of the car park upgrade and extension.*
7. *Notes that the Glen Waverley Activity Centre Structure Plan was prepared in 2014.*
8. *Notes that the Suburban Rail Loop Authority in their role as Planning Authority within their legislation, have indicated that they will be reviewing the Glen Waverley Activity Centre*

Structure Plan as part of the Station Precinct Planning Project for the SRL Project.

9. *Notes that the average building height of Option 2 is 19.5 metres, (18.9 metres at its lowest point and 20.2 metres at its highest point) (excluding the architectural blades/mesh covering and services), noting that the Glen Waverley Major Activity Centre - Design and Development Overlay Schedule 12 (Area E) identifies a preferred discretionary height of 15 metres further noting that:*
 - a. *The precinct land immediately to the north of the site has a preferred height limit of 29 to 36 metres, with one building constructed and another in the process of being constructed (noting that works have stopped on that site for the time being).*
 - b. *land on the southern side of Bogong Avenue has a preferred height of 13.5 metres and future and further development intensity is anticipated through the SRLA Precinct Planning process.*
 - c. *the Site is also impacted, in part, by a proposed Specific Control Overlay 15 – Infrastructure Protection associated with the Suburban Rail Loop Authority's Project in the Glen Waverley Activity Centre.*
10. *Resolves that:*
 - a. *Option 2 (a 4 level extension) is the preferred design option outcome.*
 - b. *Option 2 will form the proposal submitted for the planning permit application.*
 - c. *Council consents to Council's consultant Architect, Katz Architecture, lodging the planning permit application with Council.*
11. *Notes that once the planning permit application is lodged it will be considered by Council in its capacity as the Responsible Authority for the Monash Planning Scheme and this planning permit process will include a formal statutory public notification period for the permit application.*
12. *Notes that prior to and independently of any planning permit application notification process, Council will be undertaking an information session to engage with the Glen Waverley Traders Association and local residents on the Bogong Car Parking proposal and other activities and issues associated with the Suburban Rail Loop project.*

13. *Notes that, subject to Council approval, this independent community engagement will include Option 2 (a 4 level extension) of the existing Bogong Avenue carpark will also form part of the community consultation and engagement process focusing on the SRLA project and its broader impacts on the Activity Centre (as resolved by Council at its 31 May 2022 Council meeting as recommended by the Glen Waverley Activity Centre Steering Committee) which is scheduled to occur on 13 July 2022.*

INTRODUCTION

The purpose of this report is to present to Council the 2 schematic design options that have been prepared by Council's consultant Architect, Katz Architecture (Katz) and the various sub-consultants for the extension of the existing multi-level car park at 1-5 Bogong Avenue, Glen Waverley (the Site).

This report recommends that Council resolve that Option 2 is its preferred delivery option. This report also seeks consent for Council's consultant Architect, Katz Architecture to lodge a Planning Permit Application, seeking to obtain planning approval for the construction of the car park extension.

BACKGROUND

Additional car parking in the Glen Waverley Activity Centre (GWAC) has long been planned for by Council. Whilst more recently the proposed construction of the Suburban Rail Loop Station at Glen Waverley will see the removal of existing car parking in the Glen Waverley Activity Centre.

Council has been consistent and clear with the community on its commitment to ensuring the provision of additional and replacement parking in the GWAC that is accessible and safe and supports the ongoing success of the centre and local businesses.

This commitment is demonstrated through the inclusion of a new multi-deck car parking facility at Montclair Avenue in adopted Glen Waverley Structure Plan. This was also supported historically by the collection of financial contributions from developers via previous parking overlays to provide for the construction of additional car parking.

Over the years Council has previously received and considered a number of reports on the impact and provision of adequate car parking provision within the GWAC. Council at its meeting on 29 June 2021 resolved that it was no longer feasible to continue with the detailed design of the proposed car park at 31-39 Montclair Avenue, Glen Waverley (given the notification that the SRLA intends to acquire this land as part of its project). Council went on to note that officers as a consequence had commenced preliminary work to

identify alternative sites for the provision of replacement and additional car spaces within the GWAC.

At its meeting on 26 October 2021, Council resolved, amongst other things, as follows:

- “8. Notes that officers have completed investigations into alternative sites for car parking in the Glen Waverley Activity Centre and that Council’s existing multi-level car park at 1-5 Bogong Avenue, Glen Waverley has been identified as the most appropriate location for provision of some of the additional car spaces.*
- 10. Notes that officers have commenced preparation and will release a tender for consultancy services to sign an upgrade and extension to the preferred site noted in item 8 with Council to consider the awarding of any tender at a further Council meeting.”*

Council meeting – 25 January 2022

In response to the resolution 10 of the 26 October 2021 report, at the 25 January Council 2022 meeting, Council resolved to award Contract 2022059 for consultancy services (architectural and other design services) Bogong Car Park Extension Project to Katz Architects.

Following a recommendation from the Glen Waverley Steering Committee, Council at its meeting on 31 May 2022, also resolved that Council undertake a community consultation and engagement process with the traders and residents on the process and outcomes proposed by the SRLA project in the GWAC. This would also include additional/replacement car parking challenges and the Bogong carpark Options which are the subject of this report.

DISCUSSION

The Site

The Site is known as the Bogong Car Park, 1-5 Bogong Avenue, Glen Waverley and shown bordered red on the image below.



Up until 1996, the Site was an at grade car park. In 1996 it was extended with an upper deck to meet the parking needs of the new Century Walk/Village Cinemas Development.

Subsequently, in 2003, Council supported construction of an additional two levels to the Site.

The existing multi-level car park on the Site comprises of 514 spaces over 3 levels. The breakdown of the spaces is shown below:

Ground level	128
Level 1	126
Level 2	126
Level 3 (roof top)	134
	514

The Concept Design Process

On 25 January 2022, Council awarded Contract 2022057 to Katz Architecture (Katz) to prepare the design options for the upgrade and expansion of the existing car park.

The consultancy brief included numerous design considerations including:

- Reviewing the feasibility study and completing invasive testing to confirm the structural integrity of the car park and optimum extension.
- Providing a minimum net increase of 370 additional car spaces.

- Identify opportunities to green the existing and additional building façade.
- Providing electric recharge parking bays.
- Allowing for future access controls and dynamic signage and smart parking technology.
- Following universal design guidelines
- Applying CPTED principles - provide CCTV, ensure free from entrapment hazards and mitigate risk of objects or projectiles from upper levels
- Achieve objectives of ESD in the Monash Planning Scheme

All the above considerations have been taken into account in developing the design. The process of the design by the consultancy team is summarised in Attachment 1.

Concept Designs and Option

The design process resulted in 2 options being prepared. The options are a 3-level extension or a 4-level extension. These options are shown in Attachment 2.

Both options achieve the functional brief requirement for a minimum net increase of 370 car spaces. The 4-level option exceeds this minimum net increase requirement by 148 car spaces, providing an additional 518 car spaces. Council was seeking a minimum 370 car spaces from this construction, with the balance of required car parking spaces to be provided by the SRLA.

Preferred Option

Option 2 is the preferred design option as it provides the greatest car parking benefit for the GWAC due the opportunity to fully optimise the existing site and maximise the extension capacity of the existing car parking building by providing for 518 additional car spaces with a completed total capacity of 1,032 car parking spaces.

Table 1 below summarises the main differences between the two options:

Table 1: Comparison of options

Option 1 – 3 LEVELS	Option 2 – 4 LEVELS
382 additional car spaces – total 896	518 new car spaces – total 1,032
Building capacity not optimised	Building capacity optimised

Next Stage - Design Development

Up until now, the focus has necessarily been on overall building car parking capacity, building scale, structural integrity, achieving DDA/compliance universal design and meeting CPTED principles.

The Project has now reached the stage where, subject to Council approval of a preferred option, it can move into the design development stage. This will evolve the design for the façade and greening, lighting, potential for artistic influence within the façade and/or lighting, surrounding landscaping and uplift to pedestrian footpath through to Kingsway. It will also provide the detailed plans to enable a planning permit application to be lodged.

Planning Permit

In considering the 2 options, officers are recommending that Council proceed with lodging an application for a planning permit for Option 2 for the following reasons:

1. Council has a clear commitment to provide replacement and additional car spaces in the GWAC.
2. Option 2 with 4 additional levels optimises the site car parking capacity and avoids the need for Council to revisit this Site and consider adding an additional level to the car park in the future which would bring further disruption to car parking.
3. An additional 4 levels provides value for money with construction cost efficiencies that arise with a higher number of car spaces.
4. Additional car spaces with the 4th level will provide a surplus number of car spaces when taking into account the balance of the additional/required spaces that are expected to be delivered by the SRLA as part of their project.
5. The Bogong Avenue carpark is well located and utilised. Maximising its provision of car spaces (taking into account that the proposed carpark cannot be delivered) will directly benefit the Activity Centre and Kingsway spine and provide and retain car spaces south of the railway line where they are most desired.

Planning Controls over the Site**Monash Planning Scheme**

The Site is contained within a Commercial 1 Zone and subject to Design and Development Overlay (DDO12 – Area E) that was introduced as part of the implementation of the 2014 Glen Activity Centre Structure Plan. The site is also partly contained within proposed SCO15 relating to the location of the proposed underground Suburban Rail Loop infrastructure.

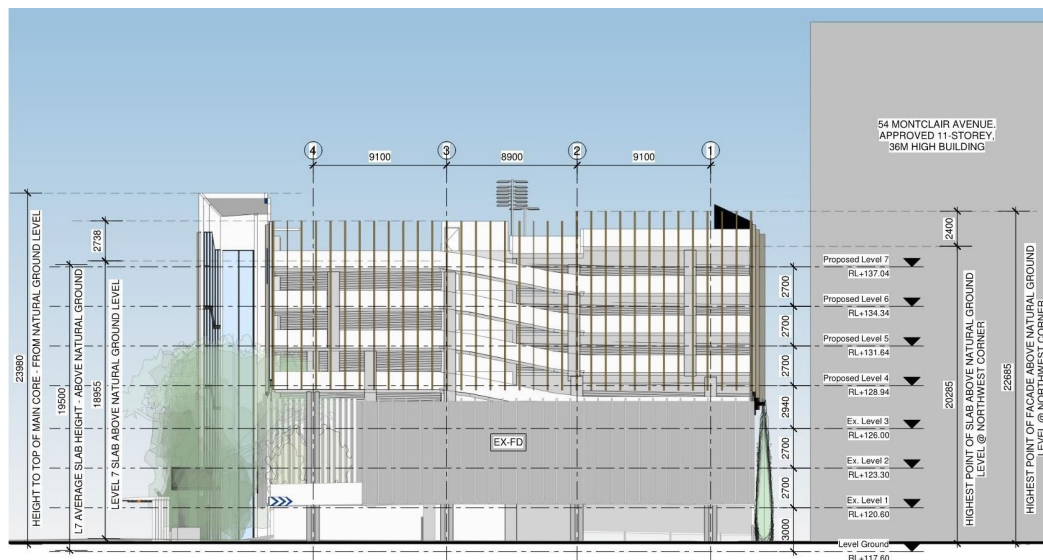
The buildings and works schedule to Area E of DDO12 shown in the image below sets out a preferred building height of 4 storeys or 15 metres.

Glen Waverley Major Activity Centre - DDO 12



The cross section drawing below shows the heights for the preferred option of a 4 level extension. To note:

- Building height of 19.5 metres (18.9 metres at its lowest point and 20.2 metres at its highest point) (excluding the architectural blades/mesh covering and services) with the highest point of façade at 22.51m
- Highest point at core (stairwell and lifts) is 23.98m
- Given the slope of the building, 88% of the building is under 22m (to highest point of the façade).
- An adjoining proposed development to the north has achieved a planning permit has a height of 36m (within Area D).



Project Timeframe

The aim is to complete this project by Mid-2024, this timeframe is based on avoiding further disruption to car parking in the GWAC with the potential loss of Council's land used for at-grade car parks located at Glendale Street to the SRLA.

CONSULTATION

There will effectively be 2 rounds of consultation on the proposed development.

The first round will be as part of engagement with the community on the SRL project in Glen Waverley. Up until now, community consultation has included the provision of information via media releases, letters to traders and residents within the GWAC, updates on Council's website and social media platforms when discussing the SRLA project.

More broadly, community consultation and engagement outside of the planning application process is proposed, which will focus on the SRLA project and its broader impacts on the Activity Centre. Council at its 31 May 2022 Council meeting, resolved on the recommendations of the Glen Waverley Steering Committee that this should occur. This consultation/engagement session, which will include details of the Bogong Avenue project (should the recommendations of this report be adopted by Council) is scheduled to occur on 13 July 2022.

The second round of consultation will occur through the planning application process includes Statutory notification of the planning application. As part of this notification, a community information session will also be held as is common with larger applications.

POLICY IMPLICATIONS

The driver for this project is to deliver on Council's commitment to provide additional parking as included in the Glen Waverley Activity Centre Structure Plan.

There are other important Council deliverables that this project responds to including:

Community Vision 2021***A Sustainable Future***

- Addressing climate change, reducing greenhouse gases, and the heat-island effect; and

Services in my neighbourhood

- Prioritise assets which support community relationships, promote regeneration, are convenient, and are accessible...".

Council Plan – 2021-2025***Sustainable City***

- Ensure an economically, socially, and environmentally sustainable municipality

Enhanced Places

- Improve public spaces and local employment by revitalising our employment hubs, activity centres and neighbourhood shops.

Asset Plan 2021-2031***State of our Assets***

- Determine the demand and value of the services our assets provide.

Lifecycle Management

- Understanding and meeting the impact of changing service needs

Monash Planning Scheme

Clause 11.03 – Planning for Places – Activity Centres

Clause 21.05 – Economic Development

Clause 21.06 – Major Activity and Neighbourhood Centres

Clause 22.13 – Environmentally Sustainable Development

Environmental Sustainability Strategy

- Promote environmentally sustainable outcomes in urban planning, design and development.

GENDER IMPACT ASSESSMENT

A Gender Impact Assessment has been conducted to ensure the design has fully considered gender equality and recognised comments received from users of the car park in the Your Ground report.

Comments captured from users of the car park included the car park being too dark. This has been noted and lighting will be a focus whilst addressing the CPTED requirements as stipulated in the brief to the consultants.

Bringing the car park into compliance with the Building Code will see the addition of a second lift.

HUMAN RIGHTS CONSIDERATIONS

The Project does not impact any rights listed in the Charter of Human Rights and Responsibilities Act 2006.

FINANCIAL IMPLICATIONS

Council has allocated \$5,365,000 towards this Project in the draft 2022/2023 annual budget which will cover the cost of consultancy services and progress payments for the commencement of construction.

Further funding will be required for financial year 2023/2024 to cover the full cost of the Project. As the design evolves the full cost will be known and a further report will be provided to Council regarding funding requirements and options before the final decision to proceed with the construction is made.

CONCLUSION

The design work to deliver an extension to the existing multi-level car park on the Site is progressing. The schematic design options were presented to Council at its strategy meeting on 14 June 2022 which demonstrate the ability of the existing car park to be extended with a minimum of 370 car spaces.

Having considered the options of a 3 or 4 level extension, it is recommended to Council that it proceed with Option 2 being a 4-level extension to the existing car park which delivers increased spaces, optimises its development capacity as well as construction efficiency.

The next step with delivering this Project is to lodge an application for a planning permit and commence community consultation as part of the overall consultation with traders and residents on the impact to the GWAC due to the SRLA project (which is scheduled to occur on 13 July 2022) and on Shape Monash for the broader community.

Attachment 1 – Design process

#	Milestone	Status
1	Complete review of feasibility study and provide a return brief (due diligence stage).	<p>100% Complete.</p> <p>This stage included the consultancy team reviewing the various disciplines of the feasibility study including design, structural and civil, traffic, services, planning and regulations.</p> <p>The response to the feasibility study included the following recommendations/comments:</p> <p>Design</p> <ul style="list-style-type: none"> • Not progress with an extension over the ramp on the western boundary as it was considered too complex and unnecessary to achieve the 370 additional car park minimum. It is a high-risk option requiring significant demolition, reconstruction and temporary retention. It adds relatively minor area at significant cost/risk. • Retain existing façade as considered in good condition. • Maintain and extend core in similar position. • Retain established vegetation. <p>Structural and Civil Engineering</p> <ul style="list-style-type: none"> • Supports the recommended column strengthening option from the feasibility study of using steel framed column strengthening. This option avoids significant encroachment into existing car parking bays and can be effectively treated to accommodate fire rating and weatherproofing requirements. • Footing strengthening solution requires additional steel spreader beams cast into the proposed footing extension. • Additional shear walls at stair 1 and stair 2 locations are required to accommodate seismic loading resulting from the additional vertical extensions. • Scanning, coring and compressive strength testing is required to fully inform the strengthening design works. • Noted existing cracks in parts of the building which do not affect the integrity of the floor plate and can be treated with epoxy grout. <p>Traffic</p> <ul style="list-style-type: none"> • Some columns are non-compliant with AS2890.1 as they are on the centre boundary of car park line markings. These columns should be located 0.25-

		<p>1.25m from the front/aisle end of car spaces but if not possible, a 0.3m clearance is required which will impact the size of some car spaces.</p> <ul style="list-style-type: none"> • There are a number of non-compliant car parking spaces within the existing car park structure. These can be retained as they are existing. Full compliance is required for new car spaces. • A traffic survey has been completed. • No mitigating roadworks to Bogong Avenue are required as a result of the development. <p>Mechanical</p> <ul style="list-style-type: none"> • A new main switchboard will be required to accommodate additional load. • Existing lighting is inconsistent and varying ages. Recommend replacing all lighting with new high efficiency LED. • ESD opportunities include roof deck solar panels, electric car charging bays, bicycle facilities, a safe CPTED Core that promotes use of the stair for vertical circulation, existing building re-use. • Existing lift is non-compliant. New stretcher compliant lift is required. <p>Access</p> <ul style="list-style-type: none"> • Additional accessible parking bays will be included to meet requirements of AS2890.1. • Accessible parking to be located at lower level and close to vertical circulation and building entry/exit.
2	Prepare a concept plan for discussion (schematic designs)	Complete. The concept plan was provided as part of the return brief and have evolved into schematic design options for a three (3) or four (4) level extension. The report recommends that Council proceed with Option 2. The schematic design options are provided in Attachment 2.

ATTACHMENT 2 – SCHEMATIC DESIGN OPTIONS

Preferred option developed with 3 or 4 additional levels with an articulated base and top that reduces sense of building bulk

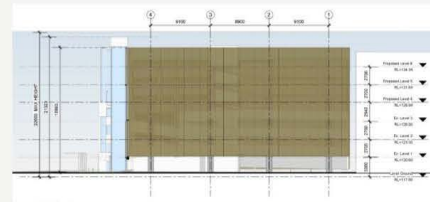
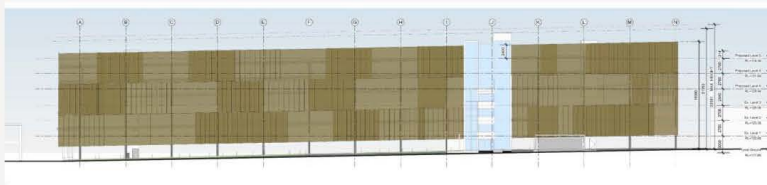
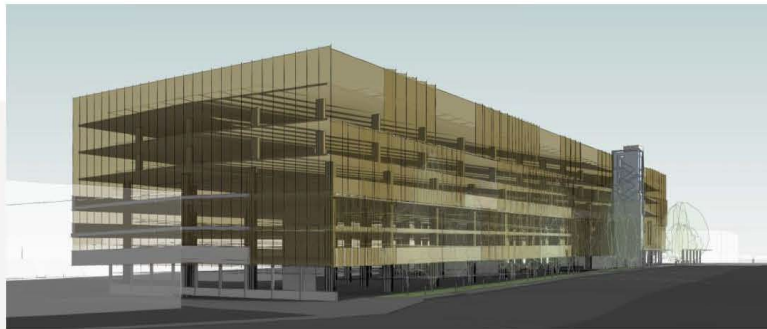


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ATTACHMENT 2 – SCHEMATIC DESIGN OPTION 1 (3 LEVELS)

Architectural Design

Initial Concepts Reviewed – Expressed as one floating volume with 3 new levels



ATTACHMENT 2 – SCHEMATIC DESIGN OPTION 2 (4 LEVELS) – PREFERRED OPTION

Or Articulated base with extension - with 4 new levels



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