



10.2 ELWOOD FORESHORE: LOOKING TO THE FUTURE: SITE PLAN FOR COMMUNITY CONSULTATION

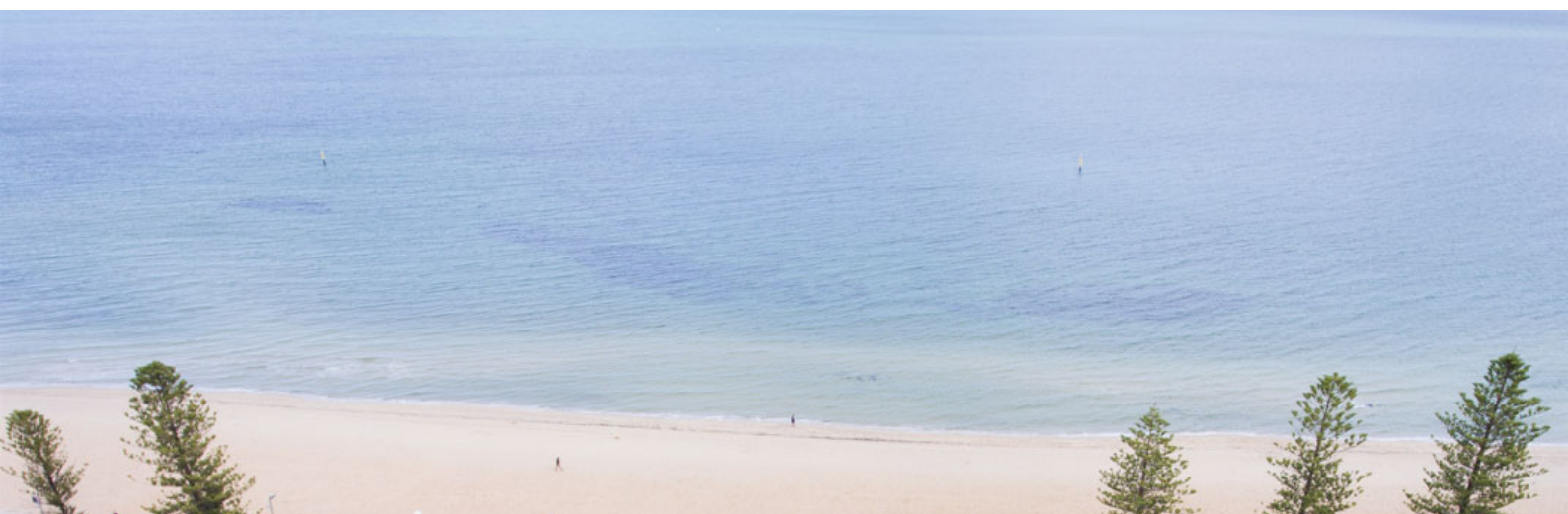
EXECUTIVE MEMBER: CHRIS CARROLL, GENERAL MANAGER, CUSTOMER, OPERATIONS AND INFRASTRUCTURE

PREPARED BY: ANTHONY SAVENKOV, HEAD OF REAL ESTATE PORTFOLIO (DEVELOPMENT & TRANSACTIONS)

ALANA DONOGHUE, PROPERTY DEVELOPMENT ASSOCIATE

1. PURPOSE

- 1.1 To seek approval to undertake community consultation on the Elwood Foreshore Site Plan.



2. EXECUTIVE SUMMARY

- 2.1 The Elwood foreshore and recreation reserves (“Elwood Foreshore”) is a premier public place. However, it faces several challenges, including: aged infrastructure; climate change risk; and a sub-optimal user experience.
- 2.2 City of Port Phillip is proactively and strategically considering how the needs of the community and foreshore could better be met, and planning for how this could be realised in stages over the short, medium and long term.
- 2.3 A Site Plan has been prepared to guide renewal and improvements to the Elwood Foreshore. The Site Plan is intended as a preliminary and indicative concept, a platform for future detailed design.
- 2.4 This follows community consultation of 2020 and 2021, and a suite of technical investigations of the site.
- 2.5 The Site Plan’s key features:-
- To provide a sense of continuity, it retains the highest value buildings, or parts of them.
 - Makes no significant change to the total overall building area, but provides higher quality community spaces.



- Environmental systems as performative systems, and to enhance the identity of the site. Vegetation coverage is increased by approximately 78%.
- Retains and enhances the nodes and “theatres” of social and recreational activity. For example, the foreshore paths are made more generous.
- A designated zone for boat (and other water craft) based activity.
- Various elements to enhance the sense of presence, and the uniqueness of the place.
- Deliverable in stages.

2.6 The Site Plan includes the following key changes:-

2.7 The Site Plan is attached (**Attachment 1**).

	Transformation
Infrastructure	<ul style="list-style-type: none"> • New buildings to address condition and non-compliance issues - including the current Elwood Scouts, Elwood Sailing Club, Elwood Surf Life Saving Club and Elwood Bathers. • The location of the Elwood Surf Life Saving Club and the commercial facility on the beach are adjusted to address climate change risks. • Existing structures repurposed to create public pavilions - to allow shade for visitors and include improved changerooms and toilets.
Sporting facilities	<ul style="list-style-type: none"> • The tennis facility moved and co-located with the croquet facility, to improve pedestrian access along Ormond Esplanade and relocate carparking away from the foreshore.
Car parking	<ul style="list-style-type: none"> • Car parking is generally relocated away from the immediate foreshore, to improve usable public open space. • Overflow parking is created for busy periods.
Movement	<ul style="list-style-type: none"> • The bike path and car parking relocated, to increasing shared pedestrian pathways and improve pedestrian access along Ormond Esplanade. • Improved accessibility within the site, including to the water’s edge. • Easier access and infrastructure for boating.
Public Open Space	<ul style="list-style-type: none"> • Additional public open space, vegetation and public pavilions. • A playground relocated to a new nature play area.

2.8 Officers recommend seeking community feedback on the Site Plan, as outlined in Section 5 of this report.

2.9 The Site Plan contemplates significant investment in this important community asset, in stages, over 10+ years. That investment totals over \$50M, and will need to be considered as part of Council’s Budget making/review processes and some external funding contributions from other layers of government and the tenants of the site. Funding availability will be key driver of ultimate scope and timing. Staging helps to manage this.



3. RECOMMENDATION

That Council:

- 3.1 Authorises Officers to seek community feedback on the Elwood Foreshore Site Plan.
- 3.2 Notes that the feedback is to be reported to a subsequent Ordinary Meeting of Council.

4. KEY POINTS/ISSUES

Background

- 4.1 Elwood Foreshore is a popular and valued public and natural place.
- 4.2 It makes a significant contribution to the amenity and identity of the local area and the municipality.
- 4.3 It is the most southern part of the municipality, bordering City of Bayside, at one of the key entrance points to our City.
- 4.4 It has a surface area of approximately 15 hectares.
- 4.5 The constructed improvements at Elwood Foreshore include nine buildings, two carparks, plus a sports oval, soccer pitches, tennis courts, croquet greens, two playgrounds, a (street and beach) maintenance compound, and miscellaneous sporting and recreational infrastructure.
- 4.6 As outlined in the table below, Elwood Foreshore faces several challenges.

Challenge	Explanation
Climate change risk	Elwood Foreshore is low lying coastal land. Many of its buildings are at risk of permanent inundation due to sea-level rise and/or storm tide inundation. (The images on the next page provide a sense of the potential impact). Its shore-line is not static and may recede.
Life-stage of infrastructure	Through deterioration and obsolescence some of the buildings and one of the carparks are nearing end of life.
Under-utilisation	There are buildings at Elwood Foreshore that spend much of their time unused - particularly the ones used by the Sea Scouts and the Elwood Croquet Club.
Disability discrimination	Parts of Elwood foreshore do not provide meaningful or equal access to community members living with disabilities. To not have a plan to address this breaches disability discrimination law. It is also not in keeping with Council's responsibility as a community leader, and is inconsistent with its <i>Access and Inclusion Plan 2019-2021</i> .
The experience	Elwood foreshore has important recreational, scenic, heritage, natural and ecological values. However, in several ways, the visitor experience of these, and the overall sense of "place", is compromised. This includes for instance, movement conflicts, lack of shade, core facilities (for example toilets and change rooms) not meeting contemporary standards, single aspect buildings, deteriorated buildings and landscaping.

MEETING OF THE PORT PHILLIP CITY COUNCIL 1 DECEMBER 2021



Images: Flood inundation risk modelling.

(Above) Current scenario, without storm. (Below) 1.5m sea level rise, without storm.



- 4.7 Council is planning to revitalise and improve the Elwood Foreshore area, to address these issues and amplify the opportunities of the site. A Site Plan has been prepared to guide infrastructure decommissioning, renewal, replacement and redevelopment at the location over (approximately) the next decade.



The Site Plan

4.8 The Site Plan has been prepared by NMBW Architecture Studio, led by two of its principals, Nigel Bertram and Lucinda McLean, and supported with advice from a specialist external team, including:-

Assessment	Specialist
Arboricultural	TreeLogic
Aboriginal cultural heritage	Eco-Logical Australia
Biodiversity	Eco-Logical Australia
Building heritage	Context
Contamination	Senversa
Climate risk	Alluvium
Landscape heritage	Plan Heritage
Land surveying	Breese Pitt Dixon
Water Sensitive Urban Design	Storm Consulting

4.9 Developing the Site Plan has involved: assessing the intrinsic values and condition of the site through technical studies; reviewing the community consultation responses; and the forming up of a preliminary concept plan.

4.10 In preparing the Site Plan the designers have been guided and inspired by the:

- Vision;
- Principles; and
- Site Specific Goals.

4.11 The City’s “Vision” for its foreshore is expressed in its *Foreshore Management Plan* (2012):-

A vibrant, inspiring, accessible and connected open space destination that provides a wide range of experiences for local, national and international visitors. It is renowned for its unique local character, significant vegetation and its rich cultural history.

4.12 The Principles for the site Plan are also drawn from the Foreshore Management Plan. They are extracted in the table below. (The numbering of the Principles is not intended to represent priority order).

MEETING OF THE PORT PHILLIP CITY COUNCIL

1 DECEMBER 2021



Principle	Explanation
Principle 1: Public access and positive community benefit	Ensure that new and ongoing use and development make a positive contribution to the coast. To do this it should provide a positive community benefit based on public access and coastal dependence or supporting use.
Principle 2: Public open space, Recreational activities & events	The foreshore is public open space managed for a range of public use opportunities. The foreshore should be promoted as an important social and recreational destination with a variety of active and passive recreational uses that are coastal dependent and attract both residents and visitors.
Principle 3: Coastal sustainability, vegetation & heritage values	Protect and enhance the natural environmental and cultural values of the foreshore and ensure its sustainability.
Principle 4: Climate change and adaptation strategies	Plan for the environmental, social and economic impacts associated with climate change to implement adaptation strategies to deal with beach erosion, flooding, storm surges and sea level rise. Consider the 'carbon cost' to help mitigate further climate change.
Principle 5: Diversity of foreshore environments and character	Manage the foreshore having regard for a diversity of landscapes and areas with a unique sense of place, including natural, manmade and cultural aspects that contribute to the character of the local area and overall coastal character of the foreshore. The Port Phillip foreshore reserve should not be managed as a uniform, single environment.
Principle 6: Safe and equitable use	Provide a safe foreshore environment with a predominance of free and accessible use for all foreshore users.
Principle 7: Community participation and support	Provide opportunities for ongoing community participation and support community initiatives to progress a range of foreshore management issues.
Principle 8: Connectivity to activity centres and public transport	Promote safe and attractive pedestrian linkages, cycle and disabled access between the foreshore environment, urban activity centres and public transport of Port Phillip.
Principle 9: Buildings and car parking	Aspire towards foreshore buildings that are multi-purpose in design to encourage shared-use and fulfil a range of community uses and needs. Increases in building footprints or increases to the foreshore car park net footprint will not be allowed. there should be no loss of open space.
Principle 10: Economic sustainability	Recognise the economic value and contribution of the foreshore and only encourage investment in foreshore activities that will provide long-term economic sustainability, balanced use of foreshore public land and net community benefit.

4.13 Whereas the Vision and Principles are applicable to the entire foreshore of City of Port Phillip, the Site Specific Goals represent local priorities. They are derived from community feedback regarding the Elwood foreshore and were put forward at the Council Briefing of 9 September 2020. They comprise the following:-



Box: Site Specific Goals for Elwood's friendly foreshore

NATURE FRIENDLY: the natural and scenic values, the openness, are respected, & opportunities to sensitively manage stormwater are taken up.

MOVEMENT FRIENDLY: movement around the Foreshore is convenient & safe.

FRIENDLY BUILDINGS: redesigned buildings are appropriately sited, designed, attractive & cost effective.

RECREATION FRIENDLY: more (active & passive) recreation is encouraged.

- 4.14 The Site Plan is a preliminary concept. It is intended to be delivered in stages over approximately ten years.
- 4.15 By intention therefore, many aspects are not exactly determined yet. For instance, the form of buildings is downplayed. This will be considered during the preparation of detailed design and development applications for each stage.
- 4.16 There is no "perfect", nor single "right" way to arrange the site, and in developing the Plan, competing objectives and values have had to be balanced.
- 4.17 A range of options to balance the competing objectives have been canvassed with and considered by Councillors.

Key performance indicators

4.18 Compared to the current state, the Site Plan:

- reduces asphalt (and correspondingly increases public open space) by 23%.
- increases vegetation coverage by 78%.
- Building Zone A (being the Scouts/Angling/Sailing building area) has approximately the same building area, but with an additional 156m² of public pavilion.
- Building Zone B (surf life saving and restaurant at the beach) has a reduced building footprint, though an increased floor area of approximately 20%, and additional 360m² of public pavilion.

5. CONSULTATION AND STAKEHOLDERS

Consultations undertaken

- 5.1 Community consultations to date has included twenty two structured interviews with the site's lessees and licensees, and an online community survey carried out during July and August 2020 that received 1,493 views and was undertaken 279 times.
- 5.2 The survey sought to hear how users experienced Elwood Foreshore and their priorities for change. Feedback from that community survey was reported to Council's



Ordinary Meeting of 17 February 2021. The report can be viewed here:

<https://www.portphillip.vic.gov.au/media/t0ahaocp/report-12-1-elwood-foreshore.pdf>.

- 5.3 This feedback has been considered in preparing the Site Plan.
- 5.4 So too has preliminary feedback from Council specialists, Councillors and from the Department of Environment, Land, Water and Planning, Melbourne Water, in their own right, and as representatives of the Crown.

Consultation proposed

- 5.5 Should Council adopt the recommendation, Officers will seek community feedback concerning the Site Plan.
- 5.6 The objective of the engagement is to present the community with the Site Plan, and to receive written submissions from concerning the Site Plan.
- 5.7 The fundamental questions of the engagement are:
- Does the Site Plan address community aspirations and priorities?
 - Is there anything key that we have overlooked?
- 5.8 Feedback from the consultation will inform any further development of the Site Plan, including detailed design.
- 5.9 The engagement activities Officers propose to undertake are:
- on-site signage;
 - on-site information sessions (subject to public health restrictions);
 - meetings with Club representatives;
 - meetings with Bayside Council;
 - a Have Your Say online survey;
 - updates to the project web page;
 - email blast;
 - mail drop; and
 - notice in newspaper.

Subsequent consultation

- 5.10 Further and additional consultation will be part of each stage of the development, including the statutory consultation integrated into the development application assessment process for each stage.

6. LEGAL AND RISK IMPLICATIONS

- 6.1 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*.
- 6.2 The Site Plan, and future detailed design, will help address/mitigate current site specific risk at Elwood foreshore, such as: movement conflicts of cyclists with others; building integrity; public safety risks.



- 6.3 Legislation that will need to be addressed includes the *Disability Discrimination Act 1992*, the *Marine and Coastal Act 2018* and the *Climate Change Act 2010*.
- 6.4 The Crown provides guidance on foreshore land use with its *Marine and Coastal Policy 2020*. The Policy 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.
- 6.5 The *Marine and Coastal Policy* offers examples of structures not needing to be on foreshore land. These include: non-water based sporting facilities; community halls; and function centres.
- 6.6 The Policy notes that “legacy structures do not set a precedent for future development”.
- 6.7 It further notes that “provision or improvement of buildings and structures on ...coastal land is confined to those providing significant net community benefit and whose function depends on being on or near the water”, and to “consider relocating existing buildings and structures that are not functionally dependent on being located on marine and coastal Crown land, away from that land if suitable opportunities arise”.

7. FINANCIAL IMPACT

- 7.1 To improve this important community asset according to the Site Plan will require approximately \$51M, including contamination management and contingency.
- 7.2 This is a very significant investment for the City and is currently not fully budgeted for. Officers are working on an updated 10-Year Financial Plan to include to determine funding available for this (alongside other not fully budgeted for priorities such as the South Melbourne Market Next Project).
- 7.3 It is contemplated that the improvements to Elwood foreshore be undertaken in stages over approximately a decade. This will spread the required capital investment over time, and thereby help address affordability.
- 7.4 Financial contribution from external sources (including the State government and tenants/licensees of the site) will be required to offset the investment costs.
- 7.5 The cost of the project cost to date is approximately \$250k, the largest components being land surveying, and contamination investigations.

8. ECONOMIC IMPACT

- 8.1 Redevelopment of the foreshore precinct will support a vibrant visitation experience and strengthen the identity of our City. It will also support the continuation of commercial enterprise from the foreshore.

9. ENVIRONMENTAL IMPACT

- 9.1 Elwood Foreshore has important natural and ecological values. These values, and opportunities to enhance them, have been considered in preparation of the Site Plan.
- 9.2 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.
- 9.3 Consistent with the intent of Council’s *Sustainable Design Strategy 2013*, the site planning has given early thought to environmentally sustainable design.
- 9.4 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. Consistent with that strategy, the site planning incorporates adaptation to climate change risk and has considered water sensitive urban design.

- 9.5 It also measures the proposed improvement to the permeable surface and the tree coverage ratios.
- 9.6 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.
- 9.7 Contamination investigations undertaken as part of the site planning are consistent with Council’s *Soil Contamination Management Policy 2004*.

10. COMMUNITY IMPACT

- 10.1 Recent community feedback for Council’s draft *Public Space Strategy* highlights that Elwood foreshore is a favourite space - for walking, cycling and casual recreation, and mix of commercial activities and events.
- 10.2 Creating a long term plan for the Elwood foreshore will support:
 - local amenity;
 - asset performance (including compliance and risk mitigation); and
 - capacity to accommodate City growth.
- 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.

11. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY

- 11.1 Preparing a Site Plan to guide the future of Elwood foreshore aligns with *Council Plan* strategic direction “Liveable Port Phillip”.
- 11.2 Seeking community feedback on the Site Plan aligns with *Council Plan* strategic direction “Well governed Port Phillip”.
- 11.3 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.
- 11.4 Proactive planning for Council’s built infrastructure on the foreshore supports Council’s *Asset Management Strategy 2018-21*, 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.



- 11.5 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.
- 11.6 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*.

12. IMPLEMENTATION STRATEGY

12.1 TIMELINE

- 12.1.1 Should Council support the recommendation, Officers intend to commence the community consultation in December, and report the feedback to an Ordinary Meeting of Council in approximately March 2022.

12.2 COMMUNICATION

- 12.2.1 Elwood Foreshore is an important and valued part of our City.
- 12.2.2 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.

13. OFFICER DIRECT OR INDIRECT INTEREST

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

ATTACHMENTS

1. Site Plan