

10.2 ELWOOD FORESHORE SITE PLAN

EXECUTIVE MEMBER: LACHLAN JOHNSON, GENERAL MANAGER, OPERATIONS AND INFRASTRUCTURE

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1. PURPOSE

- 1.1 To seek endorsement of a masterplan (“Site Plan”) to guide improvement to the Elwood foreshore open space and infrastructure (“Elwood Foreshore”).

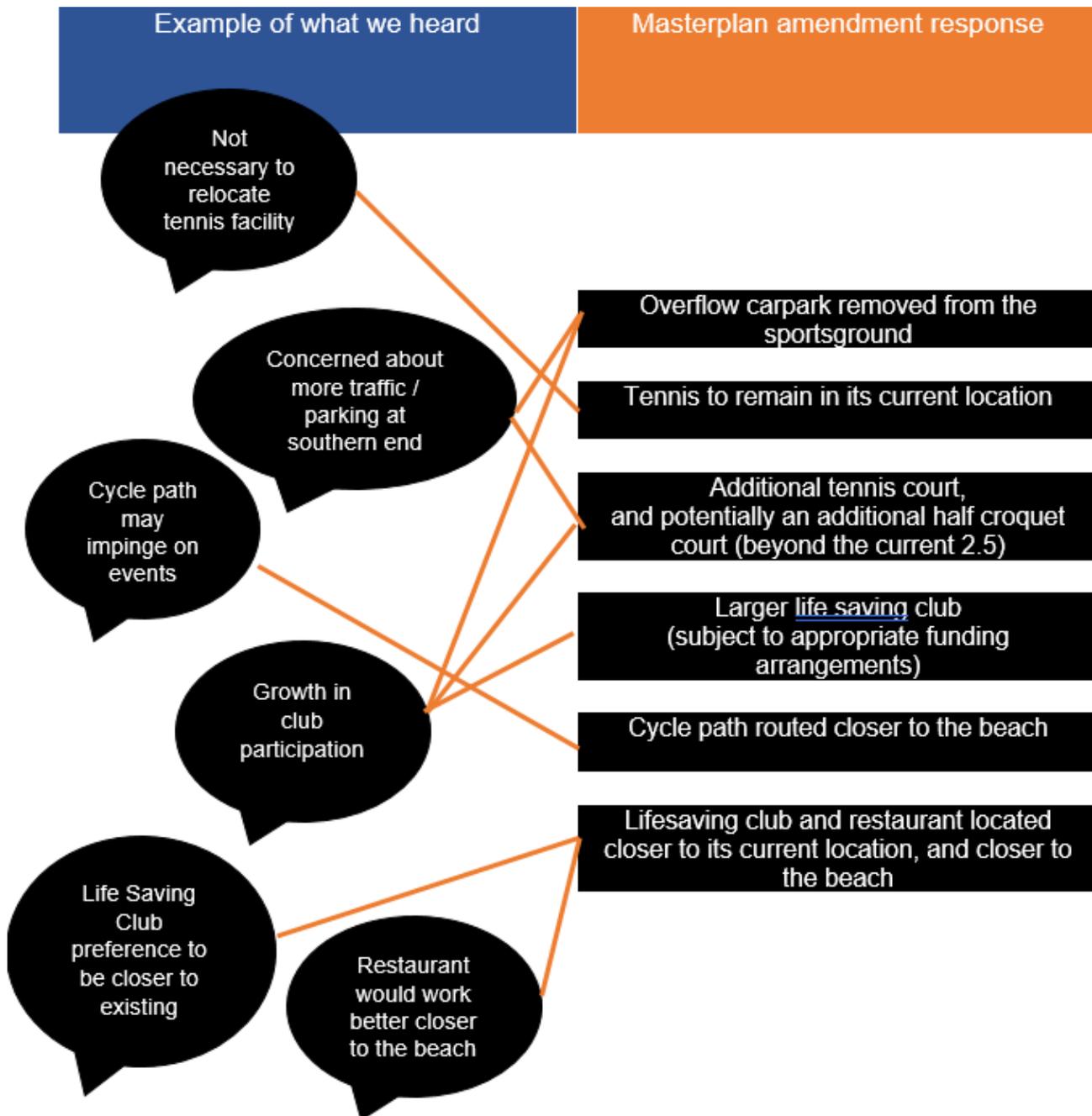


2. EXECUTIVE SUMMARY

- 2.1 A Site Plan has been prepared to guide renewal, replacement and redevelopment at the Elwood Foreshore over the next decade or so.
- 2.2 The Site Plan is a response to the range of challenges faced by the Elwood Foreshore, including its aged infrastructure, susceptibility to climate change risk, movement conflicts, declining amenity, and the growing participation of females in organised sports.
- 2.3 It aims to address/advance pre-identified local priorities, namely to:-
- “Enhance the natural landscape and vegetation, maintaining important visual corridors and open spaces”.
 - “Water sensitive urban design to manage and improve the quality of stormwater entering the bay”.
 - “Alleviate conflict between pedestrians, bike riders and vehicles”.
 - “Redesigned buildings are appropriately sited, designed, attractive and cost effective”.
 - “Overall design that encourages increased use of surrounding recreational open space and sports playing fields/courts”



- 2.4 Extensive engagement has been undertaken with the many people and groups who value the Elwood Foreshore including sporting clubs and bodies, event operators and local residents. This has included broader based consultation, and several rounds of targeted consultation.
- 2.5 As a result of this engagement, a number of key adjustments have been made to the draft Site Plan, to reflect community feedback. Those adjustments are outlined in section 4.7 of this report, and are visually summarised in the diagram over the page.





- 2.6 The adjusted Site Plan is attached (**Attachment 1**), for Council's endorsement.
- 2.7 The Site Plan provides a conceptual layout to guide development of Elwood Foreshore. It is intended as a foundation for subsequent detailed design, engagement with relevant stakeholders and the community, and sequential development applications for each stage of development of the site.
- 2.8 The Main Drain Augmentation works of Melbourne Water will have implications for how the staging of the works envisaged by the Site Plan, and close co-ordination will be required with Melbourne Water and Bayside City Council.
- 2.9 The realisation of the Site Plan will ensure that the Elwood Foreshore remains a key recreation asset for the Port Phillip and broader community.

3. RECOMMENDATION

That Council:

- 3.1 Endorses the Elwood Foreshore Site Plan, as adjusted, and annexed as Attachment 1.
- 3.2 Thanks everyone who has provided input to date to help shape the future of this popular and valued public place.
- 3.3 Notes that the Elwood Foreshore Site Plan is intended as a high-level masterplan, to guide subsequent detailed design and development applications, and that the development application process includes further community consultation.
- 3.4 Notes that development in accordance with the Site Plan is anticipated to occur in stages, over approximately 10 years, subject to approvals and consents, including Coastal Crown consent.

4. KEY POINTS/ISSUES

- 4.1 City of Port Phillip is proactively planning for the renewal of the Elwood Foreshore to ensure that it remains a high-quality public and natural place. Through the renewal Council is seeking to ensure that the Elwood Foreshore remains a valued place for all members of our community. The Site Plan will replace aged infrastructure, improve compliance and accessibility, improve access to open space/recreation and address risks of climate change.
- 4.2 Council has developed a Site Plan that considers Elwood Foreshore as a whole, rather than looking at each area, building or structure in isolation. The goal is to ensure that all the different parts of the site work well together to improve the Elwood foreshore experience, so it better meets the evolving needs of our community, and to help ensure that future works at Elwood foreshore will:
 - protect the character, identity and amenity of the place;
 - respect natural environment and the history of the site;
 - recognises the current uses of the site, including for sport, passive recreation and coastal recreation; and
 - reflect local priorities, future needs, and Council and Victorian Government Policy and Strategy.
- 4.3 The Site Plan will deliver major improvements including expanding vegetation coverage across the site by 13,000m². Significantly reducing the urban heat island effect in the reserve and helping to improve the quality of stormwater flowing into the Bay.

MEETING OF THE PORT PHILLIP CITY COUNCIL 6 SEPTEMBER 2023



- 4.4 Council has consulted extensively with the community on the Site Plan. That consultation is outlined in Section 5 of this report.
- 4.5 The feedback from the consultation was reported to the Council meeting of 7 September 2022. It attached the full responses to the Have Your Say, and provided an overview of those responses, including a summary of concerns raised in the survey responses and the letters of submission. For ease of reference, the summary of concerns raised is also attached to this report (**Attachment 2**).
- 4.6 At around the time of the reporting the submissions, Councillors made a series of follow up visits to the site, meeting with representatives of user groups to clarify their



consultation feedback and to outline the planned next steps. These groups included Port Phillip Bicycle Users Group, the Older Persons Advisory Committee, Elwood Aquatic, Elwood Celts Soccer Club, Elwood Croquet Club, Elwood Angling Club, Elwood Bathers Restaurant, Elwood Park Tennis, O2 Events, Scouts Victoria, St Kevin's Gaelic Athletic Club and St Kilda City Junior Football Club. The Mayor at the time also met with Head Street residents.

- 4.7 Based on the valuable feedback received, adjustments have been made to the Site Plan. The primary adjustments are to:
- (a) remove the overflow carpark from the sportsground;
 - (b) keep the tennis facility in its current location at the main entrance, rather than co-locate with the croquet facility;
 - (c) allowance for an additional tennis court;
 - (d) route the commuting path closer to the foreshore;
 - (e) locate the restaurant and lifesaving facilities closer to the beach;
 - (f) locate the lifesaving club closer to its current location; and
 - (g) enlarging the life saving club facility to increase the storage capacity, (note however that the facility is subject to external funding support).
- 4.8 The adjusted Site Plan can be viewed at **Attachment 1**.
- 4.9 Additionally, the following requests and feedback will be further considered during detailed design:-
- Croquet club design and its precise location, (although now not intended to be shared with the tennis facility, may nonetheless have capability to be hired out and/or support other uses).
 - Increasing the number of croquet courts to three (from the current 2.5, subject to a full-size oval being achieved adjacent).
 - Maximising clear sightlines from the life saving club facility to the beach/water, and safe access from the carpark.
 - General configuration and layout of the life saving club and restaurant, including potentially projecting the building towards the beach.
 - Opportunities for larger event spaces, and inclusion of safe access for trucks/vehicles for site set up/removal.
 - Additional bike parking infrastructure.
 - Avoiding tree planting over the existing and planned Melbourne Water Main Drain.
 - The design and size of the boating facilities.
- 4.10 While all feedback was considered, site constraints have meant that not all changes could be made. A significant unmet request is for no additional parking along Head Street.
- 4.11 A key consideration in the development of the Site Plan has been the opportunities that arise by relocating much of the area dedicated for carparking that current sits adjacent the foreshore. This is highly valued space and its use for carparking limits its availability to contribute the broader user and visitor experience.



- 4.12 As part of refining the Site Plan, Council engaged independent traffic engineers to model parking demand and to assess the impacts of the potential for carparking to be set back from the foreshore.
- 4.13 To assess the current suitability of parking provision across the foreshore, independent traffic consultants undertook parking occupancy surveys on a weekend in April 2022. On this day, parking provision was deemed appropriate. It is acknowledged that there are likely to be days of the year, such as during summer on public holidays and weekends where parking demand would likely exceed the current and planned available supply. It is not practical or feasible to design parking provision for these intense days of utilisation. The April occupancy data is deemed an appropriate benchmark to assess the potential impacts of the changes outlined in the Site Plan.
- 4.14 As part of the proposed changes to the layout of the carparking across the reserve, it is proposed to reduce the number of spaces by approximately 19, taking the total provision across the site to approximately 372. There is no specific proposal in the Site Plan to change the activities in the precinct so the impact on parking demand is likely to be minimal.
- 4.15 As part of the Site Plan, it is proposed to increase the number of carparking spaces along the southern boundary of the reserve in Head Street. The Site Plan proposes increasing the number of spaces from the current 20 to approximately 70 spaces overall.
- 4.16 Whilst carparking on both sides of residential streets abutting open spaces is common across most metropolitan suburbs (including around Elsternwick Park in Brighton, Wilson Reserve in Brighton, and the St Kilda Botanic Gardens in St Kilda), Head Street currently has limited parking on the Elwood Foreshore boundary side of the street. Independent traffic modelling has estimated that the increased parking will result in an increase in vehicle movements from the current figure of 400 per day to up to 1,200 per day. The carrying capacity of the street is estimated at between 2,000 and 3,000 vehicles per day.
- 4.17 The Site Plan does not propose to adjust the intersection of St Kilda Street and Head Street. This intersection currently has a right-hand turn restriction for traffic travelling south. This will mean that the likely users of carparking in Head Street will originate from the south and east of the Elwood Foreshore.
- 4.18 The independent traffic assessment is available on the [project webpage](#) and has been shared with the City of Bayside and the Victorian Department of Transport & Planning.
- 4.19 It is acknowledged the Site Plan does propose to increase traffic on Head Street and that this will have an impact on traffic in the street. Relocating this carparking, along with the moderate impacts that it will have on traffic in the street provide significant opportunities to improve outcomes across the entire Elwood Foreshore for the betterment of all visitors and users including local residents who have access to this facility.
- 4.20 The relocation of the carparking to Head Street enables the reserve to be redesigned to provide the vegetation improvements and significantly open up the foreshore for access to all. The vast majority of parking across the reserve will remain accessible from Ormond Esplanade.



5. CONSULTATION AND STAKEHOLDERS

- 5.1 In 2020 Council undertook an online survey to hear how users experienced Elwood Foreshore and their priorities for change. That survey received 1,493 views and was undertaken 279 times. It provided valuable information on: how the site is perceived; appetite for change; and the local community's highest priorities for site improvement.
- 5.2 Of the broad range of opportunities for improvement, the survey participants ranked these as the highest priorities (in order of frequency):-
- “Enhance the natural landscape and vegetation, maintaining important visual corridors and open spaces”.
 - “Water sensitive urban design to manage and improve the quality of stormwater entering the bay”.
 - “Alleviate conflict between pedestrians, bike riders and vehicles”.
 - “Redesigned buildings are appropriately sited, designed, attractive and cost effective”.
 - “Overall design that encourages increased use of surrounding recreational open space and playing fields”
- 5.3 The results of that initial survey were reported to the Ordinary Meeting of Council of 17 February 2021 and were considered in preparing the draft Site Plan.
- 5.4 At the time, Officers also:
- liaised with Bayside City Council and Melbourne Water to understand current, proposed or mooted projects within the immediate and surrounding area;
 - carried out 22 structured interviews with the contractual lessees, licensees and government agency stakeholders at Elwood foreshore;
 - directly notified other relevant user/interest groups, including: Port Phillip Bicycle Users Group; Elwood Flood Action Group; Earthcare St Kilda; Elwood Love Our Street; Good Sports; Port Phillip Emergency Climate Action Network; the ZU board sports; and
 - informed the then Victorian Department of Environment, Land, Water and Planning of the site planning initiative.
- 5.5 At its Ordinary Meeting of 1 December 2021, Council approved seeking community feedback on the Site Plan for Elwood Foreshore. Officers commenced the consultation on 6 December 2021, inviting the public to participate in the online *Have Your Say*.
- 5.6 Consultation included direct discussions with the tenants, licensees and stakeholder groups of the Elwood Foreshore as well as some parent associations of the stakeholders and other user groups like the local Bicycle User Group and Elwood Aquatic swimming group. Organisations with leases and occupation licenses at Elwood foreshore were informed of the proposed plan and encouraged to participate in the *Have Your Say*.
- 5.7 The opportunity to provide feedback was also promoted through various other channels, including an advertisement in *The Age*, eighteen advertising boards on site, a letter box drop/mailout to 2,500 owners/residents of neighbouring properties, social media advertising, and an email blast.
- 5.8 The *Have Your Say* consultation was supported by two live online Question and Answer events.



- 5.9 The *Have Your Say* page was viewed 4,524 times and 151 survey responses were received, plus 21 email submissions. The submissions received were reported to the Ordinary Meeting of Council of 7 September 2022.
- 5.10 Further meetings were undertaken with many of the tenants, licensees and stakeholder groups to clarify their responses. Further communication with residents of Head Street has occurred regarding their concerns.

6. LEGAL AND RISK IMPLICATIONS

- 6.1 The Site Plan, and future detailed design, helps address/mitigate current site-specific risk at Elwood foreshore, such as: movement conflicts of cyclists with others; building integrity; public safety risks.
- 6.2 Elwood Foreshore is owned by the Crown, though City of Port Phillip is responsible to “manage, improve, maintain and control” it as its Committee of Management under the *Crown Land Reserves Act 1978*.
- 6.3 Over the last couple of years, the State Government has recognised the increasing risk to the coast and have legislated the new *Marine and Coastal Act 2018*, *Marine and Coastal Policy 2020*, *Marine and Coastal Strategy 2022*, *Coastal and Marine Management Plan Draft Guidelines 2022* and Victoria’s Resilient Coast (coastal hazard and adaptation guidelines). In response to the requirements in these regulatory documents Council is currently developing a new Coastal Adaptation Strategy and an updated Foreshore Management Plan.
- 6.4 The Marine and Coastal Policy 2020 discourages buildings and structures on coastal Crown land that do not support a coastal or marine activity and do not need to be located there. This will add extra complexity to upgrading buildings on this site, particularly if they are constructed with a new footprint.
- 6.5 All development in the Site Plan will require Marine and Coastal Act consent prior to progressing. All planning will need to directly address coastal hazards and risks to gain coastal State consent.
- 6.6 Elwood is identified as an area at high risk of flooding/inundation due to future sea level rise. Under State government planning benchmarks, sea levels are predicted to rise no less than 0.8 metres by 2100. The latest Intergovernmental Panel on Climate Change assessment report (number 6) considers that 1.2m is more likely. Either way, with no changes or interventions this will significantly impact all foreshore assets, including the buildings, sports grounds and beach at Elwood Reserve.
- 6.7 According to current modelling (and assuming no action was taken to mitigate at the foreshore) sea level rise may not seriously impact Council’s Elwood Reserve properties for over fifty years. However, there may still be storm surges which impact the area.
- 6.8 The Site Plan does not include an extensive retreat of building assets, though the new restaurant and life saving facility are relocated to nearby higher ground, and at detailed design stage, new buildings will be designed for storm and flood resilience.
- 6.9 While the Site Plan has relocated some buildings on higher ground, any sea level rise would need additional response. Council may wish to negate the need for retreat by continuing the soft engineering sanded beach buffer and upgrading the small 1908 seawall, in accordance with adaptation trigger points. This is not included in the Site Plan, as current modelling indicates that it is not required in the short to medium term. However, this could be investigated in the future – say in twenty to thirty years.



7. FINANCIAL IMPACT

- 7.1 Development of Elwood Foreshore according to the Site Plan will cost (indicatively, and uninflated/unescalated) \$50 million over (approximately) 10 years.
- 7.2 Financial contribution from external sources (including the State government and tenants/licensees of the site) will be required to offset the investment costs.
- 7.3 Many of the buildings on the foreshore need large amounts of work; due to the age, poor condition, compliance and accessibility issues, and vulnerability to the risks of climate-change.
- 7.4 It is estimated that the total cost of the work needed to address the immediate building and infrastructure issues is over \$10 million. Undertaking the development envisaged by the Site Plan will avoid much of this spend.

8. ENVIRONMENTAL IMPACT

- 8.1 Elwood foreshore has important natural and ecological values. These, and the opportunities to enhance them, are a consideration of the Plan.
- 8.2 Increased greening and vegetation trees in the area will provide shade, reduce urban heat and provide shelter from winds to the area. Vegetation across the site will also help improve biodiversity, provide a strong landscape character and connection to place.
- 8.3 The State government's *Marine and Coastal Policy (2020)* requires that Council develop the site sustainably, and strengthen the site's ability to cope and adapt to climate change.
- 8.4 Consistent with the intent of Council's *Sustainable Design Strategy 2013*, the site planning has given early thought to environmentally sustainable design.
- 8.5 Council's *Act and Adapt – Sustainable Environment Strategy 2018-2028* outlines the changes and collaborative partnerships required to embed sustainability into Council operations and projects to ensure the City of Port Phillip has a sustainable future.
- 8.6 Consistent with that strategy, the site planning incorporates adaptation to climate change risk and has considered water sensitive urban design.
- 8.7 It also measures the proposed improvement to the permeable surface and the tree coverage ratios.
- 8.8 Efforts to improve the vegetation coverage (and quality) of the site aligns with *Greening Port Phillip – An Urban Forest Approach 2010*. It promotes a healthy and diverse urban forest to enhance amenity and support environmental (as well as economic, cultural and social) sustainability.
- 8.9 Contamination investigations undertaken as part of the site planning are consistent with Council's *Soil Contamination Management Policy 2004*.

9. COMMUNITY IMPACT

- 9.1 Creating a long-term plan for the Elwood Foreshore supports:
 - local amenity
 - current and future use of the site
 - asset performance
 - capacity to accommodate the City's growth



- a well-planned and cohesive development response.

- 9.2 Elwood Park is Council's second biggest sports precinct and plays an important role in our sports facility network across the municipality. The Site Plan will result in improvements to many of the sports grounds and infrastructure which will increase opportunities for participation – including increasing tennis courts, upgrades to croquet club and grounds, upgrades to Head Street "A" & "B" sports grounds.
- 9.3 Recreation activities on the site will be further supported through building upgrades to the lifesaving, yachting and sailing clubs.
- 9.4 The changed car parking has also provided opportunities for increased green space near the foreshore, the inclusion of the half court basketball court adds further enhancements to the site.
- 9.5 Increased greening and vegetation across the site will also help improve the biodiversity and reduce urban heat in the area.
- 9.6 Implementation of the Site Plan will be undertaken through Council's usual project management framework, the community and key stakeholders will be engaged through this process. Works will be delivered in a way to minimise impacts.

10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 10.1 The Site Plan is primarily aligned to Council Plan strategic direction "Liveable Port Phillip" while also supporting all other strategic directions.
- 10.2 Council's Places for People: Public Space Strategy 2022 – 32 recognises the foreshore as the most popular public space in our City and one of Victoria's major tourist attractions. The Site Plan will support the delivery of the following priority actions and key moves in the Strategy:
- Undertake a major upgrade to the open spaces along the Elwood Foreshore associated with the Elwood Foreshore Master Plan
 - Leverage opportunities, and advocate for high quality public space outcomes associated with key infrastructure projects on the foreshore and connecting to the foreshore
 - Improve accessibility and the amenity of connections to the foreshore by advocating for improved pedestrian crossings and improving green links between the foreshore and key public spaces
 - Upgrade public spaces on the foreshore
 - Plant more shade trees and garden beds on key sections of the foreshore
 - Protect and enhance biodiversity along the foreshore and improve connections to key area
 - Ensure access to the water and foreshore projects are planned and designed to cope with climate change, including projected sea level rise.
- 10.3 Council's *Access and Inclusion Plan 2019-2021* commits to improve the equitable participation and inclusion for people with disability within the community. The Site Plan supports this commitment, by providing opportunities to improve the access performance of Elwood foreshore – for instance with buildings and spaces the comply with the *Disability Discrimination Act (Cth) 1992*, and by incorporating universal design.



- 10.4 The Plan supports Council's *Sport and Recreation Strategy 2015-24*, by encouraging further participation in active and passive recreation, helping the City respond to changes in sport and recreation participation trends, and aiding investment in the place and its infrastructure.
- 10.5 *Council's Foreshore Management Plan 2012* guides how to protect, maintain and manage the City's coastline. It provides strategic directions to address unsustainable impacts on the Port Phillip coast and community. The long term planning for Elwood foreshore helps address the challenges and action items identified within that document.
- 10.6 Proactive planning for Council's built infrastructure on the foreshore supports Council's Asset Management Strategy, including its underlying objectives, namely: fit-for-purpose assets; delivery of community benefit; environmental sustainability (including climate resiliency); financial sustainability; and advanced asset management practice.
- 10.7 The Site Plan builds upon the community consultation, recommendations and action of the *Elwood Foreshore & Recreation Reserves Management Plan 2005*, reviving some of its unactioned recommendations.
- 10.8 In advancing convenient and safe movement into, out of and within the site, and in de-prioritising the car, the Plan supports *Move, Connect, Live: Integrated Transport Strategy 2018-2028*.

11. IMPLEMENTATION STRATEGY

11.1 TIMELINE

- 11.1.1 Should Council adopt the recommendation, Officers intend to plan the next stage of the project, plan development staging, and undertake detailed design of the first stage(s). This is anticipated to take approximately one year, followed by a development application process.
- 11.1.2 Delivery of the improvements under the Site Plan will be broken down into stages over a timeframe of approximately ten years.

11.2 COMMUNICATION

- 11.2.1 Elwood Foreshore is an important and valued part of our City.
- 11.2.2 City of Port Phillip is working to ensure that it remains a high-quality public and natural place, and meets contemporary expectations, standards and needs.

12. OFFICER DIRECT OR INDIRECT INTEREST

- 12.1 No officers involved in the preparation of this report have any material or general interest in the matter.

ATTACHMENTS

1. [Adjusted Site Plan](#)
2. [Summary of concerns raised in the Have Your Say](#)