



NELP Doncaster Park and Ride Urban Design Landscape Plan

Manningham Submission



Interpreter service

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1 Executive Summary

Manningham Council (Council) has been involved as a key stakeholder for the North East Link Project (NELP) since 2019 when the project received initial approval to commence via the Environmental Effects Statement (EES) process.

The North East Link Project Incorporated Document (December 2019, amended September 2023) provides the high-level planning approval for the project. The Incorporated Document was gazetted into relevant Planning Schemes via Schedule 12 to the Specific Controls Overlay (SCO12).

Clause 4.5 of the Incorporated Document requires the preparation of an Environmental Management Framework, which includes a set of Environmental Performance Requirements (EPRs) with which the project must comply. Clause 4.8 requires the preparation of an Urban Design Strategy (UDS), which the project must be carried out in accordance with. This submission provides comments on several EPRs and sections of the UDS in relation to Doncaster Park and Ride.

Clause 4.9 of the Incorporated Document relates to Urban Design Landscape Plans (UDLP). Prior to the commencement of development of permanent above-ground buildings or structures, a UDLP must be prepared to the satisfaction of the Minister for Planning. The UDLP must show the final built form design for the project, must be accompanied by relevant supporting plans and documents, and must be subject to consultation with relevant stakeholders and the public before being submitted to the Minister for assessment.

Pursuant to Clause 4.9.9 of the Incorporated Document, the use and development of the project must be carried out generally in accordance with the approved UDLPs.

Council has prepared and lodged submissions to three exhibited UDLPs to-date – for the Bulleen Park and Ride redevelopment, Central Tunnels package, and the Eastern Freeway Upgrades (south package).

A UDLP for the redevelopment of the Doncaster Park and Ride site is now on public exhibition in advance of being submitted to the Minister for Planning for assessment. Exhibition commenced 4 September 2024 and will conclude on 24 September 2024.

This submission is Council's response to the exhibited UDLP for Doncaster Park and Ride, for consideration by NELP and the Minister for Planning.

The UDLP shows that the Doncaster Park and Ride site is proposed to be redeveloped as a bus interchange and carpark only, with a similar number of car parking spaces to the existing facility.

Council seeks to achieve maximum public value on this key site by upgrading Doncaster Park and Ride as a mixed use Transit Oriented Development (TOD) – rather than a bus interchange and car park with no increased capacity.

Council's position is that the UDLP should not be approved in its current form. Council strongly recommends the UDLP be amended to adopt a different redevelopment approach before going before the Minister for Planning for final approval.

2 Introduction

Context

- 2.1 This submission has been prepared on behalf of Manningham Council (Council) in relation to the public exhibition of the proposed Doncaster Park and Ride (DPR) UDLP, which is to be delivered as part of NELP.
- 2.2 The UDLP contains designs for the DPR bus interchange facility, which is located on the south side of Doncaster Road, east of the Eastern Freeway interchange. The existing facility provides over 400 car parking spaces for commuters and is a major bus interchange, serving seven bus routes including the highly-patronised 907 and 908 DART SmartBuses.
- 2.3 As Manningham is the only Melbourne metropolitan council not served by either heavy or light rail, bus interchanges are our key transport hubs. DPR is one of our largest and busiest interchanges and will serve the future Eastern Express Busway to be delivered by NELP.
- 2.4 The Doncaster Hill Major Activity Centre and Doncaster Road corridor has been identified as a major strategic growth area in many State and Local strategic documents including Plan Melbourne (2017 – 2050) and Manningham’s Liveable City Strategy 2040 (2022).
- 2.5 The main planning control relevant to the DPR site is the Specific Controls Overlay Schedule 12 (SCO12). The SCO12 was gazetted following the Environmental Effects Statement approval process for NELP in 2019. It prevails over any contrary or inconsistent provision in the Planning Scheme and exempts all NELP works from standard planning permit requirements.

Process and concerns on engagement

- 2.6 Council welcomes the opportunity to provide feedback on the exhibited UDLP. We acknowledge the consultation that has already been undertaken by NELP with Manningham officers and other relevant stakeholders affected by the project.
- 2.7 Council has consistently used these consultation opportunities to advocate for an upgraded mixed use Transit Oriented Development (TOD) outcome for the site. Further details and justification for this advocacy position is again outlined by this submission.
- 2.8 Council raises concerns over the short time frame provided for the community to review the large amount of documentation associated with the UDLP, seek feedback from their various community groups and prepare a submission on such an important part of the NELP consultation process.
- 2.9 Three weeks is an extremely short period in which to undertake these actions and prepare a meaningful submission to be considered by NELP and increases the risk that all voices may not be heard. Nonetheless, Council has worked hard to prepare this submission within the allocated period to represent the Manningham community.
- 2.10 Additionally, the timing of the exhibition period was poorly chosen – noting the election ‘caretaker’ period leading into general Council elections beginning 17 September 2024. This period is mandated under the *Local Government Act 2020* and requires Councils to comply with special arrangements including limited decision making powers.

- 2.11 The 'caretaker' period is the same for all Victorian Councils and NELP should have been aware of the dates and the associated limitations for Councils. Waiting until 4 September 2024 to release the UDLP, and providing no extension to the exhibition period is inappropriate in this context. The timing constraints have put Councils at a disadvantage in attempting to prepare and endorse submissions to the UDLP on behalf of their community.
- 2.12 Noting that the public exhibition period is three weeks, the timing of exhibition leading into the caretaker period only allows Council nine business days to review the UDLP documentation (more than 150 pages) and prepare a submission for endorsement.
- 2.13 Council notes that NELP has consulted with Council Officers via UDLP workshops in advance of the exhibition. However, Council must still review all exhibited UDLP documentation thoroughly to compare it to the workshop documentation. This adds an additional administrative burden during the already limited exhibition period and has associated resourcing implications.

Exhibited UDLP

- 2.14 In its current form, Council's position is that the design proposed by the UDLP should not be approved. This submission will detail the reasons for Council's position including the key issues to be addressed and where applicable, will outline recommended options for improvement.
- 2.15 The design proposed by the UDLP is generally as follows:

Vehicular access

- Vehicular access to the site for buses and private vehicles from Doncaster Road is via the signalised Doncaster Road / High Street intersection.
- Buses entering the site from the Eastern Freeway will enter the interchange directly from the Eastern Express Busway lane.
- Upon entering, private vehicles must veer left into the entry of the multi-level car park building, and buses (from Doncaster Road) continue straight into the bus interchange lanes.
- To exit the site, buses use the relevant interchange lane for either direct access back onto the Eastern Express Busway, or for access back onto Doncaster Road at the High Street / Doncaster Road signalised intersection.
- To circulate through the car park, private vehicles must use the ramps between the split-levels – which are all two-way except at the ground floor to separate ingress (lower ground floor) and egress (upper ground floor) from the building.
- To exit the car park, private vehicles must use ramps to navigate back to the upper ground floor, to use the exit from the south-east of the structure. This exit feeds into the Pick Up Drop Off (PUDO) loop and allows vehicles to exit onto Doncaster Road via a signalised intersection, east of the High Street intersection.
- The PUDO loop is located to the north-east of the car park structure, in the location where Hender Street currently connects to Doncaster Road.
- The PUDO has one ingress lane, and two PUDO lanes where passengers can be collected or deposited from 10 short term parking spaces.
- Access to/from the PUDO is via a signalised intersection to Doncaster Road, east of the High Street intersection.

- Access from the ingress PUDO lane onto Hender and/or Finlayson Streets is possible via a one-way link at the corner of these two streets. Vehicles will not be able to access the PUDO loop from either of these streets to continue out to Doncaster Road.

Car park

- Provision of a rectangular multi-level car park building oriented on a generally north-east/south-west axis, in the northern portion of the site.
- 435 car parking spaces and 10 motorbike parking spaces.
- 4 car parking spaces will be reserved for staff and bus drivers.
- The car park structure has a height of 26 metres and provides 6 split-level floors of car parking, including an open air car park forming the roof.
- The car park structure is finished in metal and concrete panels with a green façade supported by stainless steel wire mesh. A painted yellow finish is applied to the external staircase on the north-east façade.

Forecourt

- A small forecourt space is located centrally between the car park, services building and bus interchange – opposite Finlayson Street.
- The forecourt contains circular stepped garden beds that also serve as seating.

Passenger Services Building

- The passenger services building is located adjacent to Hender Street, south of the forecourt and car park.
- The building is single storey with a high skillion roof that rises up from Hender Street towards the Eastern Freeway.
- The building has a maximum height of 9 metres.
- The building will present a solid wall to Hender Street, treated with a planted green wall.
- The building contains a bicycle parkiteer, waiting room and toilets for the public. It also contains staff and 'back of house' facilities including offices, storage, a locker room, staff room, comms room, plant room, bin storage and bus driver toilet.
- The eastern wall of the building meets the bus interchange noise wall.

Pedestrian and Cycling Links

- Pedestrian and cycling links are available around the perimeter of the site, via a shared user path connecting from the Koonung Creek Trail.
- A total of 28 bike hoops are provided in several locations across the site.
- The secure bicycle parkiteer within the passenger services building provides space for 26 bicycles.
- Pedestrian movement within the site is available throughout the paved forecourt area, and through the bus platforms via zebra crossings.
- A zebra crossing is also provided to access Finlayson Street – where the path narrows and cyclists would have to dismount.

Bus interchange

- The interchange comprises 3 platforms located parallel to the Eastern Freeway.

- The platforms are connected by pedestrian crossings, with fencing provided to prevent pedestrians crossing elsewhere.
- A circular turn-around point is provided for buses in the south-east corner of the site.
- A noise wall is provided along the eastern edge of the bus turn-around, to protect Hender Street and surrounds. The wall connects with the eastern wall of the services building.

Landscaping

- All trees within the site are proposed to be removed, except for the large oak tree at the Doncaster Road frontage – which is heritage protected.
- New canopy trees and lower level planting are shown within the north-east portion of the site around the carpark and through the forecourt, within the circular bus turnaround, and between bus platforms.

3 Approach

The exhibited UDLP demonstrates that the DPR site will be redeveloped as a bus interchange and car park only, with a similar number of car spaces to the existing facility. Council's views on this approach to the redevelopment are outlined below.

Transit Oriented Development

Background

- 3.1 Although Schedule 12 to the Specific Controls Overlay (SCO12) is the primary planning control for the site - it is notable that the original planning controls affecting the site remain in place.
- 3.2 The relevant objectives of these original controls provide a clear insight into the long term vision for the DPR site and surrounds. Objectives of the Mixed Use Zone (MUZ) and Design and Development Overlay Schedule 1 (DDO1) include the following –
- To provide for a range of residential, commercial, industrial and other uses which complement the mixed-use function of the locality (MUZ).
 - To encourage development that responds to the existing or preferred neighbourhood character of the area (MUZ).
 - To provide for housing at higher densities (MUZ).
 - To enhance the viability and vitality of commercial activities along Doncaster Road (DDO1).
 - To enhance the residential environment and improve facilities for public transport, pedestrians and cyclists (DDO1).
 - To protect and enhance the amenity and liveability of residential areas (DDO1).
- 3.3 Since 2022, Council has strongly advocated for DPR to be developed as a mixed-use Transit Oriented Development (TOD) as part of NELP.

- 3.4 TOD sites are developed around important transport nodes/interchanges. They integrate a mixture of land uses whilst connecting urban places, activities, resources and public open space, with easy accessibility via walking and cycling.
- 3.5 The benefits of TOD are widely documented in transport research worldwide. Research has shown (*Ali et al 2021 and Noland et al 2014*) the provision of Transit Oriented Development can result in:
- Reduced car dependency.
 - Increase in active travel.
 - Community health benefits.
 - Increased economic productivity.
 - Rehabilitation of urban areas.
 - Higher employment density.
 - Increased public transport use.
 - Improved sense of community.
- 3.6 Council is strongly committed to advocating for a mixed-use TOD for this site due to the wide-ranging benefits to community, environment, and local economy. To support this advocacy, consultants were engaged to develop a high level design concept of a TOD park & ride facility for this site, and an associated economic feasibility study. These documents are provided as **Appendix B and C** (respectively) to this submission.

Manningham TOD Design Concept

- 3.7 Council's commissioned design concept includes a multi-level car park station with a retail and commercial frontage to Hender Street. This outcome was endorsed at a Council Meeting on 22 July 2022 as Council's preferred redevelopment outcome for the site. The significant benefits of the design include:
- Two new public open space areas including an activated green roof
 - Commercial uses such as gym, retail and office spaces
 - 657 car parking spaces for bus commuters (compared to the current 400)
 - Increased employment: 286 ongoing jobs, 151 construction jobs
 - 8,175 sqm of retail and commercial uses
 - Improved access to retail for surrounding residents
 - Improved public transport access
 - Enhanced walking and cycling connections
 - Improved safety through mixed use activation
- 3.8 The findings of the economic feasibility study included that there is potential to gain financial, economic, place activation and amenity benefits by incorporating retail and commercial uses within the site, and that the subsequent financial returns would reduce the overall cost of the project.
- 3.9 Both the design concept and economic feasibility study have been provided directly to NELP on various occasions and raised by Council officers in numerous meetings dating back to 2022.
- 3.10 NELP have previously advised that Council's commissioned design concept may not be deliverable due to increased demand on the Doncaster Road / High Street intersection.

However, traffic modelling to support this assertion has not been provided, and it has not been disclosed how the introduction of a PUDO might ease the potential impacts.

- 3.11 Additionally, the entire Doncaster Road bridge and Doncaster Road / High Street intersection is being reconstructed by NELP, which provides the opportunity to build-in additional capacity for some form of TOD and/or additional car parking capacity on the site.

Doncaster Park and Ride TOD Benefits

- 3.12 Whether or not Council's specific design concept is delivered – the high-level benefits of TOD are widely established worldwide, and the findings of Council's design and feasibility investigations are clear evidence of the substantial benefit that a mixed-use TOD would provide on this site.
- 3.13 Locally, Westfield Doncaster and The Pines Shopping Centre are key examples of where commercial and other uses have successfully operated in conjunction with a bus interchange. Both sites are highly patronised as bus interchanges, but also for the various commercial and other uses offered on the sites.
- 3.14 The proposal as shown in the UDLP not only falls significantly short of Council's specific design concept, it also does not provide any meaningful features of a mixed-use TOD or clear traffic modelling to justify the 'like-for-like' proposal.
- 3.15 Failing to provide a mixed-use TOD outcome for this site is also discordant with numerous objectives and requirements of the North East Link Urban Design Strategy. The Urban Design Strategy was approved in 2020 in accordance with Clause 4.8 of the Incorporated Document and forms an integral part of the regulatory controls for NELP.
- 3.16 The detailed requirements and benchmarks for bus park and ride facilities as outlined at Section 7, item 10.2 'Bus station design' of the Urban Design Strategy seek that *complementary land use and activation opportunities such as commercial, retail and public facilities are maximised.*
- 3.17 Section 7, item 10.3 'Innovation' of the Urban Design Strategy outlines that *innovative design solutions that add value to the project should be incorporated into the design. These are solutions that are not commonly used in the Victoria and are beyond business-as-usual approaches.* Solutions listed by item 10.3 include *integrating retail and public amenities into station building.*
- 3.18 Objective 3.1 of the Urban Design Strategy 'Integration with context' seeks to *provide a well-integrated corridor environment that enhances the street network and takes advantage of opportunities to connect and integrate with the broader commercial, residential and open space functions and environment.*
- 3.19 The failure to provide any TOD features is also a poor social outcome, as there is no incentive for people to linger and engage with others. Objective 6.1 'Putting people first' of the Urban Design Strategy seeks to provide places that *encourage diverse social interaction within public spaces.* This outcome will not be achieved by the design given it provides a car park and bus interchange only.
- 3.20 The 'Values and priorities' outlined for the Koonung Creek Valley Area in the Urban Design Strategy note that *the redevelopment of the Doncaster Park and Ride presents a major project opportunity for land use and transport integration, and to create a high quality public*

transport user experience. Land use and transport integration has not been achieved for DPR by the design shown in the UDLP, as the proposal is for a transport interchange only.

- 3.21 Whilst it is a positive outcome that the facility will be redeveloped into a modern interchange, it is Council's view that delivery of the design shown in the UDLP without any TOD features would be a significant missed opportunity and an irresponsible underdevelopment of this strategic site owned by the State Government.

Growth

Background

- 3.22 Consultation undertaken to-date by the State Government for their Plan for Victoria has found that top priorities for Victorians include better public transport, walking and cycling connectivity, more affordable homes for everyone and vibrant and social places for people to connect and thrive.
- 3.23 The State Government's draft housing targets released on 16 June 2024 will play a significant role in the Plan for Victoria. In Manningham, the State Government has set a draft target of 39,000 new homes by 2051. This represents a 76% increase over the current housing stock, which equates to 1,300 new dwellings per annum over 30 years.
- 3.24 Doncaster and Doncaster East have to-date been the primary focus for Manningham's population and housing growth. Nearly all (97%) of Manningham's housing and population growth over 2011–2022 has occurred in these two suburbs along main roads and around activity centres.
- 3.25 As an example, the Tullamore Estate was developed nearby to DPR on the former Eastern Golf Club Site and has resulted in a significant increase in population in the surrounding residential precinct. The development provided around 900 new dwellings across a 47 hectare site.
- 3.26 Development intensity along the Doncaster Road corridor has progressively increased in accordance with the preferred neighbourhood character set out by the Residential Growth Zone (RGZ) and Schedule 8 to the Design and Development Overlay (DDO8) of the Manningham Planning Scheme. The DDO8 was introduced in 2007 and encourages a higher level of intensity and greater diversity of residential development in designated areas. The RGZ also contains provisions to support a substantial level of development change.
- 3.27 Of the 4,661 new dwellings in Manningham between 2016 and 2021, 80% were provided in Doncaster Hill and surrounding areas.

Directing Future Growth in Manningham

- 3.28 Transit stations are widely understood to be appropriate and useful locations to focus housing densification. As part of Manningham's ongoing Residential Strategy review, preliminary assessments have already indicated that the area around DPR will be a key location to accommodate future housing growth.
- 3.29 The Doncaster Road corridor (beginning at DPR and extending east to Mitcham Road) is emerging as a widely recognised area of high density development. Growth in this area is

expected to continue and become more rapid, due to influences including the State's housing targets, NELP Eastern Freeway Upgrades and expanding population.

- 3.30 The new Residential Strategy that is currently under preparation will reinforce the areas where more intensive development and housing should be located. Manningham currently directs growth along main roads where there is good access to commercial and community facilities, including via public transport. Doncaster Road is identified as a key growth area which is likely to be expanded to accommodate new development to meet the State's housing targets.
- 3.31 As part of this work, the DPR site specifically has been identified as a focus for additional growth in the Doncaster area.
- 3.32 In addition to current work to prepare a new Residential Strategy, Manningham is undertaking a data collection/analysis project for the Doncaster Road corridor in response to this existing and anticipated growth, to inform future strategic planning and advocacy. The Doncaster Road Corridor Capacity and Growth Assessment (DRC CGA) will assist in guiding future growth in this area, including around the DPR site.

Strategic Alignment

- 3.33 Objective 3.3 'Strategic alignment' of the North East Link Urban Design Strategy requires the project to *provide an integrated transport infrastructure and land use solution that responds to strategic transport and land use planning for the broader precinct in consultation with local government and authorities.*
- 3.34 Objective 3.3 specifically requires consideration of Local Government land use planning and strategies. As already described in depth, Council is actively working on various major projects and policies that will increase housing and population growth in the area around DPR, which will have significant influence on the demand for DPR.
- 3.35 Similarly, Key Direction 1 of the Urban Design Strategy notes that it is fundamental to achieve urban design outcomes that ensure *project outcomes are aligned with the plans and strategies being developed and delivered by others.*
- 3.36 The UDLP provides a response to Objective 3.3 of the Urban Design Strategy on page 56 of the report by outlining the proposal's alignment with four State level policies/strategies. There is no mention of any local strategic work or how it has been considered in the design. This is a disappointing response, and it is Council's position that Key Direction 1 and Objective 3.3 have not been sufficiently addressed given Manningham's highly relevant local strategy work has not been mentioned or considered.
- 3.37 This outcome is also inconsistent with Environmental Performance Requirement LP3, which requires the project to *minimise inconsistency with strategic land use plans. The project must avoid, or where avoidance is not feasible, minimise to the greatest extent reasonably possible, impacts on residential, commercial, industrial, open space, culturally valued and community facility land uses from project development and operations which would be inconsistent with approved strategic land use policies.*

Connecting Services to People

- 3.38 To match increasing residential growth and generate development interest to support it, new infrastructure and services will be required. Westfield Doncaster is part of the

Doncaster Hill Major Activity Centre that services the existing residential area in Doncaster Hill. However, smaller local activity centres are key to developing 20-minute neighbourhoods as envisaged by relevant State and local policies.

- 3.39 Objective 8.2 – ‘Twenty-minute neighbourhoods’ of the North East Link Urban Design Strategy seeks to *support and enhance 20-minute neighbourhoods for convenient and desirable access to everyday services and facilities (Within a 20-minute walk from their home, or faster by bicycle or local public transport)*.
- 3.40 The DPR site offers an ideal opportunity to contribute to 20-minute neighbourhood goals by providing mixed-use TOD features in the redevelopment. However, the UDLP’s response to Objective 8.2 (page 63) only comments on the new active transport connections that will be provided. This is a disappointing response and does not sufficiently address Objective 8.2.
- 3.41 The creation of a new local activity centre via TOD will also incentivise developers to invest in the area – which will contribute to the required new dwellings as part of the response to the State’s housing targets. Without developer interest, consistent with Council’s submission to the State Government on the Plan for Victoria, the targets will otherwise be unachievable.

Capacity

- 3.42 In accordance with Council’s ongoing strategic work and increasing population growth, the existing character, housing stock and population density surrounding the DPR site is expected to undergo substantial intensification in the short to medium future. Upgrading the DPR site with no additional car parking is not appropriate considering this emerging context and is a short-sighted approach.
- 3.43 Notably, prior to NELP’s partial occupation of the DPR site in February 2023 – the carpark was already operating at full capacity. Further population growth has already occurred since then and will only increase and become more rapid.
- 3.44 By 2028 when NELP is complete and the upgraded DPR site opens – the 435 car parking spaces will immediately be insufficient to meet the population’s needs.
- 3.45 This context is also further justification for a mixed-use TOD to be provided, which would respond to the feedback collected for Plan for Victoria that the community wants more vibrant and social places for people to connect and thrive.

Demand

Bulleen Park and Ride

- 3.46 Council’s other major bus interchange Bulleen Park & Ride was redeveloped by NELP and opened in April 2023. The facility was upgraded as a bus interchange and car park only. It immediately experienced high patronage upon opening and is consistently operating at capacity.
- 3.47 The high usage of the upgraded Bulleen Park & Ride reinforces the importance of these bus interchanges for Manningham and wider communities, and highlights what a significant opportunity the DPR site offers.

- 3.48 The upgrade of Bulleen Park & Ride was originally intended to provide additional capacity for when the DPR facility is fully closed during NELP works. However, as Bulleen Park and Ride is already at capacity and Doncaster Park and Ride is not yet fully closed – uptake has clearly exceeded expectations and/or was underestimated. It is highly probable that a similar outcome will occur at DPR with the design shown by the UDLP – particularly considering the existing facility already operates at capacity.
- 3.49 Additionally, the highly successful patronage uptake of the Bulleen Park and Ride facility and its induced demand reinforces Council’s previous advice to the State (during the 2019 Environmental Effects Statement process) that the catchment for commuters expected to use the Bulleen Park and Ride facility is different to those who use DPR.

Existing Demand

- 3.50 There was a significant rise in the number of vehicles parking outside of allocated spaces at DPR when Stage 1 of the NELP car park closures occurred. Data shows that this high rate of parking non-compliance did not drop when Bulleen Park & Ride was opened on 30 April 2023 – indicating minimal transfer of users from DPR to Bulleen as intended.
- 3.51 Demand at DPR is also likely to increase as a direct result of the Eastern Express Busway (EEB) proposed as part of the wider NELP works. The EEB will provide a Bus Rapid Transit (BRT) link between DPR and Hoddle Street, which will encourage increased patronage due to the improved efficiency and reliability.

Bus Rapid Transit

- 3.52 BRT in Manningham starting with the Doncaster Road corridor (between Mitcham Station and DPR) is Manningham’s highest priority advocacy item in accordance with the Manningham Transport Action Plan 2021. BRT is a bus-based transit system generally consisting of the following features:
- Separated right-of-way bus lanes with exclusive priority operating 24 hours a day, seven days a week.
 - Bus priority treatments at intersections (signal phasing, jump lanes).
 - Implementation of bus ‘stations.’
 - Rationalising of bus stops/stations with improved passenger facilities including bus shelters, seating, lighting, real-time information, footpath access, accessibility and off-board ticketing facilities.

Demand for Buses

- 3.53 Feedback from a community survey undertaken in 2023 included that value for money is a key driver for bus patronage. This is an important consideration during the current cost of living crisis, when bus travel can offer a more affordable transport option. Given buses are the only public transport option in Manningham, demand for buses is likely to intensify further as the cost of living continues to rise.
- 3.54 Sustainability is also an emerging reason for people to choose public transport, which was supported by the findings of the 2023 community survey. 27% of Manningham respondents listed sustainability as a key reason that they choose to take the bus. This trend is likely to continue as climate change concerns gain further momentum in public consciousness.

- 3.55 Council is committed to encouraging mode-shift towards sustainable transport options in accordance with Manningham’s Liveable City Strategy 2040 (2022), Transport Action Plan 2021, Doncaster Hill Modeshift Plan 2014 and Climate Emergency Response Plan (2023).
- 3.56 The demand in the Doncaster/Bulleen area for park and ride facilities is a clear and obvious trend that is exacerbated by the lack of any rail infrastructure in Manningham. Demand for these facilities will continue to increase as the population expands, as the cost of living continues to rise, as mode-shift towards sustainable transport continues, and as residential growth intensifies to meet the State’s housing targets.
- 3.57 To not consider this demand and provide additional capacity at DPR will result in the construction of a facility that is immediately obsolete - which is contrary to community interests and will cause unreasonable impacts to the daily lives of residents.
- 3.58 The redevelopment of the DPR site will involve significant expenditure in resources and labour, even if it is only constructed per the design shown in the UDLP – with no mixed-use TOD or increased car parking capacity. Once the redevelopment completes, the chances of upgrades being undertaken in the short term will therefore be very low. There would be no justification for additional resource, time and/or monetary investment to upgrade a facility that has only recently been completed.
- 3.59 As such, the clear demand for increased capacity must be addressed now at this early stage of the design process, to avoid wasting public resources on a facility that does not meet community needs.

Future Proofing

- 3.60 The design shown in the UDLP provides limited details on how the development is future-proofed to address key growth and demand influences.
- 3.61 The car park structure does not appear to be designed to facilitate other uses to move into the space in the future. Floor to ceiling heights within the ground floor of the car park structure limit the ability of the space to be repurposed for other uses in the future. The ground floor is the key pedestrian interface and would be the focus of any activation from mixed-use TOD in the future. Additionally, Council understands that the car park structure has not been designed to allow additional building levels to be added retrospectively.
- 3.62 There is no information provided in relation to how the forecourt area, passenger services building or other spaces within the site might be repurposed or further developed in the future to provide additional services and amenity to the local community, such as hospitality, convenience stores, etc.
- 3.63 The State’s policies in relation to 20-minute neighbourhoods and housing targets dictate the need for services within proximity to residents, to support their daily needs. Constructing a facility without the provisions for future retrofitting could place the surrounding community at a disadvantage, which could have otherwise been avoided with forward-thinking.
- 3.64 Key Direction 1 of the North East Link Urban Design Strategy notes that it is fundamental to achieve urban design outcomes that ensure *future land use change opportunities are identified and supported, and long-term opportunities for the place and community are considered*. The lack of thoughtful futureproofing for alternate land uses to support the community does not respond to this key part of the Urban Design Strategy.

- 3.65 The design shown in the UDLP is generally in accordance with that shown by the original 2019 reference design for the Environmental Effects Statement process. Five years (including a global pandemic) have passed since then, and at least a further four years (for a total of nine) will have passed by the time DPR is operational.
- 3.66 The global COVID-19 pandemic is a prime example that the future cannot be predicted, and that huge changes to human behaviour and subsequent demand on infrastructure and services can occur without warning. Considering these learnings, Council is astounded that there have been no meaningful changes to the 2019 design for DPR to provide for future-proofing.
- 3.67 The only mention of future-proofing in the UDLP report relates to providing conduits to support electrical connections within the car park for future electric vehicle charging points. Council submits that this is a current need, not a future one – as electric vehicles are already a popular choice for the community. Electric vehicle charging infrastructure should be a basic consideration for any new development, rather than an issue that is deferred for the future.
- 3.68 The UDLP demonstrates a lack of innovative forward-thinking when it comes to future-proofing this key strategic site and important transit station. A successful redevelopment would build-in flexibility from the outset, to allow consideration of ever-evolving demands and influences. Not designing such a largescale public project with the future in mind is an irresponsible use of State resources.
- 3.69 The lack of thoughtful future-proofing shown by the UDLP does not respond to Objective 4.1 'Enduring and durable' of the North East Link Urban Design Strategy. Objective 4.1 seeks to *provide a design that is enduring and functional for generations to come, is readily maintainable and will age gracefully in concept and detail, ensuring a positive built form legacy.*
- 3.70 Similarly, item 10.3 'Innovation' of Section 7 of the Urban Design Strategy seeks innovative outcomes such as *integrating future-thinking technologies and built form sustainability initiatives that contribute to beyond business-as-usual sustainability outcomes.*
- 3.71 Failing to future-proof the development is also discordant with Section 12 of the Transport Integration Act 2010, in particular, subsection (2)(b): *maximise the efficient use of resources including infrastructure, land, services and energy.* The large resource expenditure required for the proposed development may not be justifiably efficient if no net community benefit or functional longevity is achieved.

Economic

Context

- 3.72 Key Direction 1 of the North East Link Urban Design Strategy notes that it is fundamental to achieve urban design outcomes that ensure *public benefits and long-term returns are maximised.* The provision a bus interchange and car park does only not respond to this.
- 3.73 Council is preparing an Investment Attraction Plan to explore opportunities to encourage new development and commercial investment in Manningham. This work is complementary

to ongoing strategic planning work (including the new Residential Strategy) and is a key step in managing Manningham's intensifying population and housing growth.

- 3.74 From an economic development perspective, the DPR site is a vital opportunity to provide Manningham's growing population with a new offering - to support local businesses and unlock employment opportunities for the community. Failing to provide any mixed-use TOD features or even the capacity for conversion in the future precludes this opportunity from ever being explored.

Passenger Services Building Opportunity

- 3.75 As outlined below in the assessment section (urban design / architecture) of this submission, the passenger services building provides an opportunity for additional levels to be added. If this opportunity was explored, it could facilitate additional uses such as hospitality, offices, and retail. This would go some way towards offsetting the loss of employment opportunities in Manningham – which were lost due to the large acquisition of properties within the Bulleen Industrial Precinct for NELP's Manningham Road Interchange.
- 3.76 The prospect of facilitating additional uses within the passenger services building would also lay the foundations for activating the Hender Street frontage for potential hospitality/café uses in the future.
- 3.77 Improving economic development must focus not only on commercial functions – but also on social functions that will encourage people to visit and linger at a particular location. Council is committed to ensuring that any mixed-use outcome on this site provides a positive contribution to the community and responds to the local area's needs.
- 3.78 Council would welcome a discussion on the prospect of being a 'head tenant' on a long term lease (or similar arrangement), to demonstrate our commitment to supporting local businesses and unlocking local employment opportunities. This would remove the State's management burden of attracting tenants for the site and would provide commercial and social benefit to the community.

4 Assessment of UDLP

Notwithstanding Council's views on the redevelopment approach (discussed above), the DPR proposal as shown in the exhibited UDLP has still been thoroughly assessed – to ensure community benefit is prioritised should this design be approved. Comments are provided under relevant headings below.

Urban design / Architecture

Passenger Services Building

- 4.1 The high skillion roof of the passenger services building creates the impression of a two-storey building, without providing the floor-space benefit that a two-storey building would offer. The additional height, bulk and shading is not justifiable considering the lacking functionality. Additionally, Key Direction 1 of the North East Link Urban Design Strategy notes that it is fundamental to achieve urban design outcomes that ensure *a sensitive response that avoids superfluous visual statements.*

- 4.2 The ample space within the skillion roof (and the potential scope for additional floor levels) is a missed opportunity for private/staff areas to be relocated to an upper floor, which would allow space at ground level for other uses. The ground floor could then provide mixed-use TOD functions that would activate the pedestrian environment and encourage social interaction.
- 4.3 The street-facing wall of the passenger services building is extended beyond the building footprint adjacent to the parkiteer entrance, creating a 'wing wall' that closes off views to the parkiteer entry from the street. Council queries the purpose of this design feature and has concerns about safety due to reduced sightlines, and about cleaning/maintenance as litter/debris may collect in the corner created by the wall.
- 4.4 The eastern wall of the passenger services building should include some fenestration or other meaningful design features to soften the impact to Hender Street. The proposed green wall will take some time to mature and is unlikely to sufficiently cover the entirety of this elevation. Providing some fenestration would also provide passive surveillance to Hender Street.

Materials

- 4.5 RGB (Red/Green/Blue) values for the proposed yellow feature material are required to determine its appropriateness. Information about how the colour will be maintained for different surfaces should also be provided – in particular for any paint finishes that may be susceptible to staining and/or fading.

Noise Walls

- 4.6 Council does not support the proposed use of Perspex for the Hender Street noise wall. Perspex is susceptible to scratching and appearing dirty, and the smooth surface encourages graffiti - which is more difficult to remove. Minimising graffiti on noise walls is a recurring issue within the North East Link Urban Design Strategy. A textured finish/patterning should be considered for the noise walls instead – which could also provide an opportunity for First Nations art to be incorporated.
- 4.7 Planting should be provided as a visual buffer in front of noise walls, which is also identified by the Urban Design Strategy. Detailed requirements and benchmarks in the Urban Design Strategy for walls, fencing barriers and screens include:
- *9.1 noise attenuation elements are high quality and context sensitive.*
 - *9.9 high quality materials and textured surfaces are used on walls fencing and screening to deter graffiti, particularly at lower levels of the noise wall.*
 - *9.10 walls are designed to minimise maintenance burden through the selection of high quality materials that are durable, not subject to environmental damage and can be accessed to maintain their high quality.*

Car Park

- 4.8 The car park structure is not provided with a green wall or other high quality design feature for the north-west elevation. This will be the first key view of the facility for people entering Manningham from the west over the Doncaster Road bridge. This elevation presents with

a high degree of visual bulk due to the continuous, linear horizontal form – with no meaningful visual breaks or softening.

- 4.9 The opposite elevation facing into the site also suffers from the same issue, however less direct views will be available from the public domain. Nonetheless, measures to minimise visual bulk and soften this interface should also be explored – in particular as there may be views from private properties on Hender Street.

Services and Utilities

- 4.10 The location of the Telstra mast will unreasonably dominate the Doncaster Road streetscape and detract from public amenity and the positive visual features of the development - such as the green walls. The exact appearance of the Telstra mast has also not been clearly depicted on the UDLP documents. As is common with telecommunications towers, this mast will likely have bulky attachments and safety measures including fencing – which will cause visual impacts. The failure to provide sufficient detail on the appearance of this feature is not acceptable considering its prominent positioning.
- 4.11 The substation located in the north-east corner of the site adjacent to the shared user path will be highly prominent to the public realm and must be appropriately screened and/or provided with a high-quality finish. UDLP plans appear to show the structure painted in a bright green – which will contrast with surrounding landscaping and draw attention. Council's preference would be for a sensitively designed, high-quality screen if the substation cannot be relocated to a more appropriate location.
- 4.12 Detailed requirements and benchmarks for certain infrastructure is outlined at Section 7 of the North East Link Urban Design Strategy. For project buildings and ancillary structures, item 6.1 'Siting' includes that *the number and size of utility buildings and structures within public open space must be minimised*. This applies to the Telstra mast and substation proposed within the DPR site.
- 4.13 Similarly, Environmental Performance Requirement LP2 requires the project to *minimise impacts from location of new services and utilities. New above ground services and utility infrastructure are to be located in a way that minimises impacts to existing residential areas, public open space and recreational facilities. This must include considering options to co-locate infrastructure where practicable*.

General

- 4.14 Objective 1.5 'Architectural contribution' of the North East Link Urban Design Strategy requires project works to provide a positive architectural contribution. Similarly, Objective 5.3 'High quality' also requires a positive design outcome to be achieved. The detailed requirements and benchmarks for Bus Park and Rides in the Urban Design Strategy also seek that *architecture of the bus interchange is high quality and provides a positive built-form contribution to the local area*.
- 4.15 These objectives and benchmarks set the bar higher than simply avoiding a negative design outcome. Council submits that this bar is not met by the design in its current form due to the architectural and design issues outlined above.

Traffic, Car Parking and Access

Impacts to Hender Street and Surrounds

- 4.16 The proposed modification to Hender Street and Finlayson Street intersection will result in residential traffic not being able to access Doncaster Road via Hender Street. This will displace a significant amount of traffic, with residents needing to travel an extra distance to Harcourt Street or Pettys Lane (for outbound traffic) to enter Doncaster Road.
- 4.17 Not only will this inconvenience the local residents, but it will also impact the capacity of Doncaster Road / Harcourt Street and Doncaster Road / Pettys Lane intersections – which are already reaching capacity during school peak times. Additionally, it will increase traffic volumes on Finlayson Street and Gray Street.
- 4.18 On this basis, Council submits that the size of the local catchment traffic analysis (page 41 of the UDLP report) is insufficient and will not capture all potential traffic impacts from the proposal. Council is astounded that the catchment does not extend further east given the inevitable flow-on effects to Pettys Lane (and potentially beyond). The technical rationalisation for selecting such a small catchment for analysis is also not supplied to justify this outcome.
- 4.19 The proposed splitter island at the intersection of Finlayson Street and Hender Street appears to be too long. It is assumed that this island is in place to prevent westbound Finlayson Street Traffic turning right into the PUDO area however due to its length, it is also likely to restrict movements from the PUDO area southbound along Hender Street. Council is concerned about emergency vehicle access with this arrangement and seeks demonstration that their movements have been catered for.
- 4.20 The pedestrian crossing at the intersection of Hender Street and Finlayson Street must be raised to ensure safe system alignment and to provide a visual / threshold treatment between the Doncaster Park and Ride facility and the residential area. A raised pavement will help differentiate the park and ride facility from the residential area and discourage PUDO users from entering the local road network. Should a raised platform not be adopted, Council requests a road safety audit be conducted and provided to Council for review.
- 4.21 Council is concerned about bus access to the site when/if general vehicular traffic is queued at the entrance to the multi-level car park. Given vehicles and buses share the same access point this may delay buses and cause wider network issues.

Pick Up / Drop Off (PUDO)

Council notes that NELP's documentation refers to a "Drop and Go Zone" north of Finlayson Street. Council has opted to refer to this feature as a Pick Up / Drop Off zone (PUDO) to more closely represent its intended use.

- 4.22 Council is concerned that vehicles that enter the PUDO loop and find it full, or those who mis-time the pick-up of a commuter will circulate through the car park and create traffic congestion and pedestrian safety issues. The vehicle movements shown on page 29 of the UDLP report demonstrate the circuit that a vehicle would take in this instance – turning left from the PUDO onto Doncaster Road, then turning left again into the car park entrance, before continuing through the ground floor of the car park and back into the PUDO.

- 4.23 Modelling to demonstrate that the number of spaces provided in the PUDO is adequate has also not been forthcoming. Council is concerned that the PUDO capacity has not considered future population growth and other key factors that are driving increased demand for the bus interchange.
- 4.24 Additional protections for pedestrians should be considered where mountable kerbs may put pedestrians at risk of incidents caused by driver-error. This would include the southern edge of the southernmost PUDO car parking spaces – which immediately adjoin the pedestrian crossing/walking areas.
- 4.25 Pedestrian movements from the eastern PUDO lane should also be controlled via a fence or other physical barrier to prevent people walking across the western PUDO lane away from the designated crossing. The minimum clear distance (after the inclusion of a fence) must meet minimum accessible footpath width requirements.
- 4.26 Council is concerned that due to the short-term nature of the parking in the PUDO, that drivers may be more likely to stop within the designated DDA car parking space as another PUDO option. The DDA space within the PUDO is not physically separated or clearly differentiated beyond standard line marking and signage. Further measures to deter general public vehicles from using this space as another short-term PUDO option must be explored.

Shared User Paths and Footpaths

- 4.27 The sharp angle of the shared user path where it turns to pass under the Doncaster Road bridge will be problematic for cyclists – who will be potentially travelling at speed. To improve safety, the radius of the turn must be increased or other measures should be introduced to limit speeds and improve safety.
- 4.28 The path connecting the shared user path to the pedestrian operated signals at the Hender Street / Doncaster Road intersection should be widened so that cyclists can ride right up to the crossing. It is likely that this behaviour will occur even if that path is not widened, so widening it to become a shared user path is the safer outcome.
- 4.29 Though no width has been shown on the plans, shared user paths throughout the site should have a minimum width of 3 metres.
- 4.30 Further deterrents for cyclists not to ride on platforms are required. There are several locations where convenient access to platforms for cyclists is available – including to Platform 1 and 3 from the north via the shared user path. Physical barriers by means of landscaping or other features could be utilised to discourage this behaviour and protect pedestrian safety on platforms.
- 4.31 Council submits that an at-grade pedestrian crossing refuge and signalised crossing is required on the western side of the Doncaster Road / High Street intersection. Pedestrians seeking to access DPR from the south side of High Street must first cross to the north side of High Street, and then cross again to the east side of Doncaster Road. Alternatively, they can take an indirect route via the proposed underpass.

- 4.32 This is an inefficient and inconvenient outcome that may lead to risky pedestrian behaviour and subsequent serious safety concerns. Additionally, provision of a signalised crossing over all main lanes of traffic is a common and standard outcome for intersections of this type and size. Providing an at-grade crossing in this location would better respond to Objective 2.1 'Connectivity' of the North East Link Urban Design Strategy.
- 4.33 Additional pedestrian crossings are required at the intersection of Hender Street / Finlayson Street and Hender Street / Gray Street intersections to facilitate local resident access east/west into and out of the DPR site.

General

- 4.34 Design measures to minimize risky pedestrian behaviour throughout the site should be improved. In particular - there is nothing to physically prevent pedestrians walking across the car park vehicle exit lane away from the designated crossing. Bollards are shown along the western side of the exit lane, but pedestrians will still be able to move through – which will also impact traffic congestion within the carpark. A planting buffer should be provided to avoid pedestrians crossing at unsafe points.
- 4.35 Council seeks to understand the treatment for pedestrians crossing between platforms. Pedestrians should be given priority to reduce the risk of conflict with vehicles.
- 4.36 As addressed in detail earlier by this submission, Council is not satisfied with the number of car parking spaces provided for the facility. Additionally, the total 435 appears to include the four reserved spaces for staff – leaving only 431 for commuters. It has also not been confirmed whether four car parking spaces is adequate based on the number of staff who are expected to work on the site.
- 4.37 Given the existing facility has operated at capacity (if not above) for a number of years, the failure to increase car parking capacity is a fundamental flaw with the proposal.
- 4.38 The location of the four proposed staff car parks is problematic as ingress/egress from these spaces will be severely impacted during peak times when the car park exit lane is congested.
- 4.39 Clear directional signage and distinctive coloured pavement must be provided to delineate the bus-only area at the vehicle entry to the site. The coloured pavement in particular (usually red for buses) must extend for a significant length into the site to avoid private vehicles continuing past the car park entry and into the busway.
- 4.40 Council is concerned that access for 5 Hender Street ,7 Hender Street and 11 Finlayson Street will be severely impacted by the proposed design. Additionally, visitor parking opportunities for these properties are significantly restricted as parking is no longer permissible at the Hender Street frontage of these properties.
- 4.41 The ongoing road operation and management responsibility (including enforcement of parking restrictions) for Hender Street north of Finlayson Street (i.e. within the PUDO) must be clarified. It would be more appropriate for the State Government to take responsibility for Hender Street north of Finlayson Street as the PUDO is essentially part of the Park and Ride facility.

- 4.42 Detailed traffic modelling has not been provided to Council to enable a thorough assessment of the potential impacts from the proposal. As outlined above, it is likely that there will be substantial impacts to traffic and parking congestion in the immediate area. This lack of transparency is not acceptable in relation to this important matter.

Open Space and Landscaping

- 4.43 There is significant tree loss proposed within the site and throughout the broader NELP project. Opportunities to provide new tree planting must be maximised wherever possible. Additional options for DPR could include irrigated planters for larger trees on the roof of the carpark, intermediate planting on balcony protrusions and increased tree planting in the southern corner of the site.
- 4.44 The UDLP shows some tree planting southern corner of the site, which could be increased to provide additional canopy cover. Failing to take advantage of all opportunities for additional tree planting fails to respond to Objective 1.3 'Landscape and visual amenity' of the North East Link Urban Design Strategy.
- 4.45 The rocks proposed within the and/or as part of the forecourt seating area must be thoughtfully sized and located to ensure they provide suitable seating and visual landscape outcomes. Seating orientation and locations in relation to the trunks of any trees proposed in this area must also be carefully considered.
- 4.46 Seating options within the forecourt must consider orientation and views for all users, including those with limited mobility or with equipment such as a pram.
- 4.47 Council notes that the location of tree trunks have not been indicated on landscape plans, and questions whether the space can support the number of trees that would be required to achieve the indicative canopy cover shown on the landscape plans.
- 4.48 The proposed planting for the green walls on the car park is unrealistic and will not achieve the outcome depicted by the UDLP documents. The landscape plans demonstrate that the climbing species selected have a maximum mature height of 6 metres (*pandorana*), with several of the proposed species only having a mature height of 3 metres. The species are proposed to be planted in the ground at the base of the car park walls – which are more than 20 metres in height.
- 4.49 It will take a number of years (even in ideal conditions and with regular maintenance) for the plants to actually achieve their maximum mature heights. When/if they do, they still will not reach anywhere near the top of the car parking structure (26 metres) and therefore will have limited visual relief benefit. The *pandorana* species also thins out as it reaches its mature height, which will further detract from the greening treatment.
- 4.50 A more practical approach to the green wall planting must be provided to maximise the potential coverage of the built form softening. A contemporary example in Melbourne is the Platinum apartment building at 45 Clarke Street, Southbank. Per the image below (figure 1), the green wall treatment appears to be supported by irrigated planters on each balcony level – which enables the greening to cover more of the building.



Figure 1 – Green wall example (Source: Google Streetview, image dated Dec 2022).

- 4.51 The UDLP notes that canopy trees have been selected for planting to avoid the potential sightline constraints that can occur with bushier lower-level planting. Given this, Council expects that canopy trees will be installed at a sufficiently advanced height, so that the sightline benefits are achieved in the short term. This will have the added benefit of providing a more mature landscape outcome for the site from the outset.
- 4.52 Landscape plans must clearly outline how the heritage oak tree will be sensitively treated and managed (including in relation to any nearby drainage infrastructure). The tree should be surrounded with mulch to its dripline to minimise competition from other plants.

Amenity

- 4.53 There are limited opportunities for users to be undercover in the forecourt area. This is likely to result in safety issues during inclement weather as congestion increases around platform 1 or within the carpark.
- 4.54 The roof canopy heights of the bus platforms (up to 5 metres in some locations) will provide limited weather protection to pedestrians given the shelter is so far above the ground. Details and/or measurements to demonstrate how the canopies will provide adequate protection from all types of weather should be provided to demonstrate that the outcome is appropriate.
- 4.55 A bike repair station should be provided near the entry or within the parkiteer to service commuter cyclists.
- 4.56 The location of seating on bus platforms (including up against the passenger services building) should be reviewed to ensure that all users will feel safe and comfortable at all times of the site.

- 4.57 Visibility of the busway retaining walls to the DPR site and users of the shared user paths should be considered. Opportunities to improve visual amenity via public art murals or similar could be considered.
- 4.58 There is existing public seating within the road reserve on the west side of Hender Street. If this requires replacement as part of the project, Council would like to have input on the details including orientation and location – which must be considered having regard to the final development outcome on the site.
- 4.59 Additional amenity could be provided within the passenger services building through provision of a wall-mounted desk/shelf or similar and power stations – to allow passengers to work remotely and/or charge devices while they wait for the bus.

Cultural Themes

- 4.60 Council is concerned about the lack of specificity in relation to what measures are implemented to provide meaningful connection to Country. Indigenous plant species have been selected for the landscaping however, there are no details of any other elements (e.g. artwork / feature materials) that communicate and promote a deeper understanding of the cultural history of the site.
- 4.61 Given that using indigenous plant species is likely also due to the ecological and climate benefits, additional, targeted elements to enhance and celebrate indigenous connections must be provided.
- 4.62 Failing to achieve this will not respond to Objective 1.1 ‘Sense of Place’ of the North East Link Urban Design Strategy. Additionally, corridor-wide Direction 3 of the Urban Design Strategy will not be sufficiently addressed as cultural heritage and place values are not clearly celebrated and recognised – besides basic indigenous plant selections.
- 4.63 Key direction 1 of the Urban Design Strategy notes that it is fundamental to achieve urban design outcomes that ensure a meaningful, authentic and holistic approach to embedding Indigenous values and culture into the project design. Council submits that cultural themes beyond landscaping alone should be embedded into the thinking and design behind the project.

General

- 4.64 There is limited information provided in relation to the Water Sensitive Urban Design (WSUD) proposed for the redevelopment. Locations of measures including water tanks and bioretention areas should be shown on a plan for review to demonstrate compliance with Section 18 of the detailed requirements and benchmarks for water in the North East Link Urban Design Strategy, and to address Environmental Performance Requirement SW11 ‘Adopt Water Sensitive Urban Design’.
- 4.65 We strongly recommend best practice Water Sensitive Urban Design outcomes be incorporated in the design. Measures such as stormwater harvesting / reuse, breaks in kerb to allow runoff to infiltrate tree planting areas, stormwater treatment should be considered. Depending on the hydraulic consideration, treatments such as stormwater detention system

or rock beaching may be required to lower the discharge rate to the Koonung Creek (assumed to be the point of discharge for the Doncaster Park & Ride facility).

- 4.66 Community safety is paramount and should be considered earlier and more thoroughly throughout the documentation. Much of the safety discussion focuses on traffic, with less focus on Crime Prevention Through Environmental Design (CPTED). CPTED principles have been discussed in relation to the PUDO area (page 43 of UDLP report), but a CPTED assessment of the wider site is lacking.
- 4.67 The provided documentation provides limited information in relation to lighting within and around the site. Council would expect public path lighting within 400 metres of the DPR facility. All path connections to DPR, including the sections of Koonung Creek Trail between Hender Street and Massey Drive, should have adequate lighting. If the sections of path along Hender Street will rely on borrowed lighting from DPR, this needs to be demonstrated.
- 4.68 Security of the facility overnight must be appropriately managed given no boom gates or other control measures are proposed in the UDLP.
- 4.69 Solar and/or weather protection measures are not provided to the top level of the car park for shading and comfort. A canopy or other form of cover should be considered to improve commuter amenity.
- 4.70 Alternatively, NELP should explore the possibility of incorporating solar panels on the roofs of the platforms or atop the carpark to provide shade and minimise the energy requirements of the site and improve sustainability. The energy produced during the day could then be used to charge electric vehicles through the requested EV chargers. Further details of the purpose and scope of the solar panels shown on the passenger services building should also be provided.
- 4.71 Due to the expected population increase in the local area, the site itself should be future-proofed to allow for additional bus routes through the facility at a higher frequency. This should include routes that will be using the Eastern Express Busway and those using the local road network.
- 4.72 Council re-states its strong support for the Voluntary Purchase Scheme (VPS) in accordance with Environmental Performance Requirement SC8. The VPS allows property owners (who meet a certain criteria) to sell their property to the State Government to allow them to relocate away from the project. Council notes that the existence of the VPS could be made more prominent in the UDLP for relevant stakeholders for the DPR site.
- 4.73 Limited information is provided within the UDLP on public art opportunities for the DPR site.

Inconsistencies / errors

- 4.74 The level and quality of information provided in the UDLP makes Council's assessment speculative in some areas. A thorough review of the UDLP documents must be undertaken to correct all errors and inconsistencies, some (but likely not all) of which have been identified and listed below.

- 4.75 Relevant elevation plans must be updated to show the Telstra mast, oak tree, powerlines and any other streetscape features that will be visible in front of and/or around the development. Demonstrating these features on elevations gives a better understanding of scale.
- 4.76 'Location and existing conditions' on page 14 of the UDLP report only mentions the nearby child care centre and omits any reference to other existing uses including a Synagogue and Scout Hall.
- 4.77 'Victorian Planning Provisions' on page 16 of the UDLP report incorrectly claims that the site is covered by Schedule 8 to the Design and Development Overlay (DDO8). The correct control is Schedule 1 to the Design and Development Overlay (DDO1).
- 4.78 Any references within the UDLP report to doubling the parking capacity must be clarified to be explicit that this includes the car parking provided at the Bulleen Park and Ride facility.
- 4.79 Council rejects the claims on page 14 that current pedestrian and cyclist access to the site is limited to the vehicle entry point on Doncaster Road. There are various entry options for pedestrians and cyclists including from the Koonung Creek Trail.
- 4.80 Plans demonstrating materials and surfaces should include the material code on the plan in addition to the legend, to avoid ambiguity. For example, the landscape site plans require the viewer to match the colour on the site plan with the colour in the legend – which would be rectified by providing the codes (e.g. PV03) on the plan itself with the corresponding colour. This will also assist anyone who may need to view the plans in greyscale.
- 4.81 Landscape plans do not appear to nominate a surface material for the central 'circle' in the forecourt. This area is shown as grey, but it does not appear to match either of the greys provided in the legend (PVO2 or PV03).
- 4.82 All depictions of human outlines must be provided to scale, particularly on elevation and section plans. Several elevations and sections have depictions of human scale that appear inaccurate when considering the heights of the bus platform canopies reach up to 5 metres in some locations.
- 4.83 The 3D renders omit various key features that will impact the visual appearance of the development, including the fences between the bus platforms to prevent jaywalking.

5 Conclusion

- 5.1 Council maintains that delivery of a mixed-use TOD on the DPR site is the most beneficial outcome for the community.
- 5.2 Council is not convinced that the option of a mixed-use TOD for the Doncaster Park and Ride site has been thoroughly explored by NELP. Comments that the intersection will not cope with additional traffic associated with increased capacity or TOD have not been supported by any modelling that Council has seen.

- 5.3 Bulleen Park and Ride was constructed as a contingency for commuters to transfer to when Doncaster Park and Ride closes for NELP works. However, this approach was decided as the primary solution in 2019 and has not been revisited to confirm it remains adequate to address contemporary contexts and increasing growth and demand.
- 5.4 Designing Doncaster Park and Ride as a key transit station to maximise future capacity is integral considering buses are the only public transport option for Manningham's residents, and likely will be for the foreseeable future due to delays and significant uncertainty associated with delivery of the Suburban Rail Loop (SRL) project.
- 5.5 There will be a community expectation that the redevelopment will provide a state of the art facility that sufficiently meets demand. Council submits that the design shown in the UDLP will not achieve this.
- 5.6 Whether or not Manningham's design concept is delivered, flexibility must be built-in to the design from the outset. Council submits that failing to design innovatively with the future in mind is an irresponsible use of public resources - as it may preclude future upgrades such as to a TOD and/or light rail station.
- 5.7 Council re-states the insufficiencies of the engagement process for this UDLP and questions the subsequent fairness of the process for the community. The official UDLP documents were available for Councils to review for 9 business days only, the Council election period and associated complexities were ignored by NELP in deciding on the exhibition dates. Overall, the timeframe for submissions to be prepared, consulted on, and endorsed by Councils was highly challenging and no regard to this was given by NELP.

Recommendation

- 5.8 Council strongly submits that the UDLP must be amended to revise the overall approach to the redevelopment.
- 5.9 Council considers that the proposed UDLP should not be approved in its current form, for the reasons outlined by this submission - which are summarised as follows:
- a) The 'like for like' upgrade with no increased capacity, and lack of mixed-use TOD or robust futureproofing is a significant missed opportunity.
 - b) The proposal as currently shown in the UDLP is an unacceptable underdevelopment of a key strategic site under State Government ownership.
 - c) It is expected that if the design is delivered in its current form, the facility will become obsolete and outdated long before its expected design life is over.
 - d) There will be significant resource expenditure and impact to the community (during construction) for no net overall benefit.
 - e) The design does not provide maximum public value for this strategic location.
 - f) The design will preclude future economic investment to support local business and provide vibrant and engaging offerings for the community.
 - g) The design fails to consider important contextual factors that have significantly shifted since the original reference design in 2019, including:
 - o Manningham's fast-growing population.

- Residential densification due to the State’s housing targets (and other influences).
 - Growing demand for park and ride facilities due to the lack of any rail infrastructure in Manningham.
 - High patronage of the Bulleen Park and Ride.
 - Mode-shift towards buses for sustainability and cost-of-living reasons.
- h) The UDLP is discordant with multiple aspects of the of the approved North East Link Urban Design Strategy as identified by this submission, specifically:
- Key Direction 1
 - Key Direction 3
 - Values and priorities for Koonung Creek Valley Area
 - Objective 1.1 Sense of place
 - Objective 1.3 Landscape and visual amenity
 - Objective 1.5 Architectural contribution
 - Objective 2.1 Connectivity
 - Objective 3.1 Integration with context
 - Objective 3.3 Strategic alignment
 - Objective 4.1 Enduring and durable
 - Objective 5.3 High quality
 - Objective 6.1 Putting people first
 - Objective 8.2 Twenty-minute neighbourhoods
 - Detailed requirement/benchmark 6.1 (Siting)
 - Detailed requirements/benchmarks 9.1 (noise and visual mitigation), 9.9 (deterring graffiti) and 9.10 (maintenance)
 - Detailed requirements/benchmarks 10.2 (Bus station design) and 10.3 (Innovation)
 - Detailed requirements/benchmarks 18 (Water)
- i) The UDLP does not meet several Environmental Performance Requirements, specifically LP2, LP3 and SW11.

5.10 Taking into account Council’s aforementioned concerns, should the UDLP be approved, Council requests that the approval be subject to the conditions outlined in **Appendix A**.

Next Steps

- 5.11 Council respectfully requests that the concerns and suggestions as set out above are closely reviewed in the preparation of the final UDLP.
- 5.12 We look forward to reviewing the final plans for the UDLP to understand how it addresses the matters raised in this submission and as raised by other public feedback.
- 5.13 Council trusts that the final decision on the UDLP will appropriately prioritise net community benefit.

6 References

- 6.1 Ali et al 2021, *Dynamics of Transit Oriented Development, Role of Greenhouse Gases and Urban Environment: A Study for Management and Policy*, Sustainability, Viewed August 2024.

6.2 Noland et al 2014, *Measuring Benefits of Transit Oriented Development*, Mineta Transportation Institute, Viewed August 2024.

Appendix A: Manningham Conditions

Notwithstanding that Council does not support the exhibited UDLP in its current form – if the design proceeds, Council requests that the UDLP documentation be modified to meet the following conditions:

Capacity	
1	Robust future proofing for conversion to a mixed-use TOD including (but not limited to) increased floor-to-ceiling heights, connections/conduits to support future amenities, and structural considerations for additional building and/or car parking levels.
2	Additional car parking levels to provide increased capacity in response to growing demand.
Architecture / Urban Design	
3	A second floor level provided to the passenger services building, designed in an appropriate manner to minimise all amenity and other impacts, to facilitate space for alternate commercial and/or community uses to operate within the building.
4	Clarification of the 'wing wall' extending to the north from the passenger services building, or deletion of the extension if it is superfluous.
5	RGB values for the proposed yellow feature material, to the satisfaction of Council.
6	A suitable alternative noise wall material that is high quality, textured, and durable – with incorporation of First Nations art as appropriate.
7	An additional visual treatment or design features to the long elevations of the car park structure, to break up the expansive linear appearance.
8	Relocation of the Telstra mast to be less prominent to the streetscape.
9	Relocation and/or screening of the substation to minimise visual impacts.
10	Provision of fenestration or other meaningful design feature to soften the eastern wall of the passenger services building, in addition to the proposed green wall.
Traffic / Car Parking / Access	
11	A comprehensive traffic modelling assessment to support the proposal and any subsequent measures to mitigate parking and traffic impacts in the local area. The catchment for the analysis must be appropriately sized to ensure an accurate assessment of all potential impacts.
12	A Traffic Management Plan to detail all contingencies and management of traffic congestion within the PUDO and multi-level car park, to Council's satisfaction.
13	Details and dimensions of the traffic splitter island at Finlayson Street / Hender Street and clear demonstration that emergency services vehicles will have access, with modification to the shape/design of the island as necessary.
14	Relocation of the staff car parking spaces to avoid conflict with the vehicle exit lane from the car park.
15	Clear directional signage and distinctive coloured pavement provided to delineate the bus-only lane at the vehicle entry to the site. The coloured pavement (usually red for buses) must extend for a significant length into the site to avoid private vehicles continuing past the car park entry and into the busway.
16	Confirmation that ongoing road operation and management responsibility for the PUDO area will be transferred to the State.
17	Relocation and/or redesign of the DDA car parking space within the PUDO to more clearly differentiate it and deter general public vehicles from using it as another short-term space within the PUDO.
Pedestrians and Cyclists	
18	The pedestrian crossing separating the PUDO from Finlayson / Hender Streets raised if practicable, or otherwise provided with a clear visual threshold treatment. If the crossing is not raised, a road safety audit to confirm the treatment is suitable must be provided.
19	Additional physical protection for pedestrians at the southern edge of the southernmost car parks within the PUDO.
20	A planting buffer provided along the western side of the vehicle exit lane from the carpark, to prevent pedestrians crossing away from the designated crossing point.
21	A fence or other physical barrier provided to prevent pedestrians from the eastern PUDO lane walking across the western PUDO lane away from the designated crossing point.

22	The sharp angle of the shared user path (where it turns to pass under the Doncaster Road bridge) addressed via an increased radius and/or other measures to limit speeds.
23	The path connecting the shared user path to the pedestrian operated signals at the Hender Street / Doncaster Road intersection widened so that cyclists can ride right up to the crossing.
24	Further deterrents for cyclists not to ride onto bus platforms, in particular Platform 1 and 3.
25	Clarification of crossing treatments and any signals for pedestrians to cross between platforms, to demonstrate that pedestrians are given priority.
26	Additional pedestrian crossings provided at the intersection of Hender Street / Finlayson Street and Hender Street / Gray Street intersections, to facilitate local resident access east/west into and out of the Park and Ride site.
27	Provision of an at-grade pedestrian crossing refuge and signalised crossing is required on the western side of the Doncaster Road / High Street intersection.
28	All shared user paths to have a minimum width of 3 metres.
Landscaping / Open Space	
29	Provision of additional canopy trees within the car park as practicable, and within the southern corner of the site.
30	The rocks proposed within the and/or as part of the forecourt seating area to be thoughtfully sized and located to ensure they provide suitable seating and visual landscape outcomes.
31	A more practical approach to the green wall planting, to maximise the potential for built form softening that reaches the full height of relevant buildings.
32	All canopy trees to be installed at a sufficiently mature height to maximise sightlines and provide mature landscaping from the outset.
33	A clear outline of how the heritage oak tree will be sensitively treated and managed (including in relation to any nearby drainage infrastructure).
34	The heritage oak tree to be surrounded with mulch to its dripline.
Amenity	
35	Details and/or measurements to demonstrate how the bus platform canopies will provide adequate protection from all types of weather.
36	A review of all seating locations on bus platforms with comments to justify the locations in relation to passenger safety and comfort.
37	A bike repair station provided near the entry or within the parkiteer.
38	Provision of a wall-mounted desk/shelf or similar and power stations within passenger services building.
39	Appropriate replacement of public seating on Hender Street as necessary, in direct consultation with Council.
General	
40	Cultural themes to be more actively included throughout the design, beyond plant selection alone.
41	Water Sensitive Urban Design elements demonstrated via a comprehensive WSUD plan, with appropriate water quality outcomes achieved.
42	Details of all lighting to demonstrate effective lighting that does not cause amenity impacts, to be provided throughout the site and along the path network within 400 metres of the site.
43	Additional details to confirm adequate security measures for the site and facility.
44	Details of a canopy or other solar/weather protection provided to the top level of the car park.
45	Details including the location, orientation, number and size of solar panels throughout the site and details of what they will power.
46	Inclusion of electric vehicle chargers.
47	The voluntary purchase scheme proactively advertised to heavily impacted residents including those fronting Hender Street.
48	All documents thoroughly reviewed to correct any inconsistencies and errors, including those outlined by Council's submission to the UDLP.

Appendix B: Manningham Design Concept



hansen

DONCASTER PARK & RIDE DESIGN CONCEPT

Prepared by **Hansen Partnership**
for **Manningham Council**

OCTOBER 2021



01

INTRODUCTION

INTRODUCTION

Doncaster Park & Ride forms part of the North-East Link Project (NELP) - the biggest investment in Melbourne's north-east. This will facilitate reduced travel times by up to 25 minutes and build Melbourne's first dedicated busway to and from the CBD.

The NELP presents an opportunity to advocate for a transit oriented Park & Ride facility with value capture opportunities that would benefit Doncaster Hill and the local community. This includes delivering a pedestrian-focused design solution that supports wayfinding and passive surveillance, the introduction of mixed use commercial opportunities, and community infrastructure to the area.

This Document:

- Determines appropriate transit oriented development principles and built form parameters.
- Considers key advantages/opportunities and sensitivities/challenges in determining suitable site and design.
- Examines the extent of possible mixed use opportunities within the Park & Ride facility, including the opportunity to integrate additional provision of public open space.
- Analyses and tests appropriate positions/locations for possible development sites.

Assumptions

The Design Concept has been undertaken with the following assumptions - consistent with the NELP Reference Design documentation, in particular:

- Retain the proposed road alignments from the NELP Reference Design documentation;
- Floor to floor levels: 4m;
- Station platform located in a central location within the site;
- Removal of all vegetation on site (no protected vegetation); and
- Relocation of the telecommunication tower within the site.

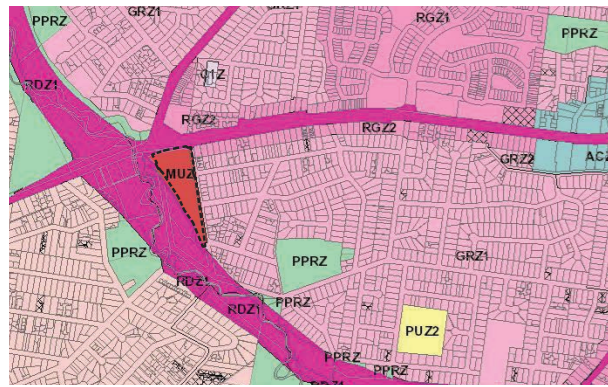
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CONTEXT

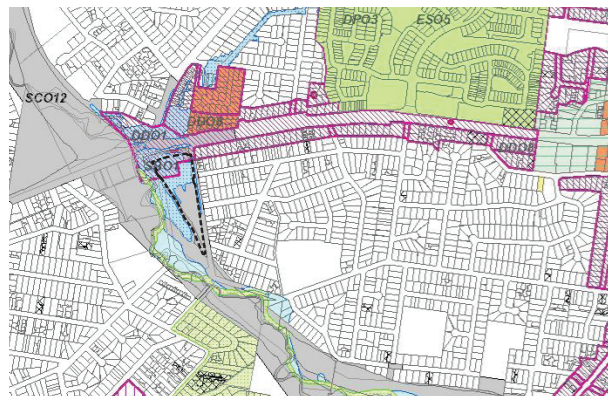
STRATEGIC CONTEXT

Positioned along the Eastern Freeway approximately 11.8km to the east of the Melbourne CBD, within Manningham Council. The site is well connected when vehicle access along the main arterial of Doncaster Road. This includes consistent bus services along Doncaster Road, which will be running from the site along the Eastern Freeway to the CBD. Surrounded by diverse landscapes including the Koonung Creek along the Eastern freeway and other open recreational reserves.

It will provide an important transport node that supports travel between Doncaster Major Activity Centre to the east to wider Melbourne, which is key to support more sustainable transport options for Manningham Council.



Zone Map

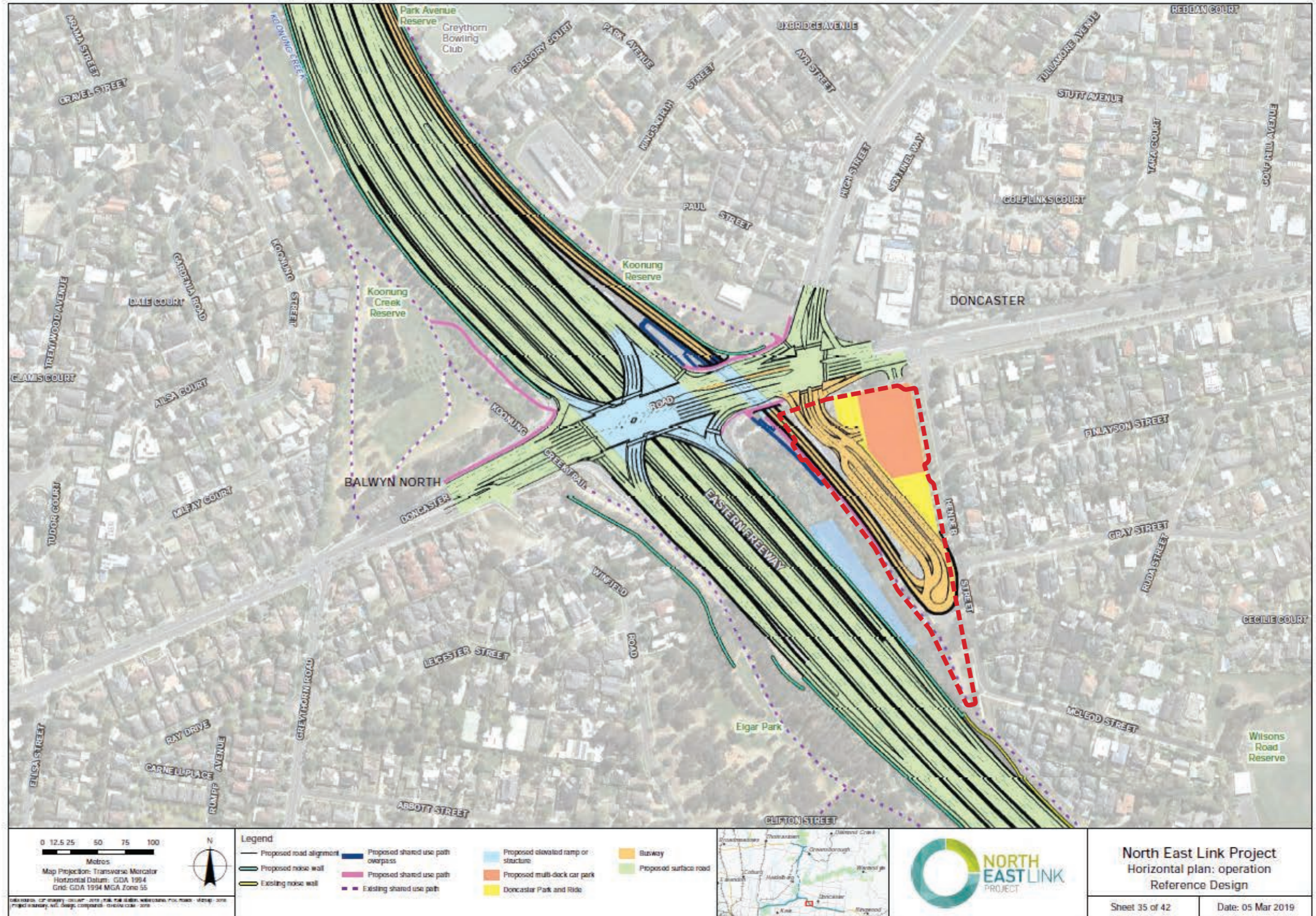


Overlay Map

NELP REFERENCE DESIGN

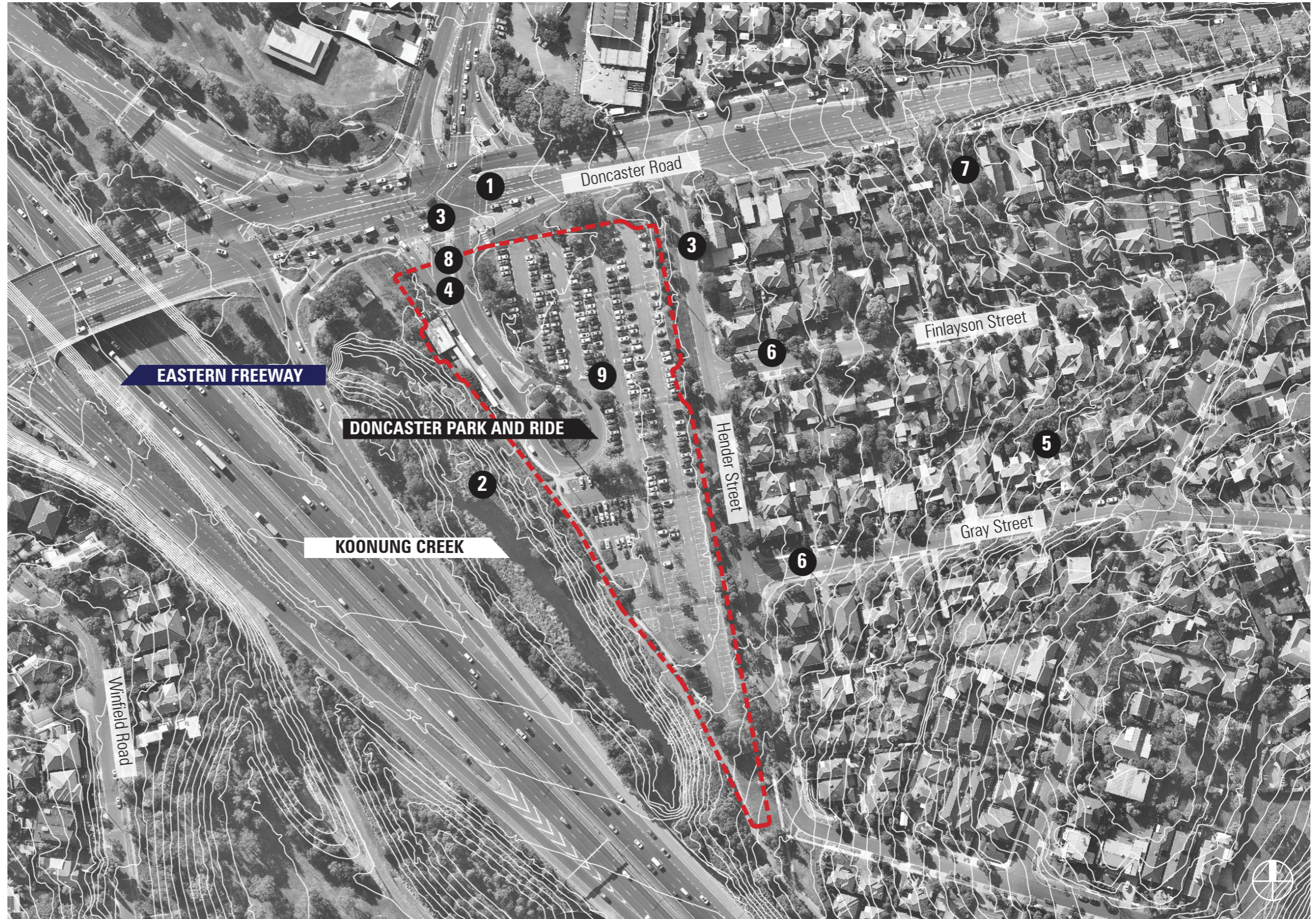
The NELP Map Book provides a Reference Design of the Doncaster Park & Ride facility (Sheet 35-42). This proposes the following key elements:

- Busways facilitating bus movements from Doncaster Road and to and from the Eastern Freeway;
- Designated area for the Doncaster Park and Ride;
- Proposed Multi-deck carpark; and
- Proposed Shared Use path along Koonung Creek.



OPPORTUNITIES AND CHALLENGES

- 1 Doncaster Road is a main arterial road providing a east-west connections throughout Melbourne.
- 2 Koonung Creek to the west of the site comprises a creek corridor and Koonung Creek Trail
- 3 Relatively steep topography rising from RL35 along Doncaster Road to RL39 along in the Hender Street (approximately 1 level (storey) difference between these locations)
- 4 Potential gateway opportunity along Doncaster Road into Manningham
- 5 Sensitive residential area is a low rise character to the east of Hender Street
- 6 View lines along Finlayson Street and Gray Street across the site to Koonung Creek
- 7 Development forecast to change with taller built form along Doncaster Road
- 8 Existing vehicle access along Doncaster Road
- 9 No significant vegetation on site



03

**FRAMEWORK
CONCEPT**

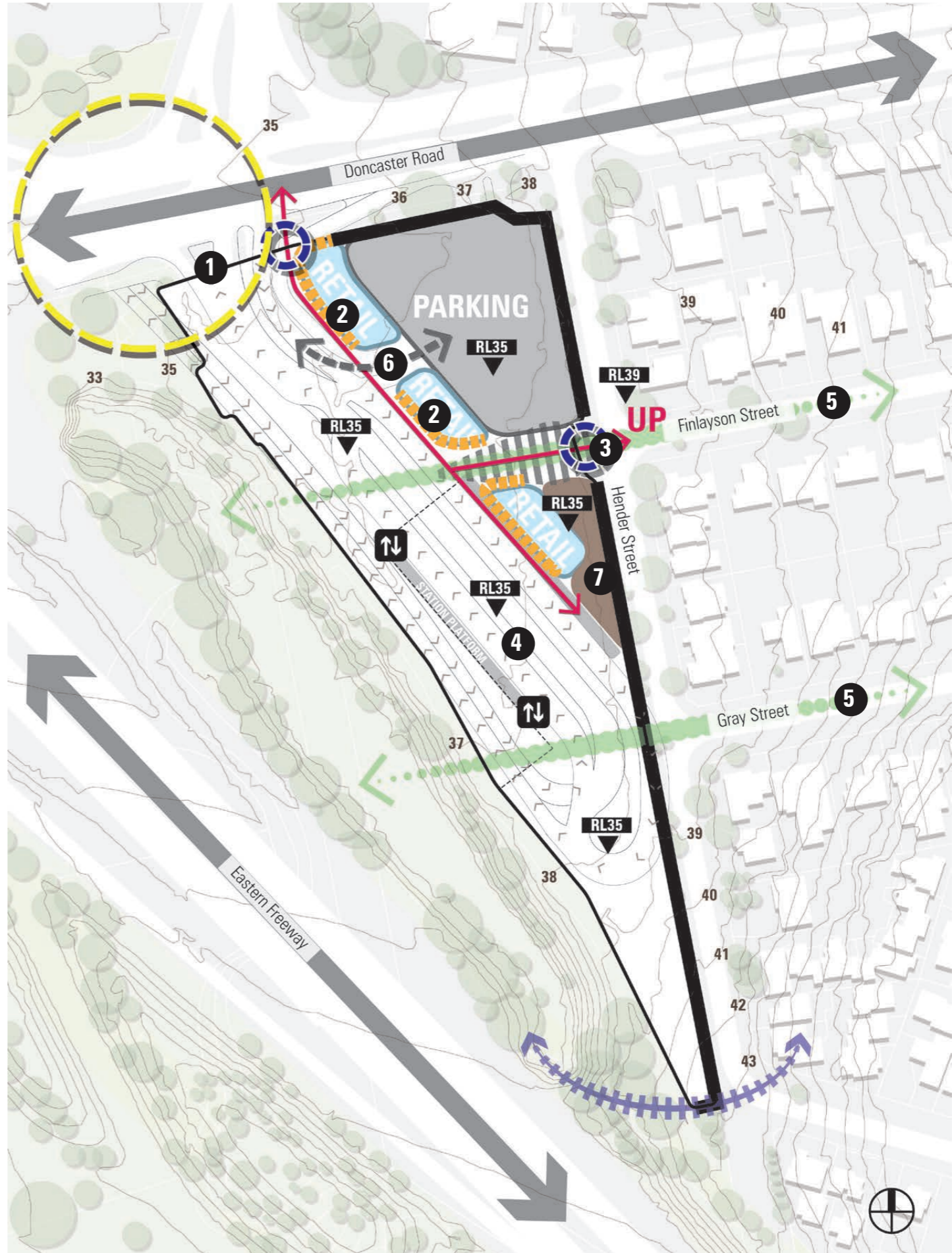
FRAMEWORK PLAN

DONCASTER RD GROUND LEVEL (RL35)

Doncaster Rd Ground Level is positioned at the contour level RL35 providing direct access from Doncaster Road

Summary of key moves

- 1 Direct pedestrian access from Doncaster Road
- 2 Activated ground level retail along the proposed busways
- 3 Pedestrian access to a walkway providing access to Hender Street
- 4 Retain the proposed vehicle movements on the NELP Reference Design
- 5 View lines extending from Finlayson Street and Gray Street
- 6 Direct vehicle entry to the car parking area
- 7 Back of house and servicing away from pedestrian areas



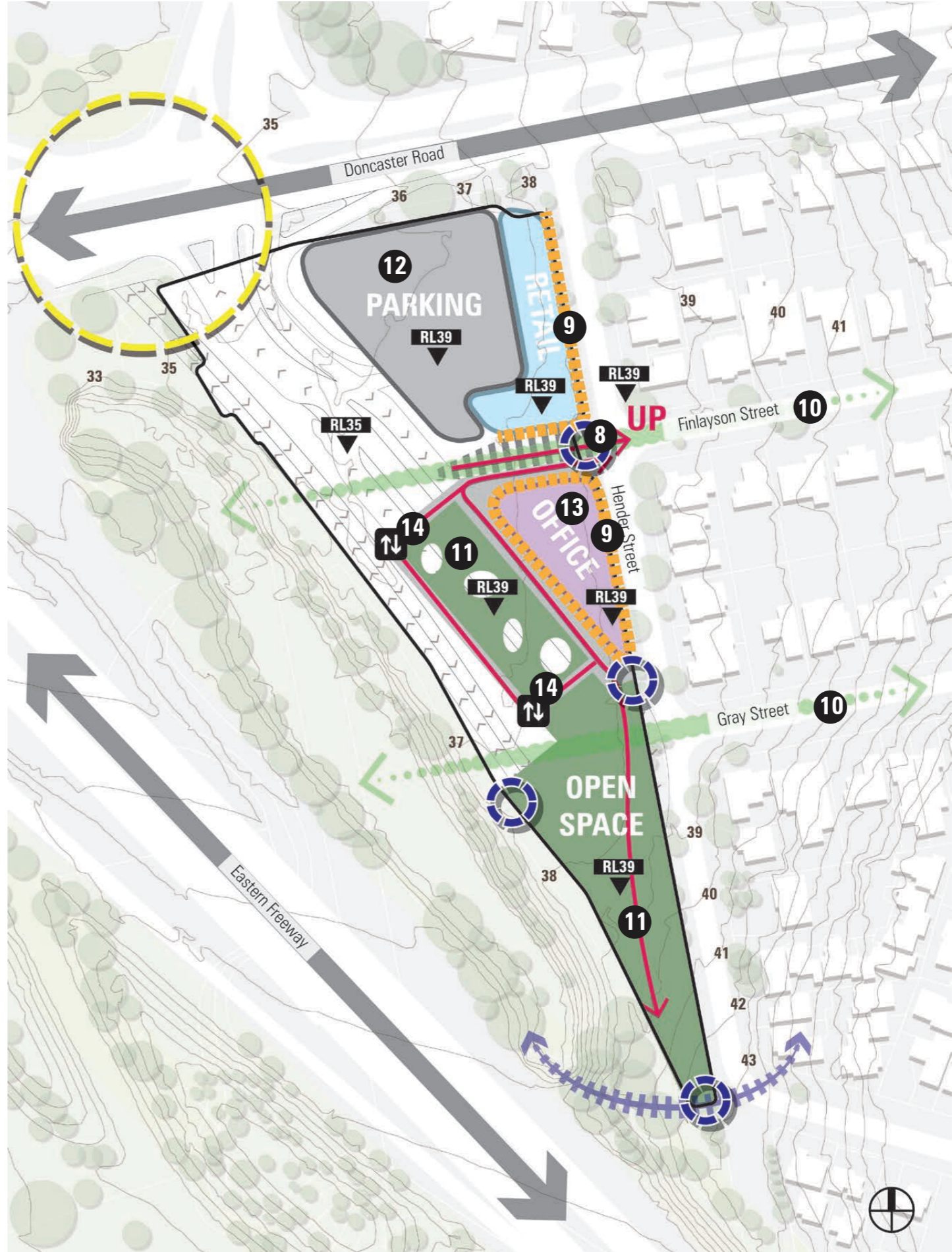
FRAMEWORK PLAN

HENDER ST GROUND LEVEL (RL39)

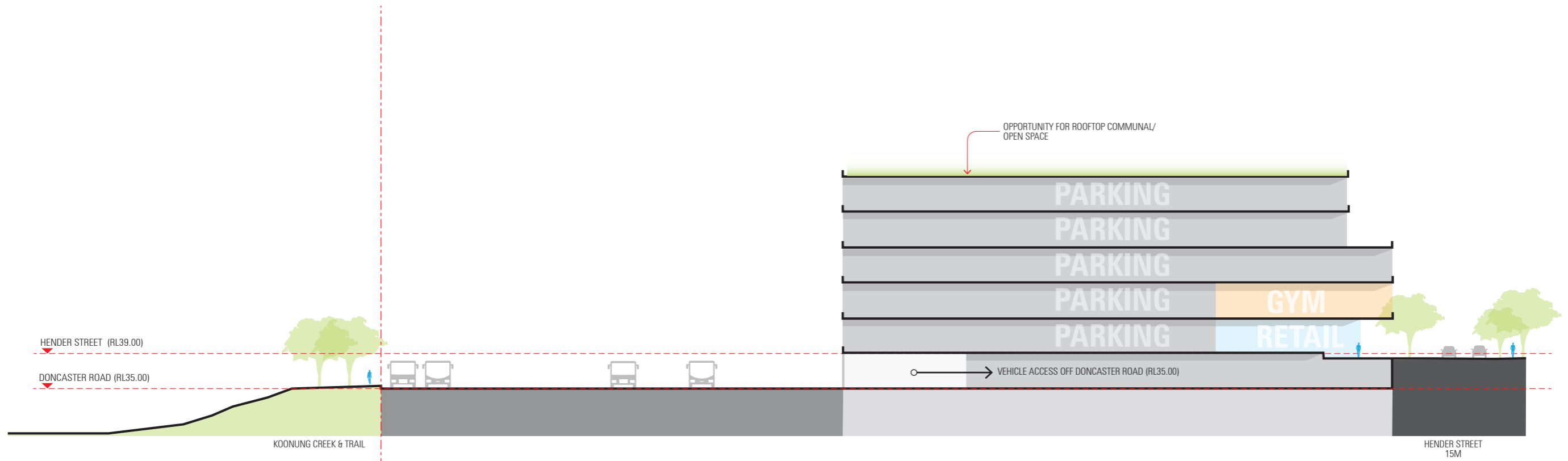
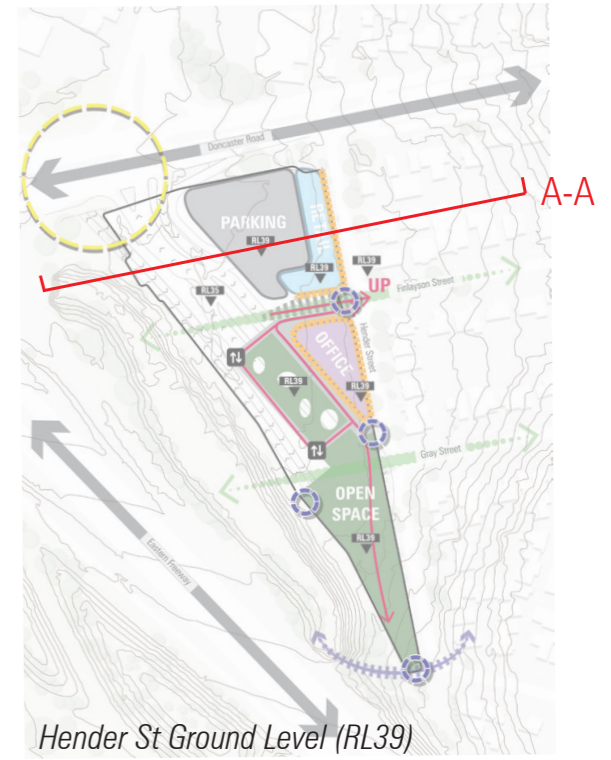
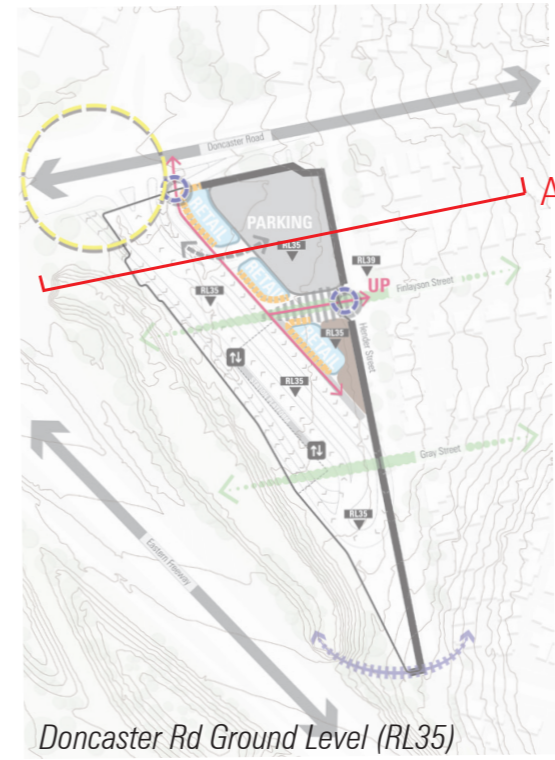
Hender St Ground Level is positioned at the contour level RL39 providing direct access from Hender Street (4m above Doncaster Rd Ground Level)

Summary of key moves

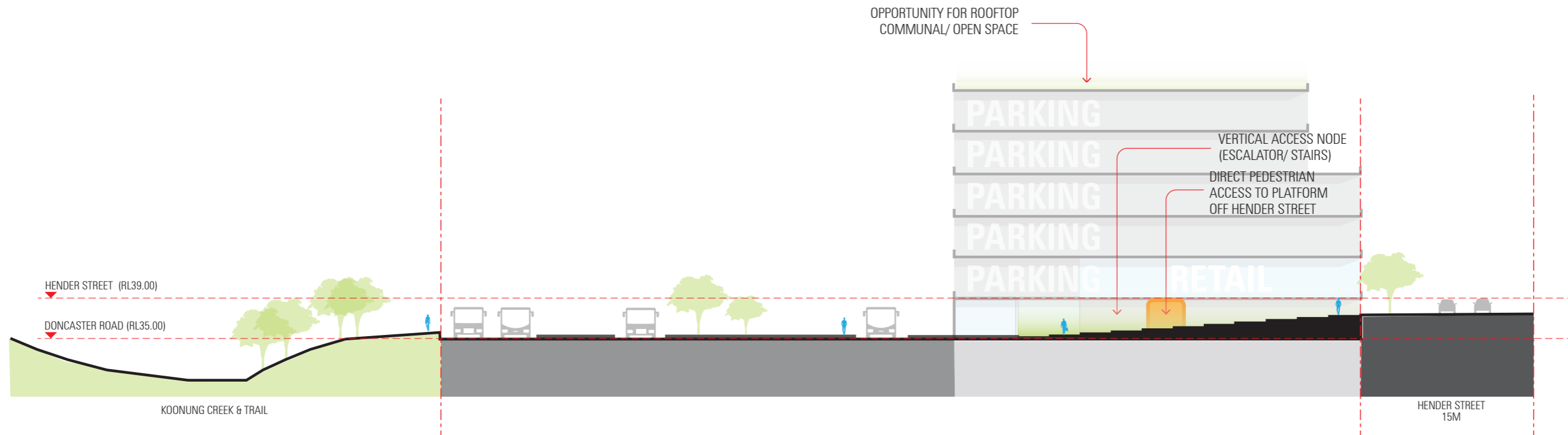
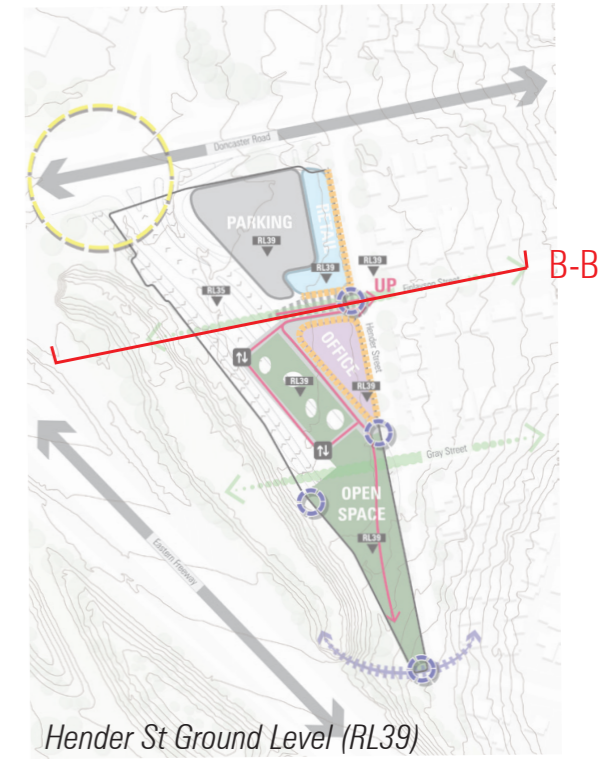
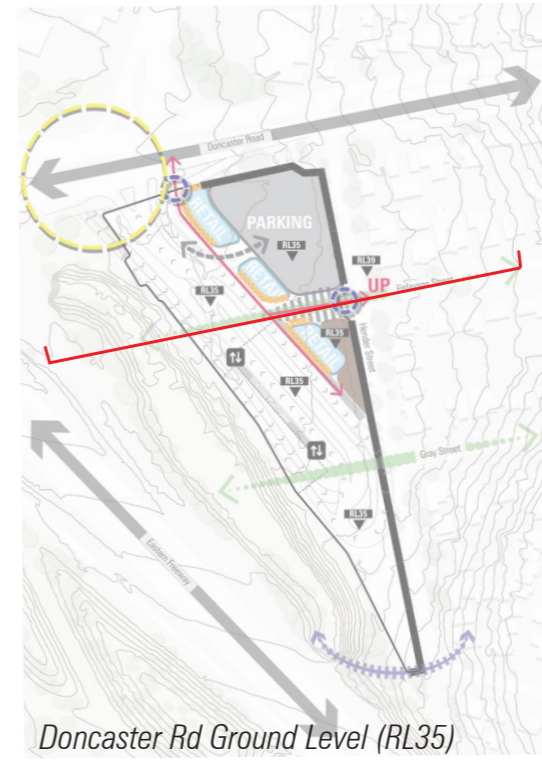
- 8** Direct pedestrian access from Hender Street on the walkway to the platform below
- 9** Activated ground level retail/office along Hender Street
- 10** View lines and connections extending from Finlayson Street and Gray Street
- 11** A well-connected open space and concourse above the busways providing additional open space to the area and connections to the Koonung Creek Trail
- 12** Car parking area to facilitate in excess of 500 car parking spaces over 4 storeys
- 13** New mixed-use development providing additional employment opportunities
- 14** Access from the concourse level to the platform below



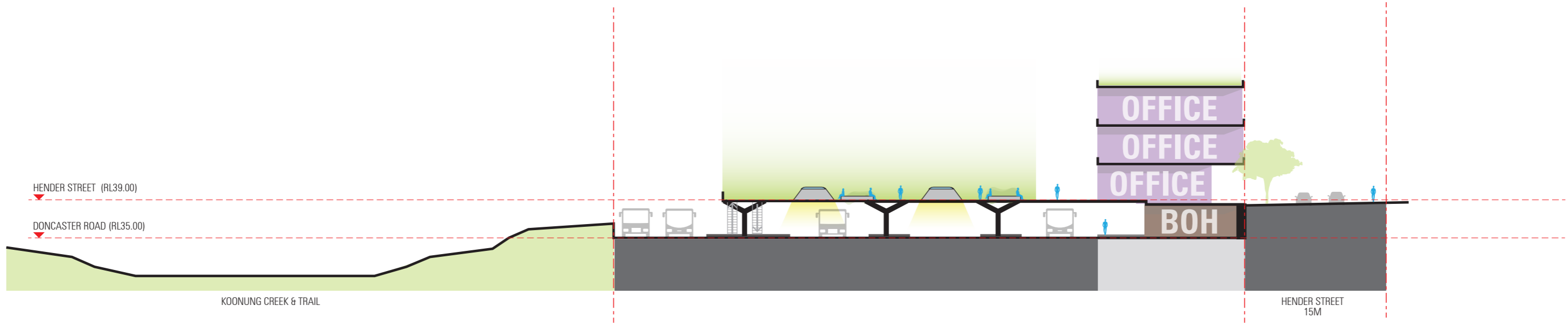
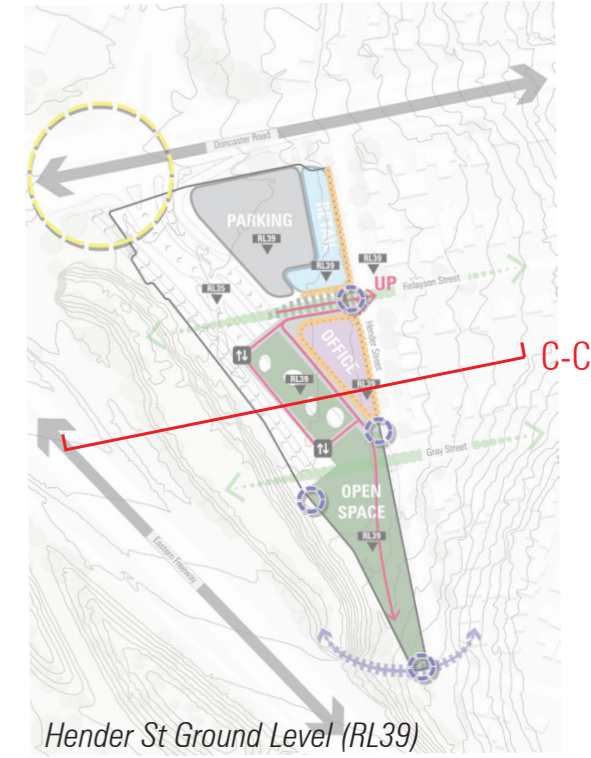
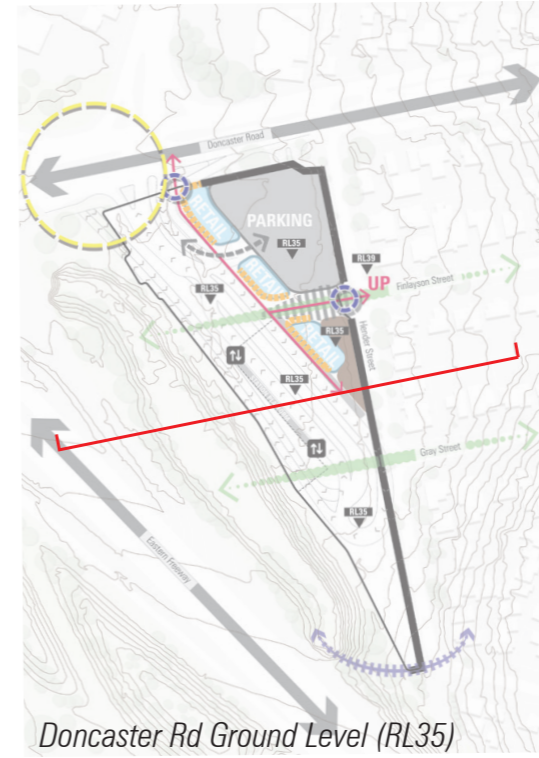
SECTION A-A



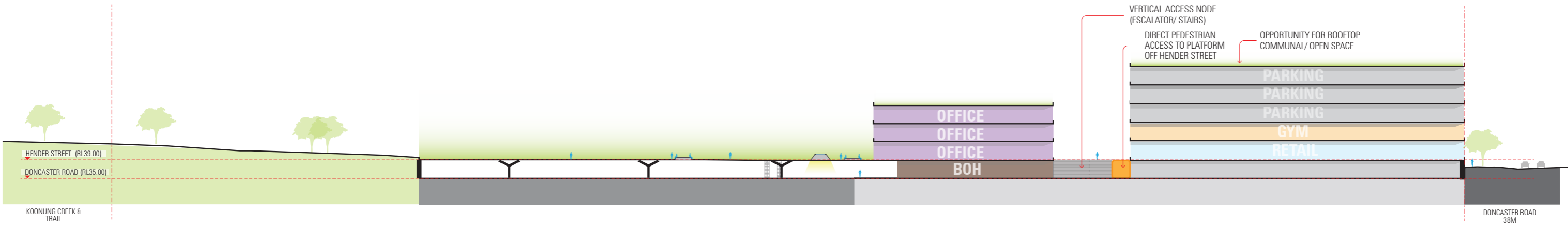
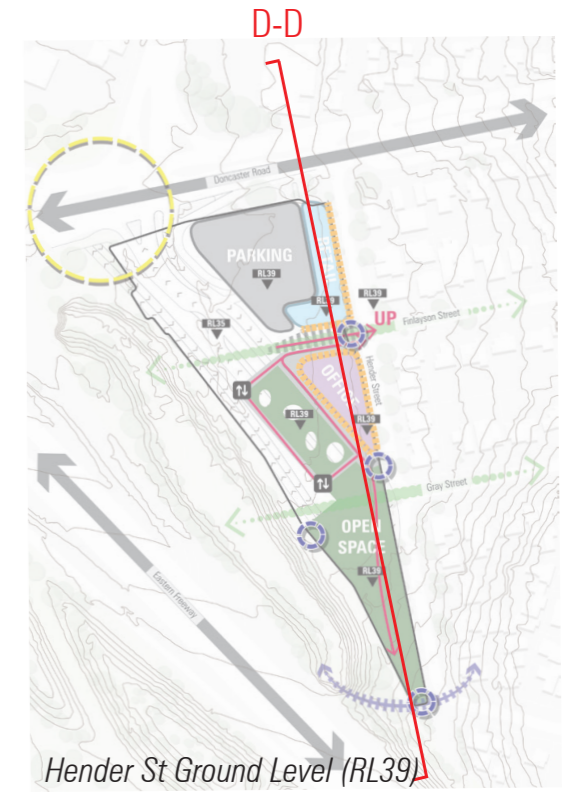
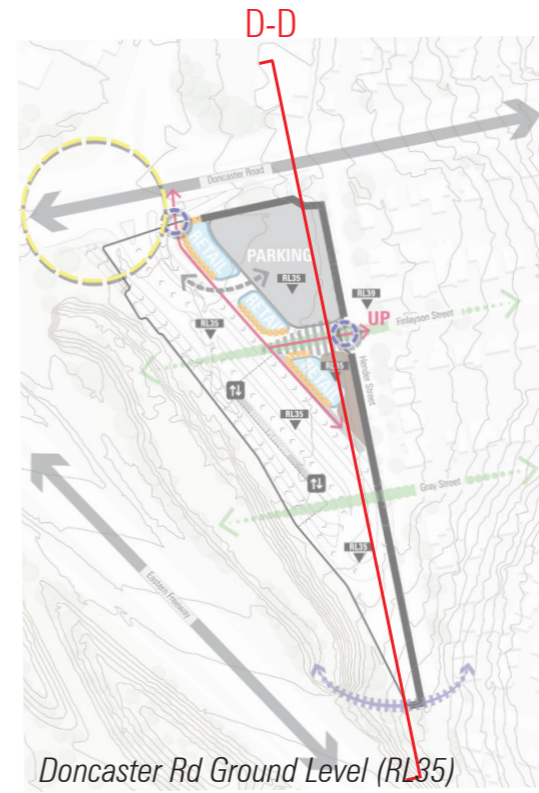
SECTION B-B



SECTION C-C



SECTION D-D



03

ARCHITECTURE

EMPOWERING SUBURBIA

The new park-and-ride facility offers the opportunity to deliver an architectural response that embraces familiarity with the **highway, domestic** and **landscape** qualities in Doncaster.

HIGHWAY

DYNAMIC
SPEED
TRANSIT
PLAYFUL
OPENNESS
GATEWAY



DOMESTIC

PEDESTRIAN
FINE GRAIN
TRANSPARENT
TACTILE
NATURAL
ACTIVE



LANDSCAPE

PLAYFUL
NATURAL
GARDENS
PATTERNS
GREEN





Accessible and active communal roof-top spaces



Dynamic and playful treatment at the entrance to Manningham



Fine grain architectural expression and green walls

3 Storey (Potential)



Pedestrian outboard façade expression

VIEW FROM NORTH-EAST



Patterned landscape treatments with playful gardens and open spaces



Generously terraced pedestrian spaces



Highly tactile and open façade treatments

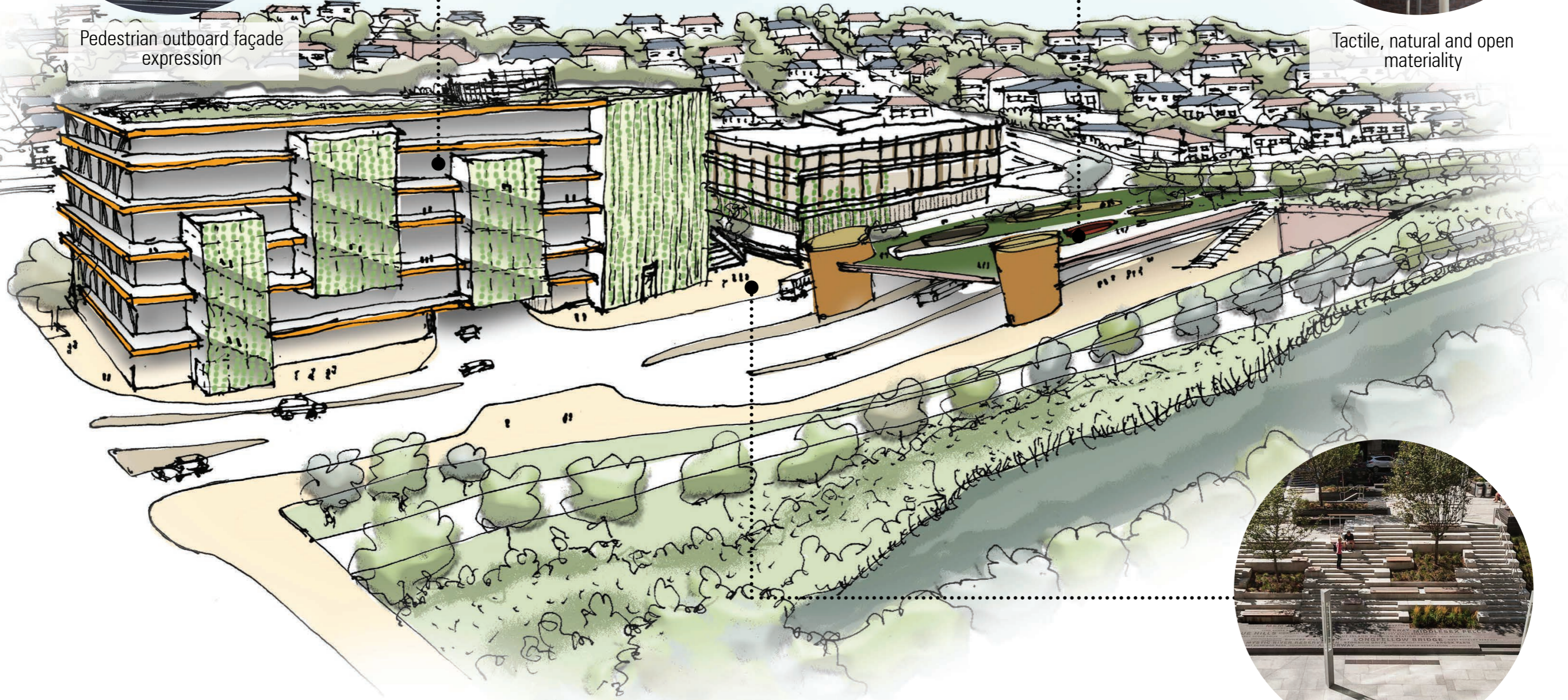
VIEW FROM SOUTH-EAST



Pedestrian outboard façade expression



Tactile, natural and open materiality



Generously terraced pedestrian spaces to concourse

VIEW FROM NORTH-WEST

04

ECONOMIC

PROPOSED OUTCOMES

HillPDA consulting has prepared a feasibility study for the Doncaster Park-and-Ride concept (October 2021). A summary of findings of the report are outlined below.

HillPDA - Summary of Findings

The feasibility testing shows there is potential to achieve a superior financial outcome by including retail and commercial uses in the park & ride development. The returns from the retail and commercial uses reduces the overall cost of the project to the public sector development agency at completion. The addition of retail and commercial uses increases the number of construction jobs generated during the construction phase, and adds ongoing jobs to the site. The retail and commercial uses will provide services for the community and activate the site from an amenity perspective.

A summary of the design concept is as follows:

- 22,988 sqm car park (657 spaces for park & ride and retail and commercial uses)
- 8,175 sqm GFA retail and commercial uses
- Open space and rooftop parks
- \$64.85m in total investment (public and private)
- Net cost to public sector development agency is \$24.45m compared to \$27.44 if retail and commercial uses are excluded (preliminary estimate)
- 151 construction jobs generated
- 286 ongoing jobs generated
- Service provision and amenity benefits for the community.

Overall, there is a strong case to pursue retail and commercial uses on the site associated with a park & ride redevelopment. There is potential to gain financial benefits, economic benefits and place activation and amenity benefits by incorporating retail and commercial uses within the site. Development of such uses could be structured to be low risk from a public sector perspective.

An illustrative comparison has been made between the NELP Reference Design and Council's Preferred Design as shown below.

NELP REFERENCE DESIGN

657 CAR SPACES


0 ONGOING JOBS

0 m²

NO OPEN SPACE PROVISION

RETAIL AND COMMERCIAL GFA

59 CONSTRUCTION JOBS


PREFERRED DESIGN

657 CAR SPACES


286 ONGOING JOBS

8,175 m²

OPEN SPACE AND ROOFTOP PARKS

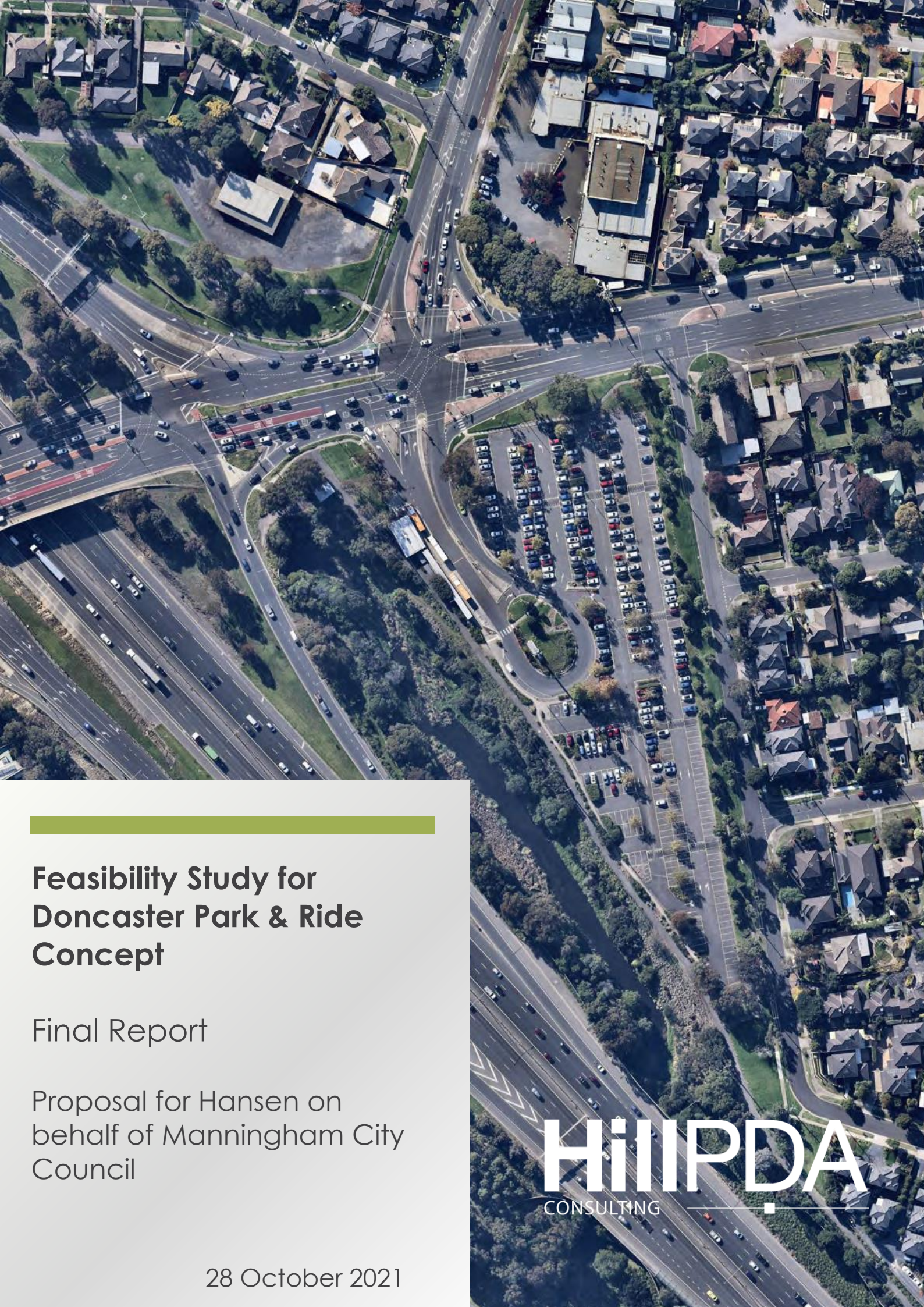
RETAIL AND COMMERCIAL GFA

\$ 64.85 MILLION

TOTAL INVESTMENT

151 CONSTRUCTION JOBS


Appendix C: Economic Feasibility Study



Feasibility Study for Doncaster Park & Ride Concept

Final Report

Proposal for Hansen on
behalf of Manningham City
Council

28 October 2021

HiIPDA
CONSULTING

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Key Terms

GFA	Gross floor area: a measurement of the total building area including net sellable area, common areas and service areas.
NSA	Net sellable area: a measurement of area of floorspace that can be sold under a purchase transaction; excludes common areas and service areas of a building.
NLA	Net leasable area: a measurement of area of floorspace that can be leased under a lease transaction; excludes common areas and service areas of a building.
MV	Market value: is the estimated amount for which an asset or liability should exchange on the valuation date between a willing buyer and a willing seller in an arm's length transaction, after proper marketing and where the parties had each acted knowledgeably, prudently and without compulsion.
DCF	Discounted cash flow: a valuation method that seeks to determine the feasibility of an investment by examining projected future income and costs, or cash flow from the investment, and then discounting that cash flow at a selected rate to arrive at an estimated current value of the investment.
RLV	Residual land value: defined as the maximum price a developer would be prepared to pay for a site in exchange for the opportunity to develop the site, based on development assumptions, whilst achieving target hurdle rates for profit and project return. The residual value must be of a sufficient amount to encourage an owner to sell and/or displace the current use of the land. For development to be viable, the residual land value of a development opportunity must exceed the 'as is' value of the property.
IRR	Internal rate of return: is the actual return of an investment on an annualised basis and expressed as a percentage. The internal rate of return considers the cost of time in its calculation within a cash flow and indicates average returns over a period of time which can be compared to other investment opportunities.
DM	Development margin: is the net profit expressed as a percentage of the development costs.

1.0 INTRODUCTION

1.1 Context

Hansen has prepared a design concept for a park & ride facility with a mix of uses in Doncaster. The site is the existing open-air park & ride site at the corner of Doncaster Road and Hender Street.

The design concept includes a multi-level car park station with a retail and commercial frontage to Hender Street. The building includes a rooftop communal open space area. A second building is included which could be a three level office building (or alternative use subject to market demand). Additional decking is provided around the site to provide open space on top and parking below.

Manningham City Council seeks to obtain high level feasibility advice to test the economic viability of the transit oriented development concept.

A design concept image is shown in Figure 1 and Section 2 of this report.

1.2 Purpose

The purpose of this report is to provide a preliminary feasibility analysis of the development concept. The output is a summary of the potential financial and economic outcomes of the proposed development.

The preliminary assessment compares two scenarios in order to better understand the impacts of including commercial uses in the development. The scenarios are:

- A multi-deck car park development that includes commercial uses as per the Hansen design concept
- The same multi-deck car park with no commercial uses in the precinct (and no parking for commercial uses).

The analysis identifies the potential costs and revenues of these options and the potential economic impacts of the design concept.

1.3 Qualifications

The information within this study is provided for the purpose of the project brief only and should not be used for any other purpose or by any other party. This study does not provide a formal valuation or detailed analysis of costs and feasibility. All feasibility information within this study is indicative and is based on preliminary investigations and stated assumptions. The results of the financial analysis are indicative. Additional and more detailed testing is required to confirm results.

1.4 Report Structure

Section 1 | Introduction

Section 2 | Design Concept

Section 3 | Development Assumptions

Section 4 | Feasibility Testing Results

Section 5 | Economic Benefits

Section 6 | Summary of Findings

Appendix A | Market Conditions

Appendix B | Market Research

Appendix C | Feasibility Assumptions

Figure 1: Design Concept



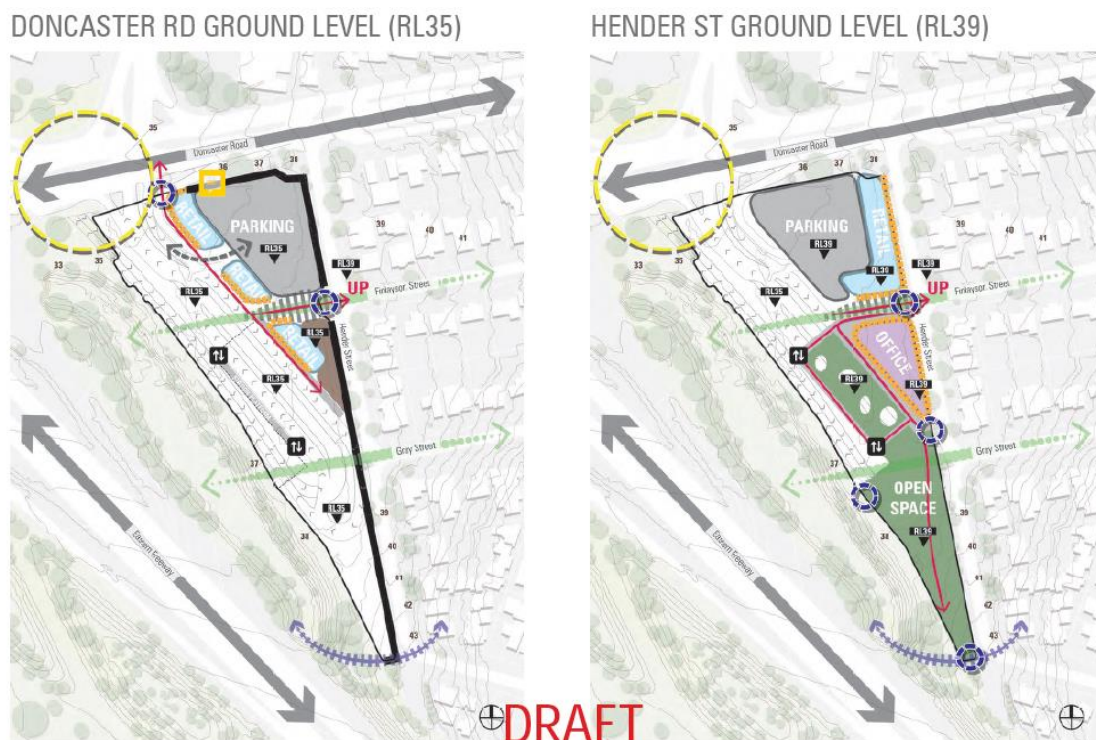
Source: Hansen

2.0 DESIGN CONCEPT

2.1 Framework Plan

The Draft Framework Plan is shown in Figure 2 below. Land and floorspace estimates have been compiled for the purpose of testing. The estimate of areas with and without commercial uses is shown in Table 1.

Figure 2: Framework Plan



Source: Hansen

2.2 Assumed Specifications

For the purpose of high level testing, land and building area estimates have been made as shown below.

Building A comprises the multi-deck car park with retail and commercial uses over two floors fronting Hender Street. Building B is a stand-alone commercial building. Both buildings have rooftop open space.

It is assumed that, on average, the commercial uses will have exclusive access to 3 car spaces for every 100 sqm of GFA.

It is assumed that the gross area per car space is 35 sqm. On this basis, Building B would accommodate 657 car spaces which would be allocated as follows:

- 412 for public transport park & ride

- 147 for commercial uses in Building A
- 99 for Building B.

Other site works include the bus stop lid, open space and road works.

The comparison option with no commercial uses also removes car parking assumed to be associated with commercial uses. The size of the multi-deck building is reduced in this option.

Table 1: Assumed Specifications

Element	Design Concept	Excluding Commercial Uses
	Gross Area / Units	Gross Area / Units
Site Area (approximate)	15,000	15000
Site preparation area	10,000	10000
Building A		
Carpark	22,988	14,420
- Total spaces at 35 sqm gross per space	657	412
- Car spaces provided for park and ride	412	412
- Car space provided for retail / gym	147	-
- Car spaces provided for Building B	99	-
Retail	2,773	-
Gym / other uses	2,111	-
Rooftop	4,405	1,630
Other		
Bus stop lid	2,443	2,443
Open space works	1,255	1,255
Access road works	3,000	3,000
Open space works Building B site	-	1,500
Building B		
Site area (building with apron)	1,500	-
Paving and landscaping	500	-
Commercial / office space	3,291	-
Rooftop	1,097	-
Car spaces provided in Building A	99	-

Source: Hansen and HillPDA estimates and assumptions

3.0 DEVELOPMENT ASSUMPTIONS

3.1 Development Concept

This analysis is based on the following assumptions:

- The State Government owns the site
- A public development agency undertakes the precinct development and constructs Building A; this includes all site preparation, infrastructure and open space works for the precinct
- Retail and commercial uses in Building A are sold post construction to the private sector (but could be retained and leased as another option)
- The land parcel for Building B is sold to the private sector for development of the office building
- Car parking for commercial uses in Building A is provided in Building A on a nominal long term lease basis
- Car parking for Building B is provided within Building A on a nominal long term lease basis.

The revenue sources are sales of commercial floorspace in Building A and land for Building B. In the comparison option there are no revenue sources.

3.2 Construction Cost Assumptions

The construction costs fall in two categories:

- Costs to the public development agency
- Costs to the developer of Building B.

Preliminary costs assumptions have been compiled based on Rawlinsons Construction Handbook and example project cost sheets (before architectural design, engineering and QS). Cost rates are rounded and indicative and require verification via more detailed analysis should concept development advance. A nominal contingency is applied to the developments using 10% for the precinct and Building A development and 5% for Building B.

The total cost estimate based on assumptions used is:

- \$53.64m for Precinct Development and Building A
- \$11.21m for Building B.

Under the comparison option (no commercial uses and smaller Building A), the cost assumption is:

- \$25.09m for Precinct Development and revised Building A.

Table 2: Precinct Development and Building A – Preliminary Cost Assumptions

Public Development Agency Construction	Gross Area / Units	Cost - Unit Rate (Rounded Estimate)	Cost - Estimate
Site Area (approximate)	15,000	-	-
Site preparation area	10,000	\$50	\$500,000
Building A			
Carpark	22,988	\$1,000	\$22,987,590
- Total spaces at 35 sqm gross per space	657	Included above	Included above
- Car spaces provided for park and ride	412	Included above	Included above
- Car space provided for retail / gym	147	Included above	Included above
- Car spaces provided for Building B	99	Included above	Included above
Retail	2,773	\$2,500	\$6,932,075
Gym / other uses	2,111	\$2,500	\$5,276,775
Rooftop	4,405	\$2,000	\$8,809,660
Other			
Bus stop lid	2,443	\$1,000	\$2,443,260
Open space works	1,255	\$250	\$313,750
Access Road Works	3,000	\$500	\$1,500,000
Total			
Sub-Total	-	-	\$48,763,110
Contingency	-	10%	\$4,876,311
Total Public Sector Cost Estimate	-	-	\$53,639,421

Note: preliminary; excludes GST

Table 3: Building B – Preliminary Cost Assumptions

Private Sector Construction	Gross Area / Units	Cost - Unit Rate (Rounded Estimate)	Cost - Estimate
Building B			
Site area (building with apron)	1,500	-	-
Commercial / office space	3,291	\$2,500	\$8,228,700
Rooftop	1,097	\$2,000	\$2,194,320
Paving and landscaping	500	\$500	\$250,000
Car spaces provided in Building A	99	-	-
Sub-Total	-	-	\$10,673,020
Contingency	-	5%	\$533,651
Total Preliminary Cost Estimate	-	-	\$11,206,671

Note: preliminary; excludes GST

Table 4: Comparison Option with No Commercial Uses – Preliminary Cost Assumptions

Public Development Agency Construction	Gross Area / Units	Cost - Unit Rate (Rounded Estimate)	Cost - Estimate
Site Area (approximate)	15,000	-	-
Site preparation area	10,000	\$50	\$500,000
Building A			
Carpark	14,420	\$1,000	\$14,420,000
- Total spaces at 35 sqm gross per space	412	Included above	Included above
Rooftop	1,630	\$2,000	\$3,260,000
Other			
Bus stop lid	2,443	\$1,000	\$2,443,260
Open space works	1,255	\$250	\$313,750
Access Road Works	3,000	\$500	\$1,500,000
Open space works Building B site	1,500	\$250	\$375,000
Total			
Sub-Total	-	-	\$22,812,010
Contingency	-	10%	\$2,281,201
Total Public Sector Cost Estimate	-	-	\$25,093,211

Note: preliminary; excludes GST

3.3 Revenue Assumptions

The revenue assumptions are based on market research data shown in Appendix A. At the time of writing, the economy and property market is being impacted by COVID-19 lockdowns and business restrictions. The revenue assumptions below assume normalisation of the property market post 2021. The assumptions should be verified in a more detailed assessment should the concept be advanced.

The adopted selling rates are:

- Retail ground floor: \$8,000/sqm NSA
- Commercial / gym first floor: \$6,000/sqm NSA
- Commercial development site: \$1,500/sqm land area
- Commercial office building: \$7,250/sqm NSA.

These rates are applied to assumed NSA of floorspace which is assumed to be 80% of GFA.

These assumptions provide for potential gross revenue of \$30.13m for the public sector development agency (before selling and other costs).

Table 5: Public Development Agency – Preliminary Revenue Assumptions

Public Development Agency Revenue	Gross Area / Units	Net Sale Area / Units	Revenue Rate	Revenue Estimate
Building A				
Retail	2,773	2,218	\$8,000	\$17,746,112
- Car space provided for retail	83	-	-	-
Gym / other uses	2,111	1,689	\$6,000	\$10,131,408
- Car space provided for gym	63	-	-	-
Building B				
Site area	1,500	1,500	\$1,500	\$2,250,000
- Car spaces for Building B in Building A	99	-	-	-
Total				
Total Gross Revenue (Before Costs)				\$30,127,520

Note: preliminary; excludes GST and selling costs

The potential gross end sales revenue for the private sector developer of Building B is \$19.09m. This figure supports a residual land value of \$1,500/sqm for the Building B site (total \$2.25m), which is paid to the public sector development agency.

Table 6: Private Sector – Preliminary Revenue Assumptions

Private Sector Revenue	Gross Area / Units	Net Sale Area / Units	Revenue Rate	Revenue Estimate
Building B				
Commercial / office space	3,291	2,633	\$7,250	\$19,090,584
- Car spaces for Building B in Building A	99	-	-	-
Total Gross Revenue (Before Costs)				\$19,090,584

Note: preliminary; excludes GST and selling costs

4.0 FEASIBILITY TESTING RESULTS

4.1 Feasibility Testing Method and Assumptions

It is assumed that developers will seek to sell land or floorspace as soon as possible post-construction. Revenue and cost data is analysed in a discounted cash flow (DCF) model, which considers timing of costs and revenues.

For the public sector development agency, development costs are deducted from development revenues to reveal the nominal project margin. This is undertaken for the two options: design concept and comparison option (without revenue items). The best performing option is the highest return or lowest cost option.

The analysis for the private sector developer is undertaken to check the potential land purchase price for the Building B site. Market evidence data (see Appendix A) suggests a land price for commercial development land of the type considered in this analysis may be in the vicinity of \$1,800/sqm to \$2,800/sqm for a low rise commercial development site. The price is analysed having regard to revenue and cost data for the private sector developer.

Assumptions used in the modelling are shown in the table below. This includes ‘soft costs’ such as professional fees, charges and financing.

Table 7: Feasibility Model Assumptions

Item	Assumptions
Land Owner	State Government
Land Purchase Price	NA
Revenue	As per revenue assumptions above
Construction Cost	As per construction cost assumptions above
Timing	Precinct and Building A: <ul style="list-style-type: none"> ▪ Planning and design: February 2022 - September 2022 ▪ Construction: October 2022 - September 2023 ▪ Sales: September 2022 - October 2023 Building B: <ul style="list-style-type: none"> ▪ Land purchase: September 2022 ▪ Planning and design: December 2022 - July 2023 ▪ Construction: August 2023 - July 2024 ▪ Sales: August 2024
Escalation	2% escalation of costs and revenues is assumed.
Professional Fees	5% of construction cost
Development Management	2% of construction cost
Statutory Fees	Public Open Space levy: on-site provision Metropolitan Planning Levy: 0.0013% of construction cost DCP: NA Other: NA
Selling Costs	Sales Commissions

Item	Assumptions
	Commercial: 1% of gross revenue Other Costs Marketing 1% of gross sales
Equity	Private sector: 50% of the total project cost; Public sector: 100% equity
Loan	Private sector: 6% per annum compounded; Public sector: -
Target Return	Private sector: 16% IRR; Public: 5% IRR

4.2 Feasibility Testing Results

A summary of the analysis is shown in the table below.

The feasibility testing shows there is potential to achieve a superior financial outcome by including retail and commercial uses in the park & ride development.

The returns from the retail and commercial uses reduces the overall cost of the project to the public development agency at completion. The net cost to the public sector development agency is \$24.45m compared to \$27.44 if retail and commercial uses are excluded (on the basis of assumptions used).

The private sector feasibility model supports a land purchase price of approximately \$1,500/sqm for Building B land on the basis of assumptions and inputs used. This is outside of the low end of the range of market research data and is therefore conservative.

Table 8: Feasibility Summary

Variable	Public Development Agency		Private Developer
	Design Concept	Comparison Option Excluding Commercial Uses	Building B
Total Revenue (after selling costs and GST paid)	\$34,098,653	-	\$17,399,565
Total Development Cost (after GST reclaimed)	\$58,545,218	\$27,439,680	\$14,753,534
Gross Development Profit	-\$24,446,565	-\$27,439,680	\$2,646,031
Residual Land Value (Target Margin)	-	-	\$2,395,000
Land \$/SQM	-	-	\$1,597

A more detailed summary of the analysis is shown below.

Note that figures in the table below may differ from raw data in today's dollars due to escalation or other factors impacting the variables.

Table 9: Feasibility Outputs in More Detail

Doncaster Park & Ride Feasibility Study	Design Concept	Comparison Option Excluding Commercial Uses	Office Development Building B
	With Commercial Elements	Without Commercial Elements	3 Level Development
	27,871 GFA	14,420 GFA	3,291 GFA
	10,000 SQM	10,000 SQM	1,500 SQM
	Mixed Use	Mixed Use	Commercial
Revenues			
Gross Sales Revenue	38,921,364	-	19,860,456
Less Selling Costs	-1,284,405	-	-655,395
NET SALES REVENUE	37,636,959	-	19,205,061
TOTAL REVENUE (before GST paid)	37,636,959	-	19,205,061
Less GST paid on all Revenue	-3,538,306	-	-1,805,496
TOTAL REVENUE (after GST paid)	34,098,653	-	17,399,565
Costs			
Land Purchase Cost	-	-	2,475,000
Land Acquisition Costs	-	-	148,500
Construction (inc. Construct. Contingency)	60,177,350	28,148,503	12,620,003
Professional Fees	4,274,126	1,999,261	896,710
Statutory Fees	69,731	32,621	14,567
Land Holding Costs	-	-	16,800
Finance Charges (inc. Fees)	-	-	20,000
Interest Expense	-	-	76,453
TOTAL COSTS (before GST reclaimed)	64,521,208	30,180,385	16,268,033
Less GST reclaimed	-5,975,989	-2,740,706	-1,514,499
TOTAL COSTS (after GST reclaimed)	58,545,218	27,439,680	14,753,534
Performance Indicators			
Gross Development Profit	-24,446,565	-27,439,680	2,646,031
Development Margin (Profit/Risk Margin)	-40.86%	-100.00%	17.17%
Target Development Margin	-	-	16.00%
Residual Land Value (Target Margin)	-	-	2,395,000

5.0 ECONOMIC BENEFITS

An estimate of the job generating capacity of the design concept has been made.

Based on the land use mix proposed, and construction cost shown earlier in this report, it is estimated that the design concept could:

- Generate 151 jobs during construction of the precinct
- Support 286 ongoing jobs within retail, community and commercial uses on the site.

The comparison option generates zero ongoing jobs and 59 construction jobs.

The estimate of jobs does not include operation and maintenance of the site and public transport facilities, which applies to all options including existing site conditions.

Table 10: Estimate Job Creation Potential

Item	Design Concept	Comparison Option Excluding Commercial Uses
Investment (Precinct + Buildings A and B)	\$64,846,092	\$25,093,211
Construction Jobs (Job years)	151	59
Ongoing Jobs	286	0

6.0 SUMMARY OF FINDINGS

6.1 Summary

The feasibility testing shows there is potential to achieve a superior financial outcome by including retail and commercial uses in the park & ride development.

The returns from the retail and commercial uses reduces the overall cost of the project to the public sector development agency at completion.

The addition of retail and commercial uses increases the number of construction jobs generated during the construction phase, and adds ongoing jobs to the site.

The retail and commercial uses will provide services for the community and activate the site from an amenity perspective.

A summary of the design concept is as follows:

- 22,988 sqm car park (657 spaces for park & ride and retail and commercial uses)
- 8,175 sqm GFA retail and commercial uses
- Open space and rooftop parks
- \$64.85m in total investment (public and private)
- Net cost to public sector development agency is \$24.45m compared to \$27.44 if retail and commercial uses are excluded (preliminary estimate)
- 151 construction jobs generated
- 286 ongoing jobs generated
- Service provision and amenity benefits for the community.

6.2 Refinement and Risk Mitigation

This report provides a preliminary assessment based on the design concept. There may be opportunities to improve the financial performance of the project and lower risks to the public sector.

The sale of the office development site is low risk and could be undertaken under any park & ride facility development concept because it is a separate site and assumed to be constructed by a private entity. An option is to, at an appropriate time, undertake market sounding with developers using an expression of interest process. This could seek design and development concepts and obtain land value bids. It is possible the conservative \$1,500/sqm land sale price used in this analysis could be higher.

A similar process could be undertaken for the retail and commercial uses in Building A in order to input into the design process and firm up sale or lease price potential. A pre-commitment

or option to purchase model could be used before design is finalised and construction commences to mitigate take-up risks.

Another option is to sleeve the retail and commercial uses of Building A into a separate land parcel capable of being constructed independently of the park & ride component of Building A. Under this approach, land would be sold to a developer and risk mitigation options noted above could be considered.

6.3 Conclusion

Overall, there is a strong case to pursue retail and commercial uses on the site associated with a park & ride redevelopment. There is potential to gain financial benefits, economic benefits and place activation and amenity benefits by incorporating retail and commercial uses within the site. Development of such uses could be structured to be low risk from a public sector perspective.

APPENDICES

APPENDIX A: MARKET RESEARCH

Melbourne Property Market Context

The metropolitan property market is characterised by the following conditions as at October 2021:

- From around February 2020, the COVID-19 pandemic impacted the economy and property market.
- Historically low interest rates are supporting higher values in some property sectors.
- High levels of consumer confidence in domestic property have supported a shift of capital into domestic consumption and property.
- Restrictions on immigration and tourism are negatively impacting some property sectors and locations.

Residential Sector

The inner Melbourne apartment market is experiencing relatively weak leasing and buyer demand conditions at the current time.

In contrast, apartment market conditions in suburbs and regional areas are more buoyant. Moreover, demand for separate houses and townhouses across the state is very strong and prices are at or near record highs.

The shift of demand away from higher-density living at the current time also relates to weaker investor activity and ongoing supply of units in the construction pipeline, which are having a compounding effect on the apartment market.

It is possible that international migration - particularly for students - could resume by in late 2021 or early 2022.

The extent of the recovery in the apartment market will in large part depend on the number of international students that are permitted to enter the nation and select Melbourne as their destination.

Office Sector

The inner city office market is sensitive to COVID-19 outbreaks and related movement and business restrictions.

The trend to working from home and social distancing has reduced the use of CBD office space. The CBD and inner city office market is 'on pause', with trends difficult to assess at this stage. Available data suggests occupied stock level are stable or in marginal decline, vacancy rates are on the rise and lease incentives are on the rise.

Some agents have reported an increase in demand for suburban office space as firms look to establish operations outside of the most densely populated parts of the city.

Moving forward, demand for flexible workspaces are likely to increase as tenants seek to accommodate staff demands for more flexibility and to better manage business growth uncertainty.

Retail Sector

Some sectors of retail have performed strongly and demand for property has been strong (such as supermarkets & groceries and household goods).

Traditional strip retail precincts - and CBD & inner city precincts that rely on office worker demand - have been weak in terms of leasing and buyer demand. Rising vacancy levels are being reported.

Suburban strips and centres that have focused on convenience retail have performed well.

A rebound in retail occurred after lockdowns in mid-2020 and a similar rebound is expected in late 2021.

Development Sites

Recent transactions of nearby sites suitable for prospective redevelopment are identified in this section. Some sites hosted existing uses (such as automotive repair shop) and were earmarked as having long term development potential. The comparison sites are located in zones that permit commercial, retail and residential uses, and as such the prices reflect those potential uses and their location and site attributes. The sample of limited sales indicates development site land values sold at a rate of \$1,800/sqm to \$2,800/sqm.

Table 11: Development sites

Address	Zone	Sale price	Land area	Sale date	Sale price (\$/sqm)	Location
Carnarvon Street oncaster, VIC, 3108	ACZ	\$1,925,000	1,066	30 Nov 2019	\$1,805/sqm	oncaster MAC, Sub-precinct 5A, 29m eight limit, permit for 69 apartments, vacant site, frontage to major road, steep site
101-109 Burwood Highway Burwood, VIC 3125	MUZ	\$10,900,000	3,909	29 Mar 2021	\$2,788/sqm	near corridor, frontage to arterial road and tram line, near activity centre and commercial uses, currently occupied by car dealership, 4-storey height limit, front and rear setbacks
96-200 Bulleen Road Bulleen, VIC, 3105	C1Z	\$1,500,000	641	28 Nov 2019	\$2,340/sqm	out of centre at periphery of population-serving industrial precinct, near arterial road, adjacent to residential uses, currently occupied by 180sqm pool shop discretionary height limit.
77 The Boulevard Aglemont, VIC, 3084	C1Z	\$16,600,000	9,020	23 Dec 2020	\$1,840/sqm	periphery of commercial precinct, faces arterial road, adjacent to residential uses occupied by 3,500sqm offices. discretionary height limit.

Source: CoreLogic RP Data, 2021

Office Activity

There has been a modest amount of office transactions in Manningham in recent years at the scale of the proposed Doncaster Park and Ride facility.

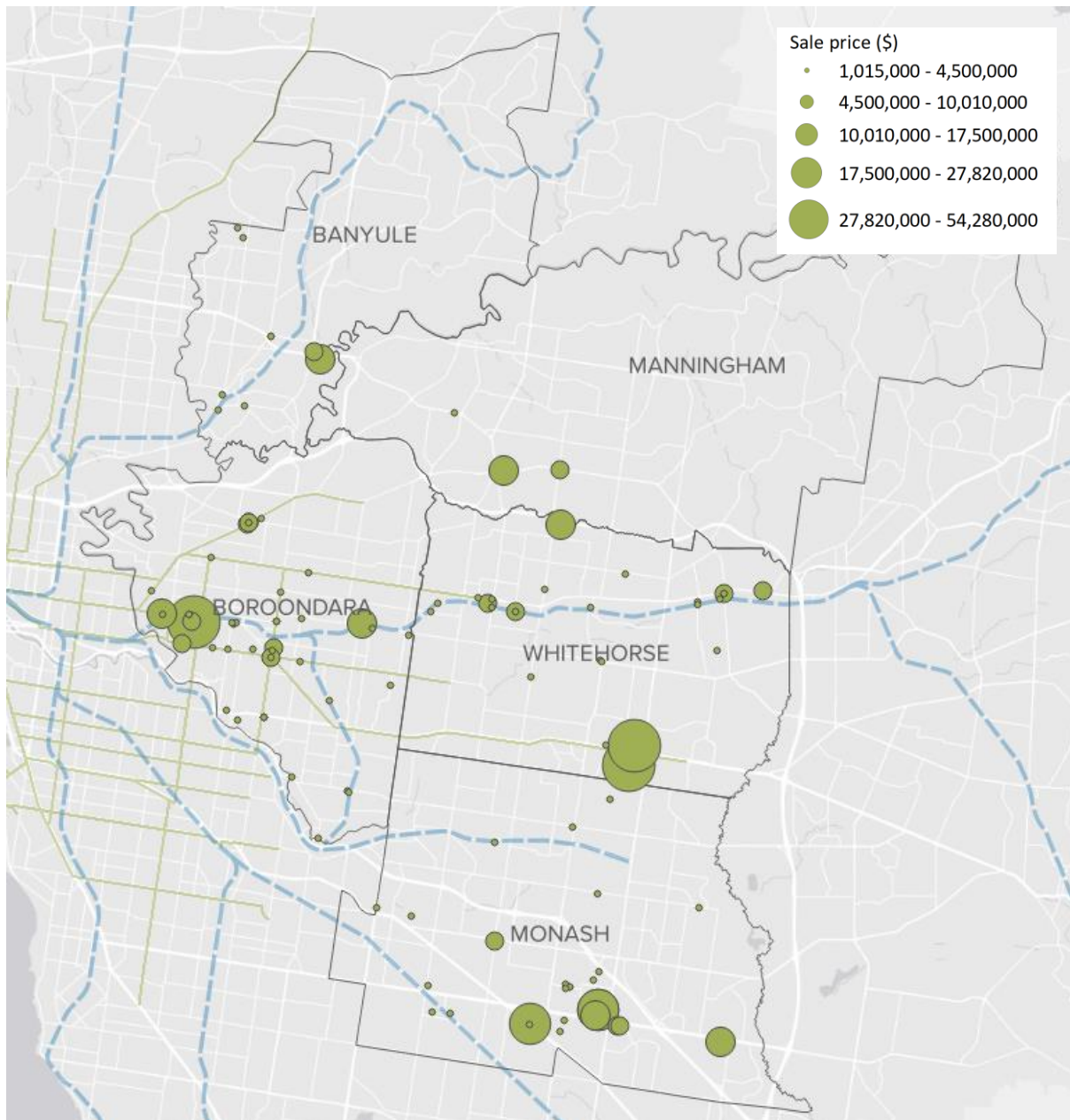
To gain a snapshot of the regional office market of eastern Melbourne, the following local government areas were investigated:

- Manningham
- Whitehorse
- Banyule
- Boroondara
- Monash

A summary of transactions with an office component in the past three years is shown the figure below.

Most commercial activity is located in activity centres and the Monash University precinct. Smaller transactions occur away from major public transport corridors however there are several transactions of \$10-25m in an out-of-centre context.

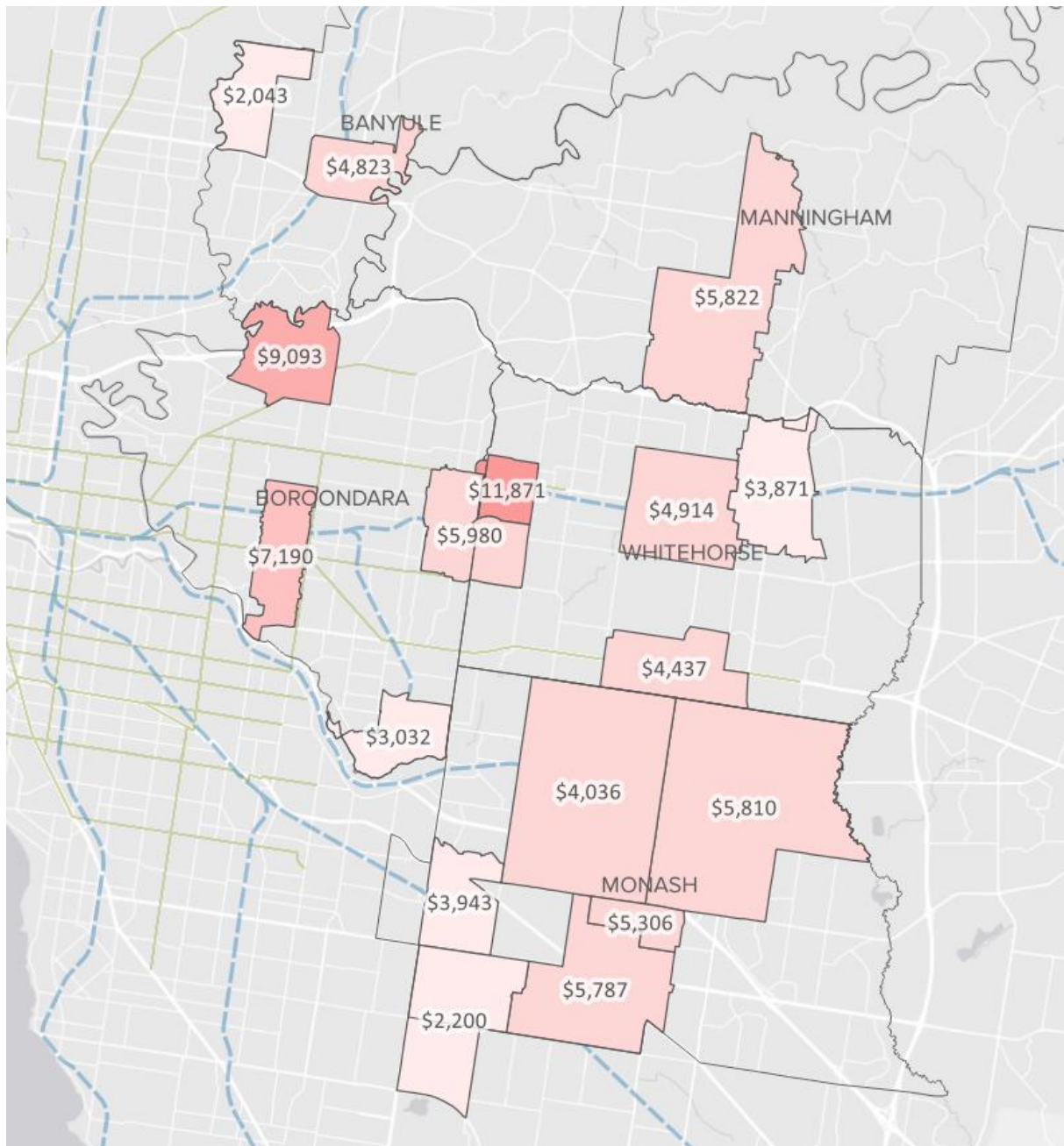
Figure 3: Commercial Office Transactions Oct-18 to Oct-21 above \$1m



Source: CoreLogic RP Data, 2021

A summary of the average sales prices per square metre of gross floor area of the top transacted suburbs in the eastern region is shown below.

Figure 4: Office Transaction Prices above \$1m Oct-18 to Oct-21 (\$/sqm of GFA) (n >2)



Source: CoreLogic RP Data, 2021

Major activity centres such as Camberwell and Box Hill achieve sales prices of \$7,000 to \$12,000/sqm. The Monash precinct achieves sales prices of around \$4,000 to \$6,000/sqm.

A newly built three level office building in a neighbourhood activity centre setting could achieve from \$6,000/sqm at a basic build quality to around \$9,000/sqm with a higher quality build.

Table 12: Office Property Transactions Oct-19 to Oct-21

Address	Building age	Land area	GFA	Sale price	\$/sqm of GFA	Sale date	Description
51 Doncaster Road	00s	1,928	2,732	\$15,150,000	5,545	16-Nov-19	Three-level office building in Doncaster adjacent to Westfield
36 Wellington Road	00s	16,861	2,008	\$11,250,000	5,603	9-Jul-19	Two-level office building attached to 700sqm warehouse on out-of-centre industrial property
9 Shierlaw Avenue	00s	794	1,861	\$11,000,000	5,911	10-May-19	Three-level office building in large AC, 100m from train station, allocated with other offices
52 Wellington Road	80s	8,723	3,611	\$10,010,000	2,772	26-Mar-20	Two-level office building in industrial/commercial precinct
57-361 Ferntree Gully Road	80s	3,882	2,007	\$8,100,000	4,036	23-Aug-19	Two-level office building in industrial/commercial precinct
32 High Street	80s	620	1,240	\$7,200,000	5,806	3-Jun-19	Two-level office building in NAC, along tram line
110-1012 Doncaster Road	80s	697	1,394	\$7,000,000	5,022	27-May-21	Two-level office building in NAC
72 Wellington Road	70s	4,747	1,682	\$6,600,000	3,924	20-Mar-20	Two-level office building in industrial/commercial precinct
LEVEL 1/635 Canterbury Road	90s	1,008	1,110	\$5,968,368	5,377	24-May-19	Two-level office building in NAC
LEVEL 1/85 Burwood Highway	80s	1,827	1,547	\$4,050,000	2,618	6-Mar-19	Two-level office building along near commercial corridor
1/50 Upper Heidelberg Road	00s	2,467	443	\$3,300,000	7,449	6-Jun-19	Unit in three-level office building in large NAC, 300m from train station

Source: CoreLogic RP Data, 2021

A summary of planning approvals of similar scale to the proposed Doncaster Park and Ride facility is shown below.

Table 13: Commercial Development Activity

Project Address	Project City	Type	Floor Area	Floors	Estimated commencement date
2-4 Ferntree Place	Notting hill	Office	15,400	6	14-Dec-20
93A Heatherdale Rd	Ringwood	Self-storage units (55)/warehouses (9)/offices (13) - 2 storey	5,142	2	08-Nov-20
110 Maroondah Hwy	Ringwood	Offices/retail/cafe - 11 storey	14,000	11	15-Jul-20
60-62 Maroondah Hwy	Ringwood	Office building - 5 storey	3,432	5	14-Oct-19

Project Address	Project City	Type	Floor Area	Floors	Estimated commencement date
154 Upper Heidelberg Rd	Ivanhoe	Apartments (5)/bank/food & drink premises/offices - 5 storey	578	5	12-Sep-19
633 Springvale Rd	Mulgrave	Office buildings (2)/cafe (1) - 6 storey	50,127	6	02-Sep-19
254-294 Wellington Rd	Mulgrave	Commercial buildings (4)/car park/cafes - 8 storey	133,259	8	02-Jun-19
275 Canterbury Rd	Canterbury	Office - stage 1	N/A	N/A	01-Jun-19
10 Nexus Ct	Mulgrave	Office building - 5 storey	7,800	5	23-Oct-17

Source: CoreLogic CordellConnect, 2021

Retail Activity

Newly built retail in neighbourhood activity centres achieve from \$6,500 to \$11,500/sqm. Out of centre retail properties were comprised of old building stock, achieving sales prices of \$4,500 to \$7,500/sqm.

Table 14: Retail Property Transactions Oct-19 to Oct-21

Street	Location	Building age	Lettable area	Sale price	Sale date	\$/sqm of NLA
50 Ayr Street	Out of centre	Old	94	\$700,000	19-Dec-19	\$7,447
19 Katrina Street	Out of centre	Old	120	\$737,500	28-Nov-19	\$6,146
4/101 Tram Road	Major activity centre	New build	165	\$1,410,000	29-May-19	\$8,545
2/9 Williamsons Road	Major activity centre	New build	168	\$1,571,350	23-Jul-19	\$9,353
290 Doncaster Road	NAC	Old	91	\$880,000	26-Aug-19	\$9,670
294 Doncaster Road	NAC	Old	280	\$1,548,000	30-Apr-20	\$5,529
G10/78 Doncaster Road	NAC	New build	152	\$1,755,000	01-Aug-20	\$11,546
G3/78 Doncaster Road	NAC	New build	96	\$626,000	26-Jul-20	\$6,521
6A Milne Road	Out of centre	Old	98	\$485,000	05-Apr-19	\$4,949
6C Milne Road	Out of centre	Old	93	\$450,000	25-Nov-19	\$4,839

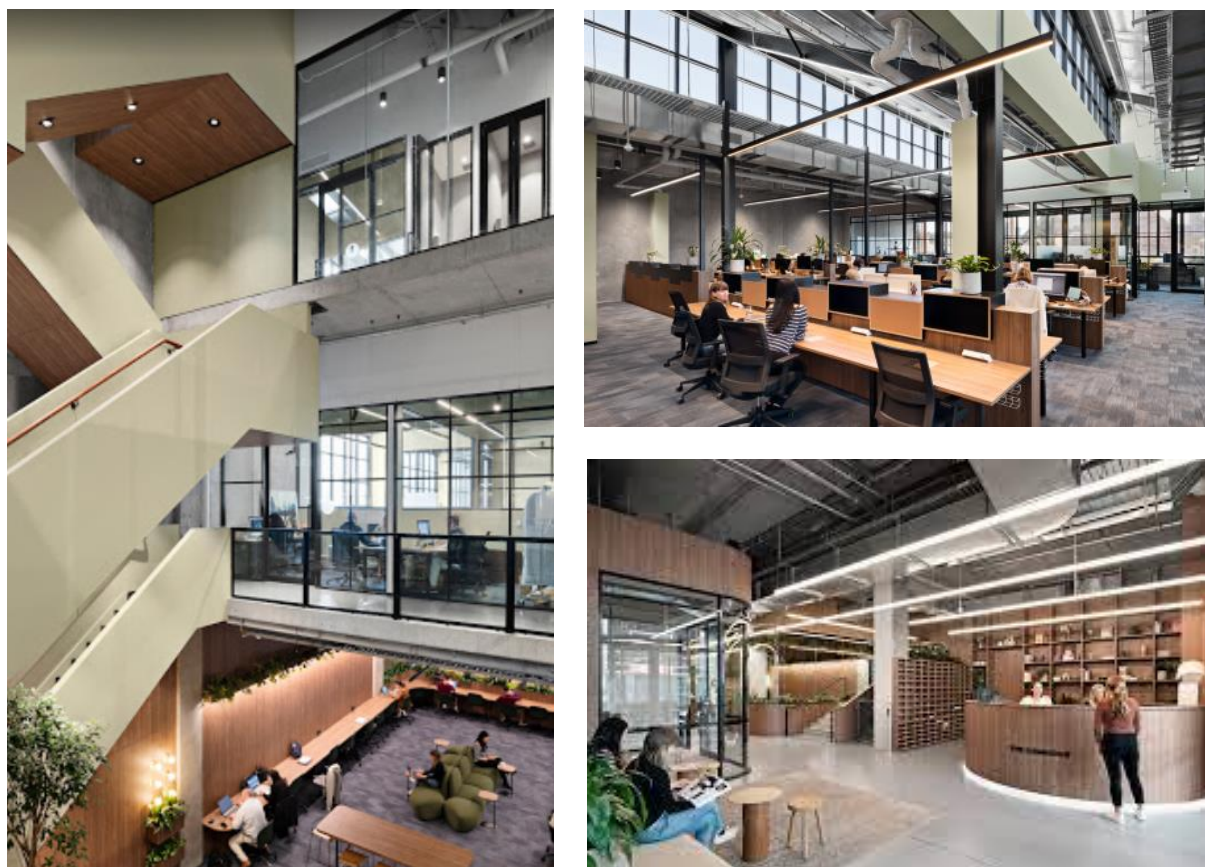
Source: CoreLogic RPData, 2021

Coworking Developments

Coworking companies sublease desks or office space under a private contract (licence) to small and medium enterprises and sole traders on shorter term arrangements. Two years would be a long term contract for a co-working tenant.

Most of Melbourne's larger and more well-known coworking spaces are located in the city centre and inner areas such as Cremorne, Collingwood, Chapel Street and Brunswick. An example of an owner-occupied coworking space in a premium office building is seen in The Commons Cremorne.

Figure 5: The Commons Cremorne



Source: The Commons Cremorne

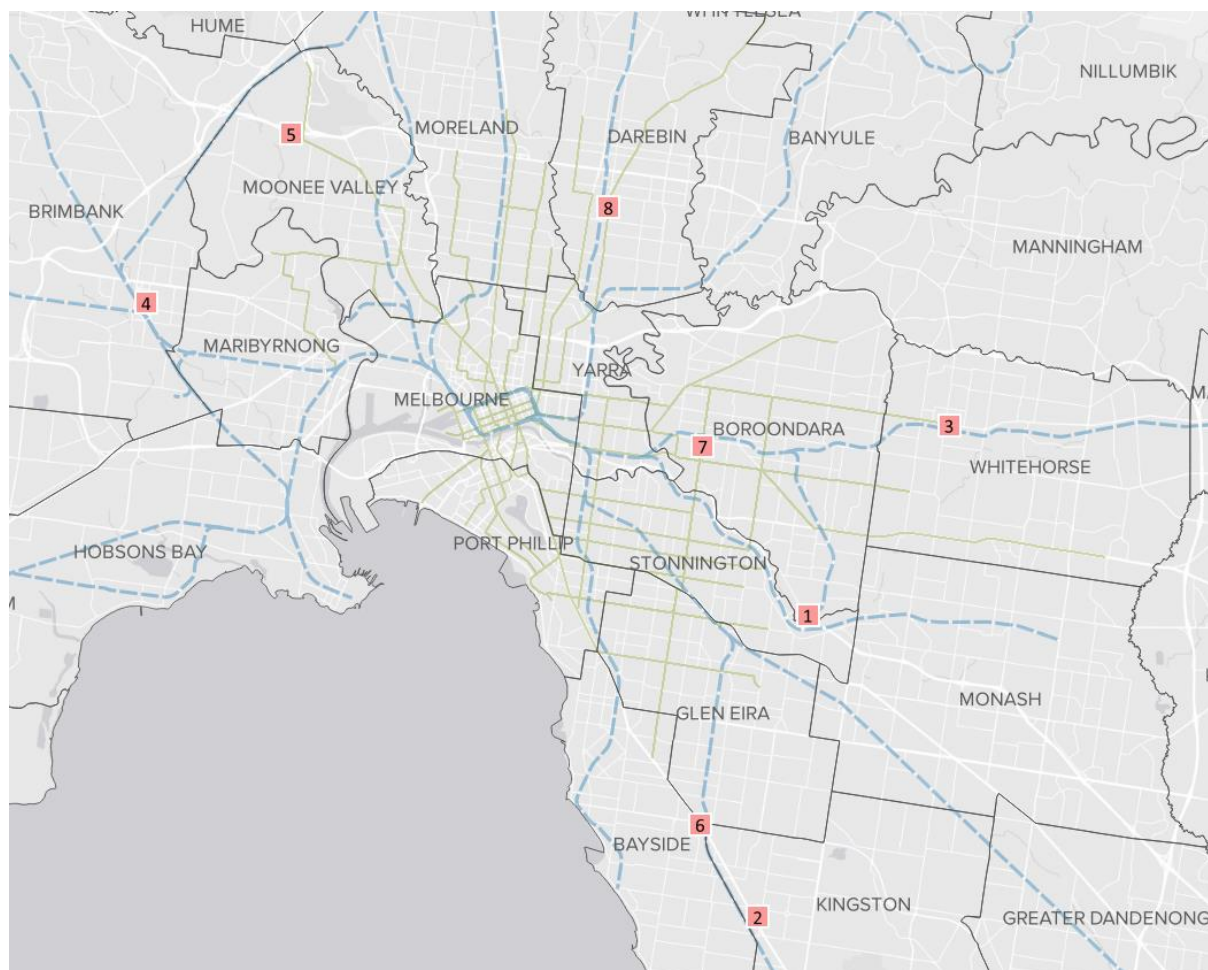
There are several coworking hubs in Melbourne’s middle ring suburbs however (to date) they are generally smaller format and are a lower-grade office product as compared to A-grade coworking spaces in the central city.

Examples of coworking spaces in Melbourne’s middle suburbs are shown in the figure and table below. Most examples are located in major activity centres near train stations. Some examples are in linear corridors or local convenience centres.

A mix of building typologies are sought – standalone properties and leases within commercial buildings.

There is an emerging opportunity to expand the coworking offer in the middle suburbs.

Figure 6: Example Suburban Coworking Spaces



Map ID	Name	Suburb	Commentary
1	FLEXI Co-Work Space	Ashburton	Single-storey terrace shop front in local convenience centre, 1km from train station
2	Brightside Coworking Office Space	Cheltenham	Suite in a 3-storey office building adjacent to a Westfield
3	Victory Offices 990 Box Hill	Box Hill	One level of a 5-storey office building in central Box Hill
4	iHarvest Coworking Sunshine	Sunshine	One level of a 6-storey Council office building adjacent to shopping centre
5	Work Tank Coworking & Serviced Offices	Niddrie	Single-storey converted warehouse on Keilor Road linear activity centre
6	844 Executive Co	Hampton East	Suite in a 2-storey office building in central Moorabbin
7	CreativeCubes.Co Hawthorn	Hawthorn	One level in 2-storey commercial building 400m from train station
8	Nest Coworking	Thornbury	2-storey terrace shop front in linear tram corridor, 200m from train station

Source: Google Maps, 2021

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6. This study does not constitute a valuation of any property or interest in property. In preparing this study HillPDA has relied upon information concerning the subject property and/or proposed development provided by the Client and HillPDA has not independently verified this information except where noted in this study.
7. In relation to any valuation which is undertaken for a Managed Investment Scheme (as defined by the Managed Investments Act 1998) or for any lender that is subject to the provisions of the Managed Investments Act, the following clause applies:

This valuation is prepared on the assumption that the lender or addressee as referred to in this valuation study (and no other) may rely on the valuation for mortgage finance purposes and the lender has complied with its own lending guidelines as well as prudent finance industry lending practices, and has considered all prudent aspects of credit risk for any potential borrower, including the borrower's ability to service and repay any mortgage loan. Further, the valuation is prepared on the assumption that the lender is providing mortgage financing at a conservative and prudent loan to value ratio.
8. HillPDA makes no representations or warranties of any kind, about the accuracy, reliability, completeness, suitability or fitness in relation to maps generated by HillPDA or contained within this study.

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