



# **CITY OF PORT PHILLIP OPEN SPACE STRATEGY**

## ***IMPLEMENTATION PLAN FRAMEWORK***



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## About This Document

This document provides a strategic framework for the implementation of the Open Space Strategy.

This document should be viewed in conjunction with the **Port Phillip Open Space Strategy** prepared in 2006.

@leisure was appointed to assist with the review of the Open Space Strategy 2006 and the development of this framework.

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## 1. Introduction

### 1.1 The Open Space Plan Implementation Plan Framework

The purpose of this project is to produce an Implementation Plan Framework for the City of Port Phillip's Open Space Strategy prepared in 2006. The Implementation Plan framework will guide Council's delivery of the actions detailed in the strategy and achieve Council's vision for public open space.

*A City where public open spaces define the city's character and respond to its people's need for places to rest, recreate and be inspired.*

This document will:

- Review actions outlined in the Open Space Strategy
- Develop criteria to determine the priorities for open space in Port Phillip
- Provide acquisition guidelines for the purchase of open space

- Provide a framework for preparing Citywide and neighbourhood specific implementation plan that prioritises actions that is achievable and can be updated annually.

### 1.2 Methods

In conducting this study, the following actions were undertaken

- Individual consultation with Councillors on the Open Space Strategy 2006 seeking to identify any gaps or issues not identified
- Briefing with Council to obtain feedback on the
  - Implementation Plan Framework;
  - The criteria for prioritisation;
  - Acquisition guidelines;
  - Open Space Principles; and
  - Key indicators for measuring success.
- 2006 Open Space Strategy was updated to reflect current policy and directions and Council feedback

In addition @leisure:

- Met with the City of Port Phillip's Parks and Open Space staff for – briefing and inception
- Undertook a review of the previous Open Space Strategy, Council's policies, capital works program and major activity centre structure plans
- Conducted an audit of actions described in the Open Space Strategy

- Conducted interviews with Council staff and a sample of local schools, sport and recreation clubs and community organisations
- Devised draft assessment criteria to prioritise actions

The strategy also explores key issues that will impact on the municipality's open space in the future and identifies opportunities for addressing these issues and improving the distribution and access to open space

The strategy includes a planning framework and lists site-specific actions that will assist Council in achieving its goal. This Open Space Plan Implementation Framework will guide Council's delivery of these actions in the immediate future and should be viewed in partnership with the 2006 Open Space Strategy.

### **1.3 Open Space In Port Phillip**

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The City of Port Phillip offers a diverse and attractive network of open space. A great example of Port Phillip's diverse open space is its popular foreshore and beaches. There is often people walking, cycling and skating down Beaconsfield Parade, swimming, kite surfing and sailing at the Port Melbourne, South Melbourne, Middle Park and Elwood beaches or socialising, playing or attending the famous St Kilda Festival in Catani Gardens. The municipality also boasts Albert Park with its many sports reserves and facilities and a network of heritage listed gardens including the St Kilda Botanical Garden and St Kilda Community Garden which offer a haven from the hustle and bustle of St Kilda.

### **1.4 Port Phillip Open Space Strategy**

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The challenge Council now faces is to continue to offer open space that is diverse and can accommodate the future needs of a growing population in an established urban environment and in a sustainable way.

This led to Council undertaking an Open Space Strategy, prepared in 2006.

The strategy classified the City of Port Phillip's open space in terms of its function, catchment and landscape setting. Through the classifying of open space according to purpose (function), as well as the sphere of influence (catchment) and attributes that affect users experience of place (landscape setting), an assessment of the distribution, diversity and quality of open space was undertaken across the municipality.

## 1.5 Snapshot Of Projects Completed And Funded

### Key projects completed

- Hewison Reserve renovation
- The renovation of Hewison Reserve has reinvigorated the park and now caters for a multitude of users for play and passive recreation. The reserve also features drought tolerant vegetation.
- Elwood Canal Linear Park improvements
- The improvements to the Elwood Canal Linear Park include upgrade to the garden bed and furniture installation.
- St Kilda Promenade and Pier Entry
- The improvements to the St Kilda Foreshore includes improved visitor experience
- Upgrade to the St Kilda Adventure Playground and Skinners Reserve Adventure Playground

- Implementation of the Elwood Foreshore and Recreation Reserves Management Plan

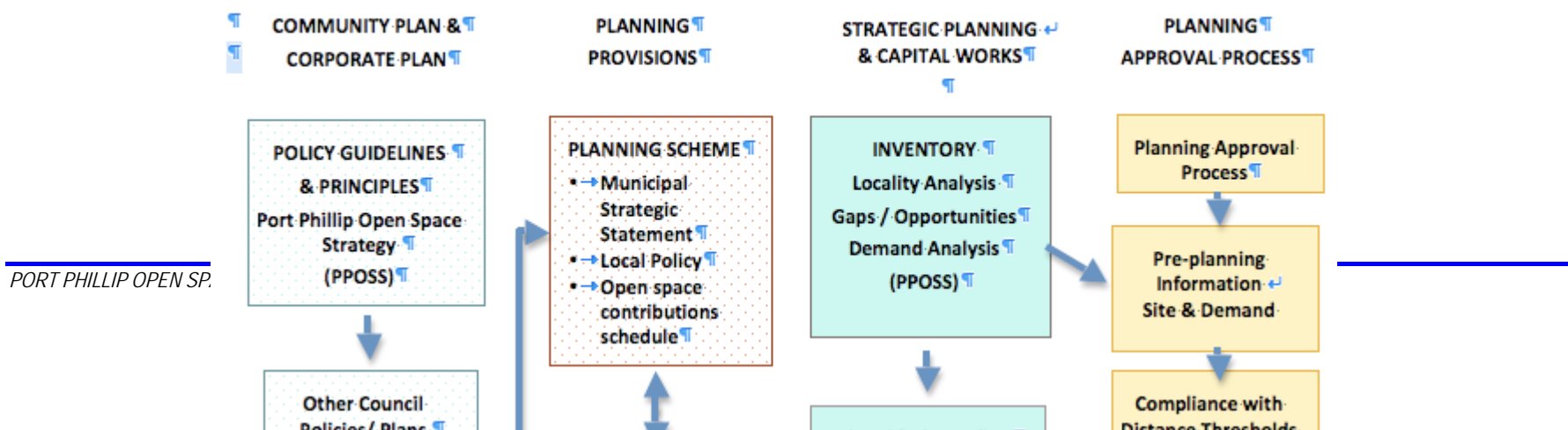
### Key projects to be undertaken that are funded in the current 5 Year Capital Works Program

- The improvement of streetscapes across a number of major roads including Coventry Street, Rouse Street, Carlisle Street and Park Street
- The improvement of pedestrian and bike paths including the Jacka Boulevard bike lanes
- Implementation of the North Port Oval Masterplan
- Various works included in the St Kilda Edge project including upgrades to Fitzroy street as part of Foreshore Connections
- The improvements to St Kilda Botanical pond and gates

## 2. Open Space Planning Process Overview

The Implementation Plan Framework will consolidate and prioritise the actions arising from the locality analysis and is an essential element of the open space planning process. The following illustration outlines the elements of the open space process:

### ELEMENTS TO ENSURE SUCCESSFUL OPEN SPACE OUTPUTS IN PORT PHILLIP





Draft

## 3. Open Space Principles

Open space should accommodate people of all abilities, cultures and ages. Nature conservation, recreation, play, sport, socialising and relaxation should also be accommodated in the open space provision.

### 3.1 Melbourne 2030 Parkland Code

Through the adoption of the Open Space Strategy, Council endorsed the *Parkland Code: Urban Open Space Principles* embodied in *Melbourne 2030*.

The *Parklands Code* consists of five principles and is designed to sustain the benefits, quality and distribution of open space into the future, to support the broad strategies and actions contained in the Victorian Government's *Melbourne 2030* and *Linking People and Spaces* policies.

#### Principle 1: Involving the community

Encourage and promote community involvement, including taking an active role in decision-making and the protection of natural and cultural values.

#### Principle 2: Transparent planning processes

Adopting a clear transparent process will ensure the management objectives of open space are understood.

#### Principle 3: Securing the future of open space

Apply appropriate zoning and overlays to open space to ensure its long-term protection.

#### Principle 4: Changing land use

If a change in land use or occupation occurs that will reduce open space, the open space network should be protected through the replacement of open space of equal or greater size and quality.

#### Principle 5: Diversity

## 3.2 Port Phillip Open Space Strategy Vision

A City where public open spaces define the city's character and respond to its people's need for places to rest, recreate and be inspired.

## 3.3 Port Phillip Open Space Strategy Principles

The Open Space Strategy identifies eight principles that were adopted by Council in 2006 and guide the planning, development and management of open space in Port Phillip. Following consultation with Council in June 2009 an additional Open Space Principle was identified.

### Principle 1: Optimise the provision of open space

Provision of optimum open space will be addressed by:

- Increasing the amount of useable open space in appropriate locations to offset increases in population and the decline in private open space
- The use of urban design strategies that produce functional and pleasing spaces irrespective of size
- Strong design elements in the creation and renewal of open space to inspire people and develop parks that will respond to community needs
- Creating connections between spaces to maximise use and functional public open space
- Community benefit to underpin the use of open spaces

### Principle 2: Regulate and manage the effects of commercial events in public open space

Commercial events in parks need to demonstrate net community benefit. The impacts of commercial events upon public access to open space will be monitored and regulated.

### Principle 3: New residential development and public open space

The boundaries of public and private open space in residential developments should be clearly delineated. Where residential developments border public open space, the values of the existing public open space must be enhanced or preserved not degraded.

### Principle 4: Consider private open space when providing public open space

The provision of private open space will be considered in the planned development of public open space in Port Phillip.

### Principle 5: Provide access for all

Public open space will offer a diversity of functions and experiences, and be accessible to all.

All functions of public open space will be provided equitably across the municipality.

### Principle 6: Streetscapes as public open space

Streetscapes provide opportunities for public use particularly for communal meeting and exercise. Design and treatment of streetscapes should respond to these potential uses.

### Principle 7: Public open space managed by others

The City of Port Phillip will continue to work with other public authorities as managers of public open space, to achieve high quality spaces for all residents.

### Principle 8: Supply of public open space

Parkland is a highly valued community asset. The inner city has a very limited supply of public open space, which is increasingly under pressure from high use by residents and competing demands from other community uses.

Any loss of land currently used for open space will only be considered in the following situations:

- If the available land offers poor amenity for public open space use
- If alternative sites of higher quality can be identified for acquisition
- When the net community gain can be guaranteed by an alternative land use

Criteria used to define poor amenity of public open space is that it:

- is under utilised
- offers poor connection to other spaces or streets
- is unsafe for users
- offers poor accessibility
- has little potential for improvement as functional public open space

### 3.4 Additional Open Space Principle

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#### Principle 9: Sustainable open spaces (New principle)

Sustained drought conditions have had an adverse impact on open space. To respond to this change in climate, environmentally sustainable design features will need to be considered in the management and renewal of open space.

Examples of this could include the use of drought tolerant plants, warm season grasses, low energy public lighting, alternative water sources and water sensitive urban design.

The criteria aims to prioritise directions so that Council can systematically develop an open space network that offer diversity and equity in the full range of functions and settings across the municipality.

The criteria were weighted (refer to section 4.2) whereby each action was scored. All scores will then be multiplied by the weighting. The sum of all scores for each action provides a total score to determine the ranking of each action. The rankings of all actions within a neighbourhood will then compared to determine neighbourhood priorities and across the municipality to determine municipal wide priorities.

## 4. Assessment Method Used For Prioritising Actions

### 4.1 Assessment Method

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Criteria were developed in consultation with Council in June 2009 to assist Council to develop a framework that will allow actions in the Open Space strategy to be prioritised.

## 4.2 Evaluation Criteria Weighting Matrix

CRITERIA										WEIGHTING
1	Addresses shortfall of open space									0.9
2	Contributes to water conservation and environmental sustainability (including WSUD and ESD features)									0.8
3	Improves quality of open space and access opportunities									0.8
4	Contributes to trail provision (off road paths) or links trails									0.8
5	Contributes to social and family recreation space (eg. play opportunity, social opportunity, informal sport opportunity)									0.7
6	Protects environmental and cultural values									0.7
7	Located in or on edge of a Major Activity Centre where population density is higher									0.6
8	Current asset in need of improvement									0.6
9	Targets adolescents, older adults, people with a disability e.g. skate park, access-for-all regional playground, community garden for elderly									0.5

## 5. ACQUISITION GUIDELINES

Council seeks contributions of 5% of land area across the municipality (as either cash or land) in residential, commercial or industrial zones, pursuant to the Sub-division Act.

In most cases Council will seek cash contributions as appropriate sized may not be available for acquisition. However, there are parts of the municipality where land would be desirable if available.

The funds collected from developer contributions will assist Council in implementing the capital works program for open space and the purchase of land desirable for addition to the open space network in Port Phillip.

Council has established the following guidelines to direct the future acquisition of land for open space purposes in Port Phillip. This guideline is a new addition to the open space strategy.

### Acquisition guidelines

Funds will be used to purchase land with the following characteristics:

- Corner allotments or has large frontage (20-30m)
- Good natural surveillance.
- Supports the goal of all residents having access to quality open space within 400 metres of their residence e.g. ideally the land would be greater than 200m to the closest other open space.
- Increases the size of an existing open space by acquisition of adjacent property / road closure.
- Any contamination issue considered and cost/benefit analysis undertaken to determine community benefit.
- One owner on title.

- Investigate shared use agreements/partnerships i.e. state government, schools, kindergartens, etc.

### Priority acquisitions by neighbourhood

1. St Kilda / Balaclava
2. St Kilda (Area defined by St Kilda Road, Chapel Street and Dandenong Road)
3. Ripponlea
4. South Melbourne
5. Port Melbourne
6. Middle Park / Albert Park
7. Elwood
8. St Kilda (Area defined by St Kilda Road and foreshore)

## 6. What will success look like?

Success will be determined by the realisation of an open space network providing the full range of open space benefits and values to the Port Phillip community.

The value of open space depends on:

- The extent to which open spaces meet the needs of the community
- The benefits open spaces generate.

In order to measure the adequacy of open space provision in meeting the needs of the community and generating benefits, criteria has been established for each open space classification and applied across the City of Port Phillip. These are included the Open Space Strategy.

The following indicators have been devised to determine the adequacy and values of open space provision in the City of Port Phillip to be considered in any open space project:

- All neighbourhoods have open space that provide the six categories of benefits: Healthy living, child development / play, conservation of habitat, civic pride, education and recreation

- At least three different open space functions and four different setting types are present in each neighbourhood. Functions include those that benefit the community such as social / family recreation, sport, access way trails, community horticulture, play, relaxation contemplation / escape and water based recreation
- Social / family recreation open space is provided within walking distance (400 metres) of where people live and includes areas for informal ball games, opportunities for play, barbeque and picnic facilities, seating, shade and paths
- Residents have access to off-road trails within 400 metres, that link open spaces and provide attractive places for walking and cycling



- Outdoor playing fields are provided within 800 metres of where people live
- There is easy access to open spaces for dog exercising, including dog off-lead spaces
- Open spaces for relaxation within easy access of all places of work is provided
- Open space of suitable size to support the identified primary function is provided (fit for purpose)
- All sites with native vegetation and conservation significance are protected
- Preservation of mature trees
- Attractive, treed streetscapes with social / family recreation opportunities
- The continued implementation of site specific master plans
- High quality facilities are established in parks to cater for diverse communities
- Appropriate management procedures established to manage conflicting uses and pressures in public open space
- Sustainable practices and design features are incorporated in open spaces including sustainable lighting at key open space to provide a safe environment and installing irrigation to manage water use, etc.

## 7. Measurement

Key to measuring the success of the implementation of the Open Space Strategy will be the community's satisfaction with Open Space, Open Space improvements and improvements to the quality of experience for the community. This will be measured through:

### Existing Measurement:

**Monthly Community Satisfaction Survey** - % community satisfaction with parks & open spaces. Target 70%

### New Measurement:

**Annual Open Space Survey** - % community satisfaction with improvements related to individual projects (eg Playground is upgraded how satisfied are the local community with outcome)

**Annual Open Space Surveys** - % of community rating their experience of open space as having been improved due to quality of upgrade.

In addition a process will be developed that will measure the annual increase/decrease in open space.

## 8. Implementation Plan

Using the Open Space Plan Implementation Framework a implementation plan will be developed that identifies the actions identified in the Open Space Strategy by neighbourhood.

It will also identify the short, medium and long-term priorities for each neighbourhood and municipal wide, and provides an indicative capital works cost for short-term actions.

The table also identifies whether funding has been allocated to the action and whether the action has commenced.

The Implementation Plan will be a live document.

It is acknowledged that many actions will only be able to be completed when funds or internal resources become available and will be considered in the context of the Council's Capital Work Process

## 8. Funding Opportunities

There are a number of funding allocations and programs identified in Council's five-year capital works program that should be considered when seeking funding for actions outlined in the Open Space Strategy in the future. These include:

### Developer contributions to open space

Council will seek contributions of 5% of land area from developers pursuant of the *Sub Division Act*.

- This is an ongoing fund source

### Footpath rehabilitation program

Funding has been allocated for the renewal and resurfacing Council's public footpaths to prolong the asset life and address safety issues. There is currently 441 km of footpaths with an average age between resurfacing of 30 years.

- \$6,500,000 over 5 years (2008/09 – 2012/13)

### Sports facilities improvement program

The Sports Facilities Improvement Program provides funding for minor improvement projects on sports reserves and facilities. The program has been developed to ensure sports facilities are fit for purpose, use of sports facilities is increased, water usage is reduced and function infrastructure is provided.

- \$1,250,000 over 5 years (2008/09 – 2012/13)

### Pocket parks for people program

The Pocket Parks for People Program provides funding towards improvements to local pocket parks as outlined in the Open Space Strategy.

- \$200,000 allocated in 2009/10

### Tree planting program

The tree planting program (previously named "Greening Port Phillip") provides funding for tree planting and associated works. The program objectives include establishing a better network of treed streets that connect people with open space and developing sustainable streetscapes.

- \$200,000 allocated in 2009/10

### Irrigation system upgrade / water saving program

Funding has been allocated to investigate, map, repair and replace irrigation systems and components in gardens where there is a need to improve water use and upgrade ageing infrastructure.

- \$500,000 over 5 years (2008/09 – 2012/13)

### Foreshore minor improvements program

Funds minor infrastructure improvements required on the foreshore that arise through the year. These improvements include beach seats, drinking fountains, sea wall repairs, minor path improvements and rubbish bins.

- \$675,000 over 5 years (2008/09 – 2012/13)

### Funding allocated to the public toilet strategy implementation

Funds the implementation of the Public Toilet Strategy. The strategy aims to develop and upgrade an accessible network of public toilets.

- \$2,570,000 over 5 years (2008/09 – 2012/13)

### **Parks signage and furniture new works program**

The Parks Signage and Furniture New Works Program funds the supply and installation of new parks furniture and signage.

- \$500,000 over 4 years (2008/09 – 2011/12)

### **Parks signage and furniture renewal works program**

The Parks Signage and Furniture Renewal Works Program funds the supply and installation of parks signage and furniture to replace old, damaged and redundant assets.

- \$500,000 over 4 years (2008/09 – 2011/12)

### **Unallocated renewal works – parks**

There is an unallocated renewal allocation identified for parks that could fund actions identified in the Open Space Strategy.

- \$2,500,000 (Annual allocation)

### **External funding programs**

There are a number of external funding programs available to Council for the establishment of open space. Depending on the nature of the project and location, funding can be sourced from:

- Government grants
- Philanthropic trusts
- Community fundraising
- Funds from the peak sporting bodies
- Funds from the clubs
- Joint ventures between business and government